Payson City General Plan

Chapter 1 - Introduction

What is a General Plan?

General Plans come in many different shapes, styles, and levels of detail and often even under a different name such as “Master Plan” or “Comprehensive Plan.” In short, a General Plan is a guide to the future development pattern of a community. An effective General Plan gives the City Council and staff an opportunity to take a peek into the future when planning for roads, parks, schools, infrastructure sizes, and commercial and industrial needs. Having a plan for the future can save a significant amount of taxpayer money by placing infrastructure in the right places and having adequate capacity.

Maybe even more important than the advanced planning activities of the General Plan, is the ability it gives citizens to create the type of community desired. A meaningful General Plan can significantly influence future development patterns. There is a desire for Payson City to be unique and identifiable amongst the urban and suburban landscape of the Wasatch Front. It will take a lot of forethought and planning to avoid the urban sprawl pattern of the Greater Salt Lake City area.

The greatest challenge of constructing a General Plan is attempting to predict the future. Typically, the life span of a General Plan is about twenty years. If we look back twenty years, in the late seventies and early eighties, things we now take for granted were non-existent or at least rare. The Internet, now almost second hand, was not even discussed. Very few offices had facsimile machines, let alone personal desktop computers. Eight track tapes were the mode of music, cable television did not exist, and not a thought was given to compact discs. The Americans with Disabilities Act, now a guiding force for design, was yet to be adopted. The list of advances could go on and on, but it is clear that predicting the future is shaky at best. It is for this reason that the General Plan, regardless of how well conceived, needs to be continually reviewed and updated in consideration of the latest and most accurate information. However, it is critical to understand the existing plan and the reasoning behind the adoption of the plan prior to making any fundamental directional changes. General direction and values should remain consistent through the amendment and updating processes.

The General Plan may not include all areas delineated in the Annexation Policy Plan. The Annexation Policy Plan includes all of the geographic area that is even conceivable to be annexed at any future date. In contrast the General Plan includes areas that are anticipated to be annexed and developed in approximately the next twenty years.

How was the General Plan Prepared?

Each municipality in the state is required to prepare and adopt a General Plan. The Land Use Management Act, § 10-9-101 et. seq. of the Utah Code Annotated (UCA) is the guiding force for land use planning in Utah municipalities. Specifically, § 10-9-301 et. seq. UCA delineates the form, preparation and ingredients of the General Plan. According to § 10-9-302 UCA, the Planning Commission “shall make and recommend to the legislative body (City Council) a proposed General Plan for the area within the municipality.” It further states that the plan may include areas outside of the municipal boundaries if it is determined that the area is related to the planning of the City. This is interpreted by the Planning Commission to be any area that is, or is likely to be in the future, provided municipal services by Payson City.

In accordance with state guidelines, the body of the General Plan consists of several “elements” that focus on specific areas of planning emphasis. Several elements are suggested including land use, transportation and circulation, environmental, public services and facilities, rehabilitation, redevelopment and conservation, economic development, financial, implementation, and any other element the municipality
considers appropriate. General Plans take many different forms and include many different styles. The key
to a successful General Plan is preparing a document that will provide meaningful information to those
making land use decisions for the community. If the proper size of water lines, sewer lines, street widths,
and other infrastructure can be determined, there are great savings in doing things once.

The Payson City Planning Commission prepared the General Plan incorporating citizen and staff input. In
the preparation of each element, a citizen group was organized to discuss the issues surrounding the
particular element. Along with the citizen input, appropriate City staff members were asked to provide
input regarding specific implementation needs. Each of the elements was then reviewed in order to prepare
a General Plan Map, which is a graphic representation of the General Plan.

According to § 10-9-303 (6) (b), “The legislative body may adopt an ordinance mandating compliance with
the General Plan.” However, the Payson City Council has prepared the General Plan to act as a guide for
future development. The specific land use regulations, as well as permitted, conditional and accessory uses
can be found in Title 19 of the Payson City Code, also known as the Zoning Ordinance. Proposals for
re zoning land from one land use designation to another should be consistent with the intent of the General
Plan. Minor exceptions may be made when it can be shown that a particular land use is more appropriate in
a specific area than the more broad distinctions on the General Plan Map. However, if appropriate, the
General Plan should also be amended to reflect the change in the land use pattern.

**How is the General Plan Organized?**

The General Plan is broken into several sections called elements. Each element explores a different topic
relating to the future growth and development of the community, with the exception of the Historic
Element. The Payson City General Plan also includes an introduction, a community background,
information about the natural and cultural resources of the City, a section on annexation and growth
management, and a summary. The elements of the General Plan include:

1. Rehabilitation, Redevelopment, and Conservation (historic) Element – The Rehabilitation,
   Redevelopment, and Conservation Element gives a glimpse into the history of the City. Understanding
   how the City developed provides information about the heritage of the City and the desires of those
   who made decisions on our behalf in the past. The Rehabilitation, Redevelopment, and Conservation
   element can help us answer the question, “How do you know where you’re going, if you don’t know
   where you’ve been?”

2. Environmental and Open Space Element – The Environmental and Open Space Element serves to
   protect environmentally sensitive areas in the community by encouraging additional restrictions in
   sensitive areas. The Environmental and Open Space Element also encourages the preservation,
   protection and even creation of open space areas in the form of parks, trails, view sheds, ridgeline
   protection, and recreational facilities.

3. Transportation and Circulation Element – The Transportation and Circulation Element serves as a
   future guide for the location, size, and type of future roadway facilities. The element also provides an
   assessment of what can be done with existing transportation facilities to improve the quality of the
   roads and accommodate growth in the community.

4. Public Services and Facilities Element – The Public Services and Facilities Element provides a plan for
   the effective and efficient provision of public services, including public safety, water, sewer, and
   electrical power. The plan will help the City prepare for the future expansion of public facilities as the
   community continues to grow and develop.

5. Economic Development Element – The Economic Development Element will help the future decision
   makers in the community strive for a balanced tax base by planning for areas of commercial and
   industrial development. Areas for effective economic development are limited and must be preserved
   for that purpose.
6. Financial Element – The Financial Element assesses the financial practices of the City at the present time and provides suggestions for increased financial stability in the future. The element looks at the City budget, enterprise funds, and other revenue and expenditures of City government.

7. Land Use Element – The Land Use Element is primarily the graphic representation of the General Plan. The element is a compilation of the information found in the other elements graphically represented in map form. The Land Use Element will be used as a guide for all future land use decisions including zoning, subdivisions, and annexations.

8. Affordable Housing Element – The Affordable Housing Element is a plan for the provision of a variety of housing units available to residents of moderate or low income. The plan assesses the need for housing units over the next five years and should be updated annually.

9. Trails Element – The trails element addresses the need for non-motorized trails in the community. Corridors for trails must be identified very early in the development process and protected for future use. The element also provides information about how to fund trail development.

Where do we go From Here?

As current and future land use decisions are made, the General Plan will act as a guide in the location, density, and type of development. As the community continues to grow and change, there will undoubtedly be need for adjustments and amendments to the General Plan. However, these adjustments and amendments should be made only after taking into consideration the intent of the General Plan. Decisions regarding the size and type of infrastructure, location of major intersections, location of public facilities, the compatibility of existing and future land use, and other critical considerations have already been set into motion with the adoption of this General Plan.

The General Plan should be reviewed prior to all zone change and annexation decisions for consistency with the plan. The plan should also be reviewed in regards to historic preservation, provision of open space, placement of public facilities, preparation of the municipal budget, and any other decisions that could affect the future landscape of the City.
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Chapter 2 – Background

Payson City is nestled against the foothills of the beautiful Wasatch Mountains in southern Utah County. It was colonized in October of 1850 by Mormon pioneers and originally named “Fort Peteetneet” after the Ute Indian Chief Peteetneet, meaning, “little waters.” The City was incorporated in January of 1853 and the name was changed to Payson in honor of its founder, James Pace. With a current population of approximately 14,000, Payson is a community rooted in tradition, but aggressively pursuing a progressive future, as is evidenced by four National Register Historical Buildings, and the largest business park south of Salt Lake City.

Payson residents have been diligent in preserving the culture of the community with annual events such as the Scottish Festival, Salmon Supper, and Onion Days Celebration. Our close proximity to the mountains provides a wonderful backdrop for residents and a gateway to one of Utah’s most beautiful scenic byways – the Mt. Nebo Loop National Scenic Byway. Resting at the base of these mountains is Gladstan Golf Course. This eighteen hole municipal facility uniquely utilizes the mountainous surroundings to create a breathtaking and surprisingly challenging golf course.

Memorial Park

Payson’s Memorial Park has been called one of the most beautiful small parks in the nation. It was built in 1919, soon after the close of World War I, and is believed to be the second park in the United States dedicated to the dead and surviving soldiers of that war. Two hundred and six new, young trees were planted in remembrance of each of Payson’s veterans to complement the existing stately century-old trees. This beautiful, peaceful park is also graced with a lovely pond, creek, curved walks, lawns and flowerbeds. Celebrations are centered here and countless family reunions are held in the park. Band concerts are presented every Sunday evening during the summer months in the historic bandstand.

Celebrations

The first Onion Days Celebration was held in 1929 when the nation was in the throes of the Great Depression. To promote business, the governor of Utah asked cities to select their best product and build a celebration around it. Payson produced excellent fruit, hay, grain, and other crops, but at the time local farmers had introduced a promising new field crop of onions and a great future was seen for the lowly onion. Thus “Golden Onion Days” was born and continues each Labor Day weekend featuring such events as a grand parade, art, flower, and crafts displays, the Payson Community Theater, fireworks, ballgames, and more.

The annual Salmon Supper began in 1953 as a fundraiser for one of the Latter Day Saint wards. In the early 1990’s, Payson City took over the event to continue in the tradition of public involvement and volunteerism. Each year on the first Friday in August, approximately 2,800 people enjoy a wonderful Alaska salmon supper, as well as locally grown corn on the cob, coleslaw, and fresh rolls. Proceeds from the Salmon Supper are used for community improvements such as signs for city parks and buildings, park boweries, playground equipment, and crosses for the Veteran’s Memorial.

The Scottish Festival is held each year during the second weekend in July. Jerry Chatwin, who at the time was the band director at Payson High School, began the festival in 1984 and incorporated a Scottish Pipe
Band auxiliary unit into the high school marching band. The first festival hosted 1,200 visitors and today over 8,000 people enjoy the celebration which includes a procession that simulates the gathering of the clans, Highland dance competitions, traditional Scottish athletic events, pipe bands, Scottish wares and food purveyors. Seven of the original families who settled Payson were of Scottish heritage.

**Payson Power**

Payson was the first community south of Salt Lake City to have electrically lighted homes. In 1890, four Payson men built one of Utah’s first electrical systems. Establishment of the plant became a matter of record in the minutes of City Council Meeting on Oct 1, 1890. The men petitioned the Council for permission to erect poles and stretch wires on the streets and alleys of Payson. A generator had been installed in a shed west of the gristmill and a small water wheel on Peteetneet Creek had furnished power for the mill since 1880. Electric lights were turned on for the first time on December 24, 1890.

There were countless problems concerning the new electrical lighting system. The light was not steady and there was a constant hissing sound. Some believed the electric lights would never be a success. Originally only a few homes and stores were lighted, but as it gained in popularity more lines were extended and more homes were wired for lighting.

After two years of operation at the mill the plant was moved, on February 24, 1892, to a brick building designated today as 51 East 100 South and the waterwheel was replaced with a steam engine. On September 31, 1897, Mayor James S. Peery, on behalf of Payson City, signed papers authorizing the purchase of the system for the sum of $2,000. The plant was then moved to the mouth of Payson Canyon and power was provided to the City via a two-wire 110-volt line.

Payson City Power has seen many changes, transitions, and improvements over the years, and on March 18, 1987 the first two generators were delivered to the current site of the power plant on North Main Street. Today the power plant provides power to about 5,000 utility accounts.

**Payson Hospital**

Dr. A.L. Curtis opened the first hospital in Payson in 1914 in rooms above the drug store located on the southwest corner of Main Street and Utah Avenue. Prior to this time it was necessary for patients to be transported via train to Provo for surgical procedures. In 1922, Dr. Curtis purchased a two-story residence that was converted into a nine-bed hospital. The Curtis Hospital filled the needs of the times and was said to have been a “blessing for not only Payson, but for surrounding towns as well.” To meet the needs of a growing community, in 1936 construction began on a new hospital. The site chosen for the new hospital was a city block bounded by Utah Avenue and 100 South, and 400 West to 500 West. This area had formerly been Payson’s City Park. Many years and several additions later, the building now houses Payson City Offices, Justice Court, and Senior Center. Payson City is now home to the Columbia Mountain View Hospital, a full service facility, located at 1000 East Highway 198.

**Water Systems**

The first Payson pioneers dipped water from Peteetneet Creek and carried it to their wagons and cabins for culinary use. Later, a community well was dug in the middle of the fort, and later still, private lines were attached to natural springs to provide water into homes and businesses. By 1910, plans were underway for a citywide waterworks system. It was discovered that several good natural springs existed, as well as a fall of 1,400 feet from the mountain springs that would provide plenty of force for household water and “unlimited power for fighting fires”. In 1913 an additional reservoir was built at the mouth of Payson Canyon. The system was updated in the 1950’s and in 1974 the springs and tanks were updated, then in 1977-78 the entire distribution system was renovated. Renovations and improvements to those original springs continue today ensuring efficient and proper use of this valuable natural resource.
The early settlers were among the first to use irrigation as a means of watering their crops. Dams and canals were built, as well as a series of canyon retention reservoirs that were constructed from 1877-1891. Construction on a pressurized irrigation system was begun in 1991 and brought on-line in 1992. Two cement ponds distribute water from Payson Canyon and Strawberry High Line Canal and provide irrigation water to residents within the Payson City limits for the watering of lawns and gardens from April through October. The pressurized irrigation system provides a very efficient and economical use of the limited amount of water. Prior to the pressurized irrigation system all of the springs and wells were being used to capacity to meet the drinking water needs as compared to today where primarily only the springs and one well are needed to meet the needs of the community. Today, Payson City enjoys excellent, safe drinking water and economical irrigation water with sufficient supplies of drinking water for future needs.

**Residential and Economic Growth**

Payson City is primarily a residential community with a small, but effective commercial base. The community began as a fort during the Indian wars, and has continued to grow since that time. Payson City is home to the Mountain View Hospital, which anchors the community’s medical economy. A wide variety of housing has always been available in the City although the predominant land use pattern is single-family homes.

In recent years, the development of the Payson Business Park, expanded commercial areas, and a growing number of professional services, has allowed the economy of the City to grow and diversify. It is anticipated that as residential growth continues, retail and industrial development will increase.
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Chapter 3 – Adoption and Amendment Process

Authority

The Payson City General Plan is adopted under the authority of § 10-9-301 through § 10-9-307 of the Utah Code Annotated, 1953, as amended. If any Chapter or Section of this General Plan is found to be illegal, arbitrary, or capricious by a court of competent jurisdiction, that Chapter or Section shall be null and void and the remainder of this General Plan shall remain in full effect.

Adoption Process

This General Plan has been adopted in accordance with § 10-9-303 of the Utah Code Annotated, 1953, as amended. After composition of the General Plan, the Planning Commission held a public hearing, after no less than fourteen (14) days of public notice, and forwarded a recommendation for approval to the City Council. The City Council, after no less than fourteen (14) days of public notice and a public hearing, adopted this General Plan together with the General Plan Land Use Map.

Amendment Process

This General Plan may be amended from time to time in accordance with § 10-9-304 of the Utah Code Annotated, 1953, as amended. In order to amend the General Plan, the Planning Commission, after no less than fourteen (14) days of public notice, will forward a recommendation to the City Council for approval, further amendment and approval, or denial of the proposed amendment. The City Council, after no less than fourteen (14) days of public notice, may amend, further amend and approve, or deny the proposed amendment to the General Plan. Amendment of the General Plan Land Use Map, shall be considered an amendment to the General Plan and shall follow the amendment procedures set forth in this Chapter.
Payson City General Plan

Chapter 4 – Elements of the General Plan

Chapter 4.1 Rehabilitation, Redevelopment, and Conservation (Historic) Element

Prepared by the Historic Preservation Committee under the direction of Planning Commissioner Joan Jones

Acknowledgments

Payson City would like to thank the members of the Historic Preservation Committee for their time and efforts in preparing the Rehabilitation, Redevelopment, and Conservation Element of the Payson City General Plan.

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John Futch                                           Cynthia Vest

This General Plan Element has been prepared in accordance with § 10-9-302 (e) of the Utah Code Annotated 1953, as amended, which reads:

The General Plan, with the accompanying maps, plats, charts and descriptive and explanatory matter shall show the planning commission’s recommendations for the development of the territory covered by the plan, and may include, among other things... a rehabilitation, Redevelopment, and Conservation Element consisting of plans for historic preservation and the elimination of blight and for redevelopment, including housing sites, business and industrial sites, and public sites.

Introduction

The purpose of the Rehabilitation, Redevelopment, and Conservation Element is to provide information about the history of Payson City and to formulate goals, policies and procedures for the preservation, conservation, rehabilitation, and redevelopment of buildings and structures in the City.
It was on October 20, 1850, that a small group of Mormon Pioneers arrived on the banks of Peteetneet Creek to colonize a new settlement. The families of James Pace, John Courtland Searle and Andrew Jackson Stewart, were the original three families totaling sixteen people. This first small settlement was enclosed inside a fort of wooden pickets and began to grow and take shape in spite of frequent conflicts with the Native Americans living in the vicinity.

In 1851, Brigham Young changed the name of the settlement from Peteetneet to Pacen in honor of James Pace who was the designated leader of the pioneer company. In 1883, the spelling was changed when the Territorial Legislature passed an act incorporating Payson City - not Pacen City. The new spelling possibly originated from a town in Illinois left behind by the Mormon Pioneers. Payson City was incorporated twelve years before Utah was made a state.

Unlike many Mormon settlements which held closely to the Plat of Zion, organized development and land use planning was not evident in the early years of the City. The first homes in the settlement were built on 300 North and the main entrance into the settlement was from the east on what is now 100 North. The Wightman Hotel was built on 100 North in 1880 and was one of the largest and finest hotels in the County. Unfortunately, the hotel was destroyed by fire in 1923.

When the telegraph came to the City in 1866, the poles were installed along what is now Main Street and the business community flocked to the area. By 1880, three two-story brick buildings constructed by the Douglass family had been erected on Main Street between 100 North and 100 South. Each building was constructed using the same building plan. Presently, only one of the buildings, the Hyrum Lemons and Mary Elizabeth Douglass General Store remains. The building is located at 99 South Main on the east side facing west.

In 1883, the Presbyterian Church on 200 South Main was dedicated. That same year the opera house on 100 East and Utah Avenue was built with the Betts Hotel connected on the north wall of the opera house. These structures provided diversity and culture to the young community.

In 1890, the first electric lights were turned on in the City. By 1897, the Payson Power Department was providing electrical service to the residents. In the early years, residents were only allowed to have a single light bulb. Several years later, the City fathers reluctantly allowed the residents to also have a light bulb in the barn. The following year, the Simons Block was constructed on 80 South Main Street. The Joseph Wightman Building, also built in 1898 and right next to it, appears to be part of the Simons Block. However, the building is, in fact, a separate structure.

In 1900, the Payson Exchange Savings Bank was built facing west on the corner of Utah Avenue and Main Street. The bank building later housed the library and City offices. The Lewis Block building was constructed in 1903 and also faced west on the other corner of Utah Avenue and Main Street.

Outside of the business district, a chapel was built by the Church of Jesus Christ of Latter Day Saints during 1896 and 1897 at 110 South 300 West. The chapel is commonly referred to as the “green church” and is still in use today. The Peteetneet School was built on the hill on the east side of the community in 1901. The school has been restored by the People for the Preservation of Peteetneet (PPP) and is used today as a cultural arts facility for the City. Many cultural events and celebrations are held at the school.

Many of the original buildings are no longer standing. Some of the more prominent buildings that have been demolished include:

- The original Payson City Hall located on South Main Street. The City Hall was the first brick building erected in the City and was built in 1870. The first high school south of Salt Lake City occupied the second story in 1873. A belfry was added in 1896 that signaled the nine o’clock curfew and served as the fire alarm for the City.
- In 1906, a Mormon Tabernacle was constructed at about 175 North Main Street. The building was razed in 1974 and Central Bank is now located on the site.
- The first public hall in the City was constructed on the corner of Main Street and 100 North in 1860.
• In 1895, the Central School was constructed on South Main Street.
• The Sanford Wilson building, a beautiful two-story brick building was constructed at 8 South Main. The building opened to the corner with arched entrances on the east to Main Street and on the north to Utah Avenue. The building was demolished in 1930.
• At 3 North Main, the corner of Main Street and Utah Avenue, the Samuel Douglass building was constructed in 1895 facing east. The building was demolished in 1953.
• The George Hancock Building was built in 1895 between Utah Avenue and 100 North Main Street and faced west.

Payson’s narrow Main Street has long been a challenge for the City, but could now become an asset. Much speculation exists about the future of Main Street through the existing commercial district. One idea discussed by the Historic Committee was to create a landscaped pedestrian/walking mall in the Historic District of Main Street. Parking and entrances from the rear of the businesses would add convenience. Many of the buildings pre-date the automobile and the street does not lend itself to high traffic volume.

Beyond the built form, Payson City has many events and celebrations that help create a sense of community. Events such as Onion Days, the Scottish Festival, the Salmon Supper, Sunday Band Concerts in the park, and many other community events add to the cherished “small town atmosphere” of the City.

Payson City still has many lovely old buildings that should be preserved as part of our heritage. With today’s construction standards and costs, many of the buildings are irreplaceable. The City also has traditional events that have become a part of each resident’s life. It is imperative that we preserve the historic landmarks, as well as the time-honored traditions for future generations.

At the turn of the century (2000) Payson City, with assistance from the State of Utah, implemented the Main Street program aimed at restoring the historic structures. Since that time, significant improvements have been completed along Main Street with cooperation and participation from the owners of the historic buildings.

Conservation Trends

Following a review of recent development trends, the Historic Committee finds reasons to be excited and concerned about historic preservation efforts in the City. In the past few years, preservation efforts have garnered wide community support in instances such as the Peteetneet School, the Opera House, and many residential structures. Meanwhile, many treasured buildings have been demolished such as the Mormon Tabernacle. The Committee recognizes that historical preservation is complicated and expensive in light of new construction, seismic, and access issues. However, the preservation of our history is worth the effort and expense.

Clearly, while much has been done in the community, more could be and must be accomplished if we are to preserve the remaining historic buildings and traditional community events. The Committee is hopeful that this element to the General Plan will serve to educate our residents about the past and encourage them to preserve our heritage.
City Ordinance Review

Following a review of current City ordinances and their effect on the preservation of historic buildings and traditional events, the Historical Committee supports the adoption of the Historic District Overlay Zones in the Zoning Ordinance that will allow historic areas and buildings to be protected. These overlay zones were enacted to preserve historic residential dwellings, monuments, historic buildings, parks and other significant areas of the community.

In particular, the committee would propose a Historic Downtown District located between 100 North and 100 South on Main Street. The City is fortunate to have a unique Main Street, different from any other in the County. In many ways Main Street is already a shopping mall. The committee would suggest that business owners maintain the warm, small town atmosphere with a “turn of the century” theme. Strong appropriate sign regulations, architectural design guidelines, and sensitivity to traffic patterns will maintain the charm and atmosphere of the district. The City should require the storeowners to improve and maintain the parking areas behind the buildings and encourage patrons to enter from the rear of the buildings as well as the front.

The committee would also encourage the City to adopt and enforce strong landscaping standards, a beautification and removal of junk ordinance, and use redevelopment funds to restore Main Street storefronts. The City should also enact ordinances and resolutions to encourage revitalization of economically distressed areas.

