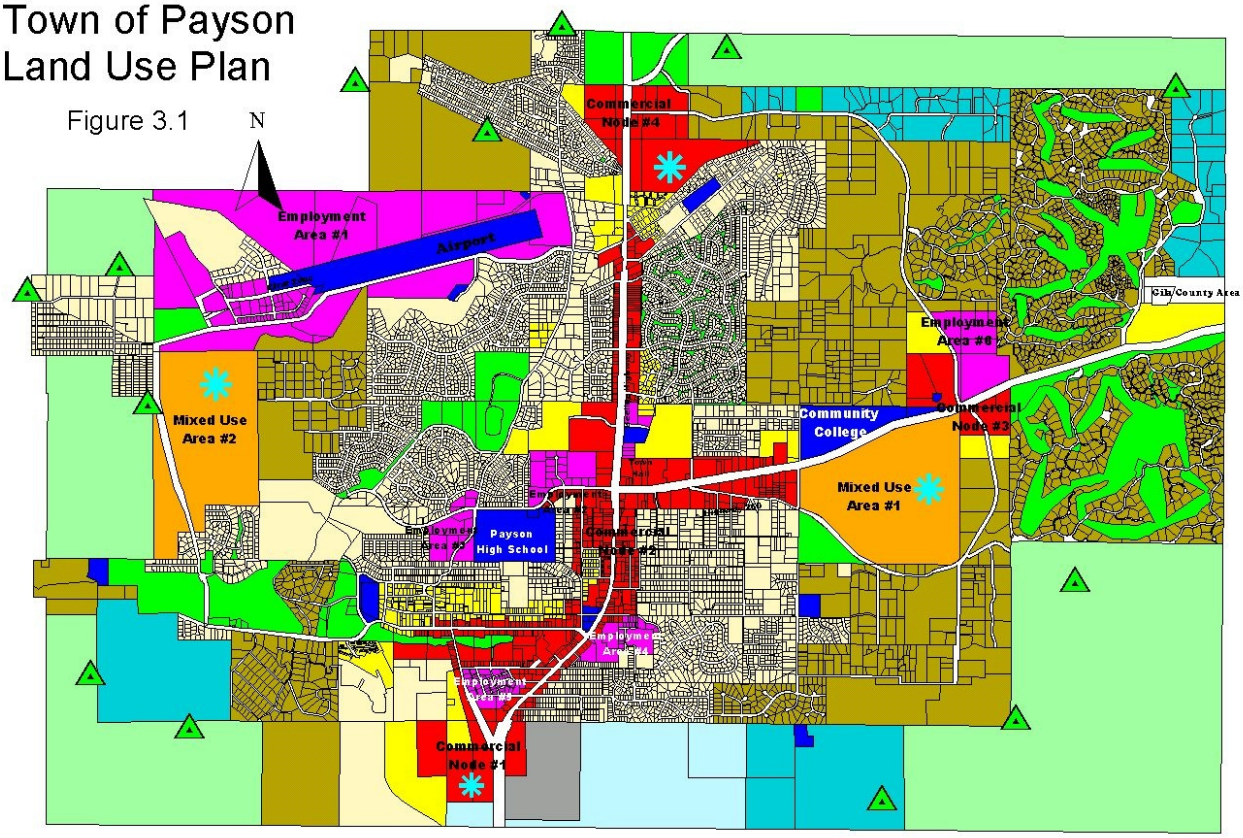
GENERAL PLAN UPDATE

Town of Payson
Land Use Plan

Figure 3.1



Land Use Plan: A map that graphically depicts in general fashion, how the Town will accommodate future population growth. In order to use this map properly, you will need to refer to the section in the text portion of the Land Use element that is part of the Payson General Plan Document

Landuse Legend

Landuse.shp

- Commercial
- Employment
- Environmental
- Government
- High Density
- Low Density
- Medium Density
- Mixed Use
- Open Space
- Proposed Indian
- Rural Residentia
- Tonto Apache Res

Resort Area

Trail Heads & Access

PREPARED BY:

PARTNERS FOR STRATEGIC ACTION
FOUNTAIN HILLS, ARIZONA

JANUARY 2003

Table of Contents

ACKNOWLEDGMENTS **1**

1.0 INTRODUCTION 2
1.1 What is the General Plan? 2
1.2 Why Plan? 2
1.3 What are the General Plan's Components? 3
1.4 How Was the General Plan Developed? 4
1.5 What Were the Critical Issues Addressed? 5
1.6 How is the General Plan Organized? 7

2.0 PLANNING FRAMEWORK 8
2.1 Historical Overview 8
2.2 Regional Setting 9
2.3 Planning Area 9
2.4 Jurisdictional Ownership 9
2.5 Community Vision and Principals 11
A. The Statement of Vision 11
B. Community Values 11
C. Community Principals 11

3.0 LAND USE ELEMENT 14
3.1 Land Use Purpose Statement 14
3.2 Land Use Overview 14
A. Housing Market 16
B. Land Use Controls 18
3.3 Land Use Issues 20
3.4 Land Use Goals and Policies 21
A. Growth Management 21
B. Resource Preservation 21
C. Housing 22
D. Employment 23
3.5 Future Land Use Plan 23
A. Land Use Designations 23
B. Land Use Location Guidelines 28
C. Future Land Use Projections 28

4.0 GROWTH AREA ELEMENT 31
4.1 Growth Area Purpose Statement 31
4.2 Growth Area Overview 31
4.3 Growth Area Issues 32
4.4 Growth Area Goals and Policies 34
4.5 Growth Area Plan 35
A. Green Valley Redevelopment Area 36
B. Beeline Highway Corridor 37
C. State Route 260 Corridor 38
D. Airport Growth Area 39

5.0 CIRCULATION ELEMENT 40
5.1 Circulation Purpose Statement 40
5.2 Circulation Overview 41
A. Jurisdictional Responsibilities 41
B. Functional Classification 41
C. Roadway Widths and Number of Lanes 42
D. Speed Limits 42
E. Intersection Traffic Control 43
F. Traffic Volume 43
G. Traffic Accidents 43
H. Existing Bikeways (Routes/Lanes/Paths/Trails) 44
I. Existing Pedestrian Facilities 44
5.3 Circulation Issues 52
5.4 Circulation Goals and Policies 55
A. Traffic Safety 55
B. Mobility Improvements 56
C. Right of Way 57
D. Project Funding 57
E. Land Use Integration 58
F. Economic Development 59
5.5 Circulation Plan 60

6.0 PARKS, TRAILS, AND OPEN SPACE ELEMENT 74
6.1 Parks, Trails and Open Space Purpose Statement 74
6.2 Parks, Trails and Open Space Overview 74
A. Parks 75
B. Trails 77
C. Open Space and Greenbelts 80
6.3 Parks, Trails, and Open Space Issues 81
6.4 Parks, Trails and Open Space Goals and Policies 83
6.5 Parks, Trails and Open Space Plan 89
A. Parks 89
B. Trails 91
C. Open Space and Greenbelts 93

7.0 ENVIRONMENTAL PLANNING ELEMENT 97
7.1 Environmental Planning Purpose Statement 97
7.2 Environmental Planning Overview 97
A. Geology 97
B. Topography 98
C. Soils 98
D. Vegetation 98
E. Wildlife 99
F. Solid Waste Disposal 99
G. Sanitary Disposal 100
H. Air Quality 100
I. Noise 100
J. Water Quality 101
7.3 Environmental Planning Issues 101
7.4 Environmental Planning Goals and Policies 102
7.5 Environmental Plan 103

8.0 WATER RESOURCES ELEMENT 104
8.1 Water Resources Purpose Statement 104
8.2 Water Resources Overview 104
A. Geology 104
B. Topography 104
C. Water Supply 105
D. Water Demand 105
E. Water Quality 106
8.3 Water Resources Issues 106
8.4 Water Resources Goals and Policies 107
8.5 Water Resources Plan 109

9.0 COST OF DEVELOPMENT ELEMENT 110
9.1 Cost of Development Purpose Statement 110
9.2 Cost of Development Overview 110
9.3 Cost of Development Issues 111
9.4 Cost of Development Goals and Policies 112
9.5 Cost of Development Plan 113

10.0 IMPLEMENTATION PROGRAM 117
10.1 Implementation Introduction 117
10.2 Adoption and Ratification 117
10.3 General Plan Amendments 118
A. Minor Amendments 118
B. Major Amendments 119
10.4 General Plan Review 119
10.5 Tools for Implementation 120

LIST OF TABLES

2.1	Land Ownership by Acres	9
3.1	Payson Region Population Statistics, Census 2000 & 1990	15
3.2	Ethnicity by Percent of Population	15
3.3	Total Population by Age	16
3.4	Payson Region Housing Statistics, Census 2000 & 1990	17
3.5	Housing Units Data	17
3.6	Town of Payson Construction Activity	18
3.7	Current Zoning Densities on a Per Acre Basis	19
5.1	Existing Speed Limits	42
5.2	Accidents by Intersection	44
5.3	Comparable Communities with Transit Systems	66
6.1	Property Type Observed and Mode of Travel (e.g., trails)	78
6.2	Trails Surrounding the Town of Payson	79
6.3	Estimated Year 2020 Rec. Needs Based on Standards	90
6.4	Estimated Buildout Rec. Facilities, Based on Standards	91

FIGURES

Figure 2.1	Planning Area	10
Figure 3.1	Payson Future Land Use Plan	24
Figure 4.1	Growth Areas Map	33
Figure 5.1	Functional Street Classification	46
Figure 5.2	Roadway Widths	47
Figure 5.3	Year 2007 – Plan with Seasonal Projected Traffic Volumes	48
Figure 5.4	Year 2020 – Plan with Seasonal Projected Traffic Volumes	49
Figure 5.5	Urban Trails Plan	50
Figure 5.6	Recommended Bike Lanes	51
Figure 6.1	Rumsey Park Master Plan	95
Figure 6.2	Green Valley Park Master Plan	96

Acknowledgements

Payson Town Council:

Ken Murphy, Mayor
Barbara Brewer, Vice Mayor
Dick Wolfe, Council Member
Dick Reese, Council Member
Bryan Siverson, Council Member
Judy Buettner, Council Member
Robert Henley, Council Member

Planning & Zoning Commission:

Bob Flibotte, Chairman
Don Harmon, Vice Chairman
Hoyt Kenmore, Commissioner
Jim Scheidt, Commissioner
Don Wolfe, Commissioner
Ted Scholz, Commissioner
George Barriger, Commissioner

Citizen Participants:

Bill Broce	Richard Maloney	Cliff Potts
Robert Henley	Blair Meggitt	Theresa McQuery
Con Holcombe	Scott Flake	John Wilson
Jan Parsons	Herb Weissenfels	Bob Ware

Staff Participants:

Kelly Udall, Administrative Services Director
Buzz Walker, Public Works Director
LaRon Garrett, Town Engineer
Bethany Beck, Grants Coordinator
Bill Schwind, Parks & Recreation Director
Gordy Gartner, Police Chief
John Ross, Fire Chief
Sam Streichman, Town Attorney
Glen Smith, Chief Fiscal Officer
Robert Gould, Community Development Director
Ray Erlundsen, Zoning Administrator
Fred Carpenter, Town Manager

Consultant:

Partners for Strategic Action - Peggy Fiandaca and Curt Dunhim

Acknowledgements

(Continued)

Citizen Participants at Workshop:

Ed LeClair	John Martin	Susan Connel
Jesse Wallace	Dan Haapala	Paul Bates
Jim York	Leonard Little	Ben Perer
Gary Sceli	Clair Johns	Janet Kraniak
Lew Levenson	Hoby Herron	Ernie Smith
Carolyn York	Mary Little	Robert Kraniak

Citizen Participants at Focus Group Meetings:

Phyliss Windle	Nancy Landino	Buck Horn
Ernie Smith	Ann Staveness	Kenny Knapp
Bruce Van Camp	Susan Connel	John Martin
Ed LeClair	Jim Beuttner	Jim White
Lu DeSomma	Cathy Otto	Keith Hunsinger
Clair Johns	Barbara Ghans	Paul Bates
George Hensley	Andy Johnson	Diana Atchley
Jim Ritchey	Jesse Wallace	Karen Wartick
Sandra Montbleau	Glen Sherlock	Diane Sexton
Barbara Bourscheidt	Patricia Randall	Louis Adams
Cindy Berens	Lew Levenson	Bob McQueen

CHAPTER 1.0: INTRODUCTION

1.1 What is the General Plan?

The ***Payson General Plan 2002–2012*** is a comprehensive update and consolidation of planning documents that support the Town's growth management program. In 1991, the Town adopted its first Master Plan and in October 1997 an update of the Land Use Element was completed. Several other elements (e.g., Transportation, Housing, and Parks and Recreation) were also developed and adopted as updates to the Payson Master Plan. Since 1991, steady growth and more recently new state requirements necessitated the update of the Payson Master Plan. The ***Payson General Plan 2002-2012*** is intended to guide future development and redevelopment decisions of the community in accordance with state law.

Due to the growth occurring all around Payson and changes in new state requirements, the Town Council contracted with Partners for Strategic Action, Inc. to update the community's general plan. The consulting team was directed to solicit broad community involvement, study a planning area that would address the needs of the Town into the foreseeable future, and develop a plan that would be an easy-to-understand implementation tool to guide development.

The ***Payson General Plan 2002-2012*** is a ten-year plan that guides future growth of the planning area through the year 2012. The general plan includes policies and maps that provide the framework for decision-making. For example, the Future Land Use Map graphically depicts, in a general fashion, how land uses will be distributed throughout the planning area and how the Town will accommodate future population growth. The text provides the policies that will guide the implementation of the map. The text and map should be used together when making decisions about Payson's future.

1.2 Why Plan?

Planning is a **continual process**. No plan can be the "last word" on a community's future development. A single planning document cannot provide solutions to all the economic and social problems facing a changing community. Changing conditions that impact resources, services and facilities make it necessary to revise and amend the plan as needed.

The requirements for "general plans" changed when the Growing Smarter Act was passed in 1998 followed by the 2000 Growing Smarter Plus. Prior to the adoption of these two actions, cities and towns in Arizona were required by state enabling statutes to create and adopt a general plan. For municipalities, the requirements varied depending on the size of the community, but each had a number of elements it had to address in the plan.

The purpose of the Growing Smarter/Plus law is to achieve the following.

Strengthen the ability of Arizona's communities to plan for growth, acquire and preserve open space, and develop strategies to comprehensively address other growth-related pressures.

The key components of the law include the following.

- Became effective August 21, 1998.
- Reformed to local planning and zoning laws for municipal, county, and State Land.
- Enhanced State Trust land planning.
- Mandatory rezoning conformance with general plans.
- More effective public participation in planning.
- Requires procedures for major and minor amendments to the general plan.
- A 2/3 vote of the governing body is required to adopt a new plan or re-adopt an existing plan as well as a major amendment to the new or re-adopted plan.
- Voter ratification of the general plan at a general election. If the voters fail to approve the plan, the existing plan remains in effect until the voters approve a new plan.
- The general plan is effective up to ten years from the adoption date. A new plan must be developed and adopted on or before the tenth anniversary of a Growing Smarter compliant plan or the current plan may be re-adopted.

In addition to the elements already required (e.g., Land Use and Circulation), every general plan for communities with a population over 10,000 people (or above 2,500 people, if growing at an annual growth rate of at least two percent) must include (and others may include):

- Open Space Element
- Growth Area Element
- Environmental Planning Element
- Cost of Development Element
- Water Resources Element

When completed, the ***Payson General Plan 2002-2012*** will be the community's guide for future development of the community. It is a tool to help guide and shape the physical development of the Town. The general plan will include the community's statement of vision, development goals and policies, and an implementation plan to realize the vision.

1.3 What are the General Plan's Components?

The Town of Payson General Plan is comprised of a series of elements that work together to provide a guide for development within the community. It is important to recognize that the plan elements do not stand-alone. They are closely interrelated to provide a comprehensive picture of the community's resources, and its needs, desires, and strategies to address future development. As defined by the Arizona State Statutes, the plan is "general" in nature and is intended to

provide general development guidance and function as a statement of policy. Therefore, it serves as the guide to local decision-making about the community's future development.

The Payson General Plan will include the following elements.

- ***Land Use*** that provides the proposed general distribution, location, and extent of land for housing, business, industry, public facilities, and open space. (See Chapter 3.0)

- ***Growth Area*** identifies those areas, if any, that are particularly suitable for planned multimodal transportation and infrastructure expansion and improvements designed to support a planned concentration of a variety of uses. (See Chapter 4.0)

- ***Transportation/Circulation*** identifies the general location and extent of existing and proposed roadways as well as other forms of transportation including transit, pedestrian, etc. (See Chapter 5.0)

- ***Parks, Trails, and Open Space*** presents an analysis of forecasted needs and identifies potential locations and policies to promote a regional system of integrated open space, recreational resources, and trails. (See Chapter 6.0)

- ***Environmental Planning*** provides an analysis of potential implications of the general plan on air quality, water quality, and natural resources. (See Chapter 7.0)

- ***Water Resources*** provides an inventory of existing water supplies, determines water demand based on land use plan, and presents policies/strategies to ensure future growth will be adequately served by water. (See Chapter 8.0)

- ***Cost of Development*** identifies policies and strategies that the Town of Payson will use to require development to pay its fair share toward the cost of additional public service needs generated by new development. (See Chapter 9.0)

- ***Implementation*** outlines the specific steps to ensure that the general plan is implemented and updated in accordance with state law. (See Chapter 10.0)

1.4 How Was the General Plan Developed?

The planning process was based on the fundamental notion that widespread community involvement and consensus building is necessary for the success of the general plan. At the onset of the planning process, a public involvement plan was developed and adopted by the Town Council. The public involvement plan was used to guide the planning process and ensure public input in the development of the general plan. The General Plan Technical Advisory Committee (TAC) was organized that comprised of the Planning and Zoning Commission, Town staff, and citizen representatives. All meetings were advertised in accordance with the open meeting law and public attendance was encouraged. The TAC provided guidance and process oversight for plan development.

The TAC developed a "Mission Statement" that communicates the purpose of the ***Payson General Plan 2002-2012*** and planning process. Following is the Payson General Plan Mission Statement that guided the planning process.

"The Payson General Plan presents realistic policies and strategies that are financially sound and implementable. The general plan serves as the community's guide for local decision-making about how the town should change over time. The general plan will be a concise document that clearly defines how to get from "point A to point B" as the community creates its future. The planning process must be inclusive and participatory to ensure that it receives overwhelming approval by the citizens of Payson."

Two series of three focus groups were conducted. The first round of focus groups was organized to uncover issues and provide input on the vision and community goals. The second round of focus groups was held to discuss the three land use/transportation scenarios. The results of the focus group discussion and surveys were summarized and presented to the TAC for discussion. At the proposed land use scenario phase, a community workshop was conducted. News articles and radio announcements as well as specific invitations were distributed in advance of the focus groups and workshop to encourage community participation. Over 100 people were in attendance at these three key events. Additionally, Town staff made presentations at civic group meetings to educate residents and solicit their comments.

The overall planning process involved the following tasks:

1 Issue Identification
2 Development of Community Vision
3 Identification of Community Goals, Objectives and Policies
4 Existing Conditions Data Collection and Analysis
5 Development and Evaluation of Future Scenarios (3 scenarios were developed)
6 Identification of the Proposed Land Use/Circulation Plan
7 Draft General Plan Elements
8 Identification of Strategic Implementation Program
9 Preparation of Final General Plan Document

1.5 What Were the Critical Issues Addressed?

The General Plan TAC identified the following critical issues that must be addressed in the development of the ***Payson General Plan 2002-2012***.

Water Resources. Ensure that the Town has adequate water resources and a plan for water exploration as well as preserving water quality.

Housing. The plan must address the need for affordable housing as well as the full range of housing choices.

Growth Management. Set parameters for growth and consider the carrying capacity of the land and the impact on the forest as well as other natural resources. Determine the impact of growth on maintaining Payson's small town character. "Quantify" and communicate the Town's growth management philosophy.

Environmental Planning. Explore environmental impacts of growth and the impact of future Forest Service exchanges on the Town. Improving air pollution caused by gridlock must be addressed. The impact of federal public land use policies (e.g., Tonto Land Use Management Plan will be done) should be explored.

Circulation Improvements. Improve the street network and ensure that there is adequate capacity (e.g., traffic gridlock and accessibility). Establishment of the Southeast Loop was discussed in the transportation study and the general plan should include this loop. Address the impact that 18-wheelers have on our local road system. Review present and future needs of public transportation. The Circulation Element must address airport operations and its value to Payson.

Parks, Trails, and Open Space. Improve the quality of parks and recreational facilities. Identify a location for a recreation/community center. Implement an adequate trail system throughout the Town that connects activity areas with neighborhoods and connects to regional recreational trails.

Economy. Expand tourism opportunities and encourage the development of Payson as a visitor destination that encourages people to stay longer in the community and spend more money. Explore incentives for new business development. Development of broadband infrastructure and encourage more E-Commerce. Payson must outline strategies to remain competitive as a community. Focus on education as an industry (e.g., community college expansion and campus improvements) and explore the feasibility of developing a conference center. Ensure adequate land for economic development that has on-site improvements. Identify places for shopping and determine what it takes to attract different types of retail. Explore the impact of casinos and Indian Community/Tribal Relations. Strategies should be developed to attract workers to the area to support local businesses.

Infrastructure Development. Infrastructure should be developed to support economic and community development (e.g., water issues). Communication links and services must be developed in Payson. Identify strategies to deal with the increasing demand for public services. The general plan should also address drainage issues.

Regulations and Procedures. Address land and zoning issues (e.g., land availability and how strict we are going to be on implementing our development policies).

Cost of Development. Clarify public and private costs associated with growth as well as "who pays." Evaluate the impact fee system related to the growth from the time of the fee's inception to determine if the system is working. Some projections for increases are needed as well as determining the impact of fees on growth.

Changing Demographics. There has been tremendous growth and change in Payson's demographics. For example the Town has experienced an increase in immigrants that the last census does not accurately represent. There is also a growing gap between the rich and poor.

1.6 How is the General Plan Organized?

The remainder of the ***Payson General Plan 2002-2012*** document is organized in a series of chapters that include:

Chapter 2.0: Planning Framework
Chapter 3.0: Land Use Element
Chapter 4.0: Growth Area Element
Chapter 5.0: Transportation/Circulation Element
Chapter 6.0: Parks, Trails, and Open Space Element
Chapter 7.0: Environmental Planning Element
Chapter 8.0: Water Resources Element
Chapter 9.0: Cost of Development Element
Chapter 10.0: Implementation Program

Within each of the "Elements," there is a standard format that presents the information. The format includes the following.

- ***Purpose Statement*** provides the general purpose for the element.
- ***Overview*** provides the existing conditions related to that element.
- ***Issues*** are presented that are critical to the element plan.
- ***Goals and Policies*** are stated to provide the decision-making framework for the element.
- ***Element Plan*** elaborates on what can be expected as a result of the element's implementation.

CHAPTER 2.0: PLANNING FRAMEWORK

The purpose of this chapter is to provide a contextual overview of the general plan. The areas discussed in this chapter include:

- Historical Overview
- Regional Setting
- Planning Area
- Jurisdictional Ownership
- Community Vision and Principals

2.1 Historical Overview

Historical studies have discovered that early native peoples (the Clovis Tradition) occupied the Payson area as far back as 10,000 years ago. Later the Mogollon culture spread to this area from the East followed closely by the Anasazi tribes from the North and the Hohokam societies of the South. Settlements frequently developed at trail crossings, such as the Shoofly Ruin site on the northern edge of Town. These primitive sites were home to many thriving native communities in the area until around 1400 AD when all native cultures abandoned the region. Artifacts indicate that the native trails supported a wide variety of commercial and migratory traffic. These trails provided access to essential natural resources such as water and hunting grounds.

Approximately two centuries after the ancient native cultures abandoned the Payson region, the Apache peoples entered and settled the area. The contemporary Tonto Apache tribal members of Payson are direct descendants of these early settlers.

During the mid-1800's, the U.S. Army established a military presence in the Arizona territory following the Civil War. Pressure from Mormon settlers and prospectors to subdue the Apaches prompted the Army to explore the Payson area for possible establishment of a frontier outpost. Eventually, the Army established a small post a short distance south of Payson in Tonto Basin. The area is lush with vegetation for grazing and soon supported large herds of cattle and some sheep. Cattle ranchers used the old Indian trails to move their herds.

In the late 1800's, various military camps and miners were responsible for the development of horse and wagon trails leading to the Rim Country (i.e., Fort Apache, Fort Verde, and Marysville Mine). The trail that connected to what is now Payson included a trail that came up Oxbow Hill and continued to Stoneman's Apache Verde Road.

The original Payson Townsite was established in 1882. The population at that time was 40 people. By 1922 the population had grown to 200 and by 1930 there were approximately 500 people. According to the 2000 Census, the Town of Payson's population is 13,620 people up 62.6 percent from 1990's population of 8,377.

Due to abundant resources, military camps, prospectors looking for gold and the cattle industry comprised Payson's economy in the early years. In modern days, the Payson industry has been dependent upon its ever-growing tourist industry. Tourists first came primarily for the deer and trout seasons. As transportation facilities improved, Payson became more attractive for recreational activities, summer homes, and retirees.

2.2 Regional Setting

Payson is located in Gila County, Arizona, surrounded by the Tonto National Forest and the Mogollon Rim. The Town is situated between the Mogollon Highland to the North and the Sonoran Desert to the South. The Tonto Apache Reservation lies south of the Town (within the Town limits). Payson is within a popular nature and recreation area with more than 30,000 annual visitors. Recreation attractions include: Tonto National Bridge State Park, Rim Country Museum, Shoofly Indian Ruins, the rodeo grounds, camping, fishing, and just relaxing in the pines.

2.3 Planning Area

The planning area shown in Figure 2.1 is defined as all land areas within the corporate limits of the Town of Payson. The principal physical constraints to development are rough terrain and hillsides. The original incorporated area (1973) of the Town of Payson encompassed 12 square miles. In 1980, 1988, 1990, and 1991, the Town annexed and de-annexed areas of the U.S. Forest Service lands and now the Town comprises 18 square miles.

