

GRAND COUNTY
 Planning Commission
 Monday, January 10, 2022
 2:00 P.M. Joint PC and CC Workshop
 4:30 P.M. Regular Meeting

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

**JOINT PC & CC WORKSHOP
 & REGULAR PC MEETING:**

County Chambers 125 E Center St. Moab

Join via Zoom with Meeting ID: 873 5613 9967 Password: 467049

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

<https://us02web.zoom.us/j/87356139967?pwd=L0VtOUZaZ0pLdnRpTEVFd1dzaJlLQT09>

Send written comment to planning@grandcountyutah.net or call 435-259-1368.

Type of Meeting:	Joint PC & CC Workshop
Facilitator:	Chair Emily Campbell
Attendees:	Planning Commissioners, County Commissioners, interested citizens, and staff

2:00 PM

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

Joint PC and CC Workshop	<p>General Plan Update review and feedback: <i>Chair</i></p> <ol style="list-style-type: none"> 1) Overview and timetable of GP (John) 2) Roundtable review of GP Sections (each pair of commissioners and their respective sections in order of the document): <ol style="list-style-type: none"> a) What is missing: Provide a brief summary of recommended additions under the future priorities section. b) What should change: Summarize any significant changes (including additions and omissions) from your section(s). c) What needs discussion: Outline any questions or controversial areas that require discussion as a joint group. If you have a position, provide a brief summary. d) Identify priorities and actions to be included in the implementation section.
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4:00 P.M.

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

ADJOURN

Type of Meeting:	Regular PC Meeting	
Facilitator:	Chair Emily Campbell	
Attendees:	Planning Commissioners, interested citizens, and staff	
4:30 PM		
	Regular Meeting	<i>Chair</i>
	Citizens to be Heard – public comment opportunity for any item not listed as a public hearing	<i>Chair</i>
	Ex Parte Communications and Disclosures	<i>Chair</i>
Action Item (Administrative)	1) Approval of Meeting Minutes from December 13, 2021	<i>Chair</i>
Discussion Items	2) County Commission Update a) Commission meeting action items update	<i>County Commission Liaison</i>
Action Item (Legislative)	3) La Sal Peaks Rezone application for 4400 Spanish Valley Drive	<i>Staff</i>
Planning & Zoning updates		
	4) Spanish Valley Survey status update 5) Land Use Code Updates – Staff Report	<i>Staff</i>
Future Considerations		
	6) Plan for joint GC & MC planning commission mtg 7) Upcoming meetings and forums: a) Housing, Econ Dev, Land Use Study	<i>Staff</i>
5:00 PM		
	Citizens to be Heard – public comment opportunity for any item not listed as a public hearing	
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.

Agenda Summary
GRAND COUNTY PLANNING COMMISSION
January 10, 2022

AGENDA ITEM:

TITLE:	Joint County Commission and Planning Commission workshop on General Plan Update
FISCAL IMPACT:	N/A
PRESENTER(S):	Planning & Zoning Staff and Planning Commission Chair

Prepared By:
ELISSA MARTIN
**GRAND COUNTY
 PLANNING &
 ZONING**

**FOR OFFICE USE
 ONLY:**

**Attorney
 Review:**

N/A

General Plan Update review and feedback:

- 1) Overview and timetable of GP (John)
- 2) Roundtable review of GP Sections (each pair of commissioners and their respective sections in order of the document):
 - a. **What is missing:** Provide a brief summary of recommended additions under the future priorities section.
 - b. **What should change:** Summarize any significant changes (including additions and omissions) from your section(s).
 - c. **What needs discussion:** Outline any questions or controversial areas that require discussion as a joint group. If you have a position, provide a brief summary.
 - d. **Identify priorities and actions** to be included in the implementation section.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

ACKNOWLEDGMENT

SECTION 1: OVERVIEW

1.1 ROLE OF THE GRAND COUNTY GENERAL PLAN

The 2021 Plan is a top-down approach to the strategic development of policies, objectives, implementation and indicators. Crucial to the formation of the Plan is alignment with State Law including the Resource Management and _____.

Phase 1 – General Plan and Implementation Plan Update:

In 2021, Administration chose to test the viability of the Plan by updating important implementation objectives through a needs analysis that suggests future annual cycles and renewal of each element (e.g., Land Use) until the General Plan (GP) fully integrates all elements comprehensively.

The 2021 exercise began with interviews of Directors and decision makers within County Departments, agencies, non-government organizations, and other interested parties. The Implementation section identifies their roles, planning linkages with this Plan and the resultant needs and gaps that direct future evolution of the Plan. That next step is a full public engagement outreach with all segments of the community, including jurisdictional and development partners. That step, directed by the Planning and County Commissions encourages community residents and visitors to identify give their insights, concerns in open forums that eventually form part of a broader and integrated document that can be calibrated against the physical land forms, policies, objectives and strategic implementation attributes of an updated plan.

Phase 2 – Community Outreach and Key Plan Updates:

That process will involve a number of meetings and interactions over the next *year and a half (18 months)*, the Planning and Zoning Department facilitates three phases:

1. Listening – open ended concerns, insights, comments, and critiques that are catalogued, documented and referenced by staff;
2. Clarifying – with references to current and new policies and the received comments reflect on the feedback and ensure it is accurate and confirmed; and
3. Strategies – each department returns with ideas, concepts and programs that attempt to address options, and ways forward for the community.

Further Strategic and Master Planning work initiated by the community and County Commission and, guided by the Steering Committee, will continue to inform this Plan and bring ongoing relevance to its goals, policies, work programs and indicators. Early updates to the following plans will raise this Plan’s profile and connectivity with all community enterprise:

1. 2021 – Community Strategic Plan (CSP); Unified Transportation Master Plan (UTMP) and Land Use Levels of Service Analysis and Public Lands Initiative (LUPL); Public Engagement Master Plan; Regional Master Plan;
2. 2022 - Parks and Recreation Master Plan; Economic Development Master Plan; Infrastructure Master Plan (water, liquid waste and storm); Social Master Plan; and
3. 2023 - Resource Management Plan (RMP); Capital Improvement Plan; Public Safety Master Plan (Sheriff; Emergency Services; Fire and Emergency Operations).



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

The Grand County General Plan, known as "The Adventurous Small Town Spirit", is a comprehensive policy framework with goals, policies and objectives guiding the growth and development of the County. As THE policy document it needs to reflect the vision of the residents. Although its main purpose guides the physical development of the County, the community-wide initiative supports inclusivity in all elements - social, economic and environmental factors.

Visionary and long-term, the GP links to the County Strategic Plan, and initiates major work programs including indicators, that can migrate into financial and performance plans. From a 20 year or generational plan to an annual plan the County considers this plan the bellwether of measured progress.

Each County Department considers the implementation of this Plan within the context of their long-term objectives. Monitoring and reporting play an important role in the implementation of the Plan (refer to the Implementation section for proposed next steps).

1.2 BASIS AND PURPOSE OF THE PLAN

The General Plan seeks to build a comprehensive interactive family of elements. For example, Land Use and Infrastructure need integration so that long term servicing and development opportunities work together. A list of adopted Plans and Studies are identified in Appendix _____. The comprehensive policy framework guides the physical, environmental, economic, social and cultural development of the County as defined in *Title 10, Chapter 9a, Part 4 of the Utah Code*.

1.3 POLICY CONTEXT

The General Plan supports the objectives of the County's Strategic Plan and integrates other County plans within each element. The Plan comprehensively addresses land use, community health, economic vitality and community wellbeing including public safety – policing, fire, emergency services and emergency response. The vital health of any community depends on sound fiscal management and data that assigns the value of development to the proper source of the expense. A fiscal impact analysis articulates the equity and imbalances

1.4 PREPARATION OF THE PLAN

The Plan was developed through a strategic planning process that involved the Planning Commission, County Commission, County staff, interested agencies and community partners, and the public as noted above. An intensive planning exercise with the public sets the path toward the major changes to the General Plan and then charted the next steps for updates within the following 18 months as indicated in the implementation section.

An on-line engagement platform on the County Website (_____Link) stipulates phases and comment opportunities. The General Plan Steering Committee guides the consideration and adoption process, as defined in the terms of reference:

1. Internal and external policy consistency;
2. Regulatory consistency and pertinence;
3. Engagement strategies;
4. Phasing and timing;
5. Reporting, indicators and outcomes; and
6. Review and adoption schedules.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

The Planning and County Commission recognize that early and ongoing public participation grounds the Plan and helps embed neighborhood identity. In 2012 the General Plan update process included the following visioning exercise:

...draft Vision, Goals and Strategies were presented at two open house meetings with a combined attendance of over 175 people... A total of 173 surveys were collected. Participants indicated whether they liked, were okay/neutral or disliked individual goals and strategies.

The event also included an educational presentation to clarify the meaning/intent of the goals and strategies...The results of these open house meetings were compiled and discussed in WG meetings. Based on direction from the WG, the Vision, Goals and Strategies were revised to incorporate the results.

1.5 OVERVIEW OF THE PUBLIC PARTICIPATION PROCESS

In 2010 and 2011, Administration and the Working Group conducted several stakeholder consultation meetings with various groups ranging from developers, housing partners, community clubs, education partners, environment, corrections, business partners, health region, non-profit organizations, and tourism.

...Utilizing the General Plan Citizens Working Group (WG) began developing goals and strategies over the course of eight facilitated meetings in Moab.

The 13 member WG was selected by a sub-committee of planning commissioners and planning staff and represented a broad cross section of the community. There were two representatives from the County Planning Commission on the WG. The WG was responsible for providing general direction for the plan, reviewing draft materials, and providing written revisions to specific plan elements.

The public participation process allowed the County to gain an understanding of how residents feel about their County now, and how they would like to see it evolve in the future, with appropriate opportunities for public education, involvement, input and discussion.

The mechanisms for the process included the Working Group, surveys and public meetings. The 2012 exercise referenced other strategic plans into this Plan, forming implementation strategies to deal with gaps and future updates.

In this phase of the General Plan Update the Planning Commission held two workshops on July 12, 2021 and August 23, 2021 and a joint County Commission and Planning workshop on Tuesday November 16, 2021. Key recommendations and policy direction is referenced in the Part 4 – Decision Making.

The County Commission is formulating a **Strategic Plan** which will be vetted through the public and embedded within the decision making of this Plan.

The current board, committee and agency decision making process is mapped with various recommendations and policy directions, in Section 4.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

1.6 OVERVIEW OF THE CONTENT OF THE PLAN

The overall goal of the Plan is to achieve a sustainable community – where development takes place in an orderly, efficient and logical manner and shapes the long term health of the community across all aspects of urban planning.

This Plan, as envisioned, guides and balances finances, the economy, the environment and social needs. The Plan emphasizes the neighborhood and development nodes as building blocks of the County. *Development Hubs and Nodes* compliment sector and sub-area plans to create synergies and take advantage of mixed use development options. The Plan policy areas are:

1. Context and Outcomes;
2. Horizons;
3. Decision Making;
4. Sustainability;
5. Land Use;
6. Transportation;
7. Infrastructure;
8. Parks, Recreation and Natural Areas;
9. Environment;
10. Healthy Economy and Social Environment;
11. Public Safety;
12. Culture;
13. Finance; and
14. Implementation Strategies.

1.6.1 DECISION MAKING, SUSTAINABILITY AND STRATEGIC PLANNING

The Plan maps current Commission decision making through committees, boards, ad hoc groups, community clubs, and Commission meeting formats - executive and formal sessions. The Plan is built around neighborhood engagement and decision making, always searching for effective ways of bringing a broad based and transparent discussion into the public realm.

One value in the Commission’s Strategic Plan seeks to:

...welcome diverse perspectives and initiatives by continuously engaging residents, reducing physical and technological barriers and improving access to County resources.

With guidance from the Planning and County Commission, Administration established a staff managed policy group to garner feedback on all policies and procedures.

The current mapping of decision making identifies various gaps. Quality decision making will always arise from sustainable and strategic plan objectives, casting a light that strengthens community dialogue and sense of place.

The implementation matrices catalogue the form and shape of interaction for each element, requesting different and more effective ways of achieving a strategy.

The County is known as a national and international destination for visitors and outdoor



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

enthusiasts. It is strategically located in the upper reaches of the Colorado River system and the topography is beautifully marked by dynamic vistas, marked ridgelines and bounteous canyons and rock formations. Diverse economic ventures are seen as important measures to maintain resiliency especially in these sectors:

- mining;
- manufacturing and processing;
- tourism; and
- retail/commerce.

These activities bring economic and social benefits to our County, but create challenges - providing adequate infrastructure, housing and transportation. Development and expansion must take place in coordination with plans for growth and development in adjacent municipalities.

Direction from this Plan facilitates the integration with and coordination of the many other plans of different regional stakeholders. This section identifies areas for future residential, commercial/industrial expansion, not only to allow the County to target local efforts, but to work with jurisdictional partners on mutual regional growth management strategies.

Goals and objectives of this section seek to:

1. Foster a relationship of trust and cooperation with regional stakeholders – Counties, City, and State and Federal land including National and State Parks.
2. The County’s role as a partner in managing growth through land development;
3. Identify plans for mixed use, and serviced industrial and commercial land;
4. Consider annexation strategies only when supported by financially sound infrastructure plans; and
5. Consider extension of services beyond County boundaries only when accompanied by an annexation plan that considers the cost of services.

1.6.2 LAND USE

The Plan anticipates future housing needs arising from changes in demographic structure and includes goals and objectives that strengthen and support a variety of housing types and styles. A housing forum parallels this Plan formulation and informs these policies. Administration acknowledged the need to update land use and reference zoning transition goals and policies through a land use levels of service analysis. The County recognizes the need to steward quality development and future policy work around land assembly and marketing which will unfold and update this Plan.

An updated land use map will articulate the future shape and characteristics of the County by beginning to focus growth and, as needed, constrain the extension of County core services. Interested developers should be able to capture a vision between transportation, parks, land use and zoning to see how development can unfold iteratively and sustainably.

The focus on compact centers or nodes combines with residential infill policies that sustain long-term residential growth. Of particular importance, the residential land use section focuses on neighborhoods in existing areas.

The Sustainability section describes key goals that brings all Plan elements together and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

echoes the following through Smart Growth Principles:

1. Promote a compact and adaptable rural/urban form with a variety of housing choices;
2. Encourage innovative housing forms that fit into the neighborhood, and contribute positively to the community;
3. Develops master plan frameworks for the fringe areas around the County and public lands, waterfront, scenic corridors and neighborhood nodes;
4. Balance planned development with market demands, reducing conflict and integrating livability and community standards that privilege open and gridded streets, and quality building form; and
5. Revitalize and redevelop as necessary the older areas of the County (particularly those areas in need).

1.6.3 TRANSPORTATION AND INFRASTRUCTURE

Diverse mobility including bikes, pedestrian, river ways, equestrian, public transit, or shuttle, gives the community access options to services, work, and recreation without dependence on the single occupant vehicle. Important facets of sustainability, land use and transportation work to build noise and dust buffers, reduce community anxiety, balance density, heighten opportunity for open space, instill natural experiences and preserve environmental values.

Thriving democracies depend on transportation equality as residents interact constructively and freely. Neighborhood safety depends on open yards and walkways, and well-lit and monitored spaces. As all politics are local so all good urban environments spring from integrated space. This Plan explores complete streets (bikes, pedestrians, managed lighting, recreation, trees and landscaping, and an open building form), reducing speed, increasing mobility, and demonstrates examples of private and public space working together.

Policies in this section:

1. Continues the hierarchy of streets that are open, non-gated, and gridded but interesting and complete;
2. Promotes alternative street layouts and cross sections to create a pedestrian friendly community;
3. Promotes a pedestrian friendly environment and alternative modes of transportation;
4. Encourages the use of safe trails and connections in new neighborhoods following CPTED (Crime Prevention Through Environmental Design) principles and seeking cost effective to methodologies; and
5. Establishes a foundation of sound planning for the Canyonlands Airport area.

The Plan emphasizes safe, efficient and effective management of water, wastewater, storm water and solid waste services. The policies promote timely and cost effective upgrading and construction of infrastructure services. One priority reinforces impact and servicing fees as fundamental to cost effective development. The County’s role ensures a steady supply of pre-serviced land to manage growth and land use.

Policies in this section:

1. Invest in and ensure that infrastructure and services are provided in a logical, cost effective and innovative manner;



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

2. Protects the quality of water;
3. Ensures safe and adequate wastewater and storm water management;
4. Invests in new and existing infrastructure;
5. Fairly distributes the costs incurred for supplying infrastructure through impact fees and servicing fees;
6. Establishes Capital planning initiatives synchronized with service providers; and
7. As levels of service, urban and rural growth planning structure land use decisions and implicate the value of land, robust land use mapping in concert with infrastructure, references these opportunities and points to future ordinances and policies that support predictable development patterns.
8. Strategy D- Continue to support the Solid Waste Special Service District's voucher program, allowing each residential property one free truck load of trash disposal per year.

1.6.4 PARKS AND RECREATION

This Plan recognizes the importance of protecting the natural and environmentally sensitive areas (e.g. public lands, steep slopes, water sheds, river valley and wetlands), gauging the cumulative impacts of development (hard surface, air quality, contamination, noise, excessive lighting, and reduced habitats) which will not only maintain the health of the environment but also contribute to quality of life for residents.

Policies in this section promote a healthy environment by:

1. Supporting a network of accessible parks, open spaces and trails to meet the needs of residents;
2. Protecting and enhancing the natural environment;
3. Supplying a balanced system of active (playfields and playgrounds) and passive (e.g. parks) open spaces that contribute to leisure time activities and conserves the natural environment within the County; and
4. Mapping trails and mobility linkages to shopping, parks, and work; beginning to specify park types, site layouts, qualities, and balance.

1.6.5 ENVIRONMENT

Citizen collaboration in processes that encompass the air, land and water builds resiliency within the community and encourages care and stewardship in residents. Goals and policies support reducing cumulative impacts, leveraging land value through brownfield partnerships, recognizing and protecting threatened habitat, improving natural spaces within all settings, encouraging stewardship, and improving partnerships between all aspects of sustainable ventures. Mapping begins to recognize sensitive areas and guide protection methodology.

1.6.6 SOCIAL ENVIRONMENT AND CULTURE

The strategy for a healthy social environment is to ensure that social aspects of individual and neighborhood health and well-being contribute toward the health and safety of the County. The Plan recognizes that a sound functioning social milieu contributes to independent and interdependent health, behavior and capacity. This Plan champions these values and realizes that the private, professional and volunteer sectors must work together to build the personal



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

and social capital necessary for resident well-being. Moreover, it validates the intimate relationship between the social, cultural, environmental and economic dimensions. Finally, it acknowledges that large differences within the community decrease the health, well-being and competency of all. In other words, the members of the community are interdependent and what happens to one affects all. To facilitate capacity within the community, the concept of hubs or nodes, particularly educational hubs and tourism hubs outlined in the Social section, utilize social, cultural and economic goals.

Policies in this section acknowledge:

1. The potential for schools to contribute to the social, cultural and recreational fabric of the community;
2. The role of education and training in providing access to employment;
3. The role of health services and facilities in promoting a vital community;
4. The need for barrier-free accessibility to facilities and services;
5. The role of the Sheriff, fire and emergency medical services in promoting the health and safety of all residents;
6. The role of CPTED (Crime Prevention Through Environmental Design) principles in planning for a safe, healthy and livable County; and
7. The importance of County government's role in developing and promoting policies that stimulate social cohesion and collective capacity in the community.

1.6.7 PUBLIC SAFETY

Public safety needs to not only recognize the crucial role of first responders in our society, but the integral role played in resident safety. Prevention and proactive engagement always leverage personal responsibility and accentuate hope and achievement. The Sheriff, fire and emergency services work at the street and corporate level to expand citizen capacity and protect the vulnerable.

Performance objectives such as fire response times and crime reduction targets set benchmarks for safe standards tuned to each neighborhood, and then support sound financial planning for the County. Policies recognize the importance of a safely built environment to reduce the incidence of fire, crime and accidents. As incidences occur, the community builds capacity to respond and then support, nurture and care for its residents.

1.6.8 ECONOMY

A healthy economy not only provides residents with access to employment and income but creates an environment in which business and industry thrive. To achieve a balanced economy, it is important to assume a proactive, multi-dimensional approach. This Plan acknowledges that the physical and social environments within a community are related to its health. The resource industry, tourism, entrepreneurial enterprises, government and the service industry are some traditional economic drivers in the area. However, arts, culture, tourism, information technology and manufacturing can add a degree of diversification to the economic base. Policies in the Plan emphasize one of Grand County's advantages, national and state parks, as an amenity that can enhance and support an overall economic strategy. Urban renewal and redevelopment projects contribute to the employment base as well as



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

help create a more vibrant community. This Plan also addresses the concept of an Airport Industrial Hub and the idea of business/research parks as a way of clustering activity.

A 2022 economic forum or summit and master plan will further strengthen and edit the policies in this section:

1. Support the development and implementation of a long-term economic strategies such as the *Grand County Strategic Plan, 2021*;
2. Support the existing business community while promoting new businesses;
3. Maintain and promote the County’s regional position as a tourism and research mecca by strengthening its role as the regional, commercial, cultural, and educational center; and
4. Promote co-operative relationships and partnerships with surrounding municipalities and public and tribal lands to promote economic development.

1.6.9 IMPLEMENTATION AND INDICATORS

The General Plan guides decision making through an integrated approach articulating work programs and indicators from the goals and policies. The Plan acknowledges that many of the goals can impact the budget. The bridge between a long range plan and annual budgeting comes through the County Commission, community deliberations, project lists, work programs and regular reference to this Plan.

The implementation strategies will continue to apply the Plan and point toward important updates. Focus groups using indicators with regular reporting can articulate the health of the community and gauge the effectiveness of the Plan. Other planning tools such as the Land Use Code, concept and small area plans, and subdivision plans, capital and operating budgets, taxation, incentives, and committees will always continue to embolden the Plan.

In this section, policies:

1. Address the various planning implementation tools available;
2. Emphasize the importance of sustainable sources that help fund the Plan;
3. Promote public participation and group decision making as fundamental to the planning process; and
4. Acknowledge the importance of gathering community indicators through annual monitoring and reporting.

SECTION TWO: CONTEXT AND OUTCOMES

1. HISTORICAL CONTEXT

¹*Moab is the county seat of Grand County and a regional center of southeastern Utah. It is located near the east bank of the Colorado River on the west side of the 12,500-foot-high La Sal Mountains in a valley fifteen miles long and three miles wide within the heart of the Colorado Plateau.*

¹ Information provided by Margaret S. Bearson *Utah History Encyclopedia* at [Utah](#)



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

Known variously as Grand Valley, Spanish Valley, and Mormon Fort, the biblical name Moab was adopted in 1880 when a mail route was established between Salina, Utah, and Ouray, Colorado. The first permanent settlers arrived in 1878-79; but before that date Native Americans, including the Sabuagana Utes, had long occupied the valley and used the nearby crossing of the Colorado River.

Even before settlement, the Moab area had a long and colorful history. Late in 1765 Juan Maria Antonio de Rivera reached the Moab area with an expedition sent north from New Mexico to reconnoiter the land on both sides of the Colorado River. Although other New Mexican traders probably used the crossing, their travels have gone unrecorded, and it is not until 1830, when the Spanish Trail was opened between Santa Fe, New Mexico, and Los Angeles, California, that the river crossing became of great significance.

In an unsuccessful attempt to control the crossing of the Colorado River and carry out missionary work among the Indians of southeastern Utah, forty-one men were called by Mormon leaders in April 1855 to establish the Elk Mountain Mission at present-day Moab. Traveling from Sanpete Valley along the Old Spanish Trail, the group crossed the Colorado River in mid-June and commenced construction of a rock fort. They remained until late September of 1855, at which time they returned to Sanpete Valley after Indian attacks destroyed their crops and left three men dead.

More than two decades later, in 1878, permanent settlers returned to Moab to establish farms and ranches. As the community evolved, a Mormon ward and a community school were established in 1881. Construction of the Denver and Rio Grande Western Railroad between Denver and Salt Lake City brought the railroad to within thirty-five miles of Moab at Thompson Springs and provided a much-desired railroad connection.

A ferry across the Colorado River was in operation by 1885. The first bridge across the Colorado, a three-span steel bridge, was completed in 1912. By the first decade of the twentieth century, Moab had developed as one of Utah's finest fruit-growing areas, producing peaches, apples, and some grapes. Moab became the county seat when Grand County was created from portions of Emery and Uintah counties in 1890. Moab was incorporated as a town in January 1903 and became a third-class city in December 1936.

Although some mining was done along the Colorado River and in the La Sal Mountains, Moab's economy was based on farming, ranching, and fruit growing until the uranium boom of the early 1950s brought in scores of prospectors, miners, workers, and speculators, increasing the population of Moab from 1,275 in 1950 to 4,682 in 1960. During the boom, the nation's second largest uranium processing mill was completed just outside

Moab in 1956, employing more than two hundred workers. The uranium boom brought new motels, cafes, stores, schools, and businesses to Moab.

Uranium was extracted from near Moab as early as the first decade of the twentieth century, and in 1911 the first attempt to drill a commercial oil well between Thompson and Moab was undertaken. Oil promised to enrich the Moab economy during the 1920s, but it was not until 1957 when three oil-producing fields were opened near Moab that something of an oil boom hit the area, a boom that lasted into the 1960s.

As the demand for uranium began to decrease in the early 1960s, potash became the most recent boom industry to hit Moab. A modern potash plant was built in 1963 and a railroad spur line completed from the Denver and Rio Grande Western Railroad at Crescent Junction to the Texas Gulf Sulphur Company mill outside Moab.

Arguably Moab's largest industry, at least for the last quarter century, is the tourist industry. As early as 1906 the Grand Valley Times began promoting the tourism possibilities of the area, and in 1909 the Moab



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

Commercial Club was organized to advertise the scenic attractions and recreational advantages of the Moab region.

A significant boost to tourism came with the designation of Arches National Monument in 1929; however, the Great Depression and World War II brought few visitors to the Moab area. After World War II the river-running craze began slowly in the 1950s, gained momentum in the 1960s, and became a staple of the region's tourist industry by the early 1970s. The establishment in 1964 of Canyonlands National Park, for which Moab serves as the northern gateway, was another milepost along the way to Moab's becoming an important tourist and recreation destination. During the 1980s Moab, with its hundreds of miles of slickrock trails, gained worldwide fame as a mountain-biking center.

While the greatest number of Moab residents are members of the Church of Jesus Christ of Latter-day Saints, the community's diversity is reflected in the significant number of other churches in Moab, including Assembly of God, Baptist, Catholic, Episcopal, Lutheran, and Seventh-day Adventist churches. By 1980, Moab's population had reached a high of 5,333, but by 1990 it had dropped to 3,971. More recently, the population appears to again be on the rise as Moab increases in popularity and notoriety as a recreation destination.

Evidence of indigenous occupation up to 10,000BCE has been seen in Grand County. The present city of Moab is the site of pueblo farming communities of the 11th and 12th centuries. These groups were already vanished when the first European explorers entered the country; instead, nomadic Ute tribes were here.

The European-based settlement of the area began with arrival of Mormon pioneers in 1847. By 1855 they had sent missionary-settlers into eastern Utah Territory. An Elk Mountain Mission was established, but closed after a few months due to Indian raids. For several decades thereafter, the future Moab area (known as "Spanish Valley") was visited only by trappers and prospectors. Permanent settlement began in 1877. These early settlers, coming in from the north, encountered the deep canyon walls of the Grand River and were unable to take wagons over, or around, the steep canyon walls.

They unloaded their supplies, dismantled the wagons and lowered them by rope to the river valley. They then drove their oxen over a canyon rim, down deep sand dunes. After the wagons were reassembled and supplies reloaded, they made their way through the deep sand to the river. They found a place to ford the river, below the present bridge in north Moab. They later established a ferry at the crossing site, which remained in use until the first bridge was built in 1921.

In 1881 the area was known as Grand Valley, and Moab was a "wild west" town. A 1991 visitor to Moab later said it was known as the toughest town in Utah because the area and surrounding country has many deep canyons, rivers, mountains and wilderness areas, becoming a hideout for outlaws. The local economy was initially based on farming and livestock. Mining came in at the end of the 19th century, and the railroad arrived. The first school in the county was started in 1881. Mormon settlers began planting fruit trees by 1879, and by 1910 Moab was a significant fruit-production center.

Due to the distances involved, the settlers of eastern Emery County found it difficult to conduct county business in that county's seat. By March 13, 1890 their petitions caused the Utah Territory legislature to designate the eastern portion of the county as a separate entity, to be named Grand County, named for the Grand River (whose name was changed to Colorado River in 1921). The county boundaries were adjusted in 1892 and in 2003.

Exploration for deep petroleum deposits began in the 1920s, and this industry has made significant contribution to the economy since that time. Other significant industries include uranium mining, and filmmaking.^[3]



GRAND COUNTY GENERAL PLAN 2030

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Delicate Arch, one of the most famous arches in Arches National Park

²Grand County lies on the east side of Utah. Its east border abuts the west border of the state of Colorado. The Green River flows southward through the eastern part of central Utah, and its meandering course defines the western border of Grand County.

The Colorado River enters the east side of Grand County from Colorado, flowing southwestward toward its confluence with the Green in San Juan County, south of Grand. The Dolores River enters Grand County from Colorado, flowing westward to its confluence with the Colorado River near Dewey.

Grand County terrain is arid, rough, and spectacularly carved by water and wind erosion, exposing red rock formations that have created a solid tourist industry. The area is little used for agriculture unless irrigation is available. The terrain is filled with hills and protuberances, but generally slopes to the south and to the west.

Its highest point is Mount Waas in the SE part of the county, at 12,336' (3760m) ASL. The county has a total area of 3,684 square miles (9,540 km²), of which 3,672 square miles (9,510 km²) is land and 12 square miles (31 km²) (0.3%) is water. Deserts, cliffs and plateaus make up the scenery, with few settlements apart from the city of Moab, a Colorado River oasis. Arches National Park lies in the southern part of the county, just north of Moab. A northern portion of Canyonlands National Park lies in the southwest corner of the county.

This Plan is being undertaken at a time of optimism regarding the future. Sound planning ensures that growth and development takes place in a rational manner with a view to securing the health and wellbeing of the community.

Grand County and the City of Moab combine the benefits of both a small town and urban living. The County is close to mountains, canyons, rivers, resource extraction and recreational opportunities, contributing to its high quality of life. All these features influence growth and development.

The history of the County shows tourism growth outstripping the necessary range of housing options and support services, especially for the service sector. However, the last several decades have seen many improvements in community and municipal facilities. Such progress serves as a reminder that much still remains to be done.

Prior to the 1980s, the development of the County had been influenced by policies, many of them informal and not formally adopted by the County Commission. The 2022 General Plan (GP) update replaces the 2012 General Plan. To check implementation progress and revisit goals and strategies, administrative staff interviewed a number of stakeholders and decision makers. Those collated results queried current plans, strategies, mapping and reporting. Each of the edited results are embedded within the various sections of this Plan.

² https://en.wikipedia.org/wiki/Grand_County,_Utah



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2. Historical Plans

In 2008, the *Grand County Land Use Code* was redrafted. Major gaps continue to be identified in the key development regulations. An important implementation strategy develops performance based frameworks for both the engineering development standards and the land use code and identify important alignments with this Plan – e.g. land use and zoning.

This Plan incorporates previous sub-area plans adopted between 1998 and 2003, and then the Small Area Plan (2020) within the North Highway 191 corridor:

1. Crescent Junction to Thompson Springs;
2. Highway 191 North Corridor;
3. River Road Corridor;
4. Spanish Valley Drive/Mill Creek Drive;
5. The North Gateway; and
6. Small Area Plan – North Corridor – 2020.

The plans highlighted future land use patterns with concept maps. Most of the general development standards listed in the sub-area plans were implemented in the 2008 Land Use Code and were generally supported by the public. Flood plain data was updated in _____ 2017? ...

Figure 1.1 Plans Adopted by Reference in the General Plan

<u>Plan Adopted by Reference</u>	<u>Year Adopted</u>
Grand County Wilderness Plan	1995 (GP 2012)
Grand County Scenic Byways Corridor Management Plan	2008
Grand County and City of Moab Housing Study and Affordable Housing Plan	2009
Grand County Non-motorized Trails Master Plan	2011
Small Area Plan	2020
Resource Management Plan	
Airport Master Plan	2015
County Commission Strategic Plan	2022
Grand County Resource Needs Assessment	2012
Spanish Valley Transportation Master Plan	2008
	20

3. GROWTH PROJECTIONS AND TRENDS

Population forecasting models were prepared by the Kem C. Gardner Policy Institute as part of the University of Utah – David Eccles School of Business. They produce population projections for the state of Utah and all 29 counties and updated every four years.

Figure 2.2. Grand County and Municipality Population Projection through 2060
Grand County Population Projections



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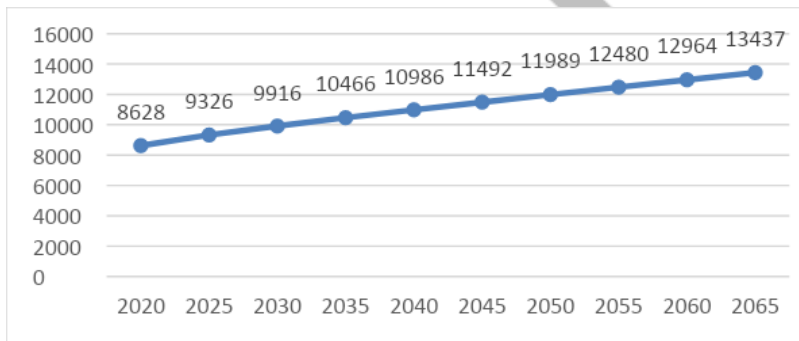
2020	2030	2040	2050	2060
9,669	11,695	12,745	13,736	14,480

Source: Kem C. Gardner Policy Institute

According to the 2019 US Census data, Grand County population was **9,669 as of 2020**. Moab city has a population of 5,268, and the town of Castle Valley has a reported population of 350. *Unincorporated Grand County population is 4,022.*

Demographers and state economists are forecasting continued population and employment growth in Grand County. On average the population has experienced a growth rate of 1.07% over the past 10 years; this trend is expected to continue through 2030, but decrease to 0.6% by 2060. Employment in the county has been increasing at an average annual rate of 2.4% with growth in excess of 5% in 2004 and 2005. The DEA is projecting continued employment growth; however, growth is expected to be modest, averaging 0.7% through 2020 (Figure 2.3).

Figure 2.3. Grand County Total Employment Forecast



Source: Kem C Gardner Institute Data

Who is in Grand County?

Grand County’s demographics analysis must be broadened beyond estimates of the number of full-time residents because at any given time of year, thousands of people in Grand County are not full-time residents. To keep this characteristic of the county in the forefront, the demographic description breaks the population into segments: 1) full-time residents, 2) tourists and 3) and part-time residents that include second-home/vacation home owners and seasonal workers.

Full-Time Residents

Approximately 60% of the full-time population in Grand County is part of the labor force. The average household size is 2.28, with 65% of residents owning homes and 35% renting (Figure 2.6). The average 2019 per capita income totals \$27,431 (Figure 2.4). Average monthly wage of 2020 is \$3,154 (Utah Workforce Data). The 2020 Labor Force population was 6,161. Average unemployment rates in 2020 was approximately 9.5%. This percentage is slightly higher than annual averages, which could be attributed to the COVID-19 pandemic.

Figure 2.4. Population and Workforce Data



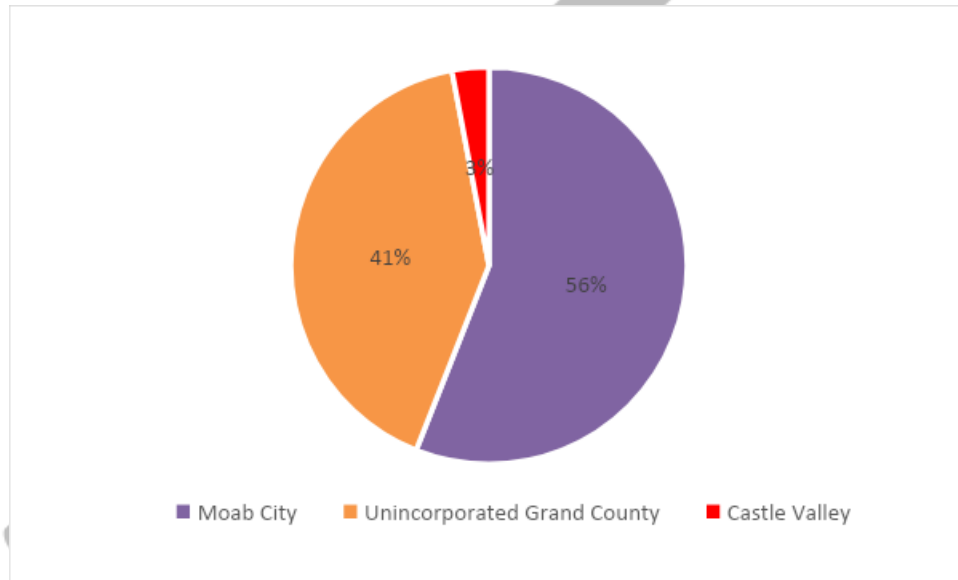
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2020 Population	9669	US Census Bureau
2019 Labor Force	5494	US Census Bureau
2019 Per Capita Income	27431	Utah Dept of Workforce Services

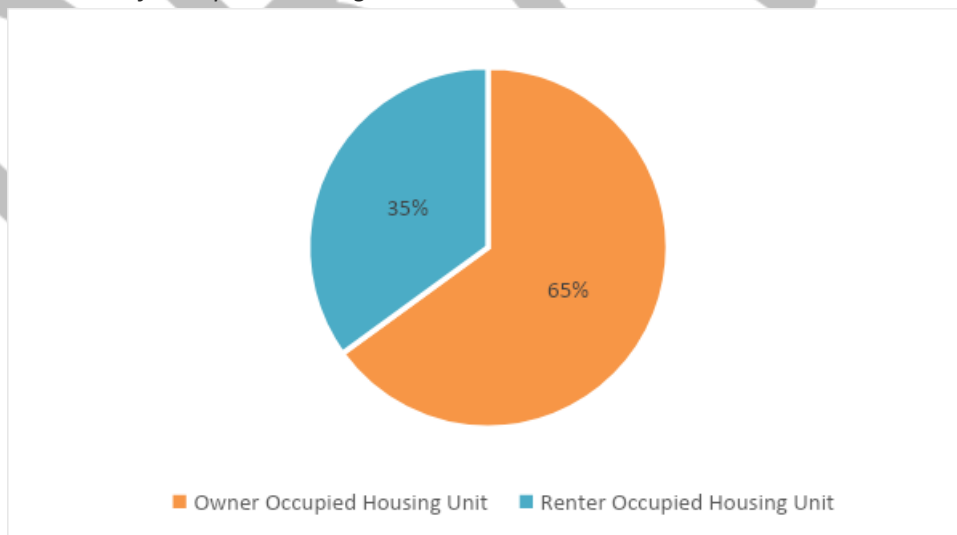
According to the 2012 Census, 56% of the county population resides in Moab, 41% in unincorporated regions of the county and 3% in Castle Valley (Figure 2.5).

Figure 2.5. Population Distribution



Source: 2020 Census

Figure 2.6. Tenure of Occupied Housing Units



Source: US Census Bureau

According to the 2019 age-structure estimate from the US Census data, the baby boomer generation, currently ages 57 through 75, accounts for approximately a quarter of residents in Grand County (Figure 2.7).

According to US Census estimates, in the past decade the population of Grand County has increased by



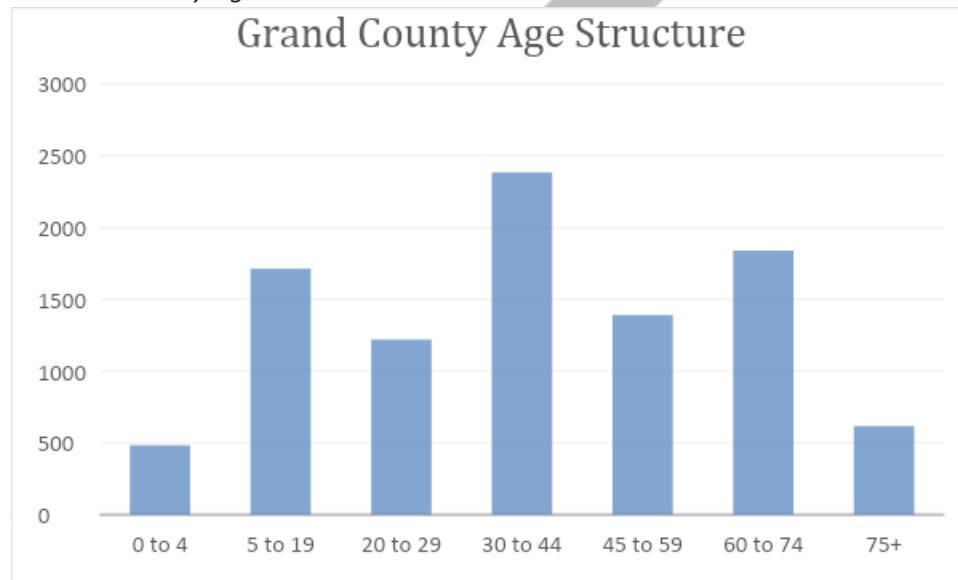
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approximately 653 individuals, for a total increase of about 7%. Examining the population change by age group shows that two age groups are moving to the area: baby boomers and young adults.

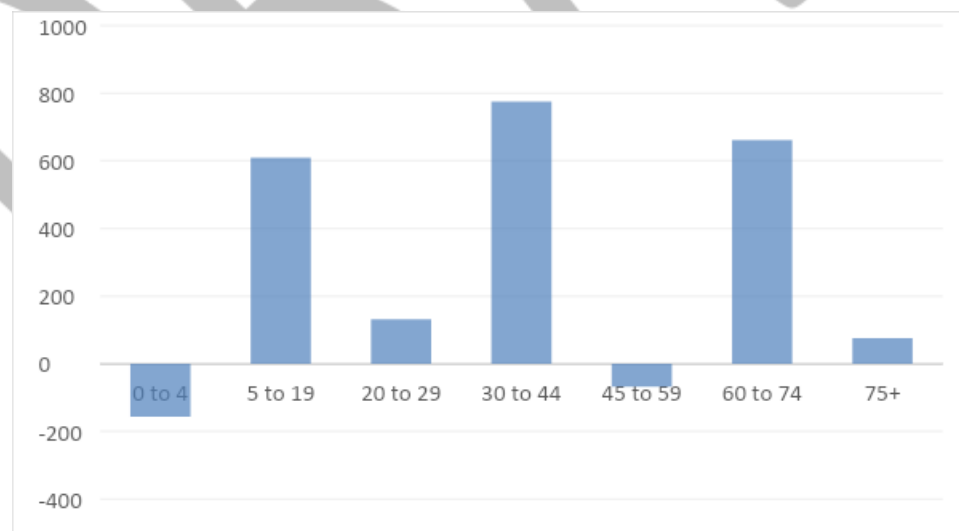
Over half of new residents moving to Grand County are between the ages of 30 and 44 (Figure 2.8). This suggests that many of the new residents are younger individuals attracted by the outdoor lifestyle and recreation in Grand County, and older, financially stable individuals nearing retirement age purchasing retirement and second homes.

Figure 2.7. Grand County Age Structure



Source: 2019 US Census Bureau Data

Figure 2.8. Grand County Population Change 2010-2020



Source: 2020 US Census Bureau

The negative growth rates in the bottom two age groups could spell decreasing enrollment in area schools in the next 10 years, unless a larger number of young adults can establish themselves in Grand County and remain through their 30's and 40's.

While the total population is projected to grow at an average annual rate of 1% through 2060, the

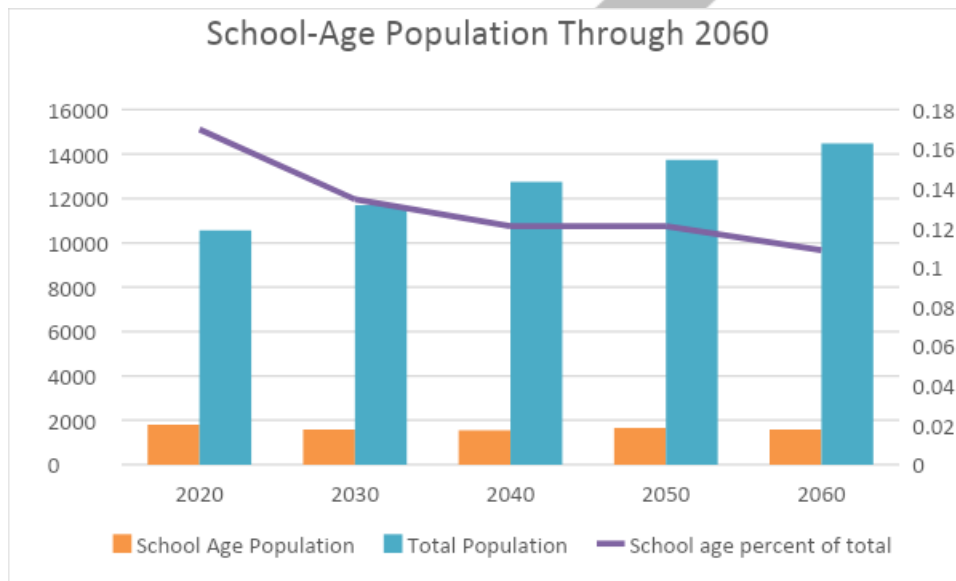


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school-age population is projected to increase by less than 0.5% (Figure 2.9). In 2010, individuals between the ages of 5 and 17 composed about 17% of the total population. This ratio is down from the 2000 level of 20% and down from 1990, when the school-age population totaled 24% total population. This ratio is expected to decrease to 11% by 2060.

Figure 2.9. School-Age Population through 2060



Source: Kem C. Gardner Policy Institute

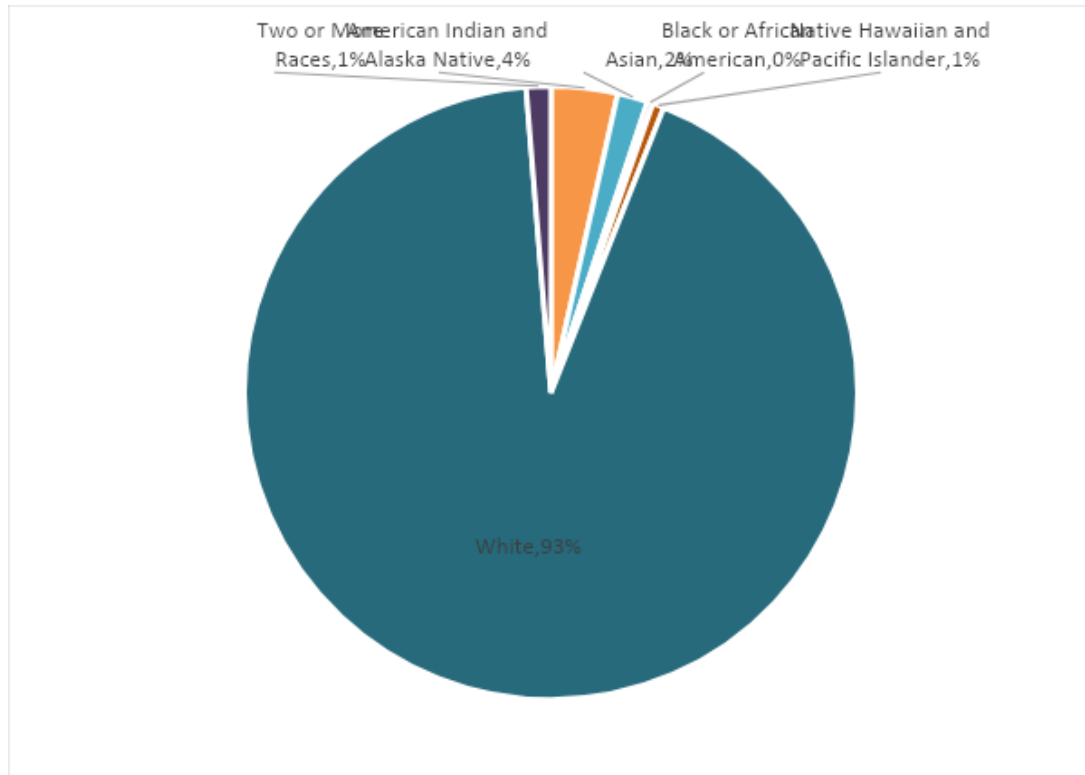
The majority of Grand County's population is white; only 7% of residents are not white (Figure 2.10). This corresponds with the diversity of the population in 2000, also when only 7% of the population was non-white. Diversity has not grown significantly. Measured separately from race shows that 10.3% of residents are of Hispanic or Latino origin according to the 2010 U.S. Census Bureau.



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Figure 2.10. Grand County Population by Race



Source: 2020 Census

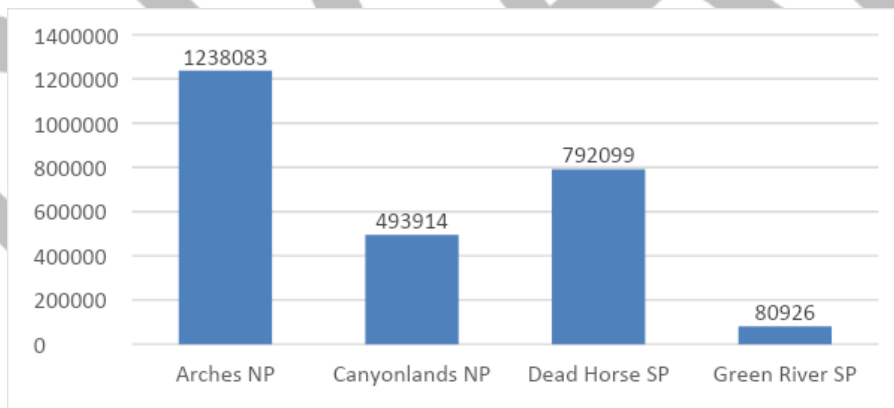


Figure 2.11. 2020 Grand County Tourism Indicators - Source: Grand County Quarterly Economic Reports

Part-time residents

There are two types of part-time residents: second home/vacation home owners and seasonal workers. Second home use parallels the peaks and off-seasons of the tourist seasons. Seasonal workers also reside in the region during the busy times of year when jobs are available.

