



STAFF REPORT

PLANNING & ZONING DEPARTMENT

GRAND COUNTY, UTAH

DATE: February 14th, 2022

TO: Grand County Commission

SUBJECT: Tin Roof Cabin Resort Overnight Accommodation Overlay (OAO) – Campground Application

PROPERTY OWNER: Jick Taylor, V

PROP. OWNER REP: Tim Keogh

PROPERTY ADDRESS: 7495 E Gateway Rd/ Parcel No. 04-0025-0059

SIZE OF PROPERTY: 373.83 Acres

EXISTING ZONE: Range & Grazing

EXISTING LAND USE: Recreation and Ranch Lands

ADJACENT ZONING AND LAND USE(S): Zones: Range & Grazing (RG), undeveloped ranch lands

APPLICATION TYPE

Overnight Accommodation Overlay (OAO) - Campground

APPLICATION PROCEDURE

Decision Type: Legislative

Public Notices: Public Meeting at:

Planning Commission
County Council

Public Hearing at:

Planning Commission
County Commission

Attachments:

1. Rezone Applicant Packet
 - a. Boundary Survey
 - b. Master Plan
 - c. Applicant Statement per section 9.2.5 (Rezoning Issues for Consideration)
 - d. Master Plan narrative
 - e. Development Agreement
2. Ordinance

SUMMARY OF REQUEST

This is a request for the OAO-Campground District for 17.25 acres of Parcel 04-0025-0059 for the purpose of developing a seasonal, remote, 12 cabin resort in the La Sal Mountain area that will support 1 full time employee and 1 part time employee.

All noticing requirements were met for this application.

PROPERTY HISTORY

The property is zoned Range and Grazing and has historically consisted of wilderness and vast ranch lands.

SITE IMPROVEMENTS / ADDITIONS / CHANGES

The project includes a 1,000 ft. access road through the development that ends at an emergency turn around at the north end of the property. Each of the 12 cabins would be accessed via a 20' wide approach driveway coming from the left and right of the access road. An engineered septic system will be designed to collect wastewater from each cabin and deliver the wastewater to a leech field at the north end of the property. Potable water will be hauled and stored in a cistern to be delivered via buried pipe to each cabin.

COMPATIBILITY WITH GRAND COUNTY GENERAL PLAN AND LAND USE CODE

Consistency with General Plan

The North East La Sal mountain area is located within the Range, Resource and Recreation Future Land Use Designation in the 2012 General Plan, which calls for residential densities ranging from one dwelling per five acres up to one dwelling per three acres with a 50% open-space set-aside or fee-in-lieu and 25% affordable housing units or fee-in-lieu. In addition to residential uses this designation includes recreation/resort development, agriculture and development/extraction of natural resources.

- a. The proposed OAO-Campground District for a 12 cabin seasonal resort is consistent with the 2012 General Plan as it fits within the future land use described as Range, Resource and Recreation, being a "recreation/resort" development.

Conformance with Grand County Land Use Code (LUC)

The Proposed development is in conformance with LUC Article 9, Administration and Procedure and Article 4.6.7 - OAO District Application in the following ways:

- . The applicant submitted documents and plans for review and approval, per requirements in LUC article 9.1.3 Minimum Submission Requirements and article 4.6.7- OAO District Application.
- b. The application was reviewed by the zoning administrator and deemed a complete application on January 12, 2022, per article 9.1.3 and 4.6.7.

Per article 2.7.1 Purpose, the Range and Grazing (RG) District is designed to accommodate agricultural and agriculture-related, and low density residential development uses in those parts of the county with limited public services.

- a. The proposed development is not a permitted use within Range and Grazing, therefore the application for OAO-Campground has been submitted to allow for the proposed use.

The Proposed development complies with LUC Article 4.6.1, Purpose in the following ways:

-OAO Districts should be applied only to parcel(s) planned or historically used primarily for such use and activity, accessible directly by an arterial or collector street, and where appropriate and compatible with adjacent land uses and neighborhoods.

