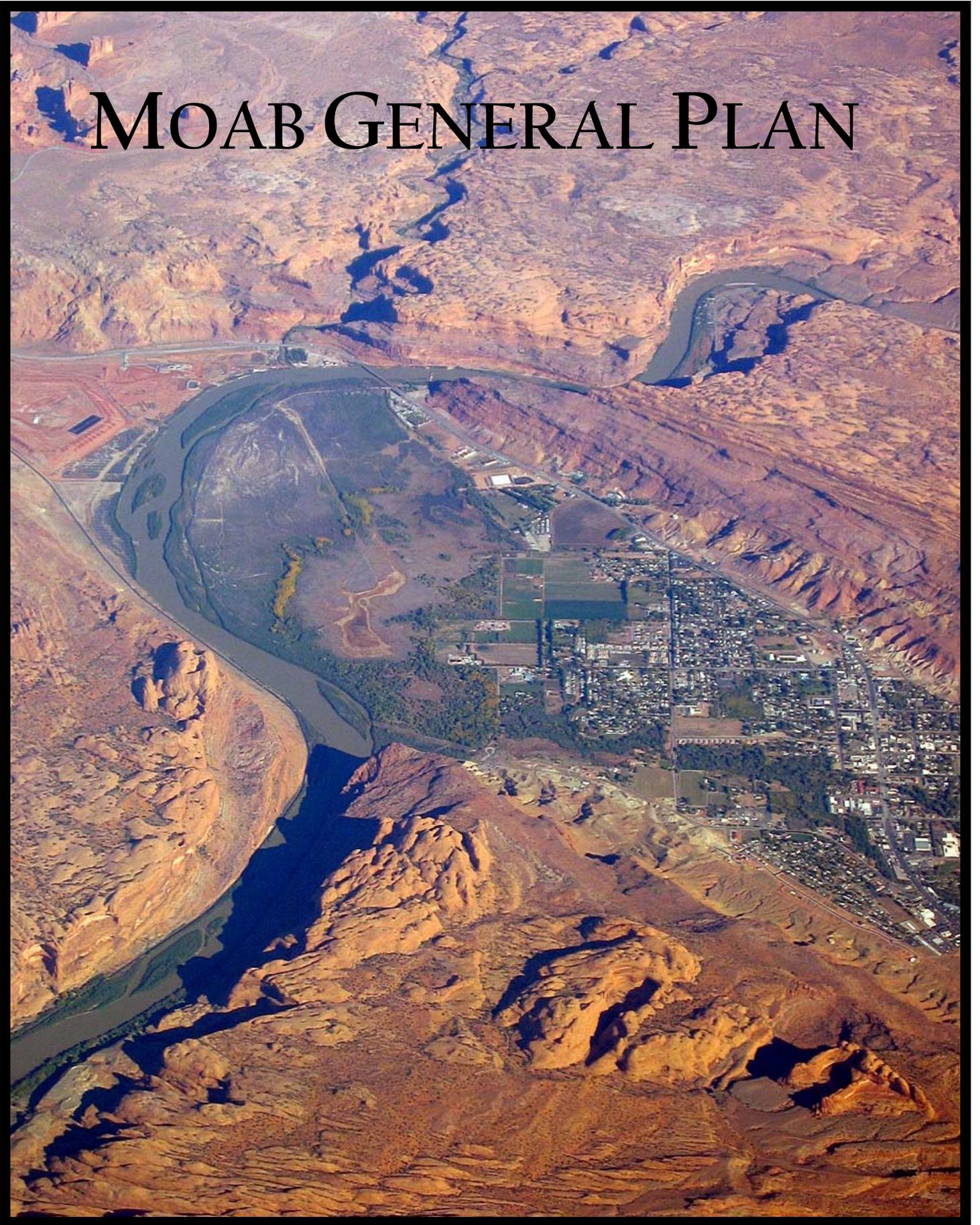


# MOAB GENERAL PLAN



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*“What is needed is for every person to feel at home in the place of his local government with his ideas and complaints. A person must feel that it is a forum, that it is his directly, that he can call and talk to the person in charge of such and such, and see him personally within a day or two. For this purpose, local forums must be situated in highly visible and accessible places.”*

*A Pattern Language*

## CHAPTER 1 - INTRODUCTION

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### Purpose

The Moab General Plan is the City's official statement of its goals and policies. These goals and policies guide future development and reflect the long-term vision of the community. The General Plan also provides an implementation plan for these goals and policies as well as a technical foundation for political decision-making.

The term "general plan" is synonymous with the terms "master" or "comprehensive" plan. Utah Code 10-9-301 - Land Use Development and Management Act directs all municipalities to prepare and adopt a comprehensive long-range land use plan.

### Need for Long Range Planning

Land development takes place one parcel at a time. Changes or impacts from an individual development may be small. But over the years, the combined change resulting from all development decisions can be large. While development proposals are reviewed individually, a master plan provides the context for looking at the cumulative impacts of development. Planning not only provides a long term, big picture view of future development and the changes that can result, but also guides this development to maximize benefits and minimize conflicts and adverse effects. This big-picture framework provides a basis to evaluate individual development proposals with consistency and fairness.

### Challenges

As a tourism-driven economy and a small desert community, the City must balance the needs of residents with those of visitors. Due to the regular seasonal visitation, the city's infrastructure and services must meet the demands of a temporary population that is two to three times the size of

the residential population. This creates cost and planning challenges. There are also implications for housing, employment, and related social issues.

The land use patterns of the boom and bust economic cycles have influenced the eclectic land use pattern that is found in Moab today. For example, a quaint historic cabin can be found next to a 1980s era split level house. This lack of architectural conformity defines Moab's built character and unique styles. Many short-term decisions were based on historic economic needs and the result is piecemeal land development. Residents have expressed a desire to preserve Moab's character, eclecticism, and small-town charm. The challenge is to balance the irregular patterns with modern zoning and development concepts.

Moab is the center for commerce and services in Grand County and the region. Locally-owned businesses are valuable to the local economy and provide goods and services to residents and visitors. The absence of large-scale chain retail stores and stores that cater to basic residential needs leads locals to shop out of town or online. This can be an inconvenience for residents and a potential loss of tax dollars for the City. Moab is faced with choices in how to balance these needs and maintain the character of the community.

Decisions made by the city often have impacts beyond its limits. In addition, the city regularly interacts with and is affected by federal, state, county, other agencies and private groups. This creates the need for careful cross-agency planning and cooperation.

Other challenges include the community's remote location, geographical constraints and arid surroundings. In addition, U.S. Highway 191 bisects the city and is a major north/south transportation thoroughfare which serves main street local business and tourism traffic as well as

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heavy and light commercial through traffic. This leads to congestion, safety, and noise impacts. The challenge for the city is to mitigate these impacts and maintain a vibrant Main Street district.



## City of Moab Community Vision

The Community Vision is a group of statements that summarize the values shared by the community for the future. The Vision was originally written as part of the 2002 General Plan, and has been revised as part of this update based on public input.

