



# **Hildale City General Plan 2021**

**-Public Hearing Draft-**

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## Chapter 1:

# INTRODUCTION

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### State Law and the General Plan

Hildale City recognizes the need to be proactive about community-level planning and land use management, ensuring that the community's vision and goals for the near and distant future are met. This general plan will serve as a framework for Hildale City decision makers as the community continues to experience change altering future land use, development, and other decisions. The plan is designed to provide a formal policy foundation for enhancing community relations, pursuing economic development activities, coordinating infrastructure planning, and fostering city and county/state cooperation.

This plan is supported by Utah State Law (Title 10 Chapter 9a) which requires local plans and development guidelines to address general health, safety, morals and welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings. The information outlined in this document represents the general consensus and vision for the community; as well as the goals for the near and distant future.

### Development of this Plan

In 2016 in conjunction with Colorado City, Hildale participated in a process to develop a combined general plan between the two communities. While this combined plan has been a useful document to guide community leaders, Hildale City believes it will be better served creating a new general plan focused solely on their needs and future.

Public participation in formulating this plan shaped its content and direction. All information outlined was prepared based upon, and incorporating much of the public's valuable feedback.

The Hildale Planning Commission and City Council placed a high priority on public involvement in the development of this plan, and required a thorough and detailed public awareness and input campaign to be completed. Due to the outbreak of the Covid-19 pandemic, public participation strategies utilized in the formulation of this plan were provided through online and social media platforms such as digital public surveys and online open house events, stakeholder meetings, an initiative website, and public hearings.

A summary of the results from each format of community input can be found throughout the document.

### Amending the General Plan

The Hildale City General Plan is intended to be a steady, but not static, foundation for future planning. As such, great care should be taken when the decision is made to amend the Plan to avoid drastic changes in direction, while also not hesitating to update goals and policies as the landscape shifts. To ensure this General Plan remains relevant to the ongoing strategic planning process, it is intended to be reviewed annually and updated at least every ten (10) years, or more frequently as the need arises, to provide responsible and well-formulated public policy direction to community decisions.

### Implementation of the Plan

A parcel's property rights are directly governed by its zoning designation. This designation is driven by the community's general plan. Changes to the zoning for parcels are initiated by property owner requests and/or when a municipality undertakes an initiative to update its land use codes. In either case, the community land use authority's decisions regarding the regulation of property are influenced by the vision in the plan.

Implementation of the General Plan by the Mayor, City Council, Planning Commission and city staff fulfills the Plan's purpose and ensures that the community's voice and vision are heard. Each element of the comprehensive plan provides background and context materials, as well as goals, policies, and potential action steps for the community to undertake to achieve the plan's vision.

It is recommended that implementation of the strategic plans vision or goals be reviewed annually and amended as needed to ensure the goals are being met. To prepare the community for implementation, it is recommended that the

community be invited to participate to provide feedback during future strategic planning efforts completed to rank and prioritize projects as well as determine the roles and responsibilities for each task.

## Next Steps for the Plan

While the general plan defines a clarified community vision and set of goals for the coming years, it does not provide the specifics of the “Who, What, When, Where and How” of each goal. To ensure that the community’s vision is realized, it is recommended that Hildale City undergo a strategic planning process that will help rank, prioritize and implement the goals and visions from the general plan. The strategic plan should include:

- proposed steps for implementation,
- timing for each recommendation,
- funding opportunities, and
- long-term financial needs and recommendations.

## Community Planning Goals + Objectives

### **G1-1. Address issues related to quality of life in Hildale City through comprehensive planning and the effective allocation of resources, in coordination with other public and private agencies.**

- O1-1.1 Identify key elements that affect the quality of life in Hildale City, using community surveys, Town Hall Meetings, and a broad variety of available technological means.
- O1-1.2 Develop programs and initiatives to enhance the issues and identified elements for the benefit of residents and visitors.
- O1-1.3 Coordinate with public and private groups in Washington County to address quality of life issues related to cultural, social, and educational opportunities.
- O1-1.4 Partner with the Washington County School District incorporating school planning into the process of community planning and zoning. Besides school locations, this should also involve examining the joint use and after-hour use of any recreational facilities.

### **G1-2. Continue the City’s commitment to promote a broad-based and informed decision making process based on citizen participation at all levels of community governance.**

- O1-2.1 Continue expanding opportunities for citizen involvement in the City’s decision making processes through opportunities such as the Planning Commission and the Parks and Trails Committee.
- O1-2.2 Educate the public on the public-input process and the available avenues for discussion and comment.
- O1-2.3 Publish the results of City initiatives, studies, designs and budgets in multiple formats, both electronic and print, and in multiple locations.
- O1-2.4 Establish clearly defined methods for responding to community input on planning and zoning matters and monitor these methods to ensure their effectiveness.

### **G1-3. Develop improved mechanisms for communication, joint planning, and coordination with other levels of government, public agencies, and the private sector.**

- O1-3.1 Implement a formal sun-setting process for all City boards and committees to keep these bodies relevant and current while ensuring a consistent turnover of members as a means of providing diversity of thought representing the entire community.

## Chapter 2:

# COMMUNITY CONTEXT + VISION

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### Historical Background

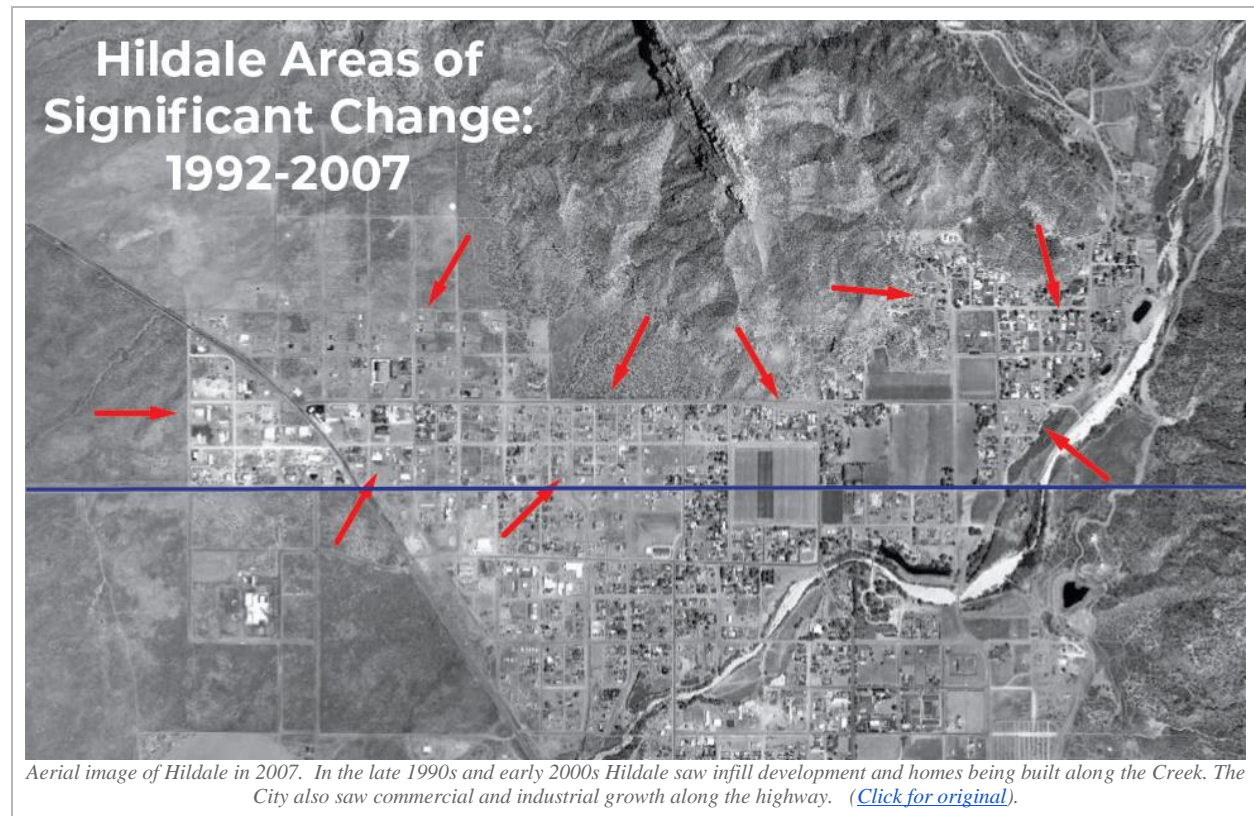
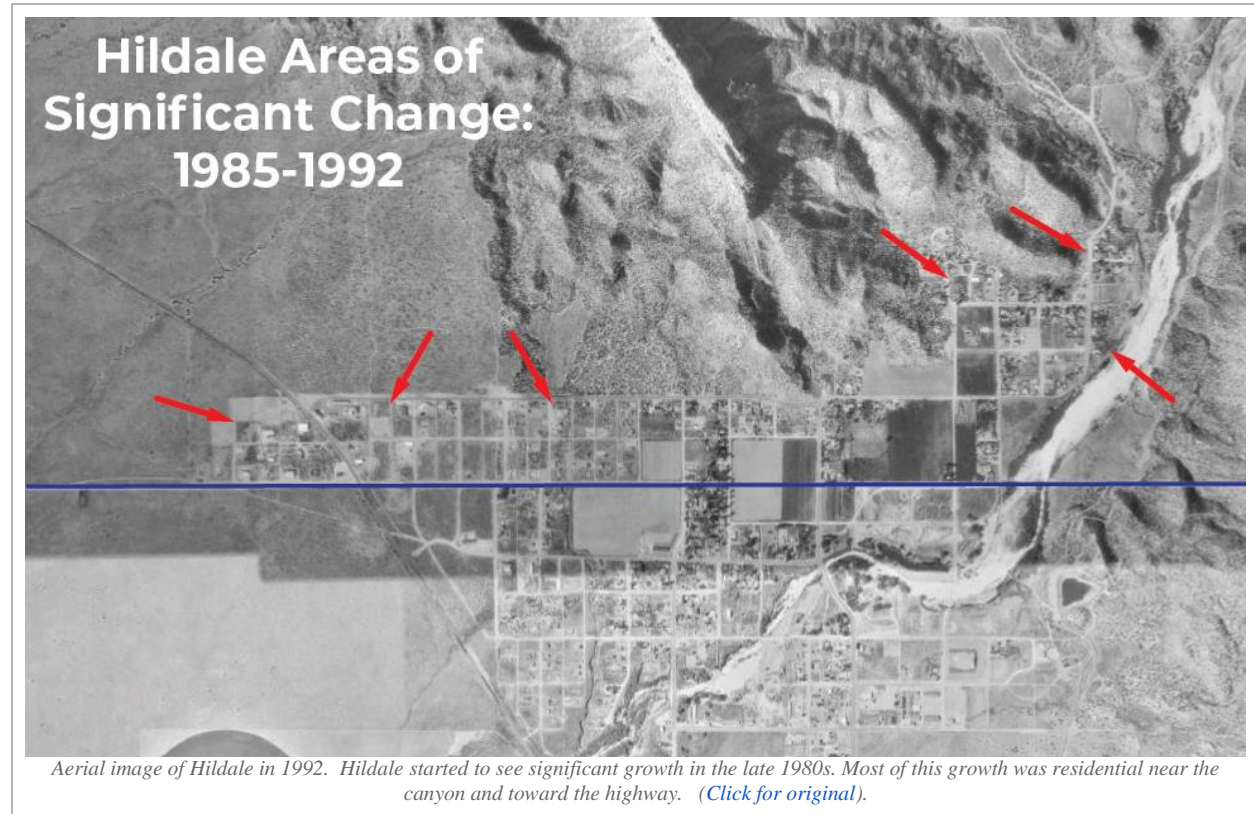
In the late 1800s, Mormon pioneers settled in the area, and it evolved into an agrarian and ranching community called Short Creek. Although there were previous attempts to settle the area, in the early 1900s the area attracted Mormon pioneers who successfully established water infrastructure that supported development. Pioneers began ranching and developing a community and in 1914 Mohave County funded a wooden schoolhouse. 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, and great efforts of community leaders, families were reunited and returned to the area. Eventually, community life returned to normal. The impact of the raid; however, still has cultural implications on many residents today.

In the early 1940s, the Fundamentalist Church of Jesus Christ of Latter Day Saints (FLDS) established a private 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 philanthropic mission. As property was given to the FLDS Church, it was placed in the UEP Trust where church members were allowed to build homes and businesses. Nearly all 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 followed. 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 to provide local self-government and basic services. Hildale and Colorado City share common public services, resources, infrastructure, heritage, and culture. However, 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.

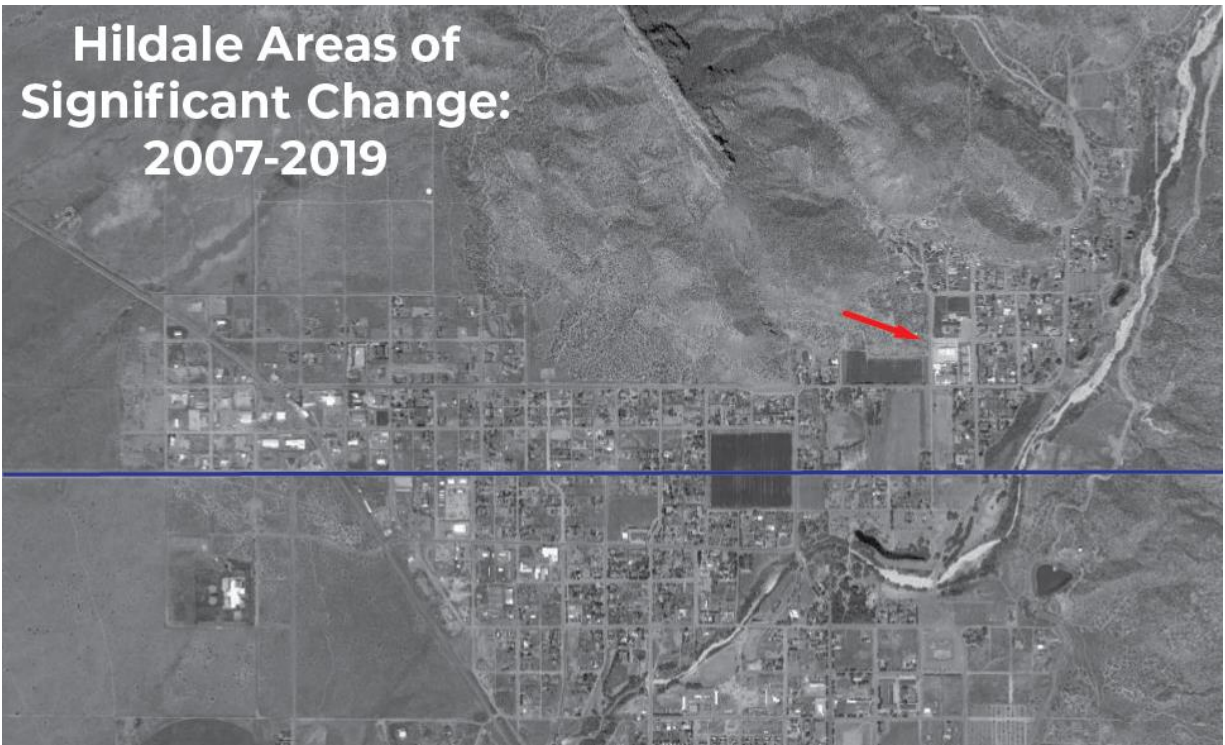
With limited resources, Hildale City continues to support new growth and improve its municipal services. A newly appointed Planning Commission has expanded the City's community development capacity and is helping investigate ways to increase land use compatibility and support quality development. The City is partnering with Colorado City to develop culinary water, wastewater, and stormwater master plans to improve municipal services for both cities. Public Works is maintaining and improving streets and parks. The City Council has been working to codify policies and procedures, improve financing options for public infrastructure, and evaluate ways to increase development compatibility. Hildale City has developed a municipal website to add transparency to its 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.

