

GRAND COUNTY
Planning Commission
Monday, October 24, 2022
4:30 P.M. Regular Meeting

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

REGULAR PC MEETING:

IN PERSON: County Commission Chambers 125 E. Center St. Moab, UT

VIRTUAL: 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 435-259-1368.

Type of Meeting:	Regular PC Meeting	
Facilitator:	Chair Emily Campbell	
Attendees:	Planning Commissioners, County Commission liaison, Planning & Zoning staff, interested citizens	
4:30 PM		
	Regular Meeting	
	<ul style="list-style-type: none"> ● Call to Order ● Citizens to be Heard – public comment opportunity for any item not listed as a public hearing ● Ex Parte Communications and Disclosures 	<i>Chair</i>
Action Items: (Administrative)	1) Approval of Meeting Minutes from October 10, 2022	<i>Chair</i>
Discussion Items:	County Commission Update	<i>County Commission Liaison</i>
	2) Commission meeting action items update	
	Planning Commission Workshop	
	3) Future Land Use Plan PC workshop	<i>Staff</i>
	a) See staff report	
5:30 PM		
	Citizens to be Heard – public comment opportunity for any item not listed as a public hearing	<i>Chair</i>
6:30 PM		
	Citizens to be Heard – public comment opportunity for any item not listed as a public hearing	<i>Chair</i>
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, October 10th, 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 the meeting can be viewed at <https://www.youtube.com/watch?v=v-aEO5kGc6g> Recordings archived at www.grandcountyutah.net/AgendaCenter.

In attendance:

Commission Chair Emily Campbell, Commissioner Aaron Lindberg, Commissioner Bob O'Brien, Commissioner Steve Evers, Commissioner Makeda Barkley, Commissioner Rick York , Planning Director Elissa Martin, Associate Planner Jenna Gorney, VISTA Planning Technician Noelle Gignoux

Absent

Commissioner Tony Mancuso
County Commission Liaison Trisha Hedin

Commission Chair Emily Campbell calls the meeting to order at 4:30pm
Citizens to Be Heard 4:31 - None

Ex Parte Communication and Disclosures - None

Action Items (Administrative): (1:30)

1. Approval of meeting minutes from September 12th, 2022

Commissioner O'Brien moves to approve the minutes
Commissioner Barkley seconds
All in favor - all
Approved

Discussion Items (1:55)

2. County Commission Updates - Commission Meeting Action Items

Please refer to County Commission Meeting YouTube recording for details
- Not in attendance

Chair Discussion Items (2:13)

3. Consider developing a "Construction Plan Catalog" of pre-permitted building plans available for local housing

- Some communities offer pre-permitted plans for construction to alleviate confusion for permitting and construction.

- We would need to have this further discussion with the Building Department prior to implementation
- South Bend Indiana example of housing models and examples provided by Commissioner Campbell
 - [South Bend Neighborhood Infill](#)
 - [South Bend Pre-Approved Buildings](#)

4. Review meeting calendar and commit to a standing time

- Continue with 2nd and 4th Monday

Staff Updates (9:55)

5. LUC Updates in Progress (See Agenda Summary)

- a) Article 3 updates (ADU, Temporary Uses, Associated Article 10 Definitions)
 - Currently with the County Attorney for review
 - Awaiting updates
 - Hoping to be on Commission agenda for November 2nd meeting as a Public Hearing

- b) Alternative Dwelling Overlay
 - Will occur as an amendment to Article 4
 - Joint PC/CC workshop occurred October 4th resulted in several updates:
 - Relax many of the standards (Bathhouses, tents, yurts, BBQ space)
 - General consensus to keep at 150 units for pilot program
 - No eligibility map needed because the items of consideration which are evaluated as the basis of the approval.

6. Future Land Use Planning - Public Workshops, next Steps (Informational Staff Report)

- Recap of public workshops, discussion of resulting Future Land Use Maps, drainage map
- Thompson re-plat was also discussed at the Thompson workshop
- The Planning Department will put out results and next steps when finalized versions of the FLUM are available
- Please review staff report for full discussion of the initial outcomes of the workshops including the consensuses and initial maps
- Next steps: publish Values & Concerns and Mapping exercises online, get together with the PC and CC to do the mapping exercise, potential for future public workshops

Future Considerations (42:15)

7. PC Workshop on FLUM

- Use time at next meeting to workshop the mapping exercise with CC and PC
- Also discuss next year's PC goal

8. Upcoming LUC Updates

- a) Dark Skies

- City has been taking the lead
 - Previous ordinance was passed in 2019 - this would be an Update based on challenges that have been made apparent with current language
- b) Kennels
- Staff looking to update as there is no solid language currently for this use.
- c) Noise Producing Businesses
- Additional use standards being evaluated for code update

5:30pm Citizens to be Heard

- None

Vista, Noelle Gignoux attended the Climate Summit in Breckenridge

- Was good to connect with other cities like Park City regarding how they are updating their building codes, climate action plans, and microtransit options

Adjournment 5:19 pm (52:00)

Motioned by Commissioner O'Brien

Seconded by Commissioner Barkley

All in favor - All



STAFF REPORT

PLANNING & ZONING DEPARTMENT

DATE: Monday, October 24, 2022

TO: Grand County Commission

SUBJECT: Future Land Use Plan PC workshop

RESPECTFULLY SUBMITTED: Elissa Martin, Planner

SUMMARY: The Future Land Use Plan provides a comprehensive and strategic basis for implementing zoning changes and land use code updates that the County may want to pursue in the immediate term. It will also provide the basis for future decisions regarding individual rezone requests for years to come. To develop the Future Land Use Plan, citizens, planning bodies, and decision makers must take a hard look at our current zoning, as compared to what's existing on the ground today, and envision how the County will develop into the future, taking into consideration and balancing many variables, including existing community values and concerns.

BACKGROUND: The planning and zoning department, in partnership with the Planning Commission conducted three public workshops during the week of 9/26 – 9/30, which involved groups of citizens working together to answer a short survey on their Neighborhood “Values and Concerns”, as well as a Mapping Exercise, which provides location-specific information to better understand land use preferences on the ground in the unincorporated areas of the County. Both the Values and Concerns survey and the Mapping Exercise are now online for folks to engage in. The results of this public input must be balanced with planning constraints, such as levels of service, flooding and natural drainage, transportation, existing land uses that may be incompatible, and various other factors that come into play when thinking about Land Use, community and development.

Since the public workshops, P&Z staff has revised the [Future Land Use Designations](#) with minor improvements that help to simplify the categories.

STAFF RECOMMENDATION: Provide feedback on the revised Future Land Use Designations and finalize. Review the background maps (see attachments), including the HDHO eligibility map and MFR Overlay map and discuss what works and what does not work, in terms of Multifamily Residential designated locations. Work through the mapping exercise for the Moab Area/Spanish Valley only (Thompson will be a separate workshop), and come to a general consensus on where future land uses should be designated – this will start the beginning of a Draft Future Land Use Map. Take into consideration the results we have collected so far from the public input.

PUBLIC INPUT:

Spanish Valley/Moab Area: See [cumulative results map](#) and [Values and Concerns word cloud](#).

There were some obvious areas with common ground and some conflicting areas.

HC - Next to city Boundary
Only along the highway

Some chose not to have HC extend south along 191 - mixed in LI

NMU - 2 maps chose next to the University

Appears that people used this mixed use to break up the HC zone

Several cases along Spanish valley drive in the south valley

1 map showing mixed use on the east side of McKnight Prop Industrial circle

HDR – Adjacent to city bounds - almost all cases show this

In the periphery of the Spanish Trail node

South Valley Area

Millcreek node and north of the University

MHR - MDR and MHR were designated the most. Ppl were not afraid to distribute medium density throughout the map.

