# PAYSON CITY
# EAST SIDE COMPREHENSIVE PLAN

# PARKS, TRAILS, AND OPEN SPACE CHAPTER

FINAL DRAFT
JUNE 27, 2007

# ACKNOWLEDGEMENTS


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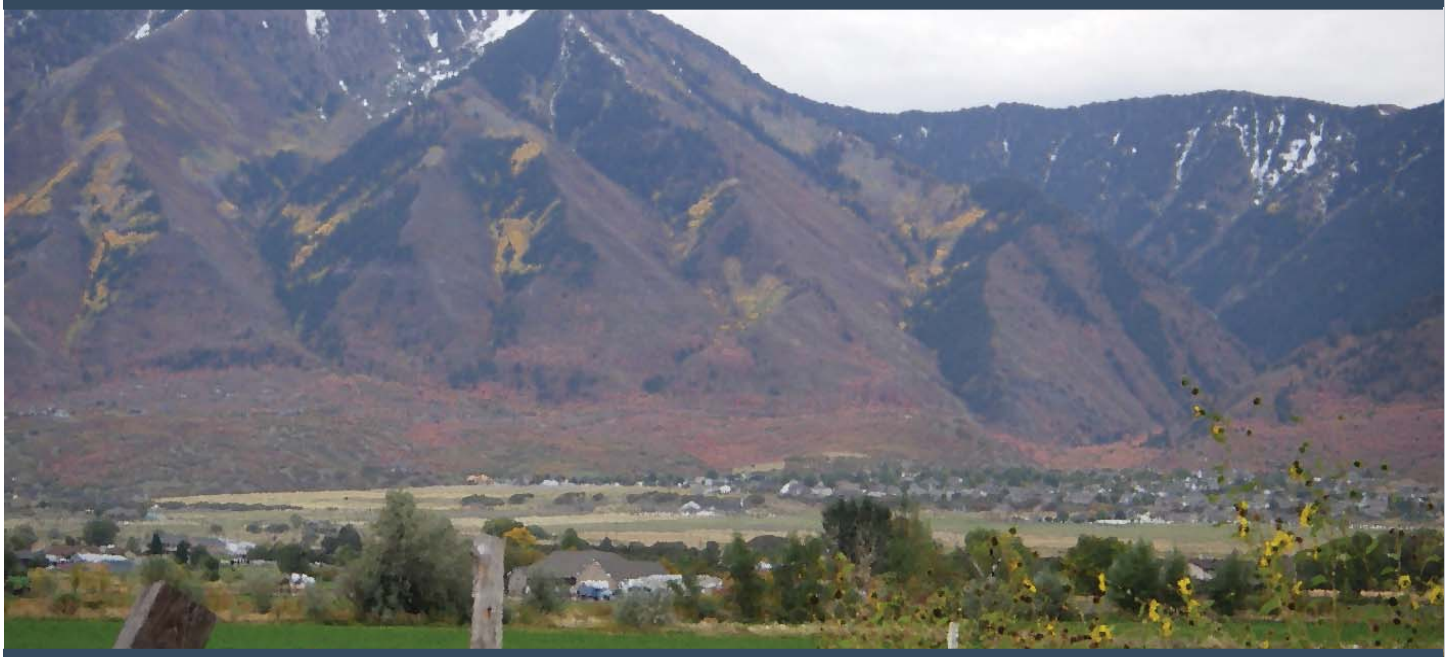


# I. INTRODUCTION

## 1.1 INTRODUCTION AND BACKGROUND

Payson City has identified a geographic area to be included in the East Side Comprehensive Plan and as a future annexation area for the City. This area, also known as “Haskellville” by the local residents, is currently part of unincorporated Utah County. The area is bordered by Salem City on the east, State Route 198 on the north, and the municipal boundaries of Payson City on the west. The southern boundary is shared by the existing Payson and Elk Ridge municipal boundaries (See Map 1.1 Project Area Context) The project area, totaling approximately 1200 acres, is primarily agricultural in nature, and over a third of the area (450 acres) is comprised of an orchard owned by the Allred family. The other portion of the project area is comprised of a number of individual parcels of land, most of which are also used for agriculture, and contains a handful of private residences.

Development of the East Side area has been limited in the past due to limited availability of public utility infrastructure. Most homes in the area use septic systems and private wells to fulfill their sanitary sewer and water needs. Connecting to infrastructure systems will become easier in the near future. A new sewer line is planned to extend from the existing developed Payson City boundary across the East Side area along Salem Canal Road to 1600 West (Utah County), then south on 1600 West to 11200 South (Utah County). At 11200 South the line continues east to approximately Woodland Hills Drive. This new sewer line was initially intended to primarily serve the needs of Elk Ridge, but will also serve a portion of Woodland Hills and future growth areas of Payson City; therefore the sewer line is being funded by Payson City. Payson’s wastewater treatment plant currently has excess capacity, and in exchange for providing sewer service to the residents of Elk Ridge, the two cities have agreed to include the East Side area in Payson City’s annexation boundaries (see Map 1.1).

Payson City is anticipating that annexation requests, and subsequently development requests, within the East Side area will quickly follow the construction of this new sewer line. In a proactive effort to ensure that future development east of the current city boundaries occurs in a desirable manner, the City is developing a master plan for the area, known as the East Side Comprehensive Plan. The East Side Comprehensive Plan will establish the framework for all future land use decisions for the area east of the current municipal boundaries including: transportation, land use, utilities, and parks and open space.

This document represents the Parks, Trails and Open Space Chapter of the East Side Comprehensive Plan. This chapter will identify:

- future park and open space needs and demands
- existing open spaces and recreational areas that should be preserved and maintained
- locations for new parks, trails, natural open spaces, and green corridors
- connections between both existing and future parks, open spaces, trails, and natural areas

## 1.2 PLANNING PROCESS

The development of the Parks, Trails, and Open Space Chapter of the East Side Comprehensive Plan began in June 2006. A community workshop was held on June 22, 2006 to solicit public input on the future character of the East Side, and specifically the residents' open space needs and demands. The workshop was attended by over 30 people, nearly all of whom were residents of the East Side area.

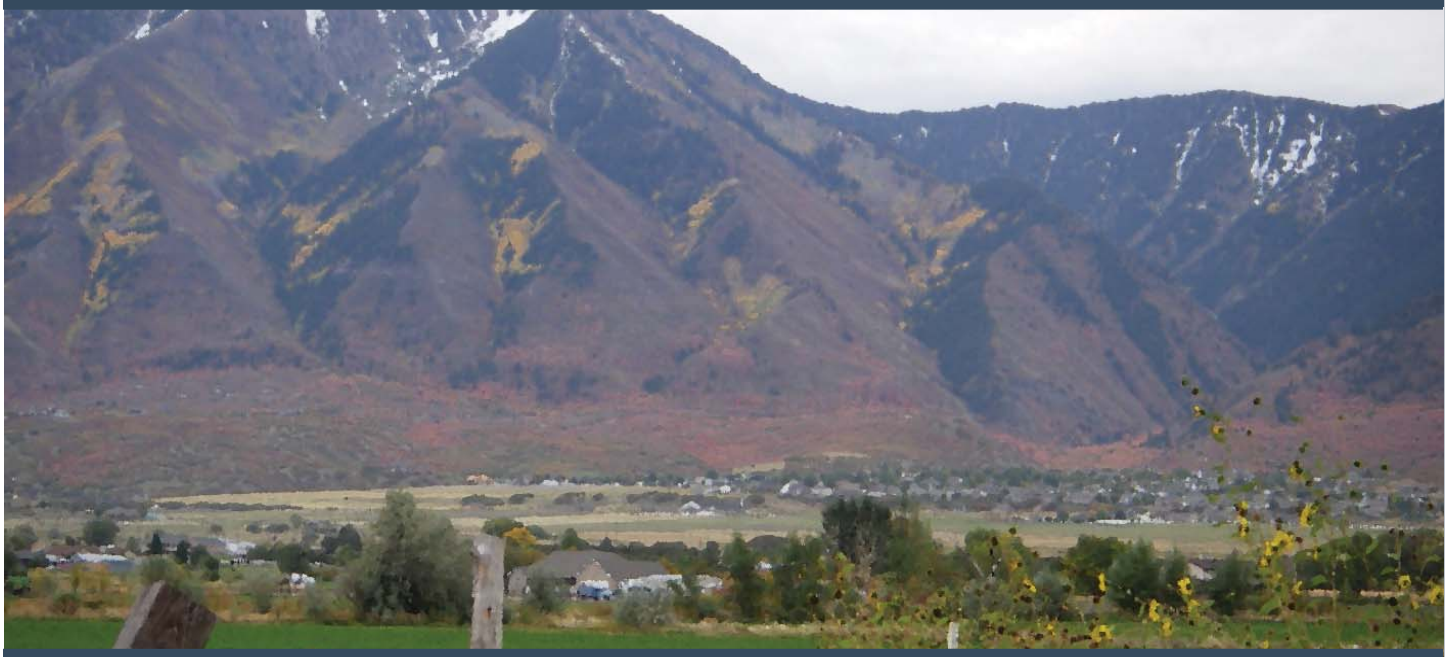
Meeting attendees were asked to provide input in five different categories: Environmental Open Space, Cultural Open Space, Recreational Open Space, Developmental Open Space, and Agricultural Open Space. Using a large aerial image of the East Side area and a set of colored markers, meeting attendees indicated their vision for the future of open space within the East Side. The workshop resulted in a nearly unanimous agreement of specific areas for preservation, important open space and recreation features to maintain or develop, and a desired character for future development of the area. Only two comment letters were received after the public workshop from people who were not able to attend the meeting, or had additional thoughts or comments about the project area.

A project newsletter was distributed to all meeting attendees shortly after the workshop. The newsletter included a summary of the public comments recorded at the workshop, some introductory text about open space preservation tools available to the City, and an overview of the project schedule. The newsletter also included a comment form that could be filled out and mailed back to the project consultants. No comment forms were received after mailing out the newsletter.

A presentation was made to the Payson City Planning Commission in early August 2006 that summarized the comments gathered at the public workshops and outlined the rest of the planning process. One of the ideas to preserve open space that came out of the public workshop was the concept of transferable development rights, or TDR. In response to interest from the City on this concept, a presentation on TDR programs was given to the City Council, and audience members including the Planning Commission and representatives from adjacent communities, on August 31, 2006.

Based on the input gathered at the public workshop, meetings with City staff, and input from the Planning Commission and City Council, a series of draft goals and objectives were developed for the Parks, Trails, and Open Space Chapter. These goals and objectives provided the direction

for the development of a draft Parks, Trails and Open Space plan for the East Side Area. The draft document was presented to the community and comments gathered at the event were used to revise and update the draft Parks, Trails and Open Space Chapter.



# II. GOALS & OBJECTIVES

Based on community and city input, the following goals and objectives have been developed to guide the planning process for parks, trails, and open space within the East Side project area.

## 2.1 QUALITY OF LIFE

**Goal: Maintain the high quality of life and predominantly rural image that currently exists in Payson City's East Side.**

Objective 1: Encourage the employment of a variety of regulatory tools to guide development patterns within the East Side area and accomplish open space preservation goals. Tools may include clustered development; conservation easements; performance, exclusive use, or large lot zoning; exactions, dedications, or impact fees; delineation of critical areas or set-asides; transfer or purchase of development rights; and inter-local agreement with cities and Utah County.

Objective 2: Evaluate the feasibility of a transfer of development rights program to ensure the protection of key open spaces and the responsible development of identified growth areas, and implement if appropriate.

Objective 3: Develop and adopt a parks, trails, and open space plan and map for the East Side area, as a chapter of the East Side Comprehensive Plan, to identify and guide the future development of recreational facilities and the protection of open spaces as parcels are annexed into Payson City.

## 2.2 CULTURAL RESOURCE PRESERVATION

**Goal 2: Preserve and protect key cultural landmarks including, but not limited to, the Allred Orchard, "P" Mountain, and Tithing Mountain.**

Objective 1: Work with private landowners to limit the spread of development that occurs in areas with cultural significance to preserve and maintain as much of the resource as possible.

