TOWN OF PAYSON
GENERAL PLAN UPDATE
2014-2024

Prepared for

The Town of Payson, AZ

September, 2013

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As part of the General Plan Update 2014-2024 process, the Town of Payson engaged citizen participation through an online survey, workshops, an information forum, and access to Town staff and officials. Over 775 Payson citizens and stakeholders participated in the yearlong Update process.

Consultants:

TischlerBise was retained by the Town of Payson to deliver a General Plan Update 2014-2024. The findings and conclusions in this analysis are the culmination of data collection, research, and stakeholder input.

The Berkley Group was retained by TischlerBise to assist with the public participation component of the General Plan Update 2014-2024 along with substantive portions of the Plan's development in close collaboration with TischlerBise staff.

APPROVAL SCHEDULE

Agency Reviews	June 14, 2013 – August 14, 2013
Planning Commission Public Hearing	August 12, 2013
Planning Commission Recommendation	September 9, 2013
Town Council Public Hearing	October 3, 2013
Town Council Recommendation	TBD
Ratification by Payson Citizens	August 2014

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LIST OF ABBREVIATIONS

AC/FT: ..... Acre Feet

ACS: ..... U.S. Census Bureau, American Community Survey

ADOT: ..... Arizona Department of Transportation

AZDEQ: ..... Arizona Department of Environmental Quality

BEA: ..... U.S. Bureau of Economic Analysis

BLS: ..... U.S. Bureau of Labor Statistics

EPA: ..... Environmental Protection Agency

FAR: ..... Floor Area Ratio

General Plan..... General Plan Update 2014-2024

GLA: ..... Gross Leasable Area

RDR/LDR/MDR/MFR: ..... Land use designations (i.e., Rural Density Residential, Low Density Residential, Medium Density Residential, and Multifamily Residential)

LEHD: ..... U.S. Census Bureau, Longitudinal Employer-Household Dynamics

LID: ..... Low Impact Development

LQ: ..... Location Quotient

NFIP: ..... National Flood Insurance Program

NRPA: ..... National Recreation and Parks Association

PATS: ..... Payson Area Trail System

QCEW: ..... U.S. Bureau of Labor Statistics, Quarterly Census of Employment and Wages

SR: ..... Arizona Department of Transportation, State Route

UDC: ..... Town of Payson Unified Development Code

ULI: ..... Urban Land Institute

USFS: ..... United States Forest Service

EXECUTIVE SUMMARY

The Town of Payson General Plan Update 2014-2024 (herein after General Plan) directly reflects the ideas and priorities expressed during the public participation process for the General Plan's update. These stakeholder priorities are intended to guide development decisions and are a direct link between community preferences and policy actions. Through a dynamic community facilitation program, Payson stakeholders crafted a *Vision*, identified C*ritical Issues*, set forth G*uiding Principles*, and prioritized G*oals and Strategies* for a series of Planning Elements.

Vision Statement

Payson is a vibrant recreation destination amidst the tall pines and cool waters of Arizona's Rim Country. Renowned for its western heritage and friendly people, the Town is a safe and sustainable community that embraces education, culture and economic prosperity through quality development.

A General Plan *Steering Committee* of appointed residents, business owners, Town officials/staff, and community representatives guided the process. Along with a review of past plans, current demographics, and economic trends, the *Steering Committee* oversaw the facilitated workshops for community engagement, reviewed results of the stakeholder survey, and guided development of the Plan's *Critical Issues*, *Goals,* and *Implementation Strategies*.

Critical Issues and *Goals* identified by the *Steering Committee*, Town officials/staff, community stakeholders, business owners, and residents were grouped into categories that reflect Plan Elements required by **A.R.S. §9-461.05 (General Plans; Authority; Scope)**, and then into sub-categories based on specific topics to be addressed in the General Plan. This process revealed important themes about how Payson stakeholders feel about growth and development in the Town.

The General Plan Elements, each with a guiding principle and dominant theme, are:

Environmental Planning Element

Strengthen and expand partnerships to continue environmental innovations.

- Impacts of Growth. Take action to protect the natural character of the Town through well-crafted growth policies.

Water Resources Element

Utilize prudent allocation of resources to support economic development and environmental sustainability.

- Water Supply. Take action to ensure sufficient long-term and high quality water resources for the Town.

Open Space, Parks, and Recreation Element

Expand active and passive recreational opportunities through program and facility improvements.

- Open Space. Take action to provide adequate land and amenities to serve increasing demand.

Land Use Element

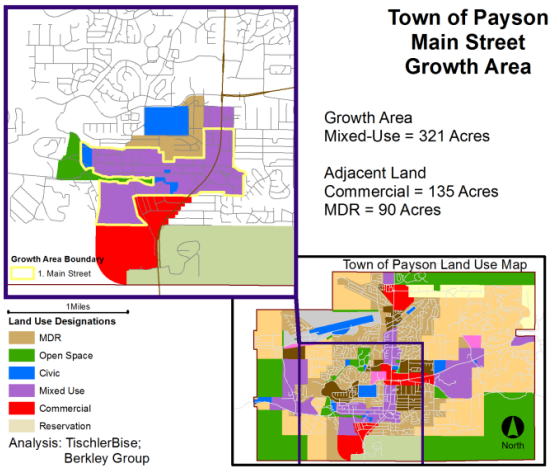
Enhance Payson's small-town atmosphere and economic development opportunities with strategic land use policies for new development and redevelopment areas.

- Growth Management. Take action to prioritize infill redevelopment to promote vibrancy of developed areas and protect natural resources of undeveloped areas.

Growth Area Element

Enact effective growth management policies and sustainable economic development.

- Housing. Take action to diversify housing options in the Town to ensure housing is accessible to all members of the community.



Circulation/Transportation Element

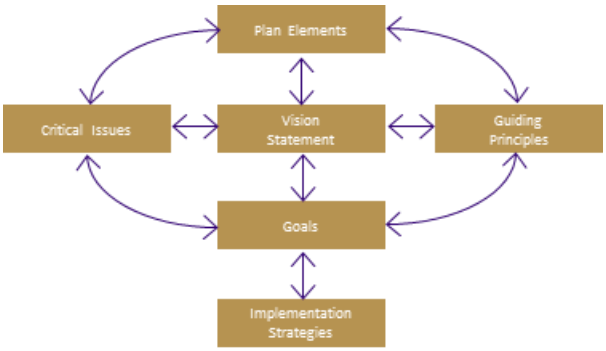
Enhance the existing transportation infrastructure to increase connectivity, to improve alternative transportation, and to reduce traffic congestion.

- Traffic Calming. Take action to increase pedestrian and bicycle safety and movement around town through traffic calming infrastructure improvements and defining space for safe, non-motorized circulation.

Cost of Development Element

Maximize the use of planning and financial tools to mitigate the cost of development to the community while providing incentives for well-planned development.

- Fiscal Sustainability. Take action to maintain current levels of service for necessary public services in a fiscally sustainable manner.



Each General Plan Element Chapter begins with a *Guiding Principle*, and a discussion of current conditions. The *Goals* set forth for each Element address these issues in a manner that achieves the *Guiding Principle*. The *Implementation Strategies* for each *Goal* move the plan forward in the direction of the defined *Vision*, *Guiding Principle*, and *Goal*, which should positively impact the identified *Critical Issue*.

The Planning and Zoning Commission and Town Staff will monitor the implementation of the General Plan and provide updates to the Town Council. Town Staff will prepare an Annual Report regarding the General Plan's implementation progress, as well as any recommendations for amendments. The annual review is critical to ensure that the *Goals and Strategies* of the General Plan are being effectively pursued, and that the General Plan is responding to the needs of the community. The General Plan Annual Report will be submitted for review to the Town Council and Payson citizens.

1 GENERAL PLAN AND PLANNING FRAMEWORK

The Town of Payson (herein after Town) General Plan Update 2014-2024 (herein after General Plan) is an expression of stakeholder priorities to guide development decisions. It is a direct link between community preferences and policy actions. Through a dynamic community facilitation program, Payson stakeholders crafted a *Vision*, identified *Critical Issues*, and set prioritized *Goals* for a series of Planning Elements.

The General Plan is mandated by Arizona statute; it serves as a guide for Town policies and provides a vision for the Town of Payson's development. The Plan does not directly regulate or control any development or other Town policies. Specific regulations applicable to development are contained in the Unified Development Code (UDC); and additional Town regulations are set forth in other sections of the Town Code.

1.1 TOWN OF PAYSON PLANNING PROCESS

Development of Payson began in earnest after 1970. According to the U.S. Census Bureau, Payson had 745 housing units at the start of the 1970's. Payson added an average of 2,200 units per decade over the next 30 years. Following decades of development and change, the Town adopted its first Master Plan in 1991. The next step in land use management was to adopt a Unified Development Code (1996) to serve as the implementation tool to guide land use decisions in the Town. The Town values active community planning to ensure land use and development are in keeping with the community's vision for Payson.

Payson will continue to grow and experience demographic shifts. The General Plan expresses community expectations for growth management. It defines a long-term perspective through which to make policy decisions regarding land use within the Town boundaries.

Previous Plans

1991 Master Plan – With a population of just over 8,000 people, the Town adopted its first comprehensive plan.

1996 Unified Development Code - The adopted code is revised as necessary to remain the primary tool by which planning strategies and policies are implemented.

1997 Master Plan Land Use Update – The Town wrote and adopted Land Use, Transportation, Housing, and Parks and Recreation Elements as supplements to the 1991 Master Plan

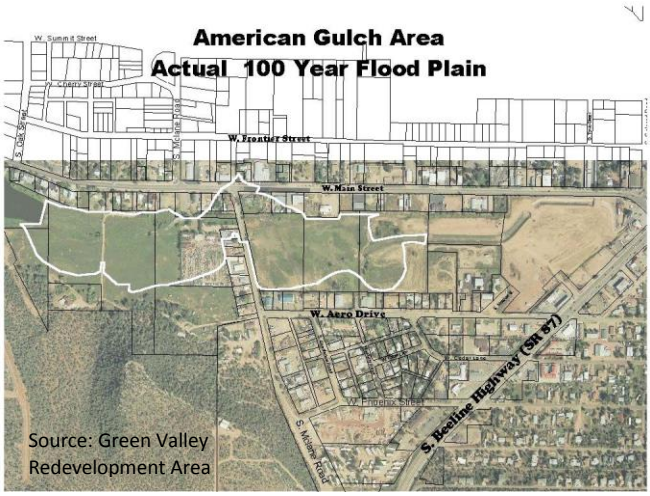
2003 General Plan Update – General Plans traditionally have a ten-year life span. In 2002, the Town entered into a General Plan update process to ratify a plan that would meet the new state requirements for communities with a population over 10,000 people. The plan identified community principals and included *Goals and Strategies* for seven planning elements: Land Use; Growth; Circulation; Parks, Trails, and Open Space; Environmental Planning; Water Resources; and Cost of Development.

Identified Principals

Payson proactively plans for growth. To ensure a high quality of life for residents, the Town crafted a series of ten Community Principles to transition the community vision into actionable land use decisions (General Plan Update, 2003).

1. Ensure adequate water supply through active *resource management*
2. Integrate *privately owned land* into a unified land use pattern
3. Participate in land use decision that impact *extraterritorial* lands
4. Encourage development of a high-quality and diverse *residential housing stock*
5. Preserve national resources through managed growth and *planned developments*
6. Allow *density* only where infrastructure is sufficient to serve additional demand
7. Focus on Tourism
8. Protect the small-town feel of Payson, through consistent *commercial* development
9. Provide adequate and attractive space for expanded *employment* opportunities
10. Ensure greenfield sites develop consistent with Payson's vision for the future

2005 – American Gulch – The American Gulch: Watercourse/Drainage Concept set forth a conceptual master plan for development of the American Gulch study area. As part of the 100-year floodplain, and due to high grounds north and south of the Gulch, the study area serves as a naturalized channel for stormwater management. The conceptual plan for development looked to integrate recreation and natural environment access with mixed-use development to draw commercial activity back to Main Street and spur additional growth in Town. Included in the examination was a fiscal and economic feasibility study to determine the potential costs incurred by the Town from development of the American Gulch.



Source: Green Valley Redevelopment Area

2007- Airport Master Plan – The Payson Airport Master Plan Update recognized the importance of the Airport to the economic vitality of Payson. The planning process sought to identify sufficient area and access to accommodate future facility needs. *Goals and Strategies* sought to mitigate environmental impacts, integrate the Airport into community plans for development, and market the area for economic development.

2011 - Payson Transportation Study – The Payson Transportation Study sought to develop a long-range multi-modal transportation plan for Payson. In addition to reporting current inventory and infrastructure quality, the Study prioritized future transportation improvements based on population, land use, and traffic growth scenarios.

1.2 General Plan Update 2014-2024 Development Process

In the fall of 2012, the Town of Payson launched the process to update the 2003 General Plan Update. Community and stakeholder participation is an essential component of the process to draft a General Plan reflective of the shared goals of a community and to craft a dynamic vision for the future. The General Plan process included five different types of stakeholder participation engagement, including a 20-person *Steering Committee*, three community workshops, an online stakeholder survey, a General Plan page on the Town website, and direct access to Town staff and plan consultants.

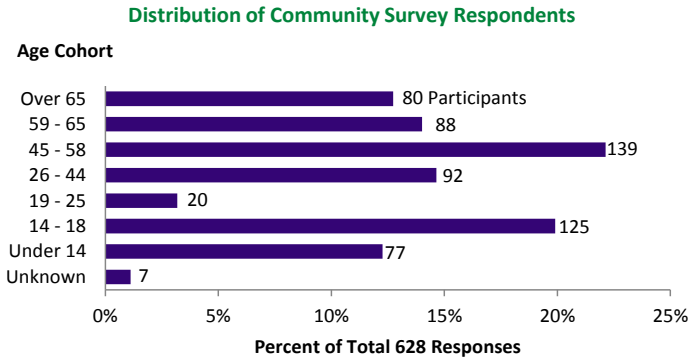
The General Plan *Steering Committee* included residents, business owners, Town officials/staff, and community representatives. Along with a review of past plans, current demographics, and economic trends, the *Steering Committee* oversaw the facilitated workshops for community engagement, reviewed results of the stakeholder survey, and guided development of the General Plan's *Critical Issues* and *Goals*.

Critical Issues and *Goals* identified by the *Steering Committee*, Town officials/staff, community stakeholders, business owners, and residents were grouped into categories that reflect Plan Elements required by **A.R.S. §9-461.05 (General Plans; Authority; Scope)**, and then into sub-categories based on specific topics to be addressed in the General Plan. This process revealed important themes about how Payson stakeholders feel about growth and development in the Town.

Community Participation

Town staff and consultants designed and administered a stakeholder survey using the internet survey instrument SurveyMonkey®[1]. A copy of the 2012 Payson Community Survey can be found in Appendix 11.1 of this General Plan. The survey launched at the start of November 2012 and closed November 30, 2012. The survey was publicized on the Town website, through community news outlets, at public venues, and through word-of-mouth.

The General Plan *Steering Committee* and Town staff organized participation by school-aged children through direct outreach in the public schools. A total of 628 qualified survey responses were collected. An examination of respondent demographics shows a very well balanced respondent pool.



Source: Town of Payson. (2012). Payson Community Survey.

[1] Paper versions of the survey instrument were available upon request. Surveys completed on paper were keyed into SurveyMonkey® and reported as part of the collective responses.

The survey asked respondents to rank their feelings about 11 aspects of the Town, including:

- Size,
- Atmosphere,
- Location,
- Recreation,
- Transportation,
- Employment,
- Shopping,
- Entertainment,
- Public safety,
- Education quality, and
- School facilities.

The survey results, community workshops, *Steering Committee* and staff meetings all contributed to identifying a list of *Critical Issues* the Town will address over the course of the next decade. Survey results and other tabulated public input are reported throughout the General Plan to support the content, *Critical Issues*, and *Goals* discussed in each chapter.

General Plan Elements

The Payson General Plan Update 2014-2024 is organized in a series of Element chapters with identified *Critical Issues* as required by **A.R.S. §9-461.05 (General Plans; Authority; Scope)**. *Goals and Strategies* (including policy changes) identified in each chapter will guide the actions of Town officials, staff, and stakeholders to address the identified *Critical Issues*.

1. Environmental Planning Element
    - Impacts of Growth. Take action to protect the natural character of the Town through well-crafted growth policies.
2. Water Resources Element
    - Water Supply. Take action to ensure sufficient long-term and high quality water resources for the Town.
3. Open Space, Parks, and Recreation Element
    - Open Space. Take action to provide adequate land and amenities to serve increasing demand.
4. Land Use Element
    - Growth Management. Take action to prioritize infill redevelopment as a means to promote vibrancy of developed areas and protect natural resources of undeveloped areas.
5. Growth Area Element
    - Housing. Take action to diversify housing options in the Town to ensure housing is accessible to all members of the community.
6. Circulation/Transportation Element
    - Traffic Calming. Take action to increase pedestrian and bicycle safety and movement around town through traffic calming infrastructure improvements and defining space for safe, non-motorized circulation.
7. Cost of Development Element
    - Fiscal Sustainability. Take action to maintain current levels of service for necessary public services in a fiscally sustainable manner.

Community Vision and Guiding Principles

The General Plan's *Vision Statement* was derived directly from the input of participants in the process from the first kick-off meeting through the community survey, as well as the guidance provided by the appointed *Steering Committee*. The *Vision Statement* sets the tone for the General Plan and lays the foundation upon which the *Guiding Principles, Goals,* and *Implementation Strategies* were crafted. The *Vision* is intended to be broad in nature, but unique to Payson as a community. It describes the Payson of the future, not the present. It is proactive, affirmative, and aspiring.

Vision Statement:

Payson is a vibrant recreation destination amidst the tall pines and cool waters of Arizona's Rim Country. Renowned for its western heritage and friendly people, the Town is a safe and sustainable community that embraces education, culture and economic prosperity through quality development.

The words used in the *Vision* are those of the community. Many conversations occurred to derive these two sentences. Many concepts and values were expressed and are captured by the General Plan in the *Guiding Principles* and *Goals*.

Dozens of vision statements were drafted and commented on by the public, staff, and *Steering Committee*. Below are some of the vision statement themes that emerged, and are incorporated into the General Plan:

Natural environment	Self-sufficient	High quality development
Western heritage	Small-town	Open communication
Friendly people	Recreation	Forward thinking
Safe	Tourism	Well-rounded
Clean	Quality education	Vibrant
Healthy	Well-paying jobs	Generosity
Resilient	Economic development	Managed growth
Sustainable	Prosperity	Pioneer spirit

Guiding Principles

The General Plan has seven chapters, referred to as *Elements*. Stakeholder participation helped to craft a Guiding Principle for each Element. Each Guiding Principle helps focus the Vision for the Element in a meaningful way; it recognizes concerns expressed by stakeholders, and sets priorities for change. The subsequent Goals correlate to each Guiding Principle to achieve the Vision. Similarly, each Goal has a series of Strategies that are specific actions to be taken to implement the Vision. These Implementation Strategies include policy and program recommendations that are the core of the General Plan, and the road map for the General Plan's function as a guide for the community over the next decade.

The Guiding Principles for each chapter *Element* are:

1. Environmental
    - Strengthen and expand partnerships to continue environmental innovations.
2. Water Resources
    - Utilize prudent allocation of resources to support economic development and environmental sustainability.
3. Open Space, Parks, and Recreation:
    - Expand active and passive recreational opportunities through program and facility improvements.
4. Land Use:
    - Enhance Payson's small-town atmosphere and economic development opportunities with strategic land use policies for new development and redevelopment areas.
5. Growth Areas:
    - Enact effective growth management policies and sustainable economic development.
6. Circulation/Transportation:
    - Enhance the existing transportation infrastructure to increase connectivity, to improve alternative transportation, and to reduce traffic congestion.
7. Cost of Development:
    - Maximize the use of planning and financial tools to mitigate the cost of development to the community while providing incentives for well-planned development.

Each General Plan *Element* begins with a Guiding Principle, a discussion of current conditions, and a list of identified Critical Issues. The Goals set forth for each *Element* address these issues in a manner that achieves the Guiding Principle. The Implementation Strategies for each Goal then move the General Plan forward in the direction of the defined Vision, Guiding Principle, and Goal, which should positively impact the identified issue.

2 INTRODUCTION: PAYSON ARIZONA

A baseline profile of demographic and economic conditions in which the Town operates is included here to identify factors that will influence future development.

2.1 TOWN OF PAYSON IN CONTEXT

Payson is geographically placed at the center of Arizona. It is near equidistance to the major cities of Flagstaff and Phoenix. Payson is the commercial hub of northern Gila County and an important gateway to the Mogollon Rim country recreation destinations just north and east of town. Payson is part of the picturesque Arizona highlands surrounded by the Tonto National Forest. It has an elevation of 5,000 feet.

2.2 PAYSON PLANNING AREA

A demographic profile for Payson places the Town in a regional context by observing Town population trends in relation to county, regional and state trends. Economic trends for the Town are placed in the context of the larger Gila County economic region to demonstrate economic activity not bound by political boundaries. To place the Town in its broader geographic context, Gila County, which includes Payson, and the State of Arizona are profiled as primary peer geographies, with the Town of Camp Verde and the City of Show Low profiled as secondary geographies. See **Map 1** for additional detail.

Primary Peer Geographies

Town of Payson: The Town is located in northern Gila County, in the geographic center of the State of Arizona. It is approximately 90 miles northeast of the greater Phoenix area, and approximately 90 miles southeast of Flagstaff. The Town is accessible by the north-south route State Route 87 (SR87)/Beeline Highway, which connects Payson to Phoenix, and by the east-west running State Route 260 (SR260). Payson's land area covers approximately 19.5 square miles. Included within the Town boundaries is 6.2 square miles of Tonto National Forest.

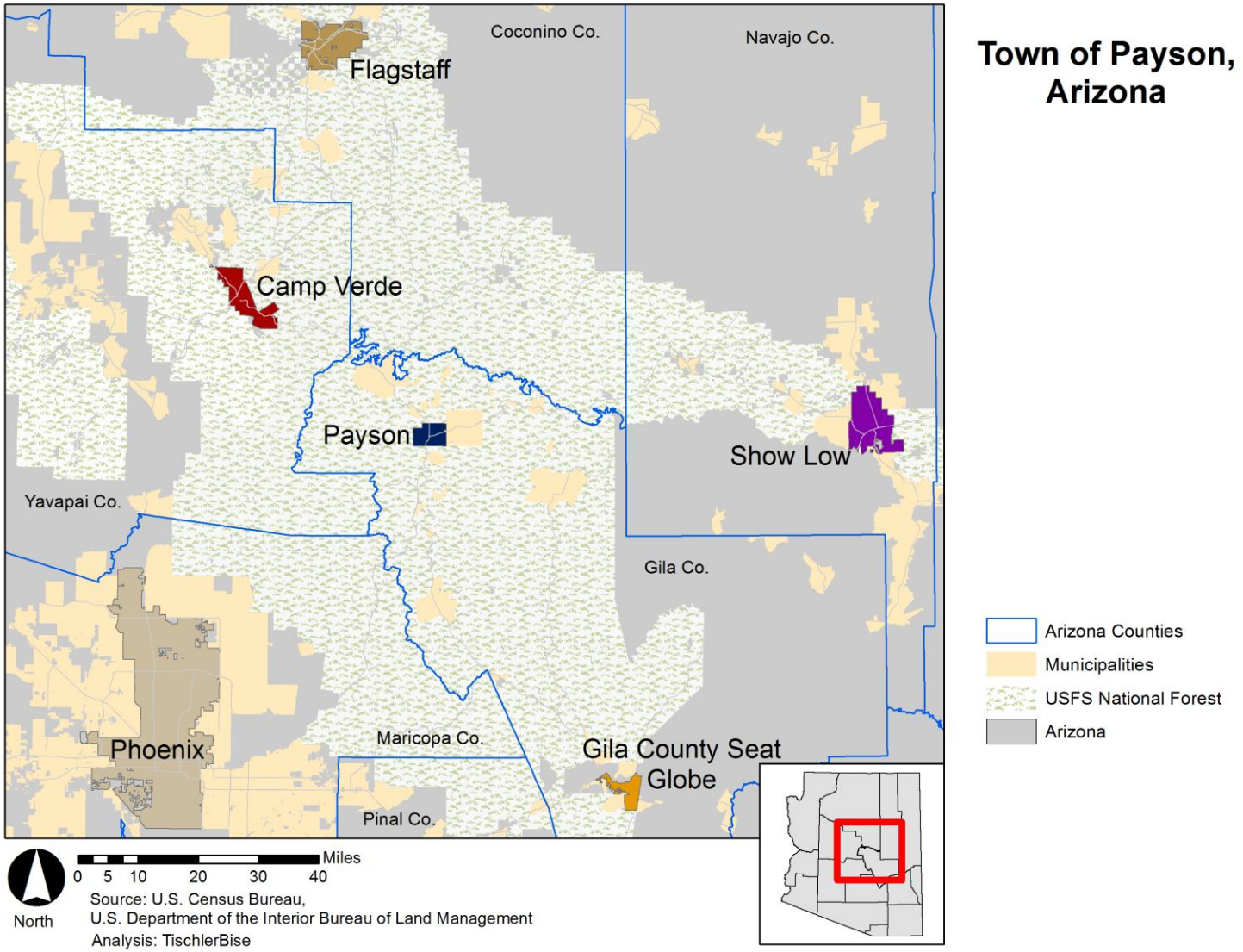
Gila County: With a land area of approximately 4,796 square miles, Gila County is bounded by Yavapai County to the northwest, Maricopa County to the west, Pinal County to the south, Graham County to the southeast, Navajo County to the east-northeast, and Coconino County to the north. The northwest section of Gila County is part of the Tonto National Forest. Payson is the largest population center in Gila County.

State of Arizona: Arizona has a land area of 113,990 square miles, with a 2010 estimated population of 6,392,017, according to the U.S. Census Bureau Decennial Census count.

Secondary Peer Geographies

Salient data is shown for two peer geographies. Like Payson, a significant portion of the Town of Camp Verde includes Tonto National Forest land. The City of Show Low is used for context because, like Payson in Gila County, Show Low is the most populous municipality in Navajo County, and with multiple state highways passing through the City, Show Low faces some of the same issues Payson sees.

Map 1: Town of Payson and Peer Geographies



2.3 Population and Households

Population

Trends in population and household growth are important factors in planning for the long-term sustainability of Payson. While historic trends are not guarantees of future change, they are the best foundation on which to base plans for the future.

According to the U.S. Census Bureau 2000 and 2010 decennial census counts the Town experienced a 12 percent growth rate between 2000 (13,620 persons) and 2010 (15,301 persons). Camp Verde and Show Low are not as large as Payson; however, with growth rates of 15 percent and 39 percent respectively, each outpaced Payson in population growth for the decade. Between 2000 and 2010, the state of Arizona had a net gain of 1.2 million people for a growth rate of 25 percent. Gila County grew at the much slower rate of only 4 percent, gaining 2,262 persons during the decade. Nearly three-quarters of Gila County population growth happened in Payson. This demonstrates the importance of Payson as the regional population hub.

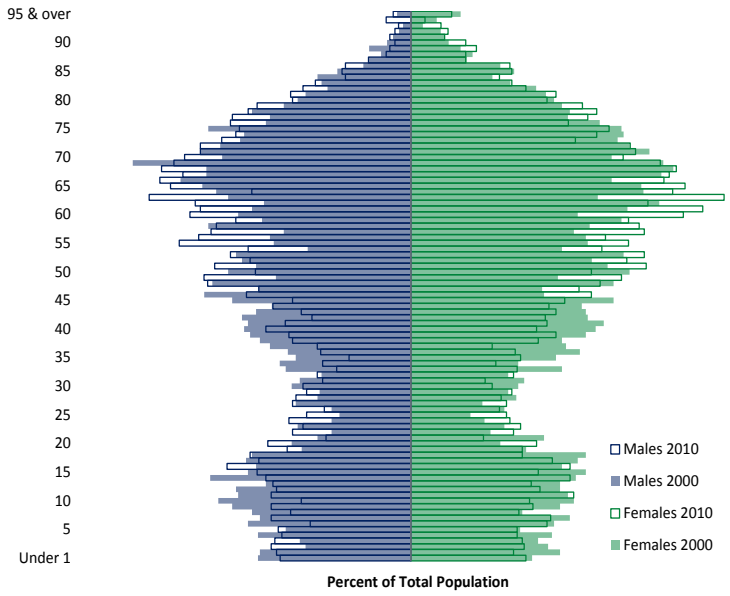
Payson has an economic opportunity not shared by the peer geographies; with 785 persons per square mile, Payson has the highest population density of all the study geographies. Payson is followed by Show Low City with 261 persons per square mile. Camp Verde had 252 in 2010. Gila County, with 11 persons per square mile, is far less dense than Payson and the State of Arizona, which had a 2010 population density of 56 persons per square mile.

Age Levels

According to the U.S. Census Bureau 2010 Decennial Census, the median age of Payson's residents is 53, making it the highest median age of the peer geographies. Payson is a popular home for retirees, which skews the median age higher. In comparison, Gila County has a median age of 48, and the State of Arizona has the lowest median age, 36 years.

The Town experienced a demographic shift between 2000 and 2010. The population pyramid in Figure 1 demonstrates the changes for each age from under age 1 to 95 years and older.

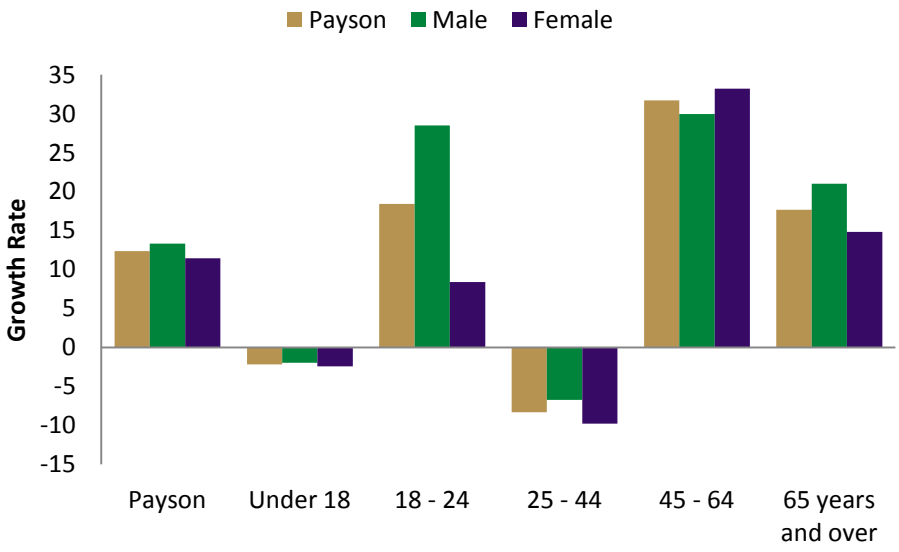
Figure 1: Decennial Population for Payson



Source: U.S. Census Bureau: 2010 Decennial Census Summary File 1, Table PCT12; and 2000 Decennial Census Summary File 1, PCT012.

Gains in shares of the population over age 45, and between ages 18 and 24, were balanced by the loss of primary school-aged children, and the primary workforce cohort (grouped by ages) of 25 to 45. Figure 2 below shows population growth rates between decennial census counts for the Town population and for the male and female portions of the total population.

Figure 2: Population Growth Rates by Age Cohort



Source: U.S. Census Bureau: 2010 Decennial Census Summary File 1, Table PCT12; and 2000 Decennial Census Summary File 1, PCT012.

Households

According to the U.S. Census Bureau, a household is a housing unit that is occupied by year-round residents. In 2010, 77 percent of Payson's 8,958 housing units were counted as households. Figure 3 demonstrates the results of dividing the total population (15,301) by the number of households (6,860) to achieve an average household size of 2.23 persons for the Town. Given the high percentage of "empty-nester" and retiree-aged residents in the total population, smaller household size is expected in comparison to the peer geographies.

Figure 3: Population and Households

	Population	Housing Units	Households	Average Household Size
Town of Payson	15,301	8,958	6,860	2.23
Town of Camp Verde	10,873	4,726	4,088	2.66
City of Show Low	10,660	7,722	4,368	2.44
Gila County	53,597	32,698	22,000	2.44
State of Arizona	6,392,017	2,844,526	2,380,990	2.68

Source: U.S. Census Bureau, 2010 Decennial Census Summary File 1, PCT12.

2.4 Population Demographics

Starting with the 2010 decennial census, the U.S. Census Bureau no longer obtained detailed information using a "long-form" questionnaire. Instead, extensive demographic, housing, economic, and social characteristics of the population are now collected as part of a continuous monthly mailing of surveys, that began in 2005, and is known as the American Community Survey (ACS). To collect a statistically significant sample of populations under 20,000, like the Town, survey results collected over a five-year period are reported each year. The remainder of this demographic analysis relies on the U.S. Census Bureau's American Community Survey (ACS) 2007-2011 5-year Estimates (2011 ACS Estimates) for the Town and all peer geographies to allow for data comparisons.

Race and Ethnicity

Figure 4 shows the distribution of population by race for the Town and the peer geographies. According to the 2011 ACS Estimates, 95 percent of Payson's population self-identify as *White Alone*. Payson has significantly less racial diversity than Gila County and the State of Arizona.

Figure 4: Distribution by Race

Race	Town of Payson	Gila County	State of Arizona
One race	98.4	97.8	97.3
White alone	95.1	79.1	78.7
Black or African American	0.2	0.4	4.0
American Indian and Alaska Native	0.9	14.7	4.4
Asian	0.0	0.2	2.7
Native Hawaiian and Other Pacific Islander	0.0	0.1	0.2
Some other race	2.2	3.4	7.3
Two or more races	1.6	2.2	2.7

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

Less than 10 percent of Payson residents (1,481) self-identify their ethnicity as *Hispanic or Latino*. This is 10 percentage points less than Gila County's share of residents who self-identify as *Hispanic or Latino*. Almost 29 percent of Arizona's population, or 2 million residents, self-identify as *Hispanic or Latino*. The portion of Payson residents who self-identify their ethnicity as *Hispanic or Latino* grew from 5.2 percent to 9.7 percent between 2000 and 2010.

Poverty

The Town has a lower percentage of its population living below the poverty line compared to Gila County and the State. *Persons for whom poverty status is determined* by the U.S. Census Bureau are grouped in three age cohorts. In comparison to the County and the State, the Town has the smallest percentage of persons in poverty for each of the cohorts reported. See Figure 5 for more details.

Figure 5: Percent of Population for whom Poverty Status is Determined

Age Group	Town of Payson	Gila County	State of Arizona
Persons below poverty	10	21	16
Persons under 18 in poverty	19	33	23
Persons aged 18 to 64 in poverty	10	22	15
Persons over 65 in poverty	5	7	8

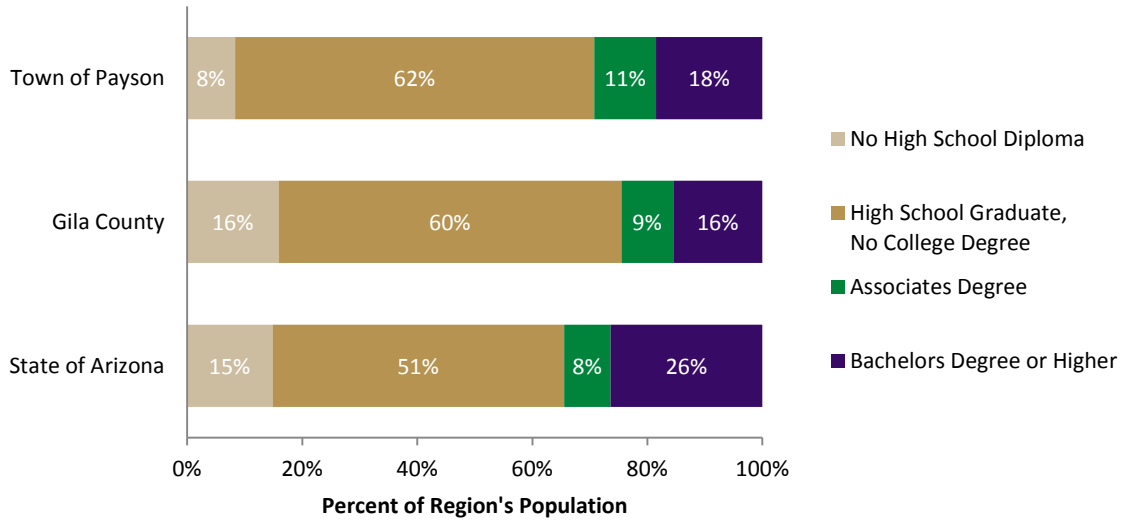
Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

Educational Attainment

Town residents are more educated over-all, relative to Gila County. However, with 70 percent of the Town's population having no college degree, Payson is at a competitive disadvantage to the State of Arizona.

Figure 6 shows the population distribution by educational attainment for the Town and peer geographies.

Figure 6: Educational Attainment



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

Employed Population

According to 2011 ACS Estimates, 48 percent of Payson's *16 Years and Over* population is in the labor force. Nearly a third of the employed civilian labor force works in the *Educational Services, Health Care, and Social Assistance* industries. *Arts, Entertainment, Recreation, Accommodations, and Food Services* host 16 percent of Payson's employed civilians. See Figure 7 for a distribution of occupations held by the employed civilian residents of the Town.

Figure 7: Occupation Distribution for the Town of Payson

Occupations	Percent of Employed Civilians
Management, professional, and related	31
Service	30
Sales and office	20
Construction, extraction, maintenance and repair	12
Production, transportation, and material moving	8

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

2.5 Housing Demographics

Household Income

Residents of Payson enjoy a level of prosperity somewhat higher than Gila County but lower than the State. According to 2011 ACS Estimates, the *median household income* for the Town was $43,741. Show Low had a *median household income* of $36,941. Camp Verde and Gila County had $37,904 and $37,905 respectively. The highest *median household income* among peer geographies was the State with $50,752.

Home Construction

Examination of existing housing units built over time shows Payson's housing construction boom paralleling that of the State and County, where the bulk of the housing stock was constructed in the three decades between 1970 and 2000. The upsurge of residential construction starting in the 1970s remained relatively robust even subsequent to 2000, until the national downturn in the housing market took hold. See Figure 8 and Figure 9 for more detail of housing construction in Payson and peer geographies.

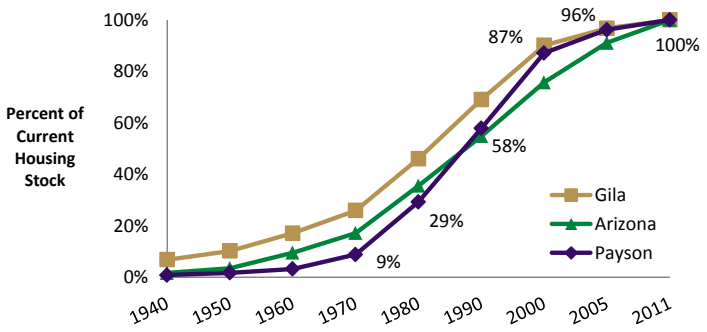
Figure 8: Construction of Housing Units

	Payson		Gila		Arizona	
	Count	Percent	Count	Percent	Count	Percent
Total Housing Units	8,417		32,470		2,816,719	
Built 2005 or later	324	3.8	1,056	3.3	251,536	8.9
Built 2000 to 2004	758	9.0	2,160	6.7	432,297	15.3
Built 1990 to 1999	2,463	29.3	6,837	21.1	587,448	20.9
Built 1980 to 1989	2,404	28.6	7,464	23.0	544,199	19.3
Built 1970 to 1979	1,722	20.5	6,519	20.1	516,738	18.3
Built 1960 to 1969	470	5.6	2,860	8.8	215,025	7.6
Built 1950 to 1959	127	1.5	2,249	6.9	170,151	6.0
Built 1940 to 1949	78	0.9	1,111	3.4	51,049	1.8
Built 1939 or Earlier	71	0.8	2,214	6.8	48,276	1.7

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

Figure 9 shows that just over a quarter (29 percent) of Payson's current housing stock was built prior to 1980. Between 1980 and 2000, nearly 60 percent (4,867 units) of current inventory was built.

