



**GRANTSVILLE CITY
ORDINANCE NO. 2026-16**

**AN ORDINANCE OF GRANTSVILLE CITY APPROVING AND ADOPTING AN
UPDATED ANNEXATION POLICY PLAN; REPEALING AND REPLACING PRIOR
ANNEXATION POLICY PLANS; AND PROVIDING FOR AN EFFECTIVE DATE**

Be it enacted and ordained by the City Council of Grantsville City, Utah as follows:

WHEREAS, Grantsville City (the “City”) is a municipal corporation duly organized and existing under the laws of the State of Utah; and

WHEREAS, pursuant to Utah Code §10-2-803, municipalities are required to adopt and maintain an Annexation Policy Plan to guide future annexations; and

WHEREAS, the City previously adopted an Annexation Policy Plan, which was last updated in 2020 in connection with the Six Mile Ranch annexation; and

WHEREAS, the City has undertaken a comprehensive review and update of its Annexation Policy Plan to provide broader guidance regarding the location, timing, and conditions of future annexations; and

WHEREAS, the updated Annexation Policy Plan is intended to serve as a policy framework to guide annexation decisions and to work in coordination with, and not supplant, the City’s General Plan; and

WHEREAS, the updated Annexation Policy Plan establishes a 20-year planning framework addressing orderly growth, efficient service delivery, fiscal sustainability, protection of sensitive lands, and the principle that growth should fund its own infrastructure and service impacts; and

WHEREAS, the updated Annexation Policy Plan identifies three annexation expansion areas, designated as Areas A, B, and C, which are contiguous to existing City boundaries and intended to reduce unincorporated islands and irregular boundaries; and

WHEREAS, on March 3, 2026, the Grantsville City Planning Commission held a duly noticed public hearing to receive public comment regarding the proposed updates to the Annexation Policy Plan; and

WHEREAS, following the public hearing, the Planning Commission voted to recommend approval of the proposed Annexation Policy Plan, including a preferred map excluding the water areas of the Great Salt Lake; and

WHEREAS, the City Council finds that adoption of the updated Annexation Policy Plan is in the best interest of the public health, safety, and welfare of the City and its residents.



NOW THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF GRANTSVILLE CITY, STATE OF UTAH, AS FOLLOWS:

Section 1. Adoption of Annexation Policy Plan: The Grantsville City Annexation Policy Plan, attached hereto as Exhibit A and incorporated herein by this reference, is hereby approved and adopted as the official Annexation Policy Plan of Grantsville City.

Section 2. Repeal of Prior Plans: All prior annexation policy plans and any amendments thereto are hereby repealed and replaced in their entirety by the Annexation Policy Plan adopted herein.

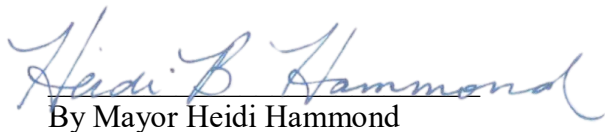
Section 3. Purpose and Effect: The Annexation Policy Plan adopted herein shall serve as a guiding policy document for the City's consideration of future annexation petitions in accordance with Utah law. The Plan is intended to be used in conjunction with the City's General Plan and other applicable regulations and shall not, by itself, constitute approval or denial of any specific annexation application.

Section 3. Effective Date: This Ordinance shall take effect immediately upon its passage and approval as provided by law.

Section 4. Severability clause: If any part or provision of this Ordinance is held invalid or unenforceable, such invalidity or unenforceability shall not affect any other portion of this Ordinance and all provisions, clauses and words of this Ordinance shall be severable.

ADOPTED AND PASSED BY THE CITY COUNCIL OF GRANTSVILLE CITY, THIS 15TH DAY OF APRIL, 2026.

