

RESOLUTION NO. R-85-2025

A RESOLUTION OF EAGLE MOUNTAIN CITY, UTAH, ADOPTING THE 2025 EAGLE MOUNTAIN CITY ANNEXATION POLICY DECLARATION

PREAMBLE

WHEREAS, Utah Code §§ 10-2-401.5 through 10-2-403 establish the process for preparing and adopting a municipal annexation policy plan, including required public meetings, hearings, review procedures, and noticing requirements; and

WHEREAS, the Eagle Mountain City along with the Planning Commission prepared a draft Annexation Policy Plan in accordance with Utah Code § 10-2-401.5 and conducted all required public meetings and a duly noticed public hearing, accepted written comments, and subsequently forwarded its recommended Annexation Policy Plan to the City Council; and

WHEREAS, the Annexation Policy Plan functions as an element of the Eagle Mountain City General Plan and supports long-range land use, infrastructure, municipal service, and growth-management objectives; and

WHEREAS, the City Council conducted its own duly noticed public hearing on the recommended Annexation Policy Plan pursuant to Utah Code § 10-2-401.5(4)(c), providing at least 14 days' public notice and the opportunity for public input; and

WHEREAS, the City Council has reviewed the recommended Annexation Policy Plan, public comments, the findings of the Planning Commission, and applicable provisions of State law, and finds that adoption of the Annexation Policy Plan is in the best interest of Eagle Mountain City and will guide responsible future growth and coordinated planning efforts;

NOW, THEREFORE, be it resolved by the City Council of Eagle Mountain City, Utah:

1. **Adoption.** The "Eagle Mountain City Annexation Policy Plan," dated December 31, 2025, attached as Exhibit A, is hereby adopted as an element of the Eagle Mountain City General Plan pursuant to Utah Code § 10-2-401.5.
2. **Submission to County.** The City Recorder is directed to submit a copy of the adopted Plan to the Utah County legislative body within 30 days, as required by Utah Code § 10-2-401.5(5).
3. **Effective Date.** This Resolution shall take effect immediately upon passage.

ADOPTED by the City Council of Eagle Mountain City, Utah, this 2nd day of December, 2025.

EAGLE MOUNTAIN CITY, UTAH


Tom Westmoreland, Mayor

ATTEST:


Gina L. Olsen, CMC
City Recorder



CERTIFICATION

The above Resolution was adopted by the City Council of Eagle Mountain City, Utah on the 2nd day of December, 2025.

Those voting yes:	Those voting no:	Those excused:	Those abstaining:
<input checked="" type="checkbox"/> Donna Burnham	<input type="checkbox"/> Donna Burnham	<input type="checkbox"/> Donna Burnham	<input type="checkbox"/> Donna Burnham
<input checked="" type="checkbox"/> Melissa Clark	<input type="checkbox"/> Melissa Clark	<input type="checkbox"/> Melissa Clark	<input type="checkbox"/> Melissa Clark
<input checked="" type="checkbox"/> Jared Gray	<input type="checkbox"/> Jared Gray	<input type="checkbox"/> Jared Gray	<input type="checkbox"/> Jared Gray
<input checked="" type="checkbox"/> Rich Wood	<input type="checkbox"/> Rich Wood	<input type="checkbox"/> Rich Wood	<input type="checkbox"/> Rich Wood
<input checked="" type="checkbox"/> Brett Wright	<input type="checkbox"/> Brett Wright	<input type="checkbox"/> Brett Wright	<input type="checkbox"/> Brett Wright





Gina L. Olsen, CMC
City Recorder

Exhibit A

Annexation Policy Plan

Purpose

Prior to developing unincorporated land in Eagle Mountain, landowners must petition to annex their property into the City. New annexation proposals will be evaluated carefully and only approved when they advance the City's long-term vision. Each decision will focus on securing assets that align with the General Plan and contribute positively to residents' lives.

