

Amendment Request to the Payson General Plan: Payson City Staff bring the completed Payson Downtown Gateway Plan for adoption into the Payson General Plan. This plan has been revised according to direction from the City Council.

Applicant:

Development Service Dept.
Payson City

Staff Coordinator:

Anders Bake, Senior Planner

Citywide Application:

The General Plan

**Commission/Council Action
Required:**

Yes

Alternative Actions:

1. Approval of the request with amendments or modifications
2. Remand or do not adopt the request with guidance to staff on revisions

Purpose of an Area Plan

The Payson Downtown Gateway Plan is being proposed as an Area Plan amendment to the Payson General Plan. The Payson General Plan articulates a community vision for the future. It includes a vision and guidance for city-wide decisions related to land use, infrastructure, transportation, parks and recreation, economic development, and housing. An Area Plan is a planning document that provides refined guidance for a specific area in the city. It identifies the area's needs and goals through an in-depth assessment of existing conditions, economic projections, and public and property owner engagement to provide tailored guidance for the planning area.

However, an Area Plan does not establish entitlements or regulations for specific properties. The development entitlements that a property has are established through the Payson City Zoning Map which designates a zone for each property. The Payson City Code establishes the permitted uses for the development or redevelopment of a property in each zone and the development requirements for each zone. Zoning codes include several development regulations including land use, density, building height, architecture, building placement, parking, landscaping, and public infrastructure installation.

As individual property owners seek to develop or redevelop their properties, they may petition the City Council for zone map amendments that would provide the entitlement they seek. When reviewing these applications, applicants, community members, city staff, the Planning Commission, and the City Council may refer to Area Plans for direction.

The Need for a Downtown Gateway Area Plan

The city identified the need for an Area Plan which includes the Historic Downtown District, the North Main Street Corridor and the area adjacent to the North Main Street/I-15 interchange. Payson is anticipating several land use and transportation improvements in the near future which will present challenges and opportunities to this area of the city. These changes include:

- A new Utah Valley University (UVU) campus on the northwest side of the I-15 interchange,
- A new FrontRunner Station located northeast of the planned UVU campus

- Reconstruction of the I-15 interchange as a split interchange with the new Payson Parkway that will connect to SR-198 further East.
- Planned transit-oriented development and a 180-acre regional retail hub around the new interchange and FrontRunner station.

The city recognizes that these anticipated changes present challenges to the economic vitality of Payson's Historic Downtown District. Through this plan, the city can be proactive in guiding land use, transportation, and infrastructure decisions that will successfully mitigate these challenges. The plan also explains that this planning process represents a once-in-a-generation opportunity to capitalize on major upcoming public and private investments at a critical juncture in the City's growth and development. With this Plan, the City can leverage community growth and investment to realize its aspirational goals and remedy several long-standing challenges.

The primary goal of this Plan is to enhance people's desire to visit the core area of the city and enhance the Study Area's contribution as a "Gateway to Adventure." The Plan helps ensure that the City's small town and historic feel are preserved while providing a guide to managing future growth and development, maximizing economic benefits, and improving connectivity for all transportation modes. The plan identifies the following objectives that will be taken to achieve the Plan's primary goal:

- Mitigate I-15 as a physical and physiological east-west barrier dividing this growing community.
- Improve the utilization of land within the Study Area, with an emphasis on context-appropriate development.
- Improve Main Street's "gateway" experience for residents and visitors, with an emphasis on human-scale design and destination-based users and services.
- Emphasize Main Streets's role as the official route and entrance to the Mt. Nebo National Scenic Byway.
- Maintain/enhance Payson's small-town identity by carefully integrating new and existing development patterns and transportation networks.

The Planning Process

The development of this plan prioritized the need to gather feedback from various stakeholders to provide a final proposal which reflected the goals of the community. This process included the creation of a Technical Advisory Board which consisted of members of the City Council, Planning Commission, City Staff, MAG, UDOT, and several other businesses and impacted entities. The Advisory Board provided input throughout the process and participated in a walking tour of the planning area.

In addition, the planning process included a public open house and public project website to gather feedback and raise awareness for the plan. Through this process, several properties were identified as being essential to the success of the plan. The planning process included individual conversations with these property owners which provided important information in the development of this plan and in establishing a relationship between these property owners and the city.

Key Elements of the Plan

The final, updated plan, is attached to this report. The plan includes the following key elements which will guide the future of the downtown gateway area:

- P.13 – The plan splits the project area into three districts: The Gateway District, The Main Street District, and The Downtown District. The plan identifies distinct characteristics and goals for the future of these three districts.
- P.13-17 – The plan identifies existing conditions in the planning area such as building characteristics, land uses, historical significance, and land availability.
- P.20-21 – The plan establishes a Preferred Conceptual Land Use Plan which discusses opportunities and challenges, provides a Preferred Conceptual Land Use map, and defines preferred land uses.
- P.22 – The plan provides a Conceptual Site Plan for the Gateway District. This plan shows transportation infrastructure and conceptual building footprints. It also provides additional land use definitions to guide future zoning decisions.
- P.23-29,32-34 – The plan includes building height and precedent images to demonstrate the preferred architectural style for this area.
- P.36-55 – The plan includes an economic assessment to understand the development potential of the study area. This analysis was used to inform development styles, densities, and uses outlined in the plan. This section includes the identification of five Economic Development Trigger Sites which are strategic locations designed to spark broader regional growth and sustained economic transformation.
- P.56-70 – The plan provides a Transportation Assessment which analyzes existing infrastructure, transit, and traffic flow conditions. This section also recommends street network connectivity measures and cross section improvements.
- P.71-73 – Finally, the plan includes Recommendations and Next Steps which will be essential to plan implementation. The city has already taken some of the steps identified in this section to improve this area and prepare for the future.

Recent Refinements

In January of 2025 the plan was presented to the Planning Commission and City Council. In this meeting, the Planning Commission and City Council discussed changes that they would like to make to the plan. Then in February and March of 2026, Payson City Planning Staff met with each member of the City Council to receive additional feedback to refine the plan so that it better reflected the preferences of the City Council. City Staff recorded the feedback that was provided in each of these meetings which was then incorporated throughout the plan. The changes that were made to the plan include the following:

- Preferred Land Use Scenario Map and Definitions (p.21)
 - The map was amended to increase the area of the Mixed-Use Central District within and around Payson's Historic Downtown.

- The map also replaced the proposed “High Density Residential” area in the Gateway District with two proposed concepts. Additional details regarding these concepts are further explained on this page. Concept A would envision a repurposed light industrial use while Concept B envisions a low-density residential concept.
- The Preferred Land Use Scenario Map is also accompanied by a definitions section which provides additional clarity and information for the preferred development types in the plan area.
- Gateway District Conceptual Site Plan and land use definitions (p.22)
 - The “Garden Court” area identified in the site plan was replaced with a reference to the two concepts identified in the land use plan.
 - Several labels shown on the Conceptual Site Plan were changed to better reflect the City Council’s goals for the development of this area.
- Building height and precedent images (p.23-29)
 - The building height map was amended to show the City Council’s direction to restrict building height to a maximum of two stories.
 - Several precedent images were removed and replaced to match the preferences of the City Council. Overall, the changes are intended to encourage high quality architecture while maintaining a small-town feel in a vibrant mixed-use center.
- Conceptual Gateway District Renderings (p.32-34)
 - The Conceptual Renderings were changed to remove buildings above two stories in height and reduce high density residential areas.
 - The Town Center Plaza Conceptual Rendering was refined to better demonstrate the concept of a public gathering place surrounded by small-scale, pedestrian-oriented, retail businesses.

Staff Analysis

City Planning Staff are proud to present the attached Payson Downtown Gateway Plan to the City Council for adoption. The development and refinements to this plan included considerable engagement with members of the community and stakeholders who will be impacted by the guidance provided in this plan. We believe that this refined plan reflects the needs of the community and the economic data collected in the planning process. It also reflects the collective preferences of the City Council which were expressed through public meetings and individual interviews.

The Downtown Gateway Plan addresses an urgent need for proactive planning in this area of the city. As explained in this report, the city is anticipating several changes to the planning area which could present a challenge for the existing businesses in Payson’s Historic Downtown District. This plan helps direct growth in a way that is intended to mitigate these challenges.

The plan accomplishes its goals by identifying the needs and priorities for three distinct districts within the plan area. The Downtown District is seen as the heart of the city and must remain economically viable. The plan provides robust design standards that aim to expand the historic downtown by guiding future development and infill while embracing the views, amenities, and historic structures that are vital to the city’s heritage. The goals of the Main Street District are to preserve

small-town charm, protect historic homes, and encourage adaptive reuse. Finally, the guidance provided for the Gateway District was carefully planned to create an experiential destination, serving as a memorable entry to the Historic Downtown District. The guidance for this district is based on the need to create a unique area that supports the local communities' everyday needs and attracts people to the Historic Downtown District.

City Staff believe that the recent changes made to this plan address the needs of the City Council. This plan does not provide development entitlements but gives the City Council the leverage and guidance they need to demand high quality development when redevelopment scenarios are proposed.

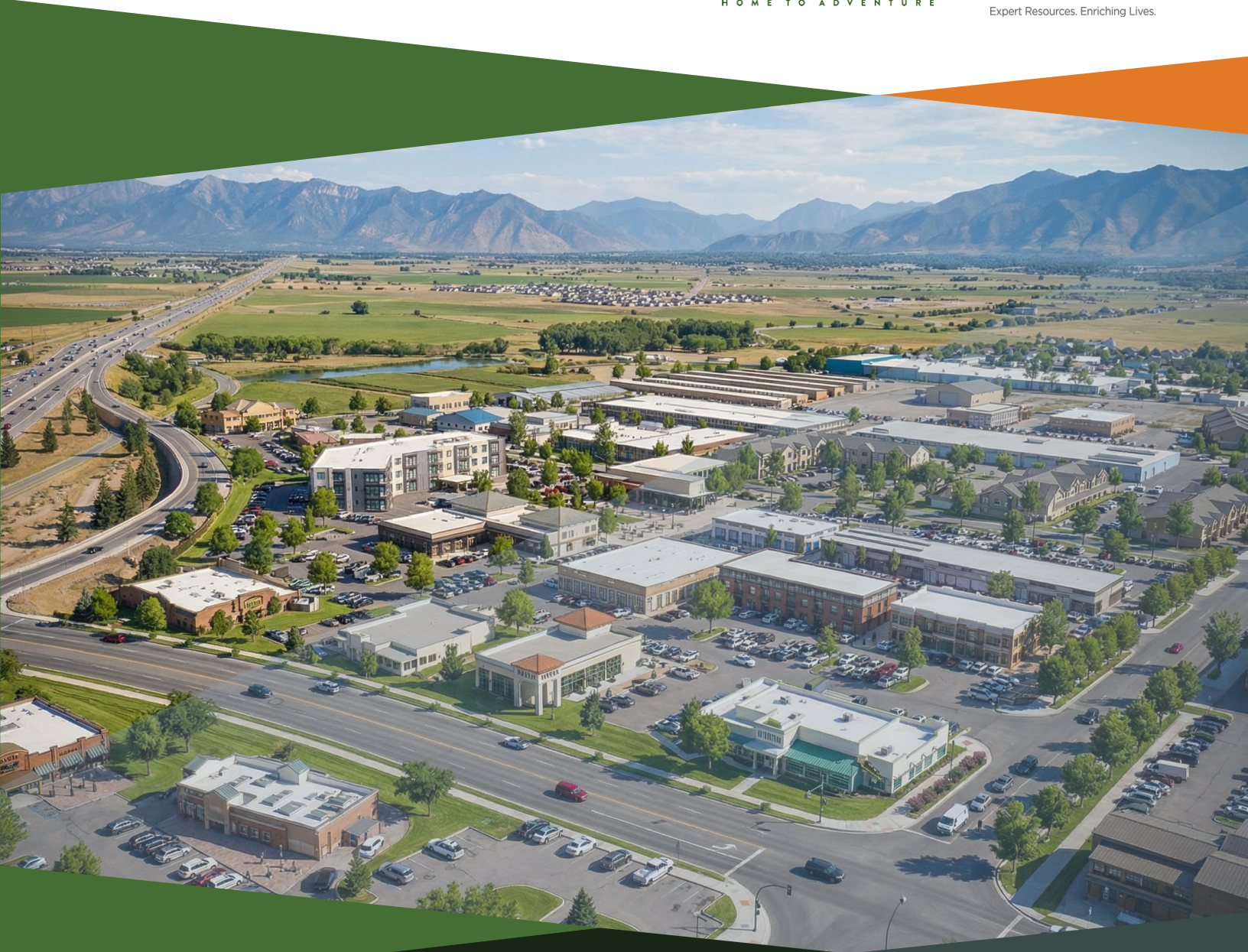
City Council Actions

The City Council may take any action on this agenda item. The following motion language is provided for the Commission's convenience:

- 1. **Staff Recommendation:** I move to adopt the Payson Downtown Gateway Plan, provided in Attachment #1 of the staff report as an amendment to the Payson General Plan.
- 2. I move to remand the Payson Downtown Gateway Plan with the direction that Staff make the following changes to the Payson Downtown Gateway Plan:
 - a.
 - b.
 - c.

Attachments

- Attachment #1 Payson Downtown Gateway Plan



PAYSON DOWNTOWN GATEWAY PLAN

APRIL 2026



PSOMAS



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The recommendations made as part of the Downtown Gateway Plan have been distilled and sorted into three phases for implementation as shown in the Table below.

PAYSON DOWNTOWN GATEWAY IMPLEMENTATION PLAN									
CATEGORY	PROJECT	GATEWAY DISTRICT	MAIN STREET DISTRICT	DOWN-TOWN DISTRICT	PROJECT CHAMPIONS	NEAR-TERM (1-2 YEARS)	MID-TERM (3-5 YEARS)	LONG-TERM (5+YEARS)	PLAN OBJECTIVES*
ALL	Coordinate with the Nebo Land Use Study and coordinate how this ties into the SAP and this Gateway Plan.	●			City	●	●		1, 3
ECONOMIC	Develop local business stakeholder working group.	●	●	●	City, Local Business Orgs	●			2, 3, 5
	Conduct additional surveys of local business needs.	●	●	●	City	●			2, 3, 5
	Develop solutions for local businesses related to grant opportunities, funding strategies, education opportunities, incubator programs, etc.	●	●	●	City, Local Business Orgs	●			2, 3, 5
	Research development options with the development community.	●	●	●					2, 3, 5
	Focus on existing trigger sites, and team with developers to build out trigger sites based on community vision.	●	●	●	City, Developers	●	●		2, 3, 5
	Identify medium- and long-term trigger sites.	●	●	●	City		●	●	2, 3, 5
	Encourage economic growth in the Gateway District with a focus on neighborhood scale retail.	●			City, Developers	●	●	●	2, 3
	Promote Beautification, Street Lighting, and Signage Along Main Street.		●		City, UDOT	●	●		3
	Support and encourage development within the Main Street District.		●		City, Local Business Orgs	●	●	●	2, 3, 5
	Encourage the restoration and renovation of existing historic buildings.			●	City	●	●	●	2, 3, 5
	Encourage adaptive reuse of buildings with historic significance.			●	City	●	●	●	2, 3, 5
LAND USE	Adopt Historic District Overlay (HD-O) Code.	●	●	●	City	●			2, 5
	Look at developing an RDA or other funding mechanisms to promote redevelopment in the Gateway District.	●			City	●			5
	Add signage for the Nebo Scenic Byway.	●	●		City / UDOT	●			4
	Look at developing an RDA or other funding mechanisms to promote the preservation of historic buildings.		●	●	City	●			2, 5
	Encourage entertainment uses in the downtown core to revitalize and reestablish the area as a destination.			●	City, Local Business Orgs	●			3, 5
	Expand the recorded Historic District boundary.	●	●	●	City	●			2, 5
	Update General Plan Future Land Use Map.	●	●	●	City	●			2, 3, 5
	Incorporate Districts into the General Plan.	●	●	●	City	●			2, 3, 5
	Add additional buildings and map classifications to the Historic District.	●	●	●	City	●			2, 5
	Create Dedicated Historic Walking Tour Route with supportive signage, and start and end points.		●	●	City		●		3
	Implement regulations that protect the identity of the Study Area.	●	●	●	City	●	●		2, 5
TRANSPORTATION	Adopt the Active Transportation Plan.	●	●	●	City	●			1, 3, 5
	400 N Intersection - Add northbound and southbound left-turn lanes as part of Main Street's reconstruction. Continue to monitor signal warrants.	●	●		City / UDOT		●	●	5
	Design and construct side-street bulb-outs along Main Street to provide an improved pedestrian experience.	●	●	●	City / UDOT			●	3, 5
	Coordinate with UDOT on I-15 interchange improvements.	●			City	●	●	●	1
	Design and construct roadway connectivity improvements.	●	●	●	City / Developers			●	1, 3, 5
	Connect the west leg of 600 N into signal (connectivity project #5).	●			City / Developers / UDOT		●		5
	Connect 500 N to Main Street (connectivity projects #2 & 3).	●			City / Developers			●	5
	Design and construct new Main Street cross-section.	●	●	●	City / UDOT			●	3, 5
	Coordinate with UDOT on the potential jurisdictional transfer of Main Street for the new Nebo Beltway.	●	●	●	City	●	●		3, 5
	Coordinate with UDOT on preserving Bamberger underpass under I-15 for active transportation only.	●			City	●	●		1
	Prioritize Payson Gateway Trail planned on 100 W.	●	●	●	City				5
	Coordinate with UTA on the FrontRunner extension and Payson Station. Implement active transportation connections across I-15.	●			City	●	●		1, 5
	Improve bus stops along Main Street for UTA routes 821 and 822.	●	●	●	City / UTA	●	●		1, 5
	Investigate the potential for additional enhanced pedestrian crossings across Main Street.	●	●	●	City / UDOT		●		1, 5

* see page 5 for details on the Plan Goals & Objectives

Payson is a dynamic and rapidly growing community at the south end of Utah County (See Figure 1 - Study Area Vicinity Map) with a population of approximately 24,000. The City was the 38th fastest growing city nationally in 2023, with a nearly 7% population increase from the previous year. This rapid pace of growth is expected to continue, with projections showing a 2050 population of nearly 60,000.

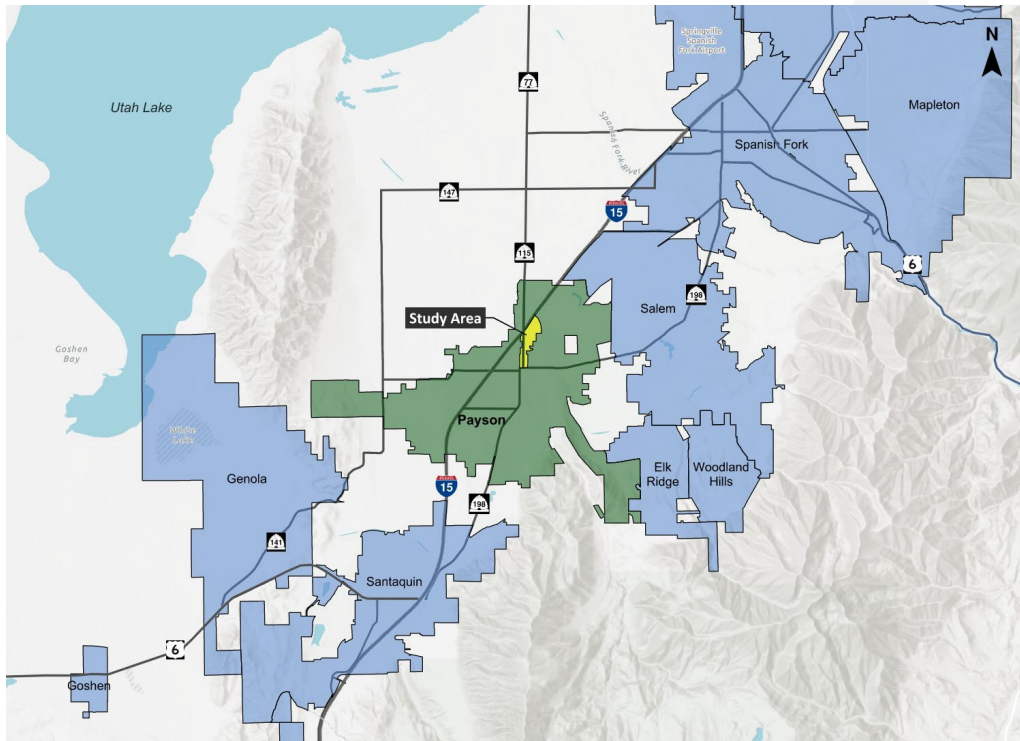


Figure 1: Study Area Vicinity Map

Payson prides itself on being the “Home to Adventure”, as it provides a home base for a wide variety of activities including the beautiful Mt. Nebo National Scenic Byway and Payson Canyon recreational areas, Utah Lake, ATV riding, motorcycle riding, horse riding, target shooting, mountain biking, golfing, etc.

Primary access to the City and most all of these activities are achieved using Main Street (SR-115) from I-15 to 100 North (SR-198), which serves as the official route and entrance for the Mt. Nebo National Scenic Byway and connects historic downtown Payson to the commercial area near the I-15 interchange.

The I-15 commercial area will see significant growth in the coming years based on the following land use and transportation improvements:



- ▲ A new Utah Valley University (UVU) campus on the northwest side of the I-15 interchange.
- ▲ A new Mountainland Technical College campus.
- ▲ A new FrontRunner Station located northeast of the planned UVU campus.
- ▲ Reconstruction of the I-15 interchange as a split interchange with the new Nebo Beltway that will connect to SR-198 further east.
- ▲ Planned transit oriented development and a regional retail hub around the new interchange and FrontRunner station.

For this reason, Payson City and MAG have worked together to complete this Payson Downtown Gateway Plan (Plan) as a critical element in the City's development strategy.

PLAN GOALS AND OBJECTIVES

The primary goal of this Plan is to enhance people's desire to visit this core area of the City and enhance the Study Area's contribution as a "Gateway to Adventure."

The Plan helps ensure that the City's small town and historic feel are preserved while providing a guide to managing future growth and development, maximizing economic benefits, and improving connectivity for all transportation modes.

The following specific objectives represent measurable actions that will be taken to achieve the Plan's primary goal:

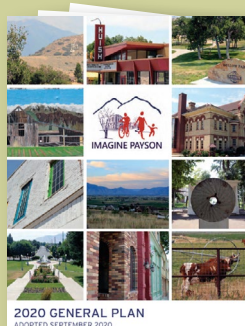
1 Mitigate I-15 as a physical and physiological east-west barrier dividing this growing community. It separates residents from transit and educational services and discourages active transportation circulation opportunities.	2 Improve the utilization of land within the Study Area, with an emphasis on context-appropriate development.	3 Improve Main Street's 'gateway' experience for residents and visitors, with an emphasis on human-scale design and destination-based users and services.	4 Emphasize Main Street's role as the official route and entrance to the Mt. Nebo National Scenic Byway.	5 Maintain/enhance Payson's small-town identity by carefully integrating new and existing development patterns and transportation networks.
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The process of creating this Plan is unique. It represents a once-in-a-generation opportunity to capitalize on major upcoming public and private investments at a critical juncture in the City's growth and development. With this Plan, the City can leverage community growth and investment to realize its aspirational goals and remedy several long-standing challenges.



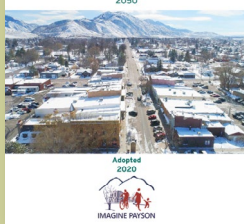
Figure 2: Payson City looking south with the I-15/Main Street interchange in the foreground

Below is a summary of key City planning resources:

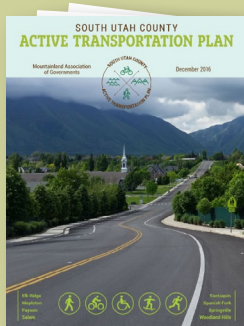


The [Imagine Payson 2020 General Plan](#) articulates a community Vision for future growth based on core values and priorities and positions Payson as a thriving and welcoming community, complete with high-quality neighborhoods, easy access to necessary services, and a strong sense of place. The Imagine Payson 2020 General Plan is used as a guide for future development decisions within Payson.

Payson Transportation Master Plan



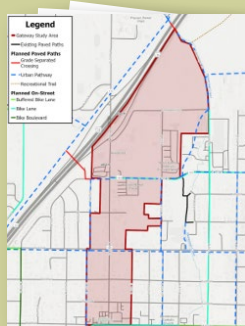
The primary purpose of the [Payson Transportation Master Plan](#) (TMP) is to create a long term circulation plan that balances current and future travel demands with local and regional roadway, transit, and active transportation connections.



