

BOULDER TOWN GENERAL PLAN
VERSION 5.0
DRAFT: JUNE 9, 2026

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TBD

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	August 1, 2019
Sections 7, 9, 10, 12 and general typo cleanup	Edits required for Zoning ordinance change	4.1	March 2021
Complete document	Updates based on community and code changes	5.0	2026

1. PLAN BACKGROUND

This General Plan, prepared by the Boulder Town Planning Commission with community input, reflects the intentions of the Town and provides a framework to navigate the future aligned with the values of the community. It describes ways to help manage growth and resources to support a future desired by the community.

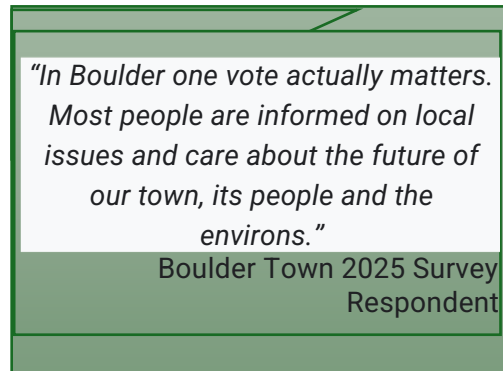
Boulder's first General Plan was written in 1985 and has typically been revised every 5 to 10 years since then.

Utah State Code, specifically the Municipal Land Use, Development, and Management Act (LUDMA) Sections 10-20-401-408, defines the process and content for General Plans in Utah. It is understood that General Plans should be updated when any significant condition, event, or situation occurs that changes a town or the residents that reside within the town. Even without major changes, communities are encouraged to update their plans every 5 to 10 years to best serve evolving needs of residents.

Community input for this Plan was provided via a 2025 Boulder Town Survey conducted by the Planning Commission and responded to by more than 130 local residents. This input and that from various community meetings and public hearings have been used to update and revise the 2021 Boulder Town General Plan to clarify goals and actions.

Upon adoption, the Boulder Town Council will recognize the document as an advisory guide that ensures future land use decisions are consistent with the provisions in the General Plan and that no road, park, or other public way, ground, place, or space, no publicly owned building or structure, and no utility, whether publicly or privately owned, will be constructed or authorized until and unless it conforms to the current general plan.

Boulder Town has responsibility for maintaining public infrastructure on behalf of the community. Property owners and residents have responsibility for maintaining their own property. This Plan and zoning regulations, land use ordinances, infrastructure improvements, and other Town approved changes based on this Plan are intended to support and protect the values of the residents of Boulder both now and in the future.



2. PLAN VISION, VALUES, AND PRINCIPLES

2.1 Vision

TAKEN FROM CURRENT PLAN, MAY NEED WORK

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.

2.2 Values

Past and recent surveys show that the majority of residents desire to maintain the small town feel, open space, agricultural and ranching uses with limited commercial development.

ADD IN DETAILS FROM THE SURVEY, INCLUDE VARIOUS GRAPHS

2.3 Guiding Principles (???)

Preserve and maintain the quiet, dark, rural atmosphere of the Town

Support opportunities for community engagement and participation

Support good land use planning the quality of life for all residents

Preserve agricultural land uses

3. COMMUNITY PROFILE

3.1 History

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 (in 1985), is one of the unique qualities of the town that has drawn many people 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.

Much of the town's history has been 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. Historically, Boulder was a small ranching community impacted by logging and occasional mining activities in the surrounding area.

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 daily mail delivery. The first paved road from Escalante was completed in 1971. Boulder was incorporated in 1958.

Boulder is surrounded by State and Federal (Forest Service and Bureau of Land Management) land. More than 98 percent of the surrounding lands are controlled by the State or Federal government, including Grand Staircase-Escalante National Monument (GSENM) and Dixie National Forest. Other than lands administered by the National Park Service (Capitol Reef National Park), these government-administered lands have been managed for a variety of uses. The shift away from agriculture, mining, and logging to recreational activities and tourism, however, continues to affect traditional lifestyles in Boulder.

3.2 Demographics

According to the U.S. Census, the population of Boulder in 2020 was 227 people. (Note – 2010 U.S. Census population estimate was 226 people). The population of the zip code area 84716 in 2020 was 317 (as compared to 297 in 2010).

Add graphics – population change, average age, average income, etc.

Say something about 84716 area vs Town area.....

3.3. Community Organizations and Engagement

Despite its relatively small numbers, Boulder's population is very active. It is a community of volunteers.....add something in here about the various groups - arts council, skills center, etc, the church, and about events. Describe the importance of these things to the fabric and culture of the community.

3.4 Challenges

Challenges facing Boulder are similar to those facing many rural, formerly agriculture-based communities bordering National Parks, National Monuments and other tourist attractions. Where feasible and within the purview of the Town's authority, this General Plan and resulting ordinances attempts to address the challenges, which include:

- Changing populations with changing values
- Water
- Housing availability and affordability especially for local employees
- Town budget
- Consistent enforcement of Town regulations and ordinances
- Second home development
- Economic opportunities
- Population growth
- Means to retain Boulder's agricultural heritage.
- Lack of young families (?)

4. ENVIRONMENT

4.1 Context and Existing Conditions

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. 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, but a changing climate is making this more variable. 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.

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.

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. **Additionally, the relatively low density of development and limited commercial activities result in a quiet environment, valued by residents.**

A pinyon-juniper ecosystem surrounds (and is actually included within) much of the Town as part of the Dixie National Forest. This includes the area of the Town's high-density residential zone subdivision at the north end of Town. This area, the Boulder King Estates lies within a state designated "High Risk Wildland-Urban-Interface (WUI)" zone based on both the density of housing and the surrounding native vegetation (<https://wildfirerisk.utah.gov/>), potentially posing significant risks should wildfires break out.

