

ITEM A-3

Synopsis - 1979 Salt Lake City Master Annexation Policy Declaration

- 1979 State Legislature House Bill No. 61 required municipalities anticipating annexation to adopt an annexation policy declaration
- Master Annexation Policy Declaration
 - Citywide master annexation policy declaration and proposed future boundaries map
 - Study areas:
 - West Airport
 - North Redwood Road
 - Magna
 - Emigration Canyon
 - Brickyard Area
 - Parley's
 - East Millcreek
 - Holladay – Olympus
 - Holladay – Cottonwood
 - West Valley
 - Individual study area sections include:
 - Geographical boundary description for each study area
 - Land use and socio-economic characteristics
 - Estimate of assessed property values
 - Comparison of costs of government services
 - Water, sewer, fire, and police
 - Planning and zoning
 - Refuse and garbage collection and disposal
 - Streets and highways

Synopsis - City Resolution No. 34 of 2000

- ***Reaffirmation of 1979 Master Annexation Policy Declaration, and***
 - ***Declaration of Intent to annex the areas served by the City's water system in the unincorporated Salt Lake County***
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- City's Public Utilities Department since the 1920's has provided culinary water service to the eastern unincorporated portion of Salt Lake County
- Service is provided to approximately 30,500 water accounts
- Salt Lake County's tax base has been reduced through annexations and incorporations, including Taylorsville and Holladay, requiring an increase in County taxes
- In 1979, Salt Lake City prepared a Master Annexation Policy Declaration that included the intent to annex the portion of Salt Lake County served by the City's water system
- In 2000, the Salt Lake City Council commissioned an independent study that concluded:
 - Annexation would produce long-term benefits for County residents if annexed into the City through:
 - Improved levels of water service
 - A net reduction in the cost of water service
 - Annexation would not significantly increase water rates currently paid by City residents

- Annexation would provide Salt Lake City with benefits including:
 - Relieve of potential conflicts between jurisdictions relating to:
 - Service levels
 - Water rates
 - Watershed protection
 - Planning and zoning issues
- Expressed the City's interest and willingness to:
 - Enter into discussions with Salt Lake County and State of Utah representatives, residents, property owners, and other elected representatives
 - Explore the feasibility, desirability and potential for annexation implementation

Water Service provide outside the City limits

- Resolution 20 of 1982 (adopted February 2, 1982)
 - Formalized policy for providing water service to development outside the City limits
 - Requires annexation in order to receive City water services or
 - Provide an agreement to annex when annexation becomes possible

Annexation Policy – Existing Community Master Plans

- Sugar House
 - Salt Lake City encourages the annexation of areas between its boundary and 3900 South Street as a whole rather than in small pieces, to provide coordinated land use development policies and comprehensive municipal services.
- East Bench
 - Preserve the present unique beauty, environmental habitat, recreational use, and accessibility of the Wasatch foothills, and ensure city control over foothill development in the East Bench Community.
 - To maintain control over foothill development, the city should:
 - Amend its Annexation Policy Declaration to encompass the privately owned East Bench foothills as the means to having control over future development proposals.
 - Restrict urban development beyond the one-half-mile area, to encompass all of the privately owned foothill property. This could be accomplished through an interlocal agreement, under the State Interlocal Cooperation Act.
 - Seek an official agreement of resolution with the county to ensure that smaller residential developments will also be referred to the city for annexation and development approval. Annexation should even be required for a single-family home. The city should refuse to provide water or sewer services to accommodate development outside city boundaries.
- Arcadia Heights, Benchmark, & H Rock Small Area Plan
 - It should continue to be the City's policy that municipal water and sewer service will not be provided to new developments unless they are located within the City limits.
- Jordan River – Airport Area Small Area Plan (short range)

- Facilitate Salt Lake City's Annexation of County land area west and north to the Great Salt Lake.
- Annex lands west of and north toward the Great Salt Lake from Salt Lake County, and zone appropriately according to land uses identified in the Plan

