# PAYSON GENERAL PLAN UPDATE 2014-2024
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*Prepared for:*

*Town of Payson, Arizona*

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*May 20, 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 year-long Update process.

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- Town Council
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# 1 GENERAL PLAN AND PLANNING FRAMEWORK

The Town of Payson General Plan Update 2014-2012 (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 issues, and set prioritized goals for a series of Planning Elements.

## 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 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 incorporate municipal boundary of Town of Payson.

### Previous Plans

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

1996 Unified Development Code - The adopted code stands as 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

2002 – 2012 General Plan –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 included *Goals and Strategies* for seven planning elements: Land Use; Growth; Circulation; Parks, Recreation and Open Space; Environmental Planning; Water Resources; and Cost of Development.

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.

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2007- Airport Master Plan – The Payson Airport Master Plan Update recognized the importance of the airport to the economic health 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, and

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 investments based on population, land use, and traffic growth scenarios.

### Recent Initiatives

Payson is proactively planning. To ensure a high quality of life for residents, the Town crafted a series of ten Community Principals to transition the community vision in to actionable land use decisions.

1. Resource Management
2. Land Ownership
3. Extraterritorial Influence
4. Residential Development
5. Tourism
6. Planned Developments
7. Density
8. Commercial
9. Employment
10. Other Uses

## 1.2 General Plan 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 crafting a General Plan to reflect the shared goals of a community and writing a dynamic vision for the future. The General Plan process included five different types of stakeholder participation opportunities, 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 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 the **Arizona Revised Statute 9-461.05. General Plans; Authority; Scope** legislation, and then into sub-categories based on specific topics to be address in the General Plan. This process revealed important themes about how Payson stakeholders feel about growth and development in the Town.

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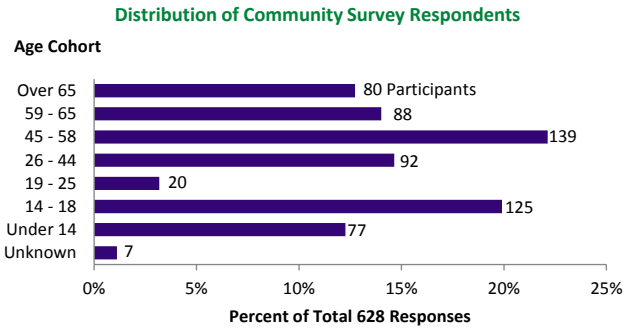
## Community Participation




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

Town staff and plan 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 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.

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

- Town size,
- Town 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 this Plan to support the content, issues, and goals discussed in each chapter.

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[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.

## Critical Issues

The Payson General Plan Update 2014-2024 organizes the identified *Critical Issues* in a series of Element chapters required by the **Arizona Revised Statute 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 achieve the identified goals.

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. Parks, Recreation, and Open Space Element
    - Recreation. Take action to provide adequate land and amenities to serve increasing demand.
4. Land Use Element
    - Growth Management. Take action to prioritize infill redevelopment 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.

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## Community Vision and Guiding Principals

The General Plan's *Vision Statement* is derived directly from the input of participants in the process from the first kick-off meeting, through the community surveys, as well as the guidance provided by the appointed *Steering Committee*. The *Vision Statement* sets the tone for the plan and lays the foundation upon which the *Guiding Principles, Goals,* and *Implementation Strategies* are built. 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; many 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
Western heritage
Friendly people
Safe
Clean
Healthy
Resilient
Sustainable
Self-sufficient

Small-town
Recreation
Tourism
Quality education
Well-paying jobs
Economic development
Prosperity
High quality development

Open communication
Forward thinking
Well-rounded
Vibrant
Generosity
Managed growth
Pioneer spirit

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## Guiding Principles

The General Plan Update 2014-2024, as mandated by Arizona Statute, has seven sections or General Plan 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 Plan's influence as a guide for the community over the next decade.

The Guiding Principles for each General Plan Element are:

- Environmental: Strengthen and expand partnerships to continue environmental innovations.
- Water Resources: Utilize prudent allocation of resources to support economic development and environmental sustainability.
- Parks: Expand active and passive recreational opportunities through programmatic and facility improvements.
- Land Use: Enhance Payson's small-town atmosphere and economic development opportunities with strategic land use policies for new development and redevelopment areas.
- Growth Areas: Enact effective growth management policies and sustainable economic development.
- Circulation/Transportation: Enhance the existing transportation infrastructure to increase connectivity, to improve alternative transportation, and to reduce traffic congestion.
- 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 Chapter begins with a *Guiding Principle*, and a discussion of current conditions. The *Goals* set forth for each Plan Element address these issues in a manner that achieves the *Guiding Principle*. The *Implementation Strategies* for each *Goal* then move the plan forward in the direction of the defined *Vision, Principle*, and *Goal,* which should positively impact the identified issue.

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# 2 INTRODUCTION: PAYSON ARIZONA

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

## 2.1 TOWN OF PAYSON IN CONTEXT

Payson is strategically placed in 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 a modest 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 the fluidity of economies across 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.

### 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 Road 87/Beeline Highway, which connects Payson to Phoenix, and by the east-west running State Road 260. Payson's land area covers approximately 19.5 square miles. Included within the incorporated municipal boundary of Payson is 6.2 square miles of Tonto National Forest.

Gila County (Payson Micropolitan area): With a land area of approximately 4,796 square miles, Gila County is bounded by Yavapi 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.

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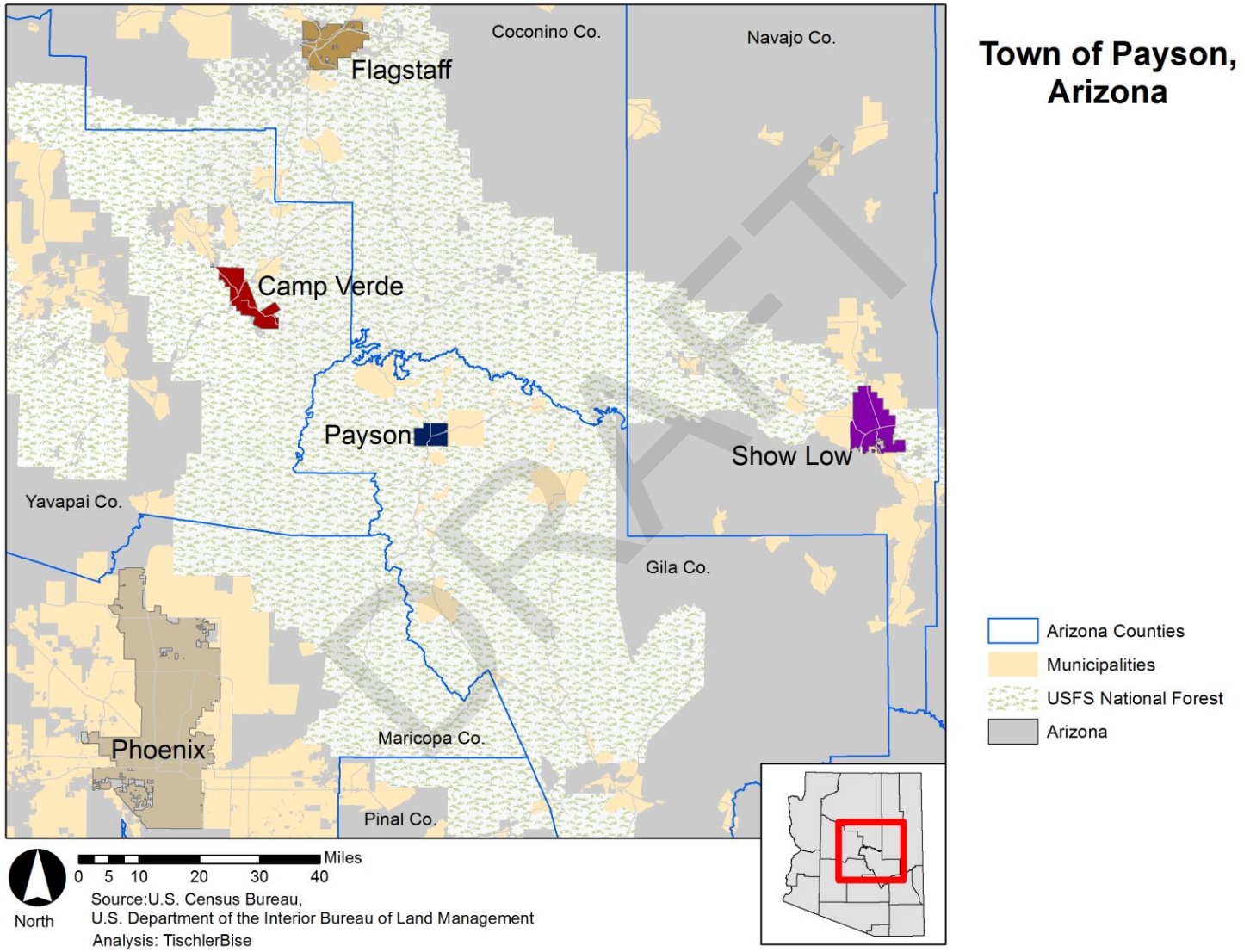
## Map 1: Town of Payson and Peer Geographies



## 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 expected change.

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 the Town. This demonstrates the importance of Payson as the regional population hub.

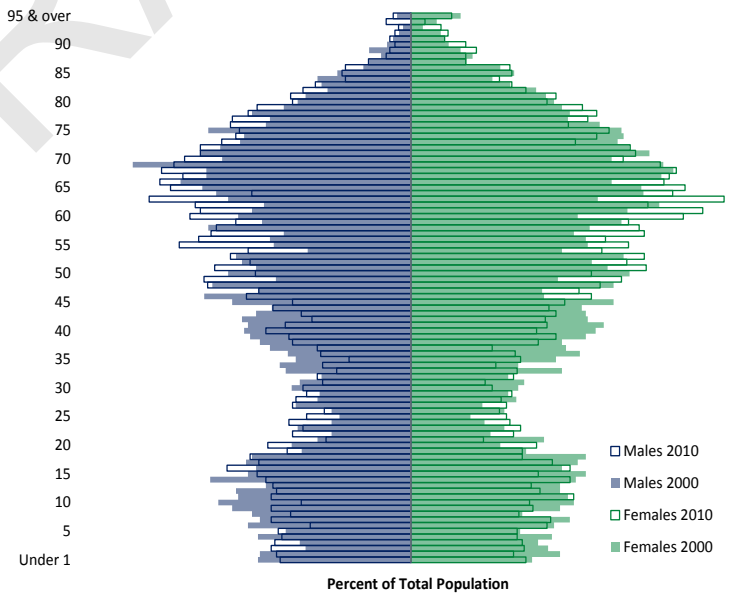
Payson has an economic opportunity not shared by the peer geographies; with 785 persons per square mile, Payson has the highest population density of all the study geographies. Payson is followed by Show Low City with 261 persons per square mile. Camp Verde had 252 in 2010. Gila County, with 11 persons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

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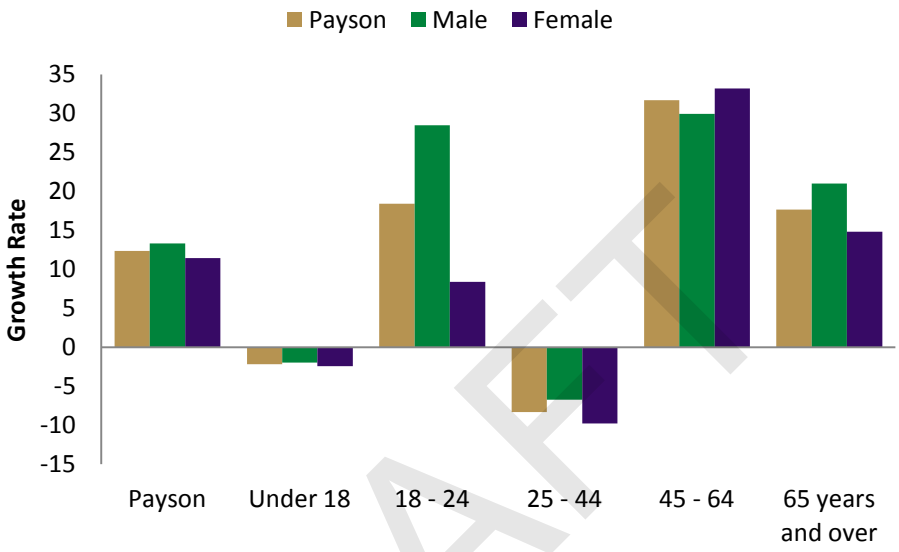
Gains in shares of the population over age 45, and between ages 18 and 24, were balanced by losses of primary school-aged children, and the primary workforce cohort of 25 to 45. Figure 2 below shows population growth rates between decennial census counts for the Town population and for the male and female 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 Town of Payson. 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; and 2000 Decennial Census Summary File 1, QT-H1.

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## 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 Town of Payson, 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 Town of Payson and all peer geographies to allow for data comparisons.

### Race and Ethnicity

Figure 4 shows the distribution of population by race for Town of Payson 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 fewer 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.

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## Poverty

Town of Payson 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, Town of Payson 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 | 10.4 | 20.9 | 16.2 |
| Persons under 18 in poverty | 19.1 | 32.6 | 22.9 |
| Persons aged 18 to 64 in poverty | 10.0 | 21.8 | 15.1 |
| Persons over 65 in poverty | 4.9 | 7.2 | 8.2 |

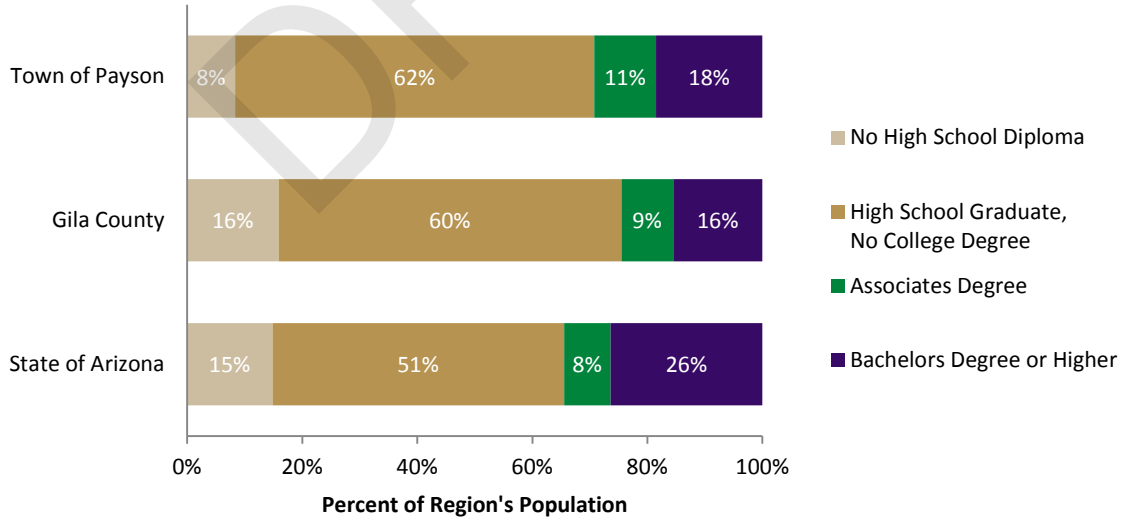
Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2007-2011.

## Educational Attainment

Town of Payson's 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 Town of Payson and peer geographies.

**Figure 6: Educational Attainment**




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

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## 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 Town of Payson.

**Figure 7: Occupation Distribution for the Town of Payson**

| Occupations | *Percent of Employed Civilians* |
|---|---|
| Management, professional, and related | 30.9 |
| Service | 29.7 |
| Sales and office | 19.5 |
| Construction, extraction, maintenance and repair | 11.6 |
| Production, transportation, and material moving | 8.3 |

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

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## 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 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.