## A Vision for Moab

In planning for the future of Moab, the community vision encompasses the following goals:

1. Promote Downtown Moab as a center of commercial activity and employment.
2. Promote a compact development pattern that makes efficient use of public facilities and

services, encourages mixed uses, protects open spaces and minimizes urban sprawl.

3. Maintain Moab's small town character.
4. Encourage community-wide (walking/biking/pathway) connectivity, between schools, neighborhoods, work places, downtown, and tourist destinations.
5. Encourage a diverse mix of year-round employment opportunities offering competitive salaries and meaningful work to raise residents' standard of living through an economically viable community.
6. Recognize the value of Moab's surrounding landscape and other natural resources to enhance the quality of life for community residents and to ensure the longevity of Moab's tourism industry.
7. Support a variety of housing opportunities in Moab.



## CHAPTER 2 – PLANNING CONTEXT

### History

Millions of years of natural erosion from wind and water left behind the unique landscape that helped shape Moab's way of life. The first evidence of habitation in the Moab area dates back several thousand years. Pictographs and petroglyphs have been found in the area that date from 1,500 to 4,000 years old or older. The most recognized ancient culture to occupy the area was the Ancestral Puebloan, who did not inhabit the region until approximately 900 A.D. The Moab vicinity was the northern limit of Ancestral Puebloan habitation, but sometime between 1250 and 1300 A.D. the Ancestral Puebloans disappeared from the area.



While there is some disagreement regarding the entrance of modern Native Americans into the area, the Ute people were the dominant Native American group in the 18<sup>th</sup> century. The Colorado River crossing north of Moab provided the ancient people as well as those who traveled here over time a shallow and safe location for fording of the river. This crossing was a key component of the Old Spanish Trail, which ran from Santa Fe to Los Angeles.

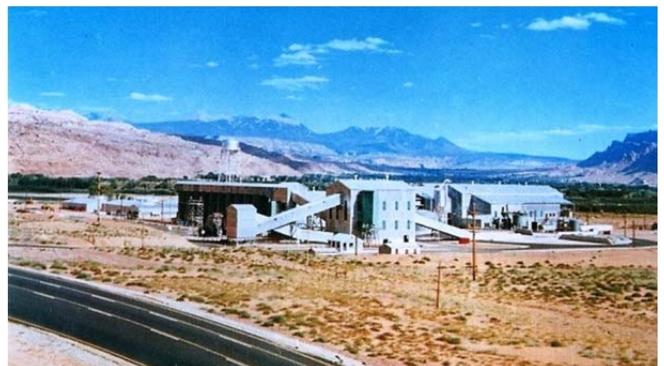
By 1855, the Navajo were also living in Spanish Valley, just south of Moab. Around the same time, an area near Moab was settled by a Mormon missionary group. Because of conflicts with native peoples, the missionaries did not remain long. In 1874 the next group of settlers and cattlemen arrived. Ranching was their main livelihood, but some settlers attempted to grow crops including vineyards and fruit trees. By the

late 1800s peaches, apples, pears, and grapes were being cultivated and shipped throughout the region. The expense of pumping irrigation water and unpredictable freezes prevented Moab from becoming a major agricultural area.

In 1890, Grand County was created by the Utah Legislature and on December 20, 1902, Moab became incorporated as a municipality. Like settlements of the Church of Jesus Christ of Latter-day Saints (LDS), Moab was laid out according to the "Plat of Zion." This grid pattern, inspired by LDS founder Joseph Smith, featured square blocks that were intended to concentrate homes, and create order. Elements of that design can still be seen today including a uniform grid pattern, a north-south orientation, wide streets and long narrow lots. The first known zoning code for Moab was published in 1954.

During the first half of the Twentieth Century, Moab's economy was primarily agrarian; mainly farming, ranching, and fruit growing. There was limited mining during these years as well. Southeast Utah became known for uranium deposits, and later became a popular area for uranium prospecting when the United States government encouraged exploration to meet the military weapon development programs.

A geologist named Charlie Steen discovered a massive high grade uranium deposit southeast of Moab and a prospecting boom began. During the 1950s Moab grew from a population of 1,275 to over 5,000 residents.



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The 1960s saw the construction of a uranium processing plant along the Colorado River and a small oil and gas production boom, further cementing extractive industries as the core of the local economy.

Tourism was also growing during this time, though at a much more modest pace. Arches National Monument became a national park and visitation between 1960 and 1970 grew from 71,600 to 178,500.

By the mid-1970s demand for uranium declined and mines near Moab started shutting down. The uranium processing plant began a series of layoffs and ceased operations in 1984. Moab went into an economic tailspin. The population decreased from 5,333 in 1980 to 3,971 in 1990. Homes were shuttered, businesses closed, and government services were reduced. At one point the local school district instituted a 4-day school week to save money.

While extractive industries declined, tourism gained momentum in the Moab area. Spurred on by the growing popularity of mountain biking and increasing interest in the regional national parks, the 1990s saw the construction of new hotels and restaurants. Downtown storefronts also began reopening, most catering to the burgeoning tourist market. National park visitation mushroomed and by 2014 Arches National Park attracted 1,284,767 visitors.

The 2010s have seen some modest growth in oil and gas production, but for the most part Moab remains dependent upon tourism as an economic driver.

Today, Moab is the hub of Utah’s southeastern corridor. It is 234 miles southeast of Salt Lake City and 113 miles southwest of Grand Junction, Colorado. It is located on State Highway 191 along the Colorado River about 30 miles south of Interstate 70.

Town Name	Population	Distance from Moab
Castle Valley	324 (2012)	22 miles
La Sal	395 (2012)	31 miles
Monticello	1,980 (2012)	54 miles
Green River	949 (2012)	52 miles

A portion of Moab’s workforce lives south of Moab in unincorporated Grand and San Juan counties.

### Population and Growth

The uranium mining boom in the early 1950s created the most significant population growth in the history of Moab. The number of residents increased dramatically from 1950 to 1960. Although no other era would experience the degree of growth that Moab saw during that time, the community would continue to expand into the early 1980s. This trend then reversed, with Moab’s population declining from a high of 5,333 people in 1980 to only 3,971 in 1990. This was largely the result of mine closures and the uranium mill closure.

Historical Population		
Census	Population	%±
1890	333	-
1900	376	12.9
1910	586	55.9
1920	856	46.1
1930	863	0.8
1940	1,084	25.6
1950	1,275	17.5
1960	4,682	267.5
1970	4,793	2.4
1980	5,333	11.3
1990	3,971	-25.5
2000	4,779	20.3
2010	5,046	5.6
2012	5,093	.9

In the early 1990s, Moab began another cycle of growth fueled by the burgeoning tourist industry. Current population growth is very

modest, less than 1% per year. Today, the year-round population of Moab is approximately 5,150.

### Natural Environment

Moab is strongly defined by its location and surroundings. Situated at roughly 4,000 feet in elevation and enclosed by red rock cliffs, Moab lies in a verdant valley along the Colorado River. The creeks and springs and close proximity to the Colorado River create an oasis in the desert. The towering red rock walls and mesas present a stunning contrast to the desert sky, the dramatic peaks of the La Sal Mountain range, and the lush trees and fields of the valley floor. The harsh desert that encircles the community once proved to be a major detriment to development and sustaining a population. Now this natural environment is the greatest asset to supporting a thriving tourism economy.



