



**ANNEXATION
POLICY PLAN
TOOELE CITY, UTAH**

SEPTEMBER 2010

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SECTION I: DEFINITION OF TERMS

This Annexation Policy Plan is prepared in accordance with Utah Code 10-2-401.5.

1. "Affected entity" means:
 - a. a county of the first or second class in whose unincorporated area the area proposed for annexation is located;
 - b. a county of the third, fourth, fifth, or sixth class in whose unincorporated area the area proposed for annexation is located, if the area includes residents or commercial or industrial development;
 - c. a local district under Title 17B, Limited Purpose Local Government Entities - Local Districts, or special service district under Title 17D, Chapter 1, Special Service District Act, whose boundary includes any part of an area proposed for annexation;
 - d. a school district whose boundary includes any part of an area proposed for annexation, if the boundary is proposed to be adjusted as a result of the annexation; and a municipality whose boundaries are within 1/2 mile of an area proposed for annexation.
2. "Annexation Feasibility Study" means the feasibility study as outlined in UCA 10-2-413.
3. "Agriculture Protection Area" means: that area designated within the "Expansion Area" according to Title 17, Chapter 41, Agriculture Protection Area, as an Agriculture Protection Area.
4. "Annexation Petition" means: A petition under Section 10-2-403 proposing the annexation to a municipality of a contiguous, unincorporated area that is contiguous to the municipality.
5. "City" means: Tooele City Corporation.
6. "County" means: Tooele County.
7. "Expansion Area" means: The unincorporated area that is identified in an Annexation Policy Plan under Section 10-2-401.5 as the area that the municipality anticipates annexing in the future.
8. "Owner of Real Property" means: The recorded title owner according to the records of the County Recorder.
9. "Petitioner" means: The Owner of Real Property, for purposes of each provision of this part that requires the owners of private real property covering a percentage or majority of the total private land area within an area to sign a petition or protest.
10. "Petition Sponsors" means: Five (5) petitioners or qualified personal representatives of petitioners of an annexation petition that are designated by the petitioners as "Petition Sponsors," one of whom is designated as the "Contact Sponsor."
11. "Private," with respect to real property, means not owned by the United States or any agency of the federal government, the State, a county, a municipality, a school district, a local district under Title 17B, Limited Purpose Local Government Entities - Local Districts, a special service district under Title 17D, Chapter 1, Special Service District Act, or any other political subdivision or governmental entity of the State.
12. "Urban Development" means:
 - a. A housing development with more than 15 residential units and an average density greater than one residential unit per acre; or
 - b. A commercial or industrial development for which cost projections exceed \$750,000 for all phases.

SECTION II: PROCEDURE FOR ADOPTING THE ANNEXATION POLICY PLAN 10-2-401.5(2)(A)

THE DUTIES OF THE PLANNING COMMISSION

1. Prepare a proposed Annexation Policy Plan as provided herein.
2. Hold a public meeting to allow affected entities to examine the proposed Annexation Policy Plan and to provide input on it.
3. Provide notice of the public meeting to each affected entity at least 14 days before the meeting.
4. Accept and consider any additional written comments from Affected Entities until ten days after the public meeting.
5. Make any modifications to the proposed Annexation Policy Plan the Planning Commission considers appropriate, based on input provided at or within ten days after the public meeting.
6. In addition to the public meeting mentioned above, hold an official Public Hearing on the proposed Annexation Policy Plan providing reasonable public notice, including notice to each Affected Entity, at least 14 days before the date of the hearing.
7. Submit its recommended Annexation Policy Plan to the Tooele City Council for a Public Hearing.

THE DUTIES OF THE CITY COUNCIL (MUNICIPAL LEGISLATIVE BODY)

1. Hold a Public Hearing on the Annexation Policy Plan recommended by the Planning Commission.
2. Provide reasonable notice, including notice to each Affected Entity, of the Public Hearing at least 14 days before the date of the hearing.
3. After the Public Hearing, make any modifications to the recommended Annexation Policy Plan that the legislative body considers appropriate.
4. Adopt the recommended Annexation Policy Plan, with or without modifications.

SECTION III: ANNEXATION POLICY PLAN

In accordance with the provisions of 10-2-401.5 (UCA), Tooele City is required to adopt an Annexation Policy Plan (the "Plan"). This document serves as a planning tool for Tooele City to guide the expansion of municipal boundaries through annexation in a manner that is consistent with the General Plan of Tooele City and the laws of the State of Utah.

Based on Utah Code (10-2-401.5(3)), the following elements are required within the Annexation Policy Plan:

- ☞ A map of the Expansion Area which may include territory located outside the County in which the municipality is located;
- ☞ 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:
 - the character of the community;
 - the need for municipal services in developed and undeveloped unincorporated areas;
 - the municipality's plans for extension of municipal services;
 - how the services will be financed;
 - an estimate of the tax consequences to residents both currently within the municipal boundaries and in the expansion area; and
 - the interests of all affected entities;
- ☞ The justification for excluding from the Expansion Area any area containing urban development within 1/2 mile of the municipality's boundary; and
- ☞ A statement addressing any comments made by Affected Entities at or within ten days after the public meeting and public hearings.

This Plan shall not be construed as an expression of the City's intention or ability to annex, or to extend municipal services or infrastructure to, any particular property in any particular time frame or at all. Should the City annex any land identified in this Plan, the City's stated policy is for the land owners and developers to construct and dedicate all land and facilities necessary to provide municipal services, e.g., roads, water, sewer, storm drain, etc., as a condition to annexation.

EXPANSION AREA MAP

Each annexation policy plan shall include: (a) a map of the expansion area which may include territory located outside the county in which the municipality is located (10-2-401.5(3)(a))

Tooele City shall adopt an Expansion Area Map which represents the proposed annexation areas to accommodate future growth and development. A map of the Expansion Area is included in Appendix A (see Figure 1). This map outlines potential future annexation options. Utah legislation (UCA 10-2-403(6)) also states that, if practicable and feasible, annexation boundaries should be aligned with surrounding entities under the following considerations:

- ☞ the boundaries of existing local districts and special service districts for sewer, water and other services;
- ☞ the boundaries of school districts whose boundaries follow city boundaries;
- ☞ along the boundaries of other taxing entities;
- ☞ to eliminate islands and peninsulas of territory that are not receiving municipal-type services;
- ☞ to facilitate the consolidation of overlapping functions of local government;
- ☞ to promote the efficient delivery of services; and,
- ☞ to encourage the equitable distribution of community resources and obligations.

The City has considered each of these elements in determining the proposed annexation areas illustrated in the Expansion Area Map. The Tooele City Annexation Policy Plan anticipates the possible annexation of the following areas.

ANNEXATION OPTION A: 1,650 ACRES

Annexation Option A is located at the northwest border of Tooele City and is comprised of approximately 1,650 acres of private property. This area includes the Deseret Peak Commercial CDA which recently attracted a \$38 million, 700,000 sq-ft distribution center. The project is located east of Sheep Lane and the Deseret Peak Complex. There are 250 acres of commercial development currently planned east of the Miller Motorsports Park. However, the area could experience additional development as there are 937 total acres that could potentially be used for Phase I of the Deseret Peak Commercial Development Project. This area may be suited for motor sports related businesses, including wheel distribution, tires, transmissions, composite manufacturing, and mold injection. Note: the land comprising Option A was contained in Tooele City's 2004 Annexation Growth Plan, superseded by this Plan.