BY THE ORDER OF THE GRANTSVILLE CITY COUNCIL:


By Mayor Heidi Hammond

ATTEST


Alicia Fairbourne, City Recorder

Approved as to Form:

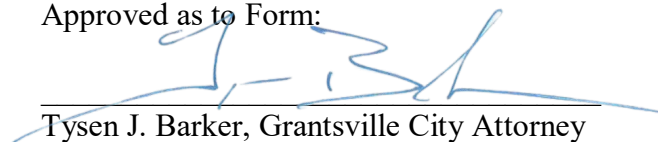

Tysen J. Barker, Grantsville City Attorney





EXHIBIT “A”

The Grantsville City Annexation Policy Plan



GRANTSVILLE, UTAH

ANNEXATION POLICY PLAN



ADOPTED: APRIL 15, 2026

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INTRODUCTION

Per the provisions of 10-2-803, Utah Code Annotated, all Utah municipalities are required to adopt an Annexation Policy Plan. In this Annexation Policy Plan, cities are required to develop an expansion area map and plan for the future growth of the community for the next 20 years. The Annexation Policy Plan helps the City plan for future expansion of the City's boundary. Grantsville City ("the City") adopted its first Annexation Policy Plan in March of 2003. This Annexation Policy Plan update will replace all prior annexation documents and provides opportunity for the elimination of islands and peninsulas of unincorporated county between municipal jurisdictions.

In 2025, there was a significant need to update the Annexation Policy Plan due to pending annexations and the need to clarify the City's interest in and capacity to annex property near the City. These lands are contiguous to a portion of the City's north and east boundary to the I-80 corridor, as well as south and west of the City's boundary between Tooele Army Depot and the US Forest Service land (Deseret Peak). Additionally, the City desires to update the adopted City's Annexation Policy Plan for compliance with State Code.

DRAFT

EXPANSION AREA

EXPANSION AREA MAP

Annexation Policy Plans are governed by Utah Code, Section 10-2-803, and in accordance the Grantsville City has considered the following points in preparing, considering, and adopting this Annexation Policy Plan:

GAPS AND OVERLAPS

Grantsville has attempted to avoid gaps or overlaps with the expansion areas of other municipalities. Contiguous unincorporated areas in Tooele County have historically not been served by other municipalities, nor do plans exist to serve these areas. Grantsville has the ability to provide municipal services necessary for these unincorporated areas and provide those services more efficiently.

20 YEAR POPULATION PROJECTIONS

The City has considered population growth projections for the municipality within the current city boundary and additionally for the Annexation Policy Declaration Areas A, B, and C for the next 20 years. Population projections for the County are listed below. Because the areas to be annexed have very small populations, the data provided are to show that the growth rate in the County will happen rapidly, while these areas will be limited until development of infrastructure occurs. All population dates are as of December 31 of each year.

Table 1: Tooele County Population Estimates

Year	Population	Households	Persons Per Household
2025	85957	27264	3.14
2026	88340	28333	3.10
2027	90600	29379	3.07
2028	92723	30391	3.03
2029	94714	31371	3.00
2030	96600	32316	2.97
2031	98423	33255	2.94
2032	100248	34187	2.91
2033	102096	35136	2.89
2034	103954	36102	2.86
2035	105826	37068	2.84
2036	107711	38037	2.81
2037	109599	38999	2.79
2038	111487	39941	2.77
2039	113367	40871	2.75
2040	115253	41787	2.74
2041	117127	42886	2.71
2042	118981	43982	2.68
2043	120814	45087	2.66
2044	122613	46187	2.63
2045	124393	47278	2.61

**Source: Gardner Policy
Institute State and
County Projections
2020-2060**

ANNEXATION POLICY PLAN EXPANSION AREA:

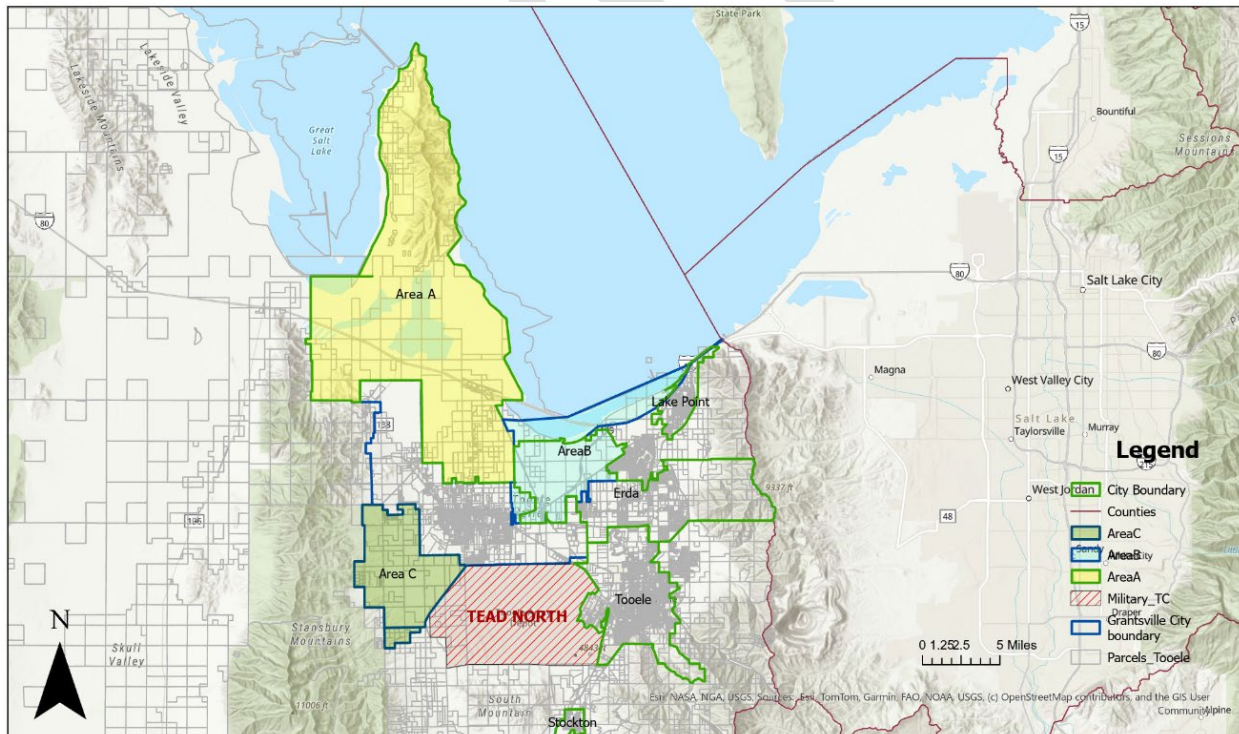
MAP 1 depicts areas which are contiguous to the City boundary and have been designated as future expansion areas. The areas are designated as A, B and C. Per the provisions of 10-2-803 (2)(a)(i), Utah Code Annotated, all municipalities within the State are required to adopt “a map of the expansion area, may include territory located outside the county in which the municipality is located.”

(Area A) All unincorporated Tooele County property north and east of the current City boundary in the area known as Burmester. This area is largely owned by SITLA Trust Lands, but includes areas along Burmester Road and the Tooele Valley Inland Port Project Area. This area is largely bounded by County line on the north.

(Area B) All unincorporated Tooele County property between the current northern boundary of Grantsville and the southern boundary of the Tooele County line, east of Area A and west of the current incorporated limits of Erda. This area is known generally as the Six Mile Ranch area.

(Area C) All unincorporated Tooele County property lying south and west of the current southwest City boundary, from the Grantsville City boundary line south to the Tooele Army Depot land, and west to the US Forest Service property. This area mostly consists of Grantsville Soil Conservation property. There are generally no residential uses existing in this primarily hillside area and future land uses could indicate no additional residential development, particularly on Conservation. No impact on city population projections is expected for Area C.

MAP 1: ANNEXATION AREAS (A, B, & C)



CHARACTER OF THE COMMUNITY

The Grantsville City is bordered by the Tooele Army Depot on its southern boundary, Unincorporated Tooele County and the Great Salt Lake on its north boundary, the Cities of Stansbury Park, Erda to the

east, and unincorporated Tooele County to the west. Grantsville provides an excellent location for individuals and families interested in living in a strong, stable economy with nearby outdoor activities. Grantsville has a variety of activities, businesses, restaurants, parks and trails to explore. The City has diversified housing to meet the needs of all people. Housing development needs to be supported by suitable commercial and industrial development. This will allow the City a revenue base to remain strong, stable and robust.

While some of the City's development patterns are similar to other small, Utah urban communities, the City has always had a balance of residential and industrial lands and uses and a vibrant history of rich agricultural lands and orchards. The Grantsville vision has focused on creating and sustaining a community that appreciates its heritage, while providing opportunities for business and industry to thrive. With the success of industry within the City came the need to provide varied housing options for the community. Today the community boasts a robust industrial park, attractive and safe neighborhoods, parks, trails and open space amenities throughout the community, excellent access to transportation corridors, and redevelopment of the Main Street corridor as a vibrant, business-friendly town center with access to major transportation routes.

