
City / County Strategic Growth Plan and Agreement

For the City of Springville and Linn County, Iowa
2003-2023

Adopted October 2003

(Recorded Copy)

Prepared by:



and



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The East Central Iowa Council of Governments is an intergovernmental council governed by a board of directors comprised of elected officials and private citizens. ECICOG was created to promote regional cooperation and to provide professional planning services to local governments in Benton, Iowa, Johnson, Jones, Linn and Washington Counties.

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PREFACE

THE CITY/COUNTY STRATEGIC GROWTH PLAN

This City/County Strategic Growth Plan between Springville and Linn County was completed as a result of an agreement between the City of Springville, Linn County and the East Central Iowa Council of Governments. This document contains information essential for planning efforts in the two-mile area surrounding Springville. It will serve as a coordinated guide for continued planning and development in order to manage growth and make the most efficient possible use of the area's resources.

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

AUTHOR'S NOTES

THE CITY/COUNTY STRATEGIC GROWTH PLAN

There is an overriding theme to this plan between Springville and Linn County. It is based on the results of the town meetings with hundreds of area residents. The overall theme of the plan involves maintaining the small-town, rural atmosphere while accommodating the projected population growth of the area. This fundamental issue is addressed throughout the plan.

Overall, the plan promotes growth in appropriate areas to protect against sprawling development and the loss of prime farmland and natural areas. It became apparent after the results of the second town meeting that citizens overwhelmingly want open space and agricultural uses preserved in the area.

The intent of the plan and resulting agreement is that new development will fit into the existing small-town, rural character of the area and that open space and prime farmland will be preserved.

THE CITY/COUNTY STRATEGIC GROWTH PLAN

Coordinated land use planning between a city and county promotes compact growth patterns in appropriate locations, reduces public infrastructure costs, and encourages the retention of viable agricultural operations and open space.

To forward these goals, the 2000 Linn County Rural Land Use Plan has called for adoption of City/County Strategic Growth (CCSG) plans and intergovernmental agreements between the County and each city in the County.

This Springville/Linn County CCSG plan and related intergovernmental agreement will provide for coordinated implementation of both the County and City Land Use Plans, specifically in Springville's fringe area. This document looks twenty years into the future, and offers a framework for appropriate growth and development during that period. By considering the impact of future development well into the 21st century, a direction can be established to guide the creation of regulatory tools such as the intergovernmental agreement, zoning ordinances, subdivision regulations, and annexation procedures.

In addition, overall goals are outlined and specific policy guidelines are recommended to achieve those goals. The plan, however, is not meant to be a strict blueprint, but rather a guide for officials in their decision-making.

THE PLANNING PROCESS

This Plan is the culmination of a six month-long planning process that involved hundreds of citizens in and around Springville in creating a vision for the area's future. The process was managed by the East Central Iowa Council of Governments through monthly public work-sessions and charettes.

Public meetings were held to establish a common vision and reachable goals for the next twenty years¹. Finally, overall goals and policies were established to achieve the stated vision.

The planning process should be an ongoing endeavor. The success of this plan will require the support of citizens as well as the City Council and Board of Supervisors. While no plan could possibly foresee every issue, the goals and strategies developed in this plan will provide flexibility for elected and appointed officials and area residents in successfully planning for the future.

¹ Descriptions of each town meeting are listed in Chapter 2 of this Plan.

CHARACTER AND OVERALL DEVELOPMENT GOALS

CHAPTER 2

PUBLIC PARTICIPATION

The crucial element in any plan is ensuring that the wishes and hopes the residents hold for their community is represented in the content of the plan. If the plan does not accurately reflect the needs and desires of area residents, the plan will have little value.

Four town meetings were held during the planning process. The first meeting was an introduction of the CCSG plan concept. The second meeting was an interactive planning session with nearly thirty residents taking part to identify a future vision for the area. The session involved four small groups (7-10 people per group) identifying and prioritizing positive qualities that need to be maintained, as well as future concerns of the area that need to be addressed. This exercise was held at the beginning of the process for two reasons:

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

Each member of each small group individually identified his or her positive qualities and future concerns on a 3x5 note card. Then, within each group, all members listed those qualities and concerns on a large sheet of paper (many replies were similar between group members and were condensed into a single quality or concern). At that point, each participant awarded points to prioritize the composite small group list of qualities and concerns using a 3 point value system. Three points were given to their highest priority; 2 points to the second highest priority and 1 point for their third highest priority. Totals were then added up to establish an overall prioritized listing for each small group's qualities and concerns.

The following page contains a composite of all four of the small group's prioritized positive qualities and future concerns².

²This is only a composite of each group's priorities. Many of the positive qualities and future concerns were condensed into an over-all quality or concern that were deemed equal. This was based on ECICOG staff's interpretation and, while reflective of the overall priorities, may or may not reflect the individual priorities of the citizens present.

The plan's appendix contains a listing of each small group's identified qualities and concerns.

