



Memorandum

To: Planning Commission

From: Eugenia Akiyom, Community Development Department

Date: July 10th, 2026

Re: Wildland-Urban Interface (WUI) Code – Potential Amendments to Title 10 (Land Use Ordinance)

Introduction

At its previous meeting, the Planning Commission discussed potential conflicts between Springdale's Land Use Ordinance and the recently adopted Utah Wildland-Urban Interface (WUI) Code. During that discussion, Commissioners considered how the Town's existing development standards could interact with the WUI Code and requested that staff further evaluate several issues before preparing draft ordinance amendments.

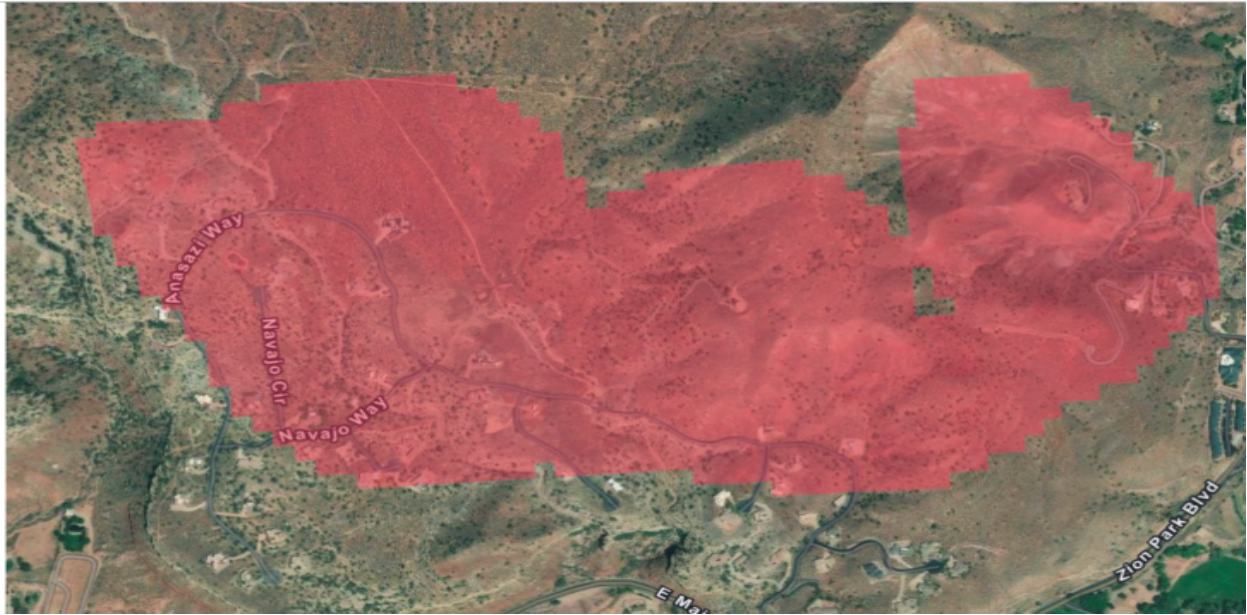
Since that meeting, staff has reviewed the applicable provisions of the WUI Code, the Town's existing Land Use Ordinance, and the comments and questions raised during the Planning Commission discussion. Based on that review, staff has refined the potential ordinance amendments and presents the following discussion items for the Commission's consideration.

The purpose of this report is to obtain Planning Commission direction regarding potential amendments to Title 10. Following Commission discussion, staff will prepare draft ordinance amendments for future consideration.

The WUI Code is generally organized around three primary areas:

1. Access and Water Supply
2. Building Construction
3. Defensible Space and Fuel Management

Staff continues to believe that the second and third areas present the greatest interaction with the Town's existing Land Use Ordinance.



Town WUI Boundary Map

Discussion Topic 1 – Building Construction

Section 10-16 (Architectural Standards and Design Guidelines) establishes approved and prohibited exterior building materials for development within Springdale.

As implementation of the WUI Code proceeds, staff has identified some materials that may conflict with ignition-resistant construction standards within the WUI Zone. These include wood roof shingles and wood siding. Heavy timber structural elements would continue to be permitted.

The Commission previously discussed balancing wildfire resilience with Springdale's traditional architectural character. While wood siding and wood roof shingles, have historically contributed to that character, they may not be appropriate in areas subject to the WUI Code.