Potential Reasons for Annexation

While Eagle Mountain will remain selective in considering annexations, there are circumstances where expanding the City's boundaries may bring important community benefits. Some of the potential reasons for annexation include:

- **Employment and Economic Development:** Attracting technological, light industrial, office, agritourism, and research-oriented uses that provide high-quality jobs close to home.
- **Water and Utility Corridors:** Protecting alignments for water pipelines, power lines, stormwater infrastructure, and potential well sites or other water sources to support the City's long-term growth.
- **Transportation Facilities:** Securing land to accommodate a regional or municipal airport, future transit hubs, or other major transportation facilities that require significant acreage and strategic locations.
- **Energy Infrastructure:** Providing sites for energy facilities such as substations, renewable generation sites, or transmission corridors that are essential for reliable service and long-term sustainability.
- **Prime Commercial Land:** Bringing in strategically located land adjacent to future freeway interchanges or major corridors to create employment centers and expand the City's tax base.
- **Recreational Facilities and Open Space:** Preserving large tracts of land for regional parks, trails, sports complexes, and open space that strengthen Eagle Mountain's identity as an outdoor recreation destination.
- **Environmental Protection:** Managing sensitive lands, wildlife corridors, and natural resources within the City's jurisdiction to ensure consistent stewardship and reduce development pressures in unincorporated areas.

Annexation for these reasons must still meet the requirements of State Code and align with the City's fiscal framework, infrastructure system, and community values.

Process and Framework

Annexations are governed by Utah Code, which establishes the procedures and requirements for reviewing annexation petitions. These laws outline how proposals are initiated, reviewed, protested, and finalized. To help guide local decisions, this plan summarizes the major State requirements, highlights the statutory limitations that must be respected, and adds Eagle Mountain's own priorities. Together, these create a framework of criteria the City can use when evaluating annexations.

State Code Criteria

Utah Code Title 10, Chapter 2, Part 8 requires cities to evaluate annexations based on several key considerations including the following:

- **Community Character:** How does the annexation support the City's existing and future identity?
- **Municipal Services:** What services are needed in the area, and how will they be provided?
- **Service Extension and Financing:** How will utilities, roads, and other infrastructure be extended, and how will the costs be funded?
- **Tax Impacts:** What are the consequences for both existing City residents and those in the annexed area?
- **Impacts to Affected Entities:** How will annexation impact the County, school district, special districts, nearby cities, and other regional partners?
- **Boundaries:** Does the proposal create clear, contiguous boundaries without leaving islands or peninsulas of unincorporated land? How will community resources and obligations be equitably distributed?
- **Landowner Participation:** Have the required landowners consented to the annexation petition in accordance with code? Does the petition meet statutory thresholds for acreage, value, and signatures?
- **Overlapping Local Government Functions:** Are there any overlapping local government functions that can be consolidated?

Statutory Limitations

In addition to the above criteria, Utah Code establishes important limitations. Eagle Mountain must ensure that:

- Annexations are not undertaken solely to generate municipal revenue or to prevent annexation by another city but instead reflect the City's ability and intent to provide municipal services.
- Annexation boundaries are drawn to align with existing special district, school district, or taxing entity boundaries where practicable.

- Annexations near airports, military installations, or School and Institutional Trust Lands Administration (SITLA) project areas comply with additional statutory requirements.
- Annexation exclusions containing urban development within 1/2 mile of the municipality's boundary are justified.