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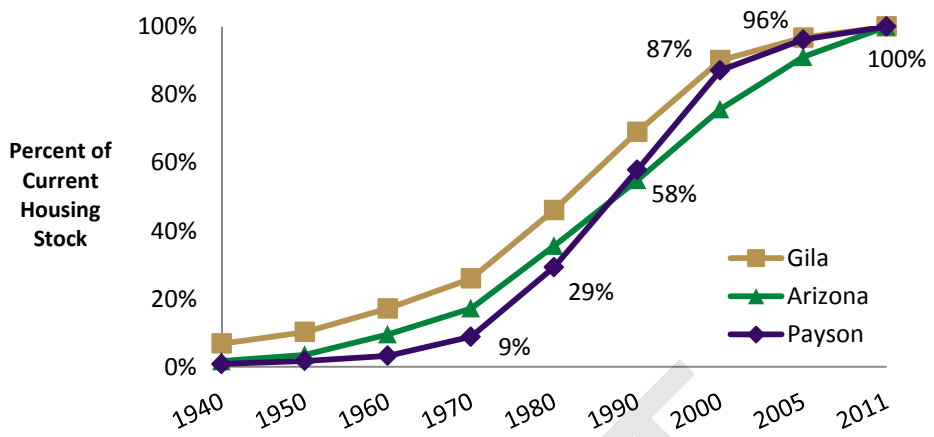
**Figure 9: Share of Current Housing Stock Added by Decade**




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

## Home Values

Over half of Town of Payson's 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 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.

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## 2.6 Household Demographics

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 *vacancy rate* of 23 percent.

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

| Units in Structure | Renter & Owner Persons | Renter & Owner Households | 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 | Households | 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.

## 2.7 Industry and Occupation Employment

Economic trends for Town of Payson are intricately connected to regional economic activity, and are influenced by the national and global economic landscape. 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. Data collected by the U.S. Census Bureau, Bureau of Labor Statistics, 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.

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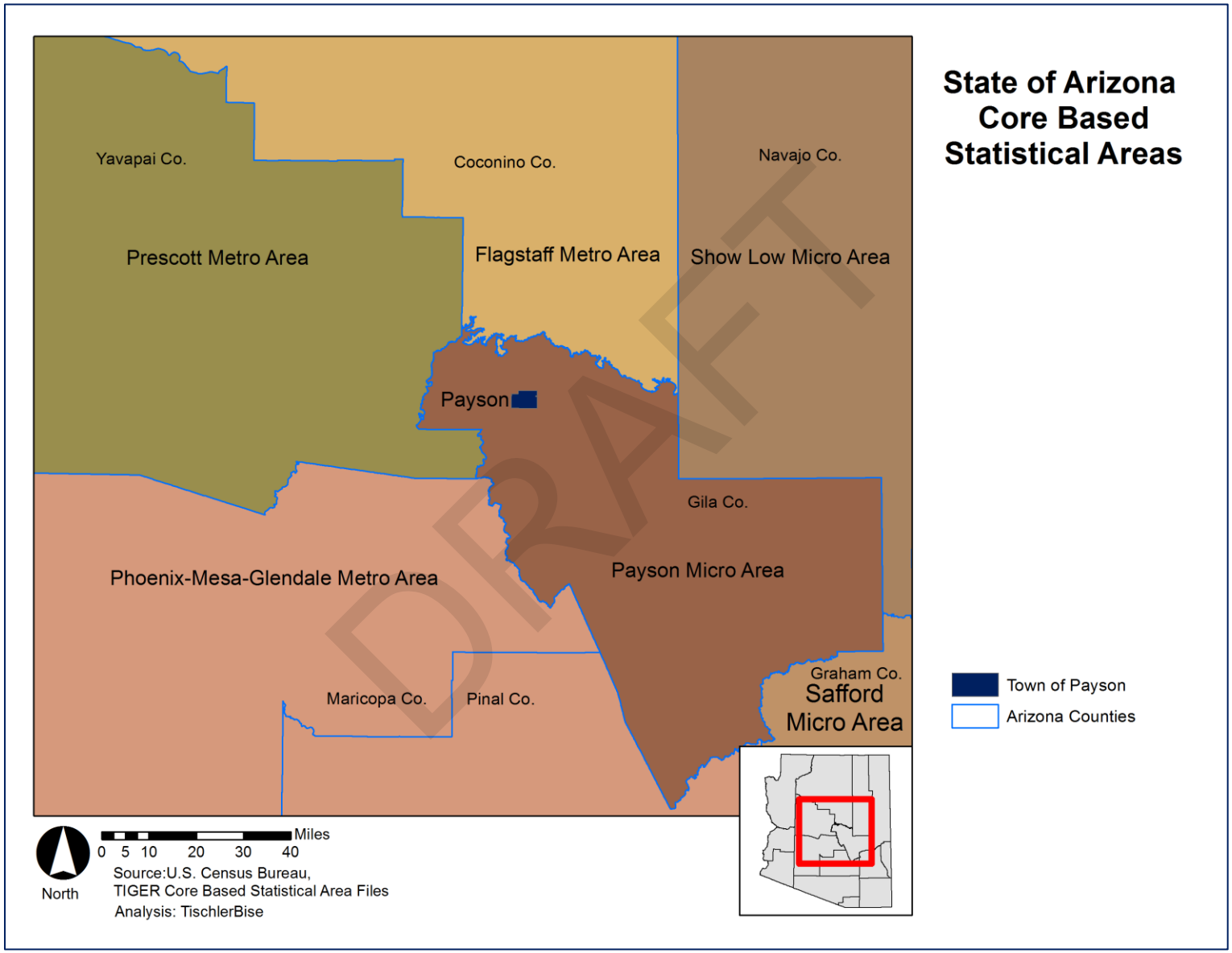
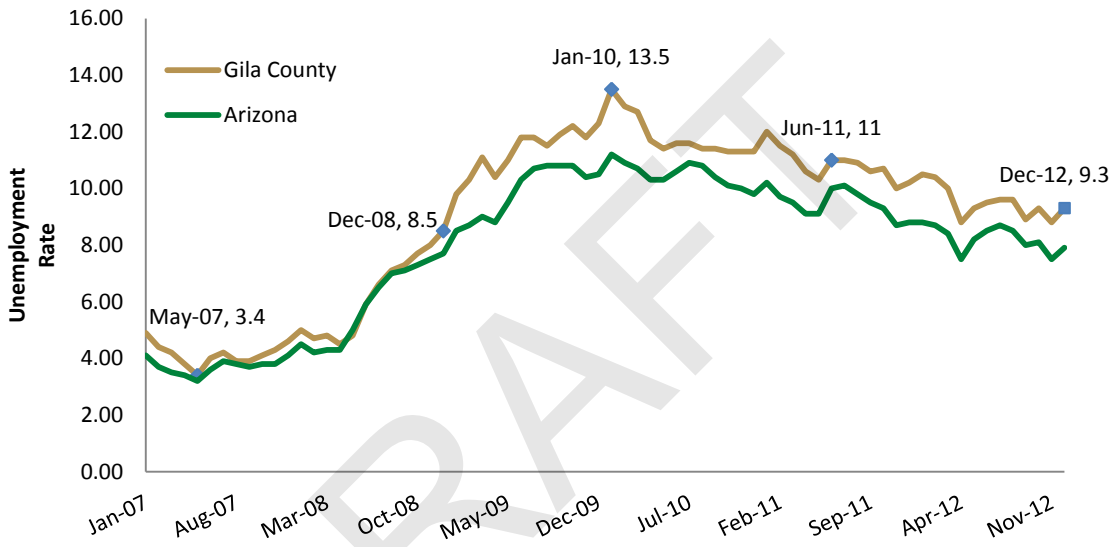
## Map 2: Gila County Economic Region



## 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 12: Local Area Unemployment Rate**




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

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## Industry Employment

According to the BLS, private industry employment is 65 percent of the 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 13 for a four-year trend of industry employment for Gila County.

### Figure 13: 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. 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.

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[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 14 compare the 2nd quarter 2011 county economy to that of Arizona and the United States to identify specializations in the local economy.

### Figure 14: 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).

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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 15 below.

Since 2005, Gila County had negative growth in total occupational employment, losing just under 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 15: 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 |

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

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The economic recession of recent years has expedited the industrial and occupational shifts that were beginning before 2008. The State of Arizona projects that Arizona 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, will be added outside the Phoenix or Tucson metropolitan areas. Due to this forecast, it is important that Gila County and Payson identify the best opportunities to capitalize on existing industry concentrations and occupational strengths.

## 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 local labor market conditions that was previously unavailable at a municipal level due to confidentiality protections afforded to workers and employers. The Local Employment Dynamics (LED) OnTheMap program 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 LED 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 LED program makes available previously suppressed municipal-level data, the LED OnTheMap web-based geospatial utility allows municipal trends to be compared to larger geographic regions.

### Payson Workforce by Industry

As Figure 16 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.

Analysis conducted by the Central Arizona Governments documents decades of employment fluctuation in the Greater Gila County area. The housing boom spanning 2002-2008 attracted residents to the region, and jobs followed. In the depths of the economic recession, the jobs disappeared and the workforce had to search for work where it could be found. Gila County and Payson are still recovering.

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### Figure 16: Town of Payson At-Place Employment Trends

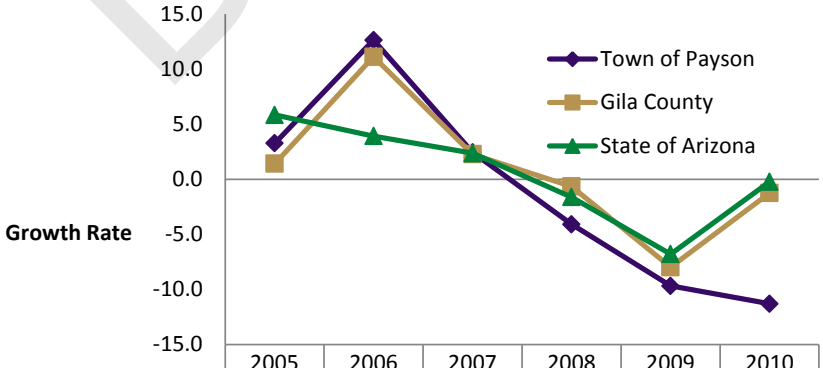
| Industry Sector | Payson Jobs 2004 | Payson Jobs 2007 | Payson Jobs 2010 | Percent of County Jobs 2004 | Percent of County Jobs 2007 | Percent of County Jobs 2010 |
|---|---|---|---|---|---|---|
| Total All Jobs | 4,901 | 5,839 | 4,486 | 41 | 43 | 36 |
| Agriculture, Forestry, Fishing and Hunting | 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

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 17: 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

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As shown in Figure 17, Payson has lost jobs at a faster rate since 2007 than Gila County and State of Arizona, partially 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 of Payson had a single year negative growth rate of 11 percent.

## 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 18 below shows three years of ratios calculated from LED OnTheMap Area Profiles for Town of Payson. 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 Town, 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 18, 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 presence for industries like manufacturing which has lost jobs in Payson but gained residents employed in the industry. Wholesale Trade has a similar dichotomy.

### Figure 18: 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

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The data presented in Figure 18 show the Town of Payson in the context of a 20-mile, and 40-mile radius from the Town. [3] Economic regions do not adhere to political boundaries such as counties; rather they are shaped by where the workers of a geography's jobs chose to live. The LED 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 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 of Payson were analyzed to determine the economic demand in Town, by type of land use, using "person-hours." See Figure 19 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, LED 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 LED, workers who live in Payson total 5,661. (Of the employed residents, LED 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 of Payson.)

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[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 were drawn and does not represent actual travel times along transportation infrastructure.

### Figure 19: Proportionate Share Factors

| | 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 of Payson 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 of Payson 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.

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A report released by the Arizona Office of Tourism, Arizona Travel Impacts 1998-2011P, 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 LED OnTheMap jobs data (the most recent available) discussed above, similar industry employment in Payson represents 42 percent of "all jobs" located within Town.

**Figure 20: 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

These industry sectors play a greater role in Payson's local economy than the County as a whole. However, Payson also serves as the Travel and Tourism activity hub for Gila County. The data presented in Figure 20 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.

[4] Dean Runyan Associates. (June 2012). *Arizona Travel Impacts 1998-2011P*. Arizona Office of Tourism. Retrieved on 30Jan13 from: **http://www.azot.gov/system/files/712/original/AZImp11p%20FINAL.pdf?1342120889**.

## 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 21. Complete definitions of Shopping Center Types can be found in **Appendix 11.2** at the end of this document.

**Figure 21: Shopping Center Definitions**

| Center Type | Gross 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*

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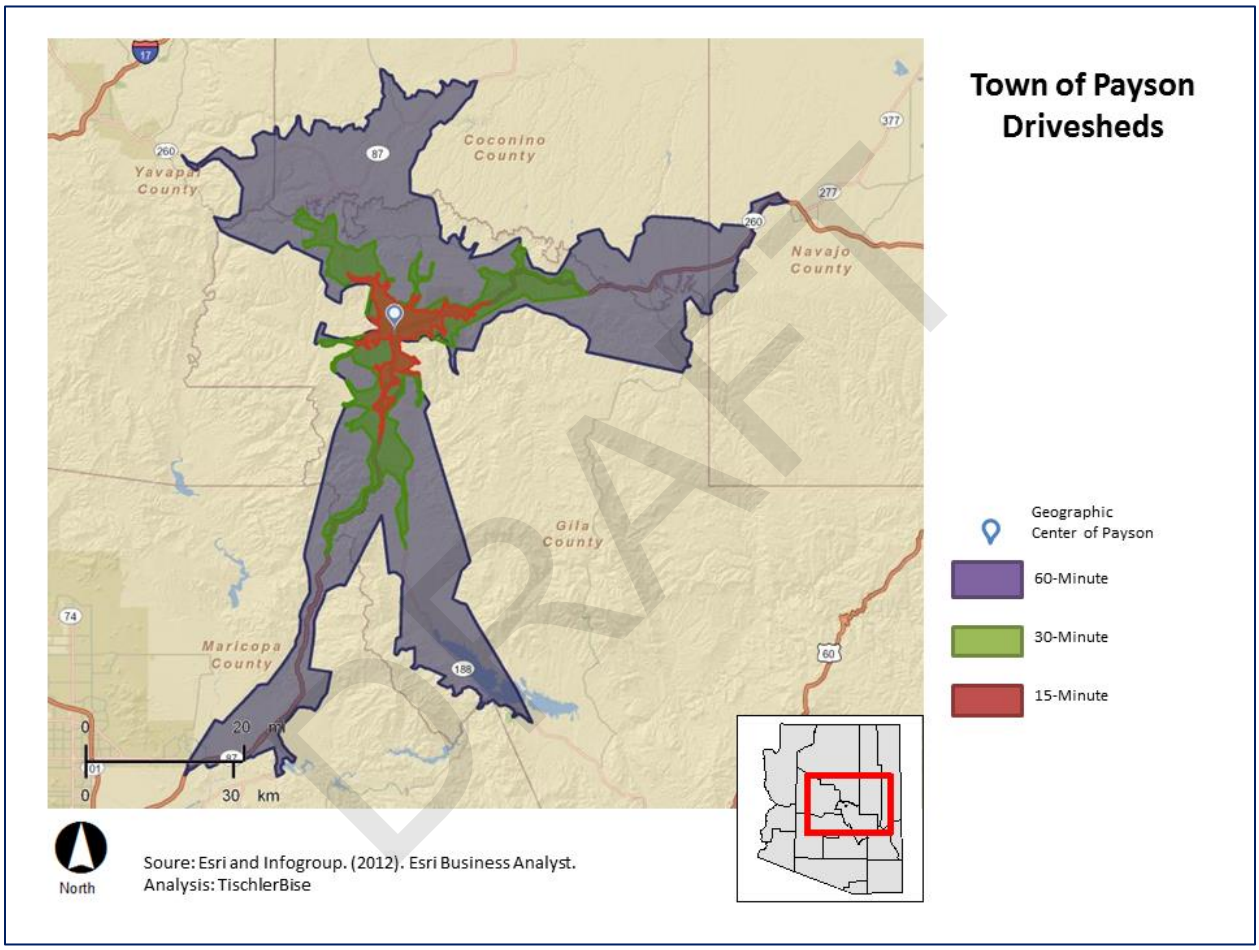
## Local Retail Supply and Demand

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).

