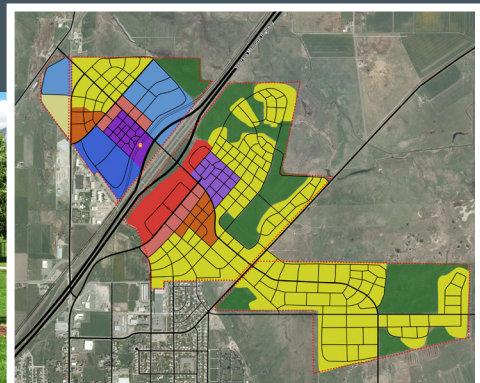




# BAMBERGER RANCH

## P-C ZONE PLAN







# INTRODUCTION: UTAH COUNTY DEVELOPMENT TRENDS

Utah County is experiencing rapid growth, especially the areas east and south of Utah Lake. Population growth presents many challenges, but along with it, comes a remarkable opportunity. Forward-thinking planning and design can shape this growth into a wonderful place for people and families. It’s a chance to create a model of community development in the Intermountain West that could be a new destination for quality jobs, shopping, and services, as well as a full-service community for residents. The goal is to create a gateway to Payson City as a regional center that draws people from around the area but also serves local residents by providing walkable areas, open space and parks, nearby jobs and a diversity of housing options.

The Bamberger Ranch P-C Zone Plan applies the Payson City Planned Community Zone to the Bamberger Ranch. The P-C Zone Plan area consists of the approximately 740 acres of the Bamberger Ranch located on both sides of I-15 at the north entrance to Payson. This property is poised to become the northern gateway to Payson City. The Bamberger Ranch property offers the City a unique opportunity to shape its future using a sizable piece of land, under single ownership, with freeway access. To a great extent, Payson has become a typical automobile-oriented suburban community requiring residents to commute long distances to work. Unlike most suburban cities in Utah, however, Payson is fortunate to have the Bamberger Ranch property patiently held in agriculture, making it available for carefully planned future development. The property lies at the north boundary of Payson’s annexation area as designated by inter-local agreement. The property includes wetland areas at the northern boundary that can provide an aesthetically pleasant open-space for the City’s northern gateway on Interstate 15.

## WHY IS PLANNING SO IMPORTANT NOW?

Growth is coming to the Wasatch Front - the regional population is expected to double by 2050. The majority of this growth will be internal, our children and grandchildren. Accommodating the growth successfully will require inventive solutions and innovative planning at the local level. As growth continues south along on the I-15 corridor, Payson is geographically positioned so that with proper planning it could become a retail and job center for south Utah County in the future.

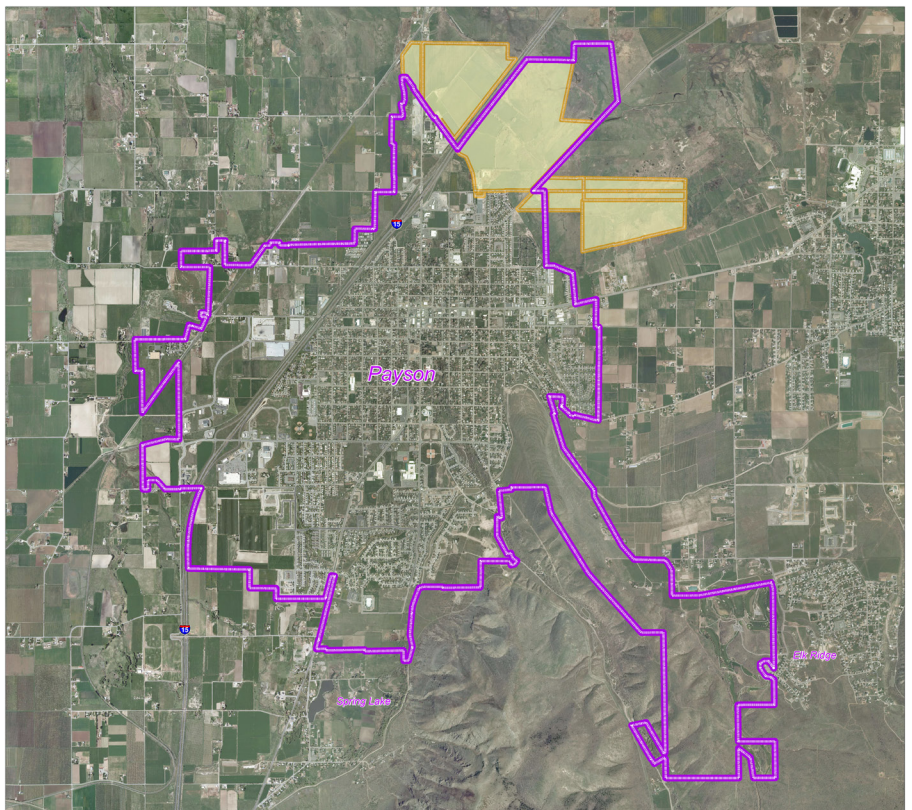
Transportation connectivity presents both the key to Payson City's future success as the special place envisioned by City residents and a planning challenge. The greatest challenge to planning the Bamberger Ranch property arises from uncertainty over future transportation infrastructure, particularly: (1) the future location of the Payson Main Street Interchange on I-15, (2) location of the Nebo Connector, (3) the location of the Utah Transit Authority FrontRunner stop, and (4) other transit opportunities.

