

# 8 ANNEXATION AND GROWTH MANAGEMENT

## 8.1 FUTURE GROWTH AREAS: POLICY DECLARATION ON ANNEXATION

Under the State Annexation Statute (UCA10-2-401) which was amended by the Utah State Legislature in 2001, each city is required to adopt an Annexation Policy Plan that identifies a city's proposed expansion area. The Annexation Policy Plan is a guide to the orderly and well-planned annexation and development of lands contiguous to a city's boundaries. It may be modified from time to time to meet changing needs and to reflect the best interest of each community. An Annexation Policy Plan consists of the following elements:

1. Criteria for annexation (annexation standards),
2. A map of the proposed expansion area;
3. A statement addressing comments made by "affected entities" at or within 10 days after the public meeting held by the Planning Commission to receive input as required by State law.

In order to qualify for annexation, a parcel of property must meet the annexation standards as established by Utah Code as well as standards established by the City of St. George.

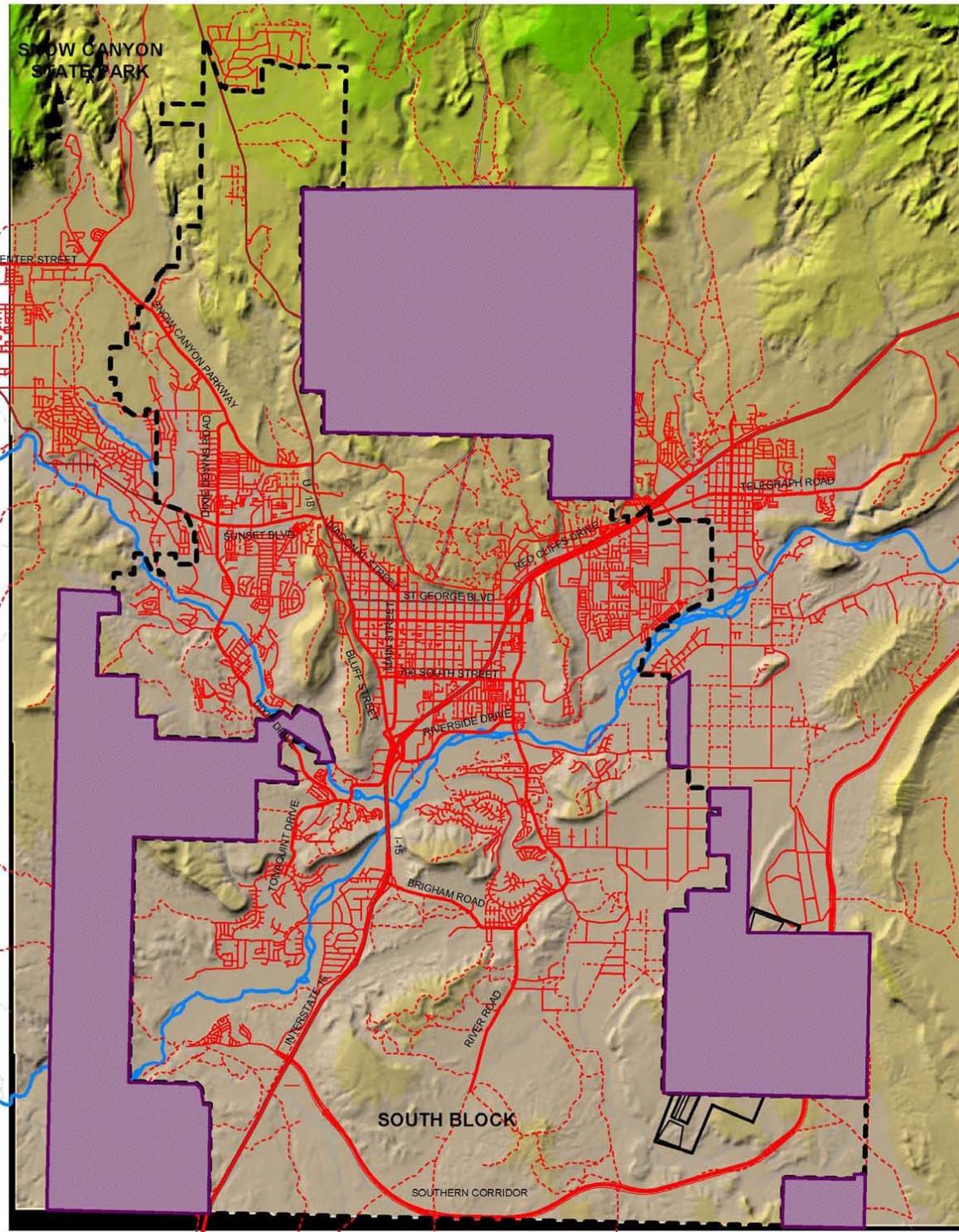
### 8.1.1 ANNEXATION STANDARDS ESTABLISHED BY UTAH CODE:

