

# **TOWN OF SPRINGDALE GENERAL PLAN**

**Updated July 13, 2022**



## ***Foreword by Mayor Barbara Bruno***

A lot has happened -- globally and locally - since the Town's last General Plan was adopted on July 13, 2016. Most notable on the global front was a pandemic we know as Covid-19. Locally, we have seen annual visitation to Zion National Park (and, consequently, to the Town of Springdale) rise exponentially, with over five million visitors in 2021.

The Town's General Plan is typically updated every five years and establishes the vision for future growth and development. The content is based on community feedback, changes in conditions, and new technologies. The Plan is advisory in nature and is intended to inform the decisions of the Planning Commission and Town Council regarding land use, new development, and town operations.

The guiding principles don't change much in five years. The overarching goal is to safeguard the unique small town atmosphere of Springdale. While change is inevitable, we can make land use decisions that complement the natural environment. We must protect and preserve our natural features, such as clean air, clear night skies, a clean Virgin River, open spaces and unobscured vistas surrounding the Town.



Some of the things that have changed over the last five years will impact our path forward. Reliable internet service is now considered a basic public necessity, people driving electric and hybrid vehicles expect to find charging stations, and a severe drought throughout the southwestern United States will force us to find new and better ways to conserve our precious water supply.

Housing has also become an ever-urgent issue. The number of employees coming to Springdale from other areas is estimated to be over 1,000 per day. Workforce housing would not only support our businesses and enable them to be fully staffed; it would also allow those employees to become members of our community.

I want to thank the members of the Planning Commission for their hours of thoughtful research and hard work in putting this General Plan together. Five years will have passed before we know it, and we will be looking for input from our residents for the next version of the General Plan. Thanks in advance for your participation in that endeavor at that time.

Mayor Barbara Bruno, July 2022

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# **Town of Springdale General Plan Vision**

## ***Vision Statement***

Surrounded by the towering cliffs of Zion Canyon and with the scenic Virgin River at its heart, Springdale is a stunningly beautiful, walkable, friendly, clean, and safe place to live and visit.

Small-scale development throughout the Town's residential, agricultural, and commercial areas reflects the Town's history, is compatible with the natural surroundings, and preserves views of the natural landscape. Natural resources (dark night skies, clean air and water, verdant and vibrant Virgin River riparian corridor, healthy wildlife populations, native vegetation, dramatic scenic vistas, etc.) are prized and protected. The Springdale community (composed of residents, business owners, employees, and visitors) is diverse, welcoming, caring, and committed to preserving Springdale's unique character and village atmosphere. Springdale is the gateway community to Zion National Park and, as such, seeks opportunities to protect the scenic values and resources that draw millions of visitors here annually.

This Vision Statement is further detailed in the four areas of emphasis listed on the following page: Community, Amenities and Services, Adaptation, and Transportation.

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| <p><b>Community</b></p> <p>Springdale is strengthened by solid relationships among community members. Community members come from diverse backgrounds, care for and support each other, respect and protect the natural environment, and work toward preserving the health of the community.</p> <p>The Springdale community is a place where everyone is welcome, all perspectives are valued, and people gather frequently to build community bonds. Adequate living accommodations are available for all members of the diverse community.</p> | <p><b>Amenities and Services</b></p> <p>Springdale has public and commercial services and amenities that serve the residents and support visitors to the Greater Zion area. The Town has public spaces for residents and visitors to gather, interact, and enjoy views of Zion Canyon. Thoughtfully-designed and well-maintained streetscape and public art add interest and beauty to the Town. Recreational facilities include parks, trails, open spaces, social and cultural activities.</p> <p>Essential services such as excellent medical facilities and state of the art communication infrastructure are available to all residents and visitors. Convenience services such as hardware stores, banking, barber/beauty salons, and movie theaters allow residents and visitors to fulfill daily needs in Springdale. Commercial businesses are community minded, unique to Springdale, and respectful of the residential character and feel of the Town.</p> <p>The Town has a wide assortment of independent restaurants, boutique lodging establishments, art galleries, and is a mecca of world-class food and arts. The Town continues to recognize that full-time productive residents serve as the backbone for the community, therefore homeownership for long-term residents and community employees is a priority.</p> |
| <p><b>Adaptation</b></p> <p>Using the resources in the community, the Town is forward looking to identify coming challenges. The Town provides leadership, information, and communication to community members to adapt to changing conditions. The Town and its community members do everything possible to reduce the effects of unforeseen challenges (such as climate change) and proactively plan to mitigate the damaging consequences of human- and nature-caused challenges.</p>  | <p><b>Transportation</b></p> <p>Springdale is a place where it is safe, convenient, and enjoyable to get from place to place by walking, biking, or free public transit. Wide sidewalks, bike lanes, and trails make walking and cycling accessible for people of all ages and abilities. Designated pedestrian corridors with no motor vehicles allow residents and visitors to enjoy the Town's assortment of unique shops and outdoor public spaces.</p> <p>Public rural transit between Springdale and other parts of Washington county allows people to get to Town without the need for a private automobile. The Town will plan for and accommodate emerging transportation technology such as electric vehicles, autonomous vehicles, and future transportation innovations.</p>   |

## ***Vision Statement Summary***

Springdale will remain the distinctive small town residents and visitors cherish. It is and will continue to be one of the most desirable places in the State of Utah to live and visit. The Town is committed to maintaining its unique character and village atmosphere, and will actively guard against becoming a generic gateway community. This vision recognizes that new growth and development will occur, and emphasizes the need to guide such development to keep Springdale the unique place it is today and prevent it from becoming “anywhere USA.”



# 1.0 LAND USE AND TOWN APPEARANCE

**GENERAL GOAL:** The Town will manage the type, size, scale, intensity (e.g., density), and appearance of new growth and development to enhance the unique character of Springdale's built environment, preserve views of the natural landscape, reduce impacts on existing residents and businesses, and protect natural and cultural resources.

## Background and Existing Conditions

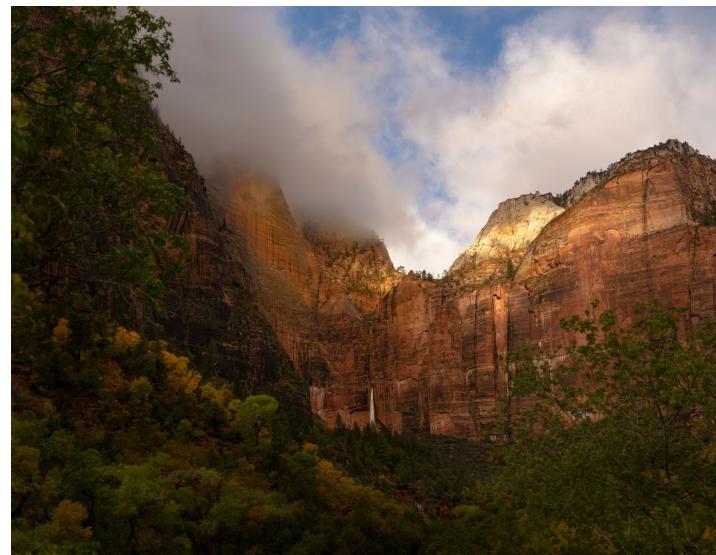
The Town of Springdale's unique character is defined by 1) its setting in the midst of unparalleled natural beauty and scenic vistas, 2) the historic mix of agricultural, low density residential, and limited commercial land uses throughout the Town, and 3) the restrained size, scale, and density of the built environment (buildings, structures, and infrastructure). These three factors combine to create a village character unique to Springdale unlike anywhere else in the world. The Town finds it imperative to protect this unique village character. Doing so will preserve a high quality of life for residents, provide an enjoyable experience for visitors, and enhance economic viability of small, local businesses.

The community of Springdale (residents and businesses) is highly protective of the Town's village character. Through its General Plan and Land Use Ordinances, the Town has consistently sought to preserve the unique village character. This element describes the Town's vision and ongoing efforts to promote quality growth and development through land use and town appearance goals and strategies.

### Existing Conditions

Current zoning allows for a mixed dispersal of land use along the SR-9 corridor through the town. This includes valley residential, foothill residential, village commercial, central commercial, agricultural, and public use. The intent of this zoning arrangement is to promote a mix of uses along the corridor rather than have a dominant land use in any one area. This furthers the goals of the Town related to land use by preserving the appearance and feel of a small rural community with strong agricultural heritage.

The Town is surrounded on three sides by Zion National Park. These lands are managed by the National Park Service and include some of the most dramatic scenery in the world. Scenic vistas of some of the Park's most iconic formations (West Temple, Bridge Mountain, the Watchman, etc.) are visible from nearly every property in the Town. Wildlife freely migrates between the National Park and the Town of Springdale. Development in the Town can impact the Park, and vice-versa. For all these reasons the Town strives to maintain an "in the Park" atmosphere to blend the perceived boundaries between the Town and the Park. This contributes greatly to the Town's village character.



Historically, buildings and structures in Springdale have been modest in height, mass and size, and density. Most buildings in the Town are 26 feet or less in height. Buildings are restrained in size. They are situated on properties strategically to preserve scenic vistas, and to

limit impacts on natural resources such as the Virgin River. Existing buildings in the Town demonstrate a diversity of architectural style, yet the Town's design standards help promote a consistent feel of development in the Town.