The decisions for location of these regional transportation facilities will not be made by Payson City, but by the Mountainland Association of Governments (MAG), the Utah Department of Transportation (UDOT) and Utah Transit Authority (UTA). UDOT will ultimately decide whether the Main Street interchange will be rebuilt at its present location or moved to the Bamberger Ranch property. UDOT will also select the Nebo Connector location. UTA will decide whether a FrontRunner stop will be located on or near the Bamberger Ranch property and whether to develop other transit opportunities for the area.

The amount of commercial growth, retail, and higher density residential uses the property can support, as well as Payson's future role in the regional economy, will be significantly affected by these UDOT and UTA decisions. Payson City and the Bamberger Ranch owner must adopt a planning scheme for the property that anticipates the maximum level of development that might occur with intensive transportation infrastructure development, yet flexible enough for development if the transportation infrastructure remains at or similar to its present level.

This P-C Zone Plan does not advocate for one transportation choice over another, but does address some of the advantages and disadvantages of various choices that could be made. These transportation choices will be made by the Mountainland Association of Governments, the Utah Department of Transportation and the Utah Transit Authority, after appropriate study and public input.

**Figure 1:** The Plan Area in Relation to Payson City





# THOUGHTFUL CHOICES

## REGIONAL ROAD IMPROVEMENTS

Due to the population growth moving south along the I-15 corridor through Utah County, there is an increasing need for significant transportation capacity to and through Payson. As the current transportation system approaches capacity, Payson City anticipates that the Utah Department of Transportation (UDOT) will be widening I-15 from Spanish Fork south to the Payson 800 South interchange from four lanes to six lanes.

Additionally, the Provo to Nebo Corridor Study completed in 2009 by the Mountainland Association of Governments (MAG) shows the Nebo Connector road crossing I-15 approximately half way between the Benjamin interchange and the Payson Main Street interchange at a location north of the Bamberger Ranch and partially outside the Payson annexation area. Under this original MAG plan, the portion of the proposed

interchange within the Payson annexation area is surrounded by wetlands and would not be suitable for development. The Nebo Connector is part of the MAG 2040 Metropolitan Transportation Plan and is projected to be built within the 2021-30 time frame.

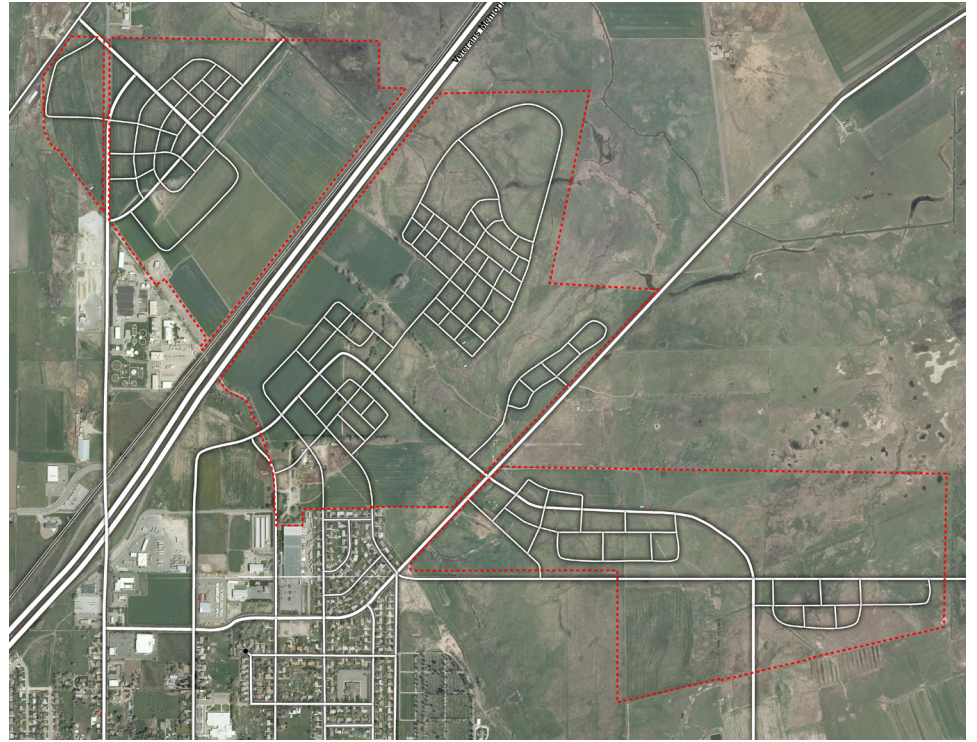
Planned improvements also include the existing Main Street I-15 interchange on the north side of Payson, just south of the Bamberger Ranch. The present structure has safety, design and geometric shortcomings. UDOT has discussed and conceptually designed a new interchange slightly north of the existing interchange in order to realign Main Street so that the current skew of Main Street and I-15 could be corrected. This interchange reconstruction would require acquisition of parcels near the interchange and along Main Street, including existing businesses and homes.





