Regional Water Supply Agreement
Administration Advisory Committee
MINUTES

Meeting date:	August 27, 2025
Time:	12:00 – 2:00 pm
Location:	533 E Waterworks Drive, St. George UT
Participants:	Administration Advisory Committee members Zach Renstrom, Ben Billingsley, Kaden DeMille, Kyle Gubler, Jeremy Redd, Kress Staheli, Rick Rosenberg, Brock Jacobsen, John Willis, Michele Randall, Chuck Gillette, Chris Hart, Ed Bowler, and Jean Krause. Also, present were Washington County Commissioners Adam Snow and Victor Iverson. Advisory Committee member Nanette Billings and Kelly Wilson were not present. Other meeting attendees are noted on the attached sign-in sheet.

Review impact fee process

Aaron Anderson with Bowen Collins and Associates explained that he has been assisting the district with the Regional Water Master Plan. This presentation will provide an overview of projects included in the Impact Fee Facilities Plan (IFFP). He noted that the impact fee calculations and finalization of the Master Plan are nearly complete, but not quite ready.

Local Water Supply Development Projects

These projects involve undeveloped water rights and reservoirs planned to augment supply in the near future.

- **Ash Creek Pipeline & Chief Toquer Reservoir Project**
  - Pipeline connects the old Ash Creek Reservoir to the new Chief Toquer Reservoir site along I-15.
  - Pipeline is complete; reservoir is under construction.
  - Estimated completion: 2027.
  - Reliable yield: just under 1,800 acre-feet.
- **Cottam Site Wells**
  - Located near Anderson Junction (north freeway exit to Toquerville).
  - Well #3 is complete; Well #4 is in planning.
  - Combined yield: ~2,300 acre-feet.
  - Includes moving water rights from the Sullivan wells (west of Toquerville) to the Cottam site.
- **Cove Reservoir Project**
  - Planned in Kane County, near Orderville, Utah.
  - Joint venture with Kane County.
  - Expected to add just under 600 acre-feet of supply to Washington County.
  - Water would be released from the reservoir and then captured at the Virgin River diversion.
- **Sand Hollow Well #7**
  - Located on the west side of the Sand Hollow well field
  - Expected to provide approximately 240 gallons per minute of pumping capacity

Mr. Anderson explained the next project is the Kolob Dam Improvement. Kolob is a reservoir the district operates in conjunction with the Virgin River diversion by releasing flows into the river fork and then capturing them downstream. This project involves raising the dam to increase its storage capacity. The anticipated reliable yield from this improvement is just under 200 acre-feet of water.

Mr. Anderson explained the redevelopment of the Ence Wells, located near Ivins and Santa Clara. These wells have experienced water quality issues in the past. While they currently meet potable water standards, they have elevated TDS concentrations that

affect taste and odor. The plan is to utilize the existing water rights by drilling additional wells in the surrounding area, allowing the district to bring this water back into active use. This project is anticipated to provide just over 1,200 acre-feet of new supply to the system that is not currently utilized.

Mr. Anderson explained the Regional Reuse System is to increase reuse of wastewater effluent (reclaimed water) across the county to support both irrigation and future potable reuse projects.

Phase 1 will focus on expanding Type 1 reuse for irrigation and implementing significant agricultural water exchanges. Currently, much of the agricultural water on both the west and east sides of the county is high-quality source water for treatment into potable water. The plan is to construct infrastructure to deliver treated effluent/reclaimed water to agricultural users. In exchange, the water they are currently using for irrigation would be redirected for potable water treatment.

Future Phases will advance to indirect potable reuse, in which treated effluent will be purified further and used as source water for potable water treatment.

Mr. Anderson emphasized the system will rely on a regional network of facilities and conveyance infrastructure. Wastewater can currently be captured at three main points. Confluence Park Water Reclamation Facility which is under construction and expected completion in 5–6 months, Hurricane Lagoon System which currently receives flows from Hurricane, La Verkin, and Toquerville, and St. George Regional Water Reclamation Facility, which serves St. George, Washington, Santa Clara, and Ivins.

The reuse system is designed to deliver reclaimed water to irrigators through pressurized secondary irrigation systems, facilitate water exchanges with agricultural users and ultimately treat reclaimed water to potable standards through an Advanced Water Purification Facility, allowing discharge into potable water reservoirs.

Mr. Anderson explained the new Confluence Park facility on the east side of the county will be interconnected with three separate ponds located at different sites. A pond currently being designed on the north end of La Verkin will receive reuse water from Confluence Park to supplement the La Verkin irrigation system. Any excess or winter flows can be conveyed further upstream for storage in Chief Toquer Reservoir. He said that storage is a critical benefit of the system by storing reclaimed water in the off-peak season, the district can ensure that water is available for irrigation and other uses during the high-demand summer months.

Mr. Anderson explained the water treatment projects. There is the expansion of Quail Creek WTP it will upgrade from 60 MGD to 90 MGD and is currently in the construction phases. There is also ozone treatment being added to help improve the quality of the water.

Corey Cram explained that the Quail Creek project is being completed in three phases. The first two phases have already been awarded, and construction is underway. The third phase will follow, with timing coordinated to leverage available funding and contractor resources.

Mr. Cram emphasized that phasing is a challenge because the work must be scheduled around periods of treatment plant downtime. Overall, the project is expected to continue for the next two and a half years.

Mr. Anderson explained that the West Side Water Treatment Plant project originates from the Regional Reuse System. By exchanging irrigation water currently drawn from Gunlock Reservoir with Type 1 reuse water, the high-quality Gunlock supply can instead be source water for potable use.

The new treatment plant would provide a facility capable of processing Gunlock Reservoir water into potable water, augment supply for Ivins, Santa Clara, and St. George and strengthen the district's overall potable water portfolio. The plant's final design capacity has not yet been determined, but it is projected to be approximately 12 MGD (million gallons per day).

Mr. Anderson explained the Major Water Conveyance projects designed to improve system flexibility and supply distribution.

Quail to Cottam Pipeline Project will connect the Quail Creek Water Treatment Plant to the Cottam Tank, making Quail Creek water available to east-side communities including Toquerville, La Verkin, Virgin, Hurricane, and new developments along the I-15 corridor. It will provide up to 4,500 gallons per minute of conveyance capacity and is expected to be completed by the end of the year.

There are several additional pump stations that are planned or under construction. Toquerville Springs Pump Station, Hurricane Valley Pump Station, and the Regional Pump Station.

Mr. Anderson explained these projects are primarily designed to move water efficiently from one location to another, providing flexibility and ensuring reliable supply from various sources throughout the system.

Mr. Anderson explained another conveyance project designed to increase water supply to west-side communities.
The pipeline will interconnect the Regional Pipeline with the Sand Hollow Regional Pipeline, allowing water to be delivered from either system to customers on the west side of the county. The line is a 36-inch pipeline running from the intersection of Washington Dam Road and Washington Fields Road down toward Stucki Farms. This interconnection will provide flexibility to move water between the two regional systems, ensuring reliable supply for west-side service areas.

Mr. Anderson explained that the Cottam Well Transmission line upgrade is a future project to increase capacity in the Cottam System pipeline extending toward Virgin. This project involves upsizing the existing pipeline to allow greater conveyance capacity into Toquerville, La Verkin, Hurricane and Virgin.

Mr. Anderson explained that several water tank projects are planned within the district's 10-year planning window two currently under construction and one anticipated in the future. Sand Hollow Tank Expansion this is a new 2-million-gallon tank adjacent to the existing 2-million-gallon tank on the east side of the reservoir. Quail Creek Treatment Plant Tanks a new 10-million-gallon tank is under construction next to the existing 10-million-gallon tank at the Quail Creek Treatment Plant. West Side Storage is a future project anticipated construction of a 5-million-gallon tank to provide storage capacity for the West Side Water Treatment Plant. These three projects represent the district's primary tank expansion efforts over the next decade.

Mr. Anderson emphasized that the Lake Powell Pipeline (LPP) remains an active project being pursued by the district as a long-term water supply source. While the district has pivoted in the short term to focus on reuse projects as the immediate source of new water supply, the LPP continues to be an important part of the district's future planning.

Mr. Anderson concluded by noting that the district is nearing completion of the Regional Water Master Plan and the Impact Fee Facilities Plan. A presentation on these plans will be given in the near future to show how the numbers align and what the new impact fee will be. He emphasized that the projects discussed during this presentation are the ones being incorporated into those calculations.

Zach Renstrom highlighted the significant cost of the district's aggressive infrastructure plan. As an example, he noted that the new 10-million-gallon tank recently went out to bid at approximately $27 million, underscoring how expensive these projects are.

Mr. Renstrom explained the district's primary strategy for funding these projects is impact fees. He explained that while other options such as raising property taxes or adjusting water rates exist, impact fees are currently viewed as the most appropriate funding mechanism. He added the district is actively working with home builders to review all planned projects, ensuring they understand both the need for additional water supply and the reasoning behind the fees. The district anticipates adopting a new impact fee schedule later this year.

Mr. Renstrom discussed efforts to improve the impact fee payment process, which has become a frustration point for developers. Currently, builders must pay city impact fees, then travel to the district office with paperwork, pay the water impact fee in person, and return with documentation. This process, developed two decades ago, is outdated and inefficient.
Renstrom noted that district staff are now working with cities to streamline the process, with the goal of making it possible for builders to complete everything online, eliminating the need to physically visit the district office.

Conservation updates

Conservation Manager Doug Bennett presented an update on the District's Water Efficient Landscapes Program (WELP).

According to Bennett, the District has supported 2,300 projects totaling about 3 million square feet of converted landscape. To put that in perspective, if you laid out a standard strip of sod end to end, it would stretch 375 miles. These 3 million square feet are projected to save 125 million gallons of water annually and at roughly half the cost of other water development projects.

Looking at participation trends, from January through July 15th, the program has shown remarkable growth. In its first year, about 230,000 square feet were converted by residents. That same time frame saw a 90% increase in 2024, and another 31% increase so far this year.

One of the most encouraging aspects is how people are hearing about the program. Despite aggressive advertising, Mr. Bennett said the number one source of information is word of mouth.

Mr. Bennett said he compared our program to Las Vegas. On a per capita basis in 2023 and 2024, county residents converted more landscaping than Las Vegas residents did in their residential program during the same period, and so far in 2025 Washington County residents are converting lawns at double the rate of Las Vegas area residents. Mr. Bennett acknowledged Las

Vegas has been running their program for 25 years and is now dealing with the most resistant customers. Las Vegas spends nearly $30,000 per acre-foot saved, while the WELP program runs closer to $15,000 per acre-foot, he said.

Mr. Bennett explained that Santa Clara city asked whether they could use surcharge funds to bolster the rebate. The concept was viable, and the city's funds can be matched with state funds to provide an additional $164,000. Starting September 1st Santa Clara residents will receive $3 per square foot on the first 500 square feet before the rebate returns to the standard rate. Normally, about 100 Santa Clara households participate per year, but this funding will allow supplemental incentives to more than 400 households, each receiving about $500 extra. Many cities have access to these surcharge funds, but the money expires at the end of 2026. If unused, it rolls back into the District's budget.

Mr. Bennett said the board approved an adjustment to the rebate program. Previously, rebates were $2 per square foot for the first 5,000 square feet and then $1 per square foot for the next 90,000 square feet (up to $100,000 per year). This structure discouraged large-scale projects. For example, a 40,000 square-foot project once earned $45,000 in rebates. Now, a flat $2 per square foot rate will provide such a project $80,000. The District has already notified large commercial property managers about this change, and we are waiting to see how many move forward.

Chuck Gillette asked whether the District is utilizing impact fees for this program. Mr. Bennett responded: "No. Zach and I have discussed this. One reason we require customers to sign an easement is so the District has an asset or interest tied to the program, giving us assurance that the conversion will not be reversed. However, Utah State law is somewhat unclear on whether capital funds could legally be used to run this type of program, so at this point impact fees are not being used."

Mr. Bennett added that while there is uncertainty, it would be very beneficial if capital funds could be used. As the program grows, costs may increase to the point where they become a significant operating expense.

Municipal support for program evaluations

Mr. Bennett said most of the cities provide customer use data to Bowen Collins for regional water management studies. In addition, there are other research projects where we also need access to end-user data. Bennett asked if the group has any concerns about utilizing the same customer data to evaluate conservation programs, such as the excess use surcharge, irrigation frequency, or the WELP program. He assured the AAC the data would be used in aggregate and anonymized.

No concerns were raised by AAC members. Mr. Bennett stated that he would consider the lack of concern as consent.

Zach Renstrom added that once the District completes the analysis, the District will bring the results back and share the findings with the group.

Status of Regional Conservation Plan approval

Mr. Bennett explained that the District created a draft of the regional conservation plan, gave all of the cities several months to review it, and made a few minor changes based on city feedback. After that, the district submitted the plan to the state for preliminary review. The state provided positive feedback, suggesting the plan will be accepted.

Mr. Bennett said this will be the first regional water conservation plan ever completed in Utah. The statute was not really written with this approach in mind, but it allows for it, and we have worked through the details to make it possible.

By law, every city and the District must submit a water conservation plan every five years. Typically, hiring a consultant for this work costs around $10,000–$15,000 per city. Credit goes to Scott Taylor about a year ago, he asked why we were all duplicating efforts when we use the same programs and share the same water resources. He suggested we write one plan together. We took that idea to the state, and they agreed.

Mr. Bennett explained how it will work.

Each city which adopts the plan and provides the statutorily required documents will fully meet the five-year conservation plan requirement. That means none of us will need to write another plan until 2030, when the District will again lead the update.

The plan can be amended at any time if conditions change or new needs arise. This regional approach also supersedes each city's existing plan and places all of us on the same reporting schedule. It eliminates inconsistencies between city reports and the District's conservation and master plans.

The Washington County Water Conservancy Board will hold a public hearing on September 8th. Notices have already been sent to the municipalities. Once the Board adopts the plan, each city will need to pass a resolution of adoption between September 9th

and October 31st. The October 31st target gives us time to gather resolutions, recompile the plan, and resolve any hiccups before the state deadline.

Mr. Bennett explained that he will send out an email with everything attached, that way they can simply forward it to whoever on your staff will be responsible for making sure things get done.

Scott Taylor stated that he got the impression that the state was not supportive of the regional plan, as if they were saying it was not going to work.

Mr. Bennett responded that the district met with state staff and went through several questions because the state is used to reviewing plans from the perspective of a single municipality or district, not a regional, holistic approach. Bennett said he explained that every new gallon of water benefits the region as a whole, and where it goes depends on city growth and new connections. After some back-and-forth, the District and the State reached consensus. Bennett reported the "plan is tentatively green-lighted. This does not mean it is officially approved yet, but the state thinks it looks good."

Mr. Renstrom responded that one positive outcome is that people are starting to recognize the value of thinking regionally. "I was asked a lot of questions about how we are doing this in Washington County, how it came together and how it works. I mentioned the AAC group and the technical committee that meets regularly. People seemed to respond very positively and suggested that this model could be adopted elsewhere in the state. I think we will start seeing this regional approach spread more broadly."

Mr. Bennett thanked everyone for their effort.

Update on swimming pool policy engagement

Mr. Bennett explained that the District met with the Southern Utah Home Builders Association, and subsequently with a group of swimming pool builders. This included builders who construct very large pools for events like the Parade of Homes.
At first, the builders were understandably skeptical about discussing regulations that might affect them. However, by the end of the meeting, there was consensus that water is a scarce resource, and builders acknowledged the importance of conservation.

The District used permit data from Saint George from 2020–2023 to conduct an analysis. Bennett reported:

- most pools range from 400–700 square feet, with a few outliers exceeding 1,200 square feet.
- The number of residential pools is growing at twice the rate of population growth, suggesting both new and existing homes are adding pools.
- Currently, there are about 9,000 pools in the county, with nearly 800 new pools added annually.
- The proportion of "super pools" over 800 square feet is increasing.
- Pools are installed in primary and secondary homes proportionally, with about 20% of pools in secondary homes.
- Existing residential pools are estimated to consume 250-300 million gallons annually, equivalent to roughly 1,500 to 1,600 households.
- The average pool 600 square feet consumes around 30,000 gallons per year through evaporative loss, not including leaks. There is currently no data on leaks.

Mayor Hart asked, "does that average include both covered and uncovered pools?"

Mr. Bennett responded that the data assume pools that are exposed year around.

Ben Billingsley asked if that is less than grass.

Mr. Bennett responded that a pool's water use is comparable to grass when measured on a surface area basis. In some cases, a pool may even have an edge over grass if it does not leak, since evaporation is largely dictated by the weather.
With grass, mismanagement can occur, for example, even after a quarter inch of rain, people may still irrigate unnecessarily.
Pools, on the other hand, evaporate according to weather conditions, so water use is more predictable in that sense.
Other factors also come into play the square footage of the apron or decking around the pool does not consume water, while variables like people splashing or removing water from the pool do.

Mr. Bennett also said many pools have impermeable covers, which are very effective at reducing evaporation. "In terms of policy development, we discussed the potential for mechanical, impermeable covers. We recognize that not everyone will use it consistently, but pools equipped with this kind of conservation technology could be given special consideration when evaluating water use based on surface area," he said.

Over the next 15 years, Bennett said, widespread adoption of covered pools could save the community approximately 300 acre-feet of water out of a projected 1,200 acre-feet of potential demand. That number could be further reduced depending upon the specific policies implemented.

2025 municipal water rate comparison

Mr. Bennett explained the water rate structure and presented a comprehensive analysis of rates across all cities partnered with the Water District.

Bennett explained that in 2024, he completed the first comprehensive comparison of water rate structures.

At that time:

- La Verkin and Hurricane had the lowest rates.
- Washington, Santa Clara, and St. George clustered together in the middle range.
- Ivins stood out with the highest potable water rate, long recognized as the most expensive in the region.
- Toquerville also had comparatively high potable water rates.

By 2025, the picture became more complex. Most notably, La Verkin shifted from having the lowest rate structure in the county to the highest.

Mr. Bennett explained the regional average. He calculated an average rate for all cities at each usage level (in thousands of gallons).

"Hurricane now stands alone. Santa Clara, Washington, and St. George form a cluster, and Virgin has joined them after a recent water rate increase. Virgin had significant infrastructure investments and joined the Water District, which aligned their rates with that group. Ivins is represented by this yellow line."

"I also included Toquerville because their staff provided helpful information. What is unique there is that they charge different rates depending on whether customers have access to secondary water. Another feature of Toquerville' s structure is that their base fee includes a set amount of water. For example, if the base fee is $50 and it covers the first 10,000 gallons, there is not much incentive to conserve whether you use 6,000 or 10,000 gallons, the bill is the same. That is something to keep in mind."

"From a revenue standpoint, I know bond rating agencies like to see higher base fees because they view that as reliable income. Still, it is worth noting how that structure impacts conservation."

Bennett said the data was in a spreadsheet model that can be shared with the cities.

Bennett explained several core principles in establishing a conservation-oriented rate structure.

Mr. Bennett acknowledged that conservation is not the only consideration. Other factors include political considerations, revenue stability, bond ratings, all of which influence water rates. But typically, rate structures are designed so that higher tiers subsidize lower tiers. That is not inequitable: everyone has access to the same tiered rates. The structure ensures affordable water for essential needs, with low-use customers paying low bills, while still encouraging conservation among high-use customers.

Mr. Bennett also noted that he does not believe any water should be included in the base fee. Instead, there should be a commodity charge beginning with the very first 1,000 gallons and continuing upward. This approach ensures that customers have an incentive to conserve from the start, rather than receiving an initial "free" allowance that diminishes the value of conservation.

He added that, from a conservation standpoint, it would be preferable to see less revenue collected through base fees and more through commodity charges. That promotes affordability for basic use while encouraging savings through reduced consumption. However, bond rating agencies often prefer larger base fees, since they represent stable, predictable revenue. The challenge, then, is that when a utility raises base fees too high, it often reduces commodity charges, weakening the conservation signal. Ideally, the realized cost per gallon should follow a curve that eventually begins to rise again with higher usage. This way, customers see meaningful dollar savings when they make meaningful reductions in water use.

Discussion:

Mayor Hart said "I have raised this concern many times. We currently have a surcharge in place for over-users often customers who experience a leak or need repairs. But in my view, we have never adequately addressed the true abusers.
Each new hookup comes with a water commitment from the District. Right now, that is 0.59 acre-feet, down from the previous 0.89. Yet we have users consuming five times that allocation in a year. Because of the nature of this commodity, it is not as

though there is an endless supply where we can just say, 'You used too much, here's your penalty.' Excessive use has real consequences for everyone. That is why I have long advocated for a dramatically higher surcharge to address the abusers. I hope the board does not lose sight of that discussion, because the cities do not have the tools to correct it ourselves. For example, we have people living in multimillion-dollar homes who are using ten times their allocation."

Mayor Hart asked Renstrom, "what is the legality of that? When a building permit is issued, the homeowner is entitled to a specific amount of water. If they are consistently using much more than that, do we have any legal grounds to say, 'We're going to limit you to what you were committed at the time of your permit'? Where do we stand legally on that?"

Renstrom responded that it is a gray area. It would be helpful if the Legislature provided clearer direction on what authority cities have in this situation, and what limits they can enforce.

Mayor Hart added, "We need more tools." Looking at projects from last year through this year and into next, we see cases where some individuals simply because they can afford it are blatantly abusing the system in exactly the way Doug described. There has to be more accountability than just turning a blind eye while everyone else is told to save what you can."

Renstrom said hopefully the analysis we are doing on all this data will help us see what is really happening. That should allow us to narrow in on the problem areas and better understand what is going on.

Kyle Gubler said, this rate change just went into effect about a month ago, and our phones have been busy. A high percentage of the users are people who have always irrigated their yards with culinary water instead of using secondary water.
We have also had several cases where people were notified about leaks. One in particular was notified a year and a half ago but did not repair it, because the cost did not seem significant to him. He was using about 140,000 gallons a month likely just losing it to that leak. Well, after receiving his latest water bill, that leak has now been fixed.

Adam Snow commented, "regarding 100,000 gallons of water in La Verkin, that would be $851 a month, which is a lot of money for some people but not for many others. There are quite a few high-income households in this county for whom $850 is basically a rounding error; they do not notice it. In contrast, the highest rate in the county for Hurricane is $245 for the same usage. For many people, that amount is not financially significant. So, while high rates can hurt some financially, for others like in Hurricane it is not enough of a financial incentive to drive conservation or solve the problem."

Mr. Bennett said the district has a retail systems and smart meters in place and use Yoppify to notify people daily about leaks. "The system tracks usage, and we have set a threshold: we only notify customers if they are losing at least five gallons per hour. Some of our retail systems have extraordinary leaks one property was losing 68 gallons per hour. When we detect that, we notify the customer, offer assistance, and sometimes visit the property. Many of these are secondary homes, so we cannot always enter the house."

Mr. Bennett also said at some point we have to intervene because this becomes a burden on the system. "It threatens the overall water supply, and in such cases, restricting or shutting off service would be appropriate. Right now, we do not have a mechanism to enforce that."

Mayor Staheli commented, "first of all, Mayor Hart, we are going to miss you dearly. Comments like yours really highlight the reality of the situation."

To build on Mayor Hart's points we went from the previous 0.89-acre-foot standard down to 0.59. That is just over 192,000 gallons annually, which averages roughly 16,000 gallons per household per month. Considering the landscape conservation ordinances we have enacted across our municipalities, anyone using more than 16,000 gallons per month is exceeding their allocation.

