The Washington City General Plan

Heritage, Pride and Progress

March 9, 2005

Table of Contents

1 SUMMARY 1-1

1.1 What Is A General Plan? 1-1

1.1.1 *Long-Range Vision* 1-1

1.1.2 *Goals, Objectives, Policies and Actions* 1-1

1.1.3 *The General Plan vs. Zoning* 1-2

1.2 What's Been Accomplished Since the Previous General Plan? 1-3

1.3 Current Land Use Issues and Directions Established In This Update 1-3

1.3.1 *New Regional Airport* 1-3

1.3.2 *Southern Corridor* 1-3

1.3.3 *Anticipated Major Developments* 1-3

1.3.4 *Development in the Washington Fields* 1-3

1.3.5 *Preservation of Physical Features* 1-4

1.3.6 *A Downtown?* 1-4

1.4 How Is The General Plan Updated? 1-4

1.5 How The General Plan Is Organized 1-5

2 OUR EVOLVING COMMUNITY 2-1

2.1 History And Heritage 2-1

2.2 Past Population Growth And Future Projections 2-2

2.3 Characteristics Of Our People 2-2

2.3.1 *Age* 2-2

2.3.2 *Length of Residence* 2-2

2.3.3 *Family Size* 2-3

2.3.4 *Minority Population* 2-3

2.3.5 *Median Income* 2-3

2.3.6 *Working Characteristics* 2-4

2.3.7 *Commuting* 2-4

2.3.8 *Getting Information* 2-4

3 NATURAL RESOURCES 3-1

3.1 Climate 3-1

3.2 Geology and Landforms 3-1

3.3 Hydrology 3-3

3.3.1 *Virgin River and Mill Creek* 3-3

3.3.2 *Wetlands* 3-3

3.3.3 *Dry Washes* 3-3

3.4 Vegetation 3-4

3.5 Wildlife 3-4

3.6 Public Lands 3-5

4 PUBLIC INPUT 4-1

4.1 Focus Groups / Neighborhood Meetings 4-1

4.2 Public Opinion Survey 4-2

5 VISION, GOALS & OBJECTIVES 5-1

5.1 Vision Statement 5-1

5.2 Goals and Objectives 5-1

5.2.1 *Protection of Natural Resources* 5-1

5.2.2 *Compact Growth* 5-1
5.2.3 *Housing* 5-1
5.2.4 *Commercial* 5-2
5.2.5 *Business/Industrial* 5-2
5.2.6 *The Fields* 5-2
5.2.7 *Community Appearance* 5-2
5.2.8 *Recreation* 5-2
5.2.9 *Traffic/Transportation* 5-2
5.2.10 *Utility Infrastructure and Public Services* 5-3

6 GENERAL ELEMENTS OF THE LAND USE PLAN 6-1
6.1 Community Form - The Old Is New Again 6-1
6.1.1 *Traditional Community Planning Principles* 6-1
6.2 Land Use/Zoning Correlation 6-2
6.3 Agricultural 6-6
6.4 Residential 6-6
6.4.1 *Feathering Densities* 6-6
6.4.2 *Mixed Densities* 6-7
6.4.3 *Bonus Density Incentive Areas* 6-7
6.5 Open Space 6-8
6.6 Parks, Recreation and Trails 6-9
6.6.1 *Parks and Recreation* 6-9
6.6.2 *Trails* 6-11
6.7 Business and Industrial - Employment and Economic Development 6-12
6.8 Commercial 6-13
6.8.1 *Neighborhood Commercial* 6-14
6.8.2 *Community Commercial (Mixed Use)* 6-14
6.8.3 *Regional Commercial* 6-14

7 AFFORDABLE HOUSING 7-1
7.1 What Is Affordable Housing? 7-1
7.2 Housing Characteristics From Census Data 7-2
7.3 The Community Survey 7-3

8 LAND USE PLAN 8-1
8.1 Area 1: Downtown - Telegraph Road/Milepost 10 8-2
8.1.1 *The "Historic Downtown"* 8-2
8.1.2 *The Milepost 10 Commercial Center* 8-4
8.1.3 *Improving Access to and through the Downtown Areas* 8-5
8.2 Area 2: "Old Town" South 8-6
8.3 Area 3: Mill Creek Business 8-6
8.4 Area 4: "Old Town" North/Turf Farm/Bulloch Street 8-7
8.5 Area 5: Sienna Hills/Coral Canyon 8-8
8.6 Area 6: North Hills (Green Spring) 8-9
8.7 Area 7: The Washington Fields 8-10
8.8 Area 8: 3650 South/Airport 8-11
8.9 Area 9: Warner Valley 8-12
8.10 Area 10: The Southern Corridor 8-13
8.11 Area 11: Washington Dam Road 8-13
8.12 Area 12: Sunrise Valley 8-14
8.13 Overall Land Use Policies and Actions 8-14

9 INFRASTRUCTURE TO SUPPORT THE VISION 9-1
9.1 Transportation 9-1
9.1.1 *Streets and Roads* 9-1
9.1.2 *Street Design Considerations* 9-2

9.1.3 *The Southern Corridor* 9-2
9.1.4 *New Airport* 9-2
9.1.5 *Public Transportation* 9-2
9.2 SCHOOLS 9-4
9.3 UTILITIES 9-5
9.3.1 *Water* 9-5
9.3.2 *Wastewater* 9-5
9.3.3 *Energy* 9-6
9.4 SOLID WASTE 9-6

10 *COMMUNITY APPEARANCE, FORM AND CHARACTER* *10-1*
10.1 GATEWAYS 10-1
10.2 CHARACTER OF THE DOWNTOWN 10-2
10.2.1 *Strategies for the Downtown* 10-2
10.3 HERITAGE PRESERVATION 10-3
10.3.1 *Preservation Program Components* 10-3
10.4 OUTLINE DESIGN GUIDELINES FOR THE HISTORIC DOWNTOWN 10-5
10.4.1 *Views* 10-5
10.4.2 *Streetscape* 10-5
10.4.3 *Building Size, Character, and Placement* 10-5
10.4.4 *Signs and Lighting* 10-6
10.4.5 *Parking and Service Areas* 10-6

11 ANNEXATION & GROWTH MANAGEMENT 11-1
11.1 GENERAL ANNEXATION CRITERIA 11-1
11.2 EXTENSION OF MUNICIPAL SERVICES IN UNINCORPORATED AREAS 11-2
11.2.1 *Annexation Policies* 11-2

12 IMPLEMENTATION 12-1

13 APPENDIX 13-1
13.1 A STRATEGIC PLAN FOR ECONOMIC DEVELOPMENT 13-1
13.2 GENERAL PLAN PUBLIC OPINION SURVEY 13-5
13.3 NEIGHBORHOOD MEETING SURVEY 13-9

Maps, Figures, Graphs & Tables

MAPS

General Land Use Plan 6-3
Land Use Map with Sub-Areas Numbered 8-1
Sub-Area 1 Map 8-2
Sub-Area 2 Map 8-6
Sub-Area 3 Map 8-6
Sub-Area 4 Map 8-7
Sub-Area 5 Map 8-8
Sub-Area 6 Map 8-9
Sub-Area 7 Map 8-10
Sub-Area 8 Map 8-11
Sub-Area 9 Map 8-12
Sub-Area 10 Map 8-13
Sub-Area 11 Map 8-13
Sub-Area 12 Map 8-14
Annexation Map 11-1

FIGURES

Figure 3-1: Geology and Landforms 3-1
Figure 3-5: Steep Slopes 3-2
Figure 3-7: Floodplains 3-3
Figure 3-10: Rare Plant Species 3-4
Figure 3-13: Public Lands 3-5
Figure 6-7: Washington Fields with Bonus Density Area 6-7
Figure 6-8: Open Space 6-8
Figure 6-14: Parks, Recreation and Trails 6-10
Figure 6-20: Business/Industrial Areas 6-12
Figure 6-22: Commercial Areas 6-13
Figure 8-1: Washington City's "Downtown" 8-2
Figure 8-8: Proposed Road Linkages 8-4
Figure 9-1: Transportation 9-1
Figure 9-2: Airport Operation Areas 9-2
Figure 9-3: Schools 9-4
Figure 9-4: Areas Needing Water Infrastructure 9-5
Figure 9-5: Areas Needing Wastewater Infrastructure 9-5
Figure 9-6: Areas Planned for Electric Transmission System 9-6

GRAPHS

Graph 2-1: Percent of Population Under 18 2-2
Graph 2-2: Percent of Population Over 65 2-2
Graph 2-3: Percent of Hispanic Population 2-3
Graph 2-4: Average Household Size 2-3
Graph 2-5: Average Family Size 2-3
Graph 2-6: Annual Median Household Income 2-3
Graph 2-7: Annual Median Family Income 2-3
Graph 2-8: Commuting to Work Travel Time 2-4
Graph 4-1: Two Most Important Issues Facing Washington City Today 4-2
Graph 4-2: Walled Streets 4-3
Graph 4-3: Preservation of Hillsides and Ridges 4-3
Graph 4-4: Should the Washington Fields Be Saved? 4-4

Graph 4-5: Development in the Foothills or Farmland? 4-4
Graph 4-6: How Should the Washington Fields be Preserved? 4-4
Graph 4-7: Traffic Needs vs. Livable Community 4-5
Graph 4-8: Pedestrian-Oriented Downtown 4-5
Graph 4-9: Types of Commercial Development 4-5
Graph 7-1: Percent Increase In Income, Rent, Mortgage and Housing Value: 1990-2000 7-3

TABLES

Implementation Table: Summary of All Policies and Actions 12-1

Table 2-1: Average Commuting Time for Washington County Residents 2-4
Table 4-1: Distribution of Surveyed Respondents in Washington City 4-2
Table 6-1: General Comparisons Between the Land Use Plan Map Designations and Zoning Designations 6-4
Table 7-1: 2004 Median Family Income - Washington County 7-1
Table 7-2: "Affordable" Rents and Purchase Prices Based on AMI Limits 7-1
Table 7-3: Distribution of Washington City Households :2004 7-2
Table 7-4: Households With Housing Problems By AMI Range: Washington City, 2004 Estimates 7-3
Table 7-5: Households With Problems By HouseholdType: Washington City, 2004 Estimates 7-3
Table 7-6: Where Residents Work: Washington City, 2004 7-4

Acknowledgements

Terrill Clove , *Mayor*

CITY COUNCIL

Councilmember Jean Arbuckle
Councilmember Roger Bundy
Councilmember Mike Heaton
Councilmember Trent Staheli
Councilmember Steve VanDerHeyden

PLANNING COMMISSION

Barry Burnette, Commissioner
Dave Hirschi, Commissioner
Korey Kinder, Commissioner
Hans Latschkowski, Commissioner
Dean Wallis, Commissioner
Vicky Wiley, Commissioner

CITY STAFF

Roger Carter, City Manager
Jim McGuire, Director of Community Development
Mike Shaw, Director of Public Works
Barry Blake, Director of Leisure Services
Kelly Carlson, Director of Power
Danice Bulloch, City Recorder/Former Zoning Administrator
Lester Dalton, Public Works Project Manager
Tara Pentz, Zoning Technician

APPRECIATION TO THE FOLLOWING INDIVIDUALS FOR THEIR PARTICIPATION IN THE DEVELOPMENT OF THE GENERAL PLAN:

Kent Heideman, Former City Councilmember
Russell Leslie, Former Planning Commissioner
Doug Simmons, Former Planning Commissioner
Kevin Watt, Former City Manager
Tina Loui, Former City Recorder

CONSULTANTS

Winston Associates
RRC Associates
Winter & Company
Sunrise Engineering
Pentad Properties

1 Summary

The basic purposes of the General Plan might be summarized as:

- Bring consistency and reconcile conflicts in the plans, policies, priorities and directions that guide both public and private sector decisions regarding land use.
- Identify alternatives and priorities for key decisions confronting the City. These include the locations of key public facilities, and actions regarding annexations, affordable housing, etc.

1.1 What Is A General Plan?

Fundamental to the concept of a General Plan is the notion that a city can be "planned". "Plan" in this context refers to the process of gathering ideas and input from many sources and creating an overall, general system of development that will bring about orderly growth (that is, development that avoids placing incompatible land uses next to each other, that will not place undue financial burdens on the City or a particular neighborhood, and that still assures that adequate public services and amenities are in place to create a livable community).

Washington City has the land and water resources to grow from its current estimated population of approximately 15,000 to a community of 80,000 or more. If this growth occurs at a rate close to that experienced over the past decade, there will soon be significant, continuous pressures to expand the systems necessary to support growth: new roads, water, sewer, schools, churches, parks, trails, etc. Where should these facilities and services be located? Can we put them in once and not have to move them? Planning ahead will help avoid duplication and land use conflicts that have challenged other high-growth communities.

A General Plan is sometimes referred to as a "Master Plan" or "Comprehensive Plan." It is a community's general guide for making land use decisions. The General Plan is a reflection of the community's values.

At the large-scale level, the General Plan describes how the community wants to grow, i.e. where the community wishes various land uses to take place and what the community wants to look like. The General Plan covers the area within the City limits as well as land anticipated to be annexed to the City in the future (planning area).

At a more detailed scale, the General Plan provides direction for the many detailed decisions made every week concerning specific street improvements, sidewalks, electric substations and building locations, etc. The cumulative effect of such decisions has a significant impact on the shape of the community and the residents' quality of life.

In between large scale and small scale decisions, the General Plan is the document that coordinates other City plans, such as the Transportation Master Plan, the Parks and Recreation Master Plan and Water and Sewer Plans and others. It is also a basic tool to guide zoning, budgeting, capital improvement decisions and policy-making.

1.1.1 Long-Range Vision

It is tempting to view some of the elements of the General Plan as unrealistic. However, a General Plan is intended to be a long-range look into the future. This plan is considered to be a look at least 20 years into the future. So when comparing current conditions with the Vision, consider how much change has taken place in the last 20 years – how many businesses and buildings have been replaced, and how many buildings, homes, parks, trails and other improvements have been constructed. Much of our surroundings today would have seemed barely imaginable 20 years ago.

By seeing where we are now and where we eventually want to be, we can begin to take the actions that will get us there. Just as importantly, a General Plan also helps us avoid making decisions that will prevent us from getting there. Thus, some of the concepts incorporated in this document will take many years to bring about.

In the meantime, the General Plan is a valuable guide to the many small decisions that need to be made to upgrade our community, and to lay the groundwork for the long-range vision. And, over time, conditions will change and there may be needs to adjust the Plan to conform to new realities.

1.1.2 Goals, Objectives, Policies and Actions

The General Plan contains several components: Vision Statement, Goals, Objectives, Policies, Actions—and a Land Use Map that reflects all of the above.

As an aid to developing the General Plan, the City has developed a community vision, relating to a series of Goals and Objectives. Clearly defined goals and objectives provide a means by which the City can evaluate individual actions and establish priorities for the good of its citizens.

Goals are general statements that represent 'big picture' desires usually addressing individual subject areas, such as housing, open space, etc. Objectives are more specific strategies that lead to fulfilling goals. A key difference between goals and objectives is that objectives are measurable, that is, one can tell when they've been accomplished. It is often the case that an Objective can help fulfill more than one Goal. The City's Goals and Objectives with regard to land use considerations are summarized in Chapter 5.

Policies are 'statements of position' that help establish consistent decision-making. Policies are sometimes referred to as "decisions made ahead of time, outside the heat of battle." An example of a policy statement is:

> *All zoning and land use decisions, including the development of streets, parks, utilities, and the provision of public services, shall be consistent with the General Plan, including its maps, goals and policies.*

Actions are specific, implementable steps—a "to-do list" to accomplish the Goals, Objectives and Policies. Actions are most effective when they are simple, and can be assigned to a specific individual or department. An example of an action might be:

> *Amend the Zoning Ordinance to make it consistent with the General Plan land use designations.*

The process of creating Vision Statements, Goals, Objectives, Policies and Actions is a means of translating the community's broad vision down to specific, implement-able steps. Since they are part of the General Plan, the Vision, Goals, Objectives, Policies and Actions are adopted by the City Council and have official status as a guide as to how the City intends to direct its energies and resources with respect to the many issues facing the community. Policies and Actions are summarized at the end of each sub-section of the General Plan. A complete listing is provided in Chapter 12.

It is anticipated that as time passes and conditions in the City change, there will be a need to modify the Goals, Objectives, Policies and Actions. Thus, the planning process is one of continually monitoring results and evaluating the relevance of the direction. The Vision, Goals, Objectives, Policies and Actions may be updated by the Council at any time, and will also be reviewed during each update of the General Plan.

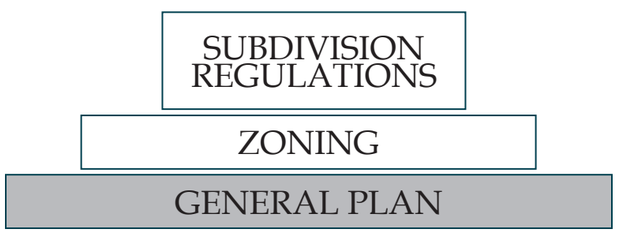


Figure 1-1: The General Plan is the foundation for zoning and subdivision regulations. All are essential to guiding the development of the community.

1.1.3 The General Plan vs. Zoning

Although the General Plan itself is not a regulatory document, many communities require that all zoning decisions, as well as decisions about new streets, parks, public buildings and utilities (public or private), be in conformance with the General Plan.

Ideally, the General Plan is part of a three level process of regulating land uses:

1. The General Plan provides broad direction regarding land use arrangement and net density. Net density is the density of a specific area, not including any open spaces that may have been subtracted. De nsities of general plans are often identified as ranges. The General Plan designations generally respond to natural, physical constraints, such as steep slopes and floodplains, but do not necessarily follow actual ownership boundaries.
2. A zoning plan, on the other hand, is a designation that confers legally binding rights to a land-owner. Because they convey legal rights, zoning designations usually follow property lines. (Note that a zoning designation does not usually stipulate the arrangement of uses on the land. It merely grants a gross density for the entire parcel. This is the reason that zoning and the General Plan need to be used in concert with each other. The zoning plan sets the overall density or number of units and the General Plan suggests how those units should be arranged.)
3. The third level of land use regulation is comprised of subdivision and building permit regulations. These are detailed requirements regarding the process and technical requirements for subdividing land, and constructing buildings (fire safety, etc.).

How are these documents used? In a zone change, the zoning designation given to a parcel should be based on the land use designation given to that area in the General Plan. For example, an area that is designated "low density residential" in the General Plan would subsequently be zoned for single family lots (rather than apartments or a gas station). A building permit would then be granted by the City only for building uses that are in conformance with the zoning designation for the building site. One cannot normally get a permit, for example, to build a gas station on a lot that is zoned residential.

As another example, in reviewing an application for a development that is not requesting a zoning change, the City would: (1) make sure that the overall density complies with the existing zoning, and (2) make sure the arrangement of uses, alignment of roads, preservation of open space, etc. is consistent with the General Plan (its land use designations, goals, policies).

> In most cases, zoning is applied to a whole parcel of land, whereas General Plan designations can designate a portion of a property.

Therefore, once the General Plan is adopted, it is important that it and the Zoning Ordinance be kept consistent. This may be brought about by rezoning any parcels that are not in conformance with the General Plan, or by amending the General Plan, or both. It should be noted that either rezoning or amending must follow the City's required procedures, including public notices and public hearings.

General Plan Policies

1. The General Plan and the Zoning Ordinance shall conform to one another.
2. The General Plan will be updated at least every 5 years or when major changes occur in the community.
3. The Planning Commission and City Council are committed to let zoning and other development proposals be guided by the General Plan.
4. All zoning and land use decisions, including the development of streets, parks, utilities, and the provision of public services, shall be consistent with the General Plan, including its maps, goals and policies.

> The General Plan is intended for use by City Council members, Planning Commissioners and other City boards, City staff, as well as developers and residents concerned about the future of the community.
>
> The purpose of the Plan is to provide a comprehensive guide to the physical development of the City. It is a basic tool to guide zoning, budgeting, capital improvement decisions and policy-making.

5. A development proposal in conflict with the General Plan should not be supported unless there are special circumstances and a clear justification for deviation.
6. Major deviations from the General Plan require that the General Plan be reviewed and amended in advance through a public hearing process.

GENERAL PLAN ACTIONS

1. Either in concert with property owners or for the countervailing public interest, revise and adopt a new Zoning Map consistent with the General Plan.
2. Prepare a resolution for the City Council stating that all land-use decisions shall be consistent with the General Plan unless special circumstances and a clear justification warrant deviation.
3. If decisions are not consistent with the General Plan, unless special circumstances and a clear justification warrant deviation, amend the General Plan prior to approving any conflicting land use plan.
4. Require any land use application to demonstrate consistency with the General Plan or show a clear justification why deviation from the Plan should be warranted because of special circumstances.

1.2 What's Been Accomplished Since the Previous General Plan?

Since the previous General Plan was adopted in 1997, a lot has been accomplished. Just to name a few items:

- ✓ Telegraph Marketplace on the north side of Telegraph Road near Milepost 10 is one of our newest commercial developments. It has brought Best Buy, Bed, Bath and Beyond, restaurants, and other various retail shops.
- ✓ The Coral Canyon development is now well underway. In addition to several new subdivisions, it has a community center, a neighborhood park, and a commercial center that is gradually filling in with a variety of businesses, including professional offices, a state agency office, motorcycle dealership, hair salon, restaurant, and planned hotel.
- ✓ Washington Parkway is under construction, providing another valuable connection to I-15 at the new Milepost 13 interchange.
- ✓ A new Water Treatment Plant has been constructed near Coral Canyon on the south side of Telegraph Road.
- ✓ New fire stations have been constructed on Buena Vista Boulevard and Washington Dam Road.
- ✓ Nisson Park, on Telegraph Road, has been completed. Its signature water wheel has become a symbol of our community. Its picnic grounds, play area, and access to the Mill Creek Trail are well used.
- ✓ Pine View Park is proceeding from design to construction.

Figure 1-2: The water wheel at new Nisson park has become a landmark for Washington City.

1.3 Current Land Use Issues and Directions Established In This Update

Notwithstanding all that has been accomplished, there are still a number of issues, challenges, and opportunities facing our community. They include:

1.3.1 New Regional Airport

A new airport is being planned by St. George City in the southern section of Washington City, near the Arizona border. The new airport will bring a new level of air service to the Washington City/St. George area, which will attract both jobs and residents to the region. The immediate vicinity of the airport will also become a new focus for industrial development, and new roads and services will be required. Careful planning of the surrounding land and circulation will help Washington City attract uses that will take maximum advantage of the airport and allow it to function successfully with few conflicts.

1.3.2 Southern Corridor

The Southern Corridor Beltway, a proposed 21-mile limited access State highway, is being planned to extend from I-15 near the Utah-Arizona border east to the new airport then north around the east side of Washington City and northeast to State Route 9 in Hurricane. The Southern Corridor will become an important regional roadway—it will not only provide more direct access to the new airport, but will open up large areas in Washington City and St. George for major new development. It will also provide several new 'front doors' to the east side of Washington City. Planning ahead will help us capitalize on these opportunities and avoid future conflicts or incompatible uses.

1.3.3 Anticipated Major Developments

At the time of this update, the Sienna Hills development is being planned south of I-15, east of Washington Parkway. This development will begin to bring pressure to fill in underdeveloped vacant parcels on the west side of Washington Parkway. This will be facilitated by the relocation of the City's Public Works and Power Departments' yard, making it possible for a road connection from Washington Parkway to the north end of 300 East.

In addition, there are significant undeveloped lands north of I-15 that will soon be accessible from the new Milepost 13 interchange. East of the current City boundary, north of the Virgin River, a large mixed-use development is being planned. A large development is also being contemplated to the south, north of the proposed airport. Much further into the future is the potential development in the Warner Valley, a large scenic valley east of Washington City that will become more accessible with the development of the Southern Corridor.

As development extends toward these areas, and accessibility increases, it is essential to begin thinking about how these areas might eventually develop and plan roads and infrastructure accordingly.

1.3.4 Development in the Washington Fields

Residential development has been gradually moving into Washington City's traditional agricultural area south of the Virgin River. In the past, development has occurred in isolated pockets, leaving a patchwork of farmland and subdivisions. Under the previous General Plan, subdivisions were developed with a range of densities. Growing pressure to develop the remaining farmland raises several important questions: Shall we try to preserve any of the farmland? If so, how? If not, what development pattern will best avoid conflicts between adjacent developments?

1.3.5 Preservation of Physical Features

An important part of Washington City's unique character and identity are dramatic land forms such as Shinob Kibe Mesa, the Washington Black Ridge, and the life-giving watters of the Virgin River and Mill Creek. While these features are protected to some degree, there are other more subtle features that equally add to our uniqueness setting such as Nichols Peak, the ridge below the proposed airport, the hillside south of I-15, as well as others. There are also the subtle hills, rock outcrops, and dry washes that separate and enclose the community. As land costs increase, there is pressure to take advantage of every foot of land, including cutting roads into steep hillsides, building on ridges and mesa tops, and removing other land forms. As we fill in all the vacant places, how much value should we place on these features that distinguish us?

1.3.6 A Downtown?

With the potential to be a community of 80,000 people or more, among all the other kinds of commercial development, should Washington City seek to have a "downtown"? For many cities, a traditional downtown is the heart of the community—it is a center that combines business, government, and pedestrian-oriented shopping. It usually reflects the community's heritage by preserving its historic structures. Washington City has the potential to gradually evolve Telegraph Road into a traditional downtown, but it will take concerted, persistent effort to overcome the many pressures working against it.

Figure 1-3: Aerial view of gradual encroachment of residential uses into the Washington Fields agricultural area.

Figure 1-5: Shinob Kibe, a distinctive flat-top land form, is visible from many parts Washington City.

1.4 How Is The General Plan Updated?

This update of the General Plan was developed through lengthy processes of gathering ideas through neighborhood meetings, interviews with various stakeholder groups, public opinion surveys, work sessions with the City Council and Planning Commission, open houses for the general public, and reviews by various City departments. From several alternative concepts, a draft plan was developed. The draft plan was then reviewed by the Planning Commission, with opportunities for additional public input at public hearing(s). After appropriate revisions were made, it was recommended by the Planning Commission to the City Council, where after additional hearings and potential revisions, it was formally adopted by the City Council.

It is anticipated that the General Plan will be updated as often as necessary to assure that it reflects the vision and desired direction of the community. It is not unreasonable that the plan be updated several times in a year. At a minimum, it should be reviewed and updated at least every five years. Major amendments should follow the same procedural steps as this update followed. Minor updates could be approved through an accelerated process.

Figure 1-4: Homes sited to take advantage of farmland views also bring conflicts with agricultural practices.

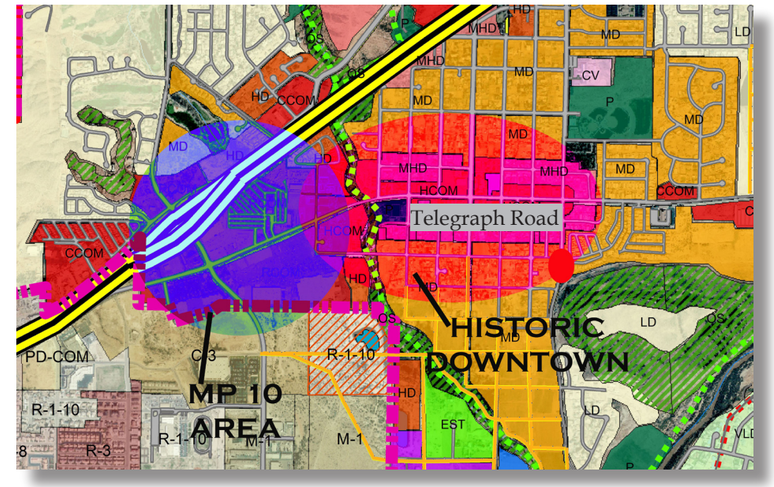


Figure 1-6: The Telegraph Road area, our original downtown, has the potential, over time, to become a pedestrian-oriented "main street" adjacent to the Milepost 10 commercial center.

1.5 How The General Plan Is Organized

Chapter 2 presents the social and demographic context of the General Plan—history, population projections, and demographic characteristics.

Chapter 3 reviews the natural and environmental conditions of Washington City that help shape the land, and influence the land use designations—geology, physical features and landforms, floodplains and drainage, wildlife and plant habitats.

Chapter 4 summarizes the public input that has influenced the General Plan—comments from public meetings, results of public opinion surveys, and input from elected and appointed City officials.

Chapter 5 summarizes the Vision, Goals, and Objectives that underlie and support the Plan.

Chapter 6 presents a broad overview of the key elements and concepts of the Plan—the general organization and approach to the major land use categories, such as housing, business, commercial, open space, parks and trails, etc.

Chapter 7 specifically addresses Washington City's affordable housing needs—an element required by state law.

Chapter 8 is a detailed description of each of the major sub-areas of the City: north of I-15, the downtown/historic area, the Washington Fields, the Washington Dam Road area, the south Washington Fields/Airport area, the Warner Valley area, etc.

Chapter 9 provides an overview of infrastructure considerations that form the framework of the Plan—roads, water, sewer, etc.

Chapter 10 addresses community form and urban design—considerations that will build upon the heritage of Washington City to increase its unique image and appeal as a community for residents, businesses, and visitors.

Chapter 11 contains the City's annexation policies.

Chapter 12 is a summary of the Actions from each section of this document, together they are a Plan of Action to implement the General Plan.

Chapter 13, the Appendix, contains a variety of supporting information for those who wish to probe deeper into the technical data of the Plan.

Figure 1-7: Many residents took advantage of the multiple opportunities to comment on the General Plan.

2 Our Evolving Community

2.1 History And Heritage

Washington City, named after George Washington, was settled in 1857 by 38 Mormon families who were sent to the area by Brigham Young to raise cotton[1]. The first settlers were moderately successful and later began raising peaches, grapes, vegetables, and sorghum for molasses. Although relatively successful in growing, they were plagued by malaria and were unable to control the flooding of the Virgin River.

The first public building that was built in Washington City was a bowery constructed on the public square. This bowery came to be a meeting place on Sundays for Mormon residents and was later replaced by a permanent chapel in 1877. The early residents of Washington City enjoyed a number of social events, including a town choir, baseball, foot-racing, and horse racing.

During the 1860s, many industrial projects sprang up in Washington City. These included a combination grist mill/sawmill and a cotton mill. The cotton mill, constructed in 1856, served as a place for residents to gather and exchange goods. The cotton mill closed once the railway reached Utah, forcing many people to move away from Washington City and thereby greatly decreasing the City's population.

In 1891, the Washington Fields Dam was constructed in order to tame the Virgin River, which had been flooding the City on a regular basis. Stone irrigation ditches and the Civilian Conservation Corps Dam provided early Washington City residents with water. The City later built its first municipal sewer collection and disposal system in 1972, which consisted of lagoons in the Washington Fields. In 1982, the City connected to the St. George regional treatment facility and the Washington Fields lagoons were abandoned.

Agriculture began to lose its predominant role in Washington City's economy after Zion National Park was established in 1916. Zion National Park, along with the Pine Valley Wilderness Area and Dixie National Forest, Snow Canyon, Gunlock Lake, and Quail Creek Lake led to Washington City's present economy which is based primarily on tourism, retirement, and services. Washington has continued to grow to become the second largest community in Washington County. The City has become a residential and consumer service center for the entire Dixie region.

Figure 2-1: The Historic Relief Society Hall, circa 1875.

Figure 2-2: A remnant of simple, stately, timeless pioneer architecture.

[1] *"A Brief History of Washington City." <http://www.washingtoncity.org/about.html> 09.20.04.*

2.2 Past Population Growth And Future Projections

For over 20 years, Washington County has had steady population growth and economic growth. It has been one of the fastest growing areas in the state and it is anticipated that the County will continue to grow as more retirees move into the area and tourism increases. As of 2000, the population of Washington County was approximately 100,000 and is expected to reach over 165,000 by the year 2020. It is anticipated that because of the high cost of land in St. George, a significant portion of Washington County's future development will occur in Washington City.

> The City is projecting a population of over 36,000 residents by 2020. The land uses in the General Plan indicate a "build-out" population of approximately 80,000 for the current City boundaries, and almost 120,000 including the potential annexation areas.

Washington City grew rapidly between 1970 and 1980, with an annual growth rate of over 15%. This growth rate slowed down to an average annual growth rate of 3.4% from 1980 to 1994. From 1990 to 2000, the City's population doubled, with a growth rate of 6.9% per year. In 2005, the City estimated the population to be approximately 15,000, an annual growth rate of almost 13%! The City is projecting a population of over 36,000 residents by 2020. The land uses in the General Plan indicate a 'build-out" population of approximately 80,000 for the current City boundaries, and almost 120,000 including the potential annexation areas. This of course assumes that water is available to sustain the build-out population level. If so, Washington City will clearly have significant growth. With that growth will come a significant change in the character and function of the community—by any measure, Washington City is on its way to becoming a major urban area.

2.3 Characteristics Of Our People

According to the 2000 Census, Washington City is similar in many demographic characteristics to the other communities in southwestern Utah. For reference, the tables below compare 2000 Census data for Washington City to St. George and Washington County.

To better understand public perceptions, needs and concerns, a public opinion survey was conducted in conjunction with the General Plan. A number of demographic questions were included in the survey to provide cross-tabulation capabilities. This demographic data provides additional insights into the characteristics of Washington City's current residents. *[Where the demographic data from the survey varies from the Census data it is noted].*

2.3.1 Age

From 1990 to 2000, the demographics of Washington County (including Washington City) shifted toward a slightly older population. In Washington City, the proportion of population under age 18 dropped from 40% in 1990 to 30% in 2000, while the proportion over age 65 grew slightly from 17% in 1990 to 18% in 2000. A similar but less dramatic shift occurred in the County and St. George. This shift in population ratios should be taken into account in future population projections. In the General Plan, for example, school children generation rates have been slightly discounted when estimating future school demand.

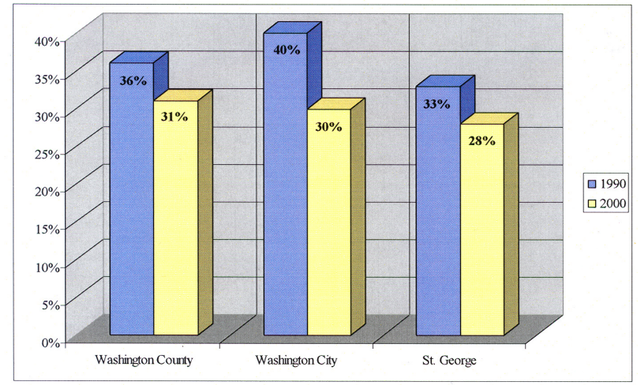
Nevertheless, Washington City's 30% under 18 population (St. George is slightly lower at 28%, and the County is slightly higher at 31%) is still indicative of a relatively significant portion of the population being comprised of young families with children. The respondents to the opinion survey had a slightly lower proportion of children under 18 living at home (.8 per household, or 28%).

Washington City's 18% over-65 population is comparable to St. George (19%) and the overall County (17%). This is indicative of the relatively large proportion of retirees that continue to be a significant part of the Washington County demographics.

2.3.2 Length of Residence

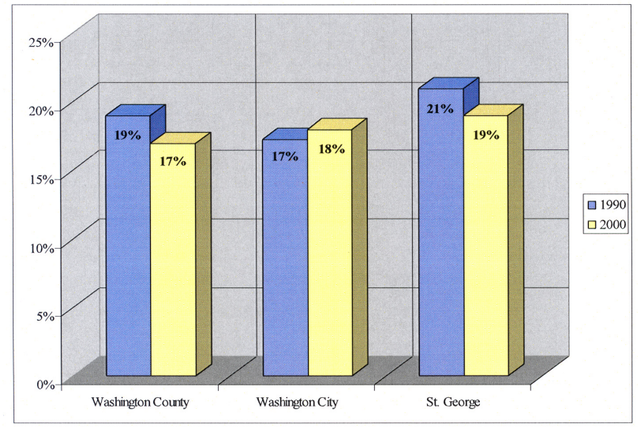
The survey reports that Washington City residents have lived in the City for an average of 8.8 years, indicating that the proportion of newcomers is currently low. This characteristic will change if the rate of growth remains high. One of the challenges for the City will be to continue to communicate its heritage and values to new residents. This reinforces the current practice of regularly reaching out to the community through the utility bill newsletter. It also reinforces the importance of preserving the heritage of Washington City's older buildings, as well as creating a downtown that will continue to be a focus for community activities and provide a strong identity for the City.

Graph 2-1: Percent of Population Under 18



Source: United States Census Bureau: 2000 Census, http://www.census.gov/

Graph 2-2: Percent of Population Over 65



Source: United States Census Bureau: 2000 Census, http://www.census.gov/

2.3.3 *Family Size*

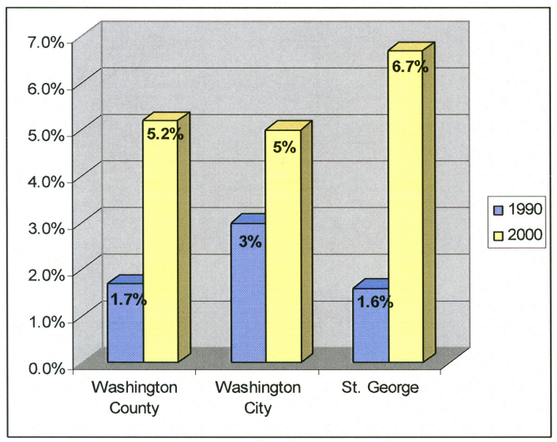
According to the Census, Washington City and the County have larger average family sizes (3.37 and 3.36 respectively) than St. George (3.21). Average household size has a similar ratio between the three entities, but the overall lower average is slightly lower, most likely reflecting family members not living at home.

The public opinion survey provides a lower indication of household size for Washington City residents: (2.88). This number is being used for all General Plan population estimates.

2.3.4 *Minority Population*

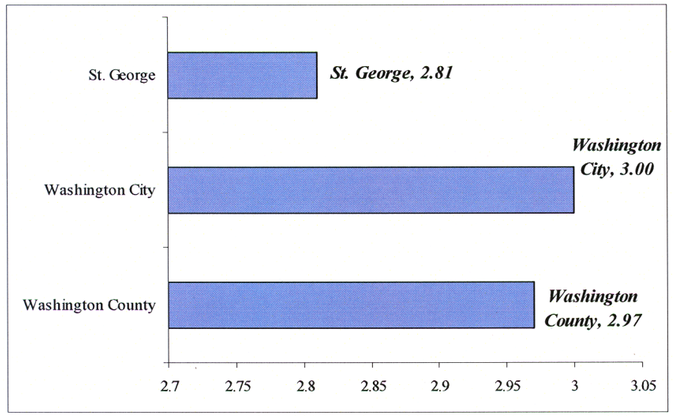
The Hispanic population is the most significant minority population in Washington County. While the percentage of Hispanic residents in Washington City was relatively low in 1990, (accounting for only 3% of the population), this population sector is growing rapidly. In 2000, the percentage of Washington City Hispanic residents jumped to 5%, representing a 167% increase. While this increase in proportion was less than that experienced in St. George and Washington County overall, it is still significant and representative of a regional trend. If this trend continues, Washington City may need to consider ways to integrate the Hispanic population into the fabric of the community. For example, other communities have found a cultural preference for higher density housing for Hispanic residents and have begun creating bilingual signage to accommodate largely monolingual Hispanic adults. Notably, it has been shown that the Hispanic population brings greater participation rates to youth and adult recreation programs.

Graph 2-3: Percent of Hispanic Population



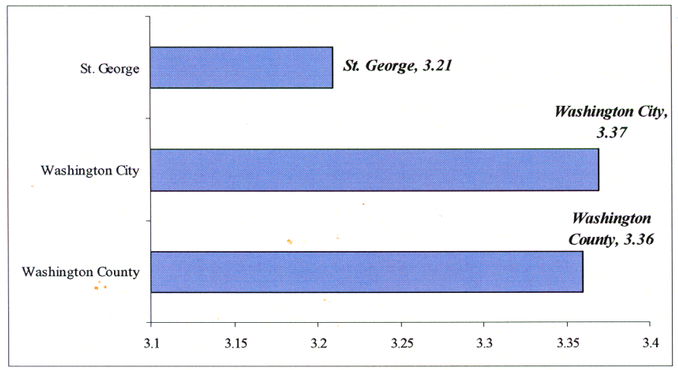
Source: United States Census Bureau: 2000 Census, http://www.census.gov/

Graph 2-4: Average Household Size



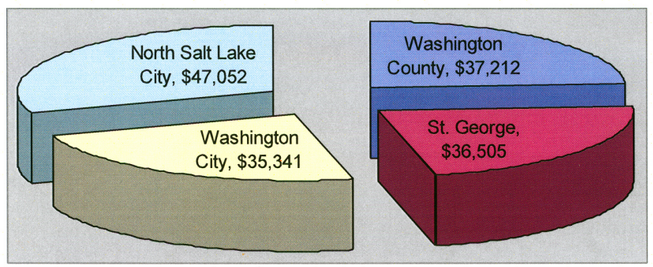
Source: United States Census Bureau: 2000 Census, http://www.census.gov/

Graph 2-5: Average Family Size



Source: United States Census Bureau: 2000 Census, http://www.census.gov/

Graph 2-6: Annual Median Household Income



Source: United States Census Bureau: 2000 Census, http://www.census.gov/

2.3.5 *Median Income*

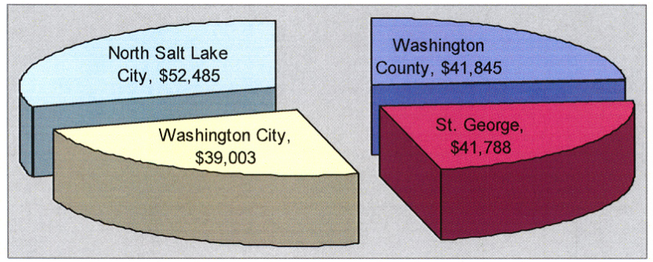
There are subtle but important differences in the average incomes reported in the Census for Washington City, St. George, and Washington County. Washington City's Median Household Income is $1,200 les than St. George, and $1,900 less than the County.

With regard to Family Median Income, St. George and the County are almost equal, with Washington City's median income approximately $3,000 less. These gaps don't seem to be significant, until one realizes that they are averages for the entire number of households in the community.

Washington City's lower Household and Family incomes may in part be a reflection of the lack of housing available in the past to attract higher income level residents. Recent and pending upscale developments in Washington City may be raising the Median Income levels somewhat in the future.

The City, County, and St. George median incomes are all significantly lower than those of the Wasatch Front, as represented by the North Salt Lake comparisons. This difference could be a reflection of several factors, including the relatively large retirement segment of the population that is living on pensions, as well as the lack of skilled employment opportunities in the Washington County area. As the region continues to grow and regional business access improves with the new airport, it is likely that the area will be increasingly attractive to employers who require higher skilled employees, and incomes will begin to rise.

Graph 2-7: Annual Median Family Income



Source: United States Census Bureau: 2000 Census, http://www.census.gov/

2.3.6 *Working Characteristics*

According to the survey results, an average of 1.1 persons per household are working at least 20 hours per week. Thus, although there are retirees in Washington City, it is still a community with a strong base of working residents. The majority of residents work in St. George, with half as many working in Washington City (.9 persons/household vs. .4 persons/household).

Table 2-1: Average Commuting Time for Washington County Residents

Average Time Spent Commuting	Average Hours per Week	Average Hours per Day (divided by 5 or 6 days)
Running errands	2.7 hours	.45 hours[1]
Driving to/from work	2.5 hours	.50 hours[2]
Driving to/from shopping	2.3 hours	.38 hours[1]
Driving to/from school	0.6 hours	.12 hours[2]
TOTAL	**8.1 hours**	**1.45 hours**

1– Hours per week divided by 6 days

2 – Hours per week divided by 5 days

Source: 2004 General Plan Survey

2.3.7 *Commuting*

The Census indicated a 14 minute average commuting time (to work) for Washington City (and St. George) residents. The County commuting time is slightly higher.

In response to the opinion survey, Washington City residents reported higher travel times, for work as well as for a variety of trip types, on a per-household basis:

As one might expect—with no transit options and most work being located outside of Washington City—in the opinion survey, 92% of the workers reported traveling to work only by car. Only 4% ride share, and 4% bike or walk. As the City grows into a metropolitan area, surrounded by other equally large metropolitan areas, if these characteristics were to continue it would result in significant congestion and the lowering of air quality.

It is important to continue to anticipate roadway needs, but also to realize that it is very expensive, if possible at all, to solve transportation needs through road building alone. It is crucial that the City begin now to design a community that encourages alternative forms of transportation.

The General Plan responds to this challenge in several ways:

- Designating neighborhood commercial areas to reduce shopping trips,
- Encouraging higher density housing close to commercial areas and work areas,
- Proposing a network of trails to make other forms of commuting attractive, and
- Increasing the amount of land designated for employment-related uses (business/industrial designations) to make possible greater employment opportunities within Washington City.

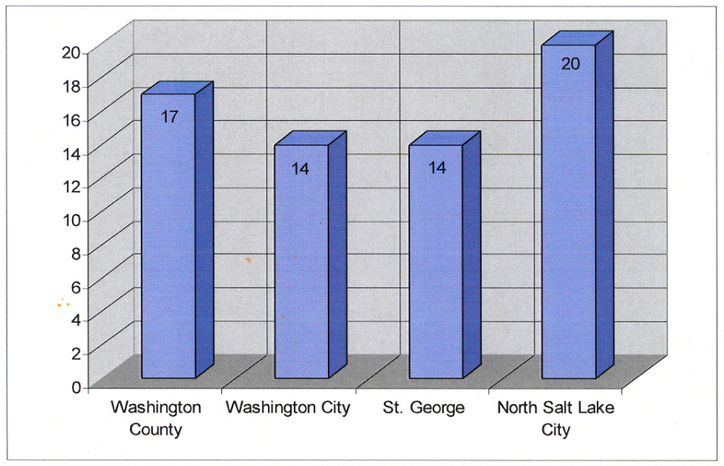
2.3.8 *Getting Information*

According to the survey, a significant portion of the population (67%) receives information about Washington City from the utility bill newsletter. Almost half (51%) read about Washington City in The Spectrum. A very significant portion of residents have internet access (80%).

DEMOGRAPHIC ACTIONS

1. Track future demographic characteristics of the population with each Census and future opinion surveys, and update the City's forecasting assumptions accordingly.

Graph 2-8: Commuting to Work Travel Time (Averaged In Minutes)



Source: United States Census Bureau: 2000 Census, http://www.census.gov/

3 Natural Resources

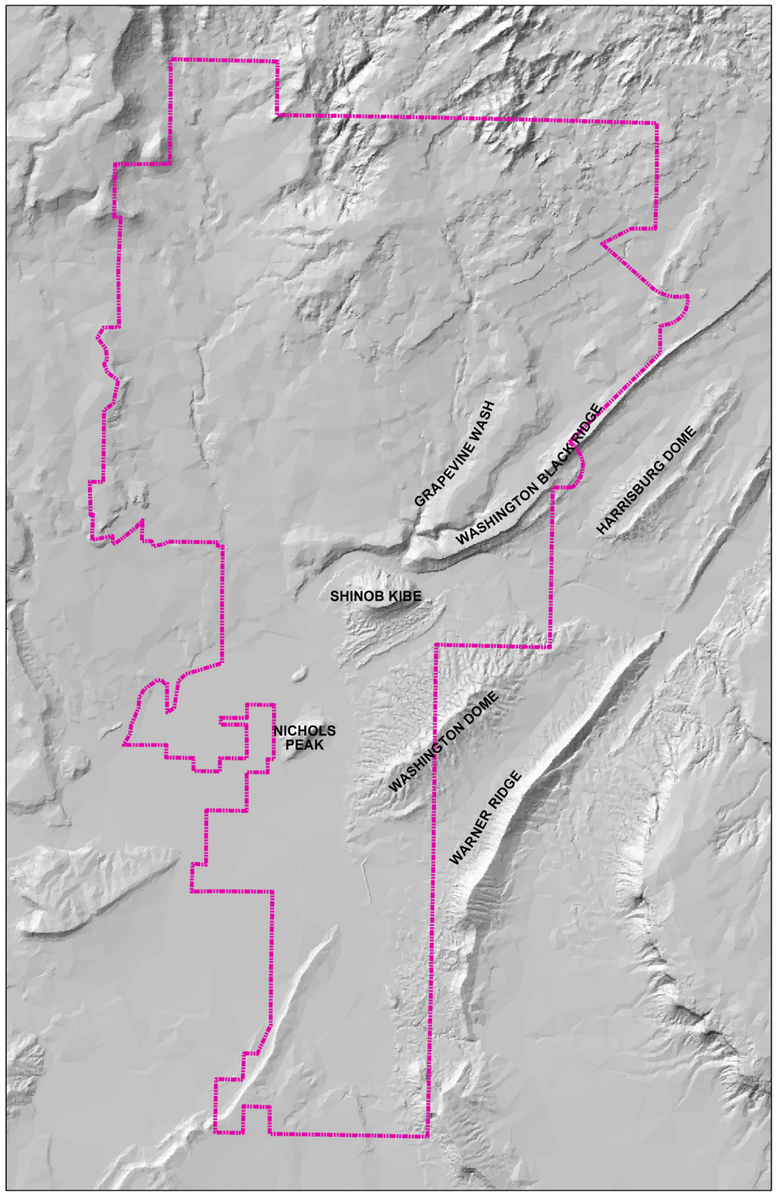


Figure 3-1: Washington City has a variety of picturesque landforms that form a backdrop that gives the community a unique, identifiable character.

In order to develop appropriate policies and strategies for Washington City's growth, it is important to understand the physical characteristics of the community, both natural and man made, that provide opportunities for and constraints to development.

3.1 Climate

Like other Sun Belt cities, Washington City's climate is an attraction in its own right. Washington City's combination of the warm, dry winter climate and natural beauty of the environment draws both new residents and tourists to the area.

Washington City is located within the northern extension of the Mojave Desert. This southwestern setting, and its low elevation, provides the City with a desert climate characterized by low humidity (rapid evaporation), generally clear skies, relatively warm winters, and hot summers. The average annual temperature is approximately 61degrees F. As a result, people tend to enjoy the out of doors most of the year, except during the hottest days of the summer.