2.4 Jurisdictional Ownership

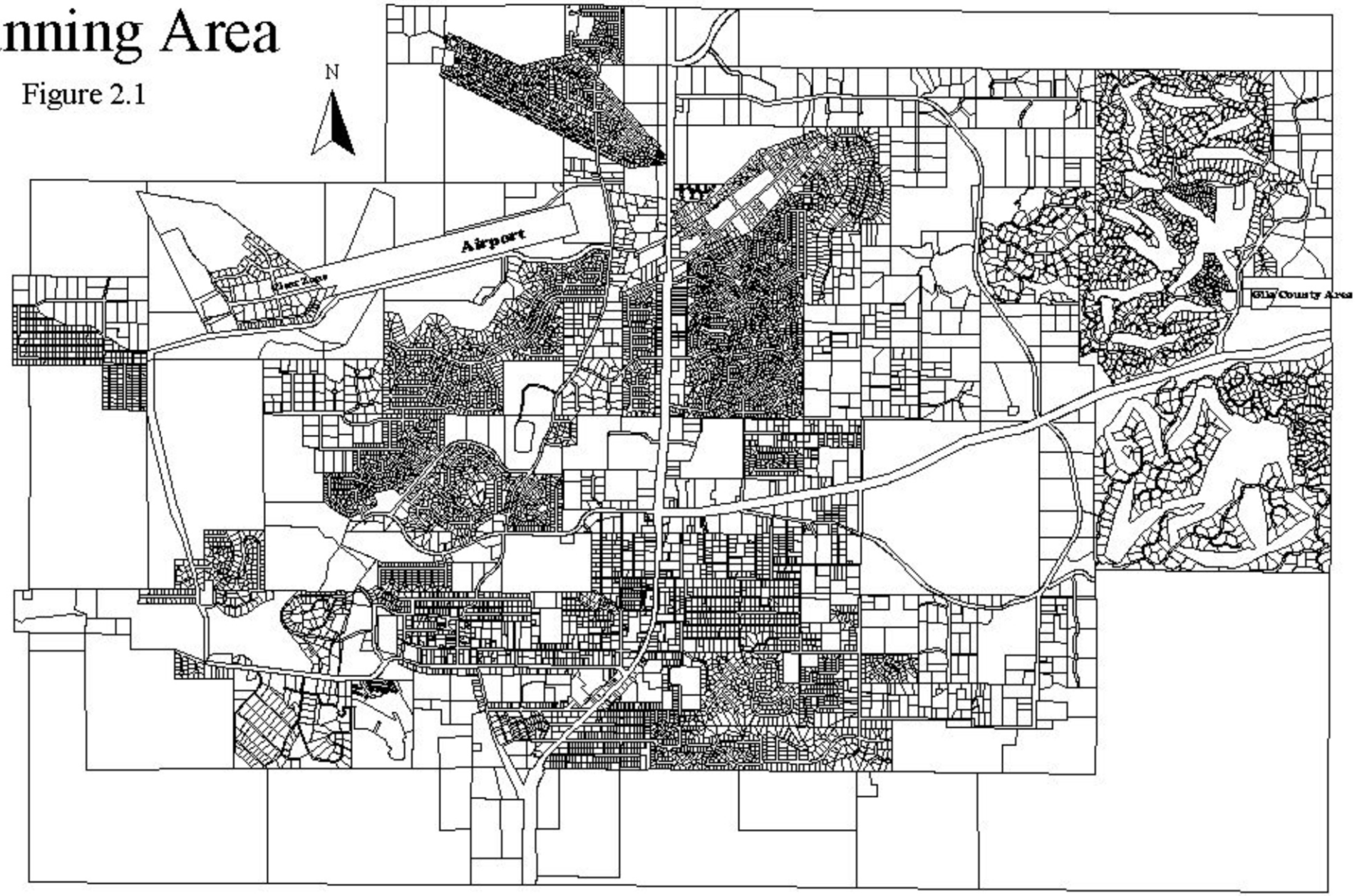
Currently, the 18 square miles of the Town of Payson incorporated boundaries include private, public, and Indian Reservation lands. Although, the Tonto Apache Reservation is a nation onto itself (i.e., not governed by the local or state government), the location of the reservation is within the Town boundaries. Approximately 68 percent of the land within the planning area is privately held and 32 percent is federal land as shown on Table 2.1.

Table 2.1, Land Ownership by Acres

	Forest Service	Forest-Exchange	Private	Other Public	Total
Acreage	2,288	1,414	7,818	330	11,850
% Share	19.3%	11.9%	66%	2.8%	100.0%

Town of Payson Planning Area

Figure 2.1



Community Vision and Principals

The ***Payson General Plan 2002-2012*** is based on and shaped by the community's vision and values. Payson's *"Community Vision"* is a philosophy and unique image of the future that would be better in some ways than what now exists. Critical to the vision is a statement of community values. Values are standards that the community will not compromise regardless of what the future holds. Community Principals also assist in further defining the community vision.

A. The Statement of Vision

> Payson is Arizona's premier "small town" recognized for managing growth in such a way that provides responsible stewardship of its natural resources that provides leadership to strengthen neighborhoods and ensures that services and facilities meet the expectations and needs of our residents and visitors. Payson is a community of people that are dedicated to ensuring that the quality of life and natural resources that they enjoy today can be enjoyed by future generations. Payson has a growing economy that provides opportunities for all to have a satisfying lifestyle and a safe, healthy environment. It is a community that embraces people of all ages and walks of life and affords them opportunities for housing, health care, recreation, and education, all within the scenic beauty of the Rim Country area.

B. Community Values

As a community we value:

- Our forested environment and hillsides that provide magnificent views of the beauty and is recognized as the Rim Country.
- The ability to enjoy clean air and water while we balance the fragility of our natural resources.
- A strong, diversified economy that creates meaningful jobs at livable wages and is in harmony with Payson's natural environment.
- Our "Old West" heritage, which is the foundation for what Payson is today.
- The richness that life-long learning and recreational opportunities bring to our lives.
- An efficient, responsive local government that provides leadership in ensuring long-term community interests.

C. Community Principals

"Community Principals" serve to further define the vision, or desired direction of the community. These principals are ongoing and timeless. They are fundamental to the community and provide the "big picture" of what Payson wants for its future. The Town of Payson identified a series of community principals that, when addressed comprehensively, further define the community's vision and ensure the high quality of life residents expect. All of these principals will come into play when making land use decisions.

Resource Management. The Town of Payson's growth is directly related to the limitations of natural resources such as water. The Town recognizes the limitations of the water resources and has adopted policies and strategies to ensure adequate water supply. For example, the Town cannot and will not grow beyond "safe yield" without securing additional water resources. The Town of Payson will not approve new development that will impact the Town's ability to provide water resources to existing customers.

Land Ownership. Ownership patterns that can be a considerable constraint on orderly growth and may preclude master planning in some areas in Payson where fractionalized land holdings cannot readily be assembled. Although it is not likely that Payson can project a totally master-planned character, the varied housing types and lot sizes can be steered toward an intelligent integration of differences with several unifying themes.

Extraterritorial Influence. Careful local review of land use proposals and disciplined decision-making are the bridges between Payson's constraints and opportunities. It is particularly important for the Town to consider annexation of lands that are not presently within the corporate limits, but that will impact the community.

Residential Development. Payson has extensive potential for high-quality residential development. The community has been, and will continue to be, "housing driven" in terms of its development patterns. Capitalizing on this significant market opportunity, therefore, requires special attention and encouragement of exceptional residential value. Quality of design, amenities, and property maintenance standards in non-residential development will be important to ensure quality development, demanded by Payson residents. Residential land use policies combined with the Town's desire to preserve valuable open space and scenic resources will assist in maintaining the community's attraction.

Tourism. Tourism opportunities will continue to be promoted in Payson. Not only do recreational and leisure-time facilities enhance the Town's character; they also strengthen a significant component of the local revenue base. Resorts, restaurants, and shops that draw visitor dollars also serve Town residents' entertainment and purchasing needs with greater variety than normally found in communities of similar population size.

Planned Developments. Planned developments represent the preferred method by which raw land is converted. Clustering buildings promotes efficiencies in utility and street systems and also provide a proven method of preserving portions of the Town by protecting wildlife habitats, view corridors, native vegetation, hillsides, and open space resources. Also, the Town encourages the use of "building envelopes" within subdivisions that allow no bulldozing or clearing of the land outside of the area where the house will be developed. Some trees and plants inside the fence around the building envelope may be destroyed, but many can be moved, and replanted when construction is complete. The purpose of the building envelope concept is to preserve as much forested land and natural topography as possible within Payson.

Density. The Town intends to permit reasonable land use intensity for all types of uses, commensurate with plan goals. Sufficient demand must exist before authorizing higher land use intensity than present zoning permits. Regulatory provisions, accompanied by development review practices are designed to favor compatible, master-planned construction in terms of residences per acre or site coverage as compared with piecemeal development.

Commercial. Commercial opportunities in Payson are encouraged to make the most of their designated locations by constructing substantial, attractive buildings with full improvements, convenience, and safety. The Town wants its shops, offices, and centers to be planned, built, and operated to house successful, stable businesses. Overbuilding, with excessive commercial unit vacancy, should be discouraged. Again, a master-planned development, that creates its own market for retail and service uses, exemplifies a preferred situation for new commerce opportunities. The Town of Payson will strive to diminish the impact of the highway strip commercial development that has historically been the commercial pattern within the community by creating deeper commercial nodes with "windows" of non-commercial uses along the highways.

Employment. Employment uses are critical to the Town of Payson's future. Employment areas located within master-planned campus settings with users including high technology, light manufacturing, and assembly are desired. The Town of Payson has been successful in attracting industry located at the airport and this area will continue to be an important employment center. However, the future land use plan designates expanded employment centers to accommodate the Town's vision to be sustainable.

Other Uses. Reserves for institutions, particularly health care and higher education will be incorporated into or adjacent to planning activity centers. Resorts have been identified within the planning area in an effort to create a visitor destination. Churches, corporate conference centers, child or adult care facilities, professional office plazas, neighborhood schools—even hospitals, colleges, or senior citizen complexes in large-scale developments—may be appropriate additions to future neighborhood centers. Sensitive site development must occur when reviewing these uses. The Town does not anticipate accommodating unsafe or uses that are incompatible with the character of Payson. The Town will work closely with providers, entrepreneurs, and adjacent jurisdictions to identify sites for these uses in locations where they will not detract from the value of others' properties. Standards for covering, screening, access, separation, and other mitigation requirements are established to ensure that these uses will be operated as good neighbors to the community.

CHAPTER 3.0: LAND USE ELEMENT

3.1 Land Use Purpose Statement

The Payson Planning Area will continue to project a residential character where the living environment for residents and the many visitors to the area is emphasized. Orderly growth that focuses on densities that are compatible with the natural surroundings is especially important to the community. Development that is sensitive to and compatible with the forested environment is of the utmost importance to Payson residents.

The Town of Payson will manage future growth based on the availability of water and ensure that growth will not be detrimental to the quality of life that Payson residents desire. To this end the Town will strive to ensure:

- The provision of adequate public facilities and services to support growth demands.
- The provision of adequate resources to support and sustain growth demands.
- The maintenance of the scenic beauty of the Payson area.
- The development of a stable economy that offers jobs that pay a living wage.
- The development of adequate housing choice for all income groups.

It is important to recognize that the Payson Land Use Element and Plan presents potential land uses that could occur if available resources, such as water, are available to support the land use pattern. However, the Town of Payson's population and its water resources are nearing "safe yield" as defined in the previous chapter. Therefore, any new development must provide the Town proof of an assured water supply that does not negatively impact the Town's ability to provide water to existing residents. The Town of Payson recognizes private property rights and has developed the land use element and plan in such a way that allows appropriate private development if and only if, the development can provide the necessary supportive resources.

3.2 Land Use Overview

The Payson General Plan Planning Area includes all land areas within the corporate limits of the Town of Payson. The population for the Town of Payson according to the 2000 census was 13,620 up 23.8 percent from the 1995 Special Census population figure of 11,004 and 62.6 percent at the 8,377 figure in 1990.

Table 3.1, Payson Region Population Statistics, Census 2000 & 1990

	Town of Payson			Payson Market Area*		
	2000	**1990**	**% Change**	**2000**	**1990**	**% Change**
Total Population	13,620	8,377	62.6	21,844	13,712	59.3
Total Minority Population	1,182	330	258.2	1,701	595	185.9
Persons Per Square Mile	699.6	642.5	8.9	27.4	17.4	57.5
Land Area, Square Miles	19.5	13.0	50.0	797.4	786.9	1.3

Table 3.2 Ethnicity Percent of Population

By Ethnicity	Town of Payson			Payson Market Area*		
	2000	**1990**	**% Change**	**2000**	**1990**	**% Change**
Minority Population	8.7	3.9	123.1	7.8	4.3	81.4
Hispanic	5.2	3.1	67.7	4.9	2.9	69.0
White, not Hispanic	91.3	96.0	-4.9	92.2	95.6	-3.6
Black, not Hispanic	0.2	-	N/A	0.2	0.1	100.0
Native American, not Hispanic	1.7	0.7	142.9	1.3	1.1	18.2
Asian, not Hispanic	0.5	0.2	150.0	0.4	0.3	33.3
All Other Races, not Hispanic	0.2	-	N/A	0.1	-	N/A
2 or more Races, not Hispanic	0.9	N/A	N/A	0.9	N/A	N/A

Table 3.3, Total Population by Age

	Town of Payson			Payson Market Area*		
	2000	**1990**	**% Change**	**2000**	**1990**	**% Change**
Age 18 & Over	10,881	6,704	62.3	17,480	10,911	60.2
Under Age 18	2,739	1,673	63.7	4,364	2,801	55.8
Under Age 5	679	416	63.2	1,026	707	45.1
Age 5-9	729	571	27.7	1,159	819	41.5
Age 10-14	840	405	107.4	1,399	825	69.6
Age 15-19	772	401	92.5	1,197	651	83.9
Age 20-24	480	238	101.7	704	379	85.8
Age 25-34	1,022	777	31.5	1,532	1,291	18.7
Age 35-44	1,600	919	74.1	2,694	1,679	60.5
Age 45-54	1,728	821	110.5	3,116	1,424	118.8
Age 55-59	836	508	64.6	1,565	884	77.0
Age 60-64	960	696	37.9	1,695	1,171	44.7
Age 65 and Over	3,974	2,625	51.4	5,757	3,882	48.3
Males Age 65 and Over	1,824	1,265	44.2	2,715	1,911	42.1
Females Age 65 and Over	2,150	1,360	58.1	3,042	1,971	54.3
Median Age of Population	48.9	50.7	-3.6	48.6	48.1	1.0

**Payson Market Area includes incorporated and unincorporated areas for Census Tracts 1-5 in Gila County*

Source for Table 3.1 – 3.3: U.S. Census Bureau, April 1, 2000 Census, PL94-171 Datafile
U.S. Census Bureau, April 1, 1990 Census, Summary Tape Files 1A and 3A

A. Housing Market

In 1998, the Town of Payson adopted an ***Affordable Housing Plan***. Housing supply consists of new units and existing units. New units tend to cost more than existing units. Although concern over increasing housing costs may focus on the rise in the costs of newly constructed units, in reality existing units provide the majority of the housing supply at any one time. As the prices of new housing increase, they generally exert an upward pressure on the prices of existing housing units as well.

The supply of housing units is frequently referred to as the housing stock. The number of units that constitute the housing stock is constantly changing as units are constructed or demolished. In a rapidly growing community like Payson, it is even more important to use the most recent data available, since the housing stock is changing rapidly. This is particularly true when describing housing costs in an inflationary market.

The total number of housing units (including mobile homes that have been installed) according to the 2000 Census totaled 7,033 and includes both occupied and vacant units. Table 3.4 presents the Payson Region Housing Statistics and Table 3.5, Housing Unit Data.

Table 3.4, Payson Region Housing Statistics, Census 2000 & 1990

Household & Family Data	Town of Payson			Payson Market Area*		
	2000	**1990**	**% Change**	**2000**	**1990**	**% Change**
Total Number of Households	5,832	3,675	58.7	9,447	5,933	59.2
Total Number of Families	4,068	2,597	56.6	6,545	4,282	52.8
Average Household Size	2.30	2.24	2.7	2.28	2.31	-1.3
Average Family Size	2.71	2.67	1.5	2.71	2.69	0.7
Families with Children < 18	1,264	827	52.8	1,435	1,277	12.4
Nonfamily Households	1,516	951	59.4	2,448	814	200.7
Persons Living in Group Quarters	232	157	47.8	235	175	34.3

Table 3.5, Housing Unit Data

	Town of Payson			Payson Market Area*		
	2000	**1990**	**% Change**	**2000**	**1990**	**% Change**
Total	7,033	4,792	46.8	14,921	10,862	37.4
Occupied Units	5,832	3,675	58.7	9,447	5,933	59.2
Vacant Units	1,201	1,117	7.5	5,474	4,929	11.1
Seasonal Vacant Units	779	728	7.0	4,619	4,191	10.2
Percent Vacant Units	17.1	23.3	-6.2**	36.7	45.4	-8.7**

**Payson Market Area includes all incorporated and unincorporated areas for Census Tracts 1-5 in Gila County*
***Changes in vacancy rates are expressed as the difference between the percent figures for the two periods*

Source: U.S. Census Bureau, April 1, 2000 Census, PL94-171 Datafile

The vacancy rate in Payson dropped between 1990 and 1995. In 1995, the vacancy rate was approximately 18 percent, down from a 23 percent vacancy rate in 1990. The 2000 Census indicates a vacancy rate of 17.1 percent for Payson and this would still be considered high for a municipality. However, since Payson is also a resort community providing short-term rentals and second homes, the high vacancy rate does not indicate a major imbalance between supply and demand.

Payson's housing stock is continuing to expand. Construction activity shown in Table 3.6 illustrates the number of construction starts and values of the construction as well as property values.

Table 3.6, Town of Payson Construction Activity

Construction Starts	2000	1990	% Change
Single Family Units	192	73	163.01
Manufactured Home Units	44	53	-16.98
Multi-Family Units	7	0	--------
Commercial Units	17	3	466.67

Construction Values	2000	1990	% Change
Single Family Units	$24,296,876	$5,535,745	338.91
Manufactured Home Units	$2,245,719	$1,572,278	42.83
Multi-Family Units	$347,451	$0	--------
Commercial Units	$5,223,188	$788,429	562.48
Renovations	$1,784,667	$927,927	92.33

Property Values	2000	1990	% Change
Estimated Cash Value	$847,000,464	$367,881,297	130.24
Assessed Value	$106,365,288	$51,686,393	105.79

Source: Town of Payson Building Inspector Report

B. Land Use Controls

In 1974, the Town adopted a Zoning Ordinance (Ordinance #10) and Subdivision Regulations (Ordinance #7). Subsequent to the incorporation of the Town various updates to the zoning ordinance and subdivision regulations were made. A major milestone was achieved with the adoption of a Unified Development Code on February 22, 1996, which became affective on April 22, 1996. A Unified Development Code (UDC) is the marriage of the zoning ordinance and subdivision regulations into one document. The UDC was adopted pursuant to the authority granted to local jurisdictions in Section 9 – 400 et.seq. of the Arizona Revised Statues. The UDC is the primary "tool" for the implementation of the Town of Payson General Plan and the planning policies adopted by the Town Council.

The UDC incorporates nine major sections. Section 15-01-002 of the UDC specifies the Codes applicability: "All buildings, structures, uses of land and appurtenant structures, subdivisions, and minor land divisions within the incorporated limits of the Town…"

The nine major sections include the following:

- Zoning Districts
- Landscape and Buffering
- Off-Street Parking and Loading
- Signs
- Minor Land Divisions
- Subdivisions
- Administration
- Procedures
- Enforcement

Each of the residential districts stipulate a minimum lot size standard, which also establishes a zoning density factor. The Table 3.7 below illustrates the twelve different residential zoning districts and the number of potential units per acre.

Table 3.7, Current Zoning Densities on a Per Acre Basis

R1-6	7.26 Units/Acre
R1-8	5.45 Units/Acre
R1-10	4.37 Units/Acre
R1-12	3.63 Units/Acre
R1-18	2.42 Units/Acre
R1-35	1.25 Units/Acre
R1-44	0.99 Units/Acre
R1-70	0.62 Units/Acre
R1-90	0.50 Units/Acre
R1-175	0.25 Units/Acre
R3	18.00 Units/Acre
R2	14.52 Units/Acre

The Town of Payson also includes zoning districts for Commercial and Industrial zones, which directly relate to spatial map designations incorporated in the General Plan Land Use Map.

Section 15-07 of the UDC includes the subdivision regulations with the general purpose and intent to do the following:

> ***"The purpose of this chapter is to provide for the orderly growth and harmonious development of the Town; to assure adequate traffic circulation through coordinated street systems with relation to major thoroughfares, adjoining subdivisions and public facilities; to achieve individual property lots of reasonable utility and livability; to secure adequate provision for water supply, drainage, sanitary sewage and other health requirements; to ensure consideration for adequate sites for schools, recreation areas and other public facilities; to promote conveyance of land by accurate legal description; and, to provide logical procedures for the achievement of this purpose. The provisions of this chapter provide a common ground understanding to develop an equitable working relationship between public and private interests to assure that both independent and mutual objectives may be public and private interests to assure that both independent and mutual objectives may be achieved in the subdivision of land."***

Payson defines a subdivision as improved or unimproved land(s) divided, for the purpose of financing, sale, or lease whether immediate or future, into four or more lots, tracts, or parcels, or if a new street is involved, any such property that is divided into two or more lots, tracts, or parcels of land is divided into more than two parts. Subdivision also includes any condominium, cooperative, community apartment, townhouse, or similar project containing four or more parcels, in which an undivided interest in the land is coupled with the right of exclusive occupancy of any unit located thereon, but plats of such projects need not show buildings or the manner in which buildings or airspace above the property shown on the plat area to be divided.

Land splits or division of unimproved land into two or three tracts or parcels for the purpose of financing, sale or lease, whether immediate or future, if at least one of the following conditions are proposed.

a. The property to be split is less than two-and-one-half acres;
b. A new street is involved; or
c. The boundaries of such property have been fixed by a recorded plat.

The Town also has a drainage ordinance that is to provide proper measures for the handling and disposal of storm water run-off. The ordinance is designed around the 10-year storm and requires the retention for a 10 year, 24 hour duration storm.

Finally, the UDC also incorporates regulations for Hillside Development in Section 15-02-003 (General Development Standards and Zoning Provisions). This code section requires that development on hillsides be compatible with natural terrain to the greatest extent practicable, and removal of existing native landscape and scarring or natural topographic features shall be minimized. In addition, this code section stipulates that development shall occur in a manner to maintain proper drainage and prevent soil erosion; provide a stable building site; and insure adequate access for emergency services. The Hillside Development Regulations in the UDC apply to all building lots with an average slope of 15 percent or greater.

3.3 Land Use Issues

The following section lists some of the critical issues that are addressed in the general plan.

Private Property Rights – The Town of Payson recognizes the rights given by the Constitution for landowners to develop their property. However, the Town General Plan provides guidance on how development shall occur and requires new development to provide for its needs, such as adequate water resources.

Environmental Preservation – The protection of the natural environment is a critical element to the community's vision and has been the cornerstone of the Payson Land Use Plan. The dilemma is how to allow property owners to develop their land while ensuring the protection of the environment.

Hard Zoning – The Town of Payson has a large amount of land within the planning area that is "hard" zoned which means that the Town is limited to what changes it can request during the development process. In many cases, the land use has been vested and expectations are that the land will develop in a certain way.

Balance of Land Uses – The Land Use Plan identifies an appropriate balance of various land uses to ensure provision of public services and maximize infrastructure efficiency, while ensuring the protection of the community's unique environment.

Revenue Enhancement – The Town's economy is dependent upon tourism and new construction, which has meant primarily residential and commercial development. In order for the Town to be self-sustaining and weather the building cycles, it must diversify its economic base and allocate additional land for other income-generating uses.

Maintaining Rural Character – Payson residents value the rural character of the planning area, which is defined by the abundance of trees, open space, and access to forests. This character should be aggressively maintained.

3.4 Land Use Goals and Policies

The following are the Land Use Goals and Policies that provide the framework for the Land Use Element.

A. GROWTH MANAGEMENT

Goal 1:	**The Town will develop a growth management program that strives to ensure that adequate services and facilities are available to support the demands of growth.**

Policy 1a: Establish service and facility standards for public safety, parks and recreation, streets, and water. These standards will provide the optimum level of service to be provided to ensure a decent quality of life for Payson residents. Facility and service standards will be related to population growth.

Policy 1b: Develop population estimates during the review of the Corporate Strategic Plan each year to be used in determining the adequacy of service and facility standards. According to the most recent population estimates, a report will be prepared to the Town Council in regards to the adequacy of services and facilities.

Policy 1c: Encourage infill development in appropriate locations throughout the planning area taking into consideration compatibility to surrounding land uses.

B. RESOURCE PRESERVATION

Goal 2:	**The Town will strive to develop land use patterns in a manner that conserves and preserves natural resources to achieve a high level of sustainability for our future generation.**

Policy 2a: Single family residential that provides for more than 4.5 units per acre will be encouraged to implement a planned area development design concept to help preserve vegetation and open space areas.

Policy 2b: Develop and implement a tree relocation and preservation program.

Policy 2c: Encourage the use of a planned area development design concept for the development in any area, which contains slopes of greater than 15 percent.

Policy 2d: Require landscaping that is not demanding of high water use.

Policy 2e: Require that a developer prove adequate water supply to the satisfaction of the Town Council when proposing to rezone property to a higher density.

Policy 2f: Continue to monitor the air quality to ensure acceptable levels of PM10 particulate matter.

Policy 2g: Identify areas that provide good groundwater recharge opportunities to assist with the replenishment of our groundwater supplies.

Policy 2h: Encourage the preservation and redevelopment of the Green Valley Redevelopment area that provides a pleasant living, working, and recreation area for residents and visitors.

Policy 2i: Ensure that land use activities in the vicinity of the airport are compatible with the noise levels from the airport.

C. HOUSING

Goal 3:	**The Town will encourage and promote the development of a wide range of housing types for all income groups.**

Policy 3a: Work to provide adequate staffing levels, public participation, funding, oversight, and engage other agencies involved with housing, in order to positively affect the provision of affordable housing units.

Policy 3b: Develop programs and identify funding sources to assist with housing needs for the special needs population.

Policy 3c: Enhance the ability of low to moderate income households to afford a home purchase in the Town of Payson.

Policy 3d: Continue to identify funding sources to provide improvements to existing housing units for low to moderate-income households.

Policy 3e: Ensure that adequate zoning is available to ensure the development of a wide range of housing types.

Policy 3f: Encourage mixed-use developments in appropriate areas within the planning area.

D. EMPLOYMENT

Goal 4:	The Town will plan for adequate land use design that encourages employment opportunities for jobs that pay a living wage.

Policy 4a: Ensure there is adequate land available for commercial and employment-related development.

Policy 4b: Ensure that there is adequate buffering available between commercial/industrial land uses and residential areas.

Policy 4c: Zone for residential uses in the proximity of employment centers to decrease traveling and energy expenditures.

Policy 4d: Designate West Airport Road as a high priority for infrastructure improvements to encourage the development of an employment center in the area.

Policy 4e: Review the commercial development permitting process for the purpose of streamlining and making it more cost effective.

Policy 4f: Ensure that future commercial development is in line with the character of Payson.

3.5 Future Land Use Plan

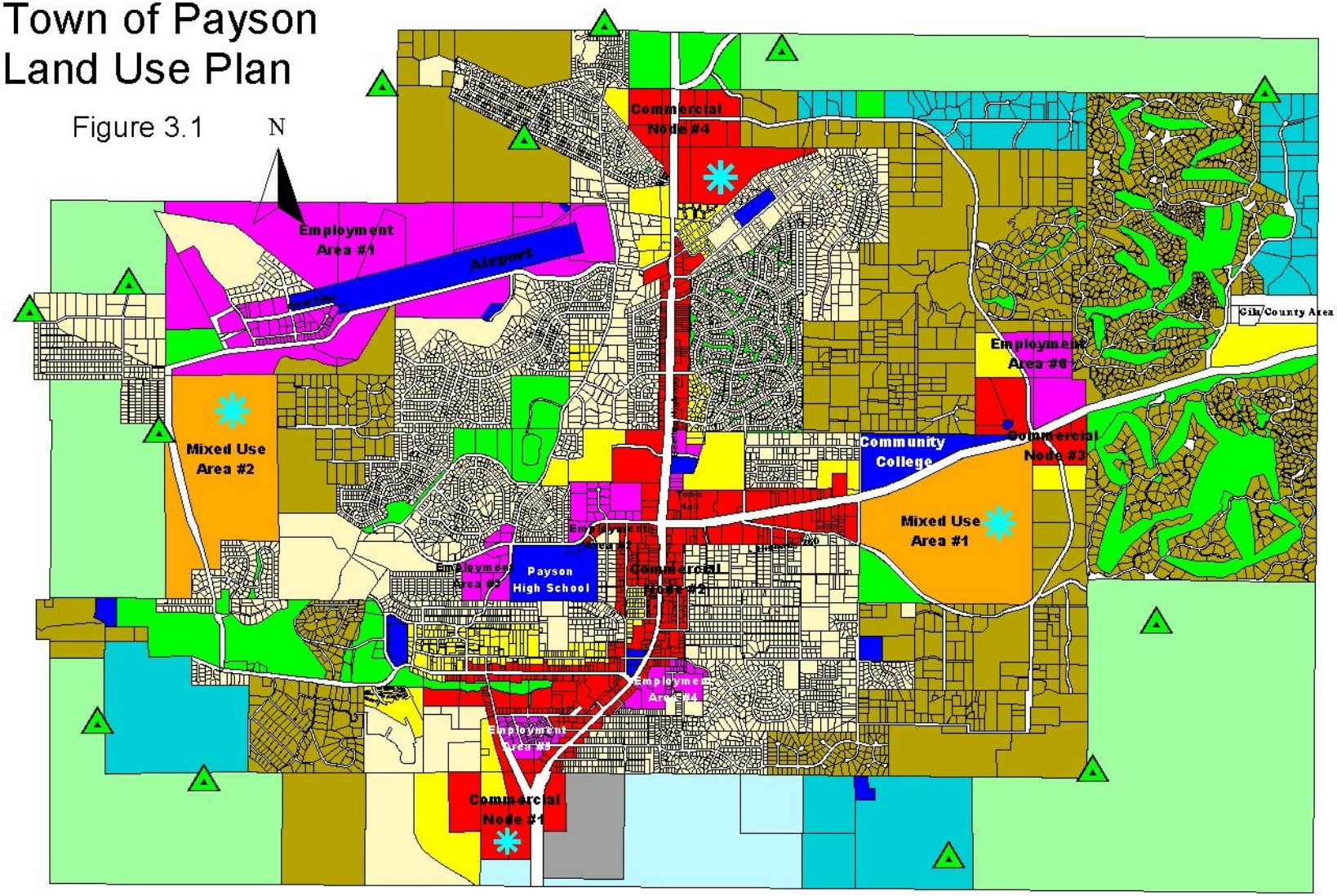
The Payson Future Land Use Plan (Figure 3.1) presents the proposed land uses for the entire planning area. These proposed land uses take into consideration topography, the transportation system, and private property rights while addressing the community's vision, values, and principals outlined in Chapter 2 and adhering to goals and policies. As noted previously, the ability of the Future Land Use Plan to be implemented is dependent upon the availability of water resources. Though the Town of Payson is nearing "safe yield" in terms of water resources, it does not limit private development from exercising private property rights should water resources be identified. Should water resources be identified, the impending development must comply with the Future Land Use Plan.

