



AGENDA SUMMARY/STAFF REPORT
Grand County Planning Commission Meeting
Date: June 8, 2026

AN ORDINANCE AMENDING THE GRAND COUNTY ZONING MAP FROM RURAL RESIDENTIAL (RR) TO LARGE LOT RESIDENTIAL (LLR) FOR PROPERTY OWNED BY BURR OAK, LLC, LOCATED AT 4500 SOUTH ZIMMERMAN LANE, PARCEL NO. 02-0035-0033, GRAND COUNTY, UTAH

Presenter(s): Andrew Jackson, Planning Director **Department:** Planning and Zoning
Legal Review: None. The request is legislative in nature. **Approved and within budget?** Not Applicable

Plain English Summary: This proposal would rezone a vacant 5.02-acre parcel at 4500 South Zimmerman Lane, just south of the Blu Vista Subdivision, from Rural Residential (RR) to Large Lot Residential (LLR). The change would allow about eight half-acre single-family lots. The Spanish Valley Future Land Use Plan maps this area as a Moderate Scale Neighborhood, which allows somewhat more housing than is proposed. Staff recommends the Commission take public comment, review the request against the Land Use Code criteria, and forward a recommendation to the County Commission.

Background: Burr Oak, LLC (Ryon Jones, Manager) owns this land, Parcel No. 02-0035-0033. It is a vacant 5.02-acre parcel at 4500 South Zimmerman Lane. The parcel sits about 1,100 feet south of Spanish Valley Drive, next to Zimmerman Lane, and just south of the Blu Vista Subdivision. SET Engineering (Aaron Holland) prepared the application, dated April 29, 2026. A boundary survey by Red Desert Surveying (Lucas Blake, PLS), dated May 21, 2025, confirms the size and legal description (Exhibit B).

Legal Description: The N½NE¼NW¼ of Section 35, Township 26 South, Range 22 East, Salt Lake Base and Meridian, Grand County, Utah. It contains about 5.02 acres and is known as Parcel No. 02-0035-0033.

The land is now zoned Rural Residential (RR). That zone allows single-family homes on lots of at least 1 acre. The applicant wants to rezone it to Large Lot Residential (LLR). That zone would let the owner split the land into about 8 single-family lots, each at least 1/2 acre. This is a legislative request, which means it is a policy choice for the County rather than a routine permit.

Staff Analysis: Staff looked at the request in two ways. First, the adopted Spanish Valley Future Land Use Plan (2024), which is the County's long-range guide for this area. Second, the eleven rezoning rules in Land Use Code Section 9.2.5.

Does the request match the Future Land Use Plan? The applicant says the plan calls for “increased-density” housing here and calls the LLR request a “density increase” that brings “medium-density” housing. The plan does point in the same general direction, but the details are worth a closer look:

- **The plan’s label for this area:** The plan identifies this land as a Moderate Scale Neighborhood (Exhibit C). That label is mostly low-key, single-family homes at about 4 to 6 homes per acre.
- **How dense the proposal really is:** Eight lots on 5.02 acres is about 1.6 homes per gross acre. So, the plan actually allows more homes than the applicant is asking for, not fewer. The “density increase” label is only true when compared to the current RR zone. Compared to the plan, the request is modest. Once the access street is added, the net density will be 2 units per acre.
- **How the zones match the plan:** The plan shows that the LLR zone fits with both the Moderate Scale Neighborhood and the Rural Residential labels. So LLR is a fair fit here, even though Small Lot Residential or Multi-family Residential would use more of the allowed density.
- **The plan’s rezoning test:** The plan asks for extra review only when a request sits at the edge of an area’s label or does not match its main use. This request matches the main use — single-family homes — so it does not trigger that extra “edge” review. The Commission should still check that the request fits the plan’s overall vision.

In short, the request fits the Future Land Use Plan. It even asks for less density than the plan would allow.

The eleven rezoning rules (Land Use Code Section 9.2.5). Section 9.2.5 lists eleven rules for reviewing a zoning map change. The applicant answered each one. Staff’s short summary of the applicant’s answers is below, with staff notes where they help. The Commission should make its own decision on each one.

- **a. Was the old zone a mistake?** The applicant says the RR zone was not a mistake. Staff agrees.
- **b. Has the area’s character changed?** The applicant points to growth and demand for affordable single-family homes. The nearby Blu Vista Subdivision and other nearby homes indicate the area is shifting toward planned lots, which fits the Moderate Scale Neighborhood label. Staff agrees.
- **c. Is there a need for the new use?** The applicant points to the demand for smaller, affordable lots. This fits the County’s housing goals and the 2023 Moab Area Affordable Housing Plan. Note: the application does not promise any set way to keep the homes affordable.
- **d. Will the community benefit?** The applicant points to affordable and workforce housing, as well as access to nearby roads and utilities. Again, there is no promise these homes will be either affordable or designated as workforce housing.
- **e. Does it match the General Plan?** See the Future Land Use Plan part above. The request fits the Moderate Scale Neighborhood label.
- **f. Should the land join a city?** The applicant says no. The parcel is in unincorporated Grand County. Staff agrees.
- **g. Is the density and intensity, right?** The LLR zone allows the proposed density. Staff notes that about 1.6 homes per gross acre is at the low end of — and maybe below — the 4 to 6 homes per acre the plan’s label allows.
- **h. Will it protect the environment and views?** The applicant says impacts will be handled. The plan also asks for care with wildfire (Wildland Urban Interface) and dark-sky lighting rules. Those are best handled later, at the subdivision and site design stage.

