

SPRINGVILLE Alabama



COMPREHENSIVE PLAN

Adopted by the
Springville Planning and
Zoning Commission
October 21, 2008

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I. INTRODUCTION TO THE PLAN

The Comprehensive Plan will illustrate and provide an overall strategy for how Springville intends to shape itself over time. The city is preparing this plan as a guide to making decisions regarding land use, development, zoning and capital improvements. The plan is also intended to help Springville residents, property owners, merchants, builders and developers invest in the city by providing a reasonable expectation of the city's future. Throughout the planning process, Springville intends to inform and guide decisions to bring about a desired future condition of the city. The plan will be long-range, general, and focused on physical development. It will be a living document whose relevance will continue even as circumstances change over time.

Through the Springville Comprehensive Plan, city officials wish to:

- *Illustrate the ways in which the city should develop over time.*
- *Provide a guide to development decisions and a basis for making and revising zoning and other regulations regarding type, intensity and timing of development.*
- *Ensure that as development occurs, the city's most significant natural and historic features will be conserved and enhanced, even as property values are protected.*
- *Provide a pattern for land use and development that strives for a sustainable community with a diversified tax base to support desired facilities and services.*
- *Coordinate land use recommendations with those for transportation and other infrastructure improvements.*

In response, the City Council, Planning and Zoning Commission and the citizens of Springville intend to continually refer to this document in order to:

- *Visualize what can be reasonably expected to occur in Springville—to provide some assurance and security regarding development investment decisions.*
- *Review and evaluate development proposals—to test the fit with Springville's vision and expectations.*
- *Review rezoning requests—as an essential part of determining appropriateness.*
- *Provide guidance on improving development regulations.*
- *Identify and advise regarding priorities for infrastructure investments—roads, greenways, parks, schools and other public facilities.*

The Springville Comprehensive Plan will recognize the value of the city's underlying natural resources and its history and traditional community values. The plan will guide development by balancing growth with the conservation of important natural resources. It is intended that planned activity centers will concentrate a diversity of functions at appropriate locations, structured by an overall citywide open space network and accessibility system. It is also intended that development located, planned and designed to be compatible with this organizational system, will be supported and encouraged by the city in order to provide opportunities for creativity, efficiency, stability, image and diversity.

USING AND REFINING THE PLAN

The Comprehensive Plan will be a combination of vision, maps, development policies and design guidelines. It will provide a framework for guiding public and private decisions that will affect the growth, development and redevelopment of Springville. The plan will be based on the community's vision for its own future—a long-term vision that may not be achievable in the lifetime of those participating in drafting the plan, or even of the next generation. Nevertheless, the plan will look ahead, focus on the physical form of the city, and strive to shape development of public and private properties within Springville's planning area.

As noted earlier, the planning process intends to provide a general, long-range *guide* to future development—to assist public officials and private citizens alike as they consider making investments that may have long-term implications for the community. To do this, the plan—and the planning process—must be continuously monitored and renewed as changes continue to occur in physical, social, political, and market conditions.

The plan will be implemented through the actions of developers and other private citizens, by city staff, the Planning and Zoning Commission, other boards and commissions, and the City Council. Major public actions in support of plan implementation will include adoption, revision and enforcement of various parts of the city's growth management system: development regulations, capital improvement planning and budgeting, and decisions about the appropriateness of development proposals. Guidance provided by this monitoring and renewal process will assist the city in refining and detailing the Comprehensive Plan through consideration of amendments as needed.

As noted above, the Springville Comprehensive Plan is intended to be a living document, to evolve and grow in response to changes in public values and to market and physical conditions. Only through continuing use, evaluation, detailing, reconsideration and amendment can the plan fully serve Springville, and only then can the people of Springville use it wisely as a creative tool toward achievement of its comprehensive vision for the community.

II. CITYWIDE STRATEGIC CONCEPT

The choice for Springville—as it is for most cities—is not one of growth vs. no growth. Springville is well known in the region as an attractive and desirable place, and it continues to draw more people and private investment every year. Unless national and regional trends change significantly, and unless the public investment and commitment that have created this community could somehow be reversed, pressures for growth and development will continue. The choice, then, must be one of *how* growth and development should be channeled – in a manner compatible with the vision the people of Springville set for themselves and their community. That is the role of Springville’s continuing planning process; that is the task of the Comprehensive Plan.

Comprehensive Planning provides a systematic approach to determining a citywide vision for the future, by setting long-range goals for the physical character of the city and devising policies, programs, and projects to move the city toward fulfillment of those goals. The focal point of this process in Springville will be dialog between citizens and elected and administrative officials. Its purpose is to reach consensus on policies, programs, and projects relating to that physical character and to the responsibilities and areas of influence of city government.

SPRINGVILLE TOWN MEETING

The planning process got underway in earnest when residents came together to exchange ideas during the Springville Town Meeting on a stormy evening in late January 2008. The near-capacity crowd at Springville Middle School was presented a series of questions designed to elicit comments and suggestions that would help the Planning and Zoning Commission and City Council as they considered the future of their community and its planning area. What follows below is a summation of the main themes of the responses (see Appendix for complete listing) in each of several categories.

Assets

Those attending the Town Meeting were asked first about what they considered assets of Springville—those special features they hold in especially high regard and that set the community apart from other places. The responses are organized here for convenience into citywide and downtown assets, but no attempt has been made to rank them in order of importance.

Springville is a very attractive small town, located in a rural setting of ridges and valleys, well beyond the edge of the metropolitan area. The town developed around a dependable spring (hence the name of the community), and Downtown Springville and its adjacent neighborhoods have charming historic architecture. Local people appreciate its rural heritage, the historic character of its center, and the railroad that was once its primary

transportation artery. They also appreciate the community's tree cover and the wildlife all around them.



Overall, Springville is perceived as a safe, family-oriented community of friends and neighbors who live in and enjoy what they consider a small town atmosphere. It is easy to walk and drive around the community, and especially between Downtown and most neighborhoods. Participants in the Town Meeting noted proximity to larger cities, access to Interstate Highway 59 and excellent emergency response time as further evidence of good accessibility.

When asked about Downtown Springville in particular, the participants noted again their perception of a small town atmosphere, with historic buildings that have been recognized on the National Register of Historic Places. They like the sound of the train (which does not stop in Springville anymore), and consider their downtown to be an otherwise quiet place. The elementary and middle schools and most of the churches are located in downtown, and they enjoy walking there, for the US Highway that bisects downtown is narrow and the traffic is relatively slow. Most downtown businesses are locally owned, and there is a mix of retail and professional services. Gas stations are nearby, and land is available for infill development.

There are very few “sacred cows” (those physical elements of the community that should not be tampered with lest the wrath of the community come down hard on the offender): the four-way stop (the Town Meeting participants mentioned this repeatedly), the Spring behind City Hall, downtown's historic buildings, the Old Rock School (the town's original school building) and the town's neighborhoods (there must be “no more non-residential encroachment”).

Issues

Regardless of the affection of the Town Meeting participants for their community, it was made clear that work remains to be done to bring conditions up to the standards they would like to enjoy throughout the community. Again, the responses are organized, but not ranked in order of importance.

Participants noted several times through the evening that not enough physical infrastructure accompanies new growth. For one thing, it was noted there should be more facilities to draw people to town and enjoy its sense of place. In the minds of the participants, there are too few community entertainment facilities, parks and recreational amenities (including large sports facilities), and youth and senior amenities. Residents want more and better library facilities and street lighting. They worry that there is no

alternative community water source and that new development is going in dependent upon the use of septic tanks.

While local people love their downtown, they noted a lack of paved or organized parking as an issue, along with open drainage along Highway 11 in downtown and at the schools. This brought up the need to deal with storm drainage overall, and the limited funding available to support improvements in public facilities and services. There are a number of private properties in need of maintenance and reinvestment, trash and litter around the community (and especially along Highway 11), and the need for a recycling program.

Regarding new development, participants felt that growth occurs too rapidly, lot sizes are too small in new subdivisions, inadequate buffers are provided between incompatible land uses, and there are too many metal buildings. They would like the boundaries of the town “squared up” a bit, but there seemed to be little appetite for major annexations.

Accessibility overall may be good, but there are few parallel streets and a lack of street networking in and between new subdivisions, and the condition of the substructure of US Highway 11 has deteriorated to the point that it is difficult to maintain. Further, while local people love to walk in the community, there are few sidewalks overall, and no sidewalks at the high school or in new subdivisions.

Outside Forces

There are always factors not subject to local control—forces that operate perhaps at county, regional, state or national levels—that affect every community, each in its own way. Local residents agreed that is the case with Springville, where they perceive that growth and development is coming too fast for the city to keep up with, and with adjacent communities, which spawn traffic that pours through Springville (especially the “four-way stop”) during its lengthening “rush hours.” People are concerned that there is no local control over US Highway 11 or County Road 174, which intersect at the “four-way.” Both of these roadways carry a considerable number of heavily loaded trucks.

Why People Choose to Live/Work/Invest in Springville

Location, accessibility and open space are not the only opportunities afforded by Springville. When those at the Town Meeting were asked to share their own personal reasons for living, working or investing in their community, the list grew quickly, but all responses pointed in the same direction. As was noted in the description of community assets, Springville is a very attractive small town, off the beaten path, out beyond the edge of the metropolitan area. Local people appreciate its rural heritage and the historic character of its center. It is safe and peaceful, a small, welcoming community of family, friends and neighbors. At the same time people are independent, they are also close to their jobs, whether in Springville or the nearby Birmingham metropolitan area.

Visions for Springville

Building upon discussions of assets, issues, outside influences and the reasons people are drawn to the city, Town Meeting participants were asked to envision Springville as they would like it to be in at least a decade or so. Following a few minutes in which to think about desired future conditions, each person was asked to share with the others one significant physical aspect of that future community that is perceived to be absent from Springville as it exists today. The responses are organized into several categories, but not necessarily presented according to priority.

The Participants envision Springville as a more self-sufficient place, with more local jobs and less need to leave the community. However, they also want to enlarge and enhance historic Springville with compatible development—to “preserve what we have, and keep it a friendly place.” They would like to achieve what was described as a “town square” feel to downtown, and realize that all of this will require that Downtown Springville and its adjacent neighborhoods grow sensitively. They must allow no more encroachment on the core of downtown, even as they upgrade downtown infrastructure with upgraded parking, sidewalks and landscape, and improve downtown’s public spaces. One participant suggested lowering the speed limits through downtown to 25 miles per hour; another suggested diagonal parking as a means to calm traffic.

Community facilities must be upgraded. These include not only sidewalks and major roadway improvements to help shift traffic to the edges of and around Springville, but also parks, youth and senior facilities, a larger and better library, tennis courts, a swimming pool, a farmers market, and an improved National Guard armory.

It was clear to participants that accomplishment of these tasks will require additional growth management, permitting and oversight on the part of city government. In general, additional businesses should be shifted to the edges of the city and away from downtown. Springville must keep its trees and require tree planting with new development. Upgrading the image of the community will require taking charge of its “gateways,” and of the major corridors through town. Many of the metal buildings must be replaced over time, and each type of housing should be located in the right places, on lots of appropriate size. New local utilities should be underground. Springville should become a recycling community, and support regional investment in public transit (to Birmingham).

CITYWIDE STRATEGIC CONCEPT

The strategy for improving and enhancing the quality of life of Springville is based on the strong value system expressed by local residents and the positive attitudes and responses they shared with one another during the Town Meeting.

Creating and seizing upon opportunities community-wide begins with the city’s core, major institutions and activity centers. It builds on the overall image of the city and the value of its physical setting. The strategy continues to support commerce, industry,

recreation and institutions in locations that will be accessible to people living and working in the community and its trade area, as appropriate. It protects the city’s traditional neighborhoods and streets while upgrading pedestrian, bicycle and motor vehicle accessibility networks. And the strategy focuses attention on upgrading the city’s civic and recreation facilities and expanding its public safety facilities and services.

The community-scale activity centers and corridors—commercial, industrial, civic, institutional and recreational—support, and are supported by, the city’s neighborhoods. Each of the neighborhoods will have a center or a focal point of a type and scale appropriate to its place in the community and the desires of its residents.

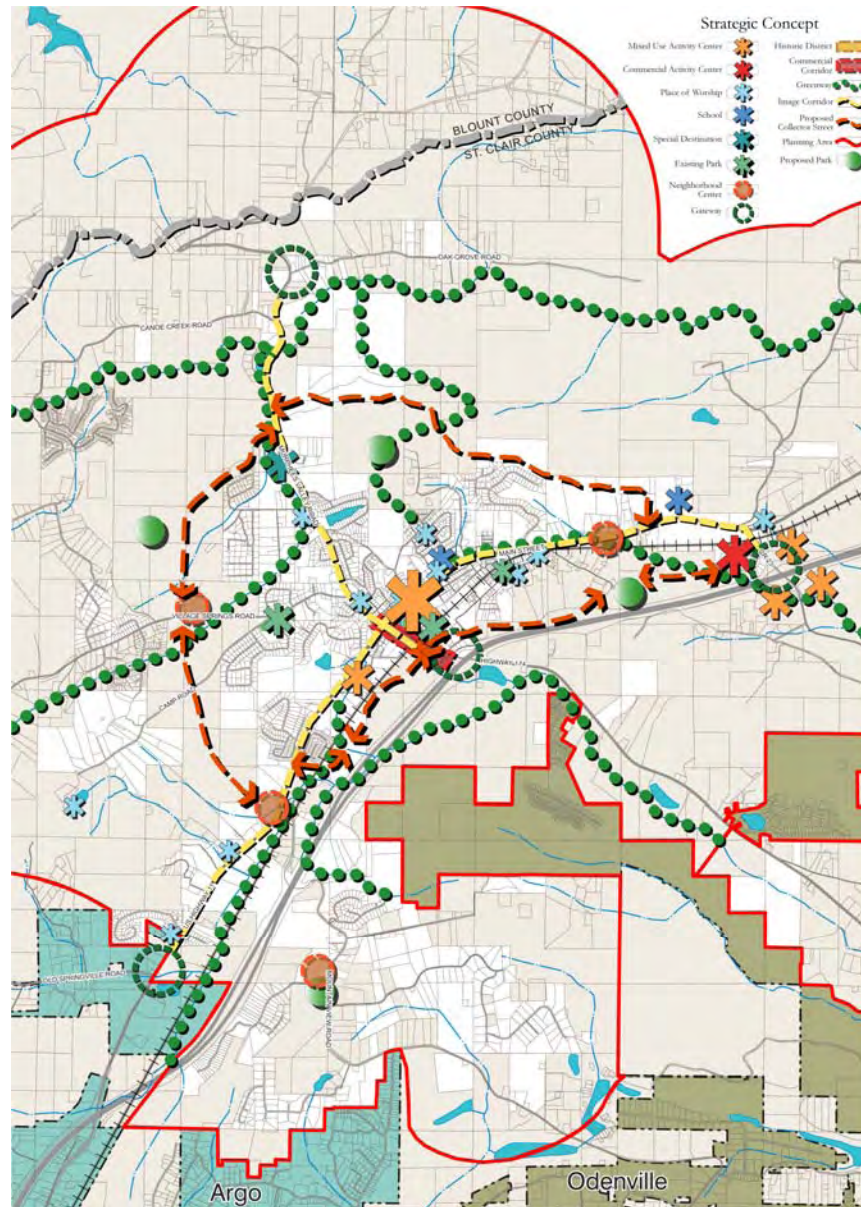


Figure 2.1: Citywide Strategic Concept

This strategic concept is designed to build on the spirit of the people of Springville, their history and their successes. The intent is to capitalize on the city's resources, to build upon its history, traditions and institutions in combination with the physical advantages of the city's location and setting. The concept gives physical expression to the consensus citywide vision that emerged from the Springville Town Meetings and will provide a general, overall framework for the city's Comprehensive Plan.

Major Elements of the Concept

- *An overall strategy will guide planning and design for development and conservation of Springville.*
- *Springville will be a legible city—its edges and districts will be clear and visitors will be readily able to find their destinations. City gateways will be well defined and the community's limited number of arterial and collector streets will reflect an appropriate overall image.*
- *The city's "green infrastructure," consisting of its park and recreation system, in combination with the Spring, Canoe Creek and Little Canoe Creek, Hickman Lake and local ponds, smaller streams and floodplains, augmented by the many areas of steeper slopes in the community and major portions of the community's tree canopy, will be conserved and respected by the Comprehensive Plan and the city's development management system.*
- *Downtown will clearly remain the civic heart of the community. Downtown's historic architecture will be preserved and reinvestment will reflect the heritage of the community.*
- *Neighborhoods should have a strong sense of place, each with a focus area of appropriate function and scale*
- *The city will have a plan and program for directing public and private investment that supports its planned image, health, safety and welfare.*
- *The city's park and recreation system will be enlarged to include passive and active parks and outdoor recreation facilities, focused especially on the needs of the city's neighborhoods.*
- *The city's pedestrian network will be expanded between neighborhoods and downtown; and a greenway and trail system should interconnect neighborhoods with schools and park and recreation facilities.*
- *Intensive commercial development will continue to be directed toward the interchanges at the city's edges, to intersections of arterials and collector streets, and away from the arterial corridors themselves.*
- *Employment opportunities should be directed to select, highly accessible locations and those used previously for industrial or other intensive purposes.*
- *Streets should be managed and interconnected to meet the needs for mobility, balanced with the need for local access*

- *The quality and capacity of the city’s street system should be upgraded through minor improvements to selected streets, intersections and pedestrian crossings*
- *Main Street and Murphree’s Valley Road should remain two-lane roads*
- *Hwy. 174/Marietta Road should be upgraded to handle additional capacity*
- *Access to all arterial and collector streets will be managed carefully to conserve their capacity.*
- *Through traffic should be diverted away from the four-way stop, to the degree practicable*
- *Development will be managed using an overall system of regulation and public investment in accord with the Comprehensive Plan, which will be used by the Planning and Zoning Commission and City Council as a guide to decision making.*

GREEN INFRASTRUCTURE

The Springville area enjoys a wealth of natural resources critical to the community’s well-being. These resources affect the economy, overall quality of life and the health and safety of residents. They vary from place to place, but they have one thing in common: if the city’s green infrastructure is not respected—if its critical elements are allowed to be surrounded, diminished or depleted—the quality of life in Springville will suffer.

Natural resources have limits, and development decisions typically affect far more than the property’s owner and immediate neighbors, because use, type and intensity of development ultimately affect the surroundings, and depending upon the approach to development, the land can present varying ranges of opportunities and hazards. For example, steeper slopes may provide opportunities for views, but they also are difficult to build on. In combination with erodible soils, steep slopes can be hazardous. As floodplains are filled in and built upon, flooding is shifted to other locations and little can be done there to eliminate the problem. Once cut, forests may take decades to return. Wetlands, when filled and paved, are likely gone forever, and extinct species cannot be replaced.