Figure 9: Share of Current Housing Stock Added by Decade



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

Home Values

Over half of the Town's owner-occupied housing inventory is valued over $200,000 a unit. The Town's *median home value* is $210,000 – significantly higher than all other peer geographies. However, Payson mirrors County and State trends with 29 percent of its inventory valued between $100,000 and $200,000.

Figure 10: Distribution (Percent) of Households by Unit Value

	Town of Payson	Town of Camp Verde	City of Show Low	Gila County	State of Arizona
Owner-Occupied Units	4,713	2,943	2,922	15,301	1,560,581
Less than $50,000	10	16	12	20	8
$50,000 to $99,999	6	14	17	17	11
$100,000 to $149,999	8	19	20	12	15
$150,000 to $199,999	21	17	24	16	17
$200,000 to $299,999	35	13	18	20	23
$300,000 to $499,999	15	12	8	10	17
$500,000 to $999,999	5	7	1	4	8
$1,000,000 or more	0	1	1	1	2
Median Home Value	$ 213,000	$ 150,800	$ 151,900	$ 154,200	$ 197,400

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

2.6 Household Demographics

Population and Housing

The American Community Survey (ACS) divides housing units into two categories. Single family residential units include mobile homes, detached units (both stick-built and manufactured), and townhouses that share a common sidewall but are constructed on an individual parcel of land. The second residential category, multifamily, includes all structures with *two or more units* on an individual parcel of land. A *household* is a housing unit that is occupied by year-round residents

Dwellings with a single unit per structure averaged 2.35 *persons per household*. Dwellings in structures with multiple units had 1.77 *persons per household*. According to the 2011 ACS Estimates, there were 6,461 occupied housing units in Payson out of a total 8,393 units, for a relatively high average year-round *vacancy rate* of 23 percent.

Figure 11: Year-Round Persons per Unit by Type of Housing

Units in Structure	Renter & Owner Persons	House-holds	Persons per Household	Housing Units	Persons Per Hsg Unit	Vacancy Rate
Single Family	10,804	4,512	2.39	5,815	1.86	22%
Mobile Homes	3,049	1,375	2.22	1,738	1.75	21%
Multifamily	1,017	574	1.77	840	1.21	32%
TOTAL	14,870	6,461	2.30	8,393		
			Vacant/Seasonal HU	1,932		
2011 Summary by Type of Housing	**Persons**	**House-holds**	**PPH**	**Housing Units**	**PPHU**	**Housing Mix**
Single Family [1]	13,853	5,887	**2.35**	7,553	1.83	90%
Multifamily [2]	1,017	574	**1.77**	840	1.21	10%
Subtotal	14,870	6,461	**2.30**	8,393	1.77	*Vacancy Rate*
Group Quarters	222					
TOTAL	15,092	6,461		8,393		23.0%

[1] Single Family includes detached, attached, and mobile homes
[2] Multifamily includes duplex and all other units with 2 or more units per structure

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

Housing Affordability

One means by which the affordability of housing is measured by the U.S. Census Bureau is the relationship between gross household income and monthly housing expenses. Data collected as part of the ACS survey are tabulated to report monthly housing costs as a percentage of gross household income for three categories of households: owner occupied units with a mortgage, owner occupied units without a mortgage, and renter occupied with a monthly rent.

On average, a household spending more than 30 percent of gross income on monthly housing costs like rent will find it difficult to afford other life essentials. Data from the 2011 ACS show 83 percent of households in Payson with no mortgage pay less than 30 percent of gross income to monthly housing costs, and 52 percent of Payson households with a mortgage spend less than 30 percent of the household income on monthly expenses.

This means almost half of the households in Payson with a mortgage pay more than 30 percent of monthly income towards housing expenses. Such households are more likely to struggle to afford other essentials like food, healthcare, fuel, and household goods. The 2011 ACS reported monthly housing costs as a percentage of household income for a sample of 6,213 units in Payson (74 percent of Payson's total units), 1,855 without mortgages, 2,834 with mortgages, and 1,524 rental units. The data is shown in Figure 12.

Figure 12: Monthly Housing Costs as a Percentage of Household Income

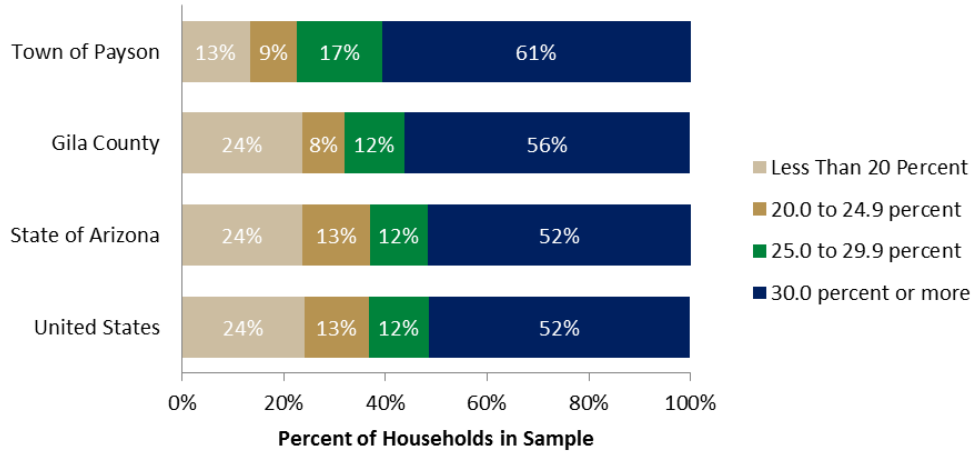
Percent of Household Gross Income	Occupied Housing Units - Households: Monthly Owner Costs without Mortgage	Monthly Owner Costs with Mortgage	Monthly Rent
Total Occupied Units	1,879	2,834	1,772
Units in Sample	1,855	2,834	1,524
Less Than 20 Percent	74%	23%	13%
20.0 to 24.9 percent	6%	16%	9%
25.0 to 29.9 percent	3%	14%	17%
30.0 to 34.9 percent	7%	14%	10%
35.0 percent or more	10%	34%	51%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

Payson Rental Affordability

The 2011 ACS estimates regarding monthly housing costs as a percentage of household income reported on a sample equal to 95 percent of households in the Town of Payson. One quarter (1,524) of the units in the sample were renter occupied households (see Figure 12 for additional detail). Data for the sample show 61 percent of renter households in Payson spend at least 30 percent of monthly gross income just on rent for the unit. As shown in Figure 13, this is 5 percentage points higher than in Gila County, and nine points higher than the 52 percent of households in the Arizona sample and the United States sample. These data suggest a significant portion of Payson households struggle monthly to afford housing and other essentials.

Figure 13: Monthly Rent as a Percentage of Household Income



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

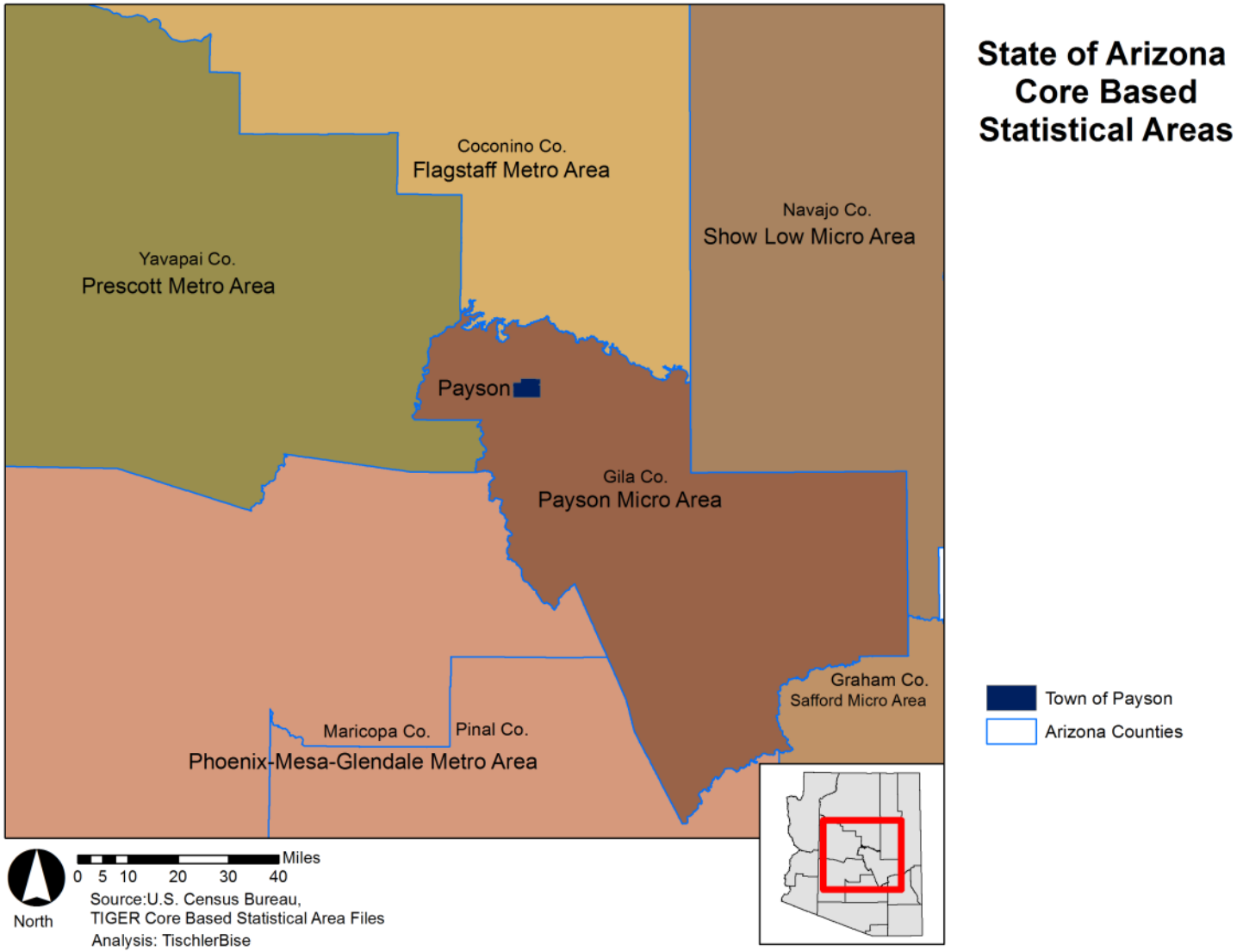
2.7 INDUSTRY AND OCCUPATION EMPLOYMENT

Economic trends for the Town are intricately connected to regional economic activity, and are influenced by the national and global economic landscape. Identified in **Map 2** are Core Based Statistical Areas, delineated by the U.S. Office of Management and Budget for use by Federal statistical agencies. Each metro area contains (and is named for) a core urban area of 50,000 or more population; a micro area contains an urban core of between 10,000 and 50,000 people. Each metro or micro area includes collections of counties that have a high degree of social and economic integration (as measured by commuting to work) with the urban core.

The economic vibrancy of Payson requires well-paying jobs and a well-qualified workforce to occupy jobs that provide exportable goods and services, or which provide services to residents and visitors. This section focuses on Payson's economic strengths, and identifies possible opportunities for growth in the future.

The information in this section focuses on the industries, occupations, and workforce present in the economic region in which Payson operates, Gila County/Payson Micro Area. Data collected by the U.S. Census Bureau, Bureau of Labor Statistics (BLS), and Bureau of Economic Analysis are regulated by confidentiality rules that restrict the level of detail made public in order to preserve the anonymity of any single worker or employer. Because of these restrictions, much of the information presented below is for Gila County or a larger economic region.

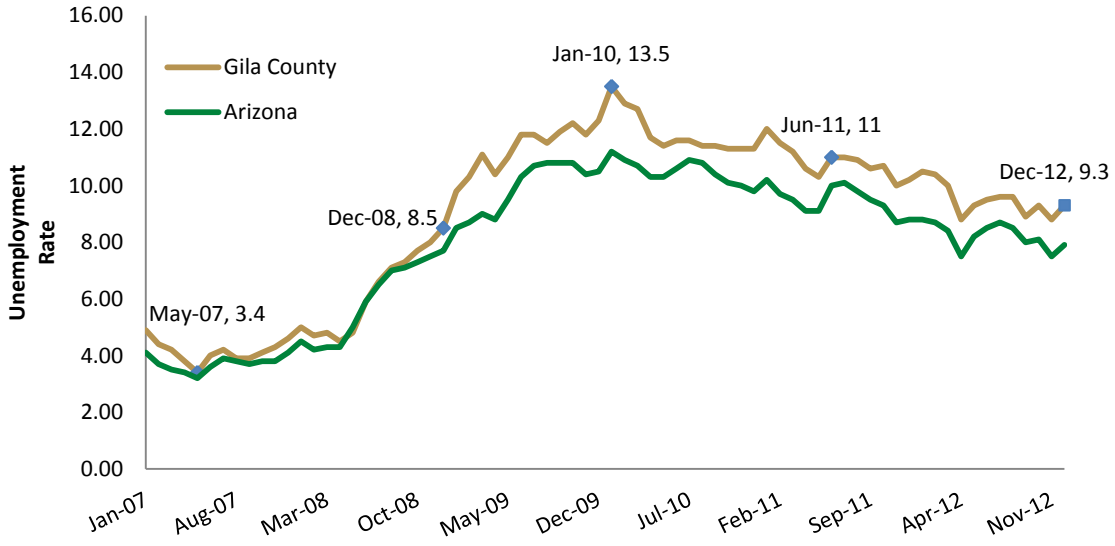
Map 2: Gila County Economic Region



Local Area Unemployment

The economic recession, which began in 2008, left no economy untouched. According to the U.S. Bureau of Labor Statistics (BLS), the unemployment rates of Arizona and Gila County were lowest in May of 2007 when they hit 3.2 and 3.4, respectively. Arizona's *unemployment rate* did not exceed 4.0 until December of 2007, at which point the *unemployment rate* for Gila County was 4.60. Gila County has maintained a higher *unemployment rate* than the State of Arizona since 2007. It peaked in January 2010 at 13.5. Gila County ended 2012 with an *unemployment rate* of 9.3.

Figure 14: Local Area Unemployment Rate



Source: U.S. Bureau of Labor Statistics, Local Area Unemployment Statistics, Not Seasonally Adjusted, 2007-2012

Industry Employment

According to the Bureau of Labor Statistics (BLS), private industry employment is 65 percent of Gila County employment. Data collected through the BLS Quarterly Census of Employment and Wages program shows the 2011 annual average employment for Gila County was 13,997. Gila County employment is heavily concentrated in service-providing industries, including *Retail*, *Education and Health Services*, and *Leisure and Hospitality*.[2] See Figure 15 for a four-year trend of industry employment for Gila County.

Figure 15: Industry Employment for Gila County

Annual Average Employment	2008	2009	2010	2011	Percent
Total, all Industries (Including Government)	14,762	13,992	13,975	13,997	
Total, all Private Industries	9,688	8,990	8,985	9,128	65%
Goods-producing	2,824	2,419	2,603	2,715	30%
Natural resources and mining	1,029	980	1,002	1,012	
Construction	903	614	633	-	
Manufacturing	892	825	967	-	
Service-providing	6,864	6,571	6,382	6,413	70%
Trade, transportation, and utilities	2,286	2,294	2,207	2,267	
Information	96	90	127	125	
Financial activities	372	333	288	287	
Professional and business services	772	463	483	434	
Education and health services	1,652	1,753	1,706	1,796	
Leisure and hospitality	1,483	1,449	1,379	1,293	
Other services	200	181	190	205	
Unclassified	4	6	2	7	

Source: Quarterly Census of Employment and Wages, Average Annual Employment 2008-2011. Retrieved from Arizona Department of Administration (21Jun12)

The economic downtown of the past four to five years adversely affected almost all industries, and must be taken into account to accurately evaluate the economic position of Payson and the region. Private sector employment in Gila County grew by 1.5 percent between 2010 and 2011. While the economic recovery will be slow, progress is being made. For example, *Information Technology*, *Education and Health Services*, *and Other Services* each made employment gains since the start of the recession.

[2] Quarterly Census of Employment and Wages is an estimate of employment for all firms subject to Unemployment Insurance filings. Monthly employment is estimated and reported quarterly. The 2nd quarter is used for employment estimates because monthly employment during the second quarter is the least influenced by seasonal employment adjustments.

Industry Diversity

One measure of a region's ability to weather economic uncertainty is industry diversification. When a region is host to a diverse mix of industries, it is less vulnerable to changes in any one sector. *Location Quotient* (LQ) is a statistical measure of an industry concentration. The LQ indicates the geographical concentration of an industry in an area, as a function of the expected concentration based on the state or national average. The LQs for Gila County shown in Figure 16 compare the 2nd quarter 2011 county economy to that of Arizona and the United States to identify specializations in the local economy.

Figure 16: Gila County 2011 Employment Concentrations

Industry Sector	Gila Employment*	Arizona Employment*	LQ	United States Employment*	LQ
Total, all Industries	14,123	2,374,622		130,002,247	
Total, all Government	4,952	390,972	2.13	21,717,668	2.10
Federal Government	535	57,318	1.57	2,877,910	1.71
State Government	296	68,944	0.72	4,573,786	0.60
Local Government	4,121	264,710	2.62	14,265,973	2.66
Total, all Private	9,171	1,983,650		108,284,579	
Goods-Producing	2,713	291,657	**1.56**	19,085,561	1.31
Natural Resources and Mining	1,034	31,446	**5.53**	1,903,629	5.00
Construction	619	110,779	0.94	5,494,296	1.04
Manufacturing	1,060	149,431	1.19	11,687,636	0.83
Service-Providing	6,458	1,691,993	0.64	89,199,018	0.67
Trade, Transportation, and Utilities	2,261	466,966	0.81	24,689,014	0.84
Information	125	36,624	0.57	2,679,552	**0.43**
Financial Activities	287	163,975	**0.29**	7,404,964	**0.36**
Professional and Business Services	469	344,132	**0.23**	17,265,424	**0.25**
Education and Health Services	1,779	349,674	0.86	19,014,801	0.86
Leisure and Hospitality	1,338	262,677	0.86	13,534,069	0.91
Other Services	194	67,468	0.48	4,442,521	**0.40**
Unclassified	6	477	2.12	168,672	0.33

*Employment is the average of April, May and June QCEW Employment for 2011

Source: Quarterly Census of Employment and Wages, 2nd Quarter 2011, Arizona Department of Administration (21Jun12).

An LQ above 1 indicates an industry concentration higher than the expected share, based on the larger region. Compared to Arizona and the United States, Gila County has a significantly higher concentration of Goods-Producing employment, which is driven by *Natural Resource and Mining* employment. Compared to Arizona, the County underperforms in *Financial Activities,* and *Professional and Business Services*. County employment is much less concentrated in *Professional and Business Services, Financial Activities, Other Services*, and *Information* compared to employment in the United States as a whole.

Occupations

Industry employment, while an important indicator of geographic clusters, does not immediately demonstrate shifts in labor demands. For example, manufacturing increases worker productivity through technological advances, which shifts the need from production workers to information technology specialists. Increased internet-based shopping shifts the need for bricks-and-mortar retail sales persons to a demand for transportation and logistics, and data center personnel. Examining occupational employment trends demonstrates these shifts with a greater level of regional specificity than industry trends can.

The Bureau of Labor Statistics, in partnership with the Arizona Department of Administration, Office of Employment and Population Statistics, administers the Occupational Employment Statistics program to report county-level data of employment and wages by occupation. Data is based on a three-year sample collected through semi-annual voluntary employer surveys. Due to confidentiality restrictions of some county-level data, the most recent three years of available data for Gila County are reported in Figure 17 below.

Since 2005, Gila County had negative growth in total occupational employment, losing nearly 400 net jobs. Despite a net loss of jobs, significant growth was seen in the growing *Architecture and Engineering*, *Computer and Mathematical,* and *Healthcare* occupations. These trends mirror national shifts to more science, technology, engineering, and math (STEM) occupations.

Figure 17: Gila County Occupation Employment Statistics

Occupational Title	Net Change 2005-2011	Annual Rounded Employment* 2005	2008	2011
All Occupations	-380	14,070	14,250	13,690
Office and Administrative Support	300	1,960	1,990	2,260
Healthcare Practitioners and Technical	180	670	670	850
Architecture and Engineering	110	130	100	240
Food Preparation and Serving Related	90	1,610	1,470	1,700
Computer and Mathematical	50	40	70	90
Life, Physical, and Social Science	40	270	260	310
Protective Service	40	780	710	820
Personal Care and Service	40	250	360	290
Business and Financial	20	330	380	350
Transportation and Material Moving	20	640	900	660
Production	10	730	530	740
Arts, Design, Entertainment, Sports, and Media	0	40	60	40
Installation, Maintenance, and Repair	0	900	1,090	900
Building and Grounds Cleaning and Maintenance	-10	660	530	650
Legal	-30	100	80	70
Construction and Extraction	-80	1,190	1,310	1,110
Healthcare Support	-100	460	410	360
Management	-130	770	630	640
Community and Social Service	-130	300	320	170
Education, Training, and Library	-370	900	770	530
Sales and Related	-440	1,320	1,600	880

*Most recent years with available data

Source: Arizona Department of Economic Security, Research Administration in cooperation with the U.S. Department of Labor, Bureau of Labor Statistics; Occupation Employment Statistics, Annual Average Rounded Employment

The economic recession of recent years has expedited the industrial and occupational shifts that were beginning before 2008. The State of Arizona projects the state will see a 20.5 percent growth in the total number of occupations between 2010 and 2020. Of the roughly 535,797 net new jobs to be added before 2020, only 8 percent, or 45,000, are projected to be added outside the Phoenix or Tucson metropolitan areas. Due to this forecast, it is important that Payson identify occupational strengths, and opportunities to support existing industry concentrations.

2.8 Payson Workforce

A voluntary partnership between state labor market information agencies, the U.S. Census Bureau, and the U.S. Bureau of Labor Statistics has made available aggregate data about labor market conditions that was previously unavailable at a municipal level due to confidentiality protections afforded to workers and employers. The Longitudinal Employer-Household Dynamics (LEHD) web-based geospatial utility *OnTheMap* makes available "at-place employment" data for geographies as small as census tracts.

The term "at-place employment" refers to the number of occupied jobs or employed residents located within a defined geography. It is an indicator of industry clusters, occupational strengths, and workforce characteristics and preferences. The LEHD data is based on U.S. Census Bureau, Internal Revenue Service, and Bureau of Labor Statistics data but cannot be directly compared to data used for the industry or occupation analysis above because it is a filter of employed persons regardless of residency or employment location. However, because the LEHD program makes available previously suppressed municipal-level data, the LEHD OnTheMap application allows municipal trends to be compared to larger geographic regions.

Payson Workforce by Industry

As Figure 18 shows, overall the number of jobs located in Payson had a net decrease of 415 between 2004 and 2010 (the earliest and most recent years available), and a 23 percent negative growth rate since 2007. Closer examination of individual industries shows both emerging and declining performers. Highlights are as follows:

- In 2010, the largest employment sector was *Health Care and Social Assistance* (889), followed by *Retail Trade* (792), *Accommodation and Food Services* (599) and *Arts, Entertainment and Recreation* (484).
- *Health Care and Social Assistance* employment grew 18 percent from 2004 to 2010.
- *Transportation and Warehousing* employment grew from 12 jobs in 2004 to 23 jobs in 2010.

From a regional perspective, Payson hosted a smaller share of Gila County employment in 2010 (36%) than it did in 2004 (41%) and 2007 (43%). Payson gained shares of 2010 Gila County employment over that of 2007 for industries including *Health Care and Social Assistance*, *Wholesale Trade*, *Utilities*, and *Public Administration*.

Figure 18: Town of Payson At-Place Employment Trends

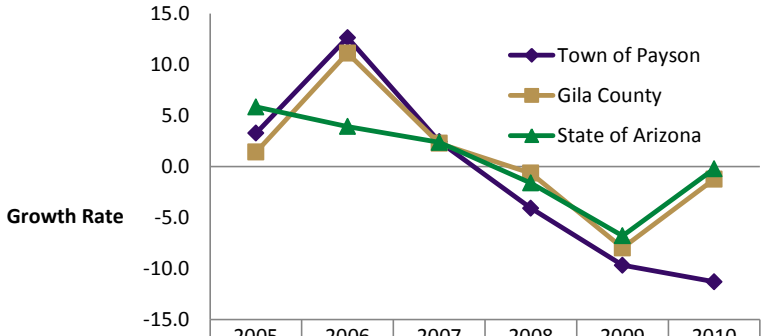
Industry Sector	Payson Jobs 2004	Payson Jobs 2007	Payson Jobs 2010	Percent of County Jobs 2004	Percent of County Jobs 2007	Percent of County Jobs 2010
Total All Jobs	4,901	5,839	4,486	41	43	36
Agriculture, Forestry, Fishing and Hunting	1	12	0	6	38	0
Mining, Quarrying, and Oil and Gas Extraction	2	4	7	0	0	1
Utilities	47	30	30	52	40	49
Construction	459	672	245	54	51	31
Manufacturing	82	96	70	11	10	7
Wholesale Trade	64	48	46	38	28	35
Retail Trade	760	1101	792	54	62	42
Transportation and Warehousing	12	17	23	14	23	11
Information	72	69	68	50	47	44
Finance and Insurance	133	151	114	75	84	60
Real Estate and Rental and Leasing	95	186	64	67	79	53
Professional, Scientific, and Technical Services	140	180	99	61	72	59
Management of Companies and Enterprises	31	46	1	20	28	17
Administration & Support, Waste Management and Remediation	178	149	101	37	33	26
Educational Services	484	506	457	45	48	41
Health Care and Social Assistance	755	811	889	49	51	54
Arts, Entertainment, and Recreation	501	547	484	89	92	85
Accommodation and Food Services	689	768	599	54	54	47
Other Services (excluding Public Administration)	133	124	99	67	54	54
Public Administration	263	322	298	15	16	24

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination 2004-2010 Employment Statistics: Payson Work Area Profile All Jobs, and Gila County Work Area Profile All Jobs

Payson Workforce in the Region

As shown in Figure 19, Payson has lost jobs at a faster rate since 2007 than Gila County and State of Arizona, possibly due to not having an industrial diversity to replace jobs lost in one industry by growing another. Between 2009 and 2010, Arizona had negative job growth of less than one percent. Gila County had a negative growth rate of 1.3 percent. In comparison, the Town had a single year negative growth rate of 11 percent.

Figure 19: Annual Growth Rates for At-Place Employment, 2004-2010



	2005	2006	2007	2008	2009	2010
Town of Payson	3.3	12.6	2.4	-4.1	-9.7	-11.3
Gila County	1.4	11.1	2.3	-0.7	-8.0	-1.3
State of Arizona	5.8	3.9	2.4	-1.6	-6.8	-0.2

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination 2004-2010 Employment Statistics: Payson Work Area Profile All Jobs, and Gila County Work Area Profile All Jobs

Jobs and Workers in the Town of Payson

The at-place employment/worker population ratio is an indication of how well the residential workforce of an area meets the needs of the industries present in an area. Figure 20 below shows three years of ratios calculated from LEHD OnTheMap Area Profiles for the Town. A ratio equal to one means there are sufficient resident workers to meet the employment demands of each industry. A ratio higher than 1 means there are more jobs in a particular industry located in the area, than there are residents employed in the industry. From an economic development standpoint ratios less than one, present an opportunity for business recruitment by demonstrating a residential workforce with specific industry experience. As shown in Figure 20, in 2010, employed workers living in Payson out-numbered the jobs located in Payson for all but three industries. The employment/worker population ratios demonstrate an available labor force for industries like manufacturing, which has lost jobs in Payson, but gained residents employed in the industry outside of Town. Wholesale Trade has a similar dichotomy.

Figure 20: Employment/Residential Population Ratio

	Count of jobs & workers for each industry present in Town of Payson								
	Town of Payson			Plus a 20 Mile Buffer			Plus a 40 Mile Buffer		
NAICS Industry Sector	Jobs	Workers	Job/Worker Ratio	Jobs	Workers	Job/Worker Ratio	Jobs	Workers	Job/Worker Ratio
All Jobs	4,486	5,661	0.79	5,195	8,412	0.62	9,513	15,410	0.62
Agriculture, Forestry, Fishing and Hunting	0	12	0.00	2	23	0.09	47	69	0.68
Mining, Quarrying, and Oil and Gas Extraction	7	17	0.41	7	39	0.18	17	66	0.26
Utilities	30	54	0.56	33	88	0.38	77	158	0.49
Construction	245	332	0.74	303	522	0.58	913	995	0.92
Manufacturing	70	190	0.37	75	302	0.25	128	629	0.20
Wholesale Trade	46	162	0.28	56	242	0.23	119	511	0.23
Retail Trade	792	943	0.84	957	1,399	0.68	1300	2447	0.53
Transportation and Warehousing	23	117	0.20	49	186	0.26	114	357	0.32
Information	68	75	0.91	76	103	0.74	153	253	0.60
Finance and Insurance	114	160	0.71	134	261	0.51	179	564	0.32
Real Estate and Rental and Leasing	64	89	0.72	90	130	0.69	151	276	0.55
Professional, Scientific, and Technical Services	99	221	0.45	117	321	0.36	210	619	0.34
Management of Companies and Enterprises	1	21	0.05	1	30	0.03	4	80	0.05
Administration & Support, Waste Management and Remediation	101	394	0.26	139	589	0.24	367	1011	0.36
Educational Services	457	433	1.06	526	648	0.81	1119	1226	0.91
Health Care and Social Assistance	889	844	1.05	932	1,207	0.77	1196	1959	0.61
Arts, Entertainment, and Recreation	484	349	1.39	484	490	0.99	1327	868	1.53
Accommodation and Food Services	599	608	0.99	715	902	0.79	1142	1726	0.66
Other Services (excluding Public Administration)	99	122	0.81	128	210	0.61	262	407	0.64
Public Administration	298	518	0.58	371	720	0.52	688	1189	0.58

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination 2010 Employment Statistics: Payson Work Area Profile All Jobs, and Home Area Profile All Jobs

The data presented in Figure 20 show the Town in the context of a 20-mile, and 40-mile radius from the Town. [3] Economic regions are not defined by political boundaries such as counties; rather the activity and movement of residents and workers in an area define them. The LEHD OnTheMap utility allows data extraction for custom geographies. By extending the Job and Worker area profiles out to a 20-mile and 40-mile zone from the heart of Payson it becomes possible to see Payson's role in a larger commuter area. At this level, it becomes apparent that while Payson is host to 60 percent of the larger region's *Finance and Insurance* jobs, only 30 percent of the industry's local workforce

[3] U.S. Census Bureau, LEHD web-based OnTheMap application allows the user to create custom regions by designating a buffer zone around a geographic center. The distance is measured as if a straight line was drawn and does not represent actual travel times along transportation infrastructure.

resides in Payson. *Health Care and Social Assistance* is similar, in that 74 percent of the Region's jobs are in Payson but only 43 percent of the workers.

Economic Drivers in Town

Characteristics of the resident population of, and workers in, the Town were analyzed to determine the economic demand in Town, by type of land use, using "person-hours." See Figure 21 below for the calculations. For residential development, the proportionate share factor is based on estimated person hours of non-working residents plus the non-working hours of resident workers. The portion of the population not working is estimated at 9,640 in 2010. (This is calculated by subtracting the U.S. Census Bureau, LEHD OnTheMap estimate of employed residents of the Town (5,661) from the estimated population in 2010 (15,301)). For these residents, the full day (or 24 hours) is allocated to residential demand. According to LEHD, workers who live in Payson total 5,661. (Of the employed residents, LEHD estimates that 2,204 work in Payson and 3,457 work outside of Town.) For workers living in the Town, two-thirds of the day (or 16 hours) is allocated to residential demand. Time spent at work (eight hours) is allocated to nonresidential development.

For nonresidential development, eight hours per job is estimated for each worker. For the 2,204 estimated Town residents working in Town and the 2,282 non-resident workers (estimate based on the number of jobs in the Town minus resident workers), eight hours of demand per day is allocated. Based on estimated person hours, the economic demand by activity is 90 percent residential (321,936 person hours of residential demand) and 10 percent for nonresidential development (35,888 person hours of nonresidential demand out of a total 357,824 person hours in the Town.)

Figure 21: Proportionate Share Factors

Land Use	Demand Units in 2010		Demand Hours/Day	Person Hours	Proportionate Share
Residential					
Estimated Residents	15,301				
Residents Not Working		9,640	24	231,360	
Workers Living in Town		5,661			
Town Residents Working in Town		2,204	16	35,264	
Town Residents Working outside of Town		3,457	16	55,312	
		Residential Subtotal		321,936	**90%**
Nonresidential					
Jobs Located in Town		4,486			
Town Residents Working in Town		2,204	8	17,632	
Non-Resident Workers		2,282	8	18,256	
		Nonresidential Subtotal		35,888	**10%**
			TOTAL	357,824	**100%**

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination 2010 Employment Statistics: Origin-Destination Employment Statistics All Jobs

Proportionate share is a snapshot of demand in the Town for a typical day. In 2010, 65 percent of a single-day's person hours spent in Payson were allocated to non-working residents of Town (this includes children and retirees). Employed residents, working in or outside Payson, account for 30 percent (108,208 person hours) of daily activity. The remaining 5 percent is allocated to workers who reside outside the Town and commute in daily for work. Economic activity in Payson is disproportionately driven by resident demand.

2.9 Travel and Tourism Industry

What is not easily discerned from the industry and workforce employment data presented above is the extremely important role travel and tourism play in the economic health of Payson and its region. Data collected by the U.S. Bureau of Economic Analysis and the Arizona Office of Tourism demonstrate travel and tourism is an important driver of the local economy. Unlike the export-oriented manufacturing sector, where products are made and shipped in exchange for money coming into a region from product destinations, travel and tourism activity are more difficult to quantify. There are two primary factors that make quantifying direct and indirect impacts of travel and tourism difficult. First, the cluster is primarily defined by providing a service like accommodations, entertainment, or food locally to external visitors. Second, measurements of travel and tourism activity rely on receipts generated by visitors, however it is difficult to separate locally generated spending from visitor spending for each industry in which travel spending occurs.

A report released by the Arizona Office of Tourism, Arizona Travel Impacts 1998-2011P [sic], documents the economic impacts of travel in Arizona, and where possible, Arizona counties.[4] Findings from the report suggest Travel-and-Tourism-related employment was 12 percent of Gila County employment in 2011. Industry employment considered part of travel and tourism activity includes workers in *Accommodations*, *Transportation*, *Arts, Entertainment and Recreation*, *Food Service*, and *Retail*. According to the 2010 LEHD OnTheMap jobs data (the most recent available) discussed above, similar industry employment in Payson represents 42 percent of "all jobs" located within Town.

Figure 22: Travel and Tourism Related Employment in Town of Payson, 2010

	Town of Payson					
	Payson		Plus a 20 Mile Buffer		Plus a 40 Mile Buffer	
NAICS Industry Sector	Jobs	Percent of Total	Jobs	Percent in Payson	Jobs	Percent in Payson
All Jobs	4,486		5,195	86%	9,513	47%
All Travel-and-Tourism-Related Jobs	1,875	42%	2,156	87%	3,769	50%
Retail Trade	792	42%	957	83%	1,300	61%
Arts, Entertainment, and Recreation	484	26%	484	100%	1,327	36%
Accommodation and Food Services	599	32%	715	84%	1,142	52%
All Other Jobs	2,611	58%	3,039	86%	5,744	45%

Source: U.S. Census Bureau, OnTheMap Application and LEHD Origin-Destination 2010 Employment Statistics: Payson Work Area Profile All Jobs, and Home Area Profile All Jobs

[4] Dean Runyan Associates. (June 2012). *Arizona Travel Impacts 1998-2011P*. Arizona Office of Tourism. Retrieved on 30Jan13 from: **www.azot.gov**

These industry sectors play a greater role in Payson's local economy than the immediate region as a whole. However, Payson also serves as the Travel and Tourism activity hub for Gila County. The data presented in Figure 22 allows examination of the Town in the context of a 20-mile and 40-mile radius from the Town (buffer zones may not equate to actual drive times). In 2010, Payson hosted 1,875 travel-and-tourism-related jobs, which equates to 87 percent of all similar jobs within a 20 mile buffer of Payson, and 50 percent within a 40 mile buffer. Over half of all jobs in *Retail* (61%), and *Accommodation and Food Services* (52%) within a 40-mile buffer are within Payson. These data suggest that Payson is a commercial hub for a much larger region. As such, regional visitors likely visit Payson regularly for necessary supplies. Additionally, tourists, defined as travelers who travel more than 50 miles or stay away from home at least one night, are likely to stop in Payson for goods and services during pass-through trips. Increasing travel and tourism activity in Payson means transitioning the Town from an incidental depot stop into a deliberate tourist destination.

2.10 Retail Industry

The term "retail" generally refers to operations involved in the sale of goods, merchandise, or services from a fixed location, such as a shopping center or freestanding store. Retail can generally be classified into two major categories by building configuration: general retail, which typically includes single tenant freestanding general-purpose commercial buildings with parking; and, shopping centers.

Shopping Centers

The *shopping center* was first defined, in the 1950s, by the Community Builders Council of the Urban Land Institute (ULI), and reaffirmed over time. A *shopping center* is a group of commercial establishments planned, developed, owned, and managed as a unit related in location, size, and type of shops to the trade area it serves. It provides on-site parking relating to the types and sizes of its stores.

As the *shopping center* evolved, five basic types emerged, each distinctive in its own function: the convenience, the neighborhood, the community, the regional, and the super-regional. In all cases, a shopping center's type and function are determined by its major tenant or tenants and the size of its trade area. They are never based solely on the area of the site or the square footage of the structures.

ULI defines the types of shopping centers that comprise the majority of retail development in the United States. The five types of retail centers are summarized in Figure 23. Complete definitions of Shopping Center Types can be found in Appendix 11.2 at the end of this document.

