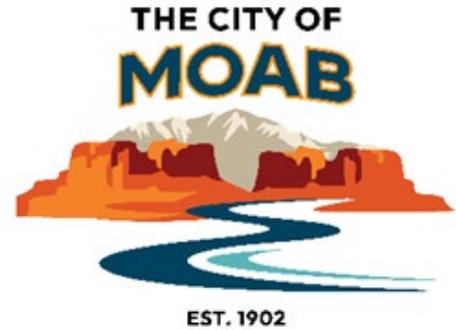


BISCO PROPERTIES, LLC 486 RIVERSANDS ROAD PETITION FOR ANNEXATION STAFF REPORT



CITY OF MOAB PLANNING DEPARTMENT

To: Moab City Council
From: Johanna Blanco, Associate Planner
Date: November 11, 2025
Re: Annexation of Bisco Properties, LLC, Petition for Annexation

City Annexation Proposal

PROPERTY ADDRESS: 486 Riversand Road, Moab, Utah 84532 (Currently in Grand County)

PARCEL ID NUMBER: 03-0035-0035 (1.381 Acres) Totaling Approximately 60,156 square feet.

CURRENT ZONING: Located in the Rural Residential zone for Grand County

PROPOSED ZONING DISTRICT: C-2 Commercial-Residential Zone and R-3 Multi-Household Residential Zone

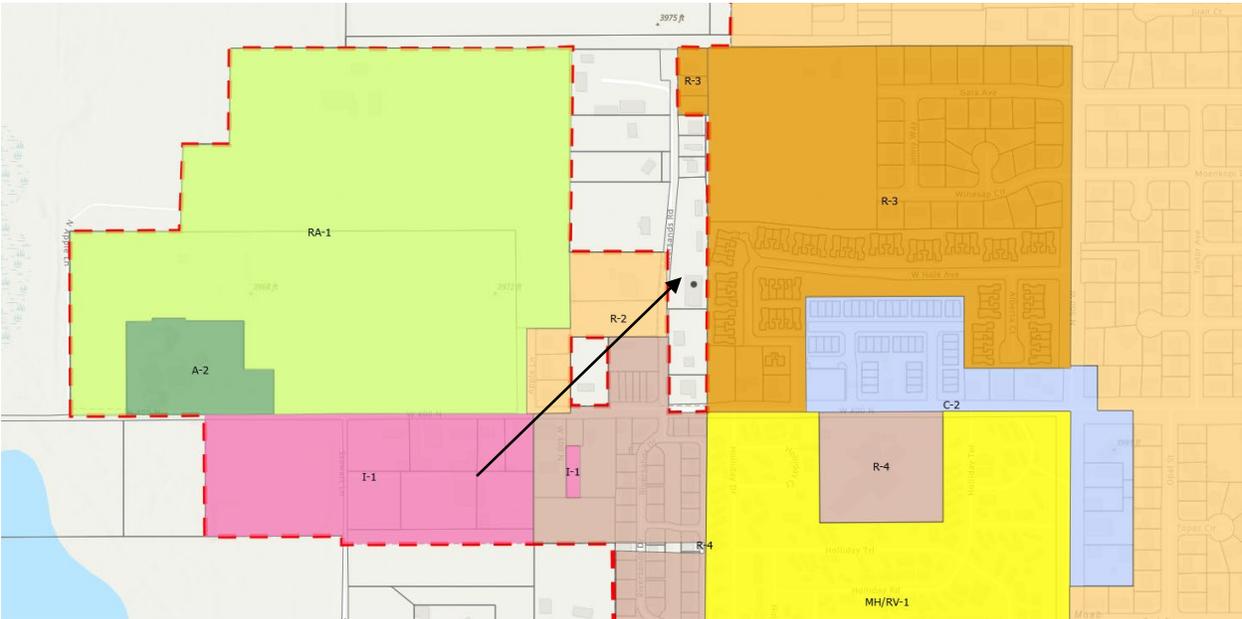
REQUEST: Bisco Properties LLC is requesting their property be annexed into Moab City's jurisdiction. The subject property proposed to be annexed is approximately 1.38 acres; located at approximately 486 Riversands Road, Grand County, Utah. The proposed annexation will bring the property into the City of Moab's jurisdiction. [Section 1.32](#) of the Moab Municipal Code governs the Annexation of land into the City.

