

DRAFT - UTAH COUNTY BOUNDARY COMMISSION

Public Meeting

December 3, 2025

Page 1 of 19

PUBLIC NOTICE IS HEREBY GIVEN THAT THE
UTAH COUNTY BOUNDARY COMMISSION
WILL HOLD A PUBLIC MEETING
IN THE COMMISSION CHAMBERS – ROOM 1400
OF THE UTAH COUNTY ADMINISTRATION BUILDING
100 East Center Street, Provo, Utah
December 3, 2025 – 5:30 P.M.

(The order of this agenda is subject to change at the discretion of the Boundary Commission.)

Board members may participate electronically at will with the anchor location as stated above.

You may watch the meeting live on YouTube under the heading UTAH COUNTY GOVERNMENT or by going to the link: <https://www.youtube.com/@UtahCountyGovernmentstreams>

Comments will be limited to three (3) minutes per individual unless otherwise approved by the Board.
Please state your name at the beginning of the comment. Please no foul or abusive language.

~MEETING MINUTES~

Board Members in attendance:

Anthony Canto – Utah County Surveyor
Andrea Allen – Utah County Recorder
Carla Merrill – Alpine City Mayor
Denise Andersen – Cedar Hills Mayor
Mark Fuchs
Richard Morley
Terry Lyman

Others in attendance: See attached sign-in sheet.

(Meeting called to order: 5:31 pm)

Dale Eyre (Utah County Deputy Attorney) without having any sitting members yet, we need to first administer oaths to the elected members of the Utah County Boundary Commission.

1. ADMINISTRATION OF OATHS TO ELECTED MEMBERS OF THE UTAH COUNTY BOUNDARY COMMISSION

Jolynn Clegg (*Utah County Deputy Clerk*) **administered the Oath of Office to Anthony Canto** (*UC Surveyor*), **Andrea Allen** (*UC Recorder*), **Carla Merrill** (*Alpine City Mayor*) **and Denise Andersen** (*Cedar Hills Mayor*).

2. RATIFY APPOINTMENTS OF RICHARD MORLEY AND TERRY LYMAN AS PUBLIC MEMBERS OF THE UTAH COUNTY BOUNDARY COMMISSION WITH TERMS EXPIRING JANUARY 3, 2028

Motion to Ratify: Anthony Canto

Second: Mayor Andersen

All in favor: aye

Passed: 4/0

3. RATIFY THE APPOINTMENT OF MARK FUCHS AS A PUBLIC MEMBER OF THE UTAH COUNTY BOUNDARY COMMISSION WITH A TERM EXPIRING JANUARY 4, 2027

Motion to Ratify: Anthony Canto

Second: Mayor Andersen

All in favor: aye

Passed: 4/0

4. ADMINISTRATION OF OATHS TO PUBLIC MEMBERS OF THE UTAH COUNTY BOUNDARY COMMISSION

Jolynn Clegg administered the Oath of Office to Mark Fuchs, Terry Lyman and Richard Morley.

5. NOMINATE AND APPROVE A CHAIRPERSON FOR THE UTAH COUNTY BOUNDARY COMMISSION FOR A TWO-YEAR TERM

Mayor Denise Andersen: Motion to nominate Mayor Carla Merrill as the Utah County Boundary Commission Chairperson

Anthony Canto: second

All in favor: aye

Passed: 7/0

6. APPROVE THE MINUTES FOR THE NOVEMBER 8, 2021, MEETING OF THE UTAH COUNTY BOUNDARY COMMISSION

Andrea Allen: Motion to approve the November 8, 2021 meeting minutes

Richard Morley: second

All in favor: aye

Passed: 7/0

7. CONSIDER SPRINGVILLE CITY'S PROTEST OF THE PROPOSED BRENT MONEY ANNEXATION TO SPANISH FORK CITY – PUBLIC HEARING

(Timestamp: 7:42)

John Penrod (*Springville City Attorney*) presented the following power point. Reviewed the following items: annexation process, annexation policy plan. Brent Money Annexation is in the Springville annexation policy plan, which was adopted in 2021, map of Springville's expansion area which is 40 years old. He would like Springville's policy plan honored.



UTAH COUNTY BOUNDARY COMMISSION

DECEMBER 3, 2025



DOES AN ANNEXATION POLICY PLAN MEAN SOMETHING? OR IS IT JUST A BOX-CHECKING EXERCISE?

