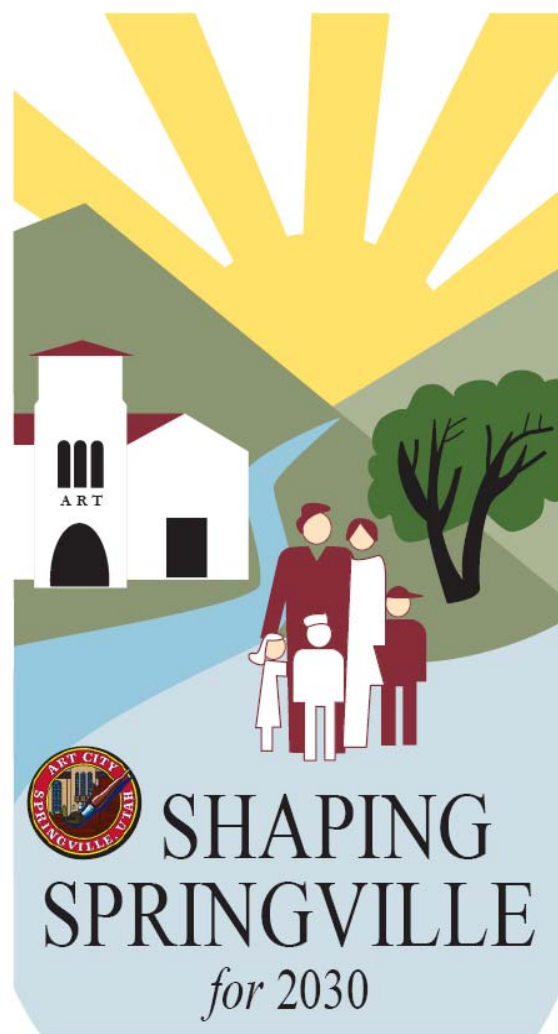


# LAKESIDE COMMUNITY PLAN

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# LAKESIDE COMMUNITY PLAN

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## **Mayor**

Wilford W. Clyde

## **City Council**

Rick Child

Craig Conover

Chris Creer

Jason Miller

Chris Sorensen

## **Planning Commission**

Genevieve Baker

Michael Clay

Carl Clyde

Craig Huff

Brad Mertz

Joyce Nolte

Frank Young, Chair

## **City Staff**

Troy Fitzgerald, City Administrator

John Penrod, City Attorney/Assistant  
City Administrator

Fred Aegerter, Community  
Development Director

Stephanie Nieporte, Community  
Development Secretary

Laura Thompson, Planner II

Alec Barton, Planning Intern

Scott Finlayson, Director of Public Safety

Brad Stapley, Public Works Director

Leon Fredrickson, Power Director

Brandon Graham, Power Distribution  
Superintendent





# SPRINGVILLE CITY GENERAL PLAN

## Community Plans

The purpose of community plans is to more specifically identify the issues of residential sub-areas within Springville City. Shaping Springville for 2030: The Springville City General Plan, includes general direction concerning various aspects of the physical development of the City. The community plans include a more specific look at the residential communities within the City and issues facing those areas. While there may be similar problems and challenges within each planning community, there are often unique issues as well. Examples of these may include specific problem intersections, how to address development in a newer area, or what kind of uses should be included in a park.

All of these types of issues deserve the specific attention of the stakeholders within those areas, as well as that of elected and appointed City officials and City staff. Identifying the various issues facing a planning community is

like finding a piece of a puzzle. As the issues are identified, addressed, and put together, a more complete vision of how to create a more attractive, livable, and vibrant community emerges (see **Figure 1**, page 6).

There are currently seven planning communities identified within the City (see **Map 2**, page 7). As certain areas develop, at least one of these planning areas, the Westfields Community, will be divided into two areas. Each community should currently or will ultimately include at least 3,500 persons. The planning community areas vary from about 600 acres to nearly 1,500 acres. This range is the result of the different residential densities found throughout the City. While the Historic Center Community is fairly densely populated, the Lakeside Community is anticipated to develop at a much lower density because of wetlands, floodplain, and other issues associated with the proximity of the community to Utah Lake (see **Map 1**).



The Lakeside Community

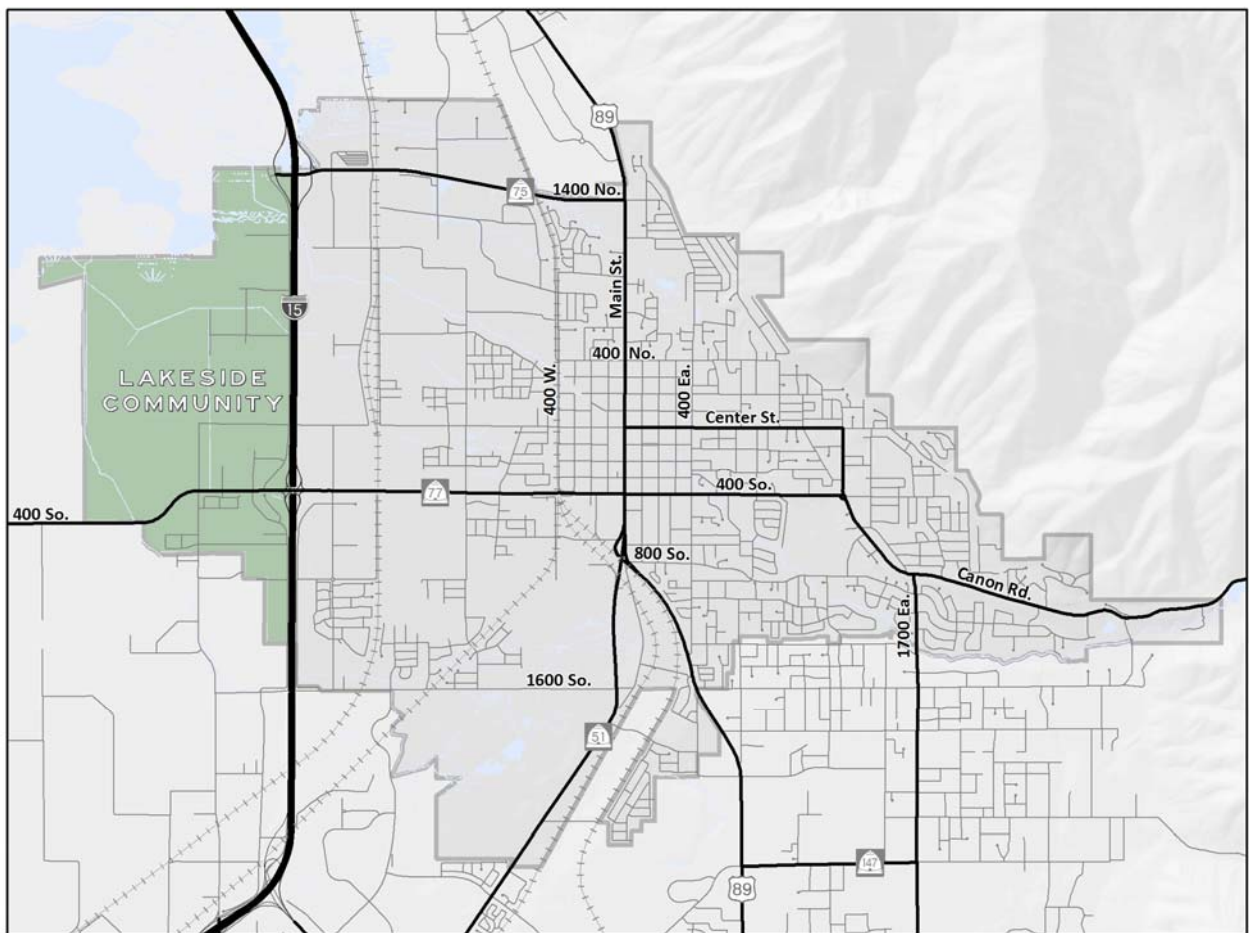


# LAKESIDE COMMUNITY PLAN

The process for development of community plans includes gathering information from residents and property owners in the community as information for the background portion of the plan is begun. Other information is provided from review of Planning Commission and City Council minutes, along with discussion with City staff.

Typically, after this information is gathered, an ad hoc committee—including volunteers from the community along with representatives from the Planning

Commission or City Council—is organized to discuss the issues identified and provide a recommended direction to the Planning Commission and City Council. In the case of the Lakeside Community, no ad hoc committee was established. A notice letter was sent out to all property owners who had property that might be considered for residential development. Letters were sent to property owners in December 2015. Of the 16 property owners who were sent letters, five have responded. The primary concern voiced by these few owners has been having



**Map 1** The Lakeside Community adjacent to Utah Lake is Springville’s westernmost community



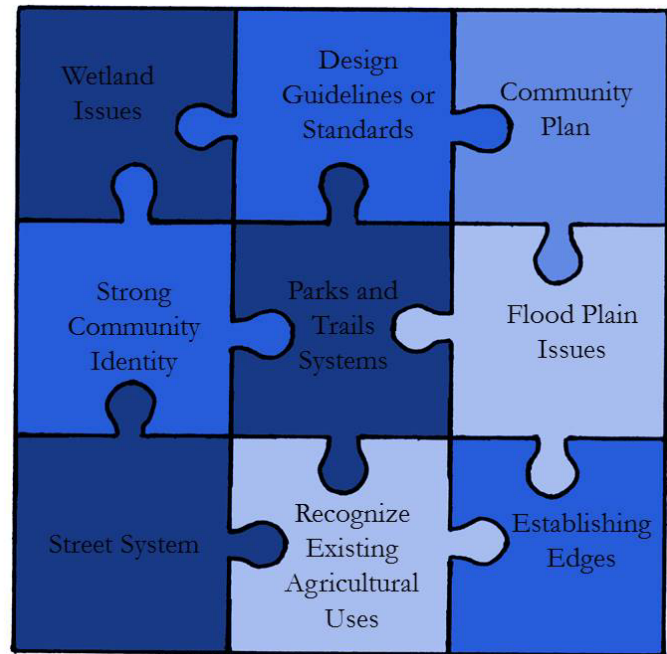




# SPRINGVILLE CITY GENERAL PLAN

the ability to keep their property in greenbelt for tax purposes. For the most part, this land was zoned for agricultural uses, but some commercially-zoned properties were included.

