



# COMMUNITY PLANNING ASSISTANCE TEAMS

## Rediscover Historic Downtown Spanish Fork

Implementation Strategies to Promote Business, Heritage, and Community

Downtown Spanish Fork  
Spanish Fork, Utah  
Final Report  
September 2015



**American Planning Association**

*Making Great Communities Happen*





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### Spanish Fork CPAT Project Webpage

Please visit:  
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The Appendix to this report can be accessed at [planning.org/communityassistance/teams/spanishfork](http://planning.org/communityassistance/teams/spanishfork)



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# EXECUTIVE SUMMARY

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Historic Downtown Spanish Fork is at the cusp of a renaissance for the 21st century. As Spanish Fork has grown by more than 200 percent in the last two decades, downtown's original center has faded from the community's attention as a preeminent destination to a place most often seen from behind the wheel as people are driving through. In recent years, private and public investments were concentrated outside of the Historic Downtown, leaving the modest, locally owned shops of Main Street to sustain their businesses with few resources at hand.

But all is not lost. Historic Downtown Spanish Fork has what no other commercial strip has—its own history, identity, and sense of place that cannot be fabricated elsewhere.

Historic Downtown holds over 250 years of history from the explorations of Escalante and Dominguez to the recent grand opening of SeGo Lily Soap. The original downtown neighborhoods contain early pioneer homes and Main Street has examples of architecture built in every decade since the 1880s. Vistas of the mountains, visits to the public library, and shopping at hometown businesses continue to bring in residents, new and old, from around Utah County.

From May 10 to 14, 2015, the American Planning Association's (APA) Community Planning Assistance Teams (CPAT) program worked with hundreds of community members including area residents, merchants and property owners, visitors from nearby cities, community organizations, and city leaders to hear about the vision people have for the future of Historic Downtown and to craft recommendations that advance a collective vision. Additionally, for months leading up to the workshop, the CPAT reviewed planning documents, conducted surveys, discussed comparable downtowns and projects, and interacted with local residents and businesspersons over the phone in an effort to better prepare for the weeklong workshop. In the end, the team recommended 12 implementation strategies with specific steps necessary to catalyze revitalization and rediscovery of Spanish Fork's gem, the Historic Downtown. The recommendations are as follows:

**Recommendation 1—Target, recruit, and maintain a variety of commercial uses in Historic Downtown:**

Develop a recruitment strategy and materials for targeting desirable businesses and venues for the Historic Downtown.

**Recommendation 2—Diversify housing types in Historic Downtown:**

Create a housing strategy that illustrates the desired vision for "Living in Historic Downtown Spanish Fork".

**Recommendation 3—Capitalize on key infill development opportunities:**

Analyze the highest and best use for city-owned parcels within the Historic Downtown core, most specifically the site at 400 North and Main Street, and reposition these properties for infill development as the real estate market ripens.

**Recommendation 4—Preserve and enhance buildings in the historic commercial core:**

Encourage and incent rehabilitation of existing commercial buildings along Main Street.

**Recommendation 5—Create design standards and guidelines for development:**

Develop code revisions and/or design guidelines that strengthen Spanish Fork's architectural heritage and diversity.

**Recommendation 6—Organize promotional events and Merchants Alliance:**

Organize, promote, and hold regular events specific to Historic Downtown Spanish Fork merchants and restaurants.

**Recommendation 7—Produce Historic Downtown brochure and walking map:**

Develop a simple brochure for Historic Downtown Spanish Fork with map and directory of businesses, public parking locations, and fun facts or history of the area.

**Recommendation 8—Establish 'Downtown Facilitator' staff position:**

Establish a primary point of contact to monitor its growth and liaise with business owners, community, and additional partners.

**Recommendation 9—Develop, design, and construct a linear park and cultural heritage program:**

Develop a multifaceted Spanish Fork Heritage Trail to reconnect the community to its history and to physically connect people walking and bicycling to and through Historic Downtown.



**Recommendation 10—Redesign and construct a safer Main Street:**

Redesign the Main Street right-of-way and pursue funding to construct a street that prioritizes local needs by advancing a safer, business-friendly Spanish Fork Main Street.

**Recommendation 11—Improve parking conditions:**

Improve parking conditions by clearly striping on-street parking, increasing side-street parking supply and updating off-street parking policies.

**Recommendation 12—Implement a sign program for parking, community identity and wayfinding:**

Design and install signs in Historic Downtown Spanish Fork to identify the district, direct drivers to parking, and provide wayfinding for visitors.

These recommendations, which address key challenges, as well as opportunities for Spanish Fork, should be considered as the start of a framework for community reinvestment in Historic Downtown. The recommendations will spur on the desired transformation and preservation of Spanish Fork’s past, gracefully ushering in a new century of development and commerce for families to enjoy for decades to come. This report presents the team’s findings, observations, and recommendations for the residents and stakeholders of Spanish Fork, Utah.

# MAIN STREET: RECOMMENDED PLAN

115, US6, NORTH MAIN COMMERCIAL DISTRICT

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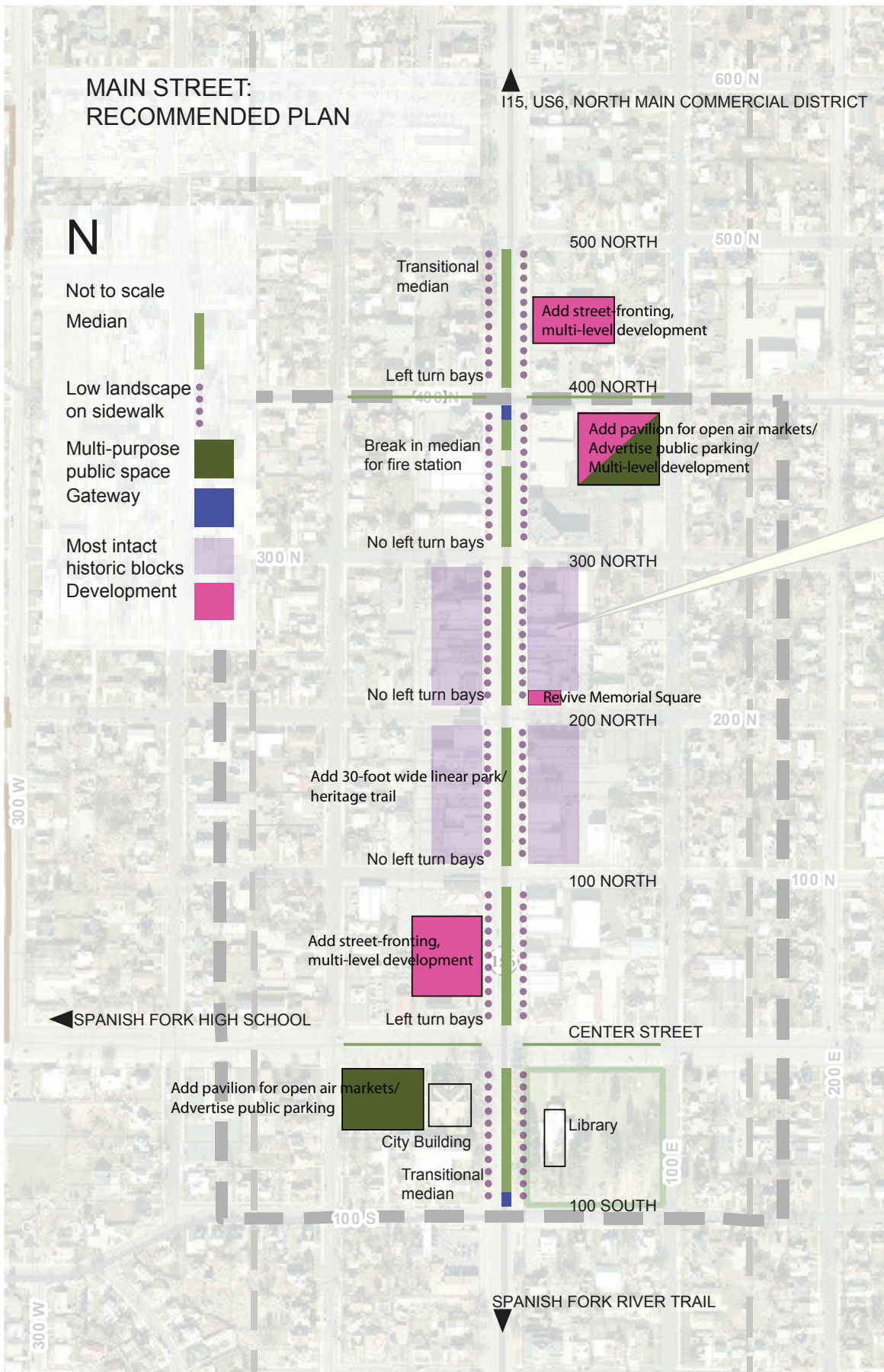
Not to scale

Median

Low landscape  
on sidewalk

Multi-purpose  
public space  
Gateway

Most intact  
historic blocks  
Development



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# PURPOSE | PROCESS | PRINCIPLES

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## The Reason for a Spanish Fork CPAT

Fortunately, Spanish Fork leaders recognize that revitalizing Historic Downtown is the key to ensuring a strong future for a growing community, and is also essential to boosting the city's cultural heritage and identity. The city of Spanish Fork, in partnership with local businesses and property owners, kicked off the reinvestment effort by applying for technical assistance from the American Planning Association's (APA) Community Planning Assistance Teams (CPAT) initiative, which provides pro-bono planning expertise to communities seeking help in addressing specific challenges facing their community.

Beginning in December 2014 and concluding with a weeklong workshop in early May 2015, a team of expert volunteers from around the country have been studying, analyzing, discussing, and offering ideas to "Rediscover Historic Downtown Spanish Fork".

The purpose of the CPAT Spanish Fork project was to work with community members to create a realistic and achievable strategy for a vibrant, active, and sustainable downtown. The CPAT process is rooted in the belief that people who live and work in the community know best what is desired and needed to make a great place. The CPAT planning team brought examples and professional experiences from other places that shed light on the possibilities and pathways to achieve community-based goals.

## The CPAT Process

The primary tasks of the Spanish Fork CPAT were to assist the city in the process of confirming community-based revitalization goals for the Historic Downtown and developing strategies to achieve those goals. The CPAT process was centered on a multiday, on-site community planning workshop. The CPAT workshop took place in Spanish Fork May 10 to 14, 2015 (refer to full schedule of activities and community input in the Appendix). During the workshop, the CPAT dedicated their activities to fulfill the charge of developing a strategy for revitalization, with an emphasis on: assessing local conditions (economic and physical), analyzing the possible application of best practices, involving the public in developing ideas and strategies, and outlining clear steps the community and city can take to demonstrate progress on implementation of prior plans and visions.

The team used various planning tools and methods to develop the Implementation Strategies. After scanning previous planning documents, background information, and best practices from comparable communities as well as touring the area to develop a high-level summary of existing conditions (including strengths, weaknesses, opportunities and threats), and meeting with a broad range of Spanish Fork residents and businesses, the team prepared for the workshop component of the program.

The weeklong workshop process was intended to gain community insights and ideas in order to identify and confirm goals for revitalization of the Historic Downtown, explore challenges and opportunities to reestablish the area as the cultural and social center of Spanish Fork, educate and build capacity for collaborative planning between city leaders and Spanish Fork residents and merchants, analyze the economics and market position for the Historic Downtown, and inspire people to visit the Historic Downtown with a new awareness and fresh commitment to revitalize the area.

## The Community's Guiding Principles for Revitalization

Throughout the planning process, Spanish Fork community members provided input to the CPAT in a variety of ways—through dialogue, by identifying key assets and challenges facing the area, by brainstorming ideas for making things better, and by providing feedback on the very Implementation Strategies that they helped to identify. Through this process, several key themes emerged which served as the CPAT's guiding principles. As such, these principles, which are listed below, can provide the context for prioritization of activities, future decision making, and for measuring progress toward achieving a revitalized Historic Downtown Spanish Fork.

## **Spanish Fork CPAT Guiding Principles:**

*Make Historic Downtown a welcoming place, a place where people want to spend their time whether it is by shopping, eating or talking with friends and neighbors. Improve interaction among communities—empower residents, strengthen downtown's identity, and develop places where people can gather.*

*Celebrate Spanish Fork's role in Utah history and the city's ongoing evolution.*

*Continue to integrate Historic Downtown into the everyday lives of the Spanish Fork community and create space for everyone to contribute. Seek to bring a diversity of residents and businesses together through revitalization of downtown.*

*Create space and opportunities for Historic Downtown merchants, property owners, and residents to work together toward revitalization.*

*Focus first on building upon existing community assets and opportunities.* Historic Downtown has many assets including an interesting mix of locally owned shops and restaurants, a range of architectural heritage, diverse neighborhoods, budding trail and pedestrian networks, and distinct community pride. In particular, the area has a special focus on families and cultural diversity that other places are trying to create.

*Use public resources wisely.* Given that it is often less expensive to upgrade existing infrastructure rather than to build new infrastructure, Historic Downtown is an economical and logical place for public and private investments, and should be promoted as such through local, regional and state policy and funding decisions.

*Capture the market share of local residents and visitors, currently and rapidly being lost to other surrounding communities.*

*Take advantage of opportunities available from existing wide streets.* Reclaim the excess roadway to celebrate Spanish Fork and create opportunities for the community to come together on Main Street.

*Provide for ease of access allowing people to walk, bike, and drive from other parts of the city to Historic Downtown.*

*Become a place where people can park once and walk among the destinations.*

*Install art, landmarks, and unified signage that support the cultural, social, and commercial uses.*

*Target key areas for infill development, over time, to strengthen Historic Downtown and to provide choices to Spanish Fork residents and consumers.*

*Enhance and ensure Historic Downtown is receiving a fair share of resources and attention by policy makers.*

*Create a distinctive address for downtown residents.* Historic Downtown should be a place that accommodates preservation and rehabilitation of century-old homes and new mixed use buildings (shops on the bottom, living upstairs).

*Build and sustain community interests and participation.* The type and complexity of issues facing Historic Downtown will not be solved with quick fixes or one-time efforts. A variety of strategies are necessary to achieve successes in the short term while building momentum that can be sustained over the long run.



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# **THE CPAT'S OBSERVATIONS OF HISTORIC DOWNTOWN**

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## The Opportunities and Challenges of Historic Downtown Spanish Fork

A review of existing conditions is essential to creating a roadmap for the market and physical transformation of any area. Historic Downtown Spanish Fork enjoys a rich history, a unique and charming present-day environment, and a motivated citizenry that all serve as key ingredients in shaping its future.

For Historic Downtown Spanish Fork to thrive once again as a bustling and robust destination, it will need to capitalize upon its existing strengths, overcome current challenges, and cultivate its potential into future opportunities.

### Opportunities

#### *Layout of Existing Infrastructure*

The very items that challenge Main Street also make it a wonderful palette for revitalization and physical improvement. The wide right-of-way provides ample space for an aisle of parallel or angled parking in front of businesses, for a celebrated or vegetated median that slows traffic, or for bike lanes that connect to nearby trails. Existing street trees, sidewalk vegetation, and rich architectural building stock cultivate the area as a destination. Caution lighting and signage for pedestrians at existing unsignalized crosswalks can support safe travel across Main Street by foot. Existing street furniture can exhibit promotional materials for key events or host identity banners as part of any branding campaign for the Historic Downtown.

#### *Committed Public Leadership, Merchant Base, and Community*

A close-knit, multigenerational community, an experienced merchant base, and driven leadership within city hall characterize Spanish Fork. The emotional connection and strong sense of place of Spanish Fork residents are elements of pride within Historic Downtown Spanish Fork. This strong human capital is a huge component and an impactful asset for a community ready for change. Leveraging the skills, motivation, and time of local stakeholders to implement the “small wins” such as weekly summer programming, special themed events that celebrate the area’s culture, and property cleanup and upkeep initiatives, can foster buy-in for change by the larger Spanish Fork community and signal to visitors and newcomers that things are happening in the downtown.

#### *Opportunities for Market Making*

The eight blocks of the core study area have a significant amount of underutilized properties that can serve as opportunities for redevelopment and repositioning. While the existing building stock contributes to the area’s uniqueness, infilling housing and commercial and mixed use buildings in key locations would create an additional customer base, increased pedestrian and bicycle activity, and more demand for downtown uses. It would also spur existing property owners to invest in upgrades and upkeep their properties in order to maintain a competitive advantage.

### Challenges

#### *Difficult Street Context*

Historic Downtown Spanish Fork’s Main Street is primarily car-centric and currently serves as a commuter through-street. It features wide roadways that promote faster driving speeds, unsignalized crosswalks that are unsafe, and limited street lighting that feels uninviting. Long block lengths, noisy traffic, and obstructed shop windows disincite travel by foot. The absence of any physical organization along Main Street makes wayfinding, parking, biking, and navigating difficult and leaves the area without an identity or distinctiveness to draw nearby residents and visitors.

#### *Limited Recent Investment Activity*

Currently, Historic Downtown Spanish Fork offers specialty shops, neighborhood services, small office spaces, and a few grab-and-go eateries. However, these existing establishments are not in high enough demand to attract a consistent critical mass of patrons, nor do they yield the volume of sales and revenue to encourage new investment in the area. The Spanish Fork community also expressed concern about the limited number of downtown attractions for entertainment, shopping, and eating, the lack of venues for teens and families, and the lack of public spaces. Destinations elsewhere continue to successfully compete for and attract customers away from downtown.



***Lack of Merchant Leadership and Empowerment***

The merchants of the Historic Downtown are committed to ushering in change along Main Street, though this dynamic group struggles with how to initiate and maintain momentum. Outside of annual events and programs, there is little attempt to unify and take control of Main Street's future. At times, challenges with city code enforcement has discouraged merchants from displaying attractive signage and merchandise or using creative techniques to attract customers. Frustration with parking arrangements and visibility for the customer has led to fragmented solutions as merchants compete for patrons. Due to little evidence of change in recent years, some merchants remain skeptical about the ability for the Historic Downtown to ever transform and therefore, have had decreasing interest in collaborating about the area's future potential.



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**RECOMMENDATIONS |  
IMPLEMENTATION STRATEGIES**

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What follows are the CPAT's 12 recommended implementation strategies with specific steps that can be taken to catalyze revitalization and rediscovery of Spanish Fork's gem, Historic Downtown.

### **Your Potential: Market Opportunity and Transformation**

- Strategy 1: Target, recruit, and maintain a variety of commercial uses in Historic Downtown
- Strategy 2: Diversify housing types in Historic Downtown
- Strategy 3: Capitalize on key infill development opportunities

### **Your Buildings: Urban Form and Architecture**

- Strategy 4: Preserve and enhance buildings in the historic commercial core
- Strategy 5: Create design standards and guidelines for development

### **Your Role: Local Leadership and Community Empowerment**

- Strategy 6: Organize promotional events and Merchants Alliance
- Strategy 7: Produce Historic Downtown brochure and walking map
- Strategy 8: Establish 'Downtown Facilitator' staff position

### **Your History Culture and Community: Spanish Fork Heritage Trail**

- Strategy 9: Develop, design, and construct a linear park and cultural heritage program

### **Your Main Street: Streetscape, Parking, and Identity**

- Strategy 10: Redesign and construct a safer Main Street
- Strategy 11: Improve parking conditions
- Strategy 12: Implement a Sign Program for Parking, Community Identity, and Wayfinding

## **How to Read the Implementation Strategies**

For each recommended strategy, the team has developed the following information:

**Existing Conditions and Community Input:** A summary of conditions the CPAT observed as it relates to the strategy and input community members provided to the team about the problem and/or potential solutions.

**Recommendation:** The concept of an action, a plan, or a project that needs to be undertaken to advance revitalization in a way that responds to community goals and priorities.

- o Priority Actions. One to three specific actions intended to initiate implementation.
- o First Step(s) to Implement. The very first step to take for each recommendation.
- o Phasing. Initial ideas about possible timing and sequencing.
- o Responsible Person / Organization / Agency. Those who have the authority, are the most appropriate to lead, and/or should be held accountable for implementation.
- o Other Partners Critical to Success. Those who have a direct stake in the outcome of the actions, who could provide assistance or a resource, and/or those who must be engaged to advance the effort and achieve community-based revitalization.

- o Estimated Cost Range. When known, general level of cost has been identified. Some strategies have specific ideas on budget based on professional experience and judgment, while others will require detailed plans and analysis in order to develop an estimate.
- o Potential Funding Sources. When known, applicable tools or financial resources have been suggested. Note: this is a starting place for identifying resources, not a comprehensive accounting of what may be available.
- o Supportive Policy or Code. References to existing policies or plans that will guide implementation and recommendations for revisions to policies, codes, and practices to ease implementation.
- o Resources and Examples. Initial list of organizations, websites, examples of similar projects elsewhere, and/or supporting photos and images relevant to the strategy.

## Your Potential: Market opportunity and transformation

The city of Spanish Fork is experiencing significant growth in population and households. This growth has and will continue to influence demand patterns in housing, retail, entertainment, and neighborhood services. The success of Historic Downtown Spanish Fork is rooted in its ability to capture a viable share of current and future market trends and deliver a unique and desirable consumer experience. The Market Niche Analysis (found in detail in the Implementation Resources section) outlines the housing and commercial demand potential for the Historic Downtown and strategies to realize this potential over time.

Key findings from analysis of the current market:

- o Historic Downtown Spanish Fork has a competitive charm and culture that differentiates it from the commercial activity to the north.
- o Demand exists for a variety of new commercial uses, ranging from restaurants to entertainment venues to neighborhood-serving office spaces.
- o Demand exists for a diversity of modern housing types to provide alternatives for household types and support for neighborhood businesses.
- o Underutilized land within the eight-block downtown core yields opportunity for redevelopment over the mid- to long-term.
- o Modest improvements in existing Main Street properties can strengthen the economic and competitive profile of Historic Downtown.
- o Other implementation strategies in this report related to storefront improvements, traffic flow reconfiguration, street beautification and safety initiatives, and shared parking arrangements will further influence the development potential in Historic Downtown Spanish Fork.

The following implementation strategies present recommendations and actions to enhance market potential and maximize opportunities over time.

# Strategy 1: Target, recruit, and retain a variety of Commercial uses in Historic Downtown

## Existing Conditions and Community Input:

The existing commercial tenant mix of the Historic Downtown does not adequately serve the needs and wants of the resident and business community, yet retail and services demand is present. Several additional restaurants with table service, convenience stores, medical and professional offices, personal services, and selected retail that does not compete directly with major big-box shopping district at North Main Street can be supported by current market conditions and spending trends. Additional details can be found in the Market Niche Analysis in the Implementation Resources section.

Desired commercial uses by the community also extend to venues for entertainment and social gatherings; venues or stores for children, teens, and families; places with outdoor seating; and places serving the daytime business and visitor population.

## Recommendation 1:

**Develop a recruitment strategy and materials for targeting desirable businesses and venues for the Historic Downtown.**

### Priority Actions:

- o Designate champions or create a volunteer committee to lead efforts in establishing a business recruitment strategy and materials that include, but are not limited to:
  - Identification of key business types for recruitment in the near-term (e.g. restaurants with table service, venues with entertainment for families & teens).
  - Vision on evolution of Historic Downtown Spanish Fork.
  - Compelling information on the competitive advantages of locating new businesses in Historic Downtown Spanish Fork.
  - Information on existing market dynamics (e.g., area demographics, average lease rates, current vacancies, existing tenant mix, promotional event calendar, etc.).
  - Identification of potential opportunity sites with maps and photos.
  - Available incentives for locating in Historic Downtown (e.g., competitive loan packages, flexible zoning or building codes, streamlined development approval procedures, property owner facilitation, etc.).
  - Note that the various sections of this report, particularly the Market Niche Analysis, will help inform content of the strategy.

