



Welcome to Grand County

Grand County General Plan Update

prepared by
Four Corners Planning

in association with
Maro Zagaros

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GRAND COUNTY GENERAL PLAN UPDATE

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GRAND COUNTY GENERAL PLAN UPDATE

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Introduction

This is the Grand County General Plan update of 2003. This General Plan was initially adopted by the Grand County Council in August 1996 following public hearings before the County Planning Commission and County Council. Work on this update began in January and continued throughout 2002, and the update was finally adopted following public hearings on [May 21, 2002] and [??INSERT DATE??] before the County Planning Commission and County Council, respectively. Its purpose is to help local officials and citizens respond to demographic, economic, and land use change by:

- ◆ Providing broad policy guidance for the public investment decisions that must be made by Grand County and other local service-providers as the population grows,
- ◆ Offering a sound policy basis for the land use decisions that must be made by the Grand County Council and Planning Commission, and
- ◆ Setting an agenda of actions that must be taken by local governments, social service agencies, civic and business organizations, and others to enhance and sustain the quality of life in Grand County.

In addition to offering essential guidance for decision-makers, the Plan's policies and implementation measures provide a useful means of checking the community's progress toward important goals. But this document is not an end in itself. It is the product of a dynamic process in which interested citizens, the County Council, the Planning Commission, other local officials are constantly discussing and responding to the issues the Plan addresses. The most important policy statement adopted here is the one that recognizes the necessity of a continuing planning process.

This document has four (4) principal parts.

- ◆ The first part explains the context for planning in Grand County, including the predominance of public land ownership and the "boom-to-bust" history of the local economy.
- ◆ The second part of the plan explains why it is important to plan, cites the legal authority for planning by Utah counties, and briefly describes Grand County's planning process.
- ◆ The third part summarizes the outcome of the community visioning session held on January 18, 2000. While everything listed in this part was not agreed to by each participant, the description of rural character was accepted on a consensus basis. The part is included in its entirety so as to provide the reader with a more complete understanding of the diverse political landscape. It concludes with a concise Vision Statement in Sec. 3.2 , which was drafted and subsequently edited in public workshop session.
- ◆ The fourth part presents the policy statements and implementation actions to be taken. The policies address the major issues facing the people of Grand County.

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Part I | The Context for Planning

Sound planning begins with a realistic assessment and understanding of the community's present situation, and projected demographic, economic and land use trends. This part of the Grand County General Plan summarizes information obtained from many sources, including Utah Census Data, the Governor's Office, the Grand County Travel Council, the Department of Workforce Services, and the Utah Department of Community and Economic Development.

The information presented below in text and graphs provides a snap shot of Grand County to which land use planning policies can respond. This 2001 plan is an update to the 1996 Grand County General Plan, which was a response to the rapid growth of the early 1990s.

1.1 | The Changing Dimensions of Growth

When the last Grand County General Plan update was being adopted in 1996, there was concern that population growth would continue at its then-current annual growth rate of between 4% and 5%. The County's population was expected to reach 9,000 by the turn of the century and 15,930 by the year 2020 -- an alarming 134% population increase from 1990 to 2020.

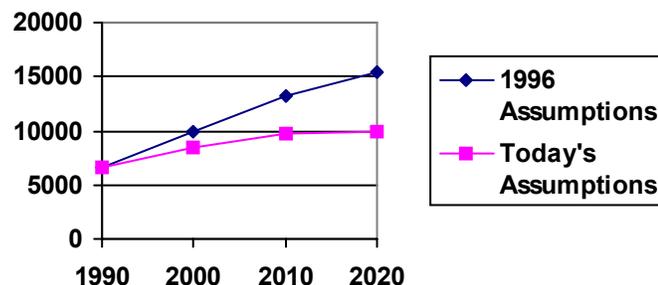
At the time of this General Plan update in 2002, the County's population has not yet reached 9,000. According to the Governor's Office of Planning and Budget, Grand County's population is now expected to only reach 9,989 by 2020. This most recent projection represents a much more manageable growth rate of 33% from 1990 to 2020.

Grand County has one of the lowest population densities per square mile in the state. It includes some 3,689 square miles with approximately 2.3 persons per square mile, as compared to the statewide average of 27.2 persons per square mile. Moab, the county seat, is the largest town in southeastern Utah. Major economic activities during much of Grand County's history include small family farms and orchards, mining for potash and uranium, and grazing livestock. Large sheep and cattle companies found abundant forage for their livestock in the canyons and in the La Sal Mountains.

The uranium boom of the 1950s brought the first real population expansion to the area. Arches National Monument was established in 1929 and was upgraded to a National Park in 1971. Arches National Park has drawn an increasing number of tourists to the area, making tourism the County's most important economic resource today.

During the 1970s and 1980s Moab became perhaps the most important center for river running, mountain biking, and four-wheel drive recreation in Utah. Moab is the gateway to Arches and Canyonlands National Parks, Dead Horse Point State Park, and the famous Slickrock Bike Trail. Tourism and recreation will likely remain important to the County for the foreseeable future.

Comparison of Population Projections from 1996 to Today



1.2 | Demographic and Economic Data

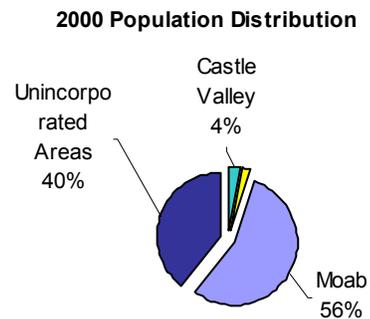
According to 2000 Census Data, Grand County's current population is 8,845 persons. The Utah Governor's Office estimates that the population will be 9,349 in 2005 and by the year 2030, 10,288 people will live in the County.

The County experienced a 28% increase in population since 1990, when the population was 6,620 persons. By comparison, the statewide increase in population from 1990 to 2000 has been 29.6%. There was an average annual growth rate of 3.6% through most of the 1990's, when Grand County was ranked the 5th fastest growing county in the State of Utah. At the same time, there was a 2.3% growth in statewide population. From 1998 to 1999, growth slowed to 1.9%, and Grand County fell to the 14th fastest growing county.

The Governor's Office projections now show that population will increase annually less than 1% after 2002. Grand County population growth reflects a state-wide trend where net in-migration has decreased and the only counties facing significant growth pressures are those on the Wasatch Front on the outskirts of the Salt Lake City metropolitan area.

1.2.1 | Population Distribution

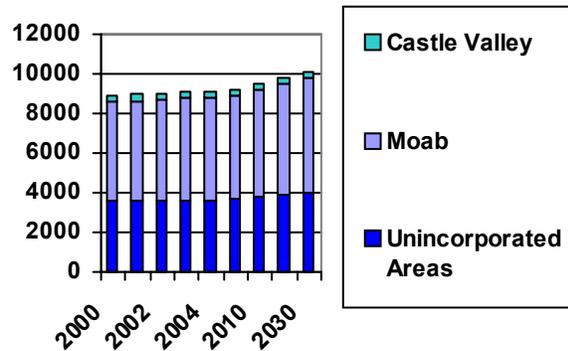
The largest city in the County, Moab, has a population of 4,779 persons in 2000. The other concentration of population resides in Castle Valley with a 2000 population of 349 persons. The unincorporated portion of Grand County has the balance of residents with 3,357 persons. Note: The Elgin area was removed to Emery County at the end of 2002.



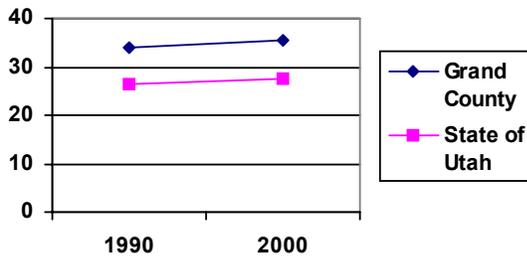
1.2.2 | Population Trends

The Governor's Office predicts that the greatest population growth will occur in Moab and the unincorporated areas of the County (i.e., Spanish Valley), both of which are projected to experience an 11% population growth from 2000 to 2030. Moab is projected to have 5,719 persons by 2030 and the unincorporated areas to have 4,035 persons.

Future Population Projections for Population Centers in Grand County



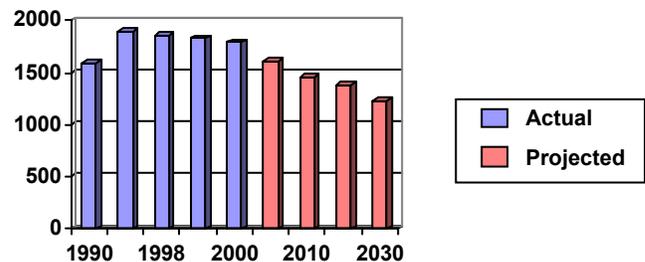
Median Age Comparisons



The current median age in the County is 35.6 years, the second highest median age in the state. The state average median age is 27.5 whereas the national average is 35.49, very similar to Grand County's. The 2000 average median age rose 4% from the average median age in 1990, which was 34.1. Grand County's average median age may be closer to the national average partially because the demographics of Grand County tend to be more closely tied with the Four Corners area than the Salt Lake City Metropolitan area.

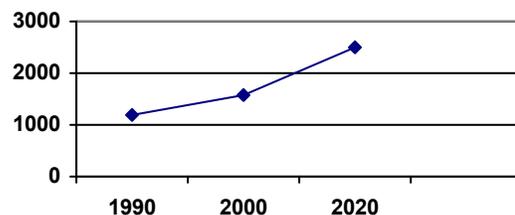
Persons under 18 years old account for 26.9 % of the general population compared to 32.2% statewide. In 2000, school age population (ages 5 –17) was 1,790 up from 1,595 in 1990, an 11% increase. School population increased from 1990 to 1995 when it peaked and is expected to continue to decrease into the future.

School Age Population



The population of those persons 65 and older in 2000 is 1,191 or 13.1% of the population. In 1990 persons 65 and older constituted 12.6% of the overall population (834 persons). However, census data predicts that in 2020 this age group will double its size from 1990 to 1,780 and constitute 17.8% of the population. According to this data, the majority of growth in Grand County in the next twenty years will be in the 65 and older population.

Population of Persons 65 and Older

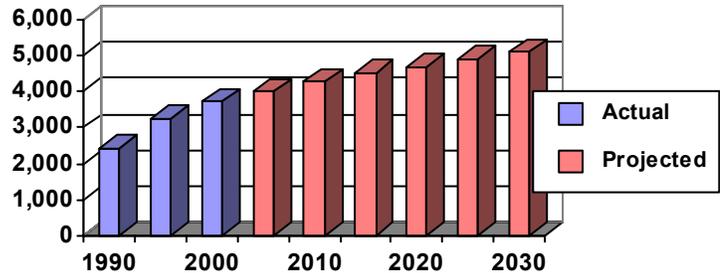


1.2.3 | Household Growth and Size

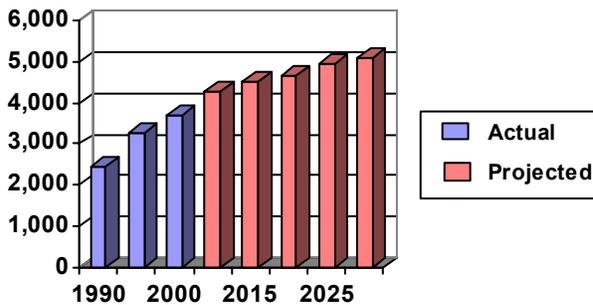
The U.S. Census 2000 reports there to be 4,062 total households in Grand County as of 2000, of which 3,434 are "occupied". The balance of 902 households is reported as being "vacant" or "for seasonal, recreational or occasional use". Occupied households in 2000 represents a 35% increase from the 2,541 households counted in 1990.

The Governor's Office projects households to increase at an annual rate of less than 1.5% to an estimated 5,000 households in 2030.

**Governor's Office
Projected Household Growth**



Household Size



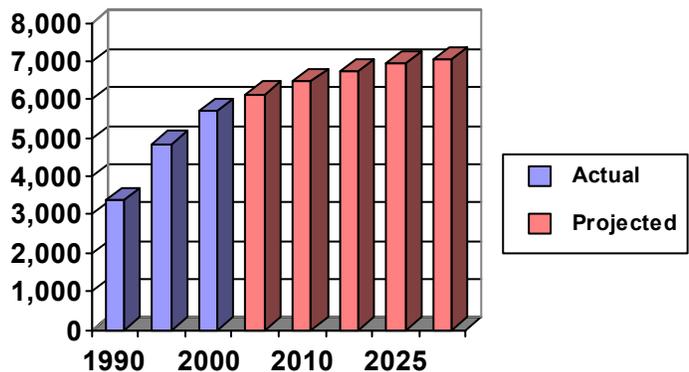
In 2000, Grand County's projected average household size is the second lowest, at 2.4 persons per household; the state average is 3.1 persons per household. Therefore, in Grand County while households are continuing to grow at a constant rate, household sizes are shrinking as average age increases.

The median housing price in 1999 was \$120,000, up from \$105,000 in 1997. According to 2000 Census data, homeownership in Grand County is 71%, which is equal to the state average.

1.2.4 | Employment Trends

Grand County's total labor force in 2000 was 5,164; of that total, 4,827 were employed and 337 were unemployed. Total non-farm employment was 4,168 in 2000, which is a 3.6% decrease from 1999. Total employment (which includes agriculture, private household, and non-farm proprietors) is projected to grow at an average annual rate of 1.9% from 3,365 in 1990 to 7,065 in 2030.

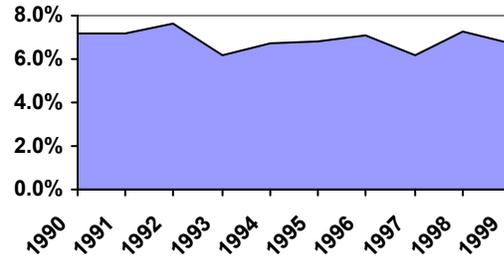
Total Employed Persons



1.2.5 | Unemployment Rate

During the first half of 2000, the annual unemployment rate was 6.7% almost twice that of the state average of 3.7%. But this does not tell the whole story as seasonal unemployment ranges from a low of 4.3 to 9.5%. From 1990 to 2000, Grand County's annual unemployment rate has ranged from 6.2% to 7.3%, but remained consistently above 6.2%.

Grand County Annual Unemployment Rate

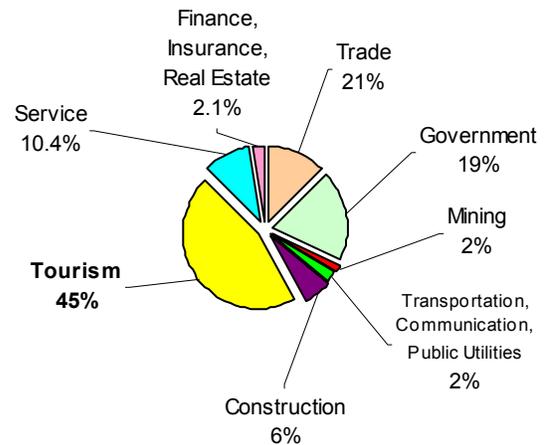


1.2.6 | Types of Employment

The economy has continued to shift from specialization in resource extraction to an emphasis on tourism and recreation-related industries. The government-, service-, and trade-related sectors have also seen significant growth. The Grand County School District is the largest employer in the County. Grand County, City Market, and the National Park Service are also among the major employers.

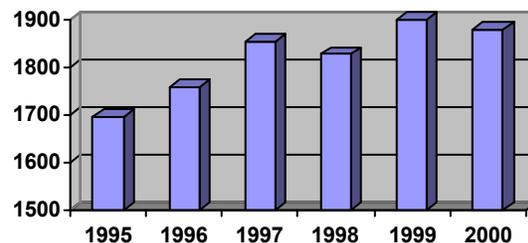
According to the Governor's Office, Utah Division of Travel Development, tourism-related jobs make up at least 45% of Grand County's total employment while government accounts for 19%.

Grand County Employment by Sector in 2000



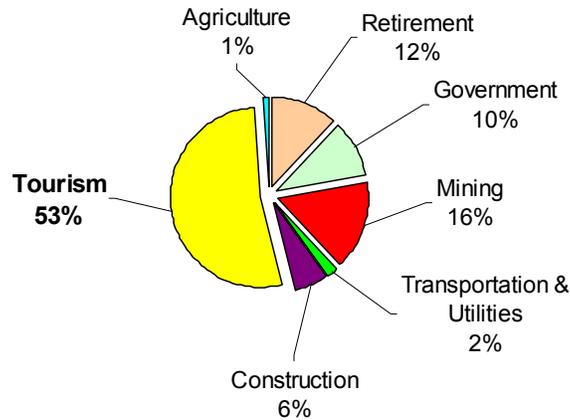
Total tourism-related employment has expanded by approximately 20% since 1995, while tourism-related employment as a percentage of total employment has decreased from 53% of total employment in 1993 to 45% in 2000.

Tourism-Related Employment



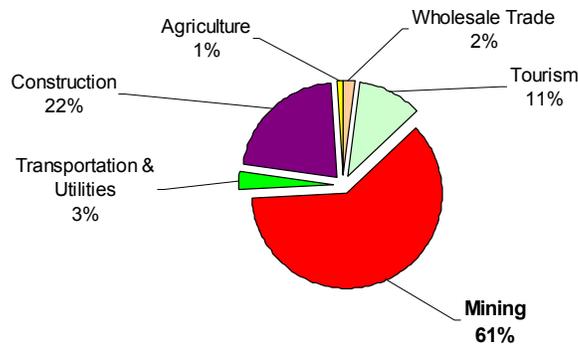
Since the last General Plan update in 1996, mining has decreased from 16% share of total area employment to 2.0%. During the same period, government employment has increased from 10% to 19%.

