



## **Memorandum**

**To:** Planning Commission  
**From:** Thomas Dansie, Director of Community Development  
**Date:** November 26, 2025  
**Re:** Ordinance Revision: Amending Chapter 10-7A of the Town Code by adding medical offices, drugstores, pharmacies, and medical clinics as permitted uses in the PU zone

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### ***Introduction and Background***

The Town Code currently allows medical offices, drugstores, and pharmacies as permitted uses in the Village Commercial and Central Commercial zones, but not in the Public Use zone. The Code has a definition for “Clinic, dental or medical.”<sup>1</sup> However, the Code does not specifically allow dental or medical clinics in any zone. For several decades the Zion Canyon Medical Clinic has operated on the Town Hall property, which is located in the Public Use zone. The Clinic continues to operate as a legal non-conforming use on this property.

The Town has partnered with Family Healthcare to provide continuing medical care in the community. As part of this partnership the Town intends to construct a new medical clinic and lease the facility to Family Healthcare. This will allow for expanded and enhanced medical services, including a pharmacy. This new clinic building is planned for the two-acre Town-owned property adjacent to the Town Hall property. This clinic will replace the existing medical clinic on the Town Hall property.

Because this will be a new clinic on a different property, the non-conforming use status of the existing clinic cannot transfer to the new clinic. The Town is proposing this ordinance change in order to allow the new and expanded medical clinic, including the pharmacy, on the two-acre parcel next to the Town Hall.<sup>2</sup>

Notwithstanding the background summarized above, the Commission should consider the merits of the ordinance change independent of the proposed medical clinic replacement building project. The Commission should consider whether or not dental and medical clinics are appropriate uses in the Public Use zone in general. The Commission should not evaluate the proposed ordinance change based solely on the merits of the new proposed medical clinic.

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<sup>1</sup> See Town Code 10-2-2 where “clinic, dental or medical” is defined as: *A building in which a group of dentists, physicians and allied professional assistants are associated for the conduct of their profession. The clinic may include a dental and/or medical laboratory and pharmacy, but it shall not include inpatient care or operating rooms for major surgery.*

<sup>2</sup> The subject property is currently in the Valley Residential (VR) zone. Elsewhere on the meeting agenda the Commission will be considering a zone change request to change the zone to Public Use.

### ***Summary of Proposed Changes***

Section 10-7A-2 of the Code contains a table listing all the permitted, accessory, and conditional uses allowed in each zone. This table allows “Administrative, professional or medical offices” as a permitted use in the CC and VC zones, and not in PU. Likewise, “Drugstores and pharmacies” are allowed in the CC and VC zones, and not in PU. Although the Town Code contains a definition of “clinics, dental or medical” the chart does not specifically allow this use in any zone.

The proposed ordinance change will do the following:

1. Add a new line for “Clinics, dental or medical.” These are proposed to be allowed as permitted uses in the CC, VC, and PU zones.
2. Edit the line for “Drugstores and pharmacies” to include such as a permitted use in the PU zone. (The definition of “clinic, dental or medical” includes pharmacies. So if the change in item 1 above is made pharmacies will automatically be allowed as part of medical clinics in the PU zone. This change just removes any inconsistency in the code.)

The effect of these changes will be that medical and dental clinics will formally be allowed as permitted uses in the PU zone. This will make the existing medical clinic compliant with the zone (e.g. remove the legal non-conforming use status), and it will allow the Town to construct an expanded and enhanced medical clinic to replace the current clinic.

### ***General Plan Direction***

According to section 10-3-2(A), the Town should only make amendments to the land use ordinance when such amendments will support the goals and objectives of the land use ordinance and General Plan. Thus, the Commission should consider whether or not allowing medical clinics and pharmacies in the PU zone will promote these goals and objectives.

The purpose of the PU zone is listed in section 10-12-1 of the Town Code:

*The public use (PU) zone is established to provide for the location and establishment of public and quasi-public facilities.*

Section 10-2-2 of the Code defines “quasi-public use” as: *A use operated by a private nonprofit, educational, religious, recreational, charitable or philanthropic institution, such use having the purpose primarily of serving the general public, such as churches, private schools, universities and similar uses.*

Medical clinics are often operated by private nonprofit organizations (both Family Health Care and Intermountain Health Care, two of the major healthcare providers in Southern Utah, are private nonprofits). Medical clinics provide a service to the general public. As private nonprofit organizations providing service to the general public, medical clinics fit in well with the purpose of the Public Use zone.

