

***Boulder Town General
Plan***

Adopted XXXX

Version 4.0

DRAFT

Revision History

Pages/Sections	Reason	Version	Date
Complete document	Required by state code	original	December 4, 1997
Complete revisions	Required by state code	2.0	August 7, 2008
Complete revisions	Required by state code	3.0	August 1, 2013
Complete revisions	Required by state code	4.0	XXXX, 2019

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Chapter 1. Introduction

Boulder Town provides and adopts the Boulder Town General Plan (“General Plan”) as required by the State of Utah’s Municipal Land Use, Development, and Management Act, Title 10 Chapter 9a et. seq. Utah Code Annotated, 1953, as amended (the “Act”).

The General Plan is provided to achieve the purposes of the Act, and to establish a policy foundation and decision making framework for the present and future needs of the Town and to proactively address present and anticipated growth and development of the Town (see the Act at Section 10-9a-401).

The Boulder Town Council adopts this General Plan as an advisory guide for land use decisions and further requires that all land use decisions be found to be consistent with the provisions of the General Plan. As provided by the Act at Section 10-9a-406, “no street, park, or other public way, ground, place, or space, no publicly owned building or structure, and no public utility, whether publicly or privately owned, may be constructed or authorized until and unless it conforms to the General Plan, as adopted.”

1-1 Background

Boulder Town is a small rural community located in central Garfield County on Highway 12, approximately 90 miles east of the county seat, Panguitch, Utah. With the completion of Highway 12 as an all-weather road in 1985 and the paving of 45 miles of the Burr Trail, Boulder has become a widely recognized area for tourists.

Highway 12, designated in 2001 as an “All American Road,” is one of the nation’s most scenic highways and is the connecting highway between Bryce Canyon and Capitol Reef National Parks. It is also the eastern gateway to Grand Staircase-Escalante National Monument (GSENM). The entire area is experiencing an increased number of visitors. The physical location of Boulder, the surrounding environment, and the upgrading of key access roads has not only resulted in increased traffic and visitation to local attractions, but has also had an impact on the population of the town.

Southern Utah as a whole is experiencing substantial growth not only in transient visitors but also in permanent and seasonal residents. With the decrease in traditional uses such as logging and ranching, the increased tourism is expected to impact the local economy to a limited extent. Historically, Boulder was a small ranching community impacted by logging and occasional mining activities in the surrounding area. Boulder is surrounded by State and Federal (Forest Service and Bureau of Land Management) land. Previous surveys reflected the general opinion that most citizens desire to maintain the present custom and culture, a small town feeling, open space and limited development. In 1994, the Town Council requested that a new General Plan be prepared for managing the future growth of Boulder, based upon the response from its residents. The General Plan was updated in 1997, 2004, 2008, 2013, and most recently 2019. In 2017, Boulder Town invited the State of Utah’s Rural Planning Group (RPG) to perform a community assessment. Through this assessment, town leaders identified four primary issue areas currently facing Boulder: (1) community identity, (2) land use, (3) economic development, and (4) housing. In 2018, Community Work Groups were developed based on these four issue areas. The reports (Boulder Town Planning Commission, 2018) provided by these Work Groups were used in the 2019 revision of the General Plan.

1-2 Purpose

The General Plan is the basis for managing future development and growth based upon the present and anticipated future needs of the community as well as providing a tool for compliance with county, State and Federal regulations. The General Plan is a written statement of the environmental, social and economic factors which impact current conditions in the community and sets a base line for future development and growth.

The Plan serves as a foundation and guiding document for the Town Council in preparing related ordinances, and as a basis for making decisions on land use applications. The plan is anchored in public consensus and is designed to be a dynamic and adaptable document to serve the community needs today and for the foreseeable future.

1-3 Planning Background

The information and analysis in this General Plan are based upon the first General Plan written by Boulder residents in 1985. That Plan was stimulated by changes in the community, including the completion of the “East End” Road (Highway 12) and anticipated future development. Since that time, Boulder has experienced unmitigated growth resulting in the Town Council and residents rewriting and updating the 1985 Plan. The 1997 General Plan was dependent upon the Garfield County General Plan for ordinances and enforcement; however, Boulder residents recognized the need to develop a General Plan with supporting ordinances tailored to protect the welfare, custom and culture of the community and to control unmitigated and unplanned growth. The community recognizes the need to have a Plan which allows for flexibility and protects against inappropriate development which channels growth in a direction counter to the desires of its residents.

Chapter 2. Historical Setting

The area around Boulder has a rich and diverse history dating back to the late 1800s for pioneer settlers and several thousand years for Native American cultures. Its general isolation, until the paving of Highway 12, is one of the unique qualities of the town and one reason that many have decided to live here.

The area is rich in cultural artifacts dating back several thousand years, representing Paleo-Indian and prehistoric ancestral Puebloan Indian cultures. In 1970, the Anasazi Indian State Park was opened in Boulder to preserve and interpret this unique history.

Early exploration of the region was conducted by members of the Major John Wesley Powell party in the 1870s. A H. Thompson did extensive exploration and naming of features in the Boulder/Escalante area between 1872 and 1875. Grazing in the area began in the late 1870s, followed by the first established settlement in 1889.

From the beginning, much of the town’s history has been closely tied to the establishment and management of Federal lands surrounding the community. Boulder served as the base of operations for the Aquarius National Forest. The name was changed to the Powell National Forest in 1908 and again in 1944 to the Dixie National Forest. Non-forest service lands were administered by the General Land Office, which became the Grazing Service, and then the Bureau of Land Management in the late 1940s.

Boulder claims to be the last community in the continental United States to receive its mail by mule train, a practice continued until about 1935. In the 1930s, the Civilian Conservation Corps (CCC) constructed several roads in the area, including the Hell's Backbone and East End roads. In 1939, a year-round road was completed between Boulder and Escalante, allowing for the daily mail delivery. The first paved road from Escalante was completed in 1971.

Boulder became an incorporated town in 1958 and encompasses 13,440 acres (21 square miles). The East End road (Highway 12) traversing Boulder Mountain, was paved in 1985, and the Burr Trail Road was partially chip-sealed in 1989 after litigation between Garfield County, the Federal government, and those opposed to the project.