Tourists

The Utah State Tourism Office collects and maintains data from numerous sources, which can be used as indicators for tourism trends (Figure 2.11). Annually over 3 million vehicles cross the 1-70 Utah/Colorado border. However, not all of these trips are tourism-related. In 2020, the two national parks in the area had a combined visitation greater than 1.7 million, state parks had over 850,000 visitors.



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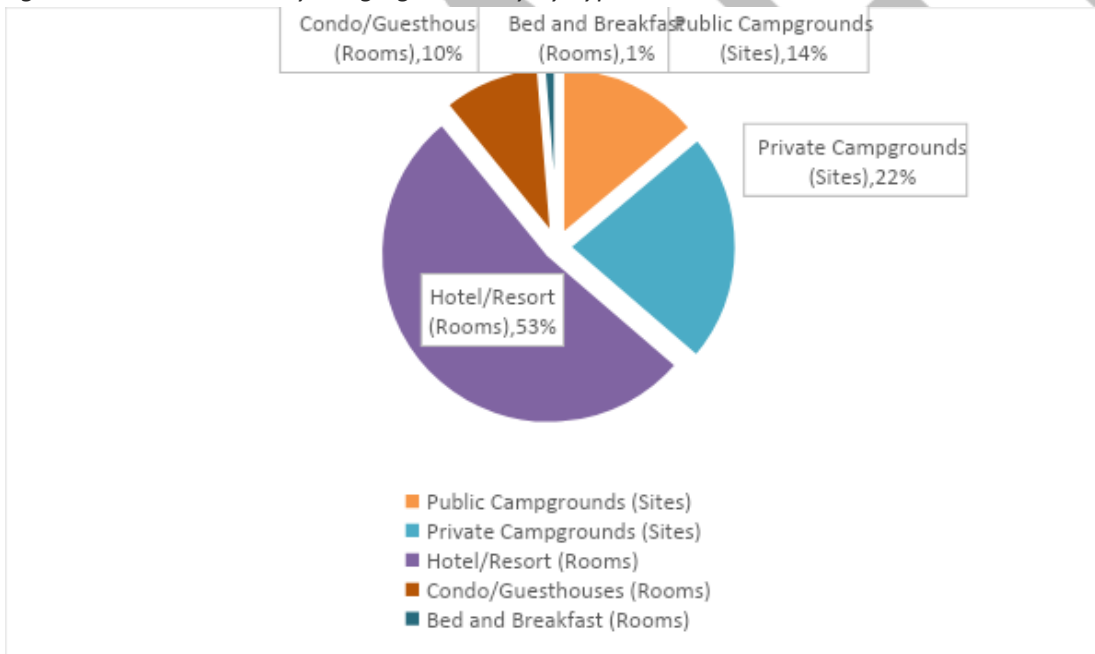
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Another measure of tourist activity in Grand County is the county’s lodging inventory (Figures 2.12 and 2.13). The county has over 5,000 campground sites and rooms. Fifty-three percent of the lodging stock is rooms in hotels or resorts and 22% is private campgrounds. There are also over 750 established public campsites in the county.

Figure 2.12. Grand County Lodging Inventory

Lodging Type	Inventory – 2015	Inventory – 2020	Percent +/-
Public Campgrounds (Sites)	533	761	42.78%
Private Campgrounds (Sites)	1,260	1,223	-2.94%
Hotel/Resort (Rooms)	2,065	2,888	39.85%
Condo/Guesthouses (Rooms)	442	524	18.55%
Bed and Breakfast (Rooms)	59	71	20.34%
TOTAL	4359	5467	25.42%

Figure 2.13. Grand County Lodging Inventory by Type



Source: Moab Area Travel Council



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A rough estimate of total visits can be derived by multiplying the total monthly room capacity, assuming double occupancy, by the monthly county average occupancy rates. This yields a total of nearly 2.5 million room nights (Figure 2.14).

The total room nights are divided by the average stay length to calculate total overnight visitors. According to a Utah Office of Tourism survey of Utah visitors, 40% of leisure visitors are on day trips. Therefore, it is assumed that there are an equal number of day-trip visitors. This is added to the total room nights to achieve the end estimate of 2.75 million visitor days.

Figure 2.14. Total Estimated Visits

TOTAL ESTIMATED VISITS		
Total Room nights	2,478,355	Calculations
Average Stay Length	3.2 days	Utah Office of Tourism
Overnight visitors	688,432	Calculations
Percent day trips	40%	Utah Office of Tourism
Day trips	275,373	Calculations
Total Annual Visitor Days	2,753,728	Calculations

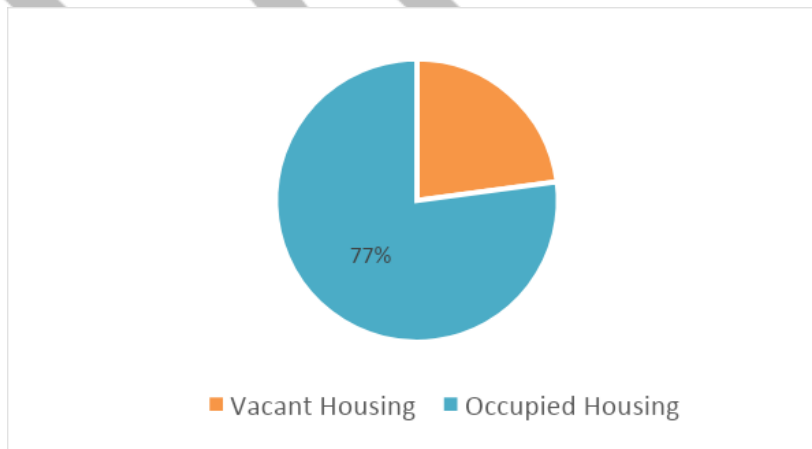
Source: Calculations

Second Home Owners

According to Grand County data from 2021, second home dwellings (for example, retirement and/or vacation homes) made up 25% of the county’s housing stock (Figure 2.16). While this may not seem like a significant portion of the housing stock, even a small external demand for housing units does seriously impact housing prices in a relatively small market. Experience has shown that an accurate measure of second-home ownership requires a customized site-specific study.

Grand County’s landscape and moderate climate make it very appealing to out-of-area investors. Consequently, the local housing market has experienced increased external market demand for second/seasonal homes, retirement homes, and general investment properties. External-market real estate purchasers have the ability to bid higher purchase prices than those supported by prevailing wages in the local market.

Figure 2.15. Housing Unit Stock by Occupancy



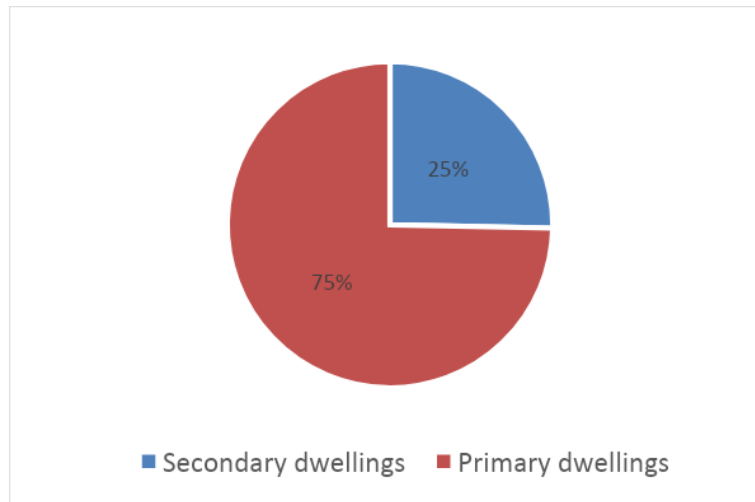
Sources: 2020 US Census data

Figure 2.16. Primary and Secondary Dwelling units



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Source: Grand County Treasurer’s Office data

There are a total of 5192 dwellings in Grand County that are either occupied or unoccupied. Secondary dwellings in Grand County have been increasing at a high rate within the last decade. In the 2012 General Plan, an estimated 12% of homes were secondary dwellings. According to 2021 data, now 25% of homes are secondary dwellings, either used by second homeowners or used as overnight rental properties.

The impact of second homes in Grand County is relatively small when compared to mature resort communities such as Pitkin County and San Miguel County, Colorado. Secondary residences in these counties can impact peak population more than any other land use in the county. However, even the relatively small number of second homes in Moab could impact peak overnight population by about 4%.

Figure 2.17. Grand County Peak Overnight Population

Full Time Residents Population	9669
Tourists (Full Lodging Inventory)	5469
Secondary Dwellings	1144
Total Overnight Population	16282

Source: U.S. Census Bureau, Moab Area Travel Council Lodging Information

4. OPPORTUNITIES AND CHALLENGES

Several socio-demographic factors and characteristics of the County all point to opportunities. Some of these factors and characteristics include:

- Natural resources – solar, helium, forestry and oil/gas;
- Human resources – research and development, re-training, University articulation, service sector career development;
- Built environment – serviced industrial/commercial, mixed use, managed growth referenced in the an adopted land use and infrastructure plan, collaborative master plans with all public lands;

Nevertheless, there still remain challenges. For example, the County should start to diversify its economic base and develop an adopted managed growth plan.

In meeting opportunities and challenges attributed to growth, the County strives to make the most of development that is already built. As part of its mandate, the County works with citizens, community,



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public and private stakeholders and business groups to sustain our neighborhoods and businesses. The County supports repair, upgrade and renewal of all building and service infrastructure.

The County makes the most efficient use of infrastructure by promoting infill development in existing neighborhoods and business areas and accommodates intensification of land uses along transportation corridors with existing services. The County promotes investment in commercial and residential development in the Development Nodes that promote hubs for social, economic and cultural activities. The County anticipates regional and national economic, environmental and social shifts that will impact business conditions.

To facilitate long-term planning, the County designates residential, commercial and industrial land to prepare for projected development in each sector for the next 20 years (see Schedules 16.1.1 and 16.1.2). Development will proceed in accordance with our ability to provide municipal services and infrastructure based on the values of residents expressed in the long-term vision for the County.

SECTION THREE: HORIZONS

3.1 OVERVIEW

To be representative of the community, a Plan needs to reflect the broad based values of all stakeholders. A *vision* is an important part of growth management and it should be built upon the diverse values of the community. Growth management concerns the rate, form, location and type of community development. It can also be used in response to or in *anticipation* of growth. The vision for this Plan recognizes that economic development needs to be linked with socio-cultural and environmental development. The challenge of growth management is in mitigating any potential negative impacts of growth.

3.2 VISION AND STRATEGIC PLAN

The County adopted a Strategic Plan in with:

- Core value statements;
- A vision statement; and
- Key Indicators.

The Strategic Plan guides the values in the General Plan in terms of symmetry, pace and priority. The Plan fashions the character of the built, social and economic environment – demonstrating open and integrated development, administrative and elected relationships, County and community engagement and decision making, social structures and support, and preservation and enhancement of the environment. Smart growth policy statements align with the Strategic Plan elements.

3.3 INFORMATION TECHNOLOGY (IT)

Strategic planning with IT is crucial for public information accessibility, online integration between departments, and increased online perspectives. The backbone of any municipal system is Parcel data. Our current system is a state of the art Geographic Information System (GIS). The County has a dedicated ARCGIS server with a large database for all employee access and a public interface for the County Land Use Code and parcel, zoning and aerial systems.

The permits and planning system functions with the proprietary IWORQ system using a cloud server. This system is underutilized by many departments. IT chooses systems based on staff resources for configuration and customization, onsite maintenance, the depth and flexibility of the user experience,



GRAND COUNTY GENERAL PLAN 2030

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security, integration, public facing best practices, change management best practices, and financial scalability.

The Emergency software Spillman (Motorola) and Lexipol which have integrated dispatch, emergency operation policies and procedures and integrates with GIS. Civic plus is the County website administration software, and is currently due for a free redesign. The Library is the main user. Currently there are 13 official Grand County Facebook accounts.

Goal

Update the County’s IT master plan to address design, development, systems analysis, integration, public access and symmetry between the various systems.

Policies

- i. Develop two IT guidance groups for strategic input – a strategic committee and a user group;
- ii. Within the strategic plan highlight important milestones, systems analysis timetables for short and medium term, security risk analysis, customer service options, and streamlined business practices; and
- iii. Continue to support online engagement platforms that integrate all County communication strategies and practices.

3.4 DEVELOPMENT HUBS OR NODES

A hub or node is a center of activity through which traffic, services and/or communication is routed and focused. It is a central area that connects multiple sectors in a single network. Improvements in one sector will reinforce improvements in others. The overall goal of development hubs is to promote and encourage interaction and specialization of activities within each hub by way of zoning, land uses, and infrastructure policies and objectives.

Different types of development hubs have been identified for the next several decades. The hubs are mainly based on geographic locations and proximity to existing infrastructures and services. They include:

1. Airport Industrial;
2. North Corridor Recreation;
3. Thompson Springs;
4. Cisco;
5. Spanish Trail and Hwy. 191; and
6. Lemon Lane;
7. Scenic corridors – Hwy 191 north and south, Hwy 128, Sand Flat?
8. Others???

The *Airport Industrial Hub* has been identified as the area around the Canyonlands Airport. The industrial land base is limited without additional expansion. There are potentially many industrial opportunities for the area surrounding the Airport with successful public lands and infrastructure partnerships. Boundaries for intensification of development must be established in concert with private and public lands. Master plans and an updated airport overlay need to mitigate airport impacts.

Highway corridor mixed use nodes are identified in the Rural Hubs at Lemon Lane and Spanish Trail will encourage a range of residential building and land form types including small lot residential, mixed use, neighborhood commercial and light industrial.

The *North Recreation Corridor* references the Special Area Plan that identifies permanent land use



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

types like resort commercial and gateway opportunities.

Directing development to managed growth areas will lower overall infrastructure costs and drive social and economic development in the community.

Educational and Research Hubs focus compact development in areas with mixed use resources. A core concept of this Plan is to proactively develop the identified hubs as centers of economic, socio-cultural and physical excellence.

Another type of hub is on a neighborhood scale. Residents desire a strong community with strong neighborhoods and support services that enable their families to thrive. These neighborhood hubs are intended to focus on the delivery of social support and some services at a neighborhood scale. The goal is to nurture these hubs to provide a center where recreation, social support and volunteer needs can be met.

3.5 NEIGHBORHOODS

The design of a neighborhood can create a built environment that contributes to sustainable and inclusive communities. To maintain the value of public and private investment already made in existing areas, neighborhoods should be capable of renewal. In a simple definition, a sustainable community affords its residents the opportunity to live, work and play, today and in the future. It provides them with the opportunity to meet their diverse needs both in the present and in the future. A sustainable community is also a safe and inclusive community – one that is well-planned and offers equality of services for all.

For this reason, the built environment will be designed in such a way that communities are active, inclusive and safe, environmentally sensitive, well connected, thriving with services accessible to all. It is hoped that the policies in this Plan will help create and maintain a high quality of life in all neighborhoods. A balance needs to be struck between the needs of neighborhoods and the County as a whole. These policies will be implemented through concept plans, the Land Use Code, and the subdivision and development processes.

While preparing and reviewing concept plans, subdivision plans, and Land Use Code amendments, the following criteria must be considered:

1. Housing options;
2. Sustainability;
3. Efficient and effective use of servicing and infrastructure; and
4. Access to transportation, housing, employment, recreation and amenities.

The neighborhood concept is based on the residential neighborhood unit - sufficient in size to support an elementary school, small scale commercial space and has a geographical identity defined by topography and streets. In a neighborhood unit, the elementary school, shopping, parkland and recreation facilities focus identity. The interior street system slows down traffic to reduce the traffic risk, provide for multiple unit housing, neighborhood shopping outlets and community facilities within the neighborhood. Decreases in family size drives the need to recalibrate neighborhood size.

3.6 DESIGN STANDARDS AND ILLUSTRATIONS

Two basic neighborhood street patterns are evident in the County. Those areas developed prior to 1980 exhibit a rural road arrangement around large lot agricultural lands. Residential developments since 2000 have tended to follow a more curvilinear street pattern, as exemplified by Spanish Valley Drive. The trend today is to design neighborhoods with the needs of pedestrians, cyclists and transit in



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

mind for health, social and environmental reasons. Complete streets and walkable neighborhoods encourage a mix of land uses such as housing, parks, schools and neighborhood shopping.

This Plan will begin to illustrate street layouts, cross sections and visualizations that characterize neighborhood principles, as outlined in the Land Use section (reference Appendix 17.3).

SECTION FOUR: DECISION MAKING

4.1 OVERVIEW AND STRATEGIES

The County adopted a draft Strategic Plan in October 2021 that references a vision and a value statements. This Plan needs to reinforce the democratic ideal embedded in County decision making and actively search for creative and effective ways that negotiate all the elements in the Plan.

Early and ongoing public engagement breathes relevance into actions. Decision making structure is expressed through (reference decision making chart and appendix for individual committee structures):

1. Elected officials – Commission; Assessor; Attorney; Clerk/Auditor; Justice Court Judge; Recorder; Sheriff; Surveyor; Treasurer;
2. Committees – Arches hot spot; audit; Local emergency; Homeless coordinating; Moab tailings; Motorized trails committee; Old Spanish trail arena; Sand flats stewardship; Special events; Star hall; and Trail mix;
3. Boards and Commissions – Planning commission; Airport; Board of adjustment; Budget advisory; Children’s justice center; Council on aging; Economic development advisory board; Economic diversification advisory council; Historical preservation commission; Housing authority of southeastern Utah; Housing task force; Library board; Noxious weed control board; and Travel advisory board;
4. Community groups – neighborhood groups and associations; Special Service and Local District Boards – Arches special service district; Canyonlands Health care; Grand County cemetery maintenance; Grand County recreation; Grand County transportation; Grand Water and Sewer Service agency; Grand County Special Service Water District Administration control board; Grand County water conservancy board; Spanish Valley Water and Sewer improvement district; Moab mosquito abatement district; Grand County Solid Waste management; Thompson springs special service water district board; and Thompson springs special service fire district; and
5. Agencies and referral groups – Non-governmental groups, and non-profits.
6. Decision making considers the guiding elements of smart growth and uses initiative to find and source out options for constructive engagement including:
7. Media – social, print, web, newsletters, reports, on-line access and mailings;
8. Face-to-face – open houses, presentations, door-to-door, committees, forums and round tables; and
9. Formal – public hearings, County and Planning Commission meetings.

4.2 COUNTY, REGION AND AGENCIES

The quality of decision making depends on adaptively responding to changing circumstances, but,



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

more importantly, consistently and reliably scaffolding ideas from all groups especially the underserved. Administration must “buy-in” to Commission policies and strategies and regularly interact to reinforce consistency. The following goals and policies guide the actions in implementation and help reinforce the political impetus in community planning:

Goal:

Educate and inform employees about County programs, issues and initiatives.

Policies:

- i. Establish a communications committee and orientation program considering regular communication to all staff including those off-site;
- ii. Make information about corporate priorities and initiatives easy to access through online databases and frequently asked questions;
- iii. Promote and leverage existing internal online database of general inquiries/frequently asked questions for employees to find answers;
- iv. Increase employees’ knowledge of departmental functions across the organization;
- v. Provide relevant resources and additional information/links to program information;
- vi. Involve employees in decision making through teams, networks and questionnaires;
- vii. Improve the organization’s ability to anticipate and respond to issues;
- viii. Develop an issues management protocol to effectively identify, monitor and respond to issues; and
- ix. Foster a cultural shift to embody an “oneness” between employees and management.

Goal:

Develop a public engagement strategy to guide the public consultation process and create consistency across the organization.

Policies:

- i. Ensure compliance with *American with Disabilities Act (ADA)*;
- ii. Consult and engage in diverse locations and ways;
- iii. Create informal opportunities for feedback;
- iv. Explore best practices in public engagement;
- v. Identify new and alternative opportunities for public engagement that are accessible and convenient to the public;
- vi. Leverage website and social media to promote opportunities for input including specific apps;
- vii. Increase the public’s trust that the County genuinely wants input and will take various points of view into consideration;
- viii. Create a “How to get involved” section on the website that lists public engagement opportunities;
- ix. Establish communication channels with local organizations to reach a multitude of stakeholders in a targeted and cost-efficient approach (e.g. neighborhood groups, libraries, committees and agencies, and University);



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- x. Conduct a pilot project with a local organization (e.g. Chamber of Commerce) to establish and test an approach where the organization provides County information to its members on behalf of the County and solicits feedback; and
- xi. Have stakeholder groups host public events and opportunities for people to talk to County employees to learn more about County initiatives and issues.

Goal:

Improve the quality of the County’s key stakeholder relationships and map legislative and reporting gaps across all political and referral agencies.

Policies:

- i. Enhance the County’s media relations strategy;
- ii. Provide more information on critical or complex issues through media packages, media briefings, and more face-to-face time with key reporters;
- iii. Consistently identify newsworthy stories and present them in a way that’s compelling;
- iv. Ensure inquiries from the media are given a high priority and responded to as quickly and efficiently as possible;
- v. Balance the use of traditional consultation methods (e.g. public meetings, surveys) and emerging methods (e.g. online forums) to best suit the situation;
- vi. Develop a social media strategy;
- vii. Establish stronger ties with neighborhood groups, boards and committees, and coalitions (e.g. community centers, community clubs, libraries, and youth advisory committee);
- viii. Work with stakeholder groups to host public events at which County employees and Commission members can address County issues;
- ix. Explore the possibility of leveraging existing advisory committees (or groups with a similar structure) to help identify key issues;
- x. Continue to implement the County Strategic Plan and ensure that the customer service standards are compliant with ADA;
- xi. Provide appropriate customer service training and resources for employees;
- xii. Make the public aware of the County’s customer service standards, including timelines for responding to inquiries, mail, and email;
- xiii. Make regular stakeholders research a cornerstone of County activities and regularly endeavor to understand what’s important to residents;
- xiv. Conduct community trend surveys every year;
- xv. Increase use of research and public opinion polls in County decision-making;
- xvi. Consider the formation of focus groups to annually report on community indicators; and
- xvii. Increase communication skills and enhance the communications capacity of the organization as a whole.

Goal:

Increase stakeholders’ awareness of County programs and initiatives.

Policies:



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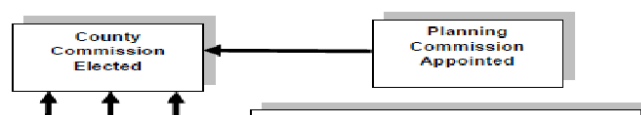
- i. Enhance the County media relations strategy. Ensure that County news is covered by local media and increase accurate media coverage of County services and initiatives;
- ii. Continue to rely on the County’s advertising program to convey important information to residents;
- iii. Review existing advertising policies and update them to reflect changing circumstances;
- iv. Continue to write and produce high impact ads;
- v. Make County information and opportunities for input more accessible;
- vi. Explore the possibility of establishing one-stop information stations throughout the community;
- vii. Create an inventory of languages spoken by employees. Leverage the translation capabilities of County employees to affordably and informally provide information in languages other than English;
- viii. Work with cultural groups to translate and distribute the document to new residents who may not have access to the Internet or speak English;
- ix. Participate in speaking engagements and public outreach;
- x. Build on existing school outreach programs (local government week, engineers in the classroom, water conservation programs, land use transportation, and parks and recreation);
- xi. Continue to host public outreach events and open houses, especially for long range planning projects like the General Plan;
- xii. Revamp the County’s website. Focus on presenting information as one voice rather than as information from various departments. Whenever possible, build in opportunities for users to provide feedback on issues and services of the day; and
- xiii. Develop and roll out sign guidelines so that all County signage is consistently designed and branded.

4.3 PARTNERS - ROLES AND RESPONSIBILITIES

Figure 1 explains the current referral relationships with County Commission and recommends that important gaps be evaluated for improved decision making and engagement, as noted above and in the notes section of the figure.

Figure 1 – County Commission Decision Making

County Commission Decision Making





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SECTION FIVE: SUSTAINABILITY

5.1 OVERVIEW

Comprehensive plans like this Plan echo the County Strategic Plan core value statements:

1. Collaborate and build relationships with all partners – source comments and feedback
2. Regularly report progress and challenges
3. Advance smart growth principles for all types of development
4. Promote a range of housing and lodging opportunities
5. Preserve a small town feel
6. Strengthen existing businesses while promoting diverse opportunities
7. Protect our aquifers to insure both quantity and quality of the water.

The relationship between strategic planning, master plans, studies, and indicators are expressed in Figure 2:

Figure 2 – Planning relationships:

These values connect to the Plan, tied to indicators and actions in the implementation section.

Vision - Balance - As a small and diverse community we collaborate with our partners to create resilient educational and economic opportunities for residents while balancing social and environmental values.

Core Values

Secondarily, the County Commission charges Administration with strategies that reinforce practice and direction. The Strategic Goals strengthen the fabric of the Plan elements and can be referenced to each element such as land use, infrastructure, parks and recreation, finance, public safety and decision making:

1. *Sustainability - We encourage sustainable development that promotes resource conservation and preservation and takes into account ecological constraints.*

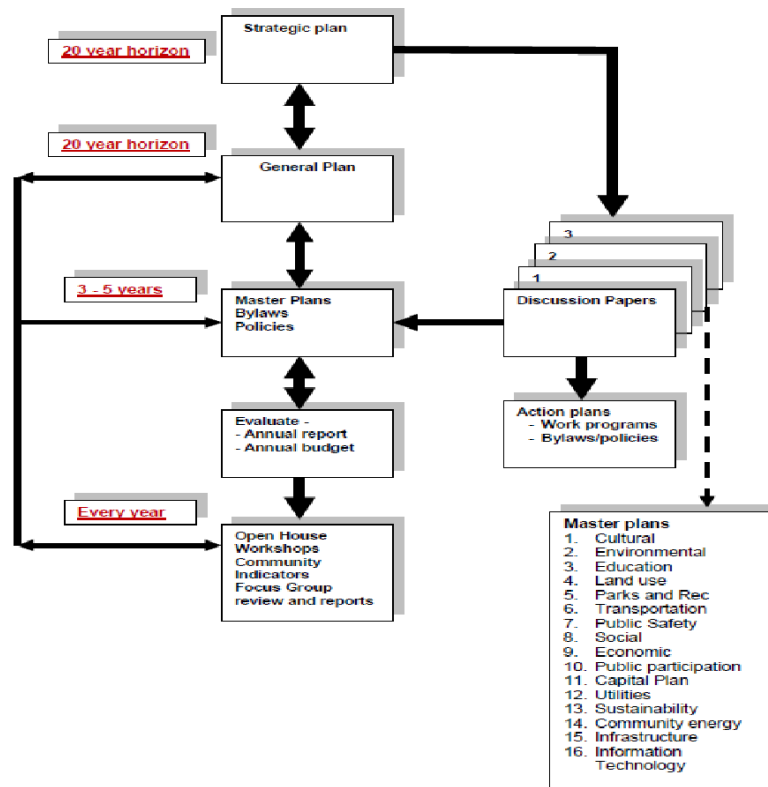


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2. Stewardship - Public lands are a tremendous community asset and we acknowledge our responsibility as stewards of those lands. We strive to preserve and protect wildlife habitat, dark night skies, rivers and watersheds, cultural resources, and our scenic natural beauty.
3. Small town feel – We value the unique small town feel of our community and aim to preserve it as the community continues to grow and develop
4. Responsive and Inclusive Governance - We welcome diverse perspectives and initiatives by continuously engaging residents, reducing physical and technological barriers and improving access to County resources.
5. Livable community - We strive to maintain a livable community in which future generations are nurtured, vulnerable populations are supported, the health and safety of residents is reinforced, and a diversity of cultural and educational opportunities is present.
6. Economic diversity - We encourage responsible and diverse economic development that enhances our community, provides a wide range of employment opportunities and supports small businesses.
7. Collaboration - We collaboratively plan and act with all partners including Moab City, the Town of Castle, ValleySan Juan County, and state and federal land management agencies.

Figure 1 - Planning Relationships
Strategy, Act, Measure and Report
June 2021



5.2 SMART GROWTH

Vision

“As a small and diverse community we collaborate with our partners to create resilient educational and economic opportunities for residents while balancing social and environmental values.”

The following interrelated statements and values express principles which collectively establish the qualitative framework of this Plan. Smart Growth principles form the fundamental schools of best practice and frame this Plan.



GRAND COUNTY GENERAL PLAN 2030

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Grand County will be:

1. A global destination community that values quality backcountry and rural experiences and seeks innovation and diverse employment, retail and service opportunities;
2. An inclusive, safe and diverse community rich in culture with a lot to offer and that is proud of its heritage;
3. A community where all sectors collaborate and use the strengths within the community to ensure a sustainable social, economic and physical environment;
4. A community of variety and opportunities (e.g. commercial, education and training, recreational, transit, health and housing) accessible to all;
5. A County of quality urban and rural form, with the River, Parks, Scenic Corridors and View Sheds as the foci;
6. A County that integrates long-term planning into our everyday decision-making process and makes investments today with the future in mind;
7. A community that assumes stewardship for its natural environment, that respects the natural environment, and that acknowledges the role that the natural environment has in promoting a high quality of life for the residents and visitors;
8. A County with a responsible ethical government that makes good decisions, which benefit all;
9. A County that supports diverse socio-economic development; and
10. A community of informed citizens able to participate in the planning process.

5.3 SUSTAINABILITY AND STEWARDSHIP

This Plan assumes a holistic approach that speaks to collaboration and building relationships within complex and challenging environments. The health of a County depends upon its natural environment, linked to the economy and the built environment, but supports the social infrastructure. Sustainability and stewardship are cornerstone values of the Plan. Stewardship is the concept of shared responsibility and requires commitment from all residents in a community. This is a theme that is integrated throughout the goals and objectives of the Plan.

Land stewardship and protection involves accepting personal responsibility for caring for our land, air and water and sustaining the natural processes on which life depends. Stewards of the land will want to recycle, limit energy use, conserve water, use best management practices and participate in programs that conserve and restore wild species and their habitats.

Stewardship and protection of our natural and environmentally sensitive areas will improve our air and water quality and protect important natural features and wildlife habitat.

Sustainability involves meeting the needs of current and future generations by integrating environmental stewardship, and economic and social development. A sustainable community is one where the natural environment is conserved by reducing waste, preventing pollution, promoting efficiency and local economic development, and leading to an improved quality of life.

Embracing recycling programs, limited energy use, water conservation, best management practices and program participation that conserves and restores wildlife and their habitats is imperative in sustaining a healthy and vibrant community.



GRAND COUNTY GENERAL PLAN 2030

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The County is committed to building complete neighborhoods that are dynamic and unique but that respond to change. Complete neighborhoods are places where residents can enjoy their specific choice of lifestyle - housing options, employment, services, retail, transportation options, educational and recreational facilities and programs.

Different land use decisions characterize each neighborhood and quality decision making requires active and long range planning and public participation. A sustainable community preserves the natural environment and nurtures and cares for its citizens.

The Smart Growth principles challenge traditional auto-centric land use (e.g. sprawl, divisional zoning or gated communities) practice:

1. Create a range of mixed and compatible land uses;
2. Create diverse housing opportunities;
3. Create well designed, compact and walkable neighborhoods;
4. Encourage community and stakeholder collaboration;
5. Foster distinctive, attractive communities with a strong sense of place and unique neighborhood identity;
6. Make development decisions predictable, fair and cost effective;
7. Preserve open space, farmland, natural beauty and critical environmental areas;
8. Provide a variety of transportation choices;
9. Strengthen and direct development towards existing communities;
10. Take advantage of compact building design; and
11. Utilize smarter and cheaper infrastructure and green buildings.

5.4 GOALS AND POLICIES

This Plan recognizes the following goals and policies in building a community with a sustainable quality of life and all development should conserve and manage energy, land and natural resources.

Policies:

- i. Enhance and further develop the County recycling program as a model for neighboring communities;
- ii. Develop an incentive-based but voluntary checklist (see Appendix 17.2) and possible scoring methodology that gauges the “green” quality of developments for all land use actions including rezoning, land use permits and General Plan and regulatory amendments; and
- iii. Integrate Smart Growth principles into all GP elements.

Goal:

Promote development patterns that support safe, effective, and multi-modal transportation options, including auto, pedestrian, bicycle, and transit; reducing single occupant vehicle dependency.

Policies:

- i. Provide a mixture of land uses that promote walkability and compact building form, and



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complete street design and construction;

- ii. Establish measurable sustainability objectives based on smart growth, supporting the County's Strategic Plan and the long term needs of the community;
- iii. Develop proactive plans with groups to conserve land and infrastructure, increase transportation efficiencies (transportation demand management), and encourage County incentives such as funding and models of "green" projects and operations;
- iv. Formulate parking strategies that reduce the need for on-site parking; and
- v. Evaluate and suggest improved parking options, including temporarily removing parking with parklets and pop-up park options.

Goal:

Establish the County as a model energy steward using all "green best practices" in its own operations.

Policies:

- i. Reduce greenhouse gas emissions from County operations through anti-idling policies and alternative fuel use;
- ii. Streamline Public Works operations and centralize where justified;
- iii. Promote energy code changes at the state and municipal levels and develop Land Use Code development standards;
- iv. All new construction and major renovations to County properties should achieve a LEED gold standard or equivalent; and
- v. Accelerate energy efficiency through meaningful community consultation that supports the development of low impact alternative and renewable energy sources having minimum impacts on:
 - Natural ecosystems;
 - Community water supplies;
 - Recreational amenities; and
 - Visual impacts from any development including infrastructure and transmission lines.

Goal:

Develop smart growth land use decisions while equitably distributing community services.

Policies:

- i. Formulate smart growth regulations, policies and principles that specifically reduce impacts through land use, zoning, transportation, parks and recreation, energy use, and other elements of the Plan; and
- ii. Facilitate partnerships with interested community groups, rural municipalities and other agencies to foster sustainability, measure impacts and formulate implementation strategies.

Goal:

Establish the efficient use of land, infrastructure and other resources in accommodating growth and change.

Policies:

- i. Develop funding mechanisms to offset costs of implementing sustainability initiatives;



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- ii. Develop a buildable lands analysis to adequately articulate balanced land use;
- iii. Establish the County as a steward of land assembly and development, adequately sourcing diverse land opportunities, and creating partnerships and advocating smart growth principles.

Goal:

Enhance and embed community safety and green practices in neighborhood design and construction.

Policies:

Develop programs that promote sustainable living. These could include:

- i. Develop “green” demonstration projects through proactive planning and visualization;
- ii. Support innovative infrastructure including “green” strategies such as rain gardens, storm water filtration systems, gray water recycling, silt fences, and other best management practices;
- iii. Reduce light pollution through continued dark skies policies, regulations, and demonstration projects;
- iv. Incorporate Crime Prevention Through Environmental Design (CPTED) principles in land use decisions considering:
 - a. Natural Surveillance - putting eyes on the street and making a place unattractive for potential illegitimate behavior. Street design, landscaping, lighting and site and neighborhood design all influence the potential for natural surveillance;
 - b. Access Control - controlling who goes in and out of a neighborhood, park, or building and creating a sense of ownership for legitimate users by focusing on formal and informal entry and exit points;
 - c. Conflicting User - different user groups may conflict. Carefully consider compatible land uses and activities that minimize potential conflicts between groups;
 - d. Activity Support - fill an area with legitimate users by facilitating or directly scheduling activities or events so potential offenses can be reduced. Underused places and facilities can encourage criminal activity;
 - e. Crime Generators - activity nodes that may generate crime. The location of some land uses (residential, parks and open space) is critical to ensuring an activity does not increase the opportunities for crime to occur or reduce users’ and residents’ perceptions of their safety in the area;
 - f. Land Use Mix - diversity in land use reduces crime opportunities. Separating land uses from each other creates isolation and segregation;
 - g. Movement Predictors - force people, especially pedestrians and cyclists, along a particular route or path without providing obvious alternative escape routes or strategies for safety. Make a clear but pleasant separation between the public and private space. Remove the porous nature of some movement patterns by reducing points of access to two. Potential attackers can predict where persons will end up once they are on a certain path; and
 - h. Displacement - critical to understand how crime may move in time or space and what the impact may be;
- v. Consider energy efficiency and emission reduction in all development decision making through collaborative permitting and policies; and



GRAND COUNTY GENERAL PLAN 2030

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- vi. Foster educational programs to model best practices and engage builders, developers, businesses, educational practitioners and entrepreneurs.

Goal:

Encourage convenient access to work, recreation, parks and open space and natural areas.

Policies:

- i. Integrate live and work opportunities where appropriate into development;
- ii. Allow for employment opportunities within or adjacent to neighborhood hubs and new neighborhoods;
- iii. Improve the trail network for multi-modal uses and for recreation and commuting; and
- iv. Support and expand transit services to all places of employment especially service sector retail outlets.

Goal:

Embrace collaborative planning processes that involve all stakeholders (landowners, Administration, school boards, community associations, utilities and other external agencies).

Policies:

- i. Provide meeting and engagement opportunities that highlight demonstration projects, visualization and conceptual designs. Venues should include public meetings, design charrettes, technical workshops and virtual opportunities; and
- ii. Meet with stakeholders to update strategic and comprehensive plans and mutually report on successes and failures.

Goal:

Ensure that redevelopment is established in neighborhoods and supports the health and livability of our citizens.

Policies:

- i. Support neighborhood revitalization, redevelopment and residential infill that contributes to the livability and adaptability of established neighborhoods;
- ii. Accompany residential density increases with enhancements to public spaces, open spaces and amenities;
- iii. Optimize the use of existing infrastructure in association with increased density;
- iv. Identify large infill redevelopment projects to assist in long term community building; and
- v. Collaborate with school boards in support of long term redevelopment efforts.

Goal:

Develop and implement design guidelines for new neighborhoods.

Policies:



GRAND COUNTY GENERAL PLAN 2030

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- i. Establish focal points or unique identifiers within each neighborhood;
- ii. Provide a mixture of residential, commercial and institutional uses;
- iii. Establish formal and informal public and open spaces;
- iv. Achieve higher density mixed-use development near town centers or established transit routes; and
- v. Establish land use patterns which provide flexibility for future redevelopment.

SECTION SIX: LAND USE

6.1 BACKGROUND

The County covers more than 3600 sq. miles with several established neighborhoods with hubs or nodes.

The County has a mix of low and medium density residential land uses, semi-structured street arterial and collector development, with transitional hamlets like Thompson Springs and Cisco.

Neighborhood commercial services are sporadically distributed, servicing most, but not all neighborhoods and with predominantly car-oriented commercial services.

More recent forms of automobile-oriented land uses have grown around the major highways and arterials (Highway 191, 131, and Spanish Valley Drive). Highway 191 is the main route through the County and creates a significant disconnect between west and east sides of the County.

Rail use in the County supports freight connections to the Pot Ash reserves the Uranium Mine remediation project, off-loading in the Thompson Springs spur line and the Highway 131 spur line. In 2021 the American Rocky Mountaineer started a passenger tour operation between Denver, Colorado and Grand County. Heavy and medium industrial land uses are located towards the outer municipal boundaries, while light industrial is found both on the perimeter.

Significant features include the Colorado River valley and river park system; Mill Creek; Sand Hills and Pack Creek. County-wide neighborhood parks need assessment and classification for passive and active uses.

The County is bordered by the State of Colorado to the East, Emery County to the west, San Juan County to the south and Uintah County to the north. The City of Green River is located on the north-west boundary, the City of Castle Valley is in the west quadrant, and the City of Moab is located in the south quadrant. County land outside the Moab core is relatively sparsely developed rural residential, farmland, forest, and public lands. Growth management strategies need evaluation and improvement.

The High Density Housing (HDHO) and the Overnight Accommodation Overlays (OAO), defined in the Land Use code, will need reference to this Plan as the Land Use section develops and land use descriptions are written and mapped. HDHO, as a change in density, and OAO, as a change in density, will have long range references linked to GP policies.

The State of Utah requires housing plan within the County. The Moab Affordable Housing Plan was adopted by the County in 2017, and is currently being updated. The Housing Authority of Southeastern Utah (HASU) works under the appointments by the County. The Rural Community



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Assistance Corporation (RCAC - <https://www.rcac.org/>) a non-profit 501 (C) (3) helps prioritize housing and environmental programs in the West by:

- Oversees self-help grants;
- Co-developer/owner of some projects; and
- Large grant funder for HASU.

The Housing focus since 2014 has been to develop affordable housing residential units. Examples include Cinema Court, Wingate, and MAPS senior housing. HASU initiatives follow:

- Manages about 300 residential units;
- Operates social service programs;
- Applications for low income and transitional housing considered – short term, long term rental, attainable, affordable, and ownership;
- Arroyo crossing development management and assistance;
- Lead on the development of the Affordable Housing Plan – due in 2022;
- Data management and reporting.

Arroyo crossing operates under a land trust model with a mix of housing types and neighborhood commercial uses. HASU facilitates entitlements, lease arrangements and the management of:

- Land trust portions;
- Mix of single family, apartment, multi family, townhomes;
- Self-help models and long term rental options;
- Working with the US department of Agriculture (USDA) on funding;
- Commissioning/educational outreach for prospective homeowners; and
- Determinates of the Area Medium Income (AMI).

The population demographic is slowly changing and growing more diverse, which may influence housing needs (see _____ housing profile). In addition, the County must respond to increased demands for service sector housing. Among the Counties in the State, in 2019 Grand County had:

- 4119 households;
- 2.28 persons per household;
- 21.5% persons under 18 years old;
- 19.4% persons over 65 years old;
- 12.2 % people in poverty; and
- 81.9% white – non-Hispanic.

From the 2017 Moab Area Housing Affordability Plan (currently under review):

The Area Median Income in Grand County increased from \$55,300 per year in 2015 to \$64,300 per year in 2016, each for a family of four. The \$9,000 increase is likely attributable to increased incomes for the highest earners and increased income from non-labor activities such as dividends, interest, rent, and retirement related entitlements.

Currently, more than half all households earning 80 percent (80%) or less of Area Median Income (AMI) in Grand County are cost-burdened, which means they spend more than 30 percent (30%) of household income on total housing costs including mortgage or rent, taxes, insurance, utilities, and HOA fees where applicable.



GRAND COUNTY GENERAL PLAN 2030

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Currently, more than one-quarter all households earning 80 percent (80%) or less of Area Median Income (AMI) in Grand County are severely cost-burdened, which means more they pay more than 50 percent (50%) of combined household income towards total housing costs.

Assuming recent population trends continue but vacancy rates (e.g. second homes and residential units used as overnight accommodations) stabilize at 30 percent (30%), the number of new housing units needed across all price levels will increase by 316 in 2020, 1,024 in 2030, 1,826 in 2040, and 2,737 in 2050.

Assuming the share of renter-occupied and owner occupied housing remains constant, the 316 new units needed by 2020 will include 98 rental units and 218 owned units.

Grand County is a regional hub for a range of services in health, education, social services, tourism and justice and as such has need for transitional and supportive housing. Emergency shelter beds need to monitor the need in this area as well. Grand County wants to stimulate independence of its citizens but realizes that some will require support to function optimally. It is a goal of this Plan to create the context where all citizens can have safe, secure, affordable housing that meets their needs.

The form and density of housing will be determined by a combination of prevailing market conditions along with policies of this Plan, development standards in the Land Use Code and through public consultation. It is important that developments be well-designed and compatible with existing development.

Meeting the housing needs of the future generations will require flexibility in meeting market demand and accommodating other changing demographic and economic conditions. Areas with a range of housing types are generally more stable in the face of neighborhood change. Limiting the range of housing types may force some members of a neighborhood to move. This could include seniors, for example, who often require a particular type of home suited to their specific needs.

The ability of the marketplace to provide affordable housing is an important part of quality of life and helps attract new businesses and industries to the County. The County can influence cost and supply of housing by supporting the private development sector in providing affordable housing and by facilitating the approval process with respect to regulations and permits.

Goals:

1. Encourage mixed residential and business development and re-development projects in the commercial zone districts in the US 191 South and North corridor;
2. Work in partnership with San Juan County and the State of Utah School and Institutional Trust Lands Administration (SITLA) to guide future development in southern Spanish Valley that is proposed to be served by Grand Water and Sewer Service Agency to ensure that development patterns are fiscally efficient and align with the Vision, Goals and Strategies of the General Plan;
3. Minimize impacts of development on scenic resources;
4. Reevaluate US 191 north corridor with a focus on maintaining compact development patterns, preserving scenic resources, and locating development to avoid degrading natural amenities;
5. Map priority scenic landscape features such as prominent ridgelines, visible mesas, and canyon walls and



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encourage developers to set them aside as open space; and

6. Amend the land use code to reflect long range land use and growth management strategies; and to develop a performance based framework that increases development opportunity and predictability.

Policies:

- i. Promote a well-designed compact community by following smart growth principles;
- ii. Encourage compatible uses along the County boundaries, consistent with a Regional Planning Growth Management Strategy;
- iii. Integrate compatible land uses within the County through specified study and action plans;
- iv. Preserve the unique residential character of neighborhoods and nodes;
- v. Preserve our history and heritage;
- vi. Maintain views of the river/creek watersheds and ridgelines;
- vii. Provide neighborhood mixed use nodes that incorporate the 1500 feet (10 minute walk) buffer as a standard for distances between nodes;
- viii. Link parks with trails throughout the County and preserve natural features as a way to identify potential greenspace in new neighborhoods;
- ix. Promote walkable neighborhood mixed use rather than neighborhood and highway commercial land uses;
- x. Within automobile-oriented commercial land uses, bring buildings closer to the public streets and place parking in the middle of the development to create a more complete streetscape;
- xi. Within automobile-oriented commercial land uses, ensure that walking and cycling are encouraged by creating paths and sidewalks along major corridors that connect to other neighborhoods throughout the County;
- xii. Improve streetscaping along arterials, major collectors, and Highways to include coordinated street trees, lighting, signage, sidewalks and trails;
- xiii. Limit development in environmentally sensitive areas through specific land use actions (e.g. conservancy, transfer of development rights and trusts);
- xiv. Increase and improve pedestrian connections to the river/watersheds;
- xv. Maintain and enhance streetscaping standards, and develop a compact, sustainable, diverse, adaptable, mixed use built form that encourages walkability and supports multi-modal transportation;
- xvi. Integrate all elements of the Plan to ensure they are complimentary and where competing are suitably integrated (e.g. riparian buffer width averaging, trails in riparian areas);
- xvii. Maintain and enhance the local sense of place and identity by integrating natural systems and developing neighborhood context based design solutions that minimize independent parcels that do not reflect the overall neighborhood character. Use illustrative plans as guides to development;
- xviii. Identify Highways 191, 313, 128, and 279 and Spanish Valley Drive and the La Sal loop as scenic corridors;
- xix. Partner with adjacent municipalities to develop compatible regional land use strategies;
- xx. Increase land use resilience by allowing and encouraging local food production, local materials and services use, and protection of the local and regional agricultural lands;



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- xxi. Identify strategic locations for landmarks that aid wayfinding throughout the County; and
- xxii. Support urban livestock provisions in residential land use areas.

6.2 URBAN SERVICE AREA

The urban service area in Grand County is located primarily south of the City of Moab. A complete land use strategy tied to levels of service will identify an acceptable growth management scenario that is compatible with the sense of place, infrastructure, economic drivers, and social, environmental and financial constraints.

Levels of service (LOS) will be articulated with identified long term growth patterns. This framework will build predictability into the zoning and rezoning process. Rezoning alignment with the policies of this plan will help support legislative and administrative actions. Existing patterns of development and revitalization will be stressed to help transition and preserve housing stock and stimulate options.

Sewer and water serves development along major arterials and collector roads. See figure _____. Main sewage and water facilities are located with the City of Moab. There are two licensed water and sewer package plants in the County at _____.

Planned service levels (LOS) within the County are:

1. Service Level 1 – This area is serviced by municipal water, sewer and paved and gridded roads, including all utilities – gas, power, cable and fiber;
2. Service Level 2 – This area is serviced by municipal water. It has no municipal sewer connection and/or may be serviced by paved or unpaved roads with most utilities but may not include cable or fiber; and
3. Service Level 3 – This area has no municipal services and may be served by onsite sewer and water; site contained storm water drainage; power, gas, and cellular. It may be served by unpaved roads.

Goal:

1. Consistent with smart growth principles, levels of service align with land uses to help preserve open space, farmland, natural beauty and critical environmental areas, while containing County infrastructure.

Policies:

- i. Establish the County’s Urban Service Area in accordance with the delineation indicated **in 16.1.3 and 16.1.4 (Levels of Service map)** to prevent urban sprawl and promote a compact community;
- ii. Establish future growth areas to preserve rural types of development and encourage growth near existing road networks so that these areas easily connect to future services in fiscally responsible ways;
- iii. Strengthen and direct development towards existing neighborhoods by permitting intensified land uses and infill development within the Urban Service Area supported by LOS 1;
- iv. Consider major arterial road networks when planning for future growth;
- v. Consider future commercial and industrial service areas in LOS 1;
- vi. Encourage less intensive land uses which do not require community sewer services outside the Urban Service Area;



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- vii. Work co-operatively with other municipalities and state agencies to implement the regional plan for fringe area development in the vicinity of all public lands, City of Castle Valley and the City of Moab; and address service extensions (levels of service), failing water and septic systems, traffic, environmental values, housing and land use; and
- viii. Do not extend community water and/or sanitary sewer services outside the Urban Service Area-Service Level 1 unless consistent with an adopted urban growth strategy, or for public safety reasons, as determined by the Planning Commission and the County Commission.

Smart Growth Principles

- Create range of housing opportunities and choices
- Create walkable neighborhoods
- Encourage community and stakeholder collaboration
- Foster distinctive, attractive communities with a strong sense of place
- Make development decisions predictable, fair and cost effective
- Mix compatible land uses
- Preserve open space, farmland, natural beauty and critical environmental areas
- Provide a variety of transportation choices
- Strengthen and direct development towards existing communities
- Take advantage of compact building design

6.3.1 GENERAL LAND USE POLICIES

The following policies reflect the complex nature of land use planning in Grand County. These sub-strategies will help guide and coordinate future land use decisions.

