



COMBINED CITY COUNCIL & PLANNING COMMISSION MEETING

Tuesday, May 31, 2022, at 7:00 PM

Public Safety Training Room: Downstairs, City Hall Building

MEETING PARTICIPATION

- **In Person** – This meeting will be held in the Public Safety Training Room at the City Hall Building, 275 W. Main St, Santaquin, UT 84655
- **YouTube Live** – This meeting will not be broadcast on YouTube Live.

Comments may be submitted to PublicComment@Santaquin.org for consideration.

To review the Santaquin City Council Meeting Protocols, please go to the following link:

<https://www.santaquin.org/citycouncil/page/santaquin-city-council-protocols>.

ADA NOTICE

If you are planning to attend this Public Meeting and due to a disability need assistance in understanding or participating in the meeting, please notify the City Office ten or more hours in advance and we will, within reason, provide what assistance may be required.

AGENDA

ROLL CALL

PLEDGE OF ALLEGIANCE

INVOCATION / INSPIRATIONAL THOUGHT

DECLARATION OF POTENTIAL CONFLICTS OF INTEREST

PUBLIC FORUM, BID OPENINGS, AWARDS, AND APPOINTMENTS

1. Recognition of Operations Manager Dennis Marker

NEW BUSINESS

Discussion & Possible Action

2. Discussion Regarding Santaquin City General Plan Update

EXECUTIVE SESSION (May be called to discuss the character, professional competence, or physical or mental health of an individual)

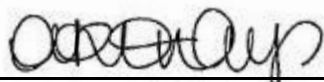
EXECUTIVE SESSION (May be called to discuss the pending or reasonably imminent litigation, and/or purchase, exchange, or lease of real property)

ADJOURNMENT

CERTIFICATE OF MAILING/POSTING

The undersigned duly appointed City Recorder for the municipality of Santaquin City hereby certifies that a copy of the foregoing Notice and Agenda was e-mailed to the Payson Chronicle, Payson, UT, 84651, posted on www.santaquin.org, as well as posted on the State of Utah's Public Notice Website.

BY:

A handwritten signature in black ink, appearing to read "Amalie R Ottley", written over a horizontal line.

Amalie R Ottley, City Recorder

MEMO



To: Mayor Olson, City Council, and Planning Commission

From: Jason Bond, Community Development Director

Date: May 27, 2022

Re: **General Plan Draft Document**

Over the past several months, countless hours have been spent on a process to gather input from the community and draft a general plan document which will provide guidance on many decisions to come and which will shape the future of Santaquin City. I appreciate everybody who has been involved throughout this process.

With guidance and direction from elected officials, appointed officials, and the consultant (People+Place), the Imagine Santaquin Committee (made up of key stakeholders) has helped shape a draft document for Santaquin City's General Plan. This draft, prepared by Christie Oostema-Brown and John Janson, has been prepared and presented in a way that is professional with pictures and figures included. However, the focus at this time is the language of the document and the draft (attached) is an extraction of just the language. In preparation for a joint work meeting with the City Council and Planning Commission, Mayor Dan Olson has carefully reviewed and provided his comments and thoughts on the draft language. I have helped Mayor Olson include his comments and suggested edits on the draft. Therefore, any comments or suggested edits on this draft (regardless of the name associated with the edit) should be seen as being the comments of Mayor Olson. Including Mayor Olson's comments on this draft will help you understand his feelings and will help facilitate the discussion in the work meeting.

Once the language of this draft has been refined as necessary, the language will be reinserted into the layout that the consultants have prepared, and the General Plan will be presented to the Planning Commission (with a public hearing) in a regular meeting. After the Planning Commission provides a recommendation, the City Council will consider adoption of the General Plan in a regular meeting.

Staff Recommendation

In order to make the most of the work meeting, please read the attached draft and come prepared to discuss your thoughts and comments so that the consultants can understand your direction to move forward and complete this general plan update.

EXECUTIVE SUMMARY

Growing Together: Imagine Santaquin Vision

Santaquin residents enjoy living in a community featuring orchards, wilderness access, recreation, historical mining district and working lands, while having access to regional opportunities—all hallmarks of the lifestyle that Santaquin residents have enjoyed for generations. Our residents value these qualities and are committed to preserving Santaquin's small town character while nurturing the City as it grows.

Together, we will:

Plan proactively, working with the market to encourage development patterns that align with community goals while honoring private property rights.

Encourage a focused growth strategy as a part of actively supporting and preserving agricultural pursuits and community heritage.

Expand opportunities for farmers to continue farming if they choose.

Remembering that families are moving here to experience the area and enjoy the city and have the diversity of life they are searching for in recreational activities, city involvement, and housing that compliments their raising of families.

Create and maintain a variety of welcoming neighborhoods so we and future generations can thrive.

Enhance downtown, creating a place to gather and enjoy time together.

Grow our recreational opportunities to better enjoy our community and the great outdoors, including new mountain recreational opportunities-

Guiding Principles & Strategic Direction

Agriculture Matters!

Together, we will strive to preserve agriculture and community character through community and civic support and available options that encourage and enable farmers, if they choose, to preserve agricultural land. Agriculture is an integral part of our heritage and identity, and also an important economic pursuit and way of life in Santaquin.

Place additional effort on promoting the State enabled agricultural protection zones (§17-27a-403(2)(c)), which help to protect farmers from adjacent development and local zoning changes that impact their individual properties.

Because development pressure is increasing, explore providing farmers with more voluntary options and incentives, like rural residential clusters, to derive financial gain from agricultural land preservation.

Consider missing middle housing types for rural residential clusters, including small lots, homes with built-in accessory dwelling units (ADUs), cottage courts, mansion-style multiplexes, and townhomes.

Consider flexible agricultural zoning that would allow for such options as on-site retailing, processing, restaurants, on-site worker housing, tours, and accommodations.

Support agritourism through a variety of programs. With tools that can help in special circumstances.

Explore the potential to create a voluntary transfer of development rights (TDR) program.

Consider a purchase of development rights (PDR) program. After educating the public on the principle.

Encourage a growth strategy that emphasizes housing choice in the downtown and south interchange areas to relieve some development pressure on working farms and orchards. Do not illuminate farms in this as they need to consider their own options with farming and next generation.

Small Town Downtown

Santaquin will enhance its downtown by following a historical Utah pattern: blending uses that support business and community, encouraging walkable growth that provides interesting and engaging experiences and a beautiful place for people to gather.

Focus on a limited number of blocks on the south side of Main Street to create a mixed-use community gathering place. Enhance the “experience” of being downtown.

Encourage and promote small-scale shopping, dining, and significant job opportunities in the downtown area, through a local chamber of commerce or business association. [A parking complex may need to be considered as needed.](#)

[Explore different funding options to help](#) ~~Create a funding program to~~ implement more walkable and bikeable streets downtown that will connect to Santaquin’s envisioned citywide system of walkable streets and trails.

[Explore different funding options to help](#) ~~Develop a funding program to~~ transform Main Street’s appearance with special focus on the two distinct “gathering place” blocks.

Allow for the introduction of different missing middle housing types through innovative zoning techniques and design standards. [Focus on encouraging a diversity of housing options that support all demographics and interests.](#)

Incorporate the City brand to complement the downtown. Promote consistent hours of operation, emphasizing Thursday, Friday, and Saturday evenings.

[Explore different funding options to help](#) ~~Develop a funding program to~~ incentivize façade/storefront improvements. Consider creating a comprehensive set of façade/storefront standards, incorporated into City ordinances.

[Consider bBroadening](#) the sign ordinance regulations for the City center to unify sign size and location, allow projecting [type signage](#) and certain temporary signs such as A-frame signs, and wayfinding signs within the downtown corridor, focusing on the two block city center section.

~~Create incentives and possibly a funding program to support the construction of workforce housing.~~

Incorporate incubator/start-up/co-workspaces in mixed use development.

Develop senior housing [55+](#) options downtown.

Promote land uses that will expedite the need/desire for a commuter rail station west of town.

Implement housing improvement programs for downtown neighborhoods that provide for repairs and upgrades to HVAC systems, facade enhancements, and water efficient landscaping.

Quality Neighborhoods

Santaquin will encourage a variety of living options so that people in all stages of life can continue to live and thrive in our city and enjoy neighborhoods that meet their needs and desires. Options include larger suburban lots as well as possible new options for living adjacent to farms, within downtown, and in neighborhoods with recreational amenities and a mix of housing types and sizes.

Encourage neighborhood/property owner-initiated improvements and beautification work on properties in existing neighborhoods.

Encourage a variety of new ~~missing-middle and upper-middle~~ housing options in appropriate locations.

[After some study, C](#) ~~Consider~~ a modification of the planned unit development ordinance or a new zoning ordinance that allows for rural residential clusters (RRC).

Through purposeful design approaches, connect neighborhoods to each other and to the Citywide trail system.

Where street widths permit, encourage opportunities for bioswales, street trees, and walkable pathways in the public right-of-way.

Evaluate the potential for a [payment-in-lieu system](#), as an ordinance addition enabled with a development agreement.

Promote water conservation practices for homes and yards.

In new neighborhoods, promote low impact development (LID) techniques to minimize stormwater runoff and return cleaner water to the underground aquifer.

In the downtown area with the established grid system, create a street improvement plan.

Explore housing improvement programs for downtown neighborhoods that provide for repairs and upgrades to HVAC systems, facade enhancements, and water efficient landscaping.

Avoid the development of sensitive lands.

Implement the City's Moderate Income Housing Plan.

4. Transportation & Infrastructure

Over time, Santaquin will provide infrastructure to support its citizens and economy, balancing and addressing both local need and regional demands, working with its regional partners on transportation needs and with providers of needed technology to support residents and business.

Expand broadband and other infrastructure networks.

[Explore different funding options to help](#) ~~Create a funding program to implement the construction of pedestrian friendly streets.~~

Implement and fund projects to beautify Main Street.

Promote land uses that will expedite the need/desire for a commuter rail station west of town.

Require low impact development techniques for public and private development projects.

Promote water conservation programs that provide education and assistance to property owners to reduce water consumption.

5. Family-Sustaining Jobs

Santaquin will encourage family-sustaining job creation, so that those who want to work in the City can do so, understanding that some will continue to enjoy a lifestyle that includes commuting outside of town for work. Adequate local jobs also help ensure fiscal sustainability for our city, increasing and diversifying our tax base. The City will actively pursue businesses that strengthen the existing community and support current and anticipated residents, focusing jobs downtown and at the City's south interchange while also supporting work-from-home opportunities.

[Explore different ways to possibly](#) ~~incentivize agritourism businesses and activities that help improve the market for our farmers and provide ways our residents can support and enjoy living in a more rural place.~~

Attract innovative agricultural pursuits that employ cutting edge energy and water efficiency techniques.

Identify Utah's key industry sectors, and pursue an economic development strategy.

The Summit Ridge Parkway/Interstate 15 interchange area could help serve nearby neighborhoods and become a place for expanded agritourism. A strong transportation link could connect downtown and Summit Ridge, using 300 West and continuing north on 200 West.

[Explore different ways to possibly](#) ~~incentivize family-sustaining jobs downtown and extending west along Main Street.~~

Commented [JB1]: Can you define what this is trying to say

[Explore different ways to possibly](#) incentivize large office, clean light manufacturing, and retail jobs at interchange areas.

6. Recreational Opportunity

For Santaquin residents, enjoying the outdoors is a way of life. Santaquin residents envision walkable access to a citywide network connecting to local parks and trails as well as to regional opportunities like the Bonneville Shoreline Trail, Santaquin Canyon, and nearby wilderness.

Emphasize the construction and improvement of trails on mountainsides.

Focus on funding and building a citywide trail loop over time.

Build more trails to better connect neighborhoods to a citywide trail system.

Create a civic center/gathering place along 100 South.

Create low-cost/free activities for youth/families (e.g. skatepark, mountain bike park, etc.).

