



Memorandum

To: Town Council
From: Thomas Dansie, Director of Community Development
Date: January 9, 2026
Re: Zone Change: Valley Residential to Public Use on Parcel S-137-C

Executive Summary

The Town of Springdale has requested a zone change from Valley Residential (VR) to Public Use (PU) on Parcel S-137-C. This two-acre parcel is located on Lion Boulevard, adjacent to the Town Hall property. The Town is requesting the zone change to facilitate the development of a medical clinic, as well as other future public uses.

The property is designated “Mixed Use” on the Future Land Use Map.

The Council should evaluate the request based on the criteria in section 10-3-2(A) of the Town Code. The Council should make specific findings detailing why or why not the proposed zone change meets those criteria.

Background

Property Overview

The property is located on the north side of Lion Boulevard, immediately east of the Town Hall property. It is bounded on the front by Lion Boulevard and on the rear by Black’s Canyon wash. The property is undeveloped. It has uniformly sloping topography and a moderate amount of native vegetation. The flood hazard area associated with Black’s Canyon Wash covers approximately one-third of the rear of the property.

The Future Land Use Map (FLUM) designates the property as “Mixed Use.” The General Plan describes Mixed Use areas as follows:

These are areas of mixed residential and commercial uses. The mixing of uses should help promote the town’s village atmosphere and small town feel. Higher density residential uses (including multifamily uses) are appropriate in this area, as well as small-scale commercial development. Both residential and commercial uses may be accompanied by incidental and limited agricultural uses. The combination of residential and commercial units in a single building or development is particularly encouraged. Moderate-income and employee housing is encouraged. While allowing higher density residential and commercial uses, this area should still seek to preserve open space where appropriate. Doing so will help promote the town’s small town feel and rural village atmosphere.

Section 10-3-2(B) of the Town Code clarifies that the Future Land Use Map does not guarantee approval or denial of any zone change request. It merely provides a guide to assist the Planning Commission and Town Council in determining appropriate future uses of a property. The Town is able to approve or deny zone change requests regardless of compliance with the Future Land Use Map based on factors such as the timing, impact, or scale of the development proposed with the zone change.

Proposal Overview

The applicant is requesting the zone change to allow the development of a medical clinic. The current medical clinic on the Town Hall property has served the community for over 40 years. The Town has partnered with Family Healthcare to operate a new expanded and enhanced medical clinic in the Town. The Town is proposing to construct a new medical clinic on the property, and then lease the clinic to Family Healthcare who will operate the facility.

The proposed new medical clinic will measure approximately 4,000 square feet in area. It will include a lobby / waiting area, exam rooms, a treatment room, spaces for providing behavioral health and virtual healthcare, a lab, provider workspaces, and a retail pharmacy. The proposed development on the property will include parking sufficient to provide the code required amount of parking, plus additional parking. Future phases could include covered parking with solar PV arrays which would power EV charging stations. Future development could also include a transit stop and a “resiliency hub” (a solar powered backup generator that can provide power for continuing operations during brownouts and natural disasters that interrupt power service).

The property is large enough to accommodate other development in addition to the medical clinic. While there are no definite plans at this time for what additional public uses could be located on the property, the Town has proposed relocating the post office to this site, constructing a replacement Town Hall, and developing other public uses. The Town intends to develop the property as part of the overall municipal campus which includes the existing Town Hall and Canyon Community Center properties. Placing the property in the Public Use zone will allow the subject property to be developed in seamless coordination and design with the existing public uses in this area.

Analysis

According to section 10-3-2(A) of the Town Code it is the general legislative policy of the Town not to make zone changes, except in three specific instances: 1) to promote more fully the objectives and purposes of the land use ordinance and general plan, 2) to correct manifest errors, or 3) to accommodate substantial changes in conditions. The Council should use these criteria in evaluating the applicant’s request.

The Town’s application states the proposed zone change will both promote the goals and objectives of the General Plan and accommodate substantial changes in conditions. The Council should reference the written justification in the Town’s application for additional detail on how the zone change will accomplish these two objectives.

Public Comment

Two members of the community submitted comment letters prior to the Planning Commission meeting. Those comment letters are attached to this report. There was no further public comment at the Commission meeting. No additional written comments have been submitted as of the date of this report.

Prior Zone Change Requests on the Property

Both of the public comment letters submitted on this topic referenced previous zone change applications on the property. The subject property has been a part of four previous zone change applications, all of which included more area than just the subject property. The following is a summary of previous zone change applications on the property:

- 2010: The then property owner applied for a zone change from VR to VC on five acres (including the two acre subject property) to develop a boutique wellness resort. The proposed development included 29 transient lodging units and 11 residential housing units. The Town Council denied the zone change for this project.
- 2011: That same property owner reapplied for a zone on the same five acre property. The proposed development with this zone change was small scale commercial development and 50 public parking spaces. The Town Council approved the zone change for this proposed project. However, that approval was challenged by surrounding property owners on procedural issues regarding adequacy of the public notice. The challenge went first to the Board of Adjustment and then to the District Court. The Court sided with the surrounding property owners and overturned the Council's zone change approval on procedural grounds.
- 2019: A subsequent property owner applied for a zone change from FR and VR to VC-MIHD and FR-MIHD on nineteen acres (including the two acre subject property) to develop a transient lodging facility with 106 lodging units and 36 affordable housing units. The Planning Commission recommended denial of the application. After the Planning Commission meeting the applicant withdrew the application. Because the application was withdrawn before going to the Town Council for review the Town never took a final action on that application.
- 2020: The same property owner from the 2019 request presented a zone change proposal on five acres (including the two acre subject property) from VR to VC. The proposed zone change would have allowed the development of 52 transient lodging units, eight residential units, and two commercial buildings. The applicant withdrew this application before it went to either the Planning Commission or the Town Council.

