

PAYSON CITY
COUNCIL WORK SESSION
Payson City Center, 439 W Utah Avenue, Payson UT 84651
Wednesday, January 29, 2020

CONDUCTING William R. Wright, Mayor

ELECTED OFFICIALS Linda Carter, Brett Christensen, Taresa Hiatt, Brian Hulet, Doug Welton, William R. Wright

PLANNING COMMISSION Kirk Beecher, Ryan Frisby, Tyler Moore, Kit Morgan

STAFF PRESENT David Tuckett, City Manager
Mark Sorenson, City Attorney
Kim E. Holindrake, City Recorder
Brad Bishop, Police Chief
Jill Spencer, City Planner
Daniel Jensen, Planner II

A. CALL TO ORDER & PRAYER

William R. Wright, Mayor, called this work session of the City Council of Payson City, Utah, to order at 6:05 p.m. The meeting was properly noticed.

Prayer offered by William R. Wright

1. Land Use Training

Daniel Jensen reviewed legislative actions verses administrative actions as it relates specifically to the general plan.

- Utah is a home rule state meaning the city can do anything as long as it meets certain criteria unless the federal government or state government has said no. Cities are required by the state to have a general plan. The scope and hierarchy of laws included federal constitution, federal court cases, federal statutes, federal administrative rules, state constitution, state court cases, state statutes, state administrative rules and then local ordinances. Utah Code 10-9a-102 states, “cities...may enact all ordinances...and rules and may enter into other forms of land use controls and development agreements that they consider necessary or appropriate...unless prohibited...”
- Legislative Authority: Very broad authority, broad public input. Legislative scope needs to tie to a statutory purpose such as health, safety, and welfare; promote prosperity; improve morals, peace, good order, comfort, convenience, and aesthetics; protect tax base; secure economy in governmental expenditures; foster the state’s agricultural and other industries; protect both urban and nonurban development; provide fundamental fairness and land use regulations, facilitate orderly growth in variety of housing types; or protect property values. Legislative actions include amendments, zone changes, and the general plan. Legislative examples include creating the plan, applying the zone, creating/amending the ordinance, and annexing the property.

- 48 • Administrative Authority: Once a law is enacted, applying the law becomes administrative.
49 Limited to whether it follows the code, limited or no public input. Strict standards
50 “substantial evidence”. No public clamor, factual evidence. Administrative actions include
51 conditional use permits, land use application approvals, site plans, subdivisions, and
52 building permits. Administrative examples include administering the plan, following the
53 zone requirements, meeting code requirements, and following all city regulations.
- 54 • Quasi-Judicial Authority: An appeal of an administrative action. Quasi-judicial examples
55 include did the plan violate federal or state law, did the city wrongfully deny a zone change,
56 did the city wrongly apply the zone requirements, did the city err when it created the code,
57 or did the city err when it applied the code.
- 58 • Discussion: Once the law is created (legislative) and the city receives a complete application
59 (administrative), anything that is unclear in the law favors the applicant. The city needs to
60 anticipate as much as possible any scenarios with the legislative action. The city can amend
61 a law, but it won’t apply to the complete application that is already in the process. If a
62 complete application becomes inactive, the city can terminate that application through a
63 process, which ends that application. Then a new complete application is required and falls
64 under the current laws.

65
66 2. Overview and Discussion of General Plan, Master Plans, and Strategic Plan

67
68 Daniel Jensen stated the General Plan is the city’s guiding document for land use. The city knows
69 population growth will be large. Scenario planning anticipates a target growth so how is the city
70 going to accommodate that growth. It is accommodated through different types of development
71 patterns or scenarios. These scenarios were proposed to the residents as low density using more land
72 with larger lot development, high density using less land with small units, or anything in between.
73 The city heard from the community wanting to preserve open space and maintain rural character
74 (agriculture, small-town feel). Small-town feel can be the nature of the homes or the amount of land
75 that has homes on it, which are different. Nodal development was most supported in the surveys.
76 The larger northern node includes the north interchange and transit-oriented development with Utah
77 Valley University and FrontRunner, which is an area of high-density development. The east node
78 includes the Nebo Beltway and East Side Comprehensive Plan where some development has
79 started. The southwest node includes an I-15 interchange with Walmart and commercial on the east
80 side of I-15 and residential on the west side of I-15. The south node is well in the future with
81 another interchange. The city determines the density and look of the nodes. In developing the
82 General Plan, the city needs to establish the rules on how to address growth moving forward, which
83 is difficult to change later.

