Four Bay Management Plan

City of Payson, Utah

2008

Development Services Department

City Council Approved
January 23, 2008

Management Option
Alternative E: The Preferred Alternative
ACKNOWLEDGEMENTS

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*Four Bay Management Plan*

_Bear West Consultants_ 

_January 2008_
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1. Introduction and Purpose of Project

Over the years, Payson City has taken a proactive approach to community development and land use planning. One of the City’s hallmarks is its commitment to provide parks, open space and recreational trails for residents to enjoy. Payson City acquired the Four Bay area on January 18, 2001, an area of approximately 500 acres. As the City looks to the future, the Four Bay area presents tremendous opportunities.

The Four Bay area historically has been known and used for both wildlife and livestock grazing along with unofficial recreational activity (hiking, biking, fishing, off highway vehicle use, camping, and exploration). Due to reasonably easy access, the area has been adopted by many Payson residents as their get away and outdoor experience. The area is often referenced as Payson Canyon. The area’s unique natural setting, largely undeveloped condition, and proximity to the community are special characteristics. Maintaining these qualities warrants careful consideration and planning.

City officials have visited with representatives from Utah County, the U.S. Forest Service, neighboring communities, private utility companies and several property owners to solicit their input regarding the Four Bay area. Based on these conversations, a public open house and an analysis of the Four Bay area, the City initiated a process to prepare a natural resource management plan for the area. The Four Bay area has the potential to serve as one of Payson City’s park system jewels. Currently, the area provides wonderful natural values and a variety of recreation activities for residents and visitors alike.
2. **Existing Conditions in Four Bay**

2.1. **General Description and Location**

The Four Bay area is located on the mountain benches east of Payson City in Payson Canyon. The property is located in the unincorporated area of Utah County and lies adjacent to the municipal golf course, and is bound by property in Elk Ridge, U.S. Forest Service property, Payson City property, and the Nebo Loop road in Payson Canyon. The general location of the property is shown in Figure 1.

![Figure 1: General location of the study area](image)
2.2. Land Use

Currently the land is used for a variety of purposes ranging from recreation to the support of City functions. They are described below.

Recreation
The Four Bay area is currently being used for informal recreation activities. The area is popular with Off-Highway Vehicle (OHV) enthusiasts, who can access the area from various informal access points. Trails are also used for hiking, equestrian use and occasionally for mountain biking. The current trail system is becoming eroded from overuse by OHVs. Access to non-motorized Forest Service trails and natural attractions is possible from Four Bay. (The U.S. Forest Service areas do not allow OHV use.)

Power Generation
Strawberry Water Users provides electric service, using about 11 cfs to produce 400 kWh from the Four Bay pond. Power lines exist on the property, for which South Utah Valley Electric Service District is responsible.

Payson City Watershed
The Four Bay study area is located within the Payson City watershed and is regulated by the watershed and spring source protection plans.

Private Lands
Private land holdings are within the study area and are shown on Figure 2. Not all holdings are located within Payson City boundaries; some are located in the community of Elk Ridge and others in unincorporated Utah County. Each is regulated by their respective jurisdictions.

2.3. Access

No formal access points are maintained. However, informal access is abundant and causes problems with overuse of the area by OHVs. Informal access is occurring most frequently from the Elk Ridge boundary.

2.4. Wildlife and Vegetation

Based on data collected from the Utah Division of Wildlife resources, the following species occur on the property:

- Blue grouse and chukar at lower elevations
- Elk summer (higher) and winter (lower) range
- Moose in small numbers
- Mule deer across the whole property
• Turkey
• Coyote and bobcat also present, but rare
• Smooth Greensnake, which is listed on the Utah Sensitive Species list
• Various birds of prey

The presence of a species listed as sensitive on this property may require additional surveys to be completed before any action, such as construction of trails or facilities, can take place.

Vegetation on the property has a natural transition from meadow grasses in the lower elevations along with scrub oak to a more dominant presence of scrub oak as elevation increases to larger vegetation of various tree species towards the higher elevations. There is a notable riparian area at Three Bay.

2.5. Water Resources

Several springs exist within the study area. Two developed springs are owned by Payson City: Dixon and Bear Canyon. Both serve as culinary water sources for the City. Dixon Spring is located within city-owned property and Bear Canyon Spring is located within Forest Service property. All water resources require protection from encroachment. Payson City has ownership of the water rights, including the right for consumptive use (irrigation), and Strawberry Water Users maintains the right to divert approximately 11 cfs water for non-consumptive use (passing through the system to generate power and then returning the water to the City’s system).

The Four Bay pond is a focal point of the property and is fed by the power plant canal, which diverts water at Camp Map Dell in Payson Canyon. The Four Bay water is distributed into the golf course irrigation system and into a penstock, which is routed to the hydro-electric plant. The penstock pipeline is approximately 11,000 feet in length and used to convey water.
Figure 2: Existing Conditions and Jurisdictions
3. Public Process

A public involvement process included both stakeholder involvement as well as public open houses.

3.1. Public Comment

A public open house occurred on March 22, 2006 to gather input for the Four Bay Plan. Participants were asked to give their input regarding the best way to manage the Four Bay area. Major themes emerged and included:

- Conservation vs. development
- Adjacent property issues
- Recreation activities
- Trails
- Public use areas, such as an educational center
- Limiting access

A summary of public comment is included in Appendix A.

3.2. Stakeholder Interviews

Bear West (Ralph Becker) and Payson City (Andy Hall, Jill Spencer) conducted a series of interviews with directly affected parties in December, 2005, and January, 2006 as part of initiation of the planning process for Payson City property in the Four Bay Area of Payson Canyon.

Summaries of these interviews are included in Appendix B. The following people were interviewed.

- Dan Ellsworth and Bert Mikesell, South Utah Valley Electric Service District (formerly Strawberry Electric Service District)
- Gordon White, Payson City Water
- Gary Aitken and Craig Davidson, Strawberry Water Users Association
- Doug Jones and Duane Resare, Spanish Fork Ranger District, Forest Service
- Mayor Burtis Bills, Payson City
- Payson City Planning Commission
- Jeff Mendenhall, Utah County Planner
- Elk Ridge public officials
4. **Goals and Policies for Four Bay**

Based on the summary of the public process, “overarching” goals and policies were developed to help guide the development of alternatives. These goals and policies are applicable to any scenario that is chosen for the Four Bay area, and reflect the overall desires of the community.

