

GRAND COUNTY PLANNING COMMISSION

Monday, March 28, 2022

4:30 P.M. Regular Meeting

****PLEASE NOTE: THIS MEETING WILL BE HELD VIRTUALLY & IN PERSON****

Commission Chambers

125 E. Center St Moab, Utah

Join via Zoom <https://us02web.zoom.us/j/84930753400> Meeting ID: **849 3075 3400**

Or call in to meeting: **(669) 900-6833** and when prompted, enter meeting ID

Send written comment to planning@grandcountyutah.net or call **435-259-1343**

Type of Meeting: Regular Planning Commission Meeting
Facilitator: Chair Emily Campbell
Attendees: Planning Commissioners, interested citizens, and staff

4:30 PM

- Call to Order *Chair*
- Citizens to be Heard – public comment opportunity for any item not listed as a public hearing
- Ex Parte Communications and Disclosures

Action Items (Administrative) 1) Approval of Meeting Minutes from March 14, 2022 *Chair*

Discussion Items 2) County Commission Update *County Commission Liaison*
a) action items update

Discussion Items 3) Staff Updates: *Staff*
a) Debrief on APA Utah chapter conference in Kanab
b) Utah State Legislature updates for General Plan and LUDMA
c) LUC update steering committee meeting on April 1st, then with larger group on April 12th
d) Any new directives from Planning Commission with regard to LUC updates are welcome.

Action Item (public hearing) 4) Public Hearing for Book Cliffs Small Area Plan *Staff*
a) Staff report

5:30 PM

Citizens to be Heard – public comment opportunity for any item not listed as a public hearing *Chair*

ADJOURN

DEFINITIONS:

Public hearing = a hearing at which members of the public are provided a reasonable opportunity to comment on the subject of the hearing.

Public meeting= a meeting required to be open to the public pursuant to the requirements of Title 52, Chapter 4, Open and Public Meetings; the public may or may not be invited to participate.

Legislative act = action taken by the County Council or Planning Commission; amending ordinances, adopting general plan, Annexations, zoning and rezoning; a reasonable debatable action that could promote the general welfare of the community.

Administrative act = action taken by the Planning Commission, County Council or staff interpreting ordinances and regulations, conditional uses, approving subdivision, site plans, issuing building permits; an administrative decision must satisfy the requirements prescribed under state law or the County Land Use Code, whichever is stricter.

REGULAR PLANNING COMMISSION MEETING MINUTES
Monday, March 14th, 2022 at 4:30pm

The Grand County Planning Commission held its regular meeting on the above date, with attendees participating in person and remotely via Zoom

<https://us02web.zoom.us/j/84930753400> Meeting ID: 849 3075 3400

YouTube recording of meeting can be viewed at https://youtu.be/D_aqSMIn2w Recordings archived at www.grandcountyutah.net/AgendaCenter

In attendance:

Planning Commission Chair Emily Campbell, County Commission Liaison Trisha Hedin, Commissioner Steve Evers, Commissioner Rick York, Commissioner Makeda Barkley, Commissioner Robert O'Brien, Commissioner Josie Kovash, Associate Planner Elissa Martin, Planner Jenna Gorney

Commissioner Campbell calls the meeting to order at 4:32pm

Citizens to be Heard (outside of scheduled public hearings) -

Reed Pendleton - Regarding Housing ratio for OAO and how it was calculated (ratio needs better defined)

The ratio does not include all the Residential units including:

Apartment units

Commercial employee units

Workforce housing units on property

Assured housing not counted

RV Parks used for long term housing only counted as one.

Should we be considering residential units in Spanish Valley that are in San Juan

County, where much of new residential development is occurring?

Ex Parte Communication and Conflicts of Interest - None

Action Items:

1. Approval of meeting minutes from February 28th, 2022.

- With edits suggested by Commissioner O'Brien

Commissioner Barkley moves to approve

Commissioner O'Brien seconds.