ANNEXATION OPTION B: 245 ACRES

Annexation Option B, located adjacent to the northeast corner of Tooele City's current municipal boundaries, encompasses approximately 245 acres of private property. There is currently no development in Option B. Directly north of Option B (800 ft from the northern boundary of Option B) there is existing commercial development including a storage facility (Wildcat Storage), a used car dealership (Bargain Buggy's), and Erda Nursery. Directly east of Annexation Option B is a residential subdivision with a total of 46 five-acre lots, of which 24 appear to be developed. Tooele City municipal boundaries border the west and south sides of Option B. There is currently no development within the municipal boundaries near Option B.

ANNEXATION OPTION C: 2,000 ACRES

Annexation Option C, consisting of approximately 2,000 acres of land, is comprised of a substantial amount of open space and agricultural land. Tooele City, SITLA and BLM own land within the Middle Canyon area. There are two parcels in the southwest area of Option C that could be developed as residential (parcel 13-004-0-0001 and 13-004-0-0004). An additional property (parcel 13-004-0-0010) is located south of existing residential development, and appears to cover hillside area. Depending on the slope of the area, future residential development may be limited. This area offers a unique opportunity for open space preservation, in cooperation with property owners, consistent with the City's open space preservation priorities.

ANNEXATION OPTION D: 1,438 ACRES

There is limited commercially-developed property in Option D, with a total of 1,438 acres proposed for annexation. A small commercial building is located in this area, and comprises approximately 1/3 of one acre. Option D is intersected by SR-36. On the east side of the State highway, the proposed annexation area includes hillside property that abuts Silcox Road. This area has limited development potential due to steep slopes and other natural conditions, e.g., rock slides. All of the property on the west side of SR-36 considered for annexation is undeveloped land that has the potential for future development.

ANNEXATION OPTION E: 138 ACRES

Option E is comprised of two parts: 1) an island located between existing municipal boundaries adjacent to the Utah Industrial Depot (UID); and, 2) property located north-east of the UID and adjacent to SR-112 (on the south side of the street). The combined acreage for this option is 138 acres. Area 1 is predominantly undeveloped, but contains surplus military yards. Area 2 is vacant land.

ANNEXATION OPTION F: 1,600 ACRES

Option F is comprised of approximately 1,600 acres and is primarily owned by Tooele City. It is not anticipated that there will be development within this area in the near term; however, the annexation of this area will provide the City with better control of this area regarding any future development. It is envisioned that this property will be maintained as open space.

ANNEXATION OPTION G: 1,540 ACRES

Option G is comprised of approximately 1,540 acres and is primarily privately-owned land and is currently undeveloped. Option G is bordered by the Union Pacific Railroad on the east, private property and the Army Depot to the north, and unincorporated property on the south and west. It is anticipated that over the next five-

year period that there will be some light industrial development, with approximately 10-15 acres developed as light industrial in the next five years.

ANNEXATION PETITION CRITERIA

COMMUNITY CHARACTER

Each annexation policy plan shall include: (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 (10-2-401.5(3)(b)(i))

Tooele City represents the urban hub of Tooele County and serves as the County seat. Historically, the Tooele Valley served as an agricultural community; however, housing affordability and the relative proximity of Tooele City and the County to the Salt Lake Valley have attracted more and more residential growth over the years. This has subsequently led to an increase in commercial opportunity and the need for public services. The Annexation Policy Plan seeks to maintain the agricultural history of the Tooele Valley while providing areas for continued residential and commercial growth. In addition, Options C, D and G offer unique open space preservation opportunities.

Tooele City must plan carefully for a mix of residential and commercial development that will generate a sustainable and diversified economic base for the community. Because residential development often costs more to service relative to the revenues generated by this development type, it is important to provide for appropriate commercial development that will generate jobs, increase the property tax base of the area, and generate additional sales tax revenues as well as be consistent with the City's open space preservation priorities. Therefore, the City shall consider an appropriate mix of development when considering annexation petitions.

MUNICIPAL SERVICES

Each annexation policy plan shall include: (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: (ii) the need for municipal services in developed and undeveloped unincorporated areas (10-2-401.5(3)(b)(ii))

The need for services shall be outlined on the petition for annexation by the petitioners as well as their recommendations for how these services are to be provided. The City Council shall review what services are actually needed as well as how and when they are to be provided and financed and will consider the most logical and efficient service provider for each annexation proposal received. The projected growth for each of the annexation options is described below in order to better understand the following discussion of the need for municipal services.

In general, the City shall consider the following factors for all areas of service provision:

1. If the proposed area is in an existing special service district (SSD), whether or not it would be more logical and efficient for the services to continue to be provided by the SSD;
2. If services are currently being provided by Tooele County or other jurisdiction, whether or not it would be more logical and efficient for the City to contract with the County to continue the provision of specific services; and
3. The cost of the capital facilities to be incurred that are associated with the proposed annexation area and whether or not these costs can be entirely offset through developer contributions and impact fees.

OPTION A

There are currently no households in this area and no households are anticipated in the next five years. The "Tooele Valley Parkway" is master planned by Tooele County to run along or through the top portion of this area. While the majority of the area is master planned for agriculture, approximately three-fourths of the western half of this area is zoned for Commercial Tourism (C-T) and the other fourth is zoned for Technology Industry

(T-I). Thus, it is anticipated that in five years approximately 120 acres will have been developed for business industrial use and five acres for retail use.

EXISTING SERVICES: A special service district for water and sewer services (Deseret Peak Special Service District) was recently established for the area northwest of Tooele City. This special service district overlaps part of Option A; however, the service district is not functioning at the moment. While Reckitt Bensker is receiving sewer treatment from Grantsville, and sewer collection from Tooele County, Deseret Peak and MillerMSP collect their own sewage and lift by way of a private lift station to the City wastewater plant for treatment. They still obtain their water from Grantsville. There is no centralized storm drain system in the area. Roads are currently maintained by Tooele County, unless a State road. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

FUTURE MUNICIPAL SERVICE NEEDS: If this area is annexed, water and sewer services may continue to be provided by Grantsville City and Tooele County or will be provided by Tooele City or the Deseret Peak Special Service District. It is not anticipated that the City will need to provide any capital improvements to this area within the next five years. The City has a water line (which is currently shut off) that extends to the Deseret Peak/MMSP area. This water line could provide water access for future development. If annexed, Tooele City will be responsible to maintain and regulate the roads, other than State and County roads, and Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option A.

OPTION B

The northwest quadrant of this area is zoned for Commercial General while the remainder is zoned for Rural Residential, five-acre minimum (RR-5). While there are no development plans underway at the moment, there has been talk about rezoning the upper portion to Rural Residential, one-acre minimum (RR-1). Thus, it is anticipated that a potential total of six residential units may be developed in this area in the next five years. The County has also master planned the "Tooele Valley Parkway" to run along the top border (connecting Droubay Road to Sheep Lane). With the Tooele Valley Parkway along the top border and SR 36 along the west side, five-year projections for this area include two acres for industrial use and two acres for retail.

EXISTING SERVICES: There is no storm drain infrastructure in place. SR-36 borders the west boundary and is the only road within this annexation option. It is regulated by the State. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

FUTURE MUNICIPAL SERVICE NEEDS: Future water and sewer infrastructure will be constructed by new development and maintained by Tooele City. New development will need to connect to the closest existing facilities. It is anticipated that future infrastructure will consist of sewer and water service for new residential and commercial growth. Future developers would be required to install storm drain facilities. Road infrastructure will likely consist of neighborhood streets connected to SR-36. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option B if this area is annexed. .