This is particularly a problem for users who are not being addressed through existing measures. I love the idea of restrictors as a tool, but if the legislation is gray on enforcement, then what options do we have besides rates to manage overuse?
It is not fair for someone who is paying impact fees based on a 0.59-acre-foot standard to exceed that allocation simply because they can. Who is really using much less than 16,000 gallons per month? And where do we make up the difference? Egregious users create a significant problem for the system.

Mayor Hart said, "we all need to remember the work that has been done by our engineering team and the standards we have established specifically, the 0.59-acre-foot allocation. But how does that translate in practice? The 20-year plan is based on the assumption that everyone will live within that allocation, yet we do not have any enforcement mechanisms to ensure that users stay within it. To me, this is a big problem, because we simply do not have the tools to manage overuse effectively.

Jeremy Redd commented that he agrees with Mayor Hart. “Regarding water rates, we need to have a tiered structure for those who exceed their allocation. While it might not affect the very high users who can easily afford it, it could influence those closer to the threshold. If the rate increases from $1.00 to $5.00 per thousand gallons, some of those users might adjust their behavior. We may not change the habits of those spending $10,000 a month, but for the rest, tiered rates can create an incentive to conserve. Essentially, we have a group of wealthy users here, but tiered rates could help target those who are more likely to respond financially.”

Mayor Randall commented that when she had a leak and received my water bill, I was immediately motivated to fix it so that the next month’s bill would not be excessive. There are many people like that who do not want to pay an outrageous amount for water. Of course, there will always be a few who do not respond in the same way.

Mayor Hart said that the surcharge could eventually be designed in a way that does not penalize someone who quickly fixes a problem but really targets and penalizes those who are intentionally overusing water to an excessive degree.

Zach Renstrom thanked everyone for their comments.

Consider approval of April 23, 2025 minutes

> ***Michele Randall made a motion to approve the April 23, 2025 meeting minutes, the motion was seconded by Kyle Gubler and all voted aye.***

Next meeting Wednesday, October 29, 2025 from 12:00 pm to 2:00 pm

The meeting was adjourned upon motion.

Mindy Mees
Secretary

WASHINGTON COUNTY
WATER
CONSERVANCY
DISTRICT

Draft Regional Water Master Plan Project Summary

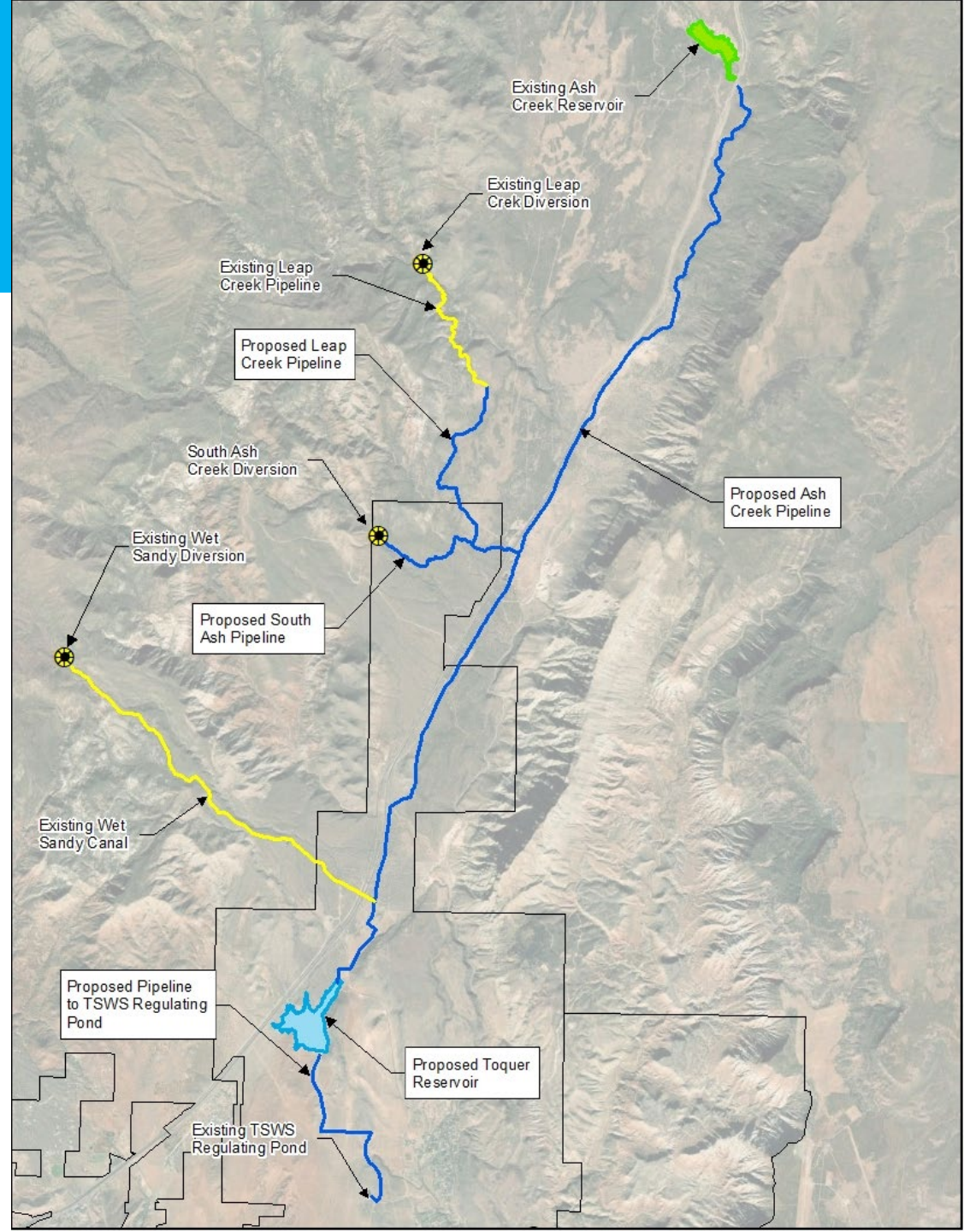
Prepared by Bowen Collins & Associates

RWSA AAC | August 27, 2025

Local Water Supply Development Projects

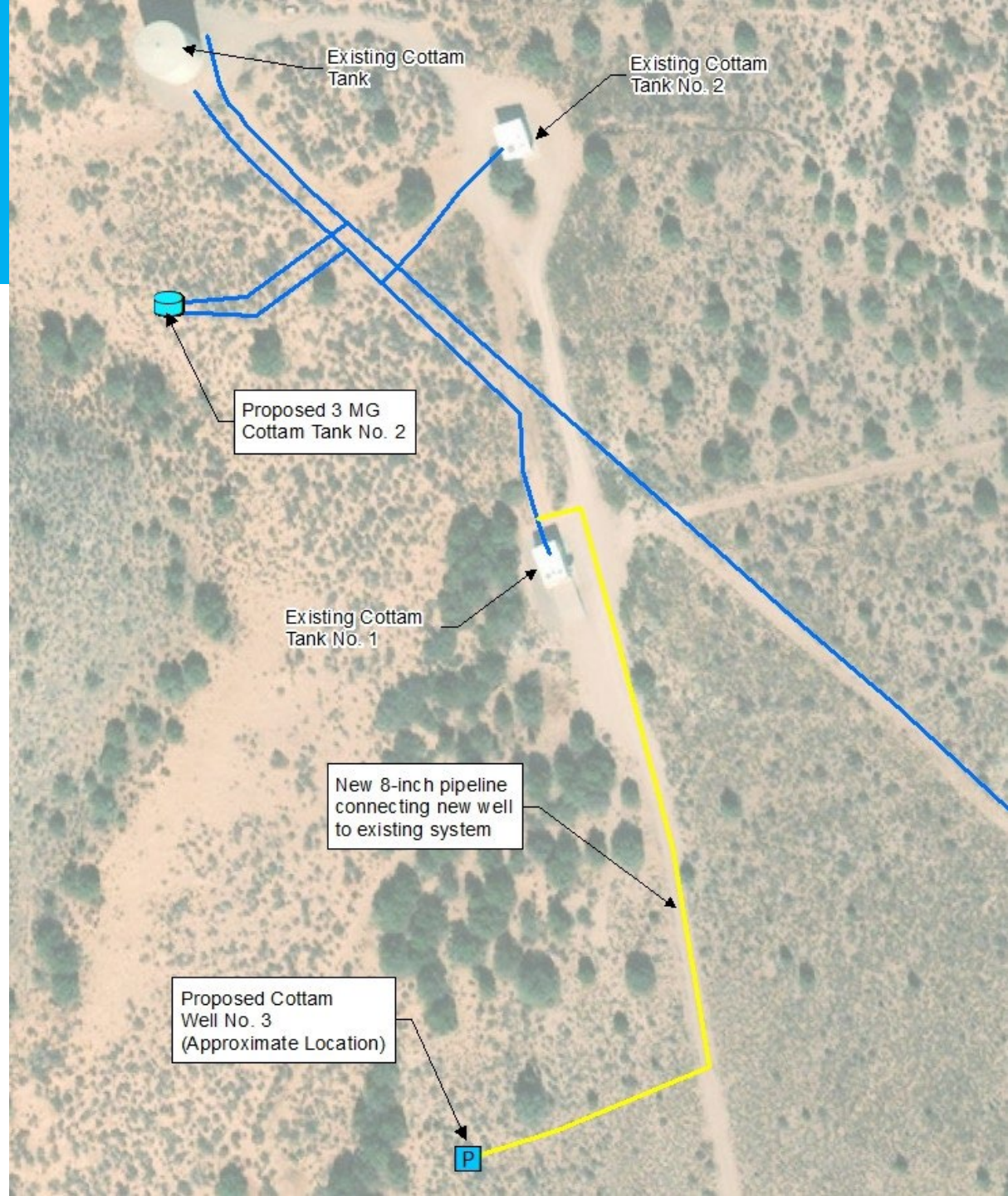
Ash Creek Pipeline & Chief Toquer Reservoir

- Pipeline from Ash Creek Reservoir to Chief Toquer Reservoir
- Picks up water from other drainages west of I-15
- Estimated reliable yield of 1,748 ac-ft/year



Cottam Well 3

- Third well at Cottam Well site
- Maximizes system peaking capacity
- Increases system resiliency

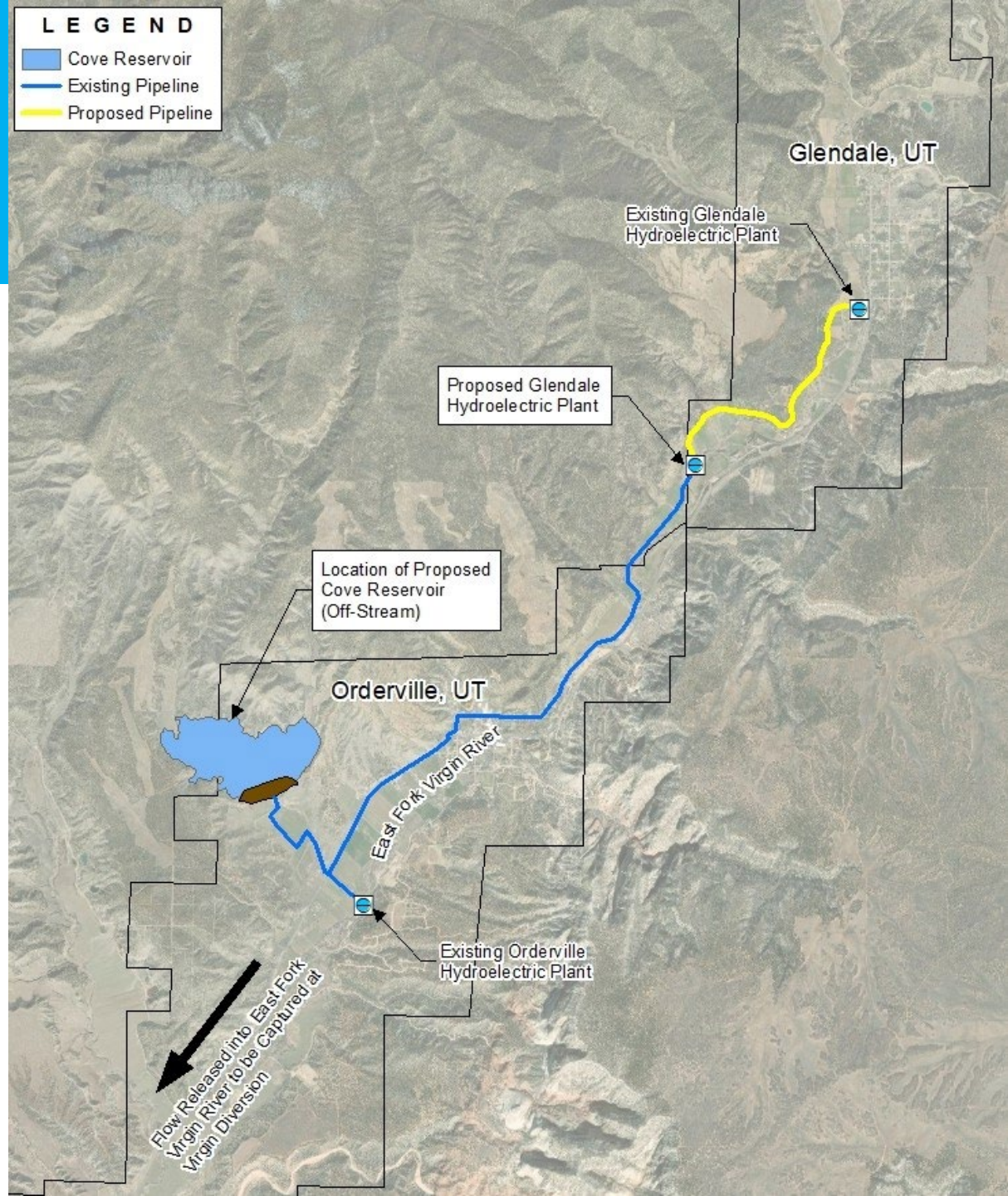


Cottam Well 4

- Additional water rights in Cottam Well system
- Increases system yield and resiliency
- 2,375 ac-ft/year of new supply

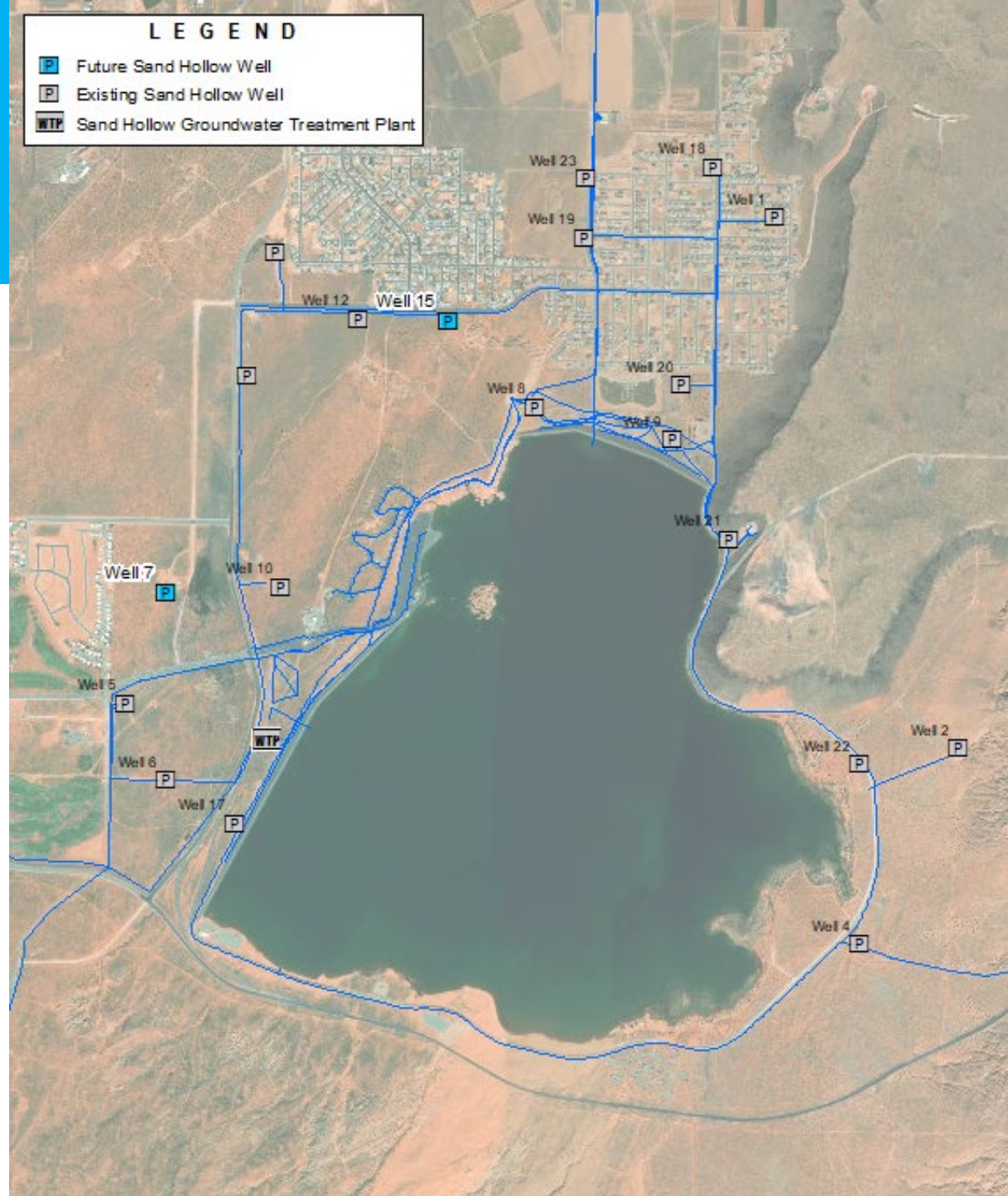
Cove Reservoir

- Reservoir in Kane County
- Flow released from Cove Reservoir and captured at Virgin Diversion
- 566 ac-ft/year



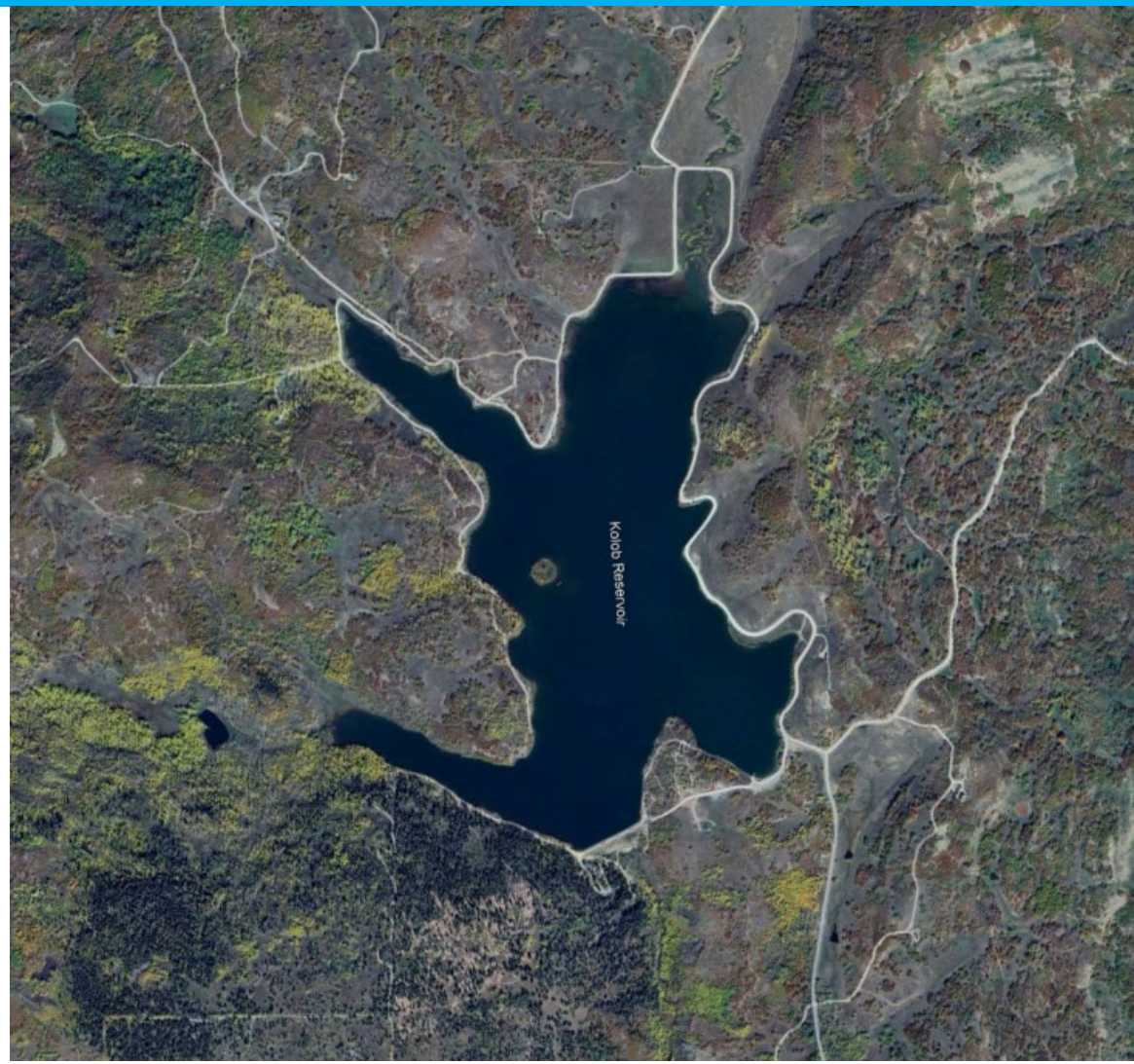
Sand Hollow Well 7

- Additional production well in Sand Hollow system
- Estimated 240 gpm reliable pumping capacity



