

Toquerville City General Plan 2024





Acknowledgments

Toquerville would like to thank the many individuals who contributed to the Toquerville City General Plan 2023. We wish to acknowledge:

MAYOR	
Justin Sip	

CITY COUNCIL	
Gary Chaves	Joey Campbell
Wayne Olsen	Todd Sands
Chuck Williams	

PLANNING COMMISSION	
Stacey Eaton	Dean Haymore
Gary Tomsik	Angela Harrison
Valerie Preslar	Tyley Perkins
Jenny Chamberlain	

STEERING COMMITTEE
The Steering Committee was comprised of area residents and city representatives.

STAFF

Afton Moore - City Manager
Darin LeFevre - Assist. City Manager/Planning and Zoning Admin
Ryker Steglich - Planning and Zoning Official

SUNRISE ENGINEERING

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Chapter 1: The Plan - An Introduction

THIS GENERAL PLAN:

- Provides a framework for creating the Toquerville of tomorrow.
- Highlights key issues to consider as the community plans for growth.
- Lays the foundation policymakers use when assessing decisions and directs the efforts of staff.
- Guides the approach to each element addressed: land use, transportation, housing, historic preservation, recreation, and public safety and utilities.
- Establishes a vision with priorities, goals, and strategies to achieve that vision.

AUTHORITY

Utah Code 10-9a-401 requires that “each municipality shall prepare and adopt a comprehensive, long-range general plan for:

- Present and future needs of the municipality; and
- Growth and development of all or any part of the land within the municipality”

These general plans are to promote the health, safety, and welfare by creating orderly and responsible development. “The municipality may determine the comprehensiveness, extent, and format of the general plan.” UCA 10-9a-403(2) The plan should be updated every five years and reviewed and amended as necessary to ensure the document remains consistent with the city’s vision and direction.

HOW TO USE THIS PLAN

The effectiveness of the plan depends on its use. Utah State Code advises that decisions are consistent with the plan. Toquerville has experienced significant growth, has sizable developments already approved, and is projected to continue to see rapid growth. Responsible planning is the key to shaping this growth in a way that is both desirable and fiscally sound.

Suggestions to make the plan an impactful part of the community:



Review decisions against the goals, objectives, strategy, and overall vision of the general plan.



Cite the general plan goals in staff reports.



Review the goals and strategies. This General Plan is intended to be general, which leaves discretion to the city council and city staff and administration on how to achieve the goals. Many of the goals can be achieved through a variety of actions. Staff, administration, and the city council will need to determine what steps will work best to achieve those.



Set benchmarks to complete these goals with target completion dates.



Keep the plan relevant through amendments. Growth happens. A change in market conditions, a new school, relocation of a major employer, or new development may impact the growth trajectory and vision.

CREATION OF THE GENERAL PLAN

This plan was created in consultation with Toquerville residents, the stakeholder committee, Planning Commission, City Council, and city staff. The City contracted with Sunrise Engineering to engage the public, gather input, and assemble the plan. Utah State Code requires the planning process to use public participation through adequate public notice and open public meetings. Nearly 120 individuals responded to a community survey sent out to residents. This survey was noticed through utility billing, email, website, social media, and posted at city hall. A public hearing was held at Planning Commission in November, 2022 to share the results of the public survey.

General Plan Update Process



Data Collection

Land use inventory – An assessment of zoning and land use patterns within the city's corporate boundary and potential annexation areas.

Traffic circulation and patterns.

Collection of data.



Community Preferences Survey

A survey of the citizenry was conducted to determine opportunities, constraints, and preferences.



Public Open House

The city sponsored an open house to gather feedback, including preferences to conceptual preferred alternatives outlining various approaches to growth management.



Staff Review

Sunrise Engineering also worked closely with staff to analyze input.

Throughout 2023, Sunrise worked to update the general plan to reflect the vision, priorities, and goals outlined by residents. The themes obtained from the survey and visioning were used to drive the creation of the vision and goals of the plan.

Sunrise Engineering drafted an updated general plan based on the goals and vision.



Review

This draft was presented to staff and the Toquerville Planning Commission and City Council to obtain input. Residents were encouraged to participate.

The updated general plan was presented by Sunrise Engineering to the Toquerville Planning Commission and City Council at a public hearing for final comment and adoption.

The City of Toquerville's policies, with regard to consistency, review, and update of the General Plan are as follows:

1. The General Plan and the Zoning Ordinance shall conform to one another.
2. The General Plan will be comprehensively reviewed at least every 5 years or when major changes occur in the community.
3. The City Council and Planning Commission are committed to let zoning and other development proposals be governed 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 and associated Master Plans, including its maps, goals, and policies.
5. All zoning and land use proposals in conflict with the General Plan should not be supported.
6. Any proposed deviations from the General Plan require that the General Plan be reviewed and amended in advance through a public hearing process.



Chapter 2: Community Context

Toquerville is a picturesque city located in southwestern Utah in Washington County. With 1,870 residents as of the 2020 Census, the State of Utah classifies Toquerville as a fifth-class city. The city is primarily residential and is located along Highway 17, also known as Toquerville Boulevard. Toquerville is located approximately 20 miles northeast of St. George, 10 miles west of Zion National Park, and 30 miles south of Cedar City. Immediately to the south of Toquerville is the City of La Verkin.

The City has a semi-arid climate, with hot summers, mild winters, and minimal annual precipitation. The region has unique topography and geography, with scenic vistas of the Pine Valley Mountains and Toquerville Hill amidst black lava rock and red rock ridgelines. The Ash Creek gorge and La Verkin Creek run through town, providing vegetation in its surrounding riparian habitat. The city's desert location makes it home to vibrant desert skies and starry nights.

COMMUNITY BACKGROUND AND VISION

Toquerville was incorporated as a town in 1917. It is named after Paiute Chief Toquer, who lived in the area prior to the

arrival of the Mormon pioneers. The town grew rapidly in early years of pioneer settlement before remaining steady for several decades. The population began to rise around 1980, tripling from 1980 to 2000 and then doubling from 2000 to 2020. Projections anticipate a high growth rate to continue.



Residents enjoy a community with strong neighborhoods and a family-friendly atmosphere. A number of historic homes and buildings connect residents to the city's pioneer heritage. Residents overwhelmingly support maintaining the look and feel of the community and suggest this is why they chose to make Toquerville home.

DEMOGRAPHIC SNAPSHOT

As of 2020 Decennial Census, the population was 1,870. Under Utah State Code 10-2-301, as of 2023, Toquerville is classified as a 5th Class city.

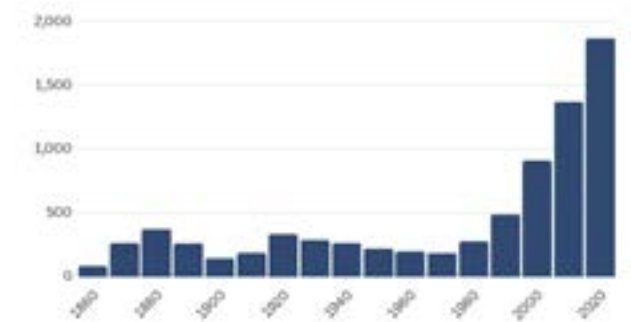
Utah Municipal Class System¹

Class	Population
Town	Under 1,000
5th Class	1,000-9,999
4th Class	10,000-29,999
3rd Class	30,000-64,999
2nd Class	65,000-100,000
1st Class	Over 100,000

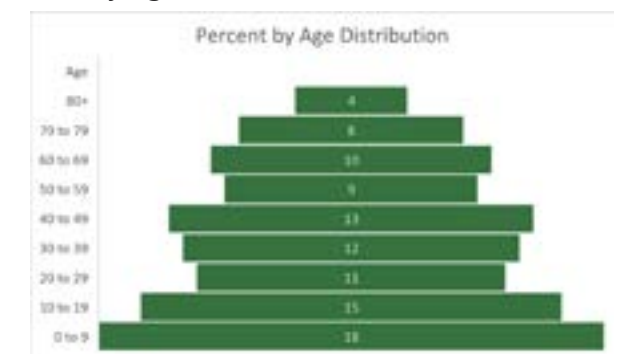
Historical Population Growth - Toquerville City¹

Census	Population	%+-
1860	79	-
1870	264	234.2%
1880	371	40.5%
1890	260	-29.9%
1900	144	-44.6%
1910	186	29.2%
1920	331	78.0%
1930	228	-13.0%
1940	263	-8.7%
1950	219	-16.7%
1960	197	-10.0%
1970	185	-6.1%
1980	277	49.7%
1990	488	76.2%
2000	910	86.5%
2010	1,370	50.5%
2020	1,870	36.5%

Population Growth¹



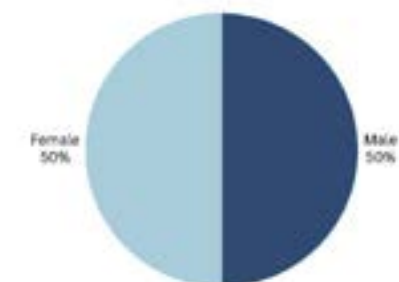
Percent by Age Distribution¹



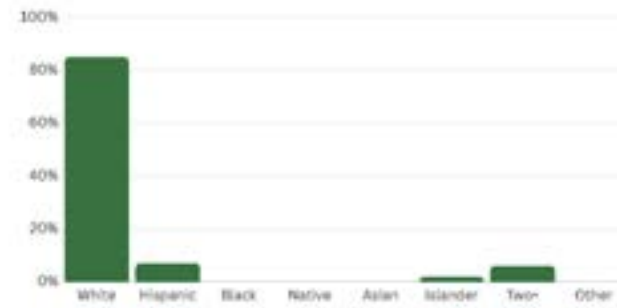
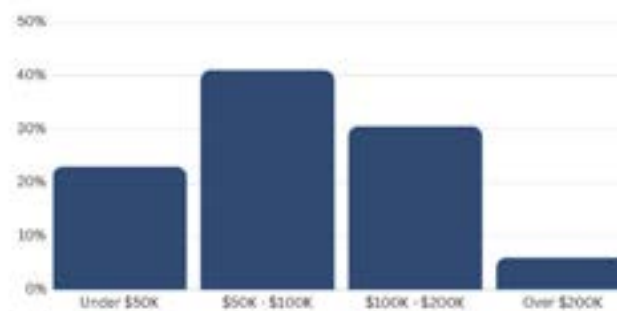
Median Age¹



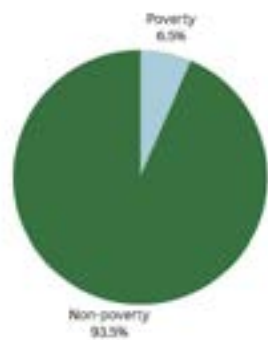
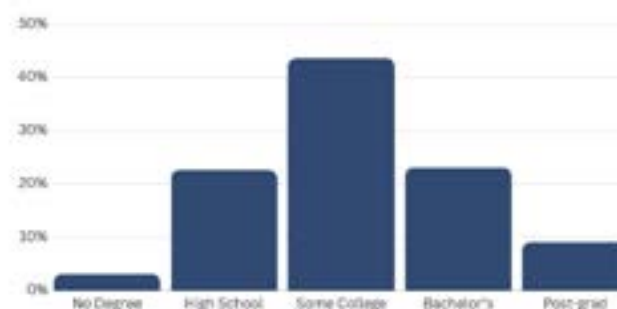
Gender¹



¹<https://www.census.gov/programs-surveys/decennial-census.html>

Race and Ethnicity Percentage¹Household Income¹

Median household income: \$80,357
Median per-capita income: \$31,392

Poverty (Children under 18)¹Educational Attainment¹Housing¹

WHO WE ARE

**A Family-Friendly Community**

Strong residential neighborhoods comprise the majority of the city, with single family detached homes, yards, and city parks.

**A Connected Community**

Parks and trails connect neighborhoods. The city is rather compact, nestled in a valley along the highway.

**Surrounded By The Great Outdoors**

From Toquerville Falls to Babylon Arch and the nearby Zion National Park, the natural recreational amenities of the region help make this place home.

**A Shared Sense Of History**

Interspersed throughout the community, historic residences and buildings connect the city to its past.

**A Growing Community**

In coming years, the city will welcome new residents, schools, shops, and opportunities.

THE FUTURE

Land Capacity Analysis

The historic city is constructed in a relatively flat verdant river valley. Much of the surrounding area is buildable, however there are topographic constraints and considerations that affect the transportation grid layout and often require

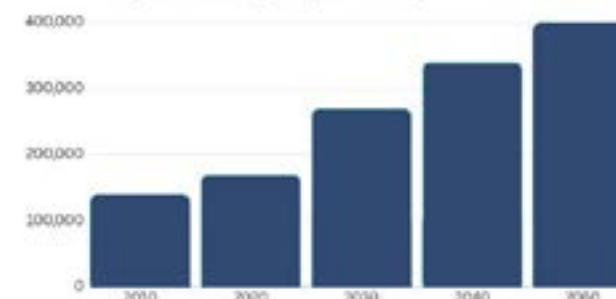
mitigation measures. The soil near Ash Creek is sandy, while much of the land east of Highway 17 is lava fields with black soil and steep slopes. Most development will occur west of the historic city center, where a gradual slope rises about 300 feet over 2 miles until reaching the western municipal boundary at I-15.

Based on the Washington County Area Soil Survey, the region is characterized by fine sandy soils, typically 8-20 inches deep, with a reddish-yellow hue. These well-drained soils extend until they encounter shallow bedrock. The area features slopes ranging from 2 to 20 percent and elevations varying between 2,700 and 4,000 feet. Native vegetation in this desert landscape consists of shrubs, forbs, grasses, and cacti.

Anticipated Changes

Growth models predict continued growth for the region. The city has a unique opportunity to capture new growth and business opportunities while protecting the historic nature of its residential core. The city can do this by focusing new development in two areas:

- Toquerville Bypass Road: By bringing new housing and development to the area around the Bypass Road, traffic concentrates away from the historic center.
- Anderson Junction: Housing, jobs, and shopping in the Anderson Junction area is only 20 minutes away from St. George, Utah Tech University, and St. George Regional Airport. Additionally, I-15 has an average daily traffic volume of 28,000 which enhances the economics of new commercial near the intersection.

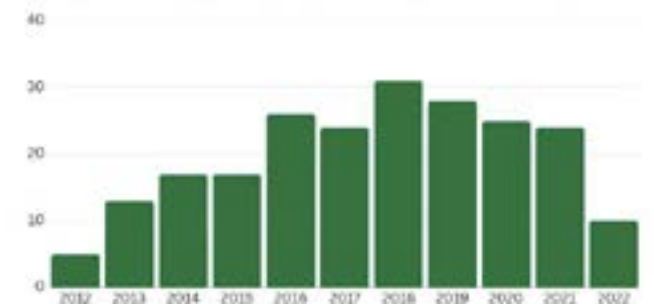
Existing Conditions²**Washington County Projected Population Growth**

² Kem C. Gardner Institute <https://gardner.utah.edu/demographics/population-projections/>

³ Toquerville City internal records

Growth projections show substantial regional growth in coming years. Regional growth will create added growth pressure on Toquerville. Maximizing public policy preferences is an important goal of this General Plan. The land use policies of today impact how that growth occurs, and to what extent the City can develop in line with public preferences.

Over the past ten years the number of new single family home building permits have seen an annual average increase, with a drop in 2022 likely due to changes in the broader housing market. This trend of increasing numbers of single-family building permits is poised to increase, especially with the approval of the Firelight community.

Number of Single Family Dwelling Building Permits³

The Firelight Community is a new development approved in the fall of 2022 that will bring significant growth to the west side of the city along the new bypass road. The development is situated on over 1500 acres of land and includes a range of housing types, active adult (55+) housing, mixed use, commercial, and resort uses. It will be constructed in several phases over a series of years. The Development Agreement includes a Master Trails Plan, Master Park Plan, Land Use Map, and a distinct permitted use table, which outlines the range of permitted uses by commercial planning area (CPA).

SCENARIOS

Each land use and policy decision comes with tradeoffs and scenario planning helps a community sort out their preferences. At the beginning of the General Plan process, a survey was sent out to households throughout Toquerville. Survey responses indicated several trends and preferences among respondents, including support for:

- Agricultural Land and Open Space Preservation

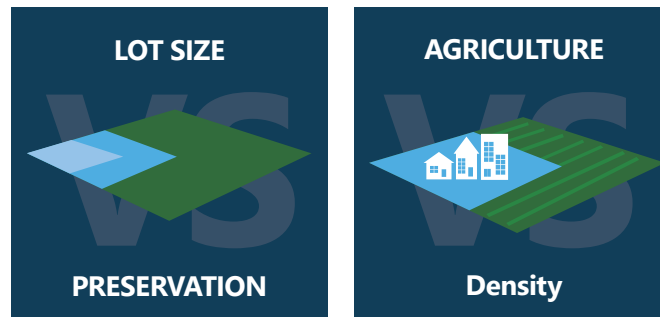
- Single-Family Homes / Larger Lots
- Trails and Bike Infrastructure
- Recreation Projects
- Parks Improvements
- City Services (Police and Fire)
- Clustered Commercial Development (Bypass Road and Anderson Junction)

The surveys highlighted concerns, including:

- Tourism Management (Short-term rentals and hotels, disfavor toward additional tourist-oriented facilities)
- Commercial Growth
- Water Use

Many of these public preferences are in opposition to each other. For example, while large lot development maintains a similar look and feel of the community, it requires the most amount of land, which results in greater loss of open space and agricultural land.

