



# Spanish Fork City Land Use and Moderate Income Housing Elements of the General Plan

2016

# 2016 Land Use and Moderate Income Housing Elements

Work on this edition of the Land Use and Moderate Income Housing Elements occurred throughout much of 2016 and largely built up a previous version that was adopted in 2011. Spanish Fork City extends it's thanks to the following individuals for their effort in preparing this updated 2016 edition:

## **Elected Officials**

Mayor Steve Leifson  
Councilman Mike Mendenhall  
Councilman Brandon Gordon  
Councilman Chad Argyle  
Councilwoman Stacy Beck  
Councilman Keir Scoubes

## **Appointed Officials**

Chairman Bruce Fallon  
Commissioner Brad Tanner  
Commissioner Treaci Tagg  
Commissioner Jens Nielson  
Commissioner Brad Wilkinson  
Commissioner Richard Davis

## **Staff**

City Manager Seth Perrins  
Community Development Director Dave Anderson  
Planning Department Secretary Kim Brenneman

# Table of Contents

I.	<b>Land Use Element Introduction</b>	page 3
II.	<b>Land Use Policies</b> Growth Management Policies Commercial Goals and Policies Industrial/Employment Policies Transportation Goals and Policies Main Street Goals and Policies Airport Goals and Policies River Bottoms Goals and Policies	page 4
III.	<b>Land Use Map Designations</b>  Environmentally Sensitive Uses Residential Land Uses Commercial Land Uses Industrial/Employment Uses Other Uses	page 12
IV.	<b>Moderate Income Housing Element Introduction</b>	page 15
V.	<b>Estimate of Existing Supply and Demand</b>	page 16
VI.	<b>Aspects of Spanish Fork's Moderate Income Housing Situation</b> Findings Zoning Environment Age of Housing Special Needs Groups	page 18
VII.	<b>Goals and Conclusion</b>	page 20
VIII.	<b>Appendix</b>	page 21
IX.	<b>Land Use Map</b>	page 23

## I. Introduction

The Land Use Element of the General Plan is a state-mandated document that represents the long-range vision for the development of the City. It can also be said that the Land Use Element is an official collection of the City's major policies concerning future physical development. The Element states the City's objectives in terms of goals and policies. The policies outlined in the document are expressly designed to achieve the plan's goals.

The Element is more than a colored map indicating what is to be done with each parcel of land; it is an outline of the goals and policies that the citizens and government officials want for their community. When evaluating proposals, decision makers refer to the Element to measure whether the proposal achieves the goals prescribed therein. The document is forward looking in that it projects the vision for the community at buildout. As Spanish Fork City may not achieve buildout for many decades, the document must be periodically updated to reflect the City's current vision for its future.

This version of the General Plan was prepared throughout 2010 and was adopted by the City Council in 2011. It is anticipated that the program described in this document will be pursued through 2016 when the document will be updated again. More specifically, it is expected that the following policies will be implemented between 2011 and 2016:

- Develop an area plan to promote the development of a transit oriented development surrounding the planned Center Street I-15 Interchange.
- Create an area plan to promote development in the vicinity of the Salem/Benjamin I-15 Interchange.
- Develop a comprehensive strategy for City improvements so as to develop a recognizable character and identity throughout the City.
- Adopt standards for hillside development or properties that otherwise have steep slopes.
- Adopt maximum block length requirements, guidelines for phasing and other standards to require new development to create a network of local streets that ensures a high level of connectivity.
- Develop a comprehensive code enforcement program to address nuisances and other zoning violations in the City's neighborhoods.
- Implement form based zoning to more effectively integrate commercial uses in close proximity to residential areas.
- Adopt a set of design standards for non-residential development in Spanish Fork.
- Develop a corridor access management plan for State Road 164 in the vicinity of the Salem/Benjamin I-15 Interchange.
- Provide more detailed provisions in the City's Transportation Element to promote the development of trails and other routes for non-motorized vehicles.
- Collaborate with the Chamber of Commerce to develop specific goals and policies to incorporate into a Main Street area plan.
- Adopt design standards to ensure that development at the Airport is compatible with the City's long term vision for that facility.
- Adopt an area plan for the River Bottoms area.

The accompanying Land Use Map is intended to serve as a visual depiction of the land use patterns and land use arrangement that the City envisions for the community at buildout. It is understood that the City will not reach buildout for many decades and that it is not immediately appropriate to zone all properties in conformity to the Land Use Map. The vision portrayed by the map will be implemented incrementally over time. As opportunities to zone various areas of the City arise, current conditions will be evaluated to determine whether zoning should conform to the Land Use Map at that time.