**Map 3: 2012 Esri and Infrogroup, 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 22 shows a summary of the opportunity gaps/surpluses in annual expenditures for major retail categories.

### Figure 22: 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 Infrogroup. (2012). Esri Business Analyst.

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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 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 23: 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 Infrogroup. (2012). Esri Business Analyst.

Oversupply of retail has not been an unusual condition in markets nationwide in recent years, but the economic downturn has 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 a few target retail industries including *home goods*, *electronics*, *clothing*, and *office supplies*.

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# 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 Update 2014-2024 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, streams and their riparian buffers, mature trees, and native vegetation is a critical challenge. The natural functions of these features are crucial to the health and beauty of Payson. If destroyed, the natural functions are expensive to recover.

One of Payson's most impressive natural resources is Tonto National Forest. Large tracts of forested land, both inside and outside the Payson's incorporated municipal boundary 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 protected forest provides a growth area boundary, which naturally supports 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.

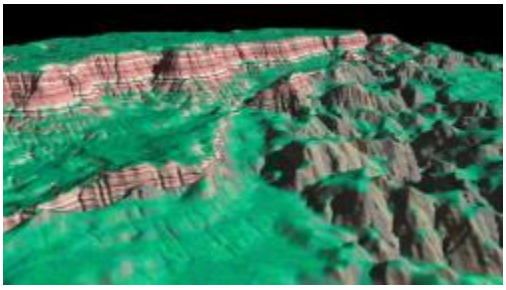
To this end, Payson has planned responsible, well-designed, compact development that encourages green infrastructure, interconnectivity, walkability, fiscal sustainability, and employs the latest in environmental controls. Residential and commercial development is encouraged to use sustainable technologies that employ alternative and renewable energy with minimal to no emissions, and have a positive impact on the tax base. Town of Payson will 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 tableland or bench. The Payson platform 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.



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## Geography

The Town of Payson is located in Northern Gila County, Arizona, and is anchored by the intersection of State Roads 87 and 260. 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 of Payson has several different cover types including Pine-Oak-Juniper, Pine-Juniper, Ponderosa Pine, Mixed Pine/Stringer Pine, and Ponderosa Pine/Oak.

**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 is limited in the Payson area.

**Mixed Pine/Stringer Pine**

This type is predominantly Pine-Oak-Juniper with stringers of Ponderosa Pine threading through the main type.

**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.

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## 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 the community. 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 the Town's future.

## 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), porous pavement, and an increasing number of others. New development and redevelopment proposals are encouraged to incorporate these types of techniques.

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.

**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

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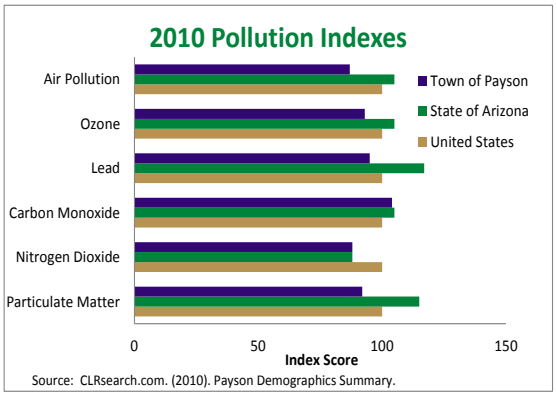
Improved water quality is another benefit of conserving natural resources. Reducing urban sprawl, using porous paving materials, using green infrastructure as natural stormwater buffers and filters, and maintaining healthy vegetative buffers around waterways helps to protect surface and groundwater resources.

## Air Quality




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.

## Energy Efficiency

A growing green government movement promotes sustainability through 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, and promoting growth in Town's development core helps to preserve wildlife habitats and future recreational and environmental amenities.

*Goals and Strategies* identified to concentrated 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 population growth continues, the Town will explore opportunities for public transportation investments.

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## 3.2 Critical Issues

**3.2.1 Preserve and maintain excellent air quality**
**3.2.2 Protect threatened natural resources, wildlife, and open space**
**3.2.3 Balance natural resource preservation with the built environment**
**3.2.4 Implement mandatory recycling in the Town**
**3.2.5 Develop an environmental plan including recycling, alternative energy policy, and other sustainability issues for both existing infrastructure and new construction**
**3.2.6 Develop incentive to encourage participation in the Town's Arizona Solar Community program**

### Discussion

The primary environmental issues identified by Payson stakeholders during the General Plan Update 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. Preserve species diversity and natural habitats, reduce finite resource dependence, and increase 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 Require 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 Develop a tree inventory to set a level of service to be maintained or increased through a planting program
- 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

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### 3.3.5 Develop and adopt a comprehensive energy policy

3.3.5.1 Support the five percent solar energy initiative by developing specific implementation incentives and actions

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 Waive or reduce the permit fees for solar panel installations and other alternative energy improvements

3.3.5.6 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

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# 4 WATER RESOURCES ELEMENT

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

## 4.1 OVERVIEW

### Water Resources Vision

The Town of Payson 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, Town of Payson maintains an abundant 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 incorporated municipal boundary of Payson. Groundwater supply is adequate and meets much of the local demand.

Payson proactively sought to secure a permanent water supply, to ensure an abundant resource to serve anticipated growth in demand. The Town of Payson 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, 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 of Payson is contracted to tap up to 3,000 acre-feet annually. 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 of Payson not to exceed 2,681 acre-feet 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, but is designed to explore 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

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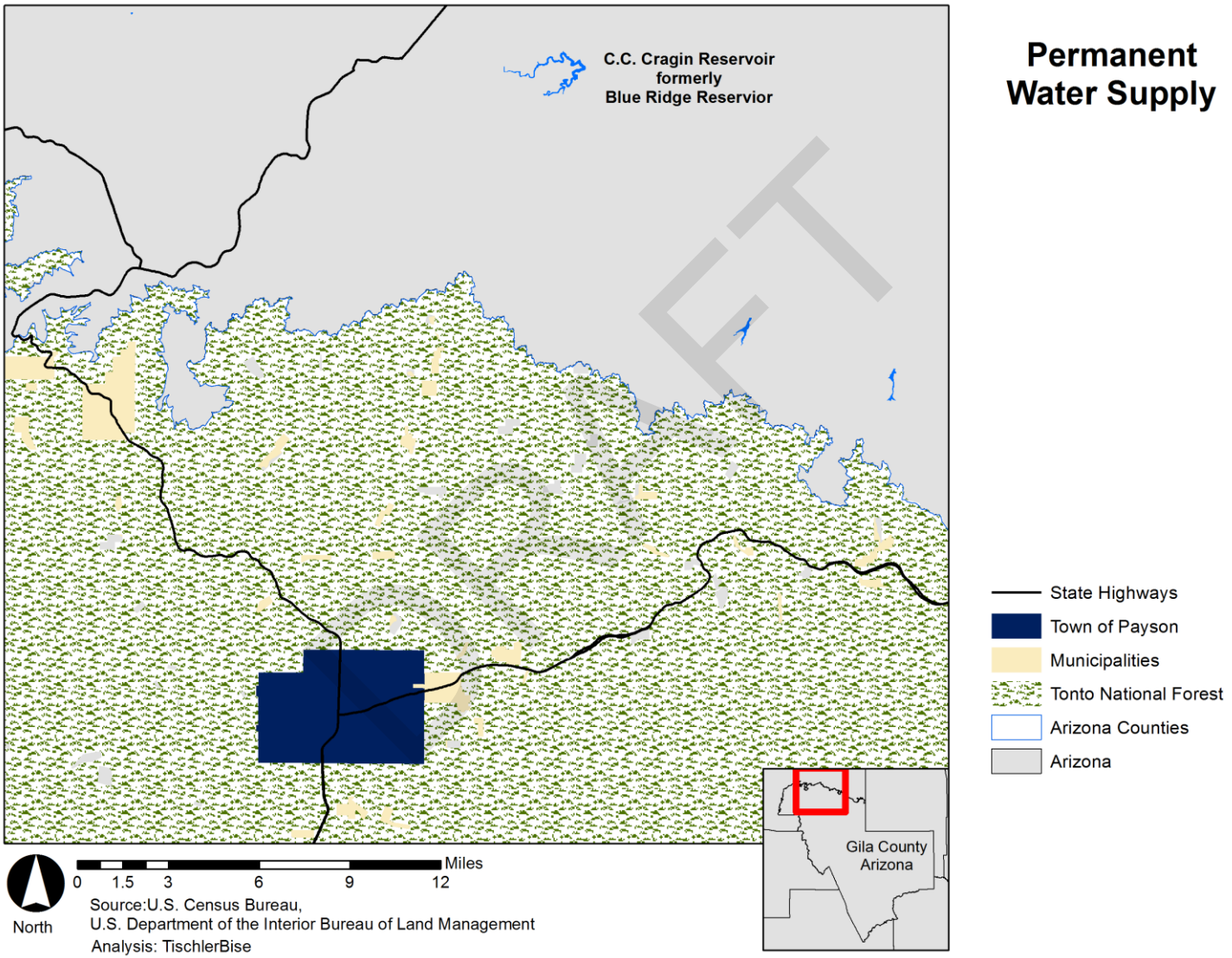
## Map 5: C.C. Cragin Reservoir



## Existing Conditions

### Groundwater

Water for the Town of Payson is supplied almost entirely from groundwater wells within the Town limits, with one well located outside 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 rarely 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 parcel 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

As communities continue to 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 Gila County Sanitation 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.

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**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.

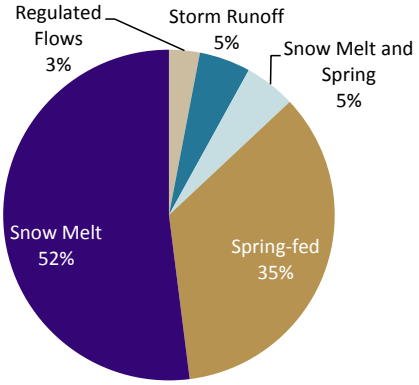
## Watersheds

The U.S. Forest Service Tonto National Forest was designated in 1905 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 about140 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.

**Perennial Flow by Source**




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

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## Water Supply

The Town of Payson Water Department is the largest local supplier of water to homes, 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 incorporated municipal boundary and areas to the north are considered "well head protection areas" (Payson Water Department, 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 acre-foot) 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 2015.

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## Water Quality

In addition to water supply, water quality is always a public health concern. 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 of Payson 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 than5,000 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.

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## 4.2 Critical Issues

### 4.2.1 Continue to have sustainable water conservation policies that acknowledge the finite resource

### 4.2.2 Generate revenue through the sale of water sufficient to pay for the system

### Discussion

As vital as water is to Payson as a natural resource there were only two primary issues expressed by the community – the need to maintain conservation policies to preserve the water supply as a finite resource balanced with the need to pay for the new 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 CC Cragin Reservoir effectively doubles the town's permanent supply necessary to sustain a build out population of 40,000 to 45,000 (Payson Water Department, 2013)

As Payson arguably has the most strict water conservation law in the state, the town needs to balance loosening its 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 has approximately 15,000 acre feet 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 additional water supplies provides a level of protection in the event of long term drought not previously in place in the Town.

Revenue generated from its surface water excess can be invested into 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 to keep the Town's financial status strong. 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.

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## 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 grey water supplies are not adequate

4.3.3.2 Set rates that will 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

### 4.3.5 Coordinate with the Sanitary District to provide water and sewer 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

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# 5 PARKS, RECREATION, AND OPEN SPACE ELEMENT

*Expand recreational opportunities through a variety of programming and facility improvements*

## 5.1 OVERVIEW

### Parks, Recreation, and Open Space 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 Town is linked to its abundant outdoor resources. Population growth and increased development is in part due to the popularity of Payson's location and amenities. The Town of Payson 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 of Payson will provide recreational programs designed to teach new skills, improve physical health, and celebrate the arts, in high quality facilities.

The Town of Payson 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 incorporated municipal boundary of Payson includes over 100 acres of Town-owned land, 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

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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 24: 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*

## 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 outlined in the Land Use Element, 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 serves as green infrastructure, or an interconnected network of green spaces, 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.

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## 5.2 PARKLAND AND AMENITIES

### Park Classifications

The Town of Payson 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 Town of Payson. 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 and a portion of the U.S. Forest Service's Base for Exchange property along State Road 260 has been identified for community parkland development, as necessitated by future development.

#### 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

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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 of Payson will continue to work with residential developers to provide neighborhood parkland for 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 of Payson 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.

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### 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.

## 5.3 Open Space

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

### Town Hall Picnic Area

The area, which is adjacent to the Town Hall complex, and is one acre, provides picnic facilities and open space with mature trees for shade. It is located at the southeast corner of Malibu Drive, along Beeline Highway.

### 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.

### Houston Mesa Campgrounds

In 1996, the U.S. Forest Service established 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 a half miles north of the junction of Beeline Highway and State Road 260. It provides shower facilities, flush toilets, a dump station and water.

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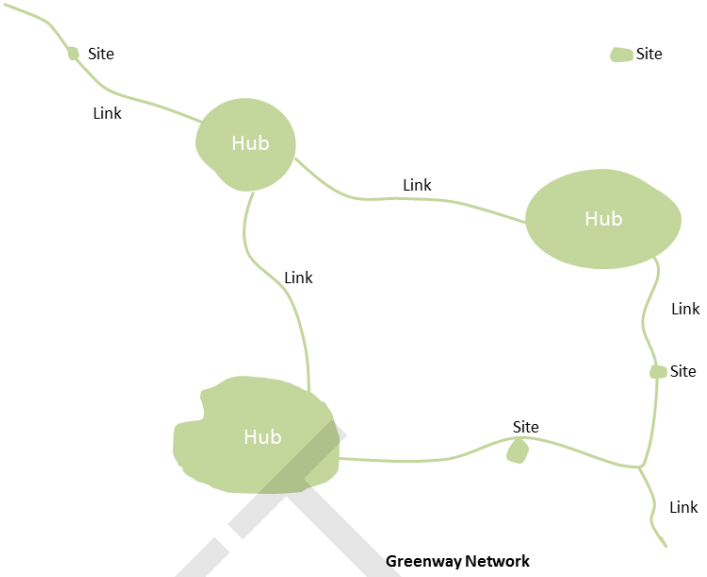
## 5.4 Multi-Modal Trails

### Trail Classifications

Existing trails within Town of Payson 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 incorporated boundary of Payson 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.

#### 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 25 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 of Payson website.

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### Figure 25: 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 |
| | **24.9** | **Total Miles** | |

Source: Town of Payson, Department of Parks, Recreation, and Tourism. Retrieved April 2013 from: http://www.paysonrimcountry.com/MountainRecreation/HikingTrails/PaysonAreaTrailsSystem.aspx

## Existing Trails and Trailheads

Trail use is a major recreation activity in the Town of Payson. There are eight regional trail access points within the Town. 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 Town of Payson 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.

