



Memorandum

To: Planning Commission
From: Niall Connolly, Principal Planner
Thomas Dansie, Director of Community Development
Date: November 14, 2025
Re: Renovation of Noncomplying Buildings in the Commercial Zones

Introduction and Background

At the November 5th meeting the Planning Commission requested that staff prepare an agenda item relating to noncomplying structures in Springdale's downtown core. The downtown core is the heart of the Town's commercial activity and for the most part is in the Central Commercial Zone. As is common in downtowns, it has a higher concentration of older buildings than most other parts of the community.

The Town of Springdale has adopted zoning standards (e.g. building size, building height, setbacks, etc.) to promote a distinctive look and feel to Town's physical development. The current iteration of these standards was adopted in 1992. The Town continuously updates and revises these standards to accommodate changing conditions and to better promote the vision of the General Plan.

Zoning standards are, with very limited exceptions, forward looking. The version of the zoning standards in place at the time a complete application is filed for a property development are those that apply to the development. When the Town changes a zoning standard properties that have already been developed do not need to comply with the newly revised standard. These properties are termed "legal noncomplying" properties. They are allowed to stay in their noncompliant state indefinitely. However, when these properties are redeveloped, the newly proposed development must comply with the current zoning standards.

Many of the properties in the commercial zones, particularly the Central Commercial zone, were developed prior to 1992 when the current zoning went into effect. Most of these do not comply with one or more current zoning standards and are legally noncomplying. Other properties have been developed more recently and are in compliance with the majority of the current zoning standards, but may be out of compliance with recently revised zoning standards.

Because they were compliant at the time of their construction these properties can legally continue to exist in their noncompliant state. However, if the properties are redeveloped, any new buildings must be designed to comply with today's land use regulations. This may present an obstacle to the redevelopment or upgrade of these buildings, because coming into compliance would, in most cases, significantly reduce their economic viability.

This presents a challenge for the Town: in order for the Town to achieve the vision outlined in the General Plan and implemented by the current ordinances, noncompliant properties should be redeveloped consistent with current zoning standards. However, property owners are incentivized to retain their properties in noncomplying status because bringing them into compliance would dramatically reduce the economic value of the businesses on the property.

The Commission has requested a discussion on this topic.

Common Noncomplying Elements

Buildings in the downtown core can be noncomplying in various ways. At the request of the Commission staff has prepared a rough inventory of noncompliant properties in the commercial zones. Based on this inventory, the most common areas of noncompliance are:

- Building Setbacks (36 instances)
- Parking Area Setbacks (32 instances)
- Landscape Area (13 instances)
- Building Size (12 instances)
- Building Height (9 instances)
- Transient Lodging Unit Density (8 instances)

In addition to the list above there are a variety of other ways properties might be noncompliant (e.g. no screening on mechanical equipment, nonapproved exterior building materials, insufficient distance between buildings on the property, overhead utility lines, etc.).

The Commission may wish to review the noncomplying buildings survey (attached to this report) to get an idea of the extent of noncomplying properties in the commercial zones. For reference, about two-thirds of the commercially developed properties in both the CC zone and VC zone have at least one instance of noncompliance.



Figure 1. All of the properties visible in this image are noncompliant with at least one zoning standard.

Issues for Commission Consideration

The main issue the Commission wants to address is the disconnect between the development style the General Plan and zoning standards promote and a property owner's strong economic disincentive to bring a property into compliance with that style of development. What can be done to remove this disconnect?

Before trying to develop a strategy to address this larger issue the Commission should first discuss the following background information.

- The Town of Springdale prides itself on the time, effort, and resources expended on developing and administering its land use ordinances, including zoning standards. These standards are carefully considered and crafted to better implement the General Plan's vision for the future growth and development of the community. The Commission should give considerable deference to the current zoning standards.
- Compared to other communities, Springdale develops and grows at a remarkably slow rate. There has been more rapid growth (by Springdale standards) in the town over the last 10 years. But even with this increase, the town grows, develops, and redevelops comparatively slowly. Because of this slow development rate, it may take 10, 20, 30, or more years for the vision in the General Plan to be fully realized as noncompliant properties redevelop. While it might not currently be economically advantageous for a noncompliant property to redevelop and come into compliance with current zoning standards, conditions may change in the next 20 years and such redevelopment could occur. The Commission should consider what timeline is desirable and acceptable for noncompliant properties to be redeveloped. In other words, is the Town willing to wait 20 years or more for noncompliant properties to come into compliance?
- Are there any aspects of noncomplying properties that actually help promote village character and the Town's sense of place? For example, do the buildings in the downtown core located immediately adjacent to the sidewalk add to or detract from village scale? Identifying those elements (if any) that add to the Town's character and those that typically detract from that character could aid the Commission's discussion on this topic.

Strategies to Consider

As noted above, staff suggests the Commission first have a discussion about the nature of noncomplying properties in general prior to discussing any potential strategies to deal with the redevelopment of noncomplying buildings. This will provide essential foundational information and shared understanding before trying to develop a solution.