The 2040 MTP interchange location for the Nebo Connector road is estimated to be 20+ years in the future. By combining the proposed Nebo Connector interchange with the Main Street interchange, it could occur in less than 10 years.

**Figure 2:** The Plan Area with No New Interchange



**Figure 3:** The Plan Area with a Combined Main Street and Nebo Connector Interchange



# TRANSPORTATION AND TRANSIT OPTIONS

## COMMUTER RAIL TRANSIT

The UTA FrontRunner commuter rail line is planned to eventually extend to Payson, thereby linking southern Utah County with the extensive commuter and light rail system currently serving the Wasatch Front. UTA and Payson City currently plan to locate the FrontRunner rail station near the existing 800 South interchange. There are advantages, however, to placing the station near the Main Street interchange where it will be more accessible to surrounding communities, especially with construction of the east-west Nebo Connector. For instance, the Main Street location will help bring retail traffic to Payson businesses from other communities. This northern location would also better accommodate transit-oriented development (TOD).

Payson City recently contracted with RCLCO, a nationally recognized firm that provides real estate and regional economic analyses throughout the country, to analyze and recommend future land uses throughout Payson (including the proposed annexation areas). The May 2011 RCLCO report notes that challenges to locating the FrontRunner station at the 800 S. interchange include the amount of existing industrial use at that location and the distance from housing, both of which limit the potential for transit-oriented development. The RCLCO report also says that a FrontRunner station at that location has “limited potential to have a strong E-W connection with I 15 (800 South dead-ends in both directions).” These factors suggest that this Plan should anticipate the possibility of a move to the Bamberger Ranch location.

The commuter rail stop will have major effects on land use. When properly designed, land use can increase ridership and the development of stops can increase the density and the value to the community of the surrounding development. As a result, areas near transit typically develop in a way that concentrates businesses, destinations, and housing, creating a stronger local economy and a more robust tax base. The concept for the P-C Zone Plan shows higher density mixed-use development around a potential transit station.

## IMPACT OF TRANSPORTATION CHOICES

The transportation system eventually planned for the P-C Zone Plan area will largely depend, as mentioned previously, on the UDOT decisions regarding location of the I-15 interchange and the Nebo Connector, as well as UTA decisions on the location of the FrontRunner station. Combining the Nebo Connector and the Main Street interchange would most likely require location of these facilities onto the Bamberger Ranch property. This combination would also likely attract the FrontRunner station. This combination would require a robust transportation grid as depicted in Figure 3. Planning for this scenario should anticipate commercial, office and retail space, higher density residential uses, and significant job centers within the Bamberger Ranch property and surrounding areas. If the Nebo Connector and I-15 interchange are not located on the Bamberger Ranch property, the likely land uses would be low density residential housing and limited neighborhood retail. This second scenario would also anticipate less diversity in the potential place types and land use designations within the Bamberger Ranch.





## POTENTIAL COMMUNITY DESIGN AND LAND USE DESIGNATIONS

### PLACE TYPES

Place types describe combinations of land uses in which the planning principles are applied in a certain way to achieve a particular community character. Place types are meant to be used as guidelines for future development. Each type covers a range of uses and buildings types that are described and illustrated by images taken from similar places throughout the country. Descriptions of each place type follow. The precise boundaries, locations, and mix of uses within each place type are allowed to be flexible and will be determined at later planning stages, along with appropriate guidelines and contracts. Densities can be calculated as average densities across the entire place type for the listed use. For example, residential density is calculated as an average density across all residential acres within the place type.

