

ORDINANCE NO. 2025-10

AN ORDINANCE ESTABLISHING ANNEXATION PROCEDURES FOR GARLAND CITY, UTAH

WHEREAS, the City Council of Garland City, Utah, desires to establish clear and consistent procedures for the annexation of unincorporated territory into the corporate limits of Garland City in compliance with Utah state law and local governance principles; and

WHEREAS, Utah Code Annotated, Title 10, Chapter 2, Part 8 (as amended), provides the statutory framework for municipal annexations, including requirements for petitions, public notice, hearings, and approvals; and

WHEREAS, the City Council seeks to promote orderly growth, ensure the provision of municipal services, and protect the interests of residents and property owners in areas proposed for annexation;

WHEREAS, all procedural requirements of State law for the amendment of the City's annexation policy, including the provision of notice to affected entities, the allowance of public comment periods, the giving of public hearing notices, and the convening of duly noticed public hearings, have all been satisfied;

NOW, THEREFORE, BE IT ORDAINED by the City Council of Garland City, Utah, as follows:

Section 1. The adoption of the updated Garland City Annexation Policy and Future Annexation Map, as shown in Attachment 1.

Section 2. If any provision of this ordinance is found invalid by a court of competent jurisdiction, the remaining provisions shall remain in full force and effect.

Section 3. Effective Date. This Ordinance shall become effective immediately upon posting or publication as provided by law.

PASSED AND ADOPTED by the Garland City Council this 1 day of October, 2025.



Linda Bourne
Garland City Mayor

ATTEST:

Kristal Edwards
Kristal Edwards, City Recorder



Voting by the City Council

	YES	NO	ABSENT
Jeanette Atkinson	☒	☐	☐
Sharla Nelson	☒	☐	☐
Josh Munns	☐	☐	☒
Tena Allen	☒	☐	☐
John Losee	☒	☐	☐
Linda Bourne (if tied)	☐	☐	

Garland City Annexation Policy Plan

July 2025

Introduction:

Section 12-2-803 of the Utah State Code requires that all municipalities in the State of Utah adopt an Annexation Policy Plan. Within that Annexation Policy Plan, cities must provide a map of the areas the city will consider for annexation into its municipal boundaries.

Additionally, cities are required to outline the conditions under which they will consider annexation and the process for handling such requests. The Annexation Policy Plan enables cities to guide the growth and development of the City for the next 20 years.

The Garland City Annexation Policy Plan is intended to guide elected officials, appointed officials, and staff when evaluating, recommending, and making decisions regarding annexations. Over time, as Garland City continues to grow, the Plan will allow the City to coordinate annexation requests with other affected entities. Such entities may include, but are not limited to, Box Elder County, Box Elder County School District, other special service districts, and surrounding unincorporated Box Elder County.

Garland City Background:

The Garland area was settled in 1890, and the City was incorporated in 1904. Like many communities throughout Utah, Garland City has grown over the years and is expected to continue to grow. The population of the last 25 years is listed below:

Year	Garland City Population
2000	1,958
2010	2,400
2020	2,589
2025	2,720

Sources: Census Data 2000, 2010, 2020. 2025

The projected growth of Garland City over the next three decades, based on an annual growth rate of 0.97%, is listed below:

Year	Garland City Population
2035	3,020-3,100
2045	3,400-3,600
2055	3,800-4,200

Sources: worldpopulationreview.com/us-cities/utah/garland

The following are some factors that will likely lead to additional growth in Garland:

1. Current residents of Garland City enjoy living there, and children want to stay.
2. Reasonable commuting distance to other areas of Box Elder County and Weber County.
3. The affordability of Garland City compared to other areas throughout the State.
4. Proximity to Interstate 15 and Interstate 84.
5. Solid and growing local economy in both the City and County.
6. Surrounding farmland, which is also suitable for development.

Purpose:

The Garland City Annexation Policy Plan is designed to guide our community's orderly growth and development. This plan outlines the framework for annexing territories into Garland City, ensuring that growth aligns with our long-term vision and community values while adhering to Utah's statutory requirements for municipal expansion.

Annexation Statement of Criteria:

The annexation criteria for considering annexation include the need for balanced development, municipal services and infrastructure capacity, geographical contiguity, and the impact on affected entities. These criteria ensure that annexation benefits both the City and its potential new residents, fostering a cohesive community.

Eligibility: Proposed area for annexation should be contiguous to Garland City.

The area proposed for annexation should be contiguous to Garland City and located within an unincorporated area of Box Elder County. If the property is not contiguous to Garland city limits the City will still consider a property eligible to request annexation if one or more of the following criteria are met:

1. The property is within 300 feet of the City limits.
2. The property is located within 1,320 feet (1/4 mile) of the City limits and already served by Garland City water (or sewer).
3. The property is such a significant size (e.g. greater than 100 acres) and the owners would be required to submit and obtain a pre-annexation development agreement with the City that would include conceptual layouts, demonstrate either the availability of utility services or outline the plan for services.

Character of the Community

Garland is going through a renewal process with residents desiring a rural slow growth policy. Residents are cleaning up old buildings and families continue to love the small-town atmosphere. In preparation to accommodate future growth, the City is currently in the process of updating its ordinances and zoning to ensure a "family friendly community" for generations to come.