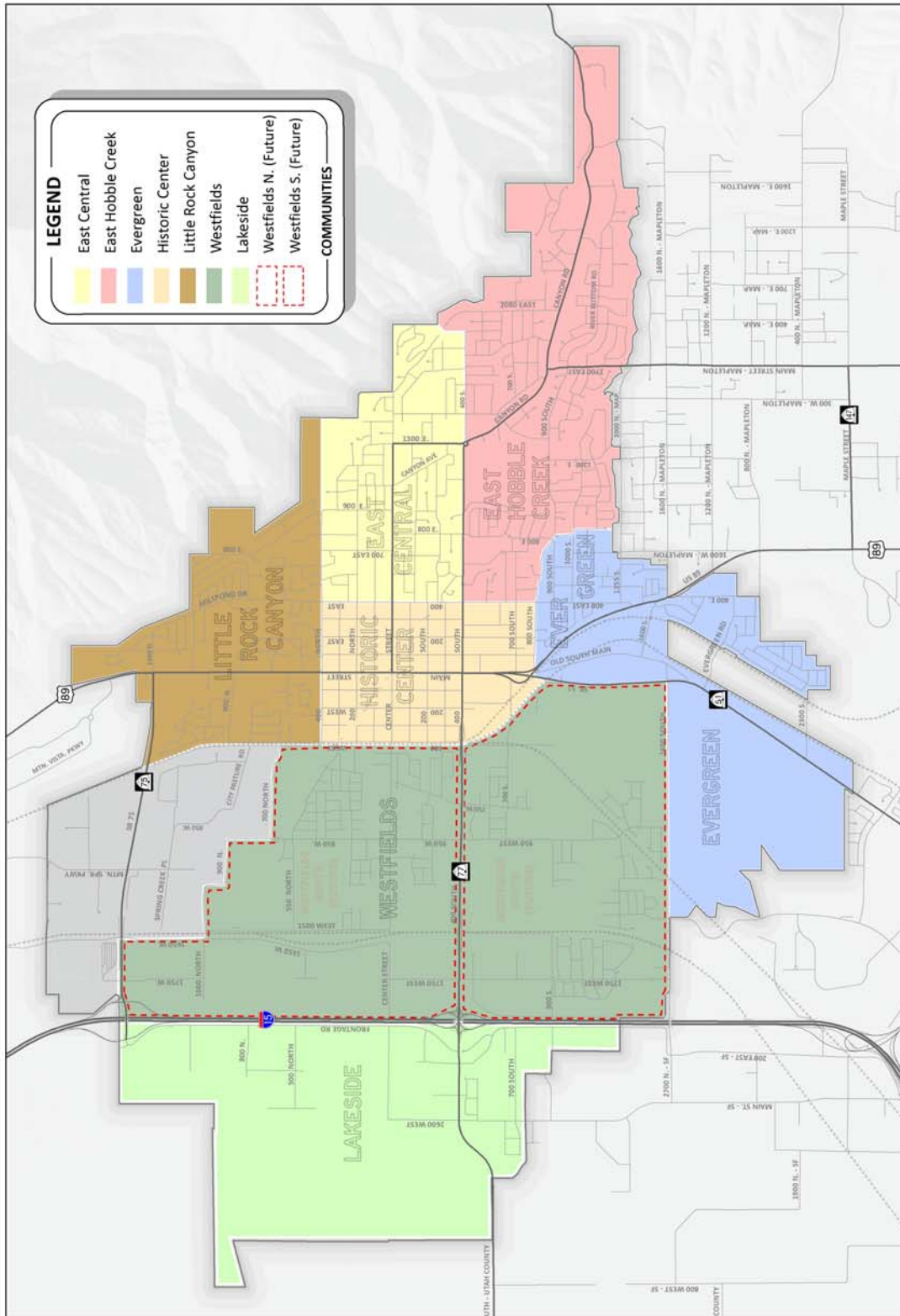
The Planning Commission then reviews the information collected by the Staff and the drafted Community Plan. The Commission will typically change portions of the draft plan. The City Council receives the Planning Commission recommendations and reviews them and has the option of adopting them as submitted, amending the recommendations, or not adopting them. The process is essential to developing a plan that best addresses the issues of the planning community.



**Figure 1** The many pieces of the puzzle work to help create stronger, more vibrant residential communities within the City of Springville.



# LAKESIDE COMMUNITY PLAN



Map 2 Springville City Planning Communities





# SPRINGVILLE CITY GENERAL PLAN

## Population Characteristics

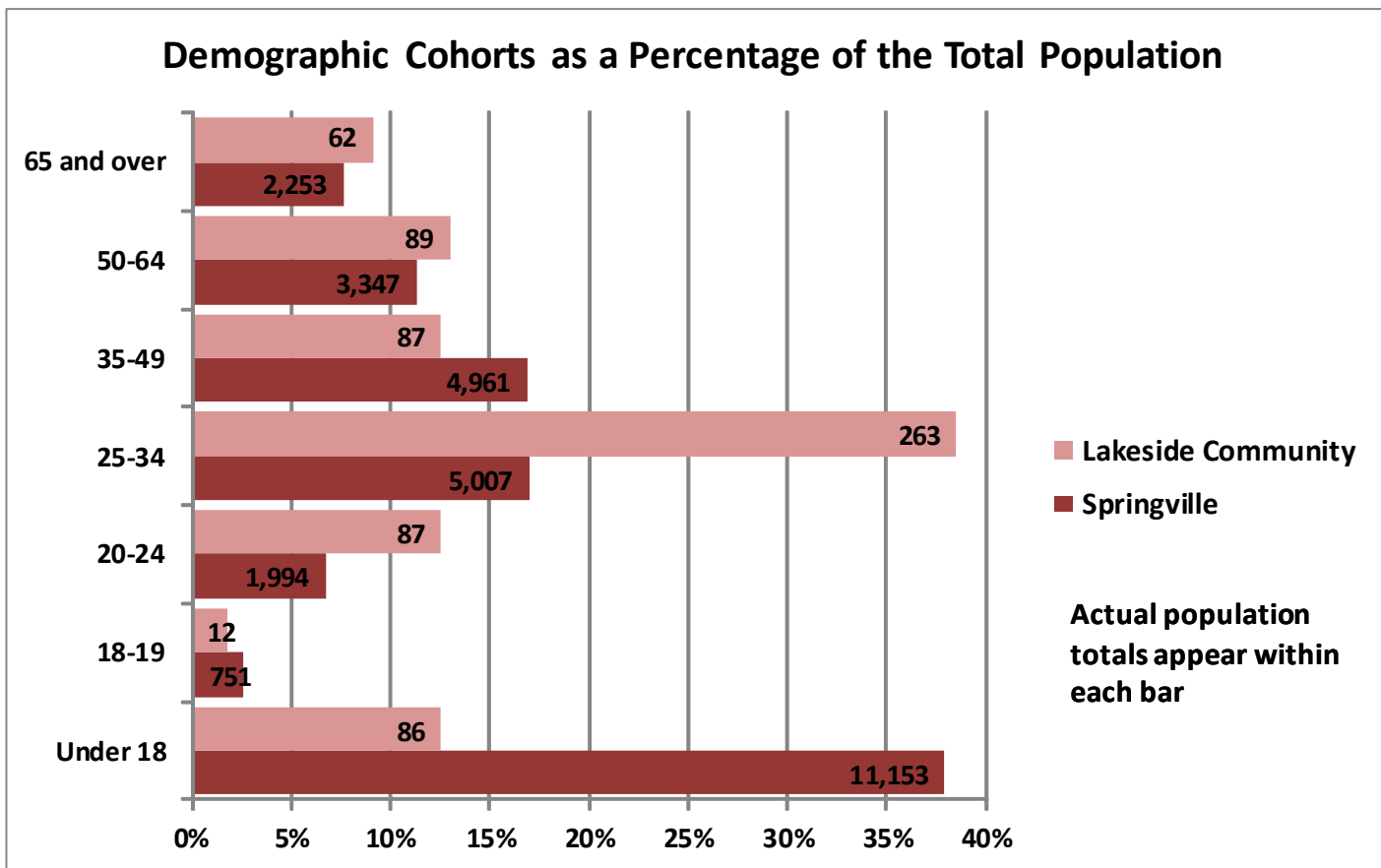
The 2010 U.S. Census provides valuable information regarding the Lakeside Community. This information is included in **Figures 2 and 3.**

The Community population is 686, representing just over 2% of the overall City population of 29,446. There is ample room to grow in this Community, however; about 16% of Springville’s land is located in the Lakeside Community. Traditionally an agricultural area, Lakeside’s population is currently divided

between two multi-family housing developments.

The following demographic data was developed by extrapolating the 2010 Census Tract information for this area.

There are more females than males in the Lakeside Community, the former group outpacing the latter 55% to 45%. Most of Lakeside’s residents (87%) are over 18, and just over half are between the ages of 20 and 34. Residents 65 and older make up about 9% of the Community population.



**Figure 2** Demographic cohorts for the Lakeside Community compared with the same demographic cohorts for Springville City as a whole





# LAKESIDE COMMUNITY PLAN

Minority populations within the Community are smaller than those found Citywide, with just 4% of the Community identifying as Asian, American Indian-Alaskan Native, or some other non-white race.

The Hispanic population located within the Lakeside Community is 5.6%, which is smaller than the Citywide percentage of 12%.

	Lakeside Community	% of Community Population	Springville City	Community % of Springville's Population
Total Residents	686		29446	2.3%
Persons per household	1.79		3.3	
Male	309	45.0%	14686	2.1%
Female	377	55.0%	14780	2.6%
<18	86	12.6%	11153	0.8%
18-64	538	78.4%	16060	3.3%
65+	62	9.0%	2253	2.8%
Race			<b>Race in the Community as a percentage of Race Citywide</b>	
White	659	96.1%	26617	2.5%
African-American	0	0%	129	0%
Asian	9	1.3%	179	5.0%
American Indian-Alaska Native	6	0.9%	154	3.8%
Native Hawaiian-Pacific Islander	0	0%	170	0%
Other	9	1.3%	1487	0.6%
2 or More	3	0.4%	730	0.4%
Hispanic (Ethnic Category)	38	5.6%	3482	1.1%

**Figure 3** Population characteristics for the Lakeside Community and Springville City – 2010 U. S. Census





# SPRINGVILLE CITY GENERAL PLAN

## Land Use

The Lakeside Community is located west of I-15 and includes about 1,500 acres of property. It represents approximately 16% of the total land area of the City. (Springville City includes 9,211 acres or 14.39 square miles). Roughly 745 acres in the Lakeside Community are not in the 100-year floodplain identified by the Federal Emergency Management Agency (FEMA). Information concerning land use is included in **Figure 4** and **Map 3**.

The primary land use in this community is agricultural land which, along with vacant land, makes up 87% of total land use in the Lakeside Community. Commercial uses including retail (4.9%) and services (3.2%) make up just over 8% of land use. Other uses include high-density residential (2.4%), light industrial (2.3%), and public (0.1%).

Lakeside		
Land Use Classification	ACRES	% OF TOTAL
Comm.—Services	48	3.20%
Comm.—Retail	73.7	4.91%
Public	2.1	0.14%
5+ Residential	36.5	2.43%
Light Industrial	34.8	2.32%
Streets/ROW	81.57	5.44%
All other land	1304.4	81.55%
TOTAL	1499.5	100.00%

**Figure 4** Land use classifications in Lakeside

## Residential

Two medium-density, multi-family residential complexes together take up 36.5 acres of land, or about 2% of total land in the Lakeside Community. Currently there are no single-family homes in the Community. Existing and proposed multi-family residential uses are located adjacent to 400 South and 2600 West, both arterial streets.