Tradeoffs



When new residential development is kept low, scarcity causes prices to rise. As the number of dwellings per acre are increased, the costs of infrastructure and services decrease

To better understand the tradeoffs, key themes from the survey were highlighted and residents were asked to select their top five (5) most important preferences (see figure 2.1).

Scenario Planning

How do we maintain our character?

Four conceptual scenarios were created to guide the conversation on how to balance the competing interests. Each scenario was designed to conceptually visualize the impact of using different land use policies to accommodate equivalent population growth. These scenarios were reviewed and discussed by the Stakeholder Committee and the public at a Public Open House in January, 2023.

*Each map is a conceptual visualization intended to demonstrate the themes, not identify which properties would be included.

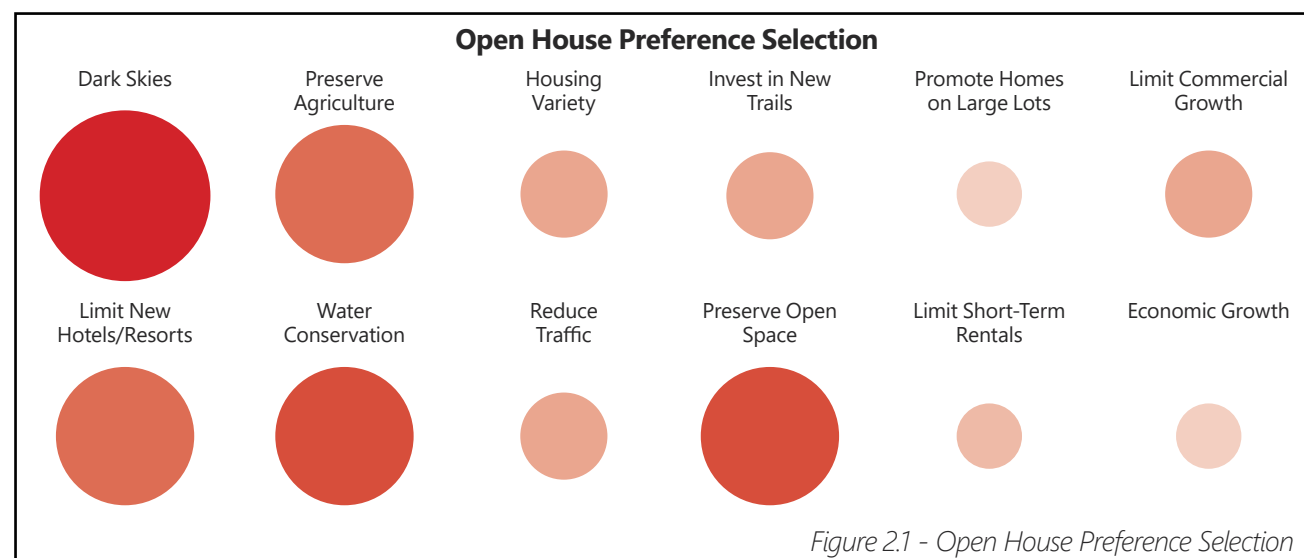


Figure 2.1 - Open House Preference Selection

Open house policy preference selection. Larger and more bold indicates greater frequency of selection.

Scenario 1



Scenario 1 – Inertia Model

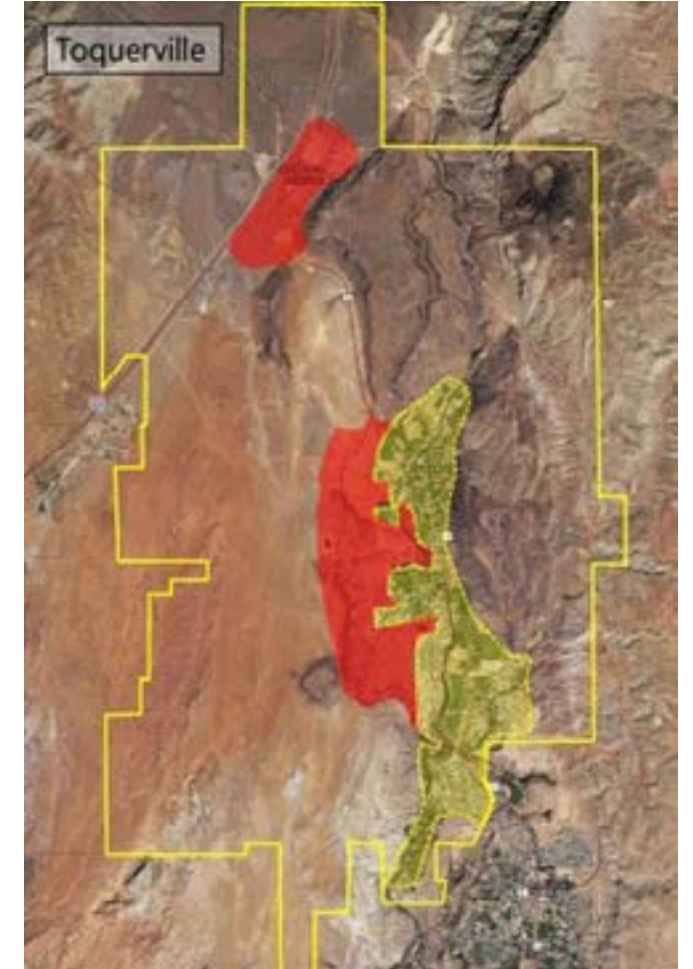
Features:

- Larger lots and single-family homes
- Commercial concentrated around Anderson Junction and Bypass Road

Considerations:

- Familiar streetscapes
- Requires the most space
- Land scarcity puts pressure for hillside and infill developments
- Highest likelihood of ag land loss
- Increased service costs per unit for municipal and other services
- Leaves little land for future generations
- Lack of housing affordability

Scenario 2



Scenario 2 – Some Concentration

Features:

- Single-family homes with mix of lot size
- Clustered townhomes near freeway and/or bypass road provide more affordable housing options and reduce overall housing demand
- Commercial concentrated around Anderson Junction and Bypass Road

Considerations:

- Mostly familiar streetscapes
- Loss of open space with some ag land loss
- Reduced per unit costs for services, but greater costs than scenario 3 & 4

Scenario 3



Scenario 3 – Concentrated

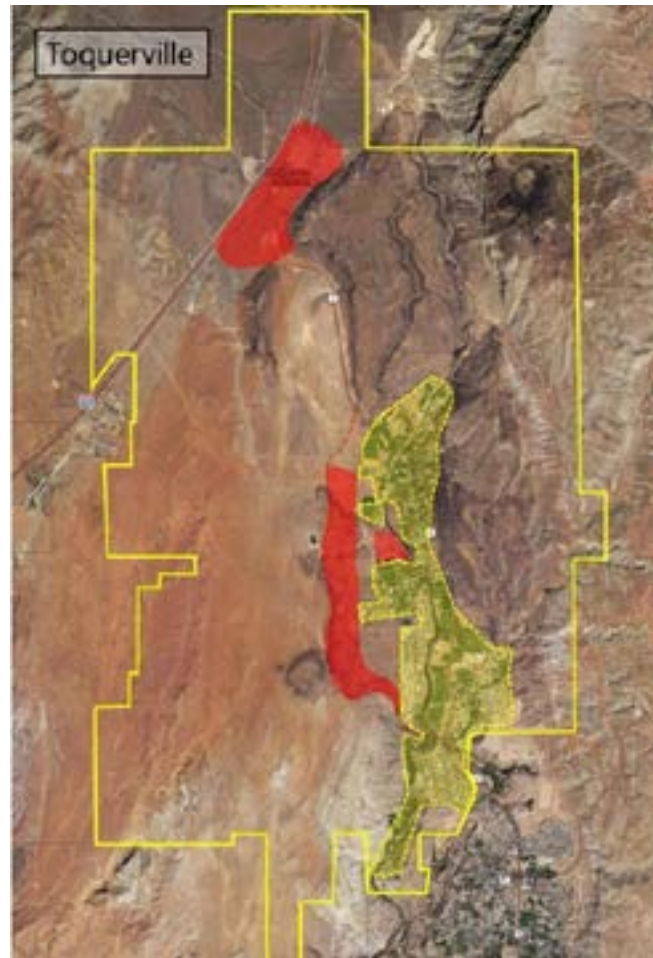
Features:

- Little change within existing city footprint
- Mix of single family, townhomes, and apartments along Bypass Road and Anderson Junction

Considerations:

- Maintains a significant amount of open space with expanded city footprint
- Costs to service new areas, however clustering reduces tax-payer burden
- New areas have a different “look and feel” than historic Toquerville
- Greater housing affordability

Scenario 4



Scenario 4 – Concentrated Infill

Features:

- Mix of single family, townhomes, and apartments
- Development occurs within existing city footprint
- Commercial in Anderson Junction, City Center, and some on Bypass Road

Considerations:

- Preserves the greatest amount of open space and hillsides
- Could utilize zoning tools, such as a TDR program, to preserve ag land
- Best fiscal choice—least amount of utility lines and road mileage per unit
- More space and resources available for new trails and parks improvements
- Walkable city core, reduced reliance on vehicle

Of the Open House attendees, twenty-five (25) people submitted preferences, which showed a plurality of opinions and a slight preference toward Scenario 3.

Scenario Preferences	Average Score
Scenario 1: Inertia	2.2
Scenario 2: Mid-Density	2.3
Scenario 3: High Density	2.6
Scenario 4: Infill	2.3

Creating a Vision

While the scenario planning indicated a slight general support for Scenario 3, the results represented a plurality of opinions, and land use goals and policies should be careful to address the breadth of vision residents hold. Feedback from residents voiced support for maintaining single family detached homes with ample yard space in areas already established with that development pattern and expectation. This policy supports the vision of residents who scored Scenario 1 highly.

However, there was also significant support for preserving open space by concentrating growth in new growth areas, and support for scenario 4, which includes concentrating growth in the existing city footprint to avoid growth in areas currently used as open space. These results were in line with the Community Survey which showed respondents indicated that six (6) factors stood out in their decision to live in Toquerville:

1. Quiet Community
2. Small Town Atmosphere
3. Prevalence of Open Space
4. Safe Environment
5. Dark Skies
6. Clean Air

It is important for residents to recognize and appreciate the diverse range of preferences that exist among individuals, as these preferences reflect the varied needs, values, and life experience of each resident. What may be in the best interest of one resident may conflict with that of another resident. In creating this General Plan, the city seeks to balance those preferences and their tradeoffs and maximize its ability to meet the needs of a varied and growing population.

GOALS AND STRATEGIES**Understanding the Goals and Strategies**

The goals and strategies lay out a path forward. The City should take actions to work to achieve the goals and further the vision laid out in the General Plan. However, just because an action would be aligned with one of the goals, does not mean the city is obligated to pursue it. The City maintains discretion as to the timing and methods of pursuing a goal.

Annual Review

Achieving the goals requires concerted effort and broad support. Each year staff and Council should review the goals, efforts implemented in the past year to advance those goals, and concrete steps for the current year. The Council may set goal priorities and can use its legislative power to amend the goals and strategies as new realities impact the desirability of certain policies, goals, and strategies.

Staff Usage

Staff should consider what efforts need to be made to achieve and advance the goals. A best practice is to cite applicable General Plan goals in Staff Reports for projects reviewed by Planning Commission and City Council. This will help decision-makers consider the impact on the General Plan when reviewing applications and city actions.



Chapter 3: Land Use Element

OVERVIEW

Toquerville affords a high quality of life that residents want to maintain. Residents cherish the smalltown charm, scenic mountain vistas, quiet streets, neighborly communities, and vibrant night sky. Land use policies wield substantial influence in shaping the community and preserving this way of life. These policies are outlined in this chapter and encompass crucial aspects such as protecting the night sky through lighting ordinances, containing growth areas, preserving open space, growth management in a way that preserves the geographic heart of Toquerville's look and feel, walkability, and housing. These policies should drive decision-making with careful consideration to the anticipated fiscal impact of policy choices.

The land use element in the general plan is required by state statute. It provides a vital reference guide for city leadership. It plays a pivotal role in crafting future land use patterns and development. The formulation of land use goals stem from public participation, through the use of scenario planning. These goals serve as a compass for achieving the desired

development scenario. Careful consideration should be paid to achieving the goals, strategies, and actions of this element.

PRESENT CONDITIONS

As of 2023, land uses within Toquerville consist primarily of low-density residential, agricultural and agricultural residential, boutique commercial, and natural or otherwise undeveloped land. In 2020, the city had 648 housing units, with ongoing development predominantly focused on new single-family detached homes largely occurring on the western and southeast areas of the city. Most single-family homes occupy lots ranging from approximately 12,000 to 20,000 square feet. Open space areas located north and east of Toquerville are typically mountainous and generally fall under the jurisdiction of government agencies, primarily the Bureau of Land Management (BLM) and State Trust lands (SITLA). Development is progressing to the south, although limited availability of developable land exists due to proximity to neighboring La Verkin City. The most substantial growth potential for the city lies on the west side, which has received approvals for a new master planned community.

CURRENT LAND USES

Much of the city comprises single family detached homes. These neighborhoods have two broad categories of zoning designations—single family residential and agricultural. The following describes zoning classifications presently located within the Toquerville Zoning Ordinance:

Agricultural (A-0.5, A-1, and MU-20)



Agricultural single family zoning has minimum lot sizes that range from half an acre and greater.

Residential (Single Family R-1-12, R-1-15, R-1-20, RM-1 and RM-2)



Residential single family zoning has minimum lot sizes that range from 12,000 to 20,000 sq ft.



Multifamily residential housing—RM-1 and RM-2—has a maximum of eight to ten units per acre.

Mixed Use (Historic District Overlay)



This overlay, when applied, could be used for adaptive reuse of historic buildings and greater flexibility in uses, including housing, along Toquerville Blvd.

Commercial (HC Highway Commercial, NC Neighborhood Commercial, PC Planned Commercial, M-1 Light Industrial, Extraction Industries Overlay)



This includes a wide range of commercial, retail, and light manufacturing uses as outlined in their respective zones.

Master Planned Development Overlays



A master planned development can include a wide range of housing types and uses. This is seen with the approved Firelight Development on the west side of the city. Uses range from single family detached homes to townhomes, apartments, and commercial development.

This planned community includes a wide range of housing types, including single family attached and detached homes, and commercial uses. The types of uses are laid out in an approved development agreement.

In addition to the standard zoning districts and zoning map, the Firelight Community has received approvals, including a signed Development Agreement. This agreement outlines land uses, which include residential development at low density (approximately ½ acre lots), medium density (approximately 1/3 acre lots), and high density (from ¼ acre lots to multi-family at 10 units/acre), active adult residential, mixed-use / resort development, and commercial.

UNDERSTANDING THE LAND USE MAP

The land use map serves as a guide for future land use decisions. It is not the city's zoning map. Unlike a zoning map, which details permitted uses and exact properties, this map represents a wide range of possible land use types and densities the city could pursue through zoning and the general area of where those zones could be located. The City Council maintains discretion to determine the exact location and type of zoning. An applicant is not entitled to any particular land use, density, or zone. While newly approved zones should be generally consistent with the map's overall geographical and land use themes, the map is not intended to be a parcel by parcel depiction of land use locations, nor prescribe specific zones. Please see the current Zoning Map for specific land use and parcel information.

Open Space / Agricultural
This area supports open space and agricultural goals. This can range from residential agricultural zoning (A-0.5 and A-1) to other zones that permit agricultural uses (such as the MU-20), open space, large lot residential (half acre to fifty acre minimums), and agricultural or open space related business.

Residential
This area primarily supports residential uses. This includes the R-1-12, R-1-15, and R-1-20 zones and any other similar zone created that supports single family detached zoning as well as the RM-1 and RM-2 zones, which permit attached housing.

Mixed-Use Residential
This area supports a mix of residential uses with limited commercial and other services. Zones could include the Historic District Overlay and any zone or overlay created in line with these goals.