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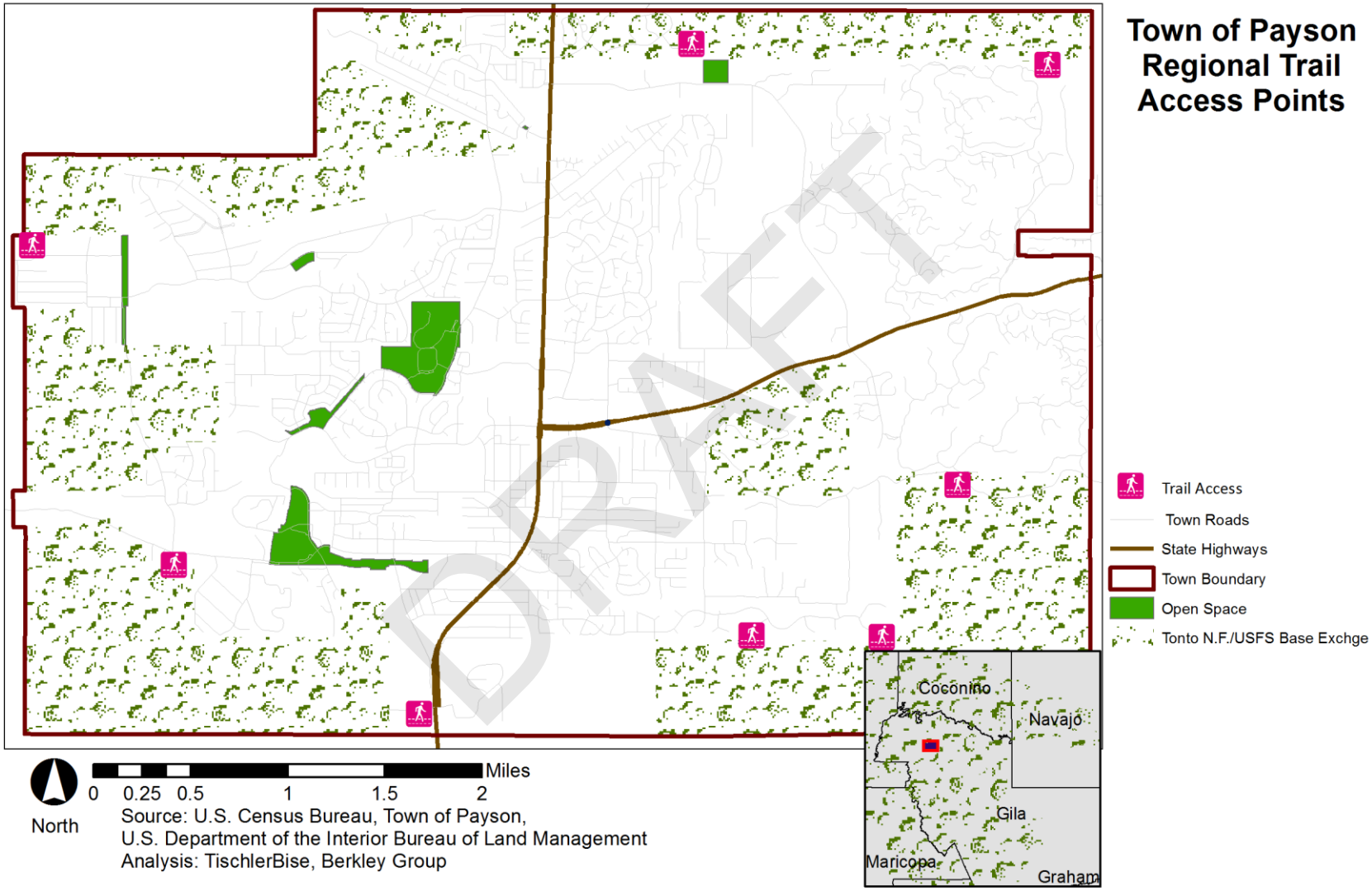
## Map 6: Regional Trail Access Points in Town of Payson



## 5.5 Critical Issues

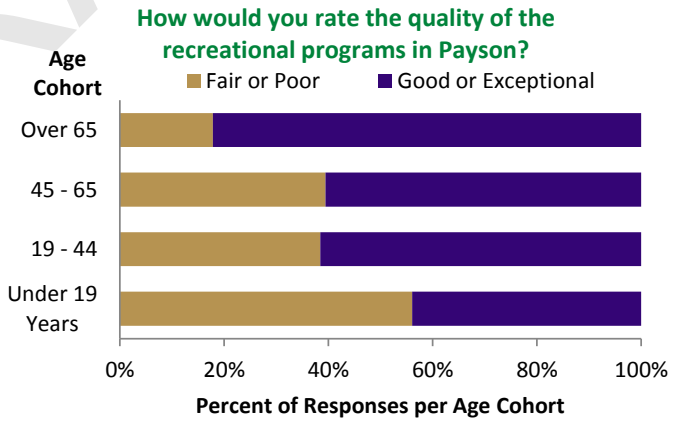
**5.5.1 Creation, Adoption and Continued Execution of a comprehensive Parks and Recreation Master Plan**
**5.5.2 Prioritize community versus neighborhood parks**
**5.5.3 Increase affordability and access of recreational programs for youth**
**5.5.4 Enhance the existing trail network to be more connected and comprehensive**
**5.5.5 Complete the U.S. Forest Service land purchase**
**5.5.6 Better utilize Tonto National Forest**
**5.5.7 Maintain and strengthen working partnerships with federal management of U.S. Forest Service lands**

### Discussion

The annual Town of Payson Capital Improvement Program identifies numerous Parks & Recreation projects requested for funding. The Town is committed to providing high quality parkland, recreational facilities, and multi-modal trails. 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 indoors will require significant and ongoing Town funds and a strong commitment by the community.

The General Plan process reinforced the importance 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 of Payson is committed to providing high quality programing year-round and will actively pursue increasing space necessary to provide desired programing.




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

Payson has tremendous 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.

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## Town of Payson Future Parks and Recreational Demand

The following two tables (Figure 26 and Figure 27) present expected demand for parkland and amenities based on population projections for the Town. Guidelines and projected needs listed in Figure 26 and Figure 27 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 26: 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] Project facility needs are based on the Town's existing Parks Master Plan and current NRPA Guidelines.

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

### Figure 27: 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 |

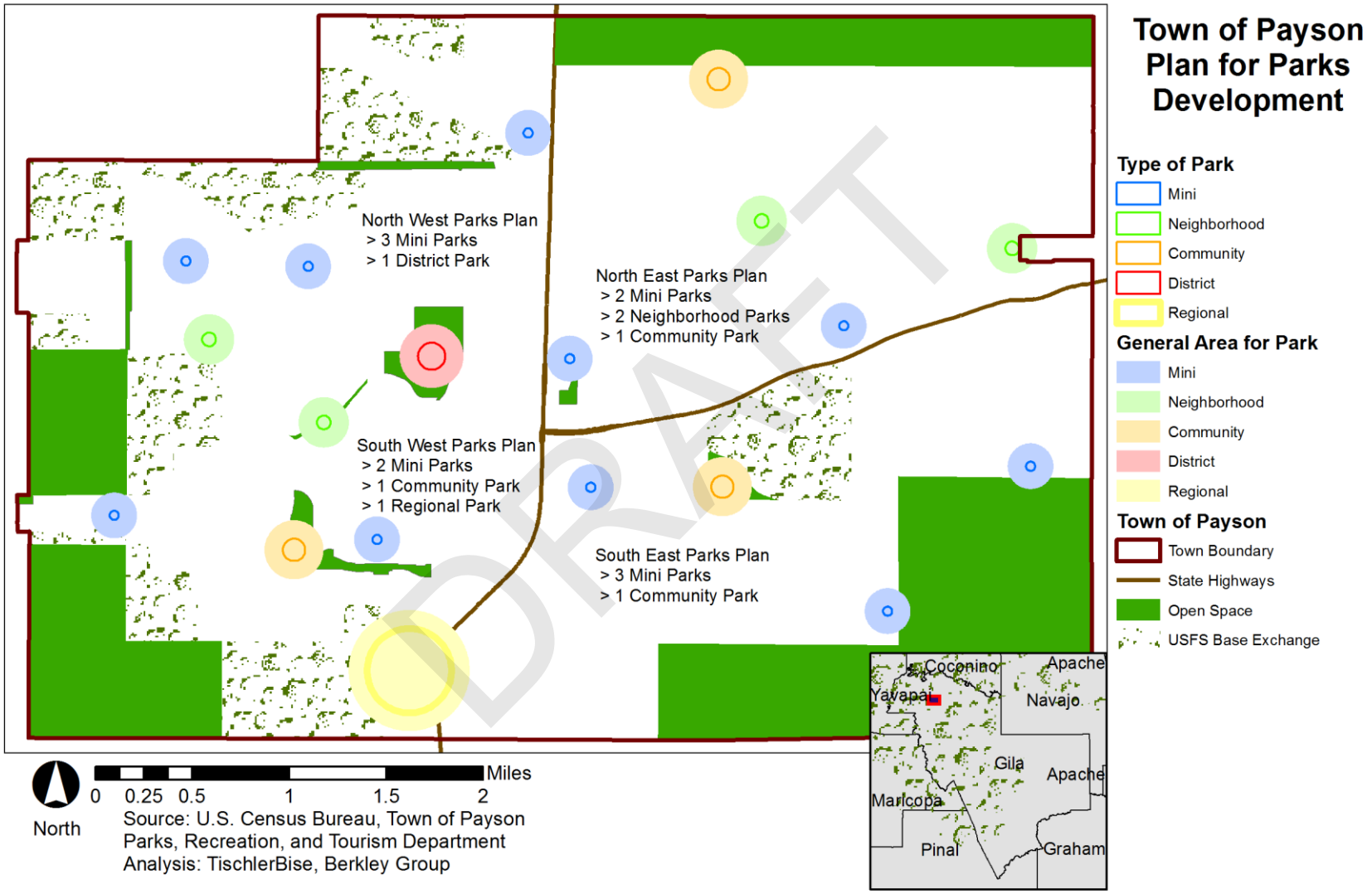
[1] Projected facility needs are based on the Town's existing Plans and current NRPA Guidelines.

Source: National Recreation and Parks Association. (1995). Analysis by: The 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 28 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 28: 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 Cost Estimate** | **$10,676,000** | |

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

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## 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

**5.6.4 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

**5.6.7 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

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# 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 control 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 addresses 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.

This proactive approach to development is intended to catalyze first-class economic development to diversify the Town's tax base, allow the population to increase at sustainable levels, minimize the impact on existing infrastructure, and account for the typical impacts associated with development such as stormwater runoff, traffic, 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.

A principal element in ensuring integrated development is the placement and utilization of open space. 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

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each individual neighborhood together within the larger community. The recreational opportunities that these green amenities provide also 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 grow, or not grow, 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 be vigilant in growth management to ensure the Town remains attractive to current residents, welcoming to newcomers, and accommodating to visitors. Payson is committed to managed growth 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 development border on each edge of the Town.

Development is most dense along the north/south running State Road 87 and the east/west running State Road 260. No developed parcel is further than three miles from the intersection of the two State roads. Shown in **Map 8** is an aerial photo, taken from Google Earth©, of Town of Payson development.

### Current Inventory

The Town of Payson includes over 10,000 designated parcels, as catalogued by the Gila County Assessor's office, and shown in **Map 9**. An estimated distribution of 2013 land uses in Payson is detailed in Figure 29.

**Figure 29: Town of Payson Land Use, 2013**

| Land Use | Units | Square Feet |
|---|---|---|
| Residential | 9,037 | |
| Single Family | 8,116 | |
| Multifamily | 921 | |
| Nonresidential (1,000 square feet) | | 3,479 |
| Commercial | | 1,620 |
| Office/Institutional | | 1,160 |
| Industrial/Flex | | 699 |

Source: TischlerBise. (2013). Town of Payson Land Use Assumptions.

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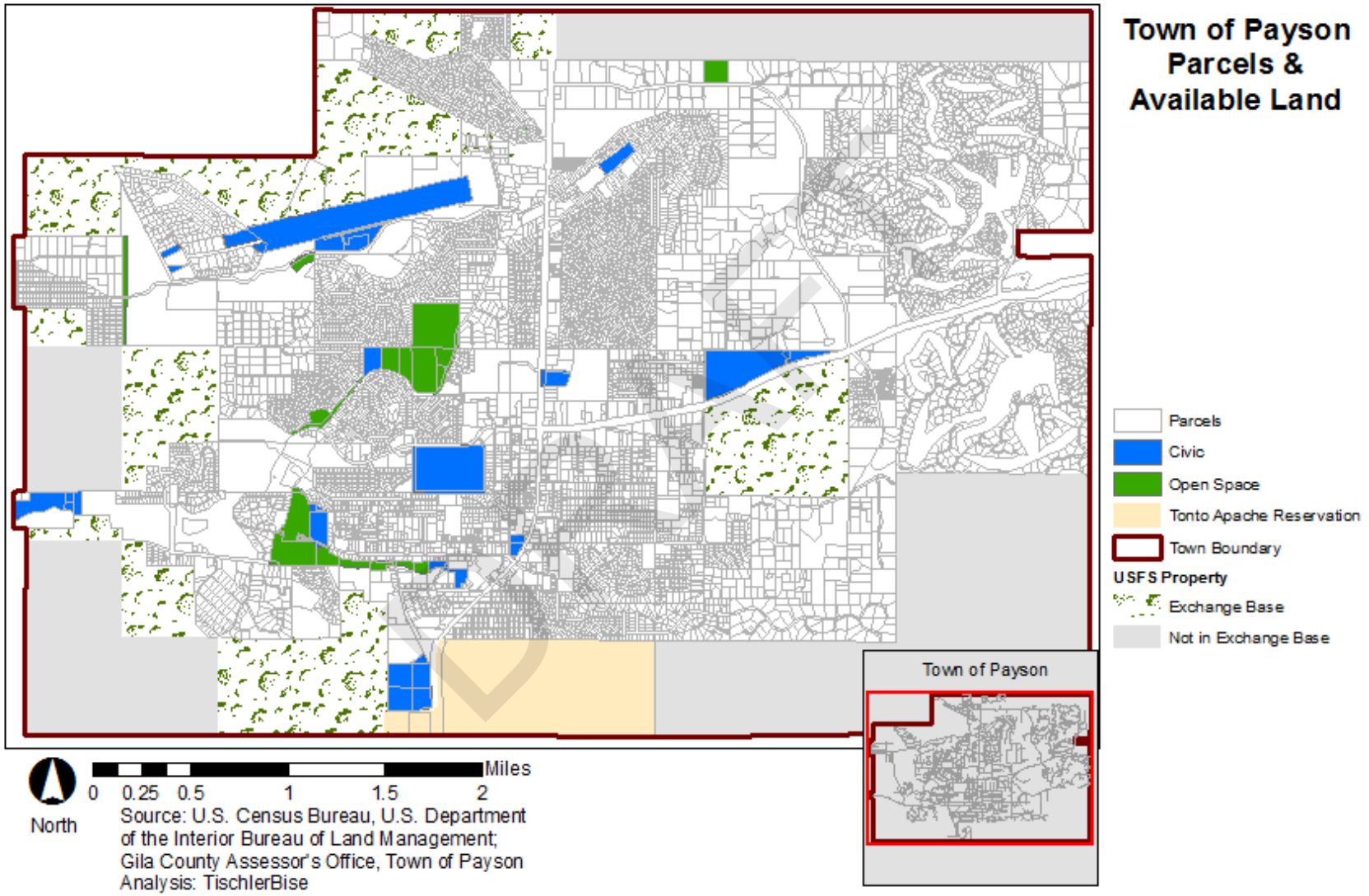
**Map 8: 2013 Google Earth©, Aerial Photo: Town of Payson Development**

**Town of Payson Development as seen by Google Earth**

## Map 9: Town of Payson Available Land



## 6.2 Land Use Controls

The Town of Payson 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 Update 2014-2024 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 of Payson 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 guidelines 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 shows the recommended future land use classifications within the Town. 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.

This map is an important tool for Town officials/staff, as it lays the 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 also 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.