A. Land Use Designations

To assist in guiding growth and development consistent with the community's vision, it is important to understand the intent of the different land use designations. The following definitions relate to the designations on the Proposed Land Use Plan and should be used when interpreting the Figure 3.1. The residential land uses are characterized as a range of dwelling units per acre (DU/AC).

Town of Payson
Land Use Plan

Figure 3.1



Land Use Plan: A map that graphically depicts in general fashion, how the Town will accommodate future population growth. In order to use this map properly, you will need to refer to the section in the text portion of the Land Use element that is part of the Payson General Plan Document

Landuse Legend

Landuse.shp

- Commercial
- Employment
- Environmental
- Government
- High Density
- Low Density
- Medium Density
- Mixed Use
- Open Space
- Proposed Indian
- Rural Residentia
- Tonto Apache Res

Resort Area

Trail Heads & Access

Rural Residential (.25 to 1.0 DU/AC) - Denotes areas where large lot single family residential development is desirable. The density range .25 to 1.0 dwelling units per acre is intended to preserve the rural character of the area and provide sufficient open space that create a natural buffer between uses. Rural Residential is typically located in areas with limited access, topography constraints, hillsides, and forest areas.

Low Density Residential (1.0 to 2.5 DU/AC) – Denotes areas where detached single family residential development is desirable. The density range of 1.0 to 2.5 dwelling units per acre is intended to protect the single-family character of the area while offering a broader range of housing types.

Medium Density Residential (2.5 to 5.5 DU/AC) – Denotes areas where single family detached and attached (e.g., patio homes, town homes, and multi-family type housing) residential homes are desirable. The density range of 2.5 to 5.5 dwelling units per acre is intended to provide a broad range of housing types in areas with good access and in close proximity to services.

High Density Residential (5.5 to 18 DU/AC) – Denotes areas where multi-family residential development is appropriate. The density range of 5.5 to 18 dwelling units per acre is intended to provide areas for single-family homes, condominiums, apartments, town homes, or patio homes in appropriate locations. It is critical that these areas have good multimodal circulation (e.g., bicycle, transit) and transportation access and availability of public facilities/services.

Commercial – Denotes areas where all types of commercial development may take place in the Payson planning area. These commercial areas may include large shopping centers serving the region, neighborhood shopping centers, and/or convenience centers. Commercial may also include hotels and/or motels. The location of commercial will be dependent upon adequate controlled access and compatibility of land uses.

Several commercial nodes have been identified on the land use alternatives. The concept behind the planning for commercial nodes is to create a more efficient circulation system by locating commercial activities closer to residential areas.

> ***Commercial Node #1 (86.15 acres)*** – This area includes the Town's multi-event facility and potential resort site across from the Tonto Apache Tribal Casino. Commercial development should be oriented toward regional services to include the hospitality industry and multi-purpose entertainment uses. Development projects should strive to preserve the existing topography and vegetation of the area.
>
> ***Commercial Node #2 (330.22 acres)*** – This area along Highway 260 has been where major commercial activities have occurred. This area provides a regional level of service with a wide variety of commercial.

Commercial Node #3 (70.62 acres) – This area along east Highway 260 and Tyler Parkway is an area for expanded commercial and hospitality services that are compatible with the topography and vegetation.

Commercial Node #4 (58.99 acres) – This area on north Beeline Highway north of Payson Ranchos is designated for significant regional commercial expansion to provide services to outlying areas as well as the local market. Resort, big box commercial, hospitality, retail/services, professional offices, restaurants, and entertainment venues are recommended. This area should include a planned commercial environment with clustered buildings, open spaces, and adequate buffering from residential areas.

Employment – This designation denotes areas where commercial, office, and/or light manufacturing can occur. These uses can occur in a planned business park-type of environment with clustered buildings and inward focused activity. Commerce parks often include a mix of light industrial, professional office, office/showroom, office/warehouse, retail services, and related uses. In addition, limited amounts of high density residential developments should be allowed to foster better overall circulation by placing affordable housing closer to job centers.

The specific district will be determined based upon site use, adjacent land use impact, and intensity of development. In particular, the master planned development should locate the least intense users along arterial streets with adequate setback buffer and where visibility to the public is likely. More intense uses shall be located away from arterial streets, buffered by other uses.

Employment Area #1 – The Payson Municipal Airport drives the employment activities in this area. This area should include a planned business park environment with clustered buildings, landscaping, and inward focused activities. Commerce parks include a mix of light industrial, professional office, office/showroom, minor retail services, and related uses.

Employment Area #2 – This area includes the industrial park subdivision and is driven by its location to the central part of Payson and access to major highways. Average lots are 37,000 square feet. This area is conducive to commercial park activities, including a mix of light industrial, professional office, office showrooms and office warehouses.

Employment Area #3 – This area is appropriate for light commercial uses such as professional and general offices. Medical offices and adult care facilities would be acceptable.

Employment Area #4 – This area is appropriate for a mixed use of multi-family housing and light employment uses. The close proximity to the Payson Regional Medical Center makes this area especially suited for medical offices and clinics.

Employment Area #5 – This area is well suited to mixed-use light employment, retail, office, and multi-family development.

Employment Area #6 – This area should include a planned business park environment with clustered buildings and inward focused activities. Light industry, professional office, office showrooms, general office, warehouses, minor retail, and related uses. Adequate landscape/buffering should be considered on the north, west, and east boundaries.

Open Space – This designation denotes areas that are to be precluded from development except for public 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. The provision of 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. State Trust lands or privately held lands identified as open space may be developed at a minimum one dwelling unit per acre per Growing Smarter legislation.

Environmental – These are environmentally sensitive lands that are characterized by moderate to severe slopes, limited accessibility for services, significant tree and vegetation growth, significant geological formations or sensitive ecological systems. Development within these areas is not needed to accommodate growth to the year 2020. The intent is to work with the Forest Service to maintain these lands under the jurisdiction of the Department of Agriculture.

Government – These areas on the map indicate where public or semi-public facilities or land uses are located. The community college, airport, and schools are some of the examples of land uses shown under this classification.

Resort – The resort areas designated are anticipated approximate locations due to the characteristics of the area. Resorts are not merely hotels or motels, in that they provide more recreational amenities for their guests. Resorts are considered to be destination-oriented and full service with conference facilities, restaurants, and recreational activities.

Mixed-Use Development – Master plans have been the preferred type of development within Payson. Mixed-use developments encourage quality standards in creative and innovative ways. The intent of mixed-use development areas is to provide a wide range of housing choices, open space and/or recreational opportunities, and commercial and employment areas.

Mixed-Use Development #1 – The mix of land uses are intended to fall within the following ranges: 15 to 25 percent commercial, 20 to 30 percent medium density residential, 20 to 30 percent high density residential, and 25 to 35 percent low density residential. This property is presented owned by the U.S. Forest Service and has been designated for future uses. The Land Use Plan envisions this area as a mix of governmental public uses (i.e., Town of Payson, Gila County, State of Arizona, and Federal) as well as educational uses (i.e., approximately 80 acres is designated for a future school site). The property shows a park area and could include additional recreational or public uses (e.g., convention center and public meeting rooms).

Mixed-Use Development #2 – The mix of land uses are intended to fall within the following ranges: 5 to 15 percent commercial, 15 to 25 percent high density residential, 25 to 35 percent medium density residential, and 35 to 45 percent low density residential. This mix of land uses provides a careful transition of uses from higher to lower with the surrounding areas.

Trail Access/Trailhead Locations – Trailhead designations were identified through the Trails Master Planning process and are included on Figure 3.1.

B. Land Use Location Guidelines

The following are guidelines for the location of land use classifications.

Rural Residential

1. Areas where the general topography contains slopes of 15 percent or greater.
2. Areas that are appropriate for horse property with access to trails or the forest.
3. Areas that do not have access or cost effective access to public water and/or sewer services.
4. Areas with limited points ingress and egress for vehicular traffic and inadequate street design standards.
5. Areas that have significant growth of forest.
6. Areas that are environmentally sensitive.
7. Areas that are away from activity centers.

C. Future Land Use Projections

A critical part of the planning process is the calculation of projected impacts of the implementation of the Proposed Land Use Plan. This step is not only important during the evaluation of land use projects but for long-term fiscal planning. The following planning assumptions were used to calculate the impacts of the Payson Future Land Use Plan in regard to population, commercial development, and employment. As noted earlier, there are constraints such as water resources that will impact the ability of the Payson Future Land Use Plan to be implemented. However, for planning purposes the following land use projections assume that the

Payson Future Land Use Plan will be implemented as presented and that resource constraints have been successfully overcome.

- Commercial market estimates for a regional commercial hub utilized a figure of 56 square feet of space necessary per person for retail and service operations.
- Commercial development is based on a floor to area ratio (FAR) of .22
- Employment development is based on a FAR of .20
- Employment area capacity has estimated an overall average of 250 square feet per employee. This number is very dependent upon the type of employment facilities that are developed (i.e., warehouse operations that could contain thousands of square feet per employee versus an office use with only a few hundred square feet per employee).
- All developments assume an 75 percent usage of acreage (25 percent will be used for right-of-way, tree preservation, and other uses)
- Persons per household is assumed at 2.34 persons based on the 2000 Census
- Rural Residential with an allowable range from .25 to 1 dwelling unit (du) per acre is assumed to have an average density of .8 du/acre
- Low Density Residential with an allowable range from 1 to 2.5 dwelling units per acre is assumed to have an average density of 1.8 du/acre
- Medium Density Residential with an allowable range from 2.5 to 5.5 dwelling units per acre is assumed to have an average density of 4.0 du/acre
- High Density Residential with an allowable range from 5.5 to 18 dwelling units per acre is assumed to have an average density of 10 units per acre
- Jobs located in employment areas are not the total amount of jobs in the community. A significant number of jobs will also be created in the commercial areas

Based on the assumptions and the raw acreage calculated for each land use, the following "build out" projections were calculated (acreage totals are based on the mid-range percentage of the Mixed-Use category ranges). "Build out" is defined as the point when all parcels of land are developed according to the Future Land Use Plan and its parameters.

Land Use	Acreage	Buildable Acres	Housing Units	Build Out Population
High Density Residential	756.20	567.15	5,672	13,272
Medium Density Residential	2,343.87	1,757.90	7,032	16,455
Low Density Residential	2,454.00	1,840.50	3,313	7,752
Rural Density Residential	896.83	672.62	538	1,259
Totals	6,450.90	4,838.17	16,555	38,738

Based on this analysis, the commercial market capacity on 805.19 acres would result in commercial capacity to serve 104,449 people. Additionally, the employment area capacity (606.55) would accommodate 16,012 non-commercial sector (retail and services) employees. Based on the approximate four percent annual growth rate Payson experienced in the past decade and using the 2000 Census population of 13,620, the following build-out timeline was developed. A year-to-year analysis should be performed to monitor the actual rate of growth so that projections can be adjusted for future planning purposes.

Year	2005	2010	2015	2020	2025	2030	2035	2040
Population	16,345	19,070	21,795	24,520	27,245	29,970	32,695	35,420

The Proposed Future Land Use Plan includes approximately 55 percent more employment property than the current Land Use Plan and slightly more commercial area (just under 12 acres). It also includes resort and trailhead designations.

The additional employment land will nearly double Payson's ability to create non-service-sector employment opportunities as compared to the existing Land Use Plan. Creating living-wage jobs has historically been a concern for the community. With the employment contained in the commercial areas of the community, an abundance of employment opportunities can be created to serve both residents who wish to work and commuters from other residential communities in the region.

A new residential land use category has been added called "Rural Residential." This has been designated in areas where topographic and physical constraints impact development. These areas are intended to accommodate residential development with lots from 1 to 4 acres.

The Proposed Land Use Plan abandons the "Planned Area Development (PAD)" concept in favor of overriding residential designations. It also introduces two mixed-use areas that will accommodate a pre-specified ratio of commercial and various residential land uses.

The Proposed Land Use Plan also increases the amount of Medium and High Density lands in order to promote more housing choice, range of housing styles, and affordability.

CHAPTER 4.0: GROWTH AREA ELEMENT

4.1 Growth Area Purpose Statement

The Growth Area Element of the ***Payson General Plan 2002-2012*** is intended to provide a specific strategy for managing and directing growth in specific areas of the planning area. The Growth Area Element identifies four "growth areas" that will guide strategic initiatives over the next ten years. The purpose of the growth area element is to:

- Direct development in areas where existing infrastructure has been made and can be easily expanded.
- Promote economic vitality by diversifying commercial, employment, and housing opportunities in targeted areas.
- Encourage the development of mixed-use master planned areas that promote the live, work, and play philosophy.
- Promote infill development and maximize revenue-generating opportunities to support community services and facilities.

4.2 Growth Area Overview

According to state statutes, a Growth Area Element must be developed that identifies areas suitable, if any, for planned multimodal transportation, infrastructure expansion, and improvements designed to support a variety of land uses. It shall also include policies and implementation strategies to:

- Make automobile, transit, and other modes of circulation more efficient, make infrastructure expansion more economical, and provide for a rational pattern of land development
- Conserve significant natural resources and open space in the growth area and coordinate their location to similar areas outside the growth area
- Coordinate the development activity with infrastructure funding and financing planning

The four growth areas that the Town of Payson has jurisdiction over are defined below and shown on Figure 4.1, Growth Areas Map.

Green Valley Redevelopment Area
The Beeline Highway generally bound the Green Valley Redevelopment Area on the east, McLane Road and Oak Street on the West, and Bonita Street and Summit Street on the north. Forest Service land and the Tonto Apache Tribal area bound this area on the south. Parcels on both sides of these roadways are included.

Beeline Highway Corridor
The Beeline Highway Corridor is generally described as the parcels along the Beeline Highway from the north boundary of the Town of Payson to the southern boundary of the Town of Payson. The development is predominantly commercial with some high density residential.

State Route 260 Corridor
The State Route 260 Corridor is generally described as the area along Highway 260 from the Beeline Highway to the Tyler Parkway. Parcels on both sides of Highway 260 are included in this growth area.

Airport Growth Area
The airport and surrounding development area is intended to protect the viability of the airport and promote new employment opportunities conducive to the proximity to the airport.

Figure 4.1, Growth Areas Map, includes the Tonto Apache Growth Area. This area is outside the jurisdiction or control of the Town of Payson but will have a tremendous impact on the area. The expansion of commercial activities by the Tonto Apache at the entry of the Town of Payson will need to be coordinated and taken into consideration as the Town moves forward in its planning.

4.3 Growth Area Issues

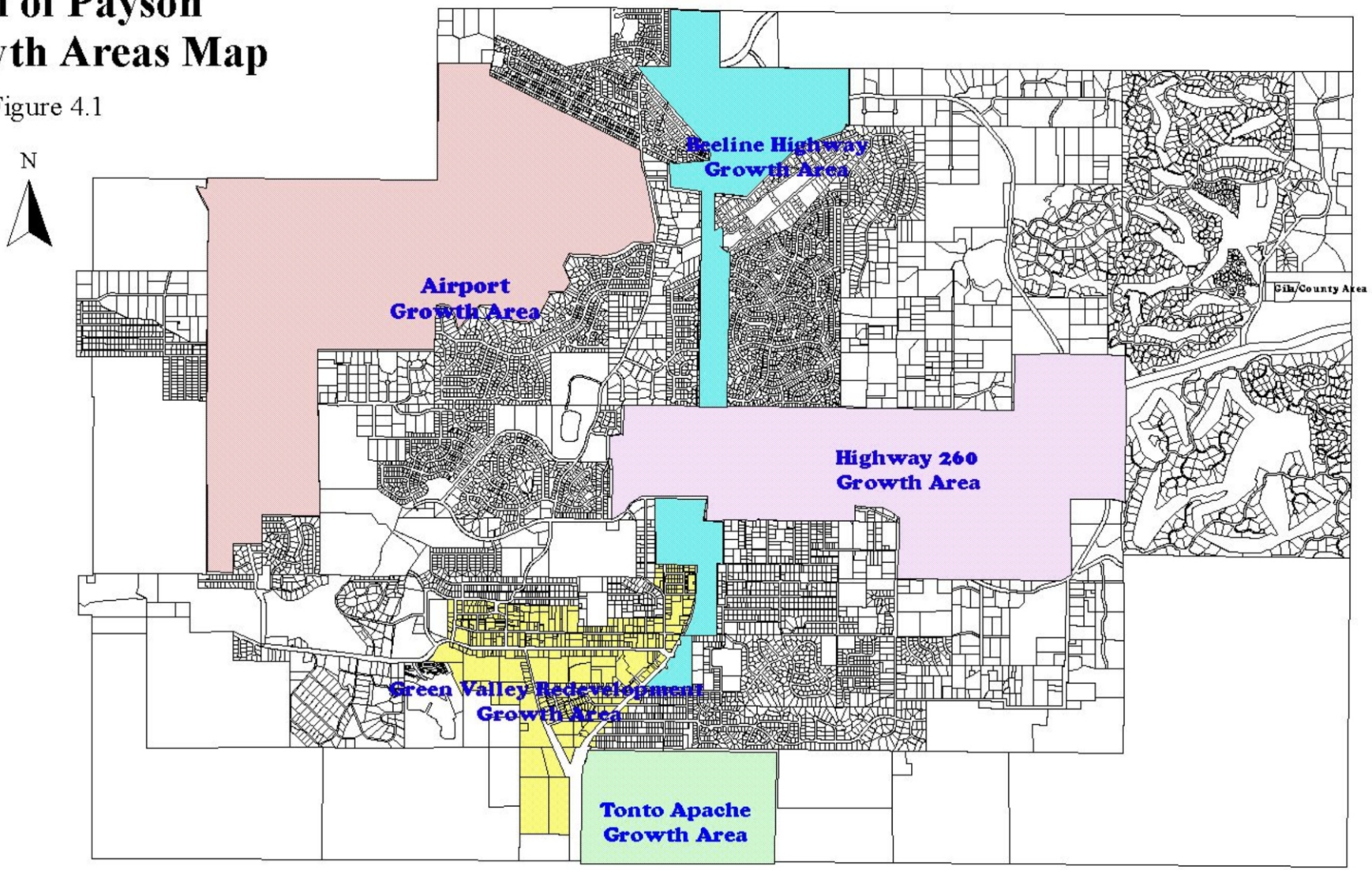
The following section lists some of the critical issues that must be addressed through Growth Area planning.

Incompatible Land Uses – Throughout the Green Valley Redevelopment Area and along the two corridors incompatible land uses exist due to the haphazard development pattern that has occurred over time. Many of the problems have been inherited before the Town incorporated in 1974. Incompatible land uses that exist include industrial and commercial uses operating adjacent to single family residences.

Incompatible Zoning – While the diversity of zoning within the growth areas might suggest abundant opportunities for a wide variety of land uses, the opposite is actually the case. There is a patchwork of zoning in the Redevelopment Area as well as along the major transportation corridors. Many of these outdated zoning classifications may hinder new master planned infill development.

Town of Payson
Growth Areas Map

Figure 4.1



Employment Opportunities – The Town of Payson has limited areas appropriate for new business development that will diversity the economic base and create quality jobs that pay a livable wage. The Land Use Plan (Figure 3.1) designates employment uses in areas surrounding the airport that serves two purposes: protecting the airport from residential encroachment and offering new employment growth opportunities. The transportation corridors and the Green Valley Redevelopment Area also provide new infill business development options.

Preservation of Open Space – Due to the historic development patterns (e.g., linear commercial strip) in the central portion of the town, developing parks and protecting open space has been challenging. As the area redevelops, identification of open space, parks, and trail connections will be the focus of the planning to ensure a well-balanced community system.

Mobility Issues – Through traffic (i.e., visitors) and local travel movements have increased tremendously over the past ten years. Highway 260 and the Beeline Highway serve local traffic movements as well as tourist traffic passing through Payson. Increasing traffic along these major roadways coupled with the large number of businesses with direct access has diminished the effectiveness of the roadways as well as impacted safety.

4.4 Growth Area Goals and Policies

The following are the Growth Area Goals and Policies that provide the framework for the element.

Goal 1:	**The Town must maintain a high quality of life for its current and future residents while maintaining an economically vital community.**

Policy 1a: Encourage compatible infill development that preserves the value of properties within and adjacent to the growth area.

Policy 1b: Eliminate substandard and obsolescent buildings, blighting influences, and environmental deficiencies that detract from the functional unity, aesthetic appearance, and economic welfare of the growth area as well as in other areas of the Town.

Policy 1c: Prevent the recurrence of blight and blighting conditions.

Policy 1d: Ensure the provision of public services and facilities adequate to meet the needs of the growth area and community.

Policy 1e: Encourage and assist in the provision of adequate housing choice for all income groups, to include affordable and market rate housing.

Policy 1f: Encourage the establishment of integrated open space areas that provide attractive and environmentally sensitive development patterns.

Goals 2:	**Provide for the orderly physical and economic development of the identified growth areas.**

Policy 2a: Assemble land into parcels functionally compatible with respect to shape and size for disposition and redevelopment in accordance with contemporary development needs and standards.

Policy 2b: Provide safe, efficient, and attractive circulation systems that minimize conflicts between different forms of traffic (i.e., pedestrians, automobiles, transit and service vehicles).

Goal 3:	**Strengthen the basic attractiveness, efficiency and effectiveness of the economy of Payson and the region by strategic development/redevelopment of the growth areas.**

Policy 3a: Increase and improve the range, variety, and quality of goods and services available to both residents and visitors.

Policy 3 b: Create an environment conducive to quality private investment within the growth areas that further Payson's community vision and goals.

Policy 3c: Utilize the growth areas to create a strong sense of community identity that celebrates its history and culture.

Policy 3d: Continue to establish Payson as the regional economic hub of Northern Gila County by effectively diversifying the growth areas.

Policy 3e: Establish design parameters for commercial development that provide more of a neotraditional development scheme rather than traditional strip commercial development.

Goal 4:	**Develop the Payson Airport and surrounding employment areas as an important economic center in Northern Gila County.**

Policy 4a: Ensure that the land use activities in the vicinity of the Payson Airport are compatible with the noise levels generated by airport-related uses.

Policy 4b: Attract businesses to the employment designated land around the Airport that provides jobs for Payson residents.

Policy 4c: Continue to make improvements to the Payson Airport to increase the economic viability of the airport.

4.5 Growth Area Plan

The following section describes the four Payson Growth Areas that are intended to be the focus of development over the next 10 years.

A. Green Valley Redevelopment Area

The original Payson Townsite map was recorded in 1929 and provided for a wide range of land uses that included residential and commercial activities. During the early years of Payson, activities such as banking, postal services, service stations, hotels, groceries and household goods were all purchased down on Main Street, the heart of the Green Valley Redevelopment Area. It was the hub of most of the activity for the Town of Payson.

The automobile has had a major impact on how Payson developed and more particularly on this Growth Area. With the development of the Beeline Highway and Highway 260, commercial uses relocated to provide greater convenience and access to their markets, and the predominance of Main Street as the focal point of Payson slowly faded. No longer is there a bank, post office, grocery store, or service station on Main Street. All of these uses have relocated to the Beeline Highway or State Route 260.

In September 23, 1999, the Town Council adopted the *Green Valley Redevelopment Area Plan* that identified and directed specific actions to assist the Main Street area in becoming an area that contributes to the Payson economy and social well being of its residents. The Beeline Highway generally bound the Green Valley Redevelopment Area on the east, McLane Road and Oak Street on the west, and Bonita and Summit Streets on the north. Forest Service and the Tonto Apache Tribe are on the southern border. Parcels on both sides of these roadways are included.

The Green Valley Redevelopment Area is predominantly located within a depressed area between rolling hills on the north, east, west, and south. The main drainage system through the redevelopment area has been designated within a hundred-year flood plain by the federal government. This flood plain designation along with the very substantive possibility of flooding along the lowest areas will serve to preclude development in these areas of the district unless engineering solutions can be developed to mitigate the problem.

The purpose for designating the Green Valley Redevelopment Area as a Growth Area is to develop a unique multi-faceted area within the Town of Payson that provides opportunities to live, work, and play while building a strong economic core. The area will provide a mix of housing types, as shown on the Payson Future Land Use Plan (Figure 3.1), with supportive open space and recreational facilities. Economic activities will focus on retail sales, services, and some major employment. Recreational land uses will provide both passive and active recreational opportunities from both the public and private sectors.

The focus of the area's design is to create a pedestrian-friendly environment. Additionally the Town's principals include preservation of the historical and cultural values and adequate

infrastructure to support both residents and users. The redevelopment area is intended to become a place that encourages people to come and gather together to celebrate the Town of Payson as a great place to live and visit.

To date, the Town of Payson has been steadily implementing the Green Valley Redevelopment Area Plan. To implement this Growth Area the following implementation steps are either underway or planned for completion:

American Gulch Plan	Land Acquisition (American Gulch)
Main Street Design	Main Street Zoning
Heritage Conservation District	Fiscal Impact Study
Business Incentive Program	Parking Plan
Commercial Rehab	Focal Point and Open Space Plan
Housing Rehab	Safe Cities Program
R.O.W Dedication (Frontier Street)	Main Street Sign Code
Lot Consolidation	History Park Improvements
Construction North/South Connector	Water Improvements (Frontier Street)

As with any planning effort, building and maintaining public support is critical. Redevelopment of an area is a long-term process and may not return immediate economic benefits or show physical improvements for many years. The Green Valley Redevelopment Area Committee has recognized this issue and has taken steps to communicate, educate, and promote the activities that are occurring within the Green Valley Redevelopment Area.

B. Beeline Highway Corridor

The Beeline Highway/State Route 87 is how all visitors from the south enter Payson. It serves as Payson's "front door." The Arizona Department of Transportation (ADOT) is responsible for the operation and maintenance of state routes within the Town. However, the Town of Payson is responsible for land use that has and will occur along the corridor. Historically, the land use pattern along the corridor has been a mix of commercial development that has occurred over a long period of time. It is evident that some of the development occurred prior to the Town's incorporation in 1973 due to the style and condition of some of the buildings. In recent years, the corridor has experienced infill development that has begun to change the appearance of the corridor.

The purpose of establishing the Beeline Highway Corridor as a Growth Area is to encourage the continuation of infill development and redevelopment of the corridor. The traditional strip commercial nature of the existing development under-utilizes the potential of the land along the Beeline Highway. Additionally, the strip commercial development has resulted in a large number of curb cuts onto the state highway that has impacted the efficient and safe movement of vehicles, pedestrians, and bicyclists.