OPTION C

Most of this area is master planned for agriculture and visual open space or not master planned at all. Zoning for this area is RR-5 on the western half and Multiple Use, 40-acre minimum per dwelling (MU-40) on the eastern half. The County has had a couple of residential development/re-zone inquiries that were fairly serious along Middle Canyon close to the City boundary. It is anticipated that this area will reach build-out of 22 residential units within the next five years. The area will not support more households than this because of the slope of the land. Household size is estimated to stay the same at approximately 3.2 persons per household and the population is estimated to grow to 70 persons. No commercial or industrial development is anticipated in the next five years.

EXISTING SERVICES: Option C consist of two unique areas: the Cassity subdivision (a newer residential subdivision south of Middle Creek Canyon), and the Buzainas area (within Middle Creek Canyon). Sewer and water for the Cassity subdivision is provided by the City. The Buziani area, which consists of four residential units, is served by individualized septic tanks, but water is provided by Tooele City. There currently are no storm drain services for these areas. Existing roads are maintained by Tooele County and are regulated by the County or the State, depending on the particular road. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

FUTURE MUNICIPAL SERVICE NEEDS: Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities. New development in the Buziani area will connect to the City's existing sewer and water infrastructure. Future developers would be required to install storm drain facilities. Road infrastructure to service new residential development will likely consist of neighborhood streets that will connect to existing roadways. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option C if this area is annexed.

OPTION D

This area is master planned for visual open space or not master planned at all. The upper three-fourths of the property west of SR 36 is zoned RR-5; the northeast quarter of Section 18 is zoned Manufacturing General, Excavation (MG-EX); and the remainder is zoned MU-40. The County is not aware of any development plans for the area at this time. Since this land is along the highway and is not very flat, it is anticipated that no households will exist in this area in five years but that industrial development will grow to a total of 2.4 acres by year five and retail will grow to 1.5 acres.

EXISTING SERVICES: There currently is no existing sewer, water, or storm drain infrastructure in Option D. Existing roadways consist of SR-36 which is regulated by the State. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

FUTURE MUNICIPAL SERVICE NEEDS: Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities. It is anticipated that sewer and water services will be provided by Tooele City. If the area is annexed, developers would be required to install storm drain facilities. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option D if this area is annexed.

OPTION E

The lower section is master planned by the County for visual open space. The upper section is master planned for visual open space and industrial technical, and is zoned MU-40. This designation may need to be re-evaluated since the lower area is sandwiched between two industrial areas and is covered with military surplus yards. The upper area is Army-owned and adjacent to the storage bunkers, Utah Industrial Depot, and a state highway.

The County is not aware of any development plans for the area at this time; thus it is anticipated that no households will exist in this area in five years. Business/industrial development is expected to grow to 10.5 acres by year five.

EXISTING SERVICES: Water to this area is provided by the City from a 12-inch line that provides water to the Utah Industrial Depot in the lower area. The upper area has no water service and no need for water service. In addition, there is a water line along the east side of Utah Avenue and sewer infrastructure within the Utah Industrial Depot (UID). There are no sewer or storm drain facilities offered in this area. Existing roadways consist of Utah Avenue (formerly SR-112, but the State has transferred this road to Tooele City). Public safety is

provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

FUTURE MUNICIPAL SERVICE NEEDS: Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities, which would likely be within the UID or along SR-112. It is anticipated that sewer and water services will be provided by Tooele City. Future developers would be required to install storm drain facilities. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option E if this area is annexed.

OPTION F

This area is primarily undeveloped with limited existing infrastructure. This Option includes Settlement Canyon, with the Left Fork Settlement Canyon Road passing through this area. This road transitions to a four-wheel-drive trail. The area is zoned as Multiple Use (40-acre minimum per dwelling unit/MU-40). It is anticipated that this area will be maintained as open space, with no commercial or residential development in this area in the next five years.

EXISTING SERVICES: There currently is no existing sewer, water, or storm drain infrastructure in Option F. Existing roadways consist of Left Fork Settlement Canyon Road. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

FUTURE MUNICIPAL SERVICE NEEDS: It is not anticipated that this area will experience residential or commercial development in the near term and will serve as open space. Thus future municipal services related to sewer, water and storm drain are not anticipated. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option F if this area is annexed.

OPTION G

The upper portion of Annexation Option G is zoned as Agricultural (40-acre minimum per unit/A-40), Excavation (MG-EX), or Multiple Use (40-acre minimum per dwelling/MU-40). The central eastern region of this Option is zoned as Manufacturing General (M-G). It is anticipated that over the next five-year period that there will be some light industrial development, with approximately 10-15 acres developed as light industrial in the next five years. There is no residential development anticipated in the next five years.

EXISTING SERVICES: There currently is no existing sewer, water, or storm drain infrastructure in Option G. Existing roadways consist of Bauer Road which is maintained by the County. Public safety is provided by the Tooele County Sheriff's Office and the North Tooele County Fire Protection Service District. Mosquito abatement services are provided by the Tooele Valley Mosquito Abatement District.

FUTURE MUNICIPAL SERVICE NEEDS: Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities. It is anticipated that sewer and water services will be provided by Tooele City. If the area is annexed, the City will seek to provide storm drain services as funds become available. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option G if this area is annexed.

PLANS FOR EXTENSION OF MUNICIPAL SERVICES

Each annexation policy plan shall include: (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: (iii) the municipality's plans for extension of municipal services (10-2-401.5(3)(b)(iii))

Tooele City plans to provide services within its boundaries first. Tooele City's policy is to consider annexation only in those areas where the City has the potential to provide municipal services which may include culinary,

pressurized irrigation, sewer, road, recreation and public safety services. As future capital facilities are built, they must conform to the master plan of the City.

At this point, Tooele City has no plans to build any capital facilities in any of Options A-G. Any capital facilities that may be needed would be required of the developers as a condition of development approval.

HOW THE SERVICES SHALL BE FINANCED

Each annexation policy plan shall include: (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: (iv) how the services will be financed (10-2-401.5(3)(b)(iv))

The services will generally be financed by the developer installing the improvements or by impact fees. General Fund revenues may be an additional source of funding. As a condition of annexation, developers of annexed areas will be responsible to pay for master planning and capital facilities planning in at least these six areas: transportation, water, sewer, storm drain, public safety, and parks.

AN ESTIMATE OF THE TAX CONSEQUENCES

Each annexation policy plan shall include: (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: (v) an estimate of the tax consequences to residents both currently within the municipal boundaries and in the expansion area (10-2-401.5(3)(b)(v)).

Residents petitioning for annexation shall prepare a report showing the tax consequences to properties covered by the annexation and present these with the petition for annexation. The tax impact within the municipal boundaries shall be reviewed by the City Administration before a final decision is made on annexation.

The table below summarizes the impacts to the City's General Fund revenues and expenditures based on the proposed growth within the next five years. Specific tax impacts have not been provided in this document, but are found in the Annexation Feasibility Study dated September 2010. Because tax rates may change over time, actual tax impacts may vary slightly. This document is intended solely to give a general overview of the general impacts to Tooele City and its citizens, as well as the residents of the annexation areas, whereas the Feasibility Study gives more detailed and specific tax consequences.