**Grand County Employment by Sector
in 1993**



Grand County's economic base has undergone fundamental change since 1980 as demonstrated by the graphic below. The minerals industry (uranium, potash, oil and gas), which directly and indirectly generated more than 62% of all income received by county residents in 1980, has now fallen to 2%

**Grand County Employment by Sector
in 1980**

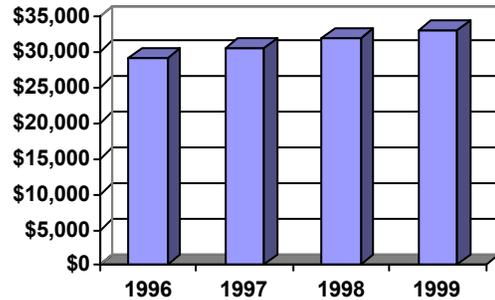


1.2.7 | Personal and Household Income

In 1999, Grand County ranked 8 out of 29 counties in per-capita personal income at \$21,106 up 6.4% from the previous year (1998). These figures show that although the per-capita income may be increasing, it is still below the state average of \$23,288 and may show that relatively few individuals earn a disproportionately large income while the vast majority earns a much lower income.

The total personal income for Grand County in 1999 was 172.9 million. Average annual household income in 1999 was \$32,969, 65% of the statewide average, which was \$50,769. Although housing prices increased 12.5% from 1997 to 1999, annual household income only increased 7% during the same time period.

Average Household Income in Grand County



The average annual non-agriculture wage is \$18,960, 69% of the state average wage of \$27,495 and 59% of the Salt Lake City average annual wage of \$32,400. More than 73% of Grand County income earners reported their income as wages or salary, while approximately 17% receive their income from businesses they own. According to 2000 census data, the percent of persons below the poverty level in Grand County is 17.8% as compared to the statewide level of 10%. As a whole, Grand County employees work for wages lower than the state average.

According to an October 1998 CDBG Household Size and Income Survey of Grand County, 67% of all households were at or below the Area Median Income of \$30,500 in 1995. This survey shows a trend from 1995 to 1998 of an increasing proportion of households in Grand County being below the Area Median Income. This study also showed that one-third of Grand County households earn half or less of the county median household income. Finally this survey identified that only 20% of Grand County households have gross incomes sufficient to qualify for financing to purchase a home selling for the county average in any quarter since 1998.

1.2.8 | High School Graduates

High school graduates consist of 79.9 % of persons over the age of 25, as compared to the state average of 85.1%. Bachelor degrees are held by 15.4 % of those persons over the age of 25 as compared to state average of 22.3%. Lower educational levels may partially account for lower annual wages in the workforce.

Workforce Education Levels	
Education Levels	Percent (%)
Grand County High School Graduates (12 Years)	79.9
State of Utah High School Graduates	85.1
Grand County Bachelor's Degree	15.4
State of Utah Bachelor's Degree	22.3

1.2.9 | Construction

Total construction valuations in Grand County fell in 2002 to \$4.1 million, after falling in 2001 to \$6.6 million in response to the national recession. These significant decreases came following a period in which the valuations in the County had been rising. Construction valuations rose in 2000 to \$14.6 million, up 30% from 1999 and surpassing 1991 construction activity by 80%.

Residential building permit values were 6.5 million in 2000 and accounted for 55% of all permit-authorized construction.

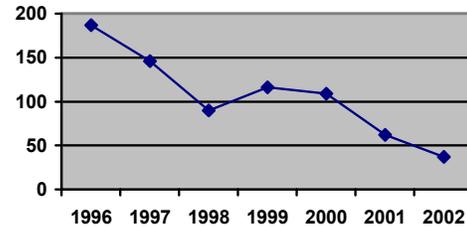
Residential construction only increased 3% from 1999, as opposed to all permit-authorized construction that increased 30%.

In 1999 and 2000, residential construction in the unincorporated areas of Grand County exceeded that in Moab.

The number of residential building permits issued in Grand County in 2000 was 109, slightly less than the 116 permits issued in 1999.

Residential building permits peaked in 1996 at 187 and have sharply dropped since.

New Residential Building Permits in Grand County



1.2.10 | Tourist Visitation

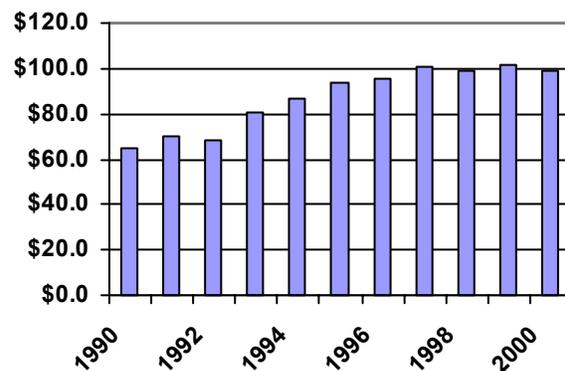
In 2000, tourist visits to Utah decreased in 2000 by 2.7%, and this reduction was reflected in Grand County. The decrease was likely the result of a slowing economy causing slight changes in traveler consumption patterns and thereby adversely impacting travel to the state. In Grand County, tourists spent \$99.2 million in 2000, a decrease of 2.1% from 1999; nonetheless, Grand County ranked 7th among 29 counties for tourist dollars spent.

An estimated 1,878 jobs are tourism related a 1.1% decrease from 1999.

However, in ten years, tourism related employment has increased 36%.

Grand County collects tourism-based revenues from transient room tax, restaurant tax, car rental tax and gross taxable retail sales. Tourism based tax revenues totaled \$2,063,400 in 2000 slightly down from 1999 when such revenues totaled \$2,106,500.

Total Dollars Spent by Travelers in Grand County (in Millions)



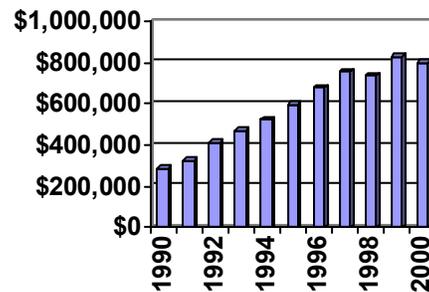
1.2.11 | National Park Visitation

Visitation to Utah's national parks in 2000 followed an overall decrease in visitation patterns to national parks throughout the west. Arches National Park ranks 10 out of the top 25 Utah tourist attractions and received 790,000 visitors in 2000, a decrease of 9.6%. Canyonlands ranks 17 out of the top 25 tourist attractions and received 400,000 visitors, a decrease of 10% from 1999.

1.2.12 | Transient Room Tax

Grand County has a 3% transient room tax for all overnight lodging not exceeding 30 consecutive days. This tax revenue supports tourism efforts in Grand County. Transient Room Tax revenues decreased 3.4% from 1999 to 2000. Grand County ranks 5th in the state for transient room tax revenues. From 1990 to 2000, sales tax revenues from restaurants and car rentals also decreased 5.5% and 7.4% respectively.

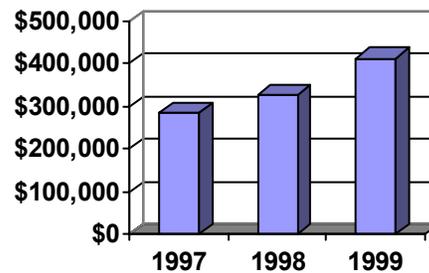
Grand County Transient Room Tax Revenues



1.2.13 | Restaurant Tax

Restaurant tax revenues increased 14.3% from 1998 to 1999. Grand County ranks 10th in the state for restaurant tax revenue.

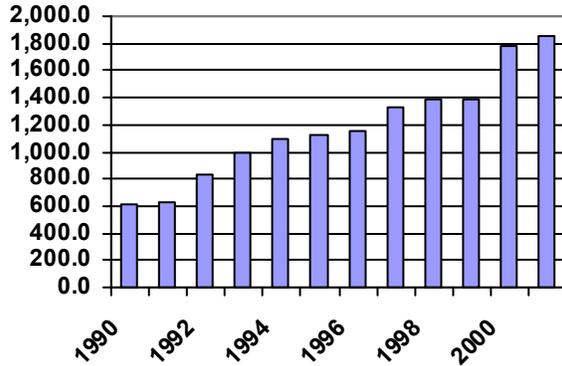
Grand County Restaurant Tax Revenues



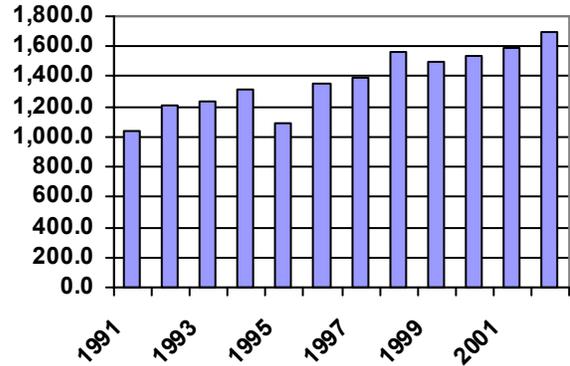
1.2.14 | Hotel and Campsite Growth

Grand County and the city of Moab have experienced significant accommodations growth between 1991 and 2001. Total hotel rooms increased from 612 to 1861 (304%).

Total Hotel Rooms in Grand County by Year



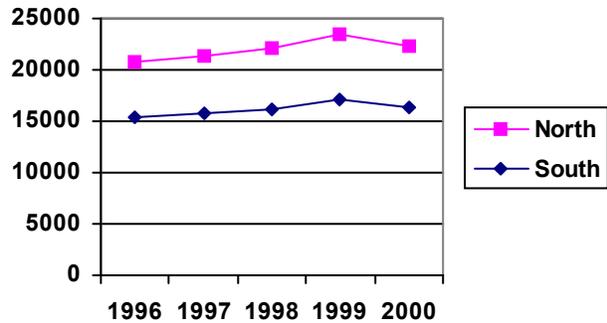
Total Designated Campsites in Grand County by Year



1.2.15 | Traffic Volume

Traffic counts show a 4% decrease in traffic counts from 1999 to 2000 on both the southern and northern incorporated limits of Moab on U.S. Highway 191. From 1996 to 2000, traffic counts increased 6% on the southern entrance to Moab (U.S. 191) and increased 11% (U.S. 191) on the northern entrance to Moab.

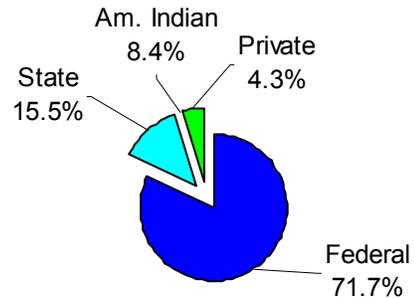
Traffic Counts on North and South Incorporated Limits of Moab (U.S. 191)



1.2.16 | Land Ownership

There are 2,363,594 acres in Grand County and, according to the Utah Department of Community and Economic Development, 71.7% is managed by the federal government; 15.5% is owned by the state; 4.4% is American Indian tribal land; and 4.3% is private. The Bureau of Land Management manages 66% of all the land in Grand County; the National Park Service manages 3.2%; the National Forest Service manages 1.2%, and the U.S. Department of Defense manages .08%.

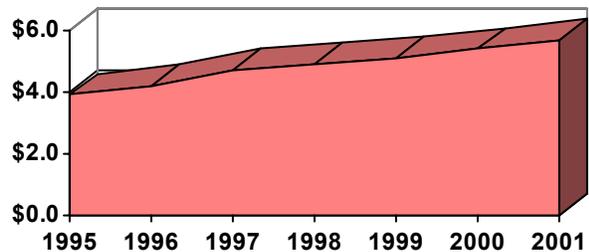
Grand County Land Ownership in 2000



1.2.17 | Valuation and Sales Revenue

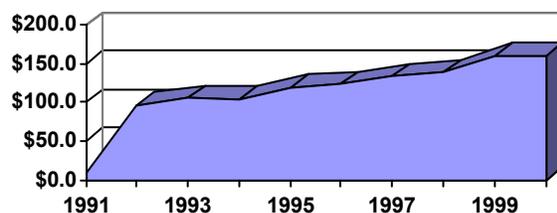
Total assessed property value in Grand County in 2001 was \$566.8 million. In 1995 the assessed value was \$395.9 million. Valuations have increased 30% from 1995. The average annual increase in land valuations has been 4.25 % since 1995.

Grand County Assessed Valuation (in Millions)



Gross taxable retail sales, services and business equipment purchases for Grand County amounted to \$159.5 million in 2000, a slight decrease from 1999 when taxable retail sales totaled \$160.6 million.

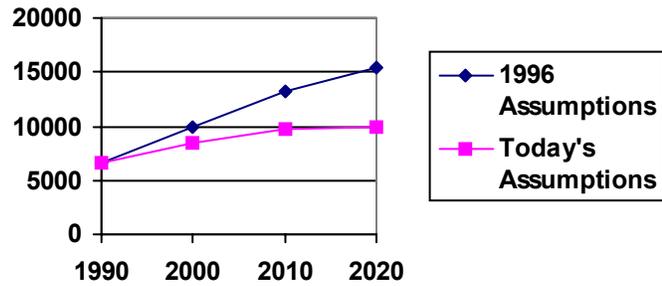
Gross Taxable Retail Sales (in Millions)



1.3 | The Local Land Supply

The state and federal governments manage 94% of Grand County's total land area. Small parts of the federal domain and larger tracts of state land -- including state parcels south of Castle Valley and in the Sand Flats area east of Moab -- may be made available for exchange or sale, but the supply of private land available for development is limited.

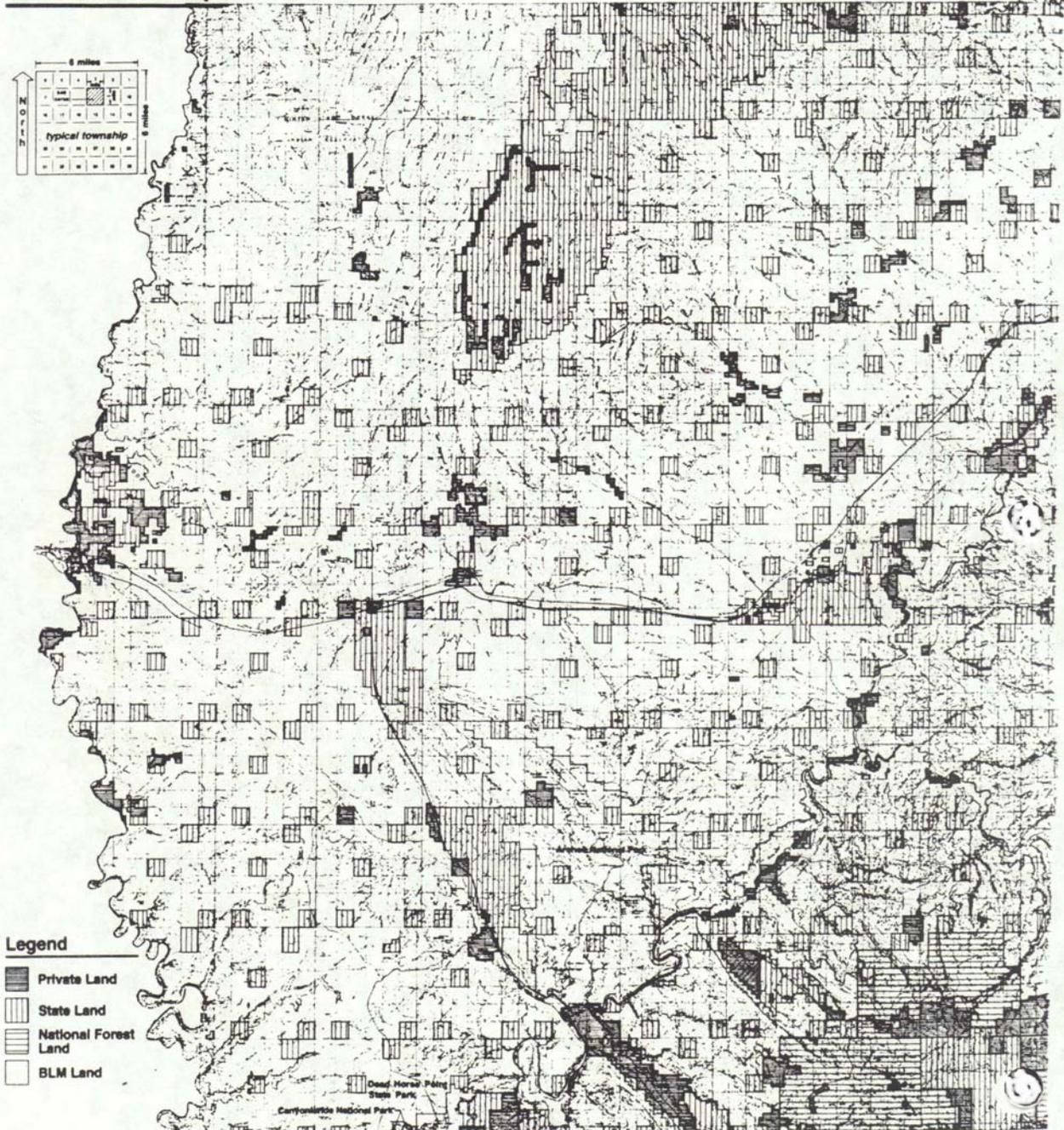
Comparison of Population Projections
from 1996 to Today



The limited supply of private land, the availability of potable water, proximity to the national parks, and the lack of infrastructure in other areas will all combine to concentrate Grand County's projected growth in Moab and the unincorporated areas of Spanish Valley. The 2001 use of the private lands in Spanish Valley is shown in Table 1.4 . The table shows that 60.9% of the land in Spanish Valley alone remains vacant -- there is vacant land enough to accommodate 3,300 or more new homes in Spanish Valley, while leaving all existing uses, including irrigated croplands, in place. Whether all of this land is available for development at zoned density is unknown?

GRAND COUNTY COMPREHENSIVE PLAN

Land Ownership

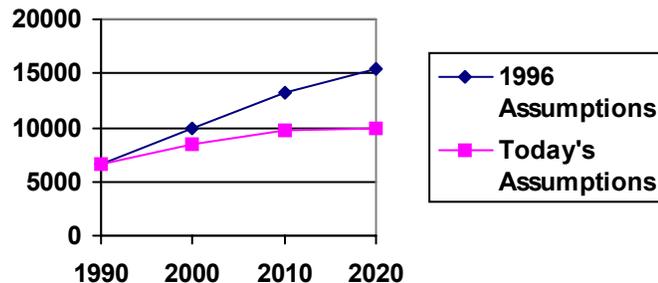


1.4 | The Grand County Landscape

Introduction

Grand County encompasses 2,284,117 acres (3,692 square miles) stretching from the Book Cliffs on the north to the La Sal Mountains and Spanish Valley on the south and from the Colorado border westward to the Green River. As noted above, however, only about 4.3 percent of that acreage is in private ownership. The map on page 15 shows that the only large blocks of private land are in Spanish and Castle valleys, along the Colorado River northeast of Moab, including the Cisco and Westwater areas, and along the Green River, north of the City of Green River.

