



**MINUTES OF THE SPRINGDALE PLANNING COMMISSION WORK MEETING
ON WEDNESDAY FEBRUARY 5, 2020 AT 5:00PM
AT CANYON COMMUNITY CENTER, 126 LION BOULEVARD, SPRINGDALE, UTAH.**

Meeting convened at 5:00 PM

MEMBERS PRESENT: Chair Mike Marriott, Barbara Bruno, Tyler Young, Jack Burns, and Ric Rioux

EXCUSED: Joe Pitti, Dawn McComb, and J. Treacy Stone

ALSO PRESENT: Director of Community Development Tom Dansie, Associate Planner Sophie Frankenburg, and Town Clerk Darci Carlson recording. Please see attached list for attendees signed in.

Approval of the Agenda: Motion made by Jack Burns to approve the agenda. Seconded by Tyler Young.

Young: Aye

Bruno: Aye

Marriott: Aye

Burns: Aye

Rioux: Aye

Motion passed unanimously.

General announcements: Last week the Town held the Virgin River Management Plan Erosion Hazard Zone open house. Public feedback from this successful event would be used by the consultants to finalize the study and maps. Draft ordinances related to the erosion hazard zone would be presented to the Planning Commission during their work meeting March.

The Earth Day Celebration scheduled for April 25th would be formatted differently this year. The focus would be on a Town beautification project to construct a half-mile single-track trail on the Paiute property. The event would be followed by a 'thank you' BBQ for attendees. For further details contact the Parks & Recreation Department.

Mr. Young apologized for his absence in January due to work-related issues.

A. Information/Discussion/Non-Action Items

1. Presentation on updated Town Build-out Analysis: In 2007 the Town conducted a comprehensive build-out analysis as an outgrowth of the 2005 General Plan. The intent was to analyze the Town's future growth, given the land and zones, to determine a sustainable level of development.

- At that time, the Town teamed up with a geography professor from SUU to do a GIS analysis of the existing zoning, current area, and hazards, to determine the total amount of development that could occur based on the 'then' boundaries.

Mr. Dansie presented information from the 2007 build-out study along with the 2020 update (Attachment #1)

- Based on the 2007 analysis, the total number of potential housing and lodging units allowed by zoning designation was determined to be 3,494 units; however, since it was not realistic each property would build to its maximum density potential, a lower more refined estimate was calculated.
- To update the report for 2020, it was important to first determine what had changed since 2007 that could impact the analysis. Changes included; zone boundaries, an increase in the amount of development, the mix of uses in the commercial zones, the rate of redevelopment, the rate of maximum utilization, and household size.

Mr. Dansie emphasized the 2020 results being presented tonight were still in draft form. Since assumptions and projections were used to make the analysis, he asked for Commission input to help refine the information.

Mr. Marriott asked what assumptions were used to determine maximum utilization.

- Mr. Dansie said they were mostly anecdotal. Since 2007 a number of properties had developed to their maximum potential so the question was whether this trend would continue.

Mr. Marriott asked the origin of 2.38 people per household.

- Mr. Dansie said the Town adopted the number from a Washington County housing study which coincided with the 2010 census. The 2020 census would provide more recent information on the household size in Springdale. He anticipated it would be less.

Ms. Bruno asked if maximum utilization referred more to commercial properties.

- Mr. Dansie answered it could apply to both residential and commercial. Some properties could be subdivided, or a single-family house could be modified into a duplex. This did not take the Cottage Housing Development overlay zone into account.

Mr. Dansie ran through the zone boundary changes that had occurred since 2007. The net increase based on these zone area changes was just over 100 units. This was not a big increase primarily due to Springdale's sound and wise land use planning and judicious action on zone change applications.

- By comparison, the development potential of peer communities had increased significantly due to land use regulation and zone changes.

The amount of existing development in Springdale showed a significant change. This came primarily through an increase in new lodging units. Mr. Dansie indicated that a large bulk of the units had been consolidated within a small number of projects in Town.

Mr. Dansie provided information on the existing mix of uses in the commercial zones. The Village Commercial Zone saw an increase in lodging uses and a decrease in residential uses. There was a similar trend in the Central Commercial Zone.

Since 2007 a number of properties had gone through significant redevelopment including El Rio (Sol Foods Market), Terrace Brook, LaFave Gallery, Canyon Ranch, the Giant Screen Theater (Cable Mountain Lodge), and Driftwood. Lodge. Additionally, a number of larger properties that had maxed out their development potential included Springhill Suites, Hampton Inn, Best Western, LaFave Gallery, and Cliffrose Lodge.

- Mr. Dansie noted there were still a number of properties that remained under-developed given their maximum development potential.

The 2020 census would provide a more accurate count of household size, however for this analysis 2.1 people per household was used.

Given all the changes and trends, there appeared to be a slight increase in the total number of units from the refined build-out analysis of 2007. Mr. Dansie said it was important to emphasize the numbers were projections only and could change in the future.

Mr. Dansie reviewed the resulting build-out projections based on use and zone. The total number of lodging units may be more than anticipated as properties develop to their maximum potential. There was an increasing trend to augment existing commercial use with two to three vacation rentals. Residential units were projected to increase by 10%. The population was not expected to change.

Mr. Marriott asked about lodging versus other retail in commercial zones.

