



HILDALE CITY

Established 1963

P.O. BOX 840490 320 E. NEWEL AVE. HILDALE, UTAH 84784 PHONE: 435-874-2323 FAX: 435-874-2603

NOTICE AND AGENDA

NOTICE IS HEREBY GIVEN TO THE MEMBERS OF THE HILDALE CITY PLANNING COMMISSION AND TO THE PUBLIC, THAT THE PLANNING COMMISSION WILL HOLD A MEETING ON MONDAY THE 17TH DAY OF JUNE, 2019 AT HILDALE CITY HALL, 320 EAST, NEWEL AVENUE, WHICH MEETING SHALL BEGIN AT 6:30 P.M. MDT.

THE AGENDA SHALL BE AS FOLLOWS:

1. CALL TO ORDER
2. ROLL CALL
3. PLEDGE OF ALLEGIANCE
4. APPROVAL OF MINUTES OF PREVIOUS MEETING
5. PUBLIC COMMENT
6. WORK SESSION
 - A. DISCUSSION ON ORDINANCE PERTAINING TO OFF-SITE IMPROVEMENTS
 - B. PLANNING SESSION FOR UPDATING GENERAL PLAN
 - C. RATES AND FEES REVIEW WITH POSSIBLE CHANGES
 - D. DISCUSSION ON LOT SPLIT PROCEDURE
7. REGULAR MEETING
 - A. DISCUSSION AND POSSIBLE FINAL ACTION ON ORDINANCE PERTAINING TO OFF-SITE IMPROVEMENTS
 - B. DISCUSSION AND POSSIBLE FINAL ACTION FOR UPDATING GENERAL PLAN
 - C. DISCUSSION AND POSSIBLE FINAL ACTION ON RATES AND FEES
 - D. DISCUSSION AND POSSIBLE FINAL ACTION ON LOT SPLIT PROCEDURE
8. CLARIFICATION OF NEXT MEETING
9. ADJOURNMENT

Agenda items and any variables thereto are set for consideration, discussion, approval or other action. The City Council may, by motion, recess into executive session which is not open to the public, to receive legal advice from the City attorney(s) on any agenda item, or regarding sensitive personnel issues, or concerning negotiations for the purchase, sale or lease of real property. Council Members may be attending by telephone. Agenda may be subject to change up to 24 hours prior to the meeting. Individuals needing special accommodations should notify the City Recorder at 435-874-2323 at least three days prior to the meeting.

**AN ORDINANCE OF THE MAYOR AND COUNCIL OF THE CITY OF
HILDALE, UTAH, ESTABLISHING A TEMPORARY LAND USE
REGULATION REGARDING OFF-SITE IMPROVEMENTS.**

WHEREAS, Section 152-7-13(E)(2) of the Hildale Code currently requires completion of, or a deposit sufficient to complete street improvements to city standards – including, in many areas, asphalt pavement and gutters – prior to a building permit being issued;

WHEREAS, most local streets in Hildale are unpaved and do not have gutters, including those within areas that have already been developed;

WHEREAS, the City does not yet have a unified plan for how to address the challenge of unimproved rights of way;

WHEREAS, this situation presents a compelling, countervailing public interest, in that while all residents and businesses have an interest in improving our streets, requiring private funding of street improvements on a piecemeal basis is not a practical method of achieving that goal, and in fact will likely deter desirable new construction in developed areas;

WHEREAS, Section 10-9a-504(1)(a) of the Utah Code and Section 152-7-20(A) of the Hildale Code allow the City Council to enact an ordinance establishing a temporary land use regulation for any or all of the area within the municipality if (i) the legislative body makes a finding of compelling, countervailing public interest; or (ii) the area is unregulated;

WHEREAS, the City Council desires to relieve property owners wishing to build in developed areas of the City from the burden of funding street improvements, until the City can formulate a unified plan for solving the problem;

WHEREAS, the attached map recognizes the fundamental difference between previously developed areas of the City, with roads that are traversable by normal vehicular traffic and have historically thus been used, and those at the periphery of the City, which are still largely undeveloped, and where the City wishes to continue requiring street improvements as a condition on development; and

WHEREAS, the City Council will refer the issue to the Planning Commission for deliberation and recommendation of a long-term solution of the need for street improvements.

**NOW, THEREFORE BE IT ORDAINED, BY THE CITY COUNCIL OF HILDALE,
UTAH:**

Section 1. While this Ordinance remains in effect, any property that lies substantially within the shaded portions of the attached map of the City shall be exempt from the provisions of Section 152-7-13(E)(2) of the Hildale Code, and from any other local ordinance or regulation that may be construed to require the property owner to complete off-site improvements to a city street or right of way, except with regard to emergency access or flood control.

Section 2. Notwithstanding the provisions of Section 1, any property owner that undertakes to make street improvements voluntarily or under a development agreement shall be required to comply with all city standards applicable thereto.

HILDALE CITY ORDINANCE No. 2018-007

Section 3. This Ordinance shall apply to the consideration of any building permit applications that are pending as of the effective date hereof, or that are filed with the City while this Ordinance remains in effect.

Section 4. This ordinance shall become effective immediately after publication or posting as required by law, and shall automatically expire six months thereafter, unless repealed earlier by action of the City Council.

PASSED AND ADOPTED BY THE HILDALE CITY COUNCIL, STATE OF UTAH, ON THIS 5TH DAY OF DECEMBER, 2018.

		YES	NO	ABSTAIN	ABSENT
Lawrence Barlow	Council Member				
Stacy Seay	Council Member				
Jared Nicol	Council Member				
JVar Dutson	Council Member				
Maha Layton	Council Member				

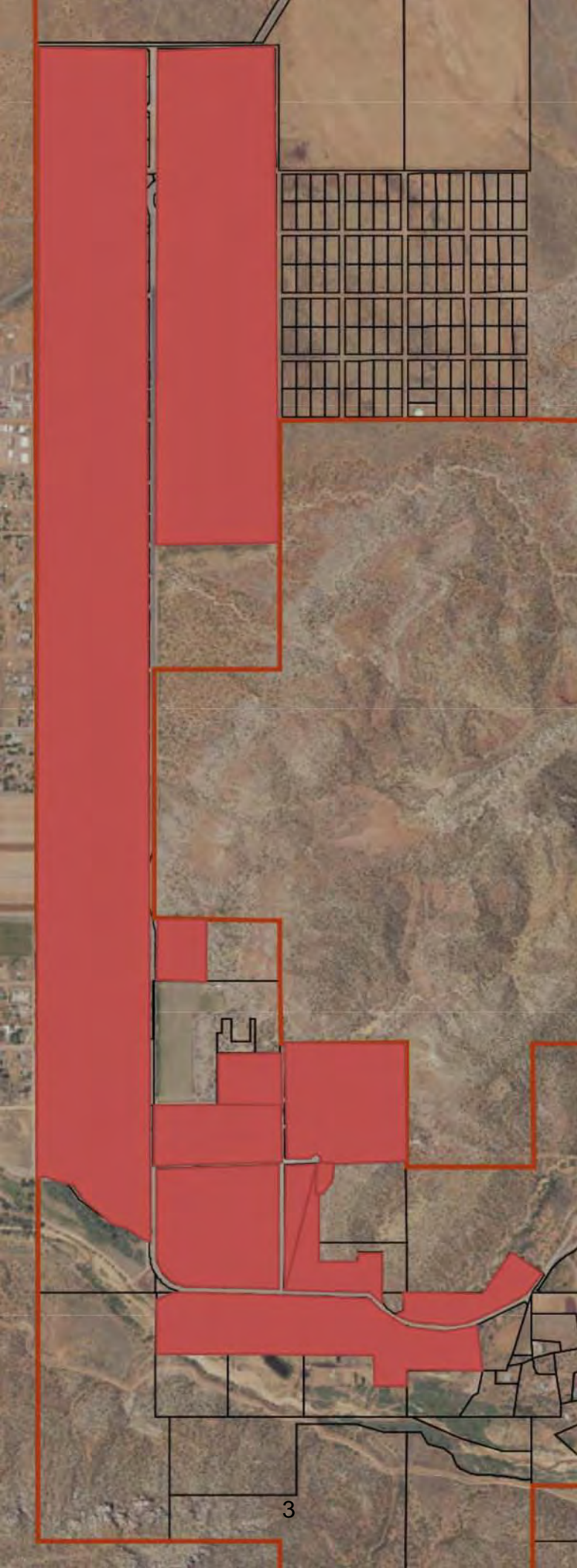
Donia Jessop, Mayor

Attest:

(seal)
City Recorder

Exhibit A to
Ordinance 2018-
007

(Exemption Area
Map)



Prepared by

pggLLC

1788 Yaupon Avenue

Boulder, Colorado 80304

303-656-9668

In association with Sunrise Engineering



HILDALE CITY GENERAL PLAN

Promoting harmonious development, good order, peace, safety, and happiness

Hildale City, Utah

HILDALE CITY GENERAL PLAN

Promoting harmonious development, good order, peace, safety, and happiness

Hildale City, Arizona



Acknowledgments

City Councils

Town of Colorado City

- Joseph Allred (Mayor)
- Anthus Barlow (Vice Mayor)
- Anthony Barlow
- Karen Barlow
- Ralph Johnson
- Donald Richter
- Jeffery Jessop, Sr.

Hildale City

- Philip Barlow (Mayor)
- Brian Jessop
- Carlos Jessop
- Carvel Nielson
- Doran Jessop
- Edwin Barlow

Planning Commission

- Nephi Allred, Chairman
- Stanley Jessop, Vice Chair
- Kim Knudson
- Millward Barlow, Jr.
- Charles Cooke

General Plan Advisory Committee

- David Darger, Colorado City Manager, (General Plan Project Manager)
- Raymond Barlow, Hildale City Recorder (General Plan Project Manager)
- Joseph Allred, Colorado City Mayor
- Philip Barlow, Hildale City Mayor
- Andrew Barlow, Building Official
- Justin Barlow, Utility Business Manager
- Brian Zitting, Canaan Peaks Engineering,
- Kim Knudson, Planning Commissioner
- Stanley Jessop, Planning Commissioner

The Hildale City Staff

General Plan Stakeholders

Members of the public

pggLLC

Sunrise Engineering

The Plan was partially funded with a grant from the Community Development Block Grant Program.

Reserved for adoption ordinance



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To plan for the future, we must examine where we came from.

Hildale City is an early pioneer community located in the southwestern portion of Washington County, Utah. It is situated in the Short Creek Valley which straddles the Utah/Arizona border. Hildale is adjacent to Colorado City, Arizona and Apple Valley, Utah – an unincorporated community in Mohave County.

Hildale City is off the beaten path far from interstates and metropolitan areas. It is located approximately 113 miles west of Page, Arizona and 40 miles east of St. George, Utah, the closest metropolitan area. It is a 160 mile drive to Las Vegas, the closest major city. Hildale City incorporated in 1963 by the residents of the community to provide local self-government and basic services. Hildale and Colorado City share common public services, resources, infrastructure, heritage, and culture.

Hildale's population grew from approximately 1,000 in 1980 to around 3,000 today during which the city's population diversified beyond its rural agrarian roots. Construction and manufacturing are currently the communities primary industries. They are supported by expanding service and retail industries.

The community has a small town, rural atmosphere. Single-family homes are supported by agriculture, commercial, and industrial land uses. Infrastructure has generally developed via rural development standards. There is a considerable amount of open space within and adjacent to the community that provides scenic vistas, offers recreational opportunities, and brings tourists through town. Open space within the municipal

boundary is mostly adjacent to public land around the Short Creek Wash, an ephemeral stream that divides the community. Open space surrounding the community is primarily located on public land. A small amount of agriculture is located in town.

The city has significant land available for development. Underutilized lots near existing services and utilities generally offer the most efficient and cost-effective development potential, but the area west and north of current development offers a great opportunity for future development. The City needs new commercial and industrial development to continue to provide ample amenities and services. Sources of employment and an increase in the tax base are essential to the future sustainability of the town.

One of the problems that every city faces is how to move traffic. It is important that the City take the lead in determining where major roads will be needed to assure connectivity to both major and minor roads. Some cooperation with adjacent communities is necessary in order to provide for the needs of local residents.

Recent property ownership changes and associated legal proceedings create planning challenges for the municipal administration. They have fractured the community's spirit of cooperation and impacted municipal operations, public facilities, and resources. They have reduced the City's ability to anticipate new growth and municipal government's ability to efficiently and cost-effectively

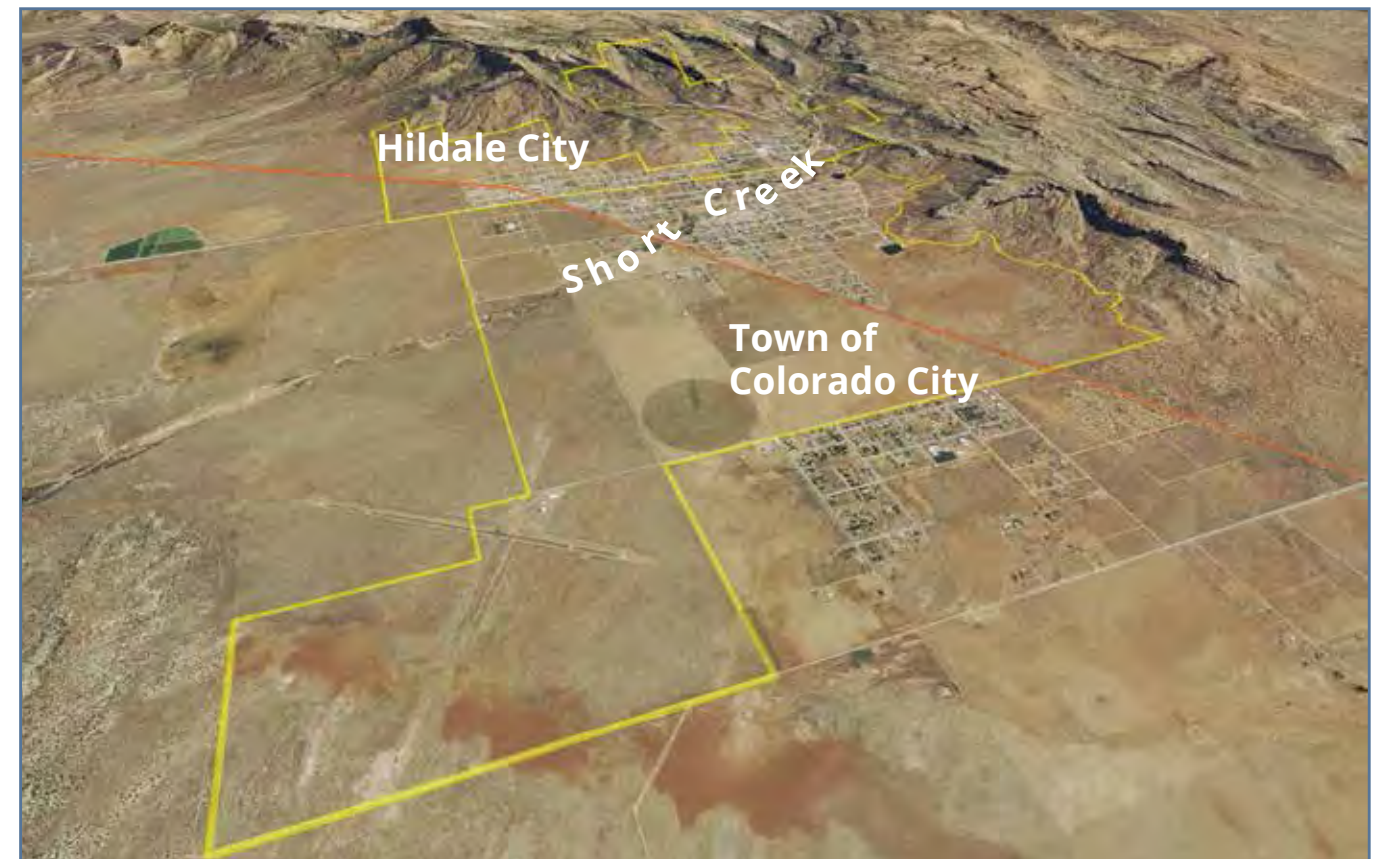


Figure 1: The Short Creek Valley

Hildale City is located in the Short Creek Valley. The Short Creek Wash divides the community and the Vermillion Cliffs create a stunning backdrop.

plan for growth and development. They have the potential to increase the community's fiscal burden by encouraging development without adequate public improvements.

As we plan for the future, questions arise: How can we grow and still retain the qualities that have made the city a desirable community in which to live? Can we grow in a way that will not overtax our services and existing residents? Can we grow in a way that will respect the striking natural characteristics of our community as well



Figure 2: Regional Map

The Plan contains Growth Principles, Goals, Policies, Objectives, and Actions

Growth Principles are strategies that guide growth and development; they form a foundation upon which actions can be taken.

Goals define a desired direction.

Policies are decisions made in advance based upon growth principles; they help guide future decisions.

Objectives are measurable results.

Actions are detailed steps that help achieve growth principles, policies, goals, and objectives.

as the heritage of those who came before? Can we grow efficiently and make sure that growth mitigates its own impacts for water, sewer, electricity, transportation, parks and trails, refuse collection, and other public services?

Historically, cities that maintain quality development standards have remained desirable places to live. Knowing where and how development is likely to occur helps municipalities plan for new development and in turn keep costs low. **By carefully considering development, guiding growth, and providing the elements that support citizens’ quality of life, Hildale City can move forward and remain a place that current and future residents and families will want to live.**

General Plan Organization

The General Plan has nine main chapters and a separate appendix:

Chapter One: Purpose and Context:

Purpose and Context contains the General Plan vision. It illustrates how the plan is used. It also provides important background information including the natural environment, history, demographics, and projected growth. It references the state statutes that authorize the municipal adoption of a general plan and contains an amendment and review process to help ensure the plan remains pertinent as conditions change. It also briefly describes the planning process used in preparing this General Plan.

Chapter Two: Growth Principles:

Growth Principles are key development strategies that will help shape growth and new development. They translate the vision into goals and foster the wise use and reuse of our resources to help maintain and improve residents’ safety and well-being. When utilized to shape the future they should inspire efficient growth that supports morality, work, recreation, and commerce for many generations while keeping development costs low.

Chapter Three: Land Use and Circulation:

Land Use and Circulation examines existing development and contains specific recommendations to help the City accommodate and guide future growth. It includes recommendations for preserving or conserving uses that contribute to the city’s community character. It has land use and design strategies intended to increase development compatibility and predictability. It constructs a picture of where and how development is expected to unfold and allows the City to plan efficiently for infrastructure, utilities, and services.

Chapter Four: Recreation:

Recreation describes our existing park, trail, and open space system. It contains strategies to maintain and improve recreational services as the city grows.

Chapter Five: Water Resources:

Water is vital to sustaining future growth. Water Resources describes culinary and non-culinary water sources and providers. It contains recommendations to help protect and improve this critical resource.

Chapter Six: Utilities and Services:

Utilities and Services examines existing utility systems and service providers. It contains recommendations that address existing deficiencies and maintain levels of service.

Chapter Seven: Cost of Development:

Cost of Development contains strategies that encourage growth to pay its own way and a tiered growth strategy intended to keep development and maintenance costs low.

Chapter Eight: Economic Development:

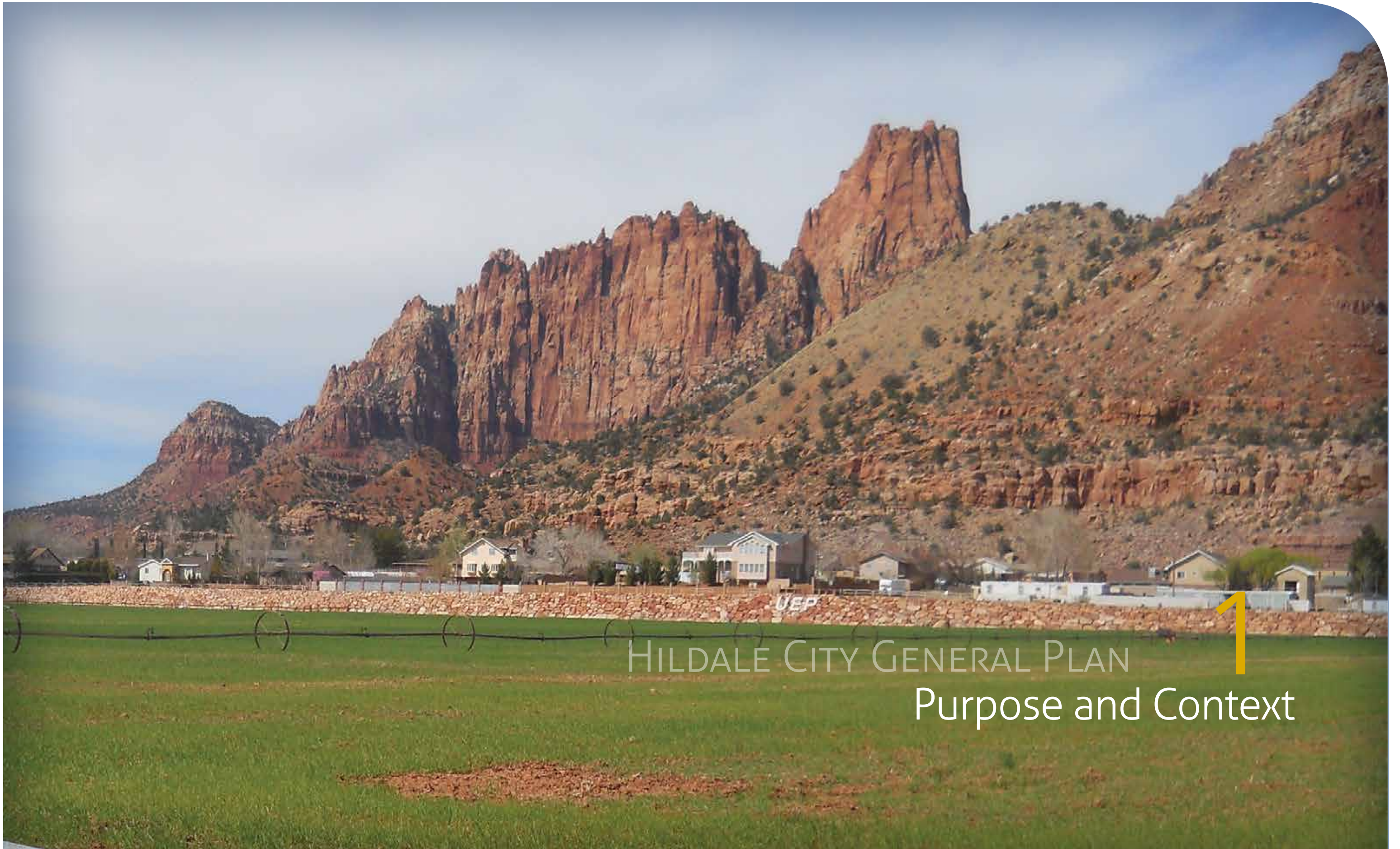
Economic Development has strategies that address economic instability and help the City facilitate a bright economic future.

Chapter Nine: Implementation:

Implementation has strategies to help execute the Plan. It includes recommendations for intergovernmental and regional cooperation and updating the City’s municipal code.

Appendix

The Appendix is a separate document contains information collected in the public input process and has other supporting information and exhibits.



HILDALE CITY GENERAL PLAN
Purpose and Context

1

“America is great because its people are good. When its people cease to be good, America will cease to be great.”- Tocqueville.



1 Purpose and Context

Great places do not just happen, they result when thoughtful plans are implemented over a long period of time.

Great places are designed for human comfort, safety, and enjoyment. They develop when people inspired by quality of purpose are moved to provide for the needs of the people.

Great places are not created quickly. They are conceived as a pattern of roads, buildings, and open spaces. When that pattern is a close match to a community's values it increases that community's quality of life.

Quality design including lot layout, architecture, streets, landscaping, signage, and the location and relationship between buildings and amenities contribute to the success of any one project. A collection of successful projects contributes to the quality of a place.

To create or maintain great places there must be a constant commitment to quality of purpose and the preservation of existing and creation of new successful projects which contribute to quality of life.

What is a General Plan?

The General Plan is a guide to accommodating new growth while maintaining the vision. It helps answer the question, "Where and in what manner should we grow?" It describes, in general terms, what kind of city and neighborhoods citizens desire. It sets out a general framework of goals, principles, policies, objectives, and actions that are guided by the vision. It guides elected officials and municipal staff when making decisions

(such as zoning, annexations, new road alignments, development approvals, park locations, or locating utilities) so they can efficiently accommodate new development and fill gaps in services and utilities. It allows decision-makers to simultaneously encourage development compatibility, public investment, stimulate new development, and boost economic development, while protecting sensitive land, social equity, and residents' health and welfare.

It is a tool that encourages discussion between municipal representatives and those with a stake in new development to help future development blend harmoniously with the community's vision.

The General Plan is also:

- A short-term and long-term decision-making tool.
- A guide to how land uses should be scaled, land use mixed, and development arranged and connected.
- A policy document that informs the development and implementation of code (zoning, subdivision regulations, etc.).
- A foundation for other plans - such as drainage, water, and wastewater.
- A snapshot of community wants (desires) and needs (must haves).
- A guide to turning would-be challenges into successes.

Vision

Hildale City envisions a community that upholds the rich social and cultural values celebrated by Short Creek's early pioneers. We envision a future that maintains a small, rural, and friendly community – a community with a low crime rate and a healthy mental and moral environment in which residents and families can enjoy peace and happiness.

As our community grows we expect that our public and private services will maintain our long-standing ethical values that will improve our quality of life. We will develop adequate facilities and infrastructure to support new development and maintain community services so residents and businesses can continue to expect convenient services. New development will help maintain and improve our community and provide sufficient resources to avoid burdening our existing population. We will grow in a way that does not strain our services and amenities beyond our fiscal means.

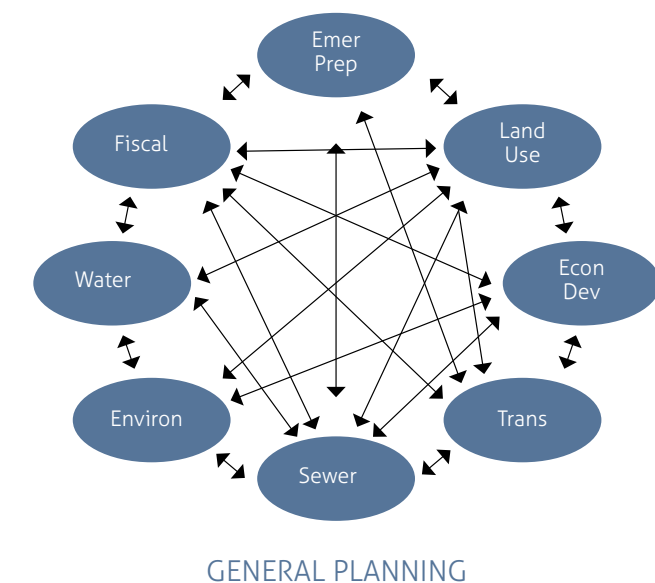
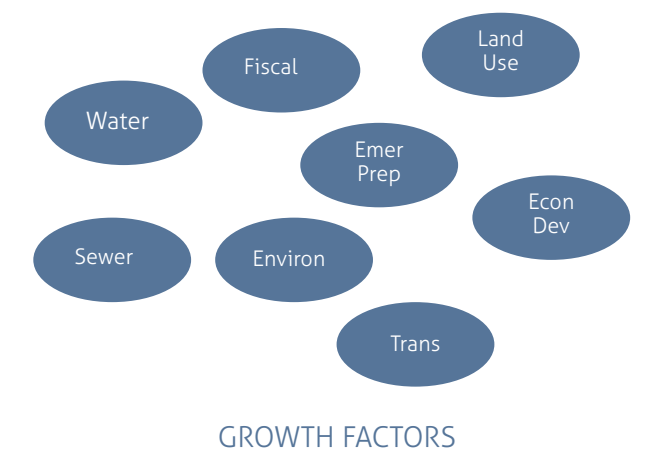


Figure 3: Growth Factors

The general plan coordinates growth factors to create cost effective growth.

PURPOSE AND CONTEXT



Figure 4: Native American Rock Art

Art, artifacts, and burial sites provide evidence of prehistoric settlement.



Figure 5: Park Interpretive Sites

Sites provide opportunity to explore Short Creek's Pioneer days.

Plan Context and Background

A snapshot of the community's natural environment, history, demographics, and projected growth provides a baseline for municipal planning and a context for plan implementation. They help estimate the demand for municipal services, land use, utilities, and infrastructure.

The Natural Environment

At roughly 5,000 feet above sea level, a combination of a semi-arid climate, minimal snowfall, and average of over 250 days of sunshine a year create a comfortable climate. Surrounding piñon-juniper vegetation to the north and east and the desert scrubland to the south and west add to the natural beauty of the area. The Short Creek Wash contains an ephemeral stream with riparian vegetation. Several dry washes convey water from surrounding hills into the Short Creek Wash. Together they create a substantial flood hazard that divides the community during flooding events. The Short Creek Wash runs from the northeast to southwest splitting the community. The city is surrounded by natural beauty. The Vermillion Cliffs' mountains, ledges, and foothills to the north and east provide striking visual backdrops and scenic vistas throughout town. Adjacent public lands and wilderness areas offer invaluable access to primitive landscapes and natural resources. The city sits on the boundary between the Greater Grand Canyon and the Grand Staircase regions of the Colorado Plateau, an area typified by mesas, towering monoliths, colorful badlands, and meandering river gorges and known for natural resources such as natural gas and coal. The North Rim of the Grand Canyon, House Rock Valley, Navajo Trail, Historic Pipe Springs National Monument, Shinarump Cliffs, Steamboat Rock, Kaibab National Forest, Zion National Park, Cedar Breaks National Monument, Coral Pink Sand Dunes State Park, and Lake Powell, Lake Mead, and Glen Canyon National Recreation Areas are all located within a two-hour drive.

History

Prehistoric evidence suggests that the Anasazi settled in the area over a millennium ago. Archaeological evidence surrounds the community, such as the rock art in Indian Box Canyon just north of Hildale and a Corn Growers' or Kiva site on Academy Avenue in Colorado City. In the early 1800s, explorers trying to establish a lucrative trade route between California and New Mexico crossed through the area on the Armijo Route of the Old Spanish Trail. In 2002 Congress recognized the trail as the nation's fifteenth National Historic Trail – a designation that creates a framework to study, protect, and preserve trails of historic significance.

In the late 1800s, Mormon pioneers settled in the area, and it evolved into an agrarian and ranching community called Short Creek. Although there were previous attempts to settle the area, in the early 1900s the area attracted Mormon pioneers who successfully established water infrastructure that supported development. Pioneers began ranching and developing a community and in 1914 Mohave County funded a wooden school house. A post office soon followed. Families seeking refuge from religious persecution relocated to the community. Federal and State authorities conducted several raids intended to stamp out the settlement, beginning in 1935, again in 1944 and again in 1953. None would compare to the raid by the state of Arizona in July of 1953, which separated families and reduced the community population substantially. Arizona Governor Howard S. Pyle announced to the world that the men would be put in prison, the women held in detention homes and the children adopted out, so that after two years their records would be destroyed and their identity lost. Newspapers articles and public opinion found the raid unacceptable as a means of dealing with differences in cultural beliefs. After several years families were reunited and returned to the area. Eventually, community life returned to normal.

In the early 1940s, the Fundamentalist Church of Jesus Christ of Latter Day Saints (FLDS) established a charitable religious trust named the United Effort Plan Trust (UEP Trust). The UEP Trust held property in the community for the benefit of church members. The UEP Trust was founded for the intent of living the Mormon tenet of the United Order, which resulted in a self-sufficient and egalitarian community that preserved the small town character of the community and supported legitimate business ventures that maintained its charitable and philanthropic mission. As property was consecrated to the FLDS Church, it was placed in the UEP Trust where church members were allowed to build homes and businesses. A large portion of development occurred on UEP Trust land. As the community grew agriculture flourished. A large dairy opened and agricultural operations filled a storehouse with food. Most homes were apportioned about an acre of land. Generally, a low density development pattern was observed. Seven to ten homes located on ten acre blocks became the dominant residential development pattern. As is often the case in rural communities, citizens worked together to develop telephone, irrigation, culinary water, electricity, and wastewater services.

Residents incorporated Hildale City in 1963 and the Town of Colorado City in September 1985 to provide local self-government and basic services. Hildale and Colorado City share common public services, resources, infrastructure, heritage, and culture.

In 2005 the State of Utah seized control of the UEP Trust and appointed a State receiver. In 2006 the State reformed the UEP Articles of Trust, removing its original religious intent, which was deemed by some residents as a violation of the First Amendment to the United States Constitution, and a continuation of earlier persecution such as the 1953 raid. Other residents applauded the actions of the state. Aside from the constitutional claims,

the City witnessed the UEP Trust change from a willing and amenable developer investing millions of dollars into public infrastructure improvements to an antagonistic state agency actively resisting community investment. Unfortunately, the resulting property disputes, evictions, and political litigation has taken a heavy toll on the City's resources and ability to protect and invest into necessary public infrastructure and services.

With limited resources, Hildale City continues to support new growth and improve its municipal services. A newly appointed Planning Commission has expanded the City's community development capacity and is helping investigate ways to increase land use compatibility and support quality development. The City with support from Colorado City is developing Culinary Water, Wastewater, and Storm Water Master Plans to improve municipal services for both cities. Public Works is maintaining and improving streets and parks. City Councils are codifying policies and procedures, improving financing options for public infrastructure, and evaluating ways to increase development compatibility. Hildale City is developing a municipal website to add transparency to its municipal operations, and has hired additional staff to assist in local planning efforts. Planning efforts such as the planning process for this General Plan have encouraged resident and stakeholder involvement.

Demographics and Population Growth

Population size and other demographic variables (such as age, income, and family-size) help determine demand for municipal services. Population growth estimates and demographic forecasting (predicting how demographic variables change) allow cities estimate future service demand. For example, dividing the number of new residents expected at some future time, with the average number of people per household at that point in time, results in the number of new homes needed. The number of new homes multiplied by average household demand for various services estimates future demand for those services.

The population's median age is lower than the state and national average. Approximately 50% of the population is under 18. In 2013 Hildale the median age was 16.2 (up from 13.1 in 2000) and in Colorado City the median age was 15.8 (up from 15.3 in 2000). The second largest population group is part of the Baby Boomer generation, ages 45-64. The most recent American Community Survey 2011-2014 estimated that 41% of Hildale's and 48% of Colorado City's residents between 25 and 64 years did not graduate from high school. The 2014 census estimated that unemployment (while historically low) has recently risen to 36% in Hildale and 19.9% in Colorado City. Median household income in Hildale is \$40,781 and Colorado City is \$30,357, both substantially lower than their respective counties. Residents have a high

cost of living. On average, housing plus transportation costs consume 63% of a resident's income in Hildale and 61% in Colorado City (See Figure 6). 20% of residents commute over 60 minutes to work. In Hildale 36% of families live in poverty and in Colorado City 57% live in poverty. At approximately 9 people per household, family size is above average.

The recently adopted Culinary Water Impact Fee Facilities Plan and Impact Fee Analysis estimated the 2014 combined population for Hildale and Colorado City at 7,728. It recognized that between 1990 and 2010 the population grew at a steady rate of approximately 3% and that since 2010 population growth has declined sharply and is negligible today. It projected a more realistic projected growth rate that would slowly increase to reach a steady rate of 1.8% for the foreseeable future. It forecast a 2034 combined population of 11,064. The States of Utah and the Arizona forecasts maintain 3% historic growth rate. The States forecast a 2034 combined population of approximately 15,700 (See Figure 9).

Today, the City's population is in flux. The amount of in- and out-migration are unknown but are generally thought to be much higher than normal. The affect of migration on demographic characteristics (age, income, family-size) is currently unknown. To estimate demand for future services the City must maintain ongoing analysis of emerging demographic trends.



Figure 8: Property disputes threaten neighborhood and economic stability

Table 1: Historic Population Growth			
Census	Hildale	Colorado City	Combined
1980	1,009	1,439	2,448
1990	1,342	2,469	3,811
2000	1,895	3,334	5,229
2010	2,726	4,821	7,547



Figure 6: Cost of Living
On average, housing and transportation consume nearly 60 percent of annual income.

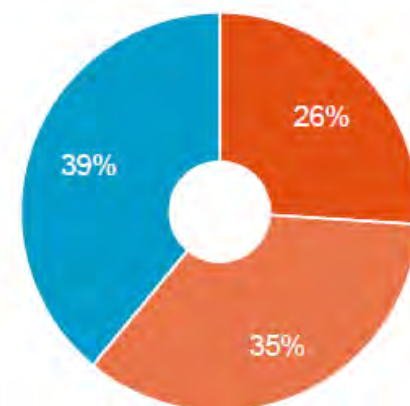


Figure 7: Population by Age Group
The median age in the community is low, suggesting a need for services that cater to young families.