Place Types:

Business Park

Industrial

Mixed Use Center

Transit-Oriented Development

Regional Retail

Neighborhood Commercial

Residential Neighborhood

Town Neighborhood

Open Space

BUSINESS PARK

Range of Dwelling Units/Acre	0
Range of Jobs/Acre	30-40

**Business parks** are comprised of low to medium density office buildings. Business parks can also contain a small amount of light industrial and retail uses. They provide a concentration of diverse employment opportunities in close proximity to housing, which in turn reduces traffic, concentrates city tax base, and generally improves quality of life for city residents.





INDUSTRIAL

Range of Dwelling Units/Acre	0
Range of Jobs/Acre	10-14

**Industrial** is made up of a mix of low and medium density industrial buildings. This type often consists of industrial yards and campuses separate from other uses due to the nature of the industrial use. The availability of this place type in the community has the potential to attract businesses and industry to the region. Industrial uses must be sensitive to and compatible with the surrounding uses.



PLACE TYPES CENTERS

MIXED USE CENTER

Range of Dwelling Units/Acre	10-18
Range of Jobs/Acre	28-48

The **Mixed Use Center** place type incorporates a vibrant and concentrated mix of residential, retail and employment uses. This center serves as a significant source of employment and provides many essential local and regional services. It will provide a strong, mixed-use business anchor at the north end of Main Street which will complement the existing business anchor on the south end of the street. The land use mix is typically apartments, condominiums and office with some supportive retail, civic and other housing types, such as townhomes. These centers are highly walkable, with wide, inviting sidewalks, active streets and several destinations within a small area. Interconnected streets make the area inviting to pedestrians and are accessible by car, transit and bicycle. On-street parking accommodates visitors to the district and creates a comfortable buffer between pedestrians and traffic. Open space will be primarily in the form of small public plazas.





## TRANSIT-ORIENTED DEVELOPMENT

Range of Dwelling Units/Acre	16-24
Range of Jobs/Acre	17-27

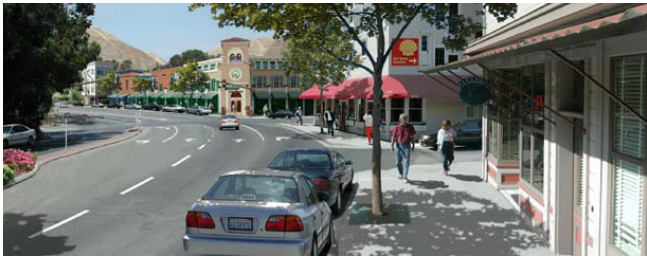
**Transit-oriented development** refers to new development planned to accommodate mass transit with dense mixed-use at the existing or planned transit station or corridor. The area is typically developed with multifamily residential, townhomes, retail, and office, with smaller amounts of single family. Residents choose to live in these places because they can walk to nearby jobs and have easy access to transit for commutes to regional jobs or to access services. Street trees, lighting, on-street parking, pavement treatments and effective signage at intersections will aid pedestrians with way finding. Short blocks create quick access to the station and the public places. Public plazas and/or civic uses will be centrally located and easily accessible by transit.



REGIONAL RETAIL

Range of Dwelling Units/Acre	0
Range of Jobs/Acre	17-27

**Regional retail** places include a conglomeration of large and small scale retail buildings. Some office buildings can also be found in regional retail areas. The retail serves a community that extends beyond the neighborhoods to the entire region. Regional retail provides adequate parking for the businesses in close proximity to the stores, and a majority of the customers arrive via automobile or transit. Regional retail is located at major intersections of highways and arterials and along key transit corridors in the region. Housing is not included in this place type; however, neighborhoods may be located adjacent to regional retail. Nearby residential can be connected to regional retail centers by a grid street network that is walkable. These places provide employment opportunities as well as retail and property tax base for a community.





## NEIGHBORHOOD COMMERCIAL

Range of Dwelling Units/Acre	3-5
Range of Jobs/Acre	12-20

**Neighborhood commercial** is modeled after the American tradition of “Main Street” as a place for living, working and shopping. These are active areas with buildings usually right up to the sidewalk and parking available on-street. Businesses will be visible from the street and sidewalk, with storefront windows encouraging interaction with the sidewalk activity. It serves as a center for small community or neighborhood services, including retail and offices. Buildings include low-rise retail, office, single family, townhouses and potentially some mixed use buildings. Streets will have street trees and wide sidewalks, with treatments such as pavement textures, bulb-out curbs at intersections for easy pedestrian crossings and on-street parking separating pedestrians from traffic.



PLACE TYPES RESIDENTIAL

RESIDENTIAL NEIGHBORHOOD

Range of Dwelling Units/Acre	4-6
Range of Jobs/Acre	0

**Residential neighborhoods** are comprised primarily of single family homes, both detached and attached. The single family homes are of varying designs on a range of lot sizes. Residential uses are separated from other commercial activities. The neighborhoods are walkable with sidewalk and trail connectivity. Parks and trails are primarily located in this place type and are easily accessible. Parks serve as recreation and gathering places.





