



Staff Report

Coalville City
Community Development Director

To: Coalville City Council and Mayor
From: Don Sargent, Community Development Director
Date of Meeting: September 14, 2026
Re: Updated City Annexation Policy Plan
Action: Public Hearing and Possible Adoption

Updated City Annexation Policy Plan

This item is scheduled for a public hearing and possible adoption.

Request

The City Council is asked to review and discuss the updated draft Annexation Policy Plan as recommended by the Planning Commission, conduct a public hearing, and consider adopting the policy plan as Ordinance No. 2026-7.

BACKGROUND

Earlier this year, the Mayor and City Council directed staff to research and prepare updates to the City's existing Annexation Policy Plan. The current plan, included as Attachment A, was adopted in 1995 and no longer reflects current state statutes, guidelines, or processing requirements for annexations. It also does not reflect the City's current direction and priorities when considering annexation petitions.

Staff requested assistance from the Mountainland Association of Governments (MAG) in preparing an updated plan. The updated draft Annexation Policy Plan is included as Attachment B, as Ordinance No. 2026-7. The update is intended to align the plan with current state statutes, reflect the City's policy direction, and make the document straightforward, readable, and easy to understand.

The review process has included the following steps:

- On June 22, 2026, the City Council held a work session on the draft policy plan and directed staff to begin the Planning Commission review and recommendation process.
- On July 21, 2026, the Planning Commission held a work session to review and discuss the draft policy plan in preparation for the public hearing. The Planning Commission supported several revisions as discussed by the City Council in their work session as redlined in the attached draft policy plan.

- On August 18, 2026, the Planning Commission conducted a public hearing and unanimously recommended approval of the draft policy plan to the City Council.

ANALYSIS

Chapter 03-040 of the Development Code requires annexation policy plans to be reviewed by the Planning Commission through a public hearing and recommendation to the City Council. The City Council must then conduct a public hearing and consider adoption of an ordinance approving the plan.

RECOMMENDATION

Staff recommends that the City Council review and discuss the updated draft Annexation Policy Plan, conduct a public hearing, and consider adopting the policy plan as Ordinance No. 2026-7.

Attachments:

- A.** Existing 1995 Annexation Policy Declaration
- B.** Draft Updated Annexation Policy Plan - Ordinance No. 2026-7

ORDINANCE NO. 1995 - 4**AN ORDINANCE ADOPTING AN ANNEXATION POLICY
DECLARATION FOR COALVILLE CITY.**

WHEREAS, the State of Utah has enacted legislation which requires municipalities to adopt an Annexation Policy Declaration as a condition precedent to annexing unincorporated territory having more than 5 acres; and

WHEREAS, Coalville City anticipates the probability that it will annex territory adjacent to its boundaries and desires to comply with Utah legislation which requires the adoption of an Annexation Policy Declaration; and

WHEREAS, the Coalville City planning commission has prepared and recommended the adoption of a Policy Declaration with regard to annexation; and

WHEREAS, the Coalville City Council after due notice as required by Section 10-2-414 UCA 1953, as amended, held a public hearing on the proposed adoption of the Policy Declaration and upon completion of the hearing unanimously voted to adopt the Annexation Policy Declaration set forth in this ordinance,

NOW, THEREFORE, BE IT ORDAINED AS FOLLOWS:

ARTICLE I**ANNEXATION POLICY**

00439884 Br00916 Pe00029-00033
10-18 G.B. Sections, T2N, R5E
ALAN SPRIGGS, SUMMIT COUNTY RECORDER
1995 OCT 11 13:25 PM FEE \$1.00 BY DMG
REQUEST: COALVILLE CITY

The annexation policy declaration of Coalville City is as follows:

Section 1. The City desires to annex that portion of the territory hereinafter described which is not now located within the Coalville City limits. The territory is described as follows:

