UTAH LAKE MASTER PLAN

Final Draft
February 26, 2009

of the
Utah Lake Commission

ACKNOWLEDGEMENT

The Utah Lake Commission acknowledges and thanks the many participants in the development of this Utah Lake Master Plan. Furthermore, member agencies have been very cooperative in sharing their resources when needed. Following is a list of participants and their role in this effort.

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1.0 EXECUTIVE SUMMARY

This master plan is a guiding document of the Utah Lake Commission. It informs and guides the Commission's decisions on actions that the Commission takes to improve and protect Utah Lake. It also acts as a resource for its member agencies in their own responsibilities.

This document also functions as a management plan for the Utah Division of Forestry, Fire & State Lands (FFSL), which has a fiduciary responsibility for managing the sovereign lands which include those lands located below the settlement boundary line on the bed of Utah Lake. Notwithstanding FFSL adoption of the Utah Lake Commission master plan as FFSL's management plan, nothing herein legally precludes FFSL from modifying and amending their management plan independent of the Utah Lake Commission's master plan; however, if such a need arises, FFSL will not amend their management plan without first consulting with the Utah Lake Commission.

1.1 Vision for Utah Lake

The Utah Lake Vision Statement is as follows:

Utah Lake is a focal point of natural resource systems that contribute to the environmental health, economic prosperity and quality of life of area residents and visitors. Through collaborative restoration, protection and sustainable use efforts, the lake and its multiple-use amenities are fully recognized and enjoyed by current and future generations.

1.2 General Policies

General Policy 1 – The Commission encourages that any course of action affecting the Utah Lake Master Plan Area be consistent with this Master Plan.

General Policy 2 – The Commission recognizes and respects both private and public property rights (both land and water rights) and supports the lawful acquisition of private and public lands and/or water rights when needed to implement portions of this Master Plan.

General Policy 3 – When available information is insufficient to make informed decisions about matters that concern the Utah Lake Master Plan Area, the Commission will encourage the development and completion of focused studies to fill information gaps.

General Policy 4 – The Commission recognizes and acknowledges that member and non-member entities have statutory and/or corporate responsibilities that must be respected and cannot be delegated. This master plan is not intended to abrogate the statutory responsibilities of any member or non-member.

General Policy 5 – The Commission promotes coordinated management of the Utah Lake Master Plan Area by facilitating communications among its members and non-members and seeks opportunities to improve management and protection of Utah Lake.

General Policy 6 – The Commission recognizes and supports efforts to apply for and receive funding on behalf of the Commission and its member agencies to implement and accomplish provisions of the Master Plan by leveraging private and public sources.

1.3 Land Use and Shoreline Protection Policies

Land Use Policy 1 – The Commission encourages the coordination of general plans and land use regulations among governments within the Utah Lake Master Plan Area.

Land Use Policy 2 – The Commission encourages land uses in the Utah Lake Master Plan Area that are designed, located, and operated so as to protect or enhance the ecological function of Utah Lake's natural resources.

Land Use Policy 3 – The Commission promotes compatible land use transitions and appropriate land use development by facilitating communication, cooperation and collaboration among local governments, state, and federal agencies, to effectively implement the Master Plan.

Land Use Policy 4 – The Commission encourages local governments and state and federal agencies to cooperate to provide effective and efficient law enforcement in the Utah Lake Master Plan Area.

Land Use Policy 5 – The Commission encourages that any recreational and commercial development project be consistent with this Master Plan.

1.4 Transportation Policies

Transportation Policy 1 – The Commission will consider transportation projects based on whether or not they are consistent with the goals and objectives of the Master Plan.

Transportation Policy 2 – The Commission will be a proactive participant to monitor and influence transportation planning efforts that may affect Utah Lake, its shorelines, or access to the lake.

Transportation Policy 3 – The Commission encourages member agencies to develop trail ordinances and will pursue mechanisms and opportunities to facilitate the completion of the trail around Utah Lake.

Transportation Policy 4 – The Commission encourages efforts to improve access to existing and future destination points around Utah Lake.

1.5 Natural Resources Policies

Natural Resources Policy 1 – The Commission supports and encourages preservation of high value wildlife areas.

Natural Resources Policy 2 – The Commission advocates creation of habitat buffer areas along the shore of Utah Lake in appropriate locations.

Natural Resources Policy 3 – The Commission values and supports efforts to recover federally listed threatened and endangered species and to prevent additional federal listings within the Utah Lake Master Plan Area.

