

City Council Staff Report

May 19, 2021

**Staff Coordinator:**

Jill Spencer, City Planner

Project Name:

General Plan Amendment:
South Meadows Area Specific
Plan

Applicant:

Sheila Michaelis, representing
Payson South Meadows
Partners LLC

Location:

West side of Interstate 15 at
approximately 800 South and
1700 West

ATTACHMENTS:

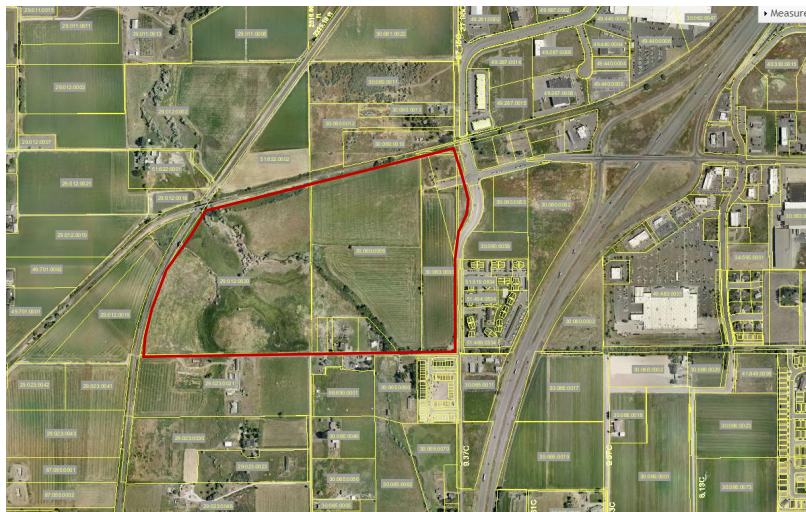
1. Proposed Red Bridge Station Amendment 1 (Applicant's written request and plan modifications)
2. Memorandum of Understanding
3. Imagine Payson General Plan Future Land Use Map
4. Base Scenario Land Use Plan (adopted)
5. Higher Education Alternative Land Use Plan (adopted)
6. Planning commission minutes (04-28-2021)

REQUEST

Request to amend the Payson City General Plan, specifically the South Meadows Area Specific Plan to change the current land use designations and densities to support the applicant's proposal for a large-scale mixed use development, including a campus for Mountainland Technical College (MTECH) near the 800 South Interstate 15 interchange.

BACKGROUND AND PROJECT DESCRIPTION

Payson South Meadows Partners LLC ("development team") is proposing to develop a large-scale mixed use project known as Red Bridge Village generally located between 800 South and 1130 South and between 1700 West and 2200 West. The project contains approximately 100 acres and will be completed in multiple phases, or sub-projects. Several land use approvals are necessary to develop the property as proposed. At present, the applicant is requesting approval of a general plan amendment, specifically and use designations, allowable densities, and utilities and infrastructure of the South Meadows Area Specific Plan.



Due to the complexity of the proposed Red Bridge Village development, a Memorandum of Understanding (MOU) was prepared and signed by Payson City and Payson South Meadows Partners, LLC. The document summarizes the intent of the parties with respect to planning, infrastructure, and development issues related to the project. While not legally binding, the document outlines mutually accepted expectations for the project.

In December 2020, the applicant submitted a land use application for use of the MU-1, Mixed Use Overlay to accommodate a mixed use development on approximately 50 acres within the Red Bridge Village project. The planning commission considered the request on January 13, 2021. Following presentations by staff and the development team, public comment, and discussion, the planning commission remanded the item back to staff for more information. More specifically, a review and potential amendment of the South

Meadows Area Specific Plan. The proposed Red Bridge Village development includes land uses and densities that are not consistent with the South Meadows Area Specific Plan. As indicated in the MOU, “the area specific plan will need to be amended prior to any overlay approval that goes against the current area specific plan terms.” The applicant has submitted a land use application requesting a general plan amendment.

APPROVAL PROCESS

Adoption of (or amendments to) the general plan is a **legislative action**. A legislative action is made only by the city council, who has broad discretion in balancing private conduct against the public health, safety and general welfare of the community. Because the city council has great deference in how the community grows, the council may approve, amend and approve, or deny the land use application. The applicant is proposing modifications to land use, density, transportation network, roadway cross-sections, and utility systems. Amendments to the general plan do not modify or waive any requirements of the Payson City Code.

The proposed land use application requires approval by the city council, following a recommendation from the planning commission. A public hearing is required before the recommendation of the planning commission and a decision by the city council. Notice has been posted in the proper locations, and the public hearing was advertised in the newspaper for a minimum of fourteen (14) days. The planning commission minutes have been included in the packet.

EVALUATION

Each land use application is reviewed for consistency with the Payson City General Plan, the land use ordinances, and other related planning documents. In this case, the contents of the South Meadows Area Specific Plan were considered as well. As mentioned above, the Red Bridge Village development includes land uses and densities not consistent with the South Meadows Area Specific Plan. The MOU contemplates this document will be amended prior to additional land use approvals.

