



118 Lion Blvd PO Box 187 Springdale UT 84767 \* 435-772-3434 fax 435-772-3952

**MINUTES OF THE PLANNING COMMISSION WORK MEETING ON TUESDAY, MARCH 3, 2015,  
AT THE SPRINGDALE TOWN HALL, 118 LION BLVD., SPRINGDALE, UTAH.  
THE MEETING BEGAN AT 5:01 PM.**

**Work Meeting**

**MEMBERS PRESENT:** Chairman Jack Archer, Randy Taylor, Liz West, Mike Marriott, Joe Pitti, Kezia Nielson from ZNP

**EXCUSED:** Allan Staker

**ALSO PRESENT:** DCD Tom Dansie, Associate Planner Moumita Kundu and Town Clerk Darci Carlson recording Please see attached list for citizen signed in.

**Approval of Agenda: Motion made by Joe Pitti to approve the agenda; seconded by Mike Marriott.**

**Taylor: Aye**

**Archer: Aye**

**West: Aye**

**Pitti: Aye**

**Marriott: Aye**

**Motion passed unanimously.**

**Commission discussion and announcements:**

Ms. Nielsen announced this would be her last Planning Commission meeting. She thanked everyone and said it was an honor to work with the Town and Commissioners. Ms. Nielsen has served a little more than five years. Mr. Jack Burns will be replacing her as an ex officio member of the Planning Commission from Zion National Park starting in April. Chairman Archer thanked her for her service to the community.

- Mr. Taylor asked if she still would remain on the Z3C Committee to which Ms. Nielsen answered 'yes'.

Mr. Dansie asked everyone to mark their calendars for Earth Day on April 18<sup>th</sup>. He reminded the Commission they wanted to sponsor a booth at the event to get community input on the General Plan. As the date draws closer they can plan and strategize for participation in that event.

Mr. Archer asked what projects were currently being done in Town. Mr. Dansie mentioned three: 1) Worthington Gallery remodel was going well and made quite a difference, 2) new units are going in at La Quinta Inn, 3) ongoing work on the restaurant at Desert Pearl.

- Mr. Pitti asked if the units at La Quinta were for employee housing or had there been a change. Mr. Dansie answered originally the units were proposed as lodging, then employee housing; now they are changed back to lodging again. The impact fees and water meters are affected if the units are employee housing. Right now they are set up consistent with lodging units.
- Mr. Taylor asked if they could convert back to employee housing. Mr. Dansie said 'yes' but it would require more complex water metering and higher impact fees.
- Mr. Archer asked about employee housing at Zion Shadows. Mr. Dansie answered this project is approved but has not proceeded to the next step of providing construction drawings.
- Mr. Archer also asked if Matt Rayner's project on Juniper Lane was complete. Mr. Rayner was in attendance and answered they were done except for little things like paint. Mr. Dansie confirmed they are complete and had an occupancy permit.

**Discussion/Non-Action Items**

**Review and summary of University of Utah student presentation “Listening to Springdale”:** Mr. Dansie told the Commission the University of Utah students were in Town on the Friday of President’s Day weekend to make their presentation. He indicated they had conducted in-town interviews, on-line interviews and researched both our zoning ordinances and General Plan policies along with national trends to compile information for their report. They also provided a build-out analysis. They looked at what our current zoning allows in terms of development and projected that into the future, assuming each lot would be developed to its maximum allowed potential. This was the main thrust of the students work. Mr. Dansie said Ms. Kundu did a fantastic job summarizing the presentation in the staff report for the Commissioners. An audio recording is also available.

Tonight Mr. Dansie wanted to consider the Commissioners thoughts and impressions from the project and how this information can be used going forward.

From the build-out analysis Mr. Taylor gleaned the Town can’t build as many units as zoning would allow due to other constraints. It appeared the build-out will not reach 1800 residents which was good to him. Mr. Pitti agreed with this sentiment. Duplexes will not be put on every parcel.

Ms. West said the presentation noted the number of visitors to Zion National Park is projected at five million come 2050. She indicated if this is the case, Springdale and UDOT need to prepare. There needs to be better parking and transportation solutions along the way.