The 2004, 2011, and 2018 Town surveys showed strong support for maintaining Boulder's dark skies and protecting the agricultural heritage. The 2025 Boulder Town Survey reaffirmed these findings from the earlier surveys, as well as identifying clean air and water, natural beauty, and open space as important values for the community.

4.2 Environment Goals and Actions

Goal EN1: Protect Boulder’s dark skies

ACTION EN1-1: EXPLORE OPTIONS TO CREATE A DARK SKY ORDINANCE

ACTION EN1-2: ENCOURAGE DARK SKY FRIENDLY LIGHTING IN BUILDING CODES

Goal EN2: Maintain Boulder’s clean air

~~??ACTION EN2-1: ADOPT GUIDELINES TO MANAGE ACTIVITIES THAT HAVE THE POTENTIAL TO CONTRIBUTE POLLUTION OR DEGRADE THE QUALITY OF AIR IN BOULDER~~

Goal EN3: Preserve Boulder’s natural beauty and open space

ACTION EN3-1: MANAGE DEVELOPMENT ON STEEP SLOPES AND MESAS SUCH THAT SCENIC VISTAS AND VIEWSHEDS ARE MAINTAINED.

ACTION EN3-2: EXPLORE OPPORTUNITIES TO PROTECT LARGE PARCELS THAT HELP MAINTAIN OPEN SPACE IN BOULDER AND INCLUDE ZONING PRACTICES SUCH AS “LOT-SIZE-AVERAGING.”

Goal EN4: Protect Boulder Town and its residents from wildfire

ACTION EN4-1: INTEGRATE WISE FIRE MITIGATION PRACTICES INTO THE TOWN’S DECISION-MAKING PROCESSES AROUND ZONING AND DEVELOPMENT

ACTION EN4-2: CONTINUE TO USE THE WILDLANDS URBAN INTERFACE (WUI) CODE TO HELP MITIGATE FIRE RISK. [HTTPS://WILDFIRERISK.UTAH.GOV/](https://wildfirerisk.utah.gov/)

ACTION EN4-3: DEVELOP AND FORMALLY ADOPT A WILDFIRE MANAGEMENT PLAN FOR THE TOWN

Goal EN5: Identify, protect, maintain, and enhance the quality and quantity of Boulder’s water resources

ACTION EN5-1: TRACK RELEVANT AND CURRENT DATA ON WATER LEVELS AND CONDITIONS OF WATER RESOURCES THAT SUSTAIN THE BOULDER COMMUNITY THROUGH PERIODIC ENGINEERING STUDIES OF THE LOCAL AQUIFER

ACTION EN5-2: EXPLORE WAYS TO MINIMIZE THE IMPACT OF DEVELOPMENT SUCH THAT IT DOES NOT CAUSE POLLUTION OF GROUND OR SURFACE WATER OR CAUSE REDUCTIONS IN SUPPLY AFFECTING OTHER RESIDENTS

??ACTION EN5-3: CONSIDER, AS PART OF THE PROJECT PERMITTING PROCESS, A RECOMMENDATION THAT NEW DEVELOPMENT WITHIN 300 FEET OF A BOULDER FARMSTEAD WATER MAIN CONNECT TO THAT WATER SYSTEM FOR CULINARY WATER TO MINIMIZE THE DRILLING OF ADDITIONAL WELLS WITH POTENTIAL IMPACTS ON WATER QUANTITY AND QUALITY.

ACTION EN5-4: SUPPORT EFFORTS TO RECLAIM AND PROTECT RIPARIAN BUFFER AREAS

??ACTION EN5-5: SUPPORT STATE REQUIREMENTS FOR THE METERING OF WELLS DRILLED IN BOULDER.

Goal EN6: Promote land management practices that enhance the quality of Boulder's agricultural lands

ACTION EN6-1: CREATE AND DISTRIBUTE BEST PRACTICES WORKSHEETS FOR APPROACHES TO ENHANCE SOIL HEALTH, WATER MANAGEMENT, PRODUCTIVITY, ETC.

Goal EN7: Promote an understanding of the value of wildlife in Boulder and protect their presence to the extent feasible

ACTION EN7-1: WORK WITH UTAH DIVISION OF WILDLIFE RESOURCES (UDWR) TO IDENTIFY CRITICAL WILDLIFE HABITAT, MIGRATION CORRIDORS, AND STOPOVER SITES WITHIN BOULDER

ACTION EN7-2: CONSIDER USE OF OVERLAY ZONES WHERE WILDLIFE USE IS INTENSIVE AND/OR WHERE PROTECTION OF HABITAT CONNECTIVITY IS CRITICAL. CONSIDER DEVELOPMENT RESTRICTIONS IN SUCH ZONES.

ACTION EN7-3: ENCOURAGE PRIVATE LANDOWNERS TO PROTECT HABITAT CONNECTIVITY BY DEVELOPING GUIDELINES FOR WILDLIFE FRIENDLY FENCES THAT REDUCE WILDLIFE MORTALITY AND ALLOW FOR WILDLIFE MOVEMENT. EXPLORE OPTIONS FOR FINANCIAL INCENTIVES TO ENCOURAGE PRIVATE LANDOWNERS TO IMPLEMENT WILDLIFE FRIENDLY FENCING.