- Since the build-out analysis was all about units, information about other retail uses was not included in the results.

Based on the Tourist Area Life Cycle (TALC) model, there was a predictable life cycle that virtually every tourist destination followed. A graph explaining the relationship between time and tourists indicated that early on a location drew some tourists. As word spread about the location, the number of tourists increased. With this increase came an increase in the amount of investment, development, advertising and promotion. Ultimately the rate of tourism becomes high. Eventually the number of tourists starts to plateau due to capacity, a drop in initial excitement, and/or a diminished reputation. Depending on the subsequent actions of the community the amenity could go into decline, or it could reinvent and rejuvenate. Mr. Dansie explained this analysis was common to tourist destinations all over the world.

The trajectory of a graph showing visitation to Zion National Park from 1998 through 2018 was similar to the TALC graph. Mr. Dansie said the Town had gone through the most intense and rapid period of development it had ever experienced. This development could continue or taper off. Springdale should be prepared for a 'what if' should tourism to the area decrease.

Mr. Burns said it was telling what the Town was becoming and asked if this was in concert with the General Plan and what residents were saying.

- The build-out analysis discussion was all about numbers and what zoning would allow the Town to become. It did not focus on what was optimal, or the type of development the community wanted. This was more a discussion for the General Plan.
- Mr. Burns emphasized the build-out analysis just related to buildable area and did not address any infrastructure issues, such as available water.

Mr. Marriott found it interesting that the 2007 analysis was fairly solid and the Town had not deviated.

- Mr. Dansie agreed; however, the rate of development was not anticipated. This was also due to efforts by the Planning Commission to only approval development proposals that kept the Town on track.

Mr. Young said it was curious the housing crash after the 2007 study did not cause a permanent change in the projections.

Ms. Bruno noted the build-out analysis did not contain projections of how quickly development could happen.

2. Planning for the upcoming General Plan update process: The staff report contained foundational information to prepare the Planning Commission for the work ahead and documents they could refer to in the future.

Based on the community surveys, Ms. Bruno felt the Town had gone in the opposite direction of what people wanted in terms of village environment and scale.

- Mr. Dansie said the pace and rate development were not what residents wanted. This had primarily come from 3-4 major commercial developments that were not congruent with resident desires. Otherwise, Mr. Dansie felt the Town had done a good job promoting village atmosphere and small-town character.
- Through the General Plan process, it would be important for the Planning Commission to identify areas of disconnect and course correct.

The Commission considered three other General Plan examples and discussed what was liked.

Toquerville: This plan was comprehensive, complete and accessible to a reader due to its condensed form. Each major section contained a good summary of existing conditions, desired future conditions, and a list of goals and strategies to implement. Strategies had been paired down to those that could be reasonably accomplished in five-years. The plan also illustrated strategies for residents to become engaged and involved.

Kauai Kakou: This plan was complex and involved. Although simplicity was missing it did contain a sense of vision and well-thought-out policy that governed each goal.

Mr. Dansie indicated the vision of a General Plan should extend twenty-years but the implementation should emphasize what could be accomplished in five-years.

Mr. Burns asked for clarification between policy and ordinance. He wanted to be sure the General Plan could be used as a tool to reinforce the Planning Commission's position when reviewing an application.

- Mr. Dansie explained ordinances were a major tool in implementing the General Plan; however, there were sections, such as sustainability, that were not enforced through ordinance but encouraged.
- According to Utah state law, the General Plan was an advisory guide only and could not be used to deny an administrative action. It could however, be a source for legislative decisions.

Ms. Bruno suggested the General Plan identify who was responsible for each strategy and a timeline for completion.

- Mr. Dansie said responsibility had been assigned to certain entities in general terms, but there was no real owner.

Plano: This plan was completely accessible online and could be updated continuously. It showed action statements and status. Commissioners felt it could be challenging and time-consuming to keep the online version current given the Town's resource capacity. Plans like this were more transparent and likely a better way to engage younger generations. The Commission liked that this plan contained statements how people could participate in the implementation.

The Commission moved on to discuss how they would move the General Plan update process forward. Public participation was the backbone of the General Plan; it was essential to reach out to all stakeholders to understand their will. The Commission's goal should be that everyone in the community know a General Plan update was in process.

- The Town could develop a community survey, hold an open house, or plan other events to engage the community. Public involvement activities could also include focus groups, stakeholder interviews, or booths at Town events.

The General Plan was a document of 'what ifs' and outlined the path where the Town wanted to be in the future. The guiding principles framed the vision for the community and were the core of the General Plan. They should be considered by the Commission to determine if course corrections were necessary. In order to do this, the Commission should first determine what conditions had changed and how the Town should respond to them related to future planning.

The Commission discussed a number of actions to facilitate the update process:

1. Public involvement activities to engage the community and encourage input. The Commission suggested three events would be effective. One consideration was to start with a broad community event to solicit feedback in general terms, followed up midway in the process with a survey, then another large-scale program depending upon need. Small-scale participation would be encouraged throughout the update process. It was suggested complex concepts be graphically presented, or shared in a 'one-sheet' concept, for the public to better understand and absorb the information. Staff would begin to consider ideas for an initial community-wide event and also develop draft survey language.

2. Appoint small working groups of Commissioners, and possibly community members, to analyze what had changed over the last five years and how these issues should be responded to via the General Plan. These recommendations would be brought back to the Commission.