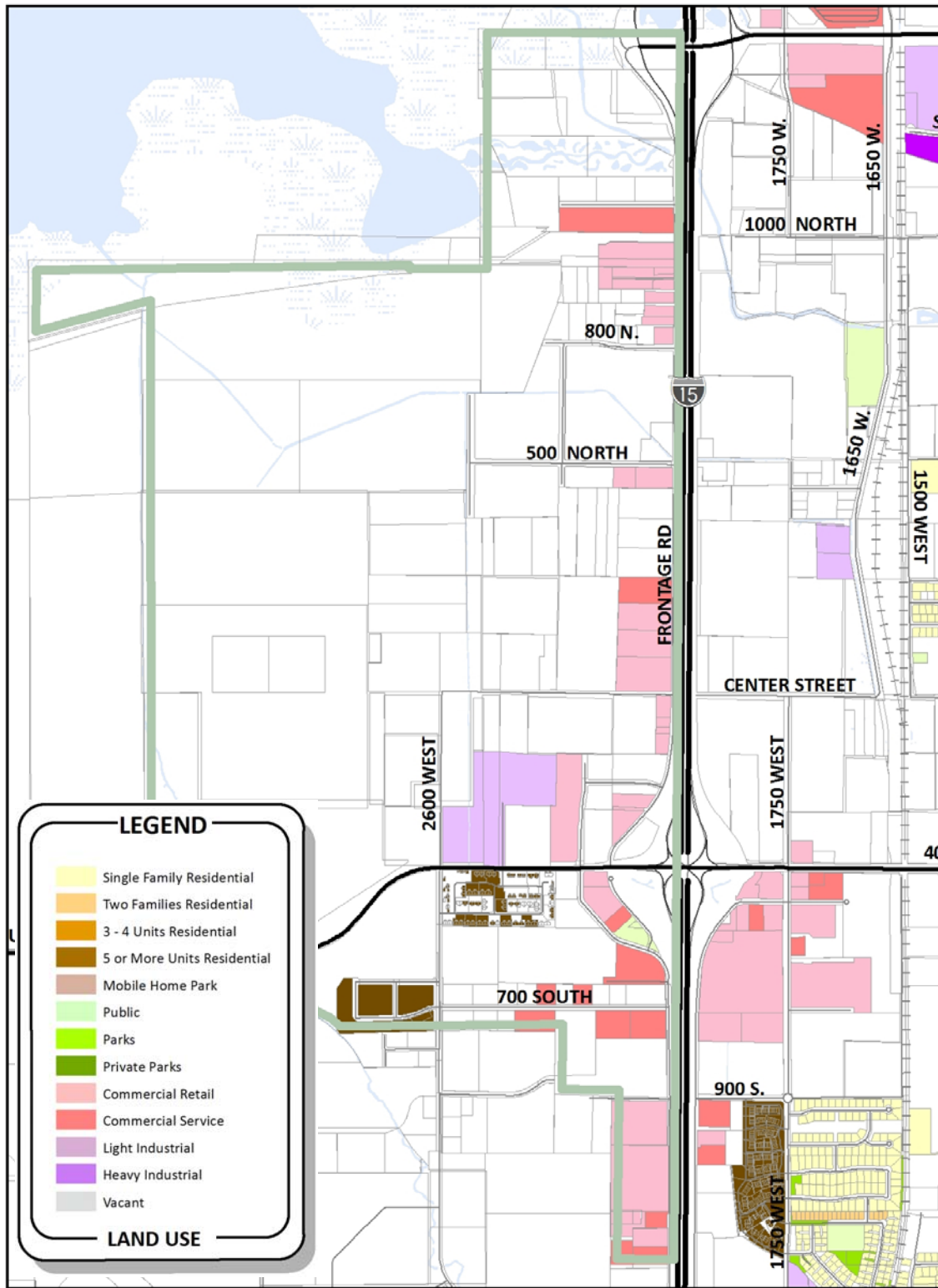
## Commercial

Commercial uses represent about 8% of existing land uses in the Lakeside Community and are generally located along the Frontage Road near the 1400 North and 400 South interchanges of I-15. The largest commercial building in this Community is the Modere Headquarters near the 400 South interchange (see **Figure 5**, page 12). An assortment of smaller retail and service-based commercial uses are located in the Community. The primary uses at the 400 South interchange are oasis-type businesses such as fuel, fast food, and lodging.

The majority of uses along the frontage road include a mix of open storage display businesses such as a manufactured homes, RVs, boats, and outdoor motorsport vehicles. Other wholesale and retail businesses are also included in the mix of frontage road commercial uses. Just over half (5,120' out of 9,915' of lot frontage) of the frontage road north of 400 South and one-third (4,323' out of 5,195' south of 400 South) have been developed with commercial/light industrial types of uses with some limited development on properties behind those facing the frontage road.



# LAKESIDE COMMUNITY PLAN



**Map 3** Land use in the Lakeside Community





# SPRINGVILLE CITY GENERAL PLAN

Those lots located behind the frontage road properties are mostly undeveloped, either being used for farming or sitting unused.



Figure 5 Moderne Headquarters at 2089 Neways Drive

## Industrial

Industrial uses make up about 2% of existing land uses in the Lakeside Community. The South Utah Valley Solid Waste District Transfer Station is the most prominent industrial use in the Community. This conditional use was constructed in the 1990s and was to have included adequate landscaping and fence screening, which was never fully completed. There has been discussion about relocating the facility further to the west but the current plan is to expand the facility and install the improvements to help mitigate the impact of the Station on surrounding uses.

## Agricultural

The largest single land use in the Lakeside Community is agricultural or vacant land, which together account for over 81% of total land use. The majority of this land is located west of 2600 West.

## Streets

Currently, just over 5% of the land in the Community is being used for streets. In a fully developed area street rights-of-way typically account for between 20-30% of total land use.

## Zoning

### Commercial

Commercial zoning (HC and RC) takes up nearly 50% of total land area in the Lakeside Community (see **Figure 6**). A traditional planning standard is 10 acres of commercial

Lakeside Community Zoning		
ZONE	ACRES	% OF TOTAL
HC	591.7	39.82%
RC	132.7	8.93%
RMF-2	21.9	1.47%
A1	739.6	49.77%
TOTAL	1485.9	100%

Figure 6 Zoning of Lakeside Community

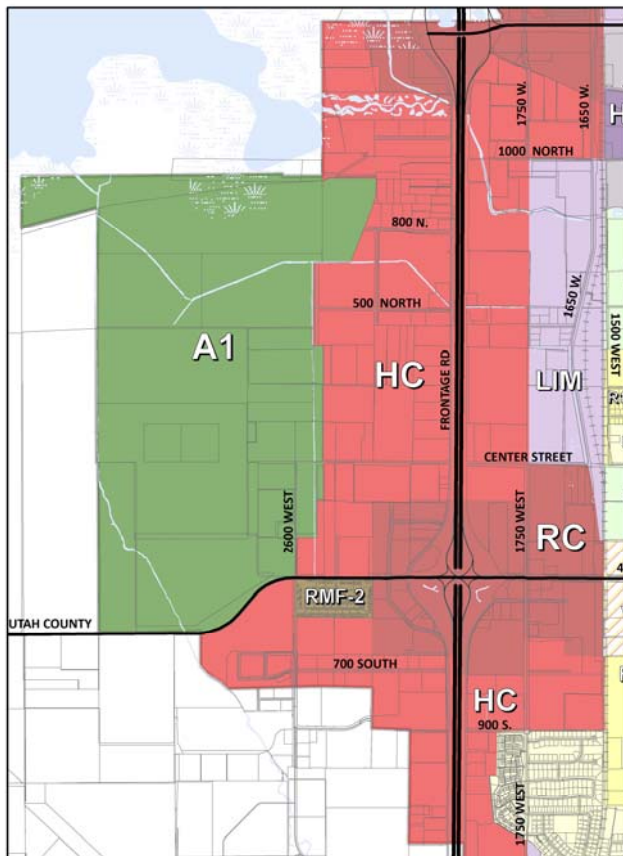


# LAKESIDE COMMUNITY PLAN

per 1,000 residents. There are 720 acres zoned commercially, which could support a population of over 72,000. When eliminating the area in the 100-year floodplain, there are 468 acres of commercial property west of I-15, a size sufficient to support a population of just under 47,000.

## Industrial

No land is currently zoned for industrial uses in the Lakeside Community. However, the Highway Commercial Zone allows for many uses similar to those allowed in an industrial or manufacturing zone as a conditional use.



**Map 4** Zoning in the Lakeside Community

## Agricultural

The single largest zone in the Lakeside Community is Agriculture (A1), which makes up just less than half of the land in the area (see **Map 4**). This zone is located north of 400 South and generally west of 2600 West. Roughly 65% of the land in this zone is located within the floodplain.

## Future Land Use

Plans for the 1990s for this area primarily included commercial uses. Later in that same decade, multi-family residences were approved for the southeast corner of 400 South and 2600 West. The plan for the area west of I-15 is to include a variety of types of residences, along with a variety of non-residential uses (see **Map 5**, page 15).

## Residential

A wide variety of residential uses is anticipated for this area, with multi-family being located in the mixed-use zone for properties on the west and northeast corners of 400 South and 2600 West. Additional multi-family residences will be located along 2600 West heading north from 400 South up to the 100-year flood line at approximately 300 North.

Lower-density single family residential is proposed to be located to the west of 2600 West. As the area to the west of the current City boundary is annexed, single family uses are anticipated for that area as well.

An option for residential uses is included for properties located behind properties facing the frontage road, north of 400 South.





# SPRINGVILLE CITY GENERAL PLAN

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Rezoning to residential use would require that all properties to the west of the subject property would also be zoned residentially.

## Commercial

Those lots located behind the frontage road properties are mostly undeveloped, either being used for farming or sitting unused. The plan includes an option for those properties located outside of the floodplain in the area currently zoned commercially to be utilized for either commercial or medium low density residential. This could only occur if the properties to the west are zoned for residential use. Otherwise, a random pattern of residential and commercial uses would occur.



New construction in the Lakeside Community

The Lakeside Community currently includes over 450 acres of commercially-zoned property that is not included in the floodplain. Much of the area in the floodplain, which includes over 250 acres, could be developed for certain types of commercial uses that require less visibility than more traditional retail sales types of operations. Examples include the infomercial studio located just south of the north 1-15 interchange.

## Industrial

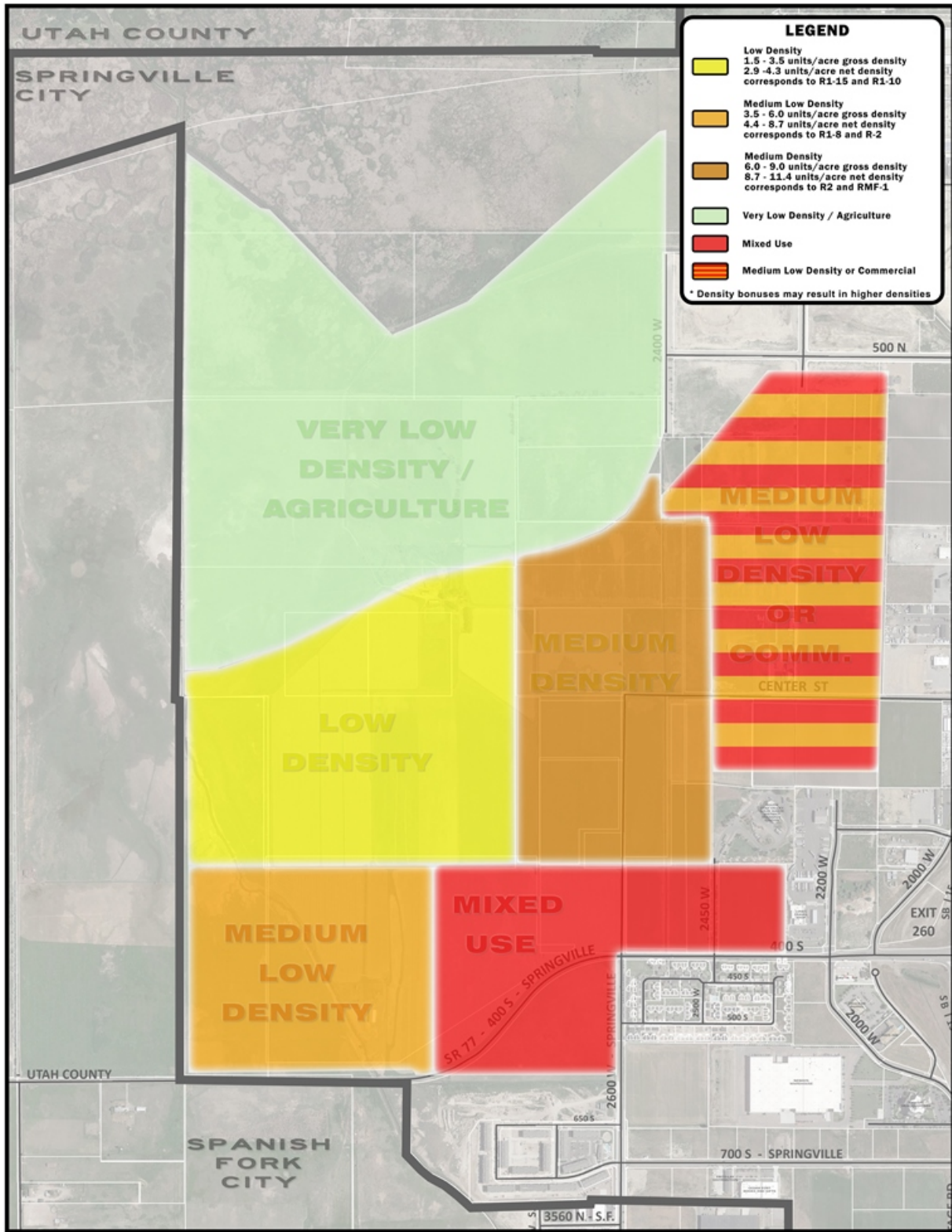
Some of the areas zoned Highway Commercial (HC) may include some less intense types of industrial uses. These are typically storage lots and are anticipated to be located along the frontage road or immediately behind frontage road lots.