Planning Commission Action

The Planning Commission considered this application in their December meeting. The Commission discussed whether or not the proposed zone change meets the zone change criteria in section 10-3-2(A). After this discussion the Commission made a motion to recommend approval of the zone change, as recorded in the motion below:

Motion made by Jennifer McCulloch that the Planning Commission recommends approval of the proposed zone change from Valley Residential to Public Use on parcel S-137-C, located immediately to the east of the Town Hall property, as discussed in the Commission's December 3, 2025, meeting. This motion is based on the following findings:

1. In accordance with Section 10-3-2(A) of the Town Code, the requested zone change meets not only one necessary requirement, but meets two requirements for a zone change: One, the zone change will accommodate substantial changes and conditions due to a growing community of residents, businesses, and visitors, providing needed services as a result. Two, promote the goals and objectives of the General Plan by promoting community health and wellness and facilitating first-class medical facilities and care.

Second by Paul Zimmerman.

Discussion of the motion: There was no additional discussion.

Vote on Motion:

Kenaston: Aye

Zimmerman: Aye

McCulloch: Aye

LaBorde: Aye

Bhatti: Aye

The motion passed unanimously.

Town Council Action

The Council should consider whether or not the proposed zone change will promote the purposes and objectives of the General Plan, specifically those dealing with zone changes. The Council should also consider whether or not the proposed zone will accommodate substantial changes in conditions. The Council may also consider other factors listed in 10-3-2(B) of the Town code such as timing, impact, or scale of the proposed development in determining if the requested rezone should be approved.

The Council should make specific findings about the merits of the requested zone change on which to base a recommendation to the Town Council. The Council can use the following questions to help inform the findings:

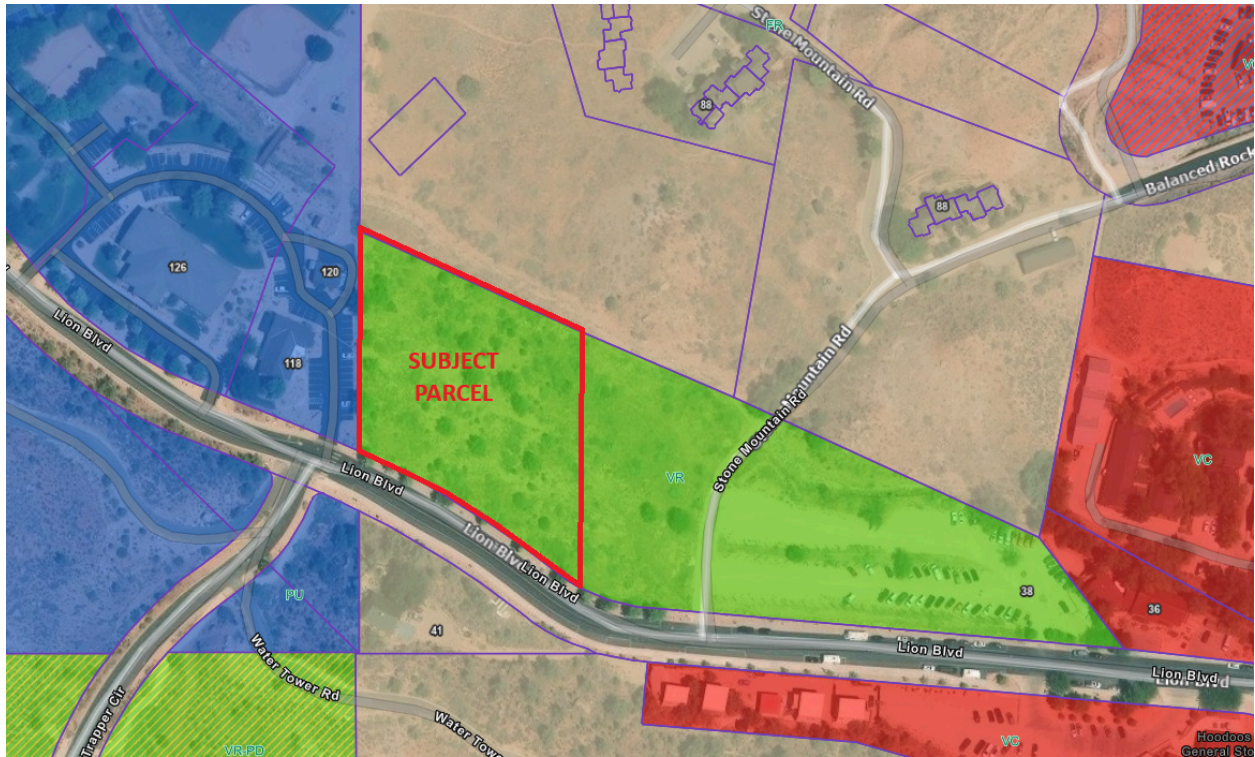
- Is the location of the property suitable for a public uses, specifically including a medical clinic?
- What are the likely impacts of the proposed development on traffic? Is the surrounding transportation network capable of handling these impacts?
- What are the likely impacts of the proposed development on adjacent and nearby properties (noise, lighting, visual impact, etc.)? Will these impacts significantly impact the village atmosphere of the area?
- Does the zone change request meet at least one of the three criteria listed in section 10-3-2(A) of the Town Code? (The three criteria are: promotes General Plan, corrects manifest errors, accommodates substantial changes in conditions.)

