

**(k) GATEWAY COMMUNITY DEFINITION TIED SPECIFICALLY TO
THE NATIONAL PARK/ADDITIONAL REVIEW OF GATEWAY
CONCEPTS.**

**ATTACHMENT 1
CITY OF SPRINGDALE UTAH
GENERAL PLAN TOWN
APPEARANCE ELEMENT**

2. Town Appearance

General Goal

To preserve Springdale's unique appearance: a small rural village surrounded by the natural beauty of Zion Canyon.

Overview

The Town Appearance Element identifies the aesthetic resources and land use activities that define Springdale's image and visual character. Town Appearance focuses on the form and character of the natural and built environment and how residents relate to it on a daily basis. Town Appearance is also related to the way visitors experience the Town while walking and driving, observing the natural qualities of Zion Canyon and the character of buildings and public spaces. The Town Appearance Element provides the means of ensuring that the unique character and natural environment given to the Town by its geographic location, vegetation, and aesthetic resources are preserved and enhanced.

Existing Conditions and Key Findings

1. Springdale's Identity as a Unique Rural Village

Springdale's human history, pioneer heritage, its setting within Zion Canyon, and its positioning as the gateway to Zion National Park have helped to mold its unique character. The Town is committed to policies that preserve the following distinctive characteristics of Springdale's village atmosphere.

A. Focus on the natural surroundings.

Zion Canyon's distinctive towering red and orange Navajo sandstone cliffs, the meandering Virgin River, large mature trees along the canyon bottom, and an abundance of wildlife dominate the appearance of Springdale. Man-made structures should be

designed to complement the natural surroundings. Indeed, the aim is to have buildings in the foothills be as "invisible" as possible. Open space is preserved throughout the Town. Natural vegetation is emphasized.

B. Small size of community.

The Governor's Office of Planning and Budget estimates the current (2010) population of Springdale at 687 people. Physically, Zion Canyon limits development to the Virgin River corridor and some foothill areas. Because of the physical constraints of Zion Canyon and resources, especially water, it is expected that the Town will not exceed an ultimate size of about 1800 people.

C. Reflections of Springdale's history and rural heritage.

The pioneer and agricultural history of the Town is evident in older structures, orchards, agricultural fields and irrigated pastures with farm animals interspersed throughout the community. Streets are lined with mature trees and have sandstone curbs and agricultural irrigation canals.

D. Modest scale of buildings and other structures.

Residential and commercial buildings are restrained in size in terms of footprint, height, and mass.

E. Neighborhood Diversity.

Springdale has a good mix of residential neighborhoods—from small lot subdivisions in the center of town to low density conservation subdivisions in the foothills. This mix of design in residential neighborhoods creates diversity in the town's housing stock. It also helps preserve open spaces in the foothills and other sensitive natural areas.

2. Town Appearance

F. A pedestrian-friendly streetscape.

Especially in the central commercial area, sidewalks and the design of buildings and signs invite people to walk around. Outdoor dining areas and outdoor retail display areas add interest to the central commercial area and further encourage pedestrian travel.

G. A "hometown" flavor.

Small, unique, locally owned businesses provide both the appearance and the experience of a daily network of neighborly interactions. The elementary school is an important community focus.

H. Tourist services.

Lodging, meals, and shopping for visitors to Zion National Park are provided without compromising the village atmosphere that is valued by tourists as well as residents.

2. Current Springdale Town Policies on Town Appearance

The Town of Springdale has placed importance on retaining its rural character and not competing with the natural beauty of Zion Canyon. Through the adoption of various design standards and criteria, the Town has retained a distinct sense of place, recognized by citizens and visitors. By addressing these design preferences in the General Plan, the community has the opportunity to conserve and develop a series of implementation strategies, including policies, capital improvements and programs that enhance the traditional character of the Town.

A. Design Related Policies and Ordinances

A number of existing policies and ordinances directly relate to Town Appearance. These policies and ordinances are designed to protect, preserve and enhance the small-town appearance of the community and its natural visual resources.

1. Planned Development Overlay Zone

In 1995, the Town enacted the Planned Development Overlay Zone to encourage creative and efficient utilization of land by providing greater flexibility in the location of buildings on the land, the consolidation and preservation of open space, and the clustering of dwelling units. The intent of the zone is to integrate residential development into the landscape to minimize the visual impacts of development on the natural view shed.

2. Design/Development Review

The Town adopted Design/Development Review requirements and procedures for all new building construction and reconstruction or modification of existing structures. The purpose of the review process is to a) protect, preserve and enhance the natural beauty and quality of the landscape and other natural resources such as scenic vistas, landforms, open space, native vegetation and wildlife, and b) to ensure the appropriateness of the appearance of all new structures. The process was revised in 2005 to improve communication between the Town and developers and to make the process more efficient.

3. Architectural Standards and Design Guidelines

Springdale adopted Design Guidelines in 1992 for all new construction to preserve the small-town village atmosphere and compatibility with the natural features of Zion Canyon.

4. Color Palette

In 1996, the Town established by ordinance a color palette to provide a selection of colors deemed to be appropriate in preserving the harmony of buildings with the natural

2. Town Appearance

surroundings. The color palette was revised and updated in 2005.

5. Design Standards Manual

In 2010, the Town adopted a Design Standards Manual to help guide and inform developers on appropriate building style and architectural elements to use in new development. The Design Standards Manual provides graphic examples in narrative descriptions of the type of development the Town encourages.

B. Town Citizens' Support for Village Atmosphere and Town Appearance Compatible with Natural Surroundings

1. Rural Heritage Workshops

In February of 2001, the Town conducted a community-wide survey that was mailed to each household in Springdale. The purpose of the survey was to ascertain how the residents perceive the character of the Town. During the spring of 2001, the Town held three workshops designed to further define the community character and review the Town's development guidelines. The result of the workshops was a list of draft comments and statements intended to be used in evaluating the development guidelines. These statements demonstrated townspeople's strong interest in preserving a village atmosphere and a town appearance compatible with its natural surroundings.

The workshops also demonstrated the need to better define and describe the rural small-town village atmosphere that distinguishes the Town of Springdale and how best to preserve and enhance those qualities.

2. Town Survey

In 2003 the Town conducted an expanded community-wide survey in order to provide direction in preparing the goals and objectives for updating the General Plan. This survey was mailed to each of the 457 residents of Springdale. A total of 212 surveys were returned, representing a healthy 46 percent response rate. The survey consisted of 11 sections addressing each of the proposed elements of the General Plan.

The Town Appearance Section of the survey identified the following categories as being important to the character of Springdale (based on a response rate of 80 percent or higher).

Category	Percentage
Quality of Life	94
Zion National Park	93
Friendly Community	90
Town Appearance	87
Natural Quiet	84
Small-town Atmosphere	82
Environmental Quality	80

A total of 99 percent of those responding to the survey felt that the appearance of Springdale is important to the character of the Town. The survey also concluded that appearance standards should apply to the entire community and not just those properties visible from SR-9.

The survey responses highlighted the importance of the rural small-town village atmosphere and its interdependence with Zion National Park and the surrounding natural environment as the community's most important attributes and concluded that the residents did not want to see significant changes over the life of the

2. Town Appearance

Plan. A compilation of the survey results is included in this Plan as Appendix 3.