ATTACHMENTS:

- I. [GRAND COUNTY ZONING MAP](#)
- II. [PROPOSED SITE PLAN](#)
- III. [FUTURE LAND USE MAPS](#)
- IV. [RR & C-2 & R-3 MATRIX](#)

PROJECT DESCRIPTION:

Bisco Properties LLC is the owner of the parcel of land located at approximately 486 Riversands Road in unincorporated Grand County. The total size of the property to be annexed is approximately 1.38 acres. The current Grand County zoning district for the property is RR Rural Residential. If the property was to be annexed into the City of Moab jurisdiction, the applicant has requested they be designated in C-2 Commercial-Residential Zone and R-3 Multi-Household Residential Zone. See the vicinity map below for location of property. The prooport will be subdivided into two lot once annexed. The C-2 lot will continue its commercial laundry use and the R-3 lot will be developed into a 20 unit multi-household project.



The property to the north is currently a residential use within Grand County Jurisdiction (RR zone); The properties to the west are residential uses (R-2 and RR zones); the property to the east is a also a residential use (R-3 zone); and the property to the south is a residential use (RR zone) in unincorporated Grand County.

PRE-ANNEXATION AGREEMENT:

As part of the Annexation process, the applicant has submitted a pre-annexation agreement. The agreement was approved by the Moab City Council on September 24th, 2024. The agreement would permit Bisco Properties LLC to develop the northern portion of the divided property as a multi-household project and the southern portion as the existing laundry

business. In addition, the pre-annexation agreement will run with the land upon any change of ownership.

The following restrictions and terms are included within the pre-annexation agreement:

Zoning Designation

It is agreed that upon annexation of the property, the zoning will be designated as C-2 Commercial-Residential, and the Residential Parcel shall be zoned as R-3 Multi-Household Residential Zone.

Designated Uses

The petitioner is proposing to create a multi-household development as well as the existing commercial use. The proposed use is included on the concept site plan, which is attached as part of the pre-annexation agreement.

In addition, the agreement would require that 100% , of the proposed residential units be designated as Active Employment Units, in compliance with the Moab Municipal Code (MMC) Chapter 17.64 Active Employment Households. In compliance with the MMC, none of the residential units could be used for short-term rentals.

Minor Subdivision

CITY OF MOAB GENERAL PLAN:

ANNEXATIONS:

As part of the annexation process, any newly incorporated areas should not create enclaves, meaning areas that are in Grand County that are surrounded by Moab City Jurisdiction. The property proposed to be annexed would create any islands of Grand County Jurisdiction. According to Utah state Code § 10-2-402, communities like Moab may approve annexation petitions that would leave an unincorporated island if: (1) the area is within the municipality’s expansion area; (2) the specified county in which the area is located and the annexing municipality agree to the annexation; (3) the area is not within the area of another municipality’s annexation policy plan; and (4) the annexation is for the purpose of providing municipal services to the area.

The following statements are outlined in the General Plan, *Chapter 4- Community Vision*, which are general statements that were identified to be shared values the Moab Community expressed for their future.

- *Provide housing opportunities for all residents in the community*

Allowing property to be developed for multi-household development will provide 20 housing units and 20 deed-restricted restricted for those who live and work in the community.

- *Plan for a compact development pattern that makes efficient use of public facilities and services, encourages mixed uses, protects open spaces and minimizes urban sprawl.*

The dense development of the proposed property, along with preserving a local business will minimize sprawl and create a mixed-use zone.