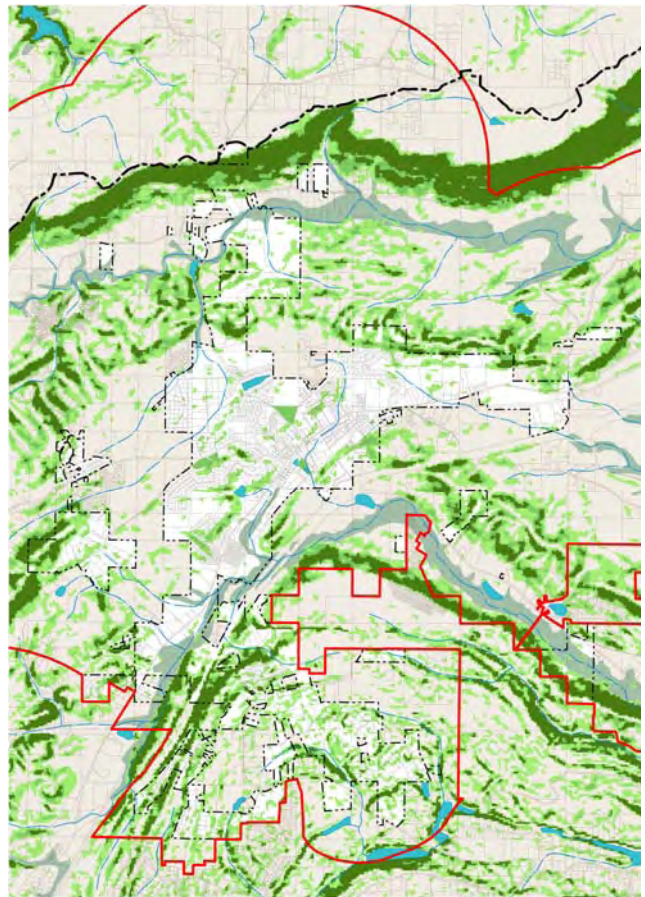


Figure 2.2: Green Infrastructure Map

Consequently, the public officials and citizens of Springville take the quality of their natural environment seriously. As a part of the planning process they have carefully reviewed the mutual impacts of development and natural resources on one another. They have also considered how these natural areas together form a logical green infrastructure that may provide a framework or structure within which to organize, locate and interconnect development.

The first step in this process is to discern the pattern of the city's green infrastructure and its constituent parts—the resources, sites and areas that may be critical to the community. Open spaces—many of which at present may appear to be simply "undeveloped" lands—include many natural resources that are important to the community's character and well being. Others may appropriately be set aside for reasons of health and safety, fish and wildlife conservation, parks and recreation, and protection or preservation. The pattern illustrated on the Green Infrastructure map generally depicts these resources and places.

Green Infrastructure Policies

Conserve green infrastructure and landscape form

The city hosts rather diverse landscape features: steep slopes, woodlands, stream corridors and floodplains. Development should be planned and arranged within the landscape with these areas clearly in mind.

Organize development to capitalize on critical open spaces

The city's most important natural resources and scenic locations should be reserved for public and semi-public open space greenways, community or neighborhood parks, or simply conservation areas. These should be linked together insofar as possible into an overall open space system, and development should be planned and designed so that buildings look into these areas rather than back up to them.

Ensure green infrastructure accessibility

The city's green infrastructure should be accessible. Parks and conservation areas with public access should be provided. Parks and open spaces should accommodate both active and passive recreation uses. Walking trails, play areas, and picnic facilities should be staple components of recreation parks.

ACTIVITY CENTERS, GATEWAYS AND CORRIDORS

Significant nodes or concentrations of people, activity and development are designated in this plan as *activity centers*. The intent is that each of these be located, planned and designed to relate to, support and positively affect community form, environmental quality, adjacent residential neighborhoods and the transportation network in a positive way. Springville's activity centers and corridors come in a variety of types and sizes, but most display at least several of the following characteristics:

- **Anchor or focus of activity:** *Regardless of its type, every center or corridor contains some activity or function for which it is primarily and integrally known in the region, community or neighborhood, as appropriate.*
- **Compact, densely developed core:** *There is a relatively high density of development of the types essential to its function and character, ideally with greater density of use toward the center and less toward the edges.*
- **Internal vehicular circulation:** *Once having arrived by vehicle at most any location within a center or along a corridor, a motorist may easily access most any other location within the center or along the corridor on the same side of a major street without having to re-enter that street.*
- **Pedestrian and bicycle accessibility and orientation:** *The center is readily and safely accessible by pedestrians and cyclists from surrounding areas. The center is planned and designed with the overall needs of pedestrians in mind, as appropriate to its type. Downtown Springville and neighborhood centers reflect the highest integration of pedestrian and bicycle facilities.*
- **Positive sense of place:** *The average person has a good feeling about the overall character of the center or corridor—overall image of the place and its relation to the surrounding environment, feelings of safety, and sense of arrival and departure.*
- **Vehicular accessibility:** *The center or corridor is readily accessible by motor vehicle.*
- **Visual coherence:** *The average person senses that things fit together—signage, landscaping, the way parking is provided supports getting to one’s destination, the way most buildings seem to relate to one another.*
- **Well-defined edges:** *The arrangement of uses and the design of the streetscape, buildings and landscaping make it clear to most everyone where the center or corridor begins and ends.*

Citywide Activity Center Policies

Preserve and enhance the city’s open space system

All activity centers should be carefully planned, organized and placed appropriately within the city’s green infrastructure. They should be strategically placed away from the most valuable or threatened natural resources. The natural environment should continue to be valued as an important ingredient of all the city’s activity centers, which in turn should be designed to conserve and utilize natural systems to assist in filtering stormwater drainage.

Design each activity center to relate to its context

Each activity center should have an appropriate scale and mix of uses defined by its type and the scale at which it functions—regional, citywide or neighborhood. Each of these centers should be integrated into the community, with appropriate connections and transitions made to adjacent land uses.

Streets and service drives should be located and designed appropriate to the users, mindful of the impact on roadway capacity and safety. Vehicular access should be designed to allow motorists access to adjacent centers and neighborhoods, yet discourage through traffic while still accommodating service access and delivery.

Create discernable, compact activity centers

Each activity center should be planned and designed to have a sense of identity and place, as Downtown Springville does, distinguishable from one activity center to the next—perhaps by including a unique feature or activity. Activity centers should be compact and densely developed. Their edges should be well defined. Each center, regardless of scale, should look and feel as if it has been designed, or at least considered, as a whole, in context with its surroundings. Continuity of major design elements, such as building setbacks, height, scale, materials, landscaping and signage should be evident. Differences should not be abrupt and overwhelming, but rather provide interest and diversity.



Design each activity center to maximize accessibility

Design can greatly influence the number of people willing to walk or ride as an alternative to driving. Complete streets and other appropriate linkages between residential and nonresidential uses should be provided. Pedestrians and vehicles should be separated from one another insofar as practicable, and the length of pedestrian crossings of parking areas kept to a minimum. Human scale should be created through building mass and form, as well as scale and detail. Building location, setbacks and orientation should enhance pedestrian comfort, as should lighting and landscape design.

Activity Centers, Gateways, and Corridors			
The following highlights fundamental characteristics of the activity centers indicated in the Strategic Concept. More detailed descriptions are included in Chapter III.			
Downtown Springville	Regional Commercial Centers	Mixed-Use and Employment Support Centers	Neighborhood Centers
<i>Typical Appropriate Uses</i>			
<ul style="list-style-type: none"> Residential: Adjacent (horizontal) Integrated (vertical) Diverse type and ownership Retail commercial Office / service commercial Hospitality: Dining and Lodging Institutional/Civic Passive recreational 	<ul style="list-style-type: none"> Retail commercial: Large shopping centers Wide variety of goods Serve regional trade area Service commercial: Regional services Auto services and dealerships Hospitality: Dining and Lodging Residential, Institutional/Civic, Recreational adjacent 	<ul style="list-style-type: none"> Office and services Warehouse and distribution Wholesale commercial Retail uses, as specified Residential, where specified Light industrial 	<ul style="list-style-type: none"> Retail commercial limited to that serving adjacent neighborhood(s) Limited office or service commercial Small restaurant Residential Adjacent (horizontal) Integrated (vertical) Small Institutional/Civic
<i>General Development Principles</i>			
<ul style="list-style-type: none"> Positive sense of place Visual coherence Compact, dense core Mixed uses Civic spaces Pedestrian oriented Pedestrian accessible Internal vehicular circulation Access management Intense center of activity Well-defined edges 	<ul style="list-style-type: none"> Positive sense of place Visual coherence Compact, dense core Intensive mixed use Civic space(s) Pedestrian oriented (overall) Pedestrian accessibility Internal vehicular circulation Access management Intense center of activity Well-defined edges 	<ul style="list-style-type: none"> Positive sense of place Visual coherence Compact, dense core Pedestrian accessible Internal vehicular circulation Access management Intense center of activity Well-defined edges 	<ul style="list-style-type: none"> Positive sense of place Visual coherence Limited in size Pedestrian oriented Pedestrian accessibility Internal vehicular circulation Access management Moderately intense center of activity Well-defined edges
<i>General Design Guidelines</i>			
<ul style="list-style-type: none"> Required build-to lines Street trees Off-street parking to rear or side of buildings Avoid drive-in/drive-through uses Intensity/density decreases to edges 	<ul style="list-style-type: none"> Street trees Intensity decreases to edges (and/or) Landscape buffers at edges 	<ul style="list-style-type: none"> Street trees Intensity decreases to edges (and/or) Landscape buffers at edges 	<ul style="list-style-type: none"> Required build-to lines One or two stories Off-street parking to rear or side of buildings No drive-ins or drive-through uses Street trees Intensity/density decreases to edges Greenway connections

GATEWAYS AND IMAGE CORRIDORS

The city's major streets act as gateways to its activity centers and neighborhoods, and consequently they convey a lasting image to residents, business and industry, and visitors. Highway 11 and Murphree's Valley Road/Marietta Road serve as these important image corridors for the community. Springville's major gateways include the two interchanges with Interstate 59, the intersection of Old Springville Road and Highway 11, and the intersection of Murphree's Valley Road and Oak Grove Road (overlooking the city from atop Blount Mountain). They should be safe, comfortable, shaded, calm, connected and interesting. This is not simply a matter of aesthetics; the economy of the city is tightly linked to its physical character, and its image must be enhanced to remain competitive.

Gateways and Image Corridors

General Development Principles

- Positive sense of place
- Visual coherence
- Pedestrian accessibility
- Internal vehicular circulation
- Well-defined edges
- Access management

General Design Guidelines

- Street trees
- Parking to side or rear
- Intensity/density decreases to edges
- Transition to adjacent housing



Springville enjoys access from Interstate 59 and Highway 11, and its gateways and entrance corridors along those routes form a critical part of the city's image. They should be treated as scarce assets to be enhanced and taken greater advantage of. By taking appropriate care with development along these corridors and adjacent to its major gateways, Springville will set itself apart and further ensure marketability and prosperity by attracting visitors, residents and investors.

Each gateway to Springville, its neighborhoods, activity centers and corridors should provide a welcoming introduction to the city, reflecting the best of the unique characteristics of each location. Development planning and design should incorporate the following strategies to assure that Springville will reflect a positive image by providing easily recognizable transitions from outside to inside the city:

- *A cohesive and coordinated land use pattern for each image corridor and gateway should be planned, designed and implemented.*
- *Sense of place should be enhanced with strong, well-designed development that is visible from the road corridor. Appropriate lighting and tree plantings should be used at gateways and along image corridors.*
- *Scattered or strip patterns of commercial development should be phased out over time.*
- *Retail and other non-residential uses should address the major street. Commerce should be easily accessible to adjacent residential areas.*

- *Each building should be designed to form part of a larger physical composition of the area in which it is located. Adjacent buildings should relate in scale, height and configuration.*
- *To provide human scale, larger buildings should be broken down into separate volumes, both horizontally and vertically.*
- *Buildings should face and be relatively close to the street, with most off-street parking located behind and/or beside buildings.*
- *Development should be planned and designed to maximize street frontage of buildings and minimize street frontage taken up by parking lots.*
- *Buildings should frame and reinforce pedestrian circulation, so that pedestrians may walk along building fronts rather than along or across parking lots and driveways.*
- *Pedestrian and bicycle circulation should be an integral part of the experience, provided through street and site design, and should be connected to the citywide system of sidewalks, trails and bicycle paths and lanes.*
- *When possible, driveway access to major roads should be limited. Parking lots of adjacent business along the same side of an arterial or collector street should be physically and legally accessible to one another without having to re-enter the street.*
- *Sign types should be appropriate to their context. In denser, pedestrian-friendly areas, building signs should be encouraged. In more vehicle-oriented locations, such as near the interstate, freestanding signs are appropriate, though their size and height should be carefully managed to avoid visual confusion.*

III. THE USE OF LAND

The functional organization of the city has been carefully considered throughout the comprehensive planning process. The major land use and transportation recommendations and the key locations throughout Springville that are proposed for major investment result from analysis of environmental and physical conditions, combined with the vision for Springville and the principles illustrated in the Citywide Strategic Concept.

The Future Land Use map illustrates generally how different parts of the community should function and relate to one another—in other words, the overall physical structure of the city. The map portrays a pattern of various activity centers by type, their interrelations with each other and with the city’s neighborhoods. These centers and the interconnections between them are critical to integrating the city’s land use, transportation, community facilities and major infrastructure. Building on this structure, Springville intends to continue to invest, reinvest and develop as a community where public life is encouraged and quality design is maintained.

MAJOR DEVELOPMENT THEMES

Springville has translated its visions and a wide range of community values expressed during Town Meetings into a Future Land Use map to guide the growth, development and conservation of the city. The map projects an arrangement of land uses, in recognition of the ways in which land is presently used and the essential pattern of the city’s green infrastructure.

The essential *functions* of the city are presented as they are and as they are planned to be. The map shows areas that may be generally suited to investment and reinvestment and where plans for new development must be adjusted to account for sensitive environmental features. The land use categories indicated on the map *should not be interpreted as zoning districts*, but rather as general guidelines indicating desirable land use patterns for Springville. The map is intended to serve several related functions:

- *Avoid and resolve land use conflicts*
- *Identify and sustain desirable land use patterns*
- *Forecast infrastructure needs*
- *Provide a foundation for zoning*

It should be noted that designation of land uses on the Future Land Use map should not be interpreted to propose, approve, deny nor preclude any particular action without full consideration of all policies, principles, standards or intentions expressed in this plan document and its implementing regulations. Specific site conditions, such as topography, geology, soils and hydrology, will be of major importance when choosing sites for new

developments, especially those of larger scale, and planning and designing their uses and densities. These realities, plus attitudes toward development on the part of public officials, other agencies, area residents, property owners and developers will play a large part in determining appropriate development location and design. Similarly, adequate community facilities and infrastructure – streets, parks, fire protection services, and water and sewer systems, should be assured before making any significant development proposals or decisions.

It is important to consider how reinvestment in the city’s existing activity centers should be planned and designed in relation to the city’s *neighborhoods*—where people live and come together away from work and commerce to form a community with one another. The Springville Future Land Use map is based on the community’s own evaluation of its assets and opportunities. It is organized into five major policy themes to recognize and capitalize on those assets and opportunities for the community at large.

I. Protect Springville’s Green Infrastructure

Springville intends to protect, preserve and enhance important and fragile ecosystems within developed portions of the city. It will strive to conserve and use its natural and open lands for agriculture, parks, and trails.

Conserve green infrastructure and landscape form. The city hosts rather diverse landscape features. Dramatic topography and woodlands are some of the city’s greatest assets. Streambeds, wooded stream-banks and floodplains are linear elements of the landscape that should be conserved. Development should be planned and arranged within the landscape with all of these areas clearly in mind.

Organize development to capitalize on critical open spaces. The city’s most important and scenic locations should be reserved as publicly accessible open space. These places and their interconnections should be accounted for as part of a citywide open space network. Once key areas are selected, appropriate public uses should be determined—be they greenways, neighborhood parks or community parks. These open space resources should be linked together insofar as possible into an overall system, and development should be planned and designed so that buildings look into these areas rather than back up to them or wall them off from view.

Ensure green infrastructure accessibility. The city’s green infrastructure—and especially its parks and natural areas—should be accessible. Parks and open spaces should accommodate both active and passive recreation uses. Walking trails, recreational trails, play areas, and picnic facilities should be staple components of the city’s accessible open space system.

