

Annexation Policy Plan Process (Utah Code 10-2-803, effective 5/7/25)

1. Who starts it

- The **Planning Commission** must prepare and recommend an annexation policy plan to the City Council.
- The **City Council** may then adopt, reject, or modify that recommendation.

2. What the plan must include

- **Expansion area map.**
- **Decision criteria** for annexations, addressing:
 - Community character.
 - Need for municipal services in nearby unincorporated areas.
 - City's service extension plans.
 - How services will be financed.
 - Estimated tax consequences for both current residents and those in the expansion area.
 - Interests of affected entities (e.g., counties, service districts).
- **Justification** for excluding any area with urban development within ½ mile of the city boundary.
- **Responses to affected entity comments** (must be included after public input).

3. Planning Commission's duties

- Avoid overlaps/gaps with other cities' expansion areas.
- Consider 20-year population growth projections.
- Evaluate infrastructure, services, and facilities costs for current and future development.
- Consider 20-year land needs for housing, commerce, and industry.
- Weigh reasons for including ag land, forests, recreation, and wildlife areas.
- Follow the guiding principles in 10-2-806(5).

4. Public process at the Planning Commission

- Prepare draft plan.
- **Hold a public meeting** for affected entities → provide Class A notice + notice to affected entities at least 14 days in advance.
- Accept **written comments for 10 days** after the meeting.
- Revise plan if appropriate, and include a response statement addressing comments.
- **Hold a public hearing** on the revised plan → again Class A notice + 14-day notice to affected entities.
- Make final modifications based on public hearing input.
- Forward the **recommended plan** to the City Council.

5. City Council's role

- **Hold a public hearing** on the recommended plan (with proper notice).
- Modify if appropriate.
- **Adopt the plan (with or without changes)** or reject it.

6. After adoption

- Within 30 days, the City must send the adopted plan to the county legislative body of each county where the expansion area lies.

PAROWAN CITY

ANNEXATION POLICY PLAN

CITY COUNCIL APPROVED - NOVEMBER 13, 2003

PAROWAN CITY ANNEXATION POLICY PLAN

A. INTRODUCTION

In accordance with the provisions of 10-2-400, Utah Code Annotated, all municipalities within the State, except in Salt Lake County, are required to adopt an Annexation Policy Plan. In this Annexation Policy Plan, the cities are required to develop an "expansion area" map or plan for the future growth of the community. The annexation area plan shall incorporate the long range planning objectives contained in the land use plan of the community and shall represent a graphic illustration/representation of the areas that the city intends to provide services to.

The Annexation Policy Plan is created by the City to guide decision making regarding future annexations. It also helps the city plan for future expansion in conjunction with neighboring political entities. Open communication between the City and other political entities, particularly the County, is a priority in the process of developing the Annexation Policy Plan.

The Annexation Policy Plan anticipates the annexation of the following areas.

Area: 1 - Northeast	1690 acres
2 - Southwest	1514 acres

TOTAL	3204 acres
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B. CHARACTER OF THE COMMUNITY

Parowan City is located about 20 miles from the Cedar City area. Parowan is a Valley community which provides an excellent location for individuals and families interested in an outdoor lifestyle surrounded by a scenic environment. The relatively close commute to surrounding areas has attracted, and will continue to attract, a large number of people who want to live in this community but are willing to commute to work and shopping within reasonable driving distances from the City. This poses a rather unique problem for the community that affects its growth and development. For this and other reasons, Parowan City's tax base needs more diversification, specifically permanent jobs and commercial services. Thus, developing an annexation policy that deals with the specific issues of Parowan City will have a significant impact on the future quality of life and development of Parowan area.