Figure 23: Shopping Center Definitions

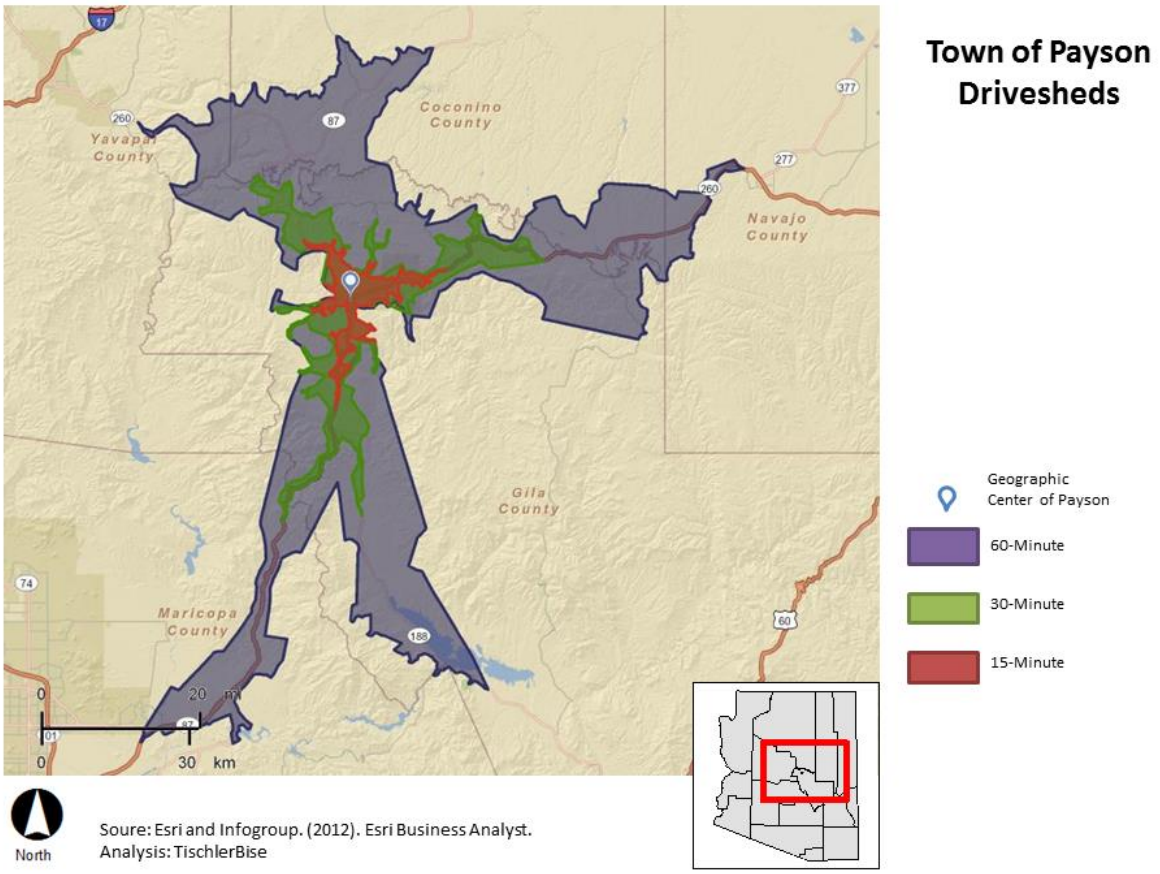
Center Type	Leaseable Area Range (thousands)	Acres	Number of Anchors	Anchor Share of Gross Leaseable Area	Type of Anchors
Convenience	5 - 30	1 - 3	1	50-100%	Convenience Store
Neighborhood	30-100	3-15	1+	30-50%	Supermarket
Community	100 - 350	10-40	2+	40-60%	Discount, supermarket, drug, home improvement, large specialty discount
Regional	250 - 800	40-100	2+	50-70%	Full-line dept., jr dept., mass merchant, discount dept., fashion apparel
Super Regional	Over 800	60-120	2+	50-70%	Full-line dept., jr dept., mass merchant, discount dept., fashion apparel

Source: Urban Land Institute

Local Retail Supply and Demand

Retail Market Potential refers to a geographic area's ability to absorb retail merchandisers based on the supply and demand characteristics of the local and/or regional marketplace. Drivesheds from a designated point are a measurement of retail trade areas. **Map 3** shows three drivesheds extending from the geographic center of Payson (as determined by Esri). These drivesheds help to demonstrate from where retailers in Payson draw customers.

Map 3: 2012 Esri and Infogroup, Town of Payson Drivesheds



Retail Market Potential is a standard measure of retail characteristics in a retail trade area. A comparison of supply and demand can be used to assess opportunity. An *opportunity gap* appears when household expenditure levels for a specific geography are higher than the corresponding retail sales estimates. This difference signifies that resident households are meeting the available supply and supplementing their additional demand potential by going outside of their own geography, and is otherwise referred to as leakage. The opposite is true in the event of an *opportunity surplus*. That is, when the levels of household expenditures are lower than the retail sales estimates. In this case, local retailers are attracting residents of other areas into their stores.

Figure 24 shows a summary of the opportunity gaps/surpluses in annual expenditures for major retail categories.

Figure 24: Retail Market Potential

Town of Payson	Driveshed from Center Point		
Industry Category	15-Minute	30-Minute	60-Minute
Food & beverage stores	($12,652,873)	($4,566,891)	$1,282,902
Grocery stores	($11,760,499)	($3,613,228)	$1,986,598
Specialty food stores	($216,119)	($480,957)	($410,809)
Beer, wine & liquor stores	($676,254)	($472,706)	($292,887)
Health & personal care stores	($989,094)	$667,770	$2,146,531
General merchandise stores	($930,680)	$5,379,482	$11,657,976
Department stores	$106,635	$4,145,125	$7,655,897
Other general merchandise stores	($1,037,315)	$1,234,357	$4,020,079
Clothing & clothing accesory stores	($219,279)	$693,823	$1,899,132
Electronics & appliance stores	$566,763	$1,763,308	$1,578,917
Furniture stores	$154,241	$746,638	$1,476,022
Home furnishing stores	$323,111	$699,179	$935,903
Bldg materials, garden equip & supply stores	($15,049,223)	($13,261,600)	($11,753,434)
Sporting goods, hobby, music. inst.	($345,690)	$102,565	$52,623
Book, periodical & music stores	($14,267)	$45,103	$151,601
Office supplies, stationery & gifts	$359,020	$432,447	$568,137
Automobile dealers	($6,986,840)	$2,083,791	$10,852,705
Auto parts, accessories & tires	($1,762,610)	($941,984)	($487,754)
Food services & drinking places	($9,354,019)	($4,512,871)	($3,981,059)
Full-service restaurants	($3,789,609)	($1,990,737)	($2,942,350)
Limited service eating places	($5,914,244)	($2,926,266)	($879,278)
Special food services	($180,213)	($114,385)	$111,423
Drinking places	$530,048	$518,516	($270,855)

Source: Esri and Infogroup. (2012). Esri Business Analyst.

Opportunity surpluses, where supply exceeds demand within each driveshed, are signified by red type in parentheses. Industries with an *opportunity surplus* have retail sales generated by customers entering the area to make purchases. Figures shown in solid black mark *opportunity gaps* where local demand is not met within the driveshed. *Opportunity gaps* represent market potential, or the need to bring merchants to the area to meet local demand.

Within a 15-minute driveshed from the geographic center of Payson, most local retail demand is met and individual merchants have a customer base that extends beyond the driveshed. Within a 60-minute driveshed there is a great deal of retail leakage, meaning local demand is not met within the driveshed and customers must leave the area to purchase what they desire.

Supportable Retail Space

Retail opportunity gaps/surpluses can be used to calculate supportable square feet of retail by category, or in the case of Payson, the surplus of retail space. A range of sales per square feet by retail category is defined based on data for *Super Regional Shopping Center* (high sales per square foot) and *Neighborhood Shopping Center* (low sales per square foot). Opportunity is divided by a midpoint of the sales per square feet range for each retail category in order to calculate excess capacity and potentially supportable square feet.

Figure 25: Supportable Retail Square Feet within 15-Minute Driveshed of Payson

Industry Category	Range of Sales per Sq. Ft. High	Range of Sales per Sq. Ft. Low	Opportunity Gap/Surplus	Midpoint Sales/SF	Supportable Square Feet
Grocery stores	$340	$312	($11,760,499)	$326	(36,075)
Health & personal care stores	$241	$228	($989,094)	$235	(4,218)
General merchandise stores	$144	$100	($930,680)	$122	(7,629)
Department stores	$155	$100	$106,635	$128	836
Clothing & clothing accesory stores	$209	$201	($219,279)	$205	(1,070)
Electronics & appliance stores	$282	$175	$566,763	$229	2,480
Furniture stores	$312	$175	$154,241	$244	633
Home furnishing stores	$234	$160	$323,111	$197	1,640
Bldg materials, garden equip & supply stores	$178	$111	($15,049,223)	$145	(104,147)
Sporting goods, hobby, music. inst.	$234	$163	($345,690)	$199	(1,742)
Book, periodical & music stores	$234	$163	($14,267)	$199	(72)
Office supplies, stationery & gifts	$549	$280	$359,020	$415	866
Food services & drinking places	$406	$183	($9,354,019)	$295	(31,762)
TOTAL			**($27,798,962)**		**(148,495)**

Source: Esri and Infogroup. (2012). Esri Business Analyst.

Retail markets nationwide often experience an oversupply. The economic downturn pared-down the oversupply. It had an adverse effect on many retailers, ranging from small independents to national chains. Under the circumstances, adjustments in over-served markets may involve more retail closures, while any significant retail development in the foreseeable future will likely only occur in burgeoning or under-served markets. Economic forces will continue to edge markets towards equilibrium with respect to supply and demand.

These findings suggest that the demand for new retail will be soft in Payson and the greater trade area except for possibly a few target retail industries including *home goods*, *electronics*, *clothing*, and *office supplies*.

3 ENVIRONMENTAL PLANNING ELEMENT

Strengthen and expand partnerships to continue environmental innovations.

3.1 OVERVIEW

Environmental Vision

Payson's natural environment helps define its quality of life and links to other facets of the community. Other elements in the General Plan contain *Goals and Strategies* related to preserving natural resources, and to natural functions of the environment in and around Town. Soils, surface and groundwater, mature vegetation, and the habitats they provide require active protection. Preserving sensitive environments (e.g., streams channels, riparian buffers, mature trees, and native vegetation) is a critical challenge. The natural functions of these features are crucial to the environmental health and beauty of Payson. If destroyed, the natural functions are unlikely to recover.

One of the area's most impressive natural resources is Tonto National Forest. Large tracts of forested land, both inside and outside Town boundaries provide many benefits to the local community. The un-built lands provide protected habitats for a variety of plant and wildlife species. The forest defines the "rural mountain" character valued by residents. The national forest provides a growth area boundary, which lends itself to a higher density of land uses in the Town's core. As the Town intensifies development in the core, U.S. Forest Service lands will remain protected and accessible.

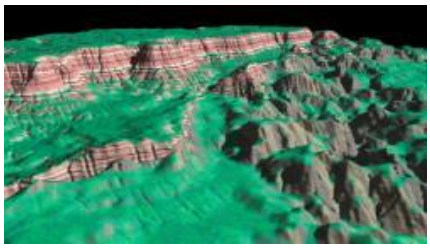
To this end, Payson must plan responsible, well-designed, compact development that encourages green infrastructure, interconnectivity, walkability, fiscal sustainability, and employs the latest in environmental controls. Residential and commercial development is encouraged to use sustainable technologies that employ alternative and renewable energy with minimal to no emissions, and have a positive impact on the tax base. The Town hopes to lead by example incorporating energy efficiency and the use of renewable technologies wherever possible.

Existing Conditions

Geology

The Town of Payson sits on a crudely defined plateau or bench. Payson's geology owes its existence primarily to the erosion resistant Tapeats Sandstone, which forms a thin veneer over much of the area. Where the Tapeats has been removed, the underlying Proterozoic complex, including the Payson Granite, gabbro and diorite south of Payson, is slightly to deeply eroded. Payson itself sits in a high area of Payson Granite that has been eroded beneath the level of the Tapeats Sandstone.

The major lithologic units in the Payson area are the Payson Granite, gneissic granitoids, Gibson Creek Batholith, Tapeats Sandstone and Martin Formation, and Teritary gravel and limestone. Rocks in the Payson area are extensively faulted and jointed, and most of the faults and joints are steeply dipping, although one set is sub-horizontal.



Geography

The Town is located in Northern Gila County, Arizona, and is anchored by the intersection of SR87 and SR260. The Town's geographic location is between 34 degrees 12' 15" north and 34 degrees 15' 50" north latitude, and between 111 degrees 17' 25" west and 111 degrees 22' 11" west longitude. Payson occupies a region of geographic transition between the Mogollon Highland to the North and the Sonoran Desert to the South.

Because of Payson's elevation, (approximately 5,000 feet) it experiences a four-season climate. Winters in Payson are typically cool while summers are warm.

Map 4: 2013 Google Earth©, Town of Payson Arizona

Town of Payson, as seen by Google Earth

Soils

Rugged terrain composed of primarily Precambrian Granite comprises most of the local topography. Soil types typically found in the Payson area generally reflect the Granite bedrock. Payson soils are typically shallow, sandy, and dry. Primary mineral composition of the area is feldspar and quartz. Several areas within Town contain large granite boulder fields.

Vegetation

Payson occupies a vegetation ecotone (i.e., transition area) characterized by the transition between the Pinion-Juniper life zone and the Ponderosa-Gambel life zone. This transition area provides habitat for numerous species of plants and animals.

The Town has several different cover types including Arizona White Oak, Pine-Oak-Juniper, Pine-Juniper, Ponderosa Pine, and Ponderosa Pine/Oak.

Arizona White Oak

This semi-evergreen shrub or small tree, found in Arizona and New Mexico, has acorns with hemispherical cups that used to be harvested by Native Americans. Larger species can be found throughout Payson.

Pine-Oak-Juniper

Pine-Oak-Juniper is characterized by Pinion Pine, Emory Oak, and Junipers such as Alligator Juniper and One Seed Juniper. The under story is predominantly Turbinella Oak and Manzanita and is usually very dense, covering almost 100 percent of the ground not covered by the larger trees. Canopy closure for trees ranges from less than 5 percent to as high as 50 percent in some areas. The type as defined in this study is restricted to lower slopes near drainage areas.

Pine-Juniper

Pine-Juniper is characterized by Pinion Pine and Junipers. The understory shrubs such as Turbinella Oak and Manzanita are very sparse, and the open ground is vegetated with various grasses. The primary difference from Pine-Oak-Juniper is the absence of larger Oaks such as Emory Oak. Pine-Juniper occurs on dry slopes and ridges in the Payson area. In the northwestern portion of the Town around the airport mesa and to the west, Junipers predominate. The pines are not obvious, but do occur as seedlings. In time as this reproduction gains maturity, the pines will become a more important component of the cover type.

Ponderosa Pine

Ponderosa Pine stands are almost pure stands located primarily in and along drainages. Understory shrubs and other ground cover are limited in the Payson area.

Ponderosa Pine/Oak

This cover type is associated with the Goat Camp drainage in the very northeastern portion of Payson. Large Oaks and other deciduous trees predominate with scattered Ponderosa Pines.

Open Space

Open space in Payson can be categorized in three primary ways:

1. Privately owned open space is land typically associated with a private residence or business and may not be open to public access.
2. Common open space is land reserved for open space in a development and is usually intended solely for use by that development's residents.
3. Publicly owned open space is land intended for use by the entire community.

All three categories of open space are important, and each contributes to the overall quality of life in Payson. Open spaces also help to preserve and protect natural features such as groundwater recharge areas, steep slopes, and wildlife habitats. The protection of these significant open spaces will play an important role in guiding development.

Green Infrastructure

Green infrastructure can take any of the three open space forms and is an integral component to the sensitive development of the land. Preservation of wetlands, wildlife corridors, and other sensitive habitats and environments not only lessens a project's environmental impact but also benefits the final development product. Subdivisions with open spaces such as greenways and parks are more attractive and bring a higher market value than those developments without such amenities. Green infrastructure creates integrated neighborhoods and communities as opposed to isolated developments.

Other environmental techniques that are synonymous with green infrastructure include low-impact development (LID) and stormwater management systems (e.g., rain gardens, green roofs, rain barrels, cisterns), alternative energy sources (e.g., geothermal, wind, and solar), and porous pavement. New development and redevelopment proposals are encouraged to incorporate these types of techniques.

What is green infrastructure?

- **"An interconnected network of green spaces that conserves natural ecosystem values and functions and provides associated benefits to human populations."**
- **Open space with a purpose!**
- **Like "gray infrastructure" (roads, utilities, and so on), green infrastructure provides a community foundation.**

What does a green infrastructure system look like?

- **Hubs—large patches of preserved land that anchor the system**
- **Links—corridors that connect the system together and provide a way for animals, seeds, and/or people to get from one hub to another**
- **Sites—smaller areas of some significance that may not be connected**

What can we do with green infrastructure?

- **Protect water quality**
- **Provide recreation areas**
- **Conserve critical elements of native ecosystems**
- **Provide large habitat areas and corridors for wildlife and seeds to move between**
- **Allow for a more consistent water supply**
- **Enhance community appearance**
- **Protect working lands with ecological value**

Source: Berkley Group

Payson's Green Infrastructure

Urban Forestry, or the planning and management of vegetation in developed areas, is another important green infrastructure tool. The system of National Forest, parks, Ponderosa Pines, street trees, landscaped boulevards, gardens, greenways, and natural areas is a complex and important contributor to the natural feel of the mountain Town. A community's trees contribute to the overall quality of life and place.

Conserving natural resources can improve water quality. Reducing urban sprawl, using porous paving materials, using green infrastructure as natural stormwater buffers and filters, and maintaining healthy vegetative buffers around waterways helps to protect surface and groundwater resources.

Energy Efficiency

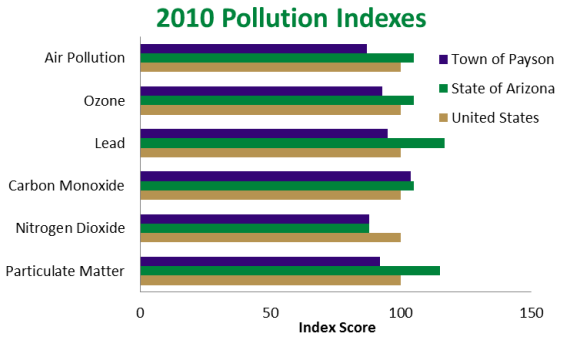
There are numerous reasons why increasing energy efficiency makes sense from environmental to economic considerations, particularly with the increasing rise in energy costs.

Economic development is a major reason cited for going green. As new technologies and services evolve, there is an opportunity for investment in job training programs and locating new businesses. According to the U.S. Environmental Protection Agency (EPA), as much as 30 percent of the energy consumed in commercial buildings, including government, is used inefficiently or unnecessarily. By diversifying the economic base of the Town and reducing direct energy costs, energy efficiency can save taxpayer dollars, create jobs, and improve the overall health of the local economy.

Environmental conservation is a motivating reason to become more energy efficient. Based on data collected by the EPA, for the ENERGY STAR Program, energy use in commercial buildings and industrial facilities creates over 45 percent of all U.S. carbon dioxide emissions. Recycling and using renewable resources conserve natural resources. Promoting growth in Payson's developed core helps to preserve wildlife habitats and future recreational and environmental amenities.

Goals and Strategies identified to concentrate development in core areas, and to expand the inventory of interconnected greenways, bikeways, and walkways will improve transportation energy efficiency and reduce pollutant emissions. As the population grows, the Town will explore opportunities for public transportation investments.

Air Quality



Source: CLRsearch.com. (2010). Payson Demographics Summary.

Payson's air quality is a major asset to the scenic beauty and environmental health of the Town. Air pollutants in the area are generated primarily by the combustion of fossil fuels from stationary and mobile sources. Transportation accounts for most of the energy consumed in the area. Energy efficiency, as discussed previously, is a critical component to preserving the Town's air quality. Advancement of the community as an energy efficient model will lessen energy consumption locally, and encourage surrounding communities to conserve, which will lead to a reduction of migratory pollutants as well.

3.2 Critical Issues

3.2.1 Maintenance of the Town's excellent air quality is a priority
3.2.2 Threatened natural resources, wildlife, and open space require protection
3.2.3 Integrate natural resource preservation with the built environment
3.2.4 The Town needs a town-wide recycling program
3.2.5 The Town needs an environmental plan that addresses development-related sustainability issues, alternative energy sources, and related policies and programs
3.2.6 Payson's Arizona Solar Community program should have increased participation

Discussion

The primary environmental issues identified by Payson stakeholders during the General Plan process are consistent with the issues outlined above. The Payson community is aware of, and sensitive to, its natural environment and wants to preserve its excellent air quality, water quality (and quantity), and other natural resources.

The above six *Critical Issues* set the stage for the General Plan's environmental protection implementation. Preserving species diversity and natural habitats, reducing finite resource dependence, and increasing energy efficiency are predominant themes reflected by the *Goals & Strategies*.

3.3 Goals and Strategies

3.3.1 Implement a modified version of the American Gulch Study
- 3.3.1.1 Seek funding for Gulch improvements and work with land owners to implement

3.3.2 Improve stormwater management facilities and practices for treatment quantity and quality
- 3.3.2.1 Ensure adequate construction planning to protect natural vegetation and minimize changes to ground topography
- 3.3.2.2 Encourage natural stormwater control methods that retain natural systems and minimize potential damage to private property

3.3.3 Develop and implement an Urban Forestry and Native Species Protection Plan
- 3.3.3.1 Reduce heat island effects by encouraging green roofs, tree canopies, and permeable surfaces
- 3.3.3.2 Actively protect native trees currently in the Town's commercial areas
- 3.3.3.3 Ensure any urban forestry lost is replaced tree for tree
- 3.3.3.4 Preserve and augment existing native vegetation within commercial development and rights-of-way through predevelopment plant inventories and conservation/replacement incentives
- 3.3.3.5 Require "Ponderosa Pine" protection/replacement town-wide

3.3.4 Protect air quality
- 3.3.4.1 Enforce clean air standards and regulations
- 3.3.4.2 Work with Gila Community College and other higher education providers to develop a workforce prepared for clean energy jobs of the future
- 3.3.4.3 Encourage development which reduces vehicle miles traveled through multi-modal transportation connectivity

3.3.5 Develop and adopt a comprehensive energy policy

3.3.5.1 Support the solar energy initiative by developing specific incentives and actions for implementation on at least five percent of all structures

3.3.5.2 Establish fleet management and fuel usage standards for Town vehicles

3.3.5.3 Identify a "green roof" demonstration project

3.3.5.4 Create development incentives to encourage use of alternative energy sources

3.3.5.5 Provide alternative energy incentives for improvements to residential and nonresidential structures

3.3.5.6 Encourage geothermal energy as well as solar options

3.3.5.7 Benchmark other communities that require new single-family homes to meet minimum solar system requirements and modify local regulations as appropriate

3.3.6 Negotiate development agreements to encourage infill, less impervious surface, and economically viable commercial activity

3.3.6.1 Develop a model shared parking agreement to incentivize development by alleviating parking standards

3.3.6.2 Work with property owners to maintain vacant commercial space and market it for infill

3.3.7 Identify and conserve natural wildlife corridors

3.3.7.1 Incorporate natural wildlife habitats and corridors into developments

3.3.8 Proactively address solid waste management and illegal dumping

3.3.8.1 Develop and implement a municipal recycling program in partnership with local waste management companies

3.3.8.2 Work with state and private partners to provide semi-annual large appliance and electronics collections

3.3.8.3 Organize hazardous waste collection events

3.3.9 Promote sustainability initiatives

3.3.9.1 Train staff to encourage and promote sustainable building practices including reducing environmental impacts and integrating alternative building materials

3.3.9.2 Create a Sustainability Advisor position (possibly with existing planning staff) to develop an Environmental Plan to provide guidance for redevelopment and new development

3.3.9.3 Create a Sustainability Advisory Group comprised of staff, citizens, and businesses to advise the Town on environmental sustainability issues

4 WATER RESOURCES ELEMENT

Utilize prudent allocation of resources to support economic development and environmental sustainability.

4.1 OVERVIEW

Water Resources Vision

The Town has a wealth of natural resources including Ponderosa pines, Tonto National Forest, wildlife habitat, topography, and the Mogollon Rim. Combined, these natural resources offer Payson a beautiful quality of place that is important to protect. Through active water conservation efforts, the Town maintains a suitable supply of ground water to serve demand. A reliable and high quality supply is a pillar for the continued success and prosperity of the community.

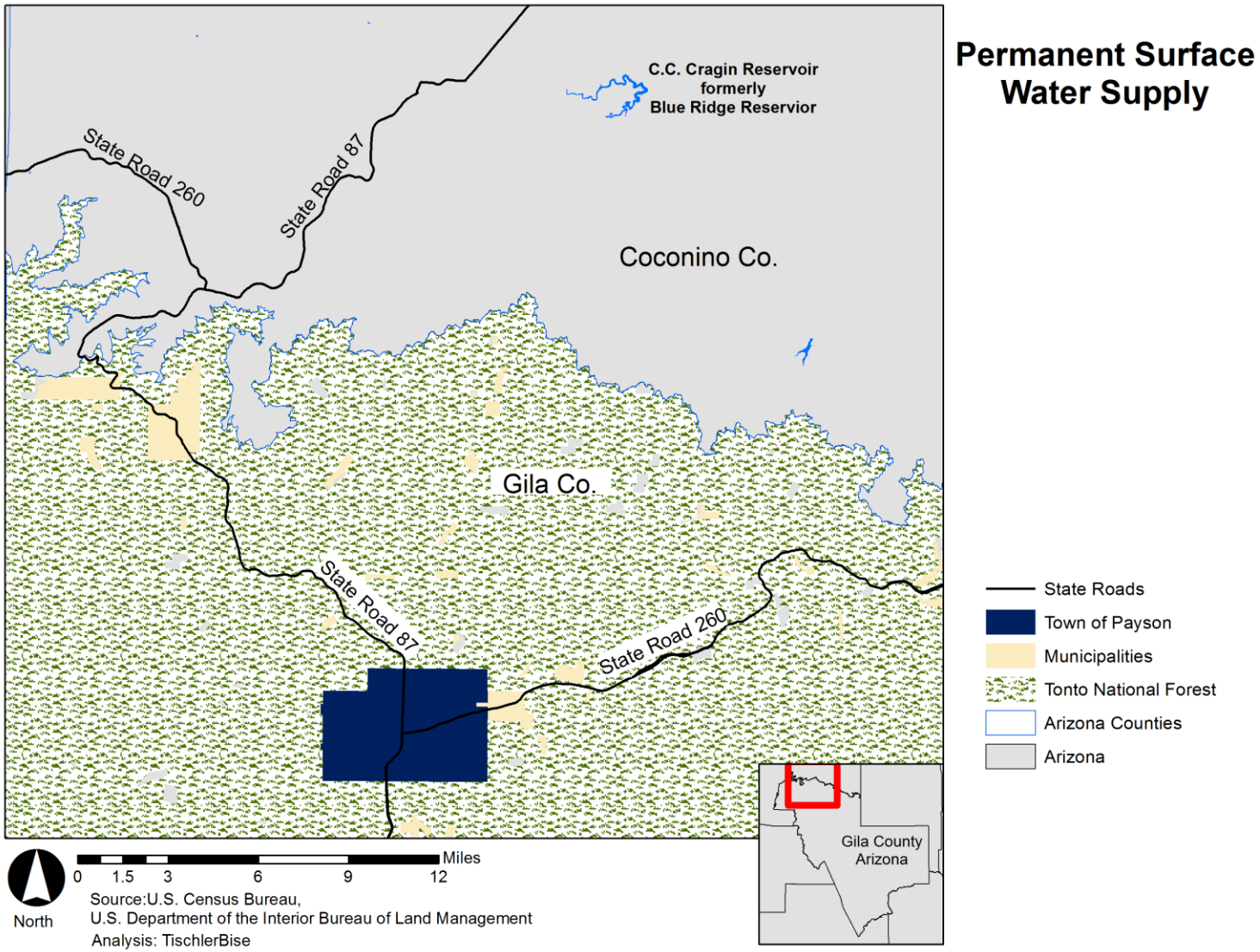
Groundwater provides adequate water to meet current demand within the Town boundaries.

Payson proactively sought to secure a permanent water supply, to ensure an abundant resource to serve anticipated growth in demand. The Town secured a water allocation from the C.C. Cragin Reservoir as an additional and permanent water source for the Town. The reservoir, with a storage capacity of 15,000 acre feet (ac/ft), is in Coconino County about 25 miles north of Payson atop the Mogollon Rim in the Coconino National Forest. See Map 5 on the next page for more detail. The Town is entitled to tap up to 3,000 ac/ft per year. To quantify this, the Payson aquifer, the Town's major groundwater source is estimated at approximately 2,681 acre feet per year.

The Town of Payson is known for its well-managed water conservation policies, which are based on a "Safe Yield" estimate for the Town not to exceed 2,681 ac/ft per year. Water usage data for 2010 show ground water usage in the Town reached only 60 percent of "Safe Yield". Water usages in 2010 was affected by lingering economic recession impacts including commercial and residential vacancies; however, it is still well below "Safe Yield" caps, allowing for continued supply as development occurs.

The Water Resources Element is a direct compliment to the Environmental Planning Element, with a focus on the long-term implications of water demand. The *Goals and Strategies* of this Element will address the availability and use of surface water, groundwater, and effluent supplies. Meeting current demand and implementing measures to meet expected future demand in an environmentally sustainable manner, is the focus of this Element

Map 5: C.C. Cragin Reservoir



Existing Conditions

Groundwater

Water for the Town is supplied almost entirely from groundwater wells. All but one of the groundwater wells is located within the Town limits. The wells are relatively shallow at 300 to 1,000 feet below land surface in the Payson Granite, Gibson Creek Batholith (mostly diorite and gabbro), and gneissic granitoids that underlies almost the entire Town. Ground water is stored in weathered zones, in complex fracture systems and joint sets, and in fault zones. Along these structural discontinuities, in many places weathering has produced deep zones of decomposed igneous rock. This decomposed rock has greater porosity and permeability than the unaltered igneous rock, presenting opportunities for developable groundwater resources.

Surface Water

Local hydrology consists of a few small seeps and springs throughout the area. The only sizable surface water resource in Payson consists of several small artificial lakes at Green Valley Park. Precipitation averages 22 inches per year. The heaviest precipitation generally occurs during the summer monsoon season. Thunderstorms are common most afternoons between July and September, which quickly clear in the evening. Winter precipitation is most commonly snow. Payson on average experiences one to five moderate snow falls per year. Snow infrequently accumulates on the ground and most snow accumulation lasts less than one day.

Floodplains

Floods are a natural occurrence, and floodplains have beneficial functions for groundwater recharge and wildlife habitat. In 1968, the National Flood Insurance Act established the National Flood Insurance Program (NFIP). In 1973, the Flood Disaster Protection Act required NFIP participation to receive some type of disaster assistance. Thus under the direction of the Federal Emergency Management Agency, Gila County regulates building in designated floodplains. All requests are examined to see if any of the affected parcels is considered in a floodplain. A site plan could place a development out of the floodplain or help establish the correct elevation requirement of the lowest floor.

Stormwater

Across the county, as communities develop towards a state of build out, stormwater management grows in importance and complexity. More impervious surfaces mean less infiltration of water into the ground, higher volumes flowing through traditional floodplains, the creation of new floodways, and lost recharge of critical groundwater.

Infiltration of stormwater into sewer lines is a significant issue for the Northern Gila County Sanitary District. Heavy rainstorm saturate the soil with much of the water seeping into buried, clay sewage pipes. This increases the amount of water running into the treatment facility. The district is planning to increase capacity to handle storm water flows of up to 12 million gallons a day, which is almost three times current peak levels. This magnitude underscores the impact development has on exacerbating stormwater levels.

Green Valley Park Water Reclamation Project

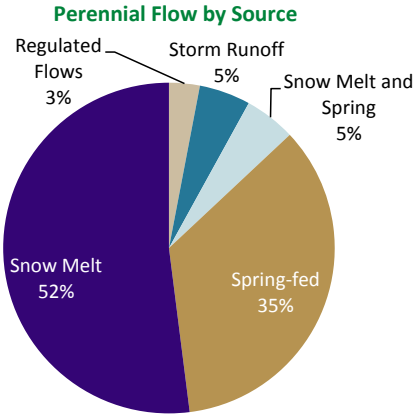
Green Valley Park is a cooperative water reclamation project between the Northern Gila County Sanitary District and the Town of Payson. This award winning park has been designed to recharge the Town's water table through passive percolation of treated effluent through the bottom of the lakes into the groundwater aquifer. The lakes also provide storage of the effluent for reuse customers throughout Town and for watering of landscaping in the park. Monitoring of water levels in wells located around the edges of the Park allows the Town to assess the effectiveness of the recharge process. Approximately 300,000 gal/day are passively recharged to the Payson granite aquifer via the Green Valley Recharge project.

Watersheds

The designation of Tonto National Forest in 1905 by the U.S. Forest Service was an effort to protect the watersheds of the Salt and Verde rivers. The Salt River drains an area of approximately 5,980 square miles and is the largest tributary of the Gila River. The Salt River headwaters originate in the White Mountains from the confluence of the White and Black Rivers at 11,400 feet in elevation and flows approximately 140 miles to its confluence with the Gila River at an elevation of about 900 feet above mean sea level. A series of major reservoirs make up the dammed portions of the Salt River (Roosevelt, Apache, Canyon, and Saguaro Lakes). Perennial flows are found at the higher elevations due to winter snow, monsoon storms, and springs and most intermittent streams are found in the western portion of the watershed.

The Verde River drains an area of approximately 6,188 square miles and traverses a distance of about 140 miles. The Verde River headwaters originate just south of Paulden and flows southeast into Horseshoe and Bartlett Lakes before joining the Salt River. Many large tributaries contribute to the Verde River including Sycamore Creek, Oak Creek, Wet Beaver Creek, West Clear Creek, Fossil Creek, and the East Verde River. The Verde watershed includes the highest peak in Arizona, Humphrey's Peak at 12,600 ft. The lowest elevation in the Verde watershed is at the confluence of the Verde and the Salt Rivers at 1,300 ft.

According to the Arizona Department of Environmental Quality, the main sources of perennial flows sampled for the Salt and Verde watersheds were snowmelt at 52% and springs at 35%. The streams in these watersheds flow through a variety of landforms such as mountain meadows, coarse colluvial deposits, bedrock canyons, and alluvial deposits. Precipitation in the Salt and Verde watersheds generally increases with altitude and varies widely from season to season. Precipitation is usually highest during summer months and peaks again during winter months; the driest period is from April through June.



Source: Arizona Department of Environmental Quality. (2008).

Water Supply

The Town of Payson Water Department is the largest supplier of water to Payson homes and businesses, and the Tonto Apache Reservation. The Water Department produces water from 42 active production wells with a total storage capacity of 8,730,000 gallons. The wells produce water from the local crystalline bedrock aquifer. Because the geology that makes up the aquifer system consists of fractured and decomposed granite that is exposed at the surface in and around Town, it is important to protect the aquifer from potential sources of contamination. This is why the area within the Town boundaries and areas to the north are considered "well head protection areas" (Payson Water Department web page, 2013).

Local precipitation and infiltration from surface water runoff replenish water pumped from the aquifer. Average annual recharge to the Payson aquifer is quantified to be 2,681 acre feet per year. Some recharge to the Payson aquifer is accomplished by artificial recharge from the Green Valley Park Water Reclamation project storage lakes. Groundwater recharge from this project is estimated to be approximately 336 acre feet per year.

The amount of treated effluent available from the reclamation project is dependent upon the amount of indoor water use and leakage into the system during winter precipitation events. The Town is prohibited by state law from storing local stormwater due to senior downstream water rights holders so stormwater is naturally discharged to the American Gulch, a tributary to the East Verde River.

Water Demand

The municipal water system does not supply water for any large-scale irrigation uses. The Northern Gila County Sanitary District owns and operates the local wastewater treatment plant and works in partnership with the Town of Payson for storage that provides water for irrigation uses such as golf courses and distribution of reclaimed wastewater for large-scale irrigation needs.

Payson operates its water system using the "Safe Yield" concept. Safe Yield means that the amount of groundwater pumped from the aquifer on a long-term basis must not exceed the amount that is naturally or artificially recharged. Because recharge to the aquifer varies depending upon yearly rainfall totals, in dry years Payson pumps more groundwater from the aquifer than is recharged by that year's precipitation. Conversely, in wet years Payson pumps less water from the aquifer than is recharged by that year's precipitation. The Town implements the Safe Yield concept using the long-term average rainfall (22 inches per year) reduced by a 20% safety factor to accommodate for occasional or sustained years of below average precipitation. This level of precipitation results in approximately 2,681 acre feet (325,840 gallons per ac/ft) of recharge into the Town's aquifer (Payson Water Department, 2013).

The development of the C.C. Cragin Reservoir will alleviate much of the pressure on the Payson aquifer allowing it to recharge more closely to natural replenishment levels and enabling the Town's wells to remain effective sources of potable water. The Town is constructing a 14.5 mile pipeline along East Houston Mesa Road from Washington Park to Payson. The pipeline will move C.C. Cragin Reservoir water to Payson's water treatment plant. Both the pipeline and water treatment plant are scheduled to be operational in the spring of 2016.

Water Quality

Adequate supply of quality water is an important aspect of public health. The goal of the Payson Water Department is to produce a safe, dependable water supply for its customers. The Town's drinking water must remain in compliance with the Drinking Water Standards established by the United States Environmental Protection Agency and the Arizona Department of Environmental Quality (AZDEQ).The Town publishes an annual **Water Quality Report** that serves to meet public reporting requirements as well as educate the population on water quality issues.

Water Reuse and Conservation

Water reuse is an important component of resource management. While Payson is fortunate to have a much more reliable water supply than many other communities in Arizona, water should not be wasted when it can be reused. Water reuse can include collection of stormwater, reuse of gray water in homes and businesses, and reuse of treated wastewater. Water can be reused for irrigation, vehicle washing, toilet flushing, and industrial purposes. The Town abides by the 2001 AZDEQ regulations for reclaimed water (including gray water).

Water reclaimed from shower, bathtub, bathroom sink and washing machine drains is gray water suitable for watering plants. However, the gray water from dishwashers and kitchen sinks that may be contaminated with grease and food particles must not be used. Toilet wastewater, called black water, should never be used. The health risks from gray water are minimal if you gather and apply it properly.

The Payson Town Council, with strong citizen support, passed a water conservation ordinance in an effort to promote sensible water use in the community. The Town of Payson Conservation Ordinance prohibits the following at all residential/commercial services:

1. New turf areas, whether from seed or sod, as well as the expansion of existing turf areas
2. Water features that exceed 50 gallons
3. Outdoor swimming pools, above or below grade (Residential above ground pools that are temporary structures erected between May & September each year & less than 5,000 gallons are allowed)
4. Spray or flood irrigation
5. Watering native plants

Other prohibitions for commercial services include:

6. The construction or installation of new spas in or adjacent to motel, hotel, and bed and breakfast rooms
7. The use of evaporative coolers in buildings larger than 3,000 square feet

These measures are re-evaluated periodically and the precise level of conservation is set annually based on actual precipitation levels and local groundwater levels. The addition of the C.C. Cragin Reservoir water allocation to the Town's water supply will ease the danger of drought and low ground water levels. However, water reuse and water conservation measures will remain an integral part of Payson's desert mountain culture to ensure a healthy ground water reserve.

4.2 Critical Issues

4.2.1 Sustainable conservation policies should acknowledge that water is a finite resource
4.2.2 The Town incurred significant debt for the construction of the C.C. Cragin Reservoir pipeline
4.2.3 Continued population and development growth will rely on the Town's continued ability to provide clean, safe drinking water

Discussion

As vital as water is to Payson as a natural resource there were only two primary issues expressed by the community; first, to maintain conservation policies to preserve the water supply, and second to pay for the new water resource infrastructure. The C.C. Cragin Reservoir and pipeline is likely the most significant advance of the past decade for the Town. The current ground water supply is roughly 2,681 acre feet (ac/ft) to supply an annual usage of 1,600 ac/ft. The additional 3,000 ac/ft of surface water from C.C. Cragin Reservoir effectively doubles the Town's permanent supply, thus ensuring the adequate supply necessary to support a build-out population of 40,000 to 45,000 (Payson Water Department web page, 2013).

Due to the complexity of negotiating access to water resources, and the capital cost of building the transmission, treatment, and distribution systems necessary to support additional supply, the Town began the process well in advance of expected demand. An increased supply of surface water allows the Town to recharge the groundwater aquifer during wet years, providing insurance during unpredictable long term droughts.

As Payson arguably has the most strict water conservation law in the State of Arizona, the Town needs to balance loosening usage standards with conserving the asset. As of 2013, Payson residents achieved water usage in the amount of 68 gallons per person per day compared to the City of Phoenix's limit of 300 gallons per person per day. Although the C.C. Cragin Reservoir holds approximately 15,000 ac/ft of water, it is not immune to drought, threats from wildfire (and potential increased sedimentation), and increasing regional demand.