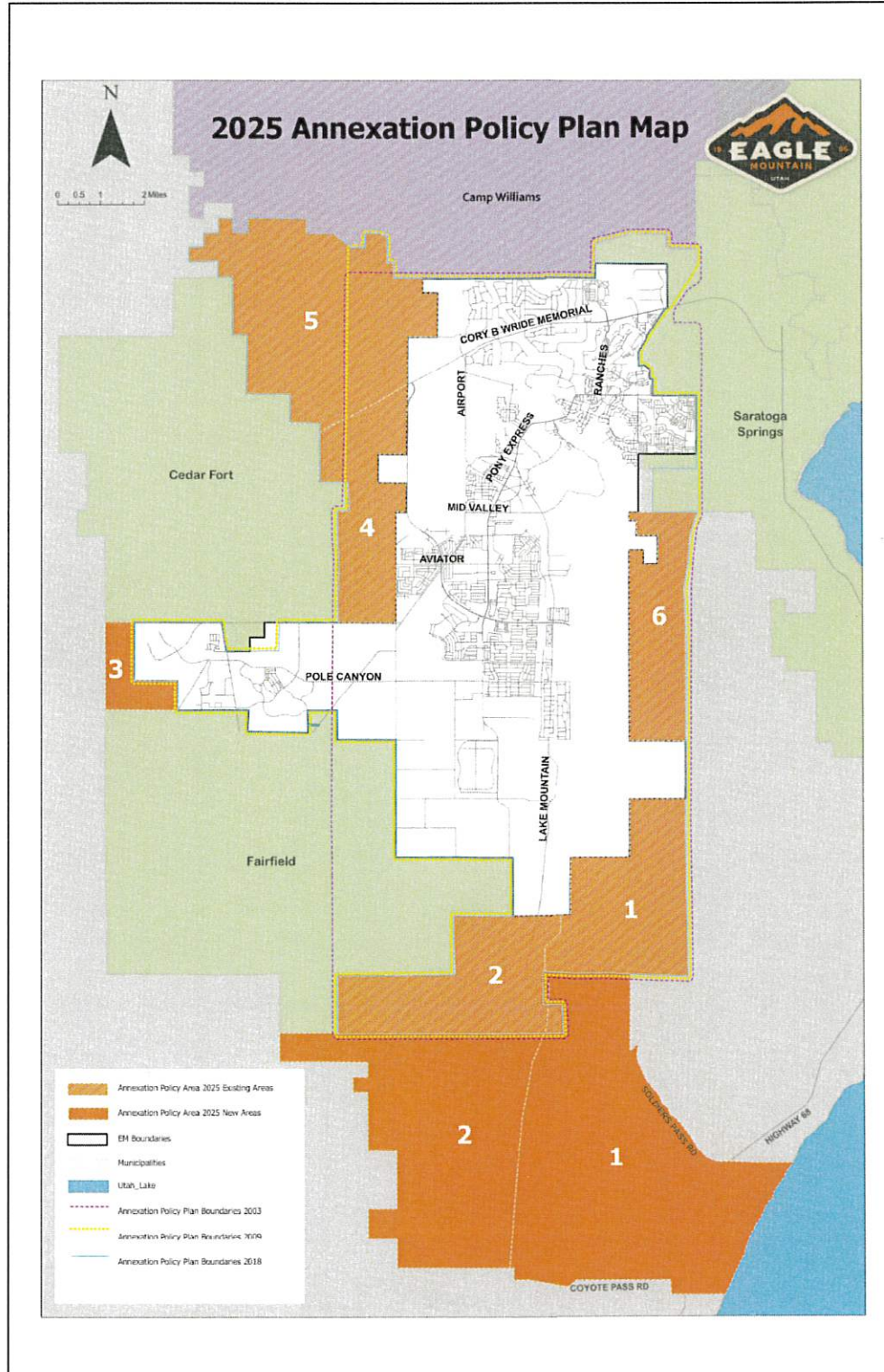
Additional Eagle Mountain Considerations

Beyond the requirements of Utah Code, Eagle Mountain also evaluates annexations through the lens of its community values. Local priorities include:

- **Neighborhood Compatibility:** Ensuring that new areas fit with surrounding neighborhoods and respect the character of nearby communities.
- **Fiscal Balance:** Weighing revenues and costs to make certain that annexations strengthen long-term financial sustainability.
- **Water Availability:** Confirming that sufficient water rights and infrastructure exist to serve new development without compromising current residents.
- **Connectivity:** Extending road, trail, and transit systems in ways that expand access without creating undue maintenance and connectivity challenges.
- **Environmental Stewardship:** Protecting open space, wildlife corridors, and cultural resources within annexed areas.
- **Regional Collaboration:** Coordinating with Utah County, neighboring cities, and other regional partners to ensure annexations support broader regional goals.
- **Developer Commitments:** Ensuring developers provide necessary water rights, participate in infrastructure financing or construction, and submit plans consistent with City standards and the General Plan.
- **Resident Safety:** Assessing the proposed area to avoid or mitigate hazards.

