THE GENERAL PLAN
OF
WASHINGTON COUNTY, UTAH
2010

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Washington County

General Plan of 2010

Section I.

Introduction:

The preparation of this Plan is neither a beginning nor an end to planning in Washington County. Rather, it is a step to coordinate and extend the excellent work that has been done in the past and to help in avoiding some of the pitfalls that uncoordinated policies and ordinances leave open.

Planning has already been done in this area by many public agencies relative to the land over which they hold jurisdiction. The National Forest, Bureau of Land Management, National Park Service, School and Institutional Trust Lands Administration, and Shivwits Reservation all have plans for their respective land holdings which represent some 85.5% of the land area in the county. These plans must be related to, and coordinated with, the future development of the remaining 16.5 % of the privately held land.

Planning in Washington County actually began with the first pioneer settlers being sent to this area for colonization, and the laying out of many of the original settlements in the county. Washington County was originally created by the territorial legislature of Utah on February 3, 1852. Soon thereafter, the first settlement was created at Fort Harmony, which also became the first county seat of Washington County.

In 1964 the County Commission organized a group of citizens to address various conditions in the county and to give their recommendations relative to existing land use and future growth, in such areas as residential and commercial development, industrial growth, agriculture, open space, recreation, roads and highways, etc. It is interesting to compare their recommendations with the comments from Vision Dixie and to see the similarities between the two studies separated by over 40 years of time.

In 1970, the County hired a consulting firm from Salt Lake City, Planning & Research Associates, to prepare the first formal "Master Plan" for the county. (Since changed by the legislature to General Plan) This planning study involved several parts, including two reports,"

Population and Economic Study," and "Planning Goals and Policies," both of which were a part of the Master Plan, in addition to the Master Plan report itself.

In 1997, a study was undertaken by the county called "A Coordinated Plan for the Urbanizing Areas of Washington County." This study was also adopted as a part of the county General Plan. It basically combined all of the General Plans of the cities and towns in the lower part of Washington County, along with a discussion of the various planning facets of these combined plans. Jeff Winston and Associates from Colorado, was retained to oversee this planning project.

In 2006, the same consultant was retained to help undertake a planning project called Vision Dixie. This effort brought together a large number of the citizens of the county to identify the various concerns that they had relative to future planning in the county and to make recommendations as to how they would like to see things develop in the future. This report included a comprehensive economic and housing study done by "Strategic Planning Group, Inc.," from Jacksonville, Florida.

When it was completed, the Vision Dixie report was adopted by the county, essentially making it a part of the county General Plan. A summary of the Vision Dixie principles is included in the section of the General Plan adopted in 2009. Most of the cities and towns in the county have also adopted these development principles. Because they represent, in large measure, the customs and culture of the county, they are not that much different from goals and policies adopted in 1964 and again in 1971. Things that are important to people do not change in spite of dramatic changes in population. The things that brought people to Washington County years ago are still many of the same things that bring them here today. The challenge is to develop the General Plan in such a manner that it will continue to make Washington County a desirable place to live for years into the future by protecting the same customs and culture that has historically brought people to this part of Utah.

Background and History:

Located in the southwest corner of the State of Utah, Washington County - also known as Utah's Dixie - has a low altitude, and a warm, dry climate. Its scenic resources make it attractive to visitors and travelers using the highways and freeways through the area. Zion National Park's spectacular scenery was formed by the Virgin River; a part of the Colorado River Basin, Snow Canyon, with its beautiful Redrock canyon was part of Dixie State Park. While the first settlement of Washington County was at Fort Harmony, the earliest pioneers were sent to the area by Brigham Young to grow cotton for the territory. The first experimental crop was planted in the spring of 1855. Two years later, the town of Washington was established, and the only cotton mill in the northern states, or territories, was established. The "cotton mission" was strengthened by the arrival in 1861 of 300 families led by George A. Smith and Erastus Snow, two important leaders of the Latter-Day-Saints, or "Mormon" Church. The city of St. George, now the county seat, was named after George A. Smith. A number of pioneer buildings still stand throughout the region, and have been restored including the Opera House, Art Museum, the Pioneer Museum, and a number of pioneer homes.

The growth of the county has been reflected in the development of its educational institutions. The first schools were in wagon boxes before houses were begun. Four regional schools were built with the first at the town of Virgin. In 1901 a central school was built offering two years of high school. The St. George Stake Academy was founded in 1911 and originally included only one building. That institution has grown into Dixie State College, located on the site of the original wagon settlement of St. George. It is a State College offering a number of four-year degrees with the potential of much further growth and expansion in the future.

The School District now maintains 7 high schools, with many other schools constructed to house various groups of lower grades. The Washington County School District is one of the larger school districts in the State. Education is only one example of the extent to which growth and development has taken place in the county since its early days.

The gradual improvement of roads has been another index on Washington County's growth. Early roads took courage to use and imagination to find. One mile-long stretch through deep sand was maintained for a time as a toll road. Gullies were so bad in places that wagons had to be lowered piecemeal, and then raised over cliffs by ropes. The maintenance of existing roads is still an important part of development in the county. With the completion of the Interstate 15 Freeway in 1973, the St. George Valley has been on the main route connecting cities from the north and east to the Los Angeles basin. It is a major transportation route in this part of the United States.

Washington County has a great degree of variation in its physical geography. In the lower reaches of the Beaver Dam Wash, the elevation is only about 2,000 feet above sea level. In the north-central part of the county, the Pine Valley Mountains reach heights in excess of 10,000 feet in elevation. As a result of these extremes, the climate in the county also has some rather extreme temperature changes from one season to another. Many of the higher elevations are a part of the Colorado Plateau while the lower areas are associated with the Mojave Desert.

Therefore, the development of the General Plan for the county must take into account the differences in land forms ranging all the way from wilderness areas in some parts of the county to complex urban centers in other areas where schools, parks, shopping centers, industrial parks, and places for people to live are mixed closely together. For example, from Springdale on the east to Ivins on the west, Washington County is almost completely one contiguous incorporated area, even though it is made up of many incorporated cities and towns, each one with its own individual character and physical makeup. The county policy for at least the past forty years has been to encourage development, wherever possible, to take place in one of the cities or towns where public services are available for development. This policy, overall, has been very successful. Washington County has never been in a position to compete with cities and towns to provide urban services. That policy continues in large measure today.

The Basis For Planning:

The basis for this update of the General Plan is contained in the many plans and studies that have taken place over the years previous to this time, both on the County level, and by other agencies

both public and private. It is impossible to adequately address all of this information in the update of the General Plan, though most of it has been reviewed and considered in the development of this 2010 update. Students of planning are invited and encouraged to familiarize themselves with the contents of these reports and studies inasmuch as they do provide much of the basis for the information presented herein.

Technical authority for developing a General Plan comes from enabling legislation passed by the Utah State Legislature and included in Article 17-27 of the Utah Code which states in part, "It shall be the function of a County Planning Commission to make and adopt a General Plan for the physical development of the unincorporated territory of the county." This effort has been going on for many years.

Later planning brought the development of implementing ordinances to bring about the recommendations of the General Plan including such ordinances as the Zoning, or Land Use Ordinance as it is now called, a Subdivision Ordinance, special ordinances to guide special types of development such as steep hillsides, or unstable soils, flood plain or flood control ordinances, plus land management plans of the federal agencies, all having a bearing on what happens to development in Washington County. All of these plans and ordinances must be related to and coordinated with the overall General Plan for Washington County.

The General Plan is a guide for orderly development. It attempts to organize and coordinate the relationship between land, resources, people and facilities to protect the health, safety, and welfare of the residents of the county. It sets the direction for growth and change. The General Plan expresses in written words what the county wants to look like in the future, and it establishes policies for achieving those goals. It should be studied, reviewed and modified as warranted by new trends and new ideas and conditions. However, the plan must be more than an empty gesture as viewed by the people of the county. It is a statement of public policy and must be adhered to until there is shown a viable reason for modification or change. Because the plan is flexible does not mean that policy statements, objectives, or relationships between people and land should be ignored.

Growing out of the concern of interested people, developed with their help and adopted by their public leaders, it will remain meaningful only as long as that interest remains as a strong force in upholding the principles and standards set forth herein.

The Master Plan and Action:

Effectuating the General Plan is the responsibility of both public and private groups. The General Plan has no legislative authority to cause things to happen. If adopted as an ordinance it must be amended before anything may be changed, but does not legislate change. The General Plan provides the roadmap to follow. Vehicles of implementation must be started and put into operation before any of its recommendations can be realized.

The General Plan may call out the need for a number of precise studies to be prepared dealing with specific development situations. The Plan may recommend a detailed park or recreation

study to determine the precise design of the recreation area, or it could be a feasibility study to determine the location of a large public facility. Some proposals will take the continued support of public officials to reach fruition. All of these things may have their beginning as a recommendation of the General Plan.

Other vehicles of implementation take the form of Ordinances. These may include:

The Zoning or Land Use Ordinance:

The General Plan is not a zoning plan. It should, however, bear a relationship to all future land use actions taken by the land use authority. The General Plan indicates land use as it ideally should develop over a long period of time. Many recommendations may not be justified in terms of population or economic growth at the present time. The land use ordinance should not immediately change the zone on all property identified for future development by the General Plan. Such changes can be initiated, over time, by an individual, a group, or by a public body.

The Subdivision Ordinance:

Regulations for the subdivision of land, like zoning, stem from specific state laws which place upon local public officials the responsibility of guiding their development. In order that uniformity of requirements may be placed upon all developers, and in order that developers of land can know beforehand those things that are expected of them, such ordinances become necessary. The subdivision ordinance gives the public body the needed guidance in coordinating development of land areas and provides for locating highways, utilities, public facilities such as schools, etc., between the various developments. This ordinance should be revised and amended in light of the recommendations of the General Plan.

Field Trips:

The Plan recommends that field trips be organized, as necessary, to review proposals coming before the land use authority at their regular meetings. A member of the staff should accompany land use authority members on each field trip.

News Coverage:

Representative newspapers, radio, and television, should be encouraged to attend land use authority meetings and to report these meetings to the public. Members of the public should be encouraged to attend.

Interpreting the Plan:

It is essential that the graphics of the General Plan Maps convey the same meaning and that their interpretation in formulating of policy be consistent.

Land Use Areas:

The outlines of land use areas are, in some instances, definite and straight, and in other instances, flexible and free form as shown on the Map. A curving, or free form line, indicates a flexible boundary between two classes of land use. On the other hand, a straight, definite line which is co-terminus with the edge of a well defined physical boundary, such as a street, or other fixed and observable line, indicates a definite boundary for the district.

Public Facilities:

Existing public facilities such as schools, libraries, fire stations, etc., are shown on the Plan Map in their present location. Public facilities which are proposed in areas where the land has not been purchased are shown in a general symbol in the approximate location within their service area where they would best be located to serve the people of a given district.

A Look Back, and a Look Into the Future:

In 1970 the Master Plan suggested that significant growth could be expected in the following 20 years. A specific quotation stated, "The entire region composed of southwestern Utah, northern Arizona, and southern Nevada is poised on the threshold of phenomenal growth. Many prominent planners have compared it to the Palm Springs and Phoenix areas of 20 years ago."

Little did those people know? The 1970 population was officially 13,669. The 1990 population was projected to reach 23,000. In reality, the official 1990 population was 48,560. The 1970 projection of rapid growth only missed by 25,560 residents and the official 2000 census increased the population to 90,354, for an additional increase of 41,794. At this point it is safe to say that Washington County has been discovered.

The 2010 census will likely not be available prior to the General Plan update being completed. Estimates suggest that the 2010 population will be in the range of 160,000 to 170,000 residents. That is a significant increase over the 1970 population of 40 years ago.

There are many who have suggested that Washington County should curb all future population growth. If that had happened even ten years ago, think how many good people would have been denied the opportunity to live in this county in the last 10 years? If a decision was made to limit population, how would it be done? Would a lottery to issue building permits be best? What number should be issued? Would we consider auctioning off a certain number each year to the highest bidder? Considering that there are fewer permits issued in the unincorporated area of the county than in most of the incorporated cities, how would this be controlled, inasmuch as the county has no control over how many permits each city could issue?

It is the recommendation of the General Plan that the correct approach to issuing building permits is through natural economic forces. There are peaks and valleys to a free market system of building activity. With good planning, and with the application of good planning principles, the only fair and equitable way to advance growth in the private sector is to allow natural

economic forces to drive the number of permits issued by the county in any given year. Over our long history this seems to have served the county well.

There has been much concern over the critical need for work force housing. If housing permits are limited by strict land use controls, work force housing may be stymied by sharp increases in residential values as can be seen in other areas where this has been tried. In these instances, only the wealthiest can afford to come to the area. The General Plan recommends that natural forces and good planning decisions be used to oversee the future growth of the county. The recent Vision Dixie Principles have been created to help guide future development. This approach has served well in the past, and will continue to do so in the future.

Section II.

General Information regarding Public Lands in Washington County:

This section of the General Plan deals with general information relating to the public lands in Washington County. Following this general review of public land issues will be a more detailed review of each specific public agency including the Bureau of Land Management, the Dixie National Forest, Zion National Park, and the Utah Institutional and Trust Lands Administration.

The Bureau of Land Management:

The Bureau of Land Management is the largest single property manager in Washington County. It is the goal of the county to work closely with all of the Public Agencies in the management of their areas of responsibility for the overall good of the county. Whatever happens on the limited private land in the county impacts the public lands, and what happens on the public land impacts the private land. A close inter-relationship, as has been shown by previous experience, is even more important to continue into the future.

Continued development of recreation facilities on BLM land is encouraged by the General Plan. Continued approval of BLM land for recreation and public purpose use is also recommended. Some BLM land has been identified for disposal for development purposes. The General Plan recommends that the County and the BLM work in close contact together to determine when these disposal lands may best be absorbed into the private development lands in the county. Where land is disposed of for private use, there is a need for public facilities to provide the necessary services to this land.

The National Forest:

Most of the Pine Valley Mountain area and most of the northern part of the county is included in the Pine Valley District of the Dixie National Forest. Detailed plans should be encouraged to determine the full potential of public recreation and camping facilities that could be developed in the Forest. Present camping facilities are used to capacity during the summer camping season.

There are still tracts of private land inside of the forest boundary. Efforts should continue to trade those lands out of the forest in selected areas where they could be used for other purposes. The Plan recommends that efforts to facilitate such trades be continued.

National Forest land should continue to be used as multiple use land in that it should be available for livestock grazing, horseback riding and hiking, hunting, forest product gathering including wood and pine nut harvesting in proper locations, the cutting of Christmas trees where proper, and visitor experience on the forest including travel, and the use of trails throughout the forest system. The national forest land inside of Washington County is a valuable multiple use asset to the county and the residents and visitors that use the land.

The Dixie National Forest has just concluded the work on a multiple year update of the forest plan. This plan has just recently been adopted by the National Forest Service. The county is generally very supportive of this plan and encourages its implementation. The county appreciates having been involved with the Forest Service in the update of this plan.

The National Park:

Zion National Park is a major tourist attraction in Washington County. With an average visitor count of over 2,000,000 visitors annually, the county benefits greatly from having the Park in this county. The Park Service has continued to update their facilities to make them more attractive to the traveling public. The shuttle transportation system, installed several years ago, has proved to be an outstanding method to move the visitors through the park during peak visitor periods and the General Plan encourages its continued use and expansion as necessary. Efforts should also be made to expand tourist facilities within the park in order to allow visitors to see as much of the Park as possible. Planning efforts should continue to determine how best to accommodate the numbers of visitors and to make their visit to the Park a memorable experience.

Institutional and Trust Lands Administration:

When Utah was granted statehood in 1899, the United States Government granted 1/9 of the public land in Utah as school trust lands for the purpose of supporting public schools. Additional acreage was added for 11 other beneficiaries. The total amount of land in Utah was over 7,000,000 acres of land. Over half of that amount has been sold off.

The various beneficiaries have been active in selecting lands in Washington County over the years, especially after Washington County became recognized as a good place to invest in land in the early 1960's. The county has remained as a popular place for land development since that time, and much of the development that has taken place has been on land that was previously transferred to the State, or on lands that have been selected by the various entities from BLM land elsewhere in the county.

As a result of the federal government action, the state is filled with a checkerboard pattern of state trust land in most of the counties. The original designation provided for 4 sections of land in each township, effectively creating the checkerboard pattern. In many cases, this has made it difficult to practically plan for the use of these lands. In some parts of the state where mineral development has been active, the trust land program has benefitted from mineral development. In parts of the state where mineral development is non-existent, livestock grazing has historically been the primary user of trust land property.

In Washington County, the General Plan recommends that the trust land administration and the county work together to identify the highest and best use of the trust lands in the county for the benefit of the school system as well as for the benefit of long range planning in the county.

Impact of public lands:

Residents of Washington County can do very little without impacting, or being impacted by the public lands in this county. Some critical ways that public lands impact the county include:

- Offering outstanding scenic views in nearly all directions.
- Providing watersheds to protect our drinking water.
- Providing the rights-of-way for all of our roads leading to or from the county.
- Providing sand and gravel borrow sites for most of our building and development activity in the county.
- Conveying public land for various public services including school sites, park sites, solid waste landfill, Sportsman Shooting Park, county correctional facility, and various recreation and public purpose facilities.
- Providing many of our outdoor activities including hiking, water sports, climbing, using off-road vehicles, horseback riding, livestock grazing, hunting, fishing, camping, pine nut gathering, wood gathering, and Christmas tree harvesting.
- Providing Habitat for the abundant wildlife that inhabits Washington County, and a long list of other activities that contribute in large measure to the customs and culture of the residents of this county.

Washington County consists of islands of private land and people who are surrounded by State, Reservation, and public lands. Ownership and administration of lands within Washington County are shown below:

Table I
County Land Management

Bureau of Land Management	682,971.39 acres	43.92 %
Dixie National Forest	346,356.46 acres	22.27 %
Zion National Park	132,449.40 acres	8.52 %
State - all categories	87,865.09 acres	5.65 %
Other Public - county. local, etc.	20,554.86 acres	1.32 %
Paiute Indian Reservation - Shivwits	28,183.70 acres	1.81 %
Other Private	246,640.31 acres	16.50 %
Total:	**1,555.021.31 acres**	**100.00 %**

Historical Background:

Important elements of the customs and culture of the county are identified generally. These important sites are, in large measure, found on public land. They include historic sites, cemeteries, ghost towns, forts, sawmills, scenic byways, and other areas of interest.

The economic and ecological health of the county is very much dependent on the manner in which public lands are managed by the various state and federal agencies having jurisdiction over 84 percent of lands within the county. While such lands contribute many of the unique assets that make the county a highly desirable place to live and to visit, a number of issues have been raised during the previous half century involving the public's right to access and use the lands for legitimate purposes. Moreover, the ability of local and state governments and providers of essential services as gas, power, water, transportation, and the communications to access and use or cross over the lands when other alternatives are not reasonable available remains a critical need to ensure that local governments can provide for the health, safety, and welfare of the community at large.

Up through the 1960's the public generally had a clear right and opportunity for accessing the public lands for recreation, travel, and numerous business activities directly tied to making a living including mineral development, water storage, and water delivery, among others. With the enactment of numerous federal laws and regulations in the 1960's and 1970's pertaining to environmental protection, county officials and residents became increasingly subject to restrictions on how, when and where, access to the lands could be made. While the county is fully supportive of land use constraints necessary to protect public health and safety, and to preserve rare natural assets, historical features, and important landscapes, the county has needed the full cooperation of all affected state and federal agencies to achieve a proper balance between competing demands for use and management of the public lands that surround each of our communities. Other than water storage and transportation, no other issue has caused more concern than that of wilderness designation.

In 1976, Congress passed the Federal Land Policy Management Act (FLPMA) which, among other things, required of Bureau of Land Management to inventory all lands under its jurisdiction for wilderness characteristics and to recommend to the Congress, through the President, those lands that should be designated and preserved as wilderness. BLM in Utah completed its inventories, and in 1991 submitted its final report to Washington D.C. for further action. The report recommended approximately 67,000 acres of public lands in the county be designated for management under the Wilderness Act of 1964. While the county expressed some concerns, it substantially supported BLM's recommendations with only minor modifications.

Special interest groups at the state and national level, however, were successful in getting legislation introduced before Congress that would have greatly enlarged upon the acres and numbers of areas to be designated. Over the course of many years, the county held public hearings and conducted its own studies to determine the best legislative option to achieve the proper balance for the citizens of the county. The final reports from such studies continued to parallel the BLM recommendations and received support from consecutive Utah Governors.