The Town strives to protect the dark night sky. The Town has adopted outdoor lighting standards that help limit light pollution, light trespass, glare, and nuisance lighting. This enhances the scenic quality of the dark night sky. The Town is in the process of obtaining designation as an International Dark Sky Association Dark Sky Community.

## Land Use and Town Appearance Goals

**GENERAL GOAL:** The Town will manage the type, size, scale, intensity (e.g., density), and appearance of new growth and development to enhance the unique character of Springdale's built environment, preserve views of the natural landscape, reduce impacts on existing residents and businesses, and protect natural and cultural resources.

### ***SUB -GOAL A.***

***Maintain Springdale's identity as a unique Village within a spectacular scenic setting and preserve the Town's distinctive small community feel and atmosphere.***

1. The Town will continue efforts to reduce light pollution to protect the dark night sky. The Town will continue to work toward Dark Sky Community Designation through the International Dark Sky Association.
2. The Planning Commission will develop policies that discourage consumptive tourism. The Commission will seek to encourage commercial development that meets the needs of residents and visitors.
  - a. In the context of the Town of Springdale, consumptive tourism is tourism that consumes resources (utilities, parking, etc.), creates the need for service (infrastructure, maintenance of roads / facilities, etc.), and impacts the community (noise, light pollution, traffic, etc.), but does not add to the quality of life for residents or help promote the Town's village character and community feel. Commercial development that perpetuates purely consumptive tourism is discouraged. In contrast, commercial development

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that benefits tourists, residents, and other community members and tourism that “gives back” to the community (with more than just tax revenue) is encouraged.

3. The Town will adopt land use regulations that encourage development that is “light on the land” with emphasis on natural environment over built environment.
4. The SR9 corridor is critically important and should retain a mix of commercial and residential uses, along with open space and agricultural uses. The Town Council and Planning Commission will place high priority on ensuring a mix of land uses and preservation of open space on SR9 when making land use decisions.
5. Development along SR9 should be regulated by enhanced architectural control.
6. The Planning Commission will use zoning and land use regulations strategically to minimize vacant commercial buildings on SR9.
7. The Town Council will develop strategies to help vacant and underutilized properties on SR9 be put to a productive use that enhances the community character.
8. The Town will continue to enforce its ordinance prohibiting gated entrances to subdivisions.

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#### ***SUB-GOAL B.***

***Ensure new development is compatible with the Town’s setting at the entrance to Zion National Park, consistent with the Town’s architectural heritage, and complements the existing development in the area.***

1. The Planning Commission will update the Town’s architectural standards and design guidelines to require that the appearance and design of all new development promotes the Town’s village character.
  - a. These policies, regulations, and ordinances concerning the design and appearance of new development will use effective and precise language to ensure such policies achieve their desired intent.
2. The Planning Commission will update and enforce land use regulations to minimize the visual impacts of new development on views of Zion Canyon, ridgelines, hillsides, and natural viewscapes in the Town.
3. Town staff will carefully monitor new development during construction to ensure it complies with all regulations and standards to reduce negative impacts on existing residents.

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- a. Staff will closely monitor all grading and excavation activities to ensure they are done in accordance with approved plans to minimize scarring of hillsides and damage to natural features.
- b. Establish time limits for construction of development projects to minimize impacts on the community.
- c. Ensure contractors employ stormwater best management practices to minimize negative impacts of stormwater runoff from construction sites.

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#### ***SUB-GOAL C.***

***Use zoning and land use regulation strategically to ensure the style, pace, and intensity of new development does not detract from the Town's small-town character.***

- 1. The Town will not change residential or agricultural zones to commercial zones, except in very rare and exceptional cases when such a change is clearly in the best interest of the community, will help promote the Town's village atmosphere, and will not create an unwanted or unwarranted increase in the amount of commercial development in the Town.
- 2. Zone changes that will promote the Town's housing goals (as outlined in Chapter 3 of this Plan, as well as the 2020 Zions Public Finance Housing Study), will be carefully reviewed and considered. Such zone changes will only be considered for approval if the Town finds the proposed zone change will clearly benefit the Town by providing more attainable housing options for members of the community.
- 3. The Planning Commission will update the land use ordinance to make sure it stays true to the intention of promoting mixed use along Zion Park Boulevard while allowing development that meets community needs and desires.
- 4. The Town Council and Planning Commission will develop policies to address the pace of new development, particularly commercial development, to ensure the Town maintains a balance between residential development and commercial development.



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#### ***Sub-Goal D.***

***Promote the Town's unique character and enhance the aesthetics of the community by improving the look and appearance of the public street right-of-way and other public properties.***

1. With the assistance of a design consultant, the Town will prepare a streetscape study and plan that creates a consistent theme, look, and feel for the Town's streetscape and suggests strategies for implementation.
2. The Planning Commission will revise ordinances to require streetscape improvements for new development on SR-9, Lion Boulevard, Winderland Lane, Paradise Lane, and Juniper Lane.

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***SUB-GOAL E.***

***Acquire open space in strategic locations (both in the foothills and the valley floor) to preserve the Town's small community feel.***

1. The Town Council and Planning Commission will develop a plan to identify parcels of property that are important to preserve. These properties could be visually significant parcels, large pastures or fields that reflect the Town's agricultural heritage, important wildlife corridors and other habitat spaces, or any other properties that will enhance the small-town feel.
2. The Town Council will develop strategies to acquire the properties identified in the plan described above. These strategies could be obtaining funding to purchase the properties, working with conservation groups to acquire conservation easements, or land use tools such as a Transferable Development Rights (TDR) program.

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***SUB-GOAL F.***

***Protect residential neighborhoods from the impacts of commercial development.***

1. The Planning Commission will require enhanced screening and buffering on commercial properties adjacent to residential uses as a condition of development approval for new commercial development.
2. The Town Council will develop policies and ordinances to ensure residential areas will enjoy peace and privacy as commercial properties are developed, and to mitigate the impact of existing commercial uses (noise, traffic, lighting, etc.) on residential areas.
3. The Planning Commission will consider increasing the setback distances required for commercial uses that could have detrimental impacts of noise or loss of privacy on adjacent residential properties.

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***SUB-GOAL G.***

*Develop policies that ensure new lodging facilities will promote Springdale's unique village atmosphere and enhance the quality of life. In keeping with its village atmosphere and unique character, the Town will adopt policies that result in hotels, inns, bed and breakfasts and other lodging facilities that promote the Town's "in the Park" feel, its small village scale, and its unique atmosphere. This goal is for the Town to have attractive, memorable, and unique lodging that complements the visitor's experience in Zion Canyon and Zion National Park.*

1. The Town Council will revise the land use regulations to ensure transient lodging establishments will help promote the village atmosphere and small town scale.

## 2.0 TRANSPORTATION

**GENERAL GOAL:** It will be convenient, safe, and enjoyable to get from place to place in Springdale through a variety of different transportation modes (including walking, biking, transit, and private automobile). Traffic and parking congestion from vehicles of all types will be minimized and managed. The Town will plan for and accommodate emerging transportation technology such as electric vehicles, autonomous vehicles, charging infrastructure, and plan for future transportation innovations. The Town will participate in regional transit planning efforts.

## Background and Existing Conditions

State Route 9 (SR9) is the only vehicular access into the Town of Springdale. SR9 also acts as the main transportation route through the Town. There are a number of small side streets that provide access to properties located off SR9, but most transportation in the Town occurs on SR9.



Over the past 15 years the Town has made significant investment in promoting multiple modes of transportation in the Town. The Town has constructed portions of a paved multi-use trail network, installed new sidewalks, widened existing sidewalks, cooperated with UDOT to install bike lanes on SR9, installed bike repair stations throughout the Town, and expanded its network of single traffic

natural surface recreational trails. All of these changes are intended to promote active transportation in the community.



The Town also supports transit. The Town supports the Zion National Park shuttle operating in Springdale by maintaining shuttle stops and supporting the Park's efforts to seek additional funding for the shuttle. In partnership with Washington County and other communities in the County, the Town is also supporting the development of a public transit route from St. George to Springdale. This system has all the necessary funding in place and should be operational by 2024.

Despite the Town's efforts to create a comprehensive transportation system, the Town experiences periods of traffic and parking congestion during peak visitation to Zion National Park. In 2018 the Town instituted a paid on-street parking program. This has helped manage and organize visitor parking and has reduced many of the negative impacts of visitor parking congestion. However, during peak periods parking demand exceeds capacity and parking

congestion problems continue in the community. Similarly, during peak visitation periods, vehicular traffic on SR9 is so heavy and constant that it makes it difficult for pedestrians to cross the road safely at crosswalks, it limits the ability of cars to enter the road from side streets, and it creates safety issues for the increasing amount of cyclists (including e-bicyclists) on the roads.

This element outlines the Town's goals and strategies to improve the efficiency of the transportation network, in support of the broader goal of preserving the village atmosphere and village character of the Town.