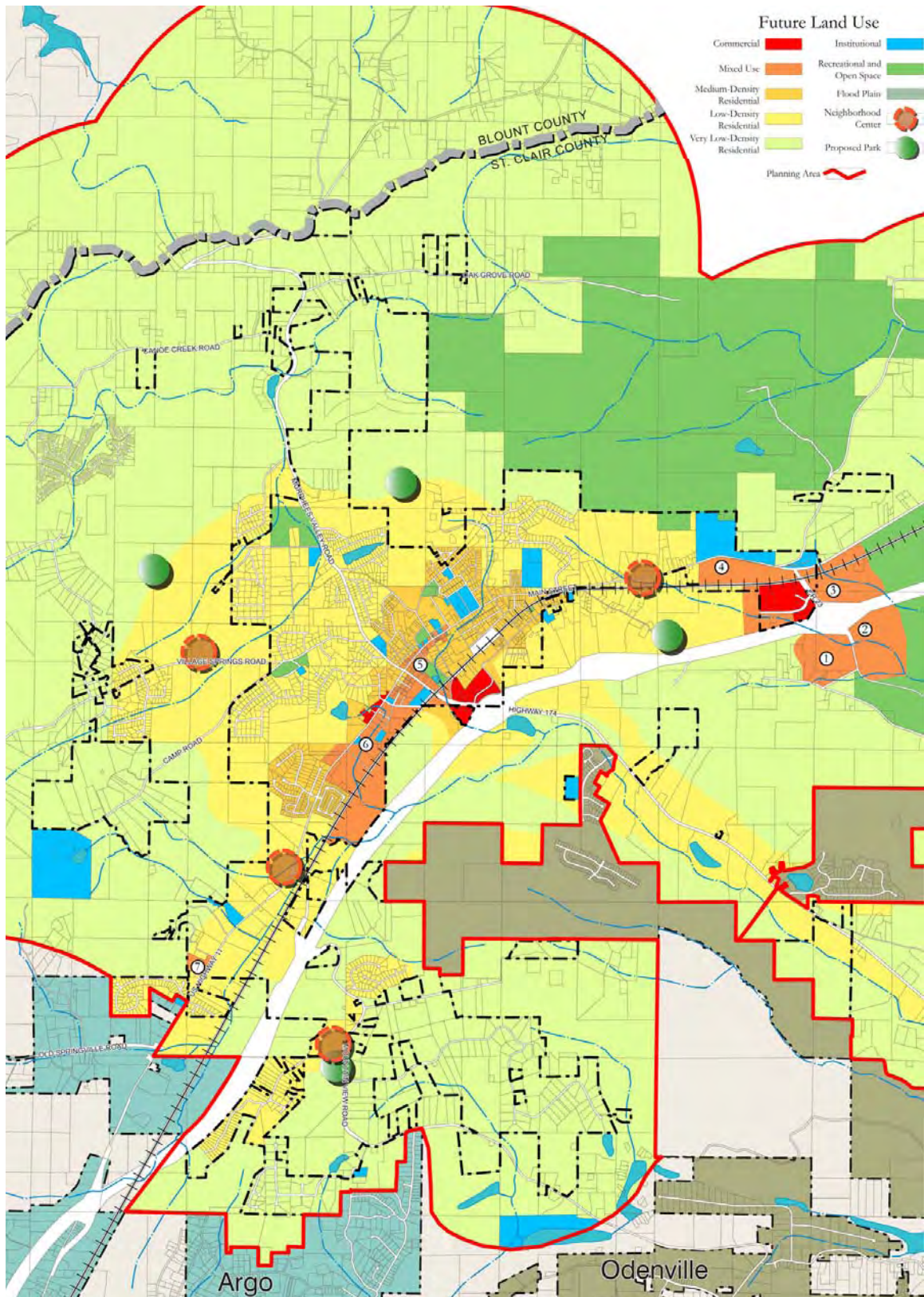


Figure 3.1: Future Land Use Map

II. Build a City of Neighborhoods Supported by Activity Centers

Springville intends to build upon the best characteristics of its historic neighborhoods throughout the city. Springville envisions its residents living in neighborhoods that focus upon and complement the city's green infrastructure. Generally, this means that Springville intends to:

- *Support, maintain and enhance Downtown Springville as the heart of the city.*
- *Focus regional commerce and employment support centers into concentrated, highly accessible activity centers located around Exit 156 of Interstate 59.*
- *Focus citywide commerce Downtown and in the commercial corridor between Downtown and Exit 154 of Interstate 59*
- *Focus additional commerce, office uses and industry into existing activity centers*
- *Guide residential development in ways to form true neighborhoods.*
- *Plan for and support public and private investment in civic, educational, recreational, and neighborhood commercial functions in future neighborhood centers located strategically around the city.*

III. Maintain and Enhance Community Character

Springville intends to conserve and enhance its special qualities, including downtown, historic buildings and neighborhoods, the best of its existing streets and parks and recreation areas, and its unique and often dramatic natural setting. Maintaining and enhancing the physical qualities of the city is an overarching consideration, incorporated in all parts of the plan.

IV. Expand Transportation and Accessibility Opportunities

Springville intends to increase the importance of pedestrians in development decisions and reduce the impacts of automobiles on the environment by encouraging development that will improve and balance accessibility options for pedestrians and motorists. Springville will place great emphasis on improving its pedestrian facilities citywide with the intention of interconnecting its neighborhoods with one another and with its open space, parks and schools.

V. Protect and Reinvest in the Community

Springville intends to reinvest in Downtown, its historic neighborhoods and the portions of its commercial corridors that are not up to the standards of the community.

These five themes outline the rational framework that was used to translate the Citywide Strategic Concept into the city's Future Land Use map – to allocate public and private resources for development equitably and in a manner through which cost effectiveness of city services may be achieved. It furthers the intent to take charge of the image and character of the city.

The future development pattern of the city has been organized in support of the Citywide Strategic Concept with appropriate recognition given to the city's green infrastructure, its street and utility infrastructure and major existing uses of land. The various types of commercial, employment, civic, institutional and recreational activity centers serve as magnets for activity and development. These, in turn, are intended to support the city core and the residential community of Springville in ways that will positively affect environmental quality and the transportation network.

This is a general, long-range plan for the city. Thus, the locations of certain proposed community facilities shown on the Future Land Use map and described below are not meant to be precise. Rather, the symbols for each of these should be considered as "placeholders" until more specific planning may be undertaken to determine detailed needs and locations for each. In many cases, the "floating" symbol on the map will come to rest, a specific site identified, when either a public agency has determined to invest in a facility or a private development triggers the need and means for a location decision, acquisition and construction.

LAND USE TYPES AND CHARACTERISTICS

The following descriptions of the designations shown on the Future Land Use map proceed generally from least to most intensive uses and functions, beginning with parks and protected areas, proceeding through various types and densities of residential uses. These are followed by commercial, office and other employment uses, and are rounded out by civic and institutional uses. Activity centers and neighborhoods are to be planned and designed in accord with policy and characteristics as presented throughout this plan document.

Parks, Recreation and Open Spaces

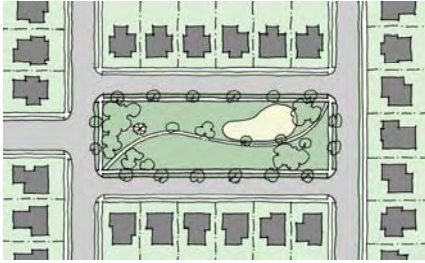
Springville intends that its range of park, recreation and protected open space areas include at least the following:

Greenways to provide opportunities for walking and bicycling, act as wildlife corridors, development buffers, and storm water recharge areas and to provide links in the chain of the city's public park system. Ideally, they should eventually include all significant streams and appropriate portions of their floodplains. The use of greenways for multi-purpose trails should avoid redundancy with sidewalks and bikeways, but should strive to interconnect public parks and open space areas.



Community Parks serve a range of passive and active recreation needs appropriate to their location and context. They may provide a mixture of activities and uses such as active sports fields; play areas, trails, informal practice fields, picnic areas, outdoor classrooms and gathering places such as a community center. They should be

carefully integrated into the natural environment, ideally with a significant portion of the land area held in a natural, tree-covered condition. Park facilities and buildings should foster a positive community image, and sense of pride, which should be evident in the use of local materials and respect for local context.



Neighborhood Parks provide low or medium density residential areas with opportunities for active and passive recreation. Neighborhood parks provide a place for unstructured, informal gatherings and neighborhood events, and may include features such as shaded paths, playground structures and open space for active play.

Residential

Residential uses come in many sizes, shapes, types and densities. They are noted on the Future Land Use map according to relative gross density—the relation of numbers of dwelling units to property devoted to those uses. Residential gross densities are noted on the map as: Medium Density at 5.5 units per acre average; Low Density at 2 units per acre average; and Very Low Density at 0.4 units per acre average.

Very low density residential uses are typically single family detached houses on large lots (1 home per 2.5+/- acres) and are planned for development along the city's edges. Conservation of the city's green infrastructure is a primary element of the development pattern within these areas, making use of special development techniques, such as conservation subdivisions, large lots and very low overall impervious surfaces. With deep front setbacks and dominated by generous amounts of open space, the character of these areas varies between suburban estate subdivisions and more rural residential neighborhoods. Very low-residential areas are characterized by long block lengths and limited connectivity. Streets may include swales to address runoff, rather than raised curbs. These areas need not contain sidewalks but should be connected to the surrounding community through pedestrian and/or bicycle trails.



Low density residential uses are typically single family detached houses on relatively large lots (2+/- homes per acre) and are planned for development in closer-in locations compared to the *very low density residential uses* described above. This development type and density should take careful account of various components of the city's green infrastructure, including steep slopes, flood plains, wetlands and heavily wooded areas. Conservation subdivisions and low overall impervious surface ratios should be used to preserve and enhance green infrastructure elements and to ensure convenient access to natural open spaces. Development in these areas include moderately deep front setbacks. Blocks are generally 400 ft or greater in length, providing a moderate level of connectivity



with the city street network. Sidewalks of five feet in width should be provided on at least one side of each street and placed five feet or more from the road edge. Street runoff should be addressed by vegetated swales, valley gutters or raised curbs. Local streets in these areas may accommodate on-street parking on one or both sides (note: raised curbs are recommended wherever on-street parking is provided).

Medium density residential uses represent single family detached housing on moderately sized lots and are intended to be adjacent to activity centers in relatively close-in



locations. Because lots are smaller and generally narrow, building setbacks are minimal. Green space is provided in common open spaces, neighborhood parks, and in the streetscape, replacing green infrastructure elements that may be displaced through development. Medium-density neighborhoods are highly connected to the city street network and have relatively short block lengths (300 ft or more). Local streets include on-street parking; and sidewalks of five feet in width are provided on both sides of streets, separated from the street by a tree lawn of similar width that provides room for evenly placed street trees. Alleys should be considered in new development to provide access to parking at the rear of lots, rather than side-loaded driveways, and also to provide a more discrete location for utility lines and garbage pick-up.

High-density residential uses are not specifically identified on the Future Land Use map but are intended to occur within or at the edges of the mixed-use areas and neighborhood centers shown on the map. High-density residential uses take the form of small lot single-family detached uses, attached single-family housing (e.g. townhouses), and small scale multi-family housing. This pattern provides a logical transition between mixed-use or non-residential areas and the medium and low density residential uses beyond. Green space is provided in common open spaces and within the streetscape, replacing green infrastructure elements that may be displaced through development. High-density residential areas have a high level of connectivity to the city street network, featuring short block lengths. Local streets should be designed to accommodate on-street parking and sidewalks on each side of the street. Sidewalks are generally separated from the street by a tree lawn of five feet or more in width. Mid-block alleys provide access to internal parking areas and a discrete location for garbage pick-up and utility lines.

Commercial and Office

This is a broad category of uses that typically includes retail, office, dining, entertainment and lodging accommodations, either separately or as part of a mixed-use activity center. It is intended that these mostly be concentrated in downtown, the regional commercial center, mixed-use and employment support centers, neighborhood centers, and as reinvestment or infill locations along Marietta Road.

Civic and Institutional

Civic and institutional uses are a traditional land use category typically including institutional, academic, medical, governmental and community service uses and lands. More recently, the trend toward larger places of worship and major medical centers (as opposed to older, freestanding hospitals and neighborhood churches) has expanded the traditional definition. These uses should be located in highly legible places where access is suitable and adjacent land uses are compatible.

ACTIVITY CENTER TYPES AND CHARACTERISTICS

The following descriptions provide additional detail for the activity center types shown on the Future Land Use map, building upon the general characteristics described in the Citywide Strategic Concept.

Downtown Springville



Downtown is the most complex and complete of the city's activity centers, despite its relatively modest scale. A well-integrated mixed-use center that has evolved steadily over the last century, it continues to support the mission and vision of the city and, as a result, remains the symbolic heart of the community and of city government.

Downtown Springville continues to attract public and private sector investment and should stress good design in combination with a commitment that downtown should continue to meet essential civic needs first and foremost. Downtown is a high priority for Springville. The key to its continued success will be to remain attentive to all factors of downtown's success and their interrelationships with one another.

The following are general policies that will affect physical conditions supportive of such a vision. Fully fleshed out, this framework can help citizens, merchants, investors and government officials make decisions in support of downtown.

Promote and maintain an attractive image

- *Budget for, provide and maintain high quality public facilities.*
- *Provide and maintain an appropriate appearance and use of open, vacant and unimproved properties.*
- *Encourage the use of attractive and effective commercial displays and signs.*
- *Plan for and implement a community wayfinding system centered on downtown.*

Support and maintain a vital retail, service, institutional and civic environment

- *Assemble an appropriate and mutually supportive mix and pattern of uses, businesses and activities.*
- *Build and promote a desirable image of downtown and its access corridors.*

Make downtown easily accessible

- *Maintain and support legible traffic patterns for safe and efficient travel through downtown and throughout the city.*
- *Minimize conflicts between motor vehicles, cyclists and pedestrians to enhance the safety and efficiency of the street system.*
- *Provide adequate, clearly visible downtown area parking facilities and adequate loading zones for service and delivery vehicles.*
- *Provide safe, convenient sidewalks and other pedestrian ways that enable visitors to park once and enjoy all that Downtown Springville has to offer.*

Downtown Springville should be a model of success for the entire city. Every public decision and action should be part of an attempt to solve existing problems while making sure to avoid new problems. This will require a coordinated approach to planning and implementation for downtown: everyone involved must focus on a comprehensive view of how downtown supports—and is supported by—the whole community.

Downtown is the city’s primary mixed-use activity center. It is the traditional heart of the community and should be treated with respect due its role and position in the community. It should have uses and activities compatible with its civic importance and distinction as the most pedestrian-friendly location in the city. Downtown planning and design should incorporate the following strategies:

- *Retail and dining uses should be relatively small in scale, and placed at street level along Main Street; office and service uses should flank the core; residential uses should be placed in upper stories as appropriate and at the edges of downtown.*
- *Each building should be designed to form part of a larger composition of downtown.*
- *Adjacent buildings should be similar in scale, height and configuration.*
- *To provide variety and human scale, larger buildings should be divided into separate volumes.*

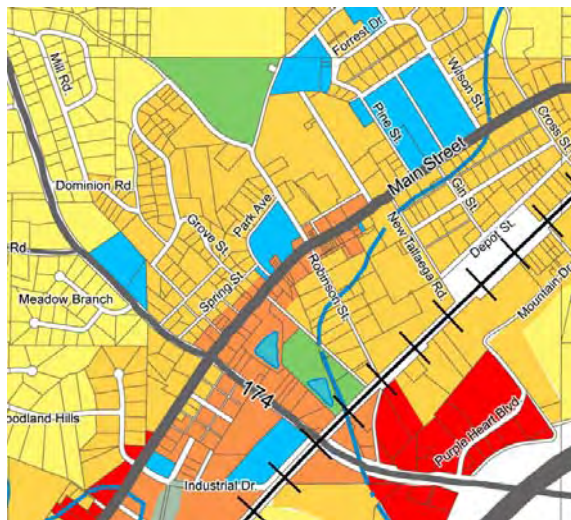


Figure 3.2: Downtown Future Land Use

- *Building heights typically should not exceed two or three stories.*
- *Buildings should be placed at the back of the sidewalk, with all off-street parking situated to the sides and rear.*
- *Streets should be designed with street trees in a manner appropriate to their function. Trees should complement adjacent buildings and shade the sidewalks.*
- *Buildings should frame and reinforce pedestrian circulation, so that pedestrians may walk along building fronts rather than along or across parking lots and driveways.*
- *Street intersections are important, and deserve taller structures. Parking, loading or service functions should not be placed near intersections.*
- *Adaptive re-use of historic homes in the downtown area should retain the appearance of the original residential use. Homes located near the center of downtown may be adaptively re-used for a variety of non-residential uses, including live/work arrangements. However, re-use of homes at the edges of downtown should be limited to live/work arrangements or home occupations to maximize compatibility with adjacent residences.*
- *Building-mounted signs, including blade signs, should be encouraged. Freestanding signs are less appropriate in a pedestrian-oriented downtown, but if permitted should be monument type or otherwise lesser in height than highway-oriented signage.*

Regional Commercial Center



Springville’s regional commercial center is located on County Road 23 at Interstate 59. Wal-Mart anchors the regional commercial center located in the northeastern quadrant of the interchange. The center’s location provides easy access to the interstate while minimizing regional traffic on city streets. Continued development around the interchange should continue to target regional commerce. Most vehicular

access should be directed to local collector streets that connect to County Road 23 and Highway 11. Direct access to and from CR 23 and Highway 11 should be strictly limited to promote a safe street network and protect road capacity.

Regional commercial centers serve both citywide and regional markets, and should present a positive image to the visitor and resident alike. While these centers rely primarily on customers arriving by car, pedestrian access and activity should be designed for and encouraged.

Typical uses include major retail businesses, grocery and other “big box” stores and support retail and services businesses, including gas and service stations, restaurants and car dealerships. These should be organized into centers having a clear focal point rather

than extended along CR 23 and Highway 11. Downtown planning and design should incorporate the following strategies:

- *New buildings should be close to the street with off-street parking behind and/or beside buildings.*
- *Each building should be designed to form part of a larger physical composition of the area within which it is located*
- *Adjacent buildings should relate in scale, height and configuration.*
- *For human scale, larger buildings should be divided into separate volumes, both horizontally and vertically.*
- *Building heights should not exceed two stories.*
- *Pedestrian circulation should be an integral part of the site. The buildings should frame and reinforce pedestrian circulation, so that pedestrians may walk along building fronts rather than along or across parking lots and driveways.*
- *Parking lots should be planned and designed with primary access and circulation traffic located toward the outside edge rather than the edge closest to the buildings.*
- *An appropriate transition should be made between the center and adjacent residential neighborhoods. Land uses, buildings, circulation elements, and loading and service areas should be arranged within a center to minimize conflicts with adjoining development, otherwise special measures, such as physical buffers, may be needed to mitigate the incompatibilities.*

Mixed Use and Employment Support Centers

Springville's mixed use and employment support centers include the existing cluster of commercial and light industrial uses on Highway 11 west of Downtown and those to be developed at the southern and eastern quadrants of Interchange 156 of Interstate 59. These centers are dominated by office, technology, light industrial and other job-generating land uses but contain relatively few retail and service business uses except those concentrated at strategic locations.