The 2016 [South Utah County Active Transportation Plan](#) establishes a unified vision for active transportation facilities and policies in south Utah County, including a complete network of regional interconnected bikeways. Recommendations from this plan have been incorporated into the City's recently completed Active Transportation Plan.



The Utah Department of Transportation (UDOT), in cooperation with Payson City, has completed a [Final Environmental Impact Statement](#) (FEIS) for proposed improvements to the Main Street (S.R. 115) and I-15 Interchange. UDOT selected Alternative C1 (Braided Ramps) as the Preferred Alternative. UDOT will do a re-evaluation as a part of the final design.



The 2025 [Payson Active Transportation Plan](#) (ATP) provides a detailed vision for expanding the City's bicycle and pedestrian network with a focus on:

- Completing connectivity between existing facilities
- Providing easy access to key City and surrounding area destinations
- Integrating future developments into the network

The active transportation plan builds off of future projects detailed in both City and regional plans.



The [Payson Station Area Plan](#) set forth plans for a transit-oriented community north of the proposed Main Street I-15 interchange that is centered around the future UTA FrontRunner station. It includes connections with the future Payson UVU Campus with a blend of commercial, residential, office, and open space land use on either side of I-15.



[Reconnaissance Level Survey and Historic District Establishment](#) (UGRC and the National Register of Historic Places). The Payson Historic District reflects its growth from a pioneer settlement to a thriving community between 1857 and 1957. It features well-preserved architecture, including Victorian, Bungalow, and Period Revival styles, and is notable for its unique town layout and wide bungalows. The district showcases the area's agricultural, commercial, and cultural history.



Payson and MAG will be starting the **Nebo Beltway Small Area Plan** within the next year. This plan will look at transportation, land use, and economic conditions within the area surrounding the new Main Street I-15 interchange.

TECHNICAL ADVISORY COMMITTEE (TAC)

A Technical Advisory Committee (TAC) was organized to assist in creating the Plan. The purpose of the TAC was to:

Identify and review the Plan vision, goals and objectives	Provide feedback at major milestones	Create buy-in and support
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Key stakeholders, subject matter experts, and local representatives were selected to be a part of this committee with help from Payson City staff. The TAC provided input from diverse perspectives in order to create a robust plan that not only met the needs of but was supported by a large base of stakeholders. The following individuals were invited to participate in the TAC, with an asterisk indicating those who participated regularly:

- Bill Wright, Payson City Mayor*
- Brian Hulet, Payson City Council*
- Kathy Marzan, Payson City Planning Commission
- Kirk Beecher, Payson City Planning Commission
- Ryan Frisby, Payson City Planning Commission
- Dave Tuckett, Payson City Manager*
- Jill Spencer, Payson City Planner*
- Robert Mills, Payson City Development Services Director*
- Travis Jockumsen, Payson City Public Works Director/City Engineer*
- Eric Rasband, UDOT Region 3 Planning Manager*
- Daniel Wayne, MAG Community Planning Director*
- Shauna Mecham, MAG Planner
- Mary DeLaMare-Schaefer, Regional General Manager, Utah Transit Authority
- Diane Jensen, ERA Brokers
- Matt Gledhill, Operations Director, Nebo School District
- Jim Rowland, Executive Director, Payson Chamber of Commerce
- Richard Neilson, Utah County Public Works Director

The TAC met regularly during the study process to discuss **key milestones**, which included:

Understand Context and Existing Conditions	Land Use Assessment Solutions Development	Economic Assessment Solutions Development	Transportation Assessment Solutions Development
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The project team incorporated input and feedback from the TAC throughout the planning process.

Discovery Tour

The TAC, key stakeholders, and the project team participated in a “boots-on-the-ground” tour of the Study Area on Tuesday, October 10, 2023. The Study Team felt that the best way to understand the context, opportunities, and constraints along the corridor was to walk it, see it, and experience it.

The following individuals were invited to the walking tour, with an asterisk indicating those who attended:



PAYSON CITY Mayor Bill Wright* Dave Tuckett* Robert Mills* Travis Jockumsen* Jill Spencer* Brian Hulet*	PAYSON PLANNING COMMISSION Ryan Frisby* Kathy Marzan*	OTHER KEY STAKEHOLDERS Eric Rasband (UDOT) Matt Gledhill (Nebo School District) Mary Delamare-Schaefer (UTA) Diane Jensen (Local Real Estate)* Kirk Beecher (Payson City Council)*
MAG Dan Wayne* Shauna Mecham*	UTAH COUNTY HEALTH DEPARTMENT Carrie Bennett Diane Crook*	PROJECT TEAM Jeremy Searle* Shawn Seager* Tim Taylor* Scott Johnson* Fred Philpot* Chris Hupp*

The tour stopped at key locations and participants were encouraged to discuss their thoughts, observations, and ideas. This included identifying the good things to build on and things that should be improved. This information was used to help the TAC further develop an overall vision for the Study Area including what it can become and what types of investments may be needed.

There was a focus on ways to connect the Study Area Districts to the City's historic downtown area, while also developing appropriate links to the proposed UVU campus, FrontRunner station, and associated development.

Figure 3 displays the tour route and key tour locations and provides a general summary of the key takeaways.

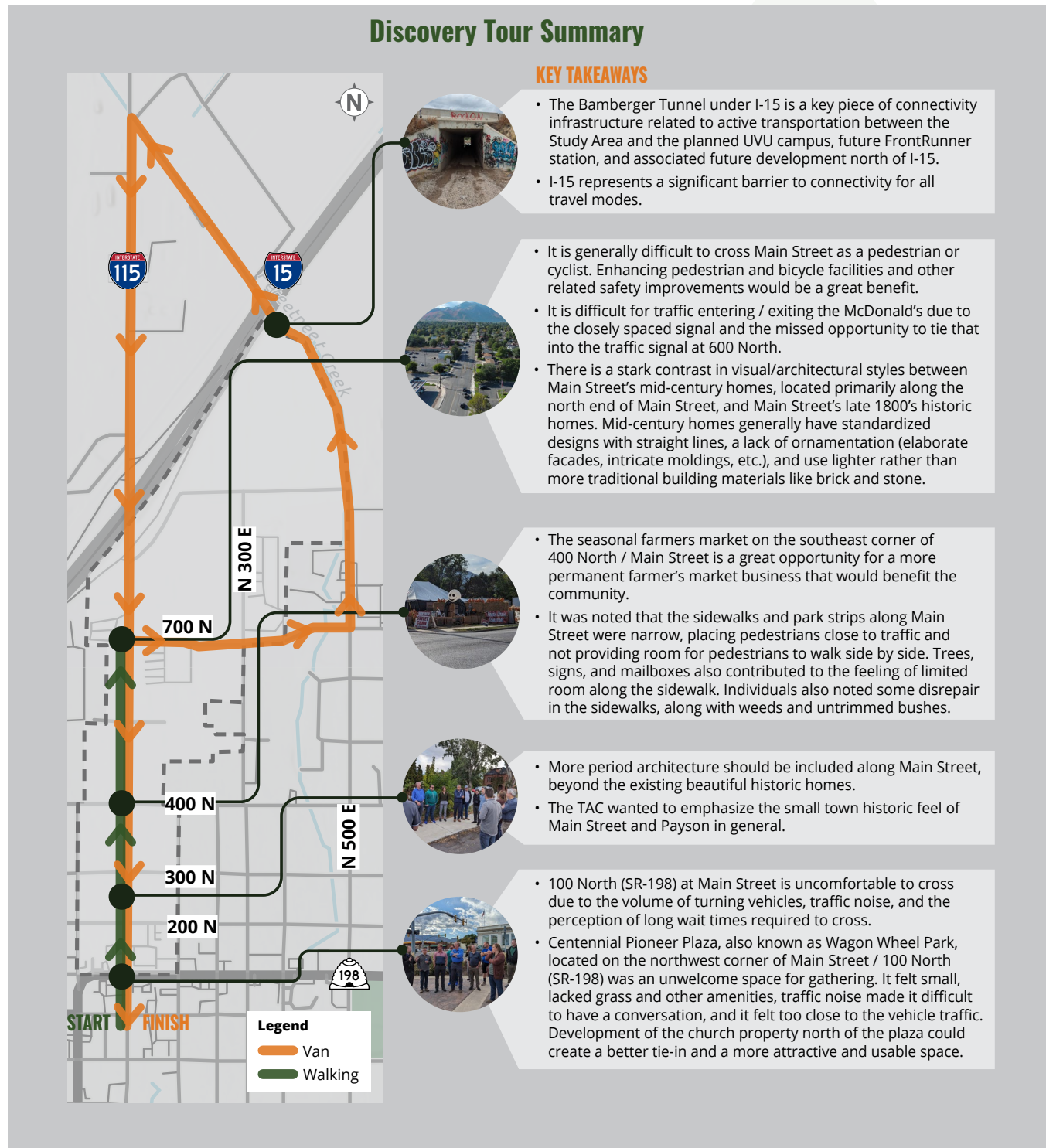


Figure 3: Discovery Tour Summary

As a follow-up to the tour, a survey was distributed to the TAC to get additional feedback regarding their experiences. Below are some of those responses:

"Provide better connectivity, both walking and vehicular."

"Balance street space for pedestrians and vehicles. At present, Main Street is designed for the movement of vehicles. Need improved bike/ped access along and across Main Street between 100 North and 1500 North near the future UVU campus. Active transportation connections are needed over and possibly under I-15 to support good access to/from both sides of the freeway. Land use, setbacks, massing, and streetscape design can also contribute to improved access. Have a bus route between the two. Maybe a cute trolley bus."

"The former church lot would make a great city hall, public safety, and library building."

"Visitors should feel as if they have 'arrived' at their destination. Encourage lively, active public space with a residential feel. This corridor is important to maintaining the small town feel. Support a mixture of residential and low-impact commercial uses in the same space. It would be unfortunate if any historically contributing structure was demolished to support strip commercial or auto-oriented businesses."

"More people are coming; I would prefer a tradeoff that has more people comfortably biking and walking because they live near what they need (including that station) rather than designing the area for driving (and commuting to the station), which takes far more space and money."

"Provide improved/new non-interchange crossing(s) of I-15."

Full survey results can be found in [Appendix A](#).

PUBLIC ENGAGEMENT

An initial public open house was held on Thursday, February 22, 2024 to gather feedback from the public. The open house had approximately 85 residents that participated through a visual preference survey and written comments. A sample of comments is provided below.

Public Comments

We like adaptive reuse.

We prefer a two-way left-turn lane on Main Street.

Please provide public restrooms.

Fix our sidewalks.

Fix Main Street, don't widen it.

Provide a Thanksgiving Point-like place for anyone.

Get rid of on-street parking on Main Street to accommodate traffic.

Add a residential connector road at 600 North.

Fix the McDonald's Intersection.

Have the west side of 500 N go through.

Add a stop light at 400 N / Main Street.

The crown on the road leads to speeding and collisions (200 N).

Need new curb & gutter - Mainly on 300 N.

Water runs down the sidewalk on the east side of Main Street.

Can we make the intersection at 100 N safer for drivers and pedestrians?



A second open house was held on Thursday, October 3, 2024 primarily for informational purposes. Plan recommendations were presented to participants with an emphasis on highlighting how their feedback from the first open house had been incorporated. This open house utilized large “bill board” style graphics that included images of the concept site plan, Main Street cross section, renderings, key elements of the Active Transportation Plan, and a summary of the economic SWOT analysis. Over 70 people attended with positive engagement from all participants.

One-on-One Property Owner Meetings

The City and members of the Study Team met with multiple property owners in one-on-one meetings to discuss their individual properties and how each fits into the overall context of the Main Street corridor. Discussions centered around the potential for future development and helped contribute to the identification of trigger sites along the corridor.

One-on-one meeting summaries are provided below:

Laura Rosado - 200 N / Main Street

Laura owns the property on the southwest corner of 200 North / Main Street. This property was formerly a church and is currently vacant. Three separate meetings were held with Laura. The first two focused on the Plan’s background and potential ideas for the property. Laura was interested in identifying development opportunities that fit within the context of the corridor and would tie in well with historical downtown. The third meeting focused on the Plan’s economic assessment and introduced Laura to a developer that had completed similar downtown projects in other communities. This property was identified as a trigger site for potential development.

Tony Guerra - 400 N / Main Street

Tony owns the property on the southeast corner of 400 North / Main Street. Tony has been operating a seasonal farmers market on the property for several years. The City emphasized that they like the community farmers market use, but would prefer a more permanent facility. Since the market is seasonal, the lot is often vacant. The discussion centered around potential development of a permanent year round farmers market type of facility. This property was identified as a trigger site for potential development.

Plumb Group - I-15 / Main St Interchange

The Plumb Group owns the old Flying J site located on the southeast corner of the I-15 / Main Street interchange. The Plumb Group indicated that they are planning to hold the property until the right development opportunity is available. Discussions centered around the purpose for the Plan along with the context, land use potential, and desired community feel for the area. The Plumb Group indicated that they may provide some of their ideas for development on the parcel. There were subsequent followups to obtain the development ideas, but none were ever provided. However, feedback provided by the Plumb Group was incorporated into the Plan.

Danny Ainge - 600 N / Main Street

The Danny Ainge family owns the parcel behind the Subway and Chevron gas station on the north side of 600 North. The WCG team made several attempts to connect with the family, but no formal meeting was ever held. However, the family provided feedback to Payson City staff indicating they are interested in developing multi-family residential on the property in the future.

Nebo School District - 600 N / 300 E

The Nebo School District owns the bus depot property located on the northeast corner of 600 North / 300 East, which currently houses the District’s buses and maintenance facilities. A meeting was held with Matt Gledhill from the District, who indicated that the School District is interested in selling the property in the near future. Their desire is to combine the two bus depots and maintenance buildings into a single, more modern facility.

It was noted that a light industrial user has shown some interest in the property due to the large asphalt area and maintenance facility. However, when considering the overall vision of the Gateway District, residential housing is considered a more appropriate fit.

Matt indicated that the School District would be interested in potentially selling the property to a developer for multi-family residential. This land use is currently depicted in the Plan and evaluated further in the Plan’s Economic Assessment section.

Project Website

A [project website](#) was created to summarize the Plan’s Introduction, Open House, Land Use, Economic Assessment, and Transportation elements.

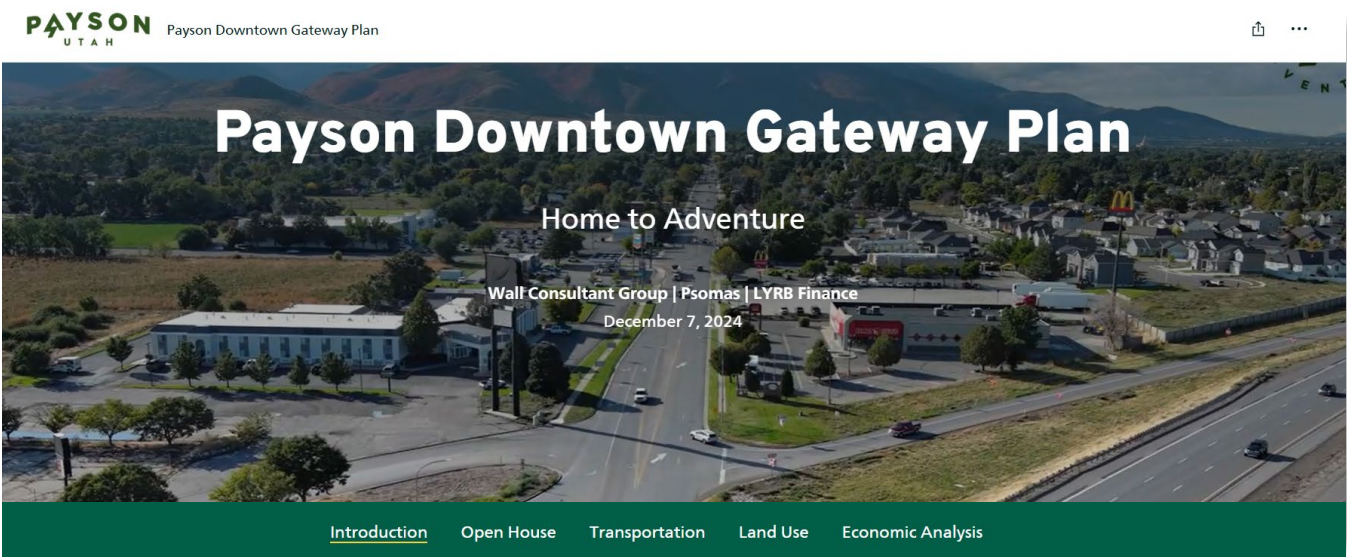


Figure 4: Project Website



PAYSON DOWNTOWN GATEWAY AREA CONTEXT

Payson's Downtown Gateway Area is one of the most historically rich locations in all of Utah. The Payson Historic District (See Figure 10), which encompasses its downtown core, contains over 400 historically significant buildings ranging from 1857 to 1957. These mingled with the quality of the historic preservation, Payson residents, streetscape improvements, and the area's general charm makes it a location that should be protected and enhanced. It's gateway should carry this same significance and help add to the vibrancy, character, and legacy of the area.

In order to properly plan and design a gateway that accentuates Payson's Downtown and connects to the future station area (north of I-15), the context, approach, and downtown district itself were incorporated within the existing conditions, analysis, and Historic District Overlay Code (HD-O) portions of this study. The map to the right outlines the areas analyzed and included within the HD-O code. Three districts have been identified and will be used throughout the land use chapter. The districts are:

- **Gateway District:** Aims to create an experiential destination with a unique aesthetic, serving as a memorable entry to the downtown, emphasizing redevelopment, revitalization, and economic vitality.
- **Main Street District:** Designed to preserve small-town charm, protecting historic homes and encouraging adaptive reuse, with a focus on preservation and maintaining the area's residential character.
- **Downtown District:** Expands downtown by guiding future development and infill while embracing the views, amenities, and historic structures that are vital to the city's heritage.

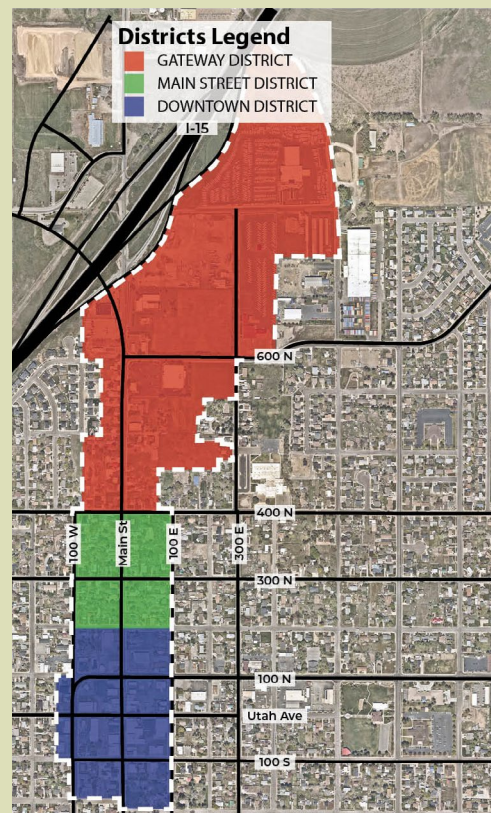


Figure 5: Payson Gateway Plan Districts

Downtown Gateway Area Existing Conditions

Given the intrinsic value of this area's history and culture, the compilation and analysis of the existing conditions incorporated qualitative as well as quantitative elements. Each element below is backed with objective metrics to provide consistency in the analysis. The elements included within this sub-section are:

- **Building Age:** Categories are 1869 - 1924 (Earliest building - 100+ year old buildings), 1925 - 1957 (Historic District Range), 1958 - 1974 (Eligible for historic register), 1975 - 2004, 2005 - Present (Last 20 years).
- **Building Height:** One Story, Two Stories*, Three - Four Stories* (*includes stories and their equivalent building height).
- **Existing & Future Land Uses:** Existing land uses refers to the current predominant use of each parcel area. These uses may also overlap with the current zoning. Future land uses were pulled from the General Plan.
- **Vacant Parcels:** Vacant parcels are parcels void of residential, commercial, or other permanent active use structures and their associated parking areas.
- **Environmental:** Topography, fault lines, wetlands, flood plains, and other sensitive lands are included in this assessment.
- **Historic Significance:** Historic significance evaluates buildings based on: age, historic architectural style, and the buildings maintenance.



JOHN DIXON HOUSE

Building Age

Figure 6 shows the 220 building parcels that were analyzed and evaluated based on their original construction dates. If significant reconstruction or demolition was completed for any parcel, the date of the parcel shows the year of redevelopment or construction. Of the 220 buildings, 77% fall within the Payson Historic District time frame (1869 - 1957), maintaining substantial conformance to Utah State Historic Preservation Office standards. Of that 77%, 99 of the 220, or 45%, are over 100 years old.

Building Height

Figure 7 shows building heights within the Study Area that are one to three stories tall. It is important to note that we conducted our initial evaluation from actual levels and revised this evaluation based on the building's height with equivalent building stories (1' - 15', 16' - 29', 30'+). We then used the highest result of the two evaluation metrics to achieve a perceived building height.

66% of the buildings within the area evaluated were one story buildings, 30% were two story buildings, and the remaining 4% were three story buildings. The three story buildings, aside from the Parris RV facility, are within or adjacent to the existing Payson Downtown. No consistent patterns were observed within the remainder of the Study Area.

Existing & Future Land Uses

Figure 8 shows existing land uses within the Study Area. Upon evaluating the existing land uses, three main districts emerged. The northern commercial district (Gateway District), the core single family residential district (Main Street District), and the southern commercial district (Downtown District). Many of the buildings within the Main Street District and almost the entirety of the buildings within Downtown District have significant historic value.

The future land use map maintains significant single-family development within the Main Street District, with the potential for buildings fronting Main Street to be converted to mixed-use neighborhood areas. As redevelopment occurs, all buildings listed as historic or significant in Figure 9, should be converted in a way that preserves and maintains the exterior architectural elements that support the architectural style in which the building is built. Buildings listed as eligible should also be preserved and enhanced to protect the nature of the study area.

The Downtown District was expanded one block west and two blocks south and designated as a mixed-use center. Uses within this district should be customer facing and open to the public in terms of goods and services. Locally owned businesses should be encouraged within this district to maintain the small town and historic feel of Payson and the Downtown.

The Gateway District is also designated as a mixed-use center, with commercial and supportive higher density residential around the district's core. The uses within this district may contain a mix of customer facing and non-customer facing uses, with customer facing uses focused within the core mixed-use designation. A mix of nationally and locally owned businesses may be appropriate within this district so long as the design matches the character of the district. Buildings built within this or any of the three districts should be compatible with surrounding structures and integrate with the historic value of the study area.

Vacant Parcels

Figure 8 depicts the 14 vacant parcel areas within the Study Area. These areas amount to approximately 60 acres of greenfield area that could be utilized for infill, or packaged with other parcels for larger redevelopment projects. The majority of the 60 acres falls within the Gateway District boundary.

Environmental

Figure 8 shows the existing fault lines east of the Study Area, as well as the underground stream that runs the core of the city. Within the map area there are no critical habitats or major migration corridors. Of importance, the liquefaction potential for the area is moderate to low with moderate falling west of Main Street and moderate to low east of Main Street. Topography throughout the area is minimal, with no significant concerns.