Based on these findings, the Council should make a motion to either approve or deny the requested zone change.

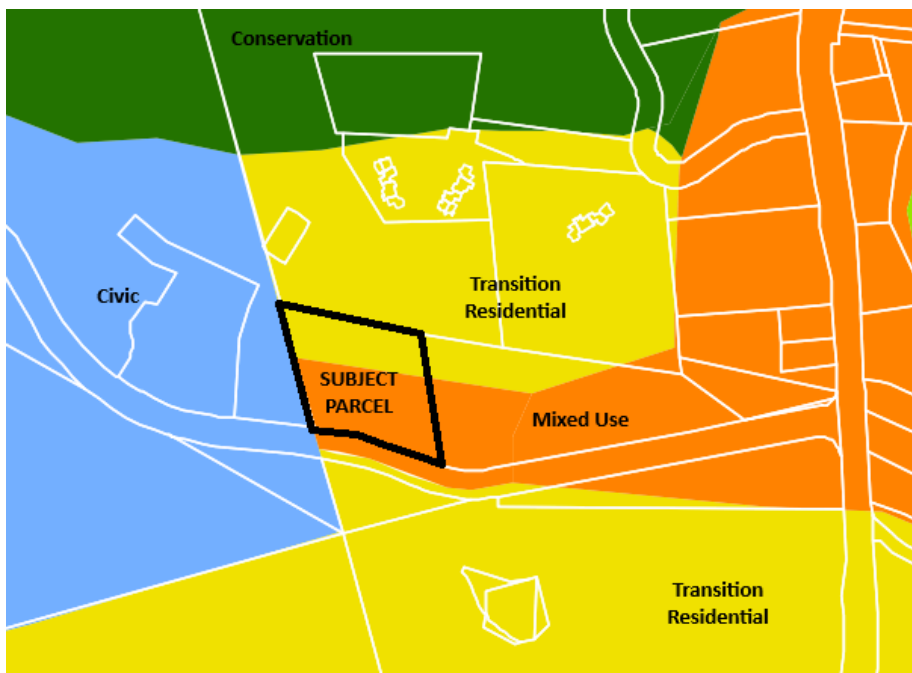
Property Maps

Current Zoning Map

Green: VR, Blue: PU, Tan: FR, Red: VC

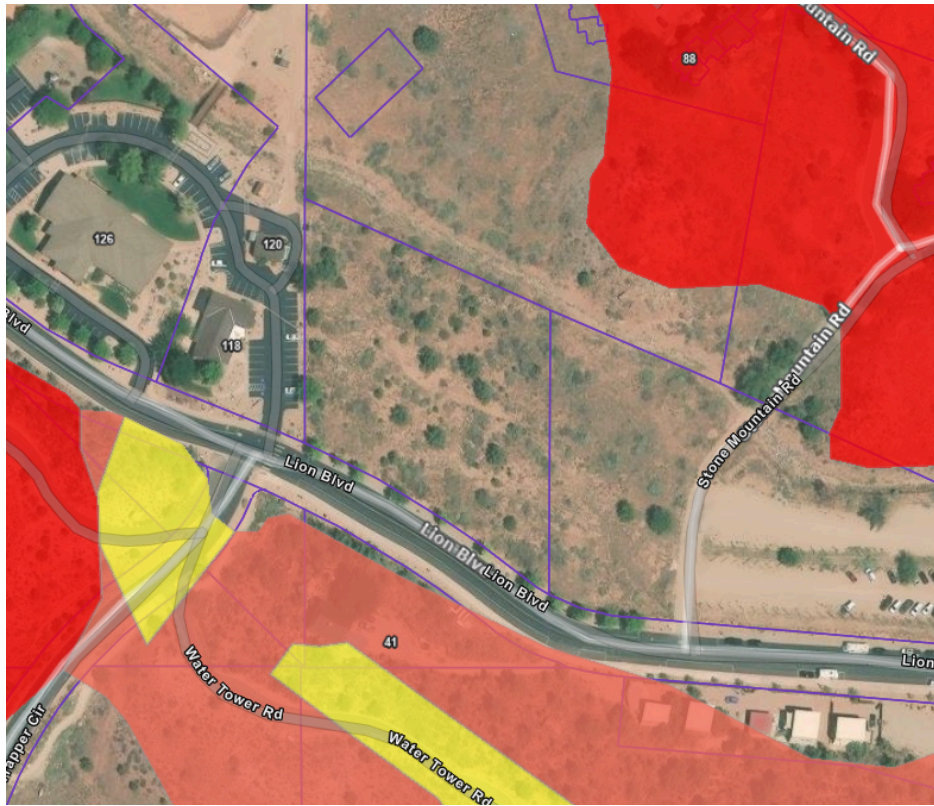


Future Land Use Map (from the General Plan)