The Parowan General Plan indicates that Parowan will annex lands when such annexation helps the City realize its vision and goals. To that end, the City supports entering beneficial annexation agreements, inter-local agreements and boundary management agreements with adjoining public entities. When the annexed property is developed it should be done in accordance with the Parowan Land Management code. (ie. General Plan, Zoning & Subdivision Ordinances)

C. EXPANSION AREA MAP

The City shall adopt and maintain an expansion area map (Exhibit A) that represents the growth boundary which include territories outside, but adjacent to, the community that may be annexed into the City. This map is consistent with the "Parowan City General Plan." These areas are not bordered by any other municipality. Even though the

proposed properties may lie within the expansion area, there is no guarantee that the annexation request will be approved by the City. The petition for annexation may require additional requirements than those contained in the current Annexation Policy Plan.

D. POPULATION

Population growth projections for the municipality and adjoining areas for the next 20 years.

Parowan's growth projections are as follows:

Year	Population	Annexation Area
2000	2565	0
2010	3062	80
2020	4351	200

E. POLICY/CRITERIA

The following are policy statements, and criteria Parowan City will use in determining whether or not to approve future annexation petitions.

Policy:

1. **DEVELOPMENT IN ANNEXED AREAS TO CONFORM TO GENERAL PLAN**
All annexations accepted by Parowan City shall be found in conformance with the Parowan City General Plan. Parowan City may exercise its initiative to adopt an area options Master Plan for future development in those extraterritorial areas of interest for future annexation as indicated in this Policy Declaration. These area specific Master Plans will define proposed land uses as well as the nature and density of development desired in each particular area. Once adopted, any proposed development in an area to be annexed must conform to the Master Plan and General Plans, notwithstanding the said Master Plan may be amended from time to time as deemed necessary and appropriate.
2. **PLANNING AND ZONING COMMISSION TO REVIEW ANNEXATION**
In order to facilitate orderly growth and development in Parowan City, the Planning Commission shall review all proposed annexations and make recommendations to the City Council (as set forth in the State Statute) concerning the parcel to be annexed, effects on the City's General Plan, and the recommended zoning district designation for the proposed annexed area.
3. **ANNEXATION TO BE CONSIDERED ONLY IN AREAS OF POTENTIAL URBAN SERVICE**
Parowan City's policy is to consider annexation only in those areas where the City that has the potential to provide urban service (either directly or through inter-local cooperative agreement). These areas may include locations served or to be served by the City's water system, sewer system, police and fire protection services.

Criteria:

1. Areas to be annexed must be contiguous to the corporate limits of Parowan City at the time of submission of the annexation request.

2. Parowan City shall avoid gaps between or overlaps with the expansion areas of other municipalities.
3. Proposed annexations will not be approved if they create an island or peninsula of the unincorporated area.
4. Areas to be annexed shall not be located within the corporate limits of another incorporated town or be part of a previously filed annexation petition that has not been either denied, accepted, or approved.
5. When feasible, the city favors annexation along boundaries of water and sewer improvements, special service districts, or other taxing entities.
6. It is not Parowan City's intent to annex territory for the sole purpose of acquiring revenue.
7. There has been no exclusion of urban development within the policy plan. No urban development, as defined in 10-2-401(1)(i) Utah Code Annotated, exists within ½ mile of Parowan City's boundary.
8. The annexation petition must comply with the requirements of Section 10-2-403, Utah Code Annotated. (Exhibit B)
9. Annexations will facilitate the consolidation of overlapping functions of local government by assuring jurisdiction is providing services to an area.
10. Parowan wishes to promote the efficient delivery of service by clearly defining who will provide service to a particular area. Consideration shall be given to encourage the equitable distribution of community resources and obligations.
11. Parowan's Capital Facilities Master Plan outlines the provisions of municipal services in the Annexation Policy Plan area and assures that the services will be equitably distributed.

F. DEVELOPMENT OF SERVICES

All areas included in the Annexation Policy Plan will need municipal services. Iron County Policy is that municipal services should be provided by cities and not by the county. Parowan City has identified Capital Facilities Master Plans for water, sewer, streets, parks, and storm drainage. These plans include the area outlined in the Annexation Policy Plan. Line sizes, etc. have been increased to include these areas.