Create a large, trail-connected, city park near Summit Creek Irrigation Reservoir. Find opportunities to connect this area with trails to downtown, so it can be enjoyed by the whole city.

Use the trail system plan to design and connect neighborhoods.

Include bike lanes on City streets, especially downtown, where street widths are particularly wide.

Purchase land for more parks and trails. Neighborhood residents should be able to access a park with a ¼ to ½ mile walk from their home.

CHAPTER 1: INTRODUCTION

Introduction

Santaquin City is the southernmost city located in Utah County and partially extends into Juab County. It is truly a gateway city to Utah County with Interstate 15 running through and along its eastern side. It is also a major crossroads for Utah County in that US Highway 6 (Main Street) connects I-15 to the recreational amenities of the "Little Sahara Recreation Area" and the southern accesses to and around Utah Lake. It is also the corridor to many smaller towns, including Genola, Goshen, Elberta, and Eureka.

Other jurisdictions around Santaquin include Payson, the Spring Lake community, unincorporated Utah County rural areas, and Bureau of Land Management lands to the north. To the south are lands controlled by Juab County and the small community of Rocky Ridge. Santaquin is bounded on the east by mountainous lands managed by the US Forest Service and lands owned by Utah State Department of Natural Resources.

Santaquin [has a rich history in agriculture, mining, and mountain recreation](#) ~~historically was an agricultural community~~ that is experiencing rapid growth. It is important to the current residents to preserve ~~the agricultural~~[this](#) heritage of the area while having access to quality services, programs, and amenities. Balancing these attributes will require creativity and adaptability in coming decades.

Santaquin City is at an inflection point, as development pressure from the metropolitan areas to the north increasingly impact the City. Santaquin can choose to let development shape it, or the City can choose to shape development. Shaping a city is what planning is all about, and the effort to refresh city planning strategies is best initiated through a city's general plan—a vision for the future.

A Context of Growth

Commented [M2]: Might change soon

While Santaquin residents enjoy tremendous quality of life in an agricultural area, the City also grapples with another reality: its context in a rapidly growing state and region. Utah's growth continues to be mostly homegrown due to the larger than average size of our families, but the state also attracts many new residents, who come for economic opportunities and the quality of life that places like Santaquin offer. Just like the state as a whole, which is expected to grow to 5.8 million residents by 2065, Utah County is experiencing rapid growth, expecting the largest numeric population increase of any county in the State, adding more than one million new residents by 2065 to reach a total of 1.6 million residents. By 2065, Utah County is where 28% of the State's population will live and where nearly four out of every ten new Utah residents will live (*Kem Gardner Policy Institute*). Like Utah County, Santaquin can expect significant growth, probably growing from its current population of about 14,000 residents to surpassing a population of more than 40,000 residents by 2050. Growth is certainly a part of Santaquin's past, present, and future.

What Does Growth Look Like?

Until the 1990s, Santaquin City's growth was concentrated in its historic core, featuring a tidy grid of residential streets surrounding Main Street. In subsequent decades the City's growth pattern changed somewhat. While some of the City's growth has continued as a gradual expansion of the City's historic grid, both along Main Street and adjacent to older residential areas, the City has also grown beyond its grid with a more dispersed pattern of residential growth, particularly on the east bench, south near Pole Canyon, and in the Summit Ridge areas. Some business growth also occurred in areas beyond the City's traditional Main Street, especially nearby the City's interchanges and frontage roads. Growth has impacted the feel of the City over time, as a number of farms and open spaces have transitioned to other uses. The visioning process explored land within Santaquin's annexation area—well beyond Santaquin's current boundaries, so residents and the City could be proactive about lands surrounding the city—land that Santaquin influences and is influenced by.

Trade Offs Surrounding Growth

As the southernmost city in Utah County, Santaquin City is experiencing its most intense growth years after many cities further north experienced rapid growth and change. Santaquin has an opportunity to learn from other cities. It can be proactive about preserving and enhancing what residents love about where they live while also shaping growth that will impact the City into patterns that affirm community identity while also providing needed housing, jobs, and services.

As with other cities in Utah County, Santaquin will need to continue to explore a number of trade-offs as the city grows and continues to ask, "*What is the right balance?*" Following are a number of potential tradeoffs that seem, at times, to compete with one another:

There is some desire to preserve agricultural land, but also a desire for no compact housing, which tends to use less agricultural land than larger lot development. While housing isn't always built on agricultural land, if it is near infrastructure and relatively flat, it is often deemed ideal for building.

There is some desire for no or at least slower growth, but also a desire for more shopping, dining, and for some family-sustaining jobs—all things that tend to follow growth and are somewhat dependent on residential growth.

There is some desire for reasonably-priced housing, but also a desire for large lot development. However, these larger lots tend to be more expensive and therefore, not so reasonably-priced.

There is some desire for more recreational or "community" opportunities, but also a desire for less government/government intervention—while it is government that often organizes and funds these types of opportunities.

There is some tension between a "free market" preference and a preference for proactive community planning.

There is a desire to preserve farms, orchards, and community character, but there is also the feeling that growth is consuming rural activities and feel.

Commented [JB3]: This needs to be worded better.

The process leading to the development of this general plan included community discussions around these issues. The resulting vision and plan is the beginning of an ongoing conversation as the City and its residents balance competing interests and needs.

Establishing Direction: The Role of a Vision and General Plan

General plans are the foundation that establishes direction on a city's "big" issues. Santaquin City's Imagine Santaquin: Growing Together visioning process started with a web site, a brainstorming workshop, and a survey intended to ascertain issues of importance to participants within the community. A community values assessment and a scenarios-based land use visioning effort resulted in a vision statement, maps, and guiding principles, which became the foundation for this general plan.

Santaquin City's visioning process, described in chapter two, was a grassroots conversation about the future of the City. It provided an opportunity for Santaquin residents to explore issues surrounding the City's future and, in that context, conceptualize together the future they want to create. The process identified the quality of life residents want to preserve and enhance today, but also the quality of life for the City residents' children and grandchildren. Finally, the visioning process laid the foundation for the development of this general plan, which represents a road map to the future envisioned by the public. Rather than diving into the general plan update, the visioning process provided the space to ask, "What do people want and how will our City provide it?" before moving directly to implementation strategies, which are embodied in the general plan.

The City continuously updates different types of master plans. Using the general plan as a guiding document will ensure that changes and updates to master plans will be consistent with the community's expressed vision for the future. The City also needs to balance external forces, like State legislation or regional planning, when planning for the future and reacting to unexpected changes in circumstances. The general plan helps the City address these forces and changes within the context of community vision.

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Santaquin City's visioning process, Imagine Santaquin: Growing Together, described in Chapter Two, was a grassroots conversation about the future of the City. It provided an opportunity for Santaquin residents to explore issues surrounding the City's future and, in that context, conceptualize together the future they want to create. The process identified what residents need to preserve and enhance quality of life today, but also the quality of life for the City's children and grandchildren. Finally, the process laid the foundation for the development of this general plan, which represents a road map to the future envisioned by the public. Rather than diving into the general plan update, the visioning process provided the space to ask, "What do people want and how will our City community provide it?" before moving directly to implementation strategies, which are embodied in the general plan.

Since growth is managed is a primary question for Santaquin City, there are several important and related issues that are being addressed with additional studies:

- Recreation and trails master planning
- Regional and local transportation planning
- Main Street reconstruction

New mountain bike and hiking parks in the canyon and trails connecting new developments throughout the city.

We need Santaquin to sell itself on a place to build families and build new business opportunities and a place your new employees can reside and grow.

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CHAPTER 2: VISION

Growing Together: Imagine Santaquin Vision

Santaquin residents enjoy living in a community featuring orchards and working lands, access to the wilderness and canyons, while having access to other regional opportunities—all hallmarks of the lifestyle that Santaquin residents have enjoyed for generations. Our residents value these qualities and are committed to preserving Santaquin’s small town character and history while nurturing the City as it grows.

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- Together, we will:
- Plan proactively, working with the market to encourage development patterns that align with community goals while honoring private property rights.
 - Encourage a focused growth strategy as a part of actively supporting and preserving agricultural pursuits and community heritage.
 - ~~Expand opportunities for farmers to continue farming if they choose.~~
 - Create and maintain a variety of welcoming neighborhoods so we and future generations can thrive.
 - Enhance downtown, creating a place to gather and enjoy time together.
 - Grow our recreational opportunities to better enjoy our community and the great outdoors.

Topic Area Vision Statements & Guiding Principles

1. Agriculture Matters!

Together, we will preserve support agriculture and community character through community and civic support and available options that encourage and enable may support farmers ing, if they the farmers choose, to preserve agricultural land. Agriculture is an integral part of our heritage and identity, and also an important economic pursuit and way of life for farmers that live in Santaquin.

2. Small Town Downtown

Santaquin will enhance its downtown by following a historical Utah pattern: blending uses that support business and community, encouraging walkable growth that provides interesting and engaging experiences and a beautiful place for

people to gather. Further Santaquin will strive to provide adequate parking for those that choose to visit and walk through the downtown area.

3. Quality Neighborhoods

Santaquin will encourage a variety of living options so that people in all stages of life can continue to live and thrive in our city and enjoy neighborhoods that meet their needs and desires. Options include larger suburban lots as well as possible new options for living adjacent to farms, within downtown, and in neighborhoods with recreational amenities and a mix of housing types and sizes.

4. Transportation & Infrastructure

Over time, Santaquin will provide infrastructure to support its citizens and economy, balancing and addressing both local need and regional demands, working with its regional partners on transportation needs and with providers of needed technology to support residents and business.

5. Family-Sustaining Jobs

Santaquin will encourage family-sustaining job creation, so that those who want to work in the City can do so, understanding that some will continue to enjoy a lifestyle that includes commuting outside of town for work. Adequate local jobs also help ensure fiscal sustainability for our city, increasing and diversifying our tax base. The City will actively pursue businesses that strengthen the existing community and support current and anticipated residents, focusing jobs downtown and at the City's south interchange while also supporting work-from-home opportunities.

6. Recreational Opportunity

For Santaquin residents, enjoying the outdoors is a way of life. Santaquin residents envision walkable access to a citywide network connecting to local parks and trails as well as to regional opportunities like the Bonneville Shoreline Trail, Santaquin Canyon, and nearby wilderness.

A Public Stakeholder Process

The process included an Imagine Santaquin committee of residents and community leaders—a diverse group of people with varied ideas but with a commitment to a public process and the greater good of Santaquin City. The committee met regularly, ensuring the visioning process would:

Provide research and information to the public;

Seek broad public input through a variety of opportunities;

Build the vision directly from public input;

Use transparent methods throughout, so the nexus between public input and the resulting vision was clear; and

Build momentum for implementation as residents and City leaders had conversations together and built trust.

The committee reviewed all feedback from the public and used it throughout the process as it worked alongside City leaders and consultants to create options for further public consideration as well as the final vision and principles.

Imagine Santaquin's website, imaginesantaquin.com, provided transparency throughout the process, supplying summary data, informational videos, and project updates, while also providing ways for people to share their ideas through online surveys. Combined with in person events, the website delivered transparency and public outreach so that citizens could impact, understand, and trust the process.

A Scenarios Process

While the visioning process was a public process, it was also a scenarios process. The public examined a range of potential futures based on various conventional trends (trend scenario) and residents' ideas (alternative scenarios) and compared them, to explore the long-term consequences of the choices they could make today. Ideas from citizens shaped the scenarios, and feedback on those scenarios shaped the vision. The visioning process enabled residents to identify the best options while acknowledging the reality of growth.

How Will Santaquin Grow?

Santaquin City's 2050 baseline projection or trend scenario (see image) is a picture of what growth might look like in 2050 if we simply follow existing zoning and grow in the patterns we have in the recent past. This scenario contains 6,700 new households, which includes the state's 2050 projection for Santaquin City. Will Santaquin add 6,700 households to the vision study area by 2050? We don't know. We might by 2040, or by 2060—we just know that we are likely to grow a lot, and it will be helpful to identify the growth patterns Santaquin residents prefer, so that when more growth comes, the City will be well prepared.