84
85 Jill Spencer reviewed the differences between the 2003 General Plan (current plan) and proposed
86 plan.

- 87 • 2003 General Plan: Shows a corridor of industrial and then immediately farm land west of I-
88 15. A large industrial area is shown in the McMullin Orchard area and 12000 South.
- 89 • Proposed General Plan:
 - 90 ○ 1 - Focuses on activity centers, employment centers, major corridors, and existing
91 neighborhoods. 2 - Connects land use, transportation, economic development, and
92 housing. 3 - Focuses on neighborhood-based approach to development. 4 - Limits impact
93 on infrastructure. 5 - Increases density from the 2003 plan.

- 94 ○ The industrial area (800 South up to the north interchange between I-15 and western
95 most railroad tracks) has breached the railroad tracks, and residential has moved into the
96 industrial area. Commercial nodes are located at the 800 South interchange, north
97 interchange, Bamberger Ranch area (current entitlements), and potential new
98 interchange between Payson and Santaquin at 12400 South (repositioned from McMullin
99 Orchard). More open space areas are in Payson Canyon. There is a commercial area that
100 extends along 9600 South to provide services to the residential areas and West
101 Mountain. Under development types and ranges, it was determined to use terminology
102 “up to 7” instead of a range “from 5 to 7”.

103
104 Discussion:

- 105 ● Discussion regarding infrastructure sizes and then changing the density, which creates a
106 domino effect and problems with line sizes and street widths. The General Plan is very
107 broad with land use designations and is not zoning. The Master Plans determine the
108 infrastructure needs, sizes, and widths. The council has the ability to determine if the timing
109 is right with an annexation or development.
- 110 ● The city needs to have the specific plans in place for an area before annexation occurs.
111 Otherwise, the city becomes reactive with development pressure with a plan that does not
112 meet the needs according to the Master Plans. Staff needs to know what smaller geographic
113 area the council wants a specific plan for next because staff is getting pressure to develop in
114 all areas and directions. A specific plan can take a year to 18 months to create with
115 additional studies and analysis.
- 116 ● Direction is needed for the consultants on the transit-oriented development. The units per
117 acre may need to be more than 30-units per acre because of the entitlements to the
118 Bamberger Ranch.
- 119 ● The council needs to consider the type of residential development and what it will bring in
120 10 years. There needs to be many levels of residential transition from a variety of high
121 density to executive housing.
- 122 ● The flex office and industrial is already built out. Companies wanting to come into the state
123 want 30, 50, even 100 acres. This use can be expanded on the north to the west. Industrial
124 doesn't create a tax base so additional commercial is needed also. Commercial space is
125 available along 9600 South, which preservation has been discussed with multiple property
126 owners. Large commercial can be accommodated on both side of 9600 South, which will be
127 a major thoroughfare. The depth of commercial parcels in other cities is approximately 800
128 feet. Small ma and pa commercial will come in along SR-198. A great commercial corridor
129 can be along the new interchange to SR-198.
- 130 ● Discussion regarding the MTECH/FrontRunner area. The density is not contemplated in this
131 proposed master plan. It is based on the specific plan adopted by the city council.
132 Modifications will be required to this general plan at this time or in the future. It's important
133 for everything to be lined up prior to any approvals of this area. The sewer line is a big issue.
134 The developer is looking at a Public Improvement District (PID) for the area. A PID is a
135 separate governmental district with a voting board; the city has no control over them once
136 created.
- 137 ● Discussion regarding 400 North, which is a large commercial node. No more residential
138 between I-15 and the railroad tracks except right along 400 North. It's a great place for high
139 density residential or industrial. Hide the industrial near the railroad tracks. The current plan

140 shows all industrial and the proposed plan includes residential. This is a hot spot with
141 property owners ready to develop.

- 142 • Discussion on how to maintain the character of the community and also accommodate
143 growth. When development occurs in existing neighborhoods, there is an impact with
144 density and housing product. High density can be accommodated next to I-15 without an
145 impact on residential. Industrial can be hidden next to railroad tracks and away from
146 residential. 400 North is a good location for either residential or industrial. It's a long walk
147 or short bike to FrontRunner, which lends itself to jobs and housing. The area has multiple
148 accesses to I-15.
- 149 • The area along Utah Avenue to the west should be office flex or industrial, which has a
150 railroad spur. Note, industrial brings jobs but not income to the city.
- 151 • The view along I-15 needs to show business to those driving down I-15. Drivers need to see
152 what is available so they will stop and shop.
- 153 • Discussion that the city develops and runs a tiny home community for a couple years to see
154 how it works. Then the city evaluates the development, and it either continues or it's done.
- 155 • Staff needs to know if the council likes the five comparison items between the current and
156 proposed general plans. Staff would like to iron out some of the issues before the retreat on
157 February 28 and 29, which the consultants will attend.