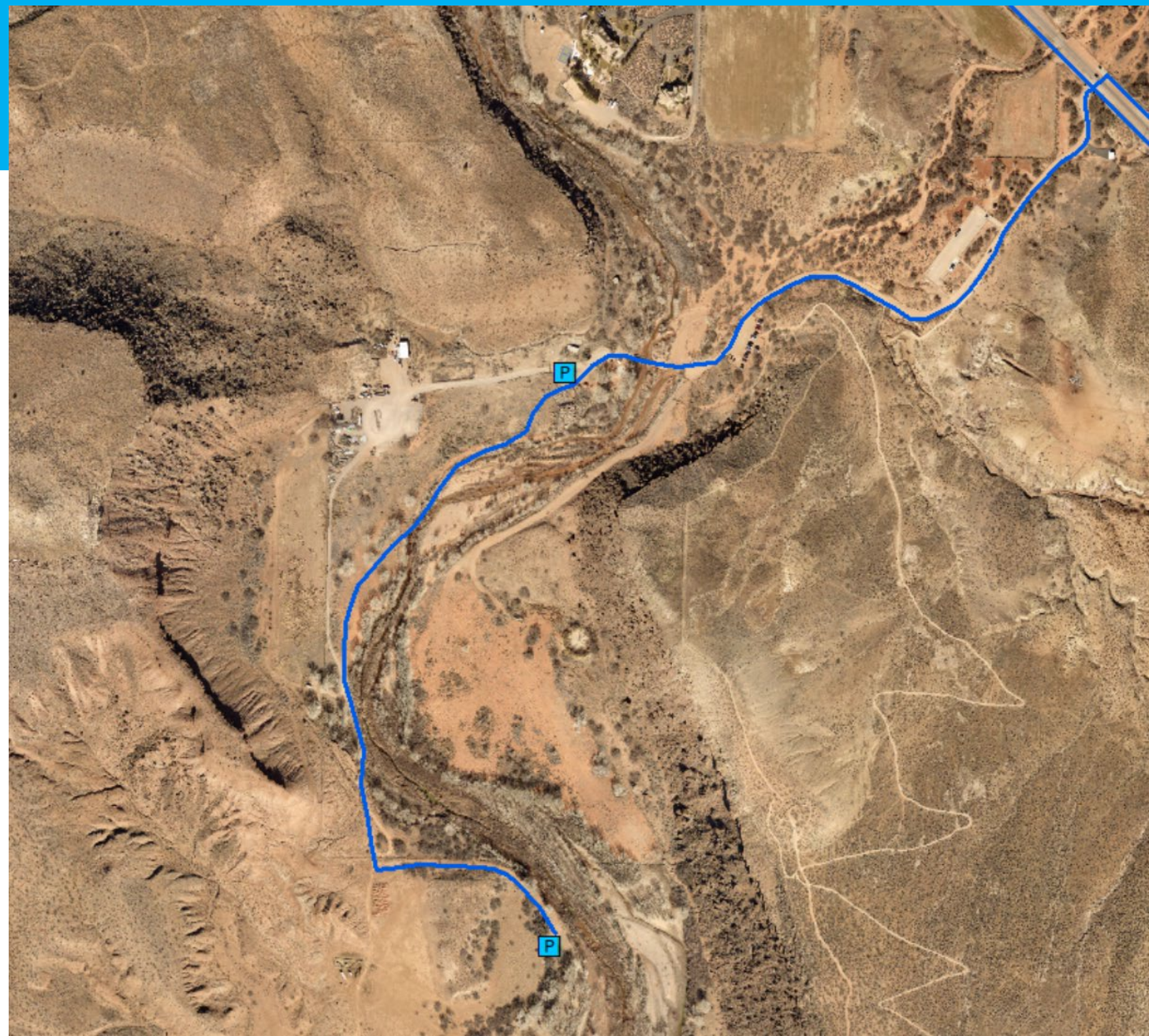
Kolob Dam Improvements

- Reconstruction and raising of Kolob Reservoir Dam
- 8-foot increase in dam height
- 194 ac-ft/year

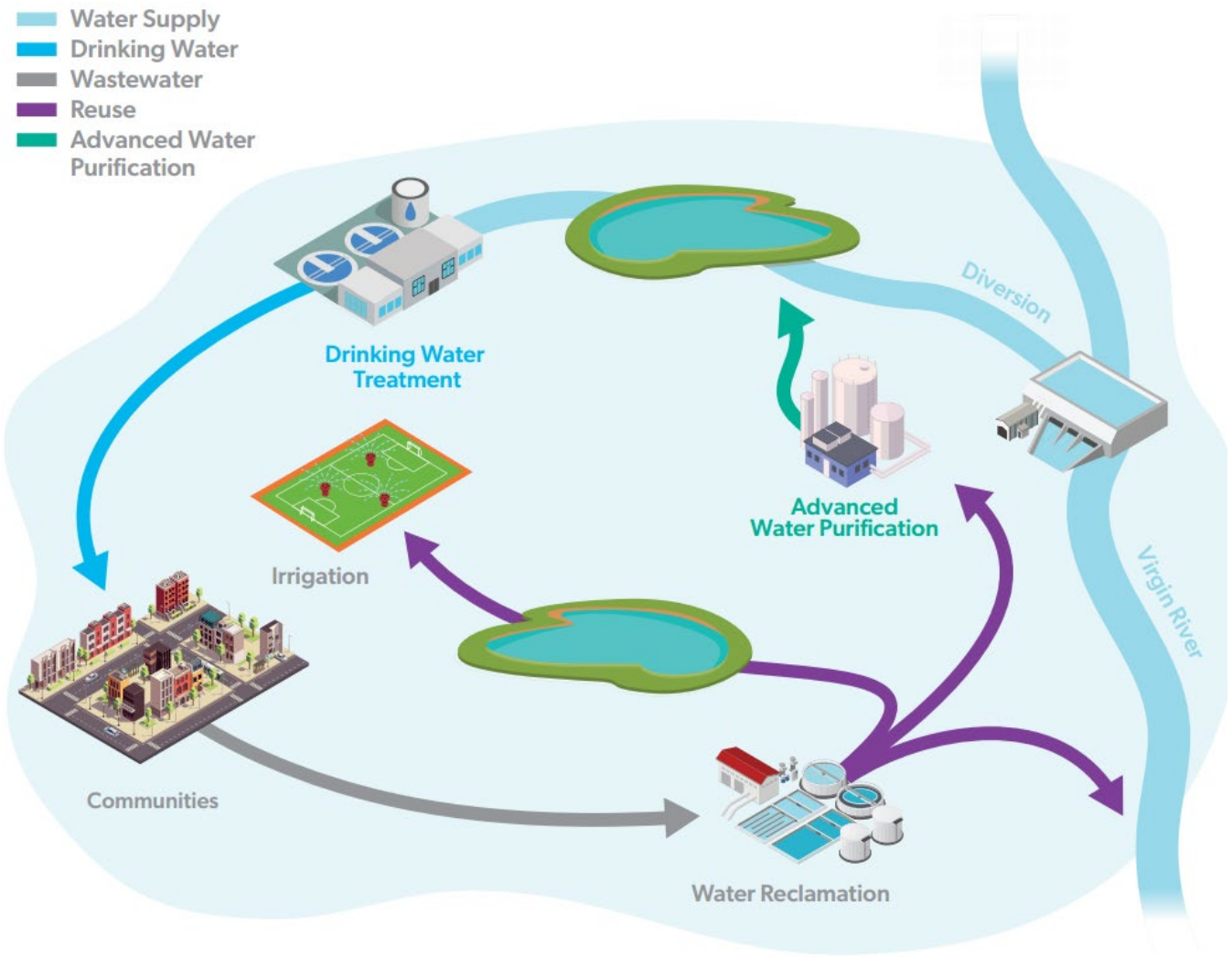


Ence Well Redevelopment

- Water rights change application for Ence Wells and Santa Clara Irrigation Wells
- 2 new production wells (location TBD)
- 1,281 ac-ft/year of new supply

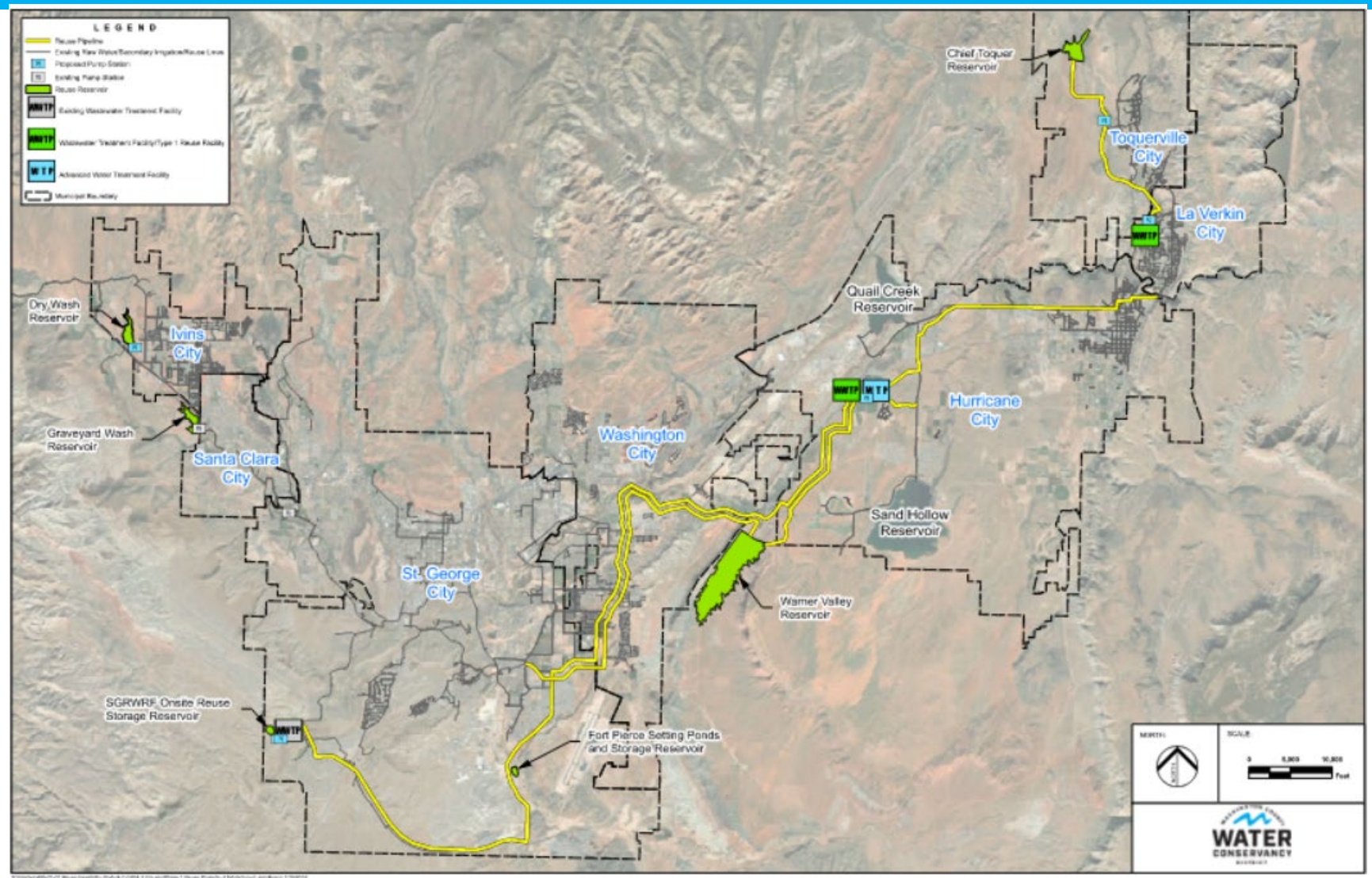


Regional Reuse System



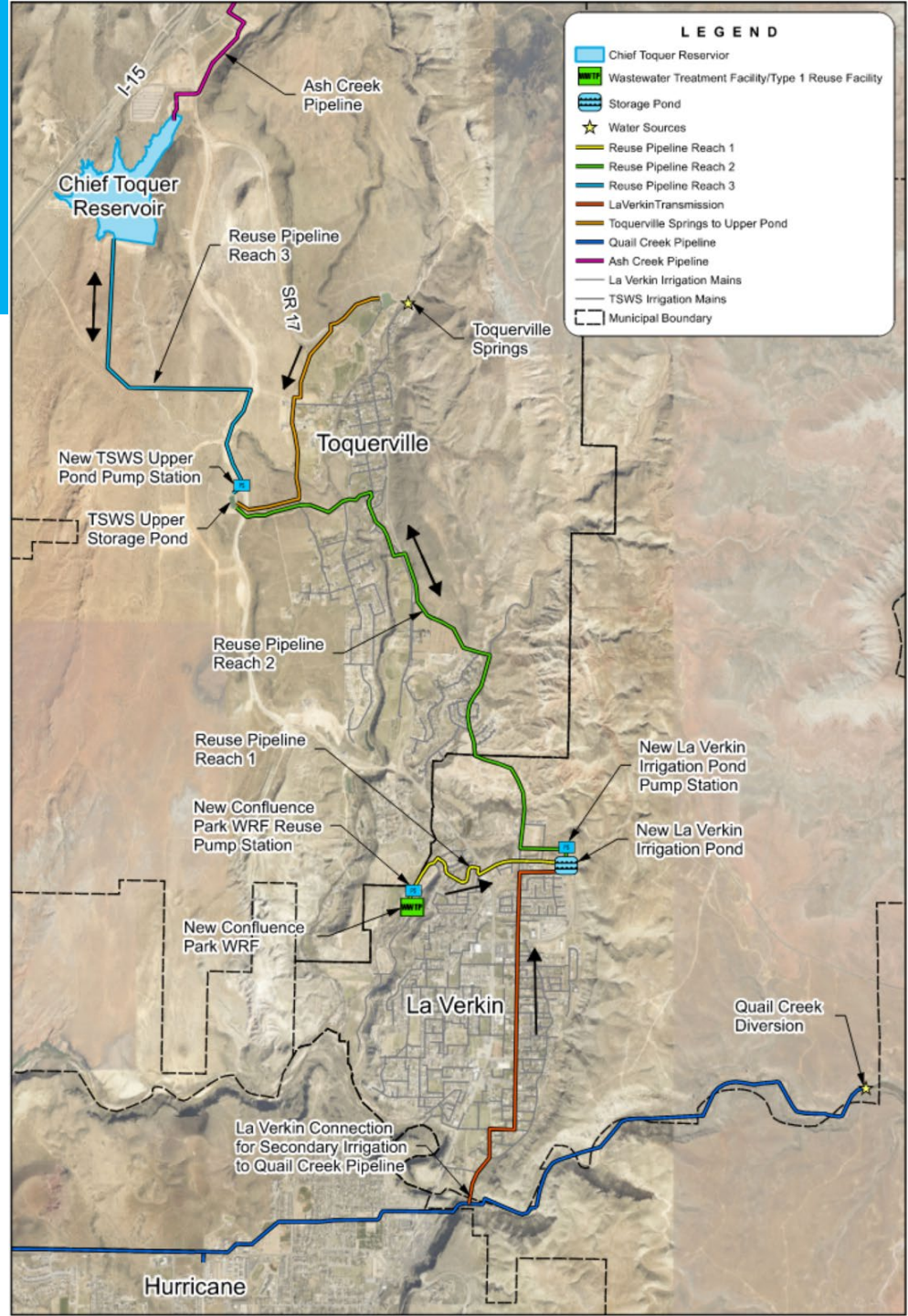
SGRWRF/ACWRF System

- SGRF to Reuse Forebay
- Reuse Forebay and Pump Station
- Reuse Forebay to Ag Users
- Future IPR and river exchange

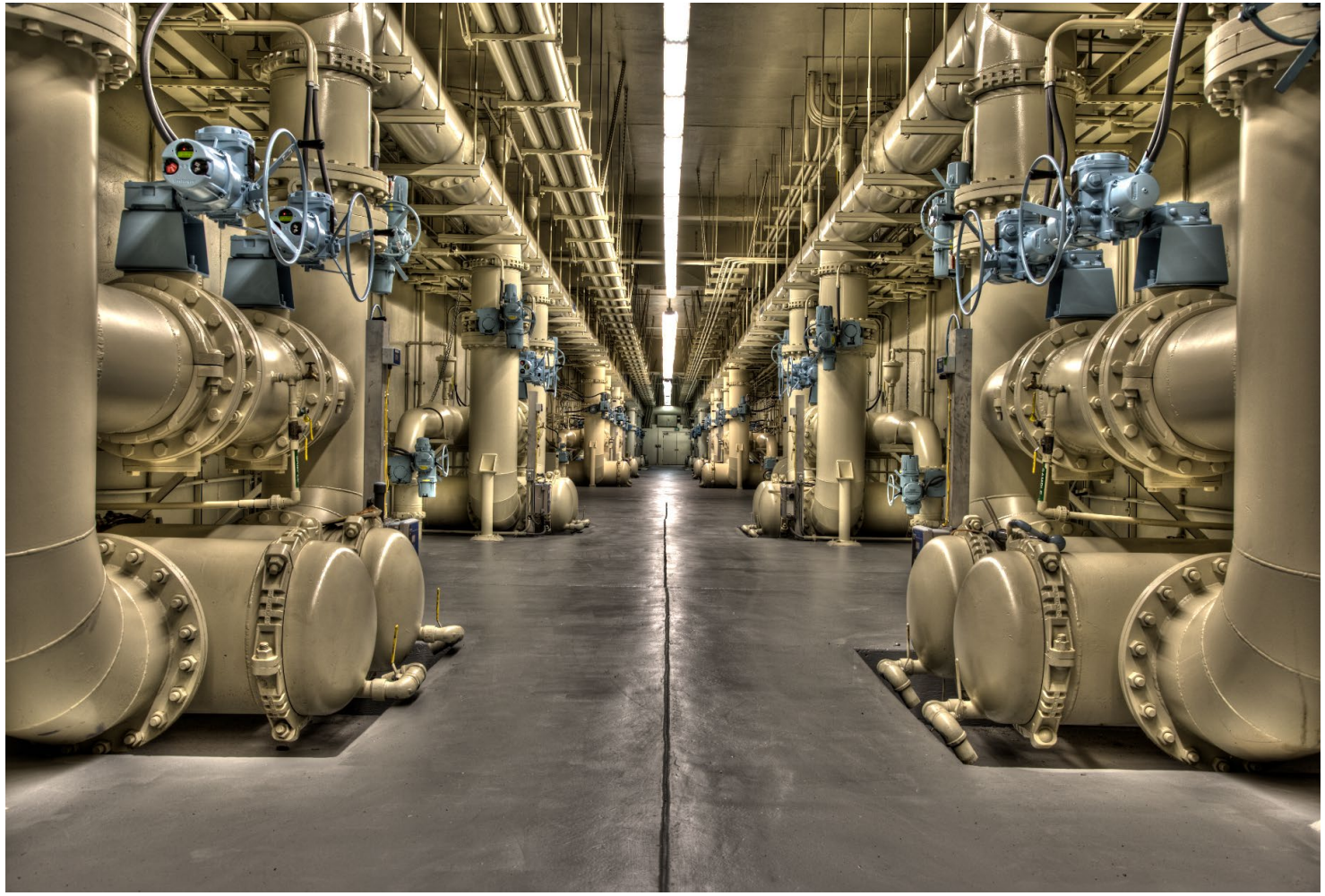


Confluence Park System

- Chief Toquer Reservoir
- CTR to TSWS Pipeline & Pump Station
- La Verkin Pond to TSWS Pipeline and Pump Station
- CPWRF to La Verkin Pond Pipeline and Pump Station

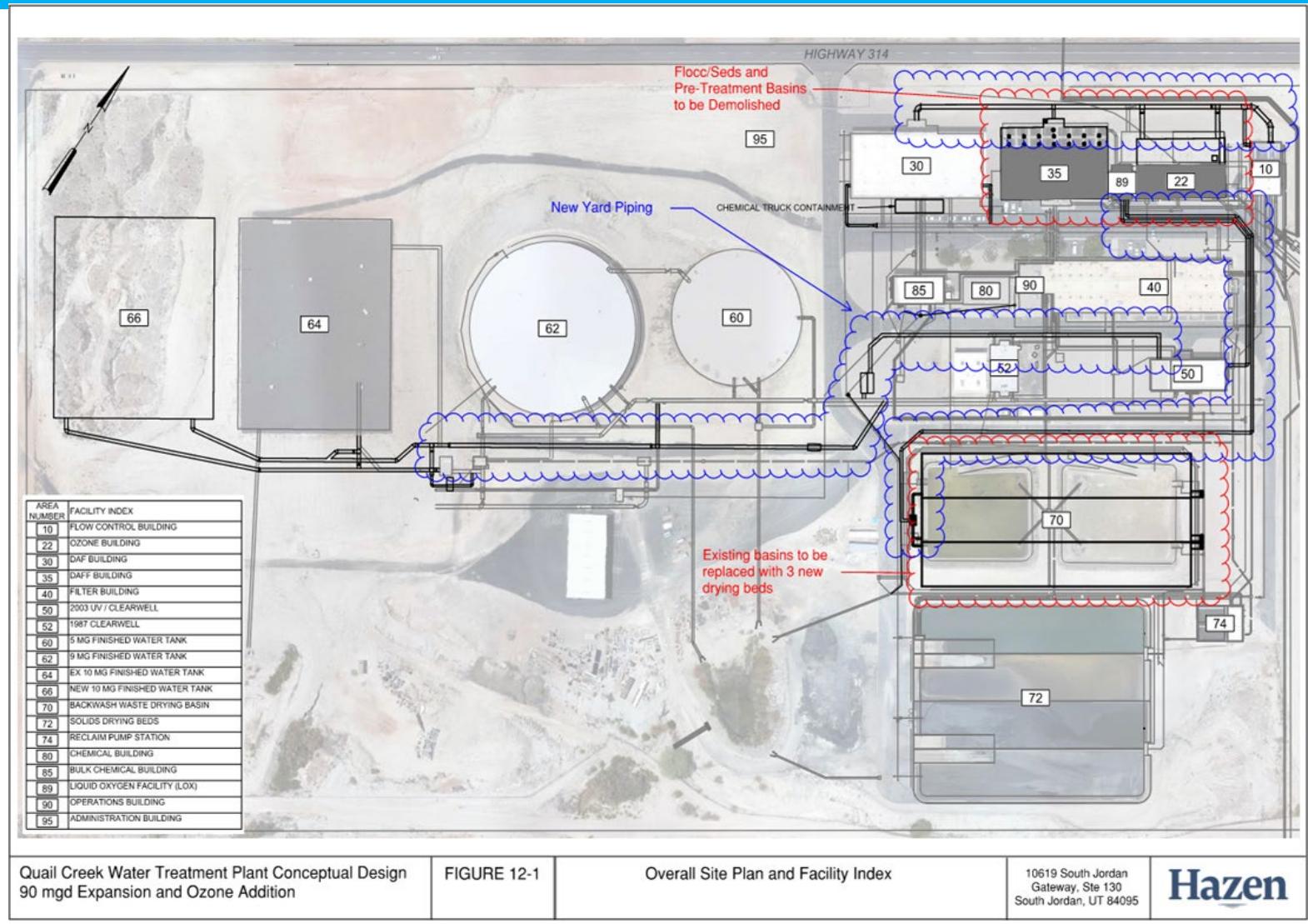


Water Treatment Projects



Quail Creek WTP Expansion

- Upgrade plant capacity from 60 to 90 MGD
- Add ozone treatment process
- New solids lagoon