PURPOSE AND CONTEXT



Figure 9: General Plan Meetings

How was the General Plan Developed?

The process included a two-way community dialogue that provided information to planning participants and elicited participants' feedback on the City's vision and emerging general plan concepts. The plan was developed via a collective effort between residents, businesses, City Staff, elected and appointed officials, public agencies, landowners, neighboring jurisdictions, and other stakeholders who participated.

The process was led by coalition of consultants, City Staff, and a General Plan Advisory Committee.

Together they reviewed: existing plans; ongoing planning efforts; and demographic, economic, and market information. They profiled existing development and created a snapshot of existing conditions. Information

was shared with and feedback collected from participants at public meetings and stakeholder interviews. With participants feedback, the coalition developed and refined land use, transportation, and policy alternatives. The Planning Commission and City Councils were involved throughout the planning process and approved the plan.

Past and current residents, staff, and stakeholders contributed a significant amount of time to previous plans and other master planning efforts conducted concurrently with this Plan (i.e. Water, Wastewater, and Stormwater Master Plans). Recognizing their valuable contributions, the General Plan utilized those plans as a baseline for this update. (For more public involvement and information that went into this planning effort, please see the Appendix.)

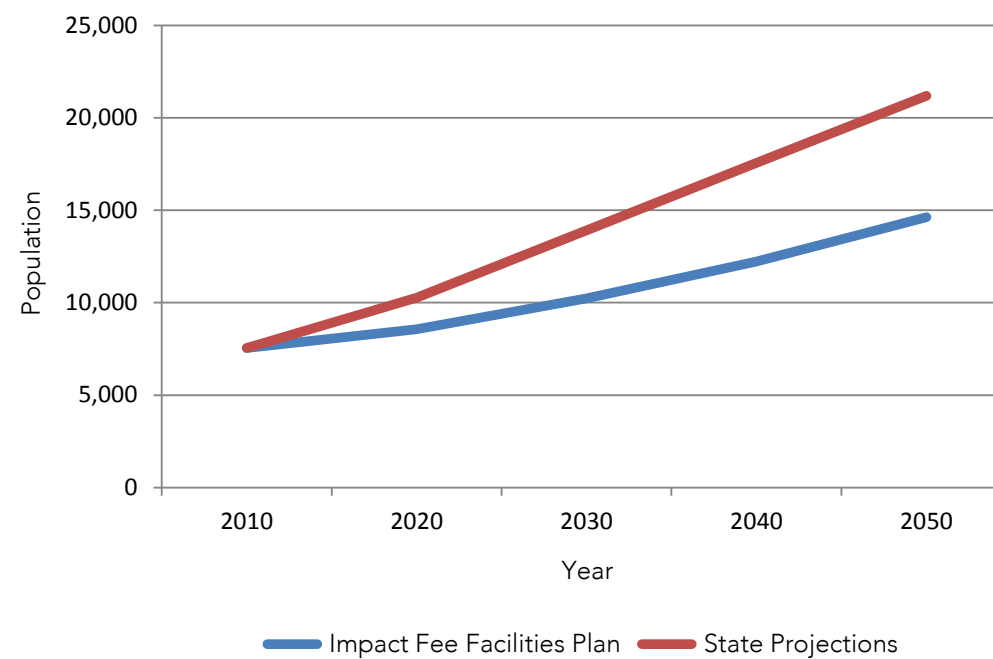


Figure 10: Projected Population Growth

Authority for the General Plan

The authority for developing a General Plan is found in Utah Code, Title 10, Chapter 9a Municipal Land Use, Development, and Management Act.

Hildale City recognizes that the government operates under the consent of its citizens.

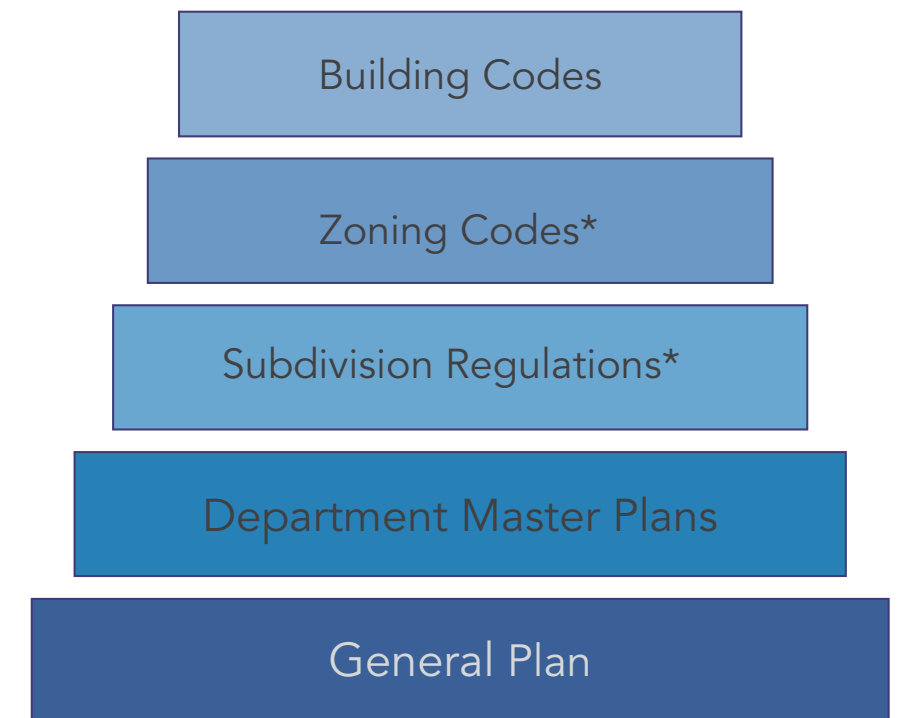


Figure 11: The general plan is the foundation for all other plans

* If/where adopted.

Consistency

To remain effective, the General Plan must guide Staff and city officials when making short-term and long-term development decisions. In general, staff and officials should consider consistency with the General Plan when reviewing development applications. They should help guide new development so it reflects the directions in the Plan. Other planning efforts should be consistent with the Plan. If they are not, the General Plan will become outdated and will be in danger of becoming irrelevant.

With time, as conditions change, so may the trends and assumptions used to develop the General Plan. New development opportunities accompanied by significant community benefits may trigger a departure from the General Plan’s recommendations. **To remain an effective decision-making tool, the Plan must become a “living” document that is updated to reflect current thinking and development directions.**

Since General Plan recommendations are interrelated, great care should be taken when updating the Plan. When updating any portion of the Plan, it is necessary to examine the impact of updating that portion on the whole plan.

Textual adjustments that do not change the intent of the Plan are considered minor and may be done administratively. Major adjustments that do change the intent will be done in a comprehensive manner with substantial community input in a process similar to this Plan’s planning process.

Purpose and Context Policies, Objectives, and Actions

Policies

1. All City decisions and plans will be consistent with this General Plan, or the General Plan will be updated to reflect new directions.
2. Changes to the Plan must be considered in relation to the entire Plan, to other City plans, and to community welfare.
3. The General Plan will be updated every 10 years. In-between schedule updates the Plan can be amended via minor and major amendments.

Minor amendments do not change the intent of the Plan or its goals, policies, objectives, or actions. They include textual clarifications or refining grammar. Minor amendments may be done administratively.

Major amendments change the intent of the Plan. Major amendments include, but are not limited to:

- A. Text amendments that are in conflict with, eliminate, alter, or misconstrue the intent of this Plan or its goals, policies, objectives, or actions;
- B. A significant departure from this Plan’s future land use. A significant departure includes a proposed development that changes the character, intensity, and density designated on the future land use map (See Chapter Three Land Use and Circulation).

Major amendments require analysis of how the proposed amendment impacts the natural environment, the City’s transportation system, and other utilities and services. Major amendments will include substantial community input in a process similar to the General Plan’s planning process.

It shall be the burden of those requesting a major amendment to prove that the amendment creates a substantial public benefit and does not adversely affect the community or neighborhood.

Major amendments will be analyzed by City Staff and the Planning Commission. All major amendments will be submitted to City Council for approval along with City Staff and Planning Commission finding. City Council will review major amendments at a single public hearing during the calendar year the proposal was made.

4. Maintain consistency between Hildale and Colorado City General Plans.
5. Consult with Colorado City when updating the General Plan.

Objectives

1. New development will be consistent with the General Plan.

Actions

1. Create a General Plan Workbook as a quick guide that supports general plan implementation. The Workbook will help staff, elected and appointed officials, developers and others identify how new projects and new developments are consistent with the General Plan. It should be designed to help guide discussion, but not to make decisions. It should contain a checklist of questions that indicate if a proposed action is consistent with the General Plan. It should also help identify when different specific actions or projects trigger a General Plan amendment.

Sample checklist items:

1. Is the project or action consistent with the General Plan’s future land use? (YES/NO)
2. The project is incompatible with the proposed uses in the General Plan, but creates substantial public benefit. (Please describe) _____

3. Is the action or project located on or adjacent to a designated Major Road? (YES/NO)
4. Does the proposed action or project reserve rights-of-way for Major Roads? (YES/NO)

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HILDALE CITY GENERAL PLAN **2**
Growth Principles

A general plan guides cities to ... “grow gracefully, in a manner consistent with the traditional character of the community, so that new development fits harmoniously into the fabric of the town.” - Randall Arendt.



2 Growth Principles

Growth principles are guidelines for the future.

They translate this Plan's vision into goals and foster the wise use and reuse of our resources to help maintain and improve residents' safety and well-being and foster economic growth. When utilized to shape our future they should inspire growth that supports morality, work, recreation, and commerce for many generations.

Maintain social and cultural values and a self-sufficient, rural lifestyle

Our community's development patterns are inspired by self-sufficiency, moral standards, and a tradition of ranching and agriculture. These values are evident in the town's eclectic architecture, open agricultural fields, religious institutions, businesses, and home gardening. Future development will maintain these small town values.

Encourage greater land use predictability and compatibility

Our elected and appointed officials, department heads, and public recognize current development regulations do not provide an adequate level of land use predictability or compatibility. Compatibility is accomplished by siting similar land uses together and creating adequate transitions between dissimilar land uses. For example, commercial development must be balanced with the desire to preserve the rural and isolated lifestyle residents enjoy. Commercial land uses should generally transition to, or be buffered from, adjacent residential development and focused along the major roads.

Land use predictability and compatibility helps protect individual investments and encourage neighborhood and community stability.

Improve economic vitality

Economic development and land use policies and ordinances, or the lack thereof, can have a positive or negative effect on both residential and commercial market stability. Economic vitality improves with community cohesion and neighborhood stability. Today both are low and deep-seated distrust of government in general is common. Evictions threaten residents and businesses. Housing affordability has decreased dramatically. Many neighborhoods have vacant, dilapidated, and/or partially-built structures that reduce local property values. Retail is "leaking," sending money out of our community to distant retail markets. Census statistics show a high poverty rate, and some general plan respondents indicated a desire for quality jobs. There are some new businesses opening their doors, the municipal industrial parks are full, and there is interest in developing a business association. Tourism is increasing throughout the region and bringing customers to local commercial and hospitality markets.

Conserve sensitive resources and reduce risk

Many sensitive lands within and adjacent to town have innate value. Mountains, steep cliffs, open range lands, agriculture, natural vegetation, dry washes, and



Figure 12: Park structures and amenities highlight the community's self-sufficient, rural lifestyle

floodplains provide many benefits including quality culinary water sources, scenic vistas, flood protection, and open areas with native habitat that provide opportunities for solace and physical activity. However, if developed, they some pose an inherent risk to life and property in the form of flooding, fire, and expandable soils. (For more information please see Sensitive Lands in Chapter Four and Chapter Five Water Resources.)

Encourage efficient growth

Only a portion of the land within the City's municipal boundaries is developed. As land is developed and new residents and business owners move in, they expect access to gas, wastewater, and culinary water, and a safe



Figure 13: Most participants expressed concern with the predictability and compatibility of future development

GROWTH PRINCIPLES

and accessible transportation system that encourages both the pedestrian and automobile, emergency services, parks, etc. It is generally more cost effective to serve new development in close proximity to existing development. As new development occurs far from existing development, so do the short- and long-term costs of extending utilities and delivering services.

Growth pays its own way

More often than not, as landowners develop homes and businesses they expect to connect to gas, wastewater, and culinary water and be served by various services such as parks, emergency services, etc. If infrastructure, services, and utilities are not improved or expanded to keep pace with existing development, existing utilities and services will have to serve more people with less infrastructure, personnel, etc., and service levels will decline.

Encourage well-designed “lifecycle” housing

Lifecycle housing includes a range of housing types so residents have housing options for all stages of life — young adult, middle ages, and into their twilight years. Today, nearly eighty percent of homes are detached single-family houses — one family per structure. Most homes are large. There are few options for small families, first time homebuyers, or empty nesters who prefer small homes. The majority of the community’s smaller homes are mobile homes that are not particularly well designed. They are located in Colorado City in an area that has recently had an increase in crime.

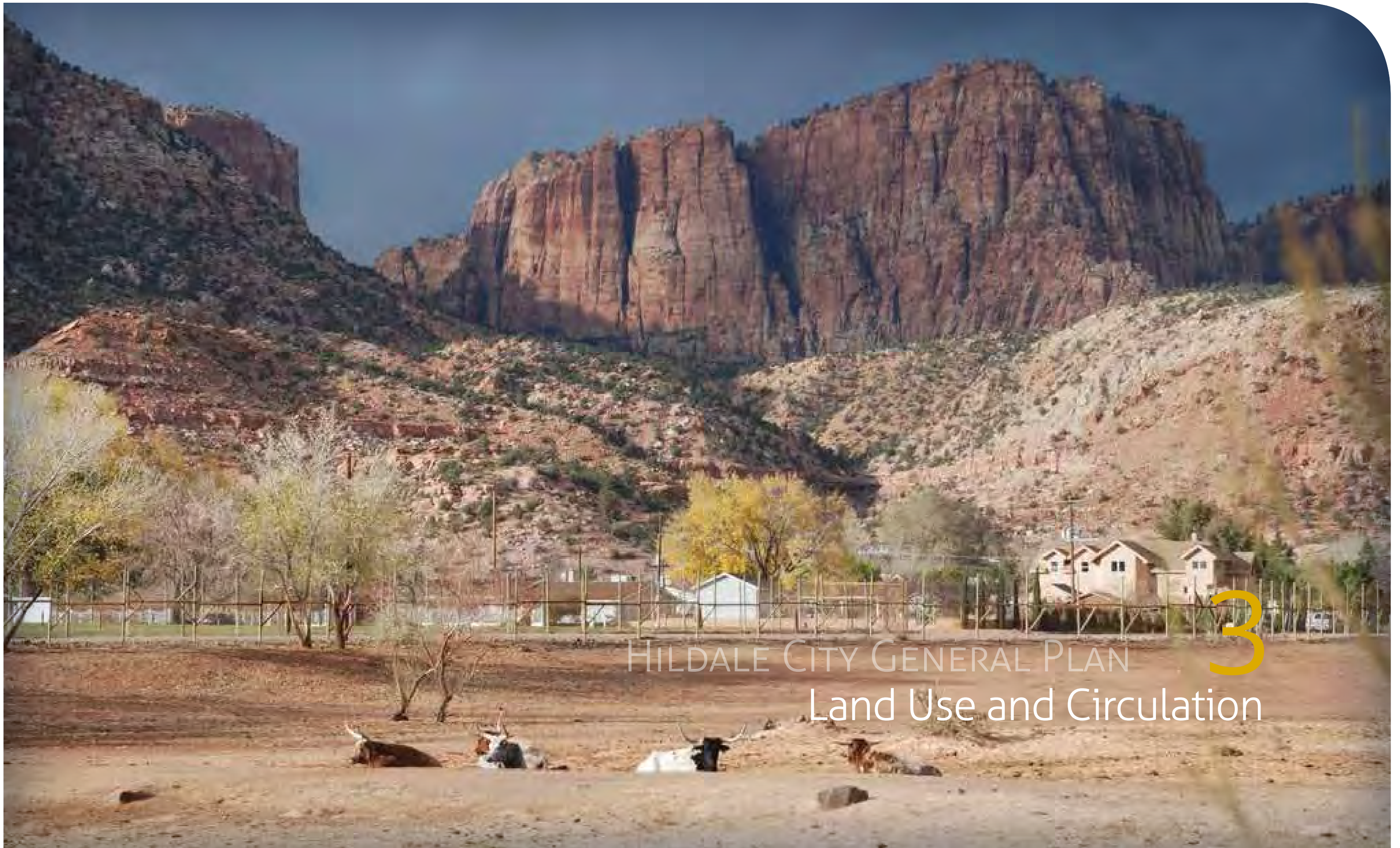
Improve transportation choice and quality

As resources allow, the City has steadily implemented the 2010 Colorado City Transportation Plan — which included Hildale in the planning area — with a focus on improving safety and maintaining a functional transportation system. Improvement projects include building sidewalks, paving roads, and realigning dangerous intersections. Residents generally desire transportation improvements that improve safe and convenient multimodal access to major destinations. Many general plan respondents indicated a high priority for improved transportation infrastructure while maintaining residents’ privacy.

Growth Principle Goals

1. Support our community’s tradition of community and home gardening, home “starter” businesses, and moral values.
2. Reduce nuisance land uses and increase development predictability and compatibility.
3. Create residential, industrial, commercial, and retail development that promotes community cohesion, stabilizes residential and business markets, and encourages economic vitality.
4. Conserve sensitive lands and water resources and mitigate the risk they pose to both current and future generations.
5. Limit the overall fiscal impact of new development by encouraging compatible infill and incremental growth from areas served with utilities and other services.
6. New development will off-set the cost necessary to maintain existing service expectations and will pay its fair share toward the cost of expanding public infrastructure and services.
7. Promote housing diversity including smaller homes that blend with the community fabric, meet high aesthetic standards, adapt to household changes, are universally accessible and are developed in close proximity to public facilities and services.
8. Expand and improve transportation infrastructure with a focus on improving access to major destinations including commercial areas, open space, schools, and parks.





HILDALE CITY GENERAL PLAN
Land Use and Circulation

3

When viewed over a long period of time land uses are seldom static.



Land use patterns have a direct impact on our way of life.

A picture of existing development and clear land use and circulation strategies will help decision-makers guide new growth and retrofit old neighborhoods to simultaneously accommodate future development, protect valued community assets, promote economic growth, and efficiently expand facilities and services. New strategies in this chapter build on the vision and growth principles to encourage growth and development in a manner that matches community values and increases residents' quality of life.

Existing Development

Buildings, streets, parks, and open lands provide a foundation for future development. Their distribution and relation to one another create a snapshot of existing development. A clear picture of where residents live, work, and recreate, how they get around, and where they buy their goods illustrates past development decisions and provides a baseline for future planning.

Today Hildale and Colorado City have 15-square miles within their municipal boundaries. Most land is vacant or unmodified. Development is concentrated between the highway and public lands to the north and east. Existing land use describes how land within the community is currently utilized and modified.

The land in the community is utilized and modified in the following ways:

15-percent has private development, e.g., residential, commercial, and Industrial uses.

In developed areas, residential development is evenly distributed. It avoids the highway, and is less prevalent in the town center.

Most homes are detached single-family residential structures. The 2011-14 Census estimates that Colorado City has 565 dwelling units and Hildale has 363 for a total of 928 homes. The housing stock is:

- 80% - detached single-family homes,
- 9% - two, three, and four unit apartments,
- 6% - mobile homes, and
- 5% - attached single-family homes.

Table 2: Existing Land Use

Land Use	Acres	Square Miles	Percentage
Vacant	2872	4.49	30.98%
Open Space	2195	3.43	23.68%
Agriculture	1948	3.04	21.01%
Parks	89	0.14	0.96%
Residential	1040	1.63	11.22%
Residential (medium)	51	0.08	0.55%
Commercial	140	0.22	1.51%
Industrial	130	0.20	1.40%
Religious	13	0.02	0.14%
Public	279	0.44	3.01%
Right-of-way	513	0.80	5.53%

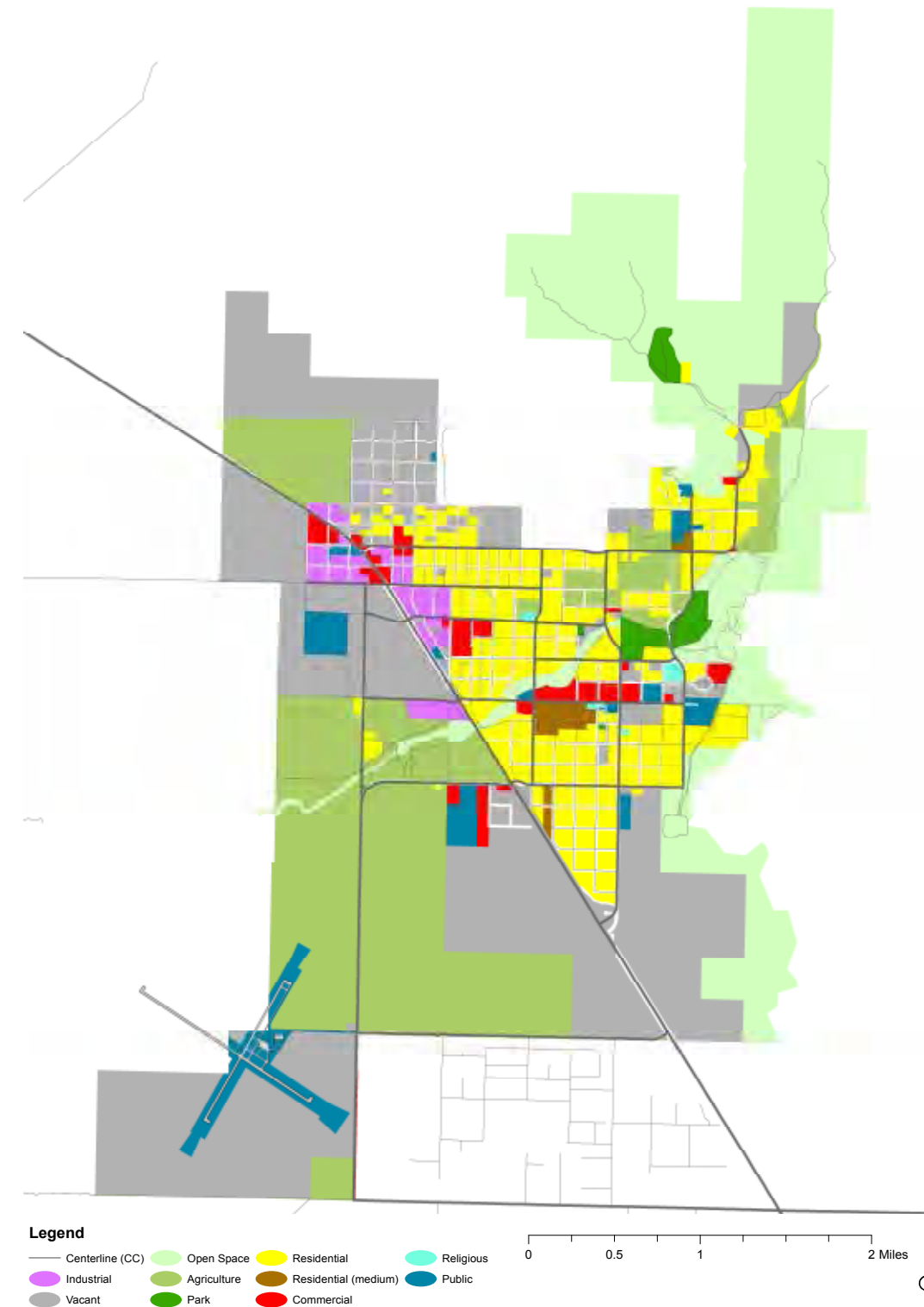


Figure 14: Existing land use

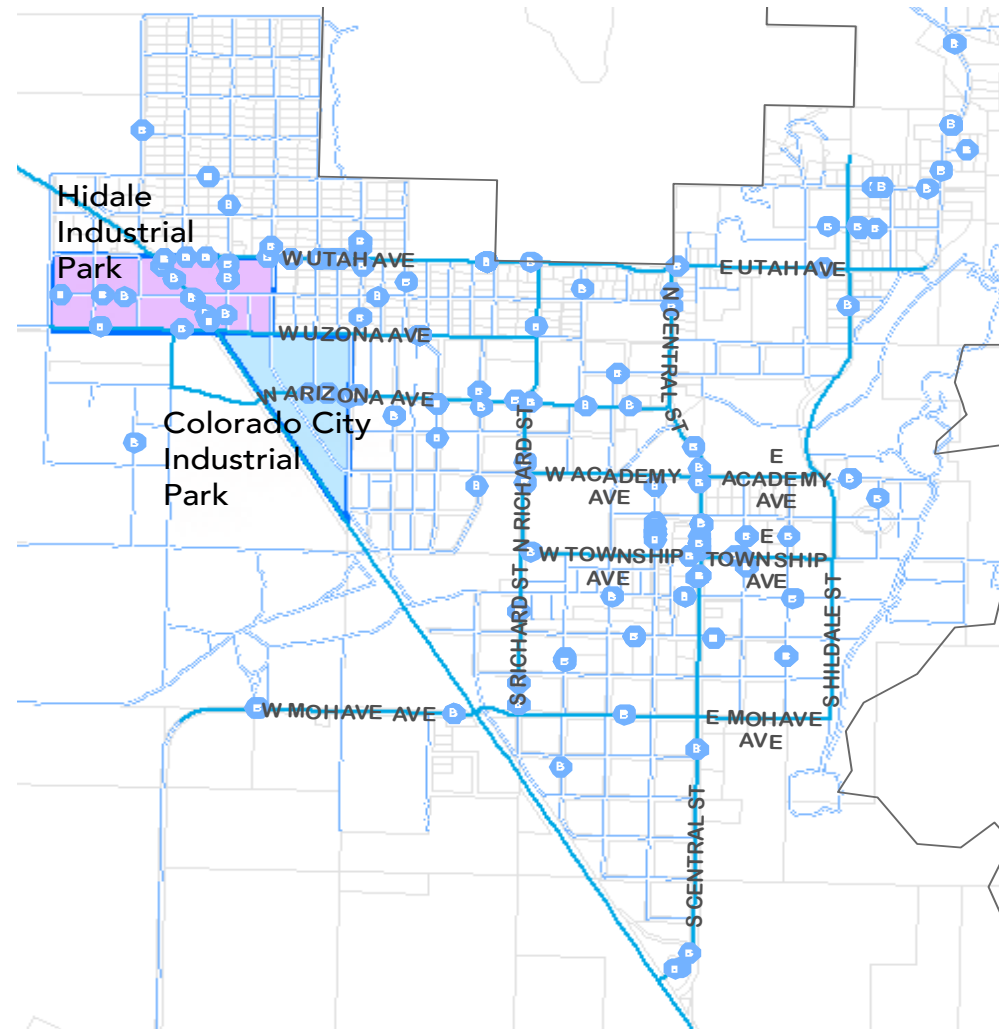
(See Table 2)

Source: Aerial photo interpretation, county parcel data, and assessor's database. Refined by staff.

LAND USE AND CIRCULATION

Figure 15: Industrial Park and Businesses Distribution

Businesses (represented by the blue circle) are distributed throughout town and often occur in residential areas.



Residential architecture and site layout is eclectic with design inspired by a tradition of self-sufficiency, moral standards, rural living, and agriculture. Homes often include small agricultural plots with flowering fruit trees that sweeten the air in spring and summer, keep food costs low, and encourage healthy living. Some have home-based businesses. The combination of home, business, and agriculture supports the community's "self-sufficient" lifestyle.

Most homes are located on large cooperatively owned parcels. Parcels are typically the size of one block and each home consumes between a half an acre and one acre of land. In older residential areas homes and associated land uses utilize most of the land on a block whereas newer residential blocks generally have structures located at their periphery. Their centers remains undeveloped. Newer residential development seems inefficient. Historically however residential development typically had a small initial development footprint that grew with time as families grew. Over time land consumption grew as agricultural plots expanded, accessory buildings developed, homes grew, and uses diversified. If this trend in residential lot evolution holds newer residential uses will expand and utilize undeveloped block areas.

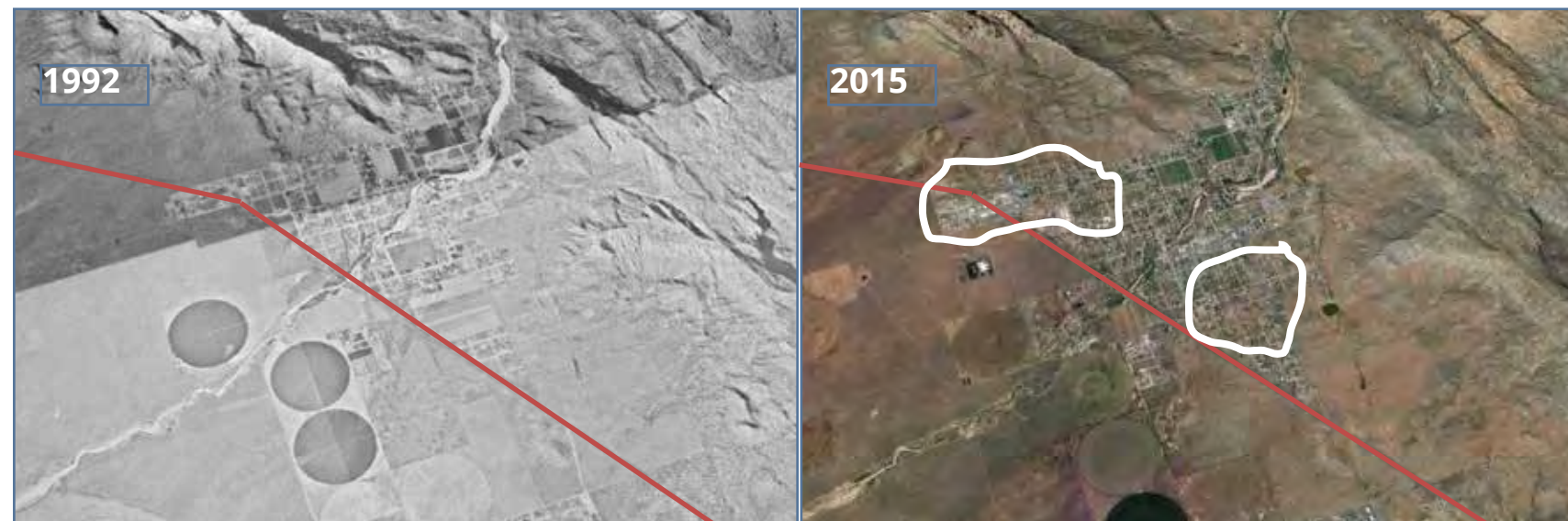
gas, and sewer demand and create higher demand on roads and services than single-families homes other communities.

Commercial development is also distributed, although higher concentrations can be found near the highway in Hildale and in Colorado City's town center. Many businesses are home-based. Businesses in residential neighborhoods have the potential to double traffic in those areas. Retail services are generally located in Colorado City's town center and along the highway. Most commercial development is auto-oriented with large parking lots located in the front of buildings.

Industrial development is primarily located near the highway or in one of two industrial parks, the Colorado City Industrial Park and Hildale Industrial Park. A few industrial lots have generous landscape and aesthetically pleasing architecture, but most industrial structures and lots seem to lack aesthetic consideration. Most are large industrial lots with large single story buildings consuming less than half of a parcel, many have areas for storing equipment. Where industrial areas are near commercial areas, especially retail, they often detract from the attractiveness of that retail and diminish the shopping experience.

Figure 16: Historic Growth

Most recent growth (1992-2015) occurred in areas west and south of existing development



Most residential lots are accessed via driveways to public streets and some have alleyways as well. The high number of people per household changes the typical demands associated with homes in most other regions. With a higher than average family size and a mix of uses, single-family homes have greater water,

Many residential and industrial sites have privacy fences. Some are well designed with variation in material, height and transparency, colors that mimic or compliment the earth tones of the surrounding Vermillion Cliffs, or shielded with inviting landscaping. They create an interesting and comfortable environment for passers-by. Others create a more inhospitable setting, such as sheet-metal fencing fronted by dry dirt.

10-percent has public and quasi-public uses or is a right-of-way.

This designation includes civic, educational, religious, and recreational facilities as well as utilities and services. Hildale has one municipal park. Other community parks are generally located around Colorado City’s town center. Park’s quality is variable. (See Chapter Four Recreation for more information on park quality.) Some older facilities are aging and trending toward disrepair. Road rights-of-way vary throughout town and some are larger than necessary to accommodate current and projected traffic needs.

23-percent is open space.

Open space is generally undeveloped or has development with a very low profile. It includes federal lands managed by the Bureau of Land Management and often has terrain that make development difficult. Most open spaces allow public access. Many are used by a combination of residents and tourists. Generally, they are located on the edges of town and along Short Creek Wash.

21-percent is agriculture.

Agriculture includes large- and medium-scale agriculture. It does include individual family plots associated with single-family homes. **Most agriculture is located west of the highway in the southwest area of Colorado City.** There are a few large agricultural fields in Hildale and along Short Creek Wash.

31-percent is vacant.

Vacant land is not typically developed. From visual inspection, it appears similar to open space. Vacant developable land is primarily private land although in some cases it includes developable public land (as identified for disposal by federal agencies).

Transportation System

Buildings, streets, parks, and open lands are typically organized around ten-acre blocks. Those blocks create a street grid with intersections every 660 feet. The resultant ten-acre grid promotes efficient automobile circulation, the efficient delivery of goods and services, and quick emergency response times that help keep insurance rates low. The ten-acre grid is occasionally interrupted by natural and man made constraints:

1. Most roadways do not cross Short Creek Wash – Arizona Highway 389, Richard Street, Hildale Street, Central Street, and Academy Avenue are the only roadways that do.
2. Low water crossings at Richard Street, Central Street, Academy Avenue, and Hildale Street become impassible during flood events which impact traffic flow and emergency access into Hildale.
3. The bridge on Arizona Highway 389 is the only vehicle bridge across Short Creek Wash and often becomes the only north-south connection during extreme flood events.
4. Private land east of the diversion canal does not have adequate ingress and egress.
5. Roadways and undersized culverts that convey stormwater run-off can also become impassible during major flood events. Streets that convey significant run-off include Canyon Street, Carling Street, Hildale Street, Johnson Avenue, Richard Street, Warren Avenue, and Willow Street. Many other streets are negatively impacted by storm water run-off.
6. Access restrictions and inadequate crossings of Arizona Highway 389 and Utah State Route 59 interrupt the grid and reduce east-west circulation.¹

In areas with more intense development such as

¹ *The Utah Department of Transportation no longer plans to permit unlimited access to Utah State Highway 59 and the Arizona Department of Transportation restricts access points to every 1,200 feet.*

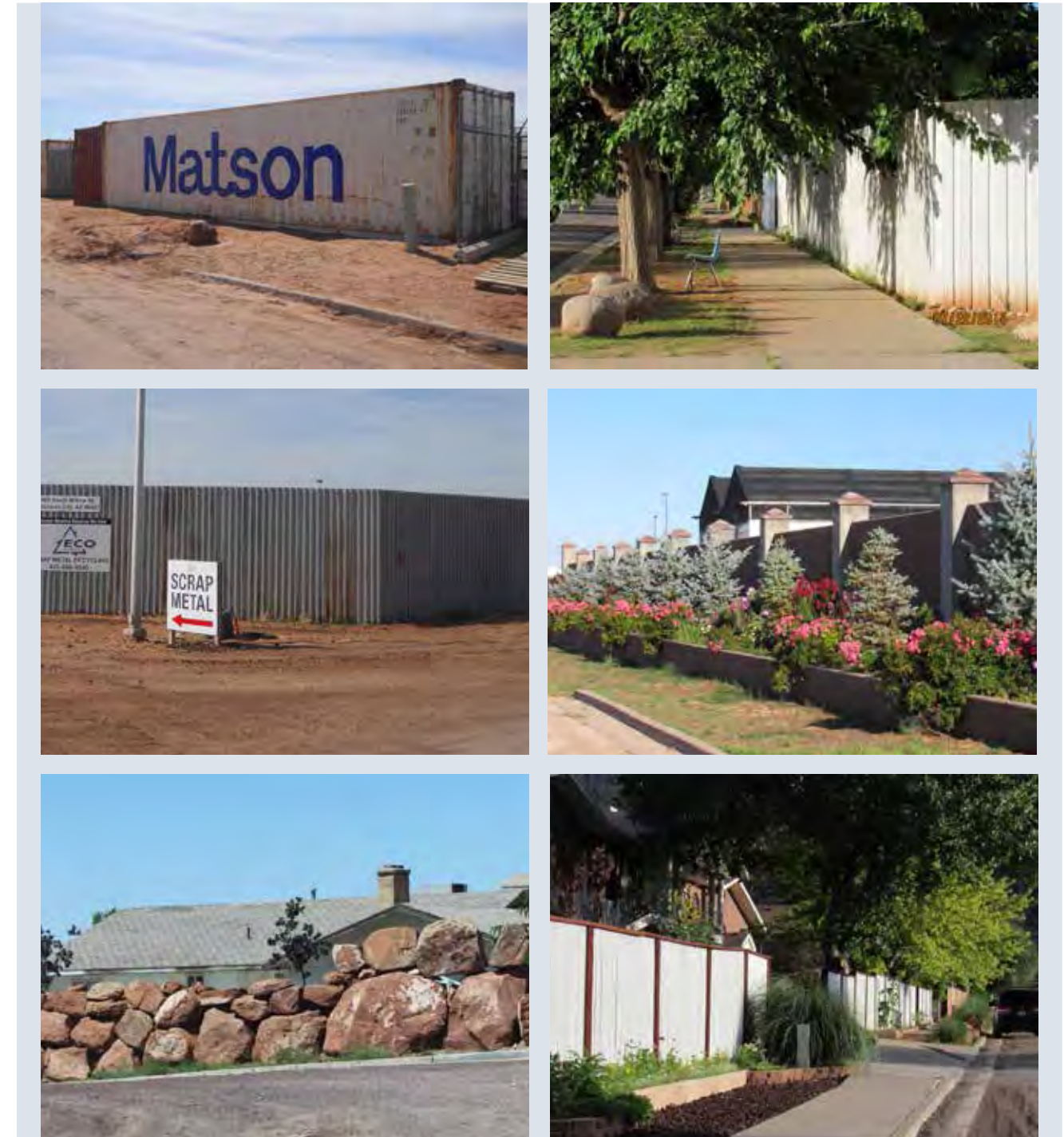


Figure 17: Existing Buffers

When adequate transitions in use or density are unavailable, buffers separate incompatible uses and provide privacy. When they are located along a public right of way, they help define community character. Landscaping, transparency and variation in material, articulation, and color of walls and fences helps create a welcoming environment and improves community character.

