

1. September 22, 2021 Agenda

Documents:

[092221TCSA.COURTESY.PDF](#)

2. September 22, 2021 Packet Material

Documents:

[ITEM B1 - HISTORY - VISITOR CENTER CONSTRUCTION ALTERNATIVES.PDF](#)

[ITEM B2 - TRIBUTARY WASH HAZARD ANALYSIS BUDGET DISCUSSION.PDF](#)



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

**TOWN COUNCIL NOTICE AND AGENDA**  
**THE SPRINGDALE TOWN COUNCIL WILL HOLD A SPECIAL MEETING**  
**ON WEDNESDAY, SEPTEMBER 22, 2021**  
**AT THE CANYON COMMUNITY CENTER, 126 LION BOULEVARD, SPRINGDALE, UTAH**  
**MEETING STARTS AT 3:00PM.**

This meeting will be broadcast via Zoom Webinar for public viewing/listening only.

**\*\*Please see Zoom Webinar login information below**

**Approval of the meeting agenda**

**A. Discussion/Information/Non-Action Items**

1. General discussion and announcements

**B. Administrative Action Item**

1. Discussion and direction to staff regarding construction alternatives for the Springdale History and Visitors Center
2. Continued from September 8, 2021 – Consideration of a proposal for Erosion Hazard Study and Analysis on Tributary Washes

**C. Adjourn**

*This notice is provided as a courtesy to the community and is not the official notice for this meeting/hearing. This notice is not required by town ordinance or policy. Failure of the Town to provide this notice or failure of a property owner, resident, or other interested party to receive this notice does not constitute a violation of the Town's noticing requirements or policies.*

*NOTICE: In compliance with the Americans with Disabilities Act, individuals needing special accommodations or assistance during this meeting should contact Town Clerk Darci Carlson (435.772.3434) at least 48 hours before the meeting.*

Packet material for agenda items can be found on the Town website at <http://www.springdaletown.com/AgendaCenter/Town-Council-4>

**\*\*Persons interested in accessing the meeting can login using the following Zoom Webinar link:**

<https://us02web.zoom.us/j/86404978554?pwd=TGHLY2JLUFdaa0JTMG4wNIJGRFBFUT09>

Passcode: 301121

One tap mobile

US: +12532158782,,86404978554#,,,,\*301121# or  
+13462487799,,86404978554#,,,,\*301121#

Or Dial by telephone for higher quality

+1 346 248 7799 or +1 669 900 9128

Webinar ID: 864 0497 8554

Passcode: 301121



## Memorandum

**To:** Mayor, Town Council  
**From:** History Center Committee  
**Date:** September 15, 2021  
**Re:** **Springdale History Center Building: Requested Direction for Alternative Construction Plan**

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### ***Overview***

Over the past several weeks demolition has been taking place at the building that was to become the Springdale History Center. Originally the plan was to get the building down to studs, replace some of the lumber, shore up the foundation, and restore the building so that it closely resembled the old check-in building at the Canyon Ranch motor court. CRSA, the architect on the project, engineered the design for the project based on this plan of action. Recent discoveries necessitate adjusting the original development. Staff requests direction from the Council on how to proceed with the project based on these new circumstances.

### ***Background***

Recently, our contractor Mike Brooks discovered extensive termite damage and issues with the foundation of the building that were only visible after demoing the building down to the studs. These issues were not (and could not have been) identified during the extensive due diligence prior to the Town acquiring the building. The structure had to be largely deconstructed before these issues became evident. With this new information, Mike gave us three options on how he felt we could proceed with the project.

The first option is to repair or work around the termite and foundation damage and continue forward as best we could with the original plan from CRSA. This would result in a finished product that doesn't adequately address the issues at hand and, quite frankly, is a poor finished product. The foundation would continue to crack and settle, and the termite damage would not be adequately corrected. No matter how we try to work around the safety concerns it would be difficult or impossible to remedy them to the point of making the building safe. Mike indicated this is not what he would recommend.

The second option involves saving the second story of the existing structure (which is in relatively good condition) while replacing the entire first floor. This would include the demolition of footings and reframing the first floor. In Mike's opinion, this option is rather unsafe for his crew. He also indicated that because of the way the building was constructed originally, it would be extremely difficult to make the connection between the newly constructed first floor and the existing second floor structurally sound. We would also need engineering approval before Mike would feel comfortable moving forward, resulting in significant added costs.

The third option, which is the option that Mike recommends, involves the complete demolition of the existing structure and reconstructing the same building on the same footprint, using CRSA's plans. In Mike's opinion, this is the safest and cheapest option, and results in the best finished product.