- **i. Does it fit the area around it?** The half-acre single-family lots fit the next-door Blu Vista Subdivision and the homes around it.
- **j. Are public services available?** The applicant says services are available or can be extended, and that the applicant will pay for any necessary extensions. Staff suggests checking drinking water and sewer capacity with the Grand Water and Sewer Service Agency before any subdivision is approved. No subdivision will be permitted without will serve letters from the utility companies.
- **k. Is this spot zoning?** The applicant says no. Staff agrees. The request follows the adopted plan for this area and aligns with the nearby zoning and lots. It does not give one parcel a special break that clashes with the surrounding area.

Staff Note — Lots and Infrastructure: On 5.02 acres, eight half-acre lots use about 4.0 acres. That leaves roughly one acre for inside roads, utilities, and drainage. This can work, but it is tight. The real lot count will be set later, at the subdivision stage, under the LLR size rules and County engineering review. The Commission does not need to lock in the lot count now. The words “about eight” leave room to adjust.

Staff Recommendation: Staff finds that the rezone fits the Spanish Valley Future Land Use Plan and the Grand County General Plan, fits the homes around it, and meets the rules in Land Use Code Section 9.2.5. Staff recommends that the Planning Commission take public comment, decide on the eleven rules, and weigh whether the rezone:

- Fits the Grand County General Plan and the Spanish Valley Future Land Use Plan
- Supports orderly, efficient land use
- Fits nearby development, including the Blu Vista Subdivision
- Can be served by enough public services
- Does not harm public health, safety, or welfare

Based on these findings, the staff recommends that the Planning Commission send the County Commission a recommendation to approve the ordinance amending the zoning map.

Planning Commission Motion: After reviewing the staff report, the applicant’s statement, public comments, the Spanish Valley Future Land Use Plan, and the rules in Land Use Code Section 9.2.5 — and finding that the rezone from Rural Residential (RR) to Large Lot Residential (LLR) fits the General Plan and Future Land Use Plan and meets the rezoning rules — I move to recommend that the County Commission approve the ordinance.

Public Notice: Notice of the public hearing was posted in Grand County on May 29, 2026, at the Grand County Courthouse, the Grand County Public Library, the Utah Public Notice Website, and the Grand County website. A full copy of the application is open for public review during business hours at the Grand County Planning Department, 59 North 200 East Center Street, Moab, Utah, and online before the hearing.

Exhibit A — Current Zoning Map. *Subject parcel on Zimmerman Lane; Blu Vista Subdivision to the north.*

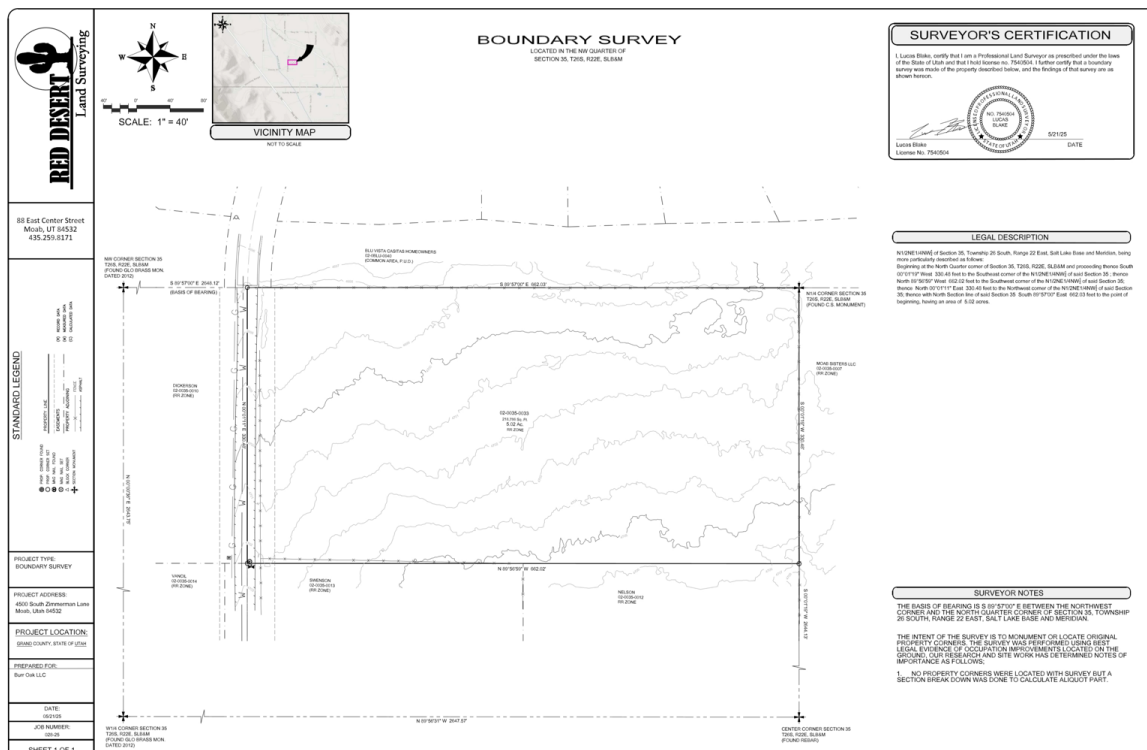
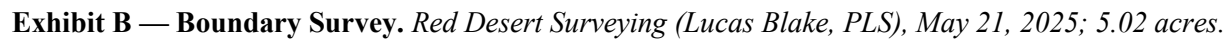