Positive Qualities to be Maintained	Points
Excellent school system	48
Small town environment (friendly, quiet, etc.) with close proximity to Metro Area	38
Quality fire and rescue	16
Safe community/low crime	11
Attractive/scenic area	10
Clean environment	8
Churches	7
Community pride/strong community groups/concerned, responsible citizens	7
Variety of convenient, walkable accessible public amenities/services	6
Good highways promote growth	5
Forward thinking leadership	3
Variety of media/access to...	3
New restaurant	2
SANSI program	2
Good public infrastructure	1
Big Creek	
City parks and community events	
Good dirt (natural resources)	
Limestone quarry	
Many employment opportunities	
Mixture of ag and urban	
Natural gas	
Programs for elderly/children	
Proximity to major metro areas (Chicago/Kansas City/Minneapolis)	
Reasonable home prices	
Regional amenities	
Sense of history	
Future Concerns/Challenges to be Addressed	Points
Lack of logical growth area/no place to grow (no building lots - no industrial area)	32
Population not growing	16
School district disappearing/enrollment declining	16
Sprawling, unplanned development	15
Downtown Springville business district condition	13
Too few employment opportunities and businesses in town/no core services (doctor, etc.)	10
Unsafe entrances onto highway	9
Lack of recreation for younger residents/need more athletic fields/swimming pool	8
Lack of civic involvement	7

High taxes	6
Lack of funds from County back to City	6
Limestone quarry (location/impacts)	6
Need interchanges/ramp along 151/13	6
Large commercial farms	5
Future land use/annexation/consistency with plans	3
No local police	3
Water and sewer need upgraded	3
Affordable housing needs	2
County not supporting small towns like they support large cities	1
No direct route to downtown Cedar Rapids	1
Better County roads	

Future Concerns/Challenges to be Addressed (continued)	Points
---	---------------

Big Creek flooding	
Expansion of metro area	
Hard to afford large projects/lack of funding	
Lack of burning ordinance	
Landfill	
Loss of farmland/too much being rezoned	
No newspaper	
Property values not increasing (older part)	
Need library and community center improvements	
Sidewalks – curb and gutter	

In addition to identifying qualities and concerns, citizens at the second meeting also participated in a mapping exercise. The mapping was intended to identify resident's preferred areas for future growth or for protection from future development.

Staff then created a composite map of each small group's preferred agricultural/open space areas, preferred residential areas and preferred commercial areas. These composite maps were referenced to establish the overall Future Land Use map for the Springville two-mile planning area.

A plan was drafted and presented during the third public meeting for public review and comment. Next, the City and County held a joint planning and zoning commission meeting to establish zoning and subdivision procedures within each planning area.

Planning areas in the two-mile district were then established. The plan and agreement will ultimately be adopted by the City Council and the Board of Supervisors and filed with the Secretary of the State of Iowa and with the Linn County Recorder in compliance with Chapter 28E of the *Code of Iowa*.

P O S I T I V E Q U A L I T I E S A N D F U T U R E C O N C E R N S

Springville, located 10 miles east of the Cedar Rapids metro area, had a 2000 Census population of 1,091 residents. During the second town meeting, many residents felt the community's small-town, friendly atmosphere was its best asset along with the local school system, quality fire and rescue crews and the attractive, scenic area.

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

Many of the positive qualities and future concerns were directly related to issues taking place within the existing City limits. While the jurisdiction of this plan and related intergovernmental agreement does not cover land within the City limits, the following recommendations are designed to assist the City of Springville to successfully plan for the future. The City of Springville should:

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

To help address the issues and concerns located within the two-mile fringe-area, goals and policies are established within this plan to help assure the quality of life for current and future residents.

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

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

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

This plan and intergovernmental agreement should be used when reviewing proposed developments within the planning-area. Chapter 3 of the plan establishes areas where future development should be encouraged and areas to be preserved, as well as what development standards should be used in reviewing development proposals. Development standards may include, but are not limited to the County's Rural Land Use Plan and applicable Development Ordinances, the County's Land Evaluation and Site Assessment (LESA) system and Springville's Land Use Plan and zoning and subdivision ordinances.

The Vision

Without specific criteria for the preferred character and type of development, land use controls (intergovernmental agreements, zoning and subdivision ordinances) may not fully achieve the vision for the area. Therefore, it is important to identify the preferred vision. This begins with an overriding vision statement:

Promote growth and development in appropriate locations, while maintaining Springville's small-town atmosphere.

The establishment of goals and policies provides the opportunity to pursue growth and development where appropriate and to limit or restrict growth as necessary to achieve the vision. It is the intergovernmental agreement (contained herein) and specific development ordinances that implement the vision of the plan. As such, specific goals and policies are established in an effort to provide a clear and logical basis for future growth.

OVERALL GOALS AND POLICIES FOR THE SPRINGVILLE FRINGE - AREA

- **Allow compact, incremental development in appropriate locations.**

- 1.1 Direct new residential, commercial and industrial growth to appropriate areas as shown in the Future Land Use map. These areas should have the natural and man-made capacity to support development.
- 1.2 Establish an Urban Service Area (as defined herein) to provide sufficient land for orderly future City development.
- 1.3 Direct new low-density rural residential development to areas designated as such on the Future Land Use Map. Low-density rural residential development may be allowed in areas which are adequately served by public facilities, meets appropriate LESA thresholds as established by applicable development ordinances, are near existing rural residential and which will not infringe on neighboring agricultural operations.
- 1.4 Encourage the appropriate use of conservation subdivision/cluster design to better address open space needs and maintain the rural character of the area.
- 1.5 Require adequate facilities and services at the time of development as outlined in Chapter 3 of this plan.
- 1.6 Encourage a land use pattern which efficiently utilizes the capacity of the existing transportation system.
- 1.7 Ensure future growth areas are located within the Springville School District.

- **Protect prime farmland and viable agricultural uses.**

- 2.1 Retain agricultural land with a CSR of 65 or more in the Agricultural area, as designated on the Future Land Use Map.
- 2.2 Direct new growth away from agricultural areas, as designated on the Future Land Use Map.
- 2.3 Minimize conflicts and incompatibilities between agricultural and non-agricultural land uses.