## II. Land Use Policies

### A. Growth Management Policies

#### Goal A.1: To provide for an orderly and efficient expansion of Spanish Fork.

Policies:

- A.1.1 Allow urban residential and industrial land uses only within the adopted Growth Management Boundary.
- A.1.2 The Growth Management Boundary should be evaluated based on the amount of land within the Boundary, the City's ability to provide services outside the Boundary and the cost of providing those services outside the Boundary.
- A.1.3 Review the Boundary each January to determine if changes are warranted based upon recent growth trends.
- A.1.4 Allow new annexations of properties within the Growth Management Boundary where all urban services can readily be provided.
- A.1.5 Deny proposed annexations on properties outside the Growth Management Boundary except in cases where environmental, open space or safety concerns can better be managed if the property is within the City limits.
- A.1.6 Entertain proposed changes to the Land Use Element biannually, each January and July.
- A.1.7 When reviewing and designing potential developments, consider the impact they may have on the character of the surrounding area.
- A.1.8 Require that all implementing ordinances (i.e., zoning and subdivision regulations) be consistent with the General Plan.
- A.1.9 Allow development to occur only in areas where adequate streets, public facilities and services exist or where the developer will provide them. Do not approve developments that would be served by localized sewer lift stations.
- A.1.10 Collect Impact Fees to ensure that growth is not being subsidized by tax payers.
- A.1.11 Develop an area plan to promote the development of a transit oriented development surrounding the planned Center Street I-15 Interchange.
- A.1.12 Create an area plan to promote development in the vicinity of the Salem/Benjamin I-15 Interchange.
- A.1.13 Develop a comprehensive strategy for City improvements so as to develop a recognizable character and identity throughout the City.

#### Goal A.2: To manage development which is compatible with certain environmental limitations in the area.

Policies:

- A.2.1 Severely restrict development within the Zones A and X of the Spanish Fork River and any other open channels to minimize potential damage and loss should a flood occur.
- A.2.2 Require soils tests prior to any development.
- A.2.3 Adopt standards for hillside development or properties that otherwise have steep slopes.

#### Goal A.3: To provide high quality, stable residential neighborhoods.

Policies:

- A.3.1 Protect residential neighborhoods from commercial and most other non-residential uses through the uses of walls, landscaping, and setbacks appropriate to the use.
- A.3.2 Design local streets in residential areas with discontinuous, but well connected, patterns to discourage through traffic.
- A.3.3 Adopt maximum block length requirements, guidelines for phasing and other standards to require new development to create a network of local streets that ensures a high level of connectivity.
- A.3.4 Develop a comprehensive code enforcement program to address nuisances and other zoning violations in the City's neighborhoods.
- A.3.5 Designate areas for the development of residential neighborhoods with single-family homes on lots that are 15,000 square feet and larger.
- A.3.6 Designate areas for the development of contemporary apartment complexes.

**Goal A.4: To provide a range of housing types and price levels in the City.**

Policies:

- A.4.1 Allow a variety of lot sizes and housing types throughout the City.
- A.4.2 Allow residential development projects that provide superior design features and amenities to be developed at the high end of the density ranges as shown on the General Plan Map.
- A.4.3 Improve the diversity of the City's housing inventory by increasing the number of both low density and apartment developments.

**Goal A.5: To ensure that adequate open space, buffering, and landscaped areas are provided in new developments.**

Policies:

- A.5.1 Follow the City's Parks and Recreation Element when planning and designing new developments.

## **B. Commercial Goals and Policies**

**Goal B.1: To provide conveniently located commercial areas to serve the residents of Spanish Fork and to expand the City's sales tax base.**

Policies:

- B.1.1 Plan for a hierarchy of commercial areas within the City to meet neighborhood, community and regional needs.
- B.1.2 Plan for new commercial areas as nodes or centers, and not as a series of unrelated, freestanding businesses.
- B.1.3 Limit points of access onto streets in commercial areas in accordance with the City's Transportation Element of the General Plan.
- B.1.4 Plan for secondary vehicular and pedestrian access from commercial to residential areas where practical to do so.
- B.1.5 Require sidewalks at the time of new construction or expansion of existing commercial uses for the full frontage of the parcel.
- B.1.6 Restrict the size of neighborhood commercial areas to minimize the impact on the residential character of the area.
- B.1.7 Preserve locations for community level commercial areas at major intersections.
- B.1.8 Require community level and regional level commercial centers to be developed as integrated projects with shared parking, common architectural styling, landscaping, and signage.
- B.1.10 Allow a mixture of General Commercial and Light Industrial uses to locate in the North Main Street area between Interstate 15 and 1600 North.
- B.1.11 Adopt design standards that require non-residential buildings to orient to public rights-of-way or require other measures to ensure that right-of-way facing elevations are visually interesting and appealing.