Exhibit C — Future Land Use Map Excerpt. *Spanish Valley Future Land Use Plan (2024); subject parcel circled, within the Moderate Scale Neighborhood place type.*

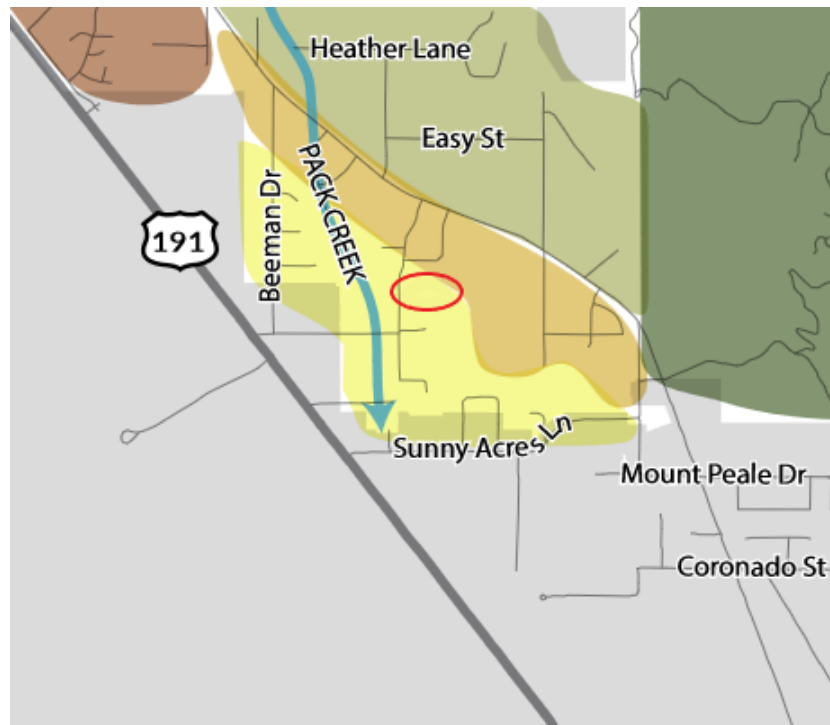


Exhibit D — Future Land Use Plan Legend (Place Types). *Spanish Valley Future Land Use Plan (2024); the Moderate Scale Neighborhood place type applicable to the subject parcel is circled.*

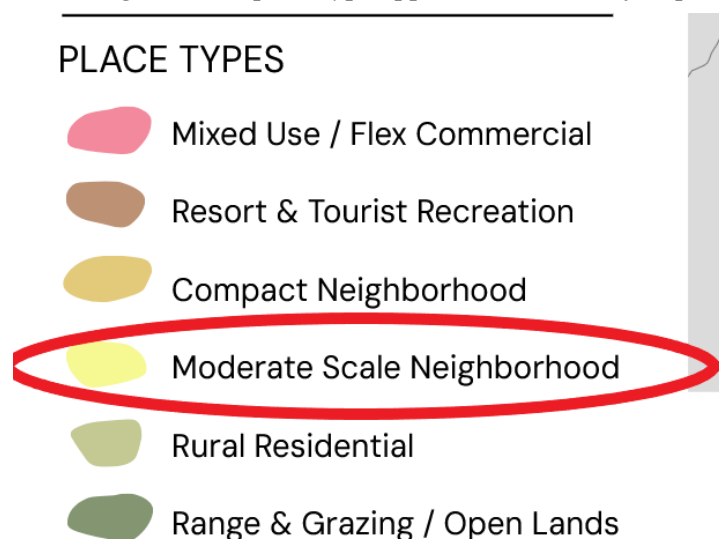


Exhibit E — Translating Zoning Districts to Place Types. *Spanish Valley Future Land Use Plan (2024).* The diagram shows the Large Lot Residential (LLR) district translating to both the Moderate Scale Neighborhood and Rural Residential place types.

Translating Zoning Districts to Place Types

Translating existing zoning districts to place types does not allow for a one-for-one approach. It is typical for a few zoning districts to merge into a single place type. The following graph depicts which existing zoning districts likely fit into the new place types that are an essential component of the growth framework.