Congress, however, failed to take final action to resolve the controversy and allow the state and county to move forward. "Temporary" restrictions on the federal lands involved in the initial inventories in the form of wilderness study areas remained in place, making it difficult, if not impossible to implement long-term management decisions on each area.

Affected BLM lands in Utah remained in limbo, while National Forest System lands in the Dixie National Forest in Utah were resolved. The Arizona wilderness bill included 2,690 acres on the Utah side of the Arizona border in the Beaver Dam Mountains. The Forest Service bill included 50,232 acres in the Pine Valley Mountains in north central Washington County. The final designations were compatible with county recommendations.

In 2004, with support from the Utah Governor's office, the county determined on its own to make one final effort to develop a plan for Washington County addressing not only wilderness, but a number of other areas affecting the county such as utility corridors, rights-of-way, community growth, and other concerns of the county. Details of this study can be found in the section of the General Plan entitled "The Washington County Resource Management Plan of 2009."

The planning effort addressing both wilderness designation and other land use issues, finally reached a climax after years of negotiations in March 2009, with the passage of the Omnibus Lands Bill of 2009 which included a section entitled "Subtitle O," - Washington County, Utah. After 33 years of significant time and effort on the part of county officials, staff, and many others, Washington County finally had legislative decisions relating to many of the issues regarding the county and the federal land management agencies.

In passing the county land bill, Congress made the following statement in Section 1792(c)(1); "Congress finds, that for the purposes of section 603 of the federal land policy and management act of 1976..., <u>the public land in the county administered by the Bureau of Land Management has been adequately studied for wilderness designation."</u> The county strongly endorses that statement by Congress. This General Plan does not support adding more wilderness areas in Washington County. Lands within the county's jurisdiction have been studied "ad nauseum," for the past three decades. It is now time for the county and the federal agencies involved to learn how to administer the lands designated, and to effectively integrate them into the wide spectrum of land uses within our jurisdiction, including the multiple use and sustained yield mandates provided by federal laws as they pertain to the public lands. The county maintains that it is critical for federal agencies to use their available resources to accurately survey, map, and sign all wilderness boundaries so that the public at large will be well-informed of the established boundaries, and those readily apparent conflicts to be resolved ahead of time to simplify administration and implementation. Moreover, land use restrictions and policies should be amply posted on applicable web sites, title plats, information kiosks, and other forms of media to help visitors and other users avoid conflicts and associated penalties. The rights of private and state in-holdings must be respected unless and until such lands are acquired by the applicable agency through legitimate processes from cooperating owners. The county will be diligent in seeing that provisions of section 1792(b) which pertain to administration of the new wilderness

areas, especially the prohibition of "buffer zones," and restrictions on land uses outside of the designated areas, be fully complied with by agency personnel at all levels.

The county believes that properly managed wilderness areas can be an asset to the diversity of opportunities for our residents, including compatible recreation, wildlife habitat improvements, livestock grazing and watershed management, among others. Improper administration and unnecessarily restrictive policies in violation of the Land Bill's provisions can create long-lasting conflicts, costly and unproductive legal action, and loss of public support. Washington County expects and looks forward to cooperative management and information sharing on all policy development and implementation pertaining to designated areas inside of wilderness areas and adjacent to outside boundaries. Information sharing must take place in all policy development and implementation pertaining to designated areas inside of and adjacent to county boundaries.

The Washington County Land Bill: (Title "0") Omnibus Lands Bill of 2009

Because not everyone has ready access to the land bill signed by the President in March, 2009, some of the highlights of the bill will be reviewed as a part of the Washington County General Plan. The entire Bill is included as an appendix to the General Plan.

1. The Bill specifically designated sixteen wilderness areas. One 2,243 acre area lies in the Dixie National Forest. A 124,406 acre area is contained within Zion National Park. Fourteen wilderness areas totaling 129,289 were designated on lands managed by the Bureau of Land Management. A summary of each of these wilderness areas is found in Appendix "A" of this General Plan to assist persons not having access to more detailed information relative to wilderness in Washington County. Most of the information is taken from reports prepared by the Bureau of Land Management.

2. Two National Conservation Areas (NCA's) were designated. One covers lands within the Red Cliffs Desert Reserve established in 1998 under the Washington County Habitat Conservation Plan. The second area is located in the southwest corner of the State along the Beaver Dam Wash and includes an Area of Critical Environmental Concern (ACEC) that was designated by the BLM in 1999 for the protection of the tortoise and other desert wildlife species. The BLM is required to complete management plans for the NCA within 3 years of enactment of the bill.

3. Uses allowed in the designated wilderness areas and the National Conservation Areas are addressed as to military over-flights, fire suppression, and road designations, acquisition of state and private in-holdings, water rights, wildlife management, and restrictions on buffer zones. All of the designations described above are withdrawn from the operation of mining and mineral leasing laws and land disposal either by operation of existing federal law or by specific language in the Land Bill. Federal agencies are required to consult and coordinate with

state officials on matters pertaining to wildlife management and water development.

4. Approximately 165 miles of the Virgin River and tributary streams in and adjacent to Zion National Park were designated as components of the National Wild and Scenic River System, the first such designation in the State of Utah.

5. Rights of Native Americans in designated wilderness areas are assured. A 640 acre tract of land formerly managed by the BLM is added to the southwest corner of the existing Shivwits Indian Reservation.

6. Within 3 years of enactment, the BLM is required to prepare a comprehensive travel management plan for public lands in Washington County that, among other things addresses a system of roads, trails, and areas for motorized and non motorized use. The plan is required to designate a linked trail system across BLM and National Forest lands known s the High Desert Trail for motorized recreational vehicles. The General Plan also identifies and recommends alternatives for a northern transportation corridor in the county.

7. The Land Bill states proceeds from the sale of public lands by the BLM, where identified for disposal in its 1999 Resource Management Plan, will be applied to the purchase of non-federal lands inside the wilderness areas and NCA's.

8. The BLM is responsible to identify and manage areas in the county where biological conservation is a priority and is authorized to establish cooperative agreements with, and provide grants to local, state, and tribal entities for research and management in such areas.

9. Also, the Bureau of Land Management is required to convey title to approximately 353 acres of public lands in the county to five public and municipal entities for parks, schools, and correctional facility expansion.

10. Disposal of some public lands for various types of development.

Various aspects of the Land Bill will be discussed further in the General Plan dealing with specific public agency plans. With the recent approval by Congress of the Land Management Plan, the BLM has much work to do to comply with the elements of Congressional action. Following this general overview of the public lands, the General Plan will look in some detail at each of the public agencies involved with public land management in the county.

A summary of each of each of these wilderness areas is found in "Appendix A" of this General Plan to assist persons not having access to more detailed information relative to wilderness in Washington County. Most of the information is summarized from the environmental impact reports issued by the Bureau of Land Management.

Historic Sites:

Some of the most important aspects of the customs and culture of Washington County are found in the remnants of many early settlements created by early pioneers. Rather than review these in a separate section of the General Plan, they are discussed in this section of the report because many sites are found on Bureau of Land Management or Forest Service land, or, are surrounded by public land which require cooperation on the part of the public agencies in order for the residents and visitors to have any chance to visit these important historic locations. In a few instances, the agency has transferred ownership to local jurisdictions, but without assistance from the public agencies, some would be difficult or impossible to visit. These sites are listed as follows:

1. "Ghost Towns"

   There are many Ghost towns in Washington County. In reality, these towns are remnants of settlements by the original pioneer settlers of Washington County. Following is a list of some of the more prominent ghost towns presently existing in the unincorporated portion of the county. Most are surrounded by public land. Many of these towns are found along the Virgin River. The reason that most of the towns are no longer there is also because of the Virgin River. The river could not be controlled, and flooding washed out dams and irrigation ditches. Most of the settlers finally gave up and moved to other locations.

   a. Duncan's Retreat is the remnants of a small community along the banks of the Virgin River between Rockville and Virgin. There were as many as 80 people there at its peak, most of the town has been eliminated by changes in the channel of the Virgin River, which is also the main reason the town no longer exists.

   b. Grafton is the next ghost town going upstream, along the Virgin River. Grafton is on the south side of the river and there are still two or three remnants or the town remaining. The school/church is owned by the county and has been restored in recent years. Two or three of the original homes are still standing, and at least one has been restored. Access to Grafton is through the town of Rockville.

      The General Plan suggests that a pedestrian access be developed on the south side of Highway 9 with an access foot bridge leading to the Grafton town site. This could provide an enhancement to the scenic highway designation of Route 9, and also provide security against the vandalism that takes place at the town site. The area is mostly privately owned and is jointly managed by the Grafton Heritage Partnership.

   c. Continuing up the river are the towns of Shuensburg and Northrup. They were located on the east fork of the Virgin River and are presently located

on private land with no public access. These towns disappeared because of the same reason the towns on the lower River disappeared. It is because of flooding on the river, and having most of their farmland and irrigation ditches washed out from the floods that these towns disappeared. The local historical society should seek access to these sites for the use of the general public.

d. Harrisburg is located along I-15 Freeway just south of the town of Leeds. At its peak in 1868, about 25 families lived there. Because of floods on Ash and Cottonwood Creeks, most of the residents moved north to what is now the town of Leeds. There are still two original homes in Harrisburg. The Orson Adams house on the west side of the freeway has been restored by the BLM, with help from Washington County.

e. Silver Reef is located adjacent to Leeds. Silver was discovered in this location in about 1871- 1872, which was the beginning of a prosperous run lasting until approximately 1900. Silver Reef was a bustling community at its peak with many types of stores and businesses existing there. Silver Reef provided a sale for many of the agricultural goods produced by the surrounding pioneer communities.

The town-site is presently owned by Washington County. There are three or four buildings standing. A map exists showing the location of each of the original buildings at the Reef. It is estimated that as much as $10,000,000, in silver was taken out of the mines during its original days of operation. There have been some attempts to again utilize the mines in more recent years, but not have been overly successful. The General Plan recommends that the county pursue further restoration if the ghost town or perhaps private investments could be made to continue to restore this once significant part of the history of the county. The area has a colorful history with many fascinating tales relating to what happened there over the years of its existence.

f. Hebron was another ghost town located along Shoal Creek lying west of the City of Enterprise. The originally settlers of Hebron, attempted to live the United Order wherein everyone living there shared everything they had in common. The experiment was not successful and most of the residents moved elsewhere. Hebron has had some new life in recent years as a summer home area with new homes being built. The land around Hebron is part of the Dixie National Forest.

2. Cemeteries:

Early cemeteries have also become a part of the customs and culture of the county. There were likely cemeteries laid out in connection with most, if not all, of these early

community developments. Some of the more prominent cemeteries include the following:

a. The Grafton cemetery is located at the edge of the town on Bureau of Land Management land. The Grafton Heritage Partnership and descendents of the original settlers maintain the cemetery and keep it up. The cemetery is available for the public to visit.

b The Harrisburg cemetery sits adjacent to the frontage road on the east side of the Interstate Freeway. This site is adjacent to a more recent development of travel trailers used primarily for residents who come here for the winter. The actual Harrisburg subdivision where homes were built lies west of the Freeway, and is now part of the Red Cliffs Desert Reserve.

c. At Silver Reef, there are actually two cemeteries located on a side road away from the town site. One of the cemeteries was for the Catholics, the other for the Protestants. These cemeteries have been deeded from the county to the town of Leeds for upkeep and maintenance.

d. Hebron also has a cemetery located in this town. It is kept up by relatives of those buried there.

f. One other notable cemetery is the one in Pine Valley. This cemetery is still used regularly by descendents of the settlers of Pine Valley, and by others who have moved to the area in more recent years. The cemetery was located on the National Forest, and has more recently been deeded to the Pine Valley Special Service District for upkeep and maintenance.

3. Scenic Byways:

There are two scenic byways in Washington County. One is the road between Rockville and Apple Valley which is a county maintained road located mostly on Bureau of Land Management land, and so identified as a scenic byway by the BLM. This roadway begins by crossing the only remaining historic bridge across the Virgin River in the town of Rockville, and climbing out of the Virgin River Valley to intersect with State Highway 59 at "Big Plain Junction" in the town of Apple Valley.

Part of the roadway between those two towns is in the unincorporated area of the county. That section of the road, a difficult section to maintain, is maintained by the county.

The other scenic byway is on State Route 9 between LaVerkin and Zion National Park. This is a Utah State Highway scenic byway, and is discussed in connection with the transportation section discussing major highways in the county.

4. Other important historic sites.

There are many other important sites in Washington County, both in the various cities and towns as well as in the unincorporated areas of the county. Some of these sites are found on private land, and others are on public land. The purpose of the General Plan is to recommend that all such sites be preserved, and made available to the residents of the county, and to visitor's who come to the county to visit.

a. Fort Pearce is located in Warner Valley, near the Arizona border on the road between the Washington fields and the Sky Ranch development. The historic fort is no longer standing and only the remnants of the original fort remain. Fort Pearce was constructed during the pioneer days to help protect the livestock of the pioneers from marauding Indians running off livestock. The Navajo's were considered to be the ones who created the most damage to pioneer herds. The purpose of the fort was to alert the settlers when Indian groups were coming into the area to warn them to protect their livestock. After peaceful settlement of Indian problems, the fort was not as important as it was originally. It is still an important part of the customs and culture of the county.

b. Dinosaur Tracks are located on BLM land along the same road as Fort Pearce, mentioned above. In this location are found some definite tracks left behind by the era of Dinosaur's, and are of special interest to see.

c. Santa Clara River Reserve has been more recently developed in an effort to protect Indian writings located on the south side of old highway 91 immediately south of the City of Ivins. This project is on BLM land with the ultimate intent of making this location an attractive visitation element in the county. A committee of residents from Ivins and Santa Clara has been involved with the BLM in identifying this site and making plans for its preservation, called the Santa Clara River Preserve. The General Plan recommends the continuation of this effort.

d. The Honeymoon Trail is a trail up and over the Hurricane Fault by which settlers in the Kane County area came to St. George once a year to bring materials to sell or trade, and also brought young couples to visit the St. George Temple to be married. The actual trail over the fault line is primarily across the border in the State of Arizona, but nevertheless has significant historic value to the residents and visitors to Washington County.

e. Sawmills were originally constructed in Washington County to provide construction materials to build the pioneer cities and towns during early settlement. Some of these were in the National Forest where most of the larger timber is located. Another area where much of the timber came from was the Mt. Trumbull area from which much large timber was

obtained for most of the large buildings in the territory, such as the St. George Tabernacle and the St. George Temple. The most notable sawmill on BLM land was located on Canaan Mountain. This location is discussed in more detail in connection with the discussion of the Canaan Mountain wilderness area.

The General Plan recommends taking whatever steps may be necessary to protect the preserve the various historic sites that have been identified herein, along with others that may not have been specifically identified. There are many other aspects to life in Washington County that qualify as a part of the customs and culture of this county including such important areas as education, music, theater, writing, dance, and these type of cultural activities. They are not specifically mentioned in this plan except to say that these things have been important elements of the customs and culture of the county since the first pioneer settlers entered the valley, and for the most part, are being protected by various historical and other interested groups in the county today.

Section III.

The Bureau of Land Management

General:

There are 630,282.34 acres of land in Washington County under the jurisdiction of the Bureau of Land Management. This amounts to nearly 41% of the total land area in the county, and is easily the largest block of public land. The BLM land area is almost double the amount of land managed by the Forest Service and more than 2-1/2 times the amount of privately owned land in the county.

The Bureau of Land Management comes under the jurisdiction of the Interior Department and is guided by the Secretary of the Interior. There is also a State Director at the state level, and the county land is also currently overseen by the District Office in Cedar City. This multi-level of management often complicates the problem of dealing directly with the manager of the St. George field office. This leads to challenges on the local level of dealing directly with those that have the most interest in what happens in Washington County.

The county, as a result of adopting the Washington County General Plan, makes it known that the county expects to have a "seat at the table" with the BLM in making decisions that impact this county. In recent years, the county has had a fine relationship with the local BLM office. The county would expect that this type of relationship will continue well into the future.

This county is affected by what happens on BLM land more than it is with any of the other public land management in the county. Alternately speaking, there are many special interest groups would also like to be able to influence the BLM in support their various positions.

One major concern of Washington County is the development of a county-wide transportation plan. The county desires to work closely with the BLM in developing this transportation plan inasmuch as most of the land in the county where the residents reside is surrounded by BLM land. It is not possible to develop a plan for the county without coordination with the BLM.

While transportation in the county also involves the other public agencies as well s the BLM, so much of the county plan is dependent upon planning by the Bureau of Land Management, the General Plan has chosen to discuss transportation in this section of the General Plan. It is recommended that all other agencies review this section of the BLM plan, as well as for private land developers and city and town leaders to familiarize themselves with the Washington County transportation plan. This section of the General Plan dealing with transportation is cited frequently in nearly all of the other sections of the plan.

Transportation:

One of the most important aspects of planning on the BLM land involves transportation planning. In the context of the Land Bill, the BLM is required to prepare a transportation plan for the BLM land within the next 3 years. Washington County is developing a transportation plan for the County which includes roads on the BLM land. The county desires to work closely with the BLM in their development of such a plan.

This phase of the General Plan considers the impact of the Bureau of Land Management land on transportation into, out of, and within the county. To drive through Washington County requires driving over BLM lands. It is not possible to drive far within the county without driving over roads crossing BLM land. Therefore this section of the General Plan will analyze the various levels of roads in Washington County, and contains a written text and transportation maps. Much of what is discussed regarding the transportation plan of the county also applies to the section of the plan dealing with the Forest Service, and to a lesser extent, to the National Park.

There are identified in the General Plan four types of county roads. These four types are Arterial Highways, Collector Roads, Special Purpose Roads, and other roads not otherwise classified herein. The roads depicted are shown without regard to the underlying land ownership or maintenance responsibility.

Because most of these roads are on public land, not controlled by Washington County, Washington County does not claim responsibility for the condition, maintenance, or ability of the public to travel all of these roadways. Some roads shown may be for special purposes which may result in access being closed to the general public. Many of these roads are not accessible by traditional vehicles including two-wheel drive sedans. Local inquiry with the county or with the public agency involved should be made before venturing out into the "back country" of Washington County. Simply because it is shown on a county or public agency map, does not mean that it is open to travel by the public in all types of vehicles and under all conditions.

The arterial highways essentially include all of the State and Federal highways that pass through the county even though these roads are not maintained by the county. Some county roads are also included in this list. This map includes all of the roads that are included in that category of major arterials and they are identified in the written text that follows.

There are many collector roads in the county. Some of these are classified by use, others by location and by the part that they play in providing a county wide backbone of necessary transportation routes through the county. Right-of-way width may vary on the collector road system. These roads are also shown on the map. They are not individually listed in the written text of the General Plan because of the difficulty of properly describing each one.

There are many types of special purpose roads existing on the Bureau of Land Management, and Forest Service land in the county. These roads provide essential access to mining and mineral sites and claims, locations of sand and gravel resources, water catchments, springs, livestock

facilities, recreation sites, private property, School and Institutional Trust Land property, and other such locations serving the needs of county residents.

The special purpose roadway map does not attempt to identify each and every roadway existing on the public land in the county. There are many roadways existing but not specifically classified that also provide access to areas of importance to county residents. The maps that are shown as a part of the General Plan do not in any way attempt, or suggest, that roads not classified should be abandoned or closed by the BLM. In fact, the county would expect that the BLM would coordinate and discuss any proposed closure of roads in the county with county officials prior to any closures taking place.

Except for the major arterials which are shown for continuity purposes, the county road plan does not attempt to show most roadways within the incorporated cities and towns. Some are shown to provide continuity to roads running through the incorporated area of the county to show how they connect to other segments of the roadway in the unincorporated areas. The system of county roads is discussed in more detail as follows:

A. Major Arterial Highways:

1. Interstate 15 Freeway:

   The I-15 Freeway is one of the most important transportation routes across our entire nation and travels through major cities including Los Angeles and Salt Lake City. This freeway carries millions of vehicles each year through the county. Much of the original right-of-way through unincorporated parts of Washington County is on BLM Land.