**Goal B.2: To provide opportunities and locations for small commercial operations and offices which are compatible with residential uses.**

Policies:

- B.2.1 Allow small office complexes to develop in similar locations as neighborhood commercial areas.
- B.2.2 Allow home occupations in all residential areas if they have no exterior evidence of their existence and the use is compatible with the residential environment.
- B.2.3 Implement form based zoning to more effectively integrate commercial uses in close proximity to residential areas.

**Goal B.3: To develop visually attractive commercial centers that help create a distinct sense of place in Spanish Fork.**

Policies:

- B.3.1 Adopt a set of design standards for non-residential development in Spanish Fork.

## C. Industrial/Employment Policies

**Goal C.1: To provide a variety of employment opportunities for the residents of Spanish Fork and the surrounding area.**

Policies:

- C.1.1 Continue to develop the northern part of the community with Light Industrial uses. Prohibit residential development in these areas.
- C.1.2 Attempt to maintain an adequate supply of industrial land in appropriate areas.
- C.1.3 Allow industrial development in urban areas on sites where sanitary sewer, storm water management, water, and police and fire protection are available and adequate prior to or concurrent with development.
- C.1.4 Require that industrial developments have good access, adequate public facilities and services, suitable topography and soils and minimal impact on surrounding areas.
- C.1.5 Minimize the impact of industrial developments on adjacent non-industrial land uses through appropriate landscaping, screening, buffer strips, graduated land use intensity and similar methods.
- C.1.6 Encourage master planning for industrial area, including the inclusion of such features as open space, landscaping, signage, traffic control and uniform maintenance through covenants or other property management techniques.
- C.1.7 Locate and design new industrial sites and improve existing ones to facilitate access and circulation by transit, car and van pools, pedestrians, bicyclists and other alternative transportation modes.

**D. Transportation Goals**

**Goal D.1: Provide a safe, convenient and efficient system for transporting both people and goods.**

Policies:

D.1.1 Follow the provisions provided in the City's Transportation Element.

D.1.2 Develop a corridor access management plan for State Road 164 in the vicinity of the Salem/Benjamin I-15 Interchange.

**Goal D.2: Provide pleasant, safe, and functional non-motorized transportation routes.**

Policies:

D.2.1 Follow the provisions provided in the City's Transportation Element.

D.2.2 Provide more detailed provisions in the City's Transportation Element to promote the development of trails and other routes for non-motorized vehicles.

**E. Main Street Goals and Policies**

**Goal E.1: Develop a plan to increase commercial activity through the Main Street corridor.**

Policies:

- E.1.1 Collaborate with the Chamber of Commerce to develop specific goals and policies to incorporate into a Main Street area plan.
- E.1.2 Assign one Planning Commissioner to serve as a liaison to the Chamber of Commerce when developing a Main Street area plan.

**F. Airport Goals and Policies**

**Goal F.1: Protect the Airports ability to operate and expand.**

Policies:

- F.1.1 Maintain appropriate zoning controls to prevent development on surrounding properties that is not compatible with the operation on the Airport.
- F.1.2 Adopt design standards to ensure that development at the Airport is compatible with the City's long term vision for that facility.
- F.1.3 Take appropriate steps to annex lands that now surround, or that may surround the airport at some future date.

**G. River Bottoms Goals and Policies**

**Goal G.1: Plan for a variety of land uses in the River Bottoms, including agricultural uses, which will be arranged to maintain the areas character and beauty.**

Policies:

G.1.1 Adopt an area plan for the River Bottoms area.

### III. Land Use Map Designations

General Plan Designation	Corresponding Zones
Flood Plain	Overlay
Hillsides/Geologic Hazards	Overlay
Agricultural	Exclusive Agriculture Rural Residential
Estate Density Residential	R-1-40 R-1-20 R-1-15
Low Density Residential	R-1-12
Medium Density Residential	R-1-9 R-1-8 R-1-6 Infill Overlay
High Density Residential	R-3 R-4 Infill Overlay
Urban Density Residential	R-4
Mixed Use	R-3 R-4 Urban Village Residential Office Commercial Office Commercial 1
Commercial	Residential Office Commercial Office Commercial 1 Commercial 2 Shopping Center
Business Park	Business Park
Industrial	Light Industrial Medium Industrial Heavy Industrial
Public Facilities	Public Facilities

#### A. Environmentally Sensitive Uses

1. **Flood Plain.** Those areas along the Spanish Fork River within the 100-year Flood Plain have limited development potential because of the hazards associated with flooding. This designation will be "overlaid" upon the base land use designation with development allowed only in accordance with State and Federal standards.