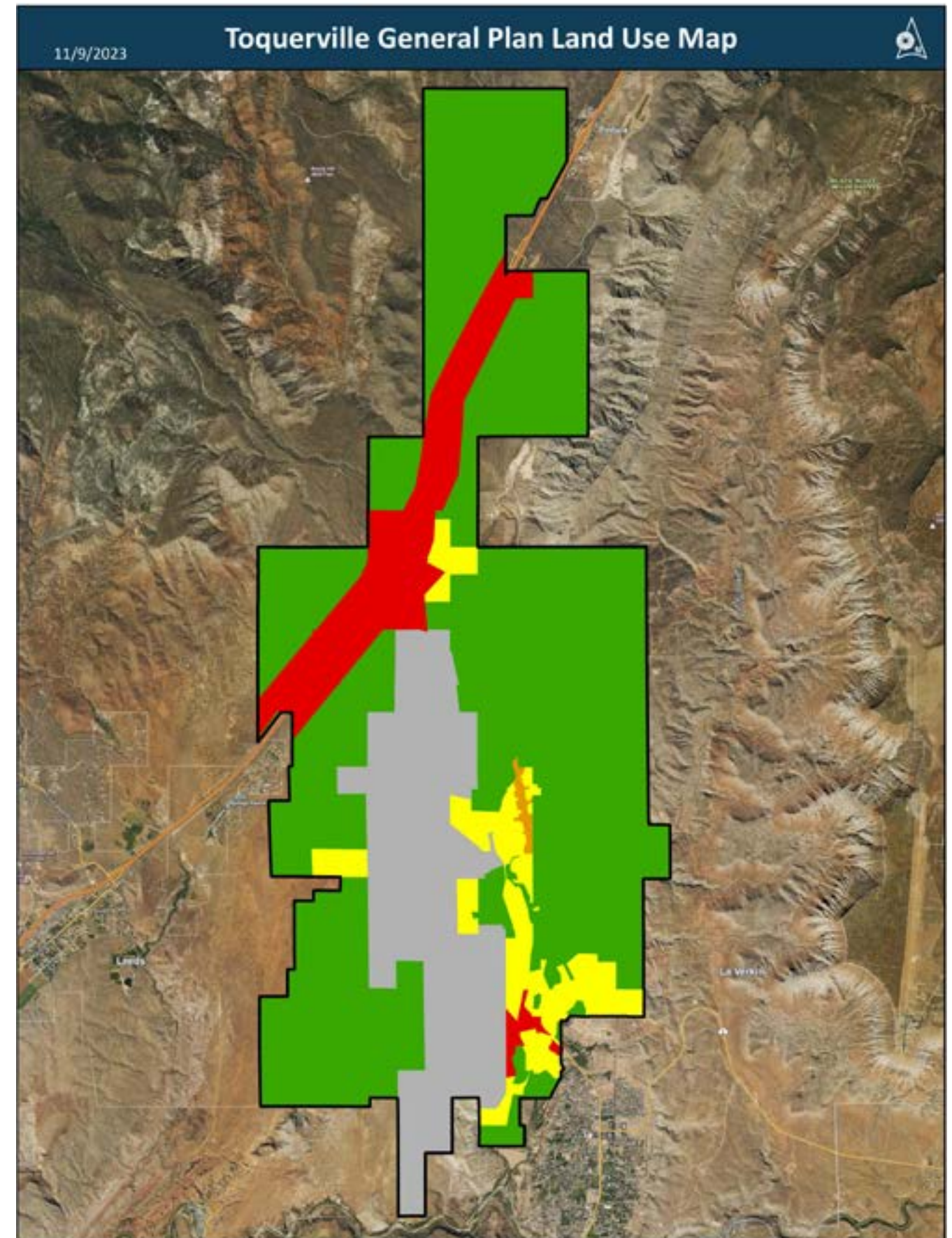
Commercial
This area supports a variety of commercial enterprises. This may include the HC Highway Commercial, PC Planned Commercial, M-1 Light Industrial, or Business Manufacturing zones, or any other similar commercial-oriented zone.

Master Planned Development Overlays
This area supports land use as outlined in approved overlay documents. Please consult any applicable development agreement for specific information. Permitted land uses may include a wide variety of land use types. The general principle is to promote a mix of housing types with supporting services.

***Public facilities permitted in any land use category**

A live version of the map can be accessed using the following web address:

<https://webaps.cloudsmartgis.com/ClientRelated/Utah/WashingtonCounty/Toquerville/ToquervilleZoningDistrictViewer/>



BALANCING GROWTH AND PRESERVATION

Residents of Toquerville are no stranger to change. From 2010 to 2020, Toquerville grew 36.5%¹. Projections anticipate continued growth, with the Kem C. Gardner Institute projecting that from 2023 to 2033 Washington County as a whole will grow by 39%, adding an additional 80,776 residents². As growth in St. George Metropolitan Area expands, demand increases for housing, employment, and economic growth toward the periphery of Washington County. The demand for rapid growth poses a challenge for residents who would like to maintain the current look and feel. The question becomes how do we accommodate growth in a way that enhances our community and preserves what we value?

Preserving the cherished smalltown atmosphere is a priority that drives this plan. Careful planning can channel growth in a way that is thoughtfully managed and aligned as much as possible with the values of the community. The community survey and scenario planning provided insights into how planners can best achieve the vision of protecting the current way of life while managing growth. When comparing the most important themes from the survey, four stood out:

- Protecting the night sky
- Agricultural preservation
- Open space preservation
- Water conservation

This data provides support for land use decisions that promote these four policy preferences. The results of the survey were consistent with the conceptual scenario plan preference survey, which indicated support for taking steps to preserve the look and feel of the historic city area while providing growth opportunities on the west side away from where current residents live.

Several policy positions came out of this public feedback, which are in line with best planning principles and outlined in this chapter and the corresponding goals. Residents prefer to reduce the impact of the population growth by using open space saving tools, which may include clustered developments or density bonuses with a mix of housing types to make the way for open space preservation. By bringing housing on smaller lots, including townhomes and other multi-unit housing, new development can be

more concentrated and support a higher population on a smaller footprint. This will help reduce loss of agriculture and open space. The concentrated development reduces water usage per capita for landscaping, while household water loss remains relatively low due to high recapture rates.

CONTAINING GROWTH AREAS – WEST SIDE GROWTH

The vision for the central and east areas of the city is to retain single-family zoning, with an emphasis on single family detached homes on larger lots. New development will be channeled to the west side, with the growth concentrated around the bypass road and toward I-15. This is portrayed in the Scenario Plan models, which show new growth concentrated out west, while much of the existing city remains relatively unchanged.

The land use goals of this general plan include an emphasis of keeping existing neighborhoods as is. In established single-family neighborhoods, zoning should be used to limit housing types and lot sizes to match the neighborhood. This will help preserve the small-town charm and keep existing neighborhoods minimally impacted by any regional growth. The process of changing zoning to allow a higher density, or “upzoning,” should only be employed when an area is adequately prepared for new development and the development is consistent with the general plan and policy goals of the city. Most of this will occur on the west side of the city, with minimal upzoning occurring in the historic heart of the city and eastern bench.

To ensure that the city can determine the nature of future growth on the west side, the annexation policy plan will be updated to reflect all future growth areas. This document puts neighboring jurisdictions on notice as to where the city intends to grow. If the city does not include this land, neighboring jurisdictions could include it in their own annexation policy plans and provide zoning designations that run counter to the desires of Toquerville residents. By including this land in Toquerville’s annexation policy plan, residents can be assured that their elected officials will exercise jurisdiction over future land use decisions in those areas.

COMPREHENSIVE PLANNING

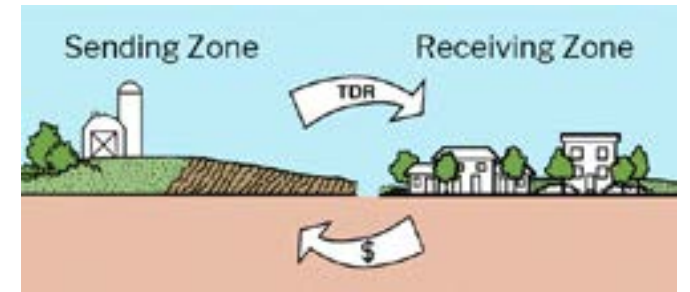
The west side of the city offers the rare opportunity for development of untouched land. This is land that has been open space and includes few barriers from the built

environment. It is crucial to carefully consider the provision of essential facilities to support the anticipated future growth in population, including educational institutions, places of worship, regional and local trail connections, areas for future commercial developments, parks, and other necessary services. While these services may not be immediately required, future population increases will undoubtedly warrant and demand their presence. Failure to allocate adequate space for future services may result in inconvenient placement on the city’s outskirts, reliance on neighboring jurisdictions for their provision, or result in the lack of a desired service altogether.

MAINTAIN OPEN SPACE



Growth on the western side of the city will bring development to an area that has historically been open space. The city may elect to employ zoning tools to maintain usable open space around new development. One mechanism is a planned unit development (PUD), which allows clustered housing, flexible lot sizes, or density bonuses in exchange for open space preservation. This zoning tool can be used to obtain space for and around neighborhood trails, to keep open space for aesthetic and recreational purposes, protect wetlands and habitat, and preserve access to hillsides and public land. Any PUD ordinance or multi-family zoning ordinance should include open space standards, with an emphasis on providing usable open space for residents. By clustering open space together in a way that is usable, the “look and feel” of an open desert landscape is maintained as much as possible.



A key component of policies toward open space is making open space accessible and visible. Fencing standards along trails, hillsides, parks, and open space can significantly impact the feel of the area. Fences that are see-through, such as wrought iron fencing, provide a sense of open space even though property may be under private ownership, in addition to enhancing public safety. Incorporating view corridor planning as part of trails and parks planning can improve the sense of place. The primary goal of view corridor planning is to safeguard and accentuate the scenic qualities of the park trail system. This may involve identifying key viewpoints or scenic overlooks and ensuring that development or land use decisions do not obstruct or otherwise compromise those views.

SENSITIVE LANDS



Part of open space policy goals include protection of sensitive lands. This includes hillsides, waterways, riparian and wildlife habitat, and culturally sensitive areas. 91% of survey respondents indicated support for protecting these lands through regulation. A sensitive lands ordinance addresses how to preserve and protect these areas. Toquerville encompasses land that falls within the designated FEMA flood plain area. In addition to meeting FEMA building requirements, mindfulness with open space placement along FEMA flood areas can reduce the risk of flooding and the amount of flood insurance residents pay.

¹<https://www.census.gov/programs-surveys/decennial-census.html>

²Kem C. Gardner, “State and County Projections,” <https://gardner.utah.edu/demographics/population-projections/>

HOUSING



The scenario planning process showed greatest support for Scenario 3, which emphasizes maintaining the status quo in the existing city core while establishing a mix of smaller lot and multifamily housing on the west side as a way to reduce the impact of and footprint needed to house the up-and-coming generation. Housing on smaller lots, including multifamily housing, is more affordable for both homebuyers and renters and reduces the per capita impact on the community. Flexible zoning tools that allow a mix of housing types lead to the creation of more cohesive communities, with a range of price points and house sizes that attract a diverse array of residents. Communities with a mix of housing types allow residents to age in place, as local housing options can fit the differing housing needs an individual or family may need over time. Additionally, these communities provide social connection across social strata, which is repeatedly shown as

a benefit to the community.

City codes will need to be updated to ensure that standards for HOA amenities in multifamily projects meet the needs of residents, especially young professionals and young families, who tend to disproportionately live in multifamily housing developments. Design standards put in place through zoning ordinance updates and development agreements will ensure that the new developments are aesthetically pleasing and are consistent with or enhance the overall character of the community.

SHORT TERM RENTALS

Another challenge is the impact of short term housing for tourists and other visitors to the region. The demand for short term housing places significant pressure on the local housing market. The city has implemented caps on short term rentals, however monitoring and enforcing the restrictions is difficult. The city can continue to impose and enforce caps and ramp up code enforcement on violators. Another method of reducing demand for rentals within neighborhoods is to provide zoning options for hotels close to I-15. This would provide revenue to the city and alleviate some of the pressure for undesired and unpermitted short term rentals in neighborhoods.

HISTORIC MAIN STREET

Running through the core of Toquerville, Historic Main Street is home to several historic buildings. The new bypass road will divert much of the traffic using this thoroughfare, providing opportunity for a rebranding of Historic Main Street as a walkable historic neighborhood. As outlined elsewhere in this plan, the city can pursue grants for improvements to sidewalks, bike lanes, and street lighting, as well as employ adaptive reuse zoning to provide flexibility for owners of historic structures and historic architectural standards as options for residents. The city can also connect property owners of historic structures with historic preservation grants to help funding restoration projects.

NIGHT SKIES PRESERVATION



One policy preference that stood out was support for dark skies. Dark sky efforts are popular as lighting policies can bring several benefits. First, residents should understand that dark skies lighting policies do not equate to “dark ground.” Maintaining visibility for drivers and pedestrians is still paramount. Second, any lighting standard does not require residents to change pre-existing light fixtures. Instead, lighting standards apply to new lighting fixtures and new development.

Toquerville has an existing lighting ordinance that addresses the principles involved in maintaining a vibrant night sky and reducing harmful lighting. These regulations will need to be periodically reviewed to adjust for the City’s experience with existing ordinances and for changes in best practices. Dark sky lighting ordinances center around quality, quantity, and location of light. Light is shielded to areas where lighting is

useful and desired, and shielded away from other areas such as the night sky and neighboring properties. With dark sky lighting policies, light is oriented toward streets, crosswalks, sidewalks, trails, and yard areas in use by residents. By preserving the night sky, a crucial part of Toquerville’s heritage is preserved.

Dark sky lighting policies reduce the harmful impacts of improper lighting. This can include glare, which is often caused by cool bright lights oriented toward drivers. Policies that encourage or require “warm” street lighting with a correlated color temperature of 3000 Kelvin or lower and have a lower lumen output result in reduced glare and skyglow and increased public safety. The reduction in needed electricity due to light shielding, orientation, and lumen reduction in street lighting leads to municipal cost savings. Light shielding reduces light trespass, which occurs when undesired light from neighboring properties comes onto your property. Light trespass, especially from cool white or blue lights, can negatively impact sleep cycles and lead to other negative health outcomes.

The reduction in nighttime light reduces light pollution and increases visibility of the night sky. This provides a desired aesthetic and cultural value that is an important part of life in Toquerville. By implementing standards, especially on new development, Toquerville can experience population growth while preserving its vibrant starry nights.



LAND USE GOALS

Goal 1: Keep Our Sense of Place for Future Generations to Enjoy

A. Protect Our Spaces		B. Let Our Night Sky Shine	
1	Utilize PUD or clustered developments to open access along rivers, hillsides, and trail corridors.	1	Maintain best practices for outdoor lighting in city lighting ordinance.
2	Identify hillsides to protect as part of a sensitive lands ordinance or hillside protection overlay.	2	As municipal infrastructure is replaced, phase out to meet lighting ordinance standards.
3	Implement view corridor planning as part of trails planning.	3	Require new development to adhere to updated lighting ordinance.
C. Contain Growth Areas		D. Align the Ordinance to Support the Public's Vision	
1	Consider all future growth areas as part of Annexation Policy Plan.	1	Update fencing standards for new development and require see-through fences along trails and open space areas.
2	Limit annexations to Annexation Policy Plan areas and timelines.	2	Continue code enforcement efforts to keep properties upkept.
3	Only upzone properties once they are adequately prepared for development or subdivision.	3	For PUDs and multifamily projects, Include open space standards to provide usable open space.

Goal 2: Facilitate a Balanced Approach to Growth that Protects our Quality of Life

A. Preserve the Geographic Heart of Toquerville		B. Channel Growth to Strategic Areas	
1	In established single-family neighborhoods, limit housing types and lot sizes to match neighborhood.	1	Concentrate growth around I-15 and the bypass road to reduce demands on existing neighborhoods.
2	Continue to implement caps on short-term rentals in existing traditional neighborhoods.	2	Use flexible zoning tools to allow a mix of housing types in strategic areas, including along Main Street and within master-planned development overlays
3	Pursue grants or other funding mechanisms to make improvements to Historic Toquerville Blvd.	3	Employ design standards to new growth areas to enhance visual quality, especially for new multi-family and commercial developments.
C. Provide Space for the Rising Generation		D. Apply a Comprehensive Planning Approach to New Growth Areas	
1	Include housing types that are more affordable, such as smaller lot sizes and multi-family dwelling units, in new development areas.	1	Work with educational and religious institutions to identify locations for future school and religious institutions.
2	Enhance standards for HOA or common space amenities to better meet the needs of young professionals and young families.	2	Link new neighborhood trails to schools, commercial developments, jobs, churches, parks, recreational facilities, and broader trails network.
		3	Encourage placement of hotels next to services that support tourists, such as restaurants and shops by creating zones with similar allowed uses.



Chapter 4: Transportation Element

This element outlines Toquerville's transportation strategies for future transportation decisions and investments. Transportation issues directly impact the quality of life for residents in and around Toquerville. The city and county are experiencing rapid growth, which has put pressure on the city to expand and enhance its streets network. As a historic residential community within close proximity to Zion National Park and vast outdoor recreational areas, Toquerville supports a disproportionate amount of traffic and visitors compared to other communities its size. This presents a number of opportunities and challenges.

The intent of this transportation element is to address these transportation challenges and guide a path forward. Discussion regarding the town's grid, street maintenance, rights-of-way, infrastructure, and strategies for future and continued improvements to the town's transportation system follow.

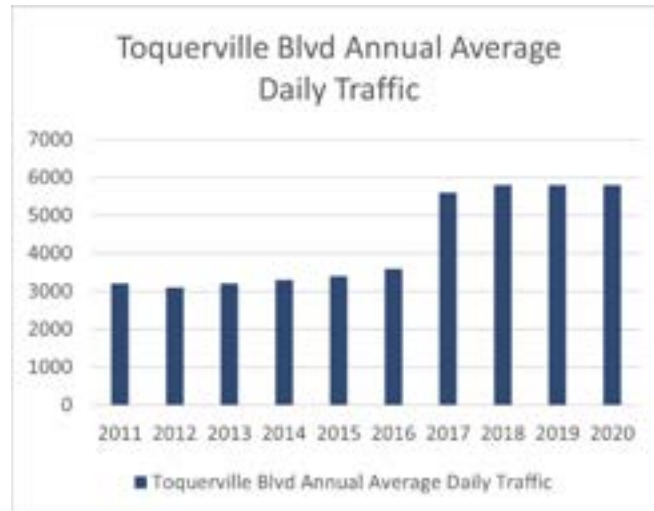
EXISTING CONDITIONS

Toquerville has historically been a residential community, with a grid of low-volume local residential streets. The historic city center area is built using this residential grid, oriented perpendicular to the highway with block width approximating 600 ft. This grid is constricted due to topography—primarily hilly terrain and two creeks. Roads outside the grid network often follow the land contours, which makes them curvilinear in nature. Crossings over Ash Creek and La Verkin Creek are limited. Ash Creek bisects the city, which significantly limits East-West access across the city.