Chapter 3. Regional Setting

Residents of Boulder have relied historically on agricultural businesses for their livelihood. With the designation of Highway 12 as an All-American road and Scenic Byway, the travel industry has focused increased attention on the world-class scenery of the area. The paving of the Burr Trail Road added to this attention, all of which has resulted in Boulder being pressed with an even greater potential for change.

Highway 12 has been heavily promoted by the Garfield County Travel Council, and tourism has dramatically increased. While most long-time residents and newcomers want to preserve the rural/agricultural “custom and culture” of the area, it is inevitable that the area faces increased development pressures, along with the dangers associated with uncontrolled or mismanaged growth.

Of major influence to the residents of Boulder is the fact that over 98 percent of its surrounding lands are controlled by the State and Federal governments, including Grand Staircase-Escalante National Monument (GSENM). Other than lands administered by the National Park Service, these government-administered lands have been managed for a variety of uses. However, the shift away from agriculture, mining, and logging to recreational activities and tourism has inevitably affected Boulder's traditional lifestyle.

Several developments relating to Highway 12 itself also affect Boulder. First, the Scenic Byway 12 Foundation has prepared a Tourist Development Plan and a Marketing Plan and has developed a Signage and Interpretation Plan for interpretive pull-outs along the highway. Second, the Garfield County Travel Council has received grant funding for nationwide promotion of tourism to the county. Third, the County's mapping and promotion of OHV/ATV trails will further attract tourists to utilize designated motorized trails on GSENM and Dixie National Forest lands around Boulder.

Boulder Town officials and residents are involved in the various committees and processes relating to the above initiatives in order to support and protect the goals and values of the community.

Chapter 4. Relationship with Government Agencies

Within Boulder's boundaries there are approximately 7,770 acres of USFS lands and 512 acres of BLM lands. Since this acreage encompasses the majority of land within the town, Boulder desires to establish an ongoing relationship with these Federal agencies to insure that the management of these lands is compatible with this General Plan and that issues surrounding usage, public health and safety, and economic impact are in harmony with the goals of the community.

The establishment of the Grand Staircase-Escalante National Monument in 1996 has had a significant impact on tourism in Boulder. In support of the goals of the community, Boulder desires to be included in the evolving planning and management process for GSENM which is administered by the BLM.

As described in the previous chapter, Town officials and residents are currently represented in several initiatives by Garfield County, GSENM and UDOT in order to support the goals and values of the community.

Boulder Town is considering formulation of an Annexation Plan that will identify adjacent “areas of interest” including Black Boulder Mesa, the Draw, and possibly portions of Deer Creek residential areas. This Plan is not intended as a roadmap to annexation, per se, but is an important fact-gathering tool as well as a statement to Garfield County regarding adjacent residential areas.

Topics of ongoing concern on public and private lands include:

1. Cattle industry rights and regulations
2. Water rights (irrigation and culinary)
3. Impacts on private property within Boulder and protection of agricultural land
4. Impacts on the business community of Boulder
5. Government supported tourist facilities (non-commercial) within Boulder
6. Fire Protection, EMT, Search and Rescue
7. Road safety due to increased traffic and usage
8. Integration of Federal and State in-holdings with Boulder’s planning, zoning, land-use regulatory powers, and emergency services and fire protection.

In the event that any Federal or State land within Boulder is sold, transferred, or otherwise disposed of to a private party, such land will be subject to all the laws, ordinances, rules and regulations of Boulder in force at the time of such transfer. The purchaser of such land will be subject to the rules and regulations that apply to any other land transfer within Boulder.

Boulder requires that coordination procedures be followed by all State and Federal agencies relative to water usage or appropriation.

Any change in the use of the land and any improvements thereon will be subject to all of the laws, ordinances, rules and regulations in effect at such time.

Chapter 5. General Community Goals

5-1 Vision Statement

The primary objectives of the community are (1) to preserve the ranching, small-scale agricultural, wilderness lifestyle of the place in keeping with the rural/frontier spirit of Boulder; (2) to protect the open space, clean air, clean water, dark skies, and quiet country-style atmosphere that currently exists; and (3) to promote self-reliance and resiliency. Secondary objectives include supporting an economically viable future

by encouraging a local land-based economy centered on food security, cottage industry, local entrepreneurship, full-time residency, and affordable opportunities for future generations.

5-2 General Community Goals

The following list expresses the primary goals of the citizens of Boulder:

1. To preserve Boulder's rural agricultural atmosphere and cultural resources.
2. To promote farming, ranching and the conservation of open lands to support agricultural endeavors.
3. To preserve the natural beauty, open space, clean air and water and quiet atmosphere.
4. To keep agricultural fields open, watered, and productive.
5. To encourage pride in the town's appearance and maintenance of our community.
6. To promote strong community involvement in planning for the town's orderly and controlled growth.
7. To provide facilities for education, recreation, and cultural activities.
8. To provide for improved traffic flow and maintenance of our town roads.
9. To foster economic viability of the community by promoting small community and cottage industry compatible with the above goals.
10. To maintain diverse community structure by creating housing opportunities for seasonal workers and low to moderate income individuals.
11. To control and limit noise.
12. To protect the dark skies and natural nighttime visual environment.
13. To promote local food production.

Chapter 6. Environmental Conditions

6-1 Area Geography

Boulder is located in the high plateau country of southern Utah within the boundaries of the Colorado Plateau province. Elevations in the town range from 6300 feet at the southern boundary to 7800 feet at the north.

Aspen, fir and pine forests are found on Boulder Mountain giving way to the slickrock canyons of the Escalante River drainage. This diversity results in world-class scenery and recreational opportunities that may affect the future of Boulder.

6-2 Climate

The area has mild summers with high temperatures in the 90s and winters averaging in the 20s. The average frost-free period is 120 days. Annual precipitation averages about 11 inches.

6-3 Water Sources and Usage

Boulder's culinary water has sources in springs and wells. Irrigation water is sourced from runoff in the Boulder Creek and Deer Creek drainages and private wells.

6-4 Geology and Soils

The area in and around Boulder is deeply bedded Navajo sandstone, exposed in many areas as mesas and deeply incised loam soil suited for irrigated cropland production. While suitable for irrigated agricultural production, these soils pose some limitations for construction. Specifically, these soils provide poor drainage for the septic systems that all residents depend on (refer to Appendix B).