Goal EN8: Protect Boulder's Quiet Environment

5. ECONOMY

5.1 Context and Existing Conditions

Boulder is a town of hardworking people who take pride in their skills and their unique knowledge, whether it be knowledge of herding cattle and growing hay or food, practicing herbal medicine or massage, making music or art, maintaining orchards, baking, or surviving off the land. Unless retired, (and retirees provide significant volunteer services), nearly everyone holds multiple jobs or uses their skills to create income given the challenges of trying to build a business or earn a living wage in a very small and isolated economy. Boulder residents work hard to survive, take care of each other, and are proud of their grittiness.

"There aren't chains or duplexes or box subdivisions. Open ditches, ranching, a focus on cottage industry use instead of more commercial use."

Boulder Town 2025 Survey Respondent

The 2024 American Community Survey (maybe use the 2020 Census – it's more dated, but more accurate) shows that a significant portion (what percent?) of households in Boulder had income levels of \$25,000 per year or less. This, alongside anecdotal evidence, suggests that one challenge facing Boulder is the availability of jobs with high enough wages to support working families in the long-term.

Responses to the 2025 General Plan Survey showed that while Boulder residents are generally wary of growth, and there is little desire for large-scale economic development, there is a strong desire for the town to support growth in jobs that are small-scale, home-based, and community-oriented. Desirable jobs suggested in the survey include among others, emergency medical technicians, firefighting, groundskeeping, mechanics, and farm services. Agricultural jobs have a strong and proud history in Boulder, and the surveys make it clear that Boulder residents value preserving the town's culture of farming and ranching and the rural lifestyle that accompanies it.

On the other hand, responses to the survey indicated many residents' desires to avoid economic development in town related to commercial franchises, retail, large resorts and luxury tourism. Increasing tourism across Utah represents a challenge for Boulder. A significant portion of the Town's budget relies on tourism (i.e., hotels, restaurants, gas stations, wilderness guiding businesses, short-term rentals) and many Town residents are employed by tourist businesses (need to say something like this). Some landowners have commented that the town's traditional agricultural jobs, such as farming and ranching, can be hard to sustain without supplemental income from other businesses, including tourism-based businesses. Most town residents, however, are concerned about any increase in tourism, worrying that it will lead to changes in town character, over-development, and a lack of services for locals. The challenge moving forward is to manage the development of tourism-based industries while promoting jobs with livable wages, focusing on sustainable agriculture, cottage industries, and services to locals.

Do we want to say something about how many and what type of businesses are currently operating in Boulder – what we can glean from business licenses?

5.2 Economic Goals and Actions

Goal EC1: Support the development of small-scale, nonpolluting, home-based businesses that provide services to locals.

ACTION EC1-1 DEVELOP CLEAR CRITERIA (E.G., NOISE, TRAFFIC, SIGNAGE) WITHIN THE ZONING CODE TO ENSURE THAT HOME BUSINESSES WILL HAVE MINIMAL IMPACT ON THE CHARACTER OF RESIDENTIAL AND OTHER ZONES

ACTION EC1-2 PERMIT, SUBJECT TO REASONABLE REGULATION, THE LOCATION OF RESIDENTIAL CARE FACILITIES IN RESIDENTIAL NEIGHBORHOODS, AS REQUIRED BY STATE LAW.

ACTION EC1-3 EXPLORE INCENTIVES THAT THE TOWN CAN OFFER TO ENCOURAGE COTTAGE INDUSTRIES, SKILLED LABOR, AND BUSINESSES THAT PROVIDE SERVICES TO LOCALS.

ACTION EC1-4 DEVELOP AND SHARE WITH THE COMMUNITY A KNOWLEDGE BASE OF AVAILABLE FUNDS AND SUPPORT ORGANIZATIONS THAT CAN HELP INDIVIDUALS WITH SMALL BUSINESS DEVELOPMENT, SKILLED LABOR TRAINING, AND OTHER OPTIONS THAT COULD BENEFIT THE TOWN

ACTION EC1-5 REGULARLY REVIEW THE SALARIES/WAGES OF TOWN EMPLOYEES TO ENSURE THAT, WITHIN THE TOWN'S BUDGET CAPABILITIES, EMPLOYEES ARE REASONABLY COMPENSATED AND PUBLIC SERVICE JOBS REMAIN DESIRABLE TO LOCALS.

Goal EC2: Preserve and support agriculture as a valued and important aspect of Boulder's economy.

ACTION EC2-1: IDENTIFY AND MAP CURRENT AND HISTORICAL AGRICULTURAL PRODUCTION AREAS IN BOULDER THAT ARE OF IMPORTANCE TO THE ECONOMY, HERITAGE AND FUTURE OF THE COMMUNITY.

ACTION EC2-2: PROMOTE AND SUPPORT LOCAL FOOD PRODUCTION AND BUSINESSES, INCLUDING FARMERS' MARKETS.

ACTION EC2-3: PROMOTE AND SUPPORT THE DEVELOPMENT AND MAINTENANCE OF AN AGRICULTURAL INFRASTRUCTURE

ACTION EC2-4: RECOGNIZE THAT RANCHING IN BOULDER DEPENDS ON GRAZING ON PUBLIC LANDS.

ACTION EC2-5: EXPLORE OPPORTUNITIES AND INCENTIVES THE TOWN CAN OFFER TO PRESERVE AND SUPPORT SUSTAINABLE AGRICULTURAL JOBS.

Goal EC3: Minimize the impact of tourism and tourism-based businesses on local landscapes, services, neighborhoods, and Town character while increasing economic benefit to local residents and the Town from tourism-related industries.

ACTION EC3-1: EXPLORE TAX OPTIONS THAT COULD EXPAND REVENUE AVAILABLE TO THE TOWN FROM TOURISM-RELATED BUSINESSES WITHOUT PLACING EXCESSIVE FINANCIAL BURDENS ON LOCAL BUSINESSES.