## TOWN NEIGHBORHOOD

Range of Dwelling Units/Acre	12-17
Range of Jobs/Acre	2-4

**Town neighborhoods** are residential areas typically comprised of many small lot single-family dwellings, some townhomes and small scale apartments. Houses in these neighborhoods are close enough to the street to encourage interaction among neighbors and create a “front porch” culture. Houses are closer together and on smaller lots than in a residential neighborhood. There are small neighborhood serving parks and connections to trails. Street connectivity is relatively favorable, allowing for a walkable environment and transit options. On-street parking slows traffic and creates a buffer between traffic and pedestrians on the sidewalks.





PLACE TYPES OPEN SPACE

OPEN SPACE

Range of Dwelling Units/Acre	0
Range of Jobs/Acre	0

**Open space** includes wetlands, natural areas and parks. The North Payson area is adjacent to ample open space, including mountains, canyons and creeks. Open space affords residents a high quality of life and promotes a healthy lifestyle. To the extent that any of the areas marked with the Open Space place type are determined not to be wetlands under jurisdiction of the U.S. Army Corps of Engineers, such areas may be developed with uses consistent with adjacent uses. There will also be open space opportunities, including both active and passive areas, in other place types, with particular emphasis on residential neighborhoods.







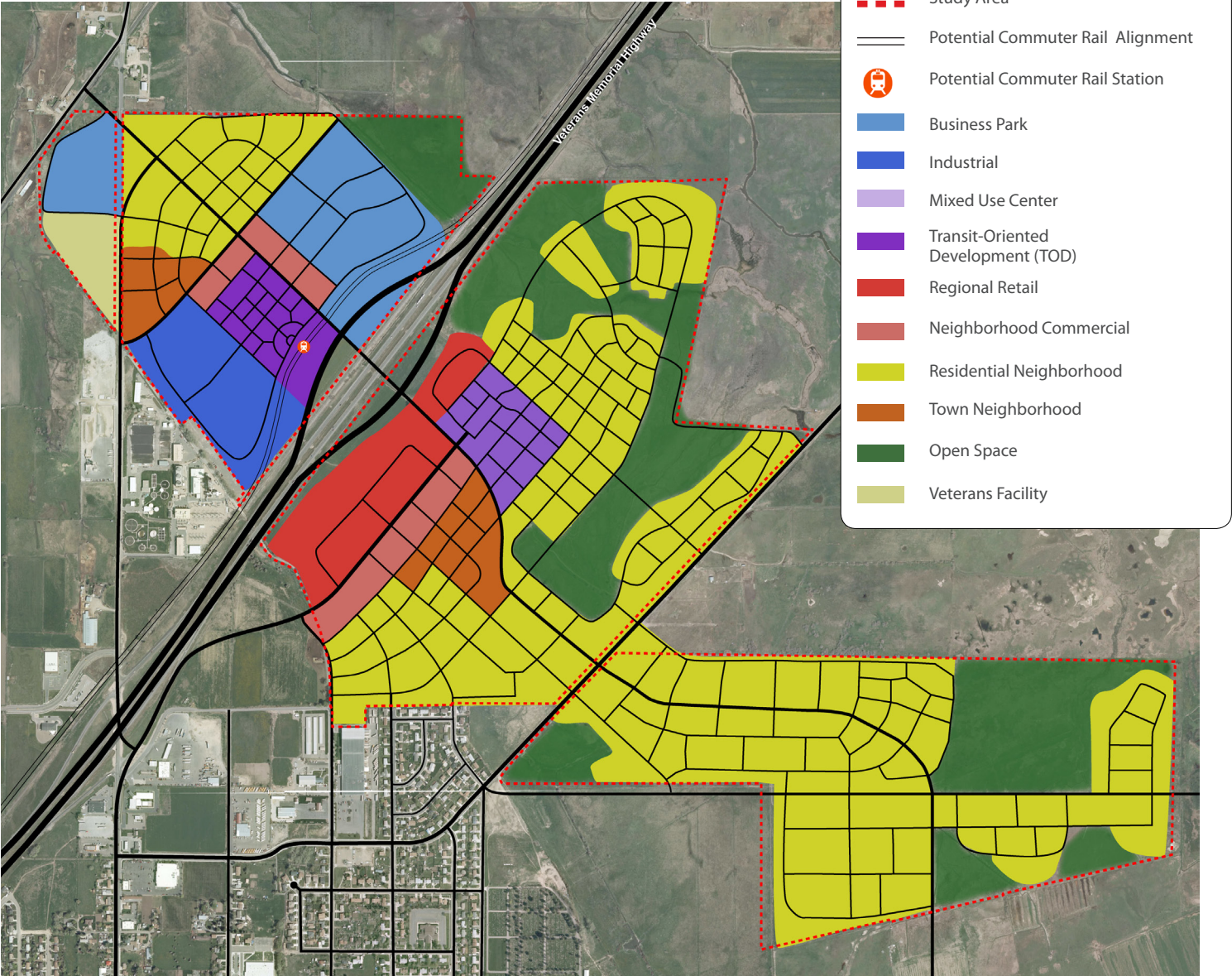
## LAND USE PLAN

The Bamberger Ranch P-C Zone Plan does not assume that the new I-15 interchange, the Nebo Connector, and the FrontRunner commuter rail stop will be constructed on the Bamberger Ranch. Similarly, the Plan does not assume that there will not be any of these regional transportation facilities built there. Instead, the Plan identifies a Maximum Development Scenario, depicted in Figure 4, and presents a plan sufficiently robust for Payson to manage any of a variety of lesser levels of development. The Maximum Development Scenario includes construction of the new I-15 interchange, the Nebo Connector, the FrontRunner commuter rail stop, and other transportation options on the Bamberger Ranch. The other endpoint scenario would assume that none of these regional transportation facilities are built on the Ranch. The Maximum Development Scenario is planned for to ensure that infrastructure is not under-planned.

The Plan then provides for implementation of the Planned Community Zone, codified at Title 19, Chapter 6, Part 36 of the Payson City Code, adopted by the Payson City Council as Ordinance No. 08-17-11-D on August 17, 2011, which gives Payson the tools needed for any level of future development on the Bamberger Ranch property. This allows Payson City to implement development, with the guidelines and processes contained in the Planned Community Zone and an appropriate mix of place types and configurations as illustrated in this Plan. This will allow Payson to match the transportation facilities in place, markets, and other conditions present at the time development occurs. These planning tools also allow for such development to occur over an extended time, which is the most likely outcome. This approach allows intelligent implementation of the City land use code at any level of development. This adaptability is especially important given that no development of the Bamberger Ranch property is anticipated in the near future.