Access to an additional 3,000 ac/ft of surface water ensures a permanent water supply for the Town for the foreseeable future, and presents an opportunity for the Town to continue its innovations in groundwater recharge and water reuse projects. Securing the water access and completing the pipeline project in advance of growth initiated demand will allow the aquifer to more fully recharge. Access to the additional water supply provides a level of protection in the event of long term drought not previously in place in the Town.

Revenue generated from Payson's surface water excess can be invested in other water conservation measures and infrastructure maintenance. One of the Town's primary short-term goals is to retire the debt of the pipeline construction in order to maintain the Town's strong financial status. The Town is partnered with the U.S. Bureau of Reclamation under terms of the federal Rural Water Supply Act to obtain reasonable long-term financing for the C.C. Cragin Reservoir Pipeline project.

4.3 Goals and Strategies

4.3.1 Continue to promote Safe Yield and conservation of water resources through policies and practices

4.3.1.1 Continue to develop wise use policies and programs in partnership with the Water Department

4.3.1.2 Produce and distribute high quality educational materials to promote best practices

4.3.2 Complete the C.C. Cragin Reservoir pipeline

4.3.2.1 Manage the reservoir in partnership with the Salt River Project to serve as the Town's permanent water supply resource

4.3.2.2 Optimize opportunities to partner with other agencies and localities for service

4.3.3 Retire the pipeline debt through the responsible sale of water

4.3.3.1 Sell water to the golf course(s) when reclaimed effluent water supplies are not adequate, when excess potable water is available

4.3.3.2 Regularly evaluate water connection and usage rates

4.3.3.3 Establish a rate structure to efficiently and responsibly maintain and operate the system

4.3.4 Maximize the use of reclaimed wastewater whenever it is safe and economical

4.3.4.1 Work with the Sanitary District to utilize reclaimed effluent wherever possible

4.3.4.2 Continue to educate the public on grey water applications and its safe use

4.3.4.3 Incentivize the use of grey water plumbing in all new construction

4.3.5 Coordinate with the Sanitary District to provide infrastructure to new development

4.3.5.1 Work with developers in the southeast area of Town to provide water/sewer

4.3.5.2 Require applicants to work with Sanitary District to ensure capacity prior to development approval

5 OPEN SPACE, PARKS, AND RECREATION ELEMENT

Expand recreational opportunities through a variety of program and facility improvements.

5.1 OVERVIEW

Open Space, Parks, and Recreation Vision

Payson is an attractive and desirable place to live; it is situated at the base of the Mogollon Rim, and is known as one of the most scenic areas in the state. Many opportunities are available for citizens and visitors to experience Arizona's history through Payson's landscapes and cultural settings. The quality of life and economic well-being in Payson is linked to the region's abundant outdoor resources and an active tourism industry (see the Travel and Tourism Industry section for additional information). Population growth and increased development is in part due to the popularity of Payson's location and amenities. The Town is committed to providing a high standard of living by protecting its natural resources and open space, hosting regional recreation activities, and offering enhanced walking, hiking, and biking opportunities in parks, neighborhoods, and commercial areas. The jewel of Payson's Parks, Recreation, and Tourism amenities is the 43-acre Green Valley Park, which includes three lakes, grass covering, beautiful landscaping, and additional amenities. Green Valley Park was designed with the dual purpose of providing passive recreation space and managing water resources.

Public investments that will compliment private development include developing an interconnected network of pedestrian and bicycle multi-use trails between adjacent neighborhoods and commercial districts.

Recreational opportunities are vital to the health and well-being of Payson's citizens. The Town will provide recreational programs designed to teach new skills, improve physical health, and celebrate the arts, in high quality facilities.

The Town plans to continue to be the "Event Capital of Arizona" by hosting community events and activities in addition to the annual parades, the Mountain High Games, Northern Gila County Fair, classic car display, and the August Doins held in Payson since 1884.

The careful planning and conservation of natural and historic resources, provision of recreational opportunities, and holistic development of mixed-use residential and commercial areas, with interconnected trails and open space, will enable Payson to reach its full potential in providing the highest quality of life for its citizens.

Existing Conditions

Protected green space within the Town boundaries includes over 100 acres of Town-owned land (See Figure 26), and nearly 4,000 acres of U.S. Forest Service, Tonto National Forest lands. These lands are accessible, protected, and connected to varying degrees.

Throughout the General Plan process, the community made clear its support for parks, open space, and recreation access within Town. Stakeholders expressed interest in developing a more complete inventory, which would include a system of green connections (trails, sidewalks, and bike lanes) to facilitate pedestrian and cyclist circulation within Town. Linking parks, trails, and recreational amenities to one another will foster a sense of community, and increase opportunities for residents

and visitors to enjoy the natural environment. A Town-wide wayfinding system will welcome visitors at the Town trailheads and gateways, and direct individuals to in-Town amenities and services.

Figure 26: Town of Payson Open Space Inventory

Park Type [1]	Acres	Ownership	Level of Protection	Recreation Fields	Playgrounds
Regional	36	Town	High	No	No
District/Community [2]	125	Town	High	Yes	Yes
Neighborhood	0	Town	High	No	No
Mini-Park	0.2	Town	High	No	Yes
Trails	26 miles	on Federal Lands	High	No	No

Source: Town of Payson, Parks, Recreation and Tourism Department
[1] National Recreation and Parks Association (NRPA) Classifications
[2] Existing Town of Payson Park Classifications do not distiguish between District and Community Parks

5.2 Open Space

The Town of Payson began defining, identifying, and tracking "open space" within the area for inclusion in the 2003 General Plan Update. The Town's location within vast U.S. Forest Service land has inhibited the identification and creation of additional open space.

Open space, as initially outlined by the Town in the 2003 General Plan Update, includes:

> *"Areas that are to be precluded from development except for recreational facilities or nature preserves. Open space areas should be left in a natural state for scenic purposes due to topographic or drainage constraints or the need to provide buffers between potentially incompatible land uses….a linked open space system should be created through the preservation of unique topography, public utility easements, arterial corridors, and other regional linkages that exist in the planning area."*

As discussed in the Environmental Planning Element, open space areas can be publicly or privately owned and maintained. These areas can be parcels of land or water that are managed to conserve plant or animal life, provide access to outdoor recreation, protection of archaeological or cultural amenities, characterized by moderate to severe slopes, or for the protection of the public health and safety (e.g., floodplains). Open space within Payson includes stormwater retention/detention areas, floodways and floodplains, as well as U.S. Forest Service lands. Privately held lands identified as open space may be developed at a **minimum** one dwelling unit per acre per the State of Arizona, Growing Smarter legislation.

Open space that creates an interconnected network of green infrastructure has many benefits to the community including to:

- Protect water quality;
- Provide recreation areas;
- Conserve native ecosystems;
- Provide habitat areas and corridors;
- Ensure water supply quality and quantity;
- Enhance community appearance; and
- Promote ecological diversity.

Green Infrastructure buffering a stream and neighborhoods

Existing Open Space

There are designated spaces that supplement the Town's official park system, but are not maintained by the Parks, Recreation, and Tourism Department. They are Fly-In Campground and Houston Mesa Campgrounds.

Fly-In Campground

The Fly-In Campground located at the Payson Municipal Airport was developed with a grant from the Arizona Department of Transportation. The purpose of the facility is to promote tourism by encouraging pilots to fly into Payson and utilize the camping facilities. The Town's Department of Public Works maintains this open space.

Houston Mesa Campgrounds

In 1996, the U.S. Forest Service established and committed to maintain Payson's first public campsite and trailhead area located near Houston Mesa Road. The Houston Mesa Campgrounds has capacity for 30 family campsites and two large group sites with equestrian accommodations. The Houston Mesa site can accommodate up to an additional 75 campsites. The campground is located one and one half miles north of the junction of Beeline Highway and SR260. It provides shower facilities, flush toilets, a dump station and water.

5.3 Parkland and Amenities

Park Classifications

The Town classifies parks using criteria developed by National Recreation and Parks Association (NRPA) as a guide. As part of the General Plan process, the Town is classifying a fifth park type based on the guidelines for area, service radii, and recreational facilities. A *District Park* is a defined space where structured, active recreational activities such as organized sports take place.

Regional Park

Regional parks typically provide a wide variety of activities for the greater community, as well as presenting opportunities for nontraditional recreation. These parks are often funded, developed, or operated to serve demand generated by multiple jurisdictions. Nature and community centers, festival grounds, extensive trail systems, and water activities are features that can typically be found in regional parks. To accommodate their unique amenities, regional parks typically span a minimum of 100 acres and have a service radius of approximately 25 miles. The typical acreage/population ratio for regional parks is five acres per 1,000 persons, or 76 acres for the Town. At 35 acres, the Payson Event Center serves as an undersized regional park.

District Park

District parks serve a wide variety of community interests and include intensely developed areas for active recreation, as well as supporting infrastructure. Typical active recreational amenities include playgrounds, athletic fields (e.g. soccer, baseball, softball, multiuse), tennis, basketball, and volleyball courts, and trails. Typical infrastructure may include restrooms, concession stands, benches, picnic areas, shelters, and parking areas. Access to district parks should be multi-modal and along or near a major road. District parks are a minimum of 50 acres in size and have a service radius of approximately five miles. A typical acreage/population ratio for district parks is four acres per 1,000 persons. Rumsey Park is as a district park for the community, offering over 80 acres of developed parkland and active recreation facilities.

Community Park

Community parks in small towns generally serve the entire community, or in larger towns several neighborhoods. Typically, they provide active recreation facilities and act as oversized neighborhood parks. Typical recreational amenities found in community parks are similar to those provided in district parks. Amenities more often found in traditional community parks include horseshoes, recreation centers, and other facilities unique to the community. Community parks are usually a minimum of 20 acres in size and have a service radius of approximately one mile. Access to a community park should be multi-modal and along or near a major road. A typical acreage/population ratio for community parks is five acres per 1,000 persons. Green Valley Park is a community park and a portion of the U.S. Forest Service site along SR260 is being considered for a community park if funds are available.

Neighborhood Park

Neighborhood parks are located within walking distance of adjacent neighborhoods and serve the neighborhoods' specific recreational interests. A neighborhood park usually does not provide parking or restrooms, but may offer such facilities, depending on service level demand. Typical neighborhood park amenities include playgrounds, shelters, trails, and multipurpose fields. School parks may function as neighborhood parks. Neighborhood parks span a minimum of five acres and have a service radius of one-half mile. A typical acreage/population ratio for neighborhood parks is two acres per 1,000 persons. The Town will continue to negotiate with residential developers to ensure adequate neighborhood parkland is available within the community.

Mini-Park

Mini-parks of one acre or less in size are designed for use by local residents for passive recreation activities. No support amenities such as parking or restrooms are provided, although often water fountains and safety lights are provided. In addition, a small play unit, benches, and possibly a picnic shelter may be found at these facilities. They typically serve a one-quarter-mile area radius or less. Mini-Parks will accompany the multi-use greenway system proposed to link neighborhoods of Town.

Existing Parks

The Town has several park facilities that serve the residents and surrounding communities. The following is an inventory of the existing park facilities.

Rumsey Park

This 82-acre district park contains a swimming pool, two synthetic athletic fields, five ball fields, picnic facilities and ramadas, basketball and volleyball courts, play areas, restrooms, a dog park, skateboard park, and four tennis courts. Included within the park boundary is the Payson public library. The park is located in the northwest quadrant of the Payson planning area and is accessible from McLane Road.

Green Valley Park

This 43-acre community park contains three man-made lakes, ramadas, boat docks, restrooms, a performing arts stage, war memorial, walking paths, and significant open space. It is located in the southwest portion of the community. A portion of the park is included in the Green Valley Redevelopment Area. The park also includes the Rim Country Historical Museum.

Mustang Park

This mini-park of less than one-acre contains a multi-purpose court with basketball hoop, playground, and picnic facilities and serves the immediate neighborhood. Mustang Park is located on the northwest corner of Roundup Road and Mustang Circle in the Payson Ranchos subdivision.

Anna Mae Deming History Park

This park is constructed at the intersection of McLane Road and West Main Street on a one-quarter-acre parcel. Information regarding the history of Payson is displayed under a covered walkway, and a small amphitheater is provided.

Goat Camp Ruins

This is a ten-acre parcel located on the north side of North Tyler Parkway. The site contains Indian ruins dating back 700 years. The Town intends to develop an interpretive park on this site.

Observation Park

This one-quarter-acre park provides an area to watch planes take off and land at the Payson Municipal Airport. Some picnic facilities are available as well as paved parking.

5.4 Multi-Modal Trails

Trail Classifications

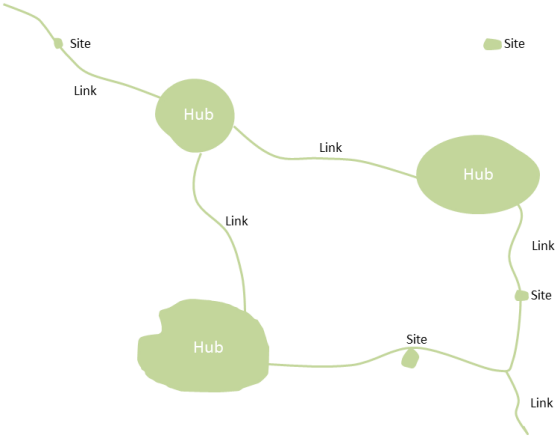
Existing trails within the Town can be described as follows:

Regional

The Town of Payson, through its rural trails, has direct access to some of the most pristine and elaborate regional trails systems in the Southwest. The trails include the Arizona Trail, the Highline Trail, and Hellsgate Wilderness Trail systems. The regional trail systems that are accessible from Payson trails encompass trail distances of tens, and in the case of the Arizona Trail, hundreds of miles in length.

Rural

The rural area trails and access points that fall within the Town boundaries are a primary focus of this Element. These existing and proposed trails and trail access points (see Map 6), situated around the perimeter of Town, act as green infrastructure *hubs* and *links* and provide vital public connections to the surrounding Tonto National Forest as well as nearby regional trail systems.



Greenway Network

Urban

Except for a limited urban pathway running north/south along McLane Road, the Parks, Recreation, and Tourism Department does not maintain any urban trails for pedestrian or other non-motorized traffic. An expanded urban pedestrian and bicycle circulation network is desired by the community.

Payson Area Trail System

The **Payson Area Trail System (PATS)** is a greenway network designed to provide in Town connections of sidewalks, on-road bike lanes, and off-road trails to promote non-motorized circulation around the Town, and to connect trail access points at the edges of Town to each other and to amenities within the Town's core. The PATS plan will build-off of investments already made in Town and in Tonto National Forest, to build trails, define trailheads, and install wayfinding indicators to create a multi-modal network. The PATS will connect transportation infrastructure with off-road trails and sidewalks to welcome visitors at trailheads and offer an alternative to vehicular circulation in Payson. See Figure 27 for a list of existing trails in Tonto National Forest with access points in the Town. Additional information regarding the Payson Area Trail System, including a map, is provided on the Town website.

Figure 27: Tonto National Forest PATS Trails Sections

Trail Section	Miles	Difficulty	Location
American Gulch - North	0.4	Easy	From the Graff Trailhead on USFS Road 508 until fence line
American Gulch - South	1.1	Moderate	North on USFS Road 475 until proposed connector route
Boulders Loop	2.4	Moderate	Located 3.8 miles down Granite Dells Road (USFS#435)
Cypress	2	Moderate	2.0 miles down Granite Dells Road from Highway 260
Rodeo Grounds Trail - Peach Loop	1.5	Moderate	Near the Peach Orchard trailhead
Rodeo Grounds Trail - Peach Orchard	2.2	Moderate	Starts near the Payson Golf Course
Houston	4.2	Moderate	Main access is approximately 1 mile east of Highway 87 on Houston Mesa Road
Houston Loop	3.6	Moderate	Access the Houston Loop from the Chaparral Ranch Trail Access or Mayfield Canyon Road
Monument Peak Loop	3	Easy	East on Granite Dells Road for 3.3 miles
Round Valley	4.5	Variable	Two access points: south of the Sonic on the Tonto Apache Reservation and south off of Phoenix Street
TOTAL	**24.9**		

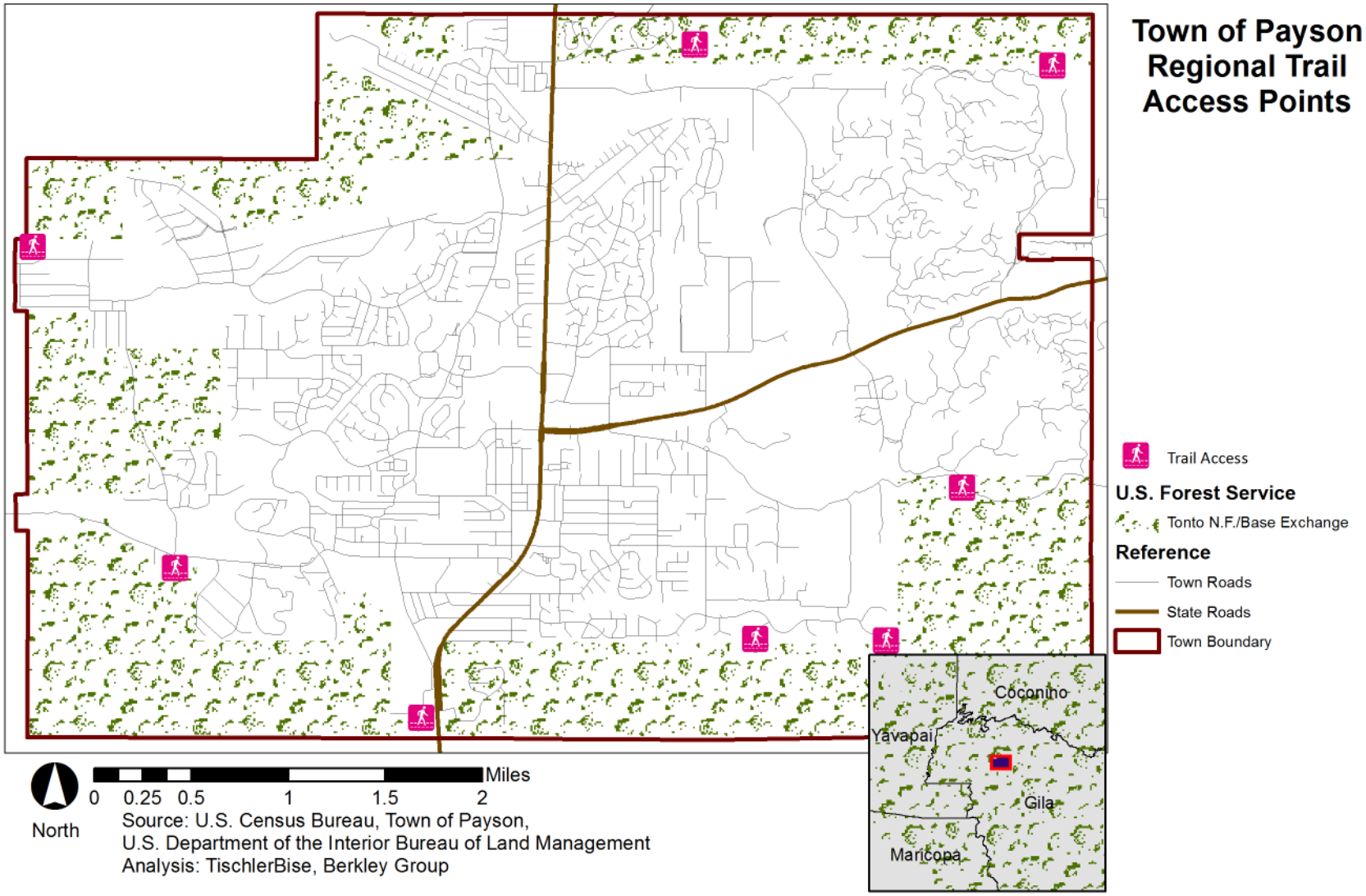
Source: Town of Payson, Department of Parks, Recreation, and Tourism. Retrieved April 2013 from: www.paysonrimcountry.com

Existing Trails and Trailheads

Trail use is a major recreation activity in the Town. There are eight regional trail access points within the Town (shown on **Map 6**). Trail access points are a defined clearing, natural or maintained, where one can safely enter a trail. The site may or may not provide amenities beyond trail access. Trailheads are access points for trails specifically designed to provide information and usually amenities. They may include amenities like designated space for parking, restrooms, water fountains, wayfinding maps and information, or other visitor facilities.

Preservation of individual trails and trail access points is contingent on their location on private, public, or Reservation property. The majority of existing trails with access within the Town lay on U.S. Forest Service property and some undeveloped private property. The importance of an accurate trail inventory is to ensure the preservation of trail access (the ability to enter the trail without obstruction by built facilities or restricted private property) and the creation of future trailhead areas as part of a Town-wide wayfinding system.

Map 6: Regional Trail Access Points in Town of Payson



5.5 Critical Issues

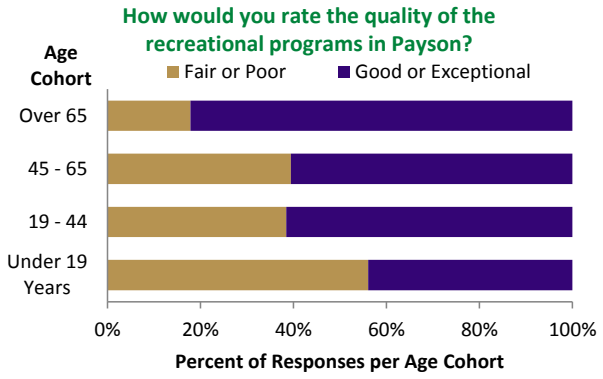
5.5.1 A comprehensive Parks and Recreation Master Plan is needed to ensure adequate parkland, amenities, and facilities
5.5.2 Ensuring sufficient Community and neighborhood parkland inventory should be priorities
5.5.3 Increased affordability and access of recreational programs for youth is needed
5.5.4 The trail system within Town should be interconnected, multimodal, and comprehensive
5.5.5 Maintain an open dialogue with the separate legal entity regarding the development of land at the corner of SR260 and Tyler Parkway
5.5.6 Tonto National Forest should be maximized as a recreational destination
5.5.7 Working partnerships between the Town and federal management of U.S. Forest Service lands are crucial
5.5.8 The Town lacks consistent funding sources to maintain and increase parks and recreation infrastructure

Discussion

The Town is committed to providing high quality parkland, recreational facilities, and multi-modal trails. The annual Capital Improvement Program identifies numerous Parks & Recreation projects with requests for funding. Projects identified in the Capital Improvement Program are prioritized to address the *Critical Issues* identified by the Payson Community through the General Plan process. In addition to general fund revenue sources, Payson actively seeks external grant funds and collaborates with the private sector to increase parks and recreational facilities. Residential developers are encouraged to provide neighborhood parks and sidewalks.

Maintaining a modern, first-class parks system and providing for more year-round programming will require significant and ongoing Town funds and a strong commitment by the community.

The General Plan process reinforced the importance that the Community places on high quality parks and recreational facilities. The existing facilities were recognized during the community workshops as supporting a high quality of life. Desired facilities were identified as offering potential to increase Payson's sense of place and attractiveness to visitors. The Community survey asked respondents to rate the quality of the recreational programs in Payson. Ratings collected, in combination with information gathered during community workshops, illuminate a desire by stakeholders to increase indoor, year-round recreational facilities. The Town is committed to providing high quality programing year-round and will actively pursue increasing the space necessary to provide desired programing.



Source: Town of Payson. (2012). Payson Community

Payson has tremendous natural resources at its disposal. The combination of these resources and community interest makes Payson an ideal location to implement an extensive trail, sidewalk, and bike lane system to connect current and future development in Town.

Town of Payson Future Parks and Recreational Demand

The following two tables (Figure 28 and Figure 29) present expected demand for parkland and amenities based on population projections for the Town. Guidelines and projected needs listed in Figure 28 and Figure 29 serve as a guide for future parks and recreational facility development; they will inform a more specific Parks & Recreation Master Plan to be crafted and adopted by the Town.

Figure 28: Parkland Guidelines

Parkland by Type	Guidelines for Acres per 1,000 Population		Existing Parkland Acres	Projected Acres Need [1]	
	National	Town of Payson		In 2014 (est. pop 15,300)	In 2030 (est. pop 18,600)
Regional Park	Variable	5	36	77	93
District Park	5-10	4	82	61	74
Community Park	5-8	5	43	77	93
Neighborhood Park	1-2	2	0	31	37
Mini Park	0.25-0.5	0.25	0.2	4	5

[1] Projected facility needs are based on the Town's existing Parks Master Plan and current NRPA

Source: National Recreation and Parks Association. (1995). Analysis by: Berkley Group

Figure 29: Park Facility Guidelines

Facility Type	Guidelines for Population per Unit		Existing Public Facilities	Projected Facility Need [1]	
	National	Town of Payson		In 2014 (est. pop 15,300)	In 2030 (est. pop 18,600)
Playgrounds	2,000	2,000	2	8	9
Tennis Courts	2,000	2,000	4	8	9
Soccer Fields	4,000	4,000	2	4	5
Baseball Youth Fields	6,000	2,000	-	8	9
Softball Fields	5,000	2,000	5	8	9
Multi-Purpose Fields	10,000	5,000	-	3	4
Volleyball Courts	3,000	3,000	2	5	6
Community Center	N/A	20,000	0	1	1
Picnic Shelters	2,000	2,000	10	8	9
Swimming Pools	20,000	10,000	1	1	2
Trails (mile/1000)	2,000	1,000	>26 miles	15 miles	19 miles
Basketball Courts	5,000	5,000	1.5	3	4

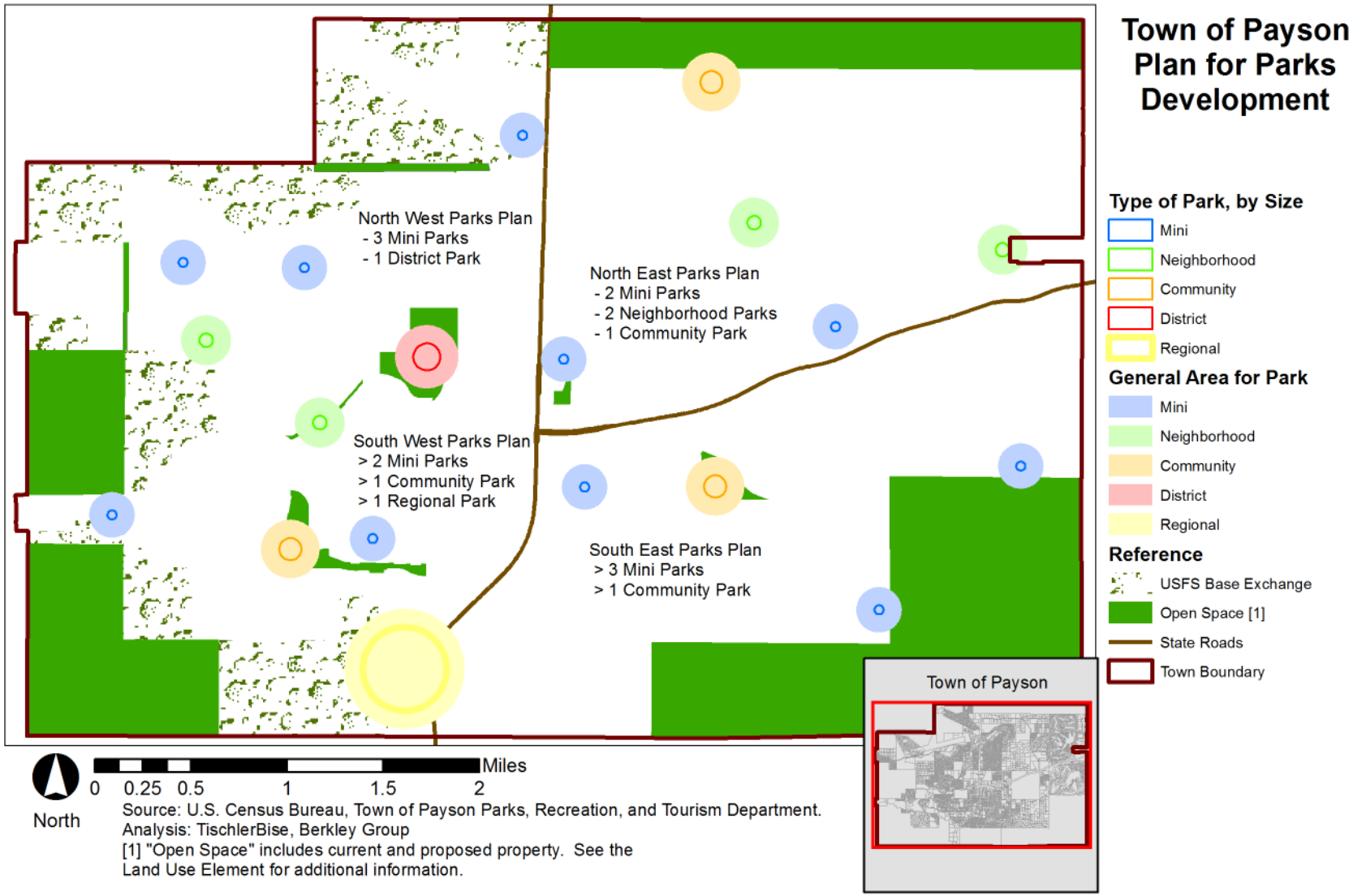
[1] Projected facility needs are based on the Town's existing Plans and current NRPA Guidelines.

Source: National Recreation and Parks Association. (1995). Analysis by: Berkley Group

Parks Development Plan

As development continues in Town, additional parks will follow. Identified on **Map 7** are 19 general areas where future parkland might be developed, as demand dictates. The inner outlined circle of each general area is a scaled area equal to the acreage guidelines put forth for each type of park.

Map 7: Parks Development Plan



Recreation Priorities

In 2013, the Town Parks, Recreation and Tourism Department, in cooperation with the Parks and Recreation Commission, developed a prioritized list of recreation projects to be considered for funding. The Commission developed the priorities listed in Figure 30 using a ranking system with six criteria:

1. High revenue potential;
2. High usage potential;
3. Completes an existing project;
4. Enhances existing facility vitality;
5. Provides a new benefit that doesn't currently exist in the community; and
6. Enhances public safety.

Figure 30: Parks and Recreation Priorities, Costs, and Benefits

Priority	Project	Cost Estimate	Benefit
1	Parks Master Plan	$130,000	High
2	Kiwanis East & West Ball Field Lighting	$500,000	High
3	Rumsey Park - Multi Purpose Building/Youth Center	$1,500,000	High
4	Rumsey South Soccer Field Turf Replacement	$350,000	High
5	Event Center Master Plan/Improvements	$4,020,000	High
6	Rumsey Park Pedestrian Circulation Plan & Implementation	$400,000	Medium
6	Rumsey Park Restrooms & Maintenance Building	$145,000	Medium
7	ADA Playground Surfacing (Rumsey & Green Valley Parks)	$24,000	Medium
7	Payson Trail System Signs	$85,000	Low
8	Rumsey Park Drainage (Planning & Development)	$150,000	Medium
8	Rumsey Park Outdoor Basketball Court Reconstruction	$40,000	Medium
8	Amphitheater Lighting	$150,000	Low
9	Rumsey Playground Enhancement/rocks and ropes course	$150,000	Medium
9	Land Purchase/Park Development (Neighborhood & Mini Parks)	$1,000,000	Low
10	Rumsey Park Ramada Replacements	$150,000	High
10	Trails Master Plan	$120,000	Medium
10	PATS Continuation ($125,000+ annually)	$1,275,000	Medium
11	Green Valley Park Ramada Improvements/Expansion	$75,000	High
11	Taylor Pool Re-roof and Exterior Paint	$12,000	High
12	Green Valley Park Maintenance Building	$400,000	Low
	TOTAL	**$10,676,000**	

Source: Town of Payson, Department of Parks, Recreation, and Tourism

5.6 Goals and Strategies

5.6.1 Develop, adopt, and implement a Parks, Recreation, and Tourism Master Plan

- 5.6.1.1 Develop, adopt, and implement site master plans for each parks category
- 5.6.1.2 Ensure adequate east-side park land
- 5.6.1.3 Identify locations for passive recreational activities (e.g., hiking, biking, and other individual-oriented activities)
- 5.6.1.4 Identify locations for active recreational activities (e.g., basketball, baseball, soccer, and other team-oriented activities)
- 5.6.1.5 Plan appropriate facilities for both indoor and outdoor programs and activities

5.6.2 Provide a year-round, multi-use recreation facility

- 5.6.2.1 Develop greater variety of youth programs
- 5.6.2.2 Provide affordable programs to low and moderate income families
- 5.6.2.3 Expand the amount of programs for all user groups

5.6.3 Ensure adequate park land to serve residential development

- 5.6.3.1 Negotiate greater residential density in exchange for neighborhood parkland
- 5.6.3.2 Continue plans to develop Overlook Park south of Airport Road in the northwest section of Town

5.6.4 Design and implement a wayfinding system that enhances tourism

- 5.6.4.1 Develop sign standards

5.6.5 Actively recruit recreational tourism

- 5.6.5.1 Work with state athletic associations to draw regional and state tournaments to Payson
- 5.6.5.2 Continue to build on Payson's strong rodeo and events reputation

5.6.6 Integrate the development of multipurpose trails in conjunction with the transportation/circulation system

- 5.6.6.1 Develop a trails master plan to plan and finance an integrated trail network
- 5.6.6.2 Incorporate trail elements of the transportation plan into the Parks Master Plan
- 5.6.6.3 Develop an urban trail system that parallels roadways where there are no sidewalks or bicycle lanes

5.6.7 Work with federal partners for the protection and continued use of National Forest land

- 5.6.7.1 Preserve trail access to regional points of interest
- 5.6.7.2 More effectively promote trail access points for public use
- 5.6.7.3 Establish protection areas for natural resources and watersheds

5.6.8 Identify public and private funding opportunities for recreational facilities and programs

- 5.6.8.1 Fund the acquisition of additional park land as set forth in the General Plan or subsequent Parks, Recreation, and Tourism Master Plan
- 5.6.8.2 Target funding sources for increased park infrastructure improvements and maintenance

6 LAND USE ELEMENT

Enhance Payson's small-town atmosphere and economic development opportunities with strategic land use policies for new development and redevelopment areas.

6.1 OVERVIEW

Land Use Vision

The Town of Payson benefits from bountiful natural amenities, significant protected forest and open space, vibrant commercial corridors, and easy access to state transportation networks. Natural features like the Mogollon Rim and Tonto National Forest naturally define the Payson area. Early development of Payson began along Main Street. Development in the east and northwest sections of Payson followed slowly. Tools like the General Plan, a Parks, Recreation, and Tourism master plan, and land use ordinances will help direct and manage future development.

The key to Payson's future success in high-quality planning and development is an effective implementation of the *Goals and Strategies* to achieve the *Vision*. Each strategy helps to implement a key element of the *Vision* by addressing an identified goal. For example, the rezoning of a property within an identified area for growth will be evaluated on how well the proposed project meets the *Vision* set forth in the General Plan. Each application will be carefully considered by the Town to see if the proposed development is well planned, particularly within the context of the immediate surroundings. Rezoning applications that do not reflect the community's *Vision* and values, nor effectively address anticipated adverse impacts from the project, will receive added scrutiny. Applicants are encouraged to meet with the community and Town officials well in advance of application submittal so that they can design the best possible projects. This process will benefit their projects as well as the existing community, and will result in higher quality development that will improve the overall quality of life within Payson.

Proactive land use planning can catalyze high quality economic development to diversify the Town's tax base, while ensuring sustainable levels of growth. The land use plan includes actions to minimize impacts on existing infrastructure, and works to mitigate the typical impacts associated with new development such as stormwater runoff, traffic, air quality, energy usage, public safety, schools, and water and sewer capacity, among other issues. The careful planning and placement of development will create a diverse mixed-use and mixed-income community that emphasizes accessible housing options, defined neighborhoods, distinctive public gathering space, and Town-wide connectivity.

As land use intensifies, protected open space will provide an important balance in Town, and support Payson's quality of place. The effective use of green infrastructure within and between developments can provide needed buffers. Parks define a sense of place within the neighborhood and strengthening the overall character of the Town. Trails and parks should be accessible within the developed areas, and serve to tie each individual neighborhood together within the larger community. Green infrastructure will increase

available space for recreational opportunities and will enhance the overall health and livability of the citizenry, and have a positive impact on public safety. The extensive provision and use of parks and open space is a critical component of Payson's well-designed community.

Land-use policies direct local government action regarding growth and development. The way a community chooses to develop directly affects the tax base, and therefore, the taxes paid by existing citizens. Responsible land-use policies focuses on fiscally self-sustaining development that will have a positive impact on quality of life. Proposed development should demonstrate through growth models how a project will create a healthy, balanced mixture of business and residential uses that will provide a net gain to the community.

Moving forward into the 21st Century, Payson will manage growth to ensure the Town remains attractive to current residents, welcoming to newcomers, and accommodating to visitors. Payson is committed to managed growth strategies intended to strengthen and diversify the community, and to protect those areas identified for preservation.

Existing Conditions

Payson is just over 130 years old. Evidence of the earliest development patterns still exist and are folded in to modern day Payson with an effort to preserve and celebrate the Town's history. The Town covers 19.5 square miles of incorporated land, which includes U.S. Forest Service land serving as a natural development border on each edge of the Town.

Development is most dense along the north/south running SR87 and the east/west running SR260. No developed parcel is further than three miles from the intersection of the two State roads.

Solar energy and air quality, as set forth in **A.R.S. §9-461.05C.1.d**, are discussed in the Environmental Planning Element. Other impacts associated with development are discussed herein as well as in other General Plan Elements.

Current Inventory

The Town includes over 10,000 designated parcels, as catalogued by the Gila County Assessor's office, and shown in Map 8. An estimated distribution of 2013 land uses in Payson is detailed in Figure 31.

Figure 31: Town of Payson Land Use, 2013

Land Use	Units	Square Feet
Residential [1]	9,037	
Single Family	8,116	
Multifamily	921	
Nonresidential (1,000 Square Feet) [2]		3,481
Commercial		1,621
Office/Institutional		1,103
Industrial/Flex		700
Other		57

[1] Tischlerbise. (2013). Development Fee Land Use Assumptions

[2] Gila County Office of the Assessor, 2012 Town of Payson Parcel Database

Protection of Aggregate Operations

Arizona Revised Statutes were amended in 2011 requiring general plans to identify current and potential sources of aggregate material.[5] The intent of the statutory amendments is to provide opportunities for communities, along with current and future aggregate producers, to avoid unnecessary land use conflicts, ensure long-term availability of low-cost construction materials, and achieve the highest and best land uses for these sites once mining ceases.

The Town has identified the locations of current aggregate operations within the Town.[6] The two known sites shown on Map 8 are listed below:

- Gila Redimix, 201 W. Phoenix Street - a crushed granite and sand/gravel company (less than 5 acres).
- Payson Concrete, Hwy 260 east of Tyler Pkwy and two parcels on the west side (surrounding the Town's water tank as shown on the map) for potential future mining.

As required by state law, areas with the potential for future aggregate development are shown on Map 8. Every reasonable effort has been made to ensure the accuracy of the map and related information contained herein. However, these maps and information reflect limited data available at the time of this General Plan. Additionally, there is no guarantee via this document that approval of additional aggregate mining facilities will be granted.

Aggregate mining operations exceeding five acres in area are required by Arizona law to prepare "Reclamation Plans" for approval by the Arizona State Mine Inspector. These plans detail the total acreage of the mining site, the disturbed acreage, and the manner in which the owner/operator will restore the site once mining activity has ceased. There is no time frame established for cessation of mining activities, but Arizona State Statute requires reclamation within three years of closure.