Synopsis - 1999 Salt Lake County Feasibility Scenarios Report

- Nesbitt Planning and Management, Inc. presented to the Salt Lake County Council of Governments on December 8, 1999 "A Reconnaissance of Potential Annexations and Incorporations Facing Salt Lake County, Salt Lake County Feasibility Scenarios". This study attempted to define the cumulative impact on revenues and service delivery across Salt Lake County.
- The study considered 28 scenarios for 10 unincorporated communities. The study presents the information gathered in three main areas; Base Fiscal Parameters, Revenues and Costs, and Remainders Analysis.
- For whatever reason, when the study projected the cumulative impacts upon the tax bases and revenues of the County and the annexing Cities and discussed the challenges of potential overhead increases for the County with declining service delivery demand, it failed to address the impact to Salt Lake City.
- It was for this reason that the Administration of Salt Lake City at the time of the study, asked City staff to review the study and using the same methodology present to the Administration the impact of the various annexation and incorporation scenarios that are outlined in the Council of Governments commissioned study.
- The resulting study was titled "Wall to Wall Cities"

Synopsis - 1999 Salt Lake City Wall to Wall Cities Study

- Salt Lake City Budget and Policy staff prepared a "Wall to Wall Cities" study at the same time the City was supplying information for Council of Governments commissioned Feasibility Scenario or Wall-to-Wall Annexation Study. The City staff reviewed the history of annexation issues within the City and provided the following information in the Original Study section of the report.

"Holladay, Salt Lake Commissioner Callaghan's efforts to have the State implement legislation to facilitate wall to wall cities], some of the cities surrounding the unincorporated area are beginning to propose extending their boundaries, potentially, into Salt Lake City's annexation declaration boundaries. In 1979, Salt Lake City created its' Master Annexation Policy Declaration which states that Salt Lake City would annex the area containing its water distribution system. The attached map highlights in yellow Salt Lake City's water distribution area. As you can see from the map, the proposed annexation area for Salt Lake City would extend Salt Lake City's current southern boundary out to Creek Road and would go as far west as 1300 East. In 1982, the City Council passed a resolution reaffirming the City's Master Annexation Policy Declaration.

The wall-to-wall city initiative will have a significant impact on Salt Lake City. Salt Lake City has several concerns regarding this initiative. One major concern revolves around Salt Lake City's water, and its' water distribution network."

- The report goes on to state what the different components of the study are and what will be the impact of any annexation plans on the City. The staff chose 4 logical boundaries to divide the potential annexation areas. The only areas discussed in this plan are along the east bench of the Salt Lake Valley. The western potential annexation areas were not dealt with in this report.
- City staff used Property Tax, Sales Tax, Sales Tax Distribution, and Franchise Tax, to figure Revenue in this area. Services that are contained in Enterprise Funds were not included into the calculation of revenue as it is expected that the services would pay for themselves. The staff then attempted to quantify costs in each of the four service areas as best possible.
- The Administration presented to the City Council in 1999 the results of their study. At that time the Council thought it best to bring in an outside consultant to review the work of the staff and help guide them as they reviewed what course the City should take. City staff lent their expertise to the consultant and assisted in gathering and reviewing information as needed. The resulting consultant study presented essentially the same findings as that of the City staff.

Synopsis - 2000 Salt Lake City Wall to Wall Cities Annexation Study

- The consulting firm of Rick Giardina & Associates, Inc. in association with BBC Research & Consulting submitted a final report to the Salt Lake City Council in June of 2000. The study incorporated the efforts and expertise of many City staff. The study kept the same annexation study areas as the City staff report. The consultant did not review those areas on the west side of the Salt Lake Valley.
- The study reviewed all potential sources of revenue and expenses. The study took into account what would be needed within the different areas to conform to current service levels, both public safety and physical infrastructure. The consultant reviewed what capital needs each of the areas had and what the cost of each area would be if the City were to purchase existing County assets, purchase new assets, or rely on current equipment in the City to provide services.
- The end result of the study indicated that even with the massive capital needs of the area the City would be economically ahead if Salt Lake City were to annex all or part of the area to City Creek Road.
- As follow-up to this study the Council adopted a resolution in year 2000 that reaffirmed the City's intent to annex those communities served by the City's water and water distribution area.

Additional Information

- Other Cities such as Murray, Midvale, West Valley City and Holladay have completed consultant and in house studies that identify potential areas of annexation. Some encroach on the boundaries listed in the 1979 Master Annexation Policy Declaration. Of particular note is the annexation studies of Murray and Sandy which advocated annexation to the east of their present boundaries, and the incorporation of Holladay that incorporated a significant portion of the unincorporated area along the east bench of the Salt Lake Valley. Of particular note is that the boundaries of Holladay City do not correspond with their water district boundaries.