### 4.1. Goals and Objectives

- Protection of water resources and preservation of the natural environment
- Land uses and recreational activities will be carefully planned and coordinated. Potential conflicts will be proactively mitigated. Property rights and interests of adjacent property owners will be protected.
- Land use and resource management directives for the area will complement a variety of City objectives including, but not limited to, open space preservation, public recreation, environmental education, and water resource management.
- Development/improvements in the Four Bay area will occur in a wildlife and resource sensitive manner.
- Adequate facilities will be developed to support the anticipated land use activities and use levels.
- Public facilities will be sited and designed in a manner that provides recreational opportunities for individuals of all ages and physical/mental abilities. Consistent with the anticipated use/users, recreation facilities and sites will comply with the Americans with Disabilities Act (ADA) guidelines.
- Existing private and public improvements, facilities, utility easements, etc., will be protected. The long-term maintenance and expansion needs of the same will be accommodated.

### 4.2. Development/Improvement Policies

- Onsite development and improvements will not compromise the area’s mountain feel and atmosphere. Efforts will be made to keep the area pristine and natural.
- Onsite development, improvements and activities will be “resource sensitive”. Associated impacts on the natural environment will be minimized and/or mitigated. Removal of native/mature vegetation and extensive grading will be discouraged. Improvements (facilities, trails, sites, etc.) will be sited, designed and constructed to minimize visual impact.
- Onsite improvements and activities will be “wildlife sensitive”. The area will continue to provide valuable wildlife habitat and winter range. Some use/access regulations (e.g., domestic pets, motorized access, and seasonal road closures) may be implemented.
- Watershed resources and springs will be protected.
• Maintaining the area’s viewsheds is a priority. Low visibility (impact) uses and development will be encouraged. Development standards and guidelines regarding facility siting, design, colors and materials will be implemented.
• Where appropriate, disturbed areas (existing roads, trails, etc.) will be used for access corridors.
• Buffers will be encouraged between potentially incompatible uses.
• Adequate access for emergency service vehicles and services will be provided.
• Existing private and public improvements, facilities and utility easements and rights-of way will be protected. The long-term maintenance and expansion needs of the same will be accommodated.
• Adequate facilities and infrastructure will be developed to support the anticipated land use activities and use levels. Water and parking are particular concerns/considerations.
• The feasibility of a Transfer of Development Rights (TDR) program and other conservation programs will be explored.

4.3. Surrounding Land Uses and Development Policies

• Land uses on adjacent properties have the potential to impact the Four Bay property and the associated activities. The City will encourage adjacent property owners to continue the Four Bay natural area/open space theme.
• Property values of adjacent properties should not be adversely affected by Four Bay management directives and activities. Private property interests will be considered in all planning activities. As appropriate, mitigation measures will be implemented.
• As appropriate, land uses on adjacent properties will be directed through zoning and development/design standards.
• Public access points/corridors (trails, trail heads, roads, etc.) will not adversely impact private property interests. Adequate signs, markers, etc. will be used to minimize conflicts.

4.4. Recreational Activities Policies

• The area will be managed as a “multiple-use” recreation area.
• When not in conflict with other community objectives, the Four Bay area will be accessible to the public year round. Winter recreation opportunities will increase with the development of an appropriate trails system and associated facilities. Potential activities include snow shoeing, and cross country skiing.
• Activities with low visual and noise impact will be encouraged. These activities offer the greatest opportunity for enjoyment by the most people without adversely affecting other users.
• Four Bay area recreation activities will be monitored and coordinated to ensure they do not create unintended impacts on adjacent public lands.

• Recreation activities (and levels of use) will be monitored to prevent resource damage. Adequate support facilities will be in place before uses are promoted/permited.

• Particular consideration will be given to protecting private property interests. The City will work with adjacent property owners and interests to mitigate impacts of Four Bay recreational activities on adjacent properties.

• Four Bay area recreation facilities and activities will be designed, sited, constructed and maintained in a manner sensitive to the natural environment. Associated development guidelines may include minimizing vegetation removal and soil disturbance, implementing erosion control and mitigation measures, and requiring earth-toned construction materials.

• Recreation facilities will be designed and constructed to accommodate anticipated activities and use levels. Potentially incompatible uses will be separated and/or the associated impacts mitigated.

• Four Bay recreation activities will include an informational/educational component. Signs will be posted as necessary to identify ownership boundaries, manage access, provide educational and cultural information, identify appropriate activities, and define appropriate trail uses and user etiquette.

• The Four Bay area will provide recreational opportunities for individuals of all ages and physical/mental abilities. Consistent with the anticipated use/users, recreation facilities and sites will meet ADA guidelines.

• Motorized recreation will not be allowed. Because of the relatively small size of the Four Bay area, the current environmental damage from OHV use, limited ability of Payson City to enforce uncontrolled OHV activities, and the conflict between motorized and non-motorized users, Four Bay would be managed as a non-motorized area, except for emergency and maintenance activities. The popularity of OHV use is recognized for Payson residents and visitors, and a recommendation of the Plan is for Payson City to pursue development of a designated OHV area in a nearby area. It is also noted that surrounding U.S. Forest Service land is non-motorized; this plan would parallel the policies of surrounding federal land.

• Hunting will not be allowed. The relatively small amount of acreage of this area dictates a limitation or prohibition on hunting. While hunting is a desirable activity, in the Four Bay area there will be hiking, picnicking, possibly camping, and other non-motorized activities. A relatively high volume of public use is anticipated for the property, resulting in an unusually high density of recreationists at times. Hunting could create a safety issue and significant conflict with some of these users, given the small amount of acreage and other uses planned for Four Bay.
4.5. **Facilities/Improvements Policies**

- Improvements and facilities will be well-planned and cumulatively contribute to accomplishing the City’s vision for the Four Bay area. Facilities will be developed to capture the recreation and natural resource-based potential of the area.

- Four Bay improvements and facilities will be designed, sited, constructed and maintained in a manner sensitive to the natural environment. Associated development guidelines may include minimizing vegetation removal and soil disturbance, implementing erosion control and mitigation measures, and requiring earth-toned colors and construction materials. Facilities will be appropriately landscaped. Facilities with low visible impact will be encouraged.

- Recreation facilities will be designed and constructed to accommodate anticipated activities and use levels. Potentially incompatible uses will be separated and/or the associated impacts mitigated. Identified potential conflicts include motorized versus non-motorized activities and multiple-use trails.

- Four Bay facilities will be designed to provide recreational opportunities for individuals of all ages and physical/mental abilities. Consistent with the anticipated use/users, recreation facilities and sites will meet ADA guidelines.

4.6. **Improvement/Development Financing Policies**

- The City will explore alternative funding and cost recovery programs designed to offset site improvement and facility construction/maintenance costs

- State and federal funding sources, as well as private non-profit sources will be sought.

4.7. **Access Policies**

- Access management is a critical component of the Four Bay resource management plan. Adequate, secured public access must be available to pursue many of the City’s identified resource management and recreation goals for the area.