Each of these employment centers should convey the image of Springville as an accessible, desirable community. It is also important to maintain physical accessibility between these areas and the rest of the city. Planning and design should incorporate the following strategies:

- *Each building should be designed to form part of the center's overall physical composition and of the area in which the center is located.*
- *Adjacent buildings should be similar in scale, height and configuration.*



- *Street intersections are important, and may warrant taller buildings. Driveways, parking, loading and service functions should be located away from intersections.*
- *Streets should be designed with street trees in a manner appropriate to their function.*
- *Buildings should face the street, with off-street parking located behind and/or beside buildings.*
- *Pedestrian circulation should be an integral part of the site. Buildings should frame and reinforce pedestrian circulation.*
- *An appropriate transition should be made between the mixed-use/employment support center and adjacent residential neighborhoods. Land uses, buildings, circulation elements, and loading and service areas should be arranged within a center to minimize conflicts with adjoining development, otherwise special measures, such as physical buffers, may be needed to mitigate the incompatibilities.*

The following further defines the land use mix intended for each of the mixed use/employment support centers shown on the Future Land Use map (see corresponding numeric symbols on the map) and other considerations for the development of each site:

- *Sites #1 and #2: These proposed centers are intended primarily for employment support, including office and support services, wholesale, warehousing and distribution, technology, and low impact, light manufacturing uses planned, designed and developed in accordance with an integrated development plan. Limited retail uses, oriented primarily to commuters and regional traffic, may be appropriate along CR 23. Special care needs to be taken to provide adequate site access without creating undue congestion on CR 23, especially near the interstate. Other site development issues include minimizing disruption to designated floodplain areas and to adjacent land uses.*
- *Site #3: This proposed center is intended for employment support uses, in possible combination with general retail, lodging, and some limited high density residential uses. This site should be planned and designed in accordance with an integrated development plan. Special care needs to be taken to provide adequate site access without creating undue congestion on CR 23, especially near the interstate. The site includes rail access, which may be beneficial to certain uses; however, the site is bisected by the railroad. A lack of depth between the railroad and Highway 11 will limit the scale and types of uses along that frontage. Retail and lodging uses, if contemplated, should be along or near the CR 23 frontage.*
- *Site #4: This proposed center extends westward from the southwest corner of CR 23 and Highway 11, between the highway and the railroad. This proposed center is intended for a mix of residential uses and minor commercial activities planned and designed as a planned development.*
- *Site #5: This mixed use center includes downtown and properties fronting on Marietta Rd. (Hwy. 174) between Hwy. 11 and Robinson Street. Most of the area has been subdivided and/or developed at one time or another, although several properties on the western frontage of Marietta Road are as yet undeveloped. This area is intended for a balance of infill, redevelopment, and reinvestment. Appropriate*

uses include retail, office, lodging and service uses developed in a manner compatible with the historic pattern of Downtown Springville (see p. 23). Site considerations include possible widening of Marietta Road, which will have an impact, especially, on already developed properties. Residential uses may be appropriate west of Marietta Road and in upper stories. Projects by multiple owners should be carefully coordinated by the city to ensure this image corridor is improved to meet the high standards of residents.

- *Site #6: This existing center is intended for infill, expansion and reinvestment. The center includes a variety of light industrial and commercial uses and city facilities. Infill sites at the intersection of Industrial Drive and Hwy. 11 should present an attractive front to the community along Hwy.11. Expansion opportunities include adjacent land south of the railroad that has been purchased by the City. While access to Hwy. 11 may be more easily accomplished; direct access to Interstate 59 by way of Marietta Road should be sought. Measures must also be taken to minimize disruption of flood areas on and adjacent to the site. Other than the City-owned property, potential infill sites have different owners, which will make coordinated development more difficult.*
- *Site #7: This site includes an existing light industrial use surrounded primarily by agricultural and low density residential land and represents an opportunity to relocate and confine other existing light industrial uses nearby on Highway 11. However, additional land would need to be assembled and the project planned and designed in a coordinated manner.*

Essential to Sites #1-3, surrounding the I-59 Interstate Interchange 156, is the creation of a full service interchange to act as a center of conveniently accessible goods and services for interstate travelers. The commercial potential resulting from possible residential development nearby must also be capitalized upon by providing opportunities for the development of neighborhood and community scale commercial uses. Such uses can provide a transition between nearby residential areas and the uses associated with the interchange.

A significant factor that will influence development of the sites along CR 23 and nearest the interchange is the focus of businesses that are likely to be developed there. They will likely serve the public traveling along the interstate who do not have Springville as their destination. Typically, interstate motorists seek five basic services: gasoline, rest rooms, food, relaxation, and lodging, and two primary reasons account for the motorist stopping at some particular interchange to satisfy these needs, namely advance notice, visibility, accessibility and brand loyalty. To obtain the maximum utility from interchange development, it should be noted that appeal rests largely on: the ability to satisfy immediate needs, the variety of choice provided and the convenience of exiting and re-entry to the highway. As a result, most businesses try to locate close to the exit ramps and, at the same time, adjacent to complementary services.

Both of Springville's interchanges should not only provide opportunities for commercial and other development, they should also each present an appropriate entrance or gateway

into Springville. Success in this regard requires a well-conceived gateway, together with a highly memorable corridor environment that reflects a clear and positive design image. The issue of image quality is important to area residents, visitors and investors alike. In this regard, the design of the corridor environment on both sides of Interstate 59 is critical. People should be able to tell they have arrived in Springville based on the quality of the environment and character of the buildings and not just from a “Welcome to Springville” sign. While these centers rely primarily on customers arriving by car, pedestrian activity should be designed for and encouraged.

Development plans and designs for interchange development should create an appropriate sequence. In general, uses should be arranged with convenience in mind: *activities that will require the motorist to spend more time away from driving should be located further from the interchange.* Generally speaking, this means the area closest to the interchange should be allocated to auto service functions. This location provides the greatest visibility and access from the interchange. Next would come food service uses, located close to the interchange. Potential locations for other commercial uses and for lodging would be located near the food service zone, but not necessarily with direct access (e.g. frontage).

Neighborhood Centers

These centers should meet the daily “convenience” goods and service needs of local residents. A neighborhood center may be anchored by a small grocery or drug store and could also include a limited variety of small scale shops, a neighborhood park or perhaps a small institutional use such as a fire station. The center would also serve as a social and recreational destination or focal point for the neighborhood. Development along the perimeter of the center should be of uses and densities that make a logical transition to the surrounding neighborhood(s) to reduce the need for physical buffers. Local and collector streets providing access to the center should include walking and bicycling connections to the surrounding residential areas.

Typical appropriate uses might include a grocery store, supporting retail and service commercial, office, dining and institutional uses. Residential uses should be close by and easily accessible to these centers, which in turn should present a positive face to adjacent neighborhoods. Planning and design of neighborhood centers should incorporate the following strategies:

- *Neighborhood centers should be of a limited size to avoid such a large concentration of higher intensity uses that would inevitably endanger the peace and quiet of surrounding neighborhoods.*
- *Retail uses should be placed at street level at the heart of the center; office uses should flank or be placed above retail uses.*
- *Higher density residential uses should flank the commercial uses or be placed above them. Medium and lower density residential uses, if located in a neighborhood center, should surround the non-residential uses to ensure an appropriate transition to adjacent neighborhoods.*

- *Each building should be designed to form part of a larger composition of the area within which it is located.*
- *Adjacent buildings should relate in similar scale, height and configuration.*
- *For human scale, larger buildings should be broken down into separate volumes, horizontally and vertically.*
- *Building heights should generally not exceed two stories, except perhaps at key intersections.*
- *Buildings should be close to the street, with off-street parking located behind and/or beside buildings.*
- *At street intersections especially, the main building should be placed right up next to the corner. Parking, loading or service should not be located at an intersection.*
- *Pedestrian and bicycle circulation should be an integral part of the experience, and should be connected to the citywide system of sidewalks, trails and bicycle paths and lanes.*

CONCLUSION

Springville intends to direct land uses as outlined in this chapter toward lands suitable for them and for adjacent land uses in accord with the Future Land Use map and the policies of this document. The city intends that development and reinvestment should be planned, sited and designed in a manner that is compatible with the city's green infrastructure, in support of development creativity, efficiency, stability, image, diversity and control in accord with the Springville Strategic Concept.

IV. TRANSPORTATION

The use of land and access to that land are both critical to the well-being of Springville, its residents and the community's quality of life. The city's streets serve two essential purposes: the transport of people, goods and services from one destination to another *and* access to private property. Streets that attempt to serve both functions equally tend to fail to live up to one or both of those expectations. The challenge is to provide a street network that serves and supports planned development patterns, balances access and mobility, moves vehicles efficiently and lends a sense of community to neighborhoods.

Local and regional traffic are both expected to increase in the future. Local traffic will increase moderately in response to the locations and types of development described in this plan. Through traffic may increase significantly due to growth outside the city's jurisdiction. At current levels, traffic on Highways 11 and 174 is already a major concern of city officials, residents, and business owners. In conjunction with the development of this plan, a Master Street Plan has also been prepared, which further addresses and supports the policies and recommended improvements that follow.

TRANSPORTATION NETWORK

Transportation corridors include not only the streets in which vehicles may travel, but also the sidewalks, bicycle lanes, multi-purpose trails and greenways adjacent to roadways. To facilitate proper planning and decision-making, Springville's streets have been classified as arterials, collectors, or local streets based on their relative importance and function within the transportation network, as follows.

Arterial. Provides high mobility (typically long distance trips at relatively high speeds), accomplished by maintaining only limited land access. Links cities and towns to form an integrated network that provides interstate, intrastate, intercounty and intercity service. On-street parking is generally prohibited, but cycling paths and sidewalks within the right of way are encouraged. Access management favors mobility over direct property access, meaning curb cuts and median cuts to serve other than street intersections are discouraged and allowed only where absolutely necessary.

Collector. Collects traffic from local road and streets to feed the arterial system. Provides a balance between land access and mobility. Serves urban areas and other important traffic generators that are not served by higher systems. Links these places with nearby towns and cities, or with routes of higher classification. Connects the locally important traffic generators with the less developed parts of the city. On-street parking is generally discouraged, but cycling lanes and sidewalks are encouraged within the right-of-way.

Local. Provides degree of high land access (short trips at low speeds), and thus limited mobility, discouraging through traffic. Provides direct access to adjacent land.

Serves relatively short trips compared with collectors and arterials. Comprise all facilities not on higher systems. Parking, cycling, walking and other public uses of the street and/or right-of-way are encouraged. Through traffic on local streets is not encouraged, nor are trucks, except those destined for local deliveries.

CITYWIDE MOBILITY POLICIES

Mobility is, in part, a function of providing options for movement through the city, and that requires interconnection of most streets. Gaps in the existing local street network require individuals to increase the length of their trip and drive through congested areas as they travel even short distances through the community.

An appropriately interconnected street network is one in which almost every street connects to at least two other streets. This disperses local traffic, reducing congestion on major roads and thereby preserving their capacity. Thus, culs-de-sac and dead-end streets should occur only in areas where significant environmental constraints, such as severe slopes, impede connectivity. Moreover, internal vehicular, pedestrian and bicycle connections should be provided in existing and new development areas and between adjacent land uses. Developers should be required to plan for and effectively address the need for internal connections (roads, pathways, open space, etc.) between adjacent land uses, including residential subdivisions and commercial developments, to provide primary *and* secondary means of emergency access. Mobility planning and design should incorporate the following strategies for planning, designing, constructing and retrofitting streets citywide:

- *Maintain an attractive street network that helps define community character while meeting the needs of pedestrians, bicyclists and motorists.*
- *Improve the image of Highways 11 and 174 and County Road 23 by taking charge of them, regardless of the state of or pressure for development.*
- *Consolidate existing driveways along arterials and collectors and require access for new development from side streets.*
- *Discourage non-residential traffic from travel on primarily residential streets.*
- *Treat residential streets as both public ways and neighborhood amenities.*
- *Seek landscaped medians and appropriate access management along arterials and collectors to enhance roadway safety and capacity.*
- *Require street connections between new and existing developments to create an interconnected roadway system throughout the community.*
- *Landscape the edges and medians of major roads to frame development and create a more positive image for the entire city by adding color, shade and visual interest.*
- *Require streets be planted with street trees appropriate to the function of the street and the type of development alongside it.*

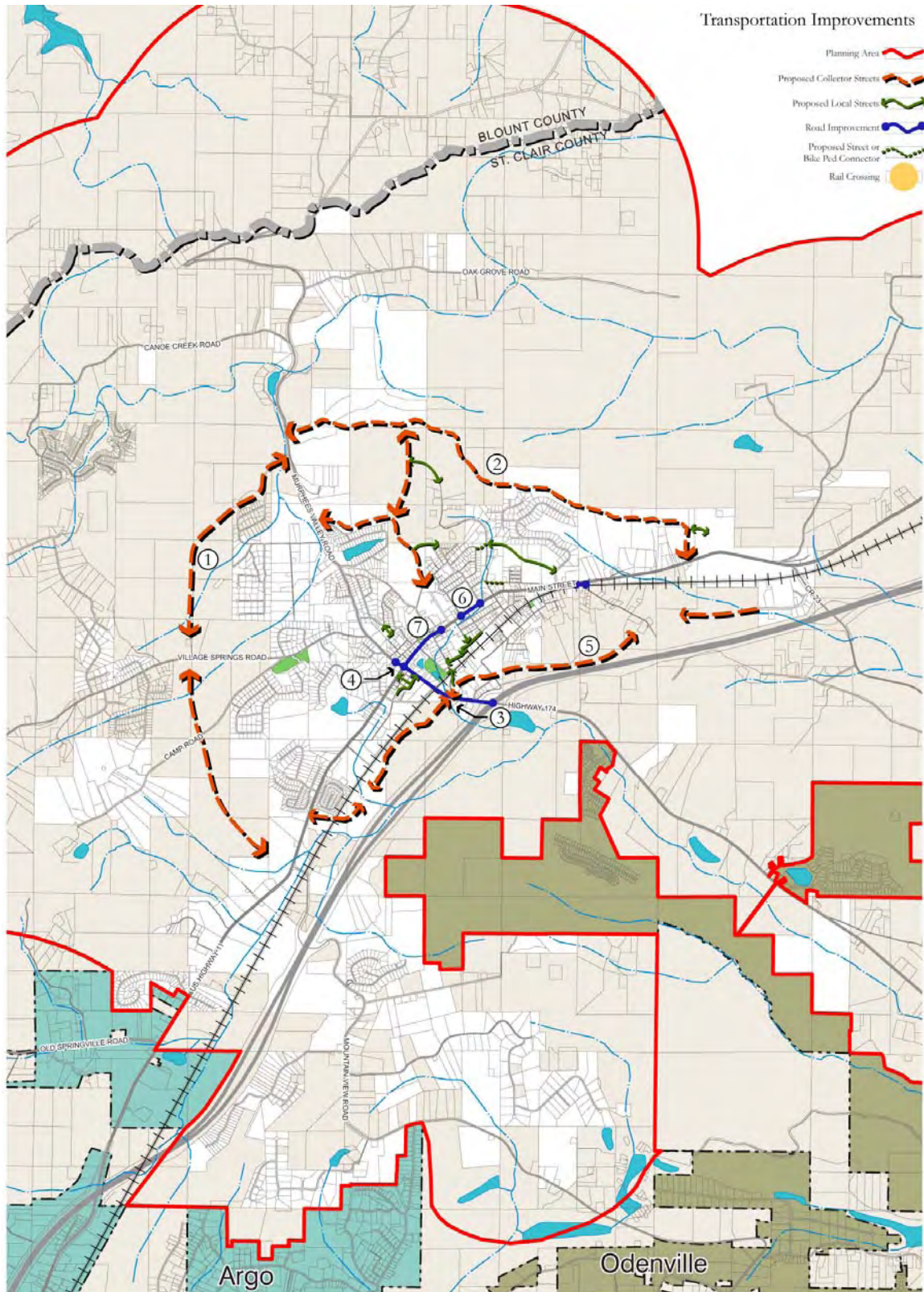


Figure 4.1: Transportation Improvements Map

CITYWIDE ACCESSIBILITY POLICIES

An essential way to maintain safe and reliable access and street capacity is to manage access to side streets and driveways to and from the parcels that line arterials and major collectors. Approached properly, an access management program can enhance property values while safeguarding past and future infrastructure investments. Accessibility and access management should incorporate the following strategies for retrofitting and constructing new arterials and major collectors:

- *Separate conflict points: The distance between intersections of arterials and collectors and driveways should be regulated. As a general rule, driveways should not be located within the area of influence of intersections.*
- *Restrict turning movements at unsignalized driveways and intersections: The use of full directional unsignalized streets and driveways should be limited. Full movement intersections should serve multiple developments through joint use driveways or cross access easements.*
- *Establish and implement design standards: Design standards that address access spacing, the length of turn lanes and tapers and driveway dimensions should be developed for application throughout the city on arterials and major collectors and adopted as part of a Public Works Manual.*
- *Traffic signal spacing: Signals should only be installed when appropriate studies indicate their spacing and interconnection can be accomplished without significant impacts on corridor capacity.*
- *Turn lanes: Left and right turn lanes should be required for all collector and arterial streets and major access points to activity centers.*
- *Shared driveways and/or inter-parcel access: Joint use driveways and inter-parcel interconnections, including alleys, should be required to reduce the proliferation of driveways in order to preserve the capacity of the corridor.*

TRANSPORTATION IMPROVEMENTS

The following recommendations are shown in Figure 4.1: Transportation Improvements Map.