3. Appoint small working groups, or subcommittees, to identify future changes (such as: climate uncertainty, increased visitation, technological advances, aging population, growing uncertainty of safety and security) and determine what should be included in the General Plan to accommodate them.

There was no timeframe or expectation as to when the update process should be completed. Working groups were a less formal way to make progress and could help expedite the process.

- Staff had already begun to identify redundancy in the General Plan. The first step was to determine what the community wanted and their vision for the future.

Based on the evening’s discussion, staff would bring back ideas for a public involvement event and also draft a survey targeted specifically toward the guiding principles. Staff would also develop a rough timeline to help the Commission stay on task in an effort to complete the General Plan update within a year.

Mr. Dansie would forward the presentation to the Commission for their continued review. He welcomed their input and feedback.

Motion to adjourn at 7:10 pm made by Tyler Young. Seconded by Barbara Bruno.

Young: Aye

Bruno: Aye

Marriott: Aye

Burns: Aye

Rioux: Aye

Motion passed unanimously.

Darci Carlson, Town Clerk

APPROVAL: _____ DATE: _____

A recording of the public meeting is available by contacting the Town Clerk’s Office. Please call 435-772-3434 or via email at springdale@infowest.com for more information.



PO Box 187 118 Lion Blvd Springdale UT 84767

ATTENDANCE RECORD

Please print your name below

Meeting Planning Commission work meeting Date 2/5/2020

Lance Morris
Name (please print)

Name (please print)

Lisa Zongor
Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

Name (please print)

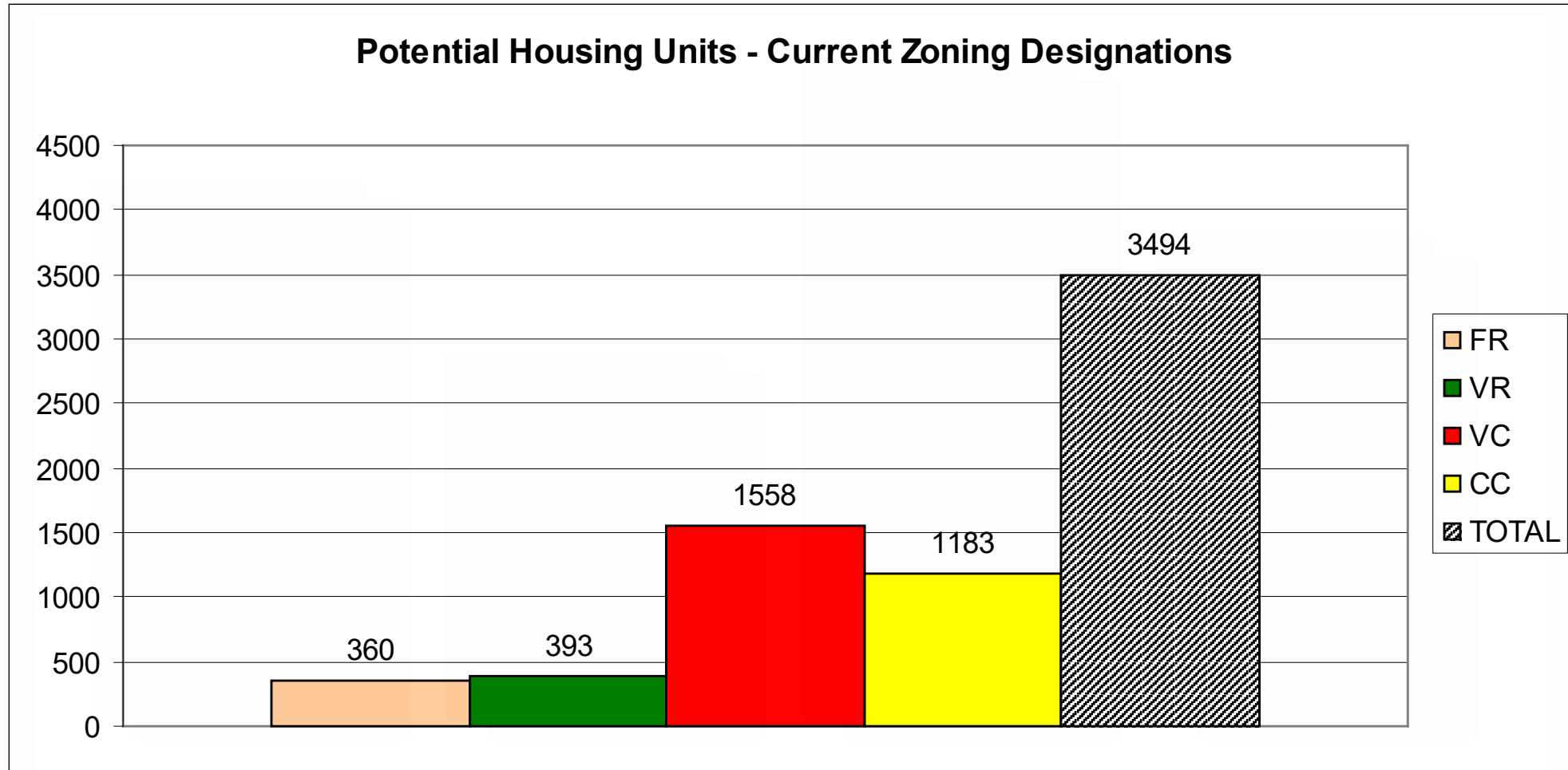
Name (please print)