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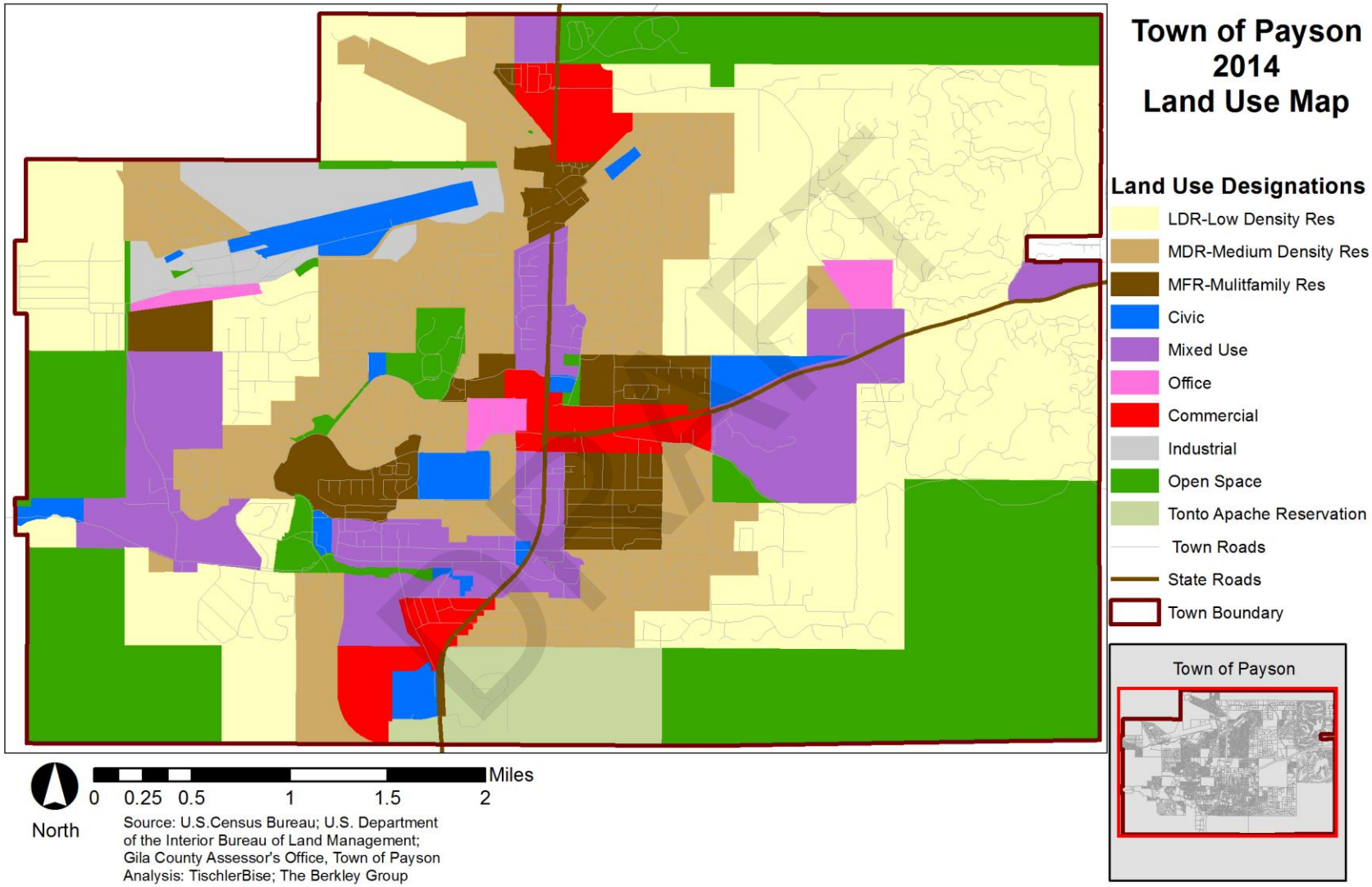
## Map 10: Future Land Use Map



The Future Land Use Map classifies 12,355 acres of land into three residential classifications, one mixed use classification, three nonresidential classifications, and others including civic space and open space (both Town and U.S. Forest Service managed), and recognizes the Tonto Apache Reservation. Open Space covers 21 percent of the land area within the Town. Land designated for residential use is 54 percent of the total Town acreage. Figure 30 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 30: Land Use Designations by Acreage

| Land Use | Acreage [1] | Percent of Land Area | Parcel Acres [2] |
|---|---|---|---|
| **Residential Land Use** | | **55%** | |
| Low Density | 3,985 | 32% | 3,061 |
| Medium Density | 2,167 | 18% | 1,701 |
| Multifamily | 583 | 5% | 505 |
| Mixed Use | 1,309 | 11% | 925 |
| **Nonresidential Land Use** | | **8%** | |
| Office | 114 | 1% | 136 |
| Commercial | 462 | 4% | 315 |
| Industrial | 359 | 3% | 150 |
| **Other Land Uses** | | **27%** | |
| Civic | 345 | 3% | |
| Open Space | 2,649 | 21% | |
| Tonto Apache Reservation | 383 | 3% | |
| Total | 12,355 | 100% | 6,793 |

[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.

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## 6.4 Land Use Designations

The Town of Payson General Plan service area includes all lands within the 19.5 square miles of the incorporated municipal boundary. 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.

### 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.

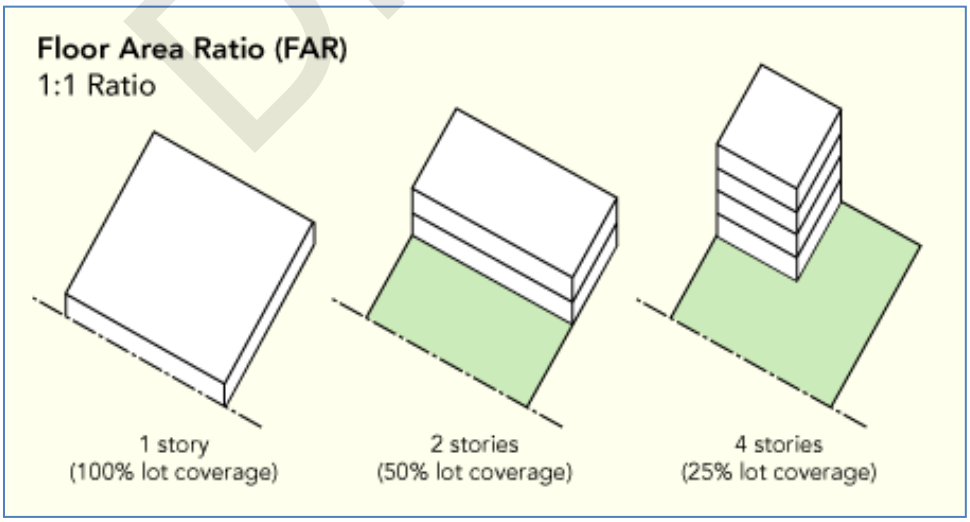
### Floor Area Ratios (FARs)

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

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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.

### 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 (e.g., 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.

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## 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 (i.e., 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.

## 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.

## 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, but does not include all federal land.

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## 6.5 Critical Issues

### 6.5.1 Support diversified economic activity through the Town's land use policy
### 6.5.2 Manage growth efficiently and effectively to avoid under-utilized space and sprawl
### 6.5.3 Integrate a higher-education campus into the Town's culture and desired land use pattern
### 6.5.4 Strengthen code enforcement to better resolve ordinance violations
### 6.5.5 Apply zoning ordinance uniformly within the Town
### 6.5.6 Modify overly restrictive land use regulations

### 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 protective measures to guide this change and others, 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-wide guiding vision or strategy, 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 accepted General Plan Land Use Element. There must be valid reasons for any rezoning request that is substantially related to the public welfare and need. It is not sufficient that an applicant merely show that there is no neighborhood objection to the requested application.

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 similar 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 clear fiscal benefit to the Town may not be favorably received. Final decisions are based on many factors; the General Plan will be used as a reference in evaluating all such discretionary projects.

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## 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 apply to 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 these principles will guide the review and approval of planning applications.

The following is a summary 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.

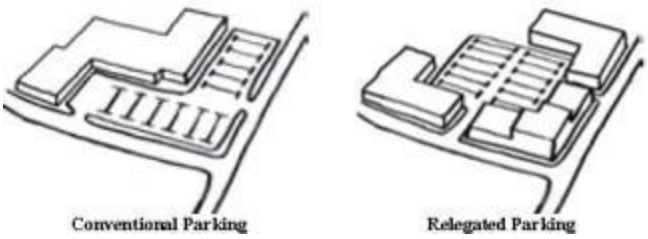
Scale and Massing: Buildings designed to fit within the context of the surrounding structures help reinforce neighborhood character and create visual interest for pedestrians.

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.




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.

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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

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. The General Plan articulates important design considerations to be incorporated in non-residential projects. Development is also subject to the Town's regulatory structure that contains development design standards affecting how development occurs.

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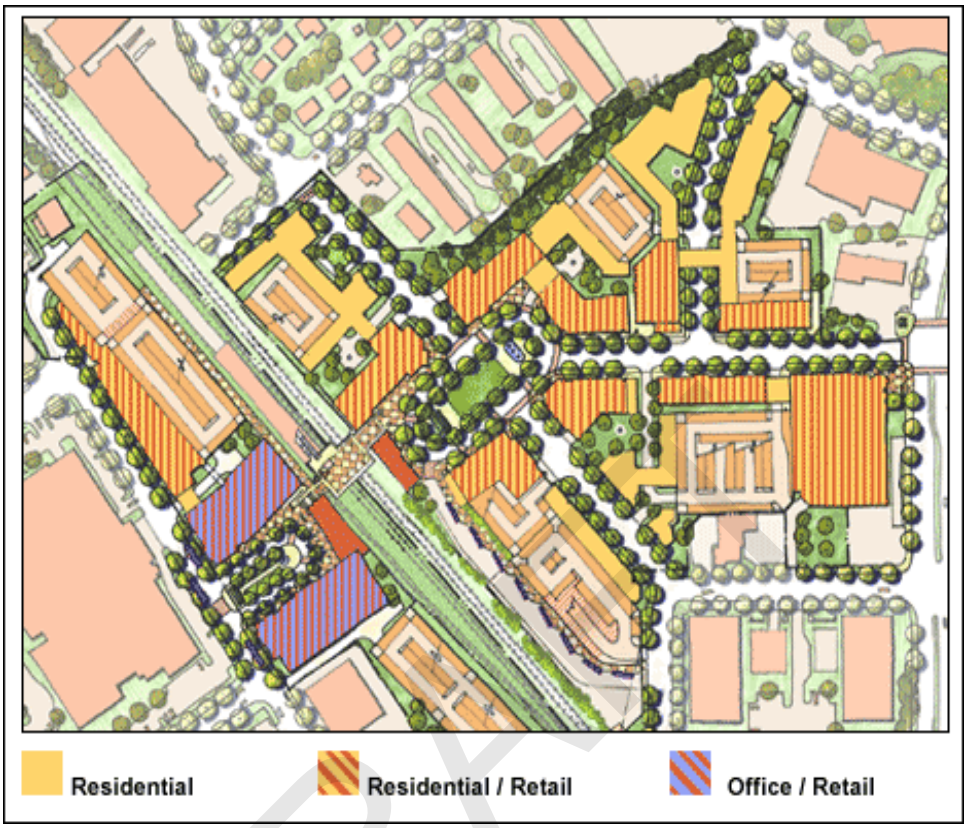
## Mixed-Use Areas




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 mixed-use development is desired. If a property is bisected by a Mixed-Use area boundary line, 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 10: Future Land Use Map** does not affect existing zoning, but it will influence future rezoning requests based on the Future Land Use Map designation. 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 form-based zoning guidelines to create a visually consistent area with community vibrancy 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.

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## 6.7 Goals and Strategies

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

6.7.1.1 Incentivize development where infrastructure exists with excess capacity
6.7.1.2 Preserve and protect scenic line-of-sight views of the 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 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 the 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 Roundtables
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 Establish design parameters 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 with density bonuses
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

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# 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 growth areas with 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.

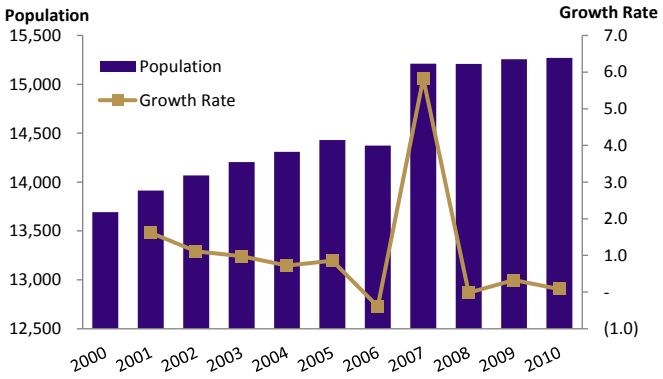
A growth area with a strong sense of place is created by the kinds of uses combined in a defined space, and how the structures that house those uses look, as well as how the uses interconnect with the environment and one another. Architectural design, landscaping, and scale matter in development. Appropriately 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

In the decade between 2000 and 2010, Payson added approximately 1,500 residents. According to the Arizona Department of Administration annual population estimates, annual population growth peaked in 2007, when the Town gained over 800 residents between the summers of 2006 and 2007.

**Figure 31: Town Population Growth**




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

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According to analysis conducted by TischlerBise, as of 2013, the Town's year-round population was approximately 15,350; seasonal population can add as many as 3,000 additional residents. Payson is adding population. Net population growth, while important, is only part of the context in which The Town plans for growth. 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 gains 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 32: Town Population By Age Cohort**

| | *2000* | *2010* | *Net Change* | *Percentage of 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 Olders | 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 the primary workforce cohort and their families, while also considering development design that will accommodate the retirees who call Payson home.

## Residential Inventory

The Town of Payson 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 33: Current Housing Stock by Units in Structure**

| Structure | Type of Unit | Estimate |
|---|---|---|
| Total: | | 8,417 |
| Single Family | | 90% |
| | 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.

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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 11** 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.

The 2003 *Beeline Highway* and *State Road 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.

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 will 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.