This P-C Zone Plan illustrates design parameters and place types to guide development of the Plan area. The design was informed by transportation planning, projected housing and employment numbers generated for the Maximum Development Scenario, and by the Bamberger Ranch geography. The Plan includes a hierarchy of land uses thoughtfully distributed to serve the population with a variety of services under any of these scenarios. The Plan also buffers existing residential neighborhoods.

Figure 4: P-C Zone Plan Map







The Plan anticipates that if the Maximum Development Scenario comes about, the City will need to prepare for a regionally significant center on the property, and capture such benefits as region-serving jobs, retail and commercial activities, and a strong housing mix, but still manage the impacts of such development. This design allows significant tax and employment bases to be developed in Payson. It also creates opportunity so residents do not have to travel long distances to work or shop. If the property builds out in this way, Payson will become a regional destination and can implement such impact fees, improvement standards, and other assurances that such development will pay its own way and benefit all residents of Payson City. These benefits would also allow Payson City to implement protections or mitigation measures for businesses and residents displaced by relocation of transportation facilities.

On the other hand, the P-C Zone also provides the planning tools for development under another scenario. The P-C Zone also prevents overbuilding of infrastructure and the attendant costs to the City and the developer if a lesser amount of development occurs. The P-C Zone processes and the place types included in this Plan reserve to the City sufficient authority and provide planning tools to adapt development on Bamberger Ranch to this scenario.

In addition, this Plan provides a mix of housing choices. This provides housing opportunities to a variety of ages and incomes. If North Main Street becomes a transit-oriented center, this Plan allows careful coordination of mixed uses, including an ample portion of various housing types. If the area does not receive the benefit of transit infrastructure, the Plan allows lower density housing types suitable for non-transit neighborhoods. It should be noted, however, as is typical in all communities, that municipal services for the lower density housing types will need to be supported by other tax base within the community.



Some of the primary characteristics of the land use plan:

- An interconnected network of walkable blocks. The illustrated street network would allow residents and employees to meet many of their daily needs within a short walking distance. Wherever feasible, new streets connect with existing streets. Providing people with multiple transportation routes will disperse traffic and reduce the number of local trips on I-15.
- A desirable mix of land uses and development types.
- Building height and development intensity which reduces as distance from the highway increases.
- Protection of open space and natural areas.
- A new transit-oriented development.
- A small Mixed Use Center to provide a northern anchor for the street and complementing the historic area farther south.
- Appropriate jobs and housing mix.
- Northern gateway to the city.
- Shortened commute time by locating jobs and households closer together.
- A "place" – a regional destination.
- Both a retail and job center.