Staff has identified the following possible ordinance amendments for Commission consideration:

- Move **wood roof shingles** from the list of acceptable roofing materials to the list of prohibited roofing materials.
- Move **wood siding** from the list of acceptable exterior wall materials to the list of prohibited exterior wall materials.
- Continue to allow **heavy timber structural beams and elements**, consistent with current architectural standards.
- Add **cement board siding** to the list of approved building materials, as a less combustible alternative to wood siding. Cement board siding is already used extensively in Springdale.

Staff requests Commission discussion regarding these potential amendments.

Discussion Topic 2 – Defensible Space and Landscaping

The WUI Code requires defensible space surrounding structures to reduce wildfire risk. Depending on fire hazard severity, defensible space requirements may extend 30, 50, or 100 feet from structures.

The Town's grading and landscaping regulations emphasize preservation of native vegetation and replacement of vegetation removed during development. In particular, Chapter 15B requires that native vegetation exceeding six feet in height that cannot be preserved during development be replaced with two similar plants elsewhere on the property.

The Planning Commission previously discussed whether this requirement may, in certain situations, make compliance with defensible space standards more difficult, particularly on constrained residential lots where replacement trees may need to be planted close to structures. Commissioners also noted that not all tree species present the same wildfire risk and discussed the importance of maintaining Springdale's landscape character while improving wildfire resilience.

In addition to the tree replacement requirement, Chapter 18 establishes minimum tree planting requirements intended to preserve Springdale's unique visual character, encourage native vegetation, and reinforce the Town's "in the park" appearance. While these standards have contributed to the Town's landscape character, they may occasionally create practical challenges when implementing WUI defensible space requirements.

Staff has identified the following options for the Commission's consideration.

Option 1 – Maintain the Existing Tree Replacement Requirement with Limited Flexibility

Maintain the existing 2:1 tree replacement requirement, except for properties in the Wildland Urban Interface Zone.

Option 2 – Remove the Tree Replacement Requirement

Remove the existing tree replacement requirement from the Land Use Ordinance altogether.

The attached ordinance language is based on option 1.

Additional Discussion

The Commission may also wish to consider whether the existing minimum tree planting requirements in Chapter 18 remain appropriate within areas subject to the WUI Code. Staff has suggested some potential ordinance language to address this point.

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Staff Discussion Items

Staff requests Planning Commission discussion and direction regarding the following:

- Should wood roof shingles be moved from the acceptable materials list to the prohibited materials list?
- Should wood siding be moved from the acceptable materials list to the prohibited materials list?
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- Should the existing tree replacement requirement remain with limited flexibility for WUI compliance, or should it be removed entirely?
- Should the Town's minimum tree planting requirements be modified in areas subject to the WUI Code?

Next Steps

The Planning Commission discussion should review and discuss the draft ordinance amendments provided below and give direction to staff reflecting the Commission's preferred approach for consideration at a future meeting.

10-15B-4: GRADING DESIGN:

Grading design should conform as much as possible to existing natural terrain. Grading should emphasize the natural environment over the built environment. Grading design should, to the extent feasible, avoid sharp transitions between natural and modified grades, use curves and undulating lines rather than straight lines, and demonstrate sensitivity to the natural environment. To help achieve these guidelines, grading design shall conform to the specific requirements below:

- A. The following significant natural features must be preserved during all grading and construction activities:
 - 1. Rock ledges and outcrops greater than six feet in height.
 - 2. Boulders greater than ten feet in diameter.
 - 3. Native vegetation greater than six feet in height. If preservation of such vegetation is not feasible, the vegetation may be removed. In such a case, two replacement plants of the same or similar species, as approved by the DCD, must be planted elsewhere on the site. These replacement plants shall be in addition to any landscaping required by chapter 18 of this title and any revegetation required by section 10-15B-8 of this chapter. **The requirement for replacement plants does not apply to properties within the Town's adopted Wildland Urban Interface Zone.**
 - 4. The top of bank to top of bank area of all washes which are mapped as Special Flood Hazard Areas by the Federal Emergency Management Agency on the Flood Insurance Rate Map (FIRM) or on the Draft Hydraulic Work Maps for Springdale, except as permitted in the circumstances described in section 10-15B-14 of this chapter.
- B. All areas graded or disturbed for purposes other than agriculture, but not developed or otherwise improved shall be revegetated with a desert seed mix and drought tolerant, low-water-use vegetation in conformance with section 10-15B-8 of this chapter.