Hazard Maps

Landslide Hazard Map



Rockfall Hazard Map



Flood Hazard Map



Two acres on Lion Blvd
adjacent to Town Hall

Permit/License #
0102785

11/26/2025 - 11/25/2026

Reference Number

Zone Map Amendment

be2d1930-caea-11f0-903e-654c39d30a42

Application Fee

Status

Active

Application Status

New

Application Review Status

Pre-Review

Reviewing

Date Submitted

Final-Review

Not Reviewed

11/26/2025

Fees

Application Fee	\$2,000.00
Fee Waiver - Town Application	-\$2,000.00
Subtotal	\$0.00
Amount Paid	\$0.00

Payments

There are no payments

Application Form Data

(Empty fields are not included)

First Name

Rick

Last Name

Wixom

Mailing Address

PO Box 187

City

Springdale

State

UT

Zip

84767

Contact Email

rwixom@springdale.utah.gov

Contact Phone

(435) 772-3434

Project Address (or location description)

Two acres on Lion Blvd adjacent to Town Hall

Parcel Number

S-137-C

Property Size (Acres)

2.0

Property Owner Name

Town of Springdale

Property Owner Phone Number

(435) 772-3434

Is the property owner aware of and in support of the zone change request?

Yes

Property Owner Email Address

rwixom@springdale.utah.gov

Current Zone of Property

Valley Residential - S

Requested Zone for Property

Public Use

General Plan Map Designation:

Mixed Use

Attach PDF here.

 **Clinic PU Zone Change Justification (1).docx**

Please attach all additional documents here.

 **2025-11-04 Springdale Clinic MP Draft (1).pdf**

Signature

I agree that the facts stated in this application are true, and upon changes I will provide notification as needed.

Electronically Signed

Rick Wixom - 11/26/2025 10:10 am

The Town of Springdale is requesting a zone change from Valley Residential to Public Use on a two-acre parcel next to the Town Hall. The Town is planning to build a medical clinic, post office, and a new Town Hall on this parcel over the course of several years. The Public Use zone is necessary in order for these uses to be developed on this parcel.

The requested zone change will accommodate substantial changes in conditions. It will also promote the goals and objectives of the General Plan.

Accommodation of Changes in Conditions

The Town provides services to a growing community of residents, businesses, and visitors. As all three of these components of the community grow, so does the demand for public services. The current post office was built in 1979. The current medical clinic was established in its current location in the mid 1980's. And the current Town Hall was completed in the late 1990's. Since that time there has been considerable growth in the Town's residential population, the number of businesses in the community, and the number of tourists visiting. This has increased the demand for public services such as medical needs, postal needs, and general municipal government needs, including providing 24-hour police coverage.

As a result of this increased demand for public services, several current municipal facilities including the medical clinic, Canyon Community Center, and Town Hall are either near capacity or over capacity. For instance, in 2019 the Town moved its public bodies and public meetings (Town Council, Planning Commission, and other public bodies) to the Canyon Community Center (CCC), and the Town Hall was remodeled to better accommodate changes in staffing. Moving the Town's public bodies to the CCC provides better access to the community for public meetings but negatively impacts the availability of Center for community needs, recreation classes, and community events. The current post office, located in a commercial zone on SR-9, is limited by its size and location and cannot provide or accommodate a number of services approved by the USPS, including passport and direct parcel services. The Mayor has been told that a recommendation to the USPS that the current building has outlived its usefulness is being made and the Town continues to work with our federal delegation staff and the USPS on developing a new post office.

In response to this change in conditions the Town acquired a two-acre parcel immediately adjacent to the current Town Hall with the intent of developing new public facilities. The Town has received a grant from the Governor's Office of Economic Opportunity that has funded the architectural design of a new medical clinic and following that design process intends to construct the new medical clinic on this parcel, beginning possibly as early as the fall of 2025. The future development of a new post office or new Town Hall, or other public and municipal services as determined by the Town Council will occur in future years. It is anticipated that once

a new Town Hall is constructed, the current Town Hall will be converted to use by the Police Department, which will add necessary spaces for the Department's functions.

The Public Use zone is necessary in order to provide these additional and enhanced public services on the parcel.

Promotion of the General Plan

The General Plan contains an entire chapter dedicated to Public Health. The General Goal of this chapter is as follows:

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.