6-5 Landscape Character and Topography

Boulder town includes large pasture areas that have been irrigated in the past, and even prehistorically many local areas were farmed. Most of the hillsides and mesa tops are covered with a mix of pinyon and juniper. Sandstone juts out in areas where the soil is bare, and basalts from ancient volcanoes pervade the area.

6-6 Dark Sky

The absence of light pollution in the night sky in and around Boulder makes it ideal for night sky viewing. Boulder is situated in one of the least light-polluted areas in the world. Boulder Town is committed to protecting its dark sky over the long-term. Both the 2004 and the 2011 surveys (Boulder Town Planning Commission, 2011), and the 2018 Community Working Groups Reports (Boulder Town Planning Commission, 2018) show strong support for maintaining Boulder's dark skies.

Chapter 7. Land Use

7-1 Overview

The Land Use Chapter designates the proposed general distribution, location and extent of uses for housing, agriculture, business, recreation, education, public buildings and grounds, open space, and other categories of public and private uses of land as appropriate; and may include a statement of the standards of building density recommended for the various land use categories covered by the Plan (Utah Code 10-9a-501). In general this Chapter provides an overall policy statement for land use, with the specifics being defined in the Zoning and other applicable Ordinances.

7-2 Purpose of the Land Use Chapter

The Land Use Chapter is designed to promote sound land use decisions throughout the community. The pattern of land uses, their location, mix and density, is a critical component of any planning policy (see Section 7-5 Land Use Zoning Categories and Patterns). The Land Use Chapter is organized to plan sufficient land for residential, commercial, and public uses; to locate these uses appropriately to enhance the community's custom, culture and character; to preserve important natural resources; to conserve environmental resources as described in Chapter Six (6) of this plan; and to enable the town to efficiently provide adequate public services.

7-3 Key Land Use Issues

A. Land Use Compatibility -- The development of the Land Use Patterns reduces the potential for incompatible land uses within the land use zone or adjacent to one another. The goals, objectives, and implementation strategies of the Plan provide additional guidance for ensuring compatibility between dissimilar land uses. (See Land Use Patterns and Land Use Map)

B. Preservation of Natural Environment and Open Space -- The preservation of the natural environment and open space is one of the overriding concerns of Boulder's citizens. The Plan recognizes the importance of the natural environment and the numerous benefits of preserving Boulder's open space from development; maintaining the viability of agricultural land; maintaining scenic value and viewsheds, protecting the quality and quantity of culinary and irrigation water; managing storm water, and protecting biodiversity.

C. Distinctive Community Character -- The Land Use chapter recognizes there is a variety of residential densities and land uses within the town. The Plan as a whole creates a long-range vision of the patterns of future developments intended to fulfill the needs of Boulder citizens while protecting the essential character of the community's custom and culture including the landscape. The Plan also recognizes that future residents will want to choose between distinctive residential densities for reasons of affordability and lifestyle. This Plan aims to allow for growth and flexibility while retaining the character of the community.

D. Agricultural Protection -- Include "Right to Farm" provisions in the Land Use Element that will protect the rights of farmers and ranchers to operate their facilities in agricultural zones without infringement on traditional land and irrigation access and uses, or complaints regarding noise, odors, or length of work hours, but recognizing applicable town regulations. The provisions should protect the property rights and safety of residents. In addition, Boulder Town supports grazing on public lands.

E. Dark Sky -- The absence of light pollution in the night sky in and around Boulder makes it ideal for night sky viewing. Boulder is situated in one of the least light-polluted areas of the country. Boulder Town wishes to preserve the naturally dark sky by stopping the adverse effects of light pollution on dark skies. Boulder Town wishes to raise awareness about light pollution, its adverse effects, and its solutions as well as educating residents about the values of quality outdoor lighting.

F. Clustering Development, Perimeter Development and Site-Sensitive Design -- The Plan recognizes the need to prioritize clustering development that will reduce infrastructure and service costs, minimize the visual impact of development to the community, reduce the need for new roads and driveways as well as access points onto existing roads, and most importantly preserve productive or historically productive agriculture land. As much as possible, future development should avoid permanently altering productive or historically productive agricultural land in preference for impacting other types of available space. This option is intended to promote a pattern of development that is most likely to be consistent with the underlying community values and to encourage the preservation of productive agricultural lands, viewsheds, and open space.

7-4 Land Use Goals and Policies

Goal 1: Types and Mix of Land Uses to be designated -- To achieve the development of a well-balanced, financially sound, and functional mix of agricultural, residential, light industrial, commercial, open space, recreational, institutional and educational land uses, without denigration of the rural character and heritage of the Town.

Policies:

Promote the development of agricultural and locally grown food-based land uses. Promote the development of home-based service and cottage or light industrial activities as long as they are compatible with surrounding land uses.

G1-1 Promote the long-term security, retention and expansion of agricultural businesses, local food-based businesses, and a variety of productive land uses

G1-2 Provide for the adoption of additional types of zoning that allow for light industrial/retail activity that is explicitly geared towards meeting local community needs.

Goal 2: Maintenance of Rural Heritage and Character -- To ensure that development in town is consistent with the overall community character and that it contributes in a positive way toward Boulder's image.

Policies:

G2-1 Maintain and enhance the desirable rural qualities found in the existing neighborhoods.

G2-2 Identify and encourage efficient land use patterns.

G2-3 Require a master plan for subdivisions; a concept plan should address the entire developable areas of a proposed subdivision.

G2-4 Enforce building and safety codes and regulations concerning the upgrade, rehabilitation, or removal of deteriorated and dilapidated buildings, structures and sites, with the exception of designated historic and cultural properties. Encourage land owners with incentives to rebuild or renovate existing housing.

G2-5 Recognize historical sites and buildings. Encourage preservation of historical sites and buildings through incentives, grants, or other assistance.

Goal 3: Preservation of Natural Resources -- To provide protection of natural open space, existing landscapes habitat, and wildlife through the location of land uses and the use of site-sensitive design templates.

Policies:

G3-1 Encourage development, grading, and landscaping to be in harmony with the natural topography and major land forms in the planning area.