1. The area to be annexed must be contiguous to the boundaries of the City of St. George at the time the annexation is approved.
2. The territory must lie within the area projected for expansion under the City of St. George Master Policy Declaration on Annexation.
3. The territory cannot be included within the boundaries of another incorporated municipality except as provided by law.

4. The annexation cannot create unincorporated islands within the boundaries of the City except that, under certain conditions, existing islands or peninsulas within a municipality may be annexed in portions.
5. If the proposed annexation includes urban development — the annexation of which would displace services presently being provided by an affected entity applying for boundary commission review — the revenue which would be lost by the affected entity through annexation cannot significantly exceed the affected entity's actual delivery costs of services assumed by the City of St. George. In other words, revenues cannot greatly exceed service delivery costs.
6. The City of St. George cannot annex territory for the sole purpose of acquiring revenue, or in order to limit the capacity of another municipality to annex into the same or related area without the ability and intent to benefit the annexed area by rendering municipal areas in the annexed area.

### 8.1.2 ANNEXATION STANDARDS ESTABLISHED BY THE CITY OF ST. GEORGE:

1. Part or all of the area to be annexed should be developed for urban purposes, or such development should be anticipated in the near future.
2. New City boundaries should conform, wherever practical, with natural topographic features such as ridge lines, streams, creeks, or section lines; established streets, highways or other recognized logical boundaries.



# POTENTIAL ANNEXATION AREAS



3. New City boundaries, if using a street, road, or highway as a boundary, should include land on both sides of the street, etc., within the boundary.
4. Socio-economic and land use characteristics of the area to be annexed should generally be similar to conditions within the contiguous regions of the City.
5. The annexation of peninsulas that extend into unincorporated areas is discouraged and should be avoided.

### 8.1.3 CITY POLICIES REGARDING EXTENSION OF MUNICIPAL SERVICES

Upon the annexation of territory to the City of St. George, the following guidelines with respect to the extension of municipal services will be adhered to.

1. Immediately upon the final acceptance of an annexation by the City, police and fire protection will be extended into the annexed area. However, if fire hydrants, water lines or water capacity are inadequate, fire protection will be compromised. New construction should meet city development standards.
2. Culinary water will be made available to the annexed area. If existing waterlines are inadequate (as determined by the City) or no waterlines are present, the cost of extending adequate water lines shall be paid by the individual(s) desiring the service.
3. Residents of an annexed area will be allowed to connect to the City sanitary sewer system if there is capacity in existing lines. The cost of extending sewer lines shall be paid by the individual(s) desiring the service. The development of any subdivision in an annexed area will be regulated by the City of St. George Subdivision Ordinance.
4. Municipal electrical power will be extended into the annexed area as determined by the Mayor and City Council upon recommendation of the St. George Water and Power Board.
5. Prior to granting permission for any

construction or development in an annexed area, the City will carefully evaluate access and any potential changes in traffic patterns and flow. Using the Road Master Plan as a guide, the City will require adequate access on streets to efficiently handle anticipated traffic patterns or flow.