## Transportation Goals

**GENERAL GOAL:** It will be convenient, safe, and enjoyable to get from place to place in Springdale through a variety of different transportation modes (including walking, biking, transit, and private automobile). Traffic and parking congestion from vehicles of all types will be minimized and managed. The Town will plan for and accommodate emerging transportation technology such as electric vehicles, autonomous vehicles, charging infrastructure, and plan for future transportation innovations. The Town will participate in regional transit planning efforts.

### ***SUB-GOAL A.***

***Develop the infrastructure, policies, and culture to support active transportation (walking, bicycling) as the primary mode of in-town travel.***

1. The Town staff will develop additional walking and hiking paths to create connectivity with key locations in the Town and Zion National Park.
2. The Town staff will establish more bike stations / bike corridors to make it easy to move about Town and into the Park via bicycle.
3. In partnership with the Zion Canyon Visitors Bureau, the Town will consider making Springdale a biking destination by developing more recreational biking trails.
4. With the help of a transportation consultant, the Town will prepare an active transportation plan for the Town. The intent should be to provide direction, goals

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and objectives as well as identify specific projects and policies to make active transportation safer, more convenient, and more enjoyable.

5. The Town Council will consider policies that will make it possible to live in and visit Springdale without the need of a private automobile. This will include providing parking outside of town (Hurricane or Laverkin) with transit into town, leaving the Town with open green space.
6. In conjunction with regional partners (i.e. Sun Tran, UDOT) the Town will encourage transit service to area recreation destinations.
7. Working with the Zion Regional Collaborative and other regional partners, the Town will work to connect the Town's active transportation network of walking and bicycling infrastructure to active transportation infrastructure in the region (Washington County, Zion National Park, and Kane County).

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#### ***SUB-GOAL B.***

***Continue to partner with Zion National Park and the State Office of Tourism in support and promotion of the in-town Zion shuttle system.***

1. The Town Council will work with Zion National Park to ensure the in-town shuttle schedule is effective and efficient (e.g., computerized schedules displaying seat availability).
2. The Town will partner with Zion National Park to seek funding opportunities to ensure the continued financial viability of the in-town Park shuttle.
3. As a community, the Town will encourage Zion National Park to procure and utilize alternative energy vehicles that are both fuel efficient and quiet, minimize noise and air pollution, and promote Springdale as a 'green' community.

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### ***SUB-GOAL C.***

***Work to promote different types of regional public transportation systems to facilitate more transportation options between Springdale and the greater Zion area.***

1. Working with Zion Regional Collaborative and other regional partners, the Town will coordinate the operation of public transit systems in Washington County, Kane County, and Zion National Park.
2. Working with Washington county and other partners, the Town will encourage the development of “park and ride” locations outside of Springdale to allow visitors to leave their vehicles and ride public transit to Zion National Park.
3. Local businesses will encourage employees to use public transit for their daily commutes. Business owners will coordinate employee shift times with transit schedules.
4. The Zion Canyon Visitors Bureau will encourage “car free” vacations to the greater Zion area using public transit.
5. Local businesses will encourage their guests to use the town shuttle to reduce traffic and parking congestion - both in the Town and Park.
6. The Town will encourage employers to provide employee shuttles for their employees.

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### ***SUB-GOAL D.***

***Anticipate and prepare for Emerging and Future Transportation Innovations***

1. The Town will support electric vehicle charging to link to the broader network of electrified corridors.
2. The Town staff will study issues surrounding autonomous vehicles and prepare for the impacts they could have on the Town’s transportation system.

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#### **SUB-GOAL E.**

***Use Town parking strategically to encourage more use of alternative forms of travel within Springdale, and discourage using private vehicles as the main mode of transportation.***

1. The Town will require developers of parking lots to minimize visibility of the parking from SR-9 by placing it out of public view, or through landscaping, buildings, etc.
2. The Planning Commission will consider a land use requirement that new parking lots have shade covers.
3. The Town Council will carefully analyze the amount of public paid parking provided by the Town (e.g. on-street paid parking) and consider reducing the amount and increasing the price when demand rises.
4. The Planning Commission will evaluate the Town's land use requirements for off-street parking required for new development to make sure they promote the Town's land use and transportation goals.
5. The Town, Zion National Park, the Zion Regional Collaborative, Greater Zion, and other regional partners will develop a method for informing visitors to Springdale and Zion National park about parking availability in Springdale, as well as other transportation options to access the Park, prior to their arrival in Springdale.

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#### **SUB-GOAL F.**

***Ensure vehicular traffic flows through Springdale on SR9 in an efficient manner and does not create impacts on the street networks in residential areas.***

1. The Town will work with transportation consultants to identify short, medium, and long term improvements to the vehicular transportation network that will ensure efficient flow of traffic on SR9.
2. In partnership with UDOT, the Town's Street Department will enforce access management standards for new vehicular access onto SR9.
3. The Town Council will update the Transportation Master Plan to require Traffic Impact Studies and transportation enhancements for new commercial and residential development that will add traffic to the street network.
4. In conjunction with UDOT, the Town Council will look for ways to provide breaks in vehicular traffic on SR9 during busy traffic periods to make it easier for vehicles on side streets to enter SR9, and to make it easier to make a left turn off of SR9.
5. The Town will carefully analyze and prepare for the traffic and visitation impacts of proposed development outside of Springdale in the Zion region that has the potential to significantly impact traffic and transportation in Springdale.

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6. The Town Streets Department will institute traffic and transportation policies that minimize the need for traffic control signals, with particular emphasis on avoiding the need for stop lights.

## 3.0 HOUSING

**GENERAL GOAL:** Springdale will retain its rural residential character by protecting existing residential neighborhoods from the impacts of increased commercialization. The Town will have housing options that support a diverse population, including low density residential units, higher density multi-family units in select locations, accessory dwelling units, and others. This will allow the Town to maintain housing for a community with families of diverse income. It will benefit local businesses by providing a larger labor pool. It will benefit the Town by having the people who are working in businesses also be committed and contributing members of the community by having access to attainable housing.

## Background and Existing Conditions

Springdale has a mix of housing types. The Town has approximately 294 single-family housing units, and approximately 118 duplex or multi-family housing units.

Most housing in the Town is low-density, single-family housing. These housing units are distributed throughout the community. Many of these homes are in platted subdivisions (Anasazi Plateau, Canyon Springs Estates, Moenave, and Kinesava Ranch being the largest). Other single-family homes are located on unplatted lots.

A smaller amount of the Town's housing is in duplex or multi-family development. These units are concentrated in several larger developments (Moenave, Red Hawk, Juniper Lane Townhomes, Stone Mountain Condominiums), as well as a number of smaller properties.



Most homes in Springdale are upscale owner occupied single-family dwellings set on a relatively generous lot. These homes are unaffordable to most of the people who work in town. Therefore, this prevents even key small business owners and essential town and Zion National Park park staff from achieving homeownership in our community.

In the rental market, there are about 30 apartments that are regulated as affordable units, and which are occupied by households with incomes at or below the area median income. While these affordable units are all encumbered by deed restrictions and regulated by other legal means to keep them affordable for the long-term, the current supply of these units is inadequate to meet demand. The remaining rental properties in town are always in short supply and much of this rental stock may be substandard in amenities. This lack of supply in both the 'for sale' and 'for rent' markets results in most of the town's workforce commuting from the Hurricane / St. George area.

In 2020, the Town hired Zions Bank Public Finance to complete a housing study for the Town. As noted in that study, "the dynamics of a significant number of incoming employees creates strains in the transportation corridors [and]... prevents a sense of community." The study also notes the overall lack in availability of housing and especially the lack of housing at various price points to accommodate life-cycle demands. This results in a lack of housing for first-time buyers and move-up options for larger families or those needing senior accommodations. This lack of life-cycle options prevents Springdale from having a "deeper sense of community and a continuation of growth of families and relationships that are long-term to the town." In short, our current housing stock hampers the development of a stable long-term

residential community and the associated benefits that would accrue if we had a more diverse supply of housing.

This element of the General Plan addresses the overall housing needs of Springdale. It identifies the lack of diversity in current housing stock as a key issue for our community. It recognizes the need for additional long-term rental units and to provide more options to support life-cycle housing for families as they grow and

change. It provides guidance for current and future housing and pays particular attention to both regulated affordable housing and attainable homeownership. It also recognizes that homeownership tends to foster a long-term commitment to the community. This results in many intangible benefits including a stable workforce and entrenched support for community activities.

## Housing Goals

**GENERAL GOAL:** Springdale will retain its rural residential character by protecting existing residential neighborhoods from the impacts of increased commercialization. The Town will have housing options that support a diverse population, including low density residential units, higher density multi-family units in select locations, accessory dwelling units, and others. This will allow the Town to maintain housing for a community with families of diverse income. It will benefit local businesses by providing a larger labor pool. It will benefit the Town by having the people who are working in businesses also be committed and contributing members of the community by having access to attainable housing.

### ***SUB-GOAL A.***

#### ***Maintain Springdale's character as a rural residential community.***

1. The Planning Commission will protect the character of existing residential neighborhoods from the impacts of commercial development and Zion National Park visitation.
2. The Town Council and Planning Commission will consider the full spectrum of impacts of commercial development as it relates to the need for additional housing when making land use policy.
3. The Town will retain existing residential zoning as indicated in the land use element.