Average annual precipitation is approximately eight-inches per year. This dry climate has attracted many who experience physical discomfort due to humidity. At the same time, this arid condition places a high importance on the availability of water. Water has been, and will continue to be, a key factor in Washington City's growth.

3.2 Geology and Landforms

Washington City contains an extremely unique landscape. The visually striking red sandstone and black lava rock hillsides are significant natural assets to the community. The hillsides and plateaus provide a scenic backdrop to the City and provide the most defining physical characteristics for the area. These land formations consist of red sedimentary rock that has been carved into mesas, buttes, and narrow canyons. Some of Washington City's bluffs are capped by basalt, a black lava rock. The basalt caps were formed 2.3 million to 20,000 years ago from lava that flowed intermittently from small nearby volcanoes. Since basalt is more resistant to erosion than red sandstone and shale, erosion eventually lowered the surrounding red rocks faster than the basalt layers, thereby creating basalt-capped bluffs.[2]

[2] *Milligan, Mark. "Inverted Topography in the St. George Area of Washington County." <http://geology.utah.gov/surveynotes/geosights/invertedtopo.htm> 09.20.04*

Some of the more prominent formations include Nichols Peak, Shinob Kibe, Washington Dome, Warner Ridge, Grapevine Wash, and Washington Black Ridge.

Many of the hillsides in Washington City contain steep slopes (i.e., 25%+), which present a number of particularly difficult problems when subject to development: rock fall, scarring, slope failure, erosion, storm water control, and traffic access.

The geologic conditions that exist in the Washington City area which are of greatest significance include:

- Potentially unstable slopes, particularly those slopes underlain by the Moenkopi Formation (Shinob Kibe Member) and Chinle Formation (Petrified Forest Member).
- Moderate earthquake hazard due to events on the Hurricane and Grand Wash fault systems, local events on the Washington fault, or random events unassociated with known surface faulting.
- High groundwater conditions in lowland areas, chiefly in the floodplains of the Virgin River that may result in instability during earthquake induced ground shaking.

In addition to these public safety concerns, development of hillsides also creates a significant negative impact to the important visual character that defines the community. Several development projects in surrounding communities have created highly visible scars on prominent hillsides. These developments have helped the community to gain public support for preserving the prominent hillsides in Washington City. The General Plan has designated the majority of steep slopes (over 25%) to be preserved as open space. See Section 6.5, Open Space, for additional recommendations.

PHYSIOGRAPHY AND GEOLOGY POLICIES

1. Where hillsides are in private ownership and development rights exist, the City will reduce the impact of development on steep hillsides through measures such as low-density zoning, clustering, or transfer of development rights.
2. Public safety must be preserved by assuring that stability is properly maintained on any development of hillsides and/or slopes, and that problem soils are properly mitigated.
3. The aesthetic qualities of the hillsides shall be preserved by minimizing the amount of hillside excavation, and requiring that where hillside excavation occurs, cuts are fully reclaimed to a natural appearance through regrading and landscaping, or screening from general view by buildings.

Figures 3-2, 3-3 & 3-4: Some hillside and ridgetop developments have created scars that diminish Washington City's unique natural setting and impact views for future generations.

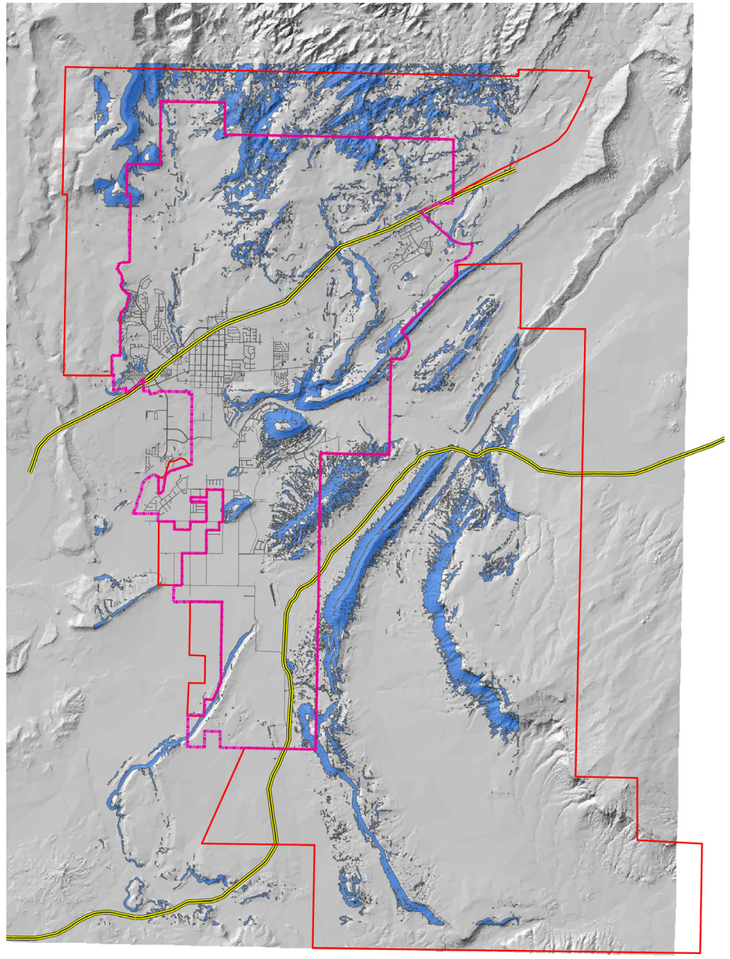


Figure 3-5: Steep slopes (25% +) represent significant constraints to development.

Figure 3-6: Geologic features; a rock outcrop near Milepost 13.

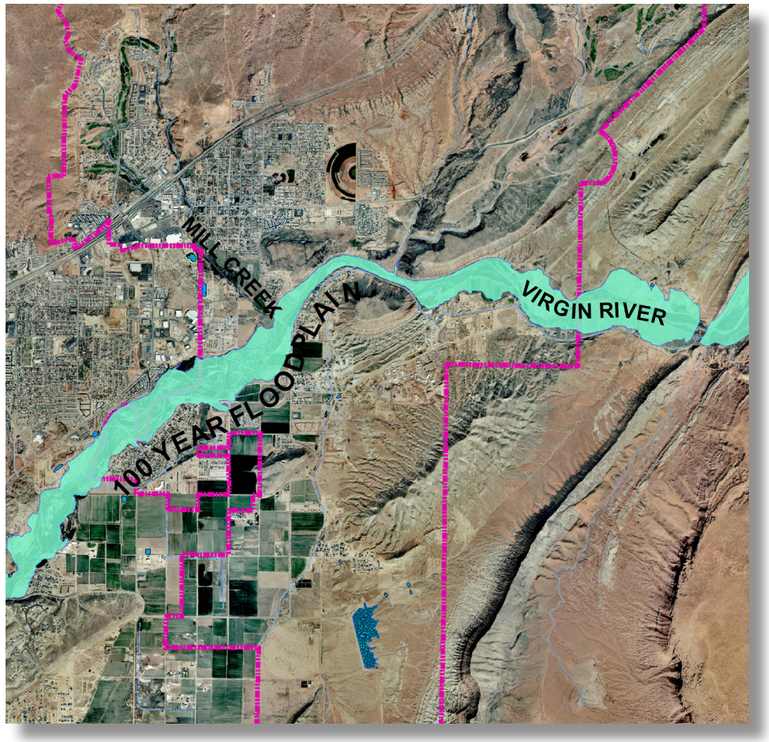


Figure 3-7: The Federal Emergency Management Agency has officially designated floodplain boundaries for the Virgin River. Floodplains for Mill Creek and other tributaries need to be determined.

Figure 3-8: The Virgin River in a typical year.

Figure 3-9: The Virgin River during the flood of 2005.

3.3 Hydrology

3.3.1 Virgin River and Mill Creek

The Virgin River flows approximately 154 miles from Zion National Park to Lake Mead, bisecting Washington City, from a northeast to southwest direction. Mill Creek runs through Washington City in a northwest-southeast direction and flows into the Virgin River.

Like most western drainages, the Virgin River and Mill Creek can be subject to significant flooding. Meteorological conditions of the Southwest have the potential to create flash floods with very little warning. Historic records from 1850 to the present demonstrate the erratic, unpredictable, and cyclical nature of flooding in the Washington City area. Long periods of little or no flooding followed by periods of frequent flooding have occurred. On average, a major flood (that overtops the banks) occurs at least once in a ten year period. Figure ___ shows the areas of the Virgin River that are officially designated as within the 100-year floodplain. Although not officially mapped, a narrow band along Mill Creek is also considered to be floodplain.

Floodplains are nature's way of dissipating the energy of the recurrent flooding of rivers. When floodwaters exceed the capacity of the primary channel, the river overflows its banks and spills out onto a broad terrace referred to as the floodplain. As the water spreads out, it slows down and its erosive force is greatly diminished. When floodplains are artificially restricted, such as by adding fill for development or the construction of levees, the river is not allowed to expand and slow down and it retains and increases its energy, which results in greater downstream flooding and bank erosion (exceeding the armoring capacity of the bank vegetation), a process that is very difficult and expensive to reverse.

Development in the floodplain should be limited to uses such as open space, parks, golf courses, and trails. In addition to their natural flood storage and energy-dissipation function, floodplains provide the community a series of connecting open areas used for passive outdoor recreation and education, and wildlife habitat. They also provide a unique opportunity for the community to preserve riparian areas for future generations.

3.3.2 Wetlands

There are a number of wetlands that are located in the floodplains of the Virgin River and Mill Creek. Wetlands generally include swamps, marshes, bogs, and similar areas. They are strictly protected by federal law, which is administered by the US Army Corps of Engineers. Wherever found, wetlands are areas of special environmental value. They are groundwater recharge areas. They support a rich variety of plant species, and are an important source of food and habitat for both fish and wildlife. They perform an important function in filtering runoff before it reaches water bodies. Wetlands can also provide unique and pleasant open space opportunities, particularly in a desert environment.

3.3.3 Dry Washes

In northern and eastern sections of the City, numerous desert washes and irrigation ditches provide a natural storm drainage system carrying storm water to either the Virgin River or Mill Creek. This natural drainage system also provides great value as visual open space, habitat area, and recreation corridors. The larger washes should be preserved as natural drainages for the multiple benefits they provide in their natural state. Other smaller washes should also be maintained in a natural state where feasible.

HYDROLOGY POLICIES

1. The City recognizes the need to minimize losses, both public and private, from flooding and erosion, and the natural and fiscal benefits of preserving natural floodplains to convey floodwaters. The City's policy is to discourage any development within the 100-year floodplain. Exceptions can be made for uses compatible with periodic flooding, such as trail systems, golf courses, and other public or private uses that will permit the free passage of flood waters.
2. The City will work with the Corps of Engineers to prevent wetland encroachment by public or private projects.
3. Land use proposals that could have adverse impacts on significant wetlands shall be modified to eliminate or adequately mitigate such adverse impacts.
4. The City encourages preservation of natural washes, streams and rivers, and discourages the channelization of natural drainageways.

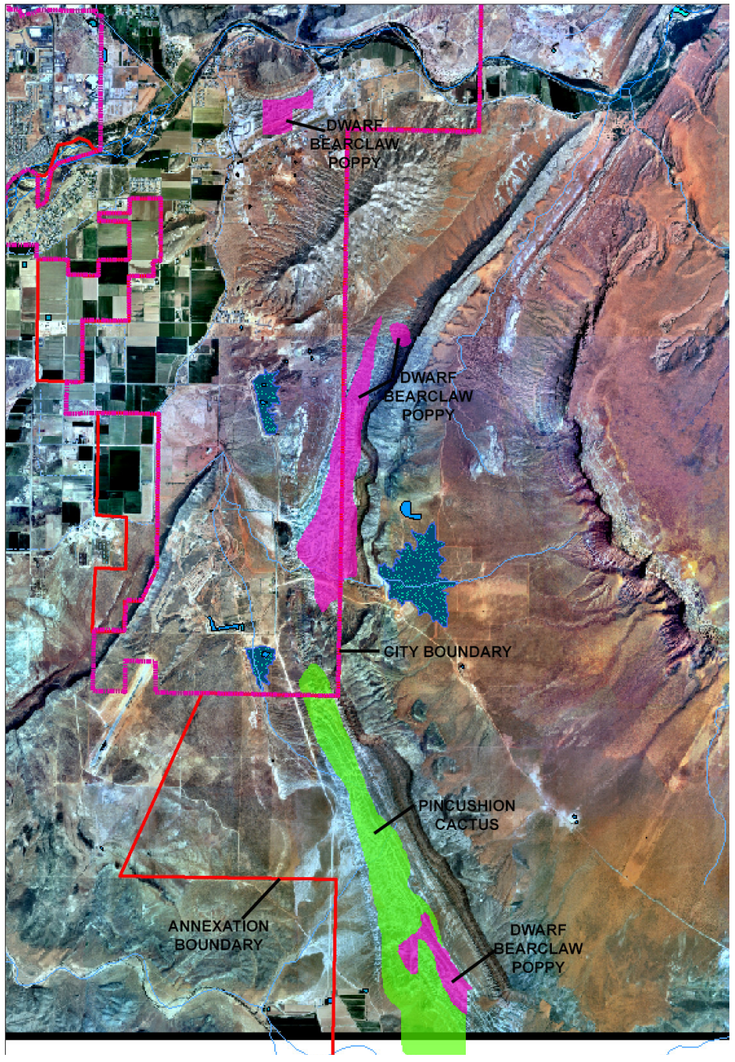


Figure 3-10: Predicted locations of rare plant species.

3.4 Vegetation

The Washington City area contains a number of rare plant species. The Dwarf Bearclaw Poppy, which is listed on the endangered plants list, is only known to grow in Washington County. This plant grows in barren, open desert sites, on low, rolling hills, and on ridgetops[3].

The Holmgren Milkvetch was recently put on the endangered species list. It has been found near the Arizona border and may exist in the dry hillsides on the eastern edge of Washington City.

Siler Pincushion Cactus, also a threatened plant, can be found in Washington County. This plant grows on rolling hills, in warm desert shrub, and sagebrush-grass similar to those in eastern Washington City[4].

It should be noted that while threatened or endangered animal species are protected by federal law on both public and private land, endangered or threatened plant species are only protected on federal land.

VEGETATION POLICIES

1. Land use proposals that could have adverse impacts on critical plant habitats shall be modified to eliminate or adequately mitigate such adverse impacts.

Figure 3-11: An aerial view of a riparian area associated with the Virgin River.

Figure 3-12: Dry washes, such as this one near Milepost 13 typically carry water intermittently.

3.5 Wildlife

Washington County contains habitat for five animal species that are federally-listed as endangered species: the Mojave Desert Tortoise, the Peregrine Falcon, the Southwestern Willow Flycatcher, the Woundfin Minnow, and the Virgin River Chub. Washington County is also known for its Bald Eagles, which are listed as a threatened species.

The endangered species that has had the most significant impact on land use in the Washington City area is the Mojave Desert Tortoise. Desert Tortoise habitat is found in much of Washington County. To preserve the most important tortoise habitat, a Habitat Conservation Plan (HCP) has been developed by the US Fish and Wildlife Service, the State, the City, the County, and by private land owners. The HCP created a 61,000 acre Desert Tortoise preserve along the northern edge of Washington City. The HCP area is protected from most development, with the possible exception of roads and utilities.

While the presence of endangered animal species typically creates restrictions on land use, the presence of the Woundfin Minnow and Virgin River Chub creates restrictions on water use. Their presence requires the maintenance of minimum in-stream flows in the Virgin River[5]. The Southwestern Willow Flycatcher lives in willow communities along waterways, including portions of the Virgin River. Mill Creek appears to have suitable habitat characteristics for the Willow Flycatcher, but its actual presence has not been ascertained. Its presence could affect the alignment of trails and roads along Mill Creek.

WILDLIFE POLICIES

1. Land use proposals that could have adverse impacts on critical wildlife habitats shall be modified to eliminate, or adequately mitigate, such adverse impacts.
2. The City will support regional efforts to prevent the destruction of critical habitats in order to avoid the listing of threatened species.

WILDLIFE ACTIONS

1. Conduct a study to determine whether the Southwestern Willow Flycatcher exists along lower Mill Creek.

[3] *Utah Division of Wildlife Resources. http://dwrcdc.nr.utah.gov/rsgis2/Search/Display.asp?FINm=_arcthumi 09.20.04*

[4] *Utah Division of Wildlife Resources. http://dwrcdc.nr.utah.gov/rsgis2/Search/Display.asp?FINm= pedisile 09.20.04*

[5] *USGS Southwestern Willow Flycatcher Breeding Site and Territory Summary - 2002. http://www.usgs.nau.edu/swwf/Reports/Rangewide%20Status%20Report%202002%20Final.pdf. 1.04.05*

3.6 Public Lands

Much of the land surrounding Washington City is under ownership of the Bureau of Land Management (BLM). (The HCP area north of the City is owned by multiple public agencies.)

With the exception of the HCP, the public lands surrounding Washington City are not necessarily preserved from development. BLM land may be acquired by public and private parties. Private acquisition is usually accomplished through land exchanges that enable the BLM to consolidate its land for better management, and to reduce urban interface conflicts.

Public agencies, such as cities, may obtain BLM land under provisions referred to as "Recreation and Public Purposes" (R&PP). Typically, these lands are granted to a public agency with uses restricted to public purposes.

The Utah School and Institutional Trust Lands Administration (SITLA) owns several large tracts of land in and next to Washington City. These trust lands were granted to the western states by the federal government for the purposes of supporting public education. SITLA has been especially active in creating development value for its land to seek the highest return possible on its school funding stewardship.

The City may wish to consider BLM property for potential park sites and the School District may be able to obtain future school sites from the BLM and/or SITLA. The General Plan includes land use designations for public lands within the City to guide future development, disposal or exchange.

PUBLIC LAND POLICIES

1. The City shall rezone public lands within its jurisdiction consistent with the Land Use element of the General Plan.
2. Lands within the City under the jurisdiction of the Utah School and Institutional Trust Lands Administration (SITLA) and the U.S. Bureau of Land Management (BLM) should be carefully reviewed for development impacts by the City when an exchange or sale of such land is considered.

PUBLIC LAND ACTIONS

1. Explore the potential of acquiring land for school purposes with the School District.
2. Work with the School District to identify future school sites on BLM land. Request acquisition through the R & PP process.

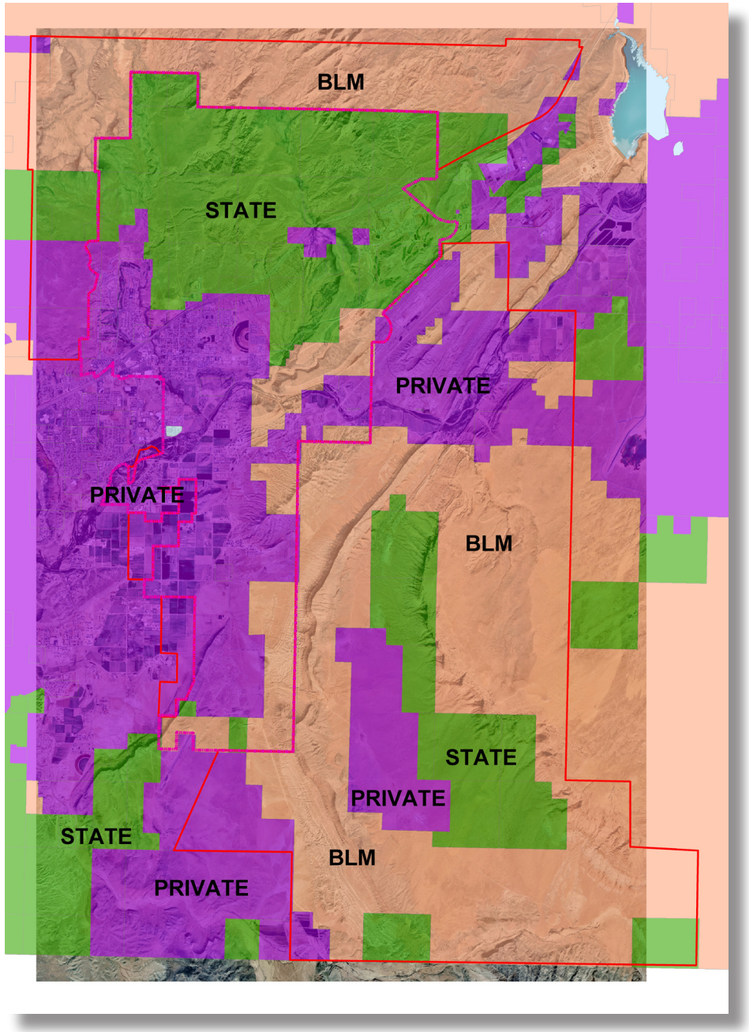


Figure 3-13: A significant amount of land in and adjacent to Washington City is in public ownership. Note, however, that the State land is held by SITLA and is subject to development. Other public lands may become subject to development through land exchanges.

4 Public Input

Figures 4-1 & 4-2: Two City-wide open houses provided opportunities to comment on preliminary plans.

4.1 Focus Groups / Neighborhood Meetings

A variety of opportunities were provided for the public to give input to the General Plan. These include:

- Work sessions with the City Council and Planning Commission
- Neighborhood meetings in 6 sub-areas of the City
- Work sessions with City staff
- A Focus Group with a cross-section of Washington business owners
- Interviews with several individual property owners
- A meeting with the Environmental Impact Statement (EIS) consultant for the new airport
- Several letters/emails
- Two City-wide open houses

Comments were received regarding general land use considerations, the environment, commercial development, business, and the Washington Fields. For example, the following is a sampling of some of the input received:

"Infill development should not have large differences in density with that of surrounding residential uses."

"There should be compatible land uses surrounding the new airport area."

"Preservation measures should take the Dwarf Bearclaw Poppy into consideration."

"Developments should be set back from the edges of mesas."

"The biggest issue facing the development in the Washington Fields is the lack of predictability."

"A more direct route is needed from The Fields to the Downtown."

"The Downtown should be a hybrid of business and residential uses."

"The development of a traditional downtown would add to Washington City's appeal for relocating companies looking for a high quality of life for their employees."

"Washington City should be a place where people could both live and work – efforts should be made to identify areas for future employment."

"The airport area would be appropriate for major businesses and industrial development."

"The Downtown would support more office space in the future."

"The City should maintain a small town feel in a rapidly growing community."

"Parks should be located within walking distance of a 6-year old child, in or near every neighborhood."

"There should be protected bus stops for children that ride the bus to school."

"There should be commercial areas with a variety of stores and restaurants."

"There should be activity areas for seniors."

"Industrial areas should not cause increased traffic through residential neighborhoods."

"The City should have its own police department."

"The City should have a code enforcement division to enforce violations of nuisance ordinances."

"The City should have a historic district on Telegraph's "old downtown."

"There should be a central business/commercial/industrial area."

"The City needs a third golf course."

The comments received throughout the process strongly influenced the direction and details of the General Plan.

4.2 Public Opinion Survey

In order to gather broad input from the general public for the General Plan, an opinion survey was sent to randomly selected households[6]. This survey was designed to gain insights tinto community attitudes and perceptions about key local issues, including satisfaction with current local public services and amenities, priorities for future potential services and amenities, and the importance of several specific policy issues the City might consider adopting. The survey asked respondents to help prioritize community needs by identifying those projects and issues regarded as higher and lower priorities. Beyond the General Plan, the results of the survey can be used to aid in future policy decisions, including making difficult trade-offs. A copy of the survey and its complete results can be found in the Appendix.

The survey was mailed to a random sampling of approximately 2,500 households in the City and 654 completed surveys were returned, a strong response rate of approximately 26%. The response level gives the survey a 96% level of confidence that the responses are generally representative of the community as a whole. Various parts of town are well represented. Respondents identified their residence from a total of eight sub-areas or neighborhoods. These neighborhoods have been regrouped into four general areas, each having a comparable sampling of respondents.

Biggest Issues: "the most important issue facing Washington City today." Over fifty percent indicated that the amount of traffic and the capacity of major roads were the most significant issues facing the community. Second highest was the preservation of open space and the environment. Maintenance and upkeep of the City was the third most important issue.

The Washington Fields: Over 75% of the survey respondents indicated that every effort should be made to preserve the Washington Fields as an agricultural area or as open space. Comparing responses from various key sections of town, residents of the Washington Fields themselves were only slightly more likely to feel that the Washington Fields should be saved than those from other areas of the City.

While a large majority of surveyed residents believed that the Washington Fields should be preserved, the respondents were somewhat divided as to how the Washington Fields should be preserved. Approximately one-third supported zoning the area for very large lots to encourage "ranchettes." Another one-third supported cluster development to create pockets of higher density development mixed with open space. Approximately 20% responded that a special tax fund should be created to purchase portions of the Washington Fields as open space. The final 10% supported larger setbacks, to create a "feel" of open space.

As to whether future development should occur in the farmlands or foothills of the Fields, respondents were generally evenly divided.

Graph 4-1: Two Most Important Issues Facing Washington City Today

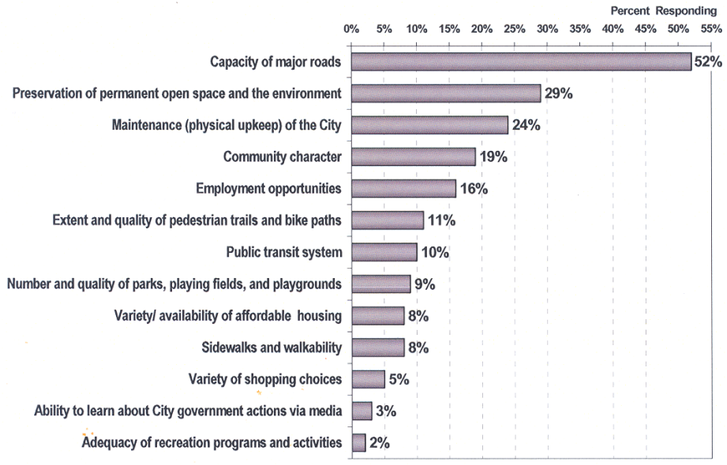


Table 4-1: Distribution of Surveyed Respondents in Washington City

	% of Total Respondents	# of Respondents (n=)
Green Spring area north of I-15	30%	189
Older part of town between I-15 and Virgin River	30%	190
Coral Canyon or the far east end of town	14%	91
South of the Virgin River / The Fields	26%	163
TOTAL	100%	633

[6] *Selected from, and mailed to, via the City's utility billing address list.*

Figure 4-3: Surveyed residents expressed a strong desire to preserve the open character of the Washington Fields.

Figure 4-4: Maintenance and upkeep of properties ranked third among important issues facing the City.

Figure 4-5: Although many areas of the City have a system of wide, grid streets, a lack of interconnectivity forces traffic onto a few main thoroughfares - giving rise to traffic concerns.

"Walled Streets":

A majority (60%) of the surveyed residents believed that walled streets should not be used except for major thoroughfares. They supported more traditional and pedestrian-friendly streets, with houses facing the streets.

Graph 4-2: Walled Streets

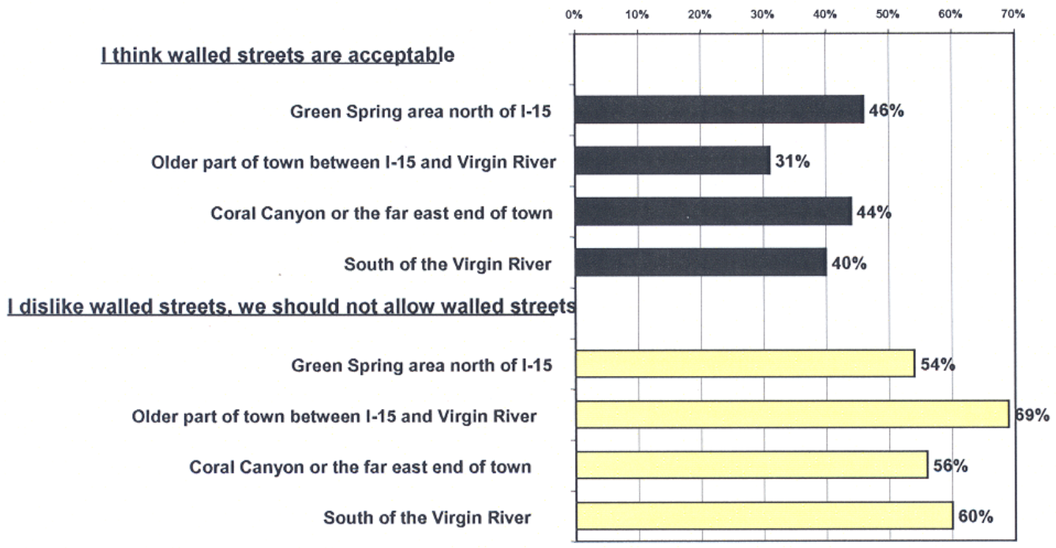


Figure 4-6: Walls can be used to separate houses from streets, but the end result is blank walls on the street; an uninviting realm for pedestrians that encourages higher traffic speeds.

Preservation of Hillsides and Ridges:

Approximately 67% of the surveyed residents thought that it was important to save the remaining hillsides and ridges.

Graph 4-3: Preservation of Hillsides and Ridges

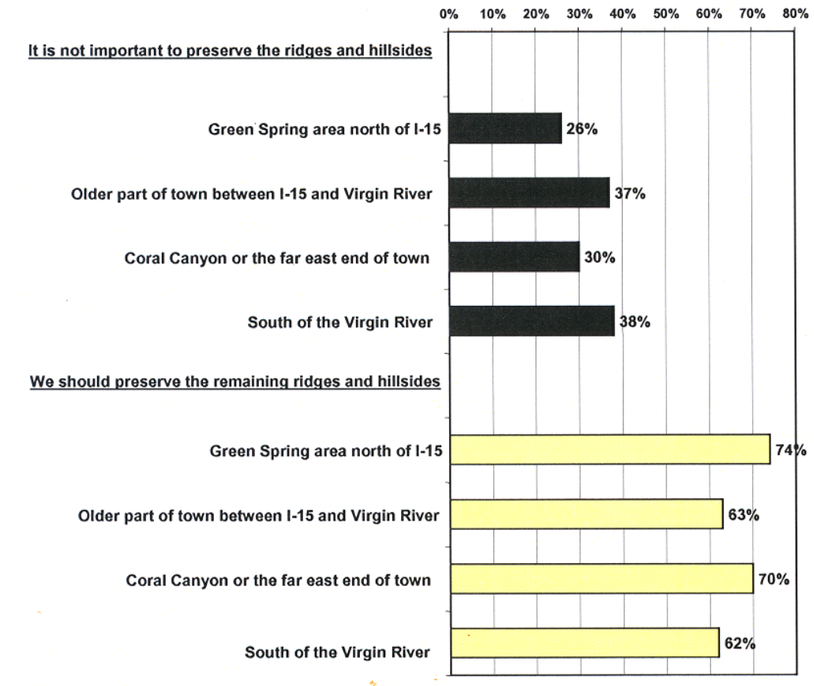
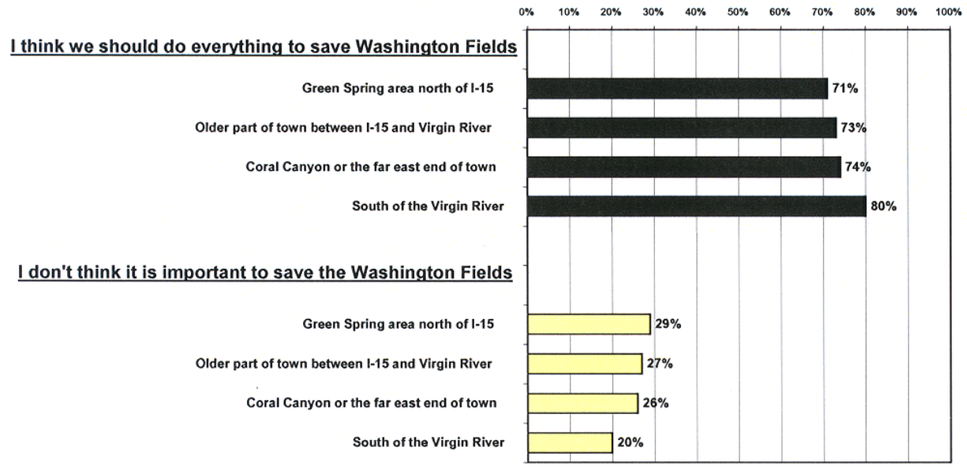


Figure 4-7: Preserving ridges and hillsides from development was supported by two-thirds of the survey respondants.

Graph 4-4: Should the Washington Fields Be Saved?



Graph 4-5: Development in the Foothills or Farmland?

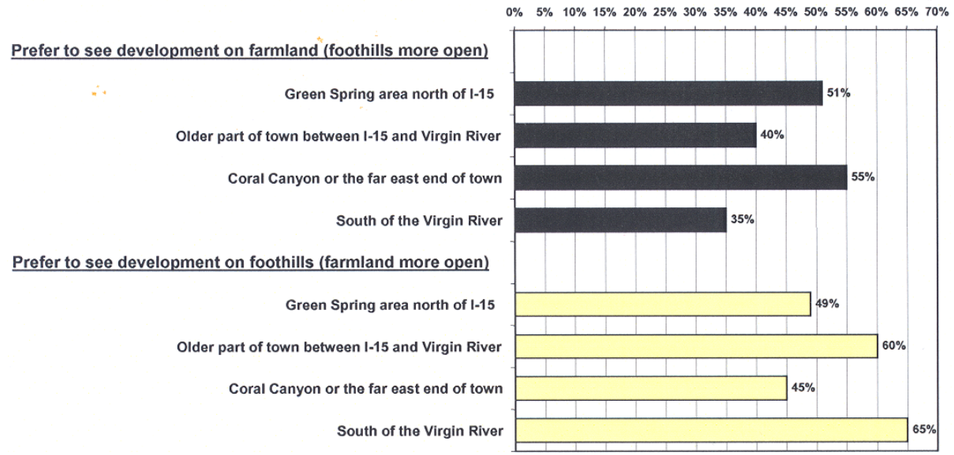
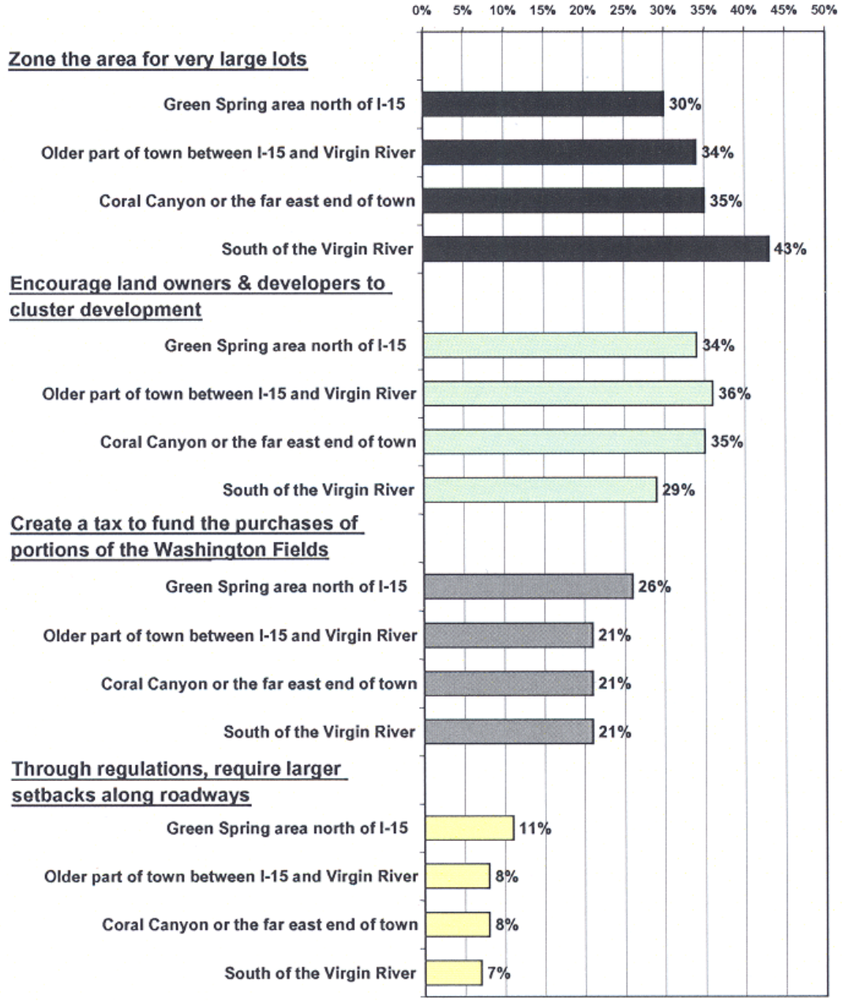


Figure 4-8: One possible means to preserve the Fields would be to transfer density to the adjacent foothills near existing foothill development as shown in the background of this photo.

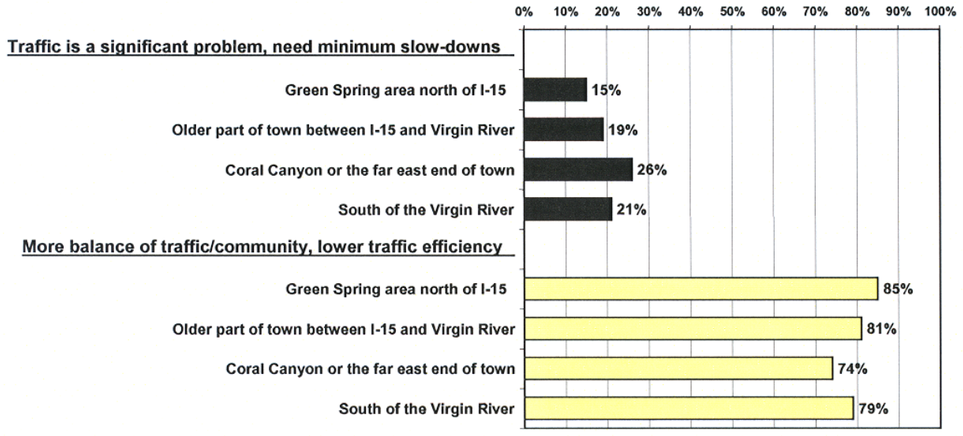
Graph 4-6: How Should the Washington Fields be Preserved?



Design of Streets and Roads:

While traffic and road improvements were clearly major priorities with surveyed residents, there was also significant support to "bring back more balance between the needs of traffic and making our community livable and attractive." A strong segment of the respondents were willing to "have slightly lower traffic efficiency in exchange for having more pleasant streets and slower traffic speeds."

Graph 4-7: Traffic Needs vs. Livable Community

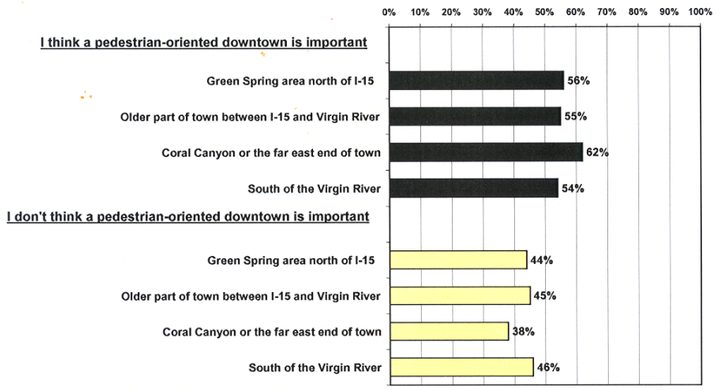


Downtown:

A slight majority of the surveyed residents were in favor of creating a pedestrian-oriented "downtown" relative to other issues facing the community. Those most in favor of creating a downtown area were Washington City's newer residents. This suggests that as new people move into Washington City, the characteristic of having a downtown will become more important.

However, when asked to rank the desirability of various kinds of commercial uses, 54% of those surveyed thought that commercial development in a central downtown was "very important." Developing smaller commercial centers was "very important" to 37% (versus 48% who indicated that a large, enclosed mall was "not important"). The idea of a mixture of uses, including shops, offices, and even residential dwellings was also supported by many. A downtown with mixed uses is likely to be a planning concept that resonates in Washington City, especially as a vision is expressed and education about the idea occurs.

Graph 4-8: Pedestrian-Oriented Downtown



Graph 4-9: Types of Commercial Development

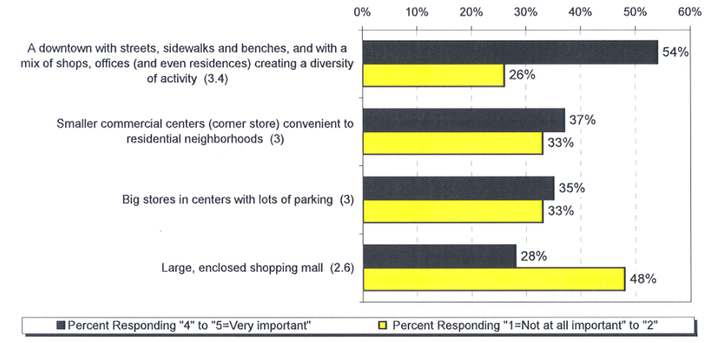


Figure 4-9: A possible image for a pedestrian-oriented downtown as envisioned by survey respondants.

5 Vision, Goals & Objectives

As Washington City grows, the City will continue to be a desirable and liveable community for a broad range of incomes and stages in life, and it will maintain its independent identity in the Washington County urbanizing area. It will do this by efficiently providing public services and amenities; preserving and respecting its striking natural setting; retaining a link to its pioneer heritage; and offering a broad range of opportunities in housing, working and shopping.

As Washington City grows, the City will continue to be a desirable and liveable community for a broad range of incomes and stages in life, and it will maintain its independent identity in the Washington County urbanizing area. It will do this by efficiently providing public services and amenities; preserving and respecting its striking natural setting; retaining a link to its pioneer heritage; and offering a broad range of opportunities in housing, working and shopping.

5.1 Vision Statement

Or, said another way, allow Washington City to grow in a manner that reflects the City's motto: Heritage, Pride and Progress, so that the City:

- reveres and celebrates its heritage;
- takes pride in its physical appearance, beautiful setting, and diverse population; and
- constantly strives to improve—the quality of residential life, the success of local businesses, and the cost-effective delivery of services to its citizens.

5.2 Goals and Objectives

A consistent, fair, and uniformly enforced set of growth plans, policies, and ordinances are essential for the achievement of the General Plan. The Goals and Objectives listed below are built upon statements from the 1997 General Plan, modified or added to from input from the City Council and Planning Commission, and reflect concepts in this General Plan Update.

These are organized by category for convenience, but in fact, many of the items relate to more than one category. They are all mutually interconnected—several of the objectives would accomplish multiple goals, even in different categories.

For background, keep in mind the following general definitions:

Goal: Broad, general desires—usually referred to as "motherhood and apple pie" kinds of statements.

Objective: A more definite desired end result, usually a statement the success of which can be measured (did we provide a variety of park types to meet the needs of our population?).

5.2.1 Protection of Natural Resources

Goal 1. Preserve the beauty, visibility, and healthy, sustainable function of the unique natural features that give Washington City its unique identity.

Objective 1: Preserve from development, as much as practicable:

- the floodplains of the Virgin River and Mill Creek;
- the steep hillsides and rims of surrounding plateaus;
- the Desert Tortoise Wildlife Management area north of 1-15;
- Nichols Peak, Shinob Kibe, Washington Dome, Warner Ridge, Grapevine Wash, Washington Black Ridge, etc.;
- the natural hillsides that enclose the City;
- the riparian wetlands that provide important wildlife habitats and scenery that contrast with the developed areas of the City;
- important habitats for threatened or endangered species;
- open spaces to define the limits of the City, separate it from surrounding urbanization, and provide it with a unique sense of identity; and
- major dry washes.

Objective 2: Place a high priority on the protection and conservation of important natural resources that are threatened by imminent development.

5.2.2 Compact Growth

Goal 2. Maximize the cost-effectiveness of public infrastructure and services.

Objective 1: Expand urban development incrementally to avoid expensive "leap frog" development, while still encouraging the presentation of agricultural uses as long as practicable.

5.2.3 Housing

Goal 3. Provide opportunities for housing that meets the needs of a broad range of incomes, family compositions (singles, couples, and families with children), and ages.

As Washington City grows, the City will continue to be a desirable and liveable community for a broad range of incomes and stages in life, and it will maintain its independent identity in the Washington County urbanizing area. It will do this by efficiently providing public services and amenities; preserving and respecting its striking natural setting; retaining a link to its pioneer heritage; and offering a broad range of opportunities in housing, working and shopping.

Objective 1: Provide opportunities for the development of homes that are affordable to those of low and moderate incomes that work and reside in Washington City. This includes young families, families with single heads of households, large families, people with disabilities, the elderly, and other low and moderate income households.

Objective 2: Include in each neighborhood a share of lower cost housing—to avoid enclaves of a single income level (especially isolating lower income neighborhoods), as well as to avoid sameness of appearance.

Objective 3: Disperse higher density housing throughout the community - rather than have it concentrated in large aggregations.

Objective 4: Assure that opportunities exist for future developments to provide for a mix and range of densities that allow a variety of housing types, including apartments, townhouses, condominiums, manufactured homes, and detached single-family homes.

Objective 5: Provide mechanisms for higher density, more affordable housing in the core area of downtown. This area is close to developed infrastructure and existing goods and services, and enjoys good access via Telegraph Street. This would also add more pedestrian vitality to the downtown.

Objective 6: Diminish the use of recreational vehicles for long-term residency.

5.2.4 Commercial

Goal 4. Provide a broad range of goods and services that meet the needs of the community and the region in locations that are convenient to residents and do not place undue burdens on local infrastructure.

Objective 1: Direct regional and super-regional commercial development to locations accessible and visible from I-15 (such as MP - 10 and MP - 13) and the future Southern Corridor.

Objective 2: Provide mechanisms for the development of a traditional, pedestrian-oriented "downtown" on Telegraph Road between 300 West and 300 East.

Objective 3: Encourage compact, pedestrian-friendly commercial centers rather than commercial strip development (long, linear, commercial development separated from the street by large parking lots).

Objective 4: Encourage neighborhood commercial centers that are convenient for residents and commuters, and that will reduce the need for cross-town travel.

5.2.5 Business/Industrial

Goal 5. Attract upscale employers to Washington City.

Objective 1: Upgrade the quality of existing business/industrial areas.

Objective 2: Significantly increase the quantity and quality of business/industrial sites in the City.

5.2.6 The Washington Fields

Goal 6. Encourage the preservation of the productive use of agricultural land as long as is practicable.

Objective 1: Provide mechanisms and incentives to preserve agricultural lands and opportunities for rural lifestyles.

Objective 2: Phase infrastructure development (roads, utilities, and public buildings) in the Fields in a sequential manner so as to prevent inefficient "leap-frog" development.

5.2.7 Community Appearance

Goal 7. Maintain a strong, positive image, and individual identity for Washington City.

Objective 1: Protect the scenic vistas and visual quality of the I-15 entries into the City.

Objective 2: Foster an overall sense of community for major sub-areas of the City, and de-emphasize isolated neighborhoods, and walled, gated communities.

Objective 3: Differentiate Washington City's identity from surrounding communities.

Objective 4: Establish the City's historic commercial area as an identifiable destination that appeals to residents and guests.

Objective 5: Encourage the upgrade of neighborhoods (streets, sidewalks, lighting) in the older areas of the City.

Objective 6: Encourage the renovation and rehabilitation of the older housing stock and neighborhoods of the City.

Objective 7: Promote the renovation and preservation of historic buildings throughout the City.

5.2.8 Recreation

Goal 8. Provide a wide range of recreation opportunities for all ages, in an aesthetically pleasing setting, for current and future residents.

Objective 1: Provide a variety of park types and sizes to meet the broadest possible spectrum of recreation needs, distributed in a manner that will minimize overcrowding and overuse.

Objective 2: Maximize the efficient use of park and recreation resources.

Objective 3: Develop an urban trail system that connects and provides a means of access to: parks, community destinations, and major open spaces such as the Virgin River Parkway and Mill Creek.

Objective 4: Reduce the cost of both schools and parks through joint development with the School District.

Objective 5: Equitably share the cost of future parks between existing and future residents.

5.2.9 Traffic/Transportation

Goal 9. Provide a transportation system that balances traffic needs and those of creating a livable, attractive community.

Objective 1: Move people and goods safely and efficiently to, from, and through Washington City, while minimizing negative impacts on adjacent land uses.

Objective 2: Maintain a pedestrian-friendly setting for residential neighborhoods, downtown shopping, and business districts.

Objective 3: Anticipate future bus route needs in the planning and design of streets and developments.

Objective 4: Preserve rights-of-way to accommodate future traffic needs.

Objective 5: Reduce high speeds and traffic levels through neighborhoods.

Objective 6: Encourage alternative (non-auto) modes of transportation.

Objective 7: Provide walking and bike paths/lanes in an interconnected system that links major destinations.

5.2.10 Utility Infrastructure and Public Services

Goal 10. Assure that the infrastructure necessary for the health, safety, and welfare of the public is provided in an orderly, cost-effective manner, that equitably shares costs between existing and future residents.

Objective 1: Provide safe, dependable water in sufficient amounts to meet the needs of City residents, businesses, and amenities.

Objective 2: Provide cost-effective treatment of effluent that will maximize environmental benefits.

Objective 3: Reduce the amount of solid waste by 25% through recycling, reusing, and reduction.

Objective 4: Provide emergency services to protect health, safety, and welfare, in a cost-effective manner.

Objective 5: Encourage the conservation and efficient use of water to maximize the use and benefit of this scarce resource.

Objective 6: Promote the most economical development of water resources consistent with environmental protection.

Objective 7: Assist the School District in providing school sites and physical education in the most cost-effective means possible.

6 General Elements of the Land Use Plan

This chapter describes all of the land-use-related elements of the General Plan. The Land Use Plan Map is a graphic expression of the various goals and policies that comprise the General Plan.

The Land Use Plan Map encompasses areas within the City as well as areas adjacent to the City that have potential for annexation. The Map designations are intended to provide predictability as to appropriate zoning that could be applied to properties. It should be noted that the designations on the Land Use Plan Map are general and approximate. They are generally shown as "bubbles" that respond more to the natural characteristics of the land than to property lines. Development approvals should take into account both the zoning of the property and the arrangement of land uses shown on the Land Use Plan Map.