TABLE 3.1: TOOELE CITY – SUMMARY OF GENERAL FUND REVENUES AND EXPENDITURES

TOOELE CITY - SUMMARY OF REVENUES AND EXPENDITURES	EXISTING	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Option A						
Total Revenues	\$212	\$52,749	\$88,201	\$153,460	\$230,801	\$308,142
Total Expenditures	-\$0	-\$10,462	-\$31,387	-\$67,113	-\$107,180	-\$147,246
Revenues less Expenditures	\$212	\$42,287	\$56,814	\$86,347	\$123,621	\$160,896
Option B						
Total Revenues	\$7	\$7	\$7	\$29,148	\$30,568	\$35,505
Total Expenditures	-\$0	-\$0	-\$0	-\$10,114	-\$11,549	-\$15,076
Revenues less Expenditures	\$7	\$7	\$7	\$19,033	\$19,019	\$20,429
Option C						
Total Revenues	\$9,640	\$9,640	\$11,060	\$13,900	\$16,741	\$18,161
Total Expenditures	-\$7,173	-\$7,173	-\$8,608	-\$11,477	-\$14,347	-\$15,781
Revenues less Expenditures	\$2,467	\$2,467	\$2,452	\$2,423	\$2,394	\$2,379
Option D						
Total Revenues	\$577	\$577	\$1,456	\$8,347	\$15,238	\$22,129
Total Expenditures	-\$377	-\$377	-\$900	-\$3,593	-\$6,286	-\$8,979
Revenues less Expenditures	\$200	\$200	\$556	\$4,754	\$8,952	\$13,150
Option E						

TOOELE CITY - SUMMARY OF REVENUES AND EXPENDITURES	EXISTING	YEAR 1	YEAR 2	YEAR 3	YEAR 4	YEAR 5
Total Revenues	\$2,093	\$2,973	\$6,490	\$10,007	\$13,524	\$17,041
Total Expenditures	-\$2,092	-\$2,616	-\$4,708	-\$6,800	-\$8,893	-\$10,985
Revenues less Expenditures	\$1	\$357	\$1,782	\$3,207	\$4,631	\$6,056
Option F						
Total Revenues	\$1	\$1	\$1	\$1	\$1	\$1
Total Expenditures	\$0	\$0	\$0	\$0	\$0	\$0
Revenues less Expenditures	\$1	\$1	\$1	\$1	\$1	\$1
Option G						
Total Revenues	\$371	\$371	\$371	\$371	\$371	\$371
Total Expenditures	\$0	\$0	\$0	\$0	\$0	\$0
Revenues less Expenditures	\$371	\$371	\$371	\$371	\$371	\$371

If annexed to Tooele City, property owners in the annexation areas will pay additional taxes for the following reasons. They will:

- ☒ Continue to pay the same property taxes to the County’s General Fund;
- ☒ Will no longer pay property taxes to the North Tooele County Fire Protection District and Mosquito Abatement District; and
- ☒ Will pay property taxes to Tooele City.

As an example, given current tax rates, for each \$100,000 of taxable value (2010 impacts) impacts are estimated as follows:

TABLE 3.2: TAX IMPACTS TO ANNEXATION AREAS

TAXING ENTITIES IMPACTED	2010 TAX RATE	IMPACT PER \$100,000 OF TAXABLE VALUE
Tooele City	0.001917	\$191.70
North Tooele County Fire Protection Service District	0.000698	-\$69.80
Tooele Valley Mosquito Abatement District	0.000396	-\$39.60
Total Impact	NA	\$82.30

For the next five years, property owners in the proposed annexation areas would pay approximately \$82.30 more annually per \$100,000 of taxable value if annexation occurs. This type of analysis, updated to current tax rates, should be submitted for each annexation petition.

THE INTERESTS OF ALL AFFECTED ENTITIES

Each annexation policy plan shall include: (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: (vi) the interests of all affected entities (10-2-401.5(3)(b)(vi))

The service providers for the annexation areas include: Tooele County School District, Tooele County, Deseret Peak Special Service District, Tooele Valley Mosquito Abatement District, North Tooele County Fire Protection Service District, and Grantsville City. The Tooele County School District currently serves the educational needs of the proposed annexation areas and will continue to do so if any or all of the proposed annexations should occur; therefore, there are no projected impacts to the Tooele County School District. Services provided by the North Tooele County Fire Protection District will be provided by Tooele City, should annexation occur. The City has opted out of the Tooele Valley Mosquito Abatement District.

TABLE 3.3: COMPARISON OF IMPACTS – CURRENT AND FUTURE

	CURRENT PROVIDER	IF ANNEXED (PROVIDER)
Education	Tooele County School District	Tooele County School District
Mosquito Abatement	Tooele County Mosquito Abatement District	Tooele City has opted out of the Tooele Valley Mosquito Abatement District

	CURRENT PROVIDER	IF ANNEXED (PROVIDER)
Water	Option A: Grantsville Option B: Private Wells Option C: Tooele City (limited) Option D: No Services Option E: Tooele City (limited) Option F: No Services Option G: No Services	Option A: Grantsville; Tooele City has a water line that serves the area but it is shut off; the City could provide water to this area Option B: Tooele City Option C: Tooele City Option D: Tooele City Option E: Tooele City. Option F: Tooele City Option G: Tooele City
Sewer	Option A: Tooele County (outfall); Grantsville (treatment); currently there is a lift station serves MMSP and Deseret Peak (operated by Tooele City) Option B: Septic Systems Option C: Tooele City, Septic Systems Option D: No Services Option E: No Services Option F: No Services Option G: No Services	Option A: Tooele County (outfall); Grantsville (treatment); potential for service from Deseret Peak Special Service District and Tooele City Option B: Tooele City Option C: Tooele City Option D: Tooele City Option E: Tooele City Option F: Tooele City Option G: Tooele City
Storm drain	Tooele County (no infrastructure currently exists)	Tooele City
Roads	Tooele County, except for State roads	Tooele City, except for State and County roads
Fire	N. Tooele County Fire Protection Service District	Tooele City (Fire Department)
Police	Tooele County (Sheriff's Office)	Tooele City (Police Department)

EXCLUSIONS FROM EXPANSION AREA:

Each annexation policy plan shall include: (c) justification for excluding from the expansion area any area containing urban development within ½ mile of the municipality's boundary (10-2-401.5(3)(c))

Utah law requires the City to justify the exclusion from the expansion area of any area containing urban development within one-half mile of the municipality's boundary. "Urban Development" means:

- a. A housing development with more than 15 residential "equivalent" units and an average density greater than one residential unit per acre; or
- b. A commercial or industrial development for which cost projections exceed \$750,000 for all phases.

A ½ mile buffer was drawn around the existing municipal boundaries to identify any development that may not be a part of this Plan (See Figure 4, Appendix A). The following areas were identified within the ½ mile buffer and have been excluded for the following reasons:

1. Multiple residential neighborhoods are located within a ½ mile of Tooele City's northern boundary. These residential developments are part of the Erda Township. According to Tooele County's General Plan, Erda is an agricultural community and includes some of the County's most ideal farmland. The township of Erda faces the greatest development pressure in areas that are already being subdivided into five-acre lots. The County has stated that residents of Erda desire to preserve the agrarian community and maintain the association with the County. However, no areas have been excluded from the Annexation Policy Plan that have densities higher than one unit per acre.
2. There is a residential subdivision east of Option B that falls within a ½-mile buffer of the existing municipal boundary. The subdivision has a total of 46 lots, of which 24 are developed. This area is not included because the area has expressed the desire not to be annexed into the City. No areas have been excluded from the Annexation Policy Plan that have densities higher than one unit per acre.
3. The Tooele Army Depot administration and maintenance areas are located within the ½-mile buffer of the City. This facility is a U.S. Government institution and is not considered within the Annexation Policy Plan.

4. A small portion of the Deseret Peak Complex is within a ½ mile of the current municipal boundaries, but this is a public facility and, as such, is not considered urban development under the definition outlined in this Plan.

