

***Boulder Town General Plan***

***Adopted August 7, 2008xxx, 2013***  
***Version 23.0***

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**Revision History**

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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. In 1997, the Town Council requested that the General Plan be revised to encompass new issues that have arisen since 1994.

~~The General Plan was updated in 2004, in 2008, and most recently 2013. As in previous years, the In 2004 the Town Council requested the General Plan be updated again. The Boulder Town~~ Planning Commission prepared a survey that was widely distributed to all registered land owners and post office box holders within Boulder. The 2004-2011 survey (appendix Z) was designed to gauge community interests, concerns, needs and to capture the goals and objectives of residents in preparation of an updated General Plan. ~~The results of the 2004 survey have been incorporated into this 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

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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 2004 community survey clearly shows strong support for planning.~~ 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. ~~Of those surveyed in 2004, 87 percent found that planning and zoning are important.~~

## 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).~~ ~~includes an area of 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

~~Until recently, the residents~~ Residents of Boulder have ~~primarily~~ 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 Tourism Office,~~ ~~and tourism has dramatically increased.~~ ~~and will undoubtedly increase the number of visitors and exposure to the Boulder area.~~ 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.

~~Boulder encompasses 13,440 acres (21 square miles).~~

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 ~~will has~~ inevitably affected Boulder’s traditional lifestyle.

~~There have been several recent developments relating to Highway 12 itself also affect Boulder, since the previous issue of this Plan, all of which are likely to increase traffic through Boulder. First, the designation of Highway 12 as an All-American Road, one of only a handful in the nation. Second, First, the formation of the Scenic Byway 12 Foundation, which has prepared a Tourist Development Plan and a Marketing Plan, and has is currently developing developed a Signage and Interpretation Plan for interpretive pull-outs along the highway. Third, Second, the Garfield County Travel Council has received grant funding for nationwide promotion of tourism to the county. Fourth, 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 ~~will has had have~~ 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.

~~At this time the Town Board and Planning Commission are aware that Planning Assistance is now available for planning efforts dealing with relationships with government agencies. The Governor's Office of Planning and Budget's (GOPB) State and Local Planning Section, with support from the Utah Quality Growth Commission, has developed a suite of toolkits to support local planning efforts in the areas of Critical Lands Planning, County Resource Management Planning or other important local planning needs. GOPB and the Quality Growth Commission are available to provide these easily accessible planning tools, along with complimentary staff support and technical assistance, as well as financial aid, to Utah communities.~~

~~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 ~~potential 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, ~~and~~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 and agricultural lifestyle and heritage of the area and the rural spirit of Boulder; (2) to preserve the open space, clean air, dark skies, and quiet country-style atmosphere that our families have enjoyed for over 100 years and (3) to promote a balance of conserving resources and development/growth. In addition to these primary objectives, Boulder wants to remain economically sound by promoting appropriate commercial and cottage industry growth on a small scale.

### **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. Add sustainable ag and local food?

### **5-3 Community Interests and Groups**

42. BCA? Red House Farm? Boulder Arts Council, Boulder Community Library, Heritage Foundation, and Heritage Skills Foundation?

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## **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**

Update?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.

Climate change forecasts and effects?

### **6-3 Water Sources and Usage**

Add paragraph about culinary/irrigation sources, etc.

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### **6-34 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.)

### **6-4-5 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.

### **6-5-6 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. In the 2004 resident survey an overwhelming majority of respondents want to see conservation of the dark sky. Both the 2004 and the 2011 surveys 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. As noted in the General Plan Introduction, this update takes account of community feedback from the Boulder Town Survey [2004-2011](#) (Exhibit B) prepared by the Planning Commission.

### 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 following, 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 productive land; maintaining scenic value and viewsheds, protecting the quality of culinary and irrigation water; managing storm water, protecting biodiversity, and encouraging "smart" growth (as opposed to just growth). The Plan also recognizes the many undisturbed, unpolluted landscapes and viewsheds in Boulder that residents want preserved, as the 2004 Town Survey clearly demonstrated.

(Note: This should be referenced to appropriate section in survey. Additional thoughts included viability of open space, mesas, pastures, visible view sheds. incorporate these goals and objectives into each element of the Plan and into regulations for each land use category and the total implementation structure of all ordinances.)

**C. Distinctive Community Character** -- The Land Use chapter recognizes that there will be 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 landscape. The Plan also recognizes that future residents will want to choose between distinctive residential densities for reasons of affordability and lifestyle. This Plan allows for growth and flexibility while retaining the character of the community. The Plan focuses most of the growth around the existing town center area (Boulder Town site), preserving the character of the more agricultural surrounding areas with lower density patterns and productive land/open space.

**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 such as the lighting ordinance, and the dark sky issue (see Item E). The provisions should protect the property rights and safety of residents and livestock by providing buffers and/or screening as necessary.