LAND USE AND CIRCULATION

Figure 18: Existing and Proposed Sidewalks.

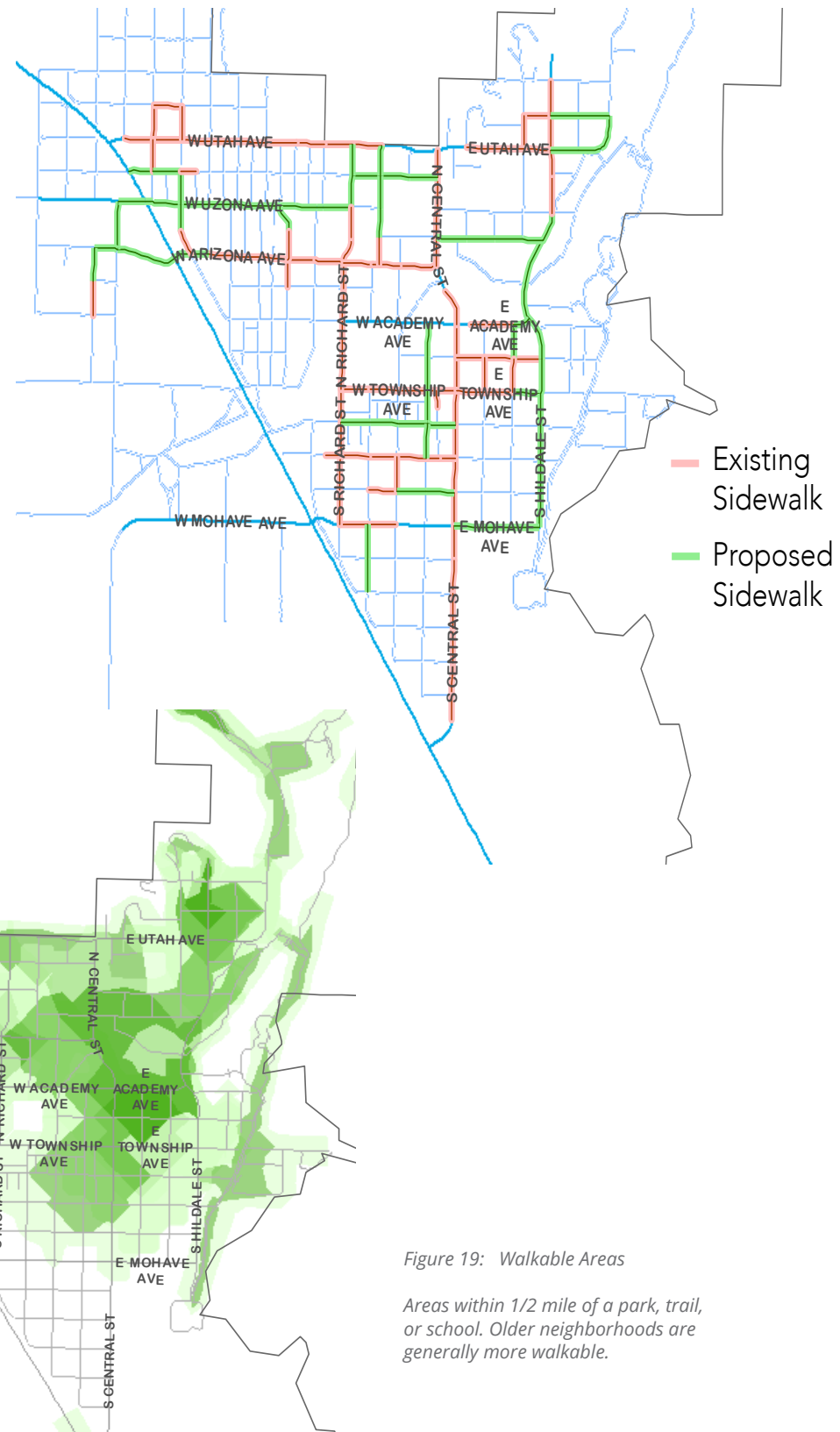


Figure 19: Walkable Areas
Areas within 1/2 mile of a park, trail, or school. Older neighborhoods are generally more walkable.

Colorado City's town center or near the retail and industrial development along the highway, the ten-acre grid is broken into smaller blocks. Some residential blocks have alleyways that divide them in half. Smaller blocks (and alleyways) promote circulation options and encourage walking as a form of travel. Smaller roads with shorter blocks can carry the same level of traffic as larger roads on larger blocks. Smaller blocks encourage more intense land utilization.

The ten-acre grid's 660-foot blocks encourage efficient automobile circulation, but they can discourage walking as a form of transportation. Most collectors and major roadways have existing or planned sidewalks. Sidewalks on other streets are intermittent. Hildale and Colorado City combined have approximately 12 miles of sidewalks, with 8 additional miles planned. Pedestrian circulation is also dependent on nearby destinations such as parks, religious institutions, schools, convenience commercial and offices and on safe and convenient sidewalks or trails. As a general rule, the average "walkable" distance (the average distance an average resident would choose to walk) is between a

quarter and half a mile. Older neighborhoods, those to the north and west are more walkable — they have alleyways, parks, schools, or commercial areas in close proximity to homes. Destinations within two or three blocks of a home are walkable where sidewalks exist.

660-foot blocks have less of an effect on equestrians and cyclists than on pedestrians. Although safe pedestrian travel typically requires separate pathways and "walkable" destinations, equestrians and bicyclists travel longer distances and often travel on roads. Today, there are no designated bike or equestrian pathways. On streets lacking sidewalks, bicyclists, equestrians, and pedestrians merge with automobile traffic and share the road.

The city has no transit services. Previously the Town of Colorado City operated a community-wide transit service for elderly and the handicapped with support from the Western Arizona Council of Governments, but they were forced to suspend the service several years ago due to inadequate funding.



Figure 20: The 10-acre Grid
Although block dimensions vary by land use, development generally maintains the 10-acre grid.

Areas Subject to Change

Community values and market dynamics help determine an area’s relative stability. Stable areas have well-established development patterns. They often have a few areas that redevelop or infill over time. They have well maintained structures, adequate infrastructure and services, and invested and engaged residents and businesses. Generally major new development, redevelopment, or substantial changes in use are not anticipated in stable areas.

Areas expected to change have development pressures that encourage new land uses and substantial new development and redevelopment. Areas subject to change have many of the following characteristics, they:

- are vacant;
- have redevelopment potential – land value is much higher than improvement value;
- have subdivision potential – large vacant parcels or parcels on which development only consumes a small portion of the parcel;
- have been recently subdivided;
- are easily served from nearby transportation and utility systems;
- are adjacent to other new development or redevelopment;
- are an undersupplied and desirable lot size;
- are in close proximity to quality parks, schools, and/or other desirable amenities; or
- have had development proposals or attracted interest.

Stable areas require a different approach than areas subject to change. They require land use codes that help create compatible infill. They have service and infrastructure challenges include retrofits and ongoing maintenance. Areas subject to change require new design considerations and substantial new infrastructure improvements.

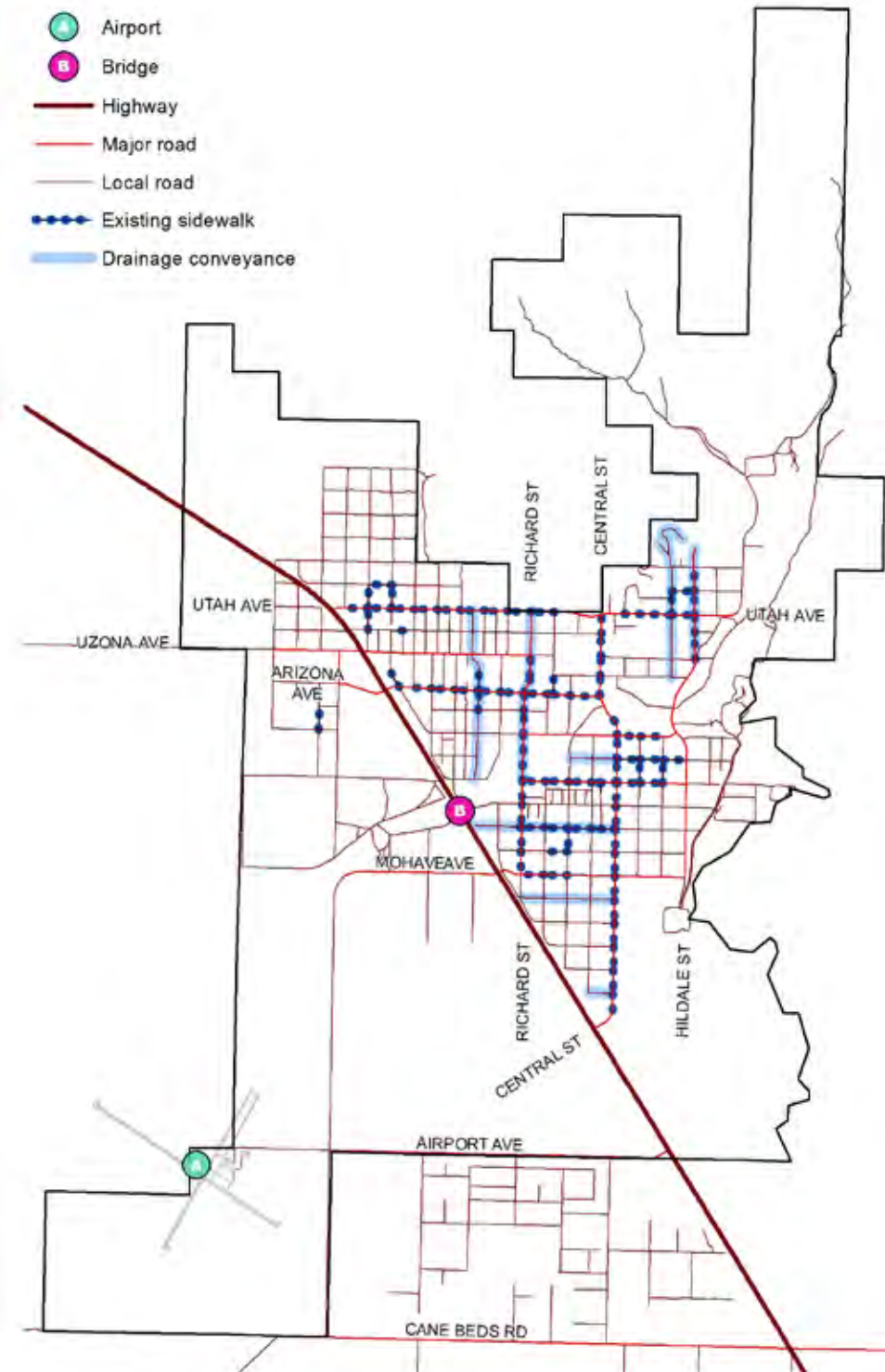


Figure 21: Existing Transportation System

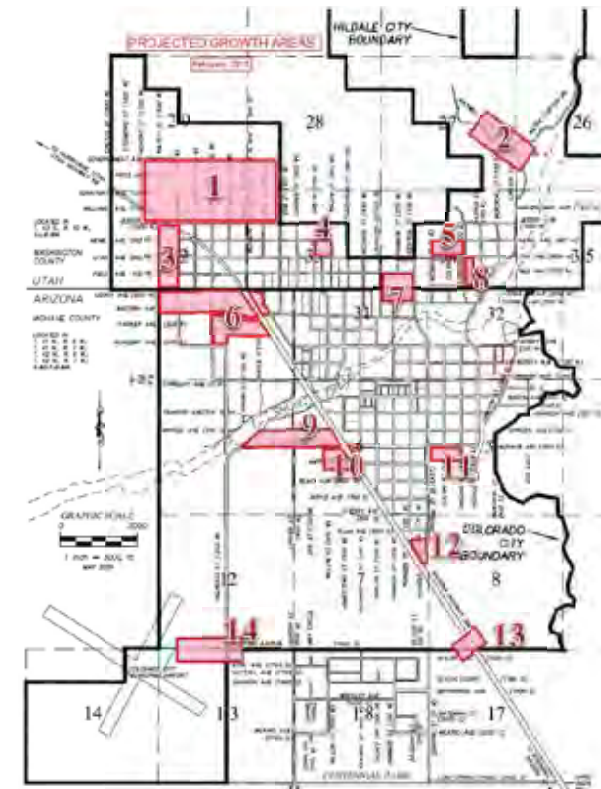


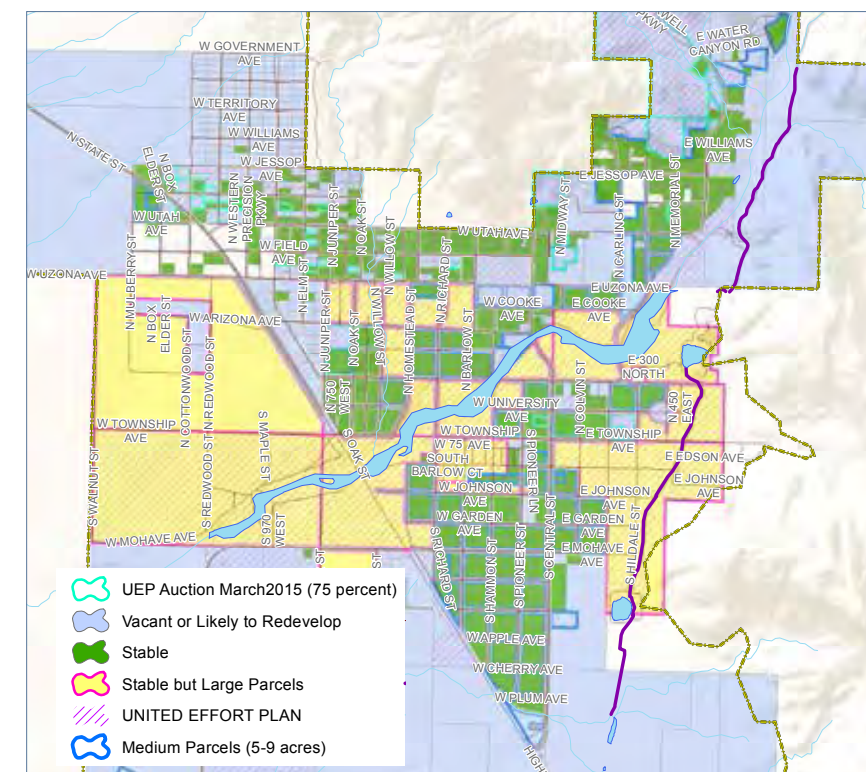
Figure 22: Growth Areas

Areas where development proposals have been noted (1, 2, 5, 8, 10, 11, 12, and 13).

Natural continuation of commercial area (3, 6, 9, and 14).

Prime property with existing development (4 and 7).

Figure 23: Areas Subject to Change



Cluster development

Cluster Development is a land planning technique used to preserve lands and encourage cost saving by limiting the infrastructure needed on a site. Development clusters in one area and thereby preserves sensitive lands such as steep slopes, ridges, natural drainage ways, or significant agricultural soils in another. Cluster development typically requires an association to manage its open space. It can be used to preserve agriculture by allowing some level of development on a portion of a farm in exchange for an agricultural easement.



Traditional Development

- Large lots
- Uniform lot sizes
- Development covers most, or all, of site.



Cluster Development

- Portion of site
- Land preserved for other uses
- Can lower cost
- Requires active maintenance

Flooding is a constant challenge



On September 14, 2015, the flood risk materialized into a tragic loss of life and property when two large rain events flooded Jan's and Maxwell Canyons, ultimately taking the lives of 13 local residents and one resident of Hurricane. The City of Hildale is currently developing projects to improve its infrastructure at the intersection of Maxwell Canyon wash and Canyon Street and also along Willow Street Alley from Utah Avenue to Uzona Avenue. Hildale and Colorado City are developing a Stormwater Master Plan concurrent with this plan.

Sensitive Lands

Sensitive lands often contain the innate natural beauty that characterize the community. Some, such as the Short Creek Wash support natural flora and fauna and others are visually and environmentally unique such as the Vermillion Cliffs and the Maxwell Canyon area. Some provide natural services such as dry washes, which help efficiently convey floodwaters and thus the protection of life and property. Many provide recreational value.

Development practices can compromise sensitive lands, reduce the quality of scenic vistas, or increase the risk to life and property. Development can diminish the innate beauty of the community that has endured for generations. Development practices that encourage new development to avoid and/or mitigate its impact on sensitive lands can protect property, reduce the cost of infrastructure, and help maintain the city's distinctive character (See Cluster Development test box.)

Steep Slopes and Mountainous Backdrops

The Vermillion Cliffs to the north and east create scenic vistas throughout town. Most occur outside of municipal boundaries on public land. Some are located on private land in northeast Hildale near Skunk Canyon, Water Canyon, and Maxwell Canyon. Development and grading on steep slopes can create soil and slope instability, cause erosion, create surface and subsurface water problems, and create visual impacts.

Expansive Soils

Expansive soils such as blue clay are found in the area, but their location and extent is unclear. Expansive clays swell with water, and the resultant force can lift foundations and roadbeds. Mitigation of expansive clay is expensive and not uniformly successful. Structures designed for construction on expansive clay require special engineering method and careful consideration

of soil conditions. They increase the costs associated with excavating and laying special foundations. Attached homes can help mitigate elevated costs by spreading the cost over multiple dwellings.

Dry Washes (Arroyos)

Although dry most of the time, these drainage ways are important for conveying the large amounts of water that result from the sudden intense storms. Steep slopes and slick rock funnel water from rain events down along dry washes, down streets, into ditches, and eventually into the Short Creek Wash. Dry washes also provide wildlife habitat, often offer ideal topography for hiking trails, and can aid in infiltration that replenishes water in the community's shallow aquifer. Development in and around dry washes can disturb vegetation or destabilize banks, and reduce their ability to properly convey floodwaters. Vegetation helps control runoff velocity and revegetation is expensive and can be a slow process in arid areas. Blockage can force floodwaters to find new routes and cut new paths and result in property damage or loss of life (See Figure 24 and Flooding text box).

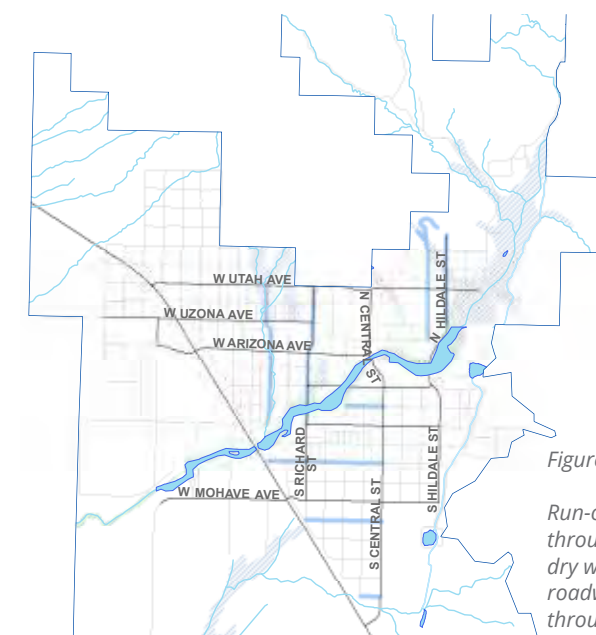


Figure 24: Drainage Run-off is conveyed through town via dry washes, along roadways and through canals.

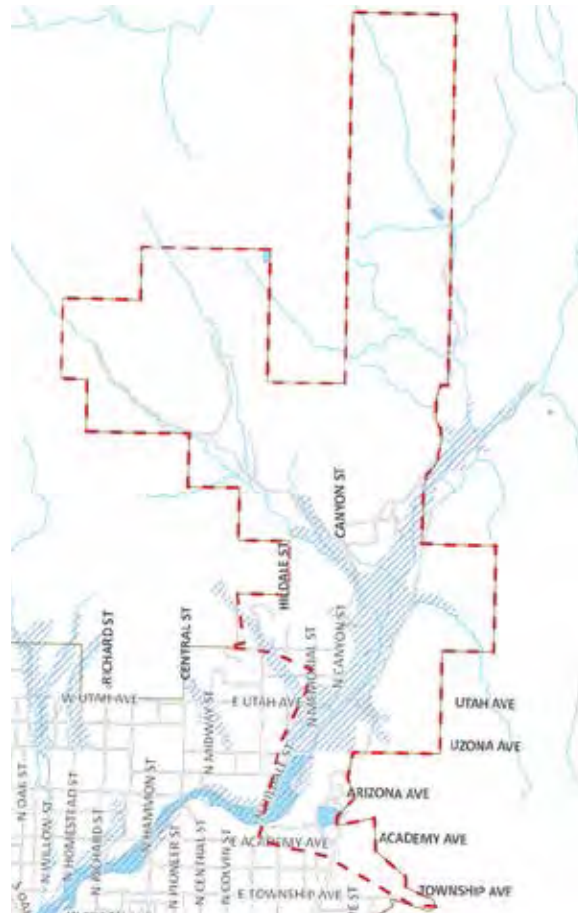


Figure 25: Proposed Wildland-Urban Interface Boundary

The Wildland-Urban Interface

Wildfire is a managed risk in most communities with a semi-arid climate due to dry vegetation and soil. Windy conditions and steep slopes can augment that risk.

Regional hazard mitigation plans and conversations with the fire district indicate fire hazard is low in most municipal areas, but it increases in northeast Hildale and along Short Creek Wash. Development is not generally expected in the Short Creek Wash, but there has been some recent interest in development in northeast Hildale.

The Wildland-Urban Interface (WUI) is a term that describes an area where new development poses a greater wildland fire hazard than development in other

areas. Guidelines and development practices such as defensible space, ignition-resistant construction, appropriate fuel breaks, and undergrounding utilities can all mitigate the risk posed by wildfire.

Sometimes a condition that reduces the risk associated with one hazard can elevate the risk associated with another. An example of this is – as wildland vegetation dries out it becomes more ignitable, increasing wildfire danger. Mitigation tactics that remove vegetation can help reduce risk, but in areas that contribute to flooding that vegetation can also slow run-off and encourage infiltration during rain events.

Archaeological Sites

Archaeological sites have the potential to impact development. When archaeological evidence is found, it can prohibit development or dramatically increase development cost. Archaeological sites also provide opportunity for residents and tourists who want to explore the area’s unique history.

Building Blocks

The community’s existing development reflects the principles of the “Plat of the City of Zion” (See the Plat of Zion text box). Roads, buildings, and open spaces are located around (and on) ten-acre blocks. Land utilization and land use mix generally increase with proximity to the commercial centers. Gathering places and civic facilities are situated in and around Hildale’s city hall. Retail, service, and industrial facilities are concentrated along State Route 59. Single-family homes extend from these commercial centers outward along a ten-acre street grid. Many homes have small agricultural plots including orchards, and large agriculture and industry is located at the edge of the community.

The ten-acre block and street grid will remain the standard template for future development. Smaller

The Plat of Zion.

In 1833, Joseph Smith designed the Plat of Zion. He hoped the “Plat” would help Mormons craft towns that supported agrarianism and tolerance, reduced poverty, and created a sense of community. The “Plat” specified land use and circulation patterns designed to give the pioneer and farmer the “advantage of school, public lecture, and meetings the same as the merchant and banker.” It created a compact community with intense uses such as the temple, store house, and school at the Plat’s geographic center and surrounded them via ½ acre skinny and deep lots considered large enough to house large families and encourage family base subsistence agriculture.

Homes were set back from the public right-of-way enough to encourage a small landscaped front lawn primarily adorned with a small orchard. Visiting one Plat of Zion Town, John Muir one of America’s greatest naturalists, once commented that in towns developed under the plat of Zion that front yard orchards veiled with trees made the town seem as if it was set in the midst of one great orchard. Joseph wanted residents to improve upon everything around them, “to adorn homes so that angels may delight to come visit you.”

Residential structures were to be constructed with highly durable materials (brick and stone). To ensure self-sufficiency, and to create buffers, large scale agriculture and associated industry were located at the periphery of the Plat, enough to account for all residents’ needs. It created green adaptable streets, in which only the path that required pavement was paved. The rest were left public and remained flexible for public use.

The Plat is considered good planning today. Its gridded street network, mix and scale of uses that intensify towards the Plat’s center, and preservation of open space, together created an efficient circulation and land use system. In 1996 the American Planning Association recognized Smith’s forward looking vision by giving it the prestigious Planning Landmark Award. This Plan’s Vision, Growth Principles, policies, objectives, and actions reflect many of the “Plats” intentions.

blocks will be encouraged in areas with greater land modification or utilization. Retail or high density residential uses often benefit from smaller lot sizes and the multimodal circulation they encourage. Larger blocks will allow lower intensity uses with larger lots such as residential “ranchettes” or agricultural areas. In all cases, the street layout will maximize connectivity, minimize “T” intersections, and align with and, where possible, connect to the ten-acre street grid.



Figure 26: Transitions

Gradual transitions in use and density from agriculture to commercial while maintaining similar development along each public right-of-way contributes to development compatibility.

Future Land Use

Future land use anticipates land utilization as envisioned in the General Plan planning process. It has two main components: a map and text.

The text categorizes land uses. It describes the anticipated land modifications, ancillary uses, design considerations, and compatible land uses associated with each category. Categories names reflect the primary activity on a parcel of land such as agriculture, commercial, residential, or industrial. Where a primary activity is diverse and creates substantially different types of land utilization or results in significantly different land modification, categories are split using adjectives to highlight those differences such as “estate” or “mixed-density” residential. Future land use also contains information about development in the 100-year floodplain and criteria for siting future neighborhood parks and elementary schools. Parks and open spaces are the only “public” category.

Figure 27 Future Land Use Map displays the geographic distribution of future land uses, the extent of the 100-year floodplain, and general locations for future neighborhood parks and elementary schools. Generally, in existing neighborhoods where change is not expected, future land uses reflect existing development (See Figures 22 and 23) . In areas expected to change, future land use categories are guided by adjacent development (including transportation and utility infrastructure), the General Plan’s vision and growth principles, and compatibility with adjacent uses. Public facilities such as the public works yard and religious institutions have been assigned a land use that matches their primary activity or redevelopment potential. For example, the Public Works maintenance facility is designated industrial.

Compatibility and Predictability

Elected and appointed officials, department heads, stakeholders, and public have all expressed concern about development conflicts. Conflict occurs when one land use creates a nuisance to another such as commercial traffic or industrial noise in residential neighborhoods. They also expressed concern about a lack of land use predictability, i.e. no reasonable assurance about what uses will be located next door. Future land use recommendations encourage development decisions that enhance predictability and compatibility. **Gradual transitioning use and density encourages compatibility between adjacent development.** Land use categories have density ranges and descriptions of compatible land uses to allow a gradual transitions from one land use to another (See Figure 26). **Density ranges encourage the placement of higher densities near areas that can and should accommodate higher densities such as high volume roadways or major intersections.** Density ranges in future land use categories are net density, i.e., the area calculation excludes roads.

Future Land Use Categories

Agriculture

Agriculture (≥ 5 acres lots) is characterized by large and medium scale agricultural activities and other ancillary uses (residential, greenhouse operations) that encourage and maintain agricultural production.

Design considerations: Twenty-, thirty-, or forty-acre blocks support large agricultural lots. Development occurs primarily via rural standard (no curb and gutter, sidewalks, etc.), but preserves rights-of-way for their future consideration. Buildings are set back from major roadways preserving the value of scenic vistas and open spaces. In areas without municipal utilities, distributed and independent utilities are encouraged with the caveat that development will connect to municipal utilities when services are extended.

Compatible land uses: Agriculture is generally compatible with Industrial, Industrial Mixed-Use, Rural Residential, and Estate Residential land uses.

Rural Residential

Rural Residential (≥5 acres lots) includes “ranchettes” and other large single-family detached housing.

Design considerations: Twenty-, thirty-, or forty-acre blocks encourage an open setting and help preserve open vistas. Development occurs primarily via rural standard (no curb and gutter, sidewalks, etc.), but preserves rights-of-way for their future consideration. To preserve the value of open space and scenic vistas, homes should be set back from major roadways. In areas without municipal utilities, distributed and independent utilities are encouraged with the caveat that residents are required to connect to municipal utilities when services are extended.

Compatible land uses: Rural Residential is generally compatible with Agriculture, Industrial Mixed-Use, Estate Residential, and Low-Density Residential land uses.

Estate Residential

Estate Residential (2 - 6 acres lots) is primarily large lot, detached, single-family housing. Accessory dwelling units and on-site agriculture are encouraged.

Design considerations: Development occurs primarily via rural standard (no curb and gutter, sidewalks, etc.), but preserves rights-of-way for their future consideration. A mix of ten- and twenty acre blocks encourage development in areas with difficult terrain and variation in lot sizes. In areas without municipal utilities, distributed and independent utilities are encouraged with the caveat that residents are required to connect to municipal utilities when services are extended.

Compatible land uses: Estate Residential is generally compatible with Agriculture, Industrial Mixed-Use, Rural Residential, and Low-Density Residential land uses.

Low-Density Residential

Low-Density Residential (1 - 3 dwelling units per acre) is primarily detached, single-family housing. Accessory dwelling units and on-site agriculture are encouraged as are small in-home businesses.

Design considerations: Lots are located on ten-acre blocks and streets develop via city standards including curb, gutter, sidewalks, and street trees. Street design will create safe and convenient multimodal access to parks, trails, schools, neighborhood serving retail and other destinations. Low-Density Residential is located on local streets and away from arterials, collectors, and major intersections.

Compatible land uses: Low-Density Residential is generally compatible with Industrial Mixed-Use, Rural Residential, Estate Residential, Mixed-Density Residential and Neighborhood Commercial land uses.

Mixed-Density Residential

Mixed-Density Residential (3-7 dwelling units per acre) mixes detached and attached housing including small single-family “cottage” homes located on small lots and some multi-family structures.

Design considerations: Streets are arranged around small blocks that encourage access to smaller lots. Street amenities and developed alleyways encourage convenient pedestrian circulation. Streets are developed via “City” standards including curb, gutter, sidewalks, and street trees. Streets also have ample pedestrian amenities (shade, benches, landscape, and small “pocket” parks) making the pedestrian environment safe, interesting, and comfortable. Parking areas will be screened via landscaping and should generally be located

behind buildings. Multi-family structures that match the design and character of single-family homes are encouraged.

Compatible land uses: Mixed-Density Residential is generally compatible with Industrial Mixed-Use, Industrial, Low-Density Residential land uses and all commercial land uses.

Neighborhood Commercial

Neighborhood Commercial areas are generally small sites (1 or 2 acres) with small stores that serve adjacent residential neighborhoods. Stores provide convenient access to retail goods and encourage shorter trips for those essential goods such as small “mom and pop” grocery stores, gas stations, coffee shops, and small restaurants. Residential is allowed so long as it is integrated into the design of a commercial project.

Design considerations: Stores are accessible to “walk-ins” from surrounding residential via interconnected sidewalks. They have a few amenities that encouraging “walk-ins” (bike racks, benches, lighting, etc.). Compared to other commercial areas, they have relatively low traffic volumes, and are 1-2 stories. Their design and operation has minimal impact on surrounding residential development. They are typically located at the intersection of major collectors or nearby. These centers are generally small (one to two acres) and are found primarily surrounded by Mixed-Density and Low-Density land uses.

Compatible land uses: Neighborhood commercial is compatible with Industrial Mixed-Use, Mix-Density Residential, and Low-Density Residential land uses.

Highway Commercial

Highway Commercial mixes retail, entertainment, office, hospitality, and employment uses. It is primarily auto-serving retail and located along Utah Highway 59

and Arizona Highway 389. Residential is allowed so long as it is integrated into the design of a commercial project.

Design considerations: A mix of block sizes encourages large and small retail. Streets are developed via City standards including curb, gutter, sidewalks and street trees. Parking lots connect between adjacent commercial lots. Ample landscape screens parking from roadways and adjacent residential development. While primarily auto-serving, site layout emphasizes both automobile and pedestrian connectivity, convenience, and safety. Where state restrictions limit access, a highway frontage road or combined access will be encouraged.

Compatible land uses: Highway Commercial is generally compatible with Industrial, Industrial Mixed-Use, Mixed-Use Center, and Mix-Density Residential land uses.

Community Commercial

Community Commercial mixes office, retail, institutional, and civic uses that serve the whole community. Residential is allowed so long as it complements commercial design.

Design considerations: Highly connected streets create small blocks. Streets are developed via city standards including curb, gutter, sidewalks and street trees. Buildings are generally large, encouraging several offices per building and stores that serve the entire community. Buildings abut the public right-of-way. Pedestrian and automobile traffic are given equal emphasis. Streets have ample pedestrian and multimodal pathways and amenities. Community Commercial is primarily located near Utah Avenue and Highway 59.

Compatible land uses: Community Commercial is generally compatible with Industrial Mixed-Use, Mix-Density Residential, and Low-Density land uses.