The surrounding sandstone enhances the beauty of the area but does increase the danger of sudden storm water runoff. Whether the water comes from sudden short lived monsoonal rain storms or from rapid snow melt, there is always a chance of local flooding. Heavy concentrated rainfall can swell Mill Creek and Pack Creek and often causes the eroded faces of the cliff slopes to act as discharge chutes for larger collection basins on top of the surrounding high ground. Recent actions taken to manage flood potential have had a positive effect in protecting public and private property.

### Climate and Temperature

Temperatures in Moab have been reported as high as 113 degrees Fahrenheit and as low as – 20 degrees F. In spite of the intense heat each summer, Moab’s climate is generally categorized as “temperate.” The frost-free period in Moab averages 184 days per year. Rainfall averages only eight inches per year, with October being the wettest month, followed by March, July and April. During the summer, Moab is prone to sudden brief, violent thunderstorms that often result in flash floods.

	Average Daytime/Nighttime Temperatures (Fahrenheit)	Average Monthly Precipitation (inches)
JAN	49.6/18.0	0.53
FEB	50.4/25.5	0.62
MAR	60.2/34.2	0.71
APR	72.5/41.9	0.79
MAY	82.4/50.1	0.57
JUNE	92.0/57.5	0.45
JULY	99.0/64.1	0.49
AUG	95.3/62.8	0.87
SEPT	87.1/52.8	0.83
OCT	73.8/40.8	1.16
NOV	56.0/30.6	0.6
DEC	45.1/21.4	0.64



## Land Use

Moab's current city limits include approximately 3,050 acres of land. The City has a variety of land use types including residential, commercial, industrial, and some mixed use. According to a GIS-based build out analysis, about two-thirds of that area has been built-on or developed, or is conserved or is parkland, or is severely constrained from development due to topography or natural resources.

Moab encompasses a variety of neighborhoods, ranging from higher density areas with a variety of lot sizes to traditional suburban development with larger lots and lower density, to mobile home neighborhoods.

The main commercial area begins (north to south) at the Colorado River Bridge on Hwy 191(Main Street) and follows Main Street to the southern city limits. Other commercial areas exist off of Main Street but are generally adjacent to the central area of town. The traditional downtown area is primarily composed of unique tourist related businesses. At this time, there is no large-scale chain retail in Moab.

Development patterns often do not fit current zoning classes. Single family residences on very large lots have been the development pattern for many years even in the multi-family zones. Significant development occurred prior to the codification of the zoning ordinances in 1954. Development and economic pressures along with fluctuations in population at different times led to development anomalies that still exist today. In addition, there are minor differences among similar zone classifications that may be too complex for the size of the community.

Moab is surrounded on all sides by public lands (see map on previous page). Roughly, 93% of Grand County is held by various federal and state government agencies. To

the east, south and west is predominantly Bureau of Land Management (BLM) property and to the north is Arches National Park. There are also tracts of School and Institutional Trust Lands (SITLA), such as the parcel recently annexed by the City for the potential future Utah State University (USU) Campus south of Moab.

The Nature Conservancy (TNC) is another important open space land owner in the area. The TNC and the Utah Division of Natural Resources jointly own and manage the 894 acre Matheson Wetlands Preserve that provides wildlife habitat.

## Future Land Use Management

While the City is growing, there is an increasing desire to keep our small-town atmosphere. The people that live here choose to reside here because of the amenities of the area. The character of Moab is also important to people looking to relocate in the area. Preserving small-town values is of the highest priority for many Moab residents, and anything that affects local neighborhoods or Moab's atmosphere has heightened importance to those who live in the community.

The land development regulations will continue to be the legal conduit through which land use decisions are made, it is important to continually modify the Land Use Code to reflect the changing needs of the community and promote best land use practices. With growth pressures and sprawling development in the rural areas surrounding the City, infill development of desirable land uses should be promoted with appropriate Land Use Code policies. The policies throughout this chapter of the Comprehensive Plan and in other areas of the Comprehensive Plan identify some of the policies that may encourage desirable infill development, use of existing structures, and other land use directions for the Land Use Code. As needs for particular kinds of residential, commercial, or industrial development arise, and particular critical lands for conservation are identified, this

Comprehensive Plan should be amended to reflect developing trends and the Land Use Code should be revised accordingly. An important aspect of guiding the City's development is ensuring that regulations continue to be dynamic, flexible, and contemporary and reflect the updated trends identified in the Plan.

Growth trends in many communities across the nation are similar to what is occurring in Grand County. Distinct urban areas in certain regions are losing residents as they move to lower-density, more rural settings. Likewise, we are seeing increased development on the "urban fringe". The key to quality-of-life issues in the coming decade will be the ability of the City of Moab and Grand County to coordinate planning efforts in order to manage the growth on the urban fringe, and provide a smooth transition from high-density, urban settings to low-density, rural areas. Development pressures are such that the unincorporated areas near the City are being developed to near-urban levels. As this growth has occurred, it has become apparent that it would benefit the community to create a plan that ensures appropriate and desirable growth within the City and in the areas around it. Developing a growth area plan to reflect best practices and future directions desired by both the City and Grand County is an important aspect of future land use planning.

The City utilizes zoning regulations to help manage land use, compatibility, and density throughout the community. The City provides a menu of zoning options that provide for a variety of residential, commercial, industrial, and open space uses. The current zoning regulations are intended to maintain a healthy, safe, clean, and beautiful community where land is used efficiently, effectively, and is compatible with neighboring uses. In order to continue to ensure the best use of land within the City to protect the values of the residents, it is important to employ the best planning practices available.

Flexibility in the Land Use regulations can be an essential component for encouraging desirable projects that add community assets and

opportunities, though this flexibility can be in conflict with traditional zoning regulations. The City should consider some other dynamic zoning regulations regarding density and site development standards in order to accomplish desired community goals.

In order to preserve community values, the City intends to continue to adopt specific policies that affect growth and land use within City limits and in nearby areas subject to annexation. A realistic, planned and flexible approach to development, will help to reduce sub-rural sprawl, facilitate adequate and efficient infrastructure, conserve critical lands and view sheds, provide appropriate residential and mixed use opportunities, appropriately locate commercial and industrial development, encourage pedestrian movement and neighborhood interaction, and make the best uses of existing buildings and land.

## Annexations

With the slow and steady growth of the City of Moab and the unincorporated areas of Grand County, it is necessary to include provisions for annexation of property into the corporate limits of Moab. Annexation can be an effective means of accommodating the growth of the City while implementing elements of the Comprehensive Plan and the Development Plan.