- **Conserve natural areas and promote watershed protection.**

- 3.1 Protect fragile and critical natural resource areas, including flood plain areas, wetlands, natural prairies, wooded areas and other environmentally sensitive areas.
- 3.2 Protect and enhance the quantity and quality of potable groundwater

and surface water supplies through watershed planning and best-management practices.

- 3.3 Address drainage and stormwater management as a regional issue through best-management practices.
- 3.4 Preserve and incorporate existing mature trees into proposed developments and design streets and lots around important natural features.

- **Provide and protect community recreational and open space.**

- 4.1 Encourage the appropriate use of conservation subdivision/cluster design to better address open space needs and maintain the scenic character of the area.
- 4.2 Encourage pedestrian/bike trails and greenway linkages to existing trail systems.

- **Protect private property rights.**

- 5.1 Ensure that development regulations are reflective of and proportional to a real need.
- 5.2 Equitably balance the rights of property owners with responsibilities to adjacent property owners and the community at large.

IMPLEMENTATION

CHAPTER 3

PLAN REVIEW AND REVISION

This plan is intended to serve as a guide for land use decisions, as well as public and private development, through the year 2023. As local and regional conditions change, accordant changes to the policies and the Future Land Use Map will be required to keep the plan current.

It is recommended that the entire plan and intergovernmental agreement be carefully reviewed annually to insure that the policies and land use maps are consistent with current trends. The result of the annual review may be to recommend revisions to the policies, the Future Land Use Map, or the implementation program.

The Planning and Zoning Commission from the City and County (as well as staff) shall review the plan and identify recommended revisions and forward recommendations to the Council and Board of Supervisors respectively, which shall then make the final decision on any changes. This authority should be used with discretion, however, since much of the value of the plan can easily be lost through frequent or arbitrary changes.

I N T E R G O V E R N M E N T A L A G R E E M E N T

The fringe-area agreement between the City of Springville and Linn County, on the following pages, establishes the framework for orderly growth and development and the maintenance of the positive qualities within the planning area. By utilizing the agreement, the vision contained in this CCSG plan can be realized.

**Fringe-Area Policy Agreement
Between
The City of Springville, Iowa and Linn County, Iowa
November 12, 2003**

This Agreement is entered into pursuant to Chapter 28E of the *Code of Iowa*, by and between the City of Springville, Iowa, hereinafter referred to as "City" and Linn County, Iowa, hereinafter referred to as "County" to-wit:

Whereas, Chapter 354, *Code of Iowa*, allows the City to establish a fringe-area within two miles of the city for the purpose of reviewing and approving subdivisions, and Chapter 354 further grants the City the authority to require subdivisions within the fringe- area to adhere to the City's subdivision standards and conditions unless the City establishes alternative standards and conditions for subdivisions by means of a 28E Fringe-Area Agreement with the County; and

Whereas, it is in the interest of the City and the County to establish policies for the orderly growth and development within the two-mile extraterritorial jurisdiction of the City; and

Whereas, the City and County mutually agree that such policies are necessary to effectively and economically provide appropriate services for future growth and development.

Now, Therefore, the parties hereto, do agree for themselves and their respective successors as follows:

SECTION 1. Statement of Intent

The purpose of this agreement is to provide for the orderly and coordinated development of land, as well as to preserve the availability and use of land for agricultural production and the protection of environmentally sensitive land.

SECTION 2. Development Policies for the Fringe Area

As provided in Chapter 28E in the *Code of Iowa*, the City and County agree that each area shall have applied to it the following development policies. The areas are within the two-mile jurisdiction of the City. The policies will affect growth patterns, annexation, zoning and subdivision review, and coordination of land use regulations between the City and County. The areas are as follows:

- Area 1: Agricultural Area
- Area 2: Rural Residential Development Area
- Area 3: Urban Service Area
- Area 4: Rural Commercial Area
- Area 5: Rural Industrial Area

AREA 1: AGRICULTURAL AREA (AA)

Location: All properties located outside of the corporate boundaries of the City of Springville as shown on the Intergovernmental Agreement map as AA.

Policy: To enhance and protect the viability of agricultural operations in such areas by restricting the proliferation of non-compatible uses as established in the County's Rural Land Use Plan.

Recommended Land Uses: Agricultural
Agricultural Commercial
Limited Rural Residential
Park, Recreation and Open Space
Exclusive Uses (as defined in the County's Rural Land Use Plan)

Justification: This area is not included in the City's long-range growth plan. Land in this area is best suited for agricultural uses.

Zoning Procedure: Rezoning and Conditional Use Permit applications shall be sent to both the City and County. Review and comment by the City is required before final action by the County.

Subdivision Subdivision applications shall be sent to both the City and County.

Procedure: Final action by the City is required before final action by the County.

Minimum Levels Follow the levels of service established within this agreement for

Of Service: Agricultural Areas (AA).

Other Design Standards: Follow the County's Rural Land Use Plan and all applicable development ordinances and standards.

AREA 2: RURAL RESIDENTIAL DEVELOPMENT AREA (RRDA)

Location: All properties located outside of the corporate boundaries of the City of Springville as shown on the Intergovernmental Agreement map as RRDA.

Policy: To allow for low density, rural character residential development as established in the County's Rural Land Use Plan. (RRD2 as defined)

Recommended Land Uses: Rural Residential
Agricultural

Justification: This area is not included in the City's long-range growth plan. Land in this area is best suited for low density, rural residential development.