## Community Development Pattern



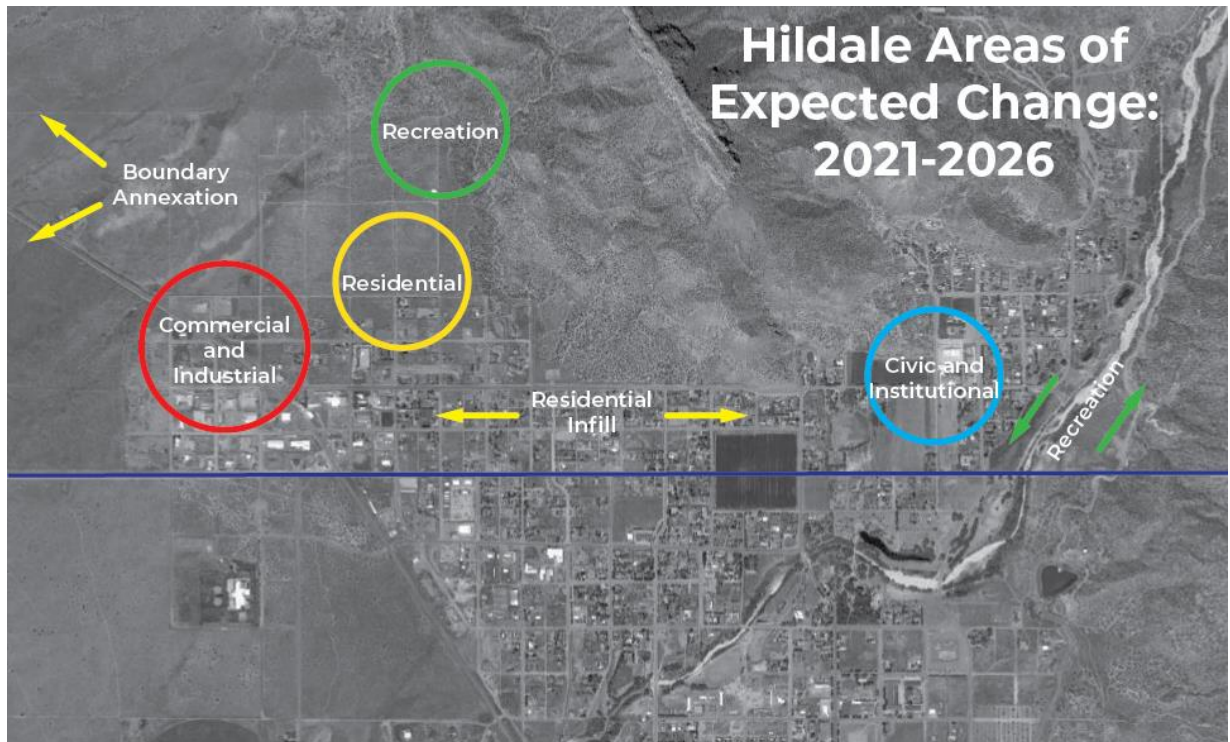


## Hildale Areas of Significant Change: 2007-2019



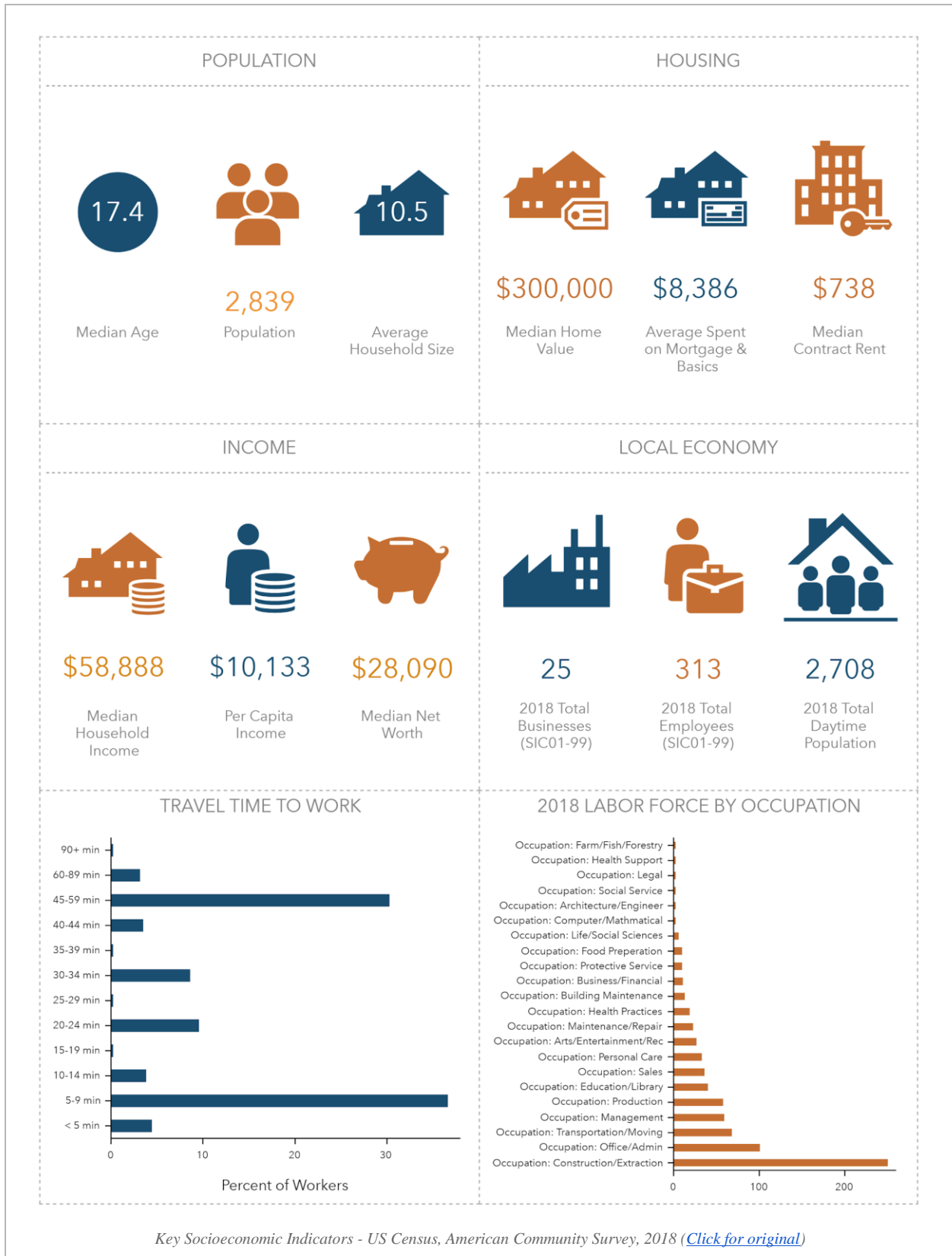
Aerial image of Hildale in 2019. Development slowed significantly in the late 2000s. ([Click for original](#)).

## Hildale Areas of Expected Change: 2021-2026



Aerial image of emancipated growth areas in Hildale. New residential growth is likely to continue over time, especially as more employment opportunities are established in the area. ([Click for original](#)).

## Socioeconomic Drivers



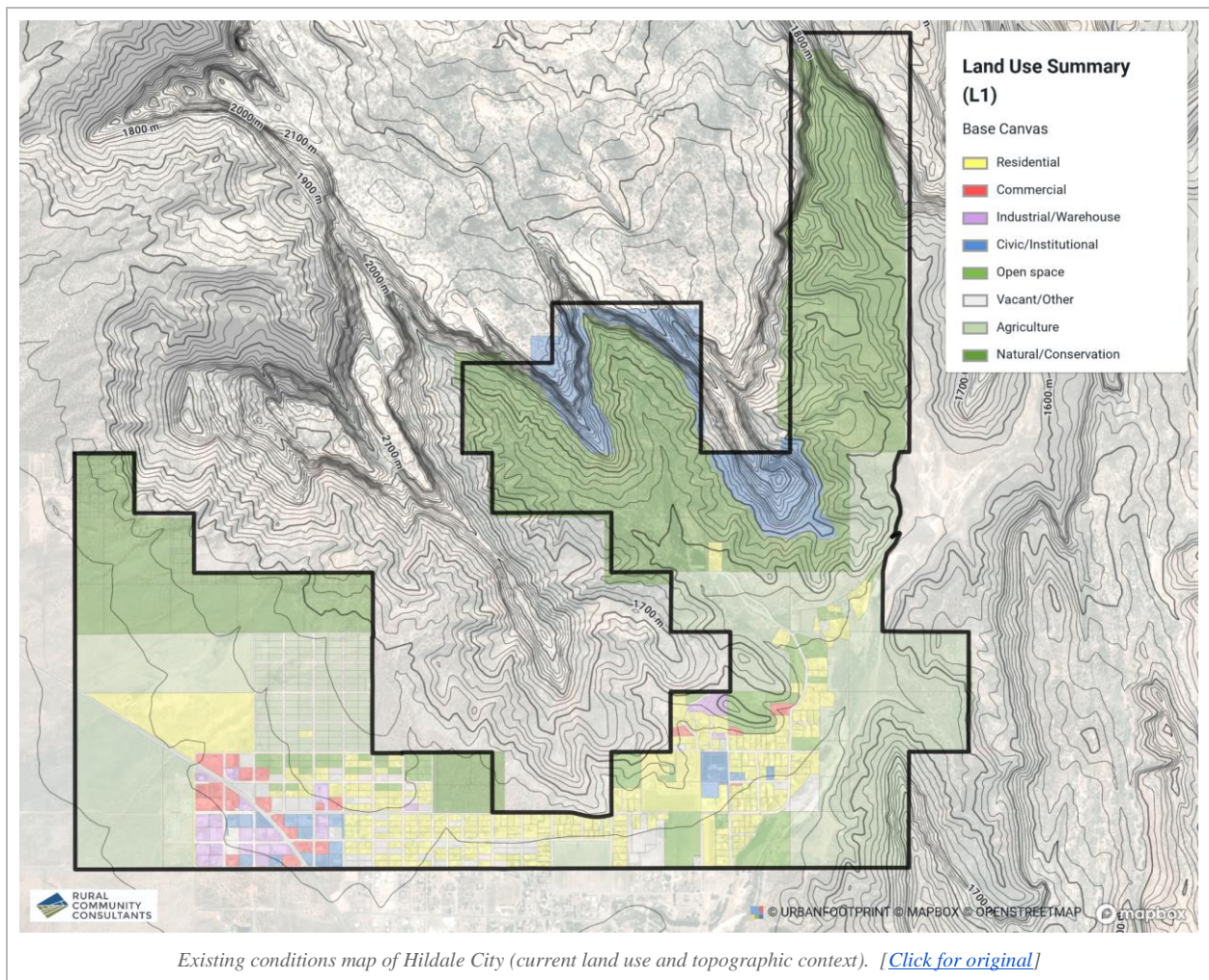
## Demographic Outlook

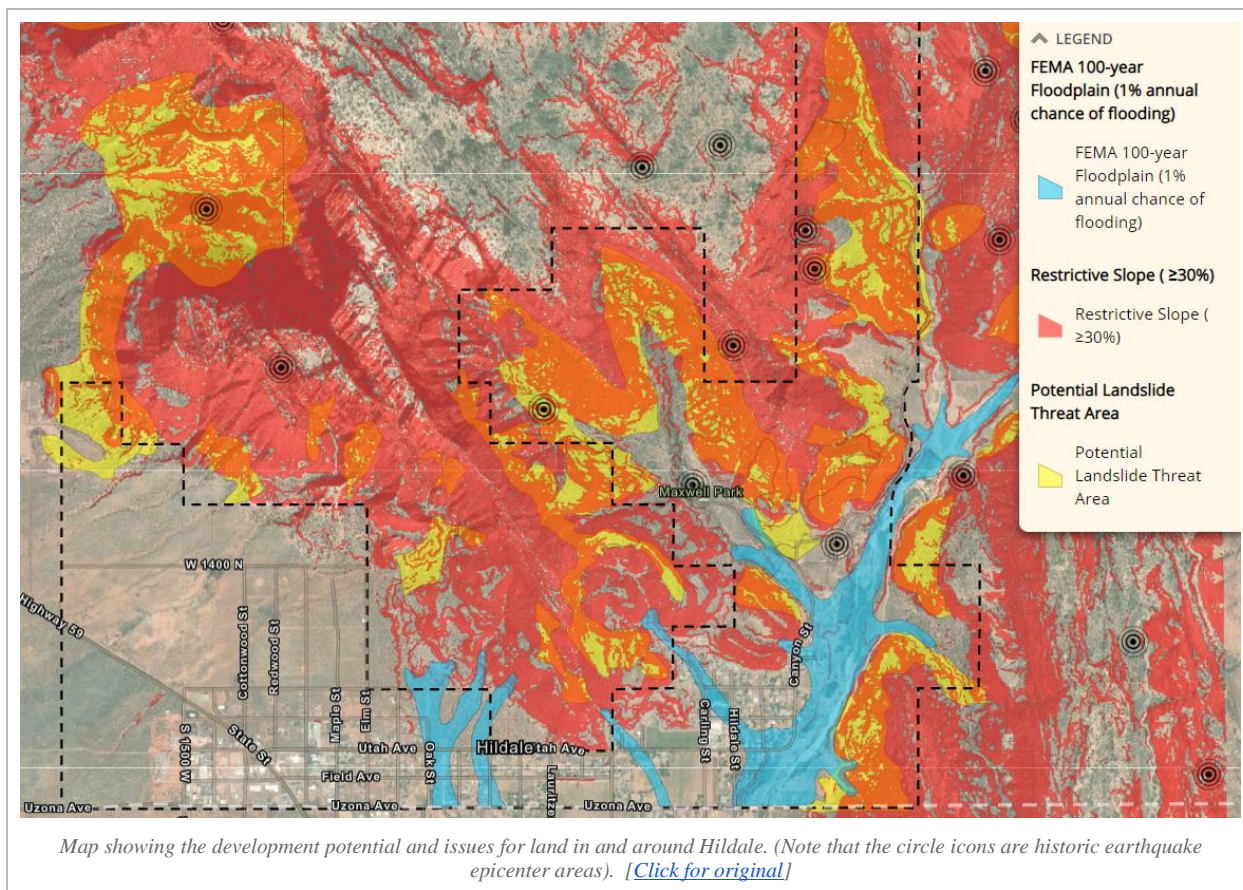
In the past, Hildale’s socioeconomic information was not thought to be accurate by local residents (i.e. undercounts from the Census). At the time of this plan update, the Census numbers for Hildale were not available. Today, there are local residents that believe that the majority of residents currently identify as non-FLDS. Regardless of whether this is true, the outlook for the City is that Hildale is a community that has the potential to see growth in population as occupancy rates increase and property redevelops.

## Land Capacity Analysis

The health, safety, and welfare of citizens is the first priority of the City. All proposed uses should be properly vetted and ensure that they meet the future land use and density regulations. Special consideration should be given to the built environment and infrastructure that are readily available within the municipality, as well as specifically areas with potentially problematic slopes, soils, or drainage.

The eastern half of Hildale has areas of significant slopes and flooding potential. The vegetation along the hillsides also creates a wildfire risk that could affect the water resources in the canyon as well as some residential structures.





## Anticipated Changes

Hildale City is in one of the fastest growing counties in the state and near desirable destinations such as Zion National Park and the Grand Canyon. This is likely to lead to increased growth from internal factors that has not been the case in the past.

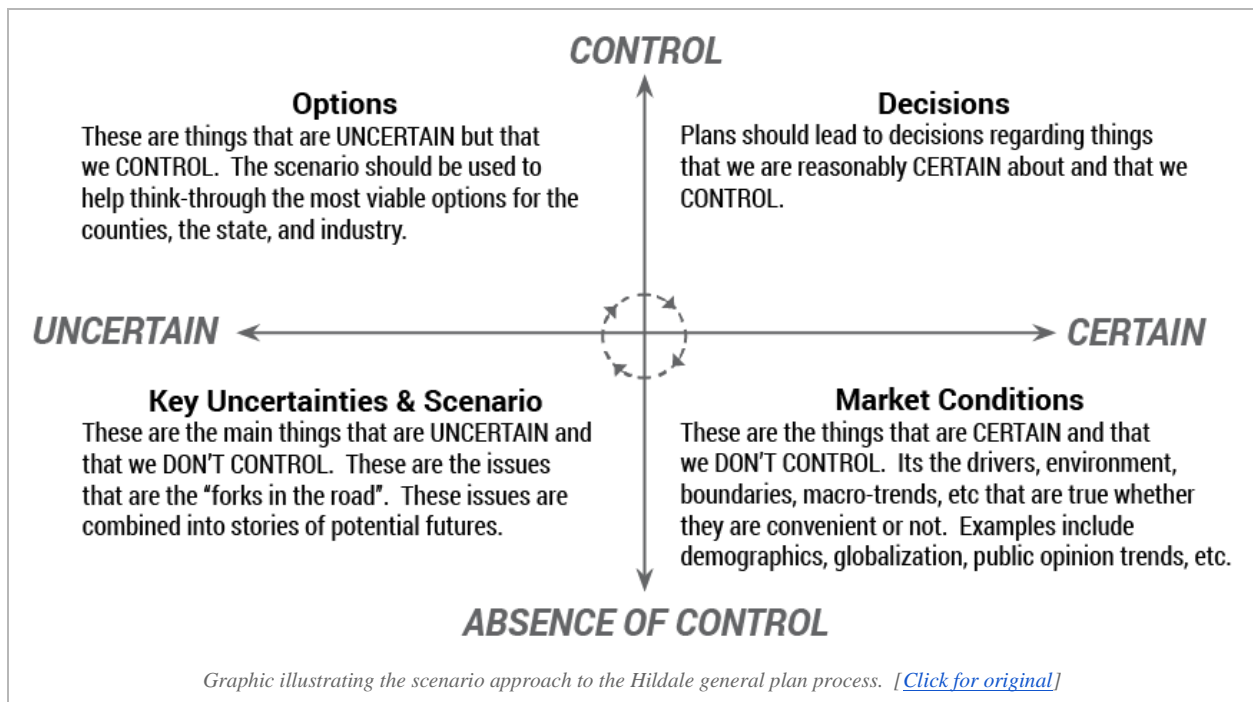
A visioning survey was conducted as part of the general plan update initiative. The majority of Hildale residents (39%) responded that they have lived in the community five years or less. This amount of change is expected to continue because of the growth pressure of the Washington County area generally.