Table 3: Future Land Use

	Cluster Development	Rural Streets Standards	Large Blocks	Small Blocks	Residential	School	Neighborhood Parks	Design Guidelines
Agriculture	X	X	X		X			X
Rural Residential	X	X	X		X			
Estate Residential	X				X			
Low-Density Residential					X	X	X	
Mixed-Density Residential				X	X	X	X	X
Neighborhood Commercial					X			X
Highway Commercial								X
Community Commercial				X				X
Mixed-Use Center				X				X
Industrial								X
Industrial Mixed-Use				X				
Park						X		
Open Space	X	X				X		

LAND USE AND CIRCULATION

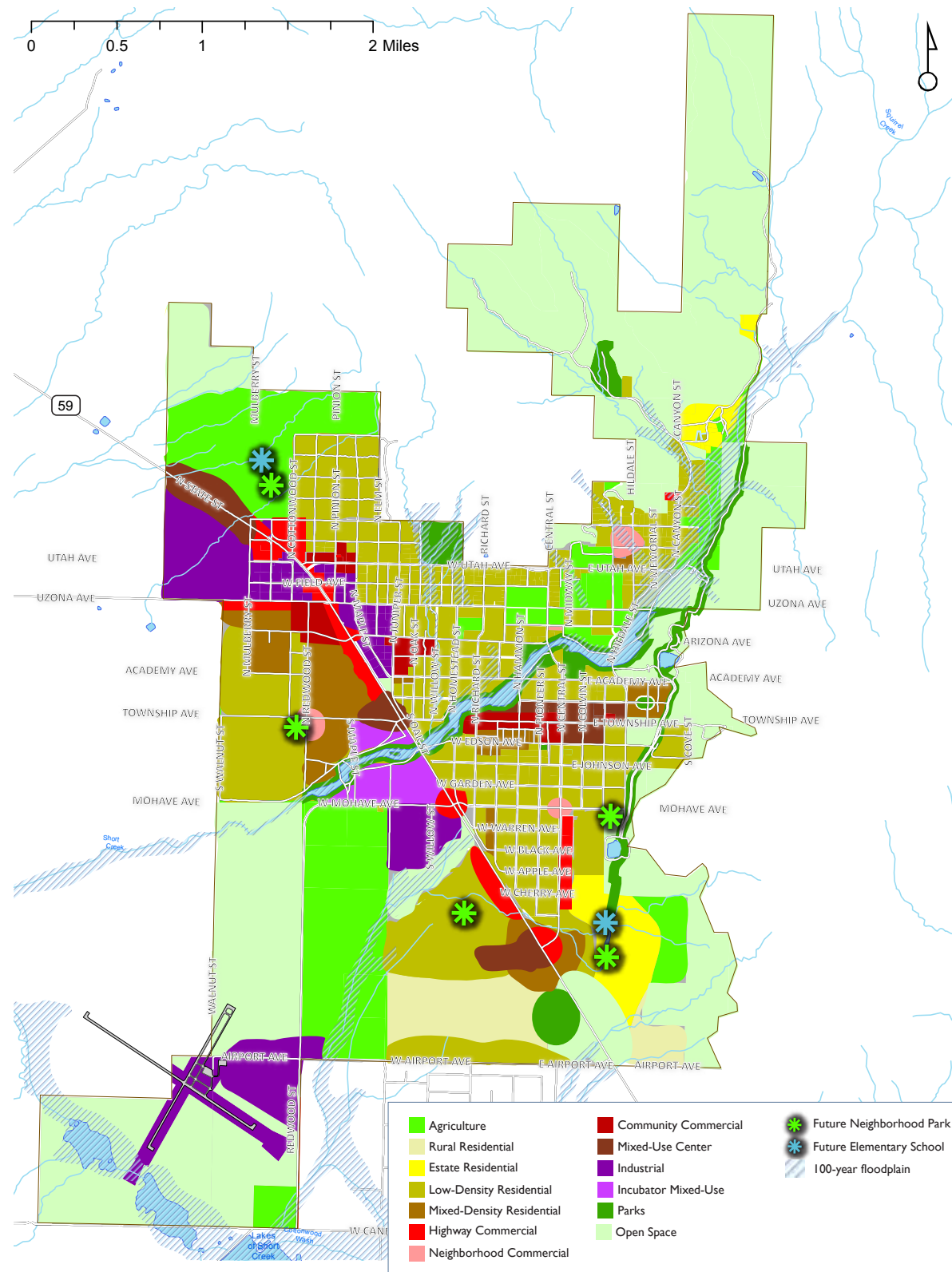


Figure 27: Future Land Use Map

Mixed-Use Center

Mixed-Use Center has a mix of retail, office, civic, entertainment, educational, and residential uses.

Design considerations: Blocks are small. Streets are developed via city standards including curb, gutter, sidewalks and street trees. Midblock pedestrian crossings, small “pocket” parks, on-street parking, lighting, and other amenities balance and reduce conflicts between automobile and pedestrian circulation. Amenities make the environment safe, comfortable, interesting, and inviting for pedestrians and motorists. Buildings are generally a mix of one and two stories, about the public right-of-way, and maintain a continuous transparent frontage throughout the block that encourages pedestrian browsing. Where two stories, retail is located on the ground floor with other uses on the second floor. Parking lots are screened via landscaping and generally located behind buildings. Business dumpsters are located behind buildings and utilities are generally screened and located out of the pedestrian way. (For more information on street design, please see Mixed-Use District Guidelines below.)

Compatible land uses: Mixed-Use Center is generally compatible with Industrial Mixed-Use, Mixed-Density Residential, and Low-Density Residential land uses.

Industrial

Industrial includes large offices and industrial, airport, and airport related uses. Industrial areas are major employment centers. Ancillary uses that support industrial include uses such as coffee shops, gas stations, and restaurants will be allowed as long as they are integrate with industrial uses.

Compatible land uses: Industrial is generally compatible with Agriculture, Industrial Mixed-Use, Rural Residential, and Mixed Density Residential land uses.

Industrial Mixed-Use

Industrial Mixed-Use (0.5 - 2 acre lots) mixes retail, office, light-industrial, and residential uses. Accessory dwelling units and on-site agriculture are encouraged.

Design considerations: Streets create ten-acre blocks and are developed via city standards including curb, gutter, sidewalks and street trees. Street design will create safe and convenient multimodal access to parks, trails, schools, neighborhood serving retail and other destinations.

Compatible land uses: Industrial Mixed-Use is generally compatible with Agriculture, Low-Density Residential, Mixed-Density Residential, and all commercial land uses.

Park

Parks have community recreation options (e.g. picnic areas, playing fields, open turf, playgrounds). This designation includes both neighborhood and community parks. (See Chapter Four Recreation for more information.)

Open Space

Open Space includes undeveloped or natural open space, or areas with limited development such as golf courses and trailheads. They generally have outstanding natural features, scenic vistas, or areas with natural hazards. (See Chapter Four Recreation for more information.)

Future Elementary Schools

Future elementary school locations on the future land use map are based upon each school district’s locational desire – away from existing schools and major roadways, and near the residential areas they serve. (See Chapter Six for more information.)

Future Neighborhood Parks

As new homes are developed, new parks will need to be constructed to maintain adequate service. The Future Neighborhood Park designations identify general locations for the development of new neighborhood parks so new families will have the same access to parks as those in older neighborhoods. (See Chapter Four Recreation for more information.)

100-Year Floodplain

The 100-year floodplain is an area where flooding has a greater risk than other areas. They have a one-percent probability of flooding each year. The 100-year flood provides the risk basis for flood insurance rates. Development in a flood plain is generally discouraged; however, it is allowed with conditions and has greater associated expense and risks.

Circulation

Circulation planning is a broad type of transportation planning conducted in concert with future land use planning. It does not replace or supplant other transportation plans. Large roadways form the backbone of the City's transportation system. Their design,

alignment, spacing, and how, where, and how often they connect help determine how well traffic flows through town. Roadway design including the placement of sidewalks in relation to the street helps determine how well the transportation system supports transportation options. Circulation recommendations are designed to balance the following priorities:

- The needs and safety of all residents including families, young children, teenagers, handicapped, and senior citizens;
- Preserving and enhancing transportation options for motorized (automobiles and all-terrain vehicles) and non-motorized users (pedestrians, bikes, and equestrians);
- The efficient delivery of goods and services and quick emergency response; and
- Channeling unnecessary traffic away from residential areas.

Major Roads

Frederick Law Olmsted, Jr. who was known as the father of American landscape architecture stated, "... the street plan has always been regarded as the foundation of all city planning."

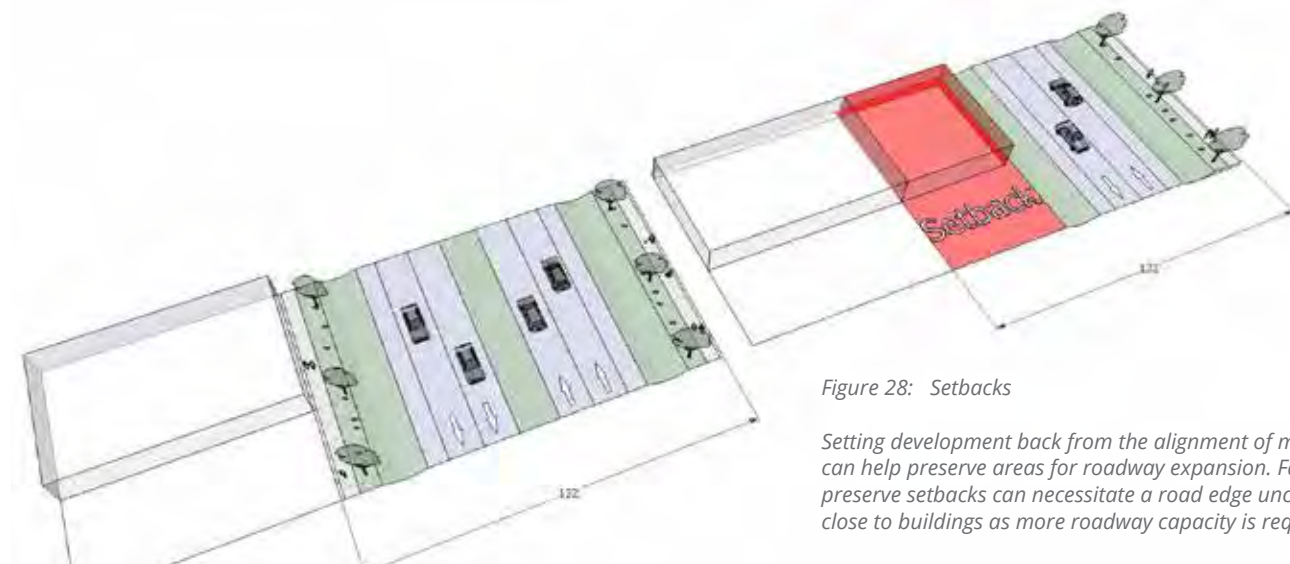


Figure 28: Setbacks

Setting development back from the alignment of major roadways can help preserve areas for roadway expansion. Failure to preserve setbacks can necessitate a road edge uncomfortably close to buildings as more roadway capacity is required.

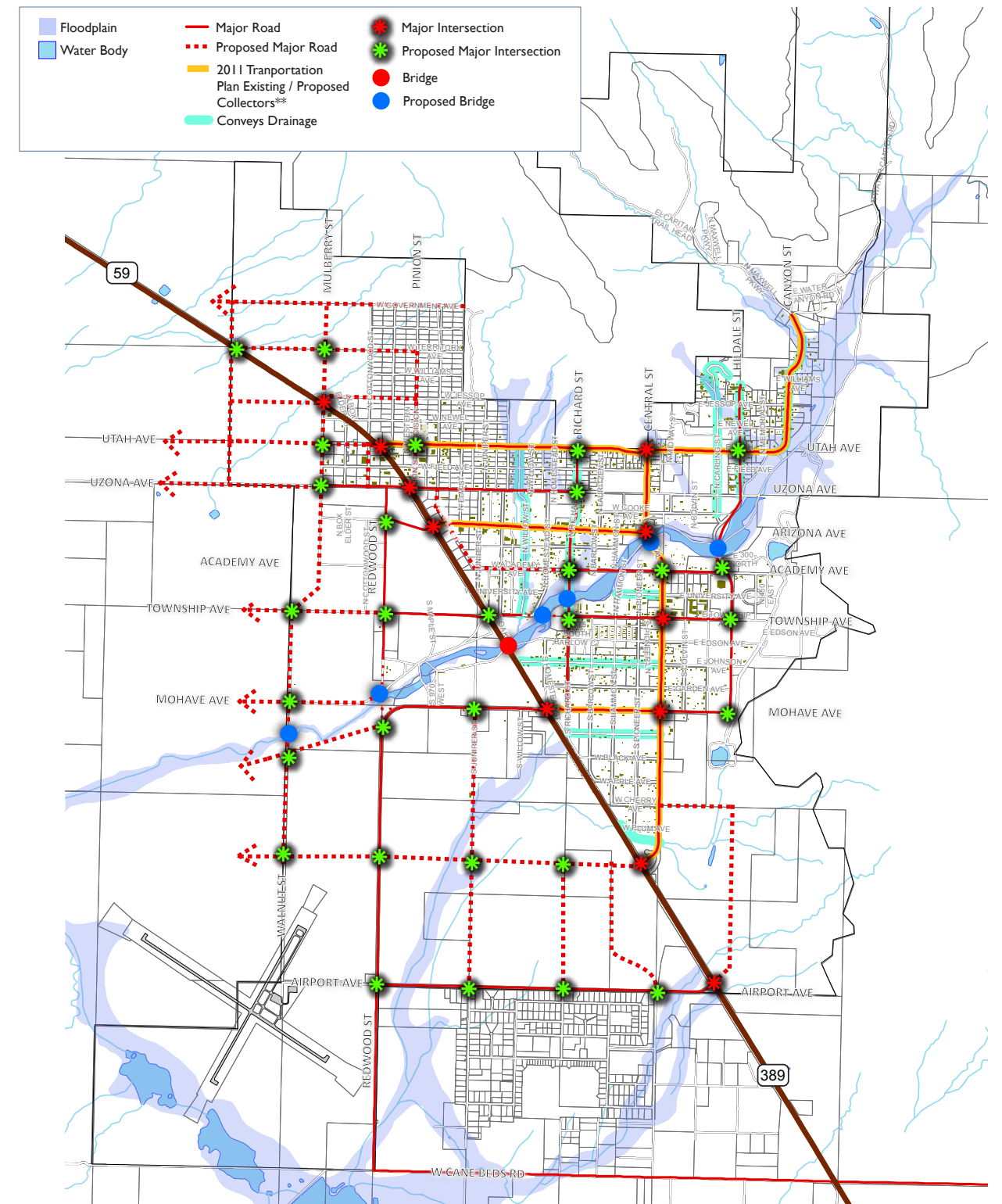


Figure 29: Major Road Map



Figure 30: Screening

Evergreen vegetation combined with transparent and aesthetically pleasing fences and walls can help reduce the impact of commercial and industrial operations.

Figure 29 Major Roads Map shows major roads, major intersections, and bridges that create a general framework for future circulation. Alignments and locations are not intended to be final and may be adjusted, so long as the general spacing and overall connectivity of major roads is preserved.

Major road alignment and spacing helps maintain adequate future circulation. Depending on traffic needs, major roads may develop as collectors or arterials. Existing major roads include roads currently classified as collectors or arterials and those identified as future collectors in the 2011 Colorado City area transportation study. Proposed major roads extend the Existing major road network into vacant areas within the municipal boundary. Arrows show where major roads should extend into the planning reserve.

Proposed bridges address gaps in the transportation system created by the Short Creek Wash. They will improve emergency response, increase safety, and help keep traffic out of residential areas. Many were noted in the 2011 transportation plan and the 2002 General Plan and have become more urgent with increased frequency and intensity of flooding events. Bridges will be designed to accommodate bicycle and pedestrian traffic.

Major Intersections balance multimodal circulation and safety. Generally the intersections between two collectors will be uncontrolled, they will have no traffic lights. Uncontrolled intersections should have amenities that increase pedestrian safety such as traffic calming or crossing treatments that highlight the pedestrian zone. Where collectors and arterials or two arterials intersect, additional considerations should include traffic signals, acceleration, and deceleration lanes.

Community Character

Community character can be thought of as the view people have as they travel through town. It is generally associated with public areas and retail development, but other highly visible commercial areas, residential uses, and industrial development sometimes contribute to community character.

Community character is defined by how different design elements work together and overall picture they create. Design elements such as the aesthetic quality of buffers; how buildings are placed in relation to the public right-of-way; the selection of architectural material and color; the bulk and form of building facades; the availability of views and scenic vistas; the height, form, and placement of signs in relation to business; the selection of signage material; the design and placement of utilities and trash receptacles; and the selection and arrangement of pedestrian amenities along streets and commercial areas all contribute to the character of a community.

Protecting and enhancing community character can yield significant benefit to the whole community as well as each individual property owners and business. Improving community appearance and increasing development comparability can help stabilize property values and protect financial investments. Municipalities use design guidelines to protect or enhance community character. To be effective, design guidelines must include a concise road map (text and illustrations) that guide the City, architects, and developers through the process of design and construction. Successful guidelines promote development consistent with the City's adopted vision.

Roadway Character Classes

Roadway character classes match roadway design considerations with adjacent development, such as on-street parking and wide sidewalks in commercial areas. Together with the major roads map, Roadway character classes help inform future design and placement of future utilities and infrastructure. Roadway character classes encourage circulation for all modes of travel and create compatibility between development and transportation infrastructure. Their design considerations will guide the construction of future roadways.

Arterials

Arterials are high speed thoroughways with limited access. They provide high levels of safety and efficiency in the movement of large volumes of traffic at high speeds. To maintain adequate traffic flow, arterials generally occur every mile. Arterials typically connect to collector streets but may not connect to local streets. Paved shoulders are at least 4-foot wide and permit bicycle traffic. Sidewalks and multimodal paths are separated from the street. Development along arterials is generally accessed through shared entrances. Employment, industrial, mixed-use, auto-serving commercial uses, and high-density residential uses are generally compatible with arterials. Parking located in the front of buildings is "screened" from the roadway. Signage avoids blocking scenic vistas and creating visual clutter. Utah Highway 59 is the city's only existing arterial.

Screening is a design technique used to enhance architecture and soften the view of paved areas. It does not block a view, but augments it. Screening creates an aesthetically pleasing environment (often a combination of landscaping and other amenities) and provides ancillary benefits such as shading and noise, glare, or heat abatement.

Collectors

Collectors “collect” local traffic from residential neighborhoods and provide access to higher density residential, civic, and commercial uses. They connect to arterial streets. They generally have higher speeds than local streets. Sidewalks separated from the roadway have tree-lined strips that encourage pedestrian use. In retail areas additional pedestrian amenities such as signage and benches encourage pedestrian circulation. Comfortable and convenient pedestrian pathways minimize travel distance between adjacent businesses. Parking lots are screened from the roadway and signage avoids blocking scenic vistas and creating visual clutter. Collectors reserve rights of way sufficient to accommodate on-street bike traffic with dedicated bike lanes. Development is typically accessed through individual entrances.

Local Streets

Local streets move traffic from collectors to adjacent lands. They serve mostly residential and some commercial uses. Local streets convey traffic a relatively short distance and encourage travel within commercial and residential areas. Speeds are low. In lower density residential areas sidewalks are typically attached to the street and wide enough to accommodate a stroller. In higher density or commercial areas sidewalks are wider and streets are lined with street trees. In residential areas, where traffic volumes are high traffic calming should be considered to push traffic to collectors.

Frontage Roads

Frontage roads (often called access roads, service roads or parallel roads) are lower speed roads that run parallel to larger high-speed roadways. They help encourage development in areas with restricted access. Frontage roadway design is more difficult than a typical roadway. Great care must be given to traffic flow as there are more

turning movements. With appropriate landscaping, on-street parking, and pedestrian amenities they can create valuable retail and mixed use areas.

Mixed-Use Retail District Guidelines

Mixed-Use retail areas with small retail stores or a mix of ground-floor boutique or cottage retail, restaurants, and entertainment uses, and second story residential, commercial, or office uses can help diversify existing retail and provide a unique shopping environment. A consistent human-scaled design is essential to their success — ample pedestrian amenities and inviting visual and shopping options create a pleasant and unique outdoor shopping environment that encourages retail browsing and walking from shop to shop.

Mixed-Use Retail Districts should be human-scaled. They have a building height to thoroughfare ratio of 1 to 3 that creates a comfortable and enjoyable enclosure for pedestrians. They have a combination of alleyways, short blocks, and on-street parking that encourage efficient automobile circulation and service delivery behind buildings. Wide sidewalks (greater than 10 feet) and ground floor transparency encourage pedestrian travel, window browsing, pedestrian amenities, and outside dining and retail. Buildings are developed with timeless materials and abut the public right of way. Loading zones integrate with on-street parking for quick deliveries. Short blocks, landscaped medians, and other traffic calming measures balance pedestrian and automobile circulation, safety, and comfort. Lighting keeps both street and pedestrian areas well lit. Street trees line the street. Parking is generally located behind buildings. Small blocks and crossing treatments such as bulb-outs encourage pedestrian circulation.

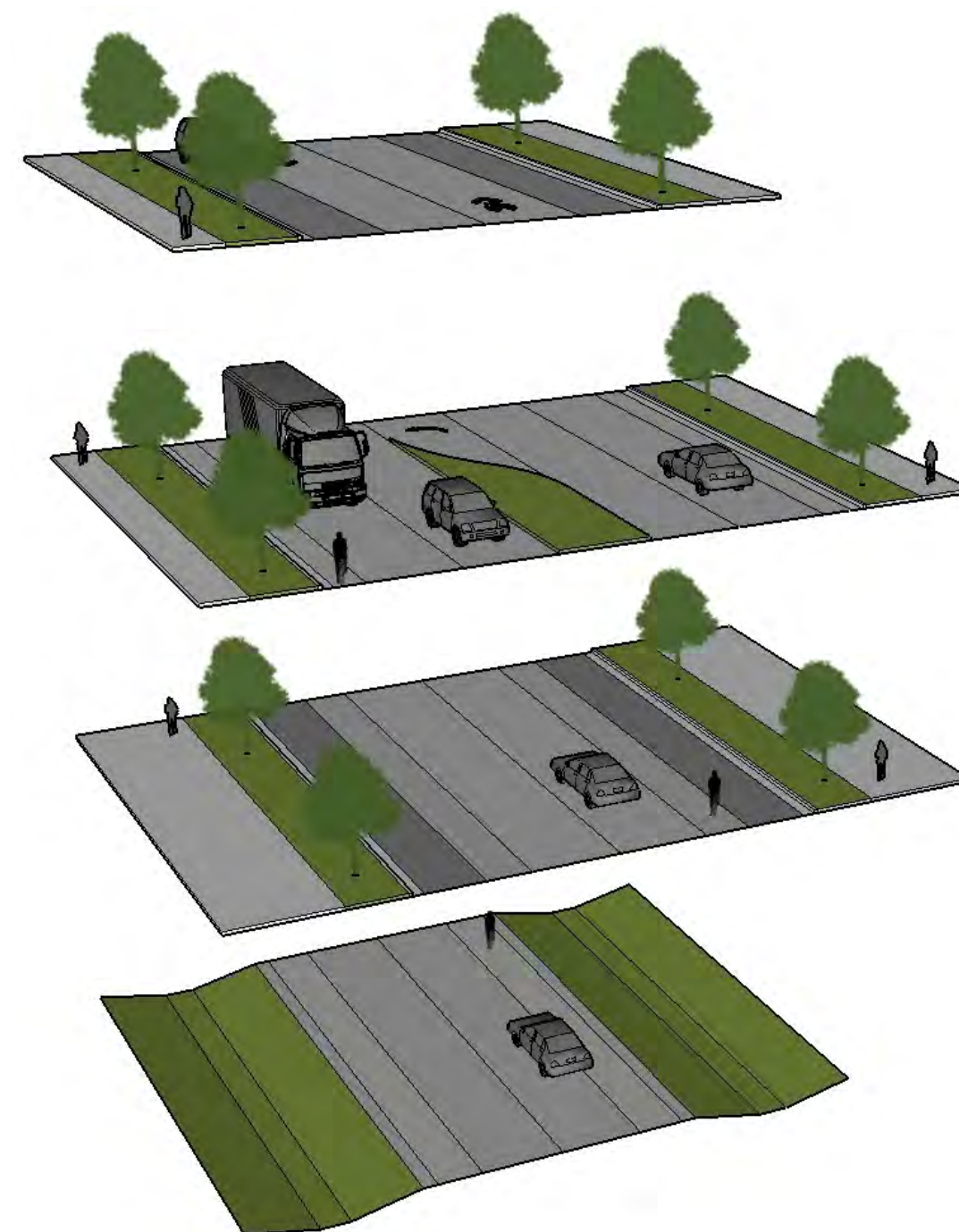


Figure 31: Roadway Character Classes

- From top to bottom
- Local residential streets
- Arterial
- Collector
- Rural roadway

Land Use and Circulation Goals, Policies, Objectives, and Actions

Goals

1. Maintain development practices that consider the health and safety of all residents.
2. Increase land use compatibility and predictability.
3. Preserve the integrity of the city’s unique identity, by preserving signature natural features and sensitive lands including the Short Creek Wash, steep slopes, hillsides, and dry washes.
4. Preserve access to important natural areas and public lands.
5. Allow rural development, but preserve rights-of-way and policies that encourage connection to and the development of municipal services.
6. Maintain a pedestrian-friendly setting for residential neighborhoods, shopping, and business districts.
7. Design roadways that balance efficiency and safety.
8. Reduce high speeds and traffic levels on local residential streets.

Policies

1. Improve development compatibility via street, architecture, and site design; the creation of aesthetically pleasing buffers and screening; and gradually transitioning use and density.
2. Grant new development up to the median density in each land use category. Council will consider granting higher densities relative to projects demonstrating substantial public benefit such as the development of trails or preservation of trail corridors, open space preservation, mitigation of a project’s impact on public services and facilities, and implementation of the ideas in this General Plan.
3. Streets should be developed to city standards as designated in the subdivision ordinance, with sidewalks, curb and gutter, etc. In areas away from existing development with densities lower than one house per 1.7 acres, rural street standards will be appropriate with roadside swales to convey drainage.

4. Design and construct roadways to address the needs and safety of all residents including families, young children, teenagers, handicapped, and senior citizens as they select different modes of travel. This includes minimizing negative traffic impacts on residential neighborhoods.

Objectives

1. New development will protect our sensitive lands. It will:
 - a. Be set back from flood drainages (either washes or infrastructure) and dedicate public drainage easements and rights-of-way for ongoing maintenance.
 - b. Cluster away from or mitigate expansive clays. In residential areas, attached multi-unit housing will be considered to help reduce the per-dwelling unit cost of mitigation.
 - c. Mitigate the impact on hillsides through site design, articulation, and aesthetic controls – development along hillsides will be encouraged to use a native, earth toned color pallet.
 - d. Avoid signage that obscures views of mountain backdrops.
 - e. Design and place commercial signs to avoid creating visual clutter.
2. New development will increase compatibility by:
 - a. Avoiding the design and placement of commercial signage that creates visual clutter.
 - b. Encouraging development facing the same public right-of-way (across the street) to match by transitioning intensity and density at midblock or along alleyways rather than in the middle of the street. Where transitions in use are not possible, use a combination of vegetation and other screening elements to lessen the impact between incompatible uses.
 - c. Siting elementary schools in residential areas away from major roadways.

- d. Siting civic uses such as libraries, fire stations, and police stations in areas with mixed use or commercial land uses.
- e. Locate higher densities near commercial and industrial uses and collector and arterial streets.
- f. Using vegetation and other screening elements to limit the impact of parking, outdoor work areas, storage, and trash in mixed use, multifamily, commercial, and industrial areas.
3. New development will intersect with and connect to adjacent development to create four-way intersections out of current “T” intersections.
4. New development will set back from major road alignments designated on the Major Roads Map (or may alternative alignments approved by council that preserve the general spacing and overall connectivity of major roads) with sufficient space to preserve collector sized rights-of-way.

Actions

1. Assess streets without accurate public rights-of-way and obtain corrected rights-of-way.



HILDALE CITY GENERAL PLAN

4

Recreation

“Eight hours work, eight hours sleep, and eight hours recreation” - Brigham Young.



Photo Credit: Neighbors In Action

Our recreation system includes a network of private and public parks, trails, and open spaces that together promote community health and well-being.

Parks, trails, and open spaces provide opportunities for formal sports, unstructured play, informal gatherings, special events, leisure, and reliving community history.

Existing Parks

Cottonwood Park at 54 acres is the community's largest park. It is located in Colorado City on private property. It has ample parking, picnic areas, interpretive sites, event structures, and natural areas that make it an ideal place for hosting large events. The park is located on the corner of Academy Avenue and Central Street near Colorado City's town center and adjacent to the Short Creek Wash. Walkways encourage pedestrian traffic from surrounding neighborhoods. There is an open drainage way running through the park along its north boundary.

Maxwell Canyon Park is situated on land managed by the Bureau of Land Management (BLM). Hildale City leases the parkland from the BLM. Hildale operates and maintains the park. At 20 acres it is the community's second largest park. It has playing fields, natural areas, and trails that access the surrounding hillsides. It is located in Maxwell Canyon and distant from most residential areas, hence most people drive to the park.

Pioneer Heritage Park is a 1/2 acre park owned by Colorado City. It is a historic park with interpretive sites and shaded picnic areas. The park is located in Colorado City on the corner of Pioneer Street and Edson Avenue, and is situated near the Colorado City town center. The historic schoolhouse has had a variety of uses and is currently an overflow meeting facility.

Lauritzen Park is a 1 acre park with a small open turf area, a trail, picnic areas, and play areas. It is owned by Colorado City and is located on the corner of Arizona Avenue and Hammon Street.

Water Canyon School has 4.5 acres that function as a park. The Washington County School District encourages open access to its outdoor school grounds, allowing its grounds to serve the surrounding neighborhood as a "walkable" park. It has open turf, a playground with several play structures, and indoor facilities. The school is located on the corner of Jessop Avenue and Carling Street.

El Capitan School has several outdoor and indoor facilities. The Colorado City School District does not allow open access to its outdoor facilities. Usage requires a contract and a fee for both indoor and outdoor facility use. Facilities are free of charge for local youth sports leagues, but require a nominal fee for other civic organizations and commercial users. It is located at the corner of Academy Avenue and Cottonwood Avenue away from residential areas, so most people drive to it.

Park Maintenance

Once constructed parks requires ongoing maintenance and upkeep such as cutting grass, equipment repair, parking lot resurfacing, and someone to take out the trash. If maintenance and upkeep is low, a park's recreational value diminishes and amenities and facilities can become a safety hazard. Facilities that are in disrepair have diminished recreational value. With proper maintenance and upkeep parks can maintain a quality and pleasant atmosphere that is inviting to the public. Today, most parks are maintained by Public Works and occasionally by other public agencies or private landowners. Most parks have maintenance deficiencies that need to be addressed and some facilities are dilapidated.

Park Classifications

A park's size, location, and design together determine how well it serves the community and who in the community it serves. For example, a small park with a single small play structure and a small open turf area, located on a local street generally supports informal recreation and primarily serves residents in the surrounding neighborhood. A large park with several sports facilities and a large parking lot, located on major road serves the entire community. Park classifications describe a typical park and how each type serves the community.



Figure 32: Cottonwood Park



Figure 33: Maxwell Canyon Park

RECREATION



Figure 34: Pioneer Heritage Park



Figure 35: Lauritzen Park

Table 4: Park Facilities and Amenities						
	Cottonwood Park	Maxwell Canyon Park	Pioneer Heritage Park	Lauritzen Park	Water Canyon School	El Capitan School
ADA restroom	X	X	X	X		
Auditorium					X	X
Amphitheater		X				
Climbing rock				X		
Computer lab						X
Gymnasium					X	X
Historic element	X		X			
Horseshoe pit		X				
Kitchen						X
Natural areas	X	X				
Open turf	X	X	X	X	X	X
Parking (spaces)	100	119	35	12	X	X
Picnic areas	29	12	X	6		
Play structures	X	X	X	X	X	
Sport - baseball		X				X
Sport - basketball		X				X
Sport - football						X
Sport - soccer						X
Concessions and other structures	X	X	X			
Swings	X	X	X	X	X	
Trail network	X	X	X			
Water fountain	X	X	X			

Pocket Parks are small parks. They are typically around 1/2 to 1/4 acre, but can be as large as 3 acres. They serve surrounding “pockets” — the area immediately around the park. They are typically found in medium or high density residential and commercial areas. Pocket parks are “walk-to” parks — they typically have no parking. They provide convenient recreation options for those in their immediate vicinity. They often have play structures, shade, and seating. Pocket parks require maintenance similar to neighborhood parks. It is often more efficient to build and maintain one neighborhood park than several pocket parks. Lauritzen Park and Pioneer Heritage Park are both pocket parks.

Neighborhood parks are typically 3 or 4 acres, but can be as large as 20 acres. They have informal recreation opportunities for neighborhood residents; neighborhoods are typically delineated by arterial roads or other barriers deemed unsafe to families or children. Neighborhood parks are generally located on local streets and are primarily considered “walk to” facilities. When possible, they should be located adjacent to elementary schools. Their design emphasizes open turf areas large enough for informal sports, screened picnic facilities, playgrounds, often one or two other recreation facilities such as a tennis or a half basketball court, and sometimes restrooms and off-street parking. Water Canyon School is the only neighborhood park.

Community parks are large, multi-purpose sites that support a variety of recreation opportunities and provide specialized facilities with appeal for the whole community. They support organized, active recreation, and large group gatherings. They typically range in size between 30 and 100 acres. When they have concentrated amenities similar to neighborhood parks and are not separated by unsafe boundaries from residential areas, they “serve” as neighborhood parks. Community parks have a variety of configurations but

often include outdoor natural areas (such as open space areas), large gathering spaces, or areas that support such as soccer or ball fields. Both Cottonwood Park and Maxwell Canyon Park are community parks.

Future Parks

As our population grows new parks are needed to off-set the demand that accompanies new development and to avoid overcrowding existing facilities. Level of service analysis helps determine how much parkland is needed service area analysis points to areas lacking parks.

Level of service (LOS) is a common metric used to analyze facilities and services in relation to the population they serve. LOS analysis allows cities to estimate the number of acres of parkland necessary to maintain the current level of service, make comparisons with other communities, and establish equity between neighborhoods and user groups. It can help relate budgets (costs) to levels of use (benefits) and establish improvement fees or dedication requirements. LOS is often expressed by a ratio that divides a number representing a facility or facility type by the number of people it serves. A common LOS used in park planning is the acres of parks per thousand residents. To maintain the existing LOS the community will need around 80 acres of new parkland by 2035 (See Table 5 and 6).

Table 5: Existing Parks		
Name	Type	Size (Acres)
Cottonwood Park	Community	54
Maxwell Canyon Park	Community	20
Pioneer Heritage Park	Pocket	.5
Lauritzen Park	Pocket	1
Water Canyon School	Neighborhood	4

Service area analysis (SAA) is a tool used to assess how well facilities and services are distributed. It identifies areas that are well-served and locations that are underserved — areas lacking adequate facilities and services. SAA uses distance parameters such as the distance from which it is easy to connect to utility infrastructure or the average walkable distance to a park or school to delineate well-served and underserved areas. SAA helps illustrate where new development can be easily served and where new utilities and services are needed. Figure 36 shows areas well served and areas underserved by neighborhood parks.

Based on the service area and the level of service analysis and input collected throughout the planning process the Recreation Map (See figure 39) has general locations of future parks.

Park classifications provide a starting point for future park design, but community input is needed to help refine design and select appropriate amenities. Design should create an ideal arrangement of recreational amenities, landscape, and other supporting facilities to make the it comfortable and convenient for all community members (including such design considerations as placing shade near playgrounds).

The community park at Berry Knoll is currently envisioned as a natural park with gathering areas, play structures, picnic areas, and trails. Where possible picnic areas and trails should take advantage of scenic vistas such as those provided by elevated terrain. If terrain permits, it should also have a few formal sports facilities. The community park north of the intersection of Willow Street and Utah Avenue is also envisioned as a natural park that includes drainage improvement with trails connecting north to the Box Canyon area. It too should have some formal sport facilities and other amenities that allow it to serve as a neighborhood park.

Trails

Residents currently benefit from an unimproved and disconnected trail network. Trails are primarily located in parks and open, natural areas and generally do not connect to residential areas or other major destinations.

Existing Trails

The trail network has both improved (concrete trails) and unimproved (natural surface trails). Concrete trails are durable and minimize long-term maintenance costs. Natural surface trails create a more primitive natural experience and are often preferred by runners and equestrians as the soft nature of the trail is easier on hoof, foot, and joint. Natural surface trails often require more maintenance after major storm events and periodic maintenance to control vegetation.

The existing trail network includes:

Pioneer Park and Lauritzen Park Trails

The interpretive trail in Pioneer Heritage Park and the perimeter trail in Lauritzen Park are concrete trails owned by Colorado City and maintained by the Public Works Department.

Cottonwood Park Trails

A mix of hard surface and natural trails interconnect picnic areas, the Short Creek Wash, and lead from parking areas on the street to the park’s interior. Trails connect to the surrounding neighborhood and to Colorado City’s town center.