The Town should conduct another town-wide survey in the near future, and schedule recurring town-wide surveys every five years (or sooner if conditions justify) to ensure the General Plan continues to reflect the consensus of the community.

3. General Plan Public Involvement

In 2010, the Town sponsored a series of public involvement events in conjunction with revision and update of this Plan. The public involvement events including Planning Commission work meetings, informal community scoping and visioning sessions (the General Plan Barbeque and the General Plan Ice Cream Social), and walking field trips of the town. Through these public involvement events the community gave the Planning Commission clear direction on the importance of a Village Atmosphere. The community response at these events demonstrated a continuing desire to keep Springdale a small village and to preserve views of the natural surroundings. The results of these public involvement events are on file and available at the Town Hall.

3. Zion Park Scenic Byway

SR-9 is designated as a State Scenic Byway. The Town, in conjunction with the Zion Canyon Corridor Council (ZC3), would like to nominate SR-9 from La Verkin to the east entrance of Zion National Park as a National Scenic Byway. Because of its scenic and unique nature, and because it is the main road through the town, SR-9 affects Springdale's town appearance.

The ZC3 has prepared a Corridor Management Plan for the Zion Park Scenic Byway. This Plan,

which the Town Council has adopted by resolution, identifies the unique qualities and attributes that make Zion Canyon a special place. It also contains strategies designed to protect these unique qualities. The Corridor Management Plan suggests strategies to protect the area's scenic, natural, historic, recreational, cultural, and archaeological qualities. Many of the strategies in the Corridor Management Plan correspond to policies the Town has already adopted to protect the village atmosphere and rural character in Springdale. The Town should use the Corridor Management Plan as a guide to further help preserve the unique sense of place and village atmosphere. Land use decisions should be consistent with the goals and strategies outlined in the Corridor Management Plan. Further, the Town should continue its active role in the ZC3 and regional planning initiatives. Doing so will help the Town protect its unique village atmosphere.

Objectives and Implementation Strategies

The objectives and implementation strategies for this element follow on page 2.5. Objectives and implementation strategies for this element are grouped into the following categories:

- 2.1. Village Atmosphere
- 2.2. Visual Focus on Natural Features
- 2.3. Building Design
- 2.4. Clean and Well-Maintained Town

2.1. Village Atmosphere

Goal

To preserve and enhance the unique village atmosphere, reflective of the community's heritage, identity, and surrounding natural environment.

Objective 2.1.1.

Promote a pedestrian-friendly townscape, with elements appropriate for both the residential and commercial aspects of a village.

Pedestrian orientation is often perceived as only whether or not a city or town has sidewalks available for pedestrians to use. The strategies that a town uses to orient itself to the pedestrian rather than the automobile are, in fact, far more abundant than just sidewalks, although sidewalks are a necessary element.

Pedestrian orientation is found in the details of the space. The size, layout and lighting of signs; the setbacks, size and massing of buildings and structures; the location and amount of parking available; the availability of transit options; the elements of the streetscape including trees and pedestrian lighting all work together to create a space that is focused on the pedestrian user rather than the car.

Pedestrian orientation can be and should be vastly different between the commercial village center and the residential areas of the Town. As examples, in residential areas sidewalks may not always be appropriate; lighting, if provided at all, should be of a level for safety, not general illumination; and building setbacks should be greater.

In 2008, the Town revised the development standards in the Central Commercial zone to encourage pedestrian-friendly development. Changes were made to front setback, building size, and landscaping requirements.

Implementation Strategies

- 2.1.1.a. Develop a vision statement for the commercial and residential areas of the Town and determine what streetscape elements are appropriate for each area.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development, and Citizen Committee(s)*

- 2.1.1.b. Develop a parking plan for Central and Village Commercial Zones and require that all parking in the downtown area be located to the rear or to the side of buildings.

*Implication: Action/Program
Implementation: Planning Commission, Community Development*

- 2.1.1.c. Ensure that signage is consistent with village atmosphere and oriented to the pedestrian as well as the vehicle.

*Implication: Policy/Legislative
Implementation: Planning Commission, Community Development*

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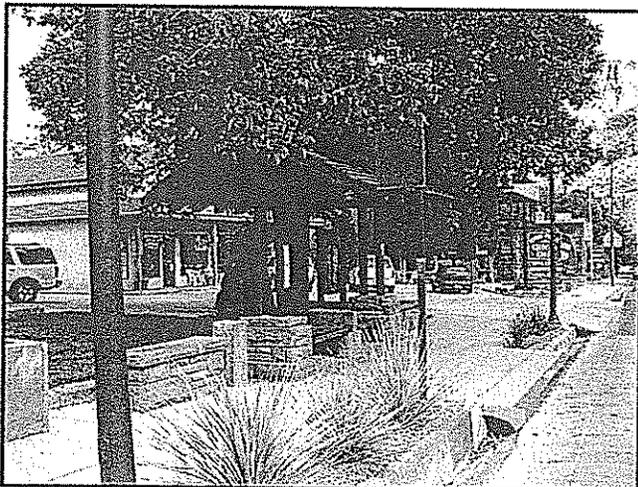
Objective 2.1.1. (cont)

Promote a pedestrian-oriented townscape, with elements appropriate for both the residential and commercial aspects of a village.

Implementation Strategies (cont)

- 2.1.1.d. Implement features of the approved shuttle-streetscape plan to include consistent and correct color of concrete, landscaping, and replacement of street lighting where appropriate.

*Implication: Capital/Budget
Implementation: Town Council, Planning Commission, Community Development, Citizen Committee(s)*



Picture 1 – Pizza Noodle Shuttle Stop. Pedestrian-oriented amenities include the shelter, benches, drinking fountain and trash receptacles.

2.1. Village Atmosphere

Goal

To preserve and enhance the unique village atmosphere, reflective of the community's heritage, identity, and surrounding natural environment.

Objective 2.1.2.

Protect residential neighborhoods located next to commercial areas.

Commercial development often has unforeseen impacts on neighboring residential areas. These impacts range from the easily recognized impacts of light and noise to more subtle impacts such as activity at odd hours and accumulation of litter and trash. Impacts of commercial development should be determined prior to any approval and appropriate buffers should be used to mitigate foreseen impacts. These buffers may include such things as increased setbacks and open space, fences and walls, vegetation, or a combination of these methods.

In the Village Commercial Zone, the more intense commercial uses, such as motels and restaurants, are currently classified as Conditional Uses, which allows the Town Council and Planning Commission to evaluate potential impacts of the use and mitigate them through various conditions, such as buffers, fencing, building location and lighting, etc.

Implementation Strategies

- 2.1.2.a. Review ordinances and determine appropriate setbacks and landscaping to soften visual impacts of structures from adjacent roads and properties, and amend ordinances as necessary.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

- 2.1.2.b. Require appropriate buffers for commercial uses adjoining residential neighborhoods.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

2.1. Village Atmosphere

Goal

To preserve and enhance the unique village atmosphere, reflective of the community's heritage, identity, and surrounding natural environment.

Objective 2.1.3.

Decrease adverse effects associated with gated streets and gated communities.

Occasionally developments desire to limit access to streets, neighborhoods and communities through the use of gates. A gate across the access to a particular area can increase the sense of security to those within the development.