Objective 2: Work with private landowners to explore the use of agricultural and open space preservation tools such as purchase or transfer of development rights, conservation easements, and exclusive use zoning to protect cultural resources.

Objective 3: Develop and enforce height and massing restrictions for development near foothills and cultural resources to protect important views.

Objective 4: Work with private landowners to maintain public access to cultural resources located on public property, such as “P” Mountain, Tithing Mountain and Payson Canyon..

Objective 5: Encourage landowners to explore the applicability of a variety of Federal and State programs to assist in protection and preservation of historic landscapes. Example programs include the National Park Service’s Historic American Landscape Survey, and the State of Utah Department of Agriculture and Food’s Century Farms and Ranches program.

Objective 6: Identify structures that are considered to be landmarks in the East Side, such as historic homes, barns, and silos.

## 2.3 AGRICULTURAL RESOURCE PRESERVATION

**Goal 3: Encourage the continued productive use of agricultural land and protect personal animal rights to maintain a rural character in the East Side area.**

Objective 1: Continue to allow for the keeping of animals for private use in residential and agricultural areas.

Objective 2: Consider the establishment of designated Agricultural Protection Areas (Utah Code Annotated §§ 17-41-101), and enforce Right-to-Farm laws (Utah Code Annotated §§ 78-38-7 to 78-38-8) to protect the rights of landowners and agriculture-related business owners.

Objective 3: Encourage landowners to explore the applicability of a variety of Federal and State programs to assist in protection and management of key agricultural lands. Example programs include the U.S. Department of Agriculture’s Farm Security and Rural Investment Act of 2000 (Public Law 107–171), and the State of Utah’s LeRay McAllister Critical Land Conservation Fund (Utah Code Annotated §§ 11-38-301).

Objective 4: Explore the implementation of a variety of regulatory tools and mechanisms to set aside key agricultural lands for protection. These tools may include a transfer of development rights program, purchase and sellback or leaseback, exclusive use zoning, large lot zoning, Agricultural Protection Areas, conservation easements or open space designed residential development.

## 2.4 RURAL DEVELOPMENTAL CHARACTER

**Goal 4: Ensure that all new development within the East Side area avoids the typical suburban approach to development and contributes to an attractive rural environment by placing a priority on retaining open space within developed areas.**

Objective 1: All residential developments shall provide a minimum of 50% contiguous open space, protected by easements or other provisions.

Objective 2: Discourage development on foothills, hillside slopes, and in open fields. Avoid tops of ridge lines, wetland areas, or locations directly adjacent to waterways. Screen any development on slopes with trees to minimize visual obtrusion.

Objective 3: Establish and enforce setback standards that contribute to a rural atmosphere and preserve a sense of open space within developed areas.

Objective 4: Minimize the use of groomed landscaping on private property, where appropriate. Maintain the majority of large lot acreage as natural open space to preserve rural character.

Objective 5: Prohibit the use of privacy fences within developments to preserve view corridors and the perception of openness within developed areas. Fencing that preserves visibility and is compatible with rural character (i.e. split rail, barbed wire, etc.) should be used only as necessary to contain animals and define property lines.

Objective 6: Continue the basic framework of the city's existing grid system into the East Side area. Use roadway design standards that maintain a rural character.

## 2.5 RECREATIONAL RESOURCE DEVELOPMENT AND PRESERVATION

**Goal 5: Ensure that development of the East Side Comprehensive Plan area provides for a wide variety of recreational opportunities.**

Objective 1: As part of the East Side Comprehensive Plan, develop and adopt a parks, trails, and open space plan and map to guide the development of future parks, trails, and recreation in the East Side area. Identify and classify parks, recreation, and open spaces in the plan for both active and passive enjoyment by users.

Objective 2: Ensure the East Side parks, trails, and open space plan maintains the current relationship between the number of users and available recreational opportunities as the population of the East Side area grows.

Objective 3: Develop a hierarchy of park types, identify preferred locations for parks, and prioritize park needs. A hierarchy of park types may include regional parks, community or district parks, and neighborhood parks.

Objective 4: Develop a hierarchy of trail classifications, identify preferred locations for trails, and prioritize trail needs. A hierarchy of trail classification may include dedicated multi-use trails, bike lanes, and sidewalks.

Objective 5: Identify and prioritize additional East Side area recreation facility needs, and identity appropriate locations for their development.

Objective 6: Work with the Nebo School District and adjacent communities to identify common needs and to achieve shared park and recreation goals.

## 2.6 ENVIRONMENTAL RESOURCE PRESERVATION

**Goal 6: Preserve and protect natural open spaces, view sheds of the foothills and mountains, view corridors along roads and canals, and sensitive natural environmental resources of the East Side Comprehensive Plan area.**

Objective 1: Work with private landowners, the US Forest Service, Utah Division of Wildlife Resources, Mountainland Association of Governments (MAG), Nebo School District, and other public landowners to encourage responsible development for the protection and preservation of open space.

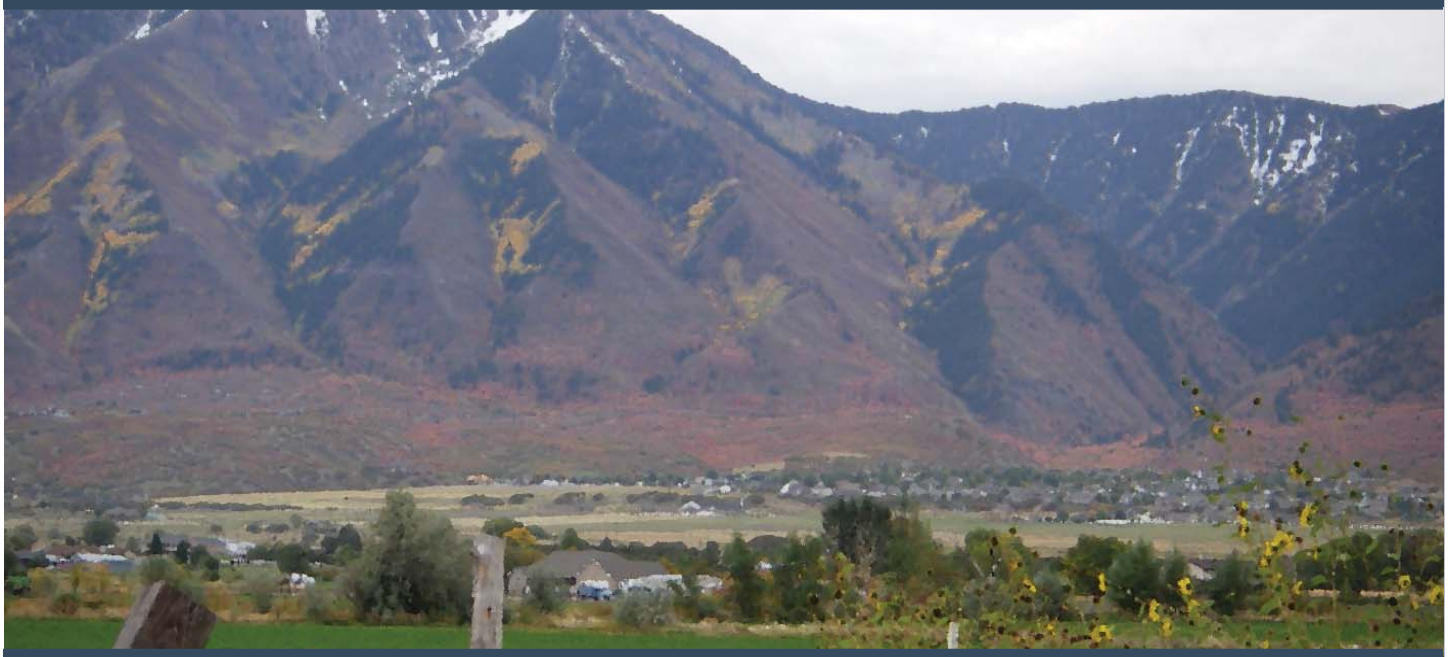
Objective 2: Explore the effectiveness and applicability of open space preservation tools such as transfer of development rights, purchase of development rights, cluster development, bonding, and conservation easements.

Objective 3: Keep Title 21, Sensitive Lands Ordinance, updated and effective and apply those regulations to the East Side Comprehensive Plan area. Restrict, limit, and regulate development in or near wetlands, lands in floodplains and floodways, steep slopes, view corridors, fault lines, and other environmentally sensitive areas within the East Side.

Objective 4: Preserve and protect sensitive environmental areas (such as wildlife habitat areas, natural trees and vegetation, and aquifer recharge areas), by designating/ developing open space to maintain its natural state. Develop guidelines and/or ordinances that protect wildlife habitat areas (to the maximum extent feasible) from encroaching development (i.e. buildings, structures, roads, trails and similar facilities) by working with Utah Division of Wildlife Resources to establish and protect deer and elk wintering habitat areas in or near the city.

**Goal 7: Develop an Inter-local Agreement with cities adjacent to and affected by the East Side Comprehensive Plan area. Utah County should be included as a part of the agreement.**

Objective 1: Develop an inter-local agreement with Salem, Elk Ridge, and Utah County to assist in the development and preservation of open space within the East Side Comprehensive Plan area. The development of this agreement would allow each government agency to express concerns related to the development of the East Side and would assist in identifying and developing land use regulations that satisfy all parties.



# III. EXISTING CONDITIONS

## 3.1 EAST SIDE AREA OVERVIEW

The planning area for the Parks, Trails, and Open Space Chapter of the East Side Comprehensive Plan is bordered by Salem City and unincorporated Utah County on the east, State Route 198 on the north, and Payson City on the west. The existing Payson and Elk Ridge municipal boundaries share the southern boundary (see Map 3.1 Aerial Image). The East Side Area is just less than 1,200 acres and has primarily an agricultural character. The southern portion of the planning area, 450 acres, is comprised of an orchard owned by the Allred family. The remainder of the area is comprised of individual parcels, most of which are used for agriculture, and a few that contain sparsely located private residences. This sparse development pattern helps to maintain a rural character and feel for the area. These rural qualities of the area are highly valued by the community, and future land use planning should help to preserve these qualities.

Roads within the planning area do not have curb, gutters and sidewalks, but are lined with various combinations of trees, natural vegetation, and agricultural fields. These narrow roads provide great view corridors of the surrounding agricultural fields and foothills in the area, which further adds to the rural character.

The area also has visual resources that contribute to the rural character of the area. One of these resources is the area's topography. The area has a gradual slope of 0-3 percent, which slightly increases as it approaches the southern boundary of the planning area. This gradual slope provides striking views of the orchard from State Route 198 and Goosenest Drive. Goosenest Drive also provides an impressive northern view of the planning area and Utah Valley. Other visual resources are the Salem and Highline canals. These canals provide water features that enhance the area by providing attractive view and trail corridors. These canals generally flow in an east-west direction until they reach the base of "P" mountain where they begin to flow to the north. These canals provide irrigation water to the agricultural fields and livestock in the area. The Salem Canal is generally located in the middle of the plan area and the Highline Canal is located in the southern quarter of the project area.

## 3.2 EXISTING LAND USE

### Agriculture

The majority of the land in the project area is used as agricultural farm land. The area is comprised of various agricultural uses including alfalfa fields, cornfields, pastureland and orchards. The area also contains rustic barns,

silos, and other agricultural structures, which also characterize the rural nature of the area. The Allred orchard is located in the southern half of the planning area and has been identified by the local community as one of the prominent features in the area. The Salem and Highline canals provide the necessary irrigation water to support these agricultural facilities. Local residents place a high value on maintaining the rural agricultural character of the planning area.

### Residential

The East Side area has a small number of single-family residential dwelling units. These units are sparsely located throughout the planning area. This sparse development pattern contributes to the rural character of the planning area. Because of the remote location of these dwelling units to city services, it is common for them to be connected to individual wells and septic systems.