Natural Resources Policy 4 – The Commission will take an active role in expanding and improving interpretive and directional signage to inform the public of the values of Utah Lake.

Natural Resources Policy 5 – The Commission encourages efforts to control invasive or undesirable plant, animal, and insect species.

Natural Resources Policy 6 – The Commission encourages studies to determine the feasibility to reduce lake level fluctuation to accommodate Commission objectives such as recreational use and ecological integrity.

Natural Resources Policy 7 – The Commission will consider engineered solutions to challenges pertaining to Utah Lake as long as they are consistent with other goals and objectives of the Master Plan.

Natural Resources Policy 8 – The Commission encourages and supports opportunities to improve Utah Lake water quality.

Natural Resources Policy 9 – The Commission supports and encourages efforts to better understand the Utah Lake ecosystem through coordinated research and monitoring programs.

Natural Resources Policy 10 – The Commission promotes the efficient use of Utah Lake's water resources and encourages appropriate actions that may reduce evaporation and other losses.

Natural Resources Policy 11 – The Commission encourages the thorough and expedited study of the effects of nutrients on beneficial uses of Utah Lake and supports the pursuit of a site-specific TDS (total dissolved solids) standard for Utah Lake.

Natural Resources Policy 12 – The Commission encourages that planning efforts for the expansion or construction of wastewater treatment facilities consider nutrient removal in the design process.

1.6 Recreation Policies

Recreation Policy 1 – The Commission encourages efforts to improve public access facilities and increase opportunities for public access to Utah Lake.

Recreation Policy 2 – The Commission encourages development of recreation facilities that minimize adverse impacts to sensitive lands and resources and are consistent with the goals and objectives of the Master Plan.

Recreation Policy 3 – The Commission encourages the distribution of recreation opportunities around Utah Lake appropriate to population and needs.

Recreation Policy 4 – The Commission promotes the development of a variety of recreational opportunities at Utah Lake.

1.7 Public Facility Policy

The Commission will consider and evaluate the availability of public facilities to support proposed projects based on standards for public facilities.

2.0 INTRODUCTION

2.1 History of the Utah Lake Commission

Utah Lake is a precious resource to the residents of Utah Valley, the State of Utah, and all current and prospective visitors that are/may be attracted to its amenities. Over the years, many issues have heightened concern over the lake. In recent years, various interests have approached local mayors, county commissioners, and other elected officials regarding a host of Utah Lake-related issues. In order to respond to these inquiries, elected officials sought additional information from expert sources for a wide and varied host of topics, including:

- Water quality and ecology
- Dredging
- Control of invasive species
- Lake access
- Methods for reducing evaporative loss
- Appropriate methods for re-establishing endangered or threatened species
- Proposals for transportation enhancement including possible lake crossings
- Options for recreational access and promotion
- Ownership boundaries and protection of private and public property rights
- Management of water levels and protection of private and public water rights
- Shoreline development and preservation
- Public perception

Subsequent research found that the availability of data and information for these topics varied significantly. The research did indicate, however, that many different parties were involved or otherwise interested in working on issues related to Utah Lake.

In early 2004, the membership of the Utah County Council of Governments (COG) voted to form the Utah Lake Study Committee. The Committee held its first meeting on March 4 of that year and subsequently voted to establish a Technical Committee comprised of various individuals with technical expertise. From that point, the Study Committee met almost monthly. It toured the shoreline of the lake, and worked closely with state officials, private entities and others interested in Utah Lake.

Following careful and lengthy deliberations, the Utah Lake Study Committee unanimously approved (in fall 2006) a draft Interlocal Agreement that proposed establishment of the Utah Lake Commission. Comments and feedback concerning the structure and operation of the proposed Commission were solicited from interested stakeholders.

After incorporating much of the feedback into the draft Interlocal Agreement, the Study Committee invited Utah County municipalities, as well as state agencies and the Central

Utah Water Conservancy District (CUWCD) to participate in the formation and operations of the Commission. During the 2007 session of the Utah Legislature, Representative Stephen Clark sponsored Concurrent Resolution 1 (CR1) authorizing the participation of various state agencies in the Utah Lake Commission. The Resolution was signed by Governor Huntsman on March 9, 2007 at a Utah Lake State Park ceremony. With that authorization, several state agencies joined with Utah County and a number of County municipalities to sign the Interlocal Agreement that established the Utah Lake Commission. The first official meeting of the newly-formed Utah Lake Commission was held on April 19, 2007.