Sub-Goal A of that chapter is as follows:

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

1. 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.

a. Assist the Zion Canyon Medical Clinic in researching and applying for federal grants through the Department of Health and Human Services and other potential grant sources. These grants may be available based upon the average age of the population of Springdale.

b. The Town Council will consider providing housing for healthcare professionals who are willing to live in Springdale and staff the Clinic. The goal would be to have a physician on call or on duty at all times.

c. 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.

The Town's plan to construct a new medical clinic with enhanced services on the subject parcel will help promote these goals. The existing medical clinic is not large enough, nor does it have the amenities necessary in order to provide the services contemplated in these General Plan goals. In order for the Town to achieve these goals a new clinic building is necessary.

The Town has researched numerous potential locations for a new medical clinic building. After researching all these options, it has become evident a location near the current clinic building is

the most feasible. Changing the zone on the two-acre parcel adjacent to the Town Hall will allow the Town to develop a clinic building in an appropriate location that will promote the goals and objectives of the General Plan.

Permitted Uses in Springdale Code

The existing medical clinic was established on the Town's property in the mid-1980s, before the current Public Use zoning was established. Chapter 10-2 of the town code defines a medical clinic as:

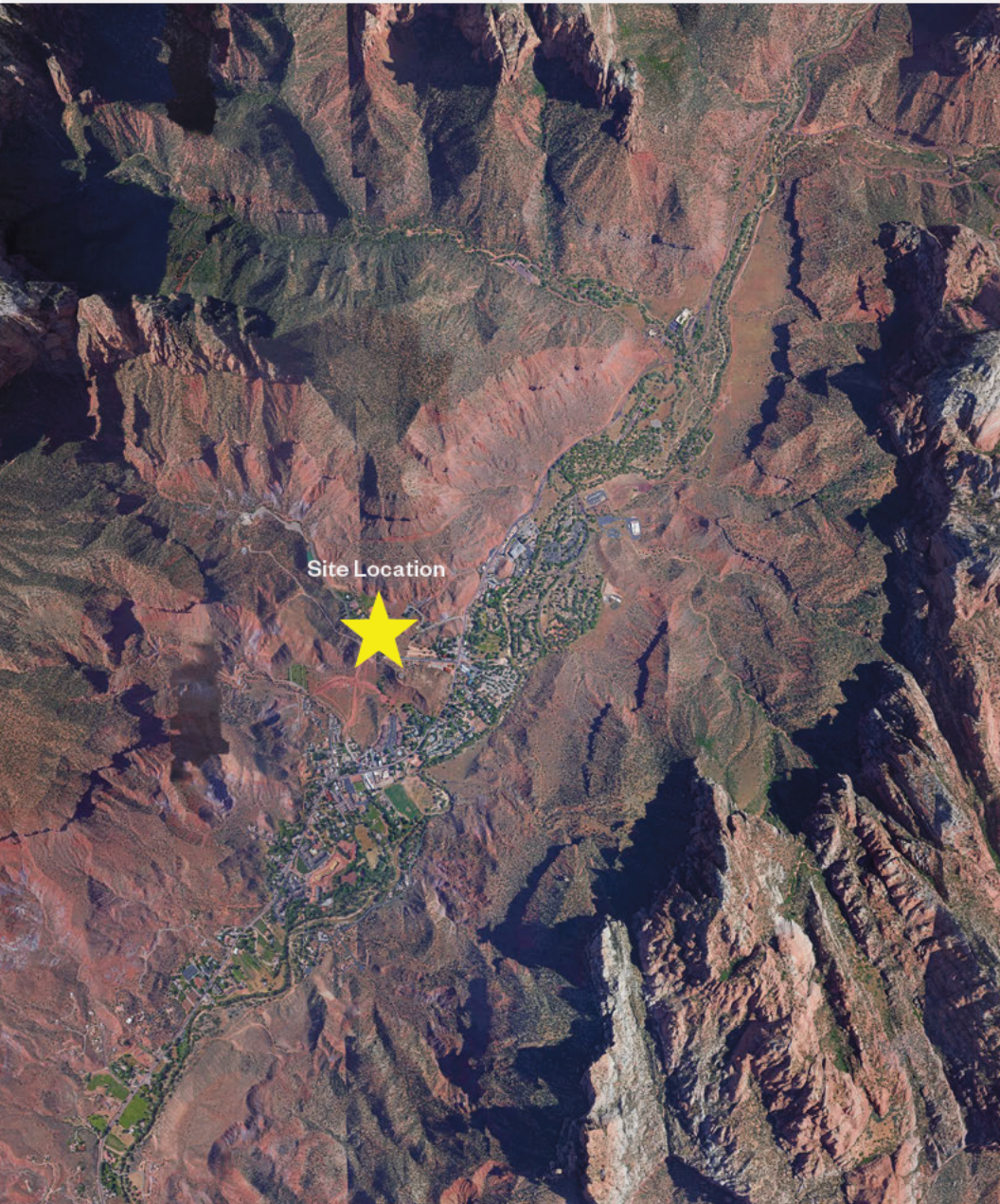
Clinic, dental or medical: A building in which a group of dentists, physicians and allied professional assistants are associated for the conduct of their profession. The clinic may include a dental and/or medical laboratory and pharmacy, but it shall not include inpatient care or operating rooms for major surgery.