1. *New collector road to serve as an alternate route between Highway 11 west and Murphree's Valley Road north of the city. This improvement will alleviate congestion on the intersection of Highways 11 and 174. Traffic on Murphree's Valley Road will increase as residential development continues within and to the north of the city. During seasonal events at Homestead Hollow, this route will allow residents to move about the city while avoiding visitor traffic on Murphree's Valley Road. Future subdivisions along the proposed route may be required to include or connect to this road.*

2. *New, limited-access collector road to serve as an alternate route between eastern Springville and Murphree's Valley Road in northern Springville. This improvement will alleviate congestion on the intersection of Highways 11 and 174. Traffic on Murphree's Valley Road will increase as residential development continues within and to the north of the city. This route will serve traffic between northern Springville and destinations in east Springville, including the high school, Springville Station, and Interstate 59. During seasonal events at Homestead Hollow, this route will also allow residents to move about the city while avoiding visitor traffic on Murphree's Valley Road. Future subdivisions along the proposed route may be required to include or connect to this road.*

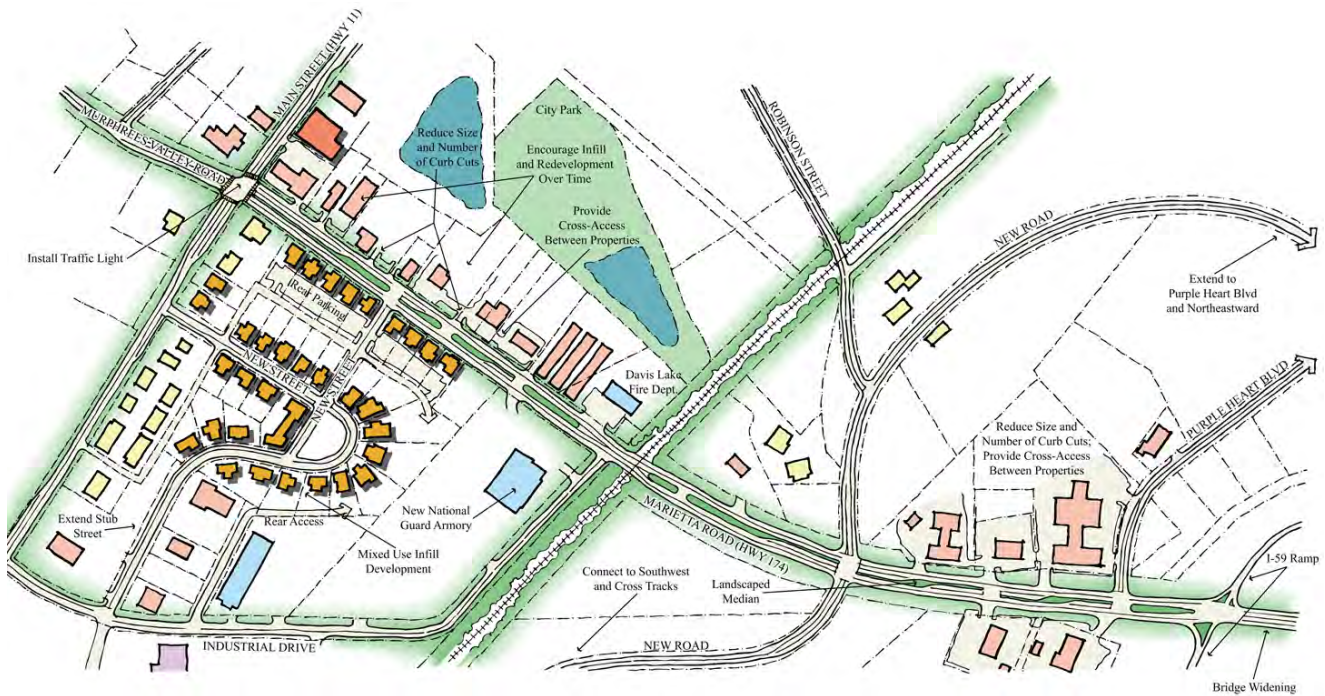


Figure 4.2: Marietta Road/Highway 174 widening, connectivity and access management improvements

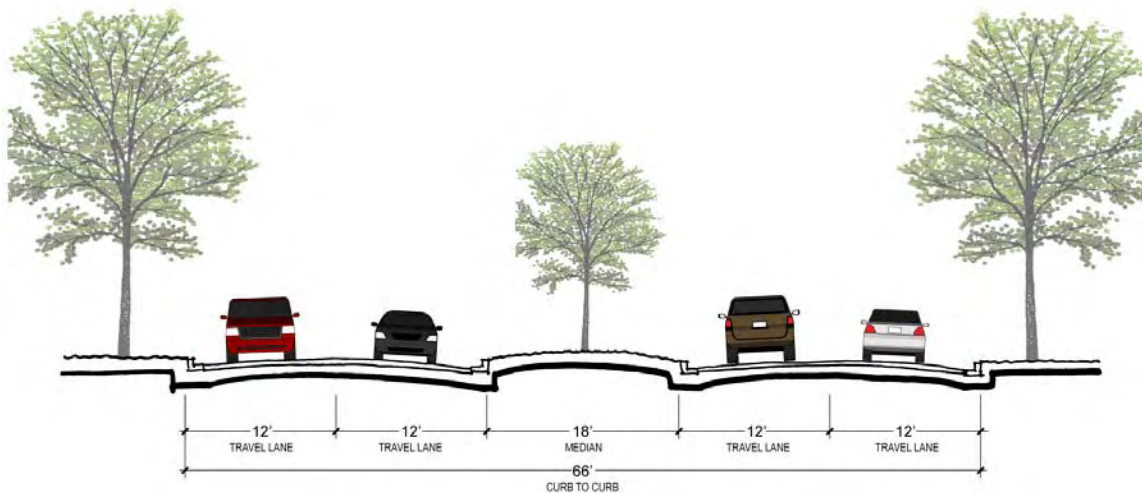


Figure 4.3: Proposed four-lane, median divided cross section for Marietta Road/Highway 174

3. *Widen Highway 174/Marietta Road to accommodate increasing local and through traffic between Highway 11 and Interstate 59.* Widening will create additional lanes to accommodate competing needs of local and through traffic. Redesign will allow the city to improve the image of the corridor and access management conditions between Highway 11 and Interstate 59. This project will involve replacement of the four-way stop with a traffic signal able to accommodate multiple lanes. The traffic signal may be installed prior to widening as long as it is engineered to suit the planned lane assembly. Widening of the segment north and west of the railroad may involve some disruption of private improvements within the right-of-way and possible removal of historic, mature trees near the four-way stop. To the extent practicable, this should be avoided. If unavoidable, planting of street trees will improve the corridor as a gateway into Springville and mitigate the loss of the existing trees. Expansion of Highway 174 should also include, in the long-term, widening of the Interstate 59 bridge at exit 154 to accommodate additional lanes. See Figures 4.2 and 4.3.

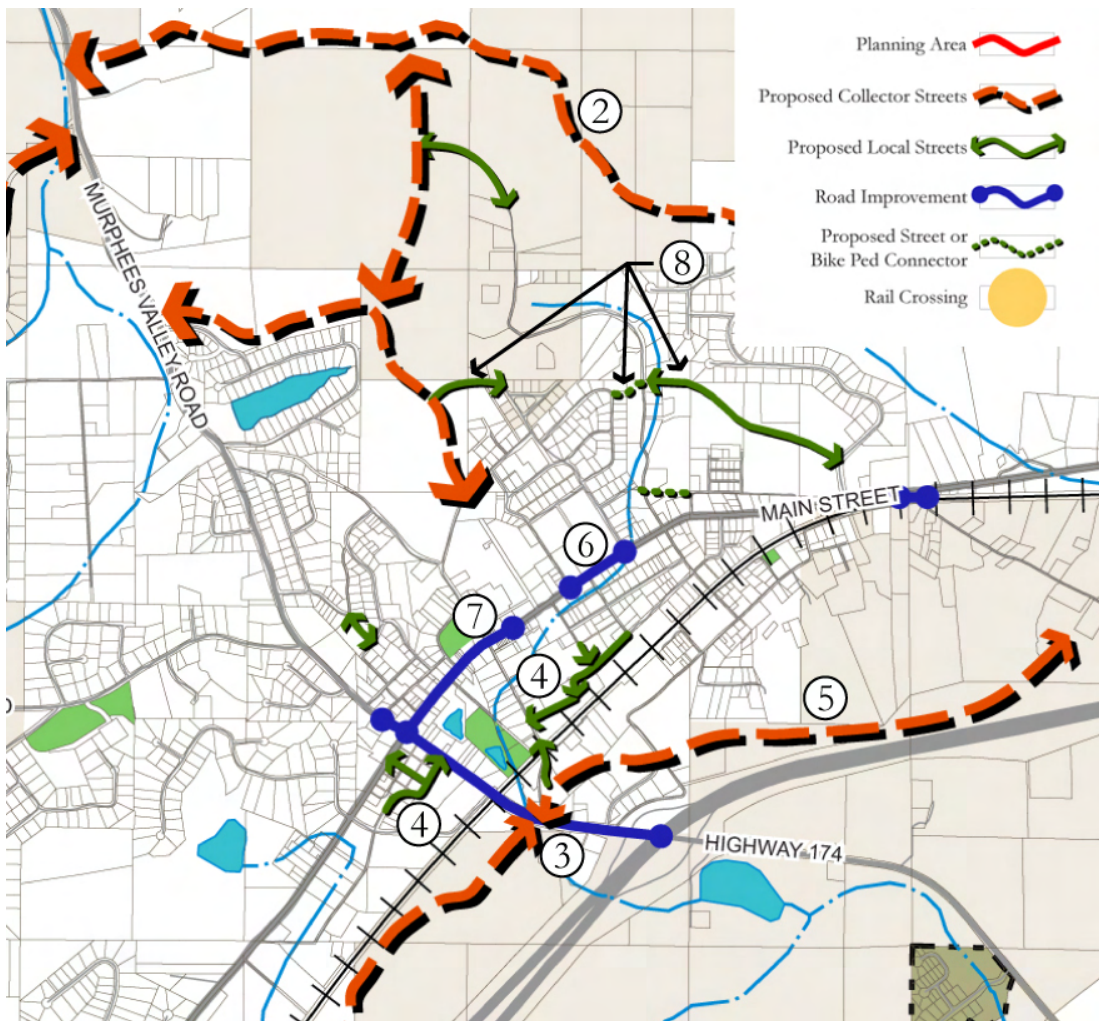


Figure 4.4: Improvements to local street network

4. *Improvements to local street network around the four-way stop.* Realignment and extension of existing streets and new through streets around the four-way stop will help disperse local traffic away from the four-way stop. Street improvements, including traffic-calming interventions, must be included to reduce inappropriate motorist speeds and cut-through volumes. Realignment of Robinson Street to create a new street that connects from Highway 174 to the end of Purple Heart Boulevard and that continues northeastward (between Mountain Drive and Interstate 59) will create a network capable of dispersing local traffic between northeast Springville and Exit 154. See also Figure 4.4.
5. *New connection(s) between Purple Heart Boulevard and Springville Station Boulevard.* This improvement will alleviate congestion on the intersection of Highways 11 and 174 and along Highway 11, by providing alternate routes accessible from both interstate interchanges. New streets will also increase access to land between the interstate and railroad. See also Figure 4.4.
6. *Improvements to Highway 11 at Middle and Elementary Schools.* A turn lane is needed to separate through traffic and school traffic; however, there is insufficient space to add a turn lane without enclosing the open drainage swales alongside the highway. The City has requested federal grant funds to enclose the swale, which may then allow addition of a turn lane. See also Figure 4.4.
7. *Streetscape improvements on Main Street.* As a part of the Downtown Strategic Concept described in the next chapter, improvements to Highway 11 are recommended including narrowing of travel lanes, expansion of on-street parking, sidewalk improvements, crosswalks, lighting and landscaping. The intent of the improvements is to calm through traffic and create a more pedestrian-friendly environment along Highway 11 through Downtown Springville. See also Figure 4.4.
8. *School accessibility improvements.* To reduce the need to drive, walk or bike on Highway 11 to get to the Middle or Elementary Schools and thereby reduce congestion and safety concerns, multiple street extensions (in concert with #4) are recommended. These street extensions will provide safer, more direct access to the schools from nearby neighborhoods and residential developments that may occur in the area in the future. Two of the recommended improvements may be developed as vehicular streets (with sidewalks) or as bicycle-pedestrian paths. See also Figure 4.4.

In addition to the above, there are other improvements needed along Springville's existing streets, which vary from maintenance and repair to correction of sight distance problems. The City must develop and maintain a prioritized list of these local road improvements, incorporating road projects into the City's capital improvements program. Objective criteria should be used to determine priority levels with correction of safety hazards the most critical type of improvement.

CITYWIDE TRAFFIC CALMING POLICIES

In town meetings, residents expressed concern regarding cut through traffic and speeding vehicles on area streets. Residents are often concerned about the potential for personal and property injury as a result of speeding traffic. The potential for cut through traffic and inappropriate vehicular speeds increases when streets and street networks are not constructed or retrofitted properly to address these issues proactively. Often, stop signs or speed bumps are requested to address these problems after a new street or street connection has been completed. The following describes issues related with traffic calming techniques and addresses strategies appropriate in varying situations.

Stop signs are high-level traffic control devices, and should only be used where warranted by traffic volumes and/or extenuating roadway geometric factors. Consequently, it is the general policy of the City of Springville that stop signs should not be used for speed control. Overuse of stop signs leads to general public disregard of stop signs, yielding unsafe conditions where stop signs are truly warranted. Furthermore, the city's general policy is to adhere to provisions of the Federal Highway Administration Manual on Uniform Traffic Control Devices (latest edition).

The most effective means of reducing speeds and cut-through traffic on local roadways is proper design and engineering prior to construction, both in terms of the design of the street network and the individual street. Motorists tend to drive faster on long, straight streets. This must be taken into account when planning and designing a new street network or when connecting adjacent ones. The use of short block lengths, subtle curves and offset intersections can help reduce both speeding and cut-through traffic (note: Offset distances should be in keeping with access management guidelines to prevent safety concerns).

Motorists tend to drive at higher speeds on wide streets but drive more slowly on narrower streets. Therefore, in the design of each new street, its width should be kept to the minimum necessary, taking into account lane requirements, sight distance issues, dimensional requirements of emergency response vehicles, and whether on-street parking is to be accommodated. On-street parking, vertical curbing, sidewalks, street trees, and other streetscape elements provide visual cues that encourage motorists to use caution and reduce speed. Similarly, shallow building setbacks in combination with these elements can also calm driving behavior. These streetscape characteristics are most appropriate in medium and higher density neighborhoods and in activity centers. In lower density neighborhoods, not all of these streetscape elements are appropriate and therefore other measures, such as network configuration, must be taken to affect desired driving behavior.

In the case of existing streets, a combination of greater enforcement and traffic-calming interventions may be required. Proper posting of the speed limit and enforcement of the posted speed limit is generally the most effective means of reducing speeding. But due to limited manpower, it is not always feasible to enforce the posted speed limit at all times

of the day on a consistent basis. To overcome this limitation, traffic calming devices may be installed to limit vehicle speeds and reduce cut-through traffic.

Traffic calming involves changes in street alignment, installation of barriers, and other physical measures to reduce traffic speeds and/or cut-through volumes, in the interest of street safety, livability, and other public purposes. Traffic calming includes a wide array of techniques. The simplest and among the best involve narrowing the perceived driving area by placing buildings and trees close to the edge of the street. Similarly, the presence of sidewalks and on-street parking will encourage drivers to use greater caution and therefore drive more slowly.

V. DOWNTOWN SPRINGVILLE

Most everyone for miles around has been to Downtown Springville. It is the heart of the community, and has a positive reputation throughout the region. This was the place the people of Springville traditionally went to buy the goods and services they needed, to renew acquaintances, and to conduct important transactions. But today, much of that has changed. While other business areas have developed elsewhere in the city, Downtown Springville's mix of businesses and charming main street environment have sustained the district. However, various challenges have limited downtown merchants' ability to weather the loss of just a few, but highly popular, businesses and activities and to achieve a higher level of success.

Downtown Springville is located within a National Register and locally designated historic district surrounded by historic residential neighborhoods. The downtown historic district includes many contributing historic buildings, both residential and commercial. Several buildings have been attractively refurbished while others are in need of some structural repair or cosmetic improvement.

The revival of Downtown Springville requires a coordinated effort on behalf of the City and downtown merchants and property owners to overcome shared obstacles. Through a systematic process, local people have come together, reviewed their values, and set some goals for themselves and their community. They are intent on putting creative ideas to work. They realize they must address all the factors of downtown success together, rather than just some of them individually.

Most view the historic commercial buildings along Main Street densely clustered around its intersection with Robinson Street as "downtown". However, it is important to recognize the commercial development southwest along Main Street as a part of Downtown Springville as well and to apply similar policies and efforts toward its improvement. This segment of Main Street is a critical entryway into downtown and provides greater opportunities to improve downtown's economic development and address its functional needs, such as parking. Therefore, the following downtown plan elements address these areas as well.

Planning for downtown revitalization is just one small part of the process. The key to success lies in coordinated *action* on several fronts. The planning process generated interest and public understanding of what must be done throughout the community to assure success in downtown. There are no easy solutions. Revitalization requires investment—of time, effort, capital and political will on the part of the community.



DOWNTOWN REVITALIZATION CONCEPT



The Downtown Revitalization Concept provides further detail to the Citywide Comprehensive Plan in regard to Downtown Springville. Just as public and private decision-making within downtown will have an effect on the city, so will decision-making at the citywide scale affect the potential for successful revitalization of downtown.

Planning for Downtown Springville proceeded simultaneously with preparation of the Citywide Comprehensive Plan during which an assessment of downtown's market opportunities was performed. Business and property owners, City representatives and other downtown stakeholders met on April 16, 2008 to review the recommendations of the market

study and discuss potential physical and organizational improvements to strengthen downtown's economic future. A town meeting held on April 22, 2008 focused specifically on Downtown Springville, allowing a broader group of participants to provide additional input into the downtown planning process.

The strategy for Downtown Springville is based on the opportunities highlighted in the downtown market study, the values of citizens and downtown stakeholders and the responses they shared with one another during planning meetings. From these discussions arose a revitalization concept composed of policies intended to shape future decision-making by both public and private sectors regarding investment in downtown. Decisions affecting citywide development inherently affect downtown and are also considered here.

Revitalization Policies

Downtown Springville is the core of the city; and as such, it should be a major focus of the local economy. For example, downtown should serve as the symbolic center of the community—the center of community pride. It should be an active center of the local commercial economy. Downtown Springville and its surroundings should have a positive image, one that gives a good impression of life in the community. Fitting to its role within the community, downtown should retain civic activities and be a social, retail and service business center that displays its heritage proudly.

At the same time, Springville residents say downtown should provide a positive, "hometown" image for residents and visitors alike. It should be a place to enjoy—to walk, window shop, see their friends and neighbors, and spend money. The appearance of downtown should indicate that the needs of customer and client come first. After all, people want their patronage to be respected, and this is demonstrated when merchants and service providers obviously care about and maintain the place of business.

Downtown should have a peaceful and tranquil feeling. Yet, at the same time, it should have quality merchandise and economic vibrancy.

The following is a checklist to help keep the essentials continually in front of decision makers—so everyone will know how their actions are supposed to work together to improve the quality of the core of the community.

PROMOTE AND MAINTAIN AN ATTRACTIVE IMAGE OF DOWNTOWN

Objective: Enhance the gateways and image corridors leading into Downtown Springville

- *Transform Highway 174/Marietta Road into an attractive entry corridor into Downtown Springville in concert with proposed capacity improvements.*
- *Ensure quality investment and reinvestment in properties fronting Highway 174 and Main Street.*
- *Improve the streetscape along Main Street from Highway 174 to the First United Methodist Church, including new lighting (consistent with design and quality of street signs), street trees and other landscaping.*
- *Install uniform wayfinding signage along Main Street directing patrons to public and/or shared parking areas as they develop over time.*
- *Consider opportunities, over the long term, to bury or move overhead lines off of Main Street.*
- *Expand local historic districts where possible to protect downtown's edges*

Objective: Provide and maintain high quality public facilities.

- *Provide public facilities and services to stimulate and support appropriate economic development.*
- *Keep streets, parking lots and sidewalks in good, clean condition.*
- *Improve and maintain street lighting in good condition to ensure an attractive, safe appearance in downtown at night.*
- *Maintain and enhance the appearance of public buildings.*
- *Coordinate, manage and promote convenient off-street parking facilities for downtown patrons and employees.*

Objective: Provide and maintain an appropriate appearance and use of open, vacant and unimproved properties.

- *Use a consistent but rich palette of plant materials that are appropriate to the compact, mixed use character of downtown.*
- *Use appropriate plant materials and lighting to accentuate access to buildings.*
- *Choose plant materials that are durable and require light maintenance.*
- *Maintain all plant materials to maximize their effectiveness.*

Objective: Encourage the use of attractive and effective displays and signs.