(Ord. No. 2024-04, 3-13-24)

10-16-4: GENERAL DESIGN REQUIREMENTS:

An excellent variety in personal choice can be enjoyed from the architectural styles which are in harmony with the Town's natural environment, Zion National Park and the region's pioneer heritage. Acceptable designs include historic park service architectural elements, materials and colors; informal buildings of stone and wood; and buildings reflecting the local architectural heritage.

A. *Planning elements:*

1. *Height:* Building heights shall be compatible with other structures in the area to preserve village scale, scenic views and to fit in with existing development. With the exception of important community, institutional or unique buildings which act as visual landmarks, a new structure should always be designed so that its height is in scale with its surrounding environment. While varied heights can offset each other in interesting ways, a building height out of scale with its surroundings can produce an inharmonious effect. Maximum heights for new and renovated structures are established by zones. No structure may include more than two stories.
2. *Setbacks:* Minimum setbacks have been established by zone to soften the impacts of structures and maximize the dominance of natural features, vegetation and the views of Zion Canyon.
3. *Density:* Density restrictions have been established by zone to maximize the dominance of natural features, vegetation, the views of Zion Canyon and to preserve the human scale of the built environment.
4. *Open space:* Open space restrictions have been established by zone to preserve natural features, including natural vegetation, and to enhance recreational opportunities within the Town.
5. *Historic elements:* All new construction and uses of land as affected by this chapter shall reflect the "in the park" ("parkitecture") or historic pioneer architectural theme and incorporate, preserve or imitate historical elements such as the rock work along the old irrigation ditch, the cut stone pillars along SR-9, and the cottonwoods which have been coveted and tended since pioneer times.

B. *Design elements:*

1. *Scale:* Scale is created by the size and proportion of construction and architectural detail which relate to human physical dimensions, perception and comprehending abilities. Scale is also determined by building mass, height and proportion as it relates to circulation and open space. New structures or renovations shall have a scale consistent with the identity, use, relationships and unique characteristics of the site, the neighborhood and the village/"in the park"/historic pioneer image.
2. *Proportion:* Building mass shall be broken by the use of good architectural design and elements such as covered porches, roof overhang, breaks in large surfaces and shadow lines.
3. *Style:* Various architectural styles emphasize distinct design elements, some of which are compatible with the character of the Town, and some of which the Town finds to be inharmonious and detrimental to the unique visual quality of the area.
 - a. *Acceptable styles:* Styles which enhance the character of the Town and which are permitted, emphasize elements of design compatible with that of historic pioneer structures (frame and stone construction), an agriculture heritage (simplicity, utilitarian) and "parkitecture". Structures should seem an organic part of the landscape. Typical elements include horizontal or vertical siding, covered porches, stone pillars and walls, paned windows and gabled roofs, to name a few.

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- b. *Prohibited styles:* Generally, architectural styles imported from other historic periods and other regions are out of context with the Town's architectural character and will not be permitted. The following styles and motifs are prohibited: Greek classic and Greek revival; Italian renaissance; Tudor; Victorian gothic, gothic revival or Queen Anne; geodesic dome; A-frame or Swiss chalet; tepee; half timbered; excessively rustic motifs; buildings designed to look like animals, objects or food items; international styles; mission or Spanish baroque, except for single-family residences that do not have frontage on SR-9; Pueblo or Santa Fe, except for single-family residences that do not have frontage on SR-9; or any style deemed detrimental to the intent of this chapter.
4. *Building material:* Exterior building materials shall be compatible with the surrounding environment and historic structures in the area. A building may offer a subtle or strong contrast to adjacent structures as the result of the use and type of various materials. Similar exterior construction materials (indigenous stone and/or wood siding, for instance) shall be used for new construction in order to maintain a distinct regional character and establish visual harmony within the area.
- a. *Acceptable materials:* ~~Wood siding~~, Sandstone resembling that naturally occurring in the Springdale area (natural or dressed), stucco, rusted metal, ~~cement board siding~~, and adobe and clay brick (subdued shades and earth tones) are acceptable exterior building materials. Synthetic or composite materials that resemble those listed above may be permitted if the Planning Commission finds that such materials are compatible with the surrounding structures, natural features, viewscales, and environment.
- b. *Prohibited materials:* The following exterior wall finish materials are prohibited, with minor exceptions as noted:
- (1) Thick shake shingles.
 - (2) Precast (cultured) stone, except if the Planning Commission finds the precast stone resembles or is compatible with sandstone naturally occurring in the Springdale area. Precast stone resembling granite, basalt, or river rock are examples of what is not appropriate for Springdale.
 - (3) Ceramic tile (except as trim).
 - (4) Weeping mortar.
 - (5) Plastic, vinyl, or aluminum siding.
 - (6) Nonrusted metal (except as trim or soffit material).
 - (7) Asphalt siding.
 - (8) Concrete or cinder block, except that the Planning Commission may approve the use of split face concrete block imbedded with stone fragments if the applicant can show that it is compatible with the surrounding structures, natural features, viewscape, and environment.
 - (9) Glass, except when used in the following applications:
 - (A) Windows that: 1) are designed to limit light trespass from interior lighting, and 2) are positioned and designed to reduce the amount of reflectivity and glare observed from neighboring properties.
 - (B) Solar greenhouses, sun spaces, solar gain areas and other similar areas whose main function is to provide a source of passive solar heat. The
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Planning Commission may impose conditions on the use of glass in these applications to limit light trespass, reflectivity, and glare observed from neighboring properties.