2. “Old Highway 91":

   Prior to the completion of I-15 in 1973, the main transportation route through Washington County was on U.S. Highway 91. Occasionally, traffic is shut down on I-15 because of an accident in the Virgin River Gorge. It is then funneled across the old U. S. highway, now a county road, to allow traffic to keep moving while I-15 is closed. It is critical to keep this highway open and in good repair. It comes through the Beaver Dam area from Arizona, crosses Utah Hill, and the Shivwits Indian reservation, and then drops down through the communities of Ivins and Santa Clara, rejoining I-15 again at St. George, Utah.

3. State Highway 18:

   This State Highway links the St. George valley to the northern end of Washington County at the City of Enterprise, then into Iron County, linking with I-15 at Cedar City. It is an important north-south route through the west central part of the county. It is gradually being widened and should be a four lane highway from St.

George to Enterprise at some point in the future. The General Plan supports its continued widening and improvement.

4. State Highway 9:

This State Highway links I-15 with Zion National Park and Kane County part of the highway has been designated as a State "scenic byway" and is considered for national designation. Much of this highway is located on BLM land. This 54 mile long route follows the path of the Virgin River, and winds through small scenic towns as the primary approach to Zion National Park. It contains views of the towering cliffs that are within the Park. The General Plan supports this designation and encourages further enhancement of this route to Zion National Park.

5. State Highway 17:

This short stretch of roadway across mainly BLM land leaves I-15 at Anderson Junction and travels through the town of Toquerville, joining State Route 9 in the City of LaVerkin.

6. State Highway 59:

This route begins in the City of Hurricane at the intersection of Highway 9, and continues eastward toward the State of Arizona, and Kane County, Utah by way of Apple Valley and Hildale. It provides an alternate route to Kane County and the State of Arizona without traveling through Zion Park.

7. The Gunlock Road:

This road begins at the intersection with old highway 91 and continues northward through the town of Gunlock, intersecting with State Highway 18 on the other end, in the community of Veyo.

8. Highway 120:

Highway 120 is a county road running between State Highway 18 in the City of Enterprise and the Iron County/Nevada State line to the west.

9. Old Highway 144:

Old Highway 144 is a county road that runs from the intersection with I-15 Freeway and the town of New Harmony in the northern part of Washington County.

10. Pine Valley Road:

The Pine Valley road runs between the town of Pine Valley and the intersection of the Pine Valley Road and State Highway 18 at the town of Central. .

11. Future State Highways - yet unconstructed:

There are a number of major traffic routes that are necessary to the future of Washington County. The General Plan recommends and supports the construction of each of these future routes at some point in time, and recognizes that a good part of each route will cross BLM land, or be predominantly on BLM land.

a. Southern Parkway:

The Southern Parkway is now constructed from mile post 2 on I-15 Freeway to the new St. George airport. It is planned to continue eastward, around the Sand Hollow Reservoir, and connect with State Route 9 near 3400 West in the City of Hurricane. The General Plan recommends its completion as an important east-west connection between cities in the county. It will provide primary access to the airport from the east side of the county.

b. Western Corridor:

Part of the Western Corridor alignment has been identified from Snow Canyon Parkway through the cities of Ivins and Santa Clara. This is an important western link to theI-15 Freeway and is located primarily on BLM land from Santa Clara to the Virgin River crossing, connecting to I-15 at mile post 2. The General Plan supports this "belt route." This route from Santa Clara to the Virgin River crossing is identified on the county transportation map, and made a part of the General Plan. A preliminary center line alignment was proposed after a year-long study by the Metropolitan Planning Organization with a broad spectrum of input from agencies, cities, and the public. The study was completed to promote corridor preservation until such time as funding was made available to complete the project. The final alignment from Old Highway 91 to the Virgin River crossing will need to be coordinated between the county, the BLM and the Metropolitan Planning Organization.

Neither Santa Clara nor Ivins has the money to build this link without funding from the MPO, or the State. Because of the importance of Old Highway 91 as an emergency bypass from the Virgin River Gorge, it would appear that ultimately, it would be in the interest of the State of Utah to have this link constructed to bypass Sunset Blvd. and Bluff Street,

and to get truck traffic using the old highway back to I-15. For these reasons, the General Plan supports its construction in a reasonable period of time.

c. Southern Link of the Southern Corridor

This section of the Southern Corridor was the first section proposed in the county many years ago. It departs from the current Southern Parkway east of the St. George airport at the entrance to Warner Valley. Then the corridor continues eastward through Warner Valley and over the Hurricane Cliffs, continues eastward through the Canaan Gap, eventually connecting with State Route 59 in the town of Apple Valley. This route follows the State line.

This route was originally proposed many years ago as a bypass for truck traffic to avoid the steep drop into Hurricane with the concern for the safety of school children in Hurricane. The General Plan continues to support this bypass route. Significant safety benefits would result from its construction.

The construction of this roadway would also provide a right-of-way for a part of the Lake Powell pipeline as it follows State, BLM, and private land between the Arizona State line and the Sand Hollow Reservoir.

d. Northern Corridor:

As a result of the act of Congress approving the Washington County Land Use Bill, the BLM is required to identify one or more routes making up a Northern Corridor. This corridor would link State Highway18 with Interstate15 Freeway at mile post 13 or some other point, such as a North Leeds interchange. Two alternative routes are identified on the Washington County Transportation Map.

The county is prepared to work closely with the BLM to determine the final right-of-way route, or routes. At least one alternative route would pass through a portion of the Red Cliffs Desert Reserve established for the protection of the desert tortoise. By 2030 a Northern Corridor will be critical to alleviate traffic gridlock in St. George City to and from large, growing community development along Highway 18 Residents and businesses need access to I-15 for travel north to Cedar City, Salt Lake City, Provo, and employment centers in the eastern parts of the county. St. George City projected such a corridor in their major transportation plan approved in the mid 1980's. More recently, as a part of the Vision Dixie citizen involvement element of the plan, many, many citizens show various transportation elements through parts of the HCP. The General

Plan believes that such a route is possible with further study by the agencies involved.

B. Collector Roads:

Washington County has a number of roads that are considered to be “collector” roads to collect traffic and move it to and from various parts of the county. These routes are vitally important to the customs and culture of the county, not only in moving people throughout the county, but also in connecting to our neighboring counties and/or states. Without including a specific description of each one, the general Plan supports each of these roadways and supports their continued upkeep and maintenance, either by county equipment, and/or the BLM themselves with their maintenance crews. The county expects to continue to work closely and in harmony with the BLM in the maintenance of these important roadways. The collector roads are not specifically listed in the General Plan text, but are shown along with the major arterial roads on the county map of roads and highways.

The General Plan recommends that the county and BLM re-negotiate their road maintenance agreement once the county and BLM road maps have been completed

C. Special Purpose Roads:

There is another group of roadways in Washington County that contribute significantly to the transportation needs of the County. Many of these roads are an important part of the customs and culture of the county. In their own right, these roads are as important to those that use them as any other roads in the county that have been identified above.

These roads are identified as “special purpose” roads. They may lead to a gravel or mineral deposit, mining claim, water spring or catchment for wildlife, livestock, to private parcels of land, to State Trust Land property, to a scenic overlook or view point, as a shortcut to save traveling miles out of the way to get to a particular place, for general sight seeing in some parts of the county, or to monitor, service, or install a utility transmission line. Most of these roads have been used for generations of time. Not all special purpose roads are open to the general public. Some are closed either on public land or on private land. A limited number serve special needs for maintenance of facilities such as a communication site, city wells, livestock watering places, meteorological stations, stream gauges, etc. Access may be limited to authorized users to protect the facilities from theft or vandalism. However, each, in some way, provides access to land for a special purpose.

D. Roads Not Otherwise Classified:

Some of these unclassified roadways that are not specifically shown on a detailed road map are dead-ended to the spot for which the road was built. Some are “cherry stemmed" into wilderness areas or other parcels of multiple use land. Some of these roads are

graveled, some are “dirt”, and some may be nothing more than a two track access to a particular parcel of land. All such roads are very important to those that have the need to use them.

As a part of the update of the General Plan of the county, these roadways are necessary to maintain the customs and culture of the county, and will be considered to be as much a part of the county transportation plan as those shown on the transportation maps. None of these roads should be closed without consultation with county officials.

Financing for road construction and maintenance:

For financing and maintenance purposes, the county receives funding for county roads from Federal and State sources. Roads are classified into two categories in counties. Most improved county roads are called class “B” roads. Most unimproved roads are called class “D” roads. Funds for these two categories of roads vary from year to year. The source of funding is the gasoline tax of which the county receives a share based on a formula that considers the type of road and the numbers of miles of roads in the county. The county has taken the position over the years that county roads will be maintained from gasoline tax funds and not from property taxes.

It must also be pointed out by this plan that in hot, dry years, it is counter productive to attempt to grade graveled roads when the county has received no rain. With some rain during the summer months, the road county maintenance crew can smooth out the roads. With no rain, the “washboard” condition of the roads is impossible to control. The Plan cannot guarantee a good amount of rain in July and August when it is most needed for proper road maintenance.

RS2477 Roads:

The RS2477 Roads was granted by an 1866 mining law known as Revised Statute 2477. A great many roads in Washington County and elsewhere were created under this authority and remain in use until this day. The statute was repealed in 1976 under the Federal Land Management and Policy Act, but existing rights were preserved. State and local governments, under Utah State law, have the right to administer the use and maintenance of roads created under the statute. Over the years much controversy as various entities, including the federal government, has attempted to close such roads without the consent of the governing local or state authority. The General Plan supports the retention of such roads where legitimate use and rights remain in place. Throughout Utah, many claims for and against R.S. 2477 rights-of-way have been taken to federal court with mixed results. The General Plan supports Utah's efforts to get the matter to the U.S. Supreme Court with the goal of obtaining a definitive ruling and settlement on the matter.

In the meantime, Washington County has prepared a transportation plan of roads for use in this county without regard to specific status. If a road of any of the categories discussed in this plan is needed as a roadway, for legitimate purposes, it should exist and be retained regardless of the category or type of roadway.

If a roadway is not needed, it may subject to abandonment and closure. It is the intent of the county to coordinate closely with each of the public entities to develop a plan for roads in Washington County that the BLM, as well as other public and private entities can support. The traveling public is not concerned with legal details regarding roadways, only that they be maintained and available for use by the public. The General Plan supports this position, and looks forward to coordinating the county plan with each of the public agencies.

Utility Corridors:

There are many major utility corridors running through and within Washington County. In the 1980's the Intermountain Power Agency made application for a 500 kW power line through the county from the power plant north of Delta, Utah to the Nevada border north of Mesquite. There was much discussion at the time as to whether to allow narrow, individual corridors or to have one wide corridor for the power line and any other subsequent utilities that might also need a right-of-way along the same alignment. The decision was made to have a single corridor. Since the original power line, there have been two underground natural gas lines in the same corridor as well as a second power line and a fiber optic cable. Moreover, there is another underground line, a refined petroleum line, currently being proposed. The General Plan supports the continued use of this corridor for major utility lines and the continued maintenance of the current one mile width of the corridor for future utilities that may need a corridor through the county. The General Plan would support expansion of this corridor as necessary in the future. The southern portion of this corridor has also been identified as the logical right-of-way for the High Desert Trail identified by Congress in the 2009 land bill. Another major utility corridor contains the Navajo 500 kV power line that is located in the southern part of the county as it goes from the Navajo generating plan near Glen Canyon Dam through Washington County and into Arizona and Nevada.

All such corridors should remain available for additional utility systems. Both corridors are designated in BLM's 1999 St. George Field Office Resource Management Plan and the Department of Energy's Utility Corridor Plan and Environmental Impact Statement.

Other major utility corridors include power lines from the Red Butte sub-station at Central, leading to southern Washington County. There is also a natural gas line parallel to Highway 18. Another major utility corridor is located on the southeast side of the Pine Valley Mountains to serve areas in the eastern part of the county with electricity and with natural gas. Other lines run toward Springdale, Hildale, etc. There are a number of electric companies that wheel power to sections of Washington County and serve the residents therein. Many cities have their own power company.

Attached is a map that shows all the existing major utility corridors within and through the county. Corridors are shown for future transmission projects that are proposed, but not yet developed. The General Plan supports the creation of transmission corridors for the future lines needed to serve the residents of the county. The plan recommends the public agencies work with

all future company needs in providing utility corridors for electric, gas, fiber optics, or oil transmission facilities that will be needed in the future.

Included in this recommendation is the need for the site location of transmission towers for cellular telephone transmission, and other types of transmission systems including such things as radio towers, hydrologic and air quality testing facilities, and high speed internet transmission lines. These sites are not specifically shown as a part of the utility system map, but equally important to the future of the county. Earthquake measuring devices and other similar testing equipment that may also be located in the county in the future, and are encouraged to be approved by the public agency by the General Plan.

The county is particularly concerned that major communication sites existing on west mountain and scrub peak continue to be authorized by the BLM, and employed to their maximum potential. Almost all law enforcement in this county and northern Mojave County, Arizona, is dependent on these sites for area-wide communications. Public safety is at stake if use is curtailed at either site by restrictive land designations.

Trails:

Trails have become an important part of the exceptional quality of life and livability of Washington County and are a major draw for tourists and residents alike. Numerous trail systems have been completed by city planers within incorporated limits with the intent to link with trails in adjoining communities to make an unprecedented trail system allowing non-motorized commuting in addition to extraordinary recreational opportunities in the urban zone.

Outside of the communities, the county has worked with public agencies to foster over 200 miles of trails and numerous trail heads, the majority of which link with those coming out of the cities and towns. The overall goal, as established by the Three Rivers Trail Initiative, is to create a fully linked trail system allowing continuous travel on authorized trails from the Shivwits Indian Reservation on the west to the south entrance of Zion National Park on the east. Funding for most of the trail components has come through the Utah Division of Parks and Recreation with matching contribution from local agencies and towns. The General Plan supports the completion of this system along with other trail developments including the High Desert Trail system that is called for in the Land Bill.

In the unincorporated area of the county there are basically two types of trails. They include:

1. Trails for use by hikers, horseback riders, mountain bikes, or users of non-motorized vehicles. Many trails of this type are located in the Red Cliffs Desert Reserve, as well as in other areas of the county. These trails are well used by this segment of the population.

2. Trails identified as being open to motorized vehicles. This may include 4-wheel - drive vehicles, off-road vehicles, and any other type of motorized recreational vehicle. County ordinance identifies all roads in the county as open to this type of vehicle unless otherwise shown as being closed. One of the most important such trail is the High Desert Trail, as identified in the

Land Bill. This trail is a part of a multi-county trail that serves a large number of counties in the State. The southern end of this trail here in Washington County ends up at the Nevada State Line and will be extended further from there into the State of Nevada.

The county has been involved with the trail alignment for this trail for a number of years, particularly on forest land, and is happy to continue to work with the public agencies to see the right-of- way indentified and the trail constructed.

There is a map included in the General Plan showing the major routes for motorized vehicles and for non-motorized vehicle travel. The State Division of Parks and Recreation has just completed a very thorough map showing motorized trails in Washington County. The General Plan endorses this plan, though some corrections will show on the map included in the General Plan.

The General Plan offers a strong word of caution, particularly to the users of motorized trails and roads in the county. There are many roads and trails that are available for use. The county will do all that it can to see that these travel ways are kept open and available for use. However, as the use of motorized vehicles continues to increase as a measure of recreation in the county, the General Plan recommends that recreation groups, particularly, undertake educational programs with residents of the State who may come here, to encourage users to use roads and trails that are designated for use, rather than opening new roads and trails that do not currently exist. Nothing will cause the public agencies to close some these trails more quickly than the abuse of the right to use them in a respectful manner. This means staying on the exiting routes, of which there are many, not creating new routes that do not currently exist, keeping them clean by leaving no trace as to where the vehicle has been, and simply being a good user whenever out on the public lands on a recreational type vehicle. Use these routes wisely. The public must patrol itself.

Other Areas of Needed Cooperation:

There are many elements identified in the current Bureau of Land Management St. George Field Office Resource Management Plan that Washington County is, and has been, in support of since its adoption. The county does not support these elements being amended or changed in any significant manner without the county being fully involved in such changes. The county has enjoyed excellent cooperation with the BLM for the period of this resource management plan.

It is not the intent of this General Plan to include all of Chapter 2 of the BLM Resource Management Plan into the General Plan of Washington County. However, many, if not most of the policies in that Plan are still viable to Washington County and should still be followed. The plan will attempt to identify many of the subjects covered and will look forward to discussing any changes that may be proposed in the future to these various land use categories which are listed as follows:

Land exchanges - would be permitted on land not specifically identified for exchange or disposal if such changes are determined to be in the public interest and would accommodate the needs of local and state governments including needs for the economy, public purposes, and community growth. Lands previously identified for transfer, but not yet transferred, and which may be

available through the approval of the land use plan by Congress, are identified for acquisition as well as lands identified for recreation and public purposes, where known.

The preservation of scenic Route 9 has been discussed elsewhere, but is identified in the BLM Resource Plan as being retained to enhance the scenic corridor. Additional utility transmission in the already designated utility corridor to serve the eastern part of the county may, however, still be necessary in that area in the future.

Trespass on public lands may be best settled by exchange for equal or better value in areas supporting significant resources.

Where easements are necessary to provide public access to important use areas on public lands, the BLM Resource Plan should continue to make public lands available for such purposes. Where possible, sponsors should locate rights-of-way in existing or designated utility corridors. Public lands are generally open to new rights-of-ways. Applications would be considered on an individual basis. The BLM Resource plan identifies known and proposed utility routes. The County General Plan also identifies known routes and currently known future routes for roadways and utility corridors. Such corridors would generally be one mile wide but could vary according to topography, etc. The General Plan recommends that this width be maintained and that the county be involved in discussing areas where this width might need to be modified.

New routes for major roadways such as the connection from Highway 59 at Apple Valley to I-15 and on to Ivins and Santa Clara will be considered. This route would allow for heavy truck traffic and through traffic to bypass congested urban areas and to resolve growing public safety issues.

The County will work with the Metropolitan Planning Organization in both the eastern and western parts of the county to identify existing major highways and proposed future major highways and to include them in the General Plan.

Energy and mineral resources are critical to the future of Washington County. Of particular importance is sand, gravel, and cinder sources for construction purposes. The General Plan will work with the BLM to identify as many such sites as can be identified in the county in order that these areas can be protected from closely developed residential uses. This can be done by county zoning ordinance to protect future sites, even though actual development may not be needed in the immediate future. The General Plan recommends that these valuable mineral uses be given strong protection. Some sand and gravel sites may, of necessity, be located in proximity to already developed residential areas.

There may be other minerals in the county, including solid and fluid minerals, and wind and solar development in areas identified for multiple uses on the BLM lands. The county will work with the BLM when such areas are proposed for development to provide the needed access for utilities, and other needs, depending upon the size and scope of the project. The use of such areas for development when properly identified and planned is supported by the General Plan in multiple-use areas of the county.

"It is BLM's objective to continue to work closely with Washington County officials to ensure that use and enjoyment of existing roads and trails is permitted under safe and prudent conditions. It is also BLM's objective to work with municipalities, transportation and other affected parties in defining and planning for future transportation systems where public lands are involved," according to the BLM Resource Management Plan. The county supports this policy. The present Resource Management Plan provides the basis for close coordination with the county in developing and updating a county and BLM road management plan that can serve the needs of both the county and the BLM. Such a plan is mandated by the bill from Congress. It has been identified in many places in the General Plan that it is the goal of the county to work out a transportation plan that both groups feel comfortable with.

Relative to soils and watershed protection, the General Plan quotes a statement from the Resource Management Plan which is supported by the General Plan. "It is essential that BLM work collaboratively with local, state, and other federal agencies, Indian tribes, user groups, university researchers, and diverse interested publics to develop plans and implement approved recommendations to achieve a sound balance in how resources are used to meet the community's needs and to support the conservation of natural resources in the county." Any changes in BLM policy regarding water development and soils should be coordinated with the county prior to any changes being made consistent with the intent and purpose of the General Plan.

The Land Bill for Washington County also designated a number of river segments in the north drainage of the Virgin River as being wild and scenic rivers. Most are located in the Kolob area of the county north of Zion National Park. Washington County should be closely involved with the BLM in developing specific management policies for these stream segments. Most of the segments are within, or adjacent to, identified wilderness areas. The county is interested in the management policies for these stream segments as they are developed by the BLM and in harmony with the General Plan of Washington County.

The Lake Powell Pipeline was not specifically identified in the current management plan of the BLM because no specific proposals had been made to BLM at the point in time that the resource plan was completed. The General Plan supports the development of this future water source for Washington County, and the proposed alignment of needed pipelines to support its development. The County will work closely with the BLM to review and approve the proposed or amended right-of-way to deliver additional source of water to Washington County.