In 2015, there were just over 97.5 acres of unincorporated land completely encompassed by the City, also known as "county enclaves". These four enclaves are currently subject to county land use provisions and all other regulations including emergency services. To facilitate greater efficiency of infrastructure and services and to encourage desirable infill development, enclaves shall be avoided in the future. Existing enclaves created by annexation, shall be incorporated as the need arises. However, plans must be created to safeguard that the costs to update infrastructure, utilities and storm water structures are the responsibility of the residents living in the areas and not the population at large.

In addition to efficiency and compatibility obstacles between the unincorporated county and the City of Moab, water rights and distribution systems pose further obstacles to annexation and corporate limit expansion. It will be imperative in the coming decades to work with GWSSA in order to make the growth of the City limits more feasible.

### Urban Service Area Plan

Efforts have been made for the City of Moab and Grand County to establish an “Urban Services Area” around the City to provide for future planning as the City grows. This Urban Services Area would include portions of unincorporated Grand County up to one mile from the corporate limits of the City.

An Urban Services Area Plan could be established through an Interlocal Agreement (ILA) between the City and the County. The intent of this agreement would be to establish uniform standards for growth around the City, especially in areas that can be annexed in the future. As stated before, the City is seeing increased growth along the urban fringe. It would be beneficial to establish an ILA with Grand County to ensure compatible development as our community grows. A gradual transition from urban densities to rural uses is in the best interest of all parties involved, providing for the adequate provision of services, infrastructure, and facilities at a reduced cost to residents of both the City and the County.

In addition to the importance of joint planning on the urban fringe between the City and County, it is also of great importance to establish policies that promote infill development within the corporate limits of the City of Moab. There are political and jurisdictional constraints to the geographic expansion of the City in many areas, so policies that favor infill will have a direct impact on growth along the periphery of the City.

### Governmental Structure

The City of Moab is governed by an elected city council and mayor.

Five city council members are elected at large to 4-year terms. The city council reviews and approves resolutions, ordinances and financial activities for Moab City. The city council also hires and oversees the position and its occupational responsibilities.

The mayor, elected to a 4-year term, chairs the city council meetings and votes to break city council ties. The mayor also signs official city documents and contracts. With the advice and consent of the city council, the mayor appoints the police chief, public works director, city treasurer and city recorder as well as board members of the planning commission and the board of adjustments.

The city manager is the chief executive officer of the city. All departments and employees, including appointed officials, report to the city manager. The city manager works under a contract approved by the city council.

The City of Moab provides standard city services to the public, including administrative record keeping, business licensing, building inspection (via a contract with Grand County), planning and zoning, police and public safety services, an active recreation department that includes sports and arts programs, animal control services and an animal shelter, solid waste collection (by contract with a private company), culinary water and sewer services, a wastewater treatment plant, and community and economic development projects and programs. The City also has various agreements with other local government entities for the provision of services, including Recreation, Animal Control, Drug Law Enforcement, Dispatch services, and a number of other services.

The City’s financial structure is based primarily on sales tax revenues and user fees. The City of Moab does not charge a property tax. Therefore,

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the City of Moab does not have any General Obligation debt. Large sale projects are financed through long-term savings, outside grants, and revenue bonds. The City has historically maintained financial stability, with revenues exceeding expenditures on an annual basis.

### Public Buildings, Facilities and Services

Moab offers a variety of services and facilities, provided by a number of agencies and organizations.



#### City Services and Facilities

City owned and operated buildings include:

- Moab City Center, which houses the city council chambers, administrative offices, police, and animal control;
- Moab Public Works Facility, which houses the city's maintenance crews and equipment;
- Moab Animal Shelter, which serves Grand County as well as Moab City;
- Moab Arts and Recreation Center, which provides a public venue for art, dance and movement events and performances as well as cultural and recreation classes and workshops;
- Moab Recreation and Aquatic Center, which provides indoor and outdoor pools and a fitness center;
- Moab Waste Water Treatment Plant, which serves Moab and Grand County; and
- Center Street Gym, which provides for adult and youth basketball and

volleyball as well as other indoor recreation activities.

City owned and operated facilities include:

- Culinary water system serving homes and businesses.
- Four water storage tanks.
- Numerous culinary water wells and springs.
- Water treatment plant serving Moab and Grand County residences and businesses.

#### Parks and Recreation

There are over a dozen parks as well as two recreational facilities in the City of Moab. City parks include ball fields, musical playgrounds, play equipment, hiking/biking trails, a bike park, a skate park, a dog park, duck ponds, stages, amphitheaters, water features, and other outdoor gathering spaces. The Moab Recreation and Aquatics Center, the Moab Arts and Recreation Center and the Center Street Gym also offer public recreational opportunities.

Grand County also provides facilities for use by the community. They include the Grand Center, Old Spanish Trail Arena Complex, and numerous paths and trails.



The City of Moab has an extensive park and trails system:

- The Moab Golf Course, owned by the City but managed by the Moab Country Club.
- The Mill Creek Parkway trail system, 6 miles of trail and connecting trails running through town and further connecting to numerous hiking trails.

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- An extensive bike lane and trail system throughout town and connecting to trails outside city limits.
- Swanny City Park
- Old City Park
- Rotary Park
- Center Street Ball Park
- Dixie Park
- Anonymous Park
- Bullick Cross Creek Park
- Cross Trails Park
- Bark Park (a dog park with separate sections for small and larger dogs)
- Ute Circle Park
- Lions Park
- Frisbee Golf Course
- Sun Court
- Moonstone Gallery
- A BMX course
- A skate park
- A slackline area

### Law Enforcement/Crime Rate

The Moab Police Department has 14 certified officers. The department's primary jurisdiction is within Moab city limits, but the department also works closely with the Grand County Sheriff's Office and the Utah Highway Patrol on investigations and emergency response. In 2012 the crime rate in Moab was 43.98 incidents per thousand residents. While this is higher than some rural areas in Utah, it is not unusual for a tourist area, where crime rates are often inflated from a large visitor population. Special events and visitor fluctuations create staffing challenges for the department.

## Infrastructure

The City of Moab owns, maintains and operates the full range of its municipal infrastructure. This includes water and sanitary sewer systems, a wastewater treatment plant, a storm water drainage

conveyance system, a network of streets and roads, and a trail system. The City adopts an annual Capital Improvements Plan, which includes projects for the current year as well as anticipates projects for a twenty-year time horizon. The City has ongoing efforts to upgrade streets, walkways and other structures, and must plan for future growth and development. The City requires developers not only to install infrastructure to serve their projects and to pay impact fees on new water and sewer connections to facilitate future expansion of these services.

### *Water*

#### The History of Water in Moab

As is typical with towns in the southwestern United States, obtaining a dependable water supply for the City of Moab has historically been a primary concern. In 1907, due to water quality concerns, a wooden pipeline was constructed from the mouth of Mill Creek to the center of town. A few years later, a group of townspeople obtained the water rights and formed the Moab Pipeline Company. They made the necessary improvements and sold the water to the town for profit. Over time, the City found other water resources from springs along Pack Creek and bought out the pipeline company. By 1950, the City had two 200,000 gallon storage tanks. Following the uranium boom hit, additional storage was added. Moab's rapid population growth in the 1950s quickly outgrew the available drinking water infrastructure. Water rationing was a common occurrence. Forward thinking individuals recognized that having sufficient water rights was vital to the growth and sustainability of the community. The City purchased the Sommerville Ranch for its water rights in 1957, which contains three of the four springs that are still used by the City. This purchase enabled the City to also develop several wells, two of which are currently being used to meet the peak summer demands. During the 1950's, the City also negotiated the use of the Skakel Spring on the northern side of the City. In the 1990s, the City purchased full rights to the water from Skakel Spring.