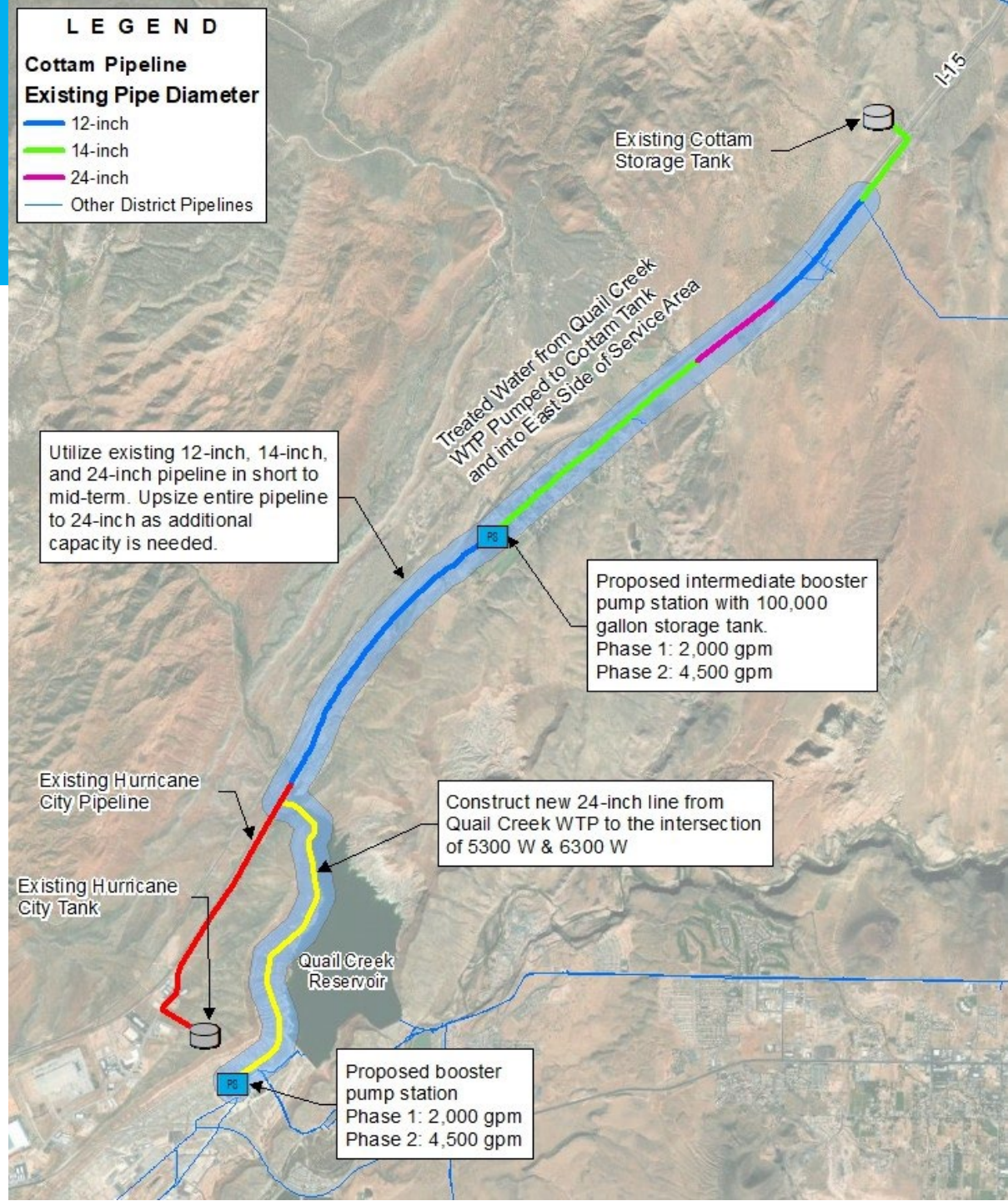
West Side WTP

- Construct 10-15 MGD water treatment plant supplied by Gunlock Reservoir
- Reuse exchange with irrigation companies
- Supply water to west side of county

Major Water Conveyance Components

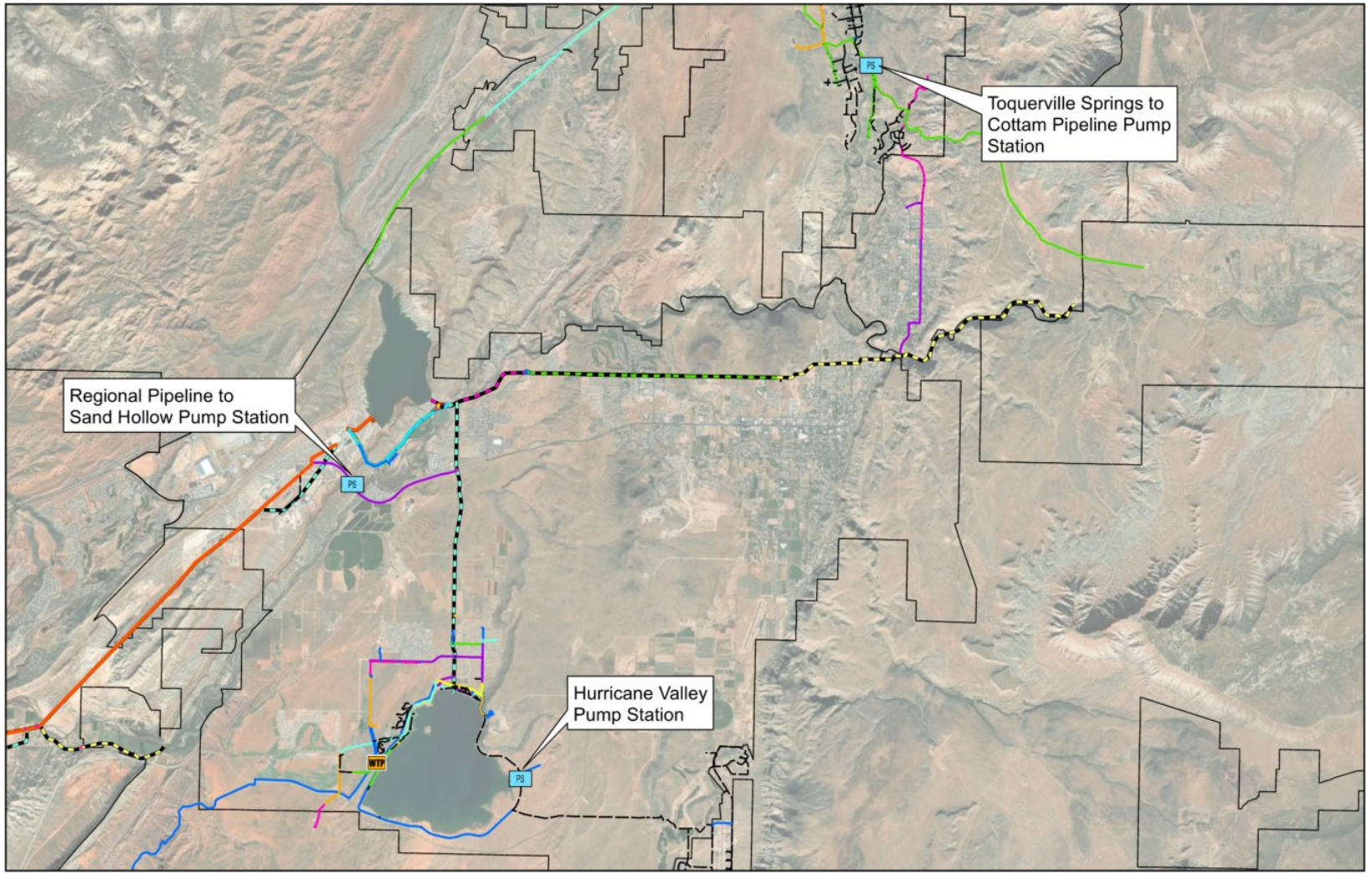
Quail to Cottam Pipeline

- 24-inch pipeline and 2 pump stations
- Up to 4,500 gpm



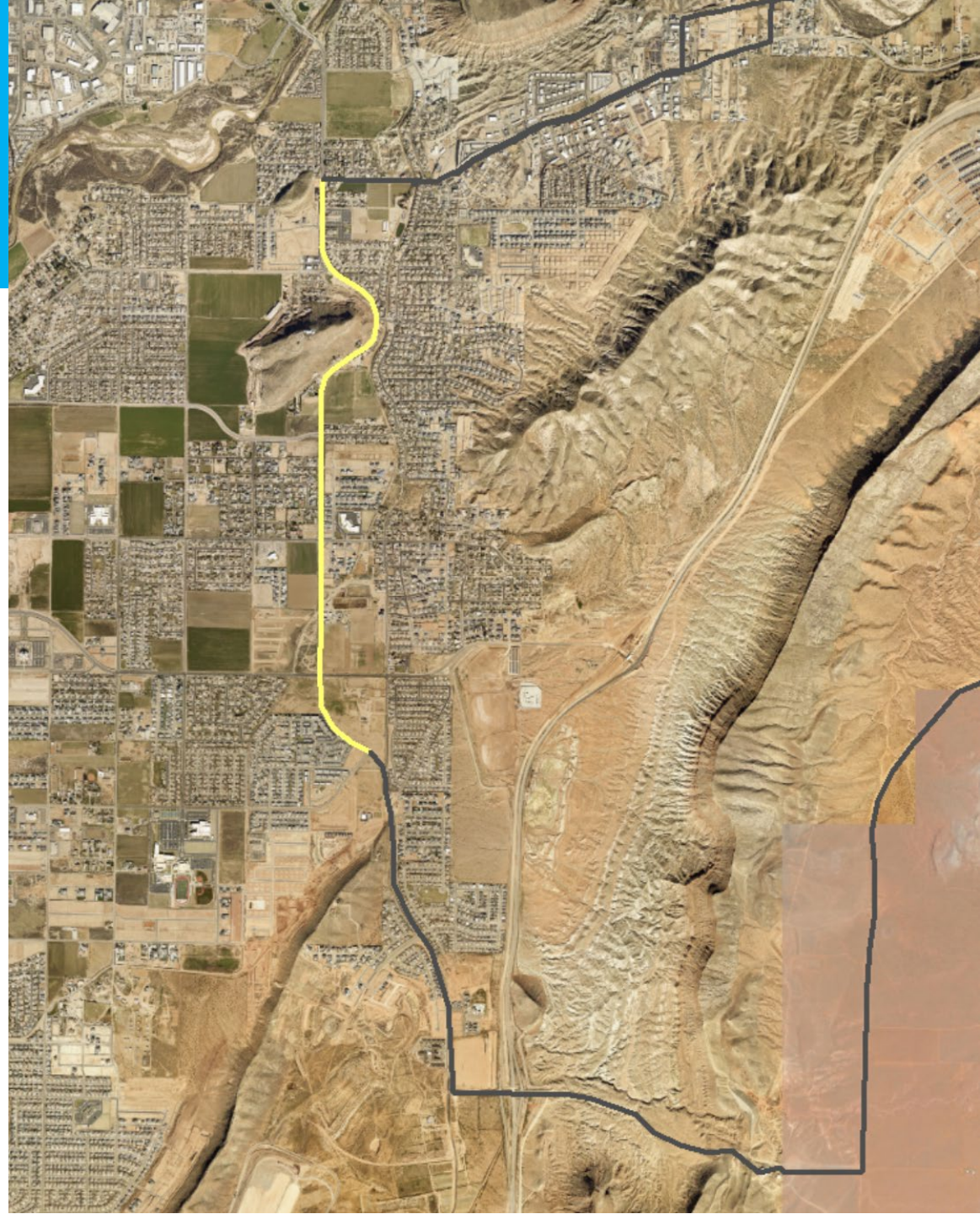
Pump Stations

- Regional Pipeline to Sand Hollow
- Toquerville Springs to Cottam Line
- Hurricane Valley



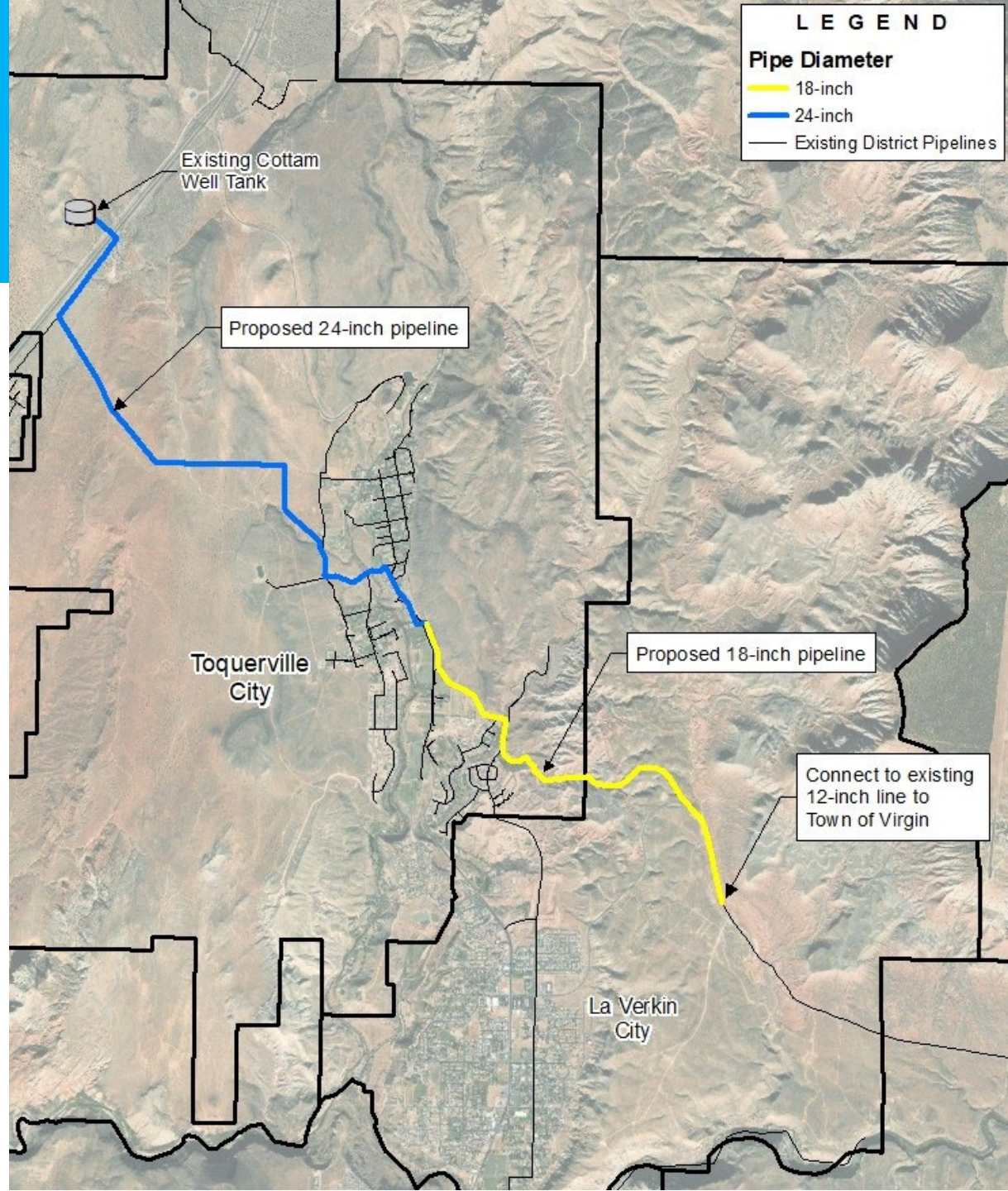
Washington Fields Regional Pipeline to SHRP Interconnect

- 36-inch pipeline
- Provide capacity from Regional Pipeline
- Interconnect to the Warner Valley Tank



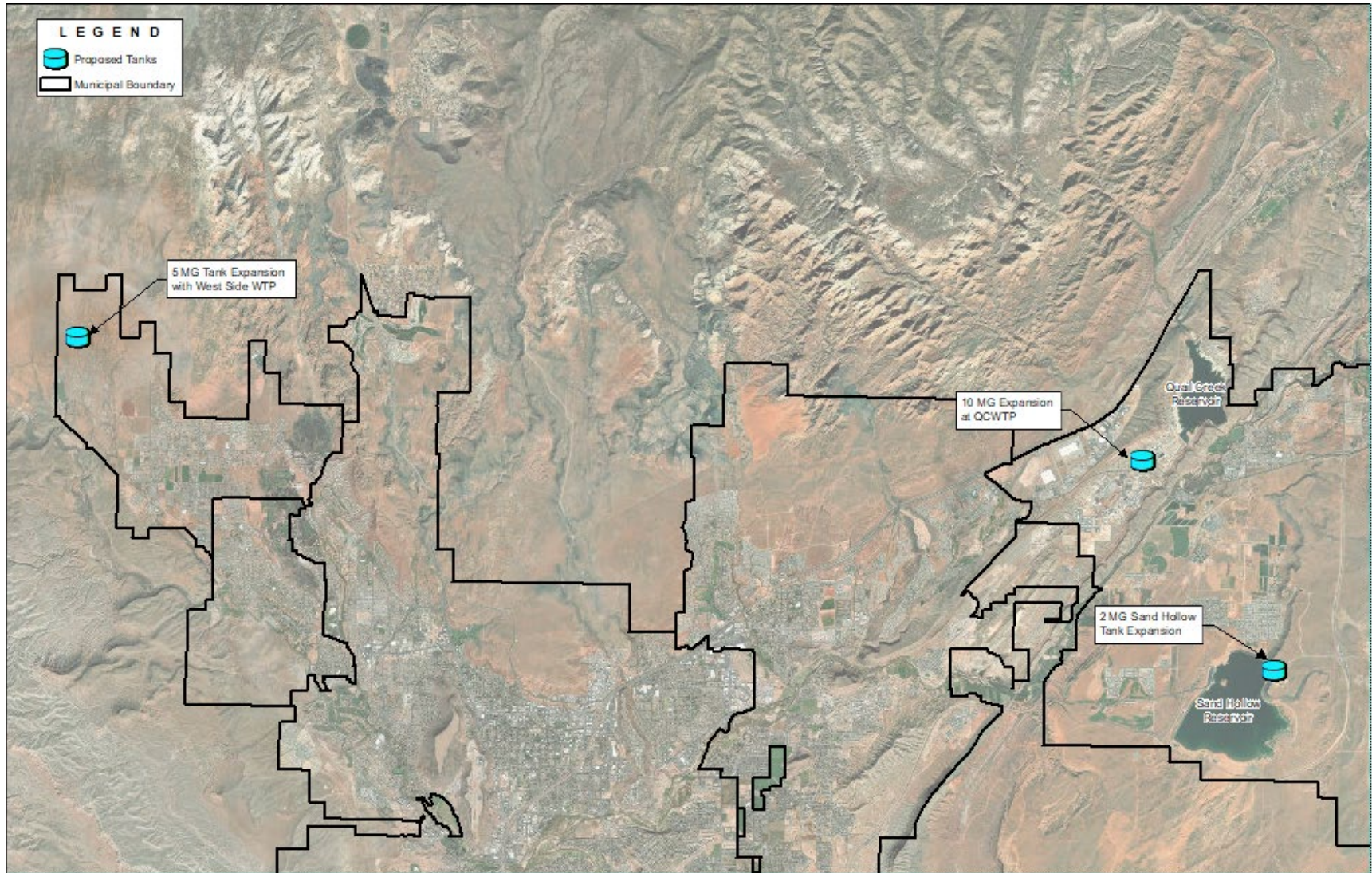
Cottam Well Transmission Line Upgrade

- 18-inch and 24-inch pipeline from Cottam Wells to Virgin
- Increases conveyance capacity into Toquerville, La Verkin, Hurricane and Virgin



Water Storage Projects

Storage Projects
Sand Hollow 2 MG Tank
Quail Creek 10 MG Tank B
West Side Water Treatment Plant Storage Tanks (5 MG)

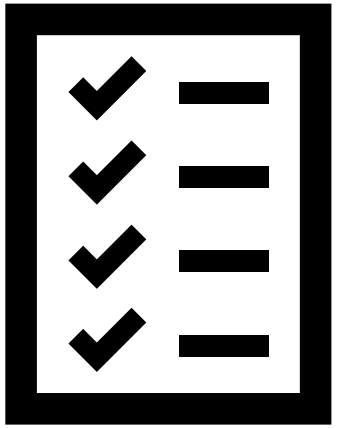


Lake Powell Pipeline

- Pipeline from Lake Powell to Sand Hollow Reservoir
- Up to 83,756 ac-ft/year

Next Steps

- Finalize Master Plan (Near completion)
- Finalize Impact Fee Facilities Plan & Impact Fee Analysis (Underway)



WASHINGTON COUNTY
WATER
CONSERVANCY
DISTRICT

Conservation Updates

Doug Bennett | Conservation Manager | August 2025

WASHINGTON COUNTY
WATER
CONSERVANCY
DISTRICT

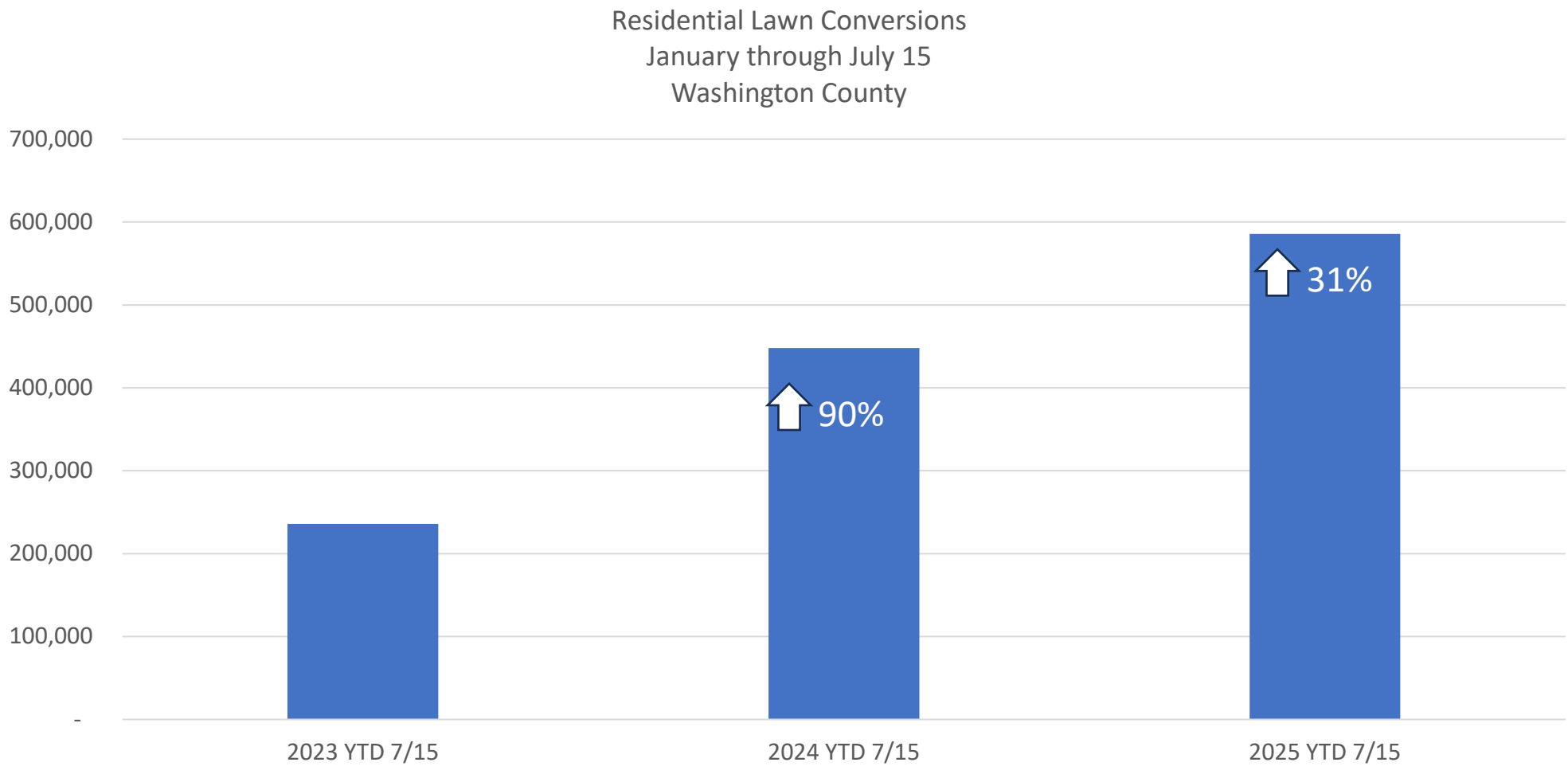
Water Efficient Landscapes Program

Water Efficient Landscape Program

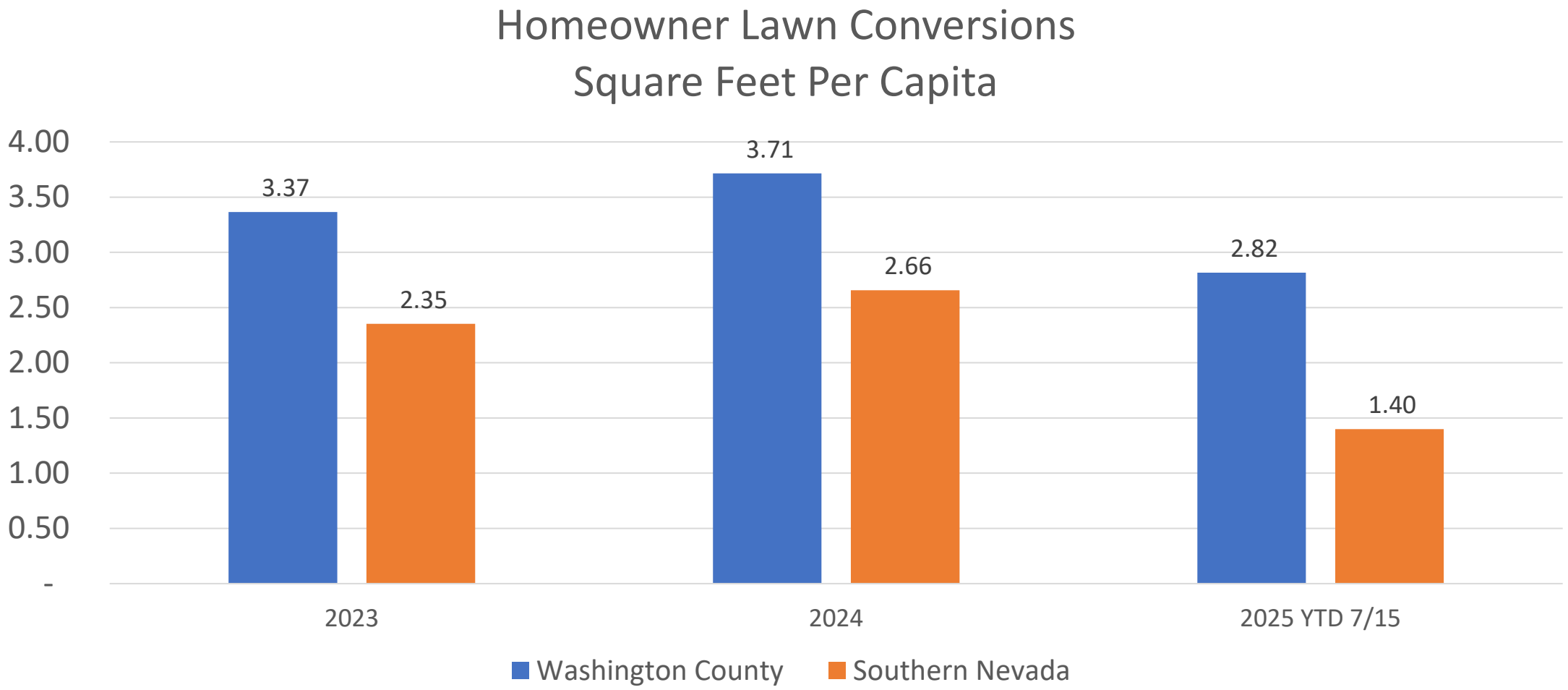
Since Inception

- 2,300 completed projects
- 3M square feet converted (375-mile sod strip)
- 125M gallons conserved annually
- $15K per acre-foot water development cost