2. **Hillside/Geologic Hazards.** The steeper hillside areas in the extreme southeastern part of Spanish Fork have special limitations due to unstable soils, erosion and landslide potential, and proximity to an earthquake fault line. These areas will require careful site review, special construction standards, and should have reduced density of development because of the higher risk of natural disasters. This designation will be “overlaid” upon the base land use designation.

## B. Residential Land Uses

1. **Agriculture: 1 to 40+ acre parcels.** These are areas where the predominant character is agricultural production, ranchettes, hobby farms, or large lots to accommodate upscale residential units. Streets will be paved, but curb, gutter and sidewalk will not be required. Community water systems and sewer will sometimes be available.

2. **Estate Density Residential: 1 to 2.5 dwelling units per acre.** These are areas that have been designated for the express purpose of creating neighborhoods for single-family detached units at densities that are less than what is found elsewhere in the community. Developments will have full urban services and lots should typically be no less than 100 feet wide.

3. **Low Density Residential: 2.5 to 3.5 dwelling units per acre.** These are areas with predominately single-family detached units. Developments will have full urban services.

4. **Medium Density Residential: 3.5 to 8 dwelling units per acre.** These are areas with mostly single-family detached units and some areas with multi-family units. These areas will usually have somewhat smaller single-family lots, and/or a slightly higher percentage of attached units than are found in the Low Density Residential areas. Developments will have full urban services.

5. **High Density Residential: 9 to 12 dwelling units per acre.** These areas are a mix of single-family detached units and attached dwelling units. The mix of multi-family buildings will be higher in this area than in the Low and Medium areas. Developments will have full urban services.

6. **Urban Density Residential: 12 to 18 units per acre.** These areas are identified specifically for the purpose of accommodating contemporary apartment complexes. These areas will typically be situated to create a transition between non-residential land uses and lower density residential neighborhoods. Areas designated for apartment development should be large enough to allow for the creation of neighborhoods with a broad range of amenities. While areas designated Urban Density Residential may be located outside urban environments, the form of these neighborhoods should have attributes commonly found in urban settings.

## C. Commercial Land Uses

1. **Mixed Use:** These areas provide for a mix of limited residential, retail, personal services, business services and office uses. Residential uses may be permitted when integrated into developments that also contain non-residential uses or at locations where the City has determined it is unfeasible to operate non-residential uses. Mixed Use developments typically serve as a transition between more intense commercial areas and residential land uses. They can also be used in certain areas to allow residential conversions to office use, subject to site and architectural review criteria. Parts are intended to promote and maintain the character of a pedestrian-oriented retail district. Building orientation should strongly encourage pedestrian use by having buildings close to the street. The architectural style of new or remodeled buildings shall be consistent with the area.

2. **Commercial:** These areas provide a wide range of commercial uses designed to serve neighborhood, community, and regional needs. Uses may be freestanding or integrated in a center.

#### D. Business Park

1. **Business Park:** These areas provide for a very specific type of development that should predominately contain professional office uses but might also contain a variety of other uses such as retail or professional services. The development form in Business Park areas should have campus-like characteristics and be somewhat self-contained with a number of services that cater to area companies and their employees.

#### E. Industrial Uses

1. **Industrial:** These areas accommodate employment related uses including large scale campus style development, administrative and research companies, offices, laboratories, manufacturing, assembling, warehousing, and wholesale activities. Associated office and support commercial uses are allowed. Uses that emit moderate amounts of air, water or noise pollution may be considered as conditional uses. Residential uses are not allowed.

#### F. Other Uses

1. **Public Facilities:** Public facilities are properties and structures that are owned, leased or operated by a governmental entity for the purpose of providing governmental services to the community. Some of these services are necessary for the efficient functioning of the local community, and others are desired services which contribute to the community's cultural or educational enrichment. In either case, public properties and buildings represent important components of the community's quality of life.

