

Draft – 2022 Copperton Annexation Policy Plan

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Who Are We?

Geography

Copperton is a semi-rural, historic community of 829 people (U.S. Census Bureau, 2020). The community sits in the southwestern section of the metropolitan Salt Lake County and is nestled in the foothills of the Oquirrh Mountains. Of Copperton's approximately 195 acres, 42 percent of land use is undeveloped, 24 percent is residential, 6 percent is government and institutional, 4 percent is commercial, and 4 percent is park space; roads, utilities, vacant properties, parking, and industrial uses comprise the remaining 20 percent (WFRC SLCo Land Use Parcels, 2018).

The western half of Utah, including part of Salt Lake County and Copperton, inhabits the Great Basin Region. This has several implications for the community's climate and geography:

Hydrography: all precipitation in the area either sinks into the earth, flows into lakes (not any ocean), or evaporates (National Park Service, 2017). Most lakes in the region are saline, like the Great Salt Lake; the precipitation in and around Copperton eventually flows into the Great Salt Lake via the Jordan River.

Topography: the Great Basin is characterized by north-to-south oriented mountain ranges adjacent to flat valleys (National Park Service, 2017). Copperton sits in the shadows of the Oquirrh Mountain Range and looks out across the Salt Lake Valley at the Wasatch Mountain Range, both examples of north-to-south oriented ranges. The Basin and Range topography introduces unique and localized geologic features in the region. These features have greatly contributed to the prominence of mining industries in the region, including near Copperton (originally a company town for the Utah Copper Company).

Climate and Wildlife: like other communities of the Great Basin Desert, Copperton's climate is characterized by hot and dry summers, short springs and autumns, and snowy winters (National Park Service, 2017). The highly variable terrain enables pockets of diverse ecosystems. In the valleys and low foothills where Copperton sits, common trees include the Singleleaf Pinyon, the Utah Juniper, and the Gambel Oak (Utah Division of Wildlife Resources, 2001). Shrubs include Chokecherry and Big Sage, while native grasses include Indian Ricegrass and Desert Needlegrass (Utah Division of Wildlife Resources, 2001). Prairie Aster, Firecracker Penstemon, and White-tufted Evening Primrose are some native flowers (Utah Division of Wildlife Resources, 2001). Animals found in the valley or foothills include mule deer; coyotes; voles, mice, and squirrels of multiple species; and the black-tailed jackrabbit (Natural History Museum of Utah, n.d.). The area around Copperton remains largely undeveloped and provides critical habitat for these species.

History

The hydrographic, geologic, climatic, and biologic features of Copperton form a beautiful and interesting natural landscape. The first humans to witness this landscape were Native American hunter-gatherers who entered the territory that would become Utah as early as 10,000 B.C.E. (Lewis, n.d.). Five Native American tribes have deep history in Utah: Shoshone, Piute, Ute, Goshute, and Navajo. The Shoshone and Ute peoples inhabited parts of the Salt Lake Valley (Lewis, n.d.) and likely hunted in and travelled through what is today Copperton. Mormon Pioneers did not enter the Salt Lake Valley until 1847 (Lewis, n.d.), and Copperton did not become settled until 1926 (Orchard, 2012).

Copperton's history is tightly tied to mining. In the 1920s, housing demand for employees and their families led the Utah Copper Company to build a new town close to their mining operation. They named this new town, located at the mouth of Bingham Canyon, Copperton. The tiny settlement with 18 houses in 1926 quickly grew to a small town of 200 houses by the 1950s (Deseret News, 1988). Eventually, ownership was transferred, and Copperton ceased to be a company town. Almost all the land surrounding the community is still owned by the Utah Copper Company (UCC), now named Rio Tinto Kennecott. As mining operations expanded, other company towns in the area were demolished. **Copperton is the only UCC Town remaining, and in 1986, it was added to the National Register of Historic Places (Orchard, 2012).**



Credit: Utah State Historical Society, 2001.

Values

In 2020, Copperton Metro Township adopted its first general plan since incorporating as a municipality. The General Plan process included several in-person and virtual community engagement opportunities. The results of these exercises revealed that Copperton is firm and consistent in its values, which are emphasized on the Copperton Long Range Planning Website and repeated throughout the General Plan.

Vision Statement: Copperton strives to be a community that: preserves its cultural and historical identity; protects open space and wildlife; is dedicated to a healthy, connected, and family-friendly environment; and embraces sustainable economic growth.

In Copperton, we prioritize:

1. Comprehensive planning for nearby growth.
2. Maintenance and improvement of existing infrastructure systems.
3. Enhancement of community beautification efforts.
4. Access to outdoor recreation.
5. Promotion of small business opportunities.
6. Historic preservation and the celebration of Copperton's cultural roots.

What Does Annexation Mean to Copperton?

Control Over Community Future (and Past)

Copperton residents strongly value their autonomy. The community has a clear vision for its future, as evidenced by the 2020 General Plan, and continues to take action to promote this vision. This Annexation Policy Plan is critical to ensuring that future development and annexations protect Copperton's identity and values while supporting private property rights.

Maintain Physical and Cultural Independence: Copperton's historic homes, centered around the beloved community park, represent a culture and pattern of development in the Salt Lake Valley that is distinguishable from other communities. Recent residential developments in response to Utah's rapid growth is encroaching on land surrounding Copperton, and the community expects continued development pressures. For the most part, these residential developments have not occurred around a community center, and the borders between the other rapidly- developing municipalities in the area around Copperton are becoming indistinguishable. It is in Copperton's interest to expand modestly in all directions in order to secure land that can physically separate the historic center of the community from these encroaching developments. Doing so will protect the integrity of the Historic District and allow the community to visually represent its position as an independent municipality.

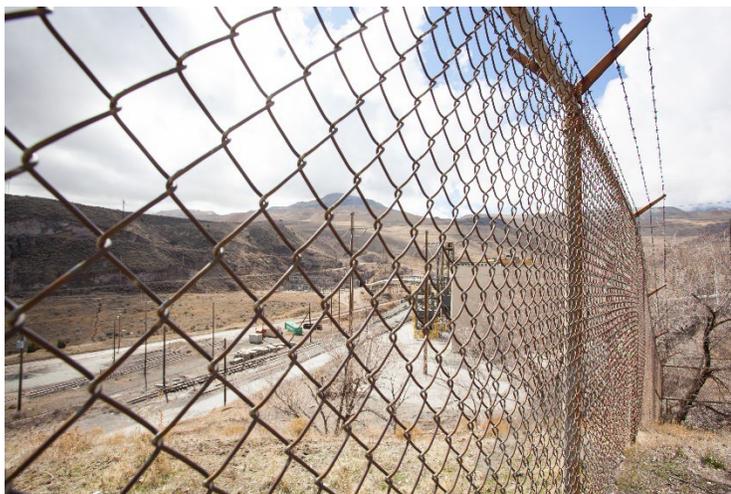
Figure 2: Original Company Town homes remain intact in Copperton’s Residential Neighborhoods.



Credit: Sparkle Photography, SLCo.

Buffer Incompatible Land Uses: In addition to defining its boundaries, annexation can help Copperton maintain a buffer between incompatible land uses. Currently, residential properties abut the borders of the municipality. Not far from these borders, active mining operations are ongoing. Copperton expects these operations to continue decades into the future. It is necessary to protect lands that provide physical separation between extraction activities and residential properties and to minimize opportunities for trespassing on active operation sites. Because these critical properties are under the jurisdiction of Salt Lake County, Copperton currently has no influence over their future land use.