The city is responsible to maintain local roads, while UDOT currently has jurisdiction over Highway 17—also known as Toquerville Blvd. This is designated as a minor arterial road¹ and provides access to the Toquerville City offices, Toquerville Cemetery, commercial businesses and residences. With the construction of the new bypass road, classification and

¹UDOT Functional Classification Map, <https://www.arcgis.com/home/webmap/viewer.html?webmap=494d57208ea4464bb664ac2da38f9c91&extent=-116.9385,35.9224,-106.1719,42.8498>

jurisdiction of Toquerville Blvd through the city may be subject to change. Toquerville Blvd through the city center is a three-lane road, by virtue of a double permissive turn lane in the middle. While traffic has increased in recent years, the annual average daily traffic is within the desired level of service and the new bypass road will pull traffic away from this road and help accommodate increased overall traffic demands induced by new growth. Nearly 77% of this traffic consists of passenger cars (see graph below)².



Traffic volume along SR 17 has increased over 80% in recent years

Funding for local roads comes from the Toquerville City general fund, federal funds, and State Class C funds. As of 2022, most roads that provide access to homes and businesses are paved, however some streets remain unpaved. New developments and portions of the historic center city have curb, gutter, and sidewalk, while these facilities have gaps or piecemeal installation along several streets within the historic downtown grid area.

Classification	Type	Right of Way (ft)	Pavement Width (ft)	Sidewalk Width (ft)	Recommended Design Speed
Private	Private	30	22	N/A	15
Minor Local	Public	30	22	4	25
Residential	Public	30	28	5	25
Collector	Public	36	32	5	25
Arterial	Public	60+	25+	6	30+
Commercial Local	Commercial	36	32	5	25
Industrial Local	Industrial	36	32	5	25

Figure 4.1 - Toquerville Street Cross Sections

²UDOT Traffic Statistics, <https://www.udot.utah.gov/connect/business/traffic-data/traffic-statistics/>

The town currently has street cross-sections based on the functional classification system in Figure 4.1 (See Table 6, Page 59, Toquerville Transportation Master Plan, 2018).

FUTURE TRANSPORTATION

To meet the growing demands of its residents, Toquerville should persist in exploring diverse funding avenues and grants to enhance and strategize improvements for roadways and alternative modes of transportation.

One significant transportation improvement is the new bypass road along the western edge of the city. This new road is a UDOT minor arterial status road designed to accommodate a high rate of speed with limited access points. This will divert vehicular traffic away from the historic city center and provide new commercial opportunities on undeveloped land west of the city.

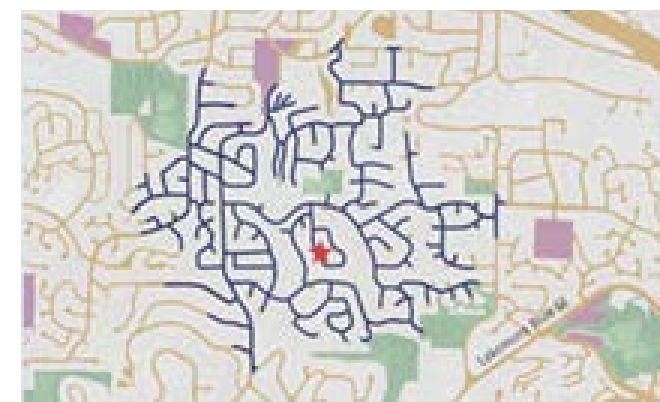
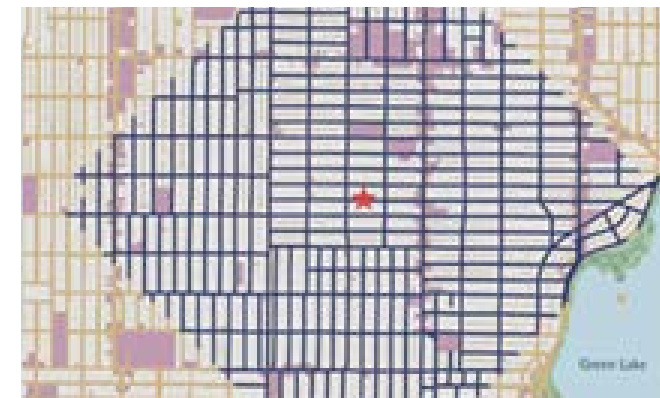


Two additional roads have been built or otherwise extended to connect into the the bypass road. This includes Old Church Road and Westfield Road. Each of these are minor collector status roads and will move traffic in a generally east/west route between bypass road and the city center.

A key component of any transportation plan is safe routes to school. This involves safe pedestrian routes, crossings, bike trails, and roadways. At present, Toquerville does not have any schools. However, with the projected growth, this may change.

STREETS CONNECTIVITY

New development will impact the transportation network. Future transportation patterns can either alleviate or disperse traffic, depending on the vehicular grid network created. Grid patterns with high street connectivity and short to medium block length help disperse traffic across all streets, which keeps traffic down on any given street. Shorter block lengths promote walkability, active transportation, and ease of movement. Conversely, street patterns that employ cul-de-sacs and other dead-end streets, lead to traffic being channeled onto a small proportion of streets, which results in greater traffic and longer, less-desirable routes for pedestrians and cyclists, which discourage active transit.



20 minute walk in a neighborhood with grided streets vs curvilinear and disconnected streets. Maps courtesy of Lawrence Frank & Co. and the Sightline Institute.

Benefits of increased street connectivity includes improved:

- Reduction in vehicular traffic and need for costly collector/arterial roads
- Connectivity & route directness
- Wayfinding & orientation
- Emergency vehicle response times
- Fire station coverage areas
- Routes for future public transit
- Efficiency for utility lines, including looping and pipe size
- Walkability and neighborhood connectivity
- Land use flexibility
- Reduction in mileage traveled, mileage of utility lines, and miles of vehicular lanes
- Savings on infrastructure costs
- Fiscal impact of trash collection and snow removal
- Mitigated impacts of road closures

A fundamental aspect of connectivity involves establishing fluid connection to parks and open space. Development patterns that block off visual and physical access to open space reduces the community use and value of that land. A common practice has been to put backyards against open space, but this hides a prized community resource. The community survey highlighted the importance of maintaining open space, which can be achieved by accentuating its presence through a street grid configuration that fronts parks and open space. Preserving unrestricted access to designated open spaces, such as hillsides, river gorges, and parks, not only enhances aesthetic value and accessibility but also fosters public safety. An open layout facilitates easy accessibility for firefighters to assess and address fire hazards and swiftly respond to and combat wildfires. Additionally, crime can be reduced by allowing police and neighbors to maintain surveillance, unobstructed by visual barriers, to detect and prevent illicit activities.

INTEGRATING TRANSPORTATION AND LAND USE PLANNING

Many of the benefits of street connectivity can be realized by integrating transportation planning with land use planning. Through conscientious placement of services, the impact on total vehicle miles traveled can be lessened or altogether

reduced, even as the city experiences growth. This may include strategic site selection for future schools, places of worship, commercial areas, parks, and multifamily housing. Zoning and subdivision codes can be used to require connectivity, remove the ability of developers to create nuisance strips, create pleasant walkable streets designed to accommodate traffic demands and active transportation, and provide connections into trails and bike routes. To achieve this vision, land use and transportation planning must be intertwined and evaluated in conjunction with one another.

In addition to impacting the streets network through the grid design pattern, new development brings additional vehicles. A common way to assess that impact is to require developers to provide a traffic impact study. The city should require a traffic impact study for new developments over a certain size, such as ten units or equivalent dwelling units. By providing information about traffic, elected officials and staff can make informed data-driven analysis and decisions when assessing growth and land use proposals. The traffic impact study should not only include data about the number of vehicles, but how the proposed streets network and land uses will impact traffic.

IMPROVEMENTS

New development requires impact fees, which includes a road impact fee. This road impact fee helps fund necessary infrastructure to support the demand of new growth. The fee promotes fairness by ensuring that the costs associated with new development are borne by those responsible for creating the increased transportation demand.

Many streetscapes in the historic area of Toquerville lack improvements such as curb, gutter, and sidewalk. The city should explore funding mechanisms to make these improvements. Intersections only intermittently include stop bars and crosswalks. The city should work toward completing installation of these improvements, including installation of street lighting that meets the lighting ordinance standards. Consideration should be given to intersection and crosswalk improvements that are designed to accommodate all users, especially ADA-compatible design.

Areas of new development should incorporate complete street principles that prioritize active transportation in their design. By prioritizing improvements for all user groups in street design, streets become safer and more inviting for pedestrians, cyclists, and other active transit users. This improves public health and reduces reliance on automobiles and reduces vehicular traffic. Areas of new development should incorporate complete street principles that prioritize active transportation in their design.

HISTORIC TOQUERVILLE BLVD IMPROVEMENTS

For decades, Toquerville Blvd has carried pass-through traffic from I-15 to Hurricane and Zion National Park. With construction of the new bypass road, this will change and residents will experience a significant decrease in traffic. At present, Toquerville Blvd, within the city center, has an asphalt width of approximately 60 ft, a travel lane in each direction, wide shoulders for parking and cycling, and a center double permissive turn lane. With the reduction in average daily traffic and a new truck route that will divert commercial traffic, Toquerville Blvd can be redesigned as a pedestrian-friendly downtown corridor.



Typical Section of a complete street. Lane widths and configuration may vary. Image courtesy of <http://www.kauai.gov>

Complete street principles can provide a safe and inviting experience for many different user groups. This can include installation of bike lanes. The city should study active transportation design options, as the reduced traffic demands coupled with an existing wide street cross-section, may provide sufficient space for a variety of improvements. This could include promoting and providing safe cycling routes through protected, buffered, or separated bike lanes, bike route signage, and wayfinding signage. Pedestrian experience can be enhanced through bulb outs at intersections, chicanes, roadway neckdowns, raised crosswalks, and other street calming mechanisms.

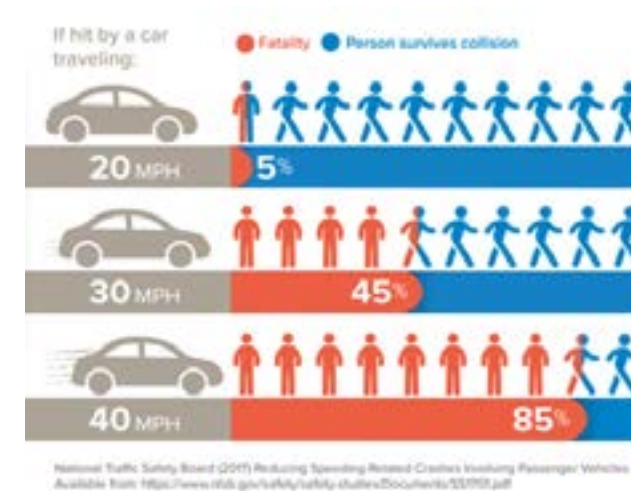
Many of these potential complete street improvements would likely result in reducing the rate of vehicular speed along Toquerville Blvd through town. Rate of speed is directly related to road design. In a busy area, like Historic Toquerville, public safety is greatly improved through achieving a reduction in travel speed.

STREET TREES AND LIGHTING



Street trees serve a vital role in creating a pleasing environment. Street trees provide a shade canopy to reduce temperatures and counter the heat island effect commonly found in cities. Toquerville currently has a Tree Board to make and review decisions regarding street trees. City staff and the board should continuously update street trees policies to reflect best practices, especially with regard to promoting water-wise native vegetation choices. Trees and other vegetation that is compatible with surrounding infrastructure, such as sidewalks, utility lines, and buildings, should be encouraged.

Consistent with the lighting ordinance, street lights should be designed to promote safety at night while protecting the night sky, reducing glare, and shielding against light trespass. A street lighting program can help residents identify locations that need street lighting, including crosswalks, trails, and sidewalks, and identify lighting that needs to be adjusted for appropriate temperature, intensity, and orientation. Helping residents know what to do when they experience concerns with street lighting can lead to increased dialogue and improved lighting.



Part of the reason for improvement to Toquerville Blvd is aesthetic. This can be accomplished through improvements to park strip landscaping, sidewalk maintenance, planting of street trees, and vintage street and neighborhood signage, among other improvements. Burying powerlines along the road can significantly enhance the aesthetic value by eliminating overhead wires, poles, and clutter, creating a visually appealing and unobstructed landscape.



TRANSPORTATION GOALS

Goal 1: Practice Sustainable and Fiscally Conscientious Streets Planning

A. Amend Zoning and Subdivision Codes to Mitigate Impacts of New Traffic and Create an Efficient Streets Network

- 1 Require a road impact fee for all new development.
- 2 Require a traffic impact study for new large developments.
- 3 Require streets interconnectivity to allow efficient traffic movement, encourage walkability, reduce public utilities cost, and enhance future redevelopment potential for future generations.
- 4 Limit cul-de-sacs to instances where topography makes all other street grid options impossible.
- 5 Expand the city's existing grid as much as possible, with small block lengths to encourage walkability and ease of movement.

B. Integrate Transportation and Planning Policies

- 1 Incorporate the policies of each element in this general plan to drive transportation policy.
- 2 Integrate transportation and land use policy decision-making to enhance the sustainability of transportation and land use policies.

Goal 2: Design Streets to Safely Accommodate Multiple Travel Modes and Users

A. Accessibility and Safety

- 1 Employ ADA standards to intersections and crosswalks.
- 2 Explore funding mechanisms to strategically install curb, gutter, and sidewalk on existing gaps.
- 3 Paint stop bars at each stop sign to increase visibility of required stop.
- 4 Front hillsides with streets to avoid blocking off public lands and to provide access to emergency services.
- 5 Develop a street lighting program for residents to identify locations that need street lighting and install shielded lighting to illuminate sidewalks and crosswalks without contributing to artificial light pollution.

B. Enhance Multi-Modal Transit Options

- 1 Prioritize safety of all user groups in street designs, including complete street principles in new development areas.
- 2 Create a street trees policy to improve pedestrian comfort and reduce the heat island effect; trees should be water-wise and selected to not cause future damage to sidewalks and other infrastructure.
- 3 Improve Toquerville Blvd experience for pedestrians and cyclists.



Chapter 5: Moderate Income Housing Element

MODERATE INCOME HOUSING PLANNING REQUIREMENTS

The moderate income housing element lays out the city's approach to providing a variety of housing types and price points to meet the needs of individuals and households with a low to moderate income. This element is required by Utah State Code. The proposals in the element shall provide a realistic opportunity to meet the need for additional moderate income housing within the city during the next five years and must include a recommendation to implement three or more of the moderate income housing strategies described in 10-9a-403(2)(b)(iii).

The Planning Commission shall consider the Legislature's determination that municipalities shall facilitate a reasonable opportunity for a variety of housing, including moderate income housing, to meet the needs of people of various income levels living, working, or desiring to live or work in the community and to allow people with various incomes to benefit from and fully participate in all aspects of neighborhood and community life.

A city *may* include, but is not required to include, an analysis of how the municipality will provide a realistic opportunity for the development of moderate income housing within the next five years.

UCA 10-9a-103(39) Moderate income housing means housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the city is located.

Under Utah Code 10-9a-408, annual reporting is required for cities and counties over 5,000. Toquerville does not meet those requirements at this time.

SNAPSHOT

While the majority of the housing stock in Toquerville is single-family, the architecture is varied and unique. The historic city core along Toquerville Blvd maintains several historic homes. As development takes place, residents want new homes to fit within the city's rural character. Residents

generally understand the need to allow affordable housing for residents of varying income levels. As the city grows, there will need to be significant consideration given to provision of low-income housing that meets the city's rural character to the maximum extent possible.

Population	
2010	1370
2020	1870
2030	*2489
Absolute Change	619
% Change	33.1%

Housing – Total Housing Units	
2010	501
2020	648
2030	*862
Absolute Change	214
% Change	33.1%

Occupied Housing Units	
2010	444
2020	596
2030	*793
Absolute Change	197
% Change	33.1%

Vacant Housing Units	
2010	57
2020	52
Absolute Change	-5
% Change	-9%

Income	
Median Household Income (2021)	\$80,357
Median Household Income (2000)	\$34,038
Changes in Median Household Income Between 2000 and 2021	136.1%
Per Capita Income in 2021 ¹	\$31,392

*2030 estimates based off of projected county growth of 2.9% per year

¹2021 American Community Survey, <https://data.census.gov/table?q=Toquerville,+utah>

²Based on 80% of Washington County's Median Household Income of \$65,040 multiplied by .3 (30% of gross income spent on housing) and divided by 12 (months per year). Affordable housing estimates utilize the County's, rather than Municipality's, figure. See Utah Code 35A-8-2201

Affordable Housing Rate² (monthly payment)

\$1,626

Average persons per household: 3.6



Percent of Home Owners Occupied



As of June 2023, the median sale price for Washington County was \$523,000. This represents the median price over the prior three months (90 days). Because Toquerville represents a small sample size, the median price is subject to variation—as exhibited in the graph below—however, the general price trend is consistent with Washington County and shows significant housing costs increase over the last decade.



MODERATE INCOME STRATEGIES

As required by Utah State Code, Toquerville has selected three moderate income strategies from Utah Code 10-9a-403(2)(iii) to pursue. These include:

1. Rezone for densities necessary to facilitate the production of moderate income housing.

New developments on the west side of the city include a number of small lot and multi-family developments. This is included as part of projects in the Master Planned Development Overlay. Future moderate income housing can also be provided through use of the overlay, which allows for a greater density than otherwise allowed in the zone.

2. Create or allow for, and reduce regulations related to, internal or detached accessory dwelling units in residential zones.

Internal accessory dwelling units (ADU's) are permitted in residential zones throughout the city. An ADU is an area within an owner-occupied dwelling that can be rented out to a third party. They provide rental housing and assists homeowners in meeting monthly mortgage payments. ADU's also promote aging in place by allowing homeowners to either expand or downsize without moving. Toquerville has taken, and will continue to take steps, to ensure the city's ADU ordinance is inline with state code and appropriate measures are in place to track the establishment of legal ADUs.