(10) Wood siding

- c. *Acceptable materials for walls and fences:* All materials used for the exterior surface of fences and walls must conform to the Town's color palette and be selected from the list below:

- (1) Wood.
- (2) Rusted metal.
- (3) Painted metal if there is no more than four square feet of coplanar contiguous painted surface.
- (4) Wrought iron.
- (5) Stucco.
- (6) Natural stone resembling rock native to Springdale.
- (7) Split rail.
- (8) Post and field fence, except when used in conjunction with a commercial use.
- (9) Chicken wire or barbed wire when used in conjunction with an approved agricultural use.
- (10) Chain link when used in conjunction with a recreational use that customarily requires chain link fencing such as tennis courts or baseball backstops.
- (11) Glass, Plexiglas, or similar material when used as pool or hot tub enclosures, provided the applicant demonstrates adequate measures have been taken to mitigate light reflectivity and glare from the material.
- (12) Synthetic material designed to resemble materials in the list above and that is compatible with the surrounding structures, natural features, viewsapes, and environment.

- d. *Prohibited materials for walls and fences:* Vinyl, precast stone or concrete blocks, gabion baskets, and cinder block. Walls may be constructed of any material if the exterior surface of the wall is composed of an acceptable material.

5. *Color:* The Town has adopted a palette of acceptable colors under chapter 17.

6. *Roofline:* Extreme variations in rooflines among neighboring buildings and structures result in a cluttered appearance. In order to achieve a harmonious and visually cohesive effect, the following rooflines are prohibited: mansard or fake mansard; gambrel; A-frame or modified A-frame; domes; curvilinear and conical. Notwithstanding, a roofline that is prohibited under this section may be approved by the Planning Commission if it finds that the roof is integral and necessary to the construction and/or is compatible with the surrounding structures, natural features viewscape and environment.

7. *Roofing materials:* The color, texture and reflectivity of roof surfaces is an important consideration in establishing the visual quality of development in the Town. This is especially true for the many residential hillside vantage points from which the roofscape is visible.

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- a. *Acceptable materials:* The following roofing materials are acceptable: wood shingles, oxidized copper, earth tone ceramic and asphalt tile; other roofing that meets the color and reflectivity standards as established by this section.
 - b. *Prohibited materials:* The following roofing materials are prohibited: Any reflective material, brightly colored materials (bright red, blue, etc.), untreated aluminum or any bright metal, and white, light gray or multicolored pastel asphalt or ceramic tile or wood shingles.
 - c. *Mechanical equipment:* Rooftop mechanical equipment, solar collectors and skylights shall be designed to be as unobtrusive as possible. Roof mounted mechanical equipment (air conditioning units, swamp coolers, heat pumps, etc.) shall be screened from public view and must be enclosed with materials which are visually compatible with the building and roofing materials used in the structure. Skylights and solar panels shall be mounted parallel to the roofline or integrated into dormers. Dish antennas may not be mounted on roofs.
 8. *Exterior lighting:* Exterior lighting must comply with chapter 15C.
 9. *Fences and walls:* The design of fences and walls shall be in harmony with the site and neighboring buildings. Fences and walls are structures and are thus subject to the same architectural requirements as buildings, and may be subject to further restrictions as specified by specific provisions for height, screening or other purposes.
 10. *Signage:* Signage shall be integrated into the design of storefronts and the siting of structures in a manner that complements the building and complies with the provisions of chapter 24 of this title.