**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 recognizes the adverse effects of light pollution which include energy waste and the air and water pollution caused by energy waste, harm to human health, harm to nocturnal wildlife and ecosystems, reduced safety and security, reduced visibility at night, and poor nighttime ambience. 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 offer property owners an option for 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 preserve agriculture and open space. In exchange, a property owner can receive an increase in the number of lots otherwise allowed. The density bonus is intended as an incentive to a property owner in exchange for the above public benefits. 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 and open space.

**G. Affordable Housing**-- The Affordable Housing Plan was adopted by resolution in 2002. In that document strategies were suggested for implementation in the Zoning Ordinance. This Plan recognizes the need to promote the development of affordable housing policies to cater to the needs of low income residents and seasonal workers.

## 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, commercial, open space, recreational, institutional and educational land uses, without denigration of the rural character and heritage of the Town.**

### ***Policies:***

Allow the development of home-based service and cottage industry activities. These uses must be compatible with surrounding agricultural and residential land uses.

G1-1 Provide for the reservation of adequate land to meet projected institutional and infrastructure needs. The Town Park, which is in the planning and development stage, should address the needs of residents.

G1-2 Promote the retention and expansion of existing agricultural businesses and a variety of productive land uses under the general description of “agriculture.”

**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 development of 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 houG2-5

2.5 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, environmental setting, 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 significant 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.

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

G3-6 Encourage clustering, perimeter development, and site-sensitive design to preserve agricultural land and contiguous open space.

G3-7 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 and the provision of private and public capital improvements, facilities, and services.**

***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.

G4-33 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 policy 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 Town Hall, 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, 5-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***

##### **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 (Village Center Zone)**

There exists within the Boulder Town limits a Boulder Townsite area established over 50 years ago in and around the Town Hall. This area has developed into a Village 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 platted streets should be used as part of this Village Center zone Master Plan, and those that are not useful in the zone should be vacated.

This is the best area to establish a separate zone for lots ranging from one acre minimum upward ; water and septic issues make lot sizes smaller than one acre problematic.

The agricultural character and heritage is least impacted in this Village Center area: The Town Hall, Post Office, Park and other facilities for public use already exist in the middle of this proposed zone and comprise the Center. Establishing a Village Center consolidates the homes and public venues, encourages less use of automobiles and more walking, and enhances a sense of community.

This Village Center zone would contain a mixed use of residential, commercial, and public uses. Special considerations are:

- Strip development along Highway 12 should be avoided by maintaining the mix of uses.
- 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

Additional high density residential zones, beyond those previously established by the Town, should be considered pursuant to a conditional use application. High density residential zoning would allow more than one dwelling per acre under limited circumstances:

- It fills a demonstrated need such as affordable housing, seasonal rentals, or similar necessities.
- It should be considered within or near the Village Center zone where it is desirable to concentrate future development.
- 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.
- It should be granted strictly as an exception.

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 165 housing units in Boulder Town, of which 60.0 percent were occupied. Within the entire 84716 area, there were 238 total housing units: 44 percent of which were vacant. 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.).

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### 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. (Note: Somebody mentioned a new state conservation (code or policy) state energy and conservation act.)
- 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.

[Add Goal 6? Regarding housing for seasonal workers?](#)

## **8-2 Implementation of the Housing Element**

The primary tools which Boulder should use to implement the housing goals may include comprehensive development standards, subdivision regulations, and weatherization programs.

## **Chapter 9. Economic Goals**

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

**Goal 1: To promote the development of small home-based businesses, sustainable agricultural, and non-polluting cottage-type businesses that have minimal impact on town services or activities, i.e., traffic, noise, parking, etc.**

***Policies:***

G1-1 Make small home businesses that require minimal off-street parking, signs or audible characteristics a conditional use in all residential and agricultural zones.

G1-2 All commercial development on major streets in the town should reflect and promote Boulder’s identity and character.

G1-3 Encourage the placement of all utilities underground in commercial areas.

G1-4 Establish and regularly update ~~strong architectural controls~~ and site planning standards for all new commercial areas.

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G1-5 ~~Encourage growth of small businesses by being receptive to innovative ideas that reflect the town’s values and provide employment opportunities to area residents. Encourage small business opportunities through grants, staffing options, interns, work study programs.~~

~~Add Goal 2 related to encouraging service businesses? (Tom Jerome)~~

## **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 the year of 1995-2011, the traffic count on Highway 12 averaged 860-500 vehicles per day. The Anasazi Stage Park Museum, located in Boulder, had a total visitation of 27,000 people in 2007. A BLM visitor information center was established in the Anasazi State Park headquarters in 1997. Highway 12, a Utah Scenic Byway, passes through Boulder and is the connecting road between Bryce Canyon National Park and Capitol Reef National Park.~~

~~A portion of 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 was widened and chip sealed. The road provides access to portions of the Grand Staircase-Escalante National Monument, Capitol Reef National Park, and Bullfrog Marina on Lake Powell. The traffic count on the Burr Trail Road is estimated to exceed 100 cars per day during the tourist season. The road is projected to receive increased use as more people discover the exceptional recreation opportunities (in, of) the area. Further improvements on the Burr Trail would lead to increased usage and ultimately to increased traffic into Boulder Town.~~

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Greater traffic volumes increase the potential for accidents in and around the town. The speed limit through town is posted at 40 miles per hour.