- Access points and transportation corridors will be identified and efforts made to acquire adequate easements and rights-of-ways (ROWS). Access points will be adequately signed including information regarding associated uses and use restrictions.

- Impacts associated with public access points/trailheads (parking, traffic, trespass, etc.) must be adequately mitigated.

- Adequate vehicular access will be maintained for maintenance of existing and proposed facilities (both private and public) and to provide necessary emergency response/public safety services. Measures will be taken to limit public access to private facilities and water improvements.

- Motorized recreational access to and through the area will be provided in a manner that does not compromise the area’s unique natural setting and experience.
• Seasonal closures of some roads and trails may be necessary for public safety and/or as part of specific resource protection measures. Road closure/access restrictions must be supported by clearly stated objectives.

• Payson City will work as a partner with adjacent property owners and public land resource managers to address trespass issues.

• Identified access points and corridors will be managed/improved consistent with the type of access necessary and the type of activities and land uses to be supported.

• When possible, existing roads, trails and disturbed areas (e.g. utility easements) will be used as recreational trail and access corridors.

4.8. Recreation Trails Policies

• No motorized vehicles will be allowed on the Four Bay property for recreation use.

• Four Bay area trails will be part of a coordinated regional trails system. The associated planning process includes identifying trail corridors, access points, anticipated uses and use levels, associated facilities, and trail development/maintenance partners.

• Particular consideration will be given to protecting private property interests. The City will work with property owners and land/resource management interests to secure adequate ROWs and easements.

• When possible, existing roads, trails and disturbed areas (e.g. utility easements) will be used as recreational trail and access corridors. Four Bay area trails, and the associated trail facilities, will be designed, sited, constructed and maintained in a manner sensitive to the natural environment.

• Guidelines include minimizing vegetation removal and soil disturbance, implementing erosion control and mitigation measures, and requiring earth-toned construction materials.

• Trails will be designed and constructed to accommodate the anticipated activities and use levels. Potentially incompatible uses will be separated and/or the associated impacts mitigated. Identified conflicts include motorized, non-motorized, pedestrian and equestrian.

• The Four Bay trails system will also include an informational/educational component. Signs will be posted as necessary to identify ownership boundaries, manage access, provide educational and cultural information, and establish trail uses and user etiquette.

• The Four Bay trails system will provide recreational opportunities for individuals of all ages and physical/mental abilities. Consistent with the anticipated use/users, trails and the associated facilities will meet ADA guidelines.

• Areas that have been disturbed and native vegetation destroyed or replaced with exotic species will be restored. OHV use has created unwanted erosion and a multiplicity of trails across the Four Bay area. Payson City will restore and revegetate disturbed areas that are not immediately redeveloped to create a natural setting for the enjoyment of Payson City residents and visitors.
5. Alternatives Analysis Process

The following four alternatives are intended to provide a range of management options for the Four Bay area. These alternatives fall within the policies and objectives for the Four Bay Area as defined in the previous section, Goals and Policies for Four Bay. While it is a valuable exercise to look at discrete alternatives, such as those below, often the best approach to creating a plan is to combine elements from each alternative to best match the needs and desires of the community, and fulfill the goals and policies discussed above. Section 6 will focus on a draft Preferred Alternative.

5.1. Alternative A: Existing Management

In any planning process, it is important to examine the impacts on the resources if no action were to be taken. The existing management scenario reflects the status quo at Four Bay, assuming the recent trends in use continue. Considerations in this scenario include:

- Continued OHV use
- Limited accessibility for disabled
- Lack of organized recreation areas
- No explicit protection of wildlife habitat
- Limited maintenance
- Current level of access, no new access points, or consolidation of access points

Considering the public involvement process, including the scoping meetings as well as individual interviews, the existing management alternative will not meet the desires and expectations of Payson City, and those who wish to use Four Bay. The Existing Management scenario should be used as a starting point by which to evaluate each other scenario in terms of its overall improvement to the property, and ability to meet the needs of the community.

5.2. Alternative B: Recreation Orientation

A recreation-oriented alternative will emphasize passive and active recreation opportunities in a variety of settings throughout Four Bay. The recreation potential for the area will be maximized, while still considering some of the ‘overarching’ policies regarding protection of wildlife habitat, development standards, and viewshed. Key elements in this scenario include:

- Accommodation of all desired recreation uses, as cited by the public in scoping meetings, except OHV use
- Recreation uses would include walking/hiking, mountain biking, fishing, winter walking, cross country skiing, golf, wildlife viewing
• Development of a trails network for non-motorized travel only
• Development of at least one campground facility with potential for primitive camping in other locations
• Development of picnic sites for day use
• Improved access, addition of access points
• Development of signage for trails and facilities
• Development of several ADA accessible recreation facilities, most importantly trails
• Addition of facilities including restrooms
• Expansion of Four Bay Pond for fishing
• Expansion of the Payson City golf course
• Possible development of a nature center/interpretive facility for education purposes

5.3. **Alternative C: Conservation Orientation**

A conservation-oriented scenario would place emphasis on the conservation of the natural resources in Four Bay. In particular, wildlife habitat, water resources and the native vegetation would be treated with priority over recreation or other uses. In addition, special attention would be given to viewshed in order to keep the natural qualities of Four Bay in tact. While emphasis on resource conservation is paramount, passive and active recreation uses that are in harmony with the natural environment will still be allowed. Key elements of this scenario include:

• Protection of habitat
• Development of a fire break on the property to protect Payson City
• Buffer zones around water resources that serve the City
• Recreation uses to include walking/hiking, mountain biking, some winter use
• No development of pavilions or picnic areas
• Formalized access points, although no increase in access points
• No development of campground, although possibility for primitive camping
• Possible development of nature center/interpretive facility for natural resources education
• Increase signage for conservation awareness
• No expansion of Four Bay pond
• No expansion of golf course
5.4. **Alternative D: Maximized Recreation and Education Opportunities**

In addition to the features described in the recreation oriented scenario, a maximized-recreation scenario would include the construction of facilities for the benefit of the users of Four Bay. This scenario would transform Four Bay into a destination for recreation and interpretive education. In addition to the recreation uses described in the recreation oriented alternative, the following development would also occur:

- Development of a environmental and cultural education facility
- Development of interpretive themes for the site, development of interpretive trails
- Additional ADA accessible trails
- Development of interpretive site at the Apple Tree

The table below (next page) compares the alternatives based on various criteria.
## Table 1: Analysis Scenarios for Four Bay