As the City considers future annexations, they must take a long-range view of at least 20 years. The City intends for growth to occur in areas where it can effectively extend municipal services in a cost efficient manner, and to discourage annexations that negatively increases costs, placing a higher tax burden upon existing and future citizens of Grantsville.

NEED FOR MUNICIPAL SERVICES

For purposes of this Plan, Municipal Services may include:

- Infrastructure maintenance management (maintain, repair, replace, upgrade),
- Observation and oversight of roads, stormwater/flood control, sewer, water, electric utility, natural gas, fiber, street lights, intersections, walkways, signage, solid waste collection and recycling as well as police and fire protection, and other services such as library, permitting, building inspections, and the like.
- Integrated land use planning.

The Grantsville City General Plan provides an additional resource for the City to guide future development and future service requirements.

Area A: Municipal services for Area A have generally been provided by Tooele County. The City currently provides police assistance and responds to emergency calls within Area A to assist Tooele County. The area has some industrial operations, including mining and processing of minerals, which are expected to have little to no demand for new municipal services. The area is serviced by rail, however, and has the potential for additional industrial development. Additional benefits may include preserving regional transportation corridors, drainage corridors, access to freeway for industrial, commercial and economic development with local employment opportunities.

Area B: Limited municipal services for Area B have been provided by Tooele County. The area is an area where the City would be able to provide services due to proximity of resources. The City currently provides police assistance and responds to emergency calls within Area B to assist Tooele County. The portion of Area B that is known as Six Mile Ranch has already been accepted for annexation in to Grantsville City and is pending decisions on some litigation through the Courts, which has not been resolved as of the writing of this updated Policy Plan.

Area C: The area is mostly comprised of property adjacent to forest service land and a watershed protection area owned by Grantsville Soil Conservation. These areas may be designated as future natural open space. Those areas which are privately owned may be developed in large-lot (5 acres or more) developments that have minimal impact on existing services.

There are no pending plans to develop within Area A. Area B is currently in a state of legal consideration and may be developed as part of a master-planned development with an associated Master Development Agreement, which would spell out how infrastructure and services will be provided. Area C, as noted above, may be designated as future natural open space and large-lot development. Currently the City provides limited police response to these areas to assist Tooele County. These areas are serviced by North Tooele Fire District, assisted by the Grantsville Fire Department, which may change upon annexation. Sanitary sewer is handled through septic systems, and will continue to be so served regardless of annexation status, and no new water services will be necessary to extend to these areas, unless and until development occurs. There only main roadway in any of these areas that is not either a UDOT facility or already within the Grantsville City limits is Mormon Trail Road. The cost of providing municipal services to these areas without new development would be minimal and would have little impact on the existing City infrastructure or organization.

LAW ENFORCEMENT SERVICES

The Grantsville Police Department will provide law enforcement for the annexed areas. The City does not anticipate that new officers will be necessary to service Areas A, B, & C. It is anticipated that additional full-time officers and support staff will be added to support projected population growth, both due to growth inside the City as well as anticipated annexation and the growth stemming from that.

The need for additional staffing should be considered and analyzed when annexation petitions are accepted by the City. Analysis should include the proposed land uses and population densities expected within the annexation area, as well as the total costs associated with new hire training, office supplies, equipment maintenance, vehicle maintenance, uniforms, etc.

JUSTICE COURT

The City provides a Justice Court that serves the needs for civil cases and non-felony crimes. As part of an annexation application and review, the expense impact on the Justice Court should be reviewed and estimated and provisions for increased revenues, if needed, should be determined as part of an annexation petition. No expansion of the court system within the City is anticipated due to the annexation of Areas A, B, or C.

PARKS

The City's Public Works Department provides maintenance services to City-owned neighborhood parks, trails, City buildings and grounds, and other open spaces. Access to these facilities is open to the public, including non-City residents. As properties are annexed, the City should analyze the need for neighborhood parks and trails in those areas and determine if the City's Park (Impact) Fee is sufficient to meet estimated park and trail demands associated with growth and that verify long-term revenue will cover additional operations and maintenance expenses.

Demand from Areas A & B for additional park area is not anticipated until development occurs. Area C is anticipated to remain largely natural open space and as such will not generate the same kind of demand for parks and open spaces that other development patterns may require.