The negative impacts of gated streets and communities are numerous. Gated streets are a detriment to a sense of community, furthering instead a sense of isolation and exclusion. In a town such as Springdale, which derives its character from its village scale, gates are an incompatible feature. They also have impacts on pedestrian environment and access to open space. Furthermore, gates limit the ability of emergency vehicles to effectively respond to critical health and safety situations. The Town has an ordinance which prohibits gated access into subdivisions unless a compelling need can be demonstrated.

Implementation Strategies

- 2.1.3.a. Develop standards for pedestrian and emergency vehicle access and require all approved gates to comply with these standards.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

2.1. Village Atmosphere

Goal

To preserve and enhance the unique village atmosphere, reflective of the community's heritage, identity, and surrounding natural environment.

Objective 2.1.4.

Preserve natural open space areas throughout the community.

The natural beauty surrounding Springdale is the primary reason for the visits of nearly three million tourists every year. The protection and preservation of natural open spaces in the community helps maintain this natural beauty and helps the Town integrate into the natural surroundings.

The current Planned Development ordinance encourages developers to preserve significant open spaces by offering certain incentives. These include: increased densities or units per acre, allowance for buildings to be clustered, smaller lot sizes than required by the underlying zone. These incentives allow significant open space to be preserved. The Anasazi Plateau and Canyon Point subdivisions are examples of Planned Unit Developments that have established conservation easements to further protect common open space.

Implementation Strategies

- 2.1.4.a. Develop a comprehensive and coherent plan to preserve existing open spaces and acquire new open spaces throughout the community.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

- 2.1.4.b. Identify and consider acquiring open spaces in foothills, ridgelines, scenic vistas and along the Virgin River.

*Implication: Capital Improvement
Implementation: Town Council and Town Manager*

- 2.1.4.c. Require commercial development to set aside a certain percentage of the site to open space.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

- 2.1.4.d. Encourage private subdivisions to provide access to open space and trailheads.

*Implication: Action/Program
Implementation: Planning Commission, Community Development*

- 2.1.3.e. Provide incentives to protect open space and conservation resources through voluntary conservation easements and/or deed restrictions.

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Objective 2.1.4. (cont)

Preserve natural open space areas within each zone and throughout the community.

Implementation Strategies (cont)

Implication: Policy/Legislative
Implementation: Town Council and Community Development

- 2.1.4.e. Establish zone-specific setbacks that allow for the most efficient layout of buildings, parking, ingress and egress, and promote uninterrupted scenery.

Implication: Policy/Legislative
Implementation: Town Council, Planning Commission and Community Development

- 2.1.4.f. Promote clustering of buildings to allow for larger natural or landscaped areas.

Implication: Action/Program
Implementation: Planning Commission and Community Development

- 2.1.4.g. Encourage the preservation of appropriate agricultural and livestock land use.

Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development

- 2.1.4.h. Provide development incentives for buildings clustered together in exchange for preservation of open space on a property.

Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development

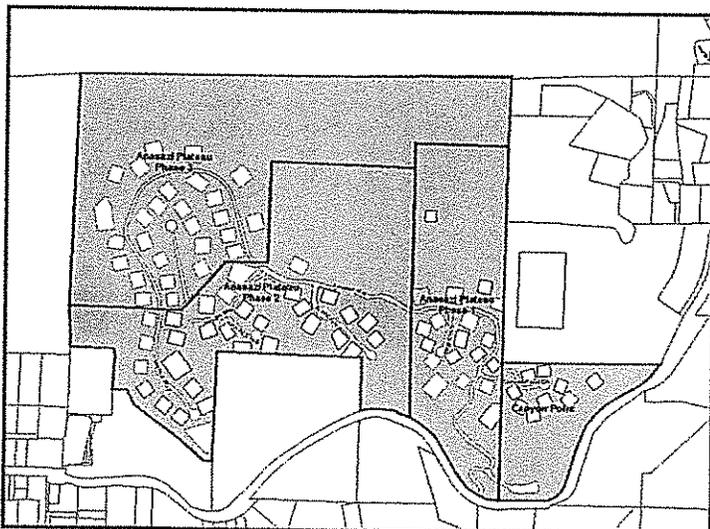


Figure 1 – Map showing conservation easement area in Anasazi Plateau subdivision.

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2.1. Village Atmosphere

Goal

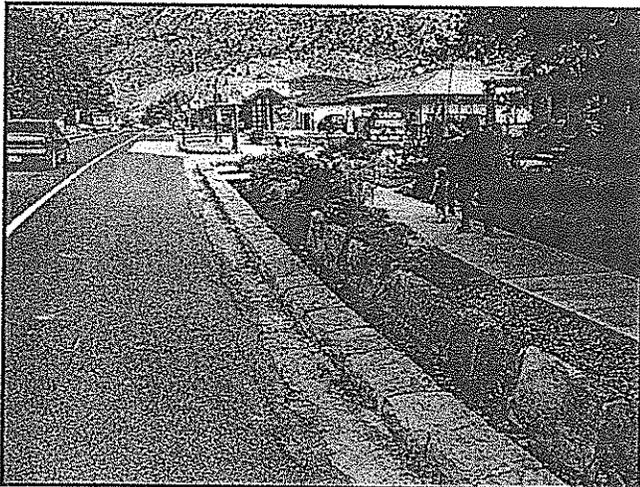
To preserve and enhance the unique village atmosphere, reflective of the community's heritage, identity, and surrounding natural environment.

Objective 2.1.5.

Preserve architectural elements and public infrastructure design reflecting Springdale's heritage and identity, including the cut rock style in buildings and irrigation ditches.

Springdale's character and heritage is embodied in the design and construction of the rock lined canals and gutters in town. Some of these elements were constructed as Works Progress Administration (WPA) projects in the early part of the 20th Century. In order to more fully protect these historic elements, the gutters, canals and other historic rockwork should be nominated for inclusion on the National Register of Historic Places.

The appearance and character of the Town are further enhanced by architectural standards and guidelines that protect historic features, require compatibility with the surrounding environment and promote designs that include materials and features such as native stone.



Picture 2 – Rock canal in Central Commercial Zone

Implementation Strategies

- 2.1.5.a. Nominate historic WPA projects including rock canals and gutters for inclusion on the National Register of Historic Places.

*Implication: Action/Program
Implementation: Town Council,
Community Development, Citizen
Committee(s)*

- 2.1.5.b. Review architectural guidelines and standards, and revise as necessary, to encourage new development to include architectural elements that reflect Springdale's heritage and identity, such as the use of cut rock in building construction. The use of these elements should be particularly encouraged in new construction or developments.

*Implication: Policy/Legislative
Implementation: Planning Commission,
Community Development*

- 2.1.5.c. Ensure that exterior building surfaces appear compatible with the surrounding environment and historic structures (examples are using stone, and not creating glare), and ensure that exterior building colors are consistent with the natural earth and vegetation tones of Zion Canyon.

*Implication: Action/Program
Implementation: Planning Commission,
Community Development*

2. Town Appearance

2.1. Village Atmosphere

Goal

To preserve and enhance the unique village atmosphere, reflective of the community's heritage, identity, and surrounding natural environment.

Objective 2.1.6.

Ensure municipal properties are a model for compliance with all Town regulations and ordinances.

The ability of the Town to enforce its ordinances can be enhanced or hampered by how properties owned by the Town are maintained. Town property, including the parks, playground and Town Hall should be well maintained, free of litter and debris, and ready for appropriate use.