## Future Development Scenario

There are things that Hildale can control, and there are things it can't. Likewise, there are things they can be certain about, and things they can't know for sure. While not followed strictly, the development of this plan was informed by a framework that considered those things that are more *certain*.

In general, the future development scenario where Hildale will “thrive”, “survive”, or “dive” will be driven by a number of key issues:

- Successful annexation of land to accommodate new growth.
- Effective partnership with the UEP to plan, operate, and improve infrastructure and public facilities.
- Continued efforts to improve transparency in government operations.
- Simultaneous improvement of options for both housing and jobs.



## Vision Statement

Creating a vision for what the community wants to become, while acknowledging the past, can help maintain and add upon the quality of living in Hildale City. A community vision statement is a brief synopsis that summarizes a myriad of strategies and recommendations into a single statement. While the statement meets many of the parameters for each goal, it provides a linkage or overarching theme to the entirety of the general plan.

The Hildale City Vision Statement is:

***"Hildale City has a strong sense of community that is country classic and resident-friendly. The natural beauty of the environment is protected and celebrated. Hildale City is welcoming to visitors and is a sought-after destination. Hildale City is a natural center for the arts, education, and a world-class economic center."***

A survey that was conducted as part of the general plan update asked residents if they would change this statement. The majority of the 81 responses wanted to keep the statement as is. Of those that suggested changes, the most common concern was about the "world-class economic center" aspiration.

## Chapter 3:

# LAND USE

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The land use chapter of the general plan considers the past and projected land use patterns of the city. It considers existing and potential conflicts between land uses, both current and future, and offers recommendations for guiding future decisions in the form of goals and objectives.

### Current Conditions

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>• The opportunity to expand city limits and secure parcels strategic to Hildale is high because of the relatively few landowners that will need to approve it.</li> <li>• Hildale has a rare opportunity to significantly improve its land use regulations in a way that preserves the integrity of the natural infrastructure.</li> <li>• The land that is available for annexation (west of the highway) has the potential to become a significant industrial park.</li> </ul>	<ul style="list-style-type: none"> <li>• Hildale’s future growth to the south is limited by the state line, and growth to the north and east are constrained by topography and public lands ownership.</li> <li>• The land where Hildale would logically expect to be annexed into the community is also of interest to Apple Valley.</li> </ul>

### Anticipated Changes

The direction and policies of this plan are based on core assumptions about the next five years that include:

- The population is likely to increase at a pace not before experienced by the city. Based on current zoning maps, this growth for residential development is expected to occur on the northwest areas of the community while commercial development is expected along State Street and Utah Avenue.
- The need for more commercial development as those traveling through the area will also increase as tourism in the area continues to increase.
- With improved access, the land on the east side of Short Creek might see pressure to develop as both recreational amenities and potentially and large-lot residential.
- Until the City’s boundary changes through annexation, infill development will be the primary source of new growth. This area (south and west of the highway) will be able to accommodate the expansion of the current industrial park area.
- The properties close to the north and east side of the highway can be repurposed over time from a mix of commercial and industrial into commercial / office in order to be able to better manage transportation and utilities.

### Land Use Designations

This land use chapter of the general plan is meant to be used in deciding when, where, and how development takes place within the city. If a community plan is going to provide a reasonable expectation of future development, it is going to need to establish a general pattern for different uses that is internally consistent with issues such as housing, commercial activity, recreation, services, etc.

The pattern of land uses—their location, mix, and density are a critical component of any planning area. The Land Use Element is organized to:

1. plan enough land for residential, commercial, industrial, and public uses;
2. locate these uses appropriately to enhance community character;

3. preserve important natural resources; and
4. enable Hildale City to efficiently insure adequate public services are provided for residents.

**Current Zones In Hildale City**

Agricultural Zones	
Agricultural 40 (A-40)	Agricultural zones preserve and protect agricultural lands and related activities, permit activities normally and necessarily related to agricultural production, and prohibit land uses that may undermine continued agricultural activity.
Agricultural 20 (A-20)	
Agricultural 10 (A-10)	
Agricultural 5 (A-5)	
Residential-Agricultural Zones	
Residential-agricultural 1 (RA-1)	Residential agriculture zones allow a mix of agricultural and residential uses on large lots. Limited agriculture activities, the keeping of limited numbers of animals, and the enjoyment of a "gentleman farmer" type neighborhood are the purpose of these zones.
Residential-agricultural .5 (RA-.5)	
Residential Zones	
Single-family residential 10 R1-10	Residential zones allow a wide range of residential land uses at various densities. These zones protect the stability of neighborhoods and encourage, collectively, diverse types of desirable new residential development and protect existing residential uses.
Single-family residential 8 R1-8	
Single-family residential 6 R1-6	
Multiple-family residential 1 RM-1	
Multiple-family residential 2 RM-2	
Multiple-family residential 3 RM-3	
Mobile home/RV park MH/RV	
Commercial Zones	

Neighborhood Commercial (NC)	Commercial zones provide areas where a combination of business, commercial, entertainment, office, and related activities may be established, maintained and protected. Commercial zones are intended to provide a suitable environment for those commercial and service uses vital to the economic base of the city.
General Commercial (GC)	
Highway Commercial (HC)	
Planned Commercial (PC)	
Pedestrian Oriented Commercial (POC)	
Mixed Use (MU)	
<b>Business and Industrial Zones</b>	
Business/Manufacturing park (BMP)	Business and industrial zones provide areas for conducting business, manufacturing and industrial activities.
Professional Office (PO)	
Light Industrial (M-1)	
Heavy Industrial (M-2)	
<b>Open Spaces and Public Facility Zones</b>	
Open Space (OS)	Open space and public facility zones allow public or quasi-public uses.
Public Facilities (PF)	
<b>Special Purposes and Overlay Zones</b>	
Agricultural Protection Overlay (APO)	Special purpose zones are intended to accomplish objectives unique to the particular zone. Overlay zones implement supplemental regulations that apply geographically, regardless of the underlying base zone. Whenever the regulations of a base zone and an overlay zone conflict, overlay zone regulations apply.
Historic District Overlay (HDO)	
Planned Development Overlay (PDO)	
Sensitive lands Overlay (SLO)	
Runway Protection (RPZ)	

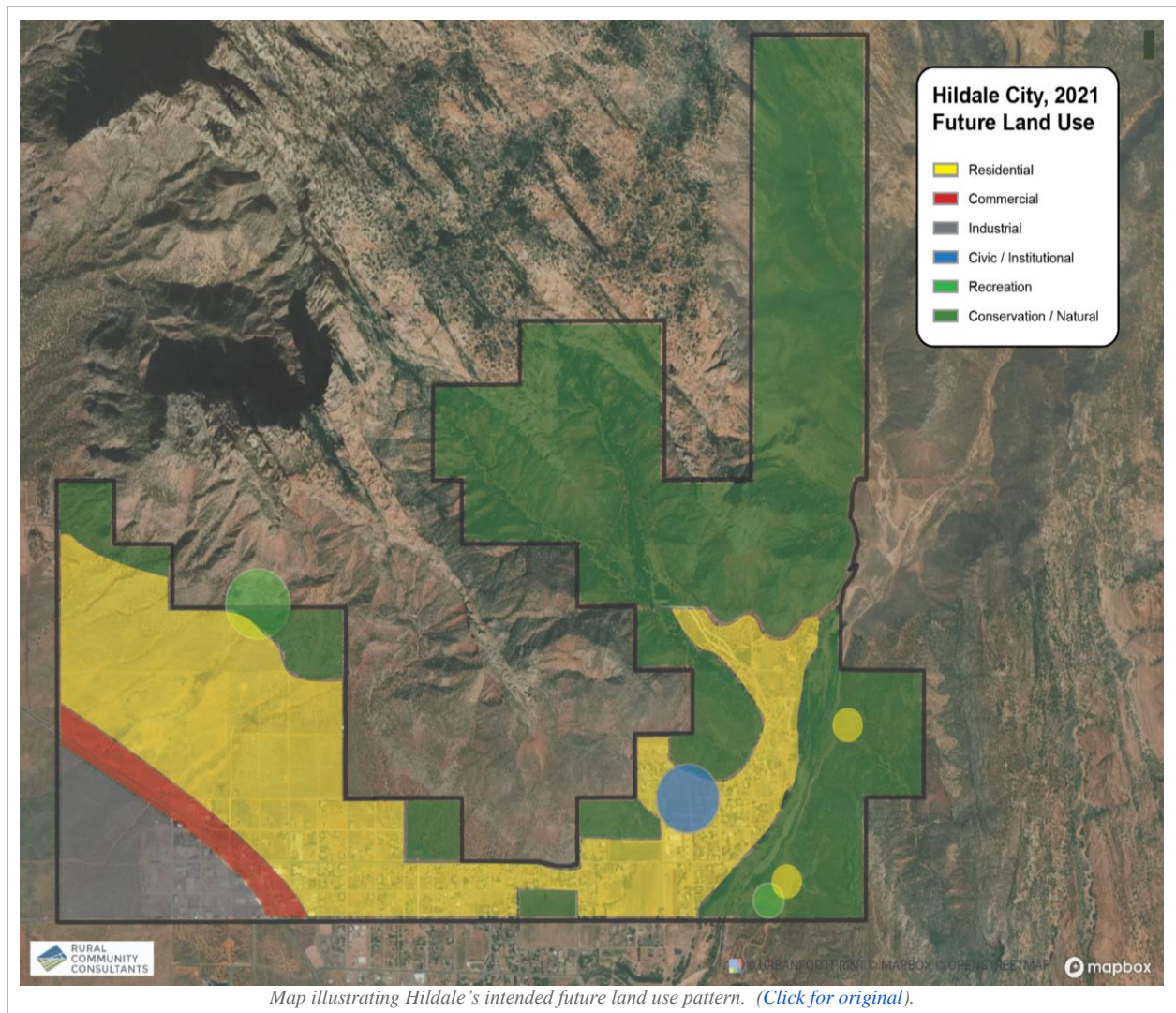


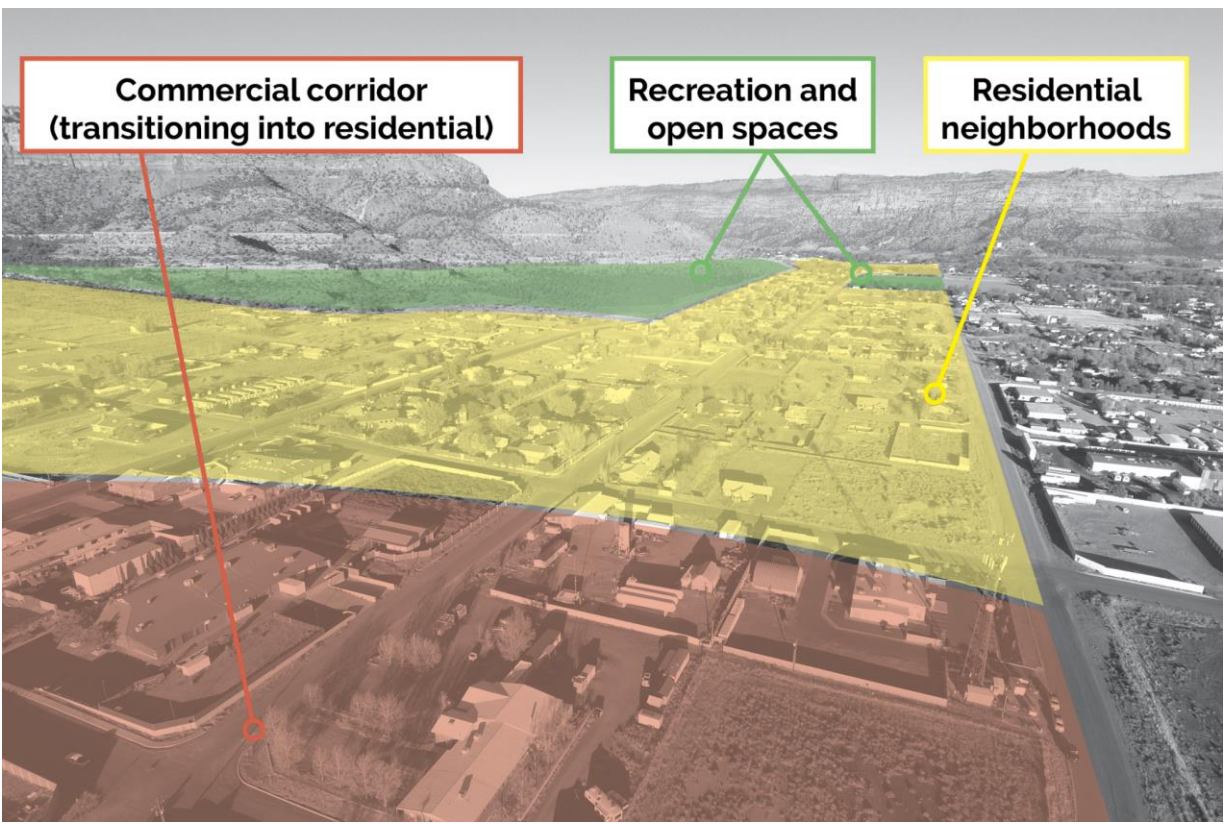
Recreation Resort (RR)	
Extraction Industries Overlay (EIO)	

## Future Land Use Map

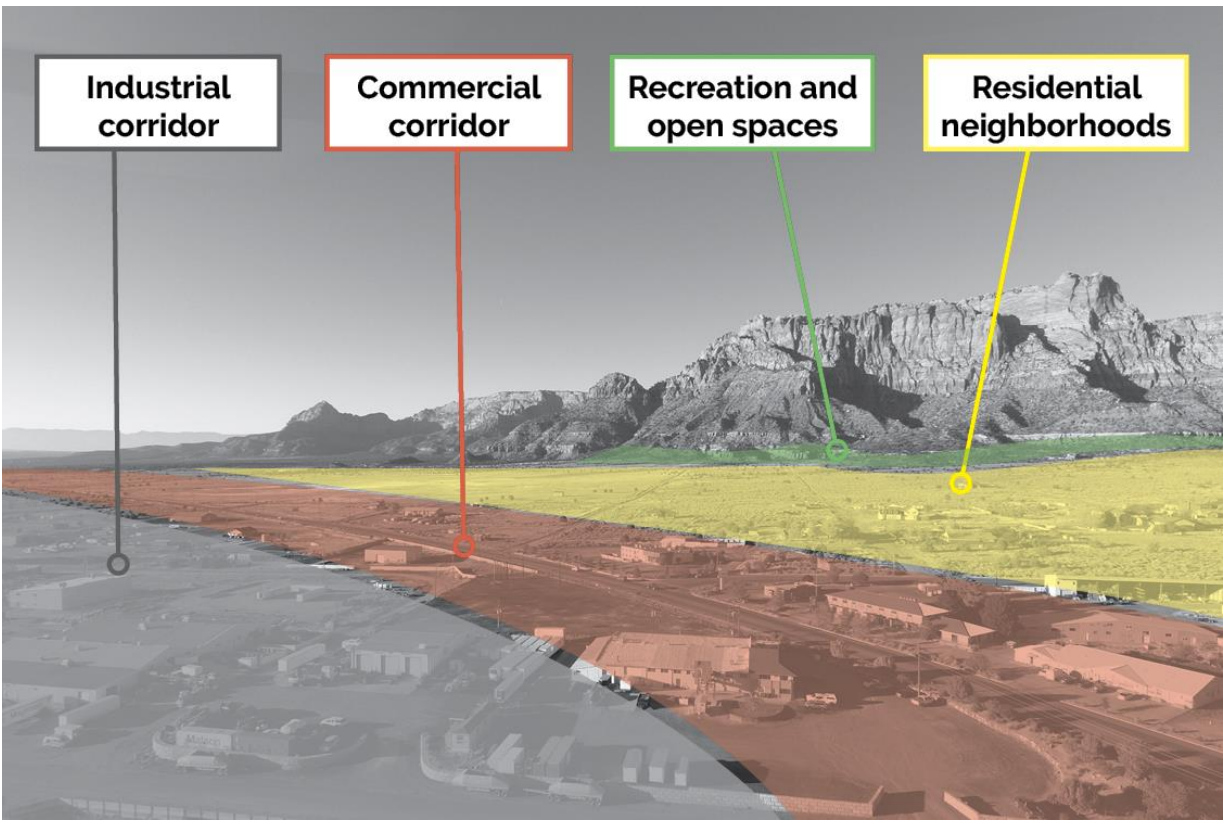
The general plan’s Future Land Use Map illustrates the community’s preferences for the future distribution of the land uses within the City. The land use designation for a property, as shown on the Land Use Map, is to be the primary consideration in determining whether the zoning of that property follows the general plan. Flexibility in how specific lands may be zoned is provided in the design of the Land Use Map. Rezone requests that exceed the flexibility provided in the map, as described below, are not to be approved without first amending the general plan Land Use Map.

The Land Use Map is to be interpreted in the following manner. Each parcel that is colored to represent a specific land use designation may be zoned in a manner that implements the category of land use indicated. The areas located between two or more different land use designations (colors) indicate an imprecise or flexible boundary between the land use designations indicated. In these areas, the City may authorize zoning that is compatible with the designation on one side of the other area to extend across the area and into the opposing land use designation up to the extent of encompassing an entire parcel, and still be considered in compliance with the Land Use Map.