10-16-6: ARCHITECTURAL AND DESIGN GUIDELINES PAMPHLET:

A pictorial pamphlet is available at the Town Office as a supplementary document to illustrate the standards set forth herein for the design and review of proposed construction or renovation of buildings, structures and signs which fall under the applicability of this chapter. A copy of this pamphlet is attached to the ordinance codified herein and is on file with the Town Clerk, and is hereby made a part of this title.

10-18-4: LANDSCAPE REQUIREMENTS AND REGULATIONS:

These standards are the minimum requirements for all landscaping regulated by this chapter.

- A. *Landscape areas:* A minimum percentage of the area of all properties is required to be either landscaped or retained as natural open space. The following chart establishes the percentage properties are required to landscape or retain as natural open space:

Zone	Minimum Percentage Of Property To Be Either Landscaped Or Natural Open Space	Minimum Percentage Of Property To Be Landscaped
FR	80	0
VR-S	75	15
VR-A	60	15
VR-B	40	15
AG	50 of nonagricultural land	30 of nonagricultural land
VC		
Properties 0.5 acres or greater	60	30
Properties 0.25 acres to < 0.5 acres	50	25
Properties less than 0.25 acres	40	20
PU	50	30
CC:		
Properties 1.5 acres and greater	40	30
Properties 0.5 to 1.5 acres	35	25
Properties less than 0.5 acre	30	20

Note:

1. The majority of the area of properties in the AG zone should be dedicated to an agricultural use. The landscape areas required in the chart above shall apply to nonagricultural development on the property such as offices, retail sales areas, and employee housing.
1. Landscaped areas must meet the following criteria:
 - a. The area must meet all landscape regulations of this chapter and must contain the required amounts of vegetation established by this chapter.
 - b. The area must be irrigated in conformance with the requirements of this chapter, or be landscaped with vegetation that does not require supplemental irrigation.
 - c. The landscape area must be maintained such that the vegetation is healthy, and the area is primarily devoid of weeds.
 - d. Areas with an approved agricultural use, such as open pastures and irrigated fields, qualify as landscape areas if the agricultural use is integrated into the overall landscape design for the property.
 - e. In the VC and VR zones, maintained orchards reflective of the pioneer heritage of Springdale shall be considered landscaped area.
 - f. Pedestrian pathways, courtyards, pools and pool decks, decorative fencing, and other similar features may be counted as landscaped area, if specifically shown on an approved landscape plan and integrated into the landscape design for the property, per the standards below:

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(Supp. No. 21)

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- (1) The feature(s) must be visually and functionally linked to the vegetative landscape on the property.
 - (2) The feature(s) must add interest, diversity, and functionality to the overall landscape design.
 - (3) There must be a logical and functional transition between the feature(s) and the rest of the landscape area.
 - (4) Pathways and other pedestrian facilities must have vegetative landscape features at least two feet in width on both sides of the pathway.
 - (5) Courtyards, pool decks, patios and other similar features must be surrounded on at least 75 percent of their perimeter by vegetative landscape elements at least ten feet in width.
 - (6) Courtyards, pool decks, patios and other similar elements must have permanent vegetative landscape elements, such as planter areas, incorporated into the courtyard area.
 - (7) The total area of such feature(s) may not account for more than 15 percent of the total required landscape and natural open space area.
2. Natural open space must be in its unaltered natural state, or must demonstrate at least one of the following characteristics:
 - a. Natural slopes of 30 percent or more.
 - b. Natural washes, watercourses, or riparian area.
 3. In determining if an area is in its "unaltered state" and thus eligible for designation as natural open space, all of the following standards apply:
 - a. The area:
 - (1) Has not been excavated, graded, leveled, or otherwise disturbed in the last 50 years, or
 - (2) Is at least 60 percent covered by vegetation that is either identical to or visually identifiable with natural vegetation existent on adjacent undeveloped properties, undeveloped fields, or undeveloped hillsides, provided that the majority of the plant species in the area appear on the Town's recommended plant species list.
 4. Bare ground, areas devoid of natural vegetation, and areas that have been used for storage of materials or vehicles do not qualify as natural open space.
 - B. *Acceptable plant species:* Water-conserving plants shall constitute at least 80 percent, by area (including areas covered by turf), of the total landscape area on a site. Developments located in the foothills shall utilize plant species appropriate to less fertile soils. A list of recommended water-conserving plant species, as adopted by resolution of the Town Council, will be available in the Town Office.
1. None of the following plants or landscape elements may be placed anywhere on any property outside of a completely enclosed building:
 - a. Artificial trees, artificial shrubs, artificial plants, or artificial turf when visible from adjacent properties or a street.