G3-2 Enable clustering and provide density credits or other incentives for developers to preserve a

maximum amount of private or publicly useable open space, with special emphasis on encouraging use of open space for agricultural purposes. Such open space should be permanently preserved by deed restrictions or conservation easements with a local or town approved land trust.

G3-3 Promote the retention of open space to preserve sensitive lands, to provide land use buffers, and to provide for public safety. Steep hillsides and ridge lines should be protected as view areas or vistas and not be developed.

G3-4 Encourage protection of wildlife corridors from undue encroachment and disruption. Encourage wildlife friendly fencing.

G3-5 Promote appropriate design and landscaping of the town park, town grounds, Community Center, and other municipal open space to meet the needs of the community.

G3-6 Promote soil conservation on agricultural lands through mapping, grant funding, and informational literature.

Goal 4: Responsible Growth Management-- To preserve the character of Boulder through orderly development practices.

Policies:

G4-1 Ensure facilities and services do not exceed the ability to provide and maintain such services; necessary improvements should precede or be coordinated with future development.

G4-2 Establish and implement necessary safety measures and standards to ensure development is appropriately restricted in areas such as flood plains and wetlands or where natural hazards (seismic, geologic, flooding, fires, etc.) are present, unless such hazards can be mitigated.

G4-3 Consider capacity and effects on Boulder's school, parks, community centers, etc. when evaluating development proposals under the land use plan.

G4-4 Consider adopting an annexation plan regarding the potential annexation of certain portions of private properties that are now congruent with the existing town, but are not currently within the legal limits of the incorporated area.

G4-5 Consider a requirement for a site analysis on soils and environmental conditions to ensure development is appropriate for given ground conditions, archeological sensitivities, etc.

7-5 Land Use Zoning Categories and Patterns

A. Public Lands -- State and Federal

A substantial portion of the land within the Boulder Town limits is comprised of public lands owned and administered by the Department of Agriculture (U.S. Forest Service), the Bureau of Land Management, and the State of Utah.

Public Lands should have a separate zoning category that accounts for the potential impacts upon the Town's General Plan were they to be sold, traded or their future uses changed.

Any Land Use Plan and Zoning Ordinance passed by the Town of Boulder needs to acknowledge the presence of these lands to be able to effectively plan for the future.

All Public Lands within the Boulder Town limits should be mapped and given a special zoning category titled “Open Space - Not for Development.”

The purpose of this zone is to maintain the maximum level of control and influence over these lands in the event that they are sold into private ownership or intended to be used by the Agencies in a manner that is inconsistent with the Town General Plan.

Although jurisdictional questions may arise, in many, if not all, instances a contemplated change of use from non-developable to commercial or residential would require an application for a zone change and vest some discretion with the Town. This would enhance the Town’s ability to negotiate, change, or even deny application, based upon the compatibility with the Ordinances and General Plan.

B. Municipal, Educational, Utility and Other Public Uses

This zoning category should be established separately and includes all lands owned and administered by public or community- based organizations for use by the public, or to benefit a substantial portion of the public on a nondiscriminatory basis.

Municipal -- the Community Center, Fire Department, Post Office, Town Park, and other similar uses.

Educational -- the Elementary School, Anasazi State Park, and any other similar uses.

Utility – Garkane Energy, South Central Communications, and any similar entity providing utility services to the residents of the Town

Other Public Uses -- religious, charitable, and quasi-public uses such as the LDS Church, Boulder Irrigation Company, and Boulder Farmstead Water Company.

C. Critical/Sensitive/Agricultural Lands

The Town currently has such an ordinance, and it should be expanded and refined.

- Slopes over 30 percent. Wetlands, mesa tops and other vulnerable view properties should be analyzed in terms of stability, suitability, view sheds, and impacts. These taken together with any other legitimate public purposes should be analyzed, zoned, and subjected to appropriate restrictions.
- Agriculture lands capable of production -- All of these lands are also in the Low Density Residential, five-acre minimum zone, and nothing herein is intended to change that status. However, they retain special status and importance in defining the rural heritage and maintaining the character of the Town and should be given some additional benefits and consideration.

These lands should be eligible for density credits and other benefits if the owner is willing, on a voluntary basis, to follow design and development templates (clustering, perimeter, corridor and other templates) that keep productive fields open and reduce the visual impact of development.

Note: The term “Greenbelt” in Utah is most often applied to land that meets the statutory requirements for special property tax treatment. To avoid confusion, the term should not be used for purposes other than

defining this tax status in the Zoning Ordinances.

D. Commercial

The commercial properties that presently exist are the only commercial zones within the Town. The Town should continue with its past process whereby future commercial uses are established by the conditional use application and hearing on a case by case basis only. The burden should remain on the applicant to demonstrate that the location and type of commercial application is fitting within the overall General Plan and goals of the Town.

All commercial applications that arise out of franchise or large corporate environments should be discouraged and locally owned and operated businesses encouraged.

E. Residential

Accessory Dwelling Units

In 2019, the Town Council passed an ordinance allowing Accessory Dwelling Units (ADUs) to encourage long-term rentals.

Minor Subdivisions

This should not be a separate zone, rather an overlay on Low Density Residential and a special category in the Subdivision Ordinance that allows any land owner willing to subdivide into two or more parcels, each parcel being 20 acres or more, special treatment under the subdivision ordinance.

This treatment would reduce infrastructure costs thereby providing incentives to the applicant, while reducing density and keeping land open and in production, thereby providing benefits to the goals of the General Plan.

Low Density Residential

This should be maintained at the present five-acre minimum lot size and allow single family use only.

This is the largest zone in Town and should remain as such. All land not otherwise zoned by Ordinance and clearly shown on the Zoning Map should fall into this category.

Medium Density Residential

This should be maintained at the present two and half (2 ½) acre minimum lot size to allow an alternative residential living environment that those provided by the low and high density residential districts.

There exists within the Boulder Town limits a Boulder Townsite area established over 50 years ago in and around the Community Center. When this Townsite area was established, there were lots ranging from one to four acres. These are all lots of record and can be sold or transferred as such without any further application or subdivision process through the Town. There were also streets platted that have never been used.

The agricultural character and heritage of Boulder Town is apparent in this area. The Community Center, Post Office, Park and other facilities for public use already exist in this zone.

