

TOWN OF CHARLESTON

ANNEXATION POLICY PLAN

DRAFT-JUNE 2022

PURPOSE

This Annexation Policy Plan (“Plan”) was prepared in accordance with the requirements of Utah Code § 10-2-401.5, which requires all municipalities to adopt an annexation policy plan before annexing an unincorporated area. The purpose of this Plan is to:

1. Guide decisions regarding future annexations and Charleston’s long-range planning objectives contained in the Town’s General Plan.
2. Prepare for orderly expansion of the Town into contiguous adjacent unincorporated areas with future development that is characterized by effective delivery of services, efficient connection to existing infrastructure networks and that strives to protect the public health, safety and welfare of the Town’s existing and future inhabitants.
3. Identify the areas of potential annexation and establish the specific standards and criteria that will guide the Town’s decision whether or not to grant future annexation petitions in those areas.

EXPANSION AREA MAP

This Plan includes the Town of Charleston Annexation Area and Zoning Map (“Map”) (Exhibit A), which shows the Town’s proposed future expansion areas. This Map represents the Town’s growth boundaries and includes areas outside, but adjacent to, its incorporated borders that may be annexed into the Town. Areas to be annexed must fall within the areas designated as proposed future expansion areas. Although properties may be within an expansion area, this Plan and Map are not a guarantee that the Town will approve an annexation request.

The drawing of the Map and its expansion area boundaries was guided by principles set forth in Utah Code § 10-2-403(5). Specifically, the Map was drawn:

1. to eliminate islands and peninsulas of territory that is not receiving municipal-type services;
2. to facilitate the consolidation of overlapping functions of local government;
3. to promote the efficient delivery of services; and
4. to encourage the equitable distribution of community resources and obligations.

ANNEXATION CRITERIA

This section of the Plan outlines the specific criteria that will guide the Town's decision whether or not to grant future annexation requests. All future requests for annexation will be evaluated against the following criteria:

1. General Criteria

- a. Any annexed area must be a contiguous area.
- b. Any annexed area must be contiguous to the Town's corporate limit when the annexation request is submitted to the Town.
- c. The Town will attempt to avoid gaps between or overlaps with expansion areas of other municipalities.
- d. If the annexation is by petition, the proposed annexation area cannot create an unincorporated island or peninsula.
- e. Annexation requests cannot propose the annexation of all or part of an area proposed for annexation in a previously filed petition that is still pending approval, denial or rejection.
- f. The Town encourages existing unincorporated peninsulas bounded by the Town to annex into the Town.

2. State Mandated Review Criteria

a. Character of the Community

The Town of Charleston is located in the southwest area of the Heber Valley, about 5 miles from Heber City, Wasatch County's capital city and about 50 miles from Salt Lake City, Utah's capital city.

Settled in 1859, Charleston was a primarily rural farming community, with irrigation ditches stemming off the Upper Charleston and Sage Brush & Spring Creek Canals. The Town incorporated in 1899.

The 1930s forever changed the landscape and makeup of Charleston. A severe water shortage in the 1930s led residents of Utah and Salt Lake Counties to push for the creation of Deer Creek Reservoir, which would inundate much of the ranching land of Charleston. Although an inspection said that Deer Creek would cover some of the best ranch land in the state, the needs of the more populous counties outweighed the needs of the ranchers, and they either sold their lands for the price offered or were taken to court. Though Deer Creek brought much needed water to the state, it flooded two thirds of the land of

Charleston, and displaced many families. The population dropped from 343 in 1930 to 323 in 1940, plummeting to 175 by 1943. However, the dairy industry of Charleston continued producing over three million pounds of milk annually in the late 1940s. The population increased somewhat after the displacement of the 1930s and today stands at about 415.

The Town strives to preserve its unique and diverse character while preparing for the future growth and opportunities to enhance the quality of life for its residents. Charleston has been traditionally known for its larger single-family residential/agricultural lots, quiet neighborhoods, and easy access to Utah County employment centers. About 60% of the Town is zoned for single-family residential/agricultural use. Absolut one-quarter of the Town is currently zoned for grazing with the reaming areas zoned for commercial and industrial.

Municipal Services

All areas included in the Plan will need municipal services. Annexation will allow residents and developers of annexed property access to, roads, electric power and potentially sewer services provided they meet all Town specifications and comply with all applicable development ordinances. For culinary water services, these properties will need to be annexed into the Charleston Water Conservancy District service area, if they are not already. Charleston is primarily serviced by private septic systems for sewer waste treatment. Culinary water supply and fire flow availability are also limited in the proposed annexation areas. Both the sewer and fire flow availability limit the amount and types of development that can be accommodated.