### First Step(s) to Implement:

- o Planning & Economic Development staff meet with mayor/city council members and the Chamber of Commerce, existing merchant base, and other stakeholders to discuss potential recruitment strategy and who should lead the efforts.
- o Lead designee(s) should establish a firm timeline for creating the recruitment strategy and consider procuring technical assistance from a local expert for recruitment materials.

**Phasing:**

- o Immediate Term, 0–6 months: Develop overall strategy, targets, and champions for recruitment.
- o In 1–2 years: Determine which business recruitment responsibilities fall under the duties of any Main Street staff position (if created).

**Responsible Person/Organization/Agency:**

- o City of Spanish Fork Planning & Economic Development

**Other Partners Critical to Success:**

- o Mayor and city council
- o
- o Chamber of Commerce
- o Historic Downtown merchants
- o As determined

**Estimated Cost Range:**

- o Initial strategy can be a simple effort with minimal costs and within staff time.
- o Developing a recruitment brochure with attractive graphics and visuals and employing a local expert to assist with brochure content, language, and layout should be low budget, between \$500–2500, with the potential for in-kind donations.
- o As the Historic Downtown evolves over time, additional services from a local expert to create a more comprehensive business recruitment packet may be required.

**Potential Funding Sources:**

- o Short- to mid-term: City General Fund, Chamber of Commerce’s operating budget, in-kind donations.
- o Longer term: Operating budget associated with the establishment of any Business Improvement District or Tax Increment district created for the Historic Downtown; augmented operating city budget for Economic Development staff.





**Supportive Policy or Code:**

- o Consider policy incentives such as streamlined development approval procedures to entice initial investment of new businesses downtown.
- o Link such incentives to design guidelines that address building scale, form, volume, and aesthetic preferred for the downtown.

**Resources and Examples:**

- o Brochure examples in other communities:

***Downtown Nashville Business Recruitment Brochure:***

[nashvilledowntown.com/\\_files/docs/ndp-business-recruitment2014-webnew.pdf](http://nashvilledowntown.com/_files/docs/ndp-business-recruitment2014-webnew.pdf)

***Wayland Main Street Recruitment Brochure:***

[downtownwayland.com/2013/12/er-committee-unveils-new-recruitment-brochure](http://downtownwayland.com/2013/12/er-committee-unveils-new-recruitment-brochure)

***Downtown Syracuse Retail Recruitment Program:***

[downtowndevelopment.com/pdf/Retail%20Event%20Program%28for%20event%29.pdf](http://downtowndevelopment.com/pdf/Retail%20Event%20Program%28for%20event%29.pdf)

## Strategy 2: Diversify housing types in Historic Downtown

### Existing Conditions and Community Input:

Despite the mix of household types (young couples, young families, retirees, empty-nesters, etc.) within Spanish Fork, the pre-dominant housing type within the city and surrounding the Historic Downtown core is single-family detached housing. Surveys and other outreach suggests demand for senior housing developments, condominiums, stacked flats for rent or for sale, and town homes could be captured within and/or near the Historic Downtown, complementing the existing historic housing stock. New development could add to the diversity of housing options and the critical mass of residential activity, which will in turn contribute to the success of new commercial development and restaurants.

### Recommendation 2:

**Create a housing strategy that illustrates the desired vision for living in Historic Downtown Spanish Fork.**

#### Priority Actions:

- o Reconcile findings from the CPAT Market Niche Analysis and the results of the comprehensive housing assessment for the city of Spanish Fork (currently under way).
- o Further evaluate the feasibility scenarios and best locations for new housing products in Historic Downtown Spanish Fork (discussed in Appendix C: Market Niche Analysis), while encouraging preservation and enhancement of the existing historic housing in downtown.
- o Determine what incentive packages the city is willing to endorse for new housing development and under what conditions.
- o Create a branding and marketing packet for downtown housing targeted to the development community and property owners that includes:
  - o Photos and illustrations of desired housing scenarios, in character to existing housing and the overall context of downtown living.
  - o Information on market demand, financial feasibility, and competitive advantages of downtown for housing.
  - o Potential public incentive options and financing subsidies for desired development in catalyst locations.

#### Phasing:

- o Zero to one year: Develop and finalize housing strategy.
- o In two to six years: Plan for, recruit developer(s), and realize development of new housing types in downtown.
- o Responsible Person / Organization / Agency:
  - o City of Spanish Fork Planning & Economic Development Department
  - o Other Partners Critical to Success:
    - Planning Commission
    - City of Spanish Fork Finance Department
    - As determined

**Estimated Cost Range:**

- o Consultant services will be required for expertise associated with the housing assessment, the financial feasibility analysis, and the housing branding/marketing packet.
- o The market analysis indicates that, under current conditions, development incentives could be necessary to achieve the type and quality of housing that will catalyze living in downtown.

**Potential Funding Sources:**

- o Short- to mid-term: City General Fund, Chamber of Commerce’s operating budget.
- o Longer term could include tax increment district.

**Supportive Policy or Code:**

- o Review and amend zoning code to allow for mixed use development and/or more intensive housing types within the Historic Downtown.
- o Consider policy incentives such as streamlined development approval and permitting procedures to entice housing development.
- o Link such incentives to design guidelines that address building scale, form, volume, and aesthetic preferred for the downtown.



## Strategy 3: Capitalize on key infill development opportunities

### Existing Conditions and Community input:

While the Historic Downtown core carries rich and diverse building stock along Main Street, the amount of underutilized land within the entire eight blocks is significant. Underutilized land can seed redevelopment and allow for desired placemaking and physical transformation.

Potential redevelopment sites in Historic Downtown Spanish Fork include the vacant former Joanne Fabrics site, the underutilized bank parking lots fronting Main Street, selected infill sites and vacant properties, and the LDS church at 98 S. Main Street (if/when it becomes available). Additionally, portions of the existing block of city-owned land at 400 North and Main Street could be a pivotal destination to deliver new housing and commercial products as suggested by the Market Niche Analysis.

### Recommendation 3:

**Analyze the highest and best use for city-owned parcels within the Historic Downtown core and reposition these properties for infill development, most specifically the site at 400 North and Main Street**

#### Priority Actions:

- o Determine which development feasibility scenario works best for city-owned properties (see also Strategy 2: Diversify Housing Types).
- o Determine what physical improvements or development readiness actions (e.g., rezoning, land assembly, infrastructure repair, funding streams, etc.) need to occur in the near- to mid-term to best position the land for redevelopment.
- o Determine the types of incentive packages necessary to entice redevelopment.
- o Identify actions necessary to secure funding for selected incentive packages.

#### First Step(s) to Implement:

- o Complete housing market assessment for the city of Spanish Fork, currently under way, to determine primary housing needs and inform the development feasibility analysis.

#### Phasing:

- o In one to two years: Development feasibility analysis, types of financial subsidy packages, and areas of focus for physical improvements/readiness actions can be determined.
- o In three to five years: Advance identified readiness actions/physical improvements as appropriate.
- o In five-plus years: Have market dictate the timing of redevelopment.

#### Responsible Person/Organization/Agency:

- o City of Spanish Fork Planning & Economic Development Department

#### Other Partners Critical to Success:

- o City of Spanish Fork Finance Department
- o As determined

**Estimated Cost Range:**

- o Analysis and implementation preparation will largely take the commitment of city officials to prioritize, gather, and discuss the best plan of action for city-owned land.
- o Costs will rise significantly as readiness actions and physical improvements get under way.

**Potential Funding Sources:**

- o Mid- to long-term: City General Fund, Community Development Block Grant (CDBG) funds, General Obligation Bonds, Tax-increment Financing monies (if TIF district is created).

**Supportive Policy or Code:**

- o Review and amend zoning code to allow for mixed use development and/or more intensive housing types within Historic Downtown.
- o Consider policy incentives such as streamlined development approval and permitting procedures.
- o Link such incentives to design guidelines that address building scale, form, volume, and aesthetic preferred for the downtown.

**Resources and Examples:**



## Your Buildings: Urban Form and Architecture

Urban form and building architecture facilitate the relationship people have to places. People experience the world by moving through it. Consciously or not, we are affected by our environment. We react to physical sights, sounds, and movements. The shape of buildings and their relationship to the street is important to creating a place where people want to walk, socialize, shop, and live. The interaction of people with buildings, businesses, scents, sounds, and vistas are what create the energy and attraction of vibrant downtowns.

Dependent on several components, urban form and architecture spur immediate reactions from the general public, which can determine whether it will be a popular destination or thriving business (Stone Drugs) or a place that is avoided (Memorial Square). A place with good urban form, like much of Historic Downtown Spanish Fork, has a “street wall” of buildings lining the sidewalk continuously, drawing the prospective shoppers and casual walkers forward. People are comfortable in that space where sidewalks, streets, and building edges come together.

There is no universal style or architectural language that is appealing to everyone across time. However, what is fairly universal is reaction to proportions, the relationship between the parts of a building. People interact most with the proportions of the building and the face of the building at the sidewalk: Where are the windows and doors? What is the distance between them? Do many buildings together form a pleasing composition? Is it a misshapen and inviting building (I am curious) or is it monstrous and cold (I don't want to spend my time and money here)? Are the windows clean and transparent or does the building look unkempt, or worse, abandoned?

Spanish Fork's Main Street consists of three elements: the public zone between buildings, the street itself, and the buildings that define its edges. The relationship between the height of the buildings and the width of the street creates a space that is overly wide. The street itself is further divided, in its current form, between the human zone, the 15 feet or so on either side dedicated to people moving at walking speed, and the motor vehicle zone. This latter zone at over 90 feet wide, dedicates more than 75 percent of the street to the moving and storage of cars and trucks. Very few of the drivers and passengers of the over 20,000 motor vehicles that pass along Main Street stop and add to the commerce and social life of the street.

The relationship between the buildings and the street is also important. For the most part, the buildings on the blocks between Center Street and 400 North have facades that are continuous and line the sidewalk. A notable exception is the west side of the block between Center Street and 100 North. Most of the street frontage on this block consists of parking and other open space. The buildings along this street are often set back away from the sidewalk.

## Design Guidelines for Historic Downtown

The following guidelines are recommended for the Historic Downtown in order to preserve and enhance the good urban form and architecture that Spanish Fork's pioneers established in the 1800s and that continues today.

- o Preserve the existing street wall of buildings—do not allow further erosion of the form.
- o Ensure buildings provide frequent entrances and street-level windows to create interest to the shopper and those walking by.
- o New infill development should require building siting in character with the area—the building should meet the sidewalk, with primary entrance(s) on the sidewalk side of the building.
  - The only exception to this guideline should be to allow for a small portion of the building to set back from the sidewalk to provide amenities that serve pedestrians and encourage walking and lingering, such as outdoor dining or benches.
- o Driveways should be discouraged, as they create conflict and potential unsafe conditions for people walking and shopping in Historic Downtown:
  - No new driveways should be added to Main Street.
  - As properties are renovated, the city should encourage removal of driveways and curb-cuts on Main Street frontages in Historic Downtown.
  - Where properties with driveways are redeveloped, driveways should be removed.
  - Consider discussing with banks the possibility of reducing the number of drive-through lanes or driveways.
- o Do not allow any new drive-through businesses and when such properties that have drive-throughs are redeveloped, the drive-through function should be eliminated.
- o Do not allow parking to be provided between any building and Main Street, to the sides of buildings, or otherwise visible from Main Street.
- o When properties that currently have parking visible from Main Street are redeveloped, they should be made to comply with the above guideline.
- o Multistory buildings (two to six floors) should be encouraged on Main Street in order to reinforce and extend the urban form and eclectic mix of architecture that makes Historic Downtown authentic and inviting.



Driveways (above) discourage walking, both through replacing buildings next to the sidewalk and by introducing motor vehicle traffic.







Examples of accommodations for pedestrians exist on and near Main Street, including shaded seating and walk-up service windows.



## Strategy 4: Preserve and enhance buildings in the historic commercial core

### Existing Conditions and Community Input:

The Historic Downtown has a viable and diverse building stock that contributes to its charm and competitive edge for small businesses and entrepreneurs. However, several properties along Main Street can benefit from targeted storefront improvements to create a wall of attractive and visually appealing facades.

For the most part, the buildings on Main Street between Center Street and 400 North have facades that are continuous and line the sidewalk. A notable exception is the west side of the block between Center Street and 100 North; most of the street frontage on this block consists of parking and other open space. The buildings that exist are most often set back away from the sidewalk.

Community members identify downtown Spanish Fork as the historic commercial core with the older buildings, unique to this area. While some buildings are in disrepair, the unique architecture and history makes them worth preserving. Overall, the diverse collection of architectural eras, building sizes, and heights make for a dynamic Main Street, and one that cannot be recreated with new development.

### Recommendation 4:

**Encourage and incentivize rehabilitation of existing commercial buildings along Main Street.**

#### Priority Actions:

- o Develop a simple financial model to demonstrate to property owners the financial return (expressed in increased rents collected) from modest investments in building quality and upgrading.
- o Create acity-sponsored storefront improvement grant program and/or loan packages through local banks to help property owners reinvest in exposing the historic facades and enhancing downtown identity through improved building signage, lighting, and windows.
- o Work with the Utah Heritage Foundation and others to identify resources for local property owners to reinvest in the Historic Downtown.

#### First Step(s) to Implement:

- o Planning & Economic Development staff and interested Main Street merchants should meet to develop a program and schedule for summer and fall 2015 events. Keep it simple.
- o Using the recommendations from the 2013 *Central Utah AIA Design Assistance Report*, work with the Planning Commission to explore what policy, code, and/or guidelines need to be added or modified to encourage reinvestment in existing storefronts of the Historic Downtown.

#### Phasing:

- o In one to two years: Development feasibility analysis, types of financial subsidy packages, and areas of focus for physical improvements/readiness actions can be determined.
- o In three to five years: Advance identified readiness actions/physical improvements as appropriate.
- o In five-plus years: Have market dictate the timing of redevelopment.

**Responsible Person/Organization/Agency:**

- o City of Spanish Fork Planning & Economic Development Department and Planning Commission

**Other Partners Critical to Success:**

- o City of Spanish Fork Finance Department
- o As determined

**Estimated Cost Range:**

- o Low costs: policy work, technical assistance, and building partnerships with banks to offer tailored loan packages.
- o Medium cost: Matching grant program for storefront improvements, can be as little as \$2,500 grant incentive per storefront, or up to \$50,000 or more for major storefront projects in a well-financed grant program.
- o Incentives and technical assistance for major building rehabilitation/restoration can be very costly and typically takes many sources of revenue to achieve.

**Potential Funding Sources:**

- o Short-term: Standard bank loan packages, tailored for marketing to Historic Downtown property owners.
- o Mid- to long-term: City General Fund, CDBG funds, tax-increment financing monies (if TIF district is created).

**Supportive Policy or Code:**

- o Review the sign code to ensure pedestrian-scaled building and business signs are permitted. Pay special attention to provisions for smaller blade/projecting signs that are often found on historic storefronts.
- o Review zoning code for how it would apply to the Historic Downtown—consider whether downtown is in need of an overlay district or a separate zone to address the unique nature of the lots and buildings.

**Resources and Examples:**

- o Los Dos Portillos and Buns n Brews in Spanish Fork are two businesses that do not follow the guidelines of having continuous building street frontage. However, they meet the exception by using the “gaps” (to the side and in front of the buildings, respectively), which encourages walking and socializing.
- o Design Assistance example: [advantageoakland.com/ResearchPortal/Documents/dap\\_brochure32010.pdf](http://advantageoakland.com/ResearchPortal/Documents/dap_brochure32010.pdf).
- o *An Analysis of Downtown Storefront Improvements: A selection of Wisconsin case studies:* [preservationnation.org/assets/photos-images/main-street/main-street-news/story-of-the-week/150529/UWEX-Facade-Study-2014.pdf](http://preservationnation.org/assets/photos-images/main-street/main-street-news/story-of-the-week/150529/UWEX-Facade-Study-2014.pdf).
- o *Portland Main Street Design Handbook:* [pdc.us/Libraries/Document\\_Library/Main\\_Street\\_District\\_Design\\_Handbook\\_pdf.sflb.ashx](http://pdc.us/Libraries/Document_Library/Main_Street_District_Design_Handbook_pdf.sflb.ashx).
- o *Façade Improvement Manual*, produced by the Latino Economic Development Corporation: [dcfacades.com/wp-content/uploads/2013/02/wander\\_group\\_final-1.pdf](http://dcfacades.com/wp-content/uploads/2013/02/wander_group_final-1.pdf).
- o APA's Great Places in America—Characteristics and Guidelines on Great Streets: [planning.org/greatplaces/streets/characteristics.htm](http://planning.org/greatplaces/streets/characteristics.htm).



Main Street buildings represent a broad range of times and styles. Some have lost their original character, but some could easily be revived.







## Strategy 5: Create design standards and guidelines for development

### Existing Conditions and Community Input:

The buildings of Main Street, having been constructed over the course of more than 120 years, have been built in a variety of styles and materials popular and available in their time. The buildings range from Victorian to art deco, streamlined modern, and historicist. They are made of wood, brick, glass, tile, and other materials.

During the team's time in Spanish Fork, some community members shared ideas to require that new buildings replicate those that exist on Main Street. Participants also heard about a previous proposal to adopt a "Spanish" style for new buildings. These thoughts likely reflect a desire to make a comfortable and attractive environment. While the goals are well placed, the CPAT does not recommend adoption of any particular style as the best method to achieve an authentic and charming center for Spanish Fork.

### Recommendation 5:

**Develop code revisions and/or design guidelines that strengthen Spanish Fork's architectural heritage and diversity.**

It is difficult to guide good architectural design. New buildings, the construction and aesthetic of our own time, should be embraced, as long as they create a people-friendly urban form. There should be a minimum of guidelines.

- No style or material should be required.
- Existing buildings, where they meet the urban form guidelines, should be retained and restored to their original condition.
- New commercial buildings should maximize ground floor transparency, for example with the provision of windows or doors and adequate lighting.

### First Step(s) to Implement:

- Using the recommendations from the 2013 *Central Utah AIA Design Assistance Report*, work with the Planning Commission to explore what policy, code, and/or guidelines need to be added or modified to strengthen guidelines for design of new development /redevelopment in the Historic Downtown.
- Develop a work program and schedule to address the findings from the Planning Commission review and in consideration of available staff resources.

### Phasing:

- The phasing of this work is dependent on the level of need or development pressure from the marketplace and on community stakeholder priorities.

### Responsible Person/Organization/Agency:

- City of Spanish Fork Planning & Economic Development Department and Planning Commission

### Other Partners Critical to Success:

- Historic Downtown Property Owners
- As determined

**Estimated Cost Range:**

- o Policy and code revisions to strengthen development standards could be minimal cost or only staff time.
- o Fully developed design guidelines require architectural and planning consultant services to develop and execute a public process for developing the guidelines, as well as creation of the detailed text and graphic examples.

**Potential Funding Sources:**

- o City's General Fund

**Supportive Policy or Code:**

- o Review the General Plan and codes to ensure design guidelines are appropriate under adopted policy.
- o Review zoning code for any barriers to providing guidelines for good design that enhances the diverse character of the Historic Downtown.

**Resources and Examples:**

- o References: Jonathan Hale, "The Old Way of Seeing", LeCorbusier, "Modular"
- o The "gaping mouths" of the city building's entrances are slightly menacing and humanizing. They account for part of its appeal.
- o Human-sized windows
- o Details the size of hands and that one can touch





## Your Role: Local Leadership and Community Empowerment

The great Main Streets and downtowns around the world, and around Utah, are made up not just of well-crafted historic buildings and safe, functioning streets, but by the people who choose to do business and build a local community in the place they call home. Thriving commercial districts rely on leaders and champions who are committed to making their city, their downtown, and their businesses great places. There are many steps individuals and small groups of motivated community members can take to make Historic Downtown Spanish Fork even better than it is today.



## Strategy 6: Organize promotional events and Merchants Alliance

### Existing Conditions and Community input:

Historic Downtown businesses appreciate the many community events that the Spanish Fork Chamber and City help to organize—they are critical efforts for identity—and community building for Spanish Fork. They also help to attract visitors from other cities and states.

Businesses on Main Street are typically open until 6 p.m., Monday through Saturday, and closed on Sunday. Some businesses told of their attempts to stay open in the evenings, with limited success.

Many Main Street merchants voiced interest in creating smaller-scale events focused on promoting the shopping and dining services available in the Historic Downtown and to attract local residents to the area on a regular basis. There is also a desire from customers and merchants for Main Street to be open in the evening, once a month, building up to weekly or daily evening activity.

### Recommendation 6:

**Organize, promote, and hold regular events specific to Historic Downtown Spanish Fork merchants and restaurants.**

If organizational and promotional efforts are successful, consider establishing a formal Merchants Alliance to grow capacity of the organization.

#### Priority Actions:

- o Immediately: Develop a schedule of themed, special events to be held one evening a month, throughout the summer and fall.
- o Develop system for organizing events, make assignments, and outline methods for joint advertising.
- o Commit to gathering again in the fall to evaluate the program effectiveness and ways to continue building merchant and community interest through the winter.

#### First Step(s) to Implement:

- o Interested merchants should hold a meeting in as soon as possible to develop program and schedule for the remainder of summer 2015 events. Keep it simple.
- o Encourage all retail merchants and restaurants on Main Street to participate, whether or not they have helped to organize.

#### Phasing:

- o Zero to four months: Hold first series of monthly events.
- o Four to six months: Evaluate summer events, adjust, develop program and schedule for holiday season.
- o Six months to one year: Work with Historic Downtown businesses to determine the need and best structure for an ongoing organization, a Merchants Alliance. If downtown businesses identify the need for such an organization, begin conversations about the best structure: stand-alone organization, subcommittee of the Chamber, or pursuit of a new Main Street district through the National Trust for Historic Preservation are potential options.

#### Responsible Person/Organization/Agency:

- o Historic Downtown Merchants and Property Owners

**Other Partners Critical to Success:**

- o City of Spanish Fork Planning & Economic Development Department
- o Chamber of Commerce
- o As determined

**Estimated Cost Range:**

- o \$0 to organize events with volunteers and promote through existing social media, traditional media outlets, and City newsletter and website
- o \$500–1000 for joint advertising in local publication(s)
- o As alliance/committee grows, part time paid staff may be needed to support the coordination of events and efforts.

**Potential Funding Sources:**

- o Short- to mid-term: Merchant sponsorships. Consider pooling advertising budgets for joint promotions.
- o Longer term: Investigate willingness and opportunities to establish Business Improvement District and/or Main Street Program that could help to support administrative functions of a Merchants Alliance and downtown-focused events.

**Supportive Policy or Code:**

- o None required.

**Resources and Examples:**

- o Logan Downtown events:  
[logandowntown.org/2015/01/whats-happening-in-2015.html](http://logandowntown.org/2015/01/whats-happening-in-2015.html).
- o St. George First Friday Street Fest:  
[stgeorgedowntown.com/home-page/george-streetfest-on-main](http://stgeorgedowntown.com/home-page/george-streetfest-on-main).
- o Metro's Get Street Smart program, including how to plan downtown promotions:  
[oregonmetro.gov/sites/default/files/get\\_street\\_smart\\_can-do\\_customer\\_promotions\\_slideshow\\_0.pdf](http://oregonmetro.gov/sites/default/files/get_street_smart_can-do_customer_promotions_slideshow_0.pdf).