The General Plan contains several references to supporting and encouraging enhanced medical service in the Town. These include the following:

*Vision Statement: Amenities and Services*

*Essential services such as excellent medical facilities and state of the art communication infrastructure are available to all residents and visitors.*

*Public Health General Goal:*

*Springdale will promote community health and the wellness of its residents by facilitating first-class medical facilities and providers, promoting a healthy and clean environment, and encouraging healthy lifestyles.*

*Public Health Sub-Goal A:*

*Encourage and support the development of enhanced medical services in Springdale.*

*Public Health Sub-Goal A1:*

*The Town Council will support private and public medical providers and services in the Town to enhance and expand the types and availability of medical care in the Town.*

*Public Health Sub-Goal A1c:*

*The Town Council will seek to bring a pharmacy into Springdale, preferably with 24-hour access to critical supplies. The Council may investigate using a combination of incentives and direct financial support to accomplish this goal.*

Allowing medical clinics and pharmacies in the Public Use zone will provide more opportunities to develop the kinds of enhanced medical services discussed in these General Plan directives.

***Planning Commission Action***

The Planning Commission should consider whether or not allowing medical clinics, pharmacies and drugstores in the PU zone will promote the goals and objectives of the land use ordinance and the General Plan. If so, the Commission should recommend approval of the proposed ordinance revision to the Town Council.

The Commission may wish to use the following sample language when making a motion on this item.

*The Planning Commission recommends **Approval / Denial** of the proposed ordinance revision to allow dental and medical clinics, pharmacies, and drugstores in the Public Use zone, as discussed in the Commission's December 3, 2025 meeting. This meeting is based on the following findings:*

[LIST FINDINGS]

## 10-7A-2: PERMITTED, ACCESSORY, AND CONDITIONAL USES ESTABLISHED:

A use that is indicated as permitted ("P") is allowed in the applicable zone if the use is consistent with all laws and ordinances applicable to the use. An accessory use ("A") is allowed in the applicable zone only if the use is accessory to a primary, allowable use and is consistent with all laws and ordinances applicable to the accessory use. A conditional use ("C") is allowed in the applicable zone only with a conditional use permit for the use and if the use is consistent with all laws and ordinances applicable to the use. An overlay zone use ("OZ") is allowed in the applicable zone only when an overlay zone is first applied to the underlying zone. A nonpermitted use ("N") is prohibited in the applicable zone. A use that is not listed in the table below is prohibited unless it is allowed in accordance with subsection 3. below.

Use	FR	VR	AG	CC	VC	PU
Residential uses:						
Accessory buildings such as garages, carports, bathhouses, greenhouses, gardening sheds and similar structures which are customarily used in conjunction with, and incidental to, a permitted principal use or structure	A	A	A	A	A	A
Accessory dwelling units, external	N	P	N	N	N	N
Accessory dwelling units, internal	P	P	N	N	N	N
Elderly residential facilities, subject to the requirements of chapter 22 of this title	P	P	N	P	P	N
Guesthouses, only one per lot or parcel of land	A	A	N	A	A	N
Home occupations where public comes to the premises on an appointment only basis	P	P	P	P	P	N
Keeping of household pets, but not four or more dogs or other domesticated animals of similar size	P	P	P	P	P	P
Kennels, noncommercial, subject to the standards in this chapter)	P	P	P	P	P	N
Multiple-family dwellings or apartments	N	N	N	P	P	N
Open space, public or private	P	P	P	P	P	P
Parks, public or private	P	P	P	P	P	P
Residential facilities for persons with a disability, subject to the requirements of chapter 22 of this title	P	P	N	P	P	N
Single-family dwelling, detached only, for the use of a caretaker, watchman or similar employee of a permitted use	N	N	N	N	N	A
Single-family dwellings, detached	P	P	N	P	P	N
Single-family dwellings or dwelling groups, detached (owner or employee occupied, one per five acres of land area, in support of agricultural operations on the property)	N	N	P	N	N	N
Swimming pools	A	A	A	A	A	P
Two-family dwellings, duplex	N	P	N	P	P	N
Utilities, lines and rights-of-way only	P	P	P	P	P	P
Agricultural uses:						
Agricultural related business, including:	N	N	P	N	N	N
a. Indoor-outdoor retail market facilities specializing in produce grown on site;						
b. Processing facilities associated with the agricultural use of the land located a minimum of 100 feet from a VR or FR Zone boundary and 30 feet from SR-9;						
c. Warehouses associated with the agricultural use of the land or similar storage facilities located a minimum of 100 feet from a VR or FR Zone boundary and 30 feet from SR-9.						