Interesting that in several locations where you would expect ppl to only want RR, some increased residential was prescribed in the south valley area

LI - 4 maps indicate locations in South Valley Area near Rim Village, and in two maps LI is located north of U of U along Hwy 191 (west side).

Other - Business Park was used in a few locations for “Other”

Spanish Trail/191 node - shows many instances of mixed commercial uses and increased residential density at the periphery of that

Millcreek Node - Neighborhood mixed use occurring

Medium to higher density housing

One map indicated industrial use of various intensities.

One map showing LI north of the corner of Murphy and Millcreek

2 maps show Neighborhood mixed use right at the corner of Spanish Valley and

Millcreek surrounded by medium density residential.

Attachments:

1. [Future Land Use Designations](#)
2. [Cumulative results map Spanish Valley /Moab Area](#)
3. [SVMoab Values & Concerns](#)

Background maps:

4. [Current Zoning Map Spanish Valley /Moab Area](#)
5. [Current Land Use map Spanish Valley /Moab Area](#)

6. [HDHO Eligibility Map](#)
7. [MFR Overlay Map](#)
8. [Previous Future Land Use Maps](#)
9. [Frontage Road Options](#)

FUTURE Land Use Designations

Residential Uses

These designations promote residential as their primary use. These uses include Country Residential, Rural Residential, Medium Density Residential, Middle Housing Residential and High Density Residential.

COUNTRY RESIDENTIAL (CR) - 5 acre min

Country residential land use allows for large ranch parcels (minimum 5 acre lots), with single family residential homes in areas with limited municipal services, Level of Service (LOS) 3. Residential development in these areas may face environmental or infrastructure challenges, and water and sewer would either be served by wells and septic or by a special service district. This use encourages parcels that contain large passive open space or active agricultural land, promoting a sense of open ranch country. CR may include acreages and large undeveloped parcels of land on the periphery of areas served by higher Levels of Service (LOS 1 or 2), adjacent to rural residential or within the vicinity of Range and Resource lands.

Implementing zone(s): Range and Grazing (RG)

RURAL RESIDENTIAL (RR) - 1 acre min - 2 acre min

Rural residential land use allows for either minimum 2 acre parcels or minimum 1 acre parcels and single family residential homes in areas served by existing water and sewer services (LOS 1 and 2). This use encourages parcels that contain open spaces, valued by the community to promote a sense of agrarian, rural character. Rural residential may include acreages and large undeveloped parcels of land on the periphery of areas served by higher Levels of Service (LOS 1 or 2). Range and resource lands are typically adjacent to rural residential or low-density residential.

Implementing zone(s): Rural Residential (RR) -1 and -2.

MEDIUM DENSITY RESIDENTIAL (MDR) - 0.25 acre min - 0.5 acre min

Medium density residential land use allows for single- and two-family residential development in areas with varying levels of municipal services (LOS 1 or 2). The purpose of this land use is to allow for single-family and duplex residential development in new and established neighborhoods throughout the County. Home businesses as an accessory use are permitted through a Conditional Use Permit. This land use is a more defined residential form and representative of a neighborhood with buildings organized around an interior network of streets and parks. Medium density residential is transitional from rural residential to Middle Housing Residential.

Implementing zone(s): Large Lot Residential (LLR), Small Lot Residential (SLR)

~~***MIDDLE HOUSING RESIDENTIAL (MHR)**~~

~~Medium density residential land use allows for residential development clustered as townhomes, duplexes, and on up to four plexes in areas with full municipal services (LOS 1). Land use types include townhouses and a range of walk-up building types (single or two story) in new and established neighborhoods throughout the County. This land use should be arranged around higher traffic collector roads, within biking distance to neighborhood mixed-use nodes in each neighborhood. This form of housing supports walking, cycling, transit, and local business by locating density near major routes and neighborhood nodes. Medium density residential is intended to be transitional between other residential uses and promote middle housing types.~~

~~*Implementing zone(s): Multifamily Residential 8 units per acre (0.12 acre minimum lot size)*~~

***MULTIFAMILY RESIDENTIAL (MFR) - 8 units/acre - 18 units/acre - 35 units/acre**

Multifamily residential land use allows for a variety of densities, from 8 units per acre up to 35 units per acre. At

8 units per acre, residential development includes townhomes and duplexes, as well as fourplexes, providing much needed housing to address the “missing middle”. At 18 units per acre a multitude of housing types are allowed, from clustered townhomes and multiplexes to apartments and tiny home communities. At 35 units per acre, traditional multi-story apartment buildings would be allowed. This form of housing should be arranged around higher traffic collector roads and major routes, within biking distance to neighborhood mixed-use nodes, thereby encouraging walking, cycling, and transit. Multifamily Residential is intended to be transitional between neighborhood mixed-use, commercial, and medium-density residential. The purpose of this land use is to promote infill housing development and affordable housing in areas with full municipal services (LOS 1). Home occupations are allowed but home businesses are not permitted.

Implementing zone(s): High Density Housing Overlay (HDHO) and MFR Overlay

*A rezone to MFR will require a 60% set aside of deed restricted units for Actively Employed Households, and 25% affordable units (subject to change dependent upon results of the 2022 Housing Nexus Study)

Non-Residential and Mixed-Use

These designations are primarily non-residential or include residential as a commercial/light industrial mixed-use. These uses include Neighborhood Mixed Use; Highway and Arterial Commercial; General Business; Resort Commercial; Light-Medium Industrial; Heavy Industrial; and Range and Resource.

RANGE AND RESOURCE (RAR) - 20 - 40

The Range and Resource designation include ranging and resource lands where uses such as agriculture, grazing, wildlife preserves, land conservation, wildlands recreation, and natural resource extraction would be allowed. The purpose of this designation is to preserve resource lands and accommodate agricultural and agriculture-related uses, while allowing very low-density ranch style residential development on land that will primarily remain in its natural state. Range and Resource lands are located in those parts of the county with limited public services and no commercial services. Limited residential development at a density of one unit per 20-40 acres is permitted, depending on geologic characteristics. Heightened development standards are required to reduce wildfire risk and impacts to wildlife, ecosystems and scenic values. Livestock operations and other types of agriculture are a critical link between the economy, the culture, and the land so this designation encourages the use of land for agriculture.

Implementing zone(s): Range and Grazing (RG)

NEIGHBORHOOD MIXED-USE (NMU) - 10 units/acre

Neighborhood mixed-use is the primary designation for rural centers and neighborhood nodes. The purpose of this land use is to provide walkable and bikeable neighborhood commercial services, such as small food retail, convenience stores, boutiques, personal services, and office space, with LOS 1 or 2. This use is the core of the community and encourages a mix of uses so that community members can live, work and play. Street-level development is encouraged to be retail or professional businesses and offices with residential on the upper levels of buildings and parking in the rear. Limited, low-nuisance retail and service-oriented commercial is intended to serve the needs of the surrounding neighborhood and provide jobs to nearby residents.