6.1 Community Form - The Old Is New Again

As with many Utah cities, the original form of Washington City followed the city pattern established by Brigham Young—a compact central community surrounded by farmland (so that the residents could participate in civic activities and commute out to their farms each day). In the core area was a basic street grid system where, as cities grew, commercial uses and apartment uses mixed compatibly with single-family residential uses—the common denominator being that the buildings had a similar size (scale) that allowed them to blend together. The broad, grid system of streets in the older part of town, along with a number of beautiful pioneer-era homes, is our legacy from that era.

Over the years, this traditional approach to town planning gave way to "modern" suburban concepts. Our development practices eventually evolved into a whole pattern of single use districts. Each land use—residential, commercial, offices, civic—was isolated and optimized for a particular kind of development, often without any consideration of the whole. Suburban development was greatly aided by the explosion in automobile ownership and increased mobility. As with most older American cities, suburban shopping malls became the focus of commerce and sapped the vitality out of the downtown area. The downtown gradually ceased to be the focal point of the community.

We are just now beginning to realize those "modern" suburban patterns had flawed implications a sameness in neighborhoods, and sprawl that eats up open lands, siphons vitality from existing communities, and creates gridlock traffic. Many communities are beginning to realize that there are alternatives to suburban sprawl. There are many different names for this new form of development: Smart Growth, New Urbanism, Sustainable Development. Whatever it is called, it represents compact, human-scaled development that fosters healthy, diverse, balanced communities—and it is surprisingly similar to the original patterns that were followed in the older parts of Washington City!

Washington City still has the majority of its growth ahead of it (from its current 15,000 population to 80,000, and possibly to 120,000). As it grows, in order to result in a great, livable City, the General Plan recommends incorporating more traditional patterns of growth.

6.1.1 *Traditional Community Planning Principles*

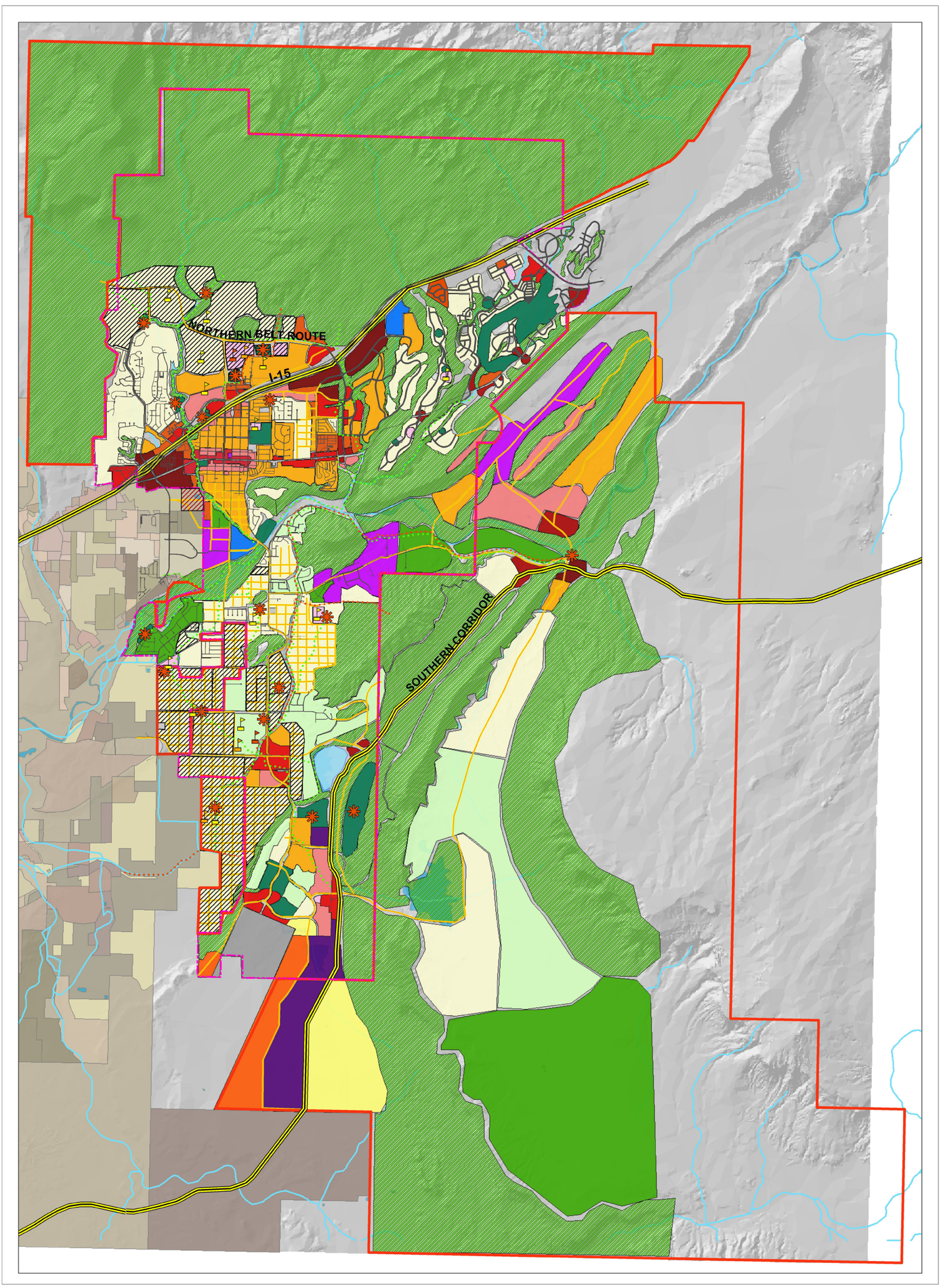
The following is a proposed set of planning principles particularly oriented toward preserving Washington City's unique character, taking advantage of its unique natural setting, and incorporating "smart growth" concepts for the efficient use of resources. The principles can be equally applied to new development as well as the redevelopment of existing Washington City:

1. Compact self-sufficient sub-communities. The overall City is organized around diverse and self-sufficient sub-communities, with a mix of land uses that reduce driving needs. Existing examples include the older core area of town, Green Spring, and Coral Canyon. New sub-communities might be the Washington Fields, the North Hills area north of I-15, and eventually—the Warner Valley and Sunrise Valley areas. Each of the sub-communities are planned so that residences are within a short walk of mixed use commercial centers. They all have a pattern of connected tree-lined streets that promote walking, parks, and civic amenities (schools, post office, etc.). Affordable housing is distributed throughout the community to match job opportunities and to avoid concentrations of poverty.
2. Mixed-use centers. Commercial centers contain housing, shopping, entertainment, work places, parks, and civic facilities essential to the daily life of the residents. When attractively designed, residential development in commercial areas provides built-in customers, activity that attracts other activity, and "eyes on the street" at all hours to promote safety.

3. People-oriented streetscapes. Rather than a long row of garage doors, streets are faced with windows, balconies, doors, and porches, allowing residents to watch over their neighborhoods.
4. Neighborhoods. Compact, pedestrian-friendly, and diverse neighborhoods should offer a range of housing types and price levels. This brings people of diverse ages, races, and incomes into daily interaction, strengthening the personal and civic bonds of the community. New development should help repair existing neighborhoods, or create new ones, and not take the form of an isolated "project."
5. Street network. Streets accommodate necessary traffic levels, but in ways that respect pedestrians and create public spaces. Local and Collector streets are designed to discourage high speed traffic. An interconnected network of streets with sidewalks will encourage walking and reduce the number and length of automobile trips, and conserve energy. Walkable streets enable neighbors to get to know each other and allow independence to those who do not drive, especially the elderly and the young. Pedestrian and bike paths form a system of fully connected and interesting routes to all destinations.
6. Parking. Parking will be accommodated, but not in gigantic parking lots. Rather, parking is provided in convenient, smaller lots broken up by shade trees and landscape islands.
7. Public facilities. Civic, institutional, and commercial uses should be embedded into neighborhoods and districts, not isolated in remote, single-use complexes. Schools should be sized and located to enable children to walk or bicycle to them. Civic buildings and public gathering places require important sites to reinforce community identity and the culture of democracy. Like the City Hall, civic buildings deserve distinctive form, because their role is different from that of other buildings and places that constitute the fabric of the City.
8. Historic preservation. Development and redevelopment respects historical patterns, precedents, and boundaries. Preservation and the renewal of historic buildings, districts, and landscapes affirm the continuity and evolution of urban society.
9. Parks. There is an ample supply of specialized open space in the form of squares, greens, and parks whose design and placement encourages frequent use, with the presence of people at all hours of the day. A range of parks, from tot-lots and village greens, to ball fields and community gardens, should be distributed within neighborhoods.
10. Open space. The City has a well-defined edge to the north, with the Tortoise Habitat Preserve, and less-well defined edges elsewhere. Conservation areas and open lands should be used to define and connect different neighborhoods and districts. The natural terrain, drainage, and vegetation of the community should be preserved with superior examples contained within parks or greenbelts.

6.2 Land Use/Zoning Correlation

The General Plan proposes land uses in broad categories that represent a range of actual zoning districts. For example, "Very Low Density" ranges from 1.5 to 2.5 dwelling units per acre. This range could be translated into zoning districts RA-1/2 or R-1-15. The decision as to which zoning district (within the range) should be given to a property will take into consideration the property context and the land's suitability. A comparison between the Land Use Plan categories and the closest comparable Zoning Districts is shown in Table 6-1 below. The various categories are described in greater detail following the table.



0 0.5 1 2 3 4 Miles

GENERAL LAND USE PLAN

Washington City, Utah

01/31/2006

WINSTON ASSOCIATES

N

- CITY LIMIT
- PROPOSED TRAIL
- PROPOSED EQUEST. TRAIL
- ANNEXATIONS
- ROADS
- BONUS DENSITY
- HISTORIC DOWNTOWN (HCOM)
- AIRPORT (AP)
- AIRPORT SUPPORTING BUSINESS PARK (ASBP)
- NEIGHBORHOOD COMMERCIAL (NCOM)
- COMMUNITY COMMERCIAL (CCOM)
- REGIONAL COMMERCIAL (RCOM)
- AIRPORT MIXED USE COMMERCIAL RESIDENTIAL (C-RM)
- CIVIC (CV)
- BUSINESS (BUS)
- AIRPORT VICINITY INDUSTRIAL (AVI)
- INDUSTRIAL (IND)
- HIGH DENSITY (HD)
- MEDIUM HIGH DENSITY (MHD)
- MEDIUM DENSITY (MD)
- LOW DENSITY (LD);
- VERY LOW DENSITY (VLD)
- ESTATE (EST)
- AGRICULTURAL (AG)
- OPEN SPACE (OS)
- PARK (P)
- DETENTION/DEBRIS BASIN
- ELEMENTARY SCHOOL
- HIGH SCHOOL
- MIDDLE SCHOOL
- PARK

Table 6-1: General Comparisons Between the Land Use Plan Map Designations and Zoning Designations

Land Use Plan Designation/Purpose:	Density (DU/Acre)	Comprises these Zoning Districts:
Agricultural (A): Very large lot areas for commercial agricultural and dairying operations that should be compatible with adjacent uses or buffered. Areas that allow for large animals. Homes may be clustered on smaller lots to preserve agricultural land and open space, provided the overall density remains unchanged.	.05 to .2 d.u./ac.	A-20 A-10 A-5 RA-5
Estate Residential (EST): Approximately 1 acre to 2 acre lots that have a rural, almost agricultural character, but are actually too small to farm efficiently. This density will give an impression of open space. Homes may be clustered on smaller lots to preserve open space and a density bonus may be granted for the open space preserved.	.45 to 1.16 d.u/ac.	RA-2 RA-1 R-1-40 R-1-30
Very Low Density Residential (VLD): Approximately ½ acre lots (2 units per acre). Essentially a large-lot zone. This designation may also be considered for application of the Bonus Density program.	1.5 to 2.5 d.u./ac.	RA-1/2 R-1-15
Low Density Residential (LD): Approximately 3 to 4 units per acre. This is the typical density of most single-family type developments in Washington City. Low Density is the predominant residential land use in the General Plan.	3 to 4.5 d.u./ac.	R-1-12 R-1-10 R-1-8
Medium Density Residential (MD): Approximately 5 to 6 units per acre, this density allows traditional neighborhoods with smaller lot single-family homes and duplexes. This density could also be attained by mixing townhomes and small apartments with slightly larger lots or open space.	5.5 d.u./ac.	R-1-6 R-2
Medium High Density Residential (MHD): Approximately 7 to 12 units/acres. This density allows townhomes and small apartments/condos. Medium High Density may serve as a transitional zone between mixed-use areas and medium density residential areas.	7 to 12 d.u./ac.	MH (mobile home) Additional zoning not yet established.
High Density Residential (HD): Approximately 15 units/acre. Typically appropriate for areas adjacent to major roads, commercial, and other areas conducive for higher density (apartments or condominiums) development. High Density is not appropriate adjacent to single-family developments, except as smaller building types, such as 4 to 6-unit apartments, for example, that can have a single-family residential scale.	13 to 16 d.u./ac.	R-3
Parks (P): Public recreation areas, including sports fields and playground areas.	N/A	Public parks may be allowed in all zoning districts.
Open Space (OS): Permanent open space, but also allowing limited development activity, such as gravel extraction, golf course development, livestock grazing, recreational facilities, and public utilities.	N/A	Open Space
Civic (CV): Schools, churches, libraries, fire stations, or similar public facilities.	N/A	Public facilities may be allowed in all zoning districts.

Land Use Plan Designation/Purpose:	Density (DU/Acre)	Comprises these Zoning Districts:
Neighborhood Commercial (NCom): Small commercial businesses catering primarily to users from their surrounding areas: buildings should be small-scale to relate to surrounding residences. Uses include convenience stores, gas stations, restaurants, professional offices, and video rentals. Neighborhood Commercial is often located at the intersections of neighborhood and arterial streets to take advantage of higher traffic volumes. A mix of uses is encouraged, in the form of residences over shops or businesses.	7-12 du/acre	AP C-1
Historic Downtown Commercial (Mixed Use) (HCom): A designation intended to promote a pedestrian-oriented "main street" commercial area. It is specifically targeted for the Telegraph Road, historic downtown area. This designation encourages a mix of uses in the form of retail shops and offices, combined with residential uses on the 2nd level.	7-12 du/acre	Additional zoning not yet established
Community Commercial (Mixed Use) (CCom): Includes a large range of commercial uses. A mix of uses is encouraged, in the form of apartments, condominiums, or offices over shops and businesses.	7-12 du/acre	C-2 C-3
Airport (AP) Future airport site.	N/A	Airport (not yet established)
Airport-Supporting Business Park (ASBP) Well-landscaped business park accommodating needs of freight forwarding, airline support industries, and generally compatible businesses with low generation of traffic trips. Outside storage of equipment and materials is limited in this area to fully screened enclosures. Stand-alone/destination retail uses are prohibited.	N/A	ASBP (not yet established)
Airport Vicinity Industrial (AVI) Various light manufacturing, industrial and commercial uses normally allowed in the Industrial and General Commercial Zones, except for those uses that would be considered Regional Commercial uses, such as shopping centers and "big-box" stores that would draw high concentrations of retail customers and generate large numbers of daily traffic trips within the Airport Vicinity.	N/A	AVI (not yet established)
Airport Mixed Use Commercial-Residential Commercial, residential or mixed commercial and residential development. Various airport supporting commercial uses for the Airport Supporting Business Park, the Airport Vicinity Industrial uses, as well as the potential development of any residential community. The suggestion for encouraged land uses within this designation would be shops, restaurants, offices, banks, and hotels.	1-4 du/acre	C-RM (not yet established)
Regional Commercial (RCom): Shopping centers, "big box" stores, and commercial centers that cater to, and are dependent upon, clientele from a regional service area.	N/A	C-2
Industrial (I): Various manufacturing and industrial uses. Areas should be away from residential developments and near major arterial roads, particularly I-15 and the Southern Corridor.	N/A	I
Business (B): Well-landscaped business and research parks accommodating the needs of light manufacturing and various business offices. Outside storage of equipment and materials is not usually allowed in this area.	N/A	AP Additional zoning not yet established.

In general, designations in the Land Use Plan are intended to reflect existing zoning—where zoning has been applied and development has occurred, or where the character of the surrounding area is relatively established and conformance with existing zoning would be logical. The exceptions to this principle, where the General Plan suggests land uses that are different from existing zoning, are found where: (1) there is increased development potential, or (2) a change in development type will best fulfill the goals and objectives of the General Plan. Examples include:

- Land that is anticipated to eventually be converted to a higher use (e.g., agricultural land in the Fields);
- Land that is not compatible with the proposed public uses (e.g., land adjacent to the Southern Corridor, or within the proposed airport operations area); and
- Areas where the surrounding land uses have transitioned so as to make the original designation no longer compatible (e.g., small, isolated areas of industrial land surrounded by residential land).

The following sections expand on and describe key concepts related to the basic land use descriptions provided in the table above. Chapter 8 provides even more specific descriptions of the proposed land use concepts for each of the major sub-areas of the City.

6.3 Agricultural

In responding to the Opinion Survey associated with the General Plan update, Washington City residents expressed strong support for the preservation of the Fields' agricultural area. After many discussions with property owners, farmers, and others, the City has reluctantly concluded that it is impractical, over the long-term, to preserve the Fields as agricultural open space. Difficulties in long-term agricultural use include: the relatively low productivity of the soil, the need for substantial pressurized irrigation water to sustain farming in this area, the economics of crops suited to the land, and the increasing conflicts between agricultural and residential development. In the Fields, numerous pockets of residential development have been allowed to develop throughout farm fields. The resulting "patchwork" of development is creating conflicts and making it increasingly difficult to continue farming. Large-lot estates are not necessarily the answer because avoiding weed infestations requires either extensive amounts of water to sustain plant cover or continual maintenance, or both.

Figure 6-1: Residential pockets encroach into the Fields, raising property values and creating conflicts with agricultural practices.

Instead, the General Plan recommends a variety of initiatives to preserve the open space characteristics and open "feel" of the Fields:

- preserve agricultural uses as long as practicable;
- provide incentives to cluster development to preserve open areas (see the Bonus Density program recommendations below);
- create larger setbacks along major roadways, with rail fencing; and
- the acquisition and development of major park facilities in the Fields.

AGRICULTURE POLICIES

1. The City supports and encourages the continued use of farmland for agricultural purposes. Productive agricultural land is a limited resource of both environmental and economic value, and should be conserved and preserved as long as possible. Preservation and enhancement of a rural lifestyle is also an important component of the cultural, social, and aesthetic well-being of the region. The City encourages land use practices that preserve parcels of agriculturally-productive land.
2. The City also acknowledges that it is unlikely that agricultural uses in the Washington Fields area will be able to be preserved in perpetuity. Instead, the City will work actively to preserve the "look and feel" of the openness characteristic of the Fields.
3. Conveyances for irrigation and "tail water" must be maintained through developing areas as long as required by agricultural uses upstream or downstream from the development.

AGRICULTURE ACTIONS

1. Create a strong right-to-farm ordinance to encourage farming for as long as practicable.
2. Explore the creation of new land use zones to protect rural and agricultural lands. Example zoning designations could be: Rural Conservation (RC), Rural Residential (RR), Density Exchange Option (DEO), and Cluster Exchange Option (CEO). These zoning designations are designed to preserve farmland and environmental resources, and to encourage subdivision design that better fits into a rural landscape.

6.4 Residential

6.4.1 Feathering Densities

In order to avoid conflicting adjacent land uses, the General Plan proposes gradual transitions ("feathering") between densities throughout the City. Under the philosophy of feathering densities, adjacent densities are generally proposed to be no more than one category higher or lower in density. For example, medium density may be found adjacent to medium high density or low density. Creating medium density areas adjacent to high density areas or very low density areas should be avoided. When large density "jumps" cannot be avoided, they need to be mitigated by creating buffer transitions, such as: increased setbacks between the uses, gradual changes in building mass, significant landscape planting, etc. The residential uses adjacent to commercial, industrial, or business uses should generally be designated as medium high density or high density.

Figure 6-2: A "jump" in land use (business adjacent to single family) only partially buffered.

6.4.2 *Mixed Densities*

It has been a standard practice for many years, throughout the U.S., to assign a single density to a parcel, which is then often developed with a single unit type. The General Plan encourages residential neighborhoods that contain a mix of densities and unit types—to provide the vitality, variety, and sense of community that exists in older parts of Washington City (and many other western heritage communities).

A mix of densities allows families and individuals in different life stages (young families, empty-nesters, retirees) to co-exist in neighborhoods. It also permits families that have established long-term ties to a neighborhood or location to find larger and smaller homes as they change life stages without having to move to another part of town.

It is intended that the density of a neighborhood should average within the density range of the Land Use Plan listed in the Comparison table. Thus a neighborhood may include both slightly high density, and slightly low density unit types that will average out to the designated density for the area.

Techniques for Mixing Densities

Figure 6-3: Townhomes with a single-family appearance adjacent to a corner duplex.

Figure 6-4: 4-unit condominium designed to look like a large single-family home.

Figure 6-5: Apartment over a garage can provide starter housing for young families.

Figure 6-6: This 10-unit apartment is located amid large single-family homes.

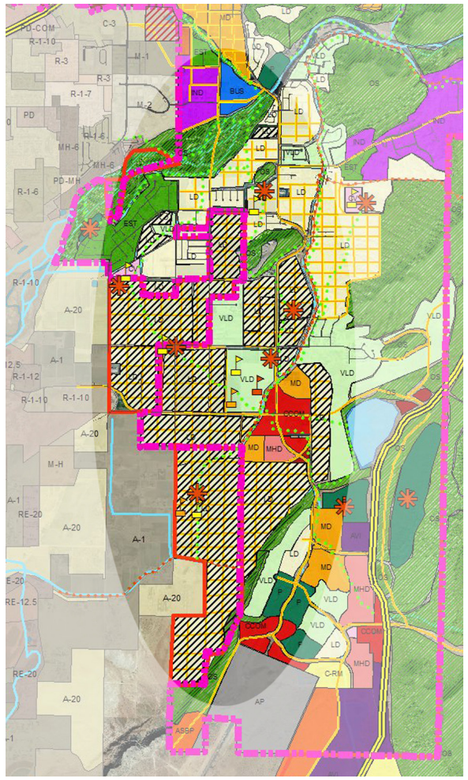


Figure 6-7: Washington Fields area with hatched Bonus Density designation.

6.4.3 *Bonus Density Incentive Areas*

There are two large, relatively undeveloped areas of Washington City, that have significant development potential and hold the keys to meeting many of the City's goals and objectives—they are the Fields south of the Virgin River, and the Green Spring area north of I-15. These general areas are given a specific Bonus Density overlay designation on the Land Use Plan Map. In order to achieve community design and planning objectives through incentives rather than regulations, a Bonus Density program is envisioned to incorporate the following concepts:

- The land is initially assigned a base density of 1 dwelling unit per acre.
- A land owner or developer may be granted additional density increases through meeting a variety of pre-defined objectives relating to high quality design and provision of public amenities.
- The planning and design objectives might include:
  - Land for public parks, trails and open space (along major roadways)
  - Developing finished parks
  - Interconnectivity, between adjacent developments, of road and trails
  - Mixed density
  - Affordable housing
  - Fronting streets with buildings (rather than walled streets)
- Achieving all of the objectives, to a maximum degree, might qualify the developer for an increase of as much as 150% over the base density.

RESIDENTIAL POLICIES

1. Single-family detached housing is expected to continue as the dominant style of residential development.
2. The City encourages higher density development in proximity to existing amenities and support facilities such as major roads, schools, shopping, and employment areas.
3. The City encourages variety in the housing types in each neighborhood to avoid sameness of appearance. Large developments of a single unit type or design should be avoided. For example, the City encourages manufactured housing that has a traditional appearance (as opposed to mobile homes).
4. Higher density housing should be dispersed throughout the community-rather than concentrated in large aggregations.
5. Density transitions between adjacent properties should be gradual, not exceeding one density category of the General Plan unless unfeasible. Where density transitions must be greater than one category difference, the transition is to be accomplished within the property, or mitigated through similar building design, increased setbacks, landscape buffering, or other means acceptable to the City.

RESIDENTIAL ACTIONS

1. Amend the Zoning Ordinance and Zoning Map to be consistent with the General Plan land use categories and Land Use Plan Map (See Section 6.5, Open Space, below).
2. Provide a means to achieve mixed density neighborhoods.

Start by changing the PUD ordinance from a zone to a process, based on the underlying zoning. Create development standards that will guide the PUD process to permit a mix of densities in any zone. Eventually, after gaining experience with mixed density development issues, amend the Zoning Ordinance to allow, as a use-by-right, a mix of residential densities that will result in an average density equal to the zoning designation. Develop design guidelines to encourage dwelling unit design that will blend various density types compatibly with each other and with their surrounding neighborhoods (e.g., small apartments can be designed to blend inconspicuously into low density neighborhoods).

3. Appoint a committee to work under the direction of City staff to develop the Bonus Density program. Use the program devised in the Town of Ivins as a general model.

6.5 Open Space

In its broadest sense, open space is land that is not used for buildings or structures, and is a respite from development. Open space is farmland, mountains, river bottoms, and mesa top vistas. It may also be parks, cemeteries, golf courses, and tree lined streets. Washington City is surrounded by vast areas of open space. However, permanent, accessible open space within the community is equally important to the citizens' quality of life. Open space must not be viewed merely as land left over after development, or land waiting to be developed. It is an essential element of the character and livability of a City.

From the responses to the General Plan opinion survey, it is clear that the preservation of permanent open space is among the most important issues facing Washington City today. Respondents indicated that they desire preserving open space and places for people to play, hike, and bike. Approximately two-thirds of the survey respondents felt that it is important to preserve the City's remaining ridges and hillsides, even if it is private property.

Significant portions of the land in Washington City consist of steep slopes with grades of over 25%. Because of the difficulties associated with developing steep slopes, these lands have been designated as open space. Many of the hillsides and ridgelines in Washington City have also been designated as open space in order to preserve the striking backdrop of Washington City. Other areas within the City that have been designated as open space are lands that lie within floodplains, primarily along the Virgin River. Several major drainageways have also been designated as open space to mitigate against the impacts of flooding and to enhance the environmental quality of the City.

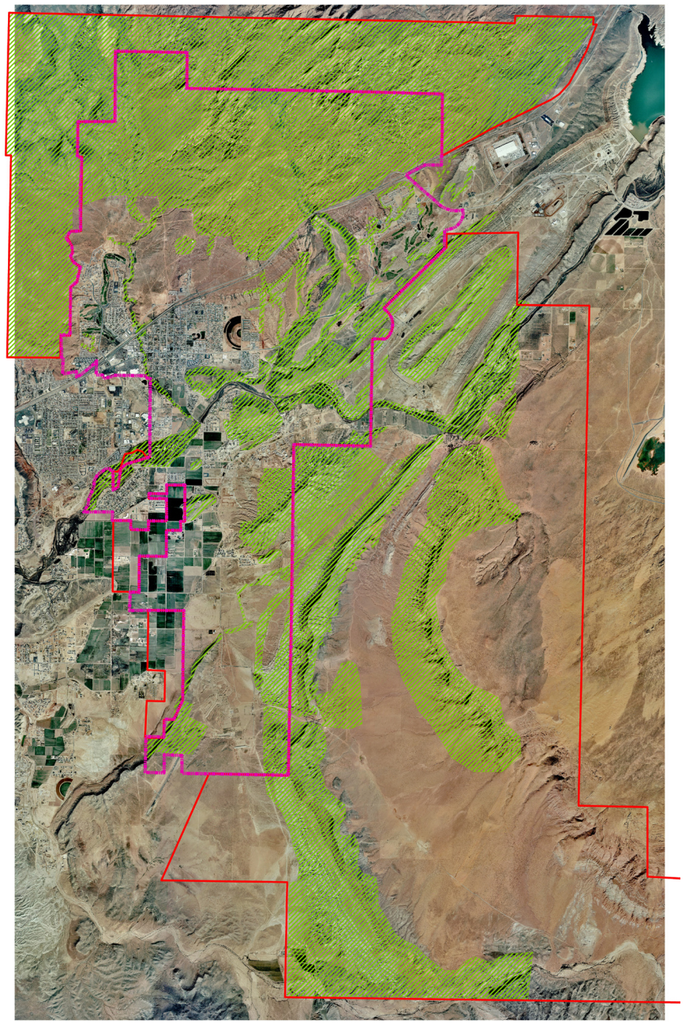


Figure 6-8: Areas designated as Open Space includes steep slopes, floodplains, prominent landforms and the habitat conservation areas.

To preserve Open Space, to provide "places for people to play, hike and bike," the Plan recommends:

- Zoning that allows density to be transferred to areas not designated as open space;
- An incentive program to encourage land owners and developers to cluster development and preserve land for parks, schools, and trails;
- Public acquisition of large tracts for community parks; and
- Large development setbacks from roads, with open fencing (rather than walls) to preserve a "feel" of open space.

OPEN SPACE POLICIES

1. The City places a high priority on protecting distinctive natural features that have a visual impact on the community (ridges, mesas, steep slopes, etc.), areas related to public safety (floodplains), and critical wildlife habitats, such as wetlands, which are important to maintain the balance of ecological systems.
2. New development and redevelopment should respect and incorporate existing environmental constraints and opportunities to assure growth will exist in harmony with, and enhance the area's natural environment and unique visual setting.
3. Land designated as Open Space on the Land Use Plan Map is to be preserved permanently from development and left in a natural state and/or used for recreational purposes, such as parks and pedestrian, bicycle and equestrian trails.
4. The City will enforce adopted floodplain regulations and encourage property owners to comply with other state and federal floodplain regulations. Where floodplains are not designated, new development should be set back a minimum of 50 feet from drainage ways and water bodies, both natural and man-made.
5. Land uses adjacent to plant and animal resources and habitat areas, particularly in association with water courses, water bodies, and potential wetland areas, will be carefully reviewed to minimize the effect of development and encourage habitat preservation.
6. The City will actively pursue the preservation of significant open spaces through voluntary dedications, conservation easements, fee acquisition, clustering of development, transfer of development rights, and other land preservation techniques.
7. The Open Space designations on the Land Use Plan Map are approximate, intended to trigger detailed analysis for compliance with the City's various ordinances related to open space (hillside ordinance, floodplains, threatened and endangered species, etc.).

OPEN SPACE ACTIONS

1. Strengthen the Hillside Protection Overlay Zone to achieve the City's goals and objectives. Consider: providing specific slope limits for various density ranges, establishing a definition of very steep slopes where no development would be allowed; prohibitions against building on the crest of ridges (require a minimum setback), allowing narrower road widths on hillsides (to reduce impacts), requiring the restoration of cuts and fills to a natural appearance, etc.
2. Amend the Open Space Zone in the Zoning Ordinance and the Zoning Map to apply only to land preserved as open space in perpetuity. For land with development potential, apply a zone that reflects the potential development level. For a temporary "holding zone," use an Agricultural designation rather than Open Space.
3. Require that construction activities within areas designated as Open Space on the Land Use Plan Map to first document that the development will not create adverse visual, environmental, and/or safety impacts.
4. Create flood hazard overlay zone districts based on FEMA maps and detailed flood studies conducted by property owners or others. Require minimum setbacks from drainageways and water bodies where floodplains are not defined. Require development proposals within the potential flood hazard zones to provide adequate documentation to the City that the development will not increase flood impacts on downstream or upstream property owners.
5. Analyze potential tools for preserving open space (bonus density incentives, transfer/purchase of development rights, promoting tax benefits of conservation easements, appropriate criteria for condemnation, etc.). Present recommendations to the Planning Commission and City Council for action.

AREAS DESIGNATED FOR OPEN SPACE PRESERVATON INCLUDE:

- Steep slopes and ridges
- Floodplains
- Geologic features
- Agricultural "look and feel"

Figure 6-9: Airport Ridge, an example of a steep slope ideal for open space preservation designation.

Figure 6-10: Steep slopes: the escarpment below the new airport site.

Figure 6-11: The Virgin River floodplain.

Figure 6-12: Open fencing and setback that characterize the desired objective for the Washington Fields.

Figure 6-13: Geologic features; a picturesque rock outcrop near Milepost 13.

6.6 PARKS, RECREATION AND TRAILS

6.6.1 PARKS AND RECREATION

Parks and recreation facilities are important aspects of a liveable community. They provide opportunities for relaxation, stress relief, socializing, exercise, and skills improvement. They also provide open areas as relief from development, and provide shade and color to the appearance of the City. Less obvious, but no less important, parks and recreation are important economic development tools for a community. A good park and recreation system can help attract both businesses and workers to Washington City. In special circumstances, recreation facilities can also be a source of revenue. Some communities have assembled athletic fields and facilities that attract regional and national tournaments—generating significant sales taxes from players and spectators.

The City currently has three primary parks, several planned parks, and existing and planned athletic fields. This comprises approximately 83 acres of parks. Comparing parks to the current City population (currently estimated at approximately 15,000) gives a Level-Of-Service ratio (LOS) of 5.5 acres per thousand population. The City has adopted a target LOS of 6 acres/thousand. At this LOS the City needs approximately 7 additional acres of parks to meet current needs. For a potential buildout population of 80,000, the City will need approximately 400 additional acres of parks (a total of 480 acres).

Typically, these parks will be developed in more than one park type and size. Washington City has established two basic park types: Neighborhood Parks and Community Parks.

Neighborhood Parks are usually 3 to 10 acres in size, and serve a population within walking distance (1/4 to ½ mile). They typically have a playground, an open turf play area, often a basketball and/or tennis court, and picnic facilities. Heritage Park at Coral Canyon is a good example of a Neighborhood Park.

Community Parks are typically 20 to 40 acres in size, more oriented toward sports fields and larger group activities—soccer/softball/baseball fields or complexes, large group pavilions, and can have a passive, natural area as a component. They are generally drive-to facilities and usually include parking lots. Although small in size for a community park, City Park or the City Ball Fields fall more into this category.

In many communities, neighborhood parks are the responsibility of new development, to match the demand created by the development. If the development doesn't design a park of at least 5 acres, a payment to the City equal to the cost of land and/or park (fee-in-lieu) is often permitted, and the City constructs a park when sufficient funds are assembled.

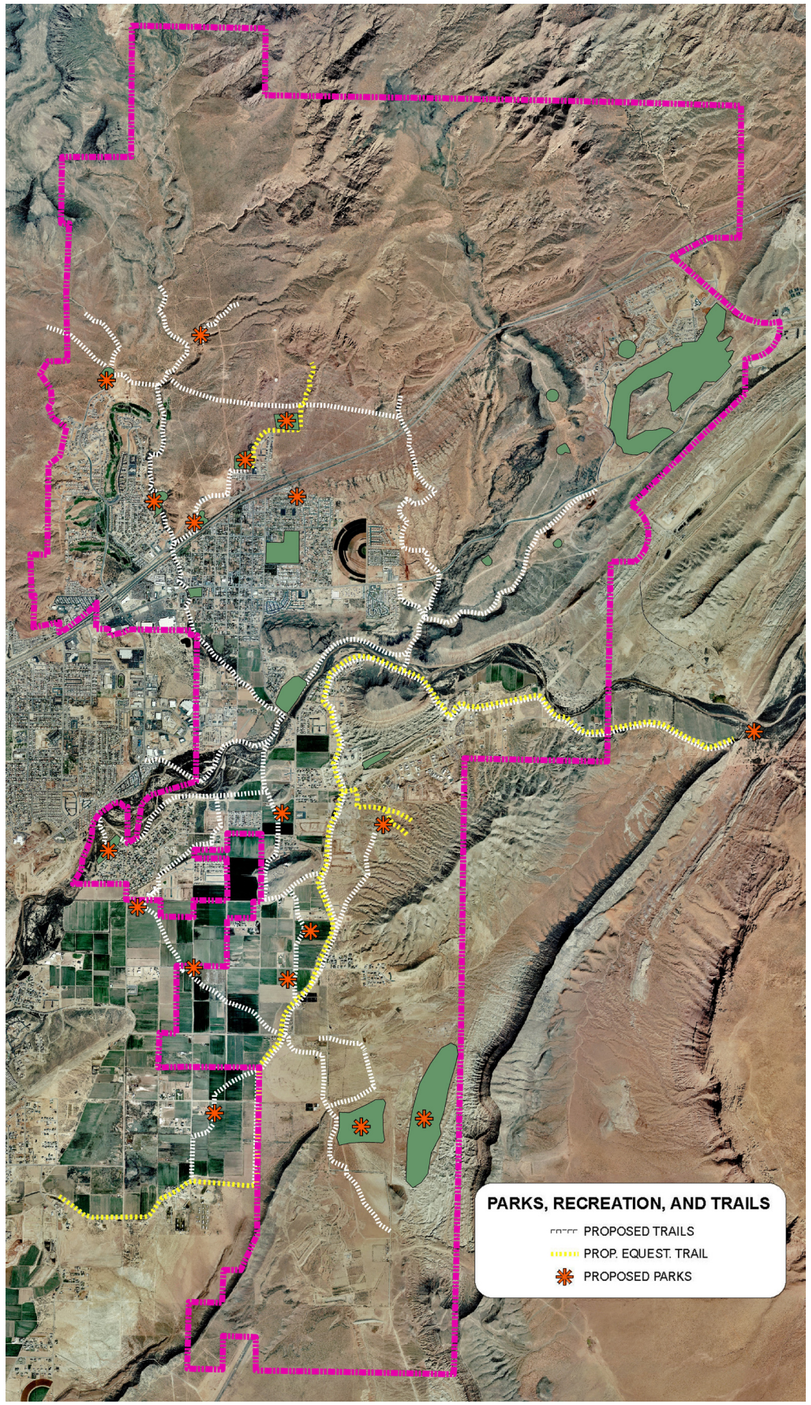


Figure 6-14: Existing parks, trails and approximate proposed locations for future parks and trails.

What Does a Neighborhood Park Cost?	
Neighborhood Park LOS:	3 acres/thousand population
Population required for 5-acre park:	1,700 persons
Homes per 5-acre park (2.88/home):	590 homes
Land cost per 5-acre park:	$500,000 ($100,000/acre)
Development cost per 5-acre park:	$600,000 ($120,000/acre)
Total cost for 5-acre park:	$1,100,000
Actual cost per home:	$1,864/home

EXISTING PARKS
City Park (4 ac.)
Nisson Park (4 ac.)
Heritage Park @ Coral Canyon (10 ac.)
City Ball Fields (10 ac.)
PLANNED PARKS
Green Spring Park (7 ac.)
Virgin River Soccer Fields (17 ac.)
Pine View Park (7 ac.)
The Boilers Park (4 ac.)
Overlook Park (10 ac.)
Mill Creek Gorge (4 ac.)
Quail Ridge Park (6 ac.)
TOTAL PARK ACREAGE: 83 ACRES

Figure 6-15: City Park (near City Hall).

Figure 6-16: Hot spring to be developed as "Boilers Park".

Since community parks typically serve more multiple neighborhoods/ developments, they are typically developed by the City.

To achieve the target LOS, goals will require acquiring the necessary land and then funding the actual development. Acquiring 5-acre (or larger) park sites is much easier to accomplish where land is developed in large ownerships (such as the SITLA property). Where land is held and developed in relatively small parcels, this is more challenging—a park parcel may consume all or a significant portion of an individual property. Advanced planning and coordination with land owners is required to avoid conflicts with individual land planning.

The General Plan designates a very general distribution of parks. Wherever possible, parks are recommended to be located near, or in conjunction with, schools. Several large park parcels (potential athletic fields) are indicated on land that might be acquired from the Bureau of Land Management (BLM) through the Recreation and Public Purposes procedure. The park allocation of the General Plan should be refined through an update of the City's Parks and Recreation Master Plan, and the General Plan subsequently amended accordingly.

How can these parks be acquired?

The City currently assesses $1,000 per new home as a park impact fee. These funds are set aside for the acquisition of park land and the development of parks. As shown by the calculation in "What Does a Neighborhood Park Cost?," this fee offsets only part of the cost of Neighborhood Parks required for the target LOS. The remaining cost for Neighborhood Parks, and all of the cost of Community Parks, are funded out of the general tax revenues of the City.

It is recommended that the City reevaluate the current park dedication impact fee, and begin now to budget for both Neighborhood and Community Parks that will be needed in the coming years.

Figures 6-17 & 6-18: Nisson Park. (Left to right) A relaxed setting and the playground area.

6.6.2 *Trails*

The City has designated three major trail corridors: the Virgin River and Mill Creek for pedestrian trails, and the Washington/St.George Canal as a regional equestrian trail. Sections of the the Virgin River and Mill Creek trails have been or are being completed.

In addition to the above trails, several new trails are proposed in the General Plan to connect neighborhoods to the three major trail corridors, as well as to open space and other community destinations (schools, parks). North of I-15, these trails are generally located in washes and drainages (that are likely to be kept open), and follow the boundaries between land uses. South of the Virgin River there are few topographic or hydrologic features to give a trail structure. Therefore, a schematic trail network is proposed to provide a basic framework into which individual properties could tie.

PARKS, RECREATION AND TRAILS POLICIES

1. The City will endeavor to ensure that adequate parkland is provided in appropriate locations to equitably serve the broadest possible spectrum of recreation needs, distributed to serve the community conveniently and with a minimum of overcrowding and overuse.
2. Ensure that adequate park facilities are provided for existing and future residents. The City should adopt an overall parks level-of-service (LOS) of 6 acres per thousand population. This is divided between Neighborhood Parks (3 acres per thousand) and Community Parks (3 acres per thousand).
3. All new developments should provide finished Neighborhood Park facilities, or fees-in-lieu, to meet the LOS target for Neighborhood Parks. Neighborhood Park dedication requirements (or fees-in-lieu) shall be based on the actual cost to the City for developed parks. Parks should be located and designed to encourage frequent use and presence of people throughout the day.
4. The City will assume primary responsibility for the acquisition of land and development of Community Parks.
5. New developments should provide for the connectivity of trails (off-street trails and/or detached sidewalks) with existing and potential adjacent development. It is intended that this connectivity will provide recreational routes for pedestrians and bicyclists, as well as routes to major activity centers to reduce dependence on motorized transportation.
6. The City supports the development of portions of school sites as public parks, with shared maintenance, so long as adequate public access is maintained.

Figure 6-19: Construction begins on the Mill Creek trail adjacent to Nisson Park.

PARKS RECREATION AND TRAILS ACTIONS

1. Update the Parks and Recreation Master Plan. Develop a vision and goals for the park system. Refine the advanced identification of needed park sites and prioritize a systematic approach to acquisition that will meet the adopted LOS target. Amend the General Plan accordingly.
2. Analyze the actual cost of development cost of Neighborhood Parks and work with the City Council to establish an appropriate, equitable dedication/fee-in-lieu requirement.
3. Develop minimum size requirements and construction standards for parks constructed by developers.
4. Establish a 10-year capital improvements plan for Community and Neighborhood Parks, coordinated with growth projections and impact fees. Update the 10-year CIP annually.
5. Approach the BLM regarding potential R&PP acquisitions. Explore the potential of land exchanges to acquire parks needed in non-BLM areas. Include park acquisition in negotiations for BLM rights-of-way for the Southern Corridor.
6. Prepare a consolidated trail plan that connects neighborhoods to schools, parks, open space, the Virgin River, Mill Creek, Washington/St. George Canal, and other important community destinations. Designate on-street bike lanes only where off-street paths are not feasible to link key destinations.
7. Ensure adequate buffers adjacent to and around all trail corridors.
8. Explore with the School District joint development of Schools and City park sites to reduce the cost of both schools and parks.

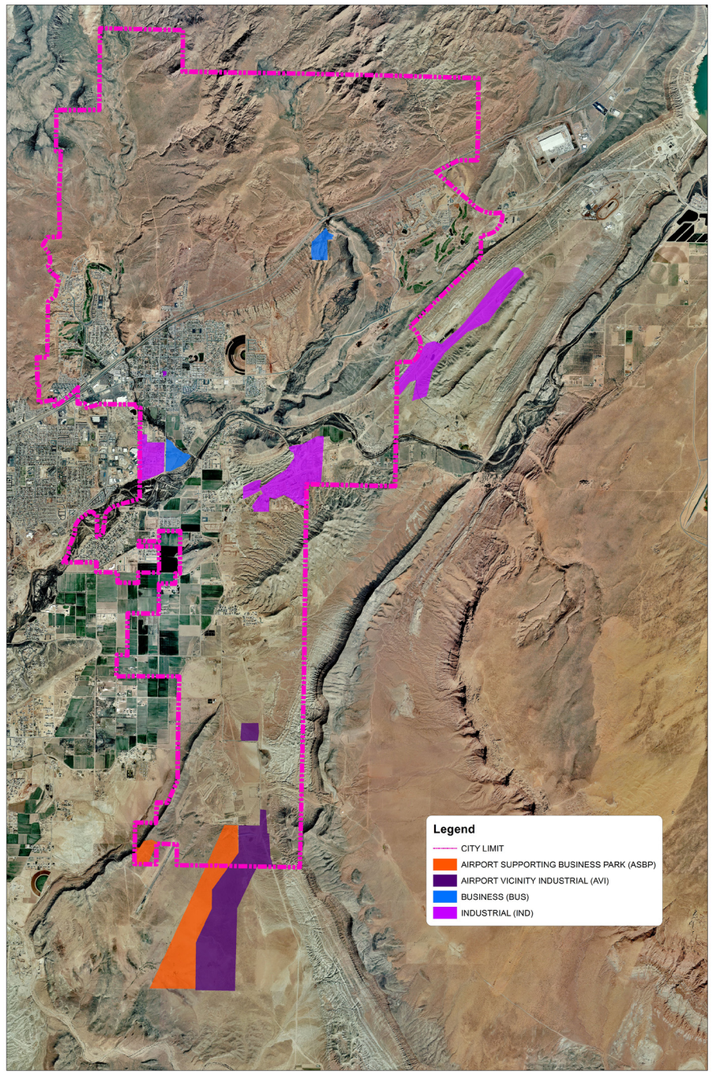


Figure 6-20: Areas designated Business/Industrial.

6.7 Business and Industrial - Employment and Economic Development

One of the key goals of the General Plan is to broaden the employment base of the City. The Washington County Economic Development Council has created a Strategic Plan for the region. It entails a coordinated effort by many different partners: the various cities and towns, the School District, Dixie State College, chambers of commerce, utility providers, and others. The strategy is extremely broad-based and includes a number of steps that are addressed by the City in the General Plan, including:

- creating an inventory of land for business and industrial uses;
- promoting public transportation;
- providing more opportunities for more affordable housing for workers;
- preserving land for school development; and
- encouraging donations of school sites.

With regard to the first item above, business and industrial land use designations have been significantly expanded in the General Plan. Business and industrial uses have been continued in most areas that were previously zoned industrial. These include areas south of the downtown and along Washington Dam Road. Significant new business and/or industrial uses have also been proposed, including areas adjacent to the new airport, along the future Southern Corridor as it passes between the Warner Ridge and the Washington Dome, and in the valley east of and adjacent to the landfill. A new business park is also proposed south of I-15 in the regional commercial portion of SITLA's Sienna Hills development, which is also reflected in the Land Use Plan Map. Business uses have been proposed adjacent to several of the areas to serve as a buffer between residential uses.

6.7.1 Business/Industrial Uses at the New Airport

To establish appropriate land uses for Washington City lands in the vicinity of the St. George replacement airport, Washington City participated in the development of the St. George Airport Vicinity Land Use Plan. The process was directed by a multi-agency Planning Task Force comprised of representatives from the City of St. George, Washington City, Washington County, Mohave County (Arizona), Five County Association of Governments and the Utah Department of Transportation.

The Task Force identified planning priorities, reviewed and addressed the area's topographic limitations, standards of flight safety and noise compatibility, as well as existing developments, the ground circulation (roadway) framework, and the proposed land use designations in the areas immediately adjacent to the airport site. Property owners also voiced concerns regarding the potential limitation of ground circulation access and land use designations in the airport vicinity. The Task Force specifically identified the following points as priorities in shaping the Draft AVLUP:

1. Land use and development standards based on safety.
2. Acknowledgment of existing General Plans and entitlements.
3. An Airport Supporting Business District with unified design standards.
4. Extended vicinity to be an extension of the surrounding communities.

The Task Force recognized the desirability of enhancing and protecting the areas immediately adjacent to the airport site, while still allowing for appropriate development flexibility in the areas further to the east. This resulted in three areas of refined land use designations:

- Airport-Supporting Business Park
- Airport Vicinity Industrial
- Mixed Use Commercial-Residential

Each of these three areas has specifically refined land use categories that are encouraged, allowed and restricted within their defined areas. Standards for all relevant jurisdictions will apply. Uniform Design Standards will be applied to visually unify the Airport Site with the adjacent Airport Supporting Business Park and Airport Vicinity Industrial areas.

In Washington City there are 117.1 acres within the airport vicinity that are within the designated area of the Airport Supporting Business Park.

Figure 6-21: The General Plan designates significant areas for job-producing land uses.

There are also 601.5 acres of Agricultural designated property in Washington County within the area designated for Airport Supporting Business Park that will ultimately be annexed by either St. George or Washington City.

The intent of the Airport-Supporting Business Park designation is to specifically encourage and accommodate the needs of airline support industries and generally compatible businesses. The objective would be for the entitlement process to encourage those businesses that would benefit most from close proximity to the airport. While other compatible, non-aviation related businesses would also be allowed, any high traffic generation uses, such as destination retail, should be discouraged, or allowed only as part of a conditional planning approval process.

The Airport Vicinity Industrial designation is assigned to the 536-acre area (132 in Washington City and 404 Washington County) to the east of the Airport Supporting Business Park. This designation encourages a mix of industrial uses of varying levels of intensity while allowing opportunities for general commercial uses as well. The objective would be to allow some flexibility for market driven non-residential developments.

Mixed Use Commercial-Residential applies to the 579.3 acres east of the Airport Vicinity Industrial designation, between the Southern Corridor alignment and Warner Ridge, as well as 33.9 acres within the Grove development. The purpose of this new land use designation category is to allow for commercial, residential or mixed commercial and residential development in direct response to market demands for uses in this area. The preferred location for residential development would be at the far southeast side of the airport nearest to the base of Warner Ridge.