<table>
<thead>
<tr>
<th>Overall management directive</th>
<th>Scenario A: Existing Management</th>
<th>Scenario B: Recreation Orientation</th>
<th>Scenario C: Conservation Orientation</th>
<th>Scenario D: Maximized Recreation</th>
</tr>
</thead>
<tbody>
<tr>
<td>No change in existing management practices</td>
<td>Maximizes recreation potential</td>
<td>Maximizes resource conservation</td>
<td>Maximizes public education opportunities</td>
<td></td>
</tr>
<tr>
<td>Activities</td>
<td>Continued OHV use and erosion of trails and soils</td>
<td>walking/hiking, mountain biking, fishing, Four Bay Pond, winter walking, cross country skiing, golf, wildlife viewing, camping, formalized and primitive picnicking</td>
<td>walking/hiking, mountain biking, some winter use wildlife viewing, primitive camping</td>
<td>walking/hiking, mountain biking, fishing, winter walking, cross country skiing, golf, wildlife viewing, camping, formalized and primitive picnicking, interpretive walks, education programs, night programs</td>
</tr>
<tr>
<td>Facilities</td>
<td>Existing dirt roads and trails</td>
<td>Expanded and formalized non-motorized trails network with various surfacing, ADA accessible trails (i.e. paved), Expanded golf course, Expanded Four Bay pond, Campground, Restrooms in strategic locations, Signage for trails, facilities and environmental awareness</td>
<td>No expansion of Four Bay pond, No expansion of golf course, Increase signage for conservation awareness</td>
<td>Environmental and cultural education facility, interpretive themes for the site, development of interpretive trails, Several ADA accessible trails, interpretive site at the Apple Tree, Expanded and formalized non-motorized trails network with various surfacing, Expanded golf course, Expanded Four Bay pond, Campground, Restrooms (Three Bay), Signage for trails, facilities and environmental awareness</td>
</tr>
<tr>
<td>Resource protection</td>
<td>None formally</td>
<td>Trail access and network will be sensitive to resource considerations such as wildlife habitat, water resources and soils.</td>
<td>Protection of winter range habitat for deer and elk, potentially no access or trails, Buffer zones around water resources that serve the city, Development of a fire break to protect Payson City, Trail construction sensitive to vegetation and protection of viewshed</td>
<td>Trail access and network will be sensitive to resource considerations such as wildlife habitat, water resources and soils.</td>
</tr>
<tr>
<td>Access</td>
<td>Access at Elk Ridge and from main road</td>
<td>Improved access, addition of access points</td>
<td>Formalized access points, although no increase in access points</td>
<td>Improved access, addition of access points, Major access point and potential road development to facility</td>
</tr>
<tr>
<td>Development standards and viewshed</td>
<td>None</td>
<td>Materials and placement</td>
<td>Little to no development</td>
<td>Materials and placement. Size limited</td>
</tr>
<tr>
<td></td>
<td>Scenario A Existing Management</td>
<td>Scenario B Recreation Orientation</td>
<td>Scenario C Conservation Orientation</td>
<td>Scenario D Maximized Recreation</td>
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<td>--------------------------------------</td>
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<tr>
<td>Educational opportunities</td>
<td>None</td>
<td>Possibility for interpretive signage</td>
<td>Possibility for interpretive signage</td>
<td>Interpretive themes including environment, wildlife, vegetation, water, cultural, history, safety, geography, orienteering</td>
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<tr>
<td>Level of emergency services/access</td>
<td>Limited</td>
<td>Moderate level of maintenance and emergency services</td>
<td>Low level of maintenance and emergency services</td>
<td>High level of maintenance and emergency services</td>
</tr>
<tr>
<td>Consideration for adjacent properties</td>
<td>Elk Ridge access point is problematic for neighborhood. Future adjacent residential development</td>
<td>May need increased access sites</td>
<td>Consider impact of development on adjacent private land and consider mitigation for impacts on Four Bay or otherwise work with landowner</td>
<td>May need increased access sites</td>
</tr>
<tr>
<td>Additional planning to be completed</td>
<td>None</td>
<td>Trails master plan Golf course expansion plan Engineering study for pond expansion</td>
<td>Habitat analysis study Trails master plan</td>
<td>Trails master plan Golf course expansion plan Site analysis for building Interpretive themes planning</td>
</tr>
</tbody>
</table>
6. **Alternative E: The Preferred Alternative**

The preferred alternative is a combination of alternatives to create a scenario that meets the desires and needs of Payson City residents given the suitability of the resources and compatibility of various uses. The preferred alternative concept is taken largely from Alternative D, Maximized Recreation; however important elements from Alternative C, Conservation Orientation, have been incorporated.

6.1. **Organization of the Property**

In addition to considering the categories in the table above, additional concepts have been added to help organize the property into sections of use. A primary concept is the idea of creating zones of recreation as shown on Figure 4. Beginning just below the Three Bay area, and adjacent to Payson Canyon Road, Zone 1 will include the highest level of activity on the property. Zone 1 will include any development, such as an education center or campground, and will serve as the primary access point for vehicles. Zone 2 will allow several types of recreation activities, however will not allow the development of structures. Zone 3 will be primitive recreation only.

The concept of dividing the property into three categories is not intended as a strict rule, rather as a guide when implementing the plan.

6.2. **Activities**

The following activities will be allowed and encouraged on the Four Bay area:

- **Walking and hiking** will occur on a network of trails throughout the property. Trails will be arranged in a loop pattern that will bring recreation users back to a beginning point at Three Bay.
- **Mountain biking** will occur on a network of trails throughout the property. Specific designation of a developed “course” to accommodate and attract public use and organized events should be explored for feasibility, cost, and impacts. Such a course could also accommodate and attract Nordic skiing events.
- **Fishing** will occur in an expanded Four Bay pond. The city will work with the Division of Wildlife resources to stock fish appropriately.
- **Winter walking** will occur on designated winter trails. Not all summer trails will be available for winter walking in order to protect winter elk habitat. The city will work the Division of Wildlife Resources to plan appropriate trails with respect to wildlife habitat.
- **Cross country skiing** will occur on designated winter trails. Not all summer trails will be available for cross country skiing in order to protect winter elk habitat. Skiing and winter walking will occur on the same winter-maintained trail. A Nordic ski and mountain bike course should be explored for feasibility, cost, and source of activity and racing.
- **Golf** will occur at the northern edge of the property on the expanded holes of the Payson City golf course around Dixon Spring. No additional expansion is anticipated.
• **Wildlife viewing** will occur naturally throughout the site with the opportunity to see deer, elk, grouse, as well as moose and bobcat more infrequently.

• **Camping** will occur on both a formal and primitive basis. Formal camping will be planned for the Three Bay area (discussed below), while primitive camping will be available higher on the property in the vicinity of the Apple Tree Site.

• **Picnicking** will occur at the Three Bay site, at Four Bay, and just above Four Bay at a designated site (shown on map).