- *Recognize the value of Moab’s surrounding landscape, including dark skies, solar access, and other natural resources to enhance the quality of life for community residents and to ensure the longevity of Moab’s tourism industry.*

The City updated the landscaping standards to include water efficiency standards, a plant species list, and street tree requirements. Moab City has also updated the dark skies ordinance to allow for the ordinance to have more flexibility for new development. The proposed development will be subject to both updated ordinances.

Findings: The proposed pre-annexation agreement complies with Community Vision Values.

GENERAL PLAN MAPS:

The General Plan for Moab City includes a Boundary Map that outlines the areas surrounding Moab City’s Jurisdiction that is designated for future incorporation into the City. This criterion is met with the proposed annexation of the subject property because the proposed area to be annexed is within the boundaries for future annexation. In addition, the Future Land Use Map does not designate a use for the property.

Findings: The proposed annexation complies with the Future Annexation Boundary Map and the proposed C-2 and R-3 zoning is not inconsistent with the Future Land Use Map.

ELEMENTS, GOALS AND POLICIES IN THE GENERAL PLAN

ELEMENT 3: LAND USE AND GROWTH

GOAL 1: Encourage a diverse, compact, and efficient land use pattern that promotes resident quality of life and is aligned with the city’s character, economy, and vision.

Policy 1: Encourage development to consider the appearance, design, financial impact, and amenities of the community.

Action Steps:

- c. Encourage mixed-use development where appropriate.**
- f. Encourage compact development patters.**

Findings: The placement of the C-2 and R-3 zones lends itself to mix-development. The extension of the R-3 zone allows for more dense housing.

GOAL 8: Promote a variety of housing types and neighborhoods for primary residences.

Policy 1: Work with developers and neighborhoods to promote different, densities and forms.

Action Steps:

- b. Promote compact design and development that maximizes the efficiency of City services.**

Findings: The R-3 zone is the City’s second highest density zone with 2,000 square feet required for each unit. The utilization of the R-3 zone for dwellings promotes compact design.

GOAL 13: CONSIDER ANNEXATIONS THAT PROVIDE A BENEFIT TO THE COMMUNITY.

Policy 1: Assess the impact on City services of each proposed annexation.

Action Steps:

- a. Prepare an annexation impact report on each proposed annexation which contains, at a minimum, analysis of zoning alternatives in addition to applicant request for compatibility with existing neighborhood as built.***

Analysis: As part of the staff report, the General Plan was reviewed as to what the future land use map designates the property and what the boundaries are for newly annexed property into the City. The proposed zoning will help reach the goal of adding additional housing units to the current market. The C-2 and R-3 zones allows for all the proposed uses and the project will be required to go through Site Plan Review Level II and meet all the requirements from the various City Departments.

Findings: The proposed site plan submitted with the annexation application will be required to go through Development Review Team Review and meet all applicable Moab City requirements.

b. Require annexation agreements on all proposed annexations.

Analysis: The City and applicant have agreed upon a pre-annexation agreement that will benefit the City and the applicant (Please see the pre-annexation agreement for details).

c. Update the annexation policy to preserve and protect the interests of the City and to encourage annexation to pay for itself or occur in efficiently large amounts.

Analysis: As part of the development process, any new infrastructure required to support the proposed development will be paid for by the developer.

d. Assess the impacts of proposed annexations where municipal services cannot be economically provided.

Analysis: The current provider is GWSSA and the applicant will be working with them to provide the services needed for the proposed development. The City will not accrue any cost for this.

e. Develop a master plan for each annexation area.

Analysis: The proposed annexation meets the goals of the Future Land Use Map, Annexation Map, and the General Plan. The area that is being annexed is consistent with City goals and plans for this area.

2023 MOAB AREA AFFORDABLE HOUSING PLAN

Supply

Goal #1 Meet the Housing Needs Projections included in the MAAHP.