#### IV. Moderate Income Housing Element Introduction

##### Introduction

In order to address concerns about moderate income housing, the State of Utah has directed municipalities to adopt plans for “housing occupied or reserved for occupancy by households with a gross household income equal to or less than eighty percent (80%) of the median gross income for households of the same size in the county in which the city is located” (Utah Code, Section 10-9a-103).

In order to adequately analyze the moderate income housing situation in Spanish Fork City, 2010 US Census data, 2014 American Community Survey (ACS) data, 2012 Population Projections from the Utah Governor’s Office of Management and Budget, and 2012 Comprehensive Housing Affordability Strategy (CHAS) data from the US Department of Housing and Urban Development (HUD) was used along with the Utah Affordable Housing Forecast Tool (UAHFT) which is provided by the Utah Department of Workforce Services. Although the situation in Spanish Fork City has certainly changed from what it was when this data was collected, the numbers used in this report represent the most recent data available. While not all data from various sources matched up or were perfectly compatible with the UAHFT, care was taken to ensure acceptable analysis and any attempts to correct for gaps or inconsistencies are explained in the report.

The following demographic overview provides helpful background information for Spanish Fork City and Utah County.

	Total Population	Median Income
Spanish Fork City	36,337	\$63,376
Utah County	540,425	\$60,830 (AMI)

As stated in the definition above, median income housing is considered housing for households with an income of equal to or less than 80 percent of the median gross income for households in the county. The median income for households in the county is referred to as the Area Median Income (AMI).

A household is considered overburdened in paying for housing when more than 30 percent of income goes towards housing. Thus, all calculations in this report are determined by assuming that 30 percent of income is in fact going towards housing. This allows the report to show the most a household can get with its income without being overburdened.

## V. Estimate of Existing Supply and Demand

### Supply

In order to determine the supply of housing, information was taken from GIS data from the Utah County Assessor's Office. This contained data for each parcel of land in the City. The parcel data was reduced down to include only those parcels that are residential and have built value (i.e. there is a structure for dwelling on the site). Outliers were investigated and eliminated as appropriate. The current market values were then analyzed for each of the remaining parcels. The monthly allowance for housing determined from AMI was used to determine what mortgage ranges associated with the AMI ranges. These mortgages were calculated assuming a 30-year mortgage with an interest rate of 3.55 percent. These mortgage ranges show what mortgages households in the different AMI ranges could afford. The breakdown of this information is found in the following table.

Percent of AMI	Monthly Income for Housing	Maximum Mortgage Loan Amount	Number of Owned Dwelling Units
Less than 30%	\$456	\$158,610	3
30-50%	\$760	\$264,351	1,226
50-80%	\$1217	\$422,961	6,018
80-100%	\$1,521	\$528,701	1,398
Greater than 100%	\$1,825	\$634,441	959
Total			9,604

One weakness of the data is that it is unclear which parcels are associated with rental units. However, the 2010 Census has data specifically relating to how many rental units there are in the City that fall within various ranges of monthly rent payments. These data were broken down into the ranges determined by the percentages of AMI so that they could be appropriately compared to the demand for housing.

Percent of Median Income	Maximum Monthly Rent	Number of Rental Units
Less than 30%	\$456	84
30-50%	\$760	514
50-80%	\$1,126	882
80-100%	\$1,520	488
Greater than 100%	\$1,824	88
Total		2,056

While neither the residential properties nor the rental data are perfect, together they can help paint an adequate picture of the supply of housing in Spanish Fork City. By looking at the parcels in each range and supplementing these numbers with rental units, comparisons can begin to be made with the demand for housing.

## Demand

According to the 2014 ACS, the median household income for Spanish Fork City is \$63,376. There are 9,069 households in the City. The AMI for Utah County is \$60,830. The state law defines moderate income housing as housing that is affordable to households that make 80 percent or less of the AMI. In other words, for Spanish Fork City, moderate income housing is catering to households with a median income of \$48,664 or less. The thresholds of percentages of AMI are broken down as follows.

Percent of AMI	Corresponding Income	Number of Households
Less than 30%	$Y \leq \$18,249$	578
30-50%	$\$18,249 < Y \leq \$30,415$	950
50-80%	$\$30,415 < Y \leq \$48,664$	1,789
80-100%	$\$48,664 < Y \leq \$60,830$	1,245
Greater than 100%	$Y > \$60,830$	4,851
Total		9,413

ACS data are broken down into different income ranges than the AMI is. Thus, matching up AMI thresholds to the number of households in different median income ranges was imperfect. ACS data showed the number of households in different income ranges. This data was then broken down into more manageable ranges. This allowed the data to be matched up with and assigned to the appropriate AMI thresholds. It was determined that the households of Spanish Fork fit into the AMI thresholds as shown in the table.