Eastbound aerial illustrating the general transition of land uses away from the Highway. ([Click for original](#)).



## Annexation

The City's growth can also occur through the annexation of adjoining unincorporated property that is currently under the direct jurisdiction of Washington County. The annexation element of the general plan serves to provide direction and rationale for a formal annexation policy, and will assist the City in planning for the future by diagramming where future municipal services will possibly be located as well as financing the improvements.

This process includes an application by property owners to the City and a public hearing process where stakeholders can discuss the issue. Petitions for property to be annexed into the City are initiated by property owners and are often started with the intent of receiving services.

Annexation petitions to the city need to meet the following criteria:

- Meet the criteria outlined in [Utah State Code 10-2-4](#).
- The land to be annexed must be located within the Hildale City future land use map, avoiding the creation of an island or peninsula.
- Meets the character of the community related to mixed residential, commercial and agricultural areas.
- The city favors annexation that when needed provides the necessary water shares and the ability to connect infrastructure to meet the requirements of the city for development.

## Land Use Goals + Objectives

**G3-1. Encourage appropriate land uses throughout the City, as identified and described in this General Plan. Provide for the regulation of these uses through appropriately defined zoning districts and ordinances.**

- O3-1.1 As resources are available, review the existing zoning ordinance and zoning map. Update these documents where necessary, to meet the vision and goals of the General Plan.
- O3-1.2 Allow for proper commercial growth in appropriate areas, compatible with the overall goals of the General Plan.
- O3-1.3 Identify appropriate areas for multiple-family housing development in areas where they can be accommodated by existing infrastructure.
- O3-1.4 Expand the zoning classifications to provide better controls for both in-fill development and future community expansion.
- O3-1.5 Consider appropriate land uses and land use restrictions for development in adherence to the currently-adopted airport master plan and any associated FAA criteria and restrictions.

**G3-2. Provide for future development opportunities, both residential and non-residential, through the use of the adopted Annexation Policy Declaration Boundary map and through the development and adoption of a specific annexation policy.**

- O3-2.1 Biannually review the existing Annexation Policy Boundary. The included area should be based on controlling the desired uses of property in a manner that is consistent with the General Plan with conformity to good city planning and zoning principles. Influencing factors to consider include: land ownership, utility service areas, transportation systems and policies, and characteristics of the natural terrain.
- O3-2.2 Develop necessary plans for extending City services in an orderly and cost effective manner within this boundary. New development should be expected to cover the cost for expansion of City services, particularly when such new development is not contiguous to existing areas of City utilities and other City services.
- O3-2.3 Encourage Washington County officials to develop and adopt a system that only allows the development of areas within the Hildale City Annexation Policy boundary to occur following annexation to the City.

**G3-3. Review and identify the characteristics of residential, commercial and industrial land uses, and inventory those uses within the City on a systematic basis, allowing necessary changes to keep pace with changing market and development demands.**

- O3-3.1 Consider updates to the various elements of the General Plan, the zoning ordinance, and the zoning map that address changing market and development trends while conforming to the goals of the General Plan. This will be an ongoing and continuous function of the Planning Commission and Staff.
- O3-3.2 Provide continued training for staff, planning commissioners, and City Council members in an effort to ensure an ever-increasing level of understanding of the factors involved in land development, to use in implementing quality development standards for the community.

## Chapter 4:

# COMMUNITY DESIGN

Community beautification issues focus on the visual appearance of the City (residential and municipal uses) as well as preserving historic assets. The community design element shapes, and is shaped by, other facets of planning (such as transportation, housing, and recreation). It is through this form-meets-function process that the City will be able to create, market and retain their unique character and appearance.

### Current Conditions

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"><li>• In a recent community survey, a number of residents talked about adding a system of streetlights. This can still be done in a way that preserves the area’s “night sky” potential.</li><li>• In the surveys done as part of the plan update, residents overwhelmingly (almost 90%) identified some of Hildale’s greatest assets as its “rural way of life” and its “views and open space”.</li></ul>	<ul style="list-style-type: none"><li>• A significant number of the existing residential housing units are needing exterior and landscaping improvements.</li></ul>

### Beautification

Community beautification issues focus on the visual appearance of the city (residential and municipal uses) as well as preserving historic assets. Community design shapes, and is shaped by other facets of planning (such as transportation, housing, and recreation). It is through this unique form meets function process that the city will be able to create, market and retain their unique character and appearance.

Because of the unique history of the community, a high number of large vacant homes are located within City limits. Hildale should focus on programs that encourage and help residents keep their property to the high standards of the City.

Well-planned community design improves both the visual and functional characteristics of the town. It can make the town more aesthetically pleasing while enhancing the flow of goods and people. The term “nuisances” refers to conduct or use of land that interferes with another’s ability to enjoy and use their property. They can potentially have a negative impact on area property values. Typical property nuisances in rural communities are as follows:

- light pollution
- non-conforming land uses
- inappropriate use of ROW property, and
- stray household animals.

### Street Design + Edges

Streets act as edges and can help define boundaries of districts and create visual changes. These visual changes that happen at edges often are the most impactful. Those visiting the city will be more likely to stay if they feel safe and welcomed. Businesses will be more likely to locate somewhere they feel the area will attract visitors.

Roadways in the city core area should be designed in a way that complements a “small town main street” and a sense of destination, specifically incorporating adequate transportation and safe route designations. In order to accomplish this, the City is supportive of development that prioritizes active transportation improvements such as pedestrian and biking opportunities.

In the core area, Hildale can create visual interest with building materials, and can enhance visual diversity with setbacks, massing, and architectural detail variations.

Streetscapes are where the residents interact with the community and it is important that these areas be designed and maintained appropriately. The streetscape realm throughout Hildale varies in status and conditions.

## Nuisances

Community beautification issues focus on the visual appearance of the city (residential and municipal uses) as well as preserving historic assets. Community design shapes, and is shaped by other facets of planning (such as transportation, housing, and recreation). It is through this unique form meets function process that the city will be able to create, market and retain their unique character and appearance.

Well-planned community design improves both the visual and functional characteristics of the city. It can make the city more aesthetically pleasing while enhancing the flow of goods and people. The term “nuisances” refers to conduct or use of land that interferes with another’s ability to enjoy and use their property. They can potentially have a negative impact on area property values. Typical property nuisances in rural communities most frequently include light pollution, non-conforming land uses, and inappropriate use of ROW property.

## Community Design Goals + Objectives

### **G4-1. Identify the cultural and visual qualities and attributes that contribute to the unique character of Hildale City and endeavor to retain and enhance these qualities.**

- O4-1.1 Identify the cultural attributes that contribute to the unique character of Hildale City. Preserve and enhance these characteristics through specific planning and zoning ordinances that guide future development.
- O4-1.3 Coordinate with other agencies to assess and enhance the unique and diverse aspects of Hildale City and its position as a gateway to the National Parks of Southern Utah.

### **G4-2. Recognize unique areas or districts within Hildale City and develop design guidelines, development standards and ordinances, as appropriate, to protect the qualities within these areas that are valued by the citizens.**

- O4-2.1 As resources become available, identify architectural and other visual qualities that will contribute to the understanding of the City’s unique identity within Washington County, the southern Utah region and the western United States.
- O4-2.2 Identify unique architectural design, natural features, land use activity and other characteristics that are desirable for preservation and emulation in identifiable areas. Provide guidance for further development within those areas through ordinances, and development guidelines and standards, specific and appropriate to the setting and context of each area.
- O4-2.3 Allow the consideration of alternative design and building materials where appropriate, rather than implementing excessively rigid requirements or restrictions. These considerations would have to be specific and appropriate to the setting and context of the site.

### **G4-3. Establish methods of way-finding within the City to identify unique districts and to guide visitors to their destinations.**

- O4-3.1 Create a streetscape that will unify the commercial district and encourage its expansion into the industrial park / corridor.
- O4-3.2 Encourage both new and existing neighborhoods to create a unifying identity through street lighting, signage and plantings. Encourage cohesive neighborhoods as a means to preserve housing stock and associated property values.

## Chapter 5:

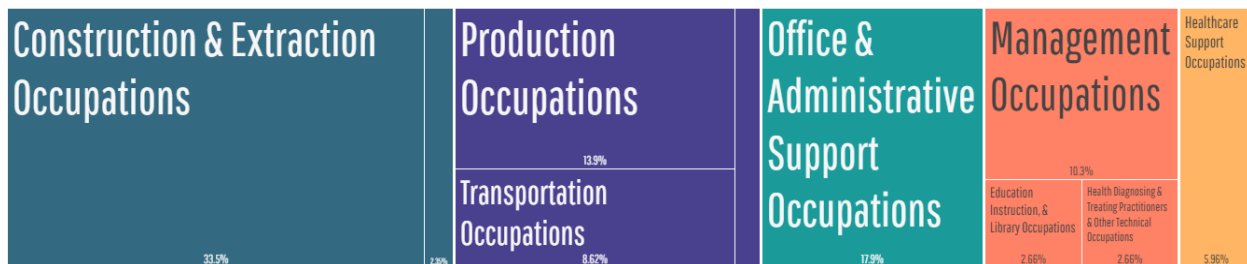
# ECONOMIC DEVELOPMENT

Communities need to discuss the trade-offs of providing the physical locations and competitive financial environment necessary to attract various types of economic development to the area. The intent of the local economy element of the general plan is to explore community priorities, but not necessarily outline a tactical economic development plan.

### Current Conditions

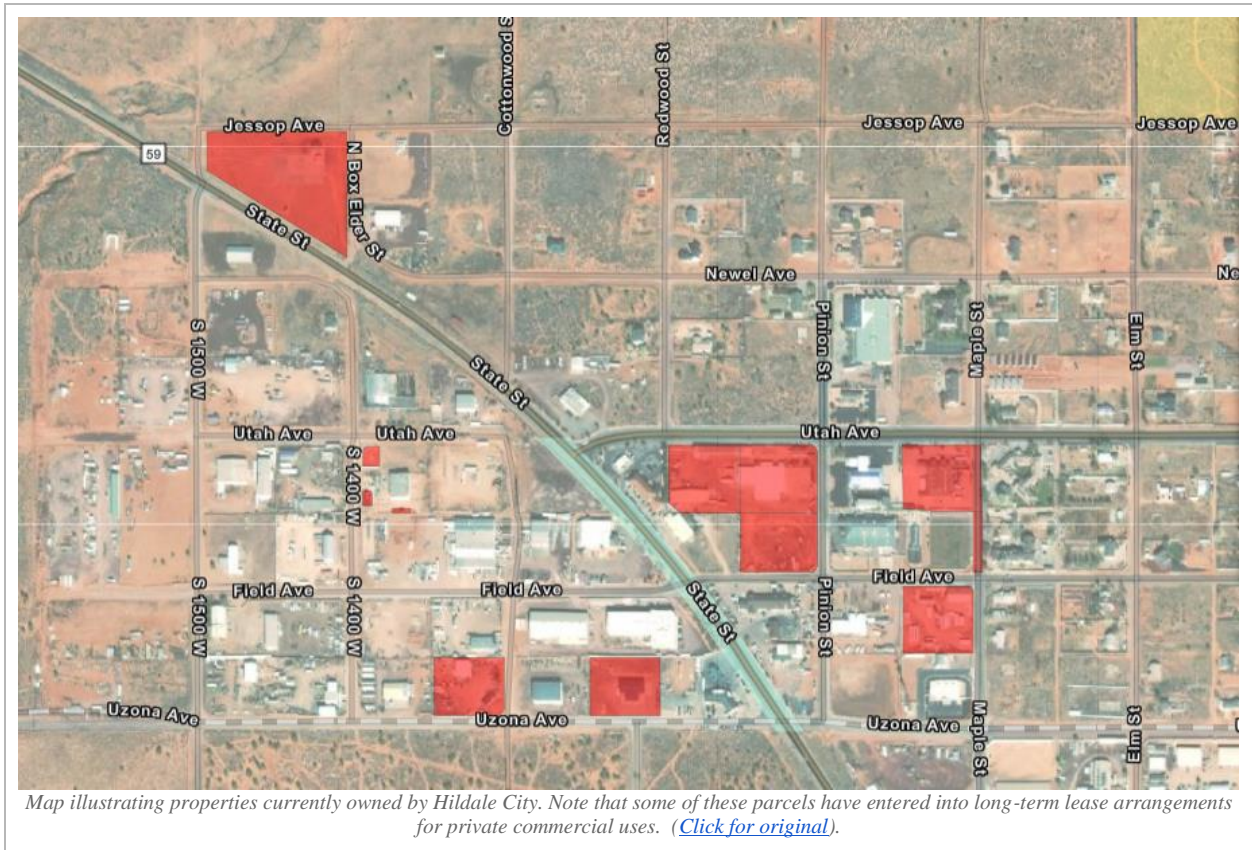
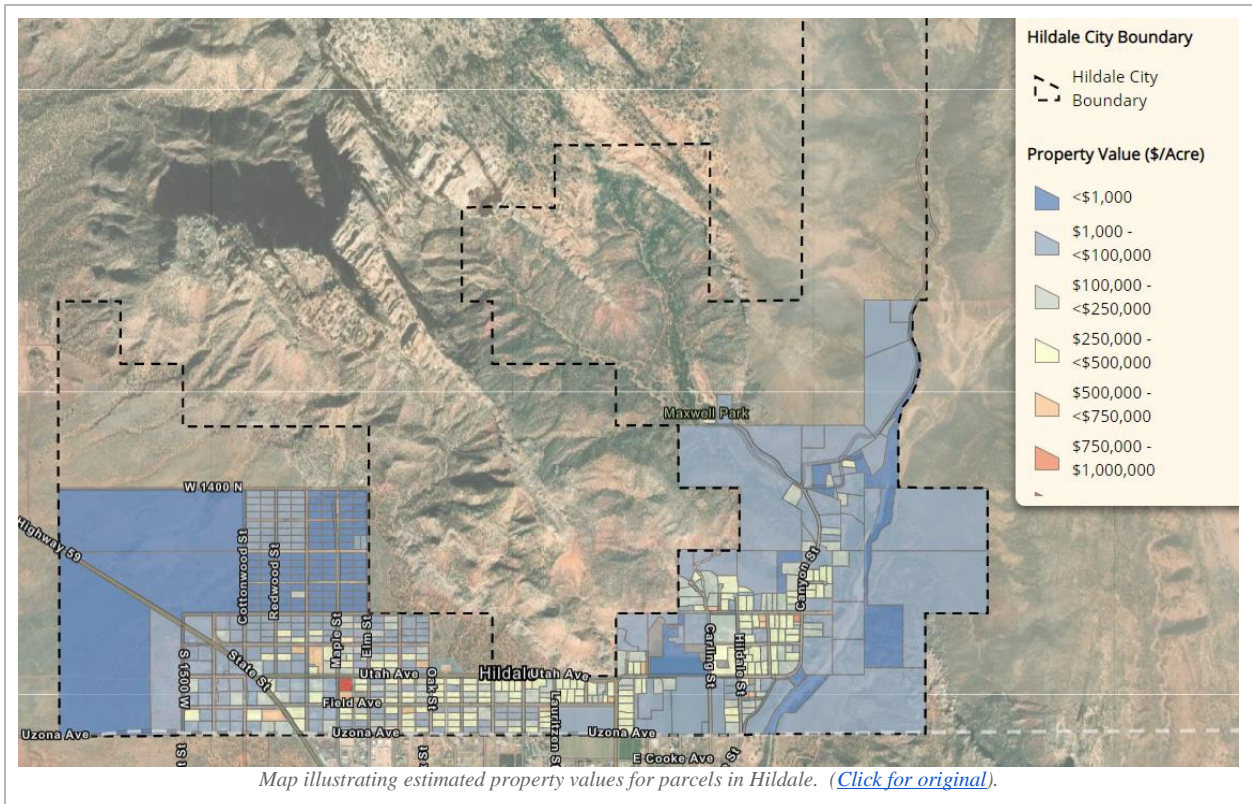
Hildale City has a growing economy employing roughly 638 people, an increase of roughly 1.27% from 2017-18. The largest industries in Hildale are construction, manufacturing, and health care and social assistance. While these current industries are expected to continue to play a prominent role in the community, because of the location of Hildale, tourism is also expected to increase in popularity as those looking to visit the surrounding areas such as Zion National Park.

According to the [Kem C. Gardner Institute](#) Washington County is the fourth best county in the state of Utah for economic diversity scoring 84.1 out of 100. From an economic standpoint this is a positive trend for Hildale City for those who live and work in the area. While construction and manufacturing are the prominent industries in Hildale because of the diversity of jobs in the county other sectors could emerge as well.