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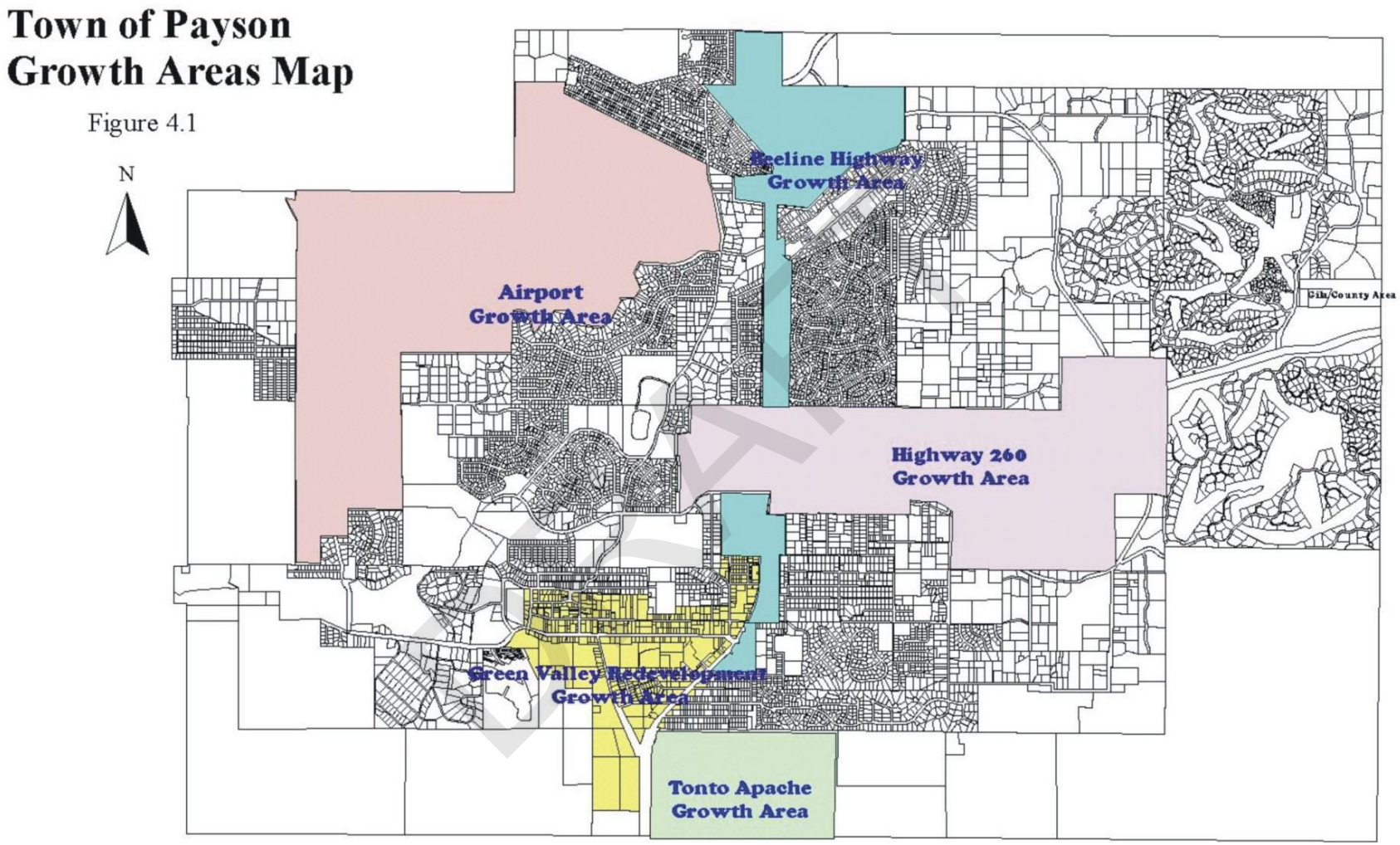
**Map 11: 2003 Payson General Plan Update Growth Areas**




Source: Town of Payson. 2003 General Plan Update

## 2014 Town of Payson Growth Areas

The General Plan Update 2014-2024 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 ripe 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 Road 260* Growth Areas allow for development of large greenfield parcels through a managed growth plan that will encourage complimentary land use designations. **Map 12** 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;
- define community gathering space; and
- efficiently use current infrastructure.

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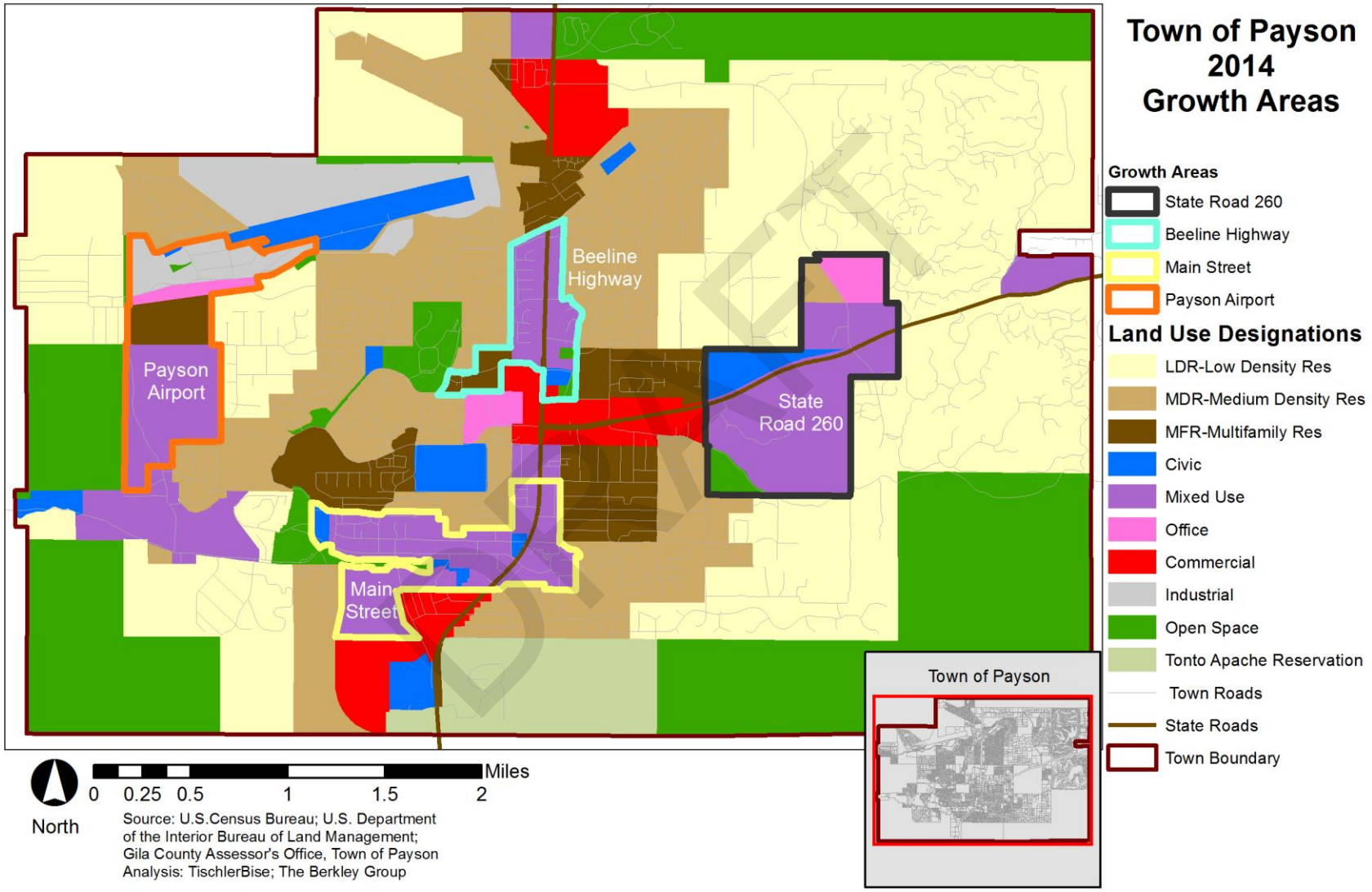
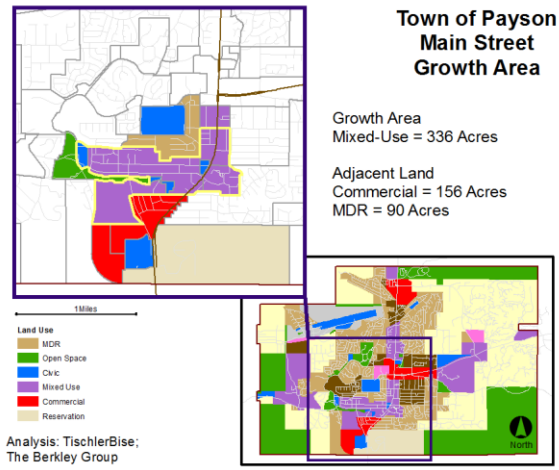
## Map 12: Growth Areas Map



## 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 State Road 260, in combination with the economic recession, hurt the bypassed 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 the 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. It, in combination with 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 designs.

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 roadway is 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 should include incremental efforts 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.

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An important Payson destination is the Payson Multi-Event Center on the western side of Beeline Highway at Payson's southern border. The Parks, Recreation, and Tourism Department manages 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 State Road 87 (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 State Road 260 could suffer a similar fate experienced by Main Street. The Town of Payson 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 municipal boundary to ensure the Town remains connected to any alternate route access points should ADOT construct a route west of Payson.

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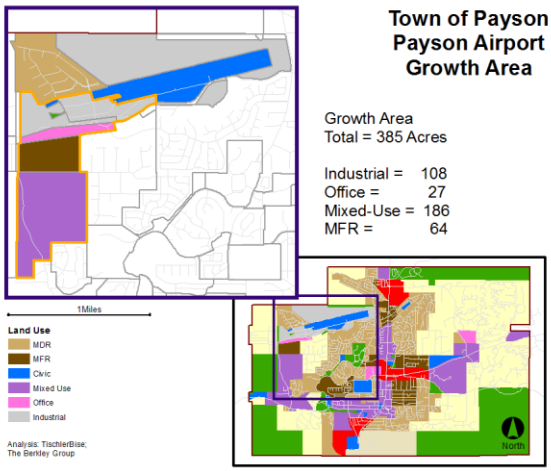
## Payson Airport Growth Area




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 recognizes 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 green field 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 green 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.

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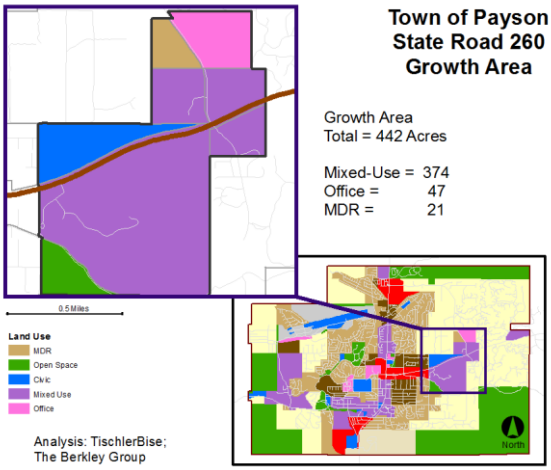
## State Road 260 Growth Area




The State Road 260 Growth Area is focused on the intersection of the east/west running State Road 260 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 north west corner is home to Gila Community College. The south west corner includes a large area of land currently slated for sale by the USFS. Institutions of higher learning have expressed interest in purchasing this land for education services.

Payson actively supports development of this parcel by an academic institution. A higher education campus is a mixed-use development. It may host civic space, 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 Road 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 Road 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 State Road 260 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, increased landscaping and tree canopies, all intended to define the area and slow traffic as it moves along State Road 260, 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 Growth Area includes large parcels of varying current land use intensities. The goal 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. Small loft-style apartments will accommodate students and increase market feasibility.

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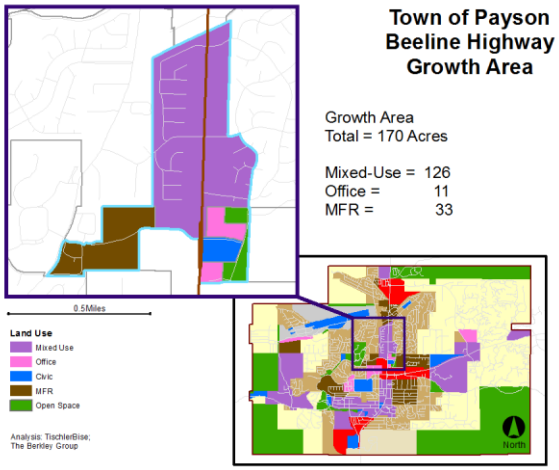
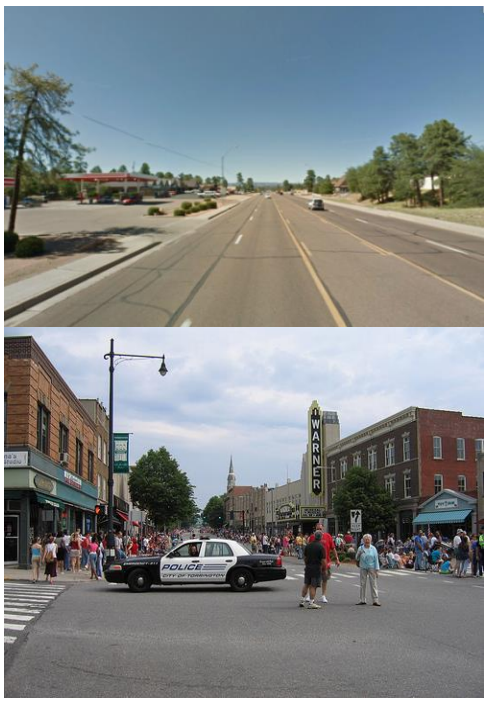
## Beeline Highway Corridor Growth Area




Beeline/State Road 87 is the spine of Payson. Average daily traffic counts for the section from State Road 260 north to the intersection with Airport Road varies from 2,000 to 2,800 vehicle trips and can exceed 20,000 trips during peak seasonal weekends. There are only two signalized intersections along the two-mile stretch of Beeline Highway from SR 260 to the northern municipal 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 Office, Civic, and Multifamily Residential land use areas. The mixed-use areas along Beeline Highway, as defined in the Map 10: 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 34: 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.

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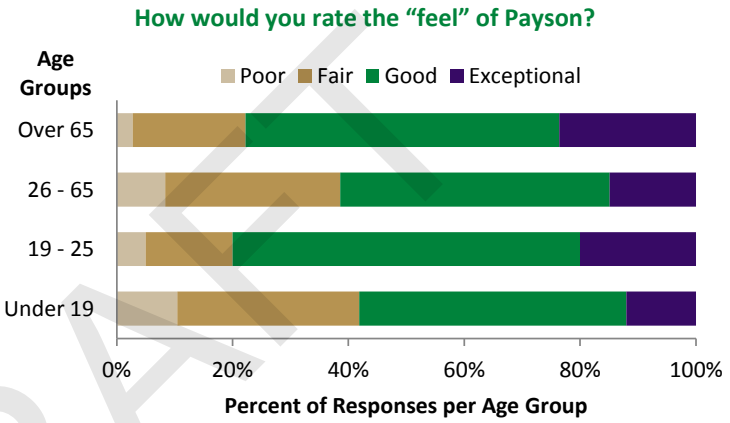
## 7.2 Critical Issues

### 7.2.1 A large number of commercial vacancies contribute to a stagnant local economy
### 7.2.2 The current development process is reactive to change
### 7.2.3 Preserve the small-town character while improving economic activity levels
### 7.2.4 Increase the quality and quantity of affordable workforce housing
### 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 State Road 87 (Beeline Highway) and State Road 260, 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.

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## 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 (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 district 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.

Source: Florida Chapter ASLA, 2009

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### 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, on-street striping of bicycle lanes and cross-walks.

### 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

To implement a district-centered design pattern in the growth areas it is necessary to set 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.

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.

## 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 to 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.

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## 7.3 Goals and Strategies

### 7.3.1 Participate in land management decisions inside and outside the Town

7.3.1.1 Continue the open dialogue with the U.S. Forest Service to ensure lands in the exchange base are developed in a manner consistent with 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 development of residential units on upper floors of existing and new buildings

7.3.2.4 Provide protected and shaded sidewalks along Main Street from Beeline Highway to Green Valley Park

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 Incentivize 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 codes and approval process 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

### 7.3.4 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

### 7.3.5 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 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 Aggressively encourage infill opportunities for vacant or underutilized parcels

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# 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 of Payson adopted a long-range multi-modal plan to meet the Town's circulation and transportation demands in the coming decades. 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 in, around and through Town. The Town collaborated with the Town of Star Valley, Tonto Apache Tribe, Gila County, Central Arizona Association of 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: public transit, bicycles, and safe pedestrian routes. The Town of Payson General Plan supports and facilitates key implementation priorities identified in the 2011 Town of Payson Transportation Study, conducted by ADOT (ADOT Study). [5]

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 and at specific key nodes.

### Existing Conditions

#### Roadways

Two Arizona State Roads, each classified as major arterials, access Payson. The north-south spine of Payson is Arizona State Road 87 (SR 87), locally known as Beeline Highway. The east-west running Arizona State Road 260 (SR 260) comes into the heart of Town from the east then turns north along SR 87 out of Town, and eventually splits west outside of the Tonto National Forest. 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 bypass 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 13,** created by Jacobs Engineering for the ADOT Study, presents the existing arterial and collector roadways in Payson.