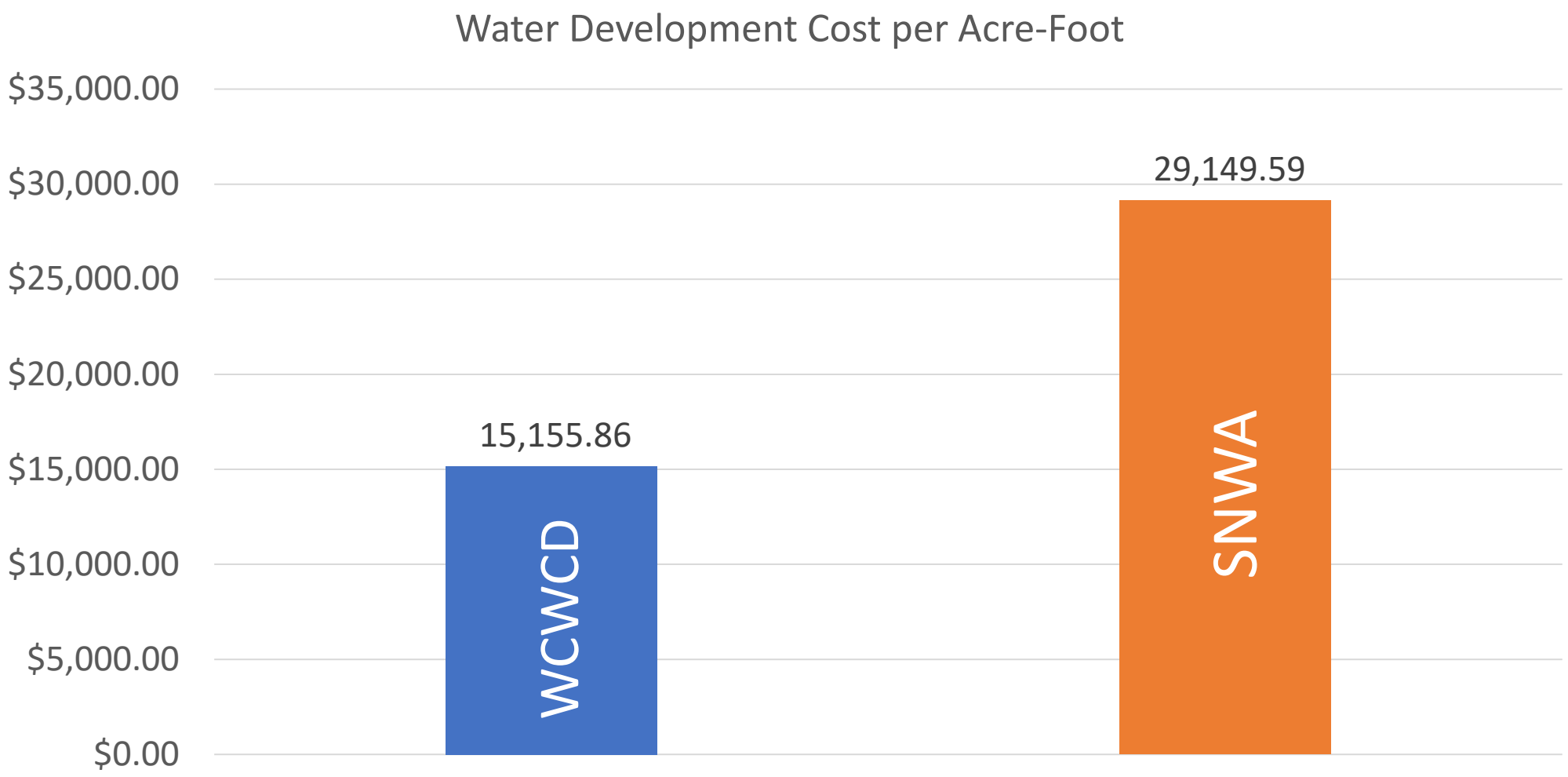
Mid-Year Status



Mid-Year Status



Mid-Year Status



“Piggyback” Rebates

Supplemental funding from municipalities

- Additional $1/SF up to $500

Qualifies for EWUS equity program passed by the WCWCD board

Cost matched by the State of Utah ($164,000)

Effective September 1

CITY OF
SANTA CLARA
FOUNDED 1854

EWUS Equity Funds Available

Hurricane	$84,715
Ivins	$83,296
La Verkin	$13,071
Santa Clara	$82,083
St. George	$831,105
Toquerville	$0
Washington	$234,446

Large Clients

Board authorized $2/SF to all projects of all sizes subject to the annual maximum of $100,000 per year.

Project SF	Old Rate	New Rate	Increase
10000	$ 15,000	$ 20,000	33%
20000	$ 25,000	$ 40,000	60%
30000	$ 35,000	$ 60,000	71%
40000	$ 45,000	$ 80,000	78%
50000	$ 55,000	$ 100,000	82%

WASHINGTON COUNTY
WATER
CONSERVANCY
DISTRICT

Water Use Research

Research Projects

To conduct certain assessments, the district requires access to end user data. All data will be analyzed in aggregate and handled in compliance with applicable laws and policies. Customers will be anonymous.

Projects include:

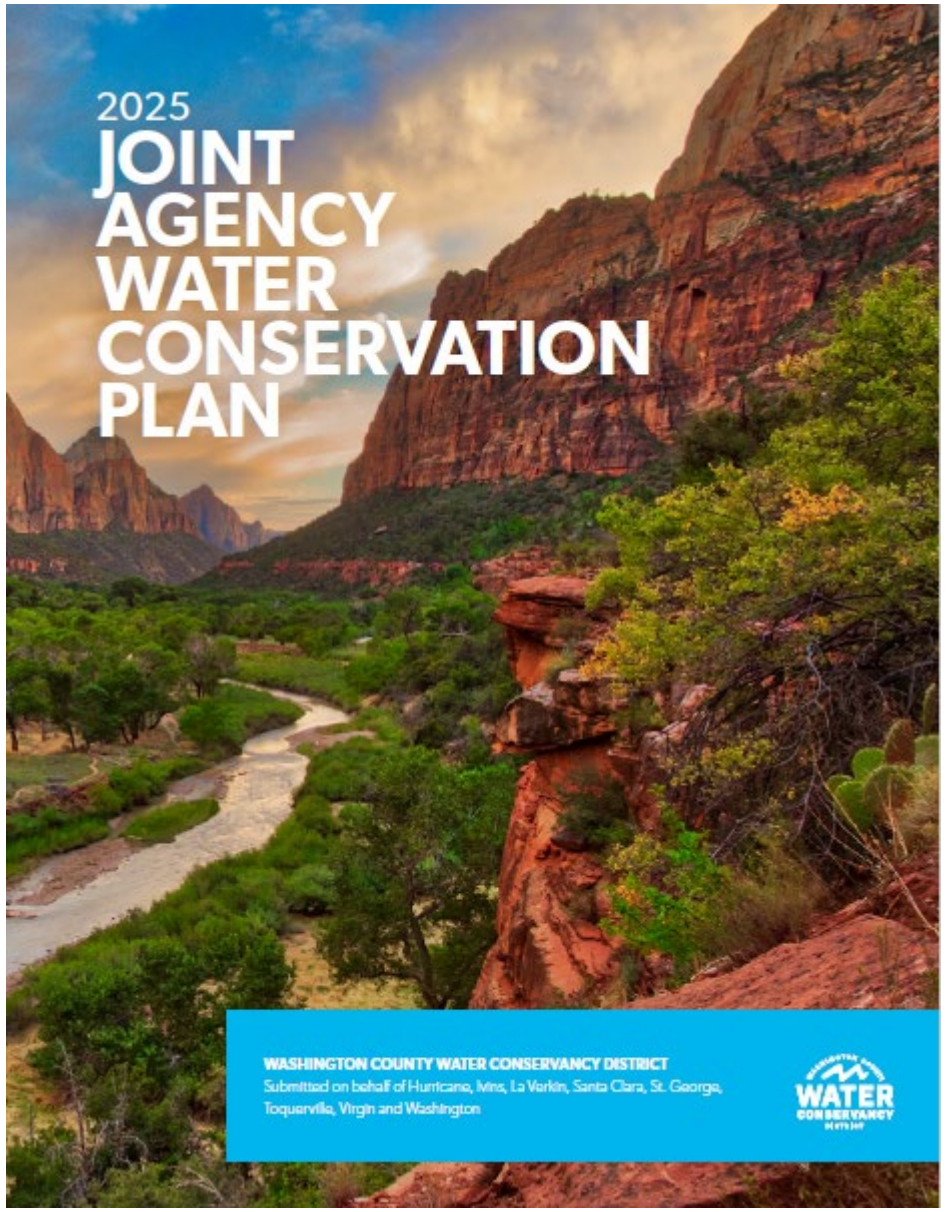
- Evaluation of excess water use surcharges
- Evaluation of landscape irrigation frequency
- Evaluation of conservation programs (WELP, smart controllers, etc)
- Other assessments required or approved

WASHINGTON COUNTY
WATER
CONSERVANCY
DISTRICT

Regional Conservation Plan

Regional Conservation Plan Status

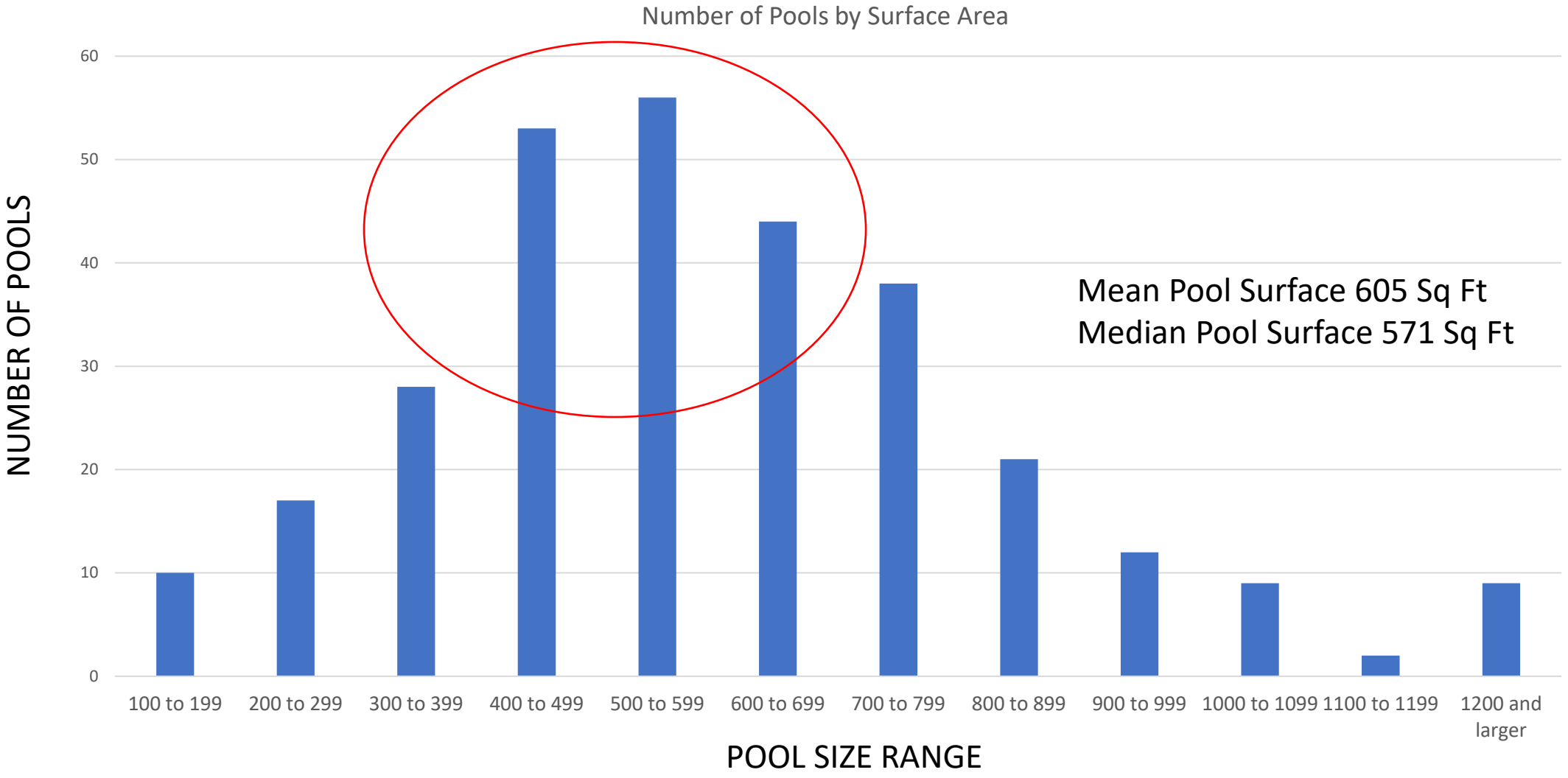
- Draft greenlighted by State of Utah
- WCWCD to host public hearing and consider adoption September 8
- Municipal adoption Sept 9 – Oct 31



WASHINGTON COUNTY
WATER
CONSERVANCY
DISTRICT

Swimming Pool Research & Outreach

Pool Surface Area Distribution



Findings – Pool Trends

- The number of residential pools is increasing at double the rate of our population growth (8.5% growth per year)
- The percentage of pools over 800 square feet is increasing
- Secondary and primary homes install pools at equivalent rates

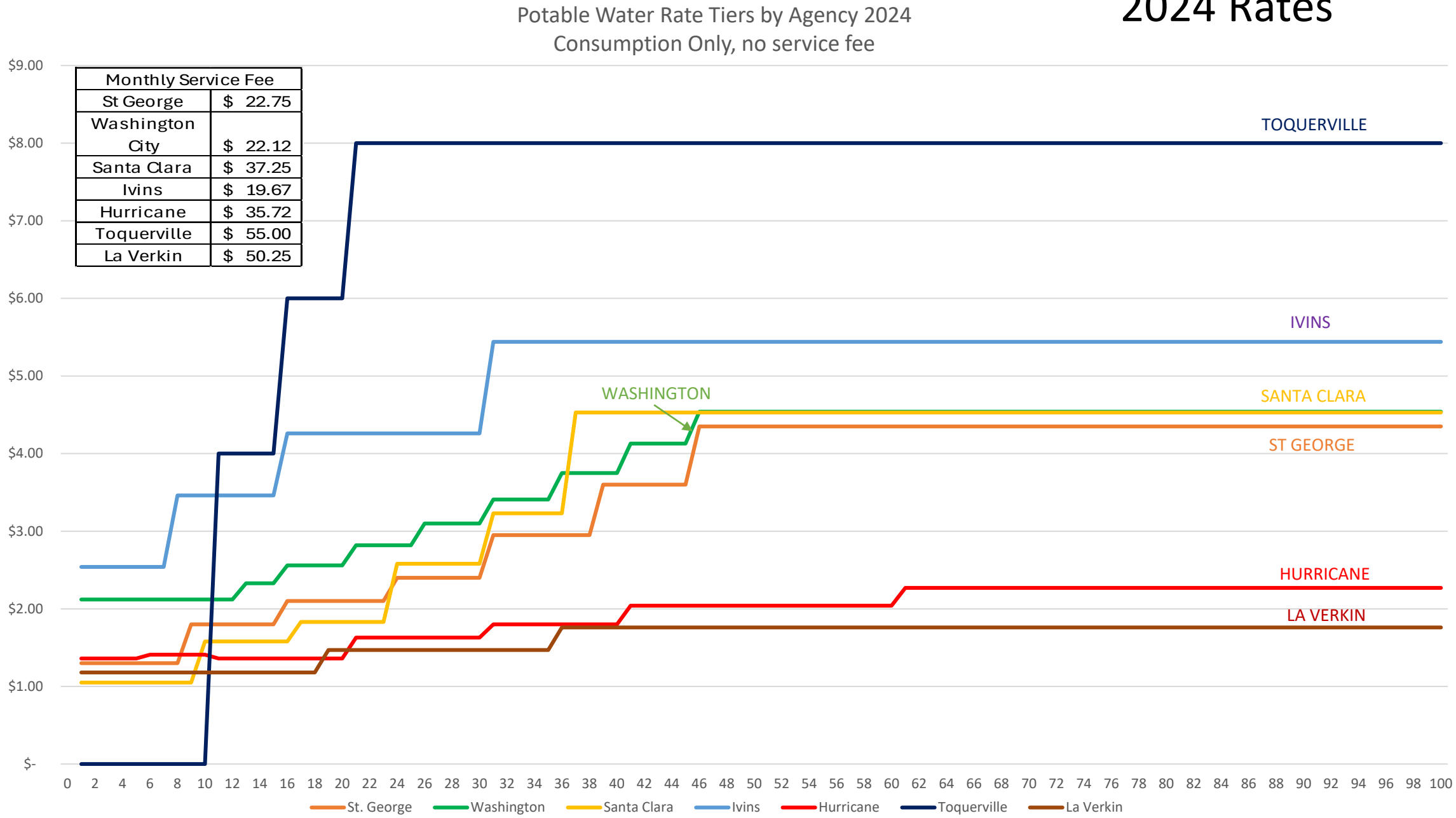
Findings – Pool Water Use

- Existing residential pools are estimated to consume 250-300 million gallons annually
  - 921 AF (1,560 ERC at 0.59 AF)
- Average pool's consumptive use is about 30,000 gallons each year
- New residential pools increase water demand by 25 million gallons each year, in perpetuity (77 af per year or 1,200 af by 2040)
- Addressing pool size now can reduce 2040 demand by up to 100 million gallons per year (300 acre-feet).