As new public use structures are built, they should be designed and constructed in conformance with all Town ordinances, particularly architectural guidelines.

Implementation Strategies

- 2.1.6.a. Ensure Town properties are well maintained including proper lawn care (watering, mowing, weed control) and removal of litter and debris.

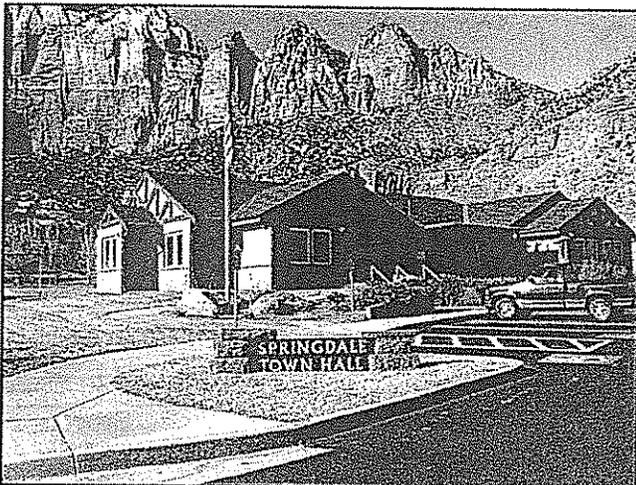
Implication: Action/Program
Implementation: Parks, Public Works

- 2.1.6.b. Require all new public structures and facilities comply with all zoning ordinances, particularly architectural guidelines and standards.

Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development

- 2.1.6.c. Ensure compliance with ADA requirements for all public facilities.

Implication: Action/Program
Implementation: Public Works



Picture 3 - Town Hall, 118 Lion Boulevard, constructed in 2000.

2.2. Visual Focus on Natural Features

Goal

To protect the unique visual resources of the community and maintain a primary visual focus on the natural features, vegetation and views of Zion Canyon.

Objective 2.2.1.

Protect scenic views of ridgelines, hillsides, cliffs, the Virgin River and the river corridor, and other natural scenic elements as seen from the valley floor and the SR-9 highway corridor.

A common theme in the Springdale ordinances is the need to protect views of the natural surroundings. The goal of the ordinances is to produce the most unobtrusive buildings possible in order to not detract from the beauty of the surrounding natural features.

In the spring of 2004, the Town Council revised the height ordinance in the Foothill Residential zone. Part of this revision was to categorize all the properties in the zone as “highly visual” lots, which limits building heights to 20 feet from natural grade. The ordinance allows a property owner the opportunity to demonstrate that a lot is a “normal lots” and build to a less restrictive standard if the property owner can show that the lot meets certain criteria. These criteria were revised in 2006 to be more clear and objective and to better accomplish the goal of reducing the visual impact of buildings in the foothills.

Similarly, the visual impact of buildings and structures in other zones should be analyzed and methods to reduce the visual impact of these structures should be developed.

Implementation Strategies

2.2.1.a. Revise ordinances to require buildings to be sited appropriately on the lot and built of appropriate scale, volume and massing (i.e., breaking up of façade), which limits visual impacts and produces the most unobtrusive buildings and structures feasible. Appropriate scale is in reference to a small rural town/village and also to natural features of the building lot and surrounding natural features.

*Implication: Policy/Legislative
Implementation: Planning Commission,
Community Development*

2.2.1.b. Rewrite ordinances concerning architectural styles to ensure that structures built are as unobtrusively as feasible, particularly in the foothills, but allowing for creative varied architectural designs that are both complimentary to the natural surroundings and maintain a small-town atmosphere. “Parkitecture” is only one of many appropriate styles.

*Implication: Policy/Legislative
Implementation: Town Council, Planning
Commission, Community Development*

2.2. Visual Focus on Natural Features

Goal

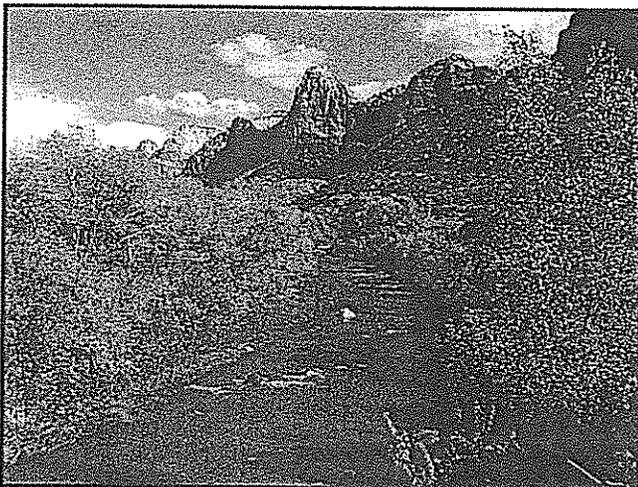
To protect the unique visual resources of the community and maintain a primary visual focus on the natural features, vegetation and views of Zion Canyon.

Objective 2.2.2.

Protect the natural aesthetic character of the Virgin River corridor.

The Virgin River corridor contains unique biologic and hydrologic features and qualities. Consideration of these features should be made in the review process for proposed new development along the river way and its main feeding washes.

Many of the issues surrounding the protection and preservation of the natural river environment will require the analysis of specialists to adequately understand. The Town should work with consultants and state and federal agencies to develop plans and strategies to protect the natural Virgin River environment.



Picture 4 River corridor in Canyon Springs Subdivision

Implementation Strategies

- 2.2.2.a. Create, with the assistance of professional engineers, hydrologists, and Zion National Park, a comprehensive Virgin River plan which provides standards for reviewing proposed development along the river and assessing the potential impacts of such development.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

- 2.2.2.b. Work with all local, state and federal agencies in matters concerning the Virgin River and its main feeding washes.

*Implication: Action/Program
Implementation: Town Council, Planning Commission, Community Development*

- 2.2.2.c. Analyze setbacks and open space requirements along river and consider expanding to protect river corridor.

*Implication: Action/Program
Implementation: Community Development*

- 2.2.2.d. Create a River Use Plan to protect the river and from the impacts of recreational uses such as tubers and kayakers.

*Implication: Action/Program
Implementation: Community Development*

2.2. Visual Focus on Natural Features

Goal

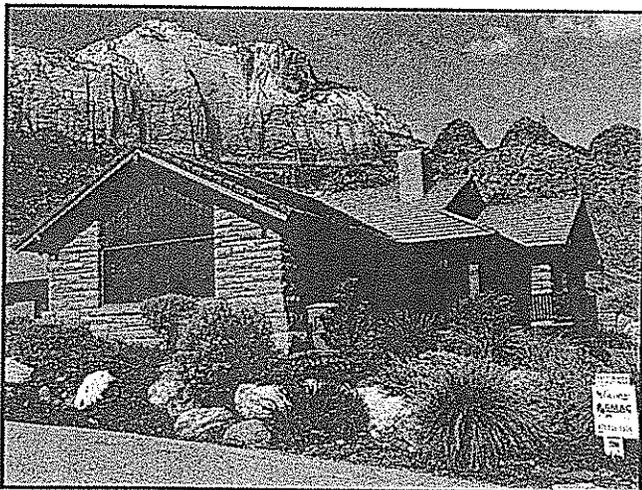
To protect the unique visual resources of the community and maintain a primary visual focus on the natural features, vegetation and views of Zion Canyon.

