



# **San Juan County Spanish Valley Highway Commercial Development Moratorium**

**Public Workshop**  
*August 5, 2019*





# Purpose of the Project

# Project Goals

- Address the 180-day moratorium on commercial development along US-191
- Review and analysis of existing plans, policies and highway commercial ordinances
- Meet with residents and stakeholders to understand needs and desires
- Develop draft highway commercial policies and ordinances
- Assist San Juan county with the ordinance adoption process

# Project Timeline

- Initial Public Outreach has been completed. Consisted primarily of a meeting with North San Juan Community-Coalition (NSJC-C), a Spanish Valley advocacy group
- Purpose of tonight's **public workshop** is to receive input on ordinance concepts prior to developing specific changes and language
- Ordinance recommendations are slated to be completed in **mid-September**.
- Policy changes and related ordinance changes must be adopted by San Juan County by the conclusion of 180-day moratorium period for each (**November 17, 2019**)



# **Summary of Public Involvement & Outreach**

- Landmark Design met with a property owner/resident who lives in the current Highway Commercial Zone adjacent to proposed Loves project (**June 26<sup>th</sup>**).
- Landmark Design also met with Bryan Torgerson, local representative of SITLA; Walter Bird, San Juan County Planner; and David Everitt, San Juan County Interim County Administrator, primarily to clarify the status of the Love's project (**June 26<sup>th</sup> and 27<sup>th</sup>**).
- Landmark Design held a meeting with representatives of (NSJC-C) that was organized by members of the coalition and held at the Grand Water & Sewer Service Agency Building on **Wednesday, June 26, 2019**. 18 people signed in.

# **Key Issues Identified**

- 1. SR-191 Highway Commercial and Flex Development Uses**
- 2. Overnight Accommodations**
- 3. Dark Skies Protection**
- 4. Love's Truck Stop**
- 5. Additional Concerns**

# 1. SR-191 Highway Commercial and Flex Uses

Comments and ideas focused primarily on determining appropriate development types and the proper placement and location of uses.

Residents generally expressed a desire to preserve and enhance the Spanish Valley's character and the area's role as a gateway to the Moab region.

# 1. SR-191 Highway Commercial and Flex Uses

Would like to see small to medium sized local businesses in highway commercial areas and avoid large scale commercial and industrial uses.

# 1. SR-191 Highway Commercial and Flex Uses

Specific highway commercial uses that were suggested:

- Office space
- Studio space (dance/music/art)
- Day care facilities
- Medical/dental facilities
- Veterinary offices
- Feed stores
- Nurseries and greenhouses
- Auto repair shops
- Light manufacturing  
(cabinet shops, etc.)
- Storage units
- Convenience stores
- Small grocery stores
- Bakeries, delis, etc.
- Locally-owned independent restaurants
- Independent hardware stores
- Home supply stores
- Bait and tackle shops
- Water sports rentals
- Gas stations
- Electric vehicle charging stations
- RV parks/campgrounds
- Hostels
- Family-owned hotels/motels  
(limited to one story)
- Short-term rentals

# 1. SR-191 Highway Commercial and Flex Uses

Specific commercial uses that residents did not want to see in the highway commercial areas include:

- Large chain hotels/motels
- Tourism-related businesses (outfitters, UTV rentals, etc.)
- Heavy industrial
- Big box retail stores
- Chain restaurants

## **2. Overnight Accommodations**

There was general support for controlling overnight accommodations (hotels and motels; bed and breakfast operations; commercial campgrounds and motor home accommodations; and commercial condominiums) along the highway corridor.

This was in part to support similar regional efforts underway in Grand County and Moab, and partly to prevent the same patterns being established in the San Juan County Spanish Valley area.

### **3. Dark Skies Ordinance**

It was felt that the Dark Sky Ordinance proposed by Landmark Design to the San Juan County Planning Commission does not contain enough specifics to properly regulate light pollution and preserve dark skies in the area.

### **3. Dark Skies Ordinance**

It was suggested that San Juan County adopt a variation of the ordinances recently adopted by Moab and Grand County, and that San Juan County contract with Grand County in the enforcement of the Dark Skies Ordinance that is adopted.

NSJC-C has proposed a specific ordinance for consideration

Both ordinances have similar Purpose, Scope, Definitions and Conditions. Everything proposed in the Landmark Design ordinance is contained in the ordinance proposed by the North San Juan County - Coalition (NSJC-C).