ACTION EC3-2: EXPLORE OPTIONS FOR TOWN ZONING ORDINANCES TO MINIMIZE THE IMPACT OF TOURISM-RELATED INDUSTRIES ON BOULDER'S NEIGHBORHOODS, AGRICULTURAL AREAS, AND OPEN SPACE.

ACTION EC3-3: COORDINATE WITH COUNTY AND STATE AUTHORITIES TO IDENTIFY POSSIBLE CREATIVE OPTIONS FOR FUNDS FROM TOURISM-BASED TAXES TO BE USED TO BENEFIT THE TOWN.

ACTION EC3-4: SUPPORT AND PROMOTE TOURISM BUSINESSES WITH MINIMAL IMPACTS ON TOWN INFRASTRUCTURE AND CHARACTER.

ACTION EC3-5: CONTINUE TO MONITOR RECENT CODE CHANGES RELATED TO LICENSING OF RESIDENTIAL SHORT-TERM RENTALS (CURRENTLY LIMITED TO 12) TO ADDRESS IMPACTS AND ADOPT CODE CHANGES AS NECESSARY.

Utah State Code: 10-20-404 (3)(d)

A general plan may include: "an economic element composed of appropriate studies and forecasts, as well as an economic development plan, which may include review of existing and projected municipal revenue and expenditures, revenue sources, identification of basic and secondary industry, primary and secondary market areas, employment, and retail sales activity"

6. HOUSING

6.1 Context and Existing Conditions

According to the 2020 census, there were 213 housing units in Boulder Town, of which --- percent were occupied (xxxx). Within the entire 84716 area, there were --- total housing units, percent of which were vacant (xx). Of the vacancies, 0.4 percent (1) were 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.)

Add text about promoting the building of ADUs – to cluster housing, provide more long-term rentals

6.2 Housing Goals and Actions

Goal H1: Develop an understanding of the need for housing to promote the availability for residents in Boulder over the next five years.

ACTION H1-1: ASSESS TRENDS IN POPULATION GROWTH AND HOUSING DEVELOPMENT IN BOULDER OVER THE LAST 5-10 YEARS.

ACTION H1-2: EXPLORE AND SUPPORT OPPORTUNITIES TO PROVIDE HOUSING THAT IS WITHIN THE REACH OF LOWER INCOME OR FIRST-TIME OWNER BOULDER RESIDENTS, INCLUDING OPTIONS SUCH AS LAND TRUSTS.

ACTION H1-3: MONITOR THE IMPACTS OF RESIDENTIAL SHORT-TERM RENTALS ON THE AVAILABILITY OF LONG-TERM RENTALS FOR LOCAL RESIDENTS AND WORKERS.

ACTION H1-4: CONTINUE TO EXPLORE OPTIONS FOR CREATING MORE AFFORDABLE LOTS FOR LOCAL RESIDENTS SUCH AS THOSE IMPLEMENTED IN RECENT SUBDIVISION CODE CHANGES, INCLUDING LOT-SIZE AVERAGING AND SINGLE LOT CREATION. MONITOR THE EFFECTIVENESS OF THESE REGULATIONS.

ACTION H1-5: WORK WITH UTAH HOUSING ORGANIZATIONS SUCH AS THE HOUSING AUTHORITY OF SOUTHERN UTAH (HASU) TO IDENTIFY PROGRAMS POTENTIALLY AVAILABLE IN BOULDER THAT WOULD SUPPORT MORE ATTAINABLE HOUSING FOR RESIDENTS.

Goal H2: Encourage maintenance of and improvements to the condition of existing Boulder housing.

ACTION H2-1: UTILIZE AVAILABLE PROGRAMS AND INCENTIVES TO PROMOTE AWARENESS AND ENCOURAGE THE UPKEEP, MAINTENANCE, AND REHABILITATION OF EXISTING HOUSING IN TOWN.

ACTION H2-2: ENCOURAGE AND PROMOTE HOME-HARDENING PROCEDURES AND MATERIALS TO ADDRESS WILDFIRE RISK IN BOULDER.

Goal H3: Encourage the creation of housing that is sensitive to the natural environment and resources and Town character.

ACTION H3-1: EXPLORE AND ADOPT DEVELOPMENT STANDARDS THAT WILL MAINTAIN THE CHARACTER AND IDENTITY OF THE TOWN AND PROTECT THE ENVIRONMENT

Goal H4: Ensure that residential development follows on the availability of infrastructure such as roads, water, and utilities.

ACTION H4-1: ENFORCE CODE TO CONTINUE TO REQUIRE INFRASTRUCTURE BE AVAILABLE PRIOR TO ISSUANCE OF PROJECT PERMITS OR BUILDING PERMITS OR APPROVAL OF SUBDIVISION APPLICATIONS.

Goal H5: Encourage the development of accessory dwelling units (ADU).

ACTION H5-1: CONSIDER CODE CHANGES THAT CAN FACILITATE AND PROMOTE THE DEVELOPMENT OF ADUS AS A SOURCE OF LONG-TERM HOUSING FOR LOCAL RESIDENTS.