2.2 Regulatory Authority

There are numerous governmental agencies with regulatory responsibility for Utah Lake. They include federal and state agencies, municipalities, Utah County and water users. The following table lists those entities.

As noted in General Policies 1 and 4, the Commission recognizes the regulatory agencies that have responsibility and authority for Utah Lake and will work with respective agencies to ensure regulatory compliance for actions implemented in association with the Master Plan.

Table 2.1 – List of Federal and State Agencies with Utah Lake Responsibilities

Agency	Responsibilities	Relevant Legal Authority
Federal Agencies		
U.S. Fish & Wildlife Service	Protection of threatened and endangered species	Fish and Wildlife Coordination Act, Endangered Species Act, NEPA.
U.S. Bureau of Reclamation (USBR)	Management of withdrawn lands (reserved for USBR projects) adjacent to Utah Lake and USBR water rights associated with Utah Lake	Reclamation Act, 1902, NEPA
U.S. Bureau of Land Management	Management of BLM administered lands and Reclamation withdrawn lands adjacent to Utah Lake	Federal Land Policy and Management Act, 1976, NEPA
U.S. Army Corps of Engineers	Navigable waters and wetlands protection	Clean Water Act, NEPA, Harbors and Rivers Act
U.S. Environmental Protection Agency (EPA)	Protection of human health and the environment	NEPA, Clean Water Act
National Parks Service	Protection of archaeological and historical resources	Archaeological and Historical Preservation Act, NEPA
Utah Reclamation Mitigation & Conservation Commission	Management of Utah Lake Wetland Preserve and mitigation for Central Utah Project	Public Law 102-575, Titles II-VI, Central Utah Project Completion Act of 1992, NEPA
Utah State Agencies		
Department of Natural Resources		
Division of Forestry, Fire & State Lands	Planning, administration, protection and management of State-owned lake bed and shoreline	UC 65A, Article XX of the Utah Constitution
Division of Water Resources	Manages water resources of Utah Lake basin	UC 73-10-18
Division of Water Rights	Administers water rights of Utah Lake basin	UC 73-2-1
Division of Wildlife Resources	Manages and protects wildlife	UC 23-14-1
Division of Parks & Recreation	Manages Utah Lake State Park, law enforcement, search and rescue operations, and navigational hazards	UC 63.11.17.1, UC 73-18

Table 2.1 (Cont.)

Agency	Responsibilities	Relevant Legal Authority
Department of Environmental Quality		
Division of Water Quality	Protect water quality of Utah Lake and tributaries	Utah Water Quality Act 19-5
Department of Community and Culture		
Division of State History	Preservation of historic and archaeological sites	National Historic Preservation Act, Sec. 106; Utah Annotated Code 9-8-404
Other Governmental Agencies		
Utah Lake Commission	Planning and coordination between agencies	Interlocal Agreement Creating ULC. HCR 1, 2007
June Sucker Recovery Implementation Program	Recovery of the endangered species, June sucker	Cooperative partnership
Central Utah Water Conservancy District	Management of water resources and water rights under its jurisdiction in Utah Lake	Central Utah Project Completion Act, PL 102-575
Utah County	Land uses adjacent to Utah Lake and enforcement of laws	
Municipalities	Land uses adjacent to Utah Lake and enforcement of laws and ordinances	Municipal statutes

The Utah Lake Commission does not have any regulatory authority; however, its members have specific authority as described above. The Commission's role is to coordinate between its members and to lead in actions that benefit the Commission and the goals of the Master Plan.

2.3 Membership and Objectives of the Utah Lake Commission

The Utah Lake Commission is comprised of the entities identified in Table 2.2.

Table 2.2 - Utah Lake Commission Members

Voting Members of the Utah Lake Commission

American Fork City
Central Utah Water Conservancy District
Genola Town
Lehi City
Highland City
Lindon City
Mapleton City
Orem City
Pleasant Grove City
Provo City
Santaquin City
Saratoga Springs City
Springville City
Utah County
Utah Department of Natural Resources
Utah Department of Environmental Quality
Utah Division of Forestry, Fire & State Lands
Utah State Legislature
Vineyard City
Woodland Hills City

Ex-Officio Members of the Utah Lake Commission

Eagle Mountain City
Payson City
Provo/Orem Chamber of Commerce
South Utah Valley Municipal Water Association

Ex-Officio Members consist of interested parties that have not provided financial support to the Commission and, therefore, do not have a vote on Commission issues.