- Ms. Nielsen said the Park is already almost at capacity and some think we are already over capacity. Mr. Archer asked what actions the Park would take. Ms. Nielsen said they were looking at several things including a transportation impact study. They know that although the shuttle frees the canyon from automobiles, more people are able to get in and the canyon is showing signs of stress. They need to find out if this is sustainable for natural and cultural resources and the visitor experience.
- Mr. Pitti asked if there were any national parks that limited capacity. Ms. Nielsen said none she knew of however Arches is considering a reservation system.
- Mr. Marriott asked what was meant by ‘at capacity’. Did this relate to the busses or the Visitor’s Center? Ms. Nielsen elaborated and said they did a snapshot study on the Riverside Walk and found that in 90 minutes 3,000 people get off the shuttle and go on the walk. This is way over capacity. Infrastructure, park resources and the visitor experience are all being impacted and it is not sustainable.
- Mr. Archer indicated this also creates parking and traffic stress on the Town if this type of growth is expected.
  - Ms. Nielsen said the Park parking lot project is behind schedule. There would only be about 90 spaces total available during spring break time. They are trying to solve the problem and consider alternative solutions in the Park.

Mr. Dansie directed the Commission back to the student build-out analysis. He felt it was very good, however in some areas it was not as precise. For example Mr. Dansie cited an independent build-out analysis done in 2007 and the resulting numbers were very similar to the University of Utah study. Current zoning would actually support 1800 residents.

Projected on the screen was the chart from page 32 of the student presentation (see attachment #1). Mr. Dansie used it to illustrate points. He said both the CC and VC zones allow multi-family structures with densities much greater than what the student report allowed. Their report assumed 10% of zones would be dedicated to right-of-way. Normally this would be true, but because of Springdale’s unique topography and the Planned Development Overlay Zone, we calculate total density for development based on total acreage then add in streets, sidewalks, etc. Therefore, the total buildable area of square footage may actually be greater than what the student report represented. This applies to all zones.

- Given the current zoning, if the Commission is hearing that 823 housing units and 1800 people isn’t what the Town wants, then this needs to be addressed in the General Plan and ultimately the ordinances need to be adjusted.
- Mr. Pitti mentioned this also assumes residential units would be built in commercial areas, which we don’t know.
- Mr. Dansie said another area the student report did not take into account is the possible redevelopment of large parcels into smaller parcels.
- In conclusion, Mr. Dansie did not think 1800 residents are unrealistic given current zoning and current development constraints. If this is alarming to the Commission they should address in the General Plan and zoning ordinances.

Ms. West said the students did not offer solutions of how to reduce. Mr. Dansie said they didn't but the way to do it is very easy. You would go into your zoning ordinances and adjust. For example, in the FR zone instead of allowing one house for two acres or one house for five acres, you now require one house for 10 acres. Or in the VC zone instead of allowing multi-family housing at a rate of a one unit per 4,000 square feet of lot area, you now require one unit per 10,000 square feet of lot area.

Mr. Pitti also said the report highlighted the importance of open space integrated into development areas. He said if the Town wants more open space we need to change the ordinances accordingly.

Mr. Dansie said the student build-out did not address commercial, only residential areas. He acknowledged there were a number of nuances the report did not consider. It is a high level analysis.

Ms. Nielsen added she was looking at Springdale census information from 1990, 2000 and 2010. The Town is only 4.6 square miles and is a very small geographic area. She has been in this area during all this time and has seen a noticeable change in the increase in crowds.

Mr. Dansie displayed a Refined Build-out chart from the Town's 2007 analysis (attachment #2). Using the Town's General Plan policies and zoning ordinances we came up with three different scenarios to analyze:

1. Assume current mix of residential to commercial uses remain constant into the future
2. Assume mix of residential to commercial uses skews more to residences in the future
3. Assume mix of residential to commercial uses skews more to commercial in the future

Using these three scenarios, at build-out, it shows population numbers can grow to between 1588 and 2262 people. So the 1800 figure used by the students is in the middle of this range.