3. Zone or rezone for higher density or moderate income residential development in commercial or mixed-use zones near major transit investment corridors, commercial centers, or employment centers.

Multiple efforts are being taken, or may be undertaken, to achieve this objective. A Master Planned Development Overlay has been approved along the new bypass road. This provides a mix of housing types and commercial. The layout brings small lot and multifamily projects near future commercial development. Additionally, the city can explore flexible zoning in the historic areas of town to allow adaptive reuse of historic structures. This will allow a mix of uses in close proximity.

AFFORDABILITY THROUGH ZONING

One helpful method to reduce housing costs and provide deed-restricted affordable housing is through the use of zoning. First, the city needs to identify how much affordable housing is needed to support the local labor force. While

some of this housing will need to be deed-restricted, housing affordability can also be achieved through market-rate housing, including smaller lot development, apartments, and other multifamily dwellings.

There are several policies the city can explore. This may include implementing density bonuses as a way to incentivize developers to deed restrict a portion of their units as affordable housing. This bonus permits the developer to construct additional units if a certain number of units are deed-restricted. Zoning can also be used to ensure that housing intended for low to moderate income earners is not used as vacation rentals or second homes. In these developments, covenants can be recorded that restrict occupancy to full time occupancy. This practice is used in many cities that experience pressure for short term rentals and vacation homes and helps keep purchase and rental prices lower.

AFFORDABILITY THROUGH LAND USE POLICIES

Land use policies impact the costs of living in a community. The city should explore implementing additional inclusionary zoning policies. This includes permitting "missing middle housing," such as townhomes, row homes, single family homes on smaller lots, and other multifamily housing options. Through land use policies that permit missing middle housing, a wider economic range of residents can find housing options within their household budget.

Transportation expenses, including vehicle ownership, pose a substantial financial burden on many households. Through proactive planning, individual household transportation costs can be reduced simply by encouraging the placement of affordable housing near schools, employment opportunities, and services, and by establishing an active transportation network.

CONNECTING TO EXISTING RESOURCES

Toquerville can assist affordability by connecting builders, buyers, and renters to existing resources. The State of Utah, Five County AOG, and Washington County provide resources, such as down payment assistance, weatherization assistance, and tax credits. By having Toquerville staff trained to point residents to these resources, Toquerville City can help facilitate affordability.

MODERATE INCOME HOUSING GOALS

Goal 1: Increase Housing Affordability by Employing Available Tools

A. Use Zoning Tools to Keep Down Prices of Intended Affordable Housing		B. Connect Builders, Buyers, and Renters to Existing Resources	
1	Identify the desired amount and location of affordable housing.	1	Promote the use of affordable housing vouchers and buyer assistance programs.
2	When and where deed-restricted affordable housing is desired, explore the use of incentives, such as density bonuses, for developers to provide deed-restricted affordable housing units.	2	Assist or encourage individuals to seek weatherization assistance from Five County AOG to reduce utility costs and improve efficiency.
3	Reduce or limit short-term rentals in units intended as housing for local workers.	3	Assist developers in qualifying for and obtaining Low-Income Housing Tax Credits (LIHTC) or other benefits for constructing affordable housing.

Goal 2: Reduce Costs for Low to Moderate Income Residents By Implementing Smart Growth Principles

A. Assist Affordability Through Conscientious Land Use Policies		B. Provide a Variety of Housing Types, With Emphasis on Desirable Housing for Low to Moderate Income Earners	
1	Locate housing intended for low to moderate income wage earners near future schools, jobs, and services.	1	Implement inclusionary zoning policies that allow for desired housing types for low-income wage earners, or may require that a certain percentage of new housing be set aside for affordable housing.
2	Allow for a housing density that facilitates the production of affordable housing.	2	Provide a mix of housing types and price points to meet the needs of each buyers and renters in each income bracket.
3	Collaborate with self-help building groups, such as Self-Help Homes, to accommodate areas for self-help buildable lots.	3	Review internal ADU standards and align city ordinance with state code.
		4	Review ways to memorialize the establishment of and keep a log of approved ADUs.



Chapter 6: Historic Preservation Element

Historic preservation is vital to creating a cohesive thriving community. A shared history creates a sense of place and belonging. The purpose of this historic preservation element is to enhance, preserve, and protect historic structures and cultural heritage.

SUPPORT FOR HISTORIC PRESERVATION

In the General Plan community survey, residents were asked if they support Toquerville City in undertaking historic preservation. Over 92% of respondents replied in favor. Part of this broad support is undoubtedly because Toquerville is home to a number of historic buildings. These treasured buildings add an additional layer of charm and character to the community.

Historic preservation takes on various forms and can encompass a wide range of historical narratives and contexts. One form of historic preservation is the preservation of

important historical buildings. Four historic buildings are listed on the National Historic Registry. A walking tour has been created that highlights these four buildings along with an additional fourteen (14) buildings of historic significance¹. Several monuments and signs throughout the city remind people of times past. The distinct city history as memorialized in these historic structures and monuments contributes to the city's character.



Monument to Pioneer Jail Shackles

¹Toquerville Walking Tour, <https://cdn.sqhk.co/cityoftoquerville/5d7igSi/walkingtourHistoric.pdf>

HISTORIC STRUCTURES ON THE NATIONAL REGISTER

Toquerville currently has four structures listed on the National Register of Historic Places.



Thomas Forsyth House: 111 N Toquerville Blvd
Constructed: 1868. Listed February 11, 1982.
Material: Fieldstone



Naegle Winery: 110 S. Toquerville Blvd
Constructed: 1868. Listed February 20, 1980.
Material: Sandstone

Originally operated as a winery and house. Constructed for German immigrant John C. Naegle to make sacramental wine for religious use for Mormon settlers.



John Steele House: 263 N. Toquerville Blvd
Constructed: 1862. Listed April 7, 1988.
Material: Adobe

Built by Irish immigrant and civic leader John Steele. Home pictured here in 1900. The adobe has since been stuccoed and the porch removed.



Toquerville Hall: 212 N. Toquerville Blvd
Constructed: 1865-1866. Listed January 17, 2020.
Material: Brick. Style: Greek Revival

Constructed as a meetinghouse for The Church of Jesus Christ of Latter-Day Saints. Later converted into the city hall.

Enrollment on the national registry provides avenues to assist property owners to obtain valuable resources to preserve and enhance the property. The State Historic Preservation Office, the Utah Heritage Foundation, and the National Trust for Historic Preservation have funding sources and programs to support preservation. Tax credits specifically designed for historic preservation work can also

assist owners in their preservation endeavors. Various forms of assistance, including grants and architectural consultation are available. It is important to note that placement on the National Registry is voluntary and does not guarantee preservation. However, the registry creates awareness, highlights the importance of preservation, and opens up opportunities for both the property owner and city. The city can actively engage with property owners and residents to identify additional properties of historic value, including those that are currently part of the city walking tour, which may hold potential for nomination to the historic registry.

ZONING TOOLS

Historic structures often present challenges due to their non-compliance with modern zoning regulations. Many buildings were constructed prior to the dominance of automobiles and housed several different uses in one building. Parking, vehicle circulation, setbacks, awnings and other projections over public right of ways, landscaping, building height, and internal layouts rarely meet current codes. The land use and design patterns originally intended for these buildings often conflict with numerous regulations outlined in contemporary zoning codes. When property owners are forced to maintain a legal non-conforming use or comply with modern zoning codes, they are left with reduced economic viability, which limits their ability to properly and delicately preserve the structure.



Historic structures rarely meet current codes. Flexible zoning can help accommodate these buildings.

One way to provide zoning use flexibility, called “adaptive reuse,” is through a historic district overlay. A historic district overlay may be employed to provide use and site design flexibility. In zoning, an overlay maintains all the options afforded to the property owner as outlined in the regulations of the base zone, but in addition provides alternatives as outlined in the zoning overlay. In this regard, no legal right is taken away from a property owner, but instead, additional

tools are provided. By providing flexibility, these property owners can find economic avenues to restore and maintain these culturally-significant properties. A historic district overlay would provide use and design flexibility to owners of historically significant properties who preserve the historic character of their buildings. The overlay could also be used to promote design standards compatible with the desired look and feel of the district.

HISTORIC DISTRICTS

The city can promote its historic heritage through the informal designation of a historic district. Within the district the city can install and update to-the-era signage, historical markers, and interpretative signage. Wayfinding signage can be used to promote the walking tour and awareness of local historic places. As history is learned or access to historic places changes, the walking tour should be updated accordingly. Social media and other communication outlets can be used to promote the walking tour and knowledge of the City's history.

NATIVE AMERICAN HISTORY



At the time of pioneer arrival, Toquerville was home to a band of Paiute Native Americans. Around 2% of the population of Toquerville today has Native American ancestry. Preservation and promotion of Native cultural and historical sites is part of the goals of this General Plan. The Utah State Historic Preservation Office offers a Site Stewardship Program that provides experts to inventory and document petroglyphs and other Native American cultural artifacts. Toquerville should consult with the State to verify, inventory, and document any such historic resources.

Any Native American historical site should be treated with care and emphasize the importance of protection. Efforts may include educational and interpretative signage, standing markers or barriers, and removal of obstructions to visibility,

among others. By incorporating cultural heritage locations into the active transportation network, additional “eyes” are brought to the area, which reduces vandalism that may occur in obscured areas.

TOQUERVILLE CEMETERY



The Toquerville Cemetery is located on a bluff on the south end of town and offers a scenic vista over the valley. This

cemetery has pioneer roots and is in continued use today. Surrounding parcels are subject to future development, which limits the ability to expand the cemetery as needed. The city will need to consider future sites for a new city cemetery

COMMUNITY HISTORY

The process of history-making is continuous. To ensure the ongoing preservation of historical heritage, the city must persist in gathering and endorsing historical accounts. This encompasses activities such as collecting narratives and objects from residents and collaborating with organizations dedicated to preserving history. The city can maintain its promotion of history through digital platforms and physical displays, utilizing social media to raise awareness. Additionally, living history enactments is a creative way to help younger audiences envision life in the past. By actively engaging in sharing and advocating the city's history and culture, the city can play an active role in supporting the value expressed in the survey of maintaining the historic and small town feel of the community



HISTORIC PRESERVATION GOALS

Goal 1: Support the Protection and Restoration of Historic Buildings

A. Support the Restoration and Maintenance of Historic Buildings

- 1 Consider adopting a “Historic District Overlay” to provide adaptive reuse flexibility for historic structures and encourage preservation and improvement of those properties.
- 2 Adopt and implement guidelines to promote historic architecture and preservation.

B. Provide Guidance to Owners of Historic Buildings

- 1 Engage preservation groups to identify and promote funding opportunities for individual property owners who want to pursue preservation efforts.
- 2 Assist owners who elect to take advantage of tax credits available for historic rehabilitation.
- 3 Raise awareness among property owners of preservation options and benefits related to historic preservation.

Goal 2: Promote Awareness of Local History and Culture

A. Promote a Sense of Historic Place

- 1 Install, update, and maintain monuments, markers, or signs at places of historic significance.
- 2 Designate a historic district and use street and wayfinding signage to promote its historic nature.
- 3 Update walking tour of Historic Toquerville and include in wayfinding signage.

B. Provide opportunities for public education

- 1 Enhance and promote online and physical collections that promote Toquerville's history and culture.
- 2 Publicly recognize and reward efforts of those who advance historic preservation.
- 3 Encourage and support living history reenactments and other forms of creative storytelling.

Goal 3: Preserve Historic Sites and Ongoing History

A. Preserve and Enhance Native Cultural Resources

- 1 Inventory cultural resources and explore conservation tools .
- 2 Incorporate cultural resources and educational signage into Active Transportation network.

B. Collect History

- 1 Engage local history groups and residents to further identify sites of historical significance.
- 2 Continue to collect stories from residents about the history of Toquerville.



Chapter 7: Recreation

This element serves as a framework to guide the development, enhancement, and management of recreational opportunities within the community. Its purpose is to ensure the provision of accessible and diverse recreational amenities that cater to the needs and preferences of residents, while promoting a healthy and active lifestyle.

EXISTING CONDITIONS

Toquerville is located in an outdoor paradise, offering abundant recreation opportunities. A principal objective of this element is to outline strategies to enhance recreation in and around the city. Recreation has a positive impact on resident well-being and happiness, public health, the overall appeal of the city, and the general standard of living within the community. To achieve this goal of increasing recreational opportunities, this plan identifies several key strategies that aligned with best practices in recreation management and urban planning.

CURRENT TRAILS

Trails are a popular outlet for outdoor exercise and enjoyment and contribute to the preservation of natural landscapes and wildlife habitat. Over 80% of survey respondent indicated

support for expansion of the trails network. Trails promote healthy lifestyles, connect neighborhoods, and provide safe and accessible spaces for residents and visitors to explore and connect with nature.

Toquerville is home to several trails. In recent years, new neighborhood trails have been constructed. These neighborhood trails connect residents to local parks and nearby neighborhoods. This include the La Verkin Creek Path, which is an HOA managed trail along the La Verkin Creek on the southeast side of the city. This is a half mile long trail constructed on private land and open for public use.



The La Verkin Creek Path provides a scenic place to walk, jog, or cycle along the creek.

Trails provide access to recreational opportunities on federal land. Currently, three locations provide such access.

Toquerville Falls (Main Trail)



Topographic Map of Toquerville Falls Trail, Courtesy of Alltrails
12.4 miles
797 ft elevation gain
Out & Back
Doubletrack

Toquerville Falls via La Verkin Creek Trail



Topographic Map of Toquerville Falls via La Verkin Creek Trail, Courtesy of Alltrails
12.4 miles
797 ft elevation gain
Out & Back
Doubletrack

This is largely a social trail, meaning it was informally created. The trail crosses private property and has little to no signage, causing uncertainty among users as to where the public can legally access. Additionally, the trail crosses La Verkin Creek nearly thirty (30) times, and at times runs along the creek. While some users report riding the route on OHV's, this presents concerns for private property owners and watershed protection.

Action: Coordinate with Washington County and land owners, including private property owners, water conservancy, and BLM to assess trail status, water protection, property rights, and use groups. Formal use restrictions, wayfinding signage, and educational signage may be necessary.

OTHER SOCIAL TRAILS:

Many other social trails exist, such as Nephi's Twist (below), which is a single track downhill black diamond mountain bike trail. Over the years, mountain bikers, dirt bikers, and other OHV users have created several trails around Toquerville. By collaborating with adjoining jurisdictions and property owners, Toquerville can assess these trails to determine legality, user conflicts, trail quality, access and management issues, and signage.



Nephi's Twist is a good example of a popular social trail that crosses multiple jurisdictions.

The Strava Heat Map indicates significant usage of informal trails, largely to the east and west of the city core.



Strava Heat Map

PUBLIC LANDS ACCESS

Addressing accessibility is crucial. Proactive measures should be taken to secure access and minimize disruption to private properties. On the east side of the city, most of the trails, including additional unmarked “social trails” (i.e. informal trails), cross private property to reach public lands. In each case, actions can be taken to reduce confusion and conflict between the private property owners and the public.

The city can work with private property owners to secure easements or reroute trails as needed. Once an agreed trail location is established, signage can alert trail users to the public trail location, regulations, and private property boundaries that are off-limits. Additionally, signage alerting users as to which recreation use groups are permitted, including a brief explanation of why other types are not permitted, will help increase user compliance with the regulations. Staff can work with trails groups to identify non-permitted trails to retire, which may include placing visual barriers or posted signs to alert hikers to trails closures. By having clear guidelines, trails maintenance can improve, conflicts between user groups and conflicts between property owners and the public will decrease.

ATV TRAIL DESIGN AND USER GROUP CONFLICTS



Another aspect of enhancing recreational enjoyment is the specialization of trails for specific user groups. Assessing user group conflicts helps understand the unique needs and preferences of different recreational users. Many of Toquerville's trails are used by hikers, trail runners, mountain and gravel bikers, and ATV/OHV riders. This mix of uses can create friction as the needs of the groups often conflict. A history of friction between user groups is likely a reason for a mixed reaction in the public survey regarding ATV trails. 54% supported new ATV trails while 34% opposed.

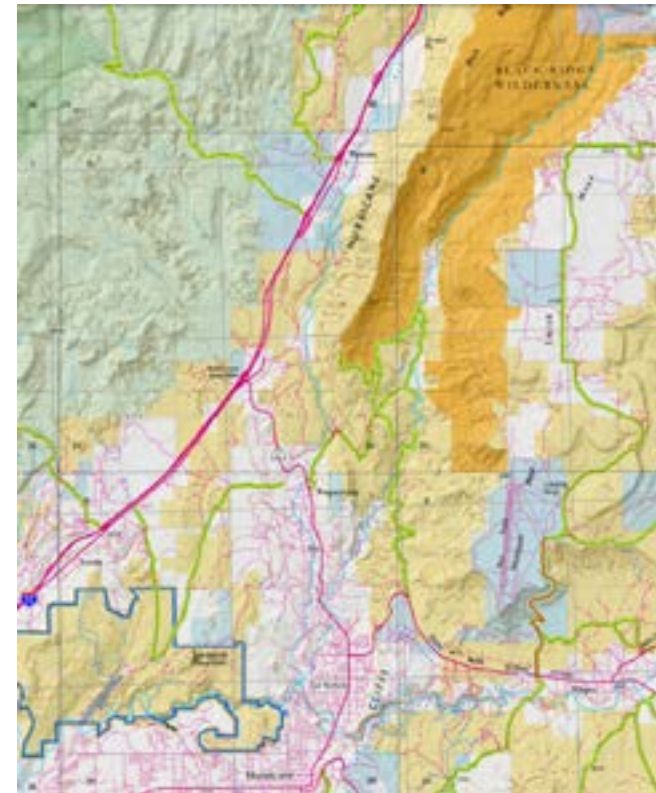
ATVs cause significant impacts on trails, including trail widening, trail erosion, damage to vegetation, noise and dust disturbances, and safety concerns for other users. To reduce these impacts, enhance the ATV experience, and protect recreational experiences for other user groups, ATV trails should be managed and designed specifically for ATV's. This includes:

1. Signage detailing which trails are designed for ATV's and which are not. This signage should promote responsible riding practices and trail etiquette.
2. Trail improvements to reduce erosion and rutting, such as implementing trail hardening and surface stabilization, water bars and other water diversion to redirect water off trail. This could also include vegetation management to stabilize the soil and placing retaining walls or erosion control fabrics to reinforce slopes and banks.
3. Seasonal restrictions based on trail conditions, ecosystem protection, and trail demand management.
4. Regular monitoring to assess and address any harmful impacts.