Beginning at the Northwest corner of Section 4, T 2N R 5E of the SLB&M, and running thence East along the North line of Section 4 and Section 3 to the Northeast corner of said section 3, thence South along the East line of said Section 3 to the Northwest corner of Section 11, thence East along the North line of Section 11 to the NE corner thereof, thence South along the East line of Section 11 to the SE corner thereof, thence West along the South line of said Section 11 to the SW corner thereof, thence South along the East line of Section 15 to the Southeast corner thereof thence West along the South line of Section 15 to the South quarter corner thereof, thence South along the center lines of Sections 22 and 27 to the South quarter corner of said Section 27, thence West along the South lines of Sections 27, 28 and 29 to the South quarter corner of Section 29,

(continued on following page)

thence North along the center line of said Section 29, to the North quarter corner thereof, thence West along the North line of said Section 29 to the Northwest corner thereof, thence North along the East lines of Sections 19 and 18 to the East quarter corner of said Section 18, thence West along the center line of said Section 18 to the center thereof, thence North along the center lines of Sections 18 and 17 to the North quarter corner of said Section 17, thence East along the North line of Section 17 to the Southwest corner of Section 5, thence North along the West line of said section 5 to the Northwest corner thereof, thence East along the North line of Section 5 to the Northwest corner of Section 4 T 2N R 5E SLB&M and the point of beginning.

A map showing the respective locations of the above described territory and of the present City limits is on file with the City as a part of this Annexation Policy Declaration.

Section 2. Where feasible and practicable, the City favors annexation along the boundaries of special service districts. The City also favors a) the elimination of islands and peninsulas of unincorporated territory; b) the consolidation of overlapping functions of local government; c) promoting the efficient delivery of services; and d) encouraging the equitable distribution of community resources and obligations, consistent with the applicable state statutes.

Section 3. The City favors the annexation of all unincorporated areas of Summit County as described in Section 1 which is or may become urban. The City generally does not favor annexation of territory which creates islands or areas of undeveloped and undevelopable territory. However, situations may exist where it is in the public interest to preserve from development certain lands where there exist geologic hazards, excessive slopes, flood plains or the need for preservation of community open space and/or agricultural lands consistent with the Comprehensive Plan. In those circumstances, annexations may occur as a means of retaining those lands in a natural state. In addition, the City does not favor annexation of territory which should be located within another municipality nor does it favor the annexation of unincorporated territory solely for the purpose of acquiring municipal revenues or for retarding the capacity of another municipality to annex. The City does not favor the annexation of territory for which it has no intention to provide or capability of providing municipal services.

Section 4. This annexation policy declaration is intended to and hereby does incorporate by reference all of the standards required and suggested by Title 10, Chapter 2, Part 4. Utah Code Annotated 1953 for municipal policy declarations with regard to annexation.

00439884 Br00916 Pg00030

Section 5. The character of Coalville City is mixed residential, commercial, and industrial uses which attract a

great many visitors throughout the year. The community and the surrounding developments in the unincorporated territory which the City favors annexing, require the delivery of high quality, cost-effective municipal-type services.

Section 6. It is recognized that the unincorporated area under consideration for annexation may or may not be presently receiving sewer, fire protection, and public school services by virtue of the major special districts already created. Other services are provided on a rural level from Summit County. The territory which Coalville City annexes shall receive immediately on annexation the urban level of services, consistent with those services normally provided in the rest of the incorporated boundaries.

Section 7. The City retains the right to require of any annexing property certain conditions which must be complied with prior to completion of the annexation. These conditions normally will be applied uniformly for each property. Unusual or unique circumstances may emerge from time to time however, in which event special conditions may be applied. Conditions normally shall include but are not necessarily limited to:

- a. Transfer of usable water rights as established by ordinance sufficient to serve a particular project or projects at full development.
- b. Additional improvements as necessary which may be required in order to improve the water system.
- c. Dedication of necessary streets and rights of way consistent with subdivision standards.
- d. Payment of public park land acquisition and development fees.
- e. Provision for moderately priced housing in accordance with guidelines established by the City Council.
- f. Site plan and/or architectural review.
- g. Floodplain management or preservation of environmentally sensitive lands, as and if appropriate.
- h. Phasing of public and private improvements in accordance with plan.
- i. Fees paid in lieu of certain conditions as stated above not being met by the development.
- j. Analysis of the fiscal impacts of the development.