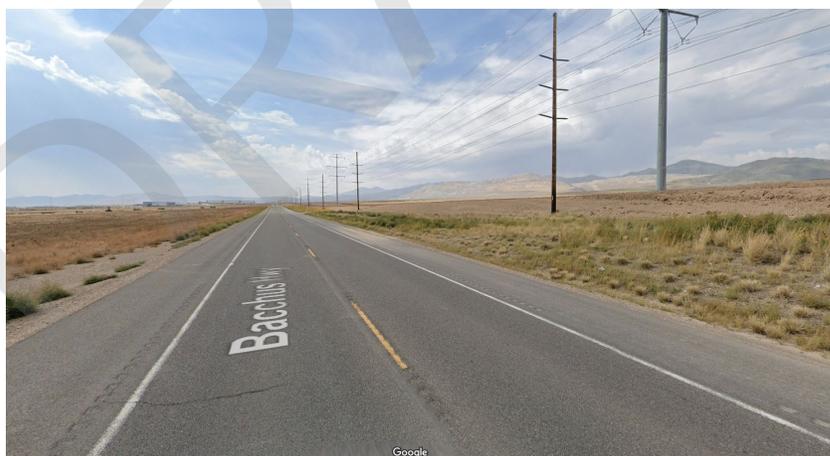
Figure 3: View of Mining Operations from Copperton.



Credit: Sparkle Photography, SLCo.

Preserve Critical Natural Lands and Slopes: Copperton also has a vested interest in protecting the geographic and environmental qualities that make it such a desirable place to live. Unincorporated areas surrounding Copperton are almost universally zoned for Manufacturing Uses (M-2), despite the fact that some of these lands contain critical habitat and others feature slopes greater than thirty percent.

Figure 4: Looking South Toward Copperton, from Bacchus Highway.



Credit: Google Maps, 2021.

Celebrate Rich History: Finally, it is important to Copperton to pursue opportunities that preserve and celebrate its rich history. The story of Copperton is inextricably tied to the Oquirrh Mountains and the mining activities of Bingham Canyon. As such, Copperton hopes to play a part in the eventual remediation and historic recognition of these areas. When Copperton incorporated as a Metro Township, its borders excluded sites significant to the community's history, including the old Bingham High School "B". In the long-term, Copperton envisions annexing these sites into its municipal boundaries.

Figure 5: Original Company Town Sign, Copperton Park.



Credit: Sparkle Photography, SLCo.

Ability to Sustain Services and Meet Demands

While the previous section focused primarily on preservation of significant historic spaces and critical open space, it is also important to note that Copperton’s annexation strategy can help ensure its economic viability into the future. Increased development opportunity is essential to expanding Copperton’s revenue sources and sustaining the community’s ability to provide services to residents.

Projected 20-Year Population Growth: the 2020 population of Copperton is estimated at 829 people (U.S. Census Bureau, 2020). Although the State of Utah and Salt Lake Valley are growing rapidly, growth of Copperton is expected to remain incremental. Most of the land within the municipality is already developed and the remaining undeveloped land is owned by Rio Tinto Kennecott, which does not have any current plans to develop that property, leaving few opportunities left for increasing housing stock. Between 2000 and 2020, Census Data shows an increase of 117 residents (Table A). The population is expected to grow to just over 900 residents by 2040.

Table A: Copperton Metro Township Historic and Projected Population

Historic or Target Year	Population Estimate or Projection
2000	712
2020	829
2030 Projected	870
2040 Projected	912

Credit: MSD Long Range Planning, 2022.

**Population projections are based on the average of five different types of population projections (linear, exponential, shift-share, share-of-growth, and constant-share) for the years 2030 and 2040. The base years were 2000 and 2020, with population data from the U.S. Census Bureau’s Decennial Census.*

Anticipated Demand for Land Uses (20-Year Horizon):

Although growth will occur slowly, it will spur some demand for new land uses.

Residential: In 2020, Copperton held 307 housing units, of which only eight (8) were vacant (U.S. Census Bureau, 2020). With an average household size of 2.66, the number of vacant residential units is not enough to satisfy the housing demand of the additional 83 residents that Copperton expects to add by 2040. Additional land will need to be set aside for residential units. While some vacant land remains in the northwest section of the Metro Township, the land is owned by Rio Tinto Kennecott, who as of the writing of this Policy Plan has no intention to develop.

Commercial: A small amount of land will also be needed in the future for commercial activities, both to serve the needs of residents and to sustain the revenue of the newly-formed municipality. In 2020, Copperton only had 7.3 acres of land being used for commercial purposes. A third of that acreage is occupied by a parking lot and the Bingham Canyon Lions Club, neither of which generate sales tax revenue. Other existing commercial businesses include landscaping suppliers, which are welcome but do not serve the immediate needs of residents. The 2020 General Plan revealed that residents desire the addition of a limited number of civic and commercial amenities, such as a gas station, café, library, and community center / event space.

Few of the remaining lands within Copperton are viable for commercial space, thus expansion is desired to the east along Old Bingham Highway, and to the south along Bacchus Highway. Copperton maintains all the authority of a municipality with the exception of some powers of taxation. The community cannot levy a property tax, so revenue is limited primarily to sales tax and Class B and C Road Funds. These funds are critical for emergency management, plan implementation, special projects, and community services.

Parks and Open Space: In a 2020 survey, Copperton residents were asked which of several items they would be most excited to see in the community in the future. The top response, receiving 59% of votes, was an “Outdoor Trail System” (Copperton Amenities and Priorities Survey, 2020). The only recreational opportunity within Copperton currently is the community park. This is a beloved community gathering space, used for almost all municipal events. Future expansion could enhance Copperton’s recreational amenities by connecting Copperton Park to the nearby Oquirrh Mountains and other regional destinations through non-motorized trails. One such trail is already being planned along Bingham Creek, in partnership with multiple jurisdictions and land holders.

Purposes of this Policy

The purposes of this Annexation Policy Plan are as follows:

1. To establish an “Annexation Policy Plan” as required by UCA §10-2-401.5 to provide for the expansion of Copperton Metro Township at such time as the property owner and municipality determine expansion has become desirable and feasible;
2. To aid the Copperton Council in its deliberations concerning the acceptance or rejection of any proposed annexation;
3. To assure that Copperton has adequate time to prepare for any budgetary and operational impacts of annexation;
4. To minimize disruptions to Copperton’s operations caused by the processing and evaluation of a proposed annexation and any adverse impact on the municipality arising from any approved annexation; and
5. To identify instances in which annexation may serve the interests of Copperton and of the private property owner.

In the preparation and adoption of this Annexation Policy Plan, there are several items that state code requires the municipality to include and consider. The full list of state code requirements can be found on pg.27 of the Appendix. Copperton has addressed each of these items in this Annexation Policy Plan.

Copperton Potential Expansion Areas

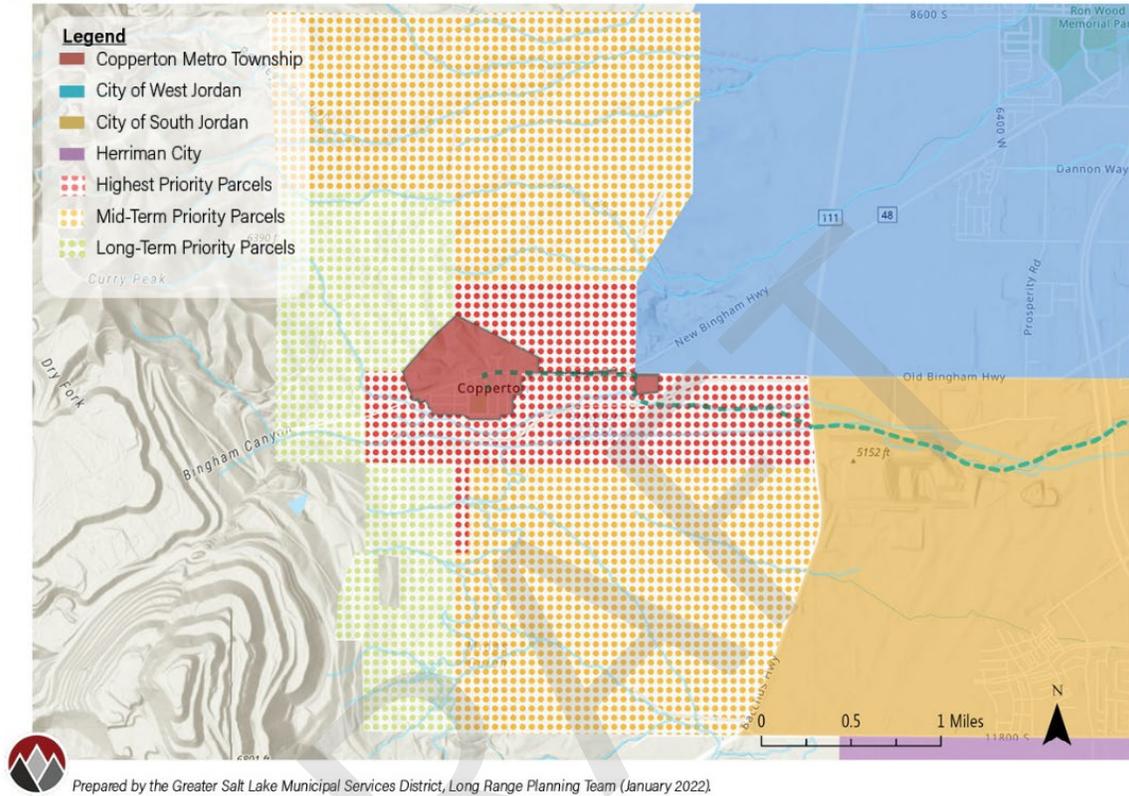
Copperton’s potential expansion areas (Figure 6) include approximately 5,735 acres of land in Unincorporated Salt Lake County. Nearly all the land is currently owned by Rio Tinto Kennecott. It is important to note that the transition of these lands into the municipality of Copperton could be relatively seamless. Copperton and the Unincorporated County share many of the same service providers, including the Municipal Services District, which provides or contracts out services related to:

- Animal Services;
- Engineering;
- Indigent Legal defense;
- Justice Courts;
- Municipal Parks;
- Municipal Prosecution;
- Planning and Development Services;
- Stormwater;
- Addressing; and
- Public Works Operations.

Figure 6: Copperton Potential Expansion Areas



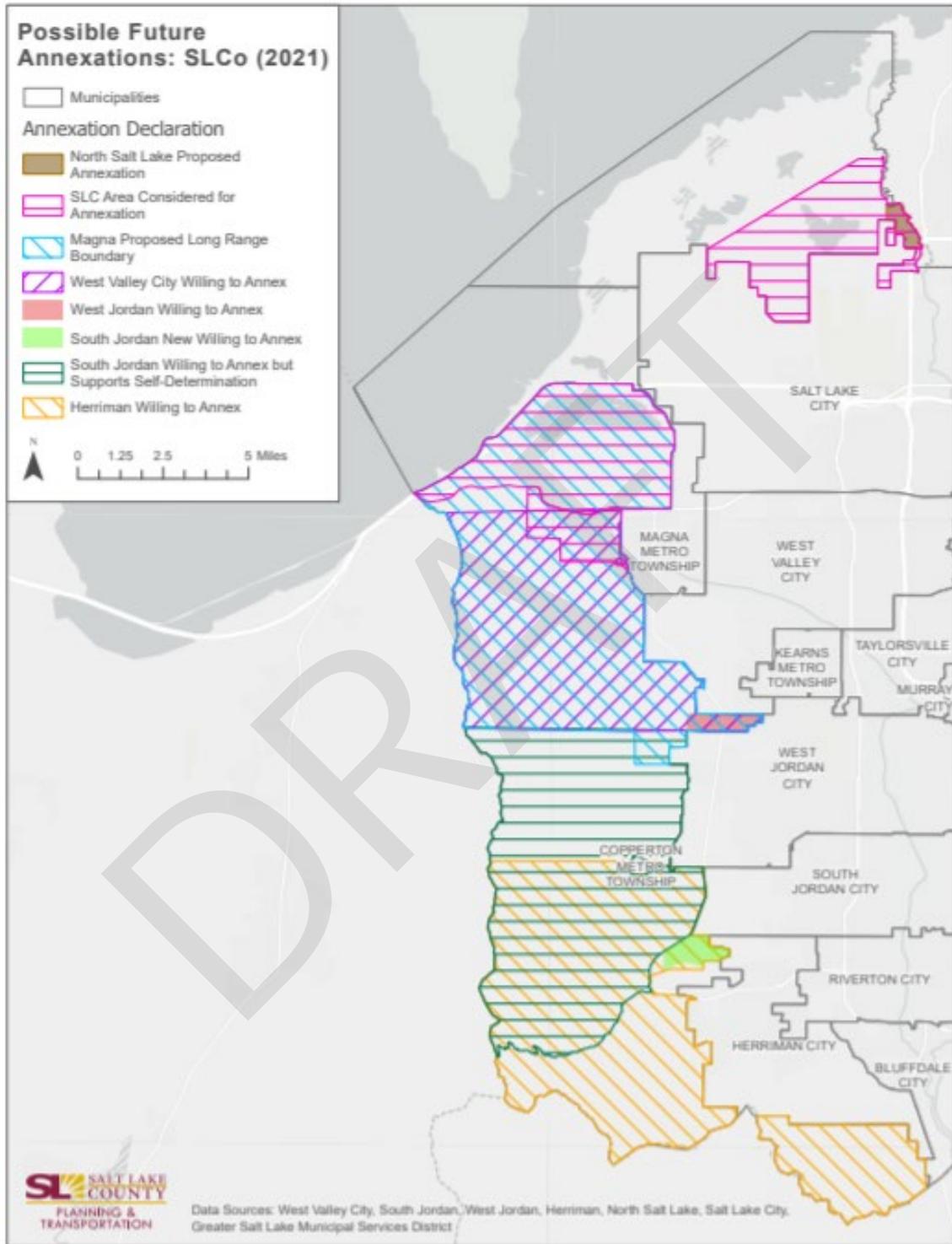
Copperton Metro Township: Expansion Areas (2022)



Credit: MSD Long Range Planning, 2021.

Gaps and Overlaps with the Expansion Areas of Other Municipalities: Copperton’s proposed expansion areas in general avoid gaps and overlaps with the expansion areas of other municipalities. However, at the time of this writing, conflicting information was available regarding expansion areas along Salt Lake County’s West Bench. In 2021, Salt Lake County prepared a map showing possible future annexations in the area (see Figure 7). The map shows that both South Jordan and Herriman are willing to annex lands identified within Copperton’s expansion areas. In both instances, the municipalities are identified as “willing to annex” and have not necessarily included areas surrounding Copperton in their Annexation Policy Plans. Municipalities with defined expansion areas are represented on the map with language such as, “proposed annexation” and “proposed Long-Range boundary” (Figure 7).

Figure 7: West Bench Salt Lake County, Possible Future Annexations.



Credit: Salt Lake County West General Plan Draft, 2022.

Highest Priority Lands Description

Parcels in the 'Highest Priority' category are those that are most critical to the sustainability of Copperton and which the municipality is willing to annex within the next 5 years. They include lands directly north and south of Copperton's boundaries, particularly along Old Bingham Highway (see Figure 6).

A few of the parcels include moderate improvements, such as service roads and infrastructure supporting the area's mining industry. Kennecott's Concentrator Parking Lot and Bingham Creek Leakage Ponds are located just to the west of Copperton's cemetery and are identified within this "highest priority" category. This area also includes the ravine and abandoned rail line just south of Copperton park. 'Highest Priority' parcels surround Copperton and have the greatest potential to influence the community's character.

Mid-Term Priority Lands Description

Parcels in the 'Mid-Term Priority' category, while not absolutely critical to the sustainability of Copperton, do have the potential to strongly influence the community's quality of life through future development. Copperton is willing to annex these lands within the next fifteen (15) years. Mid-Term Priorities include expansion areas north and south of Copperton, near Bacchus Highway (see Figure 6).

South of Copperton, expansion into mid-term priority lands can provide additional commercial opportunities along Bacchus Highway. Service roads currently run through some of this area, and lands are nearby to other commercial and industrial uses, such as the Trans-Jordan Landfill and Bullfrog Spas Factory Store. These mid-term priority parcels south of Copperton are also within close proximity to the western edge of Daybreak. The land has the potential to offer wildlife refuge, and additional buffer between the two communities.