The baseline projection is helpful because it shows our likely growth pattern if Santaquin follows recent trends. We can ask proactively, *"Is this how we want to grow? What does this growth pattern mean for community identity? Jobs? Recreational opportunity? Rural atmosphere and agricultural heritage? Housing affordability? Downtown?"* In contrast to the 2050 baseline projection, which simply carries the current trend forward, a vision scenario, developed later, charts a deliberate course toward a future that residents want.

Public Meetings and Online Feedback

Public Workshop and Survey (April 2021)

Santaquin residents participated in a virtual public workshop and real time survey to explore Santaquin's context of growth and brainstorm options for the City's future. Residents were asked a variety of questions to better understand what they love about their community, what they value, and what they see as priorities for the future. They answered these questions and also added hundreds of open-ended comments. The overall goal of the brainstorm was to begin answer the following basic questions:

As we grow, what do we need to hold on to?

How shall we accommodate anticipated growth?

The workshop and survey enabled residents to identify what matters most to them and to voice preferences in the context of both their values and the reality of growth. Workshop presentations and a companion survey were also available online.

Public Town Hall Meeting (August 2021)

The feedback from workshop participants and results from the online survey were used as the basis for alternative scenario development. The scenarios created from public feedback explored different ways Santaquin could grow, in contrast to the baseline or trend scenario. At a town hall meeting and online, residents reviewed the scenarios and identified the components of each scenario they preferred and didn't prefer.

Public Vision Celebration (November 2021)

The Imagine Santaquin committee, City leaders, and consultants used feedback from the public's review of alternative growth scenarios to create a vision (see the vision and principles at the beginning of this chapter) that represents Santaquin's values and hopes for the future. This vision was warmly received and celebrated at a final open house in November 2021. As with each step in the process, the website provided a summary of the process and its findings, as well

as the vision itself. Santaquin’s vision represents a collective effort of hundreds of citizens over many months to identify how they would like to grow between now and 2050. It’s inspiring to see the common ground among residents, and to know the City’s future direction!

Public Preferences: What Did We Learn?

Overall, [From the residents that responded to the surveys](#), just over 80% of residents preferred Scenario C or Scenario D, with just under 20% preferring Scenario A or Scenario B. Scenarios C and D most deeply explored variations of the “big ideas” that came from the public at the initial public workshop. Scenario A simply projected trend, and Scenario B was judged by some residents not to be much different than Scenario A, though it did capture the feedback from some residents who took the survey or participated in the town hall meeting. Clearly, Santaquin residents want a future that is much different than a projection of recent trends. Residents who participated in this process embrace a future that actively preserves farmland, enhances downtown, and provides a wider range of recreational and housing options.

What do Santaquin Residents Value?

In addition to basic values, there were also a number of big ideas that rose to the top after hearing from residents at the workshop and reviewing online feedback. Four big ideas were identified:

1. Rural Community

Preserving orchards and farmlands is not a new idea in Santaquin, but it was a loud and clear message during the visioning process. As the City and its residents contemplate orchard and farmland preservation, they will need to keep in mind that property owners possess a “bundle of rights” that run with the land, including development rights, based on zoning classification. Permanent preservation of these lands would involve voluntary action on the part of landowners and farmers, who are willing to explore and act on a suite of options that the City could help provide. Residents also expressed a love for living in a rural community, near agriculture and with access to nature.

2. Small Town

Santaquin residents enjoy living in a small town and voiced support for growing small scale shopping and unique local dining options, and encouraging walkable streets with sidewalks, street trees, and buildings lining the street. In Utah, these features are common in the hearts of our historic communities, which typically feature locally owned businesses and a street grid that comfortably accommodates both walking and driving. Santaquin can support this historic pattern in its own city core and enhance its small town feel.

3. Neighborhood Variety

Santaquin residents embrace the ability to choose among a range of housing options, including the current larger-lot inventory, but also choices that provide a wider variety of prices and neighborhoods patterns. Residents expressed interest in neighborhoods with a variety of homes as well as significant open space amenities—a neighborhood a park, tree-lined streets or trails, maybe a community garden. They also explored neighborhoods that are mostly open space, with large acreage reserved for agricultural use and with homes clustered onto a small amount of the land. Further into the process, residents examined and supported options built especially for middle income [residents](#).

4. Outdoor Recreation

Santaquin residents love the great outdoors. They expressed support for outdoor recreation facilities and access more often than any other amenity, with many residents citing specific interest in trails, parks, opportunities for family and youth, and access to nature.

The Numbers: [Survey Results](#)

What do you love most about Santaquin? (top 5)

- 1. Small
- 2. Rural
- 3. Quiet
- 4. People
- 5. Mountains

Commented [M4]: I’m not sure this statement is entirely accurate. I heard the desire for a lot more larger lots in areas not currently farmland and that is not covered.

Commented [JB5]: Please separate from the plan and include it in the appendix.

Commented [M6]: please include the actual number of respondents so the understanding of the number can be clear and note that it is not 80% of the city

Important goals (top 10, in no particular order)

- More opportunities for walking/biking
- Balanced housing strategy
- Alleviate traffic congestion
- Preserve/support orchards/agriculture
- Beautify existing neighborhoods
- Keep small town feel
- Conserve water
- Provide things for our youth to do
- Create recreation/parks for families
- Create a responsible plan for growth

Sentiment toward agriculture?

92% most agree with the following statement: Agriculture is an important part of our history, heritage and economy, as well as part of our future. We should actively work to preserve orchards, the small fruit industry and other agricultural endeavors.

Shopping/dining and amenities that residents are interested in seeing more of? (top three)

- 75% Outdoor recreation (e.g. parks and trails)
- 62% Local/unique dining options
- 49% Small-scale shopping

Preferred street emphasis:

- 82% Walkable streets with sidewalks and street trees, with buildings lining the streets and parking to the side or behind buildings

Preferred approach for new development

- 46% Rural residential clusters
- 36% Neighborhoods with housing variety and open space
- 18% Conventional neighborhoods

Preferred approach to downtown

- 43% Downtown revitalized (activities, shopping, dining, housing, jobs), including a nearby train station
- 42% Downtown revitalized (activities, shopping, dining, housing, jobs)
- 11% Minimal focus on downtown economic growth

Preferred approach to economic development

- 49% Attract more family-sustaining jobs
- 45% Emphasize being a bedroom community
- 6% Attract substantially more family-sustaining jobs

Preferred voluntary approaches to preserving orchards/agricultural land

- 43% Rural residential clusters
- 24% Transfer of development rights
- 22% Purchase of development rights
- 11% No need to permanently preserve orchards/agricultural land

% that prefer scenarios C/D, generally featuring enhanced recreational opportunities, significant agricultural land preservation, and housing variety, to address the following values and goals:

- 84% preserves rural character
- 86% enhances small town feel
- 91% supports ongoing agriculture
- 62% addresses the needs of future residents, including young people, as they enter the workforce and find places to live?
- 82% preserves views and open space
- 63% provides desired access to day-to-day needs/services, like shopping and dining
- 80% characterizes my preferred scenario

Public Meetings and Online Feedback

Public Workshop and Survey (April 2021)

Santaquin residents participated in a virtual public workshop and real time survey to explore Santaquin's context of growth and brainstorm options for the City's future. Residents were asked a variety of questions to better understand what they love about their community, what they value, and what they see as priorities for the future. They answered these questions and also added hundreds of open-ended comments. The overall goal of the brainstorm was to begin answer the following basic questions:

As we grow, what do we need to hold on to?

How shall we accommodate anticipated growth?

The workshop and survey enabled residents to identify what matters most to them and to voice preferences in the context of both their values and the reality of growth. Workshop presentations and a companion survey were also available online.

Public Town Hall Meeting (August 2021)

The feedback from workshop participants and results from the online survey were used as the basis for alternative scenario development. The scenarios created from public feedback explored different ways Santaquin could grow, in contrast to the baseline or trend scenario. At a town hall meeting and online, residents reviewed the scenarios and identified the components of each scenario they preferred and didn't prefer.

Public Vision Celebration (November 2021)

The Imagine Santaquin committee, City leaders, and consultants used feedback from the public's review of alternative growth scenarios to create a vision (see the vision and principles at the beginning of this chapter) that represents Santaquin's values and hopes for the future. This vision was warmly received and celebrated at a final open house in November 2021. As with each step in the process, the website provided a summary of the process and its findings, as well as the vision itself. Santaquin's vision represents a collective effort of hundreds of citizens over many months to identify how they would like to grow between now and 2050. It's inspiring to see the common ground among residents, and to know the City's future direction!

Public Preferences: What Did We Learn?

Overall [From the residents that responded to the surveys](#), just over 80% of residents preferred Scenario C or Scenario D, with just under 20% preferring Scenario A or Scenario B. Scenarios C and D most deeply explored variations of the "big ideas" that came from the public at the initial public workshop. Scenario A simply projected trend, and Scenario B was judged by some residents not to be much different than Scenario A, though it did capture the feedback from some residents who took the survey or participated in the town hall meeting. Clearly, Santaquin residents want a future that is much different than a projection of recent trends. Residents who participated in this process embrace a future that actively preserves farmland, enhances downtown, and provides a wider range of recreational and housing options.

CHAPTER 3: GENERAL PLAN & FUTURE LAND USE MAP

Why is a General Plan Important?

It is our vision for the future! A desired future usually does not happen without a conscious effort. As such, a general plan:

Assists in aligning the values of residents with government policy and spending. General plans provide policy direction and can be used to establish annual budget priorities.

Places short range decisions in a long-range context.

Is the first step in implementation, before updating zoning ordinances and creating programs that residents desire and have prioritized.

Becomes the guide for the governing bodies in decision making. The Santaquin Planning Commission should reference the general plan when making decisions and recommendations, especially when a zone change is requested. The City Council should consider it along with the Planning Commission's recommendation.

For citizens, it is one of a few documents they can reference to understand where their City is going and what the policies of the City really are.

For developers, it is a guide outlining the City's expectations. After all, it is developers that often help communities realize major pieces of their vision the ground—one development project at a time

Ordinances should reinforce the vision outlined in the general plan. If ordinances are left unchanged, then resulting growth patterns may be contrary to the vision and plan. Ordinances help implement the plan!

State Law and the General Plan

Santaquin City recognizes the need to be proactive about community-level planning and land use management, ensuring that the vision and goals for the near and distant future are met. This general plan serves as a framework for City decision makers as the City continues to experience change that affects future land use, development, and other decisions. The plan is designed to provide a formal policy foundation to achieve the vision and vision principles embodied in the general plan, to enhance community relations, to pursue economic development activities, to coordinate infrastructure planning, and to foster cooperation and collaboration.

This plan is supported by Utah State Law (10-9a-403) which requires local plans and development guidelines to address general health, safety, morals, and welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings. The information outlined in this document represents the ~~consensus and~~ vision for the City, as well as the strategies to achieve the City's vision for the near and distant future.

Amending the General Plan

The general plan is intended to be a steady, but not static, foundation for future planning. As such, great care should be taken when a decision is made to amend the plan to avoid drastic changes in direction that are contrary to the vision outlined in the plan. On the other hand, if unanticipated trends or serious acceleration in trends beyond what was foreseen in the plan occur, updating the principles and strategies could be important to shift a focus toward changes that were not anticipated. To ensure this general plan remains relevant to ongoing annual budget setting and strategic planning processes, it is intended to be part of those processes. The plan should be reviewed annually and updated at least every five years, or more frequently as the need arises, to provide responsible and well-formulated public policy direction to guide City decisions.