Implementing zone(s): Neighborhood Commercial (NC) and General Business (GB)

RESORT COMMERCIAL (RC)

This designation encourages nodes of tourism-oriented, resort commercial development, including RV Parks, hotels, townhomes and condos used for overnight accommodations. Scenic resources and viewsheds are protected in new Resort Commercial developments. Resort Commercial developments may occur adjacent to

Highway Commercial, General Commercial and in outlying areas of the County with LOS 1, 2 or 3. This use also requires employee housing on-site (% TBD) as well as an open space set-aside of at least 25%. *Implementing zones: Overnight Accommodations Overlay District, Resort Commercial and Resort Special*

HIGHWAY AND ARTERIAL COMMERCIAL (HC)

The Highway and arterial commercial designation allows for the orderly development of automobile-dependent services for residents, tourists, and transient motorists along major arterials, including highways, and requires LOS 1 or 2. The purpose is to provide regional retail and commercial services with convenient, controlled-access parking without increasing traffic burdens upon the adjacent streets and highways. This use is designated primarily for the major commercial corridors to make the County more attractive while providing needed commercial activity. Gateway entrance features such as tree-lined streets, banner streetlights, and easily accessible commercial features are encouraged to reflect a "Grand Avenue". *Implementing zone(s): Highway Commercial (HC)*

LIGHT-MEDIUM INDUSTRIAL (LMI)

The light industrial land use allows for limited industrial development oriented towards warehousing, storage, and distribution, light manufacturing, processing, finishing, and packaging of raw materials, ancillary office uses, and similar activities. The purpose of the light industrial is to accommodate a wide variety of light industrial and light manufacturing activities and to enhance the economic development of Grand County. This use can also accommodate vehicular-oriented commercial uses of low intensity, and for commercial uses requiring large areas for storage and handling of materials, goods, and equipment. Guiding the development of these areas will ensure a high quality of livability for surrounding residents and a better-built form while considering impacts such as noise, dust and fumes. Light industrial can be compatible with residential uses, either internal or external. *Implementing zones: Light Industrial (LI).*

HEAVY INDUSTRIAL (HI)

The heavy industrial land use allows for the accommodation of high intensity industrial uses. This area has heavy industrial development typically oriented towards heavy manufacturing, processing, finishing, and packaging of raw materials, recycling facilities, waste transfer stations, rail yards, gravel pits, ancillary office uses, and similar activities. The purpose of heavy industrial is to enhance the economic development of Grand County through accommodating employment-generating heavy industrial and manufacturing uses. Heavy industrial land uses should be placed far from residential uses as noise, dust and other nuisances associated with heavy industrial can negatively affect neighborhoods and residents. *Implementing zones: Heavy Industrial (HI).*

Moab City

Moab City

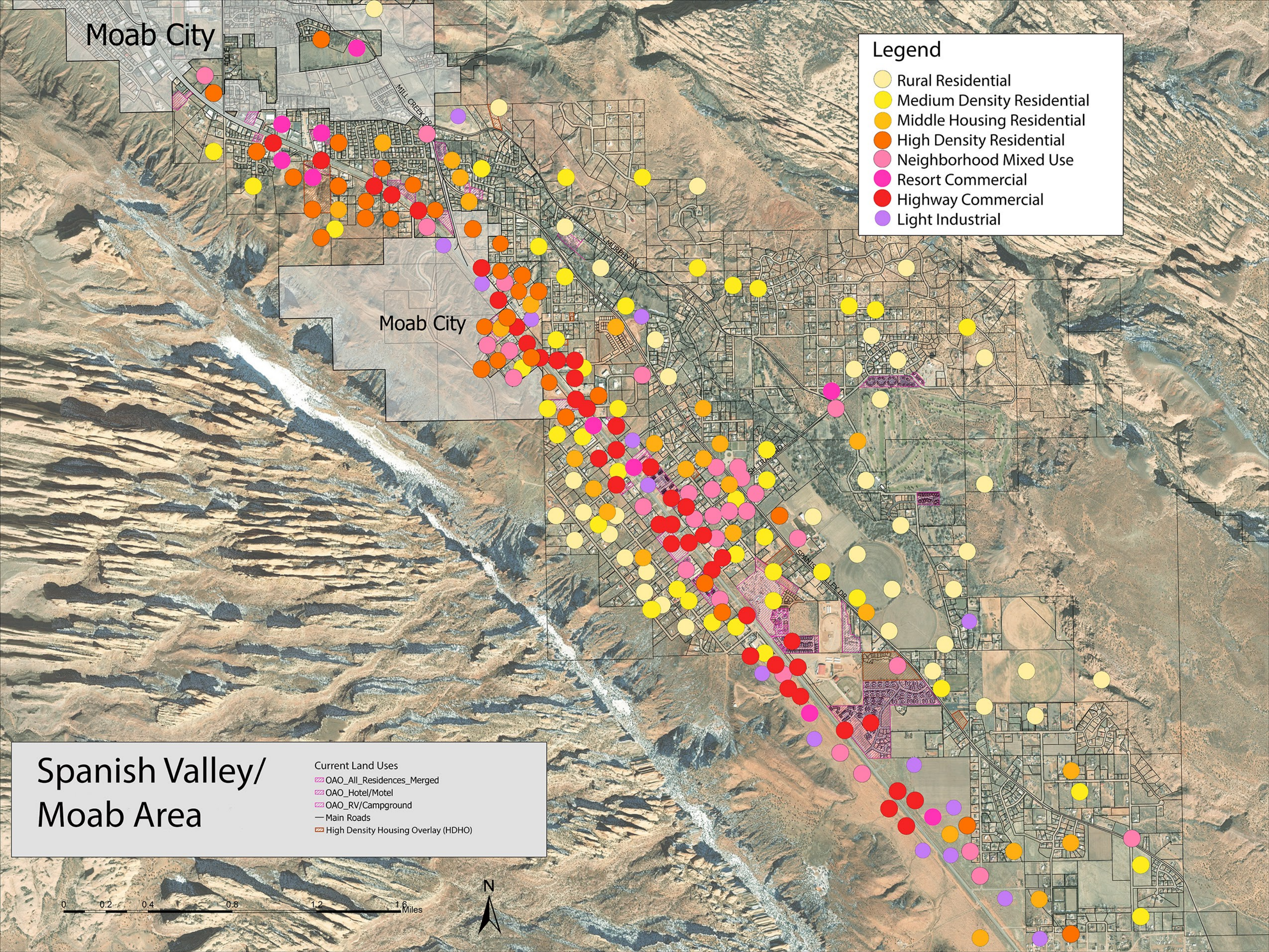
Legend

- Rural Residential
- Medium Density Residential
- Middle Housing Residential
- High Density Residential
- Neighborhood Mixed Use
- Resort Commercial
- Highway Commercial
- Light Industrial

Spanish Valley/ Moab Area

- Current Land Uses
- ▨ OAO_All_Residences_Merged
 - ▨ OAO_Hotel/Motel
 - ▨ OAO_RV/Campground
 - Main Roads
 - ▨ High Density Housing Overlay (HDHO)