*Data Provided by the Census Bureau ACS 5-Year Estimate*

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>In recent years, Hildale City has shown a strong interest in developing the local economy.</li> <li>If Hildale can incentivize the establishment of medical facilities, then it has a high potential to become known as a choice retirement community.</li> <li>Some of the large homes could be easily modified to accommodate group home or youth rehabilitation operations.</li> <li>The airport in Colorado City can support the recruitment of industrial uses to the area.</li> <li>Hildale has been characterized with an available workforce that has a reputation for hard work and integrity.</li> </ul>	<ul style="list-style-type: none"> <li>In Colorado City, some of the retail commercial developments in the town center are struggling because of a lack of area population and competition with locations that are near the highway. This experience would be expected if a commercial area was considered away from the highway in Hildale as well.</li> <li>Transportation will continue to be a major factor in the economy as citizens travel to the St. George area for work opportunities.</li> <li>During the survey work that was done for this plan update, “group home operations” was one of the most consistent ‘threats’ that was identified by residents.</li> </ul>





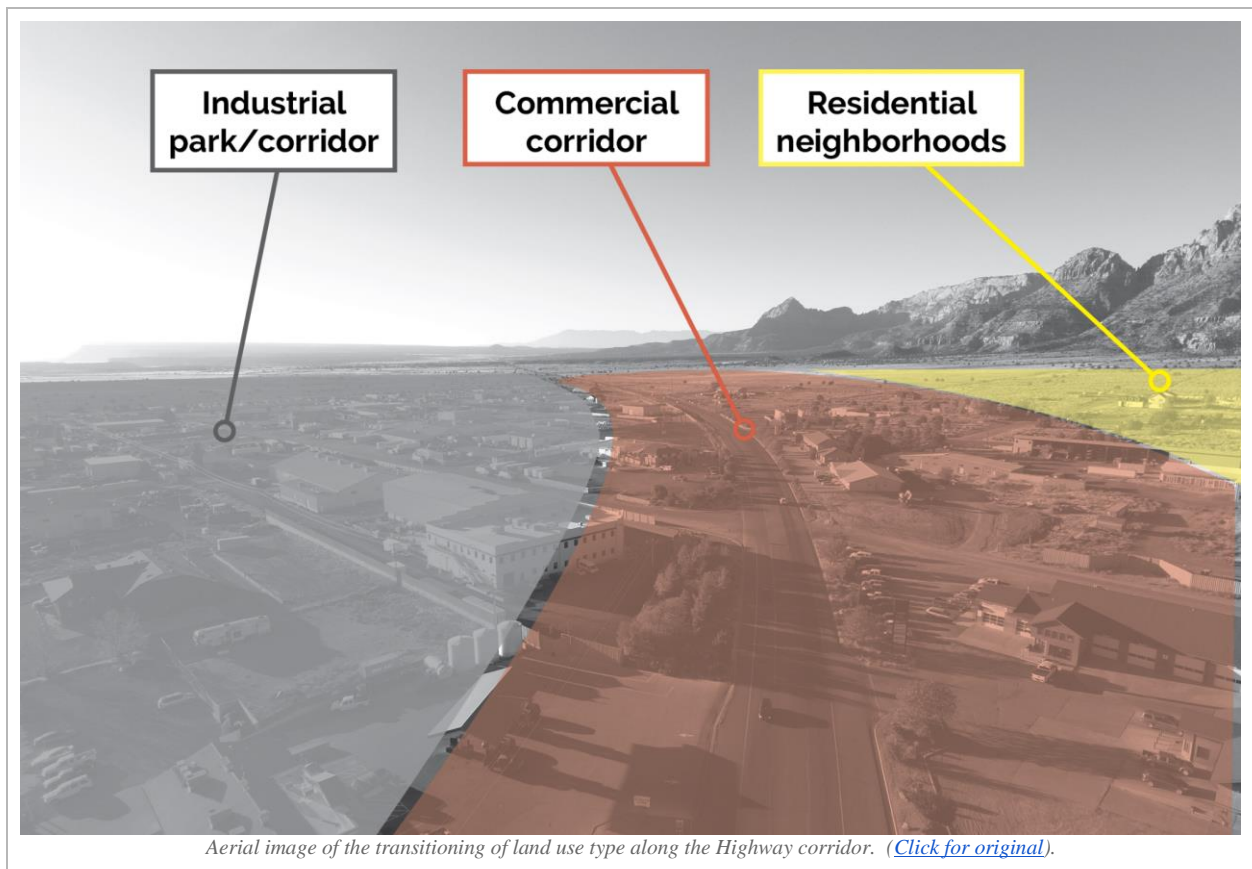
## Tourism

According to data collected from the National Park Service, Zion National park was the third and the Grand Canyon National park the sixth most visited park in the United States in the year 2020. Because of the proximity to Zion's and the Grand Canyon as well as other popular sites in the area, Hildale can anticipate an increase in visitors in and through the community. This may result in elected and appointed officials reviewing ways the community can capture the advantages offered from the increase in tourism that is projected to occur in the coming years. The City Council should also look at ways to offset some of the negative impacts associated with increased tourism such as traffic, city beautification, code enforcement, and protecting public areas from overuse.

## Areas of Potential

A growing and diverse economy in Hildale will have a positive impact on residents and those in the region. Since its founding, the economy has grown and diversified into multiple areas in an attempt to meet the needs of residents and those traveling through the area. While agriculture is still an important part of the economy, there have been major changes in the construction and manufacturing sector.

The greatest area of potential for economic development in Hildale is along the highway corridor and the expansion of the industrial activities near it. The land use pattern calls for commercial directly adjacent to the highway (1 to ½ block) with industrial and manufacturing behind. This will allow retail to leverage the traffic passing through the area.



## Economic Development Goals + Objectives

**G5-1. Expand employment opportunities within Hildale City through effective economic development activities.**

- O5-1.1 Promote Hildale City as a business friendly community with a quality infrastructure, skilled workforce, convenient transportation system and superior lifestyle.

- O5-1.2 Provide planning and zoning protections for business investments in order to prevent residential encroachment on business and manufacturing properties.
- O5-1.3 Encourage transparency in city government operations.
- O5-1.4 Maintain a close relationship with regional and county planning agencies.
- O5-1.5 As resources become available, develop an economic development strategic plan.

**G5-2. Increase the tax base of the City through expanding commercial development that broadens the economic diversity and limits sales taxes leakage.**

- O5-2.1 Provide commercial zoning in compliance with the General Plan at a pace that supports economic expansion based on population growth and community needs.
- O5-2.2 Identify new retail opportunities that could be supported in Hildale City. Provide the necessary zoning and seek corporate investments in areas.
- O5-2.3 Periodically survey residents to identify sales leakage, the size and sales potential in the effective retail shopping area, and other important details needed to attract retail and opportunities.
- O5-2.4 Periodically survey commercial users and operators to identify needs and market-based demands that could be supported by City policy in an effort to attract new business while also supporting the City's existing commercial ventures.
- O5-2.5 Limit the negative impact of tourism such as traffic in residential neighborhoods, while capturing tourism expenditures from those who come to town.
- O5-2.6 As resources become available, improve broadband internet service in the area.

## Chapter 6:

# TRANSPORTATION

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The intent of the transportation chapter of the general plan is to address all modes of transportation using the public rights-of-way in the city and surrounding vicinity. This includes motor vehicles, pedestrians, and bicyclists. Transportation issues are closely connected to other elements of the general plan because land near transportation corridors typically have a higher development potential than those that will need access investments.

### Existing Conditions + Regional Plan

It is essential to analyze and recommend roadway improvements based on an understanding of the historical land use patterns within Hildale City. Land use develops along transportation corridors and typically shapes and follows the future land use plans identified by the city. The main roads throughout the community are paved leading to populated areas. Like many rural communities across the state, many of the roads not identified as an arterial road are dirt and unpaved. As the population continues to grow and the city expands, the future road use plan shows where paved roads are to be expanded.

The current needs of the city are being met by roads in place, to meet the needs of future population major roads should be widened and repaired as needed. Survey results from citizens in the community noted an increase in traffic over the past five years as the population continues to grow and are expected to continue to do so for the next five years. As the population continues to rise, elected officials should take additional actions to develop transportation plans that include a variety of options such as additional roads, trails, and biking lanes.

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>● UDOT recently did a corridor study on SR-59 which went to the Utah/Arizona state line. The study identified a number of projects between Hildale and Hurricane, most of which were focused on operational improvements and safety concerns.</li> <li>● There is a county-administered transportation corridor north of Hildale that has the potential to connect the area to the entrance to Zion in the future.</li> <li>● Many residents expressed interest in a rideshare system that would connect Hildale to the Hurricane area.</li> <li>● The presence of the new school is going to help slow traffic on the east side of the community.</li> </ul>	<ul style="list-style-type: none"> <li>● SR-59 is the main highway serving the area. Through-traffic is slowed by vehicles making left turns to exit the highway. Local roads intersect the highway at highly-skewed angles making turning movements confusing.</li> <li>● Overly aggressive drivers attempt to pass during turning movements.</li> <li>● Respondents to the surveys done as part of the plan update voiced a consistent and significant concern about both local and regional roads in the area.</li> <li>● The presence of nearby trails and public lands are very attractive to OHV users. These vehicles can increase the maintenance burden of unimproved roads within town limits.</li> </ul>



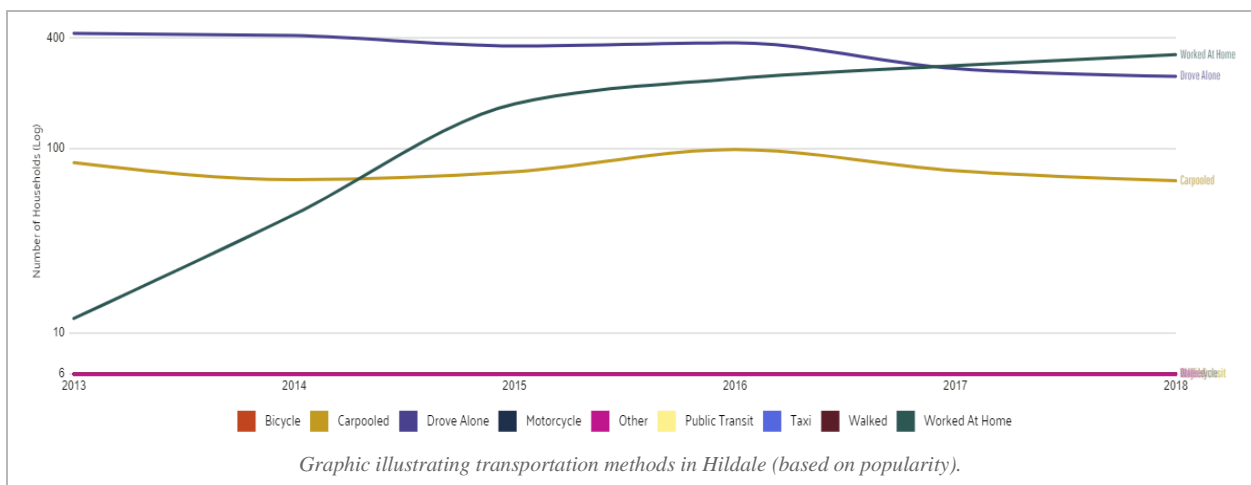
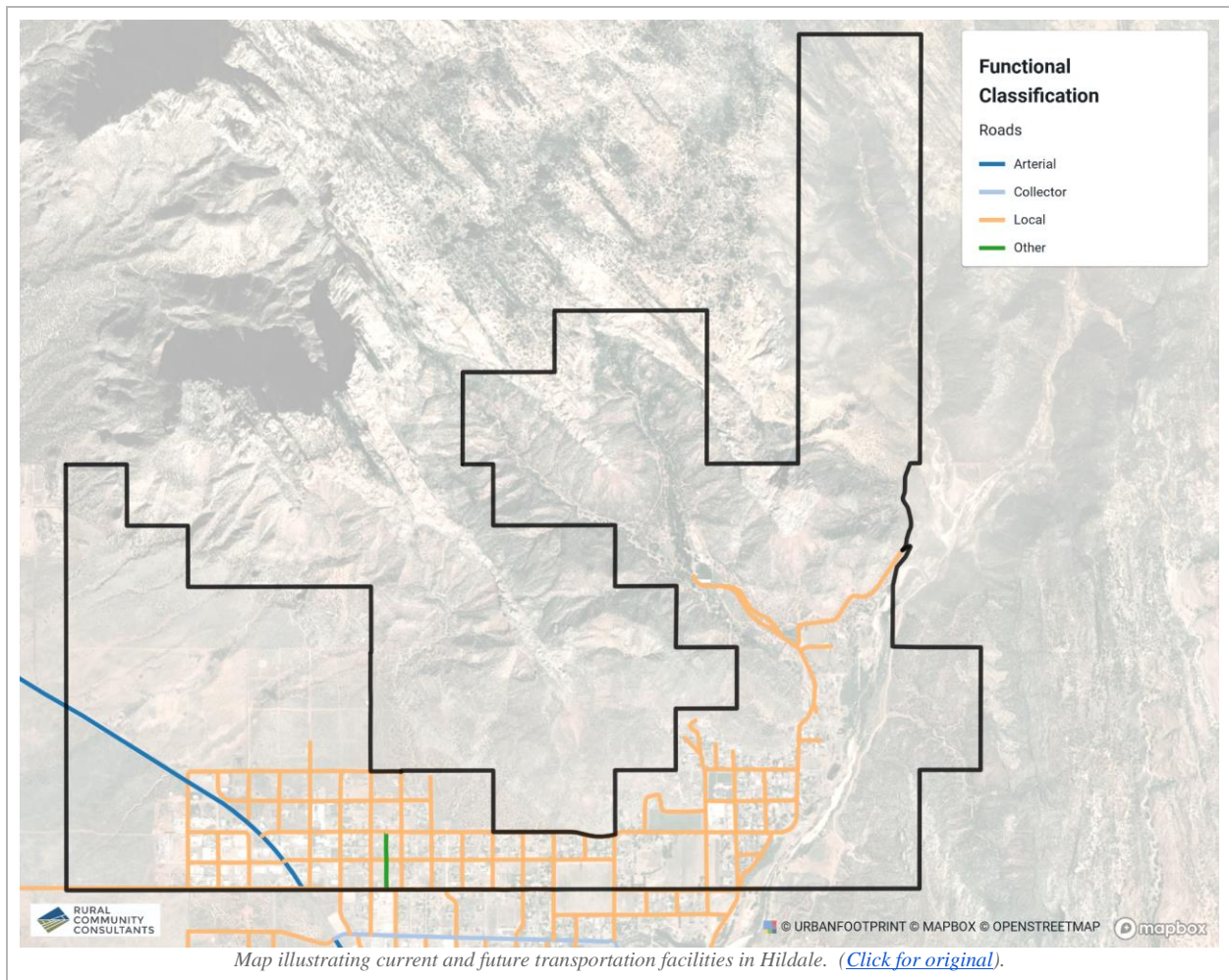
*Photo of main arterial to Hildale. ([Click for original](#)).*



*Photo of local road in Hildale / Colorado City area. Though this road is not typical, there are many in the area that the City would like to improve as resources become available. ([Click for original](#)).*

## Future Growth

Hildale’s transportation system primarily consists of local roads that are served with one arterial (Highway 59). The City is highly interested in improving these existing roads, but is not expecting to establish any major / arterial corridors within city limits in the next five years.



## Impact Fees + Traffic Impact Studies

Hildale City does not currently have a street impact fee for transportation improvements. The impact fees can assist in building the necessary roadway improvements to handle the increased growth and mitigate congestion that is currently being realized on the roadways in the City. Proposed roads on the future roadways map and maintenance of existing roads can be funded by these fees.

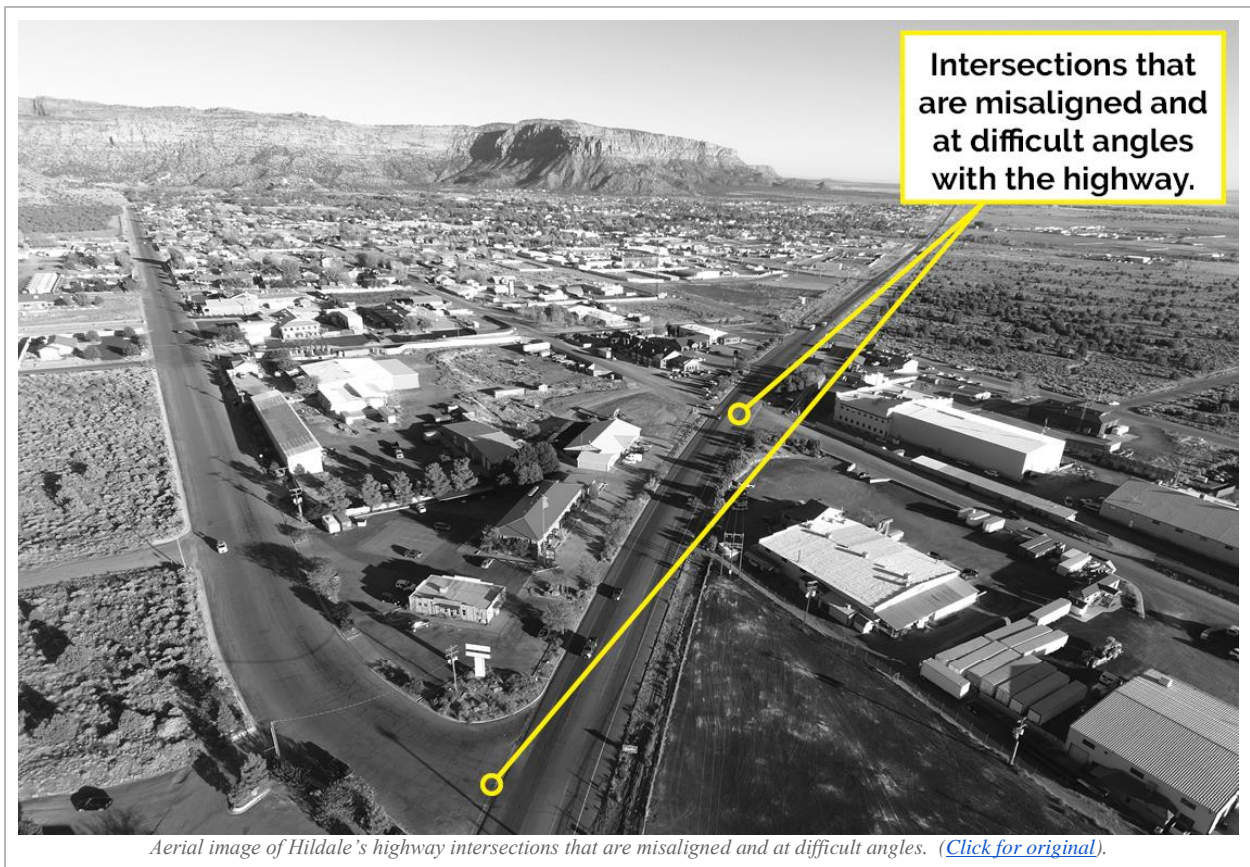
As part of furthering this plan and deciding how to use funds wisely, Hildale may consider requiring an impact fee for any new development and for larger developments a Traffic Impact Study (TIS). A TIS is a specialized study of the impacts that a certain type and size of development will have on the surrounding transportation system. It is specifically concerned with the generation, distribution, and assignment of traffic to and from a new development. Since residential and private roads are not part of the Future Road Way map, TIS reports allow the City flexibility when deciding these smaller roads locations.