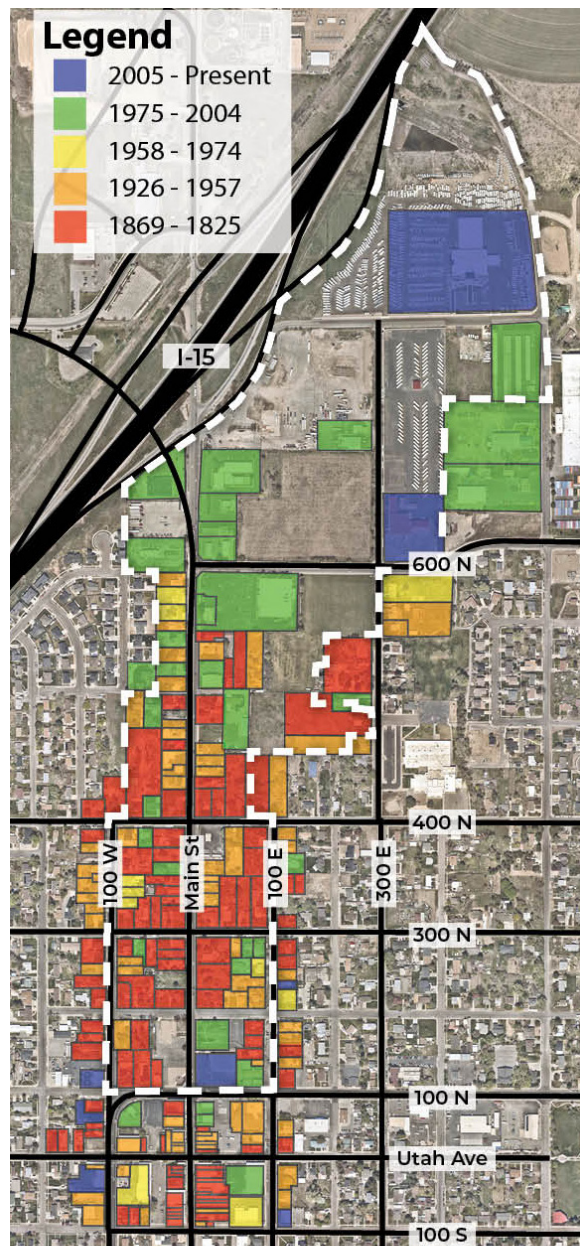


Figure 6: Building Age

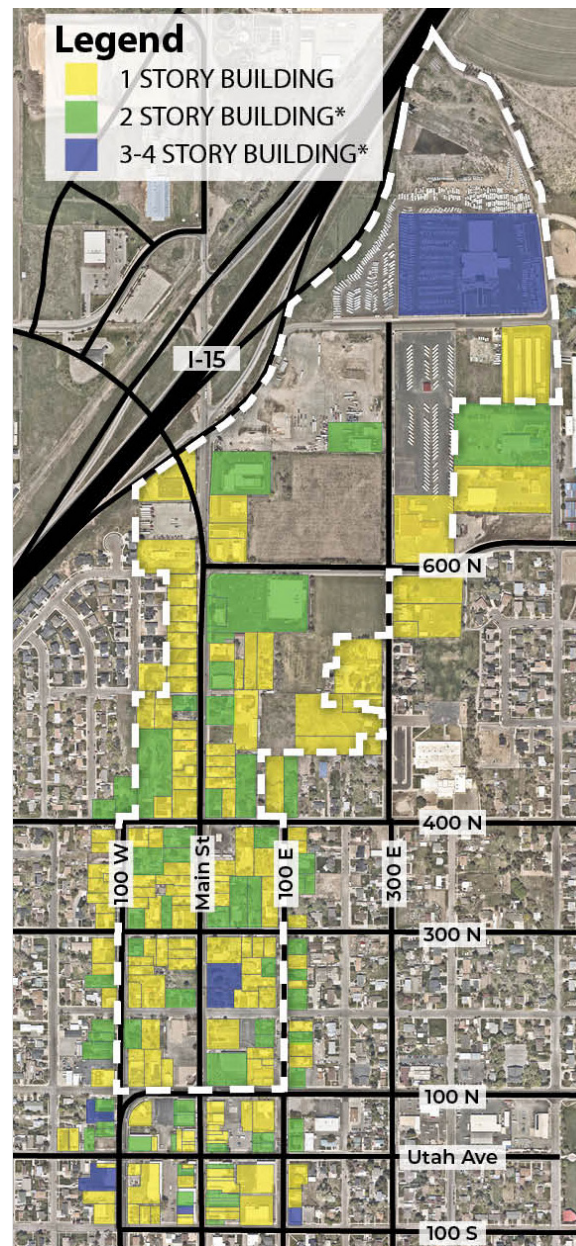


Figure 7: Building Height

* Includes stories and equal equivalent story height

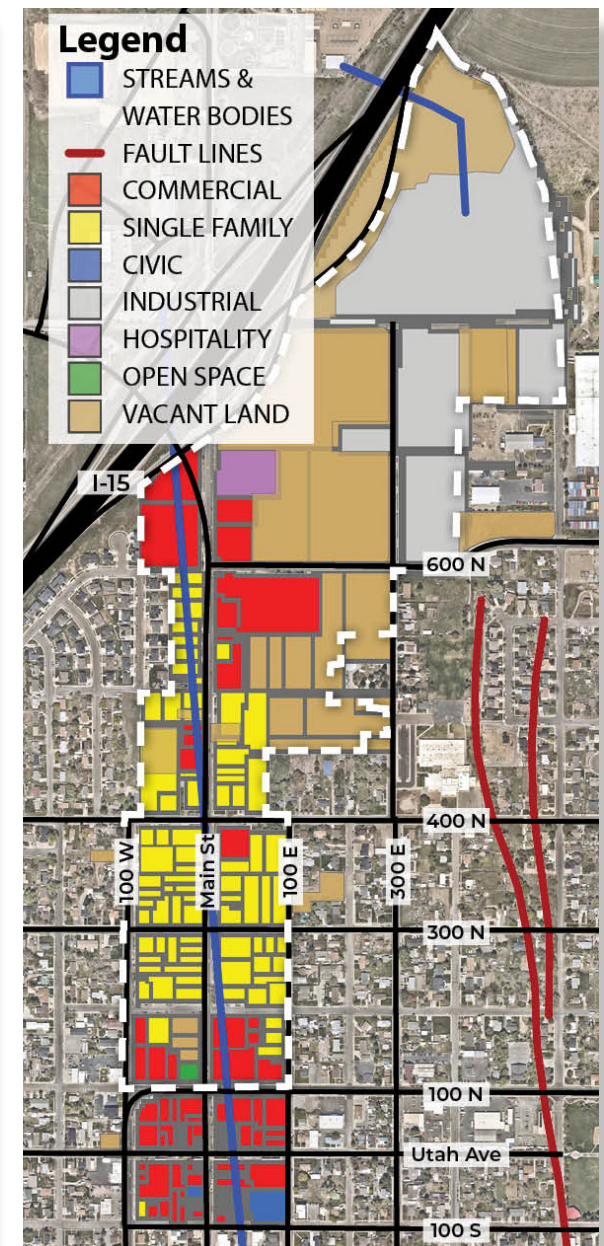


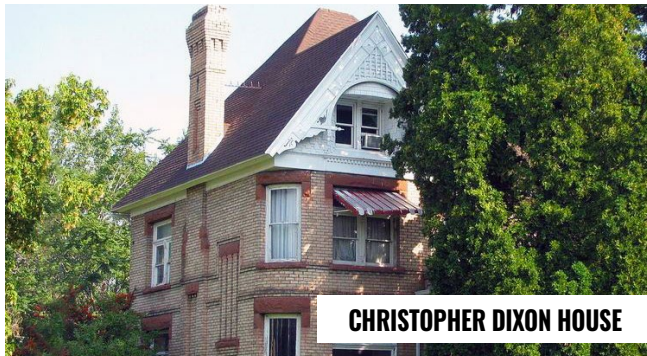
Figure 8: Land Use & Environmental Constraints

Historic Significance

As stated above, the city has many buildings (429), sites (1), structures (2), and monuments (5) which contribute to the officially recognized Payson Historic District shown in Figure 10.

Of the 437 resources contributing to this district only five buildings are individually listed on the National Register of Historic Places. Those buildings are:

- **Christopher F. Dixon Jr. House:** Located at 248 North Main Street
- **John Dixon House:** Located at 218 North Main Street
- **Samuel Douglass House:** Located at 215 North Main Street
- **Payson Presbyterian Church:** Located at 150 South Main Street
- **Peteetneet School:** Located at 10 North 600 East



It is important to note that several criteria were used to classify resources as contributing or non-contributing in the original "[Reconnaissance Level Survey of Payson conducted in the fall of 2006](#)." These criteria are established by the Utah State Historic Preservation Office as follows:

- **Eligible/Significant:** Built within the historic period and retains integrity; excellent example of style or type; unaltered or only minor alterations or additions; individually eligible of National Register for architectural significance; also, buildings of known historical significance.



- **Eligible:** Built within the historic period and retains integrity; good example of type or style, but not as well-preserved or well-executed as "Significant" buildings; more substantial alterations or additions than "Significant"; eligible for National Register as part of a potential historic district or primarily for historical, rather than architectural reasons.
- **Ineligible:** Built during the historic period but has had major alterations or additions; no longer retains integrity, but may still have important local significance.
- **Out-of-period:** Constructed outside the historic period (1975 - present).

Our historic structure assessment followed these criteria, but relied heavily on visual inspection and architectural knowledge, with some understanding through public records of building renovations. Current condition played a minor role in the evaluation as this helped make decisions based on the integrity of some of the buildings. Appearance, aesthetics, and quality of construction were not determining factors in the evaluation. Signs of building composition, massing, fenestration, foundation materials, chimneys and landscaping were used to help detect building age. Outbuildings and other accessory structures were not evaluated for their historic contribution.

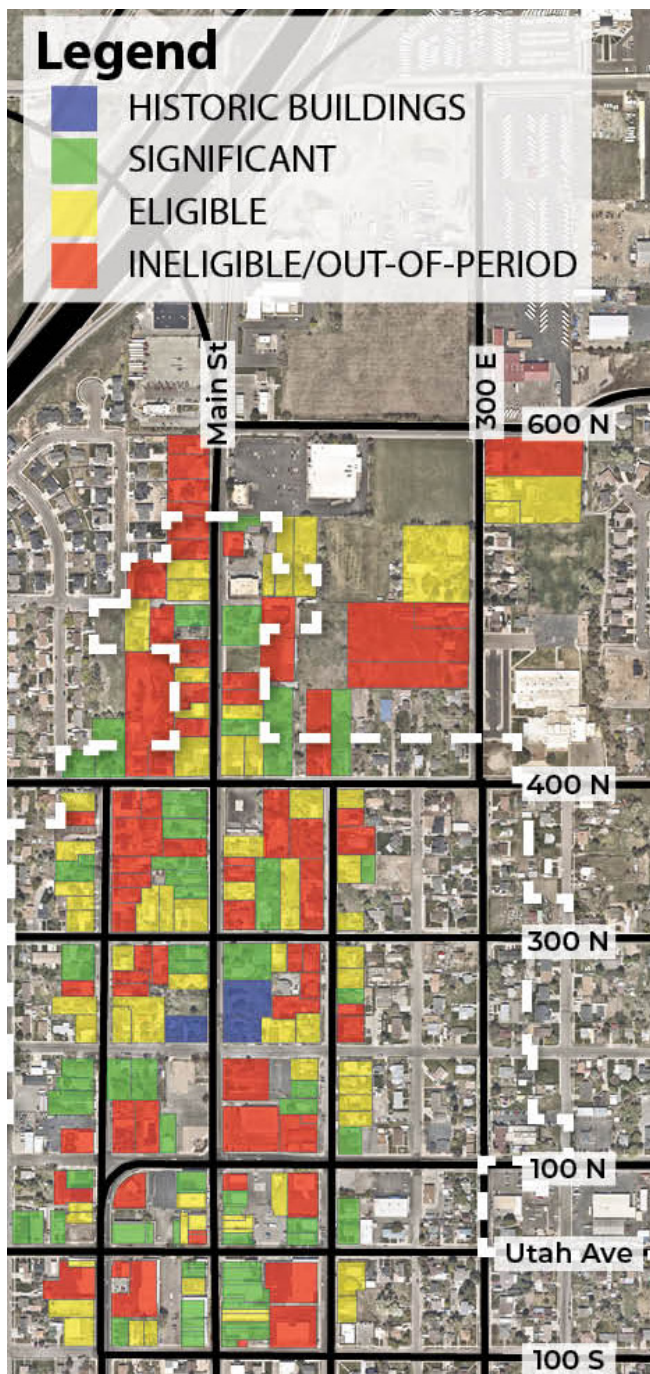


Figure 9: Historic Significance

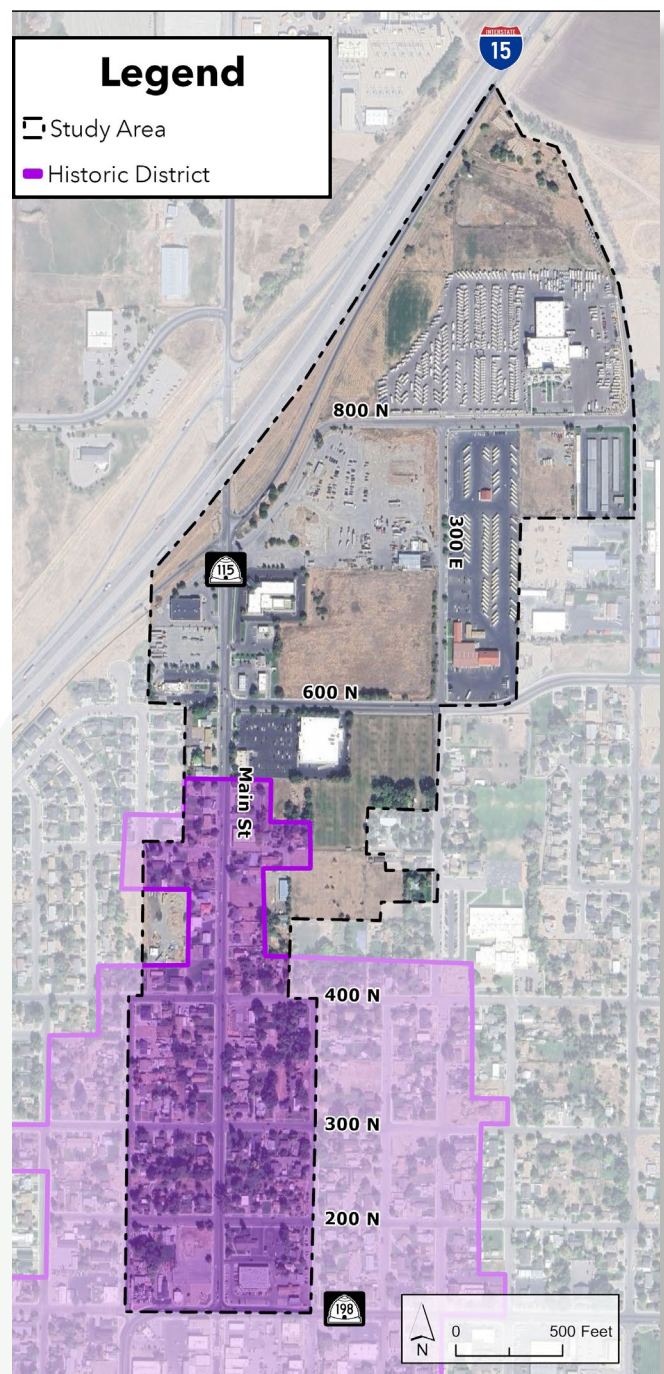


Figure 10: Historic District

CONCEPTUAL SITE PLAN PROCESS & DESIGN PRECEDENTS

Conceptual Plan Overview

To prepare for the creation of a conceptual site plan, our team first held stakeholder interviews and a public open house, conducted a walking tour of the Study Area, completed the existing conditions and plans analysis, and refined the goals and objectives for the Study Area. Based on this understanding and vision, and the future land use map in the General Plan, we developed three alternative land use scenarios. These scenarios were built around three main ideas from the public engagement process. The preferred land use plan provided on page 21 is a hybrid of these three alternative land use concepts.

Concept 1: Enhancing/Preserving the Existing Uses

Opportunities

- Preservation of existing residential uses (maintains high quality historic structures)
- Redevelops freeway commercial center (coupled with providing more housing options)
- Maintains historic downtown core with additional residential infill (balances historic conservation with growth)

Challenges

- Little added economic benefit for the city

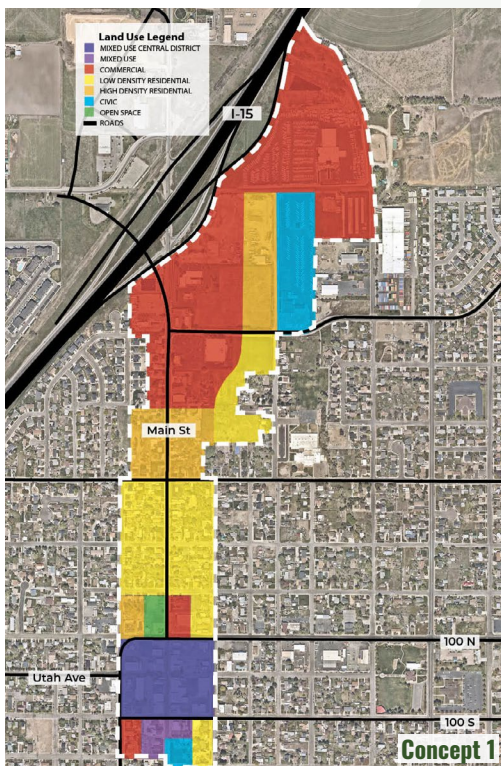


Figure 11: Land Use Scenario Concept 1

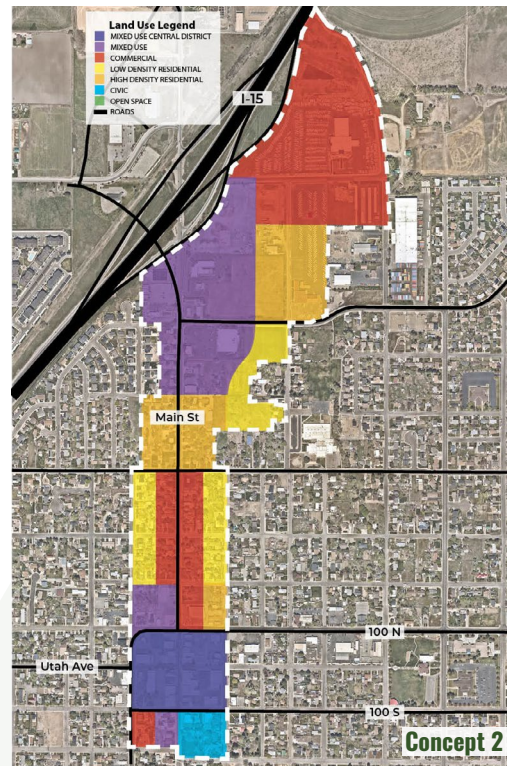


Figure 12: Land Use Scenario Concept 2

Concept 2: Mixed-Use Book Ends

Opportunities

- Preserves/redevelops existing freeway commercial center (preserves Parris RV, etc and converts interchange center to mixed-use services-based retail)
- Converts Main Street Corridor to Commercial Uses (preserves historic buildings while converting their uses from residential)
- Transitional mixed-use historic Core (infuses downtown with secondary residential uses)

Challenges

- Requires some existing land users to adjust to new uses

Concept 3: Expanded Downtown

Opportunities

- Transitional mixed-use centers (downtown center & interchange center)
- Mixed-use / residential connective core (connecting FrontRunner and historic downtown)

Challenges

- Requires significant redevelopment to accomplish

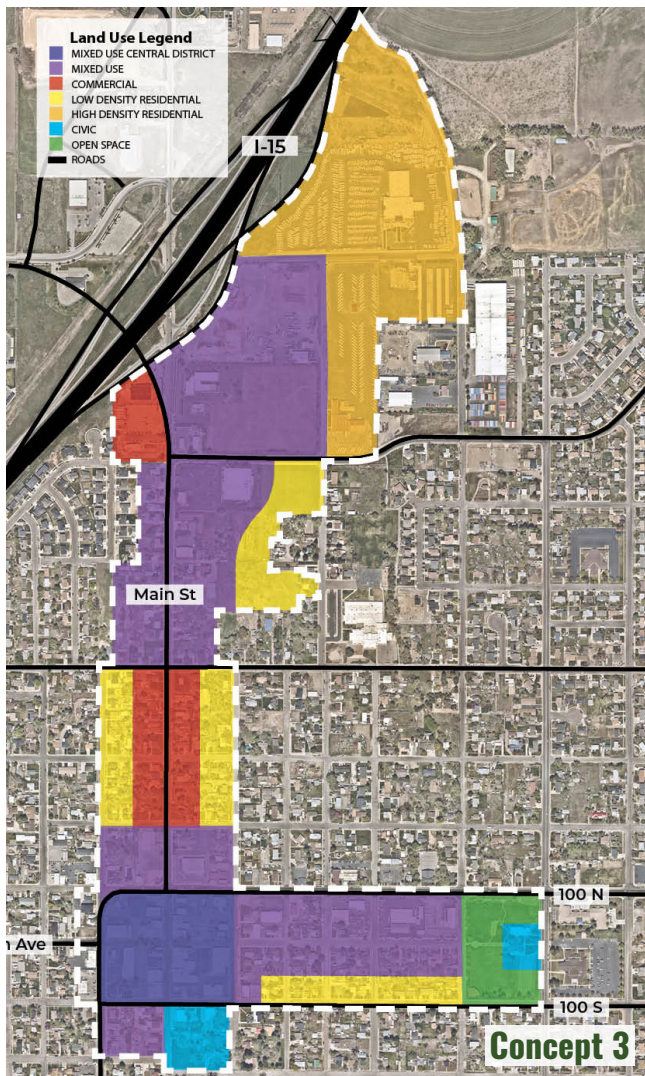


Figure 13: Land Use Scenario Concept 3



Preferred Conceptual Land Use Plan

Preferred Concept: The preferred concept combines the best qualities of the three concepts, preserving the main street core, and bookending the Study Area with mixed-use commercial development.

Opportunities

- Provides transitional mixed-use centers (downtown center & interchange center)
- Maintains the small-town feel while allowing residential structures to adapt for service-oriented uses.
- Allows for adaptive reuse of existing buildings, with a clear focus on preserving the historic qualities of the buildings
- Preserves/redevelops existing freeway commercial center (preserves Parris RV, etc and converts interchange center to mixed-use services-based retail)
- Maintains historic downtown core with additional residential infill (balances historic conservation with neighborhood village growth)
- Provides a mixed-use / residential connective core (connecting FrontRunner and historic downtown)

Challenges:

- May require the development of a community reinvestment agency to incentivize higher quality design and historic preservation within the corridor
- May have a potential negative impact on existing businesses due to redevelopment



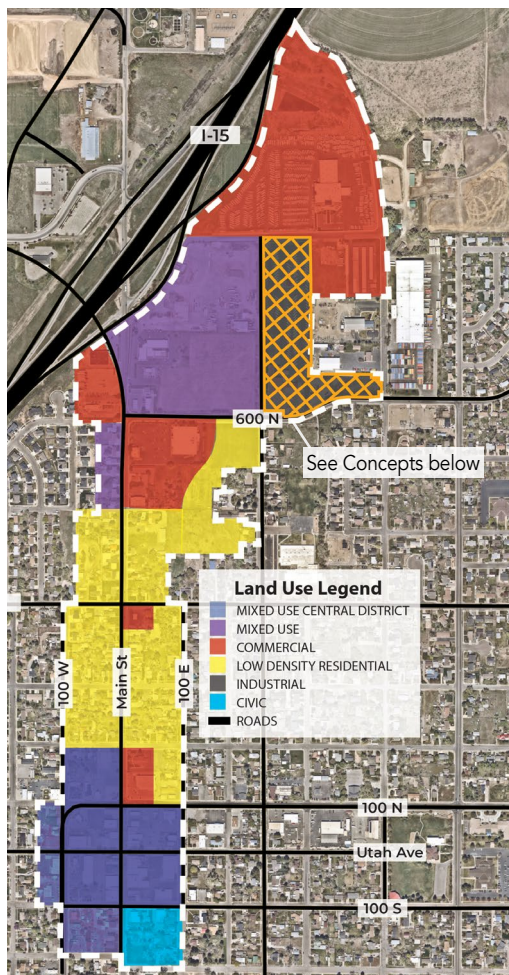
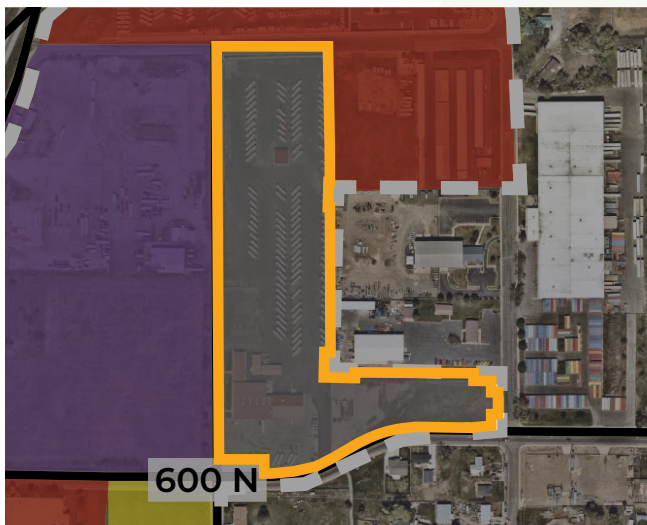


Figure 14: Preferred Land Use Scenario

Preferred Land Use Scenario Definitions

- **Mixed Use Central District:** The primary purpose of this district is to provide a pedestrian friendly destination with retail uses which attract people to Payson. The preferred retail uses in this district will include entertainment, tourism, and outdoor recreation which support the city's goal to be the "Home to Adventure." This district will also include a diverse mix of residential, and employment uses which support the retail businesses. The area should be walkable and easily accessible via multiple transportation modes. High quality architecture and site planning principles found in this plan are especially important for properties in the Mixed-Use Central District.
- **Mixed Use:** Comprising of a mix of low impact commercial uses. This area will also accommodate a mix of housing which supports the commercial development. The Mixed-Use area will include neighborhood-oriented development that is compatible with a transition to lower density. Block structure and street connectivity support a pedestrian friendly environment. Typically, one to two story buildings with surface and on-street parking.
- **Commercial:** Comprises of primarily retail, restaurants, grocery stores, and some office uses. One to two story buildings with surface parking lots situated between buildings.
- **Low Density Residential:** Predominately single-family detached homes, duplexes, and twin homes with some mix of non-residential uses, particularly in-home businesses.
- **Industrial:** See Concept A below for an envisioned industrial use in this plan area.
- **Civic:** Schools, libraries, recreational facilities, and city, state, and federal buildings.