Boundary Commission considers two pertinent :

1. Legal requirements of Utah Code (Sections 10-2-804 and 806, and the annexation policy plan, described in 10-2-803.)
2. Conflicts with the annexation policy plan of another municipality.



PURPOSE OF AN ANNEXATION POLICY PLAN

- Follow Utah Code
- Provide Orderly Growth
- Do Long-term Land Use Planning
- Ensure Infrastructure Capacity
- Maintain Interlocal Cooperation and Expectations



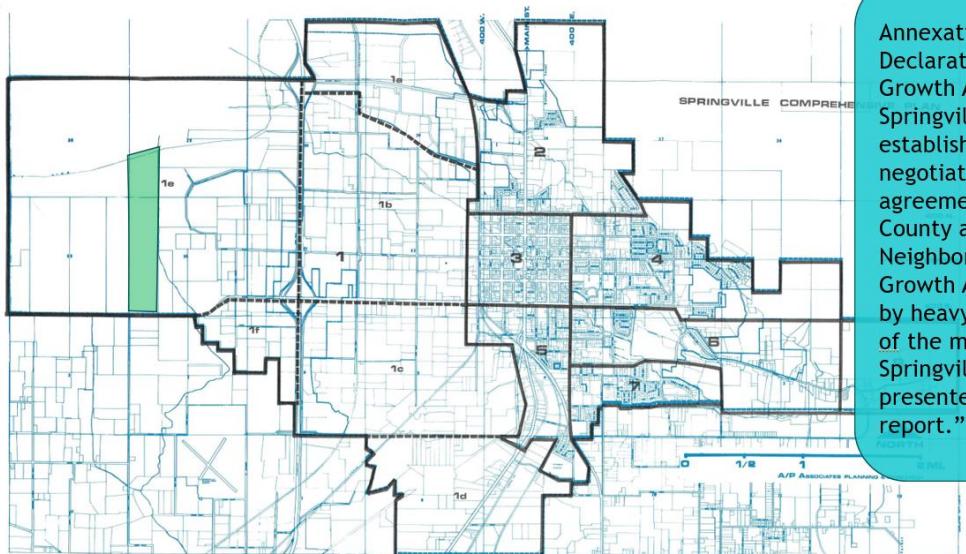
ANNEXATION POLICY PLAN

State law - "In preparing a proposed annexation policy plan, the planning commission shall: (a) attempt to avoid gaps between and overlaps with the expansion areas of other municipalities."

- Not a balancing test (1 of 6 items that must be followed)
- This was adopted in 2001
- First annexation policy plan must be honored
- Conflict in plans should never happen



SPRINGVILLE'S EXPANSION AREA



(Timestamp: 17:30)

Mayor Matt Packard (*Springville City*) talked about properties along the freeway frontage in the 1990s that were being rapidly annexed by both Springville and Spanish Fork City. It was an arms race with a great deal of animosity, and it was very, very unhealthy. He is grateful that the state and county put together an annexation policy, it helped get away from the arms race and create good feelings between cities.

He spoke about the property east of the Money property and said they are in conversations with a developer, and it is not that far away from having utilities. The property to the west of the Money property was annexed into Spanish Fork City. They would like to hold the line at the Money property. They have met with Spanish Fork City several times over this property.

Anthony Canto (*Boundary Commission Board Member*) asked the mayor how far out Springville City from servicing that area.

Mayor Packard said he does not know the timetable.

Anthony Canto (*Board Member*) asked if they are going to run trunk lines and infrastructure specifically to the Money property or everybody west of the freeway. Does the Money property change what you would have done?

Mayor Packard said this property is within their declared area and the city is anticipating servicing that area.