Design and Development Standards for all developments within the designated area for the Airport Supporting Business Park and Airport Vicinity Industrial will apply equally to the airport itself, all on-airport facilities, and all off-airport businesses. To create aesthetic continuity and strong "visual identity" for the Airport Vicinity, the Design and Development Standards establish visual consistency standards that can be equally effective with both lower budget and higher budget developments.

Design Policies

Airport Vicinity Design and Development Standards
Design and Development Standards will apply to all developments within the designated Airport Supporting Business Park and Airport Vicinity Industrial areas to create aesthetic continuity and a strong "visual identity" for the Airport Vicinity. The general theme and character of developments should reflect the colors and textures of the natural surroundings as well as the traditional architectural elements of the surrounding communities.

Airport Vicinity Design Standards will be developed to address the following characteristics:

- Building heights and lot coverage ratios
- Roofing materials and colors
- Building surface and glazing colors
- Facade standards for all "exterior" building faces
- Parking and pedestrian interface standards
- Landscape and lighting standards
- Business and district identity signage

Proposed colors, materials, building mass, and signage will all be reviewed as part of the permit and approval process for new developments.

The other strategy items listed above are addressed in other sections of the General Plan.

BUSINESS/INDUSTRIAL POLICIES

1. The City supports and encourages efforts to retain and expand existing businesses within the community. For its part, the City will strive to designate suitable land, in appropriate locations, to attract a significant increase in new business and industrial uses to the City.
2. The City recognizes that the new airport will be an important resource to attract business and industrial development to Washington City and the region. The City will take all reasonable steps to help assure the success of the airport.

BUSINESS/INDUSTRIAL ACTIONS

1. Monitor infrastructure services to business and industrial sites.
2. Provide necessary planning support to the designation of appropriate business and industrial land uses in conjunction with the new airport and the Southern Corridor.
3. Work with the Washington County Economic Development Council to seek federal and state funding for development of business and industrial sites.
4. Develop business retention program.

6.8 Commercial

Washington City's existing primary commercial areas include:

- Milepost 10 (Green Spring/I-15)
- Telegraph Road, east of Mill Creek
- Coral Canyon/SR-9
- I-15 North Frontage Road

These areas are envisioned to continue and to expand. Milepost 10 (the intersection of Green Spring Drive with Telegraph Road, I-15, and the north frontage road) is anticipated to remain one of the City's primary "big box" commercial centers. Telegraph Road is anticipated to gradually become Washington City's traditional "Downtown" (see detailed description in Chapter 8). As residential development expands north of I-15, the North Frontage Road commercial area is expected to fill in and expand.

New commercial areas are expected at:

Milepost 13 South – SITLA's Sienna Hills development includes a super-regional commercial center south of I-15, east of Washington Parkway. This center is currently planned to include 1.1 million square feet of commercial uses, including a regional mall and additional free-standing retail stores, restaurants, etc. Immediately west of Washington Parkway is an area with existing commercial zoning that will also tie into the Milepost 13 commercial center.

Milepost 13 North – As development expands on the north side of I-15, a secondary commercial area is anticipated to occur in conjunction with the north entrance to the Milepost 13 interchange. The north side of the intersection will eventually serve a new, relatively large residential area.

3650 South/Washington Fields Road – In conjunction with significant development potential in the Fields and associated foothills to the east, a community commercial center is recommended. This center is located to serve both the southern portion of Washington City, as well as travelers to and from the nearby interchange on the Southern Corridor. In many respects, this commercial area will be a southeast gateway into Washington City. It is envisioned as a mixed use center that will include retail and professional services (dentists, dry cleaners, day care, professional offices, etc.), with residential uses in medium densities in and surrounding the center, and densities gradually "feathering" down to match surrounding developments.

Southern Corridor/Warner Valley Road– A very small neighborhood commercial area is envisioned in conjunction with the Southern Corridor/Warner Valley interchange. It will serve the surrounding business/industrial uses as well as the southern end of the Warner Valley when it develops far into the future. This center has been located

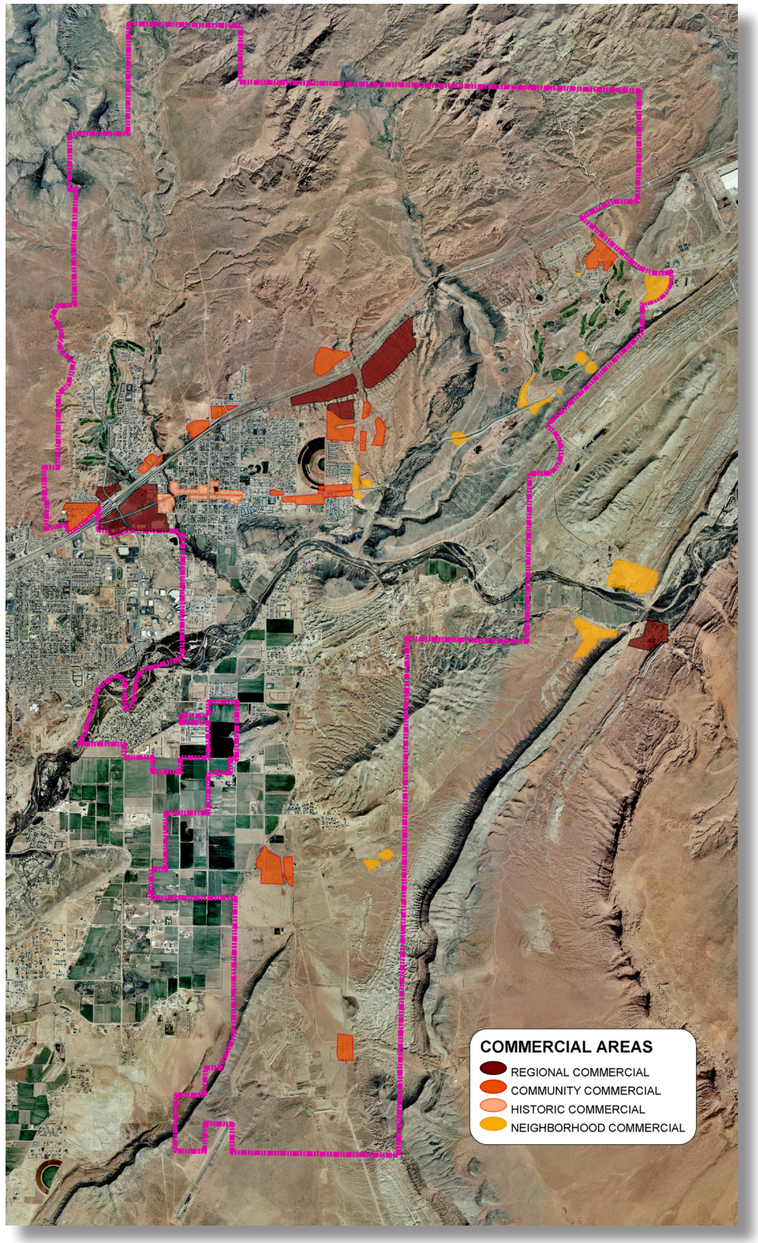


Figure 6-22: Various types of commercial uses designated within Washington City.

to avoid the flight operations area of the new airport. If it is determined that these uses are compatible (safety, noise) with the flight operations, the center could move further west.

Southern Corridor/Washington Dam Road – This neighborhood/commercial center will serve as the northeast gateway into Washington City, and could also provide commercial support to development north of the Virgin River in the area currently known as Sunrise Valley.

Scattered Convenience Commercial – Small, neighborhood-oriented commercial centers have not been indicated on the map, but are envisioned to occur at isolated locations that are less suitable for residential development (such as busy intersections), but that will support commercial uses, possibly office uses, and possibly combined with higher density residential uses. These centers are too small and numerous to be designated on the Land Use Plan Map and must be evaluated on a case-by-case basis. These centers should be designed to be in scale with adjacent residential buildings (one to two stories with pitched roofs) and be developed with adequate landscaping for the entire site and decorative walls to screen service areas from residential uses.

The above commercial uses have been designated on the Land Use Plan Map in the general categories described below:

6.8.1 Neighborhood Commercial

The Neighborhood Commercial District is intended to provide for the development of small commercial areas to serve the needs of neighborhoods and to provide locations for community facilities. These areas serve as focal points for pedestrian activities within neighborhoods and should be scaled in size to the surrounding neighborhoods. The Neighborhood Commercial areas are designed to serve limited sections of the Washington City population.

6.8.2 Community Commercial (Mixed Use)

This district is intended to provide a wide range of general retail goods and services for residents of the entire community, as well as businesses and highway users. The intent of this district is to facilitate convenient auto and pedestrian access, minimize traffic congestion, and give consideration to site and architectural aesthetics. Locations for this district require good access to major arterial streets and adequate water, sewer, and power. These areas could result in locations for affordable housing and the creation of unique pedestrian-oriented environments.

6.8.3 Regional Commercial

The Regional Commercial uses will host larger retail stores that could serve residents both inside and outside of Washington City. It can accommodate a wide range of commercial uses, including malls, "big box" centers, food and beverage establishments, offices, and hotel/motel accommodations. The uses will transition from the highway to adjacent lower density neighborhoods.

COMMERCIAL POLICIES

1. The City encourages a variety of retail and commercial establishments. General areas for regional, community, and neighborhood commercial businesses are indicated on the Land Use Plan Map.
2. Neighborhood-oriented retail uses should be located in compact areas, with collector road accesses, so that they can serve pass-through traffic as well a walk-to patronage from multiple adjacent neighborhoods.
3. Regional and super-regional commercial centers should be located with convenient access to major traffic corridors (I-15, Southern Corridor).
4. The City supports the creation of a traditional downtown in the vicinity of Telegraph Road and Main Street.

COMMERCIAL ACTIONS

1. Create a core retail zoning district for the Historic Downtown that allows primarily for retail uses on the first floor of buildings within the district, and service uses (i.e., professional offices, businesses) on the upper floors.
2. Explore incentives that will be effective in attracting retail businesses to the Historic Downtown. Consider the effectiveness of a parking district, on-street parking, pedestrian accommodations, tax incentives, low-interest loans, etc.
3. Work with SITLA and other adjacent land owners to create detailed standards for a regional (or super-regional) center to assure that it complements the other retail developments of the City, provides adequate access, and presents an attractive appearance to I-15.

Figure 6-23: The Milepost 10 Commercial area is heavily "big box" oriented for commercial uses.

7 Affordable Housing

At first glance, Washington City does not appear to have a shortage of affordable housing. There are a number of affordable types of housing: mobile home parks, small apartment buildings, and town house developments. Furthermore, in the General Plan opinion survey, the community does not seem to consider the lack of affordable housing a significant problem.

And yet, on closer inspection of detailed data, there are indications that a growing portion of Washington City is facing housing "problems"[7] (especially in the low and moderate income range), and that housing costs are increasing faster than incomes—which will create greater affordability problems in the future.

7.1 What Is Affordable Housing?

Affordable housing is generally defined as a housing payment (rent or mortgage) that does not exceed 30% of a household's gross monthly income (excluding utilities), and a home that is of a sufficient size to meet the needs of the household. The term is not synonymous with low-income housing, where, under most Federal programs for low-income housing, occupants pay 30% of their gross income for rent and utilities. If the housing payment exceeds 30% of the gross monthly income, the condition is known as cost-burdened housing.

The housing payments that are considered affordable vary according to local income levels. The median family income for Washington County, as determined by the US Department of Housing and Urban Development, was $45,900 in 2004. This Area Median Income (AMI) is further broken down by family size. The following table shows 2004 income limits for households earning various percentages of the AMI. For example, a 3-person family earning $34,000 per year would fall in the category of 80% of AMI. Typically, these income guidelines are used to establish targets for different local housing efforts. These income guidelines are also used by many agencies for other purposes, including qualifying for Private Activity Bond Allocations, Low Income Housing Tax Credits, Section 8 Rent Subsidy, and related housing programs. The income limits are adjusted annually.

Table 7-1: 2004 Median Family Income – Washington County

	Area Median Income Range				
	30%	**50%**	**80%**	**100%**	**120%**
1 person	$10,150	$16,950	$27,100	$33,900	$40,680
2 person	$11,600	$19,350	$31,000	$38,700	$46,440
3 person	$13,050	$21,800	$34,850	$43,600	$52,320
4 person	$14,500	$24,200	$38,700	$45,900	$55,080
5 person	$15,700	$26,150	$41,800	$52,300	$62,760
6 person	$16,850	$28,050	$44,900	$56,100	$67,320

Source: Department of Housing and Urban Development; RRC Associates, Inc.
Shaded row indicates the average household size in Washington City (3.0 persons)

"Affordable" Rents/Purchase Prices: The following table shows rents and purchase prices that would be affordable to the average household (approximately 3.0 persons) in Washington City, earning between 30% and 120% of the AMI. These prices generally reflect a two-bedroom (or larger) unit, given that a one-bedroom or smaller unit would typically not meet the needs of a three-person household and would be overcrowded. Estimated rents assume that 30% of the yearly household income is paid toward rent, and purchase prices assume 5% down with a 6.5% interest rate loan and 95% of the monthly payment going toward principle and interest. Note that purchase prices would be lower for residences with high Homeowners' Association fees.

Table 7-2: "Affordable" Rents and Purchase Prices Based on AMI Limits

3-Person Household, 2004					
	AMI Range				
	30%	50%	80%	100%	120%
Yearly Household Income	$13,050	$21,800	$34,850	$43,600	$52,320
Monthly Rent	$326	$545	$871	$1,090	$1,308
Purchase Price	$45,277	$75,635	$120,912	$151,271	$181,525

Source: Department of Housing and Urban Development; RRC Associates, Inc.

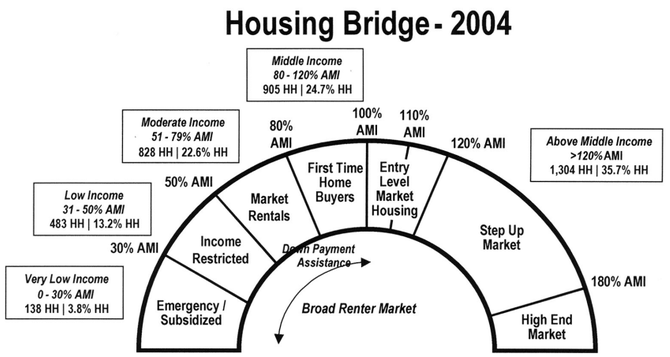
Washington City Households By AMI: It is estimated that in 2004 there were 3,658 occupied households in Washington City. As shown in the following table, about 40% of Washington City's households earn less than 80% AMI, 24% earn between 80 and 120% AMI, and 36% earn over 120% AMI. This varies by tenure, where renters are more likely than owners to earn under 80% AMI (55% of renters; 36% of owners).

Affordable housing strategies vary depending on the housing needs in different communities and the policies and goals established by these communities to support these needs. Customizing policies, goals, and programs to local conditions is an important component of any successful housing strategy.

The "Housing Bridge" illustrated below relates the AMI ranges to a

[7] *Definition includes: lacking complete facilities, crowded or paying more than 30% of income.*

spectrum of housing markets. The Housing Bridge depicts a strategy for providing housing that is affordable to each income range—thus supporting an economically-balanced community. The number and percentage of households in Washington City that fall into each AMI category are based on 2004 household estimates.



By graphically representing the types of housing that can best meet the needs of each income range, this diagram can be helpful in translating over-all estimates of housing units needed to specific programs and policies that target the housing needs within the community.

- At the lowest income levels of the diagram, homelessness and the threat of homelessness are important issues. Additionally, special populations who are unable to work (e.g., seniors and the disabled) may require assistance at the lower income levels. Affordability problems, especially for renters, may also be present among the working poor. As shown, about 17% of the households in Washington City earn less than 50% of the AMI, and 23% earn moderate incomes (50 to 80% AMI). These are typically households who would be eligible for different forms of housing assistance. In addition, these are often households earning roughly $8 to $13 per hour.

- As incomes near the median, households begin to approach the point where they can buy their first home (80 to 120% AMI). Policies at this level are typically designed to help bring homeownership within reach. Approximately 25% of the Washington City households fall within this income definition.

TABLE 7-3: DISTRIBUTION OF WASHINGTON CITY HOUSEHOLDS BY AMI RANGE: 2004

	Owners		Renters		Total	
AMI Range	**#**	**%**	**#**	**%**	**#**	**%**
<=30%	104	3.4%	34	5.4%	138	3.8%
31-50%	338	11.2%	145	22.6%	483	13.2%
51-79%	656	21.7%	172	26.9%	828	22.6%
80-100%	387	12.8%	90	14.0%	477	13.0%
101-120%	352	11.7%	76	11.8%	428	11.7%
>120%	1,180	39.1%	124	19.4%	1,304	35.7%
TOTAL	**3,017**	**100%**	**641**	**100%**	**3,658**	**100%**

Source: U.S. Census Bureau; CHAS; Utah Governor's Office of Planning and Budget; RRC Associates, Inc.

- Finally, at the highest levels, upper income groups fuel the market for step-up and high-end housing, where about 36 % of Washington City households are included in this income level.

7.2 HOUSING CHARACTERISTICS FROM CENSUS DATA

The 1990 and 2000 U.S. Census' were used to analyze in detail Washington City's housing conditions, and to compare them with Washington County and, in some cases, the state. Complete tables and graphs are contained in the attachments, where the tabular results presented below portray selected findings from the analysis. The numbers are generally self-explanatory, and it is relatively easy to identify areas where conditions in Washington City differ notably from those in Washington County as a whole or from those in the state. Some key findings from the analysis are presented below:

- Both Washington City and Washington County have had high residential growth rates in the 1990s (78% and 87%, respectively), particularly in comparison to the state as a whole (28%).
- About 12% of the existing housing units were vacant due to seasonal/recreational use units in both Washington City and Washington County. (Typically, as the percentage of units for seasonal use increases in an area, market values for rental and for-sale properties increase at faster rates than local resident incomes due to the higher incomes of second-homeowners and seasonal residents.)
- Homeownership rates are relatively high, and have shown little change between 1990 and 2000, in both Washington City and Washington County.
- The percentage of cost-burdened owners and renters is higher in Washington City than in Washington County (and the state of Utah), despite a higher ownership rate and lower rents/mortgages and housing values. (At issue may be the lower household incomes, on average, and that incomes have been increasing at slower rates in Washington City than in the County and state as a whole.) One factor leading to lower incomes is the high percentage of 65 and over householders in Washington City (35 percent).
- Washington City has a higher percentage of residents who moved into their homes prior to 1995 (45%) than in the County (38%), indicating some owners may have bought their homes several years ago when prices were more affordable. Washington City also has a higher percentage of householders over 65 years of age (35%) than Washington County (31%). Householders over 65 years of age account for 40 percent of owner-occupied units in Washington City.
- Washington City has a high percentage of mobile home units (21%), which generally provides affordable options for homeownership, as long as land rental rates are reasonable. Median mobile home values are $56,700 in Washington City.
- In Washington City, percentage increases in household incomes has been less than percentage increases in rent, mortgage and housing values—the community has

generally become less affordable to local residents than in 1990. The percentage of cost-burdened households has correspondingly increased from 24% of households in 1990 to 34% in 2000. The impact was greater on renters (28% in 1990 to 42% in 2000) than owners (22% in 1990 to 32% in 2000).

- In Washington County, cost-burdened households increased from 26% in 1990 to 31% in 2000. Cost-burdened owner households increased more than renters during this period, due to the comparative income and rent/mortgage and housing value increases. It is likely that first-time homebuyers in particular are finding it increasingly difficult to purchase housing in Washington County.

Special Census tabulations (CHAS)[8] help further identify households in need. The following table shows the percentage and number (2004 estimates) of owners and renters within each AMI range that have housing problems (including lacking complete plumbing facilities, or lacking complete kitchen facilities, or with 1.01 or more persons per room, or with a cost burden more than 30%). This shows that 45 % of the renters and 37 % of the owners have at least one of these housing problems, comprising 1,397 total households, or 38% of all the households in Washington City. Renter households earning less than 80% AMI and owner households earning less than 95% AMI are more likely than households earning more to have housing problems.

Of the 1,397 households with housing problems, the largest percentage are small, non-elderly family households, with 2 to 4 persons (38%), followed by large family households of 5 or more persons (31%). About 24% of the elderly households (with at least one person age 62+) also have housing problems. Small family households that rent are particularly likely to have problems (47%).

7.3 The Community Survey

The results of the Community Survey in June of 2004 suggest that, in general, "affordable housing" is not perceived by the community as a major problem or priority. For example, relative to satisfaction with various services and features of life in Washington City, "variety/availability of affordable housing" was rated 6th (of 13) , with about 50 % being "very satisfied" (rated 5 on a 5-point scale) and only 15% expressing significant dissatisfaction.

However, when the renters answer to the question is separated, 42% of the renters indicated they were not satisfied with the "variety/availability of affordable housing" (rated 1 or 2 on a 5-point scale), with only 11% indicating "some satisfaction"; and no renters rated housing a "5"). Similarly, younger respondents (under 34), older respondents (65 and over) were more likely to feel that affordable housing is a problem.

These findings are consistent with the Census data, where the percentage of cost-burdened households are highest among renters (42% are cost-burdened) and householders under 35 (58% are cost-burdened), and persons 65 and older (21% of cost-burdened households in Washington City are headed by a person 65 or older).

In another question, respondents were asked to evaluate the availability of several different types of housing. Multi-family housing and assisted living for seniors are two categories of housing that receive support for "more" within the City (about 52% of the respondents felt there was "too little" assisted living for seniors in Washington City).

Alternatively, while the majority of respondents felt there are about the right amount of mobile home parks in the City (52%), 47% felt there are too many. Respondents generally felt the amount of other types of housing were "just about right," including RV Parks (70%), multi-family housing (68%), and upscale residences on large lots (63%).

Where Residents Work: Survey results indicate that many who live in Washington City are working elsewhere. Said another way, housing in Washington City serves a majority of people that work in other areas, particularly St. George. This means that the local workforce must compete with employees from other areas for housing. Given the lower average wages in Washington City, those who work in Washington City have to compete primarily with persons that work in St. George. The competition can further serve to make housing less attainable for local workers.

Table 7-4: Households With Housing Problems By AMI Range: Washington City, 2004 Estimates

AMI Range	Owners		Renters		Total	
	#	%	#	%	#	%
<=30%	76	79%	28	67%	104	75%
30-50%	160	47%	111	80%	271	56%
50-80%	403	62%	99	56%	502	61%
80-95%	124	45%	21	26%	145	41%
95%+	347	21%	28	14%	375	20%
TOTAL	1,110	37%	287	45%	1,397	38%

Source: 2000 US Census, CHAS; RRC Associates, Inc.

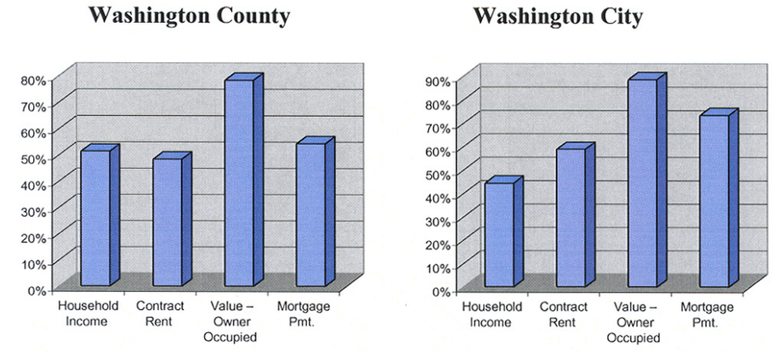
INTERPRETATION: The shaded cells are interpreted as "79% of owner households earning less than or equal to 30% of the AMI have housing problems, or a total of 76 households.

Table 7-5: Households With Problems By Household Type: Washington City, 2004 Estimates

Household Type:	Owners		Renters		Total	
	#	%	#	%	#	%
Elderly family (2 person with either person 62+)	160	14%	14	5%	174	12%
Elderly non-family (1 or 2 people with either person 62+)	137	12%	28	10%	165	12%
Small family (2 person with no one 62+; also 3 and 4 persons)	396	36%	134	47%	530	38%
Large family (5 or more persons)	368	33%	69	24%	437	31%
Other non-family	49	4%	42	15%	91	6%
TOTAL (households with housing problems	1,110	100%	287	100%	1,397	100%

Source: 2000 US Census, CHAS; RRC Associates, Inc.

Graph 7-1: Percent Increase In Income, Rent, Mortgage and Housing Value: 1990-2000



[8] *The U.S. Department of Housing and Urban Development (HUD) has received from the U.S. Census Bureau a special tabulation of Census 2000 data that are largely not available through standard Census products. These "special tabulation" data are used by local governments for housing planning as part of the Consolidated Planning process. HUD also uses some of these data in allocation formulas for distributing funds to local jurisdictions.*

HUD released similar data after the 1990 Census and made most those data available to grantees and the general public. Those data are typically referred to as the "CHAS data". The CHAS data are different from the standard Census 2000 data files. They are mostly comprised of a variety of housing need variables split by HUD defined income limits (30,50, and 80 percent of median income) and HUD specified household types. In addition to the CHAS 2000 data, HUD is also making available data being used for various allocation formulas, including the Indian Housing Block Grant (IHBG) and Fair Share formulas.

7.4 Conclusions/Recommendations

Like the rest of Washington County, Washington City had a high residential growth rate in the 1990s, particularly in comparison to the state as a whole. This increase in housing has not been evenly spread over all income levels and age groups. For example, it is likely that seniors and first-time homebuyers in particular are finding it increasingly difficult to purchase housing in Washington County.

Consider the following:

- In Washington City, housing costs and values have been outpacing increases in household incomes, indicating that the community has generally become less affordable to local residents than in 1990.
- The percentage of cost-burdened households are highest among renters (42 %) and householders under 35 (58 %).
- 21 % of cost-burdened households in Washington City are headed by persons 65 and older.

The City has a goal of providing opportunities for housing that "meets the needs of a broad range of incomes, family compositions, and ages." Meeting this goal will assure that Washington City will be able to:

- Accommodate young working families and the children of current residents who want to remain in the community;
- Accommodate employees of the City's police force and fire department, school employees, and the vast array of businesses the City seeks to attract; and
- Continue to have a diversity of ages, incomes, and interests—along with the healthy balance of community and social interaction that diversity entails.

Affordable housing is not generally perceived in the community as a significant issue. As the City continues to grow, that perception will likely change. There is a strong tendency in the housing marketplace to either ignore the low-margin affordable housing sector, or to respond with unimaginative, short-term housing solutions. When businesses can't find workers that can afford to live in the community, and when young families can no longer find housing here, affordable housing will become a greater concern for the general public. Other communities have discovered that when housing affordability becomes a serious problem, it takes many years to respond, and at that point, the solutions often require expensive public subsidies. A more prudent course of action for the City will be to take proactive steps to monitor and respond to affordability issues before they take on crisis proportions. To accomplish this will require efforts on a number of fronts.

Table 7-6: Where Residents Work: Washington City, 2004

Place of Employment:	Percentage
% of households with at least one worker in:	
Washington City	31%
St. George	70%
Hurricane	6%
Other Area	25%

Source: 2004 Household Survey

Affordable Housing Recommendations

Remain Attentive to the Full Spectrum of Housing Needs: The needs of young first-time buyers, seniors, and renters should all be considered in the land planning process, and efforts should be made to retain land that permits a mix of densities that will allow for the special needs of these segments to be met in the future.

Help First-time Homebuyers: Programs educating buyers on Federal and State programs offering reduced loan rates and down-payment assistance could assist young families and other buyers looking to purchase in the community. Efforts to increase the relatively low supply of multi-family units (9% of the units, 279 total, as of the 2000 Census) could also work to supply affordable product in the community for this first-time buyer group.

Maintain/Improve the Availability of Rentals: A very high 42% of the renters in Washington City were cost-burdened as of the 2000 Census. Improving the availability of affordable rental housing would help decrease the number of cost-burdened households in the City and provide more options for special needs populations and lower-wage earners in the community. Increased availability of rent subsidies, through Federal Section 8 Programs or other means, and a more diversified rental product (e.g., more apartment/multi-family units) could improve affordability for renters.

Encourage Higher Densities in Selected Areas: In appropriate areas (close to services, jobs, and commercial centers), higher densities provide an opportunity for reduced housing cost. Increased densities do not mean monolithic apartment complexes, however. Increased density can create attractive, livable, and affordable neighborhoods by:

- Permitting smaller single family lot sizes (as low as 4,000 s.f.);
- Allowing duplexes and small amounts of town homes and residential-scale apartments in single-family neighborhoods;
- Encouraging apartments and condominiums over stores in commercial areas (such as the Historic Downtown); and
- Encouraging quality design to achieve mixed use neighborhoods.

Mobile Homes: Mobile homes are an important source of housing for year-round residents - about 18% of the owner households in Washington City reside in mobile homes (379 total). The housing segment being served by existing mobile home parks should continue to be served through zoning, incentives, or other means as necessary. Programs that may allow mobile homeowners to purchase rather than rent the land upon which their homes reside could also protect owners from rising land rental rates and increase the homeowners' sense of "permanence" in the community.

Monitor the Needs of Seniors: About 35% of the households in Washington City are headed by a person 65 or older. Approximately 57% of senior renters and 19% of senior homeowners were cost-burdened as of the 2000 Census. As housing values, mortgage rates, and rents continue to rise, suitable housing that is affordable to the senior population may be of increasing concern.

Work with Other Agencies: The Five County Association of Governments (FCAOG) and the new regional Metropolitan Planning Organization (MPO) provide access to valuable Federal and regional housing assistance programs, block grants, residential rehabilitation loans, and down-payment/closing cost assistance programs, among other programs and assistance. Washington City should engage the services of these organizations in furthering housing needs and goals to serve the community.

It will be important for the City to continue to monitor and take appropriate steps to assure the affordability of housing.

7.5 Indicators

The following information can be tracked and used as indicators of the "housing health" of the community in terms of affordability and suitability:

1. Change in wages and household incomes compared to rents and purchase prices. Potential sources: (a) Local survey of rental property rates, (b) average and median sale prices of housing units (assessor records, local realtors, (c) changes in median household incomes as reported by the Department of Housing and Urban Development.
2. Rental vacancy rates by type of unit and price of unit. As vacancy rates approach zero for certain types and/or prices of units, this shows where rental demand lies and which

households may be underserved by existing rentals. Potential sources: a periodic local survey of rental properties and property managers.

3. Tracking sales of properties and properties for sale. Tracking available properties for purchase in categories related to AMI levels can show if a shift in affordability is occurring. Potential sources: MLS listings, local realtors, and public assessor records.
4. Age profile of residents. As the community continues to age, services and housing for seniors will be increasingly in demand. Potential sources: (a) US Census, (b) population estimates by the Governor's Office of Planning and Budget (GOPB), (c) occupancies and length of wait lists of assisted living centers.
5. Tracking new development. Monitor the mix of unit types provided by new development. Potential sources: Local building permits by housing unit type.
6. The share of cost-burdened households. Potential sources: US Census data (and estimates by GOPB).
7. Decentralization of affordable housing. Map the location of new housing relative to affordability to various AMI categories. Potential sources: building permits.

AFFORDABLE HOUSING POLICIES

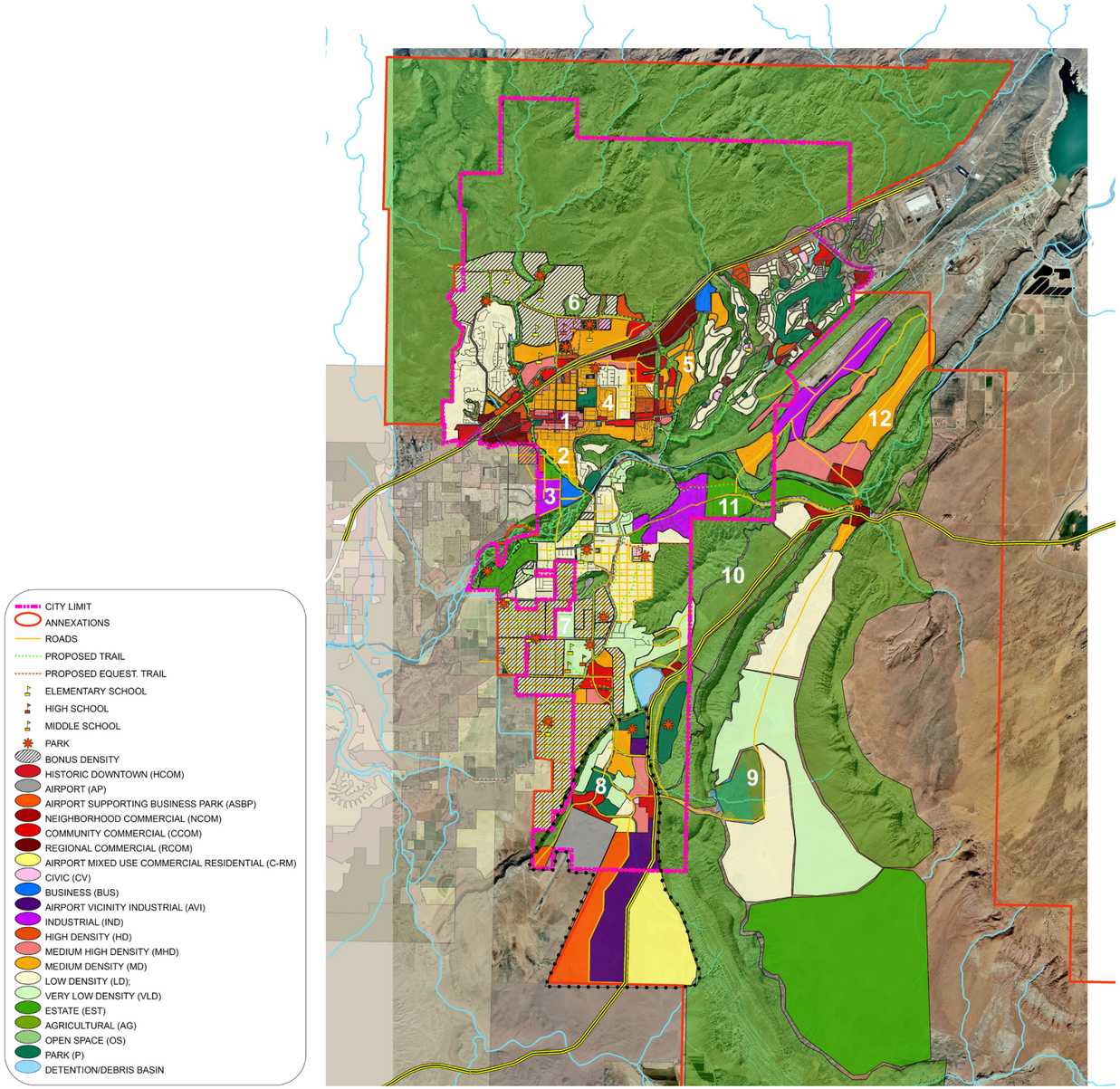
1. The City supports and encourages the development and provision of affordable and proportionally-priced and sized homes to meet the full range of income of those that work and reside in Washington City.
2. The City encourages variety in the housing types in each neighborhood to avoid enclaves of a single income level.
3. The City encourages the use of manufactured housing that has the appearance of traditional construction.
4. The City discourages the use of recreational vehicle parks for long-term residency. Recreational vehicle parks should be located where the uses will not conflict with traditional residential land patterns and appropriate development standards will be enforced.

AFFORDABLE HOUSING ACTIONS

1. Translate the General Plan designations of densities into zoning categories that allow a variety of housing types, including apartments, town homes, condominiums, manufactured homes, and detached single family homes. This range in housing types and densities is designated in order to help meet the need for affordable housing.
2. Develop programs, regulations, and incentives to develop higher density, more affordable housing in the core area of downtown.
3. Work with the FCAOG and the MPO to assess affordable housing needs and to seek public and private grants and Section 8 certificates for needy families, the elderly, and disabled residents.
4. Set up an early warning system to track indicators of "housing health" and affordability, and report annually to the City Council and Planning Commission.
5. Create design guidelines to encourage quality design of increased density housing.
6. Explore incentives and/or requirements as a means of assuring that affordable housing is provided to meet the needs of the community.

8 Land Use Plan

In this chapter, the various land uses of Chapter 6 have been consolidated and now Washington City is described according to Sub-Areas. Each Sub-Area is described according to land use types (commercial, residential, parks, etc.) and how they relate to an overall vision of the community. Following most of the subsections are specific policies and actions that provide direction for implementing the General Plan in those sub-areas. Overall land use policies and actions are located at the end of the chapter.



Key: Land Use map with sub-areas numbered

8.1 Area 1: Downtown - Telegraph Road/ Milepost 10

For some time, Washington City has had a goal of creating a downtown[9]. This idea still resonates today as shown by the General Plan opinion survey. The survey showed that 57% of the respondents are in favor of creating a downtown. The survey also showed that a downtown is the most preferred type of future commercial development, and that residents view the creation of a downtown, serving as a center for activities and culture, as a way to improve the City's livability.

Typically, a downtown serves multiple functions:

1. It serves as the symbolic heart of the city.
2. It provides a walking environment and a place for specialty retail, dining, and entertainment activities.
3. It offers opportunities for living downtown.
4. It offers civic and cultural institutions.
5. It serves as a place for community gatherings and events.
6. Its aesthetic character and upkeep convey an image of the community to both residents and visitors.

Since "livability" is one of the important characteristics of Washington City, it is important to realize that having an attractive, pedestrian-oriented downtown can serve as an economic development tool that helps to illustrate the quality of life which the City offers to future businesses that might consider locating here.

There are two adjacent areas that constitute Washington City's "downtown." The original center of town still contains a number of historic resources, including early homes, the Relief Society Hall, and the Cotton Mill, as well as the re-creation of frontier-like Cottontown Village. It also contains the Post Office, Nisson Park, the City Hall complex, Nisson's Market, and numerous small businesses and restaurants. Further west, the Milepost 10 commercial area has large, contemporary retailers such as Wal-Mart, Home Depot, Albertson's and the new Telegraph Marketplace. Both of these adjacent centers share Telegraph Road as a common thoroughfare, but each has a very different character, and each would play a different role in the commercial development of Washington City.

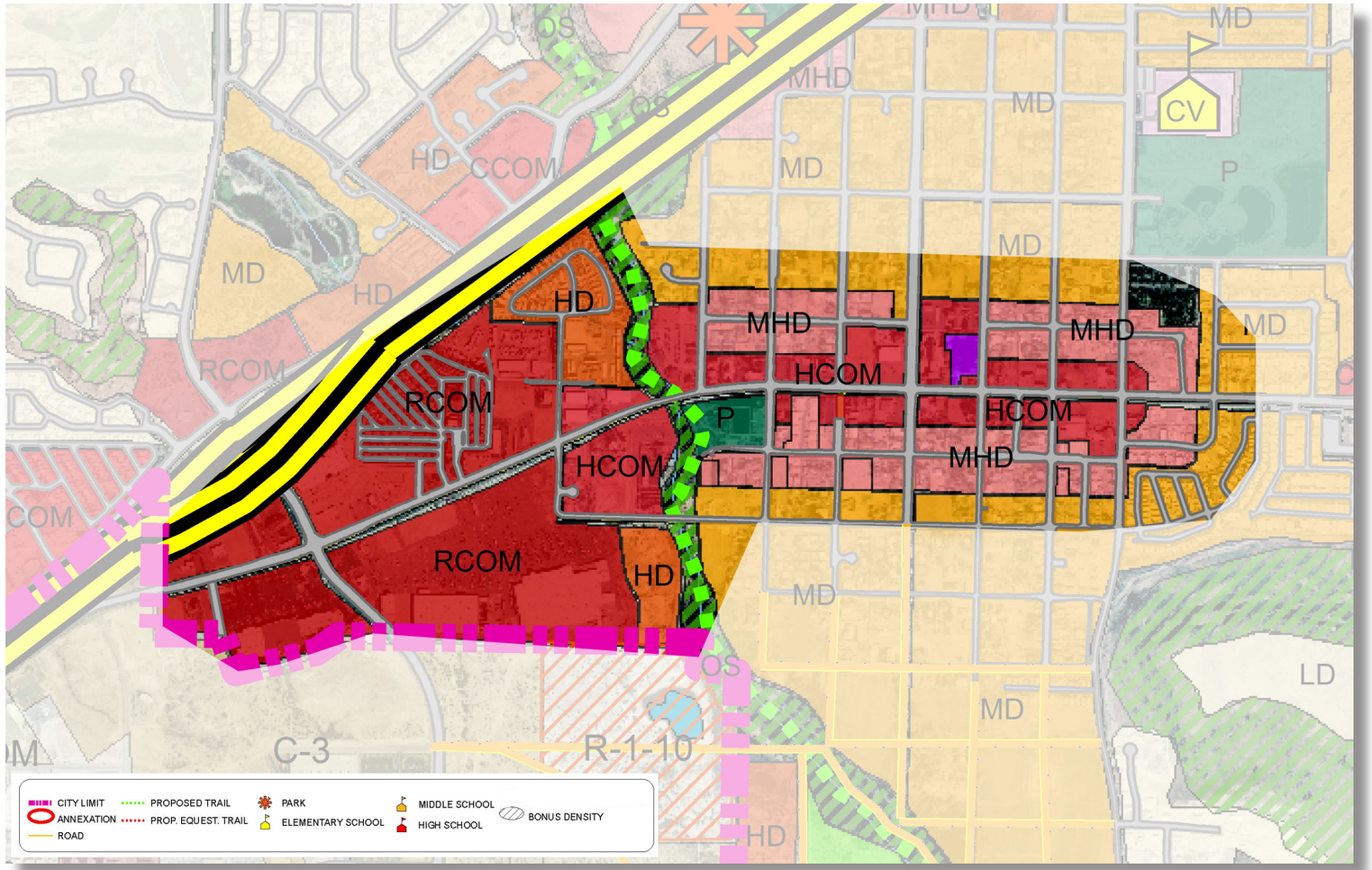


Figure 8-1: The two components of Washington City's "downtown" are the Milepost 10 commercial area and the Historic Downtown.

8.1.1 The "Historic Downtown"

The goal for the Historic Downtown is an intimate, pedestrian-oriented downtown street with generous sidewalks, street trees, and a near-continuous facade of buildings that give enclosure, variety, and character to the downtown.

The Historic Downtown commercial area is designated to extend along Telegraph Road from 500 West to 300 East. Commercial uses should also be permitted to extend along the cross streets one-half block north and south of Telegraph Road. These commercial uses should be promoted in mixed use developments, and design guidelines should be applied to assure compatibility with the surrounding traditional single-family neighborhoods.

[9] *See 1997 General Plan.*

Figure 8-2: The historic Cotton Mill, now used as a nursery.

Figure 8-3: The historic Relief Society Hall.

Figure 8-4: Cottontown Village, a historic re-creation.

With the extension of Main Street to the larger community north and south, the Telegraph/Main intersection will become a true crossroads and an important downtown intersection. It will have the City Hall complex on one corner, and the potential for a major infill project on the Nisson's Foodtown grocery store site on the opposite corner.

Another key amenity in the Historic Downtown area is Mill Creek. It is a natural buffer between the Milepost 10 commercial area and the Historic Downtown, but also forms the seam that ties the two areas together. It is also a linear open space that links a variety of developments north and south of Telegraph to the downtown area. As new developments occur along its edges, they should take advantage of the natural character of this drainageway and orient towards it. Since Mill Creek is also part of the City's trail system, new residential development along this corridor would have an alternative means of circulating to the downtown area. Promoting residential uses and perhaps some professional offices along this corridor should be encouraged because this would help to provide more patrons for downtown commercial businesses.

The bridge over Mill Creek serves as a gateway into the Historic Downtown area. Improvements should occur here that establish a pedestrian-friendly character (wide sidewalks, street tree planting, historic light fixtures, etc.).

Mixed Modes of Circulation

The Historic Downtown should be conveniently accessible by a mix of transportation modes, including:

Walking – This should be the most pedestrian-friendly part of the City. This is accomplished by providing generous sidewalks, shade trees, benches, pedestrian lighting, and attractive paving. Curb extensions and medians also provide an added security to pedestrians crossing Telegraph Road.

Bicycles – Clearly defined bike routes, trails, and paths or lanes should provide access to the Historic Downtown from all the quadrants of town.

Automobiles – Traffic considerations should be in balance with the urban design objectives for a pedestrian-friendly street. The road system should be designed to support access **TO** downtown, not just **THROUGH** downtown.

Public Transit – Access should be planned for public transit when it becomes available. In addition to transit routes, plans should be made for special pull-ins for bus stops.

Parking should be provided for both on-street (for convenience and separation of pedestrians from traffic) and off-street. The off-street parking should be behind the stores.

Figure 8-5: Nisson's variety/hardware store, close to the street with parking behind, exhibits many of the characteristics of traditional "Main Street" building form.

Urban Design

The Historic Downtown was the original center of town. Many early pioneer activities were housed in buildings in this area. Several of those buildings have been lost, but the history of the area remains strong, and some key historic structures still survive to remind us of this heritage. These include the Cotton Mill, (currently being used as a landscape nursery), the old school (converted into a historical museum), and the historic Relief Society Hall. These buildings have a pedestrian-oriented scale and they exhibit a level of craftsmanship that is quite high. Although the City Hall is not historic, it is an example of new construction that still manages to maintain a traditional character. Of special note in the Historic Downtown is Cottontown Village, a re-creation of a historic village that contains offices, retail, and meeting spaces.

In addition to typical infill of individual buildings along Telegraph Road, there are opportunities for development and redevelopment on a larger scale, such as on the parcel occupied by Nisson's Grocery Store) which could be developed similar to Ancestor Square in the City of St. George.

Design Guidelines should be adopted that respect the historic buildings and that promote a pedestrian-friendly environment.

See Chapter 10 for detailed considerations for urban design of the Historic Downtown.

The Surrounding Context of Downtown

In order to help support the commercial uses in the old downtown, infill housing is encouraged. This may take the form of mixed use developments (housing along with commercial uses) and small medium density residential developments that are designed to be compatible with the scale of traditional single-family developments. Examples include small apartments and townhouses that use building forms, materials, and other design features that are compatible with the traditional single-family character. Design guidelines should be adopted for these

areas to assure that they "fit" into the neighborhoods.

Context-Sensitive Street Design

The Utah Department of Transportation (UDOT) has recently initiated a new program to respond to unique urban roadway conditions like Telegraph Road. This context-sensitive design is specifically tailored to consider a variety of objectives, over and above traffic efficiency, in the design of state roadways in urban areas.

Figure 8-6: Higher density housing in and near the downtown area still has an attrative character. (shown: 7-8 dwelling units/acre)

Preliminary studies have suggested that it may be necessary to widen Telegraph Road to four lanes. This creates a challenge for pedestrian crossings, for which Telegraph Road should be kept as narrow as possible. Ideally, Telegraph Road should have parallel parking lanes on each curb and two extra-wide travel lanes (to allow traffic to go around someone in the act of parking). This would, of course, reduce the traffic capacity of Telegraph Road through the Historic Downtown, but provide a setting much more conducive to commercial success.

Figure 8-7: An example of integrated parking and pedestrian - friendly design in a "downtown" commercial setting.

Whatever degree of widening of Telegraph Road is necessary, physical conditions and historic buildings suggest that it may be more desirable to expand the street to the north rather than on both sides of the existing street. If four traffic lanes are required, it is recommended that the City consider reducing the number of left turn movements on Telegraph Road in the downtown area (e.g., only allow left turns on Main, 200 West, and 300 East). Where left turn lanes are not desired, planted medians could be installed on Telegraph Road. The medians would soften the effect of the additional traffic lanes. The adjacent grid street pattern will provide multiple means of access to and around the downtown area with a minimum of aggravation.

To accomplish all of the objectives for the Historic Downtown will require that traffic needs be balanced with pedestrian-friendliness, livability, and commercial needs.

For example, the pedestrian-oriented design of Telegraph Road through the Historic Downtown will admittedly reduce the volume of traffic that Telegraph Road can handle. But it will help to slow traffic and create a more successful commercial environment. The reduction in through-traffic capacity on Telegraph Road may be offset by, and may induce some travelers to take advantage of the additional connectivity suggested below.

- The Washington Parkway provides improved access to I-15 at the Milepost 13 interchange.
- Completion of the north frontage road (Buena Vista Boulevard) will provide a relatively efficient route from Milepost 13 to Milepost 10. St. George City's recent widening of Highland Drive will further extend the north frontage road route from Milepost 10 to and from St. George City.
- Extending Bulloch Street (through the Sod Farm) and creating a new "600 North" will provide more direct connections for core area residents to Washington Parkway, and then north to I-15 or east on Telegraph Road.
- Extending Main Street north to the Northern Belt Route and south to the proposed Mill Creek Parkway will provide another route to and from the Historic Downtown for many residents that currently have to use Telegraph Road.

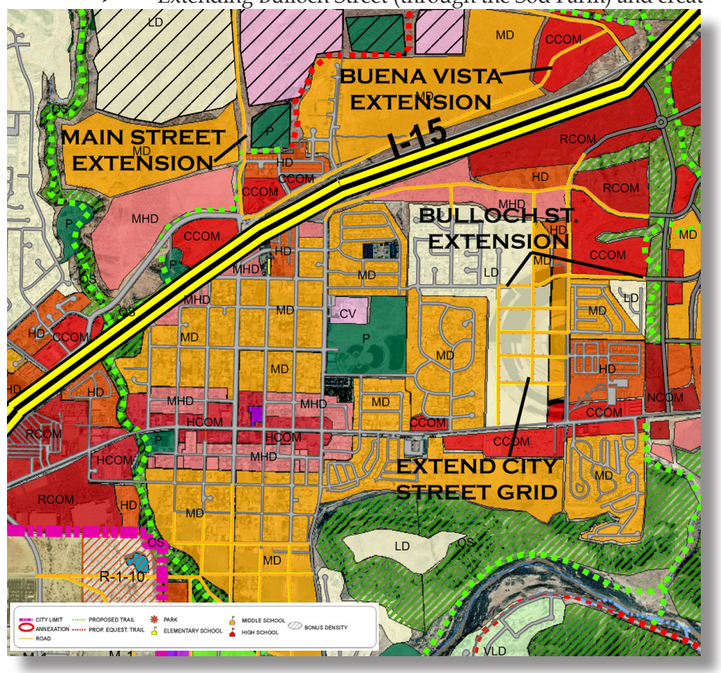


Figure 8-8: Proposed road linkages to acheive the City's interconnectivity objectives.