Concept A: Industrial Use



Concept A would envision a scenario where the existing building on the Nebo School District property (676 N 300 E) is repurposed for a compatible light industrial use. The remaining property would have a use with minimal impact to surrounding residential property such as screened storage.

Concept B: Residential Use



Concept B would envision a scenario where the Nebo School District property (676 N 300 E) is redeveloped into a residential use. This would provide the population necessary to support the commercial goals for the plan area.

Conceptual Site Plan

Following the refinement of the conceptual land use plan and review of the public engagement vision and ownership data, we coordinated the multi-use transportation network and the potential supportable mixed-use square footage to calibrate our land use model. With the model calibrated, we ran analysis to establish potential yields for the various uses given the Study Area’s surrounding demographics, potential competition, general context, and proposed population. This site plan and its uses, transportation network, and product mix was again refined until we reached a plan that best captured the vision of the city in a sustainable and community enhancing way.

The statistical summary below, and the conceptual illustration to the right portray how the Gateway District could be developed in support of the Plan’s vision and demographic context.

This concept is a long-term vision requiring coordination with stakeholders, businesses, and landowners. Key to a successful gateway area will be investing in quality trigger sites as discussed in the following chapter.

Statistical Summary

	Open Space
	Roads
Product Types	
	New Single Family 37
	4-Plex 16
	Townhomes 58
	Gateway Townhomes 266
Total	377
Non-Residential New	
	Retail / Commercial 146,610
	Neighborhood Commercial 73,900
	Light Manufacturing/Flex 193,324
	Storage Facility 55,400
	Existing Commercial 179,111
	Hotel 90 keys
Total	648,345



Figure 15: Conceptual Site Plan

Conceptual Site Plan Definitions

- **Commercial / Retail:** Retail and commercial storefronts oriented toward pedestrian and vehicular traffic along primary streets.
- **Commercial / Residential:** Mixed-use buildings combining ground-floor commercial space with residential units above.
- **Plaza:** A publicly accessible open space serving as a pedestrian gathering and activity hub at the center of the mixed-use core.
- **Hotel:** A lodging facility capitalizing on the I-15 interchange proximity.
- **Flex Use / Light Industrial:** Versatile building shells suitable for a range of uses including light manufacturing, warehouse, office, or tech/maker space. This area should prioritize limited impacts on surrounding properties with only indoor manufacturing and storage.
- **Storage:** A self-storage or accessory storage facility, likely serving the surrounding commercial and residential uses.
- **Neighborhood Commercial:** Smaller-scale retail and service uses (grocery, pharmacy, personal services) oriented toward the day-to-day needs of nearby residents.
- **Gateway Towns:** Townhome units designed with street-facing architecture to activate and define the edges of the development along primary roadways.
- **Townhomes:** Attached residential units in the interior of the development, oriented around internal streets and open space.
- **4-Plexes:** Small-scale residential building containing four dwelling units, providing a density transition between townhomes and single-family lots.
- **Single Family Lots:** Conventional detached single-family residential lots forming the lower-density edge of the development.

Conceptual Site Plan - Building Height & Precedent Images

This Figure 16 shows the proposed building heights of each new building within the conceptual site plan, to help give context to massing and graphic representation of the plan. This plan also has associated numbers for the precedent images on this and following pages.

① Gateway Core

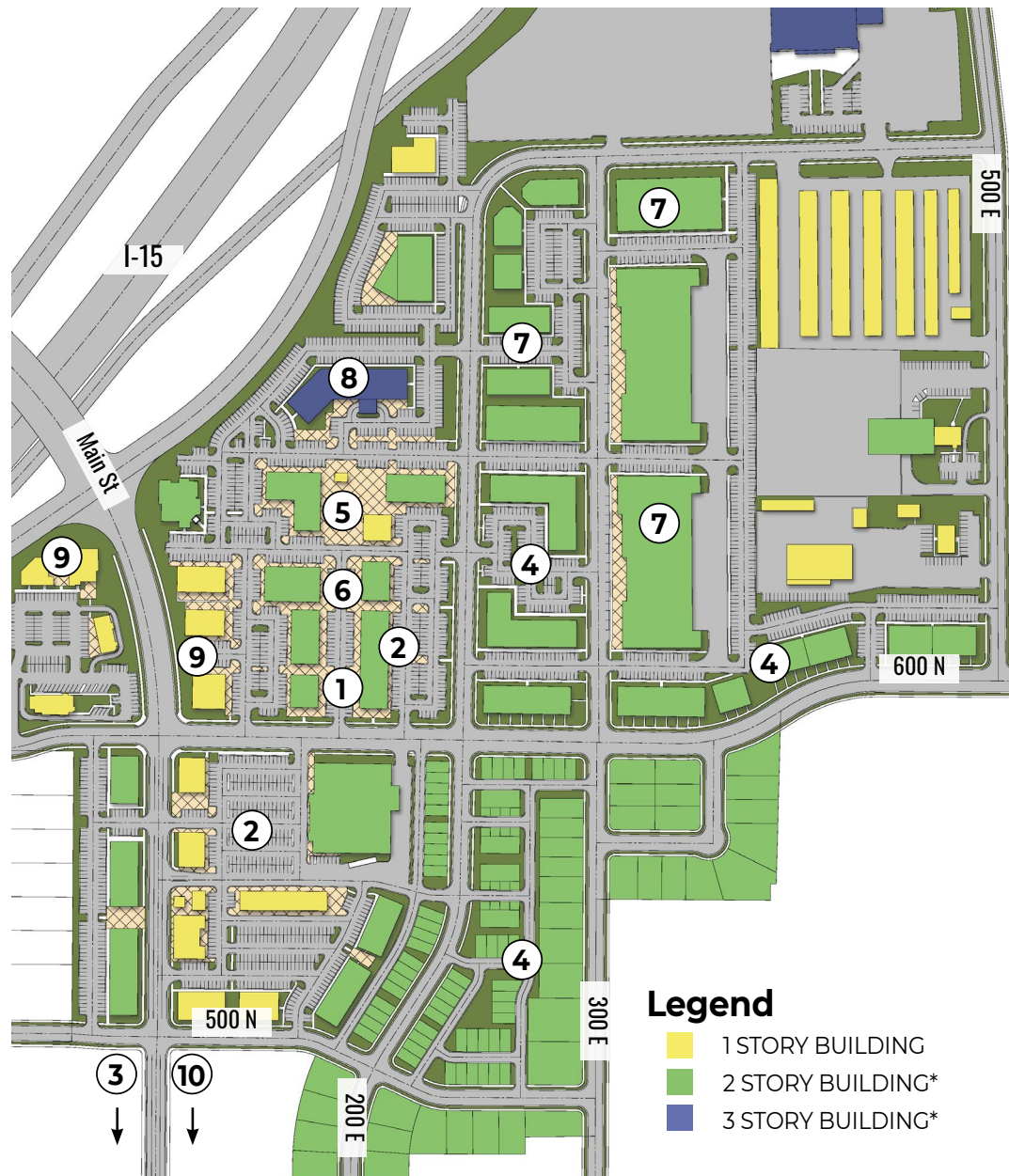


Figure 16: Building Height

*Include stories and equal equivalent story height

Conceptual Plan Precedent Images

① Gateway Core Continued



② Mixed-Use / Neighborhood Commercial



③ Converted Residential Homes (Adaptive Reuse)



④ Multi-Family Residential



⑤ Gathering Spaces / Plazas



⑥ Festival Streets



⑦ Flex Use / Light Industrial



⑧ Hotels



⑨ Retail



⑩ Downtown District



HISTORIC DISTRICT OVERLAY CODE

Historic District Overlay Overview

Due to the significant portion of the Study Area eligible for historic preservation, we sought to review and modify the existing Historic District Overlay (HD-O) code language to enhance the protection and incentives for the Payson Historic district. The revised HD-O (Appendix C) was submitted to the city for review and adoption. The existing HD-O district affects approximately 74 city blocks surrounding the downtown and Main Street corridor, and does not include the Peteetneet grounds, as the property is individually listed on the National Register.

The current HD-O is fairly simple with few mechanisms for control or objective standards for development. Proposed revisions to the code are found in the Historic District Overlay Code Sections below, and include enhanced purpose and objectives, detailed development standards, and an expanded HD-O boundary. The existing stated purpose and objectives of the HD-O are:

- A. To preserve** the historic and cultural heritage of the City.
- B. To encourage** reinvestment and maintenance of historic areas.
- C. To stabilize** and enhance property values.
- D. To foster** community pride.
- E. To educate** the public about the City's past.
- F. To promote** new development that will enhance and protect the existing structures.
- G. To promote** tourism and economic development and redevelopment.
- H. To strengthen** the economy and improve the quality of life.

These purposes and objectives are well-thought out, but the code offers little guidance to help the Planning Commission, and City Council enforce preservation standards, encourage reinvestment, or promote new development or tourism.

To increase reinvestment, development, and tourism the City needs to:

- **Establish a unique identity & Invest in the area** – the City has recently updated its brand to “Home to Adventure” which is community driven and supports some of what makes the city unique. The branding needs to incorporate the downtown historic legacy. The recent redevelopment of the streetscape along Main Street demonstrates the City's commitment and support of reinvestment in Downtown Payson.
- **Develop and prioritize a list of locations** – the list of historic locations is developed, but priorities or tiers of historical value should be established based on the historic district and the Historic Significance Map (Figure 9) above.
- **Enable surrounding uses to support the prioritized locations** – these uses should maintain a local feel and embrace the architecture and promote a more pedestrian friendly environment.
- **Create an inviting and inclusive atmosphere for tourists and residents** – this includes lodging, retail, and entertainment accommodations; general services, access for all abilities, care and maintenance for the buildings and area, and how residents and other tourists react to tourists. Look into the potential of reestablishing historic Wimmer House/Payson Hotel 144 W. Utah Ave. Seek for other entertainment opportunities within the downtown or gateway areas.
- **Implement regulations that protect the identity / and sense of place of the downtown and historic district** – Regulations often lead to expensive development, so look into establishing a community reinvestment agency, private-public partnerships, or increased intensity to help incentivize redevelopment.



Historic District Overlay Code Sections

Payson City supports downtown reinvestment and a revised Historic District Overlay Code (HD-O) that addresses the following items for all three districts.

- Enhanced Purpose & Objectives
- Issuance of Licenses & Permits
- Review of Applications for Compatibility
- Relationships to Official Historic Sites
- Guidelines for Historical Preservation & Code Compliance
- Establishment of districts within the Historic District Overlay
- Overlay Area Requirements
- Permitted Uses
- Street Standards, Circulation & Streetscape Design
- Sidewalk & Pedestrian Circulation
- Lot Standards
- Architectural Building Standards
- Site Design



BUNGALOW ARCHITECTURE

Historic District Overlay Code Major Adjustments

As listed above, the HD-O update added:

- **The establishment of districts**
- **Permitted uses**
- **Street standards, circulation & streetscape design**
- **Sidewalk & pedestrian circulation**
- **Lot standards**
- **Architectural building standards**
- **Site design standards**

The enhanced purpose and objectives section had the additional three objectives:

- I. To create** a “destination” out of a mix of existing and new development.
- J. To establish** a cohesive neighborhood design and sense of visual identity.
- K. To preserve** a “small town feel” with appropriate pedestrian-scale design elements.

The HD-O does not detail specific architectural types, but limiting architectural types to those identified in the Payson Historic District could help establish a more cohesive brand and desirable destination for residents and visitors. The architectural styles listed in the Payson Historic District are as follows:

- **Mid 19th Century:** Greek Revival, Gothic Revival
- **Late Victorian:** Victorian Eclectic, Victorian Gothic, Queen Anne
- **Late 19th & 20th Century Revivals:** Colonial Revival, Neo-classical Revival, Tudor Revival, Bungalow, Prairie
- **Other:** World War II & Post-World War II Era

The HD-O also addresses building forms and massing; precedent images of human-scale design elements; branding elements; and streetscape, dark sky, and community design elements.



VICTORIAN ARCHITECTURE

CONCEPTUAL GATEWAY DISTRICT RENDERINGS

The following renderings were developed to provide inspiration for potential redevelopment in the Gateway District.



Figure 17: Conceptual Bird's Eye Rendering for Possible Design of Payson Gateway



Figure 18: Conceptual Rendering of Festival Street



Figure 19: Conceptual Rendering of Town Center Plaza

LAND USE STRATEGIES

Based on our land use analysis, input from City staff, and input from project stakeholders, the following list of land use strategies were developed.

Recommendations for Full Study Area

- Adopt updated Historic District Overlay Code
- Expand the recorded Historic District boundary
- Update General Plan Future Land Use Map
- Incorporate Districts into the General Plan
- Add additional buildings and map classifications to the Historic District
- Create Dedicated Historic Walking Tour Route with supportive signage, and start and end points
- Add signage for the Nebo Scenic Byway
- Establish a unique identity & Invest in the area
- Develop and prioritize a list of historic significance locations
- Enable surrounding uses to support the prioritized locations
- Create an inviting and inclusive atmosphere for tourists and residents
- Implement regulations that protect Payson's small-town feel and historic identity in each district

Recommendations for Gateway District

- Look at developing an RDA or other funding mechanisms to promote redevelopment in the Gateway District

Recommendations for Main Street/Downtown District

- Look at developing an RDA or other funding mechanisms to promote the preservation of historic buildings.
- Encourage entertainment uses in the downtown core to revitalize and reestablish the area as a destination.
- Encourage adaptive reuse of existing residential dwellings

This economic analysis was completed to understand the development potential of the Payson Gateway Study Area. This analysis was used to inform development styles, densities, and mix of commercial uses and residential uses outlined in the Land Use chapter of the report.

POPULATION, EMPLOYMENT, AND HOUSING PROJECTIONS

Economic markets are heavily influenced by demographics, industry, infrastructure investment, and the existing workforce. This section focuses on many of these measurements to ensure the Downtown Gateway Plan is informed and up to date. The Study Area is defined in the following map.

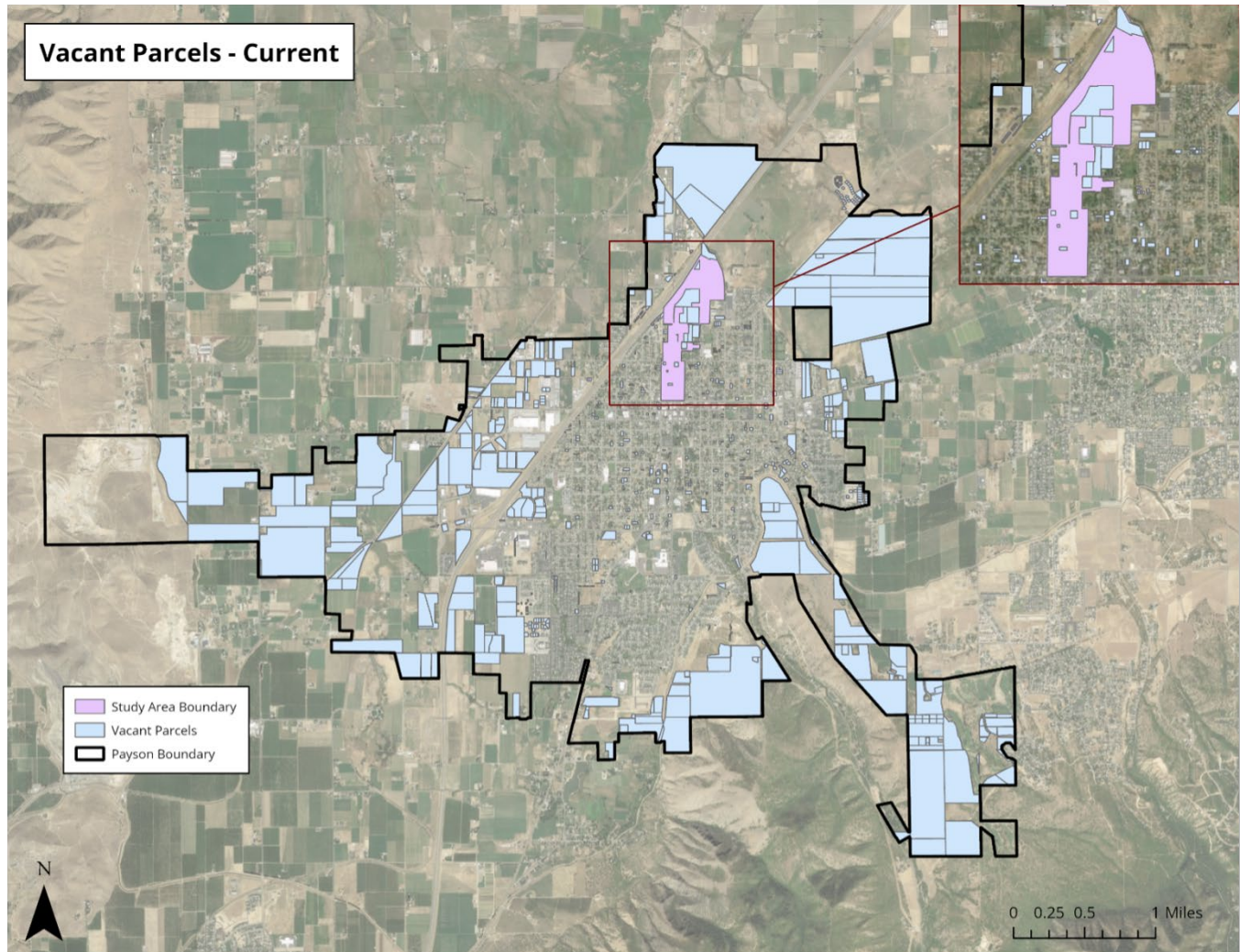


Figure 20: Study Area & Vacant Parcels

Population and Housing Units Within Study Area

The population and housing units of the Study Area were calculated using Census block-level data, while the remaining demographics were determined by leveraging Census tract-level data (see Appendix B). The boundary for Study Area 12 Census blocks. Based on a review of the aerial map of address point data, we calculated the number of address points within the Study Area's boundary to create a ratio of housing units compared to those outside the boundary. The block data population was subsequently multiplied by the ratio to generate an adjusted block population. Table 1 illustrate the population and housing estimates using block-level data before applying the ratio of housing units within the boundary compared to those outside the boundary, while Table 2 applies ratio.

TABLE 1: CENSUS-BLOCK POPULATION AND HOUSING ESTIMATES

	2010 CENSUS		2020 CENSUS		AAGR 2010-2020	
	POPULATION	HU	POPULATION	HU	POPULATION	HU
STUDY AREA	461	152	490	148	0.6%	0.3%
Source: US Census Bureau, TIGER/Line Shapefiles Address Points						

TABLE 2: ADJUSTED FOR ADDRESS POINTS CENSUS-BLOCK POPULATION AND HOUSING ESTIMATES

	2010 CENSUS		2020 CENSUS		AAGR 2010-2020	
	POPULATION	HU	POPULATION	HU	POPULATION	HU
STUDY AREA	289	111	313	111	0.8%	0.3%
See Table 1 as address point data for 2010 is unavailable Source: US Census Bureau, TIGER/Line Shapefiles Address Points						

Current and Projected Population and Households Within Study Area

Payson's current and future population was calculated utilizing existing general plan documents from the City. The Payson 2023 population is estimated at 23,869 and a 2050 population of 58,500. To determine the current populations and households of the Study Area, the Average Annual Growth Rate (AAGR) of historic redistricting Census data found in Table 2 was respectively applied to the 2020 Census-block estimates. The Study Area's 2024 population and households is estimated at 313 persons and 111 households.

An analysis of the Traffic Analysis Zone (TAZ) data compiled by the Mountainland Association of Governments (MAG) results in a 2024 population estimate of 335. Four primary TAZs cross the Study Area's boundary. Based on a review of the aerial map of TAZ 2774, 82 percent of the population and HHs was included in the Study Area estimate based on address point data. Likewise, 13 percent of the population and households in TAZ 2775, 15 percent of TAZ 2778, and 12 percent of 2794 was included in the projected estimates. However, as these are high-level projections made by MAG actual development density may vary.

In 2024, the population estimates from the Census and the TAZ data diverge by 11 residents. While the TAZ projections start higher than the Census block estimate of 335 in 2024, the Census estimates begin to surpass the TAZ projections beginning in 2035. Table 3 includes population and household projections through 2050.

TABLE 3: PROJECTED POPULATION AND HOUSEHOLDS

UNIT	DATA SOURCE	2024	2025	2026	2027	2028	2029	2030
POPULATION	MAG TAZ	335	340	342	342	340	342	343
	Census	324	326	329	331	334	337	339
HOUSEHOLDS	TAZ	106	107	108	109	110	110	112
	Census	112	112	113	113	113	114	114

UNIT	DATA SOURCE	2031	2032	2033	2034	2035	2036	2037	2038	2039	2040
POPULATION	MAG TAZ	345	347	350	350	351	353	355	357	357	360
	Census	342	345	348	350	353	356	359	362	365	368
HOUSEHOLDS	TAZ	113	114	115	116	116	117	118	119	119	120
	Census	114	115	115	115	116	116	116	116	117	117

TABLE 3: CONT.

UNIT	DATA SOURCE	2041	2042	2043	2044	2045	2046	2047	2048	2049	2050
POPULATION	MAG TAZ	361	362	363	363	364	364	364	365	365	366
	Census	371	374	377	380	383	386	389	392	395	398
HOUSEHOLDS	TAZ	121	121	122	122	122	122	123	123	123	124
	Census	117	118	118	118	119	119	119	120	120	120

Employment

Figure 21 compares the historic unemployment rates in Utah County, the State, and the United States. As of April 2023, the unemployment rate in Utah County was 2.0 percent. This is much lower than the national average unemployment rate of 3.4 percent. The State of Utah's unemployment rate is also more favorable than the national average at 2.3 percent.

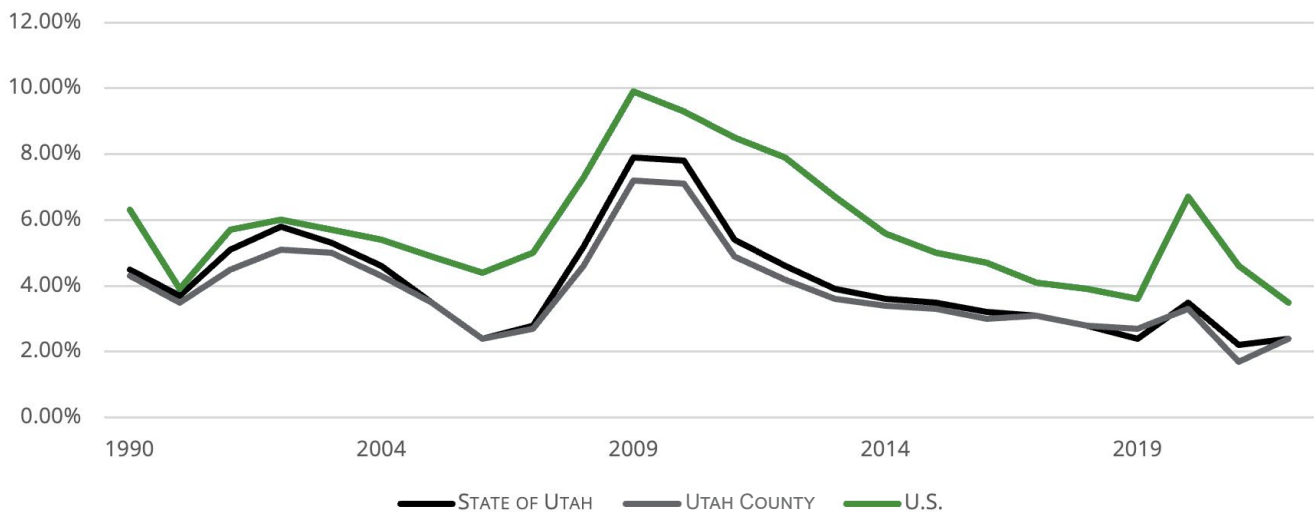


Figure 21: Seasonally Adjusted Historic Unemployment Rate

Current and Projected Employment

The Study Area will experience an increase in the percentage of total employment according to TAZ future employment data. Table 4 combines the applicable TAZs' projected figures by employment type. For total employment, the TAZ AAGR from 2030 through 2040 is 1.0 percent and the AAGR from 2040 through 2050 is 0.3 percent.