Action Step: Use density increases—through zoning tools and density bonuses—for the benefit of strengthening workforce and affordable housing goals.

Findings: The utilization of the R-3 density in the proposed project will create 20 of the projected 952 new units needed by 2030.

MOAB MUNICIPAL CODE:

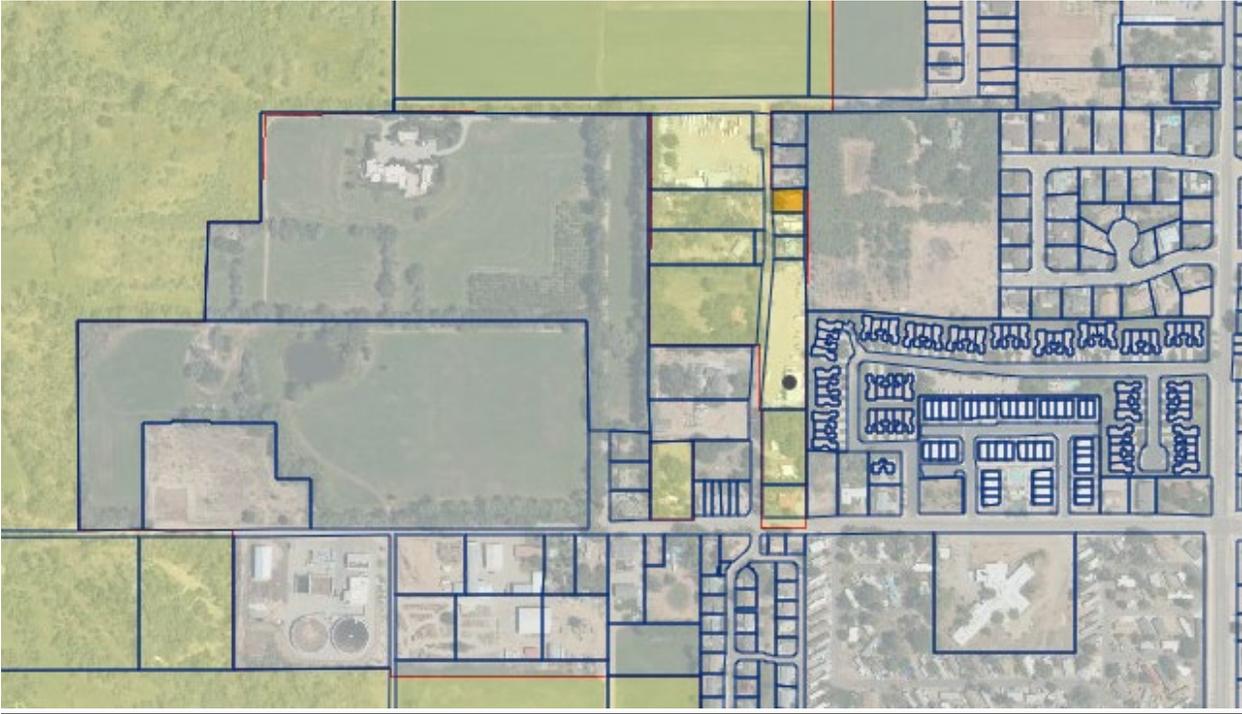
Following annexation, the proposed development shall comply with the requirements for the C-2 and R-3 zoning districts and any other applicable sections of the Moab Municipal Code. The current Grand County zone, RR - Rural Zone, is less dense than the R-3 zone and not a commercial zone as the C-2 zone is.