As the population continued to grow, water tanks built as part of the 1951 water line project

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could not provide sufficient storage capacity or adequate pressures. This prompted the City to construct the Powerhouse Tank in 1959 and the Mountain View Tank in 1962 each with a capacity of one million gallons. Skakel Tank came later (1981), bringing the combined storage up to three million gallons.

### Water Rights and Resources

The City has water rights for a sufficient number of culinary water wells and springs to meet current population and business needs. Over the years, the City has acquired water rights equaling 9.137 million gallons per day. Build-out projections indicate that the City will need approximately 5.135 million gallons per day to serve a population of 18,473. Therefore, the City of Moab has about 44% more in water rights and source capacity than would be needed at build-out, which, at the City's current growth rate would be reached in about 130 years. But, water rights do not always indicate the actual quantity of water available to their holders. In addition, some wells and springs have shown lower flows than in the past. Generalized drought conditions throughout the western United States have led the City to join with Grand and San Juan counties to begin extensive studies and modeling to determine the long-term viability of our underground culinary aquifers.

### Water System Components

In addition to the three storage tanks, the existing water transmission and distribution system contains 50 miles of pipe, three pressure zones with 5 pressure reducing stations, approximately 640 valves and 234 hydrants. Because many of the City's water system components date from the 1960s and earlier, they are reaching the end of their useful life. Assessment of system weak points and timely replacement will help avoid failures and costly emergency maintenance.

### Water Quality

All drinking water for the community is supplied via wells and springs from the Glen Canyon Aquifer. This large aquifer located mainly south and east of the City, is contained in the highly porous Navajo and Wingate sandstones

as well as the Kayenta formation, which consists of low permeability siltstone. Snowmelt from the La Sal Mountains provides recharge for the aquifer. This water is classified as Class 1A, pristine groundwater, and Class 1B, irreplaceable groundwater, by the Utah DEQ Division of Drinking Water and has been designated as a Sole Source Aquifer by the U.S. Environmental Protection Agency. The City does not get any water from the Colorado River.

At present, the quality of water that has been used from the aquifer needs no significant water treatment. According to the Conservation Plan, the use of such a facility is not anticipated. Water quantity is also a topic of concern for residents, and while Moab does not have a surplus of water, it does have sufficient water rights for its size and current growth trends.

### Water Conservation

The City has adopted a Water Conservation Plan that calls for specific measures to encourage more efficient and responsible water usage. The plan delineates reduction goals for both residential and commercial usage. Particularly, the plan calls for a 5% reduction in per capita water use, and a 10% reduction in outdoor usage for the period of 2010 to 2016. Given that outdoor water makes up a very large percentage of the City's water usage for both residential and commercial customers, reduction in outdoor culinary water use is a top priority.

### Other Water Purveyors and Agencies

The City of Moab is not the only water purveyor in Moab. The Grand Water and Sewer Service Agency (GWSSA) and the Moab Irrigation Company provide water to property owners both within and outside the City; with GWSSA predominantly providing water outside city limits. The Moab Irrigation Company is a private company which has water shares available for purchase by property owners. In addition, the Grand County Water Conservancy District and the Moab Area Watershed Partnership address water issues in Moab and Grand County.

### ***Sanitary Sewer/Wastewater Treatment***

The City's wastewater collection and conveyance system consists of over 36 miles of sewer pipelines. The City's wastewater treatment plant is a regional facility serving Moab and nearby unincorporated Grand County.

Many of the collection facilities were built in the 1950's and 1960's as part of the proliferation of neighborhoods and subdivisions associated with the uranium boom. As the system continues to age, it will become prone to structural deterioration and hydraulic deficiencies.

The Moab Wastewater Treatment Plant was last upgraded in 1996. Due to growth and new regulations, Moab is upgrading its wastewater facilities and components to increase capacity and ensure future compliance with discharge permits. This upgrade will take into account growth in Moab, Spanish Valley and northern San Juan County.

### ***Storm Drainage***

Seasonal heavy rainfall, along with large areas of sandstone cliffs and other areas surrounding Moab can pose significant storm water drainage issues for the City. While the City does not have a comprehensive storm drainage system, it does have a variety of storm water drainage facilities including check dams, drains, pipes, ditches, retention and detention systems, as well as street conveyance systems. The City adopted a Master Storm Water Management Plan in 1999, and updated it in 2007. The 2007 Plan identified a number of priority projects, with the Stewart Canyon Detention and Outfall, the South Area Trunk System and 200 South Upgrades as the top three priorities. In 2008, the City adopted a storm water fee system on residential and commercial properties in Moab to help offset the cost of these improvements. A further update to the Storm Water Management Plan is needed.



### ***Street Network***

There are approximately 26 miles of road within city limits. The original townsite of Moab follows the Utah tradition of wide streets and long blocks laid out in a grid. However, areas of town developed during and since the uranium boom are more typical U.S. urban and suburban layouts with somewhat narrower streets and occasional cul-de-sacs. The primary roads in Moab often function as part of the storm water drainage system, carrying storm water to the west and into the Matheson Wetlands Preserve or the Colorado River. The City also has an extensive system of bike lanes throughout neighborhoods. There are no bike lanes on Highway 191/Main Street in the center of town, but UDOT has installed bike lanes on the northern section of the road as it heads toward the Colorado River Bridge.

Highway 191 is the primary access route in and out of Moab and travels through downtown Moab as Main Street. Highway 191 is part of the Utah Department of Transportation highway system, and the State is responsible for oversight and maintenance. While the highway sees a significant volume of local traffic, a good portion of the traffic is through-traffic. Traffic statistics indicate that approximately 9% of that traffic is small trucks such as UPS vehicles and 30% are large trucks and semi-tractor trailers.

Maintenance of the City’s street network is a substantial responsibility that includes everything from street sweeping and snow removal to pothole patching and asphalt replacement. Moab’s Streets Department is responsible for all streets in City limits with the exception of UDOT maintained Main Street (US-191) and a few cross-jurisdictional roads maintained by the County. The City receives Class C State Road Funds to help pay for city street maintenance, with maintenance supplemented by City general funds. Since Class C funding is based on road mileage not area, the excessive width of many of the city streets intensifies the funding shortfall. This funding is not sufficient for maintenance let alone to reconstruction of roads that are failing. Though the City sets aside money from its general fund each year for road reconstruction, many streets are in fair or poor condition. The City has developed a prioritized maintenance and replacement list to address this issue, and intends to seek funding sources.