## **Analysis**

The History Center Committee has considered all three of these options. The first option is not workable because it will result in an unsafe finished product. Both options two and three are problematic from a code compliance perspective—they both violate the allowances for “ordinary maintenance and repair” of non-complying structures.<sup>1</sup>

Because these three options appear to be non-workable, the History Center Committee has developed a fourth option which we feel would work best for our current situation. It involves complete demolition of the existing structure and the construction of a new structure that conforms to all the necessary requirements in the Town Code, including requirements for setbacks.

This new structure would not be placed in the same footprint as the existing structure.

The Town Engineer has produced an early and preliminary concept sketch showing how a building with a 1,000 square foot footprint could be developed on the property while meeting setback requirements. For comparison, the existing structure has just under 900 square foot of area in its footprint. Of course, final design and footprint will be determined at a later point, but this concept sketch demonstrates that a slightly larger building than exists now could be placed on the property while meeting all required setbacks.

This option has a number of advantages:

- It ensures development on the lot will be fully compliant with all land use standards (no need to rely on non-complying structure allowances).
- It eliminates problematic issues with the existing building that will be expensive and technically difficult to remedy (cracked foundation, termite damage, etc.).
- It will give the Town a brand-new building, with all new construction. This will ensure a longer life to the structure and will avoid increased maintenance and repair costs associated with an older building.
- It will allow the Town to design the structure to meet the specific needs of a history and visitors center. While the history center team has done a great job of making the existing building work effectively as a history and visitors center, a new building designed specifically for this use will allow the Town to utilize the limited building space more efficiently.
- According to Mike Brooks, building a new structure from the ground up will be more cost effective to construct than rehabilitating an existing structure. Thus, the Town will get a better product for the money in the budget.

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<sup>1</sup> The existing building does not comply with the required side setback. The building is a legal non-complying structure. As such it is allowed to remain in its current non-complying configuration as long as no new non-complying aspects are added. However, if the building is removed all new development on the lot must comply with current land use standards (see section 10-21-3). While a non-complying building may receive “*ordinary maintenance and repair*” (defined in section 10-21-9(A)) staff finds that both removing significant portions of the building (option two) and removing the entire buildings then reconstructing it (option three) violate the Town’s non-complying structure standards.

- A large amount of area on the property is currently planned to be devoted to access ramps into the structure, since the floor elevation is several feet higher than existing ground. A new structure can be placed at grade level, negating the need for an access ramp and allowing more efficient use of the limited property area.

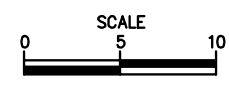
Of course, the rebuild option also has some negatives:

- The Town will incur additional design and engineering costs associated with a new structure.
- The development timeline will be extended. The Town will need to produce a new design, obtain appropriate approvals, etc. before construction can proceed. This will add several months, at a minimum, to the development timeline.
- The historic nature of the existing structure will be lost. (Note that the Town intends to preserve as much of the useable lumber from the existing structure as possible to highlight in the reconstruction. And the structure will be designed consistent with the historic nature of the existing building.)