- *Encourage downtown store window displays that are well designed, maintained and changed frequently.*
- *Encourage owners and tenants to use signs of appropriate size, content and location for the scale and character of downtown, which may include flat wall signs, blade signs, and awning signs.*

MAKE DOWNTOWN EASILY AND SAFELY ACCESSIBLE

Objective: Maintain and support legible traffic patterns for safe and efficient travel throughout the city.

- *Promote the use of simple, coordinated, attractive and informative signage for all major destinations in the city.*
- *Enhance the streetscape of downtown, especially along the principal commercial highways through the city.*
- *Promote land use patterns that contribute to the efficiency of the street system.*
- *Maintain Highway 11/Main Street as a two-lane road by diverting through traffic to Interstate 59, to the degree practicable, and by providing greater connectivity in the surrounding street network for local traffic.*

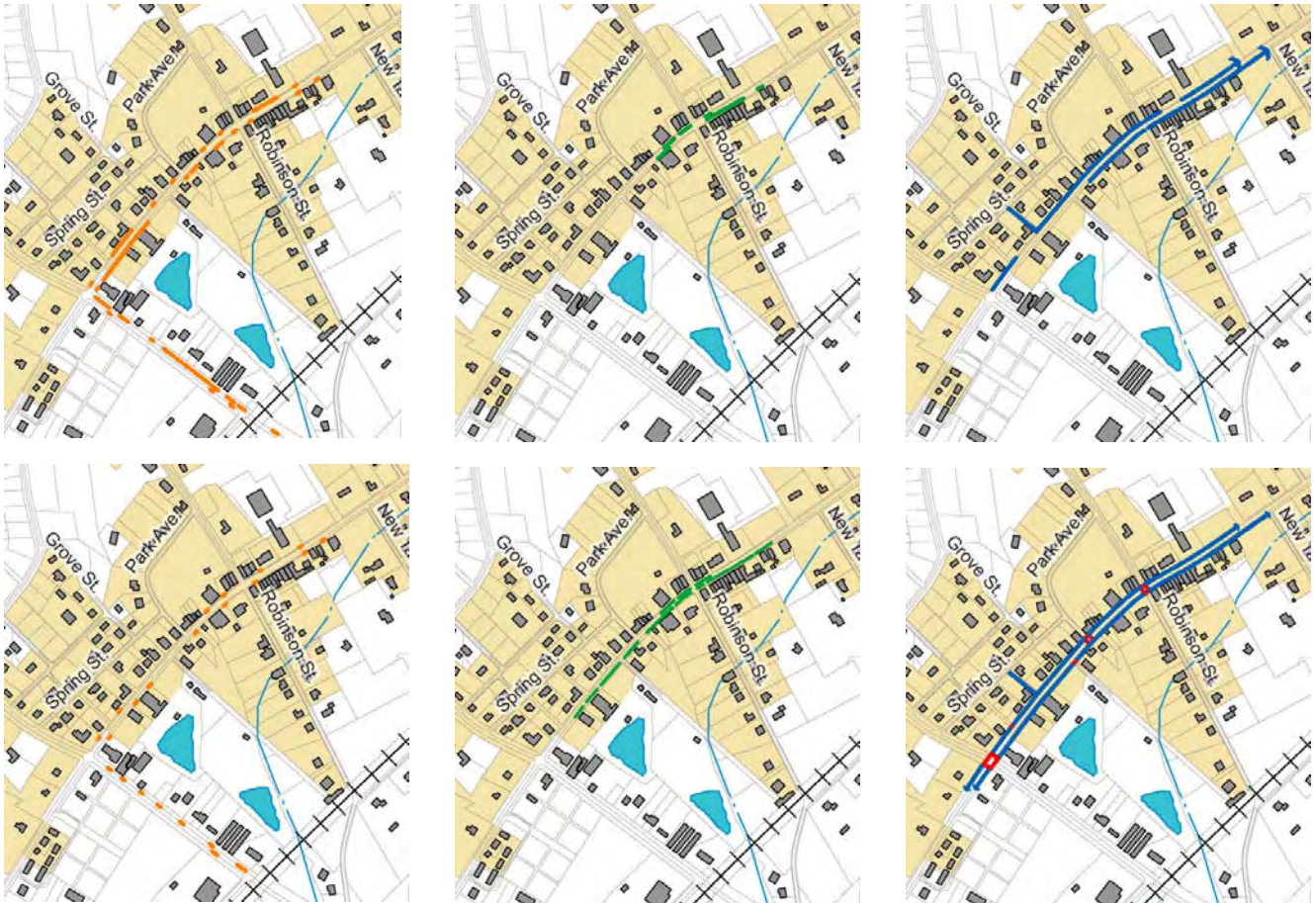
Objective: Provide a safe, welcoming environment and enjoyable downtown experience for pedestrians.



Installation of “marked” sidewalk across parking/driveway area along Main Street.

- *Place buildings close to the street and sidewalk to create an environment conducive to walking, window shopping and use of on-street parking. Infill development and redevelopment should be designed in this manner, consistent with historic patterns. When side or rear parking is made available, existing buildings that are set back behind parking may be expanded toward the street to conform with historic patterns.*
- *Maintain streets and sidewalks in attractive, safe condition. Extend existing sidewalks to the curb to provide a more generous window shopping environment, removing narrow grass strips in exchange for regularly spaced street trees to provide shade.*
- *Narrow the travel lanes along Main Street to slow traffic and to allow for streetscape improvements, while providing sufficient width for local delivery trucks. Install bulb-outs at intersections for traffic-calming and to reduce pedestrian crossing distance.*
- *Ensure a continuous sidewalk system within and around downtown that provides convenient, safe access between downtown and its adjacent neighborhoods, institutions and business areas. In the short term, “mark” sidewalks where gaps occur due to parking and driveway configuration, especially along Main Street.*

- *Minimize conflicts between vehicles and pedestrians. Provide a buffer between pedestrians and traffic by extending on-street parking on south side of Main Street to near Aderholdt Road. Encourage the use of alleys and shared driveways for access to parking and loading areas to reduce driveway cuts along the sidewalk.*
- *Install crosswalks along Main Street to increase safety and comfort for pedestrians. At the intersections of Aderholdt Road, Old Talladega Road and Park Avenue, crosswalks should extend across the side street (parallel to Main Street). At Highway 174 and Robinson Street, crosswalks should extend across each of the four sides of the intersection.*
- *Provide sidewalks well suited to the walking patterns of customers, employees and visitors, including those with special access needs, such as the elderly and handicapped.*
- *Install low scale street lighting directed to the sidewalk along Main Street to ensure a safe, attractive appearance after dark.*
- *Provide access to downtown for all residents, regardless of special access needs.*



Existing (top) and proposed (bottom) curb cuts along Marietta Road and Main Street.

Existing (top) and proposed (bottom) on-street parking along Main Street.

Existing (top) and proposed (bottom) sidewalks and crosswalks on Main Street.

Figure 5.1: Downtown Streetscape Improvements

DOWNTOWN SPRINGVILLE REVITALIZATION CONCEPT



Figure 5.2: Illustrative plan of Downtown design improvements and revitalization opportunities

Downtown Design Improvements

- Improve Main Street, while maintaining it as a two-lane road
- Infill available properties with new buildings placed close to the sidewalk; expand existing buildings into street front parking lots when rear or side parking is made available
- Reduce size and number of curb cuts by transitioning to shared, rear, and cross street access
- Limit parking to side or rear of buildings with access between adjacent lots
- Narrow travel lanes to 12 feet to slow traffic, create more on-street parking, and allow for streetscape improvements
- Build bulb-outs at intersections to reduce vehicular speeds; narrow pedestrian crossing distance; and create new space to “green” the streetscape
- Install street lighting of similar style and quality to “historic” street signs
- Assess opportunities to move overhead utilities to rear of lots if space is made available or move underground (long term)

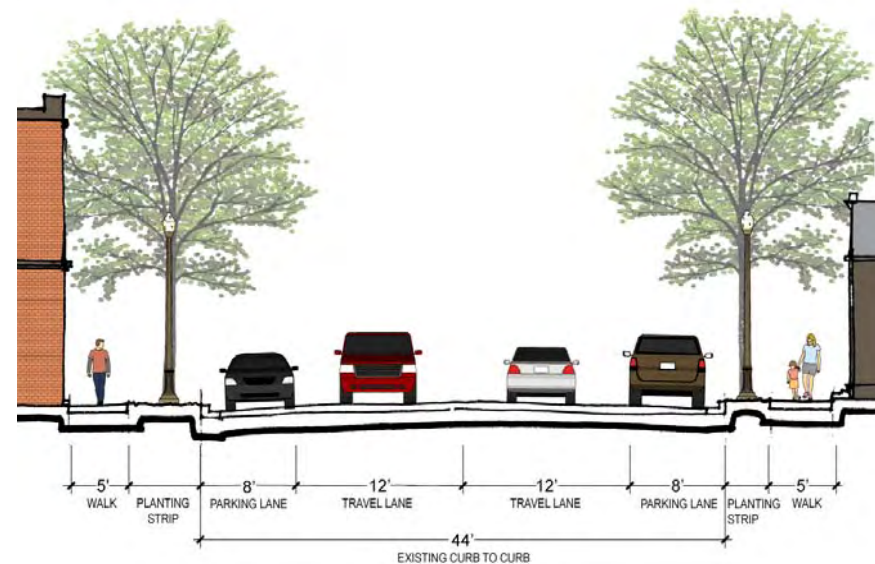


Figure 5.3: Recommended cross-section for segments of Main Street with existing curb-to-curb width of approximately 44 ft.

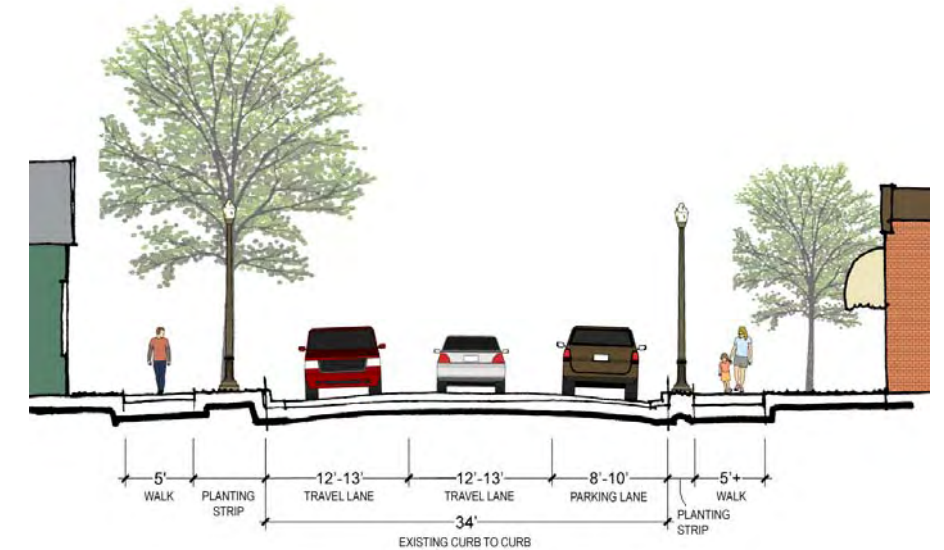


Figure 5.4: Recommended streetscape cross-section for segments of Main Street with existing curb-to-curb width of 34 ft or more.

Objective: Organize downtown parking to create a “park once” downtown environment.

- *Reduce the size and number of driveways/curb cuts along Main Street to maximize on-street parking opportunities.*
- *Provide rear access, access from side streets, shared driveways and cross access between properties.*
- *Acquire property and/or easements to develop shared or public parking managed by the City.*
- *Manage downtown parking as a limited resource to maximize efficiency in the use of existing space and to ensure an adequate future parking supply.*
- *Design and landscape parking lots to maximize parking capacity, to enhance physical access to buildings and to provide shade from the summer sun.*
- *Provide wayfinding signage along Main Street leading to public parking areas.*

Objective: Provide adequate loading zones for service and delivery vehicles.

- *Locate loading zones at the rear of buildings wherever possible to minimize truck parking and loading conflicts with traffic flow along Main Street.*
- *Coordinate garbage pick-up system for businesses without rear loading zones.*

SUPPORT AND MAINTAIN A VITAL COMMERCIAL ENVIRONMENT

Objective: Promote planned development patterns that contribute to commercial vitality.

- *Concentrate the types of commerce in the areas of the city indicated in the Citywide Plan to avoid widespread scattering of business and undesirable competition between Downtown Springville and other business areas in the community.*
- *Encourage clustered land use patterns that support business vitality. Avoid scattered and strip commercial development downtown and around its edges to maintain a compact and distinct downtown area.*
- *Promote higher residential densities near downtown, and lower densities further away to create a strong customer base within easy walking distance of downtown and to provide housing opportunities near businesses and services for older residents.*

Objective: Promote Downtown Springville, its businesses and activities that contribute to a healthy business environment.

- *Build on the already strong reputation of Downtown Springville through confident promotion. Coordinate joint advertising among downtown retailers.*
- *Create an organization specifically for downtown property and business owners, as a part of the Chamber of Commerce, the Historic Commission, or on its own.*
- *Coordinate business hours, especially between businesses that benefit from customer traffic generated by one another.*
- *Grow and promote businesses and activities downtown that cater to visitors to Homestead Hollow, including lodging.*

- *Hold and promote regular community activities in Downtown Springville, especially family-oriented events.*
- *Transform the open space around the Spring into a community events space, such as an amphitheater.*
- *Encourage the development of a venue capable of hosting civic events, parties, weddings, etc.*
- *Encourage merchants to use current, yet proven downtown merchandising techniques.*



Objective: Assemble an appropriate and diverse mix and pattern of uses, businesses and activities in the downtown area.

- *Place retail and consumer-oriented service businesses in downtown street level spaces. Encourage office uses and other supportive commercial activities at the edges of downtown (or in upper floors). Provide assistance to relocate businesses and activities that do not benefit from or contribute to the downtown's desired economic structure.*
- *Support development and expansion of local business in appropriate locations.*
- *Promote the use of upper stories of existing buildings for office uses and other business support functions or dwellings.*
- *Recruit and encourage the types of business investment for each of the three downtown development zones recommended in the downtown market study.*
- *Retain City and institutional uses, such as the library and local churches, in and around Downtown Springville.*



Figure 5.5: Downtown Development Zones

Downtown Development Zones

The following highlights investment and reinvestment opportunities for Downtown Springville described in the downtown market study.

Development Zone 1	Development Zone 2	Development Zone 3
<p><i>Economic Focus:</i> Supplement existing shopping and dining offerings to attract out-of-town visitors and to meet the needs of area residents</p> <p><i>Opportunities:</i></p> <ul style="list-style-type: none"> • Eclectic, “wander around” general store offering one-of-a-kind items and everyday household and food products • Architectural antique galleries, interior design and home décor stores, “authentic” hardware store • Cafes, lunch restaurants, coffee shop • Hiking, biking, outdoor products store • Clothing (esp. women’s apparel and accessory stores), furniture, toys, back yard accessories, and athletic apparel and equipment • Businesses to serve evening visitors, including high-end dining, music, and event facility 	<p><i>Economic Focus:</i> Allow for supportive business development while maintaining the integrity of the historic residential area</p> <p><i>Opportunities:</i></p> <ul style="list-style-type: none"> • Continued residency of historic homes • Professional offices that generate light traffic (medical, legal, financial, design, etc.), including live-work arrangements and home occupations • Bed and breakfast inns • Tea rooms and similar unique restaurants 	<p><i>Economic Focus:</i> Provide an attractive gateway into downtown and provide for the commercial needs of commuters and area residents</p> <p><i>Opportunities:</i></p> <ul style="list-style-type: none"> • Furniture and home furnishings stores • Business and home office suppliers • Apparel and clothing accessories stores • Children-focused stores • National retail and light commercial/office business

CONCLUSION

The downtown revitalization concept is designed to build on the spirit of the people of Springville, their history and their successes. The intent is to capitalize on the spirit of the city, to build upon the traditions embodied in its downtown in combination with its location and setting. The concept gives physical expression to the downtown vision and provides a general, overall framework for revitalization. Implementation of the concept is discussed further in Chapter VII Plan Implementation.

VI. PLAN IMPLEMENTATION

As stated in the Introduction, the major theme of this Comprehensive Plan is to take charge of the image and character of the city of Springville. The city has prepared this plan as a guide to decisions regarding land use, development and conservation, zoning and capital improvements. The plan is also intended to help Springville residents, property owners, merchants, builders, and developers invest in the city by providing a reasonable expectation of its future physical character.

The city's Comprehensive Plan is to be carried out through a combination of direct public and private investment, public decisions by the City Council, Planning and Zoning Commission and other public boards and commissions. The plan's recommendations will

Comprehensive Plan Implementation Strategy:

1. *Keep the public sector focused*
2. *Get the private sector interested and involved*
3. *Get other agencies playing on our team*
4. *Take direct action with our own money*
5. *Shape the actions of others with good laws*
6. *Provide incentives for others to take the lead*
7. *Use every power and dollar to support the plan*

be translated into action through revision and continued administration and enforcement of the Zoning Ordinance, Subdivision Regulations and other regulations, through an access management program in cooperation with other agencies, through budgeting and capital improvement programming and empowerment of community and neighborhood organizations and volunteers, and through public and private decisions in support of planned annexation.

Springville is a municipal corporation, formed under powers granted by the State of Alabama. The city has used its grant of the police power to adopt and enforce growth and development regulations. The city has used its taxation power to plan for and implement a budgeting system that includes capital investments for infrastructure facilities and services that it uses to help shape growth and development. All of these tools will continue to be used together to shape Springville in accord with the city's Comprehensive Plan. The Implementation Action Agenda, included as an Appendix, provides an outline of the short-to-medium term actions essential to carrying out the Comprehensive Plan.

PUBLIC INVESTMENTS

Throughout the planning process, the need for specific public investments to support implementation of the Citywide and Downtown Strategic Concepts has arisen. These may be divided into several categories, including: greenways and sidewalks; parks and open space; municipal facilities for City administration and fire protection and police services; transportation; and downtown revitalization. Following are brief descriptions of the overall intent for each category and a list of the specific projects and or studies. It should be noted that project lists will change from year to year as implementation continues. The

intent is that the listings be updated regularly for use during the City's annual budgeting process. Citywide recommendations are shown in Figure 6.1 and those particular to Downtown Springville in Figure 6.2:

Gateways

Physical improvements are recommended at the entrances into the community as described in the Citywide Strategic Concept. The City has installed attractive gateway signage at the city limits along Highway 11. Similar signage and landscaping improvements are recommended along Highway 174 and the other locations identified in the Public Investments map. The scale and extent of design improvements should vary from location to location, appropriate to their context.