By concentrating planned mixed-uses that limit the number of access points onto the Beeline Highway, a more efficient land use pattern is created. The Town will encourage lot assemblage of underutilized land uses along the corridor for larger, mixed-use projects that are compatible

with the character and vision of the major arterial into the town. For example, the creation of a medical technology mixed-use area near and around the Payson Regional Medical Center could be promoted.

The goal of the Beeline Highway Corridor Growth Area is not to change the commercial nature of the roadway but to consolidate commercial uses in a more efficient fashion to create clusters rather than the continuation of the strip character of the corridor. Additionally, the development of a more pedestrian-friendly environment along the corridor is desired. Completion of the Beeline Highway pedestrian/bike path system that ties to the residential neighborhoods surrounding the corridor and serves as an alternative mode of transportation could help alleviate automobile traffic on the Beeline Highway. Consideration of future transit opportunities should be discussed as part of improvements to the Beeline Highway.

C. State Route 260 Corridor

The State Route (SR) 260 Corridor has experienced large-scale commercial development very different than that of the Beeline Highway. Where the Beeline Highway's commercial is primarily older and smaller retail stores and fast food restaurants the SR 260 Corridor has newer, larger scale shopping center-type commercial development. In recent years, the oldest shopping center on the southeast corner of SR 260 and SR 87 underwent redevelopment that included an update to the façade. The shopping center on the north side of SR 260 changed major uses when the Wal-Mart built a new and larger center along the Beeline Highway north of SR 260.

The SR 260 Corridor has been identified as a Growth Area because of the redevelopment potential of the corridor as well as the large land area owned by the Forest Service along SR 260 near the Tyler Parkway. Though no plans are currently underway for a Forest Service land exchange for this parcel, the Town of Payson believes this is a key parcel that will shape the future development of the corridor and possibly the town.

This area is designated as Mixed-Use Development #1 on the Payson Future Land Use Map (Figure 3.1). The intent of this classification is to develop an area with a range of housing types, supportive commercial uses, and governmental or educational public uses. The area would include a park that is needed to support the growth that is occurring on this side of Payson. The mixed-use area could also support additional uses such as recreational facilities or a convention center. How this parcel of land is developed could change the complexion of Payson and provide an important activity center.

As the SR 260 Corridor continues to change and redevelop, the implementation of the pedestrian/bike path system must be developed. Like the Beeline Corridor, the SR 260 Corridor is not pedestrian-friendly and traffic is ever increasing with a mix of visitor and pass-through traffic and residents having to use the state route for everyday travel. The consideration for alternative modes of transportation (e.g., transit, bicyclists, and pedestrians) when improving the corridor or approving new developments/redevelopment must be done.

D. Airport Growth Area

The Payson Municipal Airport Growth Area is critical to the future of the Town of Payson. The community has limited opportunities for employment growth, other than retail development, and the area around the airport is the only location for this type of land use to occur. Protecting the airport from the encroachment of residential development is critical. Due to market trends, this area has been under pressure to change from employment to residential. It is critical for the Town of Payson to maintain this approximately 222 acres as employment that surrounds the airport.

Over the next 10 years, the Town of Payson must focus its attention on creating jobs that pay a livable wage. The area's quality of life has attracted both people and retail businesses to the area, but the employment sector has been slow to follow. The Payson Municipal Airport is the engine that drives the current and projected airport-related employment within this growth area. Part of Payson's vision is to become a community where you can live, work, and play. The Airport Growth Area provides the opportunity for the Town to attract higher paying jobs so that residents can earn a decent living and be able to continue to live in Payson as the cost of housing continues to escalate.

The Payson Airport Growth Area is intended to be a mixed-use area that includes planned business uses located in a business park environment. The intent of the business park environment is to have landscaping throughout the park setting and have inward focused activities. The type of uses that would be acceptable in this growth area would include a mix of light industrial, professional office, office showrooms, and office warehouses.

Additionally as the Airport Growth Area develops over the next 10 years, providing alternative transportation options to support the employment in the area is critical. The continuation of the pedestrian/bike path system to connect the airport employment area as well as consideration of potential transit connections should be developed as the area continues to grow.

CHAPTER 5.0: CIRCULATION ELEMENT

5.1 Circulation Element Purpose Statement

The Town of Payson serves a large regional area as well as handling a considerable amount of pass through traffic heading to communities farther north and east. The Town cannot effectively address the local street network without understanding how it ties into the regional roadway network, as well as examining the type of traffic that the circulation system serves such as local residents and pass-through tourists. Additionally, the circulation system is impacted by the shifts in seasonal traffic in the region. In December 1999, the Town of Payson in conjunction with the Arizona Department of Transportation completed the Payson Area Transportation Study. The purpose of the Circulation Element of the General Plan is to highlight information regarding the comprehensive circulation system that supports the Land Use Plan. This element, along with the Small Area Transportation Study, is intended to provide the policy direction for the Town of Payson regarding multi-modal transportation planning for the next 20 years.

Recognizing that large investments in transportation infrastructure will be required during the next twenty years to accommodate projected levels of growth and development in the Payson area the Circulation Element strives to:

- Maintain and enhance traffic safety on the transportation system.
- Enhance existing levels of mobility on roadways and other transportation modes.
- Ensure that adequate roadway right-of-way and funding is available to meet the growing circulation needs of the Payson area.
- Coordinate land use and circulation planning to ensure that efforts are mutually supportive.
- Address the multi-modal needs of the area by providing circulation choices.

5.2 Circulation Element Overview

Jurisdictional Responsibilities

ADOT is responsible for the operation and maintenance of the State Highways, specifically State Route 87 and State Route 260 through the planning area. The Town of Payson is responsible for all other roadways within the planning area, with the exception of East Houston Mesa Road which is maintained by Gila County.

Functional Classification

Major Roadways within the Payson Planning Area have been categorized according to the following classifications:

- Major Arterial
- Minor Arterial
- Collector

Figure #1: Functional Classification illustrates the functional classifications of the key planning area roadways.

Major arterial roadways are defined as the State Highways through the Planning Area. These roadways are designed to carry high volumes of traffic across the region. Within the Payson Planning Area, these routes generally have four to six travel lanes coupled with a two-way left turn lane.

Minor arterial roadways are designed with continuity that is intended to carry the 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 streets are designed with the primary purpose of collecting and distributing traffic to and from the arterial streets. In the Payson area, these streets typically connect local streets with arterials.

Right of Way

Right-of-way information was collected from the Town of Payson plat maps. As development occurred in Payson, street rights-of-way were determined on a subdivision basis. The right-of-way varies from 0 to 150 feet.

Roadway Widths and Number of Lanes

Data for roadway widths and the number of lanes was collected by driving all of the arterial and collector streets as part of the Small Area Transportation Study. The cross sections of the roads were defined by the following configurations:

- 2 lanes – unpaved
- 2-lanes – paved no curb and gutter
- 2 lanes – paved with curb and gutter
- 4 lanes – paved with curb and gutter
- 5 lanes – paved with curb and gutter

The majority of local streets are strip paved with twenty-four feet of asphalt, or 2 lanes. Therefore, they have no curb, gutter, or sidewalks. In most of the residential areas, drainage ditches exist along the edge of the roadway.

Figure 5.2: Roadway Widths, presents the lane configurations according to the above criteria.

Speed Limits

The speed limits within the planning area generally range from 25 miles per hour to 55 miles per hour. Streets in the vicinity of the elementary schools are posted 15 miles per hour. Although many of the residential streets do not have posted speed limits, the speed limit is 25 miles per hour according to Arizona State law.

Table 5.1 Existing Speed Limits, shows the posted speed limits on the various routes that vary from 25 miles per hour.

Table 5.1: Existing Speed Limits

LOCATION	From:	To:	Speed Limit:
Airport Road	Falcon Crest Dr.	Vista Road	35 MPH
Houston Mesa Road	SR 260	Project Boundary	30 MPH
SR 87	Project Boundary	Ridge Lane	45 MPH
SR 87	Ridge Lane	Malibu Drive	35 MPH
SR 87	Malibu Drive	Roundup Road	40 MPH
SR 87	Roundup Road	Project Boundary	55 MPH
SR 260	SR 87	Manzanita Road	35 MPH
SR 260	Manzanita Road	Mud Springs Road	45 MPH
SR 260	Mud Springs Road	Project Boundary	55 MPH

Intersection Traffic Control

The street intersections were inventoried to identify locations with traffic signals and four way stops. Currently, there are eight signalized intersections and 16 all-way stop intersections within the planning area.

Signalized Intersections

Traffic signals are valuable devices for the control of vehicle and pedestrian traffic. However, because they assign the right-of-way to the various traffic movements, traffic signals exert a profound influence on traffic flow.

Intersections that are controlled by signalization include:
SR 260 and SR 87
SR 87 and Forest Drive
SR 87 and Bonita Street
SR 87 and Main Street
SR 87 and Mazatzal Casino Access
SR 260 and Manzanita Drive
SR 87 and Malibu
SR 260 and Tyler Parkway

All-way stop SIGNS

All-way stop sign installation is useful as a safety measure at some locations. It is used where the volume of traffic on the intersecting roads is approximately equal. There are 16 all-way stop locations within the planning area. Locations of all-way stops were counted if they were part of the roadway network.

Traffic Volume

According to the Small Area Transportation Study, the traffic volume increased approximately 8 percent per year based on a straight line, non-compounding growth rate.

Traffic Accidents

A total of 470 accidents were reported along the twelve-mile stretch of SR 87 during the three-year study period (Milepost 244 through Milepost 255). The segment of SR 87 from Milepost 252 to Milepost 253 is presently experiencing the highest accident rate of 7.53 accidents per million vehicle miles.

A shorter segment of State Route 260 was analyzed, approximately 3 miles (Milepost 252 through Milepost 255). There were a total of 138 reported accidents in the three-year period. The highest volume of accidents (82) was from Milepost 252 to Milepost 253.

Intersection accidents were also evaluated as part of this study. Table 5.2 shows the three-year history of traffic accident intersections for the Payson area. The intersection of State Route 260 and State Route 87 experienced the greatest number of accidents (44) over the three-year evaluation period. The intersection of Bonita and State Route 87 experienced the second highest accident volume with 24 accidents.

TABLE 5.2: TOWN OF PAYSON ACCIDENTS BY INTERSECTION

(January 1995 - December 1997)

Location	PDO	Injury	Fatal	Total Accidents	Location	PDO	Injury	Fatal	Total Accidents
SR260/SR87	35	9		44	Bonita/Colcord	1			1
Bonita/SR87	14	10		24	Frontier/St. Phillips		1		1
Manzanita/SR260	16	5		21	McLane/SR87	1			1
Longhorn/McLane	11	2		13	McLane/Frontier	1			1
Forest/SR87	10	2		12	Tyler/SR87		1		1
Main/SR87	9	2		11	McLane/Summit		1		1
Houston Mesa/SR87	9	2		11	Main/Green Valley	1			1
Rancho/SR87	5	2		7	Main/Colcord	1			1
McLane/Airport	7			7	Meadow/Wade	1			1
Longhorn/Colcord	4	3		7	Roundup/McLane		1		1
Aero/SR87	4	2		6	McLane/Goodfellow		1		1
Sherwood/SR87	4	2		6	SR87/Matazal Casino	1			1
Frontier/SR87	2	2		4	McLane/Payson Parkway	1			1
Airport/SR87	3	1		4	Bonita/Meadow		1		1
Wade/SR87	2	1		3	Four Pines/McLane		1		1
McKamey/Manzanita	2		1	3	Sherwood/Easy	1			1
McLane/Main	3			3	Colcord/Frontier	1			1
Evergreen/Easy	3			3	GraniteDells/SR260		1		1
Manzanita/Forest	1	1		2	Wade/Colcord	1			1
Forest/McLane	2			2	Briarwood/Mudsprings	1			1
SR87/Main	2			2	McKamey/Ponderosa	1			1
Bonita/St. Phillips	1	1		2	Tyler/SR87			1	1
Longhorn/Meadow	2			2	Bonita/Tonto		1		1
Manzanita/Evergreen		2		2	Colcord/Forest	1			1
Chaparral/SR260		1	1	2	Roundup/SR87	1			1
McKamey/SR87	2			2	Ponderosa/Bonita	1			1
Forest/SR87	2			2					
Zurich/SR87	2			2					

PDO = Property Damage Only

Existing Bikeways (Routes/Lanes/Paths/Trails)

McLane Road and Airport Road are being upgraded and will have two (2) five foot bike lanes. All other roadways in the network currently do not have bicycle facilities.

Existing Pedestrian Facilities

There are two types of pedestrian facilities, sidewalks and trails. The Town of Payson currently has few sidewalks. Pedestrian facilities exist along SR 87 and 260. McLane Road and Airport Road are being reconstructed with addition of sidewalks. However, most other roadways in the planning area were strip paved and no pedestrian facilities exist.

Currently, the town requires that most new subdivisions install sidewalks within the dedicated non-pavement right of way for all roads in residential and commercial subdivisions. The minimum width is five feet. The Arizona Bicycle Facilities Planning and Design Guidelines recommend a minimum of eight feet where the inclusion of a bike lane would be feasible.

The Town of Payson has adopted regional and urban trails systems. This document was created to provide guidance in preservation and improvement of existing trails and trail access. The Trails Plan proposes the creation of additional trail systems, routes and access facilities for hiking, biking equestrian and other recreational uses within the Town of Payson. The plan is the preeminent step in documenting, recording, and preserving trail linkages between the Town of Payson and the surrounding National Forests.

Existing Transit Services

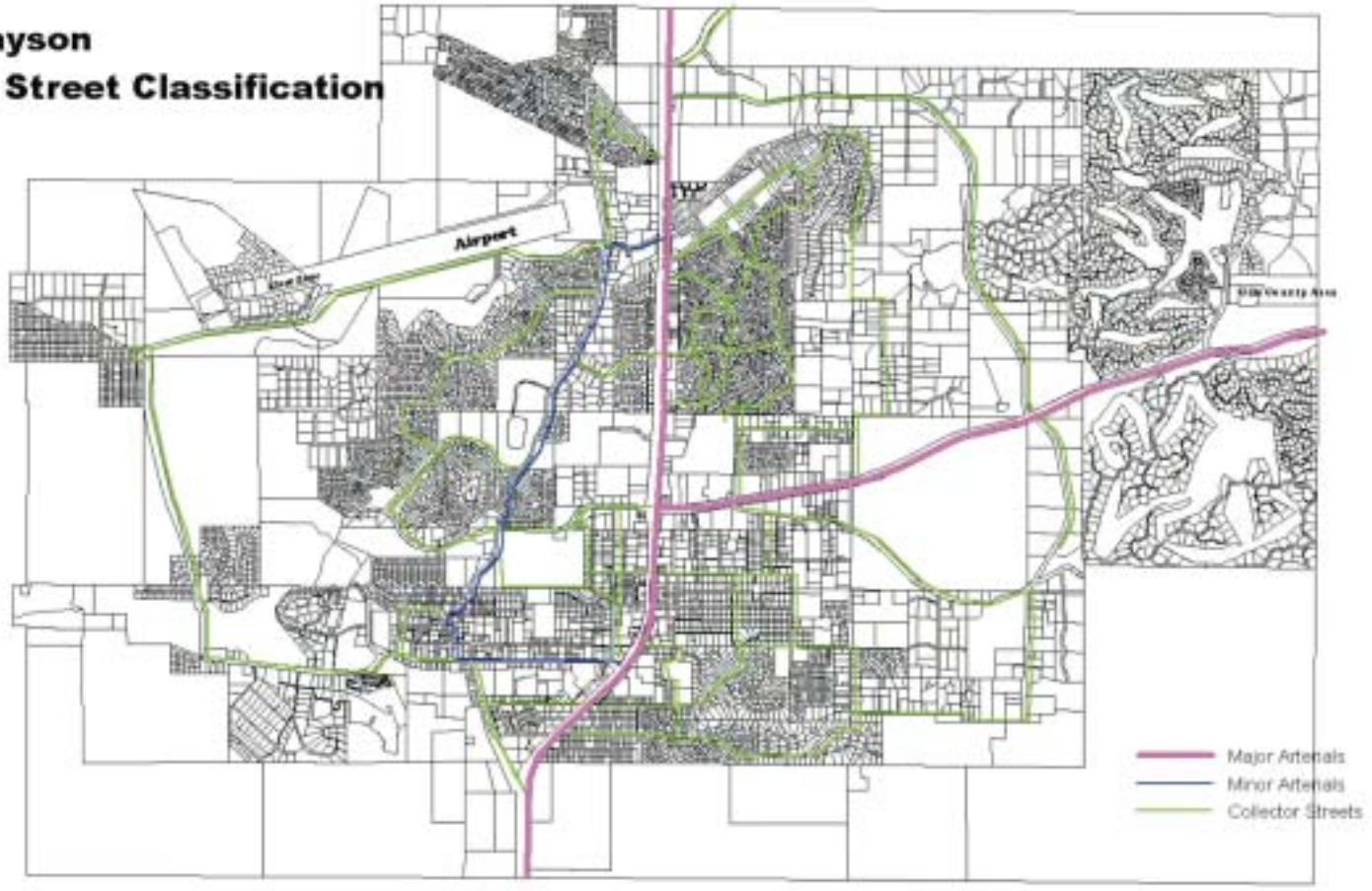
Local Transit Services

The Town of Payson currently does not have a local transit system. However, there is a taxi service within the community. The adult center also has a van that is used to assist the community in providing transportation needs.

Intercity Transit

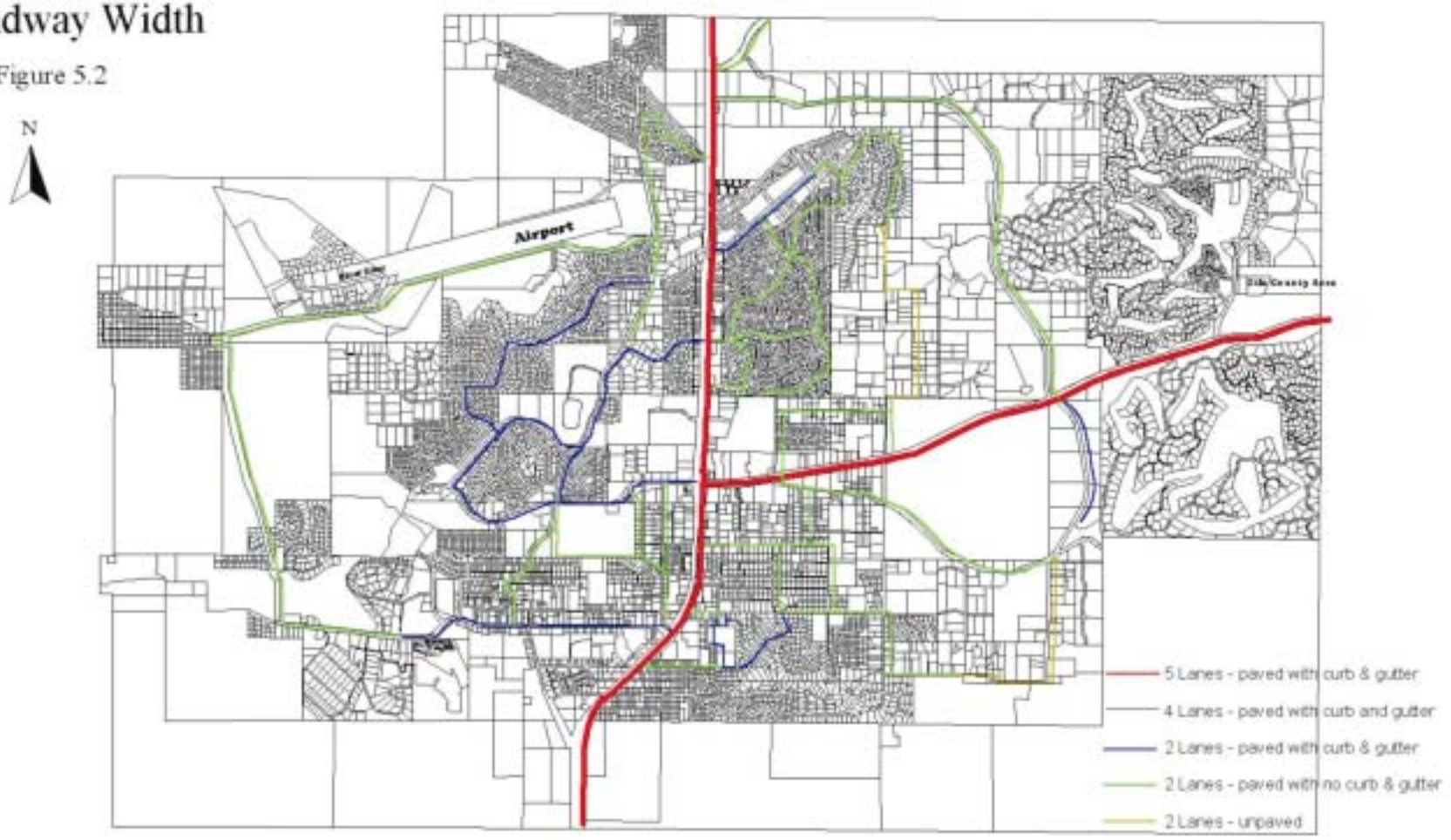
Intercity bus service exists between Phoenix and Payson with two different carries. Payson Express provides one round trip daily between Payson and Phoenix, with door to door service at each end. This bus service averages about 10 one way passenger trips per day. White Mountain Passenger Lines provides one round trip daily between ShowLow and Phoenix, operating three mini-buses. Annually, they report serving 5,000 riders. White Mountain Passenger Lines schedule information indicates that it provides service to the following communities: ShowLow, Taylor, Heber, Forest Lakes, Christopher Creek, Kohl's Ranch, Payson, Mesa, Tempe and Phoenix. The one way trip time between ShowLow and Phoenix is 4.5 hours.