General Requirements for Proposed Development:

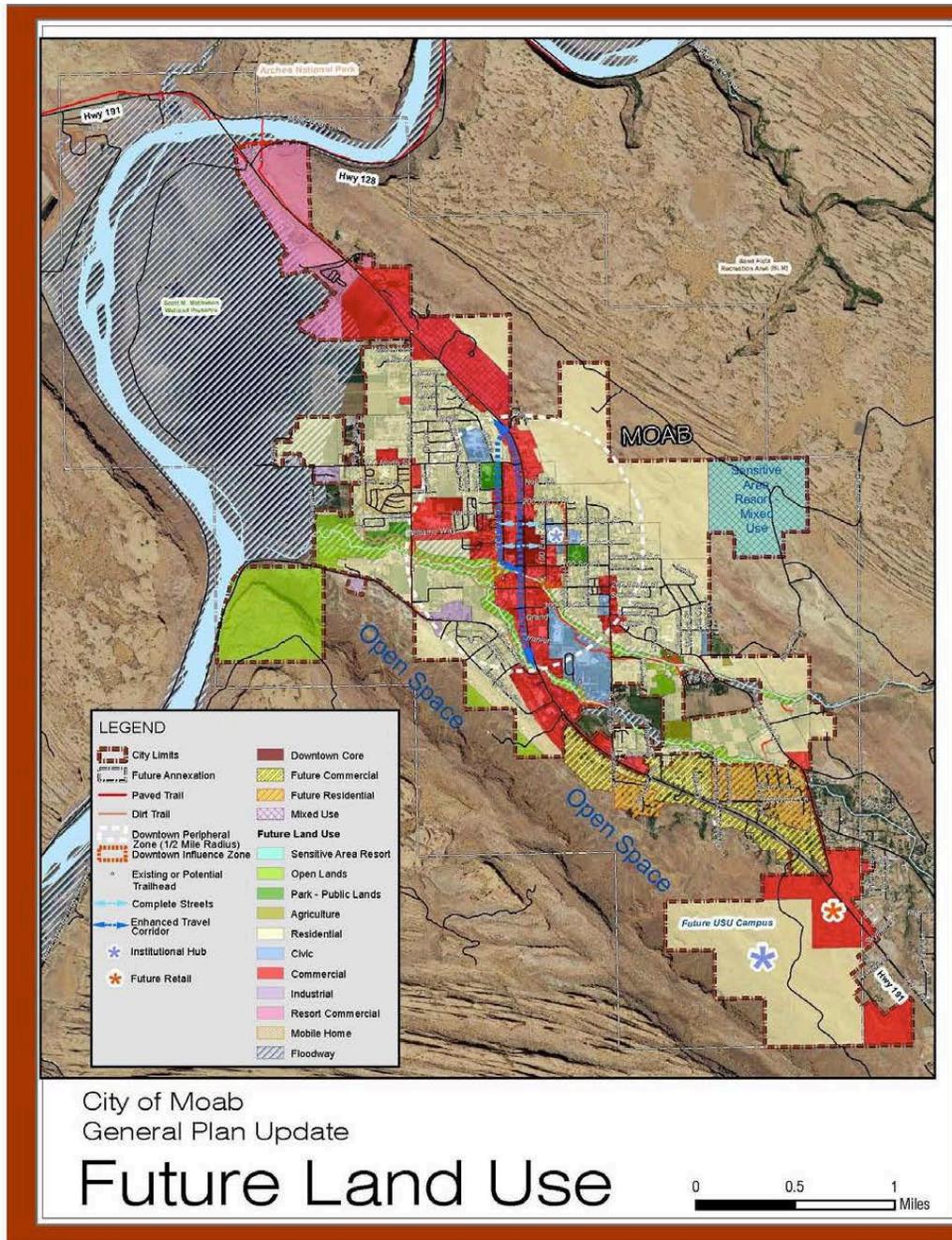
The following processes may be required for the development of the property:

- Level II Site Plan Review [Section 17.67](#) of the Moab Municipal Code.
- Review for compliance with section 17.27 and 17.09 of the Moab Municipal Code.