## Strategy 7: Produce Historic Downtown brochure and walking map

### Existing Conditions and Community Input:

The Spanish Fork Chamber of Commerce provides promotions and services throughout the city and southern Utah County. The Chamber does an outstanding job of hosting community events throughout the year and creating publications for visitors and businesses exploring new locations. Currently, there are no publications or promotional materials tailored specifically to Historic Downtown, as many other commercial districts throughout Utah have produced.

Historic Downtown businesses have been looking for ways to add visibility and invite customers to shop and dine in the area more frequently. The CPAT heard from new residents as well as businesses that locating parking on or near Main Street can be difficult to find, and the safest walking and biking routes into downtown are unknown.

Historic Downtown is most attractive to customers where seeking a variety of shopping and dining options, with a unique, local experience that cannot be found in other communities.

### Recommendation 7:

**Develop a simple brochure for Historic Downtown Spanish Fork with maps and directory of businesses, public parking locations, and fun facts or history of the area.**

#### Priority Actions:

- o Immediately: Organize a small group of Historic Downtown businesses to determine simplest way forward—content development, layout, printing, and distribution.
- o The primary purpose should be to include all Historic Downtown businesses and public parking options. Also consider opportunities for sponsorship to partially cover costs, but do not limit to sponsoring businesses.
- o Format brochure so it can be easily updated once or twice per year.
- o Develop a distribution strategy—social media and print copies at community outlets, in all Historic Downtown businesses and with visitor outposts (Chambers/Visitors Centers, public places in Provo and other surrounding communities).
- o Consider including an insert with planned special events from strategy 6.

#### First Step(s) to Implement:

- o Once local promotional events are under way, gather interested merchants and potential partners (city, Chamber, design/ advertising/ production businesses) for a short work session. Keep it simple. Use similar brochures and maps from other communities as a starting point (see resources and examples below).
- o Encourage all retail merchants and restaurants on Main Street to participate, whether or not they have helped to organize.

- o Consider including an insert with upcoming promotions and special events.
- o Get all Historic Downtown businesses on Google Maps.
- o Coordinate with efforts under Parking Strategies, to clarify public parking and installation of directional signs.

**Phasing:**

- o Immediate term: Get all businesses on Google maps zero to six months; produce first Historic Downtown Spanish Fork brochure within six to 12 months.
- o Longer term: a brochure can be coordinated with refined Historic Downtown brand; create a dedicated website and social media strategy; coordinate with Heritage Trail promotions.

**Responsible Person/Organization / Agency:**

- o Interested Historic Downtown businesses and property owners.

**Other Partners Critical to Success:**

- o Chamber of Commerce
- o City of Spanish Fork, especially to assist with Google Maps listings
- o New Merchant's Alliance (once formed)



Forest Grove, Oregon, sign and brochure

- o As determined.

**Estimated Cost Range:**

- o \$750–3000, initially to design, layout, and print 1,000 copies of a trifold brochure—price will vary depending on paper type, size, folds, quality of production, need for editing and/or content development.
- o Cost to create a webpage will vary, depending on host and extent of information.
- o Costs for social media listings vary.
- o Additional budget will be required to update brochure annually or biannually.

**Potential Funding Sources:**

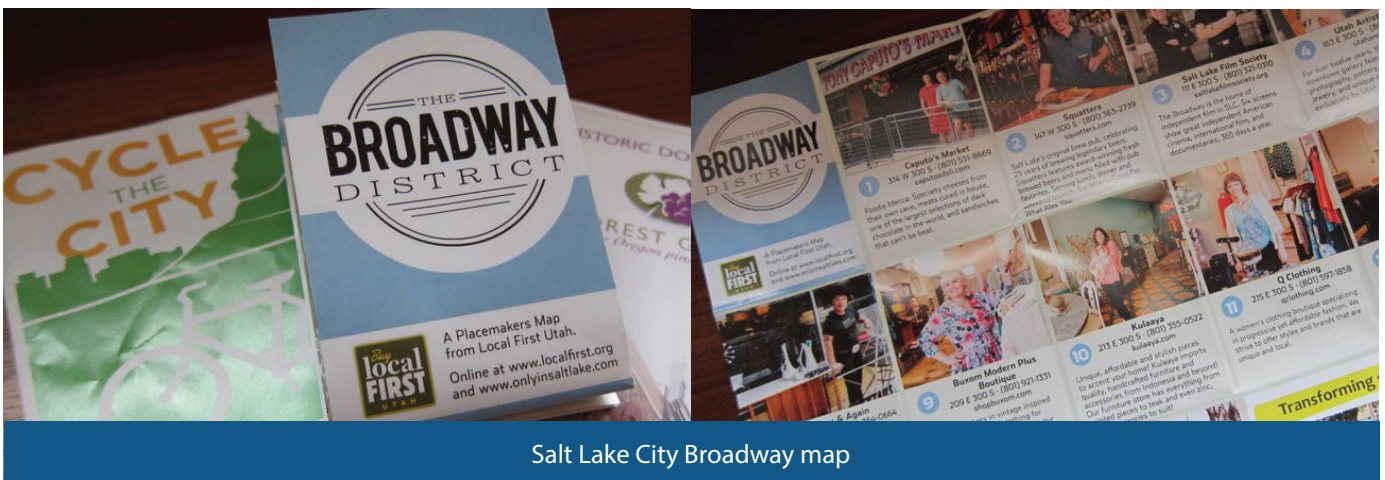
- o Short mid-term: Brochure sponsors, Chamber contribution, city contribution for public parking map, in-kind services for content development and layout, and merchant contributions.
- o Longer term: As Spanish Fork Heritage Trail is advanced, materials for merchants and trail should be developed in partnership. If stakeholders pursue National Trust’s Main Street program, this could be included in Main Street efforts.

**Supportive Policy or Code:**

- o City policies or codes are required for Historic Downtown businesses to develop brochure.
- o Refer to parking strategies to see if additional policy or code work is required to determine which spaces can be listed as “public parking” on the brochure map.
- o Review code for opportunity to develop Historic Downtown Spanish Fork directory signs.

**Resources and examples:**

- o Google Maps directory instructions: [tinyurl.com/pqkuafb](http://tinyurl.com/pqkuafb).
- o Local First Utah: [localfirst.org](http://localfirst.org).
- o Historic Downtown Ogden website and brochure: [www.historic25.com](http://www.historic25.com).
- o Portland (Maine) Downtown District maps including historic landmarks, downtown walking map, “Freedom Trail”, public art: [portlandmaine.com/category/maps](http://portlandmaine.com/category/maps)
- o Examples of district brochures and walking and parking maps:



Salt Lake City Broadway map



- Free after 6pm
- Free 24/7
- Bike Racks
- 41 Number of Spaces

Missing the blinking blue dot? Download our app to see a parking map on your mobile device.



# DOWNTOWN PROVO PARKING

Provo parking map, [downtownprovo.org/#!transportation/ceeb](http://downtownprovo.org/#!transportation/ceeb)

## Strategy 8: Establish ‘Downtown Facilitator’ staff position

### Existing Conditions and Community Input:

Despite the strong sense of place and belonging, experienced merchant base and rich, tight-knit community, no single point of contact or leadership position exists to support and coordinate business improvement and revitalization efforts for the Historic Downtown.

Community members expressed the need for focused and sustained attention for downtown. Some suggested the need for a single point of contact. Input received about enforcement actions suggests the need for a business-friendly approach to organizing and facilitating changes downtown.

### Recommendation 8:

**Establish a primary point of contact to monitor implementation of plans and liaise with business owners, the community, and additional partners.**

### Priority Actions:

- o Immediately: Develop and add position description for Downtown Facilitator/Ambassador/Coordinator to existing staff job description. Recommend city staff—city manager’s office or Planning & Economic Development—but could also be Chamber staff.
- o
- o Focus initial efforts on programming within the Historic Downtown.

### First Step(s) to Implement:

- o Planning & Economic Development staff meet with city administration to discuss possibility of adding Downtown Facilitator role to existing staff position in city manager’s office or Planning & Economic Development Department. Outline job description and expectations.
- o City staff meets with or otherwise communicates new ambassador/facilitator role to Historic Downtown businesses and Chamber—“open for business”, single point of contact for ideas and concerns.

### Phasing:

- o In one to two years: Determine whether a dedicated Main Street staff position should exist within the city, Chamber, or another entity; allocate funding for the position.
- o Hire dedicated Main Street staff.

### Responsible Person/Organization/Agency:

- o City or Chamber staff support (as determined)

### Other Partners Critical to Success:

- o New Merchant’s Alliance (once formed)
- o As determined



**Estimated Cost Range:**

- o \$0, initially
- o As alliance/committee grows, part-time staff may be needed to support the coordination of events and efforts, \$25,000–\$35,000/year (whatever the current market rates for Main Street position in Spanish Fork).

**Potential Funding Sources:**

- o Short- to mid-term: City General Fund and/or Chamber’s operating budget.
- o Longer term: Investigate willingness and opportunities to establish Business Improvement District, Main Street program, and/or Tax Increment district (CDA or URA) with full-time downtown staff.

**Supportive Policy or Code:**

- o As determined necessary to establish job description.

**Resources and Examples:**

- o Example positions in other communities:
- o Downtown Alliance Internship—open position (Salt Lake City): [plan.utah.edu/?page\\_id=73](http://plan.utah.edu/?page_id=73).
- o Business District Organizer (Portland, Oregon): [ventureportland.org/wp-content/uploads/2014/12/EastPortlandOrganizerJobDescription\\_VenturePortland.12-14.pdf](http://ventureportland.org/wp-content/uploads/2014/12/EastPortlandOrganizerJobDescription_VenturePortland.12-14.pdf).
- o Main Street Manager, National Trust for Historic Preservation: [preservationnation.org/career-center/tips/main-street-manager.html](http://preservationnation.org/career-center/tips/main-street-manager.html).

## Your History, Culture, and Community: Spanish Fork Heritage Trail

It does not take much to understand why there is a long and celebrated history and deep-rooted pride in Spanish Fork. From the indigenous Native Americans who first settled along the Spanish Fork River to the trek of Spanish missionaries and Icelandic immigrants, and the pioneers that have followed ever since, Spanish Fork continues to grow upon a strong foundation of explorers and visionaries.

The city is surrounded by mountains, buffered by water features, and located in proximity to universities and major cities, but is able to retain its connection to nature and community. This pride is reflected by the entire community who volunteers to landscape Main Street and shows up to celebrate high schools students' athletic accomplishments. A diverse history and a community dedicated to celebrating this history, while preparing to embrace the future, has created a social fabric that can't be manufactured or designed. Spanish Fork is as authentic as it gets.

Its history is seen in the photos that line the walls of city hall and businesses along Main Street. People are active on social media posts, discussing important events and decisions that will impact their future. The CPAT witnessed this community enthusiasm, interest, and curiosity leading up to and during the site visit. This further clarified the pride felt for Spanish Fork's rich heritage. It only seems logical to build off of this enthusiasm and display it on Main Street in the form of a Spanish Fork Heritage Trail.

This Heritage Trail will play a multifunctional role in Spanish Fork. From a street and design perspective, it will work to alleviate some of the transportation safety issues along Main Street, creating a space to enjoy Historic Downtown on foot or by bike. From a cultural and community perspective, the Heritage Trail will embody a visual and all-encompassing celebration of Spanish Fork's rich history and strong community pride. The trail itself will serve as a community destination that will draw more people from around the city and region into Historic Downtown Spanish Fork, further increasing the economic opportunity along this corridor.

## Strategy 9: Develop, design, and construct a linear park and cultural heritage program

### Existing Conditions and Community Input:

There are modest signs of Spanish Fork's cultural heritage in Historic Downtown. Many of the buildings express an evolution of architecture over the decades. Historic photos are displayed in some of the businesses along Main Street and in city hall. Design of the Spanish Fork Memorial Square, while a wonderful concept to celebrate Spanish Fork citizens, has the effect of keeping everyone at bay with the unshaded hard surfaces, a water feature that sits empty most of the year, and few amenities that welcome the community to enjoy the space.

In the CPAT community surveys, events, meetings, and walking tours, the team heard about the pride community members have in the founding of the city and in their choices about the future. The team observed that the values of the Spanish Fork community are not in place along Main Street. For all its importance as a transportation thoroughfare and commercial district, the principal strength of Historic Downtown is the connection to the culture and history of Spanish Fork. However, the physical streetscape is devoid of a common character or amenities that support community interaction and there is little public display of the civic pride the CPAT heard about so often. Much of this has to do with the excessive amount of land devoted to transportation infrastructure and lack of visual cues that one has arrived in a special place.

### Recommendation 9:

**Develop a multifaceted Spanish Fork Heritage Trail to reconnect the community to its history and to physically connect people walking and bicycling to and through Historic Downtown.**

The CPAT spent time considering: "What would make Main Street stand out as a destination, with a common character or amenities support attracting and maintaining activity in the area?" The concept of a Spanish Fork Heritage Trail would connect amenities along Main Street to one another by a cultural trail which respects the indigenous and pioneer history of Spanish Fork, while supporting the current residents and businesses through providing a space to meet, gather, do business, and celebrate. As presented, the Spanish Fork Heritage Trail stitches together the historic blocks of Main Street from City Park to about 400 North. It accomplishes mobility, identity, and commercial goals of the Historic Downtown by utilizing surplus street space to create a cultural amenity unique in Utah.

As a linear park, the trail could be extended connect the trail systems north near North Park and south to the River Trail. Landmark statues and markers can be relocated or created to celebrate the history of Spanish Fork. Interpretive signs and photographs can be interspersed along the trail and within buildings along Main Street to encourage interaction and exploration. The bricks and benches of Memorial Square could be relocated and integrated in the pathway and sidewalks of Main Street and the Square rehabilitated or redeveloped as a welcoming community gathering space.

The concept of a Heritage Trail for Historic Downtown demonstrates the potential for the Main Street right-of-way to be a recreational amenity, active transportation corridor, and an economic development driver for Main Street.

- o A wide, landscaped median can support a multiuse path as an active component of the public space as well as provide an enhanced recreational landmark destination for regional trail connection (also refer to the Best Practices Guide Street Design in the next section). A multiuse path could be implemented in many configurations along Main Street. Generally the path should be nine or 10 feet wide and could be located along both sides of the street, or, more preferably, a two-way trail could be located on one side or through a center median.
- o The Heritage Trail can be developed in stages and in partnership between the city and private business and property owners.

- Regardless of a multiuse path configuration through the Historic Downtown, it should be connected by the planned bicycle lanes along Main Street and the Spanish Fork River Trail system and to the trail around North Park. A multiuse path could be further enhanced through interpretive signage, monuments and statues, and by building off of the existing street furniture, bicycle racks, and the drinking fountains.

**First Step(s) to Implement:**

- Work with local historical and cultural organizations to fundraise and develop a master plan for the Heritage Trail.
- Develop a preferred design concept for the Historic Downtown portion of Main Street to enable decisions regarding the appropriation of right-of-way for the Heritage Trail.
- Work with Utah Department of Transportation (UDOT) on acceptable design changes, and determine if relinquishment of the roadway is a better option for the city to avoid excessive compromise on the roadway design as a state highway.

**Phasing:**

- In the near term: Assemble interested community members and organizations to outline the best opportunities to kick off the Spanish Fork Heritage Trail.
- Longer term, as Main Street is redesigned and constructed, the full linear park and Heritage Trail can be developed to tie in with the Spanish Fork River Trail, the horse trails and mountains the west, pioneer cemetery to the southeast, and to link businesses along Main Street.
- Consider relocating or commissioning and installing public art, installing interpretive historic signs, and relocating Memorial Square bricks to the linear park.

**Responsible Person/Organization/Agency:**

- Spanish Fork Planning & Economic Development Department and Planning Commission

**Other Partners Critical Success:**

- Historic Downtown Property Owners
- As determined

**Estimated Cost Range:**

- Costs should be determined as part of a Heritage Trail master plan process.

**Potential Funding Sources:**

- City's General Fund, CDBG, TIF district (if pursued).
- Mountainland Association of Governments (MAG) trail grants.
- In-kind and financial resources may be available through statewide and national organizations, such as: State Parks, National Parks Service Trails Alliance, National Trust for Historic Preservation, State Historic Preservation Office, and Utah Heritage Foundation Supportive Policy or Code.
- A linear park may require revisions to the city's parks plan and may also require transfer of the Main Street right-of-way ownership to the city. A comprehensive Heritage Trail master plan should investigate other potential policy or code barriers to be addressed.

**Resources and Examples:**

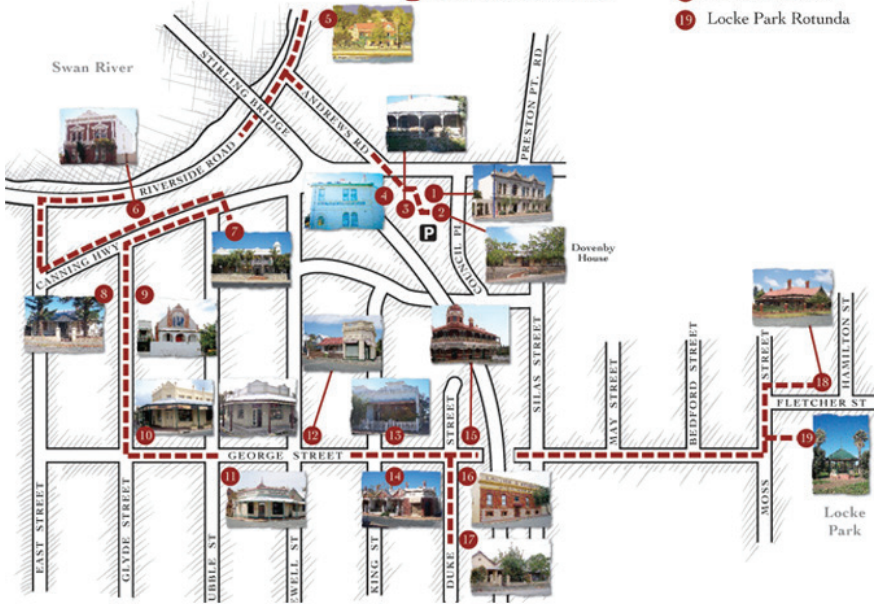
- Lima, Peru, has planted medians with multiuse paths.
- Indianapolis's Cultural Trail is a multiuse path that runs through downtown on space harvested from overly wide streets.
- Grand Rapids, Michigan, successfully houses its Fulton Street farmers market under a simple shade structure.

Sponsored by



The East Fremantle Heritage Trail is a 3 km walk featuring buildings of Historical and Architectural interest. It begins at the Town Hall and Council Chambers and will take about an hour to complete.

- |                             |                        |
|-----------------------------|------------------------|
| 1 Town Hall and Chambers    | 10 George Street       |
| 2 Dovenby House             | 11 44 Hubble Street    |
| 3 Former Police Station     | 12 38 Sewell Street    |
| 4 Post and Telegraph Office | 13 King Street Terrace |
| 5 Carrolls' House           | 14 George Street Mews  |
| 6 Glanville Building        | 15 Royal George Hotel  |
| 7 Former Plympton Hotel     | 16 Swan Brush Factory  |
| 8 Angwin House              | 17 Duke Street         |
| 9 Former Methodist Church   | 18 37 Hamilton Street  |
|                             | 19 Locke Park Rotunda  |



Please note: The Trail is accessible to disabled people. People using this Heritage Trail do so at their own risk.



Heritage trail map, Fremantle, Australia (above left); Spanish Fork City Park sculpture can be integrated into the Heritage Trail (above right); Room for a linear park on Main Street (below)





Clockwise from top left: a median as an active space in Lima; Grand Rapids farmers market; Indianapolis Cultural Trail; another view of a Lima median; raised median as a pedestrian crossing refuge.

## Your Main Street: Streetscape, Parking, and Identity

Main Street is Spanish Fork's historic commercial core and the heart of the community. It also serves as a central thoroughfare and a regional connection for surrounding communities. While the continual flow of traffic indicates the significance of Main Street for mobility purposes, the historical and cultural importance is more difficult to see. One of the few indicators of the historic Main Street is the close proximity of buildings to the roadway and each other. It is a hint of a more intimate past where commerce was conducted along the street as much as in the businesses, and when strolling from one store to another was an activity and Main Street was a place to be seen.

Over time, Main Street slowly transformed from a comfortable respite for the community to a heavily and quickly traveled stretch of road for motor vehicles. Rail tracks came and went, a center median was tried for a time, street trees became sick and were removed, and unsignalized crosswalks were removed. Eventually, the charming Main Street character eroded, leaving simply a throughway.

It is not the large width of the street that causes this; it is how the width is used. It starts with the double-wide parking lanes, four freeway width travel lanes and a painted median for a total of 96 feet of uninterrupted asphalt. This type of Main Street is common in Utah, and that is the problem. It is the connection to the past and the pathway to the future; it is Spanish Fork's expression of where the city has been and where it is going.

Additionally, the southern end of the Utah Valley is no longer on the fringe of the metropolitan area, meaning that more commuters will continue to rely on Main Street. As a result, major transportation projects are being planned for new interchanges and transit services to support these commuters, which will in turn bring more people and more development downtown. Now is the time for Spanish Fork to determine what role Main Street will play in the city's future, and if there are investment opportunities that can create value in the community by capitalizing on the unique relationship between commerce and Main Street.

In short, Main Street needs to become one of the primary destinations rather than the primary route people take to other destinations. The following strategies are intended to correct these issues and address community input for how to make the transportation system safer and more supportive of downtown businesses. If implemented they will transition the Historic Downtown section of Main Street from a focus on auto-throughput and freeway access back to a thriving, beautiful, and vital commercial core that is hospitable to all modes of travel and supportive of Main Street's role in commerce.

## Key findings from the transportation analysis:

- o Main Street as it exists today does not function like a Main Street, and a consequence of this is unrealized opportunity to foster economic growth.
- o Main Street needs to be supportive of the strengths of a downtown street and build upon the assets in place: the building stock and sidewalk area with its well-proportioned width of 15 feet and its pedestrian amenities of flower planters, street trees, and drinking fountains. These assets support Historic Downtown as more than a one-stop shop—it is a place with many destinations, those that one plans to go to and those that are discovered while you are there. Improvements to the street can reinforce the current strengths of the community while facilitating social and economic vitality in the future.
- o Spanish Fork's Main Street is wide: 126 feet from building line to building line. The sidewalks are ample, at 15 feet on each side. However, the remaining 96 feet of roadway creates a number of problems:
  - Main Street is difficult to cross. There are five moving vehicle lanes, each approximately 12 feet wide. The parallel parking lanes are approximately 18 feet wide. Even though the posted speed limit is 30 miles per hour, it is difficult to drive this slowly when the road invites much faster travel. The distance between curbs is extensive, motor vehicles move quickly, crosswalks are unmarked, and few intersections are controlled by either signal or sign.
  - There are no safe facilities for people who are bicycling to get to or through Historic Downtown Main Street. For those visiting destinations along Main Street, there is no place to safely or conveniently park a bicycle while doing business downtown.
  - The high speed of vehicles passing on Main Street increases noise, creating a nuisance that makes it difficult for people on the sidewalk to hold conversations with each other.
  - The commercial section of Main Street has very little shade, whether in the form of trees or building awnings or other structures. Given Spanish Fork's high desert climate, the lack of shade can make leisurely walking difficult and uncomfortable.



## Main Street Design Concept

The following design concept is a scenario developed to illustrate the recommended improvements to the public infrastructure of Main Street.

