



# Annexation Policy Plan & Map

Adopted December 20, 2022

Ordinance No. 12-02-2022



## ANNEXATION POLICY PLAN

### I. Introduction

In accordance with Section 10-2-401.5, Utah State Code, “no municipality may annex unincorporated area located within a specified county unless the municipality has adopted an annexation policy plan.” An Annexation Policy Plan is a guide for the City to make decisions regarding future annexations and helps the city plan for future expansion in conjunction with neighboring political entities. The Annexation Policy Plan works in conjunction with the general plan. Open communication between a city and other political entities, particularly Utah County, is a priority in the process of developing and implementing an Annexation Policy Plan. The following document addresses the requirements outlined in Section 10-2-401.5.

~~During the 2001 General Session, the Utah legislature adopted Chapter 206 of the State Code, pertaining to municipal annexations of property. It states in part, “after December 31, 2002, no municipality may annex an unincorporated area located within a specified county unless the municipality has adopted an annexation policy plan as provided in this section.”~~

~~Since this requirement was passed, Santaquin City adopted an annexation policy plan (Annexation Plan) in November 2002 (City Ordinance 11-02-2002). The expansion area shown in that plan was changed by adoption of the Santaquin City Long Range Master Plan on April 6, 2005. In October 2006, the City Council initiated a revision of the General Plan to address community character, increased development pressures and the City’s ability to provide services and facilities amidst unanticipated growth. These revisions would establish goals and policies to sustain a high quality of life for residents of the community and promote economic development for existing and future businesses. The Santaquin City General Plan: A Community Prospering in Country Living (General Plan) was adopted May 2, 2007 by Ordinance 05-02-2007, effective May 7, 2007. The City’s Annexation Policy Plan was amended June 15, 2007 in accordance with that plan. This current plan was adopted to address annexation petitions which were not within the previous plan boundaries.~~

### II. Purpose

The purpose of this plan is to remain in compliance with State requirements as well as the goals and policies of the recently adopted General Plan. The General Plan addresses the impacts of the City’s increasing population and demand for housing developments. It also outlines appropriate development types in unincorporated areas which the City may annex in the future. This plan establishes an expansion area and policies for expansion consistent with the General Plan.

### III. The Plan



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Utah State Code Annotated (UCA), Section 10-2-401.5 requires that each Policy Plan include the following:

- (a) A map of the expansion area which may include territory located outside the county in which the municipality is located;
- (b) A statement of the specific criteria that will guide the municipality's decision whether or not to grant future annexation petitions, addressing matters relevant to those criteria including:
  - (i) The character of the community;
  - (ii) The need for municipal services in developed and undeveloped unincorporated areas;
  - (iii) The municipality's plans for extension of municipal services;
  - (iv) How the services will be financed;
  - (v) An estimate of the tax consequences to residents both currently within the municipal boundaries and in the expansion area; and
  - (vi) The interests of all affected entities;
- (c) Justification for excluding from the expansion area any area containing urban development within 1/2 mile of the municipality's boundary; and
- (d) A statement addressing any comments made by affected entities at or within ten days after the public meeting required by U.C.A. 10-2-401.5.

### **IV. Map of the Expansion Area**

The amended expansion area map is attached hereto as Exhibit A.

### **V. Criteria for Granting of Future Annexation Petitions**

Except under the very limited circumstances established in section 10-2-418 of the Utah Code, the process of annexation does not occur without a petition that is signed by the owners of the majority of the privately owned property covered by the petition. The Santaquin City Council believes that annexation should only occur when: (1) the owners of the property and the City agree that annexation will benefit the owners of the property proposed for annexation; and (2) when the annexation will not result in substantial negative impact to existing residents of the City.

This Annexation Policy Plan includes certain areas that are covered by a pending petition for annexation into the City. Any petition must be evaluated under the criteria found in Utah State Code Title 10-2-403.5(3) which include the criteria below:

#### **Character of the Community**



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~~The General Plan title states that Santaquin is “A Community Prospering in Country Living.”~~ The community vision stated in the General Plan is:

~~“To provide a small-town atmosphere with well-planned and organized growth, a family-oriented, clean, fun and friendly community that is a great place to live, a crossroads for southern Utah County characterized by its agricultural heritage, good parks and recreation facilities and a strong business tax base.”~~

“Santaquin residents enjoy living in a community featuring orchards, wilderness access, world-class recreation, a historical mining district, and working lands, while having access to regional opportunities—all hallmarks of the lifestyle that Santaquin residents have enjoyed for generations. Our families value these qualities and are committed to preserving Santaquin’s small town character while nurturing the City as it grows.”