6.3.1.1 INTEGRATED LAND USE

- i. Implement the land use designations in Schedules _____(Land Use maps) to facilitate the social, environmental and economic priorities of the community and allow for uses described in each respective land use designation;
- ii. Ensure all buildings incorporate good urban design and smart growth principles;
- iii. Encourage new development and redevelopment to be mixed use projects incorporating complementary uses in a single development (i.e. consider combining more than one of the following uses: residential, commercial, light industrial, recreation, open space, or institutional uses);
- iv. Complement the aesthetic qualities, character, image and established uses of areas when designing the size, shape and character of new development, and consider development standards to guide and help visualize future growth within all areas of the County;



GRAND COUNTY GENERAL PLAN 2030

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- v. Promote an open community where subdivision approvals restrict private gated developments;
- vi. Incorporate safety in land use and the built environment through a Crime Prevention Through Environmental Design (CPTED) Program;
- vii. Encourage building design that facilitates “eyes on the street” and crime prevention through environmental design principles (e.g. balconies, porches, large opening windows, a small street-frontage, etc.);
- viii. Encourage all community and commercial planning processes to include an ‘age-friendly’ component;
- ix. Encourage development that directs work towards existing communities (infill), and creates a compact, diverse, adaptable, mixed use built form;
- x. Develop context-based land, subdivision, site, landscaping, and building design standards that integrate ecological systems and enhance a local sense of place and identity. These should be included in regulatory and policy updates;
- xi. Identify developable lands to minimize slope and soil stability intensity and identifies Brownfield development to ensure appropriate land uses;
- xii. Make adaptable and accessible designs mandatory in all public areas of the County by considering wheelchair friendly street standards and mobility for all residents including snowfall restrictions; and
- xiii. Consider development standards for all scenic corridors, riverfront, multi-family and industrial and commercial areas (see _____).

6.3.1.2 AMENITIES AND AFFORDABLE HOUSING

- i. Utilize 'zoning for amenities and affordable housing' or 'phased development agreements' to include affordable non-market housing as an integral component in residential development;
- ii. Promote the use of a wide variety of housing options in LOS 1 that encourage affordability including small lot residential, multi-family, live-work studios, and mixed use compatible with commercial and light industrial uses;
- iii. Develop parking bonusing through a comprehensive parking strategy that considers infill development, multi-modal transportation options and below grade or integrated parkades;
- iv. Consider, on a site specific basis, bonus density based on smart growth and “green” criteria aligned with LEED ND standards;
- v. Affordable non-market housing is provided in accordance with Inclusionary Zoning Principles - continuous, safe pedestrian walkways currently link the site to neighborhood nodes or the developer agrees to provide continuous, safe pedestrian walkways to the transportation nodes:
 - a. the site meets all criteria in the Moab Area Affordable Housing Plan;
 - b. the site has adequate emergency ingress and egress;
 - c. the site is not designated as environmentally sensitive (Schedule _____);
 - d. the proposed development does not cause traffic safety impacts;
 - e. the development meets the **sustainability checklist criteria with a score of 80% or higher** (see _____);
 - f. the proposed development does not diminish the heritage or



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- historical value of the area; and
- g. the proposed development is well integrated into the existing neighborhood;
- vi. Consider additional bonus density for sites in close proximity to other amenities such as schools, grocery stores and transit;
- vii. Consider, on a site specific basis, additional bonus density up to the maximum bonus density as determined by a land use study:
 - a. the proposed development has a mean unit size for market and non-market units of 1,000 square feet or less;
 - b. the proposed development is certified to Leadership in Energy and Environmental Design (LEED ND) or equivalent;
 - c. the proposed development contains more than 25% of all residential units as residential units for rent;
 - d. the developer dedicates community amenity space to public use, such as community gardens, playgrounds, trails and other recreational areas;
 - e. the developer enhances public cultural or recreational physical amenities;
 - f. The developer guarantees to restore and designate heritage property; and
 - g. Allow density or parking bonusing for any property within a neighborhood node for mixed use developments with a residential component.

6.3.1.3 NEIGHBOURHOODS

- i. Promote a mix of uses in each neighborhood so that each is complete with a range of residential densities, amenities, parks and commercial uses;
- ii. Preserve the social character of residential neighborhoods and cultivate strong focal points in the preparation for secondary neighborhood plans;
- iii. Permit development that is consistent with secondary neighborhood plans;
- iv. Permit infill developments that are integrated into the surrounding neighborhood;
- v. Enhance the existing historic character of neighborhoods;
- vi. Develop a local commercial/mixed use area for each central neighborhood to provide a better diversity of commercial services and building types, increase walkability, reduce car use – minimizing on-site parking, and encourage local employment;
- vii. Develop parks, recreation and culture focal points and connectivity to enhance public space throughout each of the communities; and
- viii. Encourage the maintenance of a healthy wildlife population by landscape design in every neighborhood.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

6.3.1.4 HERITAGE AND HISTORY

- i. Encourage retention of heritage features throughout the community (see Schedule _____);
- ii. Interpret heritage to include a broad spectrum of features including buildings, monuments, natural areas, landmarks, neighborhoods and signage;
- iii. Coordinate a public safety risk analysis and prescribe funding options;
- iv. Support and encourage heritage and historic revitalization and enhancement initiatives;
- v. Reference the County’s heritage and history in the planning and design of public places;
- vi. Utilize a variety of tools to protect and enhance historical areas identifying possible conservation areas, density, parking bonuses and tax incentives;
- vii. Investigate mechanisms to encourage protection and conservation through special historical zoning districts;
- viii. Document all historical features valued by the community; and
- ix. Support education initiatives to raise awareness of documented historical features.

6.4.2. ACCESS TO HOUSING

Public sector (social) and non-profit housing is provided for those whose housing needs cannot adequately be met in the private marketplace. According to the 2019 US Census data the percentage of people in poverty is 12.2%. This influences the range of housing accessibility and the housing continuum needs from homelessness, to affordable rent, to transitional housing, to short term accommodation, and to ownership.

Given the financial constraints within which social housing is provided, collaborative approaches must be employed. This can be in the form of partnerships between the public, non-profit and private sectors.

Planning and zoning for a broad range of housing types in urban areas can facilitate the provision of social housing. Improved construction technology, better materials and creative design, and new approaches to housing construction exist which ensure a variety of feasible and aesthetically pleasing options for the provision of housing.

Supportive housing forms and tenures, such as private and public care homes, senior’s housing, residential care homes, child day care centers, shelters and other forms of supportive housing should be facilitated in all areas of the Region. The Land Use Code should contain the development standards under which these uses may be established.

The average household size is 2.28, with 65% of residents owning homes and 35% renting (Figure 2.6). The average 2019 per capita income totals \$27,431 (Figure 2.4). Average monthly wage of 2020 is \$3,154 (Utah Workforce Data). The 2020 Labor Force population was 6,161. Average unemployment rates in 2020 was approximately 9.5%. This percentage is slightly higher than annual averages, which could be attributed to the COVID-19 pandemic.

Rental suites can be an important component of increasing housing affordability in a community for both the renter of the suite and the owner of the principal dwelling. They make efficient use of existing housing and infrastructure in low density neighborhoods and provide housing at a relatively low cost to groups such as students and singles.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Issues such as parking for the occupants of the rental suite can sometimes become contentious within an existing neighborhood but can be overcome by reducing zoning provisions for additional parking. Reducing parking costs alleviates the main impediment to housing affordability.

6.4.3. GENERAL RESIDENTIAL LAND USE

Residential Lands - Residential development located within the urban service area covering a wide spectrum of urban forms and densities including detached houses, semi-detached houses, row housing and apartments.

Country Residential Lands - Low density residential development consisting of detached houses on larger parcels, generally without County services and/or adjacent to non-developed land.

Policies:

- i. Encourage consultation between the proponents of supportive housing and the surrounding community to seek an acceptable balance between all interests;
- ii. Give due consideration to actively participate in social housing projects by assisting with funding, tax exemptions, or partnerships with other levels of government and agencies in the community;
- iii. Encourage the distribution of a range of housing types throughout the neighborhood to foster a more varied social composition;
- iv. Where possible, work with other levels of government and organizations to facilitate housing initiatives;
- v. Support initiatives to develop student housing;
- vi. Support initiatives to develop a housing database to help people access regulated rental properties;
- vii. Encourage the provision of an adequate supply of rental accommodation in compliance with the Land Use Code;
- viii. Apply General Residential Policies to lands designated as Residential in Schedule _____;
- ix. Provide lands for rural, low, medium and high density residential development to ensure that there is adequate housing to meet the County’s Projected Housing Demand for the next 5 years in a manner that promotes a compact community;
- x. Limit residential growth to the densities indicated in the Land Use levels of service master plan;
- xi. Require that all multiple family developments are properly integrated within surrounding neighborhoods by adding architectural controls to all multi-family buildings or zones;
- xii. Proposed multi-family density residential development must meet the following criteria:
 - a. be carefully integrated within or adjacent to the residential neighborhood;
 - b. be adequately buffered to provide separation from adjacent single family residences;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- c. be of an architectural style, façade type and color that complements the existing and future development within the residential neighborhood;
 - d. be served by adequate off-street parking;
 - e. be located adjacent to and with direct access to the municipal roadway system to minimize infiltration of high volumes of traffic through low density residential developments;
 - f. be served by community water and sanitary sewer collection systems and stormwater management systems; and
 - g. be able to provide sufficient usable open space on-site;
- xiii. Require permits for live/work home occupations which include an occupational, retail or service component that manage impacts on the surrounding neighborhood from parking, noise and other activities;
- xiv. Allow home occupations with low land use impact elements in all residential areas;
- xv. Encourage mixed uses in lands designated Neighborhood nodes;
- xvi. Encourage new medium and high density residential development in all neighborhoods when the following criteria is met:
- a. development area is free of environmentally sensitive or environmentally hazardous areas, unless impacts are mitigated;
 - b. County services are provided or planned;
 - c. integrated into existing neighborhood;
 - d. proximity to major collectors or arterial roads to reduce traffic impacts on local roads and facilitate alternative transportation options; and
 - e. contributes to meeting the County’s Projected Housing Demand with a range of housing options that meet the needs of a wide variety of residents;
- xvii. Encourage green building practices; and
- xviii. Support hobby farms in areas designated Country Residential and urban livestock managed through the development process and comprehensive guidelines.

6.4.3.1. COUNTRY RESIDENTIAL

Country residential land use allows for ultra, low density residential homes in areas with limited municipal services (LOS 3). The purpose of this land use is to allow for larger lot residential developments in areas where there are environmental or infrastructure challenges. Issues such as steep slopes, large stands of forest, areas within a non-dyked floodplain area or areas with limited municipal services (sewer, water, storm water, paved roads) shall be considered when allocating a country residential land use.

The land use may include acreages and large undeveloped parcels of land on the periphery of residential areas. Landscaping should be predominantly natural or agricultural with the preservation of natural and cultural landscapes as a priority. This land use supports wildlife in moderate to large contiguous wildlife habitat areas, corridors and ecosystems with some human interaction and landscape fragmentation.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

6.4.3.2. LOW DENSITY RESIDENTIAL

Low density residential land use allows for single and two family residential development in areas with full municipal services (LOS 1). The purpose of this land use is to allow for single-family and duplex residential development in new and established neighborhoods throughout the County. The land use is a more defined residential form and representative of a neighborhood with buildings organized around an interior network of streets and parks.

Home occupations and accessory buildings are allowed. Landscaping is natural and setbacks are small to relatively deep. Some areas may be denser than others, especially near collector and arterial roads and outside of environmentally sensitive areas.

Services such as sewer and a graded road network may not be in place but are anticipated.

This area provides small wildlife habitat areas and corridors with a high level of human interaction and habitat fragmentation. This area connects the natural landscape around the County, with the more managed landscape within the County. This landscape has the highest per capita impact on the natural landscape. Landscaping and gardens can have a positive contribution to the diversity of smaller species including birds and insects.

6.4.3.3. MEDIUM DENSITY RESIDENTIAL

Medium density residential land use allows for medium density multi-family residential development in areas with full municipal services (LOS 1). The purpose of this land use is to allow for townhouses, and a range of walk-up building types in new and established neighborhoods throughout the County. This land use should be arranged around higher traffic collector roads and neighborhood mixed use nodes in each neighborhood. This higher density form of housing supports walking, cycling, transit and local business by concentrating density around major routes and neighborhood nodes.

Home occupations and accessory buildings are allowed. Landscaping is a mix of natural and formal and setbacks are small to moderate in depth. Wider sidewalks, street trees and lighting fixtures enhance the public streetscape.

This area should have a high level of human interaction and support smaller and more localized habitat areas. This landscape has a smaller per capita impact on the natural landscape than the low density land use does, in a more adaptable and dense form, with a mix of tightly spaced single-family, multi-family housing and walk-up apartments. Landscaping, urban forests, and gardens can have a positive contribution to the diversity of smaller species including birds and insects.

6.4.3.4. HIGH DENSITY RESIDENTIAL

High density residential land use allows for high density residential development in areas adjacent to neighborhood hubs and arterial commercial area. The purpose of this land use is to allow for multi-story residential apartments and walk-up residential near the downtown core. This high density form of housing supports walking, cycling



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

and transit in the downtown but provides more living spaces to animate the downtown core over a wider number of hours.

Home occupations and accessory buildings are not permitted. Landscaping is more formal and setbacks are minimal. This area should have a tight network of well-defined shared streets that encourage walkability, with wide sidewalks, street furniture, lighting fixtures, steady street tree planting and buildings set close to the sidewalks.

This area should support smaller, and more localized habitat areas and have a higher human presence that minimizes potential wildlife conflict. This landscape has the smallest per capita impact on the natural landscape but is the densest form of development. Green roofs, low impact development, and landscaping can help integrate natural systems into the heart of the County and have a positive contribution to the diversity of smaller species including birds and insects.

6.5. COMMERCIAL LAND USE

6.5.2. GENERAL COMMERCIAL LAND USE

Neighborhood Mixed Use - The primary retail and business center for the Nodes. It is the core of community and encourages a mix of uses so that community can live, work and play. Street level development is encouraged to be retail or high traffic businesses and offices and residential are encouraged on the upper levels of buildings. Limited, small scale retail development intended to service the needs of the surrounding neighborhood, which may include residential components above the ground floor.

Highway and Arterial Commercial Use - The Highway and Arterial Commercial Use provides for the orderly development of automobile dependent accommodation and services for residents, tourists, and transient motorists along Highways. These areas are intended to provide for the convenient, controlled access parking, without increasing traffic burdens upon the adjacent streets and highways. This use is designated primarily at the commercial corridors, with the intention of making the County more attractive as a tourist destination while providing needed commercial activity.

Light & Medium Industrial Use - Limited industrial development typically oriented towards warehousing, storage and distribution, light manufacturing of raw materials, ancillary office uses or similar activities.

Heavy Industrial Use - Industrial development including manufacturing facilities, sawmills, forestry activities, rail yards or hydroelectric generation facilities. Heavy industrial includes the processing of raw materials.

Airport Industrial - Facilities directly dependent on the airport site including storage of aircraft, fuel storage and dispensing activities and associated offices.

Policies:

Commercial

1. Apply General Commercial Policies to lands designated as Commercial on Schedule



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

- _____;
2. Maintain the Neighborhood nodes as commercial areas or centers;
 3. Encourage hotels and associated tourist uses in neighborhood nodes, Highway and Arterial Commercial areas with supportive workforce housing;
 4. Adequately buffer low density residential developments from commercial uses through landscaping;
 5. Ensure commercial developments are located, scaled and operated in ways that are compatible with the community's social fabric, high quality of life and environment;
 6. Encourage Neighborhood Mixed Use where needed in each neighborhood within the Urban Service Area;
 7. Allow Neighborhood Mixed Use development in areas that are:
 - neighborhood focal points;
 - easily accessible for pedestrians;
 - of an appropriate size and scale to service short-term needs; and
 - taking into consideration proximity to other neighborhood facilities and amenities, site treatment, architectural style and impacts on adjacent residential areas;
 8. Encourage mixed uses in lands designated Neighborhood Mixed Use;
 9. Encourage pedestrian scale design;
 10. Require that all commercial development is of high quality by including all commercial buildings or zones within Land Use Areas with architectural controls;
 11. Encourage mixed use buildings with commercial development at street level and high density residential development on upper floors;
 12. Encourage the development of further public offices and amenities in the area designated Commercial Districts;
 13. Encourage existing and new commercial uses to keep noise, dust and other effects to neighboring properties to a minimum; and
 14. Permit conversion of previously occupied commercial and industrial buildings with adaptive reuse options such as multi-family residential.

Industrial

1. Apply General Industrial Policies to lands designated as Industrial on Schedule _____;
2. Encourage existing and new industrial uses to minimize impacts from noise, environmental, traffic and other activities on non-industrial land uses;
3. Ensure industrial development complies fully with air quality, waste disposal and other environmental standards set by senior government;
4. Encourage clean and environmentally friendly industries;
5. Require paving of parking areas while encouraging the use of "green" storm water infiltration infrastructure and permeable paving; and
6. Require screening from non-industrial land uses to minimize impacts to neighboring properties.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

6.5.3. NEIGHBOURHOOD MIXED USE

The neighborhood mixed use land use consists of moderate density residential corner lot and mixed use development with a mixed use commercial component located on the ground floor. The purpose of this land use is to provide walkable and bikeable neighborhood commercial services (within a 1500 foot radius or a 10 minute walk).

Setbacks and landscaping are variable, wider sidewalks, street trees and lighting fixtures increase walkability by enhancing the public streetscape.

This area should have a high level of human interaction and support smaller, and more localized habitat areas. This landscape has a smaller per capita impact on the natural landscape than the Duplex General Urban Land Use does, in a more adaptable and dense form, with a mix of tightly spaced single-family, multi-family housing, apartments and mixed use commercial services. Landscaping, urban forests and gardens can have a positive contribution to the diversity of smaller species including birds and insects.

6.5.4. HIGHWAY COMMERCIAL

The highway commercial use allows for the orderly development of automobile dependent accommodation and services for residents, tourists and transient motorists along major arterials. The purpose is to provide for regional retail and service commercial services with convenient, controlled access parking and without increasing traffic burdens upon the adjacent streets and highways. This use is designated primarily at the major commercial corridors with the intention of making the County more attractive as a tourist destination while providing needed commercial activity.

Streetscaping is reflective of a “Grand Avenue” with tree-lined streets, banner street lights and easily accessible commercial services. Trails are integrated within all developments with connections to other community areas.

This area has a high level of habitat fragmentation. Green roofs, more compact development and landscaping of parking areas and lots should have a positive contribution to the diversity of smaller species including birds and insects. Providing connections across the highway corridor for larger species will help reduce wildlife conflict issues and enhance habitat connections for local species.

6.5.5. ARTERIAL COMMERCIAL

The arterial commercial use allows for the orderly development of automobile dependent services for residents, tourists and transient motorists. The purpose is to provide for the convenient, controlled access parking without increasing traffic burdens upon the adjacent streets and highways. This use is designated primarily at the major commercial corridors with the intention of making the County more attractive as a tourist destination while providing needed commercial activity.

Streetscaping is reflective of a “Grand Avenue” with tree-lined streets, banner street lights, and easily accessible commercial services.

This area has a high level of habitat fragmentation. Green roofs, more compact development and landscaping of parking areas and lots should have a positive contribution to the diversity



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

of smaller species including birds and insects. Providing connections across the highway corridor for larger species will help reduce wildlife conflict issues and enhance habitat connections for local species.

6.5.6. LIGHT INDUSTRIAL

The light industrial land use allows for the accommodation of vehicular oriented commercial uses of low intensity, and for commercial uses requiring large areas for storage and handling of materials, goods and equipment. This area has limited industrial development typically oriented towards warehousing, storage and distribution, light manufacturing of raw materials, ancillary office uses and similar activities. Guiding development of these areas will ensure a high quality of liveability for surrounding residents, and a better built form.

Streetscaping is reflective of a “boulevard” with tree-lined streets, organized street lighting and easily accessible commercial services that front on to the arterial or collector road. Roads are moderately wide but should accommodate multi-modal transportation with sidewalk and trail networks along the front of buildings and connect through the area if located in or near an established neighborhood or commercial area.

This area has a moderate level of habitat fragmentation. Large portions of undeveloped lots and storage areas present opportunities to contribute to the diversity of smaller species, including birds and insects, by improving landscaping.

6.5.7. MEDIUM INDUSTRIAL

The medium industrial land use allows for the accommodation of vehicular oriented commercial uses of medium intensity, and for commercial uses requiring large areas for storage and handling of materials, goods and equipment. This area has medium industrial development typically oriented towards manufacturing, processing, finishing and packaging of raw materials, recycling facilities, ancillary office uses and similar activities. Where medium industrial is near existing residential or commercial neighborhoods, the perimeter will be bordered by light industrial to buffer between the more intense medium industrial uses.

Streetscaping is reflective of a “boulevard” with tree-lined streets, organized street lighting and easily accessible commercial services that front on to the arterial or collector road. Roads are moderately wide but should accommodate safe multi-modal transportation corridors.

This area has a high/moderate level of habitat fragmentation. Large portions of undeveloped lots and storage areas present opportunities to contribute to the diversity of smaller species, including birds and insects, by improving landscaping.

6.5.8. HEAVY INDUSTRIAL

The heavy industrial land use allows for the accommodation of high intensity industrial uses. This area has heavy industrial development typically oriented towards manufacturing, processing, finishing and packaging of raw materials, recycling facilities, rail yards, forestry activities, ancillary office uses and similar activities. 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.

Streetscaping is reflective of a “boulevard” with tree-lined streets, organized street lighting and easily accessible commercial services that front on to the arterial or collector road. Roads



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

are moderately wide but should accommodate safe multi-modal transportation corridors.

This area has a high/moderate level of habitat fragmentation. Large portions of undeveloped lots and storage areas present opportunities to contribute to the diversity of smaller species, including birds and insects, by improving landscaping.

6.5.9. AIRPORT INDUSTRIAL

The airport industrial land use allows for industrial activities associated with the Canyonlands Municipal Airport. The purpose of this land use is to allow for airport activities and locate associated and dependent businesses close to the airport. The area may accommodate a mix of commercial and industrial uses that complement the Airport. The uses must be consistent with airport flightpath requirements.

6.6. PUBLIC AND INSTITUTIONAL

Public and Institutional - Includes schools, community care facilities, hospitals, government offices and facilities, churches and other publicly used buildings or properties.

Policies:

- i. Apply General Public and Institutional Policies to lands designated as Public and Institutional on Schedule _____;
- ii. Encourage new government offices and post-secondary educational activities to seek locations close to the Commercial and Educational Campus/Nodes;
- iii. Encourage public and institutional uses to be located where they will best service the needs of area residents and in a manner which is well-integrated with the surrounding neighborhood;
- iv. Support the expansion of health facilities to meet the changing needs of the community;
- v. Consider large community care facilities as defined under state legislation on sites:
 - a. suitable for the intended use;
 - b. compatible with adjacent land uses and form and character of neighborhood;
 - c. adequate water supply and sewage disposal;
 - d. accessible to County road system;
 - e. able to accommodate on-site parking; and
 - f. accessible to amenities required by patrons (parks, clinics, shopping and similar amenities);
- vi. Allow churches in any area designated Residential, Institutional or Downtown Commercial District; and
- vii. Create better walking, cycling and transit connections to County wide institutional/public areas.

6.6.2. INSTITUTIONAL

Institutional land use allows for the use of land for publicly oriented facilities for use by residents and members of the public. Institutional uses allow for schools, community centers, community care centers, government offices and facilities, churches and detention facilities.

Institutional uses should be located throughout the County, primarily along collector roads.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

These areas compliment neighborhood mixed use nodes and should follow similar principles that relate to walkability (within 1500 feet or a 10 minute walk) from most areas of each neighborhood. Well-connected and safe pathways and sidewalks are key linkages to these areas.

Larger Institutional uses are typically more car-oriented and should be located along a major arterial to allow for vehicular access and visibility. However, transit and well-connected and safe pathways and sidewalks should be a strong part of the multi-modal transportation network that links these areas to their immediate neighborhoods.

6.6.3. INSTITUTIONAL CAMPUS

Institutional campus land uses allow for large institutional facilities. Institutional campus uses allow for universities, colleges, hospitals and research parks. These uses can have many related buildings placed closely together, combined with parks, limited service commercial, trails and transportation links.

Institutional campus uses are typically more car oriented and should be located along a major arterial to allow for vehicular access and visibility. However, transit and well connected and safe pathways and sidewalks should be a strong part of the multi-modal transportation network that links these areas to their immediate neighborhoods.

6.6.4. PUBLIC UTILITIES

Public utilities land use allows for government owned facilities needed to provide necessary County services. Public utilities include water and waste water treatment plants, electrical substations, power or heating plants, solid waste disposal.

6.7. PARKS AND ENVIRONMENTAL

Parks, Trails and Open Space - Includes all public parks and trails. These areas are dedicated to open space or public facilities such as playgrounds, ball fields and golf courses.

Environmentally Sensitive Areas – Includes regionally, state, or federally significant habitat, riparian areas, floodplains, large stands of native species (forest, grassland, shrubland, etc.) and steep slopes.

Policies:

- i. Apply Parks and Trails Policies to lands designated as Parks and Trails on Schedule _____;
- ii. Develop a system of parks and public spaces linked by trails and pedestrian walkways and bike paths to serve the needs of local residents and visitors to the community consistent with a master parks plan;
- iii. Complete the Trail system to create a continuous and connected network;
- iv. Create inner parks and trails connections through the County. These connections should link up with the major trail systems;
- v. Complete a loop trail to Castle Valley;
- vi. Provide a variety of park types and recreational opportunities that integrate with surrounding landscape and public nodes;



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

- vii. Provide park and recreational facilities in each neighborhood;
- viii. Require parkland dedication at time of subdivision consistent with the Master Parks Plan;
- ix. Ensure trails and trail linkages are not negatively impacted by new development;
- x. Encourage joint use of park and recreation facilities at school sites by the public; and
- xi. Consider improvements to existing park facilities prior to developing new parks.

Environmentally Sensitive Areas

6.7.1. Public Drinking Water Source Protection Overlay

The Opportunities and Constraints maps (Figures _____) delineate the drinking water source protection zones referenced in water source protection plans approved under the State of Utah's Drinking Water Source Protection program. The purpose of this state-local government cooperative program is to protect public drinking water systems from accidental contamination. Goals and strategies regarding the protection of drinking water call for LUC and Zoning Map amendments to help implement approved water source protection plans (Chapter 3, Vision: Ecology, Water, and Air, Goals 1 and 2). See Figure 5.20 for a list of public water sources that have state approved water source protection zones.

The Town of Castle Valley, although it is a public water provider charged with administering water rights in the town boundaries, is dependent on private groundwater wells. As a result, the town does not currently qualify for source water protection under the state's Drinking Water Source Protection Program.

Policies:

- i. Protect all regionally, state, and federally significant habitat;
- ii. Do not permit any human development in areas deemed locally, state or federally recognized environmentally sensitive areas (this includes removing existing and prohibiting new trails);
- iii. Establish a 100 foot riparian area buffer around all rivers, creeks and significant waterbodies;
- iv. Do not permit built structures within a riparian area buffer or floodplain;
- v. Protect all large stands of existing native landscape (forest, grassland, shrubland, etc.);
- vi. Protect existing sloughs/wetlands in new development by incorporating storm water management design in new neighborhoods;
- vii. Require a land use permit approval for all development on slopes over 10%; and
- viii. Do not permit development on slopes over 25%.

6.7.2. PARKS, TRAILS AND OPEN SPACE

Parks and open space land use allows for recreational opportunities. Parks may be large, serving the whole County, medium sized community parks, or small neighborhood parks and playgrounds. Walking and cycling connections should be the primary method of transportation with public transit servicing County wide parks. Parks are more formal recreational areas, such as soccer fields, baseball diamonds, skate parks, etc. Open spaces are less formal areas such as open fields, walking and cycling paths, etc.

6.7.3. ENVIRONMENTALLY SENSITIVE AREAS

Environmentally sensitive land use is intended to protect areas of significant environmental



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

importance. These areas are to be preserved for either environmental or safety reasons. ESAs should be kept in as natural a state as possible with limited constructed features allowed in these areas. Permitted features include paved and unpaved trails, and interpretive materials.

Maintaining the natural landscape and species is a key goal in this land use area. ***Steep slopes are considered to be greater than 30% slope and moderate slopes are considered to be between 10-25%.***

6.8. URBAN EXPANSION AREAS AND FUTURE GROWTH

Urban Expansion Areas – includes areas of vacant or low density lands, generally on large lots, which are outside of the urban service area, suitable for future municipal expansion and development which have suggested land uses associated with them and levels of service that permit extensions of services (refer to the Infrastructure section-Section 8).

Future Growth Areas - includes areas of vacant or low density lands, generally on large lots, which are outside of the urban service area, suitable for future municipal expansion and development which do not have suggested land uses associated with them.

Future Growth

Policies:

- i. Apply Future Growth Policies to lands designated as Future Growth on Schedule _____;
- ii. Promote infill developments with mixed uses and a range of housing options in a scale that is compatible with the neighborhood;
- iii. Work with the adjacent municipalities to develop mutual future growth areas;
- iv. Ensure future growth is consistent with the strategies for the urban service area levels of service;
- v. Encourage public participation in determining the best use of future growth areas;
- vi. Incorporate smart growth principles in site development; and
- vii. Assign other land use designations as development potential is confirmed.

6.8.2. URBAN EXPANSION RESIDENTIAL

Urban expansion residential land use allows for the future residential expansion outside of current municipal boundaries. Urban expansion residential can include both low density and medium density residential land uses.

6.8.3. URBAN EXPANSION NEIGHBOURHOOD COMMERCIAL MIXED USE

Urban expansion neighborhood mixed use allows for the future neighborhood mixed use/node expansion outside of current municipal boundaries. Urban expansion neighborhood mixed use will consist of neighborhood mixed use land uses.

6.8.4. URBAN EXPANSION HIGHWAY COMMERCIAL

Urban expansion highway commercial use allows for the future highway commercial



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

expansion outside of current municipal boundaries. Urban expansion highway commercial will consist of highway commercial use land uses.

6.8.5. URBAN EXPANSION LIGHT AND MEDIUM INDUSTRIAL

Urban expansion light and medium industrial use allows for the future industrial expansion outside of current municipal boundaries. Urban expansion neighborhood mixed use will consist of light and medium industrial land uses.

6.8.6. FUTURE GROWTH

Future growth areas consist of vacant or underdeveloped lands inside or outside of urban growth boundaries, generally on large lots, which hold potential for development within an area that is fairly consistent with the existing development pattern. This designation includes infill development supported by available County services. The County wishes to reserve designation of the land until a secondary plan or a development proposal incorporates the full potential of the site.

Public investment in civic buildings, including historic structures, can also be a vital factor in the revitalization and redevelopment. The placement of public and civic buildings demonstrates the government’s development priorities and sends a message to developers, investors and the rest of the community that the urban areas are a desirable investment opportunity. Drawing inspiration from the past through development of a themed approach to urban planning will further create a vibrant investment opportunity.

To date, the County has continued to support neighborhood nodes by concentrating essential government services.

6.9. SCENIC CORRIDORS

6.9.1. PURPOSE

The purpose of the scenic corridor designation is to guide development along the major access routes and to ensure that they create a *sense of arrival* and present an attractive, desirable travel corridor. The 2022 Land Use plan will capitalize future land use designations, heritage and historical protection, hazard lands constraints, and overlays.

As presented in the 2012 Plan:

These are corridors along major highways with high scenic value and areas visible from high use areas in Arches National Park (Figures _____). To protect the natural appearance of the open desert and canyon walls and the visibility of the night sky, design guidelines should be adopted within the overlay that consider site design, building heights, parking areas, visual buffers, setbacks, lighting, and signage.

Design guidelines should also direct that building color, building design, and exterior materials are compatible with the heritage of the area and exhibit unity of form across buildings. New development is to be designed/sited so that new structures, walls, and fences do not visually disrupt ridgelines as seen from the public road defining the corridor. Development in scenic corridors is to be sited and designed to protect critical attributes. Design guidelines in the scenic corridor overlay should apply to all new developments, other than agricultural uses and single-family development on



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

previously approved parcels or lots. Scenic corridors encompass visible property up to two miles perpendicular from the public road defining the corridor.

River Road Corridor

The River Road Corridor, extending along the length of SH 128, has unique characteristics requiring additional planning guidance. In 1998 the County underwent an extensive planning process and developed The River Road Corridor Plan. Many of the policies outlined in the 1998 River Road Corridor Plan have been implemented in the 2008 Land Use Code and the FLUP.

6.9.2. AREA

The Scenic Corridors apply to Highways 191, 128, 313 and Spanish Valley Drive.

6.9.3. BACKGROUND

Highway 191 is the main travel corridor and brings numerous people through the downtown core of the City of Moab. Grand County is seen as the gateway to southeastern Utah, with many of the most heavily travelled highways. This means that the Highway 191 corridor is the most visible and memorable experience for the travelling public. It also means that the Highway should be the primary and first scenic corridor to implement improved streetscaping, as it will have the biggest impact.

Highway 128 is another important scenic corridor that enters the County from the east. This corridor brings visitors and travelers from east and beyond directly to the City. For travelers looking to connect with the La Sal Mountain range and Castle Valley the La Sal loop connects to Highway 128 and Spanish Valley Drive.

The other important scenic corridor is Spanish Valley Drive that parallels Highway 191 and connects with collector roads to Sand Hill flats, Mill Creek, the La Sal loop. A corridor trail provides the backbone for non-auto use along the drive. With room to expand and wide relatively unwalkable streets, the implementation of scenic corridors along this route improves the look and experience for many travelers along this corridor, as well as make the area more walkable, bikeable and enjoyable for residents.

6.9.4. POLICIES

All works within the area require land use permits. All permits should comply with the following policies:

- i. Parking areas should not be located at the front of buildings. Underground parking and parking/service areas at the rear of buildings are strongly encouraged;
- ii. Buildings should, at minimum, front onto the arterial road rather than towards the interior of the lot. Buildings may front onto both arterial roads and parking areas. Blank facades are not permitted along public roadways;
- iii. If buildings are placed along the front of a lot along the street, additional buildings may be located at the back and sides of the lot with parking located between buildings, but screened from the arterial roadway and surrounding neighborhood;
- iv. Development should minimize impacts to surrounding land uses, particularly existing single family residences. Use of shielded lighting, fencing, building orientation, underground parking, building variation, open space and other mechanisms is encouraged to maximize privacy and minimize adverse impacts;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- v. Sidewalks and/or pathways should be located between the front building façade and the arterial road with wide right-of-ways. On narrower roads bike lanes are encouraged along roadways with sufficient protection from traffic through boulevards, trees, or elevated lanes with bollards, etc.;
- vi. Parking areas and service areas should be screened and landscaped. Consideration should be given to ease pedestrian access as well as vehicular access when designing parking areas;
- vii. Reducing asphalt and concrete is encouraged to reduce the urban heat island effect and reduce the effect on storm water runoff. Green roofs, permeable paving and landscaping of parking lots are encouraged;
- viii. Soft landscaping (trees, shrubs, ground covers and flowers) are encouraged and should be of species compatible with Grand County’s climate conditions, existing County maintained landscaping and the character of the existing features of the streetscape in order to reinforce continuity of character;
- ix. Recycling and garbage bins should be screened from view;
- x. Storm water runoff should be treated on site; and
- xi. Given that these are high traffic areas for the travelling public, consider the needs of the travelling public and include spaces that would make a memorable stop. These would include places to walk pets, places to picnic or eat lunch, and places for children to play safely. Having these areas designed into the scenic corridors makes it more likely for people to stop and continue to stop if they know there are places where they can easily and safely meet their needs while on the road.
 - a. Link the riverfront parks and trails to other trail systems to allow for shorter loop trips to encourage more people to use the park without having to commit to a long loop; and
 - b. Create a sense of public space rather than having areas feel like private space.

6.9.5. Ridgeline Overlay:

- a. *New structures, buildings, fences, or walls located within two miles and visible from US Highway 191, State Road 128, Mill Creek Road and Spanish Valley Drive are to be located so that they do not visually disrupt ridgelines as seen from these public roads (Figures _____).*

6.9.6. Public Drinking water Source Protection Overlay

The Opportunities and Constraints maps (Figures _____) delineate the drinking water source protection zones referenced in water source protection plans approved under the State of Utah’s Drinking Water Source Protection program. The purpose of this state-local government cooperative program is to protect public drinking water systems from accidental contamination. Goals and strategies regarding the protection of drinking water call for LUC and Zoning Map amendments to help implement approved water source protection plans (Chapter 3, Vision: Ecology, Water, and Air, Goals 1 and 2). See Figure 5.20 for a list of public water sources that have state approved water source protection zones.

The Town of Castle Valley, although it is a public water provider charged with administering water rights in the town boundaries, is dependent on private groundwater wells. As a result, the town does not currently qualify for source water



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

protection under the state’s Drinking Water Source Protection Program.

SECTION SEVEN: TRANSPORTATION

7.1 OVERVIEW

A transportation system involves means of moving people and products around. This includes road, rail, air, water and active transportation (pedestrian, cycling, etc.). On a local scale, the transportation system should be safe, effective, efficient and equitable for its citizens. A transportation system supports the economy and contributes to quality of life in both the social and environmental aspects. **Grand County Transportation Special Service District** helps guide project development and service delivery. Under their auspices the Board guides operation, maintenance, taxes, and projects.

Goal:

Promote a land use pattern that will enhance the safety, efficiency, effectiveness and equitability of the transportation system through a robust and responsive board.

Policies:

- i. Develop a strategic decision making path for projects, policies, capital improvements, and operation and maintenance standards through the Board and agencies;
- ii. Coordinate land use and transportation planning and consider the costs of transportation infrastructure in development decisions;
- iii. Aim for an appropriate mix of housing, employment and transportation land use that enhances the efficiency, effectiveness and equitability of the transportation system;
- iv. Encourage a compact form to create the critical mass necessary for alternative forms of transportation and to reduce the need for extensions to the transportation system;
- v. Work with appropriate senior levels of government departments to manage access control along urban connectors to improve safety for both urban traffic and highway bound traffic;
- vi. Integrate alternative forms of transportation with private vehicle use into new neighborhood designs and site plans;
- vii. Wherever the need for new transportation corridors or river crossings are demonstrated, carefully consider the timing and cost through appropriate studies in coordination with other levels of government; and
- viii. Ensure good connections to the regional transportation network to attract industrial and commercial development that would be supportive of the rail system.

7.2 HIGHWAY AND TRUCK ROUTES

Grand County has a state and interstate highway system with Highway 191 and I-70. The County is known as the “Adventurous Small Town Spirit” because of size and natural lands proximity. Several “urban connectors” connect municipal roads to state highways. These include Spanish Valley Drive, Kane Creek, Mill Creek, and Sand Hills.

Access management control is an important aspect of urban connectors because it helps ensure safety and efficiency. Access management control is the practice of ensuring transportation safety, speed and capacity while allowing access to development. It could involve limiting intersections and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

driveways or using medians to control turning.

Heavy traffic in residential and institutional areas should be prevented or speed and impact managed. This can be mitigated through the **municipal traffic code**, and traffic control and calming features like bulb-outs, medians, traffic circles, and raised pedestrian speed tables.

Goal:

Heavy traffic in residential and institutional areas should be mitigated.

Policies:

- i. Ensure heavy traffic in residential and institutional areas is mitigated through municipal codes and design features such as the use of median strips; and
- ii. Ensure access management control along urban highway connectors to improve safety for both urban traffic and highway bound traffic.

7.3 ARTERIAL STREET NETWORK

Currently, the County’s arterial street network is based on a hierarchy of arterials, collectors and local streets. The objective of the street network is to accommodate all traffic movements within the County and traffic utilizing major access and through routes. The arterial street network was defined in the 2008 Spanish Valley Master Plan. An updated Transportation Master Plan is underway (2022). The network was developed based on a target year population of 9974.

The study also revealed that without transportation network improvements, transport volumes are expected to cause unacceptable intersection delays and congestion along key corridors especially Spanish Valley Drive.

Other conclusions follow, and all improvements will be reconsidered in the Transportation Master Plan due June 2022:

Policies:

- i. Geometric intersection improvements and/or signalization at the intersections of Mill Creek Drive/Sand Flats Road and Spanish Valley Drive/Spanish Trail Road;
- ii. Widen Spanish Trail Road to a 4-5 lane section but consider “gateway” into Spanish Valley with a “boulevard” style with landscaped medians and side treatments, bike paths, and meandering sidewalks in conjunction with strict access control and protected turn bays at major intersections;
- iii. Work with UDOT to extend the five-lane section of US-191 south from Spanish Trail Road to the County line, or beyond if development spills over into San Juan County, with additional turning lanes at proposed major intersections;
- iv. Consider a complete streets service road design along US-191;
- v. Improve Spanish Valley Drive to a 3-4 lane cross section from Mill Creek Drive to the County line;
- vi. Existing and proposed future developments in southern Spanish Valley and San Juan County, both the Murphy Lane to Spanish Valley Drive and the Spanish Valley Drive to US-191 at Beeman Road connections should be improved; and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- vii. East-west connections should include new northwest alignments from Spanish Valley Drive to US-191 via Starbuck Lane, and Spanish Valley Drive to US-191 via a western extension of Kerby Lane.

Goal:

Facilitate traffic movements within the County but use major access and through routes within a predictable capital financing plan, and definitive project timetables – see Schedule _____.

Policies:

- i. Continue to develop and update, the hierarchical street network to facilitate orderly and safe movement of traffic through and within the County;
- ii. Work with senior levels of government to align the regional and local transportation network;
- iii. Update the County’s Transportation Plan:
 - a. Review arterial/collector system with special attention to reviewing Spanish Valley Drive’s role in the system; and
 - b. Develop design standards for all street networks;
- iv. Ensure street layout of future development areas are integrated with existing County street networks;
- v. Explore the introduction of the elements of the “fused grid” concept during the development of concept plans, while minimizing cul-de-sacs and dead end roads;
- vi. Inventory and update all private road systems including maintenance agreements, condition assessments and long term viability;
- vii. Avoid designating private roads to serve more than one subdivided parcel;
- viii. Update the development standards with specific performance criteria through engineering assessments, and cross section specifications that include multi-modal options and complete streets;
- ix. Continue to forecast growth scenarios and report on short, medium and long term capital investments; and
- x. Ensure ongoing monitoring of traffic volumes and operations to maintain functionality of key roadways.

7.4 PUBLIC TRANSIT

Public transit can enhance the efficiency of a transportation system reducing reliability on single occupant vehicles. Public transit reduces air emissions contributing to a more sustainable County, and plays an important role in the economy by moving people between home, work and other service needs.

The County should strategically focus on areas where there is potential to attract new ridership to public transit, namely, to, from, and within the Downtown, along major arterials, in and around hub areas, and to and from major areas of employment, education, health care and shopping would be beneficial.

Public transit is important for providing people with transportation choices and fulfills social equity goals by increasing mobility choice especially for disadvantaged people such as the physically



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

challenged, elderly, youth and students and low-income groups.

Goal:

The County, working with regional partners, promotes public transit and shuttle systems as a sustainable form of mobility choice.

Policies:

- i. Explore federal and regional funding for a public transit and shuttle system, and prescribe funding models; and
- ii. Develop integrated transit options through state hot spot funding that capitalizes common transit routes.

7.5 ACTIVE TRANSPORTATION

The Grand County Active Transportation and Trails group (Trails Mix) follows the direction of the 2011 Non-Motorized Trails Master plan for the development and maintenance of trails.

The mission of Trails Mix is to preserve and develop the individual trails into a non-motorized, integrated trail network that provides convenient, enjoyable recreation and transportation experiences for all trail users throughout Grand County.

Trail Mix serves as a blueprint for strategic integrated trail systems, current maintenance and future development and follows a number of guiding principles:

- 1: Trails are important to the economy and play an important role in the responsible use of natural resources;
- 2: Trails are important to livable neighborhoods and a vibrant business community;
- 3: Trails are viewed as part of a total, integrated transportation system;
- 4: Trails are properly designed to achieve a successful trail system;
- 5: The entire trail system must be properly maintained to keep it viable.

Active transportation is any form of human powered transportation, including walking, cycling, and inline skating, or skateboarding. Several important values in active transportation include:

- Health and safety;
- Environmental impacts; and
- Neighborhood’s quality of life.

With between 15 and 20% of Utah adults and over 15% country wide (Center for Disease Control January 2020) physically inactive, sedentary living is a significant issue today. Transportation options have a dramatic impact on the environment. The County has made steps towards achieving a healthier lifestyle with the development back and front country trail networks.

Air quality degradation increases lung inflammation, especially particulate matter less than 2.5 microns. Transportation is the source of 10% of PM 2.5 (Environmental Protection – EPA - <https://gispub.epa.gov/neireport/2014/>). The County can improve air quality through managed:

- Automobile use;
- Pattern and intensity of land use;
- Access to transit; and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- Improving the pedestrian/cycling environment.

The County can try to reduce greenhouse gases by facilitating mobility choice and using land wisely. Active transportation, embedded within development decisions integrates climate resiliency and broadens adaptation choices; improves air quality and physical health in the County, neighborhood and individuals.

Goal:

Ensure trail network design and maintenance achieves connected and integrated active transportation choice for both recreational and mobility uses.

Policies:

- i. Develop staffing resource plans for long-range project planning and management;
- ii. Incorporate work plans that identify operation and maintenance projects including private and public partners;
- iii. Monitor and report on air quality on a quarterly basis;
- iv. Ensure street layouts combine the benefits of the grid and curvilinear system to create a pedestrian friendly environment in new and existing neighborhoods;
- v. Support and employ traffic calming principles such as crosswalks in the design of neighborhood streets to ensure that interior street systems are designed to slow traffic down, reduce the risk of traffic accidents and promote pedestrian safety;
- vi. Support integrated and connected pedestrian street layouts by:
 - a. Incorporating “healthy” neighborhood designs that include walking, biking, and rollerblading that improve health and sociability while reducing negative impacts on the natural environment;
 - b. Discouraging the use of multiple lanes in new neighborhoods except where they are designed according to CPTED (Crime Prevention Through Environmental Design) principles and are cost effective to maintain; and
 - c. Providing sidewalks, dark skies compliant lighting, safety measures and street maintenance in existing communities where pedestrian activity and demand for public transit is highest.
- vii. Encourage walking by including the pedestrian environment as a design element in all land uses and plans;
- viii. Provide complete street design and construction strategies as outlined in Appendix _____;
- ix. Ensure active transportation modes are implemented into future development and design through the construction of green space, pathways, sidewalks and barrier-free walkways; and
- x. Encourage neighborhood designs that support a range of transportation choices (i.e. appropriate densities, mixed land uses that encourage alternative transportation modes).

Goal:

Increase the proportion of people using alternative transportation modes.

Policies:



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- i. Ensure the provision of a safe, direct, continuous and barrier-free pedestrian environment for all existing, expanded and new developments regardless of the type of land use or intensity of development;
- ii. Facilitate access to active transportation for seniors and the mobility impaired using measures including curb cuts, audible traffic signals, and truncated domes.; and
- iii. Provide safe convenient pedestrian routes to shuttles and public transit.

7.6 WALKWAYS

Goal:

Ensure safe walkways and pathways are well integrated and linked within the street network to accommodate and promote non-vehicular modes of transportation to community amenities within the neighborhood through the use of walkway linkages. Safe walkways provide alternative transportation modes such as biking, walking and rollerblading.

Policies:

- i. Employ CPTED in the design of new walkways, and where applicable, incorporate into existing walkways to minimize blind spots, provide clear sightlines, sufficient lighting and promote natural surveillance;
- ii. Collaborate with Trail Mix to improve walkways safety using CPTED principles; and
- iii. Promote urban and rural design principles that encourage walkability between adjacent neighborhoods and the existing trail systems.

Goal:

Encourage and support the establishment of a safe, convenient and pleasant system of paths and routes to accommodate active transportation and referencing the Non-motorized Trails Plan – see Schedule _____.

Policies:

- i. Ensure the use of traffic calming safety measures such as crosswalks implemented throughout the County particularly in areas of high traffic volume;
- ii. Work with partners that include public lands, users, and other jurisdictions, to develop design and implementation strategies that are integrated with all land use actions;
- iii. Integrate major trail systems within communities for cyclists, rollerblading and walking and support the development and use of multipurpose trails;
- iv. Collaborate with other levels of government and community organizations, which are working toward promoting alternative transportation modes;
- v. Seek and utilize funding sources such as sustainable communities grants to implement initiatives and projects;
- vi. Develop sound and sustainable maintenance programs for all trail systems;
- vii. Provide heritage and historical features at key trail points;
- viii. Designate trail standards for singletrack, equestrian, multi-use and trailheads;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- ix. Support the trail designations and hierarchy;
- x. Encourage and support safe and convenient bicycling path and routes to accommodate those for whom cycling is a necessary mode of transport to school, and/or work and to accommodate recreational cyclists by:
 - a. Identifying transportation nodes and focal points for mobility transfer;
 - b. Designating bicycle routes along streets that bear low volumes of vehicular traffic;
 - c. Providing lanes for bicycle traffic on existing and new bridges;
 - d. Providing separate bicycle paths in park areas and along the boulevards of arterial and collector streets where feasible, economical and safe; and
 - e. Designating sidewalks on one side of a street for bicycle traffic in cases where there is no inconvenience to pedestrians. Technical matters such as route selection, signing, surfacing, regulation, lighting and other matters will be addressed in the Parks and Recreation Master Plan.

7.7 PARKING

Goal:

Ensure that adequate parking facilities are provided throughout the County, including the appropriate location and design of parking facilities as part of an efficient and functional transportation system.

Policies:

- i. Developments should provide adequate off-street parking. The Land Use Code should contain appropriate parking standards for:
 - 1. All forms of development including suitable bonusing and transportation demand management alternatives; and
 - 2. addressing the design of parking areas; and
- ii. Required parking spaces should be placed near the development site as the proposed development.

7.8 RAILWAY

Because of the costs and the number of agencies involved, it is anticipated that rail designation and land use planning will be challenging. Consultation needs to take place with the interested stakeholders.

