Land Use, Moderate Income Housing and Annexation Elements of the General Plan
2021 Land Use, Moderate Income Housing and Annexation Policy Elements

Work on this edition reflects relatively minor modifications that were made to the Land Use Map Designations in January of 2021 and a new Moderate Income Housing Element that was adopted in September of 2022. Otherwise, this edition has remained largely the same since the last significant update that occurred in 2011. The largest changes since 2011 being the addition of the Moderate Income and Annexation Elements to the Land Use portion. Spanish Fork City extends its thanks to the following individuals for their effort in preparing these updates:

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I. Land Use Element

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 2021 when the document will be updated again. More specifically, it is expected that the following policies will be implemented between 2021 and 2030:

- 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 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 Airport's 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 area's character and beauty.

Policies:

G.1.1 Adopt an area plan for the River Bottoms area.
### III. Land Use Map Designations

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### 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. **Hillsides/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 8 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. The residential density of projects in these areas should range from 5 to 12 homes per acre. 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

As a municipality of the third class, Spanish Fork is required under State Code to provide a Moderate Income Housing Element of the General Plan. This Element is intended to address concerns about moderate income housing, which the State of Utah has defined as, “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). Households are considered “housing cost burdened” when more than 30% of their annual income is devoted to housing expenses.

The Moderate Income Housing Element fits the context of Spanish Fork’s General Plan by helping provide a roadmap for future growth and development within the City. The Moderate Income Housing Element is specifically designed to help the City develop clear strategies to ensure an adequate supply of affordable homes and rental units exists within the City.

According to the US Census Bureau, Spanish Fork City has grown by 23% over the last decade. The City lacks access to reliable data regarding the increase in housing prices. Nonetheless, it is well understood that the recent increase in housing prices has dramatically outpaced the increases in wages and household income.

In order to address the current demand for more affordable housing of all types, this plan anticipates that Spanish Fork City will use its past experience with the provision of moderate income housing as a guide for the future. Spanish Fork City has a proven track record of allowing for a variety of housing types throughout the community. This Element serves as an official collection of the City’s major strategies concerning the development of moderate income housing. Certain aspects of this Plan involve coordination with developers and State agencies, such as UDOT. As such, it is anticipated that this document will be updated annually to reflect the City’s current progress and vision for the future.
Current and Projected Population

As of July 1, 2021, Spanish Fork was estimated by the US Census Bureau to have 43,870 residents. This represents a 2.8% increase from the previous year and a 23% increase over the past decade. The US Census Bureau also estimates there to be 714 households at less than 30% of the Area Median Income (AMI), 978 households between 30% and 50% of the AMI, and 1,785 households between 50% and 80% of the AMI.

Based on past trends and current expectations of rapid growth in Utah County, Spanish Fork City anticipates strong population growth will continue. The City has used three different development benchmarks to project its growth into the future. A low growth scenario of 300 new homes built each year projects a population of 49,420 in 2027 and 54,970 in 2032. A medium growth scenario of 500 new homes built each year projects a population of 53,195 in 2027 and 62,520 in 2032. A high growth scenario of 700 new homes built each year projects a population of 56,925 in 2027 and 69,980 in 2032.
Projected population growth based on low, medium and high growth scenarios.

Projected number of new households based on low, medium and high growth scenarios.
Current Housing Stock

It is estimated that there are 10,500 occupied homes in Spanish Fork with an owner-occupied rate of 75.3%. Of these homes, 24.6% are attached residences. 1.3% of current Spanish Fork City dwellings are listed as not having a bedroom, 1% have one bedroom, 11.9% have two bedrooms, 35% have 3 bedrooms, 50.8% have more than three bedrooms. 13.4% of homes in Spanish Fork were built during or after 2010, 30.9% were built from 2000 to 2009, 21.8% from 1990 to 1999, 17.5% from 1960 to 1989, 10.9% from 1940 to 1959, and 4.8% were built in 1939 or earlier. The majority of Spanish Fork’s housing stock is quite new.

$1,335

2022 median monthly housing cost

Spanish Fork City recognizes the existence of 258 legal accessory dwelling units within the City and estimates that more than one hundred unapproved units are occupied in the community.

2,565

2020 housing cost burdened households of all income levels
Current Moderate Income Housing Availability and Need

According to the US Census, Spanish Fork is experiencing a vacancy rate of 2.4%, well below the recognized healthy standard of 5-8%. This demonstrates that demand is far outpacing supply across the City. Further current, accurate data on the supply and demand of moderate income housing, as well as future projections and forecasts, are hard to procure. Nonetheless, Spanish Fork recognizes that there is a tremendous demand for moderate income housing and likely a shortage within the existing housing stock.

