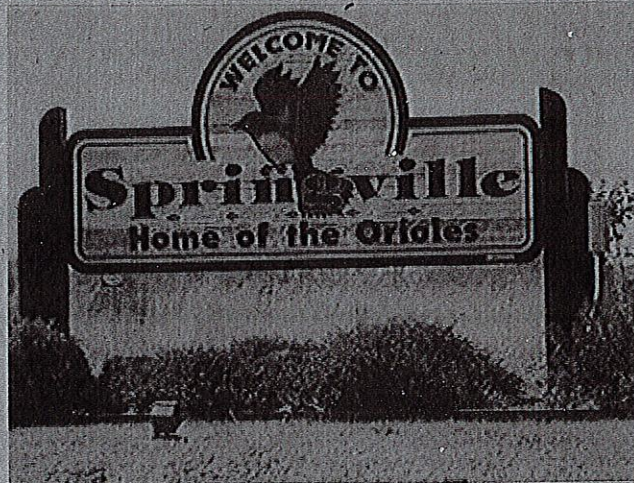

THE SPRINGVILLE PLAN CITY OF SPRINGVILLE, IOWA

2004 – 2024



City of Springville



Comprehensive Plan Adopted: June 21, 2004

Prepared by the Springville Planning & Zoning Commission
with the East Central Iowa Council of Governments



For the City of Springville

Acknowledgments
for the Springville, Iowa
Comprehensive Plan 2004

Mayor
William D. Cooper

Council Members
Jeff Grimley
Rick Heeren
Kelly Schmidt
Deb Vaughn
Al Woods

City Clerk
Cynthia K. Stimson

Planning and Zoning Commission

Robin Ballantyne, Secretary
Jack Clothier
Carol Frisch
Steve Neff
Russ Schmidt
James Teig
Dennis Thies, Chairperson

The Plan Consultants

Chad Sands, AICP
Project Coordinator
East Central Iowa Council of Governments

City of Springville

City Hall
304 Broadway
P.O. Box 347
Springville, Iowa 52336
(319) 854-6428
e-mail: cityofsp@netins.net

Springville, Iowa

RESOLUTION NO. 13-2004

RESOLUTION OF ADOPTION
Comprehensive Plan, 2004

WHEREAS, the Springville Planning and Zoning Commission has prepared this plan with assistance from the East Central Iowa Council of Governments (ECICOG); and

WHEREAS, the plan was written to include the following components: population, housing, environment and natural resources, infrastructure and public facilities, transportation, annexation policies, existing and future land use, and City goals and objectives; and

WHEREAS, said Planning and Zoning Commission has duly held a public hearing and recommended the plan's adoption by the City Council of Springville, Iowa.

NOW, THEREFORE IT IS HEREBY RESOLVED by the City Council of Springville, Iowa, after duly holding a public hearing, to adopt said plan as the official future planning document of Springville, Iowa.

BE IT FURTHER RESOLVED that said plan shall be placed on file in appropriate places and provided to appropriate officials for reference purposes for the deliberation of land use issues and enforcement of land use ordinances as hereafter may be adopted by Springville, Iowa.

PASSED AND APPROVED this 21st day of June, 2004.

SIGNED: 
Mayor
City of Springville

ATTEST: 
City Clerk
City of Springville



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PREFACE

THE SPRINGVILLE PLAN

The Springville Comprehensive Plan was completed as a result of an agreement between the City and the East Central Iowa Council of Governments. This document contains information essential for planning efforts in the City, including land use policies and objectives. It will serve as a coordinated guide for continued planning and development in order to manage growth and make the most efficient possible use of the City's resources.

This document will also serve as a reference and guide to other research or grantsmanship carried out by City leaders for the general betterment of the community.

The East Central Iowa Council of Governments appreciates the efforts of the Springville Planning and Zoning Commission members who have contributed their time and ideas to the formulation of this plan. Also, special thanks should go to many citizens of the community. Their input has made this document a pertinent and meaningful plan which represents the needs and desires of the people in and around the City.

AUTHOR'S NOTES

THE SPRINGVILLE PLAN

There is an overriding theme to the Springville Plan. It is based on the results of the town meeting with residents of the community and the numerous public meetings with the Planning and Zoning Commission and Planning Committee. The overall theme of the plan involves maintaining the small-town atmosphere while accommodating the projected population and economic expansion of the City. This fundamental issue is addressed throughout the Plan.

Overall, the plan provides for growth in appropriate areas (contiguous extensions of the existing community) to protect against sprawling development and the loss of prime farmland and natural areas.

The Plan includes seven chapters, corresponding to the City's most important physical development issues. Within each chapter, there are specific sections focused on important community issues such as housing, infrastructure and land use. This enables the Plan to assist the City's growth in a manner consistent with the traditional character of the community. The intent is that new development will fit into the existing town fabric and help reinforce the local sense of place.

THE SPRINGVILLE PLAN

This plan is intended to be a guide for the City of Springville to coordinate growth and development over the course of the next twenty years. The plan is focused on the area within the current city limits and in the surrounding future growth boundary outside the city.

The plan includes an in-depth look at the City's population, housing, economic base, transportation, public and recreational facilities, physical infrastructure and current and future land uses. In addition, broad city-wide goals are outlined and policy guidelines are recommended to achieve those goals. The plan, however, is not meant to be a strict blueprint, but rather a guide for officials in their decision making.

This document looks twenty years into the future, and offers a framework for growth and development during that period. This plan is not a regulatory document, but a policy document. By considering the impact of future development well into the 21st century, a community direction can be established to guide the development of regulatory tools such as zoning ordinances, subdivision regulations, housing and building codes and annexation procedures.

The plan has two fundamental purposes. First, it presents a unified vision for Springville articulated from the hard work and participation of the citizens who devoted their time and effort toward creating this plan. Secondly, it provides the legal basis for land use regulation such as zoning and subdivision ordinances.

THE PLANNING PROCESS

The Springville Plan is the culmination of a year-long planning process that involved citizens in and around the community in creating a vision for the future of Springville. The process was managed by the East Central Iowa Council of Governments through monthly public work-sessions.

The first part of the process involved assessing the City's current position. This includes the analysis of census data, population trends and housing and economic development issues. From there, public meetings were held to establish a common vision and reachable goals for the next twenty years. Finally, action steps and an implementation schedule were created to achieve the stated vision.

Provisions should be made for amending this document as policies and data become outdated. This authority should be used with discretion, however, since much of its value can easily be lost through frequent or arbitrary changes. Amendments may be proposed by the Planning and Zoning Commission, the City Council, or by concerned citizens. Any proposal must always be referred to the zoning commission for consideration and recommendation to the Council.

It is also recommended that the entire plan be carefully reviewed annually to insure that the data and land use maps are updated. Policies may have to be updated as well. The review may be simple if the City has not grown in the years prior to the review or it may be more elaborate following a period of rapid growth or change. The results of the review and revision may very well mean changes in the zoning or subdivision ordinances or other developmental tools.

The planning process should be an ongoing endeavor. The success of this plan will require the support of citizens as well as the City Council. Cooperation from the public and private sectors will provide long-term benefits to the entire planning area and ultimately the City of Springville.

Successful communities do not just happen. They must be continually shaped and guided. New issues and opportunities will inevitably arise. While no plan could possibly foresee every issue, the goals and strategies developed in the Springville Comprehensive Plan will provide flexibility for city officials and area residents in successfully planning for the future.

TOWN MEETING

The crucial element in a comprehensive plan is ensuring that the wishes and hopes the residents hold for their town are represented in the content of the plan. If the plan did not accurately reflect the needs and desires of Springville residents, the plan would have little value. This meeting was held at the beginning of the planning process for two reasons:

- The critical elements for the future of Springville are identified early in the process making sure that appropriate problem identification occurs at the very beginning;
- Public participation is crucial for creating an effective and appropriate plan. By having the town meeting at the beginning of the process, every Springville resident has an opportunity to direct a future vision for the City.

The town meeting for the Comprehensive Plan was held on December 10th, 2003. The meeting was attended by approximately 15 residents who gave their time and energy to identify a future vision for the City.