Vested Build-Out Program:

- Total Housing Units = 3,563
- Total Acres = 739.49
- Total Non-Residential Square Footage = 2,650,000



## **WHAT HAPPENS IF AN INTERCHANGE AND/OR RAIL STOP ARE NOT LOCATED ON THE BAMBERGER RANCH?**

If the transportation access anticipated by this P-C Zone Plan—including a relocated interchange and/or a commuter rail stop on the Bamberger Ranch—does not occur, the market will likely not support the full mix of uses shown in the Maximum Development Scenario. In particular, without sufficient transportation access, it is unlikely that the same amount of retail, employment, and higher-density residential uses will materialize with their associated tax base and other benefits to Payson City.

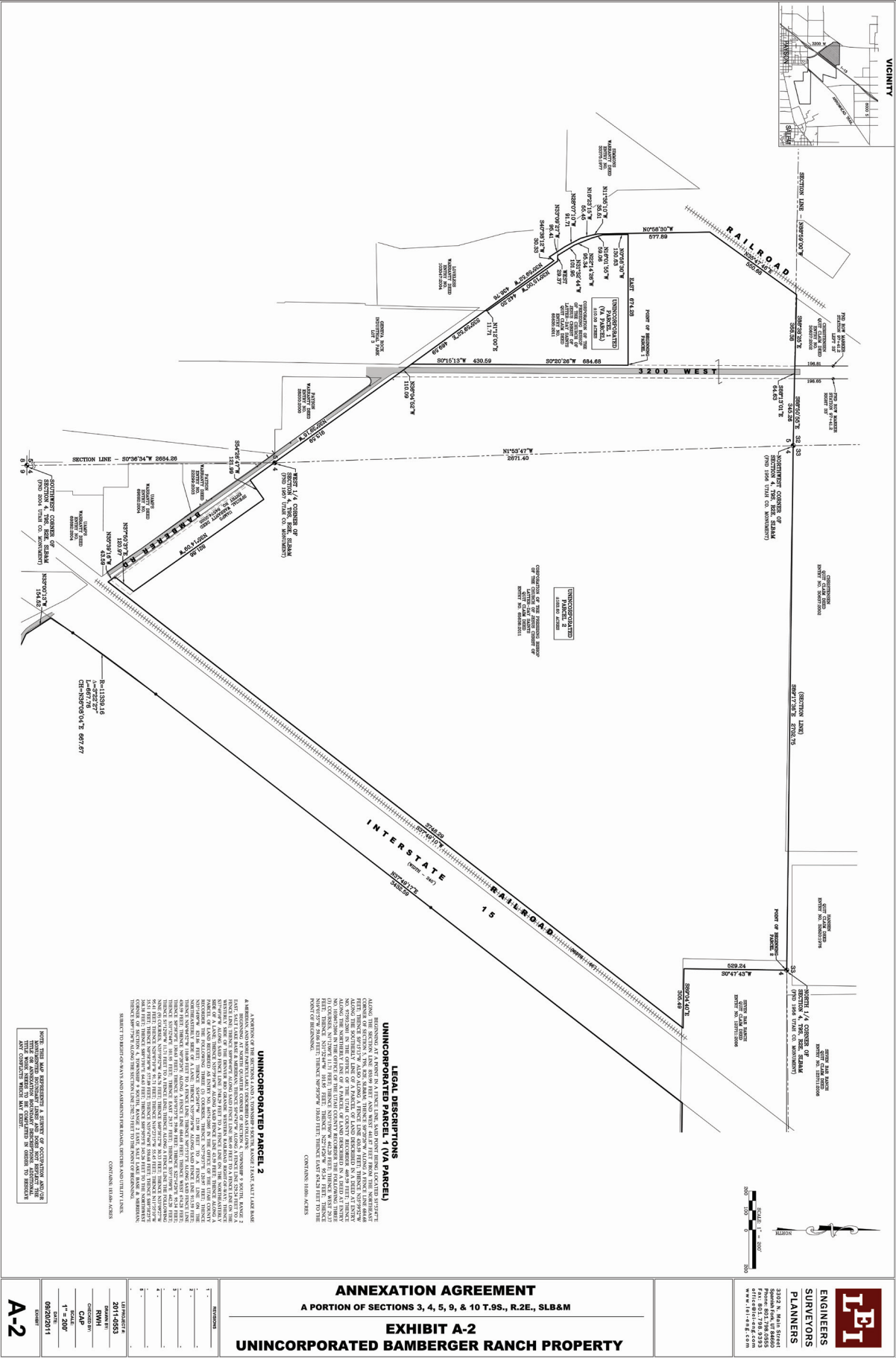
Therefore, within some or all of the areas occupied by the employment, retail, and centers place types described above, it shall be permissible to use such areas according to any of the residential place types described herein and to shift place type locations such that various uses are placed in logical locations, all without a need to amend this P-C Zone Plan, with such changes in place types being made at the Community Plan stage. It shall not be permissible to increase the permitted residential densities in any specific residential place type, or to increase the overall approval residential unit count, to compensate for reduced non-residential square footage, without an amendment to this P-C Zone Plan approved by the City Council.