### Recreation

Recreational opportunities in the East Side area are limited. There is an unofficial, user-created trail located along the Highline Canal and no developed public parks. Residents in the planning area have access to recreational facilities outside of the project area. South of the planning area is the Payson City Gladstan Golf Course and west of the project area, Payson City has existing recreation facilities that serve the needs of the current residents.

### Nebo School District Land Holdings

Nebo School District has approximately 30.75 acres located in the center of the northern half of the planning area. This land is reserved for future educational facilities when development occurs and the need arises. The Nebo district would eventually build the necessary educational facilities to accommodate the anticipated growth in the area.

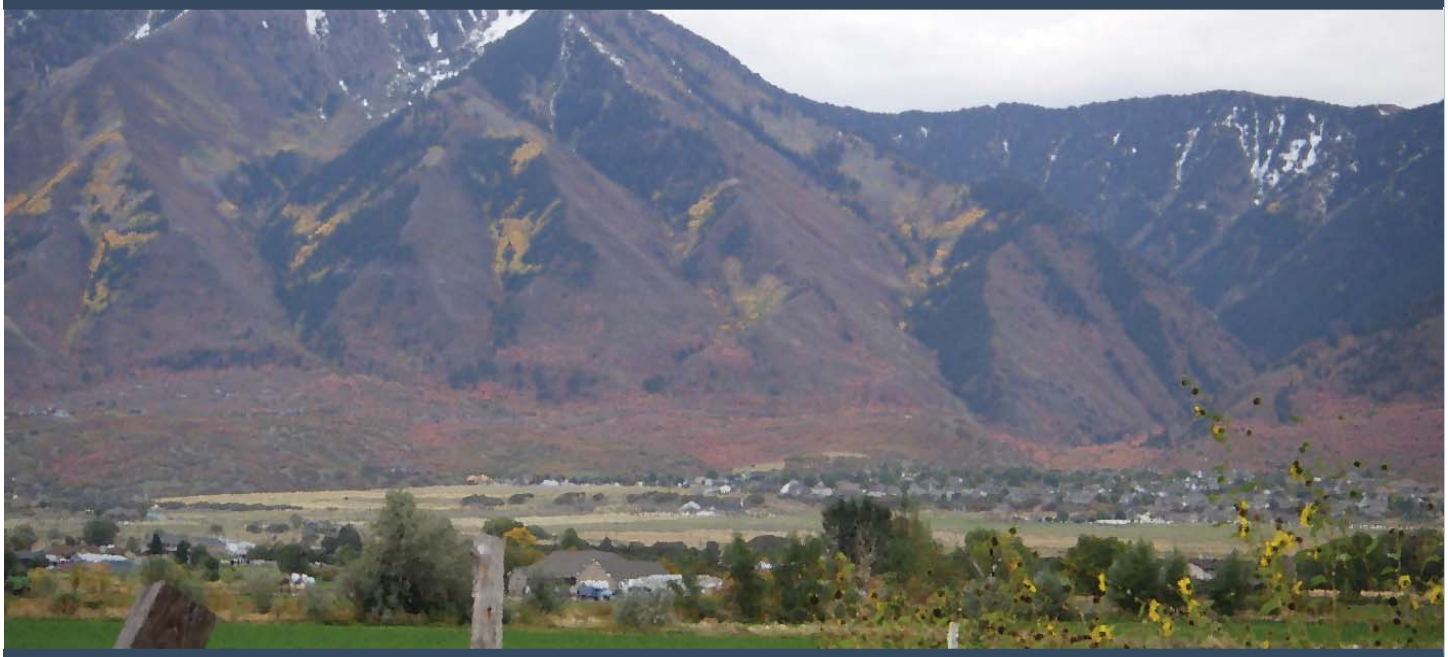
## 3.3 PAYSON CITY PARKS, TRAILS, AND OPEN SPACE FUTURE EXPECTATIONS

Open spaces within and surrounding Payson City are some of the City's greatest assets and contribute to the high quality of life that local residents have come to expect. The City has priorities of preserving, enhancing, and creating new open space and recreational opportunities for both current and future generations.

Parks, trails, and open space within Payson are an important element of city life, providing green space, recreation, and leisure activities for its residents. This open space can be active, passive, and purely visual. Active open space provides the public opportunities to enjoy sports, exercise, and active play. Active open spaces may include playground equipment, playing fields and/or courts, pools, skate parks, and trails for bicycling and jogging. Passive open spaces are used more for sitting and relaxing and may be left undeveloped or include facilities such as plazas, benches, and picnic areas. Visual open space, although usually privately owned in the form of large agricultural fields, is an important contribution to the overall character of an area. This plan will further define the community's expectations for all types of open space.

Payson City has a lot of open space that serves the needs of both the city's residents and the current residents in the planning area, but as the population increases in the planning area, more parks, recreation, and open space facilities will be required. Careful planning and zoning will be needed to protect the agricultural character.

As the planning area is developed, residents in the area will expect to see nicely landscaped public parks, trails and streets that honor the area's agricultural character. They will expect an integrated trail system that is connected to appropriate destination points such as neighborhoods, parks, schools, canyons, and other recreational areas. They will also expect to see subdivision ordinances that prioritize protecting the open space and rural characteristics of the area. This open space should be appropriately maintained for both active and passive open spaces, be designed to protect the natural environment, and provide adequate recreational facilities to serve the needs of the residents. It is the intent of the Parks, Trails, and Open Space Chapter of the East Side Comprehensive Plan to provide the City with a framework for providing, preserving, and enhancing natural open spaces, view corridors, trails, parks, and aesthetic qualities of the East Side area.



# IV. OBSTACLES & CONSTRAINTS

## 4.1 NATURAL ENVIRONMENTAL CONSTRAINTS

An environmental evaluation was conducted to assist in the development of the parks, trails, and open space plan. This evaluation examined existing conditions in the area that could potentially help in the preservation of open space. The environmental evaluation was based on publicly available data and revealed that there were no major environmental constraints that would assist in the preservation of open space within the planning area. The evaluation did however reveal environmental factors that may potentially affect the type of structures to be built. The environmental factors reviewed for this evaluation are listed below:

### Groundwater

Based on groundwater GIS information from the State of Utah Automated Geographic Reference Center (AGRC) website and personal communications with Payson City's Engineer, the groundwater evaluation revealed that the northern third of the area has a high water table of 0-10 feet and that the middle third of the plan area has a groundwater depth of 10-30 feet (http://agrc.utah.gov accessed August 29, 2006). (See Map 4.1 Groundwater). This constraint would not prohibit development from occurring, but could make it difficult for dwelling units to have basements. A site-specific evaluation would need to be prepared before development could occur.

### Soil Conditions

Soil information provided by the Natural Resources Conservation Service (NRCS) (http://websoilsurvey.nrcs.usda.gov accessed October 18, 2006) indicated that soils within the planning area would generally support development, although some limitations may be present. Some soils identified within the northern portion of the project area have been classified as "Somewhat Limited" due to depth to saturated zone; this is consistent with the high groundwater table. The southern quarter of the planning area also has some soil limitations. They are identified as "Somewhat Limited" and "Very Limited" due to slope and shrink-swell potential. Construction of dwelling units within the soil classification of "Somewhat Limited" would require special planning, design, and installation. The construction of dwelling units with the soil classification of "Very Limited" generally would need major soil reclamation, special design, or expensive installation procedures. Structures and infrastructure to be built within the planning area will need onsite investigations to determine exact soil types and limitations. (See Appendix A for a more detailed description).

The majority of the planning area has a gradual slope of 0-3 percent, which slightly increases as it approaches the southern and southwestern planning area boundaries. No vast areas of steep slopes were identified in the planning

area. There were no areas identified in the planning area as having any landslide potential. Site-specific plans would need to be prepared to ensure that development complies with the city's engineering standards, development code, and sensitive lands ordinance.

### Seismic Hazards

Seismic GIS information provided by State of Utah AGRC revealed that the planning area has no known faults within its boundaries, but areas along Goosenest Drive may be in the area of influence for faults running along "P" Mountain. (http://agrc.utah.gov accessed August 29, 2006). According to information from the Utah Geologic Survey website (http://geology.utah.gov/online/pdf/pi-28.pdf accessed October 18, 2006) the planning area also has a low liquefaction potential. This means the area has between 5-10 percent potential of having an earthquake strong enough to cause liquefaction. (See Appendix B)

### Floodplains

Flood plain GIS information provided by State of Utah AGRC revealed that the planning area is not located within any floodplains. (http://agrc.utah.gov accessed August 29, 2006)

### Wetlands

The wetlands GIS information provided by State of Utah AGRC (http://agrc.utah.gov accessed August 29, 2006) and the National Wetlands Inventory (http://wetlandsfws.er.usgs.gov/index.html accessed October 18, 2006) revealed that there were two small wetlands located along the Highline Canal in the eastern side of the planning area and one near Salem Canal on the western side of the planning area (See Map 4.1 Groundwater). No other wetlands were identified in the area. A site-specific wetlands determination should be conducted before any land is developed.

Note: The environmental evaluation conducted does not constitute for site-specific evaluations. Site-specific evaluations would need to be prepared to ensure that each development would comply with the city's development code, sensitive lands ordinance and other applicable regulations.

## 4.2 DEVELOPMENTAL CONSTRAINTS

There are a few man-made constraints within the East Side area that will need to be addressed as the area develops over time. These include utility and canal easements, and road rights-of-way. In many cases, development within utility corridors is limited because of safety and maintenance issues, and these areas naturally become open spaces within a community.

### Utility/Canal easements

There are a number of established and planned utility corridors that have the potential to serve as usable open space within the East Side. Although the East Side area does not currently contain any major power line corridors as the area develops these power line corridors will be established. These corridors are commonly areas that are easily set aside as open space within a community,

### Sewer

The East Side is not currently served by any municipal water or sewer system connections, but a planned sewer line will change this in the very near future. This planned sewer line will be constructed by Payson City, but will initially serve the demands created by development within the neighboring community of Elk Ridge. Eventually, all development within the East Side project area will be required to connect to this sewer line, eliminating the current septic systems used throughout the area.

Major sewer lines are often buried alongside public roadways and construction of structures on top of the lines is typically not allowed. If the new sewer line is constructed in the Salem Canal Road and 1600 West Street (Utah County coordinate) rights-of-way as planned, it will create an opportunity for a new open space corridor through the East Side. Since the utility corridor surface will need to remain as open space for maintenance access, it is a natural location for a trail.

Development within the project area will be somewhat constrained by the location of the sewer line and the slope of the valley. The entire East Side area follows a gradual slope downwards to the north. The highest elevations are found near the foothills of "P" Mountain. The elevation gradually slopes down across the area, with the lowest points found near State Route 198 on the northern boundary of the project area. All development constructed north of the new sewer alignment, and the Salem Canal, will require pumping to connect to the sewer line. Access to sewer connections will be controlled by Payson City.

### Salem and Highline Canals

Two irrigation canals cross through the project area from east to west; these are the Salem Canal and the Highline Canal.

The Salem Canal is a small canal that crosses the center of the East Side, and divides the project area into two nearly equal halves. The Salem Canal Road follows the canal alignment, and is one of the primary east-west routes connecting Payson City with the neighboring communities of Salem and Elk Ridge. As mentioned previously, a new sewer line is planned to follow this same corridor. Development is not likely to occur over the top of this canal because of maintenance requirements for the new sewer line and the canal itself; therefore, the canal corridor will likely remain as a ribbon of open space within the East Side. It is also a logical alignment for a future trail.

The Highline Canal is the larger of the two, and travels through the orchard. Although not yet an approved route, Payson City has discussed using this corridor as the future official alignment of the Payson section of the Bonneville Shoreline Trail, a regional trail system that would connect the entire Wasatch Front. Some concerns have been raised about potential safety issues associated with a trail that follows an open canal, and security issues associated with running a trail through a large piece of private property. A number of examples of trails that follow waterways exist around the state and nation, including the Jordan River Parkway. Although some danger and liability exists, it has not generally been considered a reason to limit the construction of trail systems. There are ways to reduce risk and enhance safety along water corridors. Similarly, potential trespass, theft, and vandalism issues for the orchard are not

expected to be prevalent and can be mitigated with fencing and signage if deemed necessary.