0 0.2 0.4 0.8 1.2 1.6 Miles



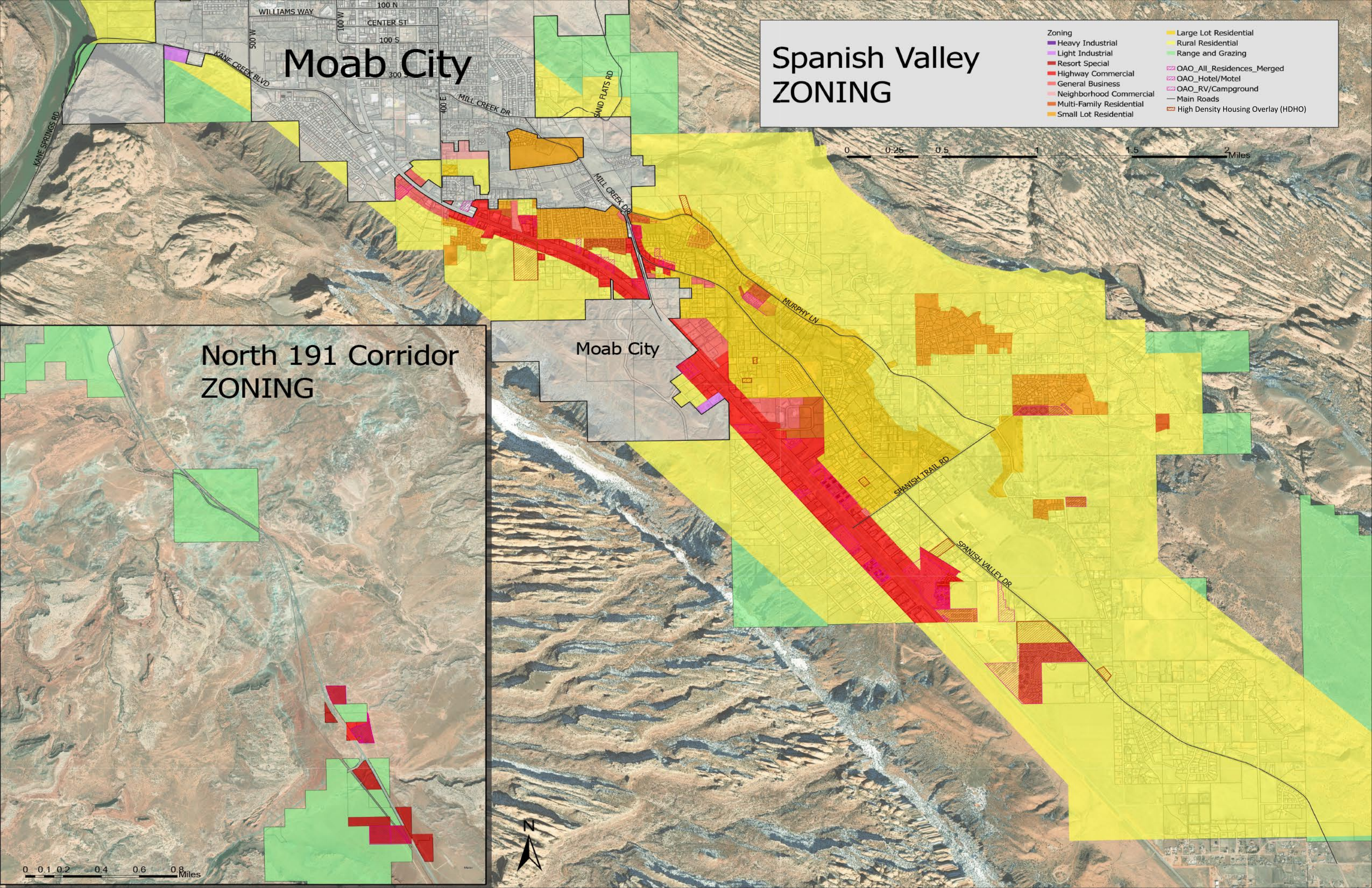
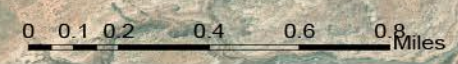
Moab City

Spanish Valley ZONING

Heavy Industrial	Large Lot Residential
Light Industrial	Rural Residential
Resort Special	Range and Grazing
Highway Commercial	OAO_All_Residences_Merged
General Business	OAO_Hotel/Motel
Neighborhood Commercial	OAO_RV/Campground
Multi-Family Residential	Main Roads
Small Lot Residential	High Density Housing Overlay (HDHO)



North 191 Corridor ZONING



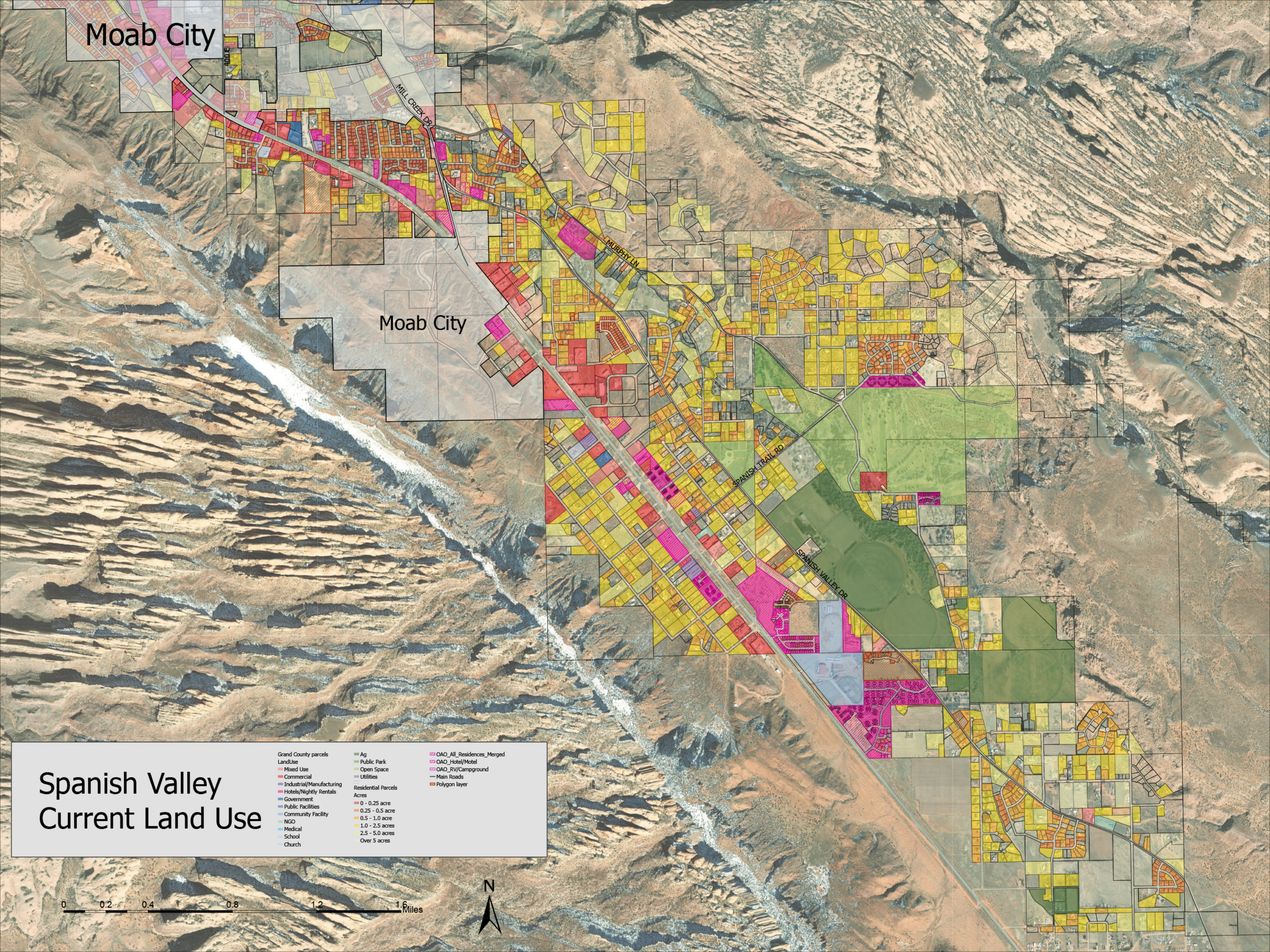
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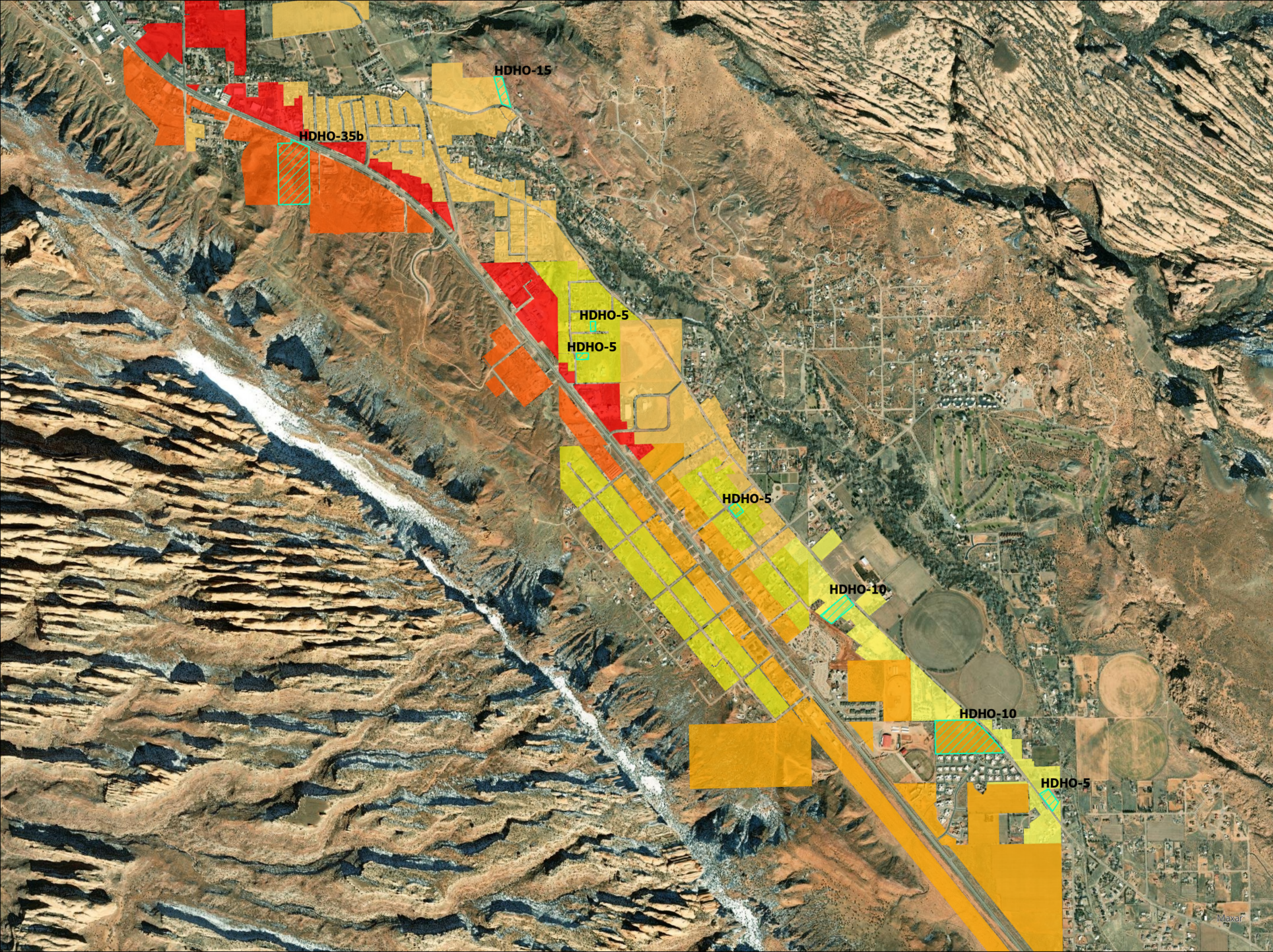
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Spanish Valley Current Land Use