CYCLING IMPROVEMENTS

While Toquerville is in a popular location for cyclists, there are currently no long-distance bike trails or bike lanes connecting into the regional bike system. As of 2023, UDOT is finalizing the design of the Zion Corridor Trail. This 18.7-mile-long multi-use recreational trail will run from Confluence Park in La Verkin to the towns of Virgin and Springdale. Toquerville can connect a trail system into this multi-use trail to Zion National Park by developing a trail along La Verkin Creek to Confluence Park.

75% of survey respondents supported bike routes.
80% supported a trail system linking Toquerville with nearby communities



OHV Map (OHV trails in green), Courtesy of Recreation.gov

Trail management efforts need to be coordinated with all parties who have jurisdiction over the trail. Trails that are not designed to accommodate ATVs / OHVs, especially those trails intended for other user groups, should be appropriately signed. Access gates may be necessary to deter unauthorized entry. After ATVs start using a trail and convert a single track to a double track, it is very difficult to undo the effects, which makes prevention paramount.

TRAIL IMPROVEMENTS

Many of the trailheads currently lack improvements, such as route and wayfinding signage, interpretative signage, restroom facilities, and trash removal. Many grants are available to help fund these improvements. These amenities provide convenience, comfort, and contribute to the preservation and cleanliness of natural spaces. After staff has worked through any access issues with property owners and a trail route has been formally established, the city can then inventory desired trail improvements and pursue funding resources. Many grants are available to assist in trail improvements and maintenance.

In addition to having safe and enjoyable places to ride, a cycling network requires secure places to park bicycles. New development codes should be updated to require bike racks. Bike parking should meet best practices standards, such as the Association of Pedestrian & Bicycle Professional's “Essentials of Bike Parking: Selecting and Installing Bike Parking that Works” (2015)¹. These standards call for the use of Inverted U or Post & Ring racks and list styles to avoid, such as Wave and Schoolyard racks. Many organizations offer grants to help existing businesses and services install bike racks. As bike lanes and trails are established, the city should identify existing destinations along those routes and seek partnerships with those destinations to install bike racks. The foothills to the east of town offer an opportunity to continue a bike route above the city. This bike route would connect several gravel / mountain bike rides and provide a walking path leading to several trailheads. This would

¹Essentials of Bike Parking (2015), Association of Pedestrian & Bicycle Professionals, https://www.apbp.org/assets/docs/EssentialsofBikeParking_FINA.pdf

connect gaps in the trail system and open up new scenic vistas to the public.

NEIGHBORHOOD TRAILS

As development occur, new neighborhood trails should focus on connecting trails to parks, to allow children and youth to walk and bike to parks with reduced exposure to vehicular traffic. These trails should also emphasize connectivity into a

city-wide and regional trail system. Development ordinances for multi-family, mixed use, and commercial should include multi-use trail standards that connect proposed bike trails and create new scenic routes along creeks, hillsides, and open space. Some areas of town lack curb, gutter, and sidewalk. The city should prioritize completion of curb, gutter, and sidewalk along common pedestrian routes.

RECREATION GOALS

Goal 1: Increase Recreational Opportunities

A. Provide New Trails

- 1 Identify access issues and work with property owners to secure access easements.
- 2 Use existing trails, or modifications to existing trails, to establish a non-motorized connected trails network that new growth areas can incorporate into community design.
- 3 Explore the creation of new trails to fill gaps in trails network and open up new scenic vistas.
- 4 Work with AOG and surrounding jurisdictions to connect local trails and bike lanes into regional network.
- 5 Link neighborhood trails into a city-wide trail system.

B. Enhance Safety

- 1 Install bike lanes along Toquerville Boulevard, Bypass Road, and other roads with higher cycling volume.
- 2 Explore funding for curb, gutter, and sidewalk installation, with particular attention to pedestrian routes.
- 3 Incorporate existing trails into new development in a way that reduces conflict points between cars and people.
- 4 Connect parks via trails that allow children and youth to walk and bike with reduced exposure to vehicular traffic.
- 5 Amend development codes to require large commercial and multi-family developments to connect into proposed bike trails.

Goal 2: Enhance Recreational Enjoyment

A. Improve Recreational Facilities

- 1 Seek funding sources for trailhead and trail improvements.
- 2 Identify trailhead improvements, such as restroom facilities, trash removal, and signage.
- 3 Install wayfinding and trailhead signage for pedestrians and cyclists, to highlight trails and pedestrian corridors, and encourage active transportation.
- 4 Include bike racks in development codes for commercial and multi-family development.
- 5 Collaborate with local businesses and user groups to install bike racks at existing businesses.

B. Specialize Trails for Intended User Group

- 1 Assess user group conflicts.
- 2 Designate trails per user group, with trail improvements that appropriately manage the allowed use.
- 3 Coordinate with jurisdictions who share ownership of ATV trails to ensure that trails are appropriately designed, signed, and maintained for ATV use.



Chapter 8: Utilities & Public Safety

This Element aims to promote a safe, sustainable, and resilient future for the city and outlines strategies and reasoning to achieve each of the goals at the end of the chapter. This chapter should be reviewed periodically and updated as necessary.

WATER INFRASTRUCTURE

Toquerville City provides culinary water services to its residents. However, water sources are shared with other jurisdictions. Much of the city water is extracted from Toquerville Springs. This source is shared by the Washington County Water Conservancy District, Hurricane City, and La Verkin City. Meanwhile, water in the Anderson Junction area is sourced from the Cottam Well purchased from Washington County Water Conservancy District. Most homes don't have secondary water, but for those who do, the Toquerville Secondary Water System (TSWS) is managed by the Washington County Water Conservancy District.



Toquerville has outlined water conservation plans and goals, including existing and projected water connections, an outline of conservation practices, and future water conservation projects in the Water Conservation Plan the city adopted in 2019. Among these goals is a reduction of the city's per capita water use by at least 15% in 5 years, maintaining a financially viable water system, and maintaining or improving the appearance of street landscapes, opens spaces, and yards, accomplished, in part, through improved

irrigation practices. These plans, analysis, and goals need to be periodically reviewed and updated to address the growth of the community.

To optimize water delivery systems, Toquerville should prioritize evaluating and upgrading its water infrastructure. Assessing and enhancing pipelines, treatment plants, storage facilities, and distribution systems will improve efficiency, minimize water loss, and maintain water quality. Incorporating modern technologies and monitoring systems can enable real-time monitoring and efficient management of the water infrastructure. The Water Conservation Plan and Capital Facilities Plan outline numerous details on how these goals can be achieved. Regular updates should be made to these plans as development progresses to ensure their successful implementation.

WATER CONSERVATION

In the face of escalating water scarcity and a growing population, the city must develop strategies to accommodate the projected population expansion while safeguarding its finite water resources. Toquerville is part of the Lower Colorado River South region as designated by Utah Department of Natural Resources' water conservation regions. The goal for this region, as found in Utah's 2019 Regional M&I Water Conservation Goals is to reduce water

usage per capita by 14% from 2015 to 2030. The city has outlined water conservation strategies in their Water Conservation Plan (2019), which include a per capita water use reduction of 15% in five (5) years. This plan, which outlines goals, practices, and projects, will need to be continuously reviewed, integrated with land use planning decisions, and updated periodically.

Toquerville will need to continue coordinating growth plans with jurisdictions that share water sources and engage in proactive water conservation efforts. This can be achieved through a combination of regulatory actions, such as implementing zoning regulations, and voluntary initiatives.

PUBLIC EDUCATION AND ZONING TO PROMOTE WATER CONSERVATION

To foster a culture of responsible water use, educational campaigns may be used to promote water-efficient fixtures, appliances, and landscaping practices. Local organizations can provide resources to assist in educational and conservation efforts. An example of this collaborative approach is the residential rebate program offered by the Washington County Water Conservancy District. Through this program, property owners can receive assistance for transitioning from water-intensive lawns to xeriscaping or other water-wise landscaping options. To qualify for

this program, the City must first enact a water efficiency ordinance that aligns with the requirements set by the Water District.

One effective water conservation method involves establishing water-wise landscaping standards for new commercial and industrial developments that prioritize drought-tolerant or low water-consuming vegetation over water-intensive options. Residential landscaping standards should be revised to provide residents with greater flexibility in adopting xeriscape landscaping. Xeriscape consists of vegetation that requires minimal irrigation. Xeriscape landscaping often incorporates native species that are well-adapted to the local environment and its seasonal droughts. It's important to note that xeriscape does not imply "zeroscape," which denotes the absence of vegetation.

FLOOD PREPAREDNESS AND RESPONSE



Some properties are located within a FEMA-designated floodway or flood hazard area. These areas present an increased anticipated occurrence of flooding. The city reviews FEMA requirements during plan review, however a risk of harmful flash flooding remains. While the likelihood of a flood event happening in any given year is low, it is likely that at some point a flood event will occur and the City should be ready to respond.

Toquerville can mitigate the harmful impacts of flooding through implementation of policies that place parks and trails in and around floodways as riparian buffer zones. Waterways and floodplain areas may need natural restoration efforts to prevent erosion and undo any channelization of waterways. Zoning policies should keep higher density development well away from flood-prone areas.

To effectively respond to flood events, Toquerville should establish and periodically review flood emergency response

protocols. Swift and coordinated action is essential in minimizing damage and ensuring the safety of residents and their properties. The City should identify any risks for potential flash flooding and may consider an early warning system to provide timely alerts to affected residents. This will help streamline communication, resource allocation, and emergency services during flood events. Collaboration with neighboring jurisdictions and other regional entities will enable information sharing and coordination of flood mitigation strategies, flood control projects, and emergency response planning.

The city can raise community awareness about flood risks and management efforts through periodic public outreach. This should include materials about flood risks, floodplain and stormwater management, and preparedness measures. The City can collaborate with nearby schools to inform students about what to do when confronted with floodwaters. By providing information on flood protection measures, the importance of individual actions, and the availability of resources, the city can encourage proactive engagement and foster a culture of resilience.

IMPACT FEES

Public infrastructure improvements often rely on impact fees. These fees address roads, public utilities, parks, and facilities. The impact fees are set at a level that allows expansion, enhancement, and maintenance of the systems at a rate consistent with the City's growth. Toquerville City is updating its impact fees this year and has established a process to conduct comprehensive fee review, which includes issuing public notices and involving the community through a public hearing.

Impact fees are used for public improvement projects identified in the city's master plans. These master plans need to be updated as new development is built to ensure that public improvements adequately address the needs required by growth and the desired level of service is maintained. The City should strategically allocate and utilize impact fee revenues to maximize their impact on infrastructure improvements and public facilities, prioritizing projects based on community needs, growth patterns, and long-term planning objectives.

Impact fees should be reviewed at least every five (5) years and whenever master plans that alter growth assumptions are completed. As costs and growth projections shift, the impact fee review and adjustment allows cities to re-tailor their impact fees to present conditions, including inflation, construction cost changes, and shifting community needs. During this process, impact fees are reviewed to ensure



that the amount constitutes a fair and equitable method to fund necessary public infrastructure, maintain a consistent level of service, and accommodate the impacts of new development. Different types of development, such as residential, commercial, and industrial, are associated with specific impacts, and impact fees are established to accurately reflect the costs and demands generated by each type of use. This process provides a predictable and transparent fee schedule, which assists developers and property owners to make informed decisions and better anticipate costs of development.

STORMWATER MANAGEMENT



Sustainable Stormwater Management

Implementing sustainable stormwater management practices, such as rain gardens and permeable pavement can promote infiltration, retention, and natural treatment of stormwater runoff. Toquerville should develop stormwater management ordinances and guidelines. Compliance with stormwater regulations and collaboration with relevant agencies will ensure effective implementation.

Stormwater Management Strategies

Developing and implementing comprehensive stormwater management strategies is essential for controlling runoff, reducing flood risks, and protecting water bodies from pollution. Detention basins, swales, and channel improvements can help control the flow of stormwater. This will enhance flood resilience and support sustainable water management.

PUBLIC SAFETY

Police and fire services are provided by Washington County Sheriff's Office and Hurricane Valley Fire District, respectively. While the City does not currently provide its own services, there are several goals the city can pursue to optimize public safety.

While Toquerville does not have its own police and fire, the city's policies impact the efficiency of those services. Land use and transportation decisions that promote street connectivity improve response times and increase a station's coverage area. This results in improved service at a decreased cost. Crime deterrence and hazard prevention can also be achieved through increasing visibility. As addressed in other elements, policies that enhance access to open space, such as hillsides and public lands, facilitate wildfire mitigation efforts and keep open space publicly visible. This enhances public safety by maintaining an open line of sight. Implementing design standards that require a certain percentage of windows on residential walls that face trails and open space results in increased visibility. Development patterns that block off public access or obscure visual line of sight through solid fencing, discourages open use of public property and increases the likelihood that the property will be used in ways that go against the public good.

Responsible street lighting plays a critical role in enhancing public safety, preventing crime, and reducing harmful light pollution. Conducting lighting audits and assessments will help identify areas with improper lighting and take necessary measures to address them. Utilizing full cut-off shielding, a low correlated color temperature, and energy-efficient lighting technologies will reduce glare and improve cost savings and efficiency.

Building strong partnerships and fostering collaboration between law enforcement agencies and the community is essential for effective crime prevention and community well-being. Initiatives such as neighborhood watch programs and regular outreach events can promote trust, communication, and mutual understanding. By establishing clear lines of communication and creating opportunities for community engagement, Toquerville can learn about and address concerns by law enforcement and fire officials and can strengthen the relationship between law enforcement and the community.

UTILITIES & PUBLIC SAFETY GOALS

Goal 1: Prepare Public Utilities for Future Growth

A. Capital Facilities and Fee Structures		B. Water and Utilities Infrastructure	
1	Continue to follow capital facilities plan and update every five years.	1	Upgrade water infrastructure for efficiency and water quality.
2	Ensure that impact fees are set at a level that allows for the expansion and maintenance of current level of service.	2	Ensure reliable and sustainable water supply considering growth and limitations.
3	Review impact fee analysis at least every five years to align with master plan updates.	3	Explore ways to maintain low water usage rates for residents.
4	Establish a clear and transparent fee structure that provides predictability in the development process.	4	Annually audit water system.
		5	Continue to coordinate with utility companies to provide services.

Goal 2: Develop Efficient Water Management Policies

A. Flood		B. Conservation	
1	Develop flood emergency response protocols for swift and effective action.	1	Promote water conservation and efficient landscaping practices to reduce consumption and improve efficiency.
2	Raise community awareness about flood risks and preparedness measures.	2	Consider adopting a water efficiency ordinance for new construction.
3	Integrate flood management objectives with land use, parks, and trails planning.	3	Continue to review and update residential landscaping standards to permit drought-tolerant and native vegetation.
4	Collaborate with regional entities for flood management expertise and coordination.	4	Coordinate establishment of the water efficiency ordinance with the Washington County Water Conservancy District to qualify for residential rebate program.
		5	Foster partnerships for long-term water resource management.

Goal 3: Enhance Public Safety while Maintain a High Level of Service

A. Integrate Public Safety into Land Use, Recreation, and Transportation Policies		B. Maintain a High Level of Service	
1	Maintain visibility corridors along public trails.	1	Evaluate response times and identify opportunities and strategies for improvements.
2	Maintain open access to hillsides and public lands.	2	Enhance partnerships between law enforcement and the community.
3	Consider wildfire threat and fire safety as part of land use decisions and ordinance.	3	Coordinate with jurisdictions that share law enforcement and fire to address concerns that arise.
4	Install sufficient street lighting.	4	Create and adopt Emergency Management Plan.



Chapter 9: Economic Development Element

Economic growth, stability, and sustainability are key to a city's success. Toquerville is located at an economically strategic junction between I-15 and Zion National Park, and well positioned to capture revenue from many other outdoor recreational and tourist opportunities. This element provides an analysis of the City's revenue sources, identifies potential missed revenue opportunities, outlines strategies to enhance revenue generation, and establishes policies, goals, and strategies aimed at capturing greater revenue and fostering improved economic growth.

EMPLOYMENT SNAPSHOT

The city's workforce is supported by a broad range of industries. According to the 2020 U.S. Census, many jobs are located in the service; management and professional; transportation; and sales and office sectors. The median household income is \$80,357 which is significantly higher than the county and state's median income. The city's unemployment rate is 3.7%. This signifies a robust regional job market that offers local residents significant economic opportunities.