COMMENTS FROM AFFECTED ENTITIES

Each annexation policy plan shall include: (d) a statement addressing any comments made by affected entities at or within 10 days after the public meeting under Subsection (2)(a)(ii) -- (10-2-401.5(3)(d))

Tooele City’s Planning Commission and municipal legislative body have considered the input made at the public meeting and public hearings and have included the following statement to address the public comments:

TO BE FILLED IN AFTER THE PUBLIC HEARING

CONSIDERATIONS OF PLANNING COMMISSION AND MUNICIPAL LEGISLATIVE BODY

RELATIONSHIP WITH EXPANSION AREAS OF OTHER MUNICIPALITIES

In developing, considering, and adopting an annexation policy plan, the planning commission and municipal legislative body shall: (a) attempt to avoid gaps between or overlaps with the expansion areas of other municipalities (10-2-401.5(4)(a))

Grantsville and Stockton Town are the closest municipalities to Tooele City, as shown in Figure 2 in Appendix A. As such, the annexation policies of these Cities should be considered in the adoption of this Plan. The annexation history and probability of future annexations by these entities is discussed below.

GRANTSVILLE CITY

TABLE 3.4: DETAILS GRANTSVILLE’S ANNEXATIONS IN THE PAST TEN YEARS

DATE	# OF ACRES	LOCATION
2/21/2007	146.64	East boundary of Grantsville City and north of State Road 112
6/6/2007	14.948	East boundary of Grantsville City and south of State Road 112
10/17/2007	187	North-west boundary of Grantsville City
5/21/2008	61.35	North-west boundary of Grantsville City
9/3/2008	29.21	West boundary of Grantsville City

STOCKTON TOWN

Stockton has not annexed any land in the past ten years.

WILLINGNESS AND PROBABILITY OF OTHER MUNICIPALITY TO ANNEX THE AREA

OPTION A

According to Grantsville City’s current Annexation Policy Plan, the City has no plan of annexing this area. However, Grantsville City provides both water and sewer services (effluent treatment line) to this area.

OPTION B

There is no other surrounding municipality that would be willing to annex this area, thus there is no probability of another municipality annexing this area during the next five years.

OPTION C

There is no other surrounding municipality that would be willing to annex this area, thus there is no probability of another municipality annexing this area during the next five years.

OPTION D

There is no other surrounding municipality that would be willing to annex this area, thus there is no probability of another municipality annexing this area during the next five years. Option D is fairly close to Stockton, but Stockton has no annexation plans for this area.

OPTION E

There is no other surrounding municipality that would be willing to annex this area, thus there is no probability of another municipality annexing this area during the next five years.

OPTION F

According to Stockton’s Annexation Policy Plan (2008), a small section of the southern portion of Option F falls within the Town’s anticipated annexation boundary. Stockton established the annexation boundary for the Town based on the anticipated development of the Town over the next 20 years.

OPTION G

According to Stockton’s Annexation Policy Plan (2008), a portion of Option G falls within the Town’s anticipated annexation boundary (a visual inspection suggests approximately half the area of Option G falls within Stockton’s anticipated annexation boundary). Stockton established the annexation boundary for the Town based on the anticipated development of the Town over the next 20 years.

20-YEAR POPULATION PROJECTIONS

In developing, considering, and adopting an annexation policy plan, the planning commission and municipal legislative body shall: (b) consider population growth projections for the municipality and adjoining areas for the next 20 years (10-2-401.5(4)(b))

The Governor’s Office of Planning and Budget provides population projections at the county and sub-county level for the State of Utah. The 20-year population projections for Tooele City are shown below. These projections clearly indicate that Tooele City will remain the largest city and center of Tooele County. As such, the City must plan carefully to meet the larger, regional economic needs of Tooele County.

TABLE 3.5: GOPB POPULATION PROJECTIONS (TOOELE COUNTY)

POPULATION PROJECTIONS	2000	2006	2010	2020	2030
Tooele County	40,735	54,375	63,777	91,849	119,871
Grantsville	6,015	8,016	9,435	15,217	19,315
Ophir	23	27	27	30	30
Rush Valley	453	569	670	1,079	1,368
Stockton	443	579	681	1,100	1,397
Tooele	22,502	29,062	34,205	44,949	45,904
Vernon	236	296	348	558	708
Wendover	1,537	1,632	1,706	1,966	1,967
Balance of Tooele County	9,526	14,194	16,703	26,949	49,183

CURRENT AND PROJECTED COSTS OF INFRASTRUCTURE

In developing, considering, and adopting an annexation policy plan, the planning commission and municipal legislative body shall: (c) consider current and projected costs of infrastructure, urban services, and public facilities necessary: (i) to facilitate full development of the area within the municipality (10-2-401.5(4)(c)(i))

Future capital costs will be financed by the developer installing the improvements, by impact fees and by other general fund revenues. It is not anticipated that the City will incur costs related to capital improvements for the annexation options within the next five years.

In developing, considering, and adopting an annexation policy plan, the planning commission and municipal legislative body shall: (c) consider current and projected costs of infrastructure, urban services, and public facilities necessary: (ii) to expand the infrastructure, services, and facilities into the area being considered for inclusion in the expansion area (10-2-401.5(4)(c)(ii))

OPTION A: FUTURE CAPITAL COSTS

If this area is annexed, water and sewer services may continue to be provided by Grantsville City and Tooele County or will be provided by the Deseret Peak Special Service District. It is not anticipated that the City will need to provide any capital improvements to this area within the next five years. Future development will need

to connect to the closest existing system. The City has a water line (which is currently shut off) that extends to the Deseret Peak/MMSP area. This water line could provide water access for future development. If annexed, Tooele City would be responsible to maintain and regulate the roads, other than State and County roads, and Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option A.

OPTION B: FUTURE CAPITAL COSTS - NA

Future water and sewer infrastructure will be constructed by new development and maintained by Tooele City. New development will need to connect to the closest existing facilities. It is anticipated that future infrastructure will consist of sewer and water service for new residential growth. If the area is annexed, the City will seek to provide storm drain services as funds become available. Future developers would be required to install storm drain facilities. Road infrastructure will likely consist of neighborhood streets connected to SR-36. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option B if this area is annexed.

OPTION C: FUTURE CAPITAL COSTS - NA

Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities. New development in the Buziani's area will be required to connect to the City's existing sewer and water infrastructure. Future developers would be required to install storm drain facilities. Road infrastructure to service new residential development will likely consist of neighborhood streets that will connect to existing roadways. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option C if this area is annexed.

OPTION D: FUTURE CAPITAL COSTS - NA

Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities. It is anticipated that sewer and water services will be provide by Tooele City. If the area is annexed, the City will seek to provide storm drain services as funds become available. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option D if this area is annexed.

OPTION E: FUTURE CAPITAL COSTS - NA

Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities, which would likely be within the UID or along SR-112. It is anticipated that sewer and water services will be provide by Tooele City. If the area is annexed, the City will seek to provide storm drain services as funds become available. Future developers would be required to install storm drain facilities. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option E if this area is annexed.

OPTION F: FUTURE CAPITAL COSTS - NA

It is not anticipated that this area will experience residential or commercial development in the near term and will serve as open space. Thus future municipal services related to sewer, water and storm drain are not anticipated. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option F if this area is annexed.

OPTION G: FUTURE CAPITAL COSTS - NA

Future infrastructure will be constructed by new development. New development will need to connect to the closest existing facilities. It is anticipated that sewer and water services will be provide by Tooele City. If the area is annexed, the City will seek to provide storm drain services as funds become available. Tooele City will be responsible to maintain and regulate the roads, other than State and County roads. Tooele City's Police and Fire Departments would be responsible to provide emergency services to Option G if this area is annexed.