Objective 2.2.3.

Ensure that infrastructure and buildings in Springdale complement the natural surroundings.

Building colors and materials are integral parts of both producing unobtrusive buildings and maintaining the character of the Town. Colors that are consistent with the natural earth and vegetation tones of the Canyon blend into the natural environment allow buildings to recede into the landscape, rather than detracting from the surroundings.

Currently, the architectural guidelines require buildings to be compatible with a color palette developed for the Town. The color palette was revised in October 2005. The palette is divided into two subcategories – signs and buildings. Additionally, lists of materials appropriate for each zone should be created.



Picture 5 – Home in Gifford Park that utilizes natural stone and other colors appropriate to environment.

Implementation Strategies

2.2.3.a. Revise ordinances to require buildings to be sited appropriately on the lot and built of appropriate scale, volume and massing (i.e., breaking up of façade), which limits visual impacts and produces the most unobtrusive buildings and structures feasible. Appropriate scale is in reference to a small rural town/village and also to natural features of the building lot and surrounding natural features.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

2.2.3.b. Rewrite ordinances concerning architectural styles to ensure that structures built are as unobtrusively as feasible, particularly in the foothills, but allowing for creative varied architectural designs that are both complimentary to the natural surroundings and maintain a small-town atmosphere. “Park-itecture” is only one of many appropriate styles.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

2. Town Appearance

Objective 2.2.3. (cont)

Ensure that infrastructure and buildings in Springdale complement the natural surroundings.

The sizes and heights of buildings will affect the character of the Town. In order to preserve the small rural-village feel, building sizes and heights must be limited. Currently building heights are limited by zone and range from 20 feet in highly visual foothill areas to 28 feet in certain locations in the Central Commercial zone.

In 2010 the Town adopted a Design Standards Manual to help inform and guide the style and appearance of new development. This manual should be used heavily by developers, the Planning Commission, and staff to make sure new development complements the natural surroundings. It should also be kept current through periodic updating.

Implementation Strategies (cont)

- 2.2.3.c. Ensure that exterior building surfaces appear compatible with the surrounding environment and historic structures (examples are using stone, and not creating glare), and ensure that exterior building colors are consistent with the natural earth and vegetation tones of Zion Canyon.

*Implication: Action/Program
Implementation: Planning Commission,
Community Development*

- 2.2.3.d. Revise ordinances as necessary to accommodate the specific needs for each zone.

*Implication: Policy/Legislative
Implementation: Town Council, Planning
Commission, Community Development*

- 2.2.3.e. Encourage developers, the Planning Commission, and staff to reference the Design Standards Manual frequently during the planning and reviewing of new development.

*Implication: Action/Program
Implementation: Planning Commission,
Community Development*

- 2.2.3.f. Encourage new technologies and building materials consistent with the village atmosphere and complementary to the natural surroundings.

*Implication: Action/Program
Implementation: Town Council, Planning
Commission, Community Development*

2.2. Visual Focus on Natural Features

Goal

To protect the unique visual resources of the community and maintain a primary visual focus on the natural features, vegetation and views of Zion Canyon.

Objective 2.2.4.

Preserve the Town's natural night sky by limiting lighting.

In the survey done as part of the General Plan process, the majority of respondents felt that lighting in town should be limited to protect the view of the night sky. Exterior lighting that spills upward into the sky is the primary cause of the reduction of the view of the night sky.

Reducing lighting levels to those necessary for safety and information will help to preserve the view of the night sky. Many properties, including both commercial and residential properties, are currently using more light than is necessary for safety and information.

The Town has recently adopted an outdoor lighting ordinance that regulates the style and placement of outdoor light fixtures. This ordinance calls for all outdoor lights to be brought into compliance with the new lighting standards by the year 2016.

Many residents have complained about the old "cobra head" streetlights along SR-9. These lights need to be replaced with downward directed lights that specifically illuminate the roadway.

Implementation Strategies

- 2.2.4.a. Ensure all lights, including residential lights, are brought up to standards of the outdoor lighting ordinance.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

- 2.2.4.b. Continue to implement pedestrian lighting plan along SR-9, including installation of pedestrian oriented lights used near shuttle stops.

*Implication: Capital/Budget
Implementation: Public Works*

- 2.2.4.c. Work with UDOT to determine light level requirements for vehicular traffic on SR-9, and create lighting plan replacing or modifying existing cobra-head lights with alternatives that do not spill light upward into the sky. Existing cobra head lights must be replaced or modified to meet the requirements of the lighting ordinance by 2016.

*Implication: Action/Program
Implementation: Public Works*

2. Town Appearance

Objective 2.2.4. (cont)

Preserve the Town's natural night sky by limiting lighting.

Implementation Strategies (cont)

- 2.2.4.d. Review light levels for existing developments, and work with property owners to reduce light levels to those necessary for safety and information.

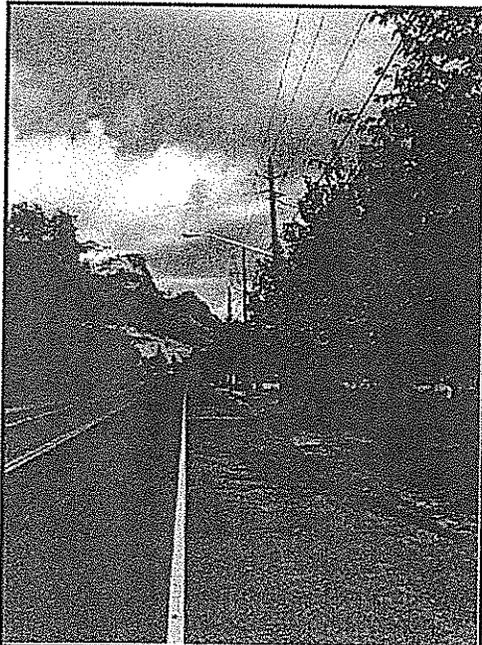
Implication: Action/Program
Implementation: Planning Commission, Community Development

- 2.2.4.e. Educate residents on benefits of preserving views of night sky and how to limit residential impacts of interior light spillover.

Implication: Action/Program
Implementation: Town Council, Community Development with assistance from Zion National Park

- 2.2.4.f. Educate residents and business owners about appropriate lighting techniques using low lighting levels to accomplish efficient night time lighting for safety and security.

Implication: Action/Program
Implementation: Town Council, Community Development with assistance from Zion National Park



Picture 6 – “Cobra head” lights along SR-9.
These lights should be replaced with a downward directed light fixture.

2.2. Visual Focus on Natural Features

Goal

To protect the unique visual resources of the community and maintain a primary visual focus on the natural features, vegetation and views of Zion Canyon.

Objective 2.2.5.

Encourage a townscape rich in vegetation, emphasizing native and drought-resistant plants and shade trees.

The historic streetscape included the rock gutters, a 2 foot planting strip, sidewalk, and street trees behind the sidewalk. An excellent example of the streetscape is in front of Springdale Elementary, which includes large mulberry trees that help to define the streetscape. During the planning of the shuttle system a streetscape plan was developed that included elements found in the historic streetscape. A portion of this streetscape plan was the installation of street trees along SR-9.