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Agriculture	P	P	P	P	P	P
Keeping and raising of farm animals	N	P	P	N	N	N
Keeping of nondomesticated animals not defined as "farm animals"	N	N	N	N	N	N
Commercial and public uses:						
Administrative, professional or medical offices	N	N	N	P	P	N
Ambulance and fire protection services	N	N	N	P	P	P
Art galleries	N	N	N	P	P	N
Artist studios	P	P	N	P	P	N
Automotive service stations, subject to the standards of this chapter	N	N	N	P	P	N
Bakeries, retail	N	N	N	P	P	N
Banks and financial institutions	N	N	N	P	P	N
Barber and beauty shops	N	N	N	P	P	N
Bicycle shops	N	N	N	P	P	N
Blueprint and photocopy services	N	N	N	P	P	N
Cemeteries	N	N	N	N	N	P
Churches	N	N	N	P	P	N
<u>Clinics, dental or medical</u>	<u>N</u>	<u>N</u>	<u>N</u>	<u>P</u>	<u>P</u>	<u>P</u>
Clubs, lounges, and bars	N	N	N	P	P	N
Convenience stores	N	N	N	P	N	N
Daycare and nursery schools, subject to the standards in subsection 10-7A-4(B) of this chapter	N	N	N	P	P	N
Delicatessens	N	N	N	P	P	N
Drugstores and pharmacies	N	N	N	P	P	<del>N</del> P
Educational institutions; public, quasi-public or private	N	N	N	P	P	P
"Established uses" as provided for in section 10-21-1 of this title	N	N	N	P	P	N
Florist shops	N	N	N	P	P	N
Food markets and grocery stores	N	N	N	P	P	N
General retail stores	N	N	N	P	P	N
Guiding and tour services to areas inside Town limits, subject to the standards in this chapter	N	N	N	P	P	N
Guiding, tour, and transportation services to areas outside Town limits	N	N	N	P	P	N
Laundries, self-service	N	N	N	P	P	N
Libraries and museums, public or private	N	N	N	P	P	P
Liquor stores	N	N	N	P	P	N
Manufacturing, small scale assembly and production, subject to the standards in this chapter	N	N	N	P	P	N
Microbreweries	N	N	N	P	P	N
Mobile business (see standards in section 10-22-11 of this title)	N	N	P	P	P	N
Nursery and garden supplies	N	N	N	P	P	N
Postal services	N	N	N	P	P	P
Public assembly	N	N	N	P	P	P
Public or quasi-public cultural activities and nature exhibits	N	N	N	P	P	P
Public parking areas and facilities	N	N	N	P	P	P
Public services facilities and government offices	N	N	N	P	P	P
Recreational facilities, commercial, subject to the standards in this chapter	N	N	N	P	P	P
Rental of nonmotorized recreational equipment	N	N	N	P	P	N
Rental of power equipment	N	N	N	P	N	N

Restaurants	N	N	P	P	P	N
Rock shops	N	N	N	P	P	N
Theaters, subject to the standards in this chapter	N	N	N	P	P	P
Transient lodging facilities, Type 1	N	N	N	OZ <sup>1</sup>	OZ <sup>1</sup>	N
Transient lodging facilities, Type 2	N	N	N	OZ <sup>1</sup>	OZ <sup>1</sup>	N
Transportation services, subject to the standards in this chapter	N	N	N	P	P	P
Travel agencies	N	N	N	P	P	N
Vehicle holding area	N	P <sup>1</sup>	N	P	P	P
Miscellaneous uses:						
Wireless communication facilities	See section 10-27-5 of this title					

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Note:

1. Only when the Transient Lodging Overlay Zone is first applied to the property.
2. Only on public parking lots existing on July 11, 2018 which are currently operating as non-conforming uses.

(Ord. No. 2022-09, § 3, 6-22-2022; Ord. No. 2023-07, § 1, 8-9-2023; Ord. No. 2025-13, 8-13-2025)