TASKS	LANDMARK DESIGN	NSJC-C
Overall View:	Short and simple	Long and extensive
Nonconforming:	Encourages compliance	Requires compliance within 5 years
Illustrations for Compliance:	None	Extensive illustrated examples
Definitions	No specific measurable terminology	Measurable terminology including Kelvin Color Temps and Lumens
Full Cutoff - Fully Shielded	Similar in intent	More information/details
Specialized Outdoor Lighting	No specific measurable terminology	Measurable terminology including maximum lumens output
Total Light Output	None	Limited maximum lumens output
Lighting Hours	None	Some limits (midnight)
Lighting Color	None	Max of 3000K
Limits on External Lighting	None	Standards and limits set
Amortization of Nonconforming Lights	None	5 years for nonconforming <b>Note:</b> Will change to 5years for residential and 2 years for commercial or until renewal of business license whichever comes
Administrative/Enforcement	Minimal input to match County resources	Requires significant staff/enforcement resources

## **4. Love's Truck Stop**

The majority of comments received dealt with a proposed Love's Truck Stop on the eastern edge of US-191 adjacent to Sunny Acres Lane.

Existing uses to the north of the truck stop are primarily residential and the current zoning is commercial. This contentious development proposal is a primary concern of the NSJC-C and served as the catalyst for the formation of the coalition.

## 4. Love's Truck Stop

The following is a summary of the principal concerns regarding the travel plaza:

1. Locating a large truck stop in close proximity to single-family residences that have been there for over 25 years is wrong and incompatible.
2. The lack of adequate transitions and buffers will degrade the existing uses.
3. Noise from idling trucks acerbate the incompatibility.
4. Increased truck and recreational vehicle traffic will have severe negative impacts on the existing uses in the area.
5. Light pollution from a large scale, 24-hour truck stop will have negative impacts on dark skies and tourism.
6. Environmental concerns about the storage of fuel and surface runoff in close proximity to Pack Creek are of great concern. Such conflicts pose significant health threats to nearby residents and greater Spanish Valley/Pack Creek Watershed region.

## 4. Love's Truck Stop

The following is a summary of the principal concerns regarding the travel plaza:

7. A truck stop of this scale and magnitude places strain on limited water resources.
8. Public health concerns about pollution and noxious fumes from idling trucks, particularly to sensitive groups such as senior citizens and young children.
9. Public safety concerns including impacts on the ability of police and fire to respond in emergency situations were also indicated.
10. Drug dealing and related crimes such as prostitution and human trafficking were indicated as being endemic to such uses.

## **4. Love's Truck Stop**

A few letters of support for the truck stop were also received, which generally expressed support for the added convenience that the truck stop will provide, in addition to the positive role it will play in keeping semitrucks from parking overnight on highway edge in Moab and Grand County portion of the Valley.

Supporters also felt the proposed truck stop will bring much needed tax revenue to the area.

## **5. Other Issues/Concerns**

Many of the issues that were discussed during the Northern San Juan County-Coalition (NSJC-C) meeting addressed issues that go beyond the moratorium.

It was felt that Landmark Design did not adequately indicate that the scope of work was limited to the moratorium and highway commercial uses, which led to some confusion of what was being addressed.

## **5. Other Issues/Concerns**

Other concerns members of NSJC-C have include the following:

### **Concern over the planning process used in developing the adopted Spanish Valley Area Plan.**

Few of the members of the NSJC-C had taken part during the planning process which led to the adoption of the San Juan County Spanish Valley Area Plan in 2018. The plan does not reflect their vision and they would like to see the planning process should begin anew.

## 5. Other Issues/Concerns

### **The role of SITLA in planning decisions.**

It was noted that SITLA had helped pay for previous planning efforts, which was interpreted by some as a clear attempt to influence planning decisions.

Likewise, since SITLA has helped to pay for water and sewer infrastructure in the area, it was felt that this had undue influence on the decision-making process.

## 5. Other Issues/Concerns

### **Landmark Design's independence from SITLA.**

It was noted that Landmark Design has worked not only for San Juan County but with SITLA (and Moab and Grand County).

Some members of NSJC-C expressed concern that this affiliation affects the ability of Landmark Design to remain independent as they prepare planning ideas and options for consideration.