There are 578 households in Spanish Fork with a median household income that is less than 30% of AMI, 950 households with income between 30 percent and 50 percent of AMI, and 1,789 households with income between 50 percent and 80 percent of AMI. Overall there are 3,317 households in Spanish Fork that make 80 percent of AMI or less; these are the households for whom moderate income housing is intended.

## VI. Aspects of Spanish Fork's Moderate Income Housing Situation

*Findings.* From the supply and demand numbers, a housing surplus or deficit was determined for the three categories within the moderate income range as well as for the total moderate income households and dwellings. The differences (surpluses and deficits) are presented in the following table.

Percent of AMI	Number of Dwelling Units	Number of Households	Surplus (Deficit)
Less than 30%	3	578	(575)
30-50%	1,226	950	276
50-80%	6,018	1,789	4,229
Total 80% or below	7,247	3,317	3,930

There is a large surplus of housing to meet the needs of households who are considered moderate income (according to the 2014 ACS data). This is shown in the bottom row of the table above; there are 7,247 dwelling units that would be affordable for the entire group of the population making 80 percent of the AMI or less and there are 3,317 households that need these dwellings so as to not be overburdened. There is one category where the number of dwelling units does not meet the households within that category: those households with a median income that is less than 30 percent of AMI. There are 578 households in this category and only 3 dwelling units. It is important here to also take into account rental units. There are approximately 84 rental units that fit in this category. Assuming 87 combined units that fit in this category, there is still a deficit of 491 dwelling units. The 2014 ACS data show that 42.7 percent of renters in Spanish Fork are overburdened (more than 30 percent of income goes to housing costs). This is a population that must be considered in future policy decisions.

The data suggest that many residents of Spanish Fork often live in housing that is priced below what they would be expected to afford with their median income.

*Future Supply and Demand.* It is projected that Spanish Fork City will have 44,623 residents by the year 2020 and 54,143 by 2030 (2012 GOPB Population Projections). Based on the average household size in Spanish Fork of 3.86 (2014 ACS), it is projected that there will need to be 2,146 additional dwelling units (units newly built, rehabilitated, etc.) from 2014 to 2020 and 2,466 additional units between 2020 and 2030 for a total additional units of 4,612 from 2014 to 2030.

It is difficult to project the amount of moderate income housing that will be required in 2020 and 2030. The best projection method available is to assume similar ratios as to what is seen in the City today. The following chart shows the projected breakdown of demand for dwelling units.

AMI Threshold	Current Households	2020 Households	2030 Households
Less than 30%	578	710	861
30-50%	950	1,167	1,415
50-80%	1,789	2,197	2,666
80-100%	1,245	1,528	1,855

Greater than 100%	4,851	5,957	7,228
Total below 80%	3,317	4,074	4,942
Total	9,413	11,559	14,025

These projections provide estimates of the numbers dwelling units that will be required by 2020 and 2030. The supply of dwelling units should be regularly reevaluated in order to determine the deficit or surplus in housing and if available units are on track to meet the future moderate income housing demand. These needs must be considered as Spanish Fork continues to grow.

*Zoning Environment.* The zoning in Spanish Fork City allows for a variety of densities. This provides for dwelling units catering to a variety of household needs to be constructed. The City recently adopted a new R-4 zone which is the City's highest density residential zone. The R-4 zone allows for a mix of dwelling types including single-family homes, twin homes, duplexes, townhomes, and stacked flats. This new zone will enhance Spanish Fork City's ability to supply a variety of housing types including densities not previously permitted.

Ensuring that zoning is frequently evaluated to assess its ability to allow for a variety of uses is crucial to making sure that zoning is not exclusionary. For a more detailed explanation of Spanish Fork City zoning regulations, refer to the appendix.

*Age of Housing.* An assessment of structure age can, in some cases, reveal whether there is a need for housing rehabilitation. In Spanish Fork City, 15.9 percent of residential structures were built in 1959 or earlier, 15.2 percent were built between 1960 and 1979, 28.9 percent were built between 1980 and 1999, and 40 percent were built in the year 2000 or later (2014 ACS). With 31.1 percent of the City's housing stock constructed before 1979, the City may want to determine its role in rehabilitation efforts and consider performing a windshield survey to evaluate housing conditions.