## Agriculture

Agricultural uses will continue to be included in this area indefinitely. It is an especially appropriate use for property adjacent to Utah Lake in the floodplain. There is a commitment by several land owners to continue utilizing their properties for agricultural production for at least another generation, if not longer.



# LAKESIDE COMMUNITY PLAN



Map 5 Proposed future land use in the Lakeside Community





# SPRINGVILLE CITY GENERAL PLAN

## Annexation

Much of the land in the existing Lakeside Community was first annexed in the 1980s, including a large portion adjacent to I-15 and generally north of 400 South and east of 2600 West. In the 1990s, small portions of land adjacent to 400 South and I-15 were annexed; these include the land where the Neways building and Brookline Condominiums now stand. The westernmost section of land, most of which is currently zoned for agricultural use, was annexed in the 2000s (see **Map 7**, next page).

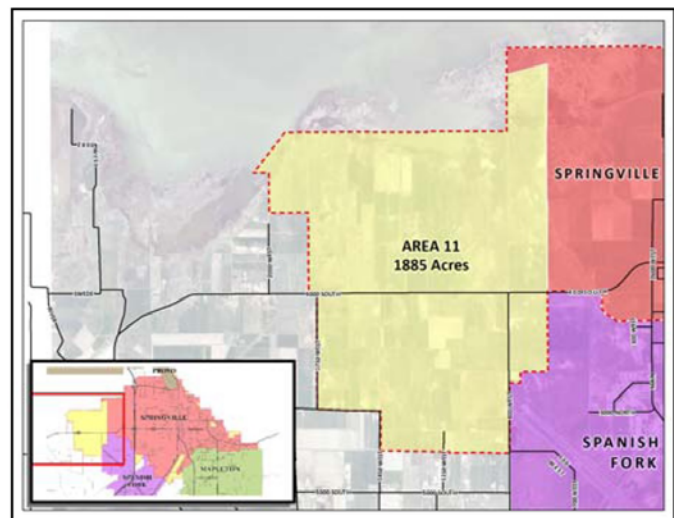
As noted in the General Plan, the decision to annex land is broadly based on two considerations: past agreements with neighboring municipalities and whether or not the City can be the most efficient provider of municipal services to the area being considered for annexation. Accordingly, the City is typically not the driving force behind an annexation petition. Instead, property owners generally dictate the timing of municipal expansion with the approval of the City Council.

Springville City has signed Interlocal Cooperation Agreements with both Provo City (1981) and Spanish Fork City (1991 and 1999). These agreements delineate probable areas for annexation for each city government and limit the possible extent of each municipality. Using these agreements, Springville City in 2003 established the Annexation Declaration Policy Boundary—the limits beyond which the City will not grow—which is shown in **Map 7**.

### [Future Annexation](#)

The largest section of land that may yet be

annexed by Springville is 1,885 acres (Area 11) west of the existing Agriculture Zone in the Lakeside Community (see **Map 6**). If this land were annexed it would be subsumed by the Lakeside Community and would more than double the size of that community. A list of procedures for annexation and considerations that must be met prior to annexation are contained in section 3-17 of the General Plan.



**Map 6** Location of 1,885-acre Area 11, under consideration for annexation by Springville City

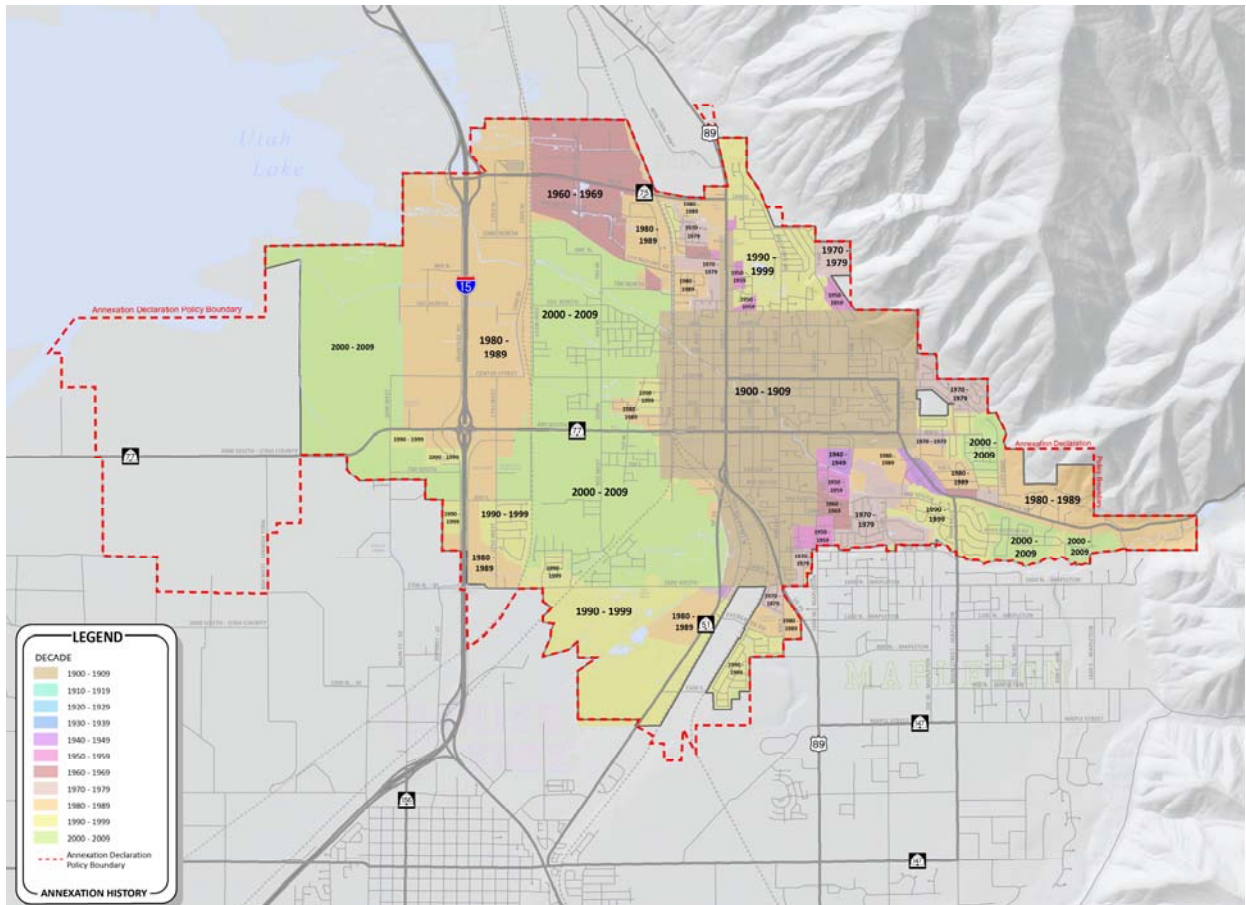
### [Springville-Spanish Fork Airport](#)

Federal Aviation Administration (FAA) regulations affect land use in areas near the Springville-Spanish Fork Airport, including the area of potential annexation in the Lakeside Community. Construction or alteration of an existing structure that exceeds 2,000 feet in height above ground level (AGL) in any location is considered by the FAA to be a hazard to air navigation that results in an inefficient use of airspace. All development proposals in such areas must include details





# LAKESIDE COMMUNITY PLAN



**Map 7** Location and timeframe of annexed areas in Springville City

explaining why the structure would not be hazardous and why it would not result in an inefficient use of airspace. The FAA also considers structures above 200 feet AGL and within 3 nautical miles of the established reference point of an airport to be obstructions.

Development within this area of the Lakeside Community would need to account for FAA regulations.

## Wetlands

Approximately 59% (1,109 acres) of Area 11—the area west of Lakeside under

consideration for annexation—is located north of 400 South. Long-range plans anticipate residential development on the annexable land north of 400 South only. Land south of the arterial will be developed for other uses.

Residential development in this area presents some unique challenges. Wetlands make up over half of the land (619 acres) in this area. It is imperative that development occur only in areas deemed suitable for such in order to preserve sensitive areas of the environment and protect homeowners from floods.



# SPRINGVILLE CITY GENERAL PLAN

## Environment

### [Lower Hobble Creek WMA](#)

The Lower Hobble Creek Wildlife Management Area (WMA) is located in the northeastern part of Lakeside Community, near the 1400 North freeway interchange. This area is operated by the Division of Wildlife Resources (DWR), which has been working to improve the river channel for the endangered June sucker (see **Figure 7**). It is also a popular waterfowl hunting access point to Utah Lake.

### [Utah Lake Commission](#)

The Utah Lake Commission was established in 2007 when several area governments came together to provide funding for the agency. Today, 17 area governments including

municipalities, Utah County, the Department of Natural Resources, and the State of Utah, fund and empower the Utah Lake Commission. The Commission provides recommendations for lake shore preservation and floodplain development in its master plan.

Current initiatives include providing access points for motorized and non-motorized recreation vehicles, increasing connectivity of trail systems along and around the lake, and treating for phragmites, an aggressive plant species common to wetland areas throughout Utah (see **Figure 8**, next page). The Commission plans to treat 1,300 acres of shore land affected by phragmites in the Provo Bay in 2016-17.

### [Utah Lake Master Plan: Awake Utah Lake](#)

In 2009, the Utah Lake Commission completed the Utah Lake Master Plan (Awake Utah Lake) aimed at



**Figure 7** Lower Hobble Creek





# LAKESIDE COMMUNITY PLAN



**Figure 8** Phragmites, an invasive plant species, is common in wetlands throughout Lakeside

providing goals and strategies for dealing with development of sensitive wetlands and shoreline areas. While the authority to make decisions relating to development along Utah Lake rests with individual municipalities, the Utah Lake Master Plan provides direction geared toward establishing ordinances that protect homeowners and the natural environment. Some cities, such as American Fork and Lindon, already have shoreline protection ordinances in place. Other cities are currently working on implementing these ordinances.

Springville City has not yet adopted a shoreline protection ordinance, but this Community Plan seeks to be sensitive to goals outlined by the Utah Lake Commission in order to preserve the natural environment and protect homeowners from costly floods.

## Utah County Mosquito Abatement

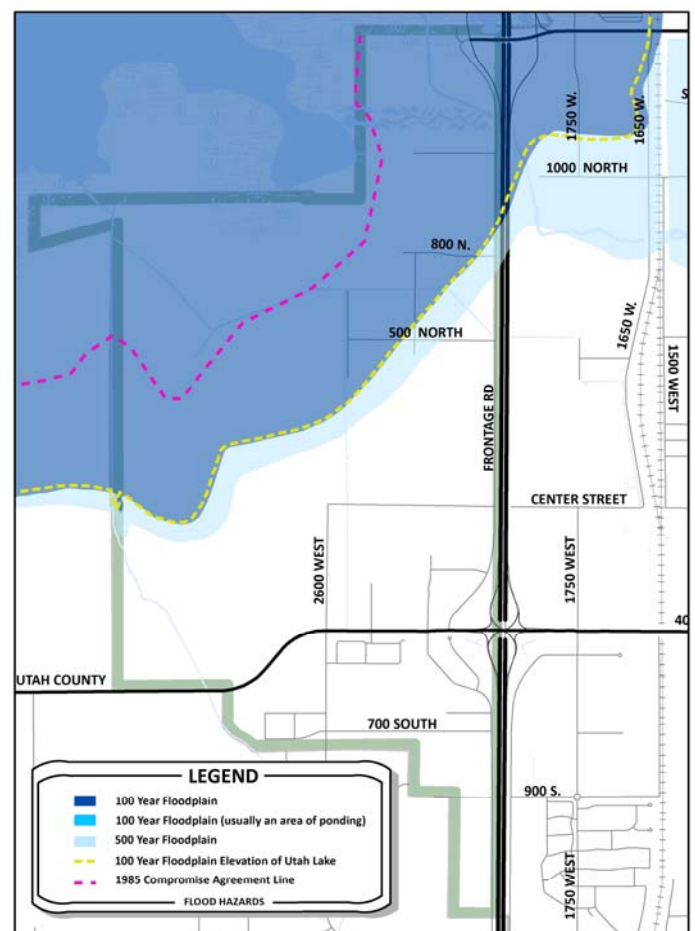
The Utah County Health Department operates a mosquito abatement program based in Spanish Fork. This program oversees mosquito abatement efforts throughout the county, including areas within the Lakeside Community. Mosquitos transmit an assortment of viral infections. Controlling

mosquito populations has proven to be an effective method in curbing many diseases.