Comparison of Population Projections from 1996 to Today



Spanish Valley

This description focuses on Spanish Valley, where most of Grand County's growth is expected to occur. A brief overview of the county's geology, including its mineral resources, is provided by the Utah Geological and Mineral Survey pamphlet, *Geology and Grand County*, which is from the Utah Geologic survey. The current land use pattern for private, unincorporated lands in Spanish Valley is summarized in the table below.

Table 1.4

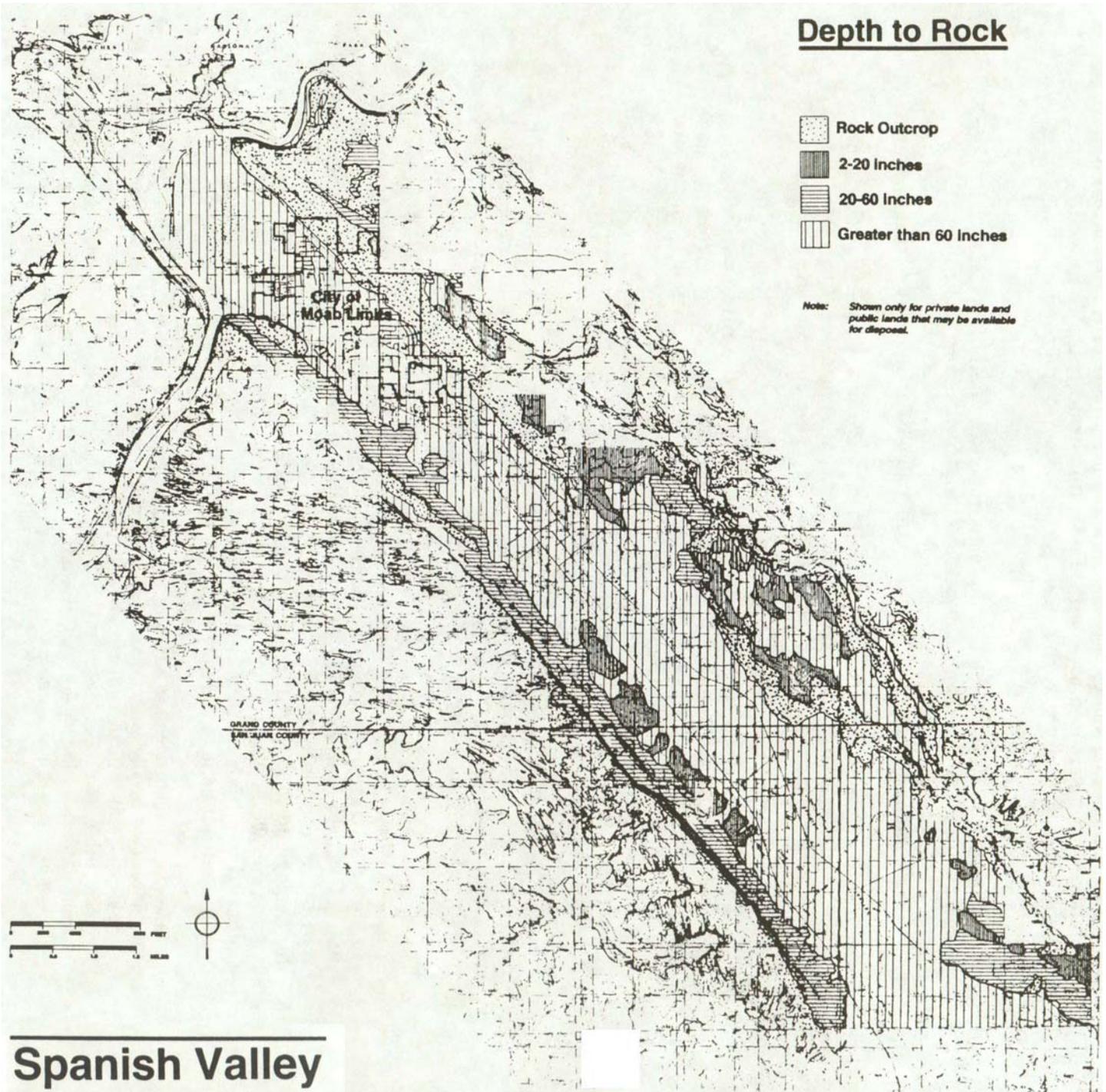
PRIVATE LAND USE IN UNINCORPORATED SPANISH VALLEY		
Use	Acreage	Share
Irrigated agriculture/open space uses, including Matheson Preserve	1,488	16.5 %
Single-family residential uses	1055	11.70%
Multi-family residential uses	34	<1%
Commercial and industrial use	941	10.4%
Vacant Land	5499	60.9%
TOTAL	9017	100%

Spanish Valley runs more than 13 miles from southeast (in San Juan County) to northwest, and averages around 1.5 miles in width. Pack Creek flows along the valley floor, eventually joining Mill Creek on its way to the Colorado River at the northwest end of the valley. These streams and their intermittent tributaries have filled the relatively level floor of Spanish Valley with alluvial material, while ancient faulting has given it steep sandstone walls to the east and west.

The varying gradient from the valley walls to Pack or Mill creeks is the principal determinant of the possibilities for human use of the Spanish Valley landscape, but aridity is also an important factor. The map on page 18 shows where steep slopes and other natural hazards could affect development in Spanish Valley. The faults shown on the map are inactive, but the forces of weathering and erosion are quite active on the slopes those faults formed. Development on or immediately below the steep slopes of the valley walls may be subject to damaging rockfalls. Development on slopes of more than about 8 percent must be carefully planned and executed or it will accelerate surface runoff and soil erosion, affecting the use of the site (as rills become gullies and cut headward), down slope properties and water quality.

1.4.1 | Depth to Rock

The shallow depth to bedrock affects the cost of building on most slopes in Spanish Valley. The map below shows the depth to rock.



1.4.2 | Natural Hazards

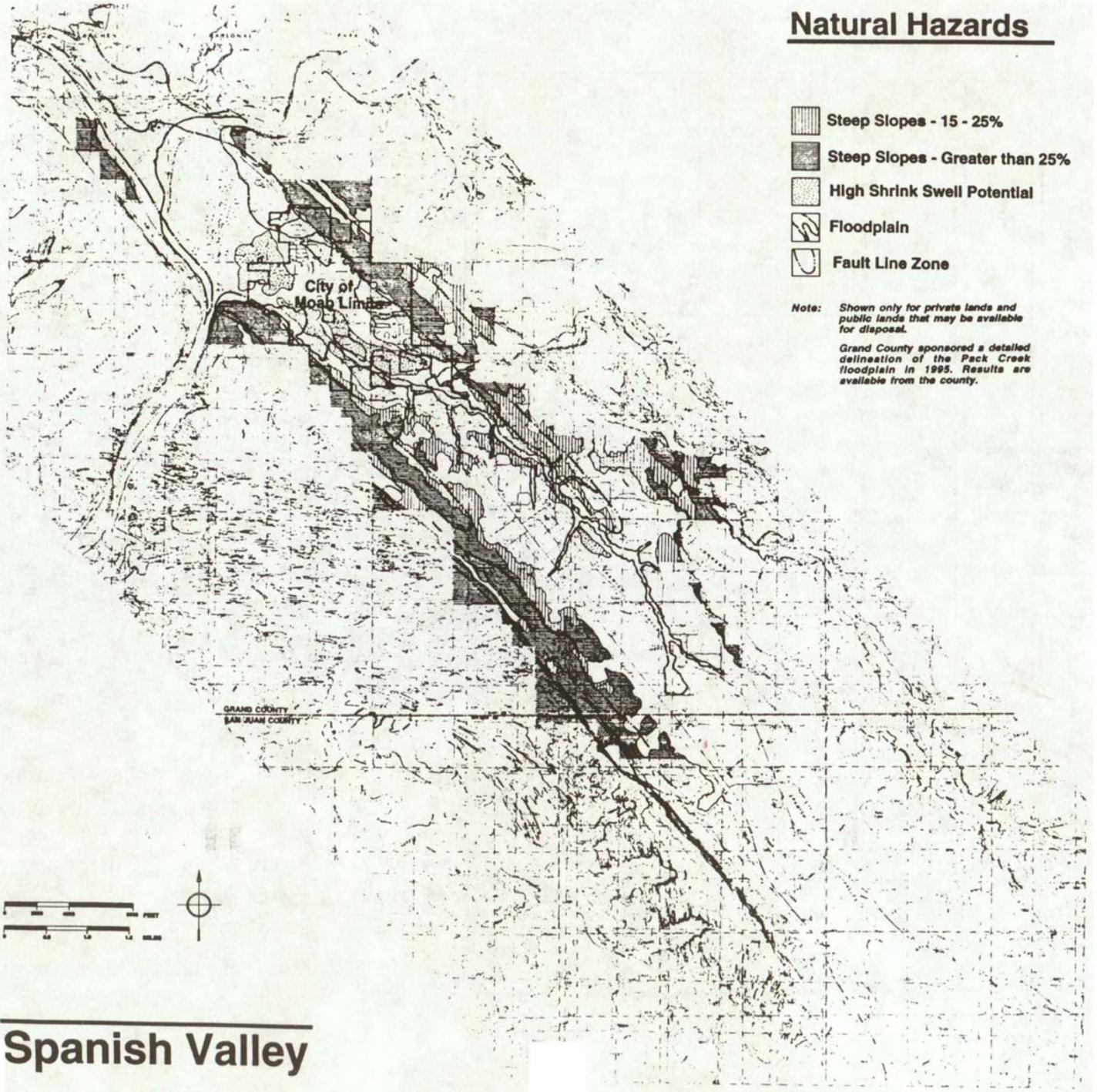
The development of relatively level land may also be affected by natural hazards. As the natural hazards map below indicates, there is seasonal flooding along Mill and Pack creeks and some intermittent tributaries. Also, flood flows may be increasing in some areas due to development.

Natural Hazards

-  Steep Slopes - 15 - 25%
-  Steep Slopes - Greater than 25%
-  High Shrink Swell Potential
-  Floodplain
-  Fault Line Zone

Note: Shown only for private lands and public lands that may be available for disposal.

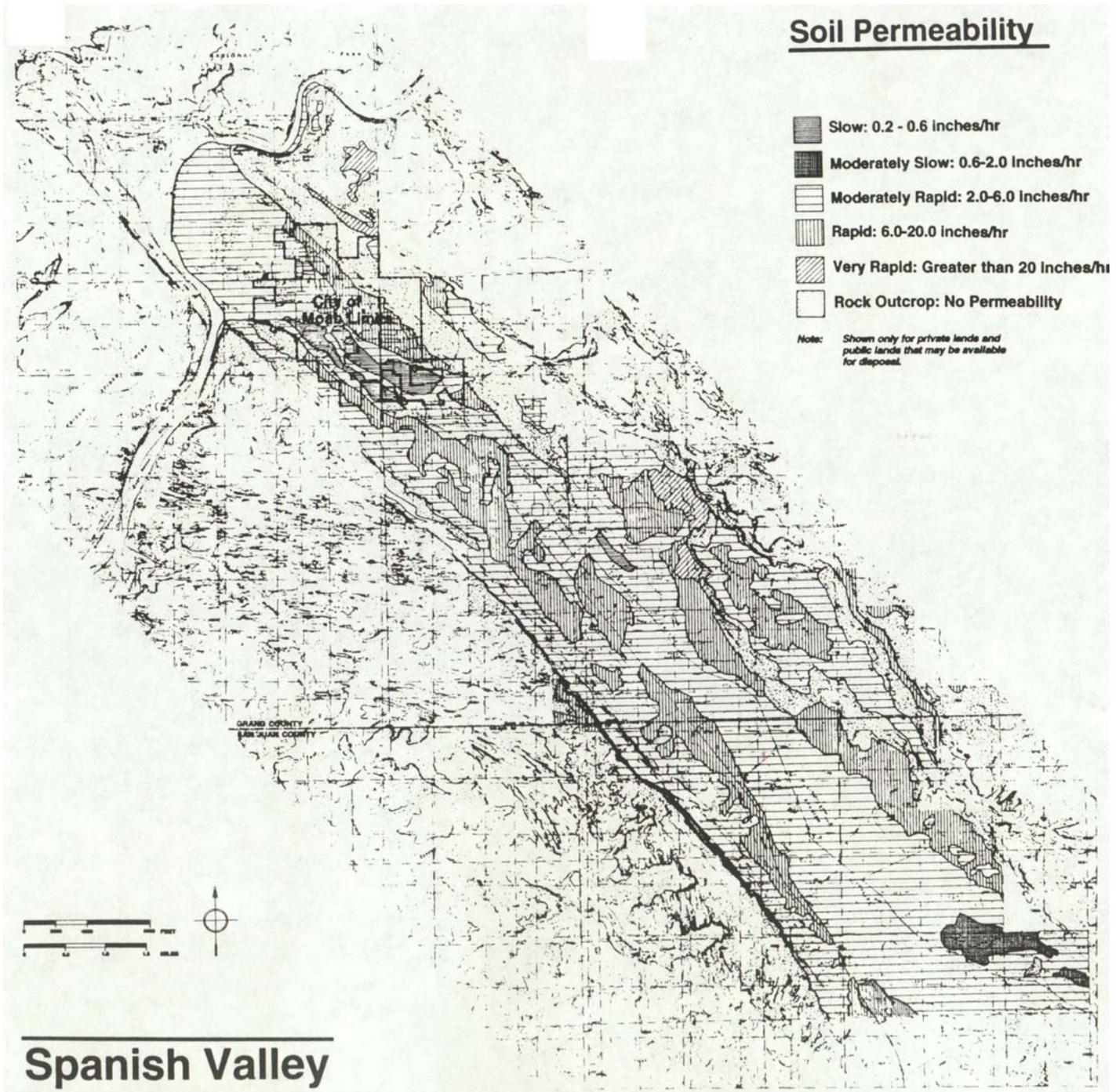
Grand County sponsored a detailed delineation of the Pack Creek floodplain in 1995. Results are available from the county.



Spanish Valley

1.4.3 | Soil Permeability

The map below shows the permeability -- the rate at which water moves through the soil -- of different parts of Spanish Valley. Areas of rapid permeability are susceptible to groundwater contamination from on-site sewage disposal, hazardous materials spills, and similar sources. This potential for pollution is of special concern because the water level in wells serving individual homes in Spanish Valley is seldom more than 60 feet below the surface.



1.4.4 | Hydrology

Average annual precipitation at Moab is just 8.18 inches. Irrigation is required for crop production, but the available stream flow and storage support the irrigation of less than 1,000 acres of the valley floor. The arid climate also raises a question about the supply of water available to support development.

The domestic water needs of the City of Moab and residents of the unincorporated Spanish Valley are supplied from wells. As noted above, most individual wells are completed in the shallow aquifer in the unconsolidated sands and gravels of the valley floor. The wells serving the city and the Grand County Water Conservancy District are completed in the Glen Canyon Group of sandstones. The aquifer in this geologic formation recharges in the foothills of the La Sal Mountains, and then discharges to springs and wells along Mill Creek and the east wall of Spanish Valley. It yields comparatively high quality water, but its production capacity is unknown. The most recent published study states:

The above evidence indicates that in the City of Moab well-field area, the Glen Canyon Group is structurally complex, and that aquifer characteristics of the Glen Canyon Group vary considerably in short distances. The total quantity of water in the Glen Canyon aquifer in the Mill Creek-Spanish Valley area is unknown because water levels are only available in the Mill Creek-Pack Creek area, and the thickness of the aquifer is not well known in any part of the area.

Blanchard, 1990

The map on page 18, which is adapted from the study quoted above, shows the geology of the Spanish Valley-Mill Creek area, including the surface exposure of the Glen Canyon Group. Local officials would like for the U.S. Geological Survey to conduct more hydrogeological studies, but do not have the financing to commission these studies. The natural limitations on the water supply available to support growth in Moab and Spanish Valley have not yet been well defined.

Respect for the landscape provides an essential framework for development in Spanish Valley. A safe, sustainable water supply is a prerequisite for any growth. And while natural hazards seldom preclude all development, they must be carefully accounted for in planning the location, type, and density of buildings allowed, and determining the need for central water and sewerage systems. Development may also be limited by the availability of other public facilities and services.

1.5 | Public Facilities Infrastructure

This section briefly describes the major public facilities and services provided to unincorporated areas by Grand County and other local agencies. The community-wide facilities planning effort initiated in 1995 and currently being updated by Grand County, the Grand Water and Sewer Improvement District and the City of Moab, includes a systematic comparison of present capacity with future demands.

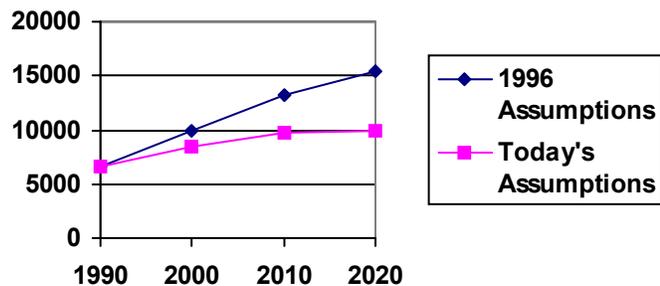
For the purposes of this plan, public facilities and services can be tentatively divided into three categories. Some facilities have excess capacity -- though not necessarily enough to accommodate all of the projected growth -- or have recently obtained funding for major improvements. Other facilities or services clearly do not have the capacity to handle the projected growth without major investments in physical plant or personnel.

Finally, further analysis is needed to determine whether certain facilities and services can support the projected growth. This analysis is being performed separately as part of the facilities planning update effort.

The funding and construction of the new high school and other improvements gave Grand County a head start in providing the infrastructure needed to accommodate the rapidly growing number of residents and visitors. Many investments remain to be made, however, raising questions about how new facilities and services will be paid for.