Town of Payson
Functional Street Classification
Figure 5.1

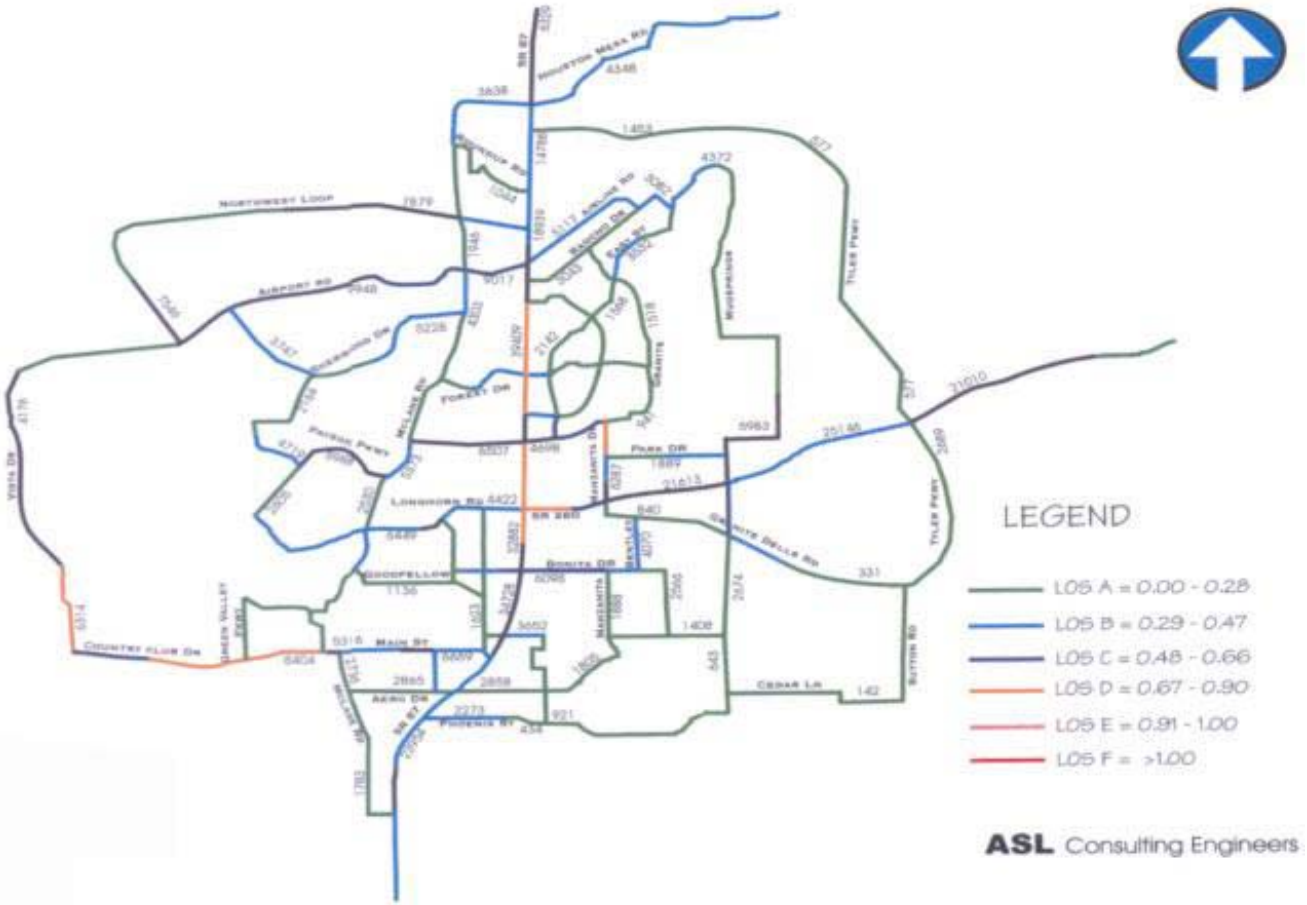


Town of Payson
Roadway Width

Figure 5.2

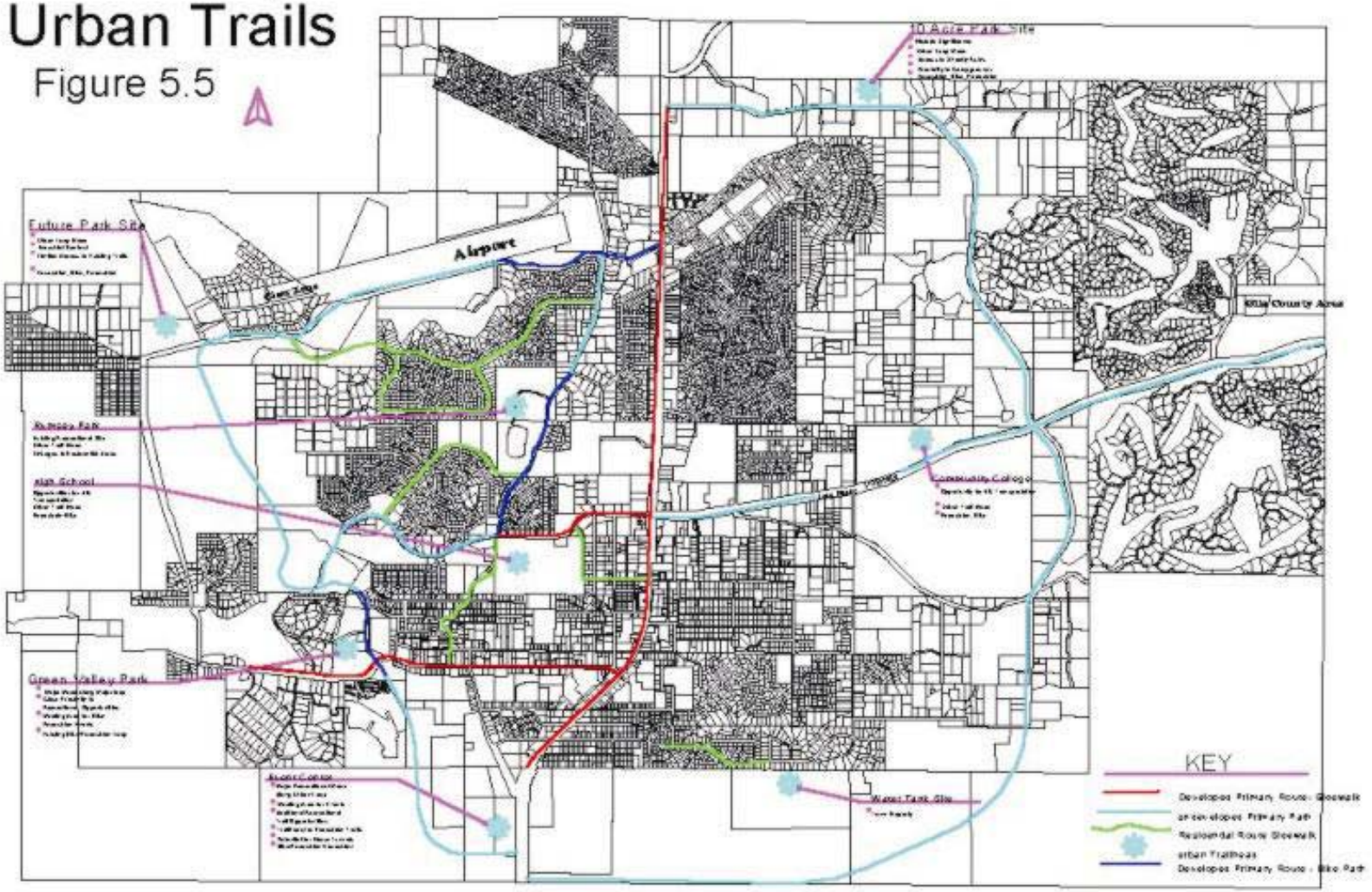


Town of Payson
2007 Projected Traffic Volumes
Figure 5.3



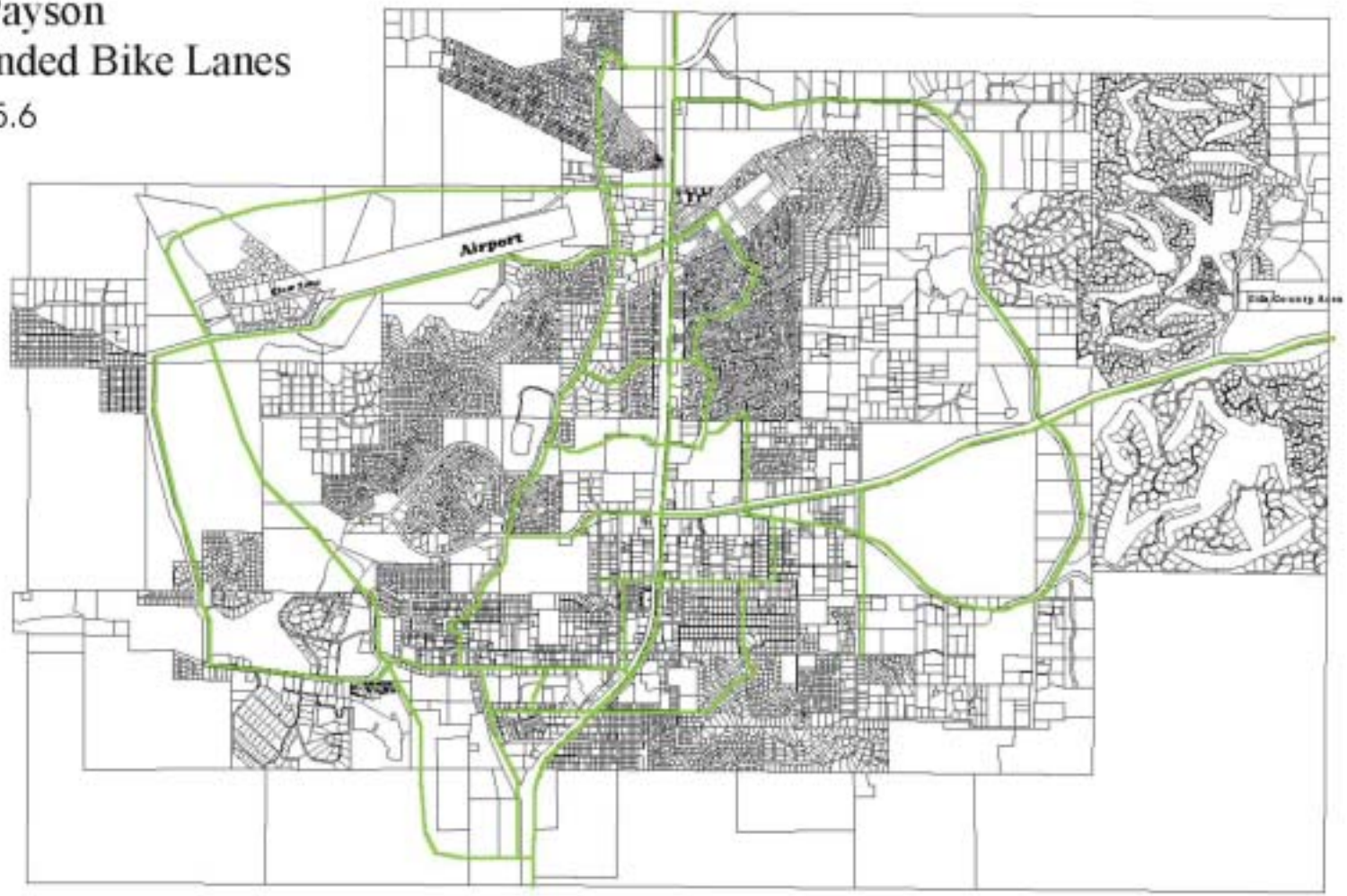
Town of Payson
2020 Projected
Traffic Volumes
Figure 5.4

Town of Payson
Urban Trails
Figure 5.5



Town of Payson
Recommended Bike Lanes

Figure 5.6



5.3 Circulation Issues

The following section lists some of the critical issues that must be addressed in the Circulation Element and Small Area Transportation Study.

Development of a by-pass route connecting SR 87 to SR 260 to the east.
A by-pass route should be constructed by year 2020. At this time, it is recommended that the by-pass be a two-lane highway since the projected 2020 traffic volumes for the by-pass are low (4,661 ADT and 6,292 vehicles per day during the summer months). Diversion of through vehicles and heavy trucks will significantly improve the safety and reduce the pavement deterioration in central Payson.

Development of Standards for Driveway Cuts
Address standards and locations for driveway cuts. Included in the Small Area Transportation Study report are concepts for: combining driveways where practical; establishment of planning and regulatory policies; optimizing driveway locations; restrictions of unlimited left turn opportunities; and warranting driveway tapers and turn lanes.

Land exchanges with the Forest Service to Preserve Rights of Way along any proposed by-pass alignment.

The Small Area Transportation Study or Town General Plan does not address the specific corridor location for the SR 87/260 by-pass. A Corridor Study would need to be conducted for the by-pass route. At that time, contact should be made with the US Forest Service regarding different options for preserving right of way.

Land Use issues regarding the SR 87/260 By-pass and Town of Payson
These issues should be addressed with the Town of Payson, Gila County, Arizona, Department of Transportation and the US Forest Service regarding development along the proposed by-pass during the Corridor Location Study. Concerns and issues should be addressed regarding access along the by-pass route (i.e. urban sprawl, new land exchanges, protection of downtown Payson)

Functional Classification of Streets
The functional classification of streets has been addressed and is shown in the Small Area Transportation Study. The primary streets in the network are classified either arterials or collectors. All other streets within the Town not shown on the network system are classified as local residential streets.

Possible Use and Location of Bike Routes/Lanes
The bike lanes and routes should be constructed on major routes through Town to allow for alternate modes of transportation. Another consideration when developing a bike lane plan is to construct bike lanes on roadways that improve mobility to major trip generators in addition to planned trailheads and bike paths. Additional routes should be planned for as new development occurs in the area.

Levels of Service and Potential Problems.
The element addresses the levels of service on roadways throughout the Town and the traffic impacts associated with Payson's projected population and employment growth. The element also addresses recommended improvements that will accommodate projected traffic volume increases to year 2020.

Locations where Traffic Signals may be Warranted.
A comprehensive investigation of an intersection is necessary before the installation of a traffic signal. Warrants according to the Manual of Uniform Traffic Control Devices should be met before any signal is installed; and, traffic signal warrant analysis should be performed using current traffic volumes. It is important to note that meeting warrants with projected traffic volumes is not alone justification for a signal installation. Locations that may require signalization in the near future include: SR260/Tyler Parkway, SR260/Payson Village Shopping Center Drive, and SR 87/Walmart Drive. As growth occurs throughout the Town, other likely locations include SR 260/Mud Springs, SR 87/Airport Road, SR 87/Houston Mesa Road and Airport/McLane Roads. Identification of these locations is based on a preliminary evaluation of existing and projected average daily traffic.

Access to Employment Areas around the Airport
Airport Road is recommended to be upgraded to a three-lane section with bike lanes to improve access to the airport and airpark. As development occurs around the airport, there will be a need for additional routes throughout the northwest region of Payson. The alternatives section of the Small Area Transportation Study presents proposed new route locations and roadway improvements in that region.

Access to Frontier Elementary School.
Mud Springs Road is recommended to be constructed from SR 260 south to Frontier Street, thus improving access to this elementary school. This roadway construction project is scheduled for completion some time in the intermediate term planning horizon.

Seasonal Population Variations
Seasonal population variations are taken into consideration with each alternative. See the alternatives section of the Small Area Transportation Study. The average daily traffic volume projections and the seasonal variation traffic projections were developed for each horizon year.

Impact of ADOT Upgrades to SR 87
When the Payson Small Area Transportation Study was completed, the Arizona Department of Transportation was in the final phase of the SR 87 improvements from Phoenix to Payson. The improvements consisted of widening the road to a four-lane divided highway and improving the geometric characteristics. Traffic projections and analysis in the Small Area Transportation Study took these improvements into consideration.

Policy for Posting Speed Limits

Arizona State Law states that the speed limit on any roadway not posted is 25 miles per hour, unless in a school crossing zone. All other roadways should be posted with the speed limit at various locations along the route according to the Manual of Uniform Traffic Control Devices. An engineering investigation should be performed to approximate posted speed limits and the following factors should be considered:

1. Road surface characteristics, shoulder conditions, grade alignments, and sight distance.
2. The 85th percentile speed and pace speed
3. Roadside development and culture, and roadside friction
4. Safe speed for curves or hazardous locations within the zone
5. Parking practices and pedestrian activity
6. Reported accident experience for a recent 12 month period

Funding for Needed Improvements

Funding is a keystone in the implementation of proposed improvements. The Small Area Transportation Study addresses different funding options available as well as the proposed funding sources for recommended improvements.

Access from Residential Areas to Major Trip Generators

Access from residential areas to major trip generators along the state highways is provided through local routes and through the addition of bike routes and paths in Payson. The alternatives actions section of the Small Area Transportation Study not only addresses roadway improvements for vehicles, but also improvements to sidewalks and bike lanes.

Opportunities and Constraints

Opportunities exist within the Payson area to preserve and enhance the quality of life, to manage the transportation system, and to promote alternative transportation modes. Specific opportunities include the following.

- The Town of Payson should consider the traffic impacts of residential and commercial developments, including the issues of who pays for traffic mitigation required as the result of specific development activities. These impacts need to be evaluated and, where necessary, mitigated on a project-by-project basis. Ideally, the Town should adopt a consistent policy regarding traffic impact analysis guidelines, exactions, dedications and other forms of developer contributions to the transportation infrastructure.

- The need exists for inter-jurisdictional coordination of transportation and land use decisions. Transportation planning needs to be coordinated throughout the Payson area. The same is true of local land use planning where decisions are made in one area that can have significant impacts on areas under a different jurisdiction.

- The timing of this transportation study presents an opportunity, in advance of new development, to preserve adequate right-of-way widths within future roadway corridors.

Major constraints on the planning and implementation of transportation improvements in the Payson area include the following:

- Limited funding for the Town, County and State.
- Mountainous topography within the Town.
- Restrictions on the use of funding source.
- Legal and political restrictions on the use of exactions and dedications to pay for transportation improvements in developing areas.

5.4 Circulation Goals and Policies

The following are the Circulation Element Goals and Policies that provide the framework for the element.

TRAFFIC SAFETY

Goal 1:	**Maintain and enhance existing levels of traffic safety on the transportation system serving the Payson area.**

Policy 1a:	Adopt appropriate measures of effectiveness (e.g. roadway segment accident rate and intersection accident rate) to facilitate evaluation of roadway traffic safety.
Policy 1b:	Annually update a program of mitigation measures, with an emphasis on inexpensive Transportation System Management measures, to mitigate any safety problems identified at high accident locations.
Policy 1c:	Include pedestrian crosswalks and signal indications at all newly signalized intersections, and provide pedestrian push buttons wherever the normal green time is insufficient for a safe crossing.
Policy 1d:	Increase the priority of roadway projects that are primarily mobility related, but that are also likely to have a beneficial impact on traffic safety.
Policy 1e:	Improve drainage on streets where serious flooding has occurred repeatedly.
Policy 1f:	Wherever a new arterial is constructed or an existing two lane road is reconstructed, provide either a continuous center left turn lane or a physical median to separate opposing traffic streams and provide safe storage for left turning vehicles.

MOBILITY IMPROVEMENT

Goal 2:	Goal: Maintain and, where possible, enhance existing levels of mobility on roadways and other transportation modes serving the Payson area.

Policy 2a: Maintain a regular traffic data collection program, including periodic traffic counts on all arterial and major collector roadways in the Payson area.

Policy 2b: Adopt and apply access management guidelines to enhance traffic operations and safety on the State Routes and arterial streets whose primary function is mobility.

Policy 2c: Require Traffic Impact Analysis and apply appropriate standard procedures to assess the traffic impacts of all new developments expected to generate 100 or more peak hour trips.

Policy 2d: Adopt and apply the Payson Area Transportation Study traffic volumes and level of service thresholds for various roadway lanes and classifications to assist in evaluating the need for capacity improvements.

Policy 2e: Apply consistent roadway design standards for each functional classification within the Town of Payson. The design standards for new and reconstructed streets should reflect functional efficiency, operating safety, construction and maintenance costs.

Policy 2f: Maintain consistent roadway cross-sections and access control for each functional class of roadway.

Policy 2g: Install new traffic signals only at intersections that meet one or more of the warrants in the Manual on Uniform Traffic Control Devices, and are recommended by an engineer that has fully studied the surrounding area.

Policy 2h: Coordinate traffic signal timing throughout the Payson area.

Policy 2i: Where possible, restrict signal installations to half-mile points to maintain adequate progression along the highways.

Policy 2j: Provide bikeway facilities on new or reconstructed arterial and collector streets.

Policy 2k: Revisit and update the Payson Area Transportation Study at least once every five years with appropriate revisions to the traffic-forecasting model.

RIGHT OF WAY

Goal 3:	Obtain adequate rights of way on all Town streets.

Policy 3a: Begin a right of way program to identify right of way needs and issues as they relate to current needs, future development and transportation needs.

Policy 3b: Seek appropriations for right of way acquisition projects.

Policy 3c: Assure that adequate rights of way are planned and reserved for the Town in connection with the Forest Service Land Exchanges.

PROJECT FUNDING

Goal 4:	Secure adequate funding levels to meet the Payson area's transportation priorities, including capital cost, operating and maintenance costs, and replacement costs.

Policy 4a: Customize the definition of each project to reduce overall construction costs and to take advantage of multiple funding programs. For example: include a landscaped median island or gateway treatment near Main Street. This will reduce the overall pavement area to be reconstructed; and the landscaped median would be eligible for federal enhancement or national resource grants.

Policy 4b: "Piggyback" several of the funding programs to cover various aspects of a project. Based on the information presented, no single grant program is usually able to cover the entire cost of the project.

Policy 4c: Focus the Town's efforts on a short list of programs that will offer the best potential for success.

Policy 4d: Annually update both short-range and long-range forecasts of funding available to the Town for various types of projects by source (e.g. federal programs, HURF, LTAF, developer contributions, private funds)

Policy 4e: Annually update the five-year Capital Improvement Program that lists all infrastructure improvements to local jurisdictional transportation systems with funding sources identified for each project.

Policy 4f: Maximize the value of existing funding by coordinating and consolidating projects at the same location or on the same roadway segment.

Policy 4g: Maximize return on investment through economic efficiency and cost effectiveness evaluations.

Policy 4h: Use a Pavement Management System to optimize the maintenance investment.

Policy 4i: Encourage private sector financial participation in the construction of new roadways where warranted by development activities and the traffic generated thereby.

LAND USE INTEGRATION

Goal 5:	**Coordinate land use planning, transportation planning and decision making to ensure that transportation and land use plans and policies are mutually supportive.**

Policy 5a: Apply subdivision control measures to ensure that development controls are in place to plan for new transportation facilities and to protect existing investments.

Policy 5b: Ensure that new or improved transportation facilities are designed and constructed in a manner consistent with the established values, lifestyle and long-term land use plans of the community.

Policy 5c: Periodically review the TRANPLAN model inputs for future years at the TAZ level to ensure that socioeconomic data reflect recent changes in Town zoning and land use plans.

Policy 5d: When construction or reconstructing major roadways, secure sufficient right-of-way to avoid costly and disruptive takings if additional widening is likely to be required in future years.

Policy 5e: Where indicated by appropriate traffic engineering studies, develop and implement neighborhood traffic mitigation or calming measures to discourage through traffic from using residential streets. Accepted traffic calming techniques include:

- Intersection diverters
- Channelization
- Speed humps
- Driveway links
- Gateway/perimeter treatments
- Roundabouts
- Street closure

ECONOMIC DEVELOPMENT

Goal 6:	**Develop a transportation system and infrastructure in a manner that directs and supports economic development of the Payson area.**

Policy 6a: Preserve and maintain high mobility and levels of transportation service throughout the Payson area to continue attracting jobs and light industry that are light water users, to the area.

Policy 6b: Where appropriate, establish and promote a system of truck routes to accommodate commercial traffic.

Policy 6c: Continue to develop transportation-related amenities and enhancements such as bikeways, scenic landscaping and trails that can help to attract people and jobs to the area.

Policy 6d: Improve street and directional signs where necessary, to facilitate navigation by tourists and newcomers who may be unfamiliar with the area

5.5 Circulation Plan

The following section describes the Circulation Plan that provides support for the Payson Land Use Plan.

Improvement Alternatives

The types of improvements analyzed include widening of existing streets, construction of new roadways, restriping of existing roadways, improved transit and provision for pedestrians, bicyclists, and equestrians.

Year 2002 Recommended Base Network

Link Improvements

Improvements to the existing year transportation network include the following:

- Continuing widening Airport Road from two lanes to three lanes (center two-way left turn lane) from SR 87 to the Airport area.
- Widening North Manzanita Drive from two lanes to three lanes and flared at the intersection of SR 260 to provide the necessary lanes needed.
- Complete the construction of a new route on the Tyler Parkway alignment from Granite Dells to SR 260.
- Designing and constructing three lanes from Wal-Mart to McLane Road at Rumsey Drive alignment.
- Constructing two lanes on Green Valley Parkway from SR 87 to Green Valley Park.
- Constructing three lanes on Main Street from SR 87 to the hospital.
- Widening McLane Road to three lanes from Forest Drive to Airport Road.
- Complete the widening of McLane Road to three lanes from Goodfellow to Main Street.
- Constructing three lanes on McLane Road from GV Parkway to Rim overlook.
- Designing and constructing two lanes on Easy Street from Malibu Street to Payson North.

Intersection Improvements

- The intersection of SR 260 and Granite Dells/Manzanita Drive should be reconfigured. This should include consideration of extending Manzanita Drive south from SR 260 to Bonita Street and improving the intersection geometrics. An engineering study should be performed at the intersection and the possibility of left and right turn lanes should be considered. With this, the signal may need to be modified. The Safeway drive also needs to be considered in the engineering study with analysis of closing or realigning this driveway.

- The intersection of Tyler Parkway and SR 260 should be signalized by year 2003. An engineering study has been completed, and construction is started.

- Arizona Department of Transportation is currently in the process of completing an engineering study for the intersection of SR 260 and SR 87. This study should be used as a guideline for needed improvements at this intersection. A traffic signal should be installed at SR 260/Payson Village when the intersection improvements occur at SR 260/SR 87.

- An engineering study should be conducted at the intersection of SR 87 and Forest Drive. Items to be discussed include poor sight distance, driveway access, the median on Forest, motorist characteristics around the median, and potential for increased accident frequency since the median creates confusion to motorists.

- Enhance SR 87 and include the intersection of SR 87 and Main Street. Overall mobility and circulation issues need to be addressed. Consideration should be given to traffic diversion, and access control policies. Possible diversion options could include extension of Colcord Road north to the Wal-Mart site; extension of Goodnow north SR 260; and extension of Manzanita north to SR 260.

Alternate Modes of Transportation

Alternate modes of transportation are a viable option for the Town of Payson. Therefore, sidewalks, bike lanes, and urban trails are presented in this report as part of the overall transportation system. No transit improvements appear warranted in this time frame.

The pedestrian and bicycle facilities should be easily accessible from residential areas and major trip generators. Several facilities that should be incorporated into the transportation system by the year 2002 include:

- Construct crosswalks at selected locations utilizing highly visible improvements such as brick walk/pavers for crosswalks, light posts, banners and ADA curbing.

Seasonal Network

There is approximately 35% more traffic during the peak summer season on the State Routes through Payson, and an estimated 17% increase on local roads. No improvements are recommended to specifically address seasonal peaking through the year 2002. However, a Southeast Bypass corridor study is recommended.

Year 2007 Recommended Base Network

Link Improvements

Improvements to the 2002 recommended transportation network include the following for the 2007 network:

- Widening Granite Dells Road from SR 260 to approximately Mud Springs Road.
- Re-constructing Granite Dells Road from Mud Springs to Sutton Road.
- Constructing Mud Springs Road from Frontier Street to SR 260
- Reconstruct Mud Springs Road from SR 260 to Park Drive
- Constructing the new Northwest Loop Road from McLane Road to Airport Road
- Designing and widening Airport Road to three lanes from Sky Park to Vista Road
- Constructing three lanes on Manzanita Drive from SR 260 to Bonita Street
- Constructing new roadway between West Aero Drive and West Main Street
- Minor widening along Bonita Street from SR 87 to St. Phillips
- Minor widening along Phoenix Street from SR 87 to Sycamore Street
- Minor widening on St. Phillips from Bonita to Frontier Street
- Widening Park Drive from Manzanita Drive to Mud Springs
- Widening Aero Drive from SR 87 to Ponderosa
- Widening Bentley to three lanes from Granite Dells to Bonita Street
- Minor widening of Bradley and drainage issues from Easy Street to Rancho Road
- Constructing Malibu from Easy Street to Manzanita

- Widening Frontier Street from St. Phillips to Mud Springs

- Constructing Sherwood Drive from Wood Hill to Airport Road

Intersection Improvements

- The intersection of Mud Springs and SR 260 may need to be signalized by year 2007. An engineering study should be completed to determine the necessity.

- The intersection of Airport/Airline Road and SR 87 will need to be signalized by year 2007. An engineering study has been completed and the signal has been determined necessary.

- The intersection of Aero Drive and SR 87 may need signalization by year 2007. An engineering study should be completed to determine the necessity.

Alternate Modes of Transportation

The continuation of adding alternative routes should be pursued. Some routes that could be incorporated into the transportation system by the year 2007 include:

- East Highway 260 Pedestrian/Bike Path System – designate and/or construct a pedestrian/bikeway path along or parallel to SR 260.

- Bike lanes along the new Northwest loop from SR 87 to Airport Road

- Bike lanes along the new Rumsey Drive from McLane to SR 87

- Pedestrian routes along with the Phoenix Street widening project to tie into existing pedestrian routes in the area

- Bike lanes along with the construction of Mud Springs from Frontier Street to SR 260

As the population of the urban areas within the corridor increases, there will be an increasing need for expanded intercity bus service in the Phoenix-Payson-Mogollon Rim corridor. An increase in intercity bus service could relieve congestion and increase accessibility to area residents who are mobility impaired. Establishing transit centers in Payson could provide a focal point for transit service and coordinate developing local transit services with regional transit service.

The Transit Development Plan for the Payson area suggests that there is a need for additional local public transportation of all types, specifically for service of the elderly and disabled being the most pressing need. Implementation could begin on transit center improvements and continue through year 2020. Some of these improvements could include: implementing a demand-response transit system, purchasing two buses for a transit system, and constructing a transit center that would serve both local and intercity providers.

Seasonal Network

The seasonal traffic network for year 2007 is shown in Figure 5.3. This shows the average daily traffic and levels of service for the Payson area with the addition of seasonal traffic volumes. There is approximately 35% more traffic during the peak summer season on the State Routes through Payson.

The levels of service on State Routes 87 and 260 begin to break down with the increase in seasonal traffic, specifically near the SR 87/260 intersection. See the preliminary recommendations on Traffic and Access Control.

Year 2020 Recommended Base Network

Link Improvements

Improvements to the 2007 recommended transportation network include the following to produce the 2020 network:

- Constructing the southeast by-pass from SR 87 to SR 260.
- Constructing the Northwest Loop Road from McLane Road to SR 87.
- Constructing Green Valley Parkway from SR 87 to Airport Road.
- Widening McLane Road from Airport Road to Houston Mesa Road.
- Constructing Mud Springs Road from Park Drive to Alpine Heights.
- Additional capacity on Northwest Loop Road, Green Valley Parkway, Airline Blvd, Vista Road, Mud Springs Road, Manzanita Drive, Ponderosa Street, Main Street, Aero Drive, Country Club Drive, Malibu Drive, SR 260 and SR 87 may be needed. The traffic growth on these routes should be monitored. As the actual traffic counts approach the projected volumes, these routes should be considered for minor roadway improvements. Such types of improvements include but are not limited to minor widening, alignment improvements, traffic control, striping changes, and bike lanes.

Intersection Improvements

As land develops the addition of vehicles becomes inevitable. Hence, there may be some unforeseen intersections that will require signalization by the year 2020. Intersections that should be monitored and may have a potential for signalization include SR 87/Houston Mesa Road and New North Loop Road/SR 87.

Alternate Modes of Transportation

The continuation of adding alternative routes should be continued. Some routes that should be incorporated into the transportation system by the year 2020 include:

- Star Valley Pedestrian/Bike Path System – Designate and/or construct pedestrian/bike path connecting Payson with Star Valley.

Continuation of the transit center and bus system once it is operational is essential to provide transportation services to the mobility impaired in the Payson area.

Seasonal Network

Seasonal traffic projections for year 2020 are shown in Figure 5.4. The majority of congestion from the seasonal variations is along State Routes 87 and 260. There is an approximate 35% increase in traffic on the state routes and an estimated 17% on the local routes, due to the increase in summer visitors. Implementation of the southeast by-pass will mitigate these peak traffic volumes.

Special Topics

There are several additional key items that should be addressed. These items include right-of-way, inventory, schools, LOS D,E, the southeast by-pass, traveler services and Access/Traffic Controls along high volume roadways.

Right of Way – The Town of Payson should begin a program aimed at retaining right of way for all Town streets, shoulders, bike lanes, common areas and trails. This program should begin by inventorying the existing rights of way, then focus on obtaining right of way for arterial streets, collector streets and finally local streets. Some examples of locations where right of way is not present or minimal include: Mud Springs Road to the north, Frontier Street and Granite Dells Road.

Inventory – An inventory of all roads within the Town of Payson should be completed. This detailed engineering inventory should address issues such as an inventory of all signs, their maintenance logs and date of installation; signal control and timing plans; street lights; street geometrics; street markings (i.e. crosswalk locations, stop bars, center lines); and pavement conditions along with overlay/resurfacing dates.

Schools – Streets and areas around schools and school zones should be reviewed and safe routes to school should be upgraded with the addition of new sidewalks and pedestrian paths. At high volume intersections near the elementary schools, school crosswalks should be used with crossing guards.

Southeast by-pass – By the year 2020 an ADOT by-pass is recommended. However, it is not too early to begin planning. Coordination between the Forest Service and Arizona Department of Transportation should begin and corridor location study initiated.