Zoning Procedure: Rezoning and Conditional Use Permit applications shall be sent to both the City and County. Review and comment by the City is required before final action by the County.

Subdivision Subdivision applications shall be sent to both the City and County.

Procedure: Final action by the City is required before final action by the County.

Minimum Levels Follow the levels of service established within this agreement for

Of Service: Rural Residential Development Areas (RRDA).

Other Design Standards: Follow the County's Rural Land Use Plan and all applicable development ordinances and standards.

AREA 3: URBAN SERVICE AREA (USA)

Location: All properties located outside of the corporate boundaries of the City of Springville as shown on the Intergovernmental Agreement map lying within the proposed Urban Service Area (USA) boundary, including USA Highway Commercial, USA Industrial, USA Open Space and USA Residential.

Policy: To provide sufficient land for orderly future City development.

Recommended Land Uses: Residential
Commercial
Industrial
Park and Recreation

Justification: Development in this area may impact City traffic patterns, floodplain management, and property valuations. Therefore, growth in this area should be carefully integrated with existing City developments by utilizing City standards and conditions.

This area is contiguous to the existing City limits. The development potential of the City of Springville is quantified by the population expansion of the City in recent years. Between the years 1990 and 2000, the City's population increased 2.2 percent from 1,068 in 1990 to 1,091 in 2000³. The City is expected to have approximately 1,271 residents by the year 2020.

The projected population equates to approximately 180 new residents by the year 2020. At the current people per household rate of 2.57, the City would need approximately 70 new housing units by the year 2020. At current allowable density (3 housing units per acre), plus 15 percent for rights-of-way for utilities and streets, it would take approximately 27 additional acres to meet the projected housing demand.

This does not include land for other types of uses such as commercial, industrial, recreational, etc. Factoring other land use types (including the above mentioned residential and

utility rights-of-way), the City may need an additional 50 acres of land during the life of this plan.

However, development constraints (i.e. steep slopes, wetlands, timing or sequencing of development, etc.) may prohibit building on some of the City's existing undeveloped land.

³ According to the 2000 U.S. Census

Therefore an Urban Service Area outside of the existing City limits is established to provide market flexibility and protection of the City's interests (i.e. protection of gateway entrances, traffic concerns, etc.) in regards to future growth. Annexation into the City should occur within the Urban Service Area.

The Urban Service Area is established on the Intergovernmental Agreement Map.

Zoning Procedure: Rezoning applications shall be sent to both the City and County.

Final action by the County is required before final action by the City. If the proposal calls for concurrent annexation into the City, the County then waives its right of approval authority.

Conditional Use Permit applications shall be sent to both the City and County. Review and comment by the City is required before final action by the County.

Subdivision Subdivision applications shall be sent to both the City and County.

Procedure: Final action by the County is required before final action by the City. If the proposal calls for concurrent annexation into the City, the County then waives its right of approval authority.

Minimum Levels Follow the levels of service established within this agreement for

Of Service: Urban Service Area (USA).

Other Design Follow the City's Land Use Plan and all applicable development

Standards: ordinances and standards.

AREA 4: RURAL COMMERCIAL (COM)

Location: All properties located outside of the corporate boundaries of the City of Springville as shown on the Intergovernmental Agreement map as COM.

Policy: To allow for limited commercial use to accommodate the needs of the agricultural community, rural residents and the traveling public.

Recommended Land Uses: Highway Commercial (HCSD as defined in the County's Rural Land Use Plan)
General Commercial (GCD as defined in the County's Rural Land Use Plan)

Justification: This plan supports the economic development activities of the surrounding cities by limiting commercial uses in the planning area to those that are essential.

Zoning Procedure: Rezoning and Conditional Use Permit applications shall be sent to both the City and County. Review and comment by the City is required before final action by the County.

Subdivision Subdivision applications shall be sent to both the City and County.

Procedure: Final action by the City is required before final action by the County.

Minimum Levels of Service: Follow the levels of service established within this agreement for Commercial Areas (COM).

Other Design Standards: Follow the County's Rural Land Use Plan and all applicable development ordinances and standards.

AREA 5: RURAL INDUSTRIAL (IND)

Location: All properties located outside of the corporate boundaries of the City of Springville as shown on the Intergovernmental Agreement map as IND.

Policy: To allow for limited industrial use to accommodate the needs of the agricultural community.

Recommended Land Uses: Industrial and Warehousing Exclusive Uses (as defined in the County's Rural Land Use Plan)

Justification: This plan supports the economic development activities of the surrounding cities by limiting industrial uses in the planning area to those that are essential.

Zoning Procedure: Rezoning and Conditional Use Permit applications shall be sent to both the City and County. Review and comment by the City is required before final action by the County.

Subdivision Subdivision applications shall be sent to both the City and County.

Procedure:	Final action by the City is required before final action by the County.
Minimum Levels of Service:	Follow the levels of service established within this agreement for Industrial Areas (IND).
Other Design Standards:	Follow the County's Rural Land Use Plan and all applicable development ordinances and standards.

O T H E R U S E S

Policy: While there is no plan designation for other types of uses as described below, such uses may be permitted as per the County's Rural Land Use Plan and all applicable development ordinances and procedures.

Other Uses as Defined in the County's Rural Land Use Plan: Public- and Semi-Public
Park, Recreation and Open Space
Exclusive Uses

Justification: A limited number of activities do not permit classification in the usual agricultural, residential and commercial land use categories. Proposals for these uses shall revert to the County's Rural Land Use Plan and all applicable development ordinances and procedures.