COMMUNITY DEVELOPMENT SERVICES

The City provides planning services through the Grantsville Community Development Department Staff. The Grantsville Building Department provides inspections to ensure compliance of all construction with the adopted International Building Code. In addition, the City Engineer ensures compliance of new development with City Standards and Specifications. Little impact is anticipated from the annexation of Areas A, B, & C. However, careful documentation of proposed land uses within Area B should be made at the time of annexation to determine the desirable uses, such as a mix of housing types and densities to ensure equitable treatment of these future residents and to protect existing property rights.

PUBLIC WORKS

The City Public Works also has responsibility for flood control, street, water, storm drainage, and street plowing. It is also responsible for the sewer services within the city and surrounding areas. Annexed and developed areas must be carefully evaluated to determine the impact of new roads, parks, water service, and storm drainage for required staffing increase and projected maintenance costs.

Areas A and C are anticipated to have minimal to no impact on City Public Works. Area B will have some impact on the public works operations as the development of this area takes place. Water is currently provided to properties in the areas by private wells. No secondary water is provided to the area, but this will change after annexation. Similarly, sewer services are provided by on-site septic systems and will continue after annexation without change, until development occurs. Anticipated impact due to street maintenance will be offset by the additional funds the City will receive from the State B & C Road Funds. However, some of these existing streets do not have sidewalks, therefore the City should carefully determine where sidewalk is necessary or desired, and estimate the installation costs at the time of annexation. No additional staffing is anticipated.

PLANS FOR EXTENSION OF MUNICIPAL SERVICES

An important component of the extension of municipal services is the ability of the City to effectively serve those areas under consideration for development. Development should be consistent with the General Plan. The Capital Facilities Plan is comprehensive in its analysis of utility needs, extension and financing of those facilities.

The City requires developers to construct and dedicate all new public facilities needed for new development. The City collects impact fees that upsize water, sewer, irrigation, and street facilities to meet growth needs. As a condition of annexation, developments may be required to extend or improve streets, water and sewer, and other vital public facilities consistent with the City's Capital Facilities Plan and General Plan. The City's policy is to deliver high-quality municipal services throughout the City, including potential annexation areas. Such services may be provided directly by the City through inter-local cooperative service agreements or by creating such special improvement districts as determined by the City to be in the best public interest of its citizens.

For areas located within a special service district, the City will rely upon the district to provide sewer, water, and/or secondary water services. The districts extend services when the services are needed or requested and do so in differing ways. Districts shall have the opportunity to negotiate specific development agreements for the extension of their services to areas annexed, as applicable.

HOW MUNICIPAL SERVICES MAY BE FINANCED

Financing services in the expansion areas will be accomplished in the same manner as financing infrastructure and services within the corporate limits. Infrastructure needed to service developed properties is installed at the developer's expense. With dedication and City acceptance, City operation and maintenance is provided by property tax and sales tax revenues, Class B and C Road Funds and utility franchise fees. In addition, the City will impose impact fees to offset the impact of offsite infrastructure systems needed for new growth.

New development is required to install the base-sized service facilities needed for their proposed development, which includes any off-site improvements to deliver the improvement to the property boundary. The City may enter into an agreement with a developer to use impact fees for the purpose of extending and upsizing those facilities to accommodate new growth and development not within the boundary of the specific development proposal.

Upon an annexation petition, the City has the authority to require a developer to install, upsize, or improve any/all offsite facilities and infrastructure as a condition of annexation. When a developer installs an offsite improvement such as a road, waterline, or sewer line, the City and the developer, may enter into reimbursement agreements where the City agrees to use future impact fees collected in the area to provide reimbursement compensation to the developer for those proportional offsite improvements that will be utilized by other property owners in the area.

When new development occurs and utilizes the infrastructure installed by others, these new developments must be required to pay their proportionate share for those extended services. The City has the authority to enter into pay back agreements with the original developer, whereby new development utilizing the improvements are required to remit payment to reimburse the developer for a proportional share of the costs. Any payback agreements must be made in accord with State Statute regarding such agreements which require prorated reimbursements limited to ten (10) years after installation.