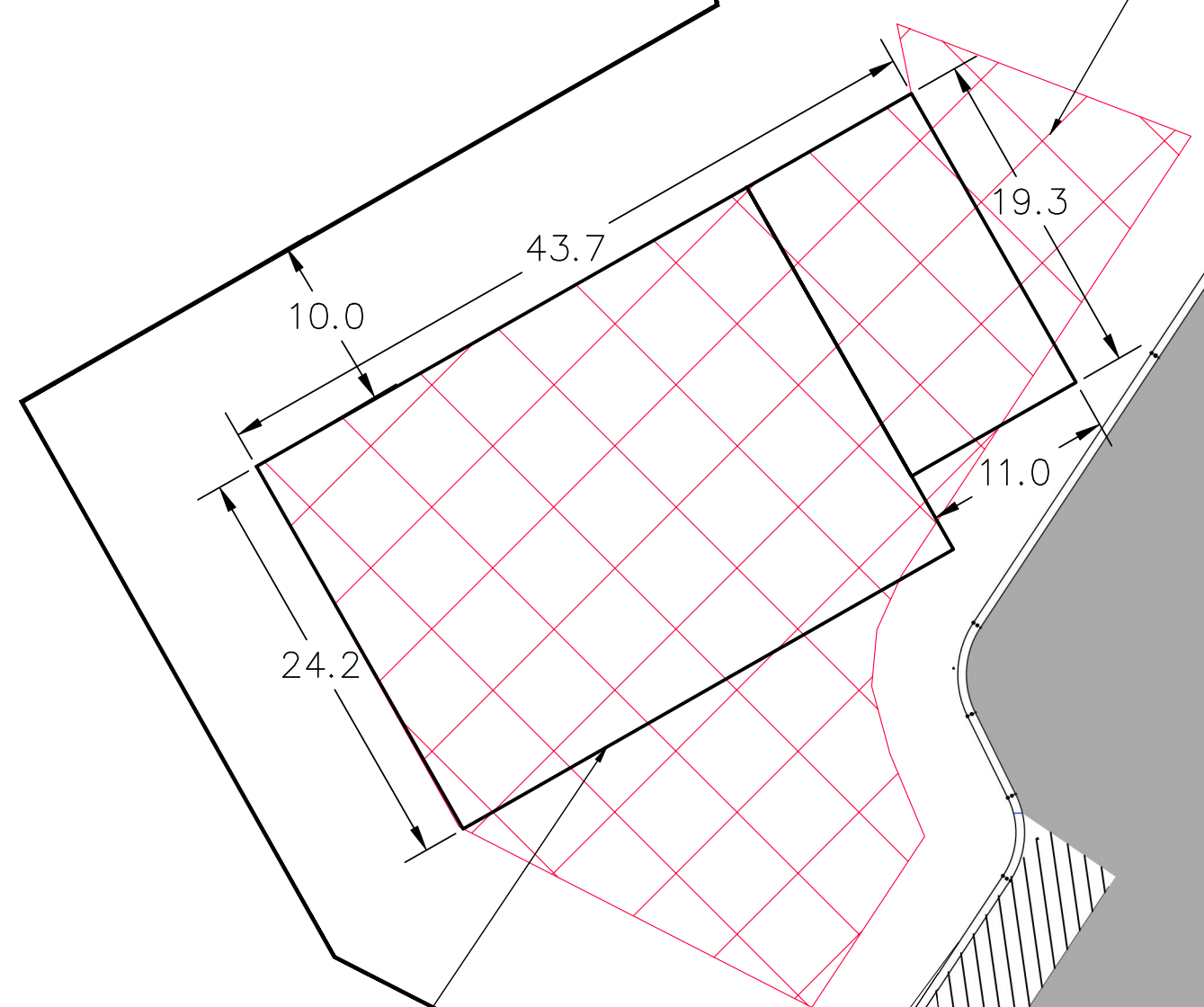
#### ***Recommendation***

Staff and the History Center Committee have tried diligently to rehabilitate and restore the existing structure on the property into a history and visitors center. This original plan had many advantages. It preserved an important piece of Springdale's history. It preserved an existing building, and the character associated with it. It demonstrated the ability to reuse and adapt existing structures into new uses. However, due to factors which were unknowable at the outset of the project this original plan now appears to be impossible, or at least extremely difficult, to accomplish.

Staff and the History Center Committee have adapted to this new information and set of circumstances by developing a "rebuild" concept for the property. Staff recommends the Council authorize staff to continue working toward this option. Staff recommends the Council to direct the contractor to proceed with demolition of the existing historic structure, and direct staff to start the planning and design process for a new replacement structure on the property that meets all land use standards.



BUILDABLE AREA (1,452.7 SF)




POTENTIAL BUILDING FOOTPRINT  
(1,000 SF)

PROPERTY BOUNDARY

STATE HIGHWAY 9

REV. NO.	COMMENT	DATE

FOR REVIEW ONLY  
 NOT  
 FOR CONSTRUCTION



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**TOWN OF SPRINGDALE**  
**MUSEUM BUILDING**  
 OPTION 1  
 SITE PLAN

SEI NO.	DESIGNED	DRAWN	CHECKED	SHEET NO.	
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## Memorandum

**To:** Mayor, Town Council  
**From:** Rick Wixom  
**Date:** September 17, 2021  
**Re:** **September 22, 2021 Town Council Meeting**  
**Budget Discussion re: Tributary Washes Erosion Hazard Analysis**

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During the last meeting as the Council discussed an agenda item regarding an erosion hazard analysis on tributary washes, the Council asked that staff look at the current year budget and determine if there are expenses that could be adjusted or postponed to enable this work to be done during the current fiscal year. As reported in the meeting on September 8<sup>th</sup>, the cost for this proposed analysis would be approximately \$60,000-70,000 to complete.

Based on a review of this year's budget, I find limited opportunities to postpone other work to prioritize this analysis into the current year. Budgeted expenses that might cover the anticipated costs have been reviewed and prioritized by the Council and staff, included in the adopted budget and capital priorities list, and at this point are either under contract and in progress or been discussed with interested consultants and RFPs are being prepared.