All in Favor - all

Approved

2. Discussion items:

County Commission update - Trisha Hedin

Commission meeting action items update

- Land Use Code Updates - Prioritization request at Co. Commission meeting

- Solidified Letter of support for possible acquisition of UMTRA water line
- Gabriel Woytek left the Commission and is new Clerk Auditor
- Staffing: Commission notice of Vacancy for at Large County Commissioner
- House Bill 146 - to regulate Business Licensing (Food Truck Bill that included licensing and Noise Ordinance info)
- Meeting on the March 22nd to discuss Noise Ordinance options
- Ask will be made to Co. Commission to ratify Chair's signature to veto that Bill
- Blue Ribbon Coalition filed claims against the County and City for damages - up to 1 million due to the regulation put on them related to Noise Ordinance
- The last day to run for any open Commission seat has ended.
- Last day to register to vote is June 17th
- Meeting with Mark Stilson in Chambers at 1:30 Tuesday March 15th

Land Use Code Updates discussion

- The County Commission was able to look at options of updates and priorities including ADUs, Assured Housing, Tiny Homes.
- The item as presented was more of a conversation about the nature and scoping of the various options rather than a prioritization exercise
- The OAO ratio was quantified by Commissioner Walker as a baseline for decision making
- Take Away from that meeting- we do need to prioritize - would this better be a workshop or a smaller working group? In small working group format, possible outcomes of each option could be identified and presented.
- Let's put together a smaller working group - Commissioner Kovash and Commissioner O'Brien to continue - Commissioner Evers would like to be included as well
- Commissioner O'Brien: the ratio should be calculated in the same way it was previously (old methodology) however there are outlier situations that would affect that ratio and those modifications can be made.
- Status of Google doc for sharing with the Commissioners: It should be sent out tomorrow for review: timeline, prioritizing those items, options and outcomes will be included
- April 12th - meeting proposed for Land Use code working group.
- Start the conversation of Land Use Code rewrite

3. Staff Updates

a) LUC Updates/re-write and meeting April 12th

- Included in discussion above

b) Book Cliffs small area plan being drafted

- Being drafted
- Should be ready Wednesday for review
- Background information has been gathered for Wednesday

- Public Hearing April 4th - noticing for the meeting must happen this Friday
 - The Seven County Infrastructure Coalition dropped their application with BLM - citing loss of tourism in their communities and they have other projects at this time
- c) MOU between City and County Planning Commissions
- County Commission approved and signed the MOU for County PC and MC.
 - With the City for approval at their body
- d) Debrief of Public Open House
- Was March 3rd
 - About 50 attended
 - Planning Office will work to reach additional demographics
 - Some scenario planning worksheets completed that evening but instead they were taken to complete later, so we hope to receive them back completed
 - Commissioner Campbell: Balanced representation was in attendance
 - Format was good - continue this format for the General Plan outreach in the future.
- e) Land Use Inventory progress update
- Draft presented at Public Meeting on March 3rd
 - Goal to show density within the parcels for residential uses
 - Would like the map to show where on the ground do we have true density
 - Where do we have actual commercial nodes and where should future nodes go
- f) General Plan and Strategic Plan proposed Timelines
- See Agenda Packet for full timetable
 - April 11th Public Hearing to adopt the draft General Plan
 - April 19th joint workshop on land use
 - May 3rd final proposed adoption date at County Commission
 - 30 day Referral period in an effort to go above and beyond the 10 day requirement
 - Commissioner Campbell - is there a way to break the plan out into smaller sections so comments can be made for an individual section as opposed to the full plan?
 - What additional outreach and Town halls are planned ? how are we ensuring that outreach is occurring across all demographics
 - April 27th & 28th Town Halls are that meant to meet that goal
 - Those meetings are intended to be held at the Grand Center and the other in Spanish Valley at GWSSA offices
 - Commissioner O'Brien - Does the draft Plan go out to the public in current draft format. Should we discuss the suggested changes that were submitted before the plan is presented to the public for comment?

- Comment incorporation: put a “Last updated” stamp on the most recent version that will be updated to Grand County Connects
- Do a track changes once a week as comments are suggested
- Additional outreach options:
 - Facebook advertising
 - Write something in paper call to action
 - Radio stations
- Potentially make a Google doc available to the public in more bite sized pieces for review
- Provide links to each chapter to focus on

4. Future Considerations

- a) Next Open House will be presented with a parcel specific Future land Use Map
 - Tentatively scheduled for late April
 - Bill will be coming back in late April to present parcel specific future land use map
 - Draft will be circulated to staff in advance