Strip development along Highway 12 should be avoided. Residential lot sizes and uses fronting Highway 12 should account for view shed, character, topography, and other considerations for the long-term benefit of residents and visitors viewing Boulder from the highway corridor.

High Density Residential

This should be maintained at the present one acre minimum lot size and allows a variety of other uses and services.

Additional high density residential zones, beyond those previously established by the Town, should be considered pursuant to a conditional use application.

- It fills a demonstrated need such as affordable housing, seasonal rentals, or similar necessities.
- It should be buffered from the Highway and other development by pinyon and juniper cover or other topographical features.
- It should have a community-based water source and not a well. It should have sufficient land and area to accommodate a common septic and waste water area.

Non-conforming lots of record should be considered on a case-by-case basis for further development.

Chapter 8. Housing

According to the 2010 census, there were 202 housing units in Boulder Town, of which 46.0 percent were occupied (USA.com, 2010). Within the entire 84716 area, there were 238 total housing units, 44 percent of which were vacant (USA.com, 2010). Of the vacancies, 0.4 percent (1) was for rent; 1.6 percent (4) were sold/for sale; 32 percent (75) were for seasonal or recreational use, and 11 (25) percent were other vacancies (abandoned, uninhabitable, etc.). The next census report will be released in 2020.

8-1 Goals, Policies and Programs

Goal 1: To identify housing sites needed for residential development to meet the needs of Boulder residents while maintaining traditional town character and preserving the identity of Boulder as a family-oriented community.

Policies:

G1-1 Adopt development standards which will maintain the character and identity of the town.

Goal 2: To maintain and improve the condition of existing housing.

Policies:

G2-1 Encourage the upkeep, maintenance, and rehabilitation of existing housing in town.

G2-2 Utilize all available programs to improve the condition or the existing housing inventory.

G2-3 Promote increased awareness among property owners and residents of the importance of property maintenance for long-term housing quality.

G2-4 Continue to utilize Boulder's code enforcement program to bring substandard units into compliance with Boulder's codes and to improve overall housing conditions.

Goal 3: To promote housing opportunities for all persons regardless of race, religion, sex, marital status, ancestry, national origin, age, physical handicap, color or economic status.

Policies:

G3-1 Promote safe and secure housing and neighborhoods and encourage housing design which serves to deter crime.

G3-2 Cooperate with governmental and nonprofit agencies and citizen groups that monitor housing discrimination complaints and practices.

G3-3 Affirm a positive action posture which will assure that unrestricted access to housing is available to all segments of the community.

G3-4 Encourage housing design standards that are ADA and FHA handicapped compliant to promote accessibility by the elderly and disabled.

G3-5 Permit, subject to reasonable regulation, the location of residential care facilities in residential neighborhoods, as required by State law.

Goal 4: To promote new housing opportunities which enhance the visual character of residential areas, are sensitive to social and environmental needs, and which are energy efficient.

Policies:

G4-1 Encourage the creation of housing development which is sensitive to natural resources and environmental constraints and is energy efficient.

G4-2 Encourage clustering or grouping of structures to provide and maintain permanent open space, harmoniously integrate with agricultural areas, and preserve natural resources.

G4-3 Designate areas of restricted development due to their scenic, historic, or ecological importance, or for public health and safety purposes. Such areas include significant ecological areas, ridge lines, and water resources.

G4-4 Require the use of underground utility lines where feasible.

G4-5 Encourage use of native plants for landscaping and fire protection

Goal 5: To manage the timing of residential development so that adequate streets, water, and other essential services can be economically provided.

Policies:

G5-1 Permit development to the degree that it can be served by the town resources without impairing the Town or residents.

8-2 Implementation of the Housing Element

The primary tools which Boulder should use to implement the housing goals may include comprehensive development standards, cluster development, subdivision regulations, and weatherization programs. In addition, the town can work with housing authorities such as the Housing Authority of Southern Utah (HASU) and the Housing Authorities of Utah.

Chapter 9. Economic Goals

While Boulder is a small rural community, the value of a strong and viable local economy cannot be over-emphasized.

Goal 1: To promote the development of small, locally-owned businesses, agriculture, businesses that provide goods and services to residents, and cottage-type businesses that have minimal impact on town services or activities (e.g. traffic, noise, parking, etc).

Policies:

G1-1 Commercial development on major streets in the town should be encouraged to preserve Boulder's general appearance, by designating development standards, such as building height limits, signage limits, utility placement, etc.

G1-2 Encourage the placement of all utilities underground in commercial areas.

G1-3 Establish and regularly update site planning standards for all new commercial areas.

G1-4 Support continuous improvement and innovation, particularly in the areas of water conservation and protecting water and air quality, by seeking supportive resources such as educational opportunities and expert consultation.

Goal 2: To preserve agriculture as a major aspect of Boulder's economy.

Policies:

G2-1: Recognize that ranching in Boulder depends on grazing on public lands.

G2-2: Use temporary signage to reduce motorist speeds on roads where cattle are moved.

Chapter 10. Transportation

10-1 History

Boulder was once considered a town at the end of the trail and was little visited by tourists, other than those who cared to brave the seasonal availability of the gravel logging road that connected Boulder to Wayne County. Completion of the Escalante-to-Boulder road in the early 1970s and the paving of Highway 12 in 1985 provided the first year-round, all-weather access for Boulder residents. In fact, paving Highway 12 shortened travel time to Provo and Salt Lake City by two hours.

Although not considered a major thoroughfare, the Burr Trail now provides nearly all-season access from the southern portion of Capitol Reef and Bull Frog area of Lake Powell. Seasonal traffic to and from

Boulder along this route has been steadily increasing as more tourists discover the back country of Southern Utah.

10-2 Road System

Highway 12, a Utah Scenic Byway, passes through Boulder and is the connecting road between Bryce Canyon National Park and Capitol Reef National Park. During 2011, the traffic count on Highway 12 averaged 500 vehicles per day (UDOT, 2011). The speed limit through town is posted at 40 miles per hour.

The Burr Trail Road, with its last major upgrade in 1990, is a county road that runs from Boulder, at the junction of Highway 12 to the Capitol Reef National Park boundary. The road provides access to portions of the Grand Staircase-Escalante National Monument, Capitol Reef National Park, and Bullfrog Marina on Lake Powell.