The following are issues and concepts discussed at the meeting by the participants. The issues are not in any specific order. However, those that are marked with an asterisk were deemed of greater importance to the City by the participants during the meeting:

* Housing:

- Need to facilitate new development
- Growth is needed, must be well planned
- Need to revitalize older sections of town

* Parks and Recreation:

- Need to improve existing park system
- Must plan for future youth sports facilities (ball diamonds, soccer fields)
- Should link existing green spaces throughout the City by trails
- Trails should be a high priority for the City (utilizing old Railroad right of way, existing sidewalks and streets)
- Work with trail organizations in the County (Linn County Trails)

School:

- Important for the City to maintain its school district

Community Facilities and Services for Families:

- What can the City offer new families?

Community Involvement:

- How can the City facilitate community involvement?

Entryways into the City:

- Unified signage system with appropriate landscaping at all gateway entrances
- Coordinate the signs with an overall City theme

*** Commercial Development:**

- * Main Street revitalization
- Focus appropriate commercial development on Main Street
- Establish overall theme for Main Street to coordinate with the overall City theme
- Include appropriate street furniture, lighting, signage, store fronts and green space when revitalizing Main Street
- Work with local economic development groups to promote the City's commercial development opportunities

Quarry:

- Work with the quarry to help minimize the negative impacts to surrounding residents

In addition to the town meeting for the Comprehensive Plan, four town meetings were held during the recent planning process for the City County Strategic Growth (CCSG) Plan with Linn County. As mentioned before, the CCSG plan is intended to coordinate growth and development in the two-mile area outside the City of Springville. The first meeting was an introduction of the CCSG plan concept. The second meeting was an interactive planning session with nearly thirty residents taking part to identify a future vision for the planning area. The session involved four small groups (7-10 people per group) identifying and prioritizing positive qualities that need to be maintained, as well as future concerns of the area that need to be addressed.

Many of the concepts that came up during this process were directly related to issues taking place within the existing City limits. While the jurisdiction of the CCSG plan and related intergovernmental agreement does not cover land within the City limits, the following recommendations were established to assist the City in future planning efforts.

- Update existing Comprehensive / Land Use Plan to establish a future vision for the community
- Establish logical infill development areas within the City limits
- Create an economic development plan to promote existing and future businesses within the City limits
- Focus on Main Street revitalization and improvement
- Work with the IDOT to develop an access management plan for the entrance into the City along Highway 151. The plan may include number and location of access points, design standards and zoning requirements along the intersection.

STRENGTHS AND CHALLENGES

Springville, located just 6 miles east of the City of Marion and the Cedar Rapids metro area, had a 2000 Census population of 1,091 residents. During the town meetings for both the CCSG Plan and the Comprehensive Plan, many residents felt the community's small-town, friendly atmosphere was its best asset along with the local school system, quality fire and rescue crews and the attractive, scenic area.

These benefits may be challenged by infrastructure concerns brought on by age and the potential for population growth. Many residents feel additional growth and development is necessary to maintain the City's vitality. This provides the context for the challenges the City will face over the next 20 years.

Concerns expressed during these meetings included several planning related issues. Many residents were concerned about the lack of a future growth area for the City, as well as being worried about sprawling, unplanned development.

The challenges facing Springville are the challenges many small communities face when confronted with the prospect of new development. How can growth continue without compromising the small-town atmosphere residents have come to expect and appreciate? This is an overriding issue the plan will address.

PRESERVING A SENSE OF PLACE

The Quality of the Built Environment

Assuring the quality of life for current and future residents begins with good design of proposed developments. Beyond good schools and public services, quality of life means pedestrian friendly neighborhoods, parks and open space, trails for biking and walking, and appropriately designed commercial areas in suitable locations.

Good design includes development that adapts to the topography of the landscape. Mature trees are incorporated into new developments, while woodlands and wetlands are preserved for recreation and wildlife.

Other aspects must be involved in assuring quality development. Location, amount, sequence and type of development all play a role in assuring new growth fits within the existing community character.

Development Concepts

The most effective way to insure the quality of the built environment is to require that future development maintain the same qualities Springville residents currently enjoy. This is best accomplished using a **Compact, Incremental Design Framework**. This approach maintains the small-town character of the area by utilizing compact, contiguous growth to existing development.

Springville was originally developed on a compact, grid system. This pattern of growth created a sense of place, by allowing short city blocks that are easily walkable. This, in turn, created a sense of community as neighborhoods felt like part of the City. Too often, when new subdivisions are planned today, they are pushed to the far edge of a city and made to utilize cul-de-sacs that cut them off from the rest of the community.

When new development occurs in Springville, it should, wherever possible occur incrementally, or contiguous to existing development. Growth of this nature will reduce capital outlay and maintenance costs to the City by allowing short, economical extensions of municipal infrastructure (sewer, water, street, sidewalk, etc.) that serve the new neighborhoods. Incremental growth will also save open land and areas better suited for agricultural or other uses.

The City should ensure that each new development can reasonably flow into the existing community. This maintains street continuity as well as creating a sense of community between the new development and the existing City.

In addition, Springville should focus on preserving significant natural features of the landscape as permanent, common open space. The City's subdivision standards should include requirements for conserving natural drainageways, woodlands, and wetlands.

By utilizing a compact, incremental design framework and preserving significant natural features, Springville can maintain the quality of life that will likely attract new residents every year.

The previous chapter provided a preferred development concept for the City. Without specific criteria for the type and preferred character, land use controls (zoning and subdivision ordinances) will not serve the best interest of the community. Therefore, it is important to identify a preferred vision for the future of Springville. This begins with an overriding policy statement for the City:

Springville will prepare for future growth by encouraging 1) compact, incremental residential growth contiguous to existing neighborhoods, 2) commercial and industrial growth in appropriate areas, all with connecting pathways to enhance neighborhood friendliness and quality of life for the residents of Springville.

In protecting the quality of the built environment, the plan should provide the guiding policies for development in the City. It is the zoning and subdivision ordinance that implements the vision of the plan. As such, specific policies are provided here in an effort to provide a clear and logical basis for future zoning and subdivision ordinance revisions. Later, the plan will discuss the reasons for the policies and will offer steps to achieve the stated goals.

OVERALL COMMUNITY DEVELOPMENT POLICIES FOR THE CITY OF SPRINGVILLE

Land Use Policies:

- **Utilize compact, incremental development.** This development approach utilizes compact, contiguous, growth to maintain the small town feel through traffic patterns, trails and sidewalks. When new development occurs, it should, wherever possible occur incrementally, or contiguous to existing development.

Growth of this nature will reduce capital outlay and maintenance costs to the City by allowing short, economical extensions of municipal infrastructure (sewer, water, street, sidewalk, etc.) which serve the new neighborhoods. Incremental growth will also save open land and areas better suited for agricultural or other use. The City should ensure that each new development can reasonably flow into the existing community. This maintains street continuity as well as creating a sense of community between new development and the existing City.

Tools: Comprehensive Plan, City County Strategic Growth Plan with Linn County, Zoning ordinance, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Zoning Administrator

- **Mixed-use development should be encouraged.** This would include single- and multi-family uses as well as residential and neighborhood commercial uses. For commercial use, Main Street

(Broadway) should be the focus of commercial use in Springville. However, as the central-business district reaches capacity and the City physically grows outward, small service oriented businesses should be encouraged to serve new developments.

Mixed-use development should be properly planned to insure compatibility between uses. They should be at a neighborhood scale to correspond with surrounding buildings. By providing shopping opportunities within walking distance to local neighborhoods, small-scale commercial activity helps reduce traffic congestion, encourages pedestrian activity, and provides needed services to newly developing areas. Neighborhood commercial is limited in size and operation to insure compatibility with adjacent neighborhoods.

Tools: Zoning Ordinance, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Economic Development Group or Chamber of Commerce

- **Promote development which is both sustainable and livable.** Maintain a proper balance of development types (i.e. commercial, residential, industrial) and encourage development with mixed land use types. Encourage pedestrian/bike trails and greenways throughout the City. Encourage new recreation opportunities as well.