- o Parallel parking lanes should be 9 feet wide and marked with a continuous line parallel to the curb
- o The outer travel lanes (those closest to the curb) should be 12 feet wide and marked with “sharrows”, a logo that shows where a cyclist should safely be positioned in the lane. This encourages sharing of the lane, which can be done in a 12-foot width
- o The inner travel lanes should be 11 feet wide
- o Left turn lanes should be provided only where Main Street intersects Center Street and 400 North. The left turn lanes should be 11 feet wide and no more than 50 feet long. There should be no left turn lanes at any of the other intersections
- o A median, 32 feet wide, should be provided between Center Street and 400 North. Transitional medians, widening to 32 feet as they approach these two streets, should be provided in the block to the south (100 South to Center) and north (500 North to 400 North). The median should extend across the crosswalk zone at each intersection.
- o The median should have a double row of London plane trees, which would be a variation on the rows to the south of Center Street. The trees would provide green and shade, but leave storefronts visible to motorists and pedestrians. Otherwise, the median can be landscaped as works best: it could have fountains and splash pads, monuments, flower beds, or seasonally kiosks
- o Sidewalks should be “bulbed-out” with curb extensions at intersections. They should be extended into Main Street and other cross streets to the full width of the parking lane for at least the width of the crosswalk.
- o Crosswalks should be provided at all intersections, both along Main Street and across it.



## Strategy 10: Redesign and Construct a Safer Main Street

### Existing Conditions and Community Input:

As a state highway, Main Street was developed with a vehicle-throughput mentality that accounts for the worst-case scenario, both in terms of driver behavior and traffic congestion. Traffic engineering is a science of accommodating human behavior, with drivers adapting to road conditions. Overdesigned buffers, clear zones, and travel lane width intended to account for fixed-object crashes have created streets that not only account for, but also encourage, unsafe speeds. A street that is designed for the fastest and worst driver will encourage drivers to drive at unsafe speeds and not be supportive of other ways people like to get around or the commercial aspect of the area.

Spanish Fork's Main Street (State Highway 156) is a primary arterial road and state highway that is four lanes in each direction with parallel parking on each side of the street. Main Street averages a total of 25,000 vehicles each day in both directions. This would be a large amount of traffic for a two-lane road, but can easily be accommodated in the four lanes on Main Street.

The street is signed as a 30-mile-per-hour speed limit, but its design is of a street with highway speeds. This is the outcome of the design of the street; it guides user behavior through physical and environmental cues. A high-speed highway that is indifferent to the land uses along it is not the right design choice for Main Street. It should look, feel, and operate like a downtown commercial street.

On Main Street, the relationship between the height of the buildings and the width of the street creates a space that is overly wide—the street is out of proportion with the human scale of the historic structures. The street itself is further divided, in its current form, between human zones—the 15 feet or so on either side dedicated to people moving at walking speed—and the motor vehicle zone. The vehicle zone is over 90 feet wide, representing more than 75 percent of the street dedicated to the moving and storage of cars and trucks. Very few of the drivers and passengers of the 25,000 plus motor vehicles that pass along Main Street stop and add to the commerce and social life of the street.

In the CPAT community surveys, events, and meetings, the team got a clear indication of perception about Main Street, how the street is used, and ideas for improvements. A majority of the comments from community members were generally focused on parking. Parking was described to be inconvenient, hidden in off-street lots, with limited on-street opportunities, and in overall short supply. Strong support was indicated for improved signage and angled on-street parking to increase the number of highly visible parking spaces available directly in front of businesses.

The second most common type of comment the CPAT team received was with regard to the safety of people walking along and crossing Main Street. All pedestrian crossings were thought of as difficult and dangerous to navigate due to the speed and volume of auto and freight traffic. Furthermore, there is concern about the midblock crossings that were removed at the south side of 100 N and both sides of 300 N—which limits the opportunity to cross Main Street. Community members understand the role that Main Street plays in regional transportation, especially for communities to the south to access Interstate 15. Just the same, community members commented that Main Street's role in the overall transportation system needs to be better balanced with local needs for commerce and pedestrian safety.

Criticisms of the streetscape included comments on the lack of vegetation, the current height of the trees that block building signs, and poor street lighting. Several applications of asphalt overlay have left a large ledge between the roadway and gutter, which creates access issues from parked cars to the sidewalk.

Medians along Main Street were removed several years ago, leaving 96 feet of uninterrupted asphalt from curb to curb. Crossing time when a pedestrian makes a call at the intersection signal is calculated at a walking speed of 3.5 feet per second, which would be a total of 27.5 seconds for an average pedestrian crossing. People with small children or those who have difficulty walking would require even more time to safely cross under current conditions. Crossing time with curb extensions and a cross section with four travel lanes, 12-feet wide with the existing 12-foot median, can be reduced to 17 seconds average crossing time.

Curb extensions at the three signalized intersections in study area (Center Street, 200 N, and 400 N) would reduce the amount time a person driving has to remain stopped on Main Street by 30 seconds total, and would improve Main Street auto through-time equivalent to the time differential between a 30-mile-per hour street and 20-mile-per hour street. This means that curb extensions can more than make up for the recommended reduction in speed limit through the Historic Downtown.

Community members expressed frustration and concerns about the lack of safety they feel when trying to cross Main Street in the Historic Downtown area. The team heard many comments that shoppers choose to visit only one side of the street when visiting the area, so as to avoid having to cross on foot. Furthermore all pedestrian crossings were thought of as difficult and dangerous due to the speed and volume of auto traffic.

Finally, the team heard that connecting the northern and southern stretches of Main Street to the Historic Downtown is important to the community. To the south, the Fairgrounds, Spanish Fork River Trail, and Sports Complex are the entertainment and recreational section of Spanish Fork. To the north, the large retailers around 1000 North and the Interstate 15 interchange provide regional services. Main Street serves as a vital connection among the residential areas and these sections of Spanish Fork.



Asphalt buildup on Main Street

## Recommendation 10:

### **Redesign Main Street right-of-way and pursue funding to construct a street that prioritizes local needs by advancing a safer, business-friendly Spanish Fork Main Street.**

Interim, low-cost strategies are key to jump-starting improvements to Main Street, given the limited funding streams, complex regulation and approval processes, and sometimes lengthy construction timetables. The pace of public works is out of step with the pace of commercial development, and is certainly out of step with community expectations. Early actions can provide the atmosphere of investment in Historic Downtown Spanish Fork and facilitate development.

Curb extensions, also known as neck-downs and bulb-outs, will improve pedestrian quality and safety, streetscape character, and vehicle operations and safety. They do this by bringing the curb to the outside through-lane at intersections. The extension then is brought back to the standard curb width past the intersection to provide for a parking area. The reduction in parking due to curb extensions is minimal because much of the area the extension occupies is typically already restricted to prevent parking close to the intersection. Curb extensions reduce the crossing distance of streets for people walking, make pedestrians more visible to people driving through, and add space to sidewalks that can be used for amenities, landscaping, and activities.

Pedestrian visibility at intersections is improved by curb extensions by bringing waiting pedestrians closer and higher than vehicle travel lanes. The reduced corner-turning radii at intersections forces drivers to slow down when they turn the corner, making it safer and more comfortable for pedestrians. The visual cue of waiting pedestrians allows vehicles to prepare for slower speeds and the potential for stopping at intersections. The effect of reduced corner radii on large vehicles is not a concern due to limited truck traffic from side streets.

They can be used as isolated, stand-alone improvements or combined with other treatments such as raised medians or special pavement treatments. Special paving treatments not only enhance aesthetics, they give pedestrian circulation areas a stronger sense of place and hierarchy in the street. Special pavement treatments include natural stone pavers, unit concrete pavers, bricks, textured or colored concrete, stamped asphalt, and various finish treatments.

#### **Priority Actions:**

- o Work with Utah Department of Transportation (UDOT) in the next resurfacing cycle to create the framework for a redesigned roadway.
- o Prioritize improvements and develop community consensus around a locally preferred option. A public outreach effort to increase the awareness of the issues and provide an understanding for the reasoning of design choices will help to build consensus.
- o Begin process of design, engineering and construction of curb extensions on Main Street at 200 N and 400 North.
- o Given the current average daily traffic and speeds in the corridor, it is not recommended that pedestrian crossings be installed midblock or unsignalized intersection locations. However it is recommended that the city monitor the conditions along Main Street and work with UDOT to determine if additional crossings are warranted in the future at 100 North and 300 North.

#### **First Step(s) to Implement:**

- o Develop agreement with UDOT to accomplish some improvements to Main Street in the near-term resurfacing project. These would include milling of the outside lane to remove the ledge at the gutter, restriping the roadway to a locally preferred cross-section, restriping of parking to identify parking spaces, and installation of curb extensions. The city may need to negotiate with UDOT to permit curb extension construction and develop a separate agreement from the upgrades as part of the routine maintenance.

- o Develop a public participation strategy, with coordination and input from the Planning Commission, that seeks to obtain input from a broad cross-section of Spanish Fork residents and Historic Downtown stakeholders on the priorities for Main Street right-of-way and consensus on a general direction for redesign.
- o Program capital funding to pilot curb extension design for Historic Downtown.

**Phasing:**

- o Zero to one year: City/UDOT agreement and construction to resurface and restripe roadway.
- o One to two years: City selects a designer to work with city leaders and the Spanish Fork community to come to consensus on a locally preferred design of Main Street. The most critical step in the design process is picking the elements that are most important and working to implement them, even if it sacrifices less important elements. For example, it would be preferable to reduce the lane widths from 12 feet (freeway lane width likely required by UDOT) to 11 feet, which is more appropriate for a local commercial district. However, if UDOT will not reduce lane width below 12 feet, the extra right-of-way devoted to each travel lane would not significantly affect other design elements.
- o Two to five-plus years: The conventional project development process proceeds from plan to capital construction over a number of years, during which momentum and funding for the project may fizzle out. From a project’s conceptualization to its actual implementation, a lot can change in terms of political will, citizen involvement, project staff, and prevailing city policies. It will be important for Spanish Fork to initiate under current conditions, and to chart a path that sustains momentum for the long term. While the more intensive processes to assess and evaluate the potential impacts of a project are under way, small scale, interim changes can deliver results to communities more quickly. Many of these can be implemented while Main Street is still under UDOT ownership, and provide the “bones” that reflect the goals of a more extensive roadway reconstruction.

**Responsible Person/Organization/Agency:**

- o City of Spanish Fork Planning & Economic Development Department in partnership with UDOT

**Other Partners Critical to Success:**

- o UDOT
- o Spanish Fork Planning Commission
- o Spanish Fork City Council
- o Main Street merchants and property owners
- o As determined

**Recommended street design elements for a safer and improved Historic Downtown Main Street:**

- o Utilize excess right-of-way for non-auto usage.
- o Maximize opportunities for on-street parking.
- o Improve directional signs in and along the right-of-way.
- o Install curb extensions for safe crossings.
- o Construct a landscaped median to increase safety of travel and crossings.
- o Landscape the sidewalk and median area.
- o Reduce the speed limit to 25 miles per hour (in line with the new roadway design).
- o Improve pedestrian-scale lighting—both for sidewalk/street lights and business lighting.
- o Design and install gateway treatments, special to Historic Downtown Spanish Fork, north and south of the study area, to extend the benefits downtown.

**Estimated Cost Range:**

- Once the city has decided on the general design parameters of the street, it can hire a designer to create the necessary plans and cost estimates for the improvements. Based on cost estimates of similar projects, there is a preliminary estimate of \$500,000 for the curb extensions, signage, multiuse trail and plantings. For more detail, refer to the Best Practices Guide in the following chapter.
- There is the potential that curb extensions would necessitate improvements to the drainage and gutters and has the potential for utility relocation. Only detailed review and design will determine these additional needed improvements, which may result in higher project costs or revised designs to avoid costly elements.

**Potential Funding Sources:**

- The funding mechanisms for improving Main Street are generally the same regardless of whether the city or UDOT owns the roadway.
- Short-term funding sources: UDOT maintains Main Street on a seven-year cycle of resurfacing. The layers of the past three overlays have built up a ridge on the west side of the 100 N block. As part of the resurfacing, UDOT budgets for restriping the roadway and has the option of restriping the roadway into a different configuration for the medians, lanes and parking. The city would need to provide design services and potentially additional resources for sidewalk or median; however, DOT could cover the cost of the restriping under its planned maintenance funding.
- Longer term funding sources: There are various types of funding strategies Spanish Fork could pursue for complete redesign and reconstruction of Main Street.
- Funding cycle, competitiveness, and the eligibility of project elements are key attributes of funding programs that city staff should monitor in conjunction with their UDOT counterparts. It should be noted that limited resources at UDOT means that funds beyond general maintenance of the roadway are unlikely to be awarded.
- The city could apply for a competitive grant from the Mountainland Association of Governments (MAG), as was previously completed for the current projects of the Spanish Fork River Trail Phase One and the Center Street/US-6 Intersection Improvements project. As the city knows from working through MAG, the competitive grant process is a multiyear process. The first step is to determine what city resources are available and then work with UDOT and MAG to determine the range of funding programs that could fund elements of Main Street improvements. Funding is tight and competitive—half of the submitted Spanish Fork project concepts were selected for funding in the 2014 cycle. Preparations for the 2016 project selection process will begin in February 2016 with the Metropolitan Planning Organization Technical Advisory Committee Project Ideas Meeting.

**Supportive Policy or Code:**

- The key policy action for the city is to determine if it is willing to assume ownership of Main Street through relinquishment by UDOT. That action would facilitate the following two recommended changes to the roadway, which would otherwise be difficult to implement through UDOT: reduction of the speed limit to 25 miles per hour and the reduction of lane widths to 11 feet.
- Although curb extensions have many benefits, they may not be appropriate in all circumstances. They are more expensive to construct than striping, they can create snow removal challenges, and they reduce future flexibility in making changes to the location of bus zones, roadway lane layout, or crosswalks.
- As determined necessary in order to create provisions or standards for curb extensions specific to Historic Downtown Spanish Fork.

**Resources and Examples:**

- Refer to the Best Practices Guide and CPAT-recommended concept in the next section.
- FHWA Road Diet Case Studies: [safety.fhwa.dot.gov/road\\_diets/case\\_studies/roaddiet\\_cs.pdf](http://safety.fhwa.dot.gov/road_diets/case_studies/roaddiet_cs.pdf).



Center Street in downtown Provo with medians, bulb-outs, and diagonal parking.;



New York City's Meatpacking District has social spaces carved out of excess roadway using bollards, planters, and other simple devices.



500 West in central Salt Lake City with wide, landscaped medians.



A curb extension allows pedestrians to be both closer to the other side of the street and more visible to cars.



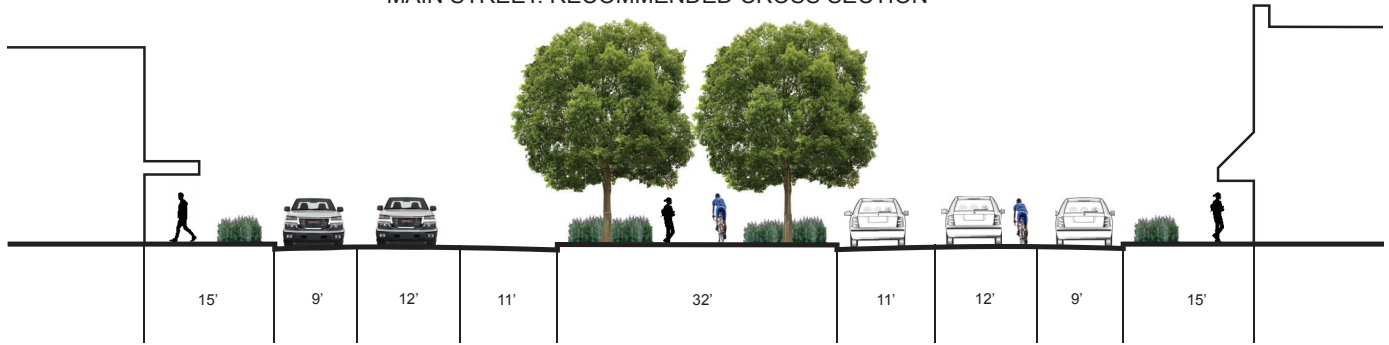
Angled parking and curb extension on Center Street and 100 North, east of Main Street.



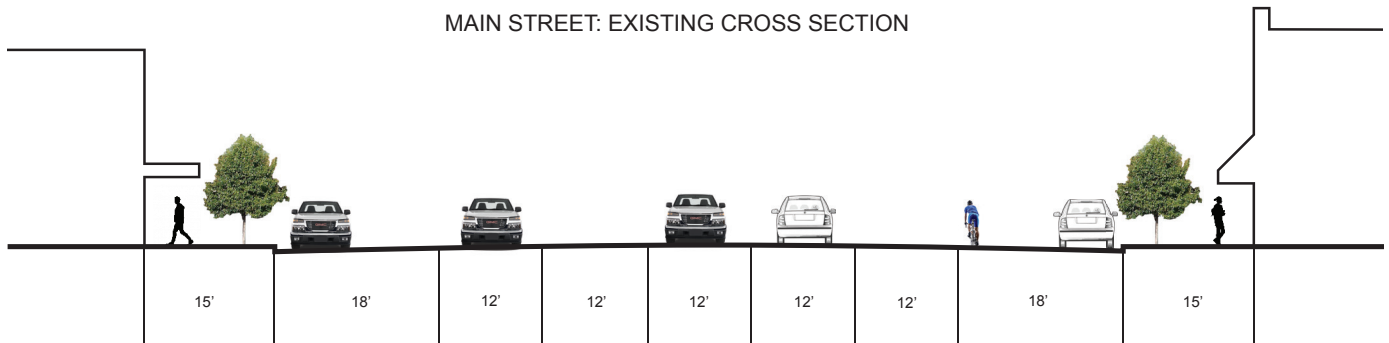
Main Street before curb extensions (left), and after (right).



MAIN STREET: RECOMMENDED CROSS SECTION



MAIN STREET: EXISTING CROSS SECTION

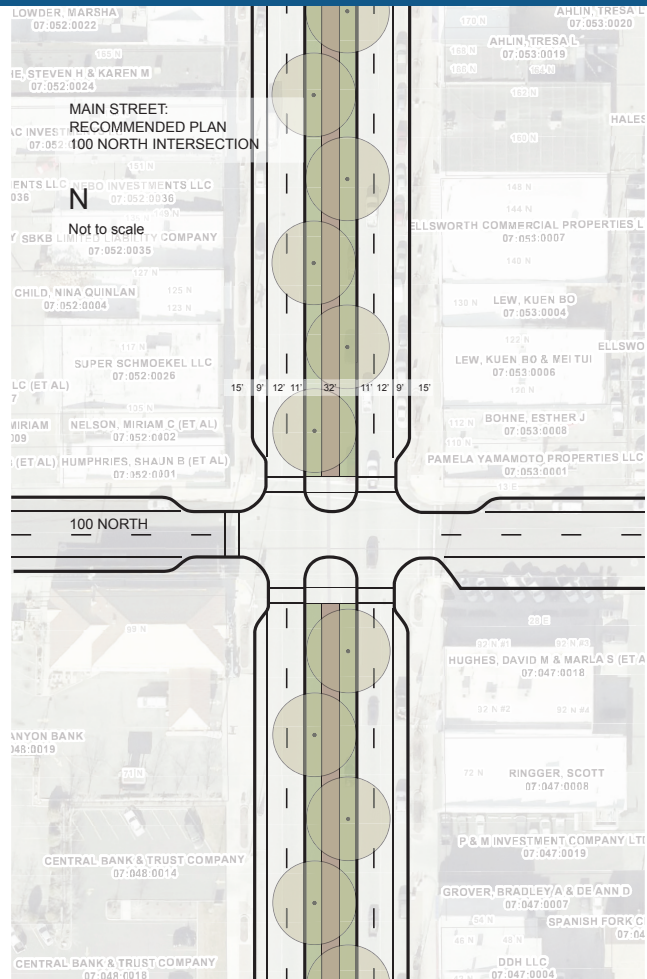
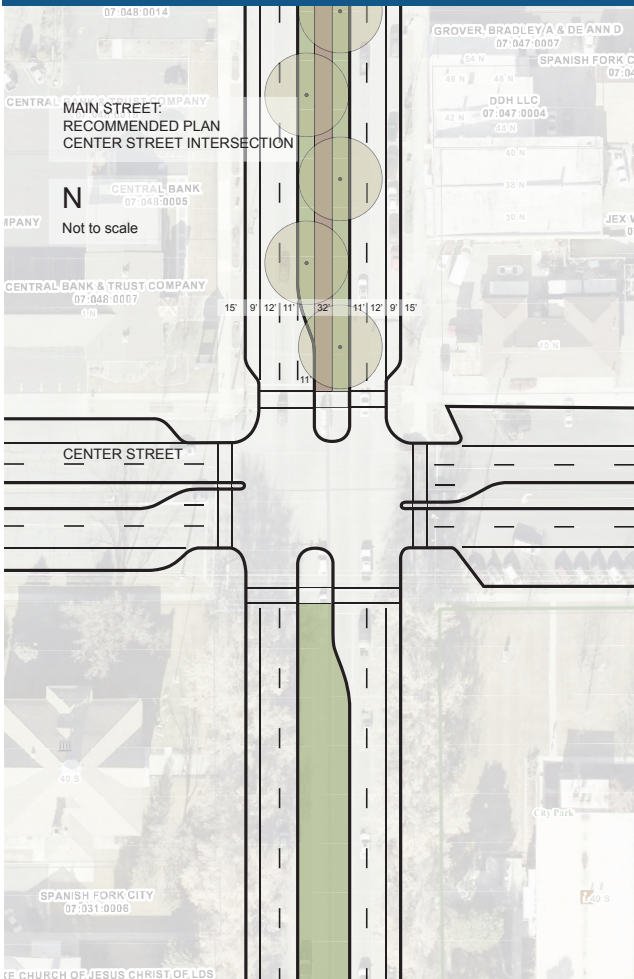


Thirty-two feet can be converted to a linear park and heritage trail in the middle of Main Street, making it safer for motorists and pedestrians, better for businesses, and creating an unusual, useful, and attractive social space (top).

Improvements to Main Street can be extended to the north and south (left).



Main Street with Heritage Trail, safer crossings, and possible pedestrian-friendly development (above); recommended intersection improvements at Center Street and at 100 North (below).



## Strategy 11: Improve parking conditions

### Existing Conditions and Community input:

Parking on Main Street was the first issue raised by most business owners and residents. The parking supply, its convenience, and visibility were all pointed out as needing improvement.

From the team's observations, the primary issues are with parking convenience and visibility, and less so with the number of parking spaces in downtown. The number of on- and off- street parking spaces for the Historic Downtown portion of Main Street total 937, which is adequate to support the uses along Main Street. There are 103 parallel parking spaces on Main Street, 89 parallel spaces and 30 angled spaces on side streets fronted by commercial uses and within one block of Main Street, and 715 spaces in off-street parking lots serving Main Street.

There are no parking requirements for downtown buildings, but by calculating with the Spanish Fork off-street parking requirements for offices (one space per 300 square feet) and retail centers (one space per 250 square feet), the development code would require 957 parking spaces for 23,000 square feet of office space and 220,000 square feet of retail space (existing space in Historic Downtown). Code requirements for retail parking typically include a reduction for shared parking, which would bring the estimated level of parking needed for Historic Downtown Spanish Fork even lower.