- | | | |
|--------------------------|---------------------|---------------------------|
| Grand County parcels | Ag | OAO_All_Residences_Merged |
| LandUse | Public Park | OAO_Hotel/Motel |
| Mixed Use | Open Space | OAO_RV/Campground |
| Commercial | Utilities | Main Roads |
| Industrial/Manufacturing | Residential Parcels | Polygon layer |
| Hotels/Nightly Rentals | Acres | |
| Government | 0 - 0.25 acre | |
| Public Facilities | 0.25 - 0.5 acre | |
| Community Facility | 0.5 - 1.0 acre | |
| NGO | 1.0 - 2.5 acres | |
| Medical | 2.5 - 5.0 acres | |
| School | Over 5 acres | |
| Church | | |

0 0.2 0.4 0.8 1.2 1.6 Miles





High Density Housing Overlay Eligible parcels & Approved projects

HDH Density

- HDH35
- HDH35b
- HDH25
- HDH15
- HDH10
- HDH5
-
- ▨ Approved HDHO

MFR OVERLAY ZONING MAP




ORDINANCE NO. 410 SERIES 2005

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EN 468911
BOOK 654
PAGE 3-8
9/16/05

Legend









MFR ZONE LAYER

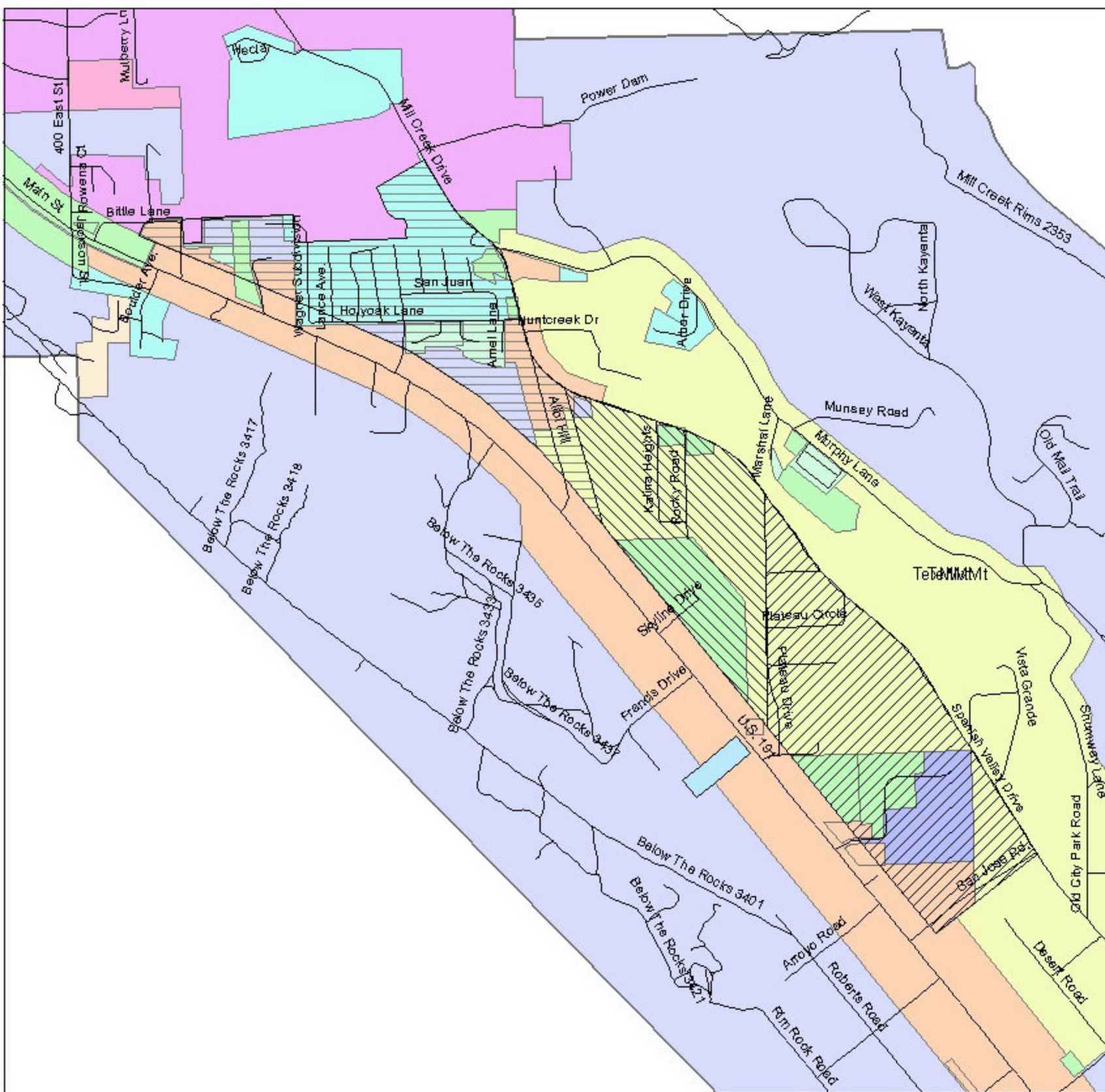
TYPE

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-  MFR-200V
-  MRF-80V

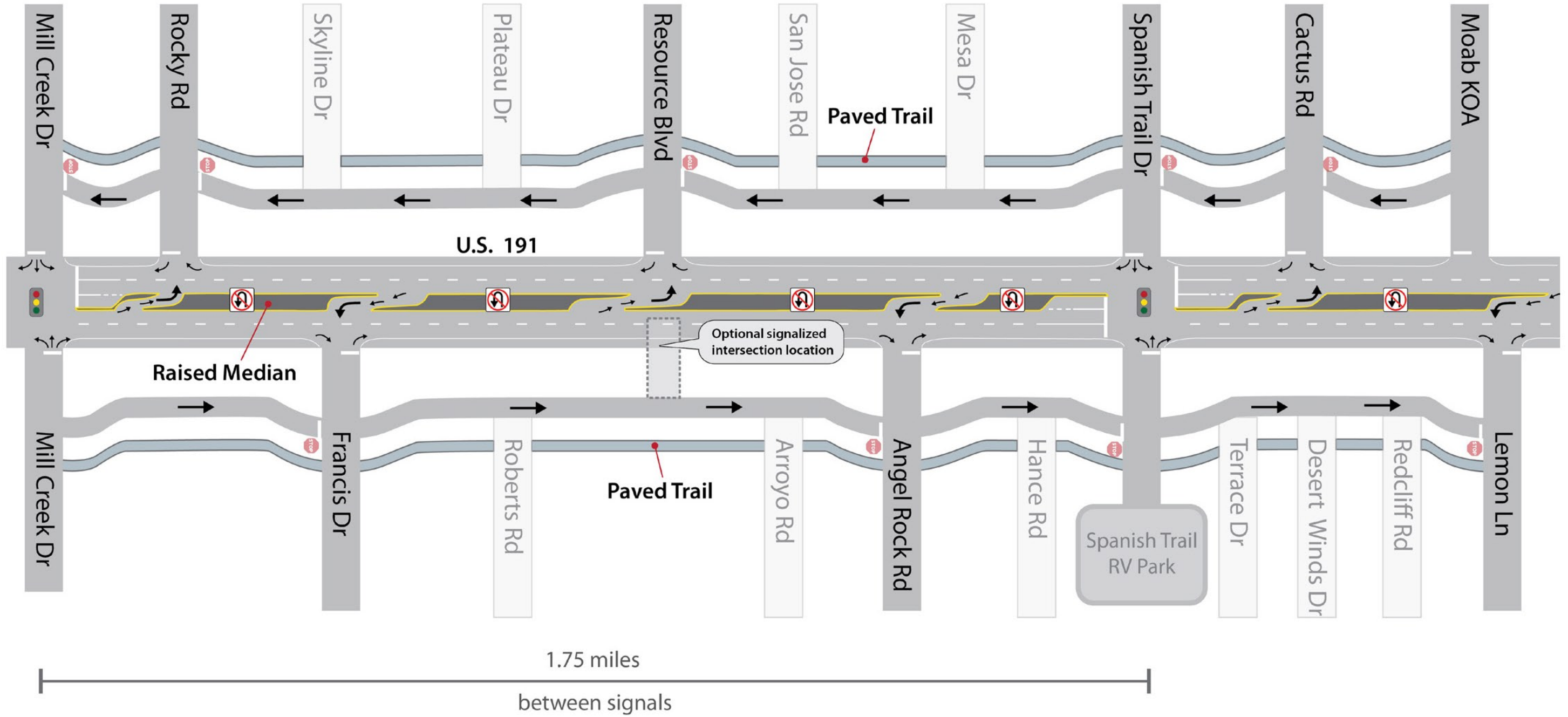
VALLEY ZONING

TYPE

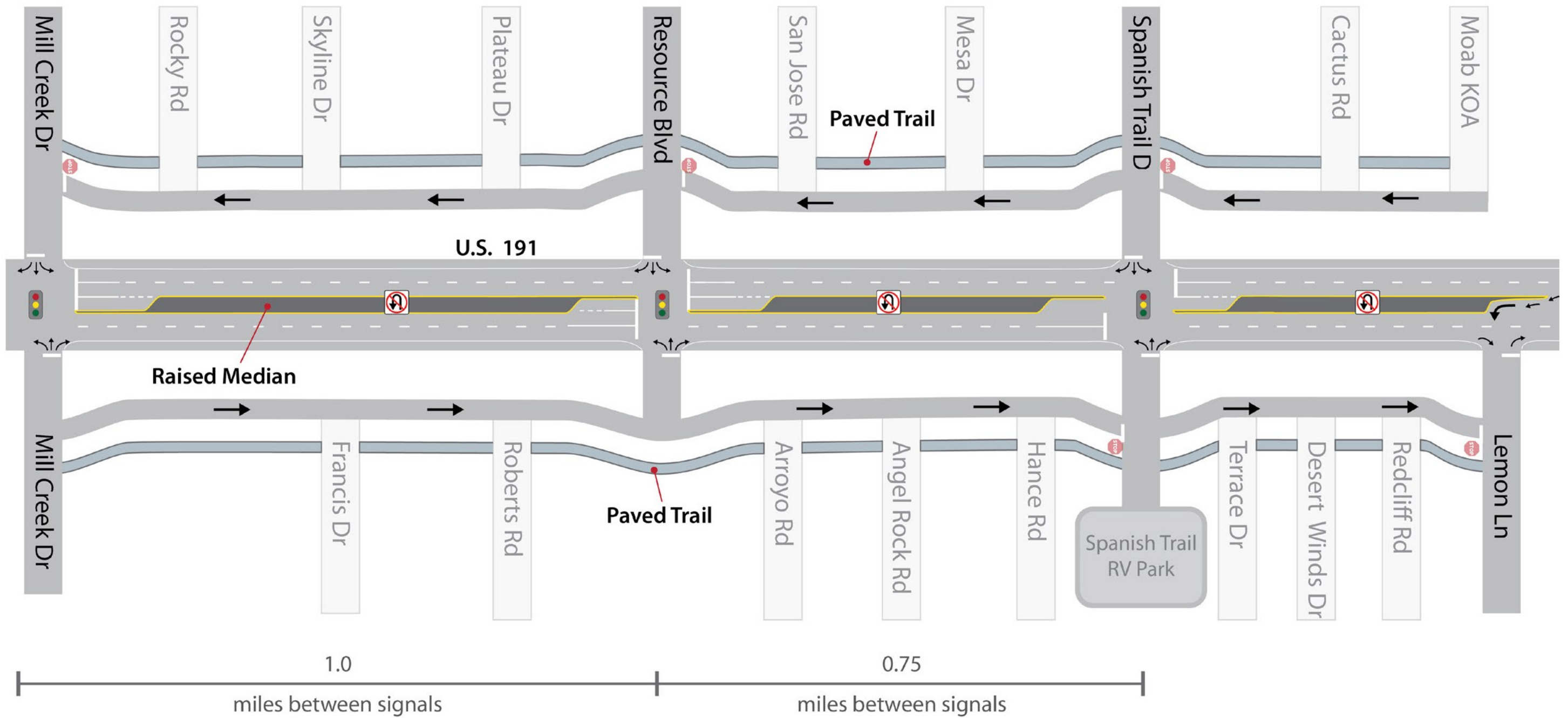
-  CITY/COUNTY BNDR
-  GB
-  HC
-  LI
-  LIVESTOCK BNDRY
-  LLR
-  MFR
-  MFR-8
-  MOAB CITY
-  NC
-  RC
-  RR
-  SLR-1
-  SLR-2
-  SPA/LI