## Roadway Design

A safe transportation system is one of the top priorities of Hildale. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways and walkways should be designed in a way that all people can equally access and use the transportation system.

Specific areas of concern are residential neighborhoods and schools. A reduction in the use of cul-de-sacs should be emphasized in order to provide greater traffic circulation. Streets that serve schools should encourage traffic calming devices and have well-designed pedestrian street crossings. Minor collectors should maintain the current grid system.

Overall, the roadway network should focus on connectivity. This means that block sizes should not be too large, and important collectors should not dead end or terminate in a cul-de-sac. This is best achieved by utilizing a hierarchical grid system of roadways, which Hildale already has in the majority of the City.



## **Transportation Goals + Objectives**

### **G6-1. Provide and maintain a transportation system that promotes the orderly and safe transport of people, goods and services while preserving the residential character of Hildale City.**

- O6-1.1 Develop a surface transportation network that minimizes congestion and provides for safely designed neighborhood streets with minimal through-traffic flows.
- O6-1.2 Require all new development to follow the principles and patterns outlined in the transportation element of the General Plan, while allowing some flexibility in the final design.
- O6-1.3 Improve transportation signage throughout the City.

### **G6-2. Create a transportation network that is balanced, incorporates multimodal corridors, and facilitates local circulation.**

- O6-2.1 Locate major transfer points and connections to multiple use transportation networks, to facilitate movement between major focal points throughout the area.
- O6-2.2 Coordinate the placement and location of roads and future transit investments with state, county and regional planning agencies.
- O6-2.3 Establish a separate, but integrated network of pedestrian and bicycle paths providing safe and suitable walking and biking access throughout the city.
- O6-2.4 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.

### **G6-3. Expand planning efforts to include all methods of transportation.**

- O6-3.1 As resources are available, assess transportation demand utilizing a wide-range approach. The assessment should include system capacity, trip dynamics, travel behavior, land use, employment centers, retail centers, and residential density.
- O6-3.2 Adopt a transportation project priority list to ensure early acquisition of right-of-ways. Use the priority list in coordinating with elected officials and State or Federal agencies.
- O6-3.3 Provide for equestrian trails from residential developments with equestrian use, to equestrian facilities and outlying equestrian trail areas, lessening the need to trailer and transport the animals. Include additional equestrian trails where appropriate.
- O6-3.4 Continue to develop routes within the City to provide for direct ATV access to ATV trails both within and outside of the City.
- O6-3.5 Minimize conflicts between motorized, non-motorized, and equestrian users by separating them where possible.

## Chapter 7: HOUSING

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High-quality and affordable housing is at the foundation of the quality of life of every community. The condition of neighborhoods has direct and indirect links to all aspects of the community, especially economic development. This chapter is meant to serve as a guide for the elements of the housing market that community leaders can influence in their area.

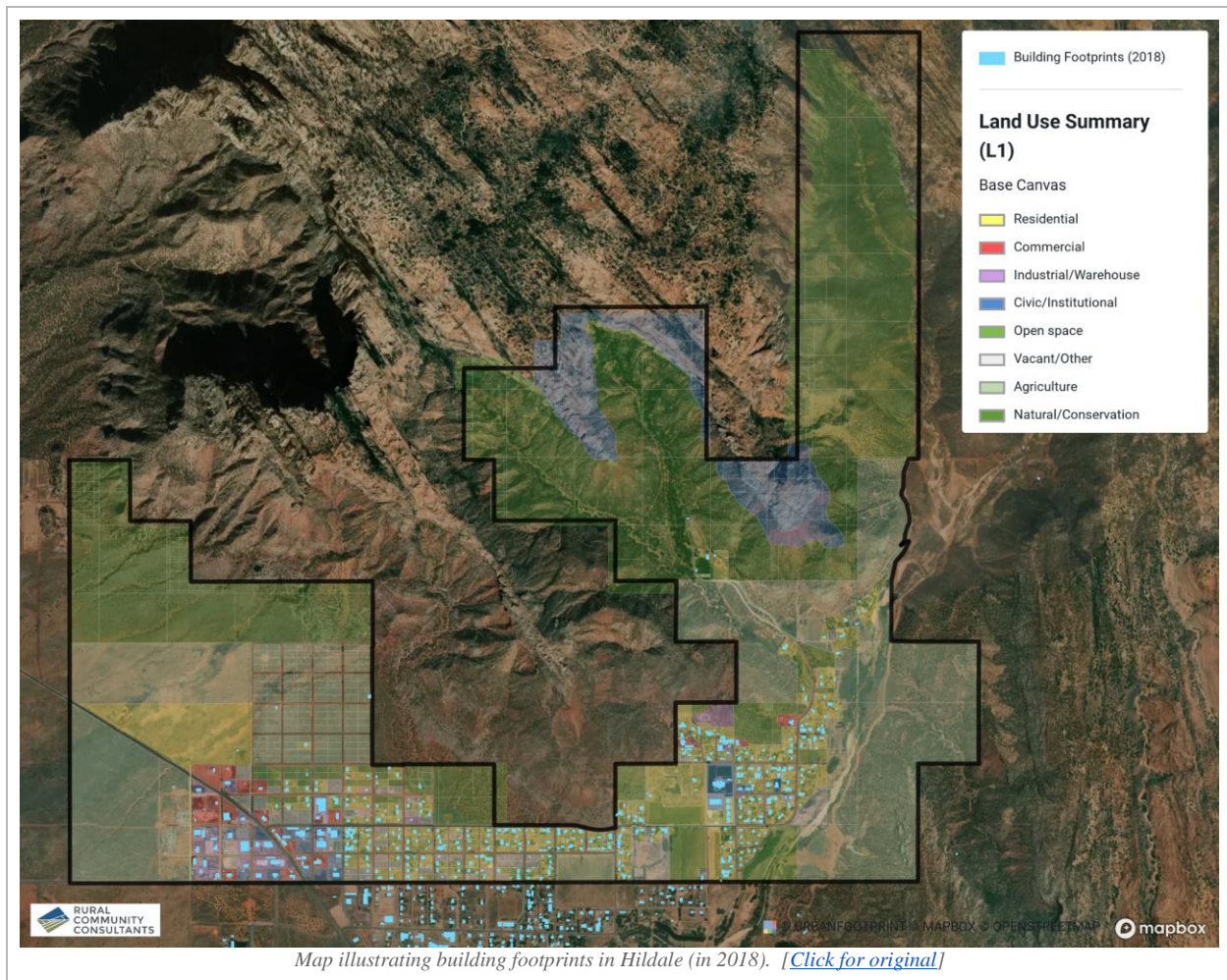
### Existing Conditions

Quality housing is the foundation of a strong and vibrant neighborhood. Moderate income housing plays a large role in multiple aspects of the economic and overall character of the community while serving as the foundation for a quality of life. The availability of good and affordable housing for people of various family styles, ages, family sizes, professions, health, and incomes contribute to the City’s vibrancy and economic success.

Hildale City cannot control all of the components related to increased housing costs, however there are several areas where city policy can be effective at solving some of the problems associated with housing affordability.

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>• Hildale’s existing residential stock provides a great opportunity for “disguised density” (i.e. converting a single family home into a duplex).</li> <li>• Many of the homes in Hildale are formally owned by the UEP Trust, but the UEP has established a standardized process for converting these to private owners.</li> <li>• Located in one of the fastest-growing areas in the nation, Hildale City can anticipate seeing additional growth from those not originally from the area.</li> <li>• Hildale residents are optimistic that new construction of homes will make a significant and positive impact to the local housing market.</li> </ul>	<ul style="list-style-type: none"> <li>• There are programs that support home ownership opportunities for long-time residents of Hildale, but many face significant cultural challenges to take advantage of them.</li> <li>• Some of the existing housing stock will require significant reinvestment to bring it up-to-code standards.</li> <li>• The potential for mixing densities of single family detached homes in the neighborhoods is currently constrained by the presence of very large homes.</li> <li>• The survey for this plan’s update, identified “high density housing” as one of the least-desired potential changes for the area.</li> </ul>





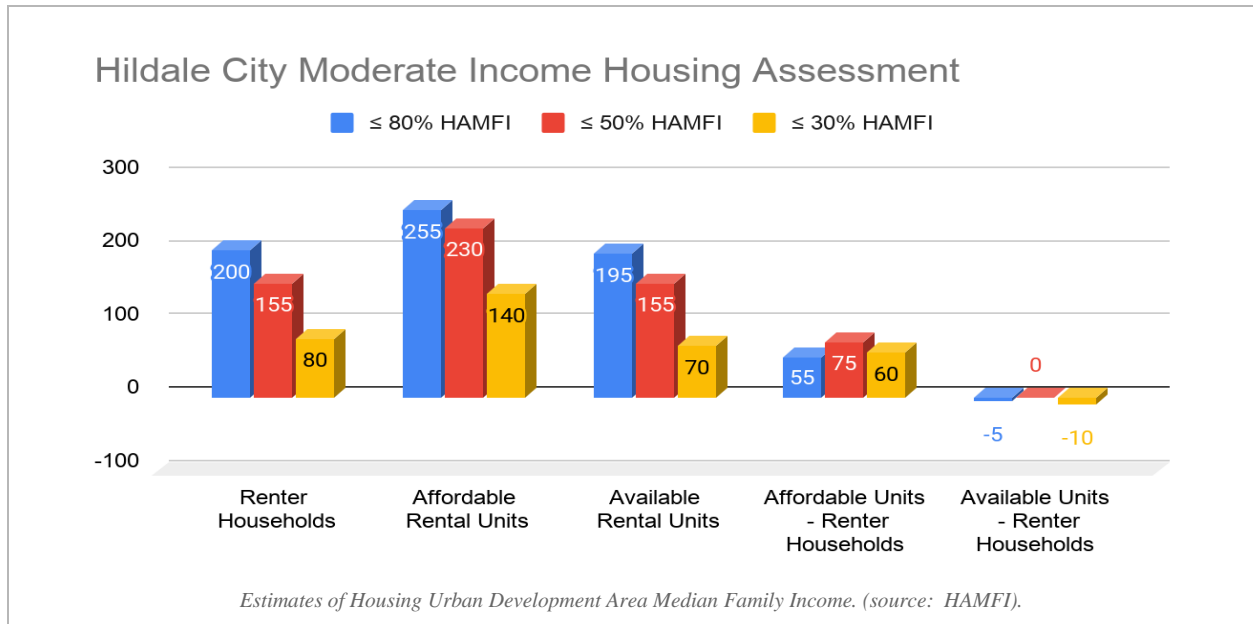
## Moderate Income Housing

Hildale Completed their moderate income housing assessment in 2021 as part of the development of this general plan. The model provided by the state of Utah was used for this plan as well as information from the U.S. Census Bureau. The following is a summary of its findings:

- The housing profile of Hildales’ total population in 2018 was roughly 6% in owner-occupied units, and 94% in rental housing units.
- The population in owner-occupied housing is projected to decrease 5% by the year 2025 while renter occupied housing is expected to increase closer to 99%.
- As expected with the new housing developments in Hildale since 2010, the number of households that own their housing without a mortgage has declined, and is expected to continue to do so. 100% of those who own their home are expected to have a mortgage by 2025.
- Occupancy rates for rental units are expected to continue to increase as it has since 2010. Increasing from 88% to a projected 99% in 2025.
- Median housing costs for owner occupied housing with a mortgage in 2018 was \$1,406, without a mortgage the cost was roughly \$583 with median gross rents \$700 per month.
- The median household income for City residents is estimated to be \$40,938. Those in owner-occupied units are reporting \$72,031, and those in rental units report \$39,038.
- Utah Statute requires cities to evaluate their housing opportunities for those earning 80% of the “area median income”. Washington County’s household AMI is approximately \$84,830 for households that have 7+ people (as is the average in Hildale), and 80% of this amount is \$67,864. Under the assumption that

appropriate housing costs should not exceed 30% of a household budget, then the City should look for ways to support housing development that is as or more affordable than what is in the market currently.

- Future projections predict by the year 2025 those making below the average area median income (AMI) the percentages that will be cost burdened meaning they will spend more than 30% of their monthly income on housing costs:
  - 15.2% of those making 80% of the Washington County AMI
  - 24.3% making 50% AMI for Washington County
  - 40.5% making 30% of the Washington County AMI



## Future Demand

- Quality housing to match the area median income is going to be needed as the current housing stock continues to age. With about thirty percent of the current housing stock built in the 1990s and the largest boom of housing occurring during the 1970’s additional housing will be a need.
- A portion of the increase in density during the duration of this plan will come from those born to families currently residing within city limits. This will result in residents needing to update their current housing needs.
- According to the [2021 Economic Report to the Governor](#), Washington County has the highest growth rate in the State at 4.06%. Current trends indicate Hildale city could see some of that growth pressure come within city limits and surrounding areas that will directly affect the community.
- Many of the developed lots in the residential areas are a minimum of 1ac. While infill development can be imagined with lot splits, the community would like to discourage flag lots.

## Housing Goals + Objectives

### G7-1. Preserve and strengthen Hildale City’s existing neighborhoods while allowing the formation of new neighborhood centers.

- O7-1.1 Through appropriate zoning and City ordinances, protect residential areas from inappropriate or detrimental, non-residential encroachment.
- O7-1.2 Where possible, limit conditional use permits and instead encourage clear and precise application of the zoning ordinance as a means of ensuring neighborhood stability.

**G7-2. Protect the individual resident’s investment in the Hildale City community that is represented by the existing housing stock and neighborhood environments.**

- O7-2.1 Continue to enforce existing building codes and zoning ordinances to protect residential investments.
- O7-2.2 Regulate the conversion of existing single-family homes into duplex or multiple unit rentals through appropriate ordinances and routine enforcement procedures.
- O7-2.3 Provide traffic planning resulting in safe, traffic calmed residential streets and balancing transportation and fire safety with neighborhood values and pedestrian safety.
- O7-2.4 Continue monitoring streets and public infrastructure needs. Prepare long-term plans and budgets necessary to provide and ensure adequate levels-of-service.

**G7-3. Facilitate a reasonable opportunity for a variety of housing, including moderate income housing to meet the needs of people desiring to live, benefit from, and fully participate in all aspects of neighborhood and community life.**

- O7-3.1 Continue to monitor and review the moderate income housing needs within the City.
- O7-3.2 Expand the variety of housing opportunities, with a balance of housing styles and price points. This might be accomplished through an expansion of zoning categories, or through the zoning ordinance allowing for greater flexibility in design, including lot sizes and setbacks. Density incentives might also be considered when based on quality development patterns.
- O7-3.3 Review and modify as necessary, building codes and subdivision ordinances, and enforce those codes and ordinances to insure a high quality of residential housing for all economic strata of people.
- O7-3.4 Allow rural development and develop policies that encourage connectivity .

**G7-4. Identify potential areas of blight that may affect the community and establish goals and standards for improvement of these areas or structures.**

- O7-4.1 As resources are available, provide information for property owners regarding housing rehabilitation methods and safety inspections.
- O7-4.2 Establish appropriate areas for redevelopment and utilize the tools available through Utah State Codes to apply the necessary redevelopment goals and procedures.

**Chapter 8:**  
**OPEN SPACE + RECREATION**

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The parks and recreation element of a general plan represents an important step in the City’s efforts to enhance the public’s ability to enjoy the natural beauty and extensive recreational opportunities in Hildale. The previous plan recognized the importance of the City forming a partnership with private and public entities that represent the variety of resources that complement the goals, and objectives.