WASHINGTON COUNTY
WATER
CONSERVANCY
DISTRICT

Updated 2025 Municipal Water Rates

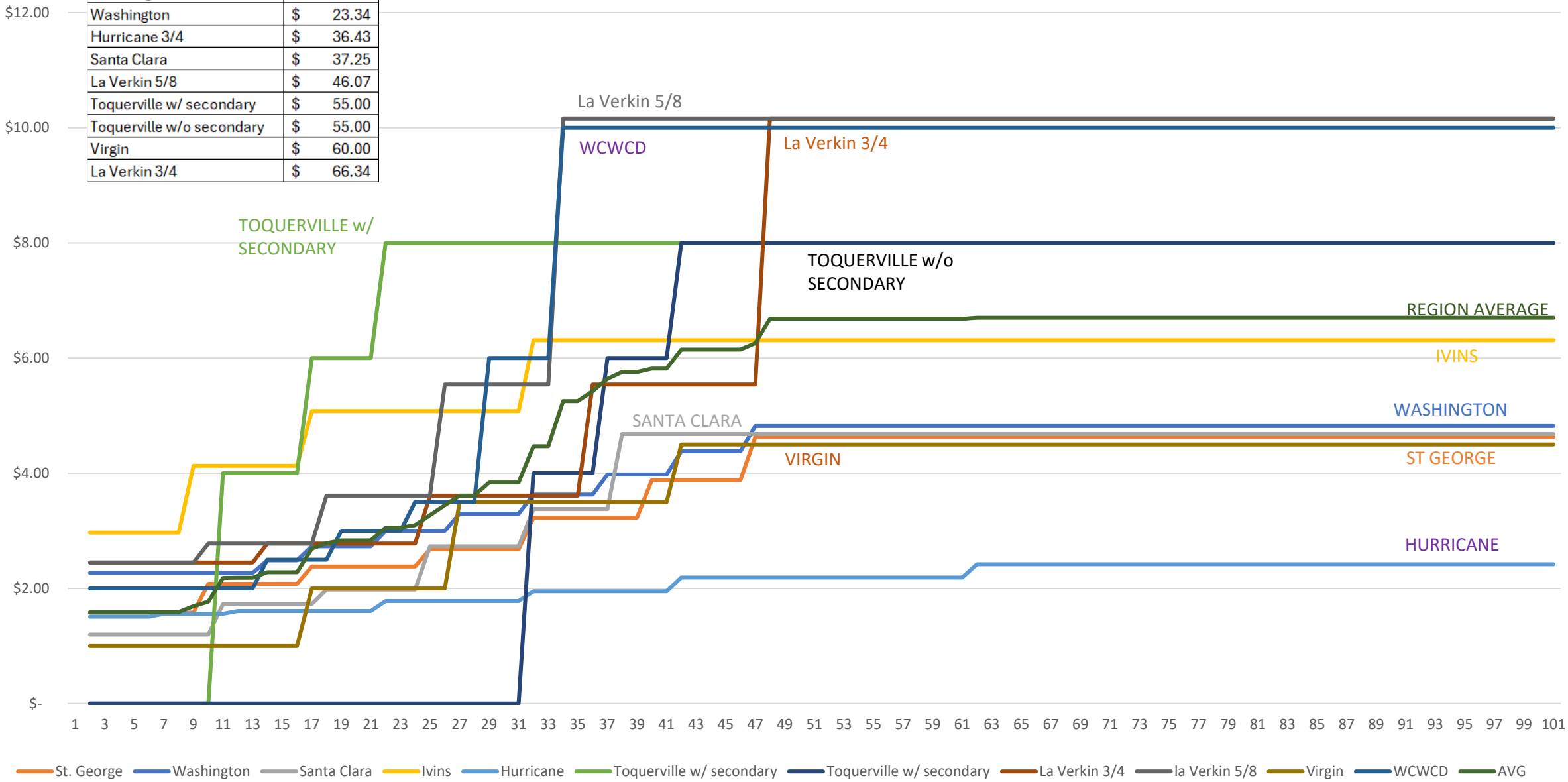
2024 Rates


Potable Water Rate Tiers by Agency 2024
Consumption Only, no service fee
Monthly Service Fee
St George $ 22.75
Washington City $ 22.12
Santa Clara $ 37.25
Ivins $ 19.67
Hurricane $ 35.72
Toquerville $ 55.00
La Verkin $ 50.25
TOQUERVILLE
IVINS
WASHINGTON
SANTA CLARA
ST GEORGE
HURRICANE
LA VERKIN
$9.00
$8.00
$7.00
$6.00
$5.00
$4.00
$3.00
$2.00
$1.00
$-
0 2 4 6 8 10 12 14 16 18 20 22 24 26 28 30 32 34 36 38 40 42 44 46 48 50 52 54 56 58 60 62 64 66 68 70 72 74 76 78 80 82 84 86 88 90 92 94 96 98 100
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville
La Verkin

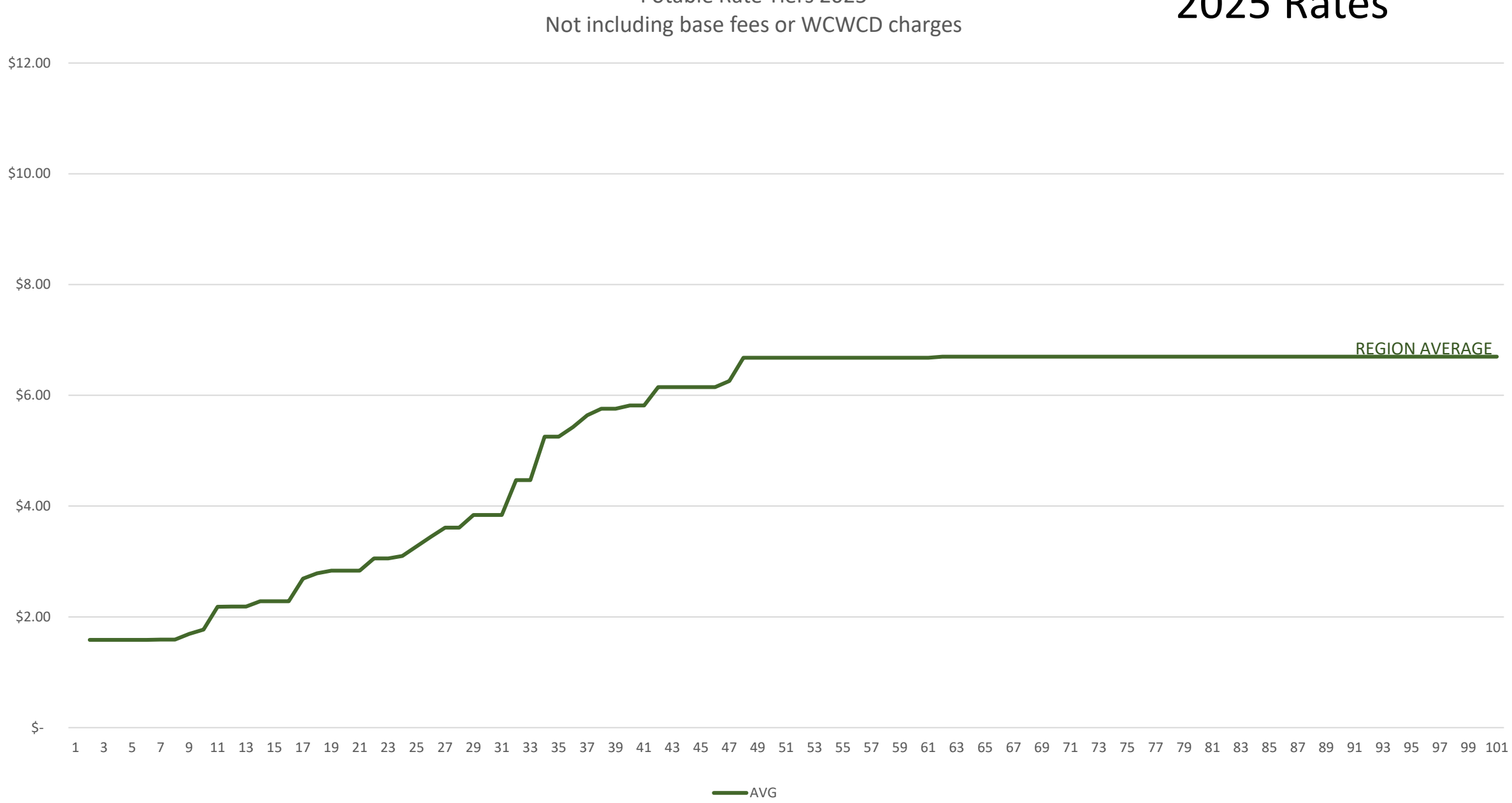
2025 Rates

Potable Rate Tiers 2025
Not including base fees or WCWCD charges

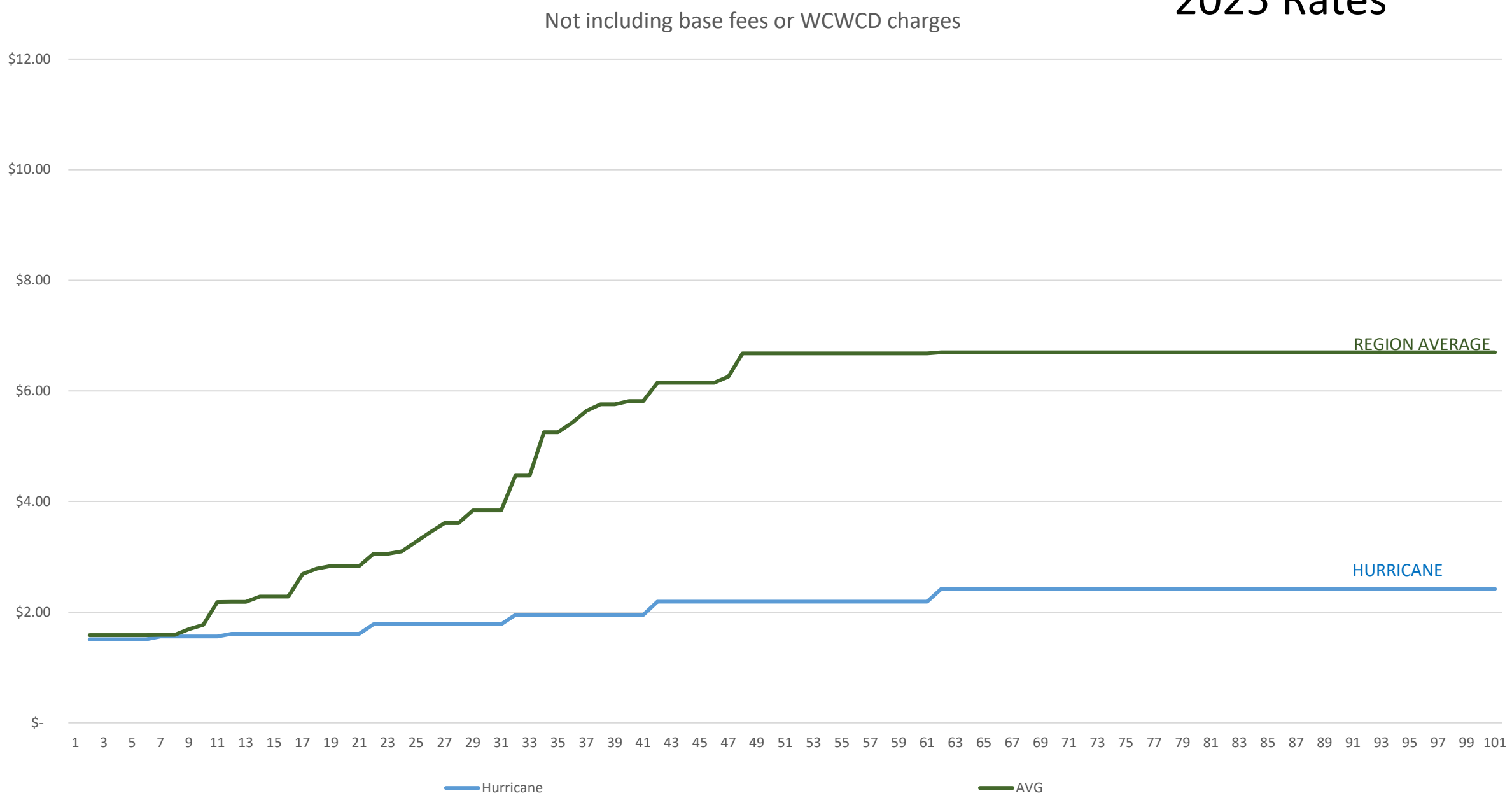
Monthly Service Fee	
Hurricane 5/8	$ 17.86
Ivins	$ 19.67
St. George	$ 22.75
Washington	$ 23.34
Hurricane 3/4	$ 36.43
Santa Clara	$ 37.25
La Verkin 5/8	$ 46.07
Toquerville w/ secondary	$ 55.00
Toquerville w/o secondary	$ 55.00
Virgin	$ 60.00
La Verkin 3/4	$ 66.34



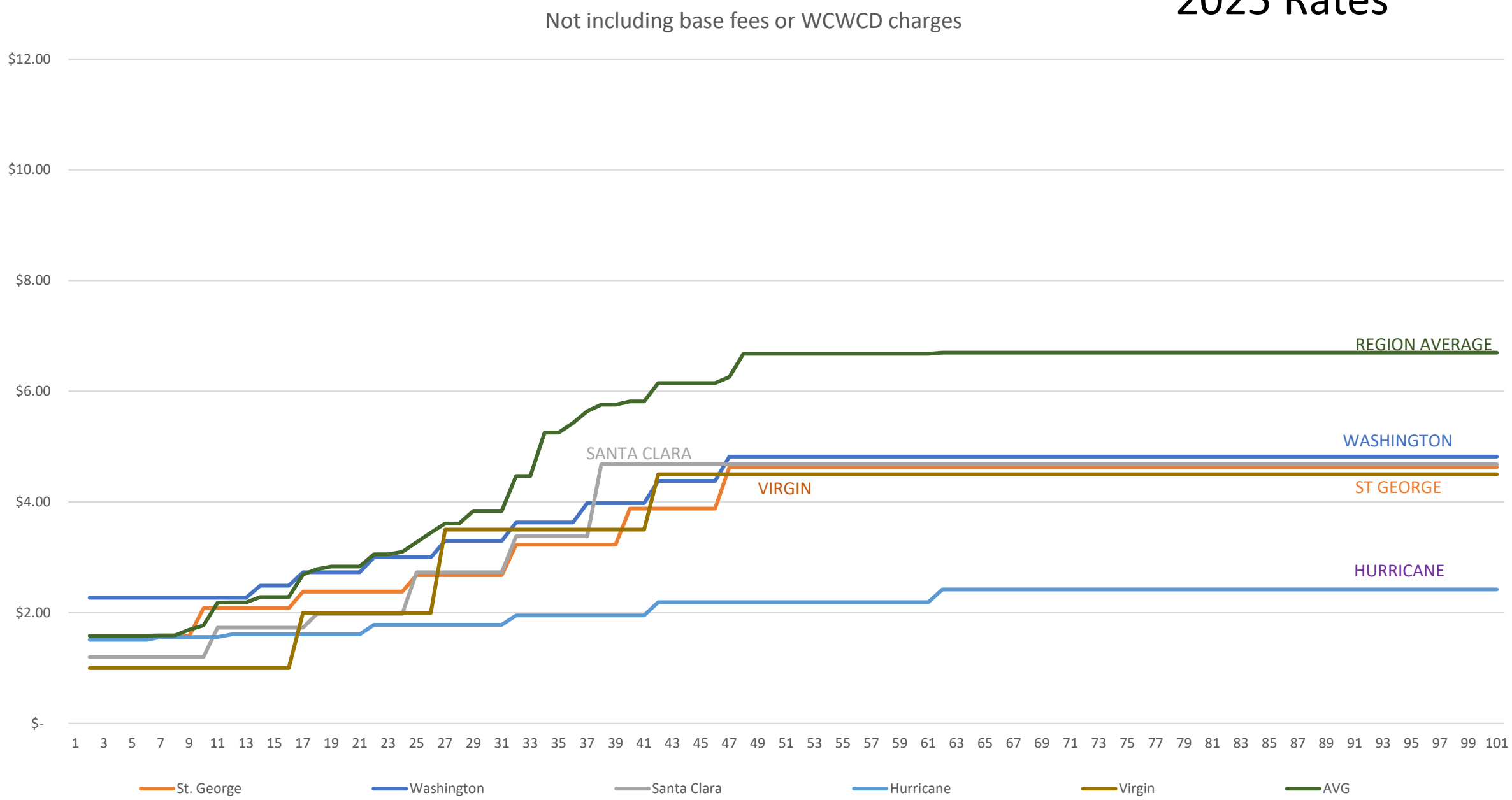
2025 Rates


Potable Rate Tiers 2025
Not including base fees or WCWCD charges
$12.00
$10.00
$8.00
$6.00
$4.00
$2.00
$-
REGION AVERAGE
1 3 5 7 9 11 13 15 17 19 21 23 25 27 29 31 33 35 37 39 41 43 45 47 49 51 53 55 57 59 61 63 65 67 69 71 73 75 77 79 81 83 85 87 89 91 93 95 97 99 101
AVG

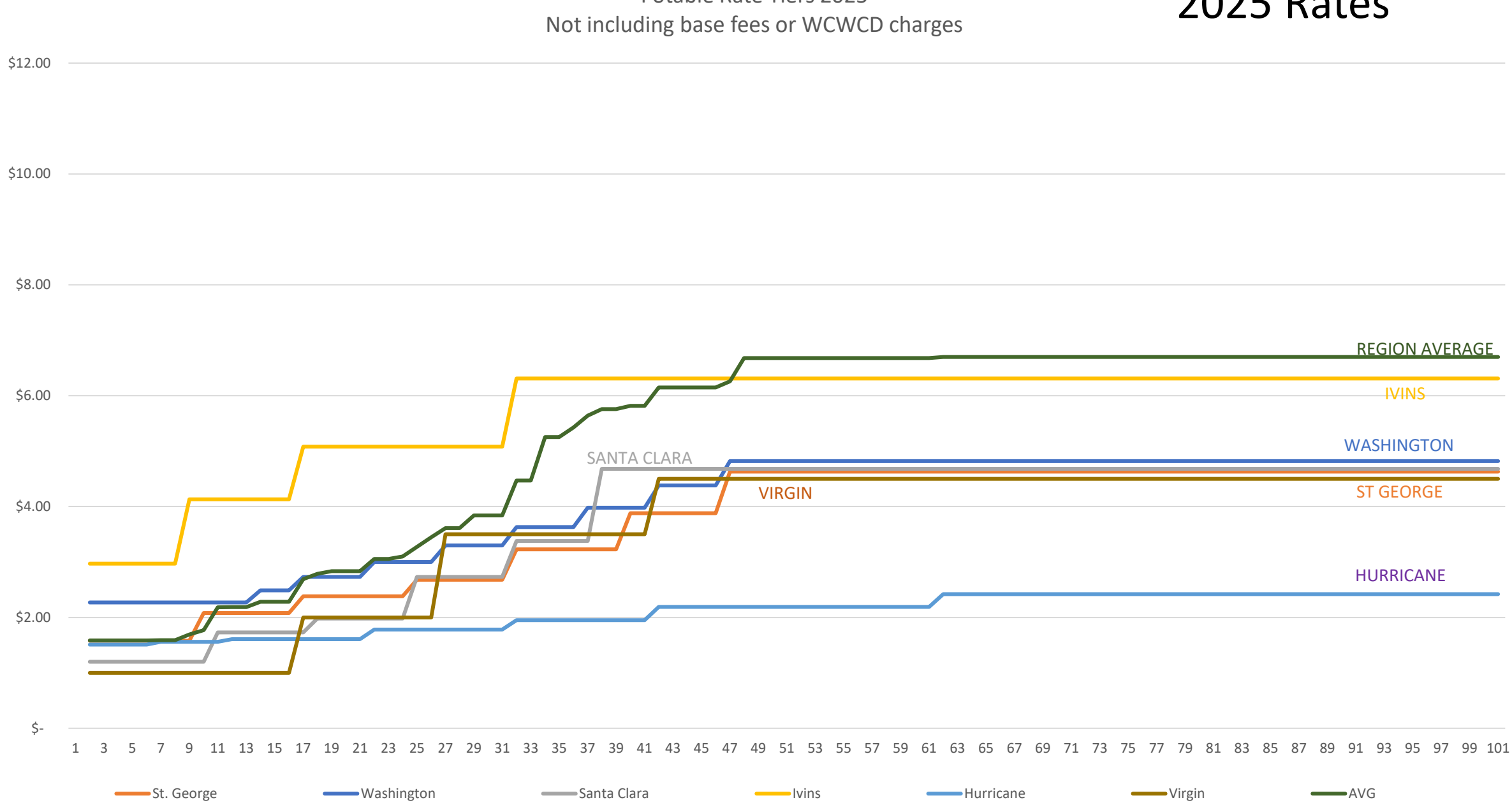
2025 Rates


Potable Rate Tiers 2025
Not including base fees or WCWCD charges
$12.00
$10.00
$8.00
$6.00
$4.00
$2.00
$-
REGION AVERAGE
HURRICANE
1 3 5 7 9 11 13 15 17 19 21 23 25 27 29 31 33 35 37 39 41 43 45 47 49 51 53 55 57 59 61 63 65 67 69 71 73 75 77 79 81 83 85 87 89 91 93 95 97 99 101
Hurricane
AVG

2025 Rates

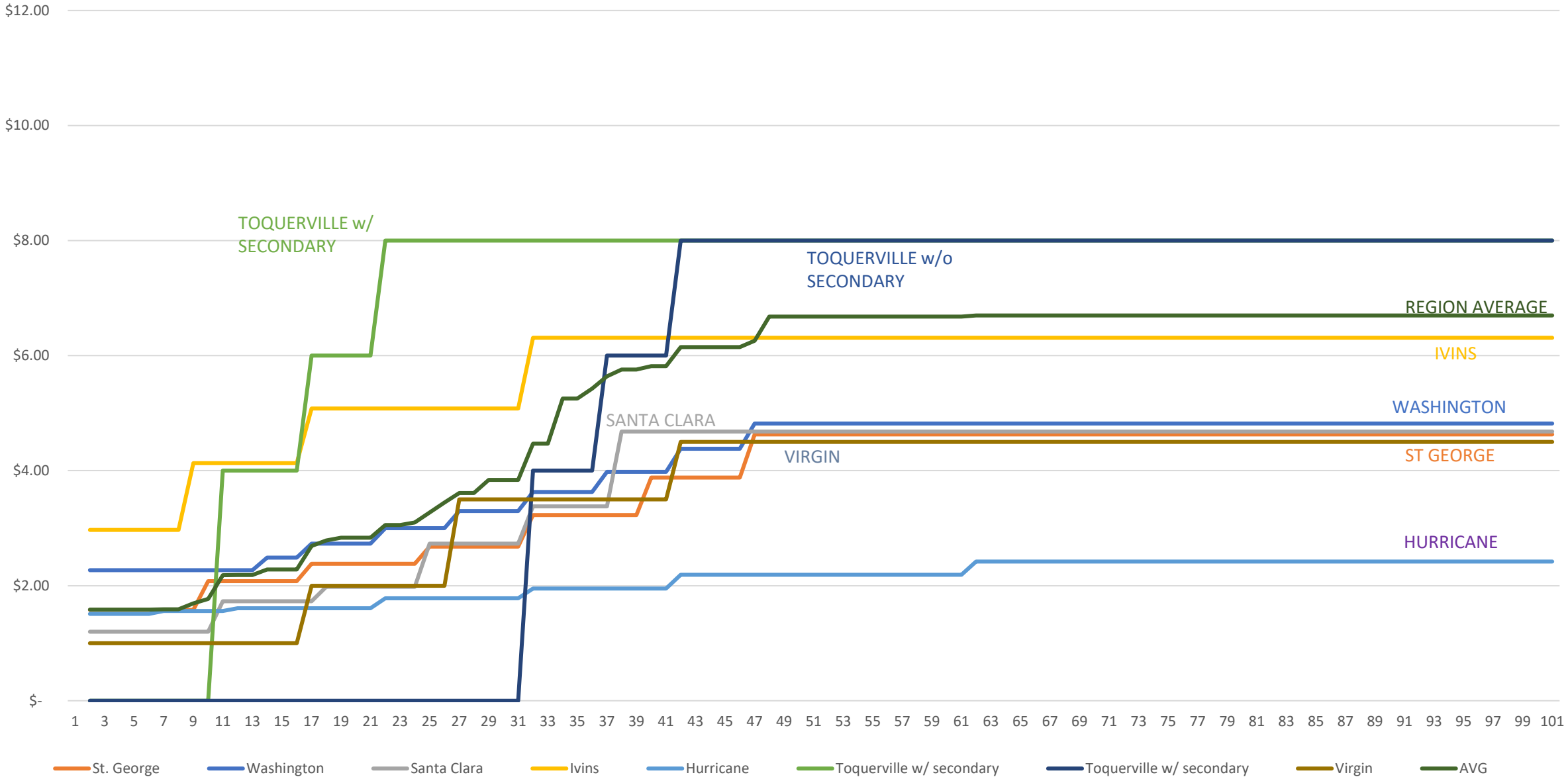

Potable Rate Tiers 2025
Not including base fees or WCWCD charges
$12.00
$10.00
$8.00
$6.00
$4.00
$2.00
$-
1 3 5 7 9 11 13 15 17 19 21 23 25 27 29 31 33 35 37 39 41 43 45 47 49 51 53 55 57 59 61 63 65 67 69 71 73 75 77 79 81 83 85 87 89 91 93 95 97 99 101
REGION AVERAGE
WASHINGTON
SANTA CLARA
VIRGIN
ST GEORGE
HURRICANE
St. George
Washington
Santa Clara
Hurricane
Virgin
AVG