A policy could explore a multi-modal transportation facility in the event of increased rail passenger service, along with integrated transportation facilities close to the Airport and City of Moab.

Goal:

In conjunction with the railway and operators, the County should endeavor to ensure that railway lands are utilized in a manner that is consistent with the intent of this Plan. The County should attempt to reach a consensus respecting the abandonment of redundant or mutually undesirable rail lines and conversion to a mixed use corridor. Land released through such a consensus should be subjected to the provisions of this Plan.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Policy:

- i. Work with partners to develop a rail use strategy and policy.

7.9 CANYONLANDS MUNICIPAL AIRPORT

Canyonlands Regional Airport provides commercial, private, and recreational flights. Services include emergency medical transportation, shuttling, and car rentals. Current enplanements are 20,000 people annually. Projected growth demands updates to the 2015 Airport Master Plan.

Terminal expansion in 2018 allowed more commercial flights with two direct flight options out of Moab, flying to Salt Lake City, Utah and Denver, Colorado.

The Sheriff’s Department is not located on Airport property, but is under contract for one deputy to be on site during commercial air service operations. The Transportation Safety Authority (TSA) provides baggage and passenger screening for all scheduled air carrier flights operating at Canyonlands Field Airport.

The maximum sustainable loading and profit per flight based on commercial flights is 80- 85%. Currently the airport operates at 65% capacity. An increase of 15% improves the financial health of the airport.

A high demand stresses the private infrastructure such as hangars, taxi lanes, and storage space for air vehicles and recreation. A lack of funding and revenue stream, for the landside, stresses the needed improvements for parking, and pick-up and drop off.

The Federal Aviation Administration (FAA) assists with airside improvements through annual grant funding including runway construction, lighting, and taxiways.

Daily overnight and long-term parking is available to travelers at a low cost. To gain revenue, airport staff have proposed an increase in prices to stay aligned with demand. Gates have been suggested to be constructed at entrances and exits to enforce parking fees and security.

Acceleration and de-acceleration lanes on Highway 191 need increases to stacking lengths. More signage must be implemented to make traveling to and from the airport safer. Future transportation considerations should include a public shuttle system service to increase accessibility from the north end of Grand County to the urban area.

Goal:

Update the 2015 Airport Master Plan to include new data, land use strategies within the airport vicinity, transportation options, optimal passenger capacity limits, security, terminal size and expansion, and service levels. Reference Schedules _____.

Policies:

- i. Gauge and prepare for public and private demand for increased storage and capacity;
- ii. Conduct a security review manage current and future usage, including Sheriff on-site location options;
- iii. Develop usage options for Unmanned Aerial Vehicles (UAVs) and Aircars;
- iv. Prepare an airport vicinity land use plan that identifies a range of opportunities including industrial and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

industrial uses;

- v. Work with public partners like SITLA and BLM to improve the airport vicinity protection area overlay identifying short and long term encroachments such as Blue Hills road;
- vi. Increase passenger capacity limits to improve financial returns;
- vii. Implement revenue streams that may include impact fees, for the landside of operations to initiate capital improvements;
- viii. Explore solar field installation opportunities; and
- ix. Improve access to and from the airport from Hwy 191 both through the Transportation Master Plan and improved public, rail and shuttle transit.

SECTION EIGHT: MUNICIPAL UTILITIES AND SERVICES/INFRASTRUCTURE

8.1 OVERVIEW WATER AND WASTEWATER

Residential, commercial and industrial growth often results in an increased demand for municipal services and infrastructure. This includes firefighting, police and emergency response; water, sewer and garbage collection; street construction, repair and cleaning; transit; high speed internet; and recreation and parks programs and services.

As already emphasized in this Plan, all of the goals in the different sections support each other and should be implemented together to achieve the overall vision which is: *Balance - As a small and diverse community we collaborate with our partners to create resilient educational and economic opportunities for residents while balancing social and environmental values.*

A key focus of the *Grand County Strategic Plan* is *Value 1 - Sustainability - We encourage sustainable development that promotes resource conservation and preservation and takes into account ecological constraints.*

The provision of infrastructure and services ensures a vibrant and secure community. Municipal services and infrastructure influence public health and safety through the provision of:

- Safe drinking water;
-
- Safe roadways and bridges;
- Proper solid and liquid waste disposal and collection; and
- High speed internet and/or public WiFi.

These programs and facilities are paid for by developers through impact fees (***Utah State Code LUDMA***) and the taxpayer either through tax dollars or direct user fees. The County should continue to find ways to keep those costs reasonable. Regional cooperation in the delivery of some municipal services has potential to reduce costs and improve services to residents.

All sections in this element will be updated when master plans are considered and adopted for storm water, sanitary, water, transportation, and high speed internet.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

A number of agencies, special districts and state licensed providers support the sewer and water systems in the County. A decision making chart identifies the key partners and highlights the need for an integrated approach to infrastructure, and regional land use planning. See schedule _____.

A number of onsite package sewage and water systems (local and regional) are identified in Schedule _____. Sewer and water system distribution and source and delivery locations are identified in Schedule _____. Package system state licenses are _____. The current service (2019) for distributed the water systems is identified in Figure _____.

There are a number of special service districts that manage delivery. Decision making and reporting structure should be developed to ensure integration with land use decisions and entitlements. The Decision making section begins to identify those gaps, but the full public engagement strategy will prescribe various methods of improving those relationships. Groups that are part of this infrastructure process include:

1. Grand Water and Sewer Service Agency (GWSSA) – special service district;
2. Grand County Special Service Water District;
3. Grand County Water Conservancy Board;
4. Spanish Valley Water and Sewer Improvement District; and
5. Thompson Springs Special Service Water District Board.

Each Special Service District has legal authority for servicing decision within their planning areas. The locations of those districts are indicated in Schedule _____.

The *Southeast Utah Health Department* monitors, permits and inspects on-site sewage and water systems and assists in licensing sewer and water package systems. Infrastructure coordination with development options are important to this Plan. The Health Department is digitizing much of their data and the County will be coordinating mapping and text to better demonstrate development options. The Health Department is involved in toxic spill and clean-up efforts.

The *Moab Area Watershed Partnership* gives guidance to the local, regional and state decision makers and has published a Comprehensive Watershed Master Plan – 2014. The master plan is updated on a regular basis by both state, regional and local stakeholders. Their mandate underpins key land use decisions in this Plan and helps forecast future impacts and capacities of both the built and natural environments. The preamble to the plan identifies its scope as follows:

Water quality is an important issue that affects all people within a watershed. Resolving water quality issues will require local people making and implementing local solutions. This Watershed Management Plan (WMP) for Spanish and Castle Valley is a planning tool for developing local solutions.

Although a WMP is required for project funding through the EPA 319 program, this WMP was written to support the mission of the MAWP which is “The Moab Area Watershed Partnership is a collaboration of diverse stakeholders who share knowledge and develop, and facilitate implementation of, a holistic watershed plan that conserves and enhances water quality and quantity in the Mill Creek (including Pack Creek) and Castle Creek watersheds.”

This WMP and the MAWP go beyond addressing the total maximum daily load issues of the EPA 319 program and will support local solutions to the various water quality and quantity issues in Spanish and Castle Valley.

Section 1 of the WMP identifies and defines MAWP and the watershed boundaries it focuses on. It also identifies in detail the partnership goals, the planning process and the desired uses of the plan. More



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

importantly, it stresses the value of stake holder participation: “A successful water quality management plan relies as much on voluntary stakeholder participation and buy-in as on the rigor of technical analysis.”

Section 2 of the WMP is a characterization of the two watersheds. The Section describes in depth the hydrology and topography of Spanish and Castle Valley watersheds and the six sub- watersheds. The section also includes a detailed analysis of climate, vegetation, soils, wildlife, demographic trends, water rights, and land uses. These sub-sections are important to the stakeholders because they recognize the connections between uplands and water quality.

Anthropogenic influences on uplands and riparian areas can impact water quality and opportunities are available to improve water quality by improving upland and riparian land uses and conditions.

Section 3 provides a comprehensive compilation of water quality data that have been collected in the watersheds and a detailed analysis of the chemical and physical water quality issues in the watershed. The analysis indicates that water quality issues are not widespread. They are different in different sub-watersheds and the analysis identifies stream segments where improvements would be most beneficial. The section also includes a detailed compilation of groundwater quality resources because the stakeholders recognize the close connection between groundwater and surface water resources in these watersheds. The communities in these watersheds are dependent on the groundwater resources and improvements in groundwater quality are not only beneficial to the community, they are beneficial to surface water quality also.

Section 4 and 5 meld the three previous sections into a set of resources concerns and opportunities to address those concerns. The process described in Section 1 used the characteristics described in Sections 2 to address the water quality concerns in Section 3. The specific concerns listed in Section 4 are addressed by several broad project types and policies in Section 5 that the MAWP supports.

Before and during the WMP development, MAWP members recognized there isn’t one solution to the water quality issues in our watersheds. The issues, concerns and remedies are inter-related and changes to water quality will only be realized through a combination of improvement projects.

Goal:

Invest in building and maintaining infrastructural facilities/services in a comprehensive, sustainable and innovative manner. The subdivision and development of land should not be permitted without the provision of full services and utilities (public works) in a LOS 1 area. These services include:

- a. Sanitary sewage disposal;
- b. Water supply; and
- c. Roadways; and
- d. May also include:
 - i. Storm water management;
 - ii. Electrical power, natural gas, telephone, fiber, and cable television service; and
 - iii. Transit service.

Policies:

- i. *Participate in planning to upgrade the capacity of existing electrical infrastructure in the Spanish Valley, Castle Valley, Cisco, and along the I-70 corridor;*
- ii. *Support and participate in planning for locally produced sustainable energy and its local consumption and transport;*
- iii. Share digital data between stakeholders to focus mutual mapping layers;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- iv. Implement greywater recycling systems in all potable water permits and land use applications;
- v. Complete an assessment (lifecycle) of the County’s infrastructure, which identifies needs, evaluates solutions, and prioritizes long-term sustainable strategies for improving infrastructure and performance on existing and future land use;
- vi. Develop a Capital Improvement Plan for expenditures such as roads, highways, water and sewer facilities and public buildings to be integrated with land use, financial and corporate business plans;
- vii. Extend infrastructure and services to areas in an orderly, logical, efficient and cost effective manner consistent with this Plan;
- viii. Develop cost estimates that include capital and operating needs;
- ix. Do not extend services outside the city without an annexation strategy, and do not annex unless accompanied by a strategy for extending services and allocation costs;
- x. Pursue when possible innovative technologies that minimize cost and environmental impacts including “green” technologies like rain gardens, rain water retention, gray water recycling, non-potable water use for irrigation and storm water discharge organic filtering;
- xi. Develop a high speed internet system with fiber and local access to WiFi;
- xii. Plan for infrastructure impacts from flood and other disasters through development and recovery plans; and
- xiii. Pursue when possible innovative technologies that minimize cost and environmental impacts.

8.1.2 WATER

The following excerpt from the *Watershed Management Plan (WMP)* characterizes the importance of water to Grand County:

Water quality is an important issue that affects all people within a watershed. Resolving water quality issues will require local people making and implementing local solutions. This Watershed Management Plan (WMP) for Spanish and Castle Valley is a planning tool for developing local solutions.

Although a WMP is required for project funding through the EPA 319 program, this WMP was written to support the mission of the MAWP which is “The Moab Area Watershed Partnership is a collaboration of diverse stakeholders who share knowledge and develop, and facilitate implementation of, a holistic watershed plan that conserves and enhances water quality and quantity in the Mill Creek (including Pack Creek) and Castle Creek watersheds.”

This WMP and the MAWP go beyond addressing the total maximum daily load issues of the EPA 319 program and will support local solutions to the various water quality and quantity issues in Spanish and Castle Valley.

We rely on water for everything from drinking to agriculture, industry and recreation. It is important to balance consumption with supply. Rivers, creeks, wetlands, lakes and groundwater have ecological functions within the entire region.

Conserving water helps preserve water quality and quantity and reduces costs linked to municipal pumping and treatment. This increases funding available for infrastructure renewal or replacement in other areas.



GRAND COUNTY GENERAL PLAN 2030

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The Opportunities and Constraints maps (Figures _____) delineate the drinking water source protection zones referenced in water source protection plans approved under the State of Utah’s Drinking Water Source Protection program.

The purpose of this state-local government cooperative program is to protect public drinking water systems from accidental contamination. Goals and strategies regarding the protection of drinking water call for LUC and Zoning Map amendments implement approved water source protection plans. See Figure _____ for a list of public water sources that have state approved water source protection zones.

The Town of Castle Valley, although it is a public water provider charged with administering water rights in the town boundaries, is dependent on private groundwater wells. As a result, the town does not currently qualify for source water protection under the state’s Drinking Water Source Protection Program.

Goal:

Protect the County’s water quality and supply by continuing to update the overlay protection zones, monitoring safe yield limits, and developing regulatory incentives and constraints.

Policies:

- i. Participate in the Moab Area Watershed Partnership to work on comprehensive watershed planning and restoration and water source protection best practices;
- ii. Increase water conservation in agricultural and residential areas by encouraging secondary water systems for irrigation in new residential subdivisions;
- iii. Work in partnership with all municipalities, water districts and public water suppliers that govern land use in their drinking watersheds to enact agreements for long-term watershed management;
- iv. ***Pursue federal and/or state funding for the USGS Glen Canyon Aquifer water budget study that is already approved by Congress;***
- v. Support Cisco’s, Castle Valley’s and Thompson Springs’ efforts to find funding for water quantity studies;
- vi. Consider adopting an incentive-based water conservation program for residential and non-residential land uses;
- vii. Continue to map and delineate each aquifer and protection and impact zones for inclusion in development regulations;
- viii. Protect against contamination of the Glen Canyon and Castle Valley aquifers by hazardous materials with land use standards and procedures that align with state and federal water-quality regulations designed to mobilize state and federal water-quality enforcement;
- ix. Encourage water conservation through public education and other programs;
- x. Regularly report and adjust growth scenarios to match projected water shortfalls;
- xi. Require all developments to pay their share for the provision of water service through development impact fees or local improvements;
- xii. Only extend water services to developing areas in an orderly, logical, efficient, and cost effective manner that is consistent with the Plan;
- xiii. Continue to maintain the water quality and capacity to meet the needs of residents, businesses and industries; and
- xiv. Develop water conservation strategies through demand side policies and codes.

8.1.3. WASTEWATER



GRAND COUNTY GENERAL PLAN 2030

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Wastewater is considered a growth service as the provision of a network of piping and pumps increase rezoning and subdivision potential for urban levels of development. The distribution network for liquid waste is under the authority of GWSSA. That system depends on the central treatment plant in the City of Moab. The current system handles _____ with a potential of _____ build out.

An _____ agreement between GWSSA and the City ensures long term protection and contracts for system stability. The current system meets all _____ permit and licensing requirements and has no current _____ liabilities. Composting _____ off site sewage management and costs _____ . Financial models _____ .

Goal:

The County in partnership with GWSSA and the Health District should continue to provide wastewater management services and additional sewage treatment to current users, and develop managed growth scenarios for urban and rural levels of service.

Policies:

- i. Require all developments to pay their share for the provision of sanitary sewer service through development levies or local improvements;
- ii. Continue to extend sanitary sewer services to developing areas in an orderly, logical, efficient, and cost-effective manner and that is consistent with the Plan and urban service areas; and
- iii. Consider septage recycling, composting and fuel conversion levels of service.

8.1.4. STORM WATER MANAGEMENT

Storm water management involves managing the quantity and quality of storm water runoff. The quantity and quality of runoff in an urban area is affected by many factors such as the amount of impervious surfaces (e.g. buildings and roads), erosion, vegetation, etc. It is important to manage storm water runoff because pollutants in the runoff can adversely affect public health and the environment (water quality). From the Spanish Valley Stormwater Master Plan 2011 -

From the The Spanish Valley has several historic drainage ways that flow from the hills on each side of the valley to Pack Creek. Some of these drainage ways have been altered or removed over the years due to road construction, development and/or farming. Excess storm water has caused areas of localized flooding due to these changes in the natural drainage ways. In the past, this flooding has not caused significant damage due to the nature of the agricultural area.

However, the construction of homes in some of these areas has increased the risk of significant damage due to flooding. In addition, the U.S. Environmental Protection Agency (EPA) passed federal storm water regulations in 1990 that mandated that municipalities change their traditional storm water runoff management techniques.

Historically, storm water management techniques have been comprised of facilities that would control the quantity of runoff to prevent flooding. The new regulations require certain municipalities to also address the impacts that storm water runoff would have on the water quality of the receiving waters.

The future possibility that Grand County may be required to comply with EPA regulations requires that storm water plans and improvements include the ability to meet present and potential future water quality regulations. The EPA is currently drafting proposals that would



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

amend the 1990 regulations and cause storm water to be managed for each drainage basin instead of each municipality.

The purpose of this study is to prepare a valley-wide Storm Drain Master Plan using standardized analytical procedures. This makes it possible to develop a list of drainage improvements that could be used as the foundation for a drainage needs plan. The improvements identified in this study will help protect areas in the valley from floods in the future.

This Storm Drain Master Plan recognizes that, with the uncertainty of predicting how growth and development will take place, planning for the future is a continuing process and not an end result.

The drainage improvements presented in this report have incorporated all existing storm drain facilities and the facilities recommended in the Spanish Valley Flood Plain Delineation report dated November 1995. It proposes preservation and/or re-creation of basic historic storm water routing paths and conveyance facilities where practical. Guidelines for quantifying and routing storm runoff are given along with proposed locations and sizing of facilities.

Storm water management is important for controlling flooding. The storm water management systems consists of a combined County and City of Moab systems for both utilities (below ground) and surface.

The City of Moab completed a 2017 storm water master plan which highlights the watershed and drainage channels as follows:

The City of Moab discharges storm runoff into three different natural drainages which generally flow from southeast to northwest:

*The **Colorado River** is the largest natural drainage in the study area and is the final outlet for all storm runoff from the City. The Colorado River runs from northeast to southwest on the far west side of the City.*

***Mill Creek** originates in the La Sal Mountains east of Moab and terminates where it meets the Colorado River.*

***Pack Creek** originates in the La Sal Mountains east of Moab and terminates where it meets Mill Creek near 100 South and 100 West.*

As part of this master plan, efforts were made to survey the storm drainage facilities in Moab.

The City of Moab has over 18 miles of buried storm drain conveyances with a wide range of sizes from 72 inches to less than 12 inches. The City has an estimated 724 inlets that introduce runoff into the storm drains. The storm drain system also relies on natural drainages, roadside swales, and curb and gutters to convey runoff to the Colorado River.

Data compiled in the system inventory consist of locations, descriptions, elevations, and measure down depths at each point, as well as location, shape, offset, type, and size for each conveyance. The collection and conveyance system with associated pipe diameters can be seen on Figure _____.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

The City selected design storm frequencies of 10-year (10% chance of being equaled or exceeded in any given year) and 100-year (1% chance of being equaled or exceeded in any given year) for this study.

The criteria selected by the City corresponds with storm drainage design criteria for Grand County. Criteria include:

- 10-year design capacity for the initial drainage system. The initial drainage system includes inlets, laterals, minor trunk lines, gutters, and roadside ditches;
- 100-year capacity where flooding of homes may occur;
- 100-year capacity on major detention/retention, culverts and major conveyance facilities (limited to storm drain hydraulic capacities of the upstream initial drainage system)

The 2011 County master plan limitations should be noted:

...intended to be used as a planning document for recommended drainage improvements on a valley-wide level. The hydrologic and hydraulic analyses presented in this study are based on broad assumptions and large scale analysis techniques.

Storm water management should incorporate onsite detention to minimize the construction of large downstream and other piped utilities.

Goal:

Manage storm water runoff to protect public health and environment, and develop funding mechanisms to reduce storm water impacts.

Policies:

- Adopt the design standards and criteria per the Grand County Design Criteria for Drainage Studies Within Spanish Valley;
- Protect historic drainage ways and use these waterways as the stormwater conveyance facilities, with improvements as outlined in Figures _____;
- Establish funding mechanisms including impact fees for projects, ongoing operations and maintenance costs;
- Re-evaluate specific projects for impacts and adjust the list as necessary;
- Model the Pack Creek Water shed for impacts and projects;
- Update hydraulic and storm event science to better identify a list of improvement projects;
- Pursue innovative designs and best practices for storm water management and ensure their reasonable incorporation into site plan design. Some examples include:
 - Bio swales;
 - Slope stabilization and erosion control;
 - Constructed wetlands; and
 - Detention/retention ponds;
- Require all developments to pay their share for the provision of storm water services through offsite levies or local improvements;
- Minimize impervious surface on major developments through the incorporation of landscaping and the provision of pervious surfaces to minimize runoff and allow for water infiltration into the ground; and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- iv. Encourage businesses and industries to establish best management practices to provide control measures for spill control and minimize pollutant discharge (see Appendix _____).

SECTION NINE: PARKS, RECREATION AND NATURAL AREAS

9.1 OVERVIEW

Protection of the land base and the ecosystems, such as the river valley, is not only important for maintaining the health of natural systems but contributes to the quality of life for citizens with respect to air and water quality.

Natural areas within the urban environment offer many benefits and opportunities to experience and respect the natural world. Natural areas also offer respite from the pressures and stimulations of urban life as well as provide a variety of educational and recreational opportunities for the citizens of the community.

9.2 PARKS AND RECREATION FACILITIES

The County is fortunate to be situated along the Colorado River system and its tributaries and adjacent to a large forested area to the east providing extensive outdoor recreation opportunities as well as beautiful scenery.

Parks and recreational facilities play an important role, contributing to the health and wellbeing of the community. Park space could include areas developed and maintained for active or passive recreational use, such as public parks, athletic fields, historic and natural areas. Recreational facilities include arenas, multi-use complexes, and other indoor and outdoor sport facilities.

The County offers some parks and recreational facilities including Old City Park and the Old Spanish Trail Arena. Various community groups offer a wide range of programs and activities to individuals of all ages. **Groups represent** active trails – hiking and biking, off road vehicle usage.

Back and front country access gives the County the enviable role to help influence the recreational use of the natural environment as tremendous community, regional and national assets. Mutual land use strategies with all public partners will help preserve and advance public land assets.

Both passive and active open space and amenities are not clearly understood through land use entitlement actions. The primary objective of the parks and recreation system is to provide all residents with readily accessible parks and recreation facilities.

Outdoor recreation facilities include golf courses, recreation community clubs, field tracks (football field, tennis courts, and soccer pitches), ball diamonds and playgrounds, and cross country skiing trails. Some examples of major outdoor recreation facilities include _____.

The Old Spanish Trail Arena located in Spanish Valley fosters the wellbeing of not only the residents in the immediate area, but the wellness of the community as a whole.

As communities grow, the needs change and existing facilities may require redevelopment or upgrading. Redevelopment of existing recreation facilities should meet the changing needs of the community and promote safety and accessibility as primary considerations.



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

9.2.1. BACKGROUND

Grand County consists of 96% public lands, or more than 1.7 million acres. There are five public land jurisdictions that administer these lands:

1. National Park Service (NPS);
2. Bureau of Land Management (BLM);
3. US Forest Service (USFS);
4. School and Institutional Trust Land Administration (SITLA);
5. Sand Flats Recreation Area; and
6. Utah State Parks.

The Areas of special interest include:

1. La Sal National Forest;
2. Arches National Park;
3. Canyonlands National Park;
4. Dead Horse State Park;
5. Raptor State Park;
6. Scenic Highway 128;
7. Colorado River;
8. 26 BLM campsites within Grand County;
9. Numerous non-motorized and hiking trails,;
10. World renowned mountain biking areas; and
11. Cultural and historical preservation sites.

Regional cooperation remains crucial to managed growth plans and coordination of public land uses and access.

9.2.2. Utah State Parks

The Utah State Parks Strategic Plan implementation started in 2017. The supporting document addresses how parks are maintained and preserved, and then planned for future growth. In 2021 the Utah State Legislature created the Raptor State Park in the northern sector of Grand County on lands owned by SITLA and **FFSL?**

Anticipated development includes a campground with amenities such as water, electricity, sewage, flush toilets and showers. Recreational opportunities such as hiking trails and cultural sites, and on-site employee housing for park rangers.

Development challenges include a reliable water source and sewage and drainage systems. Construction is anticipated to begin in December of 2021.

9.2.3. Bureau of Land Management (BLM)

The BLM manages resources, opportunities, and access to lands. The field office oversees roads, range management, wildlife habitat, recreation, and grazing. Various entities make up the BLM's presence in Moab including the following portfolios:

1. Recreation:
 - i. Off-highway vehicle use;
 - ii. Mountain biking, climbing, base jumping, hiking;
 - iii. Horse-back riding; and river rafting;
2. Supports millions of visitors and hundreds of recreation related jobs in the local communities;
3. A wide array of land uses such as oil and gas production, mining, and livestock grazing.

The Moab Resource Management Plan adopted in 2008 serves as the backbone for all land use planning and decision making within the Moab area. The BLM Master Leasing Plan, approved in 2016, guides how mineral leasing and development for oil, gas and potash will occur in the planning area of Grand County. This plan



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

mitigates impacts of resource development including mining. Increased visitor numbers have strained recreation services.

9.2.4. SITLA

SITLA owns and maintains multiple parcels of land within Grand County and manages resource mineral partnerships and leases and long-range development projects. Resource extraction includes oil, gas, potash, helium, and various other minerals. SITLA collaborates with the Moab USU Extension campus project on a 40-acre parcel of land. Further improvements will focus on student housing and academic buildings. SITLA’s prime directive is to seek the highest and best use of land to benefit state institutions including schools.

9.2.5. USFS

The Manti-La Sal National Forest manages part of the La Sal Mountain range in Grand County. USFS is updating their Land Management plan, is in the analysis phase of wilderness evaluation, and guides the future management decisions for optimal forest health, recreation opportunities, and wilderness protection. **789**

Goals

1. Encourage the expeditious processing of permits for the economic use of public lands that benefit the local economy and are consistent with the policies of this plan, especially permits for the film industry, mineral extraction and recreation.
2. Public lands agencies are encouraged to adopt policies that enhance or restore watersheds for Moab, Spanish Valley, Castle Valley and Thompson Springs. The county supports classification of these aquifers to the highest quality standard. Grand County will follow all state and federal water protection laws and actively engage local, regional, and federal land management agencies in discussing risks to aquifers and aquifer recharge areas in Grand County.
3. Support BLM-SITLA exchanges that are advantageous to residents for reasons such as: (a) protection of community watersheds; (b) protection of lands that are important to county residents for recreational or other economic values; (c) protection of lands from developments that might otherwise lead to a net increase in county costs for infrastructure and public services; or (d) consolidation of land-ownership patterns to reduce fragmentation.
4. Encourage federal and state land-management agencies to develop, maintain and implement travel management plans that include designated roads, official trails and approved motor-vehicle open areas. The plans should address types and seasons of permitted uses, maintenance levels, public education strategies and enforcement.
5. Travel management regulations and policies will continue to be publicly available on a countywide roads map maintained jointly by the county and federal/state land-management agencies. This comprehensive roads map will show the current travel-management designations of Class B county roads (maintained) and Class D county roads (not maintained) alongside public land-management agency travel-management road designations.
6. Encourage public land-management agencies to continue to work to resolve conflicts between user groups. In doing so, the guiding principle is that residents and visitors have a right to enjoy use of the public lands, but they need to do so while minimizing impacts on the land and on public lands experiences.
7. Encourages public land-management agencies to restore damaged areas.
8. Grand County contains many areas with special and unique character. The county supports the special areas identified in the 2008 BLM Resource Management Plan and will participate in considering the designation of and planning for future special areas.
9. The Grand County Wilderness Plan adopted as an amendment to the General Plan in 1995 is the county’s policy document for the designation of wilderness on federal lands.
10. Work in cooperation with public land-management agencies to permit and promote special uses, events and activities that support the local economy. Special uses, events and activities should mitigate adverse impacts.



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

11. Promote cooperation with federal and state agencies to identify and implement appropriate management of high-use and special-value areas, including areas such as: Sand Flats, Mill Creek, Potato Salad Hill, the Highway 128 corridor, the Kane Creek corridor, and Moab Rim Trail.
12. Promote cooperation with federal and state agencies and neighboring counties to implement special control measures on public lands where illegal dumping and littering are occurring.
13. Support creation and maintenance of a public shooting range at an appropriate location in order to encourage firearm safety and minimize safety risks to the public and the environment.
14. Participate with land management agencies in evaluating the impacts on county residents and businesses of species reintroduction on public lands.
15. Support the BLM and other organizations in conducting a study detailing the economic benefits of recreation on public lands in Grand County.
16. Consult with public land-management agencies to ensure dark skies are not compromised on public lands.
17. Encourage public lands agencies to implement measures to ensure natural quiet is not degraded.
18. The county will continue to be an active participant in planning for the future use of the UMTRA site.
19. Continue to work with the State of Utah Division of Forestry, Fire and State Lands to implement the Wildland Fire Plan and to reduce wildfire hazard of fire in the wildland-urban interface.
20. Encourage federal land agencies to continue to coordinate with the County on proposed campground development and expansion, specifically for areas within close proximity to Moab.

Goal:

Promote the health and wellbeing of residents by providing a broad range of parks and recreational facilities and services for all ages, and consider implementation through a Parks and Recreation Master Plan in cooperation with all public land agencies and adjacent jurisdictions.

Policies:

- i. Ensure that all parties formulate compatible vision statements that prioritize public land preservation *maintaining natural resources, recreation, and beauty*;
- ii. Collaborate with all partners on mutual access, trails and other transportation systems;
- iii. Public lands decisions affect the local economy, quality of life for residents, and water quality and should part of any economic development master plan;
- iv. Collaborate with other levels of government to acquire, develop, and improve existing parks, trails and recreation facilities;
- v. Support multi-use parks and recreation facilities that facilitate a wide variety of passive and active activities;
- vi. Within the master plan identify open space requirements and cash-in-lieu options, based on an equitable market analysis aligned with parks and recreation projects;
- vii. Endeavor to retain, conserve and upgrade Old City Park as a unique and attractive park with some limited provision for active recreation facilities;
- viii. Encourage cooperation between the County, jurisdictional partners, school boards and community agencies to meet the recreational needs of the community and maximize the use of parks and recreation facilities;
- ix. The cost sharing of facilities and park development between the County, the City of Moab, and school boards will be continued wherever feasible and advantageous to all parties and the community;
- x. Encourage community participation in active living programs through training and support of



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

volunteers in all aspects of the County’s facilities, programs and services;

- xi. The Community Services Department will continue to evaluate parks and recreation facilities in order to identify deficiencies in the existing system and to meet these deficiencies;
- xii. Review parks and recreation needs through household surveys, public meetings and other public input sources;
- xiii. Cooperate with community-based organizations to promote periodic trails and parks maintenance that will promote community identity and involvement. For example, the County could support volunteer groups for periodic trails and parks maintenance. A well-maintained trail and park will encourage use and promote community pride;
- xiv. Develop a trails master plan highlighting easy wins, public to private connections considering CPTED principles, right-of-way acquisition strategies, and economic links;
- xv. Examine cross generational recreational activities and place facilities in regional park locations;
- xvi. Evaluate current recreation facilities and update the asset management plan to consider long-term operation and maintenance costs, prioritization and capital expenditures;
- xvii. Develop a capital plan including a list of projects, timetable and cost analysis;
- xviii. Consider a regional parks plan that initiates mutual action plans, funding options, trail network connections, and events and river use collaboration;
- xix. Consider the formation of a Parks and Recreation Board/Commission to implement planning policies, with membership including rural municipalities, school boards and community agencies;
- xx. Consider sponsorship policies for a range of advertising ventures, including naming rights;
- xxi. Further evaluate revenue streams from development impact fees, subdivisions and other land use actions and develop a strategic approach to funding allocations and prioritization;
- xxii. Classify facilities that considers local, regional, and state designations with criteria for active elements such as skateboarding, batting cage, pump tracks, mountain biking, BMX, motocross, rafting and road biking; and
- xxiii. Foster the wellbeing of the community through continued development of the Old Spanish Trail Arena.

Goal:

Ensure facilities are evaluated through operation and maintenance studies, and capital plans considering cross-generational activities; programs that leverage business partnerships including tourism; and lifelong learning and educational opportunities.

Policies:

- i. Encourage community participation in active living programs and link trails to recreational sites;
- ii. Balance facility location with land use, transportation, environment and economic development;
- iii. Consider recreational needs through social needs and policies; and



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

- iv. Promote "green" building and maintenance strategies including considering a LEED gold or equivalent certification for the building and site development.

9.3 OPEN SPACES

Open space for recreational activities makes a community more attractive and desirable as a place to live physically and socially. Although the County is integrated with and surrounded by public lands, open space in communities creates "living rooms" for residents.

Open space includes public and municipal lands dedicated as permanent open space such as natural or semi-natural areas, County wide and neighborhood parks (e.g. Old City Park), pathways and school sites. As a whole, the open space system is one of the primary elements, along with the road network, which give shape to the County and enhances the landscaping and beautification.

Planning for the open space system takes many factors into consideration:

21. Local and County Wide outdoor recreational and educational needs;
22. Protection of environmentally significant areas;
23. Representation of diversity of natural and manmade features;
24. Provisions of linkages to create a continuous park and parkway/open space system; and
25. Availability of public financial resources.

Provisions will continue to be made in every residential subdivision for open space in the form of parks, playgrounds and neighborhood recreational facilities. This will be implemented through the Land Use Code in conformity with the provisions of *Utah State Code*.

Goal:

Ensure recreational facilities, trails, parks and open spaces are interconnected, safe and accessible to all members of the community (reference Schedule _____ Parks and Recreation).

Policies:

- i. Ensure recreational facilities are evenly distributed throughout the County and interconnected;
- ii. Conserve and preserve natural and environmentally sensitive areas, permitting managed public access (e.g., river boat launch and trail network, but preserving riparian areas);
- iii. Locate future major recreation facilities at key intersections or near a neighborhood entrance;
- iv. Ensure design of new parks reflect safety and security of park users;
- v. Consider linear park corridors that incorporate trails, mixed use development and potential relief channel for river flooding (e.g., along rail corridor);
- vi. Give priority to existing communities where recreational needs are highest when providing recreational facilities;
- vii. Ensure trails, riverbank, and park areas are upgraded and maintained in accordance with the recommendations provided through a *Parks and Recreation Master Plan*;
- viii. Community gardens should be identified throughout the County and incorporated into neighborhoods;



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

- ix. Continue to ensure the provision of parks, playgrounds and neighborhood recreational facilities or payment in lieu for providing passive and active recreation space - implemented through the Land Use Code;
- x. Wherever possible encourage the use of green space as buffers between industrial, commercial, institutional and residential use;
- xi. Provide opportunities for the public to enjoy the amenities of the historic waterfront by encouraging linkages to the riverbank and its trail system from all areas of the County in accordance with *the Parks and Recreation Master Plan*;
- xii. Encourage neighborhood pocket parks that serve the needs of residents not within convenient walking distance of a central neighborhoods park (Old City Park);
- xiii. Identify new and existing areas suitable for linear parks; and
- xiv. Consider developing a linear park (rail to trail) along unused railway tracks; (see Railway map opportunities in Schedule _____).

Goal:

Protect and enhance the Colorado and watershed riparian areas for the enjoyment of present and future generations while considering the need for the County to expand and keep the river as the main focus.

Policies:

- i. Any development should enhance and complement the natural and historic features of the area;
- ii. Ensure the riparian ecosystems of the Colorado River and its tributaries are protected from any incompatible development;
- iii. The planning and management of all Parks will be oriented to protecting and enhancing the natural environment and rehabilitating already disturbed areas while permitting the development of compatible uses consistent with *The Parks and Recreation Master Plan*;
- iv. Integrate the Colorado River plan into a Parks Master Plan and consider compatible land uses such as multi-use trails, orienteering and historical panels, and an eco-friendly village;
- v. Recognize the tremendous river asset and integrate with land use planning;
- vi. Develop policies regarding river events, access, celebrations and milestone recognition of natural and historic features;
- vii. Develop a site plan and asset plan for Old City Park and incorporate into the Capital Improvement Plan; and
- viii. Encourage and support a comprehensive and joint approach between the City of Moab and the County.

SECTION TEN: ENVIRONMENT

10.1 NATURAL AND ENVIRONMENTALLY SENSITIVE AREAS

Resource management ...



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

The environment is the third leg of the sustainability tool and emerges as the paramount bellwether of urban and rural comprehensive planning. Grand County’s founding and future relies on resources both in terms of minerals, water, land and air. A robust and vigilant County wisely stewards and protects environmental values, preserves and conserves important assets and judiciously supports healthy places for future generations. An environmental feature’s map _____Schedule portrays sensitive areas and challenges citizens to continue to improve and voice these values.

Through land use and other elements, sensitive areas are shown as protected and yet not excluded from public enjoyment or experience. Maximizing natural protection but capitalizing development is the capstone of sound comprehensive planning policy.

Protecting significant natural areas conserves resources with ecological, recreational and aesthetic value. One of the value statements of this Plan is that the County will be a growing community that respects its natural environment.

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Therefore, the County will ensure that its forested areas, the river valley and other natural areas and features are used in a sustainable manner to ensure their conservation for future generations. This could be achieved by integrating the design guidelines and implementation strategy of *Parks and Recreation Master Plan* into the overall development of the County. This can also be achieved by encouraging land uses within natural areas that are compatible with the ecological integrity of such areas.

Environmentally and Archaeologically Sensitive Areas and Features include:

- Colorado River and River Valley (riparian areas and habitat corridors);
- Wetlands;
- Forests and rural/urban interface;
- Ridgelines and view corridors;
- Historically significant areas;
- Watershed areas;
- Designated steep slopes; and
- Other archaeological sites including indigenous areas.

10.1.1 COLORADO RIVER

The Colorado River winds through the County from east to west. The river fronts rural and wilderness areas and urban potential in the Kane Creek area. The stewardship and protection of the river valley is essential to the quality of life of our residents. The riverbank has not only an ecological function, but also cultural and aesthetic/urban design functions, which are all interconnected.

10.1.2 WETLANDS

The wetland protection area - background

Goal

Preserve wetlands and riparian habitats in all areas of the County, and classify them according to best available science.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Policies

- i. Regulate riparian and wetland areas are high-priority open space in the Land Use Code;
- ii. Develop a fee-in-lieu of the voluntary open-space incentives offered in the land use code;
- iii. Use revenues to acquire land and/or easements in order to acquire riparian property and/or easements from willing landowners;
- iv. Establish trail design standards that minimize impacts on sensitive riparian corridors;
- v. Support the establishment of a local land trust to acquire land and facilitate the establishment of conservation easements.

10.1.3 FEDERAL FOREST

The County’s landscape – earth, sky and water - is incredibly diverse with wetlands, farm land, forested land and the Colorado River watershed. Multiple agencies invest in the development and protection of the forest and neighboring developments. Forested lands and habitat requires protection and cultivation both to manage devastating wild fires and maximize the natural experience of all generations.

Forging partnerships, with definitive action plans, helps us mesh with our surroundings and reduce conflict. Conservation efforts are never successful in isolation, therefore, the goals and policies contained in the Plan will relate, reflect or respect those of other interested parties.

10.1.4 INDIGENOUS AREAS

The preservation of Indigenous historical sites has been limited and accurate data regarding current locations needs better identification. Development policy needs to recognize the importance of this cultural heritage and ensure actions are clearly mediated.

Significant development projects should be subject to environmental and archaeological surveys to reduce the loss of historical sites. The number of parties interested in such policies is numerous including Indigenous interests and acknowledgements, historical and cultural societies and museums. We must work together to enhance our past and to strengthen our future.

Goal

Identify and acknowledge important and significant Indigenous areas and artifacts and include in land use planning and other permitting actions.

Goal:

Plan for growth and development in harmony with the natural environment (reference Schedule _____, Environmentally Sensitive Areas).

Policies:

- i. Work in partnership with any/all interested parties to identify and protect environmentally and archaeologically sensitive areas, features, elements and traditions;
- ii. Require an environmental analysis before the sale, lease or license of County owned lands including appropriate environmental and archaeological impact assessments;
- iii. Protect and rehabilitate environmentally sensitive lands from the “no-net-loss” perspective



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

using native species and locally appropriate naturalization methods including xeriscaping;

- iv. Create and maintain a database of invasive or harmful plant and animal species to be avoided or removed; and
- v. Ensure no invasive or environmentally inappropriate species are introduced within the municipal boundary or adjacent rural municipalities by reviewing all applications for new development, redevelopment and monitoring the built environment.

10.2 PROTECTION OF FORESTS, RIVERS, WATERSHED AND ENVIRONMENTALLY SENSITIVE WATER BODIES

To the east, much of the County is forested with a significant portion managed by the US Forest Service. Given the multitude of uses within the region including residential, recreational, agriculture, and industry, we must consider the overall function of the forest and water bodies, and balance it with our development and economic needs.

There are multiple agencies invested in continued development with active forest management and protection of watershed and riparian areas. Collaboration and cooperation actualize conservation efforts and ensure consistency of principle and practice.

Goal:

Enhance, promote and protect the Colorado River watershed, its banks, groundwater sources, aquifers and adjacent natural bodies of water. Conserve and protect the natural, historical, and recreational functions and features of the Watershed and its riparian areas.

Policies:

- i. Apply best practice principles in Riverbank Development Planning when considering focused development and ensure impacts are suitably mitigated;
- ii. Establish aquifer protection zones conforming to best practices, and ensure water source protection is enshrined in regulation and policy;
- iii. Protect the riparian and habitat areas through land use designation, land conservancy and trusts considering tools like a municipal reserve or environmental reserve;
- iv. Buffer the watershed through natural habitat, storm water filtering techniques and restoration projects while considering quality development that enhances land value;
- v. Preserve view corridors, historic values and public access with well managed techniques such as public recreation, preservation, partnerships and conservation;
- vi. Treat and reuse storm water, managing source contaminants through rain gardens, retention basins, filtration beds and other best management practices (see Appendices _____);
- vii. Remove cross contamination opportunity by regulating aquifer sources;
- viii. Regulate all classified wetlands with buffering and setbacks through best management practices;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- ix. Consider buffer width averaging as a tool to protect undeveloped land and leverage land values; and
- x. Upgrade, in partnership, water and waste water treatment facilities to reduce contaminant sources and impacts.

Goal:

Ensure the ecological function of forests, rivers, watershed areas, and sensitive water bodies located in and around the County are prioritized appropriately. Ensure development impacts are suitably gauged and mitigated.

Policies:

- i. Incorporate the existing forest master plans into our own parks and urban forest master plans;
- ii. Create high quality, well connected, functioning, natural or naturalized corridors which enhance local biodiversity and facilitate species movement, migration and longevity;
- iii. Develop growth plans and policies that incorporate the value and function of the forest;
- iv. Utilized developed lands within the forested areas to their fullest extent, prior to subdividing and developing new land;
- v. Develop suitable review criteria and establish appropriate review processes, in partnership with interested parties, for permit applications which fall within the forested areas;
- vi. Develop and maintain areas within the forested area as park for recreational use and enjoyment, which complement and enhance the natural landscape; and
- vii. Utilize existing state and federal legislation and programs, such as the defensible principles (see Appendix _____), to create policies and procedures for: (a) the appropriate development within the forested area, (b) safety and emergency response procedures for incidents that may occur within the forested area and (c) foster a culture of environmentally conscious use, growth and stewardship of the forested area.

10.3 URBAN AND RURAL FORESTS AND HABITAT CONTINUITY

Protecting the habitat of the urban and rural forest can be critical to the natural element within our urban system by connecting migration areas, building species resiliency and ecological function, fostering public recognition – visual and aesthetic value, and improving air and groundwater quality.

Without a strong, healthy urban forest and habitat protection zones, we will experience habitat fragmentation, outmigration or additional threat to rare and endangered species, reduced air and water quality, a diminished visual aesthetic, and a lower quality of life.

Our role, through regulation, policy, procedure and best practice, is to improve and maintain the urban forest system to a standard capable of meeting or exceeding all these objectives.

Goal:

Develop and maintain, in perpetuity, a strong and healthy urban and rural forests and habitat protections systems.

Policies:



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- i. Require conservation and best management strategies for trees, shrubs and any salvageable plantings for new development, infill or intensification projects;
- ii. Maintain and expand a healthy and diverse urban and rural tree canopy to improve air quality, increase carbon sequestration, reduce heat island effect, and enhance the aesthetic value;
- iii. Develop an Urban and Rural Forest Master Plan, list of preferred tree and planting species and planting guide, with helpful design and maintenance best management practices, guidelines and demonstration projects;
- iv. Ensure all plantings are situationally appropriate, non-invasive, easy to maintain and enhance the overall urban and rural forest;
- v. Require landscaping through the use of landscape plans and landscape agreements in all zones within the County boundary;
- vi. Formulate consistent landscaping plans for public and private space and partner with private landowners on preservation and enhancement methodologies; and
- vii. Urban and rural forest and habitat plans must be consistent with state and federal legislation and policies.

10.4 HISTORIC AND ARCHAEOLOGICAL SITE PROTECTION

For the County to enliven its future it must recognize and preserve written, oral and heritage elements and artifacts. The lack of accurate data hampers identification and protection of Indigenous sites.

Goal:

Identify, protect and preserve historic artifacts, sites and knowledge through all development actions.

Policies:

- i. Work in partnership with interested parties to identify and protect historically and archaeologically sensitive areas, features, elements and traditions;
- ii. Require an archaeological and/or historic analysis of all lands, establishing a database along with policies and regulation for protection;
- iii. Require environmental or archaeological analysis of land prior to any development action;
- iv. Capitalize the County’s unique past through events, shows, and displays that engage all citizens, visitors and residents; and
- v. Integrate historic features, artifacts, sites and knowledge into County projects and significant development projects.

10.5 PLANT AND ANIMAL SPECIES – NATIVE, RARE AND ENDANGERED

Development brings intensity that can lead to habitat fragmentation; therefore, we must consider the risk and threat to the biodiversity of rare and endangered species. State and federal legislation must be reflected in local regulations and policies. Adequate training and resources need to leverage awareness and effectively apply and implement directives. The County will be an important steward



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

for habitat and species protection.

The following goals and policies outline how the County can actively work to ensure environmental values are upheld.

Goal:

Encourage, restore, expand and protect the biodiversity of our plant and animal species including habitat protection and restoration of all native, rare, threatened or endangered species – minimizing habitat fragmentation.

Policies:

- i. Require the planting of native or preferred species (xeriscaping) using recycling and native watering and storm water management;
- ii. Create high quality, well connected, functioning, natural or naturalized corridors enhancing local biodiversity and facilitate species migration, movement and longevity;
- iii. Maintain and expand a healthy and diverse urban tree canopy to improve air quality, increase carbon sequestration, reduce heat island effect, and enhance the aesthetic value;
- iv. Ensure all plantings are situationally appropriate, non-invasive, easy to maintain and enhance the overall ecology; and
- v. Require conservation and best management strategies for all species in new development, infill or intensification projects.

10.6 CONTAMINATED SITES (BROWNFIELDS), OTHER CONTAMINANTS AND WASTE MANAGEMENT

10.6.1 Landfill

Solid waste management can activate economies of scale for various waste reduction strategies. A scrap metal recycling and yard waste program is underway. The 5-10 year solid waste management plan needs to be updated, and is required by the State on county by county basis. A list of benchmarks and indicators will form part of these plans.

The organizational structure for the Waste Management system has been updated, although the special district has limited resources the labor force and staff experience is improving. All State permits are currently in place and up to date.

The North Klondike landfill has potential for expansion as it is built on shale which has low permeability. The Moab city landfill parcels are partially owned by City of Moab - 80% and Grand County – 20% and is now managed by Grand County Solid Waste Management Special Service District No. 1. The Moab landfill has a 20-30 year capacity. Due to the arid climate in Grand County ground water monitoring is not as stringent, and there are no liners or leaching collection systems. The groundwater study did not report any contaminates.

There are a series of closed “open dumps” within the County that are being decommissioned. Historic collaboration with BLM is evident in older records. Timeframes of dump filling/usage need to be clarified.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

10.6.2 Brownfields

Most jurisdictions have contaminated sites located in developed areas with urban service levels. For this reason, opportunities for redevelopment and reclamation should always form part of comprehensive plans. As noted on the County Website:

The U.S. Department of Energy (DOE) has moved more than 70% of the estimated 16 million tons of uranium tailings from the banks of the Colorado River, near the city of Moab, to a permanent disposal site 32 miles north, near Crescent Junction. This project is called the Moab Uranium Mill Tailings Remedial Action (UMTRA) Project.

The Moab Tailings Project Site is located in northern Moab Valley northwest of Moab in Grand County, Utah, and includes the former Atlas Minerals Corporation (Atlas) uranium-ore processing facility. The site is situated on the west bank of the Colorado River at the confluence with Moab Wash. The site encompasses about 480 acres, of which approximately 130 acres is covered by the uranium mill tailings pile

This type of historical development and adjacent industry can bring significant pollutants into the environment. But most brownfield sites, like UMTRA, offer tremendous redevelopment potential.

Goal:

Evaluate and develop land banking and remediation opportunities for all Brownfields lands.

Policies:

- i. Inventory all Brownfields and develop an action plan for uses;
- ii. Conduct Phase 1 or scoping analysis of all Brownfields and prioritize remediation plans and map locations; and
- iii. Seek funding and grant opportunities with specific development proposals.

Goal:

Develop contaminant and waste management strategies to minimize all impacts.