ACTION H5-2: DEVELOP EDUCATIONAL MATERIALS TO EXPLAIN RULES AND PROCEDURES TO DEVELOP ADUS, INCLUDING APPROACHES TO MAKING ADUS COST-EFFECTIVE

7. SERVICES AND CAPITAL IMPROVEMENTS

7.1 Context and Existing Conditions

Boulder's small size and remoteness, while valued by Town residents, means that there are limited public facilities and services. The Town and its residents depend on a variety of methods to provide services and support infrastructure. The five members (including the Mayor) of the Town Council are all volunteers, as is the Planning Commission, originally created in 1993 and appointed by the Council. A small part-time staff is paid by the Town, including the Town Clerk, Deputy Clerk, Zoning Administrator, Groundskeeper and Landfill Operator. Additionally, the town contracts a lawyer and an accountant. Many services to the town, such as the library, food pantry, park maintenance and cleanup, etc., are managed by volunteers and often supported by local volunteer organizations.

Law enforcement is provided through an agreement with the Garfield County Sheriff's office and duties are handled by Sheriff's Deputies on an "as-needed" basis managed through a main office in Panguitch. Emergency Medical Services are provided by local volunteer EMTs trained, certified, and supported by regional medical clinics, hospitals, and law enforcement professionals, and run by the county. The Boulder Fire Department is also entirely run by volunteers. The Town has a contract with Boulder Farmstead Water Company to provide water for the Town's fire hydrants. ***(Say something here about the difficulty the Town has recruiting and retaining EMTs and/or the burden placed on the volunteers to purchase supplies and maintain equipment? Need to talk with EMTs and Fire Dept to identify their concerns, challenges, and needs.)***

Boulder's electrical service is supplied by Garkane Energy, which owns and operates a hydroelectric power station located in the northern section of the Town. Culinary water is provided by Boulder Farmstead Water Company or via private wells. Irrigation water is supplied and managed by the Boulder Irrigation and Water Development Company. Household garbage is collected weekly from community dumpsters by Garfield County and taken to the Johns Valley landfill, approximately 2 hours west of Boulder. The Town also owns and operates a local landfill for larger waste items such as appliances, furniture, and construction materials. Some privately owned businesses have set up recycling containers for aluminum cans that the public is welcome to use, but there are no officially sanctioned recycling services.

Landline telephone and fiber optic internet service is currently provided by South Central Broadband. Cellular phone and satellite services are available through several additional companies.

Public school in Boulder consists only of Boulder Elementary School, providing education from kindergarten through sixth grade. Some Boulder children choose to

attend Escalante elementary school or are home-schooled. Beyond sixth grade students are bused to Escalante High School or attend online classes. A Garfield County school bus provides transportation for Boulder children to and from school and extracurricular events (e.g. basketball games).

Boulder owns and operates a Community Center *(talk about when Community Center was established – was previously a school?)* that functions as a Town Hall, a space for community gatherings, and is also available for occasional event/meeting room rentals to both individuals and business organizations. The Boulder Library operates out of one room in the building. Local organizations that have entered into agreements with the town, such as the Boulder Arts Council and the Boulder Community Alliance (among others) offer public events and classes there throughout the year. *(talk about the ADA needs of the community center and the desire for possible expansion?)* Surrounding the Center is a playground, pickleball court, three “pocket parks,” a community bulletin board, the “Free Box,” the post office, and the firehouse, all of which are heavily used by local residents.

Boulder also has a Town Park that offers a space for outdoor events. It features a pavilion with picnic tables, a large lawn, public restrooms, a walking path, fruit trees, and native plants. *(Put something here about the Town Park Plan that was commissioned, approved, and adopted in 2013?)* Various volunteer groups help to maintain the Park. Boulder was designated a “Tree City” in 2012 and continues to meet the requirements necessary to maintain the title. The Anasazi State Park Museum, located a couple blocks north of the Town Park, also features a lawn with a few picnic tables, public restrooms, and occasionally hosts events as well. The millions of acres of federal public lands surrounding Boulder offer outstanding opportunities for hiking, fishing, hunting, horseback riding, biking, and more.

7.2 Services and Capital Improvement Goals and Actions

GOAL SCI1: Improve the availability of EMT and Fire Services to support ongoing needs in Boulder.

ACTION SCI1-1: PROVIDE ONGOING FINANCIAL AID TO SUPPORT FUNDAMENTAL NEEDS OF EMTS (E.G. PURCHASE JUMP KITS AND STETHOSCOPES FOR ALL BOULDER EMTS AND REPLENISH SUPPLIES ON A REGULAR BASIS).

ACTION SCI1-2: COORDINATE WITH EMTS AND THE FIRE DEPARTMENT ON LARGE-SCALE CAPITAL IMPROVEMENT NEEDS (LARGE EQUIPMENT/VEHICLES/ETC)

ACTION SCI1-3: SOURCE GRANTS/OTHER FUNDING TO SUPPLEMENT BOULDER TOWN CONTRIBUTIONS FROM ORGANIZATIONS SUCH AS THE RED CROSS, BOULDER WELLNESS NETWORK, COMMUNITY DEVELOPMENT BLOCK GRANTS, ETC.

ACTION SCI1-4: INCENTIVIZE RECRUITMENT AND RETENTION OF ADDITIONAL EMTS AND FIREFIGHTERS (FINANCIAL COMPENSATION: WAGES, FUEL REIMBURSEMENTS, TRAVEL COSTS, STIPENDS, AND/OR...?)

GOAL SCI2: Develop a better understanding of the water available to and used by the Town to effectively contribute to protection, preservation, and management of both culinary and irrigation water in Boulder.

ACTION SCI2-1: APPLY CAPITAL IMPROVEMENT FUNDS TO SUPPORT PERIODIC CONSULTANT ANALYSES OF TRENDS AND CHANGES IN THE AQUIFER UNDERLYING BOULDER TOWN.

