

1 PAYSON CITY  
2 CITY COUNCIL JOINT WORK SESSION WITH ELK RIDGE CITY  
3 Payson City Center, 439 W Utah Avenue, Payson UT 84651  
4 Thursday, April 11, 2024  
5

6 CONDUCTING William R. Wright, Mayor  
7  
8 PAYSON ELECTED OFFICIALS Brett Christensen, Taresa Hiatt, Brian Hulet, Anne Moss,  
9 Ryan Rowley, William R. Wright  
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11 PAYSON PLANNING COMMISSION Ryan Frisby, Blair Warner, Kirk Beecher  
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13 PAYSON STAFF PRESENT David Tuckett, City Manager  
14 Kim E. Holindrake, City Recorder  
15 Jason Sant, City Attorney  
16 Robert Mills, Development Services Director  
17 Jill Spencer, City Planner  
18 Michael Bryant, Planner II  
19 Travis Jockumsen, Public Works Director/City Engineer  
20 Tracy Zobell, Parks & Golf Director  
21 Karl Teemant, Recreation Director  
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23 ELK RIDGE ELECTED OFFICIALS Robert Haddock, Jared Peterson, Cory Thompson, Tanya  
24 Willis, Charles Wixom, Melanie Paxton  
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26 ELK RIDGE PLANNIGN COMMISSION Maureen Bushman, Ron Gailey, Lisa Graham, Greg  
27 Shelton  
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29 ELK RIDGE STAFF PRESENT Royce Swensen, City Recorder  
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31 CALL TO ORDER

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33 William R. Wright, Mayor, called this joint work session of the City Council of Payson City, Utah, to  
34 order at 5:00 p.m. The meeting was properly noticed.  
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36 Prayer offered by Bill Wright.  
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38 Pledge of Allegiance led by Brett Christensen.  
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40 Robert Mills welcomed everyone and asked that they introduce themselves and what summer food  
41 they are looking forward too.  
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43 Staff from both cities have been approached various times by citizens, developers, and landowners  
44 regarding the possibility of development or expansion of recreational uses in the area south of Gladstan  
45 Golf Course and the Forebay area. In these meetings with staff, we have come to a good place on  
46 shared goals and ideas for further discussion. Staff is at the point where further direction is needed  
47 from city officials regarding future planning efforts and to discuss next steps. He reviewed a map  
48 showing the Payson City boundary, Elk Ridge City boundary, Gladstan Golf Course, and Forebay area.

49 Discussions tonight will cover preservation, recreation, and development. He asked everyone to access  
50 menti.com through their phones to answer survey questions.

51

52 Thinking about this general area, what do you feel should be preserved?

- 53 • The top five responses included open space, Forebay, trails, mountain access, and natural  
54 landscape.
- 55 • Discussion: Kirk Beecher stated open space helps protect the surrounding areas, gives the  
56 ability to do many things, protects the watershed, and allows for trails and access. It doesn't  
57 allow homes or other things. Cory Thompson said open space provides a beautiful environment  
58 such as mountain, trees, and trails. It would be a true shame to lose it. Ron Gailey said Forebay  
59 preserves the watershed. Forebay is a large area, and a gift to the people. It's ugly at the  
60 moment but has so much potential. Brian Hulet said because Forebay is owned by Payson City,  
61 it can be protected and preserved for future generations. It will be difficult in the future to keep  
62 areas this big protected. Forebay provides hiking, biking, horseback riding, and picnicking. He  
63 hopes to see a water pond in the area. It's a great place for generations to come.
- 64 • Robert Mills asked what preserve means to everyone. Ryan Rowley stated preservation means  
65 having wide access and use by the citizens and to expand the amazing trail system. Also  
66 facilitating a way for future generations to use and enjoy without fear of detrimental change by  
67 building. Blair Warner said most of us grew up here and have taken for granted that we can  
68 jump in our vehicle and be in a remote area enjoying nature. This is rare for most people in the  
69 country. It needs to be preserved and not let development or other things get in the way. Ron  
70 Gailey said there are beautiful parks that have been enhanced. There needs to be restrooms but  
71 no other buildings. Mayor Wright noted creature comforts are needed. Preservation means we  
72 get once change; we cannot lose it. Robert Mills said he likes the natural state of Forebay, but  
73 there are parks that have been made better for citizens to enjoy. It can be preserved but also  
74 enhanced with restrooms to reach its potential. Maureen Bushman noted preservation requires  
75 thoughtful planning and a vision. Things will not remain the same. It won't be preserved if  
76 nothing is done, and a goal isn't set. There needs to be a vision.