TABLE 4: STUDY AREA EMPLOYMENT PROJECTION BY JOB TYPE

	EMPLOYMENT				GROWTH (2024-2050)	
	2024	2030	2040	2050	ACTUAL	PERCENT
Industrial Jobs	588	617	626	792	204	35%
Non Typical Jobs	34	38	39	48	14	41%
Office Jobs	225	231	236	286	61	27%
Retail Jobs	19	12	34	18	(1)	-7%
TOTAL STUDY AREA	867	898	935	1,144	277	32%

Source: Mountainland Association of Governments, Traffic Area Zone Projections

Gateway District

The following represents the potential development density of the Gateway District. There might be minor differences on number of units or square footage of non-residential between this section and Figure 15 (Conceptual Site Plan), but the general land uses and conclusions are the same.

TABLE 5: STUDY AREA EMPLOYMENT PROJECTION BY JOB TYPE

RESIDENTIAL	
Single Family Residential	36
4-Plex	16
Townhomes	58
Condos	262
Garden Apartments	130
Apartments	72
Total Residential	574
NON-RESIDENTIAL	
Regional Commercial	22,600
Retail/Commercial	112,250
Neighborhood Commercial	119,350
Light Manufacturing	55,000
Storage Facility	55,400
Hotel	90 Keys
Total New Commercial	364,600
Existing Commercial	179,111

ANALYSIS OF TAXABLE SALES

Taxable sales within Payson City provide an important metric to assess the general economic health of the City. A sales gap (or leakage) analysis is used to identify economic development opportunities for a community by evaluating the total purchases made by residents inside and outside the community (hence, the term “leakage” for sales lost outside the community). This type of analysis first identifies sales within the State of Utah for each major NAICS code category and then calculates the average sales per capita in each NAICS category. Per capita sales in the City are compared to average per capita sales statewide in order to estimate what portion of resident purchases are being made within City boundaries, and what amount is leaving the City. The resident purchases being made outside of the City represent an opportunity to recapture some of these lost sales. The analysis divides taxable sales into three major categories: retail sales, industry sales and sales related to services.

Historic Taxable Sales

Using the most recent data provided by the Tax Commission, total taxable sales increased by an average of 8.8 percent from 2013 through 2023 in the City.

TABLE 6: HISTORIC TAXABLE SALES (USD \$)

	2013	2014	2015	2016	2017	2018
Payson City	218,972,858	227,884,205	243,065,928	255,365,926	270,007,037	292,418,017
Utah County	7,181,179,111	7,557,462,380	8,151,680,442	8,670,989,599	9,565,873,918	10,164,494,610
State of Utah	49,392,191,209	51,708,376,983	53,981,872,746	56,442,689,985	61,045,404,578	64,963,449,928
Source: State Tax Commission - Calendar Year Taxable Sales						
	2019	2020	2021	2022	2023	10 YR. AAGR
Payson City	317,013,738	368,627,390	418,271,885	476,158,855	509,029,981	8.8%
Utah County	11,242,752,323	12,811,210,631	15,630,706,670	17,488,592,505	17,737,195,355	9.5%
State of Utah	68,923,140,068	74,730,705,784	90,105,221,730	100,893,547,120	102,658,288,828	7.6%
Source: State Tax Commission - Calendar Year Taxable Sales						

Retail Taxable Sales

Payson's greatest retail strength is the General Merchandise category, accounting for 27.1 percent of total retail and service taxable sales, followed by sales at Motor Vehicles and Parts Dealers, Non-Store Retailers Food and Beverage Stores, and Durable Goods. See Table 7 below for a summary of retail spending.

TABLE 7: RETAIL SPENDING BY PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES

	2019	2020	2021	2022	2023
Building Material & Garden Equip	2.3%	2.8%	2.6%	3.0%	2.6%
Clothing & Accessories	0.8%	0.8%	0.8%	0.8%	0.7%
Electronics & Appliances	1.0%	1.0%	1.1%	0.9%	1.0%
Food & Beverages	11.6%	11.5%	9.8%	9.9%	9.3%
Furniture & Home Furnishings	0.2%	0.2%	0.3%	0.3%	0.2%
Gasoline Stations	2.6%	2.5%	2.5%	2.6%	2.5%
General Merchandise	34.7%	32.8%	31.4%	28.3%	27.1%
Health & Personal Care Stores	0.2%	0.3%	0.4%	0.9%	1.0%
Miscellaneous Retail Trade	2.3%	2.1%	2.3%	2.5%	2.7%
Motor Vehicle & Parts Dealers	6.1%	5.0%	5.5%	10.5%	11.9%
Non-Store Retailers	5.5%	9.3%	10.2%	9.9%	10.0%
Sporting Goods	0.5%	0.6%	0.5%	0.4%	0.4%
Wholesale Trade-Durable Goods	9.7%	10.1%	9.9%	8.7%	8.8%
Wholesale Trade-Nondurable Goods	1.4%	1.4%	1.2%	0.9%	0.8%

Services Taxable Sales

Services represent 17.7 percent of Payson's total taxable sales. Food Services and Drinking Places represent the largest spending category within this group. Industries in the Food Services and Drinking subsector are varied, as some provide food and drink only, while others provide various combinations of seating space.

TABLE 8: SERVICES SPENDING BY PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES

CATEGORY	2019	2020	2021	2022	2023
Accommodation	0.5%	0.7%	0.8%	0.9%	0.9%
Admin & Support & Waste Management & Remediation	0.2%	0.3%	0.3%	0.2%	0.2%
Arts, Entertainment, and Recreation	0.4%	0.3%	0.4%	0.4%	0.3%
Educational Services	0.1%	0.0%	0.0%	0.0%	0.2%
Finance & Insurance	0.4%	0.3%	0.2%	0.3%	0.3%
Food Services & Drinking Places	10.2%	9.4%	10.2%	9.6%	9.5%
Health Care & Social Assistance	0.6%	0.6%	0.7%	0.5%	0.5%
Management Of Companies & Enterprises	0.0%	0.0%	0.0%	0.0%	0.0%
Other Services-Except Public Administration	3.1%	2.8%	3.0%	3.3%	3.7%
Professional, Scientific, & Technical Services	1.1%	1.3%	1.5%	1.4%	1.5%
Public Administration	3.7%	3.2%	2.9%	2.8%	2.9%
Real Estate, Rental, & Leasing	0.9%	0.7%	1.1%	0.9%	0.7%

Industry Taxable Sales

11.1 percent of Payson's taxable sales are industry related. A majority of which are in the Manufacturing, Information, and Utilities, subsectors. Most Information sales are in telecommunications.

TABLE 9: INDUSTRY TAXABLE SALE AS PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES

CATEGORY	2019	2020	2021	2022	2023
Agriculture, Forestry, Fishing & Hunting	0.0%	0.0%	0.0%	0.0%	0.0%
Construction	0.2%	0.2%	0.3%	0.4%	0.5%
Information	3.5%	3.1%	3.2%	3.1%	3.0%
Manufacturing	7.2%	6.8%	8.0%	6.6%	7.3%
Mining, Quarrying, & Oil & Gas Extraction	0.0%	0.0%	0.0%	0.1%	0.1%
Transportation & Warehousing	0.0%	0.1%	0.0%	0.0%	0.1%
Utilities	1.6%	1.4%	1.3%	1.5%	1.8%

Sales Leakage Analysis

The table below provides a general overview of leakage and retention by major category. Negative numbers estimate the approximate leakage of taxable sales from Payson City to other communities. When leakage is occurring, the capture rate is below 100 percent, indicating the City is not collecting the average sales expected based on a per capita basis relative to the State average. Positive numbers indicate that Payson City is attracting more than the State average relative to that category, suggesting

shoppers from outside the City are attracted to the area for certain types of purchases or that there is a high concentration of this type of spending. This is reflected in the capture rate as a number above 100 percent.

TABLE 10: INDUSTRY TAXABLE SALE AS PERCENT OF TOTAL RETAIL AND SERVICE TAXABLE SALES

	PAYSON TAXABLE SALES	PER CAPITA SPENDING	STATE PER CAPITA SPENDING	CAPTURE RATE	PER CAPITA LEAKAGE	TOTAL LEAKAGE
RETAIL						
Build, Material & Garden Equip	\$11,334,065	\$475	\$1,273	37%	(\$799)	(\$19,059,937)
Clothing & Accessories	\$3,105,074	\$130	\$567	23%	(\$437)	(\$10,422,725)
Electronics & Appliances	\$4,557,050	\$191	\$339	56%	(\$149)	(\$3,545,626)
Food & Beverage	\$40,743,235	\$1,707	\$1,494	114%	\$213	\$5,093,636
Furniture & Home Furnishings	\$858,271	\$36	\$300	12%	(\$264)	(\$6,298,474)
Gasoline Stations	\$11,000,000	\$461	\$440	105%	\$20	\$485,849
General Merchandise	\$118,493,896	\$4,964	\$2,163	230%	\$2,802	\$66,873,622
Health & Personal Care	\$4,306,096	\$180	\$217	83%	(\$36)	(\$868,182)
Miscellaneous Retail Trade	\$11,635,172	\$487	\$601	81%	(\$113)	(\$2,704,054)
Motor Vehicle & Parts Dealers	\$51,900,911	\$2,174	\$2,325	94%	(\$150)	(\$3,585,454)
Non-Store Retailers	\$43,752,745	\$1,833	\$1,775	103%	\$58	\$1,383,409
Sporting Goods	\$1,800,617	\$75	\$350	22%	(\$274)	(\$6,550,956)
Durable Goods	\$38,604,352	\$1,617	\$1,730	93%	(\$113)	(\$2,693,880)
Nondurable Goods	\$3,395,311	\$142	\$289	49%	(\$147)	(\$3,510,247)
Electronic Markets	\$667,967	\$28	\$40	70%	(\$12)	(\$284,602)
Retail Subtotal	\$346,154,762	\$14,502	\$13,903	104%	\$600	\$14,312,378
INDUSTRY						
Agriculture, Forestry, Fishing & Hunting	\$62,257	\$3	\$10	26%	(\$7)	(\$176,392)
Construction	\$2,346,765	\$98	\$409	24%	(\$311)	(\$7,425,195)
Information	\$13,294,251	\$557	\$819	68%	(\$262)	(\$6,243,106)
Manufacturing	\$32,040,776	\$1,342	\$1,045	128%	\$297	\$7,100,169
Mining, Quarrying, & Oil & Gas Extraction	\$450,000	\$19	\$147	13%	(\$128)	(\$3,053,165)
Transportation & Warehousing	\$364,122	\$15	\$82	19%	(\$67)	(\$1,587,926)
Utilities	\$7,750,000	\$325	\$789	41%	(\$464)	(\$11,075,491)
Industry Subtotal	\$56,308,171	\$2,359	\$3,300	71%	(\$941)	(\$22,461,106)

TABLE 10: CONT.

SERVICES						
Accommodation	\$4,000,000	\$168	\$745	\$0	(\$578)	(\$13,787,360)
Admin, Support, Waste Management, & Remediation	\$987,656	\$41	\$100	41%	(\$59)	(\$1,399,336)
Arts, Entertainment, & Rec	\$1,129,977	\$47	\$317	15%	(\$269)	(\$6,427,216)
Educational Services	\$739,810	\$31	\$51	60%	(\$20)	(\$484,692)
Finance & Insurance	\$1,223,884	\$51	\$88	58%	(\$37)	(\$875,925)
Food Services & Drinking Places	\$41,476,950	\$1,738	\$1,739	100%	(\$2)	(\$41,954)
Health Care & Social Assistance	\$2,288,479	\$96	\$43	223%	\$53	\$1,264,032
Management Of Companies & Enterprises	\$25,000	\$1	\$8	13%	(\$7)	(\$164,380)
Other Services-Except Public Administration	\$16,280,439	\$682	\$554	123%	\$128	\$3,058,312
Professional, Scientific, & Tech Services	\$6,366,427	\$267	\$485	55%	(\$218)	(\$5,208,601)
Public Administration	\$12,750,000	\$534	\$80	665%	\$454	\$10,832,663
Real Estate, Rental, & Leasing	\$3,025,002	\$127	\$564	22%	(\$437)	(\$10,426,679)
Services Subtotal	\$90,293,624	\$3,783	\$4,774	79%	(\$991)	(\$23,661,135)
OTHER						
Private Motor Vehicle Sales	\$11,250,000	\$471	\$514	\$1	(\$42)	(\$1,009,346)
Special Event Sales	\$509,534	\$21	\$23	93%	(\$2)	(\$39,804)
Unknown/Non-Classifiable	\$0	\$0	\$0	0%	(\$0)	(\$10,005)
Prior-Period Payments & Refunds	\$4,513,890	\$189	\$220	86%	(\$31)	(\$748,128)
Other Subtotal	\$16,273,424	\$682	\$757	90%	(\$76)	(\$1,807,283)
TOTALS	\$509,029,981	\$21,326	\$22,734	94%	(\$1,408)	(\$33,617,146)
*Income Adjusted (Income is adjusted based on the percentage of Payson's per capita income of the State's per capita income to more accurately reflect local economic conditions.)						

The retail capture rate of 104 percent indicates that Payson City is attracting more than the State average relative to the category, suggesting shoppers from outside the City are attracted to the area for certain types of purchases or that there is a high concentration of this type of spending. The remaining major categories are leaking relative to State average spending. The per capita spending in Payson is approximately \$21,326, compared to the State average of \$22,734. The total taxable sales leaking to other communities is estimated at \$33M. Assuming a sales tax levy of 0.5 percent based on point of sale, this equates to a loss of \$921K in tax revenues.

Conclusions Related to Sales Leakage Analysis

While the City has a retail capture rate greater than 100 percent, there are areas where the City is experiencing leakage into other communities. As a result, the City should encourage economic growth around I-15/Main St. intersection with a focus on neighborhood scale retail. Development should be based on a mix of uses including single family and multifamily residential, office, and retail. The areas of retail focus include restaurants, auto dealerships, hotels/motels, building supply, personal services.

The City should also support and encourage commercial development within the Downtown District, with a focus on a mix of uses including public space, multifamily residential, office, and retail. Areas of focus for the Historic District include personal and professional services, boutique retail, cafes, dining and other eating places, government buildings, and public space.

MARKET ANALYSIS AND FEASIBILITY STUDY

Existing Market Conditions

The following section assesses the Town Center's feasibility to develop neighborhood scale retail by addressing the existing market conditions within the City including property taxation, land uses and zoning, historic average annual daily trips on major City roadways, an illustration of competitive market sites, projected growth within the Demand Area, supportable commercial zoning, and potential barriers to future economic growth. Retail at the neighborhood scale generally requires a minimum of three to ten acres with a population between 3,000 and 40,000. Furthermore, a typical design of neighborhood scale retail in Utah focuses on grocery stores as an anchor tenant, with adjacent commercial square footage dedicated to personal services (e.g., fast-casual dining, services, health offices, wireless cell services, etc.).

Property Tax

Utah's municipal tax rate setting process is designed to achieve budget neutrality. An entity's prior year budgeted revenue serves as the baseline for current year certified tax rate calculations. According to the Utah State Tax Commission:

The county assessor and State Tax Commission provide valuation information to the county auditor, including changes in value resulting from reappraisal, new growth, factoring and legislative adjustments. The State Tax Commission and the county auditor calculate certified tax rates and the county auditor provides taxing entities with valuation and certified tax rate information. The certified tax rate provides a taxing entity with the same amount of property tax revenue it received in the previous tax year plus any revenue generated by additional growth in its taxable value. When this information is received, taxing entities compute and adopt proposed tax rates. If an entity is proposing a property tax revenue increase, it may only adopt a tentative or proposed tax rate. The exact requirements to increase property tax revenue vary depending on whether the entity is a calendar year or a fiscal year entity. These procedures are discussed in more detail in Standard 10.9 "Truth in Taxation".

In order to adopt a tax rate that exceeds the Certified Tax Rate, an entity must go through what is known as the "Truth-in-Taxation" process. Truth-in-Taxation statutes require that entities proposing a tax increase must advertise the increase and hold a public hearing. The Certified Tax Rate or the proposed rate, if adopted, is applied to all taxable value within the boundaries of the taxing entity.

TABLE 11: TAX RATE COMPARISONS AMONG UTAH COUNTY COMMUNITIES

	2022 POPULATION	POPULATION RANK	2023 TAX RATE	2023 TAX RATE RANK	2022 TAX RATE	2021 TAX RATE	2020 TAX RATE	2019 TAX RATE
Eagle Mountain	54,149	4	0.000524	18	0.000541	0.000724	0.000769	0.000825
Highland	19,902	11	0.000794	17	0.000817	0.001122	0.001216	0.001254
Lindon	11,704	15	0.000853	16	0.000907	0.001116	0.001174	0.001241
Orem	95,910	2	0.000893	15	0.000925	0.001094	0.001166	0.001260
Saratoga Springs	49,354	5	0.001043	14	0.001028	0.001359	0.001446	0.001570
Spanish Fork	44,102	6	0.001085	13	0.001111	0.001129	0.001200	0.000991
Springville	35,832	9	0.001145	12	0.001159	0.001497	0.001612	0.001763
Cedar Hills	9,956	18	0.001148	11	0.001123	0.001495	0.001646	0.001737
Lehi	84,373	3	0.001153	10	0.001189	0.001429	0.001451	0.001538
Payson	22,516	10	0.001193	9	0.001193	0.001193	0.001193	0.001272

TABLE 11: CONT.

Salem	10,393	16	0.001237	8	0.001227	0.001227	0.001290	0.001411
Alpine	10,304	17	0.001281	7	0.001306	0.001306	0.001424	0.001473
Santaquin	16,898	12	0.001404	6	0.000935	0.001282	0.001396	0.001499
Pleasant Grove	37,630	7	0.001474	5	0.001303	0.001497	0.001602	0.001734
Mapleton	12,999	14	0.001538	4	0.001489	0.002048	0.002209	0.002317
American Fork	37,268	8	0.001778	3	0.001679	0.001687	0.001906	0.002027
Provo	113,523	1	0.001802	2	0.001710	0.002230	0.002426	0.002560
Vineyard	14,535	13	0.002842	1	0.002903	0.003329	0.003249	0.003369

The total Payson tax rate is made up of levies by Utah County, Multicounty and County Assessing, Nebo School District, Payson City, and the Central Utah Water Conservancy. As shown in Figure 22, the Nebo School District accounts for approximately 58.0 percent of the tax rate in 2022. The Payson City municipal tax rate as a percent of the total tax rate has fluctuated historically between 10 percent and 12 percent as shown in Figure 23.

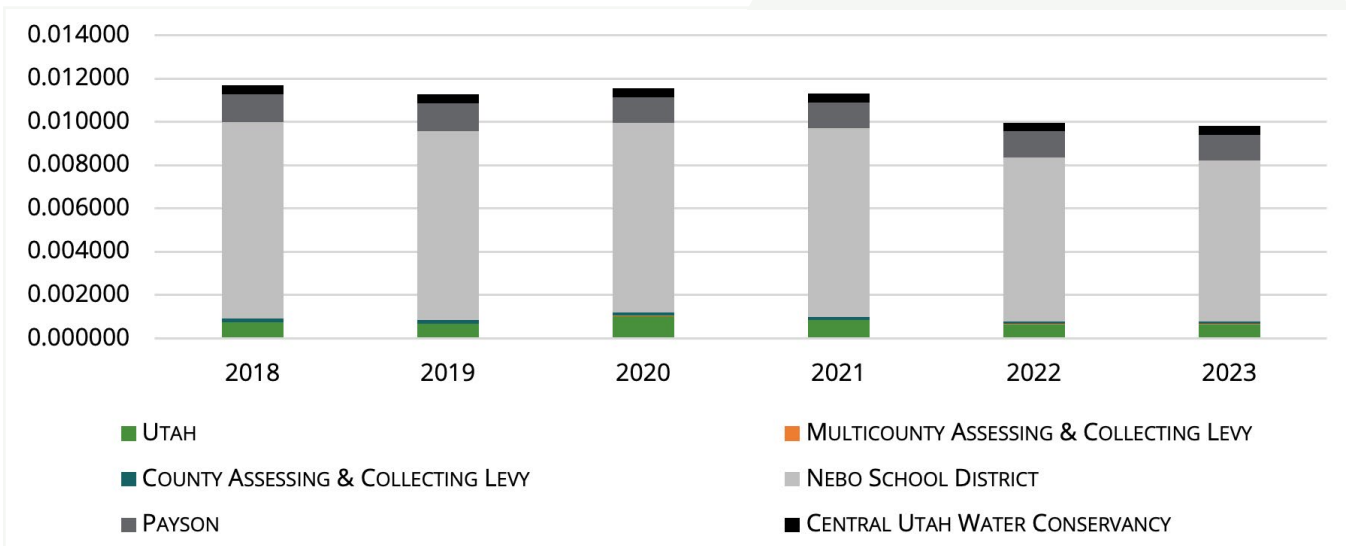


Figure 22: Historic Tax Rate For Payson

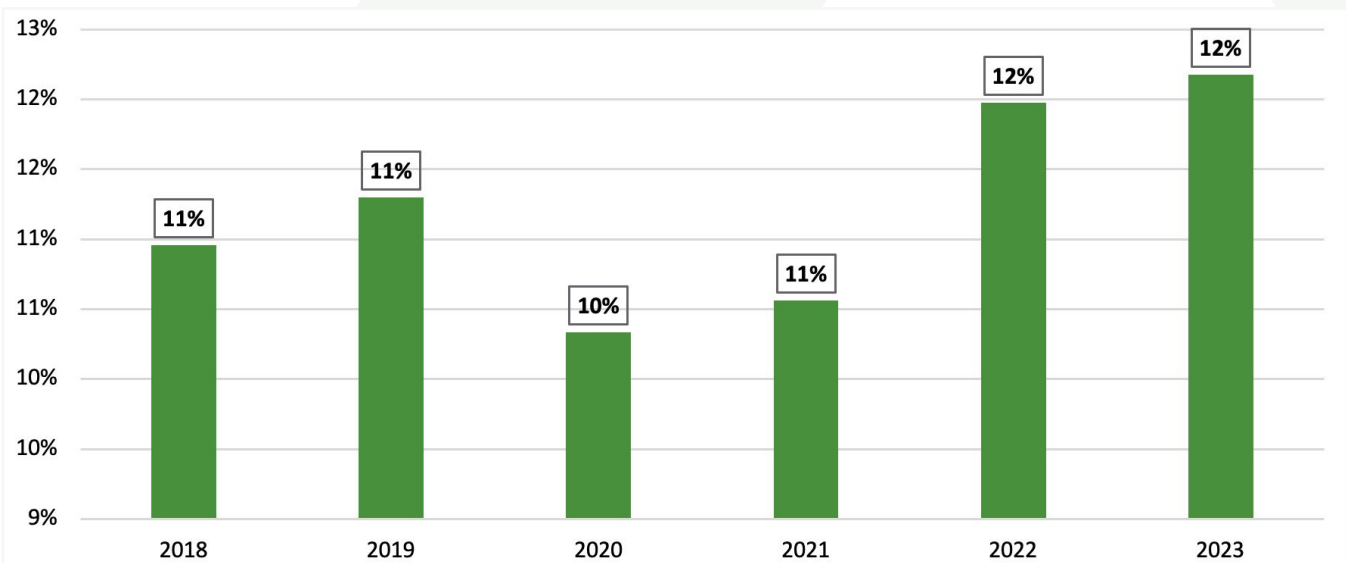


Figure 23: Payson Tax Rate as a Percent of Total Tax Area

Land Use and Parcel Analysis

The distribution of land use within the Study Area is shown below. The concentration of commercial development is 46 percent of the market value and 60 percent of the taxable value. There are approximately 18 acres of vacant land.