Tools: Zoning ordinance, Subdivision Ordinance, Economic Development Plan

Key Players: City Council, Planning and Zoning Commission, Economic Development Group or Chamber of Commerce

- **Minimize conflicts and incompatibilities between agricultural and non-agricultural land uses.** The encroachment of development into rural, agricultural areas can threaten the viability of the agricultural economy in many ways. When development on the fringe of a city occurs, farming abruptly becomes a nuisance. Irrigation water blows into newly developed subdivisions drawing complaints from replanted city dwellers; farmers are expected to run combines during *normal business hours*; livestock are considered a malodorous annoyance to newly arriving residents. The City must be mindful of these issues when annexing property for future development. The City could adopt a Right-to-Farm Ordinance as well as employing extended setbacks between residential and agricultural uses. In addition, proper buffering (trees, fences, berms, etc.) should be used to minimize conflicts and incompatibilities.

Tools: Comprehensive Plan, City County Strategic Growth Plan with Linn County, Zoning ordinance, Subdivision Ordinance, Right-to-Farm Ordinance

Key Players: City Council, Planning and Zoning Commission, Zoning Administrator, County officials

Development Character Policies:

- **Conserve natural drainageways, provide community recreational and open space, and promote watershed protection.** This will lead to the protection of open space in and around the City as well as protecting the water supply. The City should focus on preserving significant natural features of the landscape as permanent, common open space. The City's subdivision standards should include requirements for conserving natural drainageways, woodlands, and wetlands.

Current development patterns typically obliterate the natural environment by subdividing all property into private lots. If current patterns continue in Springville, the timber in the remaining undeveloped area of town will be lost forever. Therefore, the City should ensure that open space is preserved and that future development is consistent with the small town feel of the City.

Tools: Comprehensive Plan, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, City Engineer

- **Existing mature trees should be preserved and incorporated into new developments.**

Open space and/or park dedication should be incorporated into every new subdivision to maintain the scenic character of the area.

Tools: Comprehensive Plan, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission

- **Protect and enhance the entrances into the community.** The City should ensure careful planning goes into developments leading into the community. Gateways into the City should be established along the entrance at Highway 151 and the northern entrance of Broadway Street. This may include attractive welcome signs with appropriate landscaping. The City could coordinate signs around the community to give directions to major attractions and activity centers, such as businesses on Main Street, parks, the school, etc.

Tools: Design Standards, Nuisance Ordinance, Zoning Ordinance, Grant Opportunities

Key Players: City Council, Planning and Zoning Commission

- **Encourage pedestrian/bike trails and greenway linkages to existing trail systems.**

Providing for the quality of life of Springville residents should be a high priority of the City. Not only does an attractive trail system provide recreational opportunities for existing residents, it attracts new families as well. Springville could start by requiring new developments to include trails, where appropriate, that could link up to existing trail systems in the County or a planned trail system within the City. The planned trail system within the City should link activity centers such as the school, parks, neighborhoods, Main Street, etc.

Tools: Design Standards, Subdivision Ordinance, Comprehensive Plan

Key Players: City Council, Planning and Zoning Commission, City Engineer, Trail Groups, Public Works Coordinator

- **Provide sidewalks in all new developments.** The City should require that all new developments provide sidewalks for safety and recreational purposes which can be extended into any future or existing development. A sidewalk system contributes to the ease of walking and daily interaction among neighbors. Sidewalks are also necessary to provide safe passage for pedestrians throughout town. During the planning period, the City should strive to complete a sidewalk system which encompasses the entire community. The City should work with property owners and extend the system throughout any area of town currently unserved by sidewalks. Then, focus the program on connecting activity centers and existing trails to complete the community-wide sidewalk / trail system.

In addition, portions of existing sidewalks which are in disrepair should be brought up to code.

Tools: Design Standards, Subdivision Ordinance, Comprehensive Plan

Key Players: City Council, Planning and Zoning Commission, City Engineer, Public Works Coordinator

- **Ensure proper storm drainage in all new development.** Each new development impacts existing development with storm water run-off. The City must ensure each new development disposes of storm water run-off through properly planned ditches, storm sewers, culverts and/or on site drainage ponds so as to have no impact with existing developments.

Tools: Subdivision Ordinance, Design Standards

Key Players: City Council, Planning and Zoning Commission, Zoning Administrator, City Engineer, Public Works Coordinator

Transportation Policies:

- **The transportation system should connect neighborhoods to one another.** Isolated subdivisions should be avoided by encouraging the use of alternatives to cul-de-sacs. Streets and sidewalks should connect with existing neighborhoods to maintain street continuity as well as creating a sense of community between new development and the existing City. In addition, convenient access to main activity centers and Main Street should be provided.

Tools: Comprehensive Plan, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission

- **Adequate opportunity for pedestrian and bicycle travel, as well as automotive travel, should be provided.** Encourage pedestrian/bike trails and greenways throughout the City. In addition, sidewalks should be incorporated into each new development.

Tools: Comprehensive Plan, Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, Zoning Administrator, City Engineer

- **Where ever possible, link new development on the outer edge of the community to the Central Business District.** Convenient access to Main Street should be provided in all new developments. This can be accomplished through transportation routes with easy access (through streets and proper signage).

Tools: Subdivision Ordinance

Key Players: City Council, Planning and Zoning Commission, City Engineer

Economic Development Policies:

- **Promote a three-tiered approach to economic development**
 - First priority: Main Street re-development
 - Second priority: highway commercial and industrial in designated areas
 - Third priority: neighborhood commercial in appropriate locations

The City's first priority for economic development should be Main Street re-development. Springville should focus on attracting appropriate service oriented businesses along Main Street and take steps to retain existing businesses. Work with area economic development groups and chambers of commerce to promote Main Street.

Any revitalization efforts along Main Street should include adequate space for pedestrian walkways and green space to attract residents. Small trees could be planted on Main Street to create a friendly environment along with appropriate street lighting and benches. Ensure that Main Street is user friendly and walkable.

The City's second priority for economic development should be attracting highway commercial oriented businesses and industries in appropriately designated areas. These areas should take advantage of the City's location along the four lane Highway 151. In addition, the City should ensure that commercial businesses and industries of this nature do not negatively impact businesses along Main Street, as well as neighboring uses. Again, the City should work with area economic development groups and chambers of commerce to promote the business opportunities along the highway corridor.

Finally, the City should promote neighborhood commercial uses as mentioned earlier in the Plan. This would include restaurants and other small scale service uses. Neighborhood commercial should be within walking distance to serve a specific neighborhood. This three-tiered approach to commercial development should provide the City with the proper balance of businesses to protect and enhance the small town character of Springville. In addition, the mix of commercial types should provide the City with a strong tax base for a healthy future.

Tools: Zoning Ordinance, City's Web Site, Economic Development Plan

Key Players: City Council, Planning and Zoning Commission, City Engineer, Economic Development Group, Chamber of Commerce, Workforce Development, Zoning Administrator

- **Promote job retention by protecting existing business and industry.** Springville should be mindful of the City's farming roots and protect existing job opportunities on the Main Street corridor through possible tax abatement or tax increment financing programs. This will ensure existing businesses have the support needed to continue to play a vital role in the City's long-term health.

Tools: Urban Revitalization Plan, Urban Renewal Plan

Key Players: City Council, Bonding Attorney

Protection of Private Property Rights Policies.

- **Ensure that development regulations are reflective of and proportional to a real need.**

Tools: Comprehensive Plan, Zoning Ordinance, Subdivision Ordinance

Key Players: Planning and Zoning Commission, Board of Adjustment, City Council, City Attorney

- **Equitably balance the rights of property owners with responsibilities to adjacent property owners and the community at large.**

Tools: Comprehensive Plan, Zoning Ordinance, Subdivision Ordinance

Key Players: Planning and Zoning Commission, Board of Adjustment, City Council, City Attorney

POPULATION TRENDS AND PROJECTIONS

A planning program for the physical development of a community must be based upon the requirements, both present and future, of the citizens living in the area. In order to establish what these requirements will be, it is necessary to know as accurately as possible how many people will be living in the area in the foreseeable future.