[10] *Long, shallow buildings intended to screen parking and provide a facade enclosure along the right-of-way.*

8.1.2 The Milepost 10 Commercial Center

The Milepost 10 area is currently Washington City's primary commercial center. It has already reached a significant level of build-out, leaving only a few areas for additional development. However, south of Telegraph Road and adjacent to Wal-Mart, as well as north of Telegraph Road across from Wal-Mart (currently occupied by an RV Park), are several areas close to the road that could be developed with "liner" buildings[10] , street trees, a wide sidewalk, etc. to create a "Main Street" environment that ties the Milepost 10 Commercial Center to the Historic Downtown, such that one could park in one area and have an enjoyable walking experience to the other.

The Milpost 10 Commercial Center is currently indistinguishable from St. George City's retail areas directly south and west of the City limits. A small, barely discernable sign is the only indication of entrance to Washington City. A more prominent gateway into Washington City is recommended to differentiate Washington City from St. George City. Signage and landscaping improvements would greatly enhance this gateway.

With the connection from South Green Spring Drive (3050 East) to the 300 East Street (Washington Fields Road) bridge, there will be increased desirability for commercial development along South Green

Figure 8-9: The Milopost 10 area consists of "big box" retail.

Spring Drive. Since this area is in St. George City, special coordination is warranted to assure that it maintains continuity of design and quality with Milepost 10.

8.1.3 *Improving Access to and through the Downtown Areas*

Easy access is an important factor in the success of any commercial area. Therefore, the key to the success of Washington City's downtown will be a circulation system that makes possible relatively direct connections to these two adjacent downtown areas from present and future growth areas.

Currently, development south of the Virgin River can only reach Telegraph Road via the single bridge over the Virgin River at Washington Fields Road/300 East Street. North of the river, 300 East Street is a narrow, winding road that will have to be significantly widened to accommodate increased traffic. 300 East Street brings traffic to Telegraph Road, significantly east of the Historic Downtown and very far from the Milepost 10 area, which makes it an indirect and ineffective connection. A bridge is planned over the Virgin River to Riverside Drive in St. George City. This bridge will provide direct access to Red Cliffs Mall but it will also be only a circuitous connection to Milepost 10. If a development is to continue south of the Virgin River, Washington City's downtown areas will greatly benefit from a more direct connection. A low-flow crossing over the Virgin River at 100 East Street in Washington City is also being explored.

A direct connection to both downtown areas could be made from Washington Fields Road northwesterly via a new parkway along the north side of Mill Creek. This new parkway could feed the Historic Downtown via several connections to existing north-south roads, including Main Street. It could also be extended westward to connect to South Green Spring Drive/3050 East near Costco.

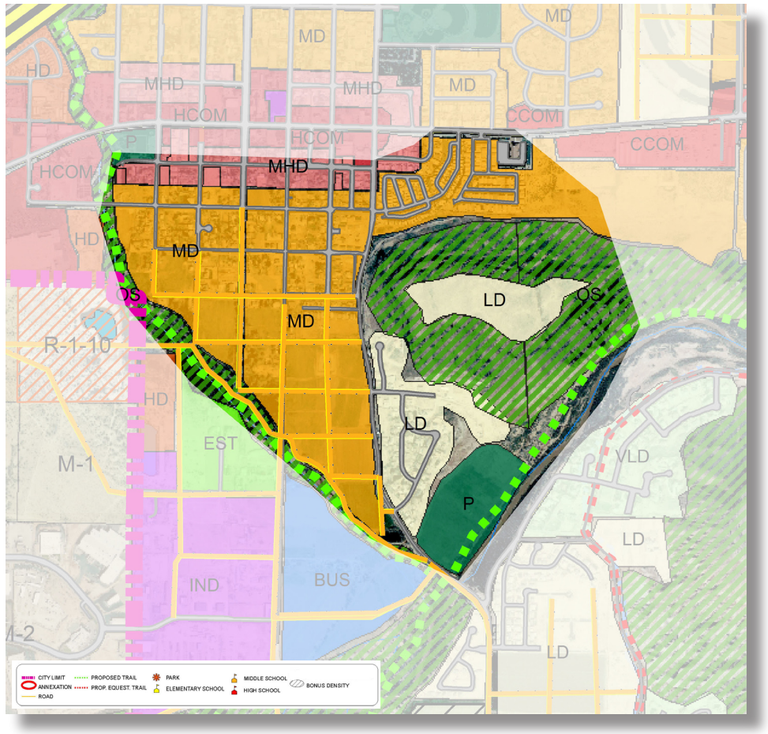
North of I-15, Green Spring Drive provides relatively direct access from the Green Spring area to Milepost 10. As future development occurs in this area, the planned Northern Belt Route will provide access to Milepost 13, and then to Telegraph Road via Washington Parkway. However, this connection point is also remote from the Historic Downtown. The most direct connection to the Historic Downtown from north of I-15 will be via the planned extension of Main Street north (from the existing 1-15 underpass) to the Northern Belt Route.

AREA 1 POLICIES

1. The City supports and encourages development of a traditional, pedestrian-oriented "downtown" on Telegraph Road between 300 West and 300 East. A true downtown will provide a unique social and business destination in Washington City. The Historic Downtown will encompass traditional neighborhood principles, incorporating an array of uses such as stores, restaurants, offices, residences, civic uses, and trail connections.
2. In the Historic Downtown area, the City supports and encourages infill development and redevelopment with a mix of commercial and higher density residential uses, with densities gradually "feathering" (transitioning) to lower densities toward the outer edges of the planning area.
3. To encourage the development of the Historic Downtown, the City will, if necessary:
   - Assist in the assemblage of land;
   - Share in the cost of streetscape improvements; and
   - Facilitate a simplified approval process.
4. The design of Telegraph Road in the Historic Downtown shall balance traffic efficiency with pedestrian-friendliness and commercial objectives.
5. Street design in the Historic Downtown shall generally strive for maximum connectivity. Cul-de-sac and internal loop street systems will not be allowed to break up the main grid system of streets, except where required because of terrain constraints.
6. The City desires to maximize direct road connections from the surrounding communities to the downtown areas (the Historic Downtown and Milepost 10).
7. The City discourages the development of commercial "strips"—long linear, car-oriented commercial developments with parking adjacent to the streets.
8. The undeveloped vacant lots in the existing town core are valuable and easily serviceable portions of the City's land base. Provisions should be developed which would allow for the utilization of these areas, especially for alternative housing types and multi-family dwellings.

AREA 1 ACTIONS

1. Rezone areas immediately adjacent (within 1/2 block) to the Historic Downtown to medium-high and high density residential zones to provide the "critical mass" needed to support local businesses in the area. Prepare design guidelines, and establish a design review process to assure that these developments are aesthetically compatible with existing homes.
2. Develop incentives to incorporate higher density, and more affordable housing in the commercial core area of downtown.
3. Review current parking ratios in the Historic Downtown to see if they can be reduced. Parking requirements in urban areas are often greater than is actually needed, especially when on-street parking is taken into account. Investigate setting a maximum permitted parking ratio that is only 10% above the minimum. Parking lot landscaping should include a substantial ratio of trees.
4. Work with UDOT to assure that Context-sensitive Design principles are used in future improvements to Telegraph Road.
5. Obtain options and/or first-rights-of-refusal to secure key properties on Telegraph Road to help facilitate the development of the downtown area.
6. In conjunction with the future widening of Telegraph Road, install attractive medians, street trees, sidewalks, street lights, and other amenities consistent with a pedestrian-oriented downtown.
7. Create a working committee with St. George City to review and harmonize landscaping and streetscape improvements in the Milepost 10 Commercial Center area. Jointly commission an urban design plan for the Milepost 10 area that will yield great public spaces.
8. In the Milepost 10 Commercial Center area, promote shared parking lots between businesses that help to minimize curb cuts on streets, thus helping to prevent unnecessary vehicular / pedestrian conflicts.
9. Conduct a feasibility/routing study for the proposed Mill Creek Parkway from the 300 East Street /Washington Fields Road bridge along Mill Creek to Main Street, and then west to Green Spring Drive.
10. Acquire rights-of-way and develop plans to extend Main Street from Buena Vista Boulevard north to the future Northern Belt Route to provide more direct access from the Green Spring community to the Historic Downtown.



8.2 Area 2: "Old Town" South

The existing development south of the Historic Downtown area (from approximately 150 South to 450 South) is anticipated to continue to be filled in with its current density (approximately 3 to 4 units/acre). It is designated Medium Density to give landowners the option of dividing the vacant lots into slightly smaller lot sizes (4,500 s.f.), which will allow 5 to 6 units per acre, maintaining the current neighborhood character with a slightly higher density.

Toward the south end of this neighborhood, the land extending to Mill Creek is largely open farmland. This area is also designated for Medium Density, which will achieve slightly higher densities while still maintaining a traditional single-family character.

The Low Density designation east of 300 East Street reflects the existing character of the area and the constraint of the steep hillsides that surround it.

The existing street grid of Old Town is encouraged to extend south to Mill Creek to maintain the traditional feel of the neighborhood.

One of the key objectives to support the Milepost 10 Commercial Center and the Telegraph Road Historic Downtown is the development of

Figure 8-10: A density of 6-7 units/acre (as proposed for the downtown area): The Stapleton neighborhood in Denver, CO combines higher, density with attractive traditional single-family character.

a more direct route to the downtown areas from the Washington Fields to the south and east. The constraint of the Virgin River floodplain and existing developments requires that this connection be made diagonally from the 300 East Street bridge north and northwest to Green Spring Drive (St. George's 3060 East), near Costco.

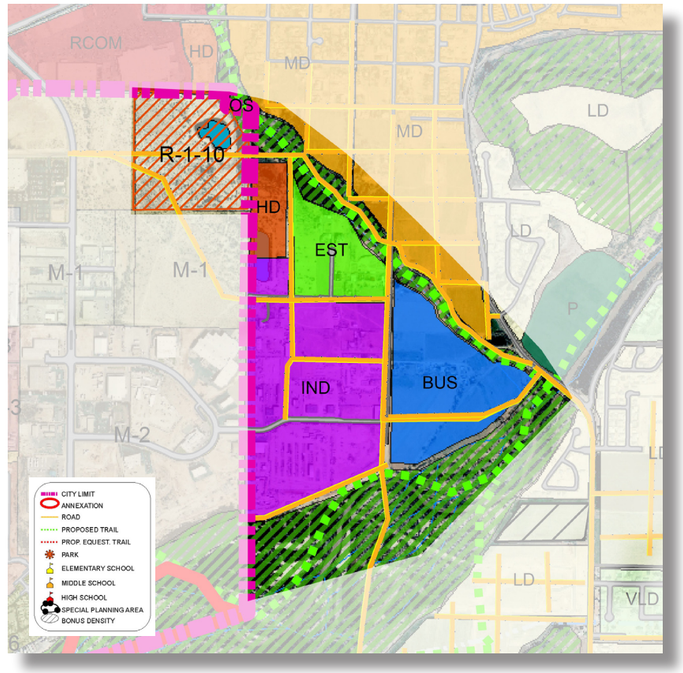
One possible route for this connection is via a new road along the north side of Mill Creek. The "Mill Creek Parkway" option provides a number of connections north to Telegraph Road (possibly 200 East, Main Street and 200 West) before it turns west to Green Spring Drive. This alignment also provides public views into Mill Creek and pedestrian access to the Mill Creek Trail. A note of caution, however, is that the willows along Mill Creek may be habitat for the Southwestern Willow Flycatcher, a rare bird species. If the species is present, the alignment of the proposed road would have to be moved further from the Creek, impacting valuable land. The development of Mill Creek Parkway would most likely occur in conjunction with future development of the adjacent land north of Mill Creek.

AREA 2 POLICIES

1. The existing street grid pattern of this area should be continued as new development occurs, providing uninterrupted connectivity with existing development.
2. The Mill Creek corridor should be available for public trail access, while respecting endangered habitats, if found to exist.

AREA 2 ACTIONS

1. Conduct studies to verify whether the Southwestern Willow Flycatcher exists along Mill Creek in the area of the potential Mill Creek Parkway.
2. Conduct a more detailed analysis of the proposed Mill Creek Parkway and alternative routes to connect from the Washington Fields to the Milepost 10 and Telegraph Road commercial areas.
3. Conduct an assessment of streetscape improvements necessary to bring this neighborhood up to City standards. Meet with residents to discuss the needs and approaches to funding improvements (special improvement districts, if appropriate), and formulate an implementation plan.
4. Bring the streets and sidewalks of the older, core neighborhoods around the downtown up to standards comparable to those of the newer areas of the community.



8.3 Area 3: Mill Creek Business

This area is bounded by Mill Creek on the north, the Virgin River on the south, and St. George City on the west. It currently consists of a wide mix of uses: extensive large industrial development, open farmland, vacant land, and a cul-de-sac of single-family lots.

It is recommended that the farmland on either side of the existing subdivision eventually be converted to estate lots, creating a larger residential enclave to avoid isolating a single cul-de-sac. This residen-

tial area has an attractive frontage along Mill Creek on the north. The northwest corner of this area is proposed as High Density Residential, being close to Mill Creek, Nisson Park, and the other residential uses proposed along the bench below Wal-Mart.

Industrial uses are proposed to the south and west, to match the current zoning and adjacent uses in St. George City. Business park use (office buildings) is proposed in the southeast sector to create a transition to the residential uses on the north side of Mill Creek.

Prior to the establishment of the Mill Creek Parkway, as an interim means of increasing connectivity, Industrial Road is proposed to extend eastward to the Virgin River, near the 300 East Street bridge. This will provide a short term connection from 300 East Street to Green Spring Drive (St. George's 3060 East). Eventually, a slightly more direct route from the 300 East bridge to Milepost 10 could be accomplished via zig-zagging on a combination of existing and proposed roads to merge at the intersection near Costco.

In several locations, roads and bridges should connect across Mill Creek to provide access northward to the Telegraph Road Historic Downtown area. The City is currently reviewing a plan to construct low-flow crossing over the Virgin River at approximately 100 East Street.

AREA 3 POLICIES

1. The City supports interconnecting streets to provide alternative circulation options to reduce the pressure on major streets, and to provide multiple routes through the community for emergency vehicles.
2. Even though it falls in separate jurisdictions, the Mill Creek business area should be planned and should function as a single entity. Separate jurisdictions should not impede the efficient layout and function of roads, nor the compatible arrangement of land uses.

AREA 3 ACTIONS

1. Establish a joint working committee with St. George City (Planning and Public Works) to plan the respective adjacent portions of Area 3. Consider:
   - A mutually agreeable alignment of roadways connecting the 300 East Street bridge to Green Spring Drive (Costco intersection);
   - Commercial uses immediately south of Home Depot; and
   - Higher density residential and/or mixed uses along the west side of Mill Creek, south of Wal-Mart.

8.4 Area 4: "Old Town" North/Turf Farm/Bulloch Street

The designations for the existing northern sections of "old town" generally follow existing zoning. Streetscape improvements are needed for the older neighborhoods to meet current standards. There are a number of other improvements needed in the area and they are outlined below.

The "Turf Farm" area is envisioned to eventually be developed into primarily residential uses. It is proposed as primarily Low Density, similar to the existing uses to the west. The old town's traditional street grid is extended into the Turf Farm to insure greater connectivity to surrounding neighborhoods (rather than isolated cul-de-sacs). Bulloch Street is to be extended eastward and, with a slight jog, connect to the middle planned intersection on Washington Parkway.

A new "600 North" street is proposed as an additional east/west connection in this area. This road is proposed to connect through the existing City Yard to 300 East Street. The City Yard is anticipated to eventually be moved to an Industrial or Business site elsewhere. A Neighborhood park is proposed for the small triangle-shaped natural area south of the City Yard.

Along the western portion of the proposed 600 North Street are proposed Medium Density Residential land uses. The Medium Density Residential uses will provide a buffer between the single-family areas to the south of 600 North.

The existing commercial zoning on the west side of Washington Parkway is recognized, and extended further west along I-15.

There are two important open space designations in this area:

1. The steeper section of the large south-facing hillside on the west side of Washington Parkway, (that continues the open space preserved on the east side of Washington Parkway).

Figure 8-11: 300 East, near Washington Elementary, has adequate width for a median to slow traffic. A stop light would further provide safe crossing for children.

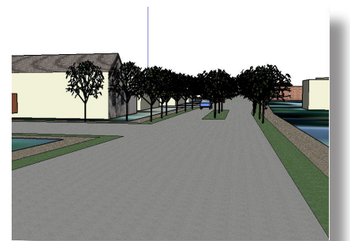
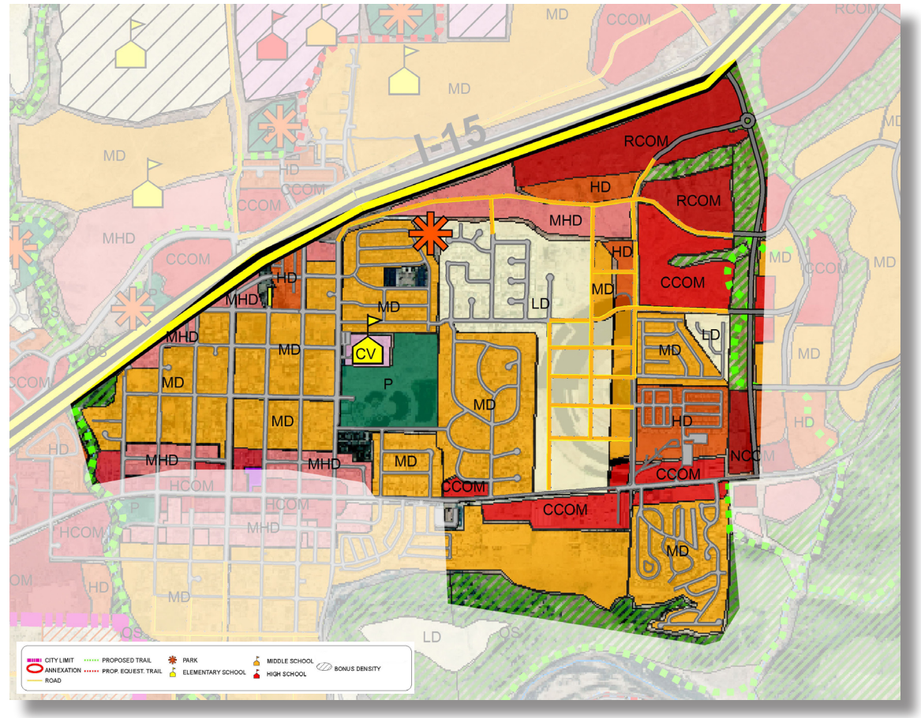


Figure 8-12: A conceptual illustration showing a median inserted in 300 East to slow traffic and increase safety near the elementary school.

Figure 8-13: The east end of Bulloch Street evidences the original intent to continue eastward.



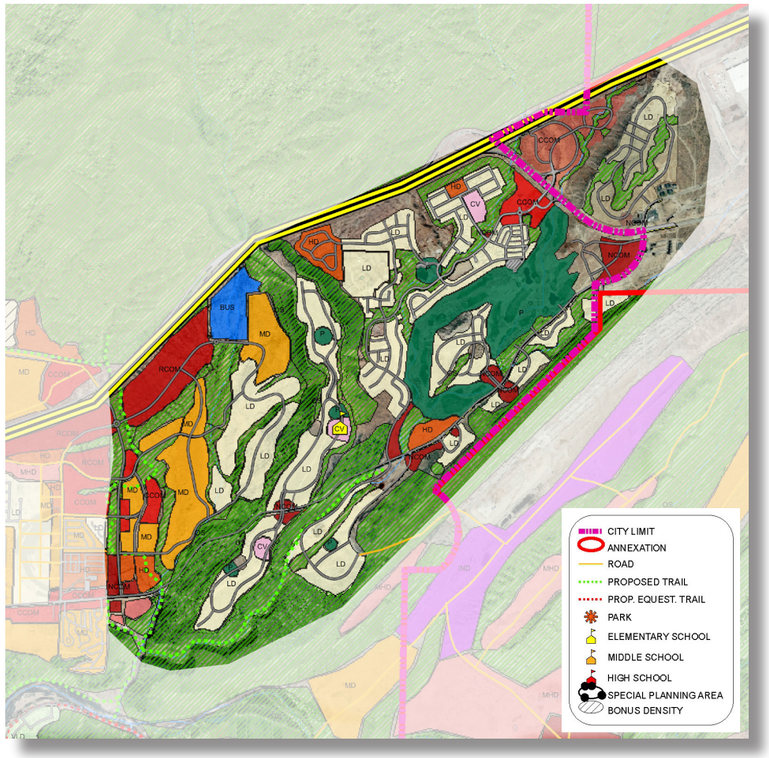
2. A small-but-dramatic linear rock outcrop, also on the west side of Washington Parkway, that is visible from the Parkway. The rock outcrop could be preserved within a large commercial development.

AREA 4 POLICIES

1. The City places a high value on preserving a significant portion of the natural hillsides and major rock outcrops in the vicinity of the Washington Parkway—they are scenic resources and form an important part of the gateway to and from the community.
2. East-west connectivity is to be maintained and improved, and tie into the pre-established intersection locations on the Washington Parkway.
3. The City supports measures that will help improve the visibility, access, and success of the commercial areas along and near Washington Parkway.

AREA 4 ACTIONS

1. Conduct an assessment of streetscape improvements necessary to bring this neighborhood up to City standards. Meet with residents to discuss the needs and approaches to funding improvements (special improvement districts, if appropriate), and formulate an implementation plan.
2. Conduct preliminary road design studies to verify the feasibility and likely route of "600 North" street, especially through the City Yard property. Test the potential of extending the street to Main Street.
3. Bring Older Neighborhoods Up to Standards—Bring the streets and sidewalks of the older, core neighborhoods around the downtown up to standards comparable to those of the newer areas of the community.



8.5 Area 5: Sienna Hills/Coral Canyon

The Sienna Hills sub-area is owned and has been master planned by SITLA. The Washington Parkway, connecting Milepost 13 south to Telegraph Road, is already under construction. A significant portion of the Coral Canyon sub-area has been developed or is currently under development. It contains the Coral Canyon Golf Course.

The Land Use Plan designation for this area generally reflects the land usees proposed for Sienna Hills and the Coral Canyon Master Plan. Adjacent to I-15 is proposed a regional commercial center that SITLA describes as an outdoor mall of 400,000 to 500,000 square feet (approximately twice the size of the Red Cliffs Mall). This commercial center will draw from the entire St. George area, and possibly even from as far away as Cedar City. On the south edge of the commercial area the hillside is to be preserved as open space (mirrored by a comparable hillside preservation proposed for the west side of the Washington Parkway).

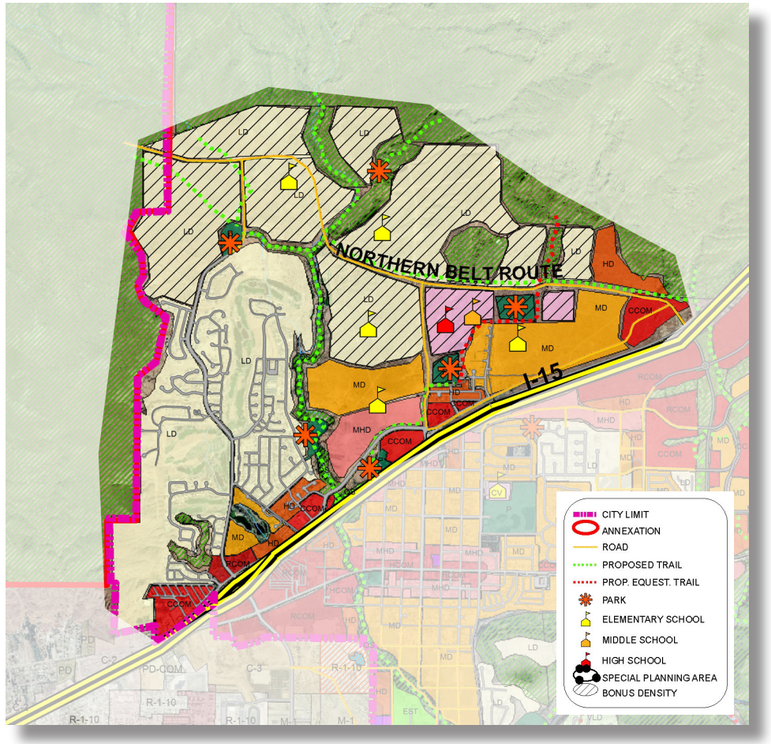
South of the open space are a series of development areas, with higher densities and mixed use development along Washington Parkway transitioning to lower densities further east. Near the center of the project, on the east side of Washington Parkway, a "civic center" is being proposed that may include a church, library, recreation facilities, and/or a school. Higher densities and commercial developments are proposed near Telegraph Road.

AREA 5 POLICIES

1. If the mixed use aspect of the Coral Canyon SR9 commercial development does not occur, the development should be oriented more toward commercial and office uses, rather than residential uses.
2. The City discourages the use of sound/privacy walls along Washington Parkway, preferring instead that buffering be accomplished through increased setbacks and landscaping.

AREA 5 ACTIONS

1. In conjunction with the detailed planning and design of Sienna Hills, confirm the appropriate areas required for the proposed church, school, and civic uses. Adjust the plan as necessary.
2. In the design review of specific development proposals along Washington Parkway, assure that improvements present an attractive facade to the road.



8.6 Area 6: North Hills (Green Spring)

The North Hills includes the existing Green Spring neighborhoods and Green Spring Golf Course on the west, and several smaller subdivisions along the north frontage road, including pockets of commercial development and higher density housing. The remaining portion of this large area is undeveloped and much of it is owned by SITLA. They have not yet begun to plan for this area. To enable long range planning for infrastructure and traffic, the General Plan has assigned some generic densities—generally reflecting the densities that already exist in the area. Low Density is proposed for most of the northern area. The Open Space designations are associated with major landforms, outcrops, drainages, and the Habitat Conservation Plan (HCP) area. The Plan suggests that additional commercial and higher density uses be placed along the north frontage road at Main Street and at Milepost 13.

A conceptual alignment for the potential Northern Belt Route connects Green Spring Drive to Milepost 13. Also shown is a potential connection northwest through the HCP area to St. George City. Main Street is also extended north to the Northern Belt Route. Possible trail connections to the HCP area are shown along the Mill Creek Wash, along the Northern Belt Route, and into the HCP area via existing washes. Also shown near the Northern Belt Route are locations for the future Overlook Park and Mill Creek Gorge Park. These city-owned lands have already been designated as park land. Just north of I-15 is another City-owned property where the future Boilers Park will be located.

Several conceptual elementary school sites have been indicated in this area. The school site locations are subject to change, but are meant to demonstrate the number of schools that will be needed to support this area at build-out. Also proposed for the North Hills area are:

- Sites for a Middle School and a High School (near the intersection of Main Street and the Northern Belt Route).
- A potential site for a small campus affiliate of Dixie State College, located south of the Northern Belt Route.
- A park oriented toward active recreation, shown south of the Middle School and High School.
- An open space area containing the interesting land forms near the City's water tank.
- A community recreation center, shown near the Middle and High Schools.

For city-wide consistency, the General Plan recommends implementing the Bonus Density program for the North Hills area (see Chapter 8). The Bonus Density program will work as an incentive program to encourage land owners and developers to:

- Cluster development and preserve open space;
- Dedicate land for community parks, trails, and other uses; and
- Provide larger development setbacks from roads, with open fencing (rather than walls).

Following the approach proposed for the Washington Fields, in exchange for public benefits and excellent land planning, density increases may be granted. The intent is that the area will be given a base density zoning of 1 unit per acre, and additional density may be earned. Taking advantage of the incentives will allow a land owner to reach the land use density shown on the Land Use Plan Map.

One of the major challenges facing this area will be to set aside adequate land for future school sites. The first step will be to continue to involve the School District in future planning efforts and to regularly update the school need projections. The second challenge will be to acquire school sites in a cost-effective manner. SITLA is the largest single property owner in this area. Since SITLA's mission is to generate income for the State's school system, the option should be explored to obtain school sites by direct transfers from SITLA.

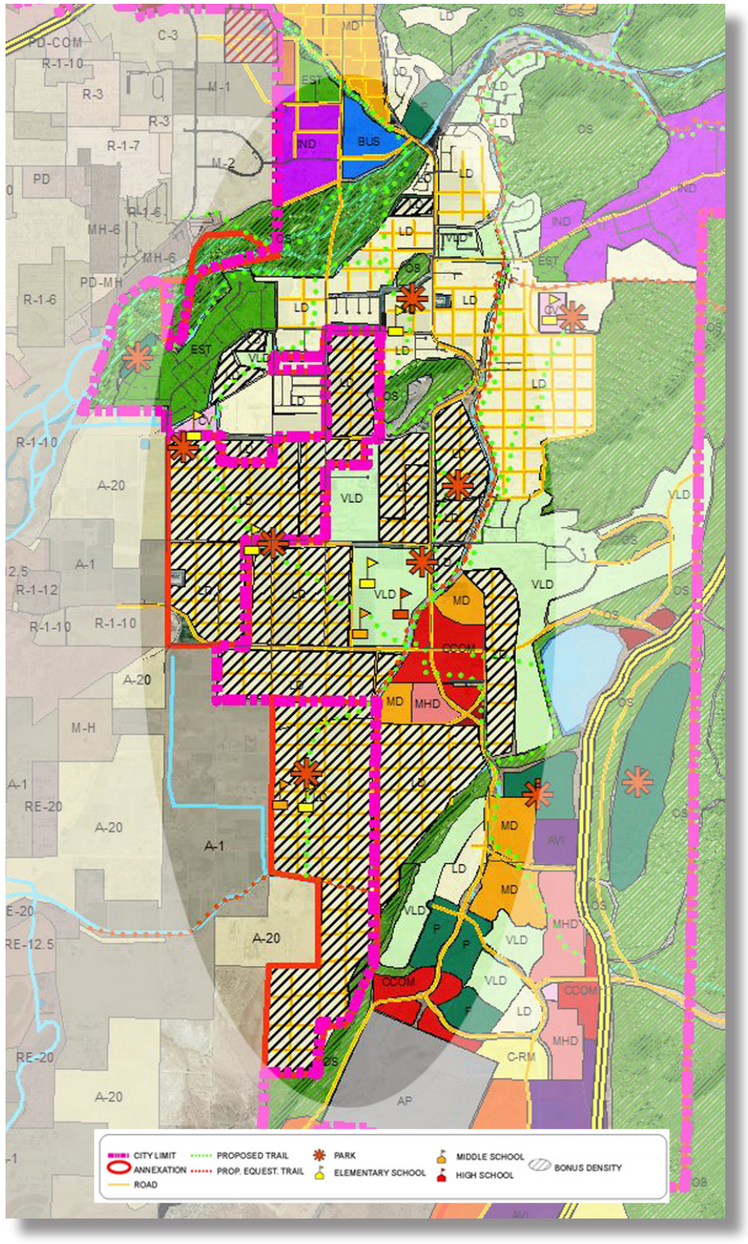
AREA 6 POLICIES

1. The City will cooperate with the School District, and assist where possible, in reducing the cost of developing schools, including:
   - Improving the forecasting of school needs and locations;
   - Reserving land for school sites; and
   - Jointly developing schools with park sites to reduce land, development, and maintenance costs.
2. The land use configuration within the Bonus Density designation on the Land Use Plan Map is intended to illustrate the general intent for the placement of public uses, and to allow general forecasting of population, traffic, etc. It is intended that within the Bonus Density designation, land will be assigned a base density and additional density may be earned by providing prescribed amenities and other public benefits.

AREA 6 ACTIONS

1. Involve Area 6 land owners in the refinement and implementation of the Bonus Density program.
2. Involve the School District in planning and reviewing for all projects proposed in Area 6. Update school demand projections. Reserve sites for future schools.
3. Explore with SITLA procedures to acquire future school sites through direct transfers rather than acquisition by the School District.

Figure 8-14: Green Spring Drive.



8.7 Area 7: The Washington Fields

The Washington Fields area is the last vestige of Washington City's agricultural heritage. Scattered development has been allowed in the Washington Fields at a variety of densities. In some cases, very different densities have been allowed to develop adjacent to each other. The resulting "patchwork" of development densities is creating conflicts, and making it increasingly difficult to continue to farm.

Even though the Opinion Survey showed very strong support for some form of preservation of the Washington Fields, after many discussions with property owners, farmers, and others, the City has reluctantly concluded that it is impractical, over the long-term, to preserve the Washington Fields as a viable agricultural area. There are, however, several means to implement some form of preservation of the Washington Fields whether for agriculture or just open space. To accomplish this, the General Plan recommends implementing a Bonus Density program (see Chapter 6). The Bonus Density program will work as an incentive program to encourage land owners and developers to:

- Cluster development and preserve open space;
- Dedicate land for community parks, trails, and other uses; and
- Provide larger development setbacks from roads, with open fencing (rather than walls).

Following the pattern of a program that was successful in Ivins City, the General Plan suggests establishing a relatively low "base density" for the Washington Fields (1 unit/acre), and granting density increases in exchange for specified amenities and other significant public benefits. See Chapter 6 for a more detailed description of the Bonus Density program. It is envisioned that the density increases that could be acquired will allow a land owner to reach the land use density shown on the Land Use Plan Map.

A particular characteristic of the Washington Fields is the multiplicity of relatively small land ownerships. This presents a challenge in creating an integrated "community," rather than disconnected, isolated developments. The General Plan recommends that all new development connect together within an overall flexible street grid pattern. The interconnected street pattern will:

- Provide multiple means of access for emergency vehicles;
- Provide alternative routes through neighborhoods (avoiding concentrating traffic on a few streets); and
- Will help tie all of the Washington Fields neighborhoods together as a community, rather than creating isolated enclaves.

A schematic street grid pattern is shown on the Land Use Plan Map to emphasize the objective of interconnectivity.

A low-flow crossing over the Virgin River is proposed at approximately 100 East Street to improve accessibility to the downtown areas. Because of the wide floodplain at this location, cost considerations suggest a low-water type of crossing, with a short bridge only over the year-round flow of the channel. This crossing will be closed during periods of flooding.

A connecting trail and trail system will help to create a sense of community for the Washington Fields, as well as achieving at least a part of the "open space feel" desired for the area. The Land Use Plan Map indicates schematic locations for potential parks as well as trails. The conceptual trail system ties into the Washington / St. George Canal Trail, and connects schools and parks to the surrounding neighborhoods.

Schematic school sites for the Washington Fields area are indicated on the Land Use Plan Map, including six elementary schools, two middle schools, and one high school. Schools have generally been located next to parks, with elementary schools placed in neighborhoods and middle schools and the high schools located in areas accessible via major roads.

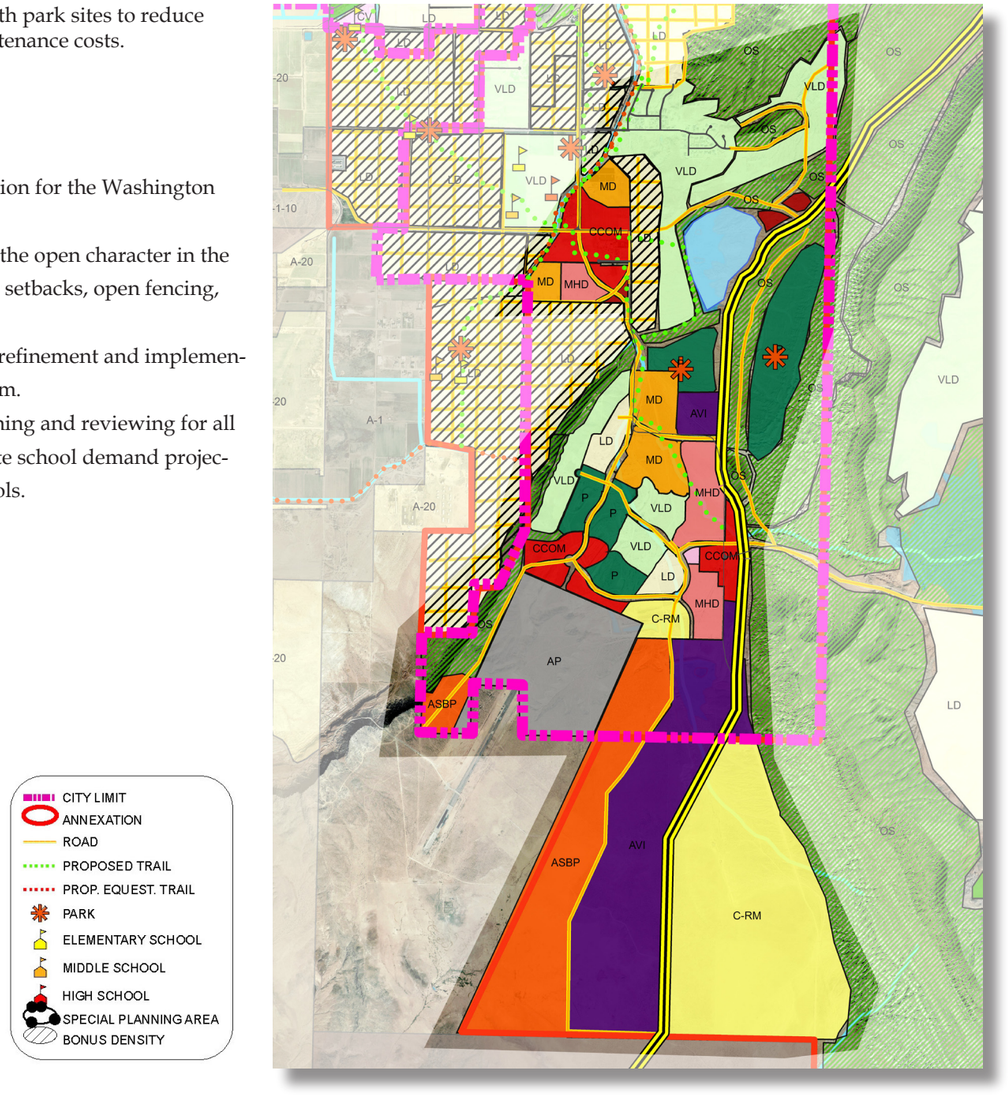
AREA 7 POLICIES

1. The City places a high priority on encouraging the preservation of the agricultural character of the Washington Fields as long as landowners desire to continue farming.
2. The City will endeavor to preserve the open character of the Washington Fields area through incentives, land purchases, park development, and regulation (generous road setbacks, open fencing, etc.).
3. Infrastructure development (roads, utilities, and public buildings) in the Washington Fields will be phased in a sequential manner so as to prevent inefficient "leap-frog" development.
4. The City desires to tie the Washington Fields area together as a community, through such means as an interconnected grid of streets, consistent setbacks along major corridors, avoiding walled streets, etc.
5. The City will cooperate with the School District, and assist where possible, in reducing the cost of developing schools, including:
   - Improving the forecasting of school needs and locations;
   - Reserving land for school sites; and

- Jointly developing schools with park sites to reduce land, development, and maintenance costs.

AREA 7 ACTIONS

1. Adopt strong right-to-farm legislation for the Washington Fields area.
2. Develop guidelines for preserving the open character in the Washington Fields, such as: larger setbacks, open fencing, avoiding walled streets, etc.
3. Involve Area 7 land owners in the refinement and implementation of the Bonus Density program.
4. Involve the School District in planning and reviewing for all projects proposed in Area 7. Update school demand projections. Reserve sites for future schools.



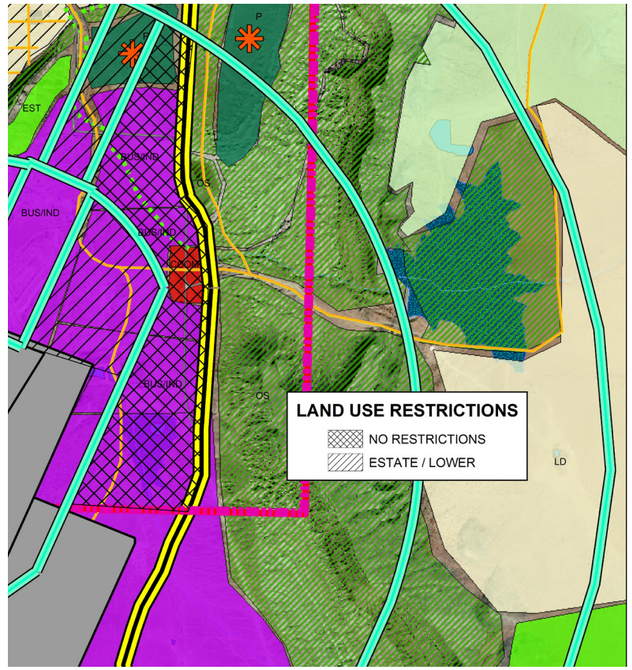


Figure 8-15: Per currently proposed airport land use guidelines, the density of .5 dwelling units/acre or less are permitted in the ITZ and OADZ (single-hatch in above diagram). There are no land use restrictions in the TPZ. (i.e. any residential density permitted)

8.8 AREA 8: 3650 SOUTH/AIRPORT

This area is largely undeveloped, with the exception of the existing Majestic View Estates subdivisions in the eastern foothills (at the north end of this area), a number of individual estate homes, and a few ranch-related residences.

St. George City's new regional airport is planned for the southern edge of this area. The flight paths of the aircraft will pass through the center of the area. The Southern Corridor is proposed to pass along the east side of this area, eventually veering northeast of the Washington Dome.

At the south end of the planning area, airport supporting, Business/Industrial land uses are suggested, in response to safety and noise considerations of the anticipated airport operation zones. Based on information currently available, several of the airport operation zones are considered unsuitable for residential uses. However, a number of areas are considered appropriate for business and industrial development, which will help support the new airport and be convenient locations in relation to the airport.

Airport-related issues are also addressed in Chapter 9.

Northeast of the airport, a large debris basin is located on BLM property, south of Majestic View. Although the impoundment area is very large, the impoundment is relatively shallow and the dam is not tall. Additional study is needed to verify the function and responsibility for this basin. If it could be relocated directly south of its current location, it would be directly under the flight path of the new airport, freeing up its previous location for recreation or development uses.

The ridge west of the approach zone is designated as Estate density to match the existing pattern of homes beginning to be developed.

A commercial center is proposed at the intersection of 3650 South Street and Washington Fields Road. This center will serve the needs of future development in the Washington Fields, Majestic View, and other development in the foothills. It will also serve those traveling to and from the Southern Corridor via 3650 South Street. The commercial center is surrounded by Medium High, Medium and Low Density Residential uses. To remove the existing sequence of "T" intersections for smoother traffic flow, Washington Fields Road will be realigned by jogging to the southeast, then south through the neighborhood center.

The Very Low Density designation of Majestic View is extended to the less steep portions of the foothills, including the upper valley to the east. This area will have scenic views as well as convenient access to the Southern Corridor. A transition zone of Low Density separates the Very Low Density from the neighborhood center.

3650 East Street is extended east to the Southern Corridor interchange. The preferred alignment follows the existing road north of the water detention dike. However, this alignment passes through a large number of 5 and 10-acre properties. If necessary, a southern alignment that passes through fewer properties could be considered.

AREA 8 POLICIES

1. The City recognizes that the new airport will be important to the continued growth and success of Washington City and the region. The City's objective is that the Southern Corridor and new airport will be developed with the most benefit to all the residents and land owners of Washington City.
2. The City will take all reasonable steps to discourage incompatible land uses from encroaching into the key airport operation zones, to prevent safety or noise-related issues that could jeopardize the long-term success of the airport.

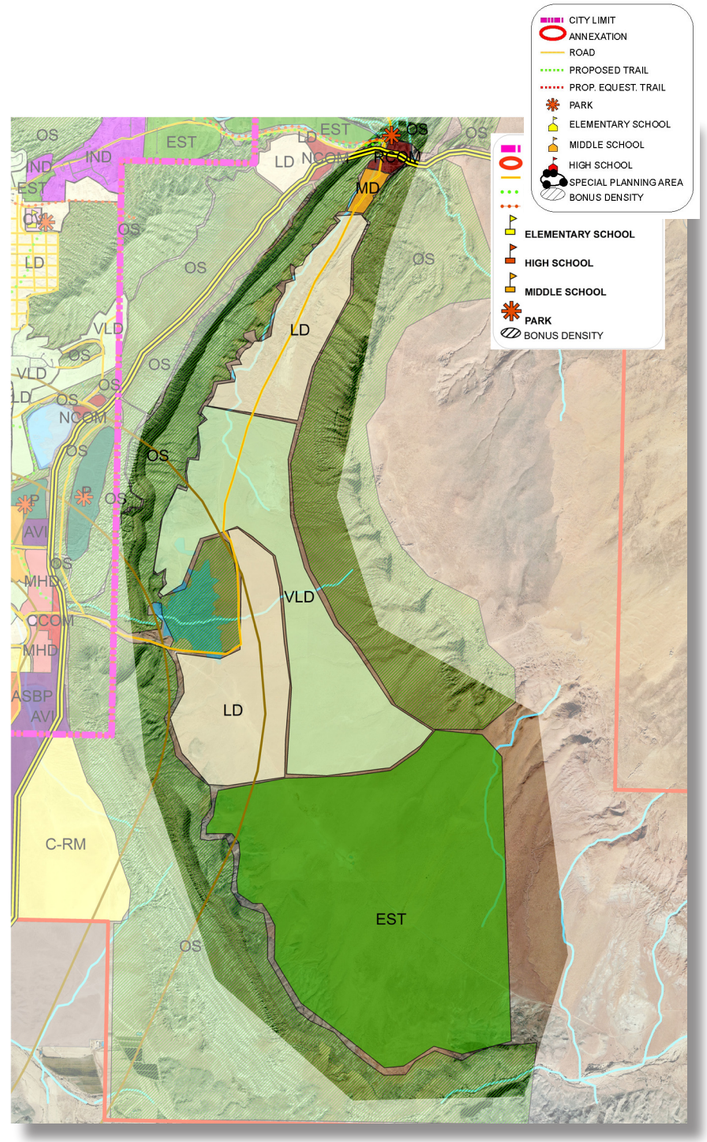
AREA 8 ACTIONS

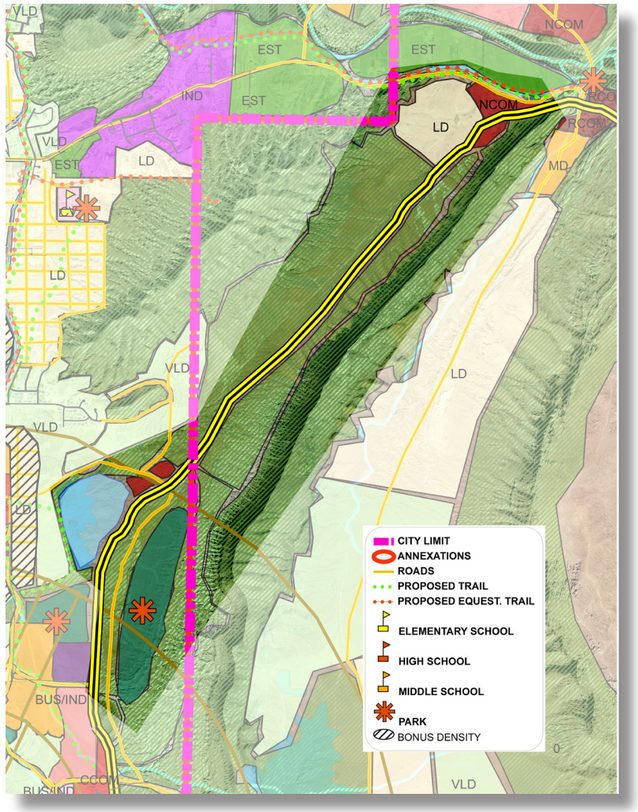
1. Annex the designated land within the City's growth area to take advantage of potential business/industrial development associated with the new airport.
2. Conduct a study to determine the feasibility of moving the existing debris basin.
3. As the airport land use planning proceeds, continue to evaluate, and adjust if necessary, the impact of the airport on adjacent land uses in order to find an appropriate balance between property owner interests and the long-term success of the airport.

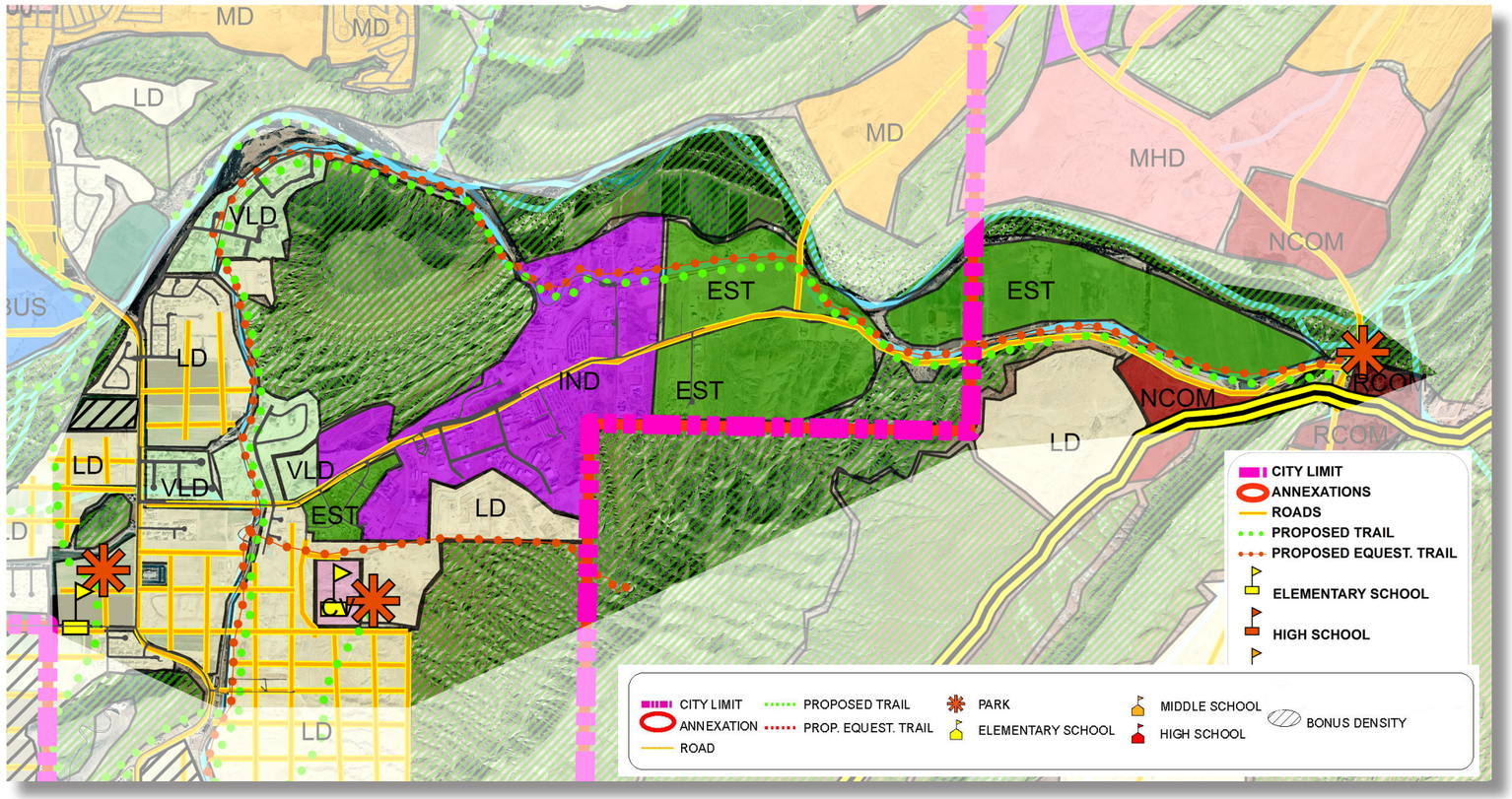
8.9 Area 9: Warner Valley

Warner Valley is envisioned to be annexed eventually, although far into the future. The City has installed a water tank on the Warner Ridge that could eventually serve Warner Valley. The northern most section of Warner Valley is proposed to be commercial uses because of its prominent location at the intersection of the Southern Corridor and Washington Dam Road. South of this small commercial area, the residential densities are proposed to gradually transition from Medium Density to Very Low Density.