[5] Jacobs. (Mar 2011). *Payson Transportation Study Final Report*. Town of Payson & Arizona Department of Transportation. Retrieved 2012 from: **http://www.azdot.gov/mpd/systems_planning/PDF/PARA/payson/Final.pdf**

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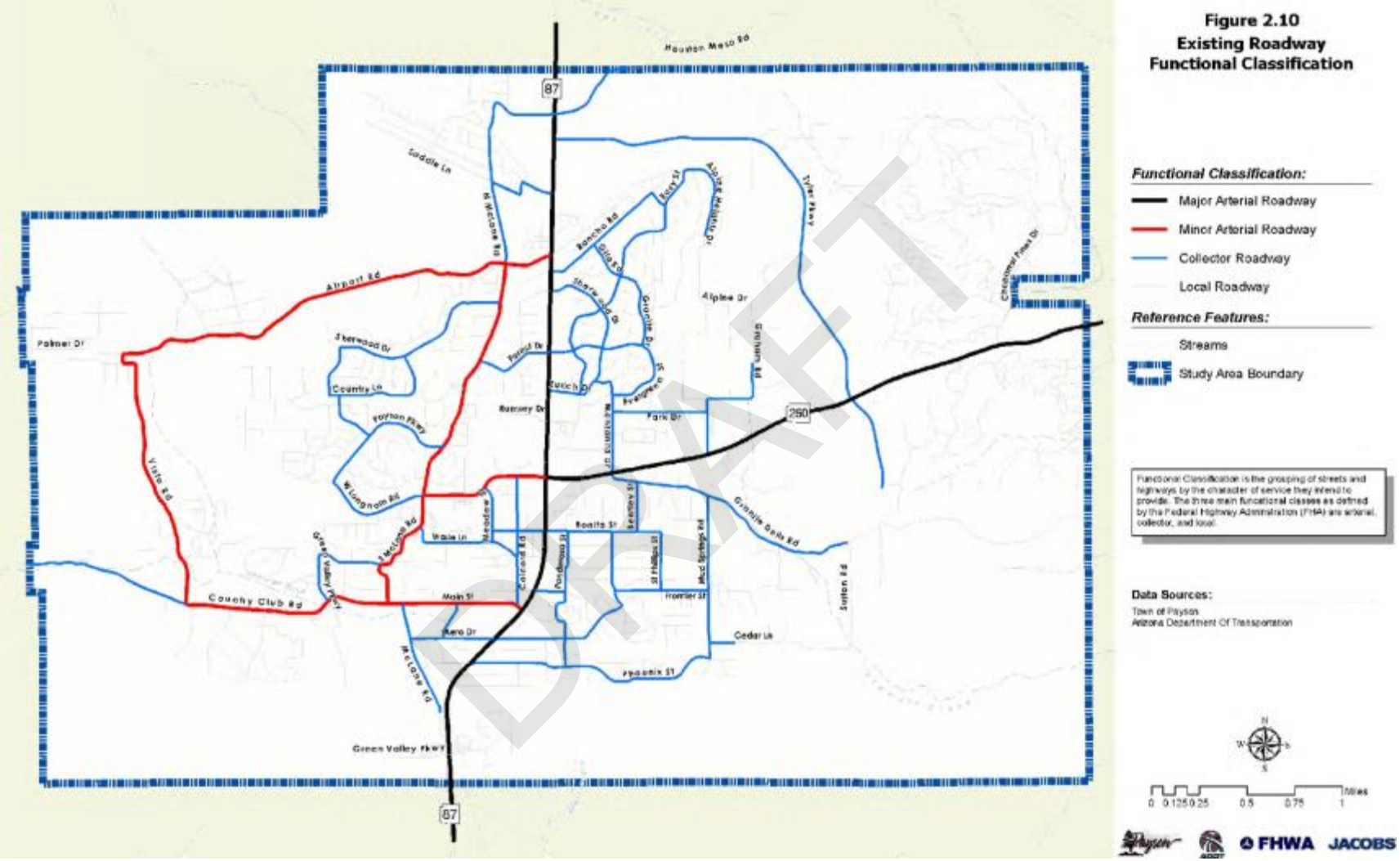
## Map 13: 2011 Town of Payson Transportation Study, Existing Roadway Classifications



The Town of Payson Public Works Department maintains all public roadways within the incorporated municipal boundary, 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 Highway through the planning area (incorporated municipal boundary). 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 street 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 of Payson includes just over 19 square miles of land. However, land development is restricted to 13 square miles due to land within the incorporated municipal boundary 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 around 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 14**, created for the ADOT Study, presents the existing sidewalks and bicycle lanes in the Town.

## Multi-Use Trails

Also shown in **Map 14** are existing and proposed multi-use trails. The majority of *Existing Trails* within the Town are in the U.S. Forest Service property that is not part of the exchange base. 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 14** (ADOT 2011) for the locations of existing and proposed trails.

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## Map 14: 2011 Town of Payson Transportation Study, Non-Vehicular Transportation Infrastructure

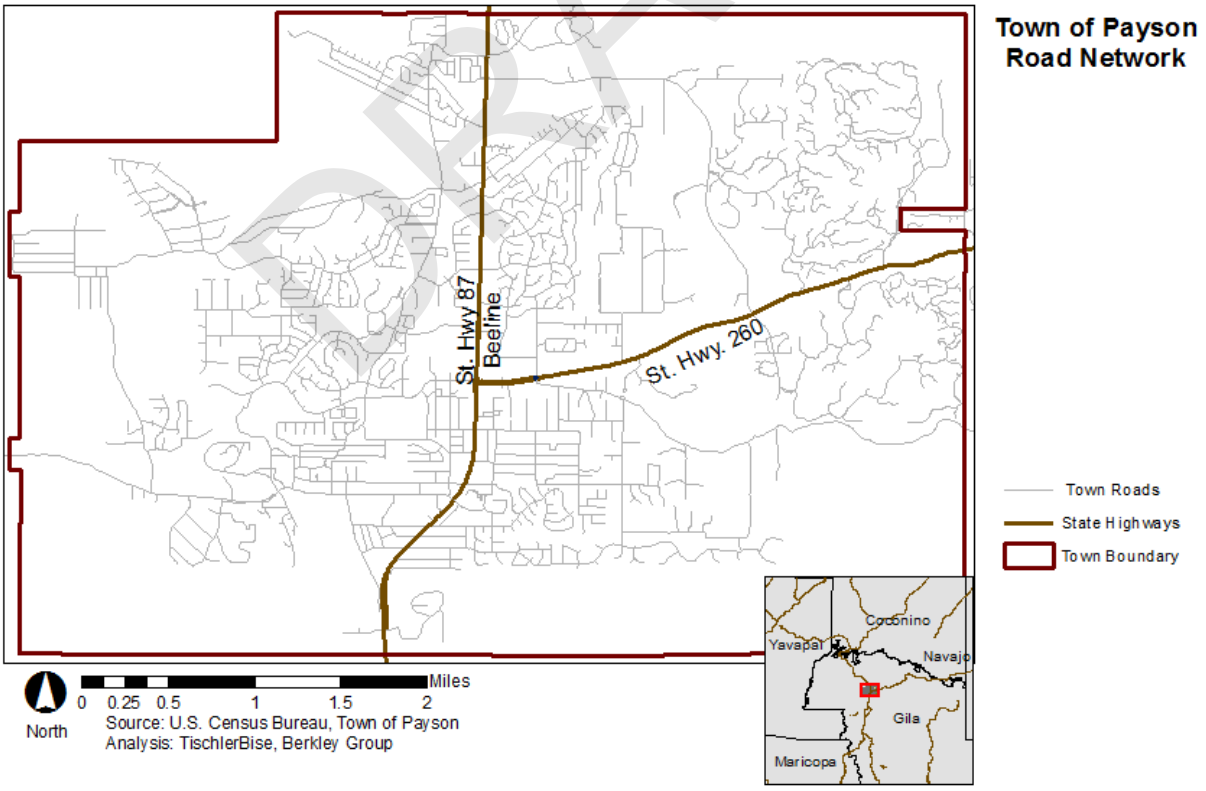
## 8.2 Critical Issues

### 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 Improve neighborhood pedestrian safety

### 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. State Road 87 (SR 87) 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 SR 87 and SR 260 mean entry and exit points are frequent and not controlled by traffic signals.

**Map 15: 2011 Major Arterial Roads in Town of Payson**

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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.

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 State Road 87 (SR 87) and State Road 260 (SR 260) had the highest crash rates for the Town. **Map 16** shows the location of intersections with crash data and five identified circulation improvements. Each is discussed below.

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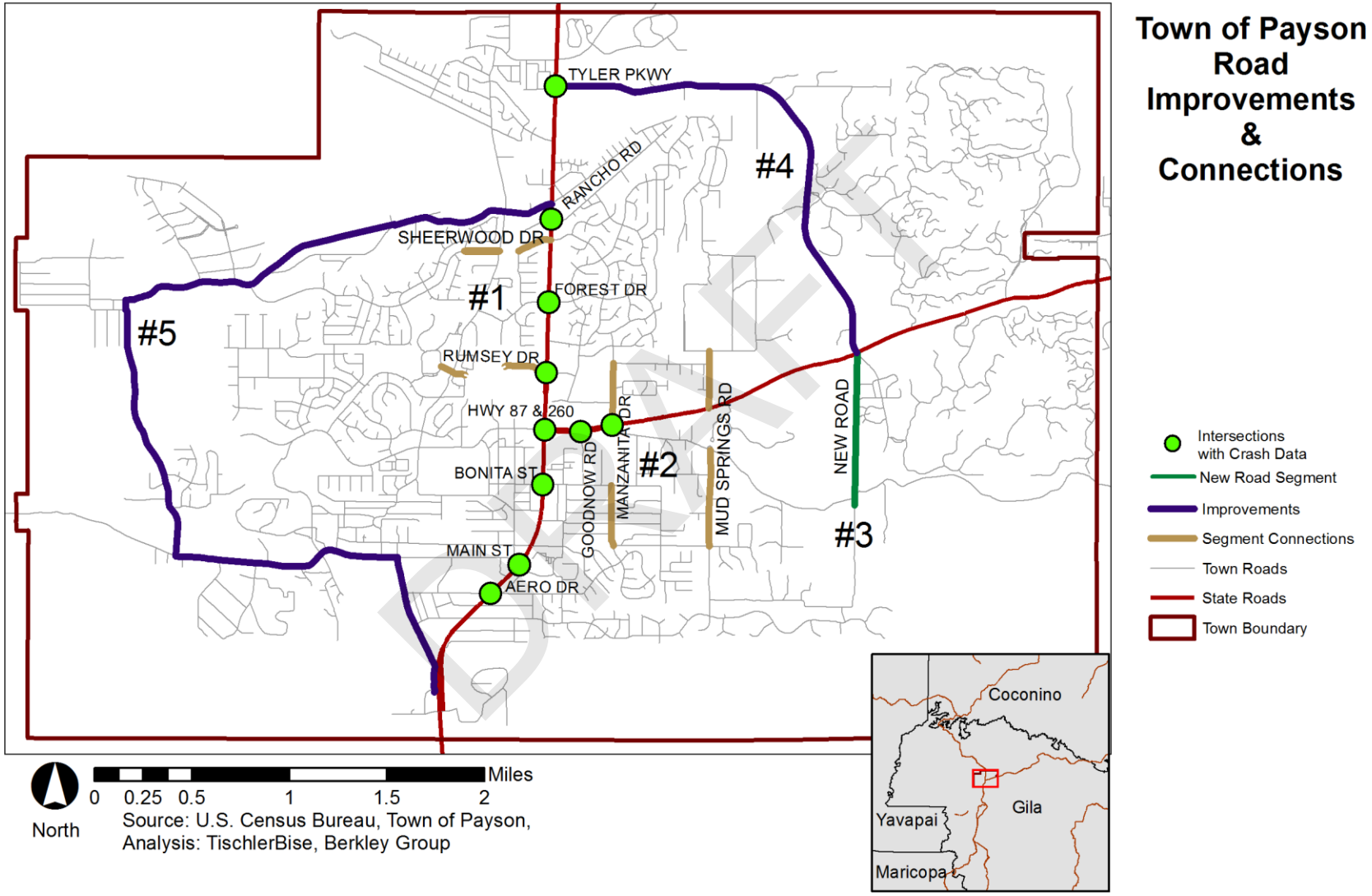
## Map 16: Major Arterial Circulation Improvements



### #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 Hwy 87, connection trips relying on Forest Drive would be dispersed.

### #2 - Intersections with SR 260

The 1.5-mile section of SR 260 between SR 87 and Tyler Parkway has only one local road intersection at N. Manzanita Drive. South of SR 260 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 SR 260 from SR 87. Connecting the north and south sections of Manzanita Drive was identified as a high priority for improving circulation.

### #3 - Tyler Parkway and SR 260 Growth Area

As discussed in the Growth Area Element, the U.S. Forest Service is currently negotiating the sale of lands that lay on the southwest corner of the Tyler Parkway and SR 260 intersection. The community raised concerns regarding circulation, 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 SR 260. Completing this connection would add an additional intersection to the segment of SR 260 between SR 87 and Tyler Parkway.

### #4 - East-Side Alternate Route

The SR 260 Growth Area discussed in the Growth Area Element is anchored at the intersection of SR 260 and Tyler Parkway. As this Growth Area develops, building a north/south local road to connect S. Sutton Road to Tyler Parkway 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 SR 87 and SR 260 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 SR 87 if built west of Town.

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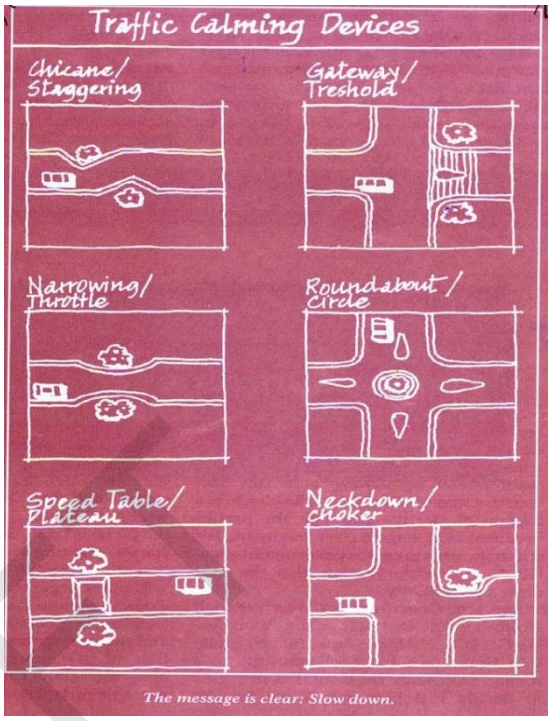
## Traffic Calming Investments