- Mr. Taylor pointed out a lot of residences are not full time or year-round, therefore the impact is less.

Mr. Dansie said this was an excellent discussion. He asked the Commission, based on the information, was there anything in particular they wanted to change or address.

Mr. Archer said they need to address how the proposed growth impacts the Town's infrastructure and roadways. Their number one concern should be the people that live here. We should also support the businesses. The people have overwhelmingly expressed they want a small town or something that looks like a small environment. This leads us to the ordinances which control the building.

Mr. Marriott said it wasn't the residents that were creating the congestion in Town it was the visitors. The Town actually needs more people and younger families to sustain the elementary school.

More than the residential areas, Mr. Pitti felt the businesses will set the tone of how the Town looks. He feels the residential portion needs to take precedence over the commercialization of Springdale. We need to sustain the rural community for those who have chosen to live here.

Ms. West said what stuck out to her was the quote "Just because a place is so special and unique does not mean it should be over-developed and over-built. An open space is not necessarily an invitation to build something there. The infrastructure of the town is not able to absorb all the development." Ms. West felt this summarized it as a whole.

Ms. Nielsen pointed out that the 3 million visitors to the Park are not coming at one time. We only need to take care of a small number on a daily basis. If we look at it that way, it doesn't need to be as big as some people think.

Mr. Pitti said one of the things he really appreciated about this report is that it was not directed by the Town. It was done by an outside source. They came up with the same data we have been hearing through the numerous surveys and feedback. They must listen to this. They are getting the pulse of the community. He hoped everyone understood there is a common thread and they need to pay attention.

Chairman Archer said the next chapter to be reviewed is Land Use and Zoning. We need to take time to discuss. Mr. Dansie indicated this chapter will address a lot of issues from tonight and will drive what happens next. He encouraged the Commissioners to continue to reference the University of Utah report. It is valuable.

**Review of changes made to Chapters 6 through 12 of the General Plan:** Mr. Dansie said the Commissioners had already looked at Chapters 6 through 12 extensively however tonight is a chance for the Commission to consider one more time and confirm they are comfortable with the strategies and objectives.

- Mr. Dansie referenced emails received from Lisa Zumpft (attachment #3) and Kezia Nielsen (attachment #4) with additional suggested changes.

Considering Ms. Zumpft's suggestions first, under Chapter 7, it mentions engine brake noise; however she was also concerned about motorcycle engine noise. Mr. Pitti agreed when groups of motorcycles come to Town the noise is a nuisance but he wasn't sure how it could be controlled. Mr. Dansie indicated they probably don't have authority to regulate motorcycles or passenger vehicle noise.

Under section 8.1, Ms. Zumpft asked if the waste management master plan had been updated. Mr. Dansie indicated the plan itself had not been updated however the Town Engineer monitors on a continuous basis. Capacity-wise waste water system is functioning fine and will so in the foreseeable future. Most immediate threat is potential failure of pipe itself. He mentioned it may be nearing the end of its useful life.

On page 8.9, under section 8.1.5, Ms. Zumpft suggested the Commission add the verbiage 'and create a hazard for firefighting needs'.

Mr. Dansie said the language for '100-year flood' should be updated to '1% annual chance flood'.

Under Chapter 9, Ms. Zumpft questioned if a round-a-bout was an appropriate option given the Town's scale. Mr. Taylor indicated it was certainly more attractive than a signal. He said it was not intended to slow traffic but affect turning movements.

- Ms. West was concerned a signal or stop sign would take away from the village feel.

Ms. Nielsen discussed her proposed changes to Chapter 7, page 17. She suggested a wording edit to read "Zion National Park will work with the FAA in authorizing scenic flights over the park."

As background Ms. Nielsen explained the Air Tours Management Act of 2000, required air tour companies to produce and submit air tour management plans with the FAA and the Park Service. These plans became very complicated because consensus between the two entities was tough. Therefore in 2012 Congress amended this act and came up with alternative ways to deal with scenic overflights. Zion has not decided what they will be doing. Part of the 2012 Reform Act required tour operators to report information about each flight over each national park. In 2013 the Park received data that there were six individual flights over Zion. Currently most flights over Zion are general aviation. The Commissioners agreed it was good to change the wording as Ms. Nielsen recommended.