Landscaping in Springdale should utilize plant material that is drought-resistant or native to the local area, preferably both. The introduction of non-native plants results in negative impacts to the community, including an increase in water usage. The Town has adopted a plant list to assist in making appropriate landscape choices.

Implementation Strategies

- 2.2.5.a. Continue to implement streetscape plan, including installation of street trees along SR-9.

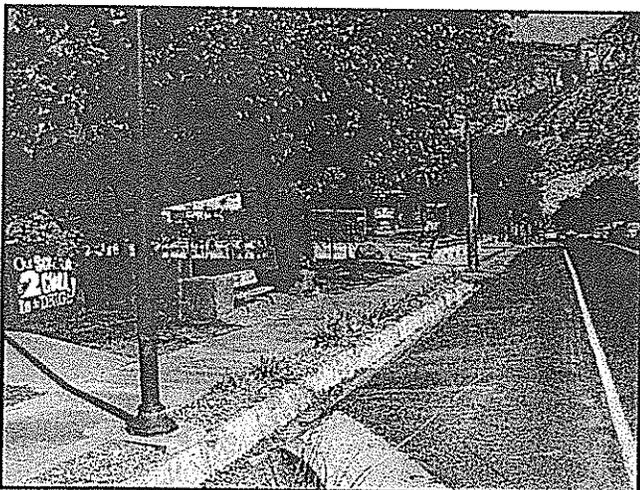
Implication: Capital/Budget
Implementation: Public Works

- 2.2.5.b. Ensure that municipal properties are landscaped with emphasis on using native and drought-resistant plants, except for parks, ball fields and other recreation areas that require specific landscaping, such as turf grass.

Implication: Action/Program
Implementation: Parks

- 2.2.5.c. In conjunction with the Fire District, develop a program specifically designed to reduce fire fuels in all areas of town, which also includes educating residents on the importance of fire fuel reduction around residences and businesses.

Implication: Action/Program
Implementation: Fire District



Picture 5 – Streetscape in front of Springdale Elementary. Note the historic gutter, planting strip and street tree.

2. Town Appearance

Objective 2.2.5. (cont)

Encourage a townscape rich in vegetation, emphasizing native and drought-resistant plants and shade trees.

Implementation Strategies (cont)

- 2.2.5.d. Eliminate the introduction of non-native species and species that consume large amounts of water through effective implementation of the plant list.

Implication: Action/Program
Implementation: Planning Commission, Community Development

2.3. Building Design

Goal

To encourage the design of buildings that reflect the village atmosphere and fit their sites' natural surroundings.

Objective 2.3.1.

Ensure that buildings in Springdale reflect the village atmosphere, complement the natural surroundings and are compatible with the heritage of Springdale.

The sizes and heights of buildings will affect the character of the Town. In order to preserve the small rural-village feel, building sizes and heights must be limited. Currently building heights are limited by zone, and range from 20 feet in highly visual foothill areas to 26 feet in the Valley Residential, Village Commercial, and Central Commercial zone. These height limits are intended to promote a village scale.

The Springdale Zoning Ordinance requires all buildings and residential properties to build in accordance with architectural guidelines. Properties in the Foothill Residential Zone have their own additional guidelines that must be followed during development review. These sets of guidelines need to be reviewed and expanded if necessary to produce the most unobtrusive structures possible, particularly in the foothills.

Buildings in the foothills should be designed to be in scale with the natural features of the property, and should be sited on the property to blend in with the topography.

Implementation Strategies

2.3.1.a. Revise ordinances to require buildings to be sited appropriately on the lot and built of appropriate scale, volume and massing (i.e., breaking up of façade), which limits visual impacts and produces the most unobtrusive buildings and structures feasible. Appropriate scale is in reference to a small rural town/village and also to natural features of the building lot and surrounding natural features.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

2.3.1.b. Rewrite ordinances concerning architectural styles to ensure that structures built are as unobtrusively as feasible, particularly in the foothills, but allowing for creative varied architectural designs that are both complimentary to the natural surroundings and maintain a small-town atmosphere. "Park-itecture" is only one of many appropriate styles.

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development*

2. Town Appearance

Objective 2.3.1. (cont)

Ensure that buildings in Springdale reflect the village atmosphere, complement the natural surroundings and are compatible with the heritage of Springdale.

Implementation Strategies (cont)

- 2.3.1.c. Review architectural guidelines and standards, and revise as necessary to encourage new development to include architectural elements that reflect Springdale's heritage and identity, such as the use of cut rock in building construction. The use of these elements should be particularly encouraged in new construction or developments.

*Implication: Policy/Legislative
Implementation: Planning Commission,
Community Development*

- 2.3.1.d. Ensure that exterior building surfaces appear compatible with the surrounding environment and historic structures (examples are using stone, and not creating glare), and ensure that exterior building colors are consistent with the natural earth and vegetation tones of Zion Canyon.

*Implication: Action/Program
Implementation: Planning Commission,
Community Development*

- 2.3.1.e. Revise ordinances as necessary to accommodate the specific needs for each zone.

*Implication: Policy/Legislative
Implementation: Town Council, Planning
Commission, Community Development*

- 2.3.1.f. Create a materials list [or materials standards] for each zone.

*Implication: Action/Program
Implementation: Planning Commission,
Community Development*

2. Town Appearance

Objective 2.3.1. (cont)

Ensure that buildings in Springdale reflect the village atmosphere, complement the natural surroundings and are compatible with the heritage of Springdale.

Implementation Strategies (cont)

- 2.3.1.g. Encourage new technologies and building materials consistent with the village atmosphere and complementary to the natural surroundings.

*Implication: Action/Program
Implementation: Town Council, Planning Commission, Community Development*

2.3. Building Design

Goal

To encourage the design of buildings that reflect the village atmosphere and fit their sites' natural surroundings.

Objective 2.3.2.

Ensure that each development or building project is implemented in strict accordance with the plans, specifications and conditions approved by the Town.

The responsibility for reviewing and approving development in Springdale is shared between the Town Council, Planning Commission and the Director of Community Development based on the type of development and the necessary approval process. As part of the approval process, these bodies often impose specific conditions of approval on developments. As development projects are constructed, the Town must take steps to ensure that builders are adhering to approved plans. Part of this monitoring of projects includes adequate, trained staff that understands the approval process and is aware of imposed conditions.

Implementation Strategies

- 2.3.2.a. Work with applicants to ensure that building, architectural and engineering issues are resolved and included on plans prior to final Town review.

*Implication: Action/Program
Implementation: Community Development, Building Inspection*

- 2.3.2.b. Strictly monitor building projects, through whatever means necessary, including staffing additional personnel, to ensure new construction adheres to approved plans.

*Implication: Action/Program
Implementation: Community Development*

- 2.3.2.c. Ensure that approved plans are posted on site during construction and that Town inspectors are reviewing projects based on approved plans.

*Implication: Action/Program
Implementation: Community Development, Building Inspection*

- 2.3.2.d. Develop enforcement procedures to handle buildings that are not built in accordance with approved plans.

*Implication: Action/Program
Implementation: Community Development, Building Inspection*

2.4. Clean and Well-Maintained Town

Goal

To ensure a clean, well-maintained town appearance.

Objective 2.4.1.

Ensure the proper maintenance of private and public areas.

Visitors to Springdale will judge the Town by their first perceptions. Because most visitors perceive the Town by what they can see from their vehicle as they pass through town, the maintenance and condition of the public right-of-way and the properties that front the highway are of primary importance.