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. The cattle right-of-way is part of the custom and culture of Boulder and needs to be protected. 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. Wildlife also poses a threat to traffic; elk, deer, and wild turkeys frequently cross the roads, especially at night.

### 10-3 Trails

Trail access such as historic cattle trails as platted should be maintained to facilitate the movement of livestock.

An off-road trail between the Burr Trail and the Post Office is being planned within the boundaries of the Boulder Town “tract park.” This usage should be encouraged both for safety concerns about removing pedestrians from Highway 12 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. ~~Using recorded plat maps, the town needs to clarify its responsibilities concerning these platted streets.~~

### 10-5 Traffic Flow Problem Areas

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 The junction of Highway 12 and the Burr Trail has poor traffic control; 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 ~~dangerous-used frequently by pedestrians and joggers, and can pose a hazard for vehicles encountering the foot traffic. due to the large number of pedestrians using this section of the roadway.~~
6. The Town -landfill road ~~turning access~~ onto Highway 12 is at ~~dangerous~~-blind corner.

### 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 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

\*\* Transportation facility improvement financing programs

\*\* Traffic control measures (i.e. stop signs, speed limit signs, cross walks, 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 was 297.

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Year	Population
1960	108
1970	93
1980	113
1990	126
1997	221*

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 and schools and availability of 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 K-6; 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 primary information center, physical information hub of for the town, supplemented by occasional notices of public postings of meetings, hearings, and minutes on the Boulder Town website used by the Town (<http://www.boulder.utah.com/gov/town/index.html>).

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 wild-land 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 and Keith Parke, Boulder completed a community fire plan in 2006 which will help identify equipment and resources, as well as locate areas of most likely fire danger.

## 12-5 Emergency Medical Technicians (EMTs)

~~As of winter 2013, at the present time,~~ Boulder has ~~three-five~~ certified EMTs ~~and one in training.~~ The town typically reimburses some portion of training expenses in return for a ~~two-three~~-year commitment to the Town.

## 12-6 Education

Children in Boulder may attend elementary school in Boulder or in Escalante. Kindergarten through Grade 6 are offered in the Boulder Elementary School which is currently staffed by one full-time 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 ~~, putting continuation of all grades K through 6 in jeopardy~~. Students in Grade 7 through Grade 12 must travel to Escalante to attend the Escalante High School.

The Boulder Community Library ~~, run by a volunteer nonprofit group, is~~ housed in the ~~Town Community Center and Hall and staffed by volunteers~~, 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.

## 12-7 Recreation and Parks

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

The Boulder Town Grounds, adjacent to the ~~Town Hall/Community Center~~, include a small playground, basketball 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.

An additional park area has been defined for the open field located between the Boulder Mountain Lodge and the Town Grounds. This land includes leased land from the BLM as well as additional Town property. 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.

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. It acquired additional water rights from Flaming Gorge and can now add new shareholders.

Boulder Farmstead has access to a spring and a well for backup, when needed. The distribution system needs to be upgraded with larger pipes.

There are several smaller systems with wells in Boulder Town for commercial and many residential wells for residents. 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.

Many property owners in the community are not served by the Boulder Farmstead system and obtain their culinary water from private wells. It has been suggested that the town consider the development of a municipal water system to provide sufficient culinary water to meet the projected growth of the community.

## 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

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.

## 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. ~~The system has been continually upgraded, including added DSL and cell service.~~ 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.

## 12-12 Recycling

~~Although standard recycling services remain economically unfeasible at present,~~ Boulder residents, as well as the visiting public, continue to express support for community recycling services. Over the past several years, residents, acting on a volunteer capacity, have initiated various efforts at collecting and transporting cardboard, mixed paper, glass, metals, and plastics. A recycling area is currently set up on the north end of the Town Grounds, adjacent to the regular dumpsters, have expressed their support for reducing, reusing, and recycling waste products as much as possible. Interested residents continue to coordinate with Escalante and other Southern Utah recycling resources to achieve a viable recycling program for the Boulder area.



## 12-134 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 [insert name] and seconded by [insert name] to Pass, Approve, and Adopt this General Plan of Boulder Town this [insert date] by the following vote:

Ayes:

Noes:

Absent:

Abstained:

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.