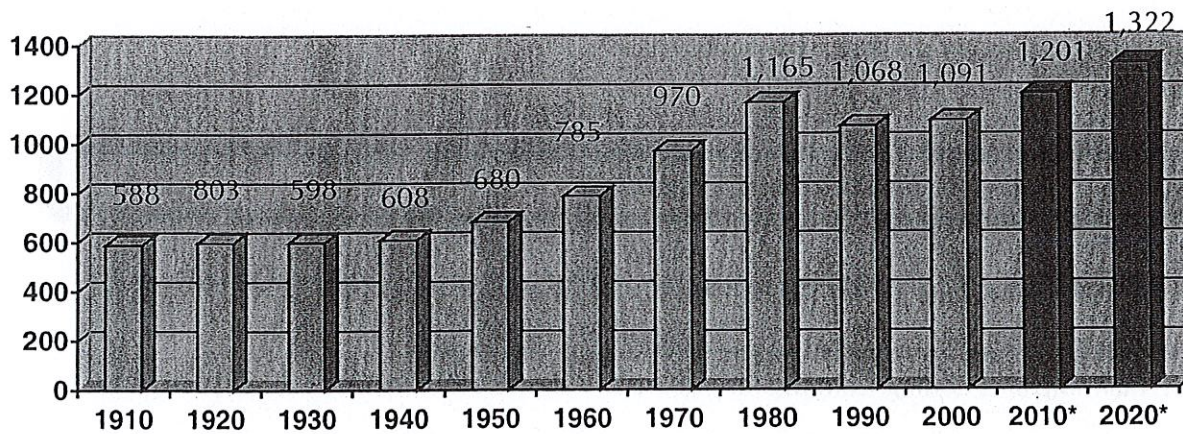
Precise predictions of future populations, of course, are not possible. However, a reasonable, reliable forecast can be made on the basis of past studies, population trends over the years, and current, observable patterns. This is essential in arriving at reasonable goals and objectives with respect to services and overall development.

POPULATION TRENDS

Springville has seen steady population growth since the early 1900's. For a graphic illustration of this fact, please refer to the Chart below.

According to the U.S. Census, Springville saw a 2.2 percent increase in population from 1990 to 2000 bringing the City's population to 1,091 people. At this pace, the population is expected to near 1,115 residents by the next census.

City of Springville Population Trends (1910 - 2000)



Source: U.S. Census

* Note: Years 2010 and 2020 are projected numbers

Springville population growth during the last fifteen years may be due in part to residents who work in the Cedar Rapids metropolitan area but want to live in a small-town setting. The four-way Highway 151 makes access to the metro area very easy. In addition, the population growth of the region is expected to support continued Springville growth during

the life of the plan. See the following table for a graphic illustration of the regional growth since 1980.

POPULATION TRENDS OF SIMILAR SIZE CITIES

There were nine communities within the region that had similar populations as Springville. Since 1990, all nine cities have experienced varying degrees of growth. In many cases, cities in the immediate vicinity of the Cedar Rapids metro area (Ely, Robins, Walford) have seen incredible growth. Population trends of this nature may come with substantial negative costs to a city, such as lack of housing space, loss of farm land, increased need for services, and the extreme cost of those services, as well as the loss of the small-town character.

Cities along Interstate 380 in the region (Center Point and Urbana) have also seen large population increases, due largely to the ability to live in a small community and easily commute into the metro area.

However, the community that most closely resembles Springville is Central City. Central City is approximately 10 miles outside of the Cedar Rapids metro area along the four-lane Highway 13. Central City has many of the same issues as Springville, such as potential main street re-development, struggles to keep the local school district and the need to revitalize older housing units within the city.

As the population growth expands outward from the metro area, it is expected to reach Springville, as well. Although Springville has slightly lost population according to the latest Census estimate, population growth of 10 percent by the 2020 Census would not be surprising.

Population Trends of Similar Size Cities

City	1980	1990	% Change	2000	% Change	2002*	% Change	County
Center Point	1,591	1,693	6.41 %	2,007	18.55 %	2,103	4.78 %	Linn
Central City	1,067	1,063	(0.40 %)	1,157	8.84 %	1,158	0.09 %	Linn
Ely	425	517	21.65 %	1,149	122.24 %	1,236	7.57 %	Linn
Lisbon	1,458	1,452	(0.41 %)	1,898	30.71 %	1,931	1.74 %	Linn
Lone Tree	1,014	979	(3.45 %)	1,151	17.57 %	1,168	1.48 %	Johnson
Robins	726	875	20.52 %	1,806	106.40 %	1,992	10.30 %	Linn
Solon	969	1,050	8.36 %	1,177	12.10 %	1,229	4.42 %	Johnson
Urbana	574	595	3.66 %	1,019	70.97 %	1,142	12.07 %	Benton
Walford	285	303	6.32 %	1,224	303.96 %	1,294	5.72 %	Linn
Springville	1,165	1,068	(8.33 %)	1,091	2.2%	1,073	(1.65 %)	Linn

Source: U.S. Census

* July 1, 2002 US Census Estimate

POPULATION PROJECTIONS

As stated before, population projections can be used to plan for the appropriate level of services for future development. When used cautiously, population projections provide an

estimate of future growth barring any unforeseen significant change in the economic or social composition of the community.

Springville Population and Residential Land Projections

Linn County Population Projections							
	1990	2000	90-00 Change	2010	00-10 Change	2020	10-20 Change
W & P*	168,767	191,701	22,934	203,170	11,469	220,920	17,750
FLC**	168,767	191,701	22,934	204,221	12,520	224,650	20,429

Springville Population Projections							
W & P (as share of projected County Growth)	1,068	1,091	23	1,219	128	1,326	107
FLC (as share of projected County Growth)	1,068	1,091	23	1,225	134	1,348	123
ECICOG***	1,068	1,091	23	1,115	24	1,140	25
ECICOG****	1,068	1,091	23	1,146	55	1,204	58
ECICOG*****	1,068	1,091	23	1,201	110	1,322	121

Developable Land within Springville (acres)^							
Undeveloped Acres (W & P)		25		8		(7)	
Undeveloped Acres (FLC)		25		7		(10)	
Undeveloped Acres (ECICOG projection #3)		25		10		(7)	

* W & P (Woodes and Poole Economists)

** FLC (Freilich, Leitner, and Carlisle: planning consultants)

*** ECICOG projection #1 is based on a steady 2.2 % increase each census

**** ECICOG projection #2 is based on a steady 5 % increase each census

***** ECICOG projection #3 is based on a steady 10 % increase each census

^ In 2000, approximately 25 acres are within the current city boundary, undeveloped and potentially available for development. This chart assumes that land will be developed at the current allowable density of three lots per acre and does not take into account commercial, industrial or recreational development.

The above table shows the population projections of Linn County and Springville, as well as the projected amount of developable land in the City as the population grows. As the table shows, when the population grows at the current allowable densities, the developable land decreases.

If Springville meets or exceeds its population projection, by the year 2020, there will be a deficit of developable land within the City limits.

ECICOG projects the population of Springville by the year 2020 to be approximately 1,322 people with a 7 acre deficit of developable land within current boundaries¹. This means the City would have to annex land to address future growth projections.

As shown in the land use chapter of the plan, development constraints (i.e. steep slopes, timber areas, etc.) may prohibit building on some of the City's existing undeveloped land. This would necessitate additional land being annexed by the City to facilitate the projected growth.

Housing issues will also affect a projected population increase. As seen in the next section of the plan, several housing needs will play a role in whether Springville reaches the projected growth rates.

As stated before, population projections should be used cautiously. Changes in local, state and national economies can have a profound affect on population counts. With the proximity to major employment and retail centers, the City's population should withstand changes in the national economy and could easily eclipse the Plan's projected total.