Since the north end of Warner Valley generally drains to the north, a gravity-designed sanitary sewer line may be utilized to drain to the commercial area where it can be transported via a pressurized line along the Southern Corridor to a high point east of the detention basin. It would then drain west into the regional system. The south end of the Warner Valley would require a second lift station. It is proposed for Estate Density.







8.10 Area 10: The Southern Corridor

The Southern Corridor passes through a valley west of the Warner Ridge and east of the Washington Dome. This remote valley is scenic, but dry. It is designated primarily as open space for a few reasons: the traffic noise from the Southern Corridor will make it less desirable for residential uses, the area east of the Southern Corridor alignment has been designated as potential habitat for the endangered Dwarf Bearclaw Poppy, and the area to the west of the Southern Corridor contains steep slopes. Some Low Density Residential use is designated on the northern end of the valley, adjacent to the proposed neighborhood commercial center near the Washington Dam Road interchange.

The Open Space designated on the steep slopes to the east of the Southern Corridor will provide a scenic quality for those driving on the Corridor. A large community park is designated for the area east of the Southern Corridor, to serve new developments in the Washington Fields and to preserve the feeling of open space.

AREA 10 ACTIONS

1. Work with UDOT and St. George City to verify the design standards for the Southern Corridor, including intersection types (at-grade or overpasses). If appropriate, amend the General Plan Land Use designations at the Southern Corridor intersections.

8.11 Area 11: Washington Dam Road

This area is currently comprised of a mix of uses—horse corrals, industrial/manufacturing, and single-family residential. The Southern Corridor will make Washington Dam Road a new, eastern entry into the City for westward traffic. The Washington County School District is planning on a new elementary school in this area. An equestrian trail is proposed to link the horse corrals to the future trail that will be constructed over the soon to be piped Washington/St. George Canal, and lead into the public lands along the foothills.

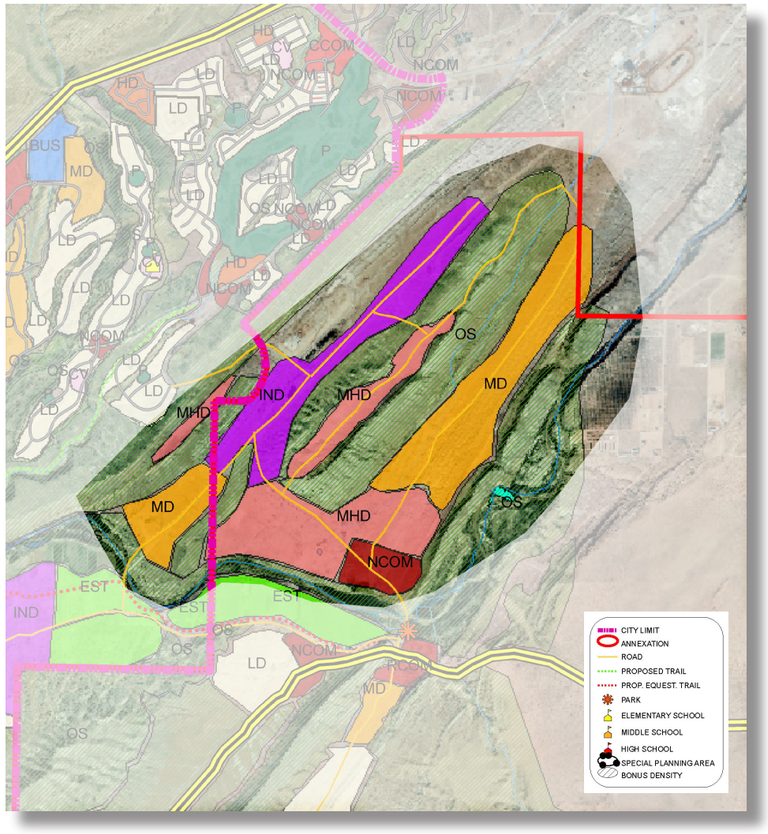
The small Industrial designation on the terrace on the north side of Washington Dam Road (near Washington Fields Road) is proposed to be changed to Low Density Residential to match the adjacent uses to the north. Moving eastward, the larger Industrial area is proposed to terminate near the crest of the hill (per existing zoning) and transition into Estate Density along both sides of the road, to the eastern edge of the City.

AREA 11 POLICIES

1. The City recognizes the horse corrals in Area 11 as a condition preceding residential development, with a right to continue so long as the health, safety and welfare standards of the City are maintained.

AREA 11 ACTIONS

1. Acquire property or options for land desired for future parks (cemetery, park adjacent to elementary school, equestrian trail head, etc.)



8.12 Area 12: Sunrise Valley

The Sunrise Valley area consists of several northeasterly to southwesterly valleys that open up to broad terraces that rise gently from the north side of the Virgin River.

The Washington County landfill extends northeasterly in the northernmost valley. The landfill currently exerts a negative impact on the land south toward the Virgin River. The landfill has consumed 900,000 cubic yards (26%) of its 3.5 million cubic yards of total capacity.

The valleys to the south of the landfill and the broad terrace north of the Virgin River floodplain are physically suited for development. This area, most of which is currently outside the City limits, is divided into many ownerships. One very preliminary proposal has been made for residential development for much of this area.

A wastewater system for Sunrise Valley could gravity flow southerly to the Virgin River, but would require a lift station (pressurized lines) to pump out of the area into the regional wastewater system. To reduce the pumping requirement and trunk line sizes, cost-effective and reliable methods to extract and re-use wastewater before pumping should be encouraged. The development could be supported by septic or wetland sewer systems. However, in order to finance the infrastructure requirements to access the property, Medium to Medium High Residential densities may be required. The terrain and soil conditions are not well-suited for irrigation, further reinforcing the concept of higher densities.

The Land Use Plan Map designates the area immediately east and south of the landfill as Industrial, for obvious reasons. Between the southwesternmost Industrial area and the Virgin River, it is suggested that Medium Density Residential be the predominant land use. The narrow valley further east along the Virgin River is also being designated as Medium Density Residential. Medium High Density Residential is suggested on a portion of the broad terrace along the north side of the Virgin River. This area is currently being excavated for gravel, but could be reclaimed to a condition suitable for relatively high density residential uses. Medium High Density Residential is also being proposed in the valley between the Industrial and Medium Density Residential designations. The Sunrise Valley area may be able to support, or help support, a small neighborhood commercial center, which is suggested in the southeast corner of the area, in close proximity to the Southern Corridor interchange south of the Virgin River.

Two road connections across the Virgin River to Washington Dam Road are indicated. The west crossing provides access to Washington City, and is currently under construction. The east crossing connects to the Southern Corridor/Washington Dam Road interchange.

AREA 12 POLICIES

1. To reduce the lift station pumping requirements from this area, methods of reducing wastewater are encouraged.
2. Residential development in areas that will be impacted by odors from the landfill should be discouraged.
3. Exporting significant traffic from this area to Washington Dam Road is strongly discouraged. Multiple means of egress are encouraged—including north to SR 9 and east to the Southern Corridor.
4. Any future development of this area should incorporate the following considerations:
   - Preserve public access to the Virgin River; and
   - Present an attractive image to the south (since Washington Dam Road will become a gateway to Washington City with the completion of the Southern Corridor).

AREA 12 ACTIONS

1. In the update of the Parks and Recreation Master Plan, consider Sunrise Valley for a major park site along the Virgin River.

8.13 Overall Land Use Policies and Actions

LAND USE POLICIES

1. Small, isolated commercial buildings may be considered in residential areas if the uses and buildings are in character and are compatible with the neighborhoods.
2. Medium and high density housing shall be located near collector and arterial roads, and as buffers between low density housing and other land uses.
3. Business/industrial areas should be separated from incompatible uses by either a natural, physical buffer, or a gradual transition in land use types.
4. Regional and super-regional commercial development will be directed to locations accessible and visible from I-15.
5. Neighborhood commercial centers are encouraged throughout the community at appropriate locations to encourage convenience for residences and commuters, and to reduce the need for cross-town travel.
6. The I-15 corridor should be developed with uses that take advantage of its public exposure, and the resulting developments must have an overall appearance compatible with the primary entrance of the City.
7. The frontages along both sides of I-15 should be developed in such a manner as to provide a suitable image for Washington City, in terms of landscaping, land uses, and building massing.
8. The City encourages the development of an attractive business/research park at Milepost 13.
9. Milepost 13 is envisioned as a retail commercial/professional office center. Only allow large-scale, large-lot development at the interchange.
10. Protect the scenic vistas and visual quality of the I-15 entry into the City.

LAND USE ACTIONS

1. Develop guidelines for the design of buildings and landscaping in the Interstate Corridor Overlay Zone. Explore provisions for incentives and/or regulations. Consider low interest loans or matching fund grants.
2. Install attractive medians, street trees, sidewalks, street lights, etc. in conjunction with the future widening of Telegraph Road.
3. Increase marketing of Washington City's existing and potential industrial business areas.
4. Reduce signage clutter and visual congestion of Washington City's primary streets.

9 Infrastructure to Support the Vision

The adequacy and availability of public infrastructure and facilities are key to the orderly, cost-effective growth of Washington City. Infrastructure necessary to support growth must be developed concurrently as the population increases.

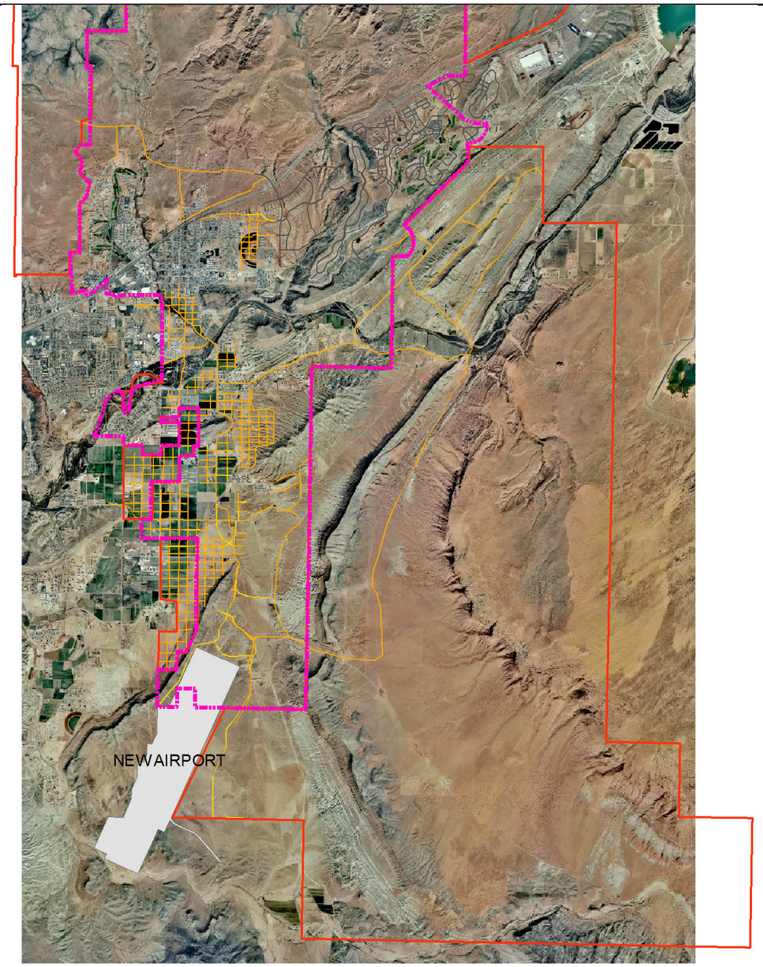


Figure 9-1: Key transportation considerations of the General Plan include the Southern Corridor and arterial and local road connections to increase general interconnectivity of the City and its neighborhoods

9.1 Transportation

The City's Transportation Master Plan was last updated in 2002. Although relatively recent, intervening growth patterns have created a number of road needs and priorities that were unanticipated in that Plan. In addition, this update of the General Plan is providing a more detailed projection of development potential on which to base transportation planning. Accordingly, the City is currently starting a new update to the Transportation Master Plan. Also, the City is currently studying options for widening Telegraph Road to increase traffic flow through the downtown area.

The General Plan has identified a number of transportation-related needs and is proposing tentative responses. It is assumed that these suggestions will be revisited in the Transportation Master Plan update, and the General Plan will be amended as appropriate.

9.1.1 Streets and Roads

According to the General Plan opinion survey, respondents felt that "the amount of traffic" and the "capacity of major roads" were the top most important issues facing Washington City today. Notwithstanding that traffic and road improvements are a major priority for Washington City residents, 81% of the survey respondents supported the concept of finding a balance between the needs of traffic and making the City streets more livable and attractive. There was very strong dislike (60%) for walled streets.

In the public input sessions, a number of concerns were raised about the street conditions that exist in the older core area of town. Concerns included: condition of paving, lack of curbs, missing sidewalks, lack of lighting, and speeding.

A number of road-related improvements are identified in the Land Use Plan Map of the General Plan, and are identified below.

- A conceptual alignment of the possible "Northern Belt Route" through the area north of I-15.
- An extension of Main Street north to the Northern Belt Route.
- Conceptual alignments for two connections from Washington Parkway, westward through potential new development areas to tie into the core area street grid.

- A proposed conversion of Telegraph Road (near Main Street) to a "downtown" streetscape.
- A conceptual diagonal roadway connection between Washington Fields Road and Milepost 10 (including the Mill Creek Parkway concept).
- A low-flow crossing over the Virgin River near the Mill Creek industrial area.
- A conceptual alignment for Washington Fields Road through 3650 South Street, to tie into the development north and east of the new airport.
- A slightly modified location for the Southern Corridor interchange near 3650 South Street.
- A conceptual road alignment near Washington Dam Road to provide access to the Sunrise Valley area from the Southern Corridor.
- A proposed interconnecting grid of streets to tie together the many small development parcels in the Washington Fields.

These various elements are described in greater detail in the area descriptions in Chapter 8.

A key overall concept of the General Plan is to increase connectivity of the community so that traffic is not concentrated on just a few major roads, but rather alternative routes are provided throughout the community. It is hoped that this strategy may be particularly helpful in relieving some of the traffic pressures on Telegraph Road through the downtown, allowing a pedestrian-friendly street design to be implemented.

9.1.2 Street Design Considerations

The General Plan recommends modest modifications to future standards for local and neighborhood streets that strike a balance between traffic capacity needs and creating attractive, livable streets. Recommended concepts include:

- Avoid cul-de-sacs and other street patterns that concentrate traffic on a few streets in residential areas, which makes those streets undesirable to front homes on, and leads to construction of sound walls and inefficient double-frontage lots. Instead, unless constrained by terrain or environmental considerations, require an interconnected street system that provides alternative routes through town, multiple accesses for emergency vehicles, and thereby makes streets more suitable for residential uses and utility layouts, more cost-efficient.
- Homes and other uses should be encouraged to front on all streets except on major and minor arterials. On major and minor collectors, on-street parking should still be encouraged, with homes allowed to be set back further from the street. Alley access may be provided where driveways are discouraged.
- To slow traffic, neighborhood streets should be relatively narrow (30' to 34' curb to curb), with short curb radii (15'-20'). To encourage pedestrian use, streets should have sidewalks separated from the curbs, and be lined with street trees.
- Rather than establish setbacks by zoning category, relate setbacks to the street type, regardless of the land use.

9.1.3 The Southern Corridor

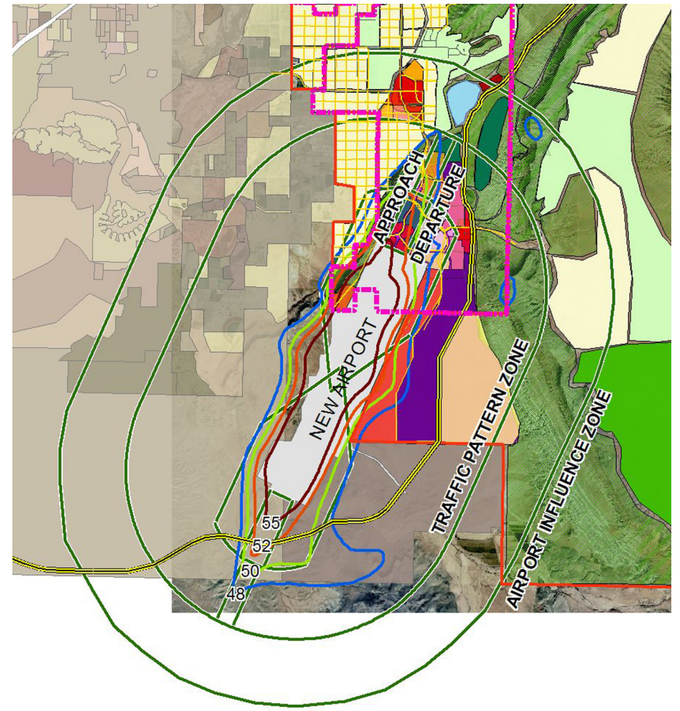
The Southern Corridor is proposed as a limited-access State highway that will serve as a beltway around the south and east side of the Washington City /St. George City urban area—connecting Milepost 2 (I-15) to State Road 9 at approximately 3400 West in Hurricane City. It will provide access to significant areas of Washington City resulting in additional "front doors" to the City. An approximate alignment for the Southern Corridor is included in the Land Use Plan Map. It is currently envisioned to begin as a two-lane highway with on-grade intersections, eventually expanded to a four-lane divided highway with possible overpass interchanges.

The General Plan proposes a slight adjustment in the location of the 3650 South Street interchange to better respond to topography and access to the 3650 commercial center. Further south, an interchange that provides more direct westerly access to the airport may be desirable, in addition to, or instead of, the Warner Valley Road interchange.

9.1.4 New Airport

For air travel, Washington City is currently served by St. George City's airport, whose physical limitations preclude improvements necessary to accommodate increased air access. A new airport location has been selected in St. George, south of Washington City, near the abandoned Civil Aviation runway. The airport will provide access for a larger type of aircraft and is considered to be an important key to the continued economic development of the region. It will be an added convenience to residents and will help attract businesses that require a higher level of air service.

The airport will be adjacent to the existing southern boundary of Washington City, with the airport's northern approach zone, and portions of the airport operation areas, extending into Washington City. The Airport Vicinity Land Use Plan Task Force is recommending land use restrictions for the adjacent off-airport land in order to protect the safety of property and occupants in the key operation areas, and to avoid noise complaints from future residents in the area. Compatible land use planning is essential to the long-term viability of the airport.



Fifgure 9-2: Proposed operation areas related to the new airport

At the time of this General Plan update, the airport planning was in-process, and the land uses proposed are a response to the information available at that time.

9.1.5 Public Transportation

Washington City's current population cannot support a transit system. However, looking forward many years to the possibility of growing to a population of up to 80,000, within an urbanized area that could reach 300,000, some form of regional transit system will not only be supportable, but may be essential to relieve traffic congestion.

As the region grows, if the significant proportion of elderly residents continues to grow as well, their reduced ability to drive will increase the benefit and desirability of having some form of transit system.

Short waiting times and access to major destinations are key requirements of a successful transit system. A transit system must have a relatively high level of ridership to justify the frequency that results in short waits. This in turn requires relatively high residential densities[11] within walking distance of transit stops. The low density pattern of development of much of Washington County will probably only justify intermittent and on-call services, unless highly subsidized. However, as Washington City and St. George City grow it is possible, especially with transit-oriented planning, to bring about attractive, higher density residential patterns that could support a transit system in core areas. For example, the downtown area of Telegraph Road and the north frontage road of I-15 might achieve the critical mass to sustain a small transit loop as part of a regional system. Additional detailed evaluation is required to determine the realistic potential of sustaining a transit system in the future. However, if feasible, planning now for such an eventuality will increase the likelihood of success. Transit planning should be done regionally, under the auspices of the Metropolitan Planning Organization.

TRANSPORTATION POLICIES

1. The City endorses the principle of striking a balance in street design between optimizing for traffic needs and making streets livable and attractive.
2. The City recognizes that the new airport will be important to the continued growth and success of Washington City and the region. The City's objective is that the Southern Corridor and new airport will be developed with the most benefit to all the residents and land owners of Washington City.
3. The City will take all reasonable steps to discourage incompatible land uses from encroaching into the key airport operation zones, to prevent safety or noise-related issues that could jeopardize the long-term success of the airport.
4. The City discourages the creation of double frontage lots and the use of sound walls in residential neighborhoods.

TRANSPORTATION ACTIONS

1. Monitor the progress of the Southern Corridor, and participate in detailed planning for interchange locations, frontage roads, and property acquisitions.
2. Conduct a detailed inventory of street conditions in the core area of town (north and south of Telegraph Road), and create a phased improvement program. Work with residents if special improvement districts are warranted.
3. In the update of the Transportation Master Plan, evaluate proposed General Plan road improvements. Incorporate the goal of balancing traffic needs with creating livable streets. Amend the General Plan as appropriate.
4. To assure that planned improvements to Telegraph Road result in a pedestrian-friendly downtown, coordinate traffic improvements with a detailed urban design plan for the "downtown." For example, to maintain pedestrian-friendliness, road widening should be minimized, center planted medians will provide safe "harbor" areas for pedestrians caught in the middle of the crossing, on-street parking should be accommodated to support the stores, and wide sidewalks should be planned.
5. Revise and refine Washington City's Construction Design Standards and Details to reflect the balance between traffic demands and livable streets. Considerations might include street widths, curb radii, setbacks appropriate for various street types, alleys to reduce curb cuts, landscaped medians (boulevards), on-street parking, and street trees in park strips to buffer sidewalks from the streets.
6. Continue to play an active role in the detailed planning of the airport. Continue to evaluate, and adjust if necessary, the impact of the airport on adjacent land uses to find an appropriate balance between property owner interests and the long-term success of the airport.
7. In conjunction with future updates to the Transportation Master Plan, evaluate the need for and feasibility of a future transit system to serve the City's build-out population. If feasible, work with the MPO to establish long-range plans, and begin to identify and reserve appropriate rights-of-way.
8. In conjunction with future updates to the Transportation Master Plan, work with UDOT and St. George City to verify the design standards for the Southern Corridor, including intersection types (at-grade or overpasses). If appropriate, amend the General Plan Land Use designations at the Southern Corridor intersections.
9. In conjunction with future updates to the Transportation Master Plan, conduct a more detailed analysis of the proposed Mill Creek Parkway and alternative routes to connect from the Washington Fields to the Milepost 10 and Telegraph Road commercial areas.

[11] *One estimate suggests 7 to 10 units/acre within 1/4 mile of transit stops.*

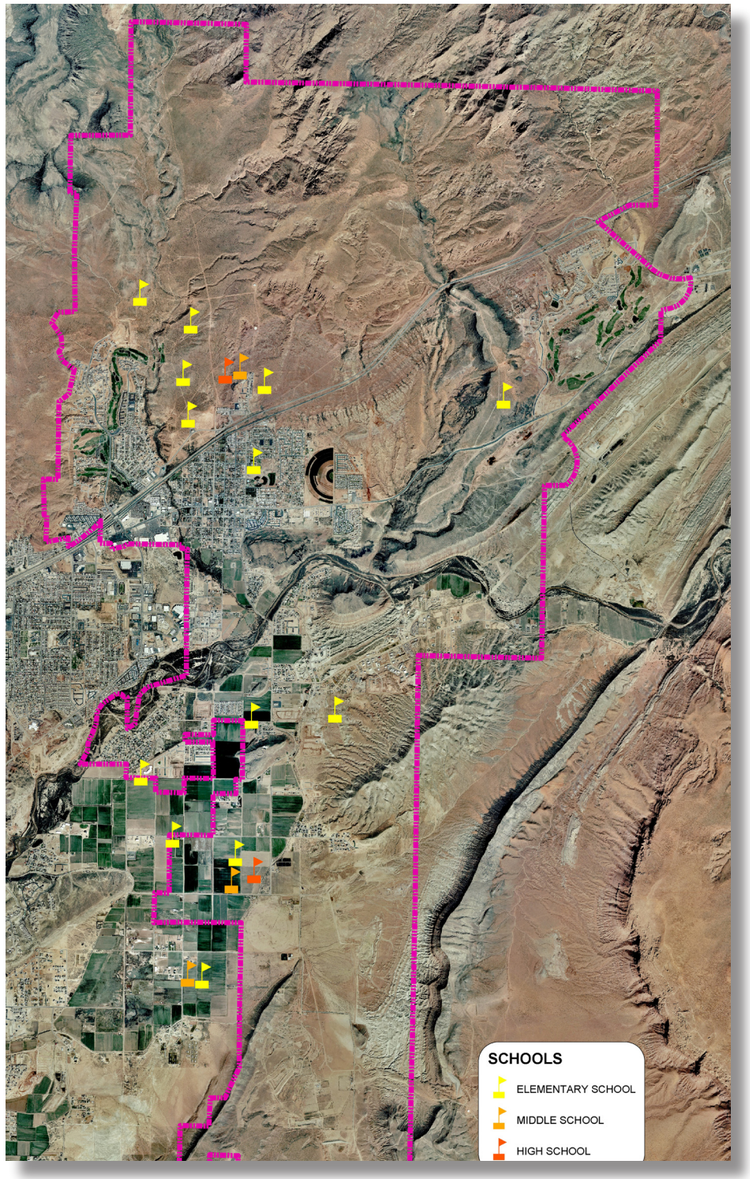


Figure 9-3: Washington City's future growth will require a number of new school facilities. General locations of school sites are shown above. See the sub-area plans for detailed directions as to how they relate to land use as well as parks and road systems.

9.2 SCHOOLS

As Washington City continues to grow, additional schools will be needed. The use of GIS (Geographic Information Systems) mapping in the General Plan allows projection of potential densities and, using School District demographic data, the estimation of school children and schools.

A preliminary assessment of the General Plan is that, at build-out, the City will need ten more elementary schools, three middle schools, and possibly two high schools. Their locations are a significant consideration in the planning of neighborhoods. Their acquisitions are a financial challenge for the School District, considering that there are similar needs in surrounding communities that are growing equally fast.

To wait until development occurs to acquire land and build schools will result in higher land costs and a greater likelihood of the overcrowding of schools. For the School District to acquire land now for future needs will result in a diversion of precious fiscal resources needed for current education needs. The state legislature has not enabled the use of impact fees to offset school construction costs.

Clearly an alternative method is needed for setting aside land for future school needs. For example, if the City could identify and reserve land for schools through the subdivision process, so that the School District need not purchase and develop land in advance of actual needs, this would not only reduce the cost of schools, but also allow schools to follow development rather than lead it.

The Land Use Plan Map suggests very general locations for future schools. The high schools and middle schools have been located near major intersections and mixed use areas. The elementary schools have been located in residential neighborhoods. Most of the schools are shown as being connected with Neighborhood and Community Parks.

For the Washington Fields and the undeveloped land in the Green Spring area (Washington City's two areas with the greatest development potential), the General Plan suggests a Bonus Density program to achieve public amenities. It is possible that this incentive program could include the dedication of land, or equivalent fees, for future school sites.

SCHOOLS POLICIES

1. The City will cooperate with the School District, and assist where possible, in reducing the cost of developing schools, including:
   - Improving the forecasting of school needs and locations;
   - Reserving land for school sites; and
   - Jointly developing schools with park sites to reduce land, development, and maintenance costs.
2. Prior to approval of new development, public school capacity must be demonstrated to be adequate to serve the proposed development.
3. New development is expected to help assure that land is/ will be available fo schools that will be necessary to serve the development.

SCHOOLS ACTIONS

1. Monitor actual development as it occurs (see Indicators in Chapter 7), and annually update the population and school projections of the General Plan.
2. Establish a regular schedule to meet with the School District to refine and update the projected locations of future schools.
3. Establish a working group that includes the City Community Development and Leisure Services staff, the School District, the City Attorney, and others to develop an equitable procedure for reserving land for future schools, and sharing the costs for said land among the developments that will benefit from them.
4. Work with the school district to establish level-of-service standards by which to measure the adequacy of public school facilities to serve future development.

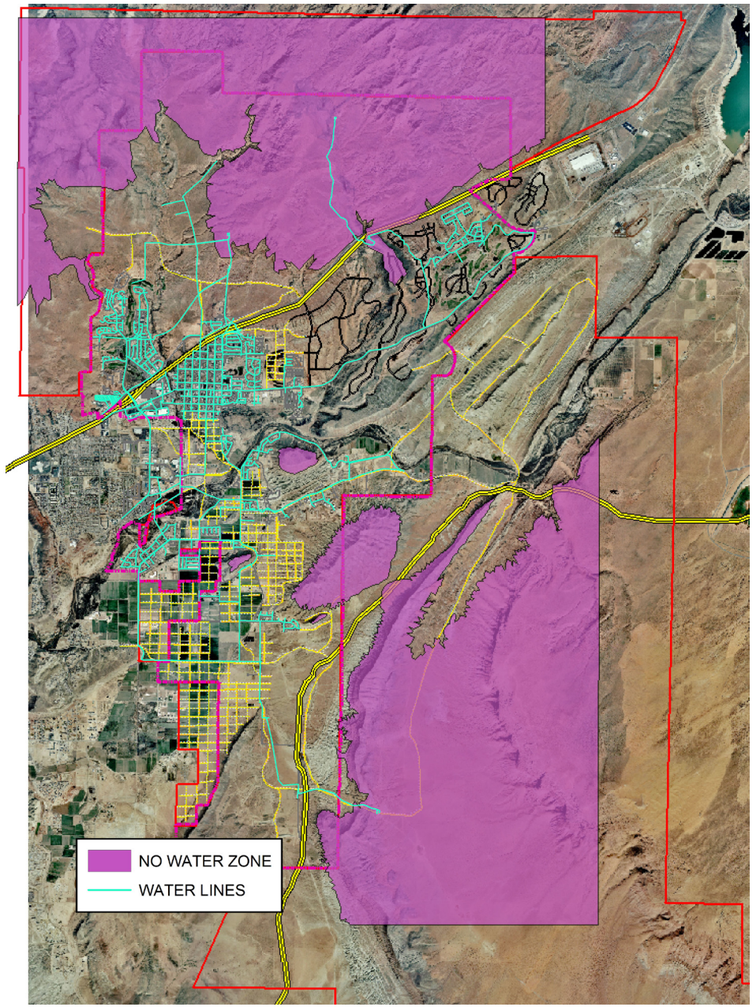


Figure 9-4: Areas Needing Water Infrastructure.

9.3 UTILITIES

9.3.1 WATER

"Second only to Nevada, Utah is the driest state within the United States. The County's average precipitation is eight inches compared to the state's average of thirteen inches. The County's low precipitation and desert climate renders the water supply limited and unpredictable. The population growth rate and the 300 sunny days per year present a definite challenge to the County to meet water needs. Water managers have felt the key to the future growth of the County lies in developing the necessary storage facilities to capture the water -- wherever and however the water becomes available as well as curbing the insatiable demand for water." [12]

The City currently receives water from a variety of sources: wells, and Quail Creek and Sand Hollow Reservoirs. The most recent Culinary Water Master Plan was completed in 2002 and it is currently being revised. At that time, the City had approximately 4,000 culinary connections, comprised of approximately 3.600 residential connections and 400 commercial connections. It was estimated that the average daily use was 439 gallons per day (gpd) per residential connection, and 1,600 gpd per commercial connection (3.2 times the residential use rate), which figures were used to project future water needs. The City projected growth from its then total of 5,000 equivalent residential units (ERU's) to 18,000 ERU's in 2023. Even though the plan is relatively recent, high growth rates and the availability of the General Plan update provide justification for revisiting the Culinary Water Master Plan.

Water is probably the single most important infrastructure consideration for the long-term growth of Washington City, as well as the Washington County urbanizing area. The City currently estimates that it has sufficient water reserves for the growth anticipated over the next 20 years. The Washington County Water Conservancy District is a major supplier of water to Washington City, as well as to the region. It developed the Quail Creek and Sand Hollow Reservoirs, and continues to do long-range planning for the regional community's needs, including a study of the feasibility of bringing water to Washington County from Lake Powell.

Notwithstanding the ongoing efforts to secure additional supplies, equivalent efforts need to be made to increase the conservation of water and to reduce the rate of consumption. In Washington City, one of the most effective water reductions can come through the reduction of irrigation. The watering of lawns is a significant portion of water use, especially during the summer months. The use of xeriscape landscaping practices is expanding in Washington City and should be strongly encouraged. Other possible actions include increasing the use of secondary[13] water for irrigating large landscaped areas (golf courses, parks, and other large turf areas).

9.3.2 WASTEWATER

Washington City maintains a wastewater collection system that flows into the St. George Regional Wastewater Treatment Facility. The Regional Facility serves St. George City, Washington City, Ivins City, Santa Clara City. In 1995, the treatment plant was expanded to treat up to 5 million gallons per day (mgd), then to 17 mgd in 1999. Based on current growth rates, it is projected that the treatment plant will meet the needs of the region until at least 2011.

The previous Wastewater Collection System Master Plan was completed in 1997, and it is currently being revised. It based growth projections

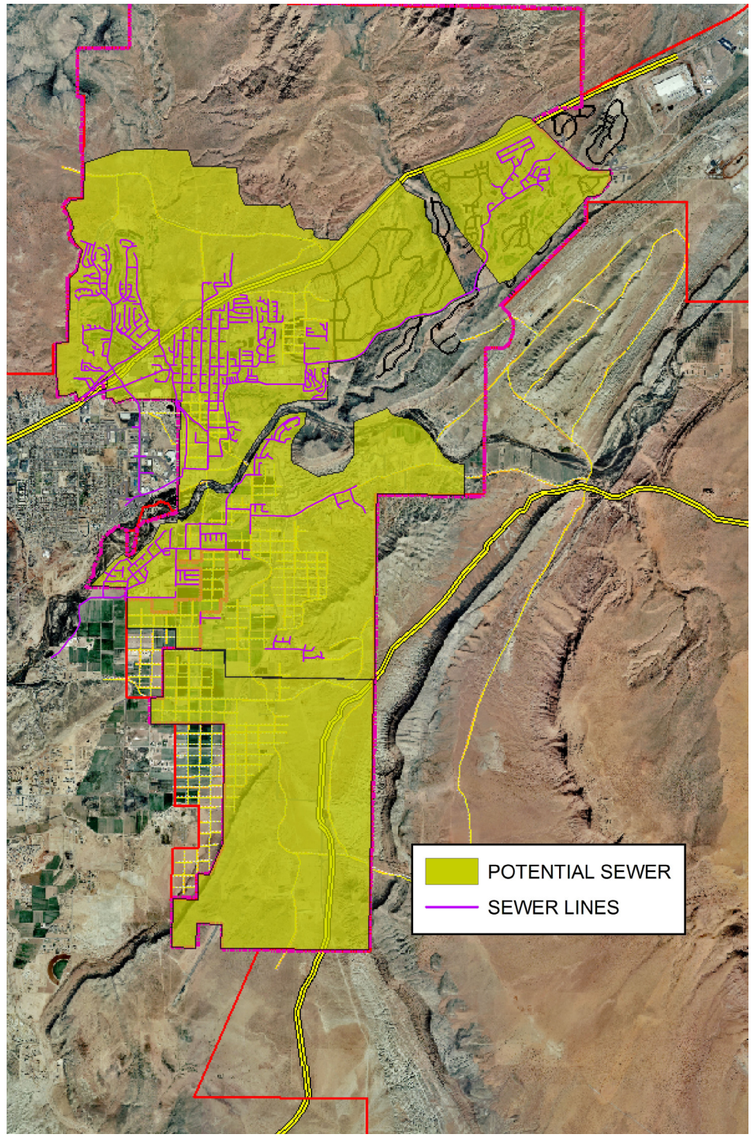


Figure 9-5: Areas Needing Wastewater Infrastructure.

[12] *2002 Washington County Water Conservancy District Water Management and Conservation Plan.*

[13] *Secondary water is less-than-fully treated, and therefore less expensive - which leaves more of the treated water for culinary use.*

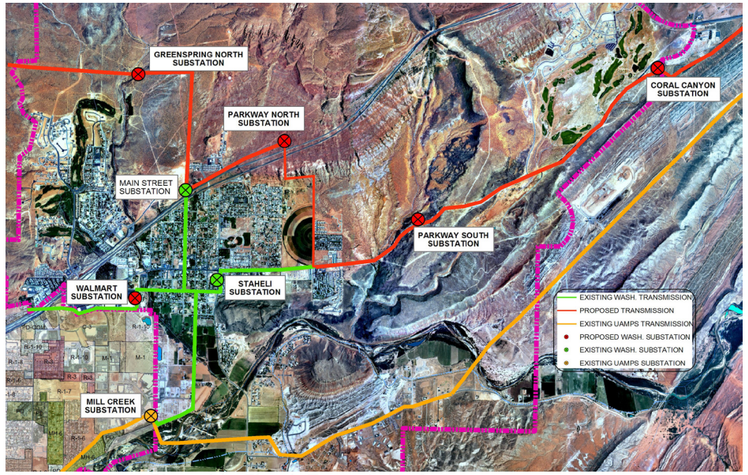


Figure 9-6: Areas Planned for Electric Transmission System.

on a 4% annual growth rate, which has been significantly exceeded by actual growth greater than 6% per year. The 1997 Wastewater Collection System Master Plan recommended an interceptor system for the Washington Fields area. When complete, this interceptor system will remove a significant barrier to development in much of the Washington Fields area. Phase 1 of the system was completed in 2000, Phase 2 was completed in 2002, and Phase 3 is currently in design.

9.3.3 Energy

Power is provided to Washington City residents and businesses through two sources. Washington City Power is a municipally owned and operated electric utility that provides service north of the Virgin River. Areas south of the Virgin River are served by Dixie-Escalante Rural Electric Association (DEREA). The DEREA serves the adjacent areas of St. George City (Little Valley, Bloomington Hills), as well as a number of other communities in southern Utah and northern Arizona. DEREA's planning and operations are independent of the City.

Washington City Power (WCP) has recently undertaken the expansion of transmission lines and substations. The goal of this project is to provide for current and long-term growth, as well as system redundancy and reliability throughout the City, well into the future.

This project proposes 5 new substations, as well as the routing of transmission lines and the acquisition of the rights-of-way to serve them. The proposed substation locations are:

- Coral Canyon at the water treatment plant;
- Washington Parkway South;
- Green Spring North;
- Washington Parkway North; and
- Wal-Mart/Telegraph Commercial Center.

This project is being coordinated with the overall general planning for the northern portion of the City. A copy of the system improvement work plan is available at the City Power Department Office.

Although an essential utility, power substations and transmission lines have a significant visual impact. Substations should be screened with landscaping and attractive fences, and powerlines should be located in areas that minimize their overall impact on Washington City's scenic setting.

UTILITIES POLICIES

1. The City is committed to provide utilities to support the orderly growth and development of the community in the most cost-effective manner possible.
2. The City encourages land uses and building design practices that conserve energy resources, such as compact development and "green" building standards[14].
3. The City will continue to provide for current power needs and long-term growth power needs, and will provide for power system redundancy to assure that reliable power is available to support the growth of the community.
4. The City shall aggressively pursue the conservation and efficient use of water to maximize the use and benefit of this scarce resource.
5. The City will continue to develop cost-efficient water resources and require the environmental protection of water sources.
6. Power substations and transmission lines should be located in areas that minimize their visual impact on Washington City's scenic setting.

UTILITIES ACTIONS

1. Update the Wastewater Collection System Master Plan to reflect land patterns and build-out growth projections in the General Plan.
2. Update the Culinary Water Master Plan to reflect land patterns and build-out growth projections in the General Plan.
3. In conjunction with future updates of the Culinary Water Master Plan, establish specific community-wide targets for reducing per-unit water consumption (including consumption on City-owned properties). Publicize the targets (newspaper, newsletters, City web site). Monitor progress toward meeting the targets using procedures outlined in the Culinary Water Master Plan, and report the progress annually to the public.
4. Encourage energy conservation. Evaluate LEEDs and other "green building" design standards. Adopt or recommend standards as appropriate.
5. Analyze the visual impact of potential powerline alignments in conjunction with route selections.
6. Create a storm drain master plan.

[14] *The Leadership in Energy and Environmental Design (LEED) Green Building Rating System is a voluntary consensus-based national standard for developing high-performance, sustainable buildings.*

9.4 Solid Waste

Washington City's solid waste is deposited at the regional landfill north of the Virgin River, southwest of the County Fairgrounds. The landfill is operated by the Washington County Solid Waste District. The landfill has consumed 900,000 cubic yards (26%) of its 3.5 million cubic yards of total capacity. The landfill District residents generate approximately 4.5 pounds of solid waste per person per day. As the population of Washington County continues to grow, the rate of filling the landfill will increase. Because of the difficulty and expense in replacing a landfill, the District has set a goal of reducing, by up to 25%, the amount of waste deposited in the landfill. The District, and other local entities, have initiated recycling programs to help meet this goal.

SOLID WASTE POLICIES

1. The City supports the goal of the Washington County Solid Waster District of reducing the amount of waste disposed of in the County landfill.
2. The City will cooperate with recycling efforts by helping increase awareness of recycling benefits, and leading by example in implementing recycling within the City offices.

SOLID WASTE ACTIONS

1. To increase recycling levels, measure the current recycling efforts within City departments, set goals, and measure the efforts again after one year. Publicize the results, and commit other businesses and organizations to meet the challenge.

10 Community Appearance, Form and Character

Figure 10-1: 300 East at I-15, showing unkempt conditions visible from the interstate (background). Note too the partial screening via Italian Cypress trees near the City yard.

Figure 10-2: The "notch" gateway on I-15 near Milepost 13, scarred by the road to the water tank.

Figure 10-3: The inconspicuous western gateway to Washington City on Telegraph Road. Note the barely visible entry sign.

Figure 10-4: An example of monument signage that could be used at Washington City's gateways.

The physical appearance of a community conveys an impression about the values and pride of the community. In spite of overwhelming hardships and adversity, from the earliest days the residents of Washington City have taken pride in the appearance of the community. One need not look further than the stately homes of the pioneer settlers to appreciate the long standing relationship between the physical appearance of the community and community pride, security, and sense of well being. Even today, the majority of the homes in Washington City exhibit care and attention to appearance.

The impact of first impressions is obviously felt most acutely by visitors. We have all had the experience of visiting a city for the first time, or revisiting a city after a long absence. We are immediately struck by the images we see: Are there street trees to give shade? Are the parks orderly and well maintained? Are the streets in good repair? Is the downtown attractive and busy? Are the storefronts and signs tastefully done? Are the street and directional signs simple to follow and can I find my way easily?

A city's physical appearance also enhances its economic development. If a city has an attractive appearance, people will be more likely to move there. An attractive city will also draw new businesses or businesses wishing to relocate.

10.1 Gateways

Gateways such as the I-15 corridor, Milepost 10, Milepost 13, Telegraph Road/SR9, western Telegraph Road, and the future Southern Corridor are Washington City's "front doors." These gateways indicate the entryways into Washington City and provide visitors with an initial first impression of Washington City. In a number of areas, the image Washington City projects through its gateways is not a positive one:

- The rear, unfinished sides of buildings;
- Equipment storage yards;
- Unkempt landscapes; and
- Scars on the hillsides.

The "first impression" of the City from its gateways needs to be a priority. It can be immediately addressed with attention paid to landscaping (including xeriscapes), and with long-term efforts made to screen out undesirable views and improve the rear facades of buildings.

The bridge over Mill Creek is a major "hinge point", between the old downtown area and the newer commercial area to the west.

Figure 10-5: The bridge over Mill Creek, a major gateway to both the Historic Downtown and the Milepost 10 commercial area.

GATEWAYS POLICIES

1. Entry corridors should be developed with uses that take advantage of its public exposure, and the resulting developments must have an overall appearance compatible with the primary entrances of the City.
2. The frontages along both sides of 1-15 within the City limits should be landscaped and developed in such a manner that provides a suitable "front door image" for Washington City, in terms of landscaping, land uses, and building massing.
3. Washington City's Gateways should be designed so they are clearly identified.
4. Washington City Gateways should be designed to be compatible with the heritage of the old town area.

GATEWAYS ACTIONS

1. Develop guidelines for the design of buildings and landscaping in the Interstate Corridor Overlay Zone. Explore provisions for incentives and/or regulations. Consider low interest loans or matching fund grants.
2. Set an example by screening the City Yard, and mitigate the appearance of the water tank and its access road along I-15.

Note: The City Yard will be relocated in the future.

3. Require tree planting in traffic medians at entrances or gateways to the City, and encourage the same at major entrances to communities and neighborhoods.

10.2 Character of the Downtown

Most successful shopping areas follow a simple formula: people on foot spend much more money than those in cars. Thus, the objective is to attract people, get them out of their cars, create an attractive setting that encourages them to linger, and provide exposure to numerous stores to provide opportunities for "impulse" buying.

The General Plan envisions a downtown for Washington City that has the following characteristics:

- Developed around a heritage theme;
- Pedestrian-friendly with attractive walks, planted medians, and street "furniture;"
- Ample, convenient parking;
- Low profile buildings, generally not exceeding two to three stories;
- A center for government;
- Attractive shops, restaurants and art galleries; and
- Well-landscaped, with an identity distinctive from other commercial centers in the City.

The overall objective is a downtown that generates pride in Washington City and attracts residents and tourists through its traditional buildings, shops, and restaurants, and its overall beauty. However, it is clear that landscape improvements and refurbished storefronts alone will not guarantee a healthy and vibrant downtown. The downtown area can continue its strong comeback only by working to achieve common objectives centered around a comprehensive downtown strategy.

10.2.1 Strategies for the Downtown

Section 1 in Chapter 8 describes the downtown in the context of the other areas of the City. It particularly addresses the basic framework considerations (zoning and circulation) for the Downtown. Below are additional strategies for achieving the City's Vision for the Downtown:

1. Provide a mix of uses that create a variety of reasons to come to the Historic Downtown.
2. Create an attractive, entertaining environment, with amenities for all ages (benches, play areas, gathering areas) that are linked together in a continuous experience.
3. Develop a distinctive, consistent image/character for the Downtown[15].
4. Provide zoning incentives to encourage office and residential development.
5. Provide off-street parking that is convenient, free to the public, and safe.
6. Encourage the use of ground level space for shop, service, or restaurant space, with upper floors used for office space or residential uses.
7. Promote a pedestrian friendly downtown atmosphere through the use of narrowed street widths neck downs at street corners, sidewalk paving accents, coordinated street furniture (lights, benches, trash bins, etc.), awnings, and street trees or shrubs in or adjacent to sidewalks.

All of these strategies are best accomplished through coordinated management, and a willingness, even an obligation, to contribute financial resources to capital improvements and maintenance.

DOWNTOWN POLICIES

1. The City strongly supports preserving and expanding Washington City's Historic Downtown as the primary business and government center for the City.
2. Achieving and maintaining a healthy, vibrant downtown will require both public and private efforts. The City will support downtown merchants and property owners in this effort, and will help plan and participate where appropriate.

DOWNTOWN ACTIONS

1. Create an advisory board to advise the City Council on Historic Downtown revitalization. Include on the advisory board, downtown merchants, property owners, residents, and community business leaders.
2. Rezone the Historic Downtown area to permit and encourage downtown development consistent with the General Plan.

Figure 10-6: The Nisson's variety/hardware store has some of the characteristics of a traditional "main street" feel.

Figure 10-7: Nisson's Market and the vacant land to the west (foreground) could be developed into a pedestrian-oriented development.

Figure 10-8: A conceptual model of a pedestrian center for the Nisson's Market site.

[15] *It is not practical or sustainable to try to re-create a historic theme for the entire Historic Downtown. Rather, a traditional theme is recommended. An example of a traditional theme is the new City Hall, which has features and characteristics that recall traditional, historical building forms and materials, but with other aspects of a modern functional design.*

3. Commission the creation of detailed urban design guidelines, to bring about a modest level of consistency and unified character for the Downtown. As a starting point, expand, refine, and implement the preliminary list of Minimum Design Standards for the Historic Downtown in this chapter and in Chapter 8.
4. Create design guidelines, based on a Heritage Preservation theme. Encourage traditional architectural styles (like the City Hall), while featuring historic landmarks and pioneer-era buildings
5. Create incentives to encourage development consistent with the guidelines and objectives of the Historic Downtown. Consider: low interest loans for facade renovations, assistance with land assembly, reduction of parking requirements (if on-street parking is available), and the formulation of a special district.
6. Retain the services of an architect/landscape architect to provide design review and quality control recommendations for public projects, as well as for private development and redevelopment.
7. Hold annual programs for City Beautification Awards to recognize quality landscaping of both commercial and residential properties.
8. Integrate a Signage Program that enhances the image and environmental character of the City.
9. Regulate the size and location of billboards so they do not detract from the City's positive image.
10. Enforce sign regulations to restrict off-premise billboards.
11. Develop standards for site design, landscaping, screening, and signage that will enhance the City's appearance, be reasonably affordable, and be flexible.