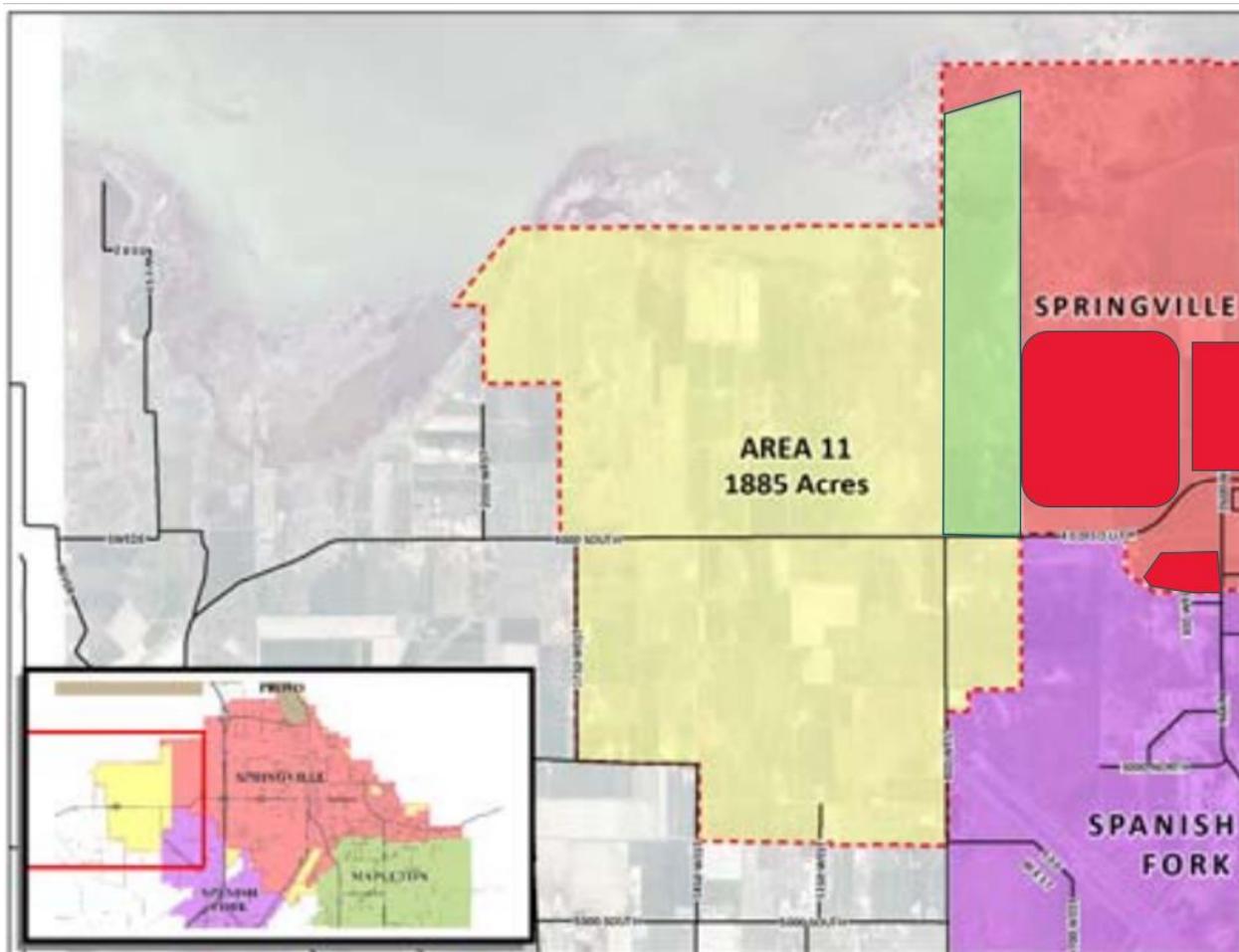
Richard Morley (*Board Member*) questioned some information that the commissioners received saying it would take approximately 3 years to get infrastructure out there. He asked the mayor if he had information on that and was told no.

Mayor Carla Merrill (*Board Member*) asked about the financial impact on Springville City if the land is annexed into Spanish Fork City.

Troy Fitzgerald (*Springville City Administrator*) said there will be a differential in value of the property taxes and other development expenses.

(Timestamp: 27:57)

John Penrod talked about the Crandall Property, which is directly east of the Money property. He said developers were talking with the city planning commission, but the city does not know their timeline. He said trunk lines are in their master plans. He presented the rest of his power point and reviewed the request from Springville City.



SPRINGVILLE'S REQUEST

- 40 years vs. 15 days
- Does an annexation policy plan mean something?
 - Yes, the first annexation policy plan adopted should be honored.
- **Requested Relief** - A written decision denying the proposed annexation.
 - Does not meet requirements of Sections 10-2-804, 806, and annexation policy plan, pursuant to 10-2-803.
 - Conflicts with Springville's annexation policy plan.