### ***Sidewalks, Paths and Trails***

Pedestrian and bicycle transportation infrastructure is a cornerstone of Moab’s local, sustainable transportation system. The City of Moab has already worked to develop designated bicycle lanes, improve pedestrian sidewalks and paths, and ensure the safe movement of multi-modal traffic on local roadways. Maintaining and further expanding upon these efforts is essential to meeting the community’s vision for an easy to navigate street system, and to continue to be a bicycle and pedestrian friendly community.

The Mill Creek Parkway and developing Pack Creek Parkway are non-motorized paths and trails that meander through the city tying many of the neighborhoods and open spaces together. Starting construction in 1994, Mill Creek Parkway has become a vital recreational outlet and transportation connection for walkers, joggers and bicyclists in Moab. Even in 100 degree desert heat, the parkway stays green



and shady; a welcome refuge for visitors and residents alike. Mill Creek Parkway, as well as the floodway and riparian zone surrounding Pack Creek, are the backbone of this system, with other conserved areas scattered throughout the City. Further expansion of the parkway is planned.

The City of Moab, Grand County Trail Mix and Moab Trail Alliance (MTA) are active in promoting trail development and interconnectivity. Trail Mix is a multi-agency organization with the mission to develop and preserve an integrated network of trails for a safe, convenient, and enjoyable recreation and transportation experience.

### ***County Services and Facilities***

Moab is the county seat of Grand County. Moab residents utilize many facilities and services provided by Grand County or by special service districts established by Grand County. While many Grand County facilities serve city residents, Grand County does not have land use or law-making jurisdiction over the incorporated area of the city. Services and facilities provided by Grand County include:

- Grand County Courthouse
- Moab Visitors Center
- Grand Center
- Moab Library
- Star Hall
- Spanish Trail Arena and field complex
- Moab and Klondike landfills
- Spanish Valley Water and Sewer District
- Canyonlands Care Center
- Canyonlands Airport
- Canyonlands Community Recycling Center
- Family Support Center/Children’s Justice Center
- Sand Flats Recreation Area
- Housing Authority of Southeast Utah
- Lions Transit Hub
- Ken’s Lake agricultural reservoir

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- Grand Valley Cemetery
- Sunset Memorial Gardens Cemetery
- Moab Fire Department
- Emergency Medical Services
- Grand County Search and Rescue

### ***Public Education Services and Facilities***

The Grand School District, which is a subdivision of the State of Utah, provides elementary and secondary public education services within the community. The City of Moab cooperates extensively with the school district on a variety of issues including law enforcement, recreation programming and social issues. School District facilities include:

- Helen M. Knight Elementary School
- Grand Middle School
- Grand High School
- Moab Charter School
- Arches Education Center
- Sundwall Center

Additionally, Utah State University has established a Moab Center and is in the process of designing and building a USU-Moab campus. The City of Moab strongly supports these efforts.

### ***State Services and Facilities***

The State of Utah has a number of regional offices and services located in Moab, necessitating cooperation with a number of different agencies. These locations include:

- A Utah State office building
- A Moab Workforce Services building
- A UDOT yard
- A Public Health office
- A School and Institutional Trust Lands Administration (SITLA) office
- An Adult Probation and Parole office
- A Rehabilitation Services office
- A State Liquor Store

### ***Federal Services and Facilities***

The federal government has headquarters and offices in or near Moab that include the National

Park Service, the National Forest Service, the Bureau of Land Management, the US Geological Survey, and the Moab Interagency Fire Center. The activities of the federal government affect the City of Moab in many ways, necessitating cooperation with a number of different agencies.

### ***Non-Profit Services and Facilities***

Moab and Grand County has an extensive network of local non-profit organizations that provide services to residents and visitors. Some of the major local non-profits include:

- Matheson Wetlands Preserve
- Four Corners Community Behavioral Health
- Moab Regional Hospital
- Moab Free Health Clinic
- Youth Garden Project
- Moab Valley Multicultural Center
- Wabi Sabi
- Community Rebuilds
- Salvation Army
- Veterans of Foreign Wars

### ***Other Services and Facilities***

Moab residents and businesses served by a number of utilities and communications providers, including:

- Questar Gas
- Rocky Mountain Power
- Frontier Communications
- Emery Telcom
- DirecTV
- Dish TV
- River Canyon Wireless

## **Relevant Planning Documents**

To be most effective, a municipality's general plan should be in alignment with the goals and objectives of other community regulations and plans. As part of the 2015 General Plan Update process, the documents below have been considered as part of the Planning

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Context to ensure alignment and to help support future implementation.

### City of Moab & Grand County, Utah Water Conservation Plan Update (2011)

The Water Conservation Plan is meant to address how Moab will meet its future water demand needs through water conservation programs and practices. The Conservation Plan Update suggests that the City progressively implement the water conservation measures outlined in this plan. It concentrates on reduction of outdoor water use to ensure water resources do not become scarce regardless of climatic or developmental pressures.

### City of Moab Storm Water Management Plan (MSWMP) (1999)

The MSWMP was created to address the impacts of past and future growth on the storm water system and establishes an action plan to address those impacts.

### Natural Hazards: Pre-disaster Mitigation Plan for the Southeastern Region of Utah (2013)

Based on the Disaster Mitigation and Cost Reduction Act, the required plan identifies potential hazards, potential losses, and possible mitigation measures to limit losses due to natural disasters.

### Grand County, Utah General Plan (2012)

The Grand County General Plan establishes the county's goals for the future and provides direction for decisions affecting the use and development of land, preservation of open space, transportation systems, partnerships with other organizations, economic growth and the expansion of public facilities and services. The plan is written to provide general policy direction, guide decision-making and set priorities.

### Grand County & City of Moab Housing Study and Affordable Housing Plan (2009)

This plan was prepared with collaboration between the City of Moab, Grand County, the Housing Authority of Southeastern Utah

(HASU), and the Rural Community Assistance Corporation (RCAC). The study examined the supply and demand of affordable housing and proposed goals and objectives to address affordable housing issues.

### Grand County Non-Motorized Trails Master Plan (2011)

Adopted by the city and county, the Grand County Non-Motorized Trails Master Plan provides a blueprint for an integrated trail system by cataloging existing trails and identifying strategic locations for future trail development.

### Spanish Valley Transportation Plan (2008)

The Spanish Valley Transportation Plan addresses transportation issues with short-term and long-term improvement recommendations in the southern part of the city and south through the Grand County portion of Spanish Valley. Intersection enhancement, new road connectors, general road improvements, roadway realignment, and the addition of bicycle lanes to some roads are all suggestions presented in the plan to alleviate future traffic concerns. The Plan establishes policy and recommendations to ease congestion and safety concerns based on population projections, expected land use changes, and anticipated traffic increases from population growth and tourism.

### North Corridor Gateway Plan (2002)

Originally adopted in partnership with Grand County, the plan addresses future development along the northern route 191 gateway by establishing standards that reflect the community vision of land use and development design related to streetscape appearance. The plan became the (RC) Resort Commercial Zone and was applied to the properties in the North Corridor Annexation on August 12, 2008.