Feasibility studies, corridor studies and right-of-way preservation are all part of the initial planning process. The bypass will address the capacity deficiencies along SR 87 and will remove many of the large trucks and recreational vehicles from the center of Payson.

Traveler Services – Implement rural intelligent transportation system elements such as variable message displays, traffic monitoring, pavement condition monitoring, traveler information kiosks at rear areas, and other developing technologies. Candidate locations for variable message signs include: SR 87 southbound, south of Payson and SR 260 east bound, east of Payson.

LOS E and F – In each horizon year, with the addition of new streets and roadway improvements, there are still some routes that show levels of service D and E. The traffic growth on these routes should be monitored. As the actual traffic counts approach the projected volumes, these routes should be considered for minor roadway improvements. Such types of improvements include but are not limited to minor widening, alignment improvements, traffic control, striping changes, and bike lanes.

Access/Traffic Control – Traffic volumes, seasonal peaking and the lack of adequate access control along SR 87 and portions of SR 260 are current problems in Payson. As the population and employment levels increase, these problems will only become worse. This is because the level of service analysis for the roadway links on SR 87 and SR 260 were based on a standard per lane capacity for a four-lane arterial roadway. No adjustments were made for the reduced capacity associated with the numerous driveways and street intersections. Thus, the actual performance characteristics of these two roadways are and will continue to be substantially lower than illustrated. In order to address this issue, reference must be made to the guidelines and policies.

D. Recommended Transit Alternatives

On the basis of the analysis in the Small Area Transportation Study the alternatives that remain open for consideration are dial-a-ride, reserve-a-ride and point deviation. Each of these alternatives exists in comparable Arizona communities as Table 5.3 shows.

Table 5.3: Comparable Communities with Transit Systems

City or Town	Population
Coolidge (P)	7,055
Cottonwood/Clarkdale (R)	9,145
Douglas (D)	14,780
Globe/Miami (R)	9,098
Lake Havasu City (D)	36,285
Sierra Vista (P)	37,815

D=Dial a Ride Transit Service
P=Point Deviation (Checkpoint) Transit Service
R=Reserve a Ride Transit Service

Source: Local Government Directory, January 1997

A Central Arizona Transit Development Plan was prepared by Connections Company for the Arizona Department of Transportation in September 1995. A section of this report describes the setting for public transportation services in the Central Arizona Association of Governments (CAAG) area, documents those currently providing transit services, and estimates the current and future demand for public transit services. Based upon the demand estimation, the report then presents and analyzes alternative arrangements for servicing those demanded travel needs.

The Central Arizona Association of Governments Transit Development Plan provides estimates of unmet public transportation needs in the central Arizona area. However, for the purposes of this study, only Gila County portions of SR 87 and SR 260 are relevant. Payson's ideal transit demand is estimated at 247 trips per day or 61,710 one-way trips annually. However, at this time there are no known plans for local, general public service in Payson.

As the population of the urban area increases, there will be an increasing need for intercity bus service in the Payson area. An increase in intercity bus service could relieve congestion and increase accessibility to area residents who are mobility impaired. Establishing transit centers in Payson could provide a focal point for transit service and coordinate developing local transit services with regional transit service.

The Transit Development Plan for the Payson area suggests that there is a need for additional local public transportation of all types, specifically for service of the elderly and disabled being the most pressing need. Implementation could begin on transit center improvements and continue through year 2020. Some of these improvements could include; implementing a demand-response transit system, purchasing two buses for a transit system, and constructing a transit center that would serve both local and intercity providers.

By year 2007 a Bus System may be needed within the Payson Area. Because a long-term commitment will depend on demonstrated demand, a "bare bones" starter system could be implemented for a trial period of two to three years. Anything less than 24 months is insufficient to give the service a fair trial because it takes time to build ridership. Initially, a single van would operate on weekdays during regular business hours. These hours would enable transit dependent persons to make medical, social service or shopping trips.

The proposed starter system would complement rather than compete with the very limited services currently provided to restricted populations by social service agencies. They could continue to provide supplemental services to their own clients, especially those who live outside the band served by the starter system. The experience of similar Arizona cities shows that ample opportunity exists for both general public and specialized transit. In implementing the starter system, the Town of Payson might be able to share vehicles and other resources with existing providers. Resource sharing may be limited, however, by restrictions placed on the use of vehicles purchased under Section 5310 of the Federal Transit Act and Title III of the Older Americans Act. These federal programs are specifically targeted toward the elderly and disabled, as opposed to Section 5311 which is geared toward the general public.

To develop a successful transit system, even on a small scale, aggressive and continuing marketing is essential. Prospective riders must be made aware of the service and timetables

should be widely disseminated. A checkpoint map and schedule brochure should be printed and distributed free of charge at municipal facilities, and private businesses such as banks and supermarkets. Printed schedules should also be available on the vehicles. All graphics should be easy to read with checkpoint times in large print. The route map and schedule should also be posted at each checkpoint. It is especially important to provide a concise but clear explanation of how the checkpoint system works since riders may be unfamiliar with the concept.

When service or schedule changes are necessary, riders should be informed well in advance. Notices should be posted in the vehicles and operators supplied with literature for distribution. Transit stop signs should carry a distinctive system logo, which should also appear on printed material and on the vehicles. The signs and timetables should display a phone number for further information. Telephones should be answered during all hours when transit service operates. Newspaper and radio advertisement is strongly recommended, especially during the first few months of operation.

Community and civic organizations, especially agencies that serve potential transit users, should be encouraged to dispense information. Educational institutions such as middle and high schools should receive informational materials for distribution to interested students. Initiation of service may be planned as a ceremonial occasion with attendance by the mayor and other dignitaries.

Non-Motorized Circulation

Non-motorized circulation in the Payson area includes pedestrian and bicycle activity. These two modes can provide viable alternatives to the automobile for a variety of trip purposes. Each of these modes of travel is addressed below.

Bicycle Development

The bicycle, if adequately planned for and utilized, can play an important role in the transportation system.

Bicycle Types

The bikeway system should enhance mobility and recreational riding through provision of one or more of the following types of facilities:

- Scenic Bikeways or Multi-Use Trails (located along streams, canals, or other scenic corridors)

- Community and Regional Bikeways (primarily on or adjacent to streets, linking residential areas with activity and employment centers)

- Neighborhood Bikeways (providing additional access to scenic and regional routes, connecting neighborhoods with local activity centers, including schools and parks)

Bike facilities are divided into the following four categories:

Bike Paths – a bike path is a paved pathway designated for the exclusive use of bicycles and other non-motorized vehicles. When parallel to a roadway, it is usually buffered from vehicular traffic through the use of a landscaped strip or physical barrier. Bike paths are identified with guide signing and pavement markings. The AASHTO Guide for the Development of Bicycle Facilities recommends that bike paths, especially those designated for two-way traffic, not be located immediately adjacent to roadways for operation and safety reasons. Bike paths may be scenic recreational trails located along streams, canals, linear parks, or greenbelts rather than roadways.

Bike Lanes – A bike lane is located on the paved area of a roadway shoulder for preferential use by bicyclists. It is usually located along the edge of the paved area outside the travel lanes. Bike lanes may be identified by "Bike Lane" or "Bike Only" stencils on the pavement and/or other pavement markings deemed appropriate to give adequate instruction to users of the facilities.

Bike Routes – A bike route is a roadway identified as a bicycle facility by guide signage only. There are no special lane markings and bicycle traffic shares the roadway with motor vehicles. Special regulations may be enacted and posted along such facilities to control motor vehicle speeds or restrict parking to enhance bicycle safety.

Wide Curb Lanes – Although not officially designated as bikeways, curb lanes wider than the standard 12 feet on multilane roads can greatly enhance the comfort and safety of bicyclists. Wide curb lanes are appropriate where state or local authorities are reluctant to designate bike lanes or routes because of concerns about potential liability. Curb lanes designated to accommodate cyclists should be at least 14 feet wide.

It is important to note that the Arizona Bicycle Facilities Planning and Design Guidelines (Arizona Bicycle Task Force Planning Committee, Nov 1988) and the AASHTO Guide for the Development of Bicycle Facilities provide detailed design standards and planning guidelines for Arizona bikeway facilities of all types. The MUTCD governs signs, signals and markings for bicycle facilities.

Bikeways should be implemented on the basis of the following design principles:

- Access – the bikeway must be located where bicyclists want to go, are readily accessible, safe, and convenient for the user.

- Continuity – the bikeway system should be internally continuous and provide access connections to bikeways in adjacent communities.

In general, a bikeway facility should be located to the right of an existing roadway lane if it is located upon or adjacent to a roadway. All bikeways should be clearly marked and delineated so that motorists, pedestrians and bicyclists are alerted to locations reserved for this use. To delineate a lane or a trail effectively, the pavement markings, signing and striping should be in conformance with AASHTO and Arizona Bicycle Planning and Design Guidelines so that standardization may be achieved.

The following are some examples of guidelines that will aid in the provision of safe, convenient and functional bicycle mobility:

- A comprehensive bikeway system should serve as many destination points as possible (schools, parks, trail heads, commercial facilities, major employers other activity centers).

- The alignment of bike ways should minimize conflicts with other modes (i.e. pedestrians, vehicles).

- Bike lanes should always be constructed in pairs, with one on each side of the street so that bicycles move in the direction of motorized traffic.

- When located on the street, bikeways should flow with traffic and should be designated with painted indicators and or appropriate signage. Signs and pavement markings should follow the MUTCD.

- Bike lanes and routes should be located where on-street parking is minimal or prohibited, if possible.
- Steep grades for bikeways should be avoided whenever possible.

- On-street bikeways should be established only where pavement can be constructed to a reasonable width. It is better to have no bikeway at all than an unsafe or substandard facility.

- A scenic evaluation of proposed bikeway routes and the Town of Payson Trails Master Plan should be considered when planning bikeways for recreational purposes.

- Trash containers, park benches and bicycle racks should be located throughout the bikeway system. Some of the more convenient locations include destination points such as schools, parks, commercial facilities, major employers and other activity centers.

The Town of Payson Trails Master Plan incorporates both urban and rural trails into the trails system. However, for the purposes of this study, the urban trail plan will be of primary focus since it becomes a critical aspect when dealing with alternative modes of transportation and also encompasses the majority of the study area. Figure 5.5 illustrates the Urban Trails Plan for the Payson Area.

Several trail systems that should be incorporated into the future Urban Trails Plan upgrades and alternatives include but are not limited to:

- Beeline Highway Pedestrian/Bike Path System
- East Highway 260 Pedestrian/Bike Path System
- Payson North Subdivision Pedestrian/Bike Path System
- Northwest Loop Road Pedestrian/Bike Path System
- Green Valley Parkway Pedestrian/Bike Path System
- McLane Road Pedestrian/Bike Path System
- Rumsey Park Pedestrian/Bike Path System

Figure 5.6 depicts a recommended bike lane system within the Town of Payson. These recommended bike lanes connect major trip generators, schools, and parks together in a network type system.

The types of bicycle facilities may vary from location, but should generally be governed by the following guidelines:

- All newly constructed or reconstructed arterials should be equipped with bike lanes if possible otherwise, wide (14 foot) curb lanes are an acceptable alternative.

- All newly constructed or reconstructed collector roadways, especially in residential or urbanized areas, should include bike lanes on both sides of the roadways, whenever the available right of way permits.

- On minor collectors where the right of way width does not permit installation of bike lanes, designation as a bike route (signage only) should be considered where this would enhance bikeway network continuity. Bike route signage without pavement markings or wide curb lanes are not recommended for arterials.

- Bike paths should be considered as alternatives to bike lanes only where suitable corridors are available parallel to roadways, but outside and physically separate form the right of way. Trails and paths off of the roadside usually do not have snow and ice removal and therefore, become hazardous during the cold winter months.

Pedestrian System Development

Facility Types

Virtually all transportation system users are pedestrians during a portion of every trip in walking to and from: the school bus stop, the car on the street, or between the parking lot and the work place. Despite this, the needs and safety of pedestrians are often an afterthought in site design and street system development.

The two types of pedestrian facilities are sidewalks and multi-use trails. Sidewalks are an important element along urban roadways and near local activity centers such as schools, commercial centers and public recreation areas that attract significant pedestrian travel.

Unlike sidewalks, which are generally designed for the exclusive use of pedestrians, multi-use trails may be shared with cyclists and/or equestrians. Trails are often located away from major streets. They can improve circulation by providing useful "short-cuts", while serving a recreational function at the same time.

In developing a pedestrian system, priority should be given to segments that would provide safe school routes or to enhance continuity of the system. Since the need to cross major streets often discourages walking, signalization or other protection of pedestrian crossings at these locations should be considered where warranted.

In the development process, on-site pedestrian travel can be encouraged by allowing mixed land uses on the same site or in close proximity to one another (i.e. residential, commercial, office) with adequate buffering to protect residential character, and carefully designed parking and traffic flow to minimize pedestrian/vehicle conflicts.

The following are provided as a basis for deciding when sidewalks should be constructed or included in roadway improvement projects:

a. When new subdivisions of three or more units per acre are approved;
b. When streets are within one-half mile of a school;
c. When a street is classified as an urban collector or arterial;
d. When a new sidewalk would provide system continuity between existing facilities;
e. When a majority of affected property owners petition for pedestrian facilities;
f. When health and safety are threatened due to pedestrian/vehicular traffic conflicts;
g. When a large number of small children and/or senior citizens reside in a given area;
h. When parks, playgrounds or other attractions of small children are not served by sidewalks.

The following requirements are recommended to standardize sidewalk provisions of subdivision ordinances:

- Four-foot clear width sidewalks on both sides of local urban section (curb and gutter) streets in residential areas, except where the design density is less than three units per acre. Four-foot clear width sidewalks along both sides of collector streets and five-foot clear width sidewalks along arterials, except where additional width is required based on anticipated usage, adjacent land uses, system continuity or other considerations.

- Local officials should have the authority to require (where appropriate) pedestrian facilities along all streets in commercial areas and along internal private streets.

- In commercial district or where heavy pedestrian and vehicular volumes are anticipated, sidewalks of eight or more feet clear width are desirable.

- The American with Disabilities Act (ADA) limits sidewalk grades and cross slopes and requires handicapped ramp treatments at driveways and intersections. A minimum clear width of 36 inches is required for all accessible walks and ramps.

- In order to maintain clear sidewalk widths, obstructions such as traffic signs, utility poles and supports should be placed outside the specified four to eight foot sidewalk width.

- Sidewalks are most desirable when separated from the roadway, in order to provide a perception to the user that some distance exists between vehicles and pedestrians, reduce grade differentials at curb cuts and provide space for signs and utilities adjacent to the roadway.

CHAPTER 6.0: PARKS, TRAILS, AND OPEN SPACE ELEMENT

6.1 Parks, Trails, and Open Space Element Purpose Statement

Payson's temperate climate affords residents and visitors year-round opportunities for outdoor recreation. Development of parks, trails, and open space facilities is an important part of residents' quality of life and the ability of Payson to maintain itself as a tourism destination. Overall, Payson is attracting younger families and the senior population is becoming more active. Therefore, recreational needs are changing.

Future growth in population must be matched with additional facilities for recreation and preservation of open space areas. The Town will strive to ensure that:

- Parks, recreation, and trail facilities will be added to accommodate current and increased populations.
- Open space will be preserved to protect the scenic beauty and natural resources of the area.
- Facilities will be located throughout the community, not just in one area.
- Facilities will be well marked and tourism friendly.
- The trail system will be integrated with the overall transportation network.

6.2 Parks, Trails, and Open Space Overview

The Town of Payson has spent considerable resources in the development of recreational facilities in the community in response to residents' needs and desires. The *Comprehensive Parks and Recreation Master Plan* adopted in 1993 outlines significant additional improvements and facilities that are recommended. *The Town of Payson Trails Master Plan* adopted in 1998 identifies additional strategies to develop a comprehensive trail system and protect access to natural areas valued by residents and tourists. The recently completed (fall 2002) *Conceptual Master Plan for the Development of American Gulch* preserves storm water capacity within the gulch while promoting compatible land development.

Forest Service lands that provide natural open space surround the Town of Payson on three sides. Providing access to these lands for recreational purposes is critical to the residents of Payson. Citizens also desire that these lands remain open to the public and preserved in their natural state.

A. Parks

Park Classifications

The Town of Payson classifies parks using the National Recreation and Parks Association (NRPA) criteria.

According to the 1993 Master Plan, the Town recognizes four categories of parks.

Mini-Park

These parks of one acre or less are intended to be used by local residents for passive recreation activities. They typically serve an area of less than one-quarter-mile radius and have limited facilities.

Neighborhood Park/Playground

These parks of 15+ acres are intended to serve up to 5,000 people with facilities for more intense activities like field games, court games, crafts, and skating. These parks could also include picnic facilities and playground equipment. They serve a radius of one-quarter- to one-half-mile.

Community Park

These parks of 25+ acres are designed to accommodate athletic facilities and swimming pools. They are intended to serve a one- to two-mile radius of several neighborhoods and could include walking paths and picnic facilities.

Regional/Metropolitan Park

These parks of 200+ acres are intended to serve not only the local population but draw from adjacent communities and tourists. Most types of outdoor recreation could be accommodated at these facilities. The service area can reach as far as a one-hour drive away.

Existing Parks

The Town of Payson has several park facilities that serve the residents as well as the surrounding regional area. Following is an inventory of the existing park facilities.

Rumsey Park

This 82-acre community park contains a swimming pool, two synthetic fields, three ball fields, library, picnic facilities and ramadas, basketball and volleyball courts, play areas, restrooms, dog park, skate board park, and four tennis courts. The park is located in the northwest quadrant of the Payson planning area and is accessible from the Beeline Highway.

Green Valley Park

This 30-acre community park contains three man-made lakes, ramadas, boat dock, restrooms, performing arts stage, war memorial, walking paths, and significant open space. It is located in the southwest portion of the community and is adjacent to 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.

History Park
This park will be constructed at the intersection of McLane Road and West Main Street on a ¼ acre parcel. Information regarding the history of Payson will be displayed under a covered walkway and a small amphitheater will be provided.

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

Observation Park
This 1/4-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.

There are also several additional areas that are considered to be "park-like" though they are not a part of the Town's official parks system. They are Town Hall Park, Fly-In Campground at the Airport, and Houston Mesa Horse Camp.

Town Hall Picnic Area: The area of less than one acre provides picnic facilities and open space with mature trees for shade and is located at the southeast corner of Malibu Drive and the Beeline Highway. The picnic area is located adjacent to the Town Hall complex.

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 thirty family campsites and two large group sites with equestrian accommodations. The Houston Mesa site can accommodate up to an additional 75 camp sites.

Forest Service Campgrounds: 75 unit camp ground located 1 ½ mile north of the junction of Beeline Highway and Highway 260. Provides shower facilities, flush toilets, dump station and water.

Payson Archaeological Society Museum: Located on West Main Street in the Woman's Club building. Consists of a gallery, gift shop, formal museum floor presentings artifacts of the Rim Country. Also includes a class room lecture area, laboratory, and vault.

B. Trails

In 1998, the Town of Payson adopted a *Comprehensive Trails Master Plan* that provides guidance to the Town on trails and path development. The Town and its surrounding areas have historically been a collection of trails utilized by a variety of travelers. These trails include the Highline Trail system and the Arizona Trail system, two of the most important trails in Rim Country. Payson residents are using existing non-designated trails for walking, biking, off-highway vehicles (OHV), and equestrian purposes.

This section of the element identifies the location of major trails in the Payson planning area. The importance of this analysis is to preserve existing major trails and preserve access to the Tonto National Forest. In addition, identification of natural trailheads is another important objective of this element as well as the future development possibilities in land exchanges.

Trails Classifications

Existing trails within the Payson planning area can be described as follows:

Regional

The Payson planning area, 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 shown on the trails map that fall within the incorporated boundary of Payson are the primary focus on this element. These existing and proposed trails and trail access, situated around the perimeter of the Town, provide vital public linkages 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, no established urban trails exist for pedestrian or other non-motorized traffic. The need for an established urban pedestrian and bicycle circulation network is evident.

Existing Trails and Trailheads

Trail use has been a major recreation activity in the Town of Payson. Trailheads are areas which include improved parking and other visitor facilities, while trail access is simply the location of a trail with no facilities for the user.

Preservation of trails and/or trail access are contingent on the relative location too private, public, or Indian property. The following information incorporates a table that describes the types and size of Town properties, private lands, approximately 150-acre. Airport Exchange land, Tonto Apache Indian lands, and Indian Exchange lands.

The majority of trails identified fall within U.S. Forest Service property and some undeveloped private property. The importance in this analysis is to ensure preservation of trail access (the ability to enter the trail without obstruction by built facilities or restricted private property) and/or creation of future trailhead areas (areas that designate the trail and could included vehicle parking, information kiosks, or other amenities).

The following table summarizes the sizes and modes of existing transportation systems found within the Town's corporate limits.

Table 6.1, Property Type Observed and Mode of Travel (e.g., trails)

Property Type	Size in Acres	Existing Modes of Transportation
Urban private and other	8,074.4 acres	Sidewalks, bike lanes, park hiking trails, park sidewalk systems, paved and unpaved road systems
Airport Exchange	150 acres	Multiple use trails, unpaved road
Tonto Apache Indian Reservation	85 acres	Access to southern area of Tonto National Forest
Tonto Apache Indian Reservation Exchange	227 acres	N/A
Environmentally Sensitive U.S. Forest Service	2,288 acres	Multiple use trails
College Site	65 acres	N/A
State Trust Land	38.6 acres	N/A
Total Land Areas	12,293 acres	N/A

(Source: December 1998 Trails Master Plan)

The following table illustrates the location and condition of trails in the Payson area, as well as the method or mode of use allowed. Mode refers to equestrian, motorized vehicles or pedestrian.

Table 6.2, Trails Surrounding the Town of Payson

Name	Mode(s)	Location	Trail Conditions/ Description
Shoofly Village Picnic and Interpretive Site	Unrestricted	On FDR 199 approximately 5 miles northeast of Payson	This trail loop system design totaling to approximately six miles in distance. No water is available at this site.
Houston Mesa Trailhead	Unrestricted	On FDR 199 approximately 3 miles northeast of Payson	This trail is a loop system totaling to approximately nine miles in distance.
Yerba Senta Trail Access	Unrestricted	On Granite Dells Road East/Central Payson	Trail conditions vary at different points along the trail. Difficulty is considered moderate for biking purposes.
Stewart Pocket Trail Access	Unrestricted	On East Cedar Lane Southeast Payson	Excellent beginner trail with many shallow water crossings.
Gisela Trailhead	Unrestricted	On East Cedar Lane Southeast Payson	Historic Postal route provides excellent hiking opportunities.
Gila County Trailhead	Unrestricted	On site of event center	Actual trail conditions not established.
Peach Orchard Trail Access	Unrestricted	On west Country Club Drive – Southwest Payson	Excellent double-track opportunities as far as the eye can see.
American Gulch Trailhead	Unrestricted	On Doll Baby Ranch Road – West Payson	Double track over challenging terrain.
Vista Point Trail Access	Unrestricted	On South Vista Road West Central Payson	Short single track. Good for beginner hiking
Graff Road Trail Access	Unrestricted	On Graff Road Northwest Payson	Double track provides from beginner to moderate challenge.
Payson Ranchos Trail Access	Unrestricted	On the end of North Saddle Blanket Drive Northwest Payson	Leads to a variety of trail types and difficulty levels.
Goat Camp Ruins	Unrestricted	On East Tyler Parkway North Central Payson	Conditions yet to be established.
Chaparral Ranch Trail Access	Unrestricted	At the terminus of Chaparral Pines Drive Northeast Payson	This trail ties into the Houston Mesa and Shoofly Loop Trails. Trail conditions are excellent
Horse Camp camping site and trailhead	Unrestricted		This trail ties into the Houston Mesa and Shoofly Loop Trail Systems. Trail conditions are excellent.

(Source: December 1998 Master Trails Plan)

Presently, there are two designated trail access points, through Houston Mesa Horse Camp site located within the Town boundaries. This access point leads to the Houston Mesa Horse Camp Trails just north of the Town. Historically, the Town of Payson subdivisions developed without pedestrian systems. Road areas have traditionally been narrow and shared by vehicular and pedestrian traffic.

It was not until the mid-1990s that the Town incorporated sidewalk standards into residential subdivision designs. Street paving, curb, and gutter are now being required, if a nexus (connection) exists, in new commercial developments.

Gila County and the Tonto National Forest Ranger District maintains a multitude of designated trails and trailheads in the region. The closest "Gila County," regional trail system to Payson is Pine Canyon Trail and Oak Springs trailhead located approximately 15 miles north of Payson on State Highway 87. The closest "State of Arizona," regional trail to Payson is the Arizona Trail.

C. Open Space and Greenbelts

Definition

Historically, the Town of Payson has not identified or calculated "open space" within the area. Due to the Town's location within the forest, the necessity to identify and create open space has not been warranted. However, the Town of Payson is no longer taking open space for granted. Following is the definition of open space as outlined in the Land Use Element.

> ***Open Space –*** This designation denotes 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. The provision of 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. State Trust lands or privately held lands identified as open space may be developed at a minimum one dwelling unit per acre per Growing Smarter legislation.

Within Payson, 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 the protection of the public health and safety (e.g., floodplains). Open space within the Payson planning area includes retention/detention areas, floodways and floodplains, as well as U.S. Forest Service lands within the planning area.

6.3 Parks, Trails, and Open Space Issues

The following section lists some of the critical issues that must be addressed in the general plan.

Connection to Regional Trail Systems
Forests that have historically provided recreational amenities to residents and visitors surround the Town of Payson. Maintaining and/or developing trailheads and access to these areas is critical.

Preservation of Open Space
The Town of Payson is in the enviable position of having an abundance of Forest Service area within and around the Town. Residents and visitors recognize this land area as an asset that must be preserved.

Forest Service Land Exchanges
Much of the forest service land surrounding Payson could be open to land exchanges that could result in the potential development of these lands. Though the land exchange process is long and cumbersome, it remains a possibility. Working closely with the Forest Service on the planning and disposition of these lands is imperative for the Town of Payson.

Existing Park Development
As noted in this element and the two past studies, many of Payson's park facilities are under-developed. Additionally, the Town does not meet local or national standards for parks to support current or projected populations. The Town has invested in park improvements like bringing facilities up to ADA (American Disabilities Act) compliance to ensure that people with disabilities can enjoy the facilities. Signage, lighting, and safety improvements have also been made. However, as park development continues, these issues must continually be addressed.

Development of Parks on East Side
The majority of the Town of Payson's parklands are located on the west side of the community. Population growth is occurring on the east side and the area lacks any public parks.

Variety of Parks
As noted in this element as well as in past studies, the Town of Payson must strive to designate and develop a full range of park facilities to support current and future residents. The development of neighborhood parks and larger, more full-service parks to serve the community must be a focus.

Funding for Development and Maintenance
Without the ability to secure adequate funding to instigate the development and maintenance of alternative urban transportation facilities, plans for the development of those facilities are contingent on adequate funding allocations. Funding for the development as well as ongoing maintenance must be identified and allocated to support multi-modal transportation alternatives (e.g., trails) and park facilities.

Year Round Facilities
In Payson year round non-motorized transportation is possible due to the terrain and climate. Therefore, transportation planning in Payson must consider both hot and cold weather travel conditions. Issues related to snow removal (i.e., not removing snow onto sidewalks and bike lanes) must be addressed.

Accessory Facilities
When most people think of pedestrian and other non-vehicular transportation systems, they generally overlook the smaller accessory facilities that really make the system viable for the users. The addition of benches, mountable curbs, rain and sun shelters, trash receptacles, signage, and bicycle racks can enhance the ability of the arrangement to serve a comprehensive diversity of user.

Trail Use Compatibility
There is a growing potential for conflict between trail users and new development. In many cases, residential subdivisions are being placed in direct and close contact with OHV and other users, which as the community grows, will become an issue that will have to be addressed with the outcome most likely to be a loss or restriction of use for the trail user. Because of this, it is important not only to preserve access to national forests but also to explore the development of areas that could be used to draw incompatible users away from other users and residential areas. These areas may very well include improved facilities and trail system access.