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 3,515 Spanish Fork City residents under the age of 65 and 301 Spanish Fork City residents 65 and older suffer from a disability. Individuals with disabilities may require special housing accommodations.

About 7.9 percent of Spanish Fork City's population was 65 and older as of the 2020 US Census. The share of the City's population that is 65 and older is expected to remain approximately the same for the next decade. 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 may consider developing or promoting programs designed to help these individuals become stably housed.
Forecast of Moderate Income Housing Need

Spanish Fork City also recognizes that housing is a regional issue, one that spans city boundaries as people are likely to locate where housing options are most desirable regardless of the jurisdiction housing is in. Additionally, Spanish Fork City recognizes that the supply of moderate income housing is not expected to improve without specific action being taken by the City.

It is expected that population growth in Utah County will continue to grow for the foreseeable future. The Kem C. Gardner Policy Institute’s January 2022 Utah Long-Term Planning Projections report estimates that between 2020 and 2060 Utah County will add 674,000 residents - doubling the County's population to 1,338,222.

The strong correlation between job growth and housing demand is one of the specific reasons that the demand for housing of all types will remain high. According to the Kem C. Gardner Institute, Utah County is expected to add 346,571 jobs between 2020 and 2060. Additionally, the Utah Department of Workforce Services reported a job growth rate of 3.5% and unemployment rate of 2.0% for the State of Utah in June of 2022. Continued job growth will add to in-migration and will lessen out-migration, both contributing to the demand for new housing.

Even though there is an absence of reliable data that can help quantitatively predict how much demand will change in the future, this Plan relies on the premise that demand will likely not decline.
Regulatory Environment

Land use zoning in Spanish Fork City allows for a variety of residential densities. This provides for the construction of dwelling units that cater to a variety of household needs. The City has adopted the R-4 and R-5 zones, which allow for densities that may be conducive to low or moderate income housing. These zones allow for a mix of dwelling types including single-family homes, twin homes, duplexes, townhomes, and stacked flats. As such, these zones enhance Spanish Fork City’s ability to supply a variety of housing types.

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. Spanish Fork City has a proven record of adjusting zoning and other regulations to accommodate the development of many different types of residential projects.

- 3,365 permits issued for new homes by Spanish Fork City since 2010
- 1,016 permits issued for new multi-family homes by Spanish Fork City since 2010
- 336 number of permits issued for multi-family homes by Spanish Fork City between January and August of 2022
Strategies

Spanish Fork City recognizes the importance of moderate income housing and has selected seven strategies to ensure progress on the development of moderate income housing over the next five years.

1. **Rezone for densities necessary to facilitate the production of moderate income housing.**
   From October of 2021 to August of 2022, Spanish Fork has upzoned 136.15 acres of land in the City to allow for the densities necessary to facilitate the production of moderate income housing. Spanish Fork currently has approved the highest density zoning in the City, R-4, for four different projects. These three R-4 projects alone will provide 1,180 new housing units in the City. Two of these projects have already begun construction.
   It is anticipated that Spanish Fork will continue to zone properties in appropriate locations for densities that facilitate moderate income housing. It is difficult to predict how often the City will receive applications for zone changes, and it is understood that the City relies on developers to initiate the development process. Nonetheless, given recent history we expect to see additional development proposals for moderate income housing and expect several hundred new homes to be constructed as a result of those proposals.

2. **Demonstrate investment in the rehabilitation or expansion of infrastructure that facilitates the construction of moderate income housing.**
   Spanish Fork City recently completed a $15MM sanitary sewer project that has made several hundred acres of land developable. The anticipated development types in that area include housing that would likely be available for moderate income households.
   Spanish Fork City has also recently broke ground for a $100MM plus wastewater treatment facility that would accommodate development of all types, including a large quantity of moderate income housing.
   Additionally, Spanish Fork City is consistently making upgrades to various systems to accommodate growth, growth that includes moderate income housing.