This section provides a summary inventory the principal public facilities serving the unincorporated portions of Grand County. It does not include facilities or services provided by the cities of Castle Valley, Green River, or Moab, unless those services are extended outside the city limits. Detailed information about the facilities listed here and those provided by the City of Moab is provided in the Capital Facilities Plan, which was initially adopted in 1996, and is currently being updated by Hofman Associates.

Comparison of Population Projections from 1996 to Today



1.5.1 | Government Offices – the Grand County Courthouse

General government functions for Grand County, including the offices of the administrator, assessor, building inspector, clerk, etc., are housed in the Grand County Courthouse in Moab. A major remodeling and expansion of this facility was completed in 1995. The original 15,010 square foot courthouse was remodeled; 14,250 square feet were added for courts, and 12,785 square feet for the jail. The only new office space gained in the remodeling was the basement, which is now used by the Moab Area Travel Council and Economic Development Office. At the time, it was thought that Star Hall could be used for office space, but it is used for community events only.

While there are no immediate plans to expand the Courthouse, the County is considering purchasing three (3) lots, which total approximately 27,342 sq. ft., adjacent to the County Courthouse from Grand County School District for future expansion. The purchase would

ensure the availability of a desirable site should the need for additional space arise. To meet immediate-term space needs, the County may lease space from Moab City in the remodeled Middle School.

1.5.2 | Surface Transportation – Motor Vehicles

Grand County is linked with the rest of Utah and the nation by federal highways. Interstate 70 crosses the county, east to west, connecting Grand Junction, CO, with Salt Lake City via U.S. 6, and with Interstate 15 and destinations to the southwest. U.S. Highway 191 connects Moab to Interstate 70 to the north and to San Juan County and points south. The recent increase in traffic on 191 is graphed on page 12.

1.5.3 | State Highways

Utah state highways connect major activity centers within the county. Utah 313 carries visitors to Dead Horse State Park and the Island in the Sky unit of Canyonlands National Park. Utah 279 serves the potash mine west of Moab. Utah 128, a designated Scenic Byway, serves ranches, lodging and recreational opportunities, and destination resorts along the Colorado River and Castle Valley. State and federal highways are maintained by the Utah Department of Transportation.

1.5.4 | County Roads

Grand County maintains some 1,400 miles of roads serving the developing areas of Spanish Valley and the oil fields, ranches, and recreational areas of the rural portion of the county. The only immediate safety problems on county roads identified by County Road Supervisor Dave Warner are on Murphy Lane, which has a narrow surface for the volume of traffic it is carrying. Warner also noted that some roads are adversely affected by surface runoff problems, which are growing in severity as a result of development in Spanish Valley.

1.5.5 | Street Classification

A functional classification map of the roads and streets in Spanish Valley and Moab is available in the County Building Department. Arterials link Moab and Spanish Valley with other communities. Collectors link activity centers and neighborhoods within the community. The purpose of this functional classification is to help prioritize maintenance and improvements, and ensure that land use decisions are consistent with street capacity and the volume of traffic expected on adjoining streets, as required by the Zoning Map Amendment Guidelines. See the discussion of “Access Management” in the Grand County-Spanish Valley Transportation Study for more details.

1.5.6 | Transportation Needs

The Grand County-Spanish Valley Transportation Study completed by Horrocks Engineers in late 1995 makes several recommendations for road improvements in Spanish Valley. These recommendations are based on a detailed model of traffic flows and road and intersection capacities.

1.5.7 | Trails

There are no bicycle trails in the developing areas of Spanish Valley. The large numbers of bicyclists attracted to the area come into conflict with motor vehicle traffic in some places, including narrow, winding sections of Utah Highway 128.

Trails are needed to serve the non-motorized transportation needs of residents and visitors alike. There are very few facilities such as toilets, water, signage or marked trailheads and parking facilities. Large numbers of bicyclists ride on roadways that do not have marked and designated bike routes or bike lanes. Many county road surfaces are poor with frequent potholes and debris. Additionally, bicyclists must share roadways with a multitude of transport trucks, motor homes and other visitors that may be more attentive to the scenery than to other road users.

The Grand County Trail Mix Committee has a draft Non-motorized Trails Master Plan (Trails Master Plan) identifies corridors for potential bike and pedestrian paths to link outlying areas of Spanish Valley with Moab City, schools and recreation centers. (See Sec. 4.2.6, Public Facilities and Services Policies 5 and 6, which support development of a City-County Trails Plan.)

1.5.7 | Air Transportation – Canyonlands Field

Grand County is served by Canyonlands Field; a Commercial Service B-II airport located approximately seventeen miles north of Moab, Utah adjacent to State Highway 191. An Airport Layout Plan completed in 2001 describes the existing facilities including the 7,100-foot runway. Other facilities also include a 4,500 square foot passenger terminal building, and County-owned hangars of 7,500 square feet and 4500 square feet, all completed in 1999.

In addition, there were two (2) private hangars constructed in 1999. The new Layout Plan also shows that there are no existing land uses or topographic features that conflict with airport operations. Air taxi and commuter airline enplanements are expected to grow from 4,297 in 1999 to over 6,400 by 2020. The number of airport operations is forecast to increase from 29,500 in 1999 to 44,950 by 2020. The majority of the increase in operations is expected in general aviation resulting from predicted growth patterns in commercial and home construction in Moab.

The current Airport Reference Code (ARC) is B-II. This classification is typical of Critical Aircraft Types (CAT) such as single and small twin-engine aircraft. Airport operations in 1999 indicate a trend toward the use of larger aircraft in the C and D category. CAT aircraft in this category include Citation X and Gulfstream III. Future plans for the airport construction include increasing the strength and width of runways and taxiways to accommodate these larger aircraft.

1.5.8 | Stormwater Management

The aridity of a desert landscape like Spanish Valley can lead people to believe that surface runoff from rainstorms (and the occasional snowmelt) is a minor problem. This is a misperception. The scarcity of vegetation and abundance of rock at or near the surface result in rapid runoff and surface flooding, both of which are aggravated by the increase in impervious surfaces (rooftops, driveways, streets, etc.) and direct runoff channels (along streets) that come with urbanization. Grand County Land Use Code, Art. V.G., addresses

drainage, and implements the Grand County Stormwater Management Plan for the developing areas of Spanish Valley.

1.5.9 | Solid Waste Disposal – the Klondike Flats Landfill

The Grand County Solid Waste Management Special Service District #1 (the District), whose governing board is appointed by the County Council, is responsible for providing solid waste disposal sites. The District constructed a Class I municipal landfill on the Klondike Flats north of Moab (near Canyonlands Field), which opened in March of 1997. The District also operates a Class IV construction and demolition debris landfill for the city and the county, on Sand Flats Road east of Moab. Solid waste collection in the city and county is provided by a private contractor.

The Grand County Solid Waste Management Special Service District offices are located at 1000 E. Sand Flats Road. The property is owned by the County, but within the City limits. In addition to housing the District's offices, the property is currently home to several public entities: the Grand County Mosquito District, the County Weed Department, and the recycling center, which is owned by Grand County and under lease to Canyonlands Community Recycling. This fenced compound may be suitable for additional public uses in the future.

1.5.10 | Law Enforcement – the Grand County Sheriff's Department

The Grand County Sheriff's Department enforces the law in the unincorporated areas of Grand County. The department includes 30 officers (the sheriff plus 19 deputies); 5 dispatchers, who operate the 911 system for all local public safety agencies; and 2 secretaries, and 1 Kitchen Supervisor for the Jail. Five (5) deputies are assigned to the jail, 2 serve as investigators, 5 are assigned to road patrol and the Department also has a drug dog. The department is equipped with nine vehicles, most of which are four-wheel drive. Vehicles are replaced as funding allows. The department's office space is very cramped, but workable for the present number of employees.

Case Load

The Grand County Sheriff's Department handled some 14,890 incidents and more than 990 actual criminal cases in 2000. The number of incidents has been growing at a rate of six-eight percent per year -- faster than the rate of population growth -- and the department is among the top three (3) in Utah in the number of crimes per deputy. Crimes against property are most common. Chief Deputy Doug Squire estimates that 60% of the department's case load is generated by residents and 40% by tourists and other transients.

Detention

The jail located at the Grand County Courthouse can accommodate 44 inmates in three cell blocks. Current average occupancy is 25-30, 10-15 of whom are prisoners held for the state. The jail is an adult facility. There is currently no place to detain juveniles in Grand County, necessitating weekly trips to a facility in Blanding, 78 miles south of Moab.

Cooperation

Sheriff's deputies have back-up, as needed, from the Utah Highway Patrol, which stations four (4) officers in Moab, and the Moab Police Department. Sheriff has a deputy in Green River who handles calls in the Green River (Elgin) area of Grand County. In addition, Grand County handles initial calls in the San Juan County portion of Spanish Valley. The Grand

County Sheriff's Department also cooperates with neighboring jurisdictions on an as needed basis.

1.5.11 | Emergency Medical Services – Search and Rescue

As of January 1, 2000, Grand County assumed operation of Grand County Ambulance, creating a new department, Grand County Emergency Medical Services. Licensed through the State of Utah as an Intermediate Ambulance Provider, Grand County EMS has two full time employees and a large workforce of volunteer Emergency Medical Technicians (about 35), who provide 24-hour service to all of Grand County with the exception of two portions of Interstate 70 -- ambulance services from Green River and Fruita, CO cover some portions of northern Grand County along the Interstate. In addition, Grand County EMS provides ambulance service to the northern portion of San Juan County, bringing the total coverage area to approximately 3,800 square miles. In some cases, an ambulance must travel up to 60 miles to reach a patient.

In 2000, Grand County EMS had 611 emergency responses. The Department also provides "stand-by" services for sporting events, community happenings, and commercial events including filming, rodeos, and "extreme" sports. Grand County EMS experiences cycles of high and low call volume, with the spring and fall generally being the busiest times (due to high tourist influx), and summer and winter generally slower due to both weather and less tourism. Due to a high incidence of recreation-related orthopedic injuries, Grand County EMS transfers approximately 200 patients each year to hospitals outside of Grand County, including St. Mary's Hospital in Grand Junction, Colorado, and several Salt Lake area hospitals.

Grand County EMS continually strives to improve its services to the residents and visitors of the County through advances training, state of the art equipment, and efficient planning, but there are ever-increasing challenges in the field of EMS. As training requirements for EMTs increase due to both federal and state regulations, the ability to maintain a volunteer service becomes more challenging. Because all EMTs must initially complete 120 hours of training, pass both a written and practical test, and then complete 100 additional training hours every four years, many individuals find it difficult to maintain their certification, serve as a volunteer, and hold-down a different, full time job. Because of these time constraints and a fluctuating call volume, the turnover rate for EMTs is high.

Among the solutions that are working for Grand County EMS in dealing with the remote nature of the county are the creation of First Responder groups in Thompson Springs (north-central Grand County) and the Town of Castle Valley. As call volume increases, the Department may find it necessary to station a full-time ambulance in either of these communities. Also, Grand County EMS may need to consider seasonal employees to supplement the spring and fall "spikes" in call volume. Grand County EMS will continue to work through these challenges in the years to come.

The Grand County Sheriff's Department is responsible for search and rescue services, which are presently performed by a 30-40 member volunteer search and rescue team. Dispatch and deputy support of search and rescue missions can be time-consuming. Persons requiring rescue are billed for the service, but the collection rate is only about 50%.

1.5.12 | Health Care – Allen Memorial Hospital

Grand County continues to be federally designated as a Health Professional Shortage Area (HPSA). This is despite successful recruiting efforts. There are currently 9 physicians and 2.3 mid level providers practicing in Moab. Combining the local population's demand with that of the tourist population, 2 or 3 additional physicians are needed at the present time. The recreation and lifestyle attractions of Grand County make recruitment easier than most rural Utah communities. On the downside, the aging hospital physical plant (built in 1957); relatively high cost of living and lack of affordable housing are serious barriers to recruitment qualified providers and skilled employees.

Allen Memorial Hospital is owned by the Grand County Hospital Service District and operated by a foundation, Moab Valley Health Care, Inc. through a lease. Allen Memorial Hospital was designed for a 38 acute care beds. However, eight (8) beds have been taken from the patient care inventory to make room for expanded ancillary and support services. Allen Memorial Hospital does not receive tax revenue but relies solely on patient revenue and grants for its operations. The District receives some mineral lease money through Grand County, which they use to primarily buy equipment for the providers to use in patient care. The community's support of Allen Memorial Hospital has increased its support of Allen Memorial Hospital continually as AMH increases services to the community. Allen Memorial Hospital employs 106 employees (92 FTEs) with an annual hourly rate of \$13.50.

1.5.13 | Fire Protection

Fire Protection Districts

Grand County is served by three (3) fire protection districts.

The Moab Valley Fire Protection District (MVFPD) serves the City of Moab and the unincorporated portions of Spanish Valley.

The Castle Valley Fire Protection District (CVFPD) serves the City of Castle Valley and some private lands north of Castleton and along the Colorado River.

The Emery County Fire Protection District responds to fires in the City of Green River, part of which is in Grand County, and in those portions of Grand County along the Green River and I-70.

There is also a volunteer fire department in Thompson. There is no fire protection, except for the wildfire fighting activities of state and federal land management agencies, in the other rural areas of Grand County.

Fire Fighters/Dispatch

The MVFPD has a full-time chief, a part-time assistant chief and maintenance person, a part-time secretary, and 40 volunteer fire fighters who receive token compensation for attending meetings. The CVFPD has 12 volunteers. Fire fighters are dispatched through the 911 system operated by the sheriff's department. The MVFPD responds to most calls within five minutes. The response of the CVFPD is limited by the fact that some volunteers work outside Castle Valley. Moab Valley Fire Protection District enforces fire code compliance within the boundaries of the Moab Valley Fire Protection District.

Fire Stations/Apparatus

The MVFPD has two Stations; Station #1 is located at 45 South 100 East in downtown Moab. Station #1 is the Headquarters Station and, as such, is manned by three (3) full-time firefighters 8-5, Monday through Friday. The MVFPD also owns a one-bedroom house adjacent to Station #1 which is occupied by a firefighter. Station #2 is located at the intersection of Spanish Trail Road and Murphy Lane in Spanish Valley, south of Moab. Station #2 includes two (2) small apartments which are occupied by firefighters. There is also a modular home on the property which is owned and occupied by a firefighter. This arrangement helps guarantee a prompt response at night.

The MVFPD retains the option to build a third Station on a one-acre parcel of vacant land located at the intersection of Spanish Valley Drive and Beeman Road near the border of Grand and San Juan Counties, south of Moab. The MVFPD owns:

- ◆ four Class A pumpers, ranging in age from 1980 to 2000;
- ◆ two 3,000- gallon water, tenders each equipped with 3,500 gallon portable tanks;
- ◆ three 250-gallon, four-wheel drive brush fire trucks, one of which is equipped with car crash extrication equipment.

The MVFPD also maintains two (2) trucks on loan from the State Of Utah via the Federal Excess Property Program; one (1) is a 300-gallon brush fire truck, the other a 2,500-gallon brush fire truck / water tender.

The CVFPD has one Class A engine, two (2) brush trucks, one tender, and another tender coming. The existing CVFPD station is an 1,800 square foot concrete block building that is not large enough to house all the district's apparatus.

Water Supply

Like most rural fire departments, those in Grand County rely on water carried aboard their engines and tenders for fire fighting outside city limits. The Spanish Valley Water and Sewer Improvement District's system does provide fire fighting water supplies in most areas. The MVFPD has asked the Grand County Planning Commission to consider more stringent requirements for fire fighting water supply in new subdivisions.

Fire Protection Needs

The MVFPD has identified an immediate need for a third station farther south in Spanish Valley. In order to best serve the fire protection needs of the public and to increase the likelihood of a continued Insurance Service Office (fire insurance rating system) rating of 5, the MVFPD has purchased a 75 foot ladder apparatus. The CVFPD would like to acquire a large pumper-tender, build a substation in lower Castle Valley, and construct wells to provide a more reliable water supply.

Wildfire Hazards

There is a wildfire hazard on some private lands in the La Sal Mountains and their foothills, including the second home development in Willow Basin. No fire department serves these areas, and wildfire suppression there is the responsibility of Grand County [see U.C.A. 17-22-2(1)]. The State of Utah supplements the county's efforts through a cooperative agreement that provides for the training and paying a fire warden during the fire season (June 1- October 31) and providing equipment through the Federal Excess Property Program.

1.5.14 | Water and Sewer Utilities – Grand Water and Sewer Service Agency

The Grand Water and Sewer Service Agency (GW&SSA) provides water and sewer service in the unincorporated area south of Moab. The water and sewer agency is formed by inter-local agreement by and between the Grand County Special Service Water District, Grand County Water Conservancy District and Spanish Valley Water and Sewer Improvement District. The Agency administers the functions of the three forming Districts with the exception of levying taxes and setting the individual district budgets.