Policies:

- i. Minimize health risks from air pollution and sustain the county’s Class I air quality status;
- ii. Encourage the National Park Service to continue monitoring air quality at Island in the Sky, to expand its air quality monitoring program and to notify the county of trends and potential air quality issues;
- iii. Align development permit standards and review procedures with state and federal air-quality rules and regulations and mobilize state and federal air-quality agencies for enforcement;
- iv. Enforce dust regulations in the Land Use Code;
- v. Support efforts to establish an air quality committee to compile and share data with local and regional agencies and maintain relations with state and federal air-quality agencies;
- vi. Update the Solid waste management and strategic plan and utilize the latest imagery and topographical technology;
- vii. Benchmark and develop indicators for all solid waste programs;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- viii. Evaluate the Solid Waste service and governance system and suggest improvements;
- ix. Consider construction waste recycling partnerships and best management practices and models;
- x. Incorporate reduction, reuse and recycling action plans in County systems to model for other industries;
- xi. Consider reducing the use of pesticides on all sports fields;
- xii. Develop grass management strategies to promote less cutting especially in sensitive areas;
- xiii. Continue to develop a littering and graffiti program that reduces visual impacts;
- xiv. Develop educational and information programs in concert with the schools to inform youth of the social detriment of graffiti and litter;
- xv. Consider corporate sponsorship of fast food restaurants in litter reduction;
- xvi. Incorporate best management practices for snow dumping by providing bio-filters and retention ponds;
- xvii. Evaluate the air shed and identify methods of reducing contaminants especially particulate matter 2.5 microns from wood heat, street sanding operations and untreated dirt or gravel roads;
- xviii. Consider regulation governing light pollution and incorporate dark skies regulations and policies; and
- xix. Evaluate all truck and car routes and merge with land use policy to reduce noise and dust impacts.
- xx. Amend the land use code to require applicants seeking development permits to submit a plan for the removal and/or screening of visible refuse, debris and inoperable vehicles on the property proposed for development;
- xxi. Initiate a public information campaign (including, but not limited to radio, newspapers and flyers in property tax mailings) promoting the benefits of clean-up efforts and recycling, and explaining the health and safety risks from refuse, debris and inoperable vehicles;
- xxii. Update the land use code to outline a clear process for enforcing clean-up of refuse, debris and inoperable vehicles:
 - 1. Establish a clear definition of refuse, debris and inoperable vehicles;
 - 2. Review county staff capacities, including enforcement personnel and attorney staff time;
 - 3. Review the county’s role and responsibility in responding to citizen complaints;
 - 4. Create a method for documenting violations;
 - 5. Establish deadlines for clean-up; and
 - 6. Establish a cost recovery system for county initiated clean-up of properties in violation.
- xxiii. Include clean-up policies and design guidelines in a US 191 south corridor gateway plan for future development.

10.7 ENVIRONMENTAL PROTECTION METHODOLOGIES AND PRACTICE

The County cannot achieve many improvements to the environment without focused research and development partners. Working with universities and corporate partners, the County can be a model for “green” technologies including demonstrating low impact development, xeriscape landscape



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

techniques and energy conservation.

Goal:

Establish best management practices with demonstration projects to manage environmental impacts and reach out to research partners. Establish greenhouse gas reduction targets that promote a win-win result.

Policies:

- i. Engage a major university and student partnership evaluating easy wins in all environmental sectors; and
- ii. Establish a land use checklist and educational program around environmental stewardship.

10.8 FLOOD PLAIN RISK AREAS

Lands adjacent to rivers and watershed areas are subject to periodic flooding. Development on these lands needs to be regulated to manage land impacts and protect the safety and wellbeing of residents.

The federal government through the Federal Emergency Management Act (FEMA) initiated flood evaluation modeling and mitigation through the National Flood Insurance Program (NFIP) in 1969. The program manages assistance payments, regulates development in flood areas and manages the need for costly structural flood control measures.

Grand County now uses Flood Insurance Rate Maps (FIRM) to identify flood risk areas and control development in the flood fringe. Flooding can occur from three sources that can sometimes play a combined role, localized storm events, ground or sub-surface water or overland flooding from swollen watersheds.

Definitions essential to interpreting flood management policies need to be incorporated. The following definitions inform this policy and help establish the basis for Flood Risks Regulations:

Restricted Floodway means the area covered by water during the 1:100 year flood event.

Freeboard means the elevation of the 100 year flood event elevation plus a freeboard of 12'.

Flood Risk Area means the boundary encompassing the 1:100 year flood event as identified on the Flood Risk Area Map (see Schedule _____).

Goal:

The flood risk areas in the County have been identified in Schedule _____. Any development on lands within the flood risk areas need to provide suitable area wide or site specific mitigation measures and preclude flood vulnerable development to prevent injury, loss of life and minimize property damage.



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

Policies:

- i. Effectively manage development in flood risk areas;
- ii. Determine the infrastructure and mitigation measures necessary to protect planned or affected development in flood risk areas;
- iii. Undertake or facilitate the development of infrastructure necessary to protect flood risk areas;
- iv. Regulate development in flood risk areas to minimize risk to life and property;
- v. The risks vary depending on topography, development orientations and the flow of water. Development on these lands needs to be regulated to protect the safety and wellbeing of citizens and infrastructure. Develop best practices for site or area mitigation and improve the best available science to suitably assess the levels of risk and acceptable mitigation measures;
- vi. The County will continue to work with the FEMA to accurately delineate and update the limits of the Flood Fringes and Floodways through improved mapping techniques, modeling and demonstration projects;
- vii. The County will encourage financial and technical partnerships with senior governments that undertake periodical review of the limits of the Flood Risk Area;
- viii. The Land Use Code (LUC) and other development regulations will identify the Flood Risk Area based on the mapping information provided by FEMA. The Flood Risk Area will reference the zoning districts and prescribe regulations that mitigate the impact on development. Performance criteria will consider hydraulic analysis and control to acceptably reduce flooding impacts;
- ix. The Flood Risk Regulations in the LUC and other regulations will be classified in one zone Restricted Floodway main channel of the 100 year flood event elevation (see Schedule _____);
- x. No residential, commercial, institutional or industrial development shall be allowed within the 100 year flood event elevation except for recreational and agricultural related development in accordance with the Flood Risk Regulations in the LUC. Covenants or land title restrictions may be established to manage non-habitable areas and equipment or storage materials that could be affected by flooding;
- xi. Replacement of existing development, interior renovations and limited new development within the 100 year flood event elevation for uses permitted by the LUC that will not significantly increase the density and intensity of use are permitted subject to the Flood Risk Regulations in LUC and State Building Codes, except as provided by sections of the LUC as it relates to accessory buildings or structures, parking structures, regular maintenance and alteration to existing buildings;
- xii. Existing development will be allowed to continue in the Floodplain including regular maintenance. Any structural alterations required to maintain existing development will be subject to compliance with the Flood Risk Regulations in the LUC and development regulations, the State Building Codes;
- xiii. New residential subdivision (expansion of existing neighborhood or new neighborhood) will not be allowed within the Flood Risk Area (as identified in the LUC and development regulations) except for infill development and in areas where suitable mitigation measures



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

can be applied;

- xiv. Lot filling, foundation superstructures and flood infrastructure may be allowed as examples of flood proofing methods to reduce flood risk subject to the Flood Risk Regulations in the LUC and development regulations, the State Building Codes in concert with a hydraulic analysis of potential flooding impacts;
- xv. To ensure compliance with the policies of this Plan and the Flood Risk Regulations in the LUC and development regulations, the County may require a surveyor and/or a qualified professional engineer licensed to practice in the State of Utah, and knowledgeable in hydrology, to design any building construction and structures within the Floodplain;
- xvi. The County may hire a professional engineer to establish development standards and with hydraulic analysis that achieves consistency in meeting the Flood Risk Regulations in the LUC and development regulations, and the State Building Codes;
- xvii. The County may develop a long term implementation strategy to mitigate the impacts of the Flood Risk Regulations on existing and new development to minimize the potential property damage arising from flooding within the Flood Risk Area;
- xviii. The County and partners may consider a voluntary property acquisition and relocation program or transfer of development rights for existing development;
- xix. The County may prohibit hazardous and heavy industrial uses within the Floodplain unless mitigated in accordance with Flood Risk Regulations in the LUC and development regulations, the State Codes; and
- xx. The County may require new developments to be bound by an agreement, registered on title, identifying the compliance with County Flood Risk Regulations including the maintenance of the approved flood proofing measures.

Goal:

The County should be an active steward in addressing flood plain impacts.

Policies:

- i. Develop overall hydraulic assessment and large scale mitigation measures:
 - a. With LiDAR mapping, the County may established more precise topographical data that can be used to reference finished floor elevations for each parcel;
 - b. As the data settles, the County will update floodplain mapping and contours based on specific researched scenarios;
 - c. The County should retain a hydrogeological engineer to form tools for compliance, rather than demanding this from individual landowners; and
 - d. The preliminary cost for the evaluation includes:
 - i. Cross section survey of the river to more precisely determine flood elevation and reference to land topography;
 - ii. Hydrological assessment – impacts of flooding, arrangements of barriers, diversions and current structures;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- iii. Hydrologic River Analysis System (HEC-RAS) flow analysis including impacts of sediment;
 - iv. Flood elevation mapping; and
 - v. Mitigation measures including locations and conceptual design;
- ii. The County should identify project scenarios, evaluation and assessment methodologies:
- a. Develop priority projects such as the water treatment and sewage treatment plants and demonstrate reasonable mitigation measures; and
 - b. Specific design standards could assist owners with criteria for flood proofing. This approach reduces design costs and supplements the County’s skillset and expertise;
- iii. Improve assessment, market valuation and impacts on property:
- a. The County could enter into land development agreements tied to various plans that consider housing diversity such as live work studios, enterprise zones, quality low cost housing, market housing and redevelopment of existing buildings; and
 - b. Working with our Lands Development, the County could develop appraisal and real estate impacts and report.

SECTION ELEVEN: HEALTHY ECONOMY

11.1 OVERVIEW

A healthy economy leads to increased job opportunities and contributes to the general wellbeing of a community; and links to broader community initiatives such as neighborhood nodes, heritage, arts, culture and tourism. Redevelopment projects are also products of a healthy economy and involve reusing land and buildings, contributing to a more sustainable community. However, a healthy economy also requires an adequate commercial and industrial land base and proper land use planning is essential in helping to balance the supply and demand.

11.2 ECONOMIC DEVELOPMENT

The Economic Development Department is a vital part of the County’s development planning. It provides economic diversification facilitation, workforce development, business retention, research and data collection. As a partner to the Economic Development department, the Moab Area Travel Council was established for the county in 2015.

The department promotes and encourages local tourism to help broaden and strengthen the County’s economic base. One focus is to strategically identify market niches in tourism and other sectors. A significant increase in site visits is recorded on *discovermoab.com* along with requests for informational materials. Current data collection includes business growth, development, and tourism visits.

Staff helps analyze trends while adjusting to market trends and policy adjustment. The Moab Chamber of Commerce, with 275 members, is active and represents current business interests, with the following mission statement that guides the need to increase economic diversity:

Engage, empower, and educate businesses for greater success.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

The County is the retail and service center for the greater region. The majority of services are located in the City of Moab, along with the Health Region, federal government offices and several support services. The health of the economy has an impact on quality of life. It is important to remember that even though the social, economic, and environmental dimensions are addressed in separate sections in this document, they are all interrelated.

The goals and objectives in each section should be implemented in connection with each other. The Plan places value on sustainable economic development that reflects economic growth, social development and environmental protection.

The County’s policies should aim to diversify the economic base to ensure the sustainable long-term health and vitality of the economy. Strategies that encourage the development of the information technology industry, tourism, manufacturing and other sectors are actively pursued by the Economic Development Advisory Board.

However, it is important to note that a strong diversified economy alone is not enough to ensure that all residents in the County have access to meaningful employment and an adequate income. Appropriate social supports such as education, job/skill training as well as parks, recreation and cultural opportunities need to be in place to attract and retain a locally skilled labor force and foster economic growth.

Maintaining a business friendly climate is vital to creating a vibrant economy that allows local businesses to thrive while attracting new business and industry into the County. An example of the progress that is being made is the streamlining of the approvals and permits process through online platforms to make it more convenient and much quicker for new businesses.

Goal:

Foster a diversified economy through an Economic Development Master Plan that supports efforts to attract and retain suitable businesses as well as non-traditional and value-added industries. Increase employment and economic activity in the region (reference Schedule _____).

Policies:

- i. Prioritize sustainable desert recreation education and respectful recreation opportunities;
- ii. Identify strategic Transient Room Tax goals, objectives and measurable outcomes and report on a quarterly basis through community indicators and an online dashboard;
- iii. Continue to support the Sustainable Trail subcommittee as an important guidance resource and as potentially a standing committee of the Commission;
- iv. Monitor and mitigate impacts of wilderness activities that generate noise, dust and other nuisances;
- v. Within the land use study identify key development locations for serviced industrial, commercial, mixed use and business activities;
- vi. Work with community groups and business partners to collaborate on tourism education and responsible promotion;
- vii. Continue to develop broadband access for all sectors and increased high speed cellular services;
- viii. Update the County’s Information Technology strategic plan through a community and departmental collaborative that increases and integrates customer services;
- ix. Consider economic sector support for research and development, backcountry equipment, and health and wellness; and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- x. Foster community and business engagement and feedback through an annual forum;
- xi. Ensure a development and business friendly environment to help attract diverse and long-term economic growth through partnerships between business, government and the community;
- xii. Encourage development of incentives in collaboration with government and organizations to attract new industries and business sectors within and beyond the region;
- xiii. Cooperate with other agencies and industry in fostering the County’s position as the major supply and service center for the region;

- xiv. Advocate and support investment initiatives into education, skills training and entrepreneurship programs to promote a locally skilled labor force while meeting the expanding needs of businesses and industry;
- xv. Continue to pursue attractive community amenities and features conducive to encouraging a growing economic and employment base and resident labor force through provision of parks and open spaces, recreation and cultural opportunities, affordable housing options and other community amenities that bring about a good quality of life;
- xvi. Create viable, diverse commercial areas in the county that provide opportunities for working, shopping and entertainment activities;
- xvii. Promote competitive advantage to existing and new business and targeted sectors;
- xviii. Cooperate with aboriginal groups to encourage and support aboriginal business and training opportunities, and support aboriginal economic development wherever possible;
- xix. Create internal and external marketing strategies to retain and support existing businesses and attract new businesses;
- xx. Continue to work with the Regional Economic Action Committee, Chamber of Commerce, Tourism and any other stakeholders in promoting business and tourism development;
- xxi. Seek ways to reduce land use conflicts between commercial and residential uses through appropriate guidelines; and
- xxii. Ensure a sufficient reserve of serviceable commercial lands ready for development to support a healthy, competitive economy.

11.3 URBAN RENEWAL AND REDEVELOPMENT

To help achieve the goal of sustainability, the County should undertake the renewal and redevelopment of the built environment when and where appropriate. Our existing building stock could be the focus of an effort to save energy and conserve resources while drawing inspiration from the past.

Urban renewal and redevelopment applies to functionally obsolete or vacant residential (see Residential Infill and Development section), commercial, industrial and institutional land and buildings where existing infrastructure and services are already established. Urban renewal and redevelopment involves reusing and/or rehabilitating land and buildings. Examples of this are County Offices and facilities.

Goal:



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Encourage the redevelopment or rehabilitation of functionally obsolete or vacant residential, commercial, industrial and institutional land and buildings where economically feasible and where compatible with prescribed existing land uses.

Policies:

- i. Explore providing property tax incentives to encourage residential and commercial development nodes;
- ii. Explore incentives to encourage renovations, upgrades, infill development in the County and surrounding neighborhoods such as tax breaks/abatements, incentives, and grants;
- iii. Consider the following uses for recycling vacant buildings such as closed schools, churches and other vacant buildings:
 1. Community Centre;
 2. Health Care Services;
 3. Office/Retail;
 4. Housing; and
 5. Private Schools;
- iv. When considering the reuse/conversion of vacant buildings ensure issues related to land use conflicts, potential environmental contamination, parking, National Building Code requirements, fire safety, etc. can be resolved;
- v. Endeavor to provide opportunities for public input in decisions regarding reuse of vacant buildings (e.g. through open houses, and public hearings); and
- vi. Ensure that redevelopment maintains and enhances the character of each area.

11.4 BUSINESS/RESEARCH PARKS

Business parks are intended to accommodate business and light industrial uses that are seeking a high quality environment with respect to overall site and building design. Business parks complement the more traditional forms of industrial development by providing an overall setting with a prestigious and distinct identity. Business parks may be sufficient in size to form a comprehensively planned area.

Business parks designation are meant to promote such activities as business service, advanced technologies, research and development, light manufacturing, prototype development, related office uses, and compatible industrial activities. Business park uses may be located adjacent to residential areas because they shall not create land use conflicts related to smoke, noise, vibration, dust, odor or potential environmental contamination during their normal course of operations. The physical design of business parks should conform to the guidelines and provisions of the Land Use Code and subdivision approval process.

Goal:

Support new business park type development that incorporates clean technology and that promotes energy efficient and green buildings.

Policies:



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- i. Ensure business parks are strategically located with adequate access to transportation, utilities, and public transit. Proximity to the Airport Industrial Hub, the Educational Hubs and other hubs would be desirable for future business parks.

11.5 SOCIAL ENVIRONMENT

11.5.1 OVERVIEW

The residents value a healthy community where everyone can feel safe to live, learn, play, interact, work and grow. The social environment is important not only on a County-wide scale but a neighborhood scale.

The viability of each of the neighborhoods is important to the health of the community as a whole. Residents want to enjoy a community that offers education and training, health facilities and essential services.

This Plan acknowledges that education and training play a role in personal wellbeing and access to employment. Health facilities create a community where people can live, work and play in healthy ways while fire protection and emergency medical services are essential in fostering the health and safety of residents and visitors. **HEALTH**

Goal:

Promote a viable and active community by taking action on the conditions that influence the health and wellbeing of the citizens through a Health Impact Assessment.

Policies:

- i. Support where possible the efforts of the Health Region to pursue funding for the development and improvement of health care facilities;
- ii. Consider partnerships at all levels of government, community agencies and other appropriate parties to ensure adequate provision of services that affords high quality health care services for residents and neighboring regions; and
- iii. When planning for development ensure all residents have access to the necessary health care services and programs and consider the needs of lower income residents and those who rely on public transportation.

11.5.2 INCLUSIVE COMMUNITIES

An inclusive community means a place where all people or groups of people have access to facilities and services. An inclusive community is a place where all people or groups feel safe, are mobile, have choices, are protected and are free to participate in community life.

Barrier-free buildings, sidewalks and public areas allow for the greater movement, safety and comfort of people with special needs. Considering people with health problems or disabilities in the design of service provision and facilities can help reduce mobility limitations and increase ability to access services and facilities.



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

Goal:

Promote accessibility to the County's services and facilities.

Policies:

- i. Ensure that citizens of all socio-economic levels have access to essential services and facilities;
- ii. Encourage barrier-free access (e.g. wheelchair accessibility and universal access) for the physically challenged in all new developments, infill projects, and street and sidewalk construction;
- iii. Encourage barrier-free access and proper maintenance of outdoor routes for people of all ages and abilities;
- iv. Encourage barrier-free access to municipal facilities; and
- v. Recognize and, to the greatest extent possible, accommodate the unique needs of the various cultural groups.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

SECTION TWELVE: PUBLIC SAFETY

12.1 SHERIFF

A Strategic Plan for the Sheriff could be considered as part of a Public Safety Master Plan. The office has _____ full time officers and civilian support staff composed of _____ sworn Officers. Specialists **serve as _____SWAT members, Incident Commanders, Crisis Negotiators, Accident Re-constructionists and Service Instructors for many training disciplines.**

The Sheriff delivers services in a number of portfolios including:

- ***Uniformed;***
- ***Criminal Investigations Division (CID);***
- ***Integrated Street Enforcement Team (ISET);***
- ***Internet Child Exploitation (ICE);***
- ***Combined Forces Special Enforcement Unit (CFSEU);***
- ***Integrated Intelligence Unit (PAIU);***
- ***Canine Teams;***
- ***Forensic Identification Unit;***
- ***Child Protection Unit (Integrated with Social Services);***
- ***Community Services (Includes School Resource Officer);***
- ***Special Constables (Property Control / Front Office);***
- ***Dispatchers;***
- ***Records Management Comptrollers (Central Records);***
- ***Administration;***
- ***Business Manager (HR/Training/Planning);***
- ***Information Technology;***
- ***Victim Services Unit (Long Term Missing Persons);***
- ***Court Liaison; and***
- ***Secondments.***

Goal:

The Sheriff strives for a regional approach to policing through partnerships and integrated units (reference Schedule _____).

Policies:

- i. *Continue with social and jurisdictional partnerships with Correction Services, and Social Services; Goal:*

The Sheriff focuses on Employee Development and Wellness.

Policies:

- i. Encourage growth and development in cultural sensitivity;
- ii. Support cross training and revisit scheduling of personnel; and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- iii. Maximize efficiencies and opportunities in employee training including Crime Prevention through Environmental Design, evidence giving and court procedures, conflict resolution, customer service, basic crime investigation, stress management, and formal certification.

Goal:

The Sheriff’s office strives to enhance community safety and neighborhoods.

Policies:

- i. Strengthen neighborhoods;
- ii. Promote and partner with groups to improve neighborhoods that empower citizens;
- iii. In partnership with clubs and groups, continue to delivery community service programs like youth engagement; designated driver; working with children in health care facilities; special Olympics; and cancer support for members;
- iv. Enhance visibility in neighborhoods and source partnerships such as involving students; and
- v. Consider participation in all land use decisions to advance CPTED principles.

Goal:

The Sheriff proposes efficiency in management and service delivery.

Policies:

- i. Maintain an Integrated Intelligence Unit with the federal, state and municipal services;
- ii. Disseminate information and intelligence to the appropriate Agency, Unit, Section, on an ongoing basis;
- iii. Provide intelligence support to all law enforcement partners;
- iv. Consider public reporting of all crime statistics on an accessible dashboard; and
- v. Communicate effectively internally and externally.

Goal:

Sheriff should help address the root causes of social disruption.

Policies:

- i. Support alcohol usage reduction strategies including monitoring of permits for events; and
- ii. Proactively promote problem based resolutions.

12.2 FIRE

The current Moab Area Fire Master Plan under review, with completion by the end of 2021. There are four primary agencies that provide emergency services for the residents of Grand County. Services:

- 1. Moab Valley District Fire Department;
- 2. Castle Valley Fire Department; and



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

3. Thompson Springs Special Service District.

Moab Fire Department plans and documents include:

1. Moab Community Wildfire Prevention Plan; and
2. References to National Fire Protection Agency (NFPA) standards contained in Fire Code.

The areas of responsibilities fire department include:

1. Fire and emergency response and preplanning;
2. First Responder support and planning;
3. Hazmat incidents and planning;
4. Airport fire response and preplanning;
5. Fire prevention;
6. Fire inspections; and
7. Fire education – public and private.

The Moab Fire Department’s Mission Statement reads:

The Moab Fire Department is committed to creating a safe community through prevention, preparedness, and effective emergency response.

The Grand County Pre-Disaster Hazard Mitigation Plan, 2018 - Wildland Fire Goals include the following:

1. Mitigate the impact of wildfire damage along Pack Creek and Mill Creek;
2. Mitigate the impact of wildfire damage along Mill Creek;
3. Create defensible space along Grand County Roads;
4. Create defensible space along all the roads in Castle Valley; and
5. Mitigate wildfire damage to homes built in the Urban Interface by educating homeowners about defensible space.

Fire coverage areas are identified within the various coverage areas (see Schedule _____) and the response times (see Schedule _____).

Water supply resources include fire hydrants and water supply analysis for levels of service. The Moab department’s boundary includes the City of Moab and part of Grand County. Mutual aid agreements exist between adjacent jurisdictions and fire districts.

In 2020 - 67% of all fire calls were within the County. The existing Memorandum of Understanding is under review. A previous capital assessment created an impact fee amount for Fire infrastructure improvements.

Other fire risk assessments include:

1. The age of the housing and demographics of the older neighborhoods with transient population leading to increases in fire risk;
2. The eastern quadrant - residences built in forested area’s increase the risk due to wild land urban interface fires; and
3. Many departments identify modern light frame house construction as an increased risk in their pre-fire planning systems.

New construction follows the State Building Codes for building and structure separations. Response times in



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

some areas of the County will need to be addressed as development progresses. The County may consider mandatory sprinklers in developments beyond the accepted response time – considered to be 6 minutes in the National Fire Protection Association (NFPA) standard – 1710.

The Fire Department delivers a number of services including:

1. Fire protection;
2. Fire suppression;
3. Fire prevention and inspections;
4. Fire investigations;
5. Educational programs;
6. Airport fire suppression services;
7. Rescue operations, including:
 - a. Surface water rescue;
 - b. Basic rope rescue;
 - c. Vehicle extrication;
 - d. Structural collapse support operations;
 - e. Confined space entry;
 - f. Trench rescue support operations;
 - g. Dangerous goods first response; and
 - h. Pre-hospital emergency medical support service.

12.2.1 RISK FACTORS - RESIDENTIAL

Historical scenarios indicate the following residential risk factors:

1. High life hazards or large fire potential occupancies consist of schools, hospitals, nursing homes, and high fire-load uses , all Code compliant; and
2. One correctional institution and one hospital provide unique risks.

12.2.2 RISK FACTORS – COMMERCIAL

Most new buildings will be sprinklered while older combustible buildings, especially those in the downtown core, are not protected for fire spread or sprinklers. Big box mercantile, and new restaurants and hotels will meet the Code requirements for fire protection and life safety. Although ongoing fire service maintenance and fire prevention monitoring is required. The existing downtown uses will need more intensive fire prevention focus to manage fire spread and emergency evacuation.

12.2.3 RISK FACTORS – ROAD AND RAIL

The County will be assessing volume and capacity of roads and mobility corridors through a level of service analysis within a master plan in 2022.

12.2.4 RISK FACTORS – WATER

The Colorado River restricts water supply north of the City of Moab. Rescue services involve



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

specialized equipment and training resulting in regular and annually adjusted costs.

12.2.5 RISK FACTORS - INDUSTRIAL

The Greater Moab area has a mix of light and medium industrial occupancies serving a number of industries including forestry, mining, oil and gas exploration, pipelines and agriculture.

Land use compatibility reduces impacts between residential and industrial arise in the Land Use section, Section _____, with mapping and policies that guide future zoning and bylaw formation.

12.2.6 RISK FACTORS – DANGEROUS GOODS

The use of a range of fuels and dangerous chemicals emerge from mining activities like Potash and Uranium.

The County and region risk exposure to dangerous goods incidents through transportation (roads, rail, pipelines, and power transmission), processing and storage.

12.2.7 RISK FACTORS – AIR

The airport and air service need to play an important part in emergency and disaster management including:

1. Base for air attack that combats wild land or other forestry fires;
2. Supporting medical evacuations or other health related incidents and or events; and
3. Link for human and material resources in an emergency.

Future increase in the volume of passenger traffic and high value freight at the airport may result in a change of airport category requiring a dedicated response capability for scheduled flights.

Airport emergency response meets the requirements prescribed by Federal Aviation Administration. Grand County and Moab Fire and Emergency Services department and should anticipate changes.

12.2.8. FREQUENCY OF CALLS AND RESPONSE TIMES

The volume of fire and rescue calls has increased but so have call complexity and the time spent on each call – based on incident response, set up and recovery. More than one call at the same time complicates the levels of service, so best practices must be developed to “even out” call overlap. **DATA**



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

12.2.9. FIREFIGHTING AND PREVENTION

Goal:

Provide effective fire and rescue response and prevention programs for all urban and rural sectors.

Policies:

- i. Review reporting and governance structure as part of a County wide engagement strategy;
- ii. Evaluate and report on structural fire response to structural fires in light of the demands of multiple calls;
- iii. Gauge the impact of industrial growth and necessary response and develop response and prevention mechanisms;
- iv. Consider and develop plans for Airport expansion and reclassification and continue to evaluate and report on incident response and prevention;
- v. Develop defensible policies and regulations to guide and respond to development within the wild land/urban interface. Consider issuing Land Use permits and policies for defensible space to reduce risk and assessing and mapping risk areas; (see Appendix _____)
- vi. Continue to coordinate with other jurisdictional agencies to reduce risk and response in wild land/urban interface areas;
- vii. Consider working with corporate industrial partners in Dangerous Good’s response and emergency planning and create a policy framework;
- viii. Develop a response ready program with training and simulation for confined spaces including the collapse of structures or excavations;
- ix. Continue to coordinate with rescue services identifying new equipment and resources;
- x. Review and improve best practices and training for medical aid response in concert with Emergency Medical Services.
- xi. Develop a Level of Service analysis for all functions;
- xii. Review and update all Operational and Administrative Standard Operating Procedures;
- xiii. Currently the Fire Department’s Administrative Standard Operating Procedures (SOP) are better developed than the Operational SOPs. Both should be reviewed on a regular basis but particularly after an update of the bylaw;
- xiv. In conjunction with a City and County Capital Plan develop a facilities’ plan addressing current and future program needs including partnerships in service delivery and other response methods such as mandatory sprinklers in areas beyond prescribed response times;
- xv. Assess fire needs and develop a project list for the application of impact fees;
- xvi. Continue to update replacement policies for apparatus and equipment considering



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- adequate storage space and hazmat and rescue needs;
- xvii. Assess staffing needs in light of future growth, aging building infrastructure, aging population and increased hazards;
- xviii. Continue to assess and expand training to meet required standards while anticipating future retirement and succession planning;
- xix. Review current and future communication needs and develop a facilities and potential co-location plan for the Communication Center;
- xx. Define and adequately fund the Prevention Division to support the core functions of education, engineering, and enforcement;
- xxi. Review the types and frequencies of fire inspections and consider a cost recover model in conjunction with other departments;
- xxii. Evaluate and upgrade the water system to meet levels of service standards and adjust response plans accordingly; and
- xxiii. Assign department personnel to the Planning and Development team to provide advice regarding plans and permits including land use, public safety, and infrastructure.

12.3 EMERGENCY RESPONSE

Goal

Plan and deliver a complete Emergency Response Program (EOC) delivering services to meet the demands of all potential events.

Policies:

- i. Examine the EOC roles and responsibilities to evaluate the best delegation of authority;
- ii. Develop training programs to meet industry standards for all staff;
- iii. Identify potential risks on an annual basis and develop mock exercises; and
- iv. Update all documentation and software to ensure relevance, appropriateness and effectiveness.

12.4 EMERGENCY SERVICES

Emergency Services are provided by Grand County Emergency Medical Services. Reference Schedule _____ for coverage area, and Section 15, “Implementation” for a proposed Public Safety Master Plan. Consider updating this Plan when the Master Plan is completed. GCEMS background, mission and values follow:

County EMS (GCEMS) is a Paramedic level agency located in Moab, Utah. GCEMS has a response area of over 3,700 square miles which includes almost 6,000 miles of roads and trails.

One factor that makes this rural area a unique setting for emergency medical care is the 2



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

million plus visitors who arrive in the area each year to participate in outdoor recreation in Arches National Park, Canyonlands National Park, Dead Horse Point State Park, and other public lands.

Mission - As a community built agency Grand County Emergency Medical Services is dedicated to providing the highest level of public safety and public health to our residents and visitors. We serve our community through pre-hospital emergency medical care, transport, rescue, disaster response, and public education.

Values

Professionalism

We are an elite group that performs at an elevated level of care under extraordinary circumstances. We never compromise our commitment to excellence in patient care, or community service.

Integrity

We exhibit a moral and ethical conduct becoming of our profession and the community we serve. We embody integrity by always doing what we should do and by doing it in a selfless manner.

Knowledge

We continually improve our individual and team skills. We build upon our knowledge foundation with the latest techniques and technologies to ensure that the services we provide are unsurpassed. We focus on providing educational opportunities not only for ourselves but also for the community in which we serve.

Respect

We will respect our patients' rights and decisions regardless of economic status, religious affiliation, cultural differences, and lifestyle. We provide the highest level of care while preserving dignity and above all else, life.

Goal

Develop a reporting and response structure to inform the public, decision makers and operations regarding service area, incidents, prevention, and indicators.

Policies

- i. Coordinate with partners both response and operations within a public safety master plan; and
- ii. Contribute to a County wide dashboard reporting important data for decision making.

12.5 BUILDING SAFETY AND CODE ENFORCEMENT

Building Safety permits and inspects the full range of building systems including plumbing, gas, electrical, structural and life safety. All codes are managed through a State adoption and administration process under the Utah Code Chapter 15A-3.

A Building rating system is undertaken every 4 years based on a number of risk factors including building type, and number and type of inspections. The department coordinates with other jurisdictions and has a mutual agreement with San Juan County, Castle Valley and Utah State University (SITLA) for permitting services. See Schedule _____. Some International Codes are not current. An example is the Wildland Code as the 2006 version is in effect.

Goal



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Deliver building safety and enforcement services with partners and other jurisdictions to meet achieve the best risk models.

Policies

- i. Contribute criteria and risk models to a public safety master plan;
- ii. Coordinate code enforcement services between departments and agencies and develop best practices that include community outreach, mediation and dispute resolution, and voluntary compliance;
- iii. Deliver annual public and client information sessions to gather feedback and provide code and permitting updates;
- iv. Continue to develop green building practices that support conservation practices for all systems;
- v. Work collaboratively with fire prevention to develop alternative fire suppression methods that include mandatory sprinklerization especially in rural areas;
- vi. Continue to evaluate flood risks, developing funding sources that can address long term mitigation measures;
- vii. Update topographical and geotechnical data for steep slopes and soil conditions for grade retention and building development (see Schedule _____ for geological soil assessment data);
- viii. Examine and standardize wet flood proofing options;

SECTION THIRTEEN: CULTURE

13.1 HERITAGE AND HISTORICAL FEATURES

Heritage resources help define the County by express our historical, cultural, aesthetic and social values and contribute to our sense of place. Heritage conservation is about the management of these resources.

However, the preservation of historic buildings and sites can be a costly undertaking. The County has a number of historical resources that have been identified (see Schedule _____). Therefore, it would be wise to evaluate preservation and cultural values for protection.

The County’s heritage resources are located in _____.

The County Commission has the authority to designate important historical sites through the **National or State Registry**. Preservation of historic buildings or properties provides an important link with the past and enhances the character of the County (reference Schedule _____).

Goal:

Conserve historic buildings or properties to provide an important link with the past and enhance the character of the County.

Policies:

- i. Encourage municipal heritage designation by County code for buildings and areas in accordance with the provisions of *the Utah Code* when considered desirable and practical;
- ii. Maintain heritage and historical resource stewardship through supporting public awareness programs aimed at conserving the heritage resources;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- iii. Explore the feasibility of municipal incentive programs and grants to support sensitive restoration and adaptive reuse of heritage properties;
- iv. Give due consideration to assessing the historic significance of all older structures and sites (e.g. archeological) to determine the requirement for public or private action for preservation of such sites; and
- v. Seek assistance from senior levels of government wherever possible.

13.2 ARTS, CULTURE AND TOURISM

Grand County has a thriving arts and culture community that enhances the County as an attractive place to live, work, play and visit. The arts and culture community complements the tourism industry both locally and regionally.

Some of the well-known cultural facilities in the County include the Star Theater, Grand Center and Old Spanish Arena. The County can encourage and support regional initiatives by pursuing various land use strategies related to Spanish Valley, regional watersheds, natural areas, scenic corridors, and public lands.

The County recognizes the significant efforts of the various arts and cultural service organizations in helping to enrich the lives of residents and visitors by creating a more complete and healthy community in which to live, work, play and visit. The County should continue to provide support to cultural organizations in our community.

Goal:

The County shall continue to recognize the role of arts, culture and tourism as an important aspect of community life through support and promotion of the arts, culture and tourism industries; and include in a Parks, Recreation and Culture Master plan;

Policies:

- i. Commit to facilitating the broad and diverse arts, cultural and tourism opportunities;
- ii. Collaborate with surrounding communities in examining and capitalizing on regional tourism opportunities;
- iii. Recognize arts, culture, heritage and tourism as social and economic drivers;
- iv. Support ongoing community awareness and involvement and appreciation of arts, culture and tourism development as an integral part of community life;
- v. Support indigenous tourism initiatives to highlight the cultural diversity of the region and provide economic benefit to aboriginal communities;
- vi. Facilitate and support the efforts of heritage groups (historical societies, aboriginal groups and museums) in preserving and celebrating the County’s heritage for tourists and local residents; and
- vii. Facilitate places for arts, cultural and tourism activities to occur through various land use strategies related to:



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- a. The Colorado river;
- b. The La Sal Mountains;
- c. Indigenous sites and artifacts;
- d. Public lands and parks;
- e. Urban Renewal and Redevelopment; and
- f. Highway Entrance Beautification.

SECTION FOURTEEN: FINANCE

14.1 BACKGROUND

The County has a long history of managing its infrastructure, and planning for infrastructure deficiencies, funding through cost recovery, operation and maintenance plans and some capital planning. It will be important to develop capital improvement plans, evaluate cost recovery methodologies where justified, continue to ensure assessment and taxation structures are relevant and fair, to assess land assembly liabilities and assets, and to develop a robust asset management plan.

The County operating revenues are primarily sourced from property taxes, fees for various services, the grant-in-lieu of taxes, cost sharing arrangements for particular services with municipalities, and federal and state transfers and the transient room tax. Other cost sharing arrangements with the municipalities include or may include the airport, cemetery, or parks and recreation.

Projected operating costs currently exceed these revenues, prompting the need for careful

consideration of service levels to avoid unacceptable tax increases. An impact fee analysis and a capital improvement plan

Substantial capital investments are necessary for roads, buildings, equipment, and water and sewer enhancements to meet the needs of the growing community. These investments are funded through general revenues, reserves, borrowing, development impact fees, grants, and, for tourism infrastructure, and the transient room tax. While impact fees are designed to fund infrastructure for new development over the long term, in the short term, the County may have to finance community infrastructure improvements, often without certainty about when developments and development cost charges will be realized.

The County prepares a five-year financial plan which is updated annually. Global economic trends will continue to directly affect development plans, further exacerbating the challenge of managing finances that anticipate the needs of future managed growth.

Goals:

- i. Appropriately balance revenue limitations with expenditures and investments to meet community needs over the long-term.
- ii. Maintain effective management, efficiencies and accountability of the fiscal budgets and operations through a Capital Improvement Plan and Impact fee analysis.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Policies:

- i. Annually prepare a 5-year financial plan, with community consultation to sustainably balance revenues with operating costs and capital investments, retaining adequate reserves;
- ii. Include lifecycle analysis and asset management plan for all capital purchases recognizing that maintenance and operations are a significant component of municipal expenditures;
- iii. Identify and plan for the efficient allocation of traditional and non-traditional funding sources;
- iv. Continue to pursue senior government funding opportunities (i.e., Transient Room Tax, and infrastructure or other grant funding);
- v. Manage and acquire County owned lands consistent with a Land Acquisition and Assembly Strategy;
- vi. Develop partnerships and share resources and funding with private, public and non-profit organizations, cooperatively pursuing resources and funding;
- vii. Develop a cost recovery analysis and fee structure for all County fee-for-service functions;
- viii. Consider development tax incentives and fees that promote community amenities such as affordable housing, aging in place, parks and recreation, green space, heritage and public safety;
- ix. Work with the Assessor and other municipal partners to balance property taxation and achieve a more equitable taxation system;
- x. Develop a risk evaluation in conjunction with the County’s insurance provider;
- xi. Assess and evaluate unfunded mandates from senior levels of government;
- xii. Explore tax increment financing or deferred taxation funding that enhances heritage properties and economic development;
- xiii. Ensure financial policies and practices are consistent with the General Plan; and
- xiv. Develop and update the unique fiscal impact model from the 2012 General Plan to property evaluate the costs of development and update development impact fees on a regular basis; and
- xv. Appreciate the importance of volunteerism in fulfilling community priorities and supplementing County resources.

15.0 SECTION FIFTEEN: IMPLEMENTATION STRATEGIES

15.1 OVERVIEW

Some master plans and studies may be considered by the Planning and County Commissions and formally adopted while others remain informal (see the attached matrix for the current status). Potential working groups are indicated in italics next to each responsible sector. Bold and italicized plans form the basis of shorter-term strategies with key indicators, linked to capital, health and social improvement plans as demonstrated in



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

SECTION FIVE – Sustainability.

15.2 PEOPLE AND DECISION MAKING – ELECTEDS (COMMISSION, COUNTY ATTORNEY, CLERK, RECORDER, SHERIFF)

Community Groups/Clubs; Advisory Committees (Development Review, Planning Commission, Regional Authorities, Working Groups, Special Districts, Boards)

Community engagement helps promote the General Plan and inform Commission’s decision-making process. A public engagement or decision-making process references the need to consult the community on an early and ongoing basis. Mechanisms to actualize this plan should be implanted within Administration and the Commission and their effectiveness reported on an annual basis.

The indicator’s section of this plan (Appendix 17.6) stresses the importance of trend data in working rationally through the current planning steps to reach long term goals; and then measuring and reporting. An annual report card should accompany the budget report, and highlight important successes and shortcomings.

Decision Making Strategy

1. Adopt a Communication Strategy to recognize this plan and the Commission and Community Strategic Plan;
2. Consider integrating elected decision-making strategy into a joint County Strategic Plan;
3. Adopt a public engagement master plan;
4. Engage regional planning efforts through joint elected official’s meetings and planning commission meetings;
5. Reference strategic plans developed by community partners and develop compatible implementation objectives (e.g. Moab, San Juan County, Parks, BLM and SITLA);
6. Work with partners to develop focus groups and measure key indicators on an annual basis, and report to the Commissions;
7. Facilitate not for profit societies and mutual engagement activities (e.g. events);
8. Form and foster task forces for Commission action and administrative committees to increase transparency (e.g. Senior Leadership Team; Labor/Management);
9. Foster and support the Development Review Team (DRT) to continue reviewing current planning projects but adapting to capital and master plans;
10. Develop social media, online newsletters, public bulletins, and newspaper and an on-line engagement platform – Commission corner Q & A;
11. Consider annual elected official’s session with other municipalities (joint meetings with Moab and San Juan County together) for information and strategic objective sharing;
12. Develop a strategy for planning commission engagement and information sharing on an annual basis; and
13. Engage mutual planning efforts with health care, parks, and public lands, colleges, educational institutions and school divisions.

15.3 ADMINISTRATION (COUNTY MANAGER)

Standing Committees, Management, Labor Relations, Information Technology User’s group and Design and Implementation Committee; Communication Committee; Senior Leadership Team and Strategic Plan Report



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Administration guides and coordinates departments in service delivery and Commission actions, helping to manage the public record, finances, and attorney functions. The County Manager’s office coordinates cross-departmental tasks, identifies strategic planning goals, work programs and indicators, and reports quarterly and annually.

The County Manager coordinates policy initiatives through the County Commission, endorses and helps develop policies and procedures and administers the County Strategic Plan:

1. Update Information Technology Strategic Plan;
2. Coordinate work program and indicators linked to the County/Community Strategic Plan and the General Plan;
3. Annual human resources training and performance analysis;
4. Administration communication actions through Communication Strategic Plan and report annually;
5. Annual budgeting and financial oversight, including cost centers, capital improvement, and levels of services;
6. Organizational review, analysis and performance objectives;
7. Regional administrative coordination and committee leadership; and
8. Link County Strategic Plan with all Strategic Plans including the GP.

15.4 ECONOMIC DEVELOPMENT (TRAVEL COUNCIL AND PARTNERS)

Economic Committee, Economic Forum and Round Table, and Diversification committee.

Economic development is facilitated through the Travel Council, collaborating with agencies, jurisdictions (municipalities, State, Chamber of Commerce and other partners). Priorities for activities include economic diversity, transient room tax monitoring and reporting, business partnerships, responsible recreation promotion, balancing tourism needs with environmental quality, marketing and branding; business retention and expansion, business incubators, regional coordination and tourist accommodation; value added secondary processing; improving the supply of serviced industrial and commercial land; and retail diversity and product supply.

1. Data gathering and analysis – An Economic Forum is planned for 2022 with ongoing partner round tables. A Community Profile was completed in _____, and the Commission adopted regional strategic planning principles in _____;
2. Further work regarding economic indicators, reporting and focus groups are planned with an update to the community profile;
3. With a revised Economic Advisory Committee, an updated Economic Master Plan will guide a mix of opportunities that will then update the GP; and
4. Benchmark current important indicators and begin community reporting in late 2021;
5. Work with the community on land use planning ensuring sound housing policies, and an active advisory group with a mix of residential, industrial and commercial development in various parts of the County conditioned by:



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- a. Encourage codes and policies that do not dilute an active commercial retail market; and
 - b. Continue to integrate development master plans into the GP especially the Highway corridors and the airport:
 - i. Develop marketing and outreach frameworks with partners;
 - ii. Work with and inform stakeholders and neighborhood groups (e.g. Spanish Valley, Thompson Springs, Cisco, Public lands, University, Moab and San Juan County, Hospital and Schools); and
 - iii. Pursue compatible industrial opportunities that support the airport; creating a marketing strategy in 2015.
6. Focus on projects such as business partnerships reducing the cost of business start-up through various tax incentives. Projects could include:
- a. Street level parklets and vendors in retail clusters;
 - b. Street vendors and food courts;
 - c. Public art enterprises;
 - d. Craft breweries;
 - e. Business improvement districts;
 - f. Storefront urban and rural planning and public access, through physical and virtual modeling; and
 - g. Leveraged tax financing for sports, arts and entertainment venues.
7. A scenic corridor strategic plan can highlight ventures that are incorporated into the GP goals and policies. The following should be activated through codes, policies and projects:
- a. Façade and theme formation and enhancement through consistent signage, pedestrian scaled development, connected through the gateways;
 - b. Inclusionary zoning;
 - c. Low impact live work studios;
 - d. Drop in zones with craft production;
 - e. Evaluate districts based on Crime Prevention Through Environmental Design (CPTED) principles and integrate into a master planning framework, picking at least one demonstration project;
 - f. Youth mentoring programs with business articulating educational advancement like management;
 - g. Form a strategic partnership with enforcement, property management and landlords to reduce social disturbance;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- h. Stimulate affordable long term rental housing linked to service sector employment; and
- i. Consider the formation of a housing symposium in the spring of 2022.
- 8. Regional economic development models should be explored including research and development cores such as:
 - a. Capitalize the nature of tourism encouraging multi-jurisdictional partnerships;
 - b. Special taxation, enterprise zones for proactive development; and
 - c. Community indicators collaboration with the community foundation, investment and banking sector, developers, and universities.
- 9. High technology infrastructure enhances virtual opportunities and can build virtual communities for networking and communication:
 - a. Service providers should be tapped as a partner in community wide high speed internet, linked with educational institutions and business enterprise; and
 - b. Form a Greater Grand County Technology Council to promote hi-tech enterprise.
- 10. Establish a grant funding resource to tap collaborative resources, concerted master plans, and consider recruiting a full time grant administrator.
- 11. Develop an economic master plan that considers all partners (e.g. First Nation’s groups, rural municipalities, economic sectors, Community Futures, Chamber of Commerce, universities and other educational institutions, provincial and federal agencies) and interests, and establishes important updates to the OCP.

15.5 FINANCE

Annual Finance Working Group

The County Administrator facilitates the following activities:

- 1. Annual budgets;
- 2. Reserve funds for major improvements;
- 3. Cost recovery projects such as sewer and water – identified through the GWSSA;
- 4. Five year plans – for operational, and asset management – both tangible and non-tangible, and capital plans; and
- 5. Long range capital, and operation and maintenance plans.

The County Administrator coordinates capital planning between departments and the Commission. Consider a capital master plan:

- a. Impacts and costs of roads, sewer, water, storm water, solid waste, parks and recreation, and sources of revenues including the general fund (taxation), grants, and development levies; and
- b. Review all master plans for capital projects and incorporate into long range budgeting;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- c. Update the impact fee calculation with a focus on lowering fees for infill properties and green technologies;
- d. In partnership with other departments, reduce tax liability of County owned land and formulate policies for land assembly and development, aligning funds to enhance this enterprise, by developing consistent procedures for land sales;
- e. Formulate consistent tax incentive policies for various types of development including affordable housing partnerships; and
- f. Facilitate the formation of consistent policies for the allocation and disbursement of funds for affordable housing, impact fees, parks and public lands.

15.6 PARKS, RECREATION AND CULTURE

Community Clubs, Parks and Recreation Commission, and Heritage Advisory Committee.

Areas of responsibility for programming and planning include:

1. Active and passive park spaces including trails, open space, displays, leisure parks, arenas and outdoor spaces;
2. Events such as the arena, parks and street fairs, airshows, and music festivals;
3. Facilities – capital planning with partners, operation and maintenance, space programming, energy efficiency impacts and reduction; and
4. Cultural lead for arts, historical, museum and heritage.

Parks and Recreation helps the community manage and initiate active and passive recreation, open space and trails planning and development, events and cultural support networks. A number of projects listed in the GP can best be governed by the following plans and groups:

1. Conduct a facilities analysis in conjunction with other departments, to determine operation and maintenance criteria, programming needs and future development opportunities and synergies;
2. Cultural master plan – Arts Board, Steering Committee – facilitated to develop:
 - a. Economic relationships;
 - b. Events planning and policy development including regional coordination (e.g. airshow, street fair, sled dog races, fastball, music festivals);
3. Specific multi-ethnic cultural activities with parks and recreation plan;
 - a. Review Star Center Strategic Plan;
 - b. Update Heritage Advisory Committee terms of reference; and
 - c. Historical and museum needs analysis identifying designated protection areas and sites.
4. Project lists – expand the projects list to include capital plans from master plans and include needs analysis:
 - a. Urban and rural tree planting programs with volunteers and an annual basis;
 - b. Examine the use of trail exercise equipment;



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- c. Consider management of pesticides in all playfields; and
- d. Cross generational projects - consider inclusion in expansion (e.g. bocce ball, Frisbee golf or lawn bowling).

5. Parks, Recreation and Culture (PRC) Master Plan

Steering committee and PRC committee, Arts Board, local host committees:

- a. Develop landscape agreements and plans in both public and private spaces designating xeriscape and drought resistant principles, best practices and appropriate planting species;
- b. Map rural/urban interface and linkages to trails, parks, habitat and watersheds;
- c. Through mapping, coordinate community clubs, land use, parks, trails, schools and facilities like arenas and playgrounds;
- d. Joint use agreements review with all partners especially schools to capitalize common active recreation spaces, safe routes to school, senior’s engagement, playgrounds and open space;
- e. Identify volunteer groups and formalize working relationships through policies and procedures;
- f. Partnerships with trail mix through land use master plan, flood plain management and geotechnical evaluation;
- g. List all PRC policies and procedures and update as necessary (e.g. civic arts, events scheduling and marketing);
- h. Designation of the type of parks and recreation facilities will guide the production of site plans tied to capital plans and budgeting;
- i. Explore adult exercise and accessibility options in parks and transportation planning, and specify at least one project in 2022;
- j. Through land use planning designate open space, passive and active recreation, and assign development opportunities for areas like _____;
- k. Develop an urban/rural agriculture program in concert with social groups and evaluate effectiveness on an annual basis. Further enhance community gardens and designate at least three new areas;
- l. Engage other departments in events planning and standardize scheduling and permits;
- m. Regional facilities – fishing and orienteering at nearby lakes and rivers;
- n. Cross generational evaluation – seniors and youth for physical education;
- o. Social engagement – youth plan partnership between police and schools; and
- p. Rural landscaping demonstration areas.