10.3 Heritage Preservation

Washington City is an important pioneer settlement with one of the most unique histories in Utah. The City has a very special collection of historic resources. These include many buildings in the old downtown area, as well as other individual properties scattered throughout the community. They represent early stages in the community's development, including early pioneer properties, as well as others related to agricultural, residential, and commercial activities. In addition, there is the likelihood that sites associated with earlier use by Native Americans exist within the City that merit consideration.

Preserving historic resources is a part of an overall strategy of maintaining community identity and livability. Historic resources enhance the quality of life for community residents and help to create a sense of place for the residents, while providing visitors with a connection to the City's heritage. As the City continues to develop, a goal is to maintain its ties to the past through the preservation of its architectural heritage, which is reflected in its historic resources. Not only do historic properties help to convey a connection with the heritage of Washington City, but they can also help to promote economic development through Heritage Tourism programs. Therefore, historic preservation should be an important goal for the community.

Washington City does not have a concentration of buildings that would qualify as being a historic district, but it does have many individual properties that could be listed individually as cultural resources. And, while the old town area is not eligible as a historic district, it does convey a small town character that should be preserved. This is sometimes referred to as a "conservation district," where individual historic properties are preserved and new compatible construction occurs that supports the overall scale and character of the area.

What does Preservation mean?

- Preservation means using historic properties.
- Preservation means accommodating change.
- Preservation means maintaining key character-defining features.

Preservation does NOT mean:

- Stopping development.
- Requiring improvements.
- Requiring the removal of inappropriate changes that have happened.

10.3.1 Preservation Program Components

Washington City should strive to establish a coordinated preservation program. The City should organize its historic preservation program as a series of interrelated tools, each of which contributes to the protection of cultural resources. The key elements should be:

Historic Property Survey

A key step in preservation planning is to establish a base of information that can be used to identify historic resources and develop an understanding of their significance. A survey identifies each of the historic resources in a community. It should include a description of the general character of a district or neighborhood, as well as a listing of all of the properties surveyed, indicating their significance. This survey should be available to property owners to assist them in making decisions about the treatment of their properties. It may also be used to designate certain properties as official City landmarks.

Listing of Cultural Resources

Once properties of historic significance have been identified, the City should promote official designations of these resources as having historic significance. There are three options for listing that may be considered. Note that many historic properties are typically listed at all three of these levels:

Figure 10-9: The Historic Relief Society Hall.

Figure 10-10: A remnant of simple, stately, timeless pioneer architecture.

The National Register of Historic Places

The National Register of Historic Places is a list of sites and properties of historic significance. Properties so listed may have national significance, but they may also be listed if they are determined to have significance at a state or local level.

Properties listed in the National Register are also protected from federally-funded projects which might harm or alter the historic character. Such federal projects must be reviewed for their potential impacts. Otherwise, alterations are not reviewed if the property owner is not seeking the federal income tax incentive, or if no federal actions are involved.

Utah State Register of Historic Places

The State of Utah maintains a listing of historic resources that is similar to the National Register. Properties so listed also may be significant at the national, state or local level.

City of Washington Designation

The City should also establish a local listing of historic resources. It is this level of designation that is needed if the City is to apply any form of mandatory design review for alteration of historic properties. To accomplish this, the City can avail itself of the matching grants provided by the Certified Local Government (CLG) program of the State Historic Preservation Office (SHPO). Washington City has been certified by the SHPO. The purpose of the CLG grants is to assist local governments in documenting and promoting the preservation of historic and archaeological sites. Examples of eligible projects include conducting architectural and archaeological surveys, nominating properties to be listed on the National Register of Historic Places, printing walking tour booklets, preparing feasibility studies and working drawings for property improvements, and rehabilitation of National Register properties.

The local governments are required to match the grant amount on a 50/50 basis with local funds, donations, and services. They are also required to maintain adequate financial and administrative records. This is usually done by volunteer members of the local historic preservation commission, though some local governments assign a paid employee to assist with the grant management.

Preservation Ordinance

The city should consider adopting a preservation ordinance that would officially establish a local preservation program. The ordinance should establish a preservation committee, provide a process for designating historic properties, a procedure for promoting their preservation, and perhaps a system for the review of rehabilitation plans.

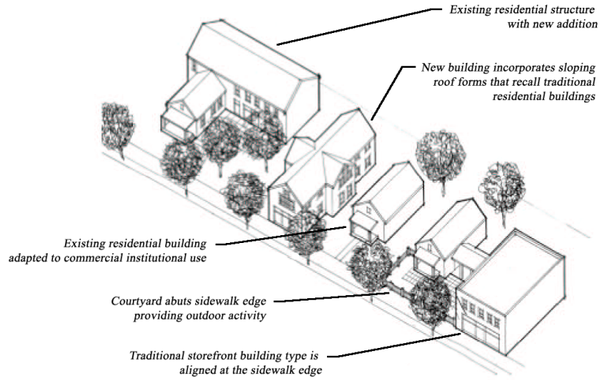


Figure 10-11: General Design Guidelines

Design Guidelines

The heart of design review is design guidelines that address specific design issues. Design guidelines are the standards by which the City can evaluate the appropriateness of proposed changes to locally designated cultural resources. The guidelines also inform developers, in advance, of the criteria on which their designs will be judged. Guidelines and the review process also play an educational role, increasing the understanding and awareness of design issues in historic areas. Washington City should adopt design guidelines that address preservation issues. The guidelines may be used in a formal review process, or may be applied with conditional use reviews and attached as a requirement for making use of certain preservation incentives that may be available. It should be understood that the intent of guidelines is to encourage compatible development. Guidelines typically do not limit compatible design options, but rather discourage the introduction of incompatible alterations and designs.

Figure 10-12: Views of mountains to the north are key assests of the Historic Downtown that should be maintained.

Preservation Incentives

Many communities provide incentives to stimulate investment in historic areas, encourage property owners to follow appropriate rehabilitation procedures, and assist those with limited budgets. Even though preservation procedures generally are less expensive than the alternatives that would alter historic character, incentives enhance any good preservation program. The City should consider offering financial assistance, in the form of loans or grants, to reduce rehabilitation costs to property owners. The City may also offer tax relief, either as income tax credits, sales tax waivers, or reduced property taxes. The City should strive to provide technical assistance, to facilitate appropriate rehabilitation techniques, and provide streamlined review processes, or offer special flexibility in building codes.

Education Programs

While many residents clearly understand the benefits of historic preservation in Washington City, others would benefit from information that more directly highlights the connection of preservation with the economic well-being and quality of life issues. A proactive approach is needed that makes creative use of the media, special programs, institutions, and other communication devices to inform the community of the positive aspects of historic preservation in Washington City. The Washington City preservation program should include special initiatives to educate property owners. It should include rehabilitation classes, publications, and walking tours to heighten awareness and increase understanding of preservation procedures and policies. Well written design guidelines that provide useful information, as well as literal standards, also serve an educational role.

HERITAGE PRESERVATION POLICIES

1. The City will make a concerted, on-going effort to support and encourages the preservation of Washington City's heritage, through education, incentives for preservation, and such regulations as are necessary to bring about effective preservation.

HISTORIC PRESERVATION ACTIONS

1. Sponsor historic housing renovation workshops and clinics, and provide assistance and/or incentives such as low-interest loans, etc.
2. Work with local Historic Preservation groups such as Washington City's Certified Local Government (CLG) partner, historic property owners, and architects to develop guidelines for the renovation of historic structures that will allow

cost-effective modernization, while preserving Washington City's few remaining examples of pioneer heritage.

3. Complete a detailed survey of the historic resources in Washington City. It should include a description of the general character of a neighborhood, and a listing of all of the historic properties and their significance. Inform the public through such means as: building plaques, directional signage on major streets (such as Telegraph Road), and publishing information on the City's web page. Seek state and/or federal grants as appropriate. (See State of Utah, Department of Community and Economic Development).
4. Establish a coordinated preservation program.

10.4 Outline Design Guidelines for the Historic Downtown

Minimum design standards for the Historic Downtown should be developed through a detailed analysis and public input. Design guidelines for the Historic Downtown should provide context-specific direction for development that will reinforce the vision for the area as outlined in the General Plan. The Historic Downtown should develop in a coordinated manner so that an overall sense of visual continuity is achieved. The dominant character of this area should be that of a mixed use "village," with an active street edge that is pedestrian-friendly, and architecture that respects the Historic Downtown's design traditions.

Figure 10-13: Front setbacks may be developed as lawns and courtyards. Locating parking in front of buildings should be avoided.

10.4.1 Views

Views of mountains to the north are key assets of Historic Downtown that should be maintained. Special consideration should be given to any development at the northern edges of the Historic Downtown that would affect views of the mountains.

10.4.2 Streetscape

Sidewalks should be a minimum width of 5 feet in residential neighborhoods, and 10 to 12 feet in commercial areas or areas with a high concentration of pedestrians.

Planting strips between the streets and sidewalks should be incorporated in residential areas, where feasible. Planting strips help increase the walkability of the Historic Downtown area by separating the pedestrians from automobiles.

Streetlights should be of a historic design and of a pedestrian-scale (10'-12' high). They should be used on Telegraph Road, as well as throughout the residential areas to the north and south.

Street trees offer pedestrians welcome relief from the hot summer sun, and will help to define pedestrian corridors. Street trees should be planted, with regular spacing, along all of the streets in the Historic Downtown area.

Street furniture, such as benches and trash receptacles, are functional needs as well as opportunities to add "personality" to the Historic Downtown area.

Commercial development is inherently an urban condition, and landscape requirements should reflect it, with reduced landscaping (except for parking lots) in exchange for higher quality materials for sidewalks and furnishings.

10.4.3 Building Size, Character, and Placement

The appearance of the Historic Downtown will be greatly enhanced with buildings lining the streets, rather than parking lots. Buildings should be placed directly adjacent to the sidewalk, to maximize the visibility of store windows, as well as to create a pedestrian-friendly environment.

All buildings should be designed to front the street. The main entrance for all buildings shall be located on the street, catering to pedestrians rather than automobiles.

Building Setbacks

Buildings should be located near the sidewalk edge to provide interest to the pedestrians. A narrow range of building setbacks should be applied to establish a "village" character. Setbacks from 0 to 25 feet are appropriate. Front setbacks may be developed as lawns and courtyards.

Figure 10-14: An example of a small apartment building with single-family residential character that could be incorporated into a single-family neighborhood.

Figure 10-15: The historic Cotton Mill exhibits massing and materials that are compatible with the Historic Downtown context.

Figure 10-16: The new City Hall establishes a tone for development that is appropriate for the Historic Downtown.

Figure 10-17: Parking should be located curbside and to the interior of lots, to the extent feasible, and buildings should face the street.

Building Massing

Building massing should be similar to that seen traditionally in the Historic Downtown area. Buildings should be sized to be compatible with existing, surrounding buildings. Generally, two to three stories are appropriate for commercial/office/apartment buildings on Telegraph Road. In the residential neighborhoods near the Historic Downtown, apartment and/or condominimum buildings could be considered compatible, if designed to be one to two stories and have a single-family residential character. Larger buildings should be divided into "modules" that reflect the scale of buildings seen historically.

An example of a small apartment building with single-family residential character that could be incorporated into a single-family neighborhood.

Architectural Features

Interesting architectural features, visible from the street level, shall be incorporated into new buildings. These features will help to enhance the pedestrian environment.

Building Materials

In the Historic Downtown, buildings should be constructed with traditional materials representative of Washington City's historic buildings. The historic Cotton Mill exhibits massing and materials that are compatible with the Historic Downtown context.

Building Form

Buildings should use forms seen traditionally in the Historic Downtown of Washington City. A variety of building forms is appropriate, within a range that represents the diversity seen historically. Simple rectilinear shapes are preferred. In general, traditional gable roofs are typical of buildings in and near the Historic Downtown. Flat roofs associated with traditional storefronts may be appropriate for commercial buildings on Telegraph Road.

The new City Hall establishes a tone for development that is appropriate for the Historic Ddowntown.

10.4.4 *Signs and Lighting*

Special sign guidelines should apply to the Historic Downtown commercial area. They should be of a smaller scale to be compatible with the traditional scale of development.

All sites must offer small scale lighting. Lighting sites, in addition to street lighting, will help to create a safe pedestrian environment, and will help to deter crime.

10.4.5 *Parking and Service Areas*

Parking and service areas shall be located behind buildings, rather than directly adjacent to roadways. This will enhance the pedestrian atmosphere of the Historic Downtown area. Where it is infeasible to locate parking lots and service areas behind buildings, they should be buffered from sidewalks and roadways (with trees, landscaping, etc.).

- All parking lots should have generous amounts of shade trees and landscape islands.
- Pedestrian pathways should be included in parking lots to create a means for pedestrians to access building entrances.
- Parking ratios should be evaluated to provide the most efficient number of parking spaces. Where possible, shared parking between adjacent land uses may be implemented to decrease parking ratios.
- Following a number of design guidelines will help Washington City create an inviting Historic Downtown area.

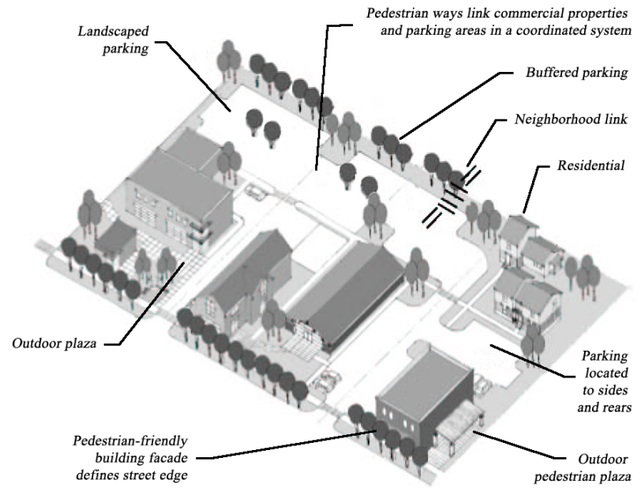


Figure 10-18: Parking guidelines.

10.4.6 *Preservation Principles for Washington City*

A preservation program should be developed that promotes active use of historically significant properties in the City. When considering alterations or improvements to historic properties, the following preservation principles should apply:

1. Respect the historic character of the property.
2. Don't try to change a building's style or make it look older than it really is. Confusing the character by mixing elements of different styles is not appropriate.
3. Seek uses that are compatible with the historic character of the building.
4. Uses that do not require radical alteration of the original architecture are preferred. Provide a compatible use for the building that requires minimal alteration to it. An example of an appropriate adaptive use is converting a residence into a bed and breakfast establishment (when zoning regulations permit).
5. Protect and maintain significant features.
6. Distinctive stylistic features should be treated with sensitiv-

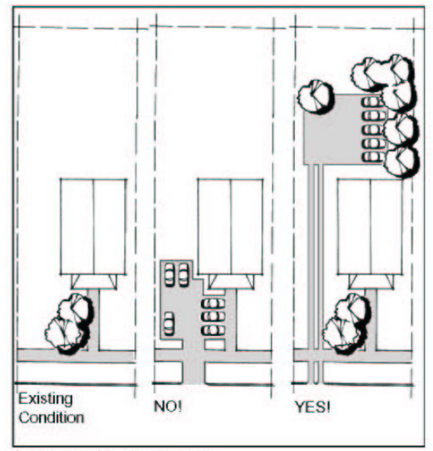


Figure 10-19: Additional parking guidelines.

ity. The best preservation procedure is to maintain historic features through proper maintenance so that intervention is not required.

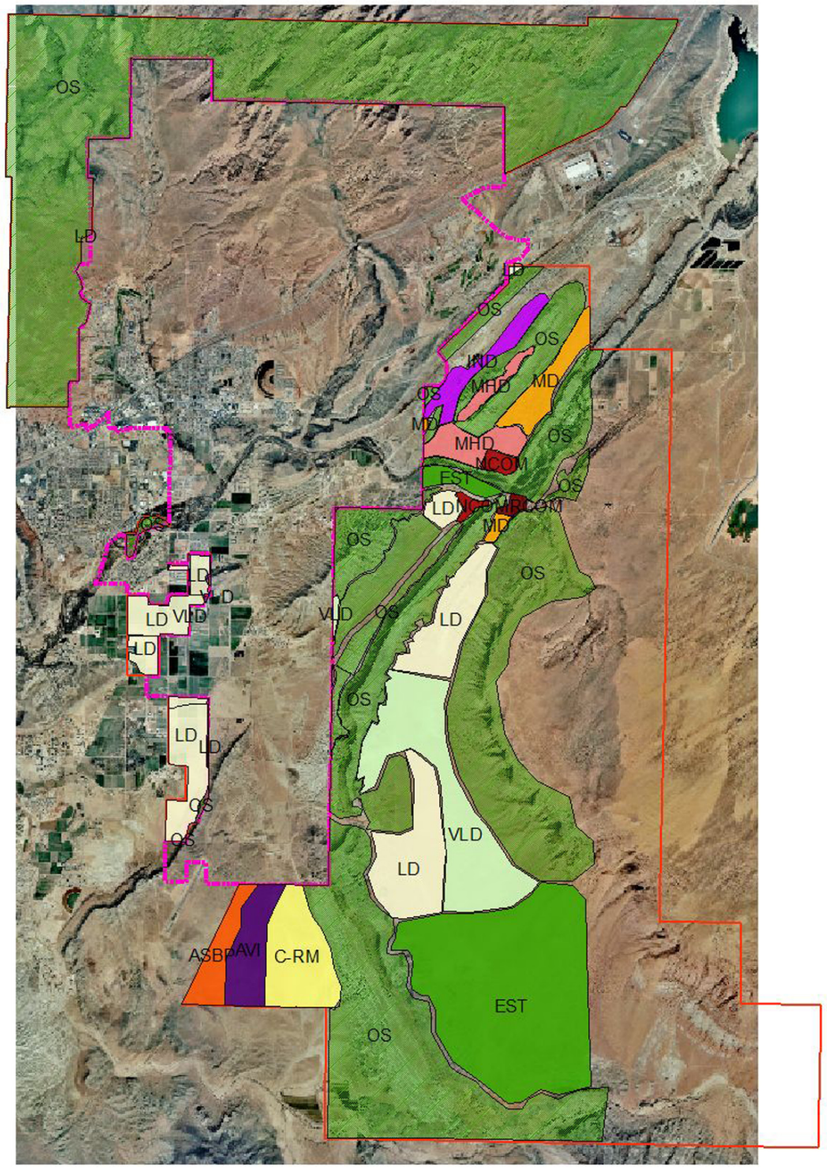
7. Key features are those that help convey the character of the resource as it appeared during its period of historic significance.
8. Repair deteriorated historic features, and replace only those elements that cannot be repaired.
9. Maintain the existing material, using recognized preservation methods whenever possible.
10. Design any alteration to be compatible with the historic character.

If changes are needed, they should be planned to minimize impacts on significant features, and they should be designed to be in character with historic features. At the same time, alterations should be distinguishable as being more recent changes.

DESIGN POLICIES

1. The public streetscape in the Historic Downtown shall enhance the pedestrian experience without being an obstacle to traffic or commerce.
2. The use of trees and flowering plants in the Historic Downtown should be strongly promoted.
3. Site lighting shall be used to enhance the pedestrian experience at night by providing a well-lit environment.
4. Where historic landscape features exist in residential areas, they should be preserved when feasible.
5. Visual impacts of mechanical equipment and service areas shall be minimized.
6. The visual impacts of parking lots should be minimized.
7. Building entrances should be oriented to the street and be accessible by pedestrians arriving along the public sidewalk.
8. Signs in the Historic Downtown should be oriented to pedestrians as much as automobiles. Smaller scale signs are preferred.
9. Architectural details that help to establish a sense of scale and provide interest to pedestrians shall be encouraged.

11 Annexation & Growth Management



In accordance with Utah Code, Washington City has adopted an Annexation Policy Plan. The following is a synopsis of the criteria from that Plan, that shall guide Washington City's decision whether to grant future annexations. For specific, current annexation standards and requirements, please refer to the official Annexation Policy Plan, which can be obtained from the City.

11.1 General Annexation Criteria

As part of its ongoing effort to plan and prepare for responsible growth, Washington City has identified certain territory outside of and contiguous to its present boundaries which could, at some future time, reasonably be considered for annexation into the City. This potential annexation area is shown in Figure 11.1. Areas included in an annexation petition must fall within the areas designated for potential future annexation. In some instances the areas proposed for potential future annexation include areas which are bordered by other municipalities, and also included in their designated annexation areas. Although land proposed for annexation may be located within the Washington City annexation expansion area, there is no guarantee that the annexation request will be approved by Washington City. Per state law, annexations must be contiguous to the corporate limits of the City.

Washington City has a rural agricultural history, but is rapidly growing in population and the demand for housing is high. The City encourages commercial and industrial uses that will benefit its growing population. Land uses in areas to be annexed should be compatible with the General Plan of Washington City.

To assure that growth does not place undue cost burdens on the City, the City favors annexation where services can be incorporated into the existing City utilities. The City is in support of property within the expansion area being developed so utility and transportation systems can be incorporated into a comprehensive system for the entire area.

The City shall not favor the annexation of areas for which it does not have the capability or the intention of providing municipal services, with the exception of utility services that are not provided by the City but are provided by other entities in the areas proposed to be annexed.

11.2 Extension of Municipal Services in Unincorporated Areas

In areas where municipal services are not presently extended, services will be extended on an as-needed basis. All extensions of municipal services shall comply with all City ordinances, policies and standards. In general, the costs and expenses of capital improvements, such as utilities, streets, curbs, gutters, sidewalks, storm drain systems, and other improvements deemed necessary in the annexed area, shall be borne by the developer as development within the area occurs.

When annexation is approved, the newly annexed area shall receive the following services:

1. Fire protection;
2. Police protection;
3. Planning and zoning;
4. Maintenance of dedicated City (public) streets; and
5. Other City services generally provided to other areas of the City at the time of annexation.

An annexation agreement may be prepared between the City and future developers outlining specific requirements relating to culinary water, wastewater, storm water drainage, transportation, electricity, parks, and other specific improvements prior to annexation approval.

An approved annexation petition will allow developers of the annexed property to connect to City facilities, provided that all infrastructure proposed to be connected meets City standards and specifications and complies with all applicable development and land use ordinances.

The manner in which infrastructure additions are developed will have a bearing on how they are financed. The increased valuation of property and the subsequent increase in property and sales tax revenues will help increase contributions to the City's general fund. This increase will help defray the added cost of providing services to the annexed areas.

It is not anticipated that an annexation will cause any adverse consequences to the residents currently living within the City or living within the area annexed, except that there may be a slight reduction in general services available to current residents as a result of expansions of services into the newly annexed territory.

It is likely that the residents in the newly annexed territory will experience an increase in their property taxes due to the difference in certified tax rates between the City and Washington County. Additionally, property owners in the newly annexed territory may experience reductions in fire and property insurance rates. It is further anticipated that as the City receives the property tax revenue from the newly annexed territory, the level of services for the entire community will increase.

As the area continues to grow and becomes more populated, additional development planning will occur. Incorporation of these plans and development to Washington City standards will allow a more comprehensive system of infrastructure to serve future growth and development in the areas annexed to Washington City.

11.2.1 Annexation Policies

Areas included in an annexation petition must fall within the areas designated for potential future annexation.

Land uses in areas to be annexed should be compatible with the General Plan of Washington City.

Areas to be annexed shall not be located within the corporate limits of another incorporated city or be a part of a previously filed annexation petition that has not been denied, accepted, or approved.

Areas to be annexed must be contiguous to the corporate limits of the City at the time of submission of an annexation request.

In considering an annexation request, the City will look favorably upon an annexation proposal which:

1. Eliminates and/or does not create islands or peninsulas of unincorporated territory;
2. Consolidates overlapping functions of government;
3. Promotes efficient delivery of services;
4. Encourages the equitable distribution of community resources and obligations; and
5. Minimizes negative tax consequences for property owners within the area to be annexed, as well as the property owners already within the City.

Wherever practical, new City boundaries should conform to the boundaries of special service districts or other taxing entities.

It is not Washington City's intent to annex territory for the sole purpose of acquiring revenues.

Any annexation petition must comply with the requirements of Section 10-2-403, Utah Code Annotated.

In general, the costs and expenses of capital improvements, such as utilities, streets, curbs, gutters, sidewalks, storm drain systems, and other improvements deemed necessary in the annexed area, shall be borne by the developer as development within the area occurs.

POLICIES	ACTIONS
GENERAL PLAN POLICIES	**GENERAL PLAN ACTIONS**
1. The General Plan and the Zoning Ordinance shall conform to one another. 2. The General Plan will be updated at least every 5 years or when major changes occur in the community. 3. The Planning Commission and City Council are committed to let zoning and other development proposals be guided by the General Plan. 4. All zoning and land use decisions, including the development of streets, parks, utilities, and the provision of public services, shall be consistent with the General Plan, including its maps, goals and policies. 5. A development proposal in conflict with the General Plan should not be supported unless there are special circumstances and a clear justification for deviation. 6. Major deviations from the General Plan require that the General Plan be reviewed and amended in advance through a public hearing process.	1. Either in concert with property owners or for the countervailing public interest, revise and adopt a new Zoning Map consistent with the General Plan. 2. Prepare a resolution for the City Council stating that all land-use decisions shall be consistent with the General Plan unless special circumstances and a clear justification warrant deviation. 3. If decisions are not consistent with the General Plan, unless special circumstances and a clear justification warrant deviation, amend the General Plan prior to approving any conflicting land use plan. 4. Require any land use application to demonstrate consistency with the General Plan or show a clear justification why deviation from the Plan should be warranted because of special circumstances.
	DEMOGRAPHIC ACTIONS
	1. Track future demographic characteristics of the population with each Census and future opinion surveys, and update the City's forecasting assumptions accordingly.
PHYSIOGRAPHY AND GEOLOGY POLICIES	
1. Where hillsides are in private ownership and development rights exist, the City will reduce the impact of development on steep hillsides through measures such as low-density zoning, clustering, or transfer of development rights. 2. Public safety must be preserved by assuring that stability is properly maintained on any development of hillsides and/or slopes, and that problem soils are properly mitigated. 3. The aesthetic qualities of the hillsides shall be preserved by minimizing the amount of hillside excavation, and requiring that where hillside excavation occurs, cuts are fully reclaimed to a natural appearance through regrading and landscaping, or screening from general view by buildings.	

Hydrology Policies	
1. The City recognizes the need to minimize losses, both public and private, from flooding and erosion, and the natural and fiscal benefits of preserving natural floodplains to convey floodwaters. The City's policy is to discourage any development within the 100-year floodplain. Exceptions can be made for uses compatible with periodic flooding, such as trail systems, golf courses, and other public or private uses that will permit the free passage of flood waters. 2. The City will work with the Corps of Engineers to prevent wetland encroachment by public or private projects. 3. Land use proposals that could have adverse impacts on significant wetlands shall be modified to eliminate or adequately mitigate such adverse impacts. 4. The City encourages preservation of natural washes, streams and rivers, and discourages the channelization of natural drainageways.	
Vegetation Policies	
1. Land use proposals that could have adverse impacts on critical plant habitats shall be modified to eliminate or adequately mitigate such adverse impacts.	
Wildlife Policies	***Wildlife Actions***
1. Land use proposals that could have adverse impacts on critical wildlife habitats shall be modified to eliminate, or adequately mitigate, such adverse impacts. 2. The City will support regional efforts to prevent the destruction of critical habitats in order to avoid the listing of threatened species.	1. Conduct a study to determine whether the Southwestern Willow Flycatcher exists along lower Mill Creek.
Public Lands Policies	***Public Lands Actions***
1. The City shall rezone public lands within its jurisdiction consistent with the Land Use element of the General Plan. 2. Lands within the City under the jurisdiction of the Utah School and Institutional Trust Lands Administration (SITLA) and the U.S. Bureau of Land Management (BLM) should be carefully reviewed for development impacts by the City when an exchange or sale of such land is considered.	1. Explore the potential of acquiring land for school purposes with the School District. 2. Work with the School District to identify future school sites on BLM land. Request acquisition through the R & PP process.

Agricultural Policies

1. The City supports and encourages the continued use of farmland for agricultural purposes. Productive agricultural land is a limited resource of both environmental and economic value, and should be conserved and preserved as long as possible. Preservation and enhancement of a rural lifestyle is also an important component of the cultural, social, and aesthetic well-being of the region. The City encourages land use practices that preserve parcels of agriculturally-productive land.
2. The City also acknowledges that it is unlikely that agricultural uses in the Washington Fields area will be able to be preserved in perpetuity. Instead, the City will work actively to preserve the "look and feel" of the openness characteristic of the Fields.
3. Conveyances for irrigation and "tail water" must be maintained through developing areas as long as required by agricultural uses upstream or downstream from the development.

Agricultural Actions

1. Create a strong right-to-farm ordinance to encourage farming for as long as practicable.
2. Explore the creation of new land use zones to protect rural and agricultural lands. Example zoning designations could be: Rural Conservation (RC), Rural Residential (RR), Density Exchange Option (DEO), and Cluster Exchange Option (CEO). These zoning designations are designed to preserve farmland and environmental resources, and to encourage subdivision design that better fits into a rural landscape.

Residential Policies

1. Single-family detached housing is expected to continue as the dominant style of residential development.
2. The City encourages higher density development in proximity to existing amenities and support facilities such as major roads, schools, shopping, and employment areas.
3. The City encourages variety in the housing types in each neighborhood to avoid sameness of appearance. Large developments of a single unit type or design should be avoided. For example, the City encourages manufactured housing that has a traditional appearance (as opposed to mobile homes).
4. Higher density housing should be dispersed throughout the community-rather than concentrated in large aggregations.
5. Density transitions between adjacent properties should be gradual, not exceeding one density category of the General Plan unless unfeasible. Where density transitions must be greater than one category difference, the transition is to be accomplished within the property, or mitigated through similar building design, increased setbacks, landscape buffering, or other means acceptable to the City.

Residential Actions

1. Amend the Zoning Ordinance and Zoning Map to be consistent with the General Plan land use categories and Land Use Plan Map (See Section 6.5, Open Space, below).
2. Provide a means to achieve mixed density neighborhoods. Start by changing the PUD ordinance from a zone to a process, based on the underlying zoning. Create development standards that will guide the PUD process to permit a mix of densities in any zone. Eventually, after gaining experience with mixed density development issues, amend the Zoning Ordinance to allow, as a use-by-right, a mix of residential densities that will result in an average density equal to the zoning designation. Develop design guidelines to encourage dwelling unit design that will blend various density types compatibly with each other and with their surrounding neighborhoods (e.g., small apartments can be designed to blend inconspicuously into low density neighborhoods).
3. Appoint a committee to work under the direction of City staff to develop the Bonus Density program. Use the program devised in Ivins City as a general model.

Open Space Policies

1. The City places a high priority on protecting distinctive natural features that have a visual impact on the community (ridges, mesas, steep slopes, etc.), areas related to public safety (floodplains), and critical wildlife habitats, such as wetlands, which are important to maintain the balance of ecological systems.
2. New development and redevelopment should respect and incorporate existing environmental constraints and opportunities to assure growth will exist in harmony with, and enhance the area's natural environment and unique visual setting.
3. Land designated as Open Space on the Land Use Plan Map is to be preserved permanently from development and left in a natural state and/or used for recreational purposes, such as parks and pedestrian, bicycle and equestrian trails.
4. The City will enforce adopted floodplain regulations and encourage property owners to comply with other state and federal floodplain regulations. Where floodplains are not designated, new development should be set back a minimum of 50 feet from drainage ways and water bodies, both natural and man-made.
5. Land uses adjacent to plant and animal resources and habitat areas, particularly in association with water courses, water bodies, and potential wetland areas, will be carefully reviewed to minimize the effect of development and encourage habitat preservation.
6. The City will actively pursue the preservation of significant open spaces through voluntary dedications, conservation easements, fee acquisition, clustering of development, transfer of development rights, and other land preservation techniques.
7. The Open Space designations on the Land Use Plan Map are approximate, intended to trigger detailed analysis for compliance with the City's various ordinances related to open space (hillside ordinance, floodplains, threatened and endangered species, etc.) .

Open Space Actions

1. Strengthen the Hillside Protection Overlay Zone to achieve the City's goals and objectives. Consider: providing specific slope limits for various density ranges, establishing a definition of very steep slopes where no development would be allowed; prohibitions against building on the crest of ridges (require a minimum setback), allowing narrower road widths on hillsides (to reduce impacts), requiring the restoration of cuts and fills to a natural appearance, etc.
2. Amend the Open Space Zone in the Zoning Ordinance and the Zoning Map to apply only to land preserved as open space in perpetuity. For land with development potential, apply a zone that reflects the potential development level. For a temporary "holding zone," use an Agricultural designation rather than Open Space.
3. Require that construction activities within areas designated as Open Space on the Land Use Plan Map to first document that the development will not create adverse visual, environmental, and/or safety impacts.
4. Create flood hazard overlay zone districts based on FEMA maps and detailed flood studies conducted by property owners or others. Require minimum setbacks from drainageways and water bodies where floodplains are not defined. Require development proposals within the potential flood hazard zones to provide adequate documentation to the City that the development will not increase flood impacts on downstream or upstream property owners.
5. Analyze potential tools for preserving open space (bonus density incentives, transfer/purchase of development rights, promoting tax benefits of conservation easements, appropriate criteria for condemnation, etc.). Present recommendations to the Planning Commission and City Council for action.

Parks and Recreation and Trails Policies

1. The City will endeavor to ensure that adequate parkland is provided in appropriate locations to equitably serve the broadest possible spectrum of recreation needs, distributed to serve the community conveniently and with a minimum of overcrowding and overuse.
2. Ensure that adequate park facilities are provided for existing and future residents. The City should adopt an overall parks level-of-service (LOS) of 6 acres per thousand population. This is divided between Neighborhood Parks (3 acres per thousand) and Community Parks (3 acres per thousand).
3. All new developments should provide finished Neighborhood Park facilities, or fees-in-lieu, to meet the LOS target for Neighborhood Parks. Neighborhood Park dedication requirements (or fees-in-lieu) shall be based on the actual cost to the City for developed parks. Parks should be located and designed to encourage frequent use and presence of people throughout the day.
4. The City will assume primary responsibility for the acquisition of land and development of Community Parks.
5. New developments should provide for the connectivity of trails (off-street trails and/or detached sidewalks) with existing and potential adjacent development. It is intended that this connectivity will provide recreational routes for pedestrians and bicyclists, as well as routes to major activity centers to reduce dependence on motorized transportation.
6. The City supports the development of portions of school sites as public parks, with shared maintenance, so long as adequate public access is maintained.

Parks and Recreation and Trails Actions

1. Update the Parks and Recreation Master Plan. Develop a vision and goals for the park system. Refine the advanced identification of needed park sites and prioritize a systematic approach to acquisition that will meet the adopted LOS target. Amend the General Plan accordingly.
2. Analyze the actual cost of development cost of Neighborhood Parks and work with the City Council to establish an appropriate, equitable dedication/fee-in-lieu requirement.
3. Develop minimum size requirements and construction standards for parks constructed by developers.
4. Establish a 10-year capital improvements plan for Community and Neighborhood Parks, coordinated with growth projections and impact fees. Update the 10-year CIP annually.
5. Approach the BLM regarding potential R&PP acquisitions. Explore the potential of land exchanges to acquire parks needed in non-BLM areas. Include park acquisition in negotiations for BLM rights-of-way for the Southern Corridor.
6. Prepare a consolidated trail plan that connects neighborhoods to schools, parks, open space, the Virgin River, Mill Creek, Washington/St. George Canal, and other important community destinations. Designate on-street bike lanes only where off-street paths are not feasible to link key destinations.
7. Ensure adequate buffers adjacent to and around all trail corridors.
8. Explore with the School District joint development of Schools and City park sites to reduce the cost of both schools and parks.

Business and Industrial Policies

1. The City supports and encourages efforts to retain and expand existing businesses within the community. For its part, the City will strive to designate suitable land, in appropriate locations, to attract a significant increase in new business and industrial uses to the City.
2. The City recognizes that the new airport will be an important resource to attract business and industrial development to Washington City and the region. The City will take all reasonable steps to help assure the success of the airport.

Business and Industrial Actions

1. Monitor infrastructure services to business and industrial sites.
2. Provide necessary planning support to the designation of appropriate business and industrial land uses in conjunction with the new airport and the Southern Corridor.
3. Work with the Washington County Economic Development Council to seek federal and state funding for development of business and industrial sites.
4. Develop business retention program.

Commercial Policies

1. The City encourages a variety of retail and commercial establishments. General areas for regional, community, and neighborhood commercial businesses are indicated on the Land Use Plan Map.
2. Neighborhood-oriented retail uses should be located in compact areas, with collector road accesses, so that they can serve pass-through traffic as well a walk-to patronage from multiple adjacent neighborhoods.
3. Regional and super-regional commercial centers should be located with convenient access to major traffic corridors (I-15, Southern Corridor).
4. The City supports the creation of a traditional downtown in the vicinity of Telegraph Road and Main Street.

Commercial Actions

1. Create a core retail zoning district for the Historic Downtown that allows primarily for retail uses on the first floor of buildings within the district, and service uses (i.e., professional offices, businesses) on the upper floors.
2. Explore incentives that will be effective in attracting retail businesses to the Historic Downtown. Consider the effectiveness of a parking district, on-street parking, pedestrian accommodations, tax incentives, low-interest loans, etc.
3. Work with SITLA and other adjacent land owners to create detailed standards for a regional (or super-regional) center to assure that it complements the other retail developments of the City, provides adequate access, and presents an attractive appearance to I-15.

Affordable Housing Policies	*Affordable Housing Actions*
1. The City supports and encourages the development and provision of affordable and proportionally-priced and sized homes to meet the full range of income of those that work and reside in Washington City. 2. The City encourages variety in the housing types in each neighborhood to avoid enclaves of a single income level. 3. The City encourages the use of manufactured housing that has the appearance of traditional construction. 4. The City discourages the use of recreational vehicle parks for long-term residency. Recreational vehicle parks should be located where the uses will not conflict with traditional residential land patterns and appropriate development standards will be enforced.	1. Translate the General Plan designations of densities into zoning categories that allow a variety of housing types, including apartments, town homes, condominiums, manufactured homes, and detached single family homes. This range in housing types and densities is designated in order to help meet the need for affordable housing. 2. Develop programs, regulations, and incentives to develop higher density, more affordable housing in the core area of downtown. 3. Work with the FCAOG and the MPO to assess affordable housing needs and to seek public and private grants and Section 8 certificates for needy families, the elderly, and disabled residents. 4. Set up an early warning system to track indicators of "housing health" and affordability, and report annually to the City Council and Planning Commission. 5. Create design guidelines to encourage quality design of increased density housing. 6. Explore incentives and/or requirements as a means of assuring that affordable housing is provided to meet the needs of the community.

Area 1 Policies

1. The City supports and encourages development of a traditional, pedestrian-oriented "downtown" on Telegraph Road between 300 West and 300East. A true downtown will provide a unique social and business destination in Washington City. The Historic Downtown will encompass traditional neighborhood principles, incorporating an array of uses such as stores, restaurants, offices, residences, civic uses, and trail connections.
2. In the Historic Downtown area, the City supports and encourages infill development and redevelopment with a mix of commercial and higher density residential uses, with densities gradually "feathering" (transitioning) to lower densities toward the outer edges of the planning area.
3. To encourage the development of the Historic Downtown, the City will, if necessary:
   - Assist in the assemblage of land;
   - Share in the cost of streetscape improvements; and
   - Facilitate a simplified approval process.
4. The design of Telegraph Road in the Historic Downtown shall balance traffic efficiency with pedestrian-friendliness and commercial objectives.
5. Street design in the Historic Downtown shall generally strive for maximum connectivity. Cul-de-sac and internal loop street systems will not be allowed to break up the main grid system of streets, except where required because of terrain constraints.
6. The City desires to maximize direct road connections from the surrounding communities to the downtown areas (the Historic Downtown and Milepost 10).
7. The City discourages the development of commercial "strips"—long linear, car-oriented commercial developments with parking adjacent to the streets.
8. The undeveloped vacant lots in the existing town core are valuable and easily serviceable portions of the City's land base. Provisions should be developed which would allow for the utilization of these areas, especially for alternative housing types and multi-family dwellings.

Area 1 Actions

1. Rezone areas immediately adjacent (within 1/2 block) to the Historic Downtown to medium-high and high density residential zones to provide the "critical mass" needed to support local businesses in the area. Prepare design guidelines, and establish a design review process to assure that these developments are aesthetically compatible with existing homes.
2. Develop incentives to incorporate higher density, and more affordable housing in the commercial core area of downtown.
3. Review current parking ratios in the Historic Downtown to see if they can be reduced. Parking requirements in urban areas are often greater than is actually needed, especially when on-street parking is taken into account. Investigate setting a maximum permitted parking ratio that is only 10% above the minimum. Parking lot landscaping should include a substantial ratio of trees.
4. Work with UDOT to assure that Context-sensitive Design principles are used in future improvements to Telegraph Road.
5. Obtain options and/or first-rights-of-refusal to secure key properties on Telegraph Road to help facilitate the development of the downtown area.
6. In conjunction with the future widening of Telegraph Road, install attractive medians, street trees, sidewalks, street lights, and other amenities consistent with a pedestrian-oriented downtown.
7. Create a working committee with St. George City to review and harmonize landscaping and streetscape improvements in the Milepost 10 Commercial Center area. Jointly commission an urban design plan for the Milepost 10 area that will yield great public spaces.
8. In the Milepost 10 Commercial Center area, promote shared parking lots between businesses that help to minimize curb cuts on streets, thus helping to prevent unnecessary vehicular / pedestrian conflicts.
9. Conduct a feasibility/routing study for the proposed Mill Creek Parkway from the 300 East Street /Washington Fields Road bridge along Mill Creek to Main Street, and then west to Green Spring Drive.
10. Acquire rights-of-way and develop plans to extend Main Street from Buena Vista Boulevard north to the future Northern Belt Route to provide more direct access from the Green Spring community to the Historic Downtown.

Area 2 Policies

1. The existing street grid pattern of this area should be continued as new development occurs, providing uninterrupted connectivity with existing development.
2. The Mill Creek corridor should be available for public trail access, while respecting endangered habitats, if found to exist.

Area 2 Actions

1. Conduct studies to verify whether the Southwestern Willow Flycatcher exists along Mill Creek in the area of the potential Mill Creek Parkway.
2. Conduct a more detailed analysis of the proposed Mill Creek Parkway and alternative routes to connect from the Washington Fields to the Milepost 10 and Telegraph Road commercial areas.
3. Conduct an assessment of streetscape improvements necessary to bring this neighborhood up to City standards. Meet with residents to discuss the needs and approaches to funding improvements (special improvement districts, if appropriate), and formulate an implementation plan.
4. Bring the streets and sidewalks of the older, core neighborhoods around the downtown up to standards comparable to those of the newer areas of the community.

Area 3 Policies

1. The City supports interconnecting streets to provide alternative circulation options to reduce the pressure on major streets, and to provide multiple routes through the community for emergency vehicles.
2. Even though it falls in separate jurisdictions, the Mill Creek business area should be planned and should function as a single entity. Separate jurisdictions should not impede the efficient layout and function of roads, nor the compatible arrangement of land uses.

Area 3 Actions

1. Establish a joint working committee with St. George City (Planning and Public Works) to plan the respective adjacent portions of Area 3. Consider:
   - a mutually agreeable alignment of roadways connecting the 300 East Street bridge to Green Spring Drive (Costco intersection);
   - commercial uses immediately south of Home Depot; and
   - higher density residential and/or mixed uses along the west side of Mill Creek, south of Wal-Mart.

Area 4 Policies

1. The City places a high value on preserving a significant portion of the natural hillsides and major rock outcrops in the vicinity of the Washington Parkway—they are scenic resources and form an important part of the gateway to and from the community.
2. East-west connectivity is to be maintained and improved, and tie into the pre-established intersection locations on the Washington Parkway.
3. The City supports measures that will help improve the visibility, access, and success of the commercial areas along and near Washington Parkway.

Area 4 Actions

1. Conduct an assessment of streetscape improvements necessary to bring this neighborhood up to City standards. Meet with residents to discuss the needs and approaches to funding improvements (special improvement districts, if appropriate), and formulate an implementation plan.
2. Conduct preliminary road design studies to verify the feasibility and likely route of "600 North" street, especially through the City Yard property. Test the potential of extending the street to Main Street.
3. Bring Older Neighborhoods Up to Standards—Bring the streets and sidewalks of the older, core neighborhoods around the downtown up to standards comparable to those of the newer areas of the community

Area 5 Policies

1. If the mixed use aspect of the Coral Canyon SR9 commercial development does not occur, the development should be oriented more toward commercial and office uses, rather than residential uses.
2. The City discourages the use of sound/privacy walls along Washington Parkway, preferring instead that buffering be accomplished through increased setbacks and landscaping.

Area 5 Actions

1. In conjunction with the detailed planning and design of Sienna Hills, confirm the appropriate areas required for the proposed church, school, and civic uses. Adjust the plan as necessary.
2. In the design review of specific development proposals along Washington Parkway, assure that improvements present an attractive facade to the road.

Area 6 Policies

1. The City will cooperate with the School District, and assist where possible, in reducing the cost of developing schools, including:
   - improving the forecasting of school needs and locations;
   - reserving land for school sites; and
   - jointly developing schools with park sites to reduce land, development, and maintenance costs.
2. The land use configuration within the Bonus Density designation on the Land Use Plan Map is intended to illustrate the general intent for the placement of public uses, and to allow general forecasting of population, traffic, etc. It is intended that within the Bonus Density designation, land will be assigned a base density and additional density may be earned by providing prescribed amenities and other public benefits.

Area 6 Actions

1. Involve Area 6 land owners in the refinement and implementation of the Bonus Density program.
2. Involve the School District in planning and reviewing for all projects proposed in Area 6. Update school demand projections. Reserve sites for future schools.
3. Explore with SITLA procedures to acquire future school sites through direct transfers rather than acquisition by the School District.

Area 7 Policies

1. The City places a high priority on encouraging the preservation of the agricultural character of the Washington Fields as long as landowners desire to continue farming.
2. The City will endeavor to preserve the open character of the Washington Fields area through incentives, land purchases, park development, and regulation (generous road setbacks, open fencing, etc.).
3. Infrastructure development (roads, utilities, and public buildings) in the Washington Fields will be phased in a sequential manner so as to prevent inefficient "leap-frog" development.
4. The City desires to tie the Washington Fields area together as a community, through such means as an interconnected grid of streets, consistent setbacks along major corridors, avoiding walled streets, etc.
5. The City will cooperate with the School District, and assist where possible, in reducing the cost of developing schools, including:
   - improving the forecasting of school needs and locations;
   - reserving land for school sites; and
   - jointly developing schools with park sites to reduce land, development, and maintenance costs.

Area 7 Actions

1. Adopt strong right-to-farm legislation for the Washington Fields area.
2. Develop guidelines for preserving the open character in the Washington Fields, such as: larger setbacks, open fencing, avoiding walled streets, etc.
3. Involve Area 7 land owners in the refinement and implementation of the Bonus Density program.
4. Involve the School District in planning and reviewing for all projects proposed in Area 7. Update school demand projections. Reserve sites for future schools.

Area 8 Policies

1. The City recognizes that the new airport will be important to the continued growth and success of Washington City and the region. The City's objective is that the Southern Corridor and new airport will be developed with the most benefit to all the residents and land owners of Washington City.
2. The City will take all reasonable steps to discourage incompatible land uses from encroaching into the key airport operation zones, to prevent safety or noise-related issues that could jeopardize the long-term success of the airport.

Area 8 Actions

1. Annex the designated land within the City's growth area to take advantage of potential business/industrial development associated with the new airport.
2. Conduct a study to determine the feasibility of moving the existing debris basin.
3. As the airport land use planning proceeds, continue to evaluate, and adjust if necessary, the impact of the airport on adjacent land uses in order to find an appropriate balance between property owner interests and the long-term success of the airport.

Area 10 Actions

1. Work with UDOT and St. George City to verify the design standards for the Southern Corridor, including intersection types (at-grade or overpasses). If appropriate, amend the General Plan Land Use designations at the Southern Corridor intersections.

Area 11 Policies

1. The City recognizes the horse corrals in Area 11 as a condition preceding residential development, with a right to continue so long as the health, safety and welfare standards of the City are maintained.

Area 11 Actions

1. Acquire property or options for land desired for future parks (cemetery, park adjacent to elementary school, equestrian trail head, etc.)

Area 12 Policies

1. To reduce the lift station pumping requirements from this area, methods of reducing wastewater are encouraged.
2. Residential development in areas that will be impacted by odors from the landfill should be discouraged.
3. Exporting significant traffic from this area to Washington Dam Road is strongly discouraged. Multiple means of egress are encouraged—including north to SR 9 and east to the Southern Corridor.
4. Any future development of this area should incorporate the following considerations:

    - preserve public access to the Virgin River; and
    - present an attractive image to the south (since Washington Dam Road will become a gateway to Washington City with the completion of the Southern Corridor).

Area 12 Actions

1. In the update of the Parks and Recreation Master Plan, consider Sunrise Valley for a major park site along the Virgin River.

Land Use Policies

1. Small, isolated commercial buildings may be considered in residential areas if the uses and buildings are in character and are compatible with the neighborhoods.
2. Medium and high density housing shall be located near collector and arterial roads, and as buffers between low density housing and other land uses.
3. Business/industrial areas should be separated from incompatible uses by either a natural, physical buffer, or a gradual transition in land use types.
4. Regional and super-regional commercial development will be directed to locations accessible and visible from I-15.
5. Neighborhood commercial centers are encouraged throughout the community at appropriate locations to encourage convenience for residences and commuters, and to reduce the need for cross-town travel.
6. The I-15 corridor should be developed with uses that take advantage of its public exposure, and the resulting developments must have an overall appearance compatible with the primary entrance of the City.
7. The frontages along both sides of I-15 should be developed in such a manner as to provide a suitable image for Washington City, in terms of landscaping, land uses, and building massing.
8. The City encourages the development of an attractive business/research park at Milepost 13.
9. Milepost 13 is envisioned as a retail commercial/professional office center. Only allow large-scale, large-lot development at the interchange.
10. Protect the scenic vistas and visual quality of the I-15 entry into the City.