Neighborhood Preservation and Improvements

Payson City residents carry many characteristics that will allow historic preservation to be successful. City ordinances, resolutions, and proclamations should encourage and promote:

- Strong family values
- Friendly and caring citizens
- Cooperation at all levels
- Pride in the clean and orderly appearance of our City
- Pride in our pioneer heritage

Specific activities and events that would promote historic preservation include:

- Sunday evening band concerts in the park
- Community theater productions
- A summertime Farmer’s Market
- Community-wide spring clean up week
- Church/School/Community service projects
- Volunteer help at the Peteetneet Academy and City Center museums
- Payson Onion Days celebration
- Payson Scottish Festival
- Youth recreation programs and construction of a recreation center
- Installation of antique lights along Main Street
- Creation of a replica of the pioneer fort that could be displayed on Main Street
- Involvement in the Payson Historical Society, the Daughters of the Utah Pioneers and other civic clubs
- Outdoor music on Main Street
- Carriage rides on Main Street
- A monthly community calendar of events published
- Flags posted at the north entrance of Main Street
- Seasonal decorations along Main Street
- Salmon Supper in the park
- Auctions, art, antique, and craft shows
Citizen Survey of Buildings and Structures Suggested for Preservation

The Historic Committee completed a survey of the community and would suggest that the following structures be included as landmarks and buildings to be preserved. Where appropriate, these landmarks and buildings should include plaques, markers, artist renderings, drawings, pictures, etc.

Community Landmarks

- Payson Memorial Park for service men of World War I (1919) - The park has several individual areas that should be preserved including the bandstand, the Pioneer Mill Stone Monument (1950), the Old City Hall Bell Monument (1961), the Alexander Keele Monument (1931), and the memorial to military men who gave their lives monument (1951)
- Payson Centennial Park
- Payson Constitution Park
- Cow Lane Monument
- Nebeker Grove Monument (to be erected)
- Chief Walker Roadside Marker located at 800 South Highway 198
- Original pioneer campsite, October 20, 1850 Marker located at 350 West and 400 North (1931)
- Markers of the four corners of the original fort located at 200 East Utah Avenue, 200 West Utah Avenue, 362 North 200 West, and 363 North 200 East

Buildings and Structures

- Peteetneet Academy and Museum (1901) located at 10 South 600 East - The building has been restored and is in good condition. It is currently used for art exhibits, the Daughters of the Utah Pioneers Museum and store, a reception center, and various art, dance, music, and karate classes.
- Opera House (1883) located at 100 East Utah Avenue - The building has been restored and is in good condition. It is currently being used as a restaurant.
- John E. Betts Hotel (1882) adjoins the Opera House - The building is in fair condition and is currently used as an apartment building.
- Robert W. Smith Hotel (1885) located at 208 West Utah Avenue - The building is in good condition and is currently being used as an apartment building.
- Payson Hotel (1875) located at 144 West Utah Avenue - The building is in good condition as is being used as a private residence.
- Nebeker School (1863) located at 289 North 200 West - The school is also known as the Rock School because it was built from rocks taken from the old fort wall which had stood across the street from the school. The school is in good condition and is being used as a private residence.
- Curtis School (1866) located at 215 North 300 East - The school was named in honor of George Curtis, a school board trustee.
- Done School (1866) located at 310 East 400 South - The school was named in honor of Abraham Done, a school board trustee. The school is also known as Swett School and the Mill School.
- Mormon (LDS) Church (1896-1897) located at 110 South 300 West - The building is in good condition and is currently being used as a church.
- Presbyterian Church (1885) located at 200 South Main Street - The building is in fair condition and is being used as a church.
• First Security Bank Building located at 95 North Main Street - The building is in good condition and is being used as a bank. (Currently Wells Fargo Bank)
• Lewis Block Drugstore (1903) located at 2 North Main Street - The building is in good conditions and is being used as a commercial business.
• Joseph Wightman Building (1898) located at 80 South Main Street - The building is in good condition and is being used as a commercial business.
• Everett Richmond Pioneer Log Cabin (1873) located at 100 South 500 West - The building is in good condition and is being used as a museum.
• Simons Building (1891) located at 86 South Main Street - The building is in good condition and is currently being used as a commercial business and private residences.
• Payson Savings Bank (old library) located at 2 South Main Street - The building is in fair conditions and is currently being restored.
• Badham’s Building - The building is in fair condition and is being used as a commercial business.
• J.C. Penny Building - The building was completely renovated in 2000 and currently houses the Payson City Municipal Library.
• Chipman Building located at 50 West Utah Avenue - The building is in poor condition and is being used as a commercial business.
• IOOF Building located at 38 West Utah Avenue - The building is in fair condition and is being used as a commercial business.
• Joseph Franklin Trevort Home (1892) located at 228 West 100 North - The home is in good condition and is being used as a private residence.
• William Wignall Home (March 1857) located at 100 East 400 North - The home is in good condition and is being used as a private residence.
• Joseph Reece Home (1890) located at 392 East Utah Avenue - The home is in good condition and is being used as a private residence.
• Otto Erlandsen Home (1910) located at 286 East Utah Avenue - The home is in good condition and is being used as a private residence. The architecture of the home was inspired by Frank Lloyd Wright.
• Jack Dixon Home (1897) located at 230 North Main Street - The home is in good condition and is being used as a private residence.
• John H. Dixon Home (1893) located at 200 North Main Street - The home is in good condition and is being used as a private residence.
• Heber Curtis Home (1892) located at 59 East 400 North - The home is in good condition and is being used as a private residence.
• George Patten Home (1876) located at 46 East 300 North - The home is in good condition and is being used as a private residence.
• Joseph Smith Jones Home (1868) located at 110 South 600 East - The home is in good condition and is being used as a private residence.
• Blanchard Dixon Home located at 189 South 100 East - The home is in good condition and is being used as a private residence.
• Samuel Douglass Home (1874) located at 215 North Main Street - The home is in good condition and is being used as a private residence.
• Charles Edgar Cloward, Sr. and Etta Moesser Home located at 317 East 100 South - The home is in good condition and is being used as a private residence.
• James Miller Jones Home (1875) located at 192 South 600 East - The home is in good condition and is being used as a private residence.
• Jones Home located at 187 South 600 East - The home is in good condition and is being used as a private residence.
• Henry Nebecker Home located at 400 West 400 North - The home is in good condition and is being used as a private residence.
• Charles Craven Home located at 400 West Utah Avenue - The home is in good condition and is being used as a private residence.
• Hyrum Lemons Home located at 100 East 100 South - The home is in good condition and is being used as a private residence.

Goals and Policies

Goal: Maintain a sense of heritage as the community grows.

Policy: The City will need to create and support an historic preservation committee that will dedicate their efforts to the retention of the community’s past.

Goal: Incorporate an historic theme into the design of new projects near historic buildings.

Policy: The City will support design criteria that will be compatible with the historic setting in appropriate areas of the community.

Summary

Payson City has a rich heritage of “turn of the century” architecture, traditional events and celebrations, and significant landmarks. If the future development of the City is completed with the similar pride, vision, and commitment of the past, the City can look forward to the retention of quality development and our small town atmosphere. Preservation must start now and be continued in the future in order to provide our citizens, both present and future with a glimpse of our past. This look into the past will foster community pride and a commitment to carry on the efforts and determination of those who have given us our rich heritage.
Chapter 4.2 Environmental and Open Space Element

Prepared by the Environmental and Open Space Committee under the direction of Planning Commissioner Kris Gourley.

Acknowledgments

Payson City would like to thank the members of the Environmental and Open Space Committee for their time and efforts in preparing the Environmental and Open Space Element of the Payson City General Plan.

Planning Commissioner Kris Gourley Jared Hanson
Councilmember Duane Frisby Karen Hanson
Kent Fowden Becky Jackson
Sue Fraley Ed Lazenby

This General Plan Element has been prepared in accordance with § 10-9-302 (b) of the Utah Code Annotated 1953, as amended, which reads:

The General Plan, with the accompanying maps, plats, charts and descriptive and explanatory matter shall show the planning commission’s recommendations for the development of the territory covered by the plan, and may include, among other things... an environmental element that addresses (i) the protection, conservation, development and use of natural resources, including the quality of air, forests, soils, rivers and other waters, harbors, fisheries, wildlife, minerals, and other natural resources; and (ii) the reclamation of land, flood control, prevention and control of the pollution of stream channels and other environmentally sensitive areas, the prevention, control, and correction of the erosion of soils, protection of watersheds and wetlands, and the mapping of known geologic hazards.

Introduction

The purpose of the Environmental and Open Space Element is to provide information about and plans for the protection of environmentally sensitive areas and the provision of open spaces in the community. The preservation and management of environmental and open space resources is essential to the growth, diversity, and quality of life in the community. This element also guides City leaders in the formulation of goals, policies and procedures for the protection of environmentally sensitive areas such as, but not limited to, wetlands, floodplains, hillsides, streams and lakes. The implementation procedures for this element can be found in Title 21 of the Payson City Code entitled Sensitive Lands.

Environmental and Open Space Trends

As Payson City continues to grow, the need for environmental protection and the provision of open space continues and is even more critical than in the past. A review of environmental and open space trends would indicate that the City has taken a proactive stance on these issues that should be supported and continued. At present, City ordinances provide density incentives for the protection of the environment and the provision of open space. The City has adopted an ordinance to address floodplains and floodways, and a Sensitive Lands Ordinances to protect environmentally sensitive areas.

Environmental and Open Space Ordinance Review

The Environmental and Open Space Committee, following a review of the environmental and open space ordinances of the City would suggest that Title 21, Sensitive Lands, be kept up to date in order to protect wetlands, floodplains, streams and lakes, and other environmentally sensitive areas.
Environmental Goals

The Environmental and Open Space Committee has identified several goals that should be a priority for the City Council to review when considering development adjacent to or protection of the natural environment of Payson City.

Goal: Preservation of “P” Mountain and other Prominent Hillsides

Policy: The City Council will encourage the preservation of the existing state of “P” Mountain and other prominent hillsides such as, but not limited to, West Mountain, Red Point, and Dry Mountain. Development should be encouraged or required to keep all rooflines of any structure below the natural grade of the hillsides. This may include proper setbacks, building height restrictions, and the use of proper roofline slopes, materials and colors.

Goal: Restrict Building on Steep Slopes

Policy: Development on hillsides with average slopes greater than twenty (20) percent should be reviewed for stability, proper soils, adequate access for emergency vehicles, view sheds, soil erosion, and other environmental factors. Development on hillsides with average slopes greater than thirty (30) percent will not be allowed. Amendments to Title 21, Sensitive Lands should be completed to reflect these development goals.

Goal: Development of an Effective Trail System

Policy: The City has prepared and adopted an official trail plan for the City. Future trails, where possible, should be placed in areas that should be preserved as sensitive areas such as, but not limited to, Peteetneet Creek, Dry Creek, and Payson Canyon. As developments are proposed, the City should also encourage trails in developments that link to other trails in the community. Where possible, the trails should be attractively landscaped, separated from vehicular traffic, lighted, and accessible to the public. The trails should be constructed for longevity and multi-use, and properly maintained by the City or a homeowners association as the case may be.

Goal: Encourage Open Space and Green Space in the City

Policy: The City should encourage open space throughout the community. As new developments are approved, open space and parks should be a primary consideration. At present, the City offers density incentives for the provision of open space. This program should be continued and supported by the City Council.

The City should also encourage improvement of the vacant lots in the community. There could be programs set up for the donation of appropriate parcels to the City in exchange for tax benefits or development considerations.

The committee would recommend that the City Council begin a tree planting program to promote the planting of trees in the community and encourage developers to preserve trees whenever possible in the development process.
Goal: Keep Title 21, Sensitive Lands Ordinance Updated and Effective

Policy: Title 21, Sensitive Lands Ordinance will restrict development in wetlands, lands in the floodplains and floodways, steep slopes, fault lines, and other environmentally sensitive areas of the community. Some of these areas could be adopted by school children or other civic groups for care and maintenance.

Goal: Develop Recreational Facilities

Policy: The City needs to plan for the creation of recreational facilities as growth continues. Ball fields, soccer fields, parks, trails, facilities for our senior citizens, and a recreation center will need to be constructed in order to provide adequate recreational opportunities to the citizens.

The City Council should consider the development of the horse race track into a multi-use recreational facility. It is a large parcel centrally located in the community. While horses are an important part of our heritage, a very small percentage of the citizens participate in the equestrian activities. The racetrack should be preserved as an equestrian facility, but could be re-designed to allow other recreational uses as well.

Goal: Protection of Air Quality

Policy: The City Council can help to protect air quality by encouraging clean, safe industry to locate in Payson City. The City should also consider air quality when planning for efficient traffic circulation. Development that would have a negative impact on the quality of our air should be strongly discouraged.

Goal: Conservation and Protection of Water Resources

Policy: The City must encourage the efficient use of water resources. Citizens, through incentives, should be rewarded for efficient water use such as, but not limited to, the use of native and low water usage landscaping, conservation measures in development and housing designs, and other water saving ideas. Likewise, the wasting of water should carry a significant fine for any citizen engaged in such an activity.

As the community continues to grow, the new growth must bring adequate water to the City to meet the needs of any proposed development. The City should deny any development proposal that cannot supply, transfer and divert water to the City.

The City should make every effort to protect the quality of the drinking water including the springs and wells owned by the City for drinking water purposes. Development should be strictly limited in wellhead and spring protection areas.

Goal: Create Recycling Programs and Composting

Policy: The City should support and encourage efforts to recycle solid waste items such as plastic, glass and aluminum. In 2001, the City began a green waste program that will recycle yard waste for composting purposes. The City should continue to support such efforts.

Goal: City Beautification

Policy: The City has adopted a beautification ordinance to encourage citizens to keep their properties clean and neat. Again, incentives and awards may be more effective in this effort, but fines should await those less willing to participate in the beautification of our community.
Summary

As Payson City continues to grow, protection of the natural environment will become increasingly important. In general terms, areas that are more easily developed have been developed and in many cases, environmentally sensitive areas remain. Hillsides, areas with a high water table, wetlands, floodplains, and other sensitive areas remain and are under ever-increasing development pressure. The City supports proper and environmentally conscious development patterns.
Chapter 4.3 Transportation and Circulation Element

All elements of the General Plan need to interrelate to form a cohesive plan. The Transportation Element is an important element of the plan. Without a functioning, active and well thought out transportation plan, other elements of the General Plan will not function. Determining how roads and sidewalks connect people to businesses, schools, trails and other functions can be a daunting task. Providing attractive forms of transportation to get people and goods from one point to another within and outside of our city should be one of the top priorities in our planning efforts.

For many years, Payson has been a bedroom community. Many people commute from Payson to work in neighboring cities. A limited commercial base has required many residents to meet their needs outside of the City resulting in lost sales tax revenue for the community. Payson is at the beginning of a transition from a small enclave to a prosperous commercial and retail center. Residential development is increasing and the City is experiencing rapid growth. It is important for the City to maintain a balance between residential and commercial development. As new residents locate in Payson, businesses will also be attracted. Having a well thought out transportation system that integrates with the other elements of the General Plan will be one of the driving forces behind commercial expansion.

Many people think of transportation as roads. Indeed, in our society, roads are the main means of travel. Over 95% of all trips in the Western United States are by automobile, largely due to the fact that cars are often more convenient. Over the years the design of suburbia has developed around cars, making us more dependent on their use. Today, many people will not walk around the block to talk to a neighbor, let alone walk downtown. This has led to the design of other forms of transportation such as sidewalks, trails, bicycle lanes, transit, etc. being an afterthought in the planning and growth of our cities. Trails are requested by citizens for recreation, exercise and for travel to various destinations. Sidewalks are demanded for the safety of our children and for others that want a place to walk. As Payson continues to develop, it is important to make informed decisions on the type of facilities that will be needed.

**Truck Route**

The City Council has identified a truck route through the community to allow large vehicles to travel through the community and avoid unsuitable roads and, to the extent possible, residential neighborhoods. The truck route adopted by the City Council reads as follows:

The following streets are hereby designated as “truck routes”, and the truck route designations are exclusive. Any large vehicle or truck as herein defined shall use only those routes specified herein or additional temporary routes as shall be established by the Street Department and appropriate public safety officials either by written permission upon application to deviate from the truck route, or by the posting of temporary road signs during the period of temporary or alternate truck routing. Any vehicle driven on any other streets than those herein designated, which is controlled by these regulations, shall be deemed in violation of this resolution and the driver thereof shall be guilty of a class C misdemeanor.

1. State Route 198 via 100 West and 100 North from the south city limits to the east city limits.
2. State Route 115 via Main Street from 100 North to the north city limits.
3. State Route 147 via Utah Avenue from 800 West to the west city limits.
4. 800 South from 300 West (stop light) to 1700 West.
5. 1700 West from the south city limits to the north city limits.
6. 1100 West (known as the truck route) from Main Street to Utah Avenue.
7. 920 North from Main Street to and including 500 East north of 700 North (known as the Rayloc truck route).
8. Interstate 15 including all exits from I-15 to their juncture with the closest designated truck route.

Other streets as designated by express written permission by the City subject to such necessary regulations as are set forth in written permission in order to accommodate necessary deviation of truck traffic from designated truck routes.
The above truck routes shall not apply to trucks delivering merchandise to or from local businesses or established truck terminals, or to residences, or to construction trucks delivering to or returning from construction sites where it is not possible to use a designated truck route.

**Master Street Plan**

The Master Street Plan addresses the current and future roadway, pedestrian and bicycle lane system. It also addresses the major transportation facilities and their future needs. These needs include the placement of new roads, the purpose of their location and the overall view of what the transportation network will look like for our Annexation Policy Plan area. Determining which areas of the City will have the most pressing needs and addressing them is a major undertaking of the plan.

Defining and designating street classifications for the road network in Payson is a high priority. There are basically four types of road classifications. They are:

**Freeway:** The freeway is a divided, major right-of-way, with controlled access and separated grade crossings. Obviously, Interstate 15 is the only road of this type in the area.

**Arterial:** An arterial road is also a major right-of-way serving the principle network of through traffic to the freeway and other arterial roads. There are two types of arterial roads, major and minor. Generally, these roads have denser uses near them, such as commercial, high-density residential and other high-intensity uses. Care should be taken in planning access to these roads. Commercial and high-density residential driveways should be staggered and shared whenever possible. Low-density residential driveways and local streets should not exit onto these facilities, nor should these uses be located on these roads. SR-198 and Main Street between SR-198 and I-15 are examples of this type of facility. Major arterials should have 60 feet of paved road, including 5-twelve foot travel lanes. Minor arterials should have the same pavement width of 60 feet.

**Collector:** A collector road moves traffic between arterial roads and local streets. Care should be taken on locating too many uses on this type of street, though homes and businesses can abut them. This is still a heavier use road, funneling traffic from the local streets to arterial roads. Design of these roads should be for through movement. Examples of this type of street are 600 East, 400 North, 500 West and Main Street between 300 South and Payson High School. A collector road should have 50 feet of paved road including 4-twelve and one half foot travel lanes.

**Local:** A local street is designed for direct access to residential, commercial, industrial and other uses. The facilities should be designed so that through movements are avoided. Pedestrian safety and a sense of neighborhood should be a goal achieved on these streets. Most streets in Payson fit into this category. A local street should have 40 feet of paved road including 4-ten foot travel lanes.

All roads in the city are designated as one of the above classifications. Additionally, all future collectors and arterials are identified. Listed in the Master Street Plan Table (below) are the current and future collector and arterial roadways for Payson.
### Master Street Plan Table

#### Major Arterials (road currently exists)

**East/West Roads**
- 8000 South UC between 3200 West UC (Main Street) and past Arrowhead Trail
- 9600 South UC between American Way (future construction) and 5600 West UC
- 100 North/SR-198 between past 1600 West UC and 100 West
- 800 South between SR-198 and American Way
- 10200 South UC between SR-198 and 4600 West UC

**North/South Roads**
- 5600 West UC between past 8000 South UC and past 11600 South UC
- American Way (4600 West UC) between Spring Creek Drive and 11800 South UC
- American Way (1100 West) between about 450 North and 200 North
- 100 West/SR-198 between 100 North and past 12400 South UC
- Main Street between past 8000 South UC and 100 North

#### Major Arterials (future construction)

**East/West Roads**
- 8000 South UC between 3200 West (Main Street) and 5600 West UC

**North/South Roads**
- American Way between Knaack Drive and Spring Creek Drive
- American Way between about 200 North and Utah Avenue
- American Way between Main Street and curves down to about 450 North
- 1600 West UC between SR-198 and Goosenest Drive

#### Minor Arterials (road currently exists)

**East/West Roads**
- Arrowhead Trail/600 North/700 North between past 2200 West UC and Main Street
- Utah Avenue between 100 West and 4400 West UC
- 10400 South UC (Utah Avenue) between about 4800 West UC and 5600 West UC
- 800 South between 600 East and Peteetneet Bypass Road
- 800 South between Main Street and SR-198
- 12400 South UC between SR-198 and 5600 West UC

**North/South Roads**
- 4800 West UC between past 8000 South UC and 9600 South UC
- American Way (4800 West UC) between 12000 South UC and past the Highline Canal
- Turf Farm Road between 800 South and 1130 South
- Main Street between 800 South and Dry Creek
- 600 East between 100 North and 800 South
- 1400 South between Main Street and 930 West

#### Minor Arterials (future construction)

**East/West Roads**
- Utah Avenue between 4400 West UC and about 4800 West UC
- 800 South between Peteetneet Bypass Road and Main Street
- 1400 South between Main Street (future construction) and Turf Farm Road (future construction)
- 12000 South UC between Main Street (future construction) and SR-198

**North/South Roads**
- Turf Farm Road between 1130 South and 12000 South UC
- Main Street between Dry Creek and 12000 South UC

#### Collectors (road currently exists)

**East/West Roads**
- 8800 South UC between 5600 West UC and 4500 West UC
- 9200 South UC between 4400 West UC and 3550 West UC
- 9600 South UC between Irrigation Canal Road and 5600 West UC
- 400 North between American Way and 600 East
- 100 South between 800 West and 100 West
- 100 South between 1000 East and past 1600 West UC
- 300 South between 800 West and 800 East
- Salem Canal Road between 800 East and past 1600 West UC
- 11200 South between Goosenest Drive and 2000 West UC
- Goosenest Drive between 2200 West UC and past 1600 West UC
### North/South Roads

<table>
<thead>
<tr>
<th>Road Name</th>
<th>Mileage Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>5200 West UC</td>
<td>between 10400 South UC and 11500 South UC</td>
</tr>
<tr>
<td>5200 West UC</td>
<td>between 12000 South UC and past the Highline Canal</td>
</tr>
<tr>
<td>Turf Farm Road</td>
<td>between 12400 South UC and SR-198</td>
</tr>
<tr>
<td>930 West</td>
<td>between 800 South and 1130 South</td>
</tr>
<tr>
<td>800 West</td>
<td>between 100 South and 800 South</td>
</tr>
<tr>
<td>500 West</td>
<td>between Utah Avenue and 800 South</td>
</tr>
<tr>
<td>3550 West UC</td>
<td>between 9200 South UC and 400 North</td>
</tr>
<tr>
<td>400 West</td>
<td>between 400 North and Utah Avenue</td>
</tr>
<tr>
<td>Main Street</td>
<td>between 300 South and 800 South</td>
</tr>
<tr>
<td>500 East Loop Road</td>
<td>between Bamberger Road and 700 North</td>
</tr>
<tr>
<td>600 East</td>
<td>between 700 North and 100 North</td>
</tr>
<tr>
<td>Mt. Nebo Road</td>
<td>between 800 South on south</td>
</tr>
<tr>
<td>1000 East</td>
<td>between 100 North and 100 South</td>
</tr>
<tr>
<td>Gooseneast Drive</td>
<td>between Salem Canal Drive and 2200 West UC</td>
</tr>
<tr>
<td>1400 East</td>
<td>between 10300 South UC and Salem Canal Road</td>
</tr>
</tbody>
</table>

### Collectors (future construction)

<table>
<thead>
<tr>
<th>Road Name</th>
<th>Mileage Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>9200 South UC</td>
<td>between 5600 West UC and 4400 West UC</td>
</tr>
<tr>
<td>5200 West UC</td>
<td>between 11500 South UC and 12000 South UC</td>
</tr>
<tr>
<td>4800 West UC</td>
<td>between 9600 South UC and 10400 South UC</td>
</tr>
<tr>
<td>Turf Farm Road</td>
<td>between 12000 South UC and 12400 South UC</td>
</tr>
<tr>
<td>930 West</td>
<td>between 1130 South and 12000 South UC</td>
</tr>
<tr>
<td>500 East Loop Road</td>
<td>between the Arrowhead Trail and Bamberger Road</td>
</tr>
<tr>
<td>2340 West UC</td>
<td>between SR-198 and 10300 South UC</td>
</tr>
</tbody>
</table>

### Master Street Plan Map

The Master Street Plan Map shows all the current and future roadways in and around Payson. Many of the current roadways listed as collector and above are not presently up to the standards listed in this element. Future development and any major road project that the city or state construct should design any current roads to the new standards. Future roads on this map can deviate from their proposed locations. They are shown here as an indicator of the general location and type of new roads that should occur.
Stop Sign Plan

Part of the Master Street Plan should address the need for traffic control devices throughout Payson. Over time, all through streets intersecting other through streets should have should have some kind of traffic control at them. At the present time, a Stop Sign Plan is being prepared. With the identification of all the current collectors and arterial streets shown in the Master Streets Plan, the adoption of a Stop Sign Plan should be done soon. The recommendations in this plan should effectively channel traffic on our streets while creating a better definition of our local streets.