Gateway improvements at I-59 may incorporate wayfinding information directing visitors to the city's historic districts, the downtown business district, and Homestead Hollow. Improvements along Marietta Road/Highway 174 should involve more than just signage and landscaping. Between Main Street and I-59, Marietta Road should be improved visually, as well as functionally, during the proposed widening project. Gateways in rural or residential locations, such as north along Murphree's Valley Road, may be much simpler, yet just as effective – an attractive welcome sign placed strategically to emphasize to motorists the sublime view of the community from up on the mountain. Gateways need not be located at city limit lines but instead should be located where they take advantage of the better features of the community, whether manmade or natural.

Greenways and Sidewalks

During the planning process, Springville residents expressed a desire for more pedestrian accessibility throughout the city. A comprehensive, primary citywide sidewalk and trail system is shown on the Public Investment map.

The intent of developing a citywide greenway and sidewalk system is to maximize both on- and off-road pedestrian access between the city's neighborhoods and destinations such as Downtown Springville, local schools, and parks and recreational facilities. Because many of the city's existing neighborhoods were built without sidewalks (and in some cases, have little room to retrofit sidewalks), greenways that include off-road pedestrian trails, will be an important element in meeting the community's accessibility goals.

Sidewalks and trails are more than just amenities that offer opportunities for exercise and recreation. They contribute to a safer environment. Such connections provide a safe alternative to children driving or being driven to school or sports and recreational activities, which also has the added benefits of lessening congestion on Highway 11, reducing driving demands on parents (scheduling and fuel costs), and promoting a healthier, more active lifestyle. And, for Downtown Springville, sidewalks are an essential component of a successful, main street shopping and dining environment.

Public Investments

Greenways and Sidewalks

- Acquire land or easements and develop greenways for pedestrian and bicycle access and recreation
- Build sidewalks in critical areas (adjacent to schools) and expand network outward in later phases

Parks and Open Space

- Acquire land for and build additional sports facility in east Springville
- Enhance city park and walking trail adjacent to downtown
- Improve Spring property for community events

Municipal Facilities

- Expand, relocating as needed, facilities for City administrative and police functions
- Construct new fire station in east Springville

Transportation Improvements

- Widen Marietta Rd./Hwy. 174 and interstate bridge, install traffic signal at four way stop (Hwys. 11 and 174)
- Improve sidewalks, on-street parking, lighting and landscaping on Main Street/Hwy. 11
- Extend, realign and connect existing roads around four-way stop and middle school
- Add turn lane on Hwy. 11 at Middle School

Downtown Revitalization

- Acquire and develop public or shared parking areas with landscaping and lighting
- Install signage along Main Street for public parking areas
- Improve Main Street, sidewalks, and crosswalks
- Improve Spring property

Because there are few existing sidewalks and trails, the City must act strategically to begin developing an effective pedestrian system. Priorities must be established to encourage construction of facilities initially that will have the greatest benefit and that will lay out a logical foundation for future expansion. High priority connections, such as sidewalks adjacent to the Elementary and Middle School, are indicated on the Public Investment map and should be incorporated project by project into annual budgets. Meanwhile, streets built as part of new subdivisions and commercial developments should be required to include sidewalks when they are of medium or higher density and/or are located close to Highway 11, Downtown Springville, schools, or parks. Similarly, the City may require easements or dedications in new subdivisions that allow the City to develop an interconnected off-road trail network.

Parks and Open Space

The City currently maintains a sports complex on Village Springs Road/Camp Road, a small neighborhood park off Mountain Drive, and a small civic park with a walking trail near downtown. Springville, as its population increases, will need more parks and open space for both passive recreation and sports. The city's sports facilities are near capacity

and now must use the fields at Springville High School (County) for community soccer and football games. A combination of exactions from new development and capital improvements by the City will be necessary to meet the City's parks and open space goals.

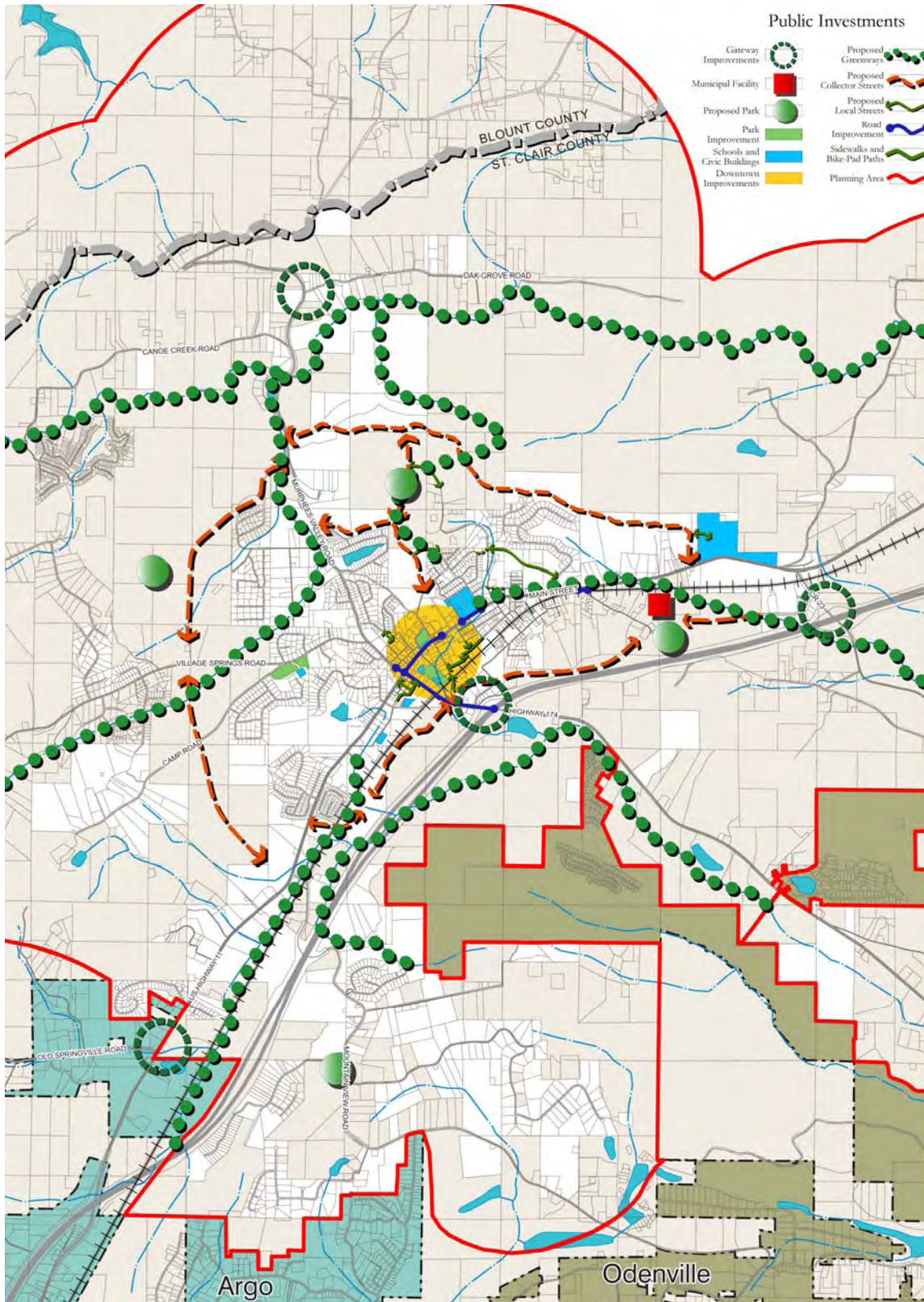


Figure 6.1: Public Investments Map

As indicated in the Citywide Strategic Concept and Future Land Use maps, the City should seek out opportunities for new parks and open space in conjunction with future development. These general locations, also shown in the Public Investments map, are intended to create a distribution of city parks throughout the growing community and to assure proximity to residential growth areas. Park and recreation sites should be considered with regard to how they can be physically connected to adjacent development through sidewalks and trails as described in the previous section. Specific parks and open space investments include the following:

- *A new citywide sports facility should be centrally located or located to the east (to balance the existing complex in the western part of the community) with reasonable access to Highway 11 and other streets.*
- *The City already has plans to improve access and parking for the city park and walking trail on Old Talladega Road. The City may also expand this site by acquiring land to the north, which would provide a greater connection with the Main Street business area.*
- *In addition to their accessibility functions, greenways can also accommodate passive recreational activities – jogging, hiking, canoeing, horseback riding, cycling, picnicking, etc. Greenways can be created on already subdivided land by acquiring conservation easements along creeks and flood prone areas. One such opportunity is along the stream that connects the Spring and walking trail downtown.*

The City also has the unique opportunity to improve an existing municipal property for recreational use – the Spring. Various configurations are possible that would allow the City to incorporate additional parking and rear access for abutting commercial properties while landscaping and providing seating around the natural amphitheater of the Spring property. The Spring can not be opened unless the City converts to a filtered drinking water system; however, the Spring and associated appurtenances can be creatively landscaped and incorporated into the design of the site to host special outdoor community events. Repositioning of the historic building that is proposed to be used as a welcome center and historic commission office may be needed.

Municipal Facilities

City Hall is ideally located in Downtown Springville. However, the city’s administrative and police functions have quickly run out of room in their current buildings. City departments are distributed among three buildings. City Hall houses the core administrative functions of the City. The police department, council chambers and municipal court are collocated across the street from City Hall. The third building houses the utilities, public works and building and zoning departments. The City is quickly outgrowing the two historic buildings downtown, meanwhile taking up space that might otherwise be used for downtown businesses. While it is preferable that the City’s administrative functions stay in or near downtown, there are few existing buildings or vacant properties able to accommodate all of the City functions that are ideally located



together – office of the mayor, city clerk and administrative staff, the council chambers, municipal court, building and zoning department, etc. The Public Investments map (Figure 6.1) indicates one possible site for relocating City Hall and the Police Department, though other sites may be equally desirable.

The Springville Fire Department provides fire suppression and prevention services, emergency response, disaster assistance and issues involving technical rescue and homeland security. At the same time, the population and service area have both increased. The Department operates out of a main station on Walker Drive, west of downtown, and another station on Mountain View Drive in southwestern Springville.

To maintain desired response times for fire and emergency medical services and to support the city’s desirable fire insurance ratings—ISO Class 3—it is recommended that the department establish a third station in the northwestern part of the community, as noted on the Public Investment map. This general location meets several fire station placement criteria, including ISO Standards, desired response times, 1.5 mile travel radius, and suitability to adjacent land uses.

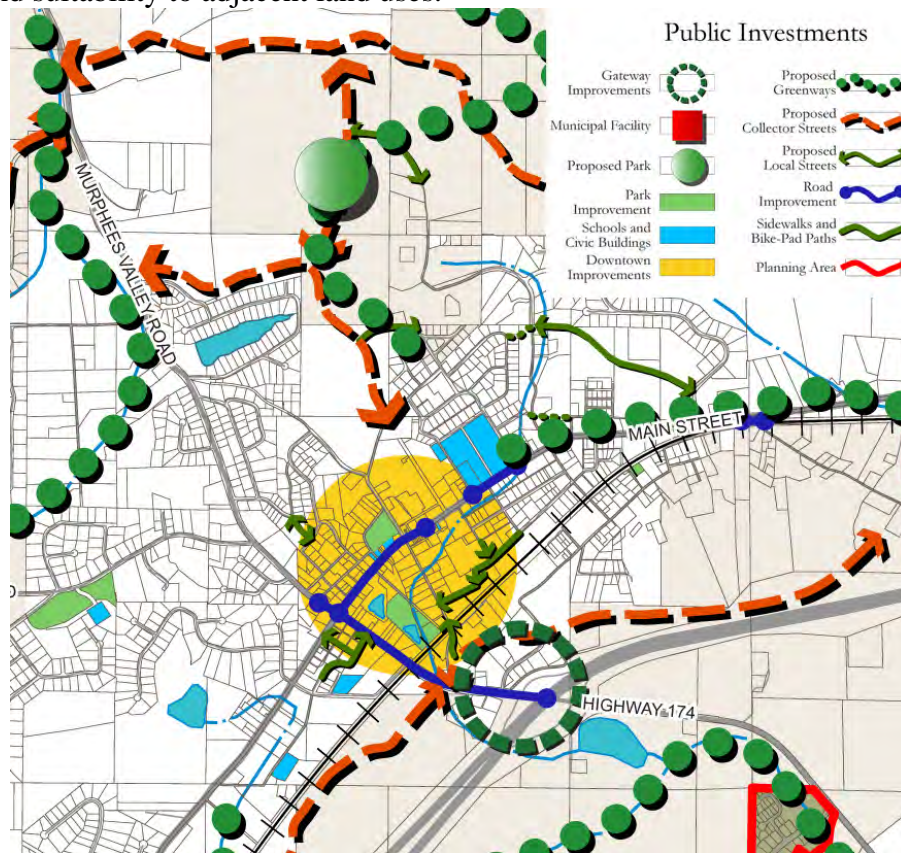


Figure 6.2: Public Investments in and around Downtown Springville

Transportation Projects

To achieve the city's desired levels of accessibility and mobility, given anticipated local traffic increases and in a manner supportive of the Citywide and Downtown Strategic Concepts and development patterns associated with the Future Land Use map, will require implementation of roadway system improvements noted in Chapter IV of this



plan and the city's 2008 Master Street Plan. These improvements, including new connector roads, widening of Marietta Road, and streetscape improvements to Main Street, are also shown on the Public Investment map. Implementation of access management standards on state routes will require cooperative preparation and implementation of an access management plan with the Alabama Department of Transportation.

Downtown Revitalization

Public investments will be needed to implement the Downtown Strategic Concept. Several of those have been described previously in this chapter – parking, lighting, sidewalk and landscaping improvements along Main Street, improvement of the Spring property for community events, and relocating City Hall. Another important investment for downtown is the acquisition of property or easements to create interconnected rear accesses and public parking behind buildings on Main Street. There are several opportunities for these improvements on the south side of Main Street, as described in Chapter V. Wayfinding signage along Main Street directing visitors to public parking will be needed to ensure maximum benefit as well as appropriate paving, lighting, and landscaping improvements associated with the access ways and parking. Landscape screens, which may include a combination of hedges and fencing, between parking areas and adjacent residential areas also must be considered.

GROWTH AND DEVELOPMENT REGULATION

Several of the key elements of the city's development management system—such as the zoning ordinance and map, subdivision regulations, sign regulations and landscape regulations, among others—are based on the police power. Together, the elements of this system address land use, site planning, the size and location of buildings and other structures, aesthetics and signage. Each of these regulations protects the health, safety and welfare of the community—the so-called “valid public purposes” of the municipality—and the appropriate enabling authority in each case. Each must also respect the principles of due process of law, non-discrimination in their application, profitable use of land, freedom of speech, and the special concerns associated with balancing individual costs against anticipated public benefits.

Zoning Ordinance and Map

Springville has adopted and enforces a zoning ordinance to regulate development within districts as shown on the city’s zoning map. The Comprehensive Plan and its Future Land Use Map should not be confused with the Zoning Ordinance and Zoning Map. The Comprehensive Plan has been prepared as a *guide* to public and private investment in land development and infrastructure. In contrast, the *zoning ordinance* is a regulatory tool used by the city to influence and direct development of the community in ways that reflect the direction and desired form called for in the Comprehensive Plan. The following table highlights the differences:

Comprehensive Plan	Zoning Ordinance
○ <i>Provides general policy guidance</i>	○ <i>Provides specific regulations</i>
○ <i>Describes conditions desired in the long term – not necessarily existing or recommended use(s)</i>	○ <i>Describes what is and what is not currently allowed today</i>
○ <i>Includes recommendations that involve other agencies and groups</i>	○ <i>Deals with development issues under city control</i>
○ <i>Intentionally flexible to allow responses to changing conditions</i>	○ <i>Fairly rigid, requires formal amendment to change</i>
○ <i>General land use categories</i>	○ <i>Zoning districts</i>
○ <i>General land use locations</i>	○ <i>Parcel-specific designations</i>

In addition, planned developments, requiring preparation and approval of overall master development plans and similar modifications in accord with the Comprehensive Plan, are intended to allow innovative approaches to development, in recognition of the fact that livability—and good design—cannot be legislated, but can be encouraged.

As a part of the plan implementation system, Springville intends to revise the Zoning Ordinance and Zoning Map to reflect and incorporate the land development policies of this plan as appropriate to time, place and circumstances. The following elements are recommended to enhance the Zoning Ordinance to better implement the land development policies of the Comprehensive Plan:

- *Improve format to make it more user-friendly; put on City website*
- *Incorporate past amendments into body of ordinance*
- *Establish an institutional zoning district; limit size/intensity of "places of assembly" in residential zoning districts*
- *Establish overlay district for Highway 174/Main Street*

- *Include conservation subdivisions as permitted uses in single-family zoning districts*
- *Establish separate zoning district for attached single-family residential (townhouses)*
- *Establish a build-to line requirement in the B-3 Downtown Business District*
- *Consolidate redundant business zoning districts*
- *Incorporate and update landscape ordinance (buffering, screening, and parking lot landscaping requirements) into Zoning Ordinance*
- *Incorporate planning and design criteria in planned development districts*
- *Revise parking regulations to encourage shared parking in non-residential districts*
- *Update access management regulations to suit functional classification/design speed of roads*



Conservation Subdivisions are used to preserve critical green infrastructure features (e.g. creeks, wetlands, and steep slope areas), especially those, that if developed, can cause irreversible harm to the environment or community. The conservation subdivision approach allows a developer to achieve the same net number of residential units – that would otherwise be allowed on the site in accordance with zoning requirements – while preserving critical natural areas on the property as common open space, which may then be enjoyed by homeowners.

Subdivision Regulation and Public Works Standards

Springville intends to revise the Subdivision Regulations to reflect and incorporate, as appropriate, the land development policies of this plan. Alabama courts have long recognized the importance of subdivision regulation to the implementation of city Comprehensive Plans. For example, in *Roberson v. City of Montgomery*, 233 Sp. 2d 69, 72 (Ala. 1970), the Alabama Supreme Court determined that,

Unlike zoning, subdivision regulations relate to a systematic and orderly development of a community with particular regard for streets, parks, industrial and commercial undertakings, civic beauty and other kindred matters properly within the police power.