POPULATION FINDINGS

- ❖ Steady population increases since the early 1900's
- ❖ Population loss in the 1980's mirrors the State's population loss during that time
- ❖ 23 new residents from 1990 to 2000 (2.2 % Increase)
- ❖ Population increase in the 1990's is less than the average in the ECICOG region (8 %)
- ❖ The population is expected to near 1,201 residents by the next census (2010)
- ❖ Springville should prepare for a population of approximately 1,322 residents by the year 2020. Housing, infrastructure and land use needs throughout the plan will be based on this projection.

¹ This does not take into account commercial, industrial or recreational development or the rights-of-way for streets and other utilities. As shown in the land use chapter of this Plan, projected commercial, industrial and recreational development would require 35 additional acres by the year 2020. With the projected residential use, this makes 67 acres of new development potential.

As a general rule, 10 percent of developed land is consumed by rights-of-way. This makes an additional 7 acres of land to be used for streets and other utilities. All told, it is projected that 74 acres of land will be needed to account for new development in Springville over the next twenty years.

With the 25 acres currently available within the current City Limits, there is a tremendous deficit.

HOUSING CHARACTERISTICS AND NEEDS

In addition to examining population trends, a look into the City's current housing needs must be taken in order to establish growth management strategies for the planning area. Housing development is crucial to a growing community. With implications in land use and infrastructure decisions, housing trends should be studied to establish adequate growth areas in and around the community.

HOUSING ANALYSIS

In development terms, the projected population increase is equivalent to approximately 95 new housing units by the year 2020. This represents an average annual construction rate of approximately 6 new units per year. At the current allowable density of 3 units per acre, the new units would require approximately 32 acres of land.

In 1990, there were 414 housing units in Springville. By 2000, the census showed 444 housing units, an increase of 7.2 percent. This is an increase of the population growth during that time. This generally means an increase of vacant housing units in the community. According to the 2000 Census, there were 15 vacant housing units (3.38 %). Five percent vacancy is considered healthy for a community. This allows market flexibility for area home owners as well as an ability for the City to handle sudden population increases.

In addition, in 1990, the people per housing unit was 2.85. That number decreased for the year 2000 to 2.72. This number is projected to drop across the region. By the year 2020, Springville is expected to have approximately 2.45 people per housing unit. Based on this figure and the population projection, Springville should plan on needing approximately 539 housing units by 2020.

Existing Housing Stock

It is important that current neighborhoods remain vital parts of the City. Springville should ensure that the existing housing stock meets minimum codes for safety. As new development occurs, existing housing must be kept up in order ensure safe, affordable housing options. The City should make every effort to apply for housing programs intended to rehabilitate the current housing stock.

In 1999, the *Linn County Housing Needs Assessment and Action Plan* was adopted containing vital information on every city in Linn County. A comprehensive housing analysis and action plan was prepared for Springville at this time. The City should utilize the data contained in the Needs Assessment and follow the recommendations when maintaining the existing housing stock. The following pertinent information from the Needs Assessment has been updated using 2000 Census data and included herein on the following pages.

Income

According to the 2000 Census, the median household income in Springville was \$50,833. The table below shows the income levels in 2000 and the percentage of households that fall within each level.

Springville Household Income, 2000

Household Income	Less than \$15,000	\$15,000 - \$34,999	\$35,000 - \$49,999	\$50,000 - \$74,999	\$75,000 - \$99,999	\$100,000 or more
Number	26	52	82	87	64	13
Percent	8.02 %	16.05 %	25.31 %	26.85 %	19.75 %	4.01 %

Source: 2000 Census

Housing Costs

In 2000, the median house value in Springville was \$88,100. In 1998, a Linn County Assessor report listed the average total assessed value for single-family residential property in Springville as \$76,736. The median rent in Springville for 2000 was \$392. In 1998, the average monthly rent for a two-bedroom unit was estimated at \$350. The median year houses were built in Springville is 1961.

Springville Housing Units By Type, 2000

Housing Type	Number of Units	Percent
Single family, detached	358	80.06 %
Single family, attached	8	1.08 %
Duplex	6	1.35 %
3 or 4 units	19	4.28 %
5 or more units	53	11.94 %
Manufactured (mobile)	0	0.00 %
Other	0	0.00 %
Total	444	100%

Source: 2000 Census

Housing Units - Year Structure Built

Year Built	Number of Units	Percent
1939 or earlier	160	36.04 %
1940 to 1949	11	2.48 %
1950 to 1959	42	9.46 %
1960 to 1969	52	11.71 %
1970 to 1979	131	29.50 %
1980 to 1989	7	1.58 %
1990 to 2000	41	9.23 %
Total	444	

Source: 2000 Census

Windshield Survey

The purpose of a windshield survey is to determine the extent of housing deterioration in the city and where it is concentrated. A drive-by assessment of the exterior quality of housing stock was completed for Springville by ECICOG staff in 1999. A total of 417 units were surveyed using a rating scale of 1 (good) to 4 (infeasible). Houses were rated in terms of structural and surface integrity and the estimated repair cost. The rating categories are shown on the following page:

Good: A structure recently built and meeting codes or which, if somewhat older, has had careful maintenance of both structure and grounds. No surface wear is apparent and repairs are not needed.

Fair: A sound structure but in need of surface maintenance and possibly showing small signs of wear. The structure is not as well maintained as the "good" category and the pavement or any accessory buildings may need repairs. Minor maintenance needed.

Major Repairs: Significant surface wear is noticeable. The structure itself is slightly out of plumb with cracks, holes, or breaks evident in walls, foundation and roof. Paint is blistered and windows, steps, etc., may need to be replaced. Major maintenance needed.

Infeasible: Structural defects are obvious and may be serious enough that the unit can not be returned to good or fair condition.

Results

Of the 417 housing units surveyed in Springville in 1999, 10 percent were rated in good condition and in need of no repairs. The survey noted 39 percent in fair condition and 46 percent in need of major repairs. There were 5 percent of units rated infeasible for rehabilitation. If these units are unable to be returned to fair or good condition, the possibility of relocating occupants and demolishing the units should be considered.

A windshield survey rates only the exterior condition of housing. Interior rehabilitation needs can include, but are not limited to, wiring, plumbing, mechanical, insulation, and asbestos and lead based paint abatement. It can be assumed that a majority of the units exhibiting a need for exterior maintenance have a need for interior repairs as well.

A rehabilitation program is recommended for Springville. Certain funding sources require that cities with a population over 1,000 specify a targeted area of town to be assisted. In this situation the recommendation is to combine sections 4 and 5 into one target area (*See 1999 Housing Needs Assessment Map*). This target area would have the highest number of houses in need of rehabilitation assistance. There are rehabilitation programs that can provide funds to local governments, non-profit agencies, and individuals to address these needs.

Affordable Housing

In the context of this section, affordable housing is the maximum amount a household can afford according to accepted lender practices and federal guidelines.

Formulas provided by the Iowa Department of Economic Development and HUD are used to determine the maximum monthly amount that a household, in a particular income bracket, can afford to pay for housing - rent or house payment. This figure is adjusted for utilities, insurance, taxes, etc., and divided by 12 to get the maximum monthly income available for a housing payment, without being cost-burdened.

Cost-burdened is defined as a household, which spends more than 30 percent of gross income toward household expenses. Such a household is determined to be in need of housing assistance. These figures are provided, by household size, for each income category.

Information on the affordable purchase price of a house is provided for each income category. The maximum affordable home price range was determined using the following parameters: Interest = 8.8% fixed; Payments = 30 years; Down payment of 20%.

Very Low to Low Income: 36% of Springville Households

<u>Household Size</u>	<u>Maximum Monthly Amount</u>
1	\$269
2	\$308
3	\$345
4	\$384

Households in this bracket can afford a maximum monthly rent or house payment of \$269-\$384, depending upon household size, without being cost-burdened. The average rent in 1998 is \$350 in Springville. This rent is affordable to only the four-person households.

In 1990 the vacancy rate was 2.41 and data from a 1999 focus group meeting indicates that the vacancy rate remains very low and the housing market is tight. This income category, at 36 percent, contains the most Springville households. The data suggests a need to increase the availability of affordable housing opportunities for low income households.