3. **Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones.**
   In June of 2019, Spanish Fork City expanded the zoning districts where Accessory Dwelling Units (ADU’s) are permitted. ADU’s are now permitted in the R-3, R-1-6, as well as the R-1-8, R-1-9, R-1-12 or R-1-15 zones. In addition to adding zoning districts where ADU’s are permitted, Spanish Fork City also removed significant barriers and loosened many of the remaining zoning regulations. Examples include no longer requiring impact fees, reducing the required minimum lot size, and no longer having separate electric meters for the ADU.
   In June of 2020, Spanish Fork City again expanded the zoning districts where ADU’s are permitted. These zones include the R-1-20, R-1-30, R-1-40, R-1-60, R-1-80 and R-R zones. Spanish Fork City
also now provides the option for an ADU to be located in a detached structure. So far in 2022, Spanish Fork City has received 17 applications for new ADU’s. Utilizing Building Permits, GIS data, and Utility records, Staff has determined that there were approximately 184 ADU’s in place citywide prior to June 2019 and that there are 258 in August 2022. Spanish Fork has created a streamlined and simple process for ADU approval that involves no impact fees. The City anticipates a continuation of the use of ADU’s to increase the supply of moderate income housing.

4. **Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers.**

Spanish Fork recognizes the importance of dense land usage around transit corridors, commercial centers, and employment centers. In the Vista View Development, 176 condominiums are being constructed next to a commercial center and a highway. Near the Benjamin-Salem I-15 interchange, 668 apartments and condominiums have received preliminary plat approval as part of the Modera project. 336 apartments are being built just off State Road 51 in the Ridgeline Parkway development. Spanish Fork anticipates continuing discussions with developers to pursue higher density housing around these corridors.

5. **Amend land use regulations to allow for higher density or new moderate income residential development in commercial or mixed-use zones near major transit investment corridors.**

Spanish Fork is currently in discussion to amend certain regulations, such as parking minimums, to minimize the financial burden on residential developments being considered near transit corridors. Spanish Fork recognizes the unique opportunity of a future passenger rail corridor, and the City is working with the Utah Department of Transportation to zone for higher densities than currently allowed in the City around that future corridor. The R-4 projects previously mentioned were changed to the R-4 zoning because of proximity to existing and proposed commercial centers. This combination of zoning and development is anticipated to create a mixed use environment.

6. **Create a program to transfer development rights for moderate income housing.**

Spanish Fork City is reviewing a proposed transfer of development rights program that would help limit development in a specific area and create opportunities to construct more dense residential developments in other areas. It is believed the denser residential developments would increase the supply of moderate income housing. It is anticipated that the City Council will act on the proposal within the next year.

7. **Create a housing and transit reinvestment zone pursuant to Title 63N, Chapter 3, Part 6, Housing and Transit Reinvestment Zone Act.**

Spanish Fork is expected to accommodate a Frontrunner station in the coming decade. The City recognizes the generational opportunity this represents, and is developing a plan to ensure highest and best use of the land surrounding the future Frontrunner station. As such, the City has
coordinated with the Utah Transit Authority, the Utah Department of Transportation, and the Mountainland Association of Governments on creating a Station Area Plan. Spanish Fork has discussed starting the process to create a Station Area Plan in the next year or two. It is anticipated that the station area planning process will commence once a more definitive plan for a new Center Street interchange has been provided. UDOT will start an environmental impact statement in 2022 which should define what the Center Street interchange will look like.

Once the Station Area Plan is complete, Spanish Fork City anticipates moving forward to create a corresponding Housing and Transit Reinvestment Zone.

8. **Demonstrate utilization of a moderate income housing set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency to create or subsidize moderate income housing.**

   The Spanish Fork Redevelopment Agency is currently administering projects that are generating funds for low income housing. As of August 2022, those projects have generated $321,135. Spanish Fork City is contemplating how those funds can best be used and anticipates using them to increase the supply of low and moderate income housing in the next few years.

9. **Develop and adopt a station area plan in accordance with Section 10-9a-403.1.**

   As was noted above with Strategy 7, Spanish Fork City has discussed the prospect of, and scope of work for, a station area planning project with MAG and UTA. Both of those entities have expressed a desire to move forward with such a project. It is anticipated that a Station Area Plan for a Spanish Fork stop will be finished in the next 2 or 3 years and that the Plan will contain provisions for housing types that will very likely be obtainable for moderate income households.
## Implementation Plan