6.4 Parks, Trails, and Open Space Goals and Policies

Goal 1:	**The Town to continue development of Rumsey Park.**

Policy 1a: The Town staff will continue to develop and maintain service levels of existing recreational facilities while developing a revised master plan for Rumsey Park with review and input from the Parks and Recreation Board.

Policy 1b: The Town staff will identify the replacement of playground equipment and updating the playgrounds with review and input from the Parks and Recreation Board. The new playground equipment and playgrounds to be in compliance with the "Public Playground Handbook for Safety" (Consumer Product Safety Commission) guidelines and ADA compliance with accessibility.

Goal 2:	**The Town to develop McKamey Park**.

Policy 2a: The Town staff will develop a master plan for McKamey Park with review and input from the Parks and Recreation Board.

Policy 2b: The Town staff will develop McKamey Park based on the approved master plan with review input from the Parks and Recreation Board.

Policy 2c: The Town staff will design the playground and select pieces of playground equipment to be used that meet "Public Playground Handbook For Safety" (Consumer Product Safety Commission) guidelines and ADA compliance with accessibility with review and input from the Parks and Recreation Board.

Goal 3:	**The Town should develop neighborhood parks in all four quadrants of the Town of Payson planning area.**

Policy 3a: The Town staff will develop master plans for neighborhood parks to be located in the various quadrants of the Town with input from the public and review by the Parks and Recreation Board.

Policy 3b: Upon completion of the master plans, the Town staff will implement and prioritize the neighborhood parks with review input from the Parks and Recreation Board.

Policy 3c: Town staff to design the playground and the select pieces of playground equipment that meet "Public Playground Handbook For Safety" (Consumer Product Safety Commission) guidelines and ADA compliance with accessibility with review input from the Parks and Recreation Board.

Goal 4:	**The Town shall develop a community park in the eastside of the Town.**

Policy 4a: When the service population grows on the east side of Town and justifies the need for a community park, the Town staff will work to develop a master plan for a community park in the east side of Town with review and input from the Parks and Recreation Board.

Policy 4b: The Town staff will develop the community park with review and input from the Parks and Recreation Board.

Policy 4c: Town staff to design the playground and the select pieces of playground equipment that meet "Public Playground Handbook For Safety" (Consumer Product Safety Commission) guidelines and ADA compliance with accessibility with review input from the Parks and Recreation Board.

Goal 5:	**The Town should continue to develop the multi event center.**

Policy 5a: The Town staff shall pursue a lease option for the land.

Policy 5b: The Town shall seek alternative funding sources for facility development.

Goal 6:	**The Town to continue development of the Green Valley Park.**

Policy 6a: The Town staff will continue development of Green Valley Park with review input from the Parks and Recreation Board.

Policy 6b: Continue to make improvements on water quality, lake enhancement and recreational amenities such as ramadas.

Goal 7:	**The Town to continue development of the interpretive archaeological park at Goat Camp Ruins.**

Policy 7a: The Town staff to maintain this park in compliance with the agreement established between the Town and the U.S. Forest Service. It is the intent to preserve this park for educational purposes.

Goal 8:	**The Town to develop a Rumsey Park Multipurpose Center.**

Policy 8a: The Town staff will implement the feasibility of a multipurpose center (with review and input from the Parks and Recreation Board).

Policy 8b: The Town staff shall identify and facilitate funding alternatives (with review and input from the Parks and Recreation Board).

.

Goal 9:	**The Town to continue developing recreation programs to meet the needs of the community.**

Policy 9a: The Town staff will evaluate existing recreation programs to determine effectiveness (with review input from the Parks and Recreation Board).

Policy 9b: The Town shall implement a series of recreational programs throughout the Town and in new parks as they develop.

Goal 10:	**The Town will update the parks and recreation master plan on a regular basis.**

Policy 10a: The Town staff will review the "parks and recreation master plan" and compose a new 10 year plan for parks and recreation needs.

Policy 10b: The Town staff will identify maintenance needs by reviewing parks maintenance equipment and recreation equipment annually.

Policy 10c: The Town staff will ensure that proposed subdivisions and other developments are reviewed by the parks and recreation staff with review input from the Parks and Recreation Board.

Policy 10d: The Town staff will evaluate the economic impact of recreation in the Town of Payson.

Goal 11:	**The Town will identify potential areas to be dedicated for parks, trails, and open space.**

Policy 11a: The Town staff will actively participate in the review process for Forest Service land exchanges in order to provide for additional parks, trails, open space, and recreational facilities.

Policy 11b: The Town shall explore the acquisition of golf course facilities.

Goal 12:	**The Town to develop uniform signage for parks, trails, and open space.**

Policy 12a: The Town staff will develop a uniform signage system, which will be used for identification of the parks and facilities (i.e., the multipurpose trail) and directional information with review input from the Parks and Recreation Board.

Goal 13:	**The Town will identify and plan for the development of a multipurpose trail system in conjunction with circulation and recreation needs.**

Policy 13a: The Town staff will develop a plan for pedestrian and biking paths connecting major activity centers with review and input from the Parks and Recreation Board.

Policy 13b: Greenbelt, utility corridors, washes, and floodplain areas need to be used and not considered dormant areas. Another area where trails need to be defined is utilizing the rights-of-way of major arterials and collector streets. Using a method of multipurpose trail systems for the Town in general, with anchors of parks and recreational activity centers within these areas, would provide the residents of Payson with excellent recreational pursuits.

Goal 14:	**To preserve trail access to regional points of interest such as the Mogollon Rim, Verde River, Hell's Gate Wilderness, Pine, Tonto Village, Gisela, Star Valley, and Rye.**

Policy 14a: The Town shall work to ensure that these trail accesses and trails are preserved by including terms for open space easements as part of any future land exchange process.

Goal 15:	**To provide extended recreation opportunities for trail users through linkages to other trail systems.**

Policy 15a: Identify current recreational usage for various regional trails and identify which trails are suitable for specialized recreational opportunities such as OHVs and equestrian use while preserving other trails for less intensive uses such as hiking and non-motorized biking.

Goal 16:	**To provide a linkage to the regional trail system.**

Policy 16a: In coordination with the U.S. Forest Service, identify rural trails within three miles of the Town limits and develop a trailhead design that best promotes use of the recreational resource compatible with the Payson General Plan.

Policy 16b: Connect the Town of Payson's trail system to the Arizona Trail.

Goal 17:	**To ensure that the Town of Payson is informed of and included in any U.S. Forest Service Land Exchange Process which will directly impact the Town (within the Town boundary or within a three mile radius around the Town boundary).**

Policy 17a: Continue and enhance a regional planning relationship between the Town of Payson and the U.S. Forest Service which provides for input for both agencies and open lines of communication. Both the Town of Payson and the U.S. Forest Service recognize the value of interagency regional planning.

Policy 17b: Establish an official liaison between the Town of Payson and the U.S. Forest Service to insure adequate opportunity for input on all base exchanges inside or within three miles of the Town boundary.

Goal 18:	**To develop an enforceable local policy for the preservation of existing trail systems as established in this plan, within the Town of Payson boundary and the surrounding area.**

Policy 18a: Amend the Subdivision Ordinance and Minor Land Division Ordinance of the Unified Development Code, to require new projects to preserve existing trails as well as open space, topography, views, vistas, and existing flora through good planning and design of all subdivisions.

Policy 18b: Author and adopt provisions for the management, maintenance, and policing of existing trail systems within the Town boundaries that do not belong to the U.S. Forest Service.

Policy 18c: Work with forest service liaison on trail issues on U.S. Forest Service trails within the Town boundaries that are unlikely to be exchanged.

Goal 19:	**To establish a framework for an urban loop trail system.**

Policy 19a: Formalize a "loop trail system" that creates a minor arterial around the Town with pedestrian, equestrian and/or biking purposes.

Policy 19b: Establish acceptable street standards to include pedestrian, equestrian, and biking purposes to be incorporated along a "loop trail system."

Policy 19c: Encourage proposed development projects to provide trail systems within proposed projects that will create linkages to the Tonto National Forest and major transportation corridors.

Policy 19d: Establish internal pedestrian/bike trail linkages.

Policy 19e: Identify standards for pedestrian/bike trails at proposed new roadways.

Goal 20:	**To identify potential trailheads and key destinations around the Town periphery.**

Policy 20a: Establish trail access areas and trailhead areas with adequate facility development as proposed by this document.

Policy 20b: Link new trails to key destination areas such as local parks and historical sites as proposed in this document.

Policy 20c: Evaluate existing activity sites for trailheads and destinations such as Rumsey Park, Green Valley Park, and the High School.

Goal 21:	**Identify potential trailheads and park sites in all future land exchanges.**

Policy 21a: Create trail and trailhead easements within all future lands through the U.S. Forest Service.

Policy 21b: Negotiate with the land exchange participants for appropriate land set-asides for parks in all future land exchange cases.

Goal 22:	**The Town will develop comprehensive, innovative, and aggressive funding program for implementation of this element and other master plans.**

Policy 22 Conduct a periodic review of development impact fees to ensure that new development is fairly contributing toward additional capacity and facilities.

Policy 22b: Pursue regional funding sources and partnering with outlying communities and other agencies to develop new and maintain existing facilities.

Policy 22c: Include parks, trails, and open space projects in the annually update *Payson Capital Improvements Plan.*

6.5 Parks, Trails, and Open Space Plan

The Parks, Trails, and Open Space Plan is intended to achieve the following objectives:

1. Develop parks that are geographically dispersed throughout the Payson planning area.
2. Implement recreational programs that meet the needs of residents in a cost-effective manner.
3. Develop a comprehensive trail system within the Town that is connected with trail access points to the regional trails system.
4. Preserve access and manage the open space within the planning area.

Payson's build-out population (as identified in the Land Use Element, build-out means when all land within the Payson planning area develops according to the plan) is expected to nearly triple the current population. Providing facilities to this growing population will necessitate an aggressive approach toward the implementation of existing plans and developing new master plans as outlined in the policies of this element.

A. Parks

In order to plan for future needs as the community grows, it is important to estimate the amount of facilities that will be needed to serve the population and the amount of space that will be necessary to accommodate them. Two tables have been developed for this analysis with Table 6.3 using the estimated population in the year 2020 of approximately 24,000 based on Payson's historical growth rate. Table 6.4 is based on the potential build-out (when all of the land in the community is developed based on its land use designation) population of approximately 38,000. Information on how these population estimates were derived can be found in the Land Use Element of this document. Standards adopted in the *Parks and Recreation Master Plan* were also used for the analysis and National Recreation and Parks Association (NPRA) standards have also been included for illustrative purposes. As evidenced by the more aggressive standards set by the Town of Payson in comparison to the NRPA standards, Payson takes the development of parks and recreation facilities very seriously. Open space requirements were also included although this information was not part of the original *Parks and Recreation Master Plan*.

Table 6.3, Estimated Year 2020 Recreation Facilities Needs Based on Standards

Facility	Recommended Guidelines from Existing Master Plan	National Recreation and Parks Association (NRPA) Recommended Guideline	Total Facilities Needed to Accommodate the Population Estimate of 24,000 based on Town Guidelines	Acres Needed	Total Facilities Needed to Accommodate the Population Estimate of 24,000 based NRPA Guidelines	Acres Needed
Baseball/ Softball	1/2,000	1/5,000	12	46	5	18
Multi-Purpose Play Courts	1/3,000	1/5,000	8	2	5	2
Sand Volleyball Pits	1/5,000	1/5,000	5	1.5	5	1.5
Multi-Purpose Fields	1/5,000	1/10,000	5	20	3	12
Tennis Courts	1/2,000	1/2,000	12	3	12	3
Swimming Pools	1/10,000	1/20,000	2.5	10	1.5	5
Open Space	N/A	15 acres/1,000 population	N/A	N/A	360 acres	360

(Source: PSA, October 2002)

Table 6.4, Estimated Build Out Recreation Facilities Needs Based on Standards

Facility	Recommended Guidelines from Existing Master Plan	National Recreation and Parks Association (NRPA) Recommended Guideline	Total Facilities Needed to Accommodate the Population Estimate of 38,000 based on Town Guidelines	Acres Needed	Total Facilities Needed to Accommodate the Population Estimate of 38,000 based NRPA Guidelines	Acres Needed
Baseball/ Softball	1/2,000	1/5,000	19	73	7.6	29
Multi-Purpose Play Courts	1/3,000	1/5,000	13	3	8	2
Sand Volleyball Pits	1/5,000	1/5,000	8	2	8	2
Multi-Purpose Fields	1/5,000	1/10,000	8	32	4	16
Tennis Courts	1/2,000	1/2,000	19	5	19	5
Swimming Pools	1/10,000	1/20,000	4	16	2	8
Open Space	N/A	15 acres/1,000 population	N/A	N/A	570 acres	570

(Source: PSA, October 2002)

Since Payson is a regional center, its parks and recreation system serves more that just the Town residents. In order to maintain the current system and develop additional facilities to accommodate both internal and external population growth, Payson needs to develop regional funding sources and partner with outlying communities that take advantage of Payson's facilities.

B. Trails

Regional/Rural Trail System

Regional trail systems are those that fall outside the Town of Payson boundary but are an integral part of the community. They also connect Payson with significant Regional Points of Interest such as the Mogollon Rim, Verde River, Hellsgate Wilderness Area, and several unincorporated communities. These regional trails connect to the Town by way of its rural trail systems and provide extensive recreational opportunity as well as access to the Tonto National Forest. While the Town of Payson does not have legal jurisdiction over these trail systems, becoming actively involved in future planning decisions that may affect these trails is important.

The eight regional trails are:

Existing Houston Mesa Trailhead
Links directly to the Horse Camp equestrian site, the Chaparral Ranch Trail, and Shoofly Ruin Trailhead. Linkages to the Goat Camp Ruins is also possible.

Existing Shoofly Ruins Trailhead
Provides direct access to the Shoofly Loop Trail and indirect access to the Houston Mesa Trail System including the Chaparral Ranch Trail System.

Proposed Monument Peak Trailhead
This area is on of the most scenic recreation areas in Payson. A trailhead is recommended to be established for the Monument Park area with provisions for protecting the trails around this valuable natural resource. The trail system itself consists of a well-established, well-surfaced trail that loops around Monument Peak. The loop is roughly 3.2 miles long and has access points from both Granite Dells Road (near the Fox Farm) and forms the rear of the Knolls Development east of Payson. At least a portion of the trail is used to serve as an old mining road. The trail is currently being used for a variety of recreational uses.

Proposed American Gulch Trailhead
This site provides an excellent access point for a link to the Arizona Trail. An improved trailhead at this site with equestrian facilities is recommended as well as accommodating a variety of recreational uses

Proposed Graff Road Trailhead
The trailhead is located at the existing access point would provide improved parking and signage. The trail system provides a link to the Arizona Trail.

Proposed Gisela Trailhead
This historically significant trail provides linkage to the regional trail systems as far away as Hellsgate Wilderness area. The trailhead could include a possible OHV staging area and provide parking and access to the Gisela Trail system for a variety of users.

Proposed Payson Pines Trailhead
This undeveloped site provides ample room and gentle topography that would be ideal for a complete trailhead site that would include signage and parking facilities. The proposed location is near a rock quarry pit that is currently being used as an OHV site. The trailhead links to other systems including the East Verde loop system and Cracker Jack Mine Road.

Gila County Trailhead
The trailhead links the event center to Peach Orchard East, Doll Baby Road, and East Verde River.

Urban Trail System

The urban trail system is an important part of the overall transportation/circulation system in the Town of Payson and is addressed in that element. The following pedestrian/bike path systems will need to be integrated with the multi-modal transportation system and the parks and recreation system:

- Beeline Highway System
- East Highway 260 System
- Payson North Subdivisions System
- Proposed West Loop Road System
- Proposed East Loop Road System
- McLane Road System
- Rumsey Park System
- Airport Road System

Open Space and Greenbelts

Following is a discussion of two major projects within Payson that has substantial amounts of open space designated.

Green Valley Redevelopment Area: The lowest area within the Green Valley Redevelopment Area serves as a water drainage system for up-slope portions of the Town of Payson. The watershed channels generally are east to west along the north side of Main Street. Heavy water discharge along this drainage system while infrequent, does occur. This main drainage system through the redevelopment area has been designated as within a one hundred-year floodplain by the federal government. This floodplain designation along with the very substantive possibility of flooding along the lowest areas will serve to preclude development in these areas of the district unless engineering solutions can be developed to mitigate the problem. Approximately 15 to 20 percent of the total land area within Green Valley Redevelopment Area will be utilized for various open space and recreational purposes.

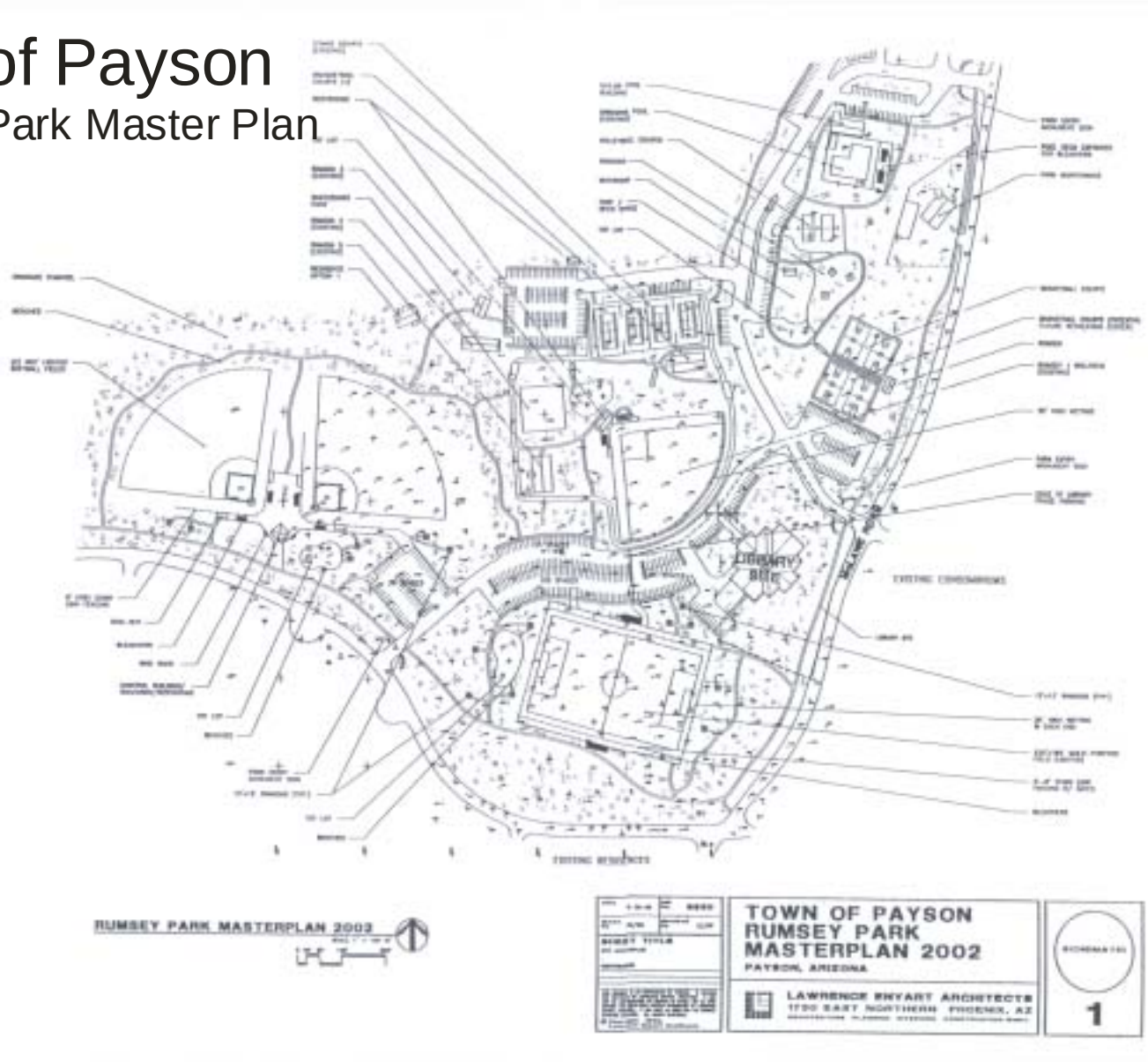
American Gulch: the Town of Payson recently completed The Conceptual Masterplan for the Development of the American Gulch (2002). The primary objectives of the plan are the maintenance of American Gulch's stormwater capacity and land use development. The American Gulch is currently an ephemeral wash located within the Green Valley Redevelopment Area. The existing drainage is more or less straight from the Sawmill

Crossing structural channel to the ponds at Green Valley Park. The objective is to form and sculpt the area to emulate a riparian corridor and to allow compatible land uses to develop. The preferred alternative includes approximately 14.0 acres to remain in floodway, open space, and recreational uses.

Town of Payson

Rumsey Park Master Plan

Figure 6.1



Town of Payson

Green Valley Park
Master Plan

Figure 6.2

CHAPTER 7.0: ENVIRONMENTAL PLANNING ELEMENT

7.1 Environmental Planning Element Purpose Statement

The Payson Environmental Planning Element provides the analysis of the environment that will impact, shape, and guide the future development of the planning area. The Environmental Planning Element is closely tied to the other elements of the General Plan including the Water Resources Element. The Environmental Planning Element is required by state law (ARS 9-461.05) for growing communities over 2,500 population. The state statutes stipulate that the element must include the following.

> ***Environmental Planning Element*** provides an analysis of potential implications of the general plan on air quality, water quality, and natural resources. Water quality is discussed in Chapter 8.0: Water Resources Element.

7.2 Environmental Planning Overview

The Environmental Planning Element involved the analysis of various aspects of the planning area in order to create a framework for drafting the proposed land use plan. Following is a summary of the environmental characteristics that were analyzed for the Payson General Plan.

A. Geology

The Town of Payson sits on a crudely defined tableland or bench referred herein as the Payson platform. This 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. Detailed descriptions of these units are presented in Appendix A. 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.

B. Topography

Payson, Arizona is in Northern Gila County at the junction of State Highways 87 and 260. The 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. Predominant wind patterns shift from the Northwest in the winter to the Southeast in the summer.

C. 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 the Payson area contain large granite boulder fields.

D. 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.

In a study of tree growth for the Town several different cover types were identified. Pine-Oak-Juniper, Pine-Juniper, Ponderosa Pine, Mixed Pine/Stringer Pine, Ponderosa Pine/Oak and Floodplain.

Pine-Oak-Juniper (POJ)

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 (PJ)
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/Oak (PP/O)
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.

Ponderosa Pine (PP)
Ponderosa Pine stands are almost pure stands located along and in drainage's for the most part. Understory shrubs and other ground cover is limited in the Payson area. The mapped cover type will contain a small percentage of Pinion Pine along the outer edges of the map units.

Mixed Pine/Stringer Pine (MP/SP)
This type is predominantly Pine-Oak-Juniper with stringers of Ponderosa Pine threading through the main type.

E. Wildlife

The Payson planning area is home to animal species ranging from Mountain Lions and Elk to Tarantulas and Bats.

F. Solid Waste Disposal

The Town of Payson is served by the Mesa Buckhead Landfill facility located approximately 10 miles to the north. Gila County operates this facility on land leased from the U.S. Forest Service.

This facility was developed within the guidelines established by the Environmental Protection Agency (EPA) and the Arizona Department of Environmental Quality (ADEQ). This facility has obtained a Groundwater Quality Protection Permit from ADEQ to operate. It is the only facility in Gila County with such a permit. The facility was constructed using the latest technology for groundwater protection. It includes an impervious liner and a leachate collection system.

G. Sanitary Disposal

Sewer needs for the Northern Gila County Sanitary District (NGCSD) services the Town of Payson. The current average day water flow (adwf) is about 1.15 million gallons per day (mgd) representing approximately 75 gallons per capita per day (gpcd). Peak annual domestic water consumption has been increasing at an average annual rate of .74 mgd per year for the period 19991 through 2000. That equates to a 54.4 percent increase in a 10-year period, or an average growth rate of about 5.4 percent per year for the period. Payson's population increased by 62.6 percent 9an average of 6.3 percent per year) for the same period.

The adwf at the plant has been increased at .0525 mpd per year or about 61.8 percent for the period 1993 through 2000. Domestic water consumption has been increasing faster than adwf. The Town is in the process of trying to discourage that trend (e.g., low flow toilets and showerheads in all homes.

Assuming a continued growth rate of .0525 mgd per year, in five years (according to July 17, 2000 analysis) the adwf at the plant will be about 1.41 mgd. At that same rate, it will take about 16 years to reach an adwf of 2 mgd, and 35 years to reach 3 mgd. The actual growth rate may decrease because of water and land availability issues and will almost certainly decrease because of forthcoming water conservation measures.

H. Air Quality

ADEQ conducts air quality monitoring within the planning area. In 1995, the Town of Payson received a letter indicating its non-attainment with adopted air quality standards. ADEQ and the Town of Payson are working to remedy this problem. According to the Town of Payson, this issue should be cleared.

I. Noise

Existing noise sources are predominantly from the traffic flows on the two State highways and the Payson Municipal Airport. There is essentially no industrial noise generated within the planning area with the exception of some machinery at the NGCSD site and temporary construction activities.

The Payson Municipal Airport has a Flight Quiet Program that identifies noise sensitive areas surrounding the airport. The Town strives to minimize noise around the airport through this program. However, there are still complaints received.

The Town of Payson does have a noise ordinance that regulates time periods and allowable decibels. The Town does receive noise complaints from the concerts held in Green Valley Park by surrounding residents.

J. Water Quality

Discussion of Payson's water quality is discussed in Chapter 8 – Water Resources Element.

7.3 Environmental Planning Issues

The following section lists some of the critical issues that must be addressed in the Environmental Planning Element.

Forest Service Exchanges - Payson has had a history of US Forest Service land exchanges that have increased Town land area considerably. Prior to approving land exchanges there must be an analysis of the environmental impacts of the exchange on the Town.

Animal Corridors - Due to being surrounded by forest, animals (e.g., deer and elk) regularly make their way into neighborhoods in Payson. As development occurs consideration to animal corridors need to be addressed to ensure safe movement of animals.

Federal Policies - The Town of Payson is exploring the impact of federal public land use policies (e.g., Tonto Land Use Management Plan) on the Town of Payson planning area and implications for the implementation of the Payson General Plan.

Air Quality - The Town of Payson has made great strides in improving the area's air quality. As the region continues to grow and the number of visitors that come to Payson increases, maintaining good air quality is critical.

Noise - The major source of noise within the Town of Payson planning area is surrounding the airport and highway noise. Through its land use plan and policies, the Town of Payson is dedicated to the development of the airport while protecting encroachment of residential development. Additionally, the Land Use Plan outlines growth areas along the major highways that encourage clustering of development that could, if implemented, assist in mitigating the traffic noise in Payson.

Archeology and Cultural Resources - The land within and surrounding the Town of Payson have provided unique archeological and cultural resources. The development of the Goat Camp Ruins is an example of the preservation of archeological resources. Additionally the Archeological Museum is dedicated to preserving the archeology and cultural resources in the area.

Stormwater Capacity - The American Gulch is currently an ephermeral wash located within the Green Valley Redevelopment Area. The existing drainage is more or less straight from the Sawmill Crossing structural channel to the ponds at Green Valley Park. The Town of Payson recently completed *The Conceptual Masterplan for the Development of the American Gulch (2002)*. The primary objective of the study was to contain the American Gulch's stormwater capacity while allowing compatible land use development.

7.4 Environmental Planning Element Goals and Policies

A. RESOURCE PRESERVATION

Goal 1:	**The Town will strive to develop land use patterns in a manner that conserves and preserves natural resources to achieve a high level of sustainability for our future generation.**

Policy 1a: Single family residential that provides for more than 4.5 units per acre will be encouraged to implement a planned area development design concept to help preserve vegetation and open space areas.