The development of additional water resources also calls for the development of additional water storage facilities. The General Plan supports all current and proposed water storage reservoirs throughout the county as they may be identified in the future. Two known sites include the Anderson Junction site and another site at the head of Warner Valley. As other sites are proposed and identified, the General Plan recommends that the County General Plan and the BLM Resource Management Plan be amended to include these additional reservoir sites as they may be identified for development. The proposed plans shown in the Resource Plan may have been modified over the years. The county will work with the BLM to make sure that this plan is updated as needed.

There are significant riparian resources in the county with many such areas on BLM land. The county will work closely with the BLM to review these areas, as well as vegetation resources, special plant varieties and animal species that are identified in the Resource plan.

The Habitat Management Plan was adopted by Washington County in 1996. The plan is in place for a twenty year period of time. At the present time, the plan appears to be well managed and is cooperating with the state and the various communities to the extent possible. The General Plan proposes that the plan be continued in its current makeup for the balance of its originally stipulated existence. It is the recommendation of the General Plan that a "seamless" transition be made between the current HCP and the National Conservation Area created for the same areas as the HCP as a part of the 2009 act of Congress. The HCP is working well, the current "players," meaning the public agencies, is functioning well. This organization would appear to be the same organization that is needed to carry this plan forward beyond the 2016 expiration date of the HCP.

On March 30, 2009, the President of the United States signed an Omnibus Lands Bill that, among other things created the Red Cliffs National Conservation Area in Washington County. The NCA was the outcome of many years of work and implementation associated with the Washington County Habitat Conservation Plan (HCP) which had previously designated approximately 62,000 acres of land in the county as the Red Cliffs Desert Reserve. The county worked closely with the U.S. Fish and Wildlife Service, the State of Utah, the Bureau of Land Management, and several participating municipalities to implement and manage the reserve for the purpose of recovering the threatened desert tortoise and other species at risk in the St. George urban corridor. That effort required extensive coordination and planning using the talent and resources of all agencies and partners involved. A multi-agency group served as the coordinating committee which advised the county commission on all matters pertaining to the use and conservation of lands within the reserve. Under the terms of the HCP, representatives of key user groups and community interests were involved in all phases of implementation and management. It has served as a highly successful model for similar efforts taking place throughout the western United States.

To provide a permanent protection for the desert tortoise after the USF&WS permit expired and/or recovery objectives were achieved, the HCP called for the creation of a national conservation area. The goal of the General Plan is to continue the highly collaborative process currently in place in the development of planning, management strategies, and administration of the NCA. In addition to the 1995 HCP and the 1996 implementation agreement, current direction for use and management of the reserve is spelled out in great detail by the public use plan approved by the commission in June of 2000, and formally adopted by the BLM in 2002 after extensive public input and NEPA analysis. The county expects, and the General Plan strongly recommends, that the documents cited above continue to be the basis for the day-to-day management of the new NCA and the county plans to continue to make its resources available to support a collaborative approach in developing the NCA management plan called for in the legislation. Moreover, it is essential that the federal government recognize the Section 10 permit issued to the county under the Endangered Species Act, and support all provisions of the HCP

developed in support of the permit. The economic and ecological well being of the county is dependent upon this plan and its continuation.

The Omnibus Lands Act of March 30, 2009, also created the 68,000 acre Beaver Dam Wash NCA in the very southwest corner of the county. The act states that the purpose of the NCA is "to conserve, protect, and enhance for the benefit and enjoyment of present and future generations the ecological, scenic, wildlife, recreational, cultural, historical, natural, educational, and scientific resources of the NCA." The area designated overlaps the BLM's Beaver Dam Wash area of environmental concern and numerous other public lands used for grazing, outdoor recreation, wildlife habitat, watershed, the major utility corridors, a major transportation corridor, and desert research. The NCA includes private lands, numerous state owned lands, BYU's Lytle ranch facility, the Joshua Tree National Natural Landmark, the Woodbury Desert Study Research Area and significant amounts of desert tortoise critical habitat. The Kern River corridor is a nationally significant corridor that contains multiple high voltage transmission lines, gas lines, and fiber optic lines. The corridor is designated in BLM's 1999 St. George RMP, and in the Department of Energy's Westside Corridor Plan and EIS. It forms a major route for transmission of fuel and electricity from the Intermountain Region to major markets in southern Nevada and southern California. It is also the likely corridor to be used for transmission of electricity emanating from planned and potential wind and solar facilities in Utah and Wyoming, including Washington County. It will be crucial in meeting goals for western states intent on maximizing development of renewable energy resources. Therefore it is paramount that the corridor continues to be made available for the purposes for which it was established. New restrictions on the corridor cannot be justified simply because of the NCA designation. Washington County will vigorously defend the corridor's legitimate use. The General Plan would recommend that the management of this corridor remain under the management of the BLM, outside of the jurisdiction of the NCA.

In like measure, it is essential to the health, safety, and welfare of Washington County that physical, motorized access be maintained to all private, state, and federal lands where facilities and operations require such access to continue essential activities, including emergency access for law enforcement, fire fighting, search and rescue, and ongoing economic activity such as livestock grazing, watershed management, flood control, stream monitoring, water developments, communications, and wildlife habitat improvements. Washington County understands the need for special natural area management in those areas of the NCA that have unique values that warrant a light hand on the land. The county does not support, nor can it tolerate, a complete closure of areas to government officials, permit holders, legitimate operators, and the general public simply to satisfy the demands of any special interest group that desires to close public lands to all forms of human use provided for in current state and federal law and existing land use plans. The county accepted an NCA designation on the Beaver Dam Slope in lieu of numerous designated wilderness areas so as to preserve options for compatible uses throughout major numerous designated wilderness areas so as to preserve options for compatible uses throughout major portions of the area. The county is willing and anxious to promote a collaborative approach to managing the lands and resources within the NCA in concert with BLM, the State of Utah, and private managing or lands and resources within the NCA in concert with BLM, the State of Utah, and private land in-holders. That the county is able to do so is

amply demonstrated in the manner in which it has led the planning and management of the Red Cliffs Desert Reserve, now encompassed within the Red Cliffs NCA, since 1996. The county will insist that management plans developed for the Beaver Dam Slope NCA give proper respect and consideration to the General Plan and all other applicable state and local plans in accordance with Section 202 of the Federal Land Policy and Management Act of 1976. It is critical that the BLM recognize the legitimate needs of the citizens most dependent on the access to and use of the public lands within its jurisdiction. The county expects that, as the representative of the federal government, the BLM be forthright and early in its notifications to the county as to plans for land use changes in the NCA and involve the county in a meaningful way as a partner in making any such changes.

The General Plan supports developed and primitive recreational and organized camping facilities on BLM land. The county will work with the BLM to review the BLM land, and to determine whether or not there may be additional areas that could be developed in the future. Any potential future sites will become a part of the General Plan.

Fire Management:

Fire management on public land is one area in which the General Plan does not support many of the current public policies for fire management. Fire management on public land includes three general areas. These are discussed by the General Plan as follows:

1. When fire threatens lives, property, or public safety, the county supports the policy to suppress fires that could become a threat to the health, safety, and welfare of the public. This policy should be continued and extended to other management areas, such as those described below.

2. General wildfires include lighting strikes, accidental fires, etc., and prescribed burns. The General Plan agrees that there will be wildfires from time to time, especially in wet summer seasons, and the plan also agrees that from time to time, after consultation with state, local and other federal land managers, that a prescribed burn might be useful in improving range conditions and improving grazing. In past years chaining was also an alternative to prescribed burns. The General Plan recommends that the public land managers look for new and improved means of fire management and suppression that would protect the natural resources, including air quality. The General Plan recommends that in order to protect the health, safety and welfare of the public, wild land fires, with the possible exception of a limited prescribed burn, should be suppressed as quickly as possible with the least damage to, and loss of, burned acreage.

3. Wildfires in designated wilderness areas, ACEC's and riparian areas. Washington County now has sixteen new wilderness areas as a result of the land bill adopted by Congress that did not exist in the county one year ago. The federal management plan for all wilderness areas is to let a fire burn if it is within the boundary of one of these areas. The Washington County General Plan is opposed to this policy. If it is the intent of designated wilderness areas to protect the resource for future generations, it is not being protected by letting it burn. In the summer of 2009, there was a fire in the Pine Valley Mountain wilderness area. That covered a few acres. Because of

federal policy, it was allowed to burn until it extended beyond the wilderness boundary. By this time, it had consumed hundreds of acres, and the agency finally became involved in the suppression effort. As a result lives were threatened, private property, including homes, were destroyed, and hundreds of acres of land were burned for a fire that could have been suppressed during the first day or two after it started.

This policy of fire suppression says nothing about the air quality that was so bad that, from the City of St. George, the Pine Valley Mountains were invisible for days at a time because of the thick smoke from the fire. There was no thought to the protection of air quality for the residents of the county. Local forest authorities could to nothing about the fire because of a faulty federal fire control policy.

Another fire that burned at nearly the same time occurred in the new Zion National Park wilderness area. This fire was also very small at the outset, but under federal fire management policy, it was allowed to burn uncontrolled until the fire had burned hundreds of acres, and filled the county with smoke for weeks before the fire was finally suppressed. The General Plan condemns this policy as being irresponsible and adverse to the public interest. It is not in the interest of protecting the general health, safety, and welfare of the residents of this county. Several fires in California had the same effect on Washington County in 2008 and again in 2009.

The county finds it reprehensible that the federal government makes a big issue out of using a vast natural resource, coal, to generate power from which smoke stacks produce a plume made up mostly of steam and water vapor, and yet sees nothing is wrong in letting fires burn for days and weeks, which, along with California fires burning at the same time, filled the valleys of Washington County with smoke for months.

Through much of the summers of 2008 and 2009 the air quality has been closer to Class IV air than to class I or II. Uncontrolled fires spew more pollutants into the atmosphere when allowed to burn uncontrolled, than a coal fired power plant will contribute during the life of the Power Plant.

Section IV.

The National Forest:

General:

Of the National Forests located in the State of Utah, the Dixie National Forest is the largest of the six forests. It covers over two million acres in six counties; Garfield, Iron, Kane, Piute, Wayne, and Washington County. The headquarters for the Dixie National Forest is in Cedar City, Iron County, which is adjacent to Washington County on the north. Of the two million acres in the Dixie National Forest, 346,356 acres of the forest are in Washington County which total a little over 17% of the total Dixie National Forest. That portion of the National Forest in this county is included in the Pine Valley Ranger District and amounts to 22.27 % of the land in the county.

The Pine Valley Ranger District, with headquarters in the City of St. George, lies south of the Washington / Iron county line and west of Interstate 15 Freeway, and extends westward to the Nevada border. Included in the Pine Valley District are two designated wilderness areas. These include the Pine Valley Mountain wilderness area designated in 1984, and the Cottonwood Forest wilderness area designated in 2009 as a part of the Washington County Growth and Conservation Act enacted by Congress.

There are two wilderness areas together result in over 15 % of the total forest land in the county. Most of the remaining acreage in the forest is classified for multiple use purposes.

Next to the Bureau of Land Management, the National Forest is the largest public land holding in the county. The National Park also makes up a large area in the county, as does the collective acres overseen by various agencies of the State of Utah. Each of these areas will also be discussed as a part of the General Plan.

Even though there are different public land managers in the county, they have many things in common with each other, including the fact that whichever agencies the county may be dealing with, the same residents of the county are affected by the decisions of the agency.

Many years ago the Governor of Utah organized a group named the Southern Utah Planning Authorities Council (SUPAC) for the purpose of resolving problems between the county and various federal and state agencies. The original effort was so successful that the program gradually spread to the adjacent counties making the SUPAC organization essentially a five-county organization. This is not to suggest that the organization has not served a very useful purpose. Regular meetings' involving the public land managers is a very useful tool in implementing planning efforts in the region.

It does no good to work with all of the public agencies in preparing this General Plan, if we never again meet together once this plan and other similar agency plans are completed if they are never again coordinated. Only through regular coordination can any of these plans be successful.

It is not the intent of the General Plan to quote the forest resource management plan as a part of this document. The county is generally in support of the resource management plan adopted by the National Forest as it relates to Washington County. There are some areas of disagreement with the forest plan. These areas mostly involve federal directives relating to such things as livestock grazing and fire control over which local ranger districts have no control. The various facets of the forest plan will be mentioned as a part of the General Plan. Where differences exist, they will be identified. In areas where the county is in support of the forest plan, the section of the forest plan will simply be mentioned with no objections expressed.

Transportation:

Because of overlapping issues facing the county and the public agencies, the General Plan recommends that public land managers read all sections of the plan dealing with the other public agencies. Many issues of concern or interest to one public agency may be discussed in the section dealing with that agency, and issues that will impact other agencies maybe discussed in other areas of the General Plan. Most often these issues are not repeated in the discussion of the plan with each agency individually.

One such issue has to do with developing the county transportation plan. A person cannot travel far in this county without crossing lands managed by other agencies. For this reason, the General Plan has spent considerable time in preparing a circulation plan throughout the county. This plan obviously involves land overseen by all public land managers.

The General Plan of circulation in the county takes different forms. One transportation map includes all major arterial and collector roads in the county no matter what land they cross. The plan will contain these road maps as a part of each section of the plan, particularly the forest and BLM sections. However, more time is spent discussing where the major roads are located, etc., in Section III than in any other section. The reader is referred to that section to get the most information about roads and transportation. But the questions of roads and their importance relate to each section of the plan because they all relate together into one whole.

The General Plan contains the following road maps:

1. Map of Arterial and collector roads.
2. Map of special purpose roads.
3. Map of off road vehicle roads
4. Map of RS2477 roads
5. Map of riding and hiking trails that are - non-motorized

These maps relate to all land management agencies in the county. The county is interested in the proper upkeep and maintenance of roads on forest land. The recommendation of the General

Plan is that following the approval of this plan that forest officials and county officials meet together to review the maintenance of roads in Washington County and review the maintenance responsibility of the forest service and the county. If revisions need to be made as to who might be responsible for maintenance of a specific roadway, the maintenance agreement should be amended and updated.

Changes in the management, maintenance, and classification, of roadway usage are of concern to the county. The General Plan recommends that forest officials and county officials meet to discuss any proposed change to the usage of any road on the forest land, and the change should be agreed upon by both entities before it takes place. The county is willing to meet anytime to discuss forest road issues as a partner in forest management and has appreciated the cooperation and involvement with forest management up to this point, with hope that it will continue.

Wilderness:

One of the first wilderness designations in Utah was made in 1984 when the top of the Pine Valley Mountains was designated by Congress as wilderness. This area included some 50,000 acres. As a part of the Washington County Growth and Conservation Act of 2009, another 2,643 acres was designated on the National Forest in the south-east corner of the Dixie National Forest adjacent to the BLM Cottonwood Wilderness area and was designated as the Cottonwood Forest wilderness area. All of the other wilderness areas are on Bureau of Land Management land along with most of Zion National Park.

The county concurs with the county land bill that the Cottonwood Forest Wilderness area fits well with the BLM Cottonwood wilderness Area. For that reason, the county recommended that it be included in the act of Congress. The county also agreed with Congress that this county has been studied no end for wilderness designations and enough is enough. The General Plan says emphatically, "Study this county no more." The General Plan feels that this statement applies to any and all public land in Washington County.

Vegetative, Hydrological, and Geological Features:

The variety of vegetation on the forest is reflective of the soils, climatic patterns, disturbance, histories, and elevation of which there is significant variation within the county. Lower elevations contain Pinion pine and juniper with some bristlecone pine in the northwest portion of the county. Other elevations contain ponderosa pine with quaking aspen at the higher elevations. The type of vegetation is dependent upon water and elevation. Elevations in Washington County vary from lows of 2,800 feet near the southern end of the county, to over 10,000 feet in the Pine Valley Mountain area.

More recently, as a result of some fires, cheat grass has become the predominant vegetation instead of other historic types of ground foliage. This growth of grass could be controlled by the proper use of livestock grazing in the spring when this grass is still green, and when it could provide forage for livestock. By removing livestock from the historical range, the forest encourages more frequent and more devastating fires in the future. The General Plan does not

support the current grazing policies that have resulted in most of the livestock being removed from the public range.

Washington County has not seen the same degree of plant loss because of insect infestations as some other parts of the Dixie National Forest have seen. Where insect injury has caused the loss of large trees, the forest should make every effort to harvest these trees to receive some economic benefit from their existence.

The average rainfall in the forest areas of the county range from about 8 inches in lower elevations to over 25 inches on higher locations.

Precipitation mostly comes from snow in the higher elevations during winter months and from summer storms from mid-July through mid-September. These summer storms are generally associated with lightning which makes these summer months subject to lightning fires and flash flooding which are most destructive to the forest land in the county. The General Plan suggests that such fires can be minimized by proper grazing management throughout the forest.

Geographically, the Dixie National Forest is on the divide between the Colorado Plateau and the Mojave Desert. In Washington County the Dixie National Forest lies south of the Great Basin.

Wildlife:

There is a great variety of wildlife on the forest in Washington County. This includes deer, elk, cougar, and many smaller varieties of animals. While there are a few fishing opportunities on the forest in the county, they are somewhat limited, but good where these opportunities exist. The major fishing activity takes place at the Enterprise reservoirs and the Pine Valley reservoir. There are streams where fishing is available, but it is limited. Many of the streams in Washington County are seasonal and are dry during some months of the year.

Many varieties of birds are found on the Dixie National Forest, including Eagles, smaller raptors, and other bird species.

Recreation:

The forest in Washington County supports a broad spectrum of recreational activities. These opportunities for recreation include camping, hiking, horseback riding, OHV use, hunting, fishing, wildlife viewing, wood cutting, nut gathering, and viewing of scenic landscapes. It is easy to see the importance of the forest land in this county to both county residents and to visitors who come to the county to participate in many of these recreational pursuits.

Because of the proximity of the forest land in Washington County to non forest areas in adjacent states where the desert landscape predominates, the National Forest in this county also provides extensive forest experience to many of our neighbors. This further emphasizes the importance of maintaining as much of the forest land as possible for multiple use purposes. The General Plan is very emphatic in declaring that the remaining forest lands in the county continue to remain as

multiple use land because Washington County provides forest recreation opportunities not only for our own residents, but for residents of Nevada and parts of Arizona as well. This growing need for forest recreation opportunities, of which the county is already well aware, places a significantly increased demand on the forest land in the county. This issue places additional pressure on the forest wilderness land in this county.

One national recreation trail, the Whipple Trail, in the Pine Valley Mountains is on a National Register which attracts many additional forest users to the county than would otherwise come here if the forest use was limited to residents of this county.

There are a number of improved campgrounds on forest land in the county. One of these is Oak Grove on the southeast slope of the Pine Valley Mountain. The most prominent site and most heavily used camp ground is the Pine Valley campground adjacent to Pine Valley Townsite. Many of the camp sites in this campground are being re-configured to remove them from live stream and riparian locations. There are some camping facilities adjacent to the Enterprise reservoirs west of the city of Enterprise. Further west near the Nevada border is the Pine Park campground. The General Plan recommends that the Forest Service review forest land for the possibility of establishing additional developed camp sites that might could be developed in the county. Obviously, funding to develop camping facilities is a problem. However, if the plan is good, time will provide a way for additional organized camps to be developed.

Historic Sites:

The National Forest in Washington County also contains a number of historic sites. These include historic town sites such as Pine Valley town, Hebron, and Pinto. There are sawmill sites around Pine Valley, cemeteries in Pine Valley and Hebron, etc., recreation sites, administrative sites, CCC (civilian conservation corps) projects, homesteads, ranches, camps, roads, and trails throughout the forest. The General Plan supports the identification, and preservation, of these sites, and in making efforts to make them more accessible and available for visitation by the public.

Some visitors to the forest find solitude in the Pine Valley Mountains or the Cottonwood Forest Wilderness area. Each serves a useful purpose, and is a part of the great variety of experiences that exist in the forest in Washington County.

Management Challenges:

There are always challenges to the management of the forest land in the county. Some factors include fire suppression, livestock grazing, vegetation changes, introduction of noxious weeds and other invasive plants, and the risk of insect infestation. Washington County welcomes the opportunity to work with forest managers to address these challenges and to assist in finding solutions that will protect the forest resource in the county for continued use by residents and visitors. The General Plan previously recommended steps that should be taken to allow the county leaders to work closely with land managers to continue to establish healthy conditions on the public lands in the county. The county administration is always available and welcomes the

opportunity to be a player with the forest managers in continuing to manage this valuable resource.