## **5. Other Issues/Concerns**

### **The SkyRanch development and its impacts on surrounding residences.**

It was suggested that planning decisions had been made to benefit of the owner and developer of the project during the preparation of the Spanish Valley Area Plan adoption process.

## 5. Other Issues/Concerns

Some members of NSJC-C indicated that it is best to adopt strict ordinances and let property owners appeal. In other words, the ordinances should have little flexibility for application.



# Highway Commercial Development Concepts

# US-191 CORRIDOR - SAN JUAN COUNTY SPANISH VALLEY

## HIGHWAY COMMERCIAL ZONING OPTIONS



### Existing Zoning along US-191

**INTENT:** To provide a baseline comparison illustrating uses and development types if zoning is maintained as currently established.

**DETAILS:** Commercial uses permitted in the Highway Commercial (CDh) zone, which extends for 1000-feet from the centerline of US-191 road right-of-way.

**Highway Commercial (CDh)**

Permitted uses include the following:

- Restaurant or drive-in cafe
- Hotels and motels
- New and used automobile sales
- Automobile accessories, farm machinery and equipment sales
- Nurseries and greenhouses
- Mobile home sales
- Mobile home park
- Drive-in theater
- Bowling alley and other commercial recreation facilities
- Automobile service station
- Accessory buildings and uses
- Other uses approved by the Planning Commission as being in harmony with the intent of the neighborhood commercial zone and similar in nature to the above listed uses.

Uses permitted as conditional uses include the following:

- All other uses including mine quarry, gravel pit, rock crusher, concrete batching plant, or asphalt plant.

**Development Standards**

The current zoning code contains limited development standards.

**Dark Sky Ordinance**

The current zoning code does not address preservation of dark skies.

**REGULATORY TOOLS:**

- Euclidian Zoning with Use Rights as Permitted, as Conditional Uses, or as Prohibited



### Currently Proposed Zoning along US-191

**INTENT:** Change zoning to match the general intent and planning direction contained in the Spanish Valley Area Plan.

**DETAILS:** Commercial uses permitted in two types of areas as defined by the Spanish Valley Area Plan. These include Spanish Valley Highway Commercial (SVHC) areas, which are controlled according to a specific zoning code, and Flex Development areas, which are controlled according to the proposed Planned Community (PC) zone. The specific size and configuration of each district is aligned with the land use districts established in the Spanish Valley Area Plan.

**Spanish Valley Highway Commercial (SVHC)**

Permitted commercial uses are similar to those currently permitted in Option 1, including a wide range of typical highway commercial uses such as:

- Restaurant or drive-in cafe
- Hotels and motels
- New and used automobile sales
- Automobile accessories, farm machinery and equipment sales
- Nurseries and greenhouses
- Mobile home sales
- Mobile home park
- Drive-in theater
- Bowling alley and other commercial recreation facilities
- Automobile service station
- Accessory buildings and uses
- Other uses approved by the Planning Commission as being in harmony with the intent of the neighborhood commercial zone and similar in nature to the above listed uses.

Conditional commercial uses include:

- All other uses than those listed.

**Flex Development Areas**

- In addition to the uses listed above, office, distribution and specialty residential uses, including multifamily and resort development (with buffers from commercial development).

**Development Standards**

Development standards addressing open space, parks, trails and common areas; storm water drainage; street and lot requirements; architecture and signage standards; fencing, buffer and screening requirements; and water-wise landscaping are established for commercial areas under each of the proposed zoning codes.

**Dark Sky Ordinance**

A dark sky ordinance, calibrated to match the current administrative capabilities of the County, is proposed as a separate code.

**REGULATORY TOOLS:**

- Euclidian Zoning
- Performance Standards



### Modifications to Currently Proposed Zoning along US-191

**INTENT:** Reflects most of the ideas suggested by the North San Juan County - Coalition (NSJC-C). Significantly limits permitted commercial uses, with a focus on small-scale, neighborhood uses similar to those currently proposed at Community Nodes in the Spanish Valley Area Plan. Eliminates overnight accommodations as a use by right, with consideration of Overlay Zones focused at two nodes along the highway.

**DETAILS:** Does not match the vision or intent established in the Spanish Valley Area Plan, specifically removing large-scale commercial uses/employment opportunity uses along the highway. It is assumed that open space, parks, trails and common areas; a comprehensive road system; storm water drainage; street and lot requirements; architecture and signage; fencing, buffers, and screening; and water-wise landscaping will be addressed in a manner similar to what is suggested in the Spanish Valley Area Plan.