West Nile Virus is of special concern to the Lakeside Community. The virus first surfaced in Utah in 2003; by 2006, it was identified in pools where mosquitoes breed in South Provo. Additional reports of West Nile Virus in Springville occurred in 2014.

## Floodplain

The 100-year flood zone identified by FEMA is an area that has an annual 1% chance of being inundated by floodwaters (see **Map 8**). Areas



**Map 8** The 100-year floodplain extends into Lakeside Community



# SPRINGVILLE CITY GENERAL PLAN

with a 1% or greater annual chance of flooding generally are not considered suitable for certain types of development, including residential and commercial uses. The 100-year flood zone adjacent to Utah Lake includes approximately 755 acres, or roughly half of the approximately 1,500 acres in the Lakeside Community. In order to mitigate problems related to flooding, land use within the floodplain should be restricted to agricultural and recreational uses.

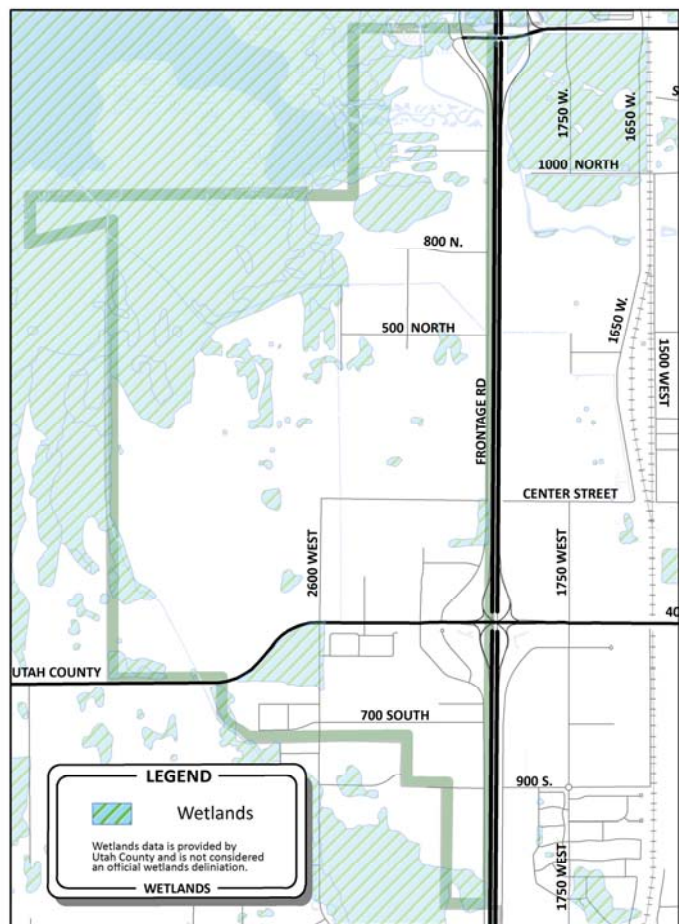
## Wetland Issues

Data from the National Wetlands Inventory show vast areas of the Lakeside Community covered by wetlands (see **Map 9**). All wetlands in Lakeside are classified as palustrine and emergent, meaning they are dominated by perennial plants like trees, shrubs, mosses, or lichens which are present for most of the growing season in most years. Wetlands are further divided into the following categories:

- **Temporary flooded (PEMA).** Surface water is present for brief periods during growing season, but the water table usually lies well below the soil surface for most of the growing season. This zone is characteristic of many wetlands in the south part of Lakeside;
- **Seasonally flooded (PEMC).** Surface water is present for extended periods, especially early in the growing season, but is absent

by the end of the growing season in most years. This is the most common zone in the Lakeside Community; and,

- **Semipermanently flooded (PEMF).** Surface water persists throughout the growing season in most years. This zone is found above the 100-year floodplain line adjacent to Utah Lake



**Map 9** Wetlands in the Lakeside Community



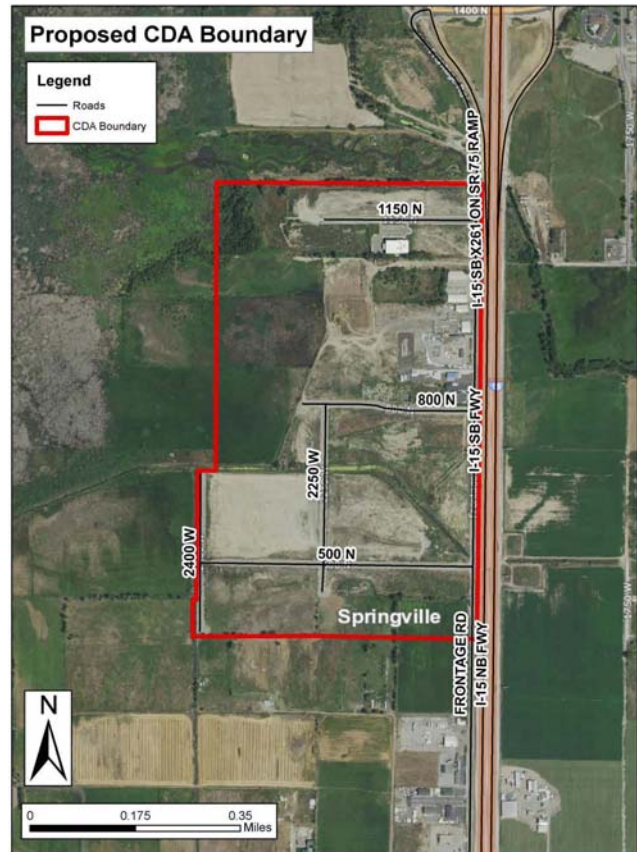
## Economic Development

### [North Community CDA](#)

In October 2015, the Springville Redevelopment Agency prepared a plan for development in the North Community Development Project Area, which is located just south of the I-15 interchange at 1400 North, within the Lakeside Community (see **Map 10**). The plan calls for development of retail and office space within the 219-acre project area (178 acres are developable). The plan was prepared in an effort to generate “significant economic activity in the region”, through providing temporary construction jobs and full-time employment for new retail centers and office parks, as well as greater variety in business opportunities and generation of additional tax revenues.

While the project area is zoned as highway commercial, only 10% of the land is currently being used for commercial purposes. The majority of the land—164 acres, or 76%—is vacant. Developing the North Community

Development Project Area in accordance with the plan’s ideals will necessitate maintaining the highway commercial zone in this area.



**Map 10** Location of North Community CDA





# SPRINGVILLE CITY GENERAL PLAN

## Housing

### Existing Housing

Housing construction began in this area with the Five Star Condominiums in the late 1990s. Over the past 18 years, the property has gone through several owners. The development is located at 450 S. 2550 West and contains 216 units nearly completed or in construction with another 64 to be constructed. The development is known today as Brookline Condominiums (see **Figure 9**). When complete, Brookline will consist of 280 units on 20.2 acres (13.86 units/acre gross).



**Figure 9** Brookline Condominiums at 450 S. 2550 West

Outlook Apartments was approved in 2014 and the complex was completed in fall of 2015 (see **Figure 10**). It is located at 664 S. 2600 West and has 260 completed apartment units (16.15 units/acre gross). Ninety-two townhouses will be constructed on 7.83 acres at the site, totaling 352 units on 27.84 acres (12.64 units/acre gross) when complete.

**Figure 11** (next page) compares the number of building permits issued in Lakeside Community versus the City as a whole during the years of 2011-2015.

There are 476 residential units in the Lakeside Community, which represents just under 5% of total housing in the City. The estimated population for the area—686—is just over 2% of Springville’s 2010 population of 29,446. This indicates that the average number of persons per household is fewer in the Community than within the City at large. While Springville averages 3.45 persons per dwelling, the Lakeside Community averages only 1.79 persons per dwelling. This reflects the smaller size of dwelling units as well as a smaller number of children, who represent just 13% of the Lakeside Community population compared to 38% of Springville’s population.



**Figure 10** Outlook Apartments at 664 S. 2600 West

### Occupancy

Of the 372 residential units in the Lakeside Community, 360 are occupied, indicating a vacancy rate of 3% for the Community in 2010 (see **Figure 12**, next page). Information from the 2010 Census indicates a vacancy rate of 4% for Springville City overall. As a general rule, a vacancy rate of 3% is seen as ideal, as this means the majority of dwellings are occupied but there are still units available for rent or purchase.



# LAKESIDE COMMUNITY PLAN

Residential Construction in the Lakeside Community and Springville City, 20xx-20xx								
Year	Lakeside Community				Springville City			
	SF	T/D	MF	Total	SF	T/D	MF	Total
2010					80	18	28	126
2011	0	0	0	0	54	2	8	64
2012	0	0	0	0	98	20	8	126
2013	0	0	0	0	99	0	0	99
2014	0	0	260	260	58	2	301	361
2015	0	0	144	144	61	14	84	159
<b>Totals</b>	<b>0</b>	<b>0</b>	<b>404</b>	<b>404</b>	<b>450</b>	<b>56</b>	<b>429</b>	<b>935</b>

Figure 11 Residential construction in the Lakeside Community

## Ownership/Rental

About 68% of occupied units in the Lakeside Community are renter-occupied; the remaining 32% are owner-occupied. The rate of renters to owners in the Lakeside Community is approximately inverse to the same relationship in the City as a whole, where 73% of occupied units are owner-occupied and only 27% are renter-occupied.

## House Values

A survey of units for sale in the Lakeside Community was conducted using Zillow.com on January 25, 2016. Three units were listed for sale—all 1,090 square feet—ranging in price from \$141,900 to \$144,900. Housing in this Community is considerably more affordable than housing at local and regional levels. For the period of 2009-2013, Census data indicated a median value for owner-occupied housing units of \$195,300 in Springville and \$222,100 in Utah

Housing Units	Lakeside Community	Springville City	Community as percentage of Springville
Total Units	476	9862	4.1%
Total Occupied Units	360	8531	4.2%
Owner-Occupied Units	264	6223	4.2%
Owner-Occupied Residents	494	21951	2.3%
Renter-Occupied Units	96	2308	4.2%
Renter-Occupied Residents	192	7396	2.5%
Vacant Units	12	396	3.0%
Vacancy Rate	3%	4%	NA

Figure 12 Housing occupancy in the Lakeside Community and Springville City







# SPRINGVILLE CITY GENERAL PLAN

County. This is unsurprising since multi-family housing is typically cheaper than single-family housing, which is the most common style of residential development in Springville City and Utah County.

## Consideration of Westfields Overlay

Springville City adopted the Westfields overlay zone to help create attractive, diverse neighborhoods with a variety of quality housing and opportunities for shopping, services, and recreation within walking distance of most residents in that Community. The City is considering a similar overlay for the Lakeside Community. This would help ensure greater accessibility to parks, shops, and pedestrian and bike facilities for residents of the Lakeside Community. It would also help ensure an ideal balance of single- and multi-family housing; strong communities are

characterized by a diversity of attached and detached housing types.

Westfields Overlay Regulations are contained in 11-5 of the Springville City Code. Highlights include:

- Providing a network of connected streets and paths to encourage pedestrian movements and discourage auto dependency
- Allowing for a variety of housing types including single-family detached housing, multi-family housing, and mixed-use developments
- Establishing a village center where residents congregate to shop, work, and play
- Implementing design standards based in Springville's historic preference for brick



**Figure 13** Illustration showing density bonuses for homes along collector roads



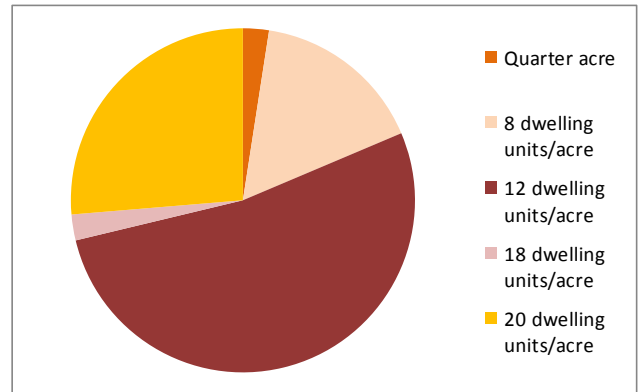
## Single-family/Multi-family Balance

Initial discussion of the Planning Commission on September 22, 2015 looked at the balance between single-family and multi-family housing in the Lakeside Community. Planning staff prepared a scenario that included 48% single-family and 52% multi-family housing in the Community.