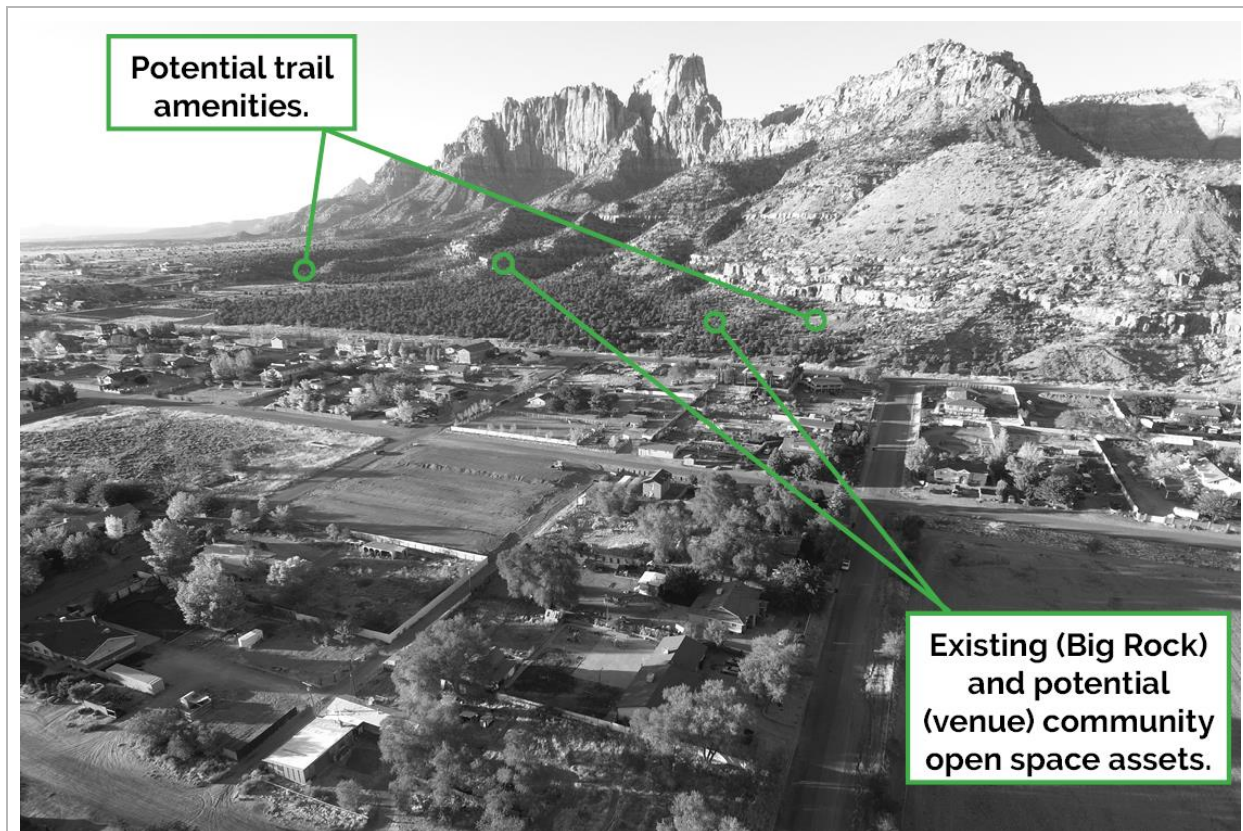
**Existing Conditions**

Hildale City desires to maintain and cultivate recreational opportunities that serve the interests of residents and visitors. These recreation opportunities are important drivers of the local and regional economy, and greatly enhance the quality of life for residents.

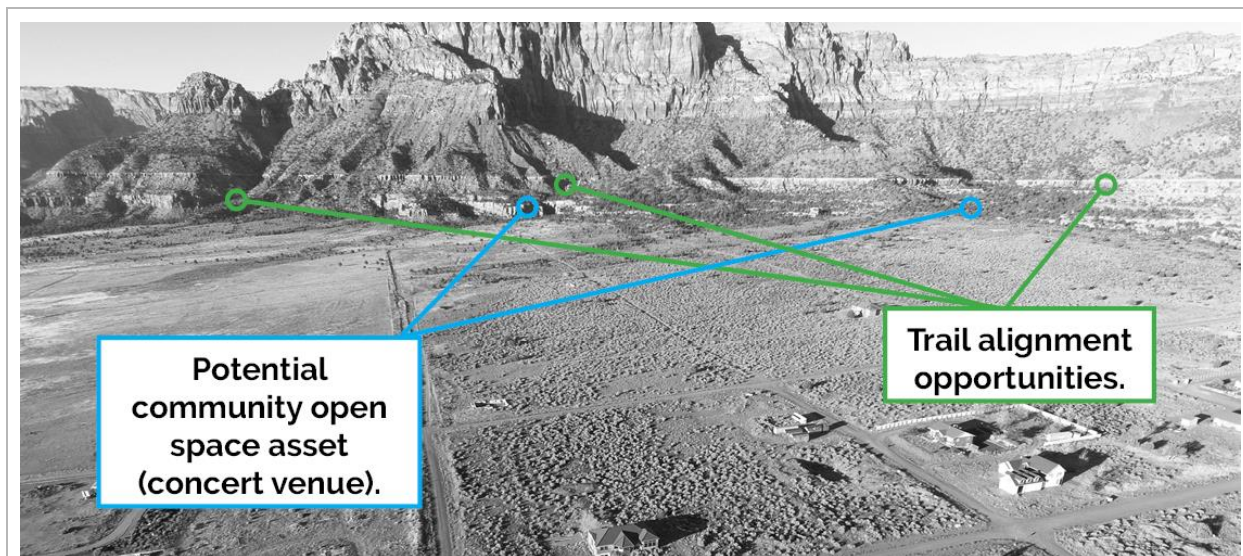
The National Recreation and Park Association (NRPA) has developed standards for parks, recreation and open space development that are intended to guide communities in establishing a hierarchy of park areas. The general standard established by the NRPA for park acreage per 1,000 people is between 15 and 17 acres, or 1.5 to 1.7 acres for every 100 people. Future park planning should involve an analysis of total acres as well as activity amenities (i.e. pickleball, playgrounds, etc).

Hildale City has several parks located within the city boundaries and several others located in the surrounding areas. In order to meet the needs of the community with a population trending towards 3,000 people would need 45-51 acres. Currently parks located solely in Hildale total 24.5 acres. Future consideration should be given to areas considered ideal locations for future parks to meet current and future needs of the city.

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>● Hildale’s foothill and canyon areas are outstanding amenities that are growing in popularity.</li> <li>● The UEP is in the process of planning for expansion of current park and trail assets, and they are open to partnerships with the cities.</li> <li>● Each of the park areas have an identity that can be built-from.</li> <li>● As Hildale expands to the west (near the highway), there seems to be an opportunity to build a public open space / concert venue in the hillside area.</li> <li>● Hildale enjoys a good relationship with federal land managers, and has discussed new arrangements for parcels that are adjacent and/or within city limits.</li> </ul>	<ul style="list-style-type: none"> <li>● Many of the current park and recreation facilities in the area are not currently owned directly by the Cities.</li> <li>● Residents on the western side of Hildale need to travel to the east side for park and recreation amenities.</li> <li>● ADA compliance of public areas and playground equipment should be considered when replacing current equipment.</li> </ul>



Annotated image of existing and potential outdoor recreation amenities. ([Click for original](#))



Annotated image of existing and potential outdoor recreation amenities. ([Click for original](#))

## Trails

Developing and maintaining trails throughout the community are a valuable amenity for recreation and transportation purposes. Trails along roads, waterways, hillsides, and canals offer residents and visitors, walkers, runners, cyclists, and equestrians safe routes for exercise and transportation separate from the ever-increasing amount of car and truck traffic on local streets.

There are several existing trail systems throughout Hildale that often cross over into the neighboring community of Colorado City. The current trail system is a mix of paved and unpaved routes meant for recreation as much as alternative forms of transportation. While not all completely within Hildale, the following trails currently exist throughout the area:

- Maxwell Canyon Park Trails
- Squirrel and Water Canyon Trail
- Short Creek Trail
- Diversion Canal Trail

Future trails will play a pivotal part in future recreational aspects of the community and become a more important aspect of transportation as the population continues to increase. Particular attention should be given to the management of Water Canyon. Planned investments should be made before it grows in popularity (refer to Kanarrville Falls).

## **Agricultural Protection Areas**

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). Statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of an agriculture, mining, or industrial nature for a period of 20 years. During the 20 year period, the land and use is protected from rezoning, eminent domain, nuisance claims, and state development.

According to Washington County zoning maps and designation there are no officially designated agricultural protection areas in or around Hildale City.

## **Recreation Goals + Objectives**

### **G8-1. Protect, conserve and enhance the natural beauty of Hildale City, and improve the opportunities for residents and visitors to enjoy that beauty.**

- O8-1.1 As resources are available, inventory the diverse ecosystems, recreation, open space, sensitive lands, and the potential of free or low-cost open space opportunities.
- O8-1.2 Establish open space corridors that provide connectivity between all areas of the City and surrounding public lands. This should be especially considered with any new development.
- O8-1.3 Create and adopt a comprehensive Recreation, Parks, Trails, and Open Space Policy and Strategic Plan.

### **G8-2. Expand recreational opportunities throughout the City.**

- O8-2.1 Build additional recreational resources as resources are available. These could include a community recreation center, ball fields, active and passive parks, area-wide trails, an outdoor amphitheater / concert venue, and appropriate nature parks. Add neighborhood parks into existing areas of the City where possible, consistent with a parks and trails master plan.
- O8-2.2 Develop a broad network of trails for a variety of users including riding opportunities for ATV’s and off-highway vehicles.
- O8-2.3 Create a policy for neighborhood parks, including operations and maintenance, and work with new development to implement these policies.

### **G8-3. Plan and budget for future open space needs, parks, trails, and recreational components.**

- O8-3.1 Build partnerships with governmental, private, and educational groups to achieve recreation and preservation goals.
- O8-3.2 Create a strong link between Hildale City and the surrounding tourist destinations and their managing agencies and continue to promote this connection to both residents and visitors.
- O8-3.3 Encourage input from all residents, including young families and retirees, to identify the recreational resources, opportunities, wants, and needs they are seeking.

- O8-3.4 Consider all aspects of acquiring open space including donations, conservation easements, property trades, existing rights-of-way and opportunities within new developments.
- O8-3.5 Respect private property rights when preserving or developing open space. Work to bring balance and equity for both the landowner and the community into the negotiations to secure open space or greenbelts.

**Chapter 9:**  
**INFRASTRUCTURE + PUBLIC FACILITIES**

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This element of the general plan addresses issues related to public buildings, facilities, and services that are necessary to the vitality of the community. It includes schools, libraries, civic buildings, fire stations, social service centers, distribution systems for culinary water, wastewater and storm drainage systems, parks, golf courses, recreational fields, and cemeteries.

**Existing Conditions**

In the past, Hildale and Colorado City have been served by utility systems (including culinary water, sewer, natural gas, and fiber optics) that have been owned and operated by the UEP Trust. Recently both cities have formally agreed to transfer ownership to themselves, with Hildale being primarily responsible for administration and maintenance (under the advice of a joint utility board).

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>• New water sources need to be developed in order to meet the future needs of a growing population. Fortunately, there are available water resources up Water Canyon that have not been developed yet, and the UEP has secured the necessary water rights.</li> <li>• The UEP is in a period of transition where they are divesting their public-assets to private and public entities.</li> <li>• The proposed Lake Powell Pipeline has the potential for a pump/lift station that could be operated by Hildale.</li> <li>• The City’s potential annexation area (west of the highway) contains critical infrastructure that can (and should) become part of the City.</li> </ul>	<ul style="list-style-type: none"> <li>• Some of the groundwater sources in the lower valley have quality concerns, and need to be blended.</li> <li>• Joint management of area utilities provides an economy of scale for administration, but can also restrict the potential for Hildale-specific initiatives.</li> <li>• New water sources need to be developed in order to meet the future needs of a growing population.</li> </ul>

**Culinary Water**

Hildale City currently shares a culinary water department with the neighboring community of Colorado City. A study was completed in 2015 identifying sources of water and how Hildale has access to those sources as well as the need to develop new sources to meet the growing needs of the community.

**Sewer System**

Wastewater services are provided by the HCC Utility Department. They are currently operating under the terms of the permit issued by the state. The sewer lagoons are located outside of city limits, and the City is considering ways to bring greater control of the land with those facilities.

**Infrastructure Goals + Objectives**

**G9-1. Provide public facilities and services that aid in furthering development while maintaining the quality of life in the City and increase its attractiveness.**



- O9-1.1 Review and determine appropriate levels-of-service for all public services, and set goals to achieve those levels throughout the City.
- O9-1.2 Plan for appropriate expansion of public facilities and service needs ahead of actual growth demands. Require all new developments to pay for their proportionate share of expansion.
- O9-1.3 Consider all possible levels-of-service related to public safety (including police and fire protection) when considering new development proposals. Develop and adopt a public safety plan that establishes minimum acceptable levels-of-service, requiring all new development to meet or exceed the standards of that plan.
- O9-1.4 As resources become available, develop a new city hall and community center.

**G9-2. Develop adequate systems to handle culinary water, wastewater and stormwater that promote safe and appropriate support for the activities and needs of the community.**

- O9-2.1 Continue to monitor utility system demands to ensure that the desired level-of-service commitment is maintained as new growth occurs.
- O9-2.2 Anticipate growth demands on infrastructure based on General Plan parameters and plan for appropriate utility services and expansion needs ahead of actual growth demand. Size infrastructure improvements to meet projected service demands.
- O9-2.3 Balance the costs and operational impacts of new growth proposals on system expenditures relative to both existing and future infrastructure development plans. Develop a service extension policy relative to future annexations and development.

**G9-3. Implement a plan to maintain and improve the existing stormwater and drainage facilities and associated infrastructure and to develop necessary facilities and infrastructure for future development.**

- O9-3.1 Protect existing storm water and drainage channels to maintain capacity for future development.
- O9-3.2 Encourage sustainable development practices that incorporate on-site stormwater detention facilities to reduce peak discharge flows while providing opportunities for ground water recharge throughout the City.
- O9-3.3 Identify storm water recharge methods and standards appropriate for use in both new and existing developments and locations. Coordinate efforts with other agencies including the county, and local conservancy districts.
- O9-3.4 As resources are available, study drainage patterns within the City and annexation policy areas to accurately identify the 100-year flood plains based on the current levels of development. Work with FEMA and other partners to implement the findings.
- O9-3.5 Coordinate the improvement of detention areas and flood channels with the development of trails and parks.

**G9-4. Continue to improve telecommunications and digital access systems to enhance both quality of life and commercially viable communications within the City.**

- O9-4.1 Continue to monitor and evaluate technology applications within the community to provide better telecommunications opportunities for residents as well as businesses.
- O9-4.2 Work with telecommunications providers to ascertain avoidable hindrances that might limit or delay the delivery of services.

**G9-5. Develop a decision-making process for infrastructure design and budgeting that effectively anticipates future needs and associated costs, but can also adjust to shifting environments and technologies.**

- O9-5.1 Monitor industry trends, with staff being responsible for examining and reporting on emerging technologies to the City Council.
- O9-5.2 Develop or obtain modeling programs that allow close examination of future needs and costs related to the installation, operations, and maintenance of the City's complete infrastructure system.

**G9-6. Implement a capital improvement plan to develop, maintain, and improve public facilities, services and infrastructure, including schedules, budgets and potential funding sources.**

- O9-6.1 Monitor existing systems within the City and develop a program, including budgets, for systematic maintenance and upgrades.
- O9-6.2 Prioritize infrastructure improvements in areas of the City where existing, substandard utility systems have been identified.
- O9-6.3 Establish realistic budgets and timeframes for the expansion and maintenance of all public facilities and services within the City. Provide balance between new areas of development and existing areas of the community.

**G9-7 Continue expanding and developing the quality, availability, delivery and use of water resources consistent with the highest professional standards and community expectations.**

- O9-7.1 Continue identifying and developing additional sources of City water. Work to acquire local water rights and evaluate other water acquisition and development opportunities.
- O9-7.2 Continue improving water delivery systems for existing and future developments. As resources are available, update relevant utility master plans when needed.
- O9-7.4 Prioritize water quality from the production, storage, protection, and delivery stages in the capital budgeting process.

**G9-8. Control and monitor surface and groundwater pollution sources to provide a healthy environment.**

- O9-8.1 Establish and maintain protection zones and policies for all municipal sources of water serving Hildale City.
- O9-8.2 Identify critical storm water conveyance channels and adopt development standards protecting these channels.
- O9-8.3 Require Storm Water Pollution Prevention (SWPP) plans for all new significant development and grading activities in compliance with Federal EPA requirements.
- O9-8.4 Work to minimize potential groundwater or surface water pollution sources within the City.

Chapter 10:  
**RISK + RESILIENCE**

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**Existing Conditions**

In recent years, Hildale has experienced a great deal of change that fundamentally impacted the community. It can be argued that the prevalent drug use, high suicide, low educational attainment and poverty are all outcroppings of the trauma the community has experienced. In order to address the challenges they face, leaders in the public and private sector have rallied to the goal of becoming a more resilient community.