To the north, mid-term priority parcels include areas of great topography between Bacchus Highway and the Oquirrh Mountains. Some of this land hosts high-intensity mining operations and may require future remediation if those activities someday cease. Included in this area are natural features of significance to Copperton residents, such as Barney's Canyon and Creek.

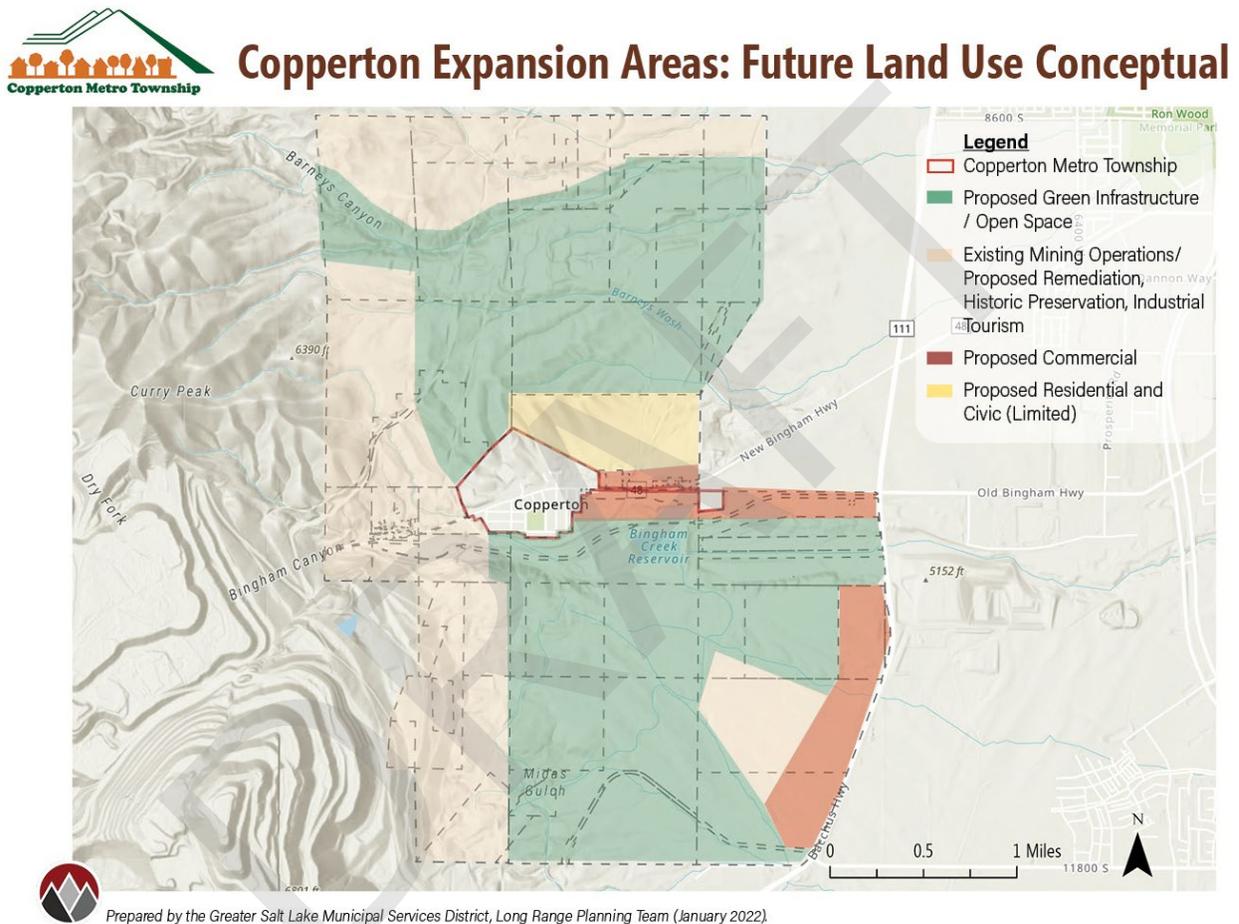
Long-Term Priority Lands Description

Parcels in the 'Long-Term Priority' category are desirable to the community for future, long-range growth. Because of ongoing mining operations on or near these lands, Copperton expects that annexation would be desirable fifteen (15) years in the future or even later. However, the municipality would be willing to annex these lands sooner if conditions change. Parcels in this category generally include or abut large-scale mining operations, such as the Bingham Copper Mine. Remediation of these areas will be necessary if operations eventually discontinue.

Expansion Areas: Suitability and Proposed Future Land Uses

Copperton Metro Township believes strongly in making data-informed and community-engaged decisions. The future land use vision for Copperton’s Expansion Areas (Figure 8) is justified by suitability maps from Utah State University’s Bioregional Studio, community engagement from the 2020 General Plan process, and regional plans for the Copperton area.

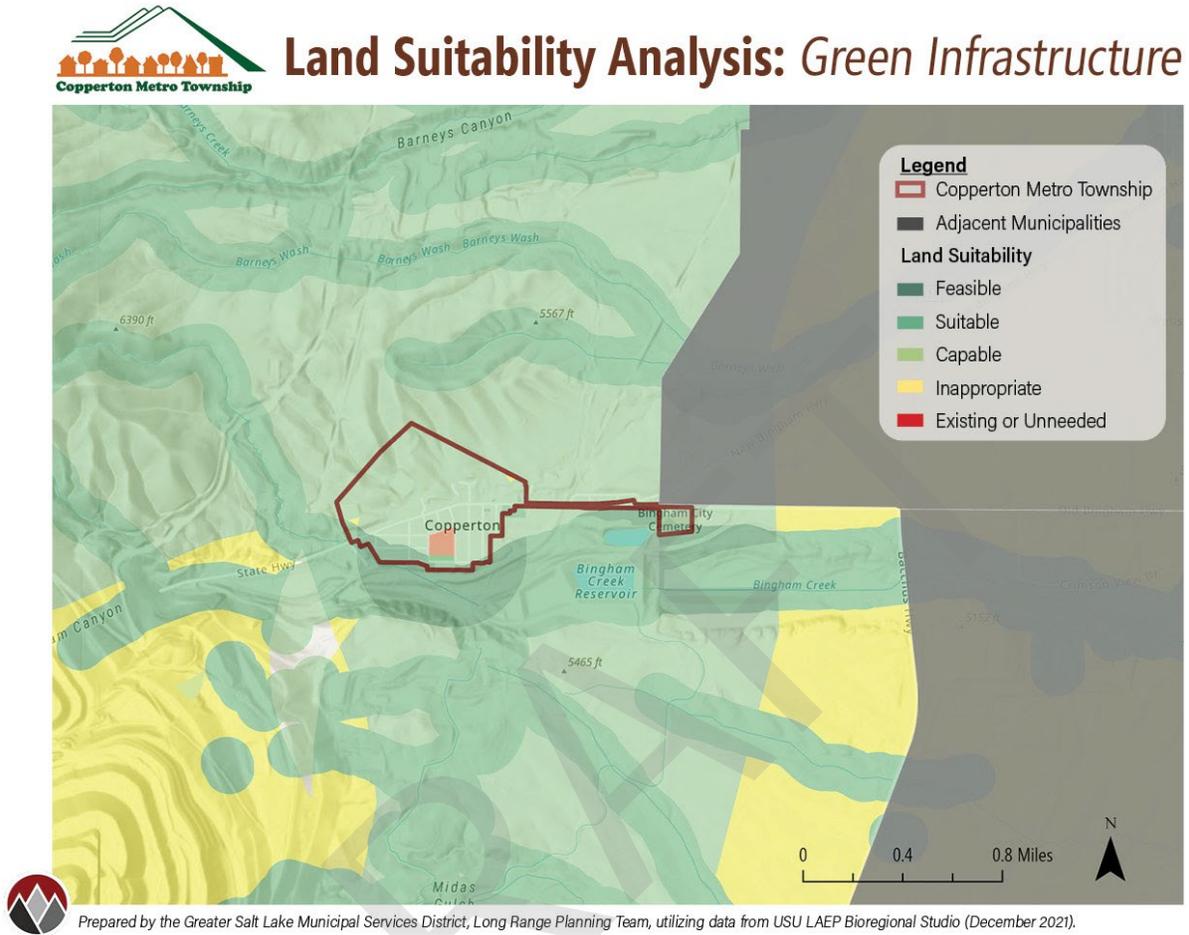
Figure 8: Proposed Future Land Uses in Copperton Expansion Area



Credit: MSD Long Range Planning, 2022.