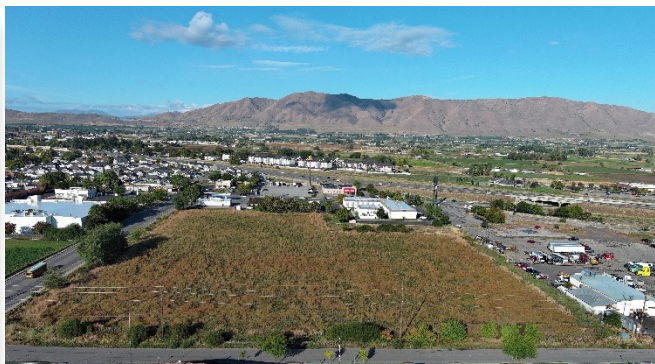


TABLE 12: DISTRIBUTION OF LAND USE TYPES WITHIN DEMAND AREA

PROPERTY TYPE	PARCELS	ACRES	BLD. SF	TAXABLE VALUE	TAXABLE VALUE PER ACRE	MARKET VALUE	TOTAL VALUE PER ACRE
Single Family	85	29.46	212,919	\$16,959,910	\$1,033,729	\$30,451,000	\$575,743
Multifamily	3	0.66	9,631	\$861,080	\$2,359,562	\$1,565,600	\$1,297,759
Commercial	14	40.80	911,043	\$35,858,560	\$880,897	\$35,943,700	\$878,811
Office	3	0.90	49,087	\$1,732,800	\$1,928,610	\$1,732,800	\$1,928,610
Industrial	4	3.32	102,222	\$2,396,935	\$784,947	\$2,608,300	\$721,339
Vacant	18	32.85	255,000	\$2,354,352	\$171,584	\$5,636,500	\$71,670
Other	15	15.35	116,140	\$737,900	\$48,058	\$737,900	\$48,058
TOTAL	142	123.35	1,656,042	\$60,901,537	\$7,207,387	\$78,675,800	\$5,521,989

Source: Utah County Parcels

PROPERTY TYPE	% OF PARCELS	% OF ACRES	% OF BLD. SF	% OF TAXABLE VALUE	% OF MARKET VALUE	MARKET VALUE	TOTAL VALUE
Single Family	59.9%	23.9%	12.9%	27.8%	38.7%	\$30,451,000	\$575,743
Multifamily	2.1%	0.5%	0.6%	1.4%	2.0%	\$1,565,600	\$1,297,759
Commercial	9.9%	33.1%	55.0%	58.9%	45.7%	\$35,943,700	\$878,811
Office	2.1%	0.7%	3.0%	2.8%	2.2%	\$1,732,800	\$1,928,610
Industrial	2.8%	2.7%	6.2%	3.9%	3.3%	\$2,608,300	\$721,339
Vacant	12.7%	26.6%	15.4%	3.9%	7.2%	\$5,636,500	\$71,670
Other	10.6%	12.4%	7.0%	1.2%	0.9%	\$737,900	\$48,058
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	\$78,675,800	\$5,521,989

Source: Utah County Parcels

Supportable Commercial Zoning

To determine the supportable commercial zoning within the Study Area, this analysis evaluates future taxable sales growth, per capita spending by sector, and general commercial zoning ratios from other communities. Using two different methodologies, this analysis provides an estimate of supportable acreage by the following categories: general retail, industry, services, and total commercial acreage.



Figure 24: Example of Supportable Commercial Development (Neighborhood Scale Retail)

Utilizing an estimated per capita spending of \$21,326, and the projected population increase of 34,000 people (Payson City total population of 58,500 persons by 2050 according to Strategic Plan documents), the total supportable zoning is estimated at 2.7M SF, as shown in Table 13.

**TABLE 13: PAYSON CITY SUPPORTABLE COMMERCIAL ZONING
BASED ON PER CAPITA SPENDING**

	GENERAL RETAIL	INDUSTRY	SERVICES	OTHER	TOTAL
Per Capita Spending (Utah Income Adjusted)	\$14,502	\$2,359	\$3,783	\$682	\$21,326
New Growth	34,288	34,288	34,288	34,288	34,288
TOTAL SPENDING	\$497,251,526	\$80,886,722	\$129,706,846	\$23,376,783	\$731,221,877
Median Sales Volume Per SF of GLA	\$275	\$275	\$275	\$275	\$275
Supportable SF	1,808,187	294,134	471,661	85,006	2,658,989

Using the residential development densities identified in the Gateway Study Area, the total supportable commercial square footage attributable to the direct demand of the Gateway Study Area is 155K SF, as Shown in Table 14. This illustrates that while growth with the Gateway Study Area may lead to additional commercial development, demand from the entire City will be needed to support the proposed development densities.

**TABLE 14: GATEWAY STUDY AREA SUPPORTABLE COMMERCIAL ZONING
BASED ON PER CAPITA SPENDING**

	GENERAL RETAIL	INDUSTRY	SERVICES	OTHER	TOTAL
Per Capita Spending (Utah Income Adjusted)	\$14,502	\$2,359	\$3,783	\$682	\$21,326
New Growth	1,992	1,992	1,992	1,992	1,992
TOTAL SPENDING	\$28,885,338	\$4,698,709	\$7,534,670	\$1,357,957	\$42,476,674

TABLE 14: CONT.

Median Sales Volume Per SF of GLA	\$275	\$275	\$275	\$275	\$275
Supportable SF	105,038	17,086	27,399	4,938	154,461

Main Street Benchmark

A comparison of other communities with a population slightly higher than the current Payson population illustrates a range of supportable commercial SF. The City currently supports over 900,000 SF of commercial space within the Study Area.

TABLE 15: BENCHMARK COMMERCIAL SF

	2023 POPULATION	MAIN ST. SF
Payson (Study Area)	23,869	911,043
American Fork	34,422	1,617,186
Bountiful	45,762	1,296,912
Farmington	46,422	24,371
Kaysville	32,976	125,602
Pleasant Grove	37,949	172,600
Spanish Fork	43,870	1,157,832
Springville	36,135	1,852,276



It is likely that future commercial growth will occur around existing neighborhood scale retail, which provides personal services, food services, gas and lodging, and general retail purchases. As shown in Table 16, retail at the neighborhood scale generally requires a minimum of three to ten acres with a population between 3,000 and 40,000. The Town Center provides an ideal location for the expansion of neighborhood scale retail based on the projected demographics, sales leakage, increase trips, and location of the Demand Area.

TABLE 16: TYPICAL RETAIL DEVELOPMENT REQUIREMENTS

TYPE OF CENTER	LEADING TENANT	TYPICAL GLA	GENERAL RANGE IN GLA	USUAL MINIMUM SIZE IN ACRES	APPROXIMATE MINIMUM POPULATION REQUIRED
Neighborhood	Supermarket	60,000	30,000 - 100,000	3 - 10	3,000 - 40,000
Community	Supermarket, drugstore/ pharmacy	180,000	100,000 - 400,000	10 - 30	40,000 - 150,000
Regional	Discount department store, mixed apparel	600,000	300,000 - 900,000	10 - 60	150,000 or more
Super Regional	One or two full line	1,000,000	600,000 - 2,000,000	15 - 100 or more	300,000 or more

Source: Urban Land Institute, Retail Development, 4th ed.

Future Commercial Development

The supportable commercial analysis reinforces the current concept site plan for the Gateway District (see Figure 15), which includes 364,600 SF dedicated to commercial space. With a high concentration of projected growth, proximity to a regional transportation network, and minimal overlap with competitive neighborhood market sites, the Study Area provides an ideal location for the expansion

of neighborhood scale retail. The Gateway District will primarily serve local demand based on neighborhood village scale retail, with a focus on offering day-to-day goods and services, while providing a gathering place for Payson residents.

Additional Economic Development Trigger Sites

In addition to the Gateway District development, there are several economic development trigger sites that could develop in the near term, stimulating additional economic growth in the surrounding area. These sites include:

- 100 North and Main Street
- Existing City Properties within Historic District
- 400 North Farmer's Market Site
- Nebo School District Transportation Parcel
- Developable Areas near I-15/Main St. intersection

TRIGGER SITE - A trigger site is a strategic location or project designed to spark broader regional growth. These sites, often hosting major developments like commercial hubs or infrastructure projects, attract investment, create jobs, and stimulate surrounding economic activity. By leveraging location and incentives, trigger sites drive sustained economic transformation.

A brief description of each site is discussed in the following paragraphs. Each site should be further evaluated to determine development potential. In addition, the development of each site should focus on maximizing the City's economic objectives, while supporting adjacent land uses and preserving historic character. The primary objective of each trigger site is to focus on a mix of residential and commercial uses.



100 North and Main Street

This site includes an area of approximate 1.5 acres at the corner of 100 North and Main Street. Currently, the site includes a plaza area with signage, a historic building, parking lot and vacant land. A new multi-story mixed-use building that complements the turn-of-the-20th-century architecture would serve as a viable redevelopment option for this area. The corner property is owned by Payson City but could potentially incorporated into the development.



Figure 25: 100 North and Main Street Corner Development Opportunities

Downtown District

The City currently owns three parcels within the Downtown District totaling approximately .5 acres. This site includes public space and signage, the City library, and a parking lot. Similar to the 100 North and Main trigger site, a new mixed-use building with a minimum of four stories and 18 residential units would serve as a viable redevelopment option for this area.



Figure 26: Historic Downtown Development Opportunities

400 North Farmers Market

The parcel on the southeast corner of the 400 North / Main Street intersection is currently owned by a local farmer and used as a market to sell local produce. The market typically operates during the fall months, but sits vacant for the remainder of the year. This location could be redeveloped in partnership with the landowner to include a more permanent retail facility while maintaining the farmers market function. Examples of this concept at various scales include Rowley's Red Barn in Santaquin, The Barn in Spanish Fork, and Riley's Taste of Sunshine in Payson.



Nebo School District Transportation Parcel

The parcel along 300 East between 700 North and 920 North is currently owned by the Nebo School District and is used to house and maintain the district's bus fleet. The school district is considering relocating this facility and selling the property. While the current configuration of the property lends itself to industrial-type uses, this parcel would likely be more valuable to the district in the short term, and more valuable to the city in the long term if it were redeveloped as garden court style housing as shown in Section 4. However, Payson City Council's recommendation is to keep this parcel industrial, while considering residential redevelopment as a hypothetical alternative long-term plan. Thus, the preferred conceptual land-use plan shows this parcel staying industrial.

I-15/Main St. Intersection (Gateway Site Plan)

This site is the largest area available for redevelopment, which provides the potential for creating a unique, neighborhood-scale experiential destination. However, it is likely this site will not be developed immediately. When it does develop, this site should be developed from a more neighborhood or regional commercial context, as identified in the Gateway Site Plan (see Figure 15).

Conclusions Related to Future Commercial Development

The supportable commercial zoning analysis indicates that future commercial development is viable. Areas of focus in the Gateway Site include restaurants, hotels/motels, building supply, and personal services. Areas of focus in the Historic District include personal and professional services, boutique retail, cafes, dining and other eating places, government buildings, and public space. The City should support and encourage commercial growth through the development of trigger sites. This includes the research development options with the development community and explore the opportunity to team with a developer to buildout trigger sites based on community vision. In addition, the City should identify medium and long-term trigger sites that would be ideal for future development.

STRENGTHS, WEAKNESSES, OPPORTUNITIES, AND THREATS (SWOT) ANALYSIS

SWOT Analysis is a strategic planning tool that allows the City to examine the strengths, weaknesses, opportunities, and threats (SWOT) that bolster or stifle economic development. On October 10th, 2023, the project team and technical advisory committee (TAC) completed the Discovery Walking Tour. The tour's participants walked down Historic Main Street and included several stops to collect notes on the existing conditions. The tour also drove down 600 North, 300 East, and under I-15 and discussed the future Utah Valley University (UVU) campus and FrontRunner Station. The SWOT Analysis considers internal and external factors that affect Payson City's downtown and highlights positive and negative conditions that affect the City's ability to sustain and attract businesses and create a vibrant community. The following illustrates the key findings of the SWOT Analysis process:



FUNDING ANALYSIS

Summary of Economic Development Financing Tools

There are a wide variety of tools and incentives available to help achieve economic development goals. Below is a brief description of several resources available to the City.

Transit Reinvestment ZONE (TRZ)

As defined in Utah Code 11-13-103(22), Transit Reinvestment Zone relates to an “area created by two or more public agencies by interlocal agreement to capture increased property or sales tax revenue generated by a transportation infrastructure project.” The TRZ legislation allows the City to enter into agreement with two or more public entities regarding the creation of a TRZ. By agreement, the entities define:

- Define the transportation infrastructure need and proposed improvement.
- Define the boundaries of the zone.
- Establish terms for sharing sales tax revenue among the members of the agreement.
- Establish a base year to calculate the increase of property tax revenue within the zone.
- Establish terms for sharing any increase in property tax revenue within the zone.
- Hold a public hearing regarding the details of the proposed transportation reinvestment zone.

While the legislation regarding TRZs is limited, there doesn’t appear to be a statutory requirement explicitly limiting how a public agency may use revenues generated from a TRZ. As stated above (and found in Section 11-13-227), the two public agencies

creating the TRZ must establish terms for sharing the sales tax revenue and increased property tax revenues generated by the TRZ. If any surplus revenues remain in a tax revenue account created as part of a TRZ Agreement, then “the parties may use the surplus for other purposes as determined by agreement of the parties.” The statute indicates that the TRZ boundaries determine the areas from which the parties to the TRZ Agreement may collect increased tax revenues (subject to the specific terms of the agreement). However, the statute does not appear to specifically limit how those generated revenues may be used.

Furthermore, the TRZ legislation allows for the inclusion of transportation improvements outside the TRZ boundaries if there is a finding of “direct benefit”. It is recommended that the public entities involved in the TRZ make a similar finding in support of investment outside the Study Area.

Revolving Loan Funds and Grants

A revolving loan fund is a source of money from which loans are made for small business development projects. A loan is made to a business and as repayments are made, funds become available for future loans to other businesses. This tool is mainly used to finance local, expanding, or small businesses within the community. The funds used to create a revolving loan fund may have rules governing the program design. For example, the Department of Housing and Urban Development has specified rules for Community Development Block Grants. Matching grants or revolving loan funds have been very successful in various communities throughout Utah. Dilapidated areas within the City may benefit from creating a revolving loan fund that would encourage the upgrade of facades and other building renovations. Most businesses see increased traffic from improvements to their properties.

Community Development Block Grants

Community Development Block Grants can be used for development in parts of the community that qualify as low- and moderate-income areas. These funds may also be used for projects that remove impediments of access for elderly and the disabled.

Business Improvement Districts

A business improvement district (BID) is a public-private partnership that allows for additional taxes to be collected from businesses within a designated area. The taxes generated by a BID are used for public improvements based on the concept that well-maintained public spaces will increase commerce. BIDs are managed by nonprofit corporations created by the district. BIDs allow businesses to share the costs to increase business activity within the community through joint ventures including joint marketing, ad campaigns, events in the district area, and planning for parking and facility improvements. The City may contribute through facilitation of meetings at municipal buildings, advertising on municipal websites, etc.

Sales Tax Incentives

For strong destination retail anchors, the City may offer a sales tax incentive for a period of time. The City should consider sales tax incentives on a case-by-case basis. This should only be considered for a major tax-generating retailer or to retain a current major tax-generating business.

Special Assessment Bonds

Special Assessment Bonds allow a governmental entity to designate a specific area which will be benefited by public improvements and levy a special assessment, like a tax lien, to finance the public improvements. This assessment is then used to repay the debt service. Usually, only the property owners receiving the benefit from the improvements are assessed the costs.

CRA Financing Tool

A Redevelopment Agency (RDA), a Community Development and Renewal Agency (CDRA), and a Community Reinvestment Agency (CRA and collectively “Agency”) are multiple terms that have been used over time to describe a local government Agency that is established for the broad purpose of economic, redevelopment, and community development activities. These Agencies are quasi-government entities in Utah that are authorized by the State to implement economic, redevelopment, and community development goals. Under current law (17C), these Agencies are responsible for the creation of Community Reinvestment Project Areas (CRAs) and the development, implementation, and oversight of Project Area Plans and Project Area Budgets established as part of URAs, EDAs, RDAs, CDAs, or CRAs (each of these being specific project areas authorized under current or previous statute). Project Area Plans and Project Area Budgets include the area’s economic, redevelopment, and community development goals and the types of projects that will be planned. These Agencies (RDAs, CDRA’s, and CRAs), and the Project Areas they create, are funded through a tax incentive program called “Tax Increment Financing”. Historically, tax increment project areas focused on urban renewal (URA), economic development (EDA), redevelopment (RDA), community development (CDA) or community

reinvestment (CRA). While the establishment of these areas had similar goals to encourage reinvestment and redevelopment, each had a specific focus, with economic development areas focused on job creation, urban renewal areas focused on the elimination of development impediments, and community development and community reinvestment areas focusing on community development and reinvestment. Utah Code (17C) was modified in 2016 to condense all tax increment project area development under a new framework titled Community Reinvestment Areas (CRA). CRAs help local governments promote economic development, job creation, and eliminate development impediments. They leverage local public funds with private dollars, which is a power that cities or counties may not have on their own.

Some examples of traditional CRA projects include:

- Streetscapes and roadway improvements
- Water and sewer improvements
- Flood control initiatives
- Sidewalks and street tree plantings
- Parking lots and garages
- Neighborhood parks
- Building renovations
- New building construction

Special Assessment Bonds may not be created if 50 percent or more of those liable for the assessment payment protest its creation. These bonds usually have a higher interest rate than the other bonds discussed in this section. All improvements must be owned by the issuer and repayment cannot exceed twenty years. The main advantage to these bonds is: 1) no bond election required, 2) only benefited owners pay for the improvements, and 3) limited risk to the City.

Municipal Building Authority Lease Revenue Bonds (“MBA”)

Cities, counties, and school districts are allowed to create a non-profit organization solely for the purpose of acquiring, constructing, improving, and financing the cost of a project on behalf of a public body that created it. Normally, MBA bonds are used to construct municipal buildings, however MBA bonds have been used to finance parks and recreation facilities as well. The legal limitation on MBA bonds issued is 40 years.

Sales Tax Revenue Bonds

Sales tax revenues can be utilized as a sole pledge for the repayment of debt. These bonds do not require a bond election and are often used for the acquisition and construction of any capital facility owned by the issuing entity. The bond market usually requires a higher debt service ratio of at least two or three times the revenue to debt.



ECONOMIC DEVELOPMENT STRATEGIES

Based on our economic analysis, input from City staff, and input from project stakeholders, the following list of economic development strategies were developed.

Recommendations for Full Study Area

1. Support and encourage local business owners.

- Develop local business stakeholder working group.
- Conduct additional surveys of local business needs.
 - Address topics related to infrastructure, regulation, business, security, financial sustainability, tourism and demand, etc.
- Develop solutions for local businesses related to grant opportunities, funding strategies, education opportunities, incubator programs, etc.

2. Support and encourage the development of trigger sites.

- Team with developer to buildout trigger sites based on community vision.
- Focus on existing trigger sites:
 - Northwest corner of 100 N (SR-198) and Main St.
 - Existing City properties within Downtown District.
 - Developable Areas near I-15/Main St. interchange.
 - Southeast corner of 400 N and Main St.
- Identify medium- and long-term trigger sites.

Recommendations for Gateway District

3. Encourage economic growth in the Gateway District with a focus on neighborhood scale retail.

- Promote a mix of uses including single family and multifamily residential, office, retail, and neighborhood-scale experiential destinations.
- Areas of focus include restaurants, hotels/motels, building supply, and personal services.

Recommendations for Main Street District

4. Promote Beautification, Street Lighting, and Signage Along Main street.

- Increase wayfinding signage from I-15/Main St. intersection through Main St.
- Explore the applicability of a special assessment within the historic district for beautification.
- Explore utilization of beautification micro-grants. Businesses can receive a match of up to a certain amount for eligible beautification projects including painting, lighting or the addition of flowers or art.
- Conduct a financial feasibility plan for additional street lighting improvements along Main St.
- Support adaptive reuse of existing dwellings and implement beautification projects that reinforce the small-town feel.

5. Support and encourage development within Main Street District.

- Promote a mix of uses including public space, multifamily residential, office, and retail.
- Areas of focus include personal and professional services, boutique retail, cafes, dining and other eating places, government buildings, and public space.

Recommendations for Downtown District

6. Preserve Payson's Historic Downtown District.

- Encourage the restoration and renovation of existing historic buildings.
- Encourage adaptive reuse of buildings with historic significance.

EXISTING CONDITIONS DATA COLLECTION

Existing conditions data is collected as part of a study to establish a baseline understanding of the transportation network, including traffic volume data, roadway characteristics, intersection controls, and access conditions. These data elements serve as a critical reference point for evaluating potential changes or improvements to a roadway or intersection, allowing an accurate assessment of impacts from proposed land use and transportation scenarios.

Study Area Transportation Network

Roadway Functional Classification

Figure 27 depicts the City's existing roadway functional classification for roadways within the Study Area.

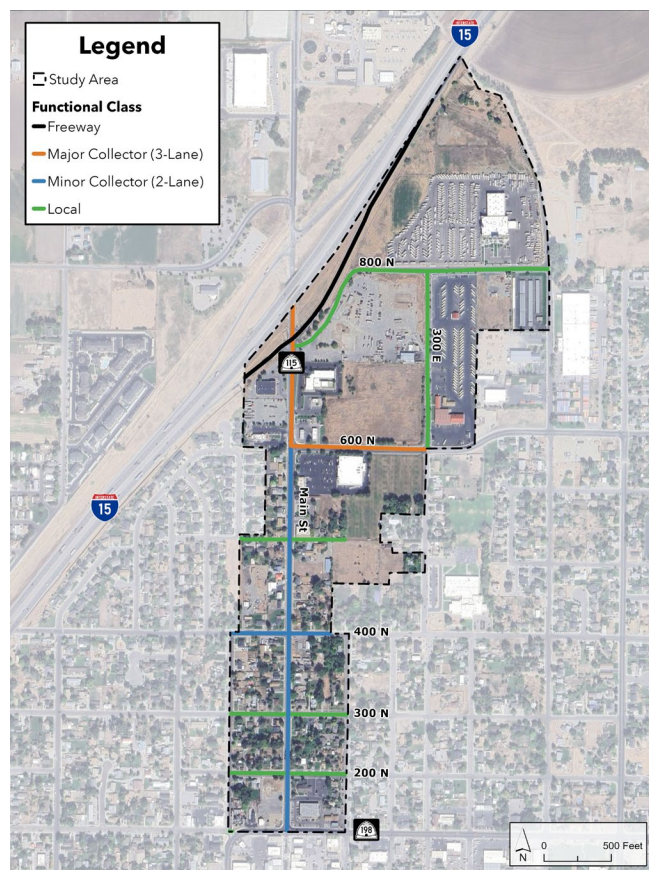


Figure 27: Existing Study Area Roadway Functional Classification

Main Street Right-of-Way Cross Section

The existing Main Street right-of-way cross section between 100 North and 600 North is generally 64 feet as measured from the back of sidewalk to the back of sidewalk. This includes 44 feet of paved roadway plus curb and gutter in addition to the park strips and sidewalks. The roadway is striped to accommodate one lane of travel in each direction and allows on-street parking on both sides of the street.

North of 600 North the roadway is striped to accommodate a center turn lane (three-lane cross section) before widening to a five-lane cross section just south of the I-15 northbound ramp terminals. No on street parking is allowed in this section.

The posted speed limit on Main Street is 30 mph.

The portion of Main Street north of 600 North has been designated by UDOT as an Access Category 6 (Regional-Urban Importance) roadway. This access category classification requires a minimum street spacing of 300 feet, a minimum access spacing of 200 feet, and traffic signal spacing of 1,320 feet.

Main Street between 600 North and 100 North and the portion of 100 North within the Study Area are designated as an Access Category 8 (Community-Urban Importance). This access category classification requires a minimum street spacing of 300 feet, a minimum access spacing of 150 feet, and traffic signal spacing of 1,320 feet.

A total of 55 property accesses were identified along Main Street and 100 North. These are shown in Figure 28. Many of these access points do not comply with the minimum access spacing requirements. This is something that must be considered as a part of redevelopment.



Figure 28: Main Street Driveway Access Points within the Study Area

Sidewalk Inventory

Figure 29 summarizes the sidewalk inventory within the Study Area. Sidewalks are present along both sides of Main Street south of the I-15 Interchange. There are gaps in the sidewalk network on some of the smaller cross streets and adjacent to undeveloped parcels.