6. Trails overlay plan – *interest groups (e.g. equestrian, skateboard, or bikers), PRC committee*

- a. Engage Union Pacific in proposals for a rail to trail program and potential



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

multi-modal crossings;

- b. Connect parks, visitor information, and museum to commercial nodes including downtown; and
- c. Partnerships with State, clubs and trails groups for development of parkway and public land.

15.7 ENGINEERING AND PUBLIC WORKS

Parent Advisory Committees, neighborhood groups and Traffic Committee with UDOT;

While Public Works Department maintains and plans infrastructure and facilities, other departments collaborate as users - working together to evaluate needs, list projects, procure funding and to help with operation and maintenance.

Areas of responsibility:

1. Infrastructure (sewer, water, roads, storm, street lighting and technology (fiber, etc.));
2. Budgeting and finance for all infrastructure assigning projects for development levies; local improvement district identification; latecomer fee assessment and policies; development improvement assessment and criteria (e.g. half street improvements); and other capital projects;
3. Permit processing – with other departments consider a developer’s handbook and procedural flow charts;
4. Operation and maintenance of all urban systems;
5. Solid waste management and planning (arm’s length);
6. Manage rights-of-way including street trees, boulevards, lighting, drainage and all subsurface infrastructure;
7. Service delivery for street sweeping, public road maintenance, troubleshooting all services, snow removal and storm water management; and
8. Emergency response and planning coordination;
9. Public Works facilitates infrastructure plans including water, sanitary, storm water, and transportation, integrated with other plans including land use and parks, and stewards the public space;
10. Paramount endeavors include multi-modal mobility (bike, pedestrian, public transit, shuttles, freight, air, water and motor vehicles); public safety; adequate levels of service within reasonable budget constraints; short and long term budgeting in enterprise (e.g. sanitary and water) and non-enterprise areas (e.g. roads).

Infrastructure Master Plans

11. Transportation (2012) – 2022 plan would begin to:

- a. Identify current deficiencies;
- b. Update road classifications and mapping;
- c. Gather volume and capacity data;
- d. Forecast growth scenarios from land use;
- e. Develop long range infrastructure improvements for all modes;
- f. Identify ideal road cross sections;
- g. Identify levels of service zones used in subdivision and development regulations and policies;
- h. Capital projects list with costs, timetable and responsibility;



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

- i. Bridge and crossing analysis including operation and maintenance; freight and dangerous goods mobility.

12. Storm Water (___ date): (Public works)

- a. Surface channels;
- b. Retention bylaws and strategies;
- c. Green strategies including rain gardens, riparian buffers, bio-retention swales, and permeable pavement and pavers;
- d. Flood plain mitigation and backflow protection;
- e. Management of source contamination (infiltration and inflow);
- f. Discharge design standards to help mitigate cross connections;
- g. Update GP mapping and future infrastructure; and
- h. Culverts and ditching replacement and upgrade strategies.

13. Water (___ date) : (GWSSA)

- a. source and distribution analysis based on growth strategies;
- b. management of community water systems;
- c. individual wells;
- d. water source protection and long term mitigation;
- e. emergency protection and discharge management;
- f. update GP mapping and future infrastructure; and
- g. hydrant standardization.

14. Sanitary Sewer (___ date):

- a. capacity based on various growth scenarios;
- b. cross connection control;
- c. infrastructure and capacity improvements with project lists;
- d. discharge quality and management;
- e. emergency management and mitigation;
- f. update expansion options and GP;
- g. septage reuse and composting.

15. Solid Waste (2021):

- a. curb side recycling strategies;
- b. landfill capacity and contamination mitigation;
- c. composting strategies.

16. Fiber and High Speed Internet (2016) – increasingly this service is as important to economic development and stability as other core services such as sewer, water and roads: Develop a fiber or high speed internet installation program and consider Wi-Fi in hotspot in all public areas including the County offices.

15.8 PLANNING AND ZONING (AND BUILDING)

Community groups, Development Review Team, Housing Advisory Committee, Business Improvement District, Planning Commission; Sustainability Committee (social, environmental and economic)

Planning and Zoning combined with Building manages building codes, zoning, GP, and some portions of bylaw enforcement. The department facilitates plans with other



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

departments and helps coordinate public decision making, community engagement and all master plans referenced in the GP. Please refer to the Healthy Economy section, Section 11.

Areas of responsibility:

1. GP facilitation (including all elements):
 - a. land use (rezoning);
 - b. GP amendments;
 - c. Housing;
 - d. Environment;
 - e. Transportation;
 - f. Infrastructure;
 - g. public safety; and
 - h. Subdivision.
2. Housing: Housing Advisory Committee in conjunction with HASU reports to the Commission to guide community decision making in the following key policy areas:
 - a. Affordable market and rental housing;
 - b. Land trusts and financing mechanisms;
 - c. Allocation and collection of specific funds;
 - d. Housing goals and policies within the GP and other policy documents;
 - e. Encouragement of housing diversity and integration;
 - f. Mixed use (commercial and light industrial) housing; and
 - g. Housing market studies, indicators and inventories.
3. Land Assembly and development: The County has a portfolio of surplus land that could be considered for development under a number of policy scenarios. A land assembly community engagement exercise is planned to further explore the viability of these policy areas:
 - a. Develop funding models for assembly of lands; purchase of lands; development planning including rezoning, land use amendments, site plan development, and preliminary design; and market analysis;
 - b. Develop specific land pricing policies and procedures, focusing on immediate priorities, and consider cost recovery, market value, impact fees, affordable housing, market advantage and competitiveness;
 - c. Inventory and categorize existing land into zoning, size, serviceability and marketability;
 - d. Explore opportunities for various ventures including affordable housing, business incubators, mixed use, specific underserved housing types (e.g. live/work studios);
 - e. Scope and set up specific future land acquisition opportunities; and
 - f. Circumscribe development planning opportunities by gauging market conditions; preparing development plans including zoning and GP amendments with preliminary design; and testing market conditions and opportunities.
4. Current planning including subdivision and development permits.
5. Infrastructure – master plans for water; liquid waste (sewer); storm water; roads/transportation (multi-modal – trails, water travel, bicycle, equestrian); solid waste and recycling;
6. Land use master plan – continued improvement of land use descriptions and mapping helps



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

shape the future of the County;

7. Brownfields opportunity best practices and case studies;
8. Link land use descriptions and policies to strategic plan and development bylaws;
9. Regional land use planning – coordinate all regional land use areas within the greater Grand County area with other municipalities;
10. Balance land use allocations through needs assessment from market conditions including measuring the diversity in housing, social impacts, and environmental monitoring and measure annually;
11. Assess and report annually on a group of community indicators (see Appendix _____); and
12. Conduct an area wide zoning and use site assessment and analysis with maps to determine buildable lands; future development potential; current zoning vs. current use; environmental, social and economic impacts and opportunities.
13. Plan integration (Integrated Community Sustainability Plan–ICSP) (*social, environmental and economic standing committees*)
 - a. Social including health and support services: Review value statements in the health strategies and integrate within the ICSP;
 - b. Develop a focus group and annually report with valid and reliable indicators;
 - c. Facilities programming and analysis for increased health services both locally and regionally – partner with Grand Commission, Health District and State to develop combined strategies with all parts of the GP;
 - d. Measure and report on the current needs for all types of care – acute, hospice, dependent and independent living; considering adaptability standards for aging in place and various funding strategies;
 - e. Review service levels for emergency services including air evacuation based on industry standards and integrate with future growth scenarios;
 - f. Using socio-demographic data evaluate future social and health needs and the provision of services including detox, low-income housing, transitional housing, educational opportunities, youth activity and drop-in center;
 - g. Initiate research into family residency and support services with the USU, and develop strategies that anticipate reception centers;
 - h. Working with State agencies identify future response to obstetric demands;
 - i. Consider an advisory committee for healthcare;
 - j. Gather key indicators using USU sources to identify important needs and report annually;
 - k. Working with other health regions develop a collaborative approach to health care, shared priorities, and consider advocacy approaches;
 - l. Initiate the formation of better data sources; and
 - m. Working with schools to identify ways of integrating youth into the educational environment and community.

15.9 **ENVIRONMENT** – The County is endowed with good air quality, adequate water supply, outdoor recreation opportunities and diverse habitat, _____ primary forest types (_____) but with challenges that include wildfire, contaminated sites, steep slopes, floodplain, and air quality in some areas.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

1. An environmental master plan in conjunction with an Integrated Community Sustainability Plan (ICSP) that partners with others could consider:
 - a. Air quality – wood smoke; dust control – level of service and street sweeping;
 - b. Defensible space requirements – identify regulations and develop education programs;
 - c. Manage fuel loads in forested areas;
 - d. Flood plain review and develop Flood Hazard Mitigation by considering:
 - i. Large scale mitigation strategies including diking, bank armoring, trail development and grade alteration;
 - ii. Hydro-geotechnical analysis in specific areas;
 - iii. Specific mitigation analysis based on existing construction and flood path management;
 - iv. Evaluation and updating of flood modeling;
 - v. Impact analysis including property valuation offsets through land trades and risk analysis, including insurance coverage;
 - vi. Modify Schedule 16.1.9 when modeling is updated;
 - vii. Limit development in flood plains to parks and open spaces;
 - viii. Provide “flood proofing” for occupied buildings in flood prone areas; and
 - ix. Prescribe environmentally sensitive areas to manage riparian spaces, habitat, slopes and soil types, and conserve open spaces.

15.10 PUBLIC SAFETY

Board of Commissioners; Development Review Team; ??;

1. After consideration of a master plan, performance objectives may be included in the GP including:
 - a. fire response times (e.g. 10 minutes);
 - b. levels of service (e.g. transportation, emergency services);
 - c. Crime prevention management and neighborhood policing strategies.
2. A master plan identifies gaps in resources and charts endeavors to maintain safe neighborhoods and protect infrastructure from loss, such as disasters (floods or fire) and develops emergency response and services options and strategies.
3. Public Safety Master Plan – examines the community’s current and future ability to manage and deliver services. Service levels can be prescribed and included in the GP to help guide capital and operational plans including locations of fire halls, neighborhood policing infrastructure, Crime Prevention Through Environmental Design (CPTED) analysis and plans; and regional mutual aid and support. Strategies to consider in implementing the GP may include:
 - a. Water supply for firefighting – evaluate flows, capacity and infrastructure, suggest bylaw and policy changes including mandatory



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

- sprinklers;
- b. Review emergency services response plan and levels of service;
- c. Update all public safety bylaws with best practices, policies and procedures;
- d. Fire risk analysis and strategies for mitigation;
- e. Decision making strategies – public and neighborhood groups, school parent advisory committees, advisory groups, development review, planning commission, public safety programs (e.g. cultural education regarding fire safety);
- f. \Wildfire mapping and strategies – suggest development permit update and policy for fire smarting after analysis and mapping of the interface;
- g. Road safety – accident incidents and improvements; speed control and management; intersection improvements; freight mobility, services and parking; uncontrolled rail crossings; secondary access and emergency routes;
- h. Mutual aid agreements current and future;
- i. Emergency response plan – coordinate and update considering protection of vital infrastructure including water treatment and sewage lagoons in the flood plain;
- j. Capital plan for equipment and facilities including fire halls, police facilities, ambulance and emergency services;
- k. Fire prevention evaluation of risks – working in partnership to develop risk assessment and response;
- l. Crime Prevention through Environmental Design (CPTED) – insert into development review process working with Police, Public Works, and Fire and Emergency Services; map crime hot spots and develop design scenarios;
- m. Review emergency response potential and develop standardized response options for significant disasters (e.g. derailment, flooding, and wildfire);
- n. Integration of safety planning into all GP elements including land use, transportation, housing, parks, recreation, culture, environment and emergency planning;
- o. Indicator development and maintenance – continue to support current structure but develop integrated strategies with focus groups and reporting on an annual basis;
- p. Housing and health support and analysis;
- q. Social review of transient movement and regional approaches;
- r. School safety support activities and mutual planning; and
- s. Property maintenance review – bylaw team, best practices and needs assessment.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

15.11 Implementation matrices – Italics – in process; Straight type – adopted; Italics bold – proposed – Commissions and Boards, Special Service and Local District Boards

LAND USE	ECONOMIC	ENVIRONMENT	SOCIAL	FINANCE
<i>Land use and levels of service analysis</i>		<i>Integrated Community Sustainability Plan – economic, equity and environmental – adaptation, mitigation</i>	<i>Cultural Master plan</i>	<i>Capital and Asset master plan – Facilities programming analysis</i>
<i>Sector plans</i>	<i>Opportunity analysis</i>	<i>Regional Air and Water shed Mgmt. Plan</i>	<i>Social master plan</i>	<i>Fees and charges and levels of service analysis</i>
<i>Land Use Code performance linkages</i>	<i>Distressed lands and funding analysis</i>	<i>Flood hazard mitigation report</i>	<i>Education master plan</i>	<i>Cost recovery and cost center analysis</i>
<i>Growth analysis and studies</i>	<i>Economic master plan</i>	<i>Community Energy planning</i>	<i>Health master plan (HIA)</i>	<i>Taxation and assessment analysis</i>
<i>Public lands study and overlaps</i>		Aquifer protection zones	Affordable Housing plan (2017) <i>Affordable Housing Plan</i>	<i>Fiscal impact analysis – cost of development – regional strategies and cost sharing</i>
<i>Transitional housing</i>	<i>Resource master plans</i>	<i>Brownfield study and opportunities mapping</i>	<i>USU certification and training initiatives</i>	<i>Grant review and funding proposals</i>
<i>Mixed use analysis – e.g. Highway and Fringe areas</i>				<i>Budget analysis and decision making – Org. review</i>
<i>Scenic resource and corridor analysis</i>			Well-being indicators	<i>Impact fee analysis</i>
<i>Growth management phasing -annexation</i>				
<i>Current planning streamlining</i>				
<i>Regional Land use code and General Plan</i>				
LAND USE	ECONOMIC	ENVIRONMENT	SOCIAL	FINANCE



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

LEAD, GROUPS, COMMITTEES AND PARTNERS

<i>State water rights – State engineer</i>	EcDev Advisory board Ecdev diversification	Noxious weed control	Children’s Justice Center Advisory board	<i>Annual review group</i>
<i>Regional planning group</i>	Arches Hotspot region committee	Moab Mosquito Abatement District	Library board	Audit committee
Board of Adjustment	<i>Tourism board</i>		<i>Health regional advisory</i>	Budget Advisory
Boundary Commission	Travel council		Historical preservation	<i>Capital improvement plan advisory</i>
Planning Commissions	<i>Associations – mines, minerals, ag, trade shows, conferences</i>		Housing Authority Task force	
			Homeless Coordinating Committee	
			<i>Youth committee and liaison</i>	
			Canyonlands Health Care	
			Housing Authority of Southeastern Utah (HASU) Rural Community Assistance Corp	



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

DECISION MAKING	PUBLIC SAFETY	TRANSPORTATION	PARKS, REC, NATURAL AREAS	UTILITIES and INFRASTRUCTURE
Public Engagement strategy	Wildfire Management Plan	Active transportation plan	Parks, Recreation and Culture Master Plan	County Master plans – water, sewer – GWSSA/City
IT strategic plan	Fire fighting district study	Unified Transportation MP Level of service analysis – Road and mobility classifications	Open space analysis and incentives	Water protection areas – Castle Valley
Organizational analysis	Public Safety master plan – Sheriff, Fire, Emergency Services and Emergency Planning	Road and Streets codes and standards	Park Site Plans	IT strategic Plan
Regional Growth Strategy	Social master plan – integrated municipal plan	Capital Asset Plan		Infrastructure Master Plan Water Drainage Liquid Waste Solid Waste
Community Strategic plan		Airport Master Plan 2015 Airport Overlay and Master plan Update		Regional growth strategies
County Commission Strategic Plan	Emergency routes and response times	Forest services Access Plan	Culture and heritage study	
Community Indicators (CI)	Sheriff Strategic Plan	Public Lands Initiative	Youth and Age Friendly plan	
		Parking study – Transportation demand management	Accessibility Plan	
GROUPS, COMMITTEES AND PARTNERS				
CI focus groups	Safety working group	School district and Parents advisory council	Public Lands oversight group – BLM, State, Forest, National	Cross-dept. working group
Client Engagement Group	Regional CPTED support	USDOT	Recreation Boards	IT committee – users/strategic Grand County Technology Group
Utah State University	Local Emergency Management committee	Airport Board	Parks and Recreation Committee	State Working group and research on water source protection and capacities
Planning Commission	Auxiliary police	Grand County Transp. SD	Schools	Grand county Water and Sewer Agency Board Grand County Water and Sewer admin



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

County Commission	<i>Sheriff Advisory group</i>	<i>Community and Neighborhood Associations</i>	<i>Federal Parks Liaison</i>	Grand County Water conservancy DB
DECISION MAKING	PUBLIC SAFETY	TRANSPORTATION	PARKS, REC, NATURAL AREAS	UTILITIES and INFRASTRUCTURE
<i>Regional Planning Commission</i>		<i>Public Lands working group</i>	<i>SITLA working group</i>	
Regional Working Groups – Canyon Country Partnership	<i>Rural Crime Watch and Neighborhood policing</i>	Regional Transportation group (UDOT)	Trails committees – non-motorized Motorized	Spanish Valley Water and Sewer ID
On-line engagement platform	<i>Fire advisory group</i>	<i>Forest service working group</i>	<i>Libraries liaison</i>	Grand County Solid Waste DB
Arches special service District			Grand county Rec Special District	Thompson Springs Special Service Water DB Thompson Springs Special Service Fire DB
			<i>State Parks working group</i>	
			<i>BLM working group</i>	



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

SECTION SIXTEEN: SCHEDULES

SECTION SEVENTEEN: APPENDICES

17.1 GLOSSARY

The following terms and acronyms are intended as definitions and clarifications as used within the County GP.

ACRONYMS

ADSL means Asymmetric Digital Subscriber Line.

ALR means agricultural land reserve.

CPTED means Crime Prevention Through Environmental Design.

LEED means the Canadian Green Building Council's building certification Leadership in Energy and Environmental Design.

MP means master plan.

GP means General Plan.

PAPS m

RAR means Riparian Area Regulations.

WiFi means Wireless High Speed Internet Network.

DEFINITIONS

Actions mean things a community is willing to do to increase its chances of achieving what it wants to achieve. The actions that the public sector (a municipal, regional, or provincial government) can do are its policies.

Affordable Housing means safe, appropriate housing that is affordable for the income levels of all community residents and includes non-market housing.

Alternative Transportation means modes of transportation other than the single passenger motor vehicle including, but not limited to, carpools/share, public transit, walking, bicycling and ski lifts.

Carriage Cottages means garage or carport conversions into small self-contained accommodation units.

Citizen means an individual who has responsibilities and rights within a community.

Complete Streets means streets that are designed and operated to enable safe access for all users. Pedestrians, cyclists, motorists and bus riders of all ages and abilities are able to safely move along and across a complete street.



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

Development means any of the following associated with or resulting from *the Utah State Code* or approval of residential, commercial or industrial activities or ancillary activities to the extent that they are subject to local government powers.

Direct Construction Workforce means the workforce. A subset of this workforce refers to the permanent construction jobs as a result of the construction. While this workforce requires accommodation during the years of construction, only a small proportion of these employees remain to find permanent jobs in the community.

Direct Operations Workforce means the Full Time Equivalent (FTE) jobs created and maintained by the operation. It is assumed this entire workforce resides in Grand County over time.

Environmental Stewardship means an ethic that embodies cooperative planning and management of environmental resources with organizations, communities and others to actively engage in the prevention of loss of habitat and facilitate its recovery in the interest of long-term sustainability.

Essential Features and Characteristics means special features or characteristics that contribute to the heritage value or heritage character of the area.

Future Growth Areas mean those lands that may be appropriate for future growth once the lands within the Urban Growth Area have been exhausted and/or the annual monitoring and reporting program recommends a need for additional growth areas.

Forms based bylaws are codes that address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form based codes, presented in both diagrams and words, are keyed to a regulating plan that designates the appropriate form and scale (and therefore, character) of development rather than only distinctions in land use types.

Goals mean broad statements of desired outcomes (e.g. increase environmental quality, economic prosperity, transportation choice, social justice).

Habitat Suitability and Capability Modelling means an approach to organize information from a variety of sources such as literature, remote sensing data, and field data to identify suitable habitats. The suitability of the land is determined by combining the various habitat requirements based on their relative importance and can be used to generate maps depicting the relative suitability of the land for a particular species.

Highway Commercial means the area focused on Arterial development.

Immediate Needs of Destination Visitors means sports activity oriented goods, convenience goods and food and beverage.

Indicators mean specific statements of outcomes. They should fall under (or "nest within") one of the higher level goals or objectives. Examples: parts per million of CO₂ might be an indicator within the objective of reducing air pollution or mitigating climate change. (<http://indicator-project.com/context/theory/definitions>)

Infill Development means new development located within existing built and serviced areas. This can include development on vacant lots between existing buildings (true infill), redevelopment of existing buildings or uses of buildings (intensification) and/or through renovation from one use to another (adaptive reuse).



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

In-Migrating Population means those who permanently migrate to the region for work related to, or induced by, the resort development.

LEED means the Leadership in Energy and Environmental Design (LEED) Green Building Rating System developed by the US Green Building Council (USGBC). It provides a suite of standards for environmentally sustainable construction.

Low Impact Development means an innovative storm water management approach with a basic principle that is modelled after nature: manage rainfall at the source using uniformly distributed decentralized micro-scale controls.

Multi-family Residential means any development with two or more residential units on a single lot.

Neighborhood Commercial means retail use which services only the needs of the surrounding area; generally small scale, pedestrian oriented with limited parking; typically located on major streets.

Non-Market Housing means housing that is sold or rented at a price that is not dictated by market forces and has restrictions on resale value to ensure affordability in perpetuity.

Objectives mean a planned or intended outcome to achieve a goal.

Policy means a direction to be taken to achieve a community goal.

Predictive Ecosystem Mapping means a modelled approach to ecosystem mapping whereby existing knowledge of ecosystem attributes and relationships are used to predict ecosystem representation in the landscape.

Principal Building means a building or structure containing the principle use of the property.

Resident means an individual that ordinarily resides within the County as his or her principal residence.

Resident Population means the “traditional” population, which increases at a slow rate over the period, as the only major generator of growth is the resort. We have accounted for the increase in birth rate that would be attributable to the new permanent working population by increasing the base growth rate to 1% per annum.

Right-of-Way means a street, lane, walkway or any other way open to public use.

Riparian Areas Regulation means the Utah State regulation which calls on local governments to protect riparian areas during residential, commercial and industrial development by ensuring that proposed activities are subject to a science based assessment conducted by a qualified environmental professional.

Secondary Plan means the delineation of the existing conditions and desired future conditions of a planning district, neighborhood or sector. The Secondary Plan is the guide to specific land use necessary to align those planning districts with the vision for the future.

Sensitive Ecosystem Inventory means an inventory that systematically identifies and maps rare and fragile ecosystems in a given area. The information is derived from aerial photography, supported by selective field checking of the data.

Smart Growth means a collection of land use and development principles that aim to enhance our quality of life, preserve the natural environment, and save money over time. Smart growth principles ensure that growth is



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

fiscally, environmentally and socially responsible and recognizes the connections between development and quality of life. Smart growth enhances and completes communities by placing priority on infill, redevelopment, and densification strategies.

Stream includes any of the following that is proven to provide fish habitat:

- (a) a watercourse, whether it usually contains water or not;
- (b) a pond, lake, river, creek or brook;
- (c) a ditch, spring or wetland that is hydraulically connected by surface something referred to in paragraph (a) or (b).

Sustainability identifies the triple bottom line of impact assessment - economic, social and environmental and needs to clarify human efforts that reorganize living conditions (e.g. eco-villages, eco-municipalities and sustainable cities), reappraise economic sectors (green building, sustainable agriculture), or work practices (sustainable architecture), using science to develop new technologies (green technologies, renewable energy), and adjustments in individual lifestyles.

Sustained Prosperity means the steady state condition where the county has achieved economic wellbeing that successfully serves its social and cultural elements without requiring ongoing physical growth that compromises the natural environment.

Terrestrial Ecosystem Mapping (TEM) means a system of dividing the landscape into similar ecological units, according to a combination of ecological features, primarily climate, physiography, surficial material, bedrock geology, soil and vegetation.

Transect refers to the varieties of land use from an urban core to a rural boundary. General New Urban transect classifications (from highest to lowest density) are: urban core, urban center, general urban, suburban, rural and natural.

Triple Bottom Line means the integrated approach that intertwines economic, environmental and social accountability in all aspects of community with the overarching objective of sustainability.

Urban Growth Area means the targeted lands for urban growth, enabling the community to move towards fulfilling economic, social, land use and environmental goals while maximizing a community’s financial and infrastructure resources.

Visitor means an individual that visits and is not a resident and may include short term tourist or second homeowners.

Watercourse means any stream.

Wayfinding means the user experience of orientation and choosing a path within the built environment, and it also refers to the set of architectural and/or design elements that aid orientation.



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

Sustainability Checklist

Sustainability Review

1. Comment on direct employment created by this project during construction: number and duration of jobs (full time, part time), types of jobs (e.g., construction design) and income range of jobs.)

2. Are there any number of components of economic sustainability (e.g., suitability of units for home based businesses) advanced by this proposal? Yes / No

Built Environment

Comment of the following site planning components:

3. Walking distance to: bus stop (in kms) _____; trails, greenways, cycling routes (in kms) _____.

4. Is the proposed development located in the county's prime developable lands? Yes / No

5. Provides additional support for alternative transportation use (check all that apply):

- variance received to provide less parking than required
- bicycle storage change rooms
- designated parking for car share spaces
- high occupancy vehicles (e.g., carpool, vanpool)
- incorporates Transportation Demand Management (TDM) measures
- other, describe:

6. Describe on site storm water management (e.g. green roof treatment, permeable paving on- site detention/retention drainage, fish or aquatic habitat protection, oil, chemical separator drains)

7. Floodplain mitigation (note: this is a requirement in floodplain areas) Yes / No

8. Will site remediation be part of the development process? Yes / No / Not Applicable If yes, briefly outline proposed remediation approach:



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

9. Mitigation of lighting pollution (e.g. spill lighting and off-site glare avoided) Yes / No If yes, describe:

10. Does the project provide enhanced waste diversion facilities (e.g., on-site recycling, on-site composting, bear proof containers)? **Yes / No**

If yes, describe:

11. Comment on inclusion of energy reduction methods:

12. Comment on proposed methods for suitable use and reuse of materials and resources:

a. Management of construction wastes (e.g. reuse of existing buildings or building materials during construction, demolition, remade/recycled content, best management practices).

13. Comment on the inclusion of strategies to improve indoor environment quality:

14. If new streets or lanes are constructed as part of the development, are they designed to reduce storm water runoff?

15. If the property is adjacent to existing park space, open space, paths or trails, is a visual and pedestrian connection provided?

16. Do any of the County’s policies or regulations currently prevent you from implementing identified Smart Growth initiatives?



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

17. Is the proposed residential, commercial or institutional development within a ten minute walk (approximately 800 meters) from:

- neighbourhood store or other shopping **Yes / No**
- schools **Yes / No**
- community services (e.g., library community centre) **Yes / No**
- child care facility **Yes / No**
- health services (e.g., hospital, doctor's office) **Yes / No**
- parks or trails **Yes / No**
- bus stop **Yes / No**
- other amenities **Yes / No**

18. Type of heating/cooling system:

Natural Environment

19. Was an environmental assessment of the property completed prior to the commencement of design work?

20. Is the proposed development in an environmentally sensitive area?

- significant trees **Yes / No**
- natural grassland areas **Yes / No**
- riparian areas **Yes / No**
- wildlife (red or blue listed species) **Yes / No**
- wildlife habitat **Yes / No**
- wildlife corridors **Yes / No**
- Has the preservation and/or enhancement of the areas listed above been incorporated in the proposed project? **Yes / No / Unknown**

21. Are there environmental features present on the property? If yes, describe:

22. Provision of green space and trees on and off site (includes retention of existing trees). Note and show calculations for:

- Amount of green space in square feet: _____
- Amount of usable open space in square feet: _____
- Number and percentage of existing trees to be retained on site: _____



GRAND COUNTY GENERAL PLAN 2030

"Adventurous Small Town Spirit"

- Number of trees removed: _____
- Number of trees to be planted: _____

23. Are there any significant existing environmental features that are to be maintained or enhanced on the site (e.g. tree and/or shrub preservation or daylighting or a stream)?

Social Sustainability

24. Anticipated price range of units (note price for both commercial and residential units, if applicable)
Average price per square foot: \$ _____

25. Does the proposed development include non-market housing units (affordable housing)?

- a. number of units: _____
- b. as percentage of total units: _____
- c. form of tenure (e.g., rental, co-op, owner): _____
- d. targeted population, if applicable (e.g., seniors, family): _____

26. Does the project include rental housing units? Yes / No

- a. Number of units: _____
- b. Expected average rent for a one bedroom unit \$ _____
- c. Expected average rent for two bedroom unit \$ _____

27. If the project includes lot or medium density residential, are the housing units ground oriented (i.e. does a door have direct outdoor access to a street or courtyard as opposed to a corridor)?

- a. Number of units: _____
- b. As a percentage of total units _____

28. Does the project incorporate features to enhance adaptability and accessibility within the proposed housing units for people with disabilities (e.g. wider door openings, reinforced walls in bathrooms for future installation of grab bars, ground oriented entrances)?

29. Actions proposed to mitigate noise from external sources such as traffic, railways, industry, commercial uses, patrons, etc. Yes / No

30. Does the project enhance local identity and character (e.g. through architectural style, landscaping, colours, project name, forms based design)?



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

31. Describe the existing neighbourhood character (i.e. historic, single family mixed use, etc.) and how the proposed development will enhance the adjacent neighbourhood.

32. Does the project contain a mix of uses (e.g. residential, commercial) or introduce a new community serving land use type to the neighbourhood (e.g. new housing from, commercial service)? Yes / No

33. Does the project contribute to heritage revitalization through the reuse, relocation or rehabilitation of an existing structure or feature? Yes / No

If yes, describe:

Public amenities provided by the development (check all that apply):

- public art
- child care facility
- walking/biking trails

other - describe:

34. Does the development incorporate space for public gathering and activities (e.g. courtyards, communal gardens, play areas)? Yes / No

If yes, describe:

35. Does the proposed development enhance the streetscape?

36. Are private amenities provided with the development (e.g. meeting rooms, outdoor space)?

37. Is there something unique or innovative about your project that has not been addressed (e.g. creation of a new zone, other sustainable features, contributions to the community)? Yes / No

If yes, describe:

38. How does the development enhance public safety in terms of fire, policing and emergency services?

17.3 ILLUSTRATIVE PLANS

A concept worth noting that incorporates these ideas is that of the fused grid roadway network. The fused grid system enhances vehicular and pedestrian circulation by combining the conventional loop and cul-de-sac curvilinear pattern, which provides safety, sociability and efficiency with that of the traditional grid pattern, which provides connectivity and easy orientation.

I. Conventional loop and cul-de-sac



- Hierarchical, with arterials, collectors and local streets
- Curvilinear at every level
- Discontinuous for pedestrian and vehicles
- Open space is located beyond walking distance for most residents

Figure 1. Curvilinear Street Layout.

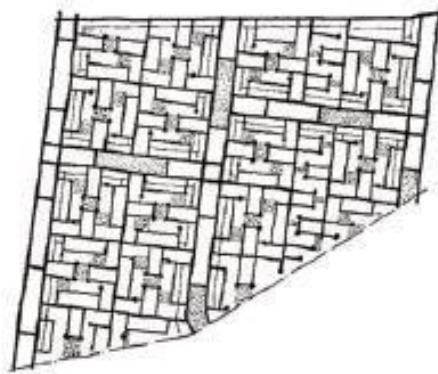
2. Traditional grid



- A modified grid
- No loops nor culs-de-sac
- The grid becomes discontinuous at the edge of each "neighbourhood"
- One collector-type road links site to regional arterials
- Most open space is located at the perimeter of "neighbourhoods"

Figure 2. Grid Street Layout.

3. Residential quadrant



- A continuous, open grid of arterials
- A discontinuous grid of minor collectors and local streets
- A continuous, open network of pedestrian streets, spaces and paths
- No through traffic in residential quadrants
- Corridors of mixed-use zones
- Open space within each quadrant part of the path system

Figure 3. Fused Grid Style Street Layout.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

17.4 STORM WATER MANAGEMENT

Specific guidelines for storm water management as directed by *The Environmental Protection Act (EPA)*.

Stormwater Quality

Numerous studies have indicated that there can be significant pollution in receiving waters due to storm water runoff. The pollutant loading from urban/rural runoff may be similar to that of wastewater effluent and industrial discharges and have significant impacts on potable water supply, aquatic habitat, recreation, agriculture and aesthetics. Storm water runoff is usually high in suspended solids and organic matter that exert oxygen demand in the receiving waters.

Other pollutants or physical conditions associated with urban/rural runoff that are harmful to receiving waters include nitrogen/phosphorus, temperature, pathogens, metals, hydrocarbons, organics and salt.

Significant impacts on receiving waters associated with storm water discharges include:

- water quality changes (short-term) during and after storm events including temporary increases in the concentration of one or more pollutants, toxins or bacteria levels;
- long-term water quality impacts caused by the cumulative effects associated with repeated storm water discharges from a number of sources; and
- physical impacts due to erosion, scour and deposition associated with the increased frequency and volume of runoff that alters aquatic habitat.

Pollutants frequently found in storm water runoff, their source and the impact on receiving waters are summarized in Table 2.

Table 2. Summary of Main Storm Water Pollutants, Sources, Effects, and Related Impacts

Pollutant	Sources	Effects	Related Impacts
Nitrogen/ Phosphorus (Nutrients)	Urban landscape runoff (fertilizers, detergents, plant debris, sediments, dust, gasoline, tires); agricultural runoff (fertilizers, animal waste); failing septic systems.	Phosphorus is the limiting nutrient in most freshwater systems. Nitrogen is the limiting nutrient in most saltwater systems, but can be a concern in streams as well.	Algal growth; reduced clarity; lower dissolved oxygen (DO); release of other pollutants. Nutrients can limit recreational values (swimming, boating, fishing and other uses), reduce animal habitats and contaminate water supplies.
Suspended solids	Construction sites; other disturbed and non-vegetated lands; eroding banks; road sanding; urban runoff.	Increased turbidity and deposition of sediment.	Increased turbidity; lower DO; deposition of sediments; smothered aquatic habitat.



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

Pathogens (bacteria/viruses)	Animal waste; urban runoff; failing septic systems.	Presence of bacterial and viral strains. Bacteria levels are usually high in summer when warm temperatures are beneficial to reproduction.	Human health risks via drinking water supplies; contaminated shellfish- growing areas.
Metals	Industrial processes; normal wear of automobile brake lines and tires; automobile emissions and fluid leaks; metal roofs.	Increased toxicity of runoff and accumulation in the food chain.	Toxicity of water column and sediment; bioaccumulation in aquatic species and through the food chain.
Hydrocarbons (oil and grease, Polycyclic Aromatic Hydrocarbons (PAHs))	Industrial processes; automobile wear; automobile emissions and fluid leaks; waste oil.	Degraded appearance of water surfaces; limiting water and air interactions (lower DO). Hydrocarbons have a strong affinity for sediment.	Toxicity of water column and sediment; bioaccumulation in aquatic species and through the food chain.
Organics (pesticides, polychlorinated biphenyl/PCBs, synthetic chemicals)	Pesticides (herbicides, insecticides, fungicides, etc.); industrial processes.	Increased toxicity to sensitive animal species and fishery resources and accumulation in the food chain.	Toxicity of water column and sediment; bioaccumulation in aquatic species and through the food chain.
Salt (sodium, chlorides)	Salting of roads and uncovered salt storage.	Toxicity to organisms, reduction of fishery resources and increased levels of sodium and chloride in surface and groundwater. Could stress plant species respiration processes through their effect on soil structure.	Toxicity of water column and sediment. Salt can cause the loss of sensitive animal species, plant species, and fishery resources and contaminate surface and groundwater.

17.5 COMMUNITY INDICATORS

CULTURAL

- Sport tourism

DEMOGRAPHIC

- Total population
- Absolute population growth
- Percent population growth



GRAND COUNTY GENERAL PLAN 2030

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- Annual population growth rate
- Average annual population growth
- Population growth from net migration and net natural increase
- Share of 5-year population growth and cumulative percentage of population
- Percentage of new and cumulative population and dwelling unit
- Growth located within the core and within the other centers

ECONOMIC

- Percentage of labor force
- Job/population balance
- Percentage of population within walking distance of all commercial services required for daily living
- Consumer Price Index for shelter
- Number of existing and new rental units (including condo units rented)
- Living wage
- Poverty
- Unemployment rate
- Share of employment growth
- Total and percentage share of employment that is full-time, part-time, full-year and part-year
- Number of businesses by size of firm in the municipality
- Percentage income distribution of households
- Number and percentage of persons in private households falling below the low-income cut-off level

SOCIAL

- Percentage of new housing by structural type annually and cumulatively since baseline year
- Children's school readiness
- Homelessness
- Required average income to purchase an average starter home
- Rental vacancy rate
- Municipal crime rate
- Number of social housing units
- Pedestrian, bicycle and vehicle crash rates

SUSTAINABLE ENVIRONMENT

- Average home-work trip distance
- Cycling and pedestrian mobility
- Annual and cumulative amount of park land that has been acquired for conservation
- Annual and cumulative amount and percentage of land area that has been acquired for conservation
- Total length and percentage of regional trail network that is completed
- Acquisition of lands in unprotected green space policy area for parkland
- Total and per capita annual transit ridership
- Total and per capita insured passenger vehicles
- Modal share for journey-to-work trips
- Percentage of travel by modes other than single occupancy vehicles
- (SOV) in the PM peak period (3 to 6 pm)
- Additional length and total length of cycling infrastructure by facility type
- Percentage of households within 1200 feet of transit services
- Per capita disposal of solid waste residential uses and non-residential uses



GRAND COUNTY GENERAL PLAN 2030

“Adventurous Small Town Spirit”

- Average per capita consumption of potable water for all uses and residential uses
- Air quality
- Average per capita consumption of energy (MBH/year) by fuel type, sector and geographic source
- CO2 equivalent emissions from energy used for transportation
- Percent of land area that has a watershed management plan in place
- Net change in land area of agriculture annually and cumulatively since baseline year
- Total value of gross farm receipts and productivity
- Annual share and cumulative share of new dwelling units
- Proximity of dwellings to a "center" or "village"
- Proximity of properties to multiple bus routes
- Proximity of properties to parks
- Solid waste generation annual share and cumulative share (from baseline year) of new dwelling units by structure type located
- Annual share and cumulative share (from baseline year) of new dwelling units by structure type
- Dwelling unit density within the urbanized portion
- Increase in urbanized area
- Net change in land area
- Lot size for new single family homes
- Land area that is serviced outside by water
- Land area that is serviced outside by sewer
- Waste diversion
- Water consumption

HEALTH

- Activity limitations
- Alcohol consumption
- Child respiratory admission rates
- Exposure to secondhand smoke
- Healthy eating
- Healthy weights
- High blood pressure
- Infant mortality
- Injuries
- Life expectancy
- Life stress
- Low birth weight
- Percent of developmentally vulnerable children
- Physical activities
- Potential years of life lost
- Potential years of life lost to suicide, standardized Rate
- Preterm births
- Prevalence of diabetes
- Self-reported health status
- Smoking

Appendix _____

Grand County List of Studies and Plans



GRAND COUNTY GENERAL PLAN 2030

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1. General Plan Update (PDF) - 2012 - <https://www.grandcountyutah.net/155/General-Plan>
2. Moab Area Affordable Housing Plan – 2017 - https://moabcity.org/DocumentCenter/View/3041/2017-moab-area-affordable-housing-plan_guide
3. 2017 Resource Management Plan - <https://rmp.utah.gov/wp-content/uploads/Grand-County-RMP-FINAL-1.pdf>
4. Airport Master Plan - <https://www.grandcountyutah.net/DocumentCenter/View/3850/-2015-CNY-Airport-Master-Plan-165MB>
5. Arches National Park Management reference planning documents- <https://parkplanning.nps.gov/parkHome.cfm?parkID=25>
 - a. Air tour management plan - <https://parkplanning.nps.gov/projectHome.cfm?projectId=102782>
 - b. Transportation implementation plan - <https://parkplanning.nps.gov/document.cfm?parkID=25&projectID=14558&documentID=16798>
6. Canyonlands National Park reference planning documents – <https://parkplanning.nps.gov/document.cfm?parkID=37&projectID=22569&documentID=25826>
 - a. Climbing and canyoneering management plan - <https://parkplanning.nps.gov/document.cfm?parkID=25&projectID=31985&documentID=53859>
7. Construction Standards - <https://www.grandcountyutah.net/DocumentCenter/View/136/Construction-Standards-PDF>
8. County Commission Draft Strategic plan - <https://grandcountyconnects.com/>
 - a. Critiqued by Stanford University - <https://andthewest.stanford.edu/2018/the-short-life-of-the-blms-master-leasing-plans/>
9. Grand County Connection plan - <https://www.grandcountyutah.net/DocumentCenter/View/2423/UDOT-Grand-Uintah-County-Connection-Final-F easibility-Study?bidId=>
10. Grand County Resource Needs Assessment (2012) - http://media.wix.com/ugd/9bdf1b_e8c09333a3474f9c92dee5533945d82e.pdf
11. Headwaters: Economic Value of Public Lands in Grand County (2015) - <https://headwaterseconomics.org/economic-development/economic-grand-county/>
12. Infrastructure Master Plans – City Moab - <https://moabcity.org/477/Master-Plans>
13. Moab area watershed Partnership - <https://drive.google.com/drive/folders/1FFNEaUuVH9v-DhG6QFN7cvHb9iDg4QXR?usp=sharing>
14. National Park Service planning documents - <https://parkplanning.nps.gov/ManagementPlans.cfm>
15. Non-motorized Trails Master Plan - <https://www.grandcountyutah.net/DocumentCenter/View/151/Nonmotorized-Trails-Master-Plan-PDF?bidId=>
16. Colorado River Scenic Byways Corridor Management Plan – 2020 - <https://www.grandcountyutah.net/DocumentCenter/View/152/Scenic-Byways-Corridor-Management-Plan-PDF>
17. Spanish valley storm water master plan - <https://www.grandcountyutah.net/DocumentCenter/View/131/Storm-Drainage-Design-Criteria-PDF>
18. Spanish Valley transportation master plan - <https://www.grandcountyutah.net/924/Spanish-Valley-Transportation-Plan>
19. Storm water master plan - [Moab-Storm-Water-Master-Plan \(moabcity.org\)](https://www.moab-storm-water-master-plan.org/)
20. The Wilderness Plan (PDF) - <https://www.grandcountyutah.net/DocumentCenter/View/168/The-Wilderness-Plan-PDF?bidId=>
21. US 191 Corridor Preservation plan - <https://www.grandcountyutah.net/DocumentCenter/View/3288/US-191-Access-Management-Study-Report?bidId=>
22. Utah State Code - Utah Code Chapter 17-27a
 - a. Visitor use management plan - <https://parkplanning.nps.gov/projectHome.cfm?projectId=103740>
 - b. Water



GRAND COUNTY GENERAL PLAN 2030

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23. Water distribution and storage master plan City of Moab - [Microsoft Word - FINAL - Moab Water Master Plan Report - 2020 Update.docx \(moabcity.org\)](#)
24. Water studies - <https://www.waterrights.utah.gov/distinfo/wuse.asp>
25. Wilderness Proposal Map (PDF)
<https://www.grandcountyutah.net/DocumentCenter/View/169/Wilderness-Proposal-Map-PDF?bidId=>
26. Grand Water and Sewer Water Conservation and Management Plan -
<http://www.riversimulator.org/farcountry/Water/GWSSAconservationPlanUpdate2009.pdf>
27. Utah State Parks Plans –
 - a. Outdoor Recreation Plan -
<https://site.utah.gov/stateparks/wp-content/uploads/sites/13/2019/01/UtahsOutdoorRecreationPlanSCORP2019.pdf>
 - i. Strategic Plan -
https://site.utah.gov/stateparks/wp-content/uploads/sites/13/2015/03/Strategic-Plan_Utah-State-Parks_Oct-2017.pdf
 - b. Dead Horse Point – Resource Management Plan -
https://stateparks.utah.gov/stateparks/wp-content/uploads/sites/26/2015/03/DHP_Plan.pdf
 - c. Raptor State Park documents - <https://stateparks.utah.gov/resources/gis-maps-and-data/>
28. SITLA policies and rules -
<https://trustlands.utah.gov/our-agency/board-of-trustees-members/board-policy-statements-resolutions/>

REGULAR PLANNING COMMISSION MEETING MINUTES
Monday, December 13th, 2021 at 4:00pm

The Grand County Planning Commission held its regular meeting on the above date, with attendees participating remotely via Zoom and in person at County Council Chambers located at 125 E Center Street, Moab, Utah.

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

In attendance:

Commission Chair Emily Campbell, Commissioner Robert O'Brien, Commissioner Steve Evers, Commissioner Makeda Barkley, Commissioner Rick York, Commissioner Josie Kovash, Commissioner Anthony Mancuso, Elissa Martin Associate Planner, County Commission Liaison Trisha Heiden, Jenna Gorney Planner, John Guenther Planning Director, Josh Green, Code Compliance Official

Chair calls the meeting to order at 4:02pm

Citizens to be Heard (outside of scheduled public hearings)

- None

Ex Parte Communication and Conflicts of Interest - None

Action Items: (Administrative)

- Approval of meeting minutes from November 22nd, 2021

Commissioner O'Brien moves, Commissioner Evers seconds. Motion passes unanimously.

Vote on 3 Planning Commission seats (3 applications received)

- Makeda Barkley
- Anthony Mancuso
- Emily Campbell

Motion by Commissioner O'Brien to suspend bylaws and move to forward favorable recommendation to County Commission for 3 applicants without holding interviews.

Commissioner Kovash seconds. Motion passed unanimously.

Discussion items:

County Commission Update

1. Commission meeting action items update

- Approval on Amended & Restated Development Agreement for Murphy Flats
- Approval of Red Cliffs Ranch Lot Line Adjustment
- Approval of Walking Horse subdivision
- Approved redistricting maps "Contiguous Neighborhoods"
- HDHO Desert Sol Public Hearing
- Sky Retreat in Westwater OAO Public Hearing

Planning & Zoning Updates

2. General Plan Update - feedback from PC

- Review of Proposed Considerations and Timetable for adoption
- Commissioner comments and suggested edits on various sections of the draft plan

Citizens to be heard 5:07 PM - None

3. Spanish Valley Survey status update

- Mapping being updated
- Suggested edits have been made
- Will be circulated to Emily Campbell and Bob O'Brien for review

4. Dec. 16th - Unified Transportation Plan Open House

- TAC meeting and Public Engagement to be held at the Grand Center

5. P&Z 2021 Summary - Staff Report

- Code Enforcement: Josh Green
 - A review of enforcement cases have been compiled in quick shot stats format (real time)
 - Discussion of enforcement process
 - Review of the update of the enforcement process and minimized enforcement time periods
 - Evaluation of if additional resources are needed

1. 2022 Meeting Schedule

- 2nd and 4th Mondays to continue
- 4:30pm start time

Motion to Adjourn at 6:51pm by Commissioner Mancuso, Seconded by Commissioner O'Brien
Motion passes unanimously

Agenda Summary
GRAND COUNTY PLANNING COMMISSION
JANUARY 10th, 2021

AGENDA ITEM:

TITLE:	Public hearing to consider and solicit oral and written comment on a rezoning request proposing Small Lot Residential (SLR) Zoning to property located at 4400 Spanish Valley Drive on Parcel No. 04-0025-0105
FISCAL IMPACT:	
PRESENTER(S):	Elissa Martin, Associate Planner

Prepared By:
ELISSA MARTIN
**GRAND COUNTY
 PLANNING &
 ZONING**

**FOR OFFICE USE
 ONLY:**

**Attorney
 Review:**

N/A

POSSIBLE MOTION :

I move to:
 Send a favorable/unfavorable recommendation to County Commission for the proposal to rezone property located at 4400 Spanish Valley Drive on Grand County Parcel No. 02-0026-0040 to Small Lot Residential Zoning.

