

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.

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

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

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

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

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

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

Discussion:

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

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

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

### 3. Presentation on Economic Development Strategic Plan (8:05 p.m.)

Councilmember Hulet reviewed the Payson Economic Strategic Plan outline.

- The core team has met a number of times and worked with the Economic Development Committee.
- Mission Statement: The Economic Development Committee of Payson (EDCP) promotes economic development and improvements of all business conditions in Payson in order to maximize employment opportunities, the tax base, and quality of life in Payson. The primary focus of the committee is to recruit industrial and retail businesses and help existing businesses to grow and thrive. Its secondary focus is to promote tourism, educational opportunities, residential development, and downtown development. The commit serves as a conduit between the commercials interest of Payson and the municipal government.
- Vision Statement for Economic To devise and execute a plan that will lead Payson to be the preferred destination in Utah for ADVENTURE, including experience-based education, interactive business opportunity, and world-class outdoor recreation while improving the quality of life for its citizens.
- Clusters include:
  - Education – UVU, MTEC, U of U, Utah State; private education; small business resource center; startups; Nebo School District; Internships
  - Outdoor Recreation, Hospitality & Tourism – Culinary startups (downtown); equestrian; convention, meeting, and reunions; natural resources; Ag tourism; targeted restaurants; outdoor recreation and tourism
  - Retail – Targeted
  - Manufacturing – Distribution, robotics, light industrial, incubators, outdoor recreation 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 5<sup>th</sup>.

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.

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/s/ Kim E. Holindrake  
Kim E. Holindrake, City Recorder