An assessment of the total number of on-street parking that could be gained from striping for angled parking along Main Street used the best candidate block on Main Street block of 200 North with its 300-plus feet of uninterrupted curb space on each side of the roadway. The 33 parallel parking spaces on both sides of this block could be converted into 60 angled parking spaces for a net gain of 27 spaces.

The narrower widths and multiple driveways on side streets means there are limited opportunities to increase parking supply by striping for angled parking. However, two blocks show potential: the north side of 300 N west of Main Street and the south side of 200 N east of Main Street. Adding angled parking could net 10 new parking spaces. If additional driveway curb cuts are closed, allowing for long-continuous stretches of shoulder space, other locations can be considered for angled parking.

Based on field observations of the parking along Main Street, it appears that the lack of striping to delineate spaces results in inefficient parking, as drivers are unclear where and how close to park to each other. Specifying parking spaces will provide consistency and assurance of the size and availability of parking along Main Street. The striping for this parking can be included in the budget for the scheduled maintenance of the roadway.

There is evidence throughout private parking lots in Historic Downtown that sharing parking between businesses is difficult—fencing and barriers between properties, no parking signs, etc. The team also observed a few very large, off-street parking lots, dedicated to a single business, that appear to have more parking spaces than the business now requires on a regular basis. Many of the banks and commercial offices downtown have dedicated parking lots that go unused after hours and on the weekends.

Some community members shared with the team confusion about how private lot owners allow their customers to use their parking spaces: Can a customer leave their car in the lot of the first destination to visit a second business on the same trip? Or must they move their car a block to their neighbor's lot to visit the neighbor's business? Additionally, Main Street merchants expressed difficult experiences in efforts to share parking, namely concerns about liability insurance coverage for shared lots.

### Recommendation 11:

**Improve parking conditions by clearly striping on-street parking, increasing side street parking supply, and updating off-street parking policies.**

Improved signage and delineation of parking spaces will improve the use of parking in the area and provide for overall improved conditions for visitors and shoppers. Revisions to the city ordinance requiring access from each private parking area to a public right of way to allow for easement agreements for access can help the process for driveway consolidation.

It is not recommended that angled parking be used along Main Street as the right-of-way needed for angled parking could be better used for the median area, heritage trail, or multiuse trails and provide benefits to better complement the use of the street. The limited additional parking gained by striping for angled parking on the street can alternatively be gained from side street angled parking and improvements in off-street lots without dedicating additional space along Main Street.

**Priority Actions:**

- o Immediately to short-term: Stripe for delineated parking spaces to clearly mark spaces along Main Street, of 20 to 22 feet length per space.
- o Consider striping for angled parking on side streets: the north side of 300 N west of Main Street and the south side of 200 N east of Main Street. Adding angled parking could net 10 new parking spaces in those locations.
- o Prioritize review of city policies or practices that may be a barrier to shared parking and policies that may not be appropriate in the context of Historic Downtown (i.e. curb cuts, suburban-level parking requirements for new development).
- o In order to reduce the number of curb cuts and free up space for development, the city should investigate its requirement for parking areas to have direct access to public right-of-ways. By allowing easements for adjacent parking areas to access public streets, current driveway space could be freed for other use. Removing curb cuts can also serve to increase on-street parking supply.
- o Consider options under which the city could operate public parking spaces in private lots—private property owners could allow use of spaces in exchange for the city installing public parking signs and enforcing time restrictions, providing liability insurance coverage for the public spaces, or similar inducements. Draft a shared parking agreement template.
- o Consider discussion with Planning Commission about a potential parking district for the Historic Downtown, inquiring about the level of activity or need that could warrant a district parking plan and what a district parking plan might involve.

**Phasing:**

- o Zero to six months: City strategy for policy review; initial Planning Commission discussion; identify barriers and/or opportunities to strengthen policy and code around shared parking and private parking access requirements.
- o Zero to one year: City/UDOT agreement and construction to resurface and restripe roadway.
- o Longer term:
  - In one to two years: Assess parking demand and supply, evaluate effectiveness of parking in pilot project, and determine if additional efforts are needed to add on-street parking to side streets in Historic Downtown and which areas of Main Street hold the greatest need.
  - Because angled parking requires space devoted to squaring off the angled parking at driveway locations and additional treatments for sight-distance implications for these driveways, consider consolidating or eliminating off-street parking access driveways to provide for more angled parking along side streets.

**First Step(s) to Implement:**

- o Refer to other Implementation Strategies in this report regarding coordination with UDOT on upcoming resurfacing project).
- o Planning & Economic Development staff meet with public works director and city manager to discuss recommendations and potential parameters under which the city may consider changing to parking policy or code.
- o Planning & Economic Development staff meet with Planning Commission to work through potential parking policy work plan, trade-offs, and concerns.

**Responsible Person/Organization / Agency:**

- o City of Spanish Fork Planning & Economic Development Department.
- o In partnership with UDOT for any parking reconfiguration that takes place on the state highway/ Main Street.

**Other Partners Critical to Success:**

- o UDOT(if there are operational implications for the state highway).
- o Spanish Fork Planning Commission.
- o Main Street merchants and property owners.
- o As determined.

**Estimated Cost Range:**

- o The parking restriping plan could be designed in-house or with the city’s contract engineer; otherwise, the striping cost would be included in the resurfacing maintenance conducted by UDOT.
- o Staff could perform many of these actions under their daily work plans.
- o Longer term parking district planning could require additional consultant assistance.

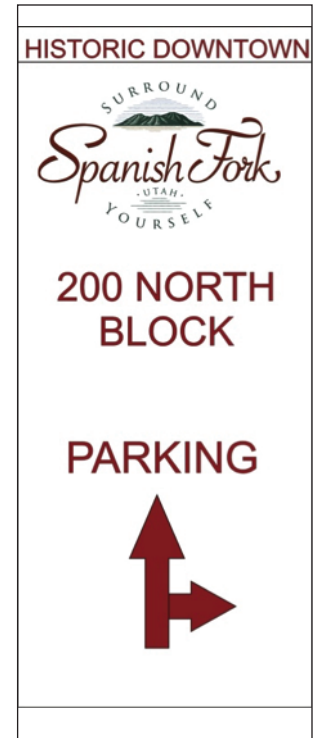
**Potential Funding Sources:**

- o Short- to mid-term: UDOT maintenance program, city public works budget.
- o Longer term: city public works budget.t

**Supportive Policy or Code:**

- o As determined necessary to create provisions or standards specific to Historic Downtown Spanish Fork such as revising City Ordinances requiring access from every driveway to a public right of way to provide for easement access.

**Resources and Examples:**



## Strategy 12: Develop and implement a sign program for parking, community identity, and wayfinding

### Existing Conditions and Community input:

Historic Downtown does not have any signage identifying it as such, nor does it have signage to direct visitors to the commercial uses or parking within the area. Furthermore, there is no pedestrian-level signage to assist pedestrian circulation in the commercial core.

For example, the city manages many parking spaces on Main Street and the cross streets in Historic Downtown Spanish Fork. The city also owns a lot just east of Main Street, at 300 North, currently dedicated for public parking. Some of the traffic poles on Main Street have guidance about when parking is restricted. There are neither signs welcoming the parking patrons nor any guiding drivers to side-street or off-street parking areas where ample parking is located.

In the CPAT community surveys, events, and meetings, the team got a clear indication of perception, use, and ideas for improving Main Street. Community members frequently described parking as inconvenient, hidden in off-street lots, with limited on-street opportunities, and in overall short supply. Strong support was indicated for improved signage to allow more highly visible parking directly in front of businesses. The team also heard from newer residents to Spanish Fork that they are unaware of public parking lots in Historic Downtown and many are generally unsure about where it is legal to park, for what purpose, and for how long.

When parking is invisible, unclear, or seemingly difficult to locate, people will choose to keep driving, taking their shopping or business elsewhere. Drivers searching for parking on a street with high traffic speeds are distracted. It is good for business and public safety to provide clear signs and directions about where downtown customers are welcome to park. Building on improved signage for parking, signage that clearly identifies Historic Downtown and provides wayfinding for autos, bicycles and pedestrians could reinforce the awareness and identity of Historic Downtown. Downtown pedestrians are unaware of distances, direct routes, and destinations.

As with the design of the street itself, which is auto-oriented, the lack of signage for other modes of transportation cause the identity of Historic Downtown to suffer and leaves its commercial uses as drive-by afterthoughts in many cases. Wayfinding is the art of using landmarks, signage, trails, and environmental cues to help visitors navigate and experience a site without confusion. These cues should be seamlessly connected, well planned, and aesthetically pleasing. They should create a positive first impression and a sense of security and comfort.

Improving signage and wayfinding in Historic Downtown Spanish Fork can balance provisions for an adequate inventory of parking with the need to preserve an active, pedestrian-friendly business district that provides a unique and authentic experience for shoppers, residents, and tourists.

### Recommendation 12:

**Design and install signs in Historic Downtown Spanish Fork to identify the district, direct drivers to parking, and provide wayfinding for visitors.**

#### The goals of a Historic Downtown Spanish Fork signage program should be to:

- o Support and promote a distinct identity for Historic Downtown.
- o Raise community and visitor awareness of the Historic Downtown and its location.
- o Direct visitors to Historic Downtown from I-15 and US-6.
- o Direct drivers to available parking areas.

- o Enhance visitors' and residents' ability to easily navigate downtown and find desired destinations, including parking.
- o Increase the success and market potential for retail, dining, arts, entertainment, and economic growth and redevelopment in Historic Downtown Spanish Fork.
- o Support the city's commitment to downtown economic growth and redevelopment.

Directional signage to off-street parking and side-street parking can increase the number of spaces visible to a driver along Main Street. This, coupled with Historic Downtown Spanish Fork landmark and wayfinding signage, would indicate that the downtown is a district where one is expected to park once and walk to various destinations. On-street parking along Main Street is self-explanatory; however signage directing parkers to side streets and off-street parking is needed to ensure efficient use of the downtown's overall parking supply. Block-by-block signage could integrate landmark information, as well as directional signage to side-street and off-street parking.

The incorporation of private business identification in the signage should be explored as a way to promote local businesses and leverage private resources for the signage program.

**Priority Actions:**

- o To increase the visibility and convenience of parking, it is recommended that the city should create a signage program for the Historic Downtown to include landmark and directional components.
- o The program could include landmark and wayfinding elements.

**First Step(s) to Implement:**

- o Work with a designer and UDOT to design and deploy parking signage in Historic Downtown Spanish Fork.

**Phasing:**

- o Six months: Implement signage program for Historic Downtown by performing a wayfinding analysis and design schematic signs.
- o Six months to two years: Deploy landmark and direction signage for parking in the Historic Downtown.

**Responsible Person/Organization/Agency:**

- o City staff

**Other Partners Critical to Success:**

- o Spanish Fork Planning Commission
- o UDOT (if there are installation or operational implications for the state highway)
- o Main Street merchants and property owners

**Estimated Cost Range:**

- o The wayfinding analysis and schematic sign designs are estimated to cost \$25,000 to \$50,000.
- o Fabrication and installation of the signs is estimated at \$25,000; however, the signage program could vary in cost based on the type and number of signs in the preferred design option.
- o There are opportunities to partner with business owners to include business signage and leverage private resources for design, fabrication, and installation of the signs.

**Potential Funding Sources:**

- o MAG grant program, City public works budget, public/private partnerships.

**Supportive Policy or Code:**

- o As determined necessary to create and/or install landmark, wayfinding and directional signs specific to Historic Downtown Spanish Fork.

**Resources and Examples:**



Signage and wayfinding, some doing double-duty.



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## **RESOURCES FOR IMPLEMENTATION**

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Through the course of studying, analyzing, and planning, the team has developed a few tools and guidelines to support Spanish Fork in its implementation work. The purpose of this section is to offer further detail and education on the various concepts presented in this report. The implementation resources that follow:

- o Best Practices Guide to Streetscape and Operational Design of Spanish Fork's Main Street
- o Market and Development Feasibility Analyses

## Best Practices Guide to Streetscape and Operational Design of Spanish Fork's Main Street

### Why consider redesigning Main Street?

The success of a street as a social space and for commerce depends, in part, on how people can travel along and across it. A good main street encourages easy access to the commercial district. It is easy to navigate, has places to sit in the sun or areas that are protected from it, and places for casual conversation. And, most important, it is an environment that invites repeat visits.

Right now, Spanish Fork's Main Street is not designed for a human scale; with its wide width, freeway lighting, and fast vehicle speeds, it does not support a commercial district. As State Highway 154, Main Street is owned and operated by UDOT, whose mission is to move regional traffic (primarily auto and freight). This mission governs standards and practices and is the underlying philosophy of how Main Street is laid out and operated. This results in wide travel lanes, high speeds, and eventually the removal of pedestrian crossings, which occurs when auto traffic reaches a threshold where auto traffic is prioritized through the area. Wide travel lanes, high speeds and lack of pedestrian crossings describe Spanish Fork Main Street today.

While it may seem pragmatic to design for auto throughput, Main Street's current design creates a difficult environment to do anything except pass through. While Main Street provides a vital connection for north/south travelling autos and trucks, it also has other functions that can be supported without disadvantaging the through traffic.

There are practical design elements and strategies that can help realize the potential of Main Street as a supportive, functional and defining infrastructure for Historic Downtown Spanish Fork. What follows are critical considerations for redesigning the street, how those considerations relate to the needs of Spanish Fork, and the CPAT's recommended street and streetscape concept for the Historic Downtown section of Main Street. The recommended design concept not only provides for a more functional street, but builds on the unique assets of Spanish Fork and Main Street to celebrate local history and culture in an active, participatory way.

### Streetscape concepts

#### *Designing for all people who use (or want to use) the street*

##### *People who are walking*

The needs of different types of users should be taken into account when designing a commercial main street. People who like to walk prefer streets with active storefronts, designed for foot traffic and scaled for comfort of the person on the sidewalk, which all contribute toward an active and economically vibrant community. While dynamic and active storefronts is of paramount importance to the person walking by, public safety, adequately spaced and apportioned sidewalk width, protection from rain, shade from the sun, and appropriate lighting make the difference between a successful street and a barren one.



A welcoming pedestrian environment enhances commercial activity on a street.

### *People who are bicycling*

People on bicycles want facilities that are direct, safe, intuitive, and cohesive. Bicyclists desire a high degree of connectivity and a system that functions well for people of all bicycle skill levels, with minimal detour or delay. Like those who drive, people on bicycles also want parking areas that are safe, theft-detering, and convenient to Main Street destinations.

People on bicycles want to feel safe and protected from moving cars and trucks. Bikeways that create an effective division from traffic and are well coordinated with the signal timing and intersection design of the transportation network form the basis of a safe and welcoming bicycle network.

### *People who are driving*

People driving need adequate lighting and signage, as well as adequate parking provisions at their destinations. An appropriate roadway speed to provide time for drivers to react to pedestrian crossings, available parking spaces, and viewing area businesses is an important component in creating a successful main street. People driving will sacrifice a few seconds of time to cross through a thriving and interesting area.

## **Design Elements for Main Street**

### ***Driving speed***

One key aspect of the design and operation of the roadway is the speed of auto traffic. Drivers exceeding the speed limit or driving too fast for road conditions is the number one factor in fatal crashes in Utah.<sup>1</sup> The relationship between vehicle speed and crash severity is clear and based on the laws of physics—as speed increases the rate of potential injury and death increases at a more rapid rate. Studies place the risk of death or severe injury of a pedestrian hit at 20 miles per hour at five to 20 percent, at 30 miles per hour it is 35 to 50 percent, and at 40 miles per hour it dramatically increases to 75 percent and higher.<sup>2</sup> Furthermore, slower speeds reduce road noise and improve the feeling of safety for all users.

The speed limit along Main Street is 30 miles per hour; however, due to roadway design elements (straight, wide lanes; striped median; no mid-block crossings; and wide parking lanes), the street conveys a much higher speed to people driving who often travel at 40 to 45 miles per hour. Main Street's speed limit is set by UDOT's standards of measuring the 85th percentile speed of traffic. Consideration for a speed limit below the 85th percentile speed is given based on surrounding development, pedestrian activity, and other factors.<sup>3</sup> Therefore there are reasonable factors present on Main Street for UDOT to review the speed limit for potentially reduction.

UDOT could reduce the speed limit to 25 miles per hour based on its own guidance in considering the pedestrian activity, parking practices and other traffic along Main Street. Travel time for autos along Main Street is not greatly affected by the speed limit. To traverse the half-mile section of Main Street from Center Street to 400 N Street at 30 miles per hour without stopping is one minute. At 25 miles per hour, travel time is one minute and twelve seconds. While not inconveniencing auto users, a reduction in speed in the Historic Downtown would provide safety benefits as well as support an enhanced street environment and the commercial uses along Main Street.

While changing the speed limit is one step in reducing speeds along Main Street, study results show changing the posted speed limit does not significantly change the 85th percentile speed of drivers. Regardless of the posted speed, a motorist will drive as fast as the physical space of the road invites. The wider the lanes and overall road, the faster motor vehicles will move. Increased enforcement would only have a limited and punitive impact on reducing speed. As mentioned earlier, it is the driving environment, not the posted limit, which most influences motorist speeds. Therefore it is recommended that the speed of the roadway be controlled through street design of lane width, shared lane markings, and other streetscape elements.

Repeated and recent studies indicate that roadways with lanes wider than 10.5 feet experience a higher rate of severe crashes. This is due to smaller land widths creating the perception of friction (less "room for error"). At 12 feet, the Main Street travel lanes are 15 percent wider than needed. It is recommended that the inner travel lanes be reduced to 11 feet wide. The outside lanes can remain at 12 feet since they can provide for in-road bicycle use adjacent to autos in the same lane. Many communities have striped outside lanes with bicycle-specific arrow markings, commonly called "sharrows," to encourage lane sharing.

1 2014 Utah Fatal Crash Synopsis, <http://highwaysafety.utah.gov/wp-content/uploads/sites/22/2015/02/2014FatalCrashSummary-2.pdf>

2 <https://www.aaafoundation.org/sites/default/files/2011PedestrianRiskVsSpeed.pdf> and <http://humantransport.org/sidewalks/SpeedKills.htm>

3 UDOT Policy 06C-25 Effective October 4, 1991, revised March 19, 2015, <http://www.udot.utah.gov/main/uconowner.gf?n=10468406714475616>

### **Parking**

There are approximately 940 on- and off-street parking spaces in Historic Downtown Spanish Fork. This parking supply is adequate for the needs of the area, but improvements such as signage directing vehicles to parking on side streets and in off-street lots as well as the delineation of individual parking spaces for on-street parking would help drivers find parking spaces. The 18-foot parking lanes on either side of Main Street are recommended to be reduced to nine feet, in order to devote more roadway space to trails and greenspace.



### **Crossings**

Curb extensions, also known as neck-downs and bulb-outs, improve pedestrian quality and safety, streetscape character, and vehicle operations and safety. They do this by bringing the curb to the outside through-lane at intersections which are currently striped as red zones and are effectively unused space on the roadway. The extension then is brought back to the standard curb width past the intersection to provide for a parking area.

Curb extensions reduce the crossing distance of streets for people walking, make pedestrians more visible to people driving through, and add space to sidewalks that can be used for amenities, landscaping, and activities. They effect vehicle operations by reducing the amount of green time devoted to pedestrians, which can be used to extend the green time along Main Street to facilitate more through traffic. Furthermore, curb extensions reduce intersection turning radii and causes turning drivers to slow down making it safer and more comfortable for pedestrians.

Curb extensions are recommended for signalized intersections and are recommended for consideration at unsignalized intersections and mid-block crossings.

### **Pedestrian-Scaled Lighting and Signage**

In addition to the roadways of Main Street being designed to focus on vehicles, the off-road support infrastructure of lighting and signage is specifically oriented to vehicles. The highway-grade lighting is too dim to illuminate the sidewalk and building signs are generally difficult to read from the sidewalk. These design components are important in separating a vibrant storefront area and a barren one.

The current street lighting along Main Street is built to highway standards with tall, widely spaced light poles. Sidewalk-level lighting can be either attached to the existing poles or the existing poles could be supplemented with the type of street lights used by Spanish Fork in its neighborhoods.

Signs should be oriented for pedestrians. This can be achieved by allowing blade signs oriented perpendicular to the sidewalk, allowing for sidewalk signs, and providing wayfinding signs along the roadway.

### **Median and Streetscape**

The existing striped median along Main Street provides for easy maintenance and good left-turn access both at intersections and midblock. This is especially important to enable firetrucks from turning either direction when leaving the fire station. The median also allows for full utilization of the width of the roadway for parades on Fiesta Day and other celebrations. However this comes at a significant cost. The lack of a defined median limits opportunities for placemaking and hinders supporting a nonauto dominated environment.

A raised median provides for identity along a street, an aesthetically pleasing green space, a pedestrian refuge in crossing the street, and, if it is wide enough, a park space. They help to visually narrow the roadway to encourage a slower speed environment and generally making drivers aware of the district due to the presence of unique median treatments. A raised median allows parades to occur on one side of the roadway, while the other side can be used as pedestrian space for food trucks, carnival rides, and other activities.

Main Street can accommodate a median as wide as 32 feet. The width of the medians could vary throughout the corridor to accommodate turn lanes and a break in the median at the fire station. It is recommended that left-turn pockets be limited to signalized intersections in order to maximize the effectiveness of the median.

Limited space for roots caused the removal of mature trees from the sidewalk planters about five years ago. Several business owners stated that the replanted pear trees have grown to a height that obstructs most business signs. A median provides an opportunity to have street trees in an unobstructed space, which could provide morning shade on the east-facing buildings and afternoon shade on the west-facing buildings without obstructing the buildings or their signage. Trimmed trees, low bushes, or shrubs could complement the planters and replace the existing trees on the sidewalks, providing additional green buffers between the pedestrian environment and the street's travel lanes.

### ***Identity and Placemaking***

Each of the aforementioned design elements will improve conditions along Main Street for all users and help create a distinct identity that signals entry into Historic Downtown Spanish Fork. But truly great streets have unique qualities based on the values of their communities. In that vein, it is recommended that a trail and linear park be constructed to link the cultural heritage to the physical space along Main Street. The Spanish Fork Heritage Trail connects the amenities along Main Street to one another by a cultural trail which respects the indigenous and pioneer history of Spanish Fork, while supporting the residents and business by providing a space to meet, gather, and celebrate. As presented, the Heritage Trail connects Spanish Fork City Park at its southern end to a revitalized Memorial Square at its midpoint to the Veterans Memorial Building at the north. It accomplishes mobility, identity, and commercial goals of the Historic Downtown by utilizing surplus street space to create a cultural amenity unique in Utah.

The Historic Downtown design treatments should not abruptly end at the study limits of Center Street and 400 N. The northern and southern gateways are important to consider in developing the character of Historic Downtown. Design elements and trail connections can be extended to bring additional blocks into the Historic Downtown District over time. To the north, blocks could be brought into the commercial area as desired. To the south, the fairgrounds, recreational complex, and civic center are important destinations to which Historic Downtown could extend.

### ***Considerations of ownership and operations***

Since Main Street is State Highway 156, the Utah Department of Transportation (UDOT) is its owner and operator. Any improvements to Main Street will need to be approved by UDOT and based on UDOT policies and standards. During the design process, there will be points of agreement and disagreement between the city and UDOT. However, UDOT is a willing partner and will accommodate the city's needs as much as it can. If the city is fully committed to a final roadway design that is not acceptable to UDOT, relinquishment should be considered.