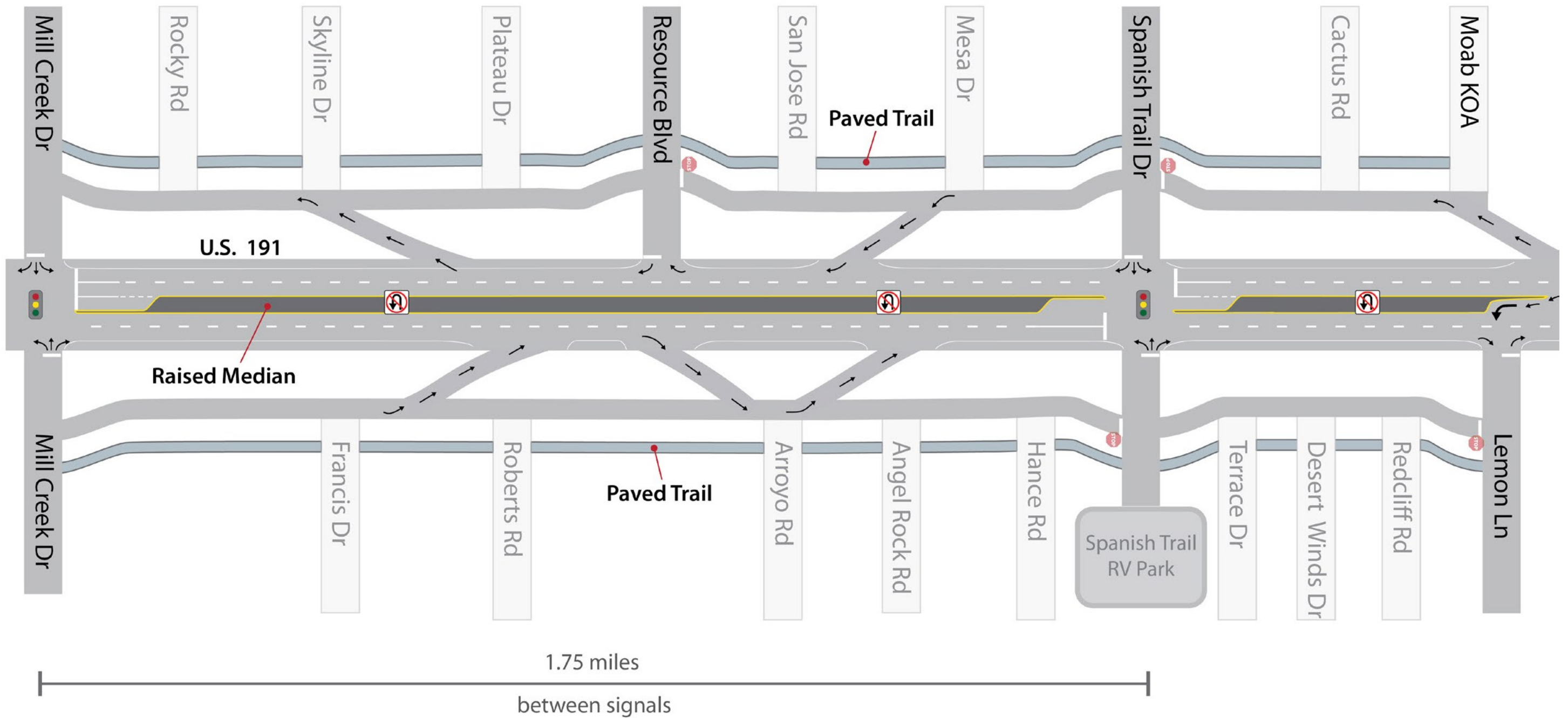
Option 2a - One Way Frontage Road with 3/4 Access



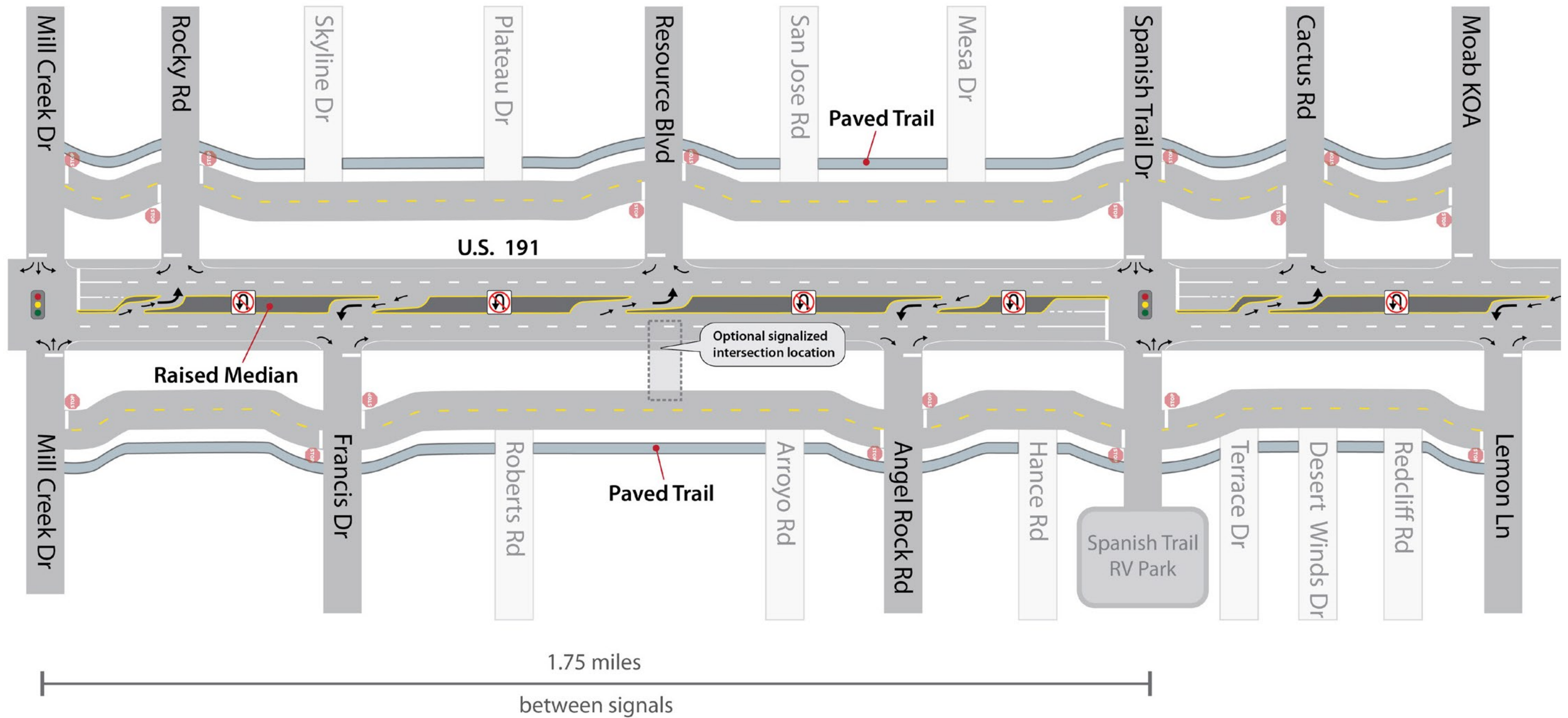
Option 2b—One-Way Frontage Road with Signalized Access