There are several land use plans, studies, and documents that should be considered when making land use decisions. To assist the council, the following is a brief explanation of some of the planning documents and their relationship to one another.

- **General Plan.** A general plan represents a “big picture” of the community and provides a city a chance to look broadly at programs on land use, housing, economic development, public infrastructure and services, environmental protection, and natural and human-made hazards, and how they relate to one another. The general plan addresses the long-range future of a community, using a time horizon of up to 20 years or more. The city council adopted the *Imagine Payson General Plan* on September 2, 2020. The general plan is a tool for planning the future growth and should not be mistaken for land use and development entitlements.
- **Specific Plan.** A specific plan is a document designed to implement the goals and policies of the general plan. The planning document contains detailed land use, design, infrastructure and development standards, and implementation measures for a smaller specified geographic area. In this instance, the property is located within the South Meadows Area Specific Plan, adopted by the city council in January 2016. This plan provides in greater detail the development pattern for a specific area of the community within a five- to ten-year horizon. The plan demonstrates how the smaller area fits into the bigger picture (general plan). Additional land use approvals are necessary to implement the goals outlined in the specific plan.
- **Land Use Ordinances.** The land use ordinances are implementation tools for the general plan. Land use applications (i.e. annexation, zone change, subdivisions, overlays) are reviewed for consistency with City Code, specifically the adopted land use ordinances.

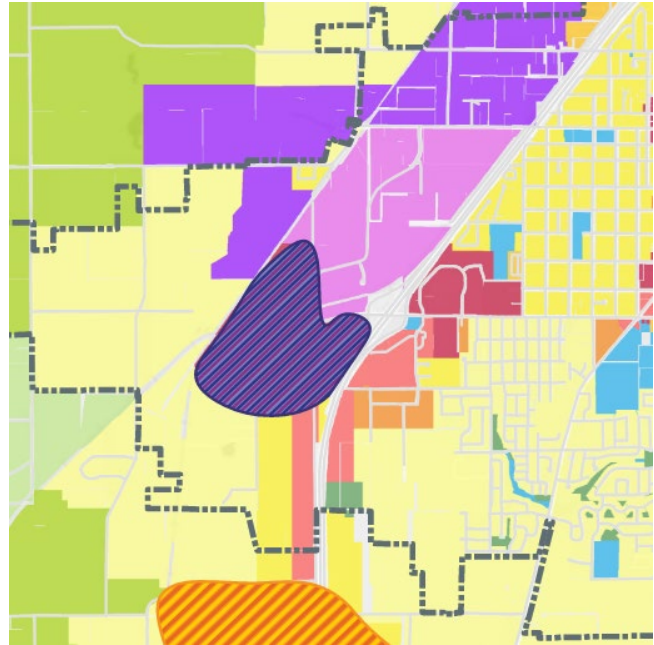


The applicant is requesting to amend the South Meadows Area Specific Plan which is an appendix to the *Imagine Payson General Plan*. It should be noted that the current request (general plan amendment) is limited in scope. The applicant is proposing modifications to land use, density, transportation network, roadway cross-sections, and utility and infrastructure systems included in the specific plan. Any request to apply the provisions of the specific plan requires additional applications and approvals by the planning commission and city council.

Current General Plan Designation

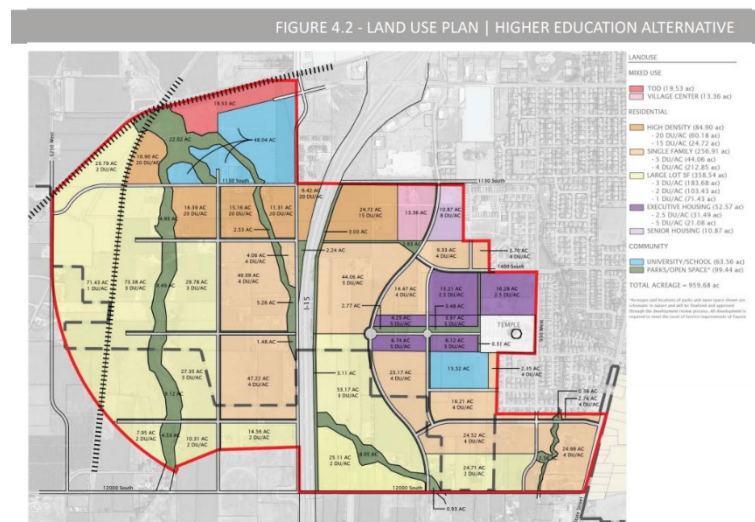
Transit Oriented Development Node

The Future Land Use Map identifies two potential transit-oriented development nodes, one near the Main Street/Interstate 15 Interchange and one near the 800 South Interstate 15 Interchange. Accommodating high-density mixed use development in these areas are dependent on a number of things, including: 1) the regional transit network and the presence of a high capacity transit facilities within walking distance of the development, 2) a network of safe and convenient walkways, trails, and bike facilities that connect transit, residences and other uses, and 3) an attractive pedestrian environment with access to commercial services and residential amenities. To date, the challenge with developing a transit-oriented development near the 800 South interchange is the lack of transit facilities. Utah Transit Authority (UTA) is currently conducting a study, known as the South Valley Transit Study, to evaluate options for future transit service in South Utah County between Provo and Santaquin. Information about ridership, types of transit nodes, potential transit locations will be identified during this process. The findings of this study will be available by the end of 2021.