STAFF RECOMMENDATION: NEUTRAL

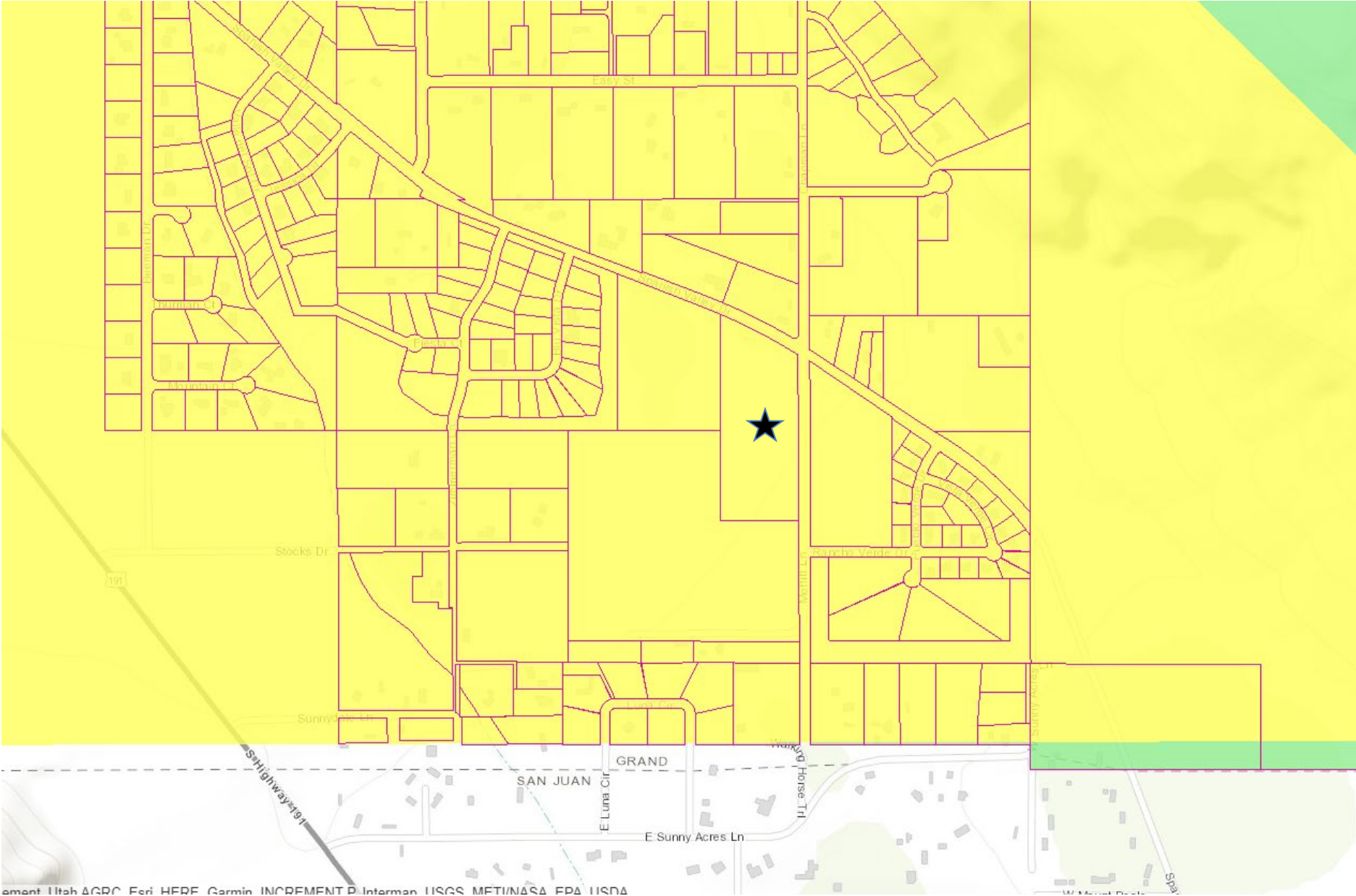
BACKGROUND

The property is currently zoned Rural Residential and is vacant.

ATTACHMENT(S):

1. Staff Report
2. Rezone Application Packet
 - a. Application (Available Upon Request)
 - b. Boundary Survey
 - c. Conceptual Plan
 - d. Applicant Statement
 - e. Preliminary GWSSA Water & Sewer Availability Statement
 - f. Title (Available Upon Request)
 - g. Tax Roll (Available Upon Request)
 - h. Warranty Deed (Available Upon Request)

Vicinity Map





STAFF REPORT

PLANNING & ZONING DEPARTMENT

GRAND COUNTY, UTAH

DATE: January 10, 2022

TO: Grand County Planning Commission

SUBJECT: La Sal Peaks General Rezone Request (Rural Residential to Small Lot Residential - RR to SLR)

PROPERTY OWNER: William Shultz

PROP. OWNER REP: James Schnepel

PROPERTY ADDRESS: 4400 Spanish Valley Drive, Parcel No. 02-0026-0040

SIZE OF PROPERTY: 11.01 acres

EXISTING ZONE: Rural Residential (RR)

EXISTING LAND USE: Vacant

ADJACENT ZONING AND LAND USE(S): Zones: Rural Residential (RR) Uses: Residential

APPLICATION TYPE

General Rezone Request

APPLICATION PROCEDURE

Decision Type: Legislative

Public Notices: Public Meeting at:

Planning Commission

County Commission

Public Hearing at:

Planning Commission

County Commission

Attachments:

1. Rezone Application Packet
 - a. Application (Available Upon Request)
 - b. Boundary Survey
 - c. Conceptual Plan
 - d. Applicant Statement
 - e. Preliminary GWSSA Water & Sewer Availability Statement
 - f. Title (Available Upon Request)
 - g. Tax Roll (Available Upon Request)
 - h. Warranty Deed (Available Upon Request)

SUMMARY OF REQUEST

The Applicants seeks to rezone the property from Rural Residential zoning to Small Lot Residential in preparation for later subdivision application.

PROPERTY HISTORY

The property is vacant.

SITE IMPROVEMENTS / ADDITIONS / CHANGES

The rezone request requires no current site plan improvements.

Later site improvements in connection to a proposed subdivision of the property will be in accordance with requirements of Article 6 (General Development Standards), Article 7 (Subdivision Standards) and Article 9 (Administration and Procedures) of the Grand County Land Use Code as well as Grand County Construction Standards.

FINDINGS OF FACT

Project Description

- I. The application is for a General Rezone request to change the current Rural Residential zoning on an 11-acre parcel located on Spanish Valley Drive, to Small Lot Residential, which would allow 5 units per acre, for a total of approximately 55 units on 11 acres.

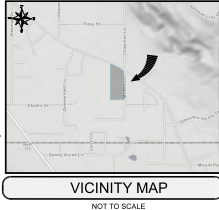
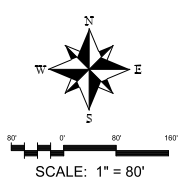
Consistency with General Plan

- II. The subject parcel is located within the Rural Residential future land use designation, which calls for agriculture and single-family residential uses (1 dwelling unit per acre base density and up to 1.6 dwelling units per acre with a 50% open-space set-aside or fee in lieu and 25% affordable housing units or fee in lieu). In order to encourage larger open space parcels that are valued by the community, a project in Rural Residential can achieve a gross density of up to 2 units per acre that includes (a) a 50% open space set-aside area totaling 40 or more contiguous acres or a fee-in-lieu, (b) has 25% affordable housing units or a fee-in-lieu, and (c) includes multi-modal options (pedestrian/bicycle, at minimum).
 - a. The proposed rezone request to Small Lot Residential at this location, would allow for higher density housing than originally envisioned in the 2012 General Plan. The future concept plan for the subject property proposes an average lot size of .23 acre, where the density under the current zone and future land use designation of RR calls for a minimum lot size of 1.0 acre, therefore SLR zoning is not consistent with the current General Plan.
 - b. It is anticipated though, that an increase in density may be envisioned for areas along Spanish Valley Drive in the 2022 General Plan Update and Land Use Study, in order to address the present day housing shortage in the area.

Conformance with Grand County Land Use Code (LUC)

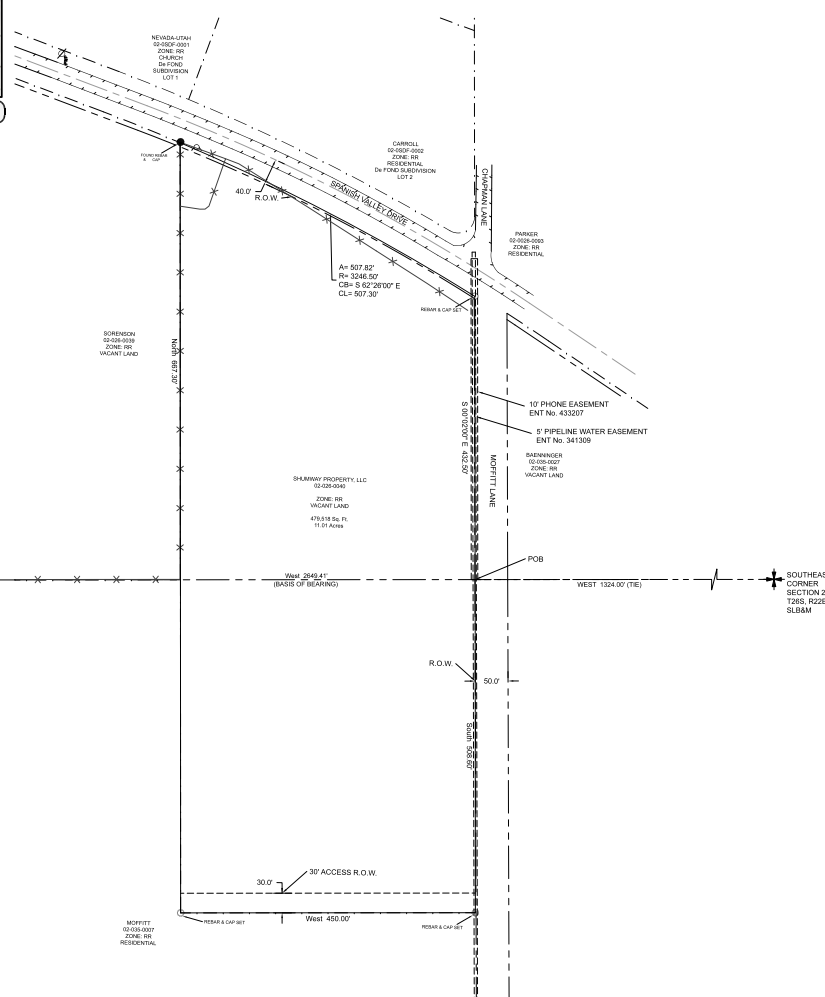
- III. The proposed Rezone application is in conformance with LUC provisions of Article 9.2.2, Application for Zoning Map or Text Amendment.
 - a. An application was submitted by the owner's representative to request a change in zoning designation on the subject property in accordance with the provisions of the Grand County Land Use Code Article 9.2.2.
- IV. The Public Notice requirements were met for this Public Hearing in accordance with Utah State Code § 17-27a-205.
 - a. The property owner placed two (2) posters on the property provided by the Planning and Zoning Department a minimum of 10 days before this Public Hearing.

- b. The Planning & Zoning Department placed public notices related to this Public Hearing on the County website a minimum of 10 days before this hearing.
- c. The Planning & Zoning Department placed public notices related to this Public Hearing on the Utah Public Notice website a minimum of 10 days before this hearing.



BOUNDARY REZONE SURVEY

LOCATED IN THE SOUTH EAST QUARTER OF SECTION 26, T26S, R22E, SLB&M



SURVEYOR'S CERTIFICATION

I, Lucas Blake, certify that I am a Professional Land Surveyor as prescribed under the laws of the State of Utah and that I hold license no. 7540504. I further certify that an engineering survey was made of the property described below, and the findings of that survey are as shown hereon.

Lucas Blake
License No. 7540504

Lucas Blake
License No. 7540504

10/7/21
DATE

LEGAL DESCRIPTION

BOOK, 908, PAGE 16, ENTRY NO. 539232

Beginning at the Southeast Corner of the Southwest Quarter of the Southeast Quarter of Section 26, Township 26 South, Range 22 East, Salt Lake Base and Meridian, said corner bears West 1324.0 feet from the Southeast corner of Section 26, and proceeding thence with the East line of the Northwest Quarter of the Northeast Quarter of Section 35 southerly 508. 6 feet; thence West 450. 0 feet; thence North 508. 6 feet to a point on the North line of Section 35; thence North 687. 3 feet to a point 33. 0 feet off the centerline of Spanish Valley Drive; thence with a line 33. 0 feet off the centerline of Spanish Valley Drive along a 3,245. 6 radius curve to the right 507. 8 feet (said curve has a chord which bears South 82°20' East 507. 3 feet) to the East line of the Southwest Quarter of the Southeast Quarter of Section 26; thence with said line South 0° 02' East 432. 5 feet to the point of beginning. (Parcel No. 02-0026-0040)

SUBJECT TO an Access and Right of Way Easement along the South boundary thirty feet wide and to other easements, restrictions, and reservations of record.

SURVEYOR NOTES

THE BASIS OF BEARING IS WEST BETWEEN THE SOUTHEAST CORNER AND THE SOUTH QUARTER CORNER OF SECTION 26, TOWNSHIP 26 SOUTH, RANGE 22 EAST, SALT LAKE BASE AND MERIDIAN.

COORDINATE SYSTEM, UTAH STATE PLANE CENTRAL (NAD83, US SURVEY FEET)
A ROTATION OF ?? FROM BEARINGS OF RECORD.

THE INTENT OF THE SURVEY IS TO MONUMENT OR LOCATE ORIGINAL PROPERTY CORNERS. THE SURVEY WAS PERFORMED USING BEST LEGAL EVIDENCE OF OCCUPATION IMPROVEMENTS LOCATED ON THE GROUND. OUR RESEARCH AND SITE WORK HAS DETERMINED NOTES OF IMPORTANCE AS FOLLOWS.

- HELD TO SECTION LINE AND FOUND SURVEY MARKERS.

88 East Center Street
Moab, UT 84532
435.259.8171

STANDARD LEGEND

PROG. CORNER FOUND	WATER MAIN	CONTOUR
MAN. CORNER FOUND	WATER MAIN	CONTOUR
MAN. CORNER SET	WATER MAIN	CONTOUR
CONTINUOUS MONUMENT	WATER MAIN	CONTOUR
RETRACTED SETBACKS	WATER MAIN	CONTOUR
PROPERTY ADJACENT	WATER MAIN	CONTOUR

PROJECT TYPE:
BOUNDARY REZONE SURVEY

PROJECT ADDRESS:
4400 S Spanish Valley Drive
Moab, Utah 84532

PROJECT LOCATION:
GRAND COUNTY, STATE OF UTAH

PREPARED FOR:
Jim Schnepel

DATE:
10/7/2021

JOB NUMBER:
178-21

SHEET 1 OF 1



GENERAL REZONE APPLICATION

(Multi-family Residential zone change requests please see Zoning Administrator for additional forms)

Grand County Courthouse: 125 E. Center St. Moab, UT 84532; Phone: (435)259-1343

FOR OFFICE USE ONLY

Date of Submittal: _____ Rezone Processing Fees: **\$750.00**

Submittal Received by: _____ Amount Paid: _____ Fees Received by: _____

CONTACT INFORMATION

Property owner: Shumway Property, LLC

Address: _____

Phone: _____ cell: _____ fax: _____

Email address: _____

Engineer (if applicable): SET Engineering, LLC

Address: 301 Fourth E Street, #207

Phone: 970-403-5088 cell: _____ fax: _____

Email address: contact@setengineering.com

Property owner representative: Jim Schnepel

Address: PO Box 494, Kamas UT 84036 (535 E. 3200 N. Kamas, UT 84036)

Phone: 801-231-3666 cell: 801-231-3666 fax: _____

Email address: westernlanddev@gmail.com

PROJECT INFORMATION

Project name: La Sal Peaks

General location of the property: 4400 S. Spanish Valley Drive

Size of the subject property: 11 acres Number of lots: Currently, 1 lot

Surrounding land uses: Residential, commercial, agricultural

Current Zoning: RR district Proposed Zoning: SLR district

SUPPORTING MATERIALS

Zone change applications shall contain, at a minimum, the following supporting materials through the approval process according to the following submittal schedule:

Survey. The applicant shall submit a certified survey of land area to be rezoned. Such survey map shall require at a minimum the following information:

1. Subject land area acreage
2. Adjacent uses and predominant uses in the vicinity
3. Existing zoning designation of the subject property and surrounding property.
4. A vicinity map.
5. Proposed project conceptual plan

Applicant Statement. A statement by the Applicant explaining the rationale for the rezone request relative to the issues for consideration (please see items #1-10 below) imposed by Sec 9.2.7 (Grand County LUC). In making its determination, the County Council shall consider the recommendation of the Planning Commission, staff reports, and the written and oral testimony presented, and the following criteria:

Sec. 9.2.7 Issues for Consideration: See attached document, “Supplementary Information,” below.

1. Was the existing zone for the property adopted in error?
2. Has there been a change of character in the area (e.g. installation of public facilities, other zone changes, new growth trends, deterioration, development transitions, etc.)?
3. Is there a need for the proposed use(s) within the area or community?
4. Will there be benefits derived by the community or area by granting the proposed rezoning?
5. Is the proposal in conformance with the policies, intents and requirements of Grand County General Plan, specifically Chapter 4: Future Land Use Plan.
6. Should the development be annexed to a city?
7. Is the proposed density and intensity of use permitted in the proposed zoning district?
8. Is the site suitable for rezoning based on a consideration of environmental and scenic quality impacts?
9. Are the proposed uses compatible with the surrounding area or uses; will there be adverse impacts; and/or can any adverse impacts be adequately mitigated?
10. Are adequate public facilities and services available to serve development for the type and scope suggested by the proposed zone? If utilities are not available, could they be reasonably extended? Is the applicant willing to pay for the extension of public facilities and services necessary to serve the proposed development?

Title Report. A preliminary title report for each stage of the application process must be dated within three months of the application submittal date, from a licensed title company or attorney listing the name of the property owner(s) and all liens, easements and judgments of record affecting the subject property.

Taxes. A statement from the County treasurer showing the status of all current taxes due on the parcel.

Surrounding Property Owners. A list of surrounding property owners and their legal mailing addresses ~~within 400 feet~~ of the exterior boundary of the parcel proposed to be rezoned.

for “adjacent property owners and to those properties directly across the street”

Posting. The applicant is responsible for posting a sign noticing the public hearings (please see attached for a reduced size template and requirements). The applicant is responsible for wind and water proofing the sign as well as placing it in a prominent place on the land area proposed for subdivision with a notice of the hearing at least 10 days prior to the public hearings. **A sign will be posted per the requirement.**

Application Fee. The process / filing fee of ~~\$500.00~~ shall be paid in full.

\$750.00

APPLICANT CERTIFICATION

I certify under penalty of perjury that this application and all information submitted as a part of this application are true, complete and accurate to the best of my knowledge. I certify that if I am the owner of the subject property and that the authorized agent noted in this application has my consent to represent me with respect to this application. Should any of the information or representations submitted in connection with this application be incorrect or untrue, I understand that Grand County may rescind any approval, or take any other legal or appropriate action. I also acknowledge that I have reviewed the applicable sections of the Grand County Land Use Code and that items and checklists contained in this application are basic and minimum requirements only and that other requirements may be imposed that are unique to individual projects or uses. Additionally, I have reviewed and understand the section from the Consolidated Fee Schedule and hereby agree to comply with this resolution. I also agree to allow the Staff, or County appointed agent(s) of the County to enter the subject property to make any necessary inspections thereof.

Property Owner's Signature: _____ Date: _____

State of Utah)
) SS
County of Grand)

SUBSCRIBED AND SWORN to and before me this _____ day of _____, 20_____

GRAND COUNTY
Public Hearing Notice

(Planning Commission or County Council)

For: _____
(Action requested)

Applicant Information:

(Applicant name and property address)

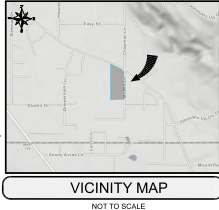
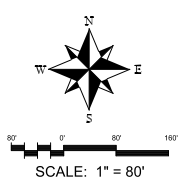
To be held at the Courthouse, 125 E. Center St

On: _____ **2015** at _____
(Date of Hearing) (Time of Hearing)

**For more information contact the
Grand County Planning Department
Center & 100 East
Moab, Utah
435-259-1371**

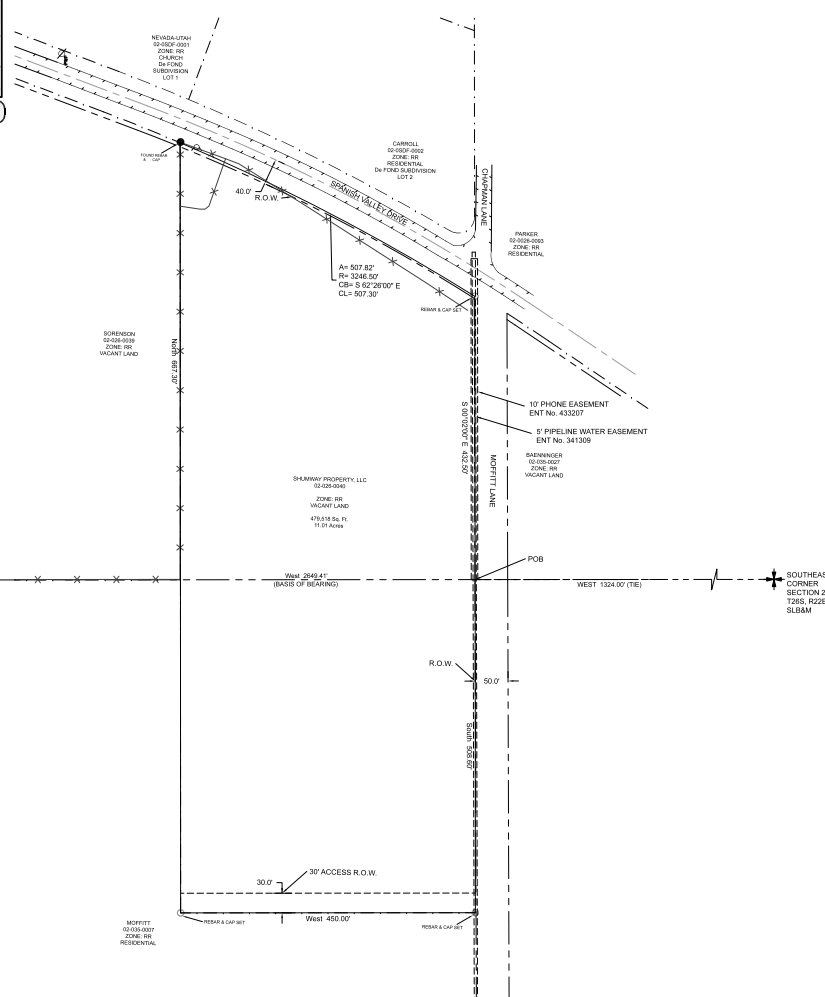
Note: It is the Applicant's responsibility to ensure the sign is in a prominent location on the land area proposed for subdivision, weather resistant, and posted at least 10 days prior to the public hearing.

The sign shall be at a minimum 17" x 22" (ANSI C printing option) in size.



BOUNDARY REZONE SURVEY

LOCATED IN THE SOUTH EAST QUARTER OF SECTION 26, T26S, R22E, SLB&M



SURVEYOR'S CERTIFICATION

I, Lucas Blake, certify that I am a Professional Land Surveyor as prescribed under the laws of the State of Utah and that I hold license no. 7540504. I further certify that an engineering survey was made of the property described below, and the findings of that survey are as shown hereon.

Lucas Blake
License No. 7540504

Professional Land Surveyor Seal for Lucas Blake, License No. 7540504, State of Utah, dated 10/7/21.

LEGAL DESCRIPTION

BOOK, 908, PAGE 16, ENTRY NO. 539232

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COORDINATE SYSTEM: UTAH STATE PLANE CENTRAL (NAD83, US SURVEY FEET)
A ROTATION OF ?? FROM BEARINGS OF RECORD.

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- HELD TO SECTION LINE AND FOUND SURVEY MARKERS.

88 East Center Street
Moab, UT 84532
435.259.8171

STANDARD LEGEND

PROG. CORNER FOUND	WATER MAIN	CONTOUR
MAN. CORNER FOUND	WATER MAIN	CONTOUR
MAN. CORNER SET	WATER MAIN	CONTOUR
CONTINUOUS MONUMENT	WATER MAIN	CONTOUR
RETRACTED SETBACKS	WATER MAIN	CONTOUR
PROPERTY ADJACENT	WATER MAIN	CONTOUR

PROJECT TYPE:
BOUNDARY REZONE SURVEY

PROJECT ADDRESS:
4400 S Spanish Valley Drive
Moab, Utah 84532

PROJECT LOCATION:
GRAND COUNTY, STATE OF UTAH

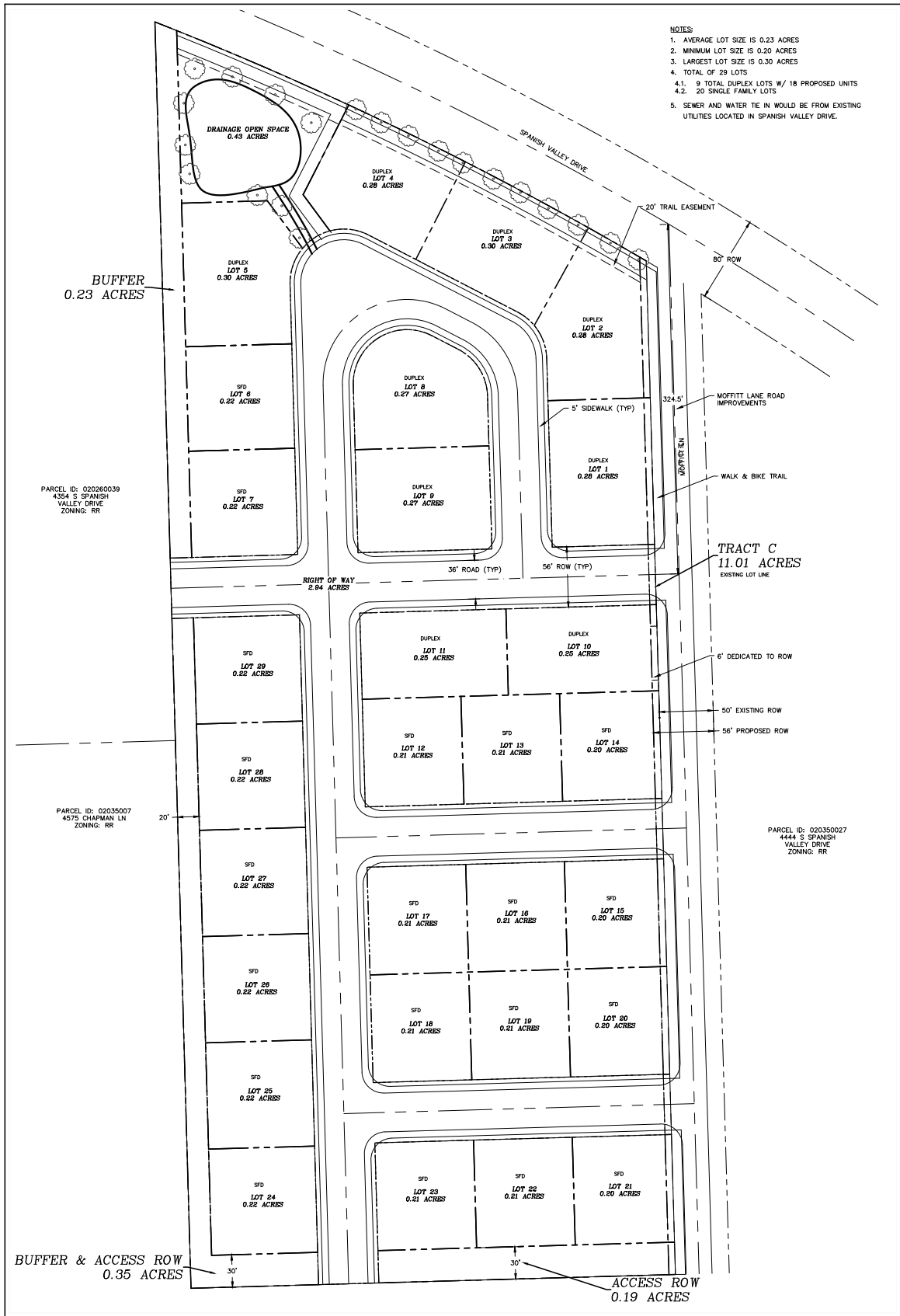
PREPARED FOR:
Jim Schnepel

DATE:
10/7/2021

JOB NUMBER:
178-21

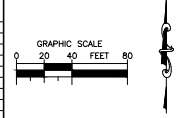
SHEET 1 OF 1

- NOTES:**
1. AVERAGE LOT SIZE IS 0.23 ACRES
 2. MINIMUM LOT SIZE IS 0.20 ACRES
 3. LARGEST LOT SIZE IS 0.30 ACRES
 4. TOTAL OF 29 LOTS
 - 4.1. 9 TOTAL DUPLEX LOTS W/ 18 PROPOSED UNITS
 - 4.2. 20 SINGLE FAMILY LOTS
 5. SEWER AND WATER TIE IN WOULD BE FROM EXISTING UTILITIES LOCATED IN SPANISH VALLEY DRIVE.



Revisions:

#	DATE	DESCRIPTION



SHUMWAY PROPERTY, LLC
CONCEPTUAL PLAN FOR REZONE
4400 S SPANISH VALLEY DRIVE
GRAND COUNTY, MOAB, UTAH

PLAN NO.
CP 100
 Sheet 1 of 1
 Project: 4400 S SPANISH VALLEY
 Date: 11/5/2021
 Drawn By: CP
 Checked By: JG



FOR REVIEW ONLY
NOT FOR
CONSTRUCTION

GENERAL REZONE APPLICATION

Shumway Property, LLC
4400 S. Spanish Valley Drive, Moab UT 84532
Parcel 02-0026-0040 (11.01 acres)

Supplementary Information

Legal Property Description:

BEG AT SE COR SW1/4SE1/4 SEC 26 T26S R22E SAID COR BEARS W 1324 FT FROM SE COR SEC 26 & PROC S'LY 508.6 FT; W 450 FT; N 508.6 FT; N 667.3 FT TO A POINT 33 FT OFF CENTER LINE SPANISH VALLEY DR ALONG A 3246.5 FT RADIUS CURVE TO RIGHT 507.9 FT; S 0°02'E 432.5 FT TO POB 11.01 AC

Applicant Statement:

The Applicant is requesting a zone change to Single Lot Residential (“SLR”) for the property to allow the development of residential lots and/or housing that will target middle-income buyers.

This rezone will help correct the shortcomings found in the General Plan and the Land Use Code that have led to a drastic shortage of middle-income (workforce) housing.

Developing the property under the current zoning, Rural Residential (“RR”), would provide additional housing inventory to upper income buyers (including those seeking second or vacation homes), but would do little to add lot and housing inventory at prices locally employed buyers can afford.

(The Applicant considered submitting a rezone application to change the zoning to Large Lot Residential but, similar to the current zoning, the density requirement would not allow the development of lots that would hit a price range that the market desperately needs.)

The Property Owner’s Representative has worked as a consultant to bring energy efficient residential building practices to Utah, developed large solar farms (80MW solar project near Wellington and others), and has been involved with various residential developments. He looks forward to working with the County to create a new subdivision that will help serve the housing needs of the community.

Applicant Statement - Sec. 9.2.7 Issues for Consideration:

1. Was the existing zoning for the property adopted in error?

Applicant does not believe that the existing zoning (Rural Residential) was adopted in error, but does feel that the current zoning is a carryover from a time when public sewer and water were not available in the area. When lots needed space to allow for septic systems and/or wells, it was normal for the County to require a minimum lot size of one acre.

To illustrate the importance of the minimum lot size being dependent on the availability of public sewer and water, a look back at the Grand County Land Use Code that was adopted January 4, 1999 (and recodified with amendments to date, February 22, 2000) offers the following minimum lot area/unit requirements (pages 37-43):

SLR-1 (Small Lot Residential-1):

- (1) **With** public sewerage: 9,000 sq.ft./unit [.207 acres]
- (2) **Without** public sewerage: **43,560 s. ft./unit** [one acre]

SLR-2 (Small Lot Residential-2):

- (1) **With** central water and sewer service: 9,000 sq.ft./unit
- (2) **Without** central water and sewer service: **1 acre (43,560 sq. ft.)**

LLR (Large Lot Residential):

- (1) **With** public sewerage: 21,780 sq. ft./unit
- (2) **Without** public sewerage: **43,560 sq. ft./unit**

RR (Rural Residential): Although the 1999 Land Use Code does not mention constraints in regard to the availability of public sewerage and central water in the minimum lot area requirement section (likely because these services were largely not available in the Rural Residential zoning areas, and due to the dictated lot size minimums), it is interesting to note that Rural Residential zoning in 1999 did allow for the establishment of an Agricultural-PUD District (new) ("A-PUD"), where a property owner could create a subdivision if, *"At least 80 percent of each Agriculture-PUD shall be dedicated and preserved as open space...."*

The current Land Use Code has scaled-back the open space requirements for a PUD (and did not include an A-PUD option at all) in the Rural Residential zones, and is evidence of Grand County's evolution over time to allow for greater densities.

2. Has there been a change of character in the area (e.g. installation of public facilities, other zone changes, new growth trends, deterioration, development transitions, etc.)?

Public water and sewer:

As noted above, one of the primary changes to the area has been the addition of public water and sewer, which has now been installed in Spanish Valley Drive next to the property. Prior to this, the health code limited unit densities to one home per acre to allow room for a well and septic system. With the installation of public water and sewer systems the one-acre minimum is no longer needed for wells and septic systems.

Market transitions:

As called-out in the “Demographic and Economic Trends and Benchmark Report” that was prepared for Grand County in 2010,

“Nearly half of new residents moving to Grand County are between the ages of 18 and 29.”

This younger generation of homebuyers is increasingly looking for smaller homes and lots than what has appealed to prior generations. In part this trend is sometimes attributed to a lack of affordable housing options, or having come of age in the aftermath of a housing crisis, but it is often more directly associated with the desire to have smaller houses that offer a lower total cost of ownership, require less maintenance, and that fits the needs of smaller-sized families, families that are often started later in life than was the case for prior generations.

Smaller housing also appeals to single-person households, which are now about 30 percent (and expected to grow) of the market nationwide.

Additionally, this new segment of homebuyers is more conscious of its impacts on the environment. Smaller lots and smaller houses use infrastructure (utilities, roads) more efficiently, consume fewer building materials, use fewer natural resources to heat and cool, and create less greenhouse gas.

Growth trends:

According to the Kem C. Gardner Policy Institute’s, “2015-2065 State and County Projections” (published July 2017), Grand County’s number of households is expected to continue growing in the coming years:

- 5,177 households by 2025 [907 more than estimated to exist in 2015]
- 5,955 households by 2035
- 6,616 households by 2045
- 7,212 households by 2055

- 7,680 households by 2065 [3,410 more than estimated to exist in 2015]

With over half of the county population being located in the greater Moab area, the takeaway is that the demand for housing in the Moab area will continue to increase.

3. Is there a need for the proposed uses(s) within the area or community?

There is an affordable housing crisis in the community:

It is no secret that there is a shortage of housing and lots in the Moab area, particularly in a price range that is obtainable by buyers with middle incomes (nurses, BLM employees, etc.), which is often referred to as “workforce housing.”

A quick online search results in numerous articles and studies that have noted the housing shortage. Rather than clutter this portion of the application with quotes from the articles, a separate document (“Articles re Housing Crisis”) is included, below.

This shortage of housing negatively impacts the community:

- The lack of available housing puts extra stress on residents who need places to live, and creates a higher percentage of the population that is cost-burdened.
- Cost-burdened residents are less able to spend money on local goods and services and do not spend as much in the local economy as they otherwise could.

As noted by the Brookings Institute in an article titled, “*How are communities making housing more affordable for middle-income families?*” (published November 8, 2019):

“Middle-class residents also hit the sweet spot for consumer spending: they have more disposable income than poor households to spend on groceries, restaurants, movies...all items that are consumed locally. (Wealthy households tend to spend a smaller share of their income, so generate a smaller economic multiplier in their local area.)”

- Local employers are finding it difficult to maintain and recruit employees who are unable to find housing, or who are discovering that the limited available housing is too expensive. The lack of available employees is having a negative impact on the economic strength of the community.

- The lack of housing for middle-income buyers adversely affects housing stock that would otherwise be more available for lower income buyers as the middle-income buyers are forced to compete for housing that would otherwise be available to lower income populations.
- There is no shortage of examples of employed persons having to camp or live in vehicles on private and public lands due to a lack of available, and/or affordable, housing.
- The Kem C. Gardner Policy Institute stated some of the negative impacts associated with a lack of homeownership opportunities in a report titled, *“Housing Affordability: What Are The Best Practices and Why Are They Important?”* (published December 8, 2020):

“Homeownership is the major source of wealth for moderate-income households.”

“The [housing] shortage has also excluded many from homeownership, added to substantial increases in doubling-up of households, delayed marriages, and discouraged young people from forming new households.”

Deed-restricted properties:

While deed-restricted properties can help with getting local buyers into homes, they can restrict the wealth-building aspect of homeownership.

Should the issues constraining some of the deed-restricted projects (e.g. Arroyo Crossing and Peak View) be worked out, there will be quite a number of deed-restricted lots/homes available in the future. However, it is unknown how effective these projects will be at helping to solve the housing crisis.

The Applicant firmly believes that the deed-restriction program should be supplemented by adding more non deed-restricted lots/homes to the market. Increasing the volume as a means of countering price is a long-standing economic principle. Buyers should have an option to choose the product they want to purchase.

Inventory is needed:

On 4 Nov 2021 a search of the local Multiple Listing Service (WFRMLS) resulted in the following reports for properties that are actively for sale in the Moab Valley (including Grand and San Juan counties) (See reports, below):

- There were only six lots actively for sale with an asking price of under \$250k, with the lowest priced lot being \$179k.

- There were only eight homes (single-family and multi-family) actively for sale with an asking price of under \$600k, with the lowest priced home being \$425k.

(Note: The Applicant understands that not all houses and lots sold in the area are reported to the MLS, but does believe that the reports offer insights into the dire housing situation.)

The Property Owner's Representative has had numerous conversations with real estate agents who work in the Moab area and the message is consistent: *"More inventory is needed."*

Grand County is land constrained:

According to the 2004 Grand County General Plan only 4.3% of the land in Grand County is privately owned. This means that a very small portion of the County's land is available for a competing range of uses: agriculture, industry, commercial, housing, community spaces, etc.

The vast public lands in the county are the predominant driver that brings people to the Moab area, both as residents and as tourists. The upside of this is that the residents of the Moab valley have easy access to the extensive amount of open space that surrounds the area.

Considering the large amount of public land that is available to residents in the area, an argument can be made that requiring significant dedications of land to open space and common areas within subdivisions/PUDs (per the Rural Residential zone), or requiring large lots for residential use, is not an effective use given the finite amount of private land that is available in the Moab area.

Zoning changes are needed:

Currently, the Grand County zoning map exhibits the hallmarks of the more traditional, and increasingly outdated, "conventional" (or traditional) zoning approach to land development regulation, where land is separated into distinct zoning districts with uniform regulations (density, minimum lot size, building coverage ratios, setbacks, etc.) rather than a more form-based zoning that would allow the development of a broader range of housing options to better serve the needs of the community.

A review of the current zoning map shows that a vast swath of land in the Moab valley (particularly along the eastern side of the valley and southern end of the county) is zoned Rural Residential, including many of the largest undeveloped parcels. The lot size minimums and density requirements of the Rural Residential (and Large Lot Residential) zone make it very challenging to develop lots and housing that are affordable.

While the County (and Moab City) has made good progress in establishing overlay zones that allow for more high density housing, much still needs to be done to enable the development of lots and housing that is targeted to middle-income buyers.

- The high-density overlay (HDHO) is sited predominantly along the Highway 191 corridor, which makes it more suitable for apartment buildings than appealing to buyers in the market for single-family residences.
- The high-density overlay has had the effect of bumping-up the price of the few available properties (especially when it is in competition for commercial use) to the point where it is financially unviable to develop them into single-family lots.
- The County already has received applications for the 300 units allowed in the HDHO overlay zone.

The Property Owner's Representative has been pursuing residential land development opportunities in the Moab area for over a decade and has never found any larger parcels on the market in the past five years that are available at a price that would allow for the development of moderate-priced lots. This experience includes the property under consideration for this rezone application.

If the County maintains its extensive use of the Rural Residential zone it will all but guarantee a continued middle-income housing shortage.

An inadvertent effect of having so much land zoned Rural Residential may be a trend toward income-segregated areas if only wealthy people can afford to live on one acre, or larger, lots.

A quote from the "Solutions" section of an article titled, "*Affordable Housing – Toolkit for Counties*," which was published on March 1, 2019 on the website of the National Association of Counties, summarizes how zoning strategies can positively affect affordable housing:

"Counties can encourage the development of less expensive housing options by designating areas for medium-density zoning, where developers can build units in between the densities of single-family homes and apartment complexes, such as townhouses and duplexes. This not only introduces more affordable housing options, but also increases the overall housing stock, thereby decreasing housing prices. Counties can also use form-based code to regulate the outside structure of a home, rather than its internal use. Finally, they can use overlay zones to designate specific areas for affordable housing or higher-density housing."

There is not much medium-density zoning in the County that would effectively allow for the development of medium-priced lots.

There is a community need for smaller lot (higher density) neighborhoods:

The smaller lots and increased density afforded by a change to SLR zoning will allow the development of more affordable building lots, and consequently housing, that will help alleviate the housing crisis in the area.

A search of the local multiple listing service (WFRMLS) was conducted on November 9, 2021 to analyze the pricing difference between the sold prices of “small” and “large” lots over the past two years in Grand County in the Moab Valley (MLS reports are copied, below):

Small Lots: .2 to .25 acre lots (excluding those zoned for overnight rentals)

- 6 lots were sold in the past 2 years
- The sold prices ranged from \$124,000 to \$209,000
- The average sold price was \$152,333

Large Lots: .9 to 1.5 acre lots (none of the lots were zoned for overnight rentals)

- 4 lots were sold in the past 2 years
- The sold prices ranged from \$147,500 to \$250,000
- The average sold price was \$199,375

The average sold price for the “large” lots (or what could generally be built in the Rural Residential Zone) was 31% more than the price for a “small” lot (or what could be built if the zoning were changed).

The reconstruction of Moffitt Lane to County road standards to support a subdivision built in SLR zoning would be of benefit to the community.

The current zoning for the property will not help alleviate the housing crisis in the community:

As currently zoned (Rural Residential) any residential development on the property would need to average a minimum of one dwelling unit per acre. The zoning currently allows for two primary development options:

- 10-11 (depending on road layouts) lots, each one-acre in size, or;
- Creating a PUD with 10 lots that are .2 acres that would likely be sited next to Spanish Valley Road, and one large lot (approximately 7 acres) on the balance of the parcel. (A draft layout of this type of PUD is included, below.)

If the land were developed as currently zoned the cost of the horizontal improvements (roads, sidewalks, utilities, upgrading Moffitt Lane, etc.) added to the market value of the land would make it financially unfeasible to sell building lots at a price that would be affordable for middle-income buyers.

While the Applicant could proceed with development of the land as currently zoned using one of the above-mentioned options, neither scenario would do much to help mitigate the housing crisis in the area.

- If the land were developed into one-acre lots they would be priced out of reach of most middle-income buyers.
- If the land were developed into a PUD the resulting 10 small lots would not create much new inventory (even with 20%, or 2 lots, being deed-restricted to locals) to counter the middle-income demand for housing, plus, the lack of overall density would dictate higher finished lot pricing.

Further, if the land were developed into one-acre lots the cost and size of the finished lots would likely push buyers to build larger houses. The larger houses would be more expensive, and would be less efficient from an environmental perspective on a per lot basis. More building materials would be required, and a higher consumption of electricity and gas would be dictated.

The Washington Post noted the relationship of how larger lot sizes lead to larger homes in an article titled, *“Downsizing the American Dream: The new trend toward ‘missing middle housing’”* (published February 14, 2019):

“Daniel Parolek, principal architect with California-based Opticos Design, who coined the “missing middle” term, points to zoning codes with density maximums and impact fees that remain the same, regardless of housing size, that incentivize developers to build big. For example, if zoning allows no more than two units per acre, the incentive will be to build the biggest, most expensive [housing] units possible.”

“The biggest challenge to building smaller housing is municipalities,” said Scott Thorson, chief operating officer of Oakwood Homes. “We hear all the time from city and town management that they want affordable housing, but then they turn around and require large-lot programs.”

“Thorson said a key is to build on smaller lots.”

4. Will there be benefits derived by the community or area by granting the proposed zoning?

Yes:

The community will benefit if the proposed zoning is granted, as it will allow the development of residential building lots that will be better targeted to middle-income buyers. And, through the use of deed restrictions, a portion of the lots will be exclusively available to locally employed people.

Zoning is key to changing the market:

Although the County has initiated policies (ADUs, deed-restricted properties, etc.) to help alleviate the housing crisis in general, and added high density overlays to increase the supply of affordable housing, a broader effort to allow more land to be developed with tighter densities is a critical step toward mitigating the middle-income housing needs. Tighter densities are essential to increasing the supply of lots on the market, and to help address the housing needs of what is commonly titled, “the missing middle,” while still being compatible with the surrounding area.

As summarized by the Kem C. Gardner Policy Institute in reference to its report titled, *“Housing Affordability: What Are The Best Practices and Why Are They Important?”* (published December 8, 2020):

“Zoning ordinances, in no small measure, control the supply of housing through land use, density, and design regulations. These regulations, more than any other local policies, govern the annual supply of single-family and multifamily housing. They provide a powerful policy tool to increase the supply of housing.”

The report includes some other relevant findings:

“Without accommodative land use regulations, there is little chance a city’s housing policies can influence prices, provide diverse housing types, or meet changes in homebuyers’ preferences.”

“Zoning ordinances, in many cities, do not reflect the shift in preferences to higher-density, more affordable housing. Zoning often lags changes in market preferences.”

“Less restrictive zoning is a necessary condition for improved housing affordability and increased housing production.”

Conceptual Plan for Rezone:

The Applicant has attached a “Conceptual Plan for Rezone” (“Plan”), which captures the current vision for the property if the rezone is approved. The change in zoning would allow for a development with some key features:

- Lot sizes of at least .2 acres each, with larger lots in the .26 to .3 acre range being clustered along Spanish Valley Drive:

- The building lots are not too dissimilar in size to those in neighboring developments, particularly in reference to the larger building lots that are clustered along Spanish Valley Drive.
- The .2-acre lot minimum is the same as could currently be built on the property under the PUD process, where ten .2-acre lots would be clustered next to Spanish Valley Drive.
- The Plan offers 29 lots:
 - 9 Duplex Lots: These lots, particularly those that will be deed-restricted, will help local buyers afford to own homes in the community as they will be able to rent one side of the duplex to help offset their mortgages.
 - 20 Single Family Detached Lots: By design, these lots are all sized at about .2 acres (the minimum size allowed in an SLR zone) with the goal of being able to price the lots as low as possible, and to encourage purchasers to build smaller homes than they might otherwise construct on larger lots. The smaller homes will be less expensive to build, cheaper to operate, and have a lower overall environmental impact on a per home basis than if larger homes were built on the property with one-acre lots, per current zoning.
 - 20%+ of the lots would be deed-restricted to make them available, and more affordable, to local buyers.
- Buffer zones along the western and southern edges where the property abuts other private property. The property is buffered by Spanish Valley Drive on the northern side (with the requisite screening mandated for duplexes), and by Moffitt Lane on the eastern side.
- It sets aside land to dedicate for the future expansion of Spanish Valley Drive, plus room to add a sidewalk/trail.
- A street layout that accommodates the future development of the vacant properties to the east and south.
- The use of solar on house roofs is envisioned, but this information was not captured on the Plan.
- The 11-acres of land is almost perfectly flat, and is a good candidate for a tighter density development.

- The Plan [with the tighter densities allowed in SLR zoning] would encourage more efficient use of land and public streets, utilities, and government services, and promote greater variety in the type and design of buildings available to the community. (This text was taken directly from “The Grand County Land Use Code, as amended through April 2008.”)

5. Is the proposal in conformance with the policies, intents and requirements of Grand County General Plan, specifically Chapter 4: Future Land Use Plan

“The General Plan is...an advisory document that recommends changes to the land use code.” (p.3)

General Plan – in general:

If the current Land Use Code reflects the, “policies, intents and requirements” of the General Plan, there is no other conclusion than to state that the General Plan has failed the community in regard to providing proper housing options for the residents of Grand County.

The General Plan (and consequently the Land Use Code) has specifically failed to accomplish some of the key “visions” stated in Chapter 3 (p.49):

“Ample housing choices are designed and priced to fit the range of local earning power, ages, and abilities. Government policies and business decisions result in more affordable housing on-the-ground.”

“Citizens are able to live and work in the county because of a well-planned mix of housing types and price-ranges in diverse and vibrant neighborhoods near employment and services.”

While it is easy to go back in time and critique a lack of accurate prognostication, the current General Plan, which was published in 2012, is rather out of date in regard to its ability to, “...provide...direction for decisions affecting the use and development of land...” and has particularly fallen short on the topic of providing adequate housing stock with its claim of being, “...long-range, extending two decades into the future, well beyond the pressing concerns of today.”

There is a contradiction within the General Plan, which unfortunately has carried over into the Land Use Plan, and has adversely affected the residents of the County. While the General Plan does call out as key findings that, “Grand County has experienced robust growth for over two decades...” and that, “An additional 2,134 residents are forecasted to live in Grand County by 2030...[which] translates to as many as 1,000 additional occupied housing units...” the General Plan fails to present land use densities that will accomplish its own stated goals.

The General Plan identified the problem, yet failed to provide for a solution. And while the latest housing boom has exacerbated housing issues around the nation, the crisis in the Moab area was well-established prior to the boom.

General Plan – Chapter 4: Future Land Use Plan:

While a rezone would not fully conform with Chapter 4, the Applicant counters that the General Plan does not address a critical community need, and that there is a clear and compelling demand for more housing options for middle-income residents that will benefit the community if the rezone is approved.

“Open-space” requirements

A rezone to SLR would not fully comply with the General Plan’s open-space recommendations for areas that are currently zoned Rural Residential. However, the Applicant contends that the open-space requirements that are part of the Rural Residential zone requirements plague the development of housing that will meet the needs of lower and middle income residents and therefore should be modified. The open-space requirements effectively add cost to developable land that is already expensive.

As noted in paragraph 8, below, the land under consideration for this rezone application does not contain seven of the eight of the “highest priority” types of open space. The noted exception is “agricultural land,” but as pointed out below, the land is not currently in production, nor is it expected to return to production.