Name (please print)

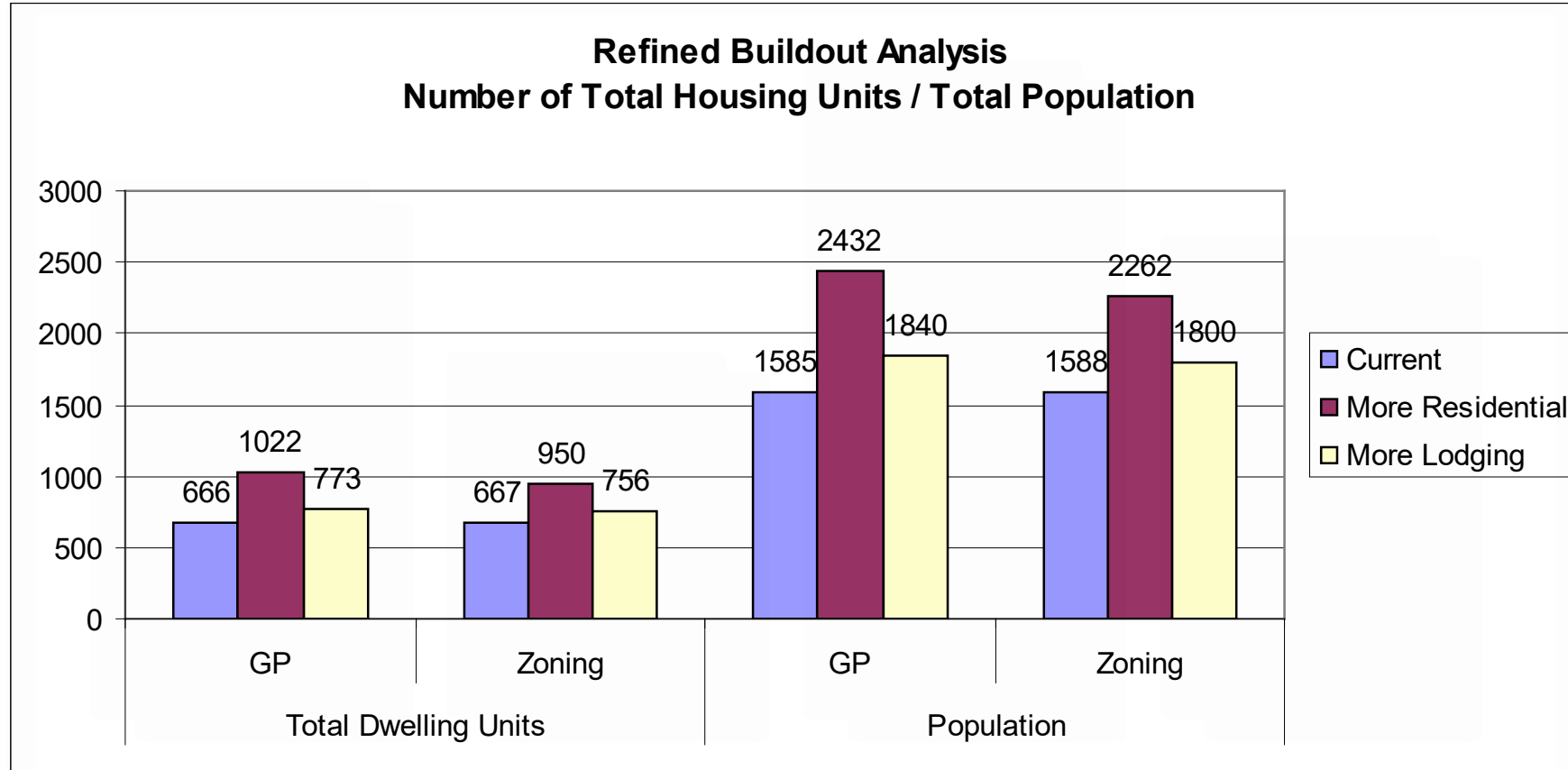
Town of Springdale Build-Out Study Update