The Town ordinances include procedures and policies for abating nuisances on private property. These nuisances include abandoned and inoperable vehicles, junk and debris and excessive weeds. The Town should actively pursue properties that are out of compliance, because nuisance conditions reduce property values of the neighboring properties and create a perception of poor conditions, disrepair and blight.

Vacant and abandoned buildings also detract from the Town's overall appearance. The Town passed an ordinance in 2010 that requires buildings to be kept in a good state of repair.

Implementation Strategies

- 2.4.1.a. Ensure compliance of private and public property with nuisance and land use ordinances and enforce compliance using civil and criminal penalties when necessary.

*Implication: Action/Program
Implementation: Community
Development, Code Enforcement*

- 2.4.1.b. Secure waste containers to avoid being spilled by animals, wind or vandal activity.

*Implication: Action/Program
Implementation: Community
Development, Code Enforcement*

- 2.4.1.c. Ensure that the public right of way is appropriately maintained, including removal of weeds, leaves, litter and debris.

*Implication: Action/Program
Implementation: Public Works*

- 2.4.1.d. Prevent the accumulation of trash on private and public property and on the adjacent public right-of-way.

*Implication: Action/Program
Implementation: Public Works, Code
Enforcement*

- 2.4.1.e. Ensure the proper maintenance of buildings and property.

*Implication: Action/Program
Implementation: Community
Development, Code Enforcement*

**ATTACHMENT 2
CITY OF SPRINGDALE UTAH
GENERAL PLAN ECONOMIC
DEVELOPMENT ELEMENT**

4. Economic Development

General Goal

To encourage a vigorous local economy while at the same time balancing the needs of the residents, visitors and the environment.

Overview

This Element addresses the key issues and activities that would help Springdale continue as a strong and economically vibrant town with a strong tax base able to support its existing infrastructure and enable future growth and development as needed. The challenge is to encourage sustainable economic development, which does not detract from the many natural resources and features (in particular, Zion National Park and the Virgin River) upon which many of the Town's businesses depend.

Existing Conditions and Key Findings

Springdale's economy is focused on tourists visiting Zion National Park. In 2009, the Park had 2.76 million visitors, and this number increases annually. Springdale and the Park are interdependent. Just as Springdale depends for its prosperity on the Park, the Park in turn depends on its gateway community for services that Park visitors want.

Springdale's tourist-focused business includes 22 hotels/motels/bed-and-breakfasts, for a total of 720 rooms. In addition, the Zion Park Lodge has 120 rooms, and local campgrounds and RV facilities accommodate a large number of additional overnight visitors. Visitors and residents enjoy the 20 restaurants, many of which would not be here were it not for the tourists. Retail businesses, such as souvenir shops and art galleries, primarily serve tourists, while other retail businesses, such as grocery stores, serve residents as well as tourists. As of 2010, the total number of businesses in

Springdale is 114. This includes a few home-based businesses.

The Town depends on revenues generated by the tourist trade, as is evident from the following chart showing the Town's sources of revenue for the fiscal year 2009-10. The vast majority of the Town's revenue comes through taxes. While both residents and tourists pay both the State-imposed General Sales Tax (4.7 percent, of which the Town receives back a portion) and the special 1.6 percent Resort Sales Tax (all of which comes to the Town), tourists pay a substantial portion of the total received. There is also a 1 percent Transient Room Tax, assessed on all nightly lodging rates. There is an additional 4.25 percent Transient Room Tax that is collected on behalf of Washington County.

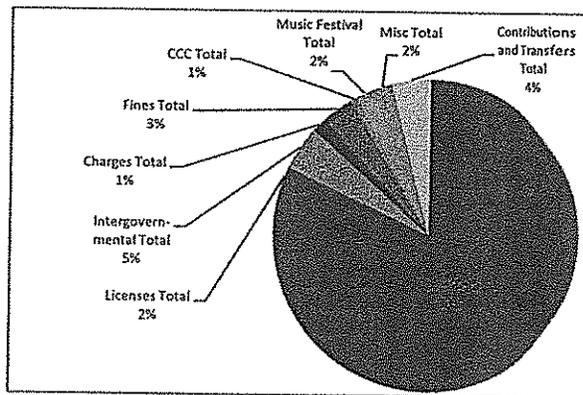


Figure 1 – Sources of Springdale Town Government's General Fund Revenue

Over the past several years Springdale has experienced significant investment in the following primary areas:

1. Local businesses, especially in the transient lodging sector (i.e., hotels and motels) are reinvesting and upgrading existing infrastructure.
2. New transient lodging facilities are being planned.

4. Economic Development

3. Retailing space is increasing through the subdivision of existing premises and new construction.
4. There is steady activity in new housing construction and residential remodeling.
5. Tax revenue is slowly increasing from local businesses and from tourists. As the national economy continues to rebound from the recent recession tax revenue is expected to increase more rapidly.

This growth is sure to continue. Despite the recent economic slowdown, Park visitation continues to grow, and the sale of residential property for building remains steady.

One special challenge in guiding the Town's economic development is the residents' desire to maintain the small-town feeling of town businesses. In particular, there is general agreement that unique, local-flavored businesses are preferred to nationally standardized retail outlets. Springdale needs to ensure that its regulations will preserve the business atmosphere it desires.

Objectives and Implementation Strategies

The objectives and implementation strategies for this element follow on page 4.3. Objectives and implementation strategies for this element are grouped into the following categories:

- 4.1 Encouraging Small Businesses.
- 4.2 Expanding Tourism

4.1. Encouraging Small Business

Goal

To create an environment in which businesses can prosper, particularly small independently owned businesses.

Objective 4.1.1.

Encourage small independently owned, high-quality businesses that positively affect the quality of life and maintain the village scale.

Small villages traditionally do not have ‘mega’ businesses or large franchise enterprises (collectively referred to as “formula” businesses). It is the Town’s policy to regulate the development of formula businesses as much as legally possible.

The Town consistently receives positive comments from both visitors and residents concerning the relative absence of formula businesses. The prevalence of locally owned businesses is one of the major factors contributing to the Town’s unique village atmosphere. Intrusion of formula businesses would disrupt the current village atmosphere of Springdale.

The Town should pursue policies that regulate formula business establishments through the Town, require compliance with established zoning and design standards and mitigate the impacts of any formula business establishment in the Town.

The Town has an ordinance which prohibits formula restaurants. The Town finds that formula restaurants present a specific threat to the village atmosphere, and should continue to be prohibited.

The encouragement of local business and regulation of formula business should be one of the Town’s highest priorities.

Implementation Strategies

- 4.1.1.a. Require formula businesses to fully comply with established zoning and design standards (building design, signs, lighting, materials, etc.).

*Implication: Policy/Legislative
Implementation: Town Council, Planning Commission, Community Development, Town Attorney*

- 4.1.1.b. Review and modify as appropriate restrictions within Springdale Town Ordinances that might hinder small business expansion (e.g., lot coverage requirements in commercial districts, excessive permitting process requirements).

*Implication: Action/Program
Implementation: Town Council, Planning Commission, Community Development, Zion Canyon Visitors Bureau, Local Business Owners*

- 4.1.1.c. Actively involve local business owners while amending ordinances.