# **APPENDIX**

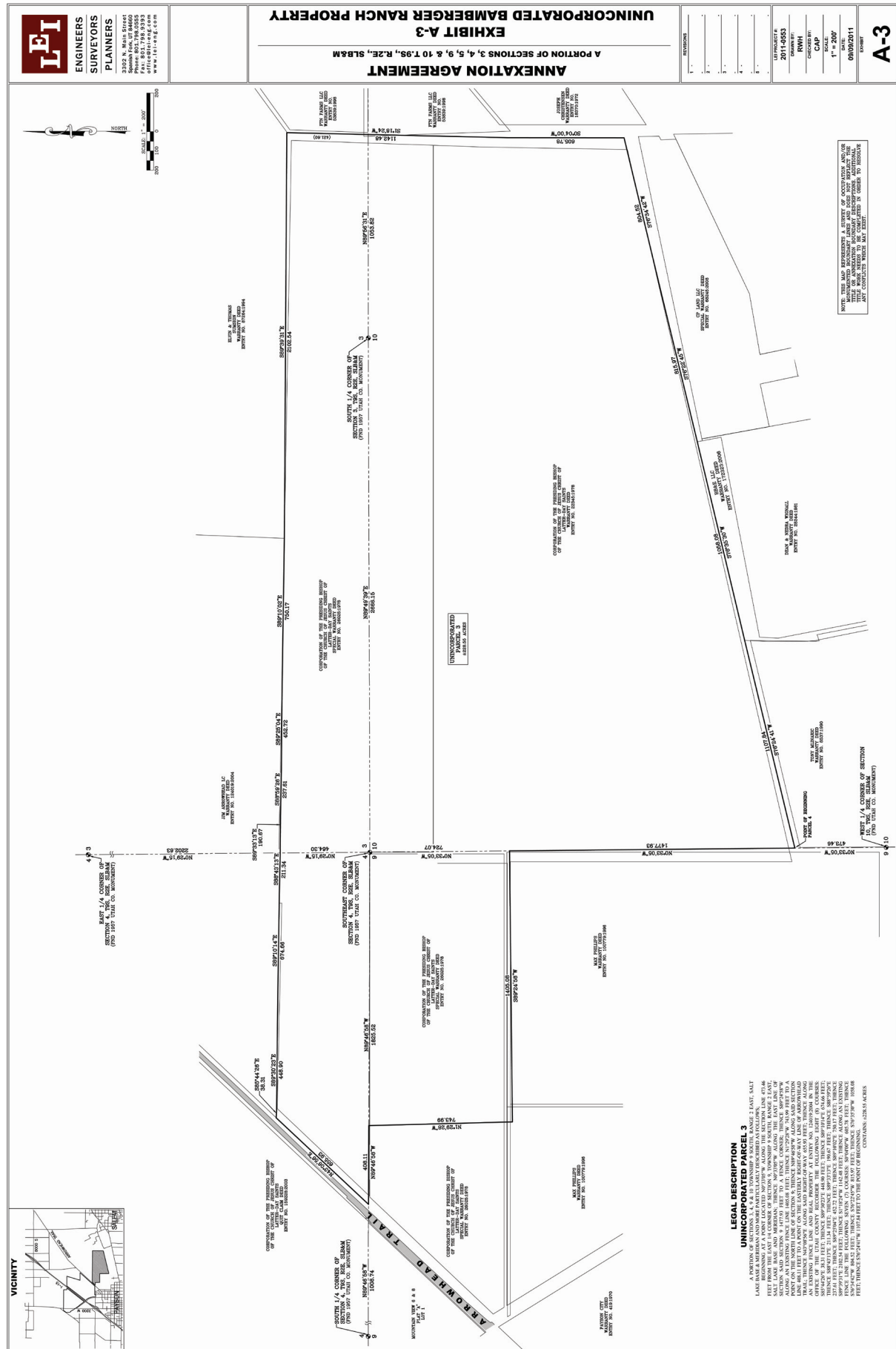
## **P-C ZONE PLAN**











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**BAMBERGER RANCH**  
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