Another financing mechanism available to the City is creating a Special Improvement District, creating a Community Reinvestment Project Area or using a Public Infrastructure District Bond permitted by Utah Code Section 17D(4)- Public Infrastructure District Act. The City may consider these options when a proposed development furthers the economic development or transportation goals of the City's General Plan, but these mechanisms should be used sparingly.

CURRENT AND PROJECTED COSTS OF INFRASTRUCTURE, URBAN SERVICES, AND PUBLIC FACILITIES NECESSARY

Area A

Area A contains existing industrial development and a regional recreation facility owned by State of Utah, Division of Parks and Recreation. The costs of extending infrastructure, urban services, and public facilities are minimal. Area A annexation will not impact the City's infrastructure, urban services, or public facilities. In the event of an emergency at any industrial facility, Grantsville Fire and Grantsville Police respond, costs currently borne by the City. When considering annexation within Area A, additional investigation with regard to potential off-site hazard consequences related to existing and future industrial uses may be required to properly determine the potential impacts on land uses and citizens of Grantsville.

Area B

The costs of infrastructure, urban services, and public facilities would be minimal. Infrastructure in Area B is currently in satisfactory condition and requires no repairs, upgrades, or replacements are forecasted for the next five years. Right of way improvements to include the provision of sidewalks may be required in certain areas to facilitate pedestrian safety and convenience. The area is served by local, on-site wells. Additional maintenance costs will be incurred for street maintenance and police services that are expected to be offset by the additional state funding from the B & C Road Fund, as well as the minimal increase generated by property taxes. Therefore, it is not anticipated that Area B will impact the City's existing infrastructure, urban services, or public facilities.

Area C

The costs of infrastructure, urban services, and public facilities would be minimal as the area is natural open space owned by the Forest Service. Therefore, it is not anticipated that Area C will impact the City by infrastructure, urban services, or public facilities. The City should refer to the current Forest Plan for the Wasatch-Cache National Forest for current land management objectives and practices within the area. If considered for annexation, the City should consider the adoption of wildland fire hazards management strategies, mitigations, and regulations for both areas annexed and areas adjacent to the area within the hazard area.

REASONS FOR INCLUDING SENSITIVE LANDS IN EXPANSION AREA

Area A includes lands designated as flood plain areas and sensitive lands near the alluvial fan areas near Deseret Peak. Additional structures are not expected to be built within Area A. Prior to annexation, the City should determine the boundaries of the flood plain, establish the base flood elevation for structures, and survey any sensitive lands to ensure that they are inventoried and protected by annexation agreement.

There are potentially sensitive lands that would be included in Area B, including

The City's expansion Area C includes US Forest Service area and parcels owned by Grantsville Soil Conservation for the purposes of watershed management and protection. This area would be deemed to be within the sensitive lands overlay zone, due to these protection areas. The area would be protected from development due to the overlay zone. Annexing Area C would ensure protection of the sensitive lands, slopes, vegetation, and wildlife in the foothills of Grantsville

URBAN DEVELOPMENT EXCLUSIONS

There is no unincorporated urban development within ½ mile of the Areas A, B, or C that has not been included in the expansion areas.

ESTIMATE OF TAX CONSEQUENCES

It is anticipated that if all or portions of Areas A, B, and C, were annexed into the City, the properties within those areas may increase in value providing additional tax base for the City. The estimated tax consequences would be minimal having little impact on the existing Grantsville tax burden or benefit. In all cases, the loss to Tooele County would likewise be minimal and offset by the decrease in services provided to the area.

Tax consequences should be re-evaluated with any annexation petition to ensure the most accurate and current estimate of the impact is provided to the City to assist the City Council in the decision to approve an annexation request.

INTERESTS OF AFFECTED ENTITIES

The affected entities are municipalities, the school district, special service districts and County government. It is important that the affected entities be involved during the annexation process. As such Affected Entities, as listed, were invited to participate in the preparation of this plan and their comments are outlined here.

The following entities are Affected Entities for by Area A, B or C.

- Tooele Valley Mosquito Abatement District
- Tooele County Government
- Tooele County Health Department
- Tooele County School District
- U.S. Forest Service
- U.S. Army (Tooele Army Depot)

STATEMENTS OF AFFECTED ENTITIES

On March 3, 2026, the Grantsville City Planning Commission hosted a public meeting with Affected Entities to receive comments on the proposed amendment to the City's Annexation Policy Plan. Written comment was accepted in addition to comments received at the public meeting through March 3, 2026, as well comments received at the public hearing on March 3, 2026.