Together, we will:

- Plan proactively, working with the market to encourage development patterns that align with community goals while honoring private property rights.
- Encourage a focused growth strategy as a part of actively supporting and preserving agricultural pursuits and community heritage.
- Expand opportunities for farmers to continue farming if they choose.
- Create and maintain a variety of welcoming neighborhoods so our families and future generations can thrive.
- Enhance downtown, creating a place to gather and enjoy time together.
- Grow our recreational opportunities to better enjoy our community, the mountains, and the great outdoors.”

The present boundaries of Santaquin City and most of the proposed Expansion Area includes a large amount of crop producing lands that are consistent with the City’s agricultural heritage. Having these lands in the City enables Santaquin to better encourage the future uses and development of the gateways to the City. The City also encourages planning and forethought regarding the considerable amount of vacant ground in the area.

Some of the area that is included in the amended Expansion Area includes sensitive lands that back onto United States Forest Service property or State of Utah Division of Wildlife Resource lands. Access to these public lands and associated recreation opportunities has been a major concern for residents of the area. With these lands in Santaquin City, access points, trails, and open space areas can be established, which allow continued access and enjoyment of public lands by area citizens and City residents.





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### The Need for Municipal Services in Developed and Undeveloped Unincorporated Areas

Services currently provided by Santaquin City include sewer and water systems, waste disposal, drainage and facilities for them, public utilities, rights-of-way, easements, police and fire protection, and other public services, including parks and recreation facilities. Many of these facilities or systems are addressed with the City's Capital Improvement Plans (CIP). These plans are an important part of the City's operations, and, periodically, must be reviewed and updated within the context of all General Plan or other CIP elements which may change against the broader context of economic, social, and political standards of the City. These plans should especially be reviewed when considering petitions for annexation of areas which do not currently have services or where services must be updated or improved to meet City standards.

Culinary and irrigation services for much of the northern plan area are currently serviced by the Spring Lake Water Users Association or private wells. Extension of the City's culinary and irrigation services will be development driven and financed. However, the City is presently expanding its ability to provide culinary and pressurized irrigation water in areas of the City and has contemplated additional capacity in lines where future development, including future development in the expansion area, is anticipated to occur in the near future. Until such time as City service lines are available, Santaquin will need to contract with the Spring Lake Water Users Association for continued services to those properties currently serviced. Persons utilizing well water will be able to continue use of those wells without having to dedicate them to the City before development of their property occurs.

Most of the existing homes within the expansion area utilize septic tanks for sewage disposal. Until additional trunk lines and a new wastewater treatment facility are constructed for Santaquin, these properties will be able to continue use of the septic system in accordance with State health codes and standards.

Waste disposal for most of the expansion area is currently handled through Utah County. Santaquin City contracts with a commercial waste disposal company and has provided in the service agreement for the availability for such service in areas that are annexed into the City.

Power needs in the areas north of the Highline Canal are handled through the South Utah Valley Electric Company. Santaquin will seek to establish appropriate franchise agreements with this company for continued service as needed.

Part of this area is currently within the Payson City EMS service area. However, the Santaquin City Department of Public Safety has also provided such service to the area as needed and with the recently completed expansion of its Public Safety facilities is



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equipped to provide Police, Fire, and EMS services in the expansion area in connection with reasonably anticipated growth.

### The Municipality's Plans for Extension of Municipal Services

As is discussed above, many homes and areas within this annexation plan are currently provided services through private or personal means. Police, Fire, EMS and Residential Waste Disposal services will be provided to all areas upon annexation and will be expanded as necessary with development. Extension of City utility services within this area will be based on development driven demands. Santaquin City has adopted, and regularly updates, capital facility master plans for water, sewer, storm drainage transportation, and park/recreational amenities. These plans include many of the areas outlined in the Annexation Policy Plan. When areas aren't included in the studies of the capital facility master plans, the City requires that studies are complete and the associated master plans are updated accordingly in order to provide sufficient capacity for future growth. ~~The City's General Plan, Chapter 7, Public Facilities and Services Element, outlines Goal and Policies for providing and extending public services. Those Goals and Policies include the following:~~