Land Use Actions

1. Develop guidelines for the design of buildings and landscaping in the Interstate Corridor Overlay Zone. Explore provisions for incentives and/or regulations. Consider low interest loans or matching fund grants.
2. Install attractive medians, street trees, sidewalks, street lights, etc. in conjunction with the future widening of Telegraph Road.
3. Increase marketing of Washington City's existing and potential industrial business areas.
4. Reduce signage clutter and visual congestion of Washington City's primary streets.

Transportation Policies

1. The City endorses the principle of striking a balance in street design between optimizing for traffic needs and making streets livable and attractive.
2. The City recognizes that the new airport will be important to the continued growth and success of Washington City and the region. The City's objective is that the Southern Corridor and new airport will be developed with the most benefit to all the residents and land owners of Washington City.
3. The City will take all reasonable steps to discourage incompatible land uses from encroaching into the key airport operation zones, to prevent safety or noise-related issues that could jeopardize the long-term success of the airport.
4. The City discourages the creation of double frontage lots and the use of sound walls in residential neighborhoods.

Transportation Actions

1. Monitor the progress of the Southern Corridor, and participate in detailed planning for interchange locations, frontage roads, and property acquisitions.
2. Conduct a detailed inventory of street conditions in the core area of town (north and south of Telegraph Road), and create a phased improvement program. Work with residents if special improvement districts are warranted.
3. In the update of the Transportation Master Plan, evaluate proposed General Plan road improvements. Incorporate the goal of balancing traffic needs with creating livable streets. Amend the General Plan as appropriate.
4. To assure that planned improvements to Telegraph Road result in a pedestrian-friendly downtown, coordinate traffic improvements with a detailed urban design plan for the "downtown." For example, to maintain pedestrian-friendliness, road widening should be minimized, center planted medians will provide safe "harbor" areas for pedestrians caught in the middle of the crossing, on-street parking should be accommodated to support the stores, and wide sidewalks should be planned.
5. Revise and refine Washington City's Construction Design Standards and Details to reflect the balance between traffic demands and livable streets. Considerations might include street widths, curb radii, setbacks appropriate for various street types, alleys to reduce curb cuts, landscaped medians (boulevards), on-street parking, and street trees in park strips to buffer sidewalks from the streets.
6. Continue to play an active role in the detailed planning of the airport. Continue to evaluate, and adjust if necessary, the impact of the airport on adjacent land uses to find an appropriate balance between property owner interests and the long-term success of the airport.
7. In conjunction with future updates to the Transportation Master Plan, evaluate the need for and feasibility of a future transit system to serve the City's build-out population. If feasible, work with the MPO to establish long-range plans, and begin to identify and reserve appropriate rights-of-way.
8. In conjunction with future updates to the Transportation Master Plan, work with UDOT and St. George City to verify the design standards for the Southern Corridor, including intersection types (at-grade or overpasses). If appropriate, amend the General Plan Land Use designations at the Southern Corridor intersections.
9. In conjunction with future updates to the Transportation Master Plan, conduct a more detailed analysis of the proposed Mill Creek Parkway and alternative routes to connect from the Washington Fields to the Milepost 10 and Telegraph Road commercial areas.

Schools Policies

1. The City will cooperate with the School District, and assist where possible, in reducing the cost of developing schools, including:
   - improving the forecasting of school needs and locations;
   - reserving land for school sites; and
   - jointly developing schools with park sites to reduce land, development, and maintenance costs.
2. Prior to approval of new development, public school capacity must be demonstrated to be adequate to serve the proposed development.
3. New development is expected to help assure that land is/will be available fo schools that will be necessary to serve the development.

Schools Actions

1. Monitor actual development as it occurs (see Indicators in Chapter 7), and annually update the population and school projections of the General Plan.
2. Establish a regular schedule to meet with the School District to refine and update the projected locations of future schools.
3. Establish a working group that includes the City Community Development and Leisure Services staff, the School District, the City Attorney, and others to develop an equitable procedure for reserving land for future schools, and sharing the costs for said land among the developments that will benefit from them.
4. Work with the school district to establish level-of-service standards by which to measure the adequacy of public school facilities to serve future development.

Utilities Policies

1. The City is committed to provide utilities to support the orderly growth and development of the community in the most cost-effective manner possible.
2. The City encourages land uses and building design practices that conserve energy resources, such as compact development and "green" building standards.
3. The City will continue to provide for current power needs and long-term growth power needs, and will provide for power system redundancy to assure that reliable power is available to support the growth of the community.
4. The City shall aggressively pursue the conservation and efficient use of water to maximize the use and benefit of this scarce resource.
5. The City will continue to develop cost-efficient water resources and require the environmental protection of water sources.
6. Power substations and transmission lines should be located in areas that minimize their visual impact on Washington City's scenic setting.

Utilities Actions

1. Update the Wastewater Collection System Master Plan to reflect land patterns and build-out growth projections in the General Plan.
2. Update the Culinary Water Master Plan to reflect land patterns and build-out growth projections in the General Plan.
3. In conjunction with future updates of the Culinary Water Master Plan, establish specific community-wide targets for reducing per-unit water consumption (including consumption on City-owned properties). Publicize the targets (newspaper, newsletters, City web site). Monitor progress toward meeting the targets using procedures outlined in the Culinary Water Master Plan, and report the progress annually to the public.
4. Encourage energy conservation. Evaluate LEEDs and other "green building" design standards. Adopt or recommend standards as appropriate.
5. Analyze the visual impact of potential powerline alignments in conjunction with route selections.
6. Create a storm drain master plan.

Solid Waste Policies

1. The City supports the goal of the Washington County Solid Waster District of reducing the amount of waste disposed of in the County landfill.
2. The City will cooperate with recycling efforts by helping increase awareness of recycling benefits, and leading by example in implementing recycling within the City offices.

Solid Waste Actions

1. To increase recycling levels, measure the current recycling efforts within City departments, set goals, and measure the efforts again after one year. Publicize the results, and commit other businesses and organizations to meet the challenge.

Gateways Policies

1. Entry corridors should be developed with uses that take advantage of its public exposure, and the resulting developments must have an overall appearance compatible with the primary entrances of the City.
2. The frontages along both sides of 1-15 within the City limits should be landscaped and developed in such a manner that provides a suitable "front door image" for Washington City, in terms of landscaping, land uses, and building massing.
3. Washington City's Gateways should be designed so they are clearly identified.
4. Washington City Gateways should be designed to be compatible with the heritage of the old town area.

Gateways Actions

1. Develop guidelines for the design of buildings and landscaping in the Interstate Corridor Overlay Zone. Explore provisions for incentives and/or regulations. Consider low interest loans or matching fund grants.
2. Set an example by screening the City Yard, and mitigate the appearance of the water tank and its access road along I-15. Note: The City Yard will be relocated in the future.
3. Require tree planting in traffic medians at entrances or gateways to the City, and encourage the same at major entrances to communities and neighborhoods.

Downtown Policies

1. The City strongly supports preserving and expanding Washington City's Historic Downtown as the primary business and government center for the City.
2. Achieving and maintaining a healthy, vibrant downtown will require both public and private efforts. The City will support downtown merchants and property owners in this effort, and will help plan and participate where appropriate.

Downtown Actions

1. Create an advisory board to advise the City Council on Historic Downtown revitalization. Include on the advisory board, downtown merchants, property owners, residents, and community business leaders.
2. Rezone the Historic Downtown area to permit and encourage downtown development consistent with the General Plan.
3. Commission the creation of detailed urban design guidelines, to bring about a modest level of consistency and unified character for the Downtown. As a starting point, expand, refine, and implement the preliminary list of Minimum Design Standards for the Historic Downtown in this chapter and in Chapter 8.
4. Create design guidelines, based on a Heritage Preservation theme. Encourage traditional architectural styles (like the City Hall), while featuring historic landmarks and pioneer-era buildings
5. Create incentives to encourage development consistent with the guidelines and objectives of the Historic Downtown. Consider: low interest loans for facade renovations, assistance with land assembly, reduction of parking requirements (if on-street parking is available), and the formulation of a special district.
6. Retain the services of an architect/landscape architect to provide design review and quality control recommendations for public projects, as well as for private development and redevelopment.
7. Hold annual programs for City Beautification Awards to recognize quality landscaping of both commercial and residential properties.
8. Integrate a Signage Program that enhances the image and environmental character of the City.
9. Regulate the size and location of billboards so they do not detract from the City's positive image.
10. Enforce sign regulations to restrict off-premise billboards.
11. Develop standards for site design, landscaping, screening, and signage that will enhance the City's appearance, be reasonably affordable, and be flexible.

Historic Preservation Policies	*Historic Preservation Actions*
1. The City will make a concerted, on-going effort to support and encourages the preservation of Washington City's heritage, through education, incentives for preservation, and such regulations as are necessary to bring about effective preservation.	1. Sponsor historic housing renovation workshops and clinics, and provide assistance and/or incentives such as low-interest loans, etc. 2. Work with local Historic Preservation groups such as Washington City's Certified Local Government (CLG) partner, historic property owners, and architects to develop guidelines for the renovation of historic structures that will allow cost-effective modernization, while preserving Washington City's few remaining examples of pioneer heritage. 3. Complete a detailed survey of the historic resources in Washington City. It should include a description of the general character of a neighborhood, and a listing of all of the historic properties and their significance. Inform the public through such means as: building plaques, directional signage on major streets (such as Telegraph Road), and publishing information on the City's web page. Seek state and/or federal grants as appropriate. (See State of Utah, Department of Community and Economic Development). 4. Establish a coordinated preservation program.
Design Policies	
1. The public streetscape in the Historic Downtown shall enhance the pedestrian experience without being an obstacle to traffic or commerce. 2. The use of trees and flowering plants in the Historic Downtown should be strongly promoted. 3. Site lighting shall be used to enhance the pedestrian experience at night by providing a well-lit environment. 4. Where historic landscape features exist in residential areas, they should be preserved when feasible. 5. Visual impacts of mechanical equipment and service areas shall be minimized. 6. The visual impacts of parking lots should be minimized. 7. Building entrances should be oriented to the street and be accessible by pedestrians arriving along the public sidewalk. 8. Signs in the Historic Downtown should be oriented to pedestrians as much as automobiles. Smaller scale signs are preferred. 9. Architectural details that help to establish a sense of scale and provide interest to pedestrians shall be encouraged.	

13 Appendix

13.1 A Strategic Plan for Economic Development

Washington County Economic Development Council

Shaded boxes indicate strategies supported and at least partially implemented through the Washington City General Plan.

1. Retain and Expand Businesses

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Retain and expand existing value-added businesses within the county.	Employment and capital investment of existing value-added businesses will increase by 5% per year.	1.1 Facilitate an incentive program for existing businesses equivalent to what is offered to new businesses.	Washington County Economic Development Council
		1.2 Increase the education and training opportunities of the existing workforce to prepare employees to better meet customer needs.	Custom Fit Program / Dixie State College / Washington County School District / DXATC
		1.3 Provide an outreach effort to directly contact and assist existing businesses.	Chambers of Commerce / Washington County Economic Develpment / DBA
		1.4 Develop and provide financing packages to assist in financing growth of existing businesses.	Dixie State College Small Business Development Center / Five County AOG Loan Fund / Local Financial Organizations
		1.5 Facilitate conflict resolution between business and government.	Washington County Economic Development Council

2. Business Attraction

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Diversify our economy and increase our wage scale by attracting value-added businesses.	Locate 500 new value-added jobs within the next 5 years.	2.1 Coordinate with the various economic development agencies within the state.	Washington County Economic Development Council
	Increase the per capita wage of the county to the level of the Utah State average.	2.2 Maintain a cutting-edge web site promoting Washington County that is linked to other web sites featuring county businsses, organizations and events.	Washington County Economic Development Council
		2.3 Identify value-added industry sectors and businesses for proactive recruitment activities.	Washington County Economic Development Council
		2.4 Provide timely and pertinent information and facilitate productive site tours for value-added companies.	Washington County Economic Development Council
		2.5 Facilitate incentives for targeted value-added companies.	Washington County Economic Development Council

3. Develop Industrial and Business Sites

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Develop improved industrial sites which are affordable and attractive to new and expanding value-added businesses.	Monitor the industrial market to ensure that at least 100,000 square feet industrial high cube inventory is available.	3.1 Encourage School Trust Lands and private land owners to develop lands suitable for industiral and business sites.	Washington County Economic Development Council
Encourage the construction of spec buildings for use by value-added companies.		3.2 Utilize private and public funds to develop business and industrial parks, offering prime business sites with full amenities and incentive pricing.	Washington County Economic Development Council/SITLA/ Cities/Utilities
		3.3 Promote the need for construction of spec buildings and encourage cities and utilities to offer delayed fees.	Washington County Economic Development Council/Local Goverment/Utilities
		3.4 Acquire available federal and state funding for business and industrial site development	Washington County Economic Development Council

4. Transportation and Essential Services

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Expand existing infrastructure to maintain and improve service levels.	Increase private and public funding for key infrastructure and services by 25% over the next 5 years.	4.1 Regularly inform elected officials and the public on the status of key infrastructure services and their impact on economic development within the County.	Washington County Economic Development Council
		4.2 Promote the establishment of a new airport, creating a county-wide vision of the economic opportunities associated with the development of a new, replacement airport.	Washington County Economic Development Council
		4.3 Promote increasing the capacity and redundancy of electrical power, natural gas, and telecommunication services to continually ensure adequate delivery systems.	Washington County Economic Development Council
		4.4 Promote the need for a public transportation system.	Washington County Economic Development Council/Five County AOG/UDOT/Local Cities and Towns
		4.5 Support efforts that result in more affordable housing for first time buyers.	Southern Utah Home Builders Assoc./Board of Realtors/Local Government Agencies

5. Increase Technical and Advanced Education Services

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Increase the advanced degree, technical and professional skills training provided within the county through Dixie State College of Utah and DXATC.	Annually increase the number of courses available for advanced technical skills training.	5.1 Dixie State College of Utah continues to provide the educational services required by the community.	Dixie State College of Utah/Board of Regents
		5.2 Technical training to identified industries is provided through specialized classes.	Dixie State College of Utah/DXATC
		5.3 Convince Board of Regents of continued need for additional baccalaureate degrees to be offered by Dixie State College of Utah.	Dixie State College of Utah
		5.4 Expand offerings of concurrent enrollment through a partnership between Dixie State College of Utah and the Washington County School District.	Dixie State College of Utah/Washington County School District
		5.5 Involve, align and coordinate technical programs with Dixie State College of Utah, Washington County School District and DXATC.	Washington County/State Legislators/Washington County School District/Dixie State College of Utah/DXATC

6. Improve Quality of Public and Community Education

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Enhance the quality of education in public schools and community education opportunities	Achieve a steady improvement in the national test scores for Washington County School District students.	6.1 Promote the practice of acquiring land for schools early in the development cycle and "banking" the land for later use.	Washington County School District
		6.2 Encourage all cities to promote the "donation" of land for school sites from developers in exchange for higher density allowances.	Washington County School District
		6.3 Encourage the continuation of the Interagency School Site Council to help coordinate the acquisition of School building sites.	Washington County School District/Washington County Economic Development Council
		6.4 Promote a state-wide change in the formula for funding public education to allow for greater equity.	Washington County School District/ Washington County Economic Development Council/State Legislators

7. Increase Economic Development Capability

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Increase the county's economic development capability such that it fully utilizes the strengths and resources of both the public and private tsectors.	Fully funded ED organization with sufficient cash reserves.	7.1 Execute a well organized private sector fund raising activity.	Washington County Economic Development Council
		7.2 Expand the organization and funding from the private sector for economic development activities.	Washington County Economic Development Council

8. Communication and Promote the Strategic Plan

Goals:	Measure of Success:	Critical Strategies:	Implementation Agents
Ensure that the strategy is implemented and all local government decisions are consistent with its philosophy.	The strategy is referred to and considered for major decisions and planning.	8.1 Circulate to leaders a printed summary of the strategy for reference and use.	Washington County Economic Development Council
Increase the level of cooperation among cities and the region regarding the common pursuit of economic development.		8.2 Continue to regularly address the issues of concern for Washington County cities at the full Council meetings. Ensure that there is full disclosure between the cities, county and the council.	Washington County Economic Development Council

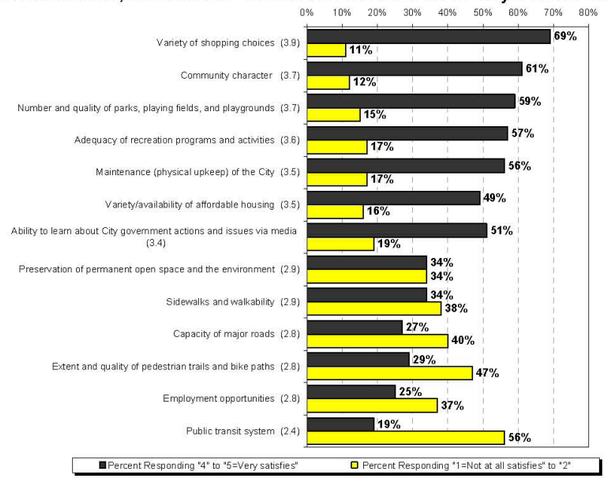
Opinion Survey
Washington City General Plan 2004

Washington City currently has a population of about 10,000. There is enough land and water for the city to grow at least 40,000, possibly more. This will happen gradually, not overnight. As we grow, the character of the community is bound to change. However, we have the opportunity now to shape the kind of community we will become.

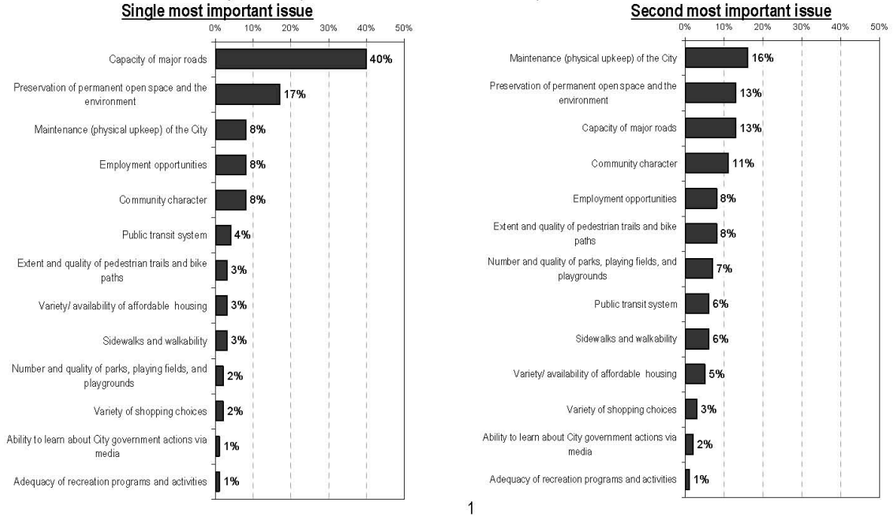
Please answer the survey questions for yourself rather than your household. If you would like to receive another copy of the survey for a second adult to complete, you can pick one up at the Planning Department in City Hall.

QUALITY OF LIFE / LOCAL ISSUES

1. *Please rate your satisfaction with the following services and characteristics as they relate to Washington City as a whole. Use a scale from 1 to 5, where 1 means "Not At All Satisfied" and 5 means "Very Satisfied." Please circle your appropriate response.*



2. *From the list above, what do you believe is the most important issue facing Washington City today? And which is second most important? (Insert numbers from the list above)*



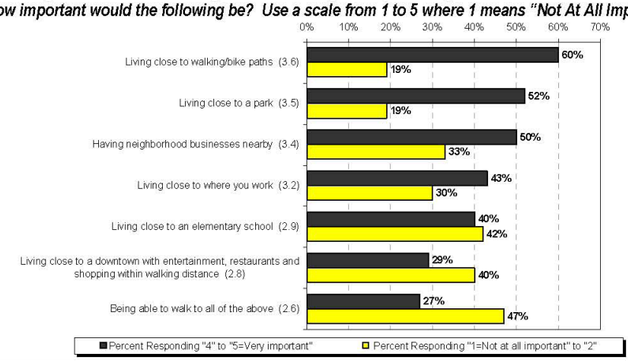
3. *Over the past few years what, if anything, has made the "quality of life" in Washington City better? What, if anything, has made the quality of life worse?*

HOUSING / NEIGHBORHOODS

4. *Do you think Washington City has the right amount, too much, or too little of the following:*

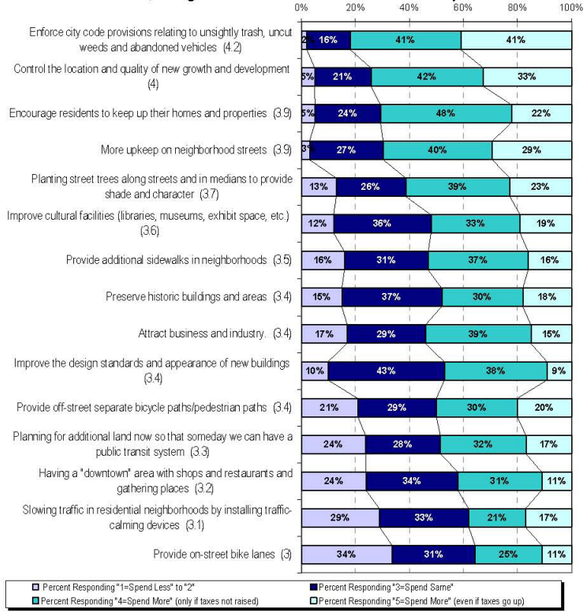
	TOO LITTLE	JUST ABOUT RIGHT	TOO MUCH	
Mobile home parks	2%	51	47	n=591
RV parks	5%	70	25	n=593
Multi-family housing (apartments)	15%	68	3	n=579
Assisted living for senior citizens	52%	46	3	n=559
Upscale residences on large lots	24%	63	12	n=594

5. *Most neighborhoods have some good and not-so-good aspects. If you were to create the ideal neighborhood for your and your family, how important would the following be? Use a scale from 1 to 5 where 1 means "Not At All Important" and 5 means "Very Important."*

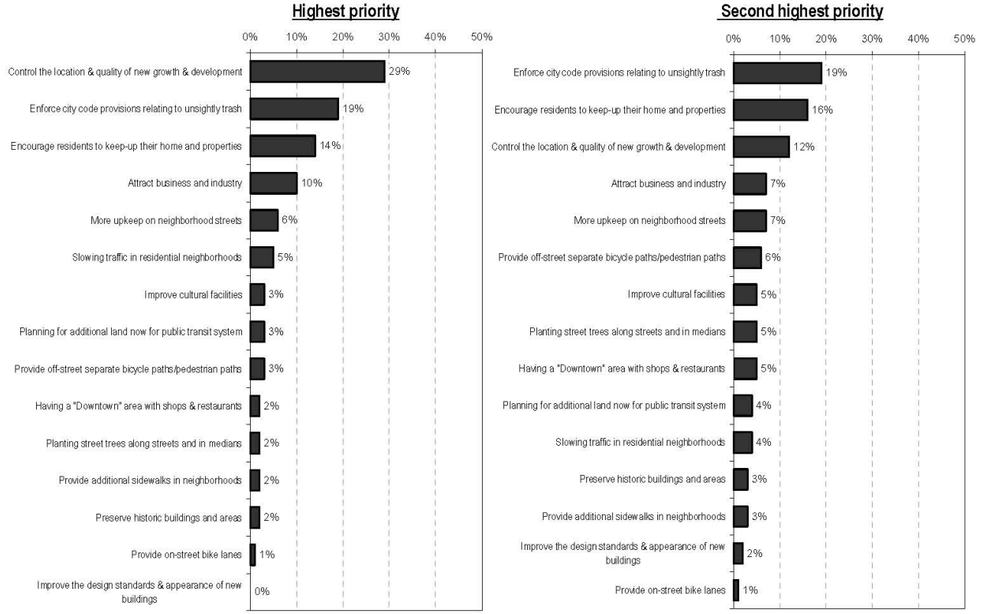


GROWTH AND DEVELOPMENT

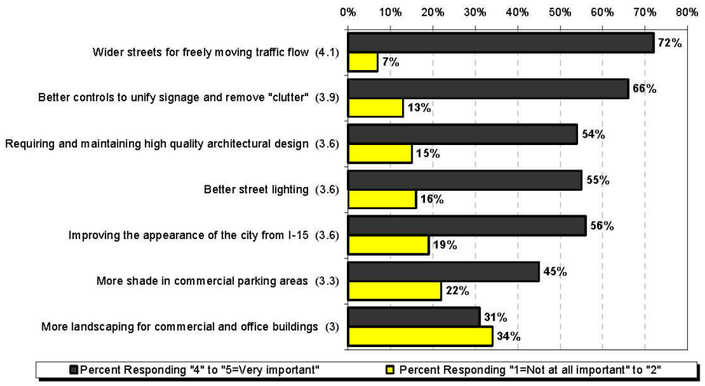
6. *Please rate your level of agreement with the following statements regarding how you think Washington City should spend tax dollars in the future on these issues, using a scale from 1 to 5 where 1 means "spend less" and 5 means "spend more even if taxes go up."*



7. *Of the all issues listed above (Question 7), which do you consider to be the highest priorities? (Insert two numbers from the list above)*



8. *Please rate how important the following are to you regarding the "livability" of Washington City.*



9. ***Recently, a number of developments have occurred in the agricultural area just south of the Virgin River in the agricultural area known as the Washington Fields. A variety of opinions have been expressed in Council and Planning Commission Meetings about preserving agricultural land. Which of the following is closest to your opinion? (See Figures 9.1-9.3 below illustrating choices) n=583***

a) **26%** I don't think it is important to save the Washington Fields area as open space or farmland--I support residential development there.

OR

b) **74%** I think we should do everything we can to save the Washington Fields as an agricultural area or as open space.

(IF YOU SELECTED b) There are several different ways that it may be possible to preserve the Fields, or the character of the Fields. Which of the following do you MOST support? (CHOOSE ONE ONLY) n=410

24% Create (through a public vote) a special tax to fund the purchase of portions of the Fields as open space

35 Zone the area for very large lots (say at least 2 acres) to encourage "ranchettes" to preserve an open feel

32 Encourage landowners and developers to cluster development, which will create pockets of higher density and areas of open land

9 Through regulations, require larger setbacks along roadways in the Fields area, to try to preserve at least the "feel" of open lands (but don't actually preserve farmland)

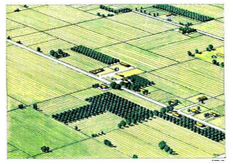


Figure 9.1: A representation of how the Washington Fields would remain if purchased for open space.

Figure 9.2: A representation of how the Washington Fields would look if allowed to develop with large lot "ranchettes."

Figure 9.3: A representation of how some of the Washington Fields could be preserved through clustered development.

Sketches: Ken Last

10. ***In thinking further about development of farmland vs. foothills in the south part of the City, which do you prefer? (CHOOSE ONE)***

a) **44%** I prefer to see development on the **farm lands** and leave the foothills more open. ***n=543***

OR

b) **56%** I prefer to see development on the **foothills** and leave the farm lands more open.

11. ***An increasing occurrence in our community is the "walled street." Walled streets allow homes to be placed close to the street, but with a wall erected to provide privacy and sound buffering (the front faces an adjacent street). Some people think that walled streets are impersonal, create an undesirable walking environment ('no man's land') and encourage higher traffic speeds. An alternative to walled streets is the traditional boulevard, with houses set back further, but fronting toward the street, and with lower traffic speeds that make it more desirable as a residential area. Three examples of choices for street design are illustrated below. Which of the following is closest to your opinion? (See Figures 11.1-11.3 below illustrating choices)***

a) **40%** I think walled streets are acceptable, and wouldn't mind if this approach is permitted in Washington. ***n=586***

OR

b) **60%** I dislike walled streets and feel that, except for major thoroughfares, we should not allow walled streets, but should have more traditional, pedestrian-friendly streets where houses face the street.

Figure 11.1: A walled street with minimal landscaping.

Figure 11.2: A walled street with moderate landscaping.

Figure 11.3: A traditional collector street condition.

12. ***Almost everybody, anywhere, complains about traffic. It seems that we can't keep up, no matter how many and how big the roads. At the same time, as we optimize for traffic by adding more lanes, and design for higher speeds, the roads become less accommodating to pedestrians and less appealing for residences (thus we have 'walled streets' rather than gracious boulevards, we have traffic lanes right next to sidewalks rather than separated by a tree-line planting strip). Which of the following is closest to your opinion? n=584***

a) **19%** Traffic is a significant problem and we should do everything possible to move cars through town with minimum slow-downs, even if it means a less attractive community.

OR

b) **81%** We should bring back more balance between the needs of traffic and making our community livable and attractive. I would accept slightly lower traffic efficiency in exchange for more pleasing streets and slower speeds.

13. ***Assuming that the new St. George Regional Airport will be located south of town and will impact properties in Washington City, which of the following is closest to your opinion? n=582***

a) **27%** We should allow property owners in the airport noise zones to develop their land as they choose.

OR

b) **73%** We should regulate land uses in the airport noise zones to avoid future conflicts and complaints.

14. ***Currently, the City has a General Plan, but it isn't very specific and developers often ask for approvals that vary from the General Plan. On one hand this allows lots of flexibility. On the other hand, there is often little consistency and predictability as to how the City will develop. Which of the following is closest to your opinion? n=589***

a) **17%** I think developers should not be constrained by a plan, the Council should have maximum flexibility and decide each situation on its own merits.

OR

b) **83%** I think the City should have a plan, and stick to it except where there is a very compelling reason to change it.

15. ***Ridges and hillsides form a unique backdrop for Washington City. However, they are mostly in private ownership. Although many have already been developed, there are several prominent ones still undeveloped. Which of the following is closest to your opinion? (See Figures 15.1-15.2 below illustrating choices) n=583***

a) **32%** I think that since many of the ridges and hillsides have been developed, it's not important to preserve what's left, especially since it's private property.

OR

b) **62%** Even though it's private property, I think we should preserve the remaining ridges and hillsides (such as through incentives or public purchase).

Figure 15.1: Development on ridgetop and steep hillside.

Figure 15.2: Development clustered, leaving a portion of ridgetop open.

COMMERCIAL DEVELOPMENT

16. ***Where do you <u>mostly</u> . . .***

Shop for groceries: n=604	*Shop for clothing: n=594*	*Visit doctor/dentist: n=591*	*Visit a park: n=475*	*Eat at restaurants: n=592*
88% Washington City (Albertsons, Nissons, WalMart)	**23%** Washington City	**14%** Washington City	**64%** Nisson Park	**21%** Washington City
25% St. George (Costco, etc.)	**71%** St George	**87%** St George	**25%** City Hall Park	**91%** St George
	13% Other: _____	**8%** Other: _____	**13%** City ball fields (near Wash. Elem.)	**4%** Other: _____
			21% Heritage Park (in Coral Canyon)	

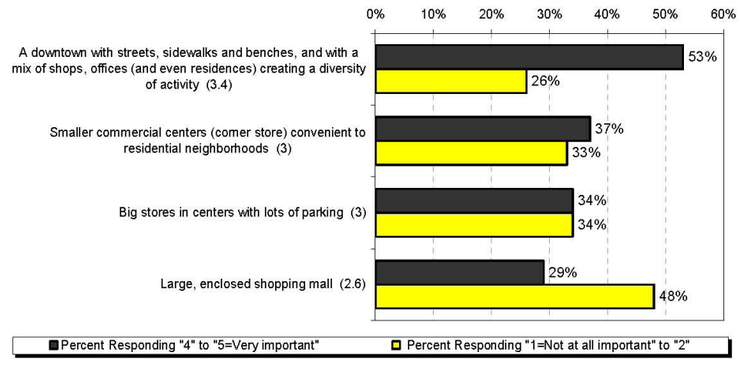
17. ***At the present time, most of our commercial development is in the form of "big boxes" (large stores surrounded by parking lots such as Home Depot and Wal-Mart). This is mostly car-oriented shopping and does not provide much of a "Main Street" (pedestrian shopping environment). With regulations, and possibly incentives, over time we could bring about a traditional "Main Street," with smaller shops, offices and restaurants--perhaps on Telegraph Street near City Hall. Which of the following is closest to your opinion? (CHOOSE ONE ONLY) n=597***

a) **56%** I think a pedestrian-oriented "downtown" (a 'main street') is important and we should try to create one for Washington City.

OR

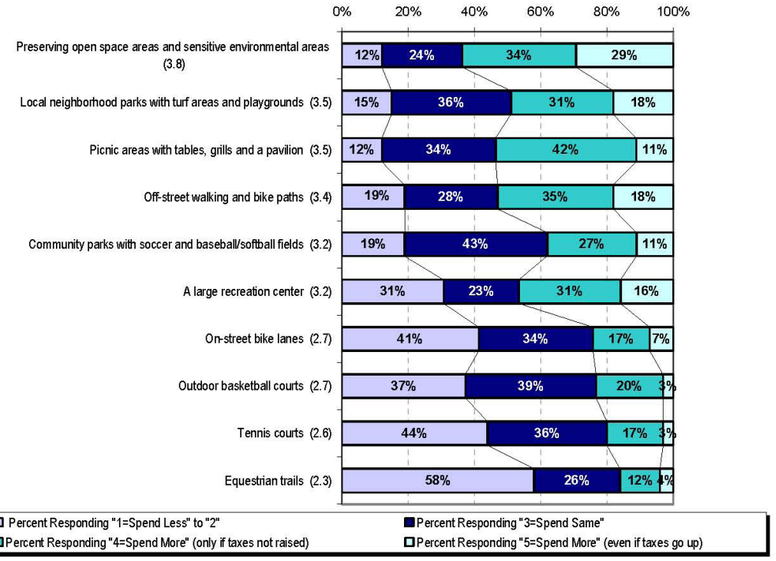
b) **44%** I don't think a pedestrian-oriented "downtown" is important. I would seldom use it.

18. ***Please rate how important the following are to you with respect to how future commercial development should occur, using a scale from 1 to 5 where 1 means "Not At All Important" and 5 means "Very Important."***

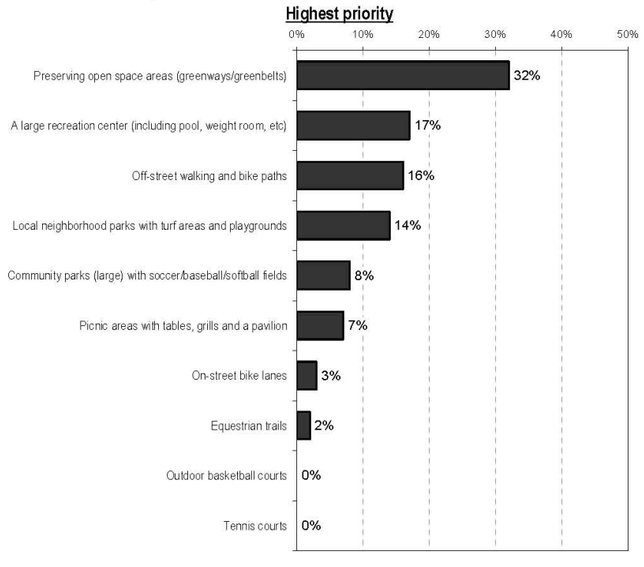


PARKS AND RECREATION

19. *Please rate how important the following amenities are to you regarding the expenditure of City funds for new or expanded facilities , using a scale from 1 to 5 where 1 means "Spend Less" and 4 or 5 means "Spend More."*



20. *Of the issues listed above, which do you consider to be the highest priority for the City to create, expand or improve? (Insert one number from the list above)*



NOW A FEW QUESTIONS ABOUT YOU . . .

Just a few more questions about yourself to assist in classifying your responses. Please remember that all responses remain strictly confidential and are reported only in group format.

21. ***In what year were you born?*** **Average age=54.8** ***n=601***

22. ***Are you:*** **48%** Male **52** Female ***n=601***

23. ***Which of the following best describes the location of your residence? (CHECK ONE) n=595***
30% Green Springs area north of I-15
19 Older part of town area between I-15 and Telegraph
12 Older part of town area between Telegraph and Virgin River
14 Coral Canyon or the far east end of town
19 Subdivision in "the Fields" south of the Virgin River
3 Subdivision in the east foothills south of the Virgin River
1 Large individual lot south of the Virgin River
1 Farm south of the Virgin River

24. ***In what type of housing unit do you currently reside? n=601***
90% Single-family home **0** Apartment
1 Duplex/triplex home **2** Mobile or manufactured home
6 Townhouse/condo **0** Recreation Vehicle

25. ***Do you own or rent your current residence? n=603***
96% Own **0** Staying with friends or family
3 Rent **0** Other: _____

26. ***How long have you lived in Washington City? n=562***
Average years=8.8

27. ***Avg.=2.8 Including yourself, how many people live in your household? n=604***

28. ***Avg.=0.8 How many members of your household are under age 18? n=614***

29. ***Avg.=1.1 How many persons living in your household have full-time or part-time jobs (at least 20 hours per week)? n=591***

30. ***If you work, how do you TYPICALLY get to work? n=345***
92% Drive a car alone **0** Bus
4 Ride share with one or more others **4** Bike/walk

31. ***Where do members of your household work? Enter number of people who work in the following locations:***
# of Persons
Avg.=0.4 Washington City area ***n=401***
Avg.=0.9 St. George ***n=401***
Avg.=0.1 Hurricane ***n=401***
Avg.=0.3 Other ***n=401***

32. ***Try to estimate how many hours a week, on average, does your family spend (add everyone's time for each category):***
Avg.=2.5 Driving to/from work ***n=614***
Avg.=0.6 Driving to/from school ***n=614***
Avg.=2.3 Driving to/from shopping ***n=614***
Avg.=2.7 Running errands ***n=614***
Avg.=11.6 Total ***n=508***

33. ***Does your household currently have Internet access that allows you to send/receive e-mails and surf the web? n=597***
80% Yes **2-** No

34. ***From which of the following do you receive most of your information about what's happening in and around Washington? n=592***
51% The Spectrum
67 City newsletter with utility billing
1 City's web page
8 Cable TV

Thank you for your participation in this important survey.
Your opinions will be extremely helpful in the General Plan Update.

Are you willing to be contacted to participate in follow-up research? ***n=573***
39% No
61 Yes (how do you prefer to be contacted?)

email address_____
OR
postal address_____
OR
phone number_____

13.3 Neighborhood Meeting Survey

Washington City
General Plan Update

Neighborhood Meetings

INPUT SURVEY

1. *Where do you live?* *(nearest cross streets, neighbor hood name)*

2x Fairway & N. Links Dr. "The Links"
0 3x Green Springs
3x La Jolla (Green Springs)
2x Love Drive (Green Springs)
0 Bloomington Hills
0 Monteverde (Green Springs)
2x Canterwood
3x Coral Canyon
0 Shadow Mountain *(Green Spring)*
0 Washington Dr
0 Nichols Peak
0 Pine View Estate
2x Indian Knolls Estate
0 Main/200 South
0 235 S 200E
2x Washington Fields
0 580 E WA Dam Rd.
0 146 W 200 N
2x Canyon Breeze
0 300 W 100 N

2. *How long have you lived in Washington?*

6x 1 year
6x 2 years
3x 3 years
2x 4 years
0 5 years
0 6 years
1x 7 years
3x 8 years
1x 9 years
3x 10 years
2x 15 years
1x 18 years
1x 29 years
2x 35 years
1x 40 years

3. *Where do you mostly* *(city, locations, establishments)*

Shop for groceries:
4x Nisson's Market
14x Washington
0 West of Town
0 Las Vegas, Trader Joes
4x St. George
12x Wal-Mart
5x Albertson's
4x Costco
6x Harmon's
0 Hurricane

Shop for clothing:
2x Wal-Mart
7x St. George Mall
3x Washington
7x St. George
0 Ross
2x Penney's
0 Christensen
3x Dillard's
3x Sears
0 Target
0 Internet

Shop for furniture:
16x Boulevard
3x Las Vegas
3x Washington
10x St. George
2x Hurricane

Visit doctor/dentist:
23x St. George
5x Washington
0 Bloomington, St. George

Go for entertainment:
13x St. George
0 Nevada
0 Mesquite, NV
0 Springdale
2x Las Vegas
0 Sunset
2x Washington

Visit a park:
9x Washington
3x Zion – Lake Powell, Lake Mead
6x St. George
3x Nisson Park
0 Springdale
3x Worthen
0 National & State Parks

Eat at restaurants:
17x St. George
7x Washington
0 Bluff
0 Red Cliff

4. *Where do you work?* *(city, nearest cross streets)*

0 Green Springs
12x St. George
13x Retired
3x Washington City
0 Student

5. *What do you like BEST about Washington?*

14x Small town atmosphere/ friendly
3x History
0 Diversity
3x Low crime rate
8x Natural beauty
0 Climate
0 Golf Course
2x Shopping
0 Low density
5x Quiet, rural
0 Coral Canyon

6. *What do you like LEAST about Washington?*

8x Growing pains
0 Lack of foresight
6x No street maintenance
0 No police and Firemen
0 Junk-filled front yards
0 Wal-Mart
2x Run-down areas
0 Smell near Turner Turf Farm
2x Traffic
0 Development ignoring green space
0 Poor building codes
0 Noise
0 Trailer Parks
0 Lack of entertainment
0 Small town thinking
0 Lack of sidewalks
0 Needs more restaurants/ shopping
0 Lack of street names
0 Poor air due to construction
0 Wages
3x Unchecked development

7. *Is there a city you think Washington should try to be MORE like? ___ Why/what aspect?*

0 Santa Barbara, CA
0 Vail, CO
0 Pleasant, CA
0 St. George: Trails, Parks, Recreation
0 Estes Park, CO: Preserve historical aspects, keep it quaint
0 Georgetown, CO: Community
0 Scottsdale
0 Springdale: Beauty

8. *Is there a city you think Washington should try to be LESS like? Why/ what aspect?*

3x St. George: Avoid the good-ole-boy mentality, too much growth
0 Las Vegas
4x Los Angeles, CA: Too much high density & low income
3x Salt Lake City, UT: Streets are planned badly for the amount of traffic, overcrowded
0 Ivins

9. *Should Washington try to develop a unique identity as a City?*

Yes: 20
No: 3

10. *Have you done anything in the last year or two to reduce your usage of water at home?*

Yes: 27

4x Landscaping
0 Run sprinklers less
4x Conserve in the house
0 Put container in water closet
0 Wash car at car wash
7x Water lawn at recommended times
4x Drip system
7x Reduce lawn area
0 Deep Watering
2x Xeriscape landscaping
0 Water by hand
0 Shower at rec center
0 Use bottled water
3x Drought resistant plants
0 Not use city water for lawns

No: 3

1x Outside water use controlled by PUD

11. *How important is it for Washington to develop a 'downtown'?*

5x Very
6x
8x Neutral
6x
7x Not Very

12. *What are the 3 biggest problems confronting your neighborhood?*

5x Development/growth
7x Traffic
0 Where to put low income housing
0 Transients along the creek
0 Mixed use development
0 Police protection
2x Police, Fire & Ambulance protection
2x Road maintenance
0 Growth
3x Noise
2x New neighborhood: dust & dirty streets
0 Zoning changes
0 The Maze
0 Smaller lots being created
0 Loss of fields
4x Run down houses/farm equipment
2x Poor street quality
0 Parks
0 Washington Dam road is breaking up
2x Flood control
0 Recreation
0 Trailers & boats on street
0 Stray dogs
0 Pets not on a leash
0 Lights not lit on Hwy 9
0 Water waste
0 Water pressure
0 Too much light at night
0 Dead end road ways
0 Sidewalks
0 Trails
0 Limited access to Green Springs
0 No Master plan
0 No uniform buildings
0 Small homes bringing in low income

13. *What are the 3 biggest problems confronting Washington City?*

8x Traffic
7x Water
10x Fast Growth
0 Respect for city office personnel
0 Opportunities for youth
0 Power
0 Wages
0 No downtown
3x Recreation: Trails & Parks
0 Limited shopping

4x Streets
0 Community being miss informed
3x Master Planning
2x Dirt/junk
2x Trailer Parks
2x Energy cost
2x Taxes
0 Airport
0 Annexation
2x Emergency Services
0 Low-income

14. In order, what should be the City's top 3 priorities for improvement?

A Priorities

1 Commercial development placement
7x Road master plan
1 Growth
2x Parks & Recreation
1 Walking trail system
1 Bike trail
1 Buildings
1 Wages
1 Water

B Priorities

4x Roads
2x Clean junk filled yards
1 Widen Telegraph Road
1 Airport
2x Police & Fire protection
1 Town identity
1 Growth
1 Bike Paths
1 Traffic lights
1 Lot sizes
1 Water
1 Economic Development

C Priorities

3x Parks & Trails
0 Ordinance enforcement
0 Another access road over the Virgin River
1 Annexation
1 Roads
1 Water
1 Library
1 Business
1 Crime

15. What can you walk/bike to:

15x Park
13x Open space trail
9x Restaurant
13x Convenience store
5x Doctor/dentist
2x Day care
19x Church
8x Barber/hairdresser
5x School
1x Movie
3x Movie rental

16. What would you LIKE to be able to walk/bike to:

22x Park
21x Open space trail
7x Restaurant
4x Convenience store
2x Doctor/dentist
1x Day care
13x Church
4x Barber/hairdresser
5x School
4x Movie
3x Movie rental

17. How much time a day, on average, do you spend in your car?

6x 30 minutes
1x 40 minutes
8x 1 hour
2x 1.5 hours
8x 2 hours
3x 2.5 hours
2 3 hours
1 4 hours
1 5 hours

18. What do we need to do to keep attracting economic development (tax base)?

6x A system that is designed to actively work on attracting businesses – work force
0 Water
2x Power
2x Manpower
4x Lower (property) taxes
2x Roads
0 Chamber of Commerce
3x Provide high tech industrial park
3x Master plan

19. What is sprawl?

0 Suburbs
6x Uncontrolled growth
0 Development going on in the fields
2x Stealing Open space
5x Unplanned growth that destroys the town center
0 When you have to use the freeway to commute every day
0 Los Angeles

20. Do you think we have sprawl in Washington?

Yes: 16
No: 5

21. Should we try to avoid sprawl? Why or why not?

Yes: 21

2x Planned Open Space and Parks
1x Mixed use
1x To increase home town shopping
1x Ruins the rural nature
1x Concentrate development from inside out
2x No leap frog type development
1x Unattractive and land wasteful
1x Too crowded
2x Pollution & traffic problems
1x No quality of life
1x To prevent problems

No: 2

1x Needs to be regulated
1x Plan for development

22. How important is Washington's heritage (history)? What should we preserve?

0 Uniqueness
0 Identity
0 4th of July
0 Veteran's
0 Little League
0 Small part
0 The Museum
0 The Pioneer History
4x Historical buildings
2x Downtown
0 Main Street/Telegraph area
2x Cotton Mill

23. In thinking about growing to a city of 40,000, where should the growth go?

Choices:

a. Evenly spread everywhere at a lower density
b. Some areas of lower density, some areas of higher density, and open space
c. If b, where should the higher density be?

6x Evenly spread everywhere at a lower density.
21x Some areas of lower density, some areas of higher density, and open space.

If b, where should the higher density be?

1x Close to the old city in designated areas in the fields
1x Mixed
1x North & South of Exit 10
3x City Center
1x Away from low density
1x Around freeway interchanges
1x Near commercial areas
1x Close to St. George
1x Behind Wal-Mart
1x Fields
1x Evenly spread over the city
1x Close to schools

24. Would you be willing to change to low water landscaping to assure we have enough water?

Yes: 17
No: 4
Already Did: 8

25. Should the City take a role in assuring affordable housing is available in the future?

Yes: 11
No: 9

26. Thinking about Washington in 30 or 40 years, describe the kind of City you would like to leave for your grandchildren.

(Suggestion: consider roads and traffic, parks, schools, shopping areas, neighborhood streets, homes, community design, open space, trails, affordable housing, transit, places to work, natural features, views, areas to meet other people, etc.)

➢ I would like to see WC very much the way it is now w/farms, horses, agriculture etc….spread throughout the entire city, inner to outer…lot size to be larger – third to 2,3 or 4-acres. I do not want to see low income, apartments or homes on lots smaller than an acre. This will destroy a city quicker than anything else.
➢ To make sure it is a better place than when I get here.
- Well planned traffic
- Open space purchased throughout growth period
- Parks
- Trails to show off beauty of area
- Shopping areas that are designed to be attractive, not "glitzy"
- Protect natural hillsides and other areas that cannot be replaced

➢ Clean air
➢ Open areas for hiking and exploring – resources enough to support population
➢ Clean, controlled, planned: if they want to build, make them conform
➢ I would make sure we preserve the hills and all the natural beauty we have. A uniform city where billboards are low profile – easy access to shopping and parks. A trail system that links the entire city. Comfortable "gathering places" for citizens. Trees and green belts to enjoy. A specific area for car sales – an auto mall.
➢ Parks, adequate roadways, flood control – open spaces, a downtown area.
➢ I want to see the natural beauty of the area preserved – the Fields are our unusual oasis in the desert that is being overrun by development without a plan to preserve its beauty. I'm afraid that the Red Cliffs Desert Preserve fences will keep moving north toward the mountains. This is a place of natural beauty comparable to Snow Canyon and must be preserved, Washington has an unique historical district which is a treasure. I don't want my grandchild to look at Washington as just one strip mall after another.
➢ A plan that requires developers (preferably through incentives) to plan their projects with the

end in mind, or future of water and conservation.
  - A beautiful place aesthetically and that considers the material beauty of the area
  - A safe place
  - A place that promotes and encourages the community spirit
  - A quiet place
  - Plenty of open space where one can enjoy water, peace and quiet; un-polluted.
  - Develop other services i.e. windmills, solar or anything newer.
  - Bike trails
  - Better traffic flow
  - Consider historical sites and dinosaur/special sites
  - Preserve agriculture in south fields area but also designate sites for some growth (i.e. homes)
- Lots of parks, adequate roads and well-thought development
- Just like it is now….better yet, like it was 5 years ago.
- Highly planned neighborhoods with lots of open space, trails, parks, bike paths, buildings that are not too ugly like Wal-Mart.
- Clean it up and you've got it!
- Better roads and controlled traffic.
- A vibrant mixed use city with varied housing types & price points