Maxwell Canyon Park Trails

Concrete trails connect parking to recreation areas. Two natural surface trails approximately one mile each lead from the park into adjacent public land managed by the Bureau of Land Management (BLM) in Jan’s and Maxwell Canyon. Those trails connect to other trails on BLM land

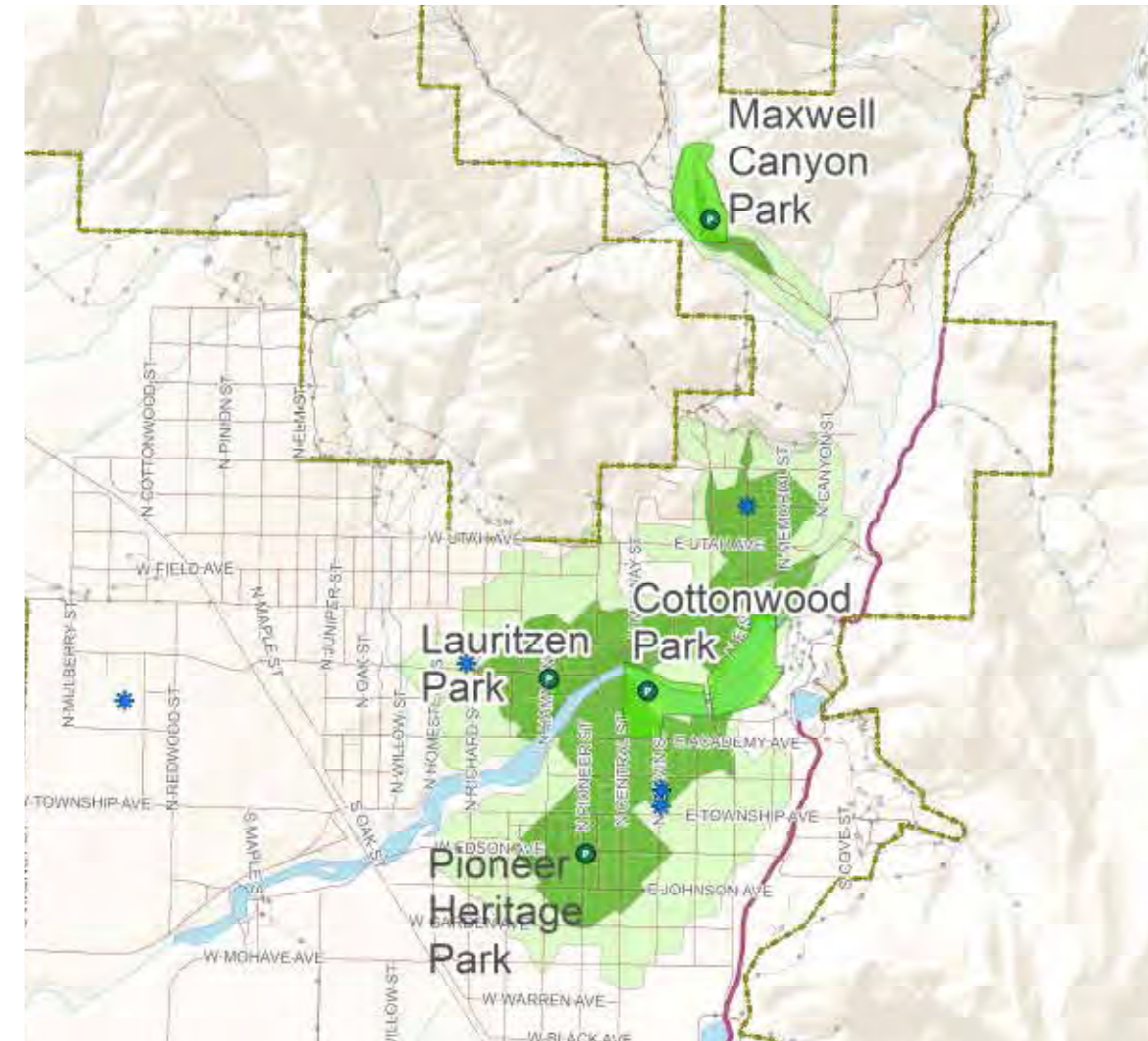


Figure 36: Neighborhood Park Service Areas.

Map displays both quarter-mile (dark green) and half-mile (light green) Service Areas

in and around the park and are used extensively by families picnicking at the park. Trails in the park are not connected to the rest of the city or residential neighborhoods.

Squirrel and Water Canyon Trail

The Bureau of Land Management manages two natural surface trails that lead into the Canaan Wilderness Area. They each have trailheads on Water Canyon Road and both are currently being improved. The Water Canyon trail extends 1.5 miles and leads into Water Canyon and onto the Canaan

Table 6: Park Levels of Service*

Name	Acres	LOS
All parks	80	10
Community parks	71	9
Neighborhood parks	9	1

*Analysis based on an estimated population of 7830. Pocket parks do not have their own level of service. Existing pocket parks function as neighborhood parks so their acreage is included in the Neighborhood Park LOS. Community parks with concentrated neighborhood park amenities can on a select basis serve as neighborhood parks. When they do 3 acres are removed from that parks contribution to community park acres and added to the neighborhood park acres.



Figure 37: Existing Trails

Mountain Plateau. The Squirrel Canyon trail is 6 miles and leads into Squirrel Canyon and along Short Creek Wash to the Amphitheater — a scenic area around a natural pool at the base of a normally dry waterfall. Both trails connect to the Canaan Mountain or Sawmill Road making a loop possible. Tourism in Water Canyon is steadily increasing. Trails in Squirrel Canyon and Water Canyon connect to other trails on BLM land, but not to neighborhoods or other community trails.

The Short Creek Trail

Short Creek Wash has a braided network of unimproved trails. Most trails and access points are located in developed areas, but recreation evidence can be seen as far west as Corral Canyon and northeast into Water Canyon. Primary access occurs where roads cross the creek bed and in Cottonwood Park, but other informal trails, some from private parcels, lead into the Wash. All-terrain vehicles, equestrians, and pedestrians use trails in the Short Creek Wash. The Short Creek Trail currently connects to the Diversion Canal Trail and has the potential to connect to many other trails, making it potentially one of the most important future trails.

The Diversion Canal Trail

The Diversion Canal Trail is a two and a half mile unimproved flat trail that follows the diversion canal at the base of the foothills along the east side of the community. It has a level surface making it the easiest, most accessible and widely used trail today. It is elevated, giving users superb views of the Short Creek Valley and the surrounding hillsides. An unofficial trailhead with an unimproved parking area is at the east end of Academy Avenue. Additional access points are located at Johnson Avenue, Mohave Avenue, the diversion dike, and both reservoirs. There are several unimproved trails that connect the Diversion Canal Trail to the Short Creek Trail and that extend into public land managed by the Bureau

of Land Management. Views from the trail and reservoirs provide opportunities for relaxation and reflection.

Future Trails

Future trails alignments build off of existing trails to help create a foundation for a more extensive multimodal network. They connect to other trails, major destinations, and are generally envisioned as multimodal trails. When constructed, they will serve as the backbone of the trail network. They are not meant to be built at once, but to help identify priority areas where corridors should be preserved, easements acquired, etc. Some are located in undeveloped areas. As development occurs it should emphasize access to future trails. Future trails should be separate from roadways and be at least eight feet wide.

The Commercial Loop Trail

The Commercial Loop Trail is envisioned to support multimodal circulation between Colorado City’s town center and Hildale’s commercial area near the highway. The Commercial Loop will start at the Township Avenue and Hammon Street intersection and follow Hammon Street north to Field Avenue (with a little jog on Cooke Ave); it then will follow Field Avenue west to the Utah State Route 59. Next, it proceeds south along the Highway to Township Avenue where it will follow Township Avenue back to Hammon Street.

Town Loop

The Town Loop is envisioned as a multimodal “circulator” that connects residential areas to major destination and other trails. Its alignment follows existing trails and drainages. The Diversion Canal Trail is part of the Town Loop. As envisioned, the trail will have a formal trailhead at the east end of Academy Avenue with parking, maps, and other facilities to be determined. From the Town Loop trailhead, the trail will continue south to Plum Wash, follow the Wash west under the highway, and

connect to the proposed Berry Knoll Community Park. From there the trail will continue north and eventually cross the Short Creek Wash. It will pass by the El Capitan School and cross the highway again at a proposed highway underpass at or near Arizona Avenue. It will travel north to connect to Indian Box Canyon. From there, it will head south and east through the proposed park at the north end of Willow Street and eventually east along Utah Avenue to once again cross Short Creek Wash and meet the Diversion Canal Trail. From there it will continue south to Academy Avenue where it commenced.

Short Creek Linear Park

Short Creek Linear Park is envisioned as a park with a hard-surface accessible trail with ample pedestrian amenities that preserves the areas natural and agricultural setting. As envisioned it will extend from Central Street west to the highway along Short Creek Wash and will encourage commercial development that fronts on the Wash. A trailhead with parking at the intersection of Hammon Street and Short Creek Wash with a pedestrian bridge will connect the north side of the Wash to the south side of the Wash. Park design will minimize flood hazard, preserve native vegetation to maintain bank stability, and support emergency access.

Connectivity

While the preservation of future trails will help connect major destinations, they are only the backbone of the trails system. Additional trails and connections from new development will be needed to allow access as new development occurs. Dry washes often make ideal trail alignments. They meander on a northeast-to-southwest alignment and typically have gentle slopes perfectly suited for new trails. All dry washes should be considered for new trail alignments and as potential locations for future neighborhood parks.

Open Space

Open spaces are typically natural, undeveloped areas that have public access and should, if possible be preserved in their natural state.

Cottonwood Open Space

Cottonwood Open Space includes the area around the Diversion Canal Trail and the trail network on public land east of the Diversion Trail. It is located on private land (primarily managed by the United Effort Plan Trust) and public land managed by the Bureau of Land Management (BLM). The public land adjacent to the Cottonwood Point Wilderness¹ buffers the wilderness area and has several trails open to the public. Some primitive trails such as Skunk Canyon Trail, the Fish Trail, and the Watchman Trail extend into the Wilderness Area; however, the BLM has not designated any trails into Cottonwood Point Wilderness near town.

Canyon Open Space

Canyon Open Space consists primarily of public land in northeast Hildale, including the area surround Maxwell Canyon and Water Canyon. It has improved trailheads that access Water and Squirrel Canyon and unimproved trails that access Jan’s and Maxwell Canyon. Water and Squirrel Canyon trailheads provide access to the adjacent Canaan Mountain Wilderness Area.

Short Creek Open Space

Short Creek Open Space is perhaps the city’s most valuable open space. Located in the heart of the community, it connects to Lauritzen and Cottonwood Park, Colorado City’s town core, the Diversion Canal Trail, and many other informal trails and open spaces. Its central feature is the Short Creek Wash, which is an

important drainage conduit and recreational amenity. It provides vital ecosystem functions including shallow aquifer recharge, a wildlife corridor, and it conveying floodwater safely through town. It also has valuable agricultural land. In developed areas, it is mostly privately owned. To preserve this resource, development should be set back from the floodway and natural vegetation should be preserved. Rights-of-way should be established to allow for flood channel maintenance. Agricultural uses should be encouraged. As bridges are developed for transportation across Short Creek Wash, access points to the Wash should be preserved or improved. Access should be maintained along the entire reach of Short Creek Wash as it passes through town.

Cemeteries

Cemeteries in are all privately owned. Isaac Carling Memorial Park is by far the largest cemetery and is located east of Hildale Street just beyond Township Avenue in Colorado City. There are four other smaller cemeteries. The Black Family Cemetery is in northeast Hildale. The Lauritzen Family Cemetery is just below Utah Avenue west of Central Street in Hildale. The Hammon Cemetery located in the family yard west of Hammon Street and south of Arizona Avenue in Colorado City and the Hildale Cemetery located east of Canyon Street just past the end of Jessop Avenue in Hildale.

Public Access

Some parks, trails, and open spaces are situated on private land and others are on public land managed by the Bureau of Land Management (BLM). For example Indian Box Canyon is managed by the BLM. Most trails are situated on a combination of public land managed by the Bureau of Land Management and private land managed by the United Plan Effort Trust.

¹ Wilderness Areas are special public lands managed by the Bureau of Land Management (BLM). The BLM limits access and recreation to retain a primeval character and remain essentially undisturbed.

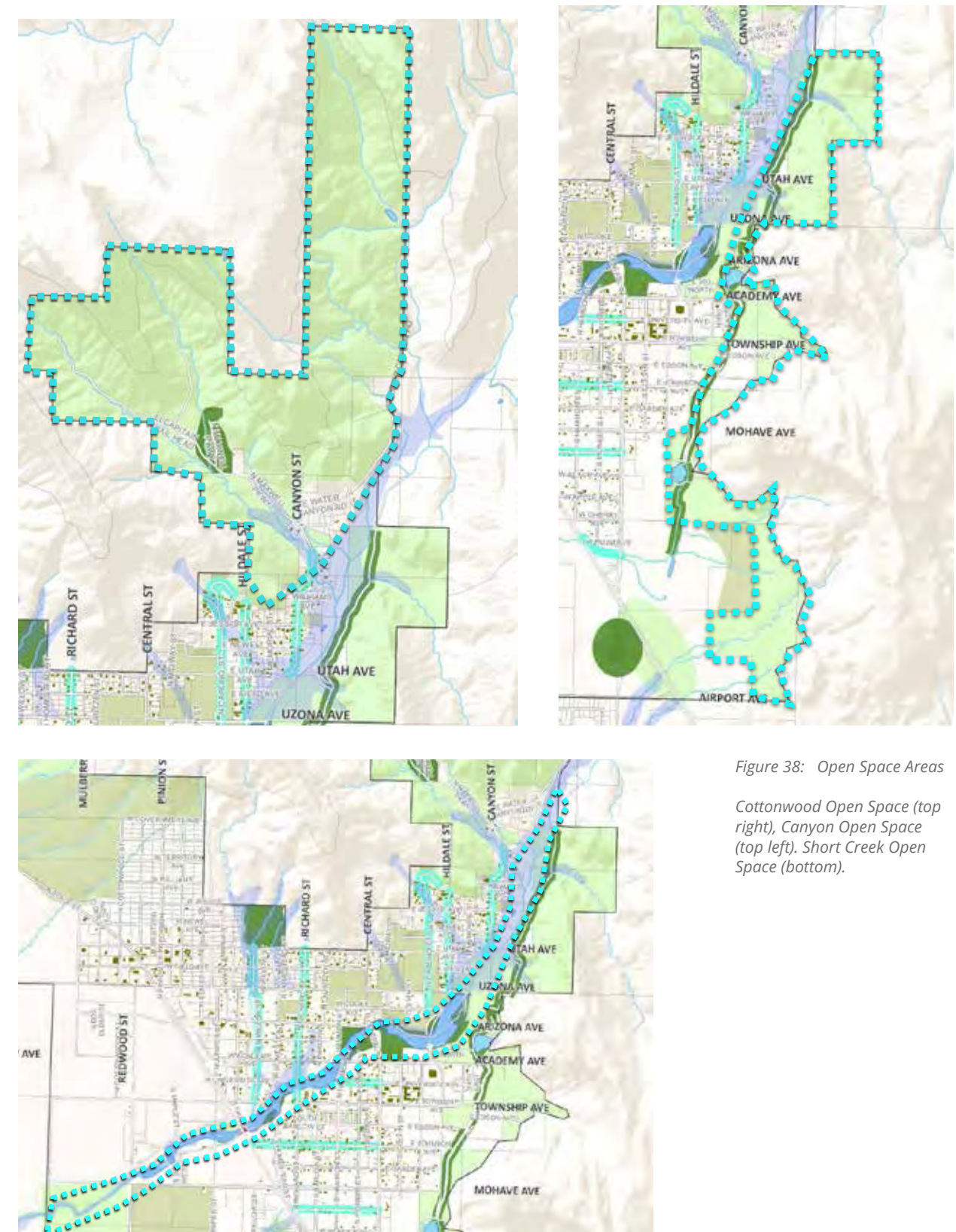


Figure 38: Open Space Areas
Cottonwood Open Space (top right), Canyon Open Space (top left), Short Creek Open Space (bottom).

RECREATION

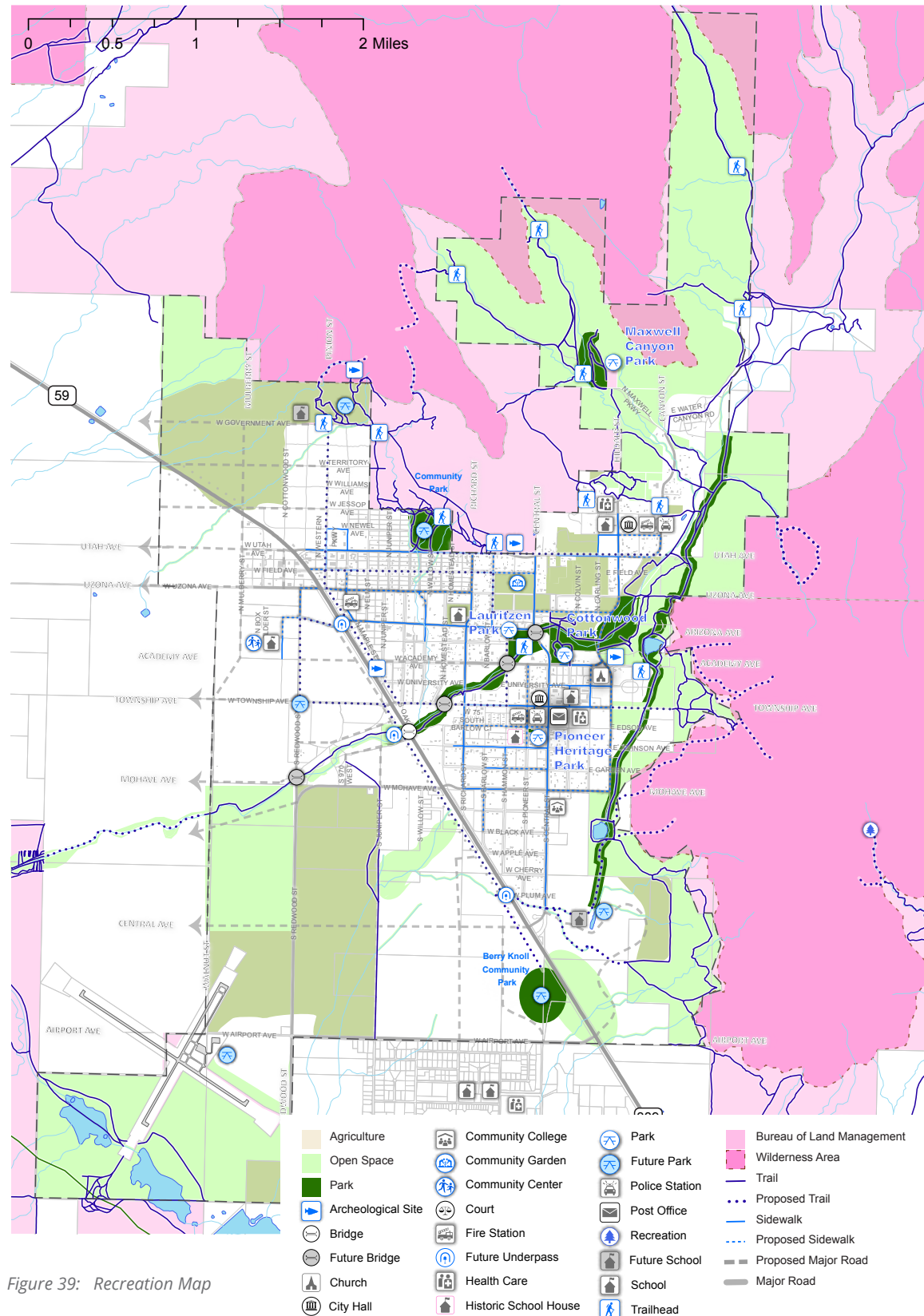


Figure 39: Recreation Map

These resources are accessible at the behest of the land owner or land manager. If they are sold, developed, or the owner or manager decides not to allow access, the community could lose these valuable resources.

Maintaining public access requires ongoing communication, stewardship, and cooperation. The City needs to work with landowners or managers to help maintain these resources and preserve public access. Various tools like conservation easements or donations, can preserve public access and open spaces on private land while reducing the tax burden of existing owners.

Agricultural Preservation

While not typically open to the public, agricultural land

benefits the whole community. It creates open views, encourages self-sufficiency, and provides a connection to the community's agrarian past. The agricultural fields in the center of Hildale are a good example. They allow scenic views of El Capitan. The City should consider options for protecting and preserving agricultural land.

Recreation Programs

The City does not offer public recreation programs, private entities provide recreation programs such as sport leagues and fitness classes.

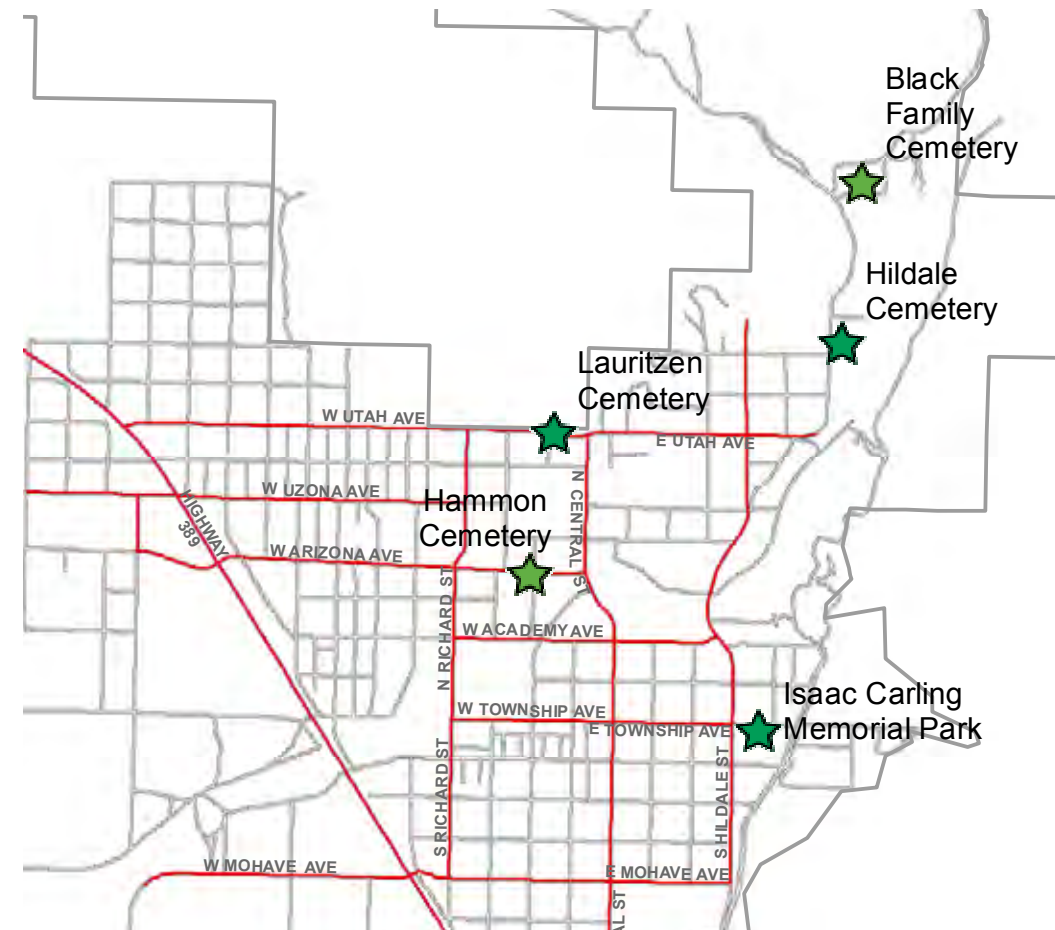


Figure 40: Cemeteries

Recreation Goals, Policies, Objectives, and Actions

Goals

1. Develop new parks and recreation facilities that support leisure activities for all residents.
2. Improve the quality and safety in existing parks.
3. Provide recreation options for equestrian, bicyclists, and pedestrians.
4. Secure permanent public access to existing trails and open spaces to serve as the backbone of a future trail network.
5. Provide recreation facilities that support residents' health and welfare.

Policies

1. All park improvements will be universally accessible as much as possible.
2. Provide adequate parkland in appropriate locations to equitably serve the broadest possible spectrum of recreation needs, distributed to serve the community conveniently and with a minimum of overcrowding and overuse.
3. Provide adequate park facilities for existing and future residents including a minimum overall park level-of-service (LOS) of 6 acres per thousand population. This LOS is to be divided between Neighborhood Parks (3 acres per thousand) and Community Parks (3 acres per thousand). At least half of the community park acreage should include sports facilities and/or open turf.
4. New development should provide finished Neighborhood Park facilities or fees-in-lieu, to meet the LOS target for Neighborhood Parks. Neighborhood Park dedication requirements (or fees-in-lieu) shall be based on the actual cost of a developed 4 acre neighborhood park including design, land and equipment acquisition, and construction.
5. The City will assume primary responsibility for the acquisition of land and development of Community Parks.
6. In undeveloped areas, rights-of-way will be dedicated along dry-washes to maintain access for recreation and maintenance (vehicle access).

7. Encourage non-culinary water to support open turf areas and sports facilities in all neighborhood parks and on school grounds opened to the public.
8. Support conservation easements, access easements, and private gifts and donations that preserve open space, parks, and trails.
9. Consider dry washes for new trail alignments and as potential locations for future neighborhood parks.

Objectives

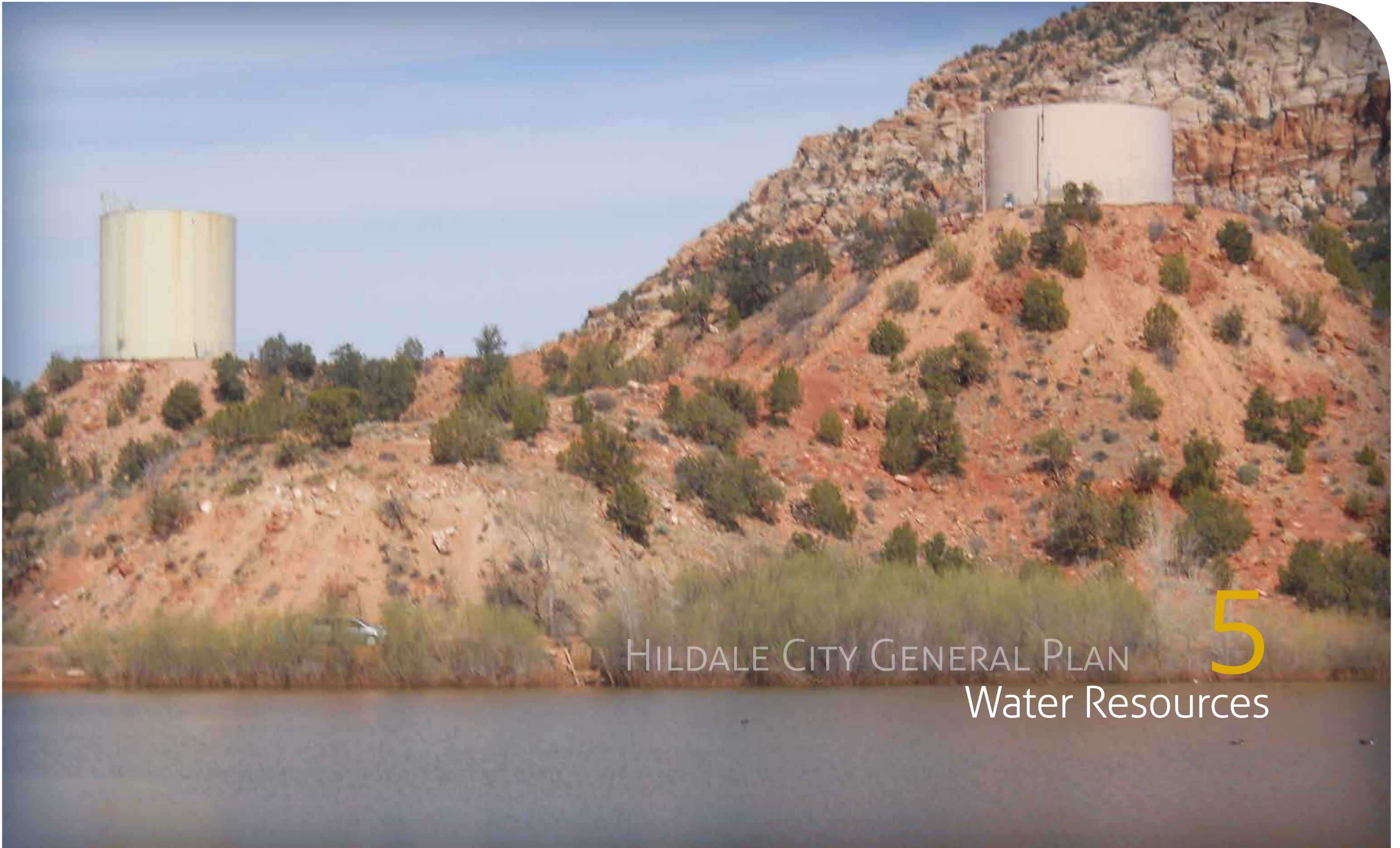
1. Improve the quality of existing parks by repairing dilapidate equipment and facilities.
2. New development will preserve access to public lands (especially existing access points) and will be designed to allow safe and convenient access to designated trails.
3. New development will preserve multimodal trail rights-of-way and create access easements that encourage multimodal connections to parks, schools, retail areas, and other trails.
4. As new infrastructure is installed (such as new bridges) maintain access into Short Creek Wash.
5. Develop parks close to underserved residential areas.

Action

1. Planning Commission will work with landowners to secure ongoing public access to the Diversion Canal and the Short Creek Wash.
2. Planning Commission will meet with the diversion canal owner to secure access easement and to plan and construct a formal trailhead at the east end of Academy Avenue with parking, a map, and other facilities to be determined.

3. Planning Commission will develop a parks, open space, and trails master plan. The plan should consider:
 - An assessment of local demand and desires for park amenities to help in the programming of neighborhood and community park facilities;
 - An analysis of the actual cost of development of a small (4 acre) neighborhood park;
 - Establish an appropriate and equitable dedication and fee in lieu requirements;
 - Refined open space preservation strategies;
 - Target trail alignments and connectivity policies;
 - Identify a brand for the recreation system;
 - Identify wayfinding needs;
 - Alternative funding options for park maintenance, such as tasteful local advertising;
 - Refined trail and open space access strategies; and
 - Develop maintenance standards.

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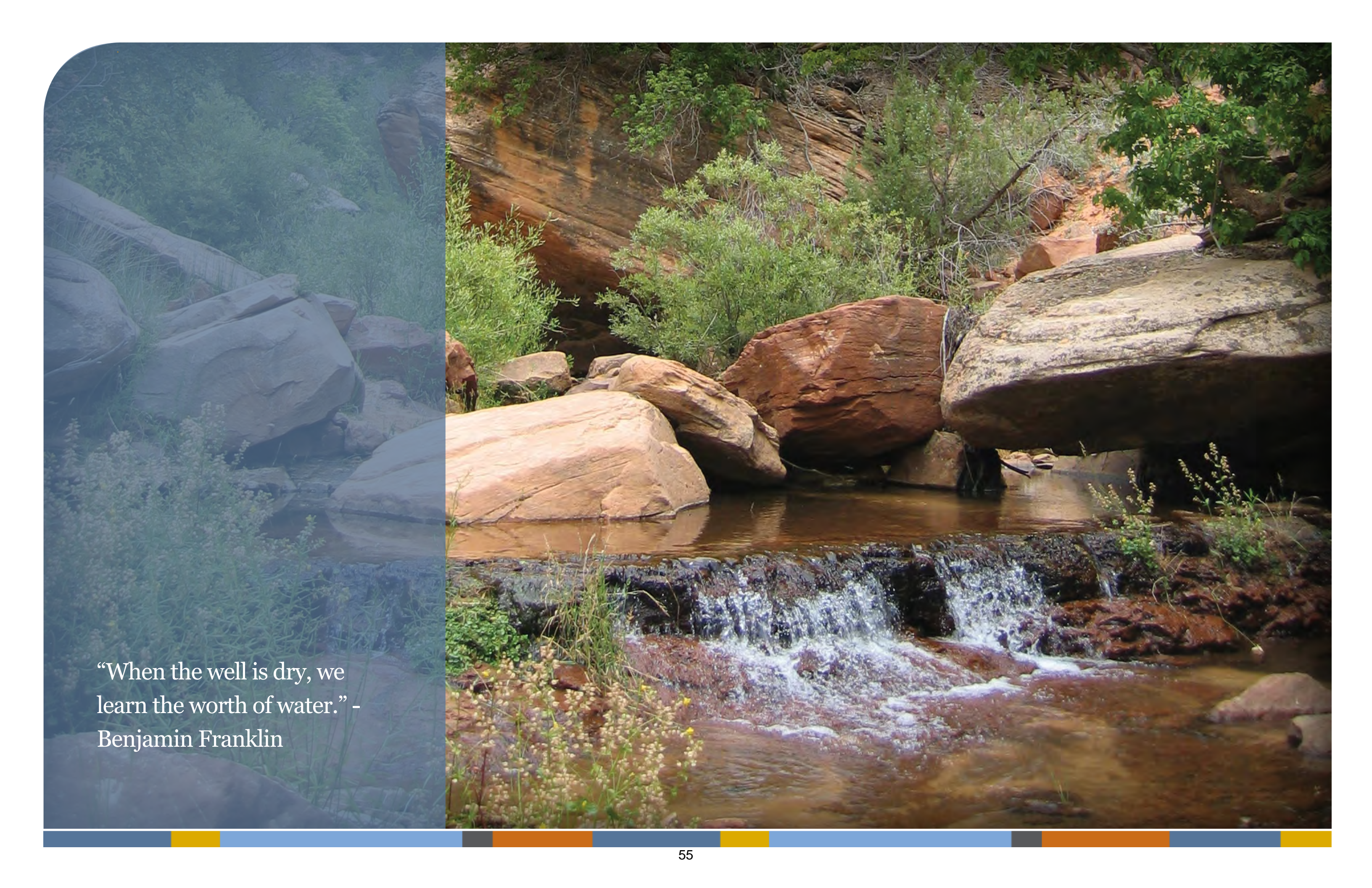


HILDALE CITY GENERAL PLAN

Water Resources

5





“When the well is dry, we
learn the worth of water.” -
Benjamin Franklin

A reliable supply of quality water supports existing development and new growth.

It protects health, supports firefighting, helps maintain landscaping, sustains agriculture, and supports recreational amenities.

The Hildale/Colorado City Water Department collects, treats, and distributes culinary water to customers. The biggest issue facing the department is the acquisition, financing, and construction of new quality water sources to meet current and projected demand. Litigation challenges to Twin City Water Works — the utility's bulk water provider — raise concern for the ongoing reliability of bulk water.

Culinary water is treated water. Non-culinary water includes untreated water such as groundwater, rainwater, and surface run-off. It also includes water reuse or gray water. Non-culinary water is often less expensive as it typically eliminates associated treatment costs and reduces the cost associated with securing new water rights and constructing collection infrastructure. Non-culinary water is often used for irrigation purposes.

The department will need additional water sources and water infrastructure to maintain reliability and support new growth. The Hildale/Colorado City Water and Wastewater Master Plans being developed concurrently with this plan contain comprehensive water strategies. This chapter provides an overview of big issues that must be considered to support existing and future development.

Culinary Water

In 2014 the City adopted the **Culinary Water Impact Fee Facilities Plan and Development Impact Fee Analysis (IFFP & IFA)**. The plan identified a deficit in the current culinary water system and recommended new culinary water rights and infrastructure to supply projected demand. It also recommended impact fees to help finance that capital expansion. In 2015 the City adopted new water service regulations that implemented those recommendations and also adopted a water impact fee.

The department buys the majority of its water from **Twin City Water Works (TCWW)**. TCWW collects groundwater from wells and natural springs and sells it to the City.

Fire protection depends upon adequate pressure in the culinary water system. Currently some areas of the distribution system suffer from inadequate flow, a lack of fire hydrants, and low pressure. Specific areas of note in Hildale are near the Elm Street Tank (between Jessop and Newel Avenue) and just below the Saddle Tank (Canyon Street, Carling Street, and Louis Street). One area of water pressure deficiency noted in Colorado City is along the east side of the system (along Johnson Avenue and Edson Avenue). See the Culinary Water Master Plan conducted currently with the General Plan for more information and recommendations. Pressure issues also restrict culinary water in areas above 5,110. Distributing culinary water above that elevation will require additional infrastructure.

Non-Culinary Water

Wells and Aquifers

Water wells throughout town collect groundwater used for both drinking and irrigation. **Groundwater quality varies, and some locations have radium issues.** A shallow aquifer located in the alluvium of Short Creek Wash provides non-culinary water for both agriculture and other irrigation uses. The alluvial aquifer is dependent on climatic conditions and has experienced some drawdown. The Shinarump Aquifer is a deeper aquifer is also used for irrigation and culinary water. As additional wells are developed, they will increase stress on both aquifers.

Recharge is the process by which an aquifer is replenished. The alluvial aquifer is recharged by rainfall, stream, lake, or pond seepage, irrigation return flow (both from canals and fields), inter-aquifer flows, and urban recharge particularly using treated effluent. The sandy soils common in Short Creek Wash are conducive to percolating precipitation helping manage runoff in slow and moderate rain events. The same sandy soil that allows runoff to percolate so easily also allows groundwater to easily flow out of the area.