Intersection Improvements

Payson currently has two traffic lights. Many areas of the city have had considerable amount of traffic growth since these lights were installed. Main Street at 600 North has had a 14% increase in traffic between 1995 and 1997. This equates to almost 1,500 more vehicles a day. SR-198 south of 800 South has had an increase of 40% in this same time period. Since UDOT owns the majority of the major roads in Payson, any new traffic lights on these roads must be warranted under UDOT’s standards.

To be proactive in this regard, current and future traffic light locations should be identified. Information has been gathered on traffic counts and movements for each current location and submitted to UDOT. UDOT will determine whether our data warrants the need of a UDOT study. Traffic lights are expensive, and other options should also be studied. Roundabouts are one option currently being proposed for many Utah roads. Studies show that they often function at small and medium sized intersections better than traffic lights. They are also less expensive, bringing down costs, which can allow UDOT to make improvements quicker.

<table>
<thead>
<tr>
<th>Current Traffic Lights</th>
</tr>
</thead>
<tbody>
<tr>
<td>100 North SR-198/Main Street SR-115</td>
</tr>
<tr>
<td>SR-198/800 South</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Proposed Intersection Improvements</th>
</tr>
</thead>
<tbody>
<tr>
<td>I-15 north side ramps/Main Street SR-115</td>
</tr>
<tr>
<td>I-15 south side ramps/Main Street SR-115</td>
</tr>
<tr>
<td>Main Street SR-115/600 North or</td>
</tr>
<tr>
<td>Main Street SR-115/400 North</td>
</tr>
<tr>
<td>100 West SR-198/300 South or</td>
</tr>
<tr>
<td>100 West SR-198/Utah Avenue</td>
</tr>
<tr>
<td>100 North SR-198/600 East</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Proposed Future Intersection Improvement</th>
</tr>
</thead>
<tbody>
<tr>
<td>Main Street SR-115/ American Way</td>
</tr>
<tr>
<td>Utah Avenue/American Way</td>
</tr>
<tr>
<td>800 South/American Way</td>
</tr>
<tr>
<td>800 South/Turf Farm Road</td>
</tr>
<tr>
<td>800 South/800 West</td>
</tr>
<tr>
<td>SR-198/1300 South</td>
</tr>
<tr>
<td>SR-198/12000 South UC</td>
</tr>
<tr>
<td>Turf Farm Road/12000 South UC</td>
</tr>
<tr>
<td>SR-198/1600 West UC</td>
</tr>
</tbody>
</table>
Intersection Improvements Map
**UDOT Traffic Volumes**

Traffic volumes are shown to compare the difference in traffic growth on Payson’s main thoroughfares. The most significant growth in numbers is on Main Street in the north end of the city. This information can be used in deciding where improvements need to be addressed and where development should be curtailed until road improvements can take place.

**UDOT Average Daily Traffic Volumes**

<table>
<thead>
<tr>
<th></th>
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<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>I-15 north of Main Street</td>
<td>28,130</td>
<td>32,460</td>
<td>38,438</td>
<td>10,308</td>
<td>36.6%</td>
</tr>
<tr>
<td>I-15 north of 800 South</td>
<td>19,205</td>
<td>22,165</td>
<td>26,270</td>
<td>7,065</td>
<td>36.8%</td>
</tr>
<tr>
<td>I-15 south of 800 South</td>
<td>18,175</td>
<td>20,970</td>
<td>24,875</td>
<td>6,700</td>
<td>36.9%</td>
</tr>
<tr>
<td>Main Street at 600 North</td>
<td>10,820</td>
<td>12,295</td>
<td>14,375</td>
<td>3,555</td>
<td>32.9%</td>
</tr>
<tr>
<td>100 North at 1000 East</td>
<td>6,865</td>
<td>7,100</td>
<td>8,340</td>
<td>1,475</td>
<td>21.5%</td>
</tr>
<tr>
<td>100 North at 100 East</td>
<td>6,550</td>
<td>7,105</td>
<td>8,877</td>
<td>2,327</td>
<td>35.5%</td>
</tr>
<tr>
<td>100 West at 300 South</td>
<td>5,000</td>
<td>6,995</td>
<td>8,382</td>
<td>3,382</td>
<td>67.6%</td>
</tr>
<tr>
<td>SR-198 at 1000 South</td>
<td>5,000</td>
<td>6,995</td>
<td>8,382</td>
<td>3,382</td>
<td>67.6%</td>
</tr>
<tr>
<td>Utah Avenue at 200 West</td>
<td>2,295</td>
<td>1,915</td>
<td>1,988</td>
<td>-307</td>
<td>-13.4%</td>
</tr>
<tr>
<td>800 South at Turf Farm Rd.</td>
<td>1,030</td>
<td>1,195</td>
<td>8,300</td>
<td>7,270</td>
<td>705.8%</td>
</tr>
</tbody>
</table>

**Street Maintenance**

Maintaining functional and well-kept streets needs to be addressed by the city. Currently, most streets within Payson are sub-standard and are in great need for repair. This includes potholes, utility cuts, age, lack of shoulders, etc. Many of these problems can be addressed with the new storm drain program. A strategy must be developed to rejuvenate or replace our aging streets and to have a cycle of maintenance to keep streets in good repair. The City has implemented a policy that restricts the opening of a road for at least five years after the construction of a road. By following this policy and establishing additional strategies, the City will be able to improve the condition and life expectancy of the roads.

Clean streets free of gravel and built up dirt is another goal the city should consider. Many streets have layers of gravel from chip-seal projects or from winter snow graveling. This leads to an unattractive as well as an unsafe situation. Besides lending itself to making the city look rundown, loose gravel and debris can increase braking distance for cars allowing them to slide into intersections. A program of minimal street cleaning should be initiated. This should include having every street in the city being cleaned by a street sweeper at least once, if not twice, per year.

**Traffic Studies**

A need to know what effects larger developments will place upon our transportation system should be a part of the decision process in approving these developments. Placing larger-density developments on our larger roads will help in preserving our local streets. This is just one example of how transportation planning and land use planning should be done together. It should be studied to know what size developments should be required to conduct a traffic study. Ordinances require developments that impact the adjoining road system, make improvements to off site facilities at the developers or a shared cost.

**Traffic Calming**

As part of the design of our streets, techniques designed to channel traffic, discourage speed, and divert through traffic in our neighborhoods should be used. There are many forms of traffic calming used today, ranging from narrow streets to stop signs. The following is a list of techniques that can be used in Payson:
Stop Signs: As discussed above, the placement of stop signs can discourage through traffic on our local streets.

Curvilinear Streets: Straight streets allow the driver to see far distances, making it easier to speed. Curvilinear streets or meandering a road takes away this long sight distance slowing down traffic.

Chokers: A choker, also called a curb extension, is the narrowing of a currently wide street, either at an intersection or mid-block, in order to reduce the width of the road. It is usually applied to a design that allows for a crosswalk to have less area to traverse over the road. It also includes the use of islands, which will force traffic toward the curb while reducing the street width, in effect slowing traffic down.

Diagonal Diverters: A Diagonal Diverter is a barrier, which is extended diagonally across a 4-way residential intersection. These are very effective for eliminating through traffic on a grid system street layout. One location in Payson where this solution should be considered is the intersection of 100 North and 100 West. This is where SR-198 curves from west to south. The local street portions of 100 West and 100 North enter at this curve and create a very awkward intersection. Diverters are an easy and inexpensive solution.

Neck Downs: Neck Downs are landscaped islands that are extended from the curb into the street. They act like curvilinear streets in dividing the roadway into smaller visual units, intruding into the road to form a narrowed look and feel. They also work well on wide grid-type streets.

Roundabout: A roundabout is a traffic circle constructed in the middle of an intersection. All traffic enters the roundabout in a counterclockwise direction, eliminating all left turn movements. Traffic is slowed as it enters the intersection, but usually does not stop. This option can reduce delays on the transportation system. Many cities along the Wasatch Front are looking at this option to reduce the need of traffic lights. Currently there are nine roundabouts either constructed or in the planning stages within Utah County. Roundabouts are often less expensive that traditional traffic signals.

Small Traffic Circles: Small Traffic Circles can be used on local streets that meet at four-way intersections. They usually are only about six feet in diameter with a warning sign on a pole in the center to warn traffic it is there and in effect, slowing traffic down. This is a good option to slow traffic in residential areas at four-way intersections eliminating the need for stop signs. They also can be landscaped or use stamped cement to improve aesthetics in a neighborhood.

Gateway: A Gateway is designed at the access points to a neighborhood to give it the look of an entrance but to also slow down traffic. The Gateway has the look of a private entrance and can have permanently opened ornamental gates, a landscaped island, and or textured, colored surfaces. The entrance would have a reduced surface width. These gateways should be constructed as to be permanently open, especially on city owned streets.

Raised Medians: Raised Medians are elevated planter strips that run parallel to traffic in the center of the road. They channel traffic through an area, lowering conflicts with turning movements. Streets with many driveways such as Main Street could benefit from this technique. Plus, they can be a design element to the city.

Crosswalk Medians: A crosswalk Median is a refuge for pedestrians in the center of a street. Currently, Payson has a crosswalk sign program that places a warning sign on an orange barrel in the middle of a street at a crosswalk. A Crosswalk Median could become a permanent location for such signs. These islands should be large enough to provide adequate safety and long enough so drivers recognize they are there.
Sidewalks

Safe sidewalks are important for the City. Inconsistency has added to the challenge of completing a safe sidewalk system in the community. One house on a street may have a monolithic sidewalk (sidewalk right on curb) while the neighboring house has no curb-gutter or sidewalk and the next home may have a four foot planter strip and sidewalk. This condition lends itself to an unsafe situation.

A Sidewalk Master Plan is being developed as part of the storm drain program. Conditions of sidewalks throughout the city will be inventoried and a strategic plan to repair, replace or construct new sidewalks will be adopted. The main concern should be sidewalks that are main routes to schools, on arterial and collector roads, and those routes that connect to the downtown area.

Part of the Sidewalk Master Plan will show where monolithic and planter strip type sidewalks are located within the city. This would allow for the continuation of either type of sidewalk on the same block and across the street from these locations, helping to keep a uniform look of how the current streets are laid out. With the planned future storm water improvements, it will be crucial to have this plan in place to help in creating a desirable streetscape for Payson. The present sidewalk design required by the City is a planter strip type sidewalk with a six-foot planter strip.

The design of sidewalks is a main factor in encouraging people to walk. Creating a pedestrian friendly environment would be a good way to revitalize the Main Street area and return to our heritage. It would also cut down on traffic. The trail system should also integrate with the sidewalk system to allow them to be used for more than purely recreation.

Street Lighting

Payson owns its own electric utility and is in a position to provide quality lighting of its streets. Plans need to be compiled on the current lighting system, where sub-standard lights are located, and where new poles should be placed in dark areas.

Street Name Signs

Showing people where they are is an important element of our city’s streetscape. If a street sign is too small, worn, or missing, loss of time or confusion can occur. The new standard from the Manual of Uniform Traffic Control Devices (MUTCD) requires all cities to use six inch lettering on all street name signs within their jurisdictions. Many cities in Utah have either replaced most of their street signs already or are at least requiring all new signs to use the new size. Payson has adopted this policy for all new signs. A sign plan should be developed, mapping out our current street signs with their current condition, lettering size, etc. and reporting this data to the City Council. The plan should include recommendations on replacing the worst street signs first, the costs associated with the different stages of replacement, and how many years it will take to replace all signs citywide.

One aspect to consider when placing new street signs is incorporating a logo on the corner of each sign. This logo should be the Payson City logo. Logos on street signs accomplish two purposes. First, they help people recognize that they are within the city limits. As Payson continues to grow, streets of neighboring cities will become closer to our city making it more difficult to distinguish between cities. Second, logos can foster a community pride and offer an orderly appearance to our streetscape.

Street Names

Giving streets coordinates has been a common practice in Utah for many years. If you know where the main streets in any community are, you can locate any address fairly easily. Where possible, the City will identify streets using the coordinate system. In some rare circumstances due to terrain or other physical characteristic, a street may be identified using a name rather than a number. However, this practice will be
highly discouraged. There are some streets within Payson that change names or coordinates many times. A common name should be placed on these roads to aid travelers in knowing where they are and in reaching their destination. Three examples are 600/700 North/Arrowhead Trail and 600 East/Peteetneet Blvd/Canyon Rd/Mt Nebo Rd. and American Way/4600 West. All of these roads are considered main thoroughfares, but if someone traveling on Main Street at 600 North would not know by the name of the street that it also turns into the Arrowhead Trail. The same is true on Peteetneet Blvd at 100 North. Visitors to the Nebo Loop would have an easier time finding it if the name of the entire street was named Mt Nebo Road. Care should be taken to name the entire roadway that is or becomes the new thoroughfare in the Business Park, American Way.

**Transit**

Currently, Payson is the end of the line for the Utah Transit Authority. The citizens of Payson voted to be a part of the UTA service many years ago. There are currently two bus routes that serve the city. They are:

**Route 812**: This service runs about once an hour and traverses Payson, Salem, Spanish Fork and Springville, where it enters I-15 to East Bay in Provo. The route then travels through downtown Provo, BYU, University Mall Orem, UVSC, west Orem, and north Orem. One trip in the morning and evening continues to the Novell Campus at the old WordPerfect headquarters in east Orem. Total one-way trip is almost 2 hours. It takes just under one hour to get to downtown Provo and an hour and 20 minutes to get to the University Mall.

**Route 815**: This service is considered an express route to downtown Salt Lake City. It starts in Payson, goes through Salem, Spanish Fork, Springville, Provo and Orem. It then enters the freeway to Salt Lake City. Payson to Downtown Salt Lake City takes over 2 hours. This bus runs at 5:27 am arriving in Downtown Salt Lake City at 7:38am, and it returns leaving downtown at 5:06pm arriving in Payson at 7:20pm.

The city should work with UTA, the south valley cities, and Mountainland Association of Governments (the regional transportation planning agency for Utah Valley) to improve service for Payson and the south end of the valley. We should be proactive in working with UTA to gain a better use of our citizens’ tax dollars and to better facilitate our citizens that use the bus or would do so if there were better options. We should also work diligently to bring commuter rail to Payson when it is implemented along the Wasatch Front.

**Design Corridors**

The entrances to our city need to be considered and designed in such a way as to show the beauty of Payson. Good design of these streetscapes can leave a valuable impression on both visitors and citizens. These areas primarily consist of our commercial corridors. Proper design can be accomplished in many ways, from volunteers to design codes for new development on these corridors, to capital investment from the City. A plan should be developed to locate what corridors should be Design Corridors and what they should look like. This would allow all new development to follow the design criteria. The corridors that should probably be Design Corridors are:

<table>
<thead>
<tr>
<th>Proposed Design Corridors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Main Street between I-15 and 100 North</td>
</tr>
<tr>
<td>100 North from the east city limits into the City</td>
</tr>
<tr>
<td>800 South between American Way and SR-198</td>
</tr>
<tr>
<td>SR-198 from the south city limits into the City</td>
</tr>
</tbody>
</table>
Goals and Policies

Goal: To build and maintain a safe and efficient system of transportation to meet the needs of Payson residents now and in the future.

Policy 1: Maintain a Master Street Plan
a. Define and designate street classifications
b. Identify need in future growth areas and within annexation declaration area.
c. Prepare and implement Stop Sign Plan to help channel traffic to different road classifications.
d. Prepare and implement a traffic-calming plan for currently developed roads.
e. Develop a Street Maintenance Plan to address road maintenance and street sweeping.

Policy 2: Develop a Master Sidewalk Plan
a. Inventory current location, types, and condition of sidewalks.
b. Prepare and implement sidewalk plan that develops sidewalks on larger streets and school routes first.
c. Encourage same design type sidewalks for each street (i.e.: if monolithic sidewalks exist on the majority of a street, all sidewalks on that street should be monolithic).
d. Develop sidewalk standards for new development to be in compliance with ADA requirements.

Policy 3: Work with other agencies to improve the transportation system in and around Payson.
a. Work with UTA, south valley cities, and the Mountainland Association of Governments to facilitate improved transit service and to bring commuter rail to Payson.
b. Work with UDOT and Utah County to identify Payson’s wants and needs of the roads owned by UDOT or bordering unincorporated areas.
c. Work with UDOT to identify prospective location of future intersection improvements.

Policy 4: Continue to develop alternate modes of transportation.
a. Encourage continued development of the trail system and equestrian paths.
b. Development safe bicycle routes.
c. Encourage through zoning, a walkable community where uses are in walking distance of residences.

Policy 5: Implement better street lighting citywide to help make streets, sidewalks and neighborhoods safer.
a. Inventory current location and types of streetlights.
b. Adopt a 300-foot placement of streetlights.
c. Study if certain design of lights and poles would be feasible to improve aesthetics in the city.

Policy 6: Implement improved street signs citywide to help in identifying street names.
a. Develop a street sign plan mapping out current locations of signs and condition. This plan should include a strategy to replace all signs citywide.
b. Signs listing a named street should also list the coordinate to the right of the name using three inch lettering.
c. A logo should be incorporated into all signs in the left corner helping to identify if a street is within Payson City limits and fostering community pride.

Policy 7: Design Corridors should be identified on specific routes in the city.
a. Implement a streetscape design for all major entrances to Payson and other corridors deemed relevant.
b. Require development to use implemented designs with their developments that are along a design corridor.
Chapter 4.4 Public Services and Facilities Element

Prepared by the Public Services Committee under the direction of Planning Commissioner Mark Stevenson.

Acknowledgments

Payson City would like to thank the members of the Public Services Committee for their time and efforts in preparing the Public Services and Facilities Element of the Payson City General Plan.

Planning Commissioner Mark Stevenson        Brian Stevenson, Power Plant Manager
Mike Openshaw, Police Chief                 Kent Fowden, Streets Superintendent
Steve Spencer, Fire Chief                   Dave Herbert, Wastewater Plant Superintendent
Scott Spencer, Ambulance Department         Glade Robbins, City Engineer
Ron Crump, Power Department Superintendent  Gordon White, Water Department Superintendent

This General Plan Element has been prepared in accordance with § 10-9-302 (d) of the Utah Code Annotated 1953, as amended, which reads:

_The General Plan, with the accompanying maps, plats, charts and descriptive and explanatory matter shall show the planning commission’s recommendations for the development of the territory covered by the plan, and may include, among other things... a public services and facilities element showing general plans for sewerage, waste disposal, drainage, local utilities, rights-of-way, easements, and facilities for them, police and fire protection, and other public services._

Introduction

The purpose of the Public Services and Facilities Element is to provide information about and plans for the future of the public services provided to the citizens of the City, and the facilities that support those services. This element also guides City leaders in the formulation of goals, policies and procedures for the provision of services such as completion of the Capital Improvements Program, a long range plan of proposed capital improvements (improvements with a life of more than ten years). The public services committee reviewed the following services in preparation of this element.

**Police Protection**
- Police Station
- Equipment
- City Court
- Personnel

**Fire Protection**
- Fire Station
- Equipment
- Volunteer Firefighters

**Ambulance Department**
- Public Safety Building
- Equipment
- Volunteer Members

**Electrical Department**
- Electrical Generation (Power Plant)
- Personnel
- Infrastructure

**Water Department**
- Drinking Water
- Pressurized Irrigation
- Infrastructure
- Equipment
- Personnel

**Sewage & Waste Disposal**
- Sewer Plant
- Infrastructure
- Landfill
- Equipment
- Personnel

**Street Department**
- Personnel
- Equipment
- New Roads

**Electrical Generation**
- (Power Plant)
- Personnel
- Infrastructure
Other public services and facilities that are not owned or operated by the City, but were considered in the preparation of the General Plan include:

- Natural Gas
- Phone Systems
- Cable Television
- Schools
- Churches
- County Roads

The purpose of the General Plan is to prepare for adequate infrastructure and facilities that will meet the needs of the future growth of Payson City through the year 2020.

**Public Service and Public Safety Trends**

As Payson City has grown, the need for public service and public safety has increased. A review of the public safety trends and projections for Payson City provide an outlook for the future and help the City prepare to provide safety services. For the purposes of this element, the public services committee examined the trends for the public service and safety departments within the City and found the following information.

**Police Department**

The Payson City Police Department has seen significant rises and fluctuations in the crime in the past several years. Statistics show that incidents have risen from about 6,000 per year in 1981 to about 19,000 in 2000. The Police Department recorded the following crime rates:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Assaults</td>
<td>19</td>
<td>135</td>
<td>125</td>
<td>122</td>
<td>142</td>
<td>92</td>
<td>130</td>
</tr>
<tr>
<td>Family Fights</td>
<td>145</td>
<td>325</td>
<td>410</td>
<td>320</td>
<td>379</td>
<td>212</td>
<td>210</td>
</tr>
<tr>
<td>Burglaries</td>
<td>40</td>
<td>310</td>
<td>480</td>
<td>378</td>
<td>427</td>
<td>285</td>
<td>389</td>
</tr>
<tr>
<td>Thefts</td>
<td>200</td>
<td>490</td>
<td>575</td>
<td>552</td>
<td>509</td>
<td>310</td>
<td>563</td>
</tr>
<tr>
<td>Auto Thefts</td>
<td>20</td>
<td>41</td>
<td>70</td>
<td>54</td>
<td>58</td>
<td>28</td>
<td>56</td>
</tr>
<tr>
<td>Liquor</td>
<td>180</td>
<td>575</td>
<td>600</td>
<td>490</td>
<td>510</td>
<td>312</td>
<td>490</td>
</tr>
<tr>
<td>Drugs</td>
<td>10</td>
<td>200</td>
<td>225</td>
<td>242</td>
<td>290</td>
<td>151</td>
<td>240</td>
</tr>
<tr>
<td>Traffic Accidents</td>
<td>120</td>
<td>325</td>
<td>260</td>
<td>226</td>
<td>245</td>
<td>287</td>
<td>283</td>
</tr>
</tbody>
</table>

(Information based upon annual year-end reports)

At present, the Payson City Police Department personnel consists of seventeen (17) full-time officers. The department has a Chief, two sergeants, two detectives, one school resource officer, one animal control officer, and ten (10) patrol officers and nine (9) reserve officers. The department employs 2.5 clerical staff members. The department employs about 1.25 officers per 1000 residents at the current time although the City is experiencing significant growth and is below the current averages for officer per resident ratio. As a comparison, the national average is 3.2 officers per 1000 residents and the regional average is 1.8 sworn officers per 1000 residents. The City should strive to maintain 1.8 officers per 1000 residents as growth continues.

Following several discussions with the administration of the Police Department, the following goals were identified for the department and have been prioritized as follows:

1. New public safety facility constructed to meet the demand for the next twenty (20) years.
2. Increase officers per resident ratio to regional average of 1.8 as population continues to increase.
3. Improve and increase the amount of training for personnel, additional in-house training.
4. Keep effective and updated equipment.
5. Hire an additional sergeant in the department.
6. Replace older vehicles with new vehicles.
7. Train or hire an evidence technician and create a properly functioning evidence room.
8. Purchase video cameras for each of the vehicles.
9. Provide more public information about the Police Department
10. Maintain a well trained and responsive reserve officer program.

City Court

The Payson City Municipal Court is located in the City Hall. The City has a part-time judge and two full time court clerks. The Payson City Attorney provides the legal services for the Municipal Court.