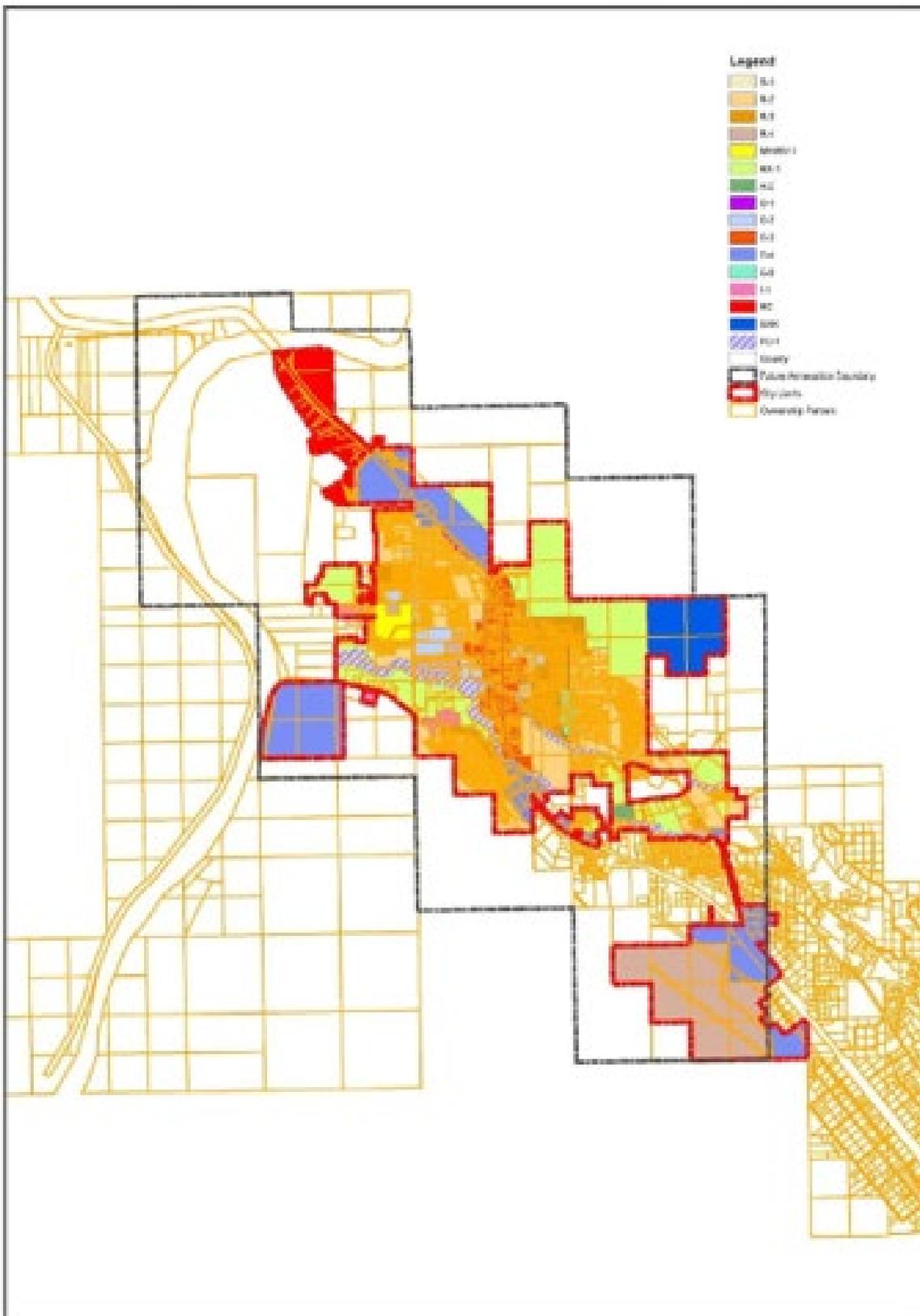
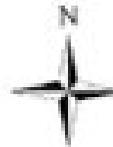
I. GRAND COUNTY ZONING MAP



II. GENERAL PLAN MAPS



Future Annexation Boundary - General Plan



III. RR&C-2 MATRIX

RR Rural Residential

HC, Highway Commercial zone's objective is to accommodate residential uses in low density, rural neighborhoods. In addition to the use and Lot Design Standards of this section, development in the RR, Rural Residential District shall be in compliance with all other applicable provisions of this LUC.