Section 8. As part of the establishment of conditions to be required and incorporated into the annexation agreement, the City will determine and approve the appropriate zoning category for the particular property. Consideration will be given to a variety of factors in establishing the best zoning, including but not limited to topography and site conditions, character and extent of development of adjacent properties and neighborhood, availability of municipal services and impact of the development on those services and consistency with the Coalville City Compre-

00439884 Bk00916 Pg00031

hensive Plan. The appropriate zoning will be formally considered by the Planning Commission for recommendation and the City Council for final approval concurrent with the public hearings on the proposed annexation.

Section 9. Within 30 days of receipt of a petition for annexation, the City will notify the owner(s) of the nature of the conditions which are deemed appropriate. Public hearings will then be scheduled before the Planning Commission for recommendations and the City Council for final action on the proposed annexation. The special conditions shall be formalized as part of the written annexation agreement. Hearings conducted on the petition and claims taken there on shall be in accordance with all applicable state and local laws, ordinances, regulations.

Section 10. It is not anticipated that the annexations will cause adverse tax consequences to residents in Coalville City or in the area annexed except that temporarily there might be a slight reduction in general level of services to the city residents in the present city limits as the general services are expanded into the newly annexed territory. Through proper phasing of annexations and services and sound fiscal management, it is anticipated that the residents in the territory to be annexed will experience an increase in their property tax by the amount of the city's mill levy. It is anticipated that the interests of other local jurisdictions concerned with Coalville City annexations will not be adversely affected.

Section 11. This Annexation Policy Declaration shall be reviewed and updated every five years or more frequently should the need arise. At the time of updating, the population and market projections that formed the basis for this Declaration, the progress of the City in annexing, and the experiences of the city with annexations from a cost and revenue standpoint, shall all be considered and evaluated. These findings shall form the basis for any proposed revisions of the Annexation Policy Declaration.

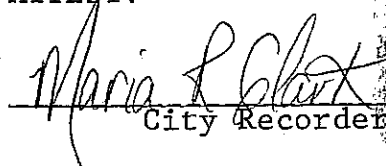
ARTICLE II

ORDINANCE IN FORCE

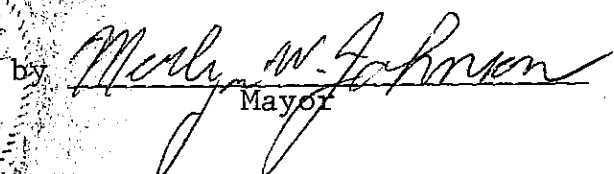
Section 1. This ordinance shall be in full force and effect from and after the date of publication in the Summit County Bee.

Section 2. Passed and adopted by the City Council of Coalville City, State of Utah on the 11th day of September, 1995.