Fire Department

The Payson City Fire Department is currently a full-time volunteer department. The department provides excellent fire protection service to the current population, as well as assisting Utah County with fire protection in the unincorporated areas of south Utah County. Response times are very comparable, if not better, than most communities along the Wasatch Front. In most cases, fire trucks are ready to respond in less than two minutes. Response times are sometimes determined, however, by the length of time it takes to arrive at the specific destination of the fire. The current Fire Department facility is centrally located in the City and response times in all quadrants of the City are within six minutes, except in the southeast quadrant. In that quadrant, the response time is lengthened by fourteen to fifteen minutes due to the extended distances to the golf course. Volunteer Firefighters live in each quadrant of the City.

Current water supply to fight fires is adequate to handle the needs of the department. However, as the population grows this resource needs to increase proportional to the growth.

The present fire station satisfies the current needs of the department. The current facility is a 10,000 square foot building. Most, 9,000 square feet, of the structure houses the equipment and fire trucks and 1,000 square feet is used for office and training facilities. The current building is constructed of block with a built up roof, and does not meet current seismic III requirements for a public safety building.

Following an inventory of the present equipment, the following list includes the assets of the department. The list includes the type of vehicle and the firefighting capacity of the vehicle. The list also includes the department’s key asset, the firefighters.

Vehicles

The following are pump trucks and their capacity.

<table>
<thead>
<tr>
<th>Vehicle</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mack</td>
<td>500 gallons per min.</td>
</tr>
<tr>
<td>GMC</td>
<td>750 gpm</td>
</tr>
<tr>
<td>Curtis Ford</td>
<td>1,000 gpm</td>
</tr>
<tr>
<td>Boardman</td>
<td>1,000 gpm</td>
</tr>
<tr>
<td>FMC</td>
<td>1,000 gpm</td>
</tr>
<tr>
<td>Smeal</td>
<td>1,500 gpm</td>
</tr>
<tr>
<td>Smeal (Ladder)</td>
<td>2,000 gpm</td>
</tr>
</tbody>
</table>

Other vehicles include the following.

- Three (3) 4x4 brush trucks
- Two (2) Tankers: 5,000 gallon capacity
- 1,200 gallon capacity
- One (1) Light Truck
- One (1) Auxiliary Van
- One (1) Vehicle for Fire Marshal

There are currently thirty (30) volunteer firefighters and a full-time Fire Marshal. The department can continue to provide adequate fire fighting service in the current facility until the year 2001 if the population grows at the rate of 750 residents per year. At that same growth rate, the department may need to add three more volunteer firefighters.
Ambulance Department

The Ambulance Department is currently located in the same building as the Police Department. The building is used to full capacity and does not meet current standards. The Ambulance Department should be included in a new Public Safety building along with the Police Department and the Fire Department, in order to operate and function properly.

The Ambulance Department has four vehicles at present including 2000, 1995, 1989, 1978 Ambulance models. There are currently thirty-three (33) volunteer members of the department.

Between 1994 and 1996, the Ambulance Department completed the number of runs found in the following list.

<table>
<thead>
<tr>
<th>Location</th>
<th>1994</th>
<th>1995</th>
<th>1996(partial)</th>
</tr>
</thead>
<tbody>
<tr>
<td>County</td>
<td>28</td>
<td>36</td>
<td>33</td>
</tr>
<tr>
<td>I-15</td>
<td>11</td>
<td>19</td>
<td>14</td>
</tr>
<tr>
<td>Southwest</td>
<td>26</td>
<td>43</td>
<td>26</td>
</tr>
<tr>
<td>Southeast</td>
<td>08</td>
<td>21</td>
<td>08</td>
</tr>
<tr>
<td>Northwest</td>
<td>08</td>
<td>12</td>
<td>05</td>
</tr>
<tr>
<td>Northeast</td>
<td>14</td>
<td>20</td>
<td>12</td>
</tr>
<tr>
<td>Main North</td>
<td>13</td>
<td>07</td>
<td>06</td>
</tr>
<tr>
<td>Main South</td>
<td>08</td>
<td>10</td>
<td>03</td>
</tr>
<tr>
<td>West Utah Avenue</td>
<td>01</td>
<td>06</td>
<td>03</td>
</tr>
<tr>
<td>Mountain View</td>
<td>10</td>
<td>11</td>
<td>07</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>127</strong></td>
<td><strong>188</strong></td>
<td><strong>110</strong></td>
</tr>
</tbody>
</table>

Following several discussions with the administration of the Ambulance Department, the following goals were identified for the department and have been prioritized as follows:

1. Construction of a new public safety building in cooperation with the Police and Fire Departments.
2. Addition of new volunteers as the City continues to grow.
3. Hire, if possible, full time EMT’s (Emergency Medical Technicians).
4. Continue and encourage volunteer member training.
5. Continually upgrade equipment.
6. Continue to support hospital transfers.

Each of the public safety departments have undertaken a needs analysis and advise that current facilities are properly located, and adequately sized and staffed, to meet current objectives for response capacity. However, it is clear that the current facilities are being used to maximum capacity and will be inadequate as the City grows.

Ambulance response time is 4 to 6 minutes, from the time of the call to when the service providers arrive on the scene. Call volume is largest in the southwest quadrant of town, followed by the northeast, southeast, and northwest. Substations are not needed to meet current demand patterns and call volume. Both services advise new development in the southwest and east will impact response time, and both have prioritized the need for a substation to serve these areas.

Public Works Departments

Electrical Department (Payson City Power)

The City is served by a municipal electrical generation plant that provides services to all properties within the City. The system includes generation equipment, transmission and distribution facilities, substations, and facilities for the delivery of purchased power. The system was built in 1897 and has been operated continuously by the City since then. There are approximately 4,700 residential and 310 commercial service connections. Energy requirements are satisfied by a city owned generating plant and the purchase of additional power. The service covers about six square miles and includes all of the Payson City limits and a small portion of unincorporated Utah County.
The system consists of four dual fuel (diesel and natural gas) generators with aggregate capacity of 9.3 Mega Watts, about eight circuit miles of 46 kv transmission loop line, thirty-four miles of distribution line, and four substations. There are also facilities for the delivery of purchased power, including transformers, transmission lines from the delivery point to Payson City, and metering equipment. Facilities for purchased power are jointly owned by the members of Southern Utah Valley Power Association, of which Payson has an 18.8% interest. The plant generates approximately forty percent of the power used by the City.

The power plant has eight employees, and a goal to continue to supply power as efficiently and as cost effectively as possible. The infrastructure for the department is maintained by six linemen. The department provides the design and layout for all new construction and electrical installations to ensure proper design. The needs analysis projects peak demand by the year 2015 to be 30 Mega Watts, and finds that capacity expansion is necessary in order to meet demand from new development.

Utility mapping to identify infrastructure and input the data on computer to generate maps for the department has begun. When completed, the data will be more readily available for the Planning Commission and City Council when evaluating potential new growth.

The department would also like to create a position within the City for a Utility Inspector. Each public works department presently completes their own inspections, often taking three to four hours per day, per department. A Utility Inspector could relieve all of the public works departments of this problem. A utility inspector could also be responsible for keeping accurate mapping of new installations.

**Water Department**

Payson City residents are served by separate, drinking and irrigation water systems. Each system consists of water rights, supply, storage, and distribution facilities.

**Drinking Water Inventory**

<table>
<thead>
<tr>
<th>Description</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water rights (acre feet)</td>
<td>9,574</td>
</tr>
<tr>
<td>Source (capacity, million gallons per day)</td>
<td>10.0</td>
</tr>
<tr>
<td>Storage Tanks (capacity in millions of gallons)</td>
<td>4.5</td>
</tr>
<tr>
<td>Distribution Main (miles)</td>
<td>54.6</td>
</tr>
</tbody>
</table>

The drinking water system is supplied by eight springs and four groundwater wells. The springs are used as the primary drinking water source and the groundwater wells are used to provide supplemental capacity for peak demand. The system includes two steel storage tanks. There are no treatment facilities, except that spring water is chlorinated at the storage tank. At present, there are approximately 3500 residential and 350 commercial service connections. Current average demand is 1.0 million gallons per day. The drinking water system pressure averages eighty pounds per square inch.

**Irrigation Water**

<table>
<thead>
<tr>
<th>Description</th>
<th>Capacity</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water Right (acre feet)</td>
<td>8,320</td>
</tr>
<tr>
<td>Source (capacity, cubic feet per second)</td>
<td>8.7</td>
</tr>
<tr>
<td>Storage Reservoir (acre feet)</td>
<td>1,396</td>
</tr>
<tr>
<td>Distribution Main (miles)</td>
<td>45.6</td>
</tr>
</tbody>
</table>

The pressurized irrigation system was installed in 1992 to reduce demand on the drinking water distribution system which was found in 1989 to be used at full capacity. The pressurized irrigation was also intended to reduce sewer line infiltration and increase wastewater treatment plant capacity.

A needs analysis prepared by the City Engineer finds that drinking water and pressurized irrigation system resources are properly sized and located to meet current demands. The analysis also finds that both systems are now operating at full capacity. The City is fortunate to have some excess drinking water, a result of the installation of the pressurized irrigation system. However, because the City desires to keep that excess capacity, each proponent of a development is required to transfer and divert an adequate amount of drinking water to the City to serve the development. While the drinking water source capacity is adequate, excess capacity is not available to meet demand.
from new development because of the topography of the new development in relation to the existing water system makes the pressure zones incompatible.

Water rights for the pressurized irrigation system are now exhausted, and the city requires each new development to provide additional shares of water to the City for use in the system. Irrigation water storage and distribution facilities do not have excess capacity. City ordinance requires irrigation rights to be provided with each unit of development. However, the City will need to construct a new pressurized irrigation pond in the near future.

The Water Department has three full time employees, who spend much of their time on utility inspections. In conjunction with the other public works departments, the Water Department has a goal to employ a full time utility inspector. The department struggles to adequately provide water service with the current staff.

Following several discussions with the administration of the Water Department, the following goals were identified for the department and have been prioritized as follows:

1. Installation of a new pressurized irrigation pond, increase system capacity.
2. Maintain and complete repairs to the reservoirs owned by the City in Payson Canyon.
3. Maintain and complete repairs to the springs owned by the City in Payson Canyon.
4. Upgrade all four inch fire hydrants to six inch hydrants.
5. Hire a full-time Utility inspector.
6. Upgrade infrastructure in the City as new roads are installed and upgraded.
7. Hire additional employees in order to continue to provide adequate water service.
8. Encourage and provide additional training to employees.
9. Upgrade equipment.
10. Update current utility mapping on the City Geographic Information System (GIS)
11. Explore possibilities of constructing a new dam for irrigation water storage.

Sewage and Waste Disposal

The City residents are provided wastewater treatment by a system consisting of a wastewater treatment plant and underground collection mains. The Mechanical treatment plant was built in 1965 with a capacity of 1.25 million gallons per day (mgd). The plant was upgraded in 1985 to a capacity of 3.0 mgd. The plant is primarily gravity fed, except for two privately owned lift stations, by means of about seventy miles of underground collection main. Average daily influent in 1996 was 1.14 mgd, with a peak daily demand of 1.50 mgd. Average demand has increased about 9.7% per year and peak demand by 13% since 1993.

A needs analysis completed by the City Engineer finds that system resources are properly sized and located to meet current demand, and that at present there is excess capacity. The treatment plant has about 50% excess capacity, which will be used to meet demand from new development. Existing collection mains are operating at full capacity. Some of the existing lines have been in operation since 1939, despite having a life expectancy of twenty years. Although the plant has excess capacity, it is organically beyond capacity. One or two digesters are needed to meet current demands on the system. The Environmental Protection Agency requires a forty day digestion period and we currently operate on a six day digestion period. The City has purchased additional property and an expansion of the wastewater treatment occurred in 2002 to increase the organic capacity.

The department struggles to provide adequate wastewater service at the current staff level. The Environmental Protection Agency requires at least six employees to operate a facility the size of the City’s current treatment plant, yet the plant is currently staffed by only three full time employees. The department employees spend much of their time on utility inspections. In conjunction with the other public works departments, the Wastewater Department has a goal to employ a full time utility inspector.

The City Council should consider rezoning the area around the sewer plant to avoid future conflict with non-compatible uses. The Council has purchased property north of the existing facility for future expansion.
Following an inventory of the present equipment and facilities, the following list includes the assets of the department.

<table>
<thead>
<tr>
<th>Asset Type</th>
<th>Capacity/Length</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mechanical treatment Plant (mgd)</td>
<td>1.25</td>
</tr>
<tr>
<td>Capacity Expansion (mgd)</td>
<td>1.75</td>
</tr>
<tr>
<td>Collection Main (miles)</td>
<td>70</td>
</tr>
</tbody>
</table>

**Street Department**

The Street Department currently maintains about 105 miles of improved local roads. The needs analysis finds that resources are sufficient to meet current demand. There is not evidence of safety or geometric deficiencies and at present there is excess capacity. As new development is approved, all excess capacity, on collector and arterial streets, is quickly being consumed.

Following discussions with the administration of the Streets Department, it has been indicated that the following list of projects are the highest priority of the department.

<table>
<thead>
<tr>
<th>Priority</th>
<th>Road name</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Goosenest Drive</td>
</tr>
<tr>
<td>2</td>
<td>Salem Canal Road</td>
</tr>
<tr>
<td>3</td>
<td>Completion of 1400 South</td>
</tr>
<tr>
<td>4</td>
<td>800 West</td>
</tr>
<tr>
<td>5</td>
<td>500 West</td>
</tr>
<tr>
<td>6</td>
<td>400 North</td>
</tr>
<tr>
<td>7</td>
<td>200 West</td>
</tr>
<tr>
<td>8</td>
<td>Turf Farm Road</td>
</tr>
<tr>
<td>9</td>
<td>600 North</td>
</tr>
<tr>
<td>10</td>
<td>700 North</td>
</tr>
<tr>
<td>11</td>
<td>930 West</td>
</tr>
</tbody>
</table>

**Landfill**

The public services committee, in its continuing effort to plan for the future will complete the inventory of the Landfill Department. The landfill facility is a Class V and VI depository with a life expectancy of approximately thirty (30) years and current usage rates. The garbage collection service has maximized the available resources and will need to add an additional garbage collection vehicle in the near future. The landfill, in 2001, created a new yard waste recycling program that has been very successful.

**Recreation Department**

As Payson City continues to grow it will be a challenge to provide stable levels of recreation programs and recreational opportunities. Development will provide many recreational opportunities such as trails, parks, playgrounds, and other non-programmed recreation. However, it will be the burden of Payson City to provide programmed recreation for the residents of the community.

In order to provide recreational programs, the City and Nebo School District work together to staff the recreation/community education department. The current department is administered by the Community School Director, a Payson City Program Coordinator, and a department secretary. Opportunities that are currently offered through the program include:
Payson City General Plan

As Adopted November 19, 2003

<table>
<thead>
<tr>
<th>Youth</th>
<th>Adult</th>
<th>Non-Sports Programs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baseball</td>
<td>Softball (Men, Women, and Co-ed)</td>
<td>Computer Skills</td>
</tr>
<tr>
<td>Softball</td>
<td>Mens Basketball</td>
<td>Foreign Language Classes</td>
</tr>
<tr>
<td>Soccer</td>
<td></td>
<td>Pottery</td>
</tr>
<tr>
<td>Jr. Jazz Basketball</td>
<td></td>
<td>Painting</td>
</tr>
<tr>
<td>Flag Football</td>
<td></td>
<td>Sewing</td>
</tr>
<tr>
<td>Tackle Football (7th - 9th grades)</td>
<td></td>
<td>Crafts</td>
</tr>
<tr>
<td>Wrestling</td>
<td></td>
<td>Welding</td>
</tr>
<tr>
<td>Track and Field</td>
<td></td>
<td>Indoor Track and Weight Room</td>
</tr>
<tr>
<td>Girls Volleyball</td>
<td></td>
<td>Other Special Interest and Enrichment Classes</td>
</tr>
</tbody>
</table>

The facilities utilized for the recreation programs include:

- Hillman Field – Four (4) lighted baseball/softball fields and two (2) little league baseball fields.
- Shared ownership with Nebo School District of six (6) new tennis courts.
- Six (6) full court basketball gyms, in partnership with Nebo School District.
- Seven (7) short court basketball gyms, in partnership with Nebo School District.
- Stage areas, auditoriums, dance studio, and multiple classrooms, in partnership with Nebo School District.
- 1200 square foot maintenance building and 1200 square foot concrete storage area.
- 1600 square foot area in the basement of the City Center for storage of recreational equipment.

**Goal 1:** Complete the construction of four (4) additional softball fields and new municipal swimming pool.

**Goal 2:** Purchase additional equipment and rotate existing equipment.

**Goal 3:** Increase staff necessary to maintain acceptable level of service in the recreation programs.

**Goal 4:** Establish an updated and more effective sports equipment inventory list.

**Goal 5:** Provide more current and concise information to the public regarding available recreation programs.

**Goal 6:** Improve and increase the amount of training provided for parents, participants, officials and volunteers.

**Goal 7:** Renovate existing facilities and continue to make improvements to provide a safer area of play.

**Library**

In 2002, the municipal library was relocated from the City Center to historic Main Street. The public services committee, in its continuing effort to plan for the future will complete the inventory of the needs of the City Library. As the community grows the volumes in the library will need to increase.

**Capital Improvements Program (CIP)**

The public services committee believes it is very important for the City and each department to complete a Capital Improvements Program. The City has completed a Capital Facilities Plan for the imposition of impact fees, but the committee would like to see the plan expanded to include all major improvements and expenditures for the next twenty years.

**Public Safety Ordinance Review**

The public services committee, in its continuing effort to plan for the future will complete a review of the public safety ordinances.
Summary

Payson City has a tradition of providing excellent public services to the citizens of the City. Through organization of and adherence to a Capital Improvements Program, the public service providers of the City can effectively prepare to continue this tradition. Although often taken for granted, the public safety and public works departments of our City are the backbone of the community. These departments have received and look forward to receiving a great deal of support from the citizens of the City.
Chapter 4.5 Economic Development Element

It is a finding of the Payson City Council, the Redevelopment Agency of Payson City, and the Planning Commission that economic development within the community is more than implementing a successful commercial and industrial development process and recruiting businesses to locate within the City. Economic development includes any activity that can potentially improve the economic condition of the City. This broader context provides a framework for understanding the interrelationships between residential, commercial, and industrial development as well as non-development activities such as City celebrations, shopping and employment opportunities, and recreation all combined to promote and encourage lifestyle choices desired by the residents of the community.

Introduction

The preparation of an economic development plan provides Payson City with the greatest opportunity for financial stability through the advancement of solid ideals and values that maximize the potential for fiscal stability. It is important for the economic development of the community to maintain pace with the growing population in order to balance the tax base and reduce the financial burden on the residents of the City.

As south Utah County grows, Payson City is in a unique geographic and cultural position to become the economic and cultural center of south Utah County. Located far enough from the Provo/Orem metropolitan core of Utah County to create a sustainable local economy, and in the geographic center of several rapidly growing communities creates an opportunity for Payson City to be successful in economic terms. However, the community must be willing to accept the responsibility of removing, to the extent possible through municipal government, any barriers to economic development and embrace the task of creating a plan and process to encourage well-planned long term economic growth.

Relationship with the Payson City General Plan

In accordance with §10-9-301 et. seq. Utah Code Annotated, 1953, as amended, this economic development plan serves as the economic development element of the Payson City General Plan. The General Plan serves to provide guidance for the future development pattern of the community. It is anticipated that together with the guidance provided by the other elements of the General Plan, adherence to this Economic Development Plan will create opportunities for economic development and growth in a balanced and effective manner.

Factors that will Encourage Economic Development and Economic Growth

Community success in economic development is dependent upon many factors being orchestrated in tandem. Some of these factors are in the direct control of Payson City, but many factors are beyond the jurisdiction of the community. While it is important for the City to properly manage the factors within the direct control of the City, building positive relationships and motivating the organizations that influence the factors beyond City control is critical. Some, but certainly not all of these factors include:

1. **Provision of Reliable and Cost-Effective Municipal Services and Infrastructure.** Through the imposition of impact fees, proper planning, and adherence to the Capital Improvements Program, Payson City is dedicated to providing electrical, drinking water, secondary irrigation water, solid waste removal, and wastewater services with the capacity to expand and grow businesses. Coupled with effective public safety services, Payson City is prepared to provide reliable and effective municipal services.

2. **Proper Land Assembly and Zoning Designation.** It goes without saying that large commercial or industrial developments require large contiguous parcels of land with appropriate zoning designated for the parcels. City Council members have and must continue to exercise patience and avoid requests to reduce parcels sizes in situations where smaller lots could discourage commercial and industrial developers desiring to locate in the community.

3. **Residential Development.** Every successful business or industrial company requires not only patrons, but also qualified employees. Furthermore, most businesses desire to locate in communities with stable and positive population growth in hopes that the growth will lead to business expansion. These relationships, amongst other reasons, requires that an effective economic development plan include goals and strategies
for encouraging appropriate residential growth and development despite the traditional resistance to residential growth.

4. Educational Opportunities. The City Council, Redevelopment Agency, and Planning Commission are highly supportive of education in its various forms. Beginning with elementary and secondary public education, a positive relationship with Nebo School District is imperative and a high priority for the City. Encouragement for an institution of higher learning to locate within the City has been explored and efforts to attract places of higher education continues. Trade schools that support the industrial and personal service activities of the community should also be encouraged.

5. Creation of Places and Activities that People want to Visit and Experience. Community identity and the creation of unique and memorable spaces are effective in economic development. Payson City is highly supportive of protecting the unique and beautiful areas of the City and supporting the many community celebrations that bring many visitors into our community including, but not limited to:

a. Payson Canyon (Nebo Loop National Scenic Byway)
b. Areas of Natural Urban Forest
c. Park and Trails including Historic Memorial Park and Bandstand
d. Payson City Onion Days or Homecoming
e. Salmon Supper
f. Scottish Festival
g. Clogging Festival
h. Historic Main Street Activities occurring on several Holidays
i. Peteetneet Academy and Associated Events
j. Historic Homes, Structures, and other Points of Interest

Primary Centers of Commercial and Industrial Development

Throughout the community, several areas of commercial and industrial development have been established through appropriate zoning or designated for future commercial and industrial uses in the Payson City General Plan. While each of these areas is unique and has different characteristics, they form a network of commercial and industrial development that serves the City and surrounding areas. Each of these areas has various goals and objectives in an effort to provide balance and stability in the non-residential development of the community.

Commercial Centers

Historic Main Street. The original heart of the community, Historic Main Street is experiencing a renaissance and a return to prominence as a commercial and cultural area of the City. Many of the structures have been renovated and restored to resemble their original design. The nature of the businesses has changed over time and Main Street is becoming an attractive area for specialty shops and restaurants. The infusion of basement and second story residential apartments is a return to the past when the area flourished as a mixed use area of the community.

Historic Main Street Goal: Retain commercial viability as the community grows and commercial options increase throughout the City.

Historic Main Street Objectives:
1. Encourage and support specialty commercial businesses that can compete with the larger retail commercial businesses locating and likely to locate near the freeway interchanges. These businesses include restaurants, bakeries, financial, insurance and real estate establishments, galleries, salons, specialty clothing, florists, and similar uses are typical businesses encouraged along Historic Main Street.
2. Encourage appropriate residential opportunities in basement and second story or higher apartments. Mixed use development can strengthen the businesses in the Historic Main Street district by providing regular patrons and helping building owners offset expenses with residential rental rates.
3. Review the current development ordinances of the City and ensure that the ordinances are effective for the unique circumstances presented by the Historic Main Street area.
Historic Main Street Goal: Encourage the continued revitalization and restoration of the structures located along Historic Main Street.

Historic Main Street Objectives:
1. Maintain participation in the State of Utah Main Street program and take advantage of the opportunities presented by the program.
2. Explore funding opportunities to assist building owners with renovation efforts.
3. Improve the roadways and infrastructure in the historic area including sidewalk replacement, utility upgrades, road resurfacing, and other public improvements.

North Main Street. With the introduction of Interstate 15, north Main Street became a magnet for commercial development. The area continues to thrive and is a primary commercial center that offers fuel, lodging, restaurants, groceries, and general retail businesses. North Main Street experiences the largest traffic volume in the City at the present time.