### Roads

Development within the East Side has historically been limited because of limited utility connections. Homes are scattered throughout the area, and grouped along a few key roads. The transportation network through the area currently consists of the following key roads.

East-west roads include:

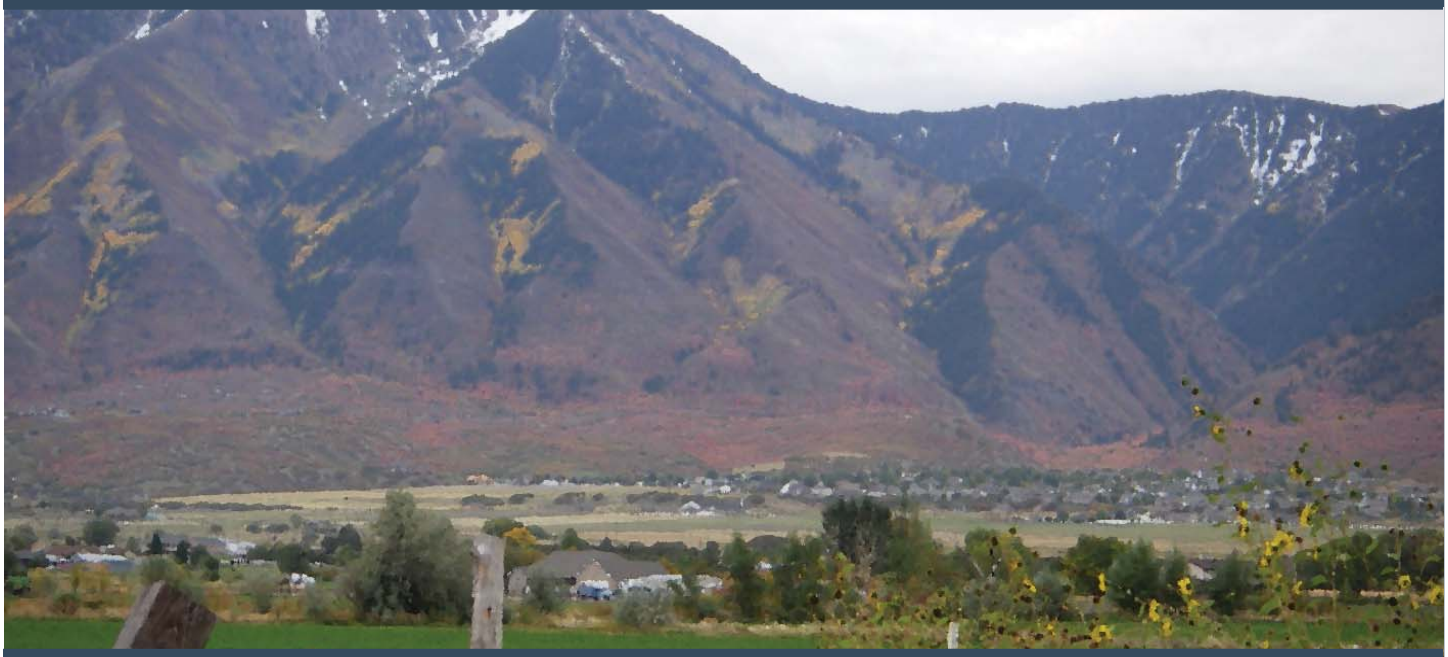
- State Route 198
- 10300 South (Utah County coordinate)/100 South (Payson City coordinate)
- Salem Canal Road
- Goosenest Drive

North-south roads include:

- 1600 West (Utah County)/Elk Ridge Dr.
- 1700 West (Utah County)
- 1900 West (Utah County)
- 2100 West (Utah County)
- 1300 East

Future development of the East Side area will require the development of several new roadways. It is expected that the initial development proposals for the area will be located around existing roadways first. Payson City would be wise to develop a plan that extends the basic framework of the City's grid system into the East Side to give future developments a similar layout and transportation network. Structures should not be allowed to locate where they would block the extension of this transportation pattern. Further, there is an opportunity to preserve open space with future roadways.

The design of the roadways constructed within the East Side area has the ability to complement or detract from the existing rural character of the area. Rural areas are often on a large-scale grid system, and continuing this pattern as development comes to the area will help to preserve the character, as opposed to allowing typical subdivision road patterns such as isolated cul-de-sacs to infiltrate the area. Payson City will likely develop at least one new major arterial road through the East Side. This roadway will be designed to satisfy regular City standards. Although the alignment of this roadway has not yet been determined, future development of the East Side area will likely be affected by its construction. Payson City should oversee the design of this roadway to ensure that open space (e.g. a landscaped median) is included in its design. All other roadways within the East Side should be designed to complement and reinforce the goals and objectives of this plan.



# V. PARKS, TRAILS, & OPEN SPACE PLAN

The Parks, Trails, and Open Space plan, as illustrated in Map 5.1, sets the foundation for future decisions within this area. The goal of the plan is to combine planning for parks with protecting open space resources in order to establish an open space system. This open space system will prioritize the connectivity of parks, trails, and open space, which will maximize the visual and recreational character of the area. This section identifies general classifications of desired open space areas for the future of the East Side area.

## 5.1 PARKS

Parks are developed facilities within the project area that provide opportunities for outdoor active and passive recreation programs.

### Park Types

As a reference, we have used the National Recreation and Park Association (NRPA), which has established generally defined park types as well as their size range and service areas.

#### Community Parks

Community parks are typically about 20–25 acres in size, and have a service area radius of approximately 1–2 miles. They are generally used by residents living within an easy walking distance or a short drive of the park. Barriers such as heavily traveled roads can discourage the use of these parks. The facilities for these parks are often limited to a single playground, small turf areas, and restrooms.

#### Neighborhood Parks

Neighborhood parks are typically 5–15 acres in size, and have a service area radius of approximately 0.25–0.75 miles. These parks are primarily used by residents within close walking distance to the park. Facilities are usually very limited and often include only a single bowery or playground.

#### Special Use Parks

These parks are primarily focused around a single specialty use, such as a swimming pool, ice rink, or outdoor event venue. The size of park varies according to the use and associated demand. The service area is often community-wide.

*Example of a neighborhood park.*

*Example of a community park.*

*Religious and civic facilities often include green spaces and open areas that help meet the recreational demands of the community.*

### Quasi Park Types

Civic Space

Civic facilities often have useable open space or recreation facilities within their property boundaries. Facilities such as schools usually have ball fields and playgrounds that are used by the public when school is not in session.

Religious Facilities

Although religious facilities are not actually public spaces, they frequently have landscaped, green spaces that are often used by members of the community. Some facilities may also have ball fields and playgrounds as part of their associated green space.

### Future Park Space Needs

The current population of the East Side area is quite small and is mostly located on large agricultural lots. Although these large lots may serve to meet the recreational needs of the current residents, as the population increases the demand for parks and recreational space will increase as well. Park facilities will provide space for organized activities beyond what large residential lots can offer.

Acreage

The Parks, Trails, and Open Space plan gives a recommendation for the total acres of land that will eventually be needed to meet demand as the area incorporates more development and the population increases. It should be noted that this acreage is for the demand of active park and recreation needs and does not include land that should be designated simply as open space. The quantity of open space that the community wants to acquire or otherwise protect is a separate consideration.

The East Side project area contains approximately 1,200 acres. It is anticipated that project area will eventually be developed at an overall average density of one dwelling unit per acre. Because large portions of the project area will be preserved as open space, and about 30.75 acres will be developed by Nebo School District, the actual development density of some areas will be higher, and some lower, than one unit per acre. For purposes of this planning document, the overall average density is used to calculate recommended developed park acreage.

The 2000 US Census reports that Payson City's average household size is 3.47 people. Using this figure and the overall project area's average developmental density of one unit per acre, the approximately 1,200 acres within the project area will eventually support a population of approximately 4,164 residents at buildout.

The NRPA used to set recommended standards for the amount of park space that should be provided in a city based on its population size. The NRPA has discontinued this practice and instead recommends that communities establish their own standards based on the resources that a jurisdiction can commit to the maintenance and upkeep of parks. For this plan, we have used as a reference a study on small community parks and recreation standards for the State of Colorado, conducted by the Rural Planning Institute (RPI) in 2003.

Whereas the NRPA standards were separated into only generally defined park types (e.g. pocket, neighborhood, and community parks), the RPI study based standards on actual demand for various types of parks and recreation facilities in small communities. For the study, RPI defined a small community as a population of approximately 10,000 residents or less. The overall general park land dedication standard from this study is 14 acres per 1000 residents. Payson City's current level of service, established in the 2002 Capital Facilities plan, is 7 acres of improved park facilities and 3 acres of special purpose recreation facilities per 1000 residents. Using this general standard, and the estimated buildout population of 4,164 residents a recommended acreage range for park land in the East Side is listed in Table 1.

Table 1
Recommended Park Land Dedication Standard

| Estimated Buildout Population | Recommended Acres per 1000 Residents | Total Recommended Park Acreage |
|---|---|---|
| 4,164 | 10 – 14 acres | 42 – 58 acres |

Sources: US Census Bureau, 2000 Census; State of Colorado, Small Community Parks and Recreation Standards, 2003; Payson City Capital Facilities Plan, 2002

*NOTE: The recommended park acreage will vary based on population. For example, If the population increases the park acreage will also increase.*

## Location

For purposes of this plan Payson City has requested identification of suggested locations for future park space. The plan will show approximate recommended locations for two types of parks: community and neighborhood parks. These locations are based on current and future land uses, potential future service areas, and potential future access. Each of these park types can incorporate a combination of park and recreation facilities (e.g. sports fields or courts, playgrounds, picnic areas, trails, etc.) and provides space for organized activities beyond what large residential lots can offer.

The map will show one community sized park and two neighborhood sized parks. The approximate size of the community park is placed at 30 acres and the neighborhood parks at 5 acres each. The remainder of the total recommended acres from Table 1 above will likely be dedicated to trails and possibly a special event facility (e.g. outdoor event venue, recreation facility).

## Community Park

Although the type of development intended for the East Side will provide open space and some recreational opportunities for the residents, there is still a valid need for at least one developed community park within the project area.

A community park will provide space for activities that cannot easily be met by large residential lots. These activities include organized sports, dog walking, walking or jogging for exercise, bicycle riding, rollerblading or skateboarding, etc.

It is recommended that a community park be located somewhere within the East Side area adjacent to the Nebo School District property. These two land uses are complementary, and by locating them next to one another the open space and recreational value of the lands are maximized.

### Neighborhood Parks

Payson City can proactively work to incorporate neighborhood parks into subdivisions as the East Side develops. By indicating recommended locations for this type of park, the city can work with land developers to have these parks play a significant role in the development pattern of new neighborhoods. Due to the potential for a less dense pattern of development in the East Side than in the existing central area of Payson City, two separate smaller parks are being identified rather than one larger park.

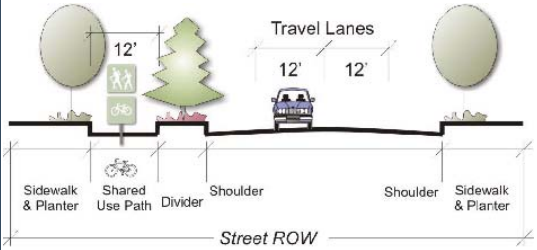
It is recommended that these parks be located where residential is more likely to occur in the East Side. Proposed locations are indicated on map 5.1.

### Civic Space

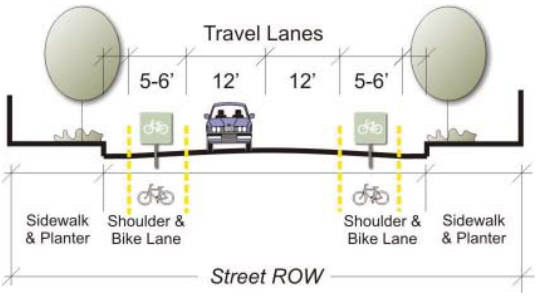
Nebo School District owns approximately 30.75 acres of land along 2100 West (Utah County coordinate). It is expected that this land will eventually be developed and will include a junior high. Any land remaining from the junior high development will likely be exchanged for another site on which an elementary school within the East Side area. This property is indicated on the Parks, Trails, and Open Space Map as civic space. Although this open space would not be owned or maintained by Payson City, it will still provide recreational opportunity and open space for the residents of the East Side.