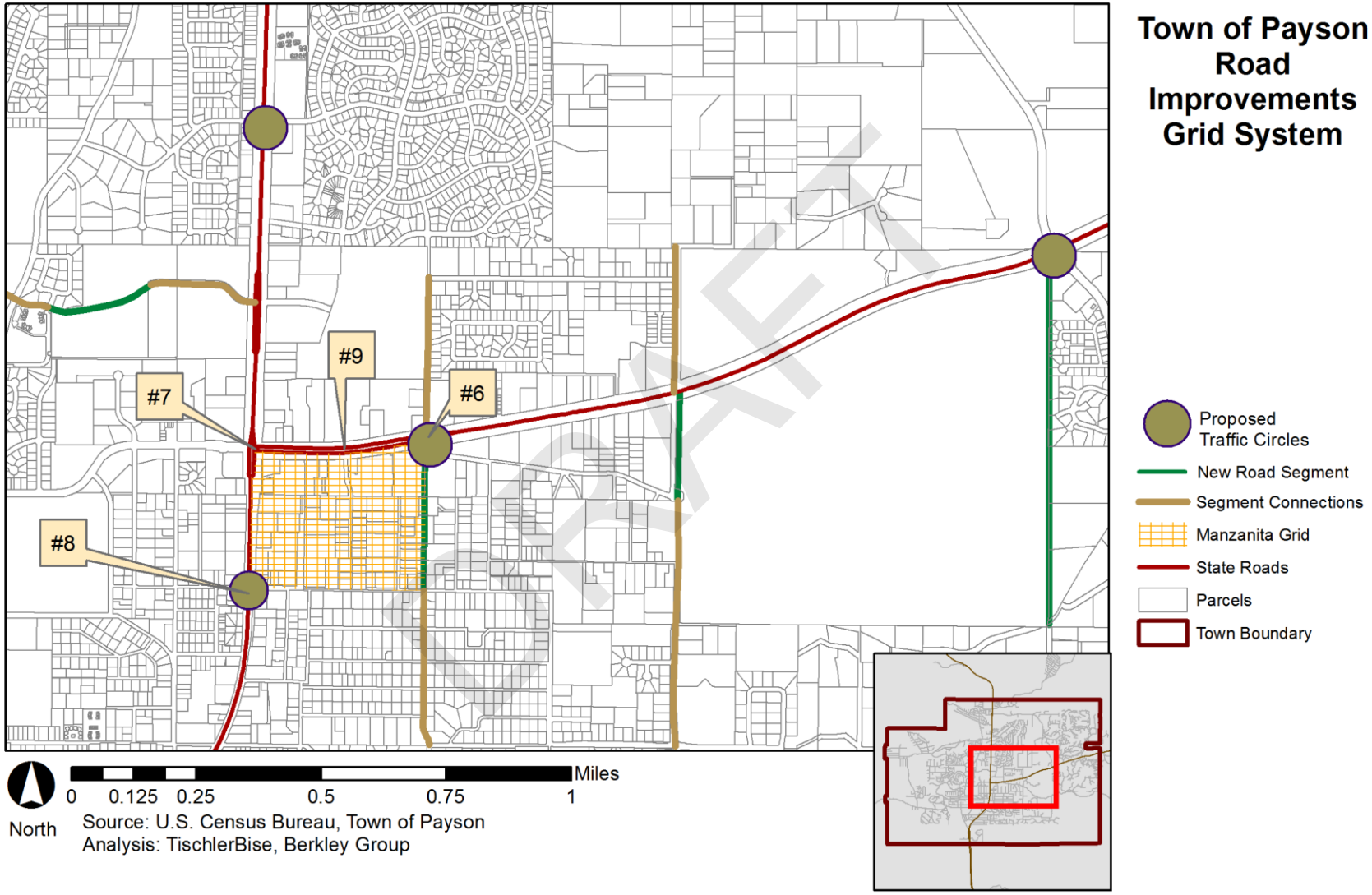

Traffic calming is a commitment to enforce traffic laws, and an investment in design to reduce speed, improve circulation, create shared streets, increase economic vibrancy, and protect the environment. The Town of Payson is not going to design away the automobile. The economy relies on visitors arriving 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 SR 87 and SR 260 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 SR 260 and Manzanita Drive (Marker #6 in Map 17, has the highest crash rate of any intersection in Town, according to the ADOT Study. Second highest is the intersection of SR 87 and SR 260 (Marker #7). There are also high crash rates where Bonita Street meets SR 87 (Marker #8), and where Goodnow Road meets SR 260 (Marker #9). The Town of Payson proposes incremental changes for the southeast corner of SR 87 and SR 260, bordered on the south by Bonita Drive and to the east by the proposed connection of North and South Manzanita Drive.

## Map 17: Major Arterial Commercial Access



Traffic calming improvements recommended for this grid would include connecting North and South Manzanita Drive, and adding traffic circles at the SR 87/Bonita Drive, and SR 260/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 Hwy 87 and Hwy 260 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 from parallel-running frontage roads. 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 SR 260 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 SR 87, SR 260, and Main Street commercial corridors are well served by sidewalks, as is the minor arterial S. McLane Road. Some collector roadways immediately off SR 87 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 of Payson municipal boundary; 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 18** 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 stripping to define the roadways, provide better multi-modal circulation and calm traffic.

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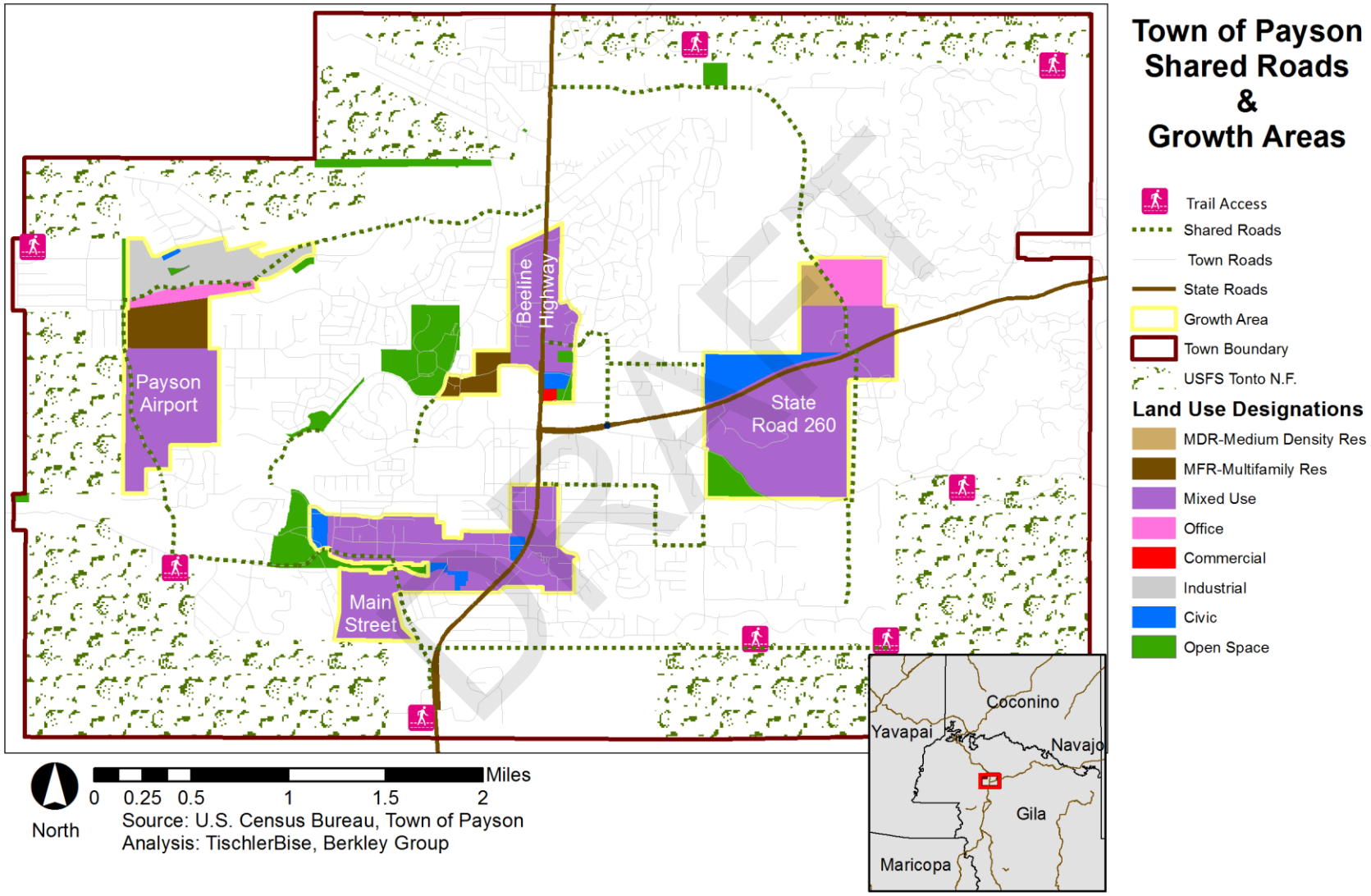
## Map 18: Shared Road Connections to Open Space and Growth Areas



## 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

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# 10 IMPLEMENTATION PLAN

## 10.1 General Plan Process

Active implementation of the *Goals and Strategies* put forth in the General Plan Update 2014-2024 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 Adoption

Arizona State law requires the Town of Payson to adopt the ten-year General Plan by resolution of the Town Council. The Town Council must approve the adoption of the Plan by at least two-thirds majority vote. Additionally, the public at a municipal election must ratify the General Plan. The 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 9Sept03 and amended 4Mar10) 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 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 of Payson the opportunity to evaluate the Plan's 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 reviewed, amended, or updated 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. State statutes allow this more dynamic and interactive process to occur, but the adoption and ratification requirements must be followed.

Prior to the adoption of the General Plan and any amendments, state law mandates that the Plan or amendment be submitted for review at least 60-days prior to adoption by the Payson Town Council. The Town shall submit a review copy to the following agencies:

- 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)

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- Any person or entity that requests in writing to receive a copy of the review plan or amendment

The Town of Payson may choose to send a review copy to other agencies such as the U.S. Forest Service, Tonto Apache Tribe, Payson Unified School District, and/or surrounding unincorporated communities.

The Planning and Zoning Commission must hold at least one public hearing prior to the adoption or re-adoption of the General Plan prior to forwarding their recommendation of approval to Town Council. The Town Council must also hold at least one public hearing prior to adoption or re-adoption of the Plan. The Town Council will then call for the election to allow the citizens to ratify the General Plan. The Town of Payson is required to provide adequate public notices prior to the public hearings and adoption of the Plan in accordance with state and Town regulations.

## 10.3 Amendment Procedure

The statutory requirements that guided the creation of the General Plan must be followed in amending the 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 amendments to the General Plan as appropriate.

Arizona Revised Statutes, Section 9-461.06 outlines the provisions for amending the General Plan. As with the creation of the Plan, the Town of Payson 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 a General Plan amendment application to be accepted, one or more of the following criteria must be met:

- The request must be a creative idea or concept that will benefit the community and that was unforeseen during the planning process for the adopted General Plan Update 2014-2024
- The subject property or concept was misinterpreted or overlooked in the Plan
- Conditions have changed substantially since the General Plan process, necessitating a 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 effectively aid in the implementation of other goals of the General Plan Update or the community vision

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Amendment applications are considered based on the preceding qualifications. The Planning Commission considers all amendment applications. The Planning Commission will hold a public hearing on the applications under consideration, and provide its recommendation to the Town Council. Any amendment considered by Council will go through a public hearing process. The Town Council or Planning Commission retains the right to initiate an amendment to the General Plan at any time. Any amendment must be determined to be consistent with the goals of the General Plan and the overall community vision.

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 will be determined as a "Minor Amendment." Minor amendments can be submitted to the Town of Payson for consideration by a property owner or initiated by the Town but must follow the adopted public hearing and notice requirements. The Town of Payson has defined "Minor Amendments" to the General Plan as text changes and corrections that do not compromise the intent or affect the substantive mixture and balance of the Land Use Plan. Additionally, changes mandated by any new state laws shall utilize the minor amendment procedures for review and adoption.

## Major Amendments

Pursuant to ARS 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 affect 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 of Payson, 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 of Payson will consider major amendments to the Payson General Plan on a regular schedule once per year. Major amendment applications and review/approval schedule can be obtained from the Payson Planning Department. The same procedures for the adoption of the General Plan must be used for all major amendments. Additionally, the amendment must be approved by affirmative vote of at least two-thirds of the members of the Town Council. Unlike the General Plan adoption, major amendments do not have to be ratified by the citizens.

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## 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 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 Plan are being effectively pursued, and that the 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. 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 Update 214-2024.

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## 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** | Community Development | | |
| 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** | Community Development | | |
| 3.3.2.1 | Require 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 | Develop a tree inventory to set a level of service to be maintained or increased through a planting program | | 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 | |
| **3.3.5** | **Develop and adopt a comprehensive energy policy** | Public Works | | |
| 3.3.5.1 | Support the five percent solar energy initiative by developing specific implementation incentives and actions | | 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 | Waive or reduce the permit fees for solar panel installations and other alternative energy improvements | | Short | |
| 3.3.5.6 | Benchmark other communities that require new single-family homes to meet minimum solar system requirements and modify local regulations as appropriate | | Short | |

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| Goal and Strategy | | Primary Stakeholder | Completion Timeframe | Implementation Comments |
|---|---|---|---|---|
| | | | | |
| **Environmental Planning Element** | | | | |
| **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 | | Medium | |
| 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 | | Medium | |
| 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 | | Medium | |

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## 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 when grey water supplies are not adequate | | Short | |
| 4.3.3.2 | Set rates that will 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 | |
| **4.3.5** | **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 | |

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## Parks, Recreation and Open Space

| Goal and Strategy | | Primary Stakeholder | Completion Timeframe | Implementation Comments |
|---|---|---|---|---|
| | | | | |
| **Parks, Recreation, and Open Space 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 | |
| **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 | |
| **5.6.4** | **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 | | Medium | |
| 5.6.6.2 | Incorporate trail elements of the transportation plan into the Parks Master Plan | | 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 | |

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## 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 | Incentivize development where infrastructure exists with the capacity | | Short | |
| 6.7.1.2 | Preserve and protect scenic line-of-sight views of the Rim by limiting high rise buildings to 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 | 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 the 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 | |
| **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 Roundtables | | 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 | Establish design parameters for commercial development, which if met can be approved quickly by Town administration | | Short | |

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| Goal and Strategy | | Primary Stakeholder | Completion Timeframe | Implementation Comments |
|---|---|---|---|---|
| | | | | |
| **Land Use Element** | | | | |
| **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 with density bonuses | | 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 | |

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## 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 | Continue the open dialogue with the U.S. Forest Service to ensure lands in the exchange base are developed according to 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 development of residential units on upper floors of existing and new buildings | | Short | |
| 7.3.2.4 | Provide protected and shaded sidewalks along Main Street from Beeline Highway to Green Valley Park | | Long | |
| 7.3.2.5 | Attract dining, small retail, and entertainment business to increase the time spent by each visitor to | | Long | |
| 7.3.2.6 | Incentivize 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 codes and approval process 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 | |
| **7.3.4** | **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 | |
| **7.3.5** | **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 vibrant and diverse retail market | | Medium | |
| 7.3.5.3 | Target clean light and medium 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 | Aggressively encourage infill opportunities for vacant or underutilized parcels | | Medium | |

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## 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** | Parks, Recreation, and Tourism | | |
| 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 | |
| **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 residential 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 that focuses 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 | |

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| | Goal and Strategy | Primary Stakeholder | Completion Timeframe | Implementation Comments |
|---|---|---|---|---|
| | | | | |
| **Circulation/Transportation Element** | | | | |
| **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** | | | | |
| **9.3.1** | **Utilize the annual Capital Improvements Program to implement General Plan strategies** | Administration | | |
| 9.3.1.1 | Maintain public facilities and services to provide current levels of service to new development | | Medium | |
| 9.3.1.2 | Maintain or improve public safety equipment levels | | Short | |
| 9.3.1.3 | Plan for joint school/recreation facilities | | Medium | |
| **9.3.2** | **Ensure the long-term financial stability of the town with fiscally responsible policies and actions** | Administration | | |
| 9.3.2.1 | Explore opportunities for economies of scale. Create service efficiency through regional partnerships | | Medium | |
| 9.3.2.2 | Viable public safety resources | | Medium | |
| 9.3.2.3 | Support of educational opportunities | | Medium | |
| 9.3.2.4 | Fiscal development policies that off-set development costs to community | | Short | |
| **9.3.3** | **Promote and approve high-quality infill development in the designated growth areas where the infrastructure has the capacity to absorb the development** | Town Council | | |
| 9.3.3.1 | Encourage more dense development to increase market feasibility | | Short | |
| **9.3.4** | **Form an economic development strategy that identifies target industries** | Administration | | |
| 9.3.4.1 | Work with Gila Community College to design workforce development to serve identified target industry employers | | Short | |
| **9.3.5** | **Examine and implement fiscal tools that incentivize development while offsetting its cost to the community** | Administration | | |
| 9.3.5.1 | Ensure that new development pays its fair and proportional share of the cost to maintain current levels of public services such as public safety, parks and recreation, streets, and water resources | | Short | |

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# 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?

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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 (i.e. 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?

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## 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 are 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

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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.

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