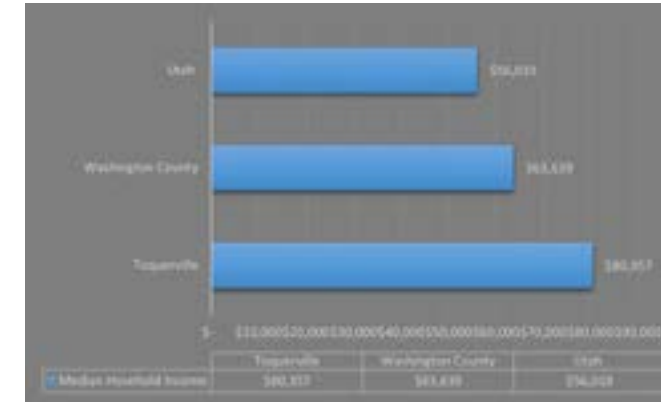
Toquerville Employment Sectors¹



Labor Force & Unemployment¹



Medium Household Income²



The amount and growth of taxable sales is an important metric to assess economic health and identify the types of businesses to attract to the community. At present, Toquerville has little commercial presence, with much of its sales likely coming from online shopping and most all sales to brick and mortar businesses occurring outside the jurisdiction.

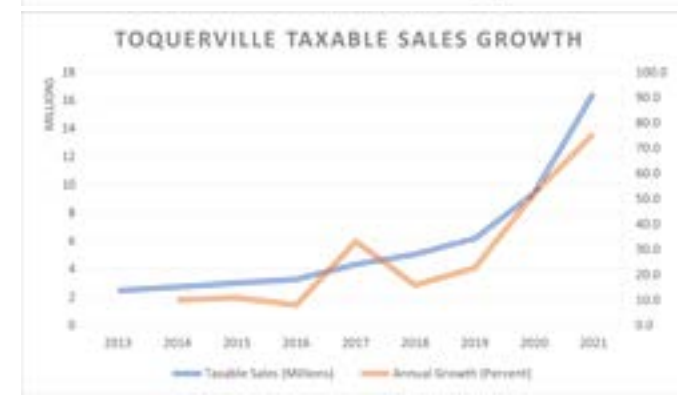
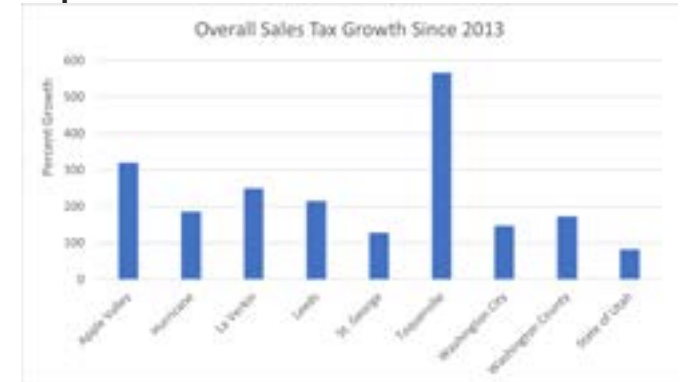
2023 Sales Tax Rates³

State Sales Tax	4.85%
Local Sales Tax	1.0%
County Option Sales Tax	0.25%
Transportation Infrastructure Tax	0.25%
Arts	0.10%
Total	6.45%

Sales tax is divided up as shown in the 2023 Sales Tax Rates chart. Total taxable sales have increased for Toquerville over the past decade. Significant growth in sales tax occurred from 2019-2021. This is likely attributed to an increase in both online sales and disposable income during the COVID-19 pandemic. During that time, Toquerville saw the largest increase in sales tax among neighboring cities. This may be in part due to a lack of brick-and-mortar retail, which often saw in-store sales outpaced by online sales growth during the pandemic.

While online sales per household is likely to remain high, its meteoric rise experienced during the global Covid-19 pandemic is likely an aberration and shouldn't be used to forecast future sales tax growth. By outlining a path forward to develop local commerce, Toquerville can diversify and enhance its tax base, which would help support the services and public improvements residents would like.

Toquerville Sales Tax³



SALES LEAKAGE ANALYSIS

One challenge facing Toquerville is capturing tax revenue from local commerce and retail spending. In municipal economic development, the outflow of money from a local economy due to the purchase of goods and services outside the region is called "leakage." These dollars spent on goods and services outside the local economy no longer circulate

¹2021 American Community Survey, <https://data.census.gov/tables?q=Toquerville,+utah&t=Industry:Occupation&tid=ACST5Y2021.S2405>

²2020 American U.S. Census, <https://data.census.gov/>

³Utah State Tax Commission <https://tax.utah.gov/salestax/rate/23q2combined.pdf>

within the local economy. Rather than spur and sustain jobs and economic health locally, the money is lost, or “leaked,” to the broader region.

This analysis is important to understanding economic vitality. A high leakage rate reduces the overall economic impact of investments made in the city. This is because money captured from those investments is subsequently leaked. Conversely, a low leakage rate allows money to continue circulating locally, in what is called the “multiplier effect.” When money has a high rate of recirculation, it creates a cycle of spending and investment that sustains job and economic growth.

Leakage/Surplus Index⁴



Leakage by sector. A value of "0" indicates 100% leakage, "1" indicates for every dollar earned in the local economy, a dollar is captured, and "2" indicate for every dollar earned, twice as much as captured.

How to Interpret Leakage

A leakage/surplus index by sector highlights where local dollars are lost from the local economy and spent outside the city. Numbers less than one indicate leakage to other communities, while numbers greater than one indicate a surplus. A surplus means that money from outside the community is entering at a greater rate than it is leaked. The leakage rate per sector is an estimate, as state averages are used to anticipate the amount of revenue for a given population. In other words, positive numbers indicate that Toquerville is attracting more than the state average relative to that category, suggesting shoppers from outside the city are attracted to the area for certain types of purchases or that there is a high concentration of this type of spending.

Understanding leakage helps drive land use and economic development policy. Sectors with high leakage rates could strategically be targeted to better capture and maintain local resources. These represent sectors where there is high demand from Toquerville residents, who have to travel outside the jurisdiction to shop or conduct business.

A leakage analysis indicates high leakage rates across nearly all sectors. Areas of high leakage include:

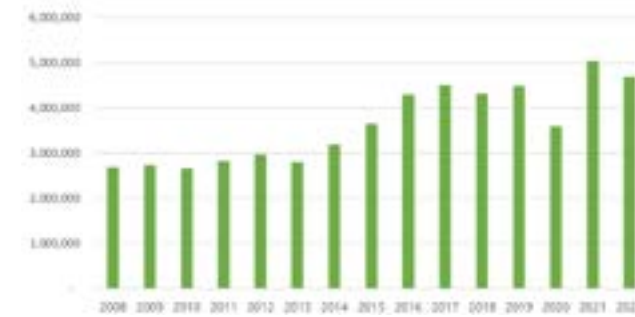
- Motor Vehicle Parts & Dealers
- Furniture & Home Furnishing
- Electronics & Appliances
- Building Material, Garden Equipment, & Supplies
- Food & Beverage Stores
- Health & Personal Care
- Clothing & Clothing Accessories
- Miscellaneous Store Retailers
- Foodservice & Drinking Places

In these high leakage sectors, nearly all dollars are spent outside the local economy. Unless brought back into the local economy through a sector with a surplus, these dollars are only recaptured from earnings that occur outside the community. Once recaptured, those earnings are then leaked again. This cycles indicates that Toquerville has a very low multiplier effect and tax revenue generation is far lower than would occur if leakage rates approached equilibrium.

SALES TAX AND TOURISM

Residents have concerns about maintaining a balance between keeping Toquerville as a small residential community and accommodating the demands for regional tourism. The city is situated midway between Zion National Park's Kolob Canyon, St. George, and Zion National Park's Zion Canyon. Zion National Park hosts millions of tourists per year, with recreational visits increasing significantly in recent years. This popularity is anticipated to continue, putting added pressure and opportunity on Toquerville City. In addition to the national park, there are multiple state parks, popular hiking and ATV trails, cycling routes, and numerous recreational events

Recreation Visits Zion National Park⁵



Toquerville is well-situated to promote and capture revenue from retail and tourism opportunities that align with local values. While residents don't want to see the explosive growth that has occurred around St. George, the city could make efforts to promote local and boutique businesses while preserving Toquerville's charm. This could include small business incubator spaces, a farmer's market, food truck roundup events, or an annual city festival. Each of these would provide opportunities for residents to showcase their crafts, socialize and connect with the community, and capture revenue from tourists visiting the area.

Year	Mil Rate
2022	0.000952
2021	0.001285
2020	0.00132
2019	0.00059
2018	0.00098
2017	0.001079
2016	0.001147
2015	0.001186
2014	0.001272
2013	0.001323

Additionally, the new bypass road and development around Anderson Junction offers space for short-term housing accommodations. Hotels provide a significant tax base, and Toquerville is in prime location to capture this revenue.

PROPERTY TAX REVENUE

Property tax provides a significant financial resource to the city, but is insufficient to cover maintenance costs for roads and infrastructure on its own. Utah's municipal tax rate setting process is designed to achieve annual budget neutrality. An entity's prior year budgeted revenue serves as the baseline for current year certified tax rate calculations. To adopt a tax rate that exceeds the Certified Tax Rate, an entity must go through what is known as the “Truth-in-Taxation” process. Truth-in-Taxation statutes require that entities proposing a tax increase advertise the increase and hold a public hearing. The Certified Tax Rate or the proposed rate, if adopted, is applied to all taxable value within the boundaries of the taxing entity.

⁵NPS Stats, Zion NP Reports - Annual Park Recreation Visits, irma.nps.gov/Stats/Reports/Park/ZION

⁶Utah State Tax Commission <https://propertytax.utah.gov/tax-rates/area-rates/2022.pdf>

IMPROVING PROPERTY TAX REVENUE

Property tax revenue is one of many components that should be considered when making land use decisions. Properties with high property tax per acre revenue, such as multi-family housing and commercial, tend to be cash flow positive contributors to the city's financial abilities. Meanwhile, properties with low property tax per acre revenue, such as single-family large lot properties, parking lots, and untaxable properties, reduce the city's financial ability to maintain infrastructure.

Mill Levy Table⁶

Entity	Mill Levy	Percent
Local School Fund	5.098	42.6
State School Fund		20.6
Toquerville City	0.952	11.9
Hurricane Valley Fire	0.723	9
Water Conservancy	0.415	5.2
County General Fund	0.547	4.7
County Assessing & Collecting	0.23	2.9
County Library Fund		1.6
County GO Bond		0.5
Charter School Fund		0.4
Mosquito Abatement	0.023	0.3
Multicounty Assessing & Collecting	0.015	0.2

A mill levy is the tax rate applied to the assessed value of a property. One mill is one dollar per \$1,000 of assessed value.

The percent represents that levy's percent of the total tax.

APPLYING ZONING TOOLS

Zoning tools can enhance property values. Flexible use zoning for historic structures allows property owners to creatively maximize revenue generation streams. This added cash flow enables owners to make additional property improvements. This creates a positive cycle of upward tax revenue and revitalization. A focus on smaller lots for all uses, including commercial, places an emphasis on land utilization, which increases revenue per acre and reduces linear feet of required city infrastructure. This revenue increase and cost decrease is an efficient way to establish municipal financial sustainability.

Implementing design standards plays a pivotal role in promoting aesthetically pleasing and well-constructed

⁴Utah State Tax Commission, analyzed by Alteryx.

buildings, ultimately enhancing their lifespan and mitigating urban decay. This leads to improved property values, which, in turn, contributes to increased property tax revenue. The city should establish design standards that are harmonious with the unique look and feel of Toquerville's landscape and historic setting.

ECONOMIC DEVELOPMENT THROUGH PLACEMAKING

Property improvements and placemaking efforts can improve property values, which in turn provide increased property tax revenue. These efforts may include historic preservation, façade improvements, public art installations, murals, or gathering space improvements—such as plazas, pocket parks, and multi-use trail improvements. Toquerville has opportunity to boost property values along Historic Main Street through building improvements of historic buildings and can enhance property values in the new growth areas by creating a pedestrian experience through the use of public and quasi-public space that attract and retain pedestrians in the area.

PRESENT AND FUTURE CONDITIONS

Currently, Toquerville has little commercial build out, with approximately 292 acres presently located in the Highway Commercial and Neighborhood Commercial zones. Much of this is undeveloped property. However, new development in the Master Planned Development Overlay along Bypass Road is planned to bring retail and other commercial growth, in addition to significant housing. This growth in the number of rooftops will increase commercial viability.

The I-15 corridor offers good visibility with an Annual Average Daily Traffic (AADT) of 29,000 vehicles. This is suitable for big box retailers and hotels that attract regional travelers and rely on high visibility. Coordinating with regional and state economic development organizations can help with site selection and future zoning needs and regulations, and should be part of the land use decision making process. By establishing a commercial presence, Toquerville can reduce the leakage rate, increase spending locally, and capture sales tax revenue to fund public improvements. As commercial opportunities arise, the city should continue to analyze to leakage data to identify ongoing economic development needs.

PRESERVING FUTURE OPPORTUNITIES

Properties ideal for commercial development are limited and failure to protect and utilize those spaces can result in lost economic vitality and future misaligned traffic patterns. A

policy of identifying and protecting commercial corridors to meet future commercial needs is an important component of the city's land use goals. This will provide flexibility for future generations of residents and legislative officials to make key decisions for Toquerville's economic prosperity. The city should coordinate with regional and state economic development experts, the county and AOGs office, and other development experts to determine the extent and location of land to set aside for future commercial, retail, hospitality, and other key economic sectors.

The community survey highlighted an emphasis on maintaining Toquerville's small-town feel. By keeping commercial growth along I-15 and the bypass road, with limited boutique commercial in the Historic Main Street area, Toquerville can achieve the goal of maintaining the small-town look and feel while also attracting the businesses necessary to support the local population and provide a stable tax base.

ADDRESS TOURISM ACCOMMODATIONS

The use of short-term rentals to address tourism accommodations puts pressure on existing neighborhoods. Establishing hotels near I-15 would alleviate demand for short-term rentals and provide a significant source of revenue for the city. The city should continue to monitor the number of permitted short-term rentals and the number of listings on publicly available websites, such as AirBnb and VRBO.

PROMOTING OPPORTUNITIES THAT ALIGN WITH LOCAL VALUES

Managing growth is a balancing act. The survey and open house showed many residents would like to keep commercial presence limited, particularly in the residential core of the city. In keeping with this vision, there are still several things the City can do to engage in economic development while maintaining and enhancing a sense of community.

The city could explore partnering to host special events, such as farmers' markets, food truck roundups, festivals, and other local events. This would provide an outlet for small boutique businesses and a gathering place for residents. Additionally, promoting recreational opportunities, such as bicycle races, running, or atv events, could bring additional revenue and highlight Toquerville.

Another option to explore is coordinating with local organizations to host public star parties. This action works in conjunction with the city's night time lighting ordinance. Periodic public star parties raise awareness and appreciation for the importance of protecting the night sky.

ECONOMIC DEVELOPMENT GOALS

Goal 1: Adopt Land Use Policies that Assist and Strengthen Commercial and Retail Opportunities Near I-15 and the Bypass Road

A. Apply Zoning Tools to Grow Desirable Commercial Areas		B. Incorporate Placemaking into New Commercial Areas	
1	Adopt design standards that are harmonious with the unique look and feel of Toquerville's landscape.	1	Identify financial resources to assist with placemaking.
2	Use flexible zoning tools where appropriate to maximize use of properties.	2	Include common space amenities, such as art, gathering spaces, and landscaping into new developments.
		3	Incorporate local talent, such as muralists and sculptors, to create a greater sense of place.
C. Focus Efforts on Areas with High Leakage to Increase Tax Revenue		D. Promote and Preserve Future Economic Growth Opportunities	
1	Reduce overall leakage through commercial growth.	1	Identify amount of commercial needed and potential sites.
2	Collaborate with State agencies, such as EDC Utah, to identify opportunities.	2	Concentrate on west side, with visibility and access from I-15.
		3	Coordinate with regional and state economic development organizations and sector experts.

Goal 2: Promote Economic Development through Recreation, Retail, and Accommodations

A. Promote Retail and Tourism Opportunities that Align with Local Values	
1	Allow for small business incubator spaces for artists and other local boutique enterprises.
2	Coordinate with local organizations and provide space for a farmer's market, food truck roundup, or other pop-up events.
3	Coordinate with community hobbyists to create star parties.
4	Consider creating an annual local festival centered around Toquerville unique history, culture, and/or topography.

Appendix A – City Survey Results

City of Toquerville General Plan Update Survey

115 Responses 18:27 Average time to complete Closed Status

1. I am a:

Full-time resident	112
Part-time resident	0
Non-resident	3
Business owner	2
Vacant property owner	2



2. My property is:

in an HOA	19
not in an HOA	96



3. I own property zoned (mark all that apply):

Residential	97
Agricultural	20
Commercial	3
Don't know	8



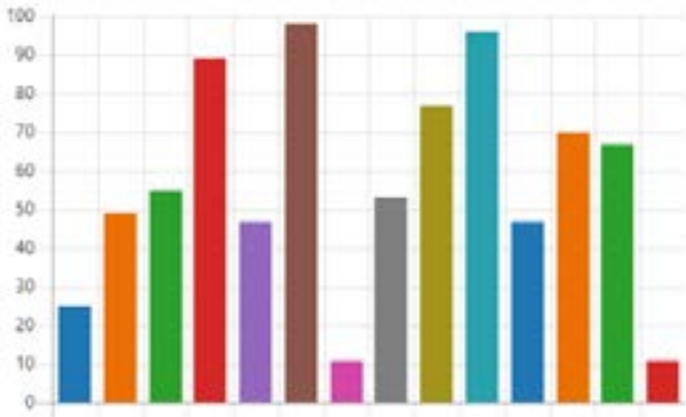
4. How long have you lived in Toquerville?