Implementing the General Plan

Implementation of the general plan by the City fulfills the plan's purpose and ensures that the community's voice and vision are heard. Each chapter of the general plan provides background and context materials, as well as principles and strategies, potential action steps to achieve the plan's vision. High priority strategies in each represent, in a sense, a work plan for the community. To ensure that the City's vision is realized, Santaquin City should use the plan in its annual budgeting process and focus on initiating the major strategies suggested in each chapter.

The General Plan: Future Land Use

This chapter includes a future land use (FLU) map which identifies various land uses that are consistent with the vision for Santaquin. The categories reflect the results of the visioning process that emphasized a strong interest in retaining the small town feel, rural character, and the agricultural uses—orchards, farms, grazing, and greenhouses. The future land use map definitions chart is divided into categories which are the same as those used on the future land use map. The edges or lines for each land use category on the map are not meant to be precise. Future land use maps in general plans are purposefully intended to be “general” and do not strictly follow property lines like a zoning map. They are a guide to the future land uses that the City has determined can help achieve the vision.

This chapter provides general direction and guidance for future decisions to expand, modify, or rehabilitate City infrastructure. It suggests where prudent public and private investments should be placed, and it determines the future land uses that the City supports.

With the intent of the map being to guide with flexibility, future zone change considerations should generally conform to the land use districts described in this chapter. The City can engage in discussions of “intent” and “general conformity” when a decision differs from exact adherence to the map, and the decision may still be in line with the overall direction of the vision and guiding principles of the City. The Planning Commission and City Council have discretion in applying the concepts found in this plan.

CHAPTER 4: AGRICULTURE MATTERS!

Together, we will preserve agriculture and community character through community and civic support and available options that encourage and enable farmers, if they choose, to preserve agricultural land. Agriculture is an integral part of our heritage and identity, and also an important economic pursuit and way of life in Santaquin.

Agriculture Matters! Discussion

Utah is the second largest tart cherry producer in the nation, and Santaquin produces more tart cherries than anywhere else in the State. It is also famous for its apples. The City is a famous stop for travelers on Interstate 15 and US Highway 6. The City’s greenhouses produce flowers sold in many local Utah stores. Santaquin has a long history of providing agricultural products locally and nationally, as dried tart cherries show up in trail mixes and as supplements. Residents value agriculture, consider it one of the reasons they live in the City, and want to see agriculture thrive into the distant future. Development pressure and the difficulty of co-existing next to residential developments are compounded with many other concerns:

Lost water rights: when properties change hands water rights do not always continue; they are sold off separately. Lack of irrigation water assures-may indicate that the property will not continue to be farmed.

Development pressure: rising land prices along the Wasatch Front compete with the desire to continue farming. Often farmers consider the development of their land as their “retirement” plan. Orchards are disappearing across the State as development pressure increases.

Lack of Interest in Farming: some of the farming community’s posterity are choosing not to farm the land they inherit and are choosing to either sell it to a developer or use it for non-agricultural purposes.

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Need for more incentives: tools that have been employed across the Country could be helpful in Santaquin. A diverse array of incentives to continue agricultural uses could prevent farms from developing by providing financial benefits in the short run. Farmers need more options.

Need for flexible zoning: it is uncommon in Utah to provide zoning that allows greater agriculture-related use in agricultural zones. Often zones are quite restrictive and limit options for farmers that could help incentivize them to stay. Options such as fruit and vegetable stands, on-site restaurants, allowances for temporary worker housing, regular tours, and retail sales are logical additions to create more flexibility for farmers.

Water availability: drought may impact the ability to expand farms and orchards. The increasing use of culinary water for landscaping may decrease the water available for irrigation. Existing irrigation practices that do not facilitate conservation are under the microscope on a Statewide basis. People are asking, *How will farming be affected by short and long-term drought conditions?* Drip irrigation systems to conserve water should be promoted where they can be effective. The City could provide education about conservation options for farmers and homeowners. A separate study of projected water supply is recommended, involving the irrigation districts, culinary water suppliers, and tried and true water conservation techniques. A separate study of projected water supply has been accomplished. Santaquin City will continue to encourage all property owners to conserve water and will take steps to provide appropriate education.

Agriculture Protection Strategies

There are techniques used all over the country that can slow or stop the transition of farms to other uses. These techniques often provide incentives to farmers to continue farming and also often provide financial benefit. Santaquin's vision gives much of the farmland and orchards an agricultural designation. In these areas the goal is to permanently preserve agricultural land and use. Several agricultural protection techniques that may be useful follow.

Agricultural Protection Zones

These Utah State Law (§17-27a-403(2)(c))-authorized zones allow an agricultural property owner to request agricultural protection zone designation on a property. A property owner in with this zoning designation can veto any zone changes that might be applied to the property, at least for his/her particular property. It also requires the local jurisdiction to inform a landowner about adjacent potential development and suggests that the adjacent development should have a note on the plat about being located in an agricultural area. The intent is to assure that adjacent development is aware of agricultural practices such as spraying, or watering late at night, and this notice helps the new owners in the area to realize there may be everyday issues associated with an active farm that they should expect.

Rural Residential Clustering

This type of clustering provides an alternative to conventional subdivisions with uniform lot sizes. Rural residential clusters employ flexible lot sizes and sometimes a density bonus to build a subdivision on a small portion of a parcel, while permanently preserving remaining agricultural function or open space use. For example, rather than building 100 one-acre lots on a parcel, 100 quarter-acre or smaller lots could be clustered onto 25% of the parcel instead. The remaining 75 acres could be permanently preserved with a conservation easement (likely involving a land trust), enabling existing agricultural uses to continue, or enabling agricultural land to be leased or sold to a new farmer. This option is best employed where larger acreages exist, so preserved open space is large enough to be viable for continued farming or ranching. Rural residential clustering plans should include clear policies for long-term open space management and maintenance. In the same way, several owners could cooperate and build on a portion of one of the properties by transferring the density from the other properties. Again, this option requires an ordinance to promote clustering, whether completed on a single parcel or cooperatively across multiple parcels. It is an incentive-based means of retaining agriculture because the owner has the ability to derive significant financial gain, and the infrastructure costs of a clustered development are generally less than in

a conventional subdivision. Clustering usually involves a single landowner on an individual property, making it simpler than transferring development rights (discussed on the next page) to other properties.

Rural residential clusters have two significant hurdles:

A community must have a willingness to prioritize the preservation of agricultural activity over lot size, possibly coupled with more flexible housing choices.

Creating assurances that the agriculture continues as usable cultivated land poses some difficult issues—long-term leases, community-based organizations that exist to maintain an orchard, owner incentives to stay on the property, and others need to be carefully considered to assure the program meets its objectives. Maintenance needs to be addressed. Land trusts are particularly helpful in setting up long-term maintenance and stewardship plans.

Flexible Agricultural Zones

Enhance existing zoning to provide more opportunities for farmers and ranchers to market products on site; develop related retail outlets, restaurants, and tours; and to allow a specified amount of additional housing. Flexible agricultural zones help farmers provide more agritourism-based opportunities. Farmers' need for temporary worker housing could also be addressed via a zoning amendment, with the form that temporary housing could take being an important aspect of flexibility in agricultural zones. Some communities have allowed tiny home villages or mobile homes, and then expanded allowances for a housing complex with smaller units.

Transfer of Development Rights (TDR)

In a TDR system, development rights are voluntarily sold and transferred to another property, where increased development is desired. Rather than employing a public funding source, a developer purchases development rights from a farmer for use elsewhere. In most cases, a conservation easement is placed on the land from which the development rights were purchased, permanently precluding future development and ensuring long-term agricultural or other open-space use. A nonprofit entity usually works with a landowner on the conservation easement to develop appropriate long-term use and maintenance agreements for the preserved land.

A local jurisdiction creates an ordinance governing the new property right. An ordinance designates sending areas (lands from which development rights may be purchased) and receiving areas (lands in which development rights may be received). It may also include a guidance and/or a market-based analysis that governs the transfer process. This analysis asks such questions as: *What is a developer willing to pay to get more density on their project? What does a property owner need, financially, to voluntarily give up future development rights and continue to farm?* The local government sets up the program and keeps track of transactions, but the transactions are private. In Santaquin, sending areas are likely high-value orchards and farmland, and receiving areas could be the downtown and areas near the south interchange.

TDR has several significant hurdles. The ordinance work is not that difficult, but the decisions leading up to that ordinance can be controversial:

Farmers may have unrealistic visions for what their property is worth. Technically the property value is governed by the zoning that encompasses the property but also by the potential shown in the general plan. The issue of a farmer's willingness to relinquish his/her future development rights is often quite a hurdle.

It is also difficult to determine what a developer might be willing to pay to buy an additional unit for a development. Often this is not a one-to-one transaction. To entice a developer to buy additional units (development rights from a farmer), a community might need to allow for additional units beyond what is purchased from the farmer to be built at the developer's site. A ratio of one unit from a farmer to two, three or more units for the developer to add to a project is

relatively common in TDR systems. In addition, if a community is willing to allow a developer to build without purchasing development rights from a farmer, the incentive to use the program is very low.

Although there may be relative agreement on what a community wants to preserve or retain, there often is no agreement on where additional density can be accommodated. Establishing the receiving areas can be a major hurdle.

To assure good development in the receiving area, a city's design ordinances need to yield attractive, desirable development. A poorly designed and below average appearance for a project in a receiving area can doom a program.

Purchase of Development Rights (PDR)

When PDR is employed, development rights, generally based on the property's zoning designation and/or the general plan potential, are purchased from a property and retired, meaning they no longer exist. In most cases, a conservation easement is placed on the land from which the development rights are purchased, permanently precluding future development and ensuring long-term agricultural or other open space use. PDR is not a zoning ordinance type of program; it is a separate effort, a community sponsored program that purchases development rights off high-priority orchards and farmland. PDR is a voluntary option for landowners, and it usually requires a public funding mechanism, likely a tax or bond paired with other funding sources, to supply needed resources to purchase development rights. A land trust usually works with a landowner on the transaction to develop appropriate long-term use and maintenance agreements for the preserved land. Park City uses this technique extensively.

PDR has several significant hurdles:

Gathering sufficient dollars to actually purchase development rights is challenging. Most communities start with a public approved bond to jump start the effort and attract other funding sources. Raising taxes to back a bonding initiative is often a controversial aspect of this program.

Staffing with a knowledgeable person or creating an arrangement with a land trust takes considerable effort.

Seeking other funding sources such as grants, crowd sourcing efforts, or soliciting charitable donations, is a significant undertaking.

Tools such as Rural Residential Clustering (RRC), Transfer of Development Rights (TDR), Purchase of Development Rights (PDR), increased taxes, etc. can be considered on a case-by-case basis in order to preserve agricultural land.

Adherence to Large Lot Zoning

Many communities have 20 to 40-acre base agricultural zoning and may have the political will to keep such areas zoned that way. This is another way to limit housing growth in agricultural areas. A zone change proposal that is accepted can quickly erase this conservation technique.

Food Hubs/Agritourism

One market-based concept to preserve agriculture is to form cooperative councils and, possibly, a food hub. A working group or council of orchard owners and a group for farmers and ranchers could work together to improve their collective marketing strategies, maybe build storage facilities for common use, possibly share equipment, establish local farmer's markets, entice and house seasonal labor together, and work on the educational aspects of this evolving business. Councils or food hubs could more easily address issues of mutual importance and become engaged with the government to assist in the continuation of farming in Santaquin.