Relinquishment of State Highway 156 would mean the transfer of ownership and the responsibilities of maintenance and operations from UDOT to Spanish Fork. While this would mean additional costs for Spanish Fork, it would give the City design control and more leeway over the future function of the roadway. Spanish Fork owns the majority of roadways in the city, and has the capacity to maintain and operate Main Street.

UDOT would need to have logical segment of the roadway relinquished, leaving UDOT with a connected state highway system. There are two options: Spanish Fork could assume the entire State Highway 156 from I-15 to the southern end at 300 S (State Highway 198) or UDOT could retain ownership of state route 156 north of 400 N (State Highway 147). Given Main Street's role in regional travel in southern Utah County, UDOT may be reluctant to relinquish the roadway or may have several conditions placed on relinquishment such as the City agreeing not to prohibit freight truck traffic.

### ***CPAT-Recommended Design Concept***

The following design concept is a scenario developed to illustrate the recommended improvements to the public infrastructure of Main Street.

#### *Speed Limit:*

- o Set speed limit at 25 miles per hour.

#### *Travel and Parking Lanes:*

- o Parallel parking lanes should be nine feet wide and marked with a continuous line parallel to the curb.
- o The outer travel lanes (those closest to the curb) should be 12 feet wide and marked with "sharrows", a logo that shows where a cyclist should safely be positioned in the lane. This encourages sharing of the lane, which can be done in a 12-foot width.
- o The inner travel lanes should be 11 feet wide.

- o Left-turn lanes should be provided only where Main Street intersects Center Street and 400 North. The left turn lanes should be 11 feet wide and no more than 50 feet long.
- o There should be no left turn lanes at any of the other intersections.

**Center Median and Streetscape:**

- o A median, 32 feet wide, should be provided between Center Street and 400 North. Transitional medians, widening to 32 feet as they approach these two streets, should be provided in the block to the south (100 South to Center) and north (500 North to 400 North). The median should extend across the crosswalk zone at each intersection.
- o The median should have a double row of London plane trees, which would be a variation on the rows to the south of Center Street. The trees would provide green and shade, but leave storefronts visible to motorists and pedestrians. Otherwise, the median can be landscaped as works best: It could have fountains and splash pads, monuments, flower beds, or seasonally open kiosks.
- o Trees along the sidewalk should be reassessed once they reach a mature height, they currently obstruct signs on buildings and can either be trimmed or replaced with shorter shrubs if their mature height is not higher than the sign level.
- o Additional sidewalk lighting should be provided.
- o Signage should be oriented to the pedestrian level.

**Bicycle and Pedestrian**

- o Sidewalks should be “bulbed-out” with curb extensions at intersections: They should be extended into Main and cross streets to the full width of the parking lane for at least the width of the crosswalk.
- o Crosswalks should be provided at all intersection, both along Main Street and across i.
- o Bicycle parking should be installed.
- o Pedestrian-scale lighting to add safety to the sidewalk zone, increase visibility for Main Street businesses, as well as create a “sense of place” through Historic Downtown. Pedestrian-scale lighting is currently not present on Main Street. Some cities have completely upgraded their street lighting to provide decorative lighting in conjunction with other design motifs. The Main Street light fixtures were recently replaced in the existing cobra-head lights which light the roadway for people driving on Main Street. This investment should prolong the useful life of these lights and limit the cost effectiveness of replacing the lighting. An interim, low-cost option is to utilize the city’s residential street “acorn” lighting interspersed at intervals between the existing cobra head lighting to light the sidewalk area. An example of this mix of lighting can be seen along University Avenue in downtown Provo.



Pedestrian-scaled lighting on Center Street, Provo.

# Real Estate Market Analysis for Spanish Fork

## Retail and service market niche analysis for Spanish Fork overall

This section describes the methodology and results for a comprehensive retail and local service niche analysis for Spanish Fork, Utah. The main steps included determining the primary market area (PMA), determining income within the PMA, determining residential spending patterns within the PMA, and conducting an inventory of all retail and service businesses (including their square footage) within the PMA. Once this data was collected, and additional assumptions about capture rates, expenditure patterns, adjustments for alcohol and tobacco stores, and average store size were obtained, a list of over- and underserved stores in the city of Spanish Fork was generated. The analysis was then stepped down to Downtown Spanish Fork, including addition of daytime (employee) business to determine retail and service opportunities for downtown.

### Methodology

The Primary Market Area is determined by competitive influences, draw, access, and barriers. For this case Downtown Spanish Fork and “highway” Spanish Fork, including the Walmart and Costco retail cluster, is considered to be one attraction. Using CoStar data, total retail and service space in Spanish Fork is estimated to be 1.7 million square feet (SF). This assumes that in general, Spanish Fork residents, plus areas of Salem (0.3 million SF) and Payson (0.8 million SF) shop in Spanish Fork for convenience needs. Springville (1.0 million SF) is a convenience competitor, while Provo (5.8 Million SF) is the desired location for comparison shopping and some entertainment and food-related venues. Mountains form a PMA barrier to the east.

Thus, the Spanish Fork retail and service PMA is estimated as an approximate four-mile radius, with 61,000 people, 16,500 households, annual median household income of \$61,200, and total income of just over \$1 billion.

The team used U.S. census data to determine average household spending patterns. The basic data was developed for Ohio, then adapted for use in Spanish Fork, with changes made to foods, liquor and tobacco, and caffeine-related businesses, and the rural nature of the south Utah Valley. The overall model identifies over 50 retail and service uses. Average store sizes and average sales per square foot were obtained from ULI Dollars and Cents Of Shopping Centers, and updated to 2015.<sup>1</sup>

The existing Spanish Fork space inventory was collected by Kim Brenneman, staff for the city of Spanish Fork, and compiled under the direction of CPAT member Roby Simons. She used public records to group the 500+ Spanish fork businesses into the required ULI categories, and aggregated up the square footage data into a single number to be input into the niche analysis model. Over 400 businesses were incorporated into the model.

The methodology has certain assumptions and limitations. Capture-rate data, although supported by local survey data, is subjective, and the portion of demand that can be captured by downtown merchants (as opposed to North Main-highway-Costco-Walmart retail) is likewise at the analyst’s discretion. It is also assumed that downtown space functions at the average level for strip centers and small neighborhood centers, despite the “mom-and-pop” nature of downtown businesses (generally devoid of national chains), while the North Main highway district contains a vast preponderance of national and regional chains, which generally command higher rent. This analysis also assumes static, rather than dynamic, growth in the household market, and further assumes no demand from outside the PMA. Both are clearly conservative assumptions when Payson and Salem are weaker competitors, and south Valley shoppers have to pass through Spanish Fork for nearly all day-to-day activities. This is a “rooftops” analysis that counts retail and service demand by place of residence, not by place of work. Even after these steps, the model has some peculiar results, based in part by third-party payee businesses (doctors, dentists, drug stores), and stores competing in part with general merchandise big box stores. Caution is to be applied in generating conclusions about the viability of any individual store type.

The table on the following page provides a list of the individual tenant types (tenant niche findings) that are underserved, and thus present an opportunity for new businesses to expand somewhere in Spanish Fork. These conclusions reflect demand for overall for Spanish Fork. The next section addresses strictly recommendations for Historic Downtown Spanish Fork.

<sup>1</sup> The full methodology can be obtained from R. Simons and John Brennan. “Development and Issues of Inner-City Retail Niche Markets,” in ARES/ICSC sponsored *Megatrends in Retail Property*, John Benjamin, ed., Boston: Kluwer, 1996.



## Strategic tenant recommendations for Historic Downtown

Since the Costco-Walmart retail complex on North Main Street, located by the Highway 15 interchange, was developed about three years ago, downtown has evolved into a node for local services, not competing head-on. Downtown is about three minutes from the newer Spanish Fork retail complex by driving, and has about one-third of its size. Retail rents downtown approximate \$5 to 9/SF/year, while rents by Costco and Walmart exceed \$20/SF/year.

The daytime market in downtown, especially for food, is based on about 1,000 workers and over 500,000 (non-unique) daytime visits over the course of a year. These people can also contribute to the lunchtime (as opposed to the dinnertime market for food), assuming no double counts with the rooftops analysis.

The recommended tenant mix for Historic Downtown Spanish Fork is:

Type	# Stores
<b>Food</b>	
Restaurant with beer/alcohol	2-3
Convenience food	1-2
Cafeteria/restaurant w/o liquor	1-2
<b>Medical, Professional offices and services</b>	
Legal services	1
Electronic repair/IT	1
Osteopathic Doctors	1
Other Office and Clinic of Doctors	1
TV repair	1
Travel agent	1
Photo/portrait studios	1
<b>Other Retail</b>	
Sporting Goods Stores	1
Used Merchandise Stores	1
Radio, television, and Electronic Stores	1-2
Computer, Software Stores, Video Rentals	1
Florist	1-2

## Housing market analysis

In a growing community like Spanish Fork, housing is also a development opportunity. While the team did not conduct an in-depth housing market demand analysis, the CPAT did conduct extensive conversations with Spanish Fork merchants and residents. Further, the team's local survey results asked about housing options.

Any housing projects should be affordable yet exciting products that can entice current residents to move out of their existing homes, and also be attractive to new residents. Because local retail and services are dependent upon spending power of local residents, additional rooftops (housing units) near downtown are an essential ingredient to assure success of new commercial development and restaurants.

According to the US Census<sup>2</sup>, the median Spanish Fork housing price was \$193,000 in 2013, about 3.2 times median household income. This is at the edge of the acceptable affordability zone, indicating the median income can afford the median house, but that prices are a bit of a stretch. Because interest rates are low now, it is not a problem, but if they rise substantially, affordability may become an issue. This would strengthen the demand for smaller (i.e., less expensive) units. Median rents in Spanish Fork were

2 <http://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=bkmk>

\$790 an month. Seventy-seven percent of households were home owners, and the overall housing vacancy rate was 3.4%. Zillow<sup>3</sup> listed over 190 houses for sale in Spanish Fork on May 13, 2015, a healthy market volume. All these signs point to a dynamic and functional housing market.

***Some other facts pertinent to the housing market:***

- o CPAT survey results indicate that over half of downtown merchants live outside Spanish Fork. One reason may be lack of upscale housing product.
- o CPAT's survey of residents also shows that about 20 percent would be interested in living in multifamily housing near downtown Spanish Fork. They desire smaller units with two bedrooms, with typical rents of about \$750 to \$1,000 a month. Many would also prefer to buy attached product such as town homes. Even discounting these results, because the survey is a non-random sample, this represents a substantial latent demand.
- o Senior housing is also possible, as it is a growing demographic segment. Further, an affordable senior project is currently under construction near downtown Springville, and its success can serve as a market signal for market acceptance for future housing projects.
- o Housing projects are generally considered less risky, and are therefore easier to finance, than commercial projects.

***The CPAT Housing recommendations for Spanish Fork are:***

The market should be able to support 50 to 150 units of apartments, senior apartments, and town homes within a five-year period. The units should be compact, modern, fit into the style of the neighborhood, and face onto the back block off of Main Street. The rental product should be two to three stories, average 1,000 square feet, and have two bedrooms, modern functional design but traditional exterior, and adequate parking. This product would rent for about \$1.10/SF/month. There also may be demand for housing above commercial space on Main Street, but the market premium may not be very large.

The other larger product for sale should be 1,500-square-foot town homes, with second-story views of the mountains, compact and modern and functional interiors, and traditional peaked roof exterior design. The units should have rear-entry parking. They could sell for about \$110/SF, which (at this size) would have a sales price below the Spanish Fork average house price, but still have a high enough value (sales price per SF) to allow developers a reasonable profit.

A third housing product could be the substantial rehab of the soon-to-be available LDS church just south of city hall. Based on a site inspection, the facility appears to be in decent condition, and is handsome from the outside and historic in nature. The large spaces on the ground floor would be suitable for about ten two-story units, and the balance of the facility can likely accommodate another 15 to 25 smaller units on both ground and upstairs floors. Rehab costs are likely reasonable. Some historic tax credits or senior-oriented housing tax credits may be available. Parking and access need to be worked out, and this would likely require some negotiation with the city, which owns the adjacent parking lot. Assuming reasonable rents, if the property can be acquired at the value of the land less demolition, it would appear to have a good chance of being financially viable.

The next section addresses financial aspects of developing these commercial and residential projects in Downtown Spanish Fork.

**Financial Analysis for generic development projects**

This section develops three scenarios for impactful infill development of scale in downtown Spanish Fork. All scenarios are two- or three-story projects on at least one quarter of a city block. The first is a commercial infill project and a for-rent apartment project, built side by side or independently. A vertical mixed use project (residential over commercial, same residential and commercial components) is the second scenario. The third scenario is indicative of a smaller residential project.

***Assumptions***

The team met with several developers and city officials to determine realistic, locally relevant cost, revenue, and investment factors for various aspects of development. These include:

- o Construction costs range between \$65-90/SF for average to better quality residential, and \$110-150/SF for commercial

3 [http://www.zillow.com/homes/for\\_sale/Spanish-Fork-UT/41001\\_rid/40.184906,-111.464024,40.038129,-111.799107\\_rect/11\\_zm/0\\_mmm/](http://www.zillow.com/homes/for_sale/Spanish-Fork-UT/41001_rid/40.184906,-111.464024,40.038129,-111.799107_rect/11_zm/0_mmm/)

and housing above commercial, respectively. These costs exclude land, soft costs (consulting fees), financing, and profit.

- o Land acquisition costs are assumed to be \$5 per land square foot, and the cost to acquire existing business property would be \$65 per building square foot.
- o Commercial NNN (triple net to owners) rents for new construction in Downtown Spanish Fork would be in the \$10 to 12/SF/year range initially, and could rise to the teens once the market has been established. These starting rents are at least 50 percent higher than current rents, and about half of what smaller in-line tenants pay out by Costco and Walmart. This assumes no national chains as tenants. Vacancy rates would be below 10 percent.
- o Residential apartment rents in downtown Spanish Fork would be about \$1.10-1.20/SF/month. Vacancy rates should be not higher than five percent. Residential sales prices would approximate the city average of \$110 to 120 per square foot, for units averaging 1,500 SF.
- o Investment returns (cap rate) would initially be in the nine to 12 percent range. After markets have been established, they could drop to the seven to nine percent range for projects that are not market initiators.

### Scenario 1

This is a horizontal mixed use project on about one-quarter of a city block, with a two story commercial building on Main Street, and a 35,000 SF 35-unit residential building. Construction quality is average, with average rents and average investment return requirement for a market-leader project.

<b>Development concept 1</b>	<b>Total Costs</b>	<b>Revenues</b>
<b>Horizontal mixed use</b>		
23,000 SD Commercial	\$2,800,000	\$250,000
35 Housing units	\$2,300,000	\$400,000
land and relocate business	\$600,000	
profit and soft costs	\$1,100,000	
Total	\$6,800,000	\$6,100,100
GAP	\$ (700,000)	-10%

Under these circumstances, the project costs \$6.8 million, but only has a value of \$6.1 million. There is a financial gap of \$0.7 million, or 10 percent.

### Scenario 2

This is a vertical mixed use project on about one-quarter of a city block, with a two- to three-story commercial down/residential up building on Main Street, with a total of 60,000 SF which contains 35 residential units. Construction quality is above average, with slightly above-average rents and a slightly higher investment return requirement for a market-leader project.

<b>Development concept 2</b>	<b>Total Costs</b>	<b>Revenues</b>
<b>Vertical mixed use</b>		
23,000 SD Commercial	\$3,750,000	\$350,000
35 Housing units	\$5,250,000	\$400,000
land and relocate business	\$600,000	
profit and soft costs	\$1,100,000	
Total	\$10,700,000	\$6,800,000
GAP	\$ (3,900,000)	-36%

Under these circumstances, the project costs \$10.7 million, and has a higher value of \$6.8 million, due to substantially higher development costs, but only marginally higher rents and higher risk. Thus, there is a financial gap of \$3.9 million, or 36 percent.

### Scenario 3

This is a straight residential project on up to a one-quarter of a city block, but it could be done in pieces that are not contiguous. It has 20 residential two-story units, with an average size of 1,000 SF. Construction quality is average, with average rents and average investment return requirement for a residential market-leader project.

<b>Development concept 3</b>	<b>Total Costs</b>	<b>Revenues</b>
<b>Residential smaller good quality</b>		
20 Housing units	\$1,800,000	\$200,000
land and relocate business	\$150,000	
profit and soft costs	\$350,000	
Total	\$2,300,000	\$2,300,000
GAP	\$ —	0%

Under these circumstances, the project costs \$2.3 million, and has a similar value of \$2.3 million. There is no funding gap.

### Best locations for redevelopment

These projects could go in a number of locations in Downtown Spanish Fork, including the city-owned fire station block, vacant former Joanne Fabrics site, the underutilized bank parking lots fronting Main Street, selected infill sites and specific buildings, the vacant red school about 3rd East (rehab or raze and build new), and when it becomes available the LDS church at 1 South Main could complement downtown uses. As stated above, the LDS site could be best for residential or mixed use, but the land size is small and likely would need shared parking.

### Gap financing

Several of the development scenarios likely require public subsidies to be viable. At this point, only modest-sized residential projects on open land appear to be viable without public funds. These subsidies could take several forms, depending on the situation. The team believes there is a need for catalytic and placemaking projects in Downtown Spanish Fork. By helping create new space, it would set a precedent of higher rents, and therefore higher property values, better future comparable rents and sales prices, and facilitated development. Some subsidy options include:

- o City land donation to development projects, either directly or through land swaps. This would reduce overall development costs and provide a higher return on developer equity, especially in the earlier years where rents are likely to be lower than needed.
- o Property tax abatement (for city and schools) could be allowed, to increase NOI. Alternatively, property tax revenues could be used to fund a TIF scheme to fund infrastructure development.
- o General obligation bond to generate funds for property acquisition, infrastructure development, parcel reconfiguration, and other purposes such as creating dining patios in low-noise areas to be shared by several restaurants.
- o Historic preservation and senior-LIHTC housing tax credits, used individually or together for rental projects.
- o Revolving loan fund to provide low interest loans.
- o CDBG funds, as available from Utah County, to reduce development costs or business start-up costs for key anchor tenants like restaurants, and higher density mixed use projects.
- o Rehabilitation of existing commercial buildings by encouraging and facilitating property owners to cooperate; allow selected variances to zoning code if needed.

- o Storefront renovation grants and loans, to help expose historic facades and enhance downtown identity.
- o A simple financial model developed to demonstrate to property owners the financial return (expressed in increased rents collected) from modest investments in building quality and upgrading.
- o Reconfiguration of vehicular traffic flow on Main Street between 5 North and 1 South, with special attention to 4 North to Center Street. This includes setting aside funds to absorb additional future maintenance costs for medians and islands, parking and sidewalks, as needed. This is key to getting drivers to slow down, reduce noise, and allow for safer crossing of Main Street to enhance business activity.



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# THE CPAT INITIATIVE

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In May 2015, the American Planning Association (APA), through its professional institute, the American Institute of Certified Planners (AICP), organized a Community Planning Assistance Team (CPAT) project in Spanish Fork, Utah. Spanish Fork is the 16th community to participate in APA's Community Planning Assistance Teams program.

The project was selected from proposals submitted during CPAT's June 2014 community application review cycle. Dave Anderson, AICP, community and economic development director for Spanish Fork, served as APA's primary community liaison throughout the effort. Kimberly Brenneman, community development division secretary and business license specialist for the city, also served as a crucial contact and valuable resource throughout the project.

## THE PURPOSE OF THE CPAT INITIATIVE

The purpose of the CPAT initiative is to serve communities facing limited resources by helping them address planning issues such as social equity and affordability, economic development, sustainability, consensus building, and urban design, among others. By pairing expert urban planning professionals from around the country with residents and other stakeholders from local communities, the initiative seeks to foster education, engagement, and empowerment. As part of each team's goals, a community develops a vision that promotes a safe, ecologically sustainable, economically vibrant, and healthy environment.

APA staff works with the community, key stakeholders, and the host organization(s) to assemble a team of planners with the specific expertise needed for the project. The team meets on-site for three to five days, during which time a series of site visits, focused discussions, and analysis are performed. On the final day, the team reports their results back to the community. A more detailed report is issued to the community at a later date.

### Guiding Values

APA's professional institute, the American Institute of Certified Planners (AICP), is responsible for the CPAT initiative. It is a part of APA's broader Community Assistance Program. Addressing issues of social equity in planning and development is a priority of APA and AICP. The Community Assistance Program, including the CPAT initiative, was created to express this value through service to communities in need across the United States.

Community assistance is built into the professional role of a planner. One principle of the AICP Code of Ethics and Professional Conduct states that certified planners shall aspire to "seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. Another principle is that certified planners should aspire to "contribute time and effort to groups lacking in adequate planning resources and to voluntary professional activities."

### Program Background

In recognition of the key role urban and regional planners play in shaping vibrant, sustainable, and equitable communities, the APA Board of Directors established the "Community Planning Team" initiative in 1995. This initiative resulted in a pro bono effort to assist an economically struggling African American community in Greensboro, North Carolina. APA has continued to develop a pro bono planning program that provides assistance to communities in need.

Another Community Assistance Program initiative is the Community Planning Workshop, which is held in the host city of APA's National Planning Conference every year. The workshop is a one-day event that engages community leaders, citizens, and guest planners from around the country (and abroad) in discussing and proposing specific solutions to urban planning challenges. Workshops typically begin with an introduction of individuals involved and a tour of the community, neighborhood, or site. Participants form breakout groups that begin by discussing existing issues, then participants brainstorm new ideas based on community needs and sound planning techniques. Each breakout group "reports out" on its results to the entire group. Facilitators then lead a discussion to form consensus around future goals and ways to achieve these goals. Upon the conclusion of the workshop, the local community composes a final report that incorporates workshop results and specific actions that local officials could take to turn the project vision into reality.

In 2005, program efforts were increased after Hurricane Katrina in the Gulf Coast region to include a number of initiatives and projects in the affected cities of Henderson Point, Mississippi, and Mandeville, Slidell, and New Orleans in Louisiana. Another Gulf Coast recovery project included the Dutch Dialogues, which brought American planners together with Dutch experts to transform the way that Louisiana relates to and manages its water resources.



AICP broadened the scope of the CPAT program with its 2009 project in Buzzard Point, a neighborhood in Southwest Washington, D.C. Over the course of the site visit, the team met with more than 40 neighborhood groups, government agencies, residents, and other stakeholders. The team advised community leaders on long-range strategies to strengthen existing and proposed transit links and increase accessibility, improve affordable housing developments, position the area as a major gateway to the city, and to deal with dominant industrial areas within the neighborhood.

The last several years of completed projects in Matthews, North Carolina; Story County, Iowa; Maricopa, Arizona; Wakulla County, Florida; Dubuque County, Iowa; La Feria, Texas; Franklin, Tennessee; and Lyons, Colorado are important landmarks in the development of the CPAT program as an ongoing effort. They mark the inauguration of CPAT as an ongoing programmatic effort. CPAT has become an integrated part of APA's service, outreach, and professional development activities.

More information about APA's Community Assistance Program and the Community Planning Assistance Teams initiative, including full downloadable reports, is available at [planning.org/communityassistance/teams](http://planning.org/communityassistance/teams).