Policy 1b: The Town will develop and implement a tree relocation and preservation program.

Policy 1c: The Town will encourage the use of a planned area development design concept for the development in any area, which contains slopes of greater than 15 percent.

Policy 1d: Encourage the development of riparian areas such as in the American Gulch to preserve the natural environment while meeting stormwater capacity needs.

Policy 1e: Ensure that compatible development occurs near 100-year floodplains such as the Green Valley area.

Policy 1f: The Town will continue to monitor the air quality to ensure acceptable levels of PM10 particulate matter.

Goal 2:	**The Town should promote community-wide awareness of the sensitivity of the environment within the planning area.**

Policy 2a: Create educational programs and promotions regarding the environment within the planning area.

Policy 2b: Utilize the Town newsletter to communicate with residents about environmental issues.

Goal 3:	**The Town should work to provide connected open space, parks, and trails to facilitate the movement of wildlife safely through the area.**

Policy 3a: Identify native species of wildlife and movement patterns that could be addressed through the Town's parks, trails, and open space planning.

7.6 Environmental Plan

The Town of Payson's environmental quality is an aspect of the community's quality of life that residents and visitors hold in high regard. Maintaining this quality of life is critical for current and future generations of the community. The US Forest Service as well as the Tonto Apache Indian Tribe have considerable control over vast amounts of land within and adjacent to the Payson planning area. Policies and actions by these entities directly and indirectly impact the area's quality of life. Implementation of the policies outlined in the Payson General Plan will ensure that the environment of the planning area is protected. However, there are some aspects of the environment that transcend the Town of Payson's jurisdiction such as air and water quality. Working closely with regional, federal, and the Indian community will be critical to ensure that the area's environmental quality is maintained. The Town has maintained a good working relationship with the Tonto Forest and is working closely with the Tribe. Maintaining these positive relationship is critical to ensure a quality environment that implements the Town's vision as outlined in the Payson General Plan.

CHAPTER 8.0: WATER RESOURCES ELEMENT

8.1 Water Resources Purpose Statement

The Plan is required, by State Law, to show that the currently available supplies are adequate to support future growth projections or include a plan to show how the Town will obtain additional necessary water supplies for projected growth.

8.2 Water Resources Overview

8.2.1 *Geology*

Water for the Town of Payson has historically been produced entirely from groundwater wells within the Town limits. The wells are relatively shallow (300 to 500 feet below land surface (bls)) in the Payson Granite, Gibson Creek Batholith (mostly diorite and gabbro), and gneissic granitoids that underlies almost the entire Town. Ground water is stored along grain boundaries, 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. Recent groundwater investigations along deep contacts of the Payson Granite and basalt dikes have encountered developable groundwater resources (Mr. Mike Ploughe, personal communication).

A detailed geologic investigation was conducted in support of the water resources investigation as part of the long-term management program of the Town of Payson's water resources in order to provide a better understanding of the aquifer system(s) and groundwater potential of the Payson area.

8.2.2 Topography

Local hydrology consists of natural water traps spread evenly throughout the area. The only sizable surface water resource in Payson consists of several small artificial lakes at Green Valley Park. Many local wells provide the majority of local water resources. Precipitation averages 21 inches per year. The heaviest precipitation generally occurs during the summer monsoon season. During the monsoon season (from early July to early September) thunderstorms are common most afternoons with the sky quickly clearing in the evening. Winter precipitation commonly occurs in the form of snowfall. Payson generally experiences one to five moderate snow falls per year. Snow rarely accumulates on the ground and most snow accumulation lasts less than one day.

8.2.3 Water Supply

The Payson Water Department produces water solely from groundwater wells located throughout and within the Town limits. The Town currently operates 37 wells with a total production capacity of 5,800,000 gallons per day. All wells produce water from the local crystalline bedrock aquifer. Local precipitation and infiltration from surface water runoff naturally replenish water pumped from the aquifer. Average annual recharge to the Payson aquifer is quantified to be in the amount of 1,826-acre feet per year. Payson produced 1,651-acre feet of water supply to customers in the year 2001. Some recharge to the Payson aquifer is accomplished by artificial recharge from the Green Valley Park Water Conservation project storage lakes. Groundwater recharge from this project is estimated to be in the amount of 336-acre feet per year.

The amount of effluent available is dependent upon the amount of indoor water use and leakage into the system during winter precipitation events. Currently, there is not sufficient land surface in Town to store excess effluent during periods of low demand. Consequently, the excess effluent is discharged to the Verde River.

8.2.4 Water Demand

Potable water demands within the corporate limits of the Town of Payson are satisfied in several ways. The Town of Payson Water Department with 7,000 customers is the largest supplier of water to homes, businesses, and the Tonto Apache Reservation. The municipal water system does not supply water for any large-scale irrigation uses. The Northern Gila County Sanitary District that owns and operates the local wastewater treatment plant and works in partnership with the Town for the storage provides water for irrigation uses such as golf courses and distribution of reclaimed wastewater for large-scale irrigation needs. Some businesses and homes within the Town own and operate private wells located on their property. There are no franchised water supply companies providing water service within the area.

Payson uses a concept known as “Safe Yield” to manage its water supply. Safe Yield means that the amount of groundwater pumped on a long-term basis by the Town from the aquifer must not exceed the amount that is naturally or artificially recharged each year. Because recharge to the aquifer varies depending upon yearly rainfall totals it is a fact that in dry years Payson pumps more groundwater from the aquifer than is recharged by that year’s precipitation. In wet years Payson pumps less water from the aquifer than is recharged by that year’s precipitation. Managing water resources and local growth policy by an annual safe yield concept is not possible if water use and growth policies are adjusted each year to accommodate fluctuating precipitation levels. Such actions would result in annual “stop and start” and “grow, don’t grow” policies that would be impossible to administer. Rather, Payson’s use of the Safe Yield concept is implemented by the Town’s use of a long-term average rainfall presumed to be 21.5 inches per year. This number was determined by a study of recorded weather data. This number is reduced by a 20% safety factor to 17 inches per year to accommodate for occasional or sustained years of below average precipitation. 17 inches of precipitation results in approximately 1,826 acre feet (325,840 gallons per acre-foot) of recharge into the Town’s

aquifer. Table 8.1 showes the annual rainfall that the Town actually received. This amount of water will support a population of approximately 16,800 people and related businesses if local water conservation efforts result in water use reductions of 10 – 20% as planned. However, water use for calendar year 2002 is very close to meeting the safe yield number. It is apparent that unless water conservation efforts are successful, existing Town water supplies will be sufficient on a long-term basis for little, if any, additional residential and commercial growth in Payson.

Water Quality

Since its inception in 1980, the goal of the Payson Water Department has been to produce a safe, dependable water supply for customers. The Town of Payson's drinking water is in full compliance with the stringent Drinking Water Standards established by the U.S. Environmental Protection Agency (USEPA) and the Arizona Department of Environmental Quality (ADEQ). Water from each approved drinking water well is tested for several different types of contaminants that include the following:

1. Biological Contaminants, such as viruses and bacteria, which may come from sewage treatment plants, septic systems, and feedlots.
2. Inorganic Contaminants, such as salts and metals, which can be naturally occurring or result from urban storm water runoff, industrial or domestic wastewater discharges, oil and gas production, mining and farming.
3. Pesticides and Herbicides, which may come from a variety of sources such as agriculture, storm water runoff, and residential uses.
4. Organic Chemicals, including synthetic and volatile organics which are by-products of industrial processes and petroleum production, and can come from gas stations, urban storm water runoff, and septic systems.
5. Radiochemicals, which may be naturally occurring or result from man-made activities, such as nuclear power plants or uranium mining.

The Payson Water Department tests the quality of Payson's drinking water for over 100 different substances. The Department has also test the groundwater wells for radon (i.e., a naturally-occurring radioactive gas found in soil and outdoor air that may also be found in drinking water and indoor air) to prepare for future drinking water regulations. The amount of radon measured in our wells and reservoirs ranges from 315 to 7,710 pCi/L. If the proposed radon rule is finalized and implemented by the EPA, water systems in Arizona will probably be required to comply with an alternative maximum level for radon of 4,000 pCi/L. If this standard is utilized, the Town of Payson will be required to install treatment devices at several well sites to reduce the amount of naturally occurring radon in the water.

8.3 Water Resources Issues

<u>Water Resources</u>
Residents of the Town of Payson have expressed their concern regarding the assurance of a quality water supply in the future. The Town of Payson has conducted several comprehensive studies and implemented policies to ensure that residents have adequate water and that new

subdivisions in the Town provide for their water needs. The Town of Payson must also be committed to continued groundwater exploration inside and outside of the town limits for deeper and new water supplies.

Water Conservation

The Town of Payson must continue to be diligent in implementing water conservation policies and procedures to ensure adequate future water resources. The Town of Payson requires all future water users to low water flow conservation measures in homes and commercial facilities.

8.4 Water Resources Element Goals & Policies

Goal 1:	**The Town of Payson will ensure an adequate water supply is available to residents of Payson.**

Policy 1a: The Town shall continue to implement recommendations from the long-term Management Program of the Town of Payson's Water Resources that was developed by Southwest Groundwater Consultants that quantify the reliability and performance of the Town's local acquifer.

Policy 1b: The Town shall continue groundwater exploration inside and outside the town limits to provide deeper wells and identify new water resources.

Policy 1c: The Town shall identify areas that provide good groundwater recharge opportunities to assist with the replenishment of our groundwater supplies.

Policy 1d: The Town shall continue to operate with 120 percent water production capability to water demand.

Goal 2:	**The Town will manage future growth to ensure that residents have an adequate water supply available.**

Policy 2a: The Town shall continue to require that residential developments with more than 20 single family units, or 30 multi-family units provide an adequate water supply that does not conflict with existing Town water supplies to the satisfaction of the Town Council.

Policy 2b: The Town shall continue to limit new commercial and industrial developments to a peak water use of 150,000 gallons per month. Any commercial or industrial developments, which create a higher demand, shall be required to provide an adequate water supply that does not conflict with existing Town water supplies to the satisfaction of the Town Council.

Policy 2c: The Town shall consider developing requirements that restrict the size of new residential subdivisions to 10 lots if they do not provide a water source. This should also be applied to commercial and industrial development.

Policy 2d:	The Town shall continue to operate within a "Safe Yield" philosophy that means that the Town does not grow beyond the ability of water supplies to support water demand.
Policy 2e:	The Town of Payson shall continue to operate with 120 percent production capability v. water demand.

Goal 3:	**The Town shall continue to develop a water conservation program to ensure an adequate water supply is available for Payson residents.**

Policy 3a:	The Town shall review and implement any changes when necessary to the water conservation rate structure to reduce peak summer demand and all water use in general and to support the cost to maintain existing water supplies and develop drought reserves.
Policy 3b:	The Town shall permit only low water use plants for commercial developments and new residential developments.
Policy 3c:	The Town shall require all new development to use low water flow conservation measures in homes and commercial facilities.
Policy 3d:	The Town shall prohibit the use of large turf areas anywhere within the planning area and on any new recreational facilities.
Policy 3e:	The Town shall institute water use restrictions for all customers in times of water supply shortages.

Goal 4:	**The Town of Payson shall take appropriate steps to ensure that Payson residents have good quality water**

Policy 4a:	The Town of Payson shall develop a well head protection ordinance to ensure that current water supplies are not threatened by inappropriate land uses.
Policy 4b:	The Town of Payson shall continue to test water quality and ensure full compliance with US Environmental Protection Agency and Arizona Department of Environmental Quality regulations.

8.5 Water Resources Plan

The Town of Payson will continue to operate under the "Safe Yield" philosophy. This philosophy requires that new development approval within the Town will be denied unless sufficient water supply is legally and physically available to meet the needs of the development and to maintain a water production capability of 120 percent of anticipated peak demands. In the event that water demand outpaces the development of new water supply sources the Town may elect to adopt a "Planned Depletion" water resource management philosophy. This philosophy requires that the Town would utilize an amount of water in aquifer storage. Efforts to secure additional water supplies may be undertaken by the Town of Payson, developers, or a combination of both.

Existing groundwater supplies within the Town of Payson corporate limits will support a population of ***16,800*** if conservation goals (10 percent to 20 percent per capita use reduction = 89 gallons per capita per day) are met. Payson's current official population is 13,620 (2000 Census). According to the Land Use Element the population will exceed the ***16,800*** population in approximately **2010?** (Estimated at **19,070?**). Therefore, additional population growth is dependent upon developing new water sources or increasing conservation goals. New water supply projects will be constructed commensurate with the demands of growth and within the policy guidelines outlined in this element. Following are some of the new water supply projects.

1. 2003 –Continue to pursue federal permits for groundwater exploration and production on federal lands east of Payson.
2. 2004 – Construct Rumsey Recharge Phase 1 project (150 acre feet per year)
3. 2006 - Construct public lands groundwater wells and pipeline to Payson (300 acre feet per year)
4. 2006 – Construct private lands Phase 3 groundwater wells and pipeline to Payson (75 acre feet per year)
5. 2008 – Construct public lands Phase 4 groundwater wells and pipeline to Payson (300 acre feet per year)
6. 2008 – Construct Rumsey Recharge Phase 2 project (200 acre feet per year)
7. 2010 – Construct Tonto Forest Phase 5 groundwater wells and pipeline to Payson (200 acre feet per year)
8. 2010 – Construct Blue Ridge Reservoir pipeline to Payson (3,000 – 4,000 acre feet per year)

The construction of the above listed water projects will allow the Town of Payson to develop additional water supply needed to satisfy increased water demand of new growth in Payson. Water demand of new growth in Payson is estimated to be in the amount of 55 to 92 acre-feet per year. Total new water demand for growth in Payson through the year 2015 is estimated to be in the amount of 715 – 1,300 acre-feet per year. If all proposed water development actions, except the Blue Ridge Reservoir pipeline project were completed, total new water supply developed would be in the amount of 1,355 acre-feet per year. Construction of the Blue Ridge project would add an additional 3,000 – 4,000 acre-feet per year.

CHAPTER 9.0: COST OF DEVELOPMENT ELEMENT

9.1 Cost of Development Purpose Statement

The Payson General Plan Cost of Development Element supports past and ongoing efforts to ensure that development requiring additional facilities and services bears a proportionate share of the additional costs. The element also illustrates municipal revenue and expenditure projections based on the General Plan's implementation and outlines financial options to ensure continued provision of services and fiscal sustainability for the Town.

9.2 Cost of Development Element Overview

Through its advanced water planning efforts and the development of an impact fee ordinance in 1996, The Town of Payson has planned for the impact of impending growth. Payson has grown significantly in the past decade and this trend is expected to continue. The question is whether what has been done will be enough to offset the growth that actually occurs. For instance, current policy does not provide for increasing basic services like fire and police protection exponentially in the decades to come.

The development fees focus on two key areas impacted by growth: parks and recreation facilities development and the road system. There is also a development fee for the water system.

The Cost of Development Element is intended to support the general plan's implementation, inform the community's leadership about the true cost of additional development, and identify potential funding sources. Unlike the fee ordinance, this element is not a legal document and only provides guidance and information.

The Land Use Element designates parcels for commercial and employment uses that are intended to be revenue sources for the Town. These revenue sources must be developed to provide support for the provision of municipal services that will be required to accommodate increasing residential development and population.

Under current legislation, Payson will receive increased State Shared Revenues as a result of population growth. This population growth can only be recognized through the regular ten year United States Census or a special census. Therefore, revenues from this funding source typically tend to lag well behind actual population growth. The Town has a primary property tax but in relation to the overall budget it is negligible comprising less than 1.5 percent of the overall budget revenue stream.

Under current tax policy, the only significant way to increase per capita local revenues is through the expansion of the retail sales tax base and/or increase in sales tax rate. At the current two

percent sales tax rate, Payson is at a similar level with the majority of municipalities in the State of Arizona.

9.3 Cost of Development Issues

The following section lists some of the key financial issues that must be addressed by the Town in the general plan that are going to require significant financial planning.

Parks and Recreation Development

Based on current adopted plans, parks and recreation facilities are to aggressively develop at standards above those of the National Parks and Recreation Association. Currently, the Town is behind in developing these facilities. The Town currently receives approximately $120,000 per year in park development fees. Is it realistic to project that the desired facilities can be developed under this scenario?

Road Development

Based on build out scenarios, the road system in the community is going to be severely strained. The Town does have an impact fee that generates approximately $120,000 per year toward the development of new facilities. Is this going to be adequate?

Administration

As the population grows, additional general operation staffing and facilities will be necessary. Will these costs be met under the current revenue system?

Public Safety

A large part of the Town's budget is expended for fire and police protection. Equipment and facilities for these services are very expensive in addition to significant additional staff costs. Will current revenue streams meet the demand for expanded service?

State Shared Revenues

A significant revenue source for cities and towns, especially those experiencing growth, is the state shared revenue system. As population grows, revenues increase. However, recently this system has been under attack from the state legislature. Should this revenue source be cut or eliminated, the Town of Payson will need to identify new funding sources to augment this loss.

9.4 Cost of Development Goals and Policies

Goal 1:	**Ensure long-term financial stability.**

Policy 1a: Develop an analysis that quantifies the true net cost/revenues per acre of development by land use type (e.g., net cost of service delivery versus revenues for Low Density Residential).

Policy 1b: Maintain and annually update a long-range financial plan.

Policy 1c: Annually monitor per capita municipal expenses and determine which services are increasing or decreasing in costs as service demands increase.

Policy 1d: Calculate and track local sales tax receipts on a per acre basis in order to calculate estimated rates of return on future commercial land development.

Policy 1e: Support the continuance of the State Shared Revenue System in its current state.

Policy 1f: Consider implementing a special mid-term Census so the Town does not have to wait until the regular Census to have population growth recognized for shared revenue purposes.

Policy 1g: Monitor local property and sales tax rates in relation to regional and statewide municipal tax rates.

Goal 2:	**Ensure systematic funding and installation of appropriate infrastructure.**

Policy 2a: Annually update the Five-Year Capital Improvements Plan

Policy 2b: Develop a financial analysis of all proposed Forest Service land exchanges to ensure that the potential exchange does not place an undue financial burden on the Town.

Policy 2c: Continue to implement Development Fees and periodically review and update as deemed necessary.

Policy 2d: Work closely with other agencies (e.g., U.S. Forest Service, schools) to maximize joint use opportunities and coordinate infrastructure development.

Policy 2e: When updating development fees, consider expansion of these fees to provide assistance in developing expanded services in other departments (e.g., fire, police, library, and general administration).

9.5 Cost of Development Plan

Anticipating future costs is always a difficult proposition. At the present time, using current and past budgets provides the best foundation for projecting future costs. While there are some fixed costs that will remain fairly level in spite of population growth, using a straight line projection (i.e., per capita spending) can be justified since it is anticipated that additional expenditures for a larger service area and significant capital costs for new facilities will be realized.

Residential Development

The Town of Payson's budget shows that approximately $2,300 is expended per capita on an annual basis. This includes capital outlays. Based on 2.34 persons per household, each new housing unit will generate over $5,100 in additional expenses. If capital outlays are eliminated leaving only expenses for basic operations, per capita spending drops to approximately $1,250 or just under $3,000 per household. It is not realistic to project that the Town could provide quality services for long without a significant capital budget.

Only in communities with significant property taxes does residential development pay for itself. In Payson, the net cost of residential development is subsidized by other revenue sources. Therefore, Payson must carefully consider the financial impact of new residential developments against its ability to generate revenues to offset additional costs.

Commercial Development

Development of the approximately 775 acres of commercial area identified in the Land Use Plan is a key element of the General Plan's implementation and the financial sustainability of the Town of Payson.

There have been many studies completed to determine the sales tax revenues generated by a given acre of commercially developed property at various tax rates. At a 2 percent rate, returns per acre range from $15,000 to $50,000. The mix of retail and commercial activities influences this return significantly. For instance, a grocery store may generate $18,000 per year in local sales tax revenues while a department store may generate over twice that figure per acre. This disparity is caused by the non-taxable status of food. A service-based commercial activity may generate very little or no local sales tax revenues since there are no service taxes.

What this equates to is that Payson needs to ensure that a good mix of commercial uses is located in the community to generate local sales tax revenues adequate to subsidize anticipated residential development. Payson's commercial land is a finite resource and if developed out of balance, the community will be forced to look to other funding sources to augment local sales taxes.

Employment Development

The Land Use Plan identifies just over 600 acres of employment areas in the community. Typically, when a business locates in a community, it is thought to create revenues for the city or town in which it locates. However, since Payson's property tax rate is minimal and such a small part of the overall revenue stream, this is not the case. While Payson needs to create jobs and attract quality employers to bring balance and living wages to the local economy, the only significant revenues generated to the Town will be if the paychecks generated are spent in Payson at retail outlets.

Revenue Options

In developing plans to maintain revenue streams to accommodate service and amenity provision, the Town will consider the following options:

Pay-As-You-Go out of Current Revenues

Current revenues for municipalities generally consist of local sales and use taxes, state-shared revenues, and user fees. The majority of these revenues typically are used to provide basic services and provide for the day-to-day operations of the Town. However, growth will impact the provision of services and these revenues usually lag behind development since most service upgrades need to be put in place prior to or simultaneously with development.

Municipal Property Taxes

The Town of Payson currently levies both primary and secondary property taxes in addition to those levied by agencies such as the state, county, and local school districts.

General Obligation Bonds

The most commonly utilized large project municipal financing method in the United States is the General Obligation Bond (G.O. Bond). This is the most inexpensive way to finance projects because the bond's repayment is based on the full taxing authority of the municipality and backed up by real property. Payson currently has a property tax so this vehicle could be used to finance future projects based on voter approval.

Under Arizona law, municipalities may issue G.O. Bonds for purposes of water, wastewater, artificial light, open space preserves, and parks and recreational facilities up to an amount not exceeding 20 percent of the secondary assessed value.

In addition, Arizona law allows municipalities to issue G.O. Bonds for all other purposes not listed above up to an amount not exceeding six percent of the valuation.

Revenue Bonds

Revenue bonds are a method of borrowing to finance service expansions. The bonds are paid back through future revenues that are legally pledged to the bond issuer. Revenues generally utilized for debt service are privilege taxes (sales tax), Highway User Revenues Funds (payments made to municipalities from state taxes), and user fees. Bonding must be approved by a public vote. Revenue bonds are typically more costly to the municipality than General Obligation Bonds since future revenues, which can be uncertain, are the method of security and repayment.
Grants and Low-Interest Loan Programs

There are numerous grants and low interest loan programs available to the Town from federal, state, and regional agencies. The Town has actively pursued and received funding from several agencies and should continue to pursue grants and low interest financing through the Community Development Block Grant Program (general community improvements), the State of Arizona Heritage Fund (parks and recreation facilities), Water Infrastructure Financing Authority (water and wastewater system improvements), Greater Arizona Development Authority (general infrastructure improvements), and the Governor's Office (health and safety). Additional existing and future funding sources should be investigated as potential financial partners.

Certificates of Participation/Municipal Property Corporations

These are methods of borrowing that are paid back by municipal revenues. They are usually not legally tied to a specific revenue stream, such as revenue bonds. These methods can be utilized by action of the Town Council and are not generally subject to public vote. The Town of Payson is currently not utilizing these methods.

Development Impact Fees

Fees that are established by the municipality based on the cost of expanding services to accommodate new development. These fees are then passed on to the project developer as part of the development's cost. Development impact fees can be fairly narrow in scope (impact of development on the wastewater treatment facility) to very broad in scope (covering all utilities, public safety, municipal operations, parks/recreation/open space, library services, etc.). Payson currently uses this method to provide additional facilities to accommodate growth for parks and recreation and road facilities and charges a development fee for water. The Town must continually monitor and update its revenue structure to ensure that development fees are maintaining adequate levels without impeding the quality development that the Town desires.

User Fees

These are fees that are charged for services such as water and sewer service or parks and recreation facilities use. The fee structure can be developed to not only cover operating costs but also service the debt for financing expanded services.

Special Tax Districts

Commonly called Tax Increment Financing in other states, this funding mechanism is typically utilized for redevelopment and revitalization purposes. Arizona statutes have substantially limited the availability of this funding mechanism.

Improvement Districts

Improvement Districts can be formed to implement a specific improvement for a particular area of a community. The property owners in the specified area can agree to assess themselves to pay back the cost of the improvements and this process is facilitated by the municipality. This funding mechanism is typically used for neighborhood road improvements, street lighting, and downtown revitalization programs.

CHAPTER 10.0: IMPLEMENTATION PROGRAM

10.1 Implementation Introduction

The test of any plan is the success of its implementation. The Payson General Plan is not intended to be the final word in how the community develops and redevelops. The plan provides guidelines and a framework for decision-making. The purpose of this chapter is to present how the plan should be kept up-to-date. According to state law, the Town of Payson is required to maintain the general plan and ensure that any zoning that occurs is in compliance with the plan.

10.2 Adoption and Ratification

Arizona State law requires the Town of Payson to adopt the plan by resolution of the Town Council. The Town Council must approve the adoption of the general plan by at least two-thirds majority vote. Additionally, the general plan must be "ratified" by the general public at a municipal election. The general plan is deemed ratified once a simple majority of the voting public has voted in favor of the document. If the general public does affirmatively pass the plan, the current general plan document will remain in effect until a new plan (or the same document) is submitted and ratified by the community.

State law also requires that the general plan be submitted to the general public for approval at least once every ten years. This can be the same document or an updated document depending on the needs and desires of the Town of Payson. 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 that might be occurring within the community. However, with regular monitoring of the general plan, Town staff, Planning and Zoning Commission, And Town Council might determine that the plan should be updated sooner than required. The state statutes allow that 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 the plan or amendment being adopted 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)
- The regional planning agency within which the municipality is located (Central Arizona Association of Governments).

- The Department of Commerce or any other State agency that is subsequently designated as the General Plan agency (Arizona Department of Commerce).
- Any person or entity that requests in writing to receive a copy of the review plan or amendment.

The Town of Payson may choose to send a review copy to other agencies such as the US Forest Service, Tonto Apache Tribe, 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 the Town Council. The Town Council must than hold at least one public hearing prior to adoption or re-adoption of the general 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 General Plan Amendments

The statutory requirements that guided the creation of the general plan must be followed in amending the plan. Over time, community conditions and town requirements will change necessitating that the general plan be amended. It is not the intent of the amendment process to allow changes to occur in a haphazard fashion. But to provide the parameters for the Planning and Zoning Commission and Town Council to evaluate and approves amendments.

Arizona Revised Statutes, Section 9-461.06 outlines the provisions for amending the general plan. As with the creation of the general 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;
- Consulting with and advising public officials and agencies (Gila County, school districts, Central Arizona Association of Governments, public land management agencies, appropriate government agencies, and property owners and citizens) to ensure maximum coordination of plans.

A. 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 impact 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.

B. 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 affects an area of twenty (20) acres or more.

- The establishment of a new, or 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.

10.4 General Plan Review

The Payson Planning and Zoning Commission and Town staff will monitor the implementation of the general plan and provide regular updates to the Town Council. Annually, the Town staff will prepare an annual report regarding the general plan's implementation and recommendations for amendments. The annual review is critical to ensure that the goals and policies of the plan are still effective and that the plan is responding to the needs of the community. The General Plan Annual Report will be submitted for review by the Town Council and Payson citizens.

Annexations (i.e., increase in the Town of Payson incorporated land area) do not automatically trigger a major or minor amendment to the general. If the annexation proposes changes to the land use plan than the minor or major amendment procedures will be initiated.

10.5 Tools for Implementation

The key tools for implementation of the Payson General Plan are the goals and policies outlined in the document. These goals and policies provide the direction for the implementation of the general plan. However, the Town of Payson has additional planning tools that can be used to ensure the plan's implementation. These include, but are not limited to the following:

- Unified Development Code
- Redevelopment Plans (i.e., Green Valley Redevelopment Plan)
- Development Agreements
- Specific Area Plans, Area Plans, and/or Master Plans
- Specialized Plans (e.g., Affordable Housing Plan)
- Town of Payson Strategic Plan, Capital Improvement Plan, and Budget
- County, Regional and State Plans