The cattle right-of-way, along Highway 12 and the Burr Trail, is part of the custom and culture of Boulder. This is a heritage and legacy that Boulder Town will continue to protect and encourage. Wildlife frequently cross the roads, including elk, deer, and wild turkeys, especially at night.

10-3 Trails

Trail access, such as historic cattle trails including Highway 12 and the Burr Trail, should be maintained to facilitate the movement of livestock.

A public trail within the Town Park and along Highway 12 to the Boulder Mountain Lodge was developed in 2013. Plans for continuing the trail system down to Hills and Hollows and up through the Community Center Park to the Anasazi Museum is in consideration. This trail system is intended to provide safe pedestrian access for locals and visitors through the middle of town, as well as providing better exposure to more of Boulder's services and businesses.

10-4 Road Maintenance

Local streets, including a portion of the Burr Trail Road, are maintained through an agreement with the Garfield County Road Department. At this point, the county is plowing the town roads as a community service. Road maintenance within the town is on an "as needed" basis using resources that become available. The center of Boulder was surveyed by the state and sold in 1939; this filled in the areas between the homesteads. The result was a town plat including a grid of streets, many of which currently exist only on paper.

10-5 Traffic Flow Problem Areas

Further improvements on the Burr Trail would lead to increased usage and ultimately to increased traffic into Boulder Town. Greater traffic volumes increase the potential for accidents in and around the town. In addition, the increasing traffic volume is making it more difficult to drive cattle up the public right-of-way to the range allotments on Boulder Mountain. Better information concerning these cattle drives needs to be provided to the passing motorists; additional road signs through town and along Highway 12 would assist in this effort.

Several problem areas along Highway 12 are considered to be potentially hazardous, especially during the

height of the tourist season.

The areas include:

1. Parking in the vicinity of Pole's Place, Boulder Exchange, and the Anasazi State Park is congested.
2. Highway 12 adjacent to the Hills and Hollows Store has limited visibility and needs warning signs and additional road improvement.
3. Parking at the junction of Highway 12 and the Burr Trail is frequently congested. Poor visibility for cars turning either direction on the Burr Trail from the Burr Trail Grill parking lot poses a risk.
4. The road between the LDS church and the elementary school offers poor visibility, particularly around corners.
5. The Burr Trail Road between the junction with Highway 12 and the Boulder Mesa Restaurant is used frequently by pedestrians and joggers and can pose a hazard for vehicles encountering the foot traffic.
6. The Town landfill road access onto Highway 12 is a blind corner.
7. Wildlife frequently cross the Highway and should be protected from motorized vehicles.

10-6 Goals and Policies

Goal 1: To provide a circulation system to move people and goods safely and efficiently throughout the town and the general planning area.

Policies:

G1-1 Maximize and improve the operating efficiency and safety of the existing roadway system.

G1-2 Maximize use of all major and arterial roadways while minimizing use of all collectors and local streets by providing stop signs.

G1-3 Identify and preserve platted roadways and dedications where needed and eliminate those determined to be unnecessary.

G1-4 Designate safe route and crossing locations for elementary children traveling to and from school.

Goal 2: To promote safety for equestrian, bicycle, and pedestrian traffic as viable alternatives to automobile traffic.

Policies:

G2-1 Promote non-motorized trails along major roadways.

Goal 3: To provide for and ensure an adequate supply of off-street private and public parking to meet the needs of local residents and visitors to the town.

Policies:

G3-1 Require an adequate number of parking spaces for each type of use designated by ordinance.

G3-2 Consider the use of shared parking between adjacent land uses.

Goal 4: To preserve the historical cattle drive access ways along Highway 12, Burr Trail, and other town streets.

Policies:

G4-1 To maintain the use of the traditional cattle drive area by posting temporary signs designating the use and approximate times of use.

10-7 Implementation of the Circulation Plan

The primary tools which the town should pursue to implement the Circulation Element of the Plan would include traffic control measures such as stop signs, speed limit signs, cross walks, and directional signs.

Chapter 11. Population

11-1 Boulder Town Population

From 2000 to 2010, Boulder Town population growth percentage was 25.6%, or 180 people in 2000 to 226 people in 2010. Population for the entire 84716 area, according to the U.S. 2010 Census (United States Census, 2010), was 297.

Year	Population
1960	108
1970	93
1980	113
1990	126
2000	180
2010	226

Figures do not include residents in the adjacent areas of Black Ledge Mesa, the “Draw,” or Salt Gulch, although residents of these areas live within the 84716 zipcode, and their mail and fire service are provided through Boulder Town.

11-2 Future Growth

The current trend indicates that the population of Boulder will continue to increase. This increase is due to the quality of rural life and the accessibility of distant economic bases. Boulder is also receiving exposure from the growing tourism industry. Several factors and trends will impact the future growth: economic diversities, economic impact on the local agricultural base, availability of land and water, urban pressure, rural lifestyles and the surrounding environment.

Other factors that would affect future growth include availability of services such as medical services, schools, housing, and employment.

Chapter 12. Public Facilities and Services

12-1 Overview

A trade-off of living in Boulder is the relative lack of public facilities and services. However, this does not appear to detract from the overall quality of life. An increase in transitory visitors would impact the limited services available in the community and could place an undue burden on the current residents. Additional taxes to support such services as fire protection, emergency medical services, and search and rescue could become a burden to the current population.

Services that do exist in Boulder include Boulder Elementary, which provides public education for grades preschool through -6th grade; a volunteer fire department; volunteer search and rescue; volunteer EMT crew and ambulance; and a resident county deputy.

12-2 Town Government

The town government consists of a Mayor and four Council members, all of whom serve in a volunteer capacity. In 1993, a Planning Commission was established to develop a General Plan and assist with the future planning for Boulder. The Commission consists of five members who meet at the direction of the Council. A Board of Adjustment convenes as needed to handle applications for appeal or variance. A Post Office was built in 1990 and is located on the Town Hall property. The Post Office and Community Bulletin Board serve as the physical information hub of town, supplemented by notices of public meetings, hearings, and minutes on the Boulder Town website (<http://www.boulderutah.gov>)

The Town Clerk's office resides in the refurbished (2011) Community Center.