<table>
<thead>
<tr>
<th>Strategy</th>
<th>5 Year Timeline</th>
<th>Agencies</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>In the next one to two years the Vista View and Ridgeline Parkway R-4 projects should be completed. The Modera project should break ground in 2024. Additional high density rezones will be dependent on developer requests.</td>
<td>City Council, Planning Commission</td>
</tr>
<tr>
<td>2</td>
<td>Spanish Fork City will continue to plan for, budget for, and to make improvements to its infrastructure to increase the number of development opportunities that exist in the community. It is expected that these improvements will allow the community to continue its robust growth, including the development of more moderate income housing.</td>
<td>City Council, Planning Commission</td>
</tr>
<tr>
<td>3</td>
<td>Spanish Fork anticipates the completion of dozens of new ADU's in this timeframe. Any newly raised concerns with administrative burden will be examined by the City Council.</td>
<td>City Council, Planning Commission</td>
</tr>
<tr>
<td>4</td>
<td>Starting Winter of 2022, Spanish Fork will re-examine its General Plan. This process will include a re-evaluation of land use around transit investment corridors, commercial centers, and employment centers.</td>
<td>City Council, Planning Commission, UDOT, UTA, MAG</td>
</tr>
<tr>
<td>5</td>
<td>In 2023 or 2024, it is expected that Spanish Fork will reach an agreement with UDOT on high density zoning around the passenger rail station.</td>
<td>City Council, Planning Commission, UDOT, UTA, MAG</td>
</tr>
<tr>
<td>6</td>
<td>It is anticipated that a transfer of development rights program will be adopted within the next year. Once adopted, the program's implementation will be driven by the private sector. It is likely that such a program would be in place and would influence development for decades to come.</td>
<td>City Council, Utah County, River Bottoms landowners</td>
</tr>
<tr>
<td>7</td>
<td>It is expected the UDOT's Environmental Impact Statement on the Center Street Interchange will be completed in 2022. From this roadmap of the area, the City can begin discussions regarding station location and layout in 2023 and have a rough plan for the station in 2024. It is expected that the creation of a HTRZ would soon follow.</td>
<td>City Council, UTA, UDOT, MAG</td>
</tr>
<tr>
<td>8</td>
<td>Spanish Fork will continue to generate funds for moderate income housing via the RDA. It is expected that in 2023 the City will develop a strategy for the direct implementation for these funds. It is expected that the City will begin applying these funds in 2024.</td>
<td>City Council, Spanish Fork Redevelopment Agency</td>
</tr>
<tr>
<td>9</td>
<td>It is expected that Spanish Fork City will start a station area planning project with UTA, MAG and UDOT in either 2023 or 2024. It is anticipated that it will take a year to complete a Station Area Plan.</td>
<td>City Council, Planning Commission, UDOT, UTA, MAG</td>
</tr>
</tbody>
</table>
Appendix

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 fourteen 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 and other agricultural purposes. 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 and R-5 zones are the highest density zones in the City. These zones are 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 program 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 Developments are a Conditional 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.
IX. Annexation Policy Element

Introduction

In 2001, the Utah State Legislature adopted §10-2-401.5 of the Utah Code Annotated 1953, as amended. This change in the code requires municipalities outside of Salt Lake County to adopt an Annexation Policy Plan. The Annexation Policy Element will guide the decisions of the City Council when determining whether or not to grant approval of proposed annexation petitions.

The Annexation Policy as an Element of the General Plan will assist the City in planning for the future by diagramming where future municipal services will possibly go as well as financing the improvements. Public safety services can be planned out and expanded in a responsible fashion. Future roadways and transportation corridors can be planned ahead, and preserved, as well as protecting open space corridors, and agricultural and environmentally sensitive lands, from future development.

Spanish Fork City understands that under normal situations landowners and developers will have the desire to be included in the municipal boundary. It is not Spanish Fork’s desire to be the driving force behind an annexation petition. Therefore, property owners will usually dictate the timing of municipal expansion with the approval of the City Council.

Requirements of the Annexation Plan

According to the adopted state code the Plan must address the following:

1. A map of the expansion area.
   
   *A map of the Annexation Policy Plan is attached.*

2. A statement of the specific criteria that will guide the decision whether or not to grant future annexation petitions. Criteria that will guide the decision may include but not limited to:
   a. The character of the community.
   b. The need for municipal services in developed or undeveloped areas.
   c. Plans for expansion of utilities in the area.
   d. How the expansion will be financed.
   e. An estimate of the tax consequences to residents both inside and outside of the expansion area.
   f. The interest of all affected entities.
   
   *These criteria and others are utilized as the City follows its General Plan and develops annexation specific Annexation Feasibility Reports.*

3. Justification for excluding from the expansion area any area containing urban development within ½ mile of the boundary.
There are no areas within \( \frac{1}{2} \) mile of the City’s current or future boundary that have been developed in an urban fashion, that are not already located in another municipality.