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***SUB-GOAL B.***

***Promote community character by providing opportunities for more key contributors to the community (first responders, teachers, business owners/managers, etc.) to live full-time in the community.***

1. The Town will develop policies and strategies to provide more diversity in housing options available on the market, seeking to increase housing in all categories of housing.
  - a. Encourage the development of homes of modest size and amenities in the 'for sale' market to allow town staff, Zion National Park employees, and other long term employees to become homeowners in our community. These homes should be within a price point that will allow achievable homeownership for this segment of our employee community.
  - b. Take steps to obtain lots and develop homes, per the original design plan, along Redhawk Drive that are tailored to meet the home ownership needs of Springdale and Zion National Park staff.
  - c. Research other available parcels of land within town that may be developed to meet the homeownership needs of key town and Zion National Park staff.
  - d. Develop policies that will result in more long term rental housing units available in the community.
2. The Planning Commission and Town Council will adopt the housing tools identified in 2020 Zions Bank Public Finance Housing Study, as appropriate.
  - a. Make allowances for expanded use of Accessory Dwelling Units (ADU's), while ensuring these uses do not detract from the character of existing neighborhoods.
  - b. Create a Transferable Development Right (TDR) program that will allow increased density in targeted areas while preserving open space in sensitive foothill locations.
  - c. Consider creating a residential multi-family zone that will allow targeted and selected density changes in appropriate areas.
3. The Town will partner with affordable housing providers to develop income-qualified, deed-restricted regulated affordable housing.
  - a. Encourage the development of Regulated Affordable Housing units to help address the lack of supply in the 'for rent' market.

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- b. Explore and evaluate a creative variety of scalable employee housing solutions. These accommodations can range from hostel style, dormitory style and studio apartments. This variety of solutions would help address a wide range of housing for various length employment; short term, seasonal and also provide other longer term and more amenity rich 'for rent' options.
- c. Ensure that any development incentives the Town offers affordable housing providers are linked to deed restrictions on the property to ensure enforceability of affordable housing in the project.
- d. Encourage all affordable housing developments to be managed by a professional real estate management company.
- e. Develop strategies to give employees of Springdale businesses and Zion National Park priority status to occupy deed restricted affordable housing.

## 4.0 ECONOMIC DEVELOPMENT

**GENERAL GOAL:** Small, independent, local businesses will continue to serve residential needs and power the Town's tourism-based economy. The Town will diversify economic drivers by encouraging businesses that serve resident needs, promoting remote working opportunities (e.g. "tele-work" and remote commerce), and supporting businesses that are not dependent on the tourism industry (such as agriculture). The Town will partner with other regional entities to disperse any adverse impacts of tourism through efforts such as Greater Zion.

## Background and Existing Conditions

Tourism has been the main economic engine in the Town of Springdale for the past 50 years and more. The Town's businesses are currently dependent on visitors, the majority of whom come to Springdale to visit Zion National Park. Tourist oriented services (hotels, restaurants, gift shops, guiding and rental businesses, etc.) comprise the majority of commercial activities in the Town. The Town currently has approximately 1,200 transient lodging units, 22 restaurants, numerous gift shops and art galleries, several guiding companies, three markets, and a hardware store.

The Town supports local and independent businesses. Many of the businesses in the Town are unique, one of a kind. They are locally owned, or owned by interests with strong connections to and investments in the Town. These businesses add to the Town's unique village character and help the Town establish its own identity, instead of turning into "anywhere, USA." The Town has attempted to preserve its character and identity by providing an environment where local, independent businesses can thrive.

The Town relies on its businesses for its municipal operations. Because the Town of Springdale's property tax rate is very low, tax revenue from these businesses supports the Town's municipal operations and services (law enforcement and public safety, parks

and recreation, utility and public works services, and general government).

The community also benefits from the services these businesses provide, particularly the restaurants, markets, and hardware services that would not normally be economically viable in a community of 600 people.

However, impacts from commercial activities also negatively impacts quality of life for residents. Parking and traffic congestion associated with businesses can spill into residential neighborhoods and create nuisances for residents. Noises and odors from commercial operations, particularly in the late evening or early morning hours can disturb the peace and quiet of residential areas. And homogenization of the type of commercial businesses (e.g. more and more transient lodging, less of anything else) detracts from the village character.

This element outlines goals and strategies that balance the need to provide commercial services catering to tourists with the need to protect the residential community and quality of life. The Town desires to support businesses that will benefit residents and add to the residential quality of life.

## Economic Development Goals

**GENERAL GOAL:** Small, independent, local businesses will continue to serve residential needs and power the Town's tourism-based economy. The Town will diversify economic drivers by encouraging businesses that serve resident needs, promoting remote working opportunities (e.g. "tele-work" and remote commerce), and supporting businesses that are not dependent on the tourism industry (such as agriculture). The Town will partner with other regional entities to disperse any adverse impacts of tourism through efforts such as Greater Zion.

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### ***SUB-GOAL A.***

***Enhance and support small, independent businesses that are unique to Springdale and help promote small-town village character.***

1. The Town Council will review and update strategies and outreach to attract and maintain independent businesses.
2. The Planning Commission will pass ordinances that promote village character in the built environment for commercial properties on and adjacent to SR 9. These ordinances will require buildings that are modest in scale and have architecture complementary to the area, thereby limiting nationally standardized building designs for larger box stores and "chains" in the central commercial zone.
3. Consider asking shops and restaurants to stay open longer in the evening to provide more activities and amenities for both residents and tourists.
4. The Planning Commission will develop land use policies that encourage outdoor dining and, where appropriate, live music.

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### ***SUB-GOAL B.***

***Develop new amenities for residents and tourists that enhance the visitor experience as well as the quality of life for residents.***

1. Because the vast majority of Springdale tourism is driven by Zion National Park, the Town will consider developing amenities to benefit Park visitors. Examples would be public restrooms, parking for larger buses, providing smaller buses to take people from larger buses into the canyon, and eateries that cater to busloads.
  - a. When developing amenities for tourists, consider the origination of the visitors. Some visitors participate in package tours, but others want to find

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- their own amenities in Town. Signage, materials, menus, etc. should be provided in multiple languages.
- 2. Through land use and zoning policies, the Town will encourage the development of more restaurants, and more diverse style and price-point of restaurants, to benefit both residents and tourists.
- 3. In conjunction with wireless internet providers, the Town will expand publicly available wireless internet to benefit both residents and tourists.
- 4. The Town will partner with the Visitors Bureau, Greater Zion, and other tourism entities to operate a visitors center that offers concierge services such as reservations for restaurants and experiences.
- 5. The Town will encourage commercial businesses that promote experiences and not just goods.
- 6. The Town Council and Planning Commission will develop strategies to help tourism in Springdale contribute to the community (with more than tax revenue), rather than just consuming resources.

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#### ***SUB-GOAL C.***

***The Town will actively work to develop a public space in the Downtown area that serves as a central gathering space for residents and tourists. In conjunction with this strategy the Town will encourage people to spend more time downtown and have more meaningful experiences in the area.***

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***SUB-GOAL D.***

***Working with ZArts, Zion Forever, and other similar organizations the Town staff will explore opportunities for evening outdoor events such as music/poetry in the park, art fairs, guest speakers. Some of these could include food courts.***

1. Working with ZArts, Zion Forever, and other similar organizations the Town will be selective in the types of community and public events hosted in Springdale. The Town is seeking events that don't merely draw additional visitors to the area, but rather events that will enhance the character of the community and overall village atmosphere.

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***SUB-GOAL E.***

***Develop proactive communication targeted to visitors that support private, public, and business needs.***

1. "Messaging" should include information on how to take care of the historic and cultural resources of the area and the Park. Campaigns about "leaving no waste" would be a good idea.
2. "Marketing" should emphasize quality, not necessarily quantity, of visitation. The Town should not seek to increase visitation, but rather to provide a quality visitor experience. Crowds, lines, and lack of restrooms provide a less-than-ideal experience for tourists.
3. The Town will continue to work with the Park to let visitors know what to expect when they visit. Press releases prior to busy weekends can help set expectations.
4. Communication, marketing, and advertising from the Town, the Visitor's Bureau, and Zion National Park should include information about events occurring in Springdale (concerts, festivals, etc.).

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***SUB-GOAL F.***

***Participate in regional planning efforts to disperse tourism impacts outside of Springdale.***

1. The Town will work with regional partners to continue regional efforts to bring tourists into Springdale by public transit.
2. The Town Council will consider co-sponsoring large bus parking areas outside of the east and west sides of the Park, with smaller vehicles bringing people into the Canyon. This will also alleviate some pressure on the tunnel.
3. The Town will partner with regional entities such as the Zion Regional Collaborative and the Greater Zion tourism office to promote tourist amenities and attractions outside of Springdale.
4. Local businesses will stay open year round and later into the evening. This will help provide commercial opportunities for visitors to contribute to the economy outside of hotels and restaurants.