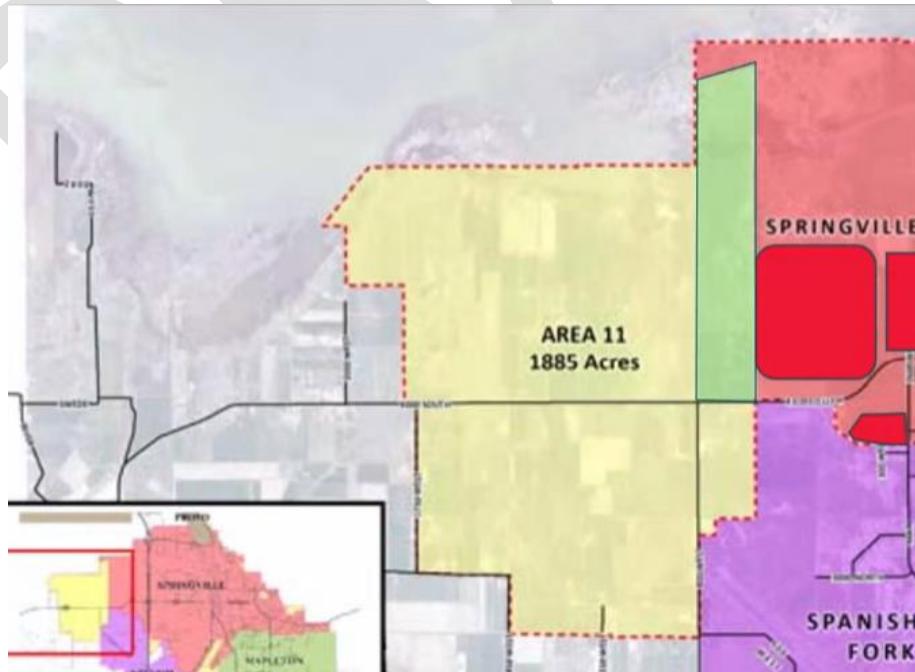
(Timestamp: 31:39)

Brent Money (*Property Owner*) said he is a 5th generation, south Utah County farmer and rancher. The land has been in the family for 100 years. He uses the land for his cows. It has become harder and harder to run cows on this property. He does not want to wait 5, 10, or 15 years for Springville to develop to the east of his property. He believes it is the boundary commissions responsibility to make sure that the property owner of unincorporated ground in Utah County is treated fairly and equitably.

He spoke about the annexation directly west of his property that went into Spanish Fork City without much of a protest or complaints from Springville City. This property was located in the Springville annexation plan. In fact, all of the area in yellow has been annexed into Spanish Fork City except his property (see map). He feels it is unfair, inconsiderate, and arbitrary. He said there is a natural boundary line created by Dry Creek.

He met with several Springville officials over the past few years, including Mr. Penrod, a day or two before Springville filed their protest. He has never had anyone explain to him why his property is so important to Springville or what their plans are.

He feels that not being able to annex into Spanish Fork City will have a major consequence to the value of his property in lost development opportunities, delayed timelines, and potential utility issues. He put those values at somewhere around \$150,000 per acre he could potentially lose.



(Timestamp: 47:47)

Vaughn Pickell (*Spanish Fork City Attorney*) spoke about how Spanish Fork City came to the decision to amend its annexation policy plan boundary. He also reviewed Utah state code 10-2-804 and 10-2-806. Historically, Spanish Fork has sent petitioners for annexation to Springville if it's located within their annexation policy boundaries. In 2023 GWC development went to Springville City for annexation and were requested to do a feasibility study. Springville City concluded it would be very costly, and they were allowed to annex into Spanish Fork City. Spanish Fork has invested millions and millions to bring out the utilities.

There have been 6 annexations to Spanish Fork that are within Springville's annexation policy beginning in 2021 and even one earlier this year. This begs the questions, why now? Why this one? Why this boundary line?

Spanish Fork did not seek out this annexation. They didn't ask him to apply; they are not seeking after tax revenue. Mr. Money came to the city and submitted a petition, and he also applied to amend the general plan, the annexation policy boundary.