Demographics:

The growth in population in the western United States has placed increased demands on the use of public lands. The use of forest land has increased proportionately. Much use comes from growing populations centers in northern Utah and southern Nevada. Washington County is the nearest neighbor to southern Nevada with the recreation opportunities found in the national forest. The demands for use of forest lands are not always compatible. Motorized and non-motorized users are sometimes in conflict with one another. There are many conflicts and challenges brought on by increased population. Washington County welcomes the opportunity to work with forest and all public land managers to meet the challenge of population growth.

The forest lands in the county provide a significant economic benefit to the county. This includes food and fiber production, mineral production, and recreation activities that contribute to the sustainability of communities. Sometimes these activities have conflicted with resource goals related to wildlife, watershed protection, and vegetation. The challenge is to manage the forest in a way that continues to provide economic opportunities and sustains the forest system.

Water:

Most of the ground water sources in the county originate on the National Forest. It may take years for water to percolate through the ground to springs and wells in the lower valleys, but the moisture originates in the mountain elevations. The demand for water resources continues to grow.

Water is important to the resources that the forest manages as well as the social and economic opportunities that water provides. It will be a continual challenge to provide sufficient water for healthy watersheds, aquatic species, wildlife, and vegetation, while also providing water for the needs of local communities and traditional rural activities. Washington County, through the Water Conservancy District, is aware of the need to provide additional water sources and reserves for use in Washington County. Benefits could come not only to the residents of the county in the form of culinary water for residential, commercial and industrial use, but also to the public land managers by freeing up water sources to be used for public needs and public land preservation. Additional water could assist in maintaining riparian and wetland areas. The availability of water also improves water tables, and extends mountain streams to the valley floor. It could provide water resources for additional organized campground development, and provide resources for other uses on the public lands. This is a project that the General Plan supports for the benefit of all of Washington County. An important policy on the forest lands is to, "cooperate with states, other federal agencies, local governments, tribal governments, stakeholders, and holders of valid water rights to provide mutually beneficial programs for restoring, maintaining, and utilizing water resources." The General Plan is in support of this policy.

Minerals:

The number of locatable mineral deposits is generally limited on forest land in the county. If there are developable sand and gravel resources on forest land, these need to be identified for future development as needed. Other mineral development in the county should be done according to current forest policies and guidelines.

While timber exists on much of the forest in Washington County, little timber harvesting occurs except for cedar posts, Christmas trees, wood cutting for personal and family use. These uses should be continued.

Fire and Fuels:

The General Plan went into some detail relative to fire management on public lands in Washington County in Section III of the General Plan regarding BLM lands. Recognizing that current federal laws guide fire management, particularly in wilderness areas, the county is strongly opposed to current policy in order to protect the air quality in the county. The county has adopted the fire management policy regarding defensible space around building development in or near the National Forest. The Forest Service has cooperated with the county in promoting these fire protection policies. The county will continue to work with the forest officials in protecting common boundaries between the forest and private development.

The Pine Valley District should never have been subjected to criticism for following national policy relative to the fire of 2009 on the Pine Valley wilderness area. The position of the county is that the national policy is wrong and the county will do whatever it can to change the "let it burn" policy that exists on all public lands. The fire that burned in the National Park at the same time as the fire on the Pine Valley Mountain is a perfect example of the folly of this policy. We decry the degradation to air quality which happened because of faulty fire management policy on public lands. Yet we still "let it burn." These two fires, along with another "let it burn" fire in California that burned at the same time as these two, created more pollution in Washington County than a coal fired power plant will create in the lifetime of the plant. Plans for prescribed burns should be coordinated with county officials as to timing, location, necessity, and other possible alternatives.

Threatened and Endangered Species:

With the possible exception of the new Cottonwood Forest wilderness area, there are no tortoises on forest land because of the higher elevations on forest land. The Virgin River Fishes Recovery Plan should also be implemented where applicable to Forest Service activities where feasible. Other T & E species should also be managed on the forest in cooperation with county officials and other land managers.

Rangeland and Grazing Management:

Grazing of livestock in Washington County as well as most of the western Unites States has been overseen by federal policy which is basically to remove all livestock from the public lands in this country. Management of the range for the beneficial use of the land by livestock hardly seems to enter in. Invasive species, particularly the cheat grass invasion of recent years could be put to beneficial use through springtime grazing. The management and prevention of infestations of noxious weeds and other invasive plants could be managed through proper grazing management.

The General Plan strongly recommends that forest managers utilize a more enlightened method of protecting the environment, preventing fires and improving range management. The General Plan considers that the national policy on livestock grazing is a political position and has little to do with good range management and everything to do with removing all livestock from the public range. This is an avowed goal of the environmental community. There is no one size fits all policy relative to range management in the west that fits every situation. The General Plan is opposed to this faulty policy.

Section V.

Zion National Park

Zion National Park is one of the most important economic and ecologic assets in Washington County. The Park possesses scenic, geologic, natural, recreational, and historic characteristics of national significance. It is a major destination point with annual visitation exceeding 2.6 million people. Visitors reflect local, regional, national, and international origins. While the park is treasured by local citizens who frequent the park for its abundant recreation opportunities and for its spectacular cliffs, canyons, peaks, and rock formations, it draws tens of thousands from within the United States and foreign visitors each year from Asia, Europe, Latin America, Canada, and other locations throughout the world who find the park offers a spiritual uplift and an out-of-world experience unlike any other in their home countries. The economic benefit to the county is enormous, and supports a vibrant tourist industry throughout much of the year involving lodging, dining, transportation, guide services, ecotourism, cultural education, outdoor recreation, and other support services. The economic effects are felt through times of strong national economies as well as times of weak economies as groups and families look for less expensive options closer to their homes for meeting travel plans and annual vacations.

At 132,449.40 acres, Zion National Park comprises about 9 percent of the total land area within Washington County. Therefore, how the park is managed has a substantial impact on the citizens who live here, and those who come to the park for recreation purposes. Over the past few decades, park managers have extended their vision to look at impacts from park operations outside of the park's boundaries. In so doing, they successfully planned and implemented an innovative shuttle system both in and out of the park to minimize impacts to critical resources from overcrowding and growing vehicle use. This system also provides Springdale with an added economic boost to handle the growing number of visitors. These plans were fully coordinated with community leaders, county officials, and the general public. The system has proven to be a model for other areas throughout the country and complements other park initiatives in reducing energy consumption and making great strides in incorporating renewable energy into their facility development program. The community of Springdale continues to enjoy a relationship of cooperation with park managers and staff who regularly meet with town officials to resolve matters of common interest and share knowledge and resources in improving the quality of life and in celebrating their joint success. The General Plan recommends that a somewhat similar system be established between park officials and county leaders to address any concerns that may arise. This would also allow the county to be more supportive of the concerns and needs of the Park. Elsewhere in this Plan the General Plan has recommended the creation of a county organization involving county leaders and public land managers to meet on a regular basis for just this purpose. This organization would be outside of the SUPAC group that meets to discuss multi-county issues. Such a group as is suggested by the General Plan now would allow the county and the public land managers and the park Superintendent to focus on plans and problems that should be considered within the county and which do not involve the other counties. In the case of park transportation, the General Plan supports this coordination and

encourages its continuation. The county will continue to support the collaborative efforts of all communities within the Zion corridor leading to the southwest entrance to the park in developing joint plans for transportations enhancements, improved marketing, and appropriate tourist amenities within the corridor. Among other things, these would include a potential transit system between the park and the county's urban corridor to foster a reduction in individual vehicle use, improved air quality, and les expensive options for park and private sector employees who commute long distances at considerable expense, as was recommended by the Vision Dixie study. These considerations also include a thorough study of the benefits to be derived from a scenic byway designation along State route 9 to improve the level of attractions outside of the park. One of these attractions is the Grafton Ghost town which was once considered for access from the state highway rather than from a long alternate route through the town of Rockville. The General Plan recommends that this plan be re-considered as a part of the development of the scenic by-way. Such things might improve the marketing and the ability to provide new funding sources for corridor improvements and visitor attractions outside of the park.

The county recognizes the importance of the unique landscape that comprises the Zion Corridor to the visitor experience and the special sense of place felt by the residents who dwell within the corridor. The county is supportive of collaborative efforts to preserve those values intrinsic to the corridor and the communities that exist along the state highway. Abundant opportunities exist to display, interpret, and enjoy the m any cultural, historical, scenic, recreational, and geological assets that contribute to the quality of life throughout the area. The county recognizes that protecting critical views into and out of the park is important to the social and economic welfare of the park, and the park and the surrounding communities. Because protecting such views impact private, state, and federally owned property outside of the park boundaries, it essential that any initiative to create areas of visual sensitivity be fully collaborated with all effected parties, including park and county leaders. The county expressly rejects the concept of imposing an arbitrary buffer zone around the entire boundary of the park to satisfy special interests with narrow agendas intent on limiting legitimate use of private, state, and/or public lands as provided by state and federal law. Buffer zones around wilderness areas were specifically prohibited by the Congressional bill. The county would propose extensive public involvement be promoted by county and park officials and the views of affected citizens be considered before proposals for view-shed protection are made by land managers of any agency having jurisdiction in this area. As the county has done throughout the General Plan, it extends the same cooperative attitude to the National Park anytime that there are specific issues that need to be mitigated outside the park boundary. The county believes that most areas of concern can be resolved by joint effort, in the same manner as the transportation problem inside the park was resolved by joint effort and cooperation several years ago. Such discussions need to fully consider the impacts of any designation upon the economic well being of county citizens on the ability of the people to access, use, and appropriately develop their lands where otherwise provided by law and customs.

The county believes that the current mixed land ownership pattern in the Zion corridor and in other areas surrounding the park can complicate the process of promoting efficient development of state, private, and municipal properties, and for providing essential services to the local residents in the eastern part of the county. Past discussions with state and federal managers have

revealed opportunities in the corridor to pursue thoughtfully defined ownership reconfigurations through land exchanges, donations, or other transactions that would help put valuable scenic and natural resources in the hands of public agencies while making lands highly suitable for development available for appropriate use in meeting community needs. The General Plan recommends that the principles of the Vision Dixie study be used to guide such discussions, especially those principles pertaining to guarding signature landscapes, providing connected recreation and open space, maintaining air and water quality, directing growth inward toward existing communities, building balanced transportation systems, and providing focused public land conversions that sustain community goals and preserve critical lands. To the extent that such principles are properly employed, the cultural and natural values will give a well-deserved boost. The county is prepared to be involved in all such deliberations and in any other planning initiatives involving the park and its relationship with adjoining state or federal agencies and local communities.

Another major county issue involves the preparation of a circulation plan throughout the county, In the case of the National Park; the maintenance of roadways is limited. There are two roadways through the park that are important to the county. These are the State Highway 9 route that goes through the park and connects with State Highway 89 at Mt. Carmel Junction. The county supports the park limitations on this roadway, and is happy to consult with park officials at any time relative to issues regarding this route and any recommendations that might make it more effective. The other major route involving the National Park is the roadway from the town of Virgin through the park to access the Kolob area of the county. The Kolob is the largest block of privately owned land in Washington County. It is critical to the county that this road be maintained and made available for access to the Kolob area. Some parts of this roadway are dangerous because of the topography and the narrow width of the roadway. The General Plan recommends that the county and the park Superintendent review this route together, and in light of the width of the allowable right-of-way allowed for roadways through wilderness areas, consider a long-rang plan of road improvements to the Kolob road. Inasmuch as the county maintains county roads in the Kolob area, consideration could be given to improving, and/or maintaining portions the roadway through the park. The General Plan recommends that this is one issue that could be considered more fully through regular communication with the park officials.

The area contained in Zion National Park was originally private land. When the park was created, a number of private parcels remained inside the park boundary. Over the years some of these parcels have been acquired by the National Park. The General Plan would recommend that the Park continue to acquire these parcels as they become available for purchase. In the meantime, the General Plan states that all private property inside the park boundary must be provided access to their property even though the park property around these properties is a designated wilderness area.

At the time that wilderness study areas were identified and proposed, a small BLM wilderness area was proposed in the Watchman area to eventually be included inside the park. In reviewing the proposed wilderness area, the county recommended adding an additional ten acre parcel to

the watchman area. This was approved last spring by Congress with the proposed county addition, and is now part of Zion National Park.

There were additional small wilderness areas proposed adjacent to the park in the Kolob area. Most of these were very small parcels immediately adjacent to the park boundary. The only reason that they were not included inside the park was the fact that they provide hunting, fishing, and some limited livestock grazing, all of which would have been eliminated if they were included in the park boundary. Practically speaking, the General Plan would support management agreements between park and BLM managers that would allow the National Park to manage these areas along with the rest of the park, with the exception identified above relative to recreation purposes. This issue for management purposes would require further consideration between the park, BLM, and the county.

The General Plan repeats the desire and willingness of the county to coordinate with the park whenever issues arise which could involve mutual effort. The park is a crown jewel in Washington County, and should be protected and enhances wherever possible.

Section VI.

School and Institutional Trust Lands:

Background:

On January 4, 1896, Utah was granted statehood and became the nation's 45th state. At the time statehood was granted, four sections of land in each township in the state were designated as school trust land, with added acreage for 11 other beneficiaries. The Utah School and Institutional Trust Lands Administration was created to manage 12 real estate trusts. Since then, about half of the land granted has been sold to private owners. Cash from the sale of those lands was deposited into the permanent funds of the beneficiaries.

Trust lands include both surface and mineral rights. In addition, there are mineral only lands in the trust, for a total of 4.5 million acres of mineral lands. The school trust owns 95% of all the Utah Trust Land. Some counties in the state have large amounts of trust land, while others do not.

The beneficiaries of the trust do not include other governmental institutions or agencies, the public at large, or the general welfare of the state. The state accepted the grant in the Utah Constitution, thereby creating a compact between the federal and state governments which imposes upon the state a perpetual trust obligation to which standard trust obligations are applied. All funds received go into a trust for the use of the schools in the state.

Current Land Use:

In Washington County there are currently 78,572.34 acres of school trust lands still managed by the trust. Over the years three of the 11 other beneficiaries to the trust lands have used selection rights to select land in the county. These include the Miner's hospital (land in the Coral Canyons area), Utah State University (several small parcels of land), and the University of Utah (several small parcels of land).

Land in Utah is divided into townships with each township and range containing 36 sections of land. The school sections are scattered in each of the townships with 4 sections being owned by the trust lands in each township. This makes it difficult to properly plan for and manage the trust lands because they are scattered throughout the county.

Much of the school trust land is in areas where there are no public services available, and where the trust sections are surrounded by public land, most of which is managed by the BLM. There has been mineral development on some of these sections of land; the primary use on the various isolated sections has been for the purpose of livestock grazing. Even many of these grazing lands, because of a lack of water, have not been high producers of revenue for the school trust.

Over the years, some of these scattered sections have been consolidated into larger blocks of land which facilitates better management and development options. Federal designation of lands such as Zion National Park, and the recent wilderness lands in the county have captured trust lands within their boundaries. The trust land inside the National Park has been traded out of the Park for land in other areas. There are still trust lands in the recent wilderness areas that will need to be traded for lands elsewhere in the county. The same holds true for the National Conservation Areas recently created. The trading of lands with the federal agencies has been a significant challenge for the trust lands administration over the years. Disagreements over appraised values, changing federal policies, endless delays in completing and reviewing documents, and prolific appeals of federal decisions by special interest groups, frustrate efforts to reach a sound, timely and equitable conclusion for each transaction. Congressional support will be needed to make progress in resolving the loss of economic opportunities and corresponding restrictions on land use.

The management and proper disposition of School Trust Lands is of great significance to Washington County. What is done on or with the trust lands impacts the county economy, overall land use, major infrastructure, and quality of life. With about nine percent of the county land base owned by the School Trust Administration, it has become increasingly essential for Trust Land development to be full coordinated with the county and with local municipalities who are directly affected.

In recent years, the School Trust has become more proactive in consolidating its ownership in areas of high potential for development and in assembling development initiatives with private partners. The developments have been of high quality, and are valuable additions to the communities in which they occur. However, the need for long-range planning to adequately prepare for such developments is paramount, particularly to account for transportations needs, schools, recreation facilities, effective zoning, utilities, opens pace, and consistency with county and community goals and visions.

Planning for the Future:

The General Plan recommends that efforts be made to include local governments at the earliest possible time when development proposals are being made to or by the trust lands administration so that the local governing body can be better prepared to participate in the planning process in trust land development. The county stands willing at any time to discuss land development proposals with the trust administration whenever a proposal is being considered in order to ease the problems of how to deal with development after the fact when the lands have already been transferred or leased by the State Trust Lands Administration. The county is to work with the administration to help facilitate development of the trust lands, and to discuss future planning on the part of the administration to help guide the future of the trust land in the county.

Where valuable minerals exist on the trust land, particularly sand or gravel which has become increasingly difficult to locate, the county may be interested leasing some of this land for future mineral development to sustain county operations. Such sites should also be made available to local governments and private development to help maintain facilities and to grow the economy.

Another area in which the county and the Trust Lands Administration have had some preliminary discussion, is the possibility of trading some of the trust land in this county for land or interest in other counties where the potential for mineral development is much higher than it is in Washington County. This is an area that should be explored further between the county and trust managers. It has the potential of benefiting both parties by providing mineral development and bringing more income to the school trust while at the same providing a share of the mineral royalties to the county. The General Plan recommends that this concept be discussed further and possibly pursued to the benefit of both groups.

In updating the General Plan, the county has developed an extensive transportation plan for the county which is discussed in other sections of this plan, particularly in Section III dealing with the Bureau of Land Management. The county has made every effort in preparing this plan to make sure that road access is provided to all scattered parcels of trust land in the county.

Washington County has appreciated its association with the State School and Institutional Trust Lands Administration. The county would hope that good communication and cooperation with the state will continue long into the future.

SECTION VII:

General Information regarding Private Land in Washington County:

Introduction:

Washington County contains an "Island" of private land surrounded by public land. Of the 1,555,021.31 acres of land in the county, only 246,640.31 acres, or 16.5 % of the land is privately owned, the balance is under jurisdiction of one of the public land agencies. This is the reason that the General Plan contains an extensive section dealing with the public lands. A person cannot go far in this county without being on the public lands of one jurisdiction or another.

Table II shows the relationship between the land within the cities and towns and the unincorporated land in the county in terms of acres in each area, and the percentage of the limited land in each category.

Table II *			
Private Land	**Acres**	**% 0f Total Area**	**% Of Total Private**
Total Private	250,000	16%	100%
Incorporated Private	97,000	6%	39%
Unincorporated Private	153,000	10%	61%
Kolob Private	46,000	3%	18%
Total land in county:	**1,555,000 acres**		
*Totals are rounded off			

Washington County is not an “urban service” county. That is, along with all counties in Utah except for Salt Lake County, Washington County does not provide urban services including water, power, sewer, etc., to development in the same fashion as an incorporated City does. For this reason, Washington County has historically encouraged development to take place within City boundaries wherever possible. For this reason, it is possible to drive from Springdale on the east to Ivins on the west with only about two miles of the distance being in the unincorporated area. The rest is in one or another incorporated city.

Each incorporated city or town is responsible for its own planning and development requirements. The county has no planning authority over these cities and towns. The areas that are included in the General Plan of Washington County are those areas of the county that are not close enough to a city to have been incorporated and are still under jurisdiction of the county. Some of these areas have considered incorporation at various times in the past, but have presently chosen to remain unincorporated.

General Public Service Information:

Water Development:

Historically, most developed areas in the unincorporated part of the county have developed because that is where water was located. Some of the areas have been primarily grazing areas or dry farming areas without water.

"Dry" subdivisions have not been approved in the county for the past 40 years. The saying went, "If you have water, you may develop. If you don't you graze livestock." That saying relative to subdivision development is, if anything, more correct now than at any other time in the last forty years.

Water development in subdivisions has historically taken one of two forms. In some cases the land developer has created a water company to provide water for each lot in the subdivision. The county ordinance with the assistance of the State Department of Environmental Quality and the Southwest Utah Public Health Department, have jointly set the minimum quantity of water required to be supplied for each lot, and require that such development meet state standards for water quality. The other often used option is for the developer to create a water company and to deed shares of ownership to the owners of each lot in the subdivision. This method is referred to as a mutual water company wherein the land owners also become the owners of the water company.