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***SUB-GOAL G.***

***Maximize visitor revenue to create infrastructure that will benefit residents. Examples might be a bakery, town square, sidewalks throughout the town, shade structures and picnic tables at key locations, and a more-robust medical facility.***

1. The Town Council will use RAP tax to fund streetscape and recreational amenities such as shade structures, picnic tables, and other amenities in the right-of-way.
2. The Town Council will consider a small business incubator program using tourist generated tax revenue to help businesses that will have a benefit to residents get started (such as a bakery, drug store, etc.)
3. The Town Council will develop policies that encourage and support businesses that are not dependent on the tourism industry and that have a direct benefit to residents.

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#### **SUB-GOAL H.**

*In support of Land Use and Town Appearance and Park, Recreation, and the Arts Goals, the Town Council will work with ZArts, Zion Forever, the Zion Canyon Mesa, the Paiute Indian Tribe of Utah, and other organizations to develop opportunities for cultural tourism. Cultural tourism brings visitors to a destination to learn about the culture and history of the area. Springdale will promote opportunities to share the Town's cultural heritage and history with visitors.*

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#### **SUB-GOAL I.**

*Develop policies that will promote tourism and tourism related economic development that contributes to the community and helps enhance the community character. The Planning Commission will develop policies that discourage consumptive tourism and economic development based on consumptive tourism. In the context of the Town of Springdale, consumptive tourism is tourism that consumes resources (utilities, parking, etc.), creates the need for service (infrastructure, maintenance of roads / facilities, etc.), and impacts the community (noise, light pollution, traffic, etc.), but does not add to the quality of life for residents or help promote the Town's village character and community feel. Commercial development that perpetuates purely consumptive tourism is discouraged. In contrast, economic development that promotes tourism and tourism related business that protects the community's character is encouraged. The Town Council will develop policies that promote commercial development that benefits tourists, residents, and other community members and that "gives back" to the community (with more than just tax revenue).*

## 5.0 MUNICIPAL AND PUBLIC SERVICES

**GENERAL GOAL:** The Town will provide excellent culinary water, irrigation water, and wastewater treatment, stormwater runoff and street maintenance services to the community. Either directly or through partnerships, the Town will ensure excellence in other utility services such as power, trash, recycling, and telecommunication. The Town will ensure excellence in general government services such as fiscal management and budgeting, town administration, clerk services, development services, and general customer service. Public safety officers and emergency responders will continue to serve the community with dedication, and will have the full support and backing of the Town.

## Background and Existing Conditions

The Town of Springdale boasts excellent municipal and public services, especially for a community of its relatively small size (approximately 600 people).

The Town maintains a police department which provides 24 hour law enforcement and public safety services to the community. The Town provides water, wastewater, and irrigation water utilities that serve not only Springdale, but also portions of Zion National Park and the Town of Rockville.

The Town's street department provides maintenance services for stormwater runoff, Town owned roads, sidewalks, curb and gutter. The Town's street department in partnership with UDOT will continue to provide maintenance services for SR9 throughout Springdale.

The Town partners with other public service providers for additional services. The Hurricane Valley Fire Protection District provides fire and emergency medical services in the community. Rocky Mountain Power provides electric utility service. Century Link provides telecommunications services, in addition to several other broadband internet services (although these latter primarily serve businesses and not residential properties).

The Washington County School District operates Springdale Elementary School, which offers Kindergarten through Fifth Grade instruction. Washington County operates a public library, housed in the Canyon Community Center.



## Municipal and Public Services Goals

**GENERAL GOAL:** The Town will provide excellent culinary water, irrigation water, and wastewater treatment, stormwater runoff and street maintenance services to the community. Either directly or through partnerships, the Town will ensure excellence in other utility services such as power, trash, recycling, and telecommunication. The Town will ensure excellence in general government services such as fiscal management and budgeting, town administration, clerk services, development services, and general customer service. Public safety officers and emergency responders will continue to serve the community with dedication, and will have the full support and backing of the Town.

### ***SUB-GOAL A.***

***Ensure that consistent, effective, and affordable water is available to all residents and businesses.***

1. The Town Public Works Department will continue to provide culinary water of excellent quality and reliability to all residents and businesses. The Town will develop plans and strategies to ensure long term water supply, particularly accounting for the impacts of climate change and potential prolonged drought.
2. The Town Public Works Department will manage secondary water usage via meters throughout the Town.
3. The Town will adopt and enforce water conservation policies to ensure adequate water minimum water supply for the Town, especially in times of drought. These policies could include prohibition of water intense landscape such as large areas of turf grass and water rate structure that encourages conservation.
  - a. The Town Council will investigate incentives for property owners who remove water intensive landscape (such as large lawns), as well as policies that prohibit water intensive landscape in new development.
2. The Town Public Works Department will continue to study and investigate water treatment options to eliminate medications that end up in the wastewater system.
3. The Town Council will ensure the Town's land use planning is consistent with the Town's long term water supply. This effort will analyze not only the quantity of water available to the Town from its legal water rights, but also the amount of water actually physically available to the Town from its water sources after

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accounting for the impacts of long term drought and climate change. The Town Council will make adjustments to both land use planning and water conservation policy to ensure the Town does not overcommit water resources to new development which may not be available in time of drought.

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***SUB-GOAL B.***

***Actively seek opportunities to make new utility technologies and services (i.e. fiber optics) available to all residents and businesses.***

1. The Town will partner with communication service providers to support the installation of infrastructure so that all residents may use reliable internet and communication services.
2. The Town will adopt sustainable practices, such as the collection of green waste, in the development and availability of Town utilities and infrastructure.
3. The Town will investigate installing electric car charging stations.
4. The Town will make free public wifi available in Town Parks.

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***SUB-GOAL C.***

***Ensure that important infrastructure and essential utility facilities are maintained and protected.***

1. The Town will diversify electric utility sources to ensure continuity of services.
2. The Town will consider entering into private / public partnerships to ensure efficiency and excellence in utility service.
3. The Town will continue efforts to place existing overhead utility services underground.
4. The Public Works Department will ensure underground utility infrastructure (including stormwater and communication infrastructure) is improved, maintained, added, or upgraded as appropriate during road reconstruction projects (thus providing easy access to existing underground utilities).

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***SUB-GOAL D.***

***Encourage the implementation of renewable energy, conservation and use reduction, and the practice of sustainability in power utilities.***

1. The Town will adopt policies and participate in programs that promote the use and development of renewable and sustainable alternative resources such as solar, wind, and geothermal.

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***SUB-GOAL E.***

***Provide efficient, responsive, friendly, and helpful service to the community in general administrative government functions such as utility billing, town clerk services, public engagement, land use planning and development services.***

1. The Town staff will add user-friendly links in the Town website to find needed forms and contact information.
2. The Town staff will continue to pursue opportunities to effectively communicate with residents and visitors about current conditions, local opportunities, and help resources.
3. The Town staff will provide educational outreach to residents to encourage water and energy conservation.

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***SUB-GOAL F.***

***Keep the community safe and protected with public safety and emergency response services that have the capability and capacity to serve the Town's unique needs as both a small residential village and a popular tourist destination.***

1. The Town will enter into partnerships with service providers, UDOT, and the National Park Service to ensure emergency response providers (fire, EMS, etc.) have the capability and capacity to respond to emergencies of all types with excellent service and short response times.
2. In conjunction with Washington County Search and Rescue, the Town will offer volunteer search and rescue courses and certifications.
3. The Town's Police Department will continue to provide superior police service to the community.

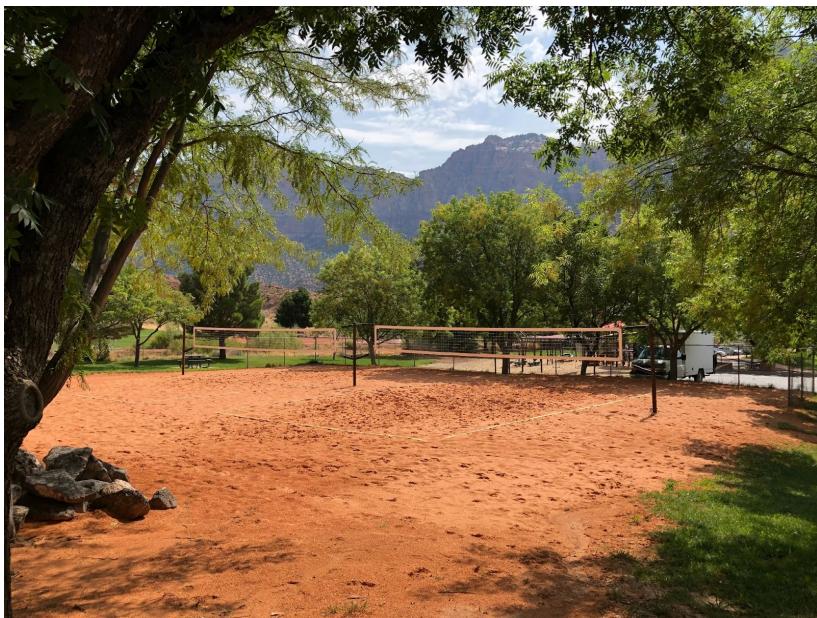
## 6.0 PARKS, RECREATION, AND THE ARTS

**GENERAL GOAL:** Residents and visitors will have access to a wide diversity of recreational, social, and cultural activities that are compatible with the Town's unique natural setting, and promote community diversity and cohesiveness.