*Special Needs Groups.* Data from the 2014 American Community Survey indicate that 8.7 percent of all Americans under the age of 65 and 36.4 percent of all Americans 65 and older have some form of disability. Assuming that the percentage of Spanish Fork City residents with disabilities is comparable to national figures, approximately 2,970 Spanish Fork City residents under the age of 65 and 777 Spanish Fork City residents 65 and older suffer from a disability. Individuals with disabilities may require special housing accommodations.

About 5.5 percent of Spanish Fork City's population was 65 and older as of the 2010 U.S. Census. The share of the City's population that is 65 and older is expected to remain approximately the same from 2010 to 2020 and then increase to 6 percent by the year 2030. Some elderly individuals may not be able to remain in their homes or may choose to relocate to a unit that better suits their preferences and needs. The legislative body of Spanish Fork City may wish to evaluate the housing options available to seniors wishing to remain in or move to the community.

According to the 2013 annualized point-in-time count, roughly 0.55 percent of Utah's population is homeless (HUD PIT Estimates of Homelessness). Although regional differences may impact the rate of homelessness, this percentage can be used to estimate the number of homeless individuals in Spanish Fork City, which is approximately 191. Given this estimate, Spanish Fork City should consider developing or promoting programs designed to help these individuals become stably housed.

## VII. Goals and Conclusion

The following goals are meant to address affordable income housing needs in Spanish Fork City.

Goal 1: Continue to encourage affordable housing in Spanish Fork City.

Goal 1.1 Encourage the use of Master Planned Developments to provide a mix of lot and home sizes and home types (townhomes, twin homes, accessory apartments, and single-family detached homes) in residential zoning districts.

Goal 1.2 Continue to provide HOME funds to the Housing Authority of Utah County to encourage 30-50% Area Median Income (AMI) housing and remove barriers that block affordable housing.

Goal 1.3 Continue to allow manufactured homes in all residential zones throughout the City.

Goal 1.4 Continue to allow accessory apartments (basement, mother-in-law) in the R-3 and R-1-6 zoning districts.

Goal 2: Encourage development that targets special groups like the elderly, disabled persons, and other people with special needs.

### Conclusion

This analysis is meant to serve as a tool and reference for Spanish Fork City when considering the needs of current and future residents. Taking regular inventory of supply, demand, and policies regarding housing can ensure the City is prepared to meet residents' needs.

## VIII. Appendix

### Zoning Regulations

In order to evaluate the potential for moderate income housing in the community, it is important to understand the zoning for residential housing. Zoning regulations govern the use and density for new housing units and developments.

Spanish Fork City has thirteen residential land use districts, one residential overlay district, and two commercial districts that allow residential uses.

The Exclusive Agriculture (A-E) and Rural Residential (R-R) zones are intended for single-family homes on large lots with animal rights that are generally used for farming. While the A-E zone is intended for the areas with soils most conducive to farming and areas that may have limitations on other types of development such as floodplain issues, the R-R zone also functions as a holding zone for areas that may be developable in the future.

The R-1-80, R-1-60, R-1-40, and R-1-30 zones are intended for large lot, single family homes that are in a rural atmosphere and may have animal rights.

The R-1-20, R-1-15, and R-1-12 zones are for low density single-family neighborhoods with a suburban feel. Though the lots on these properties are still fairly large, they do not qualify for animal rights.

The R-1-9 and R-1-8 zones provide for the medium density, single family suburban atmosphere.

The R-1-6 zones provides for a medium high density, single family atmosphere. In certain situations, more than one single-family home can be allowed per lot, as will be explained below. Most of the original plat of the City is zoned R-1-6.

The R-3 zone is a high density zone that allows for single family development. In certain situations, more than one single-family home or multi-family housing can be allowed on a lot, as will be explained below. The R-3 zone is mostly located within the blocks surrounding the commercial areas along Main Street and a few other areas in the City.

The R-4 zone is the highest density zone in the City and was recently adopted to the City's code. This zone is intended to have a mix of dwelling types, the majority of which will be multi-unit structures like townhomes and stacked flats.

The Residential Office (R-O) zone is a mixed-use zone that allows for both residential and office uses. In this zone, single family homes (including more than one home per lot) and duplexes are allowed.