All voting members are signatories to the Interlocal Agreement authorized by the State of Utah, which sets out the membership, governance and objectives of the Commission. Objectives are as follows:

1. Encourage and Promote Multiple Uses of the Lake.
   The Commission shall encourage and promote multiple uses of the lake to balance access, use, development, ecological value, and economic benefits in coordination with individual landowners' and water users' rights, in accordance with applicable laws, rules and regulations, and consistent with the fact that certain Utah Lake environs and areas, including the bed of the lake, are owned or governed by various public entities.

2. Foster Communication and Coordination.
   Coordinate communication among agencies and organizations regarding all aspects of land use, shoreline protection, recreation, public facilities, and natural resource planning and management that affect Utah Lake and cooperate with state, federal, local governments, as well as private landowners and organizations to implement the purposes and goals of the Commission as adopted in the Master Plan as determined by the Board.

3. Promote Resource Utilization and Protection.
   Promote the conservation and protection of the lake's natural resources, including fish and wildlife, riparian habitat, water quality, and open space.

4. Maintain and Develop Recreation Access.
   Encourage the enhancement of public access to recreational opportunities on and around the lake, via trails, roads, docks, ramps, beaches, marinas, and education and outreach efforts.

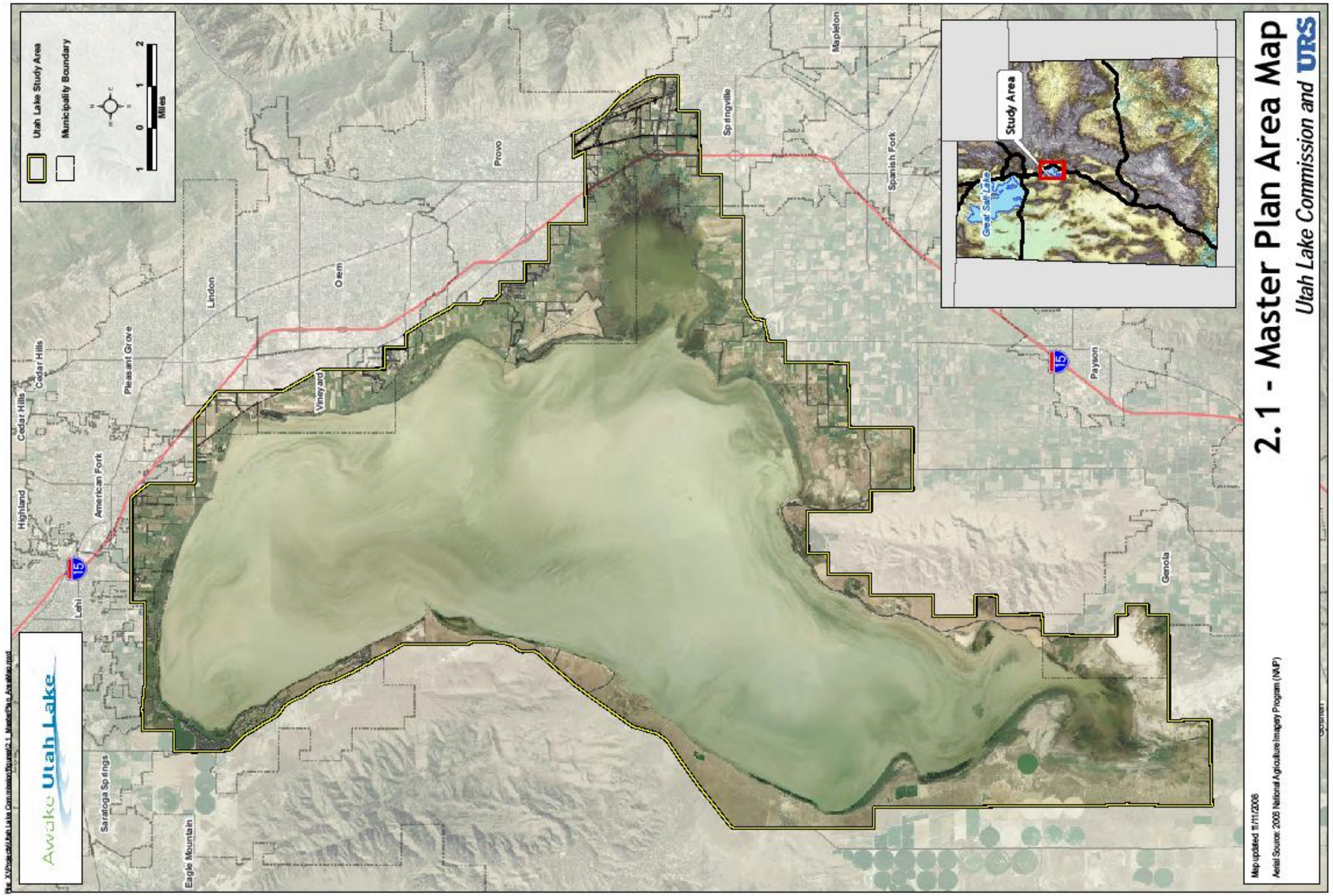
5. Monitor and Promote Responsible Economic Development.
   Monitor and promote responsible economic activity around the lake to promote efficient and orderly development that harmonizes with the aforementioned purposes of the Commission.