77

78 How do you use the area for recreation?

- 79 • The top five responses included biking, hiking, picnicking, walking, and horseback riding.
- 80 • Discussion: Melanie Paxton stated she put 'subdivide to make budget' because wants to see  
81 development but wants to keep a budget as well. Tanya Willis wrote 'staring over locked gates'  
82 because property owners have put up locked gates and stopped access. Melanie Paxton clarified  
83 the gates are locked because the property was owned by a woman who put it in a trust, she  
84 passed, and the executor locked it up. She has lived in Elk Ridge 28 years and has always had  
85 access. Brian Hulet noted there are a lot of biking trails but few hiking trails. Ron Gailey said  
86 when Forebay was opened in general, ATVs made it difficult to go hiking. Melanie Paxton  
87 noted she is just happy to be there, and the ATVs don't bother her. Mayor Wright stated the  
88 cities will need to work with the property owners because they have property rights. We don't  
89 want to infringe on them, but many people have been able to use the area over the years. Robert  
90 Mills stated additional planning and direction is needed. Property owners have their rights, but  
91 we also want to make sure the property is used as intended. Some people will have different  
92 intentions than others. During the planning process those intentions will come out.

93

94 What (if any) recreation options would you like to see expanded in the area?

- 95 • The top five responses included access, camping, parking, trails, and reservoir.

- 96 • Discussion: Ryan Rowley stated for Payson City the new brand is Home to Adventure so it's  
97 prudent to have Forebay in our boundaries to recreate whether for camping, hiking, or biking.  
98 The use of Forebay is quite high so it's important to preserve and expand the trail system as  
99 well as provide adequate parking.
- 100 • Robert Mills noted this discussion is more than just Forebay. He asked if the items listed are  
101 universal to the area or specifically targeted to Forebay. Forebay is a Payson City resource;  
102 owned and maintained by Payson City with an intended use. He questioned what about the rest  
103 of the properties. Maureen Bushman said she thinks about the Elk Ridge boundary and what  
104 isn't developed yet. Trails get you through the area, but there is private ownership. It's  
105 important to work with land developers and have parks for the public in the area to give more  
106 access and recreation. It would be great for Elk Ridge to have access to Forebay, but Elk Ridge  
107 also needs its own parks. Ron Gailey added it would be interesting to see if Elk Ridge could  
108 acquire some of the private land. Melanie Paxton noted access needs to connect Salem,  
109 Woodland Hills, Elk Ridge, and Payson to these areas. Brett Christensen asked about the  
110 location of the Bonneville Shoreline Trail. Jill Spencer noted Payson looks at the Highline  
111 Canal Trail for connectivity, which isn't at the 5,200 level of the Bonneville Shoreline Trail.  
112 Tracy Zobel noted the Bonneville Shoreline Trail would go right through the Gladstan Golf  
113 Course clubhouse. Mayor Wright stated resources such as Mountainland Association of  
114 Governments (MAG) can be used for coordination, help with access points, and funding. There  
115 are conservation sources as well if the right ones are used.

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117 What (if any) development options would you support in the area (entire area, not just Forebay)?

- 118 • The top five responses included open space, reservoir, parks, limited residential, and recreation.
- 119 • Discussion: Charles Wixom stated landowners have their own vision for their property, which  
120 we need to know to see what may work for open spaces, parks, and trails. Others are looking  
121 for development. We need to poll the landowners to get their thoughts and feelings. Anne Moss  
122 stated the most important issue is preservation and conservation. We lose the feeling we love  
123 there once we allow residential development. She wants to keep the Forebay area as natural as  
124 possible and accessible for outdoor recreation only. She grew up in Cedar City and St. George.  
125 The areas she used to hike are all gone; she doesn't want that to happen here. Ryan Frisby  
126 agreed that property owners have their rights, but the mountain feel needs to be preserved,  
127 which can be controlled through zoning. Lisa Graham agreed with Anne Moss. None of us  
128 wants to see another Lehi or Pleasant Grove that is so dense, and all sense of nature is lost.  
129 Nature and the beauty are what drew us here. Brett Christensen noted when looking at the area  
130 from a developer's point, it may be tough to require open space and trails. It's difficult and  
131 expensive to get sewer and water that high. Payson bought Forebay for another reason but has  
132 been turning it around for citizens to use. There needs to be a balance. Mayor Wright noted it  
133 will take negotiations between the developers and the entities (Payson and Elk Ridge) to ensure  
134 the amenities are preserved. Tanya Willis stated Elk Ridge has a hard time with access into the  
135 area. Property owners presented information to them that Payson was okay pushing a road from  
136 this area up the canyon. Robert Mills stated access probably needs to be discussed the most. Is  
137 development allowed because it's contingent on access? We don't have the answer to this  
138 question yet but hope this process will further refine it. So many questions still remain.  
139 Maureen Bushman noted that the Gladstan Golf Course is owned by Payson but accessed  
140 through Elk Ridge. She questioned if there are plans to expand the course or access it from a  
141 different direction. Robert Mills stated there are plans to expand the course, but access is the  
142 most important part of it. Payson recognizes access is through Elk Ridge. This will be a future  
143 discussion.