ACTION SCI2-2: WORK COOPERATIVELY WITH BOULDER FARMSTEAD WATER COMPANY AND THE BOULDER IRRIGATION DISTRICT TO UNDERSTAND AND OPTIMALLY MANAGE WATER IN THE TOWN, ESPECIALLY DURING TIMES OF EXTREME DROUGHT.

GOAL SCI3: Develop a “Town warning system” for wildfires/ earthquakes/ other emergencies.

ACTION SCI3-1: EXPLORE THE AVAILABILITY OF SUCH A WARNING SYSTEM WITH GARFIELD COUNTY AND THE STATE. PIGGYBACK ON WHATEVER WORKING SYSTEM MAY ALREADY BE AVAILABLE.

ACTION SCI3-2: IN THE ABSENCE OF ANY EXISTING SYSTEM, IDENTIFY OPTIONS AND COSTS FOR A WARNING SERVICE THAT WOULD WORK IN BOULDER.

ACTION SCUI3-3: IF NO COST-EFFECTIVE SYSTEM IS AVAILABLE, IDENTIFY OPTIONS AND APPROACHES FOR A NETWORK OF VOLUNTEERS TO IMPLEMENT A BOULDER WARNING SYSTEM

GOAL SCI4: Invest in the Town’s Community Center and Park to ensure ADA compliance and to meet community needs.

ACTION SCI4-1: UTILIZE GRANTS OR OTHER FUNDING FOR NECESSARY IMPROVEMENTS TO COME INTO COMPLIANCE WITH ADA REQUIREMENTS.

ACTION SCI4-2: APPLY CAPITAL FUNDS TOWARD ADA COMPLIANCE

ACTION SCI4-3: CONTINUE TO EXPLORE APPROACHES, INCLUDING GRANT OPPORTUNITIES FOR COMMUNITY CENTER UPGRADES AND EXPANSION TO SUPPORT CULTURAL AND HEALTH NEEDS OF BOULDER RESIDENTS.

ACTION SCI4-4: ENCOURAGE INVOLVEMENT IN AND PRIDE IN THE TOWN’S APPEARANCE AND MAINTENANCE OF COMMUNITY RESOURCES.

GOAL SCI5: Ensure that public/private services, utility systems, and facilities are designed and maintained to meet County, State, and Federal mandated levels of safety and security.

ACTION SCI5-1: DEVELOP AND DISTRIBUTE EDUCATIONAL MATERIALS ON EARTHQUAKE SAFETY AND WILDFIRE RISK

ACTION SCI5-2: PROVIDE OPPORTUNITIES FOR SAFE DISPOSAL OR RECYCLING OF HERBICIDES, PESTICIDES, TOXIC WASTES, PAINT, OIL AND GREASE ONCE OR TWICE A YEAR.

GOAL SCI6: Minimize visible telecommunication towers and utility lines to protect Boulder’s scenic setting.

ACTION SCI6-1: CO-LOCATE WIRELESS COMMUNICATION CARRIERS ON ONE TOWER

ACTION SCI6-2: ENCOURAGE BURIAL OF UTILITY LINES FOR NEW CONSTRUCTION

8. TRANSPORTATION

8.1 Context and Existing Conditions

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.

Highway 12, now designated a Utah Scenic Byway, is the connecting road between Bryce Canyon National Park and Capitol Reef National Park. During 2024, the traffic count on Highway 12 averaged 810 vehicles per day an increase of more than 30% over traffic 10 years earlier (<https://connect.udot.utah.gov/business/traffic-data/traffic-statistics/>). The speed limit through town is posted at 40 miles per hour.

The Burr Trail connects Boulder to the Notom Road, providing 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. Annual average daily traffic on Burr Trail has increased 30% between 2014 and 2024 to an average of 570 vehicles per day (<https://connect.udot.utah.gov/business/traffic-data/traffic-statistics/>).

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 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 the Hills and Hollows Store and up through the Community Center Park to the Anasazi Museum are under 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.

Highway 12 has been identified in the Utah Trail Network as a Proposed Vision Corridor Trail Project. <https://utahtrailnetwork.udot.utah.gov/master-plan>]

8.2 Transportation Goals and Actions

Goal T1: Maintain and improve the operating efficiency and safety of the existing roadway system.

ACTION T1-1: WHERE NEEDED, WORK WITH UTAH DEPARTMENT OF TRANSPORTATION TO ADD WARNING SIGNS AND TURN LANES TO ADDRESS SAFETY CONCERNS ON HIGHWAY 12 (E.G., IN FRONT OF HILLS AND HOLLOWES AND THE BOULDER MOUNTAIN LODGE).

ACTION T1-2: POST ADDITIONAL SPEED LIMIT SIGNS WHERE TRAFFIC CONSISTENTLY EXCEEDS CURRENTLY POSTED SPEED LIMIT SIGNS (E.G., LOWER BOULDER ROAD).

ACTION T1-3: IDENTIFY AND PRESERVE PLATTED ROADWAYS AND DEDICATIONS WHERE NEEDED.

ACTION T1-4: PURSUE RIGHTS-OF-WAY WHERE THEY MAY BE IN THE TOWN'S INTEREST ALONG PUBLIC ROADS.

ACTION T1-5: INVEST IN ROAD REPAIRS THAT ARE THE RESPONSIBILITY OF BOULDER TOWN TO ENSURE THE SAFETY OF BOULDER DRIVERS, WHILE PRESERVING THE RURAL CHARACTER OF THE BOULDER LANDSCAPE.

GOAL T2: Promote safety for equestrian, bicycle, and pedestrian traffic as viable alternatives to automobile traffic.

ACTION T2-1: DESIGNATE SAFE ROUTES AND CROSSING LOCATIONS FOR ELEMENTARY CHILDREN TRAVELING TO AND FROM SCHOOL.