February 5, 2020

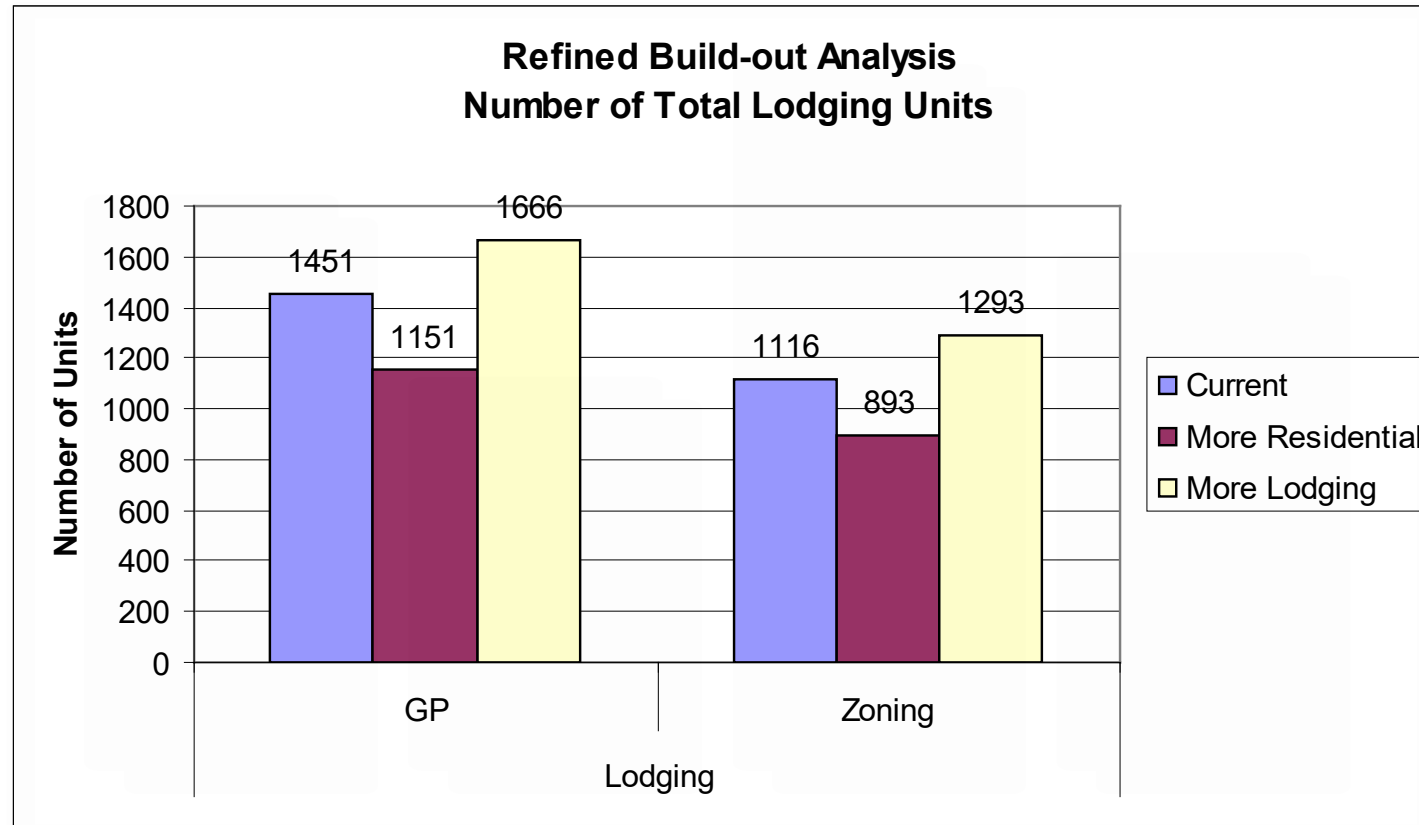
2007 Build Out Study



2007 Build Out Study



2007 Build Out Study



2020 Update

Things that have not changed:

- Total area
- Hazard area

Things that have changed:

- Zone boundaries
- Amount of existing development
- Mix of uses in commercial zones (lodging / housing / general commercial)
- Rate of redevelopment on existing properties
- Rate of maximum utilization of properties
- Household size (2.38pph in 2007)

Zone Boundary Changes

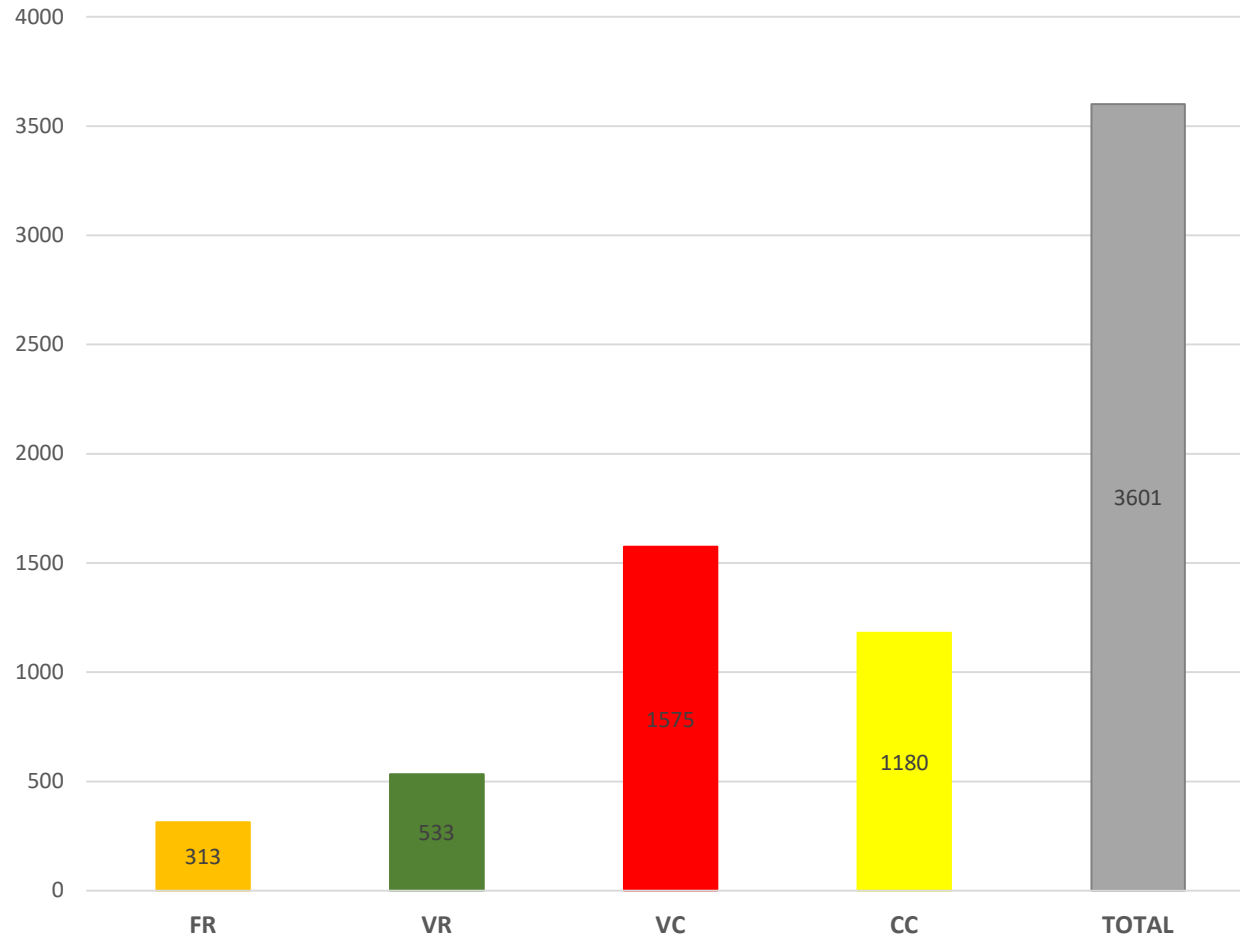
- Lion Blvd – FR to VC
- Humming Bird Lane – VR to VC
- Winderland Lane – FR to CC
- Moenave – VR to VR/VC-PD
- Multiple Properties – FR to VR
- Cottage Housing – VR to VR-CHD
- Public Use Zone Changes - FR (and CC) to PU