In conclusion, the annexation is guided by the principles in 10-2-806. It meets the requirements of 10-2-804 and Spanish Fork's annexation policy plan. It promotes efficiency, avoids waste, and allows the property owner to proceed with his plans rather than waiting for some unknown future time.

Mayor Denise Andersen (*Board Member*) asked if Mr. Money was advised at the time he came to Spanish Fork that his property was in the Springville annexation plan.

Mr. Money said that prior to going to Spanish Fork City he went to Springville's city council meeting and expressed what his desires were. He knew he was in the Springville annexation plan.

Mayor Carla Merrill (*Board Member*) asked about the properties that were allowed to annex into Spanish Fork City, those that were west of the Money property. What is the significance of the Money Annexation to Springville City and why are you protesting this annexation?

Mayor Packard said the property west of the Money property is categorized as a GRC. After the feasibility study they also found out that three of the companies that were planning on going in would be using as much water as Stouffers and they knew it would be a tremendous amount of water. It didn't make sense to get all of those pipes down to that 300 acres. The Money piece was not in play at this point. They are only trying to protect the boundary agreements that are in place for each city.

Richard Morley (Board Member) said Springville City gave to the desires and the needs of the property owner of Stockman Flats. Why not show the same difference to the property owner, Mr. Money, in this case?

Mayor Packard said the Money acreage is very different from the GRC piece. They felt it was in the best interest of Springville City to allow it to be annexed into Spanish Fork because of the high water use. Thee don't see that danger with the Money piece.

Discussion on city utilities, arms race, crossing Dry Creek, and Lakeside Landing.

Mayor Denise Andersen (Board Member) said it is important to remember that we are not discussing other annexations. We are only talking about this property right now and does the annexation of this property adhere to the annexation policy plan code.

PUBLIC HEARING

Mayor Denise Andersen: motion to open Public Hearing

Terry Lyman: second

All in favor: aye

Passed: 7/0

(Timestamp: 1:23:40)

Clayton Rackham (Clyde Capital Group, previously known as GWC) said from a developer's perspective he understands the costs and what it does to landowners. He said any additional cost to get utilities to the property affects what a developer or the landowner himself pays to get his property marketable.

(Timestamp: 1:25:10)

Tom Brockbank: he would like to remind the commissioners of the importance of the landowner's rights. He said we argue as though this land somehow belongs to Springville City or Spanish Fork City. The landowner should be able to self-direct where his ground goes.

(Timestamp: 1:26:01)

Brandon Snyder said he works for Spanish Fork City and lives in Springville City. He previously worked for Springville City. He wanted to clarify that when Spanish Fork City met with Mr. Money, they did make it very clear to him that it was in Springville City's annexation policy plan.

Andrea Allen: motion to close public hearing

Anthony Canto: second

All in favor: aye

Passed: 7/0

(Moved to closed session: 7:00 pm)

The commissioners deliberated in a closed meeting for the decision-making portion of the meeting. There are no minutes or recordings of that part of the meeting as it is quasi-judicial in nature. The vote for the final decision is reported to comply with the majority vote requirement for boundary commission decisions. County staff prepared findings, conclusions and an order based upon the deliberations, instructions and decision of the commission which was circulated, approved by all commissioners and signed by the chair for issuance and dissemination as the written decision of the commission.

Richard Morley: Motion to deny Springville's protest and recommend approval of the Brent Money Annexation

Terry Lyman: second

Vote:

Richard Morley: aye

Anthony Canto: aye

Andrea Allen: aye

Denise Andersen: nay

Carla Merrill: nay

Mark Fuchs: aye

Terry Lyman: aye

Passed: 5/2

Richard Morley: motion to adjourn

Terry Lyman: second

All in favor: aye

Passed: 7/0

(Meeting adjourned: 7:30pm)

In compliance with the American Disabilities Act, individuals needing special accommodations (including auxiliary communicative aids and service) during this meeting should notify the Utah County Clerk at (801) 851-8113 at least one day prior to the meeting.

DRAFT - UTAH COUNTY BOUNDARY COMMISSION

Public Meeting

December 3, 2025

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UTAH COUNTY BOUNDARY COMMISSION
PUBLIC MEETING ATTENDANCE SHEET
December 3, 2025 - 5:30 p.m.