Zoning Procedure: Rezoning applications shall be sent to both the City and

County. In the Urban Service Area, the City retains zoning approval authority and final action by the County is required before final action by the City. In all other Area Designations, review and comment by the City is required before final action by the County. If the proposal calls for concurrent annexation into the City, the County then waives its right of approval authority.

Conditional Use Permit applications shall be sent to both the City and County. Review and comment by the City is required before final action by the County.

Subdivision Subdivision applications shall be sent to both the City and County.
Procedure: Final action by the City is required before final action by the County.

Minimum Levels Of Service: Follow the County’s Rural Land Use Plan and all applicable development ordinances and procedures.

Other Design Standards: Follow the County’s Rural Land Use Plan and all applicable development ordinances and standards.

REVIEW AND APPROVAL AUTHORITY

The following table contains the zoning and subdivision responsibilities for Springville and the County within each area.

Review and Approval Authority*					
Area Designations	Rezoning Procedure		Subdivision Procedure		Government standards to be followed
	City	County	City	County	
Agricultural Area (AA)	Review	Approval	Approval	Approval	County

Rural Residential Development Area (RRDA)	Review	Approval	Approval	Approval	County
Urban Service Area (USA) including Residential, Commercial, Industrial and Other Uses as defined	Approval	Approval**	Approval	Approval**	City
Rural Commercial Area (COM)	Review	Approval	Approval	Approval	County
Rural Industrial Area (IND)	Review	Approval	Approval	Approval	County
Other Uses***	Review	Approval	Approval	Approval	County

* As described within each area under Section 2 of this agreement. In all Area Designations, Conditional Use Permit applications shall be sent to both the City and County. Review and comment by the City is required before final action by the County.

** If the proposal calls for concurrent annexation into the City, the County then waives its right of approval authority.

***For all area designations except "Urban Service Area"

MINIMUM LEVELS OF SERVICE

The following tables contain the minimum levels of service expected at the time development occurs.

Area Type and Requirements	Agricultural Areas (AA)				
	Limited Rural Residential w/ Cluster	Limited Rural Residential w/o Cluster	Agricultural Commercial	Park, Recreational and Open Space	Exclusive Uses
WATER					
Municipal					
Centralized	X				
Individual Well		X			
Site and Use Dependant			X	X	X
WASTEWATER					
Municipal					
Centralized *					
Onsite		X			
Site and Use Dependant	X		X	X	X
TRANSPORTATION					
Class A County Road					
Class A County Road within ¼ Mile of Hard Surface Road	X	X			
Class A County Road within ½ Mile of Hard Surface Road			X		
Entrance onto a Hard Surface Road					X
Entrance onto a Paved Road					
Site and Use Dependant			X	X	X
FIRE PROTECTION					
5 mile Radius to a Fire Station	X	X		X	
2.5 mile Radius to a Fire Station			X		X
COUNTY DESIGN CRITERIA					
	X		X		X

* Centralized sewage systems and on-site sewage systems shall conform with the minimum standards shown in the County's Development Regulations and shall be maintained by the property owner in conformance with the requirements of the Linn County Health Department and the Iowa Department of Natural Resources.

Area Type and Requirements	Rural Residential Development Areas (RRDA)		Urban Service Areas (USA)		
	Residential w/ Cluster	Residential w/o Cluster	Residential	Commercial	Industrial
WATER					
Municipal			X	X	X
Centralized	X				
Individual Well		X			
Site and Use Dependant					
WASTEWATER					
Municipal			X	X	X
Centralized *					
Onsite		X			
Site and Use Dependant	X				
TRANSPORTATION					
Class A County Road					
Class A County Road within ¼ Mile of Hard Surface Road	X				
Class A County Road within ½ Mile of Hard Surface Road		X			
Entrance onto a Hard Surface Road					
Entrance onto a Paved Road					
Site and Use Dependant			X	X	X
FIRE PROTECTION					
5 mile Radius to a Fire Station	X	X	X		
2.5 mile Radius to a Fire Station				X	X
COUNTY DESIGN CRITERIA					
	X				

* Centralized sewage systems and on-site sewage systems shall conform with the minimum standards shown in the County's Development Regulations and shall be maintained by the property owner in conformance with the requirements of the Linn County Health Department and the Iowa Department of Natural Resources.

Area Type and Requirements	Rural Commercial Areas (COM)		Rural Industrial Areas (IND)	Other Uses**
	General	Highway		
WATER				
Municipal				
Centralized				
Individual Well				
Site and Use Dependant	X	X	X	X
WASTEWATER				
Municipal				
Onsite				
Centralized				
Site and Use Dependant	X	X	X	X
TRANSPORTATION				
Class A County Road				
Class A County Road within ¼ Mile of Hard Surface Road				
Class A County Road within ½ Mile of Hard Surface Road				
Entrance onto a Hard Surface Road		X		
Entrance onto a Paved Road			X	
Site and Use Dependant	X	X	X	X
FIRE PROTECTION				
5 mile Radius to a Fire Station				
2.5 mile Radius to a Fire Station	X	X	X	X
COUNTY DESIGN CRITERIA				
	X	X	X	X

** Revert to the County's Rural Land Use Plan and all applicable development ordinances and procedures.

SECTION 3. Administrative Policies

Growth management within the fringe area of the City of Springville affects both the City and the County. There is a clear need for coordination and joint administration of development policies in this area. To that end, the City and County agree to the following procedures for administration of land use regulations.