Subterranean impoundments may be required to prevent the recharge water from flowing from the area of recharge. This type of constructed impoundment is generally expensive and relatively rare. Studies of

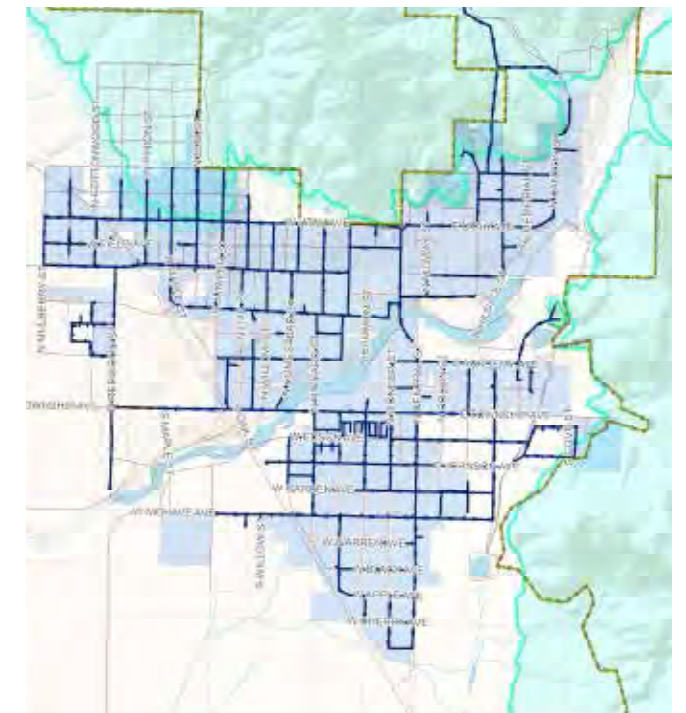


Figure 41: Culinary Water Distribution

WATER RESOURCES

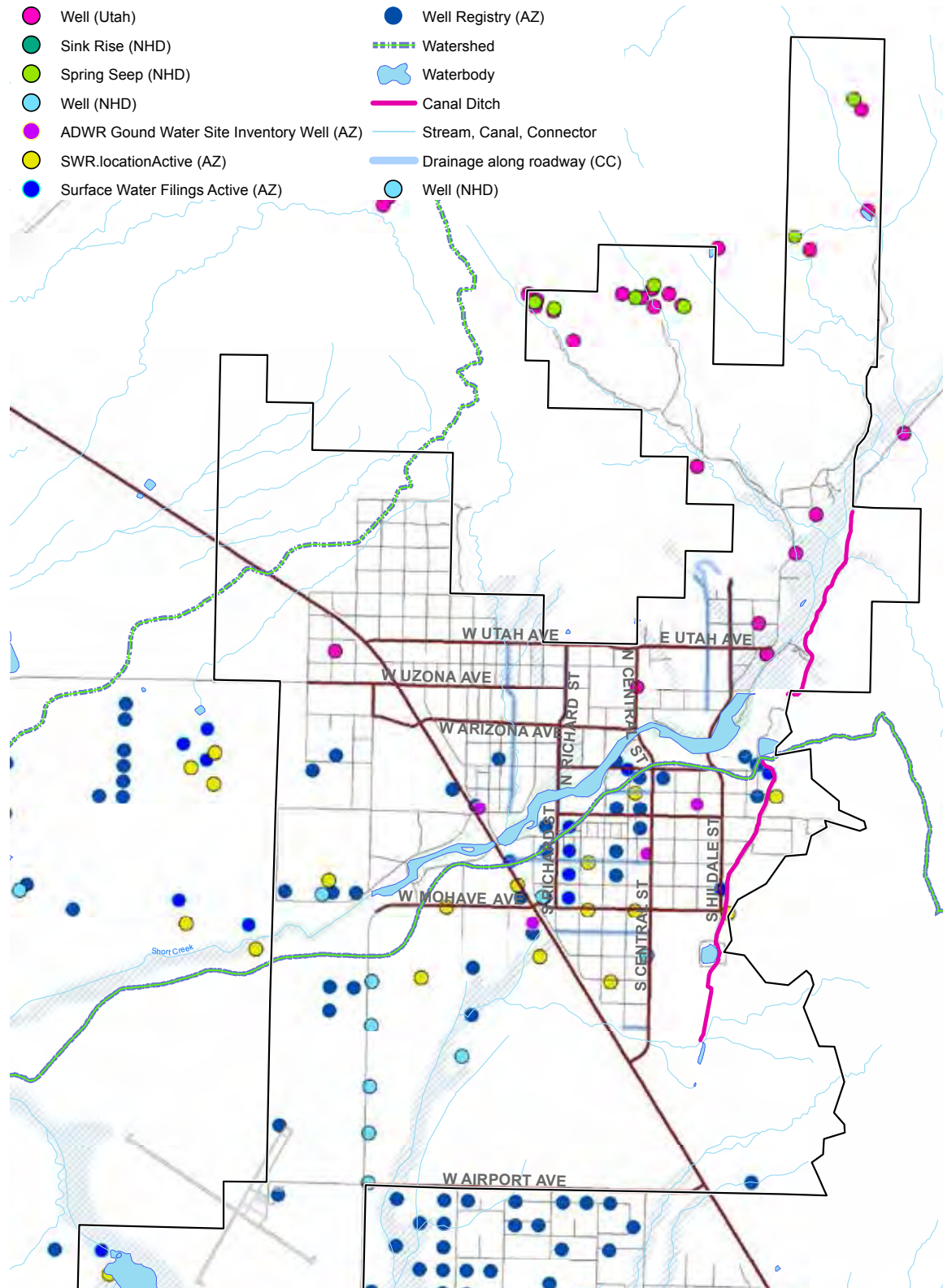


Figure 42: Hydrology

underground features could provide information on the location of natural or perched impoundments that may be utilized for storing groundwater. Development that is set back from dry washes can help encourage infiltration and recharge of the alluvial aquifer.

Surface Water

The **Short Creek Southside Irrigation Company**, commonly referred to as Southside Irrigation or SI for short, historically collected and delivered surface water to customers for irrigation purposes. SI's water infrastructure diverts surface water from Water Canyon, Squirrel Canyon, and Short Creek Wash via an earthen ditch (the diversion canal) to two reservoirs on the east side of town. Irrigation water is delivered to mostly large agricultural users via a piped gravity system.

The diversion system requires regular maintenance. The 2010 Mohave County Multi-jurisdictional Hazard Mitigation Plan identified a high level of risk associated with SI's #1 Dam in the event of a failure. In August 2015 canal failure flooded several properties in town. SI's open ditch system encourages low cost maintenance but is subject to moderate to high water transmission loss.

Agricultural users indicate that the system only stores enough water for a few days when irrigating using large agricultural pivots. Using surface water for culinary use is currently not a viable option as the agriculture demand already exceeds the supply and there are no treatment facilities for surface water.

Rain Water

Rainwater harvesting can low demand for culinary water and is encouraged in both Arizona and Utah.

Conservation

Although some wells are used for irrigation, the department has no secondary water system and culinary water is used for irrigation. In 2002 the City adopted a progressive four stage water conservation program with voluntary and mandatory water restrictions that are implemented as water storage declines. That Plan was updated in 2009 and 2015. The conservation program has four stages; stage three is the second most restrictive and is commonly required. For large-scale commercial and industrial users conservation regulations are often appropriate, but for residential users voluntary standards and incentives are appropriate.

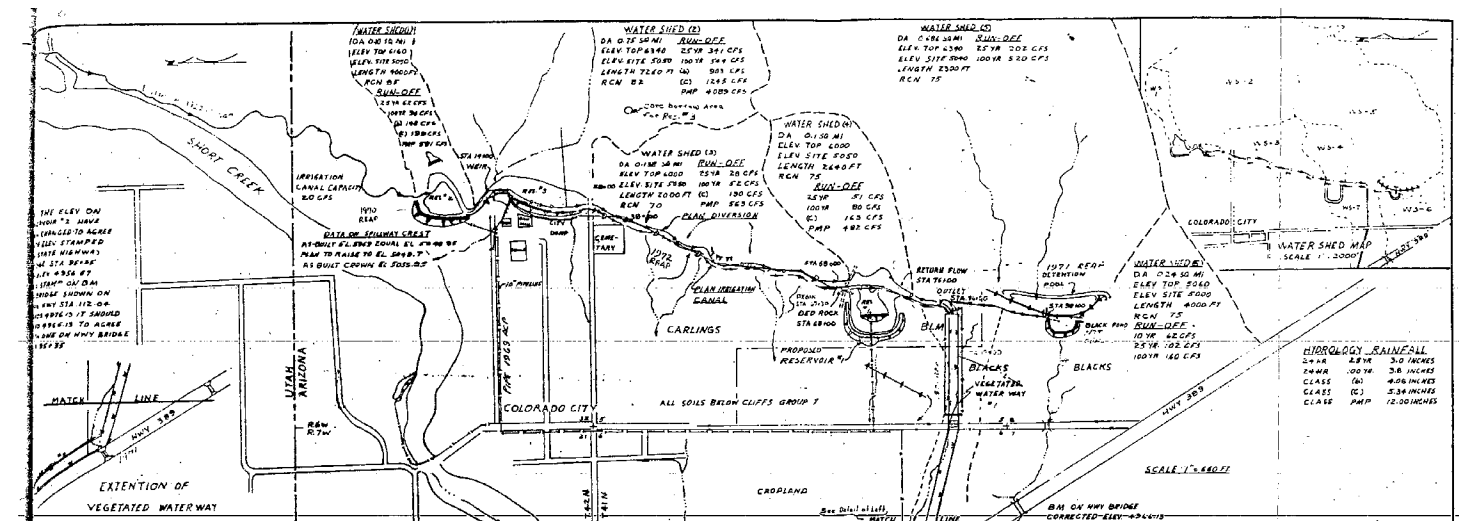


Figure 43: Southside Irrigation System circa 1972, current distribution unavailable

Water Reuse

In the arid southwest, reuse or reclamation of wastewater is often a good source of non-culinary water. Supplanting outdoor culinary water use with reused or reclaimed water decreases the demand for culinary water sources and reduces the load on the culinary treatment plants. Reuse often has high up front cost as it requires both a separate treatment and delivery system from the culinary system. Some cost is recaptured from reducing culinary water treatment. The Wastewater Master Plan (conducted concurrently with this General Plan) did not recommend wastewater as a secondary water source. It noted that the wastewater’s salinity level would make wastewater treatment to a level adequate to permit reuse, very cost prohibitive.

Lake Powell Pipeline

The Lake Powell Pipeline (a long-term project in development by the Washington County Water Conservancy District) will carry water allocated to Utah from Lake Powell to the Sand Hollow Reservoir near St. George. The IFFP & IPA recommended continuing discussions with the Washington County Water Conservancy District (WCWCD) and Apple Valley to determine how Hildale can use water from Lake Powell. Apple Valley has expressed interest in providing bulk water to Hildale. Community leaders have met with the Washington County Water Conservancy District Director, and have been told that should the proposed infrastructure be installed, water would be available for Hildale to purchase. Discussions are ongoing with the Washington County Water Conservancy District in anticipation of potential future benefit to Hildale however, the cost and feasibility of any WCWCD connection remains unknown.

Water Resource Policies, Objectives, and Actions

Goals

- 1. Continue to provide a high quality water supply to support existing and future development.

Policies

- 1. All annexations will transfer water development rights to the City.
- 2. Support using wastewater as a secondary water source, if and when it becomes cost effective.
- 3. Increase fire protection in deficient areas.
- 4. Discourage development above 5,110 feet due to water pressure limitations.
- 5. Seek funding sources to develop water resources to meet demand.
- 6. To keep costs low, continue to pursue alternatives to culinary water usage such as conservation, irrigation wells, and reuse.
- 7. Promote low water gardening and landscaping.

Objectives

- 1. The cities shall develop non-culinary water sources, such as the use of shallow wells, to irrigate city facilities and parkland.
- 2. New development will preserve riparian areas and dry washes to support groundwater recharge.

Actions

- 1. Encourage water conservation, discourage run-off, and increase infiltration by:
 - a. Developing and adopting agricultural guidelines such as drip irrigation, use of compost and mulch, cover crops, and conservation tillage;
 - b. Developing and adopting drought resistant, native landscape guidelines and green infrastructure techniques that limit impermeable infrastructure in public rights-of-way, retail, industrial, and civic areas; and

- c. Encouraging conservation by major industrial and commercial water consumers and evaluating water conservation incentives for other development.
- 2. Further investigate the feasibility of using wastewater as a secondary water source. Use investigative testing of the wastewater collection system to identify if salinity is a local or is a system-wide issue. Contract with a recognized lab to analyze samples.
- 3. Work with the Bureau of Land Management to create rights-of-way for new municipal water infrastructure.
- 4. Continue to investigate the feasibility of additional water sources such as purchasing culinary water from Apple Valley and Washington County Water Conservancy District.
- 5. Evaluate the deficiency of water pressure for firefighting.
- 6. Continue to evaluate the water treatment system to improve water quality.



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HILDALE CITY GENERAL PLAN **6**
Utilities and Services

It costs approximately
\$300,000 to pave one city
block.



6 Utilities and Services

Reliable and low cost utilities and services help keep household costs low and increase residents quality of life.

The community's rural setting requires a mature administration that can address the increasing responsibilities and costs associated with rural municipal management. Disconnected from large regional centers and the utilities and services they provide, residents rely on local agencies to provide utilities and services.

Fortunately, the municipal administration is staffed by strong capable leadership that delivers utilities and services in an efficient, cost effective manner.

Utilities and services are generally reliable, but some facilities are aging or underperforming. Deficiencies are

primary the result of budgetary restrictions.

Recommendations in this chapter are designed to:

1. Address gaps in services and underperforming utilities, and
2. Encourage the ongoing and cost effective delivery of utilities and services.

Recommendations do not replace, but supplement departmental plans. They are long-term strategies designed to support existing and future development.

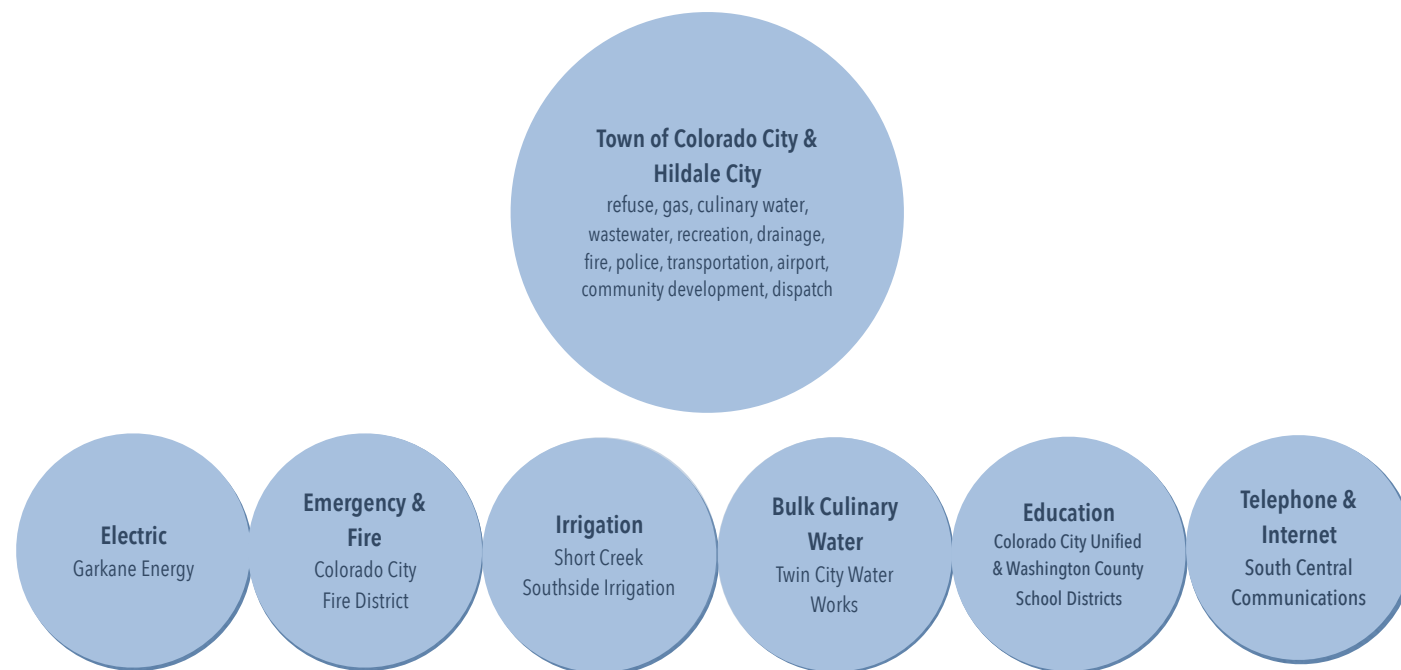


Figure 44: Service and Utility Providers

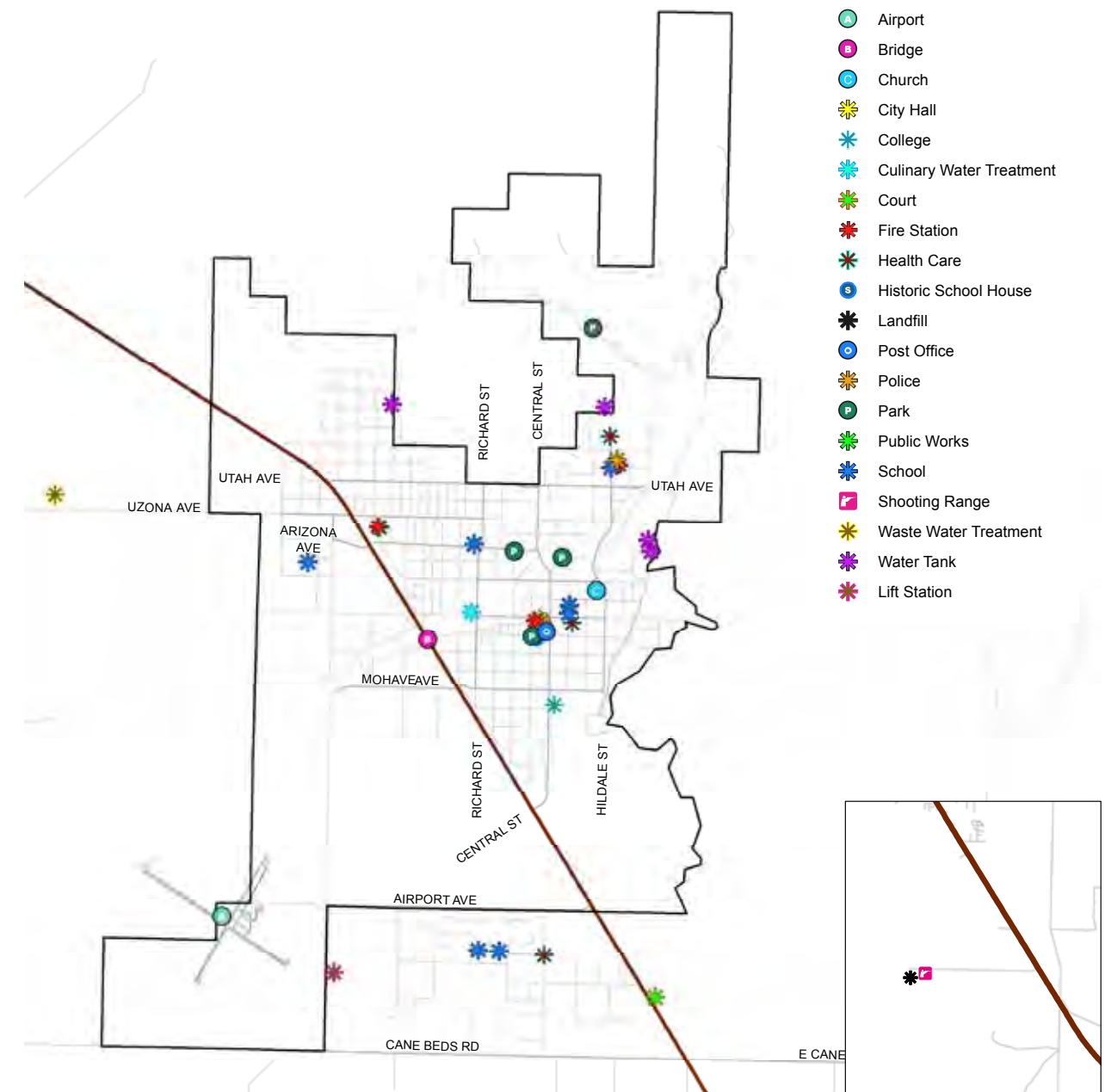


Figure 45: Facilities (Inset located south of Colorado City).

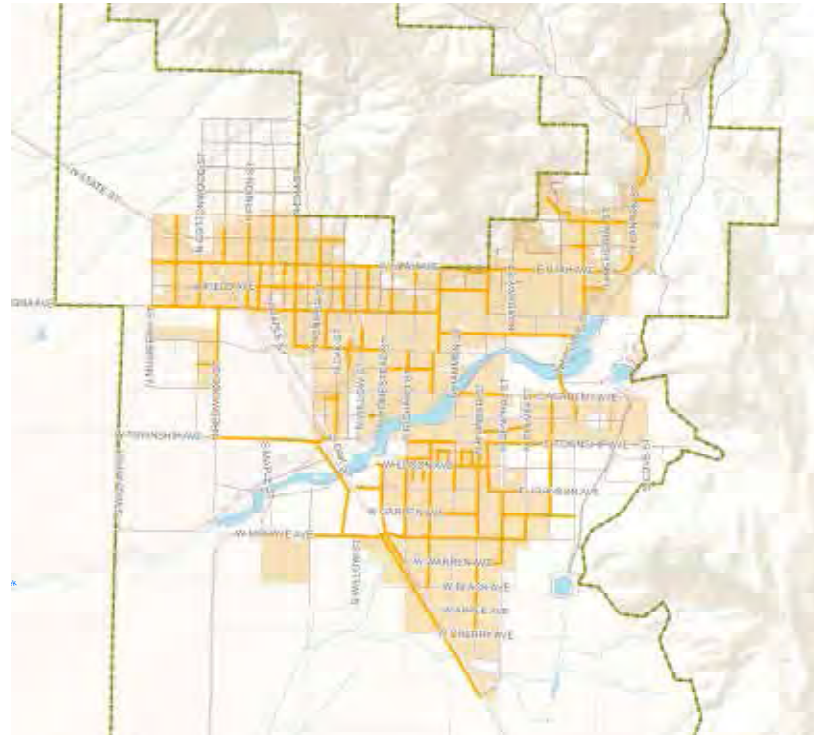


Figure 46: Gas Distribution Service Area

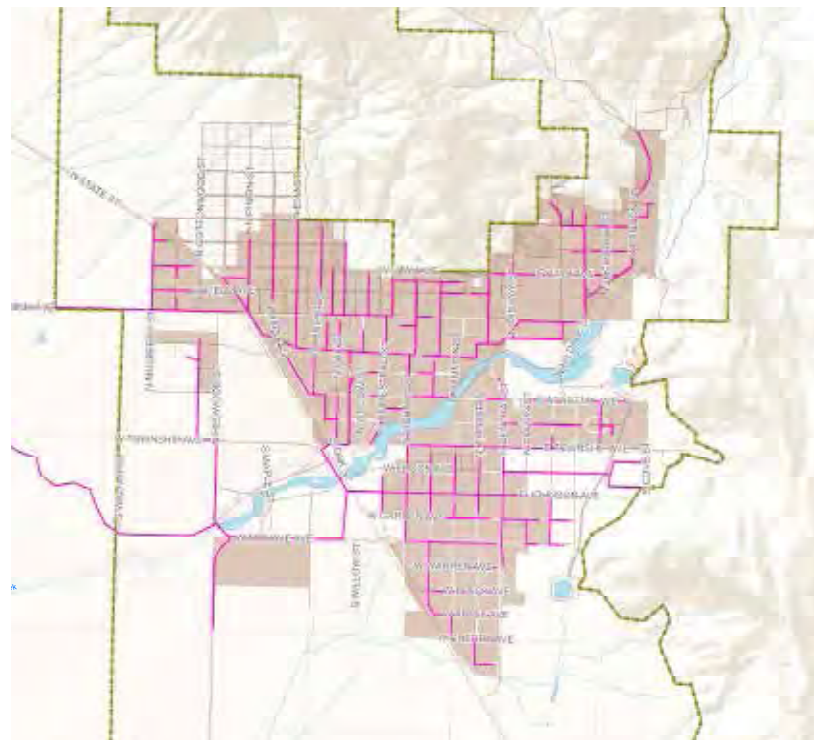


Figure 47: Wastewater Collection Service Area

Administration

Recognizing the efficiency of united utilities Hildale and Colorado City developed intergovernmental agreements (IGAs) to unite their municipal utilities and public services. IGAs unify the following public utilities and services: culinary water, wastewater, gas, public works, refuse, police, fire, emergency medical services, building inspection, and dispatch. IGAs help reduce overhead and lower household costs.

Today, the Hildale and Colorado City administrations are both outgrowing their existing facilities. They would like to co-locate their administrative facilities to help reduce the overhead associated with jointly administered utilities and services. While a specific location has yet to be selected, the ideal location for the joint administration is near the intersection of the highway and the state boundary.

Private or non-municipal utilities and services include Power, telephone, internet, health, and education.

Utilities

Municipal Utilities

An intergovernmental agreement between Hildale and Colorado City unifies the administration of gas, culinary water, and wastewater services under the **Utility Board**. The board oversees the Wastewater, Water, and Gas Departments and is accountable to both city councils. Rates for the utilities are set by the city councils.

Culinary Water

The unified **Water Department** collects, treats, and distributes culinary water to customers. The biggest challenge facing the department is the development of new quality water sources. (For information on culinary water please see Chapter Five.)

Wastewater

The wastewater system belongs to Hildale City but functions as a joint utility. The **Wastewater Department** manages the collection and treatment of wastewater. The wastewater treatment plant is one of the largest lagoon treatment plants in the state of Utah. Currently the plant is underperforming. The Utility Board continues to add aeration to address deficiencies. The treatment plant needs to expand but is surrounded by private property. A Wastewater Plan being developed concurrently with this plan will address plant deficiencies.

The Wastewater Department currently provides wastewater services to Centennial Park, Arizona. It collects, pumps, and treats Centennial Park’s wastewater at the treatment plant in Hildale. Currently, the utility bills Centennial Park customers individually, but both Centennial Park and the Utility Board are interested modifying the current arrangement to better meet the needs of both entities. Centennial Park would like to purchase bulk wastewater treatment services based on bulk flow volume rather than the current arrangement billing on a per customer basis.

Gas

The **Gas Department** operates the gas system under oversight of the Utility Board. The department has two separate gas distribution systems: natural gas in Hildale and propane in Colorado City. The department purchases natural gas from Questar. Gas is delivered to Hildale through a high pressure pipeline that connects to Questar’s system in Hurricane, Utah. It runs from Hurricane through Apple Valley to Hildale, a distance of 22 miles. The pipeline requires periodic repair and will eventually require replacement. The propane system in Colorado City has 3, 30,000 gallon tanks. The department purchase propane from Garkane Propane Inc.

Both the propane and natural gas systems have pressure problems on their “unlooped” dead ends. Pressure problems are most severe on dead ends farthest from the distribution sites. Pressure problems are exasperated during high use times. Recognizing pressure issues, the department has been steadily implementing improvement projects that loop dead ends.

The department would like to unify the gas utility by transmitting natural gas across the state line, but it needs Questar’s buy-in. Although the department has expressed its interest Questar has been reluctant to agree to the concept as doing so would require Federal Energy Regulation Commission (FERC) approval and Questar to submit an annual report to FERC.

Power

Garkane Energy (GE) is an energy cooperative that provides power to municipal customers. It builds and maintains the electric grid and sells electricity to customers in both municipalities. Currently GE builds all its utilities above ground.

Undergrounding utilities can create significant community benefits. Undergrounding improves community aesthetics and protects scenic views e.g., undergrounding can help maintain the Vermillion Cliffs’ scenic value. It can also improve reliability and help reduce wildfire risk in fire prone areas and allows communities to undertake improvement projects such as sidewalk widening and tree planting. Underground utilities avoids utility disruptions from falling tree limbs, high winds, and heavy snows.

Undergrounding utilities can also increase consumer costs. GE generally undergrounds utilities if required to do so, however it also typically passes the additional cost associated with undergrounding utilities to its customers.

GE prefers not to switch back and forth between underground and above ground transmission lines. They have found that switching back and forth can create distribution problems. Currently, a significant portion of the existing electric grid is above ground.

Independent Power Systems

Traditionally, consumers have had few affordable options for power other than buying it from large centralized power producers. Historically, independent power was generally considered expensive or unreliable and therefore was relegated to niche markets. Today, rapidly decreasing prices coupled with less expensive, more efficient power storage systems are making independent power from renewable sources more reliable, cost-effective, and in some cases affordable even without government incentive programs, which have grown in recent years. Forecasts indicate the price of renewable energy systems will continue to drop. **Increasing affordability combined with net metering laws¹ that create redundancy for those with independent power systems should continue to make renewable independent power systems more desirable.**

Internet and Telephone

South Central Communications (SCC) is a communication cooperative that provides traditional telephone and internet service to members in both Hildale and Colorado City. It is currently expanding its fiber optic network. Fiber optic lines create high speed, reliable internet service that support business development and economic growth. Currently, SCC has fiber optic trunk lines along a few roadways in Hildale and Colorado City, see Figure 48.

¹ *Net metering laws are state laws that allow power customers who generate some or all of their power to connect to the power grid. When those customers produce surplus power they can transfer power to the power to the grid and offset the cost of power drawn from the grid at other times.*



Figure 48: Fiber Optic Lines

Today, any resident or business located within one thousand feet of an existing fiber optic line can connect to the fiber optic network for free, additional extensions costs twelve dollars per foot. Generally connections can be installed within sixty days. SCC plans to provide fiber optic access to the whole community by the year 2030.

Utility Siting and Design

The siting and design of utilities can impact the quality of the pedestrian environment. They can also make redevelopment difficult. Siting and design should minimize impacts on viewsheds, avoid creating costly redevelopment issues, and generally improve the character of the community.

UTILITIES AND SERVICES

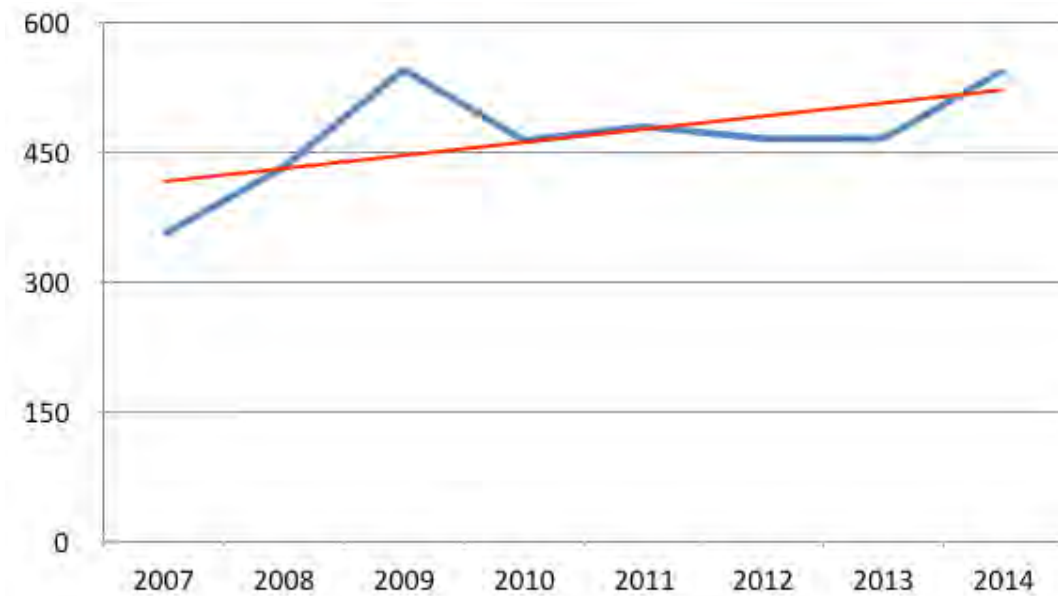


Figure 49: Trend in Criminal Activity

Services

Public Works

Hildale and Colorado City share the Public Works Department. Public Works builds and maintains “visible” public infrastructure. It oversees road, facility, building, stormwater, and park maintenance. Notably, Public Works operates a screen plant to prepare road base at the site of the old wastewater treatment lagoon. Most of the department’s equipment is in good condition. Ongoing issues include upgrading equipment and finding and retaining qualified employees. The department has difficulty repairing facilities damaged by flood events.

Refuse

Public Works Department partners with the **Arizona Strip Landfill Corporation (ASLC)** to collect and deposit refuse. ASLC serves Colorado City, Hildale, Cane Beds, Centennial Park, Moccasin, and Fredonia. The landfill is just south of Colorado City and has projected capacity for fifty more years. Occasional dumping on public and private land is an ongoing issue. Each spring Public Works and ASLC organize a one- or two-week community clean-up meant to encourage proper disposal.

Public Safety

Public safety includes: police, fire, and emergency medical services. Public safety is provided by multiple agencies. Interagency and cooperative contracts with surrounding agencies help create a regional mutual aid support system.

Hildale and Colorado City share police services commonly referred to as the **Marshal’s Office**. They operate out of the Colorado City Town Hall and have a satellite office at Hildale City Hall. The Marshal’s Office routinely responds to emergency calls in the surrounding area outside of the city limits.

The Marshal’s Office has documented an increase in crime over the past decade (See figure 49). The department needs a second on-duty officer and a separate detective and new facilities to maintain adequate police and detective services and for officer safety.