ACTION T2-2: PROMOTE NON-MOTORIZED TRAILS ALONG MAJOR ROADWAYS.

ACTION T2-3: WORK WITH UTAH DEPARTMENT OF TRANSPORTATION TO DESIGNATE AND SIGN BICYCLE LANES ALONG HIGHWAY 12 AS APPROPRIATE.

Goal T3: Ensure an adequate supply of off-street private and public parking to meet the needs of local residents and visitors, while making roadways safe for traffic.

ACTION T3-1: ESTABLISH CODES TO MAKE AVAILABLE A MINIMUM/ADEQUATE NUMBER OF PARKING SPACES FOR RESIDENCES AND BUSINESSES TO ENSURE PUBLIC SAFETY.

ACTION T3-2: CONSIDER THE USE OF SHARED PARKING SPACES BETWEEN ADJACENT LAND USES.

GOAL T4: Preserve the historical cattle drive access ways along Highway 12, Burr Trail, and other Town roads.

ACTION T4-1: MAINTAIN THE USE OF TRADITIONAL CATTLE DRIVE ROUTES BY POSTING TEMPORARY SIGNS AS NECESSARY TO ALERT DRIVERS.

Goal T5: Ensure that efforts of the Utah Department of Transportation to develop the Utah Trail Network Proposed Vision Corridor Trail Project from Cannonville to Torrey align with Town interests and needs.

ACTION T5-1: WORK WITH UDOT TO DEVELOP THE TRAIL THROUGH TOWN AS MAINTENANCE AND IMPROVEMENTS ARE MADE.

9. LAND USE

9.1 Context and Existing Conditions

Land use in a community plays a large role in defining the nature and character of the community. This chapter lays the foundation for sound land use decisions throughout the community. The pattern of land uses, their location, mix and density, are critical components of any planning policy. Goals are intended to ensure sufficient land for agricultural, residential, commercial, and public uses; to locate these uses appropriately to enhance the community's culture and character; to respect the historic customs of the community; to preserve and conserve important natural and environmental resources; and to enable the efficient delivery of adequate public services. Implementation of the goals will occur primarily through zoning and other applicable Town ordinances.

This General Plan creates a vision for future development intended to fulfill the needs of Boulder residents while protecting the essential character of the community's customs and culture including the landscape. The Plan also recognizes that current and future residents want choices in the types of housing and residential densities, based on both affordability and lifestyle; desire economic development that provides well-paying jobs; and want to maintain the natural beauty of the landscape that brought them to Boulder. To this end, the land use goals aim to allow for growth and flexibility while retaining the character of the community.

Preservation of the natural environment and open space represent some of the most important values among Boulder residents. Residents recognize the numerous benefits of preserving Boulder's open space from development as well as the preservation of agricultural lands and scenic viewsheds, protection of biodiversity and wildlife habitat, and wise management and protection of the quality and quantity of culinary and irrigation water. Development that can reduce infrastructure and service costs, minimize the visual impact of development in the community, reduce the need for new roads and driveways, and avoid permanently altering productive or historically productive agricultural land is desirable.

Boulder encompasses approximately 13,395 acres of which 57% (7770 acres) are owned/managed by the U.S. Forest Service and 4% (512 acres) are managed by the Bureau of Land Management. Another 600-700 acres are managed under the Trust Lands Administration (State Institutional Trust Lands SITLA). This leaves approximately 4,500 acres that are subject to zoning and management by the Town. While the Town has no legal say in what occurs on the public lands, it can work in partnership with these public agencies to ensure such lands are used in a manner compatible with this

Plan. The Town should also consider how those public lands are managed should they ever be sold, traded, taken out of the federal or state oversight, and/or used in a manner that is inconsistent with the values of the community. Currently, these public lands are shown on the Boulder Zoning map as Greenbelt-Multiple Use (GMU)

Most of the current zoning on the private lands in Boulder falls into the GMU zone, consisting of a 5-acre lot minimum size and established to provide areas for agricultural activities and other uses determined to be compatible with agriculture. Other residential zones include high density (1 dwelling unit/1 acre), medium density (1 dwelling unit/2.5 acres), and low density residential (1 dwelling unit/5 acre minimum) which may also include other constraints to development. The commercial zone is currently limited to areas occupied by existing commercial businesses. Additionally, given the nature of the landscape and viewsheds and historic uses of much of Boulder for agriculture, various areas of the Town are considered sensitive, critical, or worthy of additional protections. Use of overlay zones is an approach to help provide the protection needed for these areas.

9.2 Land Use Goals and Actions

Goal LU1: Develop an accurate Boulder Town zoning map that reflects the extent and boundaries of federal and state lands within the Town boundaries.

ACTION LU1-1: REDRAFT THE BOULDER TOWN ZONING MAP TO DELINEATE LANDS CURRENTLY MANAGED BY THE US FOREST SERVICE, BUREAU OF LAND MANAGEMENT, AND THE STATE OF UTAH AS “PUBLIC LANDS” WITH A SPECIAL ZONING CATEGORY “OPEN SPACE – NOT FOR DEVELOPMENT.”

ACTION LU1-2: WORK WITH PUBLIC AGENCIES (THE US FOREST SERVICE, BUREAU OF LAND MANAGEMENT, AND THE TRUST LANDS ADMINISTRATION IN RICHFIELD) THAT THE TOWN INTENDS TO CLARIFY ZONING ON THESE LANDS AND LOOKS TO PARTNER TO ENSURE THAT THE AGENCIES SUPPORT THE GOALS OF THIS PLAN

ACTION LU1-3: ESTABLISH WITHIIN THE BOULDER ZONING CODE A CATEGORY THAT DEFINES THESE PUBLIC LANDS AS PRESENTLY “OPEN SPACE- NOT FOR DEVELOPMENT” AND CONSIDER A FUTURE CODE SUCH AS “20 ACRE MINIMUM PARCEL SIZE” WITH LIMITED DEVELOPMENT POTENTIAL.