**Spanish Valley Highway Commercial (SVHC)**

Permitted uses suggested by the North San Juan County - Coalition (NSJC-C) include:

- Office space
- Studio space (dance/music/art)
- Day care facilities
- Medical/dental facilities
- Veterinary offices
- Feed stores
- Nurseries and greenhouses
- Auto repair shops
- Light manufacturing (cabinet shops, etc.)
- Storage units
- Convenience stores/small grocery stores
- Restaurants, cafes, bakeries, etc.
- Hardware/home supply stores
- Sporting goods/outdoor supply stores
- Water sports rentals
- Gas stations/electric vehicle charging stations

**Flex Development Areas**

- In addition to the uses listed above, it is assumed that these areas will also permit specialty residential uses including multifamily and resort development, with buffers and other transitional measures.

**Overnight Accommodations**

No hotels, motels, bed & breakfasts, short-term rentals, campgrounds or similar uses will be permitted as a use by right.

Such uses could be permitted as part of Overlay Districts at two nodes along the highway. Such approval will require special development conditions and the inclusion of specific community benefits to offset the impacts of overnight accommodations. Such benefits may include higher-level sustainable design criteria, mixed uses, public recreation and open space, plazas, etc. The overlay code should be similar to those recently approved by Grand County and Moab.

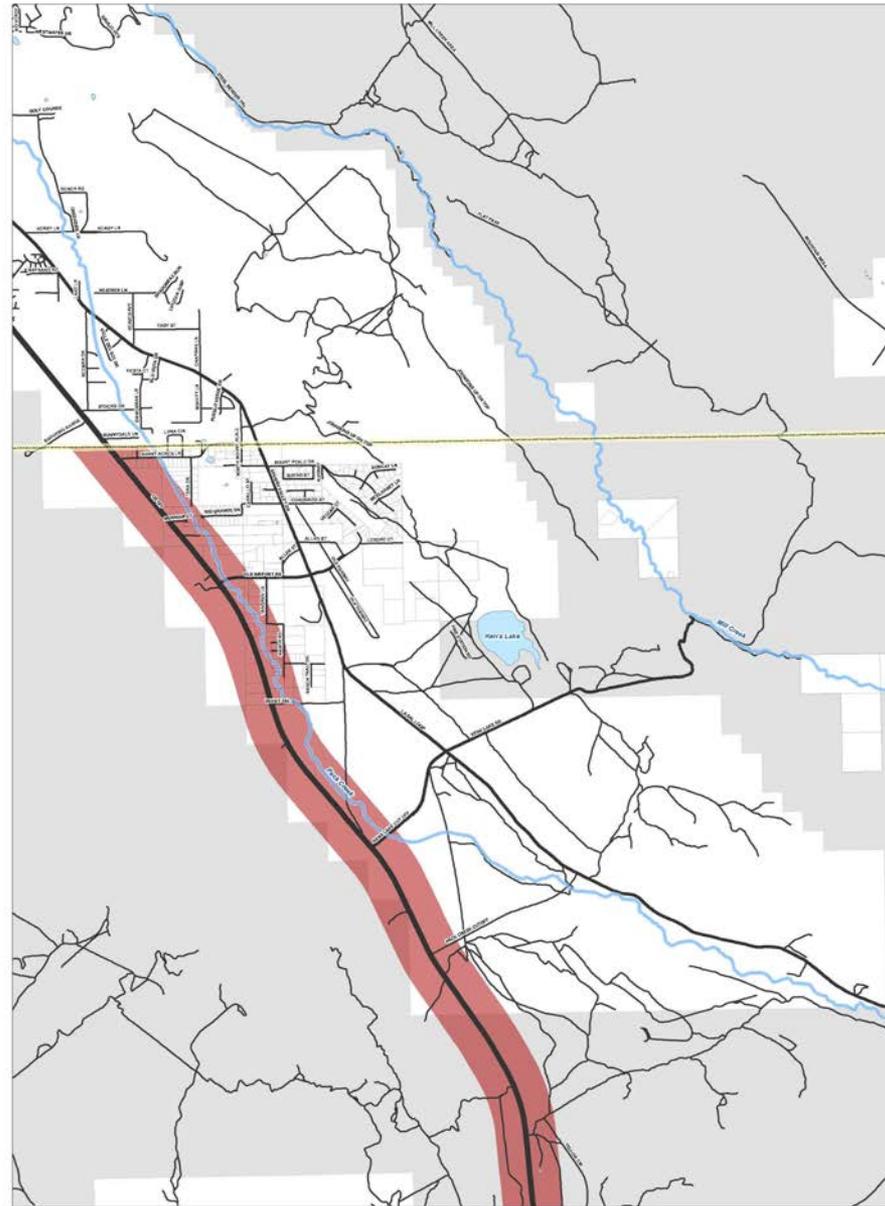
**Dark Sky Ordinance**

A comprehensive dark sky ordinance similar to the one adopted by Grand County and the City of Moab is included as part of revised ordinances. The proposed ordinance was provided by the North San Juan County - Coalition (NSJC-C).