### Religious Facilities

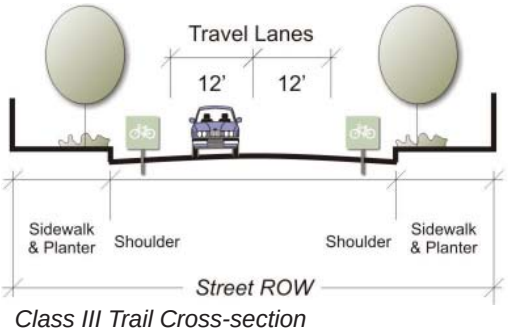
As the East Side develops over time, it is likely that at least one religious facility or structure will be developed to meet the needs of the growing East Side population. Similar to civic facilities, church facilities often include open spaces that can be enjoyed and used by the community. It is not known where such religious facilities will eventually locate, but it is presumed that a religious facility or facilities would be developed where there is the greatest density of residents. Recommended locations for religious facilities have not been identified on the Parks, Trails, and Open Space Map.




*Class I Trail Cross-section*




*Class II Trail Cross-section*




*Class III Trail Cross-section*

## 5.2 TRAILS

### Trail Types

A network of trails is a system that provides connections between neighborhoods, parks, open space areas, schools, and other destinations. A trail system includes three classes of trails:

### Class I Trails – Shared Use Path

A shared use path is a trail that is separated physically from roadways and other transportation facilities. These paths can be either paved or gravel surfaced depending on their intended use. Shared use pathways are designed for simultaneous use by bicyclists, joggers, equestrians, etc. These trails typically meet specific standards for components such

as trail width and accessibility. These trails provide the greatest level of safety for pedestrians, bicyclists, and other trail users.

Class II Trails – Striped Bicycle Lane

Class II trails are designated bicycle lanes on public roadways. Painted stripes delineate the bike lane and make motorists aware of the potential for bicycles in the road right-of-way. Bicycle lanes are located on streets where there is sufficient room for the bike lanes along the automobile travel lanes.

Class III Trails – Shared Roadway

A shared roadway is a road constructed to design standards that allow for the safe use of both motor vehicles and bicycles. Although not striped with separate bike lanes, these roadways are typically identified as official bicycle routes using signs.

*Class I trails may be paved and adjacent to a roadway, but separated by a small median.*

### Future Trail Network

Residents of Payson City are used to being well served by a network of well-maintained city trails. The future residents of the East Side will likely demand the same excellent level of service for their neighborhoods. Throughout the community visioning exercises conducted at the beginning of this planning process, residents expressed an interest in maintaining access by trail to areas adjacent and beyond the East Side such as the Four Bay Natural area and "P" Mountain, as well as incorporating safe walking and bicycle/horseback riding routes along busy roads. With the expected development of the Nebo School District property, it is safe to assume that children walking to school will need safe routes as well. Table 2 below lists all of the proposed trails for the East Side.

Class I Trails – Shared Use Path

Class I trails are intended to be the primary trails of the East Side. They will connect residents of the East Side to the existing developed center of Payson City, to neighboring communities such as Salem and Elk Ridge, and to key open space areas like the proposed community park, Allred orchard, Gladstan Golf Course, "P" Mountain, and the Four Bay Natural Area.

*Class I trails may also be developed gravel or paved trails through open spaces that are within or near to neighborhoods.*

Class II Trails – Striped Bicycle Lane

Residents will use bike lanes to access neighborhood destinations such as schools, parks, and other neighborhoods. These trails will also connect to proposed Class I trails, allowing residents to extend their trail experience.

*A Class II Trail is a bike route with a dedicated bike lane on a roadway.*

Class III Trails – Shared Roadway

These trail routes will connect East Side residents to local destinations such as schools, churches, and parks. They will also all connect to either a Class II or Class I trail, providing residents greater connectivity throughout the East Side, to existing Payson City, and neighboring communities.

Table 2
Proposed East Side Trail Alignments

| Trail Section | Proposed Use | Trail Class | Surface |
|---|---|---|---|
| SR 198 (existing route) | Walkers, joggers, cyclists, rollerbladers | Class I | Asphalt or Concrete |
| Salem Canal | Equestrians, walkers, joggers, cyclists | Class I | Dirt/Gravel |
| Highline Canal (existing route) | Equestrians, walkers, joggers, cyclists | Class I | Dirt/Gravel |
| Goosenest | Equestrians, walkers, joggers, cyclists | Class I | Dirt/Gravel |
| 1600 West Elk Ridge Dr. | Walkers, joggers, cyclists, rollerbladers | Class I | Asphalt or Concrete |
| 1300 East | Cyclists, joggers, walkers | Class II | Street Surface |
| 10300 South | Cyclists, joggers, walkers | Class II | Street Surface |
| 2170 West | Cyclists, joggers, walkers | Class II | Street Surface |
| 1700 West | Cyclists, joggers, walkers | Class II | Street Surface |
| 2100 West | Cyclists, joggers, walkers | Class II | Street Surface |
| 1900 West | Cyclists, joggers, walkers | Class II | Street Surface |
| 200 South | Cyclists, joggers | Class III | Street Surface |
| 400 South | Cyclists, joggers | Class III | Street Surface |
| 100 North | Cyclists, joggers | Class III | Street Surface |


*Example of a Class III Trail - a bike route on a roadway that does not have a separate bike lane.*

The Parks, Trails, and Open Space plan recommends a network of trails throughout the East Side that includes all three levels of trail classifications. The plan includes preferred alignments and general locations for the trail network. Walkers and joggers can usually share Class I facilities with cyclists and other trail users. Class II and III facilities are usually not suitable for walking, and separate sidewalks or walking paths should be constructed on all designated Class II and III trail routes to accommodate pedestrians.

## 5.3 OPEN SPACE

Open space is classified separately from the other types of parks and recreation as it serves purposes beyond accommodating recreational needs of residents. Developed parks and trails will only comprise approximately 4% of the overall acreage in the East Side. The remainder, and majority, of land that will establish the open space system of the East Side area will be classified under open space. Open space is a broad term for land that is largely free from development; it can provide scenic viewsheds, passive recreation opportunities, wildlife habitat, and land to be farmed. Open space can be publicly owned and accessible as well as privately owned with limited access. Open space leads to a range of benefits, from economic and fiscal to environmental and aesthetic; it often plays a large role in defining the character of an area.

*The East Side is characterized by large expanses of open space, the majority of which is working agricultural land.*

### Open Space Classifications

#### Natural Open Space

Natural open space is land that has not been altered for any developed land use or agricultural purpose. These lands are typically found where natural environmental conditions exist, making development of the land for other purposes difficult or hazardous. These areas include steep slopes, wetlands, and floodplains. These spaces can be privately- or publicly-owned, and can provide opportunities for passive recreation to the general public. In addition to some recreational value, these lands also have visual benefits to a community.

*Residential developments should be designed to maintain open spaces that can be actively and passively enjoyed by residents and the community.*

#### Agricultural Space

Agricultural space is land that has not been developed for commercial, industrial, or exclusively residential use. This land is actively used for traditional agricultural purposes including livestock grazing, crop farming, etc. These lands are usually privately-owned, and do not provide recreational opportunities to the general public. While these areas are not publicly accessible for recreation purposes they do provide scenic views, giving visual relief from the otherwise developed landscape, they contribute to the rural character of an area, and they offer habitat for birds and wildlife.

#### Residential Development Open Space

As an area develops, green and open space areas are created along public roadways through the development area. As residential neighborhoods are created, the character and design of these neighborhoods can play a large role in creating open space. Open space created by development can include designated open space areas as well as more visual types of open space such as roadways, park strips, sidewalks or walking paths, storm drainage systems, canals, and residential front yards. Although much or all of this open space is private, the depth of residential setbacks, private and public landscaping and fencing styles and the design of street cross-sections all play a role in defining the character of an area, which is an aesthetic public benefit.

#### Viewsheds and View Corridors

Views from roadways, as well as from within an area, to surrounding scenic landscapes are another open space resource. These viewsheds can be open fields, meadows, wooded areas, or vistas of foothills and mountains. Views along corridors, such as roadways, can define the

character of an area, as well as provide the opportunity for views into the scenic landscapes mentioned above. This type of open space resource provides a passive or visual appreciation opportunity for residents and visitors to an area.

### Protection of Open Space

Natural Open Space

As described in Section 4.1 Environmental Constraints, there are very few sensitive lands or environmental constraints within the East Side that could have automatically been set aside as logical areas of natural open space.

The largest area of natural open space near the East Side project area is the hillside known locally as “P” Mountain. This area falls outside of Payson municipal boundaries, and outside of identified annexation areas like the East Side. Regardless, it is an important cultural and natural resource to the residents of Payson and surrounding areas, and views of the hillside should be protected.

The majority of “P” Mountain is under federal ownership and part of the Uinta National Forest System. Trails along the ridge and base of “P” Mountain connect residents and visitors to the East Side to a vast network of trails, and scenic areas within the National Forest System Lands. Maintaining access to these natural areas, and the Four Bay natural area up Payson Canyon is important to Payson and the East Side community. The East Side Parks, Trails, and Open Space plan includes proposed trail connections to this public land, and identifies “P” Mountain as a critical natural open space to be protected and preserved, despite the fact that it actually falls outside of the official East Side project area.

Agricultural Space

Maintaining and preserving the rural character of the East Side is a goal of the community and City. There are several components to achieving this goal, but preserving agricultural land uses in the area is one of the most critical elements. Agricultural lands principally define the character of the East Side and can be a major contributing resource of open space as the area develops if the proper tools are put in place. The residents of the East Side expressed their nearly unanimous interest in preserving the majority of the orchard as productive agricultural land. Similarly, the residents expressed interest in preserving smaller scale agricultural opportunities through large residential lot sizes and maintaining personal animal rights.

The Parks, Trails, and Open Space plan has been designed to help achieve these goals through the preservation of a large portion of the orchard, low density development recommendations, requirements for higher percentages of open space within developments, and by outlining a number of programs and grants that landowners can explore to help them maintain agricultural activities on their land.

*Orchard*

The largest single land use within the East Side area is agriculture. An orchard, owned by the Allred family, is a productive orchard and produces many kinds of fruit. Utah was once home to a number of large orchards but very few remain, making this a unique resource for Payson and the

*Open spaces should be maintained within residential neighborhoods to maintain the rural character of the area..*

greater county and state.

Recognizing this important resource, the Parks, Trails, and Open Space plan identifies the orchard as agricultural land to be preserved. Although some of the orchard may be developed over time, it is the desire of the community that the majority of the orchard be preserved as agricultural open space. The owners and operators of the orchard have noted that parts of the orchard are more productive than others, particularly the hillsides. Payson City should work with developers to ensure that any development that does take place within the original boundaries of the orchard contributes to the rural, open character of the East Side by locating development in less productive areas. Development in areas identified within the orchard should follow the rural developmental design guidelines outlined in Section 5.4 below.

*The orchard is a key agricultural and cultural open space within the East Side, and preserving it is a priority for the community.*

*Smaller Scale Agriculture*

Outside of the orchard, much of the East Side is planned to be zoned for future residential development. Although this development will be primarily residential in nature, the East Side residents have expressed interest in maintaining a rural and agricultural character as the area develops. Maintaining this character means accommodating smaller scale agriculture and private animal rights within developments. The rural developmental character guidelines listed in Section 5.4 outline general and specific recommendations and standards for future developments to follow to ensure that agricultural open space within the developed portions of the East Side is protected and maintained.