Strategies

Place additional effort on promoting the State enabled **agricultural protection zones** (§17-27a-403(2)(c)), which help to protect farmers from adjacent development and local zoning changes that impact their individual properties. The law requires the local jurisdiction to inform a protected landowner about adjacent potential development and suggests that the adjacent development should have a note on the development plat about being located in an agricultural area. **This notice on the adjacent development plat(s) places adjacent property owners on notice concerning agricultural activities such as spraying, nighttime watering practices, machinery use, odors, and other agricultural activities that might be considered a nuisance by an adjacent property owner.**

Because development pressure is increasing, explore providing farmers with more voluntary options and incentives to derive financial gain from agricultural land preservation, such as:

~~Promote a stronger emphasis on Rural residential clusters (RRC) by considering modifying the planned unit development ordinance or creating a new zoning ordinance that encourages rural residential clusters. Clustering could provide for continued farming by concentrating housing that could have been spread out over the entire parcel, on only a small part of a parcel, leaving most of the parcel permanently preserved through a conservation easement held by a land trust.~~

Consider missing middle housing types for the rural residential clustering, such as small lot homes, homes with built-in accessory dwelling units (ADUs), cottage courts, mansion-style multiplexes, and townhomes. RRC represents a shifting of densities to smaller areas on a parcel and not a density increase.

~~Consider Upper-middle-housing large lots, ranchettes, and similar types of residential lots to enhance new types of growth and for successful families the to experience a lifestyle they would prefer.~~

Consider flexible zoning that would allow for such options as on-site retailing, processing, restaurants, on-site worker housing, tours, and accommodations.

Support agritourism through a variety of programs including:

Consistent promotional programs.

By supporting the concept of a growers' organization within Santaquin to increase interaction and communication between farmers. Consider introducing the idea of creating a food hub, to accomplish mutual marketing, storage, education, and, possibly, equipment sharing. Such organizations can become a direct conduit to address farmers' issues and to interact with City government.

Encourage an agritourism theme/brand that is clearly incorporated within all government and business programs.

~~Consider tools such as Rural Residential Clustering (RRC), Transfer of Development Rights (TDR), Purchase of Development Rights (PDR), increased taxes, etc. that can possibly help preserve agricultural land in certain circumstances.~~

~~Explore the potential to create a voluntary transfer of development rights (TDR) program. TDR allows for development rights from an agricultural parcel to be purchased by a developer and built where development is more appropriate instead of on the farm. Preferred development areas receive the housing units that could have been built on the farm, through a private market-based transaction between the farmer and the developer. A permanent conservation easement is placed on the remaining agricultural land, precluding future development and encouraging continued farming. A nonprofit land trust works with a landowner on the transaction and to assure continued farming practices by the owner or a lessee. A new enabling zoning ordinance, a public discussion of areas to be preserved, and areas that can accept more density, would be needed to establish a TDR system. Development rights are generally based on the existing zoning, but may require density bonuses to equate what a developer is willing to pay for additional units versus land prices.~~

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Promote and require diverse housing options in the downtown and south interchange areas. Consider the downtown area, and possibly the south interchange, as the likely areas to receive transferred density from farmers' fields and orchards.

Consider a purchase of development rights (PDR) program that provides for development rights to be purchased from a farmer and retired. A permanent conservation easement is placed on the agricultural land, precluding future development and encouraging continued farming. **PDR programs usually involve public funding sources such as a voter approved bond or a dedicated tax increase,** grants, charitable contributions, and, possibly, crowd sourcing. PDR is a voluntary program; no farmer has to participate—it is their option. A non-profit land trust generally holds the conservation easement and works with a landowner on the transaction and to assure continued farming practices by the owner or a lessee.

Encourage water conservation practices through education, training, and demonstration projects. Participate in a capacity and resource discussion for culinary and secondary water. Engage in the State's water optimization program to improve secondary water conservation practices. Coordinate with irrigation companies to assure the continued flow of water to all parts of the City.

Coordinate with the State Community Development Office on innovative programs for agricultural preservation.

Promote agricultural education programs in the schools.

Explore housing options for temporary workers involved in farming.

Encourage a growth strategy that emphasizes housing choice in the downtown **area and south interchange area** to relieve some development pressure on the working farms and orchards.

CHAPTER 5: SMALL TOWN DOWNTOWN

Santaquin will enhance its downtown by following a historical Utah pattern: blending uses that support business and community, encouraging walkable growth that provides interesting and engaging experiences and a beautiful place for people to gather.

A vibrant downtown can be the heart of a city. Downtowns are often the strongest economic engine in a city, with people consistently working, shopping, and gathering in the place they recognize as their own unique space. Santaquin City has a tremendous opportunity to enhance and develop its downtown.

Santaquin's downtown is defined by the original townsite plat that includes standard size blocks in a grid pattern (approximately 500' x 500' squares). Bisecting the plat at the center is Main Street, which is also known as US Highway 6. This street projects a traditional "Main Street" feel but lacks the consistent "street wall" common to most older main streets. A street wall is formed by a consistent line of buildings—storefronts, office facades, apartment stoops, or even greenery and other features that define the edges (or walls) of a corridor. These edges, whether in the form of street trees or building walls, make it feel like a recognizable place, and one that is comfortable for pedestrians. Main Street currently functions as a freeway access arterial and serves Santaquin residents and communities to the west, such as Goshen and Genola. It also functions as a jumping off point to tourism destinations and recreational opportunities in western Utah and Nevada, such as the Little Sahara Sand Dunes. Heading east, it links to access to Santaquin Canyon, which leads to Dry Mountain and eventually connects with the Mt. Nebo loop.

Santaquin residents desire improve Main Street and downtown. Although a lot of Santaquin's housing is newer, the downtown neighborhood is generally composed of older housing. Older housing typically is more affordable than the

newer subdivisions that have been built in recent years. While some of the homes could use more attention, the extra-wide streets contribute to a rural ambiance. The centers/interiors of the blocks are often not as developed as the perimeters, and there is considerable variation in lot size. The wide streets create a clear opportunity to enhance the appearance of the downtown neighborhood, since they are largely unimproved except for pavement. Maintaining a rural/small town character continues to be an important value of the community, even as new, more typical suburban style subdivisions emerge in all directions just beyond downtown.

Three main downtown issues arose during the public outreach phase of the visioning process:

Enhance Main Street

Create a gathering place

Expand housing options

Create a Gathering Place

Overall commercial development trends include lower patronage of on-site shopping and dining due to the exponential increase in online shopping and the increased take-out tendency due to the COVID-19 pandemic. As a result, retail and restaurants need unique, exciting environments to attract customers. Shopping and dining experiences have to be fun, personalized, and varied enough that they are not the same every time a person visits. Consistent change is good, especially when tied to recognizable site variations and events.

A nationally known entrepreneur, Roger Brooks, has been successful in establishing principles to which a downtown can aspire. It used to be that good shopping was enough to keep a downtown thriving, but today a downtown needs more. It needs to be active and provide things to do, new things to experience, and constantly try to be the exciting, interesting, gathering place that sitting in front of a computer just can't equal.

The importance of a gathering place for Santaquin was recognized in the visioning process surveys and is part of Brooks' strategy. As stated above, there isn't sufficient demand for all of Main Street to thrive. Instead, Santaquin should focus on just a few blocks and take advantage of the extra-wide 100 South right of way. The blocks that offer a significant opportunity and could become a landmark gathering place, as funding sources materialize, are between Center Street and 400 West. This area could tie into the City Center Park on the south side of 100 South. Creating an emphasis on just a few blocks makes the effort more effective, more concentrated, and achievable in terms of project management and finances.

A common funding technique used for improving a downtown is a Community Reinvestment Agency (CRA). This State-authorized taxing tool can be created by the City Council, after studies are conducted and a redevelopment plan is created. It establishes a base current property tax from existing development and then captures the new taxes generated by new development to finance improvements to the area. Some of those funds can be used for infrastructure improvements and to help attract development. Any bonds created as part of the effort are backed by the anticipated revenues but also the city as whole.

What could this series of blocks look like?

A gathering place of significance will foster economic growth. Businesses will want to locate there because people gather there every day. The longer people stay in an area the more they tend to spend. Activities and features need to create reasons for people to visit the area, stay for a while, and to return again and again. Some communities have accomplished this with ice skating rinks that convert to roller skating or a splash pad in the warmer months. Others focus on bringing events, like a farmer's market, to the place on a near-daily basis. Some provide many things to do, which are, in a sense, events by themselves. Some provide structures that can change on a regular basis. Structures such as a regional play structures or artificial boulders with changeable climbing routes, are particularly active examples.

Gathering places include places for people to linger, usually with seating and shade, and often with something interesting for them to view or do, such as outdoor chess and checkers tables. A place can be more hospitable year round with outdoor propane fire pits. A gathering place helps residents to recognize their downtown as a place to meet their old friends and to make new ones throughout the year. Visible security to ensure safety within the gathering place and accessible bathrooms (sometimes provided by adjacent businesses) should be considered as part of the design.

Enhance Main Street

With a City initiated Main Street road widening project funded in the short term, a changed Main Street is within reach. Beautification, widening, and adherence to a consistent design will help make Main Street a more inviting and attractive community landmark. To some extent, road widening is contrary to providing a pleasant street side experience and does not seem conducive to outdoor dining or other types of gatherings. Other parallel streets, like 100 South and 100 North, may be better suited to providing a positive shopping and dining experience. The City's current population does not create the demand to support a robust, continuous commercial corridor stretched out for 9 or 10 blocks. Across America, main streets with longer lengths typically have greater population numbers and supportive adjacent housing.

How could Main Street change?

Main Street is a UDOT controlled street destined for a street improvement project via obligated funding over the next few years. The plans include consistent curb, gutter, and sidewalks; two full lanes of travel in each direction, with a center turning lane; and on street parallel parking, which will give Main Street a positive facelift and somewhat resolve current traffic concerns. Road widening provides greater flow and capacity but may not solve all the concerns that users encounter. The cross section below shows the design proposal for the future of Main Street/US Highway 6.

While a new street design is helpful, there should be a companion effort to create additional distinction for the focus area blocks. Creating a brand that works for the entire City and is demonstrated in the focus area could help establish that distinction. Physical features that could become part of the plan are:

- bulb outs at prominent corners
- a distinctive and different street tree
- a usable park strip with tree grates
- light poles with banners
- projecting business signs
- a landscaped median
- buildings lining the sidewalk

Santaquin could also create a sense of arrival on Main Street. On the east end there is the Interstate 15 interchange and Macey's grocery store, but from the west there is just a gradual transition from a rural feel to the commercial uses on Main Street. Creating "bookends" or "gateways" for Main Street could be fostered with a future light rail station and associated development to the west, or some other larger project that could help define an entrance to the downtown area.

Expand Housing Options

The historic block pattern, established in many Utah communities, is excellent at moving traffic in an effective manner and has usually created a pleasant, orderly block perimeter, with development happening along the outer edges. However, empty or underused centers or block interiors are often an unintended consequence of a large block development pattern. Satellite photography of Santaquin reveals that the centers of the blocks are often vacant open space,

cultivated/[farmed](#), or used to store materials, vehicles, or other equipment. Lots are large enough that their backs are often left undeveloped. Undeveloped areas may provide opportunity for more housing variety.

Why allow for a greater diversity of housing types in the Downtown?

Missing middle housing is an interesting concept that was discussed and embraced in the visioning process. Although the term “missing middle” is recent, the housing types are not. These housing types include smaller housing concepts such as duplexes, twin homes, mansion_plexes, cottage homes, small complexes, and complimentary housing types, such as accessory dwelling units (ADUs) and smaller infill lots. Many of these diverse housing types have long been a part of beloved historic Utah neighborhoods. However, zoning ordinances written after 1960 commonly mandated restricted lot sizes and housing types in subdivisions. More recently, though, zoning codes are beginning to change across the Country, realizing the value and stability of a diverse housing stock. Downtown and nearby blocks may be areas where such housing types could be encouraged. Missing middle housing could blend into existing blocks, making use of underused lots while providing housing types that are not currently available in Santaquin. Currently ADUs are an option in the City’s zoning ordinance for greater housing choice in the downtown area. Expanding missing middle housing options has the potential to address workforce housing needs ~~and the temporary housing needs for farm workers.~~

More people living downtown would also help support additional businesses along Main Street, by creating more close-proximity demand, where patrons do not need to use their cars to access a variety of goods and services. Senior housing near downtown could also provide additional housing choices in a location that reduces the need for a car.