*Implication: Action/Program
Implementation: Town Council, Planning Commission, Community Development, Zion Canyon Visitors Bureau, Local Business Owners*

4. Economic Development

4.1. Encouraging Small Business

Goal

To create an environment in which businesses can prosper, particularly small independently owned businesses.

Objective 4.1.2.

Enhance integration between the web sites of the Zion Canyon Visitors Bureau, Zion National Park and Town of Springdale in order to provide easy access and quality information for visitors and residents within the Town.

Implementation Strategies

- 4.1.2.a. Establish appropriate funding for web maintenance.

*Implication: Capital/Budget
Implementation: Town Council, Town Manager, Zion Canyon Visitors Bureau*

- 4.1.2.b. Establish web maintenance personnel and training.

*Implication: Capital/Budget
Implementation: Town Council, Town Manager, Zion Canyon Visitors Bureau*

- 4.1.2.c. Establish ownership for the key areas of web content.

*Implication: Action/Program
Implementation: Town Manager, Zion Canyon Visitors Bureau*

4.1. Encouraging Small Business

Goal

To create an environment in which businesses can prosper, particularly small independently owned businesses.

Objective 4.1.3.

Foster support for e-commerce within Springdale, endeavor to leverage the existing telecommunication infrastructure to expand existing computer communication options for business development and the benefit of Springdale residents.

Implementation Strategies

- 4.1.3.a. Identify communication infrastructure requirements and/or gaps.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB, Zion National Park Administration

- 4.1.3.b. Develop strategies to help close infrastructure requirements and/or gaps.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB, Zion National Park Administration

- 4.1.3.c. Identify issues about access to the information highway.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB, Zion National Park Administration

- 4.1.3.d. Develop strategies to help resolve access issues to the information highway.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB, Zion National Park Administration

4.2 Expanding Tourism

Goal

To create an environment in which the tourism industry is supported and encouraged.

Objective 4.2.1.

Encourage the development of a stronger arts community as another resource to encourage tourist visitation and spending in Springdale.

The Town has a growing reputation as an arts community. This reputation gives the Town an opportunity to further promote tourism and visitor spending. The town should embrace opportunities to promote tourism generated by the arts through art fairs and festivals, studio tours, and live performances.

Implementation Strategies

- 4.2.1.a. Provide Town support for local and grassroots arts and humanities efforts such as Z-Arts!, the Zion Canyon Music Festival, the Mesa project, and Zion Joy to the World.

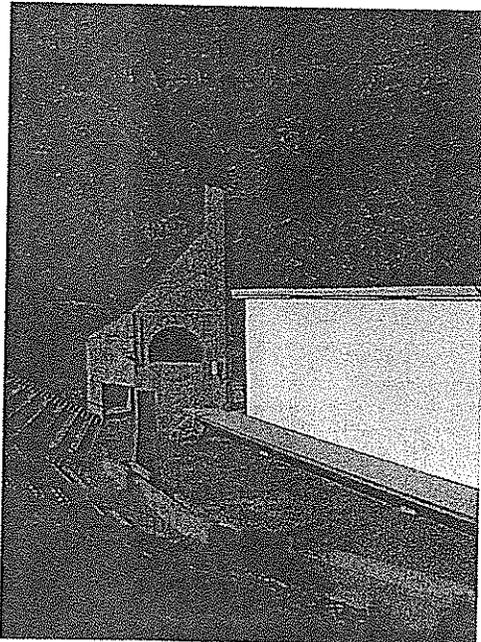
Implication: Capital/Budget
Implementation: Town Council, Town Manager

- 4.2.1.b. Provide Town support of appropriate fledgling art initiatives requesting Town support.

Implication: Capital/Budget
Implementation: Town Council, Town Manager

- 4.2.1.c. Explore additional uses of OC Tanner Amphitheater.

Implication: Action/Program
Implementation: Town Council, Town Manager



Picture 1 – Tanner Amphitheater on Lion Boulevard

4. Economic Development

4.2. Expanding Tourism

Goal

To create an environment in which the tourism industry is supported and encouraged.

Objective 4.2.2.

Maintain and strengthen cooperation between Zion National Park and the Town of Springdale so that visitors extend their stay, spend more and have a better experience in both locations.

Implementation Strategies

- 4.2.2.a. Encourage proactive sharing of relevant information between Zion National Park, Town staff and the Zion Canyon Visitors Bureau.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB, Key NP Staff

- 4.2.2.b. Encourage regular meetings (at least quarterly) between key decision makers of the Park and the Town to advise of current or upcoming activities or changing priorities.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB, Key NP Staff

- 4.2.2.c. Work with local business to identify ways to increase number of extended stays by visitors.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB

- 4.2.2.d. Actively seek Springdale's "fair share" of County 3% transient room tax for marketing of Springdale.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB

4.2. Expanding Tourism

Goal

To create an environment in which the tourism industry is supported and encouraged.

Objective 4.2.3.

Enhance the visitor's experience in Springdale.

The scenic beauty of Zion Canyon attracts millions of visitors to the area each year. The Town can capitalize on these tourist visits by encouraging tourists to spend more time in the Town proper. The Town should pursue strategies to capture as much investment from tourist visits as possible.

One strategy to consider is the support and promotion of festivals and events that attract tourists and encourage them to spend money in the Town. The Town currently sponsors several festivals held throughout the year: St. Patrick's Day, Earth Day, 4th of July celebration, Zion Joy to the World and the Zion Canyon Music Festival. Similar events and festivals should be supported.

Implementation Strategies

- 4.2.3.a. Support high quality tourist promotion of Springdale.

Implication: Capital/Budget
Implementation: Town Council, Town Manager, ZCVB

- 4.2.3.b. Encourage the improvement of visitor attractions, activities and facilities including public parking.

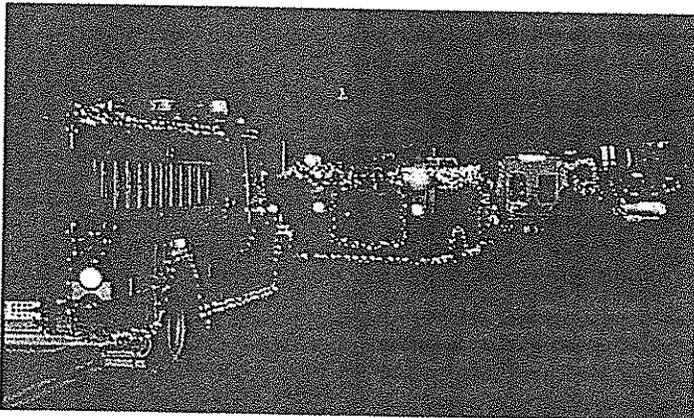
Implication: Capital/Budget
Implementation: Town Council, Town Manager, ZCVB

- 4.2.3.c. Improve the physical environment with consideration for visitors by providing pedestrian friendly street lighting and sidewalks and public convenience facilities such as bathrooms and drinking fountains.

Implication: Capital/Budget
Implementation: Town Council, Town Manager, ZCVB

- 4.2.3.d. Educate residents about how to be good hosts.

Implication: Action/Program
Implementation: Town Council, Town Manager, ZCVB



Picture 2 – The light parade is a crowd favorite at the “Zion Joy to the World” Festival. The Festival brings visitors to Springdale during what would otherwise be the slow month of December. *Picture courtesy Zioneventphotos.com.*