Culinary Water Supply

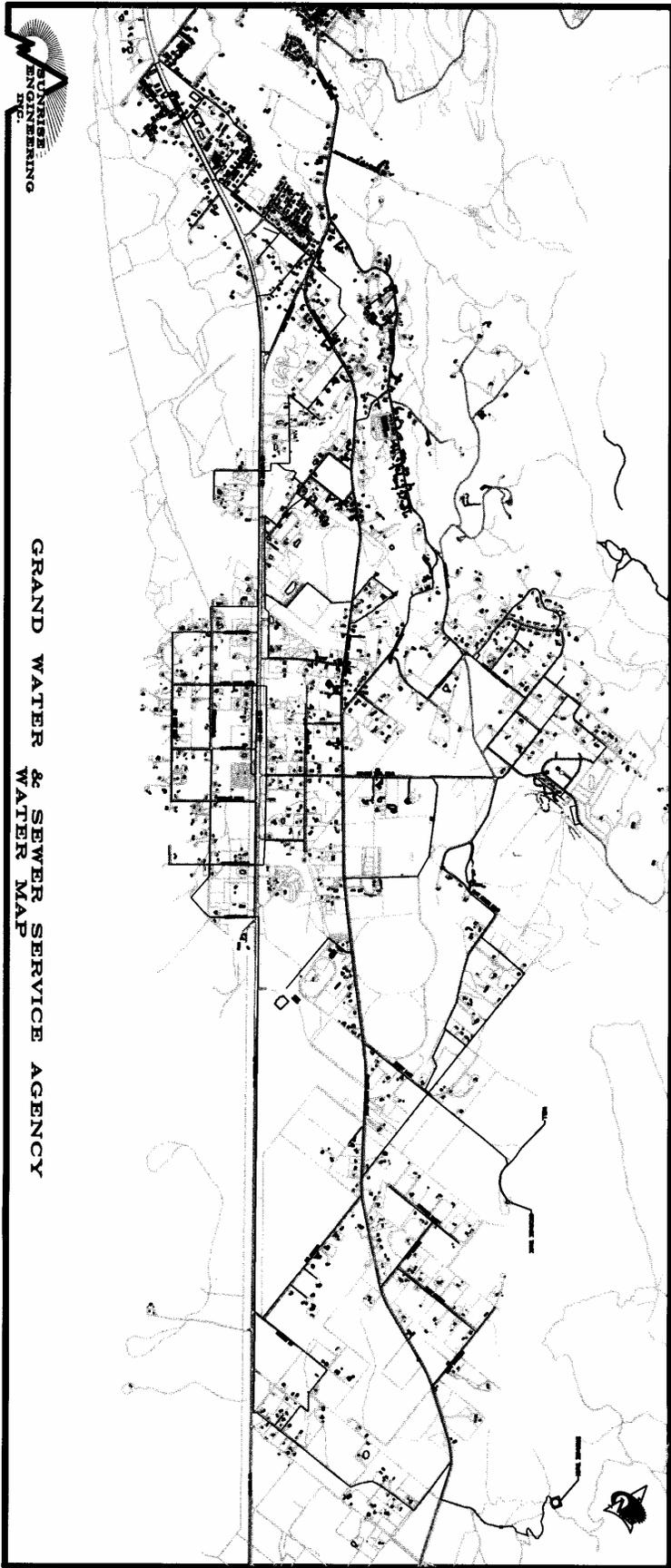
The Spanish Valley water system is supplied by two wells capable of producing about 1,575 gallons per minute (gpm) from the sandstone aquifer that flows toward the valley from the foothills of the La Sals. These wells are privately owned, and used in exchange for irrigation water stored in Ken's Lake. Well tests show minimal draw down and quick recovery indicating that the production rate could be increased. In order to increase production from these wells ownership would have to be acquired by GW&SSA and additional water rights transferred to them. As part of an on-going drinking water system expansion project GW&SSA has completed two new wells: (1) The "Spanish Valley" well is equipped to produce 220 gpm, and (2) the "Chapman #2" well is equipped to produce 1350 gpm. Transfer of water rights to these wells to enable production was protested, and the Utah Division of Water Rights has not decided the issue as of the end of 2002. GW&SSA used 740 acre-feet of water in 2000: 118% of its contracted amount under its exchange contract. Wellhead protection is provided by land use agreements with State Institutional Trust Lands and private property owners that lie within the wellhead protection delineation areas. It is also considered in the Zoning Map Amendment Guidelines adopted in the *Grand County Land Use Code*, Sec. 6.3.6. GW&SSA currently has one million gallons of storage capacity with another three million gallons of storage capacity coming on-line when production from the new wells is authorized by the state.

Culinary Water System

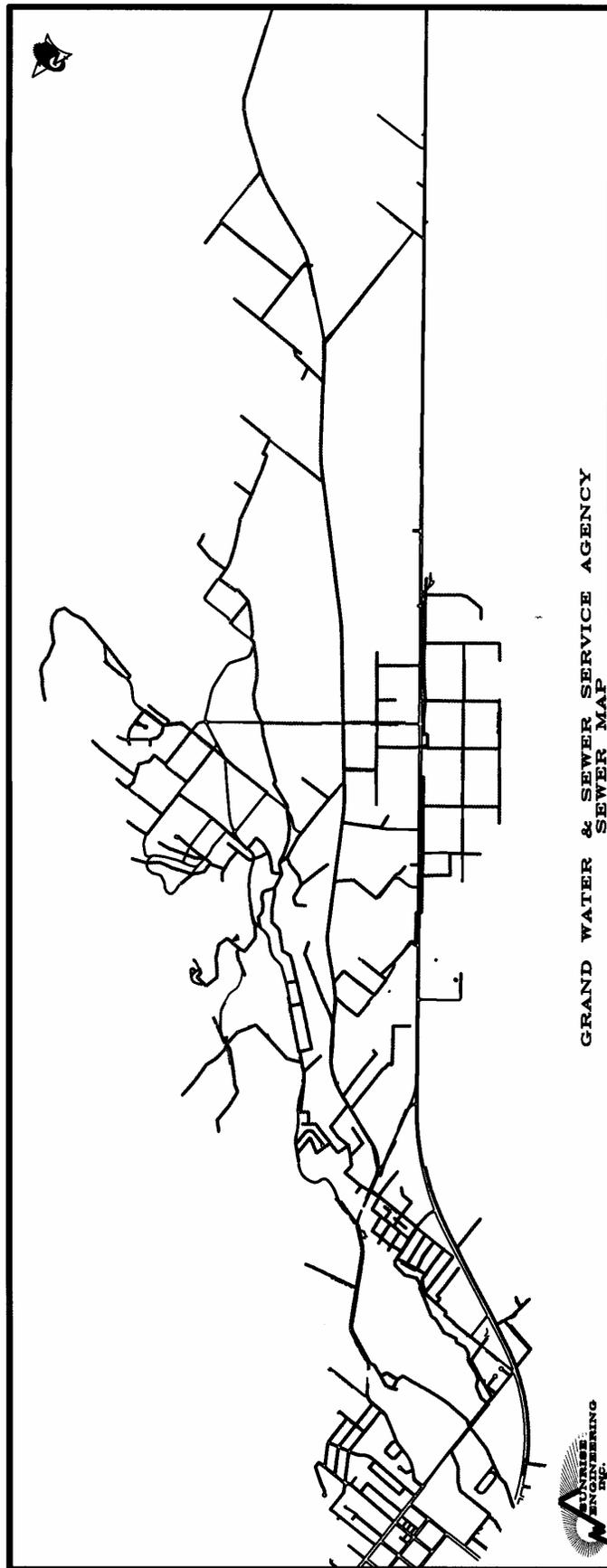
The extent of the WSD water system in 2001 is shown on the following page (page 29). There were 1089 service connections at the end of 2000. 1999 system growth was 7%. Average growth rates from 1984 to 1996 are 4.7%.

Sewerage

The approximate extent of the GW&SSA sewage collection system in 2001 is shown on the map on page 30. There were 1103 connections at the end 2001. Sewage treatment is provided by the City of Moab. A substantial upgrade of the sewage collection system was completed in 1997. The enlarged collection system extended service to areas that were not previously served by sewer and will accommodate a 6% per year growth rate in Spanish Valley's population through the year 2019. The City of Moab upgraded its sewage treatment plant in 1997 to accommodate the projected growth in flows, both from within the city and from GW&SSA.



GRAND WATER & SEWER SERVICE AGENCY
WATER MAP



GRAND WATER & SEWER SERVICE AGENCY
SEWER MAP

1.5.15 | Education – the Grand County School District and Other Providers

The library is the only educational institution supported by Grand County. Schools are provided by the Grand County School District, a separate taxing jurisdiction with its own elected board. Higher education is provided by Utah State University and the College of Eastern Utah.

Public Library

The Grand County Public Library makes some 32,000 volumes available to local readers in a 4,900 square foot building near the center of Moab. The number of volumes circulated each year is about 57,000.

Grand County School District

The Grand County School District replaced the middle school building and constructed a new high school constructed as a result of a \$9.7 million bond issue approved by the district's voters. Citizens and parents are becoming increasingly vocal regarding the need for quality education for the County's student population.

Higher Education

Utah State University (USU) provides higher education opportunities for Grand County residents. USU shares offices in the Moab Higher Education Center, and also houses the USU Cooperative Extension Service office and seven classrooms.

1.5.16 | Tourism Promotion – the Moab Information Center

Grand County is actively involved in promoting tourism.

Moab Area Travel Council

The Travel Council, which was until recently known as the Grand County Travel Council, is a nine-member advisory board. Its staff, which has offices in the county courthouse, and activities are funded by the transient room tax (TRT - see the graph on page 11 for the trend in TRT collections). The current Marketing Plan begins with this mission statement:

The Moab Area Travel Council seeks to improve the local economy by promoting and supporting recreation, tourism, and conventions, in an environmentally-sensitive manner.

The Moab Area Travel Council's Marketing Plan, which changes annually, is incorporated herein by reference in its entirety.

Moab Information Center

Grand County owns the Moab Information Center in downtown Moab. This visitor center is staffed by a cooperative effort of the Travel Council and the federal land management agencies.

1.5.17 | Outdoor Recreation – Parks, Fairgrounds, Museums

Grand County residents have access to millions of acres of outdoor recreation on federal and state lands. Some of the principal recreation areas and sites are listed in Table 1.5.17, and shown on the following page.

Grand County does not operate parks, although it does own a park on the Colorado River north of Moab, which is operated by the local Lions Club. (See Policy 4.2.11 which includes support for the development of a multi-use trails plan.) The Grand County Recreation Special Service District owns and operates the fairgrounds and arena south of Moab. All other local public recreational facilities are provided by the City of Moab, including Old City Park, which is located in Spanish Valley, south of the city limits.

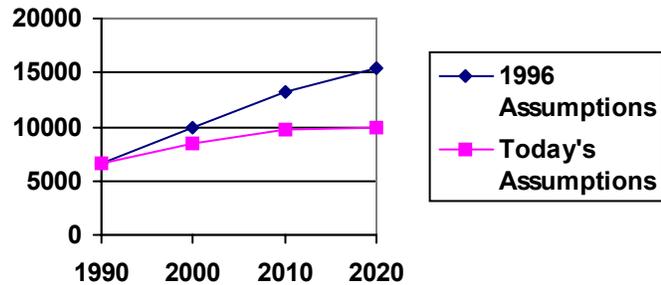
Table 1.5.17

Principal Outdoor Recreation Sites in Grand County Area		
Area	Managed by	Activities Available
Arches National Park	National Park Service	sightseeing, hiking, picnicking, camping
Canyonlands National Park	National Park Service	sightseeing, hiking, picnicking, camping
Deadhorse Point State Park	State of Utah	sightseeing, camping
La Sal Mountains	Manti-La Sal National Forest	camping, fishing, snowmobiling, cross-country skiing, hunting, mountain biking, backpacking
Sand Flats	Community Sand Flats Team, Bureau of Land Management	sightseeing, mountain biking, four-wheeling, camping
Colorado River	BLM	rafting and other boating activities, camping and fishing
Colorado River Way	State of Utah and BLM	rafting and other boating activities, camping and fishing
City Park	City of Moab	~7 acre municipal park, includes pool and playground
Old City Park	City of Moab	~9 acres developed, also includes ~10 acre watershed area and ~11 acres undeveloped
Lion's Park	Grand County/ Lion's Club	picnicking, meetings & reunions, trail hub, parking
Mill Creek Greenway	City of Moab	trails and small parks along Mill Creek
Rotary Park	City of Moab	~3 acre municipal park

1.6 | Changes in Base Economy and Future Challenges

The community's response to change has been shaped by both sides of a historic boom-to-bust cycle. The minerals industry (uranium, potash, oil and gas) directly and indirectly generated more than 62% of all income received by county residents in 1980. By 1993, that share had fallen to 16%. Tourism was a comparatively minor part of the local economy in 1980, directly and indirectly providing about 11% of all income received by Grand County residents and now some 45% of all residents earn their living in tourism-related jobs.

Comparison of Population Projections
from 1996 to Today



Resource extraction as a way of life has now been effectively replaced by a service economy and, more specifically, by a tourism-based economy. Dependence on tourism is slowly beginning to decrease as evidenced by the fact that 53% of the workforce was employed in tourism-related jobs in 1993, that number has now dropped to 45%. There is community consensus that the economy needs to be further diversified beyond the tourism-related economy and that real human needs in the community must be met, particularly with respect to education and affordable housing. Equally important, rural character must be preserved and the high quality open space that dominates Grand County must be preserved. The challenge is to figure out how citizens with diverse view points can work together to make a living in this place while achieving these goals and preserving these values.

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Part II | The Planning Process

This section begins with a brief history of planning in Grand County. It then describes the process and the public participation that resulted in the adoption of this latest general plan update. Following each public participation meeting, the Consultant prepared a meeting summary report to create a public record of the meetings and to serve as a guide in the drafting of the General Plan Update. Each of those original reports was broadly distributed throughout the community and is available in the County Building Department for review.

2.1 | Brief History of Planning in Grand County

Previous Plans
Planning & Research Associates, Master Plan of Grand County, Utah, Including Moab and Spanish Valley. 1968.
University of Utah, Bureau of Community Development. Grand County, Utah: A Master Plan for Development. 1979.
Southeastern Utah Association of Governments and David Wise. Grand County Master Plan. 1988.
Sonoran Institute and Hoffman Associates, Grand County General Plan. 1995

Grand County's first General Plan was produced in 1968. The initial plan was updated in 1979 and again in 1988. A 1992 revision was never adopted. All three (3) editions gave a rather detailed factual description of the county, but offered only broad policy statements and -- in the first -- a general future land use map. There were few specific proposals for implementation, though the county did adopt land use controls: subdivision and zoning ordinances. The rapid growth of the early 1990s led to major revisions in those regulations in 1994 and prompted the Grand County Council to launch a new planning effort in 1995. This effort culminated with the adoption of the current Grand County General Plan.

2.2 | Public Participation in 2002

In preparation for the public participation meetings, the County Planning Commission, County Staff and Consultant prepared, distributed and tabulated the results of a citizen questionnaire; and the Staff and the Consultant conducted Key Person Interviews -- in all 21 persons were interviewed. The public participation process was broadly advertised, well attended and afforded numerous opportunities for citizen participation. The process is summarized below.

2.2.1 | Key Person Interviews

A total of 21 persons were interviewed over a two day period -- January 3rd and 4th, 2002. All interviews were conducted in a casual setting. Responses are presented in a substantially unedited form, consistent with the casual conversational format in which they were presented. Most remarkable about the interviews is the broad level of agreement exhibited among interviewees on many levels, including:

- (a) Best Characteristics
 - Small Town Lifestyle & the People
 - Public Open Space, Ease of Access, Recreational Opportunities

- (b) Worst Characteristics
 - Seasonal Economy, Cost of Living Relative to Earnings
- (c) Most Important Issues Facing Grand County
 - Diversification, Infrastructure, Affordable Housing
 - Preserving Rural Character/Development Scale
- (d) Community Changes Most Like to See:
 - College Campus
 - Clean-up (Yards & Tailings)
 - Trucks off Main Street
 - Community Preservation/ Enhancement
 - Economic Diversity
 - Improved Education
 - Better Health Care
- (e) Barriers to Progress:
 - Diversity of the Population (Both Barrier and an Collaborative Opportunity)
 - Disrespect for Others Opinions
 - Resistance to Change
 - Lack of Cooperation Among Factions
- (f) Common Vision:
 - Like Grand County the Way It Is -- Small Town Qualities & Open Space
 - Diversify the Economy -- Add a College
 - Enhance Community – Provide Affordable Housing and address problems of poverty
 - Improve Education, Health Care, and Meet Senior Citizen Needs
 - Improve Trails and Linkages to Open Space

2.2.2 | Citizens Questionnaire

The citizen questionnaire was broadly circulated throughout the community and published in the local newspaper, The Times-Independent. The questionnaire, which was designed in an open fashion, provided the opportunity for citizens to identify individual concerns free of influence (by the questionnaire) and without giving the impression of voting. Over 300 citizens returned the questionnaire, responding to the following questions:

- ◆ What would you like to see in Grand County over the next 10-20 years?
- ◆ Likewise, what would you not like to see?
- ◆ What would make you and/or your children stay in Grand County over the long term?
- ◆ What would make you and/or children NOT stay in Grand County over the long term?
- ◆ Which, if any, current county policies (see below) do you think should be changed, and how?

Citizen responses to the questionnaire reinforced many of impressions afforded by the Key Person Interviews. Among the most frequently mentioned concerns were:

- (a) Economic Diversification
- (b) Junk Clean-Up
- (c) Higher Education
- (d) Planning, Land Use and Growth Management
- (e) Affordable Housing, Ownership
- (f) Affordable Housing, Rentals
- (g) No Corporate Retail Chains
- (h) Open Space Protection
- (i) Agricultural Preservation
- (j) Rural Character

2.2.3 | Initial Meetings

Initial meetings (3) in the public participation phase of the Grand County General Plan Update were held on January 17th and 18th, 2002, in the Grand County Community Center. The meetings were facilitated by Maro Zagaros, Desired Outcomes, Inc., and Richard Grice, Four Corners Planning, Inc.

The 1st General Plan Update meeting, January 17, 2002, was the primary scoping meeting. Consultants used this meeting, in addition to the Questionnaire and the Key Person Interviews, to identify current land use issues and concerns to be addressed per specific area in the General Plan Update. Citizens agreed early on that all meetings should be conducted according to the following rules:



- (a) Civility - No rock throwing, interruptions, or side conversations
- (b) Take positive slant
- (c) Be proactive
- (d) Be objective -- Try to leave personal bias aside
- (e) Consensus -- Everyone can live with the decision, even if it does not represent each persons preference, they understand why it is important
- (f) Minority opinions shall be recorded and forwarded to decision-makers

Citizens noted their concerns for respective portions of the county on a series of zoning maps. Major concerns included: areas for high density, multi-family housing; need for local retail; big box retail regulations; outback development regulations; building design/lighting; TDRs and affordable housing; development sprawl and public lands implications; junk clean-up; a college for Grand County and other economic diversification; health care and medical leaks; as well as many other important but less widely shared concerns.

The 2nd meeting, January 18, 2002, was a visioning session. Citizens were encouraged to describe their ideal future for Grand County or to describe other communities that they liked and elements of those communities that they found desirable. Agreeing with the Key Person Interview results, participating citizens agreed on a vision that included preservation of the Spanish Valley's rural character and the high quality open space that surrounds the Valley. They also



agreed that economic diversification is long overdue and is best accomplished with the addition of a college, conference center, retirement services and affordable housing.