~~Although additional studies are needed, Santaquin City’s downtown could also possibly become a receiving area for transferred development rights (TDR), if the City decides to pursue a TDR system. One of the significant hurdles to a TDR system is finding a place that most residents agree could accommodate more housing, including denser housing types. Santaquin City’s downtown may make sense, but that would be a part of a larger TDR exploration effort that provides options for farmers to preserve their land by transferring development credits to another location.~~

Strategies

Focus on a limited number of blocks on the south side of Main Street to create a mixed-use community gathering place. Enhance the “experience” of being downtown. Invest in the redevelopment of two blocks, possibly creating a Community Reinvestment Agency (CRA) to concentrate on the area, to include:

An active civic center along 100 South that attracts visitors on a daily basis. Consider significant play structures, rock climbing boulders, pickleball, skate boarding, and multi-purpose courts. Include charging stations and WIFI in the center.

Define a brand that becomes a theme throughout the City and especially within the two blocks.

Downtown should aspire to become a hub for community activities and agritourism.

Provide for easy parking using the wide streets for diagonal parking.

Rework 100 South as a demonstration project, with swales, fruit and/or flowering trees, distinctive lighting, for sale street art and/or wind sculpture, and diagonal parking.

Explore streetscape and storefront beautification and enhancement programs, including Main Street America. Consider funding options.

~~For the two blocks along Main Street, adopt a unique street cross-section that provides a distinct “city-center” flair. Consider transitioning to dark-sky-compliant lighting.~~

Promote accessible street furniture such as benches, bike racks, and trash receptacles to encourage spending more time downtown.

Consider installing charging stations to anticipate the growing trend of electric vehicles.

Encourage and promote small-scale shopping, dining, and significant job opportunities in the downtown area, through a local chamber of commerce or business association.

Create a funding program to implement more walkable and bikeable streets downtown that will connect to Santaquin's envisioned citywide system of walkable streets and trails.

Explore different funding options to help ~~Develop a funding program to transform~~ Main Street's appearance with special focus on the two distinct "gathering place" blocks. Work with UDOT to consider street enhancements such as reduced speeds, raised medians within spaces for turn-queue lines along the primary downtown corridor, widened sidewalks, more consistent streetlights, a regular pattern of street trees, diagonal parking (with bike lanes adjacent to the curb) on the streets approaching Main, and bulb-outs to reduce pedestrian crossing distances. Consider unique traffic control, such as reversible lanes to handle peak traffic flows.

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Allow for the introduction of different missing middle housing types through innovative zoning techniques and design standards.

Incorporate the City brand to complement the downtown. Promote consistent hours of operation, emphasizing Thursday, Friday, and Saturday evenings.

Explore different funding options to help ~~Develop a funding program to~~ incentivize façade/storefront improvements. Consider creating a comprehensive set of façade/storefront standards, incorporated into City ordinances.

Broaden the sign ordinance regulations for the City center to unify sign size and location, allow projecting and certain temporary signs such as A-frame signs, and wayfinding signs within the downtown corridor, focusing on the two block city center section.

Create incentives and possibly a funding program to support the construction of workforce housing.

Incorporate incubator/start-up/co-workspaces in mixed use development.

Develop senior housing options in the downtown.

Promote land uses that will expedite the need/desire for a commuter rail station west of town.

Implement housing improvement programs for downtown neighborhoods that provide for repairs and upgrades to HVAC systems, facade enhancements, and water efficient landscaping.

CHAPTER 6: QUALITY NEIGHBORHOODS

Santaquin will encourage a variety of living options so that people in all stages of life can continue to live and thrive in our city and enjoy neighborhoods that meet their needs and desires. Options include larger suburban lots as well as possible new options for living adjacent to farms, within downtown, and in neighborhoods with recreational amenities and a mix of housing types and sizes.

One of the primary components of a positive quality of life is our neighborhoods. Since change is inevitable as growth continues, it is important that we shape neighborhood growth in a manner that enhances the community, and also provides for diverse housing needs.

Rising land and housing prices can place considerable pressure on farms and orchards to transition to new subdivisions. Santaquin is like many communities in Utah that want to retain their traditional character in the midst of unrelenting pressure to develop land. Whether it is our high birth rate leading to larger families, in-migration for abundant jobs, or simply a high quality of life with excellent access to many recreational activities, our State keeps growing at a rapid rate; growth is simply a constant that demands attention.

Creating high quality, enduring neighborhoods is not a simple task. Developers build subdivisions based on their market understanding and local zoning ordinances. Their goal is often profit driven, and they may not be concerned about leaving a long-lasting community. Builders need options that both benefit the community and are sufficiently profitable. While Santaquin currently supports a range of conventional subdivisions, new options and more housing choices could provide broad benefits. With rising housing prices, many families that previously could afford a home in Santaquin are now priced out of the market. It may also be difficult for seniors and those just starting out to find more affordable options suited to their needs. Unfortunately, this situation has become commonplace along the Wasatch Front.

A Wider Variety of Housing Options

Large lots and ranchettes that accommodate a rural lifestyle continue to be a desirable option for people who choose to live in Santaquin. Providing this housing option and quality of life will continue to be a high priority. However, the housing stock in Santaquin does not necessarily could provide a wider range of choices for those that want to live here. Families that have raised their children in Santaquin may find that many of those children are unable to afford to live in the town in which they grew up.

Missing Middle Housing

Housing types that are in between large detached single-family and mid-rise apartments are commonly referred to as “missing middle” housing (see *Missing Middle Housing – Thinking Big and Building Small to Respond to Today’s Housing Crisis*, by Dan Parolek). Missing middle housing can provide a greater variety of housing types that could be more affordable for middle income families. Most developers either build single family detached homes or large complexes, with very few choices in between. In the past, smaller, clustered housing units were constructed near downtowns and in neighborhoods because zoning did not prevent them. Historically duplexes, twin homes, cottage homes, triplexes, fourplexes, accessory dwellings located in backyards, large homes partitioned into several interior units, senior housing, small condominium and apartment complexes, and smaller lots were blended into neighborhoods. These housing types provided a variety of housing options for people and families in all stages of life. Blending different types of dwellings can also increase overall community stability.

While missing middle housing choices are not widely available in many Utah communities, there are both new and old examples of neighborhoods with greater housing variety.

A recent Utah Foundation study, *Missing Middle Housing, Part 3*, based on a survey focused on the Wasatch Front, included relevant findings to Santaquin:

Utah Foundation survey respondents prefer single-family detached housing, but they offered positive responses to missing middle housing with the appearance of a single-family home.

Utahns’ preference for the appearance of single-family homes suggests that missing middle housing will meet with greater acceptance if developed in a manner that mimics the style and scale of single-family dwellings.

Nearly three-quarters (72%) of survey respondents say that style is the most important factor (other than housing type) in their housing preferences, followed by scale, or the size compared to other homes (64%). Topping the list for open-ended comments is having lower density (35%).

Half of survey respondents prefer housing of similar prices (47%) and similar types (50%) in their neighborhoods, but not far behind are people who prefer housing with a variety of prices (36%) and a variety of types (42%), which includes middle housing.

Most survey respondents (60%) support more affordable housing options in their neighborhoods, with 38% strongly supporting more options. About 18% of respondents oppose more affordable housing options, while 22% are neutral.

To address affordability issues, about 46% of survey respondents would accept missing middle housing in their neighborhoods; 33% of respondents oppose middle housing, and the remainder are neutral.

A possible conclusion could be that style and design play an important role in introducing more housing choices into existing neighborhoods and new developments.

How can missing middle housing be a part of our neighborhood structure? Introducing missing middle housing would require zoning ordinance changes and community support. Current ordinances can be modified to allow for compatible missing middle housing options while still preserving neighborhood character, through styles that replicate a single family home.

~~rural residential clusters~~

~~Another broadly supported option for new neighborhoods is a rural residential cluster (RRC), which enables residents to live in a compact rural setting nearby working agricultural land. This option clusters housing on a small percentage of a development parcel, while permanently preserving most of the parcel for continued agricultural use. Preserved land needs to be large enough for viable agricultural activity, so it may be that 75% of a parcel is preserved, with developed clustered on 25% of the land. This option is best employed where larger acreages exist, so preserved farmland is large enough to be viable for orchards or continued farming or ranching. Missing middle housing types could be employed within an RRC to create more compact, more compatible, clustered development. Developments should include clear plans for long-term farmland management and maintenance; these plans are usually completed in partnership with a land trust.~~

Neighborhoods with Open Space and Housing Variety

Public feedback during Santaquin's visioning process uncovered an interest in more diverse neighborhood options that include both housing variety and amenities. A concept called neighborhoods with open space and housing variety (NOS) has been used in other communities to achieve additional parks and open space. This option essentially already exists in Santaquin with its planned unit development ordinance (PUD). NOS has the potential to provide housing for a wider range of household types—including young families, mature families, and empty nesters—with common open space areas for socializing and recreating. ~~Ordinance enhancements to promote more missing middle housing types within the PUD ordinance could achieve greater acceptance of the form of this type of development.~~

When combined with the incentives mentioned below, developers can reduce the development footprint in order to establish common open space areas, such as neighborhood parks, trails or community gardens, providing a less standard subdivision appearance. This encourages higher quality design and distributes shared maintenance costs among more homeowners, often through a homeowner's association, keeping costs sustainable over time for each household and not relying on the City budget.

Both rural residential clusters and neighborhoods with open space and housing variety present benefits to developers, landowners, and communities:

Developers can profit from decreased infrastructure costs, as they build fewer miles of roads, run fewer miles of water and sewer pipes, and have fewer storm drains to install.

Because infrastructure is more efficient, communities can benefit from lower long-term infrastructure maintenance costs, whether for road repairs, sewer line replacement, or snow plowing.

In the case of rural residential clusters, farmers may see an incentive to continue farming while also realizing the economic benefits of land development on a small portion of their land.

Community members benefit from preserved open spaces that could take several forms: traditional parks, private parks, natural open spaces, and working farms/orchards.

Encouraging a wider variety of housing types and lot sizes helps communities provide more housing choices.

Efficient/Connected Neighborhood Infrastructure

New neighborhoods need established standards to ensure that their streets provide a safe and pleasant experience for all users, including cars, trucks, walkers, and bikers. Usually this translates to a streetscape profile that includes a system of sidewalks in town and connecting to town (especially when connections to important destinations are nearby), streetlights for safety purposes, street trees to reduce the heat gain from paved streets, park strips or swales to handle street runoff, and pavement of sufficient width to accommodate on-street parking and enable two cars to pass each other on the street. Santaquin has such standards already in place.

Curb and gutter may be necessary in most of the more urban areas, but, for some streets, swales are a good option, especially in the core area of town, where wide rights of way exist. Swales return stormwater runoff to the ground near where it falls rather than piping to retention facilities. Swales are representative of a larger trend called low impact development (LID), in which the City is already engaged.

Residential Irrigation

In the face of on-going drought conditions, water conservation techniques are becoming the norm for new neighborhoods, including using secondary water systems for landscape irrigation needs, water use standards, water-wise landscaping ([i.e. zero-scaping, xeri-scaping](#)), and possible reductions in required yards/setbacks. With Santaquin managing the secondary water system, regulations are already in place to accomplish water conservation.

Affordable Housing

The current housing crisis in Utah makes finding affordable housing for service-oriented workers (restaurant servers, house cleaners, etc.) and seasonal/temporary workers (those needed to support the farms and orchards) difficult. In general, most Utah communities do not build enough affordable units to meet demand. Some Utah communities provide density incentives and ordinance flexibility to support workers that have lower paying jobs. Some require 10% affordable units as part of larger residential developments. These projects may include deed restrictions that help enable home ownership for lower income residents. For rental units, these projects may include rent control or a rent assistance voucher from a housing authority, negotiated with the developer/manager. When a quota of affordable units is required, it may be prudent to consider a density or a height flexibility offset. Density offsets make providing affordable units more palatable for developers, as they may enable a developer to make a profit. Many affordable housing developers also take advantage of state and federal incentives. Some communities also offer a fee-in-lieu option, which results in a fund for affordable housing. In 2021, the State legislature discussed tying affordable housing requirement to density bonuses.