Tonto Apache Reservation

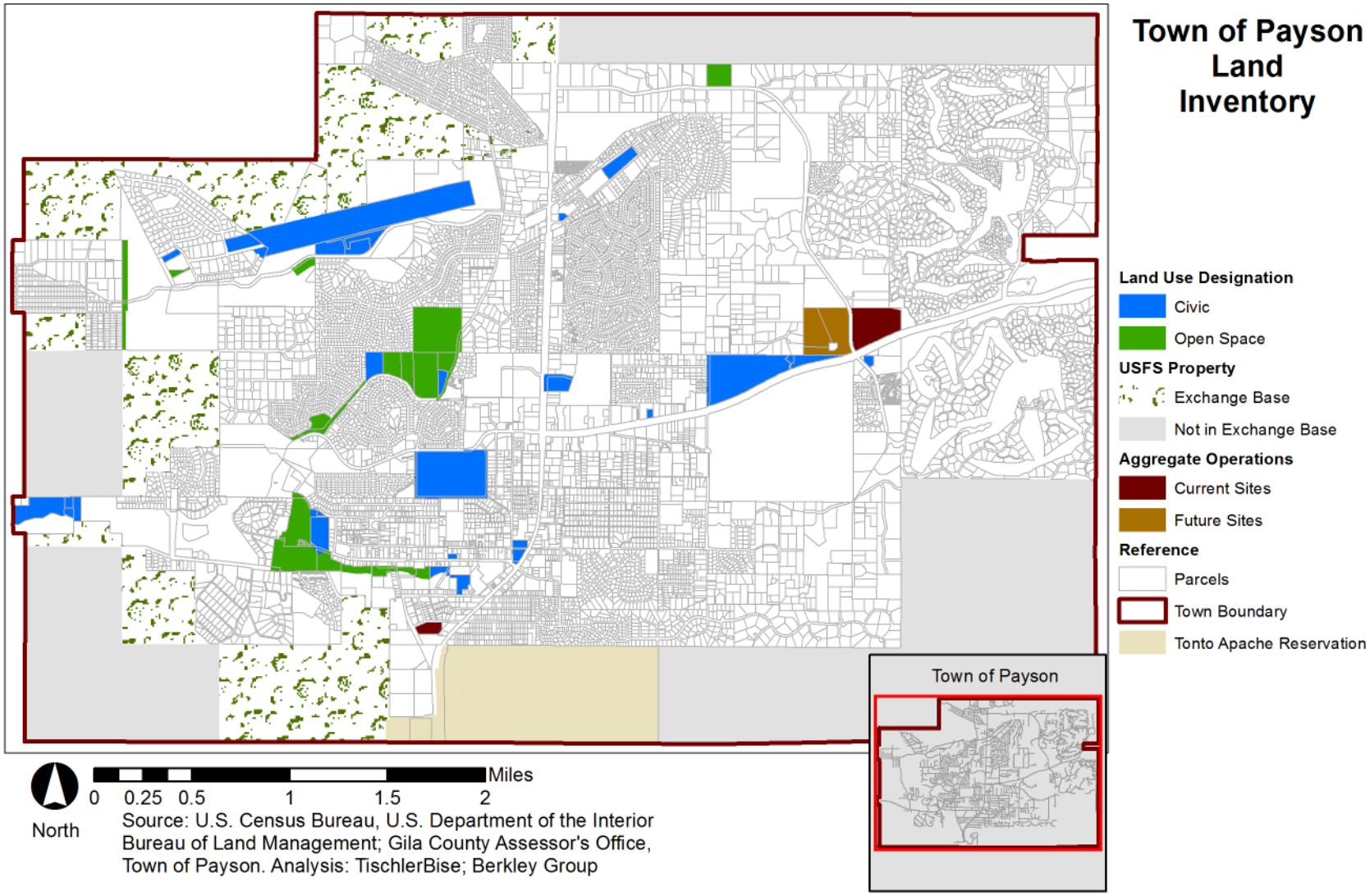
The Town of Payson is located adjacent to the Tonto Apache Reservation. The 383-acre reservation is home to the Tonto Apache Tribe, a sovereign nation. The Tonto Apache Reservation is not subject to the Town's land use or other regulations, but the culture and economy of both the Tribe and the Town have a profound impact on one another.

Members of the Tonto Apache Tribe are the direct descendants of the Tontos who lived in the Payson vicinity long before the arrival of settlers. The large Rio Verde Reserve, near Camp Verde, was established in 1871 for the Tonto and Yavapai Indians. The Reserve was dissolved in 1875 when they were forcibly moved to the San Carlos Apache Reservation. Some Tontos returned to Payson after 20 years of exile to find white settlers had taken much of their land. Today, tribal members are well known in the artistic community for their bead work and basketry, which have won them national recognition and are a retail attraction. There are over 100 Tribe members living on the reservation. The Tribe operates the Mazatzal Hotel and Casino on the Reservation, opened in 1994, which at its peak employed over 100 people.

[5] Aggregate, as defined by the A.R.S. §27-441, refers to cinders, crushed rock or stone, decomposed granite, gravel, pumice, pumicite, and sand.

[6] Aggregate mining operations, as defined by the A.R.S. §27-441, refers to property that is owned, operated or managed by the same person for mining aggregate and is located in an aggregate mining operations zoning district established pursuant to section 11-812. Property that is not contiguous but is in the same zoning district, that is owned, operated or managed by the same person and that is operated as a single aggregate mining complex is considered to be a single aggregate mining operation.

Map 8: Town of Payson Land Inventory



6.2 Land Use Controls

The Town has a Town Council/Manager form of government; and places final legislation of zoning regulations with the Council. The Council reviews, adopts, and amends the General Plan for the Town of Payson.

The Payson **Unified Development Code** (UDC) sets forth the procedure for deciding and implementing development decisions. In addition to the Town Council, the Planning and Zoning Commission, Board of Adjustments, Development Services Committee, and Town Community Development and Public Works Departments inform all planning and zoning consideration in the Town.

The Town organizes land use controls into five primary categories detailed in the UDC, and listed below:

1. Landscaping, screening, buffering and lighting;
2. Off-street parking and loading;
3. Signs;
4. Minor Land Divisions; and
5. Subdivisions.

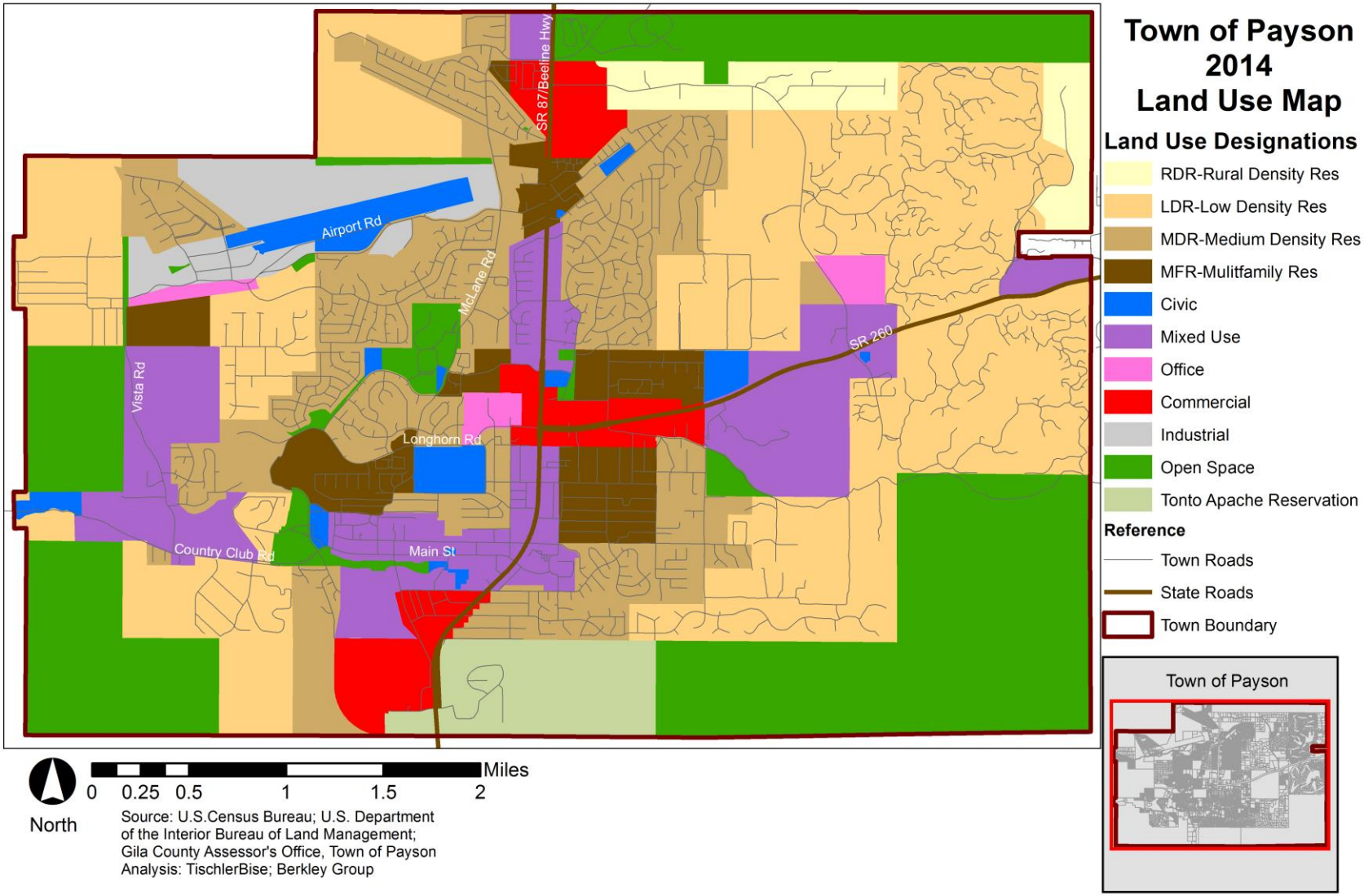
The UDC is the regulation guide with which Town officials/staff will examine applications for change and development within the Town boundary. The regulations set forth by the UDC are intended to mitigate negative impacts of development such as stress to public utilities, public services, water and sewer systems, natural habitats, and the transportation infrastructure.

6.3 Future Land Use Map

The Town of Payson Future Land Use Map (see Map 9) shows the recommended future land use classifications within Payson. The Future Land Use Map does not reflect current land use, and may not reflect current zoning designations. The Future Land Use Map depicts how Payson envisions different land uses will be distributed in the future. Any policy developed to reflect the future land use vision, would be applied to affected parcels only when an individual property owner chooses to make changes to current land uses. Zoning Districts are how the various future land use classifications are implemented, and they regulate specific uses with associated development standards. The Future Land Use Map is an important tool for Town officials/staff, as it establishes a foundation for zoning decisions and districts. It serves to reaffirm and strengthen the location of zoning districts.

The Future Land Use Map shows open space that is either currently protected or is planned for protection or public use. It may include environmentally sensitive areas, and federal, local or private ownership. The Tonto Apache Reservation is depicted on the map even though it is not a Town land use classification. This map and the General Plan serves as the guiding documents for subsequent zoning map amendments.

Map 9: Future Land Use Map



The Future Land Use Map classifies 12,354 acres of land into three residential classifications, one mixed use classification, four nonresidential classifications, and other uses including civic space and open space (both Town and U.S. Forest Service managed), and recognizes the Tonto Apache Reservation. Open Space covers 22 percent of the land area within the Town. Land designated for residential use is 55 percent of the total Town acreage. Figure 32 provides additional details regarding acreage included in each of the future land use designations. The "Parcel Acres" column is data provided by the Gila County Assessor's Office, and is a sum of acres on record for the parcels included in each land use designation.

Figure 32: Land Use Designations by Acreage

Land Use	Acreage [1]	Percent of Land Area	Parcel Acres [2]
Residential		**55%**	
Rural Density	353	3%	328
Low Density	3,635	29%	2,734
Medium Density	2,167	18%	1,687
Multifamily	582	5%	469
Mixed Use	1,332	11%	934
Nonresidential		**8%**	
Office	114	1%	223
Commercial	501	4%	352
Industrial	360	3%	119
Other		**27%**	
Open Space, USFS	2,443	20%	
Open Space, Town	200	2%	
Civic	285	2%	
Tonto Apache Reservation	383	3%	
TOTAL	12,354	100%	6,845

[1] Town of Payson. 2014 Future Land Use Map
[2] Gila County Assessor's Office. Parcel Acres is the sum of acres per parcel with a centroid (as determined in Esri ArcGIS) in each land use designation.

6.4 Land Use Designations

The Town of Payson General Plan service area includes all lands within the 19.5 square miles of the Town boundaries. The future land use classifications are an important tool to assist with guiding growth and development according to the community's vision.

Residential densities and nonresidential floor area ratio (FAR) intensities shall be calculated for all proposed residential projects, nonresidential projects, and mixed-use projects.

Non-Residential Densities

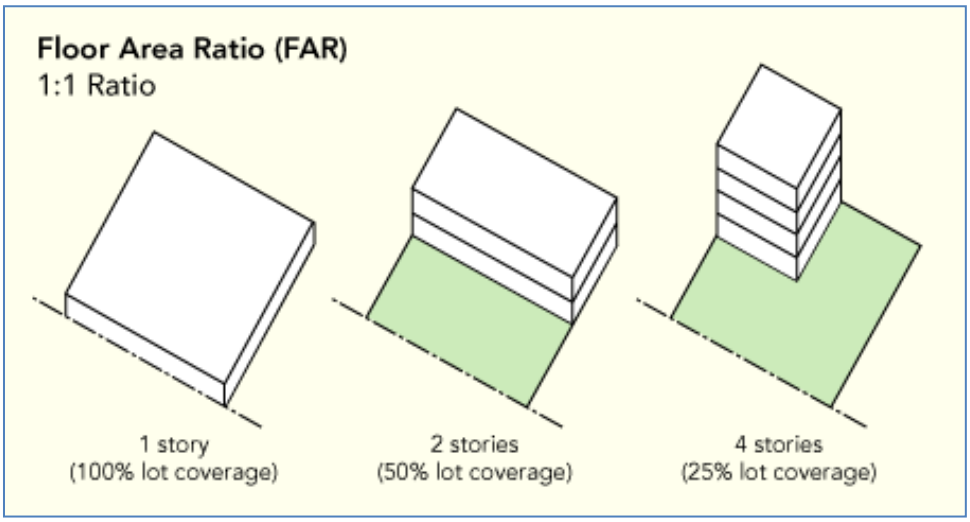
Floor Area Ratios (FARs)

The General Plan establishes floor area ratios as the measure for nonresidential intensity in Town. The floor area ratio is a computation determined by dividing the total gross building floor area (square feet) by the land area of the lot. In cases where a project site encompasses several buildings on several lots, the floor area ratio may be combined and averaged over the entire project site.

To calculate the maximum floor area ratio, the General Plan FAR is multiplied by the lot square footage. The total gross floor area (square feet) of all floors of the building shall not exceed this amount.

Floor Area Ratio (FAR) Calculation Example:

- General Plan FAR = 0.50
- Lot size: 20,000 square feet
- 0.50 x 20,000 = 10,000 maximum building size



Source: Los Angeles Housing and Community Investment Department. (2013). Building Health Communities 101. Retrieved from: **lahd.lacity.org.**

Higher densities promote vibrancy and allow more people to access community amenities, employment centers, and services without relying on a personal automobile. A primary way to increase development densities is to increase the allowable FAR. In the identified growth areas (discussed in the Growth Area Element), the commercial area FAR should be at least 1.0 and in office and mixed-use areas it should be at least 1.25.

Other factors in the **Unified Development Code** will control how buildings relate to the street and locate on a given site. Setbacks, open space and screening/buffer requirements, height limits, and similar regulations should work together with residential density and floor area ratio requirements to maximize high quality development potential throughout the Town, but particularly in the growth areas.

Residential Densities

The General Plan establishes minimum or maximum densities for residential uses. Residential density is a computation expressing number of dwelling units per acre based on the gross lot area prior to the dedication of any rights-of-way, parkland or other public areas. In cases where a project site encompasses more than one lot, the density may be averaged over the entire project site.

RDR – Rural Density Residential

Designates areas for larger lot single family residential development where a minimum of one and a half (1.5) acres per dwelling unit may be appropriate. This classification is intended to preserve the rural character of buffer areas, particularly along Town boundaries. Rural Density Residential is typically appropriate in areas with limited access, topography constraints, hillsides, and forest areas.

LDR – Low Density Residential

Designates areas for single family residential development at a maximum density of 5.0 dwelling units per acre. This classification is mainly intended for detached single family dwellings, but attached single family and accessory dwelling units may be permitted.

MDR – Medium Density Residential

Designates areas of attached single family and multifamily unit developments. This designation would allow for dwelling units ranging from 5.1 – 12.0 dwelling units per acre. Development in this classification may include small lot or clustered single family development, accessory dwelling units, or townhouse type development.

MFR – Multifamily Residential

Designates areas for multifamily developments. This designation would allow for dwelling units such as apartments, condominiums, and townhome complexes of 12.1 units per acre or more.

Mixed-Use

Designates areas where a vertical mix of uses is encouraged (i.e., buildings with retail or restaurants/cafes on the ground floor with office or residential units above). The buildings will range in density and intensity with the highest density of development focused at district cores or major intersections. Minimum FAR of 1.25 recommended.

Office

Designates areas primarily for office, professional, and institutional uses. Ancillary retail and dining may be permitted. This classification includes large scale office/business parks as well as small professional office spaces. Residential uses are not preferred on the ground floor. Minimum FAR of 1.25 recommended.

Commercial

Designates areas primarily for retail and dining establishments with supporting or complementary office uses in any mix. Residential uses are not preferred on the ground floor. Minimum FAR of 1.0 in growth areas is recommended.

There are three sub-types of commercial areas that are shown as Commercial in the Future Land Use Map. As development and redevelopment occurs within the Commercial areas, preference will be given to proposals that present a uniform look and feel to localized areas.

Light Commercial

Businesses in light commercial areas generate lower traffic than the other commercial districts. Where feasible, such uses will provide convenience and service to adjacent neighborhoods and/or host professional office space.

General Commercial

Establishments in the general commercial areas will be higher intensity traffic generators and include a wide variety of commercial retail and service uses. Care should be given toward access management, particularly regarding traffic along arterial and collector corridors (e.g., minimizing the number of ingress/egress points or entryways).

Entertainment Commercial

The southern entryway is designed to encourage businesses that support the existing casino, rodeo facility, and recreational amenities. Hotels, restaurants, specialty stores, entertainment venues, and tourism-oriented uses are particularly appropriate in this area.

Industrial

Designates areas for industrial and manufacturing activities, preferably occurring within an enclosed building. This could include research and development facilities. Minimum FAR of 1.0 recommended.

Civic

Designates areas for governmental and/or quasi-public facilities. This classification includes schools, museums, hospitals, utility facilities, and government administration offices.

Open Space

Designates areas precluded from development except for parks, plazas and open space owned and maintained by the Town or other agencies. This classification includes lands reserved for open space uses such as lakes, trails, and organized recreation space. This classification also includes significant geological formations and sensitive ecological systems on public land. If land is designated as Open Space and such land is part of a parcel or on a parcel that is being developed as part of a larger development, the location of the open space may be changed so long as the amount of open space designated is not reduced.

6.5 Critical Issues

6.5.1 The economic base of Payson needs to be diversified
6.5.2 Land use development may result in under-utilized space and sprawl without managed growth
6.5.3 Proactive measures must be taken to integrate a higher education campus into the Town's culture and desired land use pattern
6.5.4 Ordinance violations need consistent code enforcement
6.5.5 The Town's zoning ordinance should be applied uniformly
6.5.6 Overly restrictive land use regulations impede positive change

Discussion

The Town wishes to maintain a healthy balance of land uses to serve the needs of residents and visitors while maximizing efficiencies and preserving the community's vision. Diversifying economic activities is a top priority for the Town and its citizenry. The Town of Payson lies along two popular traffic corridors, which provide links to Arizona's largest cities and access to natural recreation destinations. This location positions Payson well to absorb mixed-use infill to help spark new economic development. However, without proactive and protective measures to guide change the Town risks debilitating traffic problems, a potential increase in public safety issues, and unsafe corridors for residents and visitors.

This Land Use Element provides guidance in managing economic development and land use growth through uniform processes, ordinances, land use prescriptions, and logical growth areas. Each major area of development will have a unique character; each will incorporate existing and anticipated land uses such as the airport or a higher-education campus.

Strategic land use planning directly addresses community desires for more reasonable and uniform regulations and zoning, and for their fair enforcement. When zoning changes are proposed without the benefit of a Town-adopted *Vision* and *Guiding Principles*, the approved changes can mar the landscape and create lasting problems. This Land Use Element is one method of directing zoning decisions in any rezoning process. Spot zoning is the reclassification of a single parcel or adjacent parcels of land in an arbitrary, capricious, and unreasonable manner to allow a land use not allowed by surrounding properties in the area, and/or that deviates from the General Plan. Applications for rezoning shall be considered on the basis of community need, sufficient market demand, and the ability of the rezoning request to further at least one goal or strategy set forth in the General Plan.

Three questions may be asked as a litmus test for spot zoning:

1. Is the proposed change contrary to the established land-use pattern?
2. Is the proposed land-use change in conformance with the General Plan?
3. Would the proposal create an isolated zoning district unrelated to adjacent districts?

Zoning applications for residential, commercial, or industrial development should be well planned and integrated with the future vision of the specific area and the Town. Critical items that will be examined include buffers and screening between incompatible uses, connectivity and walkability, infrastructure impacts, sustainable and attractive design, fiscal responsibility, and value-added for the community.

Applications that do not address a project's external costs to the community and provide a benefit to the Town may not be favorably received. Final decisions are based on many factors and the General Plan will be used as a reference in evaluating all such discretionary projects.

6.6 Development Design Standards

Design considerations, whether in new development or redevelopment, should reinforce community character. Site design and design details have a profound impact on the look and feel of a community. Investments in Town must incorporate design details that reflect the sense of community and place.

Residential Infill Development

As a supplement to the existing **Unified Development Code** (UDC), a summary of residential infill guidelines is presented below. These guidelines are suggestions for new development and redevelopment.

Residential "infill" development can range in size and scale, varying from the construction of one home on a single lot up to a larger subdivision development. Infill encompasses both new construction and redevelopment within the development boundary of the Town. Compatible infill development can help reinforce community character. In many cases, residential infill will require planning approvals, and where legally appropriate these principles should guide the review and approval of planning applications.

The following are examples of residential infill design principles:

Setback: Consistent front building setbacks create a uniform appearance along the street.

Building Orientation: Orienting buildings toward the street contributes to a pedestrian friendly street environment, provides a visually rich street edge, and contributes to resident safety by placing "eyes-on-the-street."

Building Frontage/Entries: Landscaping in front of buildings and entry features, such as porches or steps, create visual interest and contributes to neighborhood identity.

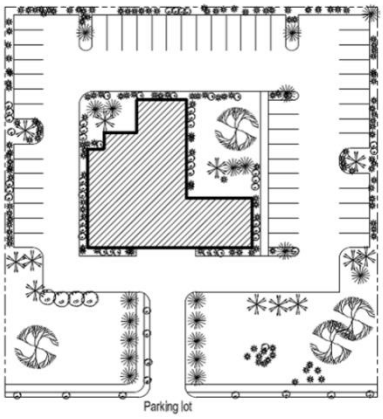
Scale and Massing: Buildings designed to fit within the context of the surrounding structures help reinforce neighborhood character and create visual interest for pedestrians.

Architectural Features: Structures that are designed with architectural features similar to existing homes contribute to a sense of place and add to the character of the neighborhood.

Character and Context: Infill designs that are sensitive to the vernacular and traditional architecture found in Payson and the Southwest help to preserve community character.

Streetscape: Streetscape designs including: trees, pedestrian-scaled lighting, benches, bicycle racks, or other pedestrian-oriented amenities help encourage pedestrian activity and promote safety and security.

Off-street Parking: Parking for residential areas that plays down the visual impact of cars, and respects the character of an existing neighborhood, creates pedestrian-friendly streets.



Locate Parking where Possible Behind Buildings and Away from Public View

Planning for Parking: Shared structured parking can accommodate more parking than surface lots and can be designed so that the structures do not dominate the street frontage of a building.

Screening/Landscaping: Hedges, trees, shrubs, and fences can provide privacy, a transition between spaces, and can help buffer pedestrians from vehicle traffic.

Open Space: Comfortable outdoor places, particularly in multifamily developments, can provide a place for people to sit and interact, fostering a sense of community.

Connectivity: An interconnected street network and compact blocks provide the framework for a greater diversity of building types close to one another and promote pedestrian and bicycle activity by making connections between destinations accessible and convenient.

Bicycle Facilities: Streets that have been optimized for bicycle travel and bicycle parking facilities help support bicycle activity in a community.

Walkways: Internal walkways within larger residential developments promote pedestrian movement by connecting users from the public sidewalk network and parking areas to ultimate destinations within a site.

Sidewalks: Well-connected and maintained sidewalks contribute to the character of neighborhoods by providing safe places for people to travel and interact with one another.

Crosswalks: Crosswalks provide higher visibility to pedestrians at logical crossing points and can be basic white striping or can include other elements such as raised surfaces or aesthetic materials.

Complete Streets: Complete Streets provide an efficient and interconnected network for bicyclists, pedestrians, autos, and transit users of all ages and abilities.

Non-Residential Development Design

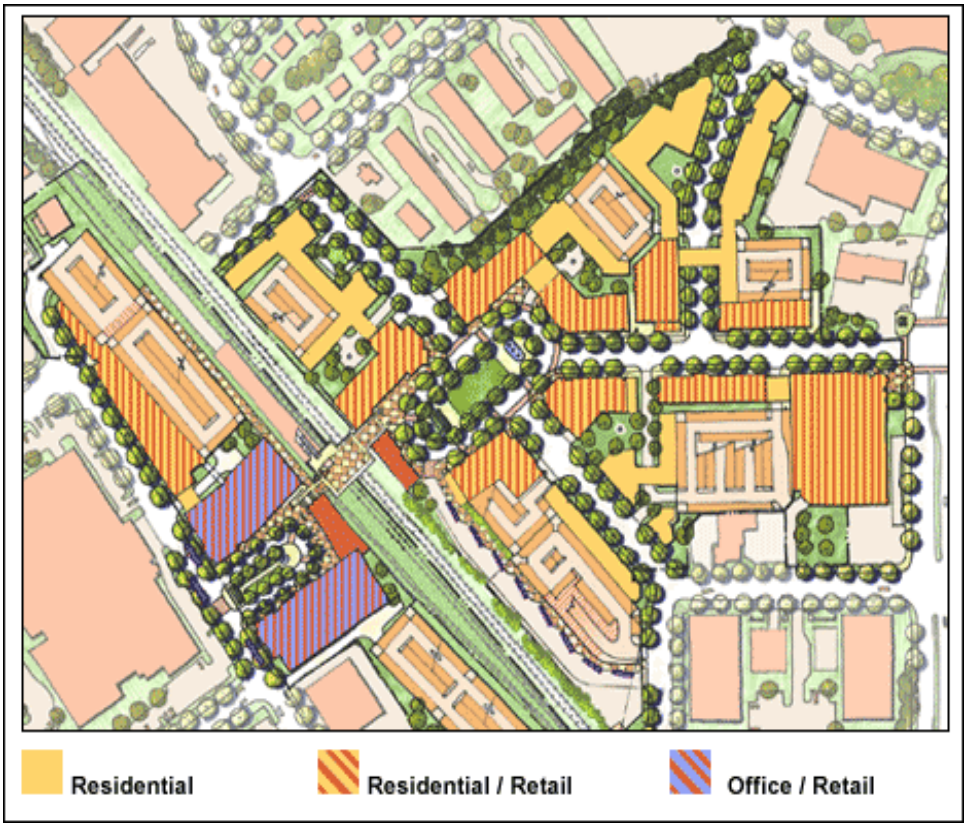
The General Plan articulates important design considerations to be incorporated in non-residential projects. In addition to achieving the same design details as residential development, the two goals of any non-residential development should be:

1. Attractive, high quality projects that are compatible with surrounding areas and contribute to the Town's character
2. Projects that are economically viable and allow the developer to meet the needs of identified tenets

These two goals work together and are of mutual benefit for Payson to be a vibrant community with development and services that meet citizens' needs and expectations.

Typical Street Cross Section

Mixed-Use Areas



Mixed-Use areas encourage a sustainable balance of residential and non-residential development. These areas are located on major roads served by public infrastructure, and encourage the critical mass necessary to facilitate transit connections between development areas.

Mixed-Use designated areas serve as a general guide of where such development is desired. If a property is bisected by a Mixed-Use area boundary line on the Map 9: Future Land Use Map, features such as property lines, topography, streets, and site design shall guide if it is appropriate to extend the Mixed-Use designation. Individual development requests will be reviewed on a case-by-case basis if a property is bisected by a Mixed-Use area boundary.

Mixed-Use areas depict an area sufficient to host a mixture of land uses, however ultimate development densities will depend on parcel availability and market feasibility. Should property not be developed as mixed-use, it should be compatible in look and functionality with those areas and closely adhere to the development design principles discussed previously. The designation of Mixed-Use on the Map 9: Future Land Use Map does not affect existing zoning, but it will influence future rezoning requests. The designation of Mixed-Use on the Future Land Use Map does not obligate the Town to approve a rezoning for a mixed-use development. The designation does not mandate a specific type or style of development on a property.

Mixed-Use areas encourage the use of form-based zoning guidelines to create a visually consistent area with community vibrancy generated from residential, professional, and commercial activity. Mixed-use development stresses connectivity as well as complementary architecture and site design features. There is no prescribed ratio of residential and nonresidential uses as long as the development has a healthy mixture that supports vibrancy and quality of place.

Key features of any mixed-use area include:

- Vertically mixed-use buildings and, where feasible, a mix of uses horizontally throughout the entire site;
- Limited entrances to major arterial roads to help prevent additional traffic congestion and to avoid the appearance of strip commercial development;
- On-site vehicular parking accommodation with limited interruptions to the streetscape or landscape;
- Site design intended to complement all development with the same designated area, and to adjacent properties. While mixed-use developments may be designed independently of each other, they must function with surrounding developments;
- Arrangement and configuration of buildings, building setbacks, and streets that create a sense of spatial enclosure or “outdoor rooms” along key portions of street corridors. The result should be an inviting and attractive built environment that encourages and accommodates people living, working, shopping, and visiting these mixed-use areas;
- Low Impact Development (LID) techniques and the preservation of existing mature trees and the provision of landscaped buffers within each development;
- Providing adequate protection for historically and environmentally sensitive areas;
- Design styles that can accommodate the Town’s changing population, especially Payson residents who are aging in place;
- Space planned for transit stops with shelters located to strategically serve the area; and
- Internal pedestrian amenities and greenways that connect transportation modes such as trailheads and transit stops.

6.7 Goals and Strategies

6.7.1 Adopt proactive growth management policies to direct development spatially and aesthetically

6.7.1.1 Facilitate development where infrastructure exists with excess capacity
6.7.1.2 Preserve and protect scenic line-of-sight views of the Mogollon Rim through consideration of building height in low-lying areas of the Town
6.7.1.3 Encourage infill development/redevelopment to avoid sprawl and protect open space
6.7.1.4 Pursue avenues to eliminate unsightly or dilapidated structures

6.7.2 Incorporate green infrastructure throughout Town including the growth areas

6.7.2.1 Encourage the development of neighborhood parks in each new development
6.7.2.2 Plan bicycle, pedestrian, and trail links between each new development and commercial centers of Town
6.7.2.3 Encourage and facilitate negotiations between land owners to share parking and costs associated with providing parking to patrons of businesses
6.7.2.4 Preserve and augment existing vegetation, especially ponderosa pines, to create or enhance a streetscape
6.7.2.5 Incorporate sustainable development standards into zoning regulations

6.7.3 Improve sign standards, particularly along commercial corridors, to compliment Payson's small-town character

6.7.3.1 Identify Payson gateway(s) and install wayfinding elements at each
6.7.3.2 Consider wayfinding design variations to help define commercial areas of the Town

6.7.4 Modernize the land use regulatory process

6.7.4.1 Consistently apply and enforce regulations on all properties
6.7.4.2 Consistently apply requirements on all proposals for development
6.7.4.3 Provide sufficient resources to enforce current codes
6.7.4.4 Eliminate regulations that are not uniformly enforced
6.7.4.5 Proactively engage the development community by hosting periodic "roundtable" topic discussions
6.7.4.6 Evaluate catalysts for development including fee waivers, streamlined development reviews, and other strategies
6.7.4.7 Work with the development community to design and implement cost effective strategies to manage capital costs incurred by new growth
6.7.4.8 Establish administrative review and approval procedures for applications meeting clearly defined criteria
6.7.4.9 Work with the Design Review Board to establish standards for commercial development, which if met, can be approved quickly by Town administration

6.7.5 Incorporate a variety of housing options in all mixed-use residential developments

6.7.5.1 Incentivize the inclusion of affordable housing in new developments
6.7.5.2 Adopt a recommended ratio of affordable, workforce, and market housing

6.7.6 Provide safe, modern communication infrastructure

6.7.6.1 Encourage new development to provide up-to-date technology and communications infrastructure
6.7.6.2 Promote both wireless and wired infrastructure as appropriate

7 GROWTH AREA ELEMENT

Enact effective growth management policies and sustainable economic development.

7.1 OVERVIEW

Growth Area Vision

The Payson community supports a managed growth program designed to increase employment opportunities in Town while directing development to areas with the capacity to absorb change. Encouraged development will address at least two principles from the Arizona Growing Smarter legislation, including incorporating multi-modal transportation, existing infrastructure, and a mix of land uses in each area identified for growth. The guiding principle is to create economically vibrant and environmentally sustainable districts at the intersection of residential, commercial, professional, and recreational activity.

One of Payson's defining characteristics is the feel of a "small town" even as it grows in population, and serves a growing number of pass-through tourists to the Rim Country of northern Arizona. Directing development towards the core of defined growth areas fosters a sense of community by anchoring neighborhoods with public gathering space, by providing housing diversity and services for people at varied stages in life, and by providing an economic market to sustain commercial activity.

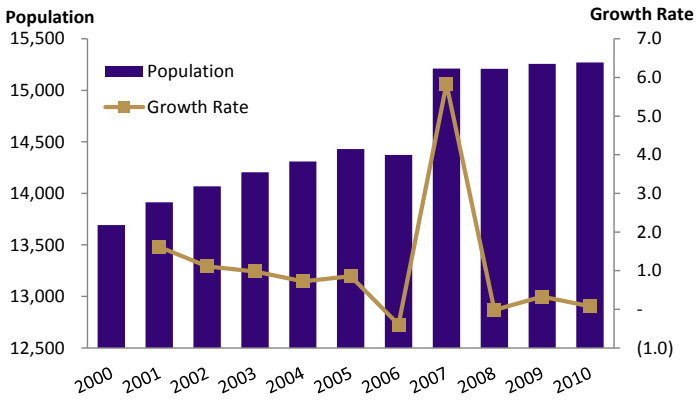
A growth area with a strong sense of place is created by the kinds of active uses present, how the structures that house different uses look, and how the uses interconnect with the environment, and one another. Architectural design, landscaping, and scale matter in development. Appropriately screening or buffering some uses from others, while building interconnections between land use types is essential to creating a dynamic neighborhood district. It is how a quality of place supports the quality of life Payson residents and guests value. The Town's growth areas, through a careful mixture of uses and design elements, provide this balance.

Existing Conditions

Population Shifts

The Arizona Department of Administration produces intercensal population estimates for Arizona municipalities to track population shifts between decennial census counts. According to their data, between 2000 and 2010, Payson had a net gain of 1,500 residents. Annual population growth peaked in 2007, when the Town gained over 800 residents between the summers of 2006 and 2007.

Figure 33: Town Population Growth



Source: Arizona Department of Administration, Interim intercensal Population Estimates, 2000-2010.

Based on Arizona Department of Administration data, Payson is incrementally adding population. The Town has added population since the 2010 census count of 15,301. The estimated 2013 year-round population is 15,350; seasonal population can add as many as 3,000 additional residents.

Net population growth, while important, is only part of the context in which The Town plans. According to the U.S. Census Bureau 2010 Decennial Census, the median age of Payson's residents was 53 making it the highest median of the peer geographies (see Section 2.3 for more information). Between 2000 and 2010 Payson's gain in shares of the population over age 45, and between ages 18 and 24, were balanced by losses of primary school-aged children, and the primary workforce ages of 25 to 45.

Figure 34: Decennial Census Town Population by Age Cohort

Cohorts	2000	2010	Net Change	Percentage of 2010 Total
Total Population	13,620	15,301	1,681	
Under 18 Years Old	2,739	2,679	-60	18%
18 to 24 Years Old	761	901	140	6%
25 to 44 Years Old	2,622	2,404	-218	16%
45 to 64 Years Old	3,524	4,641	1,117	30%
65 Years and Older	3,974	4,676	702	31%

Source: U.S. Census Bureau, 2010 Decennial Census Summary File 1, Table PCT12; and 2000 Decennial Census Summary File 1, PCT012.

Plans for growth in the Town will work to define a sense of place attractive to today's workforce and their families, while also considering development design that will accommodate the retirees who call Payson home.

Residential Inventory

The Town had 8,417 housing units in 2011, according to the U.S. Census Bureau. Ninety percent of the housing inventory is single family units, of which almost a quarter are manufactured homes. The majority of current housing stock was constructed between 1980 and 1999. On average, the Town added 44 homes each year since 2007.

Growth of housing units between the 2000 and 2010 decennial census counts was more than double population growth for the same period. In 2000, the Town's persons per housing unit factor was 1.93. It dropped to 1.70 according to 2010 data. Households are shrinking, and the Town seeks to diversify the housing stock to accommodate smaller households, and a more community-oriented workforce.

Figure 35: Current Housing Stock Estimates by Units in Structure

Structure	Type of Unit	Estimate
Total:		8,417
Single Family		89.7%
	Detached	5,668
	Attached	147
	Mobile Home	1,738
Multifamily		10%
	2 Units	122
	3 or 4	147
	5 to 9	183
	10 to 19	68
	20 to 49	99
	50 or more	221
Other		0%
	Boat, RV, van, etc.	24

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

The 2011 median value of homes in Payson was $213,000. In comparison, the median home value in Gila County was $154,200. Given the large inventory of single family detached homes in Payson, higher median home values is to be expected, but the current inventory prices out much of the crucial workforce needed to attract growth-oriented employers.

Increasing the housing stock as part of a planned district design supports the sense of place, and the small town feel expressed by stakeholders as an important characteristic of Payson. Offering smaller units, close to open space, service providers and retail creates an opportunity to walk and bike rather than relying on motorized transport for each trip. As the current population continues to age, the Town wishes to offer retirees the option to down-size into defined neighborhoods with a strong sense of place.

Identifying Growth Areas

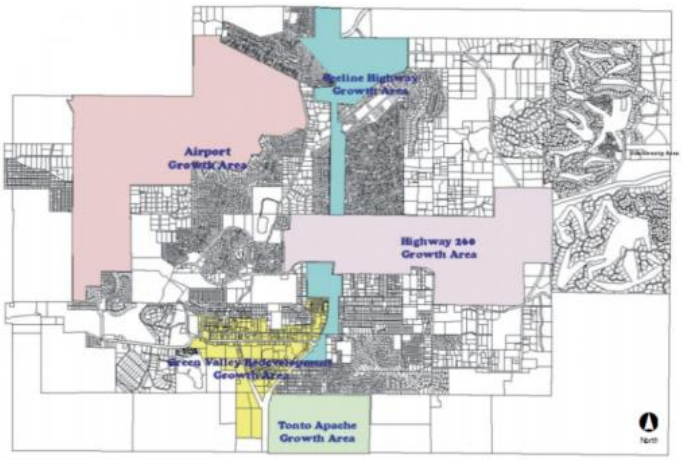
The 2003 Payson General Plan Update identified four growth areas shown below in Map 10 in which:

- Infrastructure exists with excess capacity;
- There is sufficient land available to develop mixed-use master planned areas;
- Economic vitality would benefit from infill development; and
- There exists a diversity of land uses.