Zone Area Changes

- FR – decrease (approx. 13%)
- VR – increase (approx. 11%)
- VC – slight increase (approx. 2%)
- CC – very slight increase (>1%)

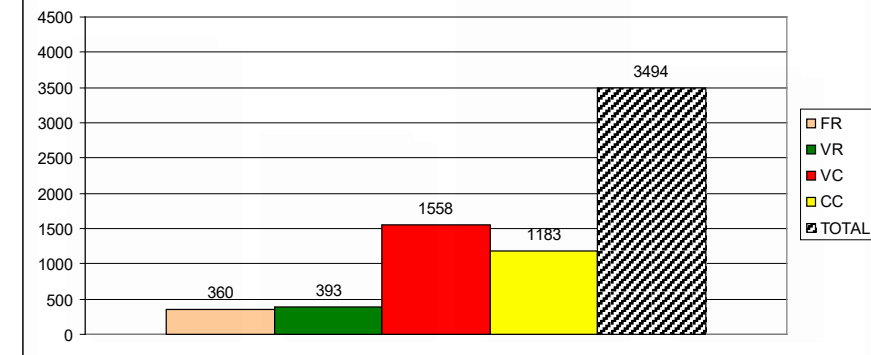
2020 Build Out Study

2020 Total Potential Units by Zone



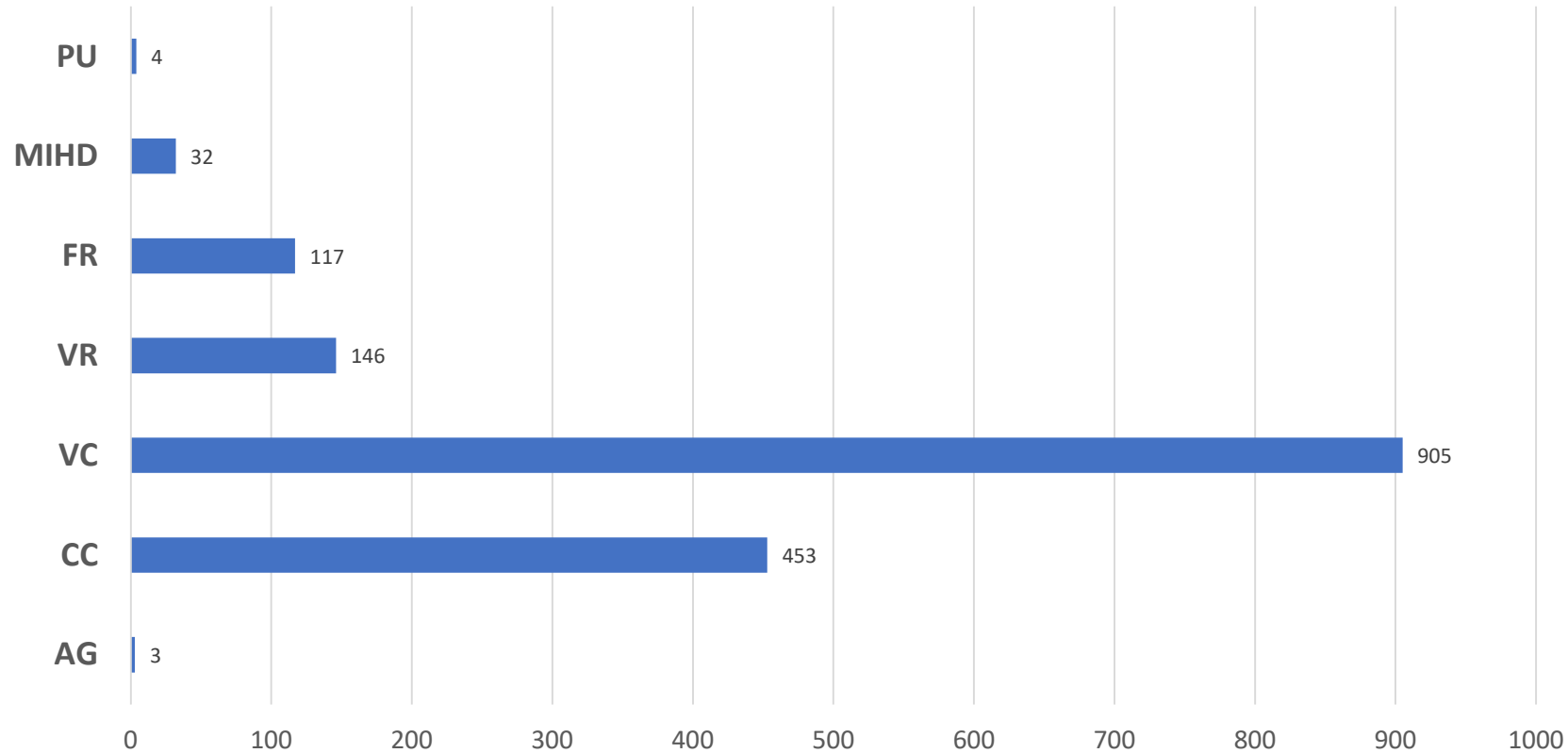
2007 Build Out Study