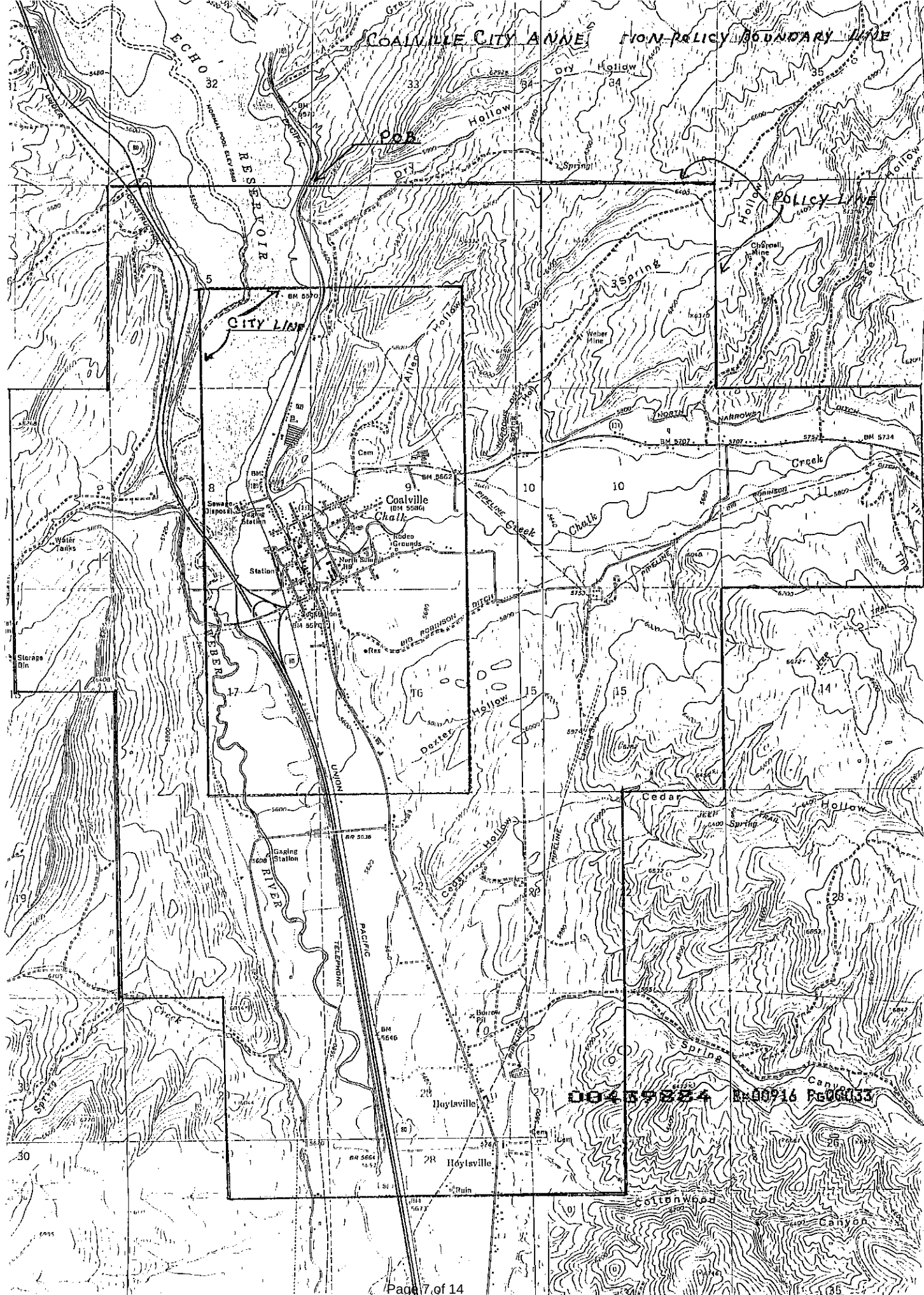
ATTEST:


City Recorder

COALVILLE CITY


Mayor

00439884 Bk00916 Pg00032



ORDINANCE NO. 2026-7

**AN ORDINANCE ADOPTING AN UPDATED ANNEXATION
POLICY PLAN FOR COALVILLE CITY, UTAH; REPEALING
ORDINANCE NO. 1995-4; AND PROVIDING AN EFFECTIVE
DATE**

WHEREAS, Coalville City adopted Ordinance No. 1995-4 establishing an Annexation Policy Declaration;
and

WHEREAS, Utah annexation statutes have since been amended and are currently codified at Utah Code §10-2-401 et seq. including §10-2-403 requiring municipalities to adopt an Annexation Policy Plan; and

WHEREAS, Coalville City desires to update its annexation policy to comply with current Utah law and to ensure consistency with the Coalville City General Plan.

