

Overview

The General Plan should be used regularly and should result in changes in the way the Town manages future growth and development and fulfills the vision embodied in the Plan. The Plan presents a blueprint for action that provides direction and assists decision-makers over the next 20 years. The intent is to fulfill the goals, objectives and strategies that are the result of this effort.

How to Use the Plan

The Plan is intended to be used on a continual basis as public and private decisions are made concerning development, redevelopment, capital improvement and other matters affecting the Town's environment – both built and natural. The following is a summary.

1. Objectives and Strategies

Each goal in the plan is supported by one or more objectives. Reaching the objectives will ultimately lead to the achieving of the goal. Each objective has one or more implementation strategies that detail how the objective may be reached. It is not necessarily true that each and every strategy must be completed before the objective is reached, nor is it reasonable to assume that every possible strategy to implement a certain objective has been stated. As strategies and objectives are achieved, it should be noted in the plan when and how they were accomplished. As new objectives or strategies are defined, they should be added when the plan is reviewed and updated.

Each implementation strategy has certain implications. These include policy/legislative, capital/budget and action/program implications. The implications of each strategy are listed in the elements of the plan. Also included for each strategy is the person, department or organization primarily responsible for accomplishment of the strategy. These notations will be invaluable in using the plan.

2. Annual Budget

Individual Town departments, administrators and the Town Council should review the goals, objectives and strategies during preparation of the Town's annual budget to ensure the budget is consistent with the directives in the Plan. Many strategies can be implemented this way.

3. Development Approvals

Approvals of development proposals, including rezonings, subdivision plats and conditional use permits should reflect the respective objectives of the General Plan. In fact, the zoning ordinance should be updated in response to regulatory strategies presented in the Plan.

4. Capital Improvement Plans

Annual and 5-year capital improvement plans should be prepared consistent with the General Plan's recommendations on infrastructure (water, sewer and roads). Improvements that are not reflected in the Plan may not be consistent with the land use recommendations, goals and objectives presented in the Plan and should be implemented only after careful consideration of future land use impacts.

5. Private Development Decisions

Property owners and developers should consider the objectives and strategies presented in the Plan in their own land planning and investment decisions. Public decision-makers will be using the General Plan as a guide in their development-related deliberations, such as amending zoning and evaluating subdivision proposals. Decisions by property owners and developers should be consistent with the Plan's recommendations.

Moving the Plan Forward

The General Plan is intended to provide central and ongoing guidance for all aspects of the governance of the Town. To ensure its continuing use, the following actions should be implemented:

- For each major initiative selected for implementation (starting with the Priorities identified in this report) a Town Council member and a Planning Commission member be named as its “champions” to develop an explicit plan, with timelines and budgets, to guide the effort, and report on progress.
- A status report on progress on selected general plan initiatives be included as an agenda item in every Town Council meeting.
- The Town Council prepare a semi-annual progress report, including a schedule of selected initiatives for the subsequent six and twelve months. The report will be published to the Town website with a one page summary mailed to Springdale owners and residents with the newsletter.
- The Planning Commission will continually identify ordinances that should be revised to promote the goals and objectives of the plan, assign a Commissioner to coordinate the work on the revision, and work to complete the proposed revision in an expeditious manner.
- Town staff, elected and appointed officials should examine the General Plan as part of their analysis of all land use applications and in their analysis should include comments about the application’s conformance or non-conformance with the goals and objectives of the Plan, recognizing that the ordinances will ultimately govern land use decisions.
- Each Planning Commission and Town Council agenda should set aside time to discuss the implementation and status of the General Plan.
- The Town Council and the Planning Commission should meet quarterly and

annually to decide General Plan priorities for the upcoming quarter/year.

Updating the Plan

The General Plan is meant to be a flexible, living document that is constantly used and when necessary, updated to reflect changing conditions and local priorities. The following actions are recommended:

1. The Plan should be reviewed on an annual basis. This could occur as part of the implementation process described above as well as during the annual budget process.
2. Every five years, the Town should initiate a major Plan review and update the Plan as necessary.

Priorities

The Planning Commission and Town Council have identified eleven areas that should receive the highest priority for implementation. These areas were felt to be of such importance that to not address them would dramatically alter aspects of the Town in ways that could not be recovered or corrected. The following is a list (in no particular order) of those priorities. Discussion on each priority includes statements on why each was selected as a priority. Certain selected strategies were identified as being the most important for the priority. These selected strategies are included in a summary table that follows the priorities.