A 3rd meeting, January 18, 2002, focused citizen's attention on the possible need for a Public Facilities and Services Area Boundary to serve as a guide regarding facility and services extensions. Citizens identified and discussed the pros and cons of such a boundary relative to San Juan County -- consensus was reached that the county should only **consider** extending sewer service, but not domestic water service, to San Juan County in order to protect the aquifer and subject to the following conditions:

- ◆ No service extensions to non-residential or multi-family development;
- ◆ An Inter-local Agreement (between Grand and San Juan Counties) to recapture the cost of service;
- ◆ The agreement should provide for service only to residential uses at a density of 1 dwelling per acre on currently zoned land, and 1 dwelling unit per 10 acres on the un-zoned land;
- ◆ All development to comply with (all) the development standards of the *Grand County Land Use Code*;
- ◆ Provide water for emergency fire protection only; and
- ◆ San Juan County Service Public Facilities and Service Area Boundary to be defined as Valley Floor (east and west toe of escarpment) and including the SITLA block of land boundary on the South.

2.2.4 | Follow-up Meetings

Follow-up public meetings on Community Vision and Land Use were held on Friday Afternoon and Friday Evening, February 22nd and on Saturday, February 23rd, respectively. Again, the meetings were facilitated by Maro Zagaros, Desired Outcomes, Inc., and Richard Grice, Four Corners Planning, Inc.

In the 4th meeting, a follow-up to the previous Visioning Session, citizens refined the community vision. A sense of vision or purpose is necessary because communities are a lot like individuals, they both need a vision or sense of direction, or else they tend to founder about and make unnecessary false-starts and mistakes. Participating citizens explored the meaning of the term “rural character”.

The 5th meeting was a long one – 5 hours – with an ambitious agenda, which had to be completed at a subsequent meeting. The agenda included the following issues:

- ◆ Define Sensitive Lands and Ways to Protect Such Lands
- ◆ Decide on Limiting the Scale of Development, Building Design, or Both in the Outback
- ◆ Decide on Building and Site Standards for Ridgeline Development



2.2.5 | Task Forces

Following the public participation meetings of January and February, 2002, it was clear that many citizens wanted a greater voice, and more active participation in the update of the General Plan. In response, the Grand County Planning Commission authorized the formation of citizen task forces to work on the following subjects identified through the public meetings:

- ◆ Four-year College (See Policy 4.2.4)
- ◆ Economic Diversification (See Policy 4.2.4)
- ◆ Junk Clean Up (See 4.2.7)
- ◆ Health Care (See Policy 4.2.4)
- ◆ Affordable Housing (See Policy 4.2.11)
- ◆ Sensitive Lands (See Policy 4.2.9)
- ◆ Public Lands Management (See Policy 4.2.6)
- ◆ Outdoor Lighting (See Policy 4.2.8)

Citizens “self-selected” for Task Force membership, and each Task Force had 45 days to submit a formal recommendation to the Commission regarding their respective subjects for consideration as part of the General Plan Update.

On April 30, 2002, the initial meeting of the Grand County General Plan Task Forces was held in Moab Civic Center. Approximately 75 interested citizens representing a cross-section of the Moab/Grand community gathered for the event. Participants represented diverse points of view including Real Estate Development, Backcountry Vehicle Users, Backcountry Hikers, Wilderness Advocacy, Ranching, Mineral Exploration, and Local



Business Interests. Following opening remarks, which included appropriate reminders regarding the rules of consensus, the respective Task Forces assembled at different locations throughout the meeting room and proceeded to select a chair and scribe, and to work through the following agenda:

- ◆ Establish the Goal – A broad statement of the ideal
- ◆ Identify Objectives – List things that can be done to achieve the goal
- ◆ Identify Obstacles – List things that hinder achievement of the goal
- ◆ Role of County – List appropriate County roles relative to the goal
- ◆ Other Comments -- Fact Finding or Research Assignments
- ◆ Future Meetings – Will the task force meet again; if so, when?

Each task force was given the option of continuing to meet, and having a long term advocacy role relative to their particular issue. By June 15, 2002, each task force, except for the Sensitive Lands Task Force, submitted a consensus report to the Planning Commission for consideration in the General Plan Update. The specific recommendations made by the respective task forces are contained in whole or in part throughout this document.

Part III | Community Vision

3.1 | Rural Character

The importance of “rural character” to Grand County residents can hardly be over-stated. Rural character, its meaning, and what must be done to preserve it frequently dominates public meetings in Grand County. The issue emerged as a primary community value in the General Plan Update, beginning with the Key Person Interviews, Citizen Questionnaire, and continuing to throughout the public meeting participation process. While rural character means different things to different people, but everyone agrees that is valuable and should be preserved.

On February 23, 2002, participating citizens explored the meaning of the term “rural character” and accepted by consensus that rural character in the Spanish Valley means different things to different people, including:

- (a) A continuum of housing sizes and style for people of modest means;
- (b) Low density, modest residential development, interspersed with farms (with farm animals) and fields;
- (c) Mixture of modest, typical residential height and scale, homes made out of natural materials on a variety of parcel sizes ranging from 1 to 40 acres – avoid cookie cutter style homes and uniform postage stamp lots;
- (d) Two-lane roads, without urban-level traffic or traffic problems;
- (e) Landscaped, natural, and/or agricultural open spaces create a “flow of nature” through rural neighborhoods and developments leaving room for birds and other wildlife;
- (f) Community members living and working in the area, without long commutes to work;
- (g) No bright, unshielded, 360° outdoor lighting;
- (h) Protected view sheds to large open spaces, like a park – e.g. the LaSal Mountains;
- (i) Relatively low population levels, crime and traffic, and no parking problems -- out-of-town;
- (j) Separated from mass population centers and with limited services, what we need but maybe not everything we want;
- (k) Perceptions of an agricultural base and housing costs proportionate to what people earn in the area;
- (l) Five (5) minutes in any direction to the County’s vast, accessible open lands (95% of the County is public land);
- (m) A viable community prospering, with good planned growth;
- (n) Gravel roads and no curb preferred to asphalt;
- (o) Less rules are needed due to the population levels and dispersal; and
- (p) Beautiful and well-kept.

Grand County is surrounded by public lands which enhance the rural character of the county. There is a variety of opinions regarding if and how this land should be developed. Both sides seem to agree that if development in such areas is to occur, the perceived existing condition should be substantially preserved through:

- (a) Careful site planning – such development should be substantially hidden from view,
- (b) Clustering of development – any allowed development should be required to preserve substantially open space, and
- (c) Use of indigenous architectural design and color treatment – building design and color treatment should blend into the natural setting and avoid drawing undue visual attention.

3.2 | Vision Statement

The following vision statement, conceptualized and refined through public participation in early 2002, summarizes the community vision as articulated by Grand County citizens:

VISION STATEMENT

Grand County is known for its rural environment and the ease of access to high quality open space – preservation of these characteristics is a priority. It thrives on a strong sense of community characterized by a high level of respect shared among its diverse population, broad support of community institutions, the provision of quality services to all regardless of income, and by meeting real human needs with increased economic diversity, high quality education, health care and affordable housing.

Part IV | Planning Policies

4.1 | Introduction

This plan is adopted under authority of and in response to the requirements of Title 17, Chapter 27 of the Utah Code, the *County Land Use Development and Management Act* of 1992. The code language requires county planning commissions to prepare a general plan and prescribes the contents of such a plan. The following matrix illustrates how the policy statements of this plan, which emerged from public discussion rather than following a given outline, match the required plan elements.

Where General Plan Elements Required by Utah Law Are Found in this Plan	
Plan Element Required by Utah Code 17-27-302(2)	Corresponding Policy Statements in the Grand County General Plan
(A) Land Use	All of the policies in this plan deal with land use in some way
	See Policy 4.2.9 and 4.2.6 for public lands
	See Policy 4.2.9 for sensitive lands
	See Policy 4.2.10 for agricultural lands
(B) Transportation And Circulation	See Policy 4.2.11
(C) Environmental	See Policies 4.2.2, 4.2.5, 4.2.5, 4.2.9 (especially), and 4.2.10.
(D) Public Services And Facilities	See Policy 4.2.11
(E) Rehabilitation, Redevelopment, Conservation	See Policy 4.2.12
(F) Economic Development	See Policy 4.2.4 and the Economic Development Action Plan produced by the Grand County Economic Development Coalition
	Policies 4.2.11 and 4.2.12 are also relevant: there is no economic development without sound infrastructure and affordable housing
	See Policy 4.2.10, which deals specifically with agriculture
(G) Recommendations For Implementation	Specific implementation actions are included in each policy in this plan

4.2 | Policy Structure and Preview

Each of the following 15 policies adopted in this plan consists of a general goal, one or more related policy statements, an explanatory “preamble”, and a list of actions or strategies needed to implement that goal.

1. Calls for an annual review of this plan
2. Compliance with respect to private property rights, specifically, “takings.”
3. Utilization of the Governor’s Office of Planning and Budget projections for use in planning for Grand County.
4. The pursuit of building a diverse year-round economy.
5. Reiteration of the 1996 General Plan’s call for a citizens initiated program of intergovernmental communication and coordination.
6. Addresses public land management issues.
7. Identifies problems associated with the accumulation of junk in Grand County.

8. Response to the continuing public debate on outdoor lighting.
9. Addresses sensitive lands.
10. Calls for the protection of the land and water base needed to sustain local agriculture.
11. Calls for continuing the on-going capital facilities program.
12. Addresses affordable housing issues.
13. Speaks of quality of life issues in Grand County.
14. Provides guidance to P & Z to use reasonable land use regulation to ensure quality development.
15. Continuation of planning for specific policies for areas outside of Spanish Valley.

4.2.1 | Involve the People of the County in a Continuing Planning Process

Continued Planning Policy 1. Grand County will involve the people of the community in a continuing planning process, and implementation actions for which county government has responsibility, but the people of the county must also take responsibility for implementing many portions of this plan through existing or new civic organizations.

This plan was produced by the participatory process described Part I. It can only be maintained and implemented in the same way. Nongovernmental entities need to take the lead in implementing many of the policies contained herein.

Implementation Actions

- (a) Grand County will comply with all requirements for open meetings, public notice, and public hearings established by Utah law.
- (b) Public notice and hearings are specifically required for amendments to this plan (U.C.A. 17-27-304), the zoning ordinance (U.C.A. 17-27-403), and the subdivision ordinance (U.C.A. 17-27-803). Public notice and hearings are also required for other actions, including, but not limited to, the vacation or amendment of subdivision plats (U.C.A. 17-27-809).
- (c) The Planning Commission will invite the community to join it in the conduct of an annual review of this General Plan with respect to progress on implementing ordinances and the need to adjust implementation plans and strategies.
- (d) The Planning Commission should continue its practice of reviewing the Plan annually to determine community concerns and whether the changes are needed.
- (e) The Grand County Council and Planning Commission will encourage the people of the county to be involved in implementing this Plan.

4.2.2 | Respect Private Property Rights

Property Rights Policy 1. Grand County will continue to comply with Utah's Private Property Protection Act of 1994 (U.C.A. 63-90A-1 et seq.). That law imposes three (3) requirements, which the County has fulfilled:

- (a) First, each county must enact an ordinance establishing advisory guidelines to assist it in identifying actions that may raise constitutional taking issues.
- (b) Second, each county must then consider those guidelines when making decisions that could result in a taking.
- (c) Finally, each county must establish a procedure for reviewing alleged takings. The act requires that owners appeal decisions they believe have effected a taking within 30 days. The county must hear such appeals and make a decision within 14 days.

The term "taking" comes from the Fifth Amendment to the U.S. Constitution which states "nor shall private property be taken for public use without just compensation." Thousands of pages of legal commentary and court decisions have attempted to interpret those few words, but whether a given government action is a taking is still a case-by-case determination.

Implementation Actions

- (a) Grand County will administer its *Land Use Code*.

4.2.3 | Adopt Official Population Projections

Population Projections Policy 1. Grand County will use the population projections prepared by the Governor's Office of Planning and Budget in this Plan and future planning efforts.

Implementation Actions

- (a) Grand County should periodically retain a competent, independent professional to evaluate the projections prepared by the Governor's Office.
- (b) A review of the state-generated projections summarized in Section 1.2 will be included in the 2003 Capital Facilities Planning and Impact Fee Update project. Likewise, the build-out projections generated for the capital facilities plan shall be incorporated herein by reference.

4.2.4 | Build Community with a Strong, Diversified, Year-round Economy

The community's participation in the General Plan Update process indicated a strong expectation that this update address economic development and diversity issues. At the current time, Grand County's economy is driven by seasonal tourism. It's important that we continue to invest in and develop that part of our economy.

It is equally important to develop compatible industries that fit well with the community, and create year round employment opportunities as well as increase the tax base.

This planning process has identified the following industries as diversity opportunities. As our economic planning goes forward we will include the following elements: tourism/conventions, film, 4-year destination college, health care, retirement/second home ownership and natural resource development.

It's time for Grand County to take a more active role in our local economy and as such the following strategies and action steps are suggested to help us reach our diversity goals.

Implementation Actions, Support of Tourism

- (a) Council will review the structure of the current economic development committee.
- (b) The economic development committee or board will adopt the concept of a long range approach to economic development, and create a 5-year detailed plan that will be added to the General Plan. This plan will be reviewed and updated yearly. This plan will address Grand County goals, but, should meet the goals of Moab City as well. A plan that's bridges the interests of the county and the city will have an increased chance of success.
- (c) Grand County does support multiple use of public lands. In addition to the continued use of recreation the county supports oil and gas exploration and development. These uses not only create good paying jobs, but generate mineral lease revenues that can provide needed capital to help pay for infrastructure improvements needed to achieve economic diversity.
- (d) Grand County will investigate and develop incentives that will encourage businesses and developers of projects that will meet our goals.
- (e) Grand County will encourage the Planning Commission to review and update this plan, and the Land Use Code with ways to protect the interests of the community as well as simplification of the development process.
- (f) Grand County will re-establish a County-sponsored Film Commission. It will develop a long range plan to revitalize our lost film industry.
- (g) Grand County will continue to support the MAPS project, new hospital and other related activities to improving health care services and job opportunities in the county.
- (h) Grand County supports the development of a 4-year destination college.
- (i) Grand County will work to develop a convention center. This project could and should be a joint city/county and business collaboration.
- (j) Grand County will continue to support the growth of local business.
- (k) Encourage support for local businesses.
- (l) Support the placement of signs by the Travel Council along SH128 and I-70 advertising and otherwise promoting Moab.

4.2.5 | Promote Intergovernmental Cooperation with the City of Moab, Regional Service Providers and San Juan County

Intergovernmental Policy 1. Encourage greater cooperation and coordination between local and Southeastern Utah governments, federal agencies, businesses, nonprofit organizations, and county residents.

Intergovernmental Policy 2. Grand County will work with the city of Moab and San Juan County to extend sewer service, but not water service, to the southern (San Juan County) portion of Spanish Valley, subject to the following conditions:

- (a) No service extensions to non-residential or multi-family development;

- (b) An inter-local agreement (between Grand and San Juan counties) to recapture the cost of service;
- (c) The agreement should provide for service only to residential uses at a density of 1 dwelling per acre on currently zoned land, and 1 dwelling unit per 10 acres on the un-zoned land;
- (d) All development to comply with the development standards of the *Grand County Land Use Code*; and
- (e) San Juan County Service Public Facilities and Service Area Boundary to be defined as valley floor (east and west toe of escarpment) and including the SITLA block of land boundary on the south.

A mass density study has documented the scale and nature of the potential problems associated with such development.

A public participation session held on January 18, 2002, focused citizen's attention on the possible need for a Public Facilities and Services Area Boundary to serve as a guide regarding facility and services extensions. Citizens identified and discussed the pros and cons of such a boundary relative to Grand County and San Juan County – consensus was reached that service area boundary issues within Grand County are best left up to the individual public facility and service providers.

Citizens identified and discussed the pros and cons of such a boundary relative to San Juan County in a public participation session held on January 18, 2002 -- consensus was reached that the County should only consider extending sewer service (not domestic water service) to San Juan County in order to protect the aquifer.

Implementation Actions

- (a) Grand County may work with the San Juan County to plan for the development of the southern portion of Spanish Valley. Grand County may work with the City of Moab, local service providers and San Juan County to extend sewer service to southern Spanish Valley and to establish fee schedules for such development as necessary to ensure that development in San Juan County pays its fair share of the costs of services provided by the City of Moab, Grand County and local service providers.
- (b) Several hundred acres of vacant land are zoned for residential and commercial development in the San Juan County portion of Spanish Valley. Grand County agencies provide emergency services -- initial law enforcement response, ambulance, and fire -- to this area. Also, San Juan County residents attend local schools and use the library, parks, and other public facilities in Grand County. Grand County and other local service providers cannot plan or function effectively without input to San Juan County's land use decisions and ways to ensure that developers and residents in the southern portion of the Valley make a fair contribution to the cost of the facilities and services they use.
- (c) Grand County and the City of Moab should adopt an agreement (and amend their development codes accordingly) to clarify the procedure for review of developments within the one-half mile surrounding the city limits where Moab has jurisdiction over "urban development."
- (d) Utah law (Utah Code 10-2-418) provides that, "Urban development shall not be approved or permitted within one-half mile of a municipality in the unincorporated territory which the municipality has proposed for annexation in its policy

declaration, if a municipality is willing to annex the territory proposed for such development under the standards and requirements set forth in this section.

- (e) Grand County will work with Utah Department of Health and San Juan County to implement the guidelines of the Mass Density Study to protect the aquifer from septic system contamination.

4.2.6 | Promote Management of Public Lands for the Benefit and Enjoyment of the People of Grand County and the Nation

Preamble

The public lands of Grand County have immense social, ecological, cultural, and economic value and are of worldwide significance. The public lands of Grand County should be managed for the enjoyment and benefit of people of Grand County and the nation so as to maintain the integrity and value of natural and cultural resources. (Public lands are defined as those lands in Grand County that are not privately owned.)