Annexation Map

This map identifies areas that can be considered for potential annexation into Eagle Mountain City, in accordance with the criteria in this document.



Annexation Areas

The 2025 Annexation Policy Map identifies six potential areas where Eagle Mountain may consider future expansion. The map provides a geographic frame of reference, while the following descriptions highlight the opportunities, challenges, and considerations unique to each area. Together, they illustrate how annexation could secure transportation and utility corridors, protect natural and recreational resources, and support regional economic and infrastructure goals in coordination with neighboring communities.

Area 1:

Located southeast of Eagle Mountain near the Utah Lake shoreline and southwest of the Lake Mountains, this area provides a potential connection to Utah Lake and Redwood Road (SR68). It also preserves a possible regional transportation corridor alignment toward Elberta and west Utah County. Annexation could open access to regional recreation opportunities, including trail systems and shoreline amenities, enhancing Eagle Mountain's reputation as an outdoor destination. Benefits include future connectivity to Utah Lake, preservation of a transportation corridor that would strengthen regional mobility and expanded trail and open space opportunities. Challenges include the significant cost of extending infrastructure, potential environmental considerations near the lake, and the need for coordinated planning with Saratoga Springs to prevent conflicts in land use or infrastructure. Careful alignment with State environmental standards and wildlife protection will be critical in this area. Annexation should also preserve future utility corridors, pressure zones, and potential well-sites identified in the City's water planning documents.

Area 2:

This area lies south of the City and to the southeast of nearby Fairfield. Its location provides a strategic opportunity for energy infrastructure, including natural gas, solar generation, or potential small modular nuclear facilities. Annexation would ensure the City retains control over a critical utility corridor and positions Eagle Mountain as a leader in energy development. Benefits include diversifying the City's economy, expanding utility services, providing local employment in advanced energy sectors, and preserving land for a regional transportation corridor to the south. Challenges include significant infrastructure investment, potential visual and environmental impacts, and the need for careful siting to maintain compatibility with surrounding land uses. Coordination with Fairfield will be essential to align infrastructure and land use decisions and to avoid service overlaps. Considerations for this area should include the natural gas transmission line and the electrical corridor.

Area 3:

Situated west of Eagle Mountain and northwest of Fairfield, this area provides continuity in the City's boundaries and helps prevent the creation of unincorporated "islands." It lies along the hillside, west of the Firefly development, and consists mostly of land controlled by the Bureau of Land Management. Annexation would allow Eagle Mountain to guide recreational access and manage open space on the western side of the valley, preserving trailheads and ensuring consistent

land use. Benefits include protection and utilization of natural and recreational lands, and stability of City limits. Challenges are tied primarily to extending infrastructure to undeveloped lands, if needed. Long-term planning should ensure land use aligns with Eagle Mountain's growth framework while preserving recreational opportunities such as trail loops and open space connections. Given the City's projected population growth, annexation here should also be phased to support orderly expansion of services and facilities, as needed.

Area 4:

This area is located in the central Cedar Valley, south of SR73, west of the future Cedar Valley Freeway, and east of Cedar Fort. Annexation in this area should preserve transportation and transit corridors identified in the City's Transportation Master Plan. Annexation could bring economic growth, improved connectivity, and opportunities for transportation and logistics focused uses. Challenges include noise, traffic impacts, and the cost of major infrastructure. Compatibility with residential areas and preservation of open space and wildlife corridors must be carefully planned. Coordination with Cedar Fort will also be important to ensure compatible land use and transportation planning across municipal boundaries.

Area 5:

Bordering Camp Williams on the City's northwestern edge; this area is reached via SR73. Its proximity to Camp Williams makes it suitable for recreation, agritourism, and light industrial uses that diversify the local economy while remaining compatible with military operations. Annexation could provide opportunities for expansion of the City's recreation system, potentially adding new facilities, trailheads, or economic opportunities that highlight the area's rural character. Benefits include diversifying the local economy and protecting open space adjacent to Camp Williams. Challenges include safety, ACUB (Army Compatible Use Buffer) restrictions, extension of utilities, and the need to respect military training operations. Coordination with Cedar Fort and military partners will be necessary, along with careful planning to determine wildlife corridor widths and preserve ecological connectivity. Evaluate opportunities for municipal satellite facilities in this area to improve service response times for the northern region of the City.