2.4 Purposes of the Master Plan

In order to achieve the objectives identified by Commission members in the Interlocal Agreement, the Commission initiated the development of this Utah Lake Master Plan in February, 2008. The purposes of the Plan are:

1. to assemble all available relevant information and analysis to provide decision-makers with the tools needed to make informed decisions, and evaluate project proposals that could affect the lake and its shore lands,
2. to develop implementation strategies to achieve the Commission's objectives, and
3. to provide a solid policy framework that will guide future decision-making for Utah Lake and its resources.

The Plan will also be offered as a resource to municipalities, state and federal agencies that have regulatory control of the lands and resources within the Utah Lake Master Plan Area to encourage a coordinated approach to land use and resource management. The Utah Lake Master Plan Area is shown in Figure 2.1, Master Plan Area Map.


Utah Lake Study Area
Municipality Boundary
Miles
Study Area
Great Salt Lake
Provo
Springville
Mapleton
Spanish Fork
Lindon
Orem
Pleasant Grove
Cedar Hills
Highland
American Fork
Lehi
Vineyard
Payson
Genola
Saratoga Springs
Eagle Mountain
Awake Utah Lake
2.1 - Master Plan Area Map
Utah Lake Commission and URS
Map updated 8/11/2008
Aerial Source: 2006 National Agriculture Imagery Program (NAIP)

2.5 Master Plan Elements

The Master Plan establishes a vision for Utah Lake; goals and objectives to achieve that vision; management policies; and implementation strategies. The Plan focuses on five elements:

1. Land Use and Shoreline Protection;
2. Transportation;
3. Recreation;
4. Natural Resources; and
5. Public Facilities.

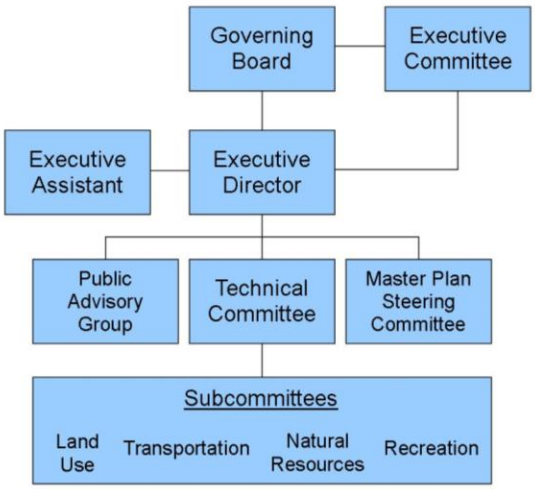
2.6 Plan Process

2.6.1 Project Organization

The Utah Lake Commission Board appointed a project Steering Committee comprised of representatives of selected Commission and Technical Committee members to work with the project consultants to guide the planning process. The Steering Committee conducted monthly meetings throughout the project timeframe (February through December, 2008), and scheduled extra meetings as needed.

The Commission's Technical Committee, which includes representatives from each Commission member and other technical experts, provided technical support and reviewed draft planning documents. The Technical Committee created four subcommittees to focus on specific project elements. Subcommittees included Land-Use and Shoreline Protection, Transportation, Natural Resources, and Recreation. The Technical Committee and Subcommittees met as needed throughout the course of the project to respond to direction from the Governing Board and to provide input to the project consultants. The Technical Committee provided reports of the planning project to the Commission at monthly Governing Board meetings. Figure 2.2 is an organization chart of the Utah Lake Commission.

Figure 2.2 Utah Lake Commission Organizational Chart



2.6.2 Public Involvement

Public involvement was a hallmark of the Utah Lake Master Plan process. A four step process was employed to gather and process public input from the conceptual to plan finalization stages:

- The Commission held two initial public kick-off meetings to provide information about the Commission and the planning process, and to solicit input on issues and topics that the public wanted to be addressed during the course of the project. The meetings were conducted in an informal open-house in Lehi and at Utah Lake State Park on April 2 and April 3, 2008, respectively. Approximately 150 citizens attended the two open houses.