It should be pointed out that implementation of some of these priorities will have capital or budget implications that must be considered, e.g., enforcement, sewer, streetscape, etc.

1. Conformity of Formula Businesses to Local Zoning and Design Standards

The Town has expressed a strong interest in preserving the unique and local flavor of its

businesses. Many tourists have also noted the lack of formula businesses in town (e.g. chain stores and national franchises) as a positive reason to return to Zion Canyon and Springdale. Intrusion of formula businesses would disrupt the current village atmosphere of Springdale. It may also harm small, independent businesses that cannot compete with national advertising campaigns and national resources. The following actions are recommended:

- Ensure that Town ordinances are as strong as legally feasible for regulating formula businesses.
- Require compliance with established zoning and design standards.
- Research ordinances of other communities that have been effective in regulating formula businesses.

2. Future Growth and Land Use Plan

Future land use planning for the Town has not addressed, in quantitative and mapping terms, the vision for Springdale in 10 and 20 years time. If no changes in zoning and land use ordinances are made, the Town could see a more than doubling of homes and a more than tripling of hotel rooms, along with a corresponding reduction in open space. These numbers are significantly higher than those used as a basis for the 1997 Capital Facilities Plan. A new analysis of the consistency or inconsistency of water availability and anticipated build out is essential as a foundation for planning the future of Springdale.

The analysis of future growth should include as a minimum the following:

- Projected maximum development and population based on current policies and ordinances.
- Economic projection of likely development.
- Desired overall size and balance of residential vs. commercial development, especially transient lodging rooms.
- Implications of development, particularly on water use.
- Implication of development on other Town provided services and utilities.

The culmination of these analyses and evaluations would be a comprehensive land use plan and revised land use map. This plan and map would be used in any necessary revision of land use ordinances.

3. Enforcement of Building Ordinances and Planning Decisions / Building Appearance Ordinances

The Town should strive to maintain a pleasing visual appearance. To this end, the Town needs to ensure that property developers adhere completely to plans approved in the development review process. Additionally, the Town needs to make sure the ordinances regulating building design and appearance are clear and enforceable. Necessary actions include:

- Provide adequate staffing. Ensuring adherence may require additional Town staff to adequately implement.
- Investigate possible corrective measures to bring properties into compliance with approved plans.
- Adequately train inspection personnel to understand building appearance and design ordinances.
- Clearly communicate conditions of approval to applicant/developer.
- Produce an easily understood and enforceable method for measuring building height.
- Create objective criteria for determination of “high visual impact.”
- Consider mass and volume in building size.

4. Pedestrian-Oriented Streetscape.

A streetscape that is focused and oriented on the pedestrian provides amenities for pedestrians to use, linkages to other forms of transportation and limits conflict between pedestrians and vehicles. While sidewalk issues are often the most discussed streetscape feature, and a complete sidewalk system is vital to the health

of the community, the following issues are also very important and need consideration:

- Pedestrian lighting
- Amenities such as benches, fountains, bike racks
- Ability to window-shop downtown retailers
- Linkages to trails and bike paths
- Conflict reduction between the various forms of transportation

5. Parking

Currently there are problems with public parking in Springdale, particularly during the peak tourist season when cars are parked in town to facilitate the use of the shuttle system in the Park. More pressing is the fact that traffic and parking problems are sure to increase as development in Town and Park visitation increase. The Town should prepare and implement an off-street parking plan that provides the following:

- Adequate off-street parking during the tourist season.
- Support for the Springdale and Zion Park shuttle loops.
- Identification of additional public parking locations.
- Adequate signage for public parking locations.
- Identification of areas along SR-9 where parking is hazardous and should be eliminated.

6. Lighting

Town residents are in strong agreement that the night sky should be protected from unnecessary light emanating from Springdale. A reasonable, clear and enforceable lighting ordinance should address the following:

- Need for ordinance limiting lighting levels.
- External lighting of residences, businesses and signs.
- Light trespass, glare and escaping internal light at residences and businesses.
- Correction of unnecessarily bright public lighting, such as “cobra head” streetlights along SR-9.

- Correction of unnecessarily bright lighting of private residences and businesses.

The ordinance should also promote the use of pedestrian-oriented lighting along SR-9 and other public rights-of-way. Appropriate pedestrian lighting will increase the safety of the Town’s residents and visitors, while allowing the night sky to be protected.