South Meadows Area Specific Plan

There are two land use plans in the South Meadows Area Specific Plan: 1) Base Scenario Land Use Plan, and 2) Land Use Plan – Higher Education Alternative. During the preparation of the specific plan, Payson City was aware of Utah Valley University's (UVU) interest in locating a satellite campus in Payson, but did not know which interchange the campus would be located. In application, the Base Scenario Land Use Plan would be used until and unless the university decided to locate near the 800 South interchange. If the university located on the south interchange, the Higher Education Alternative would apply. In 2020, Utah Valley University acquired approximately 38



acres on the Main Street Interstate 15 interchange. Prior to this announcement, the development team entered into an agreement with Mountainland Technical College (MTECH) to locate within the Red Bridge Village development near the 800 South interchange. The school sizes (UVU vs. MTECH) are significantly different (65.56 acres vs. 13.31 acres); therefore, the University/School designation on the Higher Education Alternative will need to be modified and

land uses established in its place. To accomplish this goal the applicant has applied to amend the specific plan. The applicant is also requesting to modify other land use designations of properties included in the Red Bridge Village development.

Proposed General Plan Amendments

The applicant has provided a written narrative and prepared maps and drawings for consideration by the planning commission and city council. The applicant is proposing the following changes:

- Modify the acreage for the University/ School designation (decrease from 65.56 acres to 13.31 acres)
- Change the TOD designation to Commercial/Mixed Use
- Rearrange of the boundaries of the Commercial/Mixed Use (formerly TOD)
- Increase the acreage of the Commercial/Mixed Use designation (increase from 19.53 acres to 24.85 acres)
- Replace the University/School designation to Residential 15 DU/AC
- Change Residential 20 DU/AC to 15 DU/AC (redistributed density)
- Modify utility and infrastructure systems, including street cross-sections and trail alignments

The following figure outlines the land use and density differences between the Base Scenario Land Use Plan and the proposed Higher Education Alternative Land Use Plan.

RED BRIDGE STATION AMENDMENT #1 BASE SCENARIO vs HIGHER EDUCATION (AMENDED) LAND USE PLAN

LAND USE	FIGURE 4.1			FIGURE 4.2		
	BASE SCENARIO			HIGHER EDUCATION SCENARIO		
	AREA (ac)	Density DU/AC	Max Number of Dwelling Units	AREA (ac)	Density DU/AC	Max Number of Dwelling Units
MIXED USE	n/a	n/a	n/a	15.47	MU-1 Zone	490
COMMERCIAL	23.13	n/a	n/a	9.38	MU-1 Zone	n/a
RESIDENTIAL - 15 DU/AC	42.79	15	642	42.36	15	635
RESIDENTIAL - 2 DU/AC	10.9	2	22	0	2	0
SCHOOL	0	n/a	n/a	13.31	n/a	0
PARKS/OPEN SPACE	22.02	n/a	n/a	18.32	n/a	0
TOTALS	98.84	6.71	664	98.84	11.39	1125

A complete list of proposed changes is included in the packet. The amendments will require changes to the text, maps, and figures in the specific plan. For clarification, the proposed land uses and densities will only affect the Higher Education Alternative. Agreements and commitments from MTECH will need to be in place, to the satisfaction of the city council, to implement the higher densities. Approval of the general plan amendment does not grant approval of the development plan. The general plan only provides the planning framework for the applicant to apply for other land use applications.

RECOMMENDATION

The applicant is requesting amendments to the Payson City General Plan, specifically the South Meadows Area Specific Plan to support plans for a large-scale mixed use development near the 800 South Interstate 15 interchange. Changes are limited to property owned by the development team or currently under contract with Payson South Meadows Partners LLC. Review of land uses and densities on adjacent properties would require additional evaluation by staff communication with landowners, and notice.

The adoption and/or amendment to a general plan is regulated by Utah Code and City Code and requires legislative approval by the city council. It is the responsibility of the applicant to demonstrate the proposed land uses and densities are consistent with the land use goals of the Payson City General Plan. The city council may require additional or modified information to make a well-informed decision.

The city council may:

1. Remand the request back to staff for further review or additional information. This action should be taken if it is determined that the applicant has not provided sufficient information for the city council to formulate a well-informed decision.
2. Approval, contingent upon the satisfaction of conditions. The city council should select this option if the proposal is consistent with the Payson City Code, the General Plan, advances the land use goals of the city, and is not detrimental to the health, safety, and welfare of the city.
3. Denial. The city council should select this option if it is determined the proposed amendments are inconsistent with the Payson City General Plan, Payson City Code, and will not advance the land use goals of the city.

Any motion should include findings that indicate reasonable conclusions for the recommendation.