Over the past decade, investments were made in each of the identified growth areas.

Map 10: 2003 Payson General Plan Update Growth Areas

The 2003 *Beeline Highway* and Highway *260* growth areas focused attention primarily on development immediately adjacent to the state roadways that carry large volumes of daily and seasonal traffic. The 2003 *Highway 260* and *Airport* growth areas identified under-developed areas, adjacent to open space and residential neighborhoods, in which to concentrate business development. *Beeline Highway* and *Green Valley* growth areas each defined areas ripe for commercial redevelopment and infill.



Source: Town of Payson.

Growth areas express the community's desire for a balance of land uses. Land use management tools like zoning, open space preservation, master development plans, and incentives may be used to facilitate change in the identified areas. Growth areas, and land use management tools, work in unison to facilitate private and public sector communications by clearly identifying the desired uses for particular areas. As individual parcels, or clusters of parcels become available, the private sector knows, in advance, what investment the Payson community envisions.

2014 Town of Payson Growth Areas

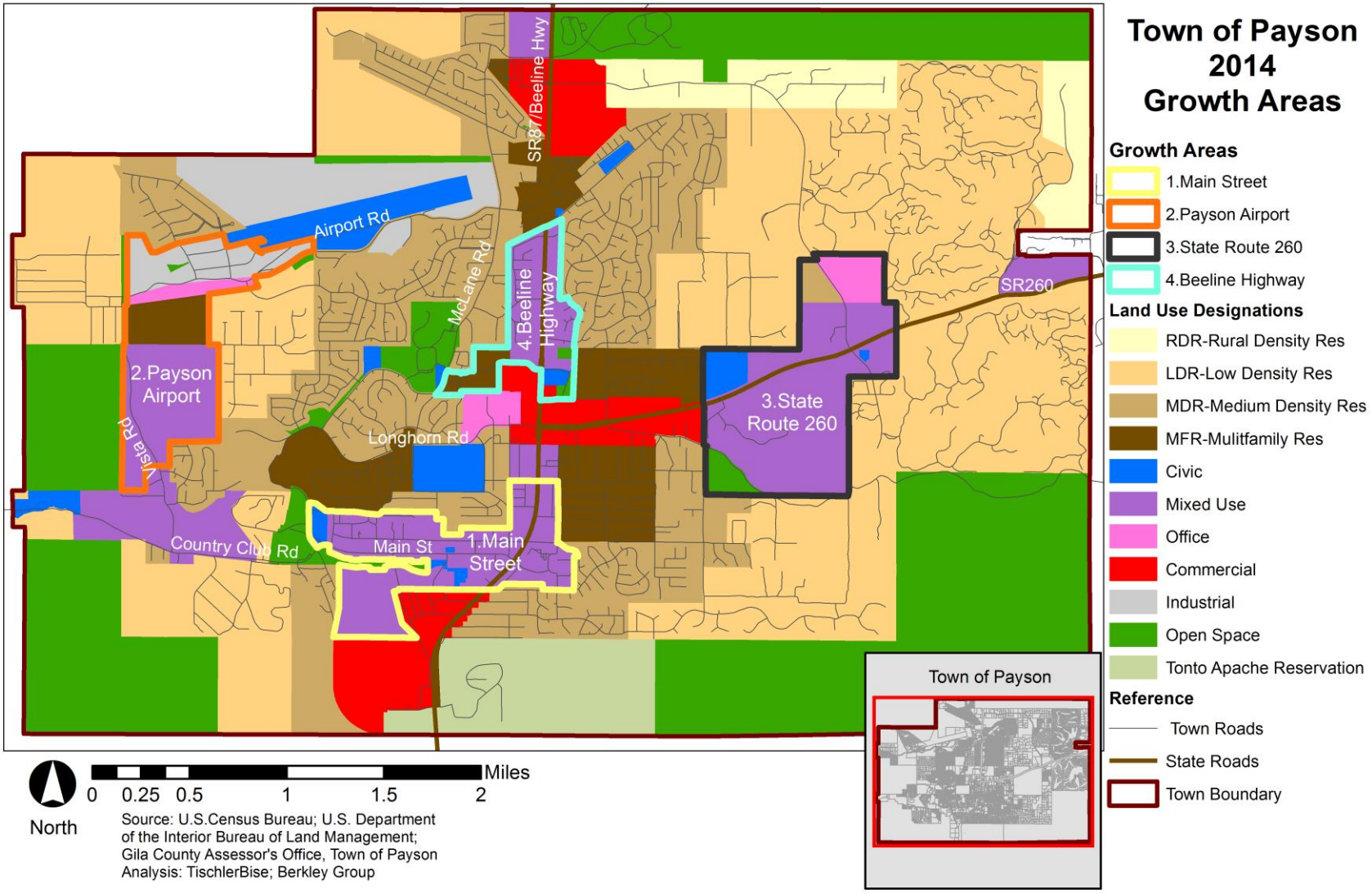
The General Plan process included careful review of previous development activity and planning including local and regional land use plans, transportation studies, growth area master plans, and other Town studies. Stakeholders were engaged in the process through the General Plan *Steering Committee*, a community survey, three community facilitation workshops, and two open houses. Each of these steps brought to light areas of Town ready for change, based on what the Payson community identified as critical issues and land use preferences.

Payson stakeholders identified progress made in the growth areas throughout the General Plan process, and expressed interest to continue investment in each of the growth areas. The community participation process identified critical issues to be addressed through district-centered development strategies, and slightly reshaped to refocus each growth area. The *Beeline Highway* and *Main Street* Growth Areas will emphasize nonresidential infill development. The *Payson Airport* and *State Route 260* Growth Areas allow for development of large greenfield parcels through a managed growth plan that will encourage complimentary land use designations. Map 11 identifies the 2014 Town of Payson Growth Areas.

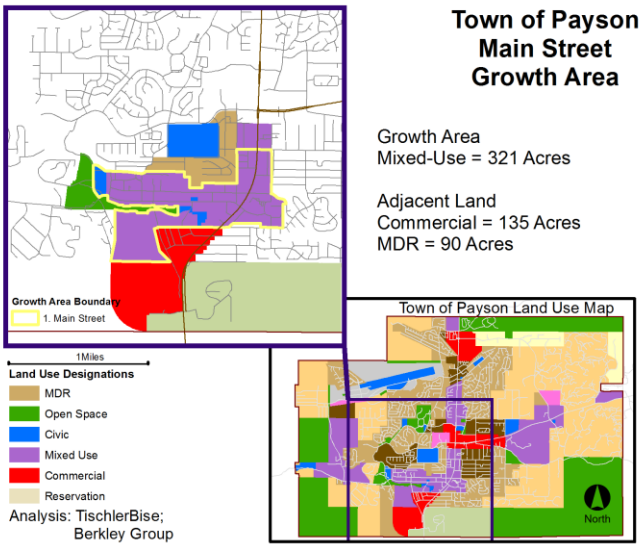
Each Growth Area serves to:

- Protect green infrastructure and access to open space;
- Encourage commercial vibrancy;
- Promote multi-modal circulation;
- Foster neighborhood districts;
- Define community gathering space; and
- Efficiently use current infrastructure.

Map 11: 2014-2024 Growth Areas Map



Main Street Growth Area



Main Street, extending west from Beeline Highway to Green Valley Park was discussed throughout the General Plan process as an area with overwhelming community support for redevelopment. Large-scale retail development along Beeline Highway and SR260, in combination with the economic recession, hurt the Main Street corridor. Small independent shops closed, incremental efforts have been made to develop green space along the American Gulch, but increasingly Main Street serves as a pass-through rather than a destination, and community center of a traditional "main street".

Through the community participation process residents expressed support for the redevelopment of Main Street, including traffic calming infrastructure improvements, pedestrian amenities like wide, defined sidewalks with tree canopies, upper floor residential units above street-level commercial space, and increased links to green space like the American Gulch and Green Valley Park.

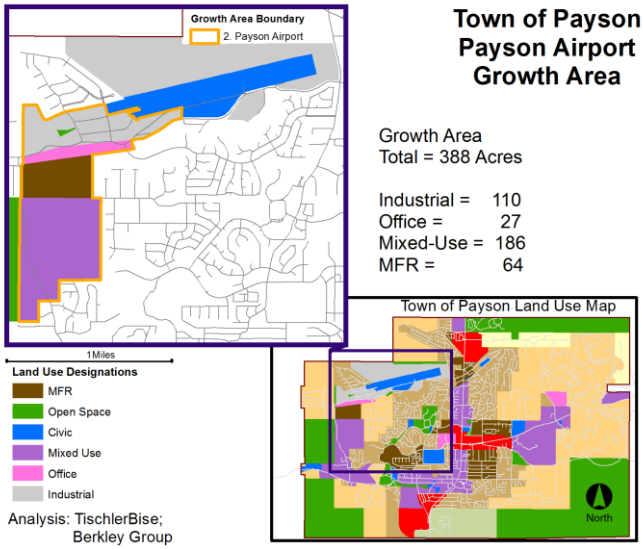
The Julia Randall Elementary school at the western edge of the Main Street Growth Area can serve as a District anchor. The combination of an elementary school and the Payson middle and high school campus just north of the Main Street Growth Area primes the entire area for *safe routes to school* transportation improvements like sidewalks along the residential local streets, and additional traffic calming street improvements.

The Main Street Growth Area includes more than just Main Street and the adjacent parcels. As public and private investments create districts anchored by development on Main Street the larger Growth Area will continue to evolve. The Main Street Growth Area includes a one-mile stretch of Main Street. At present, the right of way varies in width from 61 to 125 feet. There are sidewalks (of not more than 4 feet wide) on each side for the full mile. However, there is no landscape buffer between lanes of travel and sidewalks. Sidewalks are subject to frequent curb cuts serving fronting commercial buildings and off-street parking between buildings and sidewalks. Design changes to Main Street will incrementally work to define three types of areas between buildings fronting on Main Street. Pedestrians will be buffered from travel lanes by landscaping like tree canopies, and areas of on-street parking. Sidewalks will vary in width where appropriate. As property owners choose to make changes to existing buildings they will be encouraged to negotiate with neighboring properties to provide shared parking and access routes. New buildings will be encouraged to shorten setbacks and hide parking. Where space allows, outdoor café seating along Main Street is encouraged.

An important Payson destination is the Payson Event Center on the western side of Beeline Highway at Payson's southern border. The Parks, Recreation, and Tourism Department manage these grounds and plans continued investments to the property. As a piece of the southern gateway into Payson the event center will serve to anchor a commercial area extending along the western edge of Beeline Highway from the Tonto Apache Reservation to the southern edge of the Main Street Growth Area. The entertainment and commercial area will be an important driver for the mixed-use and residential components of Main Street. The workforce necessary to support an entertainment district will need housing options. Locating large numbers of smaller units within walking distance of the entertainment district will help to alleviate congestion and pressures on the transportation infrastructure.

The Arizona Department of Transportation considered the feasibility of constructing an alternate route to the SR87 (Beeline Highway) through Payson. The Payson community recognizes such a route could alleviate some of the peak season traffic congestion experienced in Town. However, if Payson is bypassed by all travelers the commercial corridors of Beeline Highway and SR260 could suffer a similar fate experienced by Main Street. The Town takes an active position on the location and design of any alternate route plans. The Main Street Growth Area is one example of Payson affecting change within the Town boundaries to ensure the Town remains connected to any alternate route access points should ADOT construct a route west of Payson.

Payson Airport Growth Area



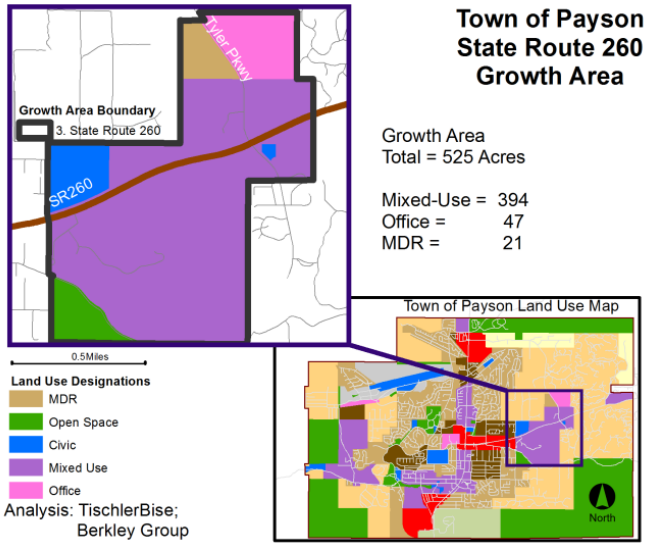
The Payson Airport Growth Area will host the greatest diversity of land uses of any district. The increase of lands classified for industrial use presents expanded economic opportunity for Payson and Payson Airport.

During the 2003 General Plan Update process, the Payson Airport Growth Area was designed to protect the viability of the airport by protecting it from residential encroachment. The 2014 Payson Airport Growth Area reinforces the economic importance of Payson Airport. The reshaped Airport Growth Area tapers land intensity from the airport and surrounding industrial areas, to areas designated for office, mixed-use, and multifamily residential land uses.

Payson stakeholders identified the Payson Airport Growth Area as full of potential to spur economic development, to increase Town linkages to regional recreation, and to provide local services to residential development on the west side of Town. The area has the potential to attract private investment with large undeveloped parcels available for first time (greenfield) development. There is potential for economic development in, and adjacent to, the industrial classified lands. Greenfield district-centered development, defined by the enjoyment of the outdoors and Mogollon Rim country recreation, is strongly encouraged.

The southern portion of the Growth Area is designated for mixed-use development. It is bordered to the west by U.S. Forest Service Land not in the base for exchange, and is accessed by Vista Road. This large greenfield development site offers 186 acres to design from the ground-up. It is intended to encourage neighborhood-oriented shops and restaurants. As employment is funneled to the office and industrial areas included in the Growth Area, the mixed-use, and multifamily residential, will diversify the workforce housing options in the Growth Area and Town as a whole.

State Route 260 Growth Area

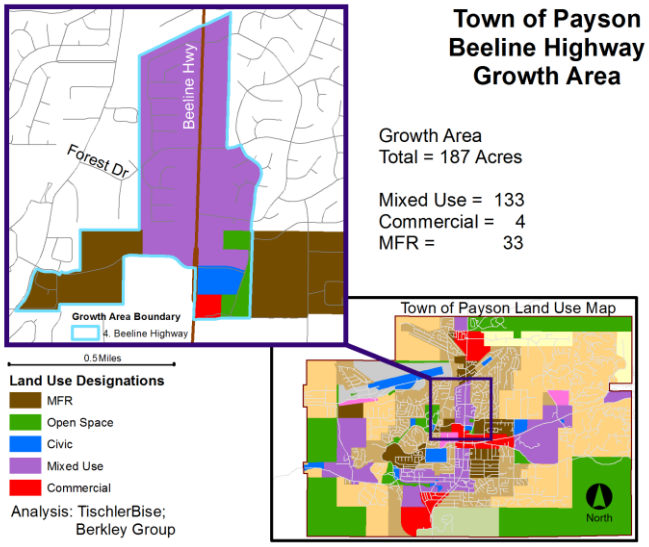


The *State Route 260* Growth Area is focused on the intersection of the east/west running SR260 and north/south running Tyler Parkway. This intersection is defined on all four corners by large parcels, currently hosting different intensities of land use. The northwest corner is home to Gila Community College. The southwest corner includes a large area of land recently sold by the USFS. Institutions of higher learning have expressed interest in developing this land for *education services*.

Payson actively supports development of this parcel by an academic institution. In practice, a higher education campus is a mixed-use development. It may host civic space, social, office and light industrial lab space, housing, open space, and commercial retail. As an extension of such development, the community identified the four corners intersection as prime for mixed-use development, and the larger *State Route 260* Growth Area for complimentary development that lessens in intensity to the low density residential land uses north and east of the area. The *State Route 260* Growth Area can develop to include commercial/retail at the street level and offer offices or residential units on upper floors. Extending along Tyler Parkway will be an area of Office, and an area of Medium Density Residential development.

The SR260 and Tyler Parkway intersection will serve as a Town gateway for those entering from the east. Traffic calming design elements may include wide sidewalks, clearly marked textured crosswalks with curb extensions, increased landscaping and tree canopies, all intended to define the area and slow traffic as it moves along SR260, or exits into residential neighborhoods. Development is encouraged to take advantage of pedestrian and traffic volume by reducing setbacks and coming up to the sidewalks; parking is expect to be hidden in exchange for design elements to encourage and protect bicyclists and pedestrians. The design goal for this Growth Area will be to define a district anchored by vibrant retail and commercial framing the core intersection and extending along both roadways. Gila Community College and any future higher education institutions will create demand for a young "hip" district focused on the public space. As the market dictates, development of the Growth Area may host small loft-style apartments to accommodate students.

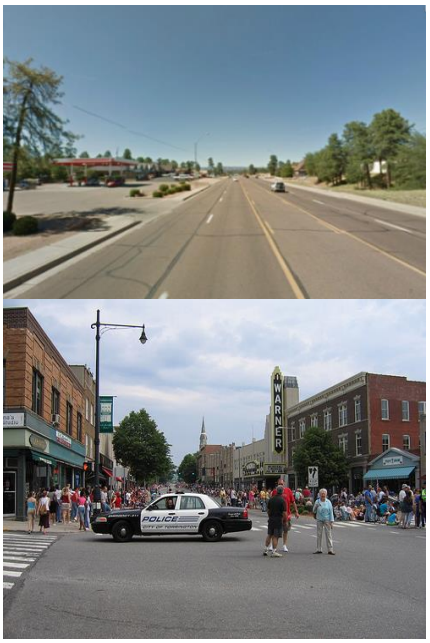
Beeline Highway Growth Area



Beeline Highway/SR87 is the spine of Payson. According to data reported in the 2011 ADOT study, weekend daily traffic counts for the section from SR260 north to the intersection with Airport Road can exceed 20,000 trips. There are only two signalized intersections along the two-mile stretch of Beeline Highway from SR260 to the northern Town boundary. The signalized intersections at Rumsey Drive and Forest Drive are included in the Beeline Highway Corridor Growth Area to ensure these intersections accommodate pedestrian flow across the five-to-six-lane stretch of Beeline Highway. Improved pedestrian and bicyclist movement across Beeline Highway can remove some local vehicle miles of travel from the road network. Additional traffic calming measures for Beeline Highway are discussed in the Circulation/Transportation Element chapter.

The Beeline Highway Corridor Growth Area will include mixed-use commercial developments on the east and west sides of Beeline Highway as well as Open Space, Civic, Commercial, and Multifamily Residential land use areas. The mixed-use areas along Beeline Highway, as defined in the Map 9: Future Land Use Map will promote redevelopment of adjacent parcels to shorten setbacks for buildings. The areas will include wide sidewalks, and tree canopies to buffer pedestrians from traffic.

Figure 36: Auto-Centric or Pedestrian-Oriented Streetscape



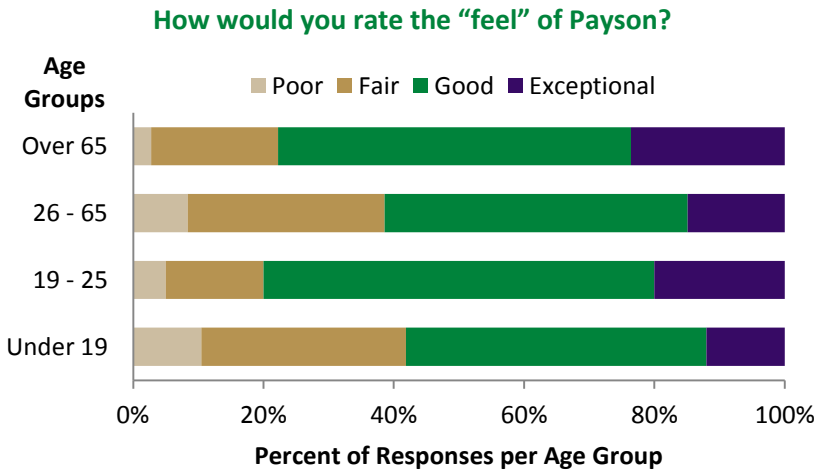
Beeline Highway is the commercial lifeblood of Payson, it offers the greatest visibility for retail, dining, and commercial activity. However, development over the past decades has resulted in inconsistent facades and setbacks, excessive curb cuts, loss of tree canopy, and lack of gateways defining the Beeline Highway as part of a community. Designating areas for mixed-use development/redevelopment along Beeline Highway helps to define the corridor as a destination. Bringing buildings closer to the road sends a signal to drivers to slow down. They begin to pay closer attention to what the area has to offer, rather than just the road ahead. The mixed-use districts could allow four story buildings, which will help to provide shading on sidewalks and offer additional sound buffers to the adjacent residential neighborhoods. Upper floors of buildings may include residential or professional offices, both of which increase the demand for pedestrian amenities along Beeline Highway.

7.2 Critical Issues

7.2.1 A large number of commercial vacancies are a sign of a stagnant local economy
7.2.2 The current development process is reactive to change
7.2.3 Generic economic development threatens Payson's small-town character
7.2.4 High quality, affordable workforce housing is needed
7.2.5 Economic and industrial diversity needs significant improvement

Discussion

An engaged citizenry, staff and stakeholders of Payson contest the effects of strip-oriented commercial development, low-density and auto-centric residential growth, and employment limitations. During the General Plan process, stakeholder opinion consistently celebrated a vibrant sense of place. Participants in the General Plan process expressed strong support for preservation of open space. They desire solutions for auto dependency and traffic congestion in Town. They expressed support for traffic calming measures to be implemented along the commercial corridors of SR87 (Beeline Highway) and SR260, along with other arterial and collector roads throughout Town. These measures are intended to define Payson as a destination for employers, residents and visitors. As the Arizona Department of Transportation (ADOT) discusses a long-range plan to provide traffic volume relief for Payson by constructing an alternate route connecting state roads north and south of Payson, Town stakeholders expressed support in the context of designing Payson to be a welcoming and important destination in the Mogollon Rim Country. The four identified growth areas will include design elements that showcase the best characteristics of Payson.



Source: Town of Payson. (2012). Payson Community Survey.

District-Centered Development

The district-centered, mixed-use development presented in this chapter seeks to help Payson stakeholders implement the *Vision*. By employing traditional neighborhood design standards, form-based zoning changes and place-making strategies, district development works to build community connections, residential and commercial vibrancy, employment diversity, and open space preservation. District-centered design focuses on form rather than use, so that the physical look of an area is consistent and scaled to the pedestrian. Commercial development within a defined district employs a "park-once" strategy, which accommodates employees and visitors but encourages pedestrian circulation.

District-centered development identifies an area, roughly a quarter mile in radius. Community space (e.g., neighborhood school, community recreation facility, theater) serves as an anchor for each district and often helps to define a district's character. The design encourages community connections by providing ample space for public interaction and encourages walking or biking as an alternative to short-trip vehicle usage. District-centered development accommodates the automobile; but most of the daily life activities are available within a safe and comfortable walking distance. Providing housing options for all types of residents and creating living streets with vibrant, unique commercial and essential services defines a sense of place welcoming to all members of the community.

District-centered development embraces the small-town feel of Payson while providing civic, commercial, recreational, and residential vibrancy. The identified districts will help Town staff guide and spur private investment necessary to accommodate future growth. By designating areas with capacity to absorb higher development densities, the Town can protect open space, promote multi-modal circulation, and advance the already strong sense of community. Designating concentrated development districts addresses each of the identified critical issues.

Residential

Each growth area includes at least one area with a residential component. The vision for district-centered residential development is to offer a diverse mix of housing options connected by community open, civic and commercial space. Payson's housing stock is dominated by single family units (both stick built and manufactured), on lots of varying sizes and setbacks. Residential diversity encouraged by the district-centered development scenarios will increase population densities where infrastructure exists to absorb growth and where the community has expressed an interest in, and tolerance for, increased densities. The residential component seeks to increase residential variety and affordability by encouraging development of smaller detached and attached single family units, and units in multifamily structures, not to exceed four stories in height.

Infrastructure

Encouraging district-centered development mitigates sewer, water, and transportation capital expenses by concentrating development or upzoning where infrastructure exists with excess capacity. Transportation infrastructure is further spared by designing districts to be pedestrian and bicycle-friendly to remove at least some vehicle miles traveled from the network. The vision of district-centered development in the growth areas will require municipal and private investments in streetscape design features like minimal curb cuts, buffered on-street parking, larger sidewalks with bump-outs to shorten the distance necessary to cross streets, and on-street striping of bicycle lanes and cross-walks.

District-centered development is designed for the pedestrian or bicyclist. It is designed to be small, and walkable, and is therefore not a transit-oriented development. However, participants in the General Plan process did express interest in limited trolley service to provide transit between existing neighborhoods, commercial districts, and open space. District-centered development helps to concentrate the critical mass necessary to make a trolley service viable. As population and activity increase within growth areas, the idea is to encourage multi-modal connections between district cores, commercial hubs, and growth areas.

Commercial/Civic Core

District-centered development fosters a sense of community by providing different types of gathering places; these include green space, schools, shops/markets, and civic or community centers. Increased feet on the street and eyes on the block builds a sense of place and community. It is the retired grandmother working a small garden plot in the community garden next to her townhouse while watching children walk safely home from school. It is providing the coffee shop or exercise facility that opens early for the young professional. It is a mixed-use corner building with an art gallery in a storefront and artist studio lofts in the upper floors. It is providing the entry-level job opportunities in the district so teenagers do not need to drive.

Form-Based Design

The Town's **Unified Development Code** (which includes the Town's zoning regulations) can be used to implement a district-centered design pattern in the growth areas. District-centered design relies on zoning regulations to support design elements such as a sliding scale of height and density radiating from a core point. Commercial and civic buildings are expected to complement residential intensities to promote the human scale of the built environment. District cores would host diverse small-scale retail and restaurant units. It encourages vibrant street-level activity with limited interruptions to the building facades and sidewalks.

Implementation Strategies

Using innovative place-making strategies to affect change within the Growth Areas and to facilitate the design of district-centered development defines spaces in which to celebrate the Payson sense of community, spur economic growth through vibrancy and density, preserve the highly-valued open space, and welcome visitors with defined Town gateways. *Goals and Strategies* to implement the vision for Growth Areas include both administrative (expedited design review) and zoning (like form-based districts or shared parking) considerations. Defined Growth Areas encourage infill and redevelopment, but any policy adopted would be applied to affected parcels only when the individual property owner chooses to make changes.

7.3 Goals and Strategies

7.3.1 Participate in land management decisions inside and outside the Town

7.3.1.1 Work with the U.S. Forest Service to identify special recreation areas on USFS open space land within town to identify areas of protection versus base exchange property for possible future development

7.3.1.2 Continue the open dialogue with the entity acquiring the forest service site along SR260 to ensure it is developed in a manner consistent with the Town's goals

7.3.2 Create a Main Street District

7.3.2.1 Designate Main Street as a district for mixed-use development

7.3.2.2 Promote a strong community identity with a Main Street District and Event Plan

7.3.2.3 Encourage mixed use buildings with residential units above first floor commercial space

7.3.2.4 Provide protected and shaded sidewalks throughout the Main Street Growth Area

7.3.2.5 Attract dining, small retail, and entertainment business to increase the time spent by each visitor to the district

7.3.2.6 Facilitate infill investments in the district

7.3.3 Provide and implement a clear vision for the growth areas

7.3.3.1 Proactively refine the development and building codes and approval processes to promote the growth area vision

7.3.3.2 Design mixed-use districts that encourage development within a quarter-mile walkable radius from a community gathering anchor

7.3.3.3 Provide affordable, workforce housing with higher density, mixed-use, mixed-income development

7.3.3.4 Ensure adequate public safety personnel and facilities to serve projected growth

7.3.3.5 Strengthen green and technology infrastructure

7.3.3.6 Work with the development community to promote Payson as a model for low-energy, sustainable building practices

7.3.4 Concentrate uses to promote infill development and preserve open space

7.3.4.1 Invest in public infrastructure to meet the current and future needs of development while protecting the community's natural resources

7.3.4.2 Encourage pedestrian or bicycle movement between commercial destinations to reduce the number of pass-by trip ends per establishment

7.3.4.3 Encourage development at Town gateways that welcome visitors, with the goal to extend time spent in the Town by pass-through travelers

7.3.4.4 Work with the Sustainability Advisory Group and local developers (see 3.3.9.3 and 6.7.4.5) to develop a method of evaluating the potential environmental impacts of proposed development

7.3.5 Create a vibrant and diverse economy with appropriately scaled businesses

7.3.5.1 Conduct a market feasibility study to identify needs and opportunities

7.3.5.2 Recruit a sustainable, vibrant and diverse retail market

7.3.5.3 Target clean, light or medium intensity industrial development

7.3.5.4 Work with the Chamber of Commerce to promote, strengthen and recruit small independent shops

7.3.5.5 Capture a greater share of the retail expenditures by encouraging pass-through traffic to stop and frequent local business

7.3.5.6 Encourage infill opportunities for vacant or underutilized parcels

8 CIRCULATION/TRANSPORTATION ELEMENT

Enhance the existing transportation infrastructure to increase connectivity, to improve alternative transportation, and to reduce traffic congestion.

8.1 OVERVIEW

Circulation/Transportation Vision

In 2012, the Town adopted a long-range multi-modal plan to meet the Town's circulation and transportation demands in the coming decades. The Payson Transportation Study (ADOT Study) was prepared for the Town and the Arizona Department of Transportation (ADOT) in 2011. [7] In light of population growth, and economic activity driven extensively by tourist visitation, the Town took a proactive role in identifying ways to accommodate increased movement throughout Town. The Town collaborated with the Town of Star Valley, Tonto Apache Tribe, Gila County, Central Arizona Governments, Tonto National Forest, and Arizona Department of Transportation (ADOT) to identify key transportation issues, and examine ways to support alternative modes of transportation including: safe pedestrian and bicycle routes, and eventually public transit. The Town of Payson General Plan supports and facilitates key implementation priorities identified in ADOT Study.

Town stakeholders have four essential priorities regarding transportation infrastructure. First, the transportation infrastructure maintenance must keep pace with increased demand. Second, increase safety through traffic calming infrastructure improvements. Third, reduce congestion at peak times through circulation improvements. Lastly, create a complete multi-modal circulation network to accommodate multi-modal pedestrian, bicycle and vehicular movement. The General Plan identifies strategies to calm traffic, increase non-motorized circulation, and improve safety throughout Town but particularly at specific locations where transportation networks and routes intersect and create a geographic area of activity. These key nodes are a primary focus of this Element.

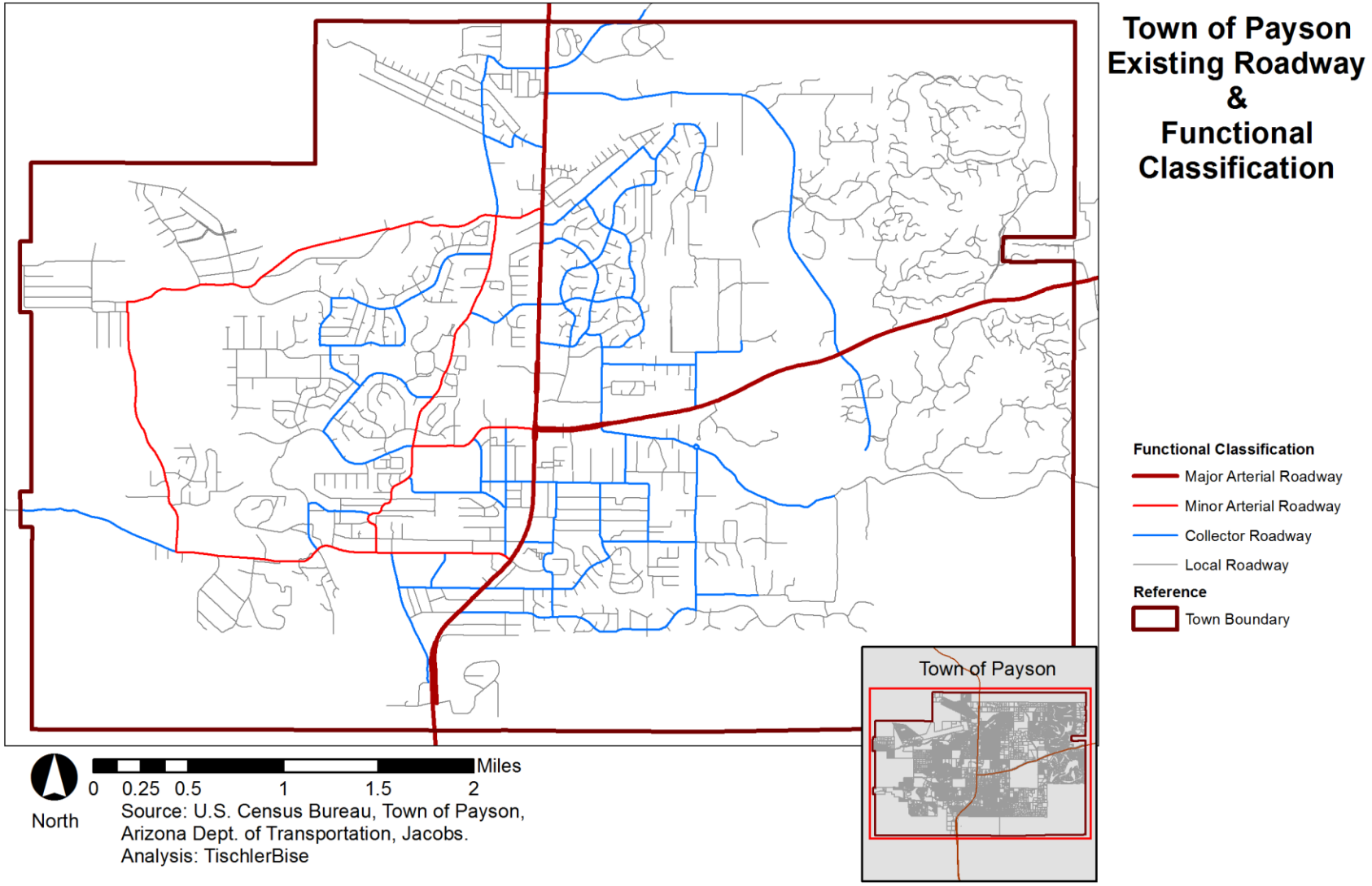
Existing Conditions

Roadways

Two Arizona State Routes, each classified as major arterials, access Payson. The north-south spine of Payson is Arizona State Route 87 (SR87), also known as Beeline Highway. The east-west running Arizona State Route 260 (SR260) comes into the heart of Town from the east then turns north along SR87 out of Town, and eventually splits west outside of the Town. In addition to hosting the bulk of all pass-through traffic, these two state roads serve as the primary commercial corridors in Town. Their daily vehicle miles traveled are by residents, workers, visitors and pass through travelers. Minor arterial roadways on the west side of Town do carry some through traffic but are not equipped to operate as heavy volume alternative routes to the Beeline Highway. Most of the local collector roadway miles wind through residential communities and open space. **Map 12**, created by Jacobs Engineering for the ADOT Study, presents the existing arterial and collector roadways in Payson.

[7] Jacobs. (Mar 2011). *Payson Transportation Study Final Report*. Town of Payson & Arizona Department of Transportation. Retrieved 2012 from: www.azdot.gov

Map 12: 2011 Town of Payson Transportation Study, Existing Roadway Classifications



The Town's Public Works Department maintains all public roadways within the Town boundaries, except the Major Arterials, owned and maintained by ADOT. There are four roadway functional classifications for Town roads. They are as follows:

- Major Arterial – Defined as the State Routes through the planning area. These roadways are designed to carry high volumes of traffic across the region. Within the Payson planning area, these routes generally have four to six travel lanes coupled with a two-way left turn lane.
- Minor Arterial – Designed with continuity that is intended to carry greater portion of through traffic from one area of the Town to another. These roadways generally have two travel lanes and may be constructed with a two-way left turn lane.
- Collector – Designed with the primary purpose of collecting and distributing traffic to and from the arterial streets. In the Payson area, these streets typically connect local streets with arterials.
- Local Roads – All other roads are classified as local roads. Primary purpose of these roads is to collect and distribute traffic to and from homes and businesses to the collector streets.

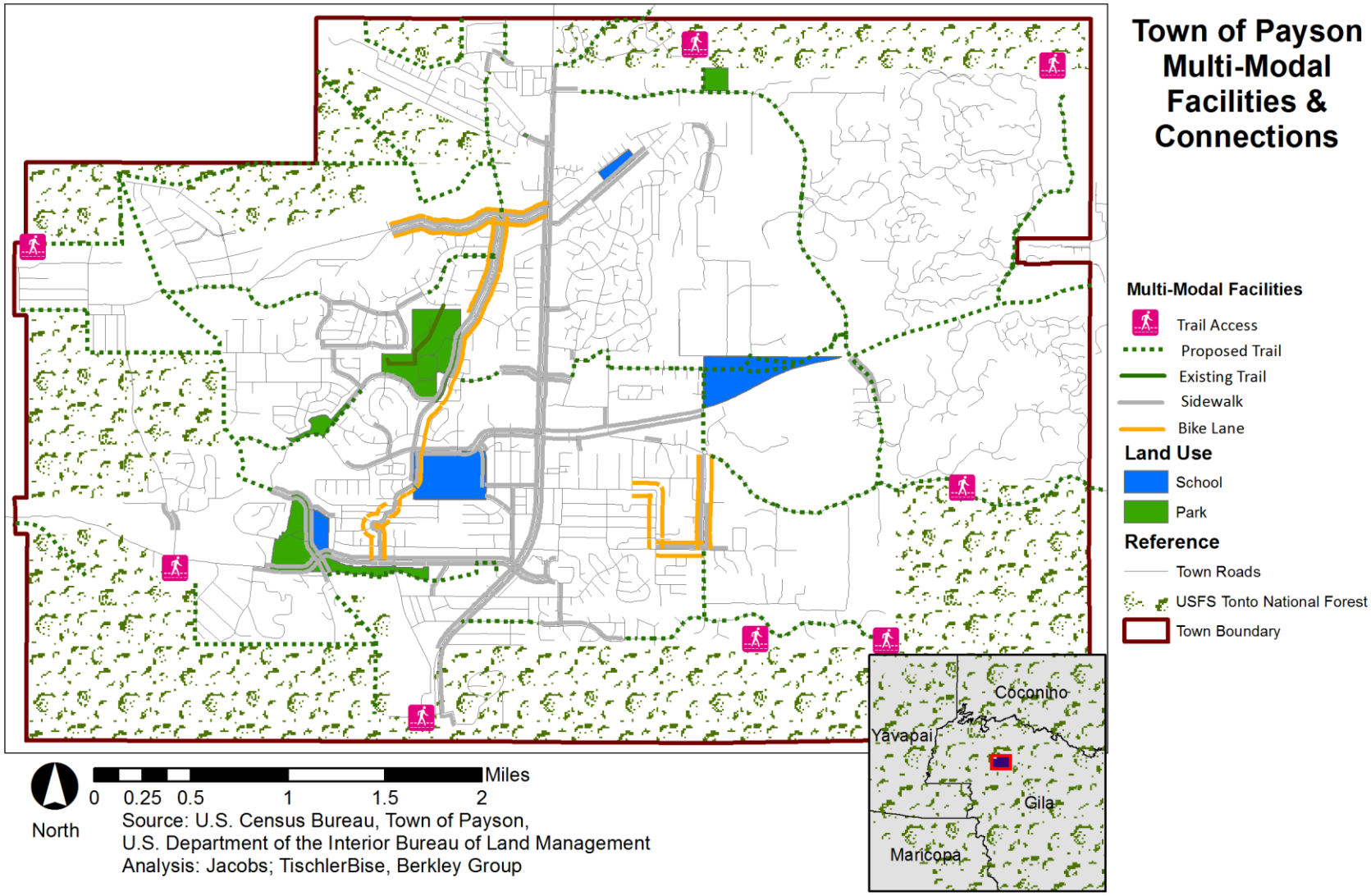
Sidewalks and On-Road Bicycle Lanes

The Town includes just over 19 square miles of land. However, land development is restricted to 13 square miles due to land within the Town boundaries owned by the U.S. Forest Service as part of Tonto National Forest. The developed portions of Town are roughly 5 miles east-west and 4 miles north-south. The concentration of development is highly conducive to non-motorized circulation within Town. At present, the Town maintains 19 miles of sidewalks, located along commercial corridors, and access routes to schools and parks. Recent road improvements to the minor arterial roads such as McLane Road and Airport Road, and residential collectors in the southeast section of Town, included the striping of three miles of on-road bicycle lanes. Map 13, adapted from the ADOT Study, shows the existing sidewalks and bicycle lanes in Town.