The clinic provides family care services along with urgent care primarily focused on visitors to Zion National Park. In its current configuration, the care provided is limited and the building is not suitable for including services contemplated in the General Plan, including behavioral health or a pharmacy.

In its present location, the clinic has been a direct benefit to the community for 40 years. The current Public Use zoning does not permit medical clinics as an allowable use in the PU zone. Administrative, professional, or medical offices are permitted uses in the Village Commercial and Central Commercial zones, and medical clinics, while defined in code, are not specifically included in the list of permitted uses.

As noted in the General Plan, promoting community health and wellness and facilitating first-class medical facilities is a general goal. However, the size of Springdale's population, even including the visitor daily population, makes providing first-class medical facilities an economic challenge. In order to meet the goals of the General Plan and to provide the range of services contemplated, there needs to be public support to bring costs down to make clinic operations economically feasible. For instance, in the past the Town provided significant subsidies to the Zion Canyon Medical Clinic to help it remain economically viable.

Including the new medical clinic on the Town's property in the Public Use zone allows the Town to support the development of the clinic, reduce costs, and contribute to the development of the medical services contemplated by the General Plan. Including a provision to allow medical clinics in the PU zone also recognizes the long-term benefits provided to the community by the former and current Zion Medical Clinic.



SPRINGDALE

Site in Context

Springdale is the gateway to Zion National Park. The town has a population of 634 residents but experiences a significant influx of up to 4 million visitors annually due to its proximity to the national park. Like other gateway communities, Springdale has an overall character that emphasizes and celebrates the views of the surrounding natural environment.

The proposed site is located along Lions Blvd., adjacent to the current town hall, medical clinic, community center, and Springdale Park. While the proposed site is currently a separate parcel, it is recommended that the town-owned parcels be consolidated to form one larger, cohesive town campus.



SITE PARCEL

Site Analysis

TOPOGRAPHY

There is a 20-foot grade change across the site, with 3970 ft in the Northwest to 3950 ft at the Southeast corner.

FEMA FLOOD ZONE DESIGNATION

Current FEMA designations locate the northern portion of the parcel within FEMA Flood Zone A, which indicates the area with a 1% or greater chance of flooding in any given year. Mitigation for this level of designation requires that all building floor levels shall be elevated to/above base flood level, or anything below base flood level, utility and sanitary facilities, be watertight and resist buoyancy. Additionally, adopting mitigation strategies such as low-impact development, strategic siting, adherence to flood codes, and the implementation of warning systems is encouraged.

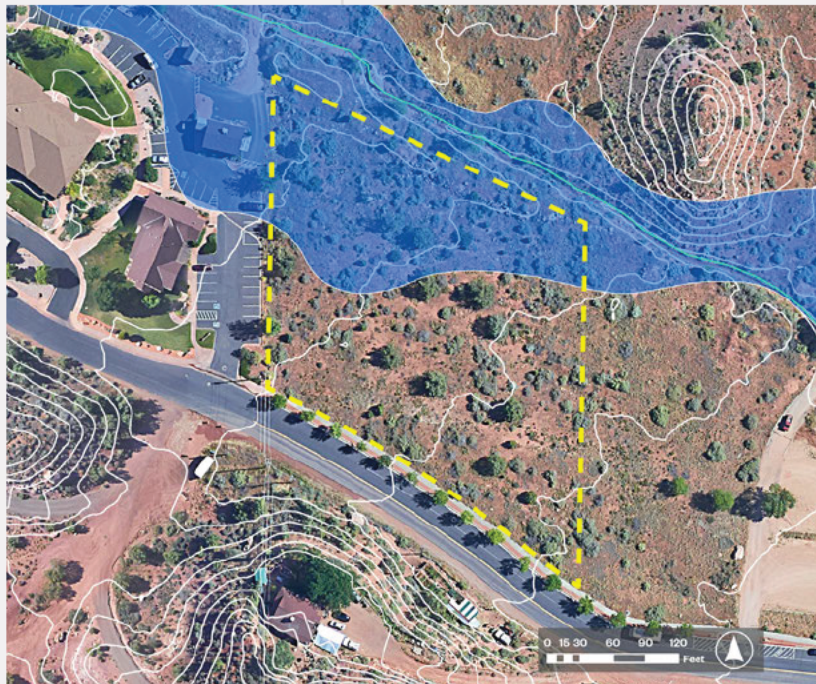
After a major flood event in 2020, the existing waterway was redesigned with a significant berm to prevent future site flooding. Newly proposed FEMA maps indicate that the 100-year flood zone is significantly reduced, but a 500-year flood zone will still impact approximately 65% of the site. While the 500-year zoning does not impact development regulation, strategic use of paved areas and mitigation strategies should be implemented to reduce possible flood impacts.