## Background and Existing Conditions

The Town of Springdale strives to provide an array of recreational amenities for community members. The Town also seeks to promote Springdale as an arts community.

The Town maintains two public parks, the George Barker River Park and the Town Park. The River Park is located in the southern end of the Town and is bisected by the Virgin River. The west side of the park contains a developed grass area with picnic facilities and a restroom. The east side of the park is undeveloped and contains natural surface walking trails, it is also used as an off leash dog park. The Town Park is located on Lion Boulevard near the Town Hall and Canyon Community Center. It contains a gazebo, picnic facilities, pickleball and tennis courts, sand volleyball courts, a playground, and a community garden.



The Town has a network of paved multi-use trails, as well as single track natural surface trails. These provide recreational opportunities for residents and visitors.



The Canyon Community Center is used for fitness and wellness programs, educational lectures and other programs, and concerts and performances. The lobby of the Community Center is a gallery space that displays rotating art shows.

Zarts is a the Towns arts and humanities organization. They organize performances in the CCC and help promote art awareness and public art throughout the community.

This element outlines the Town's goals relative to parks, recreation, and the arts.

## Parks, Recreation, and the Arts Goals

**GENERAL GOAL:** Residents and visitors will have access to a wide diversity of recreational, social, and cultural activities that are compatible with the Town's unique natural setting, and promote community diversity and cohesiveness.

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### ***SUB-GOAL A.***

#### ***Develop park and recreation facilities that effectively serve the needs of residents and visitors.***

1. The Town Parks Department will continue to make facilities safe, functional and accessible to both residents and town visitors.
2. The Planning Commission will consider requiring that new commercial development provide public restrooms.
3. The Town's Parks Department and Streets Department will provide more trash / recycle cans throughout the Town, and develop a strategy to ensure they are regularly emptied and maintained.
4. The Town Council will ensure line-item support (financial and staffing) in the Town budget necessary for park maintenance and operation of existing facilities and expansion of future amenities. Consider development of a community recreation center.
5. The Town Council will continuously seek opportunities to purchase and preserve undeveloped open space for the use and benefit of the community. The Town will identify funding sources to make this happen.
6. The Town's Parks Department will consider the addition of trails, dog parks, playgrounds, picnic areas, a basketball court, a skateboard park, adult fitness equipment, sport climbing facilities, and other "niche" amenities.
7. The Town's Parks Department will make recreation and park facilities accessible for all ages and abilities.

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***SUB-GOAL B.***

***Promote public art and performing art throughout the community to enhance the quality of life, promote the reputation of Springdale as an arts community, and add interest to the Town's visual appearance.***

1. The Town will support organizations such as Z-Arts, the Historic Preservation Society, and The Mesa Project with direct assistance, in-kind assistance, or advocacy and partnership, as appropriate.
2. The Town will work with Zion National Park to provide and promote ongoing art classes in common areas that are highly visible to the public and led by local artists as social gatherings.
3. The Town will build a Center for Visual and Performing Arts that includes museum exhibit space, classrooms, storage and an auditorium for lectures.
4. The Canyon Community Center Staff will support frequent small events such as music, poetry readings, lectures, group discussions, and other intellectual recreation events at the Canyon Community Center, history center, and the new Center for Visual and Performing Arts.
5. The Town Council will establish a line item budget for the elevation of art in our community, specifically the commissioning of large public art pieces in our town common areas and along walkways.
6. The Town will develop opportunities and support for small, temporary, art and music displays in green areas of the town.
7. The Town Council will adopt strategies that encourage the development of more commercial art galleries in place of other types of commercial retail that don't promote the Town's image as an arts community.

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**SUB-GOAL C.**

***Support, encourage, and sponsor community events and festivals throughout the year.***

1. Local businesses will provide information, outreach, and education to inform visitors of various recreation and other activities occurring in the Town.
2. The Town Council will support large events such as the Music Festival, Earth Day, etc.
3. The Springdale Elementary school will support local and visiting artists with “art days” where artists go to the elementary school and share a program, provide a community lecture, and are provided the opportunity to display their art as “a showing” in any and all green space.
4. The Town will provide housing for a resident artist.
5. Local galleries will host frequent art walks throughout the year, with the support of the Town.



## 7.0 PUBLIC HEALTH

**GENERAL GOAL:** Springdale will promote community health and the wellness of its residents by facilitating first-class medical facilities and providers, promoting a healthy and clean environment, and encouraging healthy lifestyles.

## Background and Existing Conditions

The Town promotes public health through wellness programs at the Canyon Community Center, promotion of active lifestyles by providing recreational amenities, providing space for a community garden for local food production, and supporting the local volunteer-run medical clinic.

This element outlines the Town's strategies to continue to promote public health.

## Public Health Goals

**GENERAL GOAL:** Springdale will promote community health and the wellness of its residents by facilitating first-class medical facilities and providers, promoting a healthy and clean environment, and encouraging healthy lifestyles.

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### ***SUB-GOAL A.***

***Encourage and support the development of enhanced medical services in Springdale.***

1. The Town Council will support private and public medical providers and services in the Town to enhance and expand the types and availability of medical care in the Town.
  - a. Assist the Zion Canyon Medical Clinic in researching and applying for federal grants through the Department of Health and Human Services and other potential grant sources. These grants may be available based upon the average age of the population of Springdale.
  - b. The Town Council will consider providing housing for healthcare professionals who are willing to live in Springdale and staff the Clinic. The goal would be to have a physician on call or on duty at all times.
  - c. The Town Council will seek to bring a pharmacy into Springdale, preferably with 24-hour access to critical supplies. The Council may investigate using a combination of incentives and direct financial support to accomplish this goal.

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***SUB-GOAL B.***

***Promote and educate our community  
on wellness issues and offer classes.***

1. The Town will promote healthy lifestyles through programs and policies to enhance community health.
2. Canyon Community Center staff will ensure classes are available, both in-person and virtually, to encourage residents to stay active and healthy.
3. The Canyon Community Center staff will provide fitness classes for all ages and abilities.
4. The Town will distribute Information via the town mail and e-mail system, notifying residents of “healthcare” events, i.e., flu shot clinics and blood drives



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***SUB-GOAL C.***

***Promote wellness by continuing to develop and offer indoor and outdoor recreational and fitness facilities, equipment and infrastructure.***

1. The Town Parks Department will promote and manage the construction of an indoor recreation center that includes fitness equipment and offers space for wellness classes and activities.
2. The Town Parks Department will continue to develop trails, parks, and other outdoor recreational amenities to encourage outdoor activity and healthy lifestyles.
3. The Town Parks Department will provide fitness facilities suitable for all ages and abilities.

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***SUB-GOAL D.***

***Support/encourage community gardens, agricultural pursuits, and farmers markets.***

1. The Town will make community garden space available at no cost to residents.
2. The Town will support agricultural pursuits and prohibit properties from being re-zoned from agricultural to other zoning.
3. Farmers Markets will be sponsored and supported in order to make fresh, locally produced food available to the community.
4. Community Center staff will provide classes on gardening, composting, and how to support healthy soils and healthy populations of beneficial insects.

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***SUB-GOAL E.***

***The Town will prepare an Emergency Response Plan to address unforeseen events (pandemics, natural disasters).***

1. The Town Staff will be trained and ready to respond to unforeseen events.
2. The Town will work with state and federal officials to prepare for emergencies and obtain assistance quickly when warranted.

## 8.0 NATURAL AND CULTURAL RESOURCES

**GENERAL GOAL:** The natural resources in and around Springdale (dark night skies, clean air and water, verdant and vibrant Virgin River riparian corridor, healthy wildlife populations, native vegetation, dramatic scenic vistas, peace and quiet, etc.) will be protected and conserved, will be healthy, and will enhance the quality of life for residents and visitors.

## Background and Existing Conditions

Springdale has rich natural and cultural resources. These add to the Town's identity and are a primary contributor to the Town's unique village character. Town residents consistently rank preservation of natural and cultural resources as a top priority.



The Virgin River is one of the most important natural resources in the community. The river is the source of the Town's water. It provides critical habitat for wildlife. It provides cooling and refreshment for residents and visitors in hot summer months. The river is also one of the most threatened resources in the community. New development encroaches on the floodplain and riparian area. Stormwater runoff from developed areas carries pollutants into the river. And invasive species (primarily tamarisk and Russian olive) are outcompeting native vegetation along its banks. The Town completed a Virgin River Management Plan in 2019. This Plan outlines key strategies to protect the river and enhance the health

of the river ecosystem. The Town has begun to implement these strategies (the Town adopted an erosion hazard ordinance in 2019 which regulates new development in the river corridor), but much is still necessary to be done.



The Town enjoys relatively dark night skies, and the natural dark is an important community resource. The Town has adopted outdoor lighting standards and has retrofitted or replaced public lighting to ensure it protects the night sky. The Town is in the process of obtaining Dark Sky Community designation from the International Dark Sky Association.