Additional Comments

No additional comments were received regarding Expansion Areas A, B, or C.

CRITERIA TO GUIDE ANNEXATION DECISIONS

	<p>The following criteria considerations shall be used in the evaluation of annexation petitions.</p> <p>Strict adherence to these criteria is not required, but instead shall be used these criteria should be used to identify the impacts of a proposed annexation, guide appropriate conditions for annexation, and assist the City Council in making informed policy decisions.</p>
<p>Character of the Community</p>	<ol style="list-style-type: none"> 1. The annexation will accommodate development consistent with the General Plan and land uses allowed in the area. 2. Annexation will initiate site improvement, i.e. public utilities and streets, parks or other public features. 3. The annexation does not create or exacerbate an existing peninsula or island, unless the City Council determines that not annexing the entire unincorporated island or peninsula is in Grantsville City’s best interest. 4. The area is contiguous to the municipality and within the Tooele County boundary.
<p>Need for Municipal Services</p>	<ol style="list-style-type: none"> 1. The annexation will provide access and improvements to culinary water for residents and property owners. 2. The annexation will provide storm sewer improvements to benefit annexed land owners. 3. The extension of utilities in this area will enhance the overall City’s system. 4. The area will be better serviced by the Grantsville Police Department rather than the existing policing services. 5. The area will also be better serviced by the Grantsville Fire Department than the North Tooele County Fire District. 6. The extension of service infrastructure into the area will enhance and not burden the municipal service system beyond its capacity. 7. The annexation will contribute water rights and facilities required by the users, or does not materially detract from municipal water supplies. Special consideration should be given related to current and future climate conditions (ex. severe drought). 8. The annexation is accompanied by an analysis of current system capacity, required new capacity, including a plan to manage or

	<p>mitigate the impact on system.</p> <p>9. The annexation will exhibit long term fiscal sustainability.</p>
Municipality’s plan for extension of services	<p>1. The area to be annexed will provide an orderly extension of culinary water, storm sewer collection, and street system enhancements.</p> <p>2. The annexation will allow for orderly extension of utilities by providing easements, right-of-ways or street dedications.</p> <p>3. The extension of utilities is in conformance to the City’s Capital Improvement Plan.</p>
How services will be financed	<p>1. The development of annexed area will extend all required services.</p> <p>2. The City will extend service with reimbursement through user fees or impact fees, collected from those developments within the area annexed.</p>
Estimate of the tax consequences	<p>1. Any increase in taxes collected, if any, to provide services to the area, above that tax currently collected within the unincorporated county, is recognized by the petitioner.</p> <p>2. The property certified tax rate for existing parcels within the City limits will not be increased to support the annexation of any area.</p>
Interests of all affected entities	<p>1. The area to be annexed should be within Tooele County at the time of annexation.</p> <p>2. The annexation will not create boundary alignment problems with elementary or secondary schools or other affected entities, unless inter-local agreements have been reached to address the potential, reasonably-anticipated impacts.</p> <p>3. The annexation does not extend beyond the limits of the adopted annexation policy plan.</p> <p>4. Other services, i.e., sanitary sewer, secondary water, natural gas, electrical power and communications facilities, are available or reasonably available to the site.</p> <p>5. The petitioners have entered into agreements with affected entities, where applicable, for the design and installation of required infrastructure and service.</p>



STAFF REPORT

To: Grantsville City Mayor and City Council

From: Bill Cobabe, Community Development Director

Meeting Date: March 25, 2026

Public Hearing Date: March 3, 2026 (Planning Commission)

Re: Consideration of a proposed revision/update to the City's Annexation Policy Plan.

Executive Summary

The City should review its Annexation Policy Plan from time to time. The last update to the Plan was in 2020 when the Six Mile Ranch annexation took place. This was focused on a particular area of the County, while this update is more comprehensive in scale and scope. The goal is to provide context and guidance for future annexations in to the City. This does not supplant the goals or maps laid out in the General Plan, but is a tool that works together with the General Plan. Further, as noted in the Annexation Policy Plan itself, this is in fulfillment of State code regulations and requirements.