PRINT CLEARLY

John Cleeg
MM
Andrea Allen
USA F. Nielson
Rich Money
Jay C. Bag
LOGAN MILLSPAP
Matt Packard
Michael Snelson
Troy Fitzgerald
Tony Lyman
Chris Greer
Thom Brookbank
Kris Money
Brent Money
Brandon Snyder
Vaughn Prudell

U.C. Clerk's office
UC IT
ut Co Recorder
ut. County Recorders office
ACA

Springville City
Spr. City
Springville City

Boundary Commissioner
Springville City
Concerned citizen
Property owner
Property owner
Spanish Fork
Spanish Fork City

BEFORE THE BOUNDARY COMMISSION IN AND FOR
UTAH COUNTY, STATE OF UTAH

In re: Springville City's Protest of a Petition for Annexation Filed with the City of Spanish Fork and Commonly Referred to as the Brent Money Annexation Which Contains 221.88 Acres More or Less.

FINDINGS, CONCLUSIONS, AND ORDER

This matter came before the Utah County Boundary Commission (“Commission”) on December 3, 2025, for a public hearing on Springville City’s (“Springville”) Protest of a Petition for Annexation (“Protest”) filed with the City of Spanish Fork (“Spanish Fork”). This Petition for Annexation (“Petition”) is commonly referred to as the Brent Money Annexation which contains 221.88 acres more or less. A copy of the Certification of Annexation Petition particularly describing the Brent Money Annexation is attached hereto as Exhibit “A” and incorporated herein by this reference. Springville made a presentation before the Commission. Spanish Fork made a presentation before the Commission. The property owner also spoke in favor of the Brent Money Annexation into Spanish Fork.

The Commission having received the documents and presentations of both Springville and Spanish Fork, having heard from the property owner, having held a public hearing and received public comment, having reviewed the file and submitted materials, and upon being advised in the premises, now makes the following Findings, Conclusions, and Order.

FINDINGS OF FACT

The Commission having reviewed the evidence presented both before and during the public hearing now makes the following findings:

1. On July 21, 2025, the Spanish Fork City Recorder certified the petition for the Brent Money Annexation.
2. On August 20, 2025, Springville filed the Protest to the Brent Money Annexation.
3. On November 25, 2025, Spanish Fork filed a memorandum in support of the Brent Money Annexation Petition.
4. On December 2, 2025, Springville filed a response to Spanish Fork in support of their protest.
5. On December 3, 2025, the Commission held a duly noticed public hearing to consider Springville's Protest of the Brent Money Annexation.
6. The Brent Money Annexation is a contiguous area of land in the unincorporated area of Utah County.
7. The Brent Money Annexation area is also contiguous to Spanish Fork.
8. The Brent Money Annexation will not leave or create an unincorporated island or unincorporated peninsula and will actually eliminate a peninsula of unincorporated land.
9. The Brent Money Annexation is within Spanish Fork City's expansion area and complies with the requirements of its annexation policy plan.
10. The Brent Money Annexation is also within the Springville City expansion area and annexation policy plan.

FINDINGS OF FACT

The Commission having reviewed the evidence presented both before and during the public hearing now makes the following findings:

1. On July 21, 2025, the Spanish Fork City Recorder certified the petition for the Brent Money Annexation.
2. On August 20, 2025, Springville filed the Protest to the Brent Money Annexation.
3. On November 25, 2025, Spanish Fork filed a memorandum in support of the Brent Money Annexation Petition.
4. On December 2, 2025, Springville filed a response to Spanish Fork in support of their protest.
5. On December 3, 2025, the Commission held a duly noticed public hearing to consider Springville's Protest of the Brent Money Annexation.
6. The Brent Money Annexation is a contiguous area of land in the unincorporated area of Utah County.
7. The Brent Money Annexation area is also contiguous to Spanish Fork.
8. The Brent Money Annexation will not leave or create an unincorporated island or unincorporated peninsula and will actually eliminate a peninsula of unincorporated land.
9. The Brent Money Annexation is within Spanish Fork City's expansion area and complies with the requirements of its annexation policy plan.
10. The Brent Money Annexation is also within the Springville City expansion area and annexation policy plan.