Area 6:

Located in the northern Lake Mountains and consisting mainly of land controlled by the Bureau of Land Management, this area offers opportunities for expanded outdoor recreation, including new trailheads, trails, campgrounds, and natural open spaces. Annexation would strengthen Eagle Mountain's position as a recreation destination while preserving scenic views. Considerations include limited infrastructure access, wildfire risk, and the need to safeguard sensitive habitats and wildlife migration routes. Careful planning and adherence to environmental stewardship principles will ensure recreational uses complement ecological health. Coordination with Saratoga Springs will also be necessary, and tourism or vacation-oriented uses should be explored to enhance the area's role as a regional recreation destination. Wildfire risk reduction strategies, including defensible space and fire-resistant land uses, should be emphasized as part of annexation review.

Conclusion

Annexation is not about expanding borders for their own sake, but about making thoughtful, educated decisions that serve the community's future. By following Utah Code requirements while also weighing local priorities, landowner responsibilities, and potential community benefits, Eagle Mountain ensures that annexations are consistent with the City's values, are fiscally responsible, and support the future vision of the community. The annexation areas identified on the 2025 Annexation Policy Map provide a framework for how expansion may occur in ways that protect or enhance natural resources, transportation corridors, and utility rights-of-way; secure recreation and open space; and facilitate economic opportunities. Consideration of the City's adopted master plans and close coordination with neighboring communities such as Saratoga Springs, Cedar Fort, and Fairfield, as well as other regional partners, will be essential to making annexations a positive and sustainable part of Eagle Mountain's long-term vision.

STATEMENT ADDRESSING COMMENTS OF AFFECTED ENTITIES

On November 12, 2025, the Planning Commission held a public meeting to allow affected entities to examine the proposed annexation policy plan and to provide comments on the proposed annexation policy plan in accordance with Utah Code Annotated 10-2-803 (4)(b). Utah Code requires the Planning Commission to accept and consider comments from affected entities for an additional 10 days following the public meeting. Pursuant to Utah Code Annotated 10-2-803 (2)(b), Eagle Mountain City must include a written statement addressing the written comments received from affected entities within the statutory timeframe.

Eagle Mountain City has received three written comments from affected entities asking for modifications to the City's proposed Annexation Policy Plan. The City of Saratoga Springs and the School and Institutional Trust Lands Administration have submitted comments objecting to the inclusion of portions of Area Six in the proposed Annexation Policy Plan. They have asked that Eagle Mountain City remove those portions from the Annexation Policy Plan prior to adoption to facilitate their annexation into the City of Saratoga Springs. Eagle Mountain City also received a written comment from Fairfield Town objecting to any portions of the proposed Annexation Policy Plan that overlap with Fairfield's existing plan. For the reasons outlined in this statement, Eagle Mountain City declines to amend its proposed Annexation Policy Plan in response to these written comments.

The City declines to amend its proposed Annexation Policy Plan in response to the portions of the City's proposed expansion map that SITLA and Saratoga Springs objected to because those areas are not changes to the current plan. SITLA and Saratoga Springs object to portions of Area 6 in the expansion map. Area 6 has been a part of the City's Annexation Policy Plan expansion map since the adoption of the 2009 Annexation Policy Plan. Given this longstanding history as part of the City's expansion area, the City sees no compelling reason to change its expansion map. While those portions of Area 6 remain unincorporated, there appears to be compelling justification for changing the City's map.

In its written comment dated November 20, 2025, Fairfield made five objections to the proposed Annexation Policy Plan to the extent that its map overlaps with Fairfield's existing expansion map in its Annexation Policy Plan. Fairfield's comments can be summarized as follows: 1) Fairfield adopted its Annexation Policy Plan prior to the filing of the ENYO/Quicksilver application with Utah County; 2) the ENYO/Quicksilver project will negatively impact Eagle Mountain roads and traffic; 3) Eagle Mountain's desire to include the ENYO/Quicksilver project in its proposed Annexation Policy Plan demonstrates an improper motive on the part of Eagle Mountain City to seek revenue generation at the expense of the factors outlined in Utah Code Annotated 10-2-806 (the comment refers to the prior numbering of section 806); 4) the ENYO/Quicksilver project has not been sufficiently vetted; and 5) the Fairfield Mayor previously met with Eagle Mountain City officials and provided a copy of Fairfield's adopted Annexation Policy Plan.