Specific Requirements for the RR Zoning District

Height Limit	35'
Yard requirements	Front: 25' Side: 15' Rear: 20'
Density	1 unit/acre
Allowed Lot Coverage:	25%
Parking:	
Office	1 per 250 sq ft
Retail	1 per 200 sq ft
Cafe	1 per 3 seats

List of allowed uses in the HC Zone:

- Dwelling, single-family
- Zero lot line house
- Alley-loaded house
- Dwelling, two-family (duplex)
- Townhouse
- Manufactured home
- Group Home
- Daycares
- College/ University
- All other educational
- Government Facilities
- Golf Course
- Cemeteries
- All institutions
- Hospital or clinic
- All other medical facilities
- All other parks and open areas
- Places of Worship
- Telecommunication tower
- Major utilities
- All other outdoor rec
- Outfitter, guide All personal service-oriented uses (C)
- Animal raising
- Kennel
- Animal feed lot
- Barn
- Farm
- Grazing
- Fruit and vegetable stand
- Winery ©
- All other ag. uses

C-2 Commercial Residential

The C-2 Commercial Residential zone's objectives are
 1. To facilitate the development of attractive areas within the City that allow the mixing of compatible commercial and residential uses
 2. To facilitate the orderly expansion of commercial uses out from the central commercial district.

Special Provisions:

A strip of land at least fifteen feet in width adjacent to all public streets shall be landscaped in accordance with the provisions located in Chapter 17.10, Landscaping Standards.

B. No dust, odor, smoke, vibration, directed illumination, or intermittent glare or noise shall be emitted which is discernible beyond the premises, except for normal traffic movements.

C. Storage of all merchandise, material and products shall be carried on within a building or within an area enclosed with a sight obscuring fence or wall.

Specific Requirements for the C-4 Zoning District:

Height Limit	40'
Setback requirements	Front: 25' Side: 8' Rear: 15'
Allowed Lot coverage	50%
Parking:	
Office	1 per 300 sq ft
Retail	1 per 300 sq ft

List of allowed uses in the C-2 Zone:

- Arts and crafts shops.
- Assembly of appliances from previously prepared parts
- Carpentry shops.
- Convenience establishments that are less than three thousand square feet.
- Day Care.
- Eating establishments less than two thousand square feet
- Established Overnight Accommodations. property, so long as no new overnight accommodation units are proposed.
- Electrical appliance shops (wholesale).
- Engraving and printing establishments.
- Funeral establishments.
- Greenhouses and nurseries.
- Group Homes.
- Gymnasiums.
- Home occupations
- Hospitals.
- Multi-Household Dwellings.
- One-household dwellings and accessory uses.
- Outfitters and guide services and facilities.
- Parking lots (commercial).
- Places of worship.
- Professional offices.
- Public buildings.
- Public Parks
- Restaurant with Outdoor Dining, Permanent.
- Retail establishments that are three thousand square feet or less.
- Schools
- Secondhand stores.
- Service establishments.
- Two-household dwellings and accessory uses.
- Veterinary clinic with indoor kennel.
- Wholesale establishments that are less than three thousand square feet