• **Interpretive walks** will occur at the Three Bay area, the Four Bay area, and leading to the Apple Tree Site.

• **Educational programs** will occur at the Three Bay area, as well as through specific programs located throughout the property. Education programs will be developed in a separate plan.

• **Night programs** will occur in the Three Bay area.

6.3. **Facilities**

The following facilities will be constructed on the Four Bay property:

• An environmental and cultural **education facility** will be located at the Three Bay site. The facility will accommodate indoor space for educational materials and programs, as well as outdoor space in the form of an amphitheater for day and night programs.

• At least one trail will be constructed to be ADA accessible. This trail will begin at the Three Bay site, and provide access to the upper Three Bay area. Additional **ADA trails** should be considered in the Three Bay area. Trails around the Three Bay area will be surfaced with asphalt or other smooth surfacing for use by wheelchairs and strollers.

• **Restrooms** will be provided at the Three Bay and Four Bay areas. Restrooms at the Four Bay area will be primitive in nature.

• A **campground** will be developed at the Three Bay site

Especially with respect to facilities planning and construction, it is important to note that this plan is a vision for the future. Many interim steps will need to be undertaken before the vision is complete. Facilities planning and construction should be considered as a long-term goal.

6.4. **Conservation**

The idea of conservation applies to water, wildlife, and vegetation. With respect to water, the following guidelines should be followed:

• A **buffer** will be established between watershed sources and human activity.

• **Barriers** will be constructed at Dixon Spring and at the Apple Tree Spring. Aesthetic fencing, or another type of physical barrier, will be installed to prohibit public access to Payson City water sources. Barriers (including signs, gates, and other controls) will also be constructed at appropriate places throughout the property to eliminate OHV access and use.

• Trails will be located at least 15 feet from stream banks and water sources, including Four Bay stream, Four Bay Reservoir, and the Three Bay area.
• **Bridges** will be constructed to cross streams where necessary.

• **Horse and Dog Use** will be restricted on the property to protect its watershed and wildlife interests, and prevent conflicts among users. The potential restrictions may include leash-only requirements for dogs and specific trail designations for horses. Signage should be used to designate sensitive and buffer areas where horses and dogs are not allowed.

Various species of wildlife have been identified on the property including deer, elk, grouse, turkey, moose and big cats. While trails and trail uses may not necessarily damage the existing habitat, it is important to provide the best cooperative environment for both recreation user and animals. To this end, the following will be observed:

• Trails that are extraneous to the trail system will be removed and rehabilitated.
• Winter trails will avoid elk winter habitat
• Educational and interpretive programs will be aimed at educating users about proper etiquette when in wildlife habitat
• Hunting will not be allowed

Vegetation will be rehabilitated in the following areas:

• Where trails are reclaimed, seeding shall take place
• Four Bay should be reseeded in appropriate areas, once the pond is appropriately expanded
• Where earth is disturbed for construction, vegetation will be replanted or reseeded
• The area below Four Bay Pond has been badly eroded; as part of the Four Bay Pond reconstruction, Payson City should work with the Strawberry Water Users to ensure that the gully is properly restored to a streambed that will handle water flows through restoration, revegetation, and hardening, as necessary to protect the stream, establish a riparian area, and make the area aesthetically desirable and useable for recreation.

6.5. **Access**

Currently, there are several access points to the property. To better manage access, the following will be implemented:

• Access points will be **consolidated** to one major area, one minor area, as well as access from Forest Service property.
• **Vehicular access** and parking will be provided from Payson Canyon Road, just below Three Bay, accessing the Three Bay Recreation destination site.
• Access will be allowed from Forest Service property; however, signage will be placed to inform the recreation user of the rules on Four Bay property.
• Access will be allowed from Elk Ride subdivision, however, will be controlled by bollards. Parking will not be provided at this location to discourage overuse.
Figure 3: Land Ownership
Figure 4: Trails and Amenities
7. Implementation Plan

7.1. Projects

Implementing the vision for the Four Bay area is anticipated to take up-to 20 years. Not all of the proposed changes and developments on the property can take place simultaneously. The following table will help Payson City prioritize the projects and plan for the interim steps necessary for implementation.
<table>
<thead>
<tr>
<th>Project</th>
<th>Priority</th>
<th>Interim Steps</th>
<th>*Timeline for Implementation</th>
<th>**Possible Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Establish Four Bay Stewardship Committee</td>
<td>1</td>
<td>Solicit interest from citizens</td>
<td>0-2 years</td>
<td>$10,000/yr (annual appropriation)</td>
</tr>
<tr>
<td>Address private lands issues</td>
<td>1</td>
<td>City initiative</td>
<td>0 – 1 year</td>
<td>0</td>
</tr>
<tr>
<td>Develop a plan for mitigation of the effects of animals upon resources within the watershed</td>
<td>1</td>
<td>Coordinate with development of access management plan and/or trails master plan.</td>
<td>0-1 years</td>
<td>$10,000</td>
</tr>
<tr>
<td>Identify existing easements and establish new easements</td>
<td>1</td>
<td>Coordinate with utility providers, Identify and survey existing utility corridors and formalize easements, analyze future easement needs and routes</td>
<td>0 – 2 years</td>
<td>$10,000</td>
</tr>
<tr>
<td>Explore land exchange opportunities with the Forest Service, specifically for Bear Canyon Spring area</td>
<td>1</td>
<td>Begin discussions, Survey property in question</td>
<td>0 – 5 years</td>
<td>0</td>
</tr>
<tr>
<td>Develop formalized access points, with signage</td>
<td>1</td>
<td>Finalize an access management plan. Develop signage plan to address allowed uses, access points, site maps, and educational material.</td>
<td>0 - 2 years</td>
<td>$20,000</td>
</tr>
<tr>
<td>Control access points, enforce no OHVs on property</td>
<td>1</td>
<td>Create and implement an education and management plan. Construct signs, gates, and other controls to eliminate OHV use within the property.</td>
<td>0 – 5 years</td>
<td>$25,000 initial investment, $25,000/yr (annual appropriation)</td>
</tr>
<tr>
<td>Find and secure an alternate OHV use area</td>
<td>1</td>
<td>Work with land acquisition and plan feasibility and environmental reviews</td>
<td>0-5 years</td>
<td>$100,000</td>
</tr>
<tr>
<td>Rehabilitate trails that</td>
<td>2</td>
<td>Develop trails master</td>
<td>0 – 5 years</td>
<td>$150,000</td>
</tr>
<tr>
<td>Project</td>
<td>Priority</td>
<td>Interim Steps</td>
<td>*Timeline for Implementation</td>
<td>**Possible Cost</td>
</tr>
<tr>
<td>---------</td>
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<td>----------------</td>
</tr>
<tr>
<td>are not a part of the Four Bay Plan with revegetation; design specific trail routes and designations.</td>
<td></td>
<td>plan Develop signage plan for the property Develop specific, designated bicycle and Nordic skiing trails of appropriate quality to attract regional attention and use. Develop study of potential commercial recreational benefits of the improved property.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rehabilitate Four Bay area and other areas where needed. Integrate repair of the eroded gully into the pond restoration plan to be completed in coordination with Strawberry Water Users.</td>
<td>2</td>
<td>Locate specific areas for rehabilitation Prepare revegetation plan. Focus on restoration of the eroded and damaged gully as identified in Section 6.4.</td>
<td>2 - 5 years</td>
<td>$100,000</td>
</tr>
<tr>
<td>Construct fire break</td>
<td>2</td>
<td>Complete habitat studies. Identify construction details.</td>
<td>4 - 5 years</td>
<td>$25,000</td>
</tr>
<tr>
<td>Improve water facilities</td>
<td>2</td>
<td>Water study Permitting Construction Pipe or line canal Formalize water right shares and points of diversion</td>
<td>2 – 5 years</td>
<td>$250,000</td>
</tr>
<tr>
<td>Establish picnic area</td>
<td>2</td>
<td>Clear site of overgrowth Level ground for table installation</td>
<td>5 – 10 years</td>
<td>$50,000</td>
</tr>
<tr>
<td>Develop Three Bay destination area</td>
<td>3</td>
<td>Undertake wetland delineation Biological survey for sensitive species</td>
<td>Site plan: 3 – 5 years Design: 3 – 5 years</td>
<td>$5,000 $10,000</td>
</tr>
<tr>
<td>Project</td>
<td>Priority</td>
<td>Interim Steps</td>
<td>*Timeline for Implementation</td>
<td>**Possible Cost</td>
</tr>
<tr>
<td>---------------------------------</td>
<td>----------</td>
<td>-----------------------------------------------------------------------------------------------</td>
<td>------------------------------</td>
<td>-----------------</td>
</tr>
<tr>
<td>Develop specific site plan</td>
<td></td>
<td>Develop interpretive plan for three bay design buildings for in accordance with goals and objectives of this plan</td>
<td>Construction: 10+ years</td>
<td>$200,000</td>
</tr>
<tr>
<td>Develop interpretive themes</td>
<td>3</td>
<td>Work with local historians, ecologists and educators to establish interpretive themes and signage</td>
<td>5 – 15 years</td>
<td>$30,000</td>
</tr>
<tr>
<td>Develop Apple Tree Site</td>
<td>3</td>
<td>Develop site specific plan</td>
<td>10 – 15 years</td>
<td>$10,000</td>
</tr>
<tr>
<td>Water resource analysis; protection of spring</td>
<td></td>
<td></td>
<td>8-10 years</td>
<td>$75,000</td>
</tr>
</tbody>
</table>