1. Correspondence between authorized representatives of the City and County.

The City may appoint, from time to time, an authorized representative to coordinate activities with County officials. The City shall provide a written notice of the authorized Representative's name, title, address and telephone number, and the extent of his/her authority to act on behalf of the City for the coordination of land use regulations. The County's authorized representative is the Planning and Development Director or his/her designee.

These representatives may establish practical guidelines for the transmission of information, coordination of activities and documentation of decisions as they may affect this agreement.

2. Subdivision plats received by the County

Persons proposing subdivisions as affected by this agreement shall submit plats and all necessary application materials to the County in accordance with County requirements and regulations. The County shall review all plats.

When required by this agreement, the applicant will also submit plats and necessary application materials to the City. Within sixty (60) days from submission, the City's Planning and Zoning Commission will forward a recommendation of favorable or unfavorable comment to the City

Council. Within thirty (30) days of the City's Planning and Zoning Commission action, the City Council will forward their final action to the County. Failure of either City entity to comply with the above time frame shall be deemed a waiver of any objection to the application; however, this time frame shall be extended no more than 30 days upon initiation of the dispute resolution process as provided in section 3.8.

When required by this agreement (i.e. the Urban Service Area plan designation), the County Planning and Zoning Commission, within sixty (60) days from submission, will forward a recommendation of favorable or unfavorable comment to the Board of Supervisors. Within thirty (30) days of the County's Planning and Zoning Commission action, the Board of Supervisors will forward their final action to the City. Failure of either County entity to comply with the above time frame shall be deemed a waiver of any objection to the application; however, this time frame shall be extended no more than 30 days upon initiation of the dispute resolution process as provided in section 3.8.

Applicants may request a joint consultation with the City and County authorized representatives to determine probable requirements for subdivision approval. A record of this meeting shall be presented to both the City and County planning commissions. This meeting is meant to be informational only, and will not bind the City Council, Board of Supervisors, or either Planning and Zoning Commissions.

3. Rezoning requests

Rezoning applications shall be submitted to the County. Where required by this agreement, rezoning applications, maps and related information shall be promptly forwarded to the City for review and action as defined herein prior to the County Planning and Zoning Commission consideration. Within sixty (60) days from submission, the City's Planning and Zoning Commission will forward a recommendation of favorable or unfavorable comment to the City Council. Within thirty (30) days of the City's Planning and Zoning Commission action, the City Council will forward their recommendation to the County. Failure of either City entity to comply with the above time frame shall be deemed a waiver of any objection to the application; however, this time frame shall be extended no more than 30 days upon initiation of the dispute resolution process as provided in section 3.8.

When required by this agreement (i.e. the Urban Service Area plan designation), the County Planning and Zoning Commission, within sixty (60) days from submission, will forward a recommendation of favorable or unfavorable comment to the Board of Supervisors. Within thirty (30) days

of the County's Planning and Zoning Commission action, the Board of Supervisors will forward their final action to the City. Failure of either County entity to comply with the above time frame shall be deemed a waiver of any objection to the application; however, this time frame shall be extended no more than 30 days upon initiation of the dispute resolution process as provided in section 3.8.

4. Conditional Use Permits

Conditional Use Permit applications shall be submitted to the County. The applications and related information shall be promptly forwarded to the City for review and action as defined herein prior to the County Planning and Zoning Commission consideration. Within sixty (60) days from submission, the City's Planning and Zoning Commission will forward a recommendation of favorable or unfavorable comment to the City Council. Within thirty (30) days of the City's Planning and Zoning Commission action, the City Council will forward their recommendation to the County. Failure of either City entity to comply with the above time frame shall be deemed a waiver of any objection to the application; however, this time frame shall be extended no more than 30 days upon initiation of the dispute resolution process as provided in section 3.8.

5. Advance notification of annexation

The City will provide written notification to the County of all anticipated annexation requests no less than ten (10) days before Council approval. The notice will identify the property to be annexed, and describe any requested amendment to the agreement resulting from the annexation. The County shall respond to any request for amendment to this agreement. In addition, the County shall have the right to comment on the annexation request.

In addition, the City shall provide details of the provision of infrastructure to the area to be annexed, along with a corresponding timeline for such work to be completed.

6. Exchange of information on land use regulations.

The City shall provide the County's representative with current copies of the City's zoning and subdivision ordinances, maps, and all other land use regulations. The County shall provide the City's representative with current copies of all County land use standards and regulations, including the plan and all applicable ordinances and codes.

7. Effective periods and updating the provisions of this agreement.

This agreement shall become effective upon acceptance and execution by both parties, and shall be in effect for twenty (20) years after the date of execution of this agreement. This agreement shall be automatically renewed unless the County or the City objects to such renewal prior to the renewal date.

The agreement may be modified and extended by the written consent of both parties. The Urban Service Area may be modified, but only after considering actual and projected growth of the City, planned infrastructure improvements and other factors affecting future growth of the City.

8. Disputes.

If the City and County are in conflict over a proposed subdivision, rezoning or other matter which affects this agreement, a review committee appointed by the City Council and Board of Supervisors shall be established to negotiate a resolution. The committee shall be comprised of one member each of the City Council and Board of Supervisors, one member each of the City and County Planning and Zoning Commissions, and one staff member of each respective local government. Within thirty (30) days of the committee's appointment, a proposed solution will be recommended to the City Council and Board of Supervisors for approval. If no resolution is achieved, the findings of the review committee shall be forwarded to the City Council and Board of Supervisors.