Adjournment 5:21pm

Motioned by Commissioner O'Brien

Seconded by Commissioner Evers



STAFF REPORT

PLANNING & ZONING DEPARTMENT

DATE: Monday, March 28, 2022

TO: Grand County Planning Commission

SUBJECT: Book Cliffs Small Area Plan public hearing

RESPECTFULLY SUBMITTED: Elissa Martin, Planner

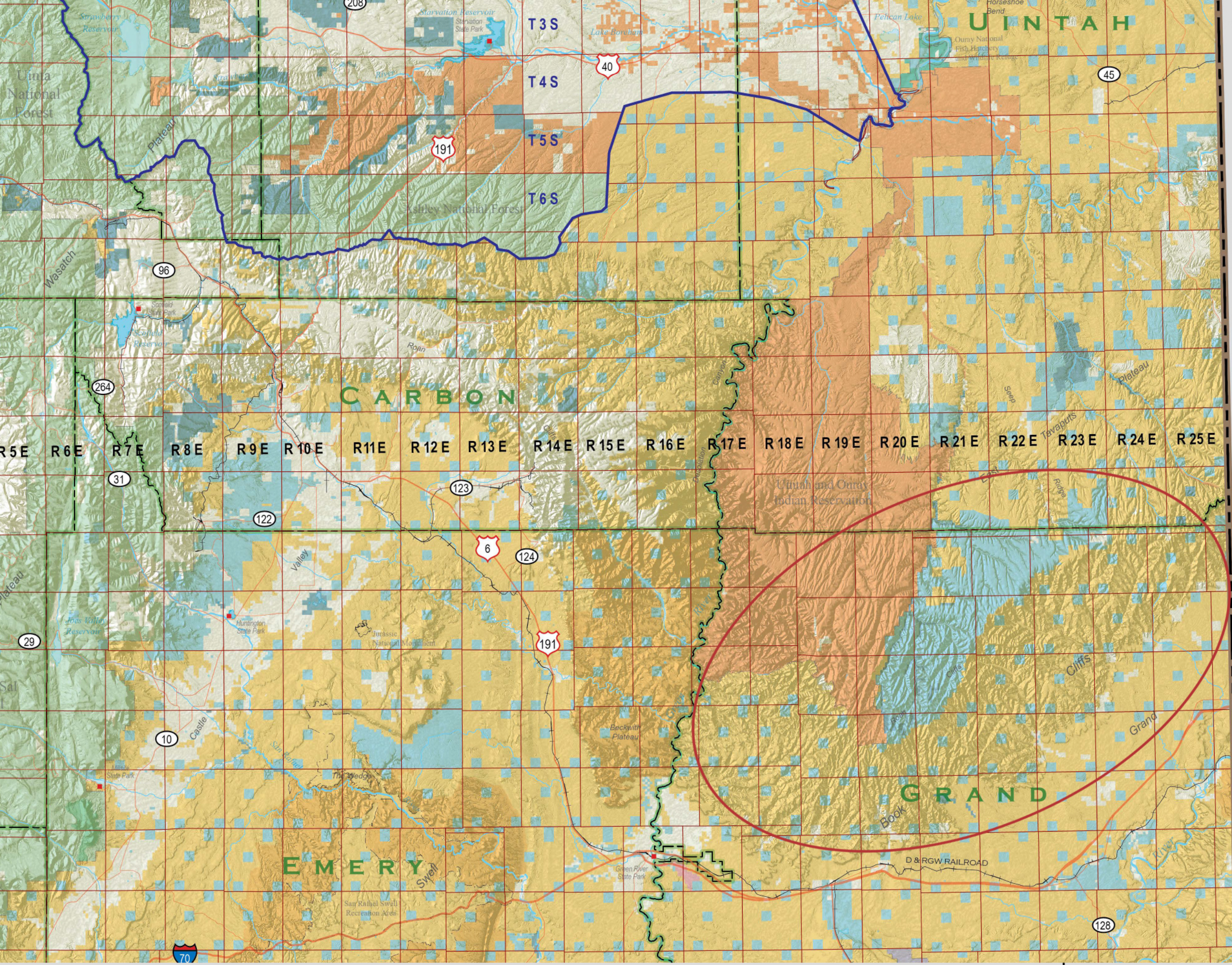
STAFF RECOMMENDTION: Review the draft Book Cliffs Small Area Plan (SAP), solicit public comments, and provide a recommendation to the County Commission, with any changes/edits that may be needed for final adoption.