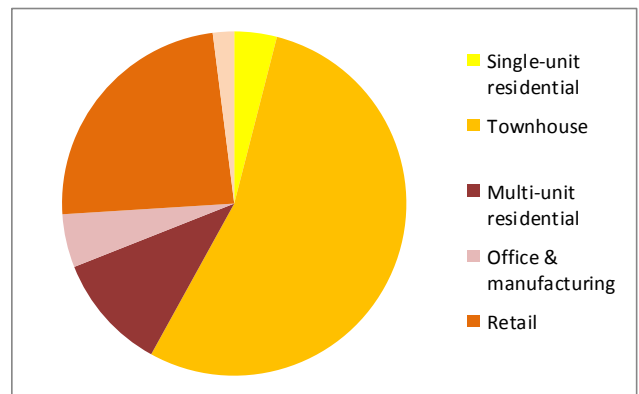
After further discussion, the Planning Commission directed planning staff to look at a mix of closer to two-thirds single-family and one-third multi-family housing for this Community, similar to the balance for Springville City as a whole. Currently, Springville’s housing stock is composed of 65% single-family homes, with multi-family, two-family, and mobile homes together making up the other 35% of residential units (19%, 12%, and 4%, respectively).

At workshops concerning the future of the Lakeside Community in 2009, property owners in the area expressed that residential development should occur with 12-20 dwelling units per acre. The preferred style of development was townhouses (see **Figures 14, 15, and 16.**).

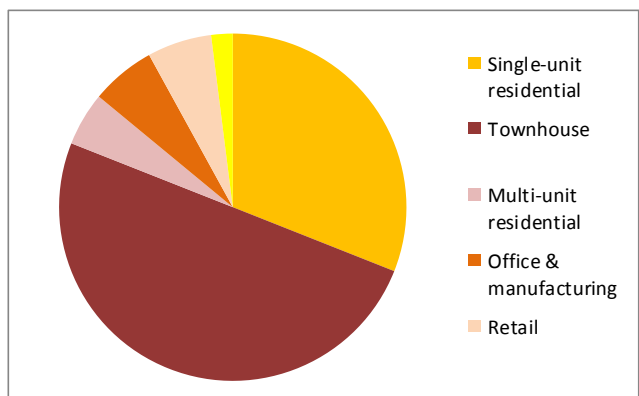
Density bonuses can be provided to developers as a way to ensure that the community is growing as intended. For example, in order to accomplish the goal of having a variety of housing types within the Lakeside Community, density bonuses can be used to ensure that higher-density residential areas are created. **Figure 13** (previous page) shows an example of homes along a collector road that have utilized density bonuses.



**Figure 14** Most property owners felt developing with 12-20 residential units per acre was most appropriate for Lakeside



**Figure 15** Option 1 for development, with townhouses as the dominant residential use and retail as the dominant commercial use



**Figure 16** Option 2 for development, with townhouses as the dominant residential use and commercial uses split between retail and office/manufacturing



# SPRINGVILLE CITY GENERAL PLAN

## Transportation

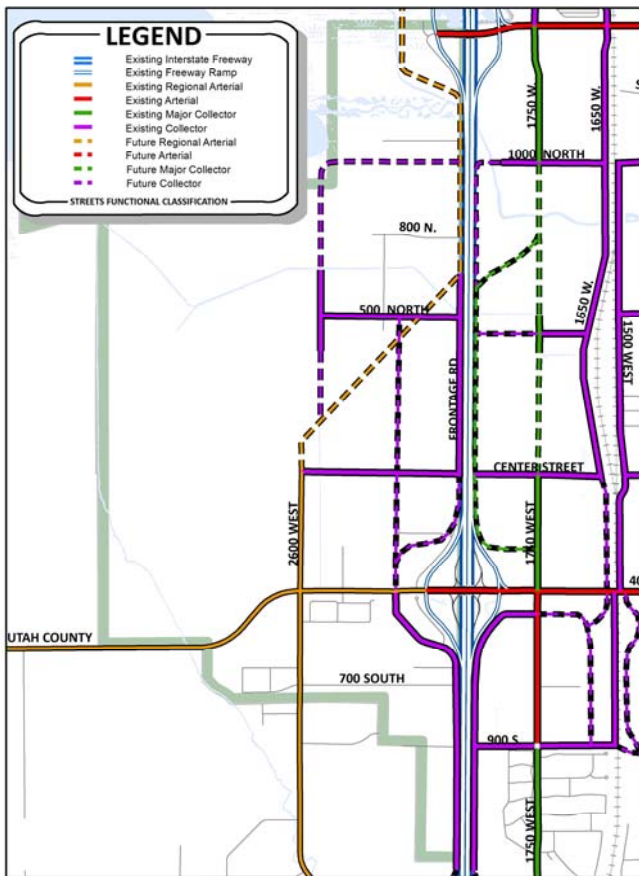
Springville City uses a functional classification system to define the carrying capacity and purpose of various roadways (see **Map 11**). Functional classification is based on access and mobility, where an increase in access leads to a decrease in mobility, and vice versa. Thus, freeways have high mobility and low access while cul-de-sacs and local streets have low mobility and high access (see **Figure 17**).

### Regional Transportation Systems

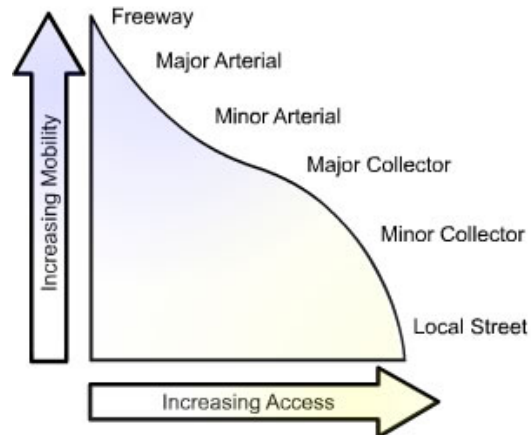
The eastern edge of Lakeside Community is Interstate 15. It is bisected on the south by 400

South, a regional arterial, and on the north by 1400 North, an arterial. 2600 West, which becomes Main Street once it crosses over into Spanish Fork, is also identified as a regional arterial. This road was initially identified as a regional corridor in plans by the Mountainland Association of Governments (MAG), but the proposed corridor has since been shifted to the west. Other roads within Lakeside Community are collectors and local streets.

In order to meet the demands of future growth, MAG in its 2040 Transportation Plan identified improvements that will need to be made to existing roads in the Lakeside Community. These include widening the



**Map 11** Streets in the Lakeside Community according to functional classification



**Figure 17** As roads increase in mobility they decrease in accessibility

portion of 400 South between I-15 and 2600 West to five lanes and improving the intersections along 400 South at 2600 West and the Frontage Road. These projects are part of MAG's Phase 1, meaning they are to be completed between 2015 and 2024 (see





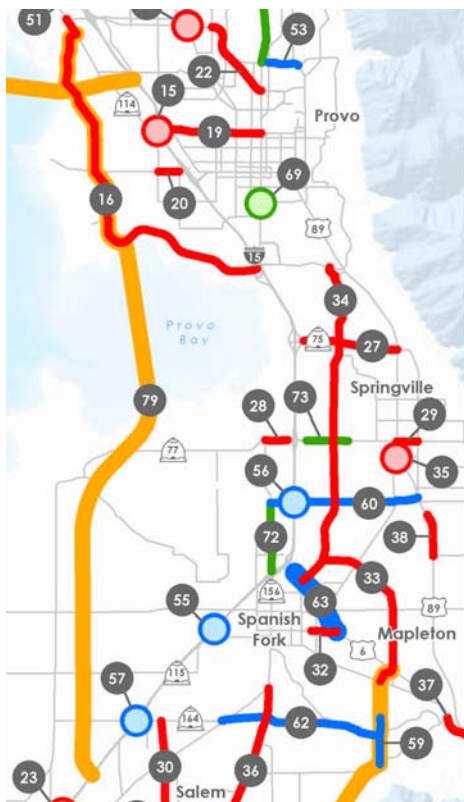
# LAKESIDE COMMUNITY PLAN

**Map 12).** Without these improvements, both the portion of 400 South between I-15 and 2600 West and the intersection of 400 South and 2600 West would reach Level of Service (LOS) E, which is considered unacceptable.

## Major Streets

Springville City in its Transportation Master Plan identified other major roads that need to be constructed or improved in the Lakeside Community (see **Map 13**, next page).

- Widening of 2600 West between Center



**Map 12** Major road projects planned near Springville through 2040  
*Source:* Mountainland Association of Governments

- Street and 400 South
- New frontage road between Center Street and 1400 North
- Extension of 500 North to 2400 West
- Extension of 2200 West to 500 North
- Extension of 1400 North to new frontage road
- Extension of 2600 West from Center Street to new road
- Creation of 3200 West between 400 South and new road
- Extension of 3200 West between 400 South and new road
- Extension of 2250 West to 1150 North
- Extension of Center Street to western limit of Springville
- Widening of Center Street between I-15 and 2600 West

All told, these projects are anticipated to cost about \$41 million dollars, with Springville responsible for about \$12 million of these costs.

## Local Streets

Springville has adopted a local street standard that is in place throughout the City. This standard will serve as a template for construction of local streets within the Lakeside Community. The standard requires a wide enough park strip (8 feet) to allow for trees to be planted without roots damaging the sidewalk or curb and gutter. The wide park strip also provides a place for snowplows to store snow. Trees within the park strip are



# SPRINGVILLE CITY GENERAL PLAN

important because they shade the roadway and help preserve the asphalt, requiring less City maintenance.

The local street standard also calls for narrower streets, reducing the amount of

pavement the City has to maintain and reducing traffic speeds, making streets safer. Finally, the standard meets ADA requirements.

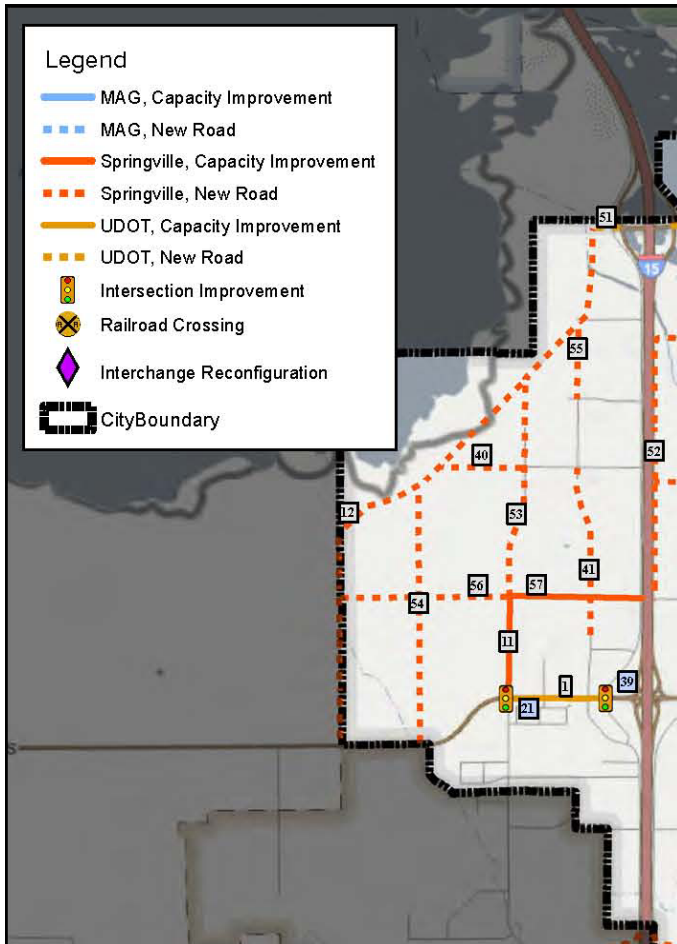
## Trails

MAG's 2040 Transportation Plan includes an active transportation component that emphasizes a need to build an interconnected system of trails throughout Utah County. Two trails are planned for the Springville area. One is a 10' asphalt trail along Hubble Creek (estimated cost of \$2,000,000). The other would be a paved trail and bridge that would be installed in tandem with the widening of SR-75 (1400 North). There is no current cost estimate for this project. Both trails are due in the first phase of MAG's plan, meaning they should be completed between 2015 and 2024.