The Marshal indicated the following improvements would help increase safety in town:

1. A safe highway crossing for school children such as a pedestrian underpass at Arizona Avenue;
2. Acceleration/deceleration lanes added to the highway at Mohave, Uzona, and Arizona;
3. Improved street lighting at major intersections;

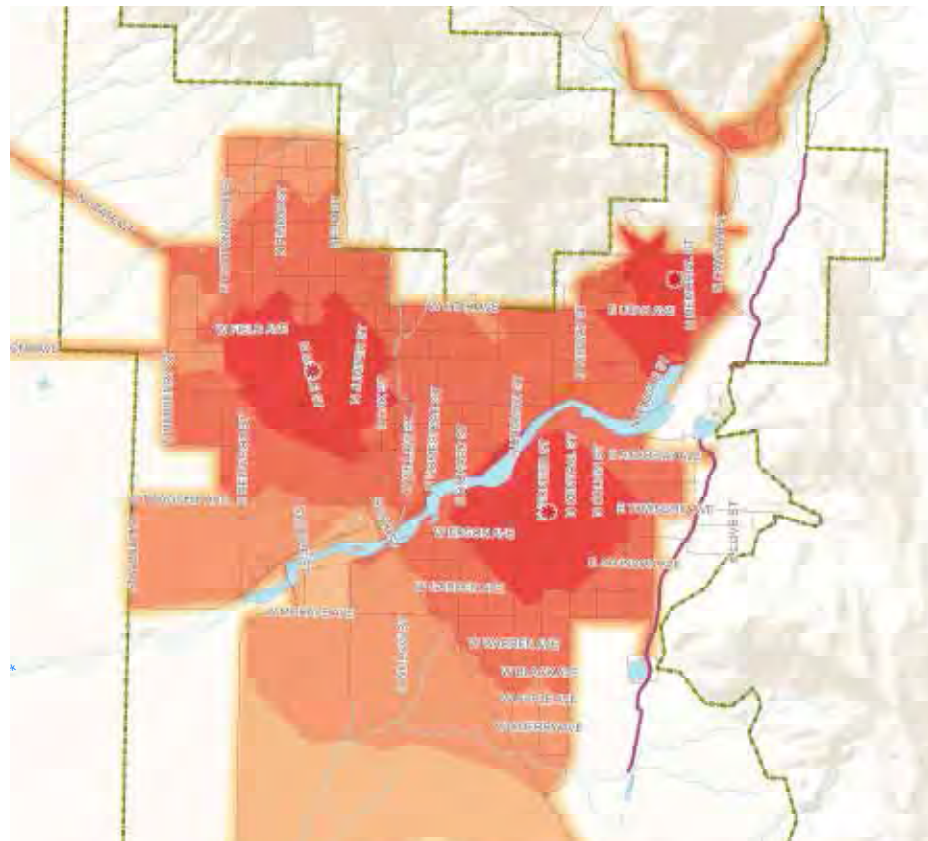


Figure 50: Fire District Service Areas

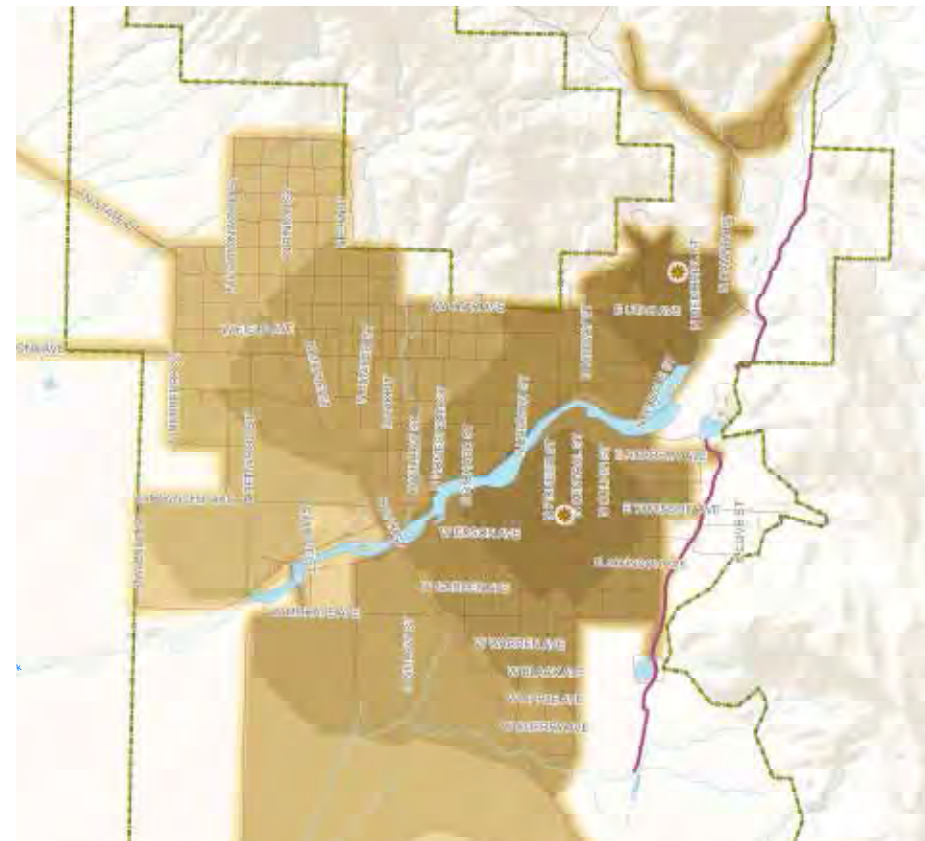


Figure 51: Marshals Office Service Areas

4. An upgrade to the radio system to allow direct communication with regional departments;
5. A tourist parking area at the Utah and Arizona welcome signs — people currently stop at these signs to take pictures and park in unsafe locations; and
6. Planning considerations that encourage stability and safety in higher density areas.

The Colorado City Fire District is a separate legal entity that serves areas outside the city limits including Colorado City, Apple Valley, Centennial Park, Cane Beds, Pipe Springs, and Moccasin. The district is an all-volunteer department that provides municipal and wildland fire protection, search and rescue, and emergency medical services. The District operates cooperatively with the **Hildale City Fire Department**.

Fire companies man three local fire stations:

1. A Hildale fire station adjacent to Hildale City Hall,
2. A Colorado City fire station adjacent to the Colorado City City Hall, and
3. A temporarily station located at the Public Works' maintenance building in Colorado City.

The district lacks a proper training facility and it needs a new station so it can move out of the Public Works' maintenance building. It is actively seeking a location to build a new fire station and training facility.

The district recognizes the potential for increasing wildland fire risk as new development encroaches into wildland areas, such as in northeast Hildale and supports develop guidelines that reduce that risk.

The Communications Center is a shared resource. It provides 24-hour 9-1-1 answering services and dispatches police, fire, and medical response. A separate dispatch IGA is maintained with the fire department which indirectly serves Cane Beds, Centennial Park, Apple Valley, Utah, and the Pipe Springs, Arizona area.

Health

Page Hospital, in partnership with Banner Health, have a part-time mobile clinic staffed with a physician and physician assistant. They provide regular outpatient services to the community. Other non-profits, religious organizations, and private health service providers also serve the community at large.

Education

Some children attend public or private schools, others are home schooled. The **Colorado City School District** and the **Washington County School District** offer primary and secondary education at two elementary schools and one



Figure 53: Mohave Community College Expansion Plan

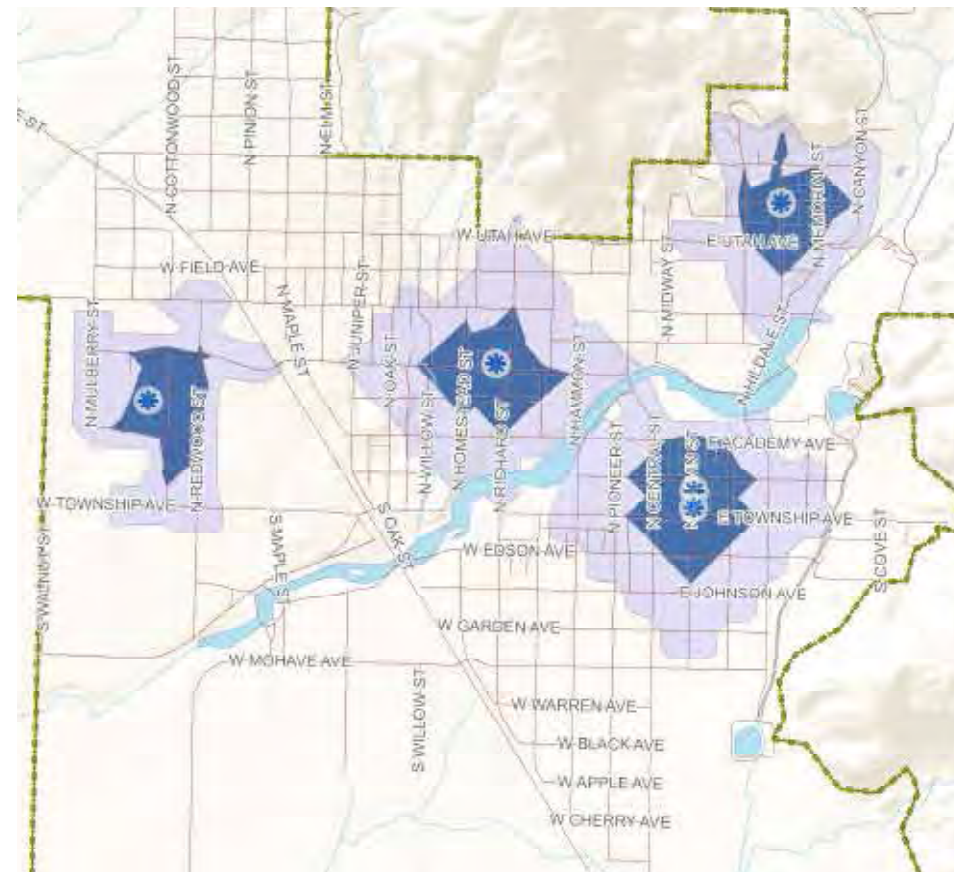


Figure 52: School Service Areas



Figure 54: El Capitan School Expansion Plan

high school. **Masada Charter School** and **Colorado City Academy** located in Centennial Park are private schools that together offer primary and secondary education.

Estimating facility needs has historically been difficult, as attendance levels have been highly variable. In 2014 alone the Colorado City School District enrolled 100 new students. Water Canyon School in Hildale has also had a sharp incline in attendance. Both districts foresee the need for additional elementary schools in the near future. (Please see Future Elementary Schools in Chapter Three and Figure 27 Future Land Use Map for more information.)

Safe, accessible routes from residential neighborhoods to elementary schools encourage biking and walking to school, which improves students health and academic performance. It can also ease traffic congestion and improve air quality. Barriers such as major roadways without proper pedestrian crossings reduce safety and can discourage walking and biking. Future elementary schools on the future land use map are located in residential area to encourage walking and biking from residential areas.

Mohave Community College's (MCC) Northern Campus is located on Central Street in Colorado City. MCC provides affordable higher education. MCC offers associates degrees, certificates, and personal enrichment courses. MCC's current curriculum is primarily focused on nursing, but it is building its GED program. The campus has a library, a computer lab, and hosts performing and visual arts events — all are open to the public. Classrooms and space for meetings and webinars are made available to the public for a fee. For a nominal fee MCC will customize curriculum and conduct classes that fit community or organizational needs. It recently conducted Spanish classes for the Colorado City Fire District. The College anticipates expanding when funding is available (See Figure 53).

Utility and Service Policies, Objectives and Actions

Goals

1. Keep household costs low with the efficient management and delivery of public infrastructure and services.
2. Provide reliable infrastructure and services.

Policies

1. Support unifying the gas system by obtaining FERC approval to transmit natural gas across state lines.
2. Support independent distributed renewable energy.
3. Support recycling efforts.
4. Work with Colorado City guide growth and provide unified utilities and services.

Objectives

1. Coordinate with other utility providers when improving streets and other underground utility infrastructure, e.g., South Central Communications to inquire about installing conduit and vaulting and facilitate growth of the fiber optic network.
2. Improve system-wide pressure and reliability of gas and water infrastructure by:
 - a. Avoiding the installation of dead end gas and water lines; and
 - b. Looping existing dead end lines.
3. Design and site utilities and infrastructure to minimize their visual impact, avoid obstructing scenic vistas, improve community character, and avoid creating costly redevelopment issues.

Actions

1. Work with local schools and state Safe Routes 2 School agencies to secure funding and improve safety for students who walk and bike to school. (See Chapter Seven Cost of Development for more information on the Safe Routes 2 School Program.)
2. Work with school districts to co-locate future parks and schools.
3. Facilitate discussions between both school

administrators and private landowners to help identify and reserve locations for future schools.

4. Enlist assistance from the Colorado City Fire District and the Hildale City Fire Department to refine the WUI boundary, update the Community Fire Protection Plan, and review the 2006 Utah's Wildland-Urban Interface code for appropriate local regulations.
6. Work with adjacent property owners to secure land for wastewater plant expansion.
7. With assistance from Centennial Park, evaluate the feasibility of:
 - a. Transferring ownership of the lift-station near the Colorado City Airport to Centennial Park; and
 - b. Revising the agreement between the Utility Department and Centennial Park from the existing pay per customer basis to bulk treatment billing.
8. Work with Garkane Energy to encourage underground electric utilities where possible while maintaining reliable electrical services. Where undergrounding is not possible, update design criteria to limit the visual impact of new transmission poles, such as painting new poles brown or earth-toned. Prioritize undergrounding in commercial areas, the Wildland-Urban Interface, and in elevated areas visible throughout town.
9. Conduct an assessment for relocating a joint Hildale/ Colorado City town hall near the state line and Hildale's main commercial area.



HILDALE CITY GENERAL PLAN **7**
Cost of Development



New development will help maintain and improve our community and provide sufficient resources to avoid burdening our existing population.



Developing public infrastructure and services to support new development is a costly endeavor.

Adequate public infrastructure and community services — such as roads, utilities, parks, and emergency services — support our community’s well-being and our residents’ quality of life. Their design, construction, administration, and ongoing and long-term maintenance requires a steady stream of funding and recent events have reduced traditional funding sources.

Growth, in the form of new development, increases pressure on public infrastructure and community services. Depending on the intensity and location of new development, it can (and often does) require the extension of new infrastructure and expansion of facilities. Extending utilities and expanding facilities requires significant up-front capital investment and a large portion of land within our municipal boundaries is undeveloped and lacks utilities and services.

When the pace of new development is slow — a few home and business are constructed each year, the annual cost of extending services and infrastructure is relatively low, and the revenue provided by traditional sources (e.g., local taxes, revenue sharing, and grant funding) is often sufficient to off-set the cost of development. When the rate of new development increases, the annual cost of extending infrastructure and service rises and traditional funding sources become insufficient.

Today, although the projected population growth rate is low, the demand for new development and redevelopment has more potential. A substantial portion of the population are youth transitioning into

young adults, and many general plan participants expressed a desire to relocated their families or businesses to undeveloped land within the municipal boundary. Plus, legal challenges have diverted community resources; public financing options have decreased in the years following the Great Recession; and a major public land owner and community benefactor (the UEP Trust) has stopped maintaining parks and

contributing to community development. Maintenance problems compete for scarce resources — e.g., roads need paving, dilapidated parks need maintenance, and roads damage from flooding need repair. These factors increase the urgency of developing new funding sources to support new public infrastructure and community services.



Figure 55: Regional Impacts Fees

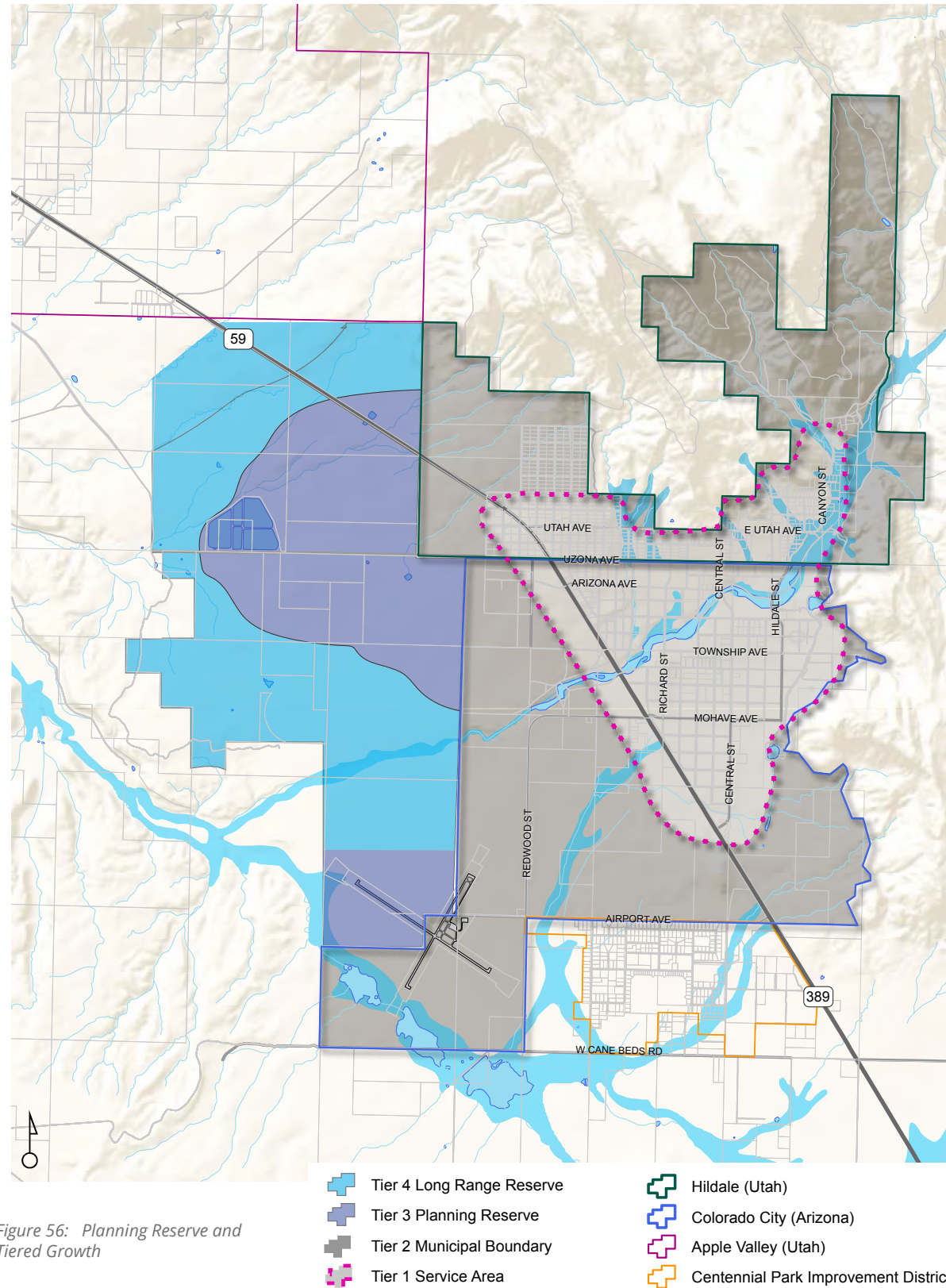


Figure 56: Planning Reserve and Tiered Growth

This chapter contains growth strategies aimed at limiting infrastructure and services costs and creating funding options that provide revenue for expanding infrastructure and facilities. Strategies are designed to encourage new development and redevelopment without overburdening existing facilities, programs, and infrastructure. They balance the needs of new development (extending infrastructure and services) with those of existing development (existing maintenance problems and utilities deficiencies).

Meeting residents public services expectations allows municipalities to improve and protect residents' quality of life, but service expectation change with time. New technologies change infrastructure and service option, fiscal constraints vary with local and national economic performance, and changing demographics profiles result in different expectations. As our youth become young adults and new people move to town they bring new service expectations. When resources permit, continuing to monitor changing infrastructure and service expectations will allow us to match services to changing community expectation.

Development Should Pay Its Fair Share

New development should not overburdening existing residents by making them pay for the extension of public infrastructure and services for that development. New development should pay its own way — i.e., it should pay its proportional cost of extending utilities and expanding services. Requiring new development to pay its fair share requires proper accounting of the benefit accrued to new develop from infrastructure and services to assigning those development costs. Proper fiscal accounting includes identifying how new development contributes to public finance.

Efficient, Cost Effective Growth

All else equal, extending services and utilities a short distance is less expensive than extending them long distances. Development within or adjacent to existing services and utilities costs less than development away from those services. Extending services through vacant areas to support distant disconnect development requires more miles of roadway, sewer lines, water lines, etc. Distance also adds travel time to the delivery of services, and increases commute time contributing to air pollution.

Reuse, redevelopment, revitalization, or infill — development in areas already served with utilities and services — helps maximize current public investment and reduce maintenance costs. When capacity is available new construction in areas where infrastructure and services exist can connect to existing utilities and be served by existing services reducing the overall cost of development.

The City should focus public investment to encourage efficient growth — in areas already-served first and then sequentially outward. A tiered growth strategy (See Figure 57) should encourage sequential growth in tier one first, then tier two, next tier three, and finally tier four.

Tier 1: the *Service Area Overlay* encompasses the area where most utilities, infrastructure, and city services are currently available.

Tier 2: includes the area outside the *Service Area Overlay*, but within current municipal boundaries, where landowners expect utilities and services as they develop.

Tier 3: *Planning Reserve* is the area encompassed by, and in close proximity to existing infrastructure, including the existing wastewater treatment

plant, wastewater mains, along the road between the wastewater treatment plant and Utah State Route 59, and the Colorado City Airport property.

Tier 4: *Long-Range Reserve* includes contiguous private land west of town and the Planning Reserve.

The tiered growth strategy should encourage the cost effective expansion of infrastructure and services in a way that should not overtax community resources.

Intergovernmental Agreements

Recognizing the efficiency gained by unifying municipal departments the Colorado City Town Council and Hildale City Council established intergovernmental agreements (IGAs) that unite the cities’ municipal administration (building inspection), utilities, and public services. IGA’s unify the following utilities and services: gas, wastewater, culinary water, public works, refuse, building inspection, police, and dispatch. The City has also developed partnerships for efficiency with Utah Courts, the Colorado City Fire District, and Washington County Sheriff for jail facilities.

Funding Options

Today local taxes, state revenue sharing, voluntary contributions, grants, impacts fees, and developer dedications help provide or fund infrastructure and facilities. Still, existing funding sources have not addressed all gaps in infrastructure or services.

Other mechanisms can help finance public facilities and utilities and keep household costs low include bonding, special taxing districts, development fees, in lieu fees, facility construction, dedications, and service privatization.

Adequate public facilities ordinance (APFO) is a growth management tool that helps coordinate the timing and provision of public infrastructure with new development. Before a developer can apply for development permits, they must prove there are adequate resources in the community. Communities tie development approval or denial under an APFO to their capital improvements plan which must show a reasonable effort to make resources available.

Bonded debt includes general obligation bonds, revenue bonds, certificates of participation notes and municipal property corporation bonds. Bonded debt is used to finance public projects that are too large to fund on a “pay as you go” basis. Development fees, user fees, property taxes and similar sources are used to repay the bonds over time. General obligation bonds require property tax.

Development agreements define who bears the cost of extending utilities. They can encourage construction with independent water and sewer systems with the caveat that development connect to municipal utilities in a reasonable time period when mains are within a reasonable distance.

Dedications convey land from a private owner and are gifted to a municipality. Subdivisions streets are often acquired by this method. Once conveyed, the municipality (public) must maintain those conveyances creating significant future liability. Fee in lieu allow a private land owner to pay a fee rather than dedicate land.

Grant funding from both federal government and state sources is essential to the development of public infrastructure. Grant programs and agency priorities change with time. The City should continue to monitor grant funding sources and apply for grant funding from available sources. State programs of relevance to the General Plan include the Safe Routes 2 School program

and the Community Impact Fee Fund. Relevant federal grant programs include the Community Development Block Grant Program, the Surface Transportation Block Grant Program, and the National Highway Performance Program. The City should also work closely with regional planning agencies that distribute federal funding. (For more information on each City’s regional planning agency please see Chapter Eight.)

Impact fees are a growth management tool used to pay for the expansion of public infrastructure, by requiring developers to pay their proportionate share of the costs. They require a link between the fee charged and the benefit accrued. In 2014 the City adopted the Culinary Water Impact Fee Facilities Plan and Development Impact Fee Analysis (IFFP & IFA).

Private / public partnerships can discount capital or maintenance costs. For example, local construction companies can receive tax breaks for donating their services to construct public infrastructure or tasteful local advertising near sports facilities can provide funding for park maintenance. Programs that recognize volunteer contributions such as “adopt a park” programs can improve maintenance and create civic pride.

Special taxing districts such as improvement districts, can be used to finance services, and street and utility improvements. These districts are typically used in areas that are already developed. They could be used to enhance the curb appeal of highway commercial areas. Property owners are largely responsible for repaying bonds associated with special taxing districts through property tax assessments.

Cost of Development Policies, Objectives, and Actions

Goals

- 1. New growth will pay its own way.
- 2. Encourage efficient, cost effective development.
- 3. Meet local service expectations.

Policies

- 1. Place an emphasis on capital projects that service development within the Service Area Overlay when evaluating and prioritizing future capital improvements.
- 2. Encourage sequential development starting in areas with existing services and utilities and incrementally expanding into areas less well served.

- 3. Prioritize infill development in the Service Area Overlay and then the incremental expansion of new development from the Service Area Overlay boundary.
- 4. In areas far away from existing development and on a case-by-case basis consider allowing independent water and sewer systems with the caveat that development connect to municipal services in a reasonable time period when mains are built within a reasonable distance. Use development agreements to define the responsibility and burden of cost associated with the construction of new infrastructure.
- 5. Equitably distribute the cost of new public infrastructure and community services.
- 6. Monitor changing services expectations.
- 7. Pursue all feasible and allowable funding mechanisms to ensure new development pays its fair share of the cost of growth such as sewer, water, parks, and road improvements.
- 8. Diversify funding mechanisms for the repair, upgrade, maintenance, and service expansion of public infrastructure and facilities.
- 9. Expand urban development incrementally to avoid expensive, "leap frog" development.

Objectives

- 1. New development shall pay its fair share of the additional facilities and services required to fully offset the burdens that otherwise would have been imposed by such new development on City facilities and services.
- 2. Growth and new development should not adversely impact current residents and should be sited in a manner that is most beneficial to the environment, economy, and conservation of resources.
- 3. Once developable land within the municipal boundary is more than 80% occupied, the City will conduct a Planning Reserve feasibility study to help refine appropriate uses and circulation. Annexation will be considered within Tier 3 first and within Tier 4 after Tier 3 is 80% developed.

Actions

- 1. Continue to evaluate alternative funding mechanisms for public infrastructure and facility improvements including: impact fees to offset the provision of wastewater and transportation infrastructure (See reference included in the 2011 Colorado City Transportation Plan.)
- 2. Develop additional funding sources to maintain drainage infrastructure.



850 N

New Era

HILDALE CITY GENERAL PLAN
Economic Development

8

“It is not enough to be
industrious; so are the ants.
What are you industrious
about?” -Henry David
Thoreau

COMING SOON

FUTURE SITE OF

Benchmark
TECHNOLOGIES

State of the Art Label Printing & Converting



In rural communities community development is economic development.

Rural communities that engage their citizens in visioning and planning, maintain transparency in municipal operations, and developing an inclusive vision for the future are more likely to achieve their long-term goals. When communities act together and build off local physical, cultural, economic, and environmental strengths, their residents, businesses, and other stakeholders become advocates community development. When community cohesions grows, it supports economic growth.

The Economy Today

The local economy has diversified beyond the its rural agrarian heritage and is currently driven by construction and manufacturing (See Figure 59). Local manufacturing and construction businesses provide services throughout the United States. Construction and manufacturing are the top “primary” industries — they bring money into the local economy. Both the service and retail industries are growing.

One of the most significant, if not the most significant economic development issues facing the city today relates to ongoing legal challenges that threaten community stability and reduce the City’s ability to govern. Over the last ten years, these issues have destabilized residential and commercial markets and in some cases are threatening to destabilize utilities and services.

The United Effort Plan Trust (UEP Trust) is the city’s largest land holder and community developer. When Utah seized and reorganized the UEP Trust most homes and businesses were located on UEP Trust property. The UEP Trust started redefining the long-held notion of consecrated land and attempting to create a private land market. As the future of UEP Trust’s property became unclear and their direction contradicted long held beliefs, many businesses and homeowners became reluctant to invest in their homes and businesses. Remodels and new development declined.

Since the UEP Trust’s reorganization, hundreds of families as well as businesses have been evicted and many have moved out of town. Others started searching for alternate land in town on which they could relocate and stabilize their businesses or families while maintaining their beliefs. On-going legal challenges and Judicial, Fiduciary, and Trustees’ decisions are likely to continue to affect the community and affect the City’s ability to plan for growth and development. Long-term market stabilization strategies are partially dependent on the future of the UEP Trust, which is unknown.

Still, as these changes occur the City needs to find cooperative ways to promote economic stability and to help support and improve residents’ quality of life. Innovative strategies promoting interagency cooperation and public-private partnerships can support community development. By maintaining a commitment to community development, the City will increase the likelihood of positive economic outcomes.

Business

Local businesses are in flux. New businesses are opening (e.g., Subway, the Dollar General) as evicted businesses relocate or close (e.g., a gas station, the Meadowayne Dairy). Municipal strategies that encourage ongoing entrepreneurship and retain local business will help build a foundation for economic growth.

Proactive outreach to the businesses and the development community helps stimulate business development and construction when residential and business markets are in transition. Services that reach out to developers and encourage their understanding and confidence in the development review processes can also encourage development.

Public-private partnerships can also stimulate businesses, build trust, support creative problem solving, and even reduce public infrastructure and maintenance costs. For example, local construction companies can write off donated services reducing public infrastructure costs. Leasing select areas in sports fields (e.g., fencing around sports fields, concession buildings) to local business for tasteful advertising can help off-set ongoing maintenance costs. Maintenance is typically funded through general fund allocations, so it can free up finances for other community priorities.



Figure 57: Stable neighborhoods and businesses, quality design and amenities support economic development.

ECONOMIC DEVELOPMENT

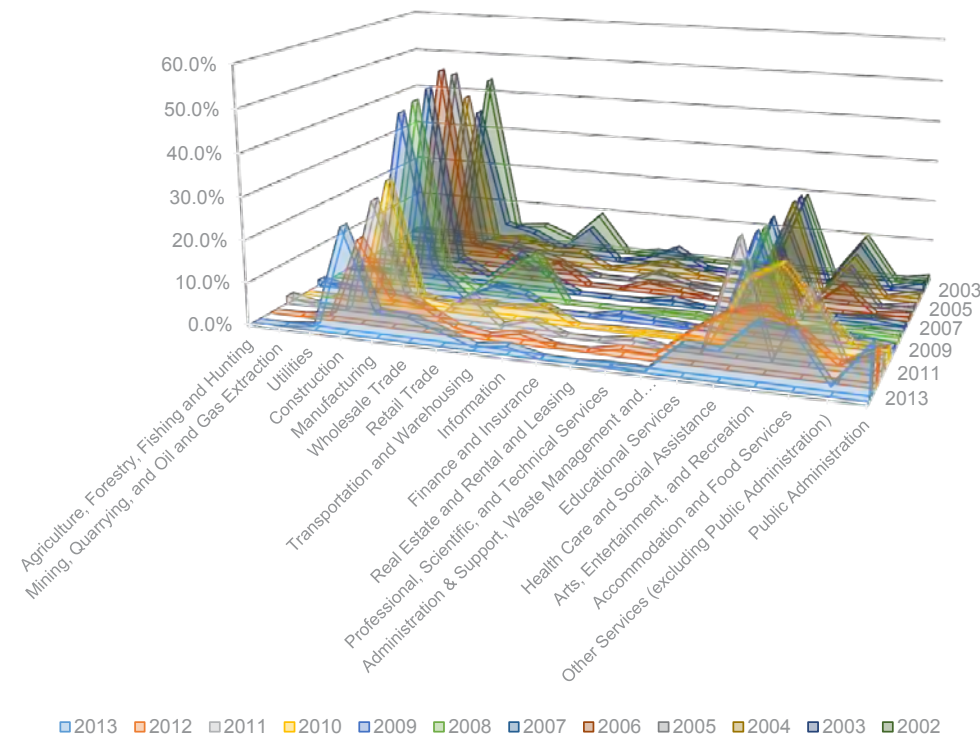


Figure 58: Economic Diversification

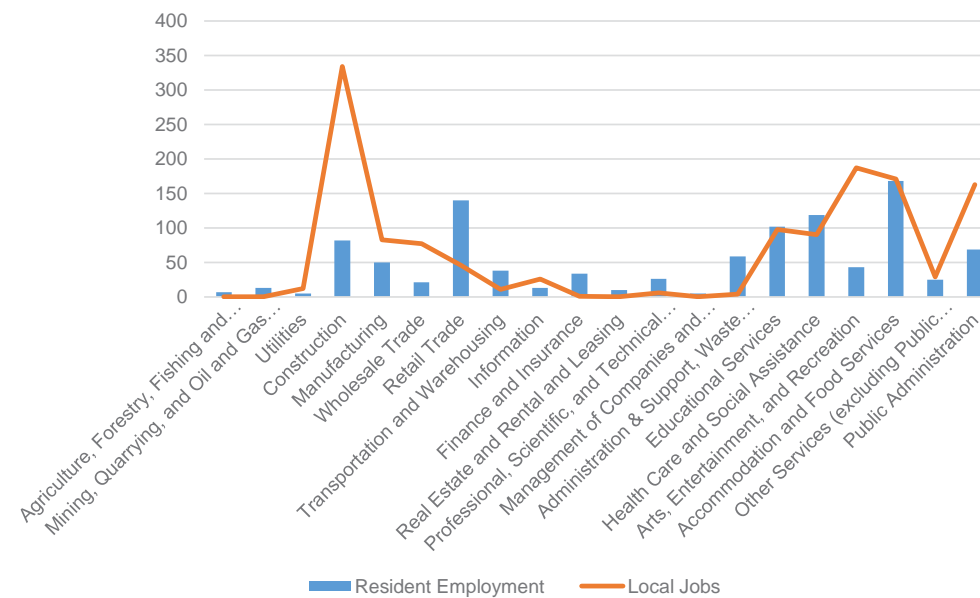


Figure 59: Resident Jobs vs Jobs in Short Creek

Home-Based Business

Historically, homes and residential properties have been economic engines. Residents open businesses along side their homes and those businesses grew. Small, unobtrusive businesses remained in or adjacent to homes and larger businesses that outgrew or became incompatible with their residential location generally relocated into the industrial parks. Some did not, they remained in residential neighborhoods and created off-site impacts. They added traffic to residential streets, create noise or noxious odors, and in some cases decreased the quality of residential living.

The City continues to support small in-home business when they are compatible with residential areas, but should develop performance standards and enforcement methods that discourage large businesses in residential areas. Recognizing that some residents may want to grow larger businesses along side their home, the Mixed-Use Industrial designation on the future land use map encourages larger home-based businesses.

Local Jobs

Construction is the community's largest industry by wages, although educational services have around the same number of jobs. The retail and service industries has been steadily growing and diversifying (See Figure 59).

Many residents commute to the St. George Metropolitan Area or surrounding communities for work. As the cost of transportation adds a significant fiscal burden, policies that increase local retail or fit the workforce to the local job market can encourage residents to reduce their costs of living. When people leave the community for work, they also often spend their money in other communities contributing to retail leakage.

Cities incentivize industrial development to promote employment and grow the local economy. One way they do is by offering cheap land with adequate utilities (e.g., roads, high speed internet, sewer, water) and other services. Both Hildale and Colorado City have industrial parks. The Colorado City's Industrial Park has power, sewer, gas, and water utilities. Colorado City offers long-term leases to business. The Hildale Industrial Park is served by sewer, power, gas, and water. Hildale has long-term leases but also sells lots to individual owners. The Hildale Industrial Park currently has no vacancy.

Interviews with business owners indicate there is an unmet demand for private industrial land in Hildale, especially land served by utilities and infrastructure. Hildale is preferred as an industrial and business location as its tax and utility costs are less expensive. The future land use map identifies new areas for industrial development including areas along the highway and west of Hildale's current industrial park.

Housing Stock

A city's housing stock includes all residential structures within its municipal boundary. It is a resource that changes with time. Without upkeep and maintenance its value diminishes. Construction materials and techniques help determine a structure's overall "life expectancy", but even houses built with the most durable material and design have many components that require maintenance in the short-term.

An aging or declining housing stock requires remodeling. Aging homes are often less energy efficient. If a neighborhoods or city's housing stock falls into disrepair, it affects the community's economic outlook and often requires complicated long-term public private partnerships to lift a city's economic outlook.

The United States Census indicates that the community's housing stock is aging. In Hildale, about thirty percent of residential structures were built after 1990; in Colorado City that number is approximately forty-five percent. The largest building boom in Hildale occurred in the 1970s, followed by a boom in Colorado City in the 1990s (See Figure 62).

Historically, residential vacancy rates have been very low, indicating a strong demand for housing. Today, building has tapered off and only a few residential structures are being remodeled or expanded. While vacancies have been historically low, with recent evictions that rate has gone up. Unoccupied structures are located throughout the community, some have been vandalized, others are unfinished and showing signs of decline.

Census statistics and a windshield survey can point to potential problems in a city's housing stock, but a more detailed assessment is needed to confirm if problems, and what problems, exist. A detailed housing assessment can illuminate those problems and identified appropriate actions. A more detailed analysis of the local housing stock is warranted.

In the meantime, qualifying residents or homeowners can take advantage of several programs that can help address existing deficiencies. The Western Arizona Council of Governments (WACOG) administers a comprehensive array of social service programs, many of them aimed at educating residents or providing fiscal assistance. Programs include education for homebuyers, homelessness prevention, home energy assistance, senior services, utility assistance, housing counseling, and financial management.

Traditional home maintenance or financing programs that provide low cost financing often require home ownership, hip, or both. City-wide or neighborhood revitalization programs aimed at strengthening the

housing stock are aimed at building confidence in the local housing market while surgically adjusting market conditions. The local housing stock and housing market are however not traditional. Many homes are located on communal lots with several other homes. Although the UEP Trust is actively attempting to diversify land and home ownership, which may create a more traditional residential market, it is unclear when and if that effort will succeed. Long-term strategies aimed at improving the local housing stock must be designed to match future conditions. In the meantime, a holistic approach that builds residential and neighborhood cohesion, makes residents feel secure in their residences so they invest in their homes, or incentives residential maintenance may help keep the housing stock healthy.

Lifecycle Housing

Lifecycle housing is a housing that meets the needs of residents as they progress through their life stages from young adult through middle age and into their twilight years. It fits the changes based on ability to pay, family size, and other factors such as the ability or desire to maintain a yard. As the community's sizable youth population transitions to young adults, demand for

low-cost 'starter' homes will grow. And as baby boomers prepare for retirement they often desire smaller homes near families. Land use and community design that supports housing diversity and small homes near walkable destinations can encourage the development of homes that meets the need of all residents and allow residents to remain in the community throughout all life stages.