*Agricultural Preservation Tools*

The East Side community has identified preservation of open space, and the orchard in particular, as a community land use planning goal. As one tool to help accomplish this goal, a transferable development rights (TDR) program for the East Side has been discussed. This program would allow the owners of the orchard to sell the development potential of the orchard area and have it transferred to other parts of the East Side deemed more desirable for development by the community and City staff and officials. Section 6 of this document briefly explains the concept of transferable development rights, while Appendix ?? has a more detailed discussion of the concept and how a TDR program could be applied to the East Side. In addition to the TDR concept, other tools for preserving agricultural land are discussed in Section VI - Tools and Implementation Strategies.

Residential Development Open Space

There is tremendous opportunity within the development of this area to ensure that all new subdivisions and residential developments contribute to the open spaces of the East Side. Residents of the area mentioned repeatedly during community visioning exercises that preserving a rural character is one of their highest priorities. The desired character of the developed portions of the East Side, and guidelines for achieving that character are described in detail in Section 5.4.

*Natural open spaces can be found within residential neighborhoods.*

**View Sheds and View Corridors**

Payson's East Side is a gently sloping valley at the base of the Wastach Mountains. The valley has extraordinary scenic values with a number

*A view from the highway (SR 198) looking south towards the mountains across the East Side project area.*

*A view from Goosenest Drive, looking east across the East Side project area. Working agricultural land can serve as open space within residential neighborhoods.*

*A view from the parking lot of Gladstan Golf Course looking northeast across the East Side project area.*

of critical viewsheds that should be protected as the area develops. In addition, views along certain corridors should be protected as well. These viewsheds and view corridors are identified as greenways on the open space plan map.

## Critical Viewsheds

*Views from State Route 198*

When traveling along State Route 198, motorists are offered lovely views up the East Side valley towards the mountains, upper Payson Canyon, and neighboring communities. If development is allowed to line up along the highway without breaks or open spaces, the views of the mountains will be obstructed and this critical view corridor lost. The City should identify key points along this corridor which should remain open from development to ensure that views of the mountains are preserved. The development of the Nebo School District property will likely include a significant amount of open space, and this linear parcel provides a natural opportunity to preserve a view corridor up the East Side. Developing a city park adjacent to this property will expand the amount of open space within this corridor.

Similarly, Payson City should work with developers to ensure that their development within the East Side does not interrupt views of the mountains. Development that encroaches on the mountain foothills should be limited in height, heavily landscaped, and constructed of materials that blend into the background.

*Views from Goosenest Drive and the Foothills of "P" Mountain*

Goosenest Drive wraps around the base of "P" Mountain and borders the western rim of the East Side project area. The road is somewhat elevated above the rest of the East Side because of its location along the toe of "P" Mountain. On its east side, the road corridor slopes off gently to offer an expansive view out into the East Side. Some of the land along this corridor is contained within the orchard property and will likely be preserved as open agricultural space. The rest of the land bordering the corridor is also currently used for agriculture, but could be considered desirable land for development. It is recommended that as much open space as possible be preserved along this corridor to preserve views into the East Side. Because of the slope of the valley, the visual impact of developments near this corridor could be partially mitigated if located where the land elevation naturally dips.

*Views from Gladstan Golf Course*

Gladstan Golf Course is located near the southern tip and highest point of the East Side project area. The facility is located at the base of Four Bay and on the foothills of the Wastach Mountain Range. Standing on the deck of the club house, the parking lot or even the access road, one can take in a breathtaking view of the entire East Side. From here, the view extends far beyond the boundaries of the project area toward neighboring communities and Utah Lake. Although limited development will occur within the golf course property itself, any adjacent development should be designed to ensure that it does not obstruct views of the East Side.

View Corridors

For main entry corridors to the East Side, such as State Route 198 and Goosenest Drive, a wide setback of structures from the roadway is recommended to allow views along the corridor and into the East Side area. For other road corridors, such as Salem Canal Road and 10300 South (Utah County coordinate), a setback is also recommended to preserve the rural character along these roads. Guidelines for preserving these corridors as greenways are as follows:

- Access points and driveways should be minimized. Access shall be from other streets that join with the corridor rather than direct access. Common driveways between adjoining properties shall be encouraged.
- Setbacks of not less than 100 feet from roadway ROW for main entry corridors and 30 feet for other road corridors. In areas where open meadow/field vistas are considered important, the required setback may be increased.
- Setbacks of structures within a development or on adjoining roadway-oriented properties shall be varied to avoid creating a walled effect.
- Buildings shall be located in such a manner as to enhance and frame important views.
- Agricultural or stock fences shall be allowed in the setback upon approval
- Building heights should be limited: 20 feet for those structures within 150 feet, 25 feet for those within 150 to 200 feet, and whatever is allowed by underlying zone if setback over 200 feet.

*Agricultural open space also includes individual horse property lots. Having a large shared oepn space near these lots will provide opportunities for riding horses within one's own neightborhood.*

*Maintaining open space within neighborhoods and subdivisions will help to preserve the rural character of the East Side.*

## 5.4 RURAL DEVELOPMENT DESIGN GUIDELINES

It is expected that a range of densities may be proposed for the East Side. Regardless, the following design principles should be applied as development takes place to prioritize and protect the open space resources established in Section 2.

### General

All development and subdivision proposals shall, as an initial step to the process, conduct a detailed open space resource analysis to identify precise natural and cultural areas and features to be conserved and permanently protected. To build at the base density of the underlying zone a minimum of 50% of contiguous open space shall be retained and protected by easements or other provisions. The remaining area shall be the potential development area.

All development and subdivision of the land shall be done in a way that enhances the natural and scenic resources of the area and preserves viable agricultural land, scenic viewsheds, environmental resources, and contiguous wildlife habitat. The method for the layout, configuration and design of lots, buildings and structures, roads, utility lines and other infrastructure, parks and landscaping shall be such that it preserves the

*Consistent building orientation toward the street helps establish a sense of community.*

*Varied setbacks along a roadway avoid a walled effect. This, along with a more native landscape approach, contributes to a rural feel.*

*Varied setbacks and landscaping in front yards help to screen development and maintain open space.*

greatest degree of natural and scenic qualities of the remainder of the land.

All development and subdivisions shall be planned in such a manner that it is compatible to adjacent and neighboring uses. This includes incorporating appropriate buffers when establishing a new residential neighborhood adjacent to viable agricultural land; ensuring that the open space areas of adjacent areas link to one another to create a system; and that infrastructure and street systems are connected in an efficient manner.

In the event an application is made to subdivide a portion of a parcel, a conceptual plan shall be required for the entire parcel for future planning purposes and in order to avoid segmented review.

### Building Location and Orientation

The property shall be viewed from off-site before selecting a building envelope location. The building envelope location should not dramatically alter the area's visual character from off-site.

Locate the building envelope so that it minimizes the clearing of vegetation, causes the least amount of change to the current landscape, and preserves important features, which will protect the property's most valuable assets.

The building envelope shall be located so that it does not include the tops of ridge lines, wetland areas, or be directly adjacent to waterways. Locate structures and septic systems more than 100 feet from streams or waterways to protect water quality.

Place homes and access roads in treelines, on mildly sloping ground, or along the edges of fields; avoid construction in open fields to preserve the field's future agricultural potential, views, and to shelter the house site.

When developing a neighborhood of homes, each home shall orient its front façade to the public street to establish a sense of community along the street. Homes are encouraged to have useable front porches and useable front yard space to encourage interaction within the neighborhood.

### Setbacks

Except on local, neighborhood streets, homes should be setback from roadways a minimum of 30 feet. A minimum setback of 100 feet is required in areas designated as view corridors in Section 5 of this chapter. The setback for certain areas along the view corridor may be greater than 100 feet as indicated on the view corridor map and established by the Planning Department.

To avoid creating a walled effect, a varied setback shall be required for structures within a lot as well as with structures on adjacent properties along the roadway of orientation.

### Landscape (Native, Manicured, Existing Vegetation)

The rural character of the East Side will be fostered by encouraging a more native or agricultural landscaping approach. A landscaping ratio

for each home site should approximate a ratio of 30% manicured to 70% native/agricultural. Home sites larger than one acre shall be used mainly for agricultural purposes or the keeping of large animals, and manicured landscaping shall be limited to less than one-half acre or 30%, whichever is smaller.

Minimize the clearing of vegetation and preserve important open space features. Start small and clear only what is necessary for each building envelope. Retain existing vegetation wherever possible in the building envelope.

Trees, including street trees, shall be planted with all new developments. Tree varieties should be compatible with the local climate and precipitation levels.

Preserve other character-defining rural landscape elements, including structures such as barns, silos, and historic homes; building envelopes should not be directly adjacent to these elements.

*Some portion of each yard should be left as natural or agricultural landscaping.*

### Fencing

Privacy fencing, solid fencing, and high fencing are not allowed. These types of fencing diminish the openness consistent with a rural character, block views, and visually separate areas into individual lots.

Fencing of front yards and street side yards is discouraged. Front and side yards that are open to the street and adjacent parcels create a visual sense of openness within a neighborhood.

It is recognized that fences are sometimes needed in rear or side yards to contain animals and for the safety of children. Fence materials should be consistent with a rural character and should be chosen from one of the following styles: Wooden rail, architecturally compatible wood and natural stone, stock fences, or various forms of steel fencing (not including chain link fencing).

*Visually open fencing is preferred to maintain views and a sense of openness.*

### Transportation - Roads and Sidewalks

The transportation system will be directed by extending the basic framework of the City's grid system into the East Side. Structures shall not be located where they would block the extension of this transportation pattern. The grid system should continue down to the local street level, in a comparable manner to the City's original plat, where appropriate in relation to the scale of development. A grid system creates greater opportunity for connectivity and walkability within and between neighborhoods.

Re-use existing farm roads or country lanes whenever possible for new development, rather than constructing new wide roads.

Use roadway design standards that maintain a rural character for roads in the East Side. Roads should be narrow, use natural drainage swales, and have gravel or grass shoulders. If there are no sidewalks along the road, shoulders on both sides shall be wide enough to allow for safe walking routes.

*An example of a drainage swale or ditch that is to be included in rural density road cross-sections. The manicured landscaping shown in this image is not appropriate for rural density developments.*

The main collector roads within these areas should be expected to satisfy

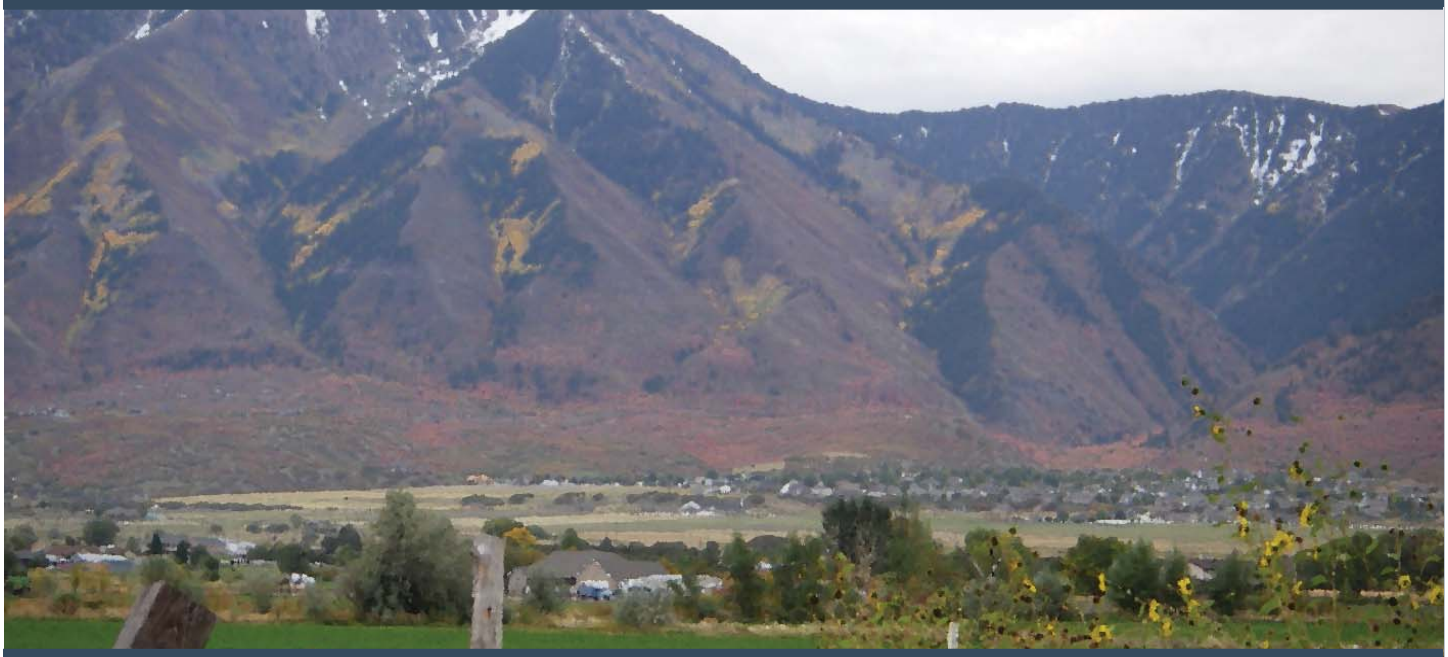
*Collector roads should include a dedicated gravel pedestrian path on at least one side.*

*Interior roads should have rolled curbs, but no sidewalks.*

regular Payson City standards. A planted median, comparable to those within the existing developed City, can provide visual open space within the public right-of-way. A dedicated paved walking path on at least one side of these collectors is desired to maintain opportunities for recreation, safe walking routes to community destinations, and to maintain a rural character along major transportation routes.