Fairfield also asserts in its comment that it is reserving its rights to object to any future annexation petition. Specifically, Fairfield indicates that it is reserving its right to protest a future

annexation petition, close roads, enforce land use laws, seek Boundary Commission review, and seek any other administrative or legal remedies available to it.

Eagle Mountain City finds Fairfield's objections as outlined in its comments to be unpersuasive and declines to amend its proposed Annexation Policy Plan in response. In adopting an Annexation Policy Plan, the Utah Code requires cities to consider the following criteria: 1) attempt to avoid gaps between or overlaps with the expansion areas of other municipalities; 2) consider population growth projections for the municipality and adjoining areas for the next 20 years; 3) consider current and projected costs of infrastructure, urban services, and public facilities necessary to facilitate full development of the area within the municipality and to expand the infrastructure, services, and facilities into the area being considered for inclusion in the expansion area; 4) consider, in conjunction with the municipality's general plan, the need over the next 20 years for additional land suitable for residential, commercial, and industrial development; and 5) consider the reasons for including agricultural lands, forests, recreational areas, and wildlife management areas in the municipality. The Utah Code also requires that cities consider the following criteria in drawing the boundaries for annexation expansion areas in an Annexation Policy Plan: 1) the boundaries should be drawn along the boundaries of existing special districts and special service districts for sewer, water, and other services, along the boundaries of school districts whose boundaries follow city boundaries or school districts adjacent to school districts whose boundaries follow city boundaries, and along the boundaries of other taxing entities; 2) they should be drawn to eliminate islands and peninsulas of territory that is not receiving municipal-type services; 3) they should be drawn to facilitate the consolidation of overlapping functions of local government; 4) they should be drawn to promote the efficient delivery of services; and 5) they should be drawn to encourage the equitable distribution of community resources and obligations. In weighing these various policy requirements set out in the Utah Code, Eagle Mountain City finds that they weigh in favor of the current expansion areas in the proposed Annexation Policy Plan.

Fairfield's first objection states that it adopted its plan prior to the approvals granted to ENYO for the Quicksilver project. While this may be true, it is completely irrelevant to Eagle Mountain City's decision on its adoption of its Annexation Policy Plan.

Fairfield's second point that the ENYO/Quicksilver project will negatively impact Eagle Mountain City's roads and traffic is an irrelevant consideration in adopting the proposed Annexation Policy Plan. The Utah Code outlines relevant considerations for adopting annexation policy plans. The fact that an already approved project might negatively impact existing infrastructure and traffic is not a consideration under the statute. As such, this point is irrelevant.

Fairfield's third point accuses Eagle Mountain City of seeking to include the ENYO/Quicksilver project in its annexation expansion area for improper purposes. Specifically, Fairfield accuses Eagle Mountain City of including the ENYO/Quicksilver project solely for revenue generation merely on the basis of its inclusion in the annexation expansion area. While it is true that the ENYO/Quicksilver project is in the expansion area, so is a lot of other land that is not part of that project and nevertheless overlaps Fairfield's annexation expansion area. Eagle Mountain City's stated goals are to provide transportation services, increase connectivity, maintain recreational opportunities, provide for environmental and wildlife stewardship, and

provide utilities and transportation infrastructure to support current and future energy projects. The land included in Areas 1 and 2 all align with these goals.

Fairfield's fourth objection is based on a claim that the ENYO/Quicksilver project has not been appropriately vetted and further analysis is necessary prior to annexation. To the extent that the point has any merit on an already approved project, it is irrelevant to the adoption of the proposed Annexation Policy Plan. The adoption of an Annexation Policy Plan and associated annexation expansion area map does not guarantee that an annexation petition will be approved. Rather, it simply allows a potential annexation to occur. While the claim that there are multiple corporate entities involved in the ENYO/Quicksilver project is completely unremarkable, consideration of its effect on an annexation petition is premature.