6. The costs of any street improvements shall be paid by those individuals who desire the improvements, or those who propose new development.
7. Problems encountered as a result of changes in land use shall be solved to the satisfaction of the City by the landowner or developer at his/her expense.

### 8.2 ADEQUATE PUBLIC FACILITIES

The adequacy and availability of public utilities and facilities is a key issue in St. George and surrounding communities. The St. George City Council believes as a general principle that growth should "pay its own way" and that infrastructure necessary to support growth must be developed concurrently as the population increases.

For new subdivisions and major commercial or industrial projects the levels of service (LOS) listed below must be concurrently available if new development is to be approved.

If these basic infrastructure facilities are not adequate, the proposed development must either be denied or deferred until services are available. In some situations, the developer may be willing to advance a necessary service or facility at his own expense in order to satisfy the "adequacy" requirement.

Only three basic public facilities and services are included in the "concurrency" requirement:

- culinary water,
- wastewater and
- roads

These facilities and services represent a critical threshold without which development should not proceed. It is assumed other public services/facilities will be provided through impact fees and/or other governmental revenues in a timely manner that will satisfy public service needs.

The LOS standards for culinary water, wastewater and roads are as follows:

- ❖ **Water - Level of Service.** The minimum LOS for culinary water is to maintain a water system capable of meeting the daily and peak demands of City residents and businesses, including the provision for adequate fire flows. The distribution system must be sized to accommodate peak hourly instantaneous flows with a minimum of 40 psi pressure existing in the system at all points, and shall not fall below 20 psi, to comply with the fire flow standards required by the State (Utah Administrative Code rule 309-105-3).
- ❖ **Wastewater** - The minimum LOS is to maintain a collection and treatment system capable of meeting the daily and peak flows of the service area in compliance with State and Federal standards. The sewer collection lines shall not flow more than 2/3 full under peak flow conditions. The permitted capacity of the treatment facility shall not be exceeded.
- ❖ **Roads** - Developments that will increase traffic volume on collector and arterial road intersections will be required to improve such intersections to maintain not less than LOS D during peak hours (less than 40 seconds average wait at an intersection).

They will be considered concurrently available with development if one of the following applies:

1. The minimum LOS will be available when building permits are issued, or
2. The City has made provisions to meet the service demand in a timely manner by either (a) including the service or facility improvement in its capital improvements program, or (b) establishing a Special

Improvement District to provide the service or facility, or

3. The developer has entered into a binding agreement guaranteeing that the facilities or services will be available when the impacts of the development occur (i.e. at time of occupancy).

### 8.3 PROJECTED MAJOR NEW DEVELOPMENT AREAS

Two large land areas, both within the City limits are likely to be subject to significant development within the next eight years (i.e. by 2010). The two areas are:

1. The State Trust lands south of Bloomington Hills to the Arizona state line, extending easterly from I-15 about five miles.
2. The land area on both sides of Highway 18, extending north to the Winchester Hills subdivision.

A brief description of these two areas and a summary of recommended land uses follows.

#### 8.3.1 STATE TRUST LANDS NORTH OF THE UTAH-ARIZONA BORDER

This area of approximately 10,000 acres consists of undeveloped land with native desert vegetation. The property extends from Bloomington Hills on the north to the Utah-Arizona state line on the south, and from the old CAA landing strip on the east to an area just west of I-15 on the west. The only structures existing at present in the area are the Port-of-Entry buildings and the Visitor's Center and Rest Area located along I-15.

Within this area is the broad plateau known as the "Price City Hills", and a large gypsum and shale formation with irregular topography known as the "White Dome area". The southern portion of this land along the state line is generally flat with some gentle sloping areas. A number of dry washes exist which drain into the Atkinville Wash which runs into the Virgin River west of I-15. The eastern

portion of the State Trust lands drain into the Fort Pierce Wash extending along the eastern portion of the site.