North Main Street Goal: Retain the strong commercial base of the area as the 800 South-Interstate 15 intersection develops.

North Main Street Objectives:
1. Improve the traffic circulation in the area working with the Utah Department of Transportation by signalizing the intersection of 600 North and Main Street, and completing the reconstruction of Main Street.
2. Encourage support businesses to locate in appropriate locations to augment the existing anchor businesses located along north Main Street.
3. Encourage the appropriate development of the large vacant parcels located just behind the businesses on both the east and west sides of north Main Street.

North Main Street Goal: Assist in the redevelopment of under-developed and poorly developed parcels.

North Main Street Objectives:
1. Through the Redevelopment Agency of Payson City, the City can purchase, provide financial assistance, complete infrastructure improvements, and conduct other appropriate activities providing the necessary economic incentives to maximize the development potential of strategic properties and parcels.
2. The City Council, in their role as the Redevelopment Agency of Payson City will properly budget for the effective use of tax increment monies generated by the Downtown Redevelopment Area of Payson City.
3. The City Council will develop a package of incentives to aid property owners in their efforts to redevelop their property in a manner that will increase the commercial or industrial potential of the property.

100 North Corridor. The 100 North Corridor from Main Street east to the City boundary has been an important commercial area for the community. Prior to the construction of Interstate 15, the corridor served as the entrance to the community along State Route 198, the old state highway through south Utah County. Many of the structures along the corridor are aging and in need to restoration. A significant restoration project led to the purchase of an elementary school along the corridor by the City that has become the Peteetneet Academy. The Peteetneet Academy serves as the cultural center of the City and houses a cultural arts center, reception center, dance studio, art work, and several historic displays.

100 North Corridor Goal: Create a successful commercial setting while protecting the Nebo Loop National Scenic Byway Route.

100 North Corridor Objectives:
1. The City Council and Planning Commission will establish design guidelines specifically prepared to provide an architectural theme consistent with the ideals of the Nebo Loop National Scenic Byway route through the community.
2. The City Council and Planning Commission will review the permitted, conditional and accessory uses of the GC-1, General Commercial Zone to ensure that the proper types of businesses are being encouraged along the corridor.
4. Through the Redevelopment Agency of Payson City, the City can purchase, provide financial assistance, complete infrastructure improvements, and conduct other appropriate activities providing the necessary economic incentives to maximize the development potential of strategic properties and parcels.

5. The City Council, in their role as the Redevelopment Agency of Payson City will properly budget for the effective use of tax increment monies generated by the Downtown Redevelopment Area of Payson City.

6. The City Council will develop a package of incentives to aid property owners in their efforts to redevelop their property in a manner that will increase the commercial or industrial potential of the property.

100 North Corridor Goal: Build upon the historical preservation efforts of the Peteetneet Academy in terms of architectural heritage.

100 North Corridor Objectives:
1. The architecture of the Peteetneet Academy provides the framework for a design theme that captures the heritage of the community. The use of specific architectural features, colors, signage, and building materials will be introduced into the design guidelines for the 100 North corridor to create a sense of place along the corridor.
2. The landscaping surrounding the Peteetneet Academy is an effective example of how the frontages of the corridor should appear. The City Council will create a package of incentives to encourage attractive landscaping including the provision of planting materials from the Payson City owned nursery.

100 West Corridor from 100 North to 800 South. From the intersection of Main Street and 100 North, State Route 198 traverses the city from north to south roughly in the alignment of 100 West although the road gradually veers west ending at approximately 300 West by the time State Route 198 intersects with 800 South. Although this corridor is not the original route of the state road, the narrowness of Main Street south of 100 North lead to the construction of the state route west of, and bypassing, historic Main Street. Through the years, the state route has carried a majority of the north and south traveling automobile traffic south of 100 North. Not surprisingly the automobile traffic has given rise to a commercial corridor despite some topographical and land use obstacles. Many of the residential units along the corridor have been converted into commercial uses.

100 West Corridor Goal: Create a sustainable commercial area in the center of the community despite the development of commercial centers at the Interstate 15 interchanges.

100 West Corridor Objectives:
1. The City Council will review the permitted, conditional, and accessory uses in the GC-1, General Commercial Zone to ensure that the proper types of commercial development are being encouraged along the 100 West corridor.
2. The City Council will work with the Utah Department of Transportation to improve the corridor in a manner that will better serve the growing vehicle trips on the corridor, including signalization of appropriate intersections.
3. Through the Redevelopment Agency of Payson City, the City can purchase, provide financial assistance, complete infrastructure improvements, and conduct other appropriate activities providing the necessary economic incentives to maximize the development potential of strategic properties and parcels.
4. The City Council, in their role as the Redevelopment Agency of Payson City will properly budget for the effective use of tax increment monies generated by the Downtown Redevelopment Area of Payson City.
5. The City Council will develop a package of incentives to aid property owners in their efforts to redevelop their property in a manner that will increase the commercial or industrial potential of the property.

800 South and State Route 198. The intersection of 800 South and State Route 198 is largely under-developed and poorly developed. Each of the roads is an arterial status road and each road is a state road. There is great development potential around the intersection especially considering that most of the residential growth of the community is occurring in the southern portion of the City. The intersection is signalized, and despite some challenge of non-ninety degree intersection the circulation pattern is acceptable.

800 South and State Route 198 Goal: Maximization of the development potential of the intersection.
**800 South and State Route 198 Objectives:**
1. The City Council will review the permitted, conditional, and accessory uses of the GC-1, General Commercial Zone to determine if the GC-1 Zone is the appropriate zone or if the zoning should be amended to accommodate the appropriate type of commercial development.
2. The City Council will develop a package of incentives to aid property owners in the proper development of their property in a manner that will allow the property owners to realize the full development potential of their property.

**800 South and Interstate 15.** The Interstate 15 interchange at 800 South is a rapidly developing commercial center. The recent addition of a Wal*Mart Supercenter, the Stadium Cinemas movie theaters, fast food restaurants, financial institutions and other commercial uses have created momentum for continued commercial development in the vicinity. As the area continues to grow, traffic in this area will become a primary concern.

**800 South and Interstate 15 Goal:** To encourage a regional commercial center that can be used by local and regional customers.

**800 South and Interstate 15 Objectives:**
1. The City Council will exercise appropriate patience and hold fast to the objectives of the S-1, Special Highway Service Zone in the area surrounding the Interstate 15 and 800 South interchange.
2. The City Council will work with the Utah Department of Transportation to improve the traffic circulation near the interchange to better serve the growing and anticipated vehicle trips, including signalization of the intersection of Turf Farm Road and 800 South.

**800 South and Interstate 15 Goal:** To establish a productive sales tax base for the community.

**800 South and Interstate 15 Objectives:**
1. The City Council will encourage retail businesses to locate in the 800 South Interstate 15 interchange area without utilizing this critical space for residential or industrial purposes.
2. The City Council and Planning Commission will direct staff to complete the necessary studies to project the amount of retail space and sales tax necessary to appropriately serve the anticipated residential development and balance the tax base of the City.

**Industrial Centers**

**Payson Business Park.** The Payson Business Park was established in 1995 as an Economic Development Area (EDA) to develop an area that might not have otherwise been completed. The generation of tax increment will offset the cost of installing the infrastructure and constructing the roads in the Business Park. While not every business is appropriate for the Business Park, the park offers a great deal of variety in lot size and design standards to allow many different businesses to operate in the Business Park.

**Payson Business Park Goal:** The Payson Business Park will generate job opportunities and improve the employment base for the City.

**Payson Business Park Objectives:**
1. The City Council will actively recruit businesses that will provide employment opportunities for the citizens of the community. It is important for the demographics of the prospective companies to generally match the demographics of Payson City in order to maximize the expenditure of taxpayer dollars.
2. The Redevelopment Agency will develop a package of incentives that will be used to encourage the appropriate companies to locate in the Payson Business Park.

**Utah Avenue/400 North, west of Interstate 15.** Since the adoption of the most recent version of the Payson City General Plan in 1995, as amended, there has been a clear objective to use the natural corridor between Interstate 15 exits 252 and 254 and the railroad tracks west of Interstate 15 for industrial development. This objective has been reaffirmed as late as 2003 in updates to the General Plan and General Plan Land Use Map. This area will not be as structured as the development in the Payson Business Park and will allow a larger variety of building styles and types of companies in the community.
Utah Avenue/400 North west of Interstate 15 Goal: Encourage industrial and manufacturing development while protecting the existing residential development.

Utah Avenue/400 North west of Interstate 15 Objectives:
1. The City Council will continue to encourage industrial and manufacturing development in this area despite pressure to allow the area to contain residential development.
2. The City Council and Planning Commission will review the current development ordinances to ensure that the regulations are appropriate and balanced to allow industrial development without devaluing surrounding properties and complete amendment where appropriate.

900 North 500 East Area. The area located east of Interstate 15 and north of 600 North, extending to approximately 500 East, is an underdeveloped section of the community that can accommodate a significant increase in industrial and manufacturing. The area is lacking infrastructure, but the provision of additional infrastructure would not be a significant challenge. The City leaders will need to be careful to avoid further conflict between industrial and residential uses such as those experienced between Rayloc and neighboring dwellings.

900 North 500 East Area Goal: Promote the efficient in-fill and redevelopment where necessary, of the property east of Interstate 15, as well as east and north of the commercial area along north Main Street.

900 North 500 East Area Objectives:
1. Improve the roadways and infrastructure to allow the 900 North 300 East area to accommodate industrial development. Additional roadways will be necessary in order to properly address circulation and access issues.
2. Refrain from rezoning property north of 600 North and east of Interstate 15 to accommodate residential development.

North Payson Annexation. In 2003, the Payson City Council accepted the petition for annexation of the North Payson Annexation. Approximately three hundred (300) acres of the eight hundred (800) acre annexation was designated in the General Plan as commercial/industrial development. This area was chosen for having excellent access to Interstate 15 as well as having contiguous land assembly of more than three hundred (300) acres of property that can be used for commercial or industrial development.

North Payson Annexation Goal: Preserve an area in the community where a large industrial user with significant access needs can be accommodated.

North Payson Annexation Objectives:
1. Work with property owners included in the 2003 annexation in an attempt to keep a large area of undeveloped property available for a large industrial user. Be prepared to assist a large industrial user with the provision of municipal services and development improvements.
2. Work with the Utah Valley Economic Development Agency and the State of Utah to actively recruit a large industrial user to this area to provide employment opportunities and balance the tax base of the community.

Global Economic Development Issues
Many economic development issues are global and apply to all aspects of economic development. It will be important to understand and develop policies to address these issues. Clearly not all of the economic development issues are included in this plan, and the plan should be regularly updated as additional issues arise.
Proper Planning for Residential Growth and Development

The development of sustainable residential communities and the strengthening of existing neighborhoods is a critical element of economic development. The City Council and Planning Commission must continue to hold residential development to a high standard and implement ways to gentrify existing neighborhoods.

Educational Opportunities

Success in the workforce begins with education. The Payson City Council and Planning Commission support the efforts of Nebo School District in the provision of free public education for the children of the community. Where possible, the City will assist the School District in creating places for learning that are safe, attractive, and cost effective. Consistent communication and working in tandem with the School District will directly benefit the residents of the City.

An institution of higher learning in the community will help provide the skills necessary for the residents of the community to compete in the workforce. The City Council and Planning Commission support efforts to encourage trade school institutions, and post high school educational organizations to locate in Payson City and provide educational opportunities for the residents of the City.

City Based Incentive Programs

While it is a general objective of Payson City to ensure that development pays for itself, incentives to attract specifically desired industrial and commercial entities to locate or remain in the community must be included in the economic development plan of the City. Furthermore, competing municipalities employ incentives to encourage attractive businesses to locate in surrounding communities. In order to effectively compete with neighboring communities, the City Council will identify appropriate incentives for business recruitment, retention and expansion. These incentives are grouped into two general categories. Physical incentives include City sponsored activities that can offset the cost of project development. Fill material, installation of infrastructure, creation of special improvement districts, tax increment financing, and other programs are included as physical incentives.

Ordinances that allow the creation of an efficient development review and approval process serves as an incentive for potential business creation and expansion. Developers are attracted to communities that have predictable and fair development ordinances. The City Council will adopt ordinances that allow the efficient processing of applications, while protecting the interests of the citizens of the City.

Unity between Governing Body, Planning Commission, Staff, and Ordinances

One of the most overlooked, but important, aspects of economic development is the display of unity between the City Council, Planning Commission, and staff. Regular work sessions and discussions about the economic development efforts of the City between the Mayor, City Councilmembers, and staff will be scheduled in order to discuss the economic development activities of the City.

Support of the Citizenry

For any plan to be successful, it must have broad support from the community. Public hearings, meetings with community and business leaders, and other exercises to obtain input and support are critical in the long-term success of the Economic Development Plan. The plan should be an active part of any planning discussion and utilized as a resource to guide economic development in the community. Citizen input should be gathered on a regular basis to ensure that the plan is consistent with the changing needs of the citizens. If the plan becomes outdated and no longer effectively addresses the needs of the community, the plan should be updated and amended.

Summary

An economic development plan is more than defining the process of reviewing site plan proposals for commercial and industrial projects. An effective plan must address the global economic conditions of the community and
identify strategies for improving the financial health of the City. Careful consideration of reaching a balance between commercial, industrial and residential development must be completed by the Planning Commission and City Council. The Planning Commission and City Council must be patient and allow the plan to unfold in the proper sequence and without being pressured into altering the plan simply to accommodate particular landowner or developer requests.

Payson City is poised to become the economic center of south Utah County. Proper planning, patience, and a lot of hard work will bring the economic hopes of the community to a state of reality.
Chapter 4.6 Financial Element

Prepared by the Payson City Staff under the direction of the Planning Commission

Acknowledgments

The Financial Element of the Payson City General Plan has been prepared by the financial staff of the City including Andy Hall, City Manager; Brent Bluth, Assistant City Manager; Jeanette Curtis, City Recorder; Elaine Openshaw, City Treasurer; and Pam Knight, Executive Secretary. The Financial Element represents long term financial goals for the City that will lead to economic stability, exemplary financial tracking, and wise and prudent expenditures of public money. This General Plan Element has been prepared in accordance with § 10-9-302 (f) of the Utah Code Annotated 1953, as amended, which reads:

An economic element composed of appropriate studies and an economic development plan that may include review of municipal revenue and expenditures, revenue sources, identification of base and residentiary industry, primary and secondary market areas, employment, and retail sales activity.

To eliminate confusion with the Economic Development Element, this element will be known as the Financial Element of the Payson City General Plan.

Introduction

The General Plan is comprised of several sections or chapters known as “elements.” The Financial Element serves to provide a future financial plan for the City. The General Plan is primarily developed to provide a guide for future growth and development. The value of a Financial Element in a document dealing with future growth and development might be questioned in terms of relevance and necessity. Growth and development play a significant role in the financial status of a City. Under current taxing statutes of the State, the balance between residential, commercial and industrial development is critical to maintain a healthy financial basis.

Payson City has a rather complex budget for a small city. Many cities similar in size to Payson City maintain a budget primary centered around the general fund. The general fund is a budget for general government activities such as administration, public safety, parks and cemetery maintenance, libraries, a senior citizen center, planning and zoning, City streets, and the justice court. Many cities receive other services like water, sewer, electrical, solid waste, and ambulance through Counties, interlocal agreements, or special service districts. Payson City has chosen to provide these services to the residents through enterprise funds. Enterprise funds are established in separate budgets in a more traditional private business format. Each enterprise fund is expected to be self-supporting, even profitable. This is in direct contrast to general fund departments that produce limited or no revenue. In essence, general fund activities are funded through property and sales taxes, and enterprise funds are funded through user fees. The following list of departments indicates departments found in the general fund and enterprise fund departments:

<table>
<thead>
<tr>
<th>General Fund Departments</th>
<th>Enterprise Fund Departments</th>
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<tbody>
<tr>
<td>Mayor and Council</td>
<td>Water Department</td>
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<tr>
<td>Administration</td>
<td>Solid Waste Department</td>
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<td>Development Services Department</td>
<td>Electrical Department</td>
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<td>Justice Court</td>
<td>Power Generation Department</td>
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<tr>
<td>Public Safety Department (Police, Fire, CERT, Animal</td>
<td>Sanitary Sewer Department</td>
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<td>Ambulance Department</td>
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<td>Streets Department</td>
<td>Gladstan Golf Course</td>
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<td>Cemetery and Parks Maintenance Department</td>
<td>Storm Drain Department</td>
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<tr>
<td>Recreation and Community Education</td>
<td>Senior Citizens Center</td>
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<tr>
<td>Library</td>
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The City also has several ancillary budgets that serve special purposes for the community. Once again, many small communities do not provide these special services to citizens. Payson City special fund budgets include:
Special Fund Budgets
Payson City Race Track
Victims Assistance
Peteetneet Academy
Redevelopment Agency – Downtown
Economic Development Agency – Business Park
Class C Road Fund Budget
Impact Fees – Water, Sewer, Electrical, Parks
Vehicle Maintenance

Onion Day Annual Celebration
Community Contributions including:
Youth Court
Youth City Council
Payson Community Theater
Beautification Committee
Scottish Festival
Payson City Band

Purpose of the Financial Element

The purpose of the Financial Element is to promote the efficient use of public funds and track the expenditure of public funds in a way that is acceptable to the citizens of the community. Typically, as a City grows citizens demand more services from the government. That has been the historical nature of our community as well. For example, in the past it was acceptable for each homeowner to take their solid waste to the landfill. It is now expected that the City will collect the garbage at the curb of each home and transfer it to the landfill. The City must anticipate these changes in citizen demands and prepare to provide acceptable and efficient services. An organized and efficient development pattern will allow the City to provide these services in a cost-effective manner. Therefore, it is the purpose of the Financial Element of the General Plan to provide a financial perspective in relation to a well organized and efficient development pattern.

Efficient Use of City Resources

As the City grows and develops, the ability of the City to provide services in an efficient and effective manner will need to increase. A logical and organized development pattern can help tremendously with the City’s ability to provide services. For instance, each home will have a garbage can that will need to be serviced by the Solid Waste Department. If roads are properly planned, solid waste service can be much more cost-effective. An example of this efficiency can be demonstrated in the Saddlebrook Development at approximately 1600 South and 500 West. The streets in the development are curvilinear, or as some have described, like spaghetti noodles. By curving the streets, the surface area on the street and the number of homes along the streets were increased. In the Saddlebrook Development alone, more than one half mile of road was eliminated from the project by increasing the surface area of the road than by developing the subdivision in the traditional grid pattern. The same number of garbage cans are serviced, but the garbage trucks travel more than one half mile less each day garbage is collected. Secondary benefits include the reduction of vehicle speed in the subdivision, less road to repair, maintain, and snow plow, not to mention on half mile less of water line, sewer line, and electrical line to maintain. While this development pattern cannot, and should not, be repeated in every development, it is important that every development be reviewed to provide the most efficient and effective development pattern possible. Each development will be different, but the goal of efficiency should be a common theme.

Exemplary Tracking and Accounting Procedures

There may be no more effective way to ensure financial stability than by requiring the City financial staff to perform exemplary tracking and accounting procedures. Keeping a close watch on all City expenditures can save a tremendous amount of money that can be used for meaningful purposes. It is important for the financial staff to remember that each dollar spent is coming from a citizen of the community. It is the stewardship of the financial staff to ensure that every dollar is spent properly and for a meaningful purpose.

The Importance of Balance

The relationship between the Financial Element of the General Plan and the other more development-related elements is exemplified by the need for balance in the development of the community. Under the current State taxing structure, the need for retail sales tax is critical for a City. In the adopted 2002-2003 Payson City budget, $569,035 will be generated through property tax. Meanwhile, although Payson City has only limited retail opportunities, more than $1,270,000 will be generated through sales tax. While the City Council recognizes that Payson City is primarily a residential or bedroom community, the City Council also recognizes the need for balance
in the tax base of the City. The City Council also recognizes the need to provide an industrial and manufacturing, or job creation, balance in the community so that our citizens can stay near home to work and make a living. Once commercial and industrial areas have been identified, they should be vigorously protected from the pressures of residential growth. While commercial and industrial properties often take longer to develop, they are necessary for a healthy community in the future. Commercial and industrial developments are much more dependent on location than residential growth. Commercial areas should be located near freeway intersections and along major roadways in the City. Industrial areas should be located in areas where conflict between industrial and residential areas can be avoided. As indicated in the Land Use Element of the General Plan, as a general statement, the residential areas should be located east of Interstate 15 and the industrial and agricultural areas should be located west of Interstate 15.

History and Future of the General Fund

As discussed in Chapter 1 of this element, the general fund of the City includes departments that provide general government services. The general fund is typically funded through property and sales taxes, but in Payson City a significant amount of funding for the general fund is obtained from transfers from the enterprise funds of the City. This means that a lot of the funding for general government activities is generated through user fees. This type of arrangement, while common among cities that have enterprise funds, is somewhat improper. The general fund should only rely on transfers from the enterprise funds to the extent that the enterprise funds derive benefit from the general fund or general government of the City. For instance, the City provides administrative services to the enterprise funds. Payroll, benefits, accounting, billing, and other services are provided to the enterprise funds by the general fund departments of the City. However, on occasion the amount of money transferred to the general fund exceeds the amount of benefit to the enterprise fund. In order to function as anticipated in State statute, it would be proper to raise property taxes and lower user fees in the enterprise funds. However, there has been a general reluctance to raise property taxes. It has become more politically acceptable to increase user fees such as water, sewer and electrical rates.

Ten Year Review of the General Fund

In the past ten years the general fund has, not unexpectedly with the growth of the City, increased. A ten year glance at the general fund indicates the growth in the general fund. It should be noted that at least a portion of the growth comes from a reclassification of departments that should be in the general fund. For example, in the 1998-1999 fiscal year budget, the recreation department was added to the general fund and significantly increased the general fund expenditures. This change was made because the recreation department does not produce enough revenues to be self-supporting.
Revenues and Expenditures in the General Fund

The general fund will continue to obtain revenues from property and sales taxes. It will be critical to find ways to limit the reliance on transfers from enterprise funds as those funds strive to remain competitive with service providers in other communities. Public safety will continue to be a financial challenge for the community. Provision of police and fire services are expensive, but remain a top priority of the City Council.

Reliance on Transfers from the Enterprise Funds

The City Council supports a general policy of reducing reliance on the enterprise funds to provide revenues to the general fund. In order to accomplish this goal, it will be important for the citizens to politically support an increase in property taxes while lowering water, sewer, and electricity rates. Chart 1, above, indicates the increase in enterprise fund transfers to the general fund. The ratio of transfers to the increase in general fund expenditures have remained constant, but it has made the enterprise funds less competitive with the competing service providers in the area. Reduction in transfers will allow the enterprise funds to retain more of their earnings and place those earnings
into sinking funds for future expansion, maintenance, and other capital expenditures. This will allow upgrades and improvements to the systems without returning to the taxpayers. Over the long run, the enterprise funds should be fully self-reliant, without any indebtedness, and improvements should be made from sinking funds and capital savings accounts.

History and Future of the Enterprise Funds

The Payson City enterprise funds were created to provide citizens with competitive, quality services rather than relying on outside providers to furnish the services. Most of the enterprise funds, listed in Chapter 1, are healthy, self-supporting departments. However, there are two enterprise funds that have not performed up to expectations, The Gladstan Golf Course and the Payson City Ambulance. These enterprise funds must be reevaluated to determine their ability to be self-supporting. If it is determined that they cannot be self-supporting, the City Council will need to either bring them into the general fund, or eliminate the department.

The long-term challenge facing the enterprise funds is the transfer of earnings to the general fund. Although transfers from the enterprise funds are expected and appropriate in exchange for benefits provided by the City, the enterprise funds need to retain enough earnings to become self-reliant in terms of upgrades, operation and maintenance, and capital improvements.

Electric Enterprise Fund

It is a volatile time for the power industry. In the coming years, the Power Department will need to be competitive in a time of escalating costs and increased demand. Specific challenges for the electrical enterprise fund include deregulation of power, rising costs of generation, and aging facilities. The debt of the Power Department will be retired in less than ten years, but many facilities will need to be replaced at that time. The Electric Enterprise Fund obtains revenues from power bills.