## Public Transportation

Public transportation within Springville is provided by the Utah Transit Association (UTA). Currently there are no bus routes within the Lakeside Community, but it is expected that this will change as growth expands on Springville's west side.

Part of UTA's long range plan involves extending FrontRunner to Payson in the south. This extension would include a stop in Springville. Current plans indicate that stop would be in the Westfields Community.



**Map 13** Anticipated road projects in the Lakeside Community.

Source: Springville Transportation Master Plan





## Community Facilities and Services

### Sanitary Sewer

Lift stations are used to lift sewage from areas of lower elevation to the Springville Waste Water Plant at 700 N. 500 West. The sanitary sewer or wastewater system in the Lakeside Community will be dependent on the installation of lift stations as the elevations for the area are all located below the elevation of the City's treatment facility.

Ultimately, at least four lift stations will be needed to service this area, along with more as other areas are annexed. This means two additional pump stations will be needed, one at the current western border of the City off of Center Street (about 2700 West), the other further west along Center Street. The existing lift station at Spring Haven (approximately 2550 W. 700 South) can be upsized. A lift station needs to be constructed at Spring Point, where the forced main is already in place. (A forced main is a pipeline from the lift station that dumps out to the gravity system).

### Storm Drainage

Springville City is divided into four drainage basins and the Lake Shore Community is located in the Land Drain Drainage Basin, which includes the west central portion of the City. As shown in **Map 14**, the drainageways through this area primarily run from south to north or northwest as the stormwater makes its way to Utah Lake. Within this area, drainage is accomplished through a series of

existing irrigation canals and ditches. Two of the largest in the area include the Packard Drain and the 4th South Drain. The 4th South Drain will likely be widened in the future. Hobble Creek and Dry Creek also flow through this area and provide some drainage capacity for the Lakeside Community.

In most cases, it is not anticipated that the stormwater will be piped as it runs through this area. There are some areas in the southeastern and extreme northeastern part of the Community where stormwater is piped. There are also some land drain structures and pipes



**Map 14** Map of drainageways in the Lakeside Community



# SPRINGVILLE CITY GENERAL PLAN

within the Brookline Condominiums complex.

While the final destination of stormwater is close by, the challenge with it tends to be getting the water to Utah Lake as water levels vary during various times of the year and infiltrate the drainageways. Examples of this have occurred in the Spring Pointe Special Improvement District where water is often coming up through storm drains during the spring.

## Water

There are currently three major water lines running under I-15 to service this area (see **Map 15**). These include a 10" line at 1400 South, a 20" line that was installed in connection with the 400 South/I-15 Interchange project, and a 12" line at Center Street. An additional 12" line is planned at 1000 North in the future. As the Lakeside Community is developed, these four water lines will provide adequate water for the area. Smaller lines will be installed throughout the area in connection with new development.

In addition to the water service delivery system, additional water source and storage will be added in the eastern half of the City to help serve this area, along with the Westfields Community and other portions of the City located west of 400 West. These include two additional water tanks with a capacity of 4 million gallons at the top of 400 South (Lower Spring Creek), a 2 million gallon tank at the top of 400 North, along with three additional wells anticipated to provide 3,000 gallons per minute.



**Map 15** Map of existing water mains in the Lakeside Community

## Secondary Water

The Lakeside Community is included in the area identified to have secondary water service. There are currently no secondary water mains located west of I-15. The Pressure Irrigation Master Plan identifies the inclusion of a 16" main at Center Street and a 20" main at 900 South. The 900 South Main is included in the Impact Fees Facility Plan



(IFFP) which would indicate an estimated cost of approximately \$83,000.

Developers will be required to install secondary water delivery systems within their development with impact fees being used to cover upsizing costs.

## Power

The Lakeside Community is currently serviced by two 600 AMP feeders. One comes from the Baxter Substation and one from the Hobble Creek Substation. One crosses I-15 at 900 South and the other at Center Street. A third 600 AMP feeder is included in the Power Master Plan to be installed at approximately 1000 North as demand increases. The plan currently identifies the timeframe for this to occur in the next 10 to 15 years.

As development occurs in this area, developers will be responsible for the installation of paying for the additional infrastructure through extension fees.





## Parks, Trails, and Open Space

### Neighborhood Park Space

The current adopted service level for parks in Springville is 9 acres of park space for every 1,000 residents. This is split between 4 acres of regional canyon parks, 2.5 acres of community parks, and 2.5 acres of neighborhood parks.

Neighborhood parks are intended to be at least seven acres in land area and within reach of most residents of the Community. One strategy for accomplishing these goals as outlined in the General Plan is to ensure that neighborhood parks are located no further than 3/4 of a mile away from the majority of City residents.

Lakeside Community is anticipated to grow to accommodate about 10,000 residents. Based on the current service level standard, there would need to be 90 acres of total park space, 25 acres of which would be neighborhood park space. Neighborhood parks need to be centrally-sited and as close to residents as possible in order to ensure easy access to these important recreational facilities. The general locations of proposed parks in the Lakeside Community are shown in **Map 16** (next page). An additional park will eventually be needed in the annexable land west of the Lakeside Community.

### Trails

#### *In Connection with 2600 West*

Springville City has plans for an interconnected trail system throughout the Lakeside Community. The first piece of the

trail system was completed in tandem with the development of Outlook Apartments in 2014 (see **Figure 17**) New development within the Lakeside Community needs to account for these plans for a trail system and provide a way to connect into the existing system. Trail corridors in the Lakeside Community are expected to be 20' wide, with a 10' trail, benches, and trees within the corridor.

The transportation plan for the Lakeside Community calls for a road along the 100-year floodplain line to serve as a buffer between agricultural and recreational uses within the floodplain and residential and commercial uses outside of the floodplain. A trail will be incorporated into the design of this road according to the standards for trails listed above.



**Figure 17** The first segment of the Lakeside Community trail system completed at Outlook Apartments in 2014

#### *Along Utah Lake*

A core initiative for the Utah Lake Commission is connectivity of trail systems around Utah Lake. In the immediate future the Commission plans to complete the trail from Utah Lake State Park to Saratoga Springs. Springville can





# LAKESIDE COMMUNITY PLAN

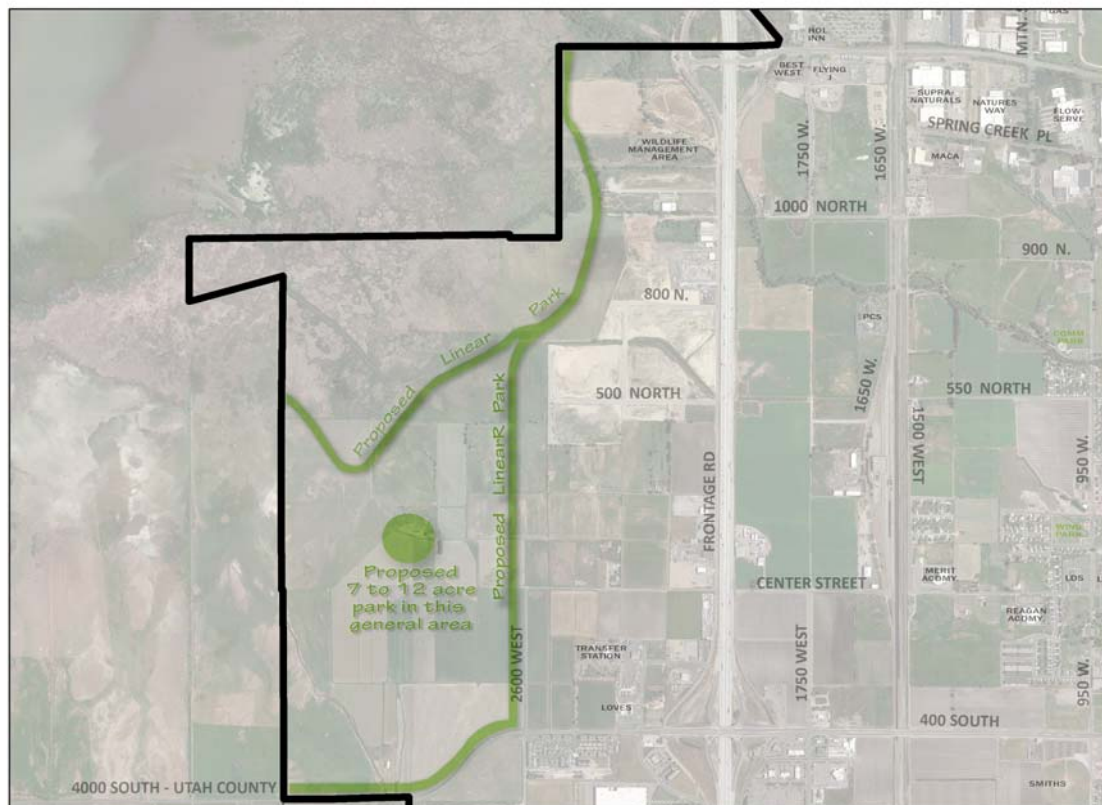
tap into this regional trail system by connecting trails in the Lakeside Community to the Westside Connector Trail, which ultimately will connect into the main trail at Utah Lake State Park. Advantages for residents would include greater access to regional recreational facilities, opportunities to improve physical health through outdoor exercise, and potential for economic development near trail systems.

Springville City offers density bonuses to developers who construct or improve trails as a way to promote walkability within communities. The Mountainland Association of Governments (MAG) will help fund

construction of trails that feed into regional trail systems when developers cannot provide funding.

## [Open Space Preservation](#)

In addition to providing safety for residents and protecting sensitive environmental areas, one of the purposes of buffers identified in the Utah Lake Master Plan is to provide the community with open space. The preservation of open space in these buffer zones within the Lakeside Community is seen as a way to beautify the community and provide residents with opportunities for recreation. Buffer areas are identified as a linear park in **Map 16**.



**Map 16** General location of proposed parks in the Lakeside Community

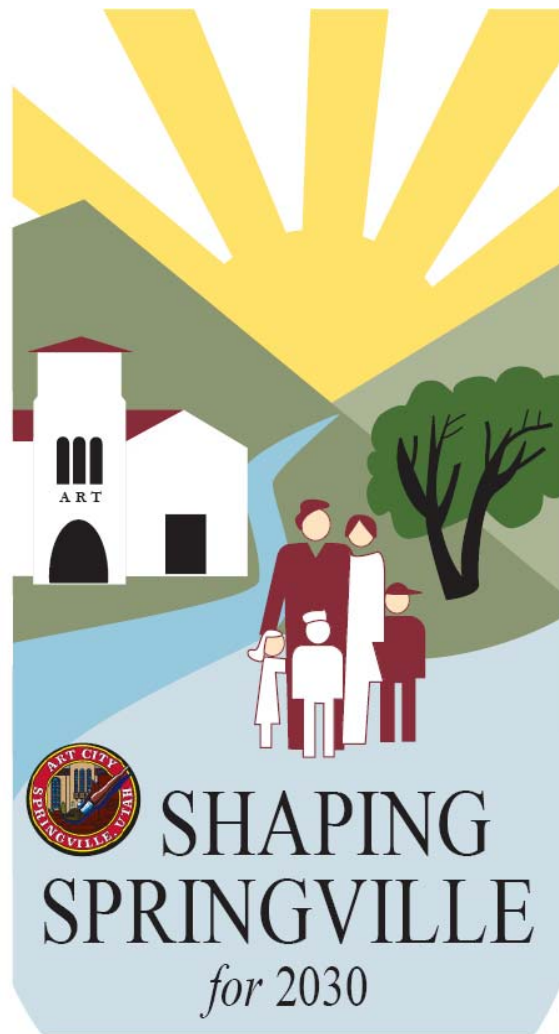


# SPRINGVILLE CITY GENERAL PLAN

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## Goals and Strategies

The goals and strategies section is comprised of specific goals and actions for the Lakeside Community in tandem with the Springville General Plan during the next 20 years. The following pages present the goals and strategies for each element of the Lakeside Community Plan.