b. Extension of Municipal Services

Where municipal services are not presently extended, services will be extended on an as-needed basis at the cost of the developer. All extensions of municipal services must comply with all ordinance and policy criteria and the individual developer or property owner will pay for necessary extensions. The plan and time frame for the extension of municipal services will be determined by the interest of the property owners to subdivide and develop their ground. The extension of culinary water and public sewer systems will be required before higher density residential and commercial uses can be accommodated above the levels currently allowed by the Wasatch County Health Department for septic systems.

c. Service Financing

Municipal services in newly annexed areas will be financed by the developer installing the improvements and by impact fees. Property taxes with increased valuation of property and sales tax will also contribute to the general fund to help defray any added expenses the Town may incur by annexing new properties.

d. Estimate of Tax Consequences

The annexation area within Charleston's area is limited to unincorporated Wasatch County properties. Other taxing entities including but not limited to schools, county, library, water conservancy, and fire district already cover the potential annexation area.

Incorporated Charleston Town currently has a combined property tax rate of 0.013099 which includes the Town's property tax rate of 0.001371. The Town provides municipal services such as public works (i.e. parks, streets, cemetery, and fleet), development services (i.e. engineering, building and planning) and other general government functions

(town recorder, economic development, human resources, town attorney and other town management).

Wasatch County's unincorporated areas' combined tax rate is 0.003055, which includes:

- i. Wasatch County having a combined tax rate of 0.002371 to provide services including public works, animal services, health, planning and development, engineering, parks and recreation, library, justice courts, legal services, bonds, and multi-county A & C;
- ii. Wasatch County Fire District has a tax rate of 0.000684 to pay for a fire agency that provides fire suppression, advanced life support, first response and transport, rescue, hazardous materials, fire investigation, code enforcement, hazardous materials inspections and emergency management;

The School system has with a tax rate of 0.008246, which includes the basic state school levy, the Wasatch County School District general and bond funds and the charter school levy.

The Charleston Water Conservancy District (CWCD) has a tax rate of .000027 to provide culinary water and fire suppression.

The Central Utah Water conservancy District has a tax rate of .000400 to provide water supply services to residents of Wasatch and surrounding counties.

If annexed into Charleston, residents in an expansion area would recognize a tax rate increase of 0.001371 for the Town levy and an additional levy of 0.000027 if the area is also annexed into the CWCD. Charleston residents would maintain their current tax rate.

This information is based on current tax rates of all applicable taxing entities recognizing that tax rates may be adjusted by any of the respective taxing entities.

e. Interests of “Affected” Entities

- i. Adjacent Municipalities—Charleston shares a common boundary with Daniel Town and Heber City. Midway City is within a half mile of the expansion area.
- ii. Wasatch School District—it is anticipated that Wasatch School District will provide school service to the expansion areas.
- iii. Charleston Water Conservancy District (CWCD)—Charleston is currently served by the CWCD it is anticipated that the CWCD will serve the area or a neighboring City or Town will be contracted provide water service to the expansion area.

ANNEXATION POLICY PLAN CONSIDERATIONS

1. **Attempt to avoid gaps between or overlaps with the expansion areas of other municipalities.**

The expansion areas shown on the Map that overlap with other municipalities have been included in the Town's past annexation maps for many years, and generally new overlaps are not being created, in fact the overlaps have been lessened by this annexation policy and map.

2. **Consider population growth projections for the Town and adjoining areas for the next 20 years.**

Because the vast majority of unincorporated land around Charleston is on the town's north side, the population growth projections for the town and surrounding municipalities are given for Heber City, Midway City and Daniel Town:

Town	2020 Census¹	2030²	2040³	2050⁴
Heber City	16,831	23,500	27,800	32,500
Charleston	533	1,200	1,650	2,150
Midway City	6,013	8,577	9,877	11,577
Daniel Town	1,125 ⁵	1,691	2,000	2,400

3. **Consider current and projected costs of infrastructure, urban services, and public facilities necessary to facilitate full development of the area within the Town; and to expand the infrastructure, services, and facilities into the area being considered for inclusion in the expansion area.**

¹ 2020 US Census Bureau Quick Facts

² Mountainland AOG Small Area Population & Employment Projections 2020-2050

³ IBID

⁴ IBID

⁵ IBID

The projected backbone infrastructure costs are estimated to be \$5,000,000.00 to service the area identified in the Map for potential annexation with water, roads, and sewer and storm drains.

4. Consider, in conjunction with the General Plan, the need over the next 20 years for additional land suitable for residential, commercial, and industrial development.

The Town of Charleston has grown very slowly over the last many decades. With recent work-from-home trends, the Town has seen an increase in growth pressure. The healthy regional economy and the planned expansion of regional transportation networks will also continue to fuel growth in Charleston and the rest of Wasatch County.

5. Consider the reasons for including agricultural lands, forests, recreational areas, and wildlife management areas in the Town.

The Map includes mountainous areas traditionally used for grazing where access is currently limited or restricted.

EXHIBIT A
TOWN OF CHARLESTON
ANNEXATION AREA AND ZONING MAP