NOW THEREFORE, be it ordained by the City Council of Coalville City, Utah as follows:

ARTICLE 1 – PURPOSE AND AUTHORITY

Section 1 - Authority. This Annexation Policy Plan is adopted pursuant to Utah Code §10-2-403 and related provisions governing municipal annexations.

Section 2 - Purpose. The purposes of this Annexation Policy Plan are to:

1. Guide future annexation decisions;
2. Promote orderly, contiguous municipal growth;
3. Ensure alignment with the Coalville City General Plan;
4. Protect public health, safety, and welfare;
5. Maintain fiscal sustainability;
6. Coordinate growth with Summit County and neighboring jurisdictions.

ARTICLE 2 – ANNEXATION POLICY PLAN AREA

Section 1 – Expansion Area Map. The Coalville City Annexation Policy Plan Area is illustrated on the official Annexation Policy Plan Map, attached as **Exhibit A** and incorporated herein by reference.

The Map:

- Identifies areas outside but adjacent to existing City boundaries;
- Represents the City’s intended future growth area;
- May be maintained in GIS format;

- Controls in the event of discrepancy.

Inclusion within the Annexation Policy Plan Area does not guarantee annexation approval.

Section 2 – Amendments. The Annexation Policy Plan Area may be amended by ordinance following public hearing as required by Utah Code.

ARTICLE 3 – ANNEXATION CRITERIA

All annexation petitions shall be evaluated consistent with Utah Code §10-2-402 and the following:

Section 1 – General Criteria.

- The area must be contiguous to existing municipal boundaries;
- The annexation shall not create unincorporated islands or peninsulas unless agreed upon by Summit County;
- The annexation shall not conflict with a pending annexation petition;
- The City shall attempt to avoid gaps or overlaps with expansion areas of other municipalities;
- The annexation shall fall within the adopted Annexation Policy Plan boundary unless amended.

Section 2 – Discouraged Annexations. The City does not favor annexation that:

- Creates isolated islands or irregular boundaries;
- Is pursued solely for revenue generation;
- Cannot reasonably be provided municipal services;
- Interferes with the logical growth of neighboring municipalities;
- Is inconsistent with adopted planning documents.

Section 3 – Environmental and Open Space Consideration. The City may consider annexation of environmentally sensitive lands, floodplains, steep slopes, or agricultural lands where annexation serves a public purpose, including preservation or coordinated planning.

ARTICLE 4 – CHARACTER OF THE COMMUNITY

Coalville City is a historic Summit County community characterized by:

- A traditional downtown core;
- Residential neighborhoods;
- Commercial and light industrial uses;
- Proximity to recreational amenities including Echo Reservoir;
- Agricultural lands and open space surrounding the developed core.

Coalville seeks to maintain;

- Its small-town character;
- Historic integrity;

- Rural-urban transition areas;
- Responsible recreational and tourism-related development;
- Fiscal sustainability.

Future annexations should complement these community values and be consistent with the Coalville City General Plan.

ARTICLE 5 – GENERAL PLAN CONSISTENCY

All annexations ~~shall~~ should be evaluated for consistency with:

- The Coalville City General Plan;
- The Future Land Use Map;
- Transportation Planning;
- Capital Facilities Planning;
- Moderate-Income Housing requirements;
- Applicable interlocal agreements.

Zoning shall be assigned concurrent with annexation pursuant to Utah Code and City land use ordinances.

ARTICLE 6 – MUNICIPAL SERVICES AND FINANCING

Section 1 – Service Capability. Prior to annexation, the City shall evaluate its ability to provide municipal services, including but not limited to:

- Culinary water;
- Wastewater;
- Roads and transportation infrastructure;
- Police protection;
- Fire protection;
- Parks and recreation;
- Stormwater management.

Section 2 – Extension of Services. Where services are not presently available, extensions ~~shall~~ should:

- Be constructed at the expense of the developer or property owner;
- Comply with all City standards;
- Be phased consistent with capital improvement planning.