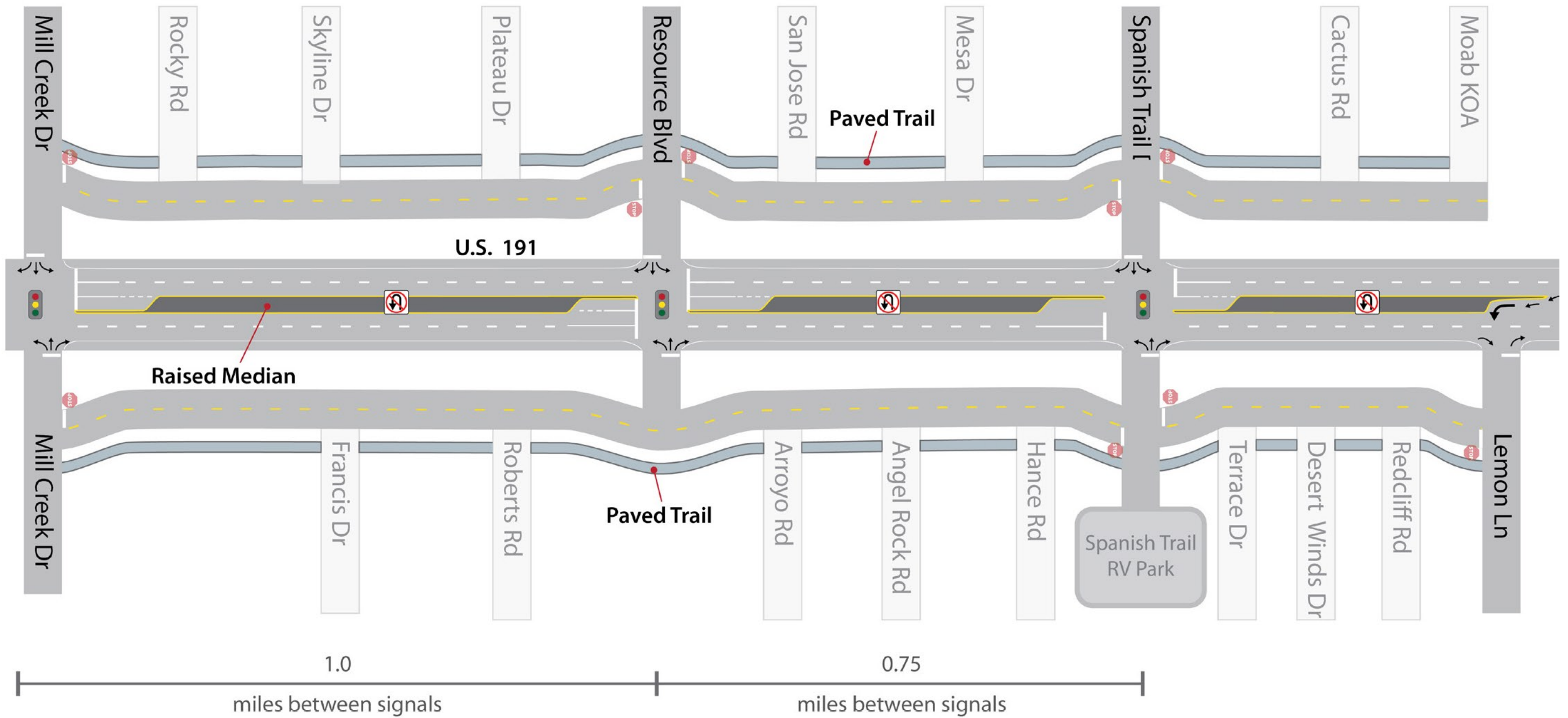
Option 2c—One-Way Frontage Road with Slip Ramps



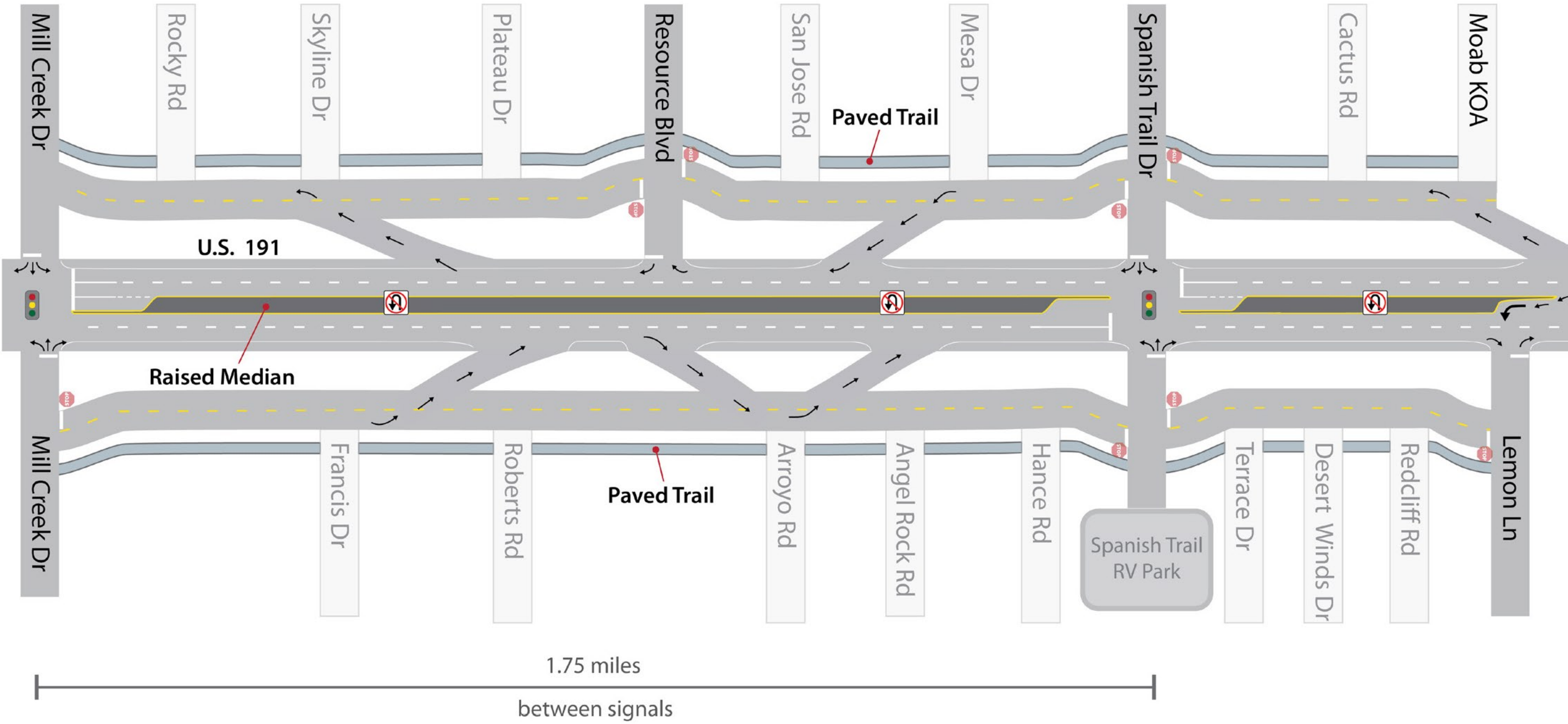
Option 3a—Two-Way Frontage Road with ¾ Access



3b—Two-Way Frontage Road with Signalized Access



Option 3c—Two-Way Frontage Road with Slip Ramps



1.75 miles
between signals

Trail Location with Frontage Roads