SUMMARY: The Book Cliffs SAP will be considered for adoption at an upcoming County Commission meeting. It will be an amendment to the 2012 General Plan, an appendix of the 2030 General Plan as well as the 2022 Grand County Resource Management Plan.

This is a draft plan; Planning Commission suggestions for edits are welcome at this stage. Planning staff also would like the Planning Commission's approval to send the draft plan to SCJ consultants for final editing, including drafting a conclusion, and formatting images and design elements.

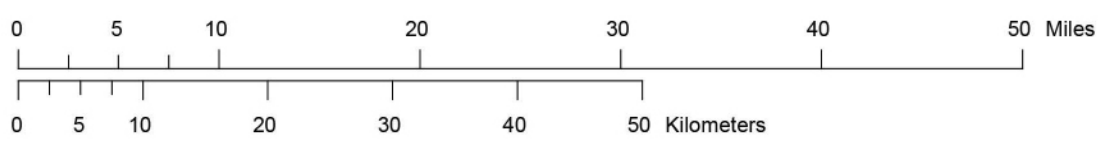
[Book Cliffs google doc](#)

[Images](#)



- Bureau of Land Management
- BLM Wilderness Area
- US Forest Service
- US Forest Service Wilderness Area
- Bankhead-Jones Land Use Lands
- Indian Reservation
- US Fish & Wildlife National Wildlife Refuge
- Military Reservations and Corps of Engineers
- Private

- National Park Service
- National Park Service Wilderness
- State
- State Parks and Recreation
- State Wildlife Reserve / Management Area



Scale = 1:600,000

- Interstate
- Highway
- State
- State Boundary
- County Boundary
- Proclamation Boundary
- Railroad
- Drainage (Streams, Rivers)
- Drainage (Major Rivers)
- Intermittent Water
- Dry Lake or Pond

Grand County

Book Cliffs Small Area Plan

“The scenery was grand beyond description; the fantastic shapes of the mountains to the northward resembled in some places interminable ranges of fortifications, battlements, and towers, and in others immense Gothic cathedrals; the whole was bathed in beautiful colors thrown over the sky and mountains, and reflected in the stream by a glowing sunset.”

~ Gwinn Harris Heap, first recorded description of the Book Cliffs by a European, Beal Expedition 1853; retrieved from the June 2003 edition of *The Outcrop* the journal of the Rocky Mountain Association of Geologists

Introduction:

The Book Cliffs area spans southern Uintah County and northern Grand County, east into Emery and Carbon counties and beyond into western Colorado. Its boundary is described by the Bureau of Land Management (BLM) as “beginning in the northern desert shrub zone at about 5,500 feet in elevation and rises southward to about 8,500 feet in the aspen and fir zones.” The Uintah and Ouray Indian Reservation encompasses its western boundary; outside of that, most of the Bookcliff Range is managed by the BLM and the Utah State School & Institutional Trust Lands Administration (SITLA). The Book Cliffs area is renowned for its “frontier mystique,”¹ as it is only accessed by rural dirt roads, used for hunting, recreation, cattle grazing and some fossil fuels extraction. Due to this remote location and limited access, the native wildlife and big game thrive here. The Book Cliffs are valued for the abundance of solitude, undisturbed habitat, and archeological sites.

Background:

Over the past three decades, the idea of a highway through the Book Cliffs has been widely and thoroughly debated in Grand County. Since the first formal proposal in the late 1980s, it has been a major election issue multiple times (most notably in 1992 and 2014), and in all cases the candidates opposed to the Book Cliffs highway have prevailed. Thus, the ideas that (1) the Book Cliffs should be managed for conservation purposes and (2) construction of a paved north-south corridor through the Book Cliffs should not be allowed are perhaps the most well-supported policy positions in Grand County.

Purpose: The historic controversy over the Book Cliffs Highway has revealed over and over that Grand County citizens share common values tied to the Book Cliffs area. And while the land itself is not directly managed by the County, it is best practice to plan for all areas within the County and work with the respective land management agencies to coordinate efforts for a

¹ <https://www.blm.gov/visit/book-cliffs-recreation-area>

shared vision. This Small Area Plan establishes what Grand County citizens value about the Book Cliffs area in its historic and present state, and the goals and policies which support those values. This plan is an amendment to the 2012 General Plan and is an appendix of the General Plan 2030 (Update), adopted in the spring of 2022.