### Utah State University: Future Moab Campus Master Plan (2012)

This planning document envisions the new University campus over a 30-year period

transitioning from a small downtown site to a full campus in a recently annexed area. The plan establishes that the campus will be designed and constructed with an awareness of the environment, economics, community, aesthetics, and energy efficiency, to ensure it benefits the lives of students and Moab residents.

2020 Vision: A Sustainable Moab Plan (2008)

This plan encourages water conservation, sustainable construction, reduced dependence on nonrenewable energy sources, and increased energy efficiency for new and existing structures. Community awareness and educational campaigns are proposed to show the financial and social benefits of sustainable practices.

**Other Context**

***Affordable Housing***

A major challenge in Moab is the cost and availability of housing. Vacation properties and second homes dispersed throughout the community have inflated housing costs. A large percentage of jobs in Moab are in leisure, hospitality, and retail trade industries. Identifying and securing housing that supports the Moab workforce and their families has continued to be a priority for the City.

According to the 2010 Census, the median home value of owner-occupied units was \$217,900 and the median household income was \$39,085; in contrast, the median home value for the State of Utah is \$221,300 and the median household income is \$57,783. The Census also indicated that 18.9% of Moab’s population is living below the poverty line, in contrast to 11.4% statewide.

***Arts & Culture***

Moab has a thriving arts community. The Moab Arts Council lists nearly 90 local artists in Moab, and there are many events and educational programs throughout the year for residents and visitors. There are numerous

galleries throughout the city. The Museum of Moab on Center Street celebrates both the human and natural history of the area.

The Moab area’s unparalleled landscape has lent itself to dozens of movies over the years, and will likely to continue to be a small, yet important facet of the City’s economy and culture.



***Environmental Sustainability***

Moab has been on the forefront of renewable energy implementation, water conservation, and water quality practices as a priority to sustaining the local populace. As a leader in the movement towards clean energy, Moab has been purchasing wind energy and has encouraged residents to do the same, making Moab a model for energy sustainability and environmental commitment. The City has set an objective to reduce the use of non-renewable fuels by 20% and increase the City government’s use of renewable energy sources by 20% by 2020. In doing this, Moab hopes to create a model for local citizens and other communities to follow. Solar panels have been constructed on the roofs of most of the city buildings.

Although few major water conservation campaigns have been undertaken, the community has found ways to reduce their consumption per household over time. Moab has noticed significantly lower usage per household than the state average despite the hot and arid climate. The water resources and water rights that Moab currently holds do not mandate extensive water conservation projects. However, in the Vision 2020 Plan, Moab set a goal of reducing per-household, per-business, and City-owned facilities’ water use by 20% by 2020.

## CHAPTER 3 – GENERAL PLAN UPDATE AND PROCESS

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### 2015 General Plan Update Process

The Core Planning Team consisting of city staff, county staff and the city planning commission was established to oversee the update process. The team was responsible for reviewing planning consultant applications through the RFP process. SE Group was chosen and assisted with the initial public participation phase. The Core Planning Team facilitated public noticing, provided technical support, led discussions, and drafted the document for review by the Planning Commission and the public. Based on public, Planning Commission and City Council comments, the Core Planning Team produced this final 2015 General Plan Update.

### Background

The last General Plan adoption occurred in 2002. This 2015 update builds on the 2002 Plan and reflects current circumstances and priorities.

Creating the 2015 General Plan Update was a community-based process that focused on what Moab residents' value about their community and identified opportunities for improvement from a variety of perspectives. The economy, the environment, transportation and connectivity, neighborhoods, and arts and culture were all topics considered during the process.

The 2015 General Plan, as updated, is meant to be used by decision-makers and the community. The plan includes maps, illustrations, and sections that highlight certain accomplishments of the City since 2002.

### Public Engagement

The City made public engagement a priority for the 2015 Update. To achieve a high level of public engagement, the Core Planning Team and

planning consultants utilized a variety of methods, including the following:

1. Web outreach
2. Open house
3. Stakeholder interviews (50+)
4. Sounding Board sessions (2)
5. Topic Forums (4)
6. Stakeholder Meetings and Workshop
7. Other meetings

Each method is described below.

#### Web Outreach

Part of the effort to make the 2013 Moab General Plan Update a community-based process, a project website was created and provided ongoing information on public events and progress. People were also able to submit input via the website to the planning consultants.

In addition to the website, the planning team used email notification to inform the community about events. People signed up for the mail lists at public meetings or via the website. At any point in the process, members of the community were able to provide comments or ask questions through the email link available on the website as well, which were then distributed to the consultants and Core Team.

#### Open House

On Wednesday, August 1, 2012 from 5:30-7:30 p.m., a community open house was held at Moab City Hall and was attended by approximately three dozen people including City staff and administrators, residents and homeowners, business owners, and Moab City and Grand County public officials. The main objectives of the open house meeting were to inform the community about the General Plan Update and to get their initial insight on how to make the General Plan document stronger, more relevant and more in tune with today's vision. Poster boards were arranged around the room and participants

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used stars and green dots to indicate what they thought worked well in the past and what remains pertinent today.



### Stakeholder Interviews

Nearly 50 stakeholder interviews were conducted over a two-day period at the onset of the planning process. Interviewees came from a range of backgrounds and roles within Moab, from business owners to long-time residents and specialists from the fields of education, housing, public works, recreation and more. Some of these interviews were conducted on an individual basis while others were conducted in a group setting with two or three people at a time. This approach resulted in intriguing discussions around some of Moab's most pressing planning topics. Themes that emerged were:

- Retail needs
- Year-round economic sustainability
- City improvements and services
- Community pride
- Water resources
- Neighborhood/character preservation
- Government and process
- Land use, growth and opportunity areas
- Affordable housing
- Public transportation and connectivity

### “Sounding Board” Sessions

Sounding Board sessions were held as casual community forums to meet with members of the planning team, learn about the process and provide input on the plan update. Each session was 2 hours in length and were held at different times and locations to reach different segments of the Moab community. The morning session

was held at the Wake N’ Bake coffee shop and the afternoon session was held at the Moab Recreation and Aquatic Center.

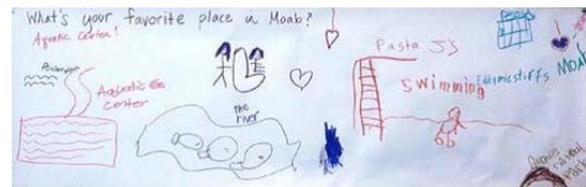
- **Wake N’ Bake**

This session was held in the morning in order to reach the community in an informal setting. A handful of people attended, and because of the small number, conversations were in-depth and one-on-one. Mayor Dave Sakrison, Jeff Reinhart and Ken Davey were also on hand to answer questions from the public.

Much of the discussion revolved around neighborhoods, character preservation, and affordable housing. Topics included the future of the Grand Oasis mobile home park, increased density in residential areas, the highly valued eclectic architecture, solar gain, and the variation of lot sizes in Moab.