The Town has sought to preserve historical resources throughout the community. The Town recently acquired ownership of the historic pioneer cemetery and is in the process of developing a plan to protect this resource. A historic pioneer era jail is located in the center of Town. The Town is home to one privately owned property listed on the National Register of Historic Places. The Town's Historic Preservation Commission actively seeks to preserve the historic resources throughout the community.

This element provides guidance on strategies to continue to protect the important natural and cultural resources in the community.

## Natural and Cultural Resources Goals

**GENERAL GOAL:** The natural resources in and around Springdale (dark night skies, clean air and water, verdant and vibrant Virgin River riparian corridor, healthy wildlife populations, native vegetation, dramatic scenic vistas, peace and quiet, etc.) will be protected and conserved, will be healthy, and will enhance the quality of life for residents and visitors.

### ***SUB-GOAL A.***

***Ensure the Virgin River retains its natural character, flow, and quality to ensure wildlife health and to maintain good water quality.***

1. Protect and enable access to the Virgin River riparian zone. This access should be managed pursuant to the strategies in the Virgin River Management Plan to protect the health of riparian areas while still allowing recreational access.
2. The Planning Commission will require water conservation measures for new and existing development.
3. The Town will continue to implement strategies from the comprehensive Virgin River Management Plan, such as developing a river bank restoration project in the River Park.
4. Town staff will take a proactive approach to minimize any impact from development and monitor point source pollutants along the Virgin River corridor.
5. The Town will continue to partner with Zion National Park and the State of Utah Department of Forestry, Fire, and State Lands in the removal of non-native species such as Tamarisk and Russian Olive. Consider best removal strategies (chipping/burning vs cut/leave in place).
6. The Town will protect aquatic habitat and macro invertebrates as food sources for fish species.
7. Community members will protect native vegetation within the river corridor.
8. Town staff will apply through FEMA for funding for riverbank protection projects.
9. The Town will develop policies to mitigate the impacts of tubing and other recreational use of the Virgin River.

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***SUB-GOAL B.******Preserve the Dark Sky as a defining characteristic of the Town.***

1. Town Code Enforcement staff will continue to enforce and enhance outdoor lighting regulations on all development (new and existing).
2. The Town staff will continue to work with the IDA on becoming an IDA Dark Sky community.
3. Canyon Community Center staff will coordinate and implement educational and star party type events in tandem with the National Park Service.
4. Town staff will develop community outreach and education programs to promote the importance and value of protecting night sky values.

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***SUB-GOAL C.******Preserve the natural quiet in the Town.***

1. The Planning Commission will require new development to mitigate unavoidable sources of noise by use of physical buffers such as fences, vegetation, etc.
2. The Town Code Enforcement staff and Police Department will enforce existing noise ordinance regulations.
3. Town staff will develop community outreach and education programs on the importance and value of natural quiet.
4. Town Parks Department staff will Create, where feasible, natural quiet areas (e.g. nature trails) for the mental and spiritual wellness of residents and visitors and health of wildlife populations.

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***SUB-GOAL D.******Preserve and promote community appreciation for the Town's heritage and cultural history.***

1. The Historic Preservation Commission will continue to identify, preserve, and recognize the sites, buildings, features, and vegetation that symbolize tradition and history or that have cultural significance to the community.
2. The Town will complete the construction of the History/Visitor Center and offer programs around the Town's unique cultural history.
3. The Town staff will develop educational and social events that celebrate the diversity of culture that makes up the community of Springdale - past and present.

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4. In partnership with Zion National Park, the Town will participate in Utah History Week by scheduling activities and events - including keynote speakers - to highlight Utah and Springdale's prehistoric and historic past.
5. The Town will partner with the Paiute Indian Tribe to develop awareness, education, and appreciation of the history of indigenous people who lived in the area for hundreds of years prior to European settlement of Springdale.



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***SUB-GOAL E.******Preserve and protect air quality in the Town.***

1. Working with Zion National Park, the Town will use the monitoring station near the helipads to monitor particulates, etc.
2. The Town will continue to promote “no idling,” through education (signage, etc.) and enforcement of the Town’s anti-idling ordinance.
3. The Town will continue to work toward minimizing the number of private vehicles in Town through mass transit, electric shuttles, safe sidewalks, and bike lanes.

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***SUB-GOAL F.******Protect healthy wildlife populations.***

1. Educate visitors on proper etiquette around wildlife and discourage feeding any animals in the Town or the Park.
2. Educate residents about the importance of bees in the ecosystem and encourage them to have beehives.
3. The Town will consider adding bat houses throughout the area.
4. Educate visitors and residents about coexistence with animals that have inhabited the area for hundreds of years.
5. The Planning Commission will encourage new development to be wildlife friendly by providing wildlife access through the property, using appropriate outdoor lighting, and using appropriate landscape.



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***SUB-GOAL G:***  
***Protect and preserve undeveloped open space throughout the community to protect wildlife habitat and wildlife corridors, preserve native vegetation, and protect important community viewscapes.***

1. The Planning Commission will investigate land use regulations that will help preserve more undeveloped open space, such as a Transferable Development Rights program.
2. The Town Council will actively look for opportunities to purchase undeveloped open space.

## 9.0 FUTURE LAND USE MAP

**GENERAL GOAL:** To establish a vision for the type, location, and density of future growth and development in the town.

## Overview

The Town of Springdale has a unique village atmosphere and character. The town is characterized by low density residential development in the foothills, agricultural and pastoral uses intermixed with residential development on the canyon floor, and pockets of commercial development—mainly tourists related services—distributed throughout. Large expanses of natural open space surround the town. Residents and visitors alike appreciate the small town feel and rural charm in the town.

However, much of the open and agricultural land in the town has development potential and development rights under the current land use ordinance. The town recognizes that these areas will likely be developed at some point in the future. Further, existing developed properties will be redeveloped as current structures become obsolete or need to be upgraded.

The Future Land Use Map established by this chapter is intended to be a guide for new development and redevelopment. The Map establishes a vision for future development that, if achieved, will preserve the village character and small town feel in Springdale.

The Future Land Use Map is attached to this General Plan as Appendix B and is hereby incorporated into the General Plan document.

## Existing Conditions and Key Findings

**1. Mixture of Land Uses on SR-9.** The town currently has a mix of land uses on SR-9, the town's main street. Agricultural and residential uses are intermixed with commercial uses along SR-9. This mixing of land uses is a key component of the town's village atmosphere. The town has consistently taken steps to avoid being developed as a commercial strip, with commercial uses lining SR-9 from one end of town to the other. This commercial strip type of development detracts from the village atmosphere, makes pedestrian and bicycle travel on SR-9 more difficult, and is not consistent with the vision of future development supported by the community. A mixture of uses on SR-9 should be maintained.

**2. Low Density Residential Development in the Foothills.** The foothills above SR-9 are characterized by steep slopes, fragile vegetation, and dramatic viewsheds. These areas are currently developed with low density residential development. This pattern of development should be continued in the foothills to protect sensitive resources.

**3. Pockets of Intense Commercial and Higher Density Residential on Valley Floor.** The town has several nodes of commercial activity distributed throughout the valley floor. The largest of these is near the Springdale Elementary school. Other significant commercial nodes are found near the south entrance to Zion National Park, near the LDS church, and at the south end of town. These commercial areas provide primarily tourist related goods and services. The town also has pockets of relatively higher density residential development (compared to the low density residential development in the rest of town).

### Components of the Future Land Use Map

The Future Land Use Map establishes a vision of future growth and development in the town. The Map assigns all land in Springdale to one of nine land use designations. The nine designations are: 1. Federal Lands. 2. Conservation. 3. Conservation Residential. 4. Agriculture. 5. Agriculture Residential. 6. Transition Residential. 7. Mixed Use. 8. Commercial Core. 9. Civic.

Each of these designations allows a range of land uses. When considering development proposals, zone changes, conditional use permits, variances, and other land use approvals, the town should make sure the proposal is consistent with the land use designation of the subject property.

These designations are separate and distinct from the underlying zoning on the property. The underlying zoning establishes the legal requirements for development on the property. The land use designation should be a guide to the types of land uses allowed on the site.

Several different zoning designations could be harmonious with a single land use designation on the map. For example, both the Valley Residential and Village Commercial zones could be compatible with the "Mixed Use" designation, depending on the type of development proposed. Thus, when considering zone changes requests or other development proposals, the town should consider the specifics of the

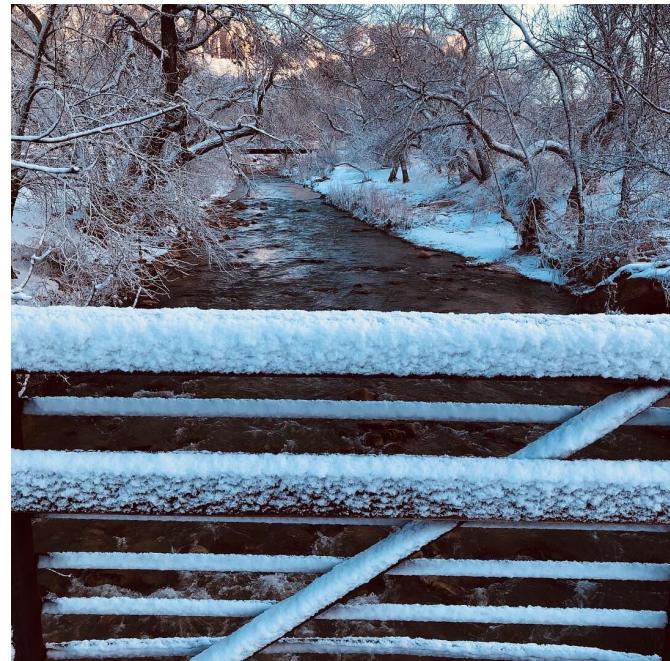
proposal to determine whether or not the proposal complies with the land use designation. The use of Development Agreements may be helpful, or even necessary, in making sure development approvals are compatible with the Future Land Use map.