Mr. Archer asked if these flights had a height limitation. Ms. Nielsen answered up to 5000 feet above ground level.

Under Chapter 9, Ms. Nielsen also suggested changes to the verbiage relating to the shuttle system. Mr. Dansie mentioned these were Ms. Zumpft's comments too. The Commission decided to change the shuttle schedule verbiage based on the feedback.

The Commission began discussion of the Chapters in order.

Mr. Archer asked if there were any changes to Chapter 6.

- Mr. Pitti suggested under 6.1.3.c that the Commission consider making the statement more open-ended by saying "and the Zion Corridor" and not just "Rockville".

Mr. Archer asked if there were any changes to Chapter 7.

- Mr. Pitti asked under 7.4.1.e where text references changes to cobra-head lights by 2016, if this should stay or change considering the street light project was set to happen. Mr. Archer said they talked about leaving items in until they are done.

Mr. Archer asked if there were any changes to Chapter 8.

- Mr. Marriott referenced section 8.1.3.d which discourages large new areas of grass in commercial development. He asked with the water provisions why this is a concern. He also cited Chapter 2 and

mention of hometown flavor which calls out large areas as gathering places. He felt these two issues were in conflict with each other. Mr. Pitti said he saw the same contradiction. Mr. Taylor thought the language in Chapter 8 was deleted because it wasn't feasible. Mr. Marriott wanted to include language that encouraged drought tolerant landscapes. Ms. West said we provide a list of drought resistant grasses.

- Mr. Pitti asked about section 8.4.2.f and the status of recycling options. Mr. Dansie said Julie Hancock advocates for recycling and looks to expand options. He assumed this was still the intent.

Mr. Archer asked if there were any changes to Chapter 9. Outside of what had been discussed previously in the meeting, none were suggested.

Mr. Archer asked if there were any changes to Chapter 10.

- Mr. Pitti indicated there were many organized adult group activities that should be recognized in the General Plan. The Commissioners agreed to add information about informal recreational opportunities for adults.
- Ms. West also suggested they mention the Veteran's Memorial.
- Mr. Archer added that they can mention recreational opportunities under the educational section. Mr. Dansie reiterated the idea behind this section is to expand upon the words 'educate' and 'promote' and provide tools the community can use to achieve this.

Mr. Archer asked if there were any changes to Chapter 11. He mentioned they need to change the number of full-time police personnel from three to four.

- Mr. Pitti asked for clarification on section 11.3.1.a and if there should be more specific language about the medical clinic. Mr. Dansie agreed they can expand this section by elaborating what can be done to better support medical services.

Mr. Archer asked if there were any changes to Chapter 12.

- Ms. West stated under section 12.1.3.e the Commission discussed staying away from the term 'native' due to the lack of availability and decided to use drought tolerant.
- Ms. West also asked if there were any updates regarding bus transportation from St. George to Springdale. Mr. Dansie indicated that nothing could move forward until another study was conducted. He said the Mayor was requesting funds to get this study done.

**Continuing discussion of revisions to Chapter 2 of the General Plan:** Discussion transitioned to the remaining sections of Chapter 2. Mr. Pitti asked if they can integrate the elementary school more. Mr. Dansie said they could change the language to indicate the school is an important community focus and contributes to the hometown flavor. Mr. Pitti recommended the Community Center and Library should also be added to illustrate hometown flavor.

- Mr. Marriott highlighted the importance of retaining the school. He thought perhaps it should be an active strategy.
- Mr. Pitti said in order for the school to remain it would need to attract more children. More and more families were taking their children down the canyon. Ultimately it would be a school district decision and not a Town decision. If enrollment numbers are down and financially the District cannot justify the cost, this will overrule anything the Town wants.

Mr. Taylor noted the map of Anasazi on page 2.12 had two captions. They are redundant and one should be deleted.