Fairfield's fifth objection in its comment that Eagle Mountain City had received a copy of Fairfield's Annexation Policy Plan prior to initiating consideration of the proposed Annexation Policy Plan is ultimately outweighed by other factors. There is strong evidence to suggest that Fairfield adopted its Annexation Policy Plan for improper purposes and with full knowledge that it overlapped with Eagle Mountain City's annexation expansion area. When Fairfield adopted its Annexation Policy Plan it explicitly states that Fairfield knew it overlapped with portions of Eagle Mountain City's existing Annexation Policy Plan and that its intended purpose was to prevent that expansion. Section 9.1 of the Annexation Policy Plan indicates that this is intended to be a natural expansion area; however, the shape of the area, as well as statements in the document itself, belies this claim. It completely wraps around Eagle Mountain City's existing southern border and heads up north along the City's eastern border. It also wraps around Fairfield on the west and heads up north along Eagle Mountain City's western border. One of Fairfield's Annexation Policy Plan's stated goals in Section 9.1 is to prevent Eagle Mountain City from surrounding Fairfield's southern border as was outlined in Eagle Mountain City's then existing annexation expansion area. Ironically, Fairfield's annexation expansion area does exactly what it accuses Eagle Mountain City of doing. It surrounds Eagle Mountain City completely on its southern border and wraps around on the east and the west. It also acknowledges on the face of the document that Fairfield knows it is overlapping Eagle Mountain City's already established annexation expansion area while doing so. Thus, Fairfield's implied assertion that Eagle Mountain City's possession of Fairfield's plan prohibits it from containing overlapping areas lacks merit and is hypocritical. Also, Fairfield's stated purpose of seeking to prevent Eagle Mountain City's expansion southward is not aligned with the Utah Code's annexation statutes and is improper.

Contrasting with Fairfield's stated goal of seeking to prevent Eagle Mountain City from annexing any more land along its southern border, Eagle Mountain's stated goals all align with the required considerations outlined in the Utah Code and outweigh any considerations that the expansion area overlaps with Fairfield's. The stated goals for Area 1 in the proposed Annexation Policy Plan are to provide transportation services, increase connectivity, maintain recreational opportunities, and provide for environmental and wildlife stewardship. The stated goals of Area 2 are to provide utilities and transportation infrastructure and connectivity to support current and future energy projects. It also seeks to preserve transportation corridors for future transportation needs. All of these goals align with the items that a city must consider in drafting annexation policy plans. Given that Fairfield established its annexation expansion area at least in part for

improper purposes and Eagle Mountain City's annexation expansion area is being included on the basis of reasons that are consistent with the Utah Code, the consideration that the annexation expansion areas overlap is ultimately outweighed by other factors.

The overall tenor and message of Fairfield's written comment is mostly focused on its objections to the ENYO/Quicksilver project rather than a principled objection to the inclusion of any overlapping areas. It includes many points that are completely irrelevant to the determination of whether to include particular expansion areas in the proposed Annexation Policy Plan, such as the traffic impacts of the ENYO/Quicksilver project construction. Most troubling, the Fairfield comment includes statements that it reserves its rights to close roads and exercise its land use authority. Fairfield does not have authority to close roads or exercise land use authority in Eagle Mountain City. Nor are such powers relevant to the adoption of the proposed Annexation Policy Plan. Rather, they appear to be threats directed at ENYO that it will use its governmental authority to obstruct the Quicksilver project. In addition to being extremely troubling that a municipality in Utah would levy such threats against a business, it demonstrates a desire on Fairfield's part to not provide services within at least a part of the annexation expansion area of the proposed Annexation Policy Plan.

Of the three written comments received from affected entities, none require adjustments to the proposed Annexation Policy Plan. The comments received from the City of Saratoga Springs and SITLA refer to areas that has been within the City's Annexation Policy Plan in excess of 15 years and provide no compelling reason why they should be removed. Likewise, Fairfield's comment is not well taken and no adjustments are being made based on the objections provided in the comment because the factors supporting including the area outweigh any factors counseling against including it.