* The estimated Time Frame Implementation begins once the Management Plan has been adopted.

** Cost estimates are based on 2007 dollars.
7.2. Funding Sources

The above list of projects will require funding sources outside of regular city financing structures. The following sources should be research and pursued.

Utah Division of Wildlife Resources Urban Fisheries
The Utah Division of Wildlife Resources Urban Fisheries, DWR, works through partnerships with local governments and communities to enhance, develop, and construct urban fishing sites. Citizen involvement is key to this part of the Urban Fishing program. Public support for urban fisheries is indispensable, particularly in the early or developmental stages of building and revitalizing local waters. Communities wishing to develop or enhance local angling opportunities can voice this desire to their city council. Additionally, federal assistance is available to local communities on a limited basis.

LeRay McAllister Critical Land Conservation Fund
The LeRay McAllister Critical Land Conservation Fund is administered by the Utah Quality Growth Commission and provides funds each year to preserve or restore critical lands. Applicants must provide matching funds equal to or greater than the amount of money received from the fund. Purchases of fee title to land may not exceed 20 acres, but purchases of conservation easements or restoration projects are exempt from this restriction.

The Nature Conservancy
The Nature Conservancy of Utah helps to conserve private and public lands of significant merit to preserve the plants, animals, and natural communities by protecting the lands and waters they need to survive. Working primarily with conservation easements on a willing buyer to willing seller basis, the organization seeks parcels of outstanding ecological value for preservation or restoration. The Nature Conservancy of Utah has been heavily involved in the protection and preservation of the Great Salt Lake ecosystem and wetlands.

Utah State Non-Motorized Trails Fiscal Assistance Program
$5,000 to $200,000 on a 50% matching basis. Cash, volunteer hours, private and nonprofit donations, or in kind services may be used by the applicant for their match. One half of the awarded amount is advanced when the project begins, the other half is reimbursed upon successful review of expenditures after project completion. Counties, incorporated cities and towns, federal agencies, and special improvement or service districts. Grants are specifically for planning, property acquisition, and development of non-motorized trails. New trail/trail head construction, major trail/trail head rehabilitation, roadway overpass or underpass, river or stream crossing is also eligible.

Federal Recreational Trails Program
Utah Division of Parks and Recreation $10,000 to $100,000 on a 50% matching basis. 50 percent of total project cost from applicant. Can be a combination of sponsor cash expenditures, in-kind services, or value of volunteers and donations. At least 5 percent of the total project cost must
come from non-federal sources if the project sponsor is a federal agency. Cities, counties, special service districts and state and federal agencies are eligible. Motorized and non-motorized trail development and maintenance projects, educational programs to promote trail safety and trail related environmental protection projects.

7.3. **Additional Considerations**

The following topics should also be considered when implementing the Open Space Management Plan for Four Bay:

**Incorporation into overall Parks and Recreation Plan**

The Four Bay management plan should be incorporated into the overall Parks and Recreation plan for Payson City. Projects listed in the implementation plan should be carefully balanced with the ongoing efforts of the City to provide a comprehensive system of parks, open space, trails and recreation areas.

**Private Property**

Private property exists within the boundary of the study area. Access to this property is integral to implementing the vision for the Four Bay area. Payson City must undertake a study to assess the opportunities and constraints posed by private lands, and to promote consistency with the Four Bay plan. Included in this study should be the exploration of appropriate development on private property considering the following concepts:

- **Transfer of Development Rights (TDR)** - Density transfers involve the shifting of permissible development densities from unsuitable development areas or areas identified for preservation, to more appropriate sites or areas otherwise deemed appropriate for more dense development. Where permissible densities are shifted within the boundaries of a single development parcel, the term "clustered development" is applied, wherein buildings are located in close proximity to one another while leaving other, more sensitive portions of the site undeveloped. Where permissible densities are shifted off-site to other parcels, the "transfer of development rights" or TDRs is involved. TDR programs encourage the maintenance of low-density land uses by establishing an off-site market for the sale of unused development rights. Under this concept, a landowner in a "sending area" transfers development rights to another landowner in a "receiving area," who thus augments his development rights in that area in excess of his/her otherwise permissible limits.