After that initial discussion, the Commission may wish to discuss the following broad strategies. The Commission does not need to move to specifics and details at this point. Rather, a general discussion on these (and possibly other) strategies will be more effective at this point. Once the Commission has

agreed on a general strategy staff can provide a framework and outline for the Commission to develop specifics and details.

- ***Do Nothing.*** The Commission may decide the Town's current practice (wait until a property redevelops, then require compliance with all zoning standards at that time) is effective. Staff notes that continuing with this practice means that it will be many years before all commercial properties are in compliance with current standards. However, it will be effective in eventually fulfilling the vision of the General Plan.
- ***Develop a Strategy that Encourages Partial or Incremental Compliance.*** The Commission could identify a pathway whereby property owners can make incremental progress toward full compliance as they redevelop their noncompliant properties. This would decrease the economic incentive to preserve noncompliant properties. It would also somewhat undermine the ultimate goal of implementing the vision of the General Plan and zoning ordinance.
- ***Revise Commercial Zoning Standards.*** If the majority of properties in the commercial zones are noncompliant with current zoning standards the Commission may wish to consider changes to those standards to reduce the total number of noncompliant properties. This would remove the economic disincentive to redevelop and renovate aging commercial properties and could help those properties be refreshed. It would also mean a dramatic shift in the direction the Town has been pointed since 1992 in terms of achieving the vision of the General Plan.

The Commission should discuss these potential options in general terms. Based on the Commission's general discussion staff will develop an outline and framework for the Commission to begin discussing specifics in an upcoming work meeting.



Figure 2. The noncompliant Bumbleberry property was destroyed by fire several years ago. Although the building could have been rebuilt to the extent of the previous noncompliance, the property owner voluntarily brought the property closer into compliance with current standards. This could serve as an example for one potential strategy of allowing incremental progress toward full compliance as noncompliant properties are redeveloped.

Commission Action

The Commission should have an initial broad discussion regarding the foundational background concerning noncompliant commercial properties. Specifically:

1. How much deference should be given to current zoning standards when considering noncompliant properties? To what extent is it permissible and justifiable to deviate from the Town's longstanding zoning vision for the development of the community to incentivize the redevelopment of noncompliant commercial properties?
2. What is the Town's sense of urgency in bringing noncompliant properties into compliance with current standards? Is this something that should be encouraged on an accelerated timeline? Or is the Town willing to wait potentially for decades for noncompliant properties to become compliant?
3. Are there any redeeming qualities of noncomplying properties that actually contribute to the Town's village character? If so, what are they?

After this initial foundational discussion, the Commission should have a discussion regarding a potential strategy for noncompliant commercial properties. Possible strategies include:

1. Do nothing and continue with the Town's current practice of waiting for properties to redevelop before they are brought into compliance.
2. Develop a strategy that allows or encourages incremental progress toward full compliance as properties are redeveloped.
3. Change the zoning standards in the commercial zones to reduce the amount of noncomplying properties.

Based on this discussion staff will prepare an outline the Commission can use to begin a discussion on specifics in the next meeting.