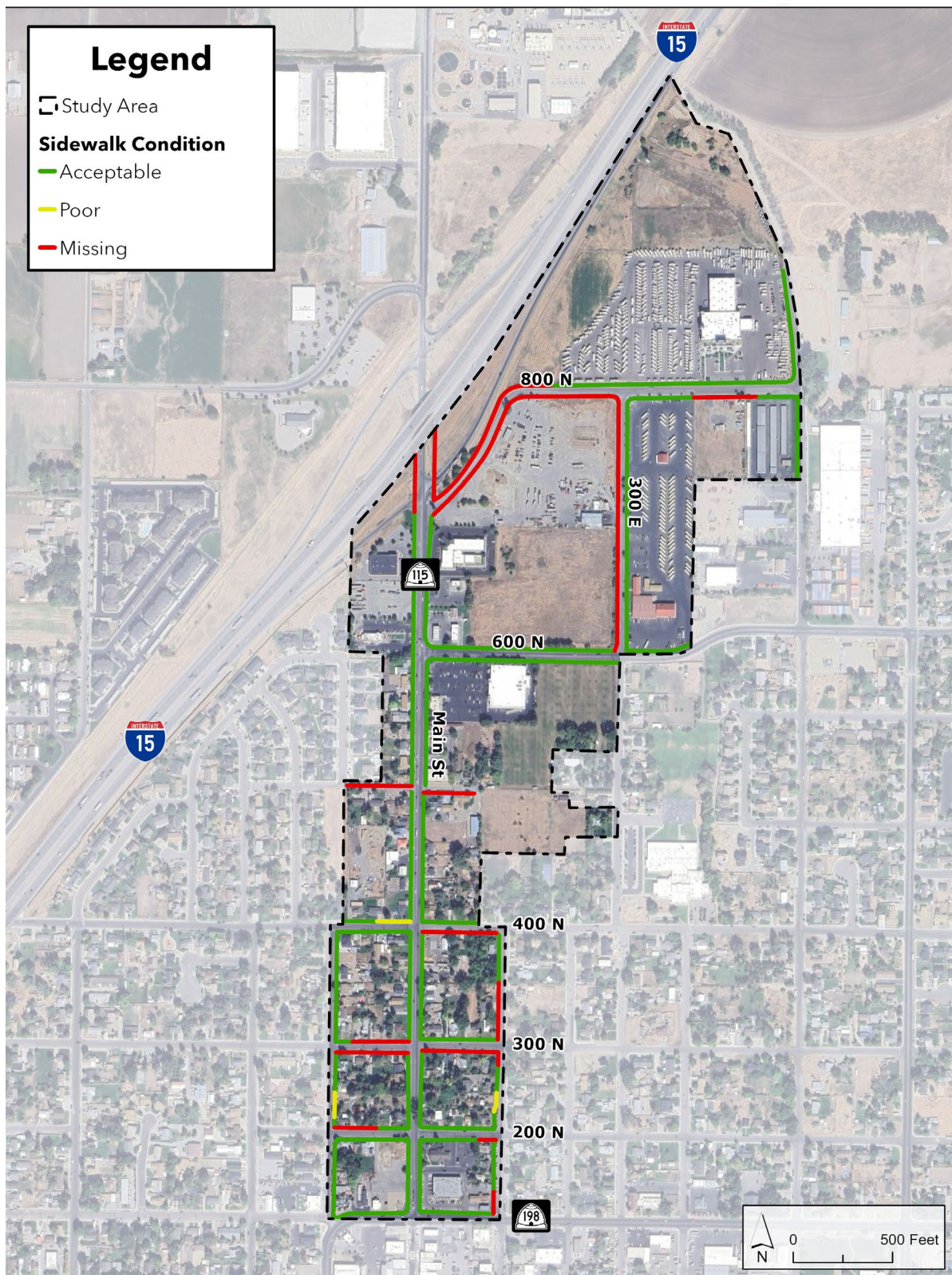


Figure 29: Sidewalk Inventory for the Payson Gateway Area

Traffic Volume Data

Annual Average Daily Traffic (AADT) count data for Main Street (SR-115) was obtained from UDOT.

Twelve-hour turning movement count (TMC) data was collected by UDOT at 600 N and 400 N at Main Street (SR-115) within the Study Area. Both intersections were analyzed by UDOT to determine if traffic signals were warranted.

This data was used to analyze traffic operations and to assess how traffic patterns may change over time.

Annual Traffic Volume Trends

UDOT maintains a database of historical traffic statistics for state-maintained roadways, including Annual Average Daily Traffic (AADT). As shown in Figure 30, the AADT for Main Street (SR-115) has been between 12,000 and 15,000 over the past ten years. Forecasted AADTs from Utah's 2023-2050 Unified Transportation Plan are also included in Figure 30. The AADT on Main Street (SR-115) is anticipated to grow steadily over time to approximately 20,000 by 2050.

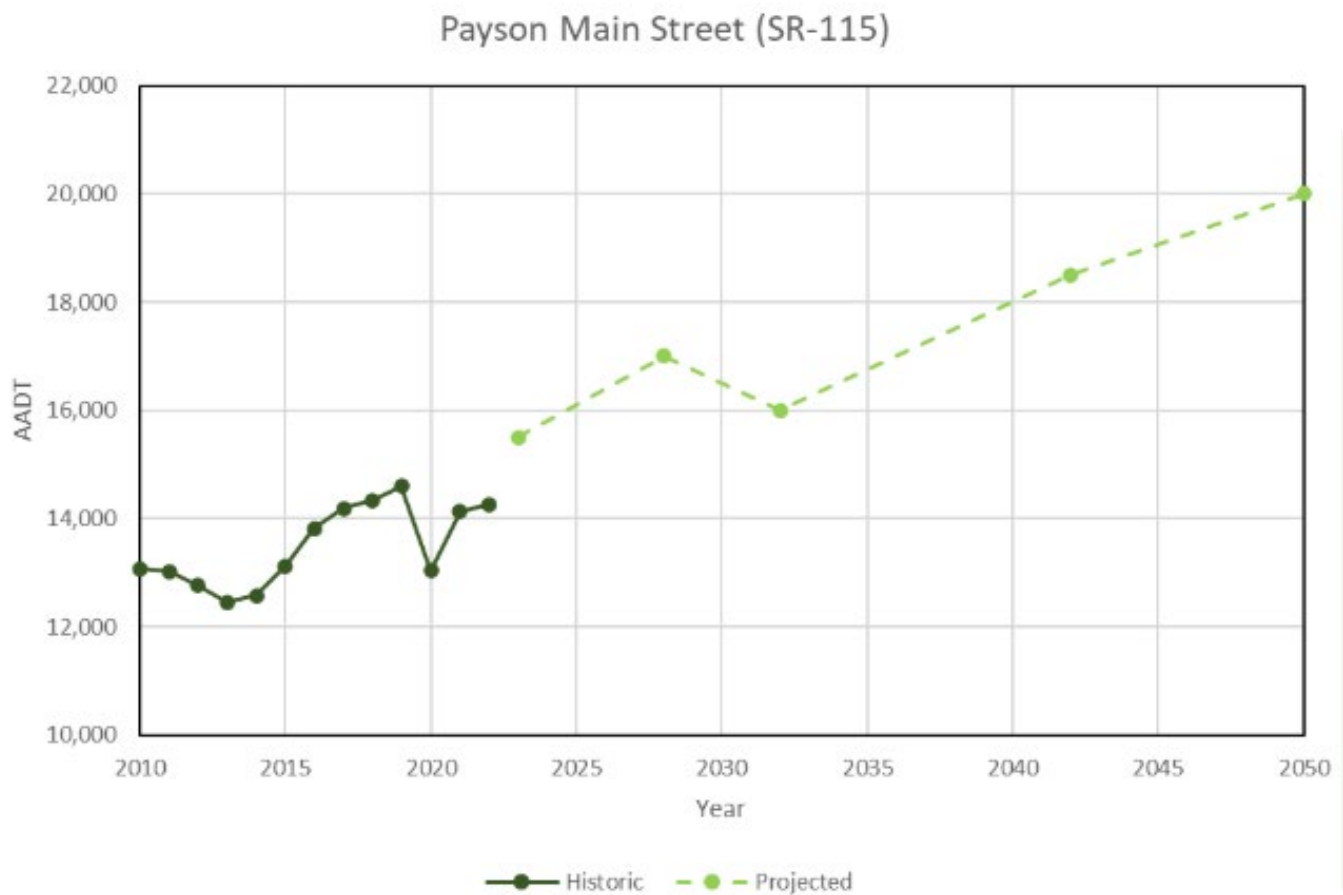


Figure 30: Historic and Projected Annual Average Daily Traffic

Existing and Future Roadway AADT

The latest version of the Mountainland Association of Governments travel demand model (v9.0.0, dated September 20, 2023) was run to understand the future traffic demands on Main Street and other surrounding roadways. Baseline (2023) and future year (2050) models were run, and traffic volumes were adjusted to existing count data to provide 2050 Annual Average Daily Traffic (AADT) projections.

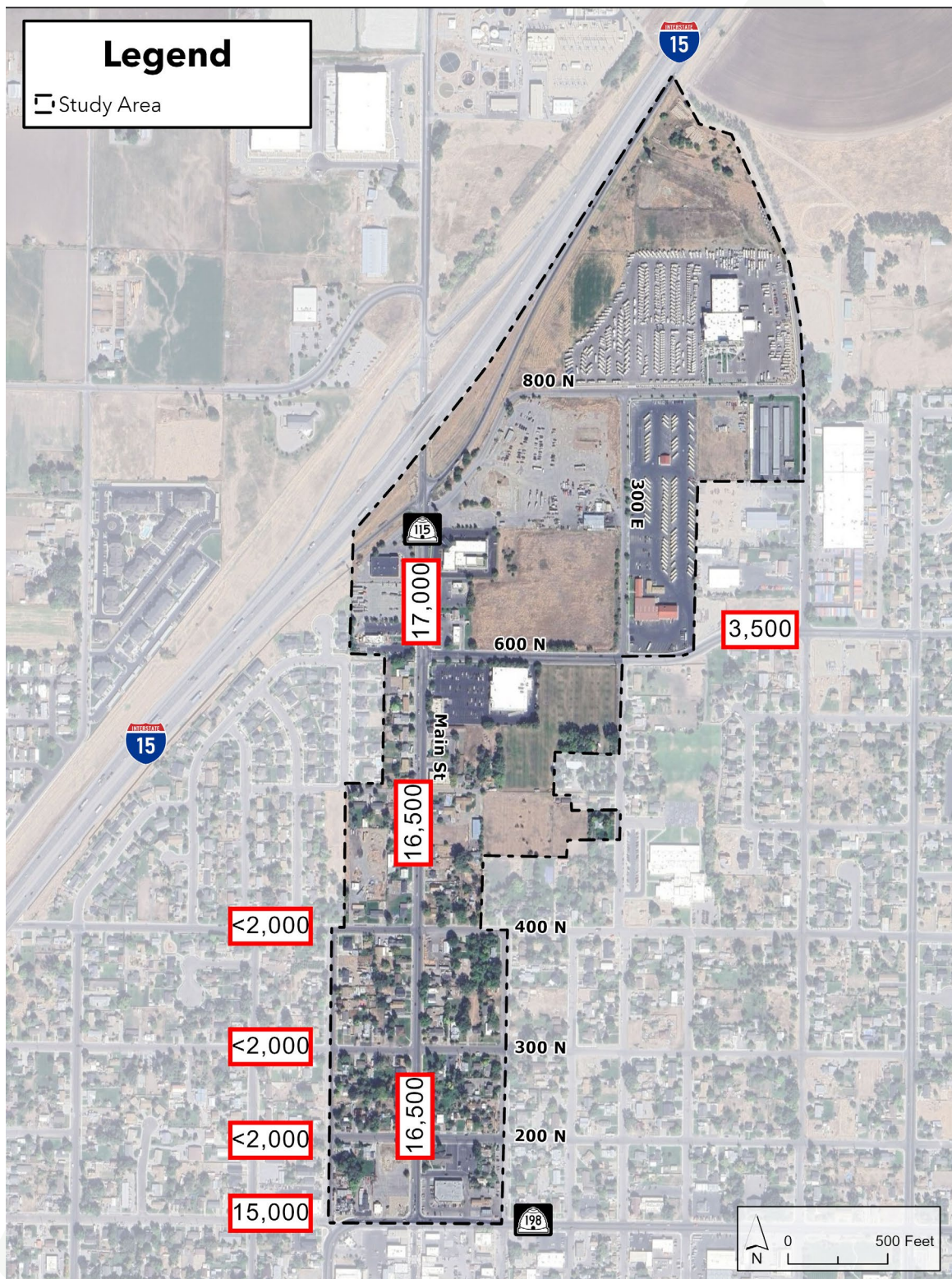


Figure 31: Existing (2024) Annual Average Daily Traffic

By 2050 Main Street is expected to be pushing the upper limits of what a 3-lane roadway can handle during the peak hours. However, during the majority of the day a 3-lane roadway will be able to comfortably handle these traffic volumes. Additionally, due to the limited number of major crossing streets capacity will likely be higher than a typical 3-lane roadway. Good access management practices and the provision of turn-lanes at intersections will be key to maintaining acceptable operations.

Additionally, because of the excellent grid network within downtown Payson and the soon-to-be-constructed Nebo Belt Road there will be ample opportunities for vehicles to choose from additional route options if there is vehicular congestion by 2050 with a 3-lane roadway.

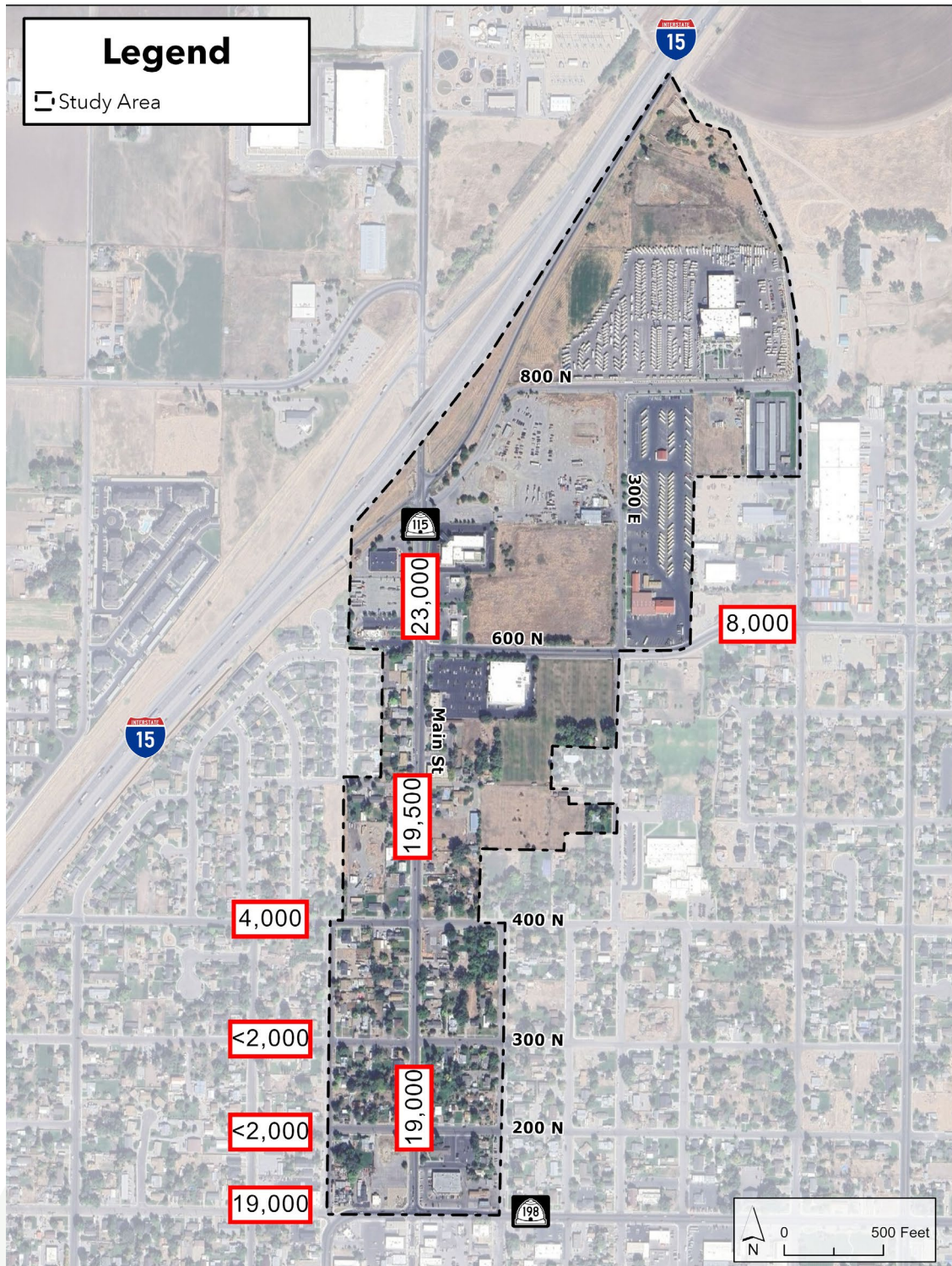


Figure 32: Future (2050) Annual Average Daily Traffic (AADT)

TRANSIT

Existing Transit

Currently two transit routes, 821 (regular bus) and 822 (limited bus), traverse the southern end of the Study Area on 100 North (SR-198).



Figure 33: Existing Transit Routes

Future Transit

The FrontRunner is planned to extend south into Payson. A frequent bus route (821) is proposed for phase 2 (2032 - 2042) of [UTA's Long Range Transportation Plan](#) and [UTA's Five-year Service Plan \(2025 - 2029\)](#) outlines the following additional changes:

- "Routes to Payson, Salem, Spanish Fork, and Springville streamlined to reduce travel time, service additional destinations"
- "Adjustments to Paratransit service area"



ACTIVE TRANSPORTATION

Existing Active Transportation Plans

The Payson General Plan (2020) includes plans for future trails within the City. It outlines a connected network of paved multi-use trails across the City, and identifies Main Street in the Gateway Area as a desired active transportation corridor. It also anticipates the need for a connection between the Study Area and the future FrontRunner station, as well as the future Nebo Beltway to the northeast. In addition to this general trails plan, several area-specific plans have been created which include an active transportation component. MAG is also planning for additional regional trails in the City, with one in particular passing through Payson's historic downtown as it follows SR-198. All of these proposals informed the new Active Transportation Plan.

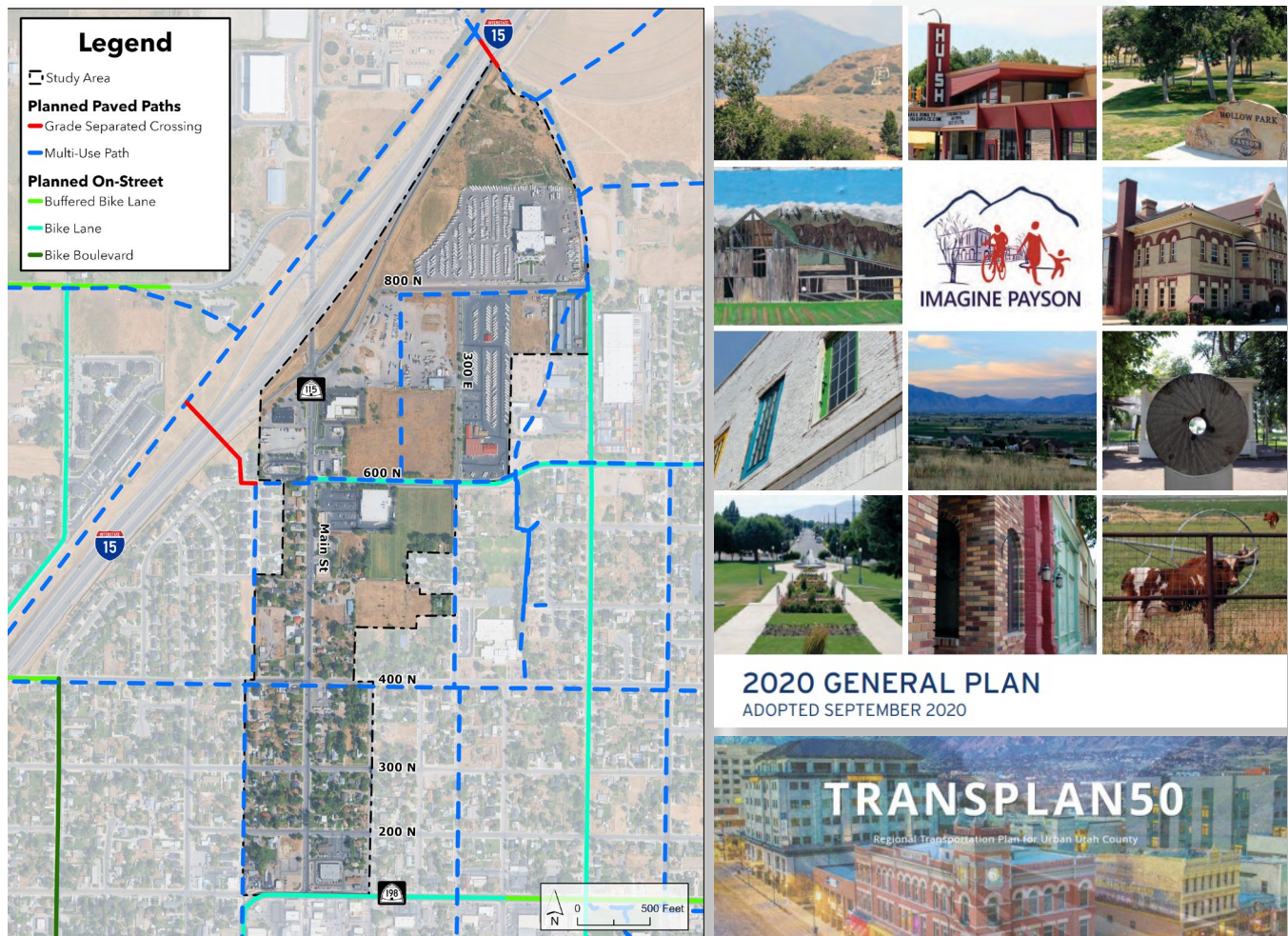


Figure 34: Planned Trails in the Study Area

Active Transportation Plan

Using the previous trails plans in combination with further input from the City, the WCG team created a comprehensive Active Transportation Plan (ATP) for Payson. This ATP discusses why Payson wants to create better active transportation options, describes what those options will look like, identifies funding sources and opportunities for public-private partnership, and lays out a unified active transportation network consisting of both on- and off-street facilities. Included in the recommendations are design standards for all facility types and MAG concept reports for two key trail projects that will help prepare the city to pursue outside funding. The trail recommendations were given a priority level between one and three to help guide the City's pursuit of funding, but all recommended trails should be prioritized when new development or reconstruction presents an opportunity to build them.

The ATP recommends that bike and paved path facilities that run parallel Main Street within the Gateway Area, as well as connect to the future Frontrunner station and other developments on the north side of I-15. The plan also recommends several at-grade pedestrian crossing upgrades within the Gateway Area, as well as two grade-separated crossings under I-15 at approximately 125

West and at the location of the existing Bamberger Tunnel. Figure 34 shows the planned network from the active transportation plan in the vicinity of the Study Area.

TRANSPORTATION NETWORK CONCEPT DEVELOPMENT

Intersection Control

With the amount of vehicle traffic on Main Street, crossing from one side of the Street to the other can be difficult for both vehicles and pedestrians. This is especially true during peak traffic periods. Traffic signals have been installed at 100 North and 600 North, which create artificial gaps in the traffic on Main Street for east- and westbound traffic (both vehicles and pedestrians) to cross or turn onto Main Street. All side streets between 100 North and 600 North are controlled by stop signs, which require users to wait for an acceptable gap in traffic before crossing or turning onto Main Street.

Providing an additional intersection on Main Street within the gateway area where vehicles and pedestrians could more easily cross would improve both walkability and connectivity. 400 North was identified as an ideal location for improvement. In addition to being an approximate midpoint between 100 North and 600 North, 400 North spans from 1100 West to 900 East and will likely be expanded further as the city continues to grow. It is also the only east/west street that crosses I-15 north of Utah Avenue.

With projected future 2050 traffic conditions, the 400 North / Main Street intersection is anticipated to operate at level of service (LOS) F during the morning and evening peak hours. This poor LOS can be attributed to the difficulty of executing a left-turn or crossing movement from a stop-controlled approach to a busy roadway. In this case the majority of delay is experienced on the eastbound approach. The project team proposed to alternate intersection control measures to improve conditions at this intersection: a roundabout and a traffic signal.