CONSISTENCY WITH GENERAL PLAN FOR ADDITIONAL LAND SUITABLE FOR RESIDENTIAL, COMMERCIAL AND INDUSTRIAL DEVELOPMENT

In developing, considering, and adopting an annexation policy plan, the planning commission and municipal legislative body shall: (c) consider, 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 (10-2-401.5(4)(d))

The City should encourage development within the municipal boundaries in an effort to utilize undeveloped lands first, before extensions are made to existing City boundaries. Policies should be adopted to encourage the appropriate use of undeveloped lands within the City consistent with its General Plan. If lands within the City are not available to be built on, annexations shall be considered when services can be provided consistent with the General Plan.

All annexations shall be considered from the point of view of the General Plan. The goals and objectives of the General Plan shall guide the development and consideration of the annexation.

It is anticipated that Tooele City will grow by 11,698 persons from 2010 to 2030.¹ Assuming an average household size of 3.0 persons (to account for declining household size over time), approximately 3,900 new households will be formed. These households will be accommodated on infill and existing sites within Tooele City's current boundaries, as well as in future annexation areas. The amount of residential acreage needed for these new households is dependent on the overall density associated with new residential development. For example, with ¼-acre lots, 975 acres would be necessary for residential development. In addition, commercial land will be needed for retail, office and industrial development.

INCLUSION OF AGRICULTURAL, FOREST, RECREATIONAL, WILDLIFE AREAS

In developing, considering, and adopting an annexation policy plan, the planning commission and municipal legislative body shall: (c) consider the reasons for including agricultural lands, forests, recreational areas, and wildlife management areas in the municipality (10-2-401.5(4)(e))

1. **Agricultural Areas:** Agricultural areas are included in the Expansion Area and shall be considered for annexation when it is consistent with the Agriculture Protection Act of Utah, the General Plan, and the desires of the owners of said property. In general, agricultural areas shall be protected from development, unless it is the desire of the property owners of said lands to do so. There are no agricultural protection areas within the annexation options outlined above.
2. **Forested Areas:** Forested areas shall be considered for annexation with consideration for preservation and beauty of surrounding environmental land consistent with the General Plan of the City. Hillside protection and cluster housing shall be used to preserve these areas when being considered for annexation. Annexation Option C and D include forested and hillside areas. These areas are primarily BLM and SITLA lands.
3. **Recreational Areas:** Recreational areas shall be considered for annexation to the City with the intent that municipal services are needed and can be provided effectively consistent with the General Plans.
4. **Wildlife Areas:** As annexations occur into these areas, a balance between the needs of people and the needs of wildlife shall be considered and appropriate steps taken to plan for these needs.
5. Tooele City has pursued a policy of open space acquisition for the protection of values important to Tooele City's elected officials and residents, including the following: viewshed, scenic vistas, watershed, drinking water source protection, non-motorized recreation, and wildlife habitat. Some of the areas contemplated for possible annexation by this Plan, including Options C, D, and G, present unique opportunities for open space preservation through fee acquisition, conservation easement, or other regulatory means.

¹ Governor's Office of Planning and Budget estimate.

SECTION IV: EXPANSION AREA BOUNDARY & DEFINITIONS

The management of growth and expansion shall be in levels or progressive steps of development. These levels shall separate areas of the unincorporated county into areas that the City has identified as possible areas of expansion that can reasonably be accommodated with municipal services by Tooele City. These areas will be coordinated with the County to ensure that growth is consistent with City goals and plans. By discouraging growth in outlying areas and encouraging growth in areas where services are available, or can easily be extended, the City will discourage sprawl development and will allow for the efficient provision of municipal services.

The growth areas of the City shall be of sufficient size to accommodate planned commercial and residential growth consistent with the General Plan, taking into account the following:

1. Land with natural constraints, i.e. sensitive lands, water sheds, water drainage, cliffs, steep slopes, views, vegetation preservation, rock slides, liquefaction, and fault lines, etc.;
2. Agricultural land to be preserved;
3. Greenbelt and open space lands;
4. Public street projections and reservations;
5. Existing projects with development potential;
6. Land use patterns already created by existing subdivisions, recorded plats, or large lot divisions, etc.;
7. Plans to continue the building pattern in existing developments to their completion;
8. Preservation of public infrastructure and water sources, including viewsheds and scenic vistas; and
9. Needs for preservation of open-space, parks, and wildlife habitats.

The following factors shall be considered in determining the precise location of annexation growth area boundaries:

1. Geographic, topographic, and manmade features;
2. The location of public facilities;
3. Availability of needed services, limits of capacities and extension limits;
4. Jurisdictional boundaries of other public entities and improvement districts; and
5. Location of natural resource lands and critical areas.

Planning growth in this way shall provide the following advantages to the City:

1. Encourage an efficient development pattern;
2. Identify and maintain protected agricultural areas;
3. Avoid unnecessary and premature consumption of land that cannot be developed or serviced efficiently;
4. Provide a focused plan for preserving existing public facilities, capital investments and extension of public facilities in the future;
5. Develop and maintain fiscal integrity in City operations by encouraging the full utilization of existing streets and other public facilities;
6. Diversify and strengthen the tax base of the community;
7. Encourage the development of local job opportunities;
8. Protect and preserve natural and environmental features that are desired by the community; and
9. Facilitate development by providing sufficient areas to support anticipated populations.

MAP OF EXPANSION AREA

The Tooele City Annexation Policy Plan anticipates the annexation of Options A, B, C, D, E, F and G as described previously in this Plan and as shown on the Annexation Area Map included in the Appendix (See Figure 1).

AGRICULTURE PROTECTED AREAS

The Annexation Policy Plan shall recognize Agriculture Protection Areas adopted by the County. Growth Area Maps shall identify and be sensitive to the future development of these lands and shall be planned in

coordination with the property owners in these areas with the intent of protecting agricultural lands consistent with right-to-farm laws. According to Utah law,

“if a municipality annexes any land that is part of an agricultural protection area...located in the unincorporated part of the county, the county legislative body shall, within 30 days after the land is annexed, review the feasibility of that land remaining in the agricultural protection area...according to the procedures and requirements of Section 17-41-307. The county legislative body shall remove the annexed land from the agricultural protection area...if: the county legislative body concludes, after the review under Section 17-41-307, that removal is appropriate; and the owners of all the annexed land that is within the agricultural protection area...consent in writing to the removal” (UCA 17-41-306).

To be included in an agriculture protection area established within Tooele County, land must be located in an Agricultural or Multiple-use zoning district and must consists of at least 100 contiguous acres. There are no agricultural protection areas within the annexation options defined in this plan (see Figure 3, Appendix A).