158
159 3. Presentation on Economic Development Strategic Plan (8:05 p.m.)
160

161 Councilmember Hulet reviewed the Payson Economic Strategic Plan outline.

- 162 • The core team has met a number of times and worked with the Economic Development
163 Committee.
- 164 • Mission Statement: The Economic Development Committee of Payson (EDCP) promotes
165 economic development and improvements of all business conditions in Payson in order to
166 maximize employment opportunities, the tax base, and quality of life in Payson. The
167 primary focus of the committee is to recruit industrial and retail businesses and help
168 existing businesses to grow and thrive. Its secondary focus is to promote tourism,
169 educational opportunities, residential development, and downtown development. The
170 commit serves as a conduit between the commercials interest of Payson and the municipal
171 government.
- 172 • Vision Statement for Economic To devise and execute a plan that will lead Payson to be the
173 preferred destination in Utah for ADVENTURE, including experience-based education,
174 interactive business opportunity, and world-class outdoor recreation while improving the
175 quality of life for its citizens.
- 176 • Clusters include:
 - 177 ○ Education – UVU, MTEC, U of U, Utah State; private education; small business
178 resource center; startups; Nebo School District; Internships
 - 179 ○ Outdoor Recreation, Hospitality & Tourism – Culinary startups (downtown); equestrian;
180 convention, meeting, and reunions; natural resources; Ag tourism; targeted restaurants;
181 outdoor recreation and tourism
 - 182 ○ Retail – Targeted
 - 183 ○ Manufacturing – Distribution, robotics, light industrial, incubators, outdoor recreation
184 products, Nano technology, phase 1 first run, Ag manufacturing

- Health Care (live science) (supported by the hospital) – Urgent care, surgery center, post-acute and elderly care, advanced recovery, Wasatch Mental Health
- Transportation – New interchange, FrontRunner, airport, drones
- Key Initiatives with Specific Goals. Each key initiative goal is then explained in detail as to the how, where, and when.

| Key Initiative | Goal |
|---|--|
| Education / Workforce / Employment | Payson is the premier experienced based education hub for South Utah County and Central Utah providing a diversified and educated workforce. |
| Entrepreneurship / Innovation / Manufacturing | Payson is a vibrant hub for entrepreneurs, innovation and the high-tech manufacturing |
| Outdoor Recreation, Hospitality & Tourism | Embrace tourism opportunities, community celebrations, recreation businesses, and other activities that allow visitors to contribute to the economic vitality of Payson |
| Transportation / Infrastructure | Payson will develop mass transit, freeway access, roads and infrastructure to accentuate the education, manufacturing and recreation opportunities available without creating growth gridlock. |
| Increase Economic Vitality | Payson recruits retail/restaurants to provide a variety of shopping and dining experiences for Payson residence and to provide regional centers for these activities. |
| Home Town Feel / Downtown Revitalization | Revitalize Payson's downtown to provide a gathering place and keep the hometown feel as Payson grows. |
| Marketing / Promotion / Friendly Business Climate | Payson is recognized as a destination for prospective businesses and a place for current businesses to thrive while attracting and retaining talent. |
| Quality of Life | Payson promotes a healthy, active lifestyle. |

- Discussion:
- Properties need to be set up and developed prior to going out and finding companies.
 - Discussion to hire an Economic Development Director. Discuss with the new budget and prioritize. Assign councilmembers and members of the Economic Development Committee to focus on a key initiative and report back on a regular basis so there is more accountability.
 - This is a very ambitious plan and everyone will be working together.

The council and planning commission members were asked to review the detailed key initiatives and goals. A work session will be scheduled for February 5th.

B. ADJOURNMENT

MOTION: Councilmember Hiatt – To adjourn. Motion seconded by Councilmember Christensen. Those voting yes: Linda Carter, Brett Christensen, Taresa Hiatt, Brian Hulet, Doug Welton. The motion carried.

The meeting adjourned at 8:30 p.m.

Kim E. Holindrake, City Recorder