- **Easements** - Easements are partial rights or interests in property. Through easements, a landowner can convey or reserve specific rights associated with a property, apart from other essential rights of possession and use. Positive easements grant an affirmative right to use property in a specified manner or to interfere with the holder's otherwise enforceable property rights (e.g., a right of access across the property to a neighboring property). Negative easements affix restrictions upon the landowner's property.

- **Purchase of Development Rights (PDR)** - Local governments can also apply the easement principle through purchase of development rights programs (PDRs). Through these programs, a government entity pays landowners to forego certain land development rights.
Adjacent Public Property
The Four Bay planning area is bordered by National Forest Service property and some State Wildlife Resources Property. Several trails included in the Four Bay plan lead on to Forest Service trails, and vice versa. The first challenge is to alert the recreation user that the property has changed, and hence some rules have also changed. This should be done through educational signage.

A second consideration is the possibility for Payson City to trade land, or to shift boundaries administratively to benefit both entities. One example of a place where this could be important is in the Bear Canyon Spring area. Already, recreation users on the Four Bay site continue to Bear Canyon as a destination. Because it functions as part of the Four Bay area, but resides within the boundary of Forest Service property, it may be a logical trade in the future.
Appendix A – Summary of Public Comment

The following summary reflects the comments received by participants in the public workshops. The identified issues and interests were used to help develop Four Bay area-specific land use goals, policies and alternative development scenarios. Similar comments have been grouped to facilitate staff/consultant review and discussion.

The public expressed interest in a quality process to establish a plan for the Four Bay area. The process should include the school district, utility companies, property owners, state agencies, equestrian users and Maple Dell (BSA). Participants in the meeting indicated a desire to consider the long term use when considering the issue of access.

Residents who attended the meetings were able to describe the unique characteristics and opportunities in the four Four Bay area. These include:

- Wildlife habitat offering abundant wildlife viewing opportunities
- Natural vegetation with a variety of vegetation types, including grass, oak brush and mature trees
- Variations in topography and elevation

Conservation vs. Development

When asked to consider development, residents responded in a variety of ways. With regard to conservation (non-development) residents felt the pristine mountain atmosphere should be maintained. More specifically, the following issues were addressed:

- Wildlife and vegetation - more open space could sustain wildlife and provide winter range
- Re-vegetation should occur and trails should take care to avoid erosion.
- Watershed and springs should be protected

With specific regard to development issues the following was discussed:

- Color and materials are important
- Development should utilize disturbed areas for access and transportation
- Development should be buffered from other uses
- Some residential could be considered for revenue
- Transitional zoning areas, and a TDR program could be considered
- Existing utilities should be protected
Adjacent property

In addition to addressing issues within the boundaries of Four Bay, participants in the meeting were asked to also consider issues related to adjacent private property. Comments expressed the desire to protect private property, but that adjacent land uses could be designed in harmony with the open space theme of Four Bay. Housing adjacent to Four Bay could also reduce pressure to develop within the area being studied.

Recreation

With respect to recreation, a theme of mixed or multiple uses emerged. Participants identified the following activities for the Four Bay area:

- Non-motorized uses including mountain biking, horseback, hunting, picnicking, camping (specifically at 3 Bay), hiking, jogging, and walking.
- Winter recreation activities including cross country skiing, snow-shoeing, and possibly snowmobiling.
- Water recreation on an expanded Four Bay pond, with reservoir access similar to Spanish Fork pond
- Golf course expansion
- Motorized uses included off road trucks, 4-wheel (ATVs),

Some differing views were expressed with respect to motorized recreation, ranging from allowing use throughout, to limited ATV use, to restricting use of ATVs entirely. Those who wished to restrict use cited noise pollution and the disturbance of wildlife habitat as major concerns. It was suggested that the city provide a different area for ATV access other than Four Bay.

Trails

Participants felt that trails should:

- Use existing trail network and connect to surrounding areas
- Be ADA accessible and for all ages
- Utilize disturbed areas for access corridors
- Consider revegetation and stability of soils when siting trails
- Separate uses, i.e. between non-motorized and motorized, horses and pedestrians
- Provide equestrian opportunities
Facilities, education, and general improvements

Participants in the meeting had several suggestions for specific improvements to Four Bay, relative to education, recreation and public services. With regard to education, the focal point of discussion was the development of an education center focusing on natural resources. In addition to the recreation features discussed additional development within Four Bay could include:

- public use areas such as covered pavilions and picnic areas
- amphitheater
- restroom facilities
- additional water features
- landscaped and/or grassy areas
- ADA accessible facilities

Access

With regard to access, the general theme focused on limiting access to the roads and trails already in place.
Appendix B – Stakeholder Interviews

Bear West (Ralph Becker) and Payson City (Andy Hall, Jill Spencer) conducted a series of interviews with directly affected parties in December, 2005, and January, 2006 as part of initiation of the planning process for Payson City property in the Four Bay Area of Payson Canyon.

The following summaries reflect the results of those interviews. A consistent set of questions formed the basis for the interviews (see Potential Interviewees list), though the interviews varied as discussion unfolded. These interviews are part of the scoping process for gathering information about Four Bay. Other activities have included a site visit and will include a public meeting, scheduled for February 22, 2006. Additional information needed from the discussion is asterisked at the end of each set of notes.

Dan Ellsworth and Bert Mikesell, Strawberry Electric

Relationship to Four Bay. Strawberry Electric is responsible for the power lines (transmission and distribution) in Payson Canyon. The power lines consist of three-phase power from the mouth of the Canyon to the power plant and single phase above the power plant. There are easements on Forest Service ground. Some homes are served around Walker Flat. The power lines are buried above the Boy Scout camp.

Resources and Uses. Primary resources are considered the wildlife habitat, especially Pea Ridge (sp?) and the area along Goosenest Drive. At the most, limited development is viewed as desirable.

- Strawberry Electric would like to see any development kept away from the pond. They noted the extreme winds sometimes at Four Bay, with power poles breaking.
- Vandalism is a problem, and is occurring in all four seasons.
- Any motorized use should be kept on trails. They like keeping the property as open space. Four Bay pond could be used as a fishery, but the downstream water needs, drawing Four Bay down, need to be considered.
- Strawberry Electric is open to having trails in the transmission corridors.

History. The old power was owned by Payson, who charge $1/Kwh. Hal Shuler may know about the apple tree cabin. The proper name is “For Bay” not Four Bay. The canal name was originally the Goosenest Canal Company.