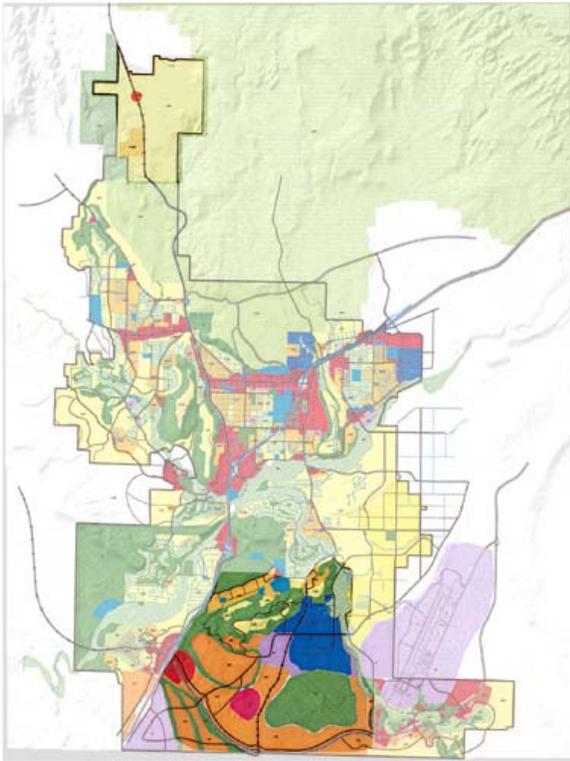


Figure 8-1: A land use map showing the major new development areas of St. George.

Portions of this 10,000-acre State Trust land area contain problem soils with serious development constraints, particularly soils with high gypsum content. There are also some steep slopes and major drainage washes, which will to some extent, constrain and dictate development plans.

The anticipated land uses for this area include mixed residential uses (i.e. single-family lots of varying sizes, townhomes, apartments), neighborhood and regional commercial centers, a major business park near I-15, an expansion of the industrial area south of the present industrial property along River Road (i.e. south of the J&J Block Plant), and various community uses such as schools, churches and parks. The City would prefer to have the Trust land property master planned and developed by one or two developers rather than sold incrementally to numerous

individuals. The large costs for necessary infrastructure, including a new freeway interchange, will require a significant up-front expenditure by either the State School Trust Land Board or by a major developer. The City anticipates a cooperative planning effort for the State Trust lands when development of the area comes closer to reality.

### 8.3.2 HIGHWAY 18 AREA NORTH OF ST. GEORGE

To the north along highway SR-18 is a large land area of approximately 6,000 acres which is likely to experience increasing development pressure in the next five to ten years. The area is now within the City's boundaries, having been annexed in July 2001.

The area is generally bounded by Snow Canyon State Park to the west, Lava Ridge and the Winchester Hills subdivision to the north, Buckskin Hollow and Lava Ridge to the east and Paradise Canyon to the south. The land area contains outstanding views of Snow Canyon State Park and also has dramatic ridges along the east boundary and various natural drainage ways throughout the site.

The main development constraints are the natural terrain features that also give the area its dramatic setting. Any development of the area should have as the top priority the preservation of the unique natural features, such as red rock formations, Lava Ridge to the east and major drainage ways.

It is anticipated that the predominant land use will be for very-low to low density single-family residences, with the possibility of a golf course being part of a development. In addition to residential use, a small neighborhood commercial center along U-18 and an area for professional office space could be part of a development plan. Any development on the west side of U-18 near Snow Canyon State Park should be set back far enough from the ridge line so as to not be visible from the Snow Canyon valley floor.

Most of the land area north of the City, and surrounding the above-described land, lies within the Red Cliffs Desert Reserve Management Area, which is principally a habitat preserve for the endangered desert tortoise. Therefore, with the exception of the newly annexed land area along U-18, the City anticipates relatively little other development to occur north of the City.



*Figure 8-2: The 'White Dome' a central land form of the South Block, with St. George in the background.*



*Figure 8-3: Highway U-18 annexation area, looking north.*