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- b. Any plant listed as a prohibited plant on the Town's plant list, as adopted by the Town Council.
2. If any of the plant species or landscape elements listed in subsection B.1. of this section are on a site proposed for development and subject to this chapter, all such plants or landscape elements must be removed from the site in conjunction with the development.
- C. *Quantities required:* Landscape areas shall contain the following quantities of trees, shrubs, and ground cover. **These minimum quantities do not apply to properties within the Town's adopted Wildland Urban Interface Zone.**
1. *Trees:*
- a. For properties in commercial and public use zones: The greater of one tree for every 1,000 square feet of landscape area, or ten trees.
- b. For properties in residential and agricultural zones: One tree for every 1,000 square feet of landscape area.
2. *Shrubs:*
- a. For properties in commercial and public use zones: The greater of four shrubs for every 1,000 square feet of landscape area, or 40 shrubs.
- b. For properties in residential and agricultural zones: Four shrubs for every 1,000 square feet of landscape area.
3. *Ground cover:* At least ten percent of the landscape area must be covered with vegetative ground cover.
4. *Design standards:* The quantities of plants required by subsections C.1., C.2., and C.3. of this section shall be placed and planted according to an overall landscape design for the property. The plants shall be distributed throughout the required landscape area in order to meet the landscape design standards of section 10-18-6 of this chapter.
- D. *Minimum size when planted:* All required landscaping shall be of the following minimum sizes:
1. *Trees:* Minimum when planted shall be ten gallons, five feet in height, one to one and one-half inch diameter, branch spread of four feet.
2. *Shrubs:* Minimum when planted shall be five gallons. When certain shrubs are shown to not normally be available commercially in five gallon sizes, a smaller size may be acceptable.
3. *Vegetative ground cover:* Minimum when planted shall be spaced to provide full coverage within two years of planting. Nonvegetative organic ground cover (such as bark, wood shavings, or wood chips) shall be used between the plantings to protect and screen the landscape underlayment on an interim basis.
- E. *Landscape underlayments:* Underlayments shall be placed for the purposes of weed control between plantings in landscaped areas. Underlayments shall be limited to water-permeable materials such as landscape fabric. Polyethylene sheet plastic and similar materials shall be used as landscape underlayment only in locations and applications specified by the geotechnical engineer for diverting water away from structure foundations or diverting water to specified drainage inlets or retention basins. Water retention areas shall be lined with water permeable materials unless otherwise specified by the geotechnical engineer or hydrologist for the project.
- F. *Public right-of-way landscaping:* Landscaping of public rights-of-way is encouraged. When landscaping of such areas is desired, an encroachment permit from the appropriate public authority owning or
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controlling such right-of-way shall be submitted with the landscape plan. 50 percent of the area of the landscaped right-of-way shall be counted toward the total required landscape area for the property.

- G. *Phased development*: If a project is developed in phases, required landscaping and screening must be completed in sequence with development phases and shown as such on the landscape plan and as detailed below:
1. *Phased new construction*: All areas included in each phase of development shall be landscaped such that each phase of the development meets all landscape standards independent from all other phases of the development.
 2. *Additions or expansions to existing construction*: Any expansion or addition, or change in use of existing buildings that requires an increase in parking, shall require the site to be brought into landscape conformance as follows:
 - a. All new parking areas shall meet the landscape requirements established in this chapter.
 - b. In addition to the areas described in subsection G.2.a. of this section, the property shall be landscaped as follows:
 - (1) An area of the property shall be landscaped such that the total amount of improvement (footprint of the expansion or addition plus the area of the new landscape) shall satisfy the landscape percentages listed in subsection A of this section. For example, a 2,500 square foot expansion on a property in the VR zone would require 7,500 square feet of additional landscape area (10,000 square feet of total improvement with 75 percent landscape). A 7,000 square foot expansion on a one and one-half acre property in the CC zone would require 3,000 square feet of additional landscape (10,000 square feet of total improvement with 30 percent landscape).
 - (2) The landscape area should first be placed along the SR-9 frontage, or at the front of the property if there is no SR-9 frontage. Once the SR-9 frontage (or front of the property if there is no SR-9 frontage) is completely landscaped, the landscape area should be placed on the property in accordance with the design principles of this chapter.
 - c. The landscaping described in subsections G.2.a. and G.2.b. of this section shall be required each time there is an expansion or addition on the property, until the property is in total compliance with all landscape standards established in this chapter.

(Ord. No. 2026-08, 5-13-2026)