



Memorandum

To: Town Council
From: Thomas Dansie, Director of Community Development
Date: January 9, 2026
Re: Ordinance 2025-20: Amending Chapter 10-7A of the Town Code by Adding Medical Clinics (with Included Drugstores or Pharmacies) as Permitted Uses in the CC, VC, and PU Zones

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.”¹ 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.²

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

¹ 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.*

² The subject property is currently in the Valley Residential (VR) zone. Elsewhere on the meeting agenda the Council 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.

As proposed to the Planning Commission, the ordinance change would have done 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.)

During their review of the proposed ordinance the Planning Commission discussed a public comment letter that expressed concern about drugstores and pharmacies being allowed as permitted uses in the PU zone. Specifically, the concern was about the impacts a large standalone drugstore could have on adjacent properties, particularly one with extended hours. The writer of the comment suggested these impacts would be inappropriate for development in the PU zone.

The Commission concurred with this comment and decided to adjust the proposed ordinance. The Commission suggested a modification to the proposed ordinance which would only allow pharmacies that are associated with a medical clinic in the PU zone. This change will prevent large standalone pharmacies and drugstores from being developed in the PU zone. It will only allow pharmacies operated as part of a medical or dental clinic.

The version of the proposed ordinance included with this report reflects the Commission’s modification.

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 Council 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.

Public Comment

The Planning Commission received one public comment letter regarding this item prior to their public hearing, as referenced above. A copy of that letter is attached to this report. No members of the public addressed the Commission during the hearing. The Town has not received any further public comments on this item as of the date of this report.

Planning Commission Action

The Planning Commission considered this item in the December 3, 2025 meeting. The Commission recommended approval of the proposed ordinance, as recorded in the motion below:

Motion made by Jennifer McCulloch that the Planning Commission recommends approval of the proposed ordinance revision to allow dental and medical clinics, pharmacies, and drugstores that are ancillary to a medical clinic in the Public Use Zone, as discussed in the Commission's December 3, 2025, meeting. This motion is based on the following findings:

1. **The purpose of the Public Use Zone is listed in Section 10-12-1 of the Town Code. The Public Use Zone is established to provide for the location and establishment of public and quasi-public facilities.**
2. **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.**
3. **Medical clinics provide services as private nonprofit organizations providing services to the general public.**
4. **Medical clinics fit the purpose of public uses, therefore, are appropriate to be included in Public Use Zones.**
5. **The revision supports the directive of the General Plans Vision Statement: Amenities and Services, the Public Health General Goal, Public Health Sub-Goal A, Public Health Sub-Goal A1c.**

The motion includes the following conditions:

1. **The definition of clinic, dental, or medical includes pharmacies and, in this case, the change will include pharmacies that are associated with a medical clinic.**

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.



ORDINANCE 2025-20

AMENDING CHAPTER 10-7A OF THE TOWN CODE BY ADDING MEDICAL CLINICS (WITH INCLUDED DRUGSTORES OR PHARMACIES) AS PERMITTED USES IN THE CC, VC, AND PU ZONES

Whereas, the Town of Springdale General Plan calls for enhanced medical services, including medical clinics, in the community; and

Whereas, the Town of Springdale has long partnered with healthcare providers in the operation of a medical clinic located on the Town's property in the Public Use Zone; and

Whereas, the Town Code currently does not specifically allow medical clinics in any zone; and

Whereas; the Town Council finds it necessary to specifically identify in which zones medical clinics, with associated drugstores or pharmacies, should be located; and

Whereas; the necessary procedures and processes to amend the land use ordinance have been satisfied, including the required public hearings;

Now therefore be it ORDAINED by the Springdale Town Council that section 10-7A-2 of the Land Use Ordinance is amended as shown in the following page.

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.

[illegible]

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
<u>Drugstores and pharmacies, in conjunction and associated with a dental or medical clinic</u>	<u>N</u>	<u>N</u>	<u>N</u>	<u>P</u>	<u>P</u>	<u>P</u>
Drugstores and pharmacies, <u>standalone</u>	N	N	N	P	P	N
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 ¹	OZ ¹	N
Transient lodging facilities, Type 2	N	N	N	OZ ¹	OZ ¹	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 ¹	N	P	P	P
Miscellaneous uses:						
Wireless communication facilities	See section 10-27-5 of this title					

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)

Dear PC Members,

I am concerned that there is discussion about putting a pharmacy on PU land. This is inappropriate. Please do some research before your meeting this Wednesday and not allow that — especially a pharmacy with any 24/7 availability. It would be the only one in Southern Utah. Pharmacies are businesses and should not be on PU land, so if the land next to Town Hall is approved for a zone change to PU, it still should not house a pharmacy. According to the information provided by Mr. Dansie, the definition of medical clinic includes pharmacies, but that is highly unusual and should be changed. Most consider them separate, one appropriate for PU land, one not.

Typical treatment:

- **In most laws, leases, and zoning codes:**
“Clinic (dental or medical)” refers to facilities that **diagnose or treat patients**, usually where medical professionals provide services.
Pharmacies are usually classified separately as “**retail pharmacy,**” “**drugstore,**” or “**pharmaceutical services.**”

I wish you well in your discussions. This feels like something Town Council will do what they want regardless of what Planning Commission decides. Obviously I hope I’m wrong or I wouldn’t bother to write especially when today happens to be my busiest day of the year so far.

Thank you for your time, this meeting and all your meetings. You have a difficult job and I, more than most since I watch nearly every meeting, am very much aware of your time and commitment.

Warmly,

Elizabeth Cutler

Additional research yields:

In most cases, a **pharmacy is *not* considered an appropriate use for land designated as Public Use, unless** it is part of a larger *public* facility.

Here’s how it typically works:

When a Pharmacy *Could* Be Allowed on Public Use Land

A pharmacy might be appropriate **only if it is part of a public facility**, such as:

- A **public hospital** or health clinic
- A **county health department facility**
- A **VA or public medical center**

In these situations, the pharmacy directly supports the public purpose of the primary facility. Some jurisdictions classify these as “accessory uses” to a permitted public use.

When a Pharmacy Is *Not* Appropriate

A **stand-alone, privately operated commercial pharmacy** (e.g., CVS, Walgreens, Rite Aid, independent drugstore) usually **does NOT meet the Public Use definition** because:

- It is a **private commercial business**, not a public facility
- It does not serve a governmental, civic, or public-infrastructure purpose
- Zoning for Public Use is intended for schools, libraries, parks, civic centers, public works, hospitals, etc.

Most zoning codes place pharmacies in commercial districts, not public-use districts.

Exceptions (Rare)

Some cities may allow:

- **Leasing of small spaces within public buildings** to private vendors
- **Commercial services that directly support a public facility’s function**

But these require specific authorization or conditional use permits.