~~**Goal 1** Have a system of community facilities which provides for the general public safety, health, and welfare through efficient and effective delivery of high-quality public services.~~

~~**Policy 1** Have up to date Capital Improvement Plans which anticipate the needs of the City's infrastructure and facilities.~~

~~**Policy 2** Take advantage of new or expanded public facilities or services which can enhance the overall quality of life in Santaquin.~~

~~**Policy 3** Acquire and otherwise preserve sites for future community facilities within growth areas prior to new development.~~

~~**Policy 4** Cooperate with nearby communities, other governmental agencies, and public and private agencies to improve and expand the range and quality of public services and facilities available to Santaquin residents.~~

~~**Goal 2** Public buildings and facilities must be exemplary of high-quality facilities and services to be provided to the public.~~

~~**Policy 1** Provide and maintain adequate sites and facilities for all City departments.~~

~~**Policy 2** Ensure that all public sites and buildings are attractive and well-maintained, and that preventative maintenance is undertaken as required.~~



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**Policy 3** — ~~Future public buildings and facilities should be located in the City where they can be a resource and provide optimal service to the surrounding residents and property owners.~~

**Policy 4** — ~~The City Hall should be the primary focus for community activities and city administrative services.~~

**Policy 5** — ~~City facilities, especially those that citizens need to visit on a regular basis, should be grouped wherever possible.~~

**Goal 3** — ~~Provide the greatest level of service to the community with a limited amount of burden on the existing population of the City.~~

**Policy 1** — ~~New developments should provide for all of the required utilities and services to provide for its needs.~~

**Policy 2** — ~~Seek new sources of revenue, such as grants, donations, or low interest loans or bonding, to be utilized in the betterment of the community.~~

### How the services will be financed

Much of the infrastructure costs will be born by the developers of properties in the area. ~~Goal 3 Policy 2 of the General Plan, Chapter 7, Public Facilities and Services Element states that the City will “Seek new sources of revenue, such as grants, donations, or low interest loans or bonding, to be utilized in the betterment of the community.”~~ The City has also established Impact Fees, in accordance with U.C.A. 11-36: Impact Fees Act to help fund many improvements. Current impact fees include Water, Sewer, Public Safety, and Parks and Recreation. These impact fees are reviewed as needed. The City Council has initiated a study for a circulation impact fee as well as establishing a Santaquin Special Service District to provide City services.

### An estimate of the tax consequences to residents both currently within the municipal boundaries and in the expansion area

The following table shows the current tax rates in Santaquin and on those unincorporated properties around Santaquin.

Taxing Unit	Utah County District 120*	Utah County District 125*	Juab County**	Santaquin	
				Utah Co.*	Juab Co.**
County	0.000661	0.000661	0.001851	0.000661	0.001851
Central Utah Water	0.0004	0.0004	0.000400	0.0004	0.000400
State A/C	0.000015	0.000015	0.000015	0.000015	0.000015
Local A/C	0.000111	0.000111	0.000319	0.000111	0.000319
School	0.007583	0.007583	0.005539	0.007583	0.005539
Basic School			0.001652		0.001652
Charter School			0.000017		0.000017



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City				0.000935	0.000858
East Juab WCD			0.000140		0.000140
Law Enforcement					
Fire			0.000521		0.000521
Special District	0.001409	0.001156			
Total Tax Rate	0.010179	0.009926	0.010454	0.009705	0.011312

\* Information obtained from Utah County Auditors Website, July 26, 2022

\*\* Information obtained from Juab County Treasurers Office, July 28, 2022

~~The South County Animal Service District in Utah County is approved and functioning which may levy taxes in the future. This would increase the tax rate for both unincorporated and incorporated properties.~~

Currently Santaquin has a lower overall tax rate than those properties located in Districts [120](#) and [125](#) of Utah County. This is the majority of developed and useable properties between Spanish Fork and Santaquin. ~~Utah County District 125, which includes those lands which are limited by topography and have little development potential, does have a lower tax rate than Santaquin.~~ Those properties in Juab County would see an increase of ~~.001883~~ [0.000858](#) or ~~0.1883~~ [0.0858](#) percent if annexed into Santaquin.

### The Interests of All Affected Entities

The Santaquin City Council and Payson City Council approved an addendum to an inter-local agreement on April 7, 2021 to establish a future boundary line between the respective cities (see Exhibit B).