2002-2003 General Fund Transfer = $812,358

Water Enterprise Fund

Payson City is fortunate to provide not only a drinking water system, but also a secondary irrigation system. This allows the City to provide drinking water and irrigation water at a very competitive price. The challenges for the water department include irrigation water storage facilities, renovations to the seven City owned reservoirs located in Payson Canyon, and providing drinking water service at elevations above the existing water tanks. On-going negotiations between the City and the Strawberry Water Users Association are likely to continue for many years as water resources become more scarce in the area. The City will need to work closely with the Department of the Interior, the Central Utah Project, the State Department of Natural Resources and many other organizations in order to provide adequate water in the future.

The City Council recently purchased nearly five hundred acres of land in Payson Canyon by using revenue bonds from the Water Enterprise Fund. This land contains drinking water springs, irrigation facilities and electrical generating facilities for the Strawberry Electric Special District. By protecting such a critical parcel of land in the City’s watershed, the City Council indicated their commitment to providing safe and efficient water facilities in the future.

2002-2003 General Fund Transfer = $580,307

Sewer Enterprise Fund

The Sewer Department is undergoing upgrades that will bring the sewer treatment plant up to current state of the art standards. Providing sewer service to outlying areas, and providing regional sewer capabilities will be issues that the Sewer Department will need to address in the coming years. Replacement of aging lines will also need to be a consideration of the Sewer Department. The Sewer Enterprise Fund obtains funding through user fees based on a monthly base fee and the amount of water usage.

2002-2003 General Fund Transfer = $841,978
Solid Waste Enterprise Fund
The City owns and operates a landfill that provides service not only to City residents, but also residents from surrounding cities and the residents of unincorporated Utah County. Perhaps the enterprise fund most prepared for the future, the Solid Waste Department budgets each year for post closure activities. When the life of the landfill has concluded, the money will already be in place to reclaim the land and meet the environmental provisions. The challenges for the Solid Waste Department will include replacing equipment on a regular basis and satisfying the environmental regulations placed upon landfill establishments. The Solid Waste Enterprise Fund obtains funding through user fees and commercial dumping. The residential fee is equal to ten (10) dollars per can. The commercial fees vary upon the use and contracts with individual businesses.

The Solid Waste Department recently entered the recycling realm providing a state of the art green waste program that will turn organic waste into mulch and topsoil. It is projected that the green waste program will extend the life of the landfill by several generations. There may come a point in time that the City Council determines that the landfill should be used only by City residents in order to extend the life of the landfill. If that happens, the enterprise fund may not be as profitable as it is at the present time.

2002-2003 General Fund Transfer = $386,142

Storm Drain Enterprise Fund
In the coming years, the City will construct a citywide storm water system that will effect each resident of the community. The system is necessary due to the elimination of the open ditch irrigation system with the provision of pressurized irrigation as well as many years of development in the community. The Storm Drain Enterprise Fund obtains revenues through the imposition of a storm drain fee assessed to residents and businesses in the community. At the present time, the storm drain fee is equal to three (3) dollars per month on a single-family residence. Businesses and facilities with large impervious cover such as parking lots are assessed a larger fee based on the amount of impervious cover.

The Storm Drain Department retained all of its earnings for use in the upcoming installation of a citywide storm water system. These funds will be used for engineering and construction of the system throughout the community. In the past few years, the funds have been used to complete underground storm water facilities, installation of curb and gutter in strategic locations to carry surface drainage, and purchase of a street sweeper to keep the curb and gutters flowing properly.

2002-2003 General Fund Transfer = $0

Gladstan Golf Course Enterprise Fund
The Gladstan Golf Course was constructed in the late 1980’s moving the municipal course from a location adjacent to Interstate 15 to its present location in the foothills of Payson Canyon. The course was built on funds from the Electric Department based on power sales to new industrial buildings built on the old golf course site. The bond for construction has been retired, but the golf course still owes the City over $1 million. It is anticipated that the golf course will make money in the 2000-2001 budget year for the first time. With some policy changes discussed by the City Council, the golf course should begin to operate in the black. Many municipal courses make money and given the physical location of Gladstan, the course is destined to be financially solvent in the future.

2002-2003 General Fund Transfer = $0

Note: The golf course required transfers from other enterprise funds in order to function. This situation cannot continue in the future.

Ambulance Enterprise Fund
Payson City is served by a volunteer group of Emergency Medical Technicians (EMT’s) that provide ambulance service to the City. The enterprise fund obtains enough funding from user fees and transport to cover payroll, ambulance and equipment purchases, as well as providing a transfer to the general fund for services rendered in the administration of the department. A challenge facing the enterprise fund over the next several years is providing prompt and adequate service to a growing community. There will come a point in time when the ambulance will need to have a satellite facility in order to provide effective service.

2002-2003 General Fund Transfer = $23,000
The Budget and Development Related Activities

Proper development, planning and land use patterns can have a profound effect on a municipal budget. By placing adequately sized infrastructure at the time of development and not having to replace lines prematurely, a City can save literally millions of dollars. At the time of development, developers are required to install infrastructure. After development approval, any upgrade and the costs associated with upgrades are borne by the City.

The City Council supports a development pattern that will produce efficient maintenance patterns. The City Council further supports development ordinances that require developers to install quality infrastructure with a functional life of more than twenty years. Prior to any development approval, the staff will provide information about the necessary infrastructure to service the development and any other development in the vicinity.

Goals and Policies of the Financial Element

The following list of Goals and Policies are supported by the City Council as guidance in the financial management of the City. If the Goals and Policies are followed, the City Council is confident that Payson City will remain prudent in the expenditure and accounting of public funds. Any incompatibility or inconsistency between the various Goals and Policies is coincidental and does not necessarily negate the conflicting Goal or Policy.

Goal 1: Develop and maintain an effective budget process that will ensure that City money will be properly accounted for and spent on meaningful activities.

Policy 1.1 – Encourage more public awareness and input in the budget process.
Policy 1.2 – Provide information about the budget in an easy to understand method and circulate the information to the general public.

Goal 2: Reduce the dependence on transfers from enterprise funds for general fund expenditures.

Policy 2.1 – Explore options for increasing general fund revenues by means other than enterprise fund transfers.
Policy 2.2 – Encourage a balance of commercial, industrial and residential development in the land use pattern of the community.
Policy 2.3 – Retain earnings in the enterprise funds to allow for proper operation and maintenance, and capital improvements.

Goal 3: Promote a development pattern that requires properly sized infrastructure for present and future needs.

Policy 3.1 – Direct staff to review each development to ensure that the future land use pattern can be served by the infrastructure being placed in each development.
Policy 3.2 – Adopt and maintain development ordinances that require developers to place adequately sized infrastructure in each development that will serve both present and future land use needs of the City.
Chapter 4.7 Affordable Housing Element

The availability of moderate income housing has become a statewide concern. In 1996, the Utah State Legislature adopted §10-9-307 of the Utah Code dealing with “Plans for Moderate Income Housing”. This section of the code requires that every municipality adopt a plan for moderate income housing within the community. The plan must address the following five issues: 1) an estimate of the existing supply of moderate income housing located within the municipality; 2) an estimate of the need for moderate income housing in the municipality for the next five years as revised annually; 3) a survey of total residential zoning; 4) an evaluation of how existing zoning densities affect opportunities for moderate income housing; and 5) a description of the municipality’s program to encourage an adequate supply of moderate income housing.

Moderate income housing as defined by the Utah State Code § 10-9-307 (2) (a) is: “...housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income of the metropolitan statistical area for households of the same size”.

The 1998 moderate income level for Utah County for a family of four is $34,950. The Utah County moderate income level is recommended by the State to be used by Payson in determining whether or not housing is affordable.

Estimate of Existing Supply

In order to assist municipalities in estimating the existing supply of affordable housing units within each city, the State has provided an Affordable Housing Model. Payson City used this model to estimate their existing supply, which involved an extensive evaluation of residential building permits issued from 1990 to 1997, including the number of single family and multi-family permits issued and their valuation.

According to the Utah State Affordable Housing Model, Payson currently has a surplus of 245 units for households making eighty (80) percent of the Metropolitan Statistical Area Median Income (MSAMI). Also according to the model the City has a supply of 9 units available to those making fifty (50) percent of the MSAMI, while the City has a deficit of 321 units for those making thirty (30) percent of the MSAMI.

Estimate of the Need for Moderate Income Housing in the City for the Next Five Years

The majority of the need for moderate income housing within Payson will be to serve the City’s own growth. The City’s goal should be to provide adequate housing for existing residents and more particularly their children as they grow up and move out of their parents’ home.

According to the Utah State Affordable Housing Model, population growth in Payson between 1999 and 2003 will create a demand for 156 units available to moderate income families (i.e. 80% MSAMI). The demand at the fifty (50) percent MSAMI level will be 35 units and 92 units will be needed for those making thirty (30) percent of the MSAMI.

Payson has a surplus of affordable housing for moderate income families. The net need, current supply plus future demand, for moderate income families is a supply of 89 units or 18 units a year for the next five years. The net need for those in the fifty (50) percent category is a deficit of 26 units or 5 per year for the next five years, while those in the thirty (30) percent group need a net unit total of 413 units or 83 units a year for the next five years.

Survey of Residential Zoning

The City has eleven (11) zones that allow for residential uses. They include the R-1-75, R-2-75, R-1-9, R-1-10, R-1-12, R-1-A, and A-5 zones, along with three overlay zones that allow for various types of multi-family development. Each zone has different characteristics and density requirements that are deemed appropriate for their location in relation to infrastructure, transportation, schools and other governmental services, and other
zoning classifications such as commercial and industrial uses. A description of these residential zones is as follows:

The Residential-Agriculture Zone (R-1-A) is established to provide areas within the City where agricultural pursuits can be encouraged and supported.

The R-1-12 Residential Zone is established to provide areas within the City for single family dwellings on relatively large lots with no or very limited commercial services. This area often borders agricultural areas where traditional agricultural pursuits can be encouraged and supported.

The R-1-10 Residential Zone is established to provide areas within the City for single family dwellings on average sized lots with very limited commercial services such as home occupations.

The R-1-9 Residential Zone is established to provide areas within the City for single family dwellings on average sized lots and two family dwellings designed to be compatible with a single family environment. The R-1-9 Zone is intended to have very limited commercial services including home occupations.

The R-1-75 Residential Zone is established to provide areas within the City for single family dwellings on smaller lots and limited multi-family dwellings, up to a four unit structure, designed to be compatible with a single family environment. The zone is intended to have limited commercial uses including home occupations.

The R-2-75 Residential Zone is established to provide areas within the City for single family dwellings on smaller lots and multi-family dwellings, up to an eight unit structure, designed to be compatible with a single family environment. The zone is intended to have limited commercial uses including home occupations.

The R-MF Multi-Family Residential Zone is established to provide areas within the City for multi-family dwellings designed to be compatible with surrounding uses. The R-MF Zone is intended to have limited commercial uses including home occupations and ground level retail and commercial businesses.

The City also has adopted three overlay zones that permit housing, The R-M-O-1, R-M-O-2, and the R-M-O-3 Overlay Zones. The R-M-O-1 Overlay Zone is established to provide areas in the City for two family dwellings designed to be compatible with surrounding uses. The R-M-O-1 Overlay Zone is intended to have limited commercial uses including home occupations. Application of the R-M-O-1 Overlay Zone should be carefully reviewed to ensure compatibility with existing development and neighborhoods. Use of the R-M-O-1 Overlay Zone is allowed in the R-1-9, R-1-75, and R-2-75 Residential Zones.

The R-M-O-2 Overlay Zone is established to provide areas in the City for multi-family dwellings, up to four units per fifteen thousand square feet, designed to be compatible with surrounding uses. The R-M-O-2 Overlay Zone is intended to have limited commercial uses including home occupations. Application of the R-M-O-2 Overlay Zone should be carefully reviewed to ensure compatibility with existing development and neighborhoods. Use of the R-M-O-2 Overlay Zone is allowed in the R-1-75 and R-2-75 Residential Zones.

The R-M-O-3 Overlay Zone is established to provide areas in the City for multi-family dwellings, up to eight units per twenty thousand square feet, designed to be compatible with surrounding uses. The R-M-O-3 Overlay Zone should be carefully reviewed to ensure compatibility with existing development and neighborhoods. Use of the R-M-O-3 Overlay Zone is allowed in the R-2-75 Residential Zone.

The City has also adopted a Planned Residential Development (PRD) Ordinance that allowed a flexible development layout that would allow a variety of densities within a single project. If an applicant can convince the City Council that the flexible development pattern is preferable to a traditional layout, the City Council may approve the development along with a density bonus for the provision of appropriate amenities.
Evaluation of Zoning’s Affect on Housing Opportunities

The Payson City Planning Commission and City Council hold one of the most important keys to providing housing opportunities for persons of moderate income. The key the city holds is zoning. It appears, from the data received from the model, that Payson City’s zoning has allowed for a surplus in housing for moderate income families. Families making fifty (50) percent of the median income, who will typically be renters are probably impacted more by markets conditions, which may be beyond the control of the City, than by zoning. Building permit information for Payson reveals that over the last five years the City has averaged 26 rental unit permits per year. The 26 permits are more than five times the amount suggested by the model. Families making thirty (30) percent of the median income will need federal or state government housing assistance and are beyond the scope of zoning influence.

Payson’s Program to Encourage Moderate Income Housing

Based on the findings of the Utah State Affordable Housing Model, it is evident that Payson City’s zoning, land use pattern, and development regulations are adequately providing for moderate income housing. Because there is a current surplus of 245 units for households making eighty (80) percent of the MSAMI, as well as a surplus of 5 units per year available to those making fifty (50) percent of the MSAMI for the next five years, the City anticipates that current zoning and land use regulations will continue to provide an adequate supply of moderate income housing in the future. No changes are proposed at this time to further encourage the construction of moderate income housing units, however the City will continue to monitor housing within the City and review this Element on an annual basis to assure that the City’s needs are being met. If it is determined that there is a greater need for moderate income housing in the future, Payson City will take appropriate measures to update this plan and pursue the adoption of appropriate ordinances to implement the plan.

Goals and Policies for Moderate Income Housing

Goal: To ensure an adequate supply of safe, accessible, sanitary, and aesthetically pleasing moderate income housing integrated throughout the City in various locations, and consistent with the needs of all segments of the population.

Policies:

1. Encourage a mix of lot sizes and housing types in new residential developments so that moderate income housing is properly integrated and not concentrated in one development or area.
2. Encourage requirements to keep moderate income housing consistent with other residential development within the City, such as landscaping, quality building materials, and varied architectural styles.
3. Consider the adoption of a rehabilitation code to address improvement of older residential buildings/units to encourage stability and revitalization of older residential areas.
4. Regularly update the Moderate Income Housing Element and Affordable Housing Model to determine the housing needs for all groups, to quantify specific housing needs, and to identify solutions to housing problems.
Chapter 4.8 Trails Element

Prepared through input from the landowners along the Dry Creek Corridor Trail and the Greenridge Park Trail by the Payson City staff.

Acknowledgments

Payson City would like to thank the following landowners for their input and suggestions in the preparation of the Trails Element of the Payson City General Plan.

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Georgetown Development
Drew Kriser (Country Living Construction)
Robert McGovern
Robert Orchard (Robert Orchard Construction)
Wayne Patterson (Patterson Construction)

This General Plan Element has been prepared in accordance with § 10-9-302 of the Utah Code Annotated 1953, as amended.

Introduction

The purpose of the Trails Element is to provide information about and plans for the construction of non-motorized trails in Payson City. These trails are part of the recreation program that the City provides to its citizens. The two trails discussed in this element are simply the start of what the City hopes will be a complete trail network throughout the City in the future.

While trails, in Payson, are primarily provided for recreational use, there are also many other benefits that can be realized through trail development. Some of these benefits include improvement of air quality through the reduction of automobile use, safe transportation facilities separated from automobile traffic where possible, and protection of environmentally sensitive areas and the provision of open spaces in the community.

Trail and Non-Motorized Facilities Trends

As Payson City continues to grow, the need for recreation facilities and safe non-motorized transportation facilities continues to grow. At the same time, development near natural trail corridors threatens the opportunity to construct these facilities in a cost effective and well planned manner. While some of the developments near the two proposed trails have included trail facilities, others have not and they present a barrier to the construction of the trails.

Trail and Non-Motorized Facilities Ordinance Review

A review of the current Subdivision Ordinances reveals that the City offers a density incentive for developments that include trail facilities in appropriate locations. To date, the City has not required the trails to be included in the development process, but landowners are highly encouraged to participate. The map prepared with the adoption of this element will make it easier to identify selected corridors and allow developers to more easily plan for trails to be included in proposed developments in the appropriate locations.

The construction standards of the trails are also not clearly indicated in the development ordinances of the City. These standards will be further discussed in this element, and upon adoption of the element by the City Council, they will be incorporated into the appropriate development ordinances of the City.
Trail and Non-Motorized Facilities Goals

Goals for the non-motorized facilities in Payson City include the following:

Connectivity with other Trails

Both of the trails discussed in this element are designed to connect to the Bonneville Shoreline Trail, a regional trail spanning several counties in the State. There are also several trails located in Payson Canyon that will eventually be connected to the City trails.

Beyond connectivity to other trails, the trails discussed in this element are designed to connect to the Payson City Memorial Park, be accessible to a majority of the residents in the community, be accessible to schools, and be located in attractive and desirable areas in the community to increase the enjoyment of using the trail.

Provision of Safe Pedestrian and Bicycle Facilities

Where possible, the trails have been separated from automobile traffic. The trails should be constructed of safe materials and should be properly maintained. Although the trails are often located near streams and creeks, safeguards should be in place to ensure a safe, yet inviting environment.

Location of Trails and Non-Motorized Facilities

Trails, where possible, should be placed in areas that should be preserved as sensitive areas such as, but not limited to, Peteetneet Creek, Dry Creek, and Payson Canyon. As developments are proposed, the City should also encourage trails in developments that link to other trails in the community. Where possible, the trails should be attractively landscaped, separated from vehicular traffic, and accessible to the public. The trails should be constructed for longevity and multi-use, and properly maintained by the City or a home owners association as the case may be.

Incentive to Use the Trails

The trails in the City should lead to a desirable place, be inviting and placed in an area that is aesthetically pleasing. Improvements along the trails such as restrooms, parks, and interpretive areas will encourage use of the trails. There should also be several parking areas for entry to the trails for those who live a longer distance from the trails.

Encourage Public Involvement

City sponsored events such as cleaning days, tree plantings, health walks, school field trips, etc., can make the trail system more successful.

City Beautification

Trails can help to beautify and enhance the City. The City should adopt a beautification ordinance to encourage citizens to keep the trails clean and neat. Again, incentives and awards may be more effective in this effort, but fines should await those less willing to participate in the beautification of our community.

Location of the Trails and Non-Motorized Facilities

At the time this element was prepared, the City has identified two possible trail locations. This list will undoubtedly be increased over time. However, the two trails identified in this element will be the facilities concentrated on by the City at this time.
Dry Creek Corridor Trail

The Dry Creek Corridor Trail is located adjacent to the Dry Creek high water ditch running roughly from east to west from Payson Canyon to Interstate 15. The creek is an existing and traditional drainage ditch for high water from the spring runoff. The creek has areas of thick trees and is already used by pedestrians in many places.

For the most part, the trail is free from adjacent development. There are, however, two existing subdivisions located adjacent to the trail - Dry Creek and Creekside subdivisions. The Creekside subdivision has indicated a willingness to participate in the development of the trail. Through proper planning and innovative design, these two developments should not prevent the linkage of the trail. Several other developments have included the trail in the design of the projects. These developments presently include Payson View Estates, Saddlebrook, and The Maples at Brookside.

In October of 1998, the City received a grant for improvements to the Dry Creek Corridor Trail from the State of Utah. The grant was in the amount of $40,000 that must be matched by the City. The grant will be used to stabilize the Dry Creek channel and improve the trail in the area that has already been developed.

Greenridge Park Trail

The Greenridge Park Trail is planned to extend from the mouth of Payson Canyon to the Memorial Park on Main Street along Peteetneet Creek. The southern portion of the trail is being developed through two new subdivisions, but some of the trail is proposed to be located in areas that are already developed. Placing trails in previously developed areas can be difficult and show the need for future planning.

One of the two developments including the trail is the Greenridge development that is located in an area that includes a heavily wooded area surrounding Peteetneet Creek. As part of the development process, the development was granted a density bonus for preserving approximately fifteen acres in the area known as the “hollow.” The area, to be called Greenridge Park, will include a trail along the creek with several open areas with grass and picnic facilities. Plans are also being made for the Junior High students to develop an interpretive area in the park.

The Greenridge development is bordered on the north by the Peteetneet Estates subdivision. As approved, the trail that runs roughly north and south through Greenridge Park will continue under 800 South and through Peteetneet Estates. The trail through Peteetneet Estates is located in the Floodway designated by the Federal Emergency Management Agency (FEMA).

Heading north, the trail is proposed to follow the Peteetneet Creek which runs through Memorial Park. There appears to be ample room for the trail, but acceptance from the property owners will need to be obtained.

Both of these trails are indicated graphically in Appendix A of this element.

Construction Standards

The trails will be constructed of adequate road base covered by two inches of asphalt at a width of ten (10) feet. The road base will vary depending on location. The trail cross section for each area of the trail should be approved by the City Engineer. The City has several books on trail and other non-motorized facility construction that will also be used for design of the trails.

The City has decided to surface the trails with asphalt so that the trails can be used in the winter season. Where possible, the trail will be designed to allow equestrian usage as well.

The construction standards for the trails are indicated graphically in Appendix B of this element.
Trail Maintenance

In is anticipated that the trails will be owned and maintained by the City, except in those areas where, as an incentive, the development through a homeowners association, or other appropriate means, assumes the responsibility for maintenance. When possible, the trails will be open for use through all seasons of the year.

Funding for Trails

There are several funding sources that will be used for construction of the trails in Payson City. Some of these funding sources include:

- TEA-21, the Federal Transportation Funding Source
- Congestion Mitigation/Air Quality Funds (CM/AQ)
- Community Development Block Grant (CDBG)
- State of Utah Non-Motorized Trails Grants
- Riverway Enhancement Grants
- State of Utah Trails Crossing Fund
- Development Impact Fees
- City General Fund and Recreation Funds
- Development Density Incentives

As previously stated, Payson City received a $40,000 grant, to be matched by the City, for stabilization of Dry Creek and trail development. The City has also received several thousand dollars of recreation impact fees that can be used for trail development.

Summary

As Payson City continues to grow, provision of non-motorized facilities and other recreation amenities will become increasingly important. Advanced planning is critical for these facilities in order to place them in the correct location prior to development. Recreation opportunities are not a luxury, but rather a necessity in any successful community.

New trails and non-motorized facilities will be added to this element as the General Plan is updated from time to time. The end result should be a well organized, usable trail network that is available to most of the citizens of the community without the necessity of a vehicle.
Chapter 4.9 Land Use Element

Prepared by the Payson City Staff under the direction of the Planning Commission.

Acknowledgments

The Payson City Staff would like to thank all participants in the organization of the General Plan and each of the elements. The Land Use Element is an attempt to tie each of the elements together into an overall land use plan that will create a well planned, desirable community.

This General Plan Element has been prepared in accordance with § 10-9-302 (a) of the Utah Code Annotated 1953, as amended, which reads:

A land use element that designates the proposed general distribution and location and extent of uses of land for housing, business, industry, agriculture, recreation, education, public buildings and grounds, open space and other categories of public and private uses of land as appropriate; and may include a statement of the standards of population density and building intensity recommended for the various land use categories covered by the plan.

Introduction

Statement of Density

The Land Use Element of the Payson City General Plan is an inventory of existing development and a glimpse into the future land use pattern of the community. The Land Use Element addresses not only future expansion and growth, but also the challenges and proposed solutions for existing neighborhoods. In the creation of the Land Use Element, The Planning Commission and City Council have attempted to look at the foreseeable future, about twenty years, with a realistic approach to future land uses and thought given to the long term future, more than twenty years, of the community. This can be a difficult challenge given that many people are uncomfortable with any change in the City. However, to avoid or deny growth projections for the City and fail to plan for the future would be irresponsible and could have devastating results. Reaching a balance between growth management, private property rights, and community values will be a formidable task for the Planning Commission and the City Council.