The public lands of Grand County are also the foundation of the county's economic prosperity, both in the short term and the long term. Economic benefit is derived from the management of public lands for multiple use including: livestock grazing, tourism, mineral exploration, recreation, watershed protection, hunting, the film industry and many others. Through economic diversification and multiple use management, Grand County's goal is to achieve a stable economic base while minimizing degradation of the economic, social, ecological, and cultural resources of the public lands. Protecting public lands resources is sound policy for the long term economic well being of Grand County.

Federal and state land planning and management decisions affecting Grand County should be consistent with this Plan. Grand County will be a cooperating agency with Federal and State land agencies. Federal law requires the Bureau of Land Management [43 C.F.R. § 1610.3-1 (e), Coordination of Planning Efforts] and the Forest Service [36 C.F.R. § 219.7(c), Plan Decisions] to conduct a consistency review with Grand County when formulating plans or making land-use decisions. It also provides authority for cooperation with other agencies, including the National Park Service. Grand County will work proactively to ensure that federal decision-makers are aware of, and carefully consider, the local impacts of their decisions. Federal and state land-management agencies are required to consult with Grand County prior to developing or amending land management plans. Any decision on the part of these public land management agencies that deviates from the policies set forth in this Plan must have a reasonable, detailed, and logical explanation from the agency making the decision.

Economic Use of Public Lands

Public Lands Policy 1. Grand County encourages the expeditious processing of use permits for economic uses of public lands consistent with the policies of this Plan, and specifically, film, mineral extraction and recreation, for the benefit of Grand County. To this end, the County encourages the completion of base environmental studies necessary to process applications expeditiously.

Watershed Management

Public Lands Policy 2. Grand County will work to protect watersheds from activities and uses that are injurious to them. Public agencies are encouraged to adopt policies that enhance or restore watersheds for Moab, Spanish Valley and Castle Valley. Grand County will support classification of the aquifers for these valleys at the highest possible quality standard. The County encourages the agencies managing the public land in the EPA's sole source aquifer recharge areas for Moab, Spanish Valley and Castle Valley to define "proper

functioning condition" to include capturing rainfall into the groundwater aquifer at non-degraded rates.

Public Lands Ownership and Exchanges

Public Lands Policy 3. Grand County supports BLM-SITLA exchanges that are advantageous to Grand County 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) protections of lands in Grand County from developments that might otherwise lead to a net increase in county cost for infrastructure and public services; or (d) consolidation of land ownership patterns to reduce fragmentation.

Public Lands Policy 4. Grand County supports the general retention of federal ownership of federal lands in Grand County. Any increase in federally managed lands, such as the expansion of the National Park System, should not be at the expense of County revenues and should offer a clear rationale for benefit to county citizens. The County shall be a collaborating agency in any consideration of National Park system expansion.

National Park Service Coordination

Public Lands Policy 5. Grand County will obtain national park service input and involvement in zoning decisions and proposed developments that have the potential to degrade park resources or park visitors' experiences. Park visitation – and by extension the ecological health of the parks and integrity of vistas – is important to the economy of Grand County.

Travel Management Plan

Public Lands Policy 6. Grand County encourages federal and state land-management agencies to develop and implement a Travel Management Plan for their public lands within Grand County, to include designated roads, official trails, and approved "motor vehicle open areas." The plans should also address types and seasons of permitted uses, supervision and maintenance levels, public education, and enforcement.

Motorized and Mechanized Travel

Public Lands Policy 7. Grand County recognizes that allowing open, cross-country travel by mechanized vehicles is no longer an appropriate public land management practice. The County therefore encourages the agencies to reclassify most areas currently classified as "open to mechanized travel" to a more restrictive travel designation such as "mechanized travel limited to designated roads and trails." This will protect resource values while still maintaining reasonable access for the public."

Public Lands Policy 8. Grand County strongly encourages the agencies to implement an immediate "No New Tracks" policy, limiting mechanized vehicle use to existing roads and trails, except where otherwise specifically designated.

The basis of the no new tracks policy will be the "present tracks" as reflected by the map prepared by the Grand County Road Department, titled "Grand County Class B Roads, April 2002", and including all identified Grand County B roads and "other roads." Motor vehicle use off of those "present tracks" should be limited to the following:

- ◆ Areas identified by public land managers as "motor vehicle open areas," where motor vehicles are free to go anywhere.
- ◆ Historically established and specifically identified motorcycle and bicycle trails.
- ◆ Areas in which public land managers specifically and individually grant permission for additional "temporary tracks" or "new tracks" such as for mineral exploration or other approved new roadways.

Non-motorized Travel

Public Lands Policy 9. Grand County will continue to participate in developing a plan that accommodates non-motorized users including hikers, backpackers, mountain bikers, horseback riders and road cyclists. Official trails will be identified by public land managers, county officials, businesses, and users in the above recreation groups. Trails will include both historically established and planned new trails. Signage, maps, and public education will be used to identify these trails on the ground.

User Group Conflicts

Public Lands Policy 10. Grand County encourages the agencies to resolve conflicts between user groups, particularly where high impact users prevent low impact users from their legitimate use and enjoyment of the public lands for reasons such as noise, dangerous speeds, lasting damage to lands and resources, etc. Such resolutions should bear in mind that all users have a right to enjoy use of the public lands and all users have an impact on the land.

Land Restoration

Public Lands Policy 11. Grand County contains a number of damaged areas and the County encourages public land agencies to restore these lands.

Unaltered Vegetation Areas

Public Lands Policy 12. Grand County contains a number of areas with significant examples of plant communities and soils that are relatively unaltered by historic human activities. These areas comprise less than 5 percent of the public lands in Grand County. Grand County encourages the federal agencies to identify and conserve such areas through administrative designations such as Area of Critical Environmental Concern (ACEC) and Research Natural Area (RNA). These areas represent a significant scientific benchmark for research and understanding of ecological changes. The County will be a participant in the evaluation of candidate areas and the identification of management decisions offering the greatest benefit to the local community.

Special Uses, Events and Activities

Public Lands Policy 13. Grand County will be involved with public land managers; with new and ongoing events and promote cooperation with the permitting process. Ongoing uses, events and activities should be required to mitigate adverse impacts. Restoration plans should be integrated into the permitting process for both new and old events and activities.

Special Management Areas

High-use Areas

Public Lands Policy 14. Grand County promotes cooperation with federal and state agencies to identify and implement appropriate management of high-use and special-value areas, for example, Sand Flats, Mill Creek, Potato Salad Hill, the Highway 128 Corridor, the Kane Creek Corridor, and Moab Rim Trail. Such management should include vigorous education and enforcement efforts and could be created through congressional means (e.g. National Conservation Area), administrative designation (e.g. Special Recreation Management Area), or locally formed joint-management partnerships (e.g. the Mill Creek Partnership)

Illegal Dumping

Public Lands Policy 15. Grand County promotes cooperation with federal and state agencies, and neighboring counties to implement special control measures on public lands where illegal dumping and littering are occurring. Such measures should include posting of “no dumping” signs by the appropriate agency, vigorous enforcement of existing littering laws, and ongoing public education. (See also Sec. 4.2.7)

Unsafe Firearm Practices

Public Lands Policy 16. Grand County supports 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. To prevent lead contamination, maintenance will include regular clean up and proper disposal of bullets.

“Demonstration Fee Programs”

Public Lands Policy 17. Grand County opposes unilateral imposition of “demonstration fee programs” by the BLM or U.S. Forest Service on public lands areas. This policy does not apply to National Park Service units, nor does it apply to charging fees for use of specific, developed facilities, such as individual campgrounds and boat ramps.

Wilderness

Public Lands Policy 18. Grand County continues to support the recommendation for wilderness adopted by the Grand County Council in 1995 after extensive public hearings in which all interests were represented. (See Section 7.1.4, Wilderness Plan) Grand County will follow the State of Utah’s recommendation concerning wilderness designation where consistent with the interests of the people of Grand County.

Wild and Scenic Rivers

Public Lands Policy 19. Grand County will participate and promote cooperation with the administering Federal agency for any proposed or designated wild, scenic or recreational river components to the national wild and scenic river system for planning and administrative purposes. Management plans for any component added to this system shall be established to accommodate the component’s special attributes and existing regular uses. This designation should not interfere with the current B and D road map developed by the County, unless the County agrees to vacate those rights-of-way. [Code 16 U.S.C. § 1279, Withdrawal Of Public Lands From Entry, Sale, Or Other Disposition Under Public Land Laws, and more specifically, (b) Lands Constituting Bed or Bank of River; Lands Within Bank Area] or with any valid existing water right (Code 16 U.S.C. § 1284, Existing State jurisdiction and responsibilities, and more specifically, (b) Compensation for water rights].

Reintroduction of Species to Grand County

Public Lands Policy 20. When reintroduction of animal species to the public lands in the County is considered, Grand County should be a participating agency in evaluating the feasibility and advisability of such reintroduction. The County is particularly interested in evaluating the possible economic impacts of reintroduced species, land use restrictions to protect their habitat, and arrangements to protect or compensate affected land users.

Upstream Motorized River Travel

Public Lands Policy 21. Grand County encourages government entities to maintain permits for water craft at current levels for upstream motorized use on the Colorado river between the Highway 191 Colorado River bridge and the Utah-Colorado state line (except for legitimate emergency purposes). Jet skis and other motorized personal watercraft should be banned from the Colorado River between U.S. Highway 191 and the Utah-Colorado state line.

Airborne Dust

Public Lands Policy 22. Grand County will work to evaluate the causes of large amounts of airborne dust in Moab, Spanish Valley, and Castle Valley, assess the various means of reducing the frequency and extent of airborne dust, incorporate reasonable dust suppression measures into the Land Use Code, and encourage land owners and agencies to adopt management practices that will reduce the amount of dust in the air over the valleys.

Dark Night Skies

Public Lands Policy 23. Grand County will work with public land agencies to ensure that dark skies are not compromised on public lands.

Natural Quiet

Public Lands Policy 24. Grand County encourages the public agencies to implement measures to ensure that this resource is not degraded.

Implementation Actions

- (a) Grand County will develop a Memorandum of Understanding with State and Federal agencies to achieve cooperating agency status.
- (b) Lobby the state and national BLM offices for a new Resource Management Plan for the Moab Resource Area, including more funding to help handle the increased impacts from the rapidly growing number of people using the public lands.
- (c) Initiate a public information campaign with a promotional message for responsible use of public lands in Grand County. Actively promote the idea that the "anything goes" mentality does not apply anywhere in Grand County.
- (d) Encourage continued cooperation between the County, the community and federal agencies with respect to uniform enforcement of land use regulations on the public lands (e.g., Sand Flats model)
- (e) To obtain funding and the authority necessary to better protect intensively used areas and special-value areas, initiate community dialog to consider land designations such as ACEC (Area of Critical Environmental Concern), NCA (National Conservation Area), RNA (Research Natural Area), or NRA (National Recreation Area).
- (f) Solicit volunteers to achieve some of Grand County's goals and objectives for the management of public lands.
- (g) Explore the possibility of designating, assigning or hiring a position [perhaps in coordination with (i), above] that would plan and implement restoration of blighted areas with local organizations and agencies.

- (h) Grand County will petition the state of Utah to designate this section of the Colorado River as “closed to motorized personal watercraft.”

4.2.7 | Promote Community Cleanup

Community Cleanup Policy 1. Grand County should seek to encourage pride of ownership and community clean up through education, land use and Code enforcement. Educational materials on quality lighting and the grand county code should be supplied with all building permits, and should be made available in the lighting section of all co-operating outdoor lighting retailers in Grand County.

The accumulation of refuse and debris (junk) in yards across many parts of Grand County is not acceptable.

Implementation Actions

PHASE I

- (a) Initiate a public information campaign with a promotional message for regarding the socio-economic benefits of clean-up efforts, the health and safety issues, and recycling.
- (b) Identify and reduce the barriers to clean-up, make cleanup more affordable.
- (c) Provide assistance obtaining title to junk cars.
- (d) Set an example by minimizing the accumulation of junk on county property.
- (e) Provide positive (community) reinforcement when areas are cleaned up.
- (f) Hold community cleanup days – involve community organizations, like the boy scouts and girl scouts.
- (g) Be responsive to citizen complaints.
- (h) Act as arbitrators/mediators.
- (i) Continue voucher program, allowing a free truck load of junk -- particularly during the notice period for persons cited for zoning (junk) violation.
- (j) Provide volunteer contribution check off on property tax form to pay for cleanup.
- (k) Set the tone of the county/community to reflect the beauty of our environment.
- (l) Support the efforts of the joint City-County Clean-Up Task Force to develop an ordinance(s) providing local governments with the authority to clean-up private properties found to be in violation of regulations relative to the storage of refuse and debris.
- (m) Amend the Land Use Code to require withholding of land use approvals to parcels containing zoning violations.
- (n) Investigate the possibility for Spanish Valley mandatory trash pick-up, similar to the Moab City program
- (o) Create enforcement mechanism to enhance Land Use Code compliance.
- (p) Implement this policy on a specific time frame, as follows:

PHASE II

TASKS	Responsible Party	Target Date
1. Complete Code review and recommendation for enforcement	Building Dept./ Planning Dept.	January 2005
2. Define semi-permanent junk car and other metal holding area for crusher and recycling efforts	Clean-up Committee	2 nd Quarter 2005
3. Initiate Enforcement Plan in Zones (7)	Clean-up Committee	2 nd Quarter 2005
Zone 1 Review and notification of problem properties	Clean-up Committee	3 rd Quarter 2005
Zone 2 Review and notification of problem properties	Clean-up Committee	4 th Quarter 2005
Zone 3 Review and notification of problem properties	Clean-up Committee	1 st Quarter 2006
Zone 4 Review and notification of problem properties	Clean-up Committee	2 nd Quarter 2006
Zone 5 Review and notification of problem properties	Clean-up Committee	3 rd Quarter 2006
Zone 6 Review and notification of problem properties	Clean-up Committee	4 th Quarter 2006
Zone 7 Review and notification of problem properties	Clean-up Committee	1 st Quarter 2007
4. Deadline for voluntary compliance	--	2 nd Quarter 2007
5. Fines and other zoning enforcement actions	County Attorney	2 nd Quarter 2007

4.2.8 | Support Quality Outdoor Lighting

Outdoor Lighting Policy 1. Grand County will approach the regulation of outdoor lighting in a cooperative, user-friendly manner.

Outdoor Lighting Policy 2. Grand County will ensure that all new and remodeled replacement buildings and outdoor lighting complies with the adopted standards of Art. IV.G, Outdoor Lighting.

Grand County supports and seeks to balance the interests of residents and businesses that choose to light their property and those who prefer to retain darkness. In the interest of maintaining the perception of what is rural and protecting all citizens' rights to enjoy their property, illuminated or not, as they choose, Grand County will provide leadership and guidance in the area of quality outdoor lighting.

Implementation Actions

- (a) Encourage lighting practices and systems that conserve energy, enhance safety, utility, security, productivity, and nighttime enjoyment of property
- (b) Educate citizens regarding adequate and reasonable illumination techniques that limit the spread of fugitive light.
- (c) Limit new and replacement allowable outdoor lighting to full cut-off fixtures.
- (d) Develop a program that promotes or facilitates the addition of shields to yard lights to mitigate off-site impacts.
- (e) Encourage nonconforming lighting to be replaced as existing buildings, signs and/or lighting are replaced, with down-lighting for signs and full cut-off, conforming lighting for buildings.
- (f) Ensure that all developers, designers and builders are aware of the County's current lighting regulations prior to the issuance of permits for all new and remodeled building plans, site plans and signs. Final building inspections will include checking for conforming outdoor lighting

4.2.9 | Protect Sensitive Lands

Sensitive Lands Policy 1. Grand County will make reasonable efforts to protect sensitive lands, open space, and scenic views, while respecting private property rights.

These goals raise a difficult question: What are “sensitive” lands? The Sensitive Lands are defined by the Grand County Land Use Code to include: public drinking water supply watersheds (recharge areas for the aquifer in the Glen Canyon Formation); floodplains and riparian habitats; seen areas of elevated benches, mesas, ridges, and slopes; and significant geological, biological, and archeological sites. These areas have not (with the exception of the flood-prone areas) been mapped and must either be better defined, or addressed on a site-by-site basis during development review.

It is also important to understand the relationship of sensitive lands and the natural hazards described in Part 1.4 of this plan. Not all hazardous lands are sensitive, but there is considerable overlap. For example, riparian corridors along the valley’s streams are both hazardous -- due to flooding -- and highly sensitive. The comparatively humid, well-vegetated oasis along the creeks occupies a small fraction of Spanish Valley, but provides important wildlife habitat and visual and microclimatic relief from the sere colors and heat of the surrounding desert. All that is necessary to enjoy these benefits is to leave riparian areas undisturbed, except for low impact recreational facilities, such as trails and related facilities. The same is true of other sensitive lands. Dedicating them to open space use makes adjacent lands more valuable and well-planned development on such sites more marketable.

Sensitive Lands Policy 2. Preserve scenic quality and protect the socio-economic value of critical view sheds both in and outside of developed areas (e.g., Spanish Valley, Thompson, Cisco) from primary public corridors, including: I-70, US191, and SH313, SH128, Spanish Valley Drive, Murphy Lane, Potash Road and Kane Creek Road, as well as their value to the community as a public amenity.

Sensitive Lands Policy 3. Preserve the rural character of the “outback”, as described in Section 3.1 , through careful site planning, development clustering, and use of indigenous architectural design and color treatment.

Sensitive Lands Policy 4. Grand County will require verification of compliance with ridgeline standards compliance prior to federal and state land trade, disposal or development.

Implementation actions

- (a) Grand County will consider sensitive lands in all development reviews.
- (b) Interested citizens should create a land trust to acquire land and development rights from willing sellers or donors and manage easements.
- (c) Protect riparian corridors and recharge areas for public water supplies from incompatible uses.
- (d) Consider expanding the development clustering requirements (PUD) to include incentives for the clustering/transfer of development rights from sensitive lands (between properties) and to protect views from the outback.
- (e) Update the definition of “sensitive lands”.
- (f) Create incentives for increased clustering of development to protect sensitive lands.