The -OAO Districts ensure that overnight accommodations are designed and developed in a manner that addresses the impacts and the increased service needs they generate, including but not limited to traffic,

employee housing, natural resources (e.g., land and water), sewerage, law enforcement, and emergency medical services. The -OAO Districts also ensure that Grand County maintains a healthy amount of developable commercial land and mix of commercial uses that support a diverse economy. The-OAO Districts should be applied to ensure that new and redeveloped projects result in tangible community benefits through the application of creative design, the incorporation and support for mixed uses both on site and elsewhere in the community, and through the provision and support for public uses and spaces to provide a balanced community structure.

- a. The Tin Roof Resort development meets one of the three provisions of Article **4.6.1. Purpose**. While the property has not historically been used for recreation and camping, the proposed development is likely compatible with the adjacent land uses due to its remote and secluded nature. The site however is not directly accessed by an arterial or collector street. It should be noted though that the scale of the campground, being only 12 cabins, may not warrant the need for arterial access in the same way that a large RV park or hotel would. The applicant conducted an unofficial traffic study and determined that each cabin at full capacity would generate approximately 4 trips per day, for a total of 48 maximum trips per day.
- b. The Tin Roof Resort offsets its impacts on infrastructure by being an energy efficient and resource efficient project. The concept plan includes the property owner as one of the two employees and the property owner intends to accommodate the housing needs of himself and the additional employee at his ranch headquarters located at Hidden Lake thus demonstrating the provision of employee housing.
- c. While the proposed development does offer something different in terms of traditional overnight accommodations developments, it does not propose mixed uses on site or elsewhere in the community.

The Tin Roof Resort development is consistent with LUC section **4.6.4 Allowed Uses**, which states, existing overnight accommodations developments shall not be allowed to expand the number of spaces, lots, or units for which they were originally approved to use as overnight accommodations.

- a. The Tin Roof Cabin Resort Master Plan identifies 12 overnight accommodation units, which shall not be exceeded even in the event of future subdivision, per the Development Agreement which will be recorded in the real property records of Grand County.

The Tin Roof Cabin Resort development is substantially consistent with LUC Article **4.6.5 Design Standards** in -OAO Districts.

Energy- A grid-tied solar array is proposed to offset the power draw from the grid for the low energy lighting (LED). Thus, the project will have very low impact on the electrical grid

Water - Potable water will be hauled and stored in a cistern and delivered via buried pipe to each of the cabins. The applicant hopes to develop on site potable water in the future.

Transportation - No transit or shuttle stop is delineated on the site plan as there is no existing or proposed public transit to the area as the subject property is located within the La Sal mountain area. There are no EV charging stations proposed in the application. It is not anticipated however, that the proposed development will generate enough trips to warrant the need for transportation solutions

Mixed Use (assured Housing requirement) - OAO Campgrounds are not required to provide

assured housing at this time, but the developer plans to house one employee at the nearby Ranch at Hidden Lake.

Open Space – The Tin Roof Resort Master Plan illustrates the relatively small development footprint of 17.25 acres, which allows for the majority of the land within the 373 acre parcel to be preserved as passive open space.

Height - The development will not exceed height standards for the Range and Grazing zone. The project site is not within a protected viewshed district

Density & Scale - This proposal includes 12 standard cabin units, well under the 60 maximum units for OAO Campground Districts.

Site Configuration – The property consists of gentle grades amidst native Ponderosa pine with groves of Gambrel Oak and wild grasses.

Building Designs. Summary of Structures and facilities:

- 12 Standard Cabins: Each about 336 sq. ft. on a single level and will include one bed, a bathroom, a kitchenette, a sitting area and a small outdoor covered porch area.

Materials & Colors - will be of rustic territorial design, utilizing rusty metal and wood siding products and rusty metal roofing.

The requirements in Article **4.6.6 Use and Occupancy Standards**, shall be met at Site Plan Approval.