## Meet the Spanish Fork CPAT Team



### **Deb Meihoff, AICP | Team Leader**

For more than 20 years Deb Meihoff has devoted her career to revitalizing and developing communities. She is principal and owner of Communitas, a consulting firm based in Portland, Oregon. Meihoff brings people and teams together to collaboratively explore problems and solutions, tackle cities' economic challenges, and find the key steps to make great places happen. Her experience in economic development, planning, policy, redevelopment, and construction gives her the ability to connect community goals with marketplace realities. Meihoff holds a Master of Urban and Regional Planning degree from the University of New Orleans and received her Bachelor of Arts degree from the University of Colorado-Boulder. Meihoff may be found in the bike lanes of Portland or exploring coffee shops around the globe.



### **Sean Daly, AICP**

Sean Daly is a senior transportation planner at Iteris, Inc. Over his 15-year career, Daly has worked on wide range of transportation planning activities on the local, regional, state, and federal level in the public sector and in professional consulting. These include multimodal and goods movement transportation studies, intersection and corridor analysis, state and federal transportation policy and finance and data analytics for transportation performance measurement and evaluation. He is the Professional Development Officer for the Louisiana Chapter of APA and a certified Professional Transportation Planner. He serves on the Lafayette Parish Board of Zoning Adjustment. He is a graduate of the University of California at Los Angeles, and received his master's in City and Regional Planning from the University of Pennsylvania.



### **Robyn Eason, AICP**

Robyn Eason has 10 years of professional experience in urban planning, neighborhood revitalization, and sustainability. She manages and directs the certification process for LEED 2009 for Neighborhood Development at the Green Building Certification Institute, while also performing reviews and quality control responsibilities for the LEED Building Design and Construction Rating System. Previously Eason worked in the private sector to determine future development scenarios and develop implementation strategies to guide market and economic transformation. Eason holds a Bachelor of Science in Architecture and a Bachelor of Civil Engineering from The Catholic University of America and a master's in City and Regional Planning from Clemson University. She is a member of the Urban Land Institute and the International Society of Sustainability Professionals.



**Robert A. Simons, AICP**

Robert A. Simons is a professor at the Levin College of Urban Affairs at Cleveland State University. He is also the faculty advisor for the Certificate Program in Real Estate Development and Finance at CSU. He is the former director of the Master of Urban Planning, Design and Development program. Simons was a 2005 Fulbright Scholar at Wits University in Johannesburg. He received his PhD from the University of North Carolina at Chapel Hill in City and Regional Planning. He also holds Master of Regional Planning and Master of Science in Economics degrees, both from UNC. He is the author of *Turning Brownfields into Greenbacks* and *When Bad Things Happen to Good Property*. His latest book on adaptive reuse is forthcoming from Kent State University Press. He also serves as associate editor for the *Journal of Sustainable Real Estate*.



**Andrew Vesselinovitch, AICP**

Andrew Vesselinovitch has headed the bicycle programs for the New York City departments of planning and transportation, served on the San Francisco Bicycle Advisory Committee, and managed the Bloomingdale Trail for The Trust for Public Land and Ross Barney Architects. Vesselinovitch also served as project manager for the Chicago Riverwalk. He expanded New York City's "bike week" to a month, introduced the first bilingual promotion campaign, and increased the distribution of free maps. There was a more than 20 percent increase in bicycling during his tenure. Vesselinovitch is a self-described "working cyclist." Born and raised in Chicago, he returned to study and practice architecture. His thesis was a proposal to turn a wide segment of Chicago's Broadway into a multiuse street.



**Jennifer Graeff, AICP**

Jennifer has been working for the American Planning Association (APA) since 2011 where she has managed many of APA's international as well as domestic community assistance programs and activities. In addition to working on the CPAT program, Graeff oversaw APA's Energy and Climate Partnership of the Americas program, a U.S. Department of State initiative focused on building planning capacity throughout Latin American and the Caribbean. She also managed APA's Dutch partnership activities which included educational and interactive opportunities for APA members to learn about the Dutch approach to water management. Graeff holds a Master of Science in Urban Planning from the Graduate School of Architecture, Planning and Preservation and a Master of International Affairs from the School of International and Public Affairs, both from Columbia University, and is a member of the American Institute of Certified Planners.

## Acknowledgments

The Spanish Fork CPAT would not have been possible without the incredible support and cooperation from the entire Spanish Fork community. In addition to the list of people mentioned below, we wish to thank everyone who participated in CPAT activities or hosted CPAT events, as well as everyone who stopped us on the street to ask us questions and spent time sharing their stories, hopes and dreams for the City of Spanish Fork.

### AIA-CU Design Assistance Charrette

Ammee Snyder, AIA, EDA Architects  
Bob Herman, AIA, LEED® AP, EDA Architects  
Curtis Miner, AIA, Curtis Miner Architecture  
Guil Rand, AIA, Architectural Coalition  
Jim Nielson, AIA, CRSA  
Lester VanNosdol, AIA, Raymond VanNosdol & Associates Inc.  
Nancy Evenson, AIA, Evenson Architecture  
Soren Simonsen, AIA, AICP, LEED® AP, Community Studio

### CPAT Application Committee

Aaron Stern, My Sister's Closet  
Amy-Jo Stanford  
Bob Herman, AIA, LEED® AP, EDA Architects  
Brad Tanner, Triple T, LLC  
Bruce Fallon, AIA, LEED® AP, WPA Architecture  
Deborah Jensen, AICP, Assoc. AIA, D+J Design Works  
Dijana Alickovic, ARCHITECTUREmatters  
Lance Wilson, Lance Wilson Insurance  
Nancy Evenson, AIA, Evenson Architecture  
Soren Simonsen, AIA, AICP, LEED® AP, Community Studio  
Susan Taylor, Susan's Hair Design  
Tresa Kehl, Dirty Joe Punsters

### Brigham Young University

#### Faculty:

Michael Clay, Ph.D.

#### Students:

Alex Barton  
Eli Flores  
Eric Watkins  
Katilynn Harris  
Kaytee Howell  
Mitch Vance  
Ryan Peters

### Downtown Merchants and Property Owners

Blair Schmoekel, Odgen's Carpert and Flooring  
Cary Ludlow Hands, Cary's Designs Floral  
Dale Ellsworth  
Derrick Brundage  
LaMont and Kris Leavitt, Innovations Experts  
Lance Wilson, Lance Wilson Insurance  
Matt Barber, Western States Insurance  
Mike Stone, Stone Drug  
Sarah and Aaron Stern, My Sister's Closet  
Steve Boothe, Boothe Brothers Music  
Susan Taylor, Susan's Hair Design  
Tresa Kehl, Dirty Joe Punsters  
Members of the Spanish Fork Chamber of Commerce  
Board of Directors  
Wendy Osborne, Tabitha's Way

### Spanish Fork City Elected and Appointed Officials

Spanish Fork City's Mayor, Council and Planning Commission provided essential support for this project and participated in activities throughout the CPAT week.

#### Mayor

Steve Leifson

#### City Council

Brandon Gordon  
Keir Scoubes  
Mike Mendenhall  
Richard Davis  
Rod Dart

#### Spanish Fork Planning Commission

Brad Gonzales  
Brad Tanner  
Brad Wilkinson  
Bruce Fallon  
Jens Nielson  
Treaci Tagg

## **Utah Chapter, American Planning Association**

Lani Eggertsen-Goff and Aric Jensen, serving as Utah APA Chapter Presidents assisted in preparing the City's application for the CPAT program.

## **Special Advisors**

Soren Simonsen, AIA, AICP, LEED® AP, Community Studio,  
Bruce Fallon, AIA, LEED® AP, WPA Architecture  
Lars Anderson, ASLA, Project Engineering Consultants provided special professional and technical assistance on the project.

## **Chamber of Commerce**

The Spanish Fork Salem Area Chamber of Commerce provided volunteer assistance and input on the CPAT project under the direction of President Stacy Beck and Executive Director Clark Caras.

## **Spanish Fork City Staff**

Andrea Allred, Community Development Department Intern  
Bart Morrill, Parks Division Manager  
Bill Bushman, Building and Grounds Manager  
Dave Anderson, Community and Economic  
Development Director  
Dave Oyler, City Manager  
Kim Brenneman, Community Development  
Department Secretary  
Nick Ricci, Spanish Fork Community Network  
Pam Jackson, Library Director  
Pete Hanson, Spanish Fork Community Network  
Seth Perrins, Assistant City Manager  
Travis Bourne, Spanish Fork Community Network

*All photos in this report were taken by the Spanish Fork CPAT team members.*







# Spanish Fork CPAT Report Appendix

## September 2015



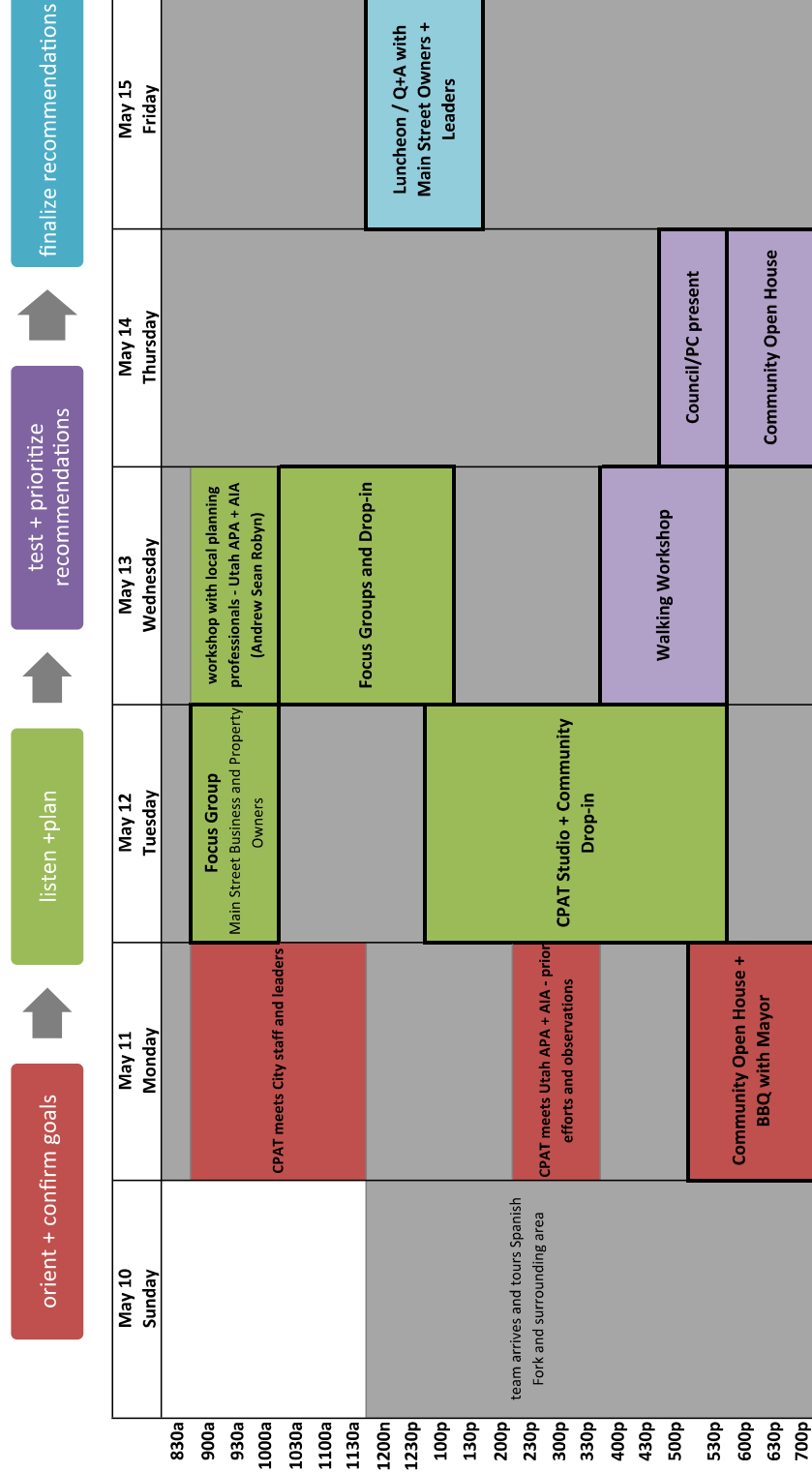


## **Contents**

- A. Summary of CPAT’s Community Events (Workshop Schedule and Community Barbeque Comment Cards)
- B. CPAT Survey Results
- C. Bibliography of Background Materials
- D. History of CPAT

# A. CPAT's Community Events Workshop Schedule

## Historic Downtown Spanish Fork Community Planning Assistance Team | Workshop Schedule



## Community Barbeque Comment Cards | received May 11, 2015

An estimated 400-500 people attended the Mayor's Barbecue on the evening of May 11, 2015. About 70 participants completed comment cards that were distributed by the team to determine community goals and the opportunities and challenges for revitalizing Historic Downtown Spanish Fork. Following are written comments received.

1. Main Street is a place where I can park once and have a pleasant and safe walk to services and shops that meet my everyday needs (bank, pharmacy, salon/barber, clothing, etc.)
  - 25 responses say it is most important
  - 18 responses say it is important
  - 19 responses say it is not as important
  - 5 responses say it is not important
2. Main Street is a place where people can live in mixed-use buildings (shops on the bottom, living on upper floors), especially those just starting out or downsizing
  - 6 responses say it is most important
  - 4 responses say it is important
  - 11 responses say it is not as important
  - 47 responses say it is not important
3. Main Street is the center of activity, the primary place where I meet up with friends and family for a day of shopping, enjoying a meal, or chatting in a park.
  - 27 responses say it is most important
  - 20. responses say it is important
  - 15. responses say it is not as important
  - 3. responses say it is not important
4. Main Street looks different than other parts of town - the older buildings have been renovated and new buildings have a special design that celebrates our shared heritage.
  - 15 responses say it is most important
  - 23 responses say it is important
  - 17 responses say it is not as important
  - 13 responses say it is not important

**THE PLACE I GO MOST OFTEN ON MAIN STREET IS:**

- Shopko
  - Library (15)
  - Zion's Bank
  - Confetti Antiques
  - Booth Brothers and Stone Drug
  - Library and Shops
  - Library and Store Drug
  - The Shops
  - Stones, DUP Museum, Zions
  - Fat Jacks, Stone Drug
  - Endurance Sports
  - Stone Drug , Zions Bank, Cold Stone, Tire and Oil
  - Bank, Booth Bros, MVP Sports, Bella Ella
  - Mi Rancherito
  - Stone Drug (3)
  - My Sister's Closet, Booth Brothers
  - My Sisters Closet (4)
  - Glades, Library, Farmer's Market
  - Restaurant, the Library
  - Texaco/Skibas
  - Stone Drug and JMart
  - Library, Barry's, Coldstone
- Tabatha's Way
  - Library, Stone Drug, Bella Ella's
  - Not any place really
  - My office, MVP Sports
  - Ella Bella
  - MVP Sports, Booth Brothers
  - 122 N. Main, Sego Lily Soap
  - Two Jacks Pizza and Barry's Drive in
  - Oil Spout
  - Used Book Store
  - Cold Stone, Library
  - Cold Stone
  - Roger's Center for Dentistry
  - Carls' Jr
  - Restaurants
  - Brad's Barber Shop
  - Nebo School District
  - I don't go
  - Kids Court Daycare
  - JMart
  - Lucky 5
  - Business Owner (2)

- MVP Sporting
- Library, Maple Mt Martial Arts, My Sister's Closet, Booth Bros, JMart
- Library and Zion's Bank
- My Sister's closet, Library,
- Boutiques, Booth Bros, Library, family history center
- Naturally Yours
- Susan's Hair Design (3)
- JMart, Booth Brothers
- Stone Drug, Fat Cals (?)

**IF I COULD CHANGE ONE THING ABOUT MAIN STREET I WOULD:**

- I love it! Change nothing!
- Add a place to exercise like a recreation center
- Build one or two multi-level parking structure (other parking?)
- Put rec center where the library is located (see back)
- Restore the building facades
- Slow down traffic, make it pedestrian friendly
- Better traffic flow
- Have more family friendly stores, maybe a toy store
- Expand the library and make it look nicer/updated
- Cleaned up look of buildings, more foot traffic
- Make more parking
- Divert commuter traffic, plan like businesses together
- Revitalize it while maintaining some of the vintage life/history
- Make them stay open until 7
- Keep up of the older buildings
- Slow Down!!
- Add facades to the store fronts to make them look nicer
- Spruce up the exteriors on some buildings, some continuity
- Add bike lanes
- Provide more parking, make owners fix buildings
- Parking- I know there is some in the back sometimes but it is not advertised at the corners where there is parking

- Paint the old buildings, have pedestrian crossings with flags
- Make the library larger
- The light down by (illegible)
- Take out the trees so you can see the buildings
- Add a hotel, toy store, old time candy store, cultural heritage museum
- Add more parking, newer business not just on HWY 6
- Offer more parking somehow, require storefronts to clean up and shape up fronts facing streets
- Update outside exterior
- Make the road safer to cross
- Update the exteriors and improve library parking
- Increase the speed limit to 35 or more
- Rec center
- Add a rec center
- Encourage forks to shop in all of the lovely stores
- Make the front of the older buildings look better
- More business
- Have turn lights on the lights
- Put a off ramp from I-15 to Center St to alleviate Main St traffic
- Have more restaurants
- Make more services available within walking distance and make the place look more historic
- Improve parking
- Stop it from becoming alternate to 1-15



- Safe to cross the street
- Add more shops that I would like to visit
- Make more parking
- The traffic
- Change it from an I-15 substitute to a regular street
- Have sit down restaurants and a large family park
- Traffic
- Update the exterior keeping the old nostalgic look
- Make 1000N and Main easier to drive and better shops
- Clear ice and snow better during winter time
- Parking
- Make it easier to park and shop
- Make it look more modern
- Add more street lights, support night shopping
- Make a safe bike lane, not in street next to traffic
- Add more friendly places for children and areas that are free to hang out
- Green lights for left turns- I avoid Main Street for this reason
- Attract more restaurants and update building facades
- Restaurants and more up to date stores
- Update the exterior keeping the old nostalgic look
- Put the cement islands in the center of the block
- Add more parking

- Fix it up like Ella Bella but still keep the old time charm
- Make it feel more historic and easier to park, nicer restaurants

## COMMENTS:

- I love shopping on Springville's Main Street. It feels special and looks clean, renovated buildings. Wish we had a toy store, fewer antique store that sell junk, more antique stores with better organization and more desirable items. Cleaner fresher character.
- I would hate to see the new business overshadow our quaint Main Street. Keep the celebrations on Main Street (parade and trick or treat). I love Stone Drug Ice Cream Bar and the Antique Store.
- I love this town it's great. Downtown needs more parking to accommodate more patrons.
- Thanks for dinner it was delicious. Can't wait to see improved Main Street!
- I don't want the old feel to change yet updating in time era appropriate façade would be nice.
- Update buildings, better parking for places on Main Street and left turn lights at intersections.
- I want all businesses to Google Maps. If they are not listed they do not exist. I travel to Oren regularly because I don't know of a place down here. I don't love high density housing because it creates a lack of community. Residents don't respect town or buildings- they don't talk to neighbors. Also don't create an "Orem Birdhouse" (midtown village).
- Main Street is the center of activity, the primary place where I meet up with friends and family for a day of shopping, enjoying a meal, or chatting in a park- this is important to me but the 3 other things I could not judge because none are overly important to me.
- Make Main Street into a park and reroute all traffic to different direction.
- I think we need to have a new library and rec center on Main Street to revitalize downtown.
- I would really love the addition of a recreational center. We use the recreation center in Provo and other cities but we have to pay more for an out of city fee. I feel they add a lot to the city and create a good place for people to be active as families.
- Business signage more visible, not just on building fronts. Easier to know where things are. Benches for strolling shoppers to sit and visit. Shaded would be nice.
- To make downtown a vibrant place again, I would take the library out of the center of town and put a new rec center similar to Provo at this location. This would draw many people to the center of town. Clean up the faces of the old shops on main my bringing back a historic.
- I would love to see more retail on Main Street. Make it cute- towns like Springville, Cedar City Utah and Hot Springs, South Dakota are good examples. Benches, islands, in the center of road, café dining, historic street lights, crosswalks, etc. would be awesome.
- I would like to see Main Street keep its original small town feel, yet offer many things for locals. I would like to only shop local.

- Sit down dining place, maybe the Booth Bros performing place could be fancied up to attract concerts/comedy place/plays somewhere to visit on a date or as a family. It seems like the newer development is all headed by Costco and Walmart.
- Put a stop light or round about at the intersection of Hwy 15 and expressway. Needs something to make it safer for drivers. Love the Springville splash pad- maybe copy theirs. Thanks for dinner.
- I would like the library and rec center close to Main Street. I would also like to see the old buildings cleaned up to not look run down. But I don't want them removed. I love old buildings. And love our history. Thank you!
- New store fronts. Keep activities here at the library. It draws a lot of people- relaxing. Bring stores that we can shop at.
- Keep small town feel.
- Family friendly activities i.e. outdoor movies on the lawn.
- I love Spanish Fork.
- Trees and flowers are 1st class.
- Right now Main Street is too busy. People drive through and don't stop. You don't want that kind of traffic on our Main Street. We need a new library and rec center. That would be great to have downtown.
- I love living here because Spanish Fork is a city that is not a city. It feels like a relaxing safe, place to live where the hustle and bustle of city life does not exist. There is a strong sense of community and involvement from its citizens. I feel like downtown should reflect this.
- I would love to be involved. I love Spanish Fork. I would love to see Main Street to an "old town" with fun weekend activities, night farmers market with food trucks, hang out type location. Lively at nights, bands, gathering place. If we build new library, make arts venter out of building craft nights, puppet shows art classes. Bring it to life! amybairdwrites@gmail.com
- Love the flowers and I like the posts on Facebook. Keep me up to date.
- I'd like a county wide library system.
- I love Spanish Fork Main Street. I have lived in 6 towns in the last 9 years and SF has the cleanest most endearing downtown of them all. I think the more retro it looks the more attractive it would be to patrons.
- Keeping main street family friendly means a lot to me. My family and I love living here. Thank you for all you do to make SF a great place to live.
- Thank you.
- The turning lane light on Center Street and main never seems to work. When trying to go east on center street from main street. It is very frustrating.

- I love thinking in Spanish Fork. Such a beautiful city with wonderful people. I would love to see a larger updated library that can host more activities for families. We visit the library a lot. A rec center would be awesome.
- I would like to see support for owners to have grey water systems to help offset the high water summer [illegible]. Also a way to catch the rain water off all the roof tops. Perhaps a fish pond in summer, ice skating in the winter, perhaps underground with a [illegible] at the fairgrounds.
- I think Spanish Fork needs a rec center by the outdoor swimming pool. So we could use both in the summer (like Provo Rec center) use the school parking lot.
- Our library has stayed the same without renovations for far too long. We need to show the community and the city that we value education and learning by putting more funds into the library. Also there need to be a light or a roundabout where expressway lane and the Hwy 51 intersect. Far too many accidents there.
- If you build a library, keep it downtown.
- Thank you for keeping Main Street a family friendly place.
- Would like Spanish Fork to keep the old town feel. Know renovations are needed but don't uniformity of all buildings in stucco and stone. Would like to see main street stay the center of activity/the city.
- I would love for the downtown area to a place my family and I would come for the evening to walk around eat and shop like Riverwoods in Orem or downtown Provo.
- Need local property owners to care for their old buildings. Need a plan for development that discourages ugly buildings (ex of a building on West Fourth North).
- With this economy hope that the city will not build a new library. Save our trees- I like the small town look and feeling. Many of have here for that type of thing. I am hopeful that the new development areas will stay over there at Kmart and not take over our little town. Bigger and better isn't better.