Potential Housing Units - Current Zoning Designations



Amount of Existing Development

Chart Existing Development (Nubmber of Units)

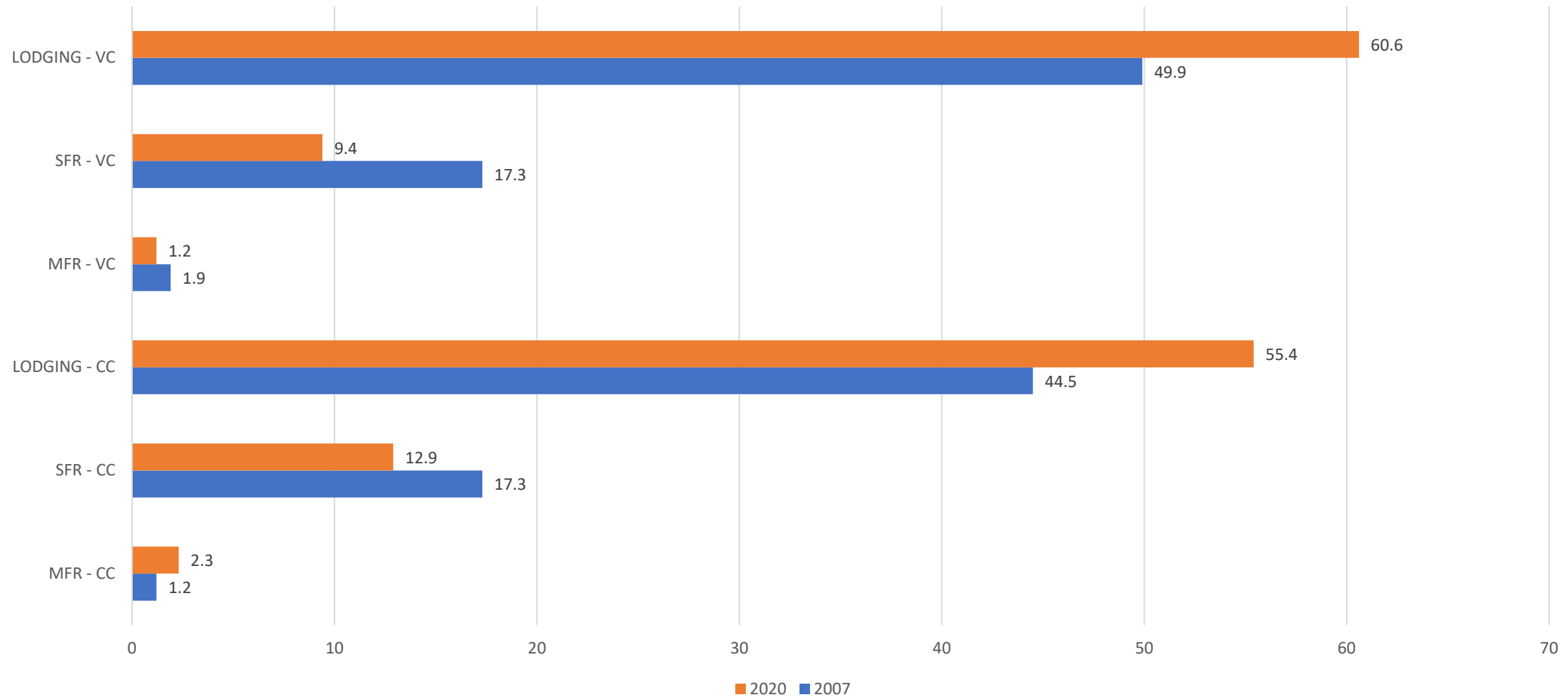


TOTAL: 1,656 Units

2007:
257 Residential Units
667 Lodging Units
924 Total Units

Change in Land Use Mix in Commercial Zones

Change in Land Use % (By Area)