Roundabout

The primary benefit of a roundabout is safety. Intersections controlled by roundabouts experience fewer and less severe crashes than if they were controlled by stop signs or traffic signals. This is due to vehicles traveling at lower speeds, a fewer number of conflict points, and shallow collision angles.

Roundabouts also have the ability to accommodate a significant amount of traffic. A standard single-lane roundabout at this intersection is anticipated to operate at LOS C and LOS D with future 2050 traffic volumes during the morning and evening peak hours, respectively.

Pedestrian accommodations at roundabouts are typically better than at two-way stop-controlled (TWSC) intersections. Although vehicles do not typically stop when entering or exiting a roundabout, their reduced speed combined with enhanced pedestrian visibility (especially when combined with rectangular rapid flashing beacons (RRFBs)) accommodate vehicles yielding to pedestrians.

Roundabouts can also serve as landmarks within a city. Many roundabouts are adorned with attractive landscaping or artwork in the center island. This could be an opportunity to create an attractive and memorable centerpiece to the gateway area.

Roundabouts, however, require a large footprint in order to function effectively and to accommodate large vehicles such as trucks and buses. In the case of the 400 North / Main Street intersection, constructing a roundabout would require the partial or full acquisition of two residential properties in order to accommodate the footprint. A preliminary design for a roundabout at 400 N was developed and is provided in Appendix D-2

Traffic Signal

When stop control at an intersection is insufficient, the most common go-to solution is the traffic signal. Unlike roundabouts, traffic signals generally don't require large amounts of additional right-of-way and realignment of intersection approaches. Traffic signals can be configured to accommodate traffic patterns that vary throughout the day, week, and year, and can be easily modified to accommodate changes to traffic patterns over time. Due to their ubiquity, most drivers are familiar with traffic signals and their operations.

It is anticipated that the 400 North / Main Street intersection will operate at LOS B with future 2050 traffic volumes during the morning and evening peak hours. However, before a traffic signal can be installed at an intersection, signal warrant criteria outlined in the Utah Manual on Uniform Traffic Control Devices (MUTCD). As mentioned previously, UDOT has analyzed this intersection twice in recent years and determined that the signal warrant criteria are not met. Furthermore, it is not anticipated that traffic signals will be warranted at this intersection in the near future, if ever.

Discussion

The project team discussed in depth the possibilities of installing a roundabout or a traffic signal at the 400 North / Main Street intersection. While the team appreciated the safety, traffic calming, and aesthetic benefits of a roundabout, concerns were raised regarding cost, accommodations of large vehicles, and access management issues in the immediate vicinity of the intersection. The team decided that the most feasible plan would be to continue to monitor conditions at this intersection, and install a traffic signal when the appropriate warrant criteria are met.

Grid System

A well-connected street grid network provides benefits such as increased mobility, connectivity, improved safety, and economic vitality. It provides multiple routing options for all users (vehicles, pedestrians, bicyclists, etc.) in situations where one route is obstructed due to emergencies, congestion, or other disruptions.

Payson, like many other cities in Utah, was originally laid out using a roadway grid network. The City's core still maintains this original grid network, while more recent developments have implemented a curvilinear pattern with cul-de-sacs.

Figure 35 shows how the portion of the Study Area between 100 North and 400 North benefits from the connectivity of the grid network. East/west cross streets intersect Main Street every 400 to 600 feet, with 200 West, 100 West, 100 East, and 200 East running parallel to Main Street at approximately 400-foot intervals. However, 400 North between 200 West and 500 East, there are significant disconnects. In order to expand the grid network north of 400 North, we recommend the following grid network street extensions (See Figure 35):

- 100 East north from 400 North to 920 North.
- 500 North east to 300 East.
- 500 North west from Main Street to 100 West
- 100 West north from 400 North to 500 North
- 600 North be extended west from its current terminus at Main Street to connect with Douglass Drive at 100 West.
- Connection at the periphery of the study area such as 920 N to the north and east (See Figure 35 - 9,10)

Residents living within the area bound by Main Street, 400 North, and I-15 (See Figure 35 - 6) must make an eastbound left-turn or crossing movement at the 400 North / Main Street intersection in order to travel to destinations north of 400 North or east of Main Street. Primary destinations affected include the Main Street / I-15 interchange, Payson Market, Barnett Elementary School. These left-turn and crossing movements can result in significant delays for motorists, especially during peak traffic periods. The only alternate routes are to travel further south into Payson to cross or turn onto Main Street at a signalized intersection or crossing under I-15 at 400 North before winding towards the northeast before arriving at Main Street on the north side of the I-15 interchange (See See Figure 35 - 7, 8). Both alternate routes are undesirable due to the increased travel time and out-of-direction travel.

Additional connections at 500 North and 600 North (See Figure 35 - 3, 5) would provide additional alternate routes for this area of the City. The recommended connection at 600 North would be especially beneficial because it would facilitate left-turn and crossing movements at a traffic signal, rather than at a stop-controlled intersection.



Figure 35: Connectivity Recommendations

Roadway Cross Sections

The roadway cross section elements include bicycle and pedestrian facilities, travel lanes, turn lanes, on-street parking, and landscaping/park strips. The look and feel of a roadway is influenced greatly by these cross section elements.

Existing Cross Section

Main Street is currently a two lane road with one lane in each direction. Each lane is approximately 20 feet wide and can accommodate through traffic and street parking. Wide lanes generally promote higher speeds, whereas narrow lanes with on-street parking or bicycle lanes tend to reduce travel speeds. Main Street currently does not delineate on-street parking or bicycle facilities using signing or striping.

The lack of separate left-turn lanes at intersections result in vehicle queueing as turning vehicles must wait in the travel lane for an acceptable gap in the oncoming traffic in order to turn left. This can result in an increase of rear-end crashes.

Cross Section Elements

Several cross section elements were proposed and discussed with the project team. These elements include:

- Narrow Lanes - Reducing the lane width results in additional space for other features such as bike lanes, on-street parking, wider sidewalks, etc. Using striping to narrow lanes can be an effective traffic calming measure, resulting in lower vehicle speeds.
- Bike Lanes - Adding striped bicycle lanes promotes active transportation by creating an exclusive space in the roadway for cyclists that is separate from both vehicles and pedestrians. Bike lanes can be continuous with the vehicle lane or they can be buffered, with a three foot wide striped area separating the vehicle lane from the bike lane. While striped bike lanes can improve safety for cyclists, hazards still exist due to vehicles drifting out of their lane, right-turning vehicles crossing into the bike lane, dirt and other debris gathering in the bike lane, or other obstacles such as on-street parking or trash cans that are placed near the curb for collection.
- Intersection Bulbouts - Intersection bulbouts reduce the roadway width at intersections providing increased visibility and decreased exposure for pedestrians. These can also lower vehicle speeds due to the reduced lane widths at intersections. Bulbouts also create wider shoulders between intersections which can be used to buffer on-street parking, landscaping or other decorative elements, active transportation facilities, etc. Bulbouts generally reduce turning radii at intersections, which is effective at reducing vehicle turning speeds, but can limit larger vehicle turning movements.
- Center Turn Lanes - Dedicated turn lanes provide space in the roadway cross section for turning vehicles to slow down and/or queue without impeding through traffic. This improves the safety and efficiency of the intersection. With the frequency of cross streets and driveway accesses on Main Street, a center two-way left-turn lane (TWLTL) would accommodate vehicles executing left-turn movements mid block or at intersections.
- Landscaped Medians - Instead of striping a TWLTL, that same space could be used to accommodate a raised median. Raised medians can accommodate decorative landscaped areas that not only add aesthetic value to the roadway, but also provide a physical barrier between opposing lanes of traffic. A landscaped median can also limit left-turns to designated areas, which may improve safety and operations in the corridor. The maintenance of landscaped medians can be challenging on a busy roadway. Maintenance costs and safety or key issues to consider.
- Wider Park Strips - Increasing the width of the park strips increases the safety and comfort of pedestrians using the sidewalk by increasing the distance between vehicles and pedestrians. Wider park strips also provide opportunities for enhanced landscaping, benches, signage, lighting, etc.
- Wider Sidewalks - Increasing the width of the sidewalk enhances the experience of the user by not only providing more space for walking, but it allows pedestrians traveling opposite directions to pass without stepping off the sidewalk. It also better accommodates users with strollers, wheelchairs, or other mobility devices.
- Multi Use Path/Cycle Track - A multi-use path has the ability to accommodate pedestrians and cyclists with a facility that is separate from the vehicles on the roadway. Accommodating pedestrians and cyclists on one facility can result in conflicts between the two that can be undesirable, uncomfortable, and/or unsafe. A cycle track provides a space for bicycles to travel that is separate from both vehicles and pedestrians. Cycle tracks may be delineated or physically separated from pedestrian facilities, but they are generally always physically separated from vehicle traffic

Proposed Cross Section

The project team provided feedback regarding each of these cross section elements regarding each's benefit to the City and contribution to the vision for the gateway area. An illustration of the desired cross section for the gateway area is shown in Figure 39. A preliminary design for the corridor with this proposed cross section is provided in Appendix D-1. This cross section consists of the following elements:

Roadway

The roadway will consist of one ten-foot travel lane in each direction, separated by a center TWLTL. Adjacent to each travel lane there will be a paved three-foot shoulder and a standard two-and-a-half foot concrete curb and gutter. This three lane cross section will enhance the efficiency and safety of the roadway by allowing left-turning vehicles to queue outside of the travel lane.

The narrow ten-foot travel lanes will act as a traffic calming measure while giving an additional foot to the paved shoulder on either side. This wider shoulder will provide a larger buffer between vehicles and pedestrians, as well as better accommodate activities like garbage collection.

Side Treatments

The side treatments (the space outside the back-of-curb) were selected for their function and aesthetics. Adjacent to the curb and gutter will be a five-foot wide park strip. The park strip will be covered in a decorative pavement and is wide enough to accommodate features such as park benches, wayfinding signage, decorative street lighting, and landscaped planter boxes. Examples of park strip side treatments in other Utah cities are shown in the figures below. Portions of Main Street (US-6) in Santaquin have raised planter boxes that provide a buffer between the sidewalk and the road. Spanish Fork Main Street (SR-156) is lined with curbed landscape beds that can accommodate decorative trees. In Vernal, the park strips along Main Street (US-40) include large planters placed on the ground along with flower baskets hanging from lamp posts. Behind the park strip will be a six-foot wide sidewalk.



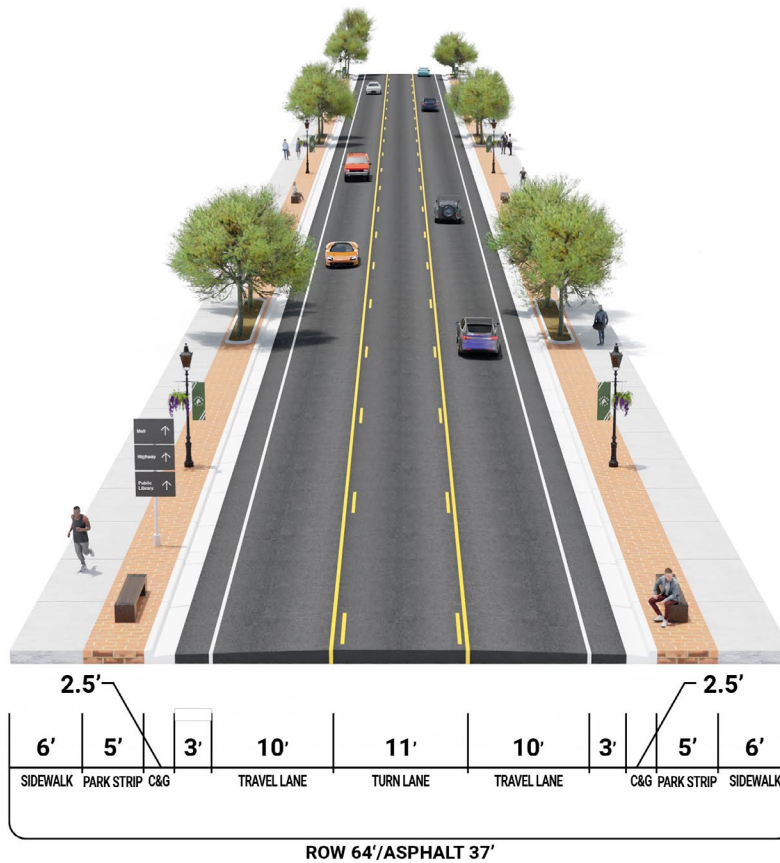
Figure 36: Park Strip in Santaquin



Figure 37: Park Strip in Spanish Fork



Figure 38: Park Strip in Vernal



PAYSON MAIN STREET

Figure 39: Main Street Cross Section

Active Transportation

To make the Payson Gateway a truly multimodal hub, various ways for integrating active transportation were considered. Most important to the team was increasing the overall walkability of Main Street and creating a seamless connection to the historic downtown. The recommended active transportation improvements are intended to supplement and complement motor vehicles as a mode, as less demand will be placed on the roadway if visitors feel comfortable parking once and performing their tasks on foot, or especially if they don't need a vehicle at all to access the area.

The potential side treatments for the Main Street cross section discussed earlier would seek to create a more pleasant walking environment, improving on the current environment that was found to be somewhat claustrophobic and exposed. The intersection recommendations also seek to incorporate pedestrian crossings that are as convenient as possible while balancing traffic operations.

Finally, the trail network in the ATP was carefully designed to provide bicycle access to the Study Area both from neighborhoods elsewhere in the city and from the transit hub at the FrontRunner station. After much consideration, it was decided that Main Street itself is not an optimal space for bicycle traffic, as the access conflicts were too many and there was not enough room in the cross section after providing pedestrian amenities and necessary roadway elements. For this reason, the team decided to explore options for a bicycle trail parallel to Main Street instead. Options considered were 100 East, 100 West, and a trail along the rail alignment on the west side of I-15. A benefit to combining a connection along 100 West and a rail trail on the west side of I-15 is that there is an opportunity to work with UDOT to build a crossing of I-15 that is separate from the interchange, increasing pedestrian and bicycle connectivity.

Transit

The FrontRunner station to the northeast presents an opportunity for efficient public transportation access to Payson, and integrating the station area into the rest of the community starts by connecting it to the gateway to the city. The location of the station has a great asset in its proximity to the Bamberger Tunnel, which is a utility tunnel under the freeway that is appropriately sized for a shared-use path. Additionally, there is opportunity to acquire right-of-way along the rail alignment that the FrontRunner uses, which runs parallel to I-15 and could access a crossing by the interchange with Main Street. Shared-use paths following these two routes will provide comfortable alternatives for accessing the north and south ends of the Study Area via active transportation, which greatly increases the viability of a trip to the city via FrontRunner.

In addition to the FrontRunner, the 821 and 822 buses have a stop at the south end of the Study Area, adjacent to the historic downtown. The attractiveness of this bus stop as a way to move to and from the site will be improved as the design of the intersection between Main Street and 100 North (SR-198) prioritizes a quieter, more welcoming environment for pedestrians.

TRANSPORTATION STRATEGIES

Based on our transportation analysis, input from City staff, and input from project stakeholders, the following list of transportation strategies were developed.

Recommendations for Full Study Area

- Adopt Active Transportation Plan
- Design then construct side-street bulb-outs along Main Street to provide an improved pedestrian experience.
- Design then construct roadway connectivity improvements
- Design then construct new Main Street cross-section
- Coordinate with UDOT on a potential jurisdictional transfer of Main Street after the new Nebo Beltway interchange is constructed.
- Prioritize Payson Gateway Trail planned on 100 W
- Improve bus stops along Main Street for UTA 821 and 822 lines
- Investigate the potential for additional enhanced pedestrian crossings across Main Street

Recommendations for Gateway District

- 400 N Intersection - Add northbound and southbound left-turn lanes as part of Main Street redesign. Continue to monitor for signal warrant.
- Coordinate with UDOT on I-15 interchange improvements
- 600 N west leg connection into signal (connectivity project #5)
- 500 N connections to Main Street (connectivity projects #2 & 3)
- Coordinate with UDOT on preserving Bamberger underpass under I-15 for active transportation only
- Coordinate with UTA on FrontRunner extension and Payson Station. Implement active transportation connections across I-15.

LAND USE AND COMMUNITY DESIGN

The project team worked with stakeholders and city leaders to develop the preferred conceptual land use plan outlined in Chapter 4. This land use plan includes transitional mixed use centers, an expanded historic downtown, allows for the conversion of the Main Street Corridor to commercial uses (while preserving the historic buildings and converting the high quality historic structures), preserves the existing freeway commercial center, maintains the historic downtown core with additional residential infill, and a creates a mixed-use/residential connective core the will connect the new FrontRunner station and the historic downtown.

In order to achieve the vision embodied in this land use plan, it may be necessary for the city to create a community reinvestment agency to incentivize higher quality design and historic preservation within the gateway area. It is recommended that the city explore the possibility of establishing such an agency.

ECONOMIC DEVELOPMENT

It is recommended that the City consider and implement, as appropriate, the proposed economic development strategies outlined in Chapter 5. These strategies include preserving historic buildings, supporting and encouraging the development of trigger sites, and promoting beautification, street lighting, and signage along Main Street.

It is also recommended that the City explore the use of economic development financing tools such as transit reinvestment zones, revolving loan funds and grants, business improvement districts, sales tax incentives, and others.

TRANSPORTATION NETWORK

Roadway Network

It is recommended that the City and UDOT continue to monitor conditions at the 400 North / Main Street intersection and install a traffic signal when appropriate warrant criteria are met. It is also recommended that the City continue to build out the roadway grid network within the Main Street District, particularly the extension of 500 North through Main Street to 300 East and 600 North West to 100 West. These connections will not only benefit vehicular traffic in the area, but will also enhance the active transportation network and promote non-vehicular forms of travel in the gateway area.

It is also recommended that the city adopt the proposed three-lane roadway cross section for Main Street. The proposed cross section will safely accommodate projected future traffic demands on the Main Street corridor, while promoting pedestrian traffic. The proposed side treatments in this cross section also allow for the recommended beautification and branding of the Gateway Area through street lighting, landscaping, and signage.

Active Transportation

It is recommended that the City adopt and implement the ATP. The City should prioritize projects as outlined in the ATP, while taking advantage of opportunities that arise to build lower priority projects along with proposed developments. The City should also work to incorporate the proposed grade separated active transportation connections through I-15 at 125 West and the Bamberger Tunnel into the upcoming interchange reconstruction. This would facilitate the construction of the Payson Gateway Trail, which is a Priority 1 recommendation that will connect the proposed FrontRunner station, UVU campus, and other points north of I-15 with the gateway area via Bamberger Road and 600 North, then running parallel to Main Street on 100 West.

There are several locations along the Gateway Corridor where intersections can be improved to accommodate active transportation uses. These improvements are as follows:

- 600 North / Main Street - Possible improvements include a pedestrian refuge island, colored pavement in the crossing, and a leading pedestrian interval.
- 100 North / Main Street - Possible improvements include a pedestrian refuge island, additional signage, colored pavement in the crossing, a leading pedestrian interval, and improved lighting.
- 400 North / 100 West - Possible improvements include crosswalk visibility improvements, improved pavement markings, curb extensions, and rectangular rapid-flashing beacons (RRFBs).

CITY CODE RECOMMENDATIONS

The project team reviewed the existing HD-O code and proposed adjustments to enhance protections and incentives for the Payson Historic District (See Appendix C). The major proposed additions to the HD-O code include the establishment of sub-districts, permitted uses, street standards, circulation and streetscape design, sidewalk and pedestrian circulation lot standards, architectural building standards, and site design standards.

The Purpose and Objectives section of the HD-O code includes three additional objectives: to **create** a “destination” out of a mix of existing and new development, to **establish** a cohesive neighborhood design and sense of visual identity, and to **preserve** a small town feel with appropriate pedestrian-scale design elements.

It is recommended that the City adopt the proposed updates to the HD-O code which will help the Planning Commission and City Council to enforce preservation standards, encourage reinvestment, and promote new development and tourism.

PHASED IMPLEMENTATION PLAN

The recommendations made as part of the Downtown Gateway Plan have been distilled and sorted into three phases for implementation as shown in the Table below. Additional details behind each recommendation are provided in:

- Chapter 4 - Land Use Assessment
- Chapter 5 - Economic Assessment
- Chapter 6 - Transportation Assessment



PAYSON DOWNTOWN GATEWAY IMPLEMENTATION PLAN

CATEGORY	PROJECT	GATEWAY DISTRICT	MAIN STREET DISTRICT	DOWN-TOWN DISTRICT	PROJECT CHAMPIONS	NEAR-TERM (1-2 YEARS)	MID-TERM (3-5 YEARS)	LONG-TERM (5+YEARS)	PLAN GOALS*
ALL	Coordinate with the Nebo Land Use Study and coordinate how this ties into the SAP and this Gateway Plan.	●			City	●	●		1, 3
ECONOMIC	Develop local business stakeholder working group.	●	●	●	City, Local Business Orgs	●			2, 3, 5
	Conduct additional surveys of local business needs.	●	●	●	City	●			2, 3, 5
	Develop solutions for local businesses related to grant opportunities, funding strategies, education opportunities, incubator programs, etc.	●	●	●	City, Local Business Orgs	●			2, 3, 5
	Research development options with the development community.	●	●	●					2, 3, 5
	Focus on existing trigger sites, and team with developers to build out trigger sites based on community vision.	●	●	●	City, Developers	●	●		2, 3, 5
	Identify medium- and long-term trigger sites.	●	●	●	City		●	●	2, 3, 5
	Encourage economic growth in the Gateway District with a focus on neighborhood scale retail.	●			City, Developers	●	●	●	2, 3
	Promote Beautification, Street Lighting, and Signage Along Main Street.		●		City, UDOT	●	●		3
	Support and encourage development within the Main Street District.		●		City, Local Business Orgs	●	●	●	2, 3, 5
	Encourage the restoration and renovation of existing historic buildings.			●	City	●	●	●	2, 3, 5
	Encourage adaptive reuse of buildings with historic significance.			●	City	●	●	●	2, 3, 5
LAND USE	Adopt Historic District Overlay (HD-O) Code.	●	●	●	City	●			2, 5
	Look at developing an RDA or other funding mechanisms to promote redevelopment in the Gateway District.	●			City	●			5
	Add signage for the Nebo Scenic Byway.	●	●		City / UDOT	●			4
	Look at developing an RDA or other funding mechanisms to promote the preservation of historic buildings.		●	●	City	●			2, 5
	Encourage entertainment uses in the downtown core to revitalize and reestablish the area as a destination.			●	City, Local Business Orgs	●			3, 5
	Expand the recorded Historic District boundary.	●	●	●	City	●			2, 5
	Update General Plan Future Land Use Map.	●	●	●	City	●			2, 3, 5
	Incorporate Districts into the General Plan.	●	●	●	City	●			2, 3, 5
	Add additional buildings and map classifications to the Historic District.	●	●	●	City	●			2, 5
	Create Dedicated Historic Walking Tour Route with supportive signage, and start and end points.		●	●	City		●		3
	Implement regulations that protect the identity of the Study Area.	●	●	●	City	●	●		2, 5
TRANSPORTATION	Adopt the Active Transportation Plan.	●	●	●	City	●			1, 3, 5
	400 N Intersection - Add northbound and southbound left-turn lanes as part of Main Street's reconstruction. Continue to monitor signal warrants.	●	●		City / UDOT		●	●	5
	Design and construct side-street bulb-outs along Main Street to provide an improved pedestrian experience.	●	●	●	City / UDOT			●	3, 5
	Coordinate with UDOT on I-15 interchange improvements.	●			City	●	●	●	1
	Design and construct roadway connectivity improvements.	●	●	●	City / Developers			●	1, 3, 5
	Connect the west leg of 600 N into signal (connectivity project #5).	●			City / Developers / UDOT		●		5
	Connect 500 N to Main Street (connectivity projects #2 & 3).	●			City / Developers			●	5
	Design and construct new Main Street cross-section.	●	●	●	City / UDOT			●	3, 5
	Coordinate with UDOT on the potential jurisdictional transfer of Main Street for the new Nebo Beltway.	●	●	●	City	●	●		3, 5
	Coordinate with UDOT on preserving Bamberger underpass under I-15 for active transportation only.	●			City	●	●		1
	Prioritize Payson Gateway Trail planned on 100 W.	●	●	●	City				5
	Coordinate with UTA on the FrontRunner extension and Payson Station. Implement active transportation connections across I-15.	●			City	●	●		1, 5
	Improve bus stops along Main Street for UTA routes 821 and 822.	●	●	●	City / UTA	●	●		1, 5
	Investigate the potential for additional enhanced pedestrian crossings across Main Street.	●	●	●	City / UDOT		●		1, 5