Legend

WASH

FEMA 100-YEAR FLOOD ZONE

FEMA 500-YEAR FLOOD ZONE



CURRENT FEMA DESIGNATIONS



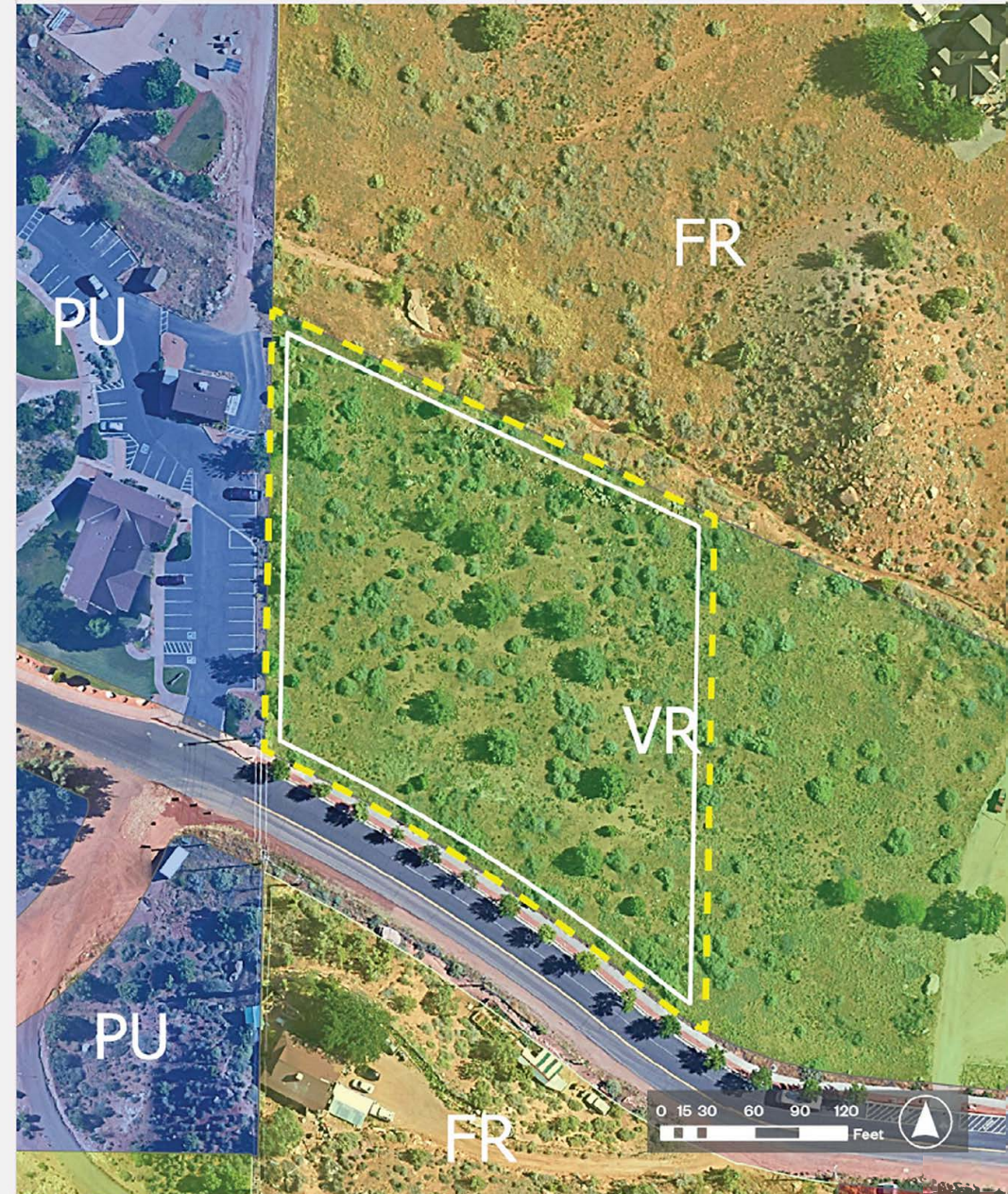
PROPOSED FEMA DESIGNATIONS

ZONING

The parcel is currently zoned as Valley Residential. It will be rezoned as Public Use and consolidated with the parcel to the west that includes the current town hall. Consolidation with the existing town hall parcel will dissolve the parcel setback to the west. The town hall parcel also includes the disc golf course to the north, which will contribute to the new site's landscape requirements once consolidated.

Below are the relevant requirements for developments zoned as Public Use:

- Maximum Building Height: 26 feet
- Required Landscaping: 50%
- Setbacks: 10 feet on all sides (front, rear, and sides).
- Building Size: 4,000 square feet to 10,000 square feet, not including below-grade floors
- Parking Requirements: 1 parking space per 600 square feet





DESIGN STANDARDS

Being the gateway to one of the most iconic national parks, Springdale has a keen eye for biophilic design, which pays homage to the unique red rock canyon walls that encompass the town. The following standards are required by the town to maintain the character of the surrounding environment.

VISUAL PROTECTION

- Development needs to complement and enhance the town's village character.
- Development shall be sited and designed to retain the existing topography and minimize grading.

ARCHITECTURE

- Parkitecture and desert modern architecture.
- Style to incorporate surrounding earth tones.