Another issue that arose in the general plan process is the need to maintain and reinforce the housing in the City that is more affordable. Often there are grants and low cost loans available to assist homeowners with basic but expensive needs

like HVAC systems, roofs, appliances, energy upgrades, and exterior maintenance. The Utah County Housing Authority is a good source of assistance for these types of projects.

Housing costs are increasing in Santaquin, making a single-family home on a large lot difficult to purchase for many interested buyers. Rental rates are also rising, and the supply is not meeting demand. The State-required moderate income housing plan (MIHP) is intended to address affordable housing needs by requiring the City to adopt strategies and implement programs to combat the rising costs of housing. ~~Santaquin updated its MIHP plan last year with the following goals:~~

~~Increase the variety of housing types and lot sizes. To be implemented by October 2023, by adding more housing types to downtown zones.~~

~~Distribute multi-family in strategic locations within the community. To be implemented by providing updates to the zoning ordinances for such housing in various zones by October 2023.~~

~~Work with agencies that can assist low-income residents with their housing needs. Establish relationships with the County Housing Authority and State agencies during 2022; access funding for workforce/affordable housing during 2023.~~

~~Continue to encourage accessory dwelling units. Raise the possibility with residential developers as they approach the City for a project to design as an option for to include an ADU as part of their housing portfolio during 2022 and 2023. Evaluate the effectiveness of this approach at the end of 2023.~~

~~The entire plan can be found in the appendix.~~

~~In general, the housing market lacks the incentive to build affordable housing, as it is usually less profitable or unprofitable in many communities. Research reveals several means of addressing affordable housing:~~

Density increases: offset a certain amount of a project with additional density if developers are willing to commit to long-term rent control or deed restricted housing.

Inclusionary Zoning: drop exclusive single family zones and replace those with zones that allow more variety in housing types such as duplexes/twinhomes, triplexes and fourplexes.

Height flexibility: allow an extra story or some additional regulatory flexibility with a commitment to affordable housing.

Partnerships: partner with housing authorities and nonprofits that build affordable housing to address more housing needs.

Programmatic incentives such as grants: seek grants that can only be used for long-term affordable housing, and use those to buy land or assist a developer with costs.

~~**Contribute vacant City and County-owned land:** provide free land to a developer in exchange for affordable housing assurances. Make a conscious effort to purchase land that could be used in the future for an affordable housing project.~~

Strategies

Encourage neighborhood/property owner-initiated improvements and beautification work on properties in existing neighborhoods.

Encourage a variety of new missing middle housing options in appropriate locations, such as downtown, ~~the south interchange~~, busy corners in new subdivisions, and adjacent to major roads. Missing middle housing suggests smaller clusters of development with design variety coupled with internal nodes that encourage resident interaction, as opposed to large complexes with consistent architecture, that, due to the scale of the project, become sterile and

repetitive in design. Missing middle housing provides housing for a wider variety of residential needs and may include accessory dwelling units, twin homes, mansion-style multiplexes, small lot single family homes, live/work homes, etc.

~~Consider a modification of the planned unit development ordinance or a new zoning ordinance that allows for rural residential clusters (RRC) as a strategy for agricultural preservation, where homes are developed on only a small part of a parcel, leaving most of the land permanently preserved, through a conservation easement, for continued agricultural use. Include missing middle and small lots as part of the housing mix in RRC. Maintain appropriate buffers between homes and farmland necessary to preserve agricultural function and reduce impact to homes.~~

Through purposeful design approaches, connect neighborhoods to each other and to the Citywide trail system.

Where street widths permit, encourage opportunities for bioswales, street trees, and walkable pathways in the public right-of-way.

Consider a modification of the planned unit development ordinance that not only promotes neighborhoods with open space (NOS) as per the existing ordinance, but also supports missing middle housing types that emphasize a single family home appearance.

Evaluate the potential for a payment-in-lieu system, as an ordinance addition enabled with a development agreement, where a developer can pay a fee based on the required open space/park and improvements instead of building an on-site park that creates redundant facilities to an adjacent park. Under this system, a dedicated fund is set up for additional public park improvements or for land acquisitions in nearby areas of need. Some on-site open space would still be required.

Promote water conservation practices for homes and yards.

In new neighborhoods, promote low impact development (LID) techniques to minimize stormwater runoff and return cleaner water to the underground aquifer.

In the downtown area with the established grid system, create a street improvement plan. This may include reducing the existing rights of way for some streets where extra wide streets exist and are not needed.

Explore housing improvement programs for downtown neighborhoods that provide for repairs and upgrades to HVAC systems, facade enhancements, and water efficient landscaping.

Avoid the development of sensitive lands, while honoring private rights, with a focus on those lands with natural hazards. Especially address areas with increased potential for debris flows from fire scorched lands. Consider wildfire interface techniques, such as trails that become firebreaks, to reduce potential property damage. Consider incentives, such as density bonuses or density transfers (within the property or to other properties), to limit building above the Bonneville Shoreline Trail.

~~Implement the City's Moderate Income Housing Plan.~~

CHAPTER 7: TRANSPORTATION & INFRASTRUCTURE

Over time, Santaquin will provide infrastructure to support its citizens and economy, balancing and addressing both local need and regional demands, working with its regional partners on transportation needs and with providers of needed technology to support residents and business.

Transportation

The transportation system in Santaquin is composed of streets and highways and their associated improvements, as well as trails and transit. Those components are under the jurisdiction of the City and the Utah Department of Transportation (UDOT). Many roads connect to Utah County's network of roads, mostly in the adjacent unincorporated areas.

In order to provide better transportation connectivity and circulation for various types of transportation modes, plans for future infrastructure needs must be identified and improvements need to be made to existing infrastructure. Careful planning and prioritization of transportation infrastructure needs will help the City effectively use time sensitive impact fees and other valuable funding resources.

Short-Term

Main Street/US Highway 6 is one of the most important roads for Santaquin and the region. It is one of the only east/west routes immediately south around Utah Lake which leads to recreational destinations and future residential and economic growth areas. As such, appropriate widening of Main Street/US Highway 6 needs to continue to be a priority. Pedestrian and bicycle infrastructure must be included as part of the widening plans. Beautification elements should be carefully considered and included as well. A potential cross section is shown in chapter 5 of this plan, which includes a suggestion to provide additional features in the downtown gathering place blocks. Because this road is a UDOT facility, coordination with UDOT must take place to maximize its effectiveness as a local main street and a regional highway.

Another important area for the City's short term transportation needs is the Interstate 15/Main Street interchange. This interchange is aging and needs to be replaced. In conjunction with the interchange, the intersection immediately to the east has been identified as needing to be moved further away from the interchange to provide ample space for future interchange improvements. The City should continue to work with UDOT and explore ways to help fund and make these necessary changes. State Road 198 and 400 East will also be critical to further help alleviate congestion and expand local and regional connectivity in this area.

Medium-Term

To further improve the transportation system, a belt route around the City (see image, next page) has been identified as being a key element for servicing the transportation needs for Santaquin City residents. This belt route provides essential connectivity in and around the City. Other major arterial and collector roads are important for regional connectivity and circulation and must continue to be maintained and expanded as needed.

The belt route will need to accommodate pedestrians, automobiles, and future public transportation. To do so, the belt route needs infrastructure such as bus stations, trailheads, and some associated public parking together in strategically located areas. Coordination will be needed with Utah Transit Authority (UTA) and UDOT to effectively integrate these transportation elements with regional transportation systems. A future frontrunner station should continue to be considered in Santaquin's future and carefully planned for in an area that coincides with the described belt route.

Long-Term

The belt route will eventually need to be expanded as the City grows. It is anticipated that Summit Ridge Parkway would extend north and connect to Interstate 15 at 12400 South. The belt route would continue east from there and connect to State Road 198 which goes south and would connect to the current belt route at Main Street/US Highway 6. Careful coordination with private property owners north of Main Street/US Highway 6 needs to happen in order to identify a feasible and efficient alignment. Because most of these properties are farms and located in Agriculture Protection Zones, a

specific alignment has not been identified but could be if permission is given by those property owners. These efforts should start happening to prepare for this future belt route expansion.

Santaquin has established a transportation impact fee to assist with the construction of new roads. Impact fees are based on the service level of the existing system. They are not based on the future transportation plan, which would make the impact fee much higher. Projects in the future transportation plan are eligible for funding from the transportation impact fee, however. New development projects of significance should provide a transportation impact study for the traffic that they expect to generate and pay an impact fee.

Santaquin participates in the public transit system through UTA. Bus service from Main Street connects with Payson and Brigham Young University. Vanpooling is also available.

Another priority from the visioning process is to create pedestrian friendly streets. The community noted that funding such a program in areas that need retrofitting will be a challenge. Trails, discussed in chapter 8, are also a priority that has funding challenges.

Water

Santaquin is a culinary and secondary water provider. The culinary system is based on a series of wells and springs. As part of responsible management, water source protection, culinary water, and pressurized irrigation plans are available on the City website.

Due to the drought, many cities and water districts across the State are exploring a variety of techniques to encourage water users to conserve. These strategies are laid out in master plans and drought resiliency plans. Such studies project the resources needed into the future to handle the anticipated growth and demand.

Water districts across the State are beginning to provide incentives for water conservation, such as grants for conversions of existing landscaping to xeriscape/water-wise landscapes, smart irrigation controllers that turn off the system when rainfall is abundant (limiting the amount of water to be used), meters for secondary water use, rebates for removing grass/turf, and free water audits to assess if a system is working properly. Some irrigation companies are requiring water-wise techniques and plans before they will provide service.

Communities are engaged in creating water-wise landscapes as a requirement for getting a building permit. Such ordinances usually specify a maximum amount of turf, encourage pairing rock mulches with shade trees, and, even more common, limit vegetation in park strip areas to appropriately sized trees. Leading edge communities are tying this conservation movement to low impact development (LID) techniques to retain stormwater on-site. Santaquin should move in the direction of incentivizing more conservation and working with LID.

Broadband

Broadband access has become a “de facto utility,” just like sewer, water, and power. Most people find it difficult to [work and play-do their online personal and professional business](#) without reliable high-speed broadband service. Internet service is provided by CentraCom Interactive and Intellipop. The public engagement process uncovered a desire for improved internet services, and this may reflect the national work from home trend. Many employers are reducing their office space requirements by encouraging their employees to work from home several days a week, and sometimes permanently. CentraCom has extensive expansion plans which the participants in the visioning process eagerly anticipate.

Stormwater

Stormwater control is based on a series of pipes, ditches, and detention ponds. Notable basins and main trunk lines are located throughout the City.

In addition, the City has instituted a LID requirement, wherein new development has to retain as much stormwater as possible, with a minimum requirement of 80%. The intent of an LID system is to return relatively clean water to the underground aquifer, to use "free" water for landscaping, and, as a consequence, to such systems, reduce the need for large public infrastructure investments in pipes and detention ponds. Traditional systems send all the water from a property to the adjacent street. By grading properly, much of that water can be retained and used on site. Water from roofs, driveways, and parking lots can be funneled to adjacent landscaping.

Sewer

Santaquin maintains its own sewer system with an innovative treatment system called Membrane Bio-Reactor. This facility is state of the art, the first one built in the state of Utah, and is housed inside a barn-like structure that blends with the rural atmosphere. Type 1 water is discharged into the irrigation system.

Landfill

Santaquin also operates a landfill that accepts a variety of community waste products.

Strategies

Expand broadband and other infrastructure networks to enhance job site creation and work-from-home opportunities.

Although grants may be available, private companies should continue to provide this infrastructure.