Goal LU2: Preserve Boulder’s rural agricultural heritage.

ACTION LU2-1: PROMOTE THE LONG-TERM SECURITY, RETENTION, AND EXPANSION OF AGRICULTURAL BUSINESSES THROUGH DELINEATION OF LANDS DEDICATED TO AGRICULTURE.

ACTION LU2-2: ENSURE THAT THE TOWN’S ZONING AND OTHER ORDINANCES SUPPORT AND ENCOURAGE AGRICULTURAL LAND USES.

ACTION LU2-3: CONSIDER THE USE OF “OVERLAY” ZONES TO PROTECT PRODUCTIVE AGRICULTURAL LANDS

ACTION LU2-4: SUPPORT EFFORTS OF THE BOULDER IRRIGATION DISTRICT AND WATER USERS TO CONSERVE, MANAGE, AND DISTRIBUTE IRRIGATION WATER IN WAYS THAT SUPPORT AGRICULTURE, INCLUDING KEEPING FIELDS GREEN AND PRODUCTIVE.

ACTION LU2-5: EXPLORE OPTIONS FOR OPEN SPACE PRESERVATION THROUGH DEED RESTRICTIONS OR CONSERVATION EASEMENTS WITH A LOCAL OR TOWN APPROVED LAND TRUST.

Goal LU3: Maintain Boulder’s rural heritage and character by ensuring that development is consistent with overall community values and needs.

ACTION LU3-1: RECOGNIZE AND ENCOURAGE PRESERVATION OF HISTORICAL SITES AND BUILDINGS THROUGH INCENTIVES, GRANTS, OR OTHER ASSISTANCE.

ACTION LU3-2: CONSIDER THE ADOPTION OF ADDITIONAL TYPES OF ZONING THAT INCLUDE PERFORMANCE AND DESIGN STANDARDS TO ALLOW FOR LIGHT INDUSTRIAL/RETAIL ACTIVITY THAT IS EXPLICITLY GEARED TOWARDS SMALL-SCALE BUSINESSES MEETING LOCAL COMMUNITY NEEDS.

ACTION LU3-3: CONSIDER REZONING AND CONFORMANCE WITH SPECIFIC PERFORMANCE STANDARDS FOR BUSINESSES PROPOSED IN RESIDENTIAL, OPEN SPACE, OR AGRICULTURAL ZONES.

ACTION LU3-4: ESTABLISH A ZONING DESIGNATION THAT RECOGNIZES THE MUNICIPAL, EDUCATIONAL, AND OTHER INSTITUTIONAL LAND USES IN THE COMMUNITY

Goal LU4: Protect the natural beauty, natural resources, open space landscapes, and wildlife while protecting the safety of Boulder residents.

ACTION LU4-1: REEXAMINE THE DELINEATED SENSITIVE AND CRITICAL LANDS AND GENERATE OVERLAYS. THESE LANDS INCLUDE THOSE OCCURRING ON SLOPES GREATER THAN 30%, WETLANDS, FLOODPLAINS, MESA TOPS, OTHER VULNERABLE VIEW PROPERTIES, AND PRODUCTIVE AGRICULTURAL LANDS.

ACTION LU4-2: CONSIDER DEVELOPMENT RESTRICTIONS ON SENSITIVE AND CRITICAL LANDS, WHILE EXAMINING DENSITY CREDITS OR OTHER BENEFITS WHERE IMPACTS FROM DEVELOPMENT CAN BE MITIGATED AND PUBLIC SAFETY ADDRESSED.

ACTION LU4-3: ENCOURAGE DEVELOPMENT, GRADING, AND LANDSCAPING TO BE IN HARMONY WITH THE NATURAL TOPOGRAPHY AND MAJOR LANDFORMS.

ACTION LU4-4: PROMOTE APPROPRIATE DESIGN AND LANDSCAPING OF THE TOWN PARK, TOWN GROUNDS, COMMUNITY CENTER, AND OTHER MUNICIPAL OPEN SPACES TO MEET THE NEEDS OF THE COMMUNITY.

Goal LU5: Establish zoning and other ordinances that support the diverse housing needs of Boulder residents.

ACTION LU5-1: ANALYZE OPTIONS/AREAS FOR DENSER HOUSING, INCLUDING CLUSTERING, IN AREAS OF TOWN ACCESSIBLE TO INFRASTRUCTURE AND SERVICES, THAT WILL MINIMALLY IMPACT OTHER VALUES HELD BY TOWN RESIDENTS.

ACTION LU5-2 CONSIDER AVAILABLE CAPACITY AND POTENTIAL EFFECTS ON BOULDER SCHOOLS, PARKS, COMMUNITY CENTER, EMERGENCY SERVICES, AND OTHER PUBLIC FACILITIES AND SERVICES WHEN EVALUATING DEVELOPMENT PROPOSALS.

ACTION LU5-3: EXPLORE OPPORTUNITIES TO INCREASE DEVELOPMENT OF ACCESSORY DWELLING UNITS (ADUS) IN ALL ZONES IN BOULDER.

Goal LU6: Enforce, review and update land use, zoning, and subdivision ordinances as often as needed to support the goals in this Plan.

10. ANNEXATION POLICY

11. APPENDICES ????