After required notification was provided, the Santaquin City Planning Commission held a public meeting on [November 8, 2022](#) to discuss this plan with affected entities, as defined in Utah Code Ann. § 10-2-401 including, but not limited to, Utah County, Juab County, the Towns of Genola and Rocky Ridge, and Nebo School District, ~~and others in attendance.~~ After required notification was provided, the Santaquin City Planning Commission held a public hearing on November 22, 2022. ~~The following~~ No expressions of interest ~~and/or~~ concerns were raised by affected entities ~~in attendance at that~~ either meeting.

- ~~Rocky Ridge Planning Commission member, Dave Bunker, expressed interest in Santaquin City's future land use plans near the border of their community. Rocky Ridge anticipates additional housing to the west of their community and that the existing cabinet shop and industrial uses will remain. Mr. Bunker wanted to relate this information in order to coordinate planning efforts better with Santaquin.~~





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- ~~Responding to a recent annexation petition, Utah County expressed concern that annexation boundaries should be drawn to facilitate logical lines for the provision of services.~~

~~No other Affected Entity has commented or otherwise expressed interest to Santaquin City regarding the Annexation Policy Plan, including the proposed expansion area.~~

Santaquin City's planning policies include coordination of land uses and circulation plans with neighboring jurisdictions and planning agencies. Santaquin City elected officials and staff will coordinate planning efforts with each adjacent jurisdiction.

### ~~Comments from Other Entities~~

- ~~Allan Christensen, representing the US Bureau of Reclamation and the Highline/Strawberry Canal property expressed concerns about utilities, fencing standards, and developments along the canal's right-of-way.~~

~~Santaquin City subdivision regulations require that any development along irrigation canals, railroads or State maintained roads, must seek approval from those affected agencies prior to final approvals from Santaquin City.~~

- ~~Several property owners expressed concern about the dedication of Strawberry water rights to the city and how existing private delivery lines would be affected by future development.~~

~~Santaquin City has met with representatives of the Strawberry/Highline canal company to discuss these same issues. Santaquin City understands that all Strawberry water rights will remain with the land to which they are attached. Water rights will not be transferred to Santaquin City for general civic uses or for application to areas not previously benefiting from the shares. The canal company will continue to be responsible for delivery of that water, whether through existing private lines or through City-controlled irrigation systems.~~

~~Any existing irrigation lines, ditches, easements, etc historically utilized for the delivery of water to private properties, will remain after annexation. Development around these lines must be coordinated and respect the existence of such. It is possible that some lines may be routed differently to increase development potential, but even this must be done in accordance with water users rights to those lines.~~

- ~~One resident asked about the traffic impacts from future development in the area and how existing Spring Lake roads would be impacted.~~



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~~Prior to any development occurring around Spring Lake, a traffic impact analysis will need to be prepared by a licensed traffic engineer. This analysis will need to address impacts on existing Santaquin City streets, I-15 and state highways. Recommendations from that analysis must be implemented to assure circulation and safety standards are met on all streets affected.~~

~~In addition to comments addressed above from affected entities at the March 27, 2008 Planning Commission meeting, Payson City has written a letter in protest of the annexation plan amendment. It states that 1) “there is an overlap interest between communities” and 2) the [Highline] canal is and has been a historic boundary between the two communities.”~~

~~The overlap between the two community’s policy plans is recognized by Santaquin City. Policy plans are not limiting upon other jurisdictions and do not prevent Payson from annexing areas within Santaquin’s plan area where the overlap occurs. These plans are analytical studies for feasibility and policy which do greatly affect the long range planning efforts of a jurisdiction and the anticipated land uses, populations, resources, and revenue of a City. Additional discussion between elected bodies should take place to address this and limit waste of resources and time towards overlap areas. It is not uncommon for neighboring jurisdictions to establish inter-local agreements on matters like jurisdiction boundaries. No such agreements are in place or documented, especially relative to the highline canal being the “boundary between the two communities”.~~

### VI. Urban Development within 1/2 mile of the Municipality's Boundary

There are currently no urban developments, as defined by U.C.A., Section 10-2-401 Definitions, within ½ mile of the City’s boundary. However, the hamlet of Spring Lake, which is an unincorporated community, abuts this annexation plan area. The community consists of approximately 60 homes built on ½ acre or larger lots. This community was established about the same time as Santaquin and included the residence of Benjamin F. Johnson who settled Summit City (renamed Santaquin City). Residents in this area have a strong sense of identity and association amongst themselves as an independent affiliate with Payson or Santaquin. Many residents believe either Payson or Santaquin will annex them in the future, but prefer to remain disassociated with either at this time.