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Future Planning Needs:

- An area plan should be prepared that addresses the elements of preservation, recreation, and development. Payson anticipates hiring a consultant that would prepare a plan focused on the following:
  - Land Uses – Land preservation, recreational opportunities, development limitations and design standards, zoning, etc.
  - Transportation and Access – Roads, trails, easements, etc.
  - Utilities – Water, sewer, power, communications.

Next Steps:

- Payson City has tentatively budgeted money to go toward a planning study for the area to help answer these questions.
- Does Elk Ridge want to partner financially to help with this planning study?
- Application could be made to MAG for a technical assistance grant that wouldn't be awarded until May 2025.
- Payson City has been approached by landowners currently in Elk Ridge about the possibility of disconnecting from Elk Ridge and annexing into Payson. Payson has not moved forward with any of those requests because it does not have a plan in place.

Final Consideration:

- There has been discussion in the past about the possibility of Payson and Elk Ridge combining into one city. How does each council currently feel about that? Is it something worth evaluating in a study moving forward?
- Discussion: Mayor Wright stated he hopes this isn't controversial. He has long been an advocate for the two communities to come together, but studies are needed for both communities. The Utah Legislature is pressuring for dense housing that Payson can accommodate. Dense housing doesn't belong in the Elk Ridge area. Payson can help with water issues and attracting businesses. He talked with Mayor Haddock about a survey. Robert Mills asked if it's worth having the continued conversation. Lisa Graham is open to the conversation because Elk Ridge faces issues moving forward that get bigger and bigger. She thinks there is interest from the community. Ron Gailey thinks it's worth the discussion as well. The pros and cons need to be gathered and discussed, and then given to the citizens to make an informed decision. Brian Hulet noted it's important to survey the citizens from both cities because if the citizens are against it, there's no reason to move forward. If interested, information is put out there for an informed decision. Ryan Rowley stated he loves Payson and Elk Ridge. He attended Salem Hills High School and spent a lot of time in Elk Ridge. The future is uncertain especially if small bedroom communities can survive without bending to the will of the Legislature and being ruined with high-density housing. Payson can offer a sound tax base and allow nice estate housing in Elk Ridge. As one city, we can further control and preserve these areas in a positive way. This is a wonderful idea to explore. Mayor Haddock is open; but if Elk Ridge is paying for a study to see if it makes sense for Payson to annex Elk Ridge, the cost shouldn't be 50/50. Elk Ridge has no debt, has advantages as a small city, and isn't subject to affordable housing for now. There are homes in the northern part that qualify for accessory uses. He doesn't want to sell it to the citizens until he knows what he's selling. He would love access to the Forebay area; it would be a huge win. Brett Christensen noted as we try to sell this to the citizens, a new form of government may be needed with representation from

191 regions/areas. Melanie Paxton served on the planning commission where a discussion was held  
192 to put a trail along the golf course for immediate access. Taresa Hiatt stated she thought the  
193 discussion tonight was about help with the Forebay and surrounding areas.  
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195 Robert Mills stated the question of the trail can't be answered tonight but would be answered through  
196 the planning process. He expressed his appreciation for everyone coming and discussing the topic.  
197 There is a lot of data gathering and work to do. Residents, landowners, etc. need to be involved in the  
198 process. This is a planning process, and there is safety in creating a plan.  
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200 Further Discussion:

201 Payson is finalizing the next budget and will then move forward with finalizing an RFP to find a  
202 consultant. The next meeting could be in June to finalize budgets and determine a direction. To  
203 determine a cost for the study, an outline of the area to consider based on typography and viability is  
204 needed as well as addressing access, utilities, recreation expansion, etc. It's probably in the \$125,000  
205 to \$150,000 range. A grant from MAG would help defray costs significantly.  
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207 Mayor Wright thanked everyone for attending and looks forward to additional meetings.  
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209 ADJOURNMENT

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211 The meeting was adjourned at 6:10 p.m.  
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Kim E. Holindrake, City Recorder