1. Developer pays service extension

In areas where municipal services are not presently extended, services will be extended on an as-needed basis at the cost of the developer. All extensions of municipal services must comply with all city ordinance and policy criteria and will be paid for by the individual developer or property owner.

2. Annexation Agreements

An annexation agreement will be prepared between the city and future developers outlining specific circumstances relating to water, sewer, streets, electricity, telecommunications, fiber optic/broadband, and other specific improvements.

3. Water Rights

Water rights, of the type and quantity acceptable to Parowan City, that can be utilized for underground water rights (culinary, secondary) shall be required to be conveyed to Parowan City as a condition of development, subdivision approval or issuance of a building permit on property annexed into the Parowan City limits. It is the intent that land annexed to Parowan City be accompanied by water rights sufficient to accommodate the needs of the existing and

potential occupants of said land when development occurs. The water rights conveyance requirements of development shall be in addition to any requirement that may be imposed upon development of the land after annexation and in addition to appropriate Parowan City impact fees. Water requirements will be established utilizing, among other things, Division of Drinking Water standards. Specific requirements will be contained in the annexation agreement. The general guideline of one (1) acre foot of water per residential building permit will be a minimum standard.

The annexation will allow developers of the annexed property access to culinary water, sewer, and other services, provided all developments meet City specifications and comply with all applicable development ordinances and all improvements are installed pursuant to Parowan City standards.

4. Financial Implications

The manner in which these amenities are developed will have a bearing on how they will be financed. Property taxes with increased valuation of property and sales tax will contribute to the general fund to help defray the added expenses the city may incur by annexing these properties. In summary, the newly annexed developing areas shall finance the extension of needed municipal services, such as new utilities, streets, curb and gutters, sidewalks, and other capital improvements as development occurs.

It is not anticipated that the annexation should or will cause any adverse consequences to the residents in the city or in the area annexed, except there may be a slight reduction in general services to the city residents in the present city limits as general services are expanded into the newly annexed territory. It is further anticipated that the expanded growth, when development occurs, shall be borne by the developer and not city residents.

It is anticipated that the residents in the territory to be annexed will experience an increase in their property tax because of the difference in the certified tax rates in the County and Parowan City. It is further anticipated that as newly annexed territory property taxes are received by the city, the city will expand the total level of services to include the total community. Additionally, persons in the newly annexed territory may experience reductions in their fire insurance rates and property insurance rates, although Parowan City makes no guarantee or representation of the same.

As areas grow and become more populated, the demand and need for services increase. Once this policy plan is adopted and areas begin to develop, continual planning by Parowan City will allow development to occur in an economical manner, since homes, buildings, streets, and other amenities will be developed in accordance with Parowan City specifications. The plan and time frame for the extension of municipal services will be determined by the interest of the property owners to subdivide and develop their property.

G. The interests of all "affected" entities.

Paragonah Town: Parowan and Paragonah may share a common boundary some day. Both entities will work together to decide upon a common boundary.

Iron County: Iron County's policy has been that municipal type development should take place in cities. All of the land shown in the Annexation Policy area would be able to be served by Parowan City.

BLM - Bureau of Land Management: Several of the annexations proposed in the Annexation Policy Area are adjacent to BLM lands. It is anticipated that the development of these lands would be compatible with the BLM land in preserving open space and not having a negative impact on the BLM land. It is anticipated that the area in the mouth of the canyon, will remain as a water shed and recreational area in Iron County and under Iron County Jurisdiction.

Iron County School District: Iron County School District is involved in the boundaries of the annexation area and it is anticipated that Iron County School District will provide school service to the area.

Iron County Landfill & Garbage Collection: Provides landfill service and garbage collection for the whole county. District facilities have been sized to accommodate the growth of all cities.