(4) A statement addressing any comments made by affected entities at or within 10 days after the public meeting.

No comments were received from affected entities or the general public on this Plan.

Growth Boundary

Spanish Fork is in a unique situation when considering the growth for the next twenty years because of the growth boundary that was adopted by the City in 1996. The growth boundary was put into place to help guide the direction of growth by reducing urban sprawl, limiting opportunities for development to occur where there are no City utilities and where it is not financially feasible. The boundary also is a tool in maintaining open space and sensitive agricultural areas that City residents desire to preserve.

According to the adopted General Plan in the Growth Management Policies it states:

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.

These Growth Management Policies as well as this policy will assist Spanish Fork leaders when considering which locations to annex into the City. The General Plan also provides decision makers with information on where roads, water, sewer, and other utility lines will be located in the future.

Utilities

As requests for annexations take place, City staff along with petitioners/developers will be required to research where the closest utilities are located as well as providing cost estimates to connect to the City’s utilities. As stated, petitioners could be required to connect to the City’s utilities at the time the property develops. This ensures that the City has adequate utility capacities to provide for the annexation area and that an undue burden may not be placed on an annexation petitioner. Listed are utilities and possible requirements that may be placed on an annexation petitioner or developer.

Culinary Water

As Spanish Fork grows and annexation petitions are accepted, water sources and lines will need to be expanded. This will be accomplished in a number of ways:

1) The extension of main water lines will be accomplished through installation of new trunk lines by developers/petitioners as new developments are approved in accordance with the City’s Construction and Development Standards;

2) As culinary water sources and storage facilities are required, developers, impact fees and other possible funding sources will be needed to cover the costs;

3) Water shares may be required as part of the subdivision process and required prior to development occurring.

Pressurized Irrigation

Spanish Fork operates a City-wide secondary system that will be expanded to accommodate future growth. The expansion of this system will involve:

1) The extension of secondary water lines to be financed by developers/petitioners as new subdivisions or annexations are approved in accordance with the Construction and Development Standards and by other funding methods;
2) As storage facilities are required, developers, impact fees and other possible funding sources will be needed to cover the expenses.

Sanitary Sewer
New developments in Spanish Fork are required to connect to the sanitary system. Expansion of sewer system will be accomplished in the following manner:
1) Developers/petitioners will be required to extend the sewer trunk lines and complete any necessary upgrades as per the Construction and Development Standards.
2) Due to topography, developers/petitioners may be required to install lift stations to transport wastewater to the treatment plant depending on the location of the annexation and development.
3) As new annexations and developments occur, the sewer treatment plant will need to be upgraded to handle new capacities. These improvements could be financed by developers, impact fees, or by other funding sources.

Electrical System
As new annexations and developments are approved and constructed, developers/petitioners could be required to expand and connect to the existing power system as per the Construction and Development Standards. From time to time, new substations and transmission lines will need to be constructed and this will be done through private funding, impact fees, or other funding sources.

Public Safety
As the boundaries of the City expand and population increases, the need for additional public safety personnel and equipment will intensify. New police, fire fighters, emergency medical technicians and other public safety personnel will be required as well as new buildings. It is anticipated that most of the cost for public safety will be financed through the City.

Solid Waste
As annexations and properties develop, they will be required to be a part of the City collection system. The City contracts with private company to pick up and transport all solid waste.

Service Providers
Coordination with other service providers is important to the City. It is important to communicate and coordinate with the following entities, and any other service providers to make the transition from being in Utah County into the City as smooth as possible:

- CenturyLink
- AT&T Broadband
- Questar Gas
- Rocky Mountain Power
United States Postal Service  
Westfield Irrigation  
East Bench Canal Company  
Strawberry Electric Service District  
Strawberry Water Users Association  
Strawberry High Line Canal Company  
United States Forest Service  
Spanish Fork Southfield Irrigation

Public Involvement

Spanish Fork held meetings to receive public comment on the Annexation Policy Plan. The first public meeting held by the Planning Commission was on December 6, 2017; the second meeting was a public hearing held on January 3, 2018 with the Planning Commission. The City Council held public hearings on January 20 and February 6, 2018. Notices were sent to the Daily Herald and to adjacent communities fourteen (14) days prior to the public meeting and hearings. Invitations to the meetings were sent to the following entities in addition to the service providers:

Mapleton City  
Payson City  
Salem City  
Springville City  
Utah County
X. Land Use Map