### VII. Additional Considerations

Section 10-2-401.5(4) of the Utah Code identifies areas to be considered by the Planning Commission and the City Council in establishing an Annexation Policy Plan. Each of these areas is listed in the chart below with a corresponding summary of the consideration.

Item for Consideration	Consideration
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Attempts to avoid gaps between or overlaps with the expansion areas of other municipalities	<p>With this amendment, there are no gaps between the Santaquin, Genola, Rocky Ridge, or the Payson Expansion Areas.</p> <p>There is an existing overlap of 0.75 square miles or 480 acres with Genola. <del>Prior to this amendment there has been an overlap with Payson of nearly 3.8 square miles (over 2,400 acres). This amendment adds another 680 overlapping acres (1.06 square miles)</del></p> <p><del>Santaquin City officials and Mayor have met with the Mayor and other representatives of Payson City to discuss this plan. The Payson City Council has also invited the Santaquin City Council to attend a meeting to discuss these overlap areas.</del></p>
Population growth projections for the municipality and adjoining areas for the next 20 years	<p>A development proposal for the majority of vacant ground south of Spring Lake could add over 400 homes (approx. 1500 people) to the area in the next 15 years. Other housing increases east of I-15 would likely be small ranchette or farm related housing in accordance with the City's General Plan.</p> <p>Projections for areas north of the City have been addressed in the Santaquin City General Plan: <del>A Community Prospering in Country Living</del>.</p> <p>Future development on prime agriculture areas would be predicated upon the timing of the interchange installation at 12400 South and I-15. This will be a catalyst for larger commercial and housing related developments north of Santaquin City. The UDOT plans show this as a possibility after 2030.</p>
Current and projected costs of infrastructure, urban services, and public facilities necessary: (i) to facilitate full development of the area within the municipality (ii) to expand the infrastructure, services, and facilities into the area being considered for inclusion in the expansion area;	<p>Costs of materials to construct necessary infrastructure are continuing to increase. The ability of the City to finance future improvements and expand infrastructure has been addressed above and in the Santaquin City General Plan: <del>A Community Prospering in Country Living</del>, which is incorporated herein by reference. Capital Facilities studies have been initiated by the City to address costs for expansion of water systems, sewer expansion plans, roads, storm water, and parks facilities.</p>
in conjunction with the municipality's general plan, the need over the next 20 years for additional land suitable for residential, commercial, and industrial development	<p>Areas east of I-15 for commercial development will likely occur at the intersection of 12400 South and Highway 198. Other areas within the City have been designated in the General Plan for more intense commercial or industrial uses.</p>
the reasons for including agricultural lands, forests, recreational areas, and wildlife management areas in the municipality	<p><b>Agricultural Lands</b></p> <p>This is addressed in detail within the Santaquin City General Plan: <del>A Community Prospering in Country Living</del>. Santaquin City was recognized by the State legislature in 2007 for its efforts to establish a State Farming Heritage District in the area. The large amounts of crop producing lands and equestrian focused properties within this plan are consistent with this recognition and the City's agricultural heritage.</p>



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	<p><b>Forest Lands</b> 40 acres of currently USDA Forest Service property has been included in the expansion area. These lands were included because the Uinta National Forest had suggested exchanging the property to private ownership.</p> <p><b>Recreational Lands</b> There are no Federal or State Recreation lands included in the Expansion Area</p> <p><b>Wildlife Management Areas</b> The Plan includes approximately 350 acres of BLM or State-owned ground in the northwest area. This property is included because of future development potential and to avoid gaps between the Genola and Santaquin expansion areas.</p> <p>Near the south end of the expansion area the City has included nearly 400 acres of State-owned property currently used for Elk management. Of the 400 acres only 60 acres could be easily developed for commercial purposes being located within 300 feet of the southern Santaquin I-15 interchange. Note: State law dictates that Fire protection on State owned property which has been incorporated must be paid for by the City in which the property is located.</p>
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### VIII. Conclusions

This plan addresses each of the items required by U.C.A. 10-2-401.5. It is created to comply with State requirements and further the goals and policies of the Santaquin City General Plan: ~~A Community Prospering in Country Living~~. Santaquin City's aim is to provide a small-town atmosphere with well-planned and organized growth, a family oriented, clean, fun and friendly community that is a great place to live, a crossroads for southern Utah County characterized by its agricultural heritage, good parks and recreation facilities and a strong business tax base. The acceptance of future annexation petitions and development proposals should be based on adherence to this plan and the General Plan of the City.