Methodology: In identifying desired future land uses for Copperton’s Expansion Areas, the municipality started by recognizing the most critical lands for habitat protection and green infrastructure. These were selected based on a Green Infrastructure Suitability Map (Figure 9) created by students in Utah State University’s Bioregional Studio. Suitability was ranked based on numerous factors, including natural water systems, animal habitat, proximity to existing land preserves, and existing land uses. Lands most critical for Green Infrastructure were identified in Figure 8 as ‘Proposed Green Infrastructure / Open Space’. These include features of scenic and recreational importance to Copperton residents, such as Bingham Creek and Barney’s Canyon (Copperton General Plan, 2020).

Figure 9: Green Infrastructure Suitability Map, 2021.



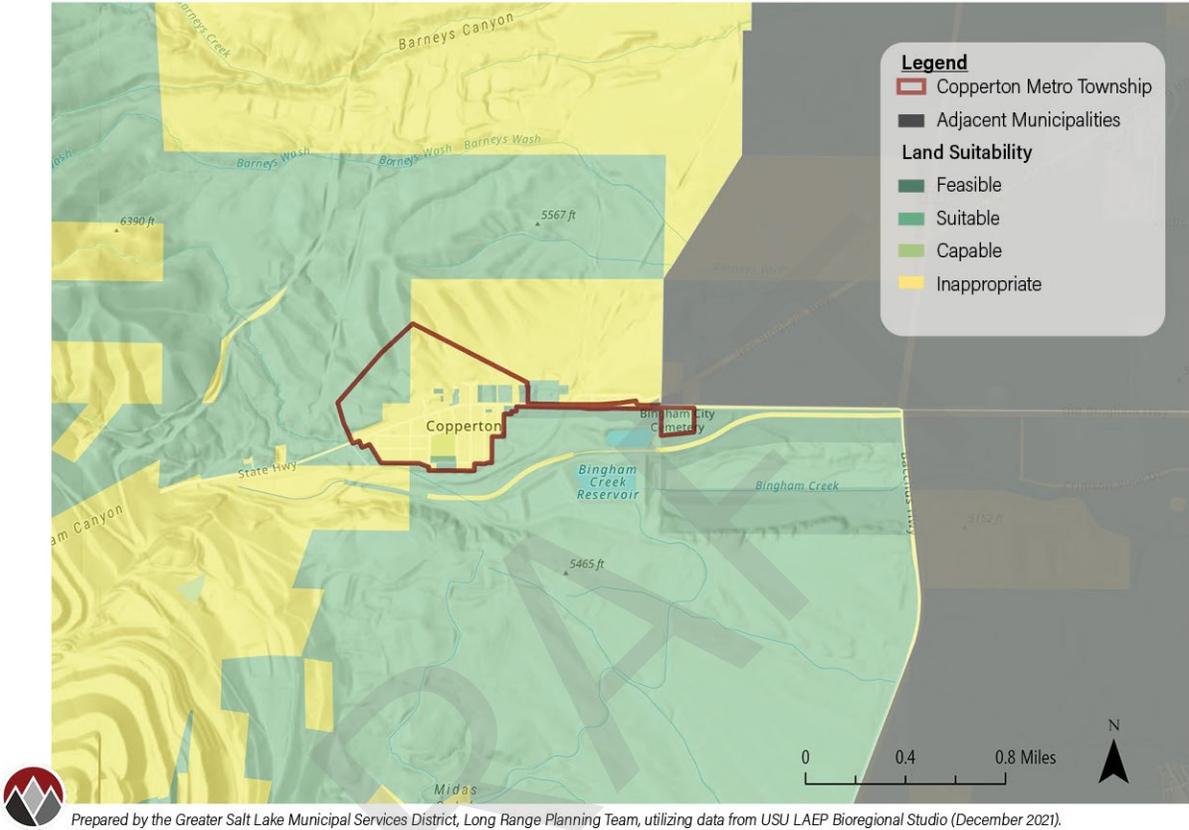
Credit: USU Department of Landscape Architecture and Environmental Planning, Bioregional Studio (2021).

Next, Copperton carved out lands most suitable and desirable for commercial development. Again, suitability maps from Utah State University students were utilized. Commercial suitability was assessed based on proximity to transportation systems, existing land uses, zoning, and commercial and industrial clusters. Figure 10 shows suitability for Commercial and Industrial development. Furthermore, the municipality examined Regional Land Use Centers, identified by Wasatch Front Regional Council in the Wasatch Choice 2050 vision (Figure 11). Copperton found that these land use centers corresponded well with the proposed expansion areas and lands identified as suitable for commercial and industrial development. The lands identified as 'Proposed Commercial' in Figure 8 consider places where commercial and industrial development is suitable, desirable, and matches the regional context. The 2020 General Plan acknowledged the need for additional commercial spaces in Copperton to increase sustainability of services, sales tax being one of the municipality's only revenue sources.

Figure 10: Commercial and Industrial Land Suitability



Land Suitability Analysis: Commercial + Industrial Uses

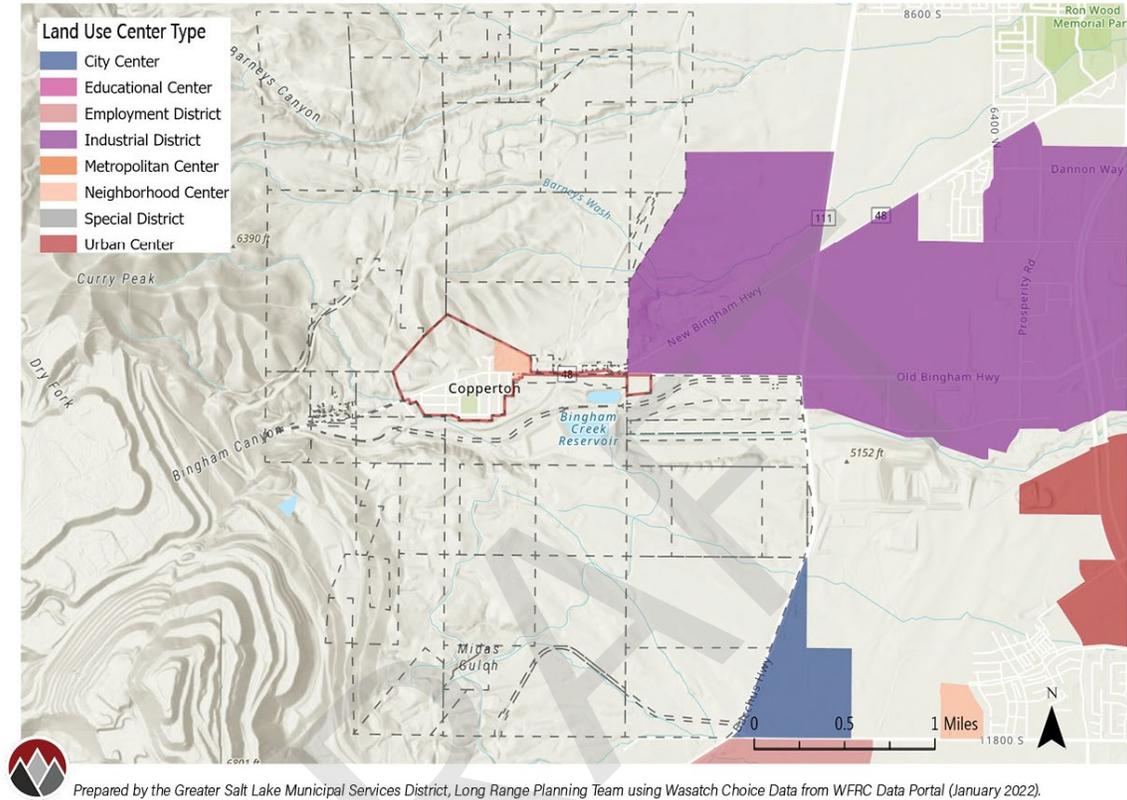


Credit: MSD Long Range Planning – utilizing data from USU Bioregional Studio, 2021.