CONSIDERATIONS FOR APPROVAL, DENIAL, AND/OR POSTPONEMENT

4.6.2 Applicability: When approving or denying an -OAO District application, the Commission shall consider and make findings related to the impact of the proposed development on Grand County’s effort to achieve or maintain a balanced ratio of mixed uses in the County, including residential, lodging, and commercial uses; and in determining what constitutes a balanced ratio of mixed uses, the County Commission shall consider the following factors:

- a. Grand County’s present-day conditions produce a development ratio of 1.7 overnight accommodation units to one primary residential unit, three points above the early 2019 ratio of 1.4, which is considered the baseline for considering approval of new OAO districts.
- b. According to the County Treasurer’s database, there are currently 3,372 primary dwelling units in Grand County (including the City) and 5,414 overnight rental units (10/2021).
- c. There currently does not exist data demonstrating carrying capacity analyses nor are there additional studies specific to Grand County in relation to considering OAO District Approval.

The Tin Roof Cabin Resort development has been reviewed against the considerations of interest in Section **4.6.7C.2.g(1)**, with regard to impacts and benefits to Grand County, as follows:

(1) Impacts and Benefits

Economic diversification: The Tin Roof Resort promotes small scale remote recreation; and while it may not necessarily enhance economic diversification within Grand County, it does provide a lighter alternative to typical overnight accommodations, such as hotels, RV parks, and STR’s in residential zones.

Job creation: The development will not have a large impact on job creation, but will provide one or two employment opportunities.

Increased wages: The development is not expected to affect wages in Grand County.

Community aesthetics: As the project site is very remote, community aesthetics will not be affected. The Tin Roof Resort is designed to not be visible from the adjacent County Road nor from any other location in the County.

Civic and open space. The Tin Roof Resort will be developed within a modest footprint of roughly 17 acres, preserving the majority of the 373-acre parcel as undisturbed open space. Civic space will not be created or affected.

County infrastructure such as roads, water, sewer, and stormwater. The project will not require County infrastructure such as water or sewer; it may however have an impact on the road with an increase in visitor traffic. The project will utilize solar power for electricity and an engineered septic system and leech field will manage onsite wastewater. Potable water will be hauled in and stored for use at the cabins as needed.

Public services such as law enforcement and emergency medical services. The minimal runoff created from the roof structures is to be captured via gutters, into rain barrels and used for fire protection if needed. The 70' turnaround at the end of the access driveway will allow for emergency vehicles to maneuver onto and off of the property if needed. Emergency services will be impacted, due to the site's remote location and relative distance from the nearest Emergency dispatch station.

Traffic, in quantity and circulation. There may be increased traffic on the rural roads accessing the site, which could require additional road maintenance, but would not be cause of traffic congestion. An unofficial observation of traffic at the development site determined that each cabin at full capacity would generate 4 trips per day, for a total of 48 maximum trips per day.

Water resources, in quantity and quality. Potable water will be hauled and stored in a cistern and delivered via buried pipe to each of the cabins. The applicant hopes to develop on site potable water in the future.

Housing demand. The owner proposes to accommodate the housing needs of himself and the additional employee at the ranch headquarters located at Hidden Lake in an effort to avoid the need for such employee(s) to travel to Moab for housing.

Crowding or congestion in national parks and other nearby public lands. The Tin Roof Development is intended to provide a getaway for folks who desire to spend time primarily in the La Sal Mountain region as opposed to crowded national parks and other areas of Grand County.

PLANNING COMMISSION RECOMMENDATION: In a public hearing on February 14, 2022, the Grand County Planning Commission considered all evidence and testimony presented with respect to the subject application and voted 4 to 2 to send an unfavorable recommendation to the Grand County Commission. The Planning Commission stated concerns related to additional volume of traffic and fire hazards due to the location of the development being surrounded by national forest. The Planning Commission also expressed the importance of evaluating future land use in this area through the current general plan update process before considering approving similar applications.

STAFF RECOMMENDATION: Neutral