Gordon White, Payson Water

Relationship to Four Bay. Gordon is responsible for watershed, water system and parks for Payson City. Stream water is used for irrigators downstream. A water quality and groundwater plan was provided after the interview.
Resources and Uses. Of importance for resource protection are water, watershed, current infrastructure, the canal, ponds, wildlife (long-term protection), including deer, turkeys, rabbits, foxes, coyotes, mountain lions.

Future uses should include non-motorized uses, including mountain bikes. A fire break is needed in the vicinity. The four-wheeler conflict was noted. Noted need for coordination with the Forest Service, which does not allow OHVs. Horses and dogs are now allowed. Believes a campground may be appropriate with access from the main canyon (at Three Bay?). It is important to prevent the destruction of resources.

- It is important to now identify trails and trailheads for corridor preservation.
- At Four Bay pond, the pond could be kept to the same size, but maybe should be dredged and lined.

History. When the golf course was created, Payson City tried to put in a lake. Because it was on a gravel bed, water was never retained. Logging occurred on the Four Bay area. Note the Walker Flat war history (details not known).

Gary Aitken, Craig Davidson, Strawberry Water Users

Relationship to Four Bay. Strawberry Water Users provides electric service, using about 11 cfs to produce 400 kWh. They have a penstock across the property, but it isn’t known if an easement is recorded. The power plant was built in 1941.

Resources and Uses. The new Forest Service gate has helped with damage to the property from OHV use. They are concerned about impacts from urban development and their ability to maintain facilities. Deepening the pond would help with their operation. If the Four Bay pond area was developed a screen, maybe automated, would be needed. Vandalism has created ongoing problems. Some folks currently fish Four Bay, but not canal. Vehicular use is limited to pickup access and occasional backhoe for pond maintenance. For purposes of power production, increasing the pond capacity isn’t needed.

Concerns were raised about liability of pond opened up to public. Water use conflicts could occur between the golf course needs and the power/penstock needs. These uses are balanced out today.

History. The canal was build for flood relief to handle approximately 40 cfs that was diverted to the Goosenest gravel area.

Payson had water rights, but dropped its rights and Strawberry Water Users picked up the non-consumptive right. Payson City’s interest was flood control.

Jeff Mendenhall, Utah County Planning Director

Relationship to Four Bay Area
The Four Bay area is jurisdictionally under the control of Utah County. It is currently zoned very low density residential. There are questions about annexation of this property.

Future Plans for Four Bay Area

Utah County has no plans to change zoning to allow development unless the property is annexed into a municipality and it is the City’s wishes. They are glad to see the detailed planning of the Four Bay property and interested in working cooperatively with Payson City regarding future uses.

Elk Ridge Public Officials (note that our notes were misplaced so this summary is based on recollection)

Relationship to Property

Elk Ridge has incorporated property near Four Bay and an access area to the property. Its future intention regarding development and annexation are undetermined at this time.

Future Plans for Four Bay

Elk Ridge officials indicated a desire to work with Payson City on future access controls and limitations on development that would help protect the Four Bay area.

**Doug Jones, Duane Resare, Spanish Fork Ranger District, Forest Service.**

Relationship to Four Bay. The Forest Service manages property adjacent to Four Bay. It provided us with a Travel Map and CD of the Uinta Forest Plan, which guide this area. Other information can be found at the Uinta Forest website.

Resources and Uses. The Forest Service believes this area will be increasingly valuable over time, and believes the Plan should have a 40-year time horizon.

The Forest Service believes the gate off the main road has helped with OHV impacts. Trails should consider interpretive opportunities and persons with disabilities.

Watershed resources are important. The area serves as winter range for deer and elk, but the value of this property alone is not known. It is also habitat for turkey, but may not be prime habitat (Doug is a turkey hunter.) There are no known endangered or threatened species. The Forest Service is concerned about noxious weeds. Winter uses offer potential with an average of 12 inches of snow.
OHV use is viewed as inconsistent with surrounding Forest Service management and the Forest Service doesn’t believe it is desirable for this area. It takes continual management to control OHV use. OHV use isn’t allowed on the Nebo Loop, except at Monopole. The Forest Service has difficulty managing OHV use now.

Concern was expressed about assuring certified weed-free hay in Payson Canyon.

If fishing were to occur in Four Bay, the types of fish should be coordinated with the Utah Division of Wildlife Resources. Some firewood cutting is allowed on Forest Service lands. Having day-use activities may help with controlling illegal activities.

Forest Service management: in heavily used areas, hardening is done to control erosion. In dealing with uses that are inconsistent with good management, areas are found and the uses are redirected.

History. For the “big tree” and other stories, may want to contact Uinta Forest archaeologist, Charmaine Thompson.

**Mayor Burtis Bills, Payson City**

Relationship to Four Bay. Mayor

Resources and Uses. Mayor Bills has prepared an extensive outline of his desires for the Four Bay property, entitled “Four Bay Reserve”.

As a supplement to that outline, the following notes are provided from our discussion:

Motorized uses/vehicles should be kept out except for maintenance. Horses and hiking should be given preference. Trails of the Forest Service and Boy Scouts should be connected. Trails should be provided for people with disabilities.

An education center should be the focal point of Four Bay. Picnic areas, kiosks, and other interpretive facilities using fiber optics should be developed with lesson plans. Public access should be maintained.

- Protection of winter range and turkeys should be accomplished.
- An amphitheater and campground, designed for local residents should be developed.
- Need to look for alternative areas for four-wheelers: West Desert? West Mountain? Utah Lake?
- Development rights should be removed from Four Bay.
- Look at funding mechanisms: impact fees? TDRs?

For the process, Mayor Bills discussed bringing vision, goals and objectives through planning commission and city council for approval.
payson city planning commission

relationship to four bay.

resources and uses. a discussion was held with the planning commission at the end of one of their meetings to get a sense of the vision and process for developing the plan.

while views varied, a consensus seemed to emerge as the discussion unfolded along the following lines:

- public access should be maintained; access points should be limited
- a long-term view is needed
- the plan should take a cautious approach, protecting the resources first to avoid irreversible decisions and harm; a phased approach with limited development should be the starting point.
- motorized use should be prohibited or extremely limited.
- a campground by the road may be desirable long-term;
- fire breaks and protection are important; need for water line and fire hydrant(s) at strategic points
- other facilities for restrooms and picnics should be factored in; the cost and capacity to provide payson city services needs to be considered
- important to build sense of community ownership and stewardship in payson canyon and four bay, particularly for the younger generation.
- might look at different themes for different area.

history. irises up canyon were planted by the montagues, as well as apple trees and other things. claris page has indian stories. there may be a tribal interest in payson canyon that should be explored, and their historical perspective is important to interpreting the area.