Limit access off major collector roads. There should be at most one per parcel unless there is justification for another curb cut. Share access with neighbors whenever possible.

Require landscaping of roadsides and medians to have a natural appearance and use native plant species to maintain a rural feel. Groomed landscaping and turf do not contribute to a rural atmosphere.



# VI. TOOLS & IMPLEMENTATION STRATEGIES

There are a number of preservation and acquisition tools available to communities wishing to protect key open spaces. Table 3 links the general goals of the open space chapter with tools to achieve those goals. It also establishes both short and long term strategies for implementing goals using their associated tools. The various tools, mechanisms, and techniques are described in detail in this chapter. Each of the following tools, mechanisms, and techniques are valuable and effective on their own, but using a combination of the following will likely be necessary to fully achieve the goals of the City's Parks, Trails, and Open Space plan.

## 6.1 REGULATORY TOOLS

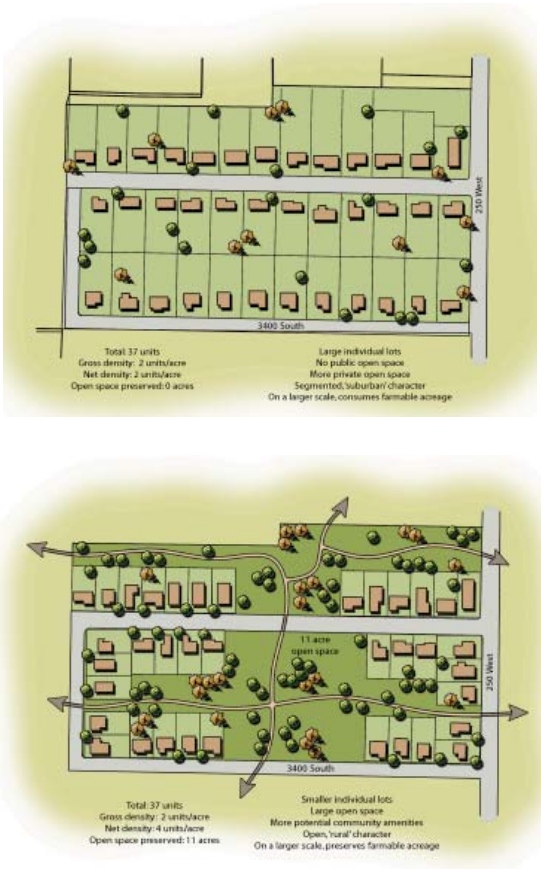
### Transfer of Development Rights (TDR)

A transferable development rights (TDR) program is a land use management tool designed to direct development away from areas that a municipality/county desires to preserve (i.e. wetlands, hillsides, agricultural land, etc.) to locations that are more appropriate for development. Land to be preserved is designated as a "sending" area, while areas that are suitable for an increase in development are identified as "receiving" areas. Under a TDR system, sending area landowners are allowed to sell (i.e. transfer) the right to develop their land to the owners/developers of receiving area properties. This sale, or transfer, of development rights allows the receiving area developer to build a project with a density increase above what is typically allowed under the base zoning of the receiving area's zone, while the sending area is preserved. The landowner in the sending area receives a significant property tax benefit in that the development value of the land has been transferred away - essentially leaving the property with the equivalent of greenbelt tax status.

### Conventional Zoning Tools

Open Space Design Development

Open space design or conservation development is a strategy to maximize the amount of open space within a development plan. Development is focused in less sensitive areas rather than evenly spread out at a very low density. This development scheme involves requiring developers to designate sensitive areas to be permanently protected as a contiguous tract of open space. In order to build at the base density for an area, developers must meet the required open space designation. Through this type of residential neighborhood design, an undeveloped, open preserve is created that may be jointly owned by the homeowners, or sold as a single very large tract to a single owner. Usually this remaining open space is placed under a conservation easement. Such easements often assign the local government




*The top graphic depicts a traditional approach to residential development, with individual lots comprising all of the space. The lower graphic shows an open space design approach to the same development, which maintains over 50% of the space as open space.*

an interest in the property, thereby preventing the easement from being removed without governmental approval. The easement prevents further subdivision or construction. A more detailed account of this approach can be found in Appendix D.

### Large Lot Zoning

Establishing a base zoning of large lot sizes (5, 10, or 20+ acres) preserves substantial amounts of open space. By establishing very low densities, the number of homes that can be built in an area is minimized, and the majority of the area remains undeveloped. A community can create a wide range in the feel and character of an area depending on the size of lots – an area developed with 20-acre lots feels much more rural and open than an area developed with 5-acre lots. Large lot zoning is effective in preserving an area of rural character, and keeps virtually all the land in private ownership.

Large lot zoning has challenges. Depending on what the originally allowed density for an area is, moving towards large lot zoning can run the risk of being considered down zoning. This may not be popular with landowners, and can often be politically challenging. Although large lot zoning reduces the overall density of an area, it has the additional challenge of spreading out development in a way that reduces the ability of the undeveloped land to be used for any other purpose. Often times the undeveloped area is entirely enclosed within private fence lines. When not fenced off, the undeveloped land is often left in small, oddly shaped, and fragmented pieces that cannot be easily used for parks, trails, or common open spaces.

### Agricultural Zoning

Exclusive agricultural zoning prohibits non farm activities in identified farming districts and has been shown to be quite effective in protecting agricultural lands. Generally, agricultural zoning includes a large minimum lot size and places other restrictions on the land such as the number of building permits in the zone. Allowed buildings include agricultural accessory buildings like barns and silos and usually a single residential building per plot. This may involve a voluntary change of zoning by landowners, or a downzoning decision made by the city. Downzoning from residential to agricultural use can be a politically challenging proposition. However, landowners wishing to continue to farm their land may be glad to be able to reduce their property taxes through downzoning.

### Performance Zoning

Establishing a performance zoning system is another option. Performance zoning is based on the concept of providing a level of performance for which developers must show evidence that they can meet prior to approval of their project. Instead of specifying exactly what densities and land uses are allowed in an area, communities instead establish qualitative performance standards and developers are given flexibility in how they address and meet those standards. One common performance zoning measure is a requirement to maintain minimum open space ratios in development projects. Developers are awarded “points” for going above and beyond what is required by the city, such as not impacting or leaving an open space intact. The “points” can translate into incentives or bonuses for the developer, like increase density, that could be used on- or off-site. Cluster development requirements are often part of a performance zoning program.

Table 3
Implementation Matrix

| Goal: | Tools: | Implementation Strategies: | |
|---|---|---|---|
| | | Short Term | Long Term |
| Preserve Rural Character | 1. Open Space Design of Residential Developments<br>2. Design Guidelines<br>3. Use of Rural Standards | 1. Create Detailed Conservation/Open Space Resource Map<br>2. Update Subdivision Ordinance<br>3. Create Overlay Conservation Zone for Residential<br>4. Create Overlay View Corridor Protection Zone<br>5. Coordinate Goals with Utah County<br>6. Design Guidelines | 1. Open Space Acquisition Program<br>2. Transfer of Development Rights (TDR) Program |
| Preserve Open Space Resources | 1. Agricultural Zoning<br>2. Conservation Easements<br>3. Agricultural Protection Areas<br>4. Purchase/Transfer of Development Rights<br>5. Acquisition of Open Space<br>6. Design Residential Developments around Open Space<br>7. Overlay Zoning | | |
| Plan for Parks, Trails, & Public Open Space | 1. Plan Recreation Locations to Best Serve Community<br>2. Establish Trail Corridors/ Alignments<br>3. Acquisition of Open Space | | |

Sensitive Lands Overlay Zones

Payson City already has a sensitive lands ordinance in place. This ordinance can require low-density development on steep slopes, erosion control measures during and after construction, and preservation of streams and river corridors to reduce erosion and pollution that could degrade water quality. Cities can apply an overlay zone to areas of their communities that have a high occurrence of sensitive land issues. Developers wishing to develop lands that fall within the sensitive lands overlay would have to meet additional requirements and standards to ensure that the proposed development would not have an adverse impact on the sensitive resource or put future occupants at unnecessary risk.

Payson has taken a first step in adopting a sensitive lands ordinance, and should explore ways to expand its influence and effectiveness. As lands are annexed into Payson City, they should be evaluated for sensitive lands issues and whether they would be appropriate for inclusion in an overlay zone. Similarly, Payson should ensure that the requirements and standards of the existing sensitive lands ordinance apply to future annexation areas as well as lands within the current municipal boundary.

### Exactions, Dedications, and Impact Fees

New development creates the need for increased public services and infrastructure. Exactions, dedications, and impact fees provide alternatives for governments strained by the impacts of rapid growth by ensuring that the new development pays for the needs it creates by assuming these costs.

Exactions are conditions or financial obligations imposed on developers to aid the local government in providing public services. Exactions can take several forms: impact fees levied on developers, financing of infrastructure improvements, and land donations. Typically, exactions provide funds for water and sewer lines, road construction, new schools and parks. The power to exact concessions from developers is part of local government's police power. If legitimate, exactions further a public interest.

When exactions and dedications are used for open space acquisitions, a developer must leave a certain percentage of land undeveloped, or set aside, for a community open space purpose. Exactions are best used in conjunction with a flexible zoning code that allows for planned unit developments and clustering.

Impact fees are versatile in that the funds can be used to finance public improvements in other parts of the city, as long as they also serve the residents of the new development. Capital improvements that may quality for impact fee funding include parks, recreation facilities, open space, and trails.

### Delineation of Critical Areas

Through federal programs, many states have established the practice of designating critical areas in which special attention is paid to environmental preservation efforts. Some cities and counties also use this method for defining important areas for detailed planning and special management considerations. Most commonly, sensitive areas such as wetlands are designated as critical areas in which development should be permitted only under special circumstances.

One tool designed to help identify critical or sensitive areas, is the Land Evaluation and Site Assessment system (LESA). Created under the Farmland Protection Policy Act (Farm Bill 2000), LESA is a numerical rating system designed to help government officials, citizens, farmers, and planners make decisions about the relative importance of farmland sites using both agricultural criteria and social and economic factors. LESA is not a stand alone technique for protecting farmland, but an objective evaluation tool. It can help identify which land should be protected by land use planning and zoning programs, purchase or transfer of development rights, or other farmland protection programs.