9. Appeal of review or disapproval

When application is made for approval of a proposed development subject to this Agreement, either the applicant or a second governing body which also has jurisdiction for approval, may be aggrieved by any of the following:

1. The requirements imposed by a governing body as a condition of approval.
2. The denial of the application.

If the proposed development is disapproved by a governing body, such disapproval shall state how the proposed development is objectionable. The applicant has the right to appeal, within twenty days, the failure of the governing body to issue final approval of the proposed development.

Either the applicant or an aggrieved governing body has the right to

appeal to the district court within twenty days after the date of the denial of the application or the date of the receipt by the applicant of the requirements for approval of the proposed development. Notice of appeal shall be served on the governing body in the manner provided for the service of original notice pursuant to the rules of civil procedure. The appeal shall be tried de novo as an equitable proceeding.

10. Termination of agreement.

This agreement may be terminated by either the City or County by submitting a written notice of termination to the other party no less than thirty days before the end date of this agreement.

11. Execution and recording of this agreement.

This agreement shall be filed with the Secretary of the State of Iowa and with the Linn County Recorder in compliance with Chapter 28E of the *Code of Iowa*.

SIGNED: _____
Chair, Linn County Board of Supervisors

ATTEST: _____
Linn County Auditor

Date Signed: _____

SIGNED: _____
Mayor, City of Springville

ATTEST: _____
Springville, City Clerk

Date Signed: _____

PLAN APPENDIX

GLOSSARY OF PLANNING TERMS

Amenity: A natural or created feature that enhances the aesthetic quality, visual appeal or makes more attractive a particular property, place or area.

Annexation: To incorporate a land area currently outside of the existing city limits into a municipality, with a resulting expansion in the boundaries of the municipality.

City of Springville/Linn County
City/County Strategic Growth Plan

Buffering: A common planning tool used to minimize negative impacts between neighboring uses. Buffering can include open space, landscaped areas, fences, walls, berms or any combination thereof to physically separate or screen one use or property from another.

Built Environment: Artificially created fixed elements, such as buildings, structures, devices and surfaces, that together create the physical character of an area.

Contiguous: Having a common boundary, next to, abutting or touching an adjoining property.

Density: The number of housing units or structures allowed per unit of land.

Design Standards: A set of guidelines defining parameters to be followed in site and/or building design and development. Can also be used to define standards for infrastructure improvements as well.

Development: The physical construction of buildings and/or the preparation of land. Development activities include: subdivision of land; construction or alternation of structures, roads, utilities and other facilities; installation of septic systems; grading; and clearing of natural vegetative cover (with the exception of agricultural activities).

Environmentally Sensitive Land: An area with one or more of the following characteristics: (1) steep slopes, (2) flood plain, (3) soils with high water tables including wetlands and wetlands transition areas, (4) soils that are highly erodible or subject to erosion, (5) land incapable of meeting percolation requirements, (6) stream or river corridor, (7) mature stands of native vegetation, and (8) habitats of endangered species.

Fringe-Area Agreement: *See Intergovernmental Agreement.*

Goal: Description of a future desired state of affairs for the community. Goals are the broad public purposes toward which policies and programs are directed. Generally, more than one set of actions (objectives) may be required to achieve each goal.

Growth Management: A wide-range of techniques used in combination to manage or influence the amount, type, location, density, timing and/or rate of growth. Growth management objectives often form the backbone of a comprehensive plan. Techniques used to execute growth management policies may include: zoning and subdivision ordinances, capital improvements, design standards and designation of future growth or urban service boundaries.

Implementation: Carrying out or fulfilling plans and proposals.

Incremental Design: Method of development to maintain small-town

atmosphere and reducing sprawl by utilizing compact, contiguous growth to existing development.

Infill Development: The development of new housing or other buildings on scattered vacant sites in a built-up area. Infill development takes pressure away from the fringe-area of a community and allows growth to occur where infrastructure (streets, sewer, water, etc.) is already in place.

Infrastructure: Public services and facilities needed to sustain residential, commercial, industrial and all other types of development activities. Infrastructure includes, but is not limited to sewage disposal systems, water supply systems, drainage systems, roads, parks, sidewalks, trails, schools, libraries, fire, police, emergency, medical facilities and public works facilities.

Intergovernmental Agreement: (28E Agreement) A legal document binding two or more governmental units or agencies to act in certain, cooperative ways. The term is most often used in a planning context to refer to shared or delegated responsibility to review development proposals and/or to recognize adopted plans and policies of the governmental units or agencies. For example, the City of Springville and Linn County will adopt a 28E agreement which requires each entity to provide materials on development proposals within certain geographic areas for the other entity to review and comment upon. Also called fringe-area agreements.

Issues: Points of debate, discussion or dispute in the community that are identified in a local plan and are dealt with by the plan's goals, policies and objectives.

Land Use: A description of how land is occupied or utilized. Land use types typically include: various types of residential, commercial, industrial, agricultural, and public uses.

Land Evaluation and Site Assessment (LESA): The County's numerical system that measures the quality of farmland, generally used to help select tracts of land to be protected or developed.

Objective: Individual accomplishments which, taken together, will enable the local government to achieve stated goals.

Open Space: Any parcel or area of land or water that is essentially unimproved and devoted to an open space use for the purposes of (1) the preservation of natural resources, (2) outdoor recreation (active or passive), or (3) public health or safety. Land used for the managed production of resources (farming, etc.) is typically not considered open space. Also called green space.