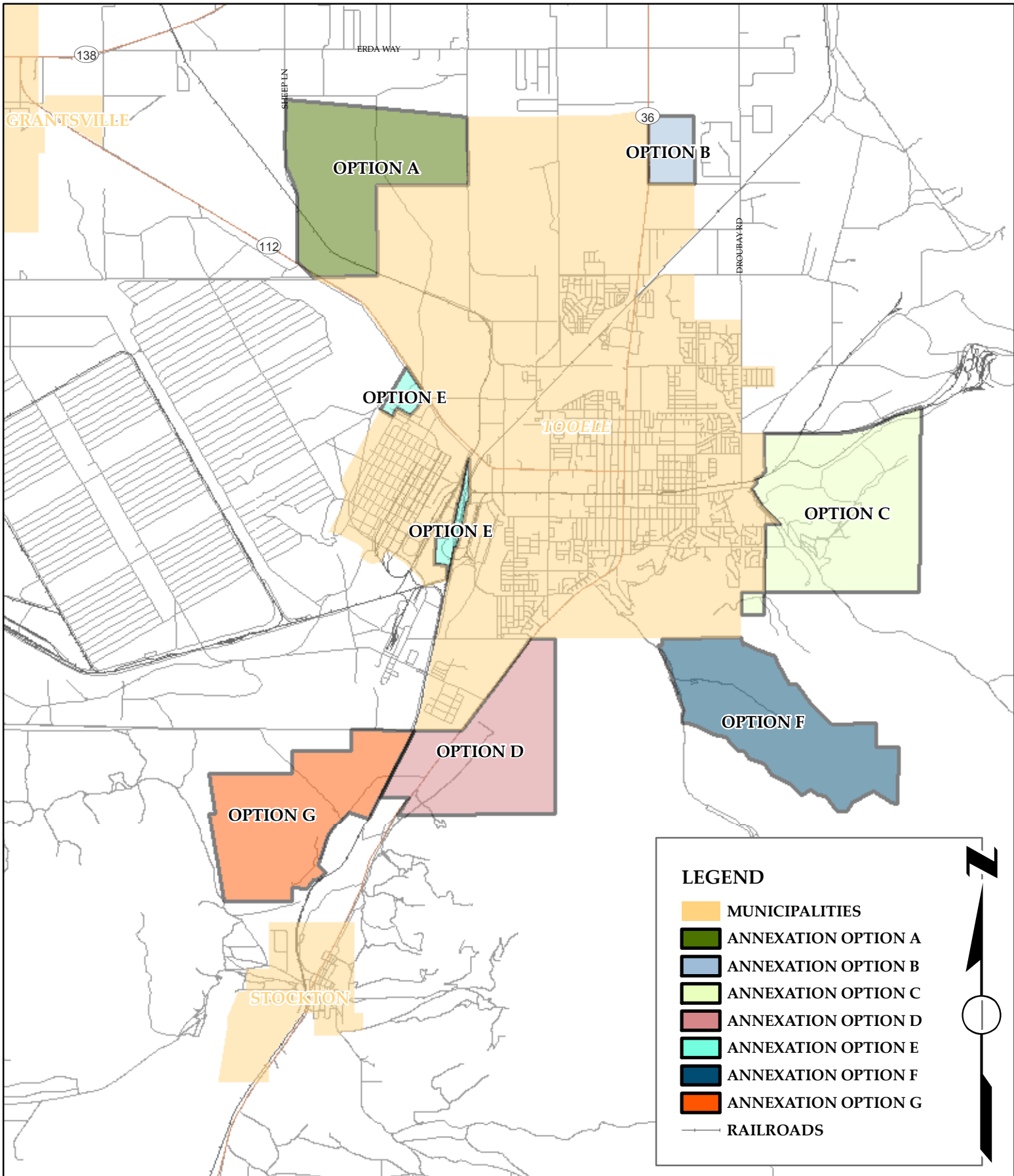
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APPENDIX A: ANNEXATION POLICY PLAN MAPS

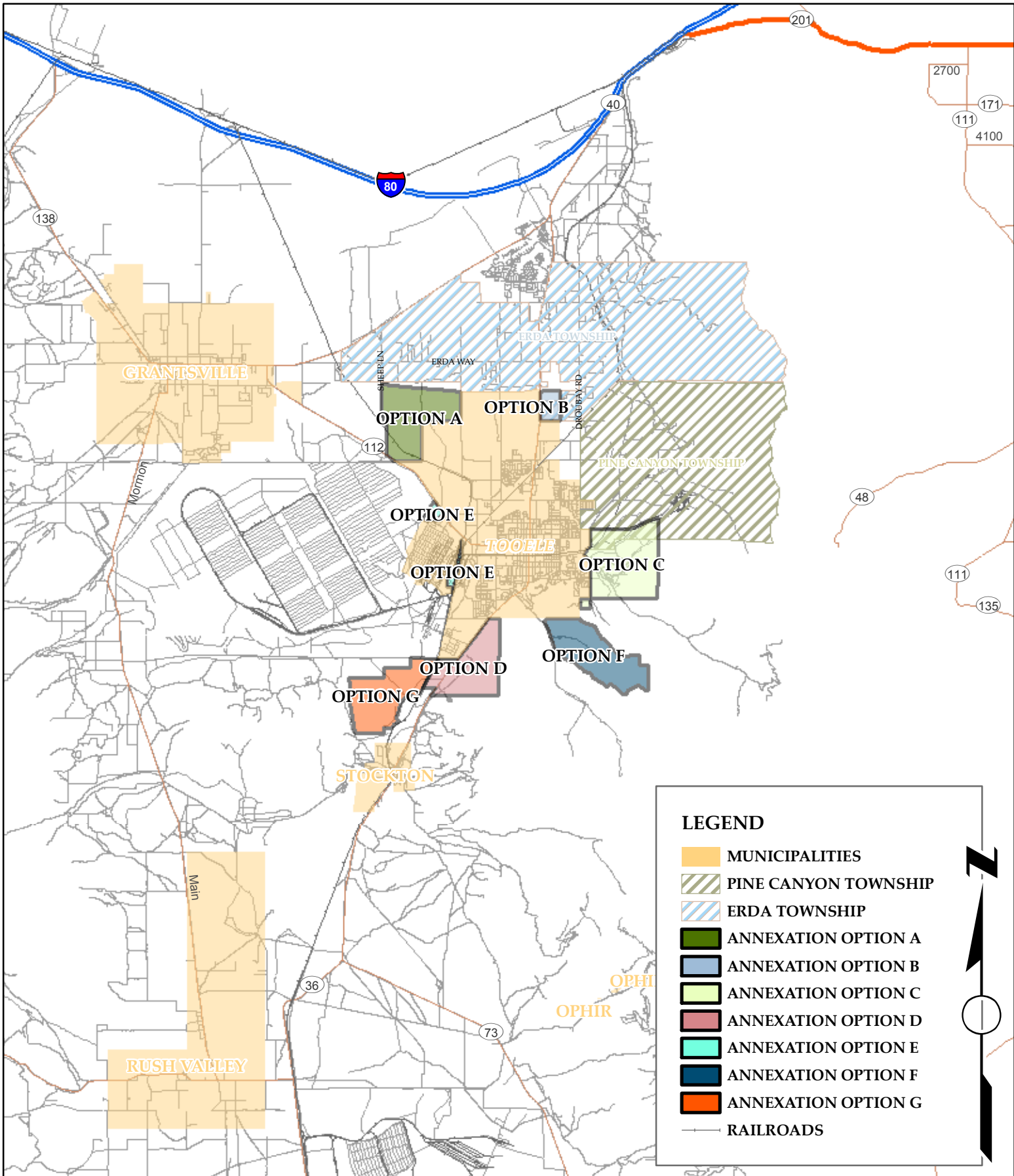
This section includes maps related to the Annexation Policy Plan. Included herein are the following maps:

- ▣ Figure 1: Expansion Area Map
- ▣ Figure 2: Illustration of Surrounding Municipalities
- ▣ Figure 3: Agricultural Protection Areas
- ▣ Figure 4: ½-Mile Buffer of Tooele City Municipal Boundaries