The Springville Comprehensive Plan establishes a means for meeting the city’s goal to create neighborhoods of distinct character, consistent with the community’s historic development and “green infrastructure”. The plan sets up a logical framework to accommodate growth while preserving the community’s strongest assets. It also establishes standards for various design elements appropriate to context. Infrastructure requirements and design standards should not be uniform across the entire planning jurisdiction. Instead, the city’s physical elements should take their cue from a

combination of natural site characteristics and existing and planned development patterns. For example, in the case of street networks, the right-of-way width, alignment, number and size of the travel lanes and edge treatments – including drainage improvements, lighting, buffer areas, street trees and pedestrian facilities – should suit the land, the intensity of development, and anticipated land uses.

The city’s green infrastructure includes surface water resources, floodways and floodplains, wetlands, steep slopes, parks and protected areas, and tree canopy. Development should consist of land uses, character and overall gross densities as called for in the plan to recognize and respond appropriately to those resources and conditions. Through the use of planning and design standards geared toward that area and its resources, the city’s Subdivision Regulations can help implement the Springville Comprehensive Plan.

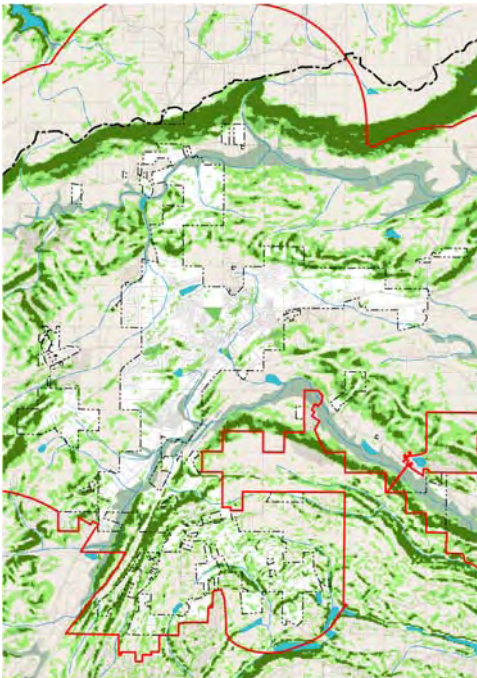


Figure 6.3: Green Infrastructure Map

It is generally recognized that all open space is not equal, and that open space is not simply the space left over between the buildings once development is complete. There should be a reason for each open space (e.g., resource protection or passive recreation), a high degree of accessibility and good connectivity of its parts for the benefit of the public and wildlife. This argues strongly for placing open space and natural resource protection standards in the subdivision regulations rather than relying solely on zoning requirements, for it is in the act of subdividing that open space may be secured or lost.

By placing concerns for green infrastructure and open space early in the order of design, the intentions of the Comprehensive Plan more likely will be met. Open space can be used to improve natural drainage and infiltration, which better protects resources when incorporated as the preferred strategy, prior to property being set out for development.

The following elements are recommended to enhance the Subdivision Regulations in order to better implement the land development policies of the Comprehensive Plan:

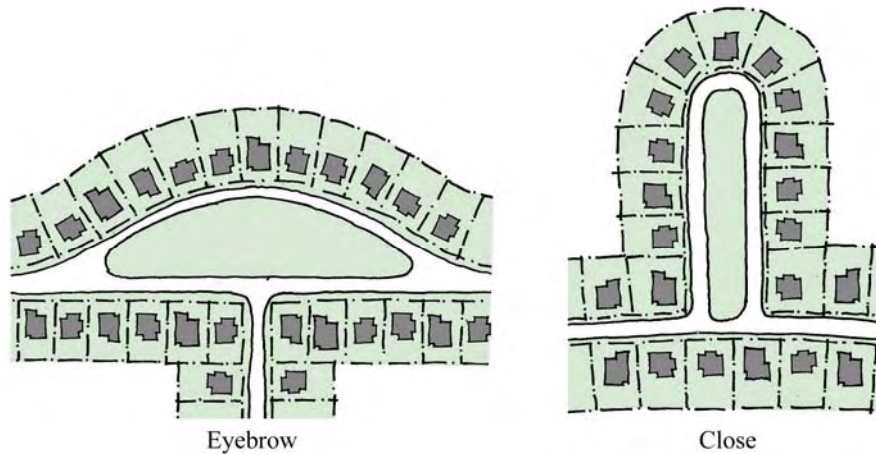
- *Improve format to make it more user-friendly; put on City website*
- *Require intensive engineering submittals only in final plat*
- *Move engineering design and construction standards (drainage, street design and construction, utilities, fire hydrants, etc.) into a new Public Works Manual*
- *Incorporate development review criteria (see following) to assist review of applications by the Planning and Zoning Commission*

Additional Development Review Criteria

Development criteria for activity centers and neighborhoods may be added to the development management system during amendment of the Zoning Ordinance and Subdivision Regulations. The following will be considered during those processes.

Green Infrastructure Management. The Planning and Zoning Commission, in support of policies of the Comprehensive Plan should consider use of a checklist such as the following during the review process for all development projects requiring site plan approval:

- *Favor citywide low gross density / focused medium and higher net density development to gain useful open space, recreation opportunity and watershed protection.*
- *Require property owner association management of common open space.*
- *Design and build relatively narrow residential streets to provide an attractive, calm and safe neighborhood environment and reduce impervious surface coverage.*
- *Avoid the use of culs-de-sac except where necessary due to topography; encourage the use of alternative cul-de-sac types (such as eyebrows and closes) and pedestrian connections between adjacent culs-de-sac.*



- *Limit impervious parking area to that actually required for the intended use to help make shared parking solutions attractive. Reduce overall imperviousness of parking lots by permitting pervious materials in spillover parking areas.*
- *Require naturally vegetated buffers, including floodplains, steep slopes and wetlands, along streams.*
- *Limit clearing and grading of woodland and native vegetation to the minimum amount needed for building areas, access and fire protection.*
- *Incorporate existing vegetation into community open spaces, streetscapes, parking lot landscaping, buffers, and other open spaces, to the degree practicable. In intensive development areas, replace “lost” vegetation by incorporating new landscaping into the streetscape, community open spaces and parking lot landscaping.*

- *Incorporate native species into landscaping to reduce irrigation and maintenance requirements.*
- *Maintain all “blue line” streams at least at their current lengths.*
- *Prohibit new stormwater discharge of unmanaged stormwater into wetlands, aquifer recharge areas and critical water bodies.*
- *Slopes should be planted, in accord with an overall landscape plan, to maximize slope stability yet optimize investments of maintenance time and labor.*

Residential Development and Neighborhoods. As another example of using the policies of the Comprehensive Plan as an overall guide, the Planning and Zoning Commission should consider use of a checklist such as the following during the development review process for any *residential* development requiring a master development plan or site plan approval to encourage the development of viable neighborhoods:

- *Neighborhoods should be planned and designed appropriate to their context—to reflect their location in the community and their relation to the natural environment.*
- *Neighborhoods should be planned to conserve topography and natural drainage systems thereby reducing costs of earthwork, clearing and drainage, while maintaining the natural beauty of the site.*
- *Density should be lowest furthest from commercial centers and corridors.*
- *Outdoor places, other than private yards, should be provided in neighborhoods so that children have somewhere to play safely away from their own homes, yet nearby.*
- *At least 15% of the total site should be dedicated to pedestrian-accessible, usable open space with appropriate focal points.*
- *There should be at least one special gathering place, such as a neighborhood green or other usable community open space, provided near the center of each neighborhood. The gathering space should be pedestrian oriented, with easy vehicular and pedestrian access to all parts of the neighborhood.*
- *Neighborhoods should accommodate the access needs of motorists while providing a convenient and safe environment for pedestrians.*
- *Lots of fifty feet or less in width should have access from an alley.*
- *Streets should be interconnected to assure alternate routes for residents and emergency response and to diffuse automobile traffic.*
 - *Higher density residential neighborhoods should have a more connected street network with shorter block lengths (500 feet or less).*
 - *Lower density residential neighborhoods require less connectivity and may have longer block lengths.*
- *Neighborhood street environments should be designed to create an attractive, appropriately-scaled and interactive public space for residents by including features such as street trees and front porches.*

- *Neighborhood streets should be planned and designed to provide a “calm” environment where drivers realize that driving fast is inappropriate. This can be achieved through a combination of the following, as appropriate to the character of the neighborhood: short block lengths, roundabouts, narrow streets, on-street parking, curb and gutter, planting strips with regularly spaced street trees, sidewalks and pedestrian-scale lighting.*
- *Sidewalks should be optional in lower density neighborhoods far from parks, schools, and commercial centers and corridors but should be provided on both sides of each street otherwise.*
- *Neighborhood sidewalks should be buffered from the street by a planting strip at least 4-5 feet wide.*
- *Pedestrian-scale light fixtures—generally twelve feet in total height—should be provided along all areas accessible to pedestrians. Tall street lights should be avoided or shielded to avoid glare on adjacent homes and minimize light pollution, especially in lower density neighborhoods further from the center of the community.*
- *Pedestrian accessibility should be enhanced through off-road linkages between culs-de-sac and adjacent streets, as well as trails within greenways or other open space systems, as appropriate.*

Commercial Development. As just one example regarding activity centers, the Planning and Zoning Commission, using the policies of the Comprehensive Plan as an overall guide, should consider use of a checklist such as the following during the development review process for any *commercial* activity center requiring a master development plan or site plan approval:

- *Building façades should be designed to provide visual interest and avoid monotony.*
- *A building’s ground floor facing a collector or arterial street should contain a minimum of 50% unobscured windows, doors or display areas.*
- *Buildings should be oriented toward sidewalks or other pedestrian circulation systems, with emphasis on directing people toward the public street system.*
- *Street frontage on existing roadways should be completed with curb, gutter and sidewalks. Sidewalks may extend to the curb but should be wide enough to include regularly spaced tree wells at the street edge.*
- *All streets should be designed to promote traffic patterns compatible with pedestrian safety and to provide direct routes between nearby destinations.*
- *Parking lots should be designed to provide through pedestrian paths, clearly identifiable by changes in material or elevation.*
- *Surface parking lots should include at least 5% of the total surface area devoted to landscaping that is distributed, designed, installed and maintained in accord with an overall plan approved by the Planning and Zoning Commission.*
- *Surface parking lots containing 50 or more spaces should be divided into smaller areas separated by a building or a group of buildings or by landscaped areas planted with trees and at least 10 feet wide.*

Accessibility and Access Management. The Planning and Zoning Commission, using the policies of the Comprehensive Plan as an overall guide, should consider use of the following during the development review process to assure appropriate consideration of any arterial or collector streets that may be included in the development:

- *The distance between major intersections and driveways should be sufficient to separate points of traffic conflict. As a general rule, the higher design speed of the roads involved, the further driveways should be located from intersection and from one another.*
- *Turning movements at unsignalized driveways and intersections should be restricted by limiting the use of full directional unsignalized streets and driveways. Full movement intersections should serve multiple developments through joint use driveways or cross access easements.*
- *Design standards for access spacing, the length of turn lanes and tapers, and driveway dimensions should be applied on arterials and major collectors.*
- *Traffic signals should only be installed when appropriate studies indicate their spacing and interconnection can be accomplished without significant adverse impacts on corridor capacity.*
- *Left and right turn lanes should be required for all public streets and major access points to activity centers.*
- *Joint use driveways should be required to reduce the proliferation of driveways and to preserve the capacity of arterial and collector corridors.*

KEEPING THE MASTER PLAN UP TO DATE

Comprehensive planning is often viewed as an occasional activity overseen by the Planning and Zoning Commission, whereas budget preparation and adoption is an annual responsibility of the City Council mandated by Alabama law. As a result, the Comprehensive Plan—especially one for a city whose land is under increasing market pressures—tends to become dated. The danger is that the connections between Springville’s comprehensive plan and its capital budget may tend to weaken over time. This may be remedied by coordinating an annual planning update component with the budgeting process to help the city reach its potential. Coordination of the planning and annual budget processes will increase the likelihood that city staff and residents alike will make public investment decisions in accord with the plan.

A Comprehensive Plan update included in the annual budgeting process may help the mayor and City Council better determine capital budget priorities, consider plan and development regulation amendments, and coordinate public investments toward reaching the vision set out in the plan. To coordinate Springville development policies and their implementation, each city department, board and commission (and non-city boards, commissions, agencies and other groups that may be eligible for funding assistance from

the city) should review the Comprehensive Plan and submit a report to the mayor early in the budget season, which would include the following:

- *All tasks perceived to be essential for accomplishing elements of the Comprehensive Plan during the coming year that either are or should be the responsibility of the respondent.*
- *Suggested changes in city programs – including but not limited to regulations, capital investments, operation and maintenance, and intergovernmental coordination – the respondent perceives to be in the best interests of overall plan implementation.*
- *Suggested changes in city policy toward growth and development as described in the Comprehensive Plan.*
- *Suggested changes in the respondent's responsibility or authority that would better enable implementation of any parts of the Comprehensive Plan.*
- *A preliminary budget proposal, including capital equipment and investments needed by the respondent to deal with the above, and the portion of those costs it is requested that the city bear.*

The mayor's office would collect this information for consideration in drafting a capital budget and suggested Comprehensive Plan amendments for the coming year. Following discussions with department heads and others as appropriate, the mayor's office would forward a draft capital budget and suggested plan amendments to the Planning and Zoning Commission, whose members would review it in light of the Comprehensive Plan. The Planning and Zoning Commission would report to the mayor's office the findings of its review of proposed capital investments, recommendations for plan amendments, and adjustments to development regulations.

The mayor's office would prepare a proposed capital budget and revenue forecast, presenting these to the City Council. The Planning and Zoning Commission would act, as it deems appropriate, regarding recommended changes to the Comprehensive Plan and subdivision regulations and suggest appropriate zoning ordinance amendments to the City Council. The City Council would hold hearings to discuss proposed amendments to city regulations prior to adoption.

Keeping the Comprehensive Plan up to date is an important task. Through the process described above, the plan would be refined and detailed on a regular basis through preparation and adoption of plan amendments. In this way, the plan amendment and refinement process will seem to be more or less automatic.

VII. CONCLUSION

This is a long-range plan, and change occurs in a more or less continuous manner. Neighborhoods, institutions, schools, parks and commercial and industrial centers are not developed overnight. Hence, this plan does not propose or provide “quick fix” solutions, nor should it be viewed simply as an economic development platform. Rather, this Comprehensive Plan is intended to strengthen, revitalize and optimize all aspects of life in Springville over the long term. As such, the plan must remain a living document, able to grow and change as local conditions change. To do so, it must be updated and amended on a regular basis as described in the previous chapter.

Plan implementation will take time and goodwill. Springville must strive to maintain and enhance citizen involvement in setting and implementing the community vision. City government must continue to gather other agencies, public and private, onto the same team. The city must continue to prioritize and take direct action on various recommendations of this plan by spending local tax dollars. Further, city officials must help shape the action of others with not just more regulation, but more *effective* regulation. The city must be willing to provide selected incentives to encourage others to take the lead in development activities that would further implementation of the plan’s policies. And finally, city officials must strive to use every power they have under the law in concert with every public investment they make to support plan implementation.

The Comprehensive Plan is intended to evolve and grow in response to changes in public values and changes in market and physical conditions. Only through continuing use, evaluation, detailing, reconsideration and amendment can the plan fully serve the community, and only then can the people of Springville use it fully and creatively as they seek achievement of their comprehensive vision for the community.

APPENDIX: TOWN MEETING NOTES

January 29, 2008

CITYWIDE ASSETS

- Rural setting
- Topography
- The Spring in Downtown
- Trees
- Wildlife
- Downtown
- Historic architecture
- Access to Downtown from neighborhoods
- Pedestrian access
- Proximity to larger cities
- Access to interstate
- Excellent emergency response
- Small town atmosphere
- Mostly locally owned businesses
- Park
- Friendly people
- Family oriented
- Parades
- Low crime

DOWNTOWN ASSETS

- Small town atmosphere
- Historic buildings
- Historic designation
- Sound of the train
- Quiet
- Schools
- Safe for pedestrians
- Can walk to many destinations
- Road is narrow, with slow traffic
- Good restaurants
- Ice cream shop
- Professional services
- Gas stations nearby
- Land available for development

SACRED COWS

- The “four-way stop” (repeated several times)
- The Spring
- Historic buildings Downtown
- Old Rock School
- Residential areas (no more non-residential encroachment)

ISSUES

- Not enough infrastructure accompanies new growth (repeated several times)
- Need facilities to draw people to town and enjoy “place”
- Few community entertainment facilities
- Lack of parks
- Not enough recreational amenities
- Need large sports facilities
- Not enough youth/senior amenities
- Need better library
- Street lighting
- No alternative water source
- New development using septic tanks
- Lack of paved / organized parking Downtown
- Open drainage (Highway 11)
- Drainage Downtown and at school
- Limited funding for public services
- Need to adhere to clean water act (Run-off)
- Unkempt properties
- Trash / litter (especially Highway 11)
- No recycling
- Lot sizes too small in new subdivisions
- Not enough land use buffers
- Too many metal buildings
- Four-way stop / traffic light
- Parallel streets
- Lack of street networking in new subdivisions (cul-de-sacs)
- Highway 11 substructure (ALDOT)
- Few sidewalks
- No sidewalk at high school
- No sidewalks in new subdivisions
- Need better town communication
- Argo annexation issue

OUTSIDE FORCES

- Growth and development: too much / too fast
- Expansion in adjacent communities (traffic)
- Don’t compare Springville to other cities
- ALDOT (Highway 11)
- Large/heavy truck traffic
- Growth pressure / impact on Springville
- County plans

REASONS FOR LIVING, WORKING, INVESTING IN SPRINGVILLE

- Heritage
- Historic
- Rural
- Off the beaten path
- Safe, peaceful

- Low crime
- Welcoming
- Community
- Friends
- Smallness
- Unique
- Quaint
- Family
- Residential
- Independence
- Close to job

WHAT'S MISSING FROM YOUR VISION OF THE CITY?

- Self sufficiency
- Jobs
- Grow sensitively Downtown
- Town square feel
- No more encroachment on Downtown
- Downtown infrastructure
- Diagonal parking Downtown
- Reduce speed limit Downtown (from 35 to 25)
- Sidewalks
- Service / bypass road
- Youth parks
- Youth / senior facilities
- Better library
- Tennis courts
- Swimming pool
- Farmers market
- Improved National Guard Armory
- Movie theatres
- Growth management (so students know each other)
- Additional businesses at edges / away from Downtown
- Permitting / oversight
- Keep / grow trees
- Replaced metal buildings
- Other types of housing in the right places
- Estate lots / not postage stamps
- Underground utilities
- Recycling
- Public transit (to Birmingham)
- Square up town boundaries (St. Clair Springs)
- Local control of schools