# LAKESIDE COMMUNITY PLAN

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**LAND USE GOAL** — Create a Community of neighborhoods that includes a variety of housing types, styles, and densities and includes the necessary services and amenities to help ensure its continuity as a desirable and stable place for its residents.

---

## BACKGROUND

The Lakeside Community is a unique residential area in that it is divided from all of the other communities by I-15. Because of this physical separation, it will be important that this Community have a strong identity and that efforts are made to ensure it is seen as an important part of Springville City. Additionally the presence of the waste transfer facility is also an important concern for current and future residents of this area.

In an effort to help ensure this connection, it has been determined that the area should have single-family/multi-family percentages found throughout the City. This percentage is 65% single-family residences and 35% multi-family residences. It is hoped that this percentage will help stabilize this community in the long-term as single-family housing generally helps provide owner-occupied residents.

The land use pattern would include mixed use at the major intersection of 400 South and 2600 West, with multi-family along either side of 2600 West, north of 400 South, up to the floodplain line. The area west of 2600 West would include single-family residential, with medium low density adjacent to 400 South and low density north of the medium low density. Medium low density residential uses could be considered for portions of property currently zoned commercially, as illustrated on the proposed Future Land Use Map. The agricultural area would be retained in the floodplain.

## STRATEGIES

LU-1 – Develop and adopt ordinances that provide density bonus to the underlying zone in exchange for developed parks, trails, and open space, building materials, architectural design features, and other amenities.

LU-2 – Locate multi-family density bonus projects in single-family residential zones on major and minor collector streets.

LU-3 – Establish a community core with mixed land uses at 400 South and 2600 West.

LU-4 – Where double frontage lots back on major streets, include a landscape frontage adjacent the major street to help protect the integrity of the residential area.

LU-5 – Ensure there is an appropriate buffer between residential zones and non-residential uses.

LU-6 – Adopt and enforce conditions and standards to ensure the waste transfer facility is appropriately screened and buffered.

LU-7 – Achieve an appropriate balance of commercial and residential land uses to maximize opportunities for economic development.

LU-8– Preserve existing commercial zoning along major arterials and near freeway interchanges.

LU-9 – Ensure that properties proposed for rezoning from commercial to residential abut residential on their western boundary.





# SPRINGVILLE CITY GENERAL PLAN

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**ANNEXATION GOAL** — Incorporate annexable lands to the west into the Lakeside Community as population grows.

---

## BACKGROUND

The largest area of land that may yet be annexed by Springville City is located just west of the Lakeside Community and would be integrated into the Lakeside Community upon annexation. This area is significant due to its size: at 1,885 acres, it would more than double the size of the Lakeside Community, which currently comprises approximately 1,500 acres.

While the City is generally not the driving force behind annexation—property owners typically dictate the timing of municipal expansion with the approval of the City Council—it is important to anticipate growth in the annexable area to ensure that it fits cohesively into the Lakeside Community. Many factors affect annexation, including issues associated with wetlands, the airport, and Interlocal Cooperation Agreements signed with neighboring communities.

## STRATEGIES

A-1 – Prior to annexation, integrate annexable land west of the Lakeside Community into Community plans to ensure connectivity and cohesiveness.

A-2 – Ensure that all requirements for annexation outlined in the General Plan are met before annexing land.

A-3 – Respect Interlocal Cooperation Agreements made with Provo City and Spanish Fork City delineating acceptable areas for growth.

A-4 – Anticipate and respond to challenges associated with flight patterns originating from the Springville-Spanish Fork Airport.





**ENVIRONMENTAL GOAL** — Protect residents from environmental hazards and seek to preserve wetlands as environmental and recreational resources.

---

## BACKGROUND

No other community in Springville is as affected by wetlands as the Lakeside Community. Wetlands present several opportunities and some challenges. They can serve an important recreational function and beautify the Community. Migratory birds find habitat in wetlands and many other species of plants and animals thrive there. Wetlands also filter water flowing into Utah Lake and can help stabilize the lake shoreline.

Wetlands pose a challenge to developers because they either must drain the wetlands or develop around them. Both approaches present opportunities and costs. Some wetlands, such as those in the area identified as the 100-year floodplain, are not suitable for residential or commercial development. Wetlands also attract mosquitoes, thereby increasing the risk of transmission of such infections as West Nile Virus.

The Utah Lake Commission is an agency that provides direction for communities seeking to develop around Utah Lake. While individual municipalities have the final say regarding land use, the master plan approved by the Utah Lake Commission offers useful strategies for developing in a way that protects the environment and reduces a homeowner's susceptibility to flooding and other natural disasters.

## STRATEGIES

E-1 – Restrict development in the 100-year floodplain to recreational and agricultural uses.

E-2 – Delineate wetlands in all areas under consideration for development, either on a case-by-case basis or in a comprehensive wetlands plan.

E-3 – Work with the Utah Lake Commission to control invasive animal and plant species, such as phragmites, in wetlands and shoreline areas.

E-4 – Contact the Utah Department of Environmental Quality for review of projects in environmentally-sensitive areas

E-5 – Work with Utah County Mosquito Abatement to ensure mosquito populations in the Community are controlled.





# SPRINGVILLE CITY GENERAL PLAN

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**HOUSING GOAL** — Achieve an ideal balance of single-family and multi-family housing in order to provide housing for all socioeconomic groups and contribute to the long-term stability of the Community.

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## BACKGROUND

All existing housing in the Lakeside Community is multi-family in nature, but the City is seeking a housing balance similar to what is found in Springville as a whole: about 65% single-family housing and 35% multi-family housing. This balance is seen as ideal for maximizing neighborhood stability and providing opportunities for people of all socioeconomic background to obtain housing.

Plans indicate a Community Center at 400 South and 2600 West. This mixed-use area will consist of higher-density multi-family housing and commercial uses. Housing density decreases with movement toward Utah Lake.

It is anticipated that about 10,000 people will live in the Lakeside Community at build-out.

## STRATEGIES

H-1 – Encourage a mix of housing options including twin homes, row houses, and single-family houses, with increased housing density at the community center and on 2600 West and decreased housing density outside of the community center.

H-2 – Maintain balance of 65% single-family housing and 35% multi-family housing consistent with Springville City.

H-3 – Restrict development of residential units in the 100-year floodplain; very low density housing can be considered for agricultural lots.

H-4 – Utilize those portions of 2600 West not located in the floodplain for medium high residential development transitioning to single-family zones to the west and east. Maintain options for medium-low residential or commercial development east of 2600 West.

H-5 – Provide multi-family housing in the Lakeside Community Center at the intersection of 2600 West and 400 South.



**TRANSPORTATION** — Create an interconnected system of streets and trails that serve all residents of the Community—bicyclists, pedestrians, and drivers—and prioritize keeping the Community safe, quiet, and walkable.

---

## BACKGROUND

Effective transportation facilities ensure movement of goods and provide access to an array of destinations. Roads in Springville City are categorized based on their design function: the greater mobility a road provides, the fewer number of access points it will have.

Most of the existing roads in the Lakeside Community maximize mobility and limit access. These roads—400 South and 2600 West among them—are identified as arterials in the Transportation Plan. As Lakeside Community grows, it will need to develop more collector roads and local streets to accommodate residents of the Community. Collector roads strike a balance between mobility and access while local streets offer great access but limited mobility due to their lower speeds.

Trails serve an important transportation function for pedestrians and bicyclists. Greater connectivity of trail systems provides users with more opportunities to access important destinations.

Public transportation does not currently service the Lakeside Community, but it is anticipated that bus routes will offer service as population grows.

## STRATEGIES

T-1 – Encourage convenient access to transportation facilities for pedestrians, bicyclists, and drivers by continually utilizing the adopted block size standards.

T-2 – Allow extended block widths along 2600 West for multi-family residential properties, transitioning to block standards within the development.

T-3 – Utilize grid and modified grid (curvilinear) streets to create connectivity and variety in the Community.

T-4 – Create an interconnected trail system that enhances walkability and provides recreation opportunities in the Community.

T-5 – Work with UTA to identify appropriate locations and accommodations for future bus stops in the Community, especially as population justifies such routes.

T-6 – Continue utilization of the planted median on 2600 West, especially through residential areas.

T-7 – Provide pedestrian friendly corridors with adequately-sized walkways spaced appropriately from the road and trees in the park strips.



# SPRINGVILLE CITY GENERAL PLAN

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**COMMUNITY FACILITIES AND SERVICES** — Provide quality water, sewer, and electrical service to residents and ensure that storm drainage facilities are well maintained and functional.

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## BACKGROUND

As the newest Community in Springville, the Lakeside Community includes certain infrastructure, maintenance, and facilities issues not found in other areas of the City. One challenge is the Community's position in relation to the wastewater treatment plant; since Lakeside is at a lower elevation, lift stations must be used to transfer wastewater to the plant for treatment.

Another challenge is drainageways. Given the high water table in the area, drains are generally located on the surface but are occasionally infiltrated by surface water, making getting the water to Utah Lake difficult. There are also drainage pipes in the Lakeside Community and some land drains concentrated in the Brookline Condominiums complex.

New facilities will be needed to accommodate growth in the Lakeside Community, including additional lift stations, a new 12" water line, additional water storage tanks, new secondary water mains, and an additional 600 AMP feeder. Existing drainageways such as the 4th South Drain may also need to be widened to accommodate growth.

## STRATEGIES

CFS-1 – Ensure that lift stations are built in appropriate locations to maximize efficiency and minimize problems with odors and noise.

CFS-2 – Ensure that open channels, pipes, and land drains properly drain stormwater to Utah Lake.

CFS-3 – Develop new water lines to ensure adequate water service as population grows in the Community.

CFS-4 – Install secondary water mains to give residents access to the City's secondary water system.

CFS-5 – Install new 600 AMP feeder as population grows to ensure adequate electrical service.





**PARKS, TRAILS, AND OPEN SPACE GOAL** — Provide clean, attractive, and functional parks, trails, and open spaces for all members of the Community to enjoy.

---

## BACKGROUND

Springville City has adopted a standard of 2.5 acres of neighborhood park space per 1,000 residents. Based on density recommendations included in this plan, approximately 25 acres of neighborhood park space will be needed to satisfy City standards for park space.

In addition to this standard, Springville City requires 2.5 acres of community parks and 4 acres of regional canyon parks per 1,000 residents. While these facilities do not need to be located within the Lakeside Community, it is important to note the demand that Lakeside residents will place on community and regional parks.

Trails facilitate movement of pedestrians and serve as important recreational facilities. Springville City requires developers in the Lakeside Community to include trails in their site plans. To increase connectivity and accessibility, Springville City plans to connect trails in the Lakeside Community to regional trail systems around Utah Lake.

## STRATEGIES

PTOS-1 – Require developers to include in their plans trails that will connect to the larger trail system in the Lakeside Community.

PTOS-2 – Work with the Utah Lake Commission to connect local trails to regional trail systems in order to improve access.

PTOS-3 – Provide a trail system connecting 2600 West, 400 South, and Lakeside Drive.

PTOS-4 – Develop two neighborhood parks of up to 12 acres each in centrally-located, pedestrian-accessible areas.

PTOS-5 – Provide incentives for developers to incorporate open space and trail systems into their developments.





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# LAKESIDE COMMUNITY PLAN

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