This plan's future land use encourages a ranges of housing types (See Chapter Four for more information). In existing neighborhoods, near existing utilities and services, it also encourages accessory units that blend with the character of the neighborhood. In select areas, smaller cottage homes, townhomes, and multi-family units are encouraged.

Construction, architecture, site design, and neighborhood amenities all help ensure high density areas are safe and promote a high standard of living. Design of high density homes should blend with the community fabric and meet high aesthetic standards. Multifamily structures and lot layout designed to match the character of single-family homes, with small

Leakage/Surplus Factor by Industry Subsector

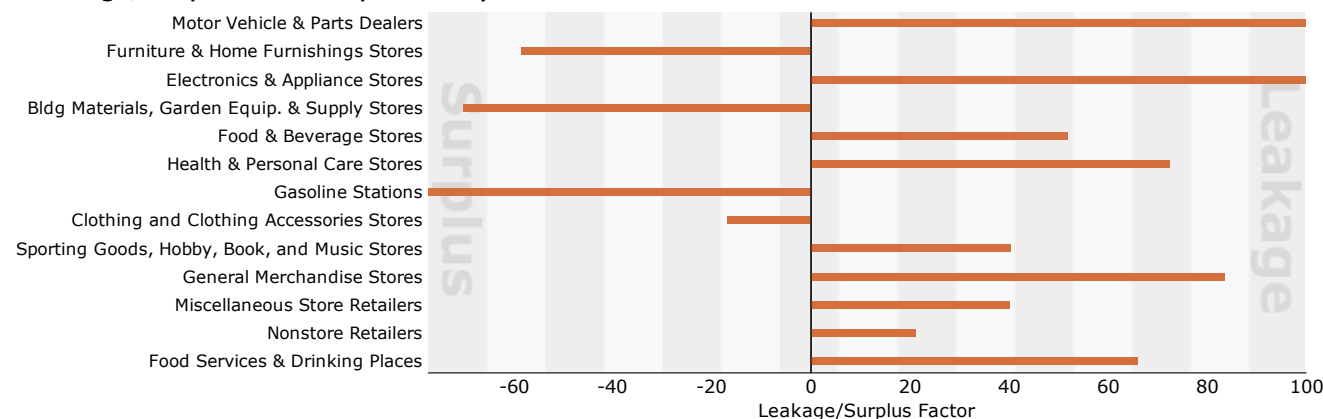


Figure 60: Leakage/Surplus Factor by Industry Subsector

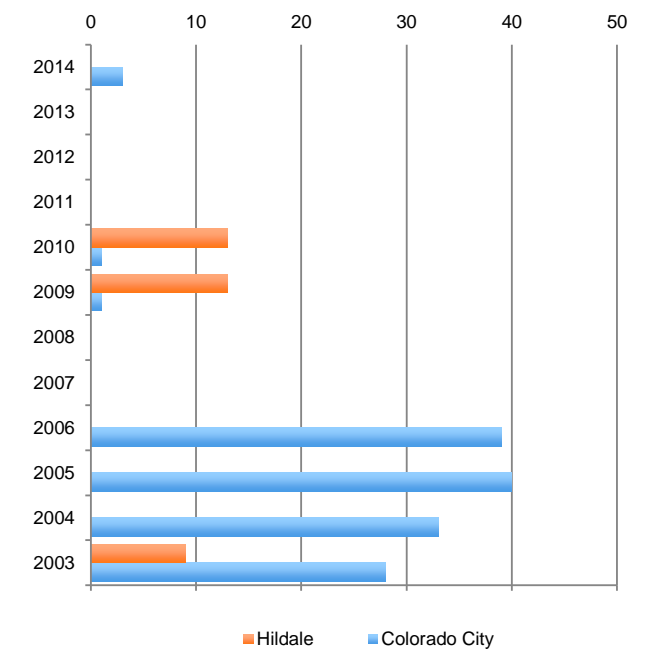


Figure 61: Recent Residential Building Trends

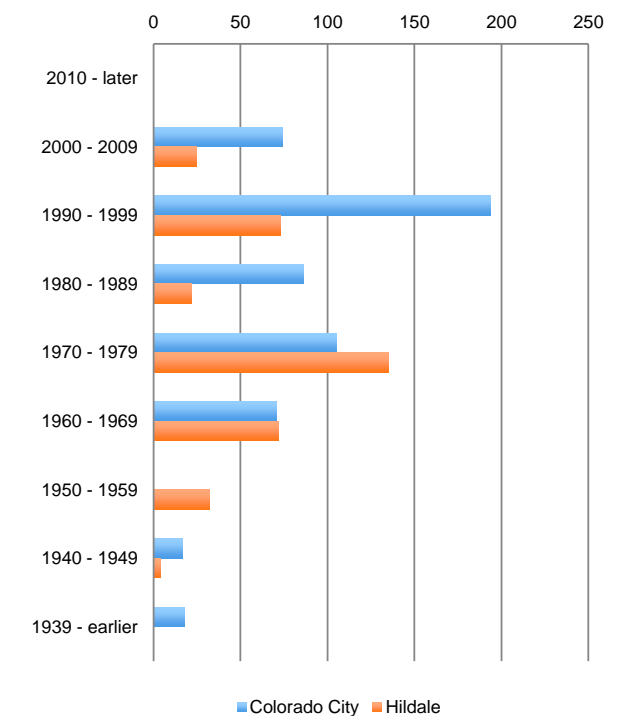


Figure 62: Historic Residential Building Trends

agricultural lots, create compatibility near single family neighborhoods. Owner-occupied units and covenants help ensure the ongoing maintenance of multifamily structures, townhomes, and cottage housing.

Leakage

Local purchasing provides sales tax revenues that support public infrastructure, facilities, and services. When residents spend money on goods and services outside their community sales tax revenues and retail profits “leak” to other communities. Leakage implies missing diversity in the local retail market, a lack of goods and services.

A brief analysis of data indicates leakage in the following retail sectors: motor and vehicle parts and dealers, electronics and appliance stores, food and beverage stores, health care and personal care stores, sporting goods and hobby stores, general merchandise stores and food and drink places (See Figure 60).

Retail performance and local retail diversity is dependent on many factors including local regulations, local and regional retail competition, and the size and location of a customer base customer base with disposable income. Although leakage is common in rural communities that lack an adequate customer base to attract large retailers, small tweaks in local regulations that support flexible retail spaces and commercial development — and modifications in the goods offered through local retailers — can help diversify the local retail industry and capture additional expenditures.

Tourism

Tourism visits to and through the Short Creek Valley are increasing. Local culture and regional geography bring tourists to town. Some tourists travel through town on their way to other public lands, state parks, or national parks and national monuments and only stop for gas or take pictures at the state border. Others come to experience the culture highlighted by the national and regional media. An increasing number are traveling through the community to areas in Water and Squirrel Canyons to take advantage of breath-taking natural features. At time of publication, ten companies had recreation permits to conduct tours on public land in Water and Squirrel Canyons.

When given the opportunity, tourists often contribute to the local economy. Those interested in local culture are often looking for small shops with local goods, novelties, restaurants, and hotels. Recreation tourists visit shops to pick-up last minute recreational supplies or to resupply their outdoor equipment. After many days camping they often seek hospitality services such as cafés, hotels, and restaurants that have good views. Tourists today are looking for more than they were a few years ago. They want to share their travels on line and often they are looking for places to work as they tour hence seek comfortable coffee shops or restaurants with Wi-Fi services.

Tourism has benefits, but it also has potential impacts such as disruption of privacy. Community design such as smaller local roadways and tourist information such as way-finding signage, discourage intrusion into residential neighborhood and help keep tourist traffic in commercial areas or on roads connecting to specific tourist designations. Hotel taxes help local governments off-set the cost of tourism traffic.

Economic Development Policies, Objectives and Actions

Goals

1. Recognize residents as the community's most valuable resource.
2. Improve the community's overall economic outlook.
3. Encourage transparency in city government.
4. Limit the negative impact of tourism such as traffic in residential neighborhoods, while capturing tourism expenditures from those who come to town.
5. Maintain a close relationships with regional and county planning agencies.
6. Create and maintain a broad-based economic vision that is compatible with the vision of this plan.
7. Stimulate and diversify local retail offerings to reduce leakage.

Policies

1. Encourage business by supporting the development of a Short Creek Business Association.
2. Work with the Mohave Community College and local businesses to offer classes that diversify the local workforce and match their workforce needs.
3. Encourage the UEP Trust to incorporate the General Plan in it's planning activities with a focus on improving community stability. Initial topics to include data sharing, lands of public importance preserved for public access, reducing hazards, and market stabilization (e.g., property maintenance, etc.).
4. Support small in-home businesses that do not change residential character and are not a nuisance to adjacent residential uses.
5. Support businesses and development that increases the number of primary jobs.

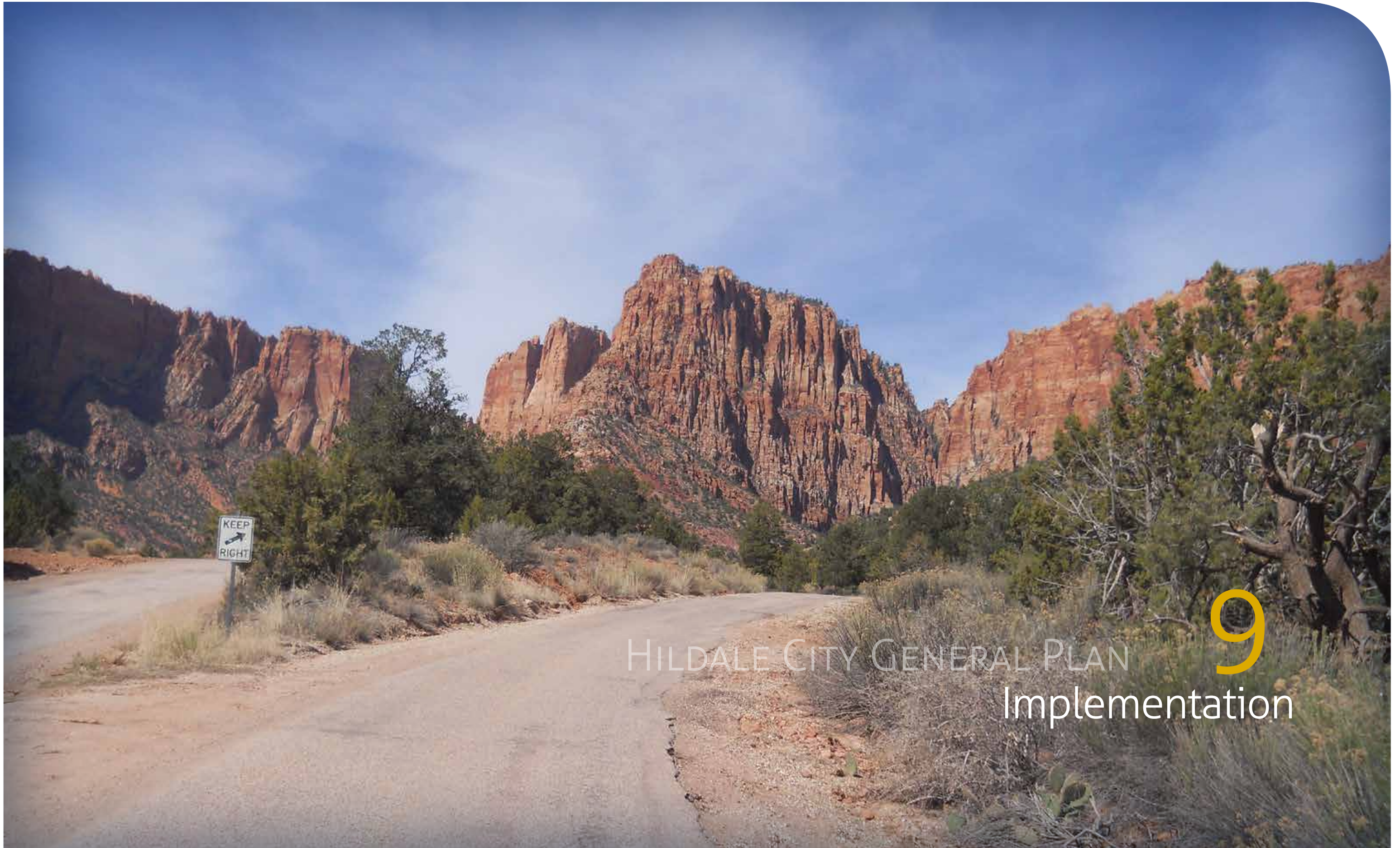
Objectives

1. Expand municipal facilities, infrastructure, and community services in an efficient manner in support of economic development.
2. Grow entrepreneurial activity in general, with a focus on activity that builds off of local economic advantages and harnesses local demographics such as agricultural spin-off industries i.e. cottage industries.
3. Significantly increase the quantity and quality of business and industrial sites.
4. Identify and reduce the visual, social, and economic affect of unmaintained and vacant properties.

Actions

1. Assess the city's housing stock. Coordinate with the Five County Association of Governments to refine their current survey tool and methodology to assess Hildale's current housing stock.
2. Invite the UEP Trust to share proposed plans with the Planning Commission.
3. Help new developers understand the development review process and development review requirements. When possible and practical discuss and consider alternative methods for financing public infrastructure.
4. Update the municipal website to include feedback mechanisms (e.g., email, comments) and post a downloadable copy of the General Plan, other city plans, municipal code, and a municipal directory on website. Include information highlighting municipal successes to help maintain a positive dialogue about the future.

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HILDALE CITY GENERAL PLAN
Implementation

9

“There is no development,
physically or intellectually,
without effort; and effort
means work.” -Calvin
Coolidge



The General Plan is a long-range, large-scale, and comprehensive policy document that helps guide future decisions.

Its road and trail alignments, land use boundaries, and facility locations are designed for planning level analysis and are typically refined during detailed planning efforts (e.g., departmental plans, capital improvement plans, or zoning). Decision-makers refer to the General Plan’s goals, policies, objectives, and actions when making short- and long-term decisions (e.g., when working with other planning agencies or neighboring jurisdictions).

Capital Improvements Planning

A capital improvements plan is a short- to mid-range plan (typically between five and ten years) that identifies, prioritizes, and schedules major capital improvements and equipment purchases. It also describes financing options for projects and equipment. It links municipal plans to the municipal budget.

Hildale City maintains a capital improvements list that is prioritized each year, and is currently implementing a formal capital improvements plan. The Utility Board maintain separate five-year capital improvements plans. The 2010 Colorado City Transportation Plan also identifies needed transportation facilities, and cost estimates, but there is currently no schedule or prioritization. To encourage General Plan implementation, community-wide coordination, and help acquire funding the City should coordinate with Colorado City to create a community-wide capital improvements plan and coordinate it with General Plan priorities.

Land Use Code

Land use codes are municipal codes that regulate land use and development. They help create safe building practices, protect and enhance property values, conserve areas of community importance, encourage the efficient development of utilities and services, etc. (See Table 7 for land use code examples.)

One of the General Plan’s growth strategies is to, “Encourage greater land use predictability and compatibility”, but the General Plan is a policy document, it is not regulatory. Its growth strategies, goals, policies, objectives, and actions become regulatory when they are codified in the municipal code.

Today, the municipal code¹ includes building codes and subdivision regulations and other design guidelines that provide a low level of predictability, but they do not determine what type of development will occur next to their land. Zoning and additional encourages greater land use predictability and compatibility. Zoning gives a parcel of land vested rights. There are many different types of zoning, some stipulate land use others building bulk and form but they all generally provide a specific right to the land owner.

¹ *The City’s existing municipal code regulates proposed development and stipulates a development review process. The City’s Ordinance No. 03-09-01 Subdivision Regulations requires evaluating General Plan consistency as part of a subdivision or development located in the Floodplain. Additional land use and design regulations are found within the city ordinance.*

Adopting land use regulations while a majority of private land is owned one by land owner is typically easier than when there are many individual owners — as the number of landowners increases, coordination and consensus become more difficult.

Regional and Interagency Cooperation

The land management decisions of neighboring jurisdictions often impact one another — especially when those decisions occur near their borders or in potential future annexation areas. The type and location of development and where roads are developed affect adjacent land uses, traffic patterns, etc. Maintaining the General Plan’s vision and growth principles requires that the City share its vision for growth with surrounding communities (i.e. Centennial Park, Apple Valley, Mohave County, Washington County and the Bureau of Land Management) and it takes the time to understand theirs.

Southern Neighbors

Mohave County and the Centennial Park Improvement Districts (CPID) guide growth and manage development along Colorado City’s southern municipal boundary. While growth in Centennial Park has been relatively flat, Mohave County recently approved a plat in Centennial Park and new development is expected soon. The CPIDs are evaluating ways to extend their services east across the highway to serve a growing demand for commercial development along the highway. Such development

Table 7: Land Use Controls

<p>Subdivision regulations are triggered when a certain number of parcels are divided. Subdivision codes help ensure large developments help mitigate the demands that new development will add to public infrastructure and help ensure development achieves local standards.</p>
<p>Building codes apply to most development and generally help in the development of safe, sanitary, and healthy construction.</p>
<p>Zoning vests a property owner with specific development rights. It creates a certain level of development predictability. There are several types of zoning such as form-based codes that define the general bulk of future development without prescribing use; euclidean zoning that defines use, and overlay zones that apply to a particular area (e.g. the Colorado City Airport Overlay Zone).</p>
<p>Design standards encourage development while protecting community character and conserving sensitive resources. Landscape and agricultural standards can be instrumental in water conservation. Architectural, sign, and commercial standards can help protect signature landscapes. Street standards can help ensure adequate fire protection and infrastructure.</p>
<p>Performance standards regulate development by setting a goal to be achieved. They require monitoring of off site impacts, therefore ongoing monitoring and enforcement. They are often difficult to administer.</p>
<p>Floodplain regulations control development within the floodplain to limit risk.</p>



Figure 63: Southern Corridor

will create competition for highway serving retail establishments in Hildale and Colorado City.

Northern Neighbors

Apple Valley, located in Washington County, is the closest municipality and is currently updating their general plan. It is northwest of Hildale. Currently it anticipates little growth in Apple Valley near, or in, the unincorporated area of Washington County, especially near Hildale. Apple Valley does not expect to expand its southern border.

Washington County's General Plan (WCGP) designated roads, trails, trailheads, and utility corridors in the vicinity of Hildale and Colorado City. One of those roads, the Southern Corridor, is a future bypass conceived to increase safety in Hurricane by diverting traffic heading for the Arizona border near Apple Valley and Hildale around Hurricane. The Southern Corridor's alignment is similar to the Lake Powell Pipeline's (LPP) proposed alignment; it connects to the Southern Parkway near the St. George Municipal Airport, runs through the Warner Valley, continues eastward through the Canaan Gap and meets Utah State Route 59 near Apple Valley's southern boundary. Its development is not probable within the

next 20 years. However, since its alignment coincides with the Lake Powell Pipeline's interest in developing the roadway may increase when the pipeline is constructed.

Utah's State Route 59 is listed as a utility corridor in the WCGP. Utility corridors reserve a right-of-way for utility providers such as gas, electric, fiber optics, or oil transmission, and cell phone towers. Two specific trails and trailheads are designated in the WCGP which provide facilities and access to public lands.

In 2007 Washington County and several of its municipalities collaborated to create a vision for future growth called "Envision Utah." The project included an outreach process that engaged citizens throughout Washington County and adopted a vision for future growth entitled "Vision Dixie." The vision has several growth principles to guide growth and development:

1. Plan Regionally, Implement Locally;
2. Conserve Water and Maintain Air and Water Quality;
3. Guard Our "Signature" Scenic Landscapes;
4. Provide Rich, Connected Natural Recreation and Open Space;
5. Build Balanced Transportation;
6. Get "Centered" by Focusing Growth on Walkable, Mixed-Use Centers;
7. Direct Growth Inward;
8. Provide a Broad Range of Housing Types;
9. Reserve Key Areas for Businesses to Grow; and
10. Public Land Conversion Should Help Achieve Community Goals and Preserve Sensitive Lands.

Regional Planning Agencies

Hildale is part of the Utah's Five County Association of Governments and Colorado City is part of the Western Arizona Council of Government (WACOG). The agencies have different goals and programs and are influenced

by different state administrations. Each agency has assistance programs that could help residents and businesses within each community respectively. By share information about these programs with their residents, municipalities can spread awareness and help individuals with minimal effort.

Utah's Five County Planning Association inventories housing throughout Washington County on a periodic basis to identify areas where housing assistance may be needed. Its current survey, while a useful instrument, is not adequate to fully assess Hildale's residential deficiencies, and it would like to work with Hildale to refine the assessment and identify needs. Such a tool would be helpful for assessing the housing stock in Hildale and Colorado City (See Chapter 8 for more information on the existing housing stock).

The Bureau of Land Management

The Bureau of Land Management (BLM) has the complex task of managing public land for multiple uses including energy development, livestock grazing, recreation, and timber harvesting while protecting a wide array of natural, cultural, and historical resources.

BLM manages public land within and adjacent to municipal boundary. Public land within the Short Creek Valley is located around Maxwell and Water Canyons; along the eastern municipal boundary buffering the Cottonwood Point Wilderness Area; around the airport; and along Hildale City's northern most boundary.

BLM managed public lands provide significant public benefits to the cities and their residents including: drainage mitigation; quality water sources; protecting the Colorado City Airport and providing opportunity for airport expansion; and creating significant recreation opportunities with hiking trails, wilderness areas, and archaeological resources such as Native American rock art such as those located in Indian Box Canyon and the

Kiva Corn Growers Site.

Public land located along the municipal boundary in northwest Hildale has potential for public and private development. Land located just north of the intersection of Utah Avenue and Willow Street in Colorado City provides necessary storm water retention. It also has recreational value, it connects to the areas around Indian Box Canyon (See Chapter Four Recreation for more information). The BLM land located east of the access to Box Canyon is generally flat and developable.

The BLM sells and leases land for public uses. There is a high cost in fees and associated environmental clearances for use, or before the purchase, of federal lands.

The BLM and Hildale are currently working together to improve Water Canyon and Squirrel Canyon access roads and trailheads. General plan participants advocated for improved public access to public land managed by the BLM for recreational and commercial uses.

Implementation Policies and Actions

Policies

1. Collaborate with Colorado City to develop and adopt zoning regulations and a shared zoning administration.

Actions

1. Upon adoption of the General Plan, the City will review and update its municipal codes to encourage General Plan implementation and consistency.
2. Investigate site design standards to increase development compatibility and preserve sensitive lands:
 - a. Encourage a site layout in retail areas and the town center that support pedestrian convenience and comfort, such as creating wide sidewalks or allowing intermittent views of the Vermillion Cliffs or other scenic vistas.

- b. Discourage clutter in commercial areas such as free standing (pole) signs on commercial lots. Allow or accommodate when associated with significant public benefits (such as the design and development of trail connections to surrounding neighborhoods) so long as they are not higher than the building.
 - c. Discourage development along ridgelines or at a minimum encourage development that avoids continuous ridgeline breaks.
 - d. Encourage development to set back and clusters to preserve natural drainage and areas with expansive clay.
 - e. Create aesthetically pleasing buffers, advantageous site planning (lot layout), architectural modifications such as articulation, color, or material selection that minimize the impact of bulk (height and scale).
 - f. Create community-wide street standards using the design guidelines in the subdivision ordinance and the recommendations in this Plan's Roadway Character Classes.
3. Evaluate codification of low impact and green infrastructure development techniques that reduce impermeable surfaces and the impact of stormwater run-off while improving community character and protecting natural resources.
 4. After adoption of the General Plan, work with Colorado City to design and adopt a zoning code and develop a zoning administration. The code will have illustrations and 3D sketches of each zone's layout, bulk, set back, and relation to public right-of-way so it is quickly digestible.

Step 1) Design zones that reflect existing development and allow future land uses in this Plan.

Step 2) Work with landowners to apply zoning districts. Select districts that reflect existing development or future land uses. In general large unsubdivided vacant tracts of land should be given an agricultural zoning designation.

Step 3) Hold several public meetings to share the proposed zoning code and zoning designations and elicit feedback. Encourage landowners to recommend zoning designations.

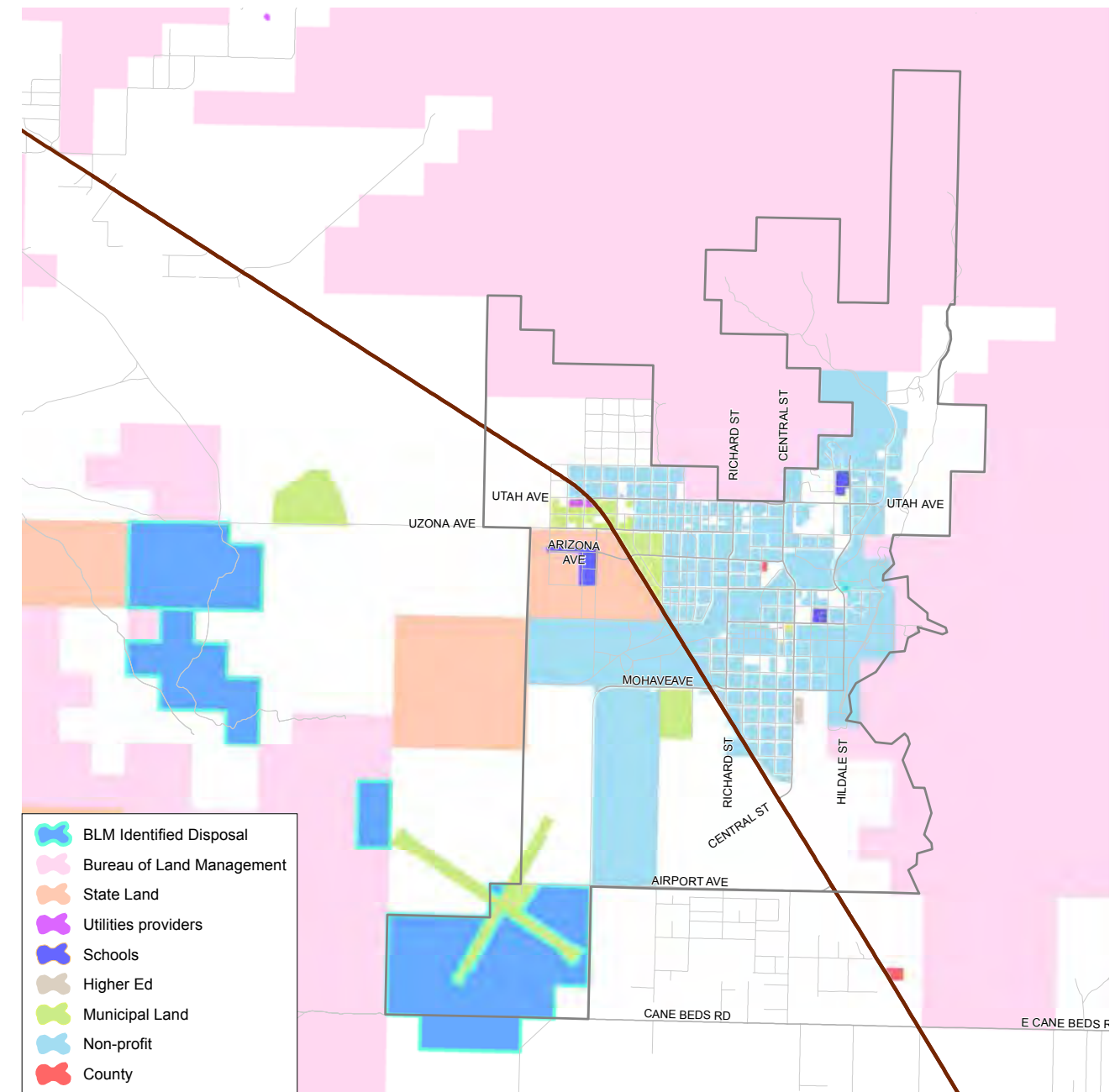


Figure 64: Ownership

IMPLEMENTATION

- Encourage administrative petitions and changes for the first two years.
5. Create a strong right-to-farm ordinance to encourage agriculture or farming.
 6. Create a property maintenance program that addresses noxious weeds and unmaintained properties. Enlist volunteers to create a list of vacant and unmaintained properties. Verify the list and notify all property owners. Institute a fine for ongoing unmaintained properties (three months or more). Identify owners who cannot maintain their properties, such as the elderly or disabled, and enlist volunteers to assist. As part of the program accept nominations for the best landscaped yard and award an annual prize to the best landscaped property.
 7. The Planning Commission will conduct a yearly review of General Plan action items and prioritize implementation steps that are achievable within the next year and within the next five years. Review will be posted to the municipal website and used when as part of the capital improvements planning process.
 8. Work with department directors, the Planning Commission, and Colorado City to develop a community-wide five year Capital Improvement Plan that harmonizes development between the two municipalities. Capital improvement projects recommended as part of the General Plan review will prioritize infrastructure and service improvements within the Service Area Overlay and minimize long-term maintenance costs.
 9. Cooperation with surrounding jurisdictions and regional and federal agencies to support the Airport Overlay Zone, maintain transportation connectivity, identify shared service needs, and maintain community buffers.
 10. Continue to work with regional planning agencies and other potential partners to secure funding for deficient public services and infrastructure.
 11. Work with the Arizona and Utah Department of Transportation to:
 - a. Install acceleration and deceleration lanes at highway intersections and improve pedestrian crossings at major Intersections as designated on the major roads map;
 - b. Encourage safer ways for people to stop and take pictures of Arizona/Utah Signs such as a designated pull-off; and
 - c. Install traffic signals along Arizona Highway 389 and Utah Highway 59.
 12. Maintain ongoing coordination with the BLM to:
 - a. Address drainage and flooding hazards;
 - b. Ensure compatible land uses that encourage airport expansion;
 - c. Maintain existing leases and develop new leases;
 - d. Encourage the development of Water Canyon and Squirrel Canyon Trailheads;
 - e. Encourage connections between Water Canyon and Squirrel Canyon trails and the Short Creek Trail, the Diversion Canal Trail and Maxwell Canyon Park;
 - f. Encourage development of water resources north of Hildale;
 - g. Maintain and improve community access to public land including Wilderness Areas;
 - h. Develop strategies to help mitigate vandalism in parks such as stewardship recommendations and potential cost sharing for active patrol;
 - i. Support land disposal and environmental clearances for BLM land in northeast Hildale; and
 - j. Work with the BLM to maintain stormwater retention and create a public park on, and maintain access to surrounding trails from, the BLM parcel located just north of the intersection of Willow Street and Utah Ave.

Land Use Fees

Current Rate	Proposed Rate	Difference	Date Reviewed	Description
500.00	500.00	\$ -		Abandonment (Easement or Right of Way) Base Fee (Plus Staff Time Fee)
25.00	25.00	\$ -		Staff Time per hour fee
same as original plat fee	same as original plat fee	\$ -		Amended Plat (after Council approval)
500.00	500.00	\$ -		Annexation - up to 200 Acres
100.00	100.00	\$ -		Annexation - per acre over 200 Acres
150.00	10.00	\$ (140.00)		Appeals
250.00	50.00	\$ (200.00)		Conditional Use Permit
5,000.00	100.00	\$ (4,900.00)		General Plan Amendment
650.00	650.00	\$ -		Lot Line Adjustment Fee
900.00	650.00	\$ (250.00)		Minor Land Division
30.00	30.00	\$ -		Recording Fees charge per page
500.00	500.00	\$ -		Reversion to Acreage Base Fee (Plus Staff Time Fee)
300.00	650.00	\$ 350.00		Revision of Plat
1,000.00	100.00	\$ (900.00)		Re-Zoning Application Base Fee
600.00	25.00	\$ (575.00)		Sketch Plan Base Fee (Plus the Sketch Plan Per Acre Fee)
20.00	20.00	\$ -		Sketch Plan Per Acre Fee (Plus the Sketch Plan Base Fee)
250.00	25.00	\$ (225.00)		Special Use Permit
1,400.00	1,400.00	\$ -		Subdivision Final Plat Base Fee (Plus the Subdivision Final Plat Per Acre Fee)
25.00	25.00	\$ -		Subdivision Final Plat Per Acre Fee (Plus the Subdivision Final Plat Base Fee)
1,600.00	1,600.00	\$ -		Subdivision Preliminary Plat Base Fee (Plus the Subdivision Preliminary Plat Per Acre Fee)
35.00	35.00	\$ -		Subdivision Preliminary Plat Per Acre Fee (Plus the Subdivision Preliminary Plat Base Fee)
50.00	50.00	\$ -		Variance Application Fee (Commercial) Rate per square foot
25.00	25.00	\$ -		Variance Application Fee (Residential) Rate per square foot
-	25.00	\$ 25.00		All other Zoning Application Fees (Plus Staff Rate Plus Consultant Rate)
-	20.00	\$ 20.00		All other Zoning Application Staff Rate (Per Hour)
-	At Cost	\$ -		All other Zoning Application Consulting Rate
50.00	50.00	\$ -		Zoning Verification Fee



Fee: \$650

For Office Use Only:
File No. _____
Receipt No. _____

LOT SPLIT APPLICATION

Name: _____ **Telephone:** _____

Address: _____ **Fax No.** _____

Agent (If Applicable): _____ **Telephone:** _____

Email: _____

Address/Location of Subject Property: _____

Tax ID of Subject Property: _____ **Existing Zone District:** _____

Submittal Requirements: The lot split application shall provide the following:

- _____ a. The name and address of every person or company the applicant represents;
- _____ b. An accurate property map showing the existing lot.
- _____ c. Four (4) copies of the revised plat prepared by a licensed surveyor.
- _____ d. Four (4) copies of an accurate legal description for the current property as well as the proposed property;
- _____ f. Warranty deed or preliminary title report or other document (see attached Affidavit) showing evidence that the applicant has control of the property

Note: It is important that all applicable information noted above along with the fee is submitted with the application. An incomplete application will not be scheduled for Planning Commission consideration. Planning Commission meetings are held on the second Thursday and fourth Wednesday of each month at 6:00 p.m. Contact the Planning Department for the deadline date for submissions. Once your application is deemed complete, it will be put on the agenda for the next Planning Commission meeting. A deadline missed or an incomplete application could result in a month's delay.

(Office Use Only)

Date Received: _____ Application Complete: YES NO

Date application deemed to be complete: _____ Completion determination made by: _____

Lot Split Application (General Information)

REQUIREMENTS FOR ADMINISTRATIVE APPROVAL OF A LOT SPLIT

The following requirements must be met in order to receive administrative approval for a lot split. If these requirements are not met the application must then go before the Planning Commission as well as the City Council before approval may be granted

1. The proposed lot must not be traversed by the mapped lines of a proposed street as shown in the general plan.
2. Lot may not require dedication of any land for street or other public purposes.
3. Lot does not impact an existing easement or right of way or, if it does have an impact, evidence is shown that the impact will not impair the use of any such easement or right of way.
4. Both lots must meet the proper zoning requirements set forth in the Land Use Ordinance.
5. Split does not create any area that will be land locked, or flag lots.

PROCESS

Submit completed application to the Planning Department with all required documents. After the application is deemed complete, staff will review the request and coordinate with necessary department heads for approval. If all requirements are met for administrative approval, and all department heads sign off on the proposed plat, staff will notify you that you may record your plat with the County. If requirements are not met and you wish to proceed with your application staff will place your application on the next Planning Commission agenda for review. The commission will review your application and forward a recommendation to the City Council.

Upon receipt of the Planning Commission recommendation, typically 1-2 weeks after the Planning Commission action, the City Council will consider and act on the Commission's recommendation. The action of the City Council is final. If denied, a similar application generally cannot be heard for a year.

AFFIDAVIT
PROPERTY OWNER

STATE OF UTAH)
 :SS
COUNTY OF)

I (we), _____, being duly sworn, depose and say that I (we) am (are) the owner(s) of the property identified in the attached application and that the statements herein contained and the information provided identified in the attached plans and other exhibits are in all respects true and correct to the best of my (our) knowledge. I (we) also acknowledge that I have received written instructions regarding the process for which I am applying and the Hildale City Planning staff have indicated they are available to assist me in making this application.

(Property Owner)

(Property Owner)

Subscribed and sworn to me this _____ day of _____ 20____.

(Notary Public)

Residing in: _____

My Commission Expires: _____

Agent Authorization

I (we), _____, the owner(s) of the real property described in the attached application, do authorize as my (our) agent(s) _____ to represent me (us) regarding the attached application and to appear on my (our) behalf before any administrative or legislative body in the City considering this application and to act in all respects as our agent in matters pertaining to the attached application.

(Property Owner)

(Property Owner)

Subscribed and sworn to me this _____ day of _____ 20____.

(Notary Public)

Residing in: _____

My Commission Expires: _____