2025 Rates

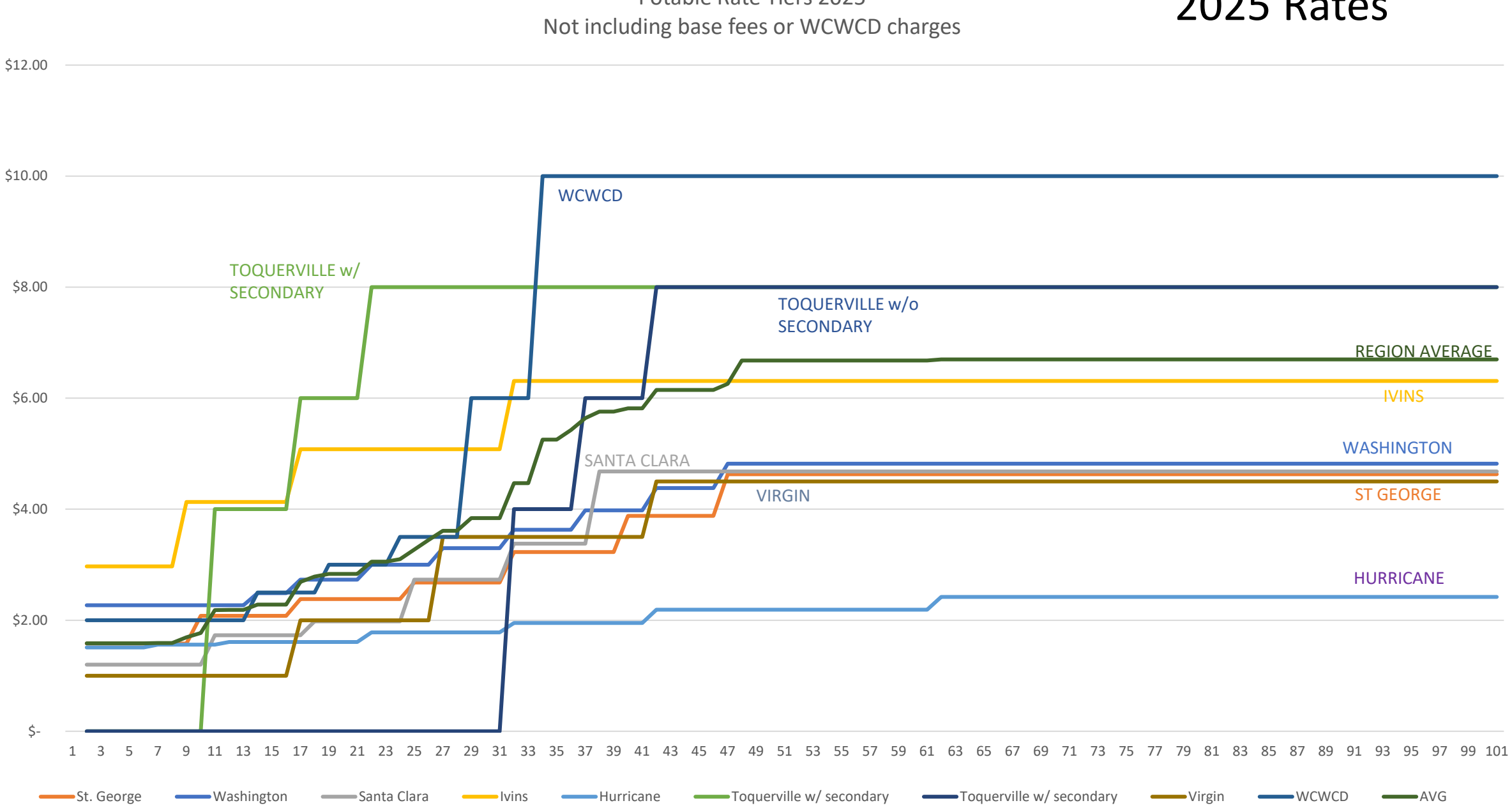

Potable Rate Tiers 2025
Not including base fees or WCWCD charges
$12.00
$10.00
$8.00
$6.00
$4.00
$2.00
$-
1 3 5 7 9 11 13 15 17 19 21 23 25 27 29 31 33 35 37 39 41 43 45 47 49 51 53 55 57 59 61 63 65 67 69 71 73 75 77 79 81 83 85 87 89 91 93 95 97 99 101
REGION AVERAGE
IVINS
WASHINGTON
SANTA CLARA
VIRGIN
ST GEORGE
HURRICANE
St. George
Washington
Santa Clara
Ivins
Hurricane
Virgin
AVG

2025 Rates

Potable Rate Tiers 2025
Not including base fees or WCWCD charges



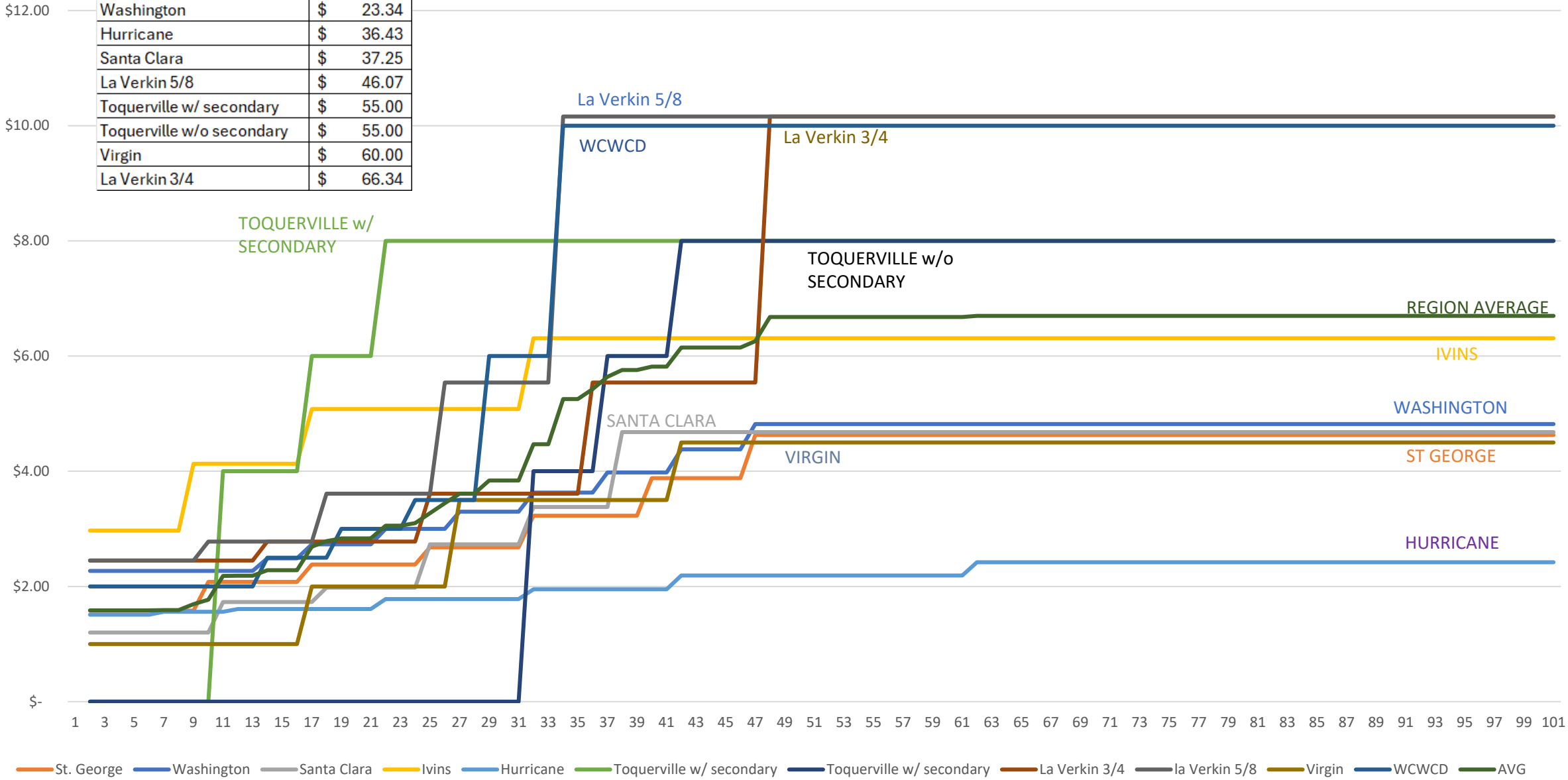
2025 Rates

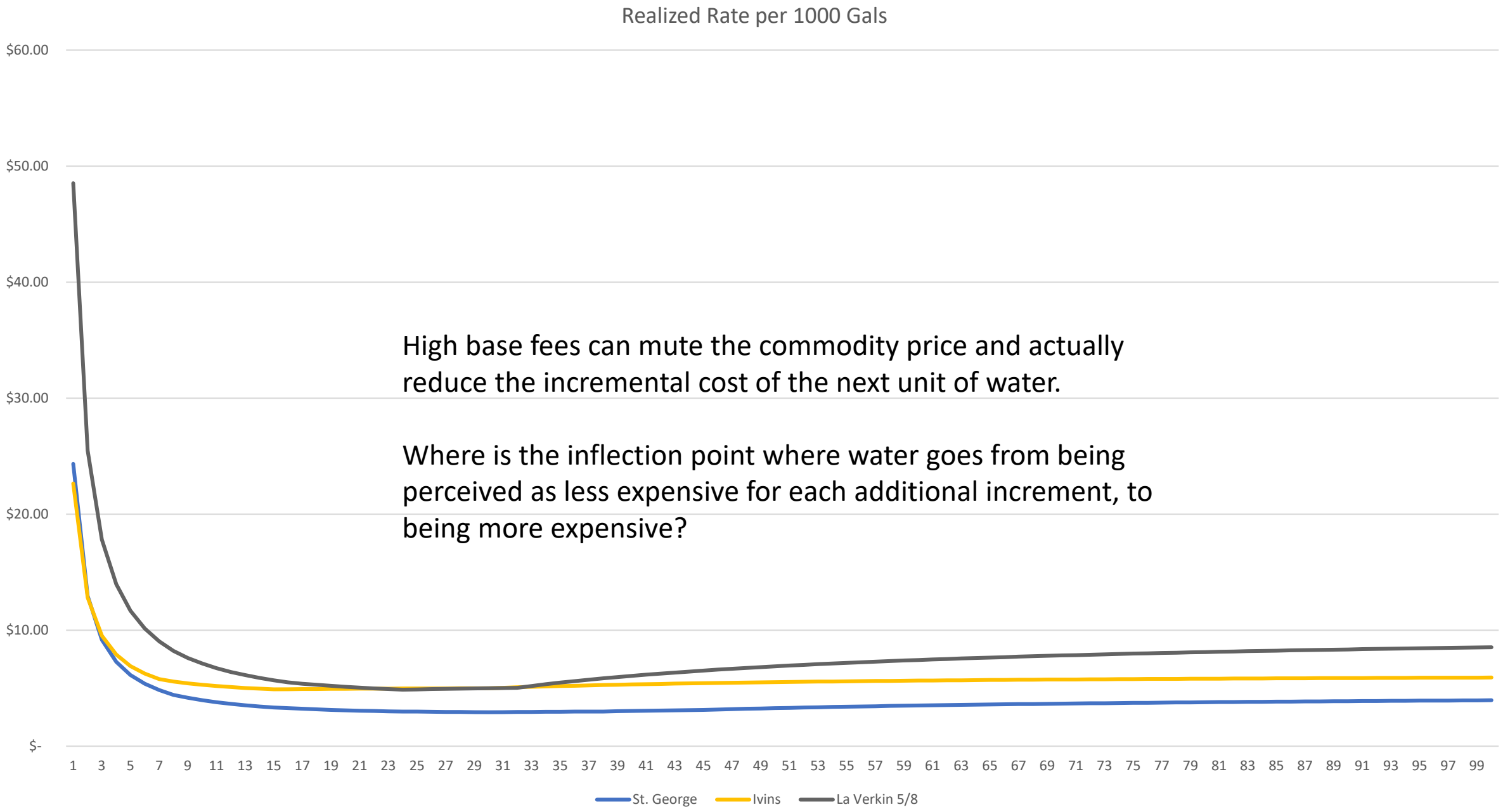

Potable Rate Tiers 2025
Not including base fees or WCWCD charges
$12.00
$10.00
$8.00
$6.00
$4.00
$2.00
$-
1 3 5 7 9 11 13 15 17 19 21 23 25 27 29 31 33 35 37 39 41 43 45 47 49 51 53 55 57 59 61 63 65 67 69 71 73 75 77 79 81 83 85 87 89 91 93 95 97 99 101
WCWCD
TOQUERVILLE w/ SECONDARY
TOQUERVILLE w/o SECONDARY
REGION AVERAGE
IVINS
WASHINGTON
SANTA CLARA
VIRGIN
ST GEORGE
HURRICANE
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville w/ secondary
Toquerville w/ secondary
Virgin
WCWCD
AVG

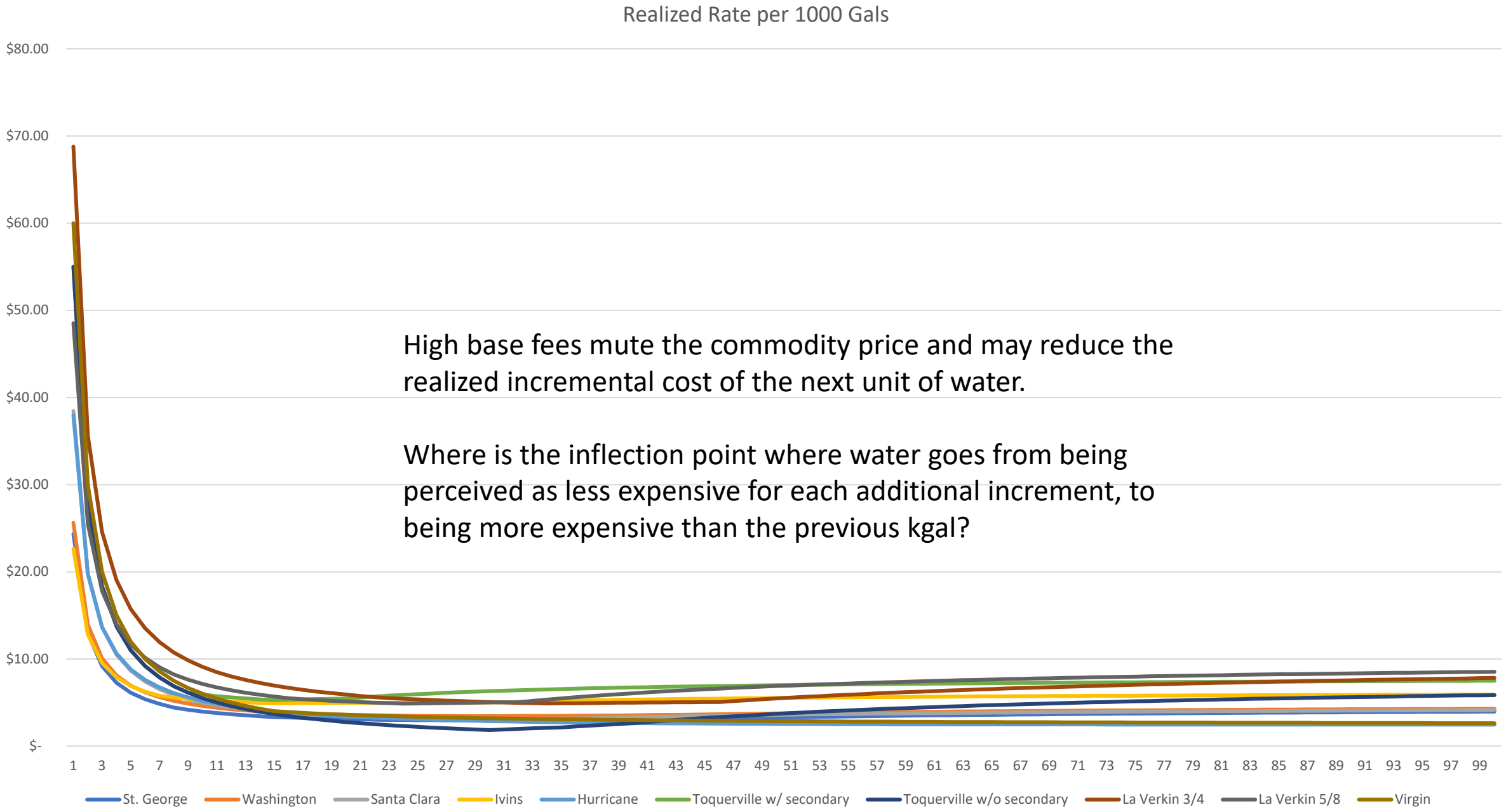
2025 Rates

Potable Rate Tiers 2025
Not including base fees or WCWCD charges

Monthly Service Fee		
Ivins	$	19.67
St. George	$	22.75
Washington	$	23.34
Hurricane	$	36.43
Santa Clara	$	37.25
La Verkin 5/8	$	46.07
Toquerville w/ secondary	$	55.00
Toquerville w/o secondary	$	55.00
Virgin	$	60.00
La Verkin 3/4	$	66.34

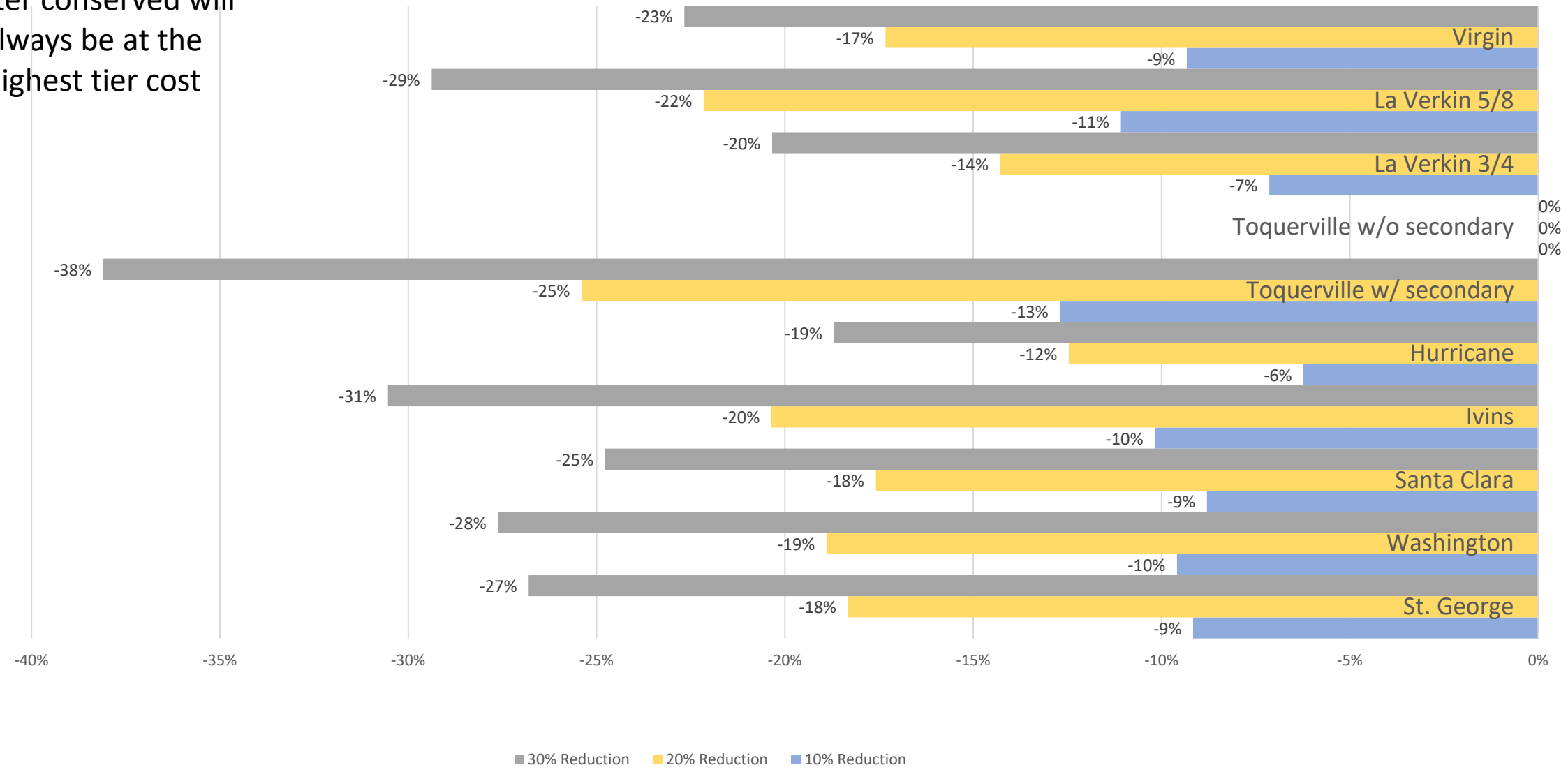



Realized Rate per 1000 Gals
$60.00
$50.00
$40.00
$30.00
$20.00
$10.00
$-
1 3 5 7 9 11 13 15 17 19 21 23 25 27 29 31 33 35 37 39 41 43 45 47 49 51 53 55 57 59 61 63 65 67 69 71 73 75 77 79 81 83 85 87 89 91 93 95 97 99
St. George
Ivins
La Verkin 5/8
High base fees can mute the commodity price and actually reduce the incremental cost of the next unit of water.
Where is the inflection point where water goes from being perceived as less expensive for each additional increment, to being more expensive?


Realized Rate per 1000 Gals
$80.00
$70.00
$60.00
$50.00
$40.00
$30.00
$20.00
$10.00
$-
1 3 5 7 9 11 13 15 17 19 21 23 25 27 29 31 33 35 37 39 41 43 45 47 49 51 53 55 57 59 61 63 65 67 69 71 73 75 77 79 81 83 85 87 89 91 93 95 97 99
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville w/ secondary
Toquerville w/o secondary
La Verkin 3/4
La Verkin 5/8
Virgin
High base fees mute the commodity price and may reduce the realized incremental cost of the next unit of water.
Where is the inflection point where water goes from being perceived as less expensive for each additional increment, to being more expensive than the previous kgal?