- **Moab Recreation and Aquatic Center**

The afternoon session was aimed at reaching families, children, and residents who otherwise would be less likely to provide input on the General Plan Update. The afternoon time frame was selected because the Aquatic Center is busy during that time of day. While adults visited with members of the planning team, children ate ice cream and drew pictures of what they loved most about Moab (see below).



The value of the Aquatic Center to the community as a recreation center and central gathering place was expressed by many of those who stopped to talk. People also expressed what a fantastic place Moab is to raise a family, although some noted the high cost of living and lack of available shopping options for families.

Residents noted the importance of the nearby National Parks to the stability of the tourism

economy. Participants advocated for more connectivity between the City and the Parks, either through public transportation or biking connections. There was also general support for promoting alternative transportation throughout Moab and decreasing auto-dependency. Several business owners/tour operators would like to see more partnerships fostered across the business community to promote the area as a place with friendly, outstanding service. They would like to see the reputation of Moab grow as a place with amazing resources and attractions offering an exceptional experience.

Several people voiced support for promoting solar energy usage asserting that Moab could be a model community for relying on renewable energy with its exceptional year-round solar resources.

#### Topic Forum Discussion Series

These four one-hour lunch sessions were held at the local USU Campus. Each forum began with a video presentation of background information, followed by a group discussion. Several Core Team members were present to facilitate and provide more information as questions arose. The Topic Forums were open to the public, and video recordings of the presentations were posted to the project website for additional comment and discussion.

The Topic Forums were:

1. *Neighborhoods*,  
October 16, 2012
2. *Economic Sustainability*  
October 17, 2012
3. *Living with the Environment*  
October 18, 2012
4. *Getting Around Moab*  
October 25, 2012

The “Topic Forums” further explored these ideas and the general themes identified during the public input process. These “Topic Forums” helped shape the goals and policies found in chapter 3.

The *Neighborhoods* forum focused on the character of neighborhoods and the role they play in the Moab Community.

Moab is home to distinct residential areas that were built at different times and community members present identified with where they live. Many felt strongly that policies should help preserve certain attributes of their neighborhoods and encourage future improvements.

Another theme was the Original Moab Townsite, which is cherished for walkability, varied architectural styles and lot sizes, and mix of residents. Houses, duplexes and apartment buildings currently exist side by side with historic buildings original to the city. Gardens and old trees thrive in the area. Community members wanted to ensure that new development and redevelopment in this part of Moab should carefully consider the context and impacts to existing character in its design and site planning.

Other residential neighborhoods that were specifically discussed included the Nichols-Bowen neighborhood, Mountain View, and Grand Oasis. Nichols-Bowen is close enough to be walkable to Downtown, yet far enough away to feel separate from tourism activity. Mountain View is a Levittown style of development built for miners and their families in the 1950’s and is today a thriving single-family neighborhood. Grand Oasis is a manufactured home park that provides over 300 families with affordable housing options. Residents expressed concern that the future viability of the park as a residential neighborhood is in jeopardy. It was felt that all types of housing opportunities were important for residents of various interest, ages, and walks of life.

In the “*Economic Sustainability*” Topic Forum and throughout the public process, community members identified increasing employment diversification and improving the availability of retail goods and services as general goals.

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Participants felt the development of a Utah State University destination campus would act as a catalyst for quality jobs and more educational opportunities for residents, and would make it easier for young people to remain in the community.

On the question of large scale retail operations in Moab, participants had differing views. Some felt large scale retail would negatively impact existing retail outlets, while others felt large scale retail will allow Moab to keep retail “leakage”, from Grand Junction competition and online.

Support was expressed for programs to develop local businesses related to food service, the arts, and home occupations. Participants indicated they would look favorably upon environmentally “sustainable” enterprises.



“*Living with the Environment*” focused on Moab’s natural environment, surroundings, and environmental sustainability.

Water quality and water conservation were brought up in the early public outreach events and were discussed in more detail in the topic forums. Water usage, while conservatively low according to the Water Conservation Plan, is still a priority of the City and residents. Some community members stated that they would like to see a scientific study done to quantify the amount of water available in the aquifer for future needs.

Residents offered ideas on how the City could improve the retention of water during storm events. They encouraged the use of swales and storm drainage mechanisms that would allow more water to irrigate urban gardens and greenery. Similarly, people voiced interest in having a constant flow of water in Mill Creek.

Participants expressed support for recycling, reuse and composting through a series of public/ private partnerships in Moab. They felt that this will be important in the future for reducing the City’s output of solid waste and subsequent carbon footprint.

Residents shared that they view Moab’s surrounding landscape as very important to the community and believe protecting it has significant positive implications for Moab’s economy and quality of life. Discussion points related to this centered on reducing light pollution, regulating ridgeline development, and the importance of integrating new construction with the natural landscape.

In the “*Getting Around Moab*” Topic Forum and throughout the public process, community members supported multi-modal (vehicles, bikes, walking, transit) connectivity throughout Moab especially between outlying tourist accommodations and Downtown. Another concern discussed was to provide better pedestrian crossings along Main Street within Downtown.

During the forum, the participants discussed implementing the concept of “Complete Streets” and improving streets for all users by integrating motorized and non-motorized modes of transportation. The wide streets of Moab provide an ideal setting to implement these elements.

### Stakeholder Meetings and Workshops

*Public Meeting: Exploring Moab Workshop* was held at Moab City Hall on November 8, 2012. Approximately 30 community members and business owners participated in the

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workshop, along with several staff and public officials from the City of Moab and Grand County. During the workshop, community members participated in an exercise focused on development patterns and character at different densities.

The purpose of this workshop was to invite the Moab community to flesh out key planning topics from previous public outreach efforts. Through a hands-on small group exercise using visual examples, participants explored future possibilities for Moab. They developed concept maps that detailed opportunities and challenges using the four topic areas of Economic Sustainability, Neighborhoods, Getting Around Moab, and Living with the Environment. The input from this workshop provided information for the Future Land Use Map and policies of the 2013 General Plan Update.

### Other Meetings

Other meetings included workshops and public hearings held by the Planning Commission. The City Council also held meetings to receive comments from the public in the early part of 2015.

## General Plan Implementation

The implementation stage of the City of Moab General Plan occurs as rezoning, development and annexation requests are made, as zoning and subdivision ordinances are revised, as capital

improvement programs are developed, and as budgets are prepared.

In order to preserve the integrity of the Moab General Plan, and to ensure that it reflects the changing needs of residents of Moab, it shall be the policy of the Moab Planning Commission and City Council that:

1. Moab General Plan policies will be used to guide the implementation of City ordinances and resolutions.
2. All ordinance changes, rezoning, or improvement programs should be in conformance with the expressed policies and maps of the General Plan.
3. The General Plan should be reviewed bi-annually not only to ensure that the policies and programs are consistent with changing trends and conditions in the City but also to best reflect the goals and needs of the community.
4. Requests for a plan amendment may be made by the general public, the City Planning Commission, or elected officials. The burden of establishing that any amendment to the General Plan is in the best interests of the City shall rest on the applicant. To justify such a plan amendment, the applicant must show that the change will promote the general welfare of the community and support the community goals and policies expressed in the General Plan.