Low to Moderate Income: 21% of Springville Households

<u>Household Size</u>	<u>Maximum Monthly Amount</u>
1	\$514
2	\$588
3	\$660
4	\$734

Low to moderate income households can afford rent or house payment of \$514-\$734, depending upon household size, without being cost burdened. Houses in the price range of \$71,169 to \$101,630 are considered affordable, based on household size. The amount of down payment ranges from \$14,234 to \$20,326.

Homes in the new subdivisions are listing for \$130,000-\$140,000, which is not affordable to low to moderate income households. Existing houses are estimated to sell between \$50,000-\$90,000, which is an affordable price range. The concern is that 85 percent of surveyed housing units were in need of rehabilitation assistance. The cost of repairs may ultimately make these units unaffordable. Participants could name less than six houses for sale. The housing market is tight and houses do not stay on the market long.

The housing needs of these households are to increase the availability of starter homes, rehabilitate existing housing to preserve affordability, and support down payment assistance programs.

Middle Income: 25% of Springville Households

<u>Household Size</u>	<u>Maximum Monthly Amount</u>
1	\$699
2	\$779
3	\$855
4	\$934

Middle income households can afford rent or house payment of \$699-\$934, depending upon household size, without being cost burdened. Houses in the price range of \$87,150 to \$114,677

are considered affordable, based on household size. The amount of down payment ranges from \$17,430 to \$22,935.

Homes in the new subdivisions are selling for \$130,000-\$140,000. These units are not affordable to middle income households. In addition, the housing market is tight and houses do not stay on the market long. The data suggests that the availability of housing priced under \$120,000 should be increased. Providing this type of housing will enable middle income households to move up from their starter homes which may free up houses for first time or low income homebuyers.

Upper-Middle Income: 17% of Springville Households

<u>Household Size</u>	<u>Maximum Monthly Amount</u>
1	\$1,385
2	\$1,570
3	\$1,750
4	\$1,935

Upper middle income households can afford rent or house payment of \$1,385-\$1,935, depending upon household size, without being cost burdened. Houses in the price range of \$168,272 to \$233,784 are considered affordable, based on household size. The amount of down payment ranges from \$33,654 to \$46,757. Upper scale housing is being developed in the new housing developments that will meet a portion of the housing needs of this income group.

Upper Income: 1% of Springville Households

<u>Household Size</u>	<u>Maximum Monthly Amount</u>
1	\$1,744
2	\$1,988
3	\$2,225
4	\$2,469

This income category can afford a housing payment of \$1,744-\$2,469. Houses in the price range of \$221,559 to \$313,139 are considered affordable, based on household size. The amount of down payment ranges from \$44,312 to \$62,628. Due to the small number of households in this category the need for high end housing is not deemed a priority at this time.

HUD Income Guidelines

Each year the U.S. department of Housing and Urban Development (HUD) prints a table listing the maximum gross income guidelines that a household can earn and be eligible for housing assistance from HUD. These guidelines are provided for each county in Iowa and are based upon 80 percent of county median income. Below is the 1998 table for Linn County. The 1999 table is presented at the end of the section.

<u>Household Size</u>	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>
Household income	\$26,150	\$29,900	\$33,600	\$37,350	\$40,350	\$43,350	\$46,350	\$49,300

From these guidelines it can be determined if a household is very low, low-moderate, middle, upper middle, or upper income. Household income information is provided in the 1990 Census. In order to compare with 1998 HUD guidelines, the 1990 Census data figures were adjusted using an average rate of inflation of 2.78 percent based on the Consumer Price Index. An analysis of Springville household income follows.

Very Low to Low Income: 36% of Households

This is defined as households earning 0-50 percent of area median income.

Household of 1 =	\$0-16,350
Household of 2 =	\$0-18,700
Household of 3 =	\$0-21,000
Household of 4 =	\$0-23,350

Approximately 18 percent of single person households and 18 percent of family households (2-4 members) are classified as very low to low income.

Low to Moderate Income: 21% of Households

This is defined as households earnings 51-80 percent of area median income.

Household of 1 =	\$16,351-26,150
Household of 2 =	\$18,701-29,000
Household of 3 =	\$21,001-33,600
Household of 4 =	\$23,351-37,350

Approximately 4 percent of single person households and 17 percent of family households (2-4 members) are classified as low to moderate income.

Middle Income: 25% of Households

This is defined as households earning 81-110 percent of area median income.

Household of 1 =	\$26,151-35,970
Household of 2 =	\$29,901-41,140
Household of 3 =	\$33,601-46,200
Household of 4 =	\$37,351-51,370

Approximately 3 percent of single person households and 22 percent of family households (2-4 people) are classified as middle income.

Upper-Middle Income: 17% of Households

This is defined as households earning 110-200 percent of area median income.

Household of 1 =	\$35,971-65,400
Household of 2 =	\$41,141-74,800
Household of 3 =	\$46,201-84,000
Household of 4 =	\$51,371-93,400

Approximately 4 percent of single person households and 13 percent of family households (2-4 members) are classified as upper-middle income.

Upper Income: 1% of Households

This is defined as households earning over 200 percent of area median income.

Household of 1 =	over \$65,400
Household of 2 =	over \$74,800
Household of 3 =	over \$84,000
Household of 4 =	over \$93,400

In 1990, there were 2 single person households and 1 family household (2-4 members) in Springville that fell into the upper income range.

Below are the 1999 HUD maximum income guidelines for Linn County.

Household Size	1	2	3	4	5	6	7	8
Household income	\$26,550	\$30,350	\$34,150	\$37,900	\$40,950	\$44,000	\$47,000	\$50,050

Focus Group Meeting

A focus group meeting was held on February 3, 1999 at the Springville Community Center and 11 residents participated. A housing planner from the East Central Iowa Council of Governments facilitated the focus group meeting.

Population Demographics

Participants felt that the 1996 census population estimate of 1,050 was inaccurate. Due to new housing development in the past five years the estimate was felt to be too low. Participants stated the population count was closer to 1,100. New residents are typically dual-income families. Employment opportunities are mainly located in nearby Cedar Rapids or Marion.

Participants felt there were three factors that should contribute to growth in the city. These are the expansion of Highway 151 to four lanes, the installation of natural gas lines, and the local community school district. Comments were also made that in light of these factors growth has been slower than anticipated.

The population was characterized as predominantly elderly and retired. The residents of the new housing developments are primarily younger families. Enrollment in the Springville Community School district has fluctuated since its high enrollment of 700 students in 1976. Presently the enrollment is less than 600.

Housing Market

There are estimated to be less than 50 units of rental housing in town. Participants identified two 4-plexes, two 8-plexes, 16 units of senior housing and a few single family homes that have been converted to rental. There are no vacancies in the apartments. Units are often rented by word of mouth and no advertising is needed. The average monthly rent for a two-bedroom apartment is \$350. The senior housing complex, the Spring House, has a waiting list.

Homes in these subdivisions are selling for \$130,000-\$140,000. Persons who moved into the new developments are said to be existing residents who upgraded their houses, people moving out of Cedar Rapids, and former residents moving back to the city. Existing houses are estimated to sell between \$50,000-\$90,000, depending upon the condition. Participants could name less than six houses for sale. The housing market is tight and houses do not stay on the market long.

Participants agreed with the results of the windshield survey and were particularly interested in addressing the infeasible housing units. Those in attendance did not believe the city had a nuisance abatement ordinance for houses and were interested in finding out more about this process. The city does have access to a city attorney who could draft a form letter that the city could send to residences deemed a nuisance. There was considerable discussion about how to enforce an ordinance that is adopted. There appears to be difficulty in enforcing the current nuisance abatement ordinance for vehicles.

Development Information

The average lot price is \$18,000-\$22,000. There are approximately 16 vacant lots in town but not all are for sale. Ten of the lots are in the Spring Meadow addition and six are in-fill lots. The minimum lot size is 6,000 square feet. The city requires building permits which are used to check property lines, set backs, and water and sewer. The city does not have a building inspector.

The city does not have tax increment financing (TIF) districts. Participants were interested in obtaining more information on this development tool. Currently, the city will extend infrastructure up to the development but after that it is the responsibility of the developer. Comments were made about having the city assist the developer with infrastructure costs to reduce the overall price of the house.