MATERIALS

- Exterior materials shall be compatible with the surrounding environment and historic structures in the area.
- Preferred materials include wood siding, sandstone, stucco, adobe, clay brick, exposed wooden trusses, and wood window frames.
- Two to three exterior materials can be used to reduce building mass.
- Preferred roofing includes textured concrete tiles, architectural shingles, rusted corrugated metal, and other non-reflective options.
- Walkways, patios, and pool decks should use interlocking pavers, natural stone, or stamped/textured concrete in red tones.

LANDSCAPE DESIGN

- Low-water, drought-tolerant designs, guided by Springdale's historic landscapes.
- Landscaping should screen parking areas, trash enclosures, and mechanical equipment.
- Outdoor lighting that protects the night sky and minimizes light pollution.

Visioning and Goals

Vision

The site will be integrated with nature, functional, accessible and active, and future-forwards.



Integrated with Nature

Complements and enhances the natural surroundings

- Site elements not only meet town standards but represent precedent design in the community
- Open spaces include intentionally designed and preserved landscapes
- Sustainability and resiliency goals are supported



Functional

Robust, Adaptive, Innovative, and Flexible

- The site address the existing and future site restrictions.
- Modern sustainable infrastructure and design strategies are incorporated.



Accessible & Active

Integrated with community and public places

- Connects with existing and planned pathways.
- The site is a public space with accessible amenities and site features.
- Supports multi-modal transit.



Future-Forward

Planned for current and future transportation, community, and modalities

- Space is provided for future growth in staff and site users.
- Provide circulation for a Sun Tran connection and turn around.

Phase 1

NEW MEDICAL CLINIC

The most immediate need on-site is the medical clinic. The 4,000 square foot clinic and its required parking are sited on the southeastern portion of the site, outside of the existing 100-year flood zone area.

PARKING

Required parking is exceed, working toward a future goal to provide visitor amenity parking. The eastern parking in this phase will be constructed with rough-in underground conduit connections to account for future installation of covered stalls with EV charging capability supported by solar generation.

- 7 stalls required
- 14 stalls with rough-in underground conduits
- 5 stalls designated for pop-up bus parking
- 24 stalls total

LANDSCAPE

Landscaping around the primary entrance will include desert and drought-tolerant plants that are in line with the town standards. Other areas will remain open and preserve the existing desert vegetation on site to the greatest extent possible throughout construction.



Dear Tom, Planning Commission and Town Council,

In your application for a zone change, you justify your application for the change because the area falls under "mixed use". Yet your proposal has no mixed use in it; all your proposals are of quasi commercial use. From the FLUM, it states:

Higher density residential uses (including multifamily uses) are appropriate in this area, as well as small-scale commercial development.

A four thousand square foot building is hardly small scale. Adding a transit hub to the property will also require a lot of space. Nowhere in your proposal are any residential uses. Surrounding this area are residential uses.

The Town's request for a zone change does not meet the requirements needed for approval and should be denied as it has done to private property owners who fail to meet the criteria for zone changes. The Town might want to consider not growing our government with more buildings and more employees and try to hold on to a village atmosphere. If anything, the Town could use more low income housing and small scale commercial on this property that would actually meet the criteria for a zone change.

Max and Julie Gregoric
Sol Foods Supermarket
Hoodoos General Store

Dear Tom,

In addition to my previous email, I would like to remind the Town and the general public about previous zone change denials. Nowhere in your application do you mention any history of denials or proposals to develop this property by private parties. The Planning Commission and Town Council should be made aware of this history. Please include this email in the record.

Max and Julie Gregoric
Sol Foods Supermarket
Hoodoos General Store

I would like to add a public opinion to Item #2 on this agenda enclosed below.

I would encourage the planning commission to recommend against approval of the Zone Change on the parcel listed:

1. This parcel has been before the commission for zone change and changes to go from VR to VC. I was against that zone change, am against this zone change, and am against all zone changes. Zone changes deteriorate the basis of the General Plan, even if as is proposed in this case, are for the public good.
2. The Town jumped the gun in buying a piece of land that was not already zone appropriate for public use development. If a private land owner had done such, they would be denied any zone change regardless of their intent with the property, such as Melanie Madsen (Starnes at the time), Mike Lang, and recently Justin Maebe on this same parcel.
3. Very few medical facilities operate in the black, most are in the red. Expansion of a modestly used medical facility to a new property is unnecessary and could be done on the public use land the town has properly zoned and if done, should be on grant based funding, not from sales tax revenue.
4. Future uses on this property are rhetorical. If a private applicant were to come forward we would require the entire phased planning to be drawn and analyzed before any approval would be given for a zone change.
5. A new post office is preposterous in this town and using this land for that purpose would be a huge waste of public assets and funds. The USPS will be non-existent in 10 years so to build a structure that will have a 30 year or longer pay-off for the residents of this town is over-burdening.
6. The town has obtained 5 or 6 lots from the Ferber Development agreements, one of which is Village Commercial and could be used for a Medical clinic. This VR land could be used for an employee housing development which is more inline with the future use map and General Plan.

Thank you for considering these opinions.

Jonathan Zambella