Explore different funding options to help ~~Create a funding program to implement the construction of pedestrian friendly streets~~, especially in the original downtown grid:

Connect community gathering places and parks with the citywide system of walkable streets and trails.

Create education programs to promote low impact development techniques to minimize storm water system needs and to return water to the underground aquifers.

Include street trees and other elements to beautify the area, ~~in some areas, consider fruit tree varieties.~~

Implement and fund projects to beautify Main Street, especially for demonstration project blocks, to provide for beautification, reduced speeds, and on-street parking.

Promote land uses that will expedite the need/desire for a commuter rail station west of town. Discuss the possibility of a station area to help support downtown, ~~provide missing middle and~~ mixed use housing options, and supply additional commuting options for the residents of Santaquin. Evaluate a US Highway 6 station location versus a station location further south. Once a station location is solidified, promote transit supportive development near the station.

Require low impact development techniques for public and private development projects.

Promote water conservation programs that provide education and assistance to property owners to reduce water consumption.

Review the City's ordinances for more efficient landscaping options (i.e. zero-scaping, xeri-scaping) in the various zones.

Create a new park strip standard in the zoning ordinances that only allows xeriscape designs and plantings.

Limit the amount of turf allowed in front yards, and require drip systems for non-turf areas.

Preserve native trees that are low water users through ordinance modifications.

- Limit the number of decorative pools/ponds/streams in landscaping.
- Reduce yard waste through education programs.
- Design irrigation systems for the types of plants being watered.
- Update water system plans for drought-related issues.

CHAPTER 8: FAMILY-SUSTAINING JOBS

Santaquin will encourage family-sustaining job creation, so that those who want to work in the City can do so, understanding that some will continue to enjoy a lifestyle that includes commuting outside of town for work. Adequate local jobs also help ensure fiscal sustainability for our city, increasing and diversifying our tax base. The City will actively pursue businesses that strengthen the existing community and support current and anticipated residents, focusing jobs downtown, in commercially zoned areas, and at the City's south interchange while also supporting work-from-home opportunities.

Since Santaquin is consistently growing, it's reasonable to anticipate that additional businesses will want to locate in the City, and it is also likely that existing businesses will expand. The number of housing units and commercial business growth have a very strong relationship. Pass-through traffic from Interstate 15 and US Highway 6 will generate additional business, but stores that rely on everyday patrons need a critical mass of nearby residents to succeed.

Local Focus Areas for Job Growth

Recent growth along with economic development efforts by the City Council have resulted in a grocery store, Macey's, being constructed near the Main Street/Interstate 15 Interchange, and the east side of that interchange has many new businesses that are highway oriented and also meet some local demands.

The Summit Ridge Parkway/Interstate 15 interchange has begun to develop with commercial businesses and medium to higher density residential use. The existing gravel and materials processing business on the south side of the Summit Ridge Parkway is anticipated to change use as property values rise in the area.

The city-owned property on the west side of Santaquin has great potential to be a business park. This industrial zoned area south of the Summit Ridge Parkway and US Highway 6 can support economic growth in the manufacturing and warehousing job-sector which would create needed family-sustaining jobs within the community.

These three areas—the Main Street corridor/Interstate 15 interchange, and the Summit Ridge Parkway/Interstate 15 interchange, and the area south of the Summit Ridge Parkway/US Highway 6 intersection—represent the areas with the most commercial, retail, and office demand and opportunity.

National Trends with Local Impact

Nationally, office uses are struggling as the work from home phenomena, exacerbated by the pandemic, continues to expand. Many employers simply are not leasing as much office space as they did in previous years. Shared office space has become common, even shared private individual offices, with designated, but separate, work days for the individuals in that office space. The need for meeting rooms where a working team can gather and collaborate has become integral to most new office businesses.

Demand for retail space is also declining, with the exponential rise in online purchasing. Delivery vans are commonplace on neighborhood streets all across America. Some big box stores are going out of business or are transitioning to or being replaced with distribution models of business such as those that Amazon employ.

The COVID-19 pandemic has had other impacts that affect economic development. Sales tax revenues are no longer just generated in communities having significant commercial development. Online shopping by address is now captured to assure that the sales taxes generated by purchases from home are returned to the local community. Local city budgets have seen increases in sales taxes, even if their actual physical commercial development is not very extensive.

Another impact of the COVID-19 pandemic has been an increase in walking and biking. Electric bikes are in great demand in most cycling stores, and interest in being close to town with its associated shopping, employment, food outlets, and entertainment has increased. Nationally, past polls by the National Institute for Transportation and Communities have suggested that about 25% of the population, especially millennials, want walkability and close proximity to town. This suggests that more housing choices near town would have a synergistic effect on commercial business in town.

On the other hand, most communities are seeing a rise in the personal services sector. Personal services include businesses such as barbers, salons, massage, chiropractors, gyms, tattoo parlors, realtors, insurance agents, attorneys, etc. Restaurants have been severely impacted by the COVID-19 pandemic but have found that take-out orders and outdoor dining are a way around the greater concerns about infection within indoor public places. Fast food drive-up establishments have done relatively well during the pandemic.

Local Job Creation

The creation of a community gathering place could spur economic development in the immediate area. When such spaces are active and have significant regular attractions, businesses realize they benefit from locating nearby. Restaurants and retail shops seem to receive more patronage near these active spaces. The more time that people spend in a place such as a town center or a mall the more they spend. A community gathering place could become an important economic generator for Santaquin.

If the City undertakes a branding effort tied to agritourism, job growth related to agritourism and agriculture is likely. Santaquin is famous for tart cherries, apples, and other fruits. Few realize that flowers and other plants, also grown in Santaquin, are also shipped all over the Intermountain West. Farms produce crops and livestock. All of these together are an agritourism opportunity to pursue. Branding, coupled with active advertising and outreach to businesses that reinforce the brand, could provide new jobs within Santaquin City. Hospitality, possibly near the freeway interchanges and near a community gathering place downtown, could be a realistic result of an ongoing campaign to honor and promote agritourism and agriculture in Santaquin.

Potential agritourism activities:

Lodging and dining

Education (growing and processing)

Local sales

Recreation (trail connections)

Entertainment

Community events (festivals, Orchard Days, and more)

Branding

Promotion

Potential farmer cooperation and collaboration:

Food hubs (the sharing of storage, machinery, marketing, etc.)

Cooperatives

Farmer's council

Another important aspect of drawing new business to Santaquin is to coordinate and collaborate with the various State economic development offices and initiatives. The State is actively pursuing and working to recruit businesses all the time, so reaching out to them on a regular basis could result in businesses discovering that Santaquin is an attractive place to locate.

Creating a transit-oriented center, including a mix of denser housing and businesses, could expedite a commuter rail extension to the City. Stations generate their own economic development, but beginning the process would demonstrate the community interest in public transportation.

Strategies

Incentivize agritourism businesses and activities that help improve the market for our farmers and provide ways our residents can support and enjoy living in a more rural place. Opportunities may include farm-to-table restaurants, farmers markets/stands, food tours/tasting, u-pick, community events, demonstrations/education, local processing, and tourism/hospitality. Increase communication in a coordinated effort between local farmers to promote agribusiness and agritourism.

Attract innovative agricultural pursuits that employ cutting edge energy and water efficiency techniques.

Identify Utah's key industry sectors, and pursue an economic development strategy that attracts jobs suited to current and anticipated Santaquin residents and is sensitive to the desire of residents to maintain a small-town feel. Consider outreach to companies that provide outdoor and recreation products. Coordinate with property owners and the State Department of Community and Economic Development to establish "sure sites" for desired businesses.

The Summit Ridge Parkway/Interstate 15 interchange area could help serve nearby neighborhoods and become a place for expanded agritourism. A strong transportation link could connect downtown and Summit Ridge, using 300 West and continuing north on 200 West. Hospitality options should be explored for the Summit Ridge interchange area.

Incentivize family-sustaining jobs downtown and extending west along Main Street. Encourage agritourism related jobs, limited office, small-scale shopping, and dining enterprises. Support jobs that bring people into downtown to patronize local businesses.

Incentivize large office, clean light manufacturing, and retail jobs for the interchange areas that serve Santaquin residents, tourists, and those travelling along Interstate 15 and from communities to the west or south.

CHAPTER 9: RECREATIONAL OPPORTUNITY

For Santaquin residents, enjoying the outdoors is a way of life. Santaquin residents envision walkable access to a citywide network connecting to local parks and trails as well as to regional opportunities like the Bonneville Shoreline Trail, Santaquin Canyon, and nearby wilderness.

The existing recreation system and plan is detailed in the 2016 Parks, Recreation, Trails and Open Space Facilities Plan. This plan shows an extensive system of mountain trails on the east side of the City, the use of the dirt road along the Strawberry Highline Canal, [the Prospector View bike park](#), along with a few other trails.

Although canal trails have been successfully coordinated in some locations within Utah, usually there is considerable reluctance on the part of irrigation companies concerning the liabilities involved in sharing use of the adjacent canal road with recreational users. Often fencing is required to prevent access to any use of the actual canal. Though a challenge, many communities and water companies have successfully navigated a path forward.

The recreation plan is currently being updated and expanded, since trails have become so popular and were a high priority in the public visioning process.

The current plan can be found on Santaquin City's website.

The vision process produced a conceptual trails plan that considers additional links and loops, as well as suggestions to use the City brand to identify and theme the trails within the system. Many of these suggestions have been incorporated in the forthcoming Active Transportation Plan that will become part of Santaquin City's plans for recreation.

A commonly used technique to assess park needs is to provide a park within ¼ to ½ mile of most residential development. Another technique is to set a goal of a certain number of acres per 1,000 residents, with targets often set in the 4 to 10 acres per 1,000 persons range. The 2016 plan analyzed the existing development at that time and suggested future park needs based on the ¼ to ½ mile distance from a park methodology.

The future land use map (chapter two) includes additional park suggestions that reflect areas that have grown considerably in the last six years and uses the distance to a park methodology.

Strategies

Emphasize the construction and improvement of trails on mountainsides. Work with state and federal agencies to open Santaquin Canyon, implement the Bonneville Shoreline Trail, and improve trails on Dry Mountain.

Focus on funding and building a citywide trail loop over time, and pedestrian friendly streets to connect neighborhoods, local destinations, downtown, the surrounding mountains to the east, and the hills to the west.

Include wayfinding signage based on a theme or brand and historic or educational information.

Include defined trailheads with amenities where trail systems enter more natural areas, such as the Bonneville Shoreline Trail.

Create a multi-faceted funding program, including research grant opportunities for trail construction, a crowd sourcing effort, a voter approved bond or tax increase such as a Recreation, Arts, and Parks (RAP) tax, and charitable donations.

Build more trails to better connect neighborhoods to the City-wide trail system.

Commented [M7]: Lets highlight this more and incentivize tying new parks and trails along with a recreational plan to our branding to encourage destination to Santaquin

Create a civic center/gathering place along 100 South, including recreational opportunities (see chapter five), such as rock climbing with changeable climbing routes.

Create low-cost/free activities for youth/families (e.g. skatepark, mountain bike park, etc.).

[Explore some potential opportunities to](#) ~~create~~ a large, trail-connected, city park near Summit Creek Irrigation Reservoir.

Find opportunities to connect this area with trails to downtown, ~~so it can be enjoyed by the whole city.~~

Use the trail system plan to design and connect neighborhoods. Prioritize trail system sections based on patronage potential, creating better connections, and to provide access to natural areas.

Include bike lanes on City streets, especially downtown, where street widths are particularly wide.

[Explore different funding options to help](#) ~~P~~urchase land for more parks and trails. Neighborhood residents should be able to access a park with a ¼ to ½ mile walk from home.

APPENDIX

Contents

The appendix of this general plan includes the following documents. If not attached, the appendix is available on Santaquin City's website.

Santaquin City Moderate Income Housing Plan

Presentations from the visioning and general planning process