- e. To encourage the equitable distribution of community resources and obligations by allowing the property owner to participate in infrastructure costs already allocated among neighboring properties and to use utilities already constructed to the property line.
- 15. The Brent Money Annexation does conflict with the annexation policy plan of Springville City; however, Utah state law does not prohibit conflicts nor does it proscribe an annexation if a conflict exists. (See UCA 10-2-811) Instead, Section 811 requires the boundary commission to consider the conflict and weigh the effect the conflict should have on the decision of whether to approve or deny the annexation petition.
- 16. On balance, for the following reasons, the conflict with the Springville City annexation policy plan does not outweigh the harm that would occur to the property owner and Spanish Fork City if the annexation is denied:
 - a. Spanish Fork has already invested in the infrastructure to provide all essential utilities to the property which have been constructed to the property line or upon the property;
 - b. The property owner has identified interested developers if the property is annexed into Spanish Fork because utilities are already present at the property line;
 - c. Annexation into Springville City would impose additional costs and create substantial delays for the property owner in order to obtain the necessary improvements for utilities and this would cause significant financial hardship on the property owner;

- d. Springville City did not identify any cost or harm to their city if the property is not annexed into the city and the removal of this property will not adversely affect their annexation plan; and
 - e. Overlaps in the annexation policy plans of Springville and Spanish Fork currently exist and have existed for many years. At least six times in the immediate past, Spanish Fork has annexed property in the Springville City annexation policy plan with the consent and agreement of Springville City.
17. The Brent Money Annexation will not have adverse tax consequences on the remaining unincorporated area of Utah County.
 18. The real property owner in the Brent Money Annexation spoke at length at the public hearing in favor of annexation into Spanish Fork. His testimony included his opinion that denial of his annexation petition would cost him hundreds of thousands of dollars in lost value and development opportunities.
 19. Since both Spanish Fork and Springville have the real property within the Brent Money Annexation within their respective annexation policy plans and both Spanish Fork and Springville can and intend to provide municipal type services to the real property within the Brent Money Annexation, but the real property owner is in favor of annexation into Spanish Fork, this matter should be resolved in favor of the rights of the real property owner.
 20. The Commission having duly considered the evidence presented both before and during the public hearing and decided by a 5-2 vote to deny Springville's Protest to the Brent

- d. Springville City did not identify any cost or harm to their city if the property is not annexed into the city and the removal of this property will not adversely affect their annexation plan; and
 - e. Overlaps in the annexation policy plans of Springville and Spanish Fork currently exist and have existed for many years. At least six times in the immediate past, Spanish Fork has annexed property in the Springville City annexation policy plan with the consent and agreement of Springville City.
17. The Brent Money Annexation will not have adverse tax consequences on the remaining unincorporated area of Utah County.
 18. The real property owner in the Brent Money Annexation spoke at length at the public hearing in favor of annexation into Spanish Fork. His testimony included his opinion that denial of his annexation petition would cost him hundreds of thousands of dollars in lost value and development opportunities.
 19. Since both Spanish Fork and Springville have the real property within the Brent Money Annexation within their respective annexation policy plans and both Spanish Fork and Springville can and intend to provide municipal type services to the real property within the Brent Money Annexation, but the real property owner is in favor of annexation into Spanish Fork, this matter should be resolved in favor of the rights of the real property owner.
 20. The Commission having duly considered the evidence presented both before and during the public hearing and decided by a 5-2 vote to deny Springville's Protest to the Brent

7. The annexation of the Brent Money Annexation is, at a minimum, supported by substantial evidence.

ORDER

Based on the foregoing Findings and Conclusions, it is hereby ordered, adjudged, and decreed as follows:

1. Springville's protest to the Brent Money Annexation is hereby DENIED.
2. The Brent Money Annexation into Spanish Fork is hereby APPROVED.

DATED this 17th day of December, 2025.

UTAH COUNTY BOUNDARY COMMISSION

Signed by:

Carla Merrill

CARLA MERRILL, CHAIR

DKY

CERTIFICATE OF SERVICE

I hereby certify that I emailed a true and correct copy of this **FINDINGS, CONCLUSIONS, AND ORDER**, on this 18th day of December 2025, to the following:

Utah County Commission

Brent Money

Spanish Fork City

Mayor

Recorder

Attorney

Springville City

Mayor

Recorder

Attorney

Jelynn Chegg
Deputy Utah County Clerk