Comparing the open-space set-asides prescribed by the General Plan to the formulas in the current Land Use Plan, one can see that the Land Use Plan has deviated from the General Plan and requires less land to be set-aside under various development scenarios. While one might see this as progress, it is also clearly a deviation from the General Plan to allow higher density developments.

There is a finite amount of potentially developable land in the Moab valley and continuing to require set-asides for open space within subdivisions further restricts potential housing stock.

As noted in the General Plan, “...many of the new residents are young individuals attracted by the outdoor lifestyles and recreation in Grand County...”(p.14). While open space within communities can offer value, the truly valuable open space is the public lands that surround the Moab area.

“Future Land Use Plan Designations and Map”

A review of the current zoning map shows an extensive amount of land that is zoned Rural Residential. In addition to further limiting the potential to develop a meaningful housing supply, the extensive use of this zoning runs counter to the

General Plan's goal of increasing an adequate supply of housing to meet the community's needs, which includes the development of more affordable housing.

"Compact Housing Near Moab and Rural Development Patterns Further Out"

Although the Rural Residential zone does in part support the General Plan's call-out, "...for urban density neighborhoods, including multi-family housing near Moab with tiers of decreasing density for single-family neighborhoods to the county line", the extensive use of the Rural Residential zone (and to a lesser degree Large Lot Residential) has effectively limited the options for developing higher density single-family neighborhoods that would help span the gap between high density housing and the more expensive houses that are often sited on larger parcels.

A lot of the rural feeling in Spanish Valley has already been lost in the past few decades and it is not difficult to posit that it will continue to transition to higher density use in the coming years. San Juan County will continue to allow housing development, much at higher densities than is currently allowed in Grand County's Rural Residential zone, and many of these new residents will travel to Moab via Spanish Valley Drive and Highway 191.

"Affordable Housing"

The General Plan advocates for the development of affordable housing. While it would be a huge challenge to provide housing for all residents that consumes, "...no more than 30 percent of their gross annual household income..." the change in zoning to SLR would align with many of the prescriptions and goals in the "2017 Moab Area Affordable Housing Plan":

- Lot size: "Large lots lead to urban sprawl. Extension of utilities, longer streets and sidewalk, and a lack of compact design all cost the developer money and add maintenance costs to the local jurisdiction. Conversely, small lots increase land use efficiently."
- Density:
 - "Generally, a higher number of dwellings per acre will lead to lower housing costs, lower costs of installation and maintenance of utilities, and is an efficient use of all services."
 - "Current density barriers include those associated with: Planned Unit Developments..." (This is very true in regard to a PUD that can be developed in the Rural Residential zone.)
 - "Increase zoning densities along major transportation corridors..." (Spanish Valley Drive is a major corridor.)

- Missing Middle Housing: *“...a range of multi-unit...housing types compatible in scale with single-family homes...”* (Note: the Conceptual Plan includes duplex lots.)
- *“Provide greater flexibility in the...County land use codes to support residential and mixed-use developments.”*
- *“Create and protect enough affordable housing in the Moab Area so that it is not a limiting factor for the community’s evolution.”*
- *“Expand the housing stock through the development of compact, walkable neighborhoods served by reliable infrastructure.”*
- *“Adopt and amend local land use regulations to provide more opportunities for affordable housing development.”*

“Opportunities for Economic Vitality”

A rezone to SLR will facilitate the development of more affordable lots and housing, which in turn will support the needs of the employees who will maintain and build the economic vitality of the area.

General Plan – economics and demographics:

Within the Economic and Demographic Trend Summary section is information about the age groups that are primarily moving to the County:

“Examining the population change by age group shows that two age groups are moving to the area: baby boomers and young adults. Nearly half of new residents moving to Grand County are between the ages of 18 and 29.” (p.14)

And, following a table that indicates a negative population change from 2000-2010 for ages 0-17:

“The negative growth rate in the bottom to age groups could spell decreasing enrollment in area schools, unless the swelling number of young adults can establish themselves in Grand County and remaining through their 30’s and 40’s.” (p.15)

Clearly, providing adequate housing options would be an important aspect of encouraging young adults to “establish themselves in Grand County.”

The General Plan did elucidate the potential impacts to the housing market due to being a community that draws “part-time residents,” which reinforces the importance of having a percentage of deed-restricted properties in future developments:

“According to the 2010 Census, part-time retirement homes and vacation homes made up 12% of the county’s housing stock. While this may not seem like a significant portion of the housing stock, even a small external demand for housing units does seriously impact housing prices in a relatively small market.” (p.18)

“Grand County’s landscape and moderate climate make it very appealing to out-of-area-investors. Consequently, the local housing market has experienced increased external market demand for second/seasonal homes, retirement homes, and general investment properties. External-market real estate purchasers have the ability to bid higher purchase prices than those supported by prevailing wages in the local market.” (p.18)

General Plan – economics, vision, goals and strategies:

The General Plan breaks down the components of the local economy and the importance of improving varied business segments. Whether the economic drivers for the county rely on tourism, the locally employed (construction, BLM, medical, etc.), or residents with outside incomes (retired, remote workers), it is important for all of these individuals to be able to find appropriate housing if the local economy is to remain robust.

Providing effective housing and land development policies is essential to support the people (business owners, employees, residents in general) who will fulfill many of the stated goals and strategies in the Plan that pertain to creating a, **“...diverse, prosperous, and sustainable economy.”** (pp.38-39):

- *“Locally-owned businesses are the economic engines of the community.”*
- *“Existing and new businesses tap new markets for locally produced goods and services, providing the basis for year-round prosperity and more high-paying jobs.”*
- *“Support and participate in the established economic development efforts of local, regional and state government agencies to enhance businesses and attract new businesses.*
- *“Foster a business-friendly atmosphere where entrepreneurs can thrive.”*

A rezone of the property to SLR will help provide the housing that is required to support the above-quoted goals.

General Plan – Chapter 5: Fiscal Impact of Development Patterns:

This part of General Plan has a number of pages that basically boil down to saying that denser developments should be sited closer to towns and population

centers to reduce operational expenditures (public safety, roads and bridges, fire and EMS, etc.) for the county.

“A future development pattern that concentrates growth near municipalities and within primary transportation corridors will cost less to provide with county roads than dispersed development and will save the county money.”

Although the land under consideration for a rezone is not “close” to Moab, per the dictates of the General Plan, it is closer to two of the three “rural centers” that are proposed in the General Plan: one in the vicinity of the intersection of Spanish Valley Drive and Spanish Trail Road and another near Lemon Lane. (The subject property is also only about 2,300 feet (.43 miles) from the “High Density Housing Overlay – ELIGIBLE PROPERTIES.”)

This section of the General Plan is somewhat shortsighted, as it seems to completely ignore the fact that if Moab-area residents are forced to move to San Juan County to find suitable housing the costs to Grand County may well be higher than if they found housing closer to Moab. Plus, the property taxes collected in San Juan County would not do as much to offset the costs to Grand County.

Thus, a rezone of the property to SLR, would counter some of the cost concerns expressed in this chapter.

6. Should the development be annexed to a city? Not at this time.

7. Is the proposed density and intensity of use permitted in the proposed zoning district?

The proposed density and intensity, as illustrated in the aforementioned Conceptual Plan for Rezone, would be permitted in the proposed zoning district (SLR). While the Plan is not set in stone, any alternative plan would also comply with the rules of the SLR zone.

8. Is the site suitable for rezoning based on a consideration of environmental and scenic quality impacts?

Environmental considerations:

The Applicant believes that a tighter density development, which would be allowed with a rezone to SLR, would lessen some potential environmental impacts than if the land were developed under the current Rural Residential zoning:

- As mentioned above, a residential development on the subject property would create housing that is closer to Moab than if

homeowners were to live in San Juan County. This would reduce the impact to Grand County roads and reduce the amount of pollution emitted as residents drive fewer miles to reach the main population center. (There would also be a reduced use of Grand County EMS and Fire, if called to serve residents of San Juan County).

- Smaller lots are a more efficient use of space and require less maintenance and irrigation on a per dwelling basis.
- Smaller lots will encourage the building of smaller homes, which are more efficient on a per dwelling basis.

Scenic quality impacts:

Currently, the land is fallow agricultural land with no plans to return it to production. It has no water rights associated with it. It is just a big, empty, flat lot.

With exception of “agricultural lands” (which is debatable considering the Applicant has no plan to return the land to production), the land has none of the “higher priority” types of open-space listed in the General Plan, which include: riparian areas, 100-year floodplain, trail corridors, ridgelines, historic or archeological sites, geologic hazard areas or steep slopes.

The Applicant believes that converting the land to a higher and more productive use would have little adverse impact on surrounding properties, and provide housing that is much-needed in the community.

9. Are the proposed uses compatible with the surrounding area or uses; will there be adverse impacts; and/or can any adverse impacts be adequately mitigated?

The Applicant believes that the proposed zone change to SLR will allow for the development of a neighborhood that will be compatible with the surrounding uses.

While a development on the property under the SLR zone would result in smaller lots overall than those typically found in the surrounding area, the Applicant contends that the impact will not be adverse to the area. The minimum lot size is .2 acres in the SLR zone and will still fit into an area that is predominantly single-family housing.

The biggest change will be noted by those driving along Spanish Valley Drive, but the development envisioned in the Conceptual Plan will frontload the largest lots along this main artery, and they will be screened by trees or a wall, and be set

back enough to accommodate future expansion of the road and the addition of a trail.

Some of the developments that exist along Spanish Valley Drive include:

- The Pueblo Verde Subdivision, which is located about one tenth of a mile to the east, consists of .34 to .38 acre residential lots that are front-loaded along Spanish Valley Drive.
- The Blu Vista Casitas Subdivision, which is located just over one tenth of a mile to west, consists of half-acre residential lots sited along Spanish Valley Drive. Although currently there is a buffer zone between Spanish Valley Drive and the subdivision, it looks like this buffer would be consumed if Spanish Valley Drive is expanded and a trail were installed on the south side of the road.
- Rim Village Townhomes, located about a mile to the north, presents a higher density development than what is possible for the subject property if rezoned to SLR. Plus, some of the townhomes offer nightly rentals, which increase the impact to the community.

Additionally, the subject property is only about a quarter mile from the county line (or about one half a mile if one follows Spanish Valley Drive). The future development possibilities in San Juan County have greater potential to adversely impact the surrounding area.

Spot zoning...

One expected counterpoint to this zone change request is that some may consider it an act of “spot zoning,” which is defined in the Land Use Code as,

“Where a particular small tract within a large district is specifically zoned so as to impose upon it restrictions not imposed upon the surrounding lands, or grant to it special privileges not granted generally, not done in pursuance of any general or comprehensive plan.”

While it could be debated whether an 11-acre lot is “small,” the more cogent response is that the General Plan has fallen short in providing, “...*direction for decisions affecting the use and development of land...*” in regard to the County’s evolving housing needs, and therefore should not be fully relied upon to present a roadmap for the community.

As noted above, there is a contradiction in the General Plan. It calls out the importance of providing adequate housing, yet fails to provide a land use density plan that will allow for it. Zone changes in general, and for the subject property

in specific, would help correct this contradiction in the General Plan, advance the welfare of the community, and still conform with the spirit of the General Plan.

The following quotes from the General Plan are worth reprinting here:

“Ample housing choices are designed and priced to fit the range of local earning power, ages, and abilities. Government policies and business decisions result in more affordable housing on-the-ground.”

“Citizens are able to live and work in the county because of a well-planned mix of housing types and price-ranges in diverse and vibrant neighborhoods near employment and services.”

A county’s legislative body has broad discretion in establishing zoning regulations:

“The wisdom of the zoning plan, its necessity, and the nature and boundaries of the district to be zoned are matters which lie solely within the discretion of the [legislative body]”

“Though a [legislative body] may have a myriad of competing choices before it, the selection of one method of solving the problem in preference to another is entirely within the discretion of the [legislative body]; and does not, in and of itself evidence an abuse of discretion.”

Tolman v. Logan City, 2007 UT App 260, ¶ 14, 167 P.3d 489

10. Are adequate public facilities and services available to serve development for the type and scope suggested by the proposed zone? If utilities are not available, could they be reasonable extended? Is the applicant willing to pay for the extension of public facilities and services necessary to serve the proposed development?

Utilities:

- Grand Water & Sewer Service Agency: Dena Van Horn, of Grand Water & Sewer, confirmed by phone (4 Nov 2021) that they should have no problem supplying water (culinary, irrigation and fire) and sewer for a subdivision with up to 50 lots (Applicant’s Representative gave a high estimate to be safe). (See preliminary will serve letter, below.)
- Dominion Energy (Gas): Callie Whitney, of Dominion Energy, confirmed by email (26 Jul 2021) that Dominion would be “happy” to provide gas service to a new subdivision with up to 55 lots (Applicant’s Representative gave a high estimate to be safe).

- Rocky Mountain Power: RMP has not returned Applicant's phone call yet, but power is not expected to be an issue.

Roads:

- Spanish Valley Drive: The Applicant understands that some land may need to be dedicated for the ROW for Spanish Valley Drive to accommodate future expansion plus the addition of a sidewalk or trail.
- Moffitt Lane: Applicant understands that Moffitt Lane will likely need to be reconstructed to county standards if developed under SLR zoning, , and that this would be paid for by the project. (Improvements to Moffitt Lane would also benefit current residents in the area who have asked that the county improve the road.)

-- END --

GENERAL REZONE APPLICATION

Shumway Property, LLC
4400 S. Spanish Valley Drive, Moab UT 84532
Parcel 02-0026-0040 (11.01 acres)

Articles re Housing Crisis

The Times-Independent, *"Half of Moabites can't afford housing,"* published October 29, 2020. The article is primarily focused on Kaitlyn Myers' presentation of the findings of the Moab Area Housing Task Force to the Moab City Council and the Grand County Commission:

"The gap between the average wage and the median home price is even larger; two people both with a typical Moab wage could not combine their earnings to afford an average house in Moab, according to the report. By 2030, a typical house in Moab may be too expensive for even a household of three conventional workers to afford."

"Myers said during a report to the county commission that the area needs more housing for people earning more than the area's median income, "but," she told commissioners, "you can see that we also need a lot of new housing for people that are lower incomes, especially" for people who earn less than 30% of the area's median wage."

"The report shows not only that the current gap between wages and housing prices is dire, it puts in sharp detail how quickly the two could diverge in the near future, as well."

"...studies showed that the cheapest home sold in 2017 was too expensive for half of Grand County residents and that the county had the largest shortfall between the area's typical income and the area's typical rent of any county in Utah in 2018 — including those on the Wasatch Front."

The Times-Independent, *"Moab's housing crises create a hiring crisis,"* published May 20, 2021:

"Across Moab, employers large and small, public and private are struggling to hire and hang on to new employees. The primary identified culprit: the city's tight housing market and skyrocketing real-estate costs."

*“Grand County’s Human Resources Director Renee Baker...Baker estimated that **roughly 20% of people offered a job at the county decline it due to housing costs and paucity.**”*

*“And even after employees begin working, employers aren’t necessarily in the clear. Katherine Sullivan, Moab Regional Hospital’s Director of Human Resources, wrote in an email that **the hospital has lost nine employees to housing issues this past year alone.**”*

KUTV, “Moab housing among the most expensive in Utah, hurting locals looking for a place,” published August 22, 2021:

*“Of the 29 counties in Utah, **one of the most expensive for housing is Grand County** — home of Moab, the popular tourist destination.”*

*“The latest data show **the median price of a home in that county in June was \$584,500**, according to the Utah Association of Realtors, which was the fourth highest in the state. Only Summit, Wasatch, and Morgan counties were higher.”*

*“**Somebody wants to live in Moab and has a job, but they get here and they can’t find a house - whether it is to rent or to buy - and so they bounce. They leave,**” [Moab Mayor] Niehaus said. “A lot of the stories of people not being able to find a home have bounced out of town and, unfortunately, that’s the reality in Moab.”*

Example of a layout for a PUD that is allowed by current zoning.

Spanish Valley Drive

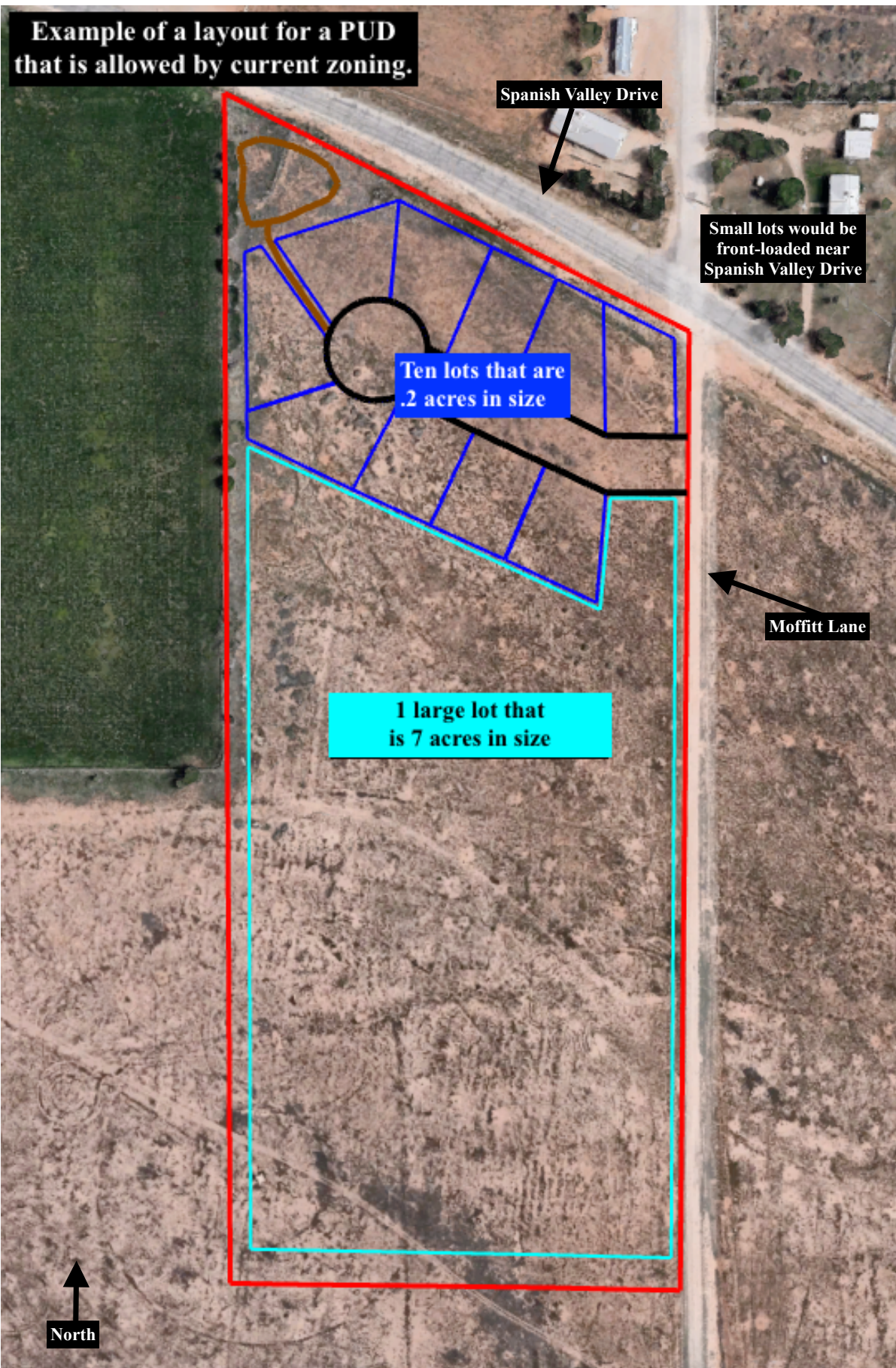
Small lots would be front-loaded near Spanish Valley Drive

Ten lots that are .2 acres in size

1 large lot that is 7 acres in size

Moffitt Lane

North





Grand Water & Sewer Service Agency

3025 E Spanish Trail Rd. PO Box 1046 Moab, Utah 84532
435-259-8121 telephone 435-259-8122 fax

PRELIMINARY

APPLICATION FOR WATER AND/OR SEWER SERVICE AVAILABILITY

Date: Nov 9, 2021

Property Owner: Jim Schnepel

Mailing Address: PO Box 494

City: Kamas State: Utah Zip: 84036

Telephone: 801-231-3666

E-mail: _____

Contact Person (if different): _____

Contact Phone: _____

Service Address: 4400 S. Spanish Valley Drive

Parcel Number: 02-0026-0040

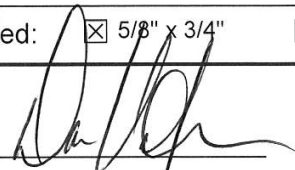
Number of Units: 50

Requested Services: Water & Sewer Water Only Sewer Only

Project Type: Residential Commercial Industrial

Type of Business: _____

Meter Size Requested: 5/8" x 3/4" 1" 1.5" 2" Other

Authorized Signature: 

Date: 11-9-2021

This approval is PRELIMINARY proof of service availability. GWSSA REQUIRES A WILL SERVE APPLICATION, FEE AND DEVELOPMENT REVIEW PRIOR TO FINAL APPROVAL.














Photo	MLS#	List Price	Status	Style	Tot SqFt	Sold Price	NS/EW	Photos
	Address			City, State		Acre	Tour/Open	Gar/Prt
	Bd/Bth/Fm	Bsmt/%Fin	List DT	Sold DT	Year Blt	Type		
	1757715	\$425,000	Active	Split-Entry/Bi-Level	2,500	\$0	/	4
	452 Park Dr			Moab, UT		0.17	None	1/0
	4/2.00/1	/100%		07/26/2021		1970 ⓘ	Single Family	
	1768667	\$479,000	Active	Rambler/Ranch	1,648	\$0	589 S / 589 W	45
	589 Huntridge Dr			Moab, UT		0.23	None	0/1
	3/2.00/1	/%		09/09/2021		1956 ⓘ	Single Family	
	1743656	\$489,000	Active	Manufactured	1,501	\$0	/ 2739	18
	2739 Nuevo Ct #2			Moab, UT		0.64	View Tour	2/0
	3/2.00/1	/%		05/21/2021		2021	Single Family	
	1743658	\$495,000	Active	Manufactured	1,501	\$0	/ 2771	18
	2771 Nuevo Ct #5			Moab, UT		1.00	View Tour	2/0
	3/2.00/1	/%		05/21/2021		2021	Single Family	
	1775438	\$499,000	Active	Rambler/Ranch	1,524	\$0	S / E	45
	1182 Austin Dr			Moab, UT		0.25	View Tour	2/0
	4/2.00/1	/%		10/13/2021		2004	Single Family	
	1777521	\$550,000	Active	Rambler/Ranch	1,352	\$0	3593 / 3593	25
	3593 E Kerby Ln			Moab, UT		1.00	None	0/1
	3/2.00/0	/%		10/29/2021		1981	Single Family	
	1772331	\$575,000	Active	Tri/Multi-Level	2,592	\$0	S / W	36
	2450 San Jose Rd			Moab, UT		1.00	None	1/0
	4/3.00/1	/70%		10/01/2021		1978	Single Family	
	1775661	\$575,000	Active	Manufactured	1,920	\$0	S / E	52
	3427 Lemon Ln			Moab, UT		1.05	View Tour	1/0
	3/3.00/1	/%		10/15/2021		2016	Single Family	

Photo	MLS#	List Price	Status/Type	Lease Pr	Price per	Zoning	
	Address		City, State		Acres	NS/EW	Tour/Open
	Lot	Plat	Water	Utilities		Sold Price	
	1778268	\$179,000	Active / Exclusive	0.00			
	2233 S Rio Verde		Moab, UT		0.30	2233 /	None
	4	SOLANO VALLE	Culinary Available	Gas: Available; Gas: Not Connected; Power: Available; Power: Not Connected; Sewer: Available; Sewer: Not Connected; Sewer: Private			\$0
	1777076	\$209,000	Active / Exclusive	0.00			
	3401 Westwater Dr		Moab, UT		0.39	/	None
	20	PUESTA DEL SO	Culinary Available	Gas: Available; Gas: Not Connected; Sewer: Public; Gas: Stubbed; Power: Stubbed; Sewer: Stubbed			\$0
	1751815	\$225,000	Active / Exclusive	0.00		RA-1	
	1289 E Dream Dr		Moab, UT		0.28	S / 1289 E	None
	19-A	MILL CREEK VILI	Culinary Available	Gas: Stubbed; Power: Stubbed; Sewer: Stubbed			\$0
	1746989	\$229,000	Active / Exclusive	0.00	Acre		
	2241 Salida Del Sol		Moab, UT		0.42	/	None
			Culinary Available	Gas: Available; Power: Available; Sewer: Available			\$0
	1776936	\$230,000	Active / Exclusive	0.00	Acre	RR	
	3323 S Creekside Ln		Moab, UT		0.42	/	None
	9	CREEKSIDE EST	Culinary Available	Gas: Available; Power: Available; Sewer: Available; Sewer: Public; Power: Stubbed			\$0
	1758013	\$249,000	Active / Exclusive	0.00		RR	
	4144 Valle Del Sol Dr		Moab, UT		1.00	/	View Tour
			Culinary Available	Gas: Available; Power: Available; Sewer: Available			\$0





UtahRealEstate.com - Brief Report - Land

Nov 9, 2021: 2 year history of sold lots, .2-.25 acres,
located in Grand County in Moab valley
(excludes those that allow for overnight rentals)

Photo	MLS#	List Price	Status/Type	Lease Pr	Price per	Zoning	
	Address		City, State		Acres	NS/EW	Tour/Open
	Lot	Plat	Water	Utilities		Sold Price	
	1611895	\$124,000 (sold price) \$129,000	Sold / Exclusive R 0.00			SLR	
	3340 Watchman Trail		Moab, UT		0.25	/	None
	12	WATCHMAN EST	Culinary Available	Gas: Stubbed; Power: Stubbed; Sewer: Stubbed			\$124,000
	1720910	\$124,000 (sold price) \$140,000	Sold / Exclusive R 0.00				
	3276 E Desert Willow Dr		Moab, UT		0.24	/	None
	15	RIM VILLAGE VIS	Stubbed	Gas: Available; Power: Available; Sewer: Available			\$124,000
	1589136	\$135,000 (sold price) \$145,000	Sold / Exclusive R 0.00			RA-1	
	1298 E Dream Dr		Moab, UT		0.20	1298 S / 1298 E	None
	5	MILLCREEK VILL	Connected	See Remarks; Gas: Available; Gas: Not Connected; Power: Available; Power: Not Connected; Sewer: Available; Sewer: Public; Gas: Stubbed; Power: Stubbed; Sewer: Stubbed			\$135,000
	1725406	\$142,000 (sold price) \$149,000	Sold / Exclusive R 0.00			MFR	
	3243 E Meador Dr		Moab, UT		0.23	/ 3243	None
	18	RIM VILLAGE VIS	Culinary Available	Gas: Available; Power: Available; Sewer: Available; Sewer: Public; Power: Stubbed			\$142,000
	1700133	\$180,000 (sold price) \$189,500	Sold / Exclusive R 0.00				
	545 E Peacock Ln		Moab, UT		0.21	S / 545 E	View Tour
	1	MULBERRY GRC	Stubbed	Gas: Stubbed; Power: Stubbed; Sewer: Stubbed			\$180,000
	1736308	\$209,000 (sold price) \$209,000	Sold / Exclusive R 0.00			R2	
	714 N Palisade Dr		Moab, UT		0.22	714 /	None
	54	THE PRESERVE	Culinary Available	Gas: Stubbed; Power: Stubbed; Sewer: Stubbed			\$209,000

UtahRealEstate.com - Brief Report - Land

Nov 9, 2021: 2 year history of sold lots, .9-1.5 acres,
located in Grand County in Moab valley
(does not include those that allow for overnight rentals)

Photo	MLS#	List Price	Status/Type	Lease Pr	Price per	Zoning	
	Address		City, State		Acres	NS/EW	Tour/Open
	Lot	Plat	Water	Utilities		Sold Price	
	1731490	\$147,500 (sold price) \$150,000	Sold / Exclusive R	0.00		RR	
	3953 S Spanish Valley Dr		Moab, UT		0.90	/	View Tour
	6	VOTH SUBDIVISI	Connected	Gas: Available; Power: Connected; Sewer: Connected; Sewer: Public			\$147,500
	1614656	\$170,000 (sold price) \$199,000	Sold / Exclusive R	0.00			
	2666 S Desert Rd		Moab, UT		1.20	2666 /	None
		HACKNEY SUBD	Connected; Well(Gas: Available; Power: Available; Sewer: Available			\$170,000
	1761957	\$230,000 (sold price) \$239,000	Sold / Exclusive R	0.00		RR	
	1235 E Knutson Cor		Moab, UT		1.00	/ 1235	None
			Culinary Available Gas: Stubbed; Power: Stubbed; Sewer: Stubbed				\$230,000
	1725326	\$250,000 (sold price) \$248,000	Sold / Exclusive R	0.00		RR	
	3100 S Rimrock Rd		Moab, UT		1.00	3100 S / 3100 W	None
			See Remarks; Cu	See Remarks; Gas: Available; Gas: Not Connected; Power: Available; Power: Not Connected; Sewer: Available; Sewer: Not Connected; Sewer: Public; Sewer: Stubbed			\$250,000

Agenda Summary
GRAND COUNTY PLANNING COMMISSION
January 10, 2022
 Item No.

TITLE:	Public Hearing to consider ordinance approving the Amended and Restated Development Agreement for Viewgate Terrace HDHO development.
FISCAL IMPACT:	N/A
PRESENTER(S):	Planning and Zoning Department

Prepared By:
GRAND COUNTY
PLANNING &
ZONING

FOR OFFICE USE ONLY:

Attorney Review:

Pending

STATED MOTION :

I move to send a favorable recommendation to the County Commission to adopt the ordinance approving the Amended and Restated Development Agreement for Viewgate Terrace HDHO development, allowing for a 6-month extension of the phase II final plat approval deadline.

STAFF RECOMMENDATION: APPROVE

Applicant has met all requirements of LUC section 4.7

BACKGROUND:

The County Commission approved the HDH District for Viewgate Terrace via Ordinance No. 599 on October 15, 2019. Viewgate Terrace phase I Final Plat was approved on July 21, 2020. The phase II final plat is currently being processed, but the expiration date for approval has already passed (October 21, 2021), per LUC section 4.7.

ATTACHMENT(S):

1. Proposed amended Development Agreement
2. Draft Ordinance
3. HDH District approval -- Ordinance 599



Elissa Martin <emartin@grandcountyutah.net>

Re: View gate Terrace

williamahansen87@gmail.com <williamahansen87@gmail.com>

Thu, Dec 16, 2021 at 4:40 PM

To: Elissa Martin <emartin@grandcountyutah.net>

Cc: John Guenther <jguenther@grandcountyutah.net>, Christina Sloan <csloan@grandcountyutah.net>, Alan Melchior <aceal1@aol.com>

Elissa,

Please consider this email our formal request for extending our HDHO final plat. As per your request, I have included the following factors that have inhibited us meeting the usurped deadline.

1. We have had to deal with unforeseen and intricate issues related to subsurface water on certain lots and the establishing an appropriate mitigation for the water. This has required considerable time and effort in both engineering and legal.
2. Much of the engineering efforts related primarily to the water situation were occurring while the county planning department was in flux, as it were. This contributed heavily to the exchange and processing of information between the participating entities being slowed considerably.

Please let me know if you need additional clarification and what our next step should be. Thank you for your help.

Will Hansen

From: Elissa Martin <emartin@grandcountyutah.net>

Sent: Thursday, December 16, 2021 10:37 AM

To: William Hansen <williamahansen87@gmail.com>

Cc: John Guenther <jguenther@grandcountyutah.net>; Christina Sloan <csloan@grandcountyutah.net>

Subject: Re: View gate Terrace

Good morning William,

[Quoted text hidden]

[Quoted text hidden]

NOTICE TO TITLE COMPANY:
SECTION 3 HEREIN REQUIRES
EACH DEED OF CONVEYANCE
INCLUDE THE DEED RESTRICTION
SET FORTH IN SECTION 3.2

**AMENDED AND RESTATED
DEVELOPMENT AGREEMENT
AND DEED RESTRICTION
HIGH DENSITY HOUSING OVERLAY DISTRICT
*Pursuant to Grand County Code Section 4.7***

This AMENDED AND RESTATED DEVELOPMENT AGREEMENT AND DEED RESTRICTION (this “**Agreement**”) is effective _____, 2022 (the “**Effective Date**”) by and between Viewgate Development, LLC, a Utah limited liability company with its principal place of business located at 5442 S900 E #532 Salt Lake City, UT 84117 (“**Owner/Developer**”), and Grand County, a political subdivision of the State of Utah (“**County**”).

Recitals

- A. **WHEREAS**, Owner/Developer owns that certain property situated in Grand County, Utah, as more particularly described in *Exhibit A* (the “Property”), which is attached hereto and incorporated herein by this reference.
- B. **WHEREAS**, Owner/Developer requested Grand County to apply the High Density Housing Overlay District (the “HDHO District Application”) to the Property to take advantage of the Development Standards and other Development Incentives set forth in Section 4.7 of the Grand County Land Use Code (the “LUC”).
- C. **WHEREAS**, the Grand County Commission, in the exercise of its legislative discretion and following all required public hearings, approved the application of the HDHO District to the Property together with the associated Master Plan and Development Agreement and Deed Restriction (the “Development Agreement”) via Ordinance No. 599 on October 15, 2019.
- D. **WHEREAS**, the Development Agreement provides that no fewer than eighty percent (80%) of the Lots and Units developed on the Property are deed restricted for Primary Residential Housing for Actively Employed Households, as defined in LUC Section 4.7.3 and subject to the County’s HDHO Rules and Regulations on file with the County.
- E. **WHEREAS**, LUC Section 4.7.3 defines Actively Employed Households to include an owner or owner’s representative of a business or entity with a primary place of business within Grand County but fails to clarify that the local business or entity may hold fee simple title to the HDHO Lot or Unit so long as the owner or director qualifies under Section 4.7.3(A)(2).

- F. **WHEREAS**, LUC Section 4.7.8(F) provides that the HDHO District approval shall automatically expire and be void unless the County approves and developer records a final plat for the HDHO development in accordance within 24 months of the date of HDHO District approval, which deadline for the project is October 15, 2021 (“HDHO Expiration Deadline”).
- G. **WHEREAS**, on July 21, 2020 the final plat for Phase I, Viewgate Terrace, was approved by the Grand County Commission by Resolution No. 3232;
- H. **WHEREAS**, on December 16, 2021, the Owner/Developer requested an extension to the HDHO Expiration Deadline and stated in support several reasons for the extension including unforeseen and intricate issues related to subsurface water on certain lots and the need to establish appropriate mitigation for the water, requiring considerable time and effort in both engineering and legal, and County staffing transitions and shortages since the County approved the HDHO Development;
- I. **WHEREAS**, pursuant to Utah Code § 17-27A-102(1)(b) and LUC Section 4.7, as amended, the Parties desire to amend and restate the Development Agreement for the purpose of permitting such local businesses and entities to hold fee simple title to HDHO Lots and Units and to extend the deadline for final plat recordation for Phase II, Viewgate Terrace;
- J. **WHEREAS**, pursuant to Utah Code § 17-27A-528, the Planning Commission held a public hearing to solicit public comment on the amendments contained within this Agreement on _____ 2022 and forwarded a favorable/unfavorable recommendation to approve;
- K. **WHEREAS**, similarly, the Grand County Commission held a public hearing to solicit public comment on the amendments contained within this Agreement on _____ 2022 and voted to approve the same via adoption of an ordinance recorded in the real property records of Grand County, Utah.

AGREEMENT

NOW, THEREFORE, in consideration of the mutual promises and covenants contained herein, including approval of the application of the HDHO District to the Property, and other good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, the Parties agree as follows:

1. **DEFINITIONS.** Unless otherwise defined herein, all capitalized terms used in this Agreement shall have those meanings assigned in LUC Section 4.7.
2. **COVENANT TO COMPLY WITH CODE.** In consideration of the application of the HDHO District to the Property, and specifically the Development Standards set forth in LUC Section 4.7.5 and the enforcement provisions set forth in LUC Section 4.7.11, except as expressly amended by Section 3 herein, Owner/Developer hereby covenants

and agrees to strictly comply with the provisions, duties, and obligations of LUC Section 4.7, which provisions, duties, and obligations are integrated herein by this reference.

3. AMENDED TERMS.

- 3.1. Actively Employed Household. Where an owner or owner's representative of a business or entity with a primary place of business within Grand County ("Local Business") qualifies as an Actively Employed Household under LUC Section 4.7.3(A), the Local Business may own fee simple title to the HDHO Lot or Unit.
- 3.2. Lapse of Approval. The approval for the HDHO District provided under Ordinance No. 600.01 shall automatically expire and be void unless the County approves and Owner/Developer records a final plat for each phase of the HDHO development within 30 months of the date of HDHO District approval, or _____, 2022.
- 3.3. These Amended Terms in this Section 3 shall supersede and replace conflicting terms in Ordinance No. 599 and LUC Sections 4.7.3(A)(2) and 4.7.8(F).

4. DEED RESTRICTION.

- 4.1. At least eighty percent (80%) of all Lots or Units developed on the Property shall be deed restricted for Primary Residential Occupancy for Actively Employed Households consistent with Section 4.7 of the Code, as amended (the "HDHO Lots and/or Units").
- 4.2. An HDHO Lot or Unit may not be sold or rented to a household not qualified under Section 4.7 (High Density Overlay Districts Overlay) of the Grand County Land Use Code ("LUC").
- 4.3. Each HDHO Lot or Unit is required to have and maintain those minimum standards of physical condition set forth in Exhibit B, Minimum Standards, to LUC Section 4.7 of the Code, which Minimum Standards are integrated herein by this reference.
- 4.4. Grand County reserves the right to revoke, deny or suspend any permit, including a land development permit, conditional use permit, building permit, certificate of occupancy, or discretionary approval upon a violation or breach of this Agreement or LUC Section 4.7 by a record owner of any HDHO Lot or Unit in Grand County.
- 4.5. Owner/Developer shall include the following deed restriction in each and every deed of original conveyance of an HDHO Lot or Unit, and each deed of conveyance thereafter shall include the same:

An HDHO Lot or Unit may not be sold or rented to a household not qualified under Section 4.7 (High Density Overlay Districts Overlay) of the Grand County Land Use Code ("LUC").

The Property shall be used for Primary Residential Housing for Actively Employed Households as required by LUC Section 4.7, in perpetuity.

The Property is further subject to a Development Agreement and Master Plan recorded against the Property in the real property records of Grand County, Utah and HDHO Rules and Regulations on file with Grand County.

Grand County reserves the right to revoke, deny or suspend any permit, including a land development permit, conditional use permit, building permit, certificate of occupancy, or discretionary approval upon a violation or breach of this Deed Restriction by a record owner of any HDHO Lot or Unit.

5. DEFAULT.

- 5.1. Violation or breach of any provision of this Agreement, or LUC Section 4.7, including but not limited to LUC Section 4.7.11, as amended, shall constitute an Event of Default. Upon the occurrence of any Event of Default, the County shall provide written notice by certified mail, postage prepaid, to the defaulting owner at the address on file with the Grand County Assessor's office, which notice shall be effective as of the date of deposit in the United States Mail. The defaulting owner shall have thirty (30) days to remedy the Event of Default, after which time the County may enforce all remedies available to it under this Agreement, LUC Section 4.7, or Utah law including specific performance and monetary fines pursuant to Section 4.2 herein.
- 5.2. Unless otherwise provided for in LUC Section 4.7, as amended, in the event an Event of Default is not cured under Section 4.1 above, fines in the amount of \$50 per day shall accrue until the Event of Default is cured. The County reserves the right to seek judicial enforcement of these fines, including a judgment lien and foreclosure.

6. MISCELLANEOUS.

- 6.1. Owner/Developer hereby waives any defenses, rights or remedies that it might otherwise assert against the County in connection with: (i) the application of the rule against perpetuities to this Agreement; or (ii) any claim that the covenants in this Agreement recorded against the HDHO Lots and Units are not covenants running with the land upon the Property. This waiver shall be binding upon and inure to the benefit of the successor and assigns of the Owner/Developer and the County.
- 6.2. Whenever possible, each provision of this Agreement shall be interpreted in such a manner as to be valid under applicable law. If any provision of any of the foregoing Agreement shall be invalid or prohibited under applicable law, such provisions shall be ineffective to the extent of such invalidity or prohibition without invalidating the remaining provisions in this Agreement.

- 6.3. If any party shall take or defend against any action for any relief against another party arising out of this Agreement, the prevailing party in such action or defense shall be entitled to reimbursement by the other party for all costs including, but not limited to, reasonable attorneys' fees and court costs incurred by the prevailing party in such action or defense and/or enforcing any judgment granted therein, all of which costs shall be deemed to have accrued upon the commencement of such action and/or defense and shall be paid whether or not such action or defense is prosecuted to judgment. Any judgment or order entered in such action or defense shall contain a specific provision providing for the recovery of attorneys' fees and costs incurred in enforcing such judgment.
- 6.4. This Agreement shall be governed by and construed under Utah law.
- 6.5. Except as otherwise provided herein, the provisions and covenants contained herein shall insure to and be binding upon the heirs, successors, and assigns of the parties.
- 6.6. Paragraph or section headings within this Agreement are inserted solely for convenience of reference and are not intended to, and shall not, govern, limit or aid in the construction of any terms or provisions contained herein. Further, whenever the context so requires herein, the neuter and gender shall include any or all genders and vice versa and the use of the singular shall include the plural and vice versa.
- 6.7. Except for legislative changes to LUC Section 4.7 which are incorporated herein, this Agreement may be amended only upon written amendment executed by both Parties, recorded in the real property records of Grand County, Utah; provided, however, that all material terms and provisions, including the percentage of HDHO Lots or Units, may not be amended or modified without reapplication to the County.
- 6.8. This Agreement shall be recorded by Owner/Developer prior to recordation of a final plat or issuance of a building permit for any unit within a site plan approved hereunder, as required by LUC Section 4.7.

IN WITNESS WHEREOF, this Amended and Restated Development Agreement is effective as of the date first written above.

COUNTY: Grand County
 A political subdivision of the State of Utah

Mary McGann,
 Chair, Grand County Commission

STATE OF UTAH)
) ss
 COUNTY OF GRAND)

On December ___, 2021, Mary McGann as Chair of the Grand County Commission, a Utah political subdivision, appeared before me and acknowledged and swore to me that the foregoing Amended and Restated Development Agreement was signed on behalf of Grand County by authority of its Policies and Procedures and Utah law.

NOTARY PUBLIC

Owner/Developer: Viewgate Development, LLC
MEMBERS

Owner/Developer: Danview Holding, LLC

Owner/Developer: View Gate Holding, LLC

Name: William Hansen
Title: Manager

Name: Alan O. Melchior
Title: Manager

STATE OF UTAH)
) ss
COUNTY OF GRAND)

On _____, 2022, William Hansen, as Manager of Danview Holding, LLC, a Utah Limited Liability Corporation, and Alan O. Melchior, as Manager of View Gate Holding, LLC appeared before me and acknowledged and swore to me that the foregoing Amended and Restated Development Agreement was signed on behalf of Viewgate Development, LLC by authority of its Articles of Organization, Operating Agreement, and Certificate of Organization dated October 19, 2017.

NOTARY PUBLIC

Exhibit A
Real Property

Beginning at the South Quarter corner of Section 7, Township 26 South, Range 22 East, Salt Lake Base and Meridian, and running along the South Section line South 89°58'50" West 652.86 feet to a point on the Bentley and Jelsteen tract; thence along the said tract thence North 00°44'00" West 644.53 feet; thence North 01°25'00" West 64.80 feet; thence North 00°14'00" East 519.36 feet; thence South 65°39'00" East 236.45 feet; thence with a curve having a radius of 237.00 feet, to the right with an arc length of 124.54 feet, (a chord bearing of North 09°17'57" East 123.11 feet); thence North 24°21'13" East 34.29 feet; thence with a curve having a radius of 238.00 feet, to the right with an arc length of 65.00 feet, (a chord bearing of North 32°10'41" East 64.80 feet); thence with a reverse curve having a radius of 162.00 feet, to the left with an arc length of 39.16 feet, (a chord bearing of North 33°04'36" East 39.07 feet) to a point on the south right-of-way of Highway 191; thence with said right-of-way South 65°39'00" East 56.02 feet; thence with a curve having a radius of 218.00 feet, to the right with an arc length of 54.46 feet, (a chord bearing of South 32°50'43" West 54.32 feet); thence with a reverse curve having a radius of 182.00 feet, to the left with an arc length of 49.71 feet, (a chord bearing of South 32°10'41" West 49.55 feet); thence South 24°21'13" West 34.29 feet; thence with a curve having a radius of 181.00 feet, to the left with an arc length of 182.58 feet, (a chord bearing of South 04°32'40" East 174.94 feet); thence with a reverse curve having a radius of 100.00 feet, to the right with an arc length of 16.68 feet, (a chord bearing of South 28°39'47" East 16.66 feet); thence South 65°38'47" East 220.58 feet; thence North 89°41'03" East 146.25 feet to a point on the center section line; thence with said line South 00°18'47" East 950.16 feet to the point of beginning, having an area of 710,771 square feet, 16.32 acres.



STAFF REPORT

PLANNING & ZONING DEPARTMENT

DATE: Thursday, December 09, 2021

TO: Grand County Planning Commission

SUBJECT: Land Use Code amendments and timetable

RESPECTUFULLY SUBMITTED: Elissa Martin, Planner

STAFF RECOMMENDTION: Review the proposed LUC amendments and timetable and provide feedback.

Article 3 Use Regulations

Section 3.3.1 Types of Uses

1. Modify General Business zone to expand retail categories and/or create a Mixed Use zone and minimize front setbacks, require parking in rear, etc..
2. Create an overlay district or CUP in certain zones to permit construction of long term rental units to serve as affordable workforce housing (either campark style cabins/RVs or tiny homes AND/OR apartment buildings).

Section 3.3.2 (B) ADU's (Required updates as a result of changes to State Codes)

1. Change language to state that internal ADU's do not have a maximum sq.ft. requirement (per Utah State code)
2. 1,000 sq ft maximum may remain for detached ADU's, but should be defined as livable space or interior floor area, as opposed to exterior wall measurement? Currently it is undefined.
3. Setbacks could be reduced to allow the possibility of more ADU's, where they currently are prohibited due to the setback requirement.
4. City is has updated their ADU section to allow for additional ADU's on parcels (more than 1 per parcel), P&Z staff working to draft a strategy that may emulate the City's.

Section 3.2.1 Manufactured Homes

1. Manufactured homes standards are not up to State Code -- omit all requirements under article H (1) "General" . And edit article H (4) & (5) to defer to HUD requirements.
2. The code also essentially prohibits Manufactured Homes the way the code is currently worded – open to ideas on ways to encourage good design, that is acceptable to neighboring property owners.

Update section on Temporary Land Uses for special events (per Mallory's direction)

Article 4 Special Purpose Overlay Districts

Section 4.6 Overnight Accommodations Overlay (OAO)

1. Add definitions of "conversion", "expansion" and "redevelopment" and include standards that are

required to be met by any approved OAO going through redevelopment.

2. Clarify the definition of “Mixed Use” which is encouraged in OAO districts, but is not possible to include in the “Master Plan” within OAO District application.

OAO RV/Campground

3. Master Plan requirements need to be more clear - Clarify what is required on a Map, and what is required in the narrative.
4. The OAO-RV/campground district approval is based on the developer providing “public benefit” but nothing other than the ONR units can be part of the proposal – change this so that assured housing is required for campgrounds and possibly other “public benefits” as well, such as a conservation easement or open space easement for a percentage of the land.
5. Incorporate beneficial Dude Ranch language in the campground/RV category

Dude ranch / Destination Resort

6. Only permitted within existing OAO hotel districts? Or can someone apply for a new OAO dude ranch district? unlikely that these would be developed anywhere.
7. Density allowance is one unit per 2.5 acres, with no maximum units – So, for Intrepid Potash’s 500-acre parcel, they could propose 200 units? Would never be approved. This should be updated to something more realistic (8 units on 10 acres or more; 16 units on 40 acres or more; 24 units on 80 acres or more).
8. Propose replacing the dude ranch/destination resort category with a new OAO category: Special Purpose Retreat which would allow small-scale glamping operations (8-20 units) on large tracts of land (in outlying areas), and require employee housing as well as open space and trail/public lands access easements, while preserving the beneficial language in the dude ranch category..
 - a. The small scale nature of special purpose retreats and requirement for large acreage, translates into small development footprint relative to open space preserved.
 - b. In many cases the underlying zone entitlements of residential dwellings (one unit/5 acres in RG), would have a greater impact on resources, inducing sprawl and diminishing view sheds if built out.
 - c. There is dire need for additional housing, more than OA’s for sure – that is undeniable. The question is, where is additional housing most appropriate? Is it in the outlying regions of the County? Probably not. Low impact commercial development may be more appropriate in the outlying regions, if anything.

Article 6 General Development Standards

Per request from Commissioner Stock: include water conservation measures in this round of updates
Need to work with Mila and Dana on ideas for water conservation ordinance

Section 6.15 Assured Housing

1. not able to implement for OAO’s as the vested but not built yet hotels were approved before the Assured Housing ordinance was adopted. Looking into ways we can fix this. Also, no new OAO hotels are being permitted, so no assured housing will come from that either.
2. Also not possible with SFD due to the timing of assessing the value – should change to be the market value based on the Building Department’s calculation they do at building permit stage. The

building permit application should explain that any home over 3,000 sq.ft. or valued at over \$800,000 will be required to provide assured housing or a fee in lieu.

3. The calculation for the \$800k and 3,000 sq. ft. should only be based on the actual dwelling, not including accessory structures.

Affordable Housing requirement – either an update in Article 6 or Article 7 Subdivision

Idea to require percentage of units in new subdivisions to be affordable units – Moab city is studying an interim ordinance. Other communities like Park City have implemented this strategy. Must provide justification through updating the nexus study from Chris Baird

TIMETABLE

January 24th – Review proposed Draft LUC amendments at Planning Commission

January 25th – submit proposed LUC amendments to legal review

February 15th – Present LUC amendments to County Commission for Approval.