The land use designations on the Future Land Use map are specifically described below.

## General Plan Land Use Designations

### *Federal Lands*

These are areas within the Springdale Municipal Boundaries under the jurisdiction of the National Park Service or the Bureau of Land Management. As these areas are under federal ownership and management, the town does not plan new growth here. The town supports the mission of federal land management in these areas: preserving the natural resources for future generations to enjoy. The Town should look for opportunities to partner with federal land managers to improve and enhance the public's enjoyment of these areas. This could mean working to strengthen conservation policies, creating new recreational amenities (e.g. hiking trails) where appropriate, and ensuring a seamless transition in the visitor's experience between federal lands and other areas of the town.



### *Conservation*

These are areas of high natural resource value. These areas could include steep slopes, important viewsheds and other visually important areas, wetlands and riparian areas, wildlife corridors, and other areas of high resource value. Conservation areas should be minimally developed. Development that does occur should be designed such that it does not impair the resource value of the area. Public access to conservation areas may be appropriate, and should be accomplished through pedestrian trails.

### *Conservation Residential*

These are areas with natural resource value, but also containing existing or planned low-density residential uses. These areas should continue to be developed as low-density, single family residential areas. Residential development in these areas should seek to preserve as much of the natural resource value of the property as possible. For example, properties should be landscaped with drought tolerant native

vegetation, should not have perimeter fencing, and should be designed to complement and blend with the natural surroundings in appearance. In new subdivisions, clustering of homes to preserve large amounts of contiguous open space is encouraged. Clustering may require the Planned Development Overlay zone.

#### *Agricultural Residential*

These are areas of historic and continuing agricultural use, with integrated residential uses. These areas may feature single family residences surrounded by large fields, pastures, and orchards. Farm animals such as horses, cows, and goats are found in this area and should continue to be allowed. This area should continue to be a mix of residential uses and agricultural uses. Gardens and orchards are encouraged at individual residences. This area should help maintain the rural and agrarian feel of the community, especially along SR-9.



#### *Transition Residential*

This area features primarily residential uses on smaller lots. The area is a transition between the low-density conservation or agricultural areas and the more intensely developed Commercial Core and Mixed Use areas. These areas should continue to be primarily residential uses on smaller lots.

Pocket neighborhoods and multi-family housing can be appropriate in this area. The use of the Moderate Income Housing Development overlay zone can be used to provide moderate-income and employee housing. Limited agricultural uses which do not create a nuisance on surrounding properties may be appropriate.

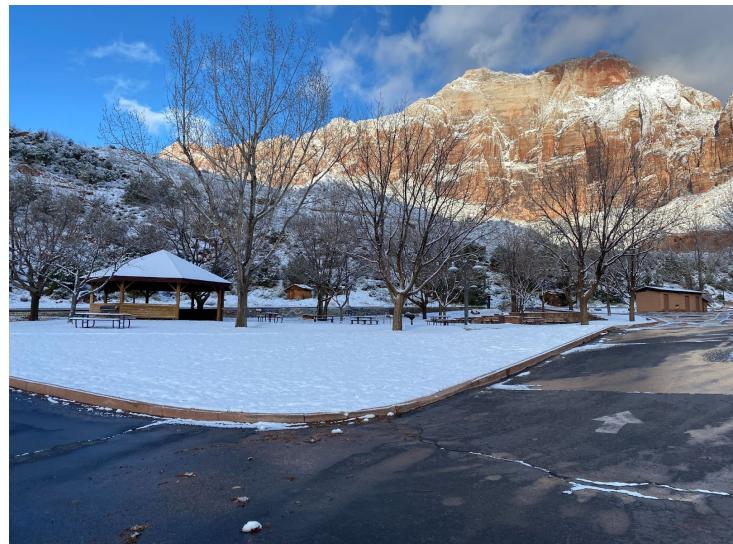


#### *Mixed Use*

These are areas of mixed residential and commercial uses. The mixing of uses should help promote the town's village atmosphere and small town feel. Higher density residential uses (including multifamily uses) are appropriate in this area, as well as small-scale commercial development. Both residential and commercial uses may be accompanied by incidental and limited agricultural uses. The combination of residential and commercial units in a single building or development is particularly encouraged. Moderate-income and employee housing is encouraged. While allowing higher density residential and commercial uses, this area should still seek to preserve open space where appropriate. Doing so will help promote the town's small town feel and rural village atmosphere.

### *Commercial Core*

This is the town's center for commercial activity. This area has the most intense development in the town. It features a wide array of commercial uses mixed with higher density residential uses. Development in this area should promote village scale by promoting pedestrian travel, incorporating the town's streetscape design into the development, and using architecture and site design that is consistent with and complementary to the town's historic development and "in the Park" feel. Open space, while not a primary objective of this area, should be preserved where feasible and appropriate, especially along the Virgin River. Moderate-income and employee housing is encouraged.



### *Civic*

This area houses the town's municipal and cultural centers. The Town Offices, Canyon Community Center, Library, Medical Clinic, OC Tanner Amphitheater, and Town Park are all in this area. Future development in this area should fill one of the following three purposes: 1) promotion of cultural events and the arts, 2) expansion of public recreational facilities, 3) provision of essential municipal services. Development in this area should have a park-like feel, with emphasis on landscaped and shaded areas to promote outdoor gathering.

## Future Land Use Map Goal

Ensure new development and redevelopment in the town is consistent with the Future Land Use Map. The General Plan Future Land Use Map should guide decisions regarding new development in the town. The map should be used to help developers understand what types of development are appropriate on different properties. By referencing the map in development discussions, the town can help ensure a consistent and community supported pattern of growth is achieved.

The town recognizes that the General Plan, and associated Future Land Use Map, is an advisory tool, the impact of which is determined by land use ordinances. Therefore, not every land use decision can be based on the Future Land Use Map. For example, a property owner requesting a Design/Development Review approval will be subject to the existing land use regulations applicable to that property, regardless of the direction given by the Future Land use Map. However, the town can still use the map as a tool to advise developers regarding what type of development the town considers appropriate on a piece of property.

In other cases, a decision can and should be based on conformance with the Future Land Use Map. In particular, when considering zone change requests the town should consider whether or not the request conforms to the Future Land Use Map.

***Note: The Future Land Use Map is attached as Appendix B.***

# 10.0 APPENDIX A - SUPPORTING PLANS

The Town of Springdale has generated a number of management plans to protect natural resources, guide development, and maintain the safety of our residents. These are listed below and incorporated by reference into this General Plan. If you would like a printed copy of any of these plans please call (435) 772-3434 or visit the Town Office at 118 Lion Blvd.

## Management Plans

### Water

[Water Management and Conservation Plan](#)

July, 2017

[Stormwater Management Plan](#)

May, 2021

[Culinary Water Master Plan](#)

December, 2015

[Waste Water Master Plan](#)

May, 2021

[Drinking Water Source Protection Plan](#)

October, 2020

[Secondary Water Master Plan](#)

March, 2021

### Parks and Trails

[Parks and Recreation Capital Facilities Plan and Impact Fee Update](#)

April, 2013

[Zion Corridor Trail Feasibility Study](#)

June, 2020

### Transportation

[Transportation Master Plan](#)

July, 2016

[Downtown Transportation Study and Active Transportation Plan](#)

June, 2021

[Signage and Wayfinding Master Plan](#)

May, 2019

## **General**

[Zion Scenic Byway Corridor Management Plan](#)

February, 2011

[Zion Scenic Byway Interpretive Plan](#)

February, 2015

[Open Space Visioning and Corridor Experience](#)

June, 2011

[Construction Design Standards and Details Manual](#)

January, 2010

[Parking Management Study](#)

2017

[Springdale Housing Strategy](#)

December, 2020

[Virgin River Management Plan](#)

May, 2019

## **Reference**

[Five County AOG Consolidated Plan on Housing and Community Development](#)

2015

[Five County AOG Multi-Jurisdictional Natural Hazard Mitigation Plan](#)

March, 2017

## 11.0 APPENDIX B - FUTURE LAND USE MAP

The official Future Land Use Map is attached here as Appendix B. Refer to Element 9.0 for information and details regarding the Future Land Use Map.

# GENERAL PLAN

## FUTURE LAND USE MAP

### Legend

#### General Plan

#### Designation

- Agriculture
- Agriculture Residential
- Conservation
- Conservation Residential
- Transition Residential
- Mixed Use
- Commercial Core
- Civic
- Federal Lands

— Virgin\_River