Figure 11: Wasatch Choice 2050 Regional Land Use Centers.



WFRC Regionally Significant Land Use Centers (2021)



Credit: MSD Long Range Planning, using data from WFRC Wasatch Choice, 2022.

Copperton’s twenty-year growth trajectory also shows a need for additional residential land. The community values centralized development rather than sprawl, meaning that desirable locations for residential development would be located adjacent to existing municipal boundaries and neighborhoods. Furthermore, many of the lands in Copperton’s proposed expansion area contain mining and industrial operations that would require remediation prior to the development of residential housing or community amenities. Only one area within the expansion boundaries remained that was adjacent to Copperton’s boundaries and that did not require extensive remediation. This area is labeled as ‘Proposed Residential and Civic (Limited)’ in Figure 8.

Expansion areas not identified for residential, commercial, or green infrastructure uses were reserved under the ‘Existing Mining Operations. . .’ category (Figure 8). Future uses will depend on the life span of existing mining, extraction, and industrial operations. If annexed into Copperton, future land uses could include remediation, open space, historic preservation, and industrial tourism.

Summary of Current and Projected Costs of Infrastructure, Urban Services, and Public Facilities:

With the exception of roads and stormwater services, local districts or private utilities provide all other utility services to Copperton. More specifically, the Copperton Improvement District provides culinary water service to Copperton and certain portions of the surrounding unincorporated areas, and the South Valley Sewer District provides sewer services. Because those districts are separate from Copperton, some annexation petitions may require separate petitions with these districts to join their service areas.

Copperton also contracts with the Wasatch Front Waste and Recycling District for waste management services, the Unified Fire Authority for fire services, and the Unified Police Department for law enforcement services. For all other municipal services, it contracts with the Greater Salt Lake Municipal Services District or Salt Lake County. These entities currently provide the same services to much of the unincorporated land that surrounds Copperton, meaning that those lands could annex into Copperton without changing their current municipal service providers.

Although existing Copperton residents receive culinary water from the Copperton Improvement District, the District has few water shares left to accommodate growth. Land annexed into Copperton and proposed for development should carry water rights with it, to ensure adequate resource availability. Lands that will require the greatest infrastructure, services, and public facilities are the 'Highest Priority' and 'Mid-Term Priority' lands proposed for Commercial or Residential Development. These lands compose less than a third of Copperton's proposed expansion area. Lands left for open space, green infrastructure, and remediation will require very few municipal or district services.

Statements of Affected Entities

On XXX XX, 2022, the Copperton Planning Commission hosted a public meeting with affected entities to receive comments on the drafted Annexation Policy Plan. Written comments were accepted in addition to the comments received at the public meeting and the subsequent public hearing.

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Annexation Criteria

The following criteria will guide Copperton Metro Township in their consideration of future annexation petitions. These criteria meet the requirements of Utah State Code 10-2-Part 4.

1. General Policies

In considering whether or not to annex, Copperton shall proceed in such a way that:

Policy 1.1: Where feasible and consistent with Copperton’s goals, the annexation avoids gaps between or overlaps with the expansion areas of other municipalities.

Policy 1.2: The annexation eliminates islands and peninsulas of unincorporated territory that are not receiving municipal services, provided that the Copperton Council may authorize the annexation of a peninsula in the “Highest Priority” category if it determines that the annexation is in the best interests of Copperton and its residents and is not detrimental to the public welfare.

Policy 1.3: The annexation facilitates the consolidation of overlapping functions of local government.

Policy 1.4: The annexation promotes the efficient delivery of services.

Policy 1.5: The annexation encourages the equitable distribution of community resources and obligations.

Policy 1.6: Where it is in the public interest to preserve lands from development, annexations may be used to retain those lands in a natural state if the annexation is consistent with Copperton’s General Plan.

2. Consistency with the Character of the Community

In considering a future annexation petition, Copperton should proceed in such a way that is compatible with the character of the Copperton community as defined in the General Plan and this Annexation Policy Plan.

Policy 2.1: The annexation shall be contiguous with Copperton and new municipal boundaries should conform, wherever possible, with natural topographic features, such as ridge lines, streams, and creeks. Care should be taken not to create topographically isolated areas or areas which would be difficult or costly to service.

Policy 2.2: Annexation petitioners will be required to adhere to the municipality’s subdivision regulations, zoning ordinances and construction standards. All streets should be consistent with the Copperton General Plan and with applicable zoning and allowed uses.

Policy 2.3: The annexation area should be of substantial width to promote access to the annexed area by a public street entirely within the municipality; narrow strips should not be annexed for the sake of ‘creating adjacency’ to a larger area not contiguous to Copperton’s boundaries.

Policy 2.4: Before approving an annexation, Copperton must determine that the annexation will not negatively impact Copperton by considering possible impacts to community facilities, traffic, fire protection (particularly in wildfire/wildland interface areas), stormwater systems, usable open space and recreation areas, protection of sensitive lands, conservation of natural resources, protection of view corridors, protection and preservation of historic resources, affordable housing, the balance of housing types and ownership, the capacity of water and sewer systems, and any other factors that have the potential to adversely impact Copperton and its community character.

Policy 2.5: Upon annexation, the annexation area shall be zoned in such way that is compatible with surrounding Copperton uses and that promotes the future land uses identified in Figure 8.

3. The Need for Municipal Services in Developed and Undeveloped Unincorporated Areas

In considering a future annexation petition, Copperton should take into consideration the service needs of the Unincorporated Area. Many of the services currently provided in these areas are expected to continue, and providers will most likely remain the same.

Policy 3.1: Subject to the criteria in Section 5, Copperton may consider and approve in its sole discretion an annexation because the area subject to the proposed annexation lacks municipal services that Copperton can provide.

4. Copperton's Plans for the Extension of Municipal Services

In considering a proposed annexation, Copperton should consider whether or not it can provide services to the annexed area in the same manner it provides services within its incorporated boundaries.

Policy 4.1: In addition to services provided by existing districts, such as public schools, water, sewer, fire protection, law enforcement, waste removal, and animal services, Copperton must determine that it can provide the following municipal services to the annexed area in a manner consistent with those normally provided within its incorporated boundaries:

- a. Snow removal on public streets, subject to Standard Copperton snow removal policies;
- b. Maintenance of public streets, provided that such streets have been constructed or reconstructed to Copperton street standards or are otherwise acceptable to the City Engineer and City Council;
- c. Stormwater services;
- d. Planning, zoning, and municipal code enforcement; and
- e. Access to municipal sponsored parks and recreational activities and cultural events and facilities.

Policy 4.2: Copperton must determine that it can economically provide services to the annexed area and that such provision will not burden the existing municipal service system beyond its capacity.

Policy 4.3: The annexation will allow for the orderly extension of utilities by providing easements, rights-of-way or street dedications, and any other such actions needed for Copperton to provide municipal services to the annexation area.

Policy 4.4: The annexation will bring with it water rights and facilities required by the users or any intended development. An annexation shall not be approved which materially detracts from the supply of the Copperton Improvement District.

5. How Needed Service Expansions for the Annexation Will Be Financed

In evaluating an annexation proposal, Copperton should consider how needed service expansions will be financed.

Policy 5.1: Developments in a proposed annexation will provide all necessary stormwater and other extensions needed to connect to utilities at the developers' sole cost and expense.

Policy 5.2: Copperton will provide stormwater and other required municipal services to developments in a proposed annexation with reimbursement through user fees or impact fees, as applicable.

6. Estimated Tax Consequences for Copperton and Expansion Area

Parcels in Copperton and the proposed Expansion Areas fall within different tax districts, as evidenced by Figure 12. However, the differences in the combined tax rates between Copperton and Unincorporated Areas are minimal. Annexation may lead to a lower or higher tax rate for the subject property, depending on that property's location. The maximum difference in tax rates between properties in the Unincorporated Area and within the existing boundaries of Copperton Metro Township is .001095 (Table B). It is the responsibility of the petitioner of an annexation to identify possible changes in tax rate, if any.