OPPORTUNITIES	CONSTRAINTS
<ul style="list-style-type: none"> <li>• Communities that are ready and able to build resilience have key anchors like a strong central organization (the city) that can lead collaboration among institutions and organizations. Hildale City leadership seems to have the vision to accomplish this.</li> <li>• In a recent survey, community residents voiced support for a neighborhood watch program.</li> </ul>	<ul style="list-style-type: none"> <li>• Trauma manifests at the community level. Policy makers, public health officials, and social services providers report that trauma undermines efforts to promote health, safety and wellbeing.</li> <li>• Residents expressed a sense that Hildale’s large, inexpensive, and private homes have attracted a higher-than-normal amount of illegal drug operations.</li> <li>• The need to invest in animal control seems to be a consistent concern within the community.</li> </ul>

**Public Safety Capabilities**

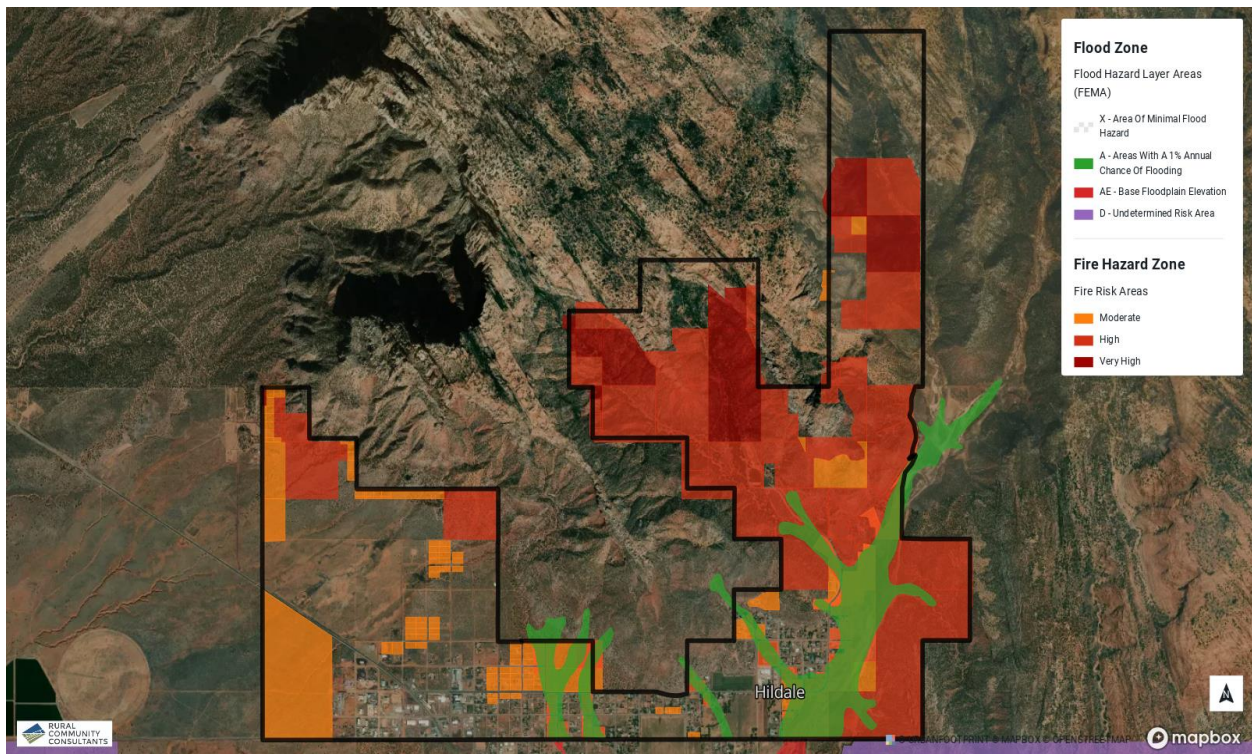
Currently Hildale shares police forces with neighboring Colorado City as well as other safety focused agencies to meet the needs of the community. As the community continues to grow and additional services are needed, a separate police department will need to be a priority for elected and appointed officials.

**Emergency Preparedness + Hazard Mitigation**

“Community Resiliency” is the term used to describe how well communities position themselves to reduce the risks they face, and what their capacity is to ‘bounce-back’ from shocks and events.

In 2014, Washington County and most of the municipalities were significantly involved in the development of a PreDisaster Mitigation Plan (PDM). FEMA requires these plans as a prerequisite for any future hazard-related financial assistance the county might need, and these plans are required to include a significant amount of analysis on the types, likelihood, and potential impacts of different disaster scenarios.

In the Hildale area, the hazard types with the greatest potential for “overall risk” include wildfire, flooding, and areas with both high and moderate risk for landslides within and near the city boundary. (The secondary tier of moderate concerns include radon and expansive soils to the northwest of the current boundary).



According to data obtained through FEMA the risk of flooding is higher in certain areas of the City than others. The graphic above indicates the south and east sides of the city have a greater risk of flooding. 51% of homes in Hildale would be considered in this group. Roughly 243 people are living in these homes. Of that area considered to be at risk 31 employees of businesses would fall into this category.

At the time of the general plan update, FEMA was developing new modeling and mapping for floodplains. The City is anticipating that this work will result in the need to develop an ongoing, proactive strategy to mitigate the risks identified by it.

## Resiliency Goals + Objectives

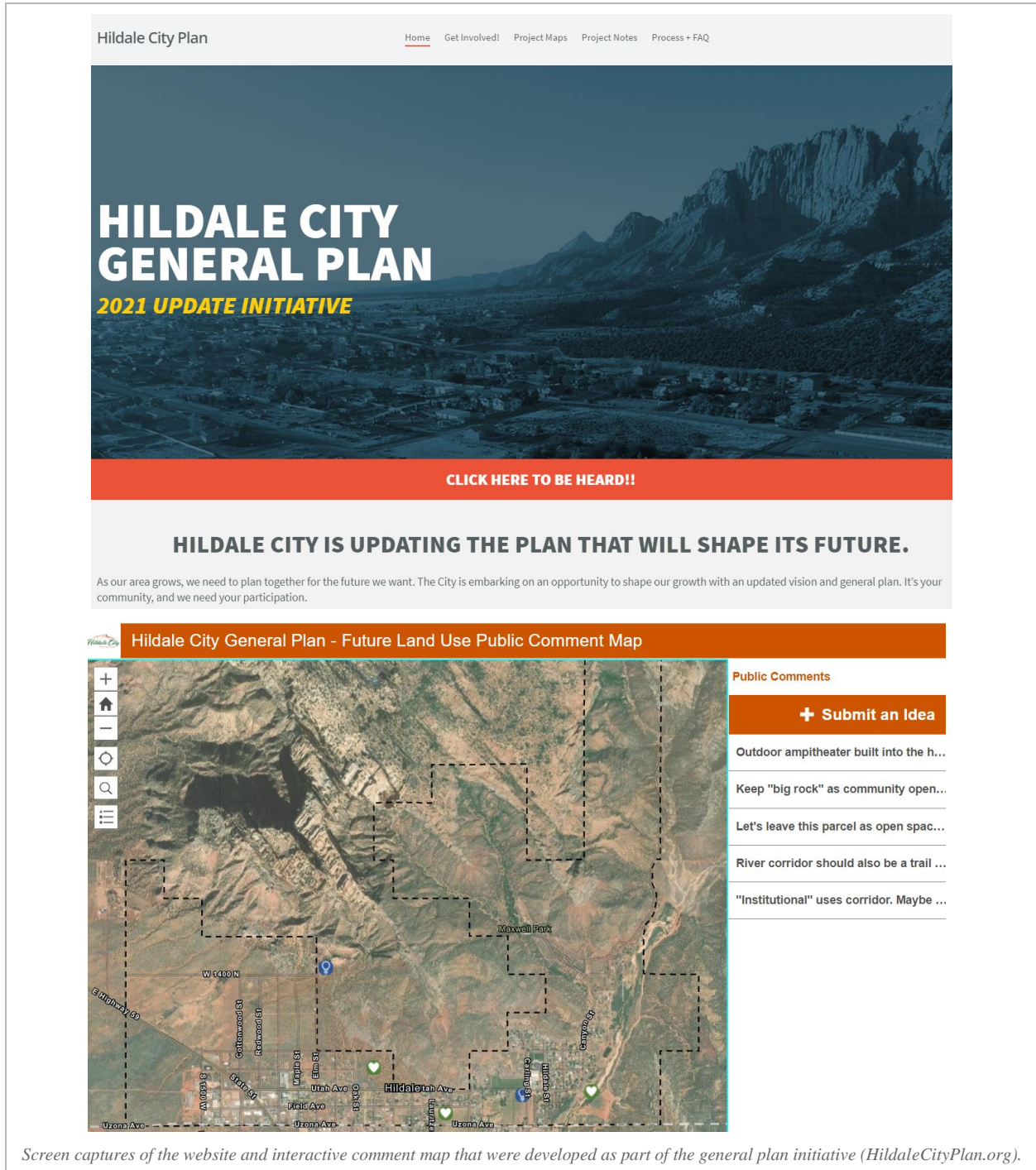
### G10-1. Clearly define natural or environmental hazards within the City affecting health, safety and quality of life.

- O10-1.1 Assist federal, state, and county agencies in their identification of flood plains that may represent a hazard. Adopt development standards based on professional risk management standards. Work with FEMA to update the appropriate panels within the City and annexation policy areas.
- O10-1.2 Work with appropriate agencies and professionals to identify geologic hazards that may represent a hazard to the community. These may include landslides, steep slopes, unstable soils, high-water tables and fault lines. Adopt development standards based on professional risk management standards. Work with Washington County officials, where appropriate, to mitigate risks located outside of the city.
- O10-1.3 Develop and implement an Emergency Operations Plan (as per HB96, 2021).

# APPENDICES + IMPLEMENTATION

## Public Interaction

Facilitating community involvement and input opportunities was a high priority for the Hildale City Council. A website was created to post working documents, surveys, interactive maps, and project updates. This information hub was provided so the public could follow-along and be kept up-to-date throughout the initiative. Social media campaigns were also used to generate interest and awareness of the site.



## Public Survey Summary



*Image of a promotional poster displayed prominently at the Post Office.*

### Community Vision Survey

At the beginning of the general plan update process, public surveys were advertised through flyers, posters in the Post Office, social media campaigns, and stakeholder texting contacts. The survey about “community vision” generated 82 responses.

- The charts showing the [responses to the opinion \(Likert scale\) questions are available at this link](#).
- The document with the [open text responses to the vision statement is at this link](#).

### SWOT Survey (Strengths, Weaknesses, Opportunities, Threats)

As part of the general plan update process, residents were asked open-ended questions about what they consider to be important issues and amenities in Hildale City. This survey was completed by 11 Hildale residents, and the responses were used to inform the plan text.

- The document with the [open text responses to the SWOT survey is at this link](#).

### Opportunities and Constraints Survey

The purpose of this survey was to gather information on:

1. the areas that make the City special (developed and undeveloped),
2. Hildale City’s areas with unrealized opportunities, as well as

3. areas that might constrain desired growth into the future.

Residents were provided images of a land use map that divided the city into smaller sections. This survey was completed by 9 Hildale residents, and their responses were integrated into the community assessment portion of the general plan.

- The document with the [open text responses is at this link](#).

## Potential Action Steps

The following ideas are suggestions of implementation best practices, and that the City is not obligated to implement any of them or consider them policy. Regardless of if the following is implemented, transparency should be the main focus as well as working with other community, county, and regional leaders to implement the vision and goals of Hildale City.

### IDEA #1 - Plan and Budget Integration

Budget is policy, and making a plan without investing in its implementation is largely a waste of time. City leaders need to first develop a baseline of what their strategic priorities are, and then deliberately update this vision over time.

- **Host an annual pre-budget retreat with the City Council, Planning Commission and administration.** The City Council and Planning Commission should meet for a joint session before any budget requests are considered. The purpose of this meeting would be to review the City's long-range goals.
- **Conduct a biannual "Discovery" event.** An outside party could facilitate a "discovery" discussion for existing and prospective City Council members (and anyone else in the public that is interested). The intent of this event would be to increase awareness of how cities actually work by describing systems, explaining rules, and sharing best practices. If done near the deadline for candidates to file in the summer, then the outcome of this event would be a more informed election in the fall. It can be assumed that an investment in "taking the long view" like this will result in better policy and budgets ongoing.

### IDEA #2 - Community Clean-Up Initiative Enforcement

Update the land use code to outline a clear process for enforcing clean-up efforts:

- establish a clear definition of what needs to be cleaned-up
- review staff capacities, including enforcement personnel and attorney staff time
- outline roles and responsibilities in responding to citizen complaints
- create a method to document violations
- establish deadlines for clean-up
- establish a cost recovery system for City-initiated efforts on properties in violation

### IDEA #3 - Planning Commission Agenda Alignment

Although every community is different in the details of how it operates, the one thing they have in common is a commission that makes decisions that affect the whole enterprise. Because they have to deal with a number of short-term issues, it is easy for them to lose focus on any kind of long-term strategy.

Cities need a way to standardize the implementation of their long-term goals. It seems like the way to do this is to keep the goals in front of everyone (especially the commissions) when they are facing decisions.

- **Incorporate the long-term goals into their regular meetings.** Format the agenda so that each discussion item is categorized under one strategic priority. Those issues/items that don't help achieve a priority goal are moved to the bottom.
- **Create a request form for items to be put on the commission's agenda.** Require that all commission agenda items are submitted using a form that asks which priority the proposed issue helps the City achieve. Doing this helps applicants (including commissioners) maintain focus on their goals.

- **Formally establish an “implementation champion”.** Assign someone on the City Council or Planning Commission to monitor the implementation of the plan’s goals and strategies. Require a public report to be created quarterly.

#### **IDEA #4 - Adequate Public Facilities (Concurrence)**

The adequacy and availability of public facilities and services to support growth and development has become a key issue in most areas, both because of the financial implications as well as the effect on the timing of development.

A concurrence system requires that prior to the issuance of a land development permit, the applicant must demonstrate that all necessary public facilities and services are available and adequate at a specified level of service (LOC) standards.

The “adequacy” requirements provides that, for a development project to be approved, infrastructure must be conformed to level-of-service standards in the General Plan.

The availability requirement establishes where needed public facilities or public facility capacity is indeed available for use by the proposed development. Unlike other resources which are sometimes used to ensure carry capacity, infrastructure capacity is not static. It is increased as new capital improvements are added, and it is decreased as other development comes on-line. Development approvals can be denied, deferred, or recommended for phasing in order to keep infrastructure capacity and utilization in proper balance.

A key component of any concurrence management system is the determination of which public facilities are included and where they should be applied to all types of development.

#### **IDEA #5 - Impact Fees and Financing of Capital Facilities**

Hildale City currently authorizes impact fees because of the type and timing of the development that occurs there. However, if the City’s housing market continues as it has, the financial implications of new growth may warrant the continuation of impact fees and other taxing and regulatory financing systems. Impact fees are a regulatory policy mechanism whereby the capital cost of a City’s need to support new development is funded on a prorated basis by such development.

Courts have upheld the concept of impact fees as long as various legal and constitutional requirements are met. Those requirements included procedural due process, substantive due process, equal protection and “earmarking”. The latter requirement ensures that money collected from the payment of impact fees will be segregated from other City funds and used only for the purpose for which it has been collected. The constitutional standard for impact fees has generally been described as the “rational nexus” test. The test has two parts: (1) that the need for the public facility or public facility expansion is the result of the proposed new development; and (2) that the proposed new development will benefit from the provision of the public facility.

#### **IDEA #6 - Development Process Flowchart**

A clearly-defined approval process will facilitate better understanding of the City’s requirements for development approvals. This will help applicants understand what is expected of them, and might even help the City ensure due process.

These flowcharts could be incorporated into brochures and development applications. Caution should be given to ensure that the process is also formally incorporated into the land use ordinance.

#### **IDEA #7 - Land Use Code and Zoning Ordinance Update**

It has been estimated that there have been over forty significant changes to the Utah Land Use Development and Management Act since the mid-1990s. Hildale City should undertake a comprehensive rewrite of its ordinances based on the following principles:

- Cities are political subdivisions of the state. Therefore, any ordinance revision should include COMPLIANCE ISSUES where the city is not supported by state statute.
- The general plan serves as the rationale for any ordinance or capital investment a community wants to implement. Ordinance revision should include ALIGNMENT ISSUES related to an internal inconsistency or a lack of justification between the general plan and ordinances.



- One of the most significant statutory impacts to local planning was the recent “PLAIN LANGUAGE” bill (UCA 10-9a-308). Among other things, this requires local codes to be simplified. Any ordinance revision efforts should develop “plain language” by simplifying references, rewriting complicated explanations, and incorporating graphics where possible.

### **IDEA #8 - Implementation Investment Strategies**

As part of this general plan, a catalog of investments that the City could pursue was developed. This report is not included in the public general plan because many of the programs referred to are competitive.

The strategies and solutions described there included:

1. Develop a new city hall and community center.
2. Develop an economic development strategic plan.
3. Update the land use and subdivision codes.
4. Protect water resources and improve the system.
5. Develop a public amphitheater.
6. Improve broadband internet service.
7. Improve natural hazard resilience.
8. Facilitate improvement to the housing stock.
9. Improve residential streetscapes and trails.



*Image of a mountaintop near Hildale.*