7. Virgin River

The Virgin River is a crucial natural asset for Springdale, yet the Town has no comprehensive analysis or plan for preserving not only the present flow and quality of the river, but the habitat of the river corridor. This analysis and plan is especially important in light of continuing development alongside and indeed reaching into the river. Because development pressure will only increase through time, the Town needs to do the following:

- Complete, with the assistance of professional engineers and hydrologists, an analysis of the Virgin River’s status and the challenges facing it and recommendations to preserve flow and quality of the river corridor.
- Develop a comprehensive Virgin River Plan that addresses impacts of development on the river.
- Complete an accurate 2’ contour map of the 100-year floodplain of the river and its main feeding washes.

8. Storm Drainage

The combination of steep slopes, fragile surfaces, and occasional heavy rains creates recurrent storm runoff problems and occasional severe runoff problems. As more development occurs, increased amounts of storm water will be generated on hard surfaces (parking, streets, etc.) At the present time the Town does not have a comprehensive storm drainage plan that identifies storm facilities, storm capacity and required improvements. Springdale needs a professional study of drainage and a plan for handling it adequately.

9. Traffic and Vehicular Transportation

Vehicle traffic is certain to increase substantially as a result of continued growth in visitation to Zion National Park as well as growth in Springdale itself. Springdale should work with UDOT to develop a Master Transportation Plan to address these needs. Vehicular transportation also includes issues such as:

- Town shuttle service.
- Maintenance of roadways.
- Impacts of development on streets.

10. Open Space

Anticipated development will encroach on current open space. While a strong preference for maintaining open space has been expressed, there is no coherent plan for accomplishing this objective. Open space planning should include:

- Acquisition of land (fee simple purchase, easements, dedication).
- Incentives for retention of open space.
- Connectivity of open spaces.
- Identification of wildlife corridors.

11. Sewer Lines

Springdale is approaching full utilization of the outfall lines that carry sewage to the lagoons and treatment facility. The 1997 Capital Facilities Plan indicates that a new line would be necessary in order to provide sewer service at the build out population. As the cost of installation is estimated at over \$900,000, a plan should be put in place for planning and financing this necessary infrastructure extension.

Summary Table of Priorities and Associated Strategies

The following table lists selected strategies considered to be the most important for each of the 11 priority areas.

1. Conformity of Formula Businesses to Local Zoning and Design Standards	
4.1.1.b.	Review zoning and land use ordinances and make necessary changes to ensure that regulations to regulate formula businesses are as strong as is legally feasible.

2. Future Growth and Land Use Plan	
3.1.1.a.	Determine sustainable level of development, taking into account land availability (including infill building and reconstruction), local and regional economics, desired mix of residential and commercial uses (including tourist accommodations), visitation projections, potential future water supplies and facilities, potential service demand and potential funding for infrastructure expansion.
3.1.1.b.	Evaluate current growth rate and identify potential harmful impacts of growth on the natural resources and on the village scale.
3.1.1.c.	Identify and take action on alternatives for minimizing impacts of growth on natural resources and the village scale.
3.1.1.d.	Determine maximum water use capacity for the Town based upon need and availability of service upgrade and funding.
3.1.1.e.	Following analysis described in 'a' above, prepare a future land use plan and future land use map that details the principles and strategies to be followed in managing future growth.

3. Enforcement of Building Ordinances and Planning Decisions / Building Appearance Ordinances	
2.3.2.a. 3.2.5.a. 5.1.3.a.	Work with applicants to ensure that building, architectural and engineering issues are resolved and included on plans prior to Planning Commission review.
2.3.2.b. 3.2.5.b. 5.1.3.b.	Strictly monitor building projects, through whatever means necessary, including staffing additional personnel, to ensure new construction adheres to approved plans.