H. ENVIRONMENTAL AND LAND USE ISSUES

Unincorporated area surrounding the Town should be analyzed in terms of environmental and land use issues as it relates to possible annexations. The environmental and land use issues that were analyzed are included in the General Plan and are as follows:

Development in Sensitive Lands will be limited in order to protect and preserve environmentally and geologically sensitive lands in Parowan City. New development shall be prohibited above the elevation of 6000 feet Mean Sea Level unless it be demonstrated that the development would not adversely impact, or be impacted by, the following:

- a. Fault and earthquake hazards.
- b. Subsurface rock and soil types
- c. Slope of the land
- d. Groundwater recharge areas and local groundwater conditions.
- e. Flood hazards and erosion types
- f. Viewscales
- g. Flood Planes
- h. Elevation
- i. Cost of City Services
- j. Wildlife habitat
- k. Water quality

The Planning Commission will analyze each area proposed for annexation in accordance with the criteria outlined in the Land Use Element of the General Plan and this annexation plan.

I. JUSTIFICATION FOR EXCLUDING URBAN DEVELOPMENT WITHIN ONE-HALF MILE OF CITY'S CURRENT BOUNDARY

There are no urban developments within one-half mile of the City's current boundary that would be excluded from this Annexation Policy Plan.

J. PUBLIC COMMENTS

Copies of all written comments submitted by any interested party either during public hearings or during the adoption process of this Annexation Policy Plan have been attached hereto.

K. PROCEDURES FOR SUBMISSION OF AN ANNEXATION REQUEST:

The following steps reflect a general summary of requirements and procedures for processing an annexation request in Parowan City.

1. An annexation petition shall be filed with the City Recorder.
2. An annexation petition shall contain the signatures of the owners of private real property that is located within the area proposed for annexation, that covers a majority of private land area within the area proposed for annexation and is equal in value to at least 1/3 of the value of all private real property within the area proposed for annexation.
3. An annexation petition shall be accompanied by an accurate and recordable map prepared by a licensed surveyor, of the area proposed for annexation.
4. An annexation petition shall designate up to five of the signers of the petition as sponsors, one of whom shall be designated as the contact sponsor, and indicate the mailing address of each sponsor.
5. On the date of filing, the petition sponsors shall deliver or mail a copy of the petition to the Clerk of Iron County.
6. The City Recorder, upon receipt of a properly prepared and completed annexation petition accompanied by the proper plat, shall impose such fees, to recover the costs of processing said petition, as have been established by the City Council. The City Recorder, at that time, shall place the petition on the agenda for consideration at the next regular City Council meeting.
7. The City Council shall review the annexation petition and either accept the petition for further consideration or deny the petition.
8. If the City Council denies a petition, it shall, within five days of the denial, mail written notice of the denial to the contact sponsor, the Clerk of the County and the Chair of the Planning Commission.
9. If the City Council accepts a petition, the City Recorder shall within 30 days determine whether the petition meets the requirements of an annexation. If the petition meets the requirements, the City Recorder shall certify the petition and mail or deliver written notification of the certification to the City Council, the Contact Sponsor, the County Legislative Body and the Chair of the Planning Commission. If the petition fails to meet the requirements, the City Recorder shall reject the petition and mail the necessary written notification of the rejection and the reasons for the rejection.
10. The City Council, within ten (10) days after receipt of the Recorder's notice of certification, shall publish a notice of the proposed annexation at least once a week for three (3) consecutive weeks. Said notice shall contain information about the proposed annexation and explain how written protest is to be filed, within thirty (30) days after the date of the City Council's receipt of the certification notice.
11. If no timely protest is filed, and after the Planning Commission has made a recommendation to the City Council regarding the annexation petition, the City Council shall hold a public hearing, after giving at least seven (7) days notice of the hearing. After the hearing, the City Council may grant the petition and by ordinance annex the area that is subject of the annexation petition.
12. If a protest is filed, the City Council may deny the annexation petition or take no further action on the annexation petition until after receipt of the County Boundary Commission's notice of its decision on the protest. Upon receipt of the Boundary Commission's decision, the City Council may deny or approve the proposed annexation subject of the Boundary Commission's decision.