Plan: The formulation and graphic representation of the means to reach a desired end, as well as the act of preparing a plan (community input, research

and analysis). A plan is a written and graphic analysis of a desirable and feasible pattern of growth with goals and objectives to best serve the residents of the local government. A plan should be based on the input of the community as well as data and extensive research. Final product can be called a master plan, general development plan or comprehensive plan. In this document, Plan shall mean the City/County Strategic Growth Plan between the City of Springville and Linn County, Iowa.

Policy: Statements of government intent for which individual actions and decisions are evaluated.

Strategy: Tasks which may be taken to achieve stated goals and policies.

Urban Sprawl: Uncontrolled growth, usually low-density in nature, in previously rural areas and some distance from existing development and infrastructure.

RESULTS OF THE SECOND TOWN MEETING

Small Group Results

Group #1 Positive Qualities to be Maintained	Points
Own school system	9
Small town with close proximity to CR/Marion	9
Safe community	6
Variety of accessible public amenities	5
Variety of media/access to...	3
Beautiful fringe-area	2
SANSI program	2
Big Creek	
Clean air	
Friendly people willing to help	
Know your neighbors	
Many employment opportunities	
Programs for elderly/children	

Group #1 Future Concerns/Challenges to be Addressed	Points
Lack of funds from County back to City	6
Need interchanges/ramp along 151/13	6
School district disappearing	6
Need on/off ramp for Springville on 151	5
Too few employment opportunities and businesses in town	5
Future land use/annexation	3
No place to swim	3
County not supporting small towns like they support large cities	1
Lack of buildable land within the City limits	1
Big Creek flooding	
Consistency with land use plans (Linn County and Springville)	
Lack of growth	
Loss of farmland/too much being rezoned	
No local police	
Sewer availability may limit growth	

Group #2 Positive Qualities to be Maintained	Points
Attractive/scenic area	8
Excellent school system	8
Churches	7
Safe community	5
Quality fire and rescue	4
Forward thinking leadership	3
Small town environment (friendly/quiet)	3
New restaurant	2
Concerned, responsible citizens	1
Convenient to Cedar Rapids/Anamosa/Mount Vernon	1
Local services convenient, walkable	1
Accessible/walkable for kids	
Four lane highway	
Limestone quarry	
Low crime	
Natural gas	
Parks	
"Pull together" community	
Reasonable home prices	
Senior housing	

Group #2 Future Concerns/Challenges to be Addressed	Points
Lack of civic involvement	7
Limestone quarry (location/impacts)	6
Population not growing	6
Sprawl development	6
Unsafe entrances onto highway	4
Not enough police protection	3
Not planned growth	3
Water and sewer need upgraded	3
Lack of core services (doctor, dentist, etc.)	2
Downtown buildings need facelift	1
Lack of recreation for younger residents	1
Growth of community/industrial area in the middle of town	
No newspaper	
Property values not increasing (older part)	

Group #3 Positive Qualities to be Maintained	Points
Small town atmosphere/near large job market	11
Good school system	9
Small town living near good highways	8
Community pride	5
Good highways promote growth	5
Good fire protection	2
Good public infrastructure	1
Strong community groups	1
Big Creek	
City parks and community events	
Good dirt (natural resources)	
Low crime	
Regional amenities	
Sense of history	

Group #3 Future Concerns/Challenges to be Addressed	Points
School enrollment decline	10
High taxes	6
Lack of logical growth area (no building lots – no industrial area)	6
Urban sprawl	6
Large commercial farms	5
Need more athletic fields	4
Not enough jobs in town	3
Affordable housing needs	2
Hard to afford large projects	
Lack of burning ordinance	
Lack of federal and state funds for business/infrastructure	
Landfill	
Need library and community center improvements	
No local police protection	

Group #4 Positive Qualities to be Maintained	Points
Good Schools	22
Good fire and rescue	10
Clean environment	8
Proximity to Cedar Rapids	6
Infrastructure (roads)	
Mixture of ag and urban	
Open Space	
Proximity to major metro areas (Chicago/Kansas City/Minneapolis)	
Quiet area	

Group #4 Future Concerns/Challenges to be Addressed	Points
Downtown Springville business district condition	12
Lack of residential lots	11
Lack of growth	10
No industrial/commercial lots	9
Landlocked – no place to grow	5
No direct route to downtown Cedar Rapids	1
Better County roads	
Expansion of metro area	
Sidewalks – curb and gutter	

POPULATION DATA

Springville's Population (U.S. Census)

1960	1970	1980	1990	2000	2003
785	970	1,165	1,068	1,091	(no data)

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

Springville Population Projections							
W & P (as share of projected County Growth)	1,068	1,091	23	1,219	128	1,326	107
FLC (as share of projected County Growth)	1,068	1,091	23	1,225	134	1,348	123
ECICOG***	1,068	1,091	23	1,115	24	1,140	25
ECICOG****	1,063	N/A	N/A	1,325	N/A	N/A	N/A

* W & P (Woodes and Poole Economists)

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

*** ECICOG's projection is based on a steady 2.2 % increase each census

****1993 Projection from the City's 1993 Land Use Plan

- 2.2 % Increase in population since 1990
- Population loss in the 1980's mirrors the State's population loss during that time
- Population increase in the 1990's is less than the average in the ECICOG region [8 %]
- 23 new residents from 1990 to 2000
- Projected population by the year 2020: 1,271 (average of first three projections)