12. Implementation

2.2.1.a. 2.2.3.a. 2.3.1.a. 3.2.4.a. 5.1.2.a.	Revise ordinances to require buildings to be sited appropriately on the lot and built of appropriate scale, volume and massing (i.e., breaking up of façade), which limits visual impacts and produces the most unobtrusive buildings and structures feasible. Appropriate scale is in reference to a small rural town/village and also to natural features of the building lot and surrounding natural features.
2.2.1.c. 2.2.3.b. 2.3.1.b. 3.2.4.b. 5.1.2.b.	Rewrite ordinances concerning architectural styles to ensure that structures built are as unobtrusively as feasible, particularly in the foothills, but allowing for creative varied architectural designs that are both complimentary to the natural surroundings and maintain a small-town atmosphere. “Park-itecture” is only one of many appropriate styles.
2.2.1.b. 2.2.3.c. 2.3.1.e. 3.2.4.c. 5.1.2.d.	Modify ordinance to regulate as much as legally possible grading and construction on ridgelines, hilltops, edges of mesas and steep slopes through objective and clear regulations as a means to protect scenic vistas.
2.2.3.g. 2.3.1.h. 3.2.4.f. 5.1.2.h.	Create a materials list [or materials standards] for each zone.
2.2.1.e. 2.2.3.h. 2.3.1.i. 3.2.4.g. 5.1.2.i.	Create a building height formula for development in Springdale that is easily interpreted and understood by homeowners, builders and engineers.
2.2.1.f. 2.2.3.j. 2.3.1.k. 3.2.4.h. 5.1.2.k.	Revise the building permit application and design/development review ordinances, clarifying and streamlining the processes and creating specific and easily understood applications.

4. Pedestrian-Oriented Streetscape	
2.1.1.a.	Develop a vision statement for the commercial and residential areas of town and determine what streetscape elements are appropriate for each area.
9.1.3.b. 8.7.1.a.	Connect the length of town with sidewalks.

9.1.1.a.	Encourage and provide amenities such as plazas, gathering sites, shade and adequate buffering between the pedestrian pathway and the street.
9.1.3.c. 2.1.1.e.	Implement features of the approved shuttle-streetscape plan to include consistent and correct color of concrete, landscaping, and replacement of street lighting where appropriate.
9.1.4.b.	Seek outside funding opportunities to assist in the development of bike lanes throughout town.
9.1.1.b.	Encourage and provide bike racks throughout Springdale, particularly amid central business district.

5. Parking	
9.2.5.a.	Conduct a town-wide parking study and prepare a parking plan that identifies future public parking needs and potential off-street public parking locations.
9.2.4.a.	Eliminate public parking on SR-9 in potentially hazardous locations.

6. Lighting	
7.4.1.a.	Develop an enforceable, reasonable lighting/night sky ordinance that will eliminate or otherwise control the adverse effects of light trespass (from both exterior and interior lights), glare, energy waste and sky glow, while maintaining appropriate light levels for the safety of residents and visitors.
2.2.4.a.	Create an ordinance to protect the night sky by regulating lighting in commercial and residential areas of town. Ensure all lights, including residential lights, are brought up to standards of ordinance.
2.2.4.c. 7.4.1.c.	Work with UDOT to determine light level requirements for vehicular traffic on SR-9, and create lighting plan replacing or modifying existing cobra-head lights with alternatives that do not spill light upward into the sky.
7.4.2.a. 11.1.1.f.	Continue installation of pedestrian oriented lights along the SR-9 corridor and other appropriate public rights-of-way.

7. Virgin River

7.6.1.b. 7.6.2.a. 2.2.2.a.	Create, with the assistance of professional engineers and hydrologists, a comprehensive Virgin River plan, which includes an accurate 2' contour map of the 100-year flood plain of the river and its main feeding washes, which provides standards for reviewing proposed development along the river and assessing the potential impacts of such development.
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8. Storm drainage

3.4.4.a. 8.2.2.a.	Prepare a town-wide storm water drainage plan that includes criteria for managing storm water during the development process and criteria for acceptable levels of storm water run-off.
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9. Traffic and Vehicular Transportation

9.2.6.a.	Develop a master Transportation Plan in conjunction with UDOT, which would eliminate the need for mechanical or electric traffic control devices.
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10. Open Space

3.2.2.a. 3.3.1.a. 3.3.2.a. 3.3.3.a.	Develop a comprehensive and coherent plan to preserve existing open spaces and acquire new open spaces throughout the community.
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11. Sewer Lines

8.2.3.b.	Upgrade deteriorated and inadequate sewer lines
8.2.3.c.	Develop a detailed plan for extending and upgrading sewer system, including locating a new 12" outfall line or upsizing existing line.
8.2.3.d.	Include costs for replacement/upgrade of lines in Town Capital Improvement Plan.
8.2.3.e.	Ensure adequate-sized lines, proper depth and slope for sewer drainage, appropriate lift stations, and proper metering of effluent lines.