## B. CPAT Survey Results

Survey Responses from Visitors to Downtown | April/May 2015

Legend: DSF = Downtown Spanish Fork; MS = Main Street; SF = Spanish Fork; Number of respondents = 64

Visitor Survey Responses   April/May 2015		
Questions	Explanation	Mean/Percentage
*Are you over 18 and willing to participate?	97% are over 18 and willing	97%
1. First time in Downtown Spanish Fork?	For 2% it was their 1 <sup>st</sup> time in Downtown	2%
2. How often do you visit Downtown Spanish Fork?	More visit weekly	N/A
3a. What destinations bring you to Main Street most often?	49% visited for restaurants	49%
b. What destinations bring you to Main Street most often?	41% visited banks	41%
c. What destinations bring you to Main Street most often?	37% visited clothing and antiques	37%
d. What destinations bring you to Main Street most often?	11% visited barber/beauty salon	11%
e. What destinations bring you to Main Street most often?	46% visited for the library	46%
f. What destinations bring you to Main Street most often?	16% visited City hall	16%
g. What destinations bring you to Main Street most often?	17% visited a doctor/dentist	17%
h. What destinations bring you to Main Street most often? (other)	4 respondents said gas station; 4 said car maintenance/tires;3 said pet store; Other: dance studio/visiting family/dropping of kids; florist/car wash/1 live here; school/Park/work/Two Jacks/Cold Stone; Tabitha's way/boost mobile	N/A
4. Which of the items above will you visit today	Various answers from 3h.	N/A

Visitor Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
5. What type of transportation did you use to get here today?	89% drove a car/truck 2% took public transit 13% walked 2% were dropped off none bicycled	89% 2% 13% 2% 0%
6. Do you come down for events like fiesta days? 1= Yes; 0= No	87% said they visit downtown for events	87%
7. Favorite reason to come Downtown	11 visitors said their favorite is for shopping 6 said the library; 6 said for food; 5 said for human interaction; 6 said their favorite reason to visit is special events; 4 said parks/leisure activities	N/A
8a. What features of Downtown do you like the most?	36% most liked planters/decorations/ landscaping 18% most like the old buildings 20% like the small town feel	36% 18% 20%
8b. Features you like most? (other mentions)	14 visitors said they like the aesthetics/cleanliness; 6 said the flowers/planters; 4 said the variety of shops; 3 said parks;	N/A
9a. Features of downtown do you like least? (Compiled answers)	31% of visitors said they least like the traffic; 15% said run down appearance;	31% 15%
9b. Features you like least? (other responses)	4 visitors said they like parking the least	N/A

Visitor Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
10a. Do you regularly visit other downtowns in nearby communities?	63% visit other nearby downtown communities	63%
10b. Visit Provo/Orem Regularly (Cities in Utah)	64% regularly visit Provo/Orem	64%
10c. Visit Springville regularly (City in Utah)	42% regularly visit Springville	42%
11. What do other places offer that you cannot find in downtown SF?	28% visit other places for restaurants 31% visit other places for a larger variety of shops	28% 31%
12a. Do you feel like it's difficult to find a parking space when you visit Main Street?	54% find Main Street parking difficult	54%
12b. Where and when do you struggle most with parking?	6 visitors said they struggle with parking most on weekends and evenings; 5 said peak times; 3 said it's a struggle all day, 2 said special events and holidays; 1 said in front of businesses	N/A
12c. Are you aware of parking lots behind businesses?	66% were aware of rear parking lots	66%
13. Do you think a sit down restaurant with table service is missing from Main Street??	85% a sit down restaurant on Main Street is needed	85%
14. How do you feel about having a restaurant that has a bar and serves beer, wine, or alcohol? 4= Support; 3= be OK; 2=concerned; 1= actively opposed	7 said they support or are OK with a restaurant bar; 2 said they are concerned; and 1 actively opposed	2.71
14b. Comments on question 14 in re a restaurant with bar	8 said they support/will bring money; 3 mentioned a need to create a separate bar district 1 said a bar would need to be non-smoking	N/A



Visitor Survey Responses   April/May 2015		
Questions	Explanation	Mean/Percentage
15a. Is there a need for a hotel or bed and breakfast in Downtown SF?	56% feel there is a need for lodging in Downtown	56%
15b. What kind of hotel/bed and breakfast?	6 said hotel/chain hotel is needed Downtown; 5 said a B&B, 1 said Marriot owned; 1 said hotel & B&B	N/A
16. What amenities or services would make living in Downtown more appealing to you?	37% of visitor respondents said parks would make downtown more appealing 31% said restaurants 29% said shopping	37% 31% 29%
17. What is your current housing situation	66% visitors said they own a house/condo 21% visitors said they rent a house/apartment 11% said they live with relatives	66% 21% 11%
18. Do you live in Downtown SF or nearby? (within a couple blocks)	27% of visitors surveyed said they live nearby	27%
19a. For those who currently live outside of Downtown, would you consider living in Downtown SF?	Percentages exceed 100 due to overlap 35 % said they would consider Downtown living	35%
19b. If you answered yes to 19a, what type of unit?	71% said they preferred a detached house	71%
19c. If you answered yes to 19a, what type of unit?	14% said a condo;	14%
19d. If you answered yes to 19a, what type of unit?	14% said an apartment;	14%
19e. If you answered yes to 19a, what type of unit?	10% said a townhouse;	10%

Visitor Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
19f. If you answered yes to 19a, what type of unit?	10% said an apartment over retail;	10%
19g. If you answered yes to 19a, what type of unit?	25% are not interested in living in Downtown	25%
20. For those who would consider living Downtown, would you want to Buy or Rent?	76% who would consider living Downtown would prefer to Buy	76%
21. What is the most you would pay on housing a month?	The mean is skewed because of outliers	\$983.18
22a. For those considering Downtown living, how many bedrooms would you need	Of the 24 respondents who said they would live Downtown: 11 said they would need 3 bedrooms; 6 said they need 4 bedrooms; 5 said 1 or 2 bedrooms; and 2 said 5 or more bedrooms would be needed	3.04
22b. How many bathrooms would you need?	Of 25 respondents: 19 said they would need 1.5 to 2 bathrooms for Downtown living; 3 said they would need 3 or more baths and 3 said 1 bathroom	2.08
22c. How many parking spaces would you need?	Of 19 respondents who would consider Downtown living, 9 said they would require 2 parking spaces, 6 would need 3 or more spaces, and 4 would need 1 parking space	2.26
23. Not interested in living in Downtown SF	38% are not interested in living Downtown	38%
Demographics of Visitor participants		
24. Gender	69% were female	69%
25. Age	1= 18-25; 2= 26-30; 3= 31-35; 4= 36-40; 5= 41-49; 6= 50-59; 7= 60-70; 8= 71+	36-40 years old

Visitor Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
26. Live in Spanish Fork?	64% live in SF;	64%
27. How many people are in your household	See mean	3.8
28a. How many children live in your household? Children under 12	See mean	1.98
Children 13-18	See mean	38%
Children 19-24	See mean	7%
Children older than 25 (no children)	See mean 24% visitors did not have children living with them	27%
29. How many older family members, such as elderly parents, live with you?	4 visitors reported living with older family members	11%
30. Gross Total Income	1= < 10K; 2= 10K-14,999K; 3= 15K-24,999K; 4= 25K-34,999K; 5= 35K-49,999K; 6= 50K-74,999K; 7= 75K-99,999K; 8= 100k+	\$35K-\$49.99K

Survey Responses from Downtown Merchants | April/May 2015

Legend: DSF = Downtown Spanish Fork; MS = Main Street; SF = Spanish Fork; Number of respondents = 33

Merchant Survey Responses   April/May 2015		
Questions	Explanation	Mean/Percentage
1a. What is the business type?	<b>The percentages exceed 100% due to overlapping</b>	N/A
b.) Grocery	0	0%
c.) Medical/Dental office	12% merchants have medical/dental office	12%
d.) Food & Beverage	0	0%
e.) General merchandise retail	12% have general merchandise	12%
f.) Specialty retail	12% specialty retail	12%
g.) Antique/resale	15% antique/resale	15%
h.) Banking/financial services	21% banking / financial services	21%
i.) Other	12 businesses reported having another type of business, not listed, such as an insurance office and hair salon	N/A
2. How large is your store in square feet (ft²)?	Size ranged from 216 to 10,000 square feet.	2902 ft²
3a. Hours of operation weekday?	All businesses except one reported Opening before 11am and Closing by 7pm weekdays	N/A
3b. Days of operation weekday?	M-F; T-Sa; M-R; T-F; T-R	N/A
3c. Hours of operation weekend?	Opening 9am-11am (range) Closing 1pm-7pm (range) By appointment	N/A

Merchant Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
3d. Days of operation weekend?	58% reported being open on Saturday's; there were no respondents open on Sunday's	N/A
3e. Does it change seasonally?	For one business yes	N/A
3f. If you have had different hours in the past, why?	Saturdays weren't profitable; Not enough traffic for longer hours; Only one shift needed; Not enough business to open on Sat; Tried different open & close times.	N/A
4. How long have you been located in this location?	Responses ranged from < 1 year to 56 years	18.07
5a. How satisfied are you with your current location? 4=Very Satisfied; 3=Satisfied; 2=Neutral; 1=Unsatisfied	91% of respondents said they were satisfied or very satisfied with their current location	3.34
5b. Are you considering moving to a different location?	4 businesses answered yes	N/A
5c. For those considering a move, where would you consider moving?	2 businesses in Downtown SF 2 businesses in SF but not Downtown	N/A
6a. Have you operated their current business elsewhere? 1= yes; 0= no	Roughly half said they have operated a business outside of their current location	52%
6b. Where else have you operated this business?	5 said other locations in SF, including Main St 2- Orem, UT; 3- Provo; 2-Payson 1@: Salem; Lehi, Price, Springville	N/A

Merchant Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
<p>6c. Why is your business in its current location? (</p> <ul style="list-style-type: none"> <li>Own the site?</li> <li>Favorable rent?</li> <li>Proximity to major road?</li> <li>Near public transportation?</li> <li>Visibility from the street?</li> <li>Free on-street parking?</li> <li>Bought existing business at this location?</li> <li>Physical attractiveness of the location (landscaping, buildings, etc.)?</li> <li>Off street parking lot?</li> <li>Center of city and good access to highways?</li> <li>Tenants nearby?</li> <li>Other</li> </ul>	<p><b>Respondents noted multiple reasons, so percentages exceed 100%</b></p> <ul style="list-style-type: none"> <li>38% own the site</li> <li>41% said it is favorable rent</li> <li>31% proximity to a major road</li> <li>9% because it's near public transit</li> <li>38% for the visibility</li> <li>25% because of free, on-street parking</li> <li>16% bought a business at this location</li> <li>22% like the attractiveness</li> <li>16% because of parking lot</li> <li>22% because of the central location</li> <li>6% because of nearby tenants (other business mentioned: Farmers Insurance, Stone Drug, Ogden Carpet)</li> <li>General location; to be a part of the community</li> </ul>	<ul style="list-style-type: none"> <li>38%</li> <li>41%</li> <li>31%</li> <li>9%</li> <li>38%</li> <li>25%</li> <li>16%</li> <li>22%</li> <li>16%</li> <li>22%</li> <li>6%</li> <li>N/A</li> </ul>
<p>7. As an owner/manager, where do you live? Downtown/near my business?</p>	<ul style="list-style-type: none"> <li>44% said in Utah county but outside SF</li> <li>34% said in SF but outside of Downtown SF</li> <li>19% said they live Downtown SF</li> <li>No respondent lives outside of Utah County</li> </ul>	<p>N/A</p>
<p>8. During the time you've been at this location business has improved? Vastly improved= 4; Improved= 3; Stayed the same= 2; Declined= 1;</p>	<ul style="list-style-type: none"> <li>78% reported improved business</li> <li>22% said business had stayed the same or declined while in this location</li> </ul>	<p>2.84</p>

Merchant Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
9. What changes have you seen since your business began here?	Many said there have been no changes or did not respond; 3 said they have experienced less parking; 2 said there are more people; 3 said more businesses/competition; 2 said they see more customers; 4 said there are a lot of changes	N/A
10. What are one or two biggest things SF could do to make doing business on Main Street better?	Of those who responded, 13 merchants mentioned a need for better parking; 3 said better advertisement would help with business; 2 said more community events	N/A
11. What do you think it would take to attract new residents to discover and explore Downtown Spanish Fork?	Of the respondents, 4 suggested better aesthetics and maintenance would help attract people to Downtown; 5 said the traffic and parking need to be managed better; 3 mentioned a need for more downtown activities; and 3 called for advertising;	N/A
12a. How many people do you get on a normal weekday?	Responses ranged from 3 to 300	47
12b. How many customers do you get on a normal weekend?	Of those who are open on the weekend, merchants noted an increase in customers over weekday activity. Responses ranged from 0 to 300.	68
13a. Where do customers come from?	63% come from SF, but outside of Downtown 10% from SF, outside of Downtown 10% from Utah County, outside of SF 9% from Downtown SF	63% 10% 10% 9%
13b. Do you have zip codes?	25% answered yes	25%

Merchant Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
14a. What is your best month and season?	9- December; 3-Nov; 2- Summer; 2- March;1-Feb,1- May; 1- June; 1- July	N/A
14b. Best typical sale (money per day)?	Responses ranged from \$100-7,000	\$3026
14c. What is your worst month and season?	4- January; 4- February; 3- March; May; July 2- October; 2- Winter;	N/A
14d. Worst typical sales (money per day)?	Responses ranged from \$40-4,000	\$827
15a. What kind of customer do you serve? * <100% due to rounding* Under 18? 19-35 years old 36-50 years old 51-65 years old 65+ years old	See percentages	11% 22% 31% 19% 15%
15b. What kind of customer do you serve most (by race and ethnicity)?	All but one respondent said the majority of their customers are white, non-Hispanic and nearly half of the respondents said Hispanics make up a portion of their customer base h	
15c. What kind of customer do you serve most (by gender)?	52% said most of their customers are female and 48% said male	



Merchant Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
16. How do customers get to your business? Drive? Transit? Bike? Walk? Not sure	See percentages	97% 0.3% 0.6% 1.7% 3.7%
17a. How many full-time employees?	# of full-time employees ranged from 0-13	3
17b. How many part-time employees?	# of part-time employees ranged from 0-25	3
18a. How do employees get to work?	98% of respondents said their employees drive to work; 2% walk; less than 1% bicycle; and none take transit	
18b. Where do your employees typically park? Exceeds 100% due to overlap.	52% dedicated parking space 29% shared parking space 23% parking on the street 3% said they aren't sure where	52% 29% 23% 3%
19a. Do you think a sit down restaurant with table service is something that is missing in downtown Spanish Fork? 1= yes; 0= no	88% think a sit down restaurant is needed	88%
19b. Comments about a sit down restaurant:	9- Yes a lot; 3- yes but parking is lacking; 2- a steak house; 1- yes but not downtown; 1- outdoor dining	N/A

Merchant Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
20a. How do you feel about having a restaurant that has a bar and serves beer, wine, or alcohol? Support= 4; Be okay= 3; Very concerned= 2; Actively oppose= 1	Nearly all said they are supportive or okay with a restaurant that serves beer, wine or alcohol	3.19
20b. How do you feel about having a restaurant that has a bar and serves beer, wine, or alcohol? 1= support; 0= very concerned/actively oppose	84% support;	84%
20c. Comments?	12 positive comments; 2 other comments	N/A
21a. Do you think there is a need for a hotel or bed and breakfast in downtown Spanish Fork? 1= Yes; 0= No	61% said Yes	61%
21b. How would a hotel help to support your business?	6 responded that it will bring more tourists and out-of-towners; 5 responded that it won't help	N/A
22a. Where is your main competitor?	10= on Main St; 4= Provo; 2= online; 1= Big Box; 1= Payson; 1= Nephi	N/A
22b. Is your main competitor out of town?	Yes 22%	22%
22c. Is your main competitor out of Downtown Spanish Fork?	Yes 28%	28%
22d. Is your main competitor on Main Street?	Yes 38%	38%
23. Are there specific locations on Main Street or nearby that you think are most problematic for businesses in the area?	Problems: near rundown buildings (3 respondents); near tattoo shops (2); areas that lack parking (3);	N/A

Merchant Survey Responses | April/May 2015

Questions	Explanation	Mean/Percentage
24. Are you currently a member of the chamber of commerce or other business organizations? 1= Yes; 0= No	Yes = 57%	57%
25a. Do you own or rent this space? 1= Own; 0= Rent	40% respondents own their business space; 60% Rent	
25b. If rent, how much do you pay a month?	Reported rents ranged from \$600-4,250/mo	\$1,745
26. How much are utilities, insurance, maintenance and taxes each month?	Reported costs ranged from \$50-2,000/mo	\$746.18
27. Average space cost/yr./SF?	Reported cost per space per year ranged from \$0.76-\$56 per square foot	\$8.69
28. Any other retail types you think are needed here?	5= restaurant/sandwich shop; 3= clothing stores; 2= Rec Center; Other: movies; bike shop; specialty store; candy store	N/A
29. Any other comments or ideas for the planning team?	a unified theme is needed; handle the traffic congestion; downtown needs a facelift; rent is too expensive	N/A

## C. Bibliography of Background Materials

### **1985 Study of Downtown Revitalization Alternatives for Spanish Fork City**

Study produced by Master’s students from Brigham Young University. Although it is 30 years old, the study addresses issues the City is still struggling with; visual blight, beautification, commercial development and recreational facilities.

### **1989 Spanish Fork Main Street Beautification Committee Report**

In this report, a City Council-mandated committee assembled recommendations for Main Street (from 400 North to Center). Their recommendations are intended to be, “beautiful and functional, requiring minimal maintenance and not conducive to vandalism.”

### **1995 Chamber of Commerce City Information**

The Chamber of Commerce outlines the history of Spanish Fork and the surrounding area, the community services currently available from the City, and a resource guide with information on the Chamber and businesses in the City.

### **2012 BYU Presentation**

PowerPoint presentation is a condensed version of the “2012 Spanish Fork Main Street Inventory Report”.

### **2012 Spanish Fork Main Street Inventory Report.pdf**

Brigham Young University students report on how Main Street is being used. They break its use down by the number of businesses and their type and the percentage of the land used per type. They make aesthetic recommendations to improve the atmosphere, pedestrian experience and visual appeal.

### **2013 Central Utah Section AIA Design Assistance Report**

Summary of a collaborative work meeting held between local business owners and architects. They discussed two issues, the potential for facade upgrades to several locations and potential redevelopment of a specific downtown block.

### **Letters of Support for CPAT Application 5-23-2014**

In this letter, four property and business owners in Spanish Fork express their desire to see a Community Planning Assistance Team project come to Spanish Fork. They also express their support of the City and the Chamber of Commerce.

### **Areademographics.3-31-2015.xlsx**

This shows a break-down of demographic information in surrounding cities.

## **Brand Report**

North Star Destination Strategies put together a rebranding strategy for the City. The report includes survey data from the community, goals for the City, and branding strategies.

## **CPAT Application 6-2-2014**

Spanish Fork's application for a CPAT project.

## **Land use inventory.3-30-2015**

Detailed information of building square footage within project area.

## **Online Community Survey Results**

The questions and answers from CAP survey

## **Spanish Fork Brand Map**

A map to effectively rebrand, increase buy in, and achieve ten strategic objectives.

## **Spanish Fork City General Plan Map**

Map of the City's general plan.

## **Spanish Fork City Information and History**

Brief description of the City's history. The document also contains current information about the City, its population, and government.

## **State of Utah Liquor Regulations**

State of Utah Liquor Regulations mainly for restaurants.

## **Study Area Map - Zoning**

This map shows downtown with zoning as the dominant layer.

## **US Census Bureau QuickFacts for Spanish Fork**

US Census Bureau information on Spanish Fork's demographics.

## **Vision Survey Results Appendix**

Questions and answers from CAP Open-Ended questions

## D. History of CPAT

### The Purpose of the CPAT Initiative

The purpose of the CPAT initiative is to serve communities with limited resources for to address planning challenges by offering pro-bono expert assistance. Planning issues and challenges include social equity, affordable housing, economic development, transit and walkability, and urban design. By pairing expert planning professionals from around the country with citizen planners and stakeholders from local communities, the initiative seeks to foster community education, engagement, and empowerment.

APA staff works with the community, key stakeholders, and the host organization(s) to assemble a team of planners with the specific expertise needed for the project. The team meets on-site for three to five days, during which a series of site visits, focused discussions, and analysis are performed. On the final day, the team reports their results back to the community with local press in attendance. A final, more detailed report is issued to the community at a later date.

### Guiding Values

APA's professional institute, the American Institute of Certified Planners (AICP), is responsible for the CPAT Initiative. It is a part of APA's broader Community Assistance Program. Addressing issues of social equity in planning and development is a priority of APA and AICP. The Community Assistance Program, including the CPAT initiative, was created to express this value through service to communities in need across the United States.

Community assistance is built into the professional role of a planner. One principle of the AICP Code of Ethics and Professional Conduct states that certified planners shall aspire to "seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. Yet another principle is that certified planners should aspire to "continue time and effort to groups lacking in adequate planning resources and to voluntary professional activities."

### Program Background

In recognition of the key role urban and regional planners play in shaping vibrant, sustainable, and equitable communities, the APA Board of Directors established the "Community Planning Team" initiative in 1995. This initiative resulted in a very successful pro bono effort to assist an economically struggling African American community in North Carolina. APA has continued to develop a pro bono planning program that provides assistance to communities in need.

Another Community Planning Assistance Program is the Community Planning Workshop initiative, which is held in the host city of APA's National Planning Conference every year. The workshop is a one-day event that engages community leaders, citizens, and guest planners in discussing and proposing specific solutions to urban planning challenges. Workshops typically begin with an introduction of individuals involved and a tour of the community, neighborhood, or site. Participants form breakout groups that begin by discussing existing issues and formulate new ideas based on community needs and sound planning techniques. Each breakout group "reports out" on its results to the entire group. Facilitators then lead a discussion to form consensus around future goals and ways to achieve these goals. Upon the conclusion of the workshop, it is the responsibility of the local community to compose a final report that incorporates workshop results and specific actions that local officials should take to turn the project vision into reality.

In 2005, program efforts were notably increased after the tragic and devastating effects of Hurricane Katrina in the Gulf Coast region. APA immediately embarked on a number of initiatives and projects including Planning Assistance Teams in the affected cities of Henderson Point, Mississippi, and Mandeville and Slidell in Louisiana. Another ongoing Gulf Coast recovery project is the Dutch Dialogues, which has brought American planners together with Dutch experts to transform the way that Louisiana relates to and manages its water resources

AICP broadened the scope of the CPAT program with its 2009 project in Buzzard Point, a neighborhood in Southwest Washington, D.C. Over the course of the site visit, the team met with more than 40 neighborhood groups, government agencies, residents, and other stakeholders. The team advised community leadership on long-range strategies to strengthen both existing and proposed transit links and increase accessibility, improve existing affordable housing developments, position the area as a major gateway to the city, and to deal with dominant industrial areas within the neighborhood.

Recently completed in Shreveport, Louisiana, Unalaska, Alaska, Lyons, Colorado and Helena, Montana, denote the increasing interest in the CPAT program. With more applications submitted each cycle, APA is confident the initiative will continue to gain momentum in coming years as it become an integrated component of APA's service, outreach, and professional development activities.

More information about APA's Community Assistance Program and the Community Planning Assistance Team initiative, including full downloadable reports, is available at: [www.planning.org/communityassistance/teams](http://www.planning.org/communityassistance/teams).



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