Most of the currently developed water in the county comes from springs and wells. The highest quality of water in the county comes from the soils formation called “Navajo Sandstone.” This formation covers much of the central part of the county. There are a number of communities developed over the Navajo formation. This creates a potential for contamination of this ground water source. Once contaminated, it may take years to clean up the contamination. It would be much better to do whatever is necessary to prevent contamination in the first place. The General Plan recommends that wherever development exists or is proposed to take place above the Navajo Sandstone formation, that all such developments be connected to one type of sewage disposal or another as opposed to the continued use of septic tanks which are in use in most of the county.

The above methods of water development and protection have worked reasonable well, except for the problems of inadequate supply in dry years, or inadequate storage capacity to insure sufficient water in the subdivision. Sometimes a broken pump leaves the water company or water provider without water in the subdivision until the problem is corrected.

The above methods have worked reasonably well, except for the problems of inadequate supply in dry years, or inadequate storage capacity to insure sufficient water in the subdivision. Sometimes a broken pump leaves the water company or water provider without water in the subdivision until the problem is corrected.

The General Plan visualizes a time in the future when all water companies in the County and those in the cities and towns will connect together. When one area runs short of water, they turn on the valve and water comes to their system. When their system is up and running, they go back to using the water from their system. Some steps toward this end have already begun to take place. More is needed county wide.

The Washington County Water Conservancy District was created to help ensure that residents of the county have sufficient water. The seven member board members are appointed to four year terms by the County Commission. The Board operates as an independent agency of the county. Their staff is hired and supervised in-house, and not as county employees. They employ a managing director to oversee the activities of the district. In past years they have strongly promoted water conservation throughout the county. Some water systems are currently connected. Three Reservoirs exist because of efforts of the water district. These include the Quail Creek Reservoir, Sand Hollow Reservoir, and upgrades at the Kolob Reservoir. They have also worked with St. George City on improved delivery systems for the Gunlock Reservoir.

Other reservoirs are planned to be constructed in the future to be able to continue water storage in the county. The General Plan is supportive of these efforts to protect the water needs of county residents. The construction of reservoirs at strategic locations in the county also helps to improve the underground water supply.

One project in which they have been involved for many years is the transfer of water from the Glen Canyon Dam to Washington County. The State of Utah has become involved with this project in lending their support. Many projects in northern Utah have brought water to the Wasatch front area of the State from the Flaming Gorge Dam and have been very successful.

Utah has water rights in the Colorado River. Up to this point there has been no way for the State to use its water rights below Flaming Gorge Dam and the states in the lower Colorado River compact receive Utah water free of charge with no benefit to the county or to the State of Utah. The construction of the Lake Powell pipeline will provide an additional source of water to this county to provide for future growth and to assure that the now existing communities in the county will not run out of water. This water line is the missing link to being able to connect all of the water systems in the county together as suggested previously in the General Plan. The General Plan strongly supports the development of this additional water system.

There are many desirable areas of the county on the undeveloped private land where future development could take place, if water was available. The pipeline may make this possible in the future.

The Colorado River compact determines water usage on the Colorado River system. The water use is divided between the upper basin and the lower basin states. Utah is part of the upper Colorado River basin. Arizona and Nevada are part of the lower basin. It is generally not possible to transfer rights between the two basins. However, if it could be done, Washington County should consider leasing the water from the Beaver Dam Wash, which becomes more and more difficult for the county to use, to the Las Vegas area in the lower basin. The income from

this leased water could go a long ways to paying for the Lake Powell pipeline discussed in the previous paragraph. The General Plan would support such a transfer if it could be brought about.

Liquid Waste Disposal:

As a non-provider of urban utility systems, there is only one sewage system presently in use in Washington County. This system is located in the Pinion Hills area of Dammeron Valley. This system is in need of improvement to complete development of the Pinion Hills subdivision.

Currently the method of necessity in most of the county is a septic tank. Some years ago the county prepared a plan, with the assistance of the State and other public agencies, to examine the ground water systems in the county to try to determine the holding capacity of existing basins where development has taken place. A table was prepared showing how many additional septic tanks could be approved in each area before the water table might be compromised. Several areas are close to capacity, or could be over their capacity if a home was built on each subdivision lot that has been approved. This limits development in the county to large, single family lots which does not fit with the need for work force housing in the unincorporated area of the county. The primary work force housing type in the county is the use of modular housing units which the county will approve in all subdivisions.

By working with the Department of Environmental Quality, the county was able to convince the State to explore alternative methods of waste disposal. The result of this effort was the approval of a number of "package plants" to process effluent as opposed to the use of septic tanks. This could allow a mixture of development types being able to process the effluent through one of the alternative methods now approved for developers to use.

The county still feels that it is not their primary purpose to provide sewer systems to developments in the county, or to necessarily encourage development in the unincorporated area. However, if it is possible to provide the necessary facilities, the county does not specifically oppose such development.

After some effort, agreements have been entered into with the Ash Creek Special Service District to be responsible to monitor and provide liquid waste oversight to subdivisions in the eastern part of the county essentially lying east of Interstate 15 freeway and in the New Harmony valley west of the freeway. The balance of the county will be monitored by the Water Conservancy District along with the Kolob area east of the freeway. This agreement opens the door for other systems to be used in addition to septic tanks as development continues in the unincorporated areas. The General Plan of the county is in support of these service agreements for effluent disposal.

Electrical Power:

The majority of the unincorporated area of the county is served by the Rocky Mountain Power Company. Some areas of the county are served by the Dixie Escalante Rural Electric Company. Many of the incorporated cities have power companies owned by the city or town, and most of

the companies are associated with the Utah Associated Municipal Power Company who is essentially a wholesale provider of electricity in many parts of the state.

The General Plan of the county has attempted to identify all current and future utility corridors in the county. The power companies and wholesale providers appear to work well together to provide for the current and future electrical needs. Washington County does not provide electrical services to individual developments even though power is required by the county subdivision ordinance. The county does take responsibility to see that utility corridors are provided across the public lands to make sure that current and future needs will be provided for in the county.

Utility corridors are identified on a county map showing the location of currently used and other corridors that are in the planning stage, either currently needing development, or providing for long range development in and through the county.

Solid Waste:

Historically, each community in the county maintained a "garbage dump" near the community that it served. These "open dumps" were very unsanitary and the wind blew paper materials far and wide.

The county was able to obtain land from the Bureau of Land Management located south-east of the City of Washington where a covered solid waste facility was constructed. Since then, all of the local facilities have been closed, and all solid waste is transported to the solid waste site. The county maintains a contract with a private contractor to provide waste pickup throughout the county.

The Solid Waste District is managed by a Board consisting of one member from each of the incorporated cities and towns, and one member from the county commission. There are satellite collection sites that have been established in parts of the county to save residents the need to drive to the landfill for small loads of refuse. Each city and town does their own billing for service, and the solid waste district bills for the unincorporated areas. Compared to the open dump facilities from past years, and with the reduction in refuse being dumped throughout the county in unauthorized locations, most of which have been cleaned up, one can only conclude that the system is working very well. The county is much cleaner; residents appear to be well educated as to how to use the system, and the management of the landfill is filling the need for which it was created.

Roadways:

The county has spent a significant amount of time preparing a transportation plan for the county. This plan includes major arterial roads, collector roads, and special use roads in the county. These plans do not show all of the county roads. For example, the plan does not include all roads within individual subdivisions, even though these roads have been dedicated to the county.

Roads inside of the subdivision are included in the plan of class "B" roads which are the roads for which the county receives funding from state and federal sources for maintenance.

The roads in the county are discussed in more detail in the public lands sections of the General Plan, particularly Section III dealing with the public lands under the public roads on BLM lands. The General Plan refers the reader to this section for more information as to how these roads are maintained and how the maintenance is funded through the gasoline tax. The road system is very important to all county residents whether in the unincorporated or incorporated parts of the county.

Most county roads, except for those in a recorded subdivision, are called county roads "by right of use." They are not dedicated, but have been used for generations of time. Some of these roads on public land were provided to the county by Congressional action in 1866. These roads are identified as R.S.2477 roads after the statute that created them. In recent years, environmental groups have challenged the right of the county to claim access to these roads. That right is supported by the General Plan at a significant cost of time and resources by the county.

Police Protection:

Police protection in the county is provided by the Washington County Sheriff's Office. The county sheriff is the chief law enforcement officer in the county. In the past, some of the incorporated cities have contracted with the county to provide law enforcement services inside city limits. If a city or town does not have its own law enforcement agency, the county is required under state law to provide law enforcement to that city or town. In unincorporated areas, some of the developments, through their special service districts or other organizations have contracted with the county for "enhanced" police services to their area. Such contracts allow the county to bring additional law enforcement capability that otherwise would not exist due to limited resources. The General Plan supports this proposal. The county will continue to provide the services required by law.

Fire Protection:

Some years ago the county created fire districts to cover all parts of the unincorporated portion of Washington County. The system of fire districts has resulted in fire departments with suppression facilities being located throughout the county. An association of fire chiefs from each area of the county, including the cities and towns, meets monthly to discuss the needs of the county. Cooperation between agencies is at a high level. When any jurisdiction needs additional assistance with fire suppression other departments are available to provide assistance.

The county works with the state and federal agencies to provide fire suppression on the public lands. Generally the interagency coordination has been very good. However, as described elsewhere in the General Plan, the county does not support current federal policy that promotes managed natural fires and prescribed burning when private lands and properties are placed at risk, and where heavy smoke is created over lengthy periods of time to the detriment of air

quality and public health and safety down slope and down wind of the fires. Private Citizens and businesses have suffered because of federal actions in this area. The General Plan recommends a more enlightened policy regarding when, where, and for how long such fire management practices should be permitted. The General Plan does support continued federal and state cooperation in implementing sound strategies for reducing wild-land fire risk around rural communities and in helping communities on the wildland-urban interface to understand and develop defensible space around valuable, private and municipal property.

Telephone and Cell Phone Service:

The major provider of telephone service in Washington County is the Quest telephone system. Telephone service is available to most of the "occupied" area of Washington County. In recent years cell phone have become popular and almost a necessity for most people. There are cell phone towers in many of the cities and towns in the county as well as in the unincorporated areas. While there are still some "dead" spots in the county where service is not available, most of the areas where residents reside now have access to one kind of telephone service or another. The General Plan supports continued improvements to the telephone communication system in the county.

Internet Service:

Most residents of the county now use computer systems for a variety of purposes, and the need for good internet service continues to grow. More recently internet providers are working to provide what is referred to as "high speed" internet. Technology continues to improve and services continue to get better and less expensive. Service areas need to be expanded where possible. The residents of the county are the beneficiaries of these improvements without the county itself having any need to be directly involved in providing the service. The benefits in these areas that residents now enjoy are the result of private enterprise at work and represent one more reason that the county has avoided becoming an urban service provider.

Schools:

Washington County contains one of the largest school districts in the state. It is county wide. The school district is completely separate from county government. There are five school board members elected from five geographical districts in the county. These district boundaries are required to be adjusted every ten years based upon the "one man, one vote" requirement. Generally speaking, four of the five board members represent the Ivins, Santa Clara, St. George, and Washington areas because of this being e center of the population in the county. One member essentially represents the balance of the county. The 2010 census is not likely to change this representation very much.

Historically, the school district has been able to obtain public lands, mostly BLM land, as construction sites for new school buildings through the Recreation and Public Purpose Act of the federal government in which the land is granted to the district on a lease basis and then is purchased by the district when the project is completed. Because there are much fewer scattered

BLM parcels available for selection by the district at this point in time, the school district may find it necessary to acquire sites from other sources in the future.

Washington County collects property taxes for the school district as well as for the cities and towns, special service districts, the Water Conservancy District, and all other taxing districts in the county. Those taxes are distributed to the various taxing entities by the county, but the county is not responsible for the tax levies set by these taxing authorities.

Parks and Recreation:

Because of the decision of the county not to get involved in providing urban services to development in the county, the county does not have a parks and recreation department as do most of the cities and towns. The county has generally found that with all of the unincorporated vacant land in the county, this provided recreation benefits for the residents without the county being involved in urban-type recreation programs.

Some years ago the county did acquire land in what is historically known as the "Purgatory" area. The area was named because the land was so poor that the early settlers couldn't grow anything on the land, nor did it provide sufficient feed for livestock. The county was able to locate buildings, stables, arenas, bleachers, race track fencing, and other recreational amenities and located them on this site. The cost to the county was less than one half what new materials would have cost. The official name for the site is the Washington County Regional Park and Equestrian Center. It supports a number of different uses and receives funding for its maintenance from the county restaurant tax. The county acquired the property from the BLM.

Adjacent to the Regional Park is another parcel of property obtained from the BLM under an R& PP lease as was the Regional Park and the Correctional Facility. It has been developed as a shooting park for rifle, handgun, shotgun and bow and arrow shooting. When completed, this site will also be purchased by the county.

These two facilities represent the county's total involvement in recreation development. There are no plans on the part of the county to expand into other areas or other types of recreation.

Flood Plains and River Bottoms:

Washington County has developed and adopted a flood control ordinance for the county. This ordinance prohibits any urban development in identified flood channels or washes. Working with the federal agency, the county has been able to update most of the flood control maps for the county which identifies flood plains, floodways, and washes where floods may be a problem. All development is weighed against the flood control ordinance prior to the approval of any new development. The General Plan recommends that flood prone areas be retained in an open space classification to protect them from urbanization and to prevent needless impacts to developed property.

Air Travel:

There are several airports located in the county. Some are privately owned, a few are public facilities. St. George City is in the process of constructing a new public airport in the south-east part of the city. This facility will allow the current airport, located in the center of town to be eliminated and to allow compatible uses to take place on the ground.

A new airport will provide longer runways which will allow larger planes to land and take off. A new airport is expected to encourage more commercial, business or industrial development which depends upon air travel and services to take place. The General Plan supports the development of this air facility not only for the benefits it will bring to the county, but even more important, for the additional safety that it will bring to those coming to and from the area using the current airport. Many dangers have been identified with the current facility.

Agricultural Development:

Agriculture has long played an important role in the culture and economy of the county and its development is supported by the General Plan. Agricultural land is identified as areas where land is being used for irrigated pasture land, and for the growing of crops or orchards, either irrigated or dry. This classification does not include large areas of the county where livestock grazing takes place. The agricultural land in the county has regularly been reduced over the years as urban development has expanded into agricultural areas. One example of this is the Washington Field area. This area was one of the most fertile agricultural areas in the state of Utah. Earlier plans called for development in the Washington area to take place north of I-15 freeway in the large basin in that area. The adoption of the Habitat Management Plan changed that plan by eliminating development in the HCP area. This caused land in the field area south of Washington to be annexed into the city for urban development. It can no longer be considered or protected as an agricultural area. There are still some agricultural land in the Enterprise and New Harmony areas, and some dry land agricultural land in the Smith Mesa area. The General Plan would recommend maintenance of these areas as agricultural land as long as possible. There are other small islands of agricultural land in the county, but there are no other areas of concentrated land still available.

There is a significant amount of public, state, and private land along the proposed Southern Corridor along the Arizona border between the Hurricane Cliffs and Apple Valley. At such time as the Lake Powell Pipeline is constructed, and water might become available for agricultural use, this area could become a producing agricultural area.

Residential Development:

There have been developed in Washington County, a number of identifiable communities. The policy of the county for many years has been to encourage, or require development adjacent to existing cities and towns to promote annexation into those already incorporated areas where urban services are available. The purpose of a city or town is to provide services to residents that

cannot be developed on an individual basis. The position of the county is to not compete with these cities and towns.

There are however, unincorporated communities in the county that have developed in areas where water has been developed. Many of these communities are simply a single subdivision, while others have land around them that would allow for further development.

Historically, unincorporated land has developed on large single home lots. In the future this development pattern could change as water becomes more available, and it becomes possible to take care of liquid waste disposal with means other than septic tanks. This is one reason that the county entered into the Vision Dixie project, to establish conditions that should be considered when new development is proposed at some place in the county. A summary of these recommendations is found in the 2009 Resource Management Plan which is included as a part of this General Plan.

Residential growth should be made in a natural pattern through extension of existing residential areas so as to minimize the tax costs related to providing schools, libraries, parks, highways, police and fire protection, sewage and garbage collection and other facilities and services necessary to the enjoyment of a community. Developments should be considered in terms of economic feasibility to the county, not only as to marketability of land but in the time needed for development to take place, and whether this development will be an asset to the county or a detriment to the county in terms of the cost of providing and maintaining the needed goods and services required by the residents of the county.

Growth is associated with responsibility and bigness does not always mean goodness. In our current era of growth, efforts should be made toward encouraging quality development rather than quantity development. Beautiful instead of "boom to bust."

Annexation:

The county policy on annexation is found previously in this plan. The county does not oppose annexation to existing cities and towns. When communities are located away from existing cities and towns and it is not convenient to annex, consideration should seriously be given to incorporation rather than to continue expansion of unincorporated areas. The General Plan suggests that government closest to the individual is generally the best form of government.

New Development Areas Identified

There are a number of areas in the county that have been identified for development from time to time. Since there has been a downturn in the economy, areas that were being considered for development just a few years ago, are now lying dormant. Assuming that the economy improves in coming years, some of these areas may again be proposed for development. Among the areas where development has been proposed include land on Smith Mesa, the Dalton Wash area, the New Harmony Valley, and more development in the Enterprise area of the county.

In addition to these areas where development has been proposed, the Land Bill identified several tracts of land equaling some 4,000 acres of BLM land that are expected to be sold for private development. These parcels were identified in the BLM Resource Management Plan.

One large area of some 1,300 acres is proposed for sale in the city of Santa Clara, south of the Santa Clara River, and identified as the "South Hills" area. Some of that land contains threatened and endangered plants which reduces the available land.

Another area of significant size is in the area lying between Dammeron Valley and Gunlock which could be released for sale in the future. The Land Bill did not designate any time frame for the disposal of the BLM property, so it is unlikely that any of it will be sold while the general economy is moving a much slower rate than it was a few years ago.

Housing:

Presently in the unincorporated area of Washington County there are 85 subdivisions that have been developed and recorded. Included in these subdivisions are a total of 4474 building lots available for residential construction. Currently there are 2,479 homes existing in these subdivisions.

Table III
Housing in Washington County

Number of recorded subdivisions	85
Number of building lots	4478
Number of existing dwellings	2479
Number of vacant lots	1999

Because the historic method of liquid waste disposal has been through the use of septic tanks, the size of lots in the county has been upwards of 1 acre in size. Because of the value of land it becomes difficult to construct low and moderate income housing on these large lots, with the exception of some modular units. Therefore, modular units account for most of the current low and moderate income housing in Washington County.

Two things are happening that could change that situation. Through the Water Conservancy District, water is becoming available in many parts of the county where it has previously been unavailable. In addition, it is now possible to construct a "package" treatment plant for sewage disposal which would then allow for the same variety of housing types that are currently available in the various cities in the county. The package plants are too expensive for a single dwelling unit, but in a larger planned development containing a variety of housing types, they become much more affordable.

Commercial Development:

The General Plan considers the commercial needs of the various parts of the county. Basically, commercial development is divided into two categories, the shopping center and the highway service center. Shopping centers may be further reduced to provide basic convenience goods to smaller areas. Highway service centers are for the purpose of serving the traveling public.

Shopping centers should be planned, designed and located as a part of existing community development. Many of the communities do not have any commercial development or else there is very limited commercial activity. This lack of existing services provides the opportunity to develop quality shopping facilities, determine where they should be located and where types of commercial development can locate in proximity to other businesses. Even in many of the existing communities, commercial sites could be identified using Vision Dixie principles which would, in the future, provide commercial services to the residents of the area.

The delivery of commercial business is largely dependent upon economics in deciding whether or not to locate in a particular area. However, in community planning, provision should be made for logical commercial space to be incorporated into the community. Time will take care of actual development. When it does come, it will be an integral part of the community where residents can walk to shopping facilities without the use of an automobile. This is the pattern that the General Plan recommends to be followed in new communities, and where possible to be identified in existing communities during the planning process.

The General Plan recommends against the development of communities with a "strip" of commercial land running the length of the community. This type of development will encourage marginal commercial development and speculative commercial activities, most of which are usually unsuccessful. This type of commercial development is not generally useful to small rural communities and is better left to larger city development.

The General Plan does not attempt to limit commercial competition, but rather to direct it to areas where it can develop harmoniously into the plan for the total community. The General Plan proposes relationships where growth, progress, and service can be achieved without adversely affecting other segments of community life.