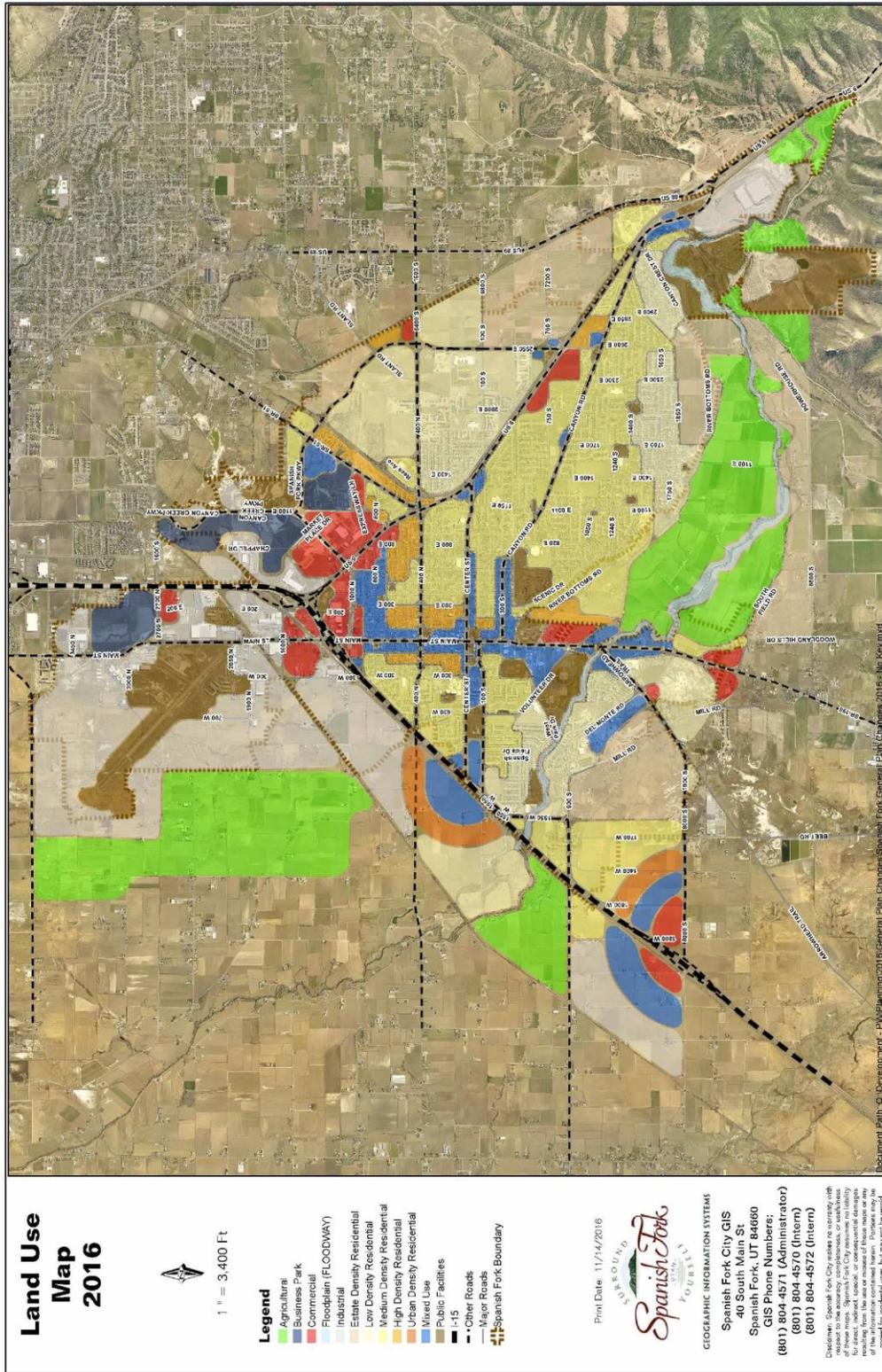
The In-Fill Overlay (I-F) zone can be applied to projects in the R-1-6 and R-3 zones. In the R-1-6, it will allow for more than one home per lot, while in the R-3 zone, it allows for twin homes, duplexes, triplexes, and fourplexes. The I-F zone requires that developments conform in materials and style to the surrounding neighborhood.

The Urban Village Commercial (C-UV) zone allows for multi-family housing along with commercial and other uses. It is intended to create areas that have mixed uses and where people would be able to walk for their daily needs instead of driving.

In addition, the City has a Master Planned Development ordinance that allows developers to develop at a higher density and with a greater mix of residential types in return for various amenities including: design features, architectural style, open space (including parks and trails), conservation elements, landscaping features, and recreational facilities. Master Planned Development are a Condition Use (meaning that they must apply for a

Conditional Use Permit) in all residential zones except for the A-E, R-R, and R-O zones, where they are not permitted.

V. Land Use Map



Adopted November 15, 2016