The General Plan is comprised of several sections or chapters known as “elements.” The Land Use Element serves to tie together the other elements of the General Plan into a future land use and development pattern. Each element of the General Plan provides critical information about specific issues facing the community. The other elements can be found in other sections of the General Plan. The Land Use Element blends the information contained in the other sections of the General Plan into a preferred development pattern represented by the General Plan Land Use Map.

The General Plan Land Use Map should not be confused with the Zoning Map of Payson City. The General Plan Land Use Map is meant to be used as a guide for future rezone requests and other land use decisions. The map, as the name indicates, is general in nature and meant to display broad land use policy without regard to individual or unusual circumstances that may occur at a more defined level. In contrast, the Zoning Map indicates specific allowable uses on an individual parcel level. The Zoning Map may not be completely consistent with the General Plan Map given unique characteristics of individual parcels and uses that are in the best interests of the citizens of Payson City. However, whenever achievable and appropriate, rezone requests and other land use decisions should reflect and sustain the direction and guidance found in the General Plan and on the General Plan Land Use Map.

In order to be the most livable, sustainable and desirous community possible, decisions regarding long range land use patterns can not be achieved by emotional, political, or spontaneous means. Land use patterns, once established, are essentially permanent. Even in the rare circumstance that buildings are replaced, the
infrastructure that serves the area is already in place and sized for a specific development pattern. These paramount decisions must be based on reliable information gathered by staff members, and other experts, under the direction of the Planning Commission and the City Council.

The Land Use Element should be reviewed and updated on a regular basis to ensure that the present needs of the community are being addressed. Even the best-laid plans require review and update. Changes in lifestyle and technology will continue to change land use development patterns. In just the past few years, new technology such as cellular towers and fiber optics have had a noticeable influence on land use patterns. It is impractical to attempt to predict the future, therefore, we must be willing to review and update the General Plan while holding steadfast to the primary goals of the community. As the Supreme Court of the United States has proclaimed in the significant Euclid v. Ambler case that made zoning constitutional, “pigs are great and parlors are great, but pigs don’t belong in the parlor.” The primary function of both the General Plan and the Zoning Ordinance is to allow all types of residential, commercial, and industrial opportunities while separating incompatible land uses.

The Land Use Element can provide the guidance for future land use decisions that will allow Payson to remain a great place to live and raise a family while accommodating quality growth and providing for the future needs of the City. Although some of the information contained in the General Plan and the Land Use Element may seem ambitious, as Daniel Burnham, a renowned city planner, once said “Make no little plans, they have no magic to stir men’s blood.”

Found throughout the Land Use Element are references to density for residential purposes. This statement of density is established to inform all readers of the following residential density relationships:

- **Very Low Density** = one unit per fifteen acres
- **Low Density** = between one unit per five acres and one unit per one acre
- **Medium Density** = between 1.1 unit per acre and 3.8 units per acre
- **Medium High Density** = between 3.9 and 5.9 units per acre
- **High Density** = between 6.0 and 20.0 units per acre

Although there are a wide range of densities allowed by each description, readers should remember that the General Plan is general in nature and that specific densities can be found in the Zoning Ordinance and on the Zoning Map.

**Purpose of the Land Use Element**

The purpose of the Land Use Element is broad in scope, but is created primarily to provide a guide or plan for the future land use pattern of the City. This guidance serves several purposes including, but not limited to, separation of non-compatible land uses, infrastructure alignment, protection of neighborhoods and property values, appropriate disbursement of density in proper locations, and to ensure a balance of housing, commercial, industrial and employment opportunities. The Land Use Element explores issues facing new development as well as preservation and improvement of existing neighborhoods.

**Efficient Use of City Resources**

A primary purpose of the Land Use Element is to ensure the most efficient and cost effective use of City resources. Through proper planning and development of the community, sufficiently sized infrastructure, such as water and sewer lines, can be installed only once eliminating the need for future upgrading. This practice also increases the longevity and preserves the condition of roads and streets, a major challenge facing the City. Development should occur in an organized manner and the City should be cautious when approving “leap-frog” development or urban sprawl.

Beyond infrastructure, other resources enjoyed by present residents must be recognized and used wisely. Some, but certainly not all, of these resources include:

- **Water resources** – Drinking water for the City is provided by means of developed springs and ground water wells. These resources must be protected from the encroachment of inappropriate development. The City has
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prepared a water source protection plan that needs to be reviewed and updated on a regular basis. Irrigation water is provided through a secondary pressurized irrigation system. The City should encourage low water use landscaping and provide incentives to developers willing to provide attractive low water use landscaping.

Public Safety – As the community grows, emphasis should be placed on the ability of the City to provide police, fire, ambulance and other emergency services. Roads and streets should accommodate emergency vehicles and be referenced in a way that makes locating specific addresses quick and precise. Where possible, the traditional numbering coordinate system should be utilized. Addresses should be visible and well lit. As development occurs on hillsides and in wooded areas, fire protection should be an issue of primary concern.

Small Town Atmosphere – While most cities across the nation claim to have a small town atmosphere, Payson City truly does. This is a primary resource of the community and must be protected. The development pattern of the City should reflect that of the past and create neighborhoods that support a small town suburban lifestyle.

Agricultural and Rural Heritage – Payson City has a rich heritage of agriculture and rural living. West of the Payson City Business Park and east of West Mountain lies an area that is mostly undeveloped and still used for agricultural purposes. This lifestyle opportunity should be preserved and encouraged where possible and practical. In order to accomplish this task, a vast majority of residential development should occur east of Interstate 15.

Recreational Opportunities – An important part of the lifestyle in Payson City is access to recreational opportunities. Payson City is the northern portal to the Nebo Scenic Loop National Scenic Byway which brings scores of visitors to Payson Canyon each year. Payson City has long been involved in the provision of youth and adult sports programs. New developments should be willing to provide space and amenities for the new residents. Presently this is accomplished through impact fees and density bonuses. Cultural arts are beginning to pay an increased role in the recreational opportunities of the City by way of the Peteetneet Academy.

Commercial Opportunities – Payson City is home to a charming historic commercial district in the center of the community. Recently, the Historic Downtown Alliance in Action was formed to protect and preserve this precious resource. The City also has two freeway intersections that must be properly developed to take advantage of high volume commercial opportunities that can not be accommodated downtown due to lack of adequate transportation circulation and lack of parking. Together, these commercial opportunities provide Payson City with a bright outlook for improving the balance between residential and commercial growth.

Scenic View and Vistas – Payson is home to some of the most spectacular views and vistas on earth. New development patterns must be sensitive to the view sheds of the surrounding mountains and hillsides. Developments located in highly visible areas should be required to mitigate, to the extent possible, distraction from the natural surroundings.

Provision of Community Services

It is a policy of Payson City (See Section 20.15 of the Subdivision Ordinance) to ensure that adequate public facilities are available to service any proposed development prior to development approval. In order to obtain this information, the City has adopted an acceptable level of service for each of the services provided by Payson City. The applicant must then conduct studies to determine the impact on the level of service. If the ability of the City to provide services drops below the adopted level of service, the development will not be approved until mitigating steps have been taken to correct the deficiencies to a point where they meet or exceed the adopted level of service.

It is important that the City establish a development pattern that will encourage efficient use of existing and future infrastructure. Development, where possible, should be contiguous to existing roads and other infrastructure. The development pattern known as “leap-frog” should be avoided and often leads to inefficient or inadequately sized infrastructure.
Protection of Environmentally Sensitive Areas and Community Landmarks

Payson City is a beautiful community located at the base of a mountain range that is home to a National Scenic Byway, a National Forest, and some of the most spectacular landscape on earth. As the community continues to grow, development is starting to encroach into some pristine land and regulations to protect these areas is critical. The City Council has adopted a Sensitive Lands Ordinance (Title 21) to provide these regulations which should be updated on a regular basis to take advantage of new technologies and strategies for protecting the environment. However, some parcels of land within the City should not be developed at all, but are privately owned. The City Council will need to take creative new steps to protect these areas. Options include, but are certainly not limited to, transfer of development rights, purchase of development rights, purchase of private property, clustering of homes in less sensitive areas, and encouraging the use of land trusts and conservation easements.

Too often in the past, the tactic of cities has been to regulate these lands so that development was not possible. This is not fair to landowners. Some value should be given to sensitive lands. The City can then work with the landowners to develop the land responsibly or incorporate alternatives to land development.

One of the challenges regarding environmentally conscience development is defining which lands are sensitive. Clearly, mountain sides, lakes, streams, and areas surrounding public water supplies are sensitive, but how can the City Council fairly define or quantify views, open space, parks, ridgelines, and other more ambiguous environmental factors? These definitions will require a lot of public input, as well as input from the property owners. Working together, environmentally sensitive development becomes not only possible but also a reality. Future generations will be thankful for the efforts we make today. Once lost, it is almost impossible to restore environmentally sensitive areas.

Responsibility as Stewards of the Land

Each parcel of property in Payson City should be developed properly. In behalf of the citizens who reside in Payson City, the City Council, at least in part, have been elected to be stewards of the land within Payson City. The General Plan will act as a guide for future decisions, but individual circumstances will require the City Council to study each parcel to determine the appropriate use, density, and configuration of the development. Some parcels should not be developed at all. In these circumstances, the City Council is faced with finding ways to preserve land while protecting private property rights which can be a delicate balance.

The Present and Future West of Interstate 15

The current land use pattern west of Interstate 15 is less likely to change than land use patterns east of the Interstate. The west side is generally characterized by commercial nodes near the two freeway on/off ramps, industrial development adjacent to the freeway, limited residential development near the freeway, and a rural development pattern as you head west toward the landfill. The intention of the Land Use General Plan Map is to indicate the continuation of the current development pattern.

There are a variety of reasons that the established development pattern is appropriate for the area. There is a general lack of infrastructure west of Interstate 15. The infrastructure that exists is concentrated near Interstate 15 and provides service to the Payson City Business Park, the commercial developments near the freeway interchanges, and the pockets of residential development near the freeway. Any significant development west of the existing development would require a significant investment in upgrading the existing infrastructure (See the Public Facilities Element of the General Plan). Furthermore, there are environmental factors such as a high water table and agricultural preservation that support low intensity development west of the existing development.

In the next twenty years, the development pattern west of Interstate 15 will include:

1. Completion of the Payson City Business Park. The Business Park includes approximately 400 acres of industrial and manufacturing use. The area is served by two railroad spurs and provides a link between Utah Avenue on the north and 800 South on the south. The Business Park is most easily accessed from
Interstate 15 by taking the 800 South exit and heading west to 4600 West (Utah County coordinate system). By turning north at the intersection of 800 South and 4600 West and crossing the railroad track, the Business Park can be accessed via American Way. The Business Park is located within an Economic Development Area (EDA) established by the Payson City Council in 1995. Owners in the Business Park, on more than one occasion, have asked the City Council to be aware of the potential conflict between industrial, or manufacturing, uses and residential development. Heavy truck traffic, odors, noise and extended hours of operation are some of the reasons for special consideration.

2. Commercial development with limited residential support near the freeway interchanges. Commercial development west of Interstate 15 will be concentrated near the freeway interchanges. The commercial development should be planned in a manner that caters not only to Payson City residents, but also the traveling public. Uses allowed in the Special Highway Service Zone (S-1) are typical of those that should be encouraged near the interchanges. Limited residential support areas, likely high density housing, may be allowed near the interchanges in areas that are inappropriate or undesirable for commercial development.

3. The existing medium density development located between 400 North and Utah Avenue will continue to exist. But primarily high and medium density residential development will be denied due to the lack of adequate infrastructure, response times of public safety providers, conflict with industrial, manufacturing, and agricultural pursuits, and the physical and perceived barrier presented by Interstate 15.

4. West of the railroad tracks and east of the landfill will be low density residential development and agriculture. There are number of five acre lot subdivisions have already been approved by Utah County and a majority of the undeveloped land is used for agricultural purposes. Practical difficulties in providing sanitary sewer, lack of water facilities, unacceptable public safety response times, lack of educational and community opportunities, and many other factors supports the preservation of agricultural pursuits and low density or rural development.

5. Private parks and public lands and facilities will serve to protect environmentally sensitive areas. There are wetlands, high water table areas, and some ponds located west of Interstate 15. As the area is developed into low density residential subdivisions, applicants will be required to protect and preserve these environmentally sensitive areas through the use of private or public parks. The City Council may consider a density bonus for the protection of sensitive areas, but no development will be permitted in wetlands, high water table areas, or near ponds if the development could endanger the cleanliness of the pond or the use of the pond by wildlife. At present, there are no public parks, or other recreational or open space areas west of Interstate 15. However, there are plans for the construction of a horse race track in the far south. This facility will serve as a training facility as well as a facility for horse racing.

6. Infill residential development on undeveloped parcels. Although the area located west of Interstate 15 contains large tracts of undeveloped land, there are areas of existing development that will likely be filled in with additional homes. Although most of the infrastructure is in place to serve the infill development, on occasion upgrades will need to be made. Some of the water and sewer lines are not adequate to handle additional growth, and some are currently deficient. Many of the power lines in this area are above the ground and as new development is proposed, the power lines will be moved to subsurface facilities. Private utilities such as gas, phone, and cable television may need to be upgraded. In short, when working in established parts of the community, retrofitting existing infrastructure requires a great deal of communication and cooperation between the appropriate parties.

7. It will be important to protect sensitive lands west of Interstate 15. There are many areas that contain a high water table and several areas of ponds and other jurisdictional wetlands. These areas should be protected as the area continues to develop through means of density incentives, compliance with Title 21, Sensitive Lands Ordinance, or where necessary, through purchase of these sensitive areas.

In summary, the future west of Interstate 15 can be described as industrial development between the two freeway exits and the two sets of railroad tracks. West of the railroad tracks will be low density residential development and pastoral agricultural lands protected from medium and high density development pressure. Environmentally sensitive lands will be protected and preserved through the development review process.

**The Northwest Neighborhood**

The northwest neighborhood is a triangle located between Interstate 15 and Main Street and from Utah Avenue north to Interstate 15. The northwest neighborhood is one of the most established areas in the community. At the far north end of the neighborhood is an area of commercial businesses located near the Interstate 15 – Main
In the next twenty years, the development pattern of the Northwest Neighborhood will include:

1. Infill residential development on undeveloped parcels. The Northwest Neighborhood does not contain large tracts of undeveloped land. Therefore, most of the new residential development will occur through the improvement of larger vacant parcels. Although most of the infrastructure is in place to serve the infill development, on occasion upgrades will need to be made. Some of the water and sewer lines are not adequate to handle additional growth, and some are currently deficient. Many of the power lines in this area are above the ground and as new development is proposed, the power lines will be moved to subsurface facilities. Private utilities such as gas, phone, and cable television may need to be upgraded. In short, when working in established parts of the community, retrofitting existing infrastructure requires a great deal of communication and cooperation between the appropriate parties.

2. Infill residential development in the interior of existing blocks. Development in the interior of existing blocks is similar, in many ways, to the development of large parcels of land in established neighborhoods. However, beyond the upgrading of infrastructure, improvements in the interior of existing blocks requires a careful review of public safety issues like police, ambulance, and fire protection. Access is a primary concern as well as distances from fire hydrants. Development of the interior of existing blocks also raises the issue of neighborhood invasion. Quite often, infill development is welcomed to eliminate parcels that have not been maintained properly, to allow family members to build close to home, and various other reasons. On other occasions, placing dwellings in people’s backyards is unacceptable and can lead to a loss, rather than an improvement, of the quality of life for the existing residents. The City Council must have ordinances that allow enough flexibility to make decisions that will improve, or maintain, the quality of life for existing residents. The present I-O, Infill Overlay Zone has functioned remarkably well in the pursuit for an improved quality of life for existing residents.

3. The commercial area located near Interstate 15 will likely be developed in the next twenty years. It is critical to maintain meaningful access to interior parcels in this area to allow proper circulation of pedestrians and vehicles in the commercial area. The commercial area is located near a freeway interchange and is likely to include large commercial buildings and commercial centers such as those contemplated in the current S-1, Special Highway Service Zone. This area is the primary gateway into Payson City and the buildings and commercial developments should reflect the beauty, charm, and image of the City. For that purpose the design guidelines in the S-1, Special Highway Service Zone are very specific in regards to architecture, landscaping, and signage.

4. Public parks and open spaces need to be included where possible. At the present time, outside of a Church of Jesus Christ of Latter Day Saint building, there is a lack of religious and public facilities. The City Council would like to review an inventory of the larger parcels in the Northwest Neighborhood and identify, if possible, a location for a public park, or other recreational or open space facility. It is important to locate a public park, or other recreational or open space facility in this neighborhood because at present children would have to cross Utah Avenue, Main Street, or Interstate 15 to use any existing public park, or other recreational or open space facility.

5. Medium density residential existing neighborhoods will need to be protected. There is often a tendency to try and squeeze high density housing on the remaining few developable parcels in an established area. Although there are areas of higher density housing, the predominant residential characteristic is single
family dwellings. The present zoning, primarily R-1-75, allows as a permitted use, single family homes on 7,500 square foot lots. Two-family and multi-family dwellings are allowed through the use of the R-M-O-1 and R-M-O-2 Overlay Zones in the R-1-75 Residential Zone. Higher density development could also be accommodated through a rezone to the R-MF, Multi-Family Residential Zone. Rezones in established neighborhoods needs to be carefully studied to ensure that the existing infrastructure can serve proposed development and that the quality of life for existing residents is improved or at least not impacted in a negative way.

**The Northeast Neighborhood**

The Northeast Neighborhood and points eastward is a mix of existing residential neighborhoods, commercial development along Main Street, a pocket of industrial uses, and undeveloped areas. Geographically, the area includes the portion of the City north of Highway 198 north to Interstate 15 and from Main Street on the west, eastward to an imaginary line at approximately 1700 West (Utah County addressing system) where a proposed road from Elk Ridge to Interstate 15 will be constructed. East of the proposed road will likely be in Salem City in the future. Similar in many ways to the Northwest Neighborhood, the Northeast Neighborhood will experience a lot of infill development in the existing residential areas. However, the neighborhood will also experience commercial and industrial growth, along with new residential areas.

In the next twenty years, the development pattern of the Northeast Neighborhood will include:

1. Infill development in the existing residential areas. The discussion in Section 4 of the Land Use Element regarding infill development of the Northwest Neighborhood is consistent with the challenges facing the Northeast Neighborhood. To reiterate, the City Council is generally supportive of infill development, but it must be in the right location and should create an improvement to the quality of life for existing residents. As in the Northwest Neighborhood, medium density residential existing neighborhoods will need to be protected. The tendency to try and squeeze high density housing on the remaining few developable parcels will become an issue. The predominant residential characteristic is single family dwellings. The present zoning, primarily R-2-75, allows as a permitted use, single family homes on 7,500 square foot lots. Two-family and multi-family dwellings are allowed through the use of the R-M-O-1, R-M-O-2 and R-M-O-3 Overlay Zones in the R-2-75 Residential Zone. Higher density development could also be accommodated through a rezone to the R-MF, Multi-Family Residential Zone. Rezones in established neighborhoods needs to be carefully studied to ensure that the existing infrastructure can serve proposed development and that the quality of life for existing residents is improved or at least not impacted in a negative way.

2. Commercial development is likely to occur and increase along Main Street and Interstate 15. Like the Northwest Neighborhood, the Northeast Neighborhood contains parcels that are suitable for commercial development. Past land use decisions have created obstacles for commercial development, but over time it is anticipated that redevelopment of the area will increase the accessibility of the area. In the past few years, a new major grocery store, a new pharmacy, and a new automobile parts store have been added to the existing commercial development creating a major commercial hub in the City. Other commercial growth in the Northeast Neighborhood will include the area adjacent to and north of Highway 198 along the highway going toward Salem City. The GC-1, General Commercial Zone is presently located adjacent to the highway and the area contains a variety of businesses. Areas east of the existing City limits to be annexed will also provide commercial opportunities. At present, south of this area includes the hospital and related medical buildings and facilities. Land directly adjacent to the highway is not suitable for residential development due to the heavy traffic flow. This area is a gateway to the community and architectural, landscaping, and signage design should reflect the positive values of the City.

3. Industrial development north of 700 North between 200 East and 400 East. The storage units and the Rayloc Corporation already provide an industrial base in the Northeast Neighborhood. There is room for some expansion of the industrial area, but the City Council wants to be cautious about keeping incompatible uses separated. Careful planning in this specific area will be required in order to protect both interests. Industrial development requires adequate circulation for large trucks and frequent delivery vehicles, while residential development strives to limit large vehicles. Traffic, odors, noise, dust, lighting, and other impacts of industrial development can be a negative impact on residential areas. Any expansion of the industrial area must take appropriate action to limit the impact on the surrounding residential areas.
4. New residential development in the Northeast Neighborhood is likely to occur on the east side of the community. There may be some consideration of medium or high density housing surrounding the commercial and industrial development near Main Street North of 700 North that could be used as a buffer between the non-residential areas and the established neighborhoods. A majority of the new growth in the Northeast Neighborhood will occur east of the existing development. The development pattern supported by the City Council will include higher density housing near Highway 198 as a buffer between the commercial uses and traditional single family neighborhoods. As the development occurs north of the highway the Council will support medium density development that is compatible with existing development patterns. The Council will support low density and rural development as new growth approaches Arrowhead Trail and points northward.

5. Public parks, recreational facilities and open spaces are limited at the present time in the Northeast Neighborhood. Barnett Elementary School provides some opportunities for recreation, but new residential development in the area will need to provide additional opportunities. This can be accomplished through the imposition of impact fees and by encouraging Planned Residential Developments (PRD’s) that include facilities in exchange for increased density. With large undeveloped tracts of land, recreational and open spaces must be part of any development discussion in the newly developed areas of the Northeast Neighborhood. There are no specific areas that the City Council plans to preserve, but rather, these areas will be identified in the development process.

Historic Downtown and the Central City

Payson City is home to one of the most charming traditional Main Street commercial settings in the Intermountain West. Tree lined streets, historic facades, mom and pop businesses, and many other details complete an area that could be taken straight from the canvas of Norman Rockwell. Despite the setting, the downtown area is facing a battle for its very life. Newer more convenient commercial areas, limited parking, poor vehicular circulation, and aging buildings are factors that contribute to the concern for the longevity of downtown. Once the economic and geographic center of the community, the Historic Downtown and Central City is located between Highway 198 south to 300 South and from 100 West east to 200 East.

In November of 1999, the Historic Downtown Alliance in Action was formed to provide a concentrated effort on the specific needs in downtown. Payson City provided a match of $10,000 that together with $10,000 from the state of Utah gave a jumpstart to the Alliance. It is anticipated that the City will need to continue to provide financial support to downtown if the area is to maintain its stature as a major commercial hub in the City.

Financial support will not be enough. The City Council will take action to ensure that development codes of the City promote the preservation of the historic area. Typical present-day development ordinances do not contemplate historic development patterns. Commercial areas now cater to the automobile, whereas the historic downtown was constructed during an era of pedestrian activity. The City Council believes that the downtown commercial area can remain healthy, especially if the right types of businesses are encouraged to locate on Main Street.

The historic downtown is home to a vibrant residential area as well. The area also provides an area where a great variety of housing is available. Large mansions, single family homes, apartment buildings, caretaker dwellings, and accessory apartments are examples of the many housing types available. The City Council supports retention of the residential dwellings in the area while attempts are made to encourage economic development.

In the next twenty years, the development pattern of the Historic Downtown and Central City will include:

1. Economic development that will stabilize the property values and business ventures in the area. Rather than throw just any kind of commercial business in the downtown area, the City Council supports the effort to encourage the right type of business to locate in the downtown area. Businesses that do not rely on drive by business but cater to pedestrians, sit-down restaurants, specialty shops such as antiques or art galleries, and a variety of other businesses will be encouraged to locate downtown. Fast food restaurants, banks with drive-up windows, and other business that cater to automobile circulation will be encouraged to locate in other commercial districts within the City.
2. The City Council will direct the Planning Commission and staff to prepare appropriate development ordinances for adoption that will accomplish the goals for the downtown area. The ordinances will need to provide enough flexibility to allow the Council to address concerns such as aging buildings, irregular setbacks, lack of parking, and a myriad of other issues. The City Council has adopted the Uniform Code for Building Conservation that provides guidelines for remodeling existing buildings.