Multi-Use Trails

Also shown in Map 13 are existing and proposed multi-use trails in the developed core of Payson. An additional network of *Existing Trails* on USFS property within the Town boundaries is marked on Map 13 with *Trail* Access markers. The ADOT Study identified a complete network for *Proposed Trails*, which in conjunction with planned investments by the Parks, Recreation, and Tourism department will increase connectivity, promote non-motorized circulation, and potentially increase visitation by Tonto National Forest users to the Town's commercial corridors. See Map 13 for the locations of existing and proposed trails.

Map 13: 2011 Town of Payson Transportation Study, Non-Vehicular Transportation Infrastructure



8.2 Critical Issues

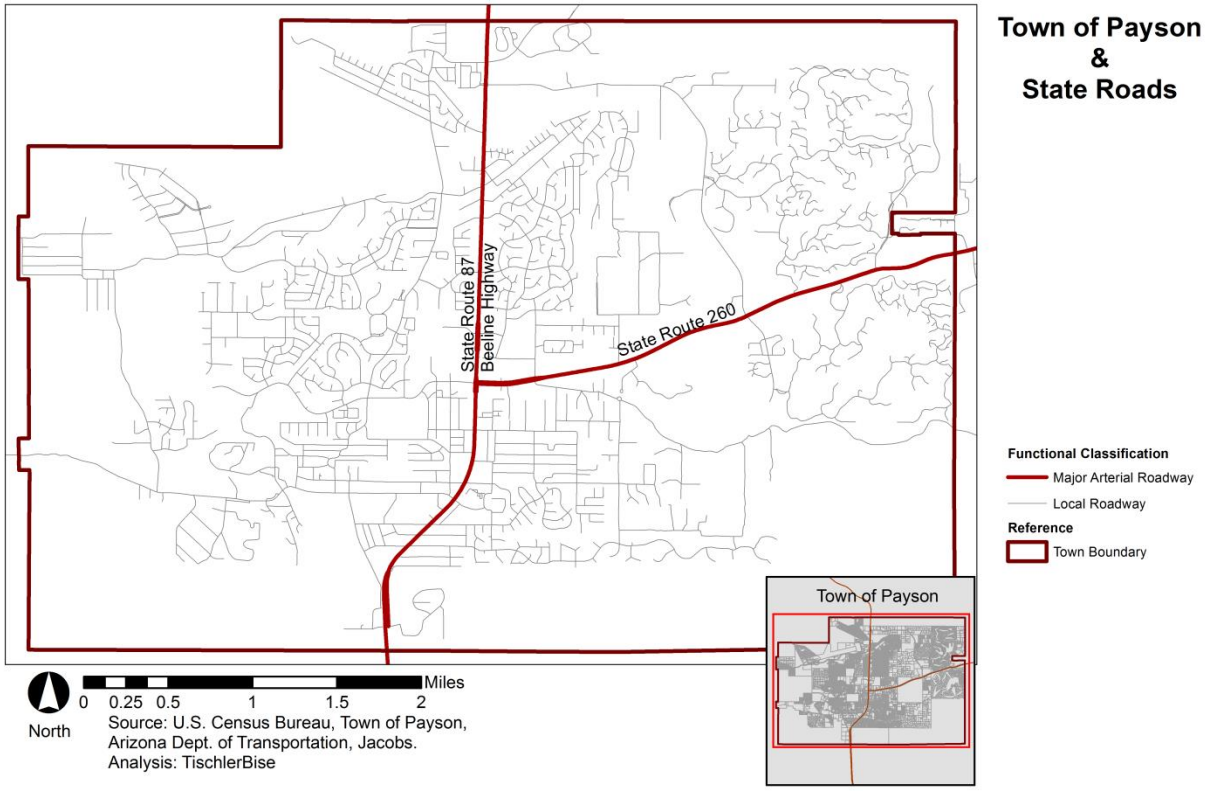
8.2.1 Beeline Highway traffic congestion is an increasing concern
8.2.2 The Town's limited ability to affect change along state-owned roads inhibits improvements
8.2.3 Transportation infrastructure needs improvements to reduce traffic congestion at peak times
8.2.4 Transportation infrastructure is not consistent
8.2.5 Neighborhood pedestrian safety needs improvement

Discussion

According to the ADOT Study, Major Arterial roads carry between 15 and 30 percent more traffic during the peak summer season than yearly averages. They are also host to the greatest number of annual crashes per road segment, and per intersection of anywhere within Town. Given the annual volume of traffic on these two roads, a higher incident rate is to be expected. However, design plays a role. As shown in Map 14 below, SR87 is a long, straight throughway with five lanes including a center, yellow-striped, turn lane. This design encourages fast movement without careful consideration to cars entering or exiting a lane of travel. Excessive curb cuts along both SR87 and SR260 mean entry and exit points are frequent and not controlled by traffic signals.

These two roads are the commercial core for Payson residents and visitors. The high volume of traffic ensures maximum visibility for retail and food service establishments, and helps to concentrate the commercial activity along these corridors and not sprawling into the residential neighborhoods of Town.

Map 14: 2011 Major Arterial Roads in Town of Payson



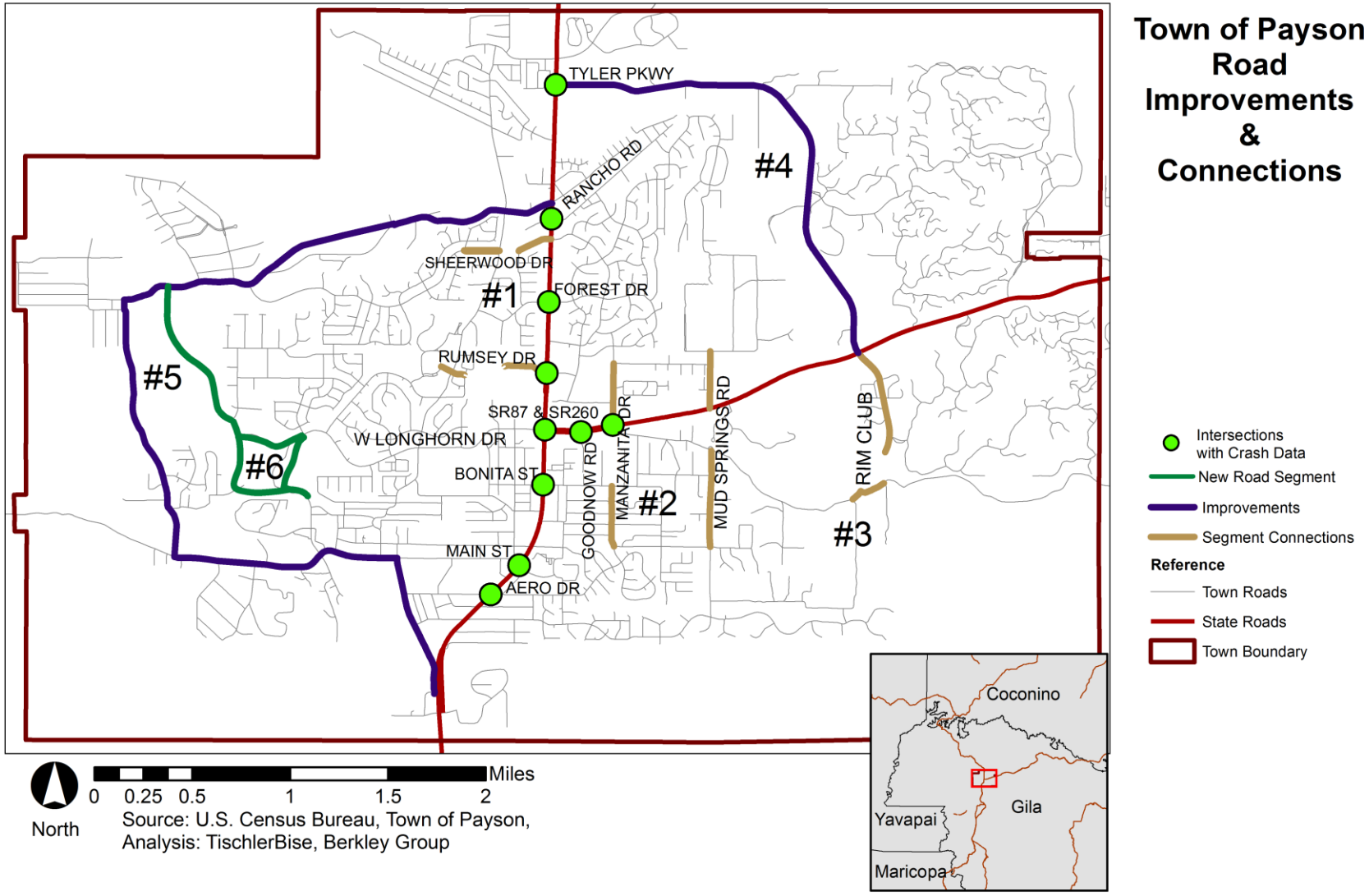
Town stakeholders, throughout the General Plan process, thought carefully to balance the desire to calm traffic on these corridors without strangling the commercial lifeblood of the community.

8.3 Transportation Design Components

Improved Circulation

The first step in considering possible traffic improvements was to look at crash data provided in the **2011 ADOT Study**. Ten intersections along SR87 and SR260 had the highest crash rates for the Town. **Map 15** shows the location of intersections with crash data and five identified circulation improvements. Each is discussed following the map.

Map 15: Major Arterial Circulation Improvements



#1 - Road Connections

Participants in the community workshops identified intersections and road segments in need of improvements. The community identified five road segments, which if connected would improve circulation along the major arterials. For example, if Sherwood Drive and Rumsey Drive were connected between McLane Road and SR87, connection trips relying on Forest Drive and Longhorn Road would be dispersed.

#2 - Intersections with State Route 260

The 1.5-mile section of SR260 between SR87 and Tyler Parkway has only one local four-way intersection at N. Manzanita Drive, and one local two-way intersection at Mud Springs Road. South of SR260 N. Manzanita Drive connects to E. Granite Dells Road, but not to S. Manzanita Drive. Because of these disconnects trips generated in the northeast and southeast sections of Town must use local roads, or access SR260 from SR87. Connecting the north and south sections of Manzanita Drive was identified as a high priority for improving circulation.

#3 - Tyler Parkway and State Route 260 Growth Area

As discussed in the Growth Area Element, the U.S. Forest Service recently approved the sale of lands that lay on the southwest corner of the Tyler Parkway and SR260 intersection. The community raised concerns regarding circulation and increased traffic on local, neighborhood streets, should the property develop to its fullest capacity. Road segments on the eastern and western edge of the property were identified for circulation improvements. Flow of traffic on the western edge of the property would be improved by connecting the North and South sections of Mud Springs Road across SR260. Completing this connection would add an additional four-way intersection to the segment of SR260 between SR87 and Tyler Parkway. Designs for a new road segment will include pedestrian and bicycle improvements that will provide designated space for multi-modal circulation while helping to calm traffic on the new connection.

#4 - East-Side Alternate Route

The *State Route 260* Growth Area discussed in the Growth Area Element is anchored at the intersection of SR260 and Tyler Parkway. As this Growth Area develops, making improvements to S. Rim Club Pkwy and extending it to E. Granite Dells Road will complete an important, light volume alternate route, through the eastern neighborhoods of Town, and would connect the north and south gateways of Town. These improvements would facilitate an ADOT alternate route for SR87 and SR260 running through the southeast corner of Town.

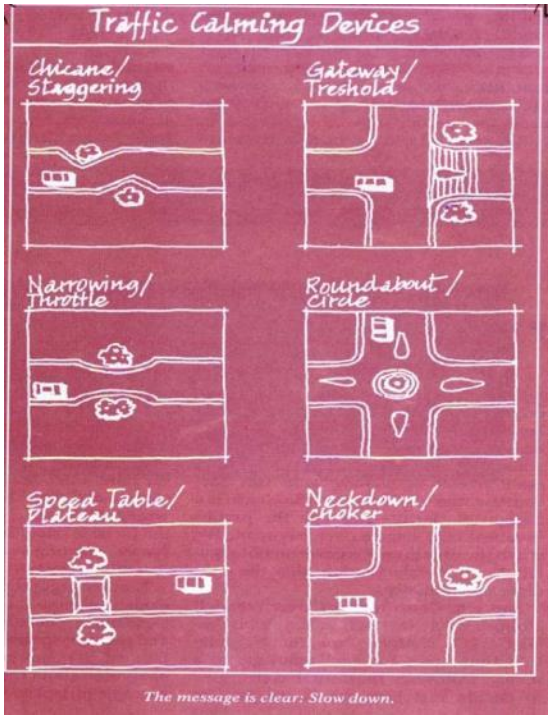
#5 - West-Side Alternate Route

With some additional traffic calming design measures, the minor arterial roads: Airport, Vista, and Country Club, in conjunction with the southern portion of McLane Road, were identified by the community as a viable alternate route for the western neighborhoods of Town. These minor arterials will serve as access routes to the Payson Airport Growth Area and the Main Street Growth Area, and from an ADOT alternate route for SR87 if built west of Town.

#6 – Green Valley Parkway/Longhorn Connection

The Payson community supports the construction of new roadways to extend S. Green Valley Parkway to Airport Road, with spurs to connect to W. Longhorn Drive, as identified in the 2011 ADOT study. This will help alleviate some traffic volume in the SR87 corridor.

Traffic Calming Investments



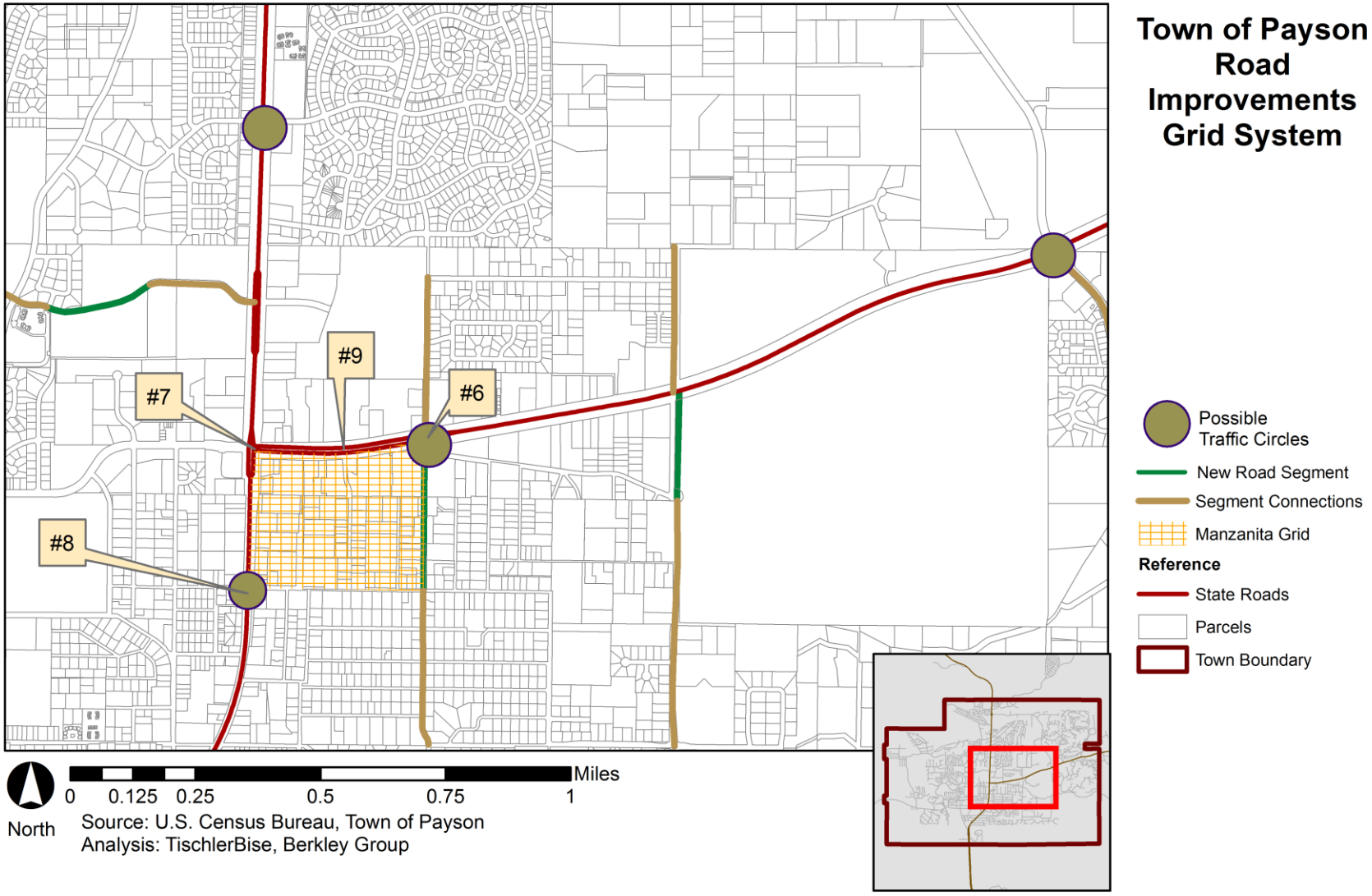
Traffic calming is a commitment to enforce traffic laws, and an investment in design to reduce speed, improve circulation, create shared streets, increase economic vibrancy, and protect the environment. The Town is not going to design away the automobile. The economy relies on visitors arriving to town by automobile, and data from the U.S. Census Bureau reports there are at least 1.73 vehicles per household in Payson. The *Goals and Strategies* presented in this General Plan diversify the options available to circulate safely within Town without an automobile. The developed portions of Payson are compact. The furthest development from the SR87 and SR260 intersection is less than five miles, on the current network of streets. The average pedestrian walks at a speed at or about 3 miles per hour, and casual cyclists will ride approximately 15 miles in an hour. Infrastructure improvements to increase on-road and off-road bicycle trails will increase the opportunity for residents living furthest from the state roads intersection to access the commercial core in roughly half an hour. The district-centered development patterns discussed in the Growth Area Element will slowly draw appropriate commercial services to the mixed-use neighborhoods of Payson. These new developments will be served by sidewalks; and will provide opportunities for Town residents to access essential goods and services without the use of an automobile.

Adding sidewalks, painting on-road bicycle lanes, allowing and encouraging on-street parking, providing textured crosswalks in residential neighborhoods are all improvements that will be considered for Town neighborhoods to slow traffic and create safe routes for pedestrian circulation. The commercial corridors are well served by sidewalks, and investments to increase connections between commercial and residential areas will continue. Infill redevelopment along the commercial corridors will focus on removing at least some of the curb cuts, by encouraging hidden and/or shared parking, and direct traffic to common entrance and exit routes. An urban forest campaign will protect existing trees and encourage planting additional landscaping to define the travel lanes separate from the pedestrian and bicyclist areas.

Bonita and Manzanita Connection Grid

The intersection of SR260 and Manzanita Drive (Marker #6 in Map 16, has the highest crash rate of any intersection in Town, according to the ADOT Study. Second highest is the intersection of SR87 and SR260 (Marker #7). There are also high crash rates where Bonita Street meets SR87 (Marker #8), and where Goodnow Road meets SR260 (Marker #9). The Town proposes incremental changes for the southeast corner of SR87 and SR260, bordered on the south by Bonita Drive and to the east by the proposed connection of North and South Manzanita Drive.

Map 16: Major Arterial Commercial Access



Traffic calming improvements appropriate for this grid include connecting North and South Manzanita Drive, and adding traffic circles at the SR87/Bonita Drive, and SR260/Manzanita Drive intersections, which would slow traffic and serve as gateways into the commercial district. There are 39 parcels of land, which front on either side of SR87 and SR260 between Bonita Drive and Manzanita Drive. Included in the redevelopment grid are 19 fronting parcels. If fully implemented, the redevelopment grid would reduce curb cuts along the major arterials by providing access to these parcels from roads running parallel to SR87 and SR260 behind fronting parcels. The western portion of the redevelopment grid is part of the Beeline Highway mixed-use designation, as described in the Land Use Element. Parcels fronting on SR260 are designated as Commercial. The southeast section of the grid is categorized as Multifamily Residential.

Multi-Modal System

Pedestrian Safety

As Payson works toward a town-wide multi-modal transportation network pedestrian and bicyclist safety improvements to the residential streets are priorities. Both sides of the SR87, SR260, and Main Street commercial corridors are well served by sidewalks, as is the minor arterial S. McLane Road. Some collector roadways immediately off SR87 provide sidewalks, but there is a clear disconnect between the commercial corridors and the residential neighborhoods that are not served by sidewalks.

On-Road Bicycle Lanes

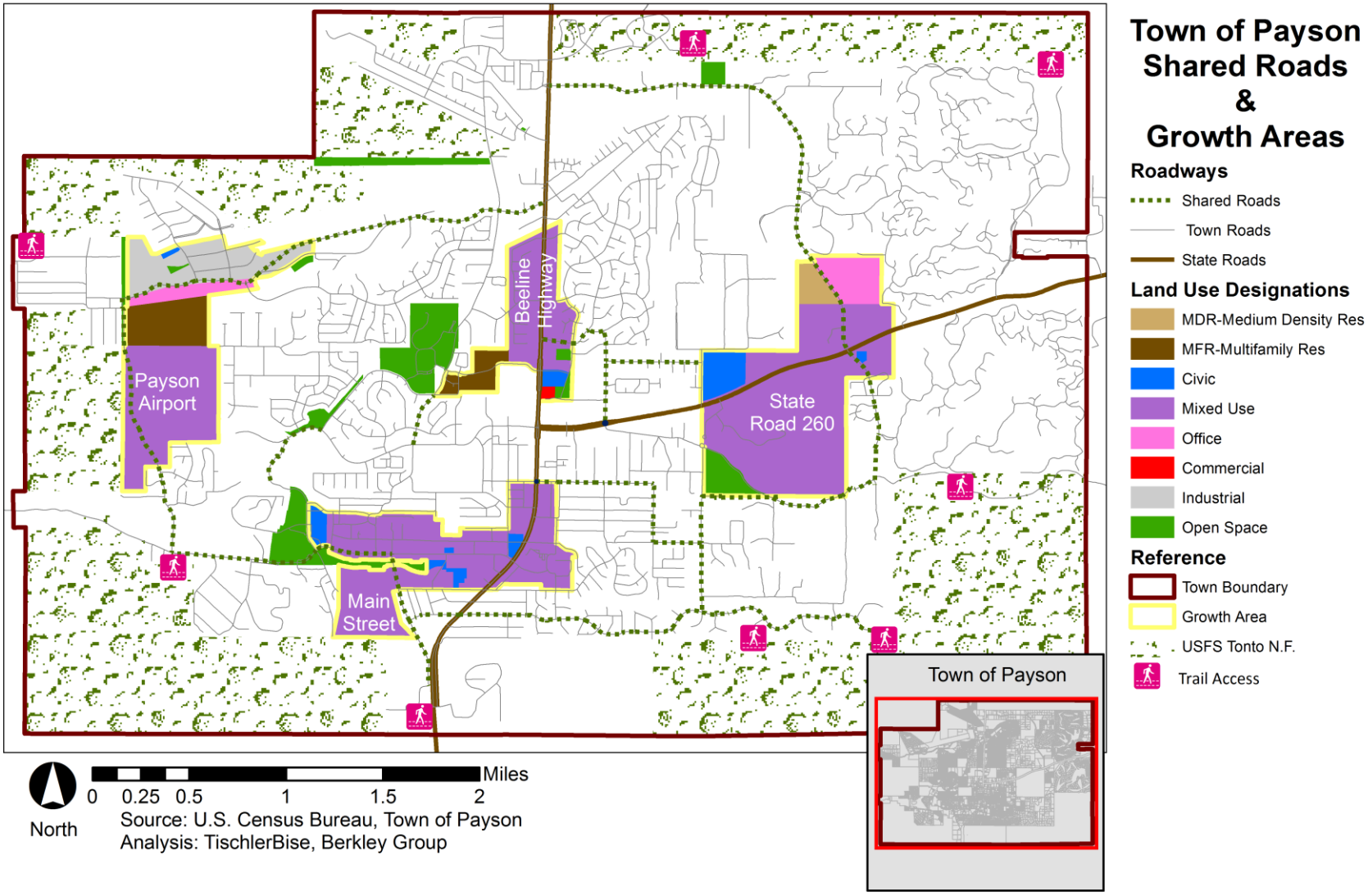
Tonto National Forest has an extensive network of multi-use trails. There are eight trail access points at or within the Town boundaries; however, as discussed in the Parks, Recreation, and Tourism Element, these trails do not connect with an on-road or multi-use trail network within Town. Participants in the General Plan process expressed strong support for added investments in on-road sidewalks, and bicycle lane striping to seamlessly connect trail access points, open space, residential neighborhoods, commercial hubs, schools, and services.

Shown in Map 17 is a collection of roads identified by the community as candidates for multi-modal transportation improvements to identify each as “shared roads.” Each road would host a mixture of pedestrian sidewalks and on-road bicycle lane striping to define the roadways, provide better multi-modal circulation and calm traffic.

Multi-Modal Trails

The community identified the potential benefit of providing a shared road connecting the trailheads in the southeast corner of Town to the entertainment district surrounding the Payson Event Center and on to the identified Main Street Growth Area. This type of alternative transportation facility is part of a coordinated effort to link regional trails, greet visitors at in-Town trailheads by providing wayfinding signage identifying access to services and amenities, and encourage multi-modal circulation within Town.

Map 17: Shared Road Connections to Open Space and Growth Areas



8.4 Goals and Strategies

8.4.1 Adopt and implement an annual Capital Improvements Plan

8.4.1.1 Incorporate highest local transportation priorities into the CIP

8.4.1.2 Use CIP process to educate the public on transportation, and other, Town priorities

8.4.2 Continue to be involved in ADOT's efforts to develop an alternate route to alleviate traffic congestion and infrastructure demands

8.4.2.1 Differentiate between Payson's visitor traffic stopping in Town on the way to natural resource recreation areas, and commercial traffic passing through

8.4.2.2 Work with ADOT and U.S. Forest Service to design an alternative route that maximizes the use of federal land to prevent new commercial interchanges or strip development along the proposed route

8.4.3 Design and implement a gateway vision that encourages pass-through traffic to visit

8.4.3.1 Support the design of a trolley system to improve in-Town connections

8.4.3.2 Transform existing commercial corridors to be pedestrian friendly

8.4.3.3 Reduce traffic speed through better design

8.4.3.4 Develop guidelines for landscaping major arterials and collector streets

8.4.4 Encourage non-motorized movement around town

8.4.4.1 Develop a town-wide network of trails and sidewalks, with the first priority to connect residential neighborhoods to commercial centers

8.4.4.2 Mitigate excessive vehicle miles traveled during peak visitor times with new infrastructure for connectivity and mobility for non-motorized transport

8.4.4.3 Identify and implement traffic calming design standards for all collector roads

8.4.4.4 Work with existing development to reduce the number of sidewalk curb-cuts

8.4.4.5 Provide additional signalized crosswalks along busy commercial corridors

8.4.5 Create a more unified look and feel to state-owned commercial corridors

8.4.5.1 Work with State and commercial stakeholders

8.4.5.2 Adopt a corridor overlay focused on building form, style, orientation, and massing

8.4.5.3 Ensure effective sign regulations adjacent to state-owned rights-of-way and in commercially zoned corridors

8.4.6 Provide transit service in town

8.4.6.1 Negotiate agreements with large employers to support a shuttle system

8.4.6.2 Partner with a higher education administration to implement Town-wide transit service

8.4.7 Increase pedestrian and bicyclist safety

8.4.7.1 Identify traffic calming improvements and develop a phased implementation plan

8.4.7.2 Identify specific off-road options and develop a funding plan

8.4.8 Implement previously adopted plans to improve the Town's transportation system

8.4.8.1 Develop a phasing and funding strategy to implement the 2009 Payson Airport Master Plan

8.4.8.2 Prioritize and incorporate the 2011 Payson Transportation Study recommendations into the annual CIP to implement the projects in a fiscally responsible manner

9 COST OF DEVELOPMENT ELEMENT

Maximize the use of planning and financial tools to mitigate the cost of development to the community while providing incentives for well-planned development that achieves stated town principles and goals.

9.1 OVERVIEW

Cost of Development Vision

The General Plan presents strategies to manage Payson's land use and growth decisions in a fiscally sustainable manner. The General Plan includes strategies to maximize land uses, preserve the quality of place, and ensure development pays its fair share of improvements to provide necessary public services like transportation infrastructure, parks, recreational facilities, and public safety.

9.2 FACTORS INFLUENCING THE FISCAL SUSTAINABILITY OF LAND USES[8]

Numerous factors influence the fiscal results for different land uses. These factors include, but are not limited to:

- Local revenue structure,
- Services provided,
- Local levels of service,
- Capacity of existing infrastructure, and
- Demographic and market characteristics of new growth.

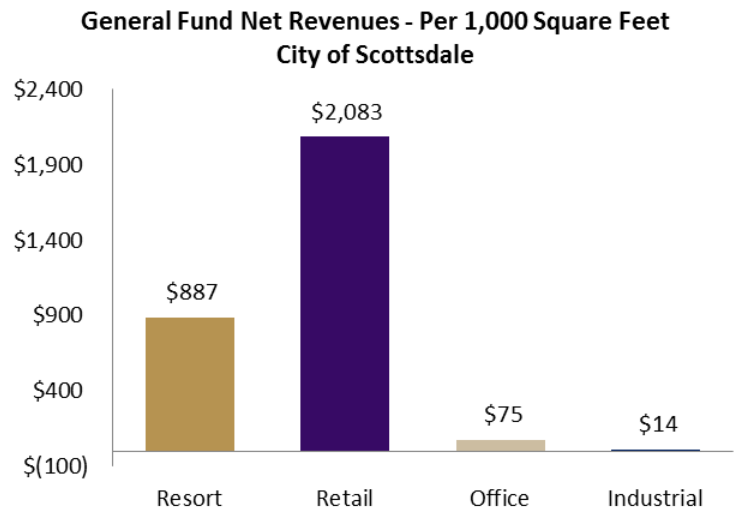
Local Revenue Structure

A key determinant in calculating net fiscal results from new development is the local revenue structure, which affects fiscal findings through both its composition and revenue distribution/collection formulas. Every community has at least one major revenue source, and in some cases, several on which it is reliant. Examples include property tax, local sales tax, and state shared revenues. An important component of revenue structure is the distribution/collection formulas for various sources. With the exception of property tax, the distribution/collection formulas for common revenue sources can vary greatly from state to state. For example, in states where sales tax is collected, some allow communities to assess a local option sales tax, which is usually collected on a situs-basis (point of sale). Other states collect sales tax at the state level and distribute the revenue to communities using a population-based formula. A similar situation exists with income tax, where some states allow a local income, or "piggyback" tax on top of the state income tax. In certain states, such as Maryland, this tax is collected by place of residence. In others, such as Ohio, it is collected by place of employment.

Examples are shown below from two cost of land use studies for prototype nonresidential land uses in each community. The figures show results for nonresidential development per 1,000 square feet of floor area. Data points above the $0 line represent net surpluses; data points below the $0 line represent net deficits. The first example shows results for the City of Scottsdale, Arizona, where the main source of revenue is a "point of sale" sales tax. Note the positive results for retail development.

[8] Bise. (2010). Fiscal Impact Analysis

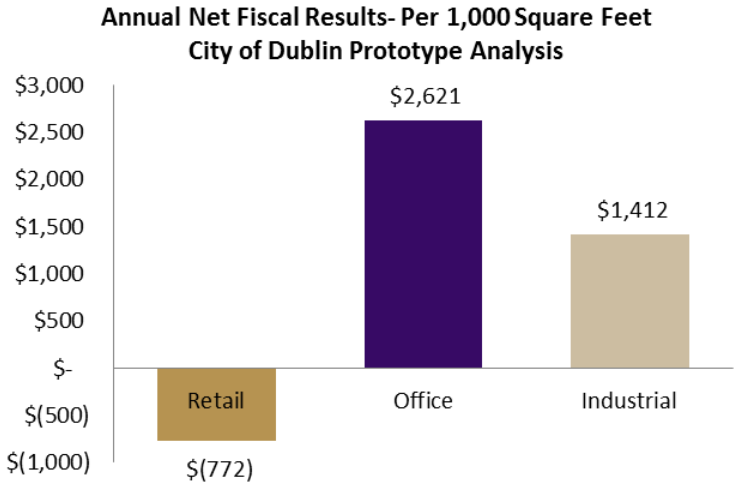
Figure 37: Example of Fiscal Impact Results: Locality with "Point of Sale" Sales Tax



Source: TischlerBise

Compare the results from Figure 37 to the City of Dublin, Ohio, shown in Figure 38. Cities in Ohio have a local income tax, which is based on place of work rather than place of residence. Note here the results for retail development showing that retail land uses cost more to the City than they generate in direct revenue.

Figure 38: Example of Fiscal Impact Results: Locality with Local Income Tax by Place of Employment



Source: TischlerBise

Services Provided

Another important factor in the fiscal equation is the services provided by the jurisdiction. Jurisdictions provide different services and the fiscal impact analysis will reflect this—and

stakeholders and the audience for the study will need to understand this. For example, in many states, school districts are separate entities with their own tax rates (e.g., Florida). In other states, schools get their local funds from County General Fund taxes (e.g., Virginia). Fiscal analyses will obviously reflect the services provided and funding streams, and audiences need to be aware of this to prevent both unintentional and deliberate confusion.

Levels of Service

Another factor in fiscal impact analysis is an understanding of the levels of service currently being provided in a community. Existing levels of service are defined as the facility or service standard currently being funded through the budget. Examples of level of service standards are pupil teacher ratios (i.e., 1 teacher per 24 students), parkland per capita, etc. This is an important factor since levels of service generally vary from community to community.

Capacity of Existing Infrastructure

The capacity of existing infrastructure in a community also has a bearing on the fiscal sustainability of new development. For example, a community may have the capacity to absorb a large number of additional vehicle trips on its existing road network or may be significantly under capacity with regards to high school enrollment. In either of these situations, using a case study-marginal cost approach that account for existing facilities and levels of usage to assess fiscal impacts, a community with excess capacity could absorb substantially higher growth over time without making additional infrastructure investments than a community without these capacities. This excess capacity results in lower capital costs over time. This is an important factor in the fiscal equation, since the largest cost associated with capital facilities are the annual operating costs, which typically account for approximately 80 percent of a community's budget.

Demographic and Market Characteristics of New Growth

Next to a community's revenue structure, no other factor has as great an impact on the net fiscal results as the demographic and market characteristics of different land uses. Examples of demographic and market variables for residential development include average household sizes, pupil generation rates, market value of housing units, trip generation rates, density per acre, and average household income. Important demographic and market characteristics for nonresidential development include square feet per employee, trip generation rates, market values per square foot, sales per square foot (retail), and floor area ratio.

9.3 Existing Financial Condition

Revenues

Tourism drives the Payson economy. The primary revenue source for the Town General Fund is sales tax revenue generated from retail activity. The Town is working to diversify the mix of residential and nonresidential development in an effort to diversify the tax base and revenues generated.

Figure 39 shows the revenue sources for the Town during fiscal year 2012. Locally generated sales tax is the most significant revenue source ($6,047,629) for the Town. It represents 39 percent of all revenue collected in 2012. State Shared Revenues disbursed to the Town during fiscal year 2012 totaled $2,487,041, and represented 16 percent of revenues generated. These monies are generated from four types of taxes: state sales, income, gas, and vehicle license. As is the case in many states, state shared revenues are unpredictable; and are disbursed based on municipal shares of state population. State shared revenue disbursements to the Town have been in decline, but show signs of improvement. Property Taxes generated $960,360 in revenue, representing only 6 percent of the total $15.5 million.

Figure 39: Town of Payson Revenues, 2012

Revenue Type		Amount	Percent
Sales Tax	$	6,047,629	39%
Property Taxes	$	960,360	6%
Franchise Taxes	$	351,227	2%
State Shared Revenues	$	2,487,041	16%
Auto Lieu Taxes	$	833,014	5%
Investment Earnings	$	2,610	0%
Fees, Fines and Charges for Services	$	1,521,174	10%
Operating Grants and Contributions	$	2,661,413	17%
Capital Grants and Contributions	$	675,204	4%
TOTAL	**$**	**15,539,672**	100%

Source: Town of Payson. (2012). Annual Comprehensive Fiscal Report, for Fiscal Year Ended June 30, 2012.

Expenditures

The Town is implementing a series of fiscal policies intended to build and protect a financial reserve not in place prior to the economic down turn of 2008. Capital infrastructure expenditures are a necessary investment in the quality of Payson, but are also a significant use of financial resources. The Town's five-year Capital Improvements Plan (CIP) identifies and prioritizes capital investments necessary to accommodate growth, and to provide a consistent level of service to residential and nonresidential development. The 2012-2017 CIP reflects programming for $69,054,800 of potential investments to be made for general government, public safety, streets, water, parks and recreation, library, community development, and economic development (Tourism and Payson Airport).

Funding for improvements will include pay-as-you-go funding out of current revenues for lower cost improvements. Grants will be used to bridge funding gaps and leverage additional funds. Bonds provide an inexpensive way to finance large-scale projects. Lastly, development fees are one mechanism used by the Town to ensure growth pays for its share of necessary public services. Development fees, paid by developers, serve to ensure continued levels of service, by funding new infrastructure and facilities necessitate by growth. The manner and amount of development fees that Payson may impose is limited by State law. See A.R.S. §9-436.05.

Strategies to Reduce Costs

The General Plan process identified a tolerance for more intensity of development, and identified parts of Town with the capacity to absorb such growth. The maximum allowable densities identified in the Land Use Element describe how the community could develop over the course of a build-out, which is not expected for many decades.

The Future Land Use Map designates 1,260 acres for nonresidential development, and an additional 1,332 acres for mixed use development that may host commercial, office and multifamily residential. In total there are 2,592 acres available for Commercial activity, more than double the land designated for commercial activity in the 2003 General Plan Update Land Use Map. The 1,332 acres designated for mixed use development is distributed in every section of Town. It should host commercial activity that will provide direct benefit to the surrounding neighborhoods and to the Town as a whole by capturing sales from pass-through travelers on SR87 and SR260.