Values, Goals and Policies for the Book Cliffs Area:

VALUE: *Healthy, intact ecosystems and wildlife habitat for big game*

As the pressures of climate change increase (drought, heat, disease, invasive species, etc), it becomes more important than ever to conserve land supporting large wildlife populations and to manage intact ecosystems wherever possible. The Book Cliffs are remote, rugged, and exceptional habitat for elk, bison, bighorn sheep, pronghorn and mule deer herds. East and Hay Canyons in particular, provide essential habitat and migration corridors for big game. These canyons also harbor scarce perennial water and provide critical winter range for big game. (<https://wildlifemigration.utah.gov/land-animals/corridors/>).

GOAL: Manage the Book Cliffs for healthy wildlife populations and protect connected, whole ecosystems and habitat.

POLICIES:

- a) Prioritize healthy keystone species populations.
- b) Prioritize protection of riparian areas and water sources.
- c) Prioritize protection of wildlife migratory routes, mating and fawning/lambing/calving areas, and essential habitat.
- d) Support travel management planning that reduces the volume of motorized routes in riparian areas, nesting/fawning/lambing/calving habitat, and migratory corridors.
- e) Oppose new road construction where it would impact wildlife migration corridors or summer/wintering grounds.
- f) Work to limit animal collision fatalities across the area.
- g) Support creation of conservation easements for wildlife management on privately held land.
- h) Support adaptive management strategies to reevaluate rangeland carrying capacities in relation to efforts to increase wildlife and big game populations, update grazing permits and stocking rates accordingly.

GOAL: Manage area for climate resiliency

POLICIES:

- a) Develop drought triggers and responses for rangelands.
- b) Enhance the ability of drinking water aquifer watersheds to capture and infiltrate water.

- c) Support land administering agencies in the effort to return wildland fire to the landscape in manners which mimic the ecological fire regimes endemic to the Book Cliffs.
- d) Protect areas around springs and riparian areas for habitat.
- e) Oppose new fossil fuel development or leasing.

VALUE: *Socio-Cultural resources, past and present*

The Book Cliffs are home to some of the most stunning archeological sites, reflecting indigenous Puebloan tribes dating back thousands of years and more recently Uintah Utes. Many of these sites have been well preserved over the years, again due to limited access and the remote location. With increased access, via a paved highway, inevitably archeological sites would be exposed to increased vandalism. The region is also recognized for renowned wildland experiences particular to roadless areas. These areas provide an experience for those (horsemen/backpackers/hunters/ fishermen) that only 2% of public lands can provide.

GOAL: Protect petroglyphs/pictographs and other archeological and cultural sites

POLICIES:

- a) Support the protection of archeological resources within the Book Cliffs.
- b) Support protection of the inscriptions of Euro-Americans during the westward expansion and settlement of the region.
- c) Oppose large-scale ground and/or rock face disturbing activities.
- d) Oppose new road construction that would increase incidences of vandalism or disturb or disrupt known cultural resources.

GOAL: Preserve opportunities for remote and uncrowded recreation

POLICIES:

- a) Manage the area for wilderness, roadless, and primitive backcountry experiences.
- b) Do not increase paved access to the area.
- c) Support efforts to “uplist” WSA’s in the Book Cliffs to congressionally designated Wilderness.
- d) Support the retention of roadless areas.
- e) Oppose the construction of new roadways and new rights-of-way.

VALUE: *Balance use of public lands within the means of local services*

The County supports the BLM’s capacity to manage the Book Cliffs area for multiple uses while balancing those uses with the public service capacities of local governments. Within the Book Cliffs area, many miles of County B roads are maintained by Grand County. With increased access to the area creating more traffic on County B roads, it will cause additional maintenance and costs that the County would have to bear.

GOAL: Support multiple-use management that is considerate of the administrative obligations of local governments and capacity of public service providers

POLICIES:

- a) Avoid actions that would increase maintenance needs of County B-roads.
- b) Avoid actions that would significantly increase search and rescue, wildland fire management, or law enforcement presence in remote areas.

GOAL: Address dust sources on public lands

POLICIES:

- a) Reclaim drill pads after production ceases.
- b) Reclaim unused or redundant oil and gas roads.
- c) No new road construction.

Conclusion: [insert concluding remarks]

"I am glad that I shall never be young without wild country to be young in. Of what avail are forty freedoms without a blank spot on the map?" ~ Aldo Leopold