Mr. Pitti recommended the picture on page 2.21 show a positive example of street lighting rather than the cobra head.

Under section 2.3.1.a, Mr. Pitti wanted to add something that addressed open space. Mr. Dansie agreed preserving open space was part of appropriately citing a building on a lot.

Mr. Taylor asked if the language under section 2.3.1.g was an oxymoron. Can new technologies be consistent with the village atmosphere, such as rock and wood? Mr. Dansie said 'yes' and mentioned hardie board, cementitious wood and fiber siding as used on Cable Mountain Lodge and Zion Park Inn. New technologies have been developed that re-create the look of old material. The Commissioners agreed this was a good concept to encourage.

Under the application process Mr. Pitti wanted to add language ensuring applicants submit clear, legible plans and drawings. Mr. Dansie agreed and said they should also include all information relevant for the Town to make development decisions.

- Mr. Taylor asked if plans and drawings need to be of professional quality. Mr. Dansie said plans for a building permit need to be stamped by an architect or engineer. If plans are for minor work, the Town's building inspector will allow drawings be submitted by the contractor.
- Mr. Pitti asked about plan requirements for minor projects or small out-buildings. Mr. Dansie indicated these did not require stamped plans. The Commission agreed additional language should be added to this section.

Referencing section 2.4.1.c, Ms. West asked who maintains the right-of-way. Mr. Dansie answered the state right-of-way is the responsibility of UDOT. If it's a Town right-of-way, the Town is responsible to maintain. In practice however, the Town often maintains both.

- Mr. Marriott asked what UDOT does. Mr. Dansie indicated they sweep the streets two times per year and clean out the culverts underneath the right-of-way if the property owner has cleaned out the wash up-stream and down-stream.

Mr. Archer asked if the Commissioners had any comments regarding section 2.5. Mr. Marriott asked about the heading in this new section 2.5. Mr. Dansie said it should be corrected to "Pedestrians, Bicycles and Motor Vehicles".

- Mr. Taylor provided a few edits. Objective 2.5.1 should read to interact with each 'other'; Section 2.5.1.b should read 'associated' with stone irrigation 'ditches'; Mr. Dansie said section 2.5.2 needs to be completed.

**Develop plan to review Chapters 3 through 5 of the General Plan:** Mr. Archer indicated the Commission will need to come up with new strategies for Chapter 3 given the input they have received. He wanted to tackle the Chapter as a full Commission and go through each section together.

- Ms. West said she would not be able to attend the next Planning Commission meeting scheduled for March 17<sup>th</sup>, so she will review Chapter 3 and provide her notes to Mr. Dansie.
- Mr. Archer asked the Planning Team to include information in the Town's monthly newsletter asking residents to provide email input on Chapter 3.
- Mr. Marriott suggested the Commission do work on Chapter 3 first which will give people something to comment on. He felt previously when the Commission asked for public comment first it didn't produce as much interaction as they hoped. Mr. Archer agreed. He wanted staff to encourage residents to email or write comments to the Commission.

Mr. Taylor asked if there would be time in the next regular Planning Commission meeting on March 17<sup>th</sup> to begin review of the Chapter. Mr. Dansie said currently there was a sign permit to discuss, a revised DDR for Max Gregoric and a simple sign ordinance revision. In addition, Ms. Kundu was working on a strategy to implement the required six year lighting audit for the night sky ordinance. The Commissioners would be presented her suggestions at the next meeting. Mr. Dansie concluded there may be some time to start on the Chapter 3 discussion.

## Adjourn

**Motion to adjourn made by Mike Marriott; seconded by Liz West.**

**Taylor: Aye**

**Archer: Aye**

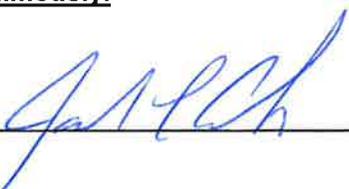
**West: Aye**

**Pitti: Aye**

**Marriott: Aye**

**Motion passed unanimously.**

  
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Darci Carlson, Town Clerk

APPROVAL:  3-17-15