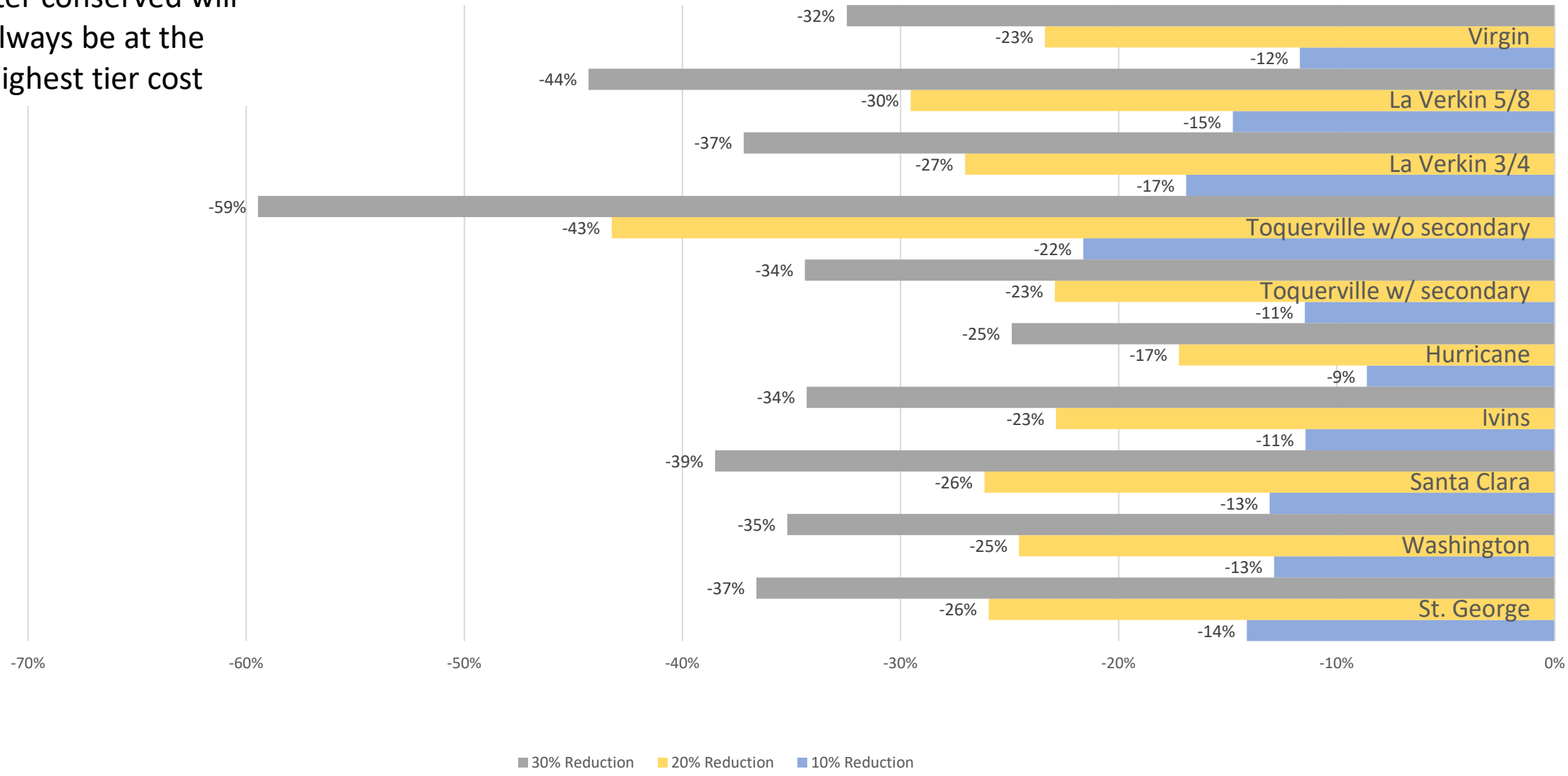
Customer Cost Savings Based Upon 10/20/30 percent reduction of a 30,000 gallon bill

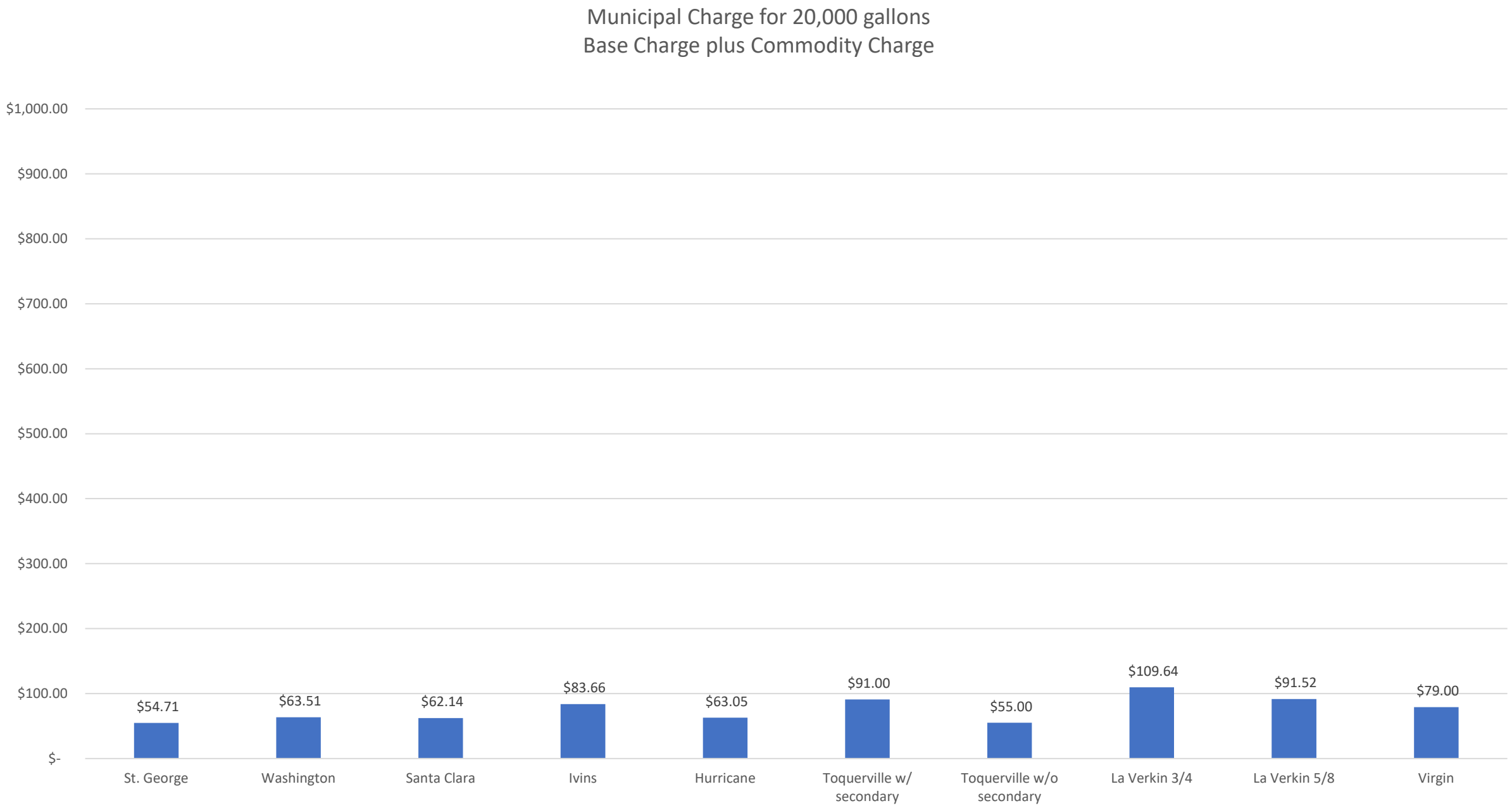
Water conserved will always be at the highest tier cost

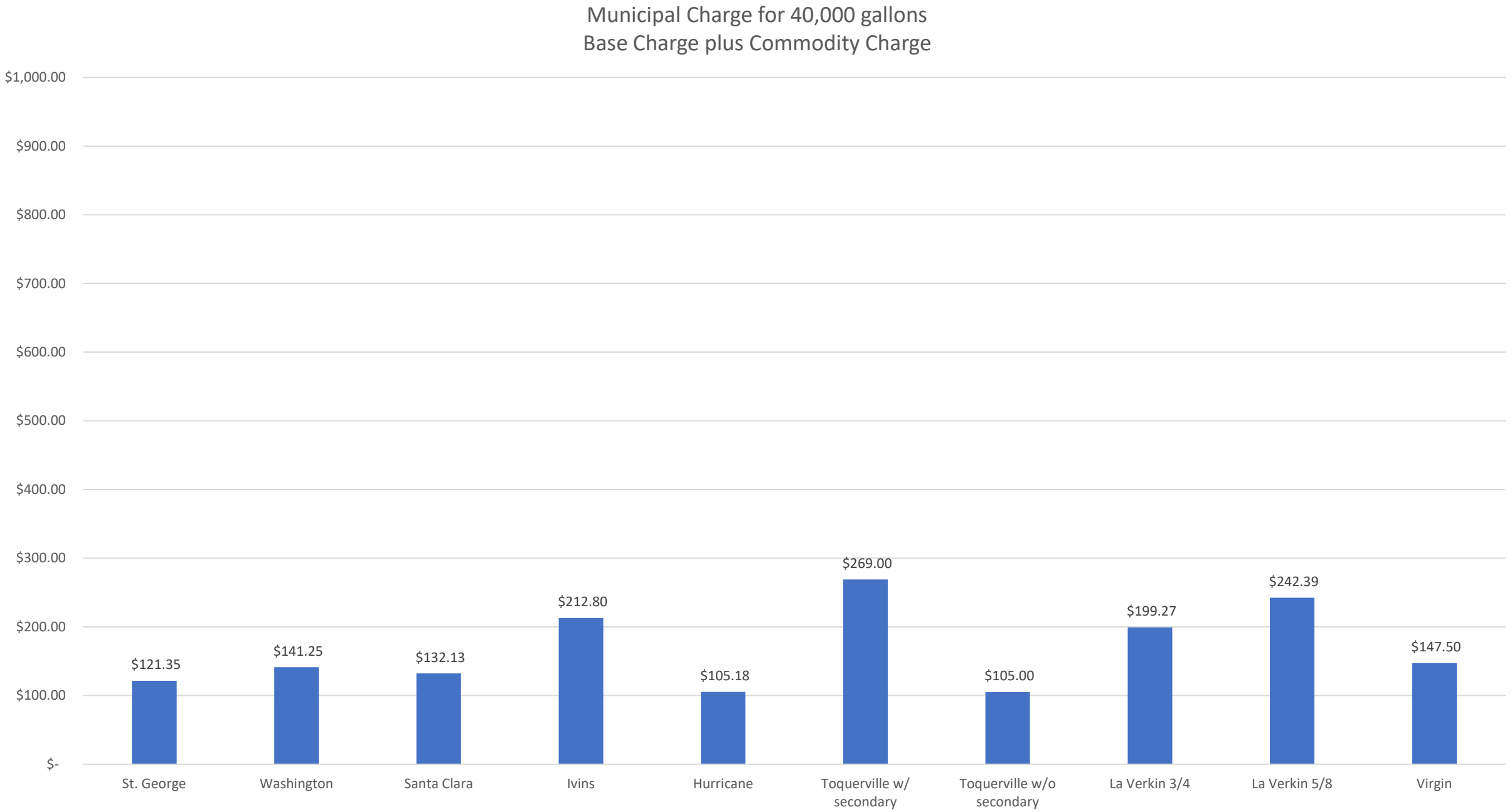


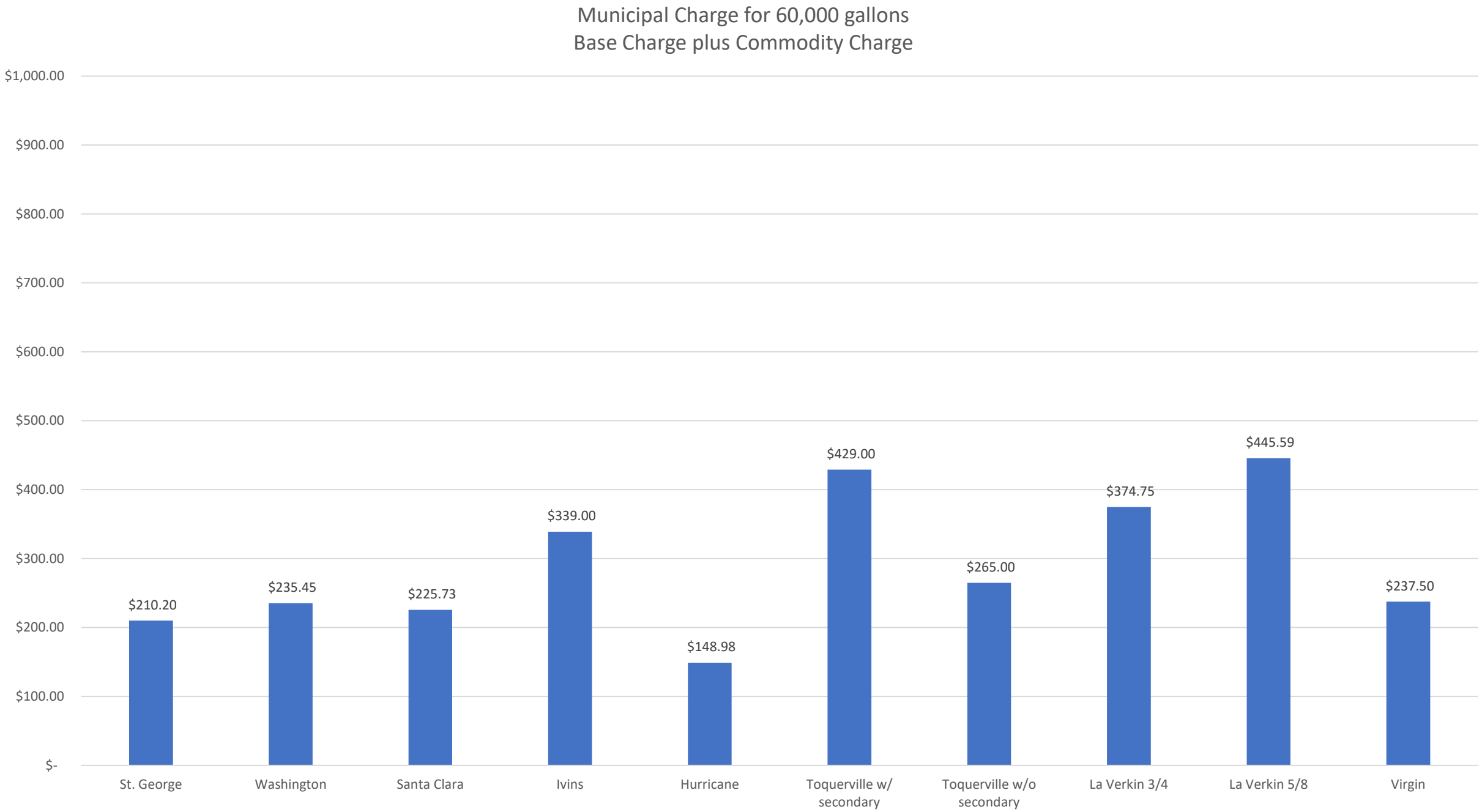
Customer Cost Savings Based Upon 10/20/30 percent reduction of a **50,000** gallon bill

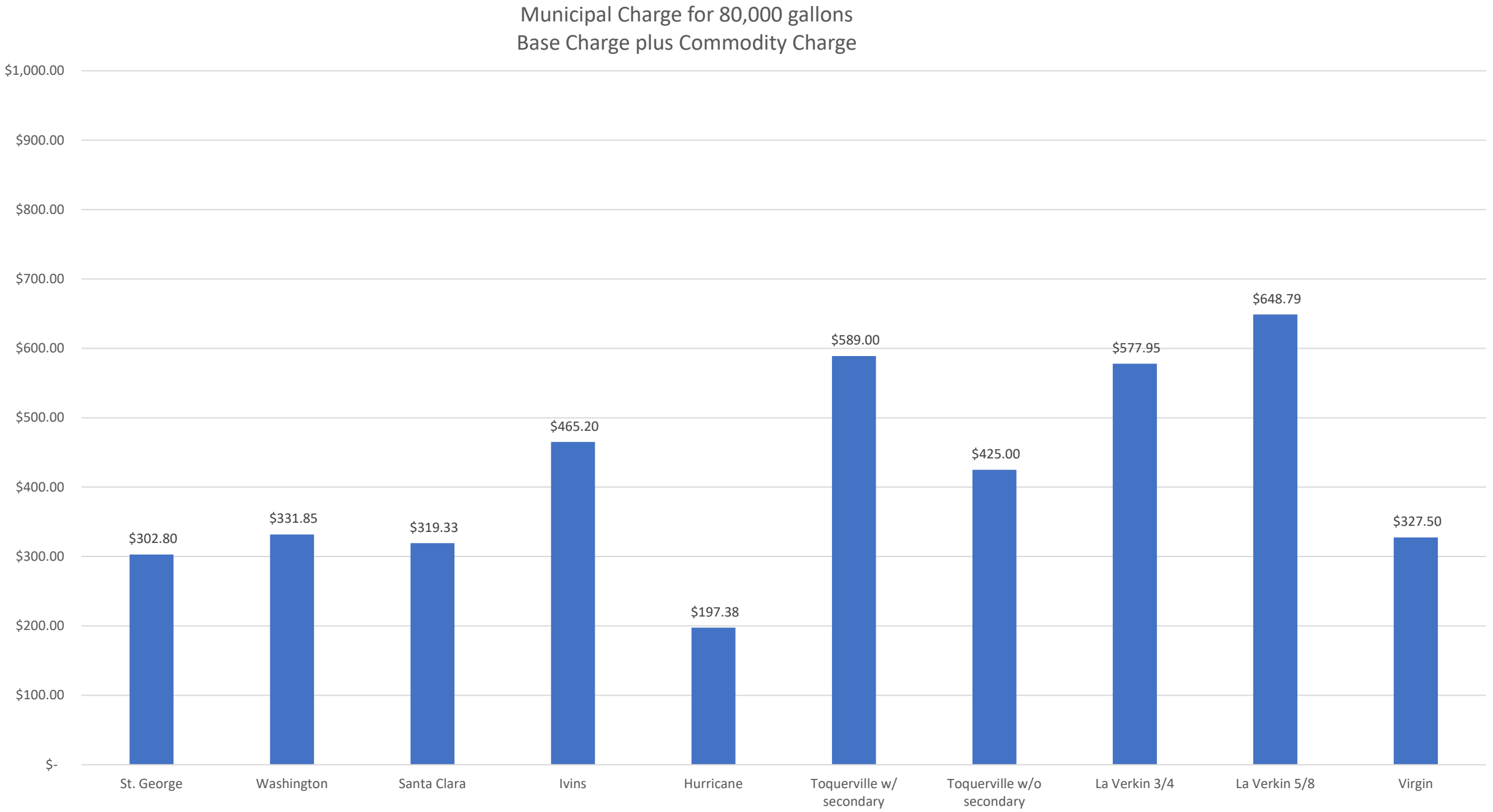
Water conserved will always be at the highest tier cost

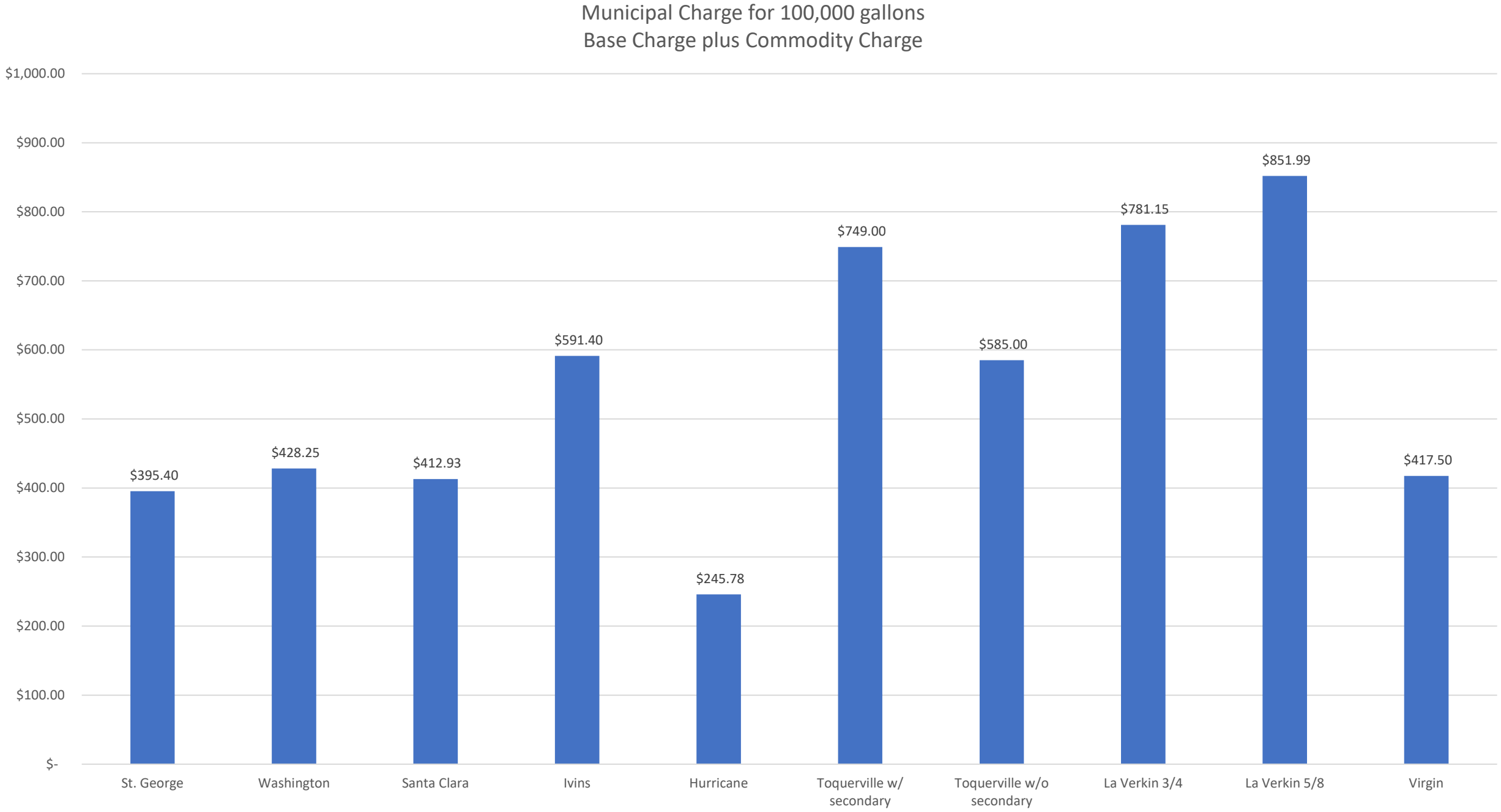



Municipal Charge for 20,000 gallons
Base Charge plus Commodity Charge
$1,000.00
$900.00
$800.00
$700.00
$600.00
$500.00
$400.00
$300.00
$200.00
$100.00
$-
$54.71
$63.51
$62.14
$83.66
$63.05
$91.00
$55.00
$109.64
$91.52
$79.00
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville w/ secondary
Toquerville w/o secondary
La Verkin 3/4
La Verkin 5/8
Virgin


Municipal Charge for 40,000 gallons
Base Charge plus Commodity Charge
$1,000.00
$900.00
$800.00
$700.00
$600.00
$500.00
$400.00
$300.00
$200.00
$100.00
$-
$121.35
$141.25
$132.13
$212.80
$105.18
$269.00
$105.00
$199.27
$242.39
$147.50
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville w/ secondary
Toquerville w/o secondary
La Verkin 3/4
La Verkin 5/8
Virgin


Municipal Charge for 60,000 gallons
Base Charge plus Commodity Charge
$1,000.00
$900.00
$800.00
$700.00
$600.00
$500.00
$400.00
$300.00
$200.00
$100.00
$-
$210.20
$235.45
$225.73
$339.00
$148.98
$429.00
$265.00
$374.75
$445.59
$237.50
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville w/ secondary
Toquerville w/o secondary
La Verkin 3/4
La Verkin 5/8
Virgin


Municipal Charge for 80,000 gallons
Base Charge plus Commodity Charge
$1,000.00
$900.00
$800.00
$700.00
$600.00
$500.00
$400.00
$300.00
$200.00
$100.00
$-
$302.80
$331.85
$319.33
$465.20
$197.38
$589.00
$425.00
$577.95
$648.79
$327.50
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville w/ secondary
Toquerville w/o secondary
La Verkin 3/4
La Verkin 5/8
Virgin


Municipal Charge for 100,000 gallons
Base Charge plus Commodity Charge
$1,000.00
$900.00
$800.00
$700.00
$600.00
$500.00
$400.00
$300.00
$200.00
$100.00
$-
$395.40
$428.25
$412.93
$591.40
$245.78
$749.00
$585.00
$781.15
$851.99
$417.50
St. George
Washington
Santa Clara
Ivins
Hurricane
Toquerville w/ secondary
Toquerville w/o secondary
La Verkin 3/4
La Verkin 5/8
Virgin

Principles of Effective Conservation Rates

- Highest tiers typically subsidize lowest tiers
  - Promote affordable water for basic necessity
  - Equitable because all customers receive subsided rates
- No water should be included in base fee
- Less revenue in base fee and more in commodity fee
  - Promote affordable water for basic necessity
  - Issue for bond rating agencies
- Realized cost per Kgal should increase, allowing customers to see meaningful cost savings from conservation