Garland City is a growing and friendly city, whose origin is rooted in community

networking, a strong ethic brought to Box Elder County by farmers and ranchers over one hundred years ago. That pioneer spirit exists today and makes Garland a desirable place to live, work and raise a family. A cohesive quality community where residents experience a hometown rural atmosphere with characteristic charm that offers a safe, friendly and peaceful atmosphere.

Garland's Annexation Policy Declaration should be based on the following guiding principles:

- a. Logical, efficient, and convenient delivery of services;
- b. Preservation and enhancement of visual corridors at entryways to the City.
- c. Maintaining the rural character and integrity of Garland City;
- d. Fiscal impacts of annexation;
- e. Opportunities to expand the current economic base; and
- f. Opportunities to expand recreational opportunities and quality of life for Garland City residents.

Policy Statement: Development in Future Annexed Areas to Conform to Land Use Plan.

All annexations accepted by Garland shall be found in conformance with the Garland City Land Use Plan. Garland City may exercise its initiative to prepare and adopt a Master Plan for future development in those extraterritorial areas of interest for future annexation as indicated in this Policy Plan.

Policy Statement: Annexation To Be Considered Only in Areas of Potential Urban Service.

Garland City's policy is to consider future annexation only in those areas where the City has the potential to provide urban services (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, (future) pressurized irrigation system and emergency services.

Policy Statement: Islands and Peninsulas of Unincorporated Areas To Be Annexed

Garland City encourages islands and peninsulas of unincorporated territory located within the incorporated area of the City to become annexed.

The Need for Municipal Services in Developed and Underdeveloped Unincorporated Areas

All areas included in the Annexation Policy Plan will need municipal services. Box Elder County policy is that municipal services should be provided by cities and not by the county. Numerous residents receive mostly water from Garland in all the zones designated for future annexation. Garland City is also in process of updating new master plans for water, sewer, streets, parks and storm drainage. Further, all the areas zoned for future annexation will have the ability and be provided sufficient capacity to receive all city services as Garland City boundaries expand.

The Municipality's Plans for Extension of Municipal Services

Garland City is in process of updating its master plans for city utilities and infrastructure including water, sewer, storm drain, streets and parks. Further, all the areas zoned for future annexation will have the ability and be provided sufficient capacity to receive all city services as Garland City boundaries expand, prior to being annexed.

How the Services Will Be Financed

The services will be financed by the developer installing the improvements and by impact fees.

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.

Garland City will include the costs of serving the future annexation areas in its capital facilities plans. The costs of oversizing lines and facilities will also be included in the City's future impact fee analysis.

Estimate of the Tax Consequences to Residents Both Currently Within the Municipal Boundaries and in the Expansion Area for the Next Several Years

It is not anticipated that tax rates would change when an annexation takes place. The burden on existing residents would be offset by the increase in property tax revenue paid on new buildings and by increased sales tax received because of the increase in population.

Furthermore, the City's economic development efforts to attract new business including manufacturers that will increase revenue to the city to off-set tax rate increases or to ideally even lower residential property taxes.

However, if there is an identified concern with an annexation it would be recommended by the City prior to acceptance of the petition that the petitioner complete and submit a Fiscal Impact Analysis to determine the net financial benefit or burden of the proposed annexation.

The Interests of all Affected Entities

Open communication between a city and other political entities, particularly the County, is a priority in the process of developing an Annexation Policy Plan. This plan will have been adopted following the process which includes a comment period to receive feedback from any affected entities, as well as a section to address feedback that is received during the comment period.

Annexation Petition Process:

The annexation petition must comply with the requirements of Section 10-2-806. Applicants considering application should consult with City staff, review current State Law, in addition to any applicable City ordinances and the City's General Plan. The remaining applicable Sections of Section 10-2 Part 8 shall also be followed.

An annexation petition must be accompanied by an annexation plat to be submitted to the City Recorder. All state and city land use ordinances must be complied with, including Garland City General Plan.

Alternatively, the City may initiate annexation of certain unincorporated parcels meeting the criteria and following the process established under Section 10-2-812 of Utah State Code.

Zoning of Annexed Territory:

Zoning Designation. The City Council may assign a zoning designation to the annexed territory concurrently with the annexation ordinance, following the procedures in the Garland City Zoning Ordinance and Section 10-9a Part 5 of the Utah State Code. When the zoning is designated concurrently with an annexation request, a pre-annexation development agreement may be required.

Default Zoning. If no zoning is assigned at the time of annexation, the annexed territory shall be designated as the A-1 zone or the closest equivalent City zoning district the property had in the County, unless otherwise determined by the City Council.

Justification for Excluding Areas

Garland City is required to justify excluding from the expansion area any area containing urban development within ½ mile of the municipality's boundaries.

The only area containing urban development within ½ mile that is not included in the expansion area is the unincorporated area known as Riverside. This area is not included because the area currently has its own municipal services and has expressed the desire in the past to not be annexed into the City.

Annexation Map

With this policy, Garland City adopts an expansion area or a proposed annexation map (Appendix "A") that represents the growth boundary which includes territories outside, but adjacent to the community, that may be future annexed into the City. The future annexation area plan shall incorporate the long-range planning objectives contained in the land use plan of the community and shall represent a graphic representation of the areas for which the City intends to provide services.

Statements Addressing Comments from Affected Entities

No comments from affected entities was received during the adoption process.

Garland City, Utah

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- Garland City

Planning Support