Density

The General Plan presents strategies to introduce more fiscally neutral housing stock by encouraging smaller units built closer to existing services and amenities. A healthy mix of land uses can serve to balance revenue sources and demands on necessary public services like public safety and parkland.

The Land Use Element examines increases in allowable development densities as a part of a new Future Land Use Map for the Town. Areas of Town with the infrastructure capacity to absorb additional development will support increased density, which is intended to create more fiscally balanced or profitable land use mixtures. Given the revenue structure and capital demands of land uses in the Town the best means to maintain fiscal sustainability is to diversify and intensify the land uses. As shown in Figure 40 below, no single land use provides strictly positive fiscal result. The Town collects property tax and sales tax from retail establishments, but of the nonresidential land uses retail has the highest operating and capital demands. Retail generates the highest number of vehicle trips, stressing the street infrastructure, and has higher rates of public safety calls compared to other nonresidential land uses. Low density residential, generates higher property tax revenues, but requires extension and maintenance of streets, water, and utilities out to greater distances than higher density clustered development. Sprawling development generates more vehicle trips per housing unit than a unit in a multi-unit structure, and on average single residential units in Payson have more persons per household than units in multi-unit structures, which generates more vehicle trips, and demands for public safety, and parkland capital investments.

Figure 40: Hierarchy of Prototype Land Uses and Fiscal Impacts

Land Use	Tax Revenue		Demand for Services	Fiscal Benefit
	Property	Sales		
Residential (per Unit)				
Low Density	High	-	High	Negative
Medium Density	Medium	-	Medium	Negative
Multifamily	Low	-	Low	Negative
Nonresidential (per Unit)				
Office	Medium	-	Medium	Positive
Retail	High	+	High	Positive
Industrial	Low	-	Low	Positive

Source: TischlerBise. (2013).

Infill Development

The General Plan identifies a community desire to encourage infill development as a means to slow outward growth, to create vibrancy in commercial districts, and to stabilize districts. Infill development takes advantage of already existing public infrastructure like streets, water, and utilities with the capacity to absorb the growth in a vacant or underutilized property. By encouraging investments to be made within developed areas the property values of the surrounding neighborhood may benefit. Increased property values is a net gain for Payson; however because property tax is not a large revenue stream for Payson, the purpose of infill is more to encourage vibrancy and create demand for commercial services that generate sales tax revenue. Infill development that is compatible with the existing neighborhood character restores continuity to the built environment. Infill development is environmentally friendly in many ways; it does not require use of fresh greenfield land, it does not threaten existing trees, it requires fewer raw building materials than a ground-up build, and it absorbs growth in already built districts close to services and amenities.

9.4 Critical Issues

9.4.1 Vacancy rates for residential and nonresidential need to be reduced
9.4.2 Responsible public safety services must be maintained
9.4.3 Infrastructure maintenance must keep pace with development demands

Discussion

The General Plan serves as a road map for the Town to direct development as the population and economy grows. It serves as a signal to the development community that the Town has carefully considered how it wants the built environment to evolve, while maintaining the quality of life and place celebrated by the community.

The Future Land Use Map identifies 6,735 acres, or 55 percent of Town acreage, for residential development. Only in communities with significant property taxes does residential development pay for itself. In Payson, the net cost of residential development is subsidized by other revenue sources, like sales tax revenue. The Retail Industry analysis identified a local market demand for additional clothing and home goods retail, filling this gap has the potential to generate additional point of sale tax revenue. The Town will weigh the financial impact of new residential developments against the ability to generate revenues to offset additional costs.

Payson is working to attract quality employment that will provide a living wage for residents choosing to make Payson home. Simultaneously, the General Plan identifies opportunities to provide more affordable housing options to decrease and worker's cost of living. Increases to residents' discretionary income, retail markets, and entertainment venues will generate greater revenues to offset the cost of providing necessary public services to accommodate growth.

9.5 Goals and Strategies

9.5.1 Utilize the annual Capital Improvements Plan to implement General Plan strategies

9.5.1.1 Maintain public facilities and services to provide current levels of service to new development

9.5.1.2 Maintain or improve necessary public services

9.5.1.3 Plan for joint school/recreation facilities

9.5.2 Ensure the long-term financial stability of the Town with fiscally responsible policies and actions

9.5.2.1 Explore opportunities for economies of scale. Create service efficiency through regional partnerships

9.5.2.2 Consider opportunities to share costs for public safety infrastructure

9.5.2.3 Support quality education opportunities

9.5.3 Encourage high-quality infill development in the designated growth areas where existing infrastructure has the capacity to absorb growth

9.5.3.1 Encourage more dense development to increase market feasibility

9.5.4 Form an economic development strategy that identifies target industries

9.5.4.1 Work with Gila Community College to design training programs to provide the workforce for identified target industry employers

9.5.5 Examine and implement fiscal tools that incentivize development while offsetting its cost to the community

9.5.5.1 Ensure that new development pays its fair and proportionate share of the cost to maintain current levels of public services such as public safety, parks and recreation, streets, and water resources

10 IMPLEMENTATION PLAN

10.1 GENERAL PLAN PROCESS

Active implementation of the *Goals and Strategies* put forth in the General Plan will help the Town direct growth and change to realize the Town Vision. The General Plan is a dynamic tool for Town Staff, the Planning Commission, Town Council, and the community. The General Plan is the foundation for the Town's Zoning Map, land use and resource policies and programs, and sets forth the community's vision and goals. This Implementation Matrix transitions the ideas put forth thus far into action items connected by time and stakeholders.

10.2 APPROVAL, ADOPTION, AND RATIFICATION

Arizona Revised Statute 9-461.06 requires the Town to adopt the ten-year General Plan by resolution of the Town Council. The Town Council must approve the adoption of the General Plan by at least two-thirds majority vote. Additionally, the public at a municipal election must ratify the General Plan. The General Plan is deemed ratified once a simple majority of the voting public has voted in favor of the document. If the public does not affirmatively pass the plan, the 2003 General Plan Update (ratified Sept 9, 2003 and amended March 4, 2010) will remain in effect until a new plan is submitted and ratified by the community. The General Plan process was open and encouraged participation of citizens, interest groups, a *Steering Committee*, Town staff, the Planning Commission and Town Council. The process exceeded State law requirements; and resulted in a General Plan reflective of the community and its values. The process was well publicized by the local press and radio, through announcements in Town utility mailers, on the Town of Payson **website**, and through word-of-mouth. These efforts strengthen the product, its ability to be implemented, and its acceptance by the public who must ratify it.

State law requires that the General Plan be submitted to the public for approval at least once every ten years. The purpose of this requirement is to provide the Town the opportunity to evaluate the General Plan effectiveness and make the necessary amendments to respond to changes occurring within the community. This does not mean that the General Plan should only be amended once a decade. The General Plan sets forth a dynamic *Vision* with relevant *Goals and Strategies* that should be implemented as quickly as fiscally and politically feasible. The first step in the process is the approval of written procedures that provide for effective, early and continuous public participation in the process by the Town Council. On November 15, 2012, the Town Council approved Resolution 2694 adopting such procedures. The process was open and encouraged participation of citizens, interest groups, a *Steering Committee*, Town staff, the Planning and Zoning Commission and Town Council. The process exceeded State law requirements; and resulted in a General Plan reflective of the community and its values. The process was well publicized by the local press and radio, through announcements in Town utility mailers, on the Town of Payson website (**www.paysonaz.gov**), and through word-of-mouth. These efforts strengthen the product, its ability to be implemented, and its acceptance by the public who must ratify it. In accordance with the approved procedures, the following meetings were held:

Steering Committee Meeting 1	October 29, 2012
Kick-off Meeting	October 30, 2012
Steering Committee Meeting 2	December 10, 2012
Community Issues Identification Workshop	December 11, 2012
Information Symposium	February 5, 2013
Steering Committee Meeting 3	March 4, 2013
Community Workshop 1	March 5, 2013
Steering Committee Meeting 4	May 20, 2013
Community Workshop 2	May 21, 2013
Planning & Zoning Commission Public Hearing	August 12, 2013
Planning & Zoning Commission Public Hearing for Approval to Town Council	September 9,2013
Town Council Public Hearing/Adoption*	October 3, 2013

*Tentative

Prior to the adoption of the General Plan and any amendments, state law mandates that the General Plan or amendment be submitted for review to specified entities. A municipality may choose to send a review copy to additional agencies such as the U.S. Forest Service, Native American Tribes, School District, and/or surrounding unincorporated communities. In accordance with the requirement, on June 14, 2013, copies of the plan were submitted to the following:

- The planning agency of the county in which the municipality is located (Gila County Planning Department)
- Each county or municipality that is contiguous to the corporate limits of the municipality or its areas of extraterritorial jurisdiction (Gila County and Star Valley)
- The regional planning agency within which the municipality is located (Central Arizona Governments)
- The Department of Commerce or any other State agency that is subsequently designated as the General Plan agency (Arizona Department of Commerce)
- Any person or entity that requests in writing to receive a copy of the review plan or amendment

Following a 60-day review period for the above entities, if a municipality has a Planning Commission, the General Plan must be submitted to the Planning Commission for consideration. If the municipality has less than 25,000 people, the Planning Commission must hold at least one Public Hearing on the General Plan. Following the Public Hearing(s), the Planning Commission may vote to approve the General Plan and forward it to the Town Council. The Town's Planning and Zoning Commission addressed the General Plan Update 2014-2024 on the following dates:

- August 12, 2014 — Public Hearing
- September 9, 2014 — Public Hearing, Vote on General Plan and forward to Town Council

Upon receipt of the General Plan from the Planning Commission, the Council of a municipality is required to hold at least one Public Hearing on the General Plan. Following the Public Hearing, the Council may adopt the General Plan and direct that it be submitted to the voters for ratification. Such Council adoption must be by a Resolution approved by 2/3 of the members of the Council. The Payson Town Council has taken the following actions:

- DATE TO BE DETERMINED Public Hearing
- DATE TO BE DETERMINED Public Hearing and adoption of Resolution ___ (_in favor, _ opposed)

Following adoption of the General Plan by the Council, the Plan is submitted to the voters for ratification. If a majority of the voters ratify the General Plan it is effective as of the effective date of the election. If a majority of the voters fail to ratify the Plan, the 2003 General Plan Update (ratified Sept 9, 2003 and amended March 4, 2010) will remain in effect and the Town Council may resubmit the Proposed General Plan to the voters or may submit an amended Proposed General Plan to the voters. With respect to ratification, the Town took the following actions:

- August 26, 2014 General Plan submitted to voters for ratification
- DATE TO BE DETERMINED Election Canvas (__ in favor of ratification, ___ opposed ratification)

10.3 Amendment Procedure

The statutory requirements that guided the creation of the General Plan must be followed in amending the General Plan. Anyone may request amendments to the General Plan; however, it is not the intent of the amendment process to allow changes to occur in a haphazard fashion. This section sets forth parameters for the Planning and Zoning Commission and Town Council to evaluate and adopt as may be appropriate any amendments to the General Plan.

Arizona Revised Statutes, Section 9-461.06 outlines the provisions for any amendments. As with the creation of the General Plan, the Town must adopt written procedures to provide for "effective, early, and continuous" public involvement for amending the General Plan. These procedures should provide for:

- The broad dissemination of proposals and alternatives;
- The opportunity for written comments;
- Public hearings after effective notice;
- Open discussions, communications programs and information services; and
- Consulting with and advising public officials and agencies (Gila County, Payson Unified School District, Central Arizona Governments, public land management agencies, appropriate government agencies, and property owners and citizens) to ensure maximum coordination of plans.

Applicants should set up a meeting with Planning Department staff prior to submitting an application. Amendment applications are accepted with submittal of the appropriate form, fee, and any supplemental information that may be required. For an amendment application to be accepted and processed, the applicant shall set forth the reasons why the requested amendment is in the best interests of the Town, including, but not limited to the following:

- The request is a creative idea or concept that will benefit the community and was unforeseen during the planning process for the adopted General Plan
- The subject property or concept was misinterpreted or overlooked in the General Plan

- Conditions have changed substantially since the General Plan process, necessitating change (e.g., changes in surrounding land use or economic conditions)
- An undue hardship exists that substantially limits the use of the subject property
- The amendment will aid in the implementation of other goals of the General Plan or the community vision

Amendment applications shall be considered based on the preceding qualifications. The Planning and Zoning Commission shall consider all amendment applications. The Planning and Zoning Commission will hold a public hearing on the applications under consideration, and transmit its approval or disapproval of the application to the Town Council. Any amendment considered by Council will go through a public hearing process. The Town Council, Planning and Zoning Commission, or Town staff (upon approval of the Town Council) may initiate an amendment to the General.

There are two types of amendment categories set forth by State statute.

Minor Amendments

Changes to the General Plan that do not fall under the "Major Amendment" criteria listed below are "Minor Amendments." Minor amendments must follow the adopted public hearing and notice requirements. Additionally, changes mandated by any new state laws shall utilize the minor amendment procedures for review and adoption.

Major Amendments

Pursuant to A.R.S. §9-461.06.G, a "Major Amendment" means a substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing General Plan Land Use Element. For purposes of amending the Town of Payson's Land Use Element of the General Plan, the following activities shall constitute a "substantial alteration" of the land use mixture or balance.

- Any change in the land use designation that changes the use from residential, commercial, public, or industrial to another use, provided such change affects an area of twenty (20) acres or more.
- The establishment of a new, or the deletion of a requirement for a, planned arterial or collector roadway.
- An increase in density or intensity of use on the property provided such change affects an area of twenty (20) acres or more.
- A decrease in density of use through an initiative by the Town, except in the case where the Town receives petitions from seventy-five percent (75%) or more of all affected property owners.

In accordance with state law, the Town will only consider major amendments once per year. Major amendment applications and review/approval schedule can be obtained from the Community Development Department. The same procedures for the adoption of the General Plan must be used for all major amendments, except that Major Amendments do not require submission to the voters for ratification.

10.4 Implementation Process

The Payson Planning and Zoning Commission and Town Staff will monitor the implementation of the General Plan and provide updates to the Town Council. Town Staff will prepare an annual report regarding the General Plan's implementation progress, as well as any recommendations for amendments. The annual review is critical to ensure that the *Goals and Strategies* of the General Plan are being effectively pursued, and that the General Plan is responding to the needs of the community. The General Plan Annual Report will be submitted for review to the Town Council and Payson citizens.

In addition to the following Implementation Matrix outlining the General Plan's *Goals and Strategies*, other key tools for implementation of the Payson General Plan include, but are not limited to:

- Unified Development Code
- Redevelopment Plans
- Development Agreements
- Specific Area Plans, Area Plans, and/or Master Plans
- Specialized Plans
- Payson Strategic Plan
- Capital Improvement Plan and Budget
- County, Regional and State Plans

The Implementation Matrix is intended to be a dynamic tool and therefore has assigned stakeholders, timeframes, and a comments section. The timeframes are divided into short, medium and long-term categories, subject to vary depending on available funds and staff time. Short-term *Goals and Strategies* are targeted for completion within five years, medium-term is roughly within the 10-year horizon of the General Plan adoption, and long-term *Goals and Strategies* will be completed as funding and time allows, and may well extend beyond the scope of the General Plan.

10.5 Implementation Matrix

Environmental Planning

Goal and Strategy		Primary Stakeholder	Completion Timeframe	Implementation Comments
Environmental Planning Element				
3.3.1	**Implement a modified version of the American Gulch Study**	Public Works		
3.3.1.1	Seek funding for Gulch improvements and work with land owners to implement		Short	
3.3.2	**Improve stormwater management facilities and practices for treatment quantity and quality**	Public Works		
3.3.2.1	Ensure adequate construction planning to protect natural vegetation and minimize changes to ground topography		Short	
3.3.2.2	Encourage natural stormwater control methods that retain natural systems and minimize potential damage to private property		Short	
3.3.3	**Develop and implement an Urban Forestry and Native Species Protection Plan**	Community Development		
3.3.3.1	Reduce heat island effects by encouraging green roofs, tree canopies, and permeable surfaces		Medium	
3.3.3.2	Actively protect native trees currently in the Town's commercial areas		Short	
3.3.3.3	Ensure any urban forestry lost is replaced tree for tree		Short	
3.3.3.4	Preserve and augment existing native vegetation within commercial development and rights-of-way through predevelopment plant inventories and conservation/replacement incentivies		Short	
3.3.3.5	Require "Ponderosa Pine" protection/replacement town-wide		Short	
3.3.4	**Protect air quality**	Community Development		
3.3.4.1	Enforce clean air standards and regulations		Medium	
3.3.4.2	Work with Gila Community College and other higher education providers to develop a workforce prepared for clean energy jobs of the future		Short	
3.3.4.3	Encourage development which reduces vehicle miles traveled through multi-modal transportation connectivity		Short	

	Goal and Strategy	Primary Stakeholder	Completion Timeframe	Implementation Comments
Environmental Planning Element				
3.3.5	**Develop and adopt a comprehensive energy policy**	Community Development		
3.3.5.1	Support the solar energy initiative by developing specific incentives and actions for implementation on at least five percent of all structures		Short	
3.3.5.2	Establish fleet management and fuel usage standards for Town vehicles		Short	
3.3.5.3	Identify a "green roof" demonstration project		Medium	
3.3.5.4	Create development incentives to encourage use of solar and other alternative energy sources		Short	
3.3.5.5	Provide alternative energy incentives for improvements to residential and nonresidential structures		Short	
3.3.5.6	Encourage geothermal energy as well as solar options		Short	
3.3.5.7	Benchmark other communities that require new single-family homes to meet minimum solar system requirements and modify local regulations as appropriate		Short	
3.3.6	**Negotiate development agreements to encourage infill, less impervious surface, and economically viable commercial activity**	Community Development		
3.3.6.1	Develop a model shared parking agreement to incentivize development by alleviating parking standards		Short	
3.3.6.2	Work with property owners to maintain vacant commercial space and market it for infill		Medium	
3.3.7	**Identify and conserve natural wildlife corridors**	Community Development		
3.3.7.1	Incorporate natural wildlife habitats and corridors into developments		Short	
3.3.8	**Proactively address solid waste management and illegal dumping**	Public Works		
3.3.8.1	Develop and implement a municipal recycling program in partnership with local waste management companies		Short	
3.3.8.2	Work with state and private partners to provide semi-annual large appliance and electronics collections		Short	
3.3.8.3	Organize hazardous waste collection events		Short	
3.3.9	**Promote sustainability initiatives**	Administration		
3.3.9.1	Train staff to encourage and promote sustainable building practices including reducing environmental impacts and integrating alternative building materials		Short	
3.3.9.2	Create a Sustainability Advisor position (possibly with existing planning staff) to develop an Environmental Plan to provide guidance for redevelopment and new development		Short	
3.3.9.3	Create a Sustainability Advisory Group comprised of staff, citizens, and businesses to advise the Town on environmental sustainability issues		Short	

Water Resources

	Goal and Strategy	Primary Stakeholder	Completion Timeframe	Implementation Comments
Water Resources Element				
4.3.1	**Continue to promote Safe Yield and conservation of water resources through policies and practices**	Water		
4.3.1.1	Continue to develop wise use policies and programs through the Water Department		Short	
4.3.1.2	Produce and distribute high quality educational materials to promote best practices		Short	
4.3.2	**Complete the C.C. Cragin Reservoir pipeline**	Water		
4.3.2.1	Manage the reservoir in partnership with the Salt River Project to serve as the Town's permanent water supply resource		Medium	
4.3.2.2	Optimize opportunities to partner with other agencies and localities for service		Medium	
4.3.3	**Retire the pipeline debt through the responsible sale of water**	Administration		
4.3.3.1	Sell water to the golf course(s) when reclaimed effluent water supplies are not adequate, when excess potable water is available		Short	
4.3.3.2	Regularly evaluate water connection and usage rates		Short	
4.3.3.3	Establish a rate schedule to efficiently and responsibly maintain and operate the system		Short	
4.3.4	**Maximize the use of reclaimed wastewater whenever it is safe and economical**	Water		
4.3.4.1	Work with the Sanitary District to utilize reclaimed effluent wherever possible		Short	
4.3.4.2	Continue to educate the public on grey water applications and its safe use		Short	
4.3.4.3	Incentivize the use of grey water plumbing in all new construction		Medium	
4.3.5	**Coordinate with the Sanitary District to provide water and sewer to new development**	Water		
4.3.5.1	Work with developers in the southeast area of Town to provide water/sewer		Medium	
4.3.5.2	Require applicants to work with Sanitary District to ensure capacity prior to development approval		Short	

Open Space, Parks, and Recreation

	Goal and Strategy	Primary Stakeholder	Completion Timeframe	Implementation Comments
Open Space, Parks, and Recreation Element				
5.6.1	**Develop, adopt, and implement a Parks, Recreation, and Tourism Master Plan**	Parks, Recreation, and Tourism		
5.6.1.1	Develop, adopt, and implement site master plans for each parks category		Medium	
5.6.1.2	Ensure adequate east-side parkland		Medium	
5.6.1.3	Identify locations for passive recreational activities (e.g., hiking, biking, and other individual-oriented activities)		Short	
5.6.1.4	Identify locations for active recreational activities (e.g., basketball, baseball, soccer, and other team-oriented activities)		Short	
5.6.1.5	Plan appropriate facilities for both indoor and outdoor programs and activities		Medium	

	Goal and Strategy	Primary Stakeholder	Completion Timeframe	Implementation Comments
Open Space, Parks, and Recreation Element				
5.6.2	**Provide a year-round, multi-use recreation facility**	Parks, Recreation, and Tourism		
5.6.2.1	Develop greater variety of youth programs		Medium	
5.6.2.2	Provide affordable programs to low and moderate income families		Medium	
5.6.2.3	Expand the amount of programs for all user groups		Medium	
5.6.3	**Ensure adequate park land to serve residential development**	Community Development		
5.6.3.1	Negotiate greater residential density in exchange for neighborhood parkland		Medium	
5.6.3.2	Continue plans to develop Overlook Park south of Airport Road in the northwest section of Town		Short	
5.6.4	**Design and implement a wayfinding system that enhances tourism**	Parks, Recreation, and Tourism		
5.6.4.1	Develop sign standards		Short	
5.6.5	**Actively recruit recreational tourism**	Parks, Recreation, and Tourism		
5.6.5.1	Work with state athletic associations to draw regional and state tournaments to Payson		Medium	
5.6.5.2	Continue to build on Payson's strong rodeo and events reputation		Short	
5.6.6	**Integrate the development of multipurpose trails in conjunction with the transportation/circulation system**	Parks, Recreation, and Tourism		
5.6.6.1	Develop a trails master plan to plan and finance an integrated trail network		Short	
5.6.6.2	Incorporate trail elements of the transportation plan into the Parks Master Plan		Short	
5.6.6.3	Develop an urban trail system that parallels roadways where there are no sidewalks or bicycle lanes		Short	
5.6.7	**Work with federal partners for the protection and continued use of National Forest land**	Parks, Recreation, and Tourism		
5.6.7.1	Preserve trail access to regional points of interest		Medium	
5.6.7.2	More effectively promote trail access points for public use		Medium	
5.6.7.3	Establish protection areas for natural resources and watersheds		Medium	
5.6.8	**Identify public and private funding opportunities for recreational facilities and programs**	Administration		
5.6.8.1	Fund the acquisition of additional park land as set forth in the General Plan or subsequent Parks, Recreation, and Tourism Master Plan		Medium	
5.6.8.2	Target funding sources for increased park infrastructure improvements and maintenance		Medium	

Land Use

Goal and Strategy		Primary Stakeholder	Completion Timeframe	Implementation Comments
Land Use Element				
6.7.1	**Adopt proactive growth management policies to direct development spatially and aesthetically**	Community Development		
6.7.1.1	Facilitate development where infrastructure exists with excess capacity		Short	
6.7.1.2	Preserve and protect scenic line-of-sight views of the Mogollon Rim through consideration of building height in low-lying areas of the Town		Short	
6.7.1.3	Encourage infill development/redevelopment to avoid sprawl and protect open space		Medium	
6.7.1.4	Pursue avenues to eliminate unsightly or dilapidated structures		Long	
6.7.2	**Incorporate green infrastructure throughout Town including the growth areas**	Community Development		
6.7.2.1	Encourage the development of neighborhood parks in each new development		Medium	
6.7.2.2	Plan bicycle, pedestrian, and trail links between each new development and commercial centers of Town		Medium	
6.7.2.3	Encourage and facilitate negotiations between land owners to share parking and costs associated with providing parking to patrons of businesses		Medium	
6.7.2.4	Preserve and augment existing vegetation, especially ponderosa pines, to create or enhance a streetscape		Short	
6.7.2.5	Incorporate sustainable development standards into zoning regulations		Medium	
6.7.3	**Improve sign standards, particularly along commercial corridors, to compliment Payson's small-town character**	Parks, Recreation, and Tourism		
6.7.3.1	Identify Payson gateway(s) and install wayfinding elements at each		Short	
6.7.3.2	Consider wayfinding design variations to help define commercial areas of the Town		Medium	

Goal and Strategy		Primary Stakeholder	Completion Timeframe	Implementation Comments
Land Use Element				
6.7.4	**Modernize the land use regulatory process**	Community Development		
6.7.4.1	Consistently apply and enforce regulations on all properties		Short	
6.7.4.2	Consistently apply requirements on all proposals for development		Short	
6.7.4.3	Provide sufficient resources to enforce current codes		Short	
6.7.4.4	Eliminate regulations that are not uniformly enforced		Short	
6.7.4.5	Proactively engage the development community by hosting periodic "roundtable" topic discussions		Short	
6.7.4.6	Evaluate catalysts for development including fee waivers, streamlined development reviews, and other strategies		Short	
6.7.4.7	Work with the development community to design and implement cost effective strategies to manage capital costs incurred by new growth		Medium	
6.7.4.8	Establish administrative review and approval procedures for applications meeting clearly defined criteria		Short	
6.7.4.9	Work with the Design Review Board to establish standards for commercial development, which if met can be approved quickly by Town administration		Short	
6.7.5	**Incorporate a variety of housing options in all mixed-use residential developments**	Community Development		
6.7.5.1	Incentivize the inclusion of affordable housing in new developments		Long	
6.7.5.2	Adopt a recommended ratio of affordable, workforce, and market housing		Long	
6.7.6	**Provide safe, modern communication infrastructure**	Administration		
6.7.6.1	Encourage new development to provide up-to-date technology and communications infrastructure		Short	
6.7.6.2	Promote both wireless and wired infrastructure as appropriate		Short	

Growth Area

Goal and Strategy		Primary Stakeholder	Completion Timeframe	Implementation Comments
Growth Area Element				
7.3.1	**Participate in land management decisions inside and outside the Town**	Administration		
7.3.1.1	Work with the U.S. Forest Service to identify special recreation areas on USFS open space land within town to identify areas of protection versus base exchange property for possible future development		Short	
7.3.1.2	Continue the open dialogue with the entity acquiring the forest service site along SR260 to ensure it is developed in a manner consistent with the Town's goals		Medium	
7.3.2	**Create a Main Street District**	Community Development		
7.3.2.1	Designate Main Street as a district for mixed-use development		Short	
7.3.2.2	Promote a strong community identity with a Main Street District and Event Plan		Short	
7.3.2.3	Encourage mixed use buildings with residential units above first floor commercial space		Short	
7.3.2.4	Provide protected and shaded sidewalks throughout the Main Street Growth Area		Long	
7.3.2.5	Attract dining, small retail, and entertainment business to increase the time spent by each visitor to the district		Long	
7.3.2.6	Facilitate infill investments in the district		Short	
7.3.3	**Provide and implement a clear vision for the growth areas**	Community Development		
7.3.3.1	Proactively refine the development and building codes and approval processes to promote the growth area vision		Medium	
7.3.3.2	Design mixed-use districts that encourage development within a quarter-mile walkable radius from a community gathering anchor		Long	
7.3.3.3	Provide affordable, workforce housing with higher density, mixed-use, mixed-income development		Medium	
7.3.3.4	Ensure adequate public safety personnel and facilities to serve projected growth		Short	
7.3.3.5	Strengthen green and technology infrastructure		Long	
7.3.3.6	Work with the development community to promote Payson as a model for low-energy, sustainable building practices		Medium	
7.3.4	**Concentrate uses to promote infill development and preserve open space**	Public Works		
7.3.4.1	Invest in public infrastructure to meet the current and future needs of development while protecting the community's natural resources		Medium	
7.3.4.2	Encourage pedestrian or bicycle movement between commercial destinations to reduce the number of pass-by trip ends per establishment		Medium	
7.3.4.3	Encourage development at Town gateways that welcome visitors, with the goal to extend time spent in the Town by pass-through travelers		Medium	
7.3.4.4	Work with the Sustainability Advisory Group and local developers (see 3.3.9.3 and 6.7.4.5) to develop a method of evaluating the potential environmental impacts of proposed development		Medium	

	Goal and Strategy	Primary Stakeholder	Completion Timeframe	Implementation Comments
Growth Area Element				
7.3.5	**Create a vibrant and diverse economy with appropriately scaled businesses**	Administration		
7.3.5.1	Conduct a market feasibility study to identify needs and opportunities		Short	
7.3.5.2	Recruit a sustainable, vibrant and diverse retail market		Medium	
7.3.5.3	Target clean, light or medium intesity industrial development		Medium	
7.3.5.4	Work with the Chamber of Commerce to promote, strengthen and recruit small independent shops		Short	
7.3.5.5	Capture a greater share of the retail expenditures by encouraging pass-through traffic to stop and frequent local business		Medium	
7.3.5.6	Encourage infill opportunities for vacant or underutilized parcels		Medium	

Circulation/Transportation

	Goal and Strategy	Primary Stakeholder	Completion Timeframe	Implementation Comments
Circulation/Transportation Element				
8.4.1	**Adopt and implement an annual Capital Improvements Plan**	Administration		
8.4.1.1	Incorporate highest local transportation priorities into the CIP		Short	
8.4.1.2	Use CIP process to educate the public on transportation, and other, Town priorities		Short	
8.4.2	**Continue to be involved in ADOT's efforts to develop an alternate route to alleviate traffic congestion and infrastructure demands**	Administration		
8.4.2.1	Differentiate between Payson's visitor traffic stopping in Town on the way to natural resource recreation areas, and commercial traffic passing through		Long	
8.4.2.2	Work with ADOT and U.S. Forest Service to design an alternative route that maximizes the use of federal land to prevent new commercial interchanges or strip development along the proposed route		Long	
8.4.3	**Design and implement a gateway vision that encourages pass-through traffic to visit**	Public Works		
8.4.3.1	Support the design of a trolley system to improve in-Town connections		Medium	
8.4.3.2	Transform existing commercial corridors to be pedestrian friendly		Long	
8.4.3.3	Reduce traffic speed through better design		Medium	
8.4.3.4	Develop guidelines for landscaping major arterials and collector streets		Short	

	Goal and Strategy	Primary Stakeholder	Completion Timeframe	Implementation Comments
Circulation/Transportation Element				
8.4.4	**Encourage non-motorized movement around town**	Public Works		
8.4.4.1	Develop a town-wide network of trails and sidewalks, with the first priority to connect residential neighborhoods to commercial centers		Long	
8.4.4.2	Mitigate excessive vehicle miles traveled during peak visitor times with new infrastructure for connectivity and mobility for non-motorized transport		Medium	
8.4.4.3	Identify and implement traffic calming design standards for all collector roads		Short	
8.4.4.4	Work with existing development to reduce the number of sidewalk curb-cuts		Short	
8.4.4.5	Provide additional signalized crosswalks along busy commercial corridors		Short	
8.4.5	**Create a more unified look and feel to state-owned commercial corridors**	Community Development		
8.4.5.1	Work with State and commercial stakeholders		Medium	
8.4.5.2	Adopt a corridor overlay focused on building form, style, orientation, and massing		Medium	
8.4.5.3	Ensure effective sign regulations adjacent to state-owned rights-of-way and in commercially zoned corridors		Short	
8.4.6	**Provide transit service in town**	Administration		
8.4.6.1	Negotiate agreements with large employers to support a shuttle system		Medium	
8.4.6.2	Partner with a higher education administration to provide Town-wide transit service		Medium	
8.4.7	**Increase pedestrian and bicyclist safety**	Public Works		
8.4.7.1	Identify traffic calming improvements and develop a phased implementation plan		Short	
8.4.7.2	Identify specific off-road options and develop a funding plan		Medium	
8.4.8	**Implement previously adopted plans to improve the Town's transportation system**	Administration		
8.4.8.1	Develop a phasing and funding strategy to implement the 2009 Payson Airport Master Plan		Short	
8.4.8.2	Prioritize and incorporate the 2011 Payson Transportation Study recommendations into the annual CIP to implement the projects in a fiscally responsible manner		Short	

Cost of Development

Goal and Strategy		Primary Stakeholder	Completion Timeframe	Implementation Comments
Cost of Development				
9.5.1	**Utilize the annual Capital Improvements Plan to implement General Plan strategies**	Administration		
9.5.1.1	Maintain public facilities and services to provide current levels of service to new development		Medium	
9.5.1.2	Maintain or improve necessary public services		Short	
9.5.1.3	Plan for joint school/recreation facilities		Medium	
9.5.2	**Ensure the long-term financial stability of the Town with fiscally responsible policies and actions**	Administration		
9.5.2.1	Explore opportunities for economies of scale. Create service efficiency through regional partnerships		Medium	
9.5.2.2	Consider opportunities to share costs for public safety infrastructure		Short	
9.5.2.3	Support quality education opportunities		Medium	
9.5.3	**Encourage high-quality infill development in the designated growth areas where existing infrastructure has the capacity to absorb growth**	Community Development		
9.5.3.1	Encourage more dense development to increase market feasibility		Short	
9.5.4	**Form an economic development strategy that identifies target industries**	Administration		
9.5.4.1	Work with Gila Community College to design training programs to provide the workforce for identified traget industry employers		Short	
9.5.5	**Examine and implement fiscal tools that incentivize development while offsetting its cost to the community**	Administration		
9.5.5.1	Ensure that new development pays its fair and proportionate share of the cost to maintain current levels of public services such as public safety, parks and recreation, streets, and water resources		Short	

11 APPENDICES

11.1 2012 PAYSON COMMUNITY SURVEY

1. Please indicate your age range to help us with this survey's analysis.

For each of the following questions, please select an answer from the list below:

a. Poor
b. Fair
c. Good
d. Exceptional
e. No Opinion

2. Town Size – How would you rate the size of Payson? (Number of businesses, buildings, homes, etc.?)
3. Town Atmosphere – How would you rate the "feel" of Payson?
4. School Facilities – How would you rate the school buildings/grounds, in regards to:
   - safety?
   - building size?
   - building quality?
5. Recreation – How would you rate the quality of the recreational opportunities in Payson, in regards to:
   - trails/bikeways?
   - parks?
   - athletic fields?
   - sports programs?
   - recreational programs?
   - indoor facilities (pool, basketball, etc.)?
   - community programs (YMCA, etc.)?
6. Public Safety – How would you rate public safety in Payson, in regards to:
   - crime prevention?
   - personal safety?
   - police/citizen relationships?
7. Entertainment – How would you rate the quality of entertainment in Payson, in regards to:
   - outdoor events?
   - concerts?
   - movie/shows?
   - cultural events/places?
   - art/craft centers?

8. Shopping – How would you rate shopping opportunities in Payson, in regards to:
   - convenience of stores?
   - variety of shops?
   - number of places to shop?
9. Location – How do you feel about Payson's location in relationship to a large city/urban area?
10. Transportation – How would you rate transportation choices in Payson (e.g., automobile, bus, bicycle, walking, etc.)?
11. Employment – How would you rate employment opportunities in Payson, in regards to:
    - availability of jobs?
    - convenience of location?
    - pay?
12. Educational Quality – How would you rate the education system in the Town, in regards to:
    - importance of subject matter?
    - quality of teaching?

For each of the following questions, please provide additional thoughts regarding your thoughts about the Town of Payson:

13. What are two aspects of Payson that you like most?
14. What are two aspects of Payson that you dislike most?
15. Name one change that you would like to see in Payson to make it a more enjoyable place for you.

For the following questions, please select an answer from the list below:

a. Yes
b. No
c. Undecided

16. Would you like to continue to live or work in Payson now?
17. Would you like to continue to live or work in Payson in 10 years?

11.2 Urban Land Institute – Definitions of Retail

The term "retail" generally refers to operations involved in the sale of goods, merchandise, or services from a fixed location, such as a shopping center or freestanding store. Retail can generally be classified into two major categories by building configuration: **general retail**, which is typically single tenant freestanding general purpose commercial buildings with parking; and, shopping centers.

The definition of a **shopping center** is standard. As formulated by the former Community Builders Council of the Urban Land Institute (ULI) in the 1950s and reaffirmed over time, a shopping center is a group of commercial establishments planned, developed, owned, and managed as a unit related in location, size, and type of shops to the trade area it serves. It provides on-site parking relating to the types and sizes of its stores.

As the shopping center evolved, five basic types emerged, each distinctive in its own function: the convenience, the neighborhood, the community, the regional, and the super-regional. In all cases, a shopping center's type and function are determined by its major tenant or tenants and the size of its trade area; they are never based solely on the area of the site or the square footage of the structures.

ULI defines the five types of shopping centers that comprise the majority of retail development in the United States. Each type is described below.

Convenience Center — Provides for the sale of personal services and convenience goods similar to those in a neighborhood center. It contains a minimum of three stores, with a gross leasable area (GLA) of up to 30,000 square feet. Instead of being anchored by a supermarket, a convenience center is usually anchored by some other type of personal/convenience services such as a minimarket.

Neighborhood Shopping Center — This type of retail center provides for the sale of convenience goods (foods, drugs, and sundries) and personal services (e.g. laundry and dry cleaning, hair styling, shoe repair and tailoring) for the day-to-day needs of the residents in the immediate area. It is built around a supermarket as the principal tenant, and typically contains a gross leasable area of about 60,000 square feet. In practice, neighborhood centers can range from 30,000 to 150,000 square feet.

Community Shopping Center — In addition to the convenience goods and personal services offered by the neighborhood center, a community center provides a wider range of soft lines (wearing apparel) and hard lines (hardware and appliances). The community center makes merchandise available in a greater variety of sizes, styles, colors, and prices. Many centers are built around a junior department store, variety store, super drugstore, or discount department store as the major tenant, in addition to a supermarket.

Although a community center does not have a full-line department store, it may have a strong specialty store or stores. The typical size is about 150,000 square feet of gross leasable area, but in practice, it may range from 100,000 to 350,000 or more square feet. Centers that fit the general profile of a community center but contain more than 250,000 square feet are classified as super community centers. As a result, the community center is the most difficult to estimate for size and pulling power.

A power center is a type of super community center that contains at least four category-specific, off-price anchors of 20,000 or more square feet. These anchors typically emphasize hard goods such as consumer electronics, sporting goods, office supplies, home furnishings, home improvement goods, bulk foods, health and beauty aids, and personal computer hardware/software.

Regional Shopping Center — This type of center provides general merchandise, apparel, furniture, and home furnishings in depth and variety, as well as a range of services and recreational facilities. It is built around two or more full-line department stores of generally not less than 50,000 square feet. The typical size is about 500,000 square feet of gross leasable area, but in practice, it may range from 250,000 square feet to more than 800,000 square feet.

Super Regional Shopping Center — A super regional center offers an extensive variety in general merchandise, apparel, furniture and home furnishings, as well as a variety of services and recreational facilities. It is built around three or more full-line department stores generally of not less than 75,000 square feet each. The typical size of a super-regional center is about 1 million square feet of GLA. In practice, the size can range from about 500,000 to more than 1.5 million square feet. The figure below contains the criteria for the five types of shopping centers described above. It should be noted that free standing and “Main Street” stores can constitute a significant amount of retail in any marketplace as well. National chain pharmacies and grocery stores have increasingly embraced the stand alone building concept.