Table B: Tax Rates for Districts in and Around Copperton Metro Township, 2022.

General Rate or Judgement	Copperton Metro Township				Unincorporated SLCo			
	Rate for Tax District ABU	Rate for Tax District ABT	Rate for Tax District ACI	Rate for Tax District ABS	Rate for Tax District 44G	Rate for Tax District 44	Rate for Tax District 41C	Rate for Tax District 41G
Jordan School District	0.004366	0.004366	0.004366	0.004366	0.004366	0.004366	0.004366	0.004366
State Basic School Levy	0.001661	0.001661	0.001661	0.001661	0.001661	0.001661	0.001661	0.001661
UT Charter School-Jordan	0.000141	0.000141	0.000141	0.000141	0.000141	0.000141	0.000141	0.000141
SL County General Fund	0.001313	0.001313	0.001313	0.001313	0.001313	0.001313	0.001313	0.001313
SL County Capital Impr	0.000067	0.000067	0.000067	0.000067	0.000067	0.000067	0.000067	0.000067
SL County Bond Int/Sink	0.000175	0.000175	0.000175	0.000175	0.000175	0.000175	0.000175	0.000175
SL County Flood Control	0.000054	0.000054	0.000054	0.000054	0.000054	0.000054	0.000054	0.000054
SL County Govt Immunity	0.000014	0.000014	0.000014	0.000014	0.000014	0.000014	0.000014	0.000014
SL County Health Dept	0.00013	0.00013	0.00013	0.00013	0.00013	0.00013	0.00013	0.00013
SL County Clark Planetar	0.000024	0.000024	0.000024	0.000024	0.000024	0.000024	0.000024	0.000024
SL County Municipal Svce					0.000051	0.000051	0.000051	0.000051
SL County Library	0.000474	0.000474	0.000474	0.000474	0.000474	0.000474	0.000474	0.000474
SO SL Valley Mosquito	0.000012	0.000012	0.000012	0.000012	0.000012	0.000012	0.000012	0.000012
Copperton Improvement			0.000794	0.000794			0.000794	0.000794
South Valley Sewer		0.00025		0.00025		0.00025		0.00025
Central UT Water Conserv	0.0004	0.0004	0.0004	0.0004	0.0004	0.0004	0.0004	0.0004
Multi County Assess/Coll	0.000012	0.000012	0.000012	0.000012	0.000012	0.000012	0.000012	0.000012
County Assess/Coll Levy	0.000196	0.000196	0.000196	0.000196	0.000196	0.000196	0.000196	0.000196
Unified Fire Svce Area	0.001592	0.001592	0.001592	0.001592	0.001592	0.001592	0.001592	0.001592
Unified Fire Svce Jdg	0.000002	0.000002	0.000002	0.000002	0.000002	0.000002	0.000002	0.000002
SL Vly Law Enforcement	0.001973	0.001973	0.001973	0.001973	0.001973	0.001973	0.001973	0.001973
Total Tax Rate	0.012606	0.012856	0.0134	0.01365	0.012657	0.012907	0.013451	0.013701

Credit: Salt Lake County, 2022.

In evaluating a proposed annexation, Copperton should consider the tax consequences of the annexation both for existing residents and for affected parties in the annexed area.

Policy 6.1: The petitioner of an annexation will recognize a tax increment increase, if any.

Policy 6.2: The property certified tax rate for existing parcels within Copperton’s existing municipal boundaries will not be increased to provide for the annexation of any area.

7. Interests of All Affected Entities

In evaluating a proposed annexation, Copperton should consider the interests of all affected entities.

Policy 7.1: The annexation does not extend beyond the limits of the adopted annexation policy plan.

Policy 7.2: Other services needed for the annexation, e.g., natural gas, electrical power, internet, and communications, are available or reasonably available for the proposed annexation.

Policy 7.3: The petitioners of annexation have entered into agreement(s) with affected entities, as applicable, for the provision of required infrastructure and services.

Policy 7.4: The annexation does not create boundary alignment issues with any public or charter schools, or affected entities, unless interlocal agreements have been created to address the alignment issues.

Other Considerations

Justification for Excluding Lands from Copperton's Potential Expansion Area:

No developed lands within one-half mile of Copperton's existing boundary are excluded from the Potential Expansion Area, with the exception of those lands already incorporated in another municipality.

Consideration of Reasons for the Inclusion of Agricultural Lands, Forests, Recreational Areas, and Wildlife Management Areas in the Municipality:

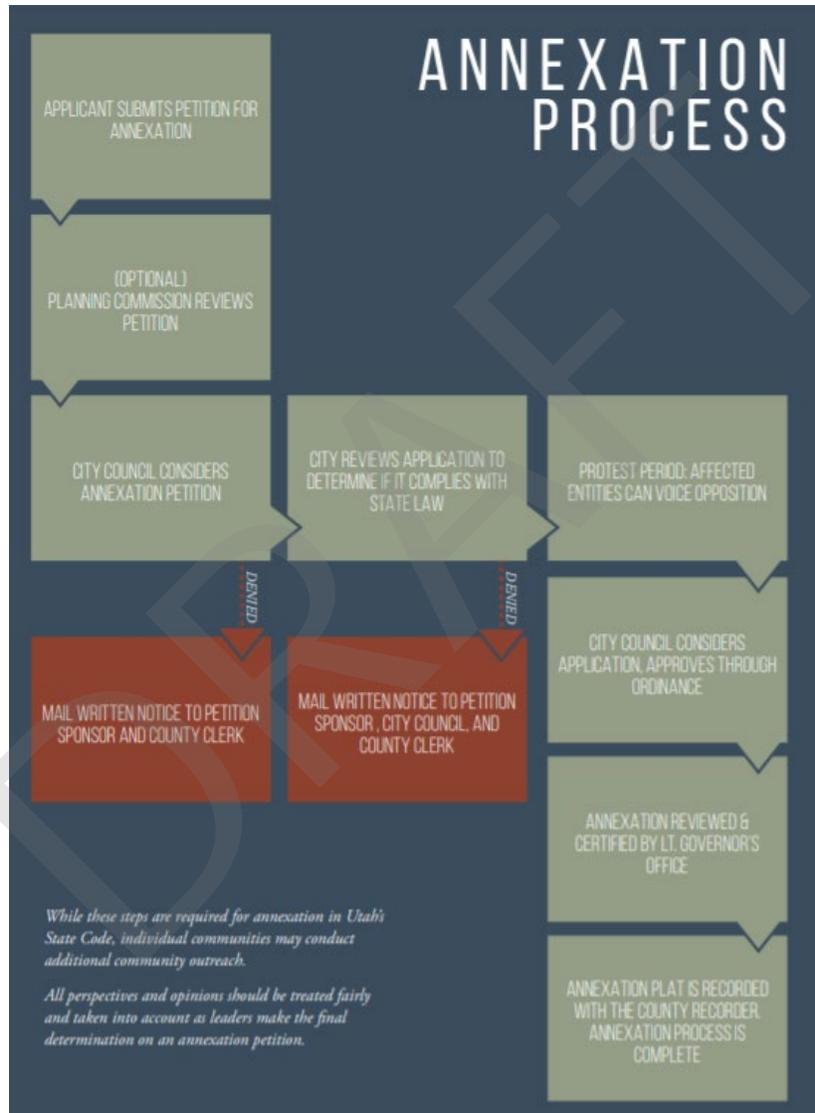
Copperton's proposed expansion areas do not include any existing agricultural, forest, recreational area, or wildlife management lands. In the future, annexation may be desirable to preserve lands used by Copperton residents for open space and recreation, even if these lands are not currently designated for such purposes.

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Annexation Process

The annexation process is codified by Utah State Code §10-2-Part 4. Figure 13 provides the general outline for the annexation process, although Copperton may, at its discretion, incorporate additional community outreach into the process. In almost all cases, annexation is initiated with a petition filed by an owner of land wishing to annex into the municipality. The only exception to this rule is in special instances where annexation of an island or peninsula occurs without petition (§10-9a-418).