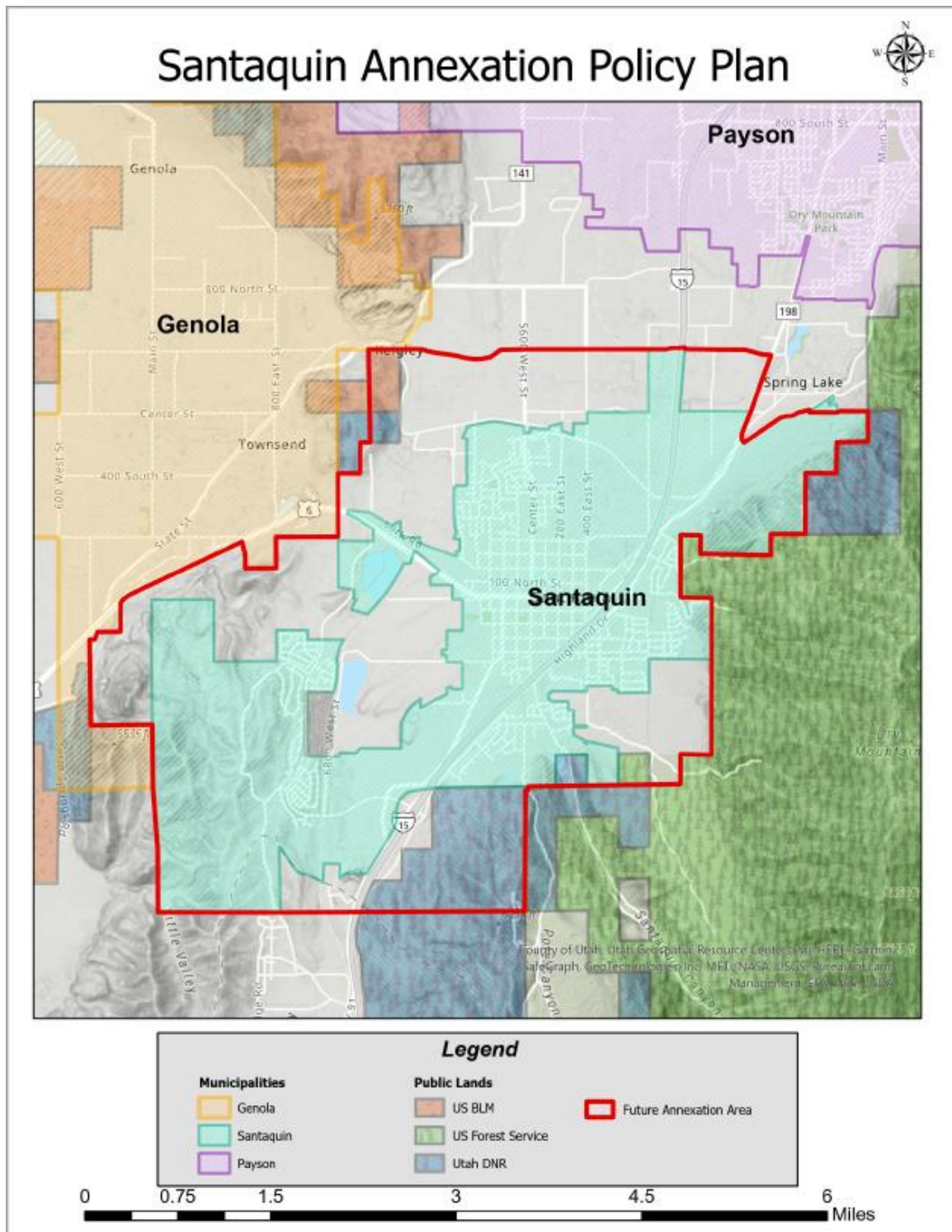
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### Santaquin City Annexation Policy Plan – Exhibit A





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Inter-Local Agreement with Payson City – Exhibit B