IV. RR & R-3 MATRIX

RR Rural Residential	R-3 Multi-Household Residential Zone																														
<p>HC, Highway Commercial zone's objective is to accommodate residential uses in low density, rural neighborhoods. In addition to the use and Lot Design Standards of this section, development in the RR, Rural Residential District shall be in compliance with all other applicable provisions of this LUC.</p>	<p>The R-3 zone's objectives are to provide appropriate locations within the City for high density development, primarily occupied by full-time residents, and employees and owners of local businesses. In general, this zone is located in the central part of the City, adjacent to commercial areas where the impact of vehicular travel and parking is consonant with adjacent use of land, and where multiple dwellings can best be supplied with necessary public facilities. This zone is characterized by more compact development and somewhat higher volumes of traffic than is characteristic of the R-1 and R-2 zones.</p>																														
<p>Specific Requirements for the RR Zoning District</p> <table border="1"> <tr> <td>Height Limit</td> <td>35'</td> </tr> <tr> <td>Yard requirements</td> <td>Front: 25' Side: 15' Rear: 20'</td> </tr> <tr> <td>Density</td> <td>1 unit/acre</td> </tr> <tr> <td>Allowed Lot Coverage:</td> <td>25%</td> </tr> <tr> <td>Parking:</td> <td></td> </tr> <tr> <td>Office</td> <td>1 per 250 sq ft</td> </tr> <tr> <td>Retail</td> <td>1 per 200 sq ft</td> </tr> <tr> <td>Cafe</td> <td>1 per 3 seats</td> </tr> </table>	Height Limit	35'	Yard requirements	Front: 25' Side: 15' Rear: 20'	Density	1 unit/acre	Allowed Lot Coverage:	25%	Parking:		Office	1 per 250 sq ft	Retail	1 per 200 sq ft	Cafe	1 per 3 seats	<p>Special Provisions:</p> <p>The ground floor area of the primary dwelling shall be at least five hundred square feet.</p> <p>B. No dust, odor, smoke, vibration, directed illumination, or intermittent glare or noise shall be emitted which is discernible beyond the premises, except for normal traffic movements.</p> <p>C. The maximum permitted density of planned unit developments shall be ten units per acre of land contained within the development.</p> <p>Specific Requirements for the C-4 Zoning District:</p> <table border="1"> <tr> <td>Height Limit</td> <td>40'</td> </tr> <tr> <td>Setback requirements</td> <td>Front: 15' Side: 7' Rear: 12'</td> </tr> <tr> <td>Density</td> <td>2,000 SF/unit (multi-Household)</td> </tr> <tr> <td>Parking:</td> <td></td> </tr> <tr> <td>Multi-household</td> <td>1/ studio and 1.5/2+ bedroom</td> </tr> <tr> <td>Office</td> <td>1 per 300 sq ft</td> </tr> <tr> <td>Retail</td> <td>1 per 300 sq ft</td> </tr> </table>	Height Limit	40'	Setback requirements	Front: 15' Side: 7' Rear: 12'	Density	2,000 SF/unit (multi-Household)	Parking:		Multi-household	1/ studio and 1.5/2+ bedroom	Office	1 per 300 sq ft	Retail	1 per 300 sq ft
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<p>List of allowed uses in the HC Zone:</p> <ul style="list-style-type: none"> • Dwelling, single-family • Zero lot line house • Alley-loaded house • Dwelling, two-family (duplex) • Townhouse • Manufactured home • Group Home • Daycares • College/ University • All other educational • Government Facilities • Golf Course • Cemeteries • All institutions • Hospital or clinic • All other medical facilities • All other parks and open areas • Animal raising • Kennel • Animal feed lot • Barn • Farm • Grazing • Fruit and vegetable stand • Winery © • All other ag. Uses • Places of Worship • Telecommunication tower • Major utilities • All other outdoor rec • Outfitter, guide All personal service-oriented uses (C) 	<p>List of allowed uses in the R-3 Zone:</p> <ul style="list-style-type: none"> • ADUs • Agriculture • Day Care • Foster homes • Group homes • Home occupations • Planned Unit Developments • Public Facilities • Libraries • Schools • Multi-Household Dwellings. • One-household dwellings and accessory uses. • Places of worship. • Public buildings. • Public Parks • Two-household dwellings and accessory uses. 																														