Industrial Development:

Industrial development continues to increase in Washington County. Some areas of the county seek industrial development, others do not. Very little industrial development exists in the unincorporated areas outside of some limited mineral development, particularly sand and gravel operations.

Industrial development normally requires a close proximity to areas where public facilities are available. Many such developments are dependent upon access to the I-15 Freeway and should not be located in areas where freeway access is not readily available.

Washington County has never sought the establishment of pollutant type industries. Strict controls and regulations should be imposed on any industry located anywhere in the county to guarantee against pollution of air, land, or water supplies.

Community Plans:

This section of the General Plan contains the community plans for most of the unincorporated communities in the county. Previous planning has been done in some of these communities; some have never had a community plan prepared. Plans may be developed in areas not currently listed.

Those areas that will be considered in this section of the General Plan include the unincorporated areas of Central/Dixie Deer, Dammeron Valley, Diamond Valley, Enterprise - east and west, Gunlock, the Kolob area, the New Harmony Valley, Pine Valley, Pintura, Sky Ranch, Smith Mesa, Veyo, and Winchester Hills.

Plans for each of these areas will be developed individually community by community, and will be added to the General Plan when they are completed and approved by the County Commission.

Appendix I

GENERAL ANALYSIS OF EACH WILDERNESS AREA

The lands bill enacted by the United States in March, 2009, identified fifteen separate wilderness areas within the boundaries of Washington County. One of these, the Cottonwood Canyon Forest wilderness area, is located on National Forest land. Another one, The Watchman, has been included into Zion National Park along with most of the National Park.

Because not everyone has access to a list of the wilderness areas, nor a map showing the wilderness locations, this section of the General Plan is devoted to a brief identification of each area, using Bureau of Land Management criteria, where available, to introduce the Washington County wilderness areas to the public. These reviews may be accessed through this document, or through the electronic copy of the General Plan found on the Washington County Web Site under the heading "General Plan 2010." Hopefully, this information will be helpful to those desiring to learn more about each wilderness area including size, location, size, and other information.

Of the fifteen sites designated by Congress, most of them were originally recommended in one form or another by the Bureau of Land Management following a very thorough study of each area. In an effort to provide information to the public, each of these areas is reviewed in this section of the General Plan. Only in those areas not recommended by the Bureau of Land Management, is the information not fully available, and therefore is of a reduced nature.

Based upon their small size, a number of the designated areas do not qualify for wilderness designation on their own, but are contiguous with other federally managed area that were recommended for wilderness designation in one form or another by the Bureau of Land Management n a very thorough study of each area. As a result of federal court action, the BLM was required to address them in its final wilderness review and, subsequent land use planning processes. By not being included within the National Park, the areas are still available for such public uses as hunting and fishing. The county does expect that each of these small areas will generally be managed in conjunction with the much larger areas now designated within the park boundaries. Each of these areas also contains a stream segment designated under the wild and scenic rivers act and would be subject to collaborative management between the BLM and the park service over the entire stream segments in accordance with the BLM's 1999 RMP and the Park's 2001 General Management Plan. These small areas include Beartrap Canyon, Goose Creek, LaVerkin Creek, and Taylor Creek.

This table provides a list of each site, listed alphabetically, including the approximate size of the wilderness area. The map also included in this section of the General Plan, identifies the physical location of each wilderness area in the county.

TABLE IV	
BLM Wilderness Areas	
Black Ridge	13,015 acres
Beartrap Canyon	40 acres
Canaan Mountain	44,531. acres
Cottonwood Canyon	11,712 acres
Cottonwood Canyon Forest	2,645 acres
Cougar Canyon	10,409 acres
Deep Creek	3,284 acres
Deep Creek North	4,262 acres
Docs Pass	17,294 acres
Goose Creek Canyon	98 acres
LaVerkin Creek	445 acres
Red Butte	1,537 acres
Red Mountain	18,729 acres
Slaughter Creek	3,901 acres
Taylor Creek	32 acres
TOTAL BLM WILDERNESS:	**131,932 ACRES**

Note: Actual acreage is approximate until a final survey
Of each area has been officially completed by the BLM.
It does not include the Zion Park wilderness.

Following is an outline of each of the wilderness areas in Washington County located on land managed by the Bureau of Land Management:

Black Ridge

I. Area Description:

The Black Ridge wilderness area is located essentially along the top of the "Black Ridge", as it is called, running parallel to the Interstate 15 Freeway, along the top of the ridge on its easterly side. The designated wilderness area crosses over LaVerkin Creek Canyon east of the black ridge (not to be confused with the LaVerkin Creek wilderness area) and is bounded on the east by the east rim of the canyon and private land in the "Hurricane Mesa" dry farming area. On the south are private land and the Hurricane Mesa rocket test site. On the north is a part of Zion National Park. The Black Ridge wilderness area was not recommended by the Bureau of Land Management, nor was it recommended by Washington County. Rather, it was added by the act of Congress. However, there was a partial review by the BLM which provides the information for this review.

II. Wilderness Characteristics:

A. Size:

The wilderness area contains 13,015 acres of land. It is approximately two to three miles wide from west to east and eight miles long from north to south. All of the in-holdings have previously been removed.

The elevation along the Black Ridge and the dry farming area is about 5,900 feet to a low in the bottom of LaVerkin Creek of about 3,200 feet.

B. Naturalness:

The area is mostly in a natural condition. There are no buffer zones around the wilderness area. Outside influences include the sights and sounds of the Interstate Freeway to the west and below the rim of the Black Ridge, the test site and transmitting towers on the south edge, and farming operations east of the rim on the east side. There is also adjacent private land in the bottom of LaVerkin Creek, which may also impede access to the wilderness area itself.

C. Solitude:

Some areas of solitude exist on top of the Black Ridge, although it is too narrow to offer much solitude. Some areas of solitude can be found in the LaVerkin creek canyon below. A commercial airline route along I-15 may interfere with solitude on top of the rim. There is no buffer zone created by Congress. Therefore solitude may be marginal in many parts of the wilderness area, and may be fairly good in others, depending upon the definition of solitude.

D. Primitive and Unconfined Recreation:

For the most part, the wilderness area would provide for primitive and unconfined recreation. It is possible, in most parts of the wilderness area, to find areas where the sights and sounds "of the world" may be mostly shut off. The area is large enough that there are pockets of true wilderness within the wilderness boundary.

E. Special Features:

This wilderness area lacks many of the special features found in other wilderness areas. Because of its connection to Zion National Park along the northern border, The area does offer some of the scenic views found within many areas of the Park.

III. Socio-Economics:

All private and some state lands have previously been graded out of this unit. No rights-of-way are known to exist in this area. The individual economic impact on Washington County from the Black Ridge wilderness area in and of itself is minimal. The mineral, sand and gravel, deposits found along the base of the Black Ridge on the freeway side of the ridge, have significant economic value to the county and make up some of the most valuable sand and gravel mineral deposits available for future county development.

IV. Manageability:

Black Ridge wilderness area can generally be effectively managed to preserve its wilderness character. Access is somewhat difficult inasmuch as the natural access through the town of Toquerville, is largely cut off by private property. A determination will need to be made by the BLM and the county as to the access into the wilderness area from the roadway along LaVerkin Creek. Some access could be made available to the east rim of the canyon through the dry farming area, most of which is private property. Limited access and areas of marginal wilderness quality will make the area easier for the BLM to manage. The Black Ridge wilderness area will likely be found near the bottom of the list of "must see" wilderness areas in Washington County. Many of the small wilderness areas offer much more in terms of wilderness qualities than does the Black Ridge.

Beartrap Canyon

I. Area Description:

The Beartrap Canyon Wilderness area is located in the northeast corner of Washington County. The area is adjacent to Zion National Park. It is bounded by the National Park on the west and by private lands on the north, south, and east.

The deep drainage of upper Beartrap Canyon dominates the area. The canyon rims and vertical walls of Navajo Sandstone rise 1,300 feet above the creek. High cliffs prohibit access from the area into Zion National Park.

II. Wilderness Characteristics:

A. Size:

The area contains 40 acres of public land managed by the Bureau of Land Management. It is approximately 0.5 miles wide from east to west, and 0.33 miles from north to south.

B. Naturalness:

The area is in a natural condition, with no human imprints.

C. Solitude:

The area is an extremely small parcel of land at the head of Beartrap Canyon. Opportunities for solitude are very good throughout the entire canyon**.** These opportunities may be dependent upon the contiguous land of Zion National Park.

D. Primitive and unconfined recreation:

The rugged, scenic qualities of the area offer recreational opportunities along the canyon bottom for hiking, backpacking and photography.

E. Special Features:

The scenic qualities of Beartrap Canyon are especially notable, particularly the depth and narrowness of the canyon, its riparian habitat, and hanging gardens.

III. Socio Economics:

There is no state of private in-holdings, sub-surface rights-of-way in the Beartrap Canyon Wilderness. The land is presently used for unconfined and primitive forms of outdoor recreation and wildlife habitat. No individual adverse economic

impact on Washington County is anticipated from the designation of this area as wilderness. The only economic related activity in the wilderness area is recreation.

IV. **Manageability:**

Beartrap Canyon, along with all of the small wilderness areas lying north and east of Zion National Park, can be managed to preserve the wilderness characteristics that exist there. Access is very difficult and visitor use has been very limited. Because of its remote location and qualification for wilderness in connection with similar wilderness classifications for wilderness, it is not expected that the management and use of the area will change materially as a designated wilderness.

Canaan Mountain:

I. Area Description:

The Canaan Mountain Wilderness Area is on land managed by the Bureau of Land Management. It comprises approximately 44,531 acres as depicted in the Washington County General Plan Map.

The Canaan Mountain Wilderness Area is located in the extreme south-east corner of Washington County, running northward to a co-boundary with Zion National Park It is contiguous in part with the State of Arizona along the southern boundary, except for the incorporated town of Hildale. It is bounded on the east by Kane County and on the west by the incorporated town of Apple Valley. Some of the wilderness lies inside the town limits of Apple Valley. The wilderness area is located about 25 miles west of Kanab, in Kane County.

Canaan Mountain is a beautiful plateau that towers 2,000 feet above the surrounding lands. From the top of the plateau, a panorama of Zion National Park, the Arizona Strip, and the Pine Valley Mountains are visible. There is a variety of vegetation, including hanging gardens, ponderosa pine, Douglas fir, aspen, maple, and pinion pine.

II. Wilderness Characteristics:

A. Size:

The wilderness area, as approved is 44,531 acres in size. It is about ten miles wide from east to west, and is about nine miles long from north to south.

B. Naturalness:

Canaan Mountain is the largest undisturbed plateau top or tableland remaining in southwest Utah. It possess a quality of remoteness and naturalness not found an where else in the immediate region. It is in a natural condition with one major exception, and a few minor ones.

Past human activity includes vehicular tracks from the east side of the mesa to the cable and sawmill site on the westerly side, a house trailer, fences, and a historical cable lumber lowering operation from the top to the bottom of the plateau. These activities encompass a very small portion of the overall area.

C. Solitude:

The wilderness area affords outstanding opportunity for solitude. The plateau on Canaan Mountain is a large, rough, sandstone area that gives the visitor a feeling of isolation. Slotted walls of the vermillion cliffs and talus slopes at the base of

the cliffs also provide for solitude. Several deep, narrow, and thickly vegetated canyons that penetrate the plateau provide seclusion.

D. Primitive and Unconfined Recreation:

A large part of the Canaan Mountain provides outstanding opportunity for hiking, horseback riding; rock climbing, photography, bird watching, and sightseeing. Areas suitable for backpacking are the most extensive, but backpacking is somewhat limited to canyon and plateau tops because of the rugged terrain. Scenic quality is outstanding throughout the area, and is the main objective of hiking. Among the scenic features are the cliffs, large expanses of slick rock, and waterfalls during period of heavy storm, abrupt rock rims with views of Zion National Park and the Arizona Strip.

E. Special Features:

1. Scenery, similar to scenery in Zion National Park is a significant characteristic of the wilderness area. The summit of the Canaan Mountain is an essentially intact expanse, unlike the much smaller, separated plateau remnants in Zion National Park.

2. The lumbering operation that existed on the mountain from 1904 to about 1928 has important historical value, and is a significant part of the customs and culture of Washington County. Conceived by David Flanigan, he constructed a windless and pulley system onto the westerly side of the mountain. It was used to lift men, equipment, and supplies 2,000 feet upward to the top of the mountain. As many as 25 men were employed there. By 1906, as much as 200,000 feet of timber had been lowered to the base of what was by then called Cable Mountain. The lumber was cut, and then hauled for construction purposes to settlements up the river and down the river as far away as St. George. In later years, logs up to four feet in diameter were harvested from this area, and used to make shingles from a shingle mill set up at the base of the mountain. Access to this historic site would be from an existing ORV trail crossing the mesa. This trail has been used by many groups for forty years or more years prior to the current wilderness designation. Access to this historic site is from the Kane County side of the mountain.

3. Smithsonian Butte is a special landmark land feature that is included in the Canaan Mountain Wilderness area. The boundary of the wilderness area was enlarged in order to include this special land feature as a part of the wilderness. It has actually been annexed into the town of Apple Valley in order to provide additionally protection. Except for some animal life, vegetation, and bird nesting, many of the standard features of wilderness such as size, solitude, naturalness, recreation, etc., do not exist around

Smithsonian Butte. It belongs in the wilderness area because of what it is, and not because it qualifies for special protection on its own.

4. Another historic site exists in the Canaan Mountain area near the north-corner of the area known as the Mail Drop. At one point the pony express rider coming out of Kane County, rode to the edge of the Canaan Mountain ridge and dropped the mail over the edge. The mail was picked up near the town of Schunesburg, and delivered to communities all along the Virgin River. This practice of using the mail drop continued for several years. This site is also accessed from the Kane County side of Canaan Mountain.

III. Socio-Economics:

One private in-holding remains inside the designated area.
No individual adverse economic impact on Washington County is anticipated from the designation of this area as wilderness.

IV. Manageability:

A. The area can be effectively managed to preserve all wilderness values now present in the wilderness area. Continued use of the range land and livestock grazing would not significantly affect wilderness management. One private in-holding remains inside the designated area.

B. The nearly 100 year old historic lumber site creates a different situation. In all of the wilderness areas and formerly wilderness study areas, it has always been a common practice to "cherry stem" access-ways into the area in order to create wilderness. The same situation exists on Canaan Mountain. The most difficult area to maintain as wilderness in Washington County is the current trail across the plateau from the easterly to the westerly side. This type of facility is much like other timber producing activities found in areas of the county. Residents of the county and visitors to the county want to use off-road vehicles to visit the site of early resident activity. It is a part of the culture and customs of the county that should be preserved and made accessible to those desiring to visit the site. The General Plan recommends that access be provided, and is prepared to discuss methods by which is can accomplished.

Cottonwood Canyon

I. Area Description:

The Cottonwood Canyon wilderness area is located in south-central Washington County approximately 3 miles north of the city of Washington. The area is characterized by sharp, steep and jagged exposures of Navajo Sandstone, with elevations ranging from 3,200 feet to 4,870 feet. The area is situated near the southeastern base of the Pine Valley Mountains, which tower above it. It also borders the developed camping portion of the BLM Red Cliffs Recreation area on the east. It is bounded by the Dixie National Forest on the north and by additional BLM, State, and private land on the south and west.

II. Wilderness Characteristics:

A. Size.

This wilderness area contains 11,712 acres of land managed by the Bureau of Land Management. It is approximately 7 miles wide from east to west, and three miles wide from north to south.

B. Naturalness:

For the most part, the area is in a natural condition with few noticeable human imprints, and contains a high quality of naturalness.

C Solitude:

Topographic screening makes the opportunity for solitude outstanding in this wilderness area. The screening is associated with the exposures of Navajo Sandstone. The sights and sounds of human activities are not present from most places. From the higher points of the area, traffic on I-15 can be observed. Noise from aircraft is not considered to be significant or impairing to wilderness values since few small planes per day fly over the area. Most of the heads of drainages in Mill Creek and Washington Hollow provide solitude. Other opportunities are also found in the upper Heath Wash, in the rim areas in the lower Cottonwood Canyon area, and in the cliff area south of Quail Creek.

D. Primitive and Unconfined Recreation:

The opportunity for primitive recreation is outstanding in portions of the wilderness area because the canyon hiking activity is of outstanding quality. The cottonwood heath canyon area contains superior hiking opportunities. It is more limited in the Washington hollow-mill creek complex.

E. Special Features:

The wilderness area is rated class A for scenic quality. The exposed Navajo sandstone cliffs provide scenic beauty. Bird watching, especially the bald eagle and peregrine falcon are seen in this area.

III. Socio-Economics:

No in-holdings exist. There are still issues with existing water development that need to be resolved as a part of the BLM Management Plan. The county General Plan recommends that the BLM work closely with the county and city officials to resolve concerns that may still exist with water or land ownership. The land bill does not provide for new water development. There are no existing in-holdings in the wilderness area.

One critical economic component of concern to the county is to identify, on cooperation with the public agencies, one or more northern transportation routes across the county from east to west, as required by Congressional action. The General Plan recommends that the public agencies that may be involved, work closely with the county and the cities involved in identifying this route within the framework set out by Congress.

IV. Manageability:

The Cottonwood Canyon wilderness area would appear to create no serious management challenges. The major challenge may be to determine how best to manage the area inasmuch as it is completely inside the current desert tortoise reserve, and has been placed in a national conservation area by the action of Congress. The Section 10 permit for the HCP tortoise recovery is scheduled to expire in 2016. The General Plan recommends that this become a natural transition from the current management plan to the new management plan with the County still acting as the land coordinator in close cooperation with the various public agencies that are currently involved in its management. It is expected that the BLM, working closely with the county and the other public agencies, will work out the details of how to make this transaction come about in a natural, seamless manner.

Cottonwood Canyon Forest

I. Area Description:

The Forest Service Cottonwood Wilderness area is immediately adjacent to the BLM Cottonwood Wilderness area near the north-east corner of the BLM wilderness area.

II. Wilderness Characteristics:

A. Size:

According to the land bill, the area contains 2,643 acres, and is somewhat "square" in size.

B. Naturalness:

The area is in a natural condition with a high quality of naturalness.

C. Solitude:

Topographic screening makes the opportunity for solitude very high in this area. The area is composed of a series of badly fractured sandstone ravines. The county concurred that, attached to the cottonwood wilderness area, it qualified for wilderness designation. The one detraction to solitude is the overflight of commercial airlines and private air planes approaching or departing from the current St. George. This flight pattern could change with the completion of the new airport in 2011.

D. Primitive and unconfined recreation:

There is good opportunity for primitive recreation in this wilderness area because of the difficulty of access to and travel within the area.

E. Special Features:

The wilderness area is rated A for scenic quality. The exposed Navajo Sandstone cliffs provide scenic beauty. Bird watching should be excellent in this area.

III. Socio-Economics:

No individual economic impact on Washington County is anticipated from the designation of this area as wilderness.

IV. Manageability:

The National Forest Wilderness designation would appear to create no serious management challenges. The main challenge may be to determine how to best manage the area inasmuch as it is inside the national conservation area created by Congress. The General Plan would suggest that the Forest Ranger from this part of the Dixie National Forest be given a seat along with the current management group of the Red Cliffs Desert Reserve and that the area be managed cooperatively by the current organization presently in place with the addition of a forest service representative.

Cougar Canyon

I. Area Description:

The Cougar Canyon wilderness area is located in the northwest corner of the BLM managed land in Washington County, and adjacent to the Nevada State line. It was originally proposed as a companion area to the same quality of land on the Nevada side of the State line. The Nevada WSA was eliminated by Congress as a part of the Lincoln County, Nevada wilderness bill. The Utah portion was later designated by Congress as wilderness in March, 2009.

Cougar Canyon is characterized by hot summers and relatively short, mild winters. Cold spells are of short duration. The wilderness area is at the headwaters of the Beaver Dam Wash and is adjacent to Clover Mountain, which extends east-west from Nevada into Utah. It is adjacent to the Dixie National Forest on the North, Nevada on the west, and BLM land on the south and east. The wilderness area contains steep mountainous canyons, long ridges, and rough drainage areas:

II Wilderness Characteristics:

A. Size:

The Cougar Canyon wilderness area contains 10,409 acres of public land managed by the Bureau of land Management. The area is approximately 4 miles wide by 5 miles long.