- (g) Preserve sensitive lands as “common open space” to be owned and maintained by homeowners’ associations benefiting from such open space.
- (h) Evaluate County Ridgeline Standards to:
 - Development that creates a silhouette against the sky;
 - Require use of non-reflective roofing materials requirement;
 - Add performance standards requiring that development repeat predominant landscape lines in immediate area; and
 - Restrict color as necessary to blend with the site.
- (i) Ask developers to show how projects in visually sensitive areas will minimize contrast with the natural setting. Contrast can be evaluated using the criteria of form, line, color, and texture.
- (j) Ask developers to demonstrate how projects are hidden from view from visually sensitive areas. Use of indigenous architectural design and color treatment – building design and color treatment should blend into the natural setting and avoid drawing undue visual attention.
- (k) Grand County, the City of Moab, and interested citizens, including the Sensitive Lands Task Force, will investigate a variety of options and incentives to protect sensitive lands in ways that benefit both the community and the landowner.
- (l) Explore opportunities for land swaps with public agencies and the purchase of land or development rights funded by open space impact fees and similar funding sources.
- (m) Encourage responsible revegetation, preservation of existing *native* plant communities and control of noxious weeds.
- (n) Amend open space standards to permit use of open space areas for passive recreational facilities, such as trails and picnic facilities.

4.2.10 | Sustain Local Agriculture – Conserve and Protect Other Resources

Sustainable Agriculture Policy 1. Grand County and interested citizens will work to protect the land and water resource base needed to sustain local agriculture.

Agriculture is a minor component of the Grand County economy, but plays a major role in the local sense of place and scenery. Sustaining local agriculture is also essential for any community that values self-sufficiency.

Implementation Actions

- (a) Interested citizens should organize a group to promote and develop agricultural markets, including markets for value-added products. This group will also provide technical assistance and facilitate classification of agricultural lands for tax purposes.
- (b) Several existing organizations and agencies, like the Grand Growers, the Canyonlands Winegrowers, the Castleland Resource Conservation and Development District, and the County Assessor’s Office should be involved in this effort. Utah’s Farmland Assessment Act (U.C.A. 59-2-502, et seq.) provides for agricultural land to be assessed at its value in use, rather than at its speculative value.

- (c) The Grand County Planning Commission and other agencies, including local irrigation companies, should inventory the county's agricultural lands and water rights. The current land use map shows the general extent of irrigated lands in Spanish Valley, but a more precise inventory that is tied to the County Assessor's records is needed.
- (d) Interested citizens should establish and generate support for a local land trust that can acquire conservation easements and promote the transfer of development rights to preserve agricultural lands. (The Sensitive Lands policy statement also calls for creation of a local land trust.)

4.2.11 | Provide Adequate, Affordable Public Facilities to the People of Grand County

Public Facilities Policy 1. Grand County and other local service providers will plan to provide the facilities and services needed to accommodate the projected growth in population and visitation.

Public Facilities Policy 2. The costs of providing infrastructure for new development should, to the extent possible, be borne by those who benefit: the developers, owners, and occupants of such development.

The City and County have adopted a range of impact fees designed to ensure that new development pays for itself. State statutes require that the impact fee schedule and the capital improvements plan ("Grand County/ City of Moab Public Facilities Analysis) that provides the rational basis for the fee schedule be updated on a regular basis – every five (5) years. The plan and schedule are currently in the process of being reevaluated and updated, and should continue to be updated at required regular intervals in the future.

Public Facilities Policy 3. Grand County shall seek to guarantee that all development served by GWSSA sewer service shall be subject to appropriate density limitations and all applicable Grand County standards as discussed below.

Protection of water quality in the Spanish Valley Aquifer from the effect of septic development in San Juan County is a matter of local public concern. Therefore, it is reasonable for GWSSA to provide sewer service (only) for single-family residential uses, not to exceed 1 ERU (Equivalent Residential Unit)/ acre for private land and 1 ERU per acre/ 10 acres of State Institutional and Trust Lands Administration (SITLA) land. Such development should be subject to all applicable Grand County standards. GWSSA sewer service in San Juan County should be limited to lands within the walls of the valley on the east and the west, and the southern limit of the large block of SITLA lands on the valley floor to the south.

Public Facilities Policy 4. Grand County will encourage the dedication of easements for multi-use trails and public sidewalks in conjunction with all development approvals, as appropriate. At a minimum, such pedestrian facilities should maintain historic access patterns and corridors, continue projections of the city of Moab's trail system, particularly along provided riparian corridors, and provide necessary connections through developed and developing areas to public lands.

Public Facilities Policy 5. Grand County will take necessary steps to ensure that trail installations are accomplished in an environmentally sensitive manner by minimizing negative impacts on riparian areas and other sensitive lands.

Multi-use trails are an important element in a multi-modal transportation system. A multi-use trail system, including segregated bikeways along major transportation corridors is needed to ensure safe and convenient access for all users from the city of Moab to public lands.

Public Facilities Policy 6. Grand County will cooperate with the city of Moab in developing and operating an Animal Shelter. Site selection should carefully consider the impact and methods of mitigating the impact of such a shelter on surrounding land uses.

Implementation Actions

- (a) Grand County, the City of Moab, and other local service providers completed the initial capital facilities planning process June 1996, and are currently updating the resulting capital facilities plan. The capital facilities plan consists of an expanded public facilities inventory, level of service standards (which will become part of this general plan), an analysis of the fiscal impacts of projected growth, and a capital improvements program, including recommendations on how to equitably finance planned improvements.
- (b) The capital facilities planning effort is based on the official population projections, the best available projections of tourism, and limitations like the carrying capacity of the water supply. The impact of facilities financing methods on the affordability of homes are considered.
- (c) The Grand County-Spanish Valley Transportation Study will continue to be used in the community-wide facilities planning effort.
- (d) Grand County should cooperate with other governmental agency in exploring ways of reducing truck traffic through the City of Moab.
- (e) Grand County should ask the Bureau of Land Management and Utah Trust Lands Administration to petition to annex any public lands that may be made available for exchange or sale into the Moab Valley Fire Protection District.
- (f) Public lands that could ultimately be developed, but are not in the Moab Valley Fire Protection District include the NE 1/4 NE 1/4 and NW 1/4 NE 1/4 of Section 28, T. 26 S., R. 21 E., which the Grand Resource Area Resource Management Plan identifies as available for exchange or sale, and the state parcels near the Sand Flats Road.
- (g) Grand County should continue its efforts to better manage surface runoff and to protect riparian corridors.
- (h) Grand County should enter into an inter-local agreement with San Juan County to provide for the regulation of development served by any allowed infrastructure service extension from GWSSA -- e.g., steep slopes, ridgelines, riparian areas, clustering to maintain rural character.
- (i) Grand County should develop a multi-use trails plan for the Spanish Valley to inter-connect the City of Moab, County neighborhoods, parks, the Mill Creek Parkway and other existing trails to public lands via stream corridors, and historic and planned public accessways.
- (j) Access to recreational open spaces such as recreational trails or public lands should be an integral part of new development.
- (k) Promote development clustering to hold down the cost of public facilities, and services.
- (l) Grand County should work with UDOT, as appropriate, develop segregated bike ways along all collector streets, and State Highways

- (m) Grand County will consider working with the City of Moab to establish a jointly funded and operated Animal Shelter.

4.2.12 | Provide a Mix of Affordable Housing Opportunities for Low to Moderate Income Households

Affordable Housing Policy 1. Grand County will support efforts to create affordable housing for its residents, with first priority being given to the creation of affordable owner-occupied housing.

Grand County residents value the diversity of their community, and fear that it will be lost if affordable housing is not available. Affordable housing is more an investment in people and values than in bricks and mortar. Across the nation, communities that have been exporting their work force have exported their character and imported pollution and social problems too numerous to mention. Thus far, Grand County has avoided exporting its work force to outlying communities and desires to continue to see affordable housing provided as close to the heart of the community (Moab) as possible. Moab/Spanish Valley do not have nearby low-cost residential area to which below-median income households could relocate to and afford to commute to/from jobs in Moab. The lack of affordable housing threatens the availability of an adequate labor pool for service- and tourist-industry employers, and handicaps recruitment of trained/credentialed teachers, law enforcement officers, and healthcare workers to the community. To the extent that this community wants to preserve its diversity, it will have to work together to provide opportunities for its workers to remain a permanent part of the social fabric.

Competition for available housing by the short-term and second home markets is a significant factor in the price and adequacy of housing in Grand County. Affordable housing programs are needed to offset the influence of these factors on the available supply of housing.

Every community has economic limitations, and Grand County is no exception. It is critical the County understand the nature and scope of the affordable housing problem so that it can prioritize its limited resources to address its most critical needs and priorities.

Implementation Actions

- (a) Cooperate with the City of Moab and regularly update the Affordable Housing Needs Assessment in order to understand the scope of its affordable housing problem and the size of the housing shortfall relative to the needs various household income groups.
- (b) Identify program alternatives available to address the community affordable housing needs and priorities; and subsequently implement the most appropriate programs.
- (c) Identify and eliminate any barriers to affordable housing in its Land Use Code, and consider rezoning to permit higher densities as an incentive for the construction of affordable housing where there is adequate infrastructure.
- (d) Encourage infill development within the existing urbanized area, such as close-in along Highway 191 South and adjacent to the City of Moab, to allow workers to live close to where they work.
- (e) Develop incentives for affordable housing development.
- (f) Encourage employers to provide affordable housing for their employees and others.

- (g) Encourage small scale resident housing that fits the character of established neighborhoods.
- (h) Consider allowing accessory dwelling units to single family dwellings where practical.
- (i) Continue to support the Grand County Housing Authority and private sector affordable housing projects.
- (j) The Affordable Housing Task Force will, with support from the County, the City of Moab, and other agencies and organization, like habitat for humanity:
 - (1) Investigate private sector financing options for construction of affordable housing.
 - (2) Identify appropriate sites and any zoning changes needed to accommodate the construction of affordable housing;
 - (3) Study ways in which employers can provide housing for their employees; and
 - (4) Communicate the findings of the investigations outlined in the goal above to the public and local officials.
- (k) Provide a site planning graphical examples to illustrate innovative, small lot housing types, clustered development and workable mixed use side development ideas.

4.2.13 | Support Education, Families and the Arts

Education, Family and Arts Policy 1. Interested citizens and civic organizations will work to support community artists and cultural events in Grand County. Cultural events should be used to encourage a sense of community.

Education, Family and Arts Policy 2. The Grand County schools and interested citizens and civic organizations will work to provide increased educational, cultural, and civic opportunities that will help young people to help them understand and appreciate their role in the community and to prepare them for roles as community leaders.

This education, families, and arts policy statement reflects a mixture of concerns about the quality of the community's life, and especially about opportunities for young people. Citizens believe that arts and cultural events can foster pride in the community and hope in individual lives.

Qualify education, or the lack thereof, is a critical factor in future economic development and diversification of Grand County. If the County to benefit from the current national trend and preference for the quality of life offered by relatively small, amenity-rich communities, it must be able to provide high quality education opportunities for its current and future residents.

Implementation Actions

- (a) Interested citizens and civic organizations will work with the Grand County School District to develop higher educational standards by updating the curriculum, redefining discipline standards, and encouraging increased opportunities for teachers.
- (b) Interested citizens, service organizations (including the Arts Council, Chamber of Commerce, and Hotel and Restaurant Association) local government, and local

businesses should encourage arts and cultural events in Grand County in order to enrich the quality of life and bring additional revenues to the community.

- (c) Concerned citizens should work with state and local social services agencies to help establish prevention and intervention services that address drug abuse, alcoholism, teen pregnancy, day care, parent education, and recreational activities in the schools and in the community
- (d) Establish adult entertainment standards and regulations consistent with state and federal law.
- (e) Promote an understanding of the importance of secondary education to the social and economic future of the community.
- (f) Encourage increased community funding and commitment to secondary education.

4.2.14 | Use Reasonable Land Use Regulations to Ensure Quality Development

Reasonable Regulations Policy 1. Grand County and other service providers should ensure that tourists and new residents contribute fairly to the cost of facilities and services. Achieving this goal may require that impact fees be used to help pay for additional infrastructure.

Reasonable Regulations Policy 2. Grand County recognizes that it has a continuing obligation to clarify its land use regulations and standards, and to apply its adopted standards consistently to all development.

Reasonable Regulations Policy 3. Grand County will require public right-of-way dedication in conjunction with development approvals as necessary to maintain all historic accesses (pedestrian and/or vehicular) from and through private lands to public lands.

Over 95% of Grand County lands are public lands. Citizen questionnaire and interview results indicate that most county citizens chose to live in Grand County because of the small town atmosphere and ready access to high quality open space.

Reasonable Regulations Policy 4. Grand County will review the zoning pattern in the Spanish Valley, identify any potential zoning compatibility issues and historic spot zoning areas, and amend it's zoning as necessary to mitigate potential compatibility problems and negative impacts on to sensitive lands. Particular attention should be given to potential development of hillsides, and steep-slope and exposed sandstone areas.

Implementation Actions

- (a) The current capital facilities planning effort will propose specific changes to the County's impact fees and related regulations as needed to respond to the changing cost of serving new development.
- (b) In addition to the "Issues for Consideration" established by the Grand County Land Use Code, Sec. 6.2.6., the County will take into consideration the effect of any proposed rezoning applications upon the character of established neighborhoods and quality of life.
- (c) Grand County should review the zoning pattern in Spanish Valley and consider rezoning lands as necessary to correct historic spot zoning problem areas, or, alternatively, the County may chose to develop incentives such as increased clustering/open space requirements to mitigate potential problems.

- (d) Add other amendments needed to ensure that development complements the natural assets that are an important economic resource and the basis for many aspects of the local quality of life.
- (e) Extend applicability for the Site Development Standards of the County Land Use Code to new subdivisions, so that new subdivisions and lots are not created that cannot comply with the Site Development Standards.
- (f) Establish open space standards that ensure contiguity of such areas within each development and to adjacent any off-site open space areas.
- (g) Mitigate fugitive dust, protect property values and promote more attractive development by requiring landscape treatment of all areas disturbed in conjunction with non-residential and multi-family development.
- (h) Clarify sign measurement methodology consistent with administrative practices
- (i) Re-evaluate the Planned Unit Development district for consistency with this General Plan Update, particularly with respect to Sensitive Lands, Affordable Housing Reasonable Regulations, and extend mandatory Planned Unit Development procedures and standards to the Residential Multi-family District.

4.2.15 | Adapt this Plan to Include Specific Policies for Areas Outside of Spanish Valley

Area Plans Policy 1. This Plan should continue to be expanded, as necessary, to include specific policies and future land use plans for areas outside Spanish Valley.

This general plan is based on a great deal of information about Spanish Valley, and the active participation of many of the valley's residents in the planning process. Grand County does include other areas -- the La Sal Mountains, Thompson, etc. -- for which additional information and specific policies (or modifications of policies presented here) may be needed. Since the adoption of the Grand County General Plan in 1996, the Commission has completed sub-area plans for the Colorado River Corridor, the Highway 191 North Corridor, the North Gateway Corridor, the Spanish Valley Drive/Mill Creek Road Area, and a Wilderness Plan. These efforts have proven to be an extremely effective program which actively involves the area residents, property owners and interested citizens in sub-area planning – sub-area planning should continue.

Implementation actions

- (a) The Grand County Planning Commission will, upon adoption of this general plan update, initiate a process that brings landowners and residents of different parts of the county together to review this plan and adapt it to the local landscape and issues.
- (b) Other priority areas for “specific” planning include the Spanish Valley, La Sal Mountains and the Highway 191 South Corridor.

Part V | Next Steps

The policy statements of this general plan serve as a guide the Grand County Planning Commission and Grand County Council in making public investment and land use decisions. The policies also provide an ambitious “to-do” list for interested citizens and civic organizations. Implementation of the actions adopted here will help local officials and the people of the county sustain and enhance the local quality of life in many ways.

As a tool for dealing with change, this plan must itself be dynamic. While you are reading this, someone in Grand County is talking about the issues addressed here, or working on one of the implementation actions. The ongoing community dialogue and experience gained in implementing this general plan will combine with the global trends that drive tourism, the minerals industry, and public lands policy to result in changing definitions of the issues. Perceptions of what should be done to address the issues will also change. This plan should be reviewed and updated regularly to reflect the community’s needs.

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Part VI | Bibliography

Sources of information used in the preparation of this General Plan Update include:

Interviews

Thanks to everyone interviewed for their time! Grand County Administrator Judy Bane and Mary Hoffine of the Grand County Building Department provided information and assistance on numerous occasions.

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Bruce Keeler, Mayor of the Town of Castle Valley, January 3, 2002

Corky Brewer, Fire Marshall for Moab Fire District, January 4, 2002.

Dale Pierson, Director of Grand Water and Sewer Service Agency, January 3, 2002.

Dan Stenta, Engineer, Keogh Surveying, January 3, 2002.

Dave Olson, Moab Director of Community Development, January 4, 2002.

Dave Warner, Grand County Road Superintendent, January 4, 2002.

Fran Townsend, Grand County Auditor, January 3, 2002.

Jeff Whitney, Moab/Grand County Building Official, January 4, 2002.

Jerry McNeeley, Grand County Council, January 3, 2002.

Jim Dressler, Architect, January 3, 2002

Joette Langianese, Grand County Council, January 3, 2002.

Judy Bane, Grand County Administrator, January 4, 2002.

Kara Dohrenwend, Landscape Architect and City of Moab Planning Commission, January 4, 2002

Lola McElhaney, Environmentalist, January 4, 2002

Marian DeLay, Director of the Grand County Travel Council, January 4, 2002.

Rex Tanner, Business Man (Slickrock RV Park Owner, Merchant, part owner local TV station), January 4, 2002

Rick and Sharron McElhany, Contractors, January 4, 2002.

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Part VII | Appendices

7.1 | Sub-Area Plans, Adopted

To date, sub-area plans have been completed for the following areas. Copies of the individual plans are available from the Grand County Planning Department.

7.1.1 | River Road (SH 128) Corridor Plan

[Incorporated herein by reference]

7.1.2 | North Corridor (Hwy 191) Corridor Plan

[Incorporated herein by reference]

7.1.3 | Moab/Grand County North Gateway Plan

[Incorporated herein by reference]

7.1.4 | Wilderness Plan

[Incorporated herein by reference]

7.1.5 | Spanish Valley Drive/Mill Creek Drive Future Land Use Plan

[Incorporated herein by reference]