Parcel Number	Address	Common Name	Zone	Use	Nature of Non-Compliance	Building Setback	Building Height	Building Size	Parking Area Setback	Landscape Area	Transient Lodging Unit Density
Parcel Number	Address	Common Name	Zone	Use	Nature of Non-Compliance	Building Setback	Building Height	Building Size	Parking Area Setback	Landscape Area	Transient Lodging Unit Density
CC Zone Properties											
S-SHM-1	668 Zion Park Blvd	Best Western	CC	Transient lodging	Legal non-complying, Development Agreement	S					x
S-100-B	694 Zion Park Blvd	Zion Prospector	CC	Retail, Employee housing	Legal non-complying	F, S, R			x	x	
S-125-A-2-A-3-B	700 and 702 Elm Street		CC	Transient Lodging	Legal non-complying	S					
S-BD-1	736 Zion Park Blvd	Outta Here Ebikes	CC	Ebike Rental	Legal non-complying	F			x	x	
S-4-A-31	789 Zion Park Blvd	Worhtington Gallery	CC	Retail, Transient Lodging	Legal non-complying	S					
S-ELKR-1	792 Zion Park Blvd	Red Cliffs Lodge	CC	Transient Lodging, Restaurant, Ebike rental	Development Agreement	F					
S-4-A-2	801 Zion Park Blvd	David West Gallery	CC	Retail, Ebike rental	Legal non-complying	F, S			x		
S-107-A-1	805 Zion Park Blvd	Fatali Gallery / Amigos	CC	Vacant	Legal non-complying	F, S		x	x	x	
S-61	828 and 838 Zion Park Blvd	Pioneer Lodge	CC	Transient Lodging	Legal non-complying	F, S		x	x	x	x
Multiple	849 and 855 Zion Park Blvd	Zion Park Motel	CC	Transient Lodging, retail	Legal non-complying	F, S, R		x	x	x	x
S-61-A	866 Zion Park Blvd	Shirt Off My Back	CC	Retail	Legal non-complying	S			x	x	
Multiple	868 Zion Park Blvd	Zion Pizza Noodle	CC	Restaurant, retail, transient lodging	Legal non-complying	F	x	x	x	x	
Multiple	897 Zion Park Blvd	Bumbleberry	CC	Transient lodging, restaurant, retail, theater	Legal non-complying	F		x	x		
S-12-B	921 Zion Park Blvd	Zions Bank	CC	Bank	Legal non-complying	F, S			x	x	
S-57-A	932 Zion Park Blvd	Deep Creek Coffee	CC	Restaurant	Legal non-complying	S, R			x		
S-14-B-1	933 Zion Park Blvd	Canyon Offerings	CC	Retail, residential	Legal non-complying	F, S			x		
S-55-A	932 Zion Park Blvd	Oscars	CC	Restaurant	Legal non-complying	F, R			x		
S-54-A	962 Zion Park Blvd	Rally Stop	CC	Convience store	Legal non-complying	F, S			x	x	
S-21-A-SA	970 Zion Park Blvd	Telecom Building	CC	Communication Infrastructure	Legal non-comlying	S, R	x				
S-22-A	980 Zion Park Blvd	Under the Eaves	CC	Transient lodging	Legal non-complying	F, S					
S-44	998 Zion Park Blvd	Red Rock Inn	CC	Transient lodging	Legal non-complying	F, S					
VC Zone Properties											
Multiple	7, 95, 145, and 147 Zion Park Blvd	Zion Canyon Village	VC	Transient Lodging, Retail, Restaurant, Outfitter	Conditional Use Permit		x	x	x	x	
Multiple	178 and 180 Zion Park Blvd	Subway	VC	Transient Lodging, Restaurant	Variance	F			x		
S-139	198 Zion Park Blvd	Thai Sappa	VC	Restaurant, Transient Lodging	Legal non-complying	F			x		
S-141-C-1-A	281 Zion Park Blvd	Cliffrose	VC	Transient Lodging, Restaurant, Spa	Legal non-complying				x		
S-141-C-2	291 Zion Park Blvd	Tribal Arts	VC	Retail	Legal non-complying	S	x		x	x	
S-102-B-4-A	358 Zion Park Blvd	Canyon Coffee	VC	Parking, Restaurant, Transient Lodging, EBike Rental	Variance	F					
S-135	428 and 450 Zion Park Blvd	Flanigans	VC	Transient Lodging, Restaurant, Spa	Variance, Legal non-complying	F			x		x
S-103-A	425 and 429 Zion Park Blvd	Flanigans Villas	VC	Transient Lodging	Legal non-complying	F, R					
S-104-A	445 Zion Park Blvd	Whiptail	VC	Restaurant	Legal non-comlying	F			x		
Multiple	479 Zion Park Blvd	Zion Canyon Campground	VC	Transient Lodging	Develoment Agreement						
S-108-B	625 Zion Park Blvd	Post Office	VC	Post Office	Legal non-complying	F, R			x	x	
Multiple	707 Zion Park Blvd	Desert Pearl	VC	Transient Lodging, Restaurant	Settlement Agreement	F, R	x	x	x		x
Multiple	Multiple	Hampton Inn, Springhill, Hyatt, Switchback	VC	Transient lodging, restaurant, retail, parking	Settlement Agreement		x	x			x
S-BIT-3-B	1212 Zion Park Blvd	Bit and Spur	VC	Restaurant	Legal non-complying				x		

Parcel Number	Address	Common Name	Zone	Use	Nature of Non-Compliance	Building Setback	Building Height	Building Size	Parking Area Setback	Landscape Area	Transient Lodging Unit Density
S-BIT-1-A	1216 Zion Park Blvd	LaFave Lodging	VC	Transient lodging	Variance	S					
S-92	1416 Zion Park Blvd	Zion Rock and Gem	VC	Retail	Legal non-comlying	F			x		
S-91-D-1	1450 Zion Park Blvd	Onyx Pizza	VC	Restaurant	Legal non-complying	F					
S-73-A-1	1515 Zion Park Blvd	Driftwood Lodge	VC	Transient lodging, restaurant	Legal non-complying		x	x	x		
S-78-A-1-A	1516 Zion Park Blvd	Montclair	VC	Transient lodging	Develoment Agreement						x
S-78-B	1584 Zion Park Blvd	LDS Church	VC	Church	Legal non-compying		x	x	x		
S-72-B	1593 Zion Park Blvd	Chevron	VC	Convience store	Legal non-complying	F, S, R			x	x	
Multiple	2400 Zion Park Blvd	Hotel De Novo	VC	Transient lodging, restaurant	Settlement Agreement	F	x	x	x		x
S-SLB-1	1855 Zion Park Blvd	Silver Bear	VC	vacant	Legal non-complying				x		
S-153-A-1	1880 Zion Park Blvd	Park House	VC	Restaurant	Legal non-complying	F			x		
PU Zone Properties											
S-60	898 Zion Park Blvd	Springdale Elementary	PU	School	Exempt by Utah Code			x	x		