Figure 13: Utah Annexation Process



Credit: Housing and Community Development Division of the Utah Department of Workforce Services, 2018.

Appendix

Policies Listed

Policy 1.1: Where feasible and consistent with Copperton’s goals, the annexation avoids gaps between or overlaps with the expansion areas of other municipalities.

Policy 1.2: The annexation eliminates islands and peninsulas of unincorporated territory that are not receiving municipal services, provided that the Copperton Council may authorize the annexation of a peninsula in the “Highest Priority” category if it determines that the annexation is in the best interests of Copperton and its residents and is not detrimental to the public welfare.

Policy 1.3: The annexation facilitates the consolidation of overlapping functions of local government.

Policy 1.4: The annexation promotes the efficient delivery of services.

Policy 1.5: The annexation encourages the equitable distribution of community resources and obligations.

Policy 1.6: Where it is in the public interest to preserve lands from development, annexations may be used to retain those lands in a natural state if the annexation is consistent with Copperton’s General Plan.

Policy 2.1: The annexation shall be contiguous with Copperton and new municipal boundaries should conform, wherever possible, with natural topographic features, such as ridge lines, streams, and creeks. Care should be taken not to create topographically isolated areas or areas which would be difficult or costly to service.

Policy 2.2: Annexation petitioners will be required to adhere to the municipality’s subdivision regulations, zoning ordinances and construction standards. All streets should be consistent with the Copperton General Plan and with applicable zoning and allowed uses.

Policy 2.3: The annexation area should be of substantial width to promote access to the annexed area by a public street entirely within the municipality; narrow strips should not be annexed for the sake of ‘creating adjacency’ to a larger area not contiguous to Copperton’s boundaries.

Policy 2.4: Before approving an annexation, Copperton must determine that the annexation will not negatively impact Copperton by considering possible impacts to community facilities, traffic, fire protection (particularly in wildfire/wildland interface areas), stormwater systems, usable open space and recreation areas, protection of sensitive lands, conservation of natural resources, protection of view corridors, protection and preservation of historic resources, affordable housing, the balance of housing types and ownership, the capacity of water and sewer systems, and any other factors that have the potential to adversely impact Copperton and its community character.

Policy 2.5: Upon annexation, the annexation area shall be zoned in such way that is compatible with surrounding Copperton uses and that promotes the future land uses identified in Figure 8.

Policy 3.1: Subject to the criteria in Section 5, Copperton may consider and approve in its sole discretion an annexation because the area subject to the proposed annexation lacks municipal services that Copperton can provide.

Policy 4.1: In addition to services provided by existing districts, such as public schools, water, sewer, fire protection, law enforcement, waste removal, and animal services, Copperton must determine that it can provide the following municipal services to the annexed area in a manner consistent with those normally provided within its incorporated boundaries:

- a. Snow removal on public streets, subject to Standard Copperton snow removal policies;
- b. Maintenance of public streets, provided that such streets have been constructed or reconstructed to Copperton street standards or are otherwise acceptable to the City Engineer and City Council;
- c. Stormwater services;
- d. Planning, zoning, and municipal code enforcement; and
- e. Access to municipal sponsored parks and recreational activities and cultural events and facilities.

Policy 4.2: Copperton must determine that it can economically provide services to the annexed area and that such provision will not burden the existing municipal service system beyond its capacity.

Policy 4.3: The annexation will allow for the orderly extension of utilities by providing easements, rights-of-way or street dedications, and any other such actions needed for Copperton to provide municipal services to the annexation area.

Policy 4.4: The annexation will bring with it water rights and facilities required by the users or any intended development. An annexation shall not be approved which materially detracts from the supply of the Copperton Improvement District.

Policy 5.1: Developments in a proposed annexation will provide all necessary stormwater and other extensions needed to connect to utilities at the developers' sole cost and expense.

Policy 5.2: Copperton will provide stormwater and other required municipal services to developments in a proposed annexation with reimbursement through user fees or impact fees, as applicable.

Policy 6.1: The petitioner of an annexation will recognize a tax increment increase, if any.

Policy 6.2: The property certified tax rate for existing parcels within Copperton's existing municipal boundaries will not be increased to provide for the annexation of any area.

Policy 7.1: The annexation does not extend beyond the limits of the adopted annexation policy plan.

Policy 7.2: Other services needed for the annexation, e.g., natural gas, electrical power, internet, and communications, are available or reasonably available for the proposed annexation.

Policy 7.3: The petitioners of annexation have entered into agreement(s) with affected entities, as applicable, for the provision of required infrastructure and services.

Policy 7.4: The annexation does not create boundary alignment issues with any public or charter schools, or affected entities, unless interlocal agreements have been created to address the alignment issues.

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Glossary

Affected Entity: (according to Utah State Code §10-2-401)

1. a county of the first or second class in whose unincorporated area the area proposed for annexation is located;
2. a county of the third, fourth, fifth, or sixth class in whose unincorporated area the area proposed for annexation is located, if the area includes residents or commercial or industrial development;
3. a local district under Title 17B, Limited Purpose Local Government Entities - Local Districts, or special service district under Title 17D, Chapter 1, Special Service District Act, whose boundary includes any part of an area proposed for annexation;
4. a school district whose boundary includes any part of an area proposed for annexation, if the boundary is proposed to be adjusted as a result of the annexation; and
5. a municipality whose boundaries are within 1/2 mile of an area proposed for annexation.

Annexation: process of expanding municipal limits through the incorporation of previously unincorporated land or territory.

Annexation Petition: means a petition under Utah §10-2-403 proposing the annexation to a municipality of a contiguous, unincorporated area that is contiguous to the municipality.

Expansion Area: means the unincorporated area that is identified in the annexation policy plan under Utah §10-2-401.5 as the area that the municipality anticipates annexing in the future.

Island: area of unincorporated land completely surrounded by incorporated territory (Housing and Community Development Division Utah, 2018).

Peninsula: Area of unincorporated land that is surrounded on more than half its boundary distance by incorporated territory. Furthermore, the unincorporated area must be situated in a manner such that a line drawn across the area, from incorporated area to incorporated area, must be less than 25% of the length of the aggregate boundaries of the unincorporated area (Housing and Community Development Division Utah, 2018).

Key Resources

State Code on Annexation: the annexation process and the required Annexation Policy Plan are detailed in Utah Code §10-2-Part 4. Specifically, state code requires all municipalities to prepare an Annexation Policy Plan in compliance with §10-2-401.5 prior to annexing an unincorporated area within a specified County.

In preparing an Annexation Policy Plan, the municipality must **include and address the following:**

1. Map of the expansion area (see Figure 6, pg.10 of this document)
2. Character of the community (see pg.18 of this document)
3. Need for municipal services in developed and undeveloped unincorporated areas (see pg.19 of this document)
4. Plans for extension of municipal services (see pg.19 of this document)
5. How the services will be financed (see pg.20 of this document)

6. Estimate of the tax consequences to residents both currently within the municipal boundaries and in the expansion area (see pg.20 of this document)
7. Interests of all affected entities (see pg.22 of this document)

In the **development, consideration, and adoption** of its Annexation Policy Plan, the municipality must also:

1. Avoid gaps between or overlaps with the expansion areas of other municipalities (see pg.18 of this document)
2. Consider population growth projections for the municipality and adjoining areas for the next 20 years, as well as residential, commercial, and industrial land needs in that time (see pg.7 of this document)
3. Consider current and projected costs of infrastructure, urban services and public facilities (see pg.17 of this document)
4. Consider the reasons to include agricultural lands, forests, recreational areas, and wildlife management areas (see pg.23 of this document)

2020 Copperton General Plan: this Annexation Policy Plan is supported by the adopted 2020 Copperton General Plan. The General Plan identifies annexation as a possible strategy for enhancing commercial opportunities and the ability of the municipality to provide desired amenities to residents and property owners in the surrounded unincorporated areas. Future land uses proposed for Copperton's Expansion Areas (Figure 6) are compatible with the Copperton's future land use map, as adopted through the General Plan. To read the full General Plan, please visit bit.ly/lrp-cp.

Contact Information

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