## 6.2 AGRICULTURAL LAND PROTECTION TOOLS

### Agricultural Protection Areas (APAs)

A variety of techniques and tools are used to protect agricultural land from conversion to developed uses. Agricultural districts, or agricultural protection areas (APAs) can be formed by farmers who wish to continue

farming their land. The districts prevent sale of land for other purposes and retain tax assessments at levels suitable for agriculture. As of 2000, Utah farmers had protected a total of 104,337 acres under the state's Agricultural Protection Area Program.

### Greenbelt Designation

Greenbelt designation is another tool for the protection of agricultural lands. Landowners can apply to the County Assessor for placement of their property under "greenbelt status," which means that they are currently using the land for agricultural purposes and plan to continue this use. By keeping the land under this official designation, landowners enjoy the benefit of a lowered property tax rate. Greenbelt status does not afford permanent protection of the property as agricultural land, since the land use could transition to a more developed use over time. At that point, the property tax rate would return to the taxable value of the land at its highest developed potential. If a pieces of property is placed under a conservation easement, it is possible to lock the property taxes in at this discounted greenbelt rate for perpetuity.

### Conservation Easements

Conservation easements involve the transfer of development rights from one property owner to a third party. Conservation easements enable landowners to retain title to an undivided tract and use it for agricultural or non-development purposes. The advantage to the landowner is reducing the value of the land to its inherent non-developed value for resources activities. For many landowners this enables them to continue living on their land without facing higher property or estate taxes. It also gives them the opportunity to preserve their land as open space in perpetuity. Since the easement is a gift to a qualified charitable organization, the difference between the market value of the land and its inherent resource land value becomes a deduction against taxable income.

Local governments can play a role in facilitating conservation easements by putting third parties active in acquiring conservation easements in contact with potentially receptive landowners. Landowners who are reluctant to enter into discussions with local governments may be more amenable when approached by a third party organization.

### Right-to-Farm Protection

Right-to-farm laws protect farmers from nuisance suits and other problems raised by suburban residents living near farms who complain about noise, odors, and other accompaniments of agricultural activities.

## 6.3 ACQUISITION TOOLS

For open land to be completely protected from development, acquisition is the most certain approach. Land may be acquired either totally (in fee) or by purchase of development rights or conservation easements. Acquisition can be accomplished by local governments, regional or state agencies, land trusts, conservancies, and other non-governmental organizations. Land may be donated or paid for through taxes, fees, grants, or incentives. Land or development rights so acquired can be used to conserve open space for parks or trails, protect environmentally sensitive lands such as wildlife habitat, preserve agricultural or forested lands, and protect significant natural or cultural features that are important to the

community.

### Fee Simple Acquisition

Outright purchase of land is a simple and certain approach to ensure the protection of open spaces. The development values of private parcels, and multiple demands for limited resources, can make fee simple purchase cost prohibitive for local governments. In addition, to achieve acquisition without the use of condemnation a local government must rely on willing sellers.

### Purchase of Development Rights

Another way for an entity to preserve open space for the public interest is through the purchase of development rights. PDR does not result in the purchase of the land fee simple. Rather, the rights to all future development are acquired while the original landowner retains all other rights to the property. PDR programs are voluntary. The advantage to the land owner is the devaluation of the land and, consequently, reduced property taxes. To date, use of this technique is rare in Utah, primarily because most local governments would rather purchase the land fee simple and hold control of all rights associated with landownership, rather than fund a large expenditure for partial control when other preservation techniques are less expensive.

### Purchase and Sellback/Leaseback

Using a “purchase and sellback” technique, government agencies purchase a piece of land along with all of the rights inherent in full ownership. They then sell the same piece of property without certain development rights, depending on the preservation objectives relative to that parcel of land. The restrictions placed on development can range from no development at all to limiting the height of structures built in the area. Purchase and leaseback is the same concept, except the land is lease with restrictions in place rather than sold.

### Purchase Options and Rights of First Refusal

Any entirety interested in buying a piece of property may purchase an “option” on that property, which gives it exclusive opportunity to purchase the parcel for a specific period of time. A government agency or other entity can also purchase or obtain “rights of first refusal,” under which the holder is given the first right to purchase a piece of land when it becomes available. It differs from a purchase option in that the agreement time period is open ended and only terminates when the entity either buys the property when it becomes available on the market, or declines to exercise its right of first refusal at that point.

## 6.4 POTENTIAL RESOURCES FOR PRESERVATION

The following is a list of support resources, entities, and programs that may be available to preserve open spaces within Payson’s East Side. Most of the programs only have resources to cover a part of the actual cost of preservation, but a combination of programs can be used to maximize preservation efforts.

### Land Trusts and Nonprofit Organizations

Private land trusts are nongovernmental, private, nonprofit, charitable organizations. The National Land Trust Census has defined a land trust as

a “nonprofit organization that, as all or part of its mission, actively works to conserve land by undertaking or assisting direct land transactions.”

While most land trusts use a variety of methods to protect land, two of the most commonly used are the purchase or acceptance of donations of land or conservation easements. Land trusts may be the holders of conservation easements placed on property as a component of clustered development projects or transfer or purchase of development rights programs. Some land trusts acquire land and then convey it to another nonprofit organization or a government agency for permanent protection and stewardship. Land trusts can also protect land by other means including:

- Providing funding to other groups for land acquisition
- Negotiating with conservation buyers – conservation-minded individuals who are willing to invest in property in anticipation of its ultimate and permanent protection as open space
- Facilitating negotiations for land to be acquired by another nonprofit organization or a public agency

The most significant benefit of private land trusts is their flexibility to create partnerships between individual landowners, government agencies, and other private organizations to enable preservation. Most importantly, land trusts ensure the permanent protection of open land.

Utah Open Lands

Utah Open Lands (UOL) is a nonprofit organization dedicated to the protection of Utah’s open spaces. UOL was formed in 1990 for the purpose of using voluntary means to protect lands of scenic, historic, agricultural, or wildlife value in Utah. UOL works with landowners, citizens, and governments to establish conservation easements on properties in order to prevent future development of the land. The land protected by UOL remains in private ownership while UOL acts as the conservator, ensuring that the terms of the preservation agreements are followed in perpetuity. UOL typically does not have resources for outright purchase of open lands, however, it has been successful in raising funds for the purchase of development rights of some significant projects.

For More Information:
Utah Open Lands
www.utahopenlands.org

Trust for Public Lands

The Trust for Public Lands (TPL) is a nonprofit organization dedicated to assisting public agencies and communities in acquiring and protecting open lands such as parks, recreation areas, and wildlife habitat. TPL specializes in conserving real estate, and applying its expertise in negotiation, public finance, polling, and law to protect land for public use. The organization’s Public Finance Program offers communities expertise in feasibility assessment, measure development, and campaign management. TPL has extensive experience is public financing campaigns and may be helpful in securing bonds or public funding for the conservation of properties within the East Side area.

For More Information:

Trust for Public Lands
www.tpl.org

### State Programs

Century Farm and Ranch Program

As part of the Utah State Centennial celebration in 1996, the Century Farm and Ranch (CFR) program was initiated to honor Utah farms and ranches that have been in one family unit for one hundred years or more. The program has two main objectives: First, to honor the accomplishments of Utah agriculture through the state's first 100 years. Second, to increase public awareness of the contribution of agriculture to the state and work toward the preservation of agricultural lands. The CFR designation was intended to highlight the commitment of Utah farm and ranch families to the state's agricultural industry. Utah has 13,500 farms which generate almost $3 billion dollars in economic activity annually.

As part of the Century Farm and Ranch program, the Utah Centennial Commission recognized and honored 433 family farms and ranches in 1996, and numerous others in 1997. The Century Farms/Ranch designation is one of the few centennial-based events that has continued beyond 1996. The committee will continue to consider all 100-year-old family farms or ranches for the designation. Although the designation does not offer regulatory protection of agricultural lands, it does increase awareness of the need to protect these resources and can help support preservation efforts.

For More Information:
State of Utah, Department of Agriculture and Food
www.ag.state.ut.us/pressrel/centfarm.html

LeRay McAllister Critical Land Fund

The LeRay McAllister Critical Land Conservation Fund is an incentive program providing grants to encourage communities and landowners to work together to conserve their critical lands. The fund targets lands that are deemed important to the community such as agricultural lands, wildlife habitat, watershed protection, and other culturally or historically unique landscapes.

Funding is typically available to Utah counties, cities, towns, some state agencies, and charitable organizations that qualify as tax exempt under the Internal Revenue Code. Money from the fund must be used to preserve or restore open lands and agricultural lands. Generally, municipal parks, ball fields, and other types of developed, active recreation areas are not critical lands as defined by the Quality Growth Act.

The LeRay McAllister Fund provides up to 50% of a project's total cost, and applicants must provide the remaining 50% or more of matching funds. To date, the public and private interest in preserving critical lands has been great enough to leverage an average spending ratio of 5:1 matching the State's contribution.

For More Information:
State of Utah, Governor's Office of Planning and Budget
www.governor.state.ut.us/Planning/leraymcallister.htm

### Federal Programs

Historical American Landscapes Survey

The Historic American Landscapes Survey (HALS) is a permanent federal program charged with recording historic landscapes in the United States and its territories. HALS encourages partnerships with private, government and educational institutions to develop landscape documentation and encourage landscape preservation. Historic landscapes vary in size from small gardens to several thousand-acre national parks. The National Park Service oversees the daily operation of HALS and formulates policies, sets standards, and drafts procedural guidelines in consultation with the American Society of Landscape Architects. Like its sister programs, the Historic American Buildings Survey and the Historic American Engineering Record, HALS produces written and graphic records of interest to educators, land managers, and preservation planners.

The intent of the Historic American Landscapes Survey (HALS) is to document significant historic landscapes throughout the country via measured drawings, large-format photography, written narrative and other documentation techniques. Because this is a new program, many of the details have not been finalized. Concerns to be addressed include permanent funding, project selection criteria, partnerships, documentation process and techniques, etc.

For More Information:
National Park Service
www.cr.nps.gov/habshaer/hals

Farmland Protection Program

The Farmland Protection Program is a voluntary program, created by the Farmland Protection Act (Farm Bill 2000), that helps farmers and ranchers keep their land from being converted into nonagricultural uses. The program provides matching funds for the purchase of conservation easements to state, tribal, and local governments, and nongovernmental organizations with existing farmland protection programs. These entities purchase conservation easements from landowners in exchange for a lump sum payment, not to exceed the appraised fair market value of the land's development rights. The easements are for a minimum of 30 years. To date, all easements accepted into the program have been permanent, protecting the land from development for perpetuity. The federal share of any easement acquisition is limited to a maximum of fifty percent of the appraised fair market value of the easement.

For More Information:
Natural Resource Conservation Service
www.nrcs.usda.gov/programs/frpp

Conservation Reserve Program

The Conservation Reserve Program (CRP) provides technical and financial assistance to eligible farmers and ranchers to address soil, water, and related natural resource concerns on their lands in an environmentally beneficial and cost-effective manner. The program provides assistance to farmers and ranchers in complying with Federal, State, and tribal environmental laws, and encourages environmental enhancement.

The Conservation Reserve Program is a voluntary program that offers annual rental payments and cost-share assistance to establish long-term resource-conserving covers on eligible land. The Department of Agriculture's Commodity Credit Corporation (CCC) makes annual rent payments based on agricultural rental value of the land and provides cost-share assistance in an amount equal to not more than 50 percent of the participant's cost in establishing approved practices. The duration of contracts range from 10 to 15 years.

One option under CRP, continuous signup, provides management flexibility to farmers and ranchers to implement certain high-priority conservation practices on eligible land. Offers are automatically accepted provided the acreage and producer meet certain eligibility requirements. The per-acre annual rental rate may not exceed CCC's maximum payment amount. Additional incentives are being offered to encourage producers to participate in the CRP continuous signup program. These include a one time up-front CRP signing incentive payment of $100 to $150 per acre to participants who enroll in selected practices, and a one time practice incentive payment equal to 40 percent of the eligible installation costs for participants enrolling in selected practices.

As of August 2006, about 205,415 acres have been protected in the State of Utah under the CRP.

For More Information:
Farm Service Agency
www.fsa.usda.gov/dafp/cepd/crp.htm

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