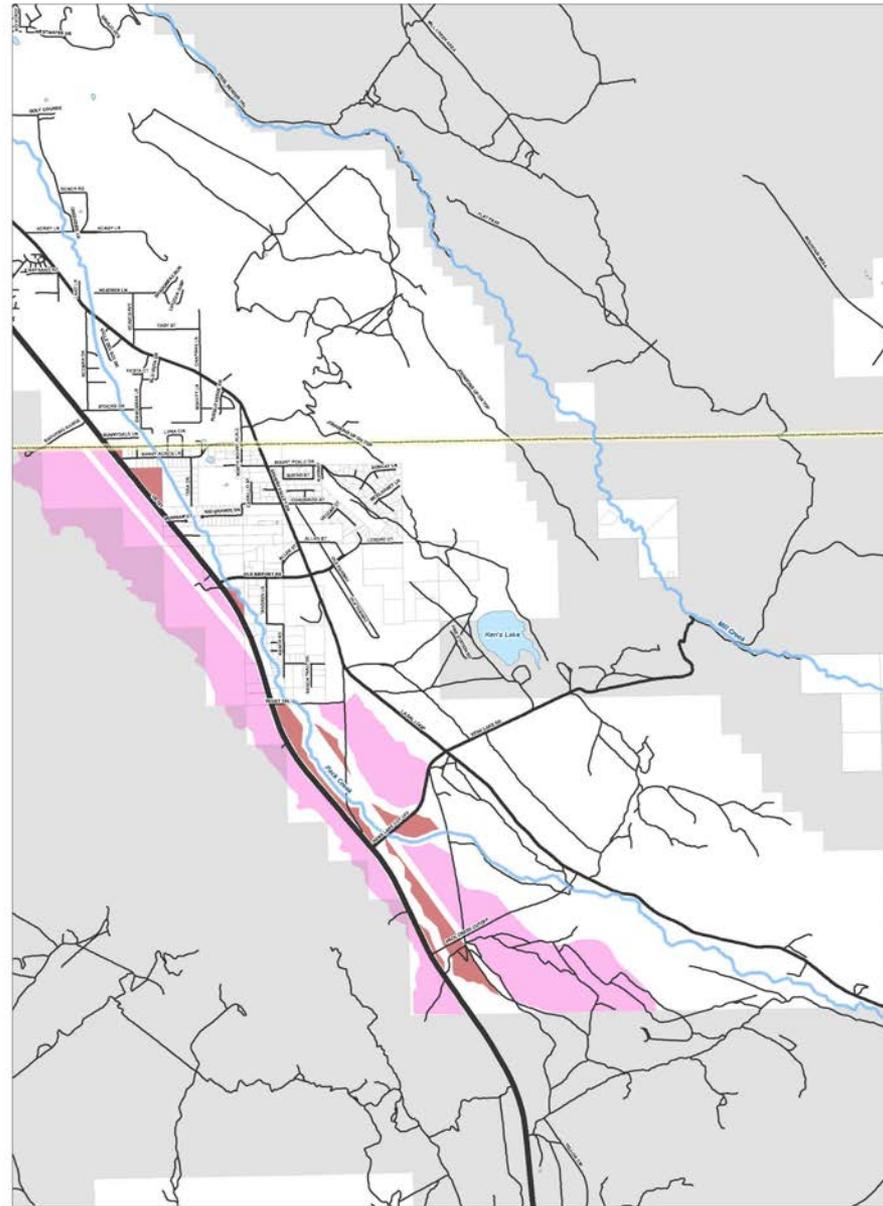
**REGULATORY TOOLS:**

- Euclidian Zoning
- Performance Standards
- Overlay Zones

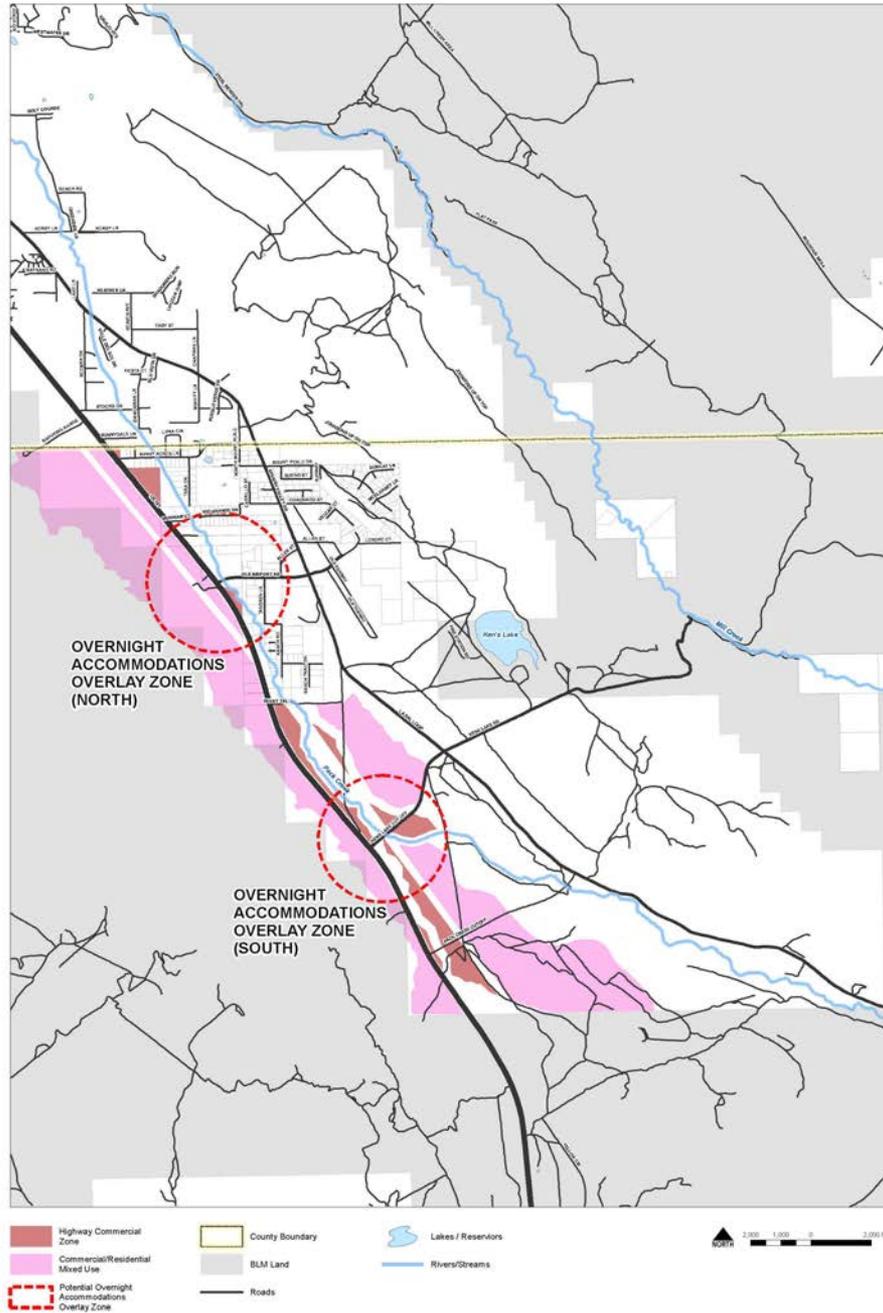
# Option 1 - Existing Zoning along US-191



## Option 2 - Currently Proposed Zoning along US-191



### Option 3: Modifications to Currently Proposed Zoning along US-191 (A)





# Workshop



## **Purpose:**

Work together to explore ideas and options that address highway commercial zoning specifically

# Workshop Format

Group facilitation/ notes by Landmark Design

- Review Options (30 mins.)
- Discuss Pros and Cons of each option(20 mins.)
- Summary of changes and directions of revised ordinances (20 mins.)