3. The City Council has recently adopted amendments to the Zoning Ordinance that allows accessory apartments on the upper stories of buildings downtown. Due to the Americans with Disabilities Act, it is very difficult to provide adequate access to the upper stories of some of the older buildings. The requirements for residential dwellings are somewhat easier to satisfy and provide a reason to allow the accessory dwellings. Another reason to allow residential dwellings in the downtown area is to provide patrons to the businesses on the main level. It is important to the City Council to retain the commercial uses on the main floor of the buildings in order to balance the tax base of the City.

4. The existing residential development of the Central City will need to be protected. The existing housing stock is aging, as is the infrastructure that serves the area. The City Council supports reinvestment in the Central City and realizes that reinvestment is not likely without some assurance that the residential dwellings will be allowed to remain as the downtown area transforms. New residential development will be limited due to the lack of open land or vacant parcels. Further, accessory apartments are the only type of residential development allowed in the CC-1, Central Commercial Zone of Payson City.

5. Preservation of the historic flavor of the area is a primary goal of the City Council. The downtown area reflects the architectural style of early Payson. The ornate buildings found in the Central City would be so costly to build these days that it would be unlikely that they could be reproduced. More likely, they would be replaced by more cost effective, less ornate buildings.

The Central West Neighborhood

The Central West Neighborhood is an established area of the community that is located between Utah Avenue on the north, 800 South on the south, Interstate 15 on the west, and Highway 198 on the east. The Central West Neighborhood is home to two elementary schools, a middle school, and Hillman Field, the current baseball/softball complex. The area is primarily single family homes, although a significant number of multi-family housing units can be found near Interstate 15. North of 800 South near Interstate 15 is a large commercial development, the Gateway Towne Center, that has been constructed in what is often referred to as the “pit,” which was excavated as used as road base for the construction of Interstate 15.

In the next twenty years, the development pattern in the Central West Neighborhood will include:

1. New residential development in the Central West Neighborhood will be primarily infill development on undeveloped parcels and in the interior of existing blocks. The Central West Neighborhood does not contain large tracts of undeveloped land. Most of the new residential development will occur through the improvement of larger vacant parcels. Although most of the infrastructure is in place to serve the infill development, on occasion upgrades will need to be made. Some of the water and sewer lines are not adequate to handle additional growth, and some are currently deficient. Many of the power lines in this area are above the ground and as new development is proposed, the power lines will be moved to subsurface facilities. Private utilities such as gas, phone, and cable television may need to be upgraded. In short, when working in established parts of the community, retrofitting existing infrastructure requires a great deal of communication and cooperation between the appropriate parties.

2. Development in the interior of existing blocks is similar, in many ways, to the development of large parcels of land in established neighborhoods. Improvements in the interior of existing blocks requires a careful review of public safety issues like police, ambulance, and fire protection. Access is a primary concern as well as distances from fire hydrants. Development of the interior of existing blocks also raises the issue of neighborhood invasion. Quite often, infill development is welcomed to eliminate parcels that not been maintained properly, to allow family members to build close to home, and various other reasons. On other occasions, placing dwellings in people’s backyards in unacceptable and can lead to a loss, rather than an improvement, of the quality of life for the existing residents. The City Council must have ordinances that allow enough flexibility to make decisions that will improve, or maintain, the quality of life for existing residents. The present I-O, Infill Overlay Zone has functioned remarkably well in the pursuit for an improved quality of life for existing residents.
3. The commercial development north of 800 South near Interstate 15 will continue and intensify. This area is located near a freeway on/off ramp that generates a great deal of traffic. The area is not suitable for residential development due to the incompatibility of heavy traffic flow and safe residential neighborhoods. The City Council supports the commercial development north of 800 South in order to provide balance to the City’s tax base, create employment opportunities, and provide residents with a location to complete their shopping and entertainment needs. The Gateway Towne Center is proposed to have restaurants, large retail stores, service stations, a motel, movie theaters, an automobile dealership, and other retail commercial businesses. As of July 2000, a bakery/restaurant, service station/fast food restaurant, and a 6-plex movie theater had been either built or under construction.

4. Public parks, recreational or open space areas in the Central West Neighborhood include two elementary schools, a middle school, and Hillman Field. However, it has been proposed that the Payson City baseball/softball complex be moved to its original location near the mouth of Payson Canyon in the next few years. It is further proposed that Hillman field be developed as commercial property to meet the needs of the residents of the entire community. The City Council supports retaining at least a portion of Hillman Field as a public park to act as a buffer between the commercial development and the existing residential neighborhood, as well as for use as a recreational or open space area in the community.

**The Central East Neighborhood**

The Central East Neighborhood is a diverse area that includes established residential areas, commercial areas along Highway 198, the heart of the medical services in the community at and surrounding the Mountain View Hospital, and an area of new residential growth located south of the hospital. The Neighborhood is located between Highway 198 on the north, 700 South on the south, 1700 West (Utah County coordinate system) on the east, and 100 West (Highway 198) on the west, with the exception of the area located in the Historic District and Central City described above. The Central East Neighborhood is expected to see everything from infill development to new residential growth, and renewal of existing commercial to new commercial areas.

In the next twenty years, the development pattern of the Central East Neighborhood will include:

1. Infill development in the existing residential areas of the Neighborhood. Infill development has been discussed in many of the Neighborhoods of the City. The infill development of the Central East Neighborhood is consistent with the challenges facing the other Neighborhoods. To reiterate, the City Council is generally supportive of infill development, but it must be in the right location and should create an improvement to the quality of life for existing residents. Existing neighborhoods will need to be protected as infill development occurs. The tendency to try and squeeze high density housing on the remaining few developable parcels will become an issue. The predominant residential characteristic is single family dwellings.

2. Higher density development could be accommodated in the Central East Neighborhood along Highway 198 where commercial development is not likely to occur and in areas not suitable for single family dwellings through a rezone to the R-MF, Multi-Family Residential Zone. Rezones in established neighborhoods needs to be carefully studied to ensure that the existing infrastructure can serve proposed development and that the quality of life for existing residents is improved or at least not impacted in a negative way.

3. Commercial development is likely to occur and increase along Highway 198 going toward Salem City. The GC-1, General Commercial Zone is presently located adjacent to the highway and the area contains a variety of businesses. Areas east of the existing City limits to be annexed will also provide commercial opportunities. At present, the east portion of this area includes the hospital and related medical buildings and facilities. Land directly adjacent to the highway is not suitable for residential development due to the heavy traffic flow. This area is a gateway to the community and architectural, landscaping, and signage design should reflect the positive values of the City.

4. New residential development in the Central East Neighborhood is likely to occur on the east side of the community. There may be some consideration of medium or high density housing surrounding the commercial development near Highway 198 that could be used as a buffer between the non-residential areas and the established neighborhoods. A majority of the new growth in the Central East Neighborhood will occur east and south of the existing development. The development pattern supported by the City Council will include higher density housing near Highway 198 as a buffer between the commercial uses.
and traditional single family neighborhoods. As the development occurs south of the highway the Council will support medium density development that is compatible with existing development patterns.

5. Public parks, recreational facilities and open spaces at the present time in the Central East Neighborhood include Memorial Park, Park View Elementary School, and some private parks that provide some opportunities for recreation, but new residential development in the area will need to provide additional opportunities. This can be accomplished through the imposition of impact fees and by encouraging Planned Residential Developments (PRD’s) that include facilities in exchange for increased density. With large undeveloped tracts of land, recreational and open spaces must be part of any development discussion in the newly developed areas of the Central East Neighborhood. There are no specific areas that the City Council plans to preserve, but rather, these areas will be identified in the development process.

Southwest Neighborhood

The Southwest Neighborhood was greatly impacted during the last growth spurt experienced by the City in the mid 1970’s. The City boundaries were stretched to the south and medium density housing was built. The Southwest neighborhood is located south of 800 South, west of Highway 198, east of Interstate 15, and extends south to the City limits. As the recent growth spurt has occurred, the Southwest Neighborhood has once again been heavily impacted. One of the larger residential developments in the City is located in the south portion of the Neighborhood. Single family homes are the predominant land use pattern, although commercial development along 800 South has become a primary feature of the Neighborhood. Although some multi-family development has been constructed in the neighborhood, the Maples at Brookside introduced a significant number of multi-family units. The City Council recently annexed a large undeveloped parcel in the Southwest Neighborhood that is proposed to be single family homes in a medium density setting.

In the next twenty years, the development pattern of the Southwest Neighborhood will include:

1. Infill development in the existing residential areas of the Neighborhood. Infill development has been discussed in many of the Neighborhoods of the City. The infill development of the Southwest Neighborhood is consistent with the challenges facing the other Neighborhoods. The City Council is generally supportive of infill development, but it must be in the right location and should create an improvement to the quality of life for existing residents. Existing neighborhoods will need to be protected as infill development occurs. The tendency to try and squeeze high density housing on the remaining few developable parcels will become an issue.

2. Commercial development is likely to occur and increase along 800 South stretching east from Interstate 15 toward Highway 198. There is an area of residential in the middle of the commercial areas that will need special consideration as development occurs near the freeway and near Highway 198. This area is a gateway to the community and architectural, landscaping, and signage design should reflect the positive values of the City.

3. New residential development in the Southwest Neighborhood is likely to occur south and west of the existing development. The development pattern supported by the City Council will include medium density housing and traditional single family neighborhoods, although some higher density development may be approved in Planned Residential Developments (PRD’s).

4. Public parks, recreational facilities and open spaces are limited at the present time in the Southwest Neighborhood. A new trail, together with some recreational facilities were included in the development approval for the Maples at Brookside located in the southern portion of the Neighborhood. New residential development in the area will need to provide additional opportunities. This can be accomplished through the imposition of impact fees and by encouraging Planned Residential Developments (PRD’s) that include facilities in exchange for increased density. With large undeveloped tracts of land, recreational and open spaces must be part of any development discussion in the newly developed areas of the Southwest Neighborhood. The Council would like to preserve the natural corridor created by Dry Creek to be used as a community trail. Beyond the Dry Creek Trail, there are no specific areas that the City Council plans to preserve, but rather, these areas will be identified in the development process.
The Southeast Neighborhood

The most significant recent change in the City has occurred in the southern portion of the Southeast Neighborhood. The Southeast Neighborhood is located south of 700 South, east of Highway 198, west of “P” Mountain, and south to the City limits. A majority of the growth in the community has occurred in the Southeast Neighborhood. The Southeast Neighborhood is home to Payson High School, the Junior High School, a proposed elementary school, and the equestrian track/recreational park. The area is primarily newer single family homes with some multi-family dwellings. There is very little commercial or industrial development in the Southeast Neighborhood.

In the next twenty years, the development pattern of the Southeast Neighborhood will include:

1. Infill development will not be as great of a factor in the Southeast Neighborhood as in other residential areas in the community. Most of the developments are relatively new and are consistent with current zoning practices. Any infill development in the Southeast Neighborhood will face similar challenges as those facing the other Neighborhoods. The City Council is generally supportive of infill development, but it must be in the right location and should create an improvement to the quality of life for existing residents. Existing neighborhoods will need to be protected as infill development occurs.

2. There is very little commercial or industrial development in the Southeast Neighborhood. The intersection of 800 South and Highway 198 continuing north to 700 South is the majority of the commercial development. Any additional commercial development in the Southeast Neighborhood is likely to occur along Highway 198.

3. New residential development in the Southeast Neighborhood will be the primary use of land. The new development is likely to occur south of the existing development toward Spring Lake. The development pattern supported by the City Council will include medium and low density housing and traditional single family neighborhoods, although some higher density development may be approved in Planned Residential Developments (PRD’s).

4. Public parks, recreational facilities and open spaces include the equestrian track/recreational park, the high school, the junior high school, the Dry Creek Trail, and the Greenridge Park. There is also a new elementary school proposed in the Southeast Neighborhood. The Dry Creek trail, together with the other recreational facilities mentioned, together with recreational facilities required in the development approval process will provide opportunities for recreational activities. New residential development in the area will need to provide additional opportunities through the imposition of impact fees and by encouraging Planned Residential Developments (PRD’s) that include facilities in exchange for increased density. With large undeveloped tracts of land, recreational and open spaces must be part of any development discussion in the newly developed areas of the Southeast Neighborhood. The Council would like to preserve the natural corridor created by Dry Creek to be used as a community trail.

The Future of the Goosenest and Haskellville

East of the present City limits and south of the Salem Canal Road lies an area referred to primarily as Haskellville, but on occasion as the Goosenest. Some even claim that both imaginary places exist. Some of this area has already been annexed into Payson City. The land above (west and south) of Goosenest Drive all the way to the Payson City municipal golf course, Gladstan, has been previously annexed. Municipal services are scarce in this area of the City and to date, very little development has occurred. In recent months, the development pressure has increased, primarily south of the Gladstan Golf Course.

It would appear that this area is primed for growth. The area has fantastic views and is situated between two cities. The City Council has directed staff to be conscience of the services that will be necessary to serve this area and to include the area in all long range planning efforts including the adoption of the General Plan.

In the next twenty years, the development pattern in the Goosenest and Haskellville will include:

1. It is likely that some new development will occur south of the golf course in the next twenty years. However, some or all of the development may occur in other jurisdictions such as Elk Ridge or Utah
County. There has even been discussion of a new community. Regardless, development in this area will effect Payson City. The City Council has directed staff to stay informed about development proposals in the area to ensure that water resources both drinking and irrigation are protected, fire and police protection is efficiently and effectively provided, sanitary sewer is provided to protect the ground water, and proper circulation and access is provided. The staff will need to remain informed about development proposals south of the golf course.

2. There is likely to be some limited development above Gooseneest Drive. The City Council supports low density development along the foothills that is consistent with the recently adopted MH-1, Mountain and Hillside Zone and Title 21, Sensitive Lands Ordinance. This area is very visible and in an area where it is difficult to provide municipal services. The development should remain rural and the City Council supports rural development standards where appropriate.

3. Development below Gooseneest Drive is waiting only for willing landowners and sewer service. It is likely that there will be significant development in this area. The Council supports medium density development between Gooseneest Drive and the Salem Canal Road as the need occurs and services are available.

4. As the area of the Gooseneast and Haskellville develop, new and improved transportation facilities will need to be provided. Gooseneest Drive is an undersized road that is already struggling to meet the traffic demand. It is anticipated that the County will soon construct an access road to Elk Ridge that will accommodate some of the traffic generated by new growth.

5. The Gooseneast and Haskellville area includes the Gladstan Golf Course that serves as a regional recreational facility. Some of the area abuts public lands held by the United States Forest Service. No local parks or open spaces are presently available in the area. As new development occurs, the City Council supports the provision of public parks and other recreational and open space areas. This may be accomplished in many ways including the provision of a density bonus under the guidelines of a Planned Residential Development (PRD).

6. Much of the land in the Gooseneast and Haskellville area is sensitive as defined in Title 21, Sensitive Lands Ordinance of the Payson City Code. As each development is submitted for review, the City Council supports stringent environmental and geological review. Any development approved should be safe, efficient, and environmentally friendly.

The Future of Spring Lake

As the City continues to grow toward the south, the boundaries creep closer to the community of Spring Lake. Spring Lake is a small town, that while unincorporated, is considered by many to be a separate entity from Payson City and Utah County. However, the town is not politically organized and has no official representation. The City Council supports working with the residents of Spring Lake to plan for the future of the town. This will require a series of town meetings, and possibly some political organization in the form of a spokesperson or committee to represent the views of the community. Water supply, sanitary sewer, public safety, and other municipal services could improve the quality of life in Spring Lake.

The City Council supports allowing the residents of Spring Lake to help the Council form a specific plan for the community to address issues of growth, density, public services, and political representation. It will be important to include Santaquin in these discussions to avoid Spring Lake being torn into two pieces between Santaquin and Payson.

The Future of Payson Canyon

Payson City is home to the Mount Nebo Loop National Scenic Byway that extends from Payson City through a beautiful canyon to Nephi at the south end of the loop. Immediately after leaving the City limits heading south up Payson Canyon, the environment changes and you find yourself in a mountain paradise. What many people don’t realize, is that for several miles up Payson Canyon, there is private property that could someday be developed. In anticipation of this possibility, the Payson City Council has adopted a new MH-1, Mountain and Hillside Zone to address the sensitive nature of developing in a mountainous environment. The new zone addresses issues such as slope, access, colors, materials, public safety, and other criteria specific to mountain development. The City Council supports very limited, environmentally sensitive development, if any, in Payson Canyon.
Relationship with Elk Ridge, Salem, Santaquin, Utah County, & the Federal Government

The General Plan of Payson City includes areas that are currently in unincorporated Utah County, as well as areas that will place the City limits at the doorstep of the adjacent communities of Elk Ridge, Salem, and Santaquin. It is important that the surrounding jurisdictions are aware of the future plans of Payson City in order to ensure proper traffic circulation, zoning and land use, public safety coordination, and many other aspects of suburban growth. These jurisdictions should not only have the opportunity to review the proposals of Payson City, but also the opportunity to comment and provide information concerning the General Plan.

As Utah County continues to grow, the separation of communities will disappear. Over time community boundaries will grow closer together and in many circumstances touch. Payson City at the present time has three contiguous neighbors, Elk Ridge City, Utah County, and the United States Government in the form of both the United States Forest Service and the Bureau of Land Management. The General Plan should be reviewed and commented on by all affected jurisdictions to avoid future conflict. Major transportation corridors, regional recreational facilities, public safety boundaries should be addressed at the regional level, but included in the Payson City General Plan.

The Payson City Council supports interaction with the other governmental agencies that are affected by the decisions of Payson City. Payson City is committed to sharing information with those jurisdictions that can benefit from knowledge about the future plans of Payson City.

The General Plan Land Use Map

The General Plan Land Use Map is a graphic representation of the General Plan. If any conflict between the Land Use Map and the text of the General Plan exists, the text of the General Plan shall dictate. The Land Use Map is intended to be a guide to future development, but should not be confused with the Zoning Map. Permitted, conditional, and accessory uses are dictated by the Zoning Ordinance and the Zoning Map. Inclusion on the General Plan Land Use Map in no way vests a property owner for the indicated or proposed uses. Again, the Land Use Map is only a guide for present and future decision-makers in rezone requests and density assignments. The City Council is not bound to follow, in all circumstances, the direction of the General Plan.

The General Plan Land Use Map allows staff members, Planning Commissioners, and City Council members to properly plan for adequate infrastructure, public facilities, road and streets, and other development considerations. The General Plan is a twenty-year plan. It is not the intention of the City Council to seek fulfillment of the General Plan in a few short years, but rather use the plan to grow in an organized and efficient manner over a long period of time. The Land Use Map may be amended by the City Council from time to time as situations and circumstances change in the City.

In summary, applicants using the General Plan and the General Plan Land Use Map as justification for annexation, rezoning, subdivision approval, or any other development approval must realize that the City Council is under no obligation to precisely follow the General Plan or the General Plan Land Use Map. Density, timing, financial, or other land use considerations are not vested in the General Plan of Payson City.

Goals and Policies of the Land Use Element

The following list of Goals and Policies are supported by the City Council as guidance in the development pattern of the City. If the Goals and Policies are followed, the City Council is confident that Payson City will remain an attractive and desirable place to live and work. The Goals and Policies are meant to be compatible and consistent. Any incompatibility or inconsistency between the various Goals and Policies is coincidental and does not necessarily negate the conflicting Goal or Policy.

Goal 1: Encourage Efficient and Appropriate Land Use Patterns.

Policy 1.1: The City will encourage efficient and appropriate land use patterns in the development review process. Infrastructure will be properly located and sized to meet anticipated demand without
future upgrades. Various land uses will be compatible with existing uses and should enhance the quality of life of existing residents.

**Policy 1.2:** Avoid leapfrog development. The City Council will generally deny residential development that is not contiguous with existing development and infrastructure. The Zoning Ordinance will be amended to penalize, through density reductions, development that is not contiguous with existing development and infrastructure.

**Policy 1.3:** Minimize urban sprawl. The City Council will support the elimination of urban sprawl by approving appropriate zoning designations, clustering development in appropriate locations, and encouraging infill development when appropriate and consistent with surrounding neighborhoods.

**Goal 2:** Encourage the Efficient and Appropriate Use of City Resources.

**Policy 2.1:** Provision of incentives for low water use landscaping. The City Council will support, by ordinance and through density bonus, the use of low water use landscaping, especially on parcels that are proposed to be dedicated to the City. This policy is not intended to allow unattractive landscaping such as weeds, dirt, native grass, or noxious weeds but rather attractive and lush landscaping with drought tolerant plants and drip irrigation systems.

**Policy 2.2:** Water source protection. The City Council will not approve development that could have a negative impact on any Payson City water source. Further, the City Council will direct staff to closely monitor all water sources for encroachment of inappropriate activity.

**Policy 2.3:** Efficient public safety provision. The City Council will direct staff to review each proposed and existing development and suggest methods for providing efficient and effective public safety. Structures should be easy to locate and the circulation pattern should allow for a timely response.

**Goal 3:** Encourage Development that is Consistent with the Heritage and Small Town Atmosphere of Payson.

**Policy 3.1:** Compatible development patterns. The City Council will support development that is consistent with the cultural heritage of the community and promotes the small town atmosphere of the City. Both residential and non-residential development should be conscience of the surrounding development and strive to improve the existing characteristics of the area.

**Policy 3.2:** Adoption of design guidelines. The City Council supports the recent adoption of design guidelines for visible developments in the City, primarily commercial developments. All new buildings in visible locations should improve the image of the community and set a tone for other development in the City.

**Goal 4:** Retain a Measure of Agriculture in the Community.

**Policy 4.1:** Protect agricultural pursuits in the outskirts of the City. The City Council supports the APO-1, Agricultural Protection Overlay Zone in areas where agricultural pursuits are feasible and appropriate. Proper zoning should be enacted in areas where productive and meaningful agriculture can occur.

**Goal 5:** Provide an Effective Recreation Program for Residents of the Community.

**Policy 5.1:** The City Council will provide an appropriate recreation program for the residents of the City. As development occurs, the City Council supports, by adoption of impact fees and incentive based exactions, the provision of recreational amenities, parks, and open spaces.
Policy 5.2: The City Council will provide a wide range of opportunities. As facilities are constructed, the City Council supports the provision of a wide range of different recreational opportunities to the residents of the community. As developers propose amenities, the City Council will require the types of amenities that will add meaningful facilities to the City inventory.

Goal 6: Protect and Provide Appropriate Locations for Commercial Development.

Policy 6.1: The City Council will carefully review all zone change requests in areas set aside for commercial purposes. The City Council will direct staff to suggest all areas that are in need of protection from an inappropriate land use decision.

Policy 6.2: Protect existing commercial opportunities. The City Council, by ordinance, will not allow the existing areas of commercial zoning to be developed into residential, industrial, or other non-commercial uses. Further, the City Council will direct staff to ensure that residential development will not be approved in a manner that could discourage or eliminate commercial opportunities.

Goal 7: Protect the Environment through Proper Land Use Decisions.

Policy 7.1: The City Council will not approve any development that could have a negative impact on the environment. Prior to any approval of a development in an environmentally sensitive area, the applicant must satisfy the City Council with appropriate mitigation of the environmental issues.

Policy 7.2: The City Council, through proper zoning, will carefully review the number of units that will be allowed in environmentally sensitive areas. If it can be shown that a reduction in the density will significantly protect and preserve an environmentally sensitive area, the density will be reduced.

Goal 8: Support for the Land Use Element.

Policy 8.1: By enacting proper zoning, subdivision, and sensitive lands ordinances the City Council will support the proposed land use development pattern found in Section 3 through Section 13 of this Land Use Element. The Land Use Element is a guide that should be used when reviewing proposed development, proposed rezone requests, and all other aspects of land use planning. Therefore it is appropriate to indicate that Sections 3 through 13 of the Land Use Element of the Payson City General Plan are adopted as Goals and Policies of the City Council.

Goal 9: Create a Well Planned Community.

Policy 9.1: More important than any single objective, goal, or policy of the General Plan, the City Council supports the adoption of appropriate development ordinances, proper land use decisions, and the employment of professional staff to create a well planned and desirable community.