B. Naturalness:

The wilderness area is basically natural. There are a few signs of man, including several miles of range fence, and a spring development. The area meets the wilderness criteria for naturalness.

C. Solitude:

There are outstanding opportunities for solitude, particular in the canyon bottoms. The size and configuration of the wilderness area neither enhances nor detracts from the outstanding opportunities for solitude present in the recommended area. Congress specifically provided for continued use of the air space for low level training flights of military aircraft, which could conflict to some degree with the solitude of the area.

D. Primitive and Unconfined Recreation:

The wilderness area would allow for the continued use of livestock grazing. The fence would be allowed to remain and the existing water development could also

remain. There are the activities that would be available in this wilderness area include hiking, fishing, bird watching, picnicking, and photography.

E. Special Features:

The wilderness area has several miles of perennial pools and streams that support fishing. This feature is unique to most BLM lands.

III. Socio-Economics:

Because the mineral potential of much of the western part of Washington County it has never been sufficiently explored, it is difficult to determine the possible value of minerals that could be developed in that part of the county in the future. Based upon current commercial development, there is little socio economic impact from this wilderness area, acting independently from all other areas, in the county. Some isolated private lands intrude into the northeast boundary of the area, adjacent to the forest boundary. No other private or state in-holdings exist.

IV. Manageability:

The Cougar Canyon wilderness area is manageable as wilderness. The area is rugged, relatively remote, and currently has only low to moderate recreational use. Vegetation is too sparse to provide woodland products, and mineral conflicts are unlikely. Livestock grazing in the area may continue, hunting may continue and wilderness designation will strengthen current management efforts to protect the Beaver Dam watershed and will provide wildlife habitat.

Deep Creek

I. Area Description;

The Deep Creek wilderness is located in northeastern Washington County. The area is adjacent to Zion National Park on the south, BLM and private on the west and north private land also on the north and on the east. The Deep Creek's impressive canyon of Navajo Sandstone dominates much of the area, along with small portions of other deep drainage such as Kolob Creek. In places, the canyon rim rises 2,000 feet above the creek bottom. Portions of the canyon are included in the wilderness area. These regions consist of Pinion Pine, juniper, and mountain shrub woodlands, as well as Ponderosa Pine, fir, and aspen forests at the higher elevations.

II. Wilderness Characteristics:

A. Size

The wilderness area contains 3,284 acres of public land managed by the Bureau of Land Management. It is approximately 2 miles wide from east to west and 3 miles long from north to south. The small size of this area, and the fact that access to the canyons is generally from non-BLM lands, primarily private lands and the National Park Service land, is a handicap to its proper management. There are however, other qualities that helped qualify Deep Creek as a wilderness area.

B. Naturalness:

The area is in a natural condition, with little human imprint in the canyons below the rim.

C. Solitude:

The deep Creek wilderness area provides opportunities for solitude due to the deep, rugged, and winding canyon terrain, the side drainage, vegetative screening, and isolation of the area. However, the small size of the wilderness area limits its composition to segments of several canyons, with the longest segment consisting of approximately 4 miles of Deep Creek Canyon. Outstanding solitude opportunities are dependent upon the longer lengths of the canyons and the canyon rims which involve other contiguous lands, particularly lands within Zion National Park.

D. Primitive and Unconfined Recreation:

The rugged and highly scenic qualities of the Deep Creek Wilderness area offer recreational opportunities along the canyon bottom for hiking, sightseeing,

backpacking, photography, and fishing. When combined with adjacent public lands, recreational opportunities are considered to be outstanding.

E. Special Features:

The scenic qualities of the Deep Creek area are quite spectacular. Because these tributary canyons lead directly into Zion National Park, they are not far upstream from their confluences with the Zion narrows. The Deep Creek and Deep Creek North wilderness areas contain some of the only designated segments of wild and scenic rivers currently designated in the State of Utah on BLM lands.

III. Socio-Economics:

Individually, Deep Creek holds no significant economic benefit to the County other than for recreation. There is no state or private in-holdings within the wilderness area. There is a motorized ATV trail bisecting Deep Creek and Deep Creek North. The trail is extremely steep and allows legal access between the private properties on the east and west sides.

IV. Manageability:

Overall, the area could be managed to preserve its wilderness character. Administration of the area may be difficult because of the limited areas of access across private land. Visitor use can be monitored and controlled through a cooperative effort by the BLM and the National Park Service. The BLM may acquire some private land access points to the west side of the wilderness area to precipitate access into the canyons.

Deep Creek North

I. Area Description:

Deep Creek North is separated from the Deep Creek wilderness area by an east-west motorized trail running between the two wilderness areas. The deep creek north area was not recommended by the BLM for wilderness consideration. Both areas were evaluated, but only the southern part was recommended.

The Deep Creek North wilderness area contains 4,062 acres, which is actually larger than the Deep Creek wilderness area. The major difference between the two wilderness areas is found in the imprint of man. The east-west motorized trail and other adjacent roadways are more noticeable in Deep Creek North. There is a problem with State and private land being located within the boundary of the north wilderness area that will need to be resolved by the BLM, including possible land trades to benefit all affected entities.

Access into Deep Creek North is more difficult because it is essentially surrounded by private land ownership which may or may not allow access into the canyons, which is where the naturalness, solitude, and unconfined recreation is mostly located.

Beyond the above considerations, there is no reason to duplicate the Deep Creek evaluation for Deep Creek North. To a greater, or lesser, degree the comments relative to one of the wilderness areas applies to the other one. To get a feel for Deep Creek North, read the summary of conditions found in Deep Creek. They are both not unlike each other with Deep Creek North being to a lesser degree even though it contains more acreage. The qualities that set these areas apart as wilderness areas are found in the bottoms of the deep canyons, and not above the rims.

Both areas all together account for a total of 7,346 acres of wilderness in Washington County.

II. Wilderness Characteristics:

Please see description from Deep Creek wilderness area.

III. Socio-Economics.

Individually, Deep Creek North holds no significant economic benefit to the county other than for recreation.

IV. Manageability

The management of the Deep Creek North wilderness area should be no more difficult for the Bureau of Land Management at all of the other wilderness areas located in the

northeast part of Washington County in the Kolob portion of Washington County. Signing, fencing, and monitoring issues increase with additional acres.

Doc's Pass

I. Area Description:

Doc's pass is located in the west part of Washington County, along the Nevada border. It is approximately 9 miles from north to south and 3 to 4 miles wide. It is bounded by the State of Nevada on west, the Beaver Dam Wash on the north and east, and BLM, private, and State land on the south.

Doc's Pass contains 17,294 acres, making it one of the larger wilderness areas in the county. Doc's pass was not recommended by the Bureau of Land Management for wilderness designation at any time. Therefore the more detailed consideration of Doc's pass has not been specifically completed. However, because of its relationship to the Cougar Canyon wilderness area, there are obviously significant similarities between the two areas. Both areas, according to Congress, are subject to low level training flights from military aircraft flying in the area. Both areas do provide areas for naturalness, solitude, along with primitive and unconfined recreation.

Active mining claims remain on the west boundary of the area. Access to the claims will need to be maintained. There are many roadways traversing Doc's pass from one end to the other which will need to be resolved by meetings between the BLM and Washington County. At least some of these roadways will need to be retained. In addition, there are state lands and private in-holdings within the wilderness boundary that will also need to be resolved by the County, BLM, and the other stakeholders involved. There have been range improvements within the wilderness area, and livestock permits are allowed to continue following wilderness designation. The Doc's Pass wilderness area may have been designated by Congress for the purpose of placating the environmental community and adding acreage to the total land in the County, more than for actual wilderness value. However, the County, working closely with the BLM, will find ways to resolve the problems created by the wilderness designation, thereby making Doc's Pass a valid wilderness addition to the County.

II. Wilderness Characteristics:

Please see the Cougar Canyon wilderness area for similar information.

III. Socio- Economics:

Please see the Cougar Canyon wilderness area for similar characteristics.

IV. Manageability:

The manageability of Doc's Pass, coupled with the Cougar Canyon and the Slaughter Creek Wilderness area, which are all contiguous with one another, should make the three

wilderness areas along the west side of the county, more manageable because of their proximity.

Goose Creek Canyon

I. Area Description:

The Goose Creek Canyon area is located in the northeast corner of Washington County. The area is adjacent to Zion National Park on the south and private land on the north, east, and west. This parcel is isolated from other BLM lands.

The deep drainage of Goose Creek Canyon dominates the area. The canyon rims and vertical walls of the Carmel formation and Navajo sandstone tower 2,000 feet above the creek, exposing these various rock formations. The only access into the canyon is through Zion National Park. The sheer walls at the upper end of the canyon do not permit access. The upper rim may be viewed by way of a road paralleling the north side of the wilderness area.

II. Wilderness Characteristics:

A. Size:

This wilderness area contains 98 acres of public land managed by the Bureau of Land Management. It is approximately 0.25 miles wide from east to west and 0.50 miles long from north to south. By itself, the wilderness area does not qualify for wilderness designation based upon size. However, combined with the National Park, it can qualify as a wilderness area.

B. Naturalness:

The canyon area is in a natural condition, with no significant imprint.

C. Solitude:

The rugged, winding canyon of Goose Creek does provide opportunity for solitude, particularly when considering the area's difficult accessibility and isolation. Its existing opportunities for solitude are tied to the adjacent wilderness area of Zion National Park.

D. Primitive and Unconfined Recreation.

The rugged, scenic qualities of the area offer recreational opportunities for hiking, backpacking, technical rock climbing, and photography. It must be accessed through Zion National Park. Because of its location and accessibility, the number of annual visitors to the Goose Creek Canyon Wilderness is very low.

E. Special Features:

All of the wilderness area has significant scenic value. That segment of Goose Creek running through this parcel has been designated under the wild and scenic rivers act.

III. Socio-Economics:

No individual adverse economic impact on Washington County is anticipated from the designation of this area as wilderness. There are no state or private in-holdings, sub-surface rights in the wilderness area. The land is presently use for unconfined and primitive forms of outdoor recreation and wildlife habitat.

IV. Manageability:

Goose Creek Canyon wilderness area could be effectively managed to preserve its wilderness character. Access is very difficult but visitor use could be monitored through Zion National Park. Because of its remote location and because of its qualification for wilderness in connection with similar wilderness land inside the national park, the Goose Creek Canyon has, except for size, the necessary qualifications for wilderness. It is not expected that the management and use of the area will change materially from its present condition because of its remote location and lack of accessibility.

LaVerkin Creek Canyon

I. Area Description:

The LaVerkin Creek Canyon wilderness area is located in the northeastern part of Washington County. The area is bordered on the south by Zion National Park; it is surrounded by private land on the other side. The area consists mainly of 1.5 miles of the LaVerkin Creek and a very small portion of the Bear Trap Canyon drainage. The canyon rims rise 700 to 900 feet above the creek.

II. Wilderness Characteristics:

A. Size:

The wilderness area contains 445 acres of public land managed by the Bureau of Land Management. It is approximately 1 mile wide from east to west, and 1.25 miles long from north to south. The wilderness area is basically "L" shaped.

B. Naturalness:

The area is in a natural condition, with no noticeable human imprints.

C. Solitude:

In connection with the adjacent Zion National Park, the area has outstanding solitude opportunities throughout the entire area.

D. Primitive and Unconfined Recreation:

Some recreational opportunities exist along the canyon bottoms such as hiking, back packing, horseback riding, and photography. Outstanding opportunities for unconfined recreation exist when combined with the wilderness area of Zion National Park.

E. Special Features:

All of the area has excellent scenic values.

III. Socio-Economics:

There are no state or private in-holdings sub-surface rights in the wilderness area. No individual adverse economic impact on Washington County is anticipated from the designation of this area as wilderness.

IV. Manageability:

The LaVerkin Creek wilderness area could be effectively managed to preserve its wilderness character. Access to the area is very difficult, but visitor use could be monitored through Zion National Park. Because of its remote location, and because of its qualifications for wilderness in connection with similar wilderness inside the National Park, the LaVerkin Creek wilderness has, except for a lack of size, the necessary qualifications for wilderness. It is not expected that the management and use of the area will change materially from its present condition.

Red Butte

I. Area Description:

The Red Butte Wilderness area is located in eastern Washington County, approximately fifteen miles north of the town of Virgin. The area is adjacent to Zion National Park on the north, State trust land on the south, and private lands on the east and west sides.

The area predominantly consists of a large sandstone butte, set amidst a dense mountain scrub brush such as sage, serviceberry, Manzanita, pinion pine, ponderosa pine and juniper. Elevations of the site range from 5,500 feet to 7,400 feet, with the Red Butte wilderness rising some 1,800 feet above nearby Smith Mesa, and 1,200 feet above the lower Kolob Plateau.

II. Wilderness Characteristics:

A. Size:

The wilderness area contains 1,537 acres of public land managed by the Bureau of Land Management. It is approximately 1.25 miles long from north to south, and 1.25 miles wide from east to west. By itself, the wilderness area does not quality for wilderness designation based upon size. However, combined with the National Park, it can qualify as a wilderness area

B. Naturalness:

The area is in a generally condition with a few human imprints. The wilderness area has been primarily affected by the forces of nature. A few lightly used jeep trails exist along its eastern boundary. A developed spring and surface pipeline are located just inside its western boundary.

C. Solitude:

The area does provide opportunities for solitude due to its difficult accessibility, isolation and dense vegetation. The main reason for its solitude stems from its isolation which is created by the large expanse of undeveloped land surrounding the red butte area. It is not protected from outside sounds by the land use bill enacted by Congress.

D. Primitive and Unconfined Recreation:

The area offers recreational opportunities such as deer hunting, hiking, backpacking, nature study, geologic study, and technical rock climbing. Overall, outstanding opportunities for primitive and unconfined recreation are found in the Red Butte Wilderness area.

E. Special Features:

The most special feature of this area is that it is rated as outstanding for scenic quality.

III. Socio-Economics:

There are no state or private in-holdings, sub-surface rights, or rights-of-way in the Red Butte Wilderness area. The land is presently used for unconfined recreation. Very little economic change will be noticed by wilderness designation. Livestock grazing ma continue, and there is little other opportunity for other economic development.

IV. Manageability:

Overall it appears that the wilderness area can be effectively managed to preserve its wilderness character. Access is difficult across private land, but could be monitored in connection with Zion National Park. It is not expected that management and use of this wilderness area will change materially from its present condition because of its remote location and lack of accessibility.

Red Mountain

I. Area Description:

The Red Mountain wilderness area is located on Bureau of Land Management lands in the south central part of Washington County, just north of the city of Ivins. It is approximately 8 or 9 miles northwest of St. George city. Red Mountain is a plateau of deep red Navajo Sandstone rising 1,400 feet above the city of Ivins and the Santa Clara bench, to elevations of 4,600 feet to 5,432 feet.

The wilderness area borders Snow Canyon State Park on the east, nearly to the homes in the City of Ivins on the south, and Gunlock State Park on the west.

II. Wilderness Characteristics:

A. Size:

The Red Mountain wilderness area contains 18,729 acres of public land. It is approximately six miles from east to west and 7 miles from north to south.

B. Naturalness:

All appears to be natural in character. In close proximity to the urban valley, Red Mountain is perceived as an island of naturalness. Imprints that existed at the time of the BLM inventory included about 5 miles of roadway, about .05 miles of fence remnants, and a livestock watering trough. Only about 5 surfaces are affected, but these imprints are substantially unnoticeable. No surface disturbing a activities other than fire suppression, restoration, and occasional ATV intrusions. have occurred since the inventory.

C. Solitude:

Not all of the area has been identified as having outstanding opportunity for solitude. Outside sights and sounds from the Santa Clara Bench are readily apparent from the rim of the plateau, and below to the city of Ivins. The opportunity for solitude lies with the top of the plateau,, away from the rim.

D. Primitive and Unconfined Recreation:

Outstanding opportunity for primitive recreation exists on the plateau at the top of the rim. Opportunities for hiking, backpacking, and horseback riding are rated as above average in the Red Mountain wilderness area. There is a lack of water which may limit the length of stay in the area.

E. Special Features:

The wilderness area is rated as outstanding for scenic quality. Much of this is related to the views from the rim of the mountain overlooking the Santa Clara Bench, Gunlock Reservoir, and Snow Canyon State Park.

III. Socio-Economics:

With all of the mining and mineral leases filed over the years in the wilderness area, this area could realistically see significant revenue loss to the county as a result of the wilderness designation by Congress. Actual development of mineral resources and mineral leases are, however, distinctly different. No significant development has taken place since the area was made into a wilderness study area. It is not likely now. There would appear to be at least one section of State land within the wilderness boundary that would need to be traded out of the area.

IV. Manageability:

The area can be managed by the BLM much as it has been for many years. The combined management of the Red Hills Desert Reserve and the new addition of the National Conservation area over the top of the wilderness area will require some management decisions in the future. The General Plan recommends coordinating with the public agencies with a proposed plan to continue the area much as it is now. The County and the public agencies will need to work together to develop the details of this management.

Slaughter Creek

I. Area Description:

The Slaughter Creek wilderness is located in the north-west part of Washington County, immediately adjacent to the Cougar Canyon wilderness area. It is approximately 3 miles from north to south and 2 miles wide from east to west. The Slaughter Creek wilderness area contains 3,901 acres, and was designated by Congress as a part of the Washington County wilderness bill.

As a result of congressional designation, rather than having been identified as wilderness by prior study of the Bureau of Land Management, it does not have the same information available for use that it would have had if it had been identified for wilderness by the BLM. Slaughter Creek is also adjacent to Doc's Pass, another wilderness area created by Congress without having gone through the FLPMA process.

The characteristics of Slaughter Creek most naturally relate to the Cougar Canyon wilderness area. Therefore, by reviewing the information from Cougar Canyon, there will be many similarities between the two areas.

II. Wilderness Characteristics:

Please see the Cougar Canyon wilderness area for similar information.

III. Socio-Economics:

Some active mining claims remain on the south-east border of the wilderness area. Potential for further development and production is unknown. There is no other state or private in-holdings.

IV. Manageability:

The manageability of Slaughter Creek, coupled with Doc's Pass and the Cougar Canyon wilderness area, which are all contiguous, except for roadways, should make the three wilderness areas along the west side of the county more manageable because of the benefit of proximity with one another. Combined, they create a wilderness area of 31,604 acres.

Taylor Creek Canyon

I. Area Description:

The Taylor Creek Canyon wilderness area is located in the northeast corner of Washington County. The area is adjacent to the Kolob Canyons of Zion National Park. It is bounded by National Park land on the east, private lands on the east and state lands on the north and south.

The area is dominated by the rugged, barren slick rock terrain found at the head of a deep drainage, the middle fork of Taylor Creek. The vast majority of this canyon is within Zion National Park. The canyon rims and sheer walls of the Carmel formation and Navajo Sandstone rise 1,000 feet above the canyon floor. Elevations range from 6,800 feet to 7,000 feet within the area. High cliffs prohibit access into the National Park.

II. Wilderness Characteristics:

A. Size:

The area contains 32 acres of public land managed by the Bureau of Land Management. It is approximately 0.25 miles wide from east to west and about the same from north to south.

B. Naturalness:

The area is in a natural condition, with no human imprints.

C. Solitude:

The area encompasses only an extremely small parcel of land at the head of Taylor Creek Canyon. Opportunities for solitude are very good throughout the entire canyon.

D. Primitive and Unconfined Recreation:

The rugged, scenic qualities of the canyon offer recreational opportunities along the canyon bottom for hiking, backpacking, and photography.

E. Special Features:

The scenic qualities of Taylor Creek Canyon are especially notable, particularly the depth and colorful walls of the canyon. The canyon provides habitat for raptors. That portion of the Taylor Creek headwaters that runs through the wilderness area has been designated by Congress under the wild and scenic rivers act.

III. Socio-Economics:

By itself, there is no expected economic impact on Washington County from the designation of Taylor Creek Canyon as a wilderness area. There are no private lands within the Taylor Creek Wilderness area.

IV. Manageability:

The wilderness area can effectively be managed by the Bureau of Land Management. However, in this instance, there is no access to the wilderness area from Zion National Park. Access from private land is restricted. The area has received little use, and no major increase in on-site use is anticipated. The area is unsuitable for grazing and visitor use is limited. All of the small wilderness areas allocated in the Kolob area north and east of the National Park are two small by themselves to qualify as wilderness. They do have wilderness characteristics, in many cases greater than larger areas; it should make it easier for the BLM to manage the group than it would be if there was only an isolated wilderness designation in the area.