12-3 Law Enforcement

Law enforcement for Boulder is provided through an agreement with the Garfield County Sheriff's office and duties are handled through the Sheriff's office in Panguitch. Patrols to the community are generally handled on an "as needed" basis. Crime has been virtually non-existent in Boulder and thus there is little need for additional police protection at this time.

12-4 Fire Protection

Boulder has a volunteer fire department consisting of one quick response vehicle and several volunteers. To date Boulder has had several structural fires and wildland fires, but statistics indicate that the town will experience even more fires as residences encroach into the undeveloped areas.

As more houses are built in areas where the landscaping consists of native vegetation, the potential for a catastrophic fire will increase. In association with the Five Counties Association of Governments, Boulder Town is updating the Community Wildfire Protection Plan in 2019. .

12-5 Emergency Medical Technicians (EMTs)

Emergency Medical Services available in the Boulder Town area include a first responder fire department, search and rescue, and ambulance supported emergency medical technicians (EMTs). These services are provided by local volunteers trained, certified, and supported by regional medical clinics, hospitals, and law enforcement professionals. Volunteer services provide opportunities for local residents to learn new skills and grow with the community. Participation and education are encouraged by Boulder Town and the community. Training and certification costs are paid by Boulder Town and Garfield County EMS.

12-6 Education

Children in Boulder may attend the Boulder Elementary School or the Escalante Elementary School. Preschool through Grade 6 are offered in the Boulder Elementary School which is currently staffed by one full-time teacher, a part-time STEM teacher, and several part-time aides and volunteers. Residents are encouraged to assist in the educational process. Enrollment at Boulder Elementary has been declining for several years. Students in Grade 7 through Grade 12 can travel to Escalante by bus to attend the Escalante High School.

The Boulder Community Library, run by a volunteer nonprofit group, is housed in the Community Center and offers reference materials, computer access, and video/DVD checkouts to area residents of all ages. The Library hosts periodic reading or writing programs for Boulder Elementary students. The Garfield Book Mobile comes to the community every other Thursday. The Boulder Community Alliance, Boulder Skills Foundation, Boulder Arts Council, and the Boulder Tree City Committee all support education in Boulder.

12-7 Recreation and Parks

The public lands surrounding Boulder offer outstanding opportunities for hiking, fishing, hunting, horseback riding, biking, and more.

The Boulder Community Grounds includes a Community Center (originally the Boulder School and upgraded in 2009), a small playground, basketball/pickle ball court, and a few picnic tables. In 2007, a community “pocket park” was located adjacent to the Post Office. This area provides the community information kiosk and benches within a defined rock enclosure. On the opposite side of the Post Office, and adjacent to both sides of the Firehouse, two other “pocket parks” are located, with native and xeriscape plantings and seating.

The Boulder Town Park has been developed to include a public pathway, a pavilion for multiple uses, rock gardens and walls, a bridge connecting the Community Center with the park, bathrooms, and a mowed field with a sprinkler system. The town is soon to be granted the BLM land part of the park as the planned development agreement is fulfilled. The intent for this public area is to provide an open space within the center of the Town, with the focus on maintaining a natural setting with a walkway and integral play features.

A maintenance plan and future upgrades are part of the Boulder Town budget. A volunteer park committee and Boulder Tree City Committee continue to be instrumental in the park development and improvements. Boulder was designated a Tree City in 2012. The Boulder Tree City Committee is responsible for care and monitoring of the trees on the town grounds and providing educational workshops for the community. There are now over 150 trees being monitored on the town grounds and park by the Tree Committee.

In addition, Anasazi State Park includes picnic tables which are available for public use.

12-8 Culinary Water

The biggest water system serving the community is Boulder Farmstead Water Company, a private company that provides service to its shareholders. The Company has 440,000 gallons of water storage in three tanks above the Boulder Hydropower Plant. There is a single tank at the Hydropower Plant consisting of 250,000 gallons. It acquired additional water rights from Flaming Gorge and can now add a limited amount of new shareholders.

The culinary water system serving most of the community is owned by the Boulder Farmstead Water Company, a private business which provides service to its shareholders. The town has an agreement with Boulder Farmstead to provide water for the town's fire hydrants.

Boulder Farmstead has access to a spring and a well for backup, when needed. The distribution system has been upgraded to 10 inch pipes and additional fire hydrants

There are several smaller systems with wells in Boulder Town. Many property owners in the community are not served by the Boulder Farmstead system and obtain their culinary water from private wells. Boulder Town is currently an open aquifer county and culinary water can be obtained through an application with the state to receive water rights through a well.

12-9 Wastewater

All Boulder residents currently use individual septic systems. Where the local health department has not established a minimum lot size (based on soil conditions), the State Health Department specifies a minimum lot size of 12,000 square feet (ideal soil conditions) provided the culinary water is supplied by a public water system. State regulations require a minimum of one acre for a residence with a private well and an individual septic system. All new septic systems are required to have State Health Department inspection during construction.

The town needs to work closely with the state agency to ensure that septic systems are approved and do not affect the quality of water throughout the community.

12-10 Solid Waste/Recycling

With the closure of the town's old landfill in 1994, citizens now use the county's "green cans" system for their household waste. The town acquired nine acres from the BLM for the establishment of a new town landfill for limited types of refuse. This site can receive organic material such as tree limbs/grass and serve as a temporary storage site for discarded cars and appliances. Compliance and enforcement of the regulations concerning this site are necessary to prevent liability by the town. Boulder Town encourages the re-use of organic and non-organic materials by utilizing composting, the "Free Box" at the Community Grounds, etc.

12-11 Power, Telephone, and Television

Boulder receives electrical service from Garkane Energy, which has a hydroelectric power station located in the northern section of the town. Garkane renewed its lease with the Federal government in 2006, extending service for the next 33 years.

Boulder receives landline telephone/internet service from South Central Communications Company.

Additional panels to expand cell coverage were approved and completed in 2007, and recabling sections of town with fiber optic lines was started in 2012. South Central agents have worked cooperatively with the Town to ensure that these and future needed improvements remain compatible with the Town's priorities of blending such systems with the natural environment and character of the Town.