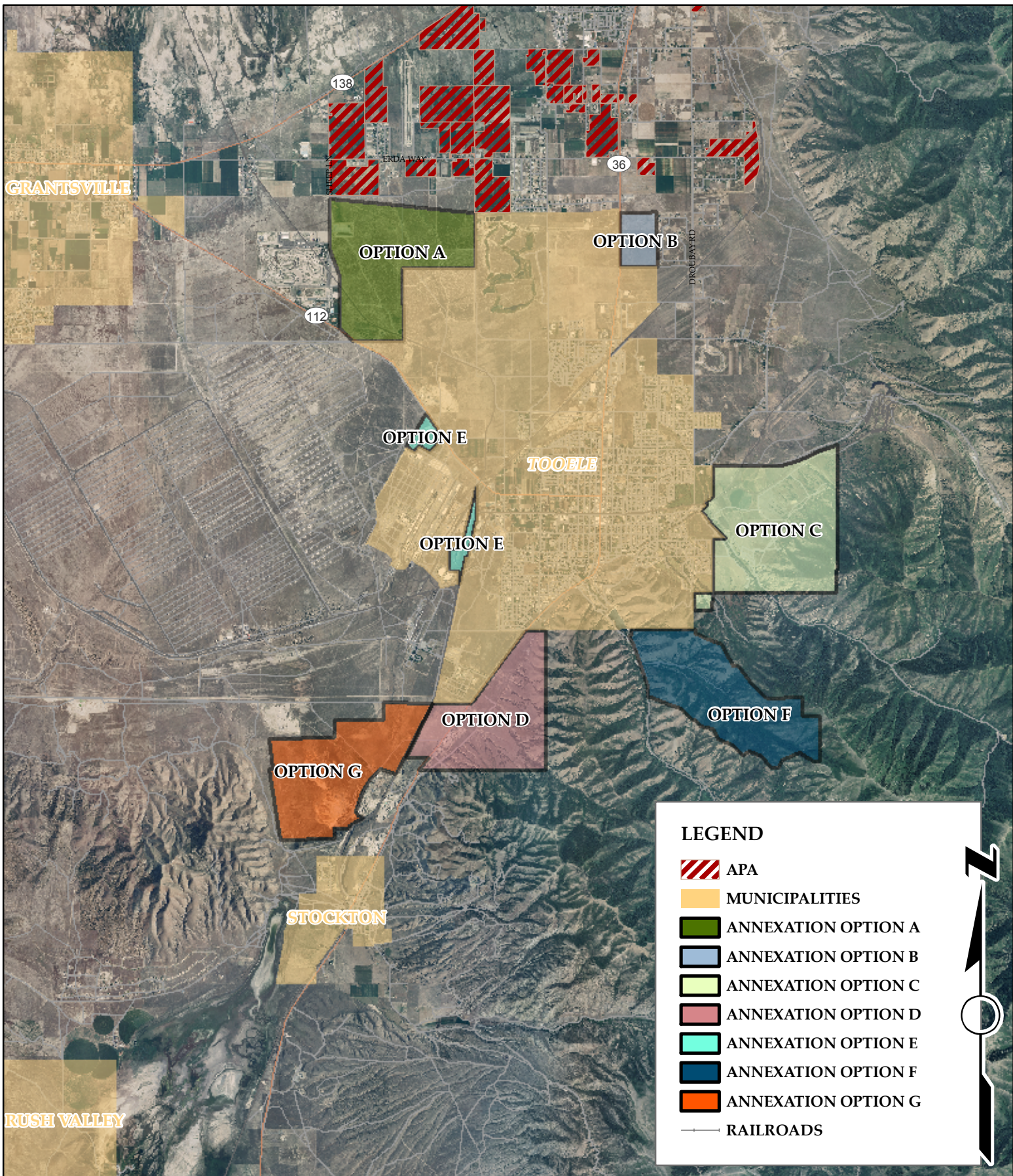
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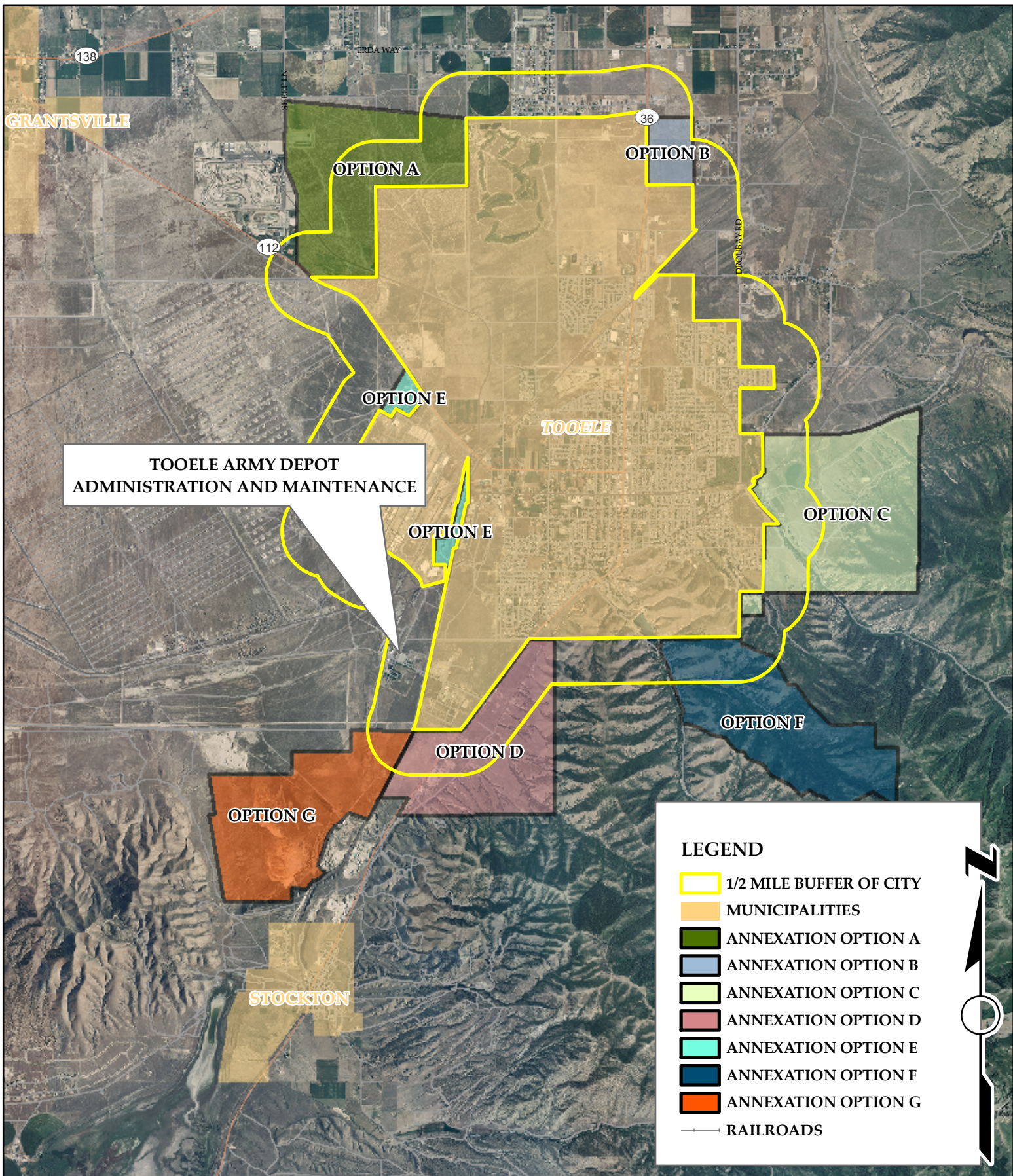
**FIGURE 1:
TOOELE CITY ANNEXATION STUDY
EXPANSION AREA**



**FIGURE 2:
TOOELE CITY ANNEXATION STUDY
SURROUNDING MUNICIPALITIES**



**FIGURE 3:
TOOELE CITY ANNEXATION STUDY
AGRICULTURAL PROTECTION AREAS (APA)**



**FIGURE 4:
TOOELE CITY ANNEXATION STUDY
1/2 MILE BUFFER OF CITY LIMITS**