The city has upgraded its water system in the past 5 years. They have a new well and have added 8 and 6-inch water main lines to help with water flow and pressure. Both the water and sewer were stated to have excess capacity and could support additional development.

Participants stated that growth was happening at a slower pace than anticipated. The addition of the four-lane expansion of Highway 151, the new natural gas lines, and presence of local school district was expected to spur more growth. Barriers to development were identified as the exterior appearance of housing, lack of land to develop, zoning restrictions, and infrastructure costs to developers.

Housing Activity to be Encouraged

Some participants felt that the housing in Springville is affordable. Others commented that there was a lack of starter housing in town with a need for housing priced under \$100,000. All agreed that there was not enough housing in town. Both the renter and owner occupied housing markets are tight.

Interest was expressed in expanding the rental opportunities. Participants did not veto a high-density apartment complex such as an 8 or 16-plex. The demand is high for rental units with monthly rent no higher than \$400.

Reducing the minimum lot size requirement to reduce total home purchase price was discussed but was not an activity that rated highly. Increasing the number of manufactured homes was another housing option that did not receive much support.

A participant stated that less expensive single family housing (< \$100,000) can be built but the developer would need to build ten of them to make the same profit as three upper-scale houses (\$150,000). To make a developer interested in building more moderate priced homes the city would need to provide financial support with infrastructure.

Expanding senior housing options received mixed support. The city does not offer services, such as a grocery store or medical facilities, which would be needed to attract a senior housing complex. However it was noted that senior citizens were moving out of Springville in order to find appropriate housing in Cedar Rapids area.

Interest was expressed in higher density housing such as condominium or zero-lot line housing. A condominium that offered maintenance free living to residents was felt to be attractive to both senior residents and young families. It was also stated that higher density construction would allow for a lower purchase price and may offer a new type of starter-family home. Participants did not

believe the current land use map allowed for higher density development but were interested in this option.

Participants were interested in providing rehabilitation assistance to residents. It was felt that assistance was needed for both a home repair program and with a residential nuisance abatement ordinance.

ACTION PLAN

Recommendation # 1: Provide Assistance to Residents for Rehabilitation of Existing Housing Units.

Rehabilitation programs will upgrade the appearance of the older housing stock, remove health and safety hazards, and preserve units of affordable housing. The windshield survey indicated that over 200 units would benefit from rehabilitation assistance.

Action #1: Submit applications to receive funds for a citywide housing rehabilitation program.

There are rehabilitation grant programs offered by the Iowa Department of Economic Development (IDED), the Federal Home Loan Bank (FHLB), the Iowa Finance Authority (IFA), and USDA-Rural Development. Eligible applicants for these funds are local governments, non-profit agencies, individuals, and for-profit entities. A city rehabilitation program is most appropriate for funding from IDED, FHLB, and IFA. A city program will require local match and the designation of a housing committee. Information on each of these funding sources is provided in the Appendix.

Timeline

The City should contact the various regional, state and federal agencies assisting with grantwriting for more detailed analysis and application dates of programs which meet a specific community goal.

Action #2: Provide property tax abatement for residential property improvements.

To accomplish this the city would need to designate a specific section as an urban revitalization area. Improvements to residential real estate within the designated area can receive partial or total exemption from property taxes for a specified number of years. The purpose is to encourage private investment by reducing the tax increase that may result from property improvements.

Action #3: Adopt and enforce a nuisance abatement ordinance or property maintenance code.

In addition to requesting funds for acquisition and demolition of infeasible units in the rehabilitation grant, the city can adopt and enforce a building code. The city can adopt a property maintenance code that requires all buildings-whether occupied or vacant-to be in good repair, structurally sound, and sanitary. Fines or jail sentences can be levied if the repair work is not completed in a timely manner.

Another option is a nuisance abatement ordinance that allows the city to abate a residential property that is a nuisance. The city can condemn a building determined to be a public nuisance and take title to a property. The goal is to convey the property to a private entity for rehabilitation or demolition. Removal of blighted and unsafe housing will free up in-fill lots that can be made available for new construction. A nuisance abatement manual is available at the East Central Iowa Council of Governments to guide officials through the process.

Recommendation # 2: Increase the Supply of Affordable Housing.

The supply of affordable housing is limited. The average list price of new single family housing is \$130,000 - \$150,000. The vacancy rate of rental units is very low and more multi-unit housing options are needed.

Action #1: Provide incentives to encourage development of affordable housing.

The city can provide a variety of incentives to attract a developer to the city. First, ensure that land is designated for the development of multi-unit and single-family housing. A developer is more likely to work with a city that already has land zoned for multi-family than a city where re-zoning would be needed.

Second, reducing the construction cost to a potential developer is one method to encourage new development. For example, the city can provide financial incentives such as waiving hook-up and building permit fees. Other financial incentives include tax increment financing and revenue bonds to pay for the cost of infrastructure needed for a private housing development, and property tax abatement.

Revenues raised in tax increment financing (TIF) districts pay for public improvements such as streets, sewer, and water. To encourage new construction it is recommended that TIF be used to fund infrastructure located within the development. This reduces the infrastructure cost to the developer, which reduces the overall project cost and risk. Cities can also issue revenue bonds, which is a way of sharing the risk with the developer. The bonds are paid off with tap-on fees charged to users of the infrastructure or as a fee when the building permit is issued.

Property tax abatement is another incentive the city can offer. For rental projects, the removal of property taxes from the operating expenses reduces the overall cost, which makes the project more attractive to lenders. In addition, the reduced operating costs should result in lower rents. Single family developments benefit because the reduction or elimination of taxes will encourage the construction of housing and it also passes savings on to the purchaser.

Action #2: Review zoning and land use practices to remove barriers to affordable housing.

For example, review the parking requirements for a multi-unit facility and determine if the number of required spaces can be reduced. Check codes such as property set back requirements and street dimensions to see if they can be modified in a manner that would reduce the cost of home construction.

Consider reducing the minimum residential lot size, which will then reduce the purchase price of a home. Encourage mixed plat sizes, with some smaller than the current required minimum, in subdivisions so that a range of house prices is available.

Allow construction of higher density housing to allow for a continuum of housing choices. A need for an 8 or 16-plex rental complex was noted. Condominium and zero-lot line owner occupied housing allows for more units to be built on less land, which lowers the purchase price. This housing style is rapidly becoming the only starter home that is affordable for young couples or families. In addition, the maintenance free living is an attractive option for Springville's older residents.

Action #3: Submit a grant application to provide down payment assistance to residents.

This is critical because the local lender does not offer or participate in financing programs that provide assistance with down payment and closing costs. A gap exists between what residents can afford to purchase and the cost of available housing in Springville. Down payment assistance funds can be used to increase the purchase power of residents. Grant applications can be submitted to IDED and FHLB. Residents need to be educated about the down payment assistance funds available from IFA through participating lenders.

Timeline

The City should contact the various regional, state and federal agencies assisting with grantwriting for more detailed analysis and application dates of programs which meet a specific community goal.

This ends the pertinent information from the 1999 Housing Needs Assessment.

New Housing Development

When new housing development occurs, it should, wherever possible occur incrementally, or contiguous to existing development. Growth of this nature will reduce capital outlay and maintenance costs to the City by allowing short, economical extensions of municipal infrastructure (sewer, water, street, sidewalk, etc.) which serve the new neighborhoods. Incremental housing growth will also save open land and areas better suited for agricultural or other use.

As residential development occurs, the City should insure that each new growth area can reasonably flow into the existing community. Main connections to the downtown area and to city access points should be required at the edges of each new development.

In addition, the City should ensure that appropriate recreational opportunities grow as new housing is developed. The number and location of neighborhood parks should keep pace with new construction. As new housing developments are planned, the city should ensure that common "green space" is included in each new neighborhood. Because recreation opportunities are a major influence on a family's decision on where to live, expanded recreation opportunities should be a priority for Springville. In addition, trails and recreational opportunities were a high priority of the residents attending the town meeting.