Cell service is provided through leased provider space on the local cell tower, currently managed by Commnet, a Colorado company.

Television and radio service to the community is fair given the town's isolated and mountainous terrain. Garfield County maintains the local translator system.

12-14 Goals and Policies

Goal 1: To ensure that all public services, utility systems, and facilities are designed and maintained to provide acceptable levels of safety and security.

Policies:

G1-1 Establish public education and safety programs for the residents and businesses of the planning area in:

- Earthquake safety with respect to public utilities and facilities
- Safe usage and disposal of herbicides, pesticides, and toxic waste
- Recycling of oil and grease
- Control of litter
- Fire safety
- Conservation of natural resources
- Other disasters

G1-2 Support laws and requirements to monitor, prevent, and correct, as appropriate, contamination of soil, air and water.

G1-3 CERT programs, Hazmat, etc.

Chapter 13. Adoption

Motion was made by Steve Cox and seconded by Tom Jerome to Pass, Approve, and Adopt this General Plan of Boulder Town this August 1, 2013, by the following vote:

Ayes: Bill Muse, Steve Cox, Tom Jerome, and Gladys

LeFevre Noes: None

Absent: Sue Inman

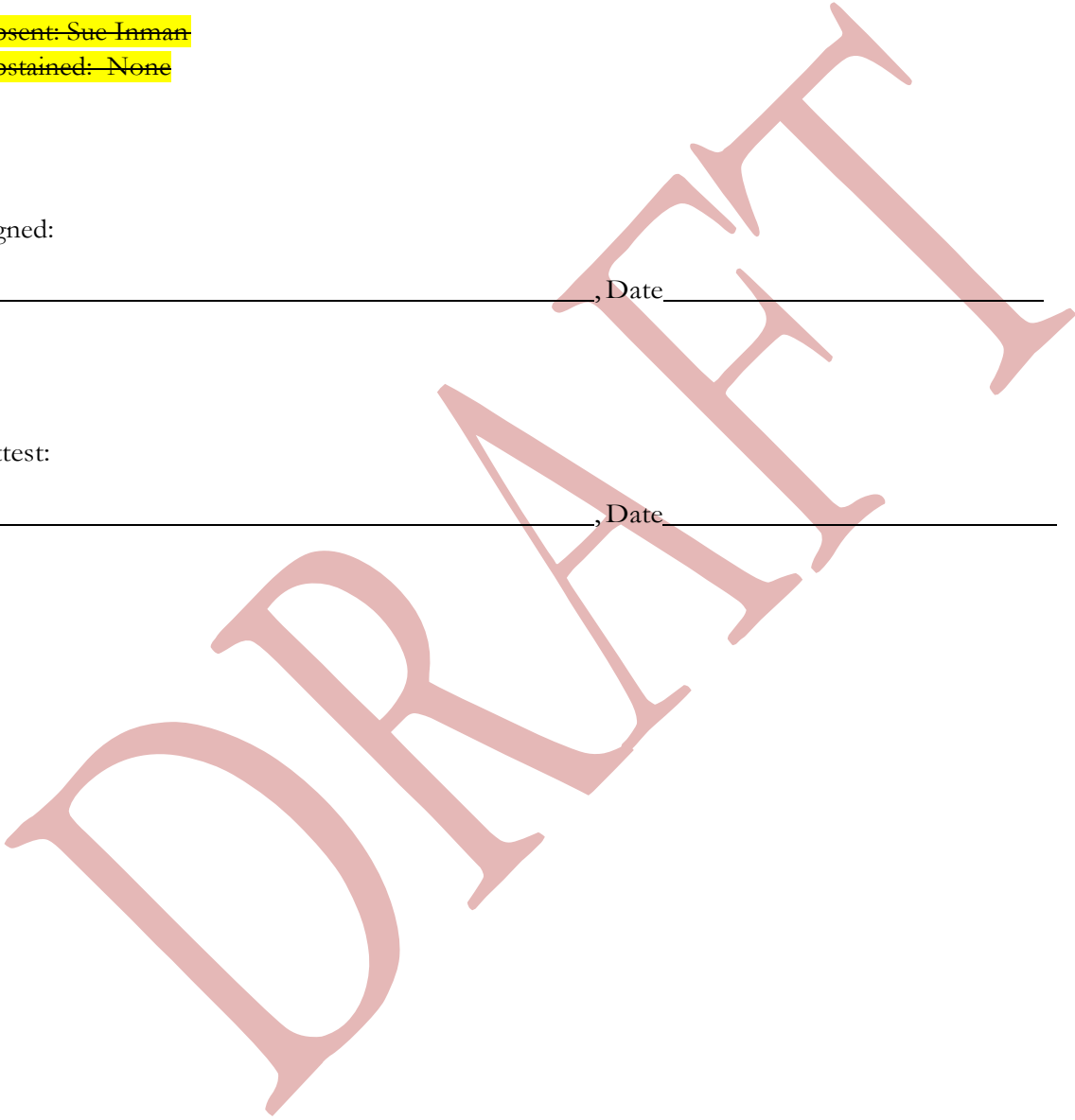
Abstained: None

Signed:

_____, Date _____

Attest:

_____, Date _____



Appendix A

Boulder Town Survey and Land Use Maps, available for viewing at the Boulder Town Office.

Appendix B

Boulder Town Soil Survey, available for viewing at the Boulder Town Office.

Appendix C

- Boulder Town Planning Commission. (2011). 2011 Boulder Town Survey, Aggregated Responses, all areas.
- Boulder Town Planning Commission. (2018). Planning Commission 2018 Community Work Group Reports: Community Identity; Economic Development; Housing; Land Use 1; Land Use 2.
- UDOT. (2011). Average Annual Daily Traffic. Retrieved from <https://www.udot.utah.gov/main/f?p=100:pg:0:::V,T:3977>
- United States Census. (2010). Boulder Town, Utah, Census 2010 Total Population. Retrieved from https://factfinder.census.gov/faces/nav/jsf/pages/community_facts.xhtml?src=bkml
- USA.com. (2010). 84716 Zip Code Historical House Occupancy Status Data. Retrieved from <http://www.usa.com/84716-ut-housing--historical-housing-occupancy-data.htm>