Rate of Redevelopment

- El Rio
- Terrace Brook
- La Fave Gallery
- Canyon Ranch
- Giant Screen Theater (Cable Mountain Lodge)
- Driftwood Lodge

Max Utilization of Property

- Springhill Suites
- Hampton Inn
- Best Western
- La Fave Gallery
- Cliffrose

Household Size

- 2020 Census to provide accurate estimate
 - Anecdotal evidence for decrease from 2007 (2.38pph)

Conclusions

- Current trend is moving to high end of 2007 projections, or higher
- More total units
- More lodging units relative to housing units
- Projections are projections, not limits

2020 Build-Out Projections

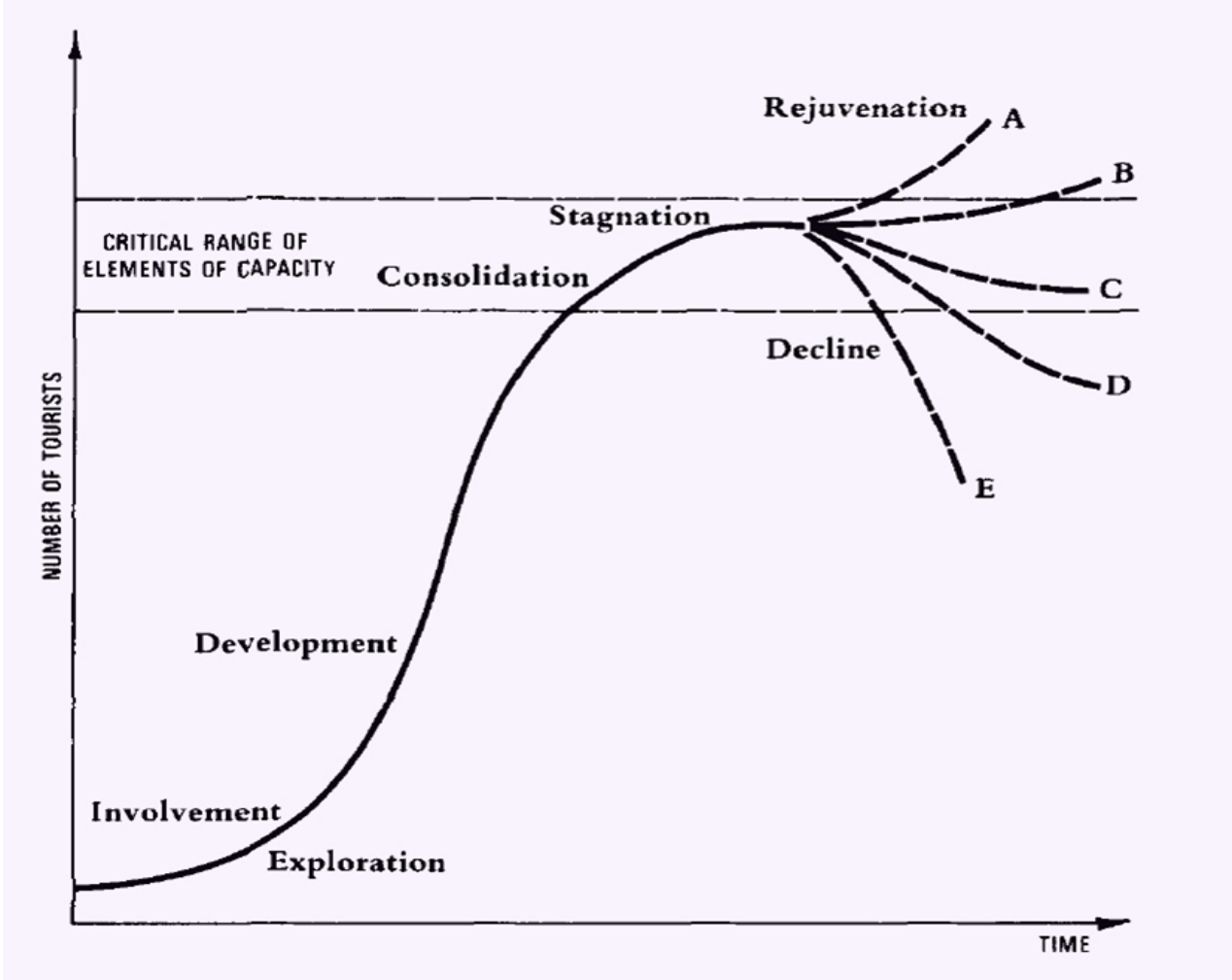
	Lodging	MFR	SFR/DUP
CC	680	68	20
VC	1182	82	51
VR			424
FR			363
MIHD			37
PU			8
TOTAL	1862	150	904

2020 Build-Out Population Projection:

- 2.1 pph
- 2,213 total population

2007 Build-Out Projection:

- 1,500 to 1,700 Lodging Units
- ~ 900 Total Housing Units
- 1,600 to 2,400 total population



Zion National Park Annual Visitation, by Year