Section 3 – Service Financing. Municipal services in annexed areas ~~shall~~ may be financed through:

- Developer-funded infrastructure improvements;
- Impact fees pursuant to Title 11, Chapter 36a;
- Property tax and sales tax revenue increases;
- Other legally authorized financing tools.

Fiscal sustainability shall be considered prior to annexation approval.

ARTICLE 7 – ESTIMATE OF FISCAL IMPACTS AND TAX CONSEQUENCES

Section 1 – Fiscal Impacts. The City ~~shall~~should consider fiscal impacts associated with annexation, including:

- Anticipated revenues;
- Service costs;
- Infrastructure obligations;
- Long-term municipal sustainability.

Section 2 – Tax Consequences. Annexed properties shall be subject to Coalville City’s municipal tax rate.

Property owners within the annexation area may experience:

- An increase in property tax reflecting the City’s municipal levy; or
- A change in service area tax obligations, depending on Summit County service districts.

Other taxing entities, including school districts and special districts, will continue to levy taxes as provided by law.

Tax rates are subject to annual adjustment by respective taxing entities.

ARTICLE 8 – INTERESTS OF AFFECTED ENTITIES

In evaluating annexation petitions, the City ~~shall~~may consider:

- Summit County interests;
- Special service districts;
- School district boundaries;
- Utility providers;
- Emergency service providers;
- Existing interlocal agreements.

Petitioners may be required to coordinate with affected entities.

ARTICLE 9 – LONG-TERM GROWTH CONSIDERATIONS

In evaluating annexations, the City may consider:

- Population growth projections for Coalville and Summit County over the next 20 years;
- The need for additional residential, commercial, or industrial land;
- Infrastructure capacity and capital facility costs;
- Agricultural lands, open space, recreational lands, and environmentally sensitive areas;
- Fiscal impacts associated with full buildout of annexed territory.

ARTICLE 10 – ANNEXATION CONDITIONS AND DEVELOPMENT AGREEMENTS

Section 1 – Annexation Conditions. As permitted by law, the City may require reasonable annexation conditions including:

- Dedication or transfer of water rights consistent with City ordinance;
- Construction or participation in public infrastructure improvements;
- Payment of impact fees pursuant to Title 11, Chapter 36a, Utah Code;
- Dedication of public rights-of-way;
- Floodplain management or environmental mitigation;
- Compliance with subdivision standards;
- Execution of a Development Agreement;
- Fiscal impact analysis;
- Phasing of development;
- Housing requirements consistent with state law.

Section 2 – Legal Standards. All exactions and conditions shall comply with constitutional requirements of:

- Essential nexus; and
- Rough proportionality.

ARTICLE 11 – JUSTIFICATION FOR EXCLUDING LANDS

The City may exclude land from the Annexation Policy Plan Area where:

- Service extension is impractical;
- Environmental constraints exist;
- Lands are more logically served by another municipality;
- Annexation would conflict with long-term planning objectives.

ARTICLE 12 – ANNEXATION PROCEDURES

Annexation petitions shall be processed in accordance with Utah Code §10-2-401 et seq. including:

1. Petition certification and acceptance for further discussion and consideration;
2. Statutory notice requirements;
3. Public hearing before the Planning Commission;
4. Public hearing before the City Council;
5. Adoption by ordinance.

Any timelines stated in prior ordinances are hereby superseded by current statutory requirements.

ARTICLE 13 – REVIEW AND AMENDMENT

This Annexation Policy Plan shall be reviewed at least every five (5) years, upon substantial amendment of the General Plan, or upon significant annexation activity. Amendments shall be adopted by ordinance following public hearing as required by law.

ARTICLE 14 – REPEALER

Ordinance No. 1995-4 and the prior Annexation Policy Declaration are hereby repealed and replaced in their entirety.

ARTICLE 15 – EFFECTIVE DATE

This Ordinance shall take effect upon publication as required by Utah law.

EXHIBIT A – ANNEXATION POLICY PLAN MAP