Recreation goals and the objectives to meet those goals will be discussed in another Chapter (Environment and Natural Resources). The infrastructure and land use implications of this population target and housing needs assessment will be discussed in Chapters on Infrastructure and Land Use.

This chapter of the Springville Plan is focused on the built environment and physical features in and around the city. It first examines the environment and natural resources, the very soil on which the City is built. Secondly, the Chapter focuses on Springville's infrastructure: water and sewer systems, storm sewer, and transportation. Finally, the Chapter ends with describing financial tools designed for developing cities.

ENVIRONMENT AND NATURAL RESOURCES

TOPOGRAPHY AND SOILS

The majority of developed land in the City of Springville is located on nearly level to moderately and steep sloping land. The rolling nature of the topography may place constraints on development in this area, limiting future land use due to the steep slopes.

For detailed information concerning the soils of the immediate region, please consult the *United States Department of Agriculture Soil Survey of Linn County*. This is important for several reasons. The difference between soils and their varying capabilities supply useful information for planning and development.

Even more important, the Soil Survey provides a guide to the general suitability of an individual soil type. Because different soils can handle a variety of different uses, such as crop production, highway construction, and residential, commercial and industrial development, it is important to know what is the best use for that particular soil type. Future development activities should be accompanied by a soil conservation plan from the Soil Conservation Service. These plans provide valuable information in determining land use and abating potential problems including storm water management and erosion control.

Also, much of the soil in the community is poorly draining due to the loamy material. The City can address stormwater drainage problems through the subdivision ordinance. By incorporating appropriate landscaping, open space and tree planting in new developments, as well as proper storm sewer systems, stormwater drainage can be controlled.

FLOODPLAIN

There is a floodplain running through the community generally along Big Creek, east of Broadway Street. Without proper mitigation efforts, this floodplain may inhibit future redevelopment of the area. Development within a floodplain should be limited to park, recreation and open space and should strictly follow the City's floodplain ordinance. In addition, future growth areas should be directed away from low lying areas near a floodplain to mitigate any damage from flooding. A floodplain map is on file at City Hall and should be consulted during the review of potential developments.

ENVIRONMENTALLY SENSITIVE AREAS

The City should take care to protect environmentally sensitive areas in and around the community. These remaining areas should be protected when reviewing future development proposals by using the City's subdivision authority to preserve prime park and recreational land, as well as protect drainage areas, wetlands, creek beds, timber areas, floodplains and other highly erodible lands.

Steps the City and developers could take in protecting environmentally sensitive areas include designing lots and streets around important existing natural features, incorporating appropriate landscaping, open space and tree planting in new developments to control water drainage and erosion, and landscaping riparian greenways with trees and natural vegetation.

The City's subdivision ordinance may have to be updated to reflect open space and development policies in regard to environmentally sensitive areas.

ENTRANCES INTO THE COMMUNITY

The City should ensure careful planning goes into developments leading into the community. First impressions are important when entering any city, therefore, a "gateway" into the community should be established at main entrances into Springville such as the main entrance at Highway 151 and the northern entrance at Broadway Street. This could include attractive welcome signs with appropriate landscaping. The City could coordinate signs around the community to give directions to major attractions such as the school, the proposed trail system, Main Street or the City's recreational parks. These informational welcome signs should be coordinated with a theme to present a unified community. There are grant possibilities to fund the construction of welcome signs to enhance community gateways. Springville should research funding sources for this community enhancing project.

In addition, care must be taken to guide new development and preserve the attractive nature of the land surrounding the community. Buildings, signs and poles should be carefully planned to discourage cluttered appearances. The City's zoning and subdivision ordinances should be carefully reviewed to ensure proper requirements. Also, the City could enforce its nuisance ordinance for property along a gateway corridor which is cluttered or in disrepair.

GREEN SPACE, PARK AND TRAIL SYSTEM PLAN

Parks, trails and public green space were vitally important to Springville residents during the town meeting for this Plan. Parks and trails help cities enhance the overall quality of life. They help contribute to a city's character with friendly, open environments. In addition, they also provide important active and passive recreational resources. The following section of the Plan examines the City's park and recreational system, including all city-owned and operated facilities. In addition, this section will provide a vision for the City's green space, park and trail system.

The maintenance of these public spaces and their extension into new sections of the community should be part of Springville's future. As the City grows and takes advantage of new development opportunities, its park system will become important to unite the new residents with the established community.

There are currently six parks within the City in which residents can take advantage. They range in size from 1 acre to 12 acres. The following table lists the existing parks in the City and their approximate size.

Park Name	Size (acres)
Cox Lake	4
East Lower Butler	1
West Lower Butler and Upper Butler	10
Emmons	12
Graham	5
Totals	32 acres

Source: City of Springville

There is a total of 32 acres of existing park land. Based on the current number of housing units in Springville and the national park dedication standard of 0.05 acres per unit, the City enjoys a surplus of park space.

However, as Springville grows, there will be a need to expand public recreational activities within the City limits and outside of the community. Families in Springville will look to the City to provide safe and accessible services for both children and adults. The City should expand the park area available to residents during the planning period. This can be accomplished through provisions in the City's subdivision ordinance requiring park or open space in each new subdivision. The development of recreational facilities should include large park and open space areas with active recreational opportunities. Additional recreational opportunities which are appropriate for the size of Springville include hiking trails, bike lanes, and outdoor exercise areas.

For new recreation and park needs, the Springville Comprehensive Plan projects the City's future population at nearly 1,325 residents in 2020. This represents about 95 additional housing units during the planning period. Based on a park dedication standard of 0.05 acres per unit, future growth will require the dedication of 5 additional acres of park and recreational space in the next twenty years. This should be a minimum number. As the City physically grows outward, small neighborhood parks should be strategically placed for new residents to enjoy.

PARK SYSTEM VISION

One of the major issues to come out of the town meeting was trails, or the current lack of trails in the community. A goal for Springville's park system should be a network of open spaces which impact all parts of the community, connecting old and new neighborhoods

with one another and with major activity centers. This vision would bridge barriers that otherwise might separate parts of the City from one another.

To accomplish this, the City should create a networked system of open spaces. This system would link parks and activity centers by a continuous system of trails and environmental corridors. As the City grows, new neighborhoods should be linked to this trail system. The trail network could include on-street bikeways, trails through parks and school grounds, designated City sidewalks, along the floodplain, and any abandoned railroad right-of-way. Also, during the platting process, potential trails should be provided through easements between neighboring subdivisions.

Because recreational trails are heavily used and involve only moderate costs to develop and maintain, they are one of the most cost efficient recreational investments a community can make. The City of Springville, Linn County, the state Departments of Natural Resources, Transportation and Economic Development, along with private sponsors could each play a role in creating a community-wide network of trails.

In addition to linking Springville's parks and activity centers with trails, the City should also integrate new parks and open space into each new neighborhood. By using the City's planning and subdivision authority, open space should be included in all new neighborhoods. Then, the new neighborhood green spaces should be linked to the existing City's trail system which could ultimately be linked to trails in the County and beyond. The concept of a linked pedestrian system, connecting neighborhoods, natural areas and parks, and neighboring cities would establish a unified community.

PARK SYSTEM SUMMARY

Currently, the City's park system is adequate for actual acres of recreation areas. However, the system fails to meet the public's demand for walking and bike trails. As Springville grows, new park space and recreational activities must keep pace with development. Where appropriate, parks and open space should be included with every new subdivision. Then, the new parks should be linked to the traditional sections of town by trails and/or sidewalks.

The City also currently lacks active recreational space, such as ballfields. To assure adequate youth recreational opportunities, the City should designate a portion of each new park for active recreation. This includes neighborhood ballfields and practice fields for youth sports leagues. In addition, the City should update its Zoning Code to address parking standards for community parks.

Recreation opportunities will continue to influence a family's decision on where to live. Unfortunately, many communities pay limited attention to the recreational needs of its residents. Imaginative recreational opportunities can be both low cost and limited maintenance to the community. In turn, this investment should retain current residents and promote future growth. Expanded recreation opportunities should be a priority for Springville during the life of this Plan.