Less than one (1) year	8
1 to 5 years	36
6 to 10 years	23
11 to 20 years	21
More than 20 years	27



5. Why do you choose to live in Toquerville? (Check all that apply)

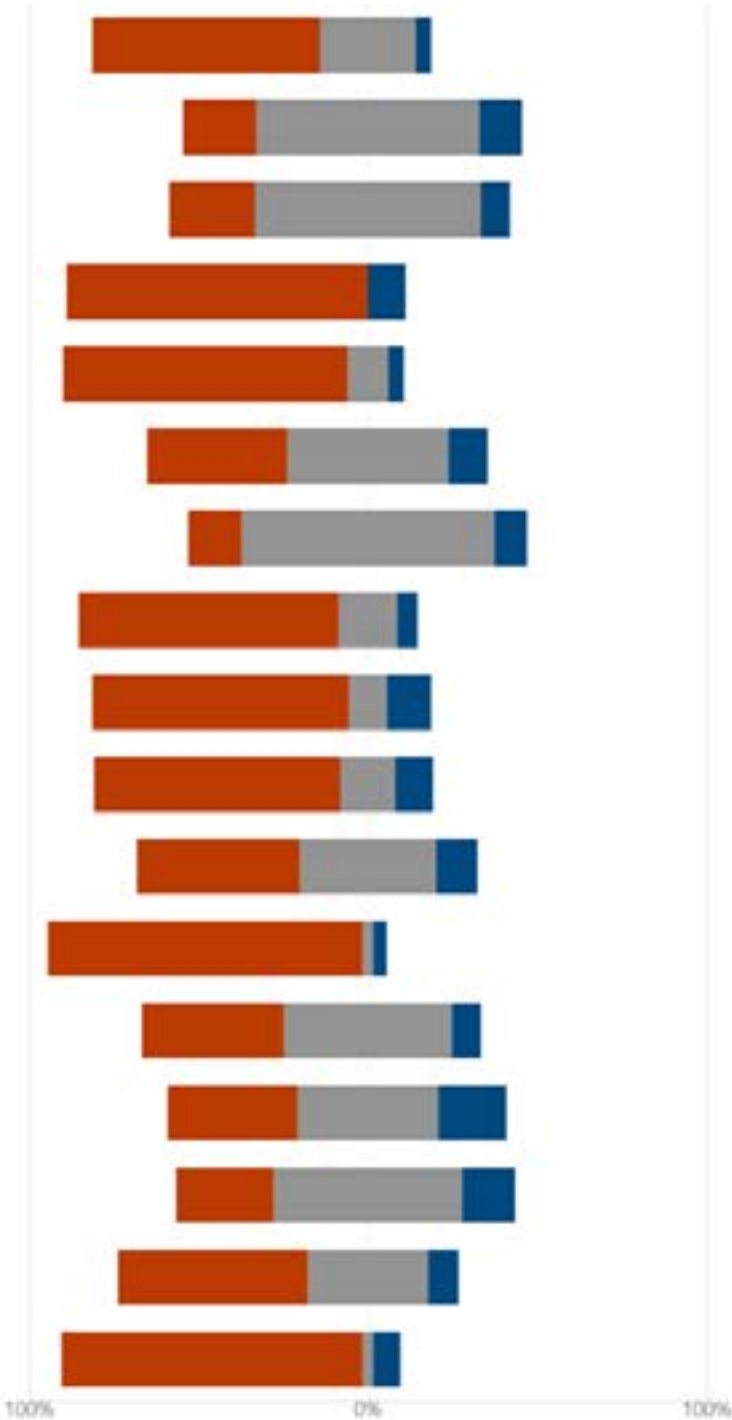
Born or raised in the area	25
Close to family or friends	49
Close to the mountains and N...	55
Like the open space	89
The opportunity to have anim...	47
Quiet community	98
Property taxes	11
Recreational opportunities	53
Safe environment	77
Small town atmosphere	96
Less regulation	47
Dark night sky	70
Clean air	67
Other	11



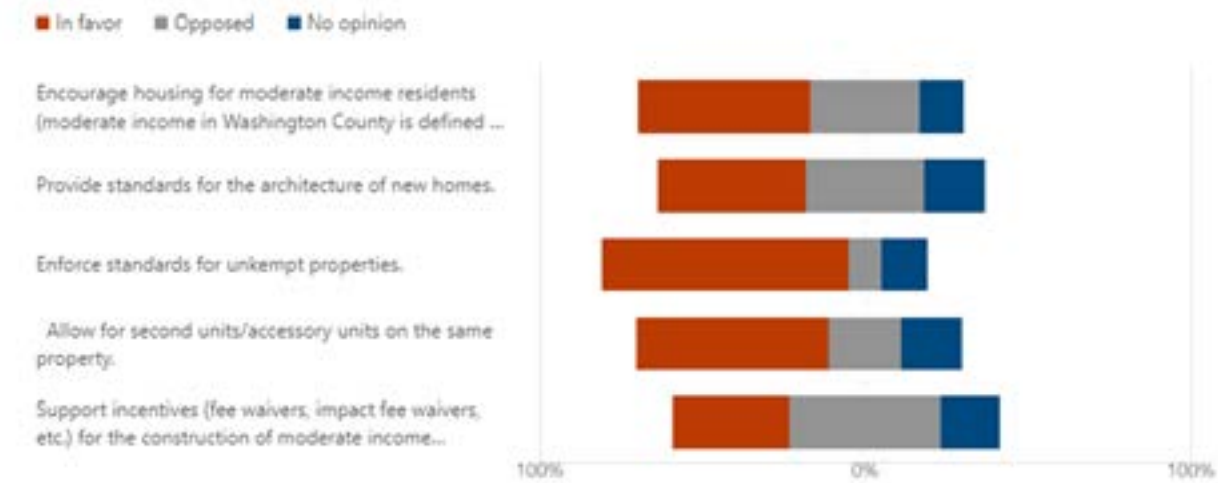
6. The City of Toquerville should:

In favor Opposed No opinion

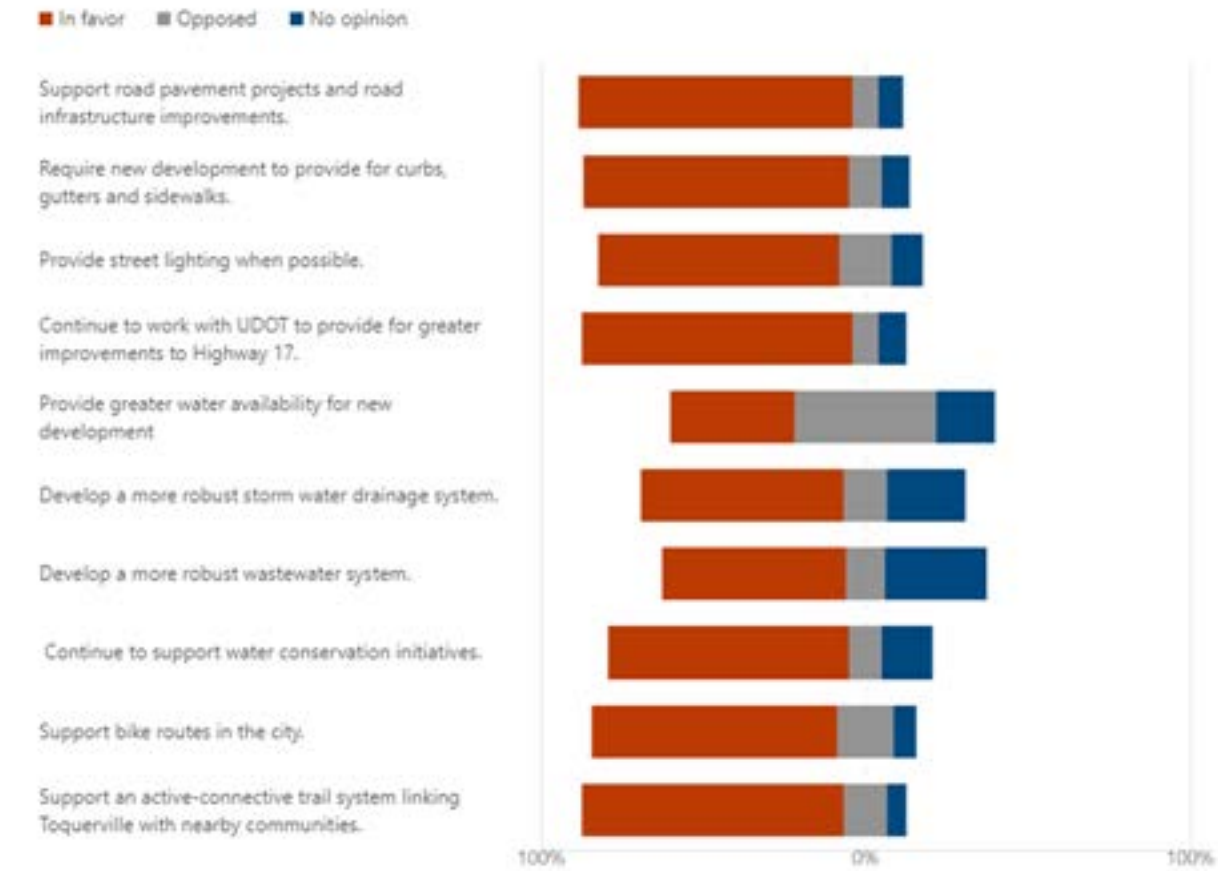
- Provide for new commercial development only adjacent to the new bypass, the Anderson Junction...
- Provide for new commercial development and growth in other areas of town.
- Support and allow for industrial development.
- Preserve agricultural land when possible.
- Support Low Density development as up to 1-2 dwelling units per acre
- Support Medium Density development as 3-5 dwelling units per acre.
- Support High Density development as greater than 5 dwelling units per acre (condos, townhomes,...
- Limit heavy manufacturing and mining (i.e. batch plants, smelting plants, waste transfer stations, etc.).
- Limit warehouses.
- Continue to limit short-term rentals.
- Promote the tourism and hospitality industry in land use designations.
- Preserve and establish open space.
- Support tourist commercial development such as motels, gas stations and restaurants.
- Support annexing more property into the City of Toquerville.
- Support tourist oriented developments and commercial recreation projects.
- Support commercial recreational opportunities adjacent to the new proposed reservoir.
- Preserve the rural character of the city.



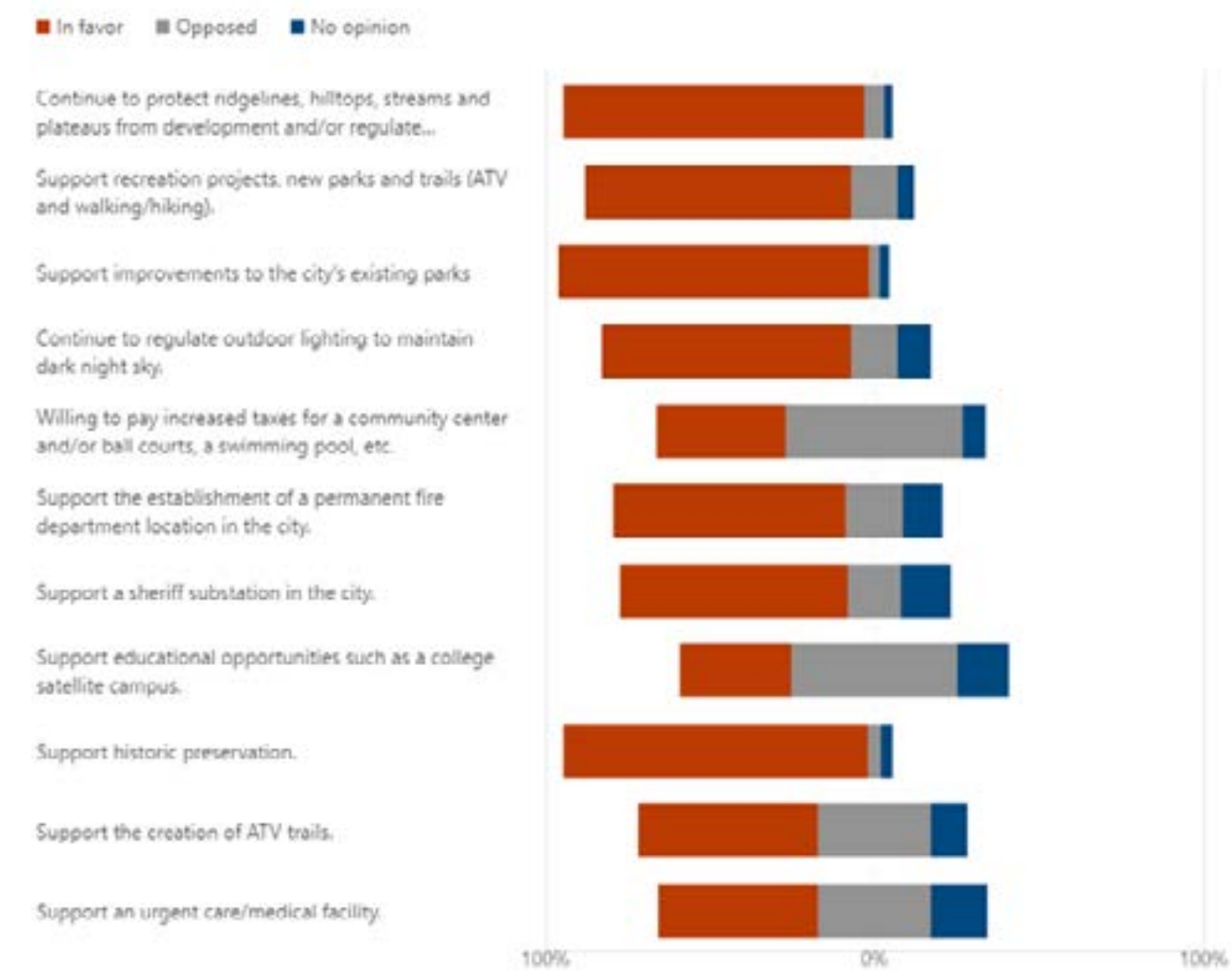
7. The City of Toquerville should:



8. The City of Toquerville should:

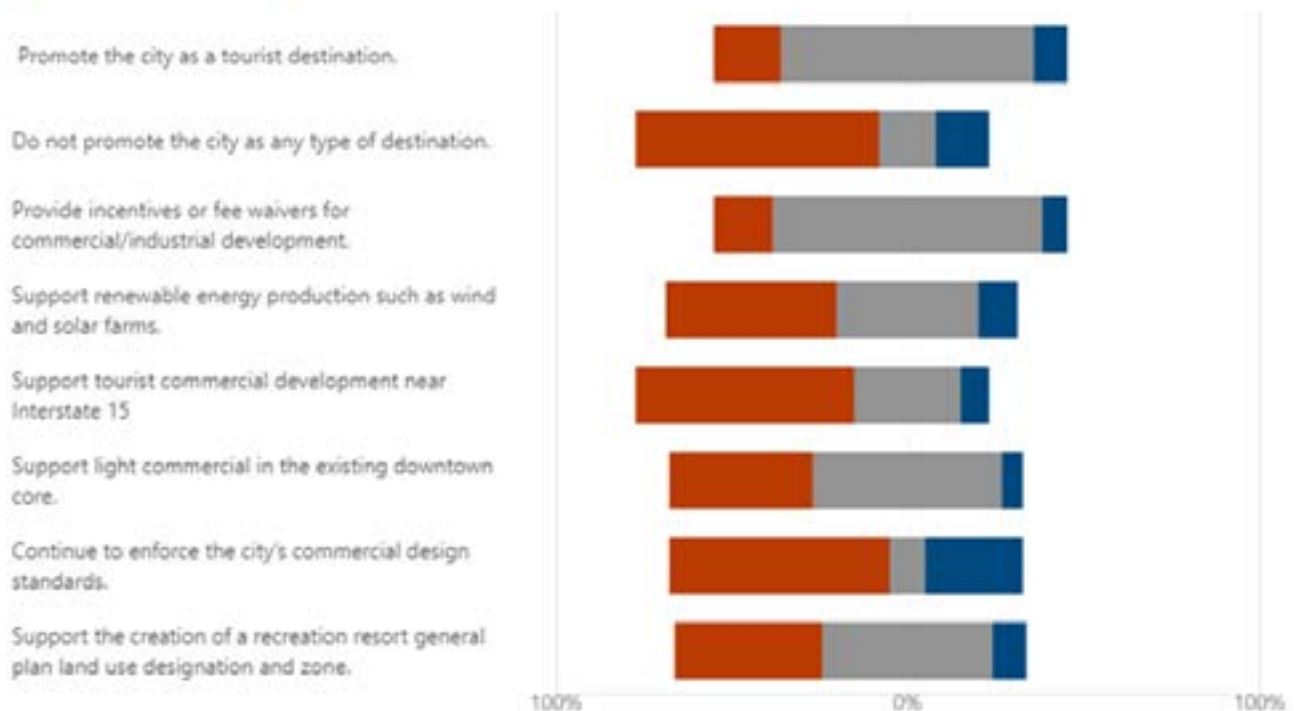


9. The City of Toquerville should:



10. The City of Toquerville should:

■ In favor ■ Opposed ■ No opinion



11. What is your biggest concern about the future of Toquerville?

115
Responses

Latest Responses

"The rate of growth and high taxes"

"Too many people, newcomers coming in and changing agriculture, lo..."

"The change in character and style as new people move here."