My recommendation is to follow option 2 as outlined on the attached September 8<sup>th</sup> agenda item staff report. I recommend the tributary hazard analysis be added to the FY 22-23 – Year Two Consultants portion of the capital priorities list (attached) and be prioritized by the Council for inclusion in next year's operating budget.

## Consultant Needs

### FY 2021-22 - Year One (Immediate)

#### Admin

Ordinance revision consultants/Town Attorney		\$20,000	10-43-320
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#### Streets

Transportation consultant -Winderland/Paradise	UDOT grant match	\$45,000	10-60-310
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#### Community Development

Annexation Policy Plan		\$7,500	10-78-310
BRIC Application		\$15,000	10-78-310
Streetscape consultant/streetscape plan		\$60,000	10-78-310
Active Transportation Plan	Public Health grant	\$25,000	10-78-310
Misc ordinance revision consultants		\$20,000	10-78-310

#### Historic Preservation

Historic consultants (staff, SHPC, history center architect, history society)			
Projects/uses for removed ditch rock			

#### Water/Irrigation/Sewer Fund

Update GIS mapping		\$15,000	Split -310
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### FY 2022-23 - Year Two (Short Term)

#### Admin

Financial Consultant (building/facilities projects)			10-43-310
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#### Parks and Recreation

Parks Master Plan (last done in 2013)			10-70-310
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#### Community Development

Open space plan			10-78-310
Affordable Housing Assistance (if moving forward with CLT, PID, or TDR)			10-78-310
Erosion Hazard Study and Analysis of Tributaries		\$70,000	10-78-310

#### Water Fund

Culinary Water Master Plan (storage 2009) (treatment 2015)			51-40-310
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**FY 2023-24 - Year Three (Near Short Term)**

**Admin/Community Development**

Town Survey			10-43-310
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**Over Three Years (Long Term)**



**Memorandum**

**To:** Town Council  
**From:** Thomas Dansie  
**Date:** September 3, 2021  
**Re:** Erosion Hazard Analysis of Tributary Washes

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In July 2020 the Town adopted an Erosion Hazard Ordinance that requires property owners to mitigate erosion hazards when property in the Virgin River corridor is developed. The ordinance is based on a detailed analysis of the river corridor which identified specific factors indicating where property is at risk of erosion hazard. The ordinance requires new development to address these erosion hazards in a way that protects and enhances the health of the Virgin River. The ordinance only addresses erosion hazards along the main channel of the Virgin River. It does not address erosion hazard associated with side tributary washes.

When the Council adopted the erosion hazard ordinance in 2020 there was brief discussion of erosion hazards associated with side tributary washes. The Council acknowledged these risks, but did not regulate the tributary washes in the ordinance because the prerequisite erosion hazard analysis had not been completed.

Recent flood events on tributary washes serve as a reminder of the destructive potential of flooding on side washes. Climate change modeling predicts that severe precipitation events capable of producing destructive floods will increase in frequency and intensity in the future. It is likely that destructive flooding on side washes will become more frequent in the future.

The Council may wish to consider completing an erosion hazard analysis of the side tributary washes. This will allow areas near side tributary washes at risk of erosion hazard to be included in the erosion hazard ordinance. This will promote safety and avoid property damage by requiring mitigation of erosion hazards at the time property is developed.

Rosenberg Associates completed the original erosion hazard analysis of the main channel. They have submitted an initial estimate of \$60,000 to \$70,000 to complete a similar analysis of the side tributary washes, depending on how many tributaries are analyzed.

The current budget does not include funding for this analysis. Recent flooding, mentioned above, has highlighted the risk of destructive flooding and erosion on the tributary washes. Thus, staff is bringing this item to the attention of the Council now as a proposed priority.

If the Council desires to move forward with an erosion hazard analysis of the side washes there are a number of different strategies to fund this study:

1. Make an amendment to the current year's budget to fund the study. This would likely mean postponing other projects that are in the current year's budget. The Council should select this option if the erosion hazard analysis of tributary washes is a very high priority.
2. Include funding in the 2022-23 budget for the study. This would allow the study to go through the normal budget process. But it would mean delaying the study for one year. The Council should select this option if the erosion hazard analysis of the tributary washes is a medium high priority.
3. Place the study on the Town's Capital Projects list for funding in the next three to five years. The Council should select this option if the erosion hazard analysis of the tributary washes is a medium priority.

In any of these scenarios there is a potential of grant funding to help defray the cost of the study.

Staff anticipates receiving direction from the Council regarding this item at the Council meeting.