Background

On March 3, 2026, the Grantsville City Planning Commission held a public hearing to discuss the proposed updates to the Grantsville City Annexation Policy Plan. After the public hearing, the Planning Commission voted to recommend approval of the proposed updates, recommending that the proposed map excluding the water areas of the Great Salt Lake as the preferred map.

Proposed Changes

This update is the City's required 20-year framework for managing future annexations under Utah Code §10-2-803. It replaces all prior annexation plans and is meant to guide where, why, and under what conditions Grantsville may expand its boundaries, while avoiding fiscal strain, service inefficiencies, and fragmented boundaries.

At a high level, the City is being careful, strategic, and fiscally conservative. The plan explicitly emphasizes orderly growth, service efficiency, protection of sensitive lands, and developer-funded infrastructure.

The plan designates three Annexation Expansion Areas (A, B, and C), all contiguous to existing city boundaries and selected to eliminate unincorporated “islands” and peninsulas.

Area A (Burmester / Inland Port / SITLA lands, north & east of the current City boundaries)

This area is largely industrial and publicly owned, with rail access and proximity to I-80. It has very little residential population and minimal expected service demand. Annexation here is primarily about economic development, transportation coordination, and emergency response consistency, not housing growth. Infrastructure and service costs are expected to be minimal.

Area B (Six Mile Ranch area, north of the City, west of Erda)

This is the most consequential area. It is close to existing City services and is suitable for future development. A portion is already under pending annexation litigation, which the plan acknowledges. If annexed, development would likely occur through a master-planned project with a development agreement, ensuring infrastructure and services are provided by developers. This area will have some long-term impact on public works and police services, but those costs are expected to be offset by impact fees, road funds, and tax base growth.

Area C (South and west foothills, near Tooele Army Depot and U.S. Forest Service land)

This area is primarily open space, watershed protection land, and forest service property. It is not expected to develop beyond very low-density large-lot uses, if at all. Annexation here is largely about resource protection, wildfire management, and land use control, not population growth. Fiscal and service impacts are expected to be negligible.

Across all areas, the City concludes that population growth from annexation itself will be minimal; most population growth will come from development within existing city limits or planned projects.

On municipal services, the City finds that it can serve all three areas without major new staffing or facilities, especially until development occurs. Police services would transition to Grantsville PD, fire services may change post-annexation, and courts, parks, planning, and public works can absorb impacts with normal growth-related adjustments. Sewer service will remain septic until development occurs; water extensions will only happen when justified by development.

A key policy thread throughout the plan is that growth must pay for itself. The City makes it clear that:

- Developers are responsible for installing required infrastructure
- Impact fees will be used to offset system-wide impacts
- Reimbursement and payback agreements may be used, but only within statutory limits
- Existing residents should not see increased tax burdens due to annexation

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The information provided is purely for the legislative body to interpret in their own right and context. It is crucial to maintain the integrity and context of the information shared, as it is meant to assist in the decision-making process without implying any endorsement or directive, but it is essential that it is understood within the appropriate scope.

The plan also explicitly allows the City to use tools like Special Improvement Districts, Community Reinvestment Areas, or Public Infrastructure Districts, but notes these should be used sparingly and only when they advance General Plan goals.

On sensitive lands, the plan is cautious and protective. Floodplains, alluvial fans, watershed lands, forest service property, slopes, and wildlife areas are all identified as needing special protection, and annexation is framed as a way to better regulate and preserve these resources, not open them to development.

The tax impact analysis concludes that annexation would likely result in minor net gains to the City and minor losses to Tooele County, with no meaningful impact on tax rates for existing city residents.

The plan documents coordination with affected entities, including Tooele County, school districts, special service districts, the U.S. Forest Service, and the Tooele Army Depot. No objections were received during the public process.

Finally, the document lays out a clear set of annexation decision criteria for future City Council action. These criteria focus on:

- Consistency with the General Plan
- Efficient service delivery
- Fiscal sustainability
- Developer-funded infrastructure
- Protection of water resources and sensitive lands
- Avoidance of boundary irregularities
- Fair treatment of affected entities

In plain terms:

This plan positions Grantsville to grow deliberately, defensibly, and on its own terms, while minimizing financial risk, protecting environmental assets, and preserving community character. It gives the City strong policy footing to say “yes,” “no,” or “yes, but only if…” to future annexation petitions.

Attachments:

**Proposed Annexation Policy Plan
Annexation Map (Proposed)**

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