- A second set of public involvement events included open-houses in Provo and Lehi on July 30 and July 31, 2008, respectively. These events featured project update presentations, including results of project workshops focused on visioning and identification of opportunities and constraints. Participants were asked to comment on draft planning products and offer additional input on plan issues and objectives. Approximately 45 citizens attended the two open-houses.

- The third set of public participation events were open-houses in Lehi and at the Utah Lake State Park on December 3rd and 4th, 2008, respectively. The draft Utah Lake Master Plan was presented at these events, where 66 interested citizens offered initial responses and suggestions on the draft Plan in advance of the formal Plan review and adoption process.

- As a final step, the Utah Lake Commission held a public hearing to receive comments and suggestions on the draft Utah Lake Master Plan. All input was carefully considered and the draft Plan was finalized in preparation for adoption.

In addition to the scheduled public involvement events, interested citizens and groups were invited to complete on-line and hard copy questionnaires, to provide written and e-mailed comments, and to attend both the visioning and the opportunities & constraints workshops conducted by the Commission. Interim products were posted on the Commission's website for public review. Over the course of the planning process, approximately 31 written and e-mailed comments were received by the Commission and 61 written and on-line surveys were completed and submitted. This material is included in Appendix A.

2.6.3 The Planning Process

The planning process is depicted in Figure 2.3, followed by a description of each sequential step. Public participation was solicited and incorporated throughout the planning process.

Figure 2.3 Planning Process

Initiate Project/ Develop Communications Plan – The Commission's consultant initiated the project with a kickoff meeting that included negotiation of the project activities, presentation of a project management plan, revised schedule and a proposed communication plan.

Assess Current Conditions & Trends – The first task for the Commission and project consultants was to identify and gather existing information relevant to current conditions and trends affecting Utah Lake and the Plan Area. Maps, plans, reports and other documents were systematically gathered, indexed and analyzed for information useful to the planning effort. In addition, interviews with key stakeholders and interest groups, as well as interaction with participants at the many open house and other public involvement events, yielded valuable information for development of the project Statement of Current Conditions (Appendix B).

Identify Vision & Goals – Based on information gathered and evaluated, the Commission conducted a Visioning Workshop to generate and discuss ideas (among 48 participants) on the "ideal future" for Utah Lake and its associated natural resources. Held on April 24, 2008, the workshop yielded broad vision statements (Vision Statements for Plan Elements) on the topics of land-use/shoreline protection, transportation, recreation, natural resources and public facilities. In addition, a number of specific vision statements were developed to provide the basis for development of Plan goals.

Identify Opportunities and Constraints – Based on the Statement of Current Conditions and vision statements, the Commission conducted a planning workshop to identify opportunities for achieving the visions articulated for the lake, and to identify constraints that would need to be addressed in order to accomplish those visions. The opportunities and constraints provided the basis for developing vision-specific objectives, and establishing priorities for action.

Prepare Draft Master Plan – Vision statements and associated opportunities and constraints provided the Commission and project consultants with the guidance needed to prepare a draft Utah Lake Master Plan for public review and comment. Subsequent open houses and other forms of public input (i.e., surveys, interviews, individual comments) facilitated development of a revised final draft Plan presented at a public hearing for further public review and comment prior to adoption.

Finalize Master Plan – Based upon input received from the public, the Commission directed preparation of the final Utah Lake Master Plan. Subsequent to the formal public review process, it is anticipated that the plan will be adopted in spring, 2009.

2.7 Legal Authority and Master Plan Amendments

This master plan is a guiding document of the Utah Lake Commission. It informs and guides the Commission's recommendations for actions to improve and protect Utah Lake. It also acts as a resource for its member agencies in their own responsibilities.

The Utah Division of Forestry, Fire & State Lands (FFSL), recognizes this master plan as a comprehensive management plan for the sovereign lands at Utah Lake. The sovereign lands at Utah Lake are those lands lying below the settled boundary line, roughly the bed of Utah Lake. The following explanation of the Public Trust Doctrine applies to the FFSL's responsibilities for Utah Lake.

2.8 Public Trust Doctrine

The Public Trust Doctrine is a body of common law, property law, case law and state law establishing public rights in navigable waters and on their shores. These public trust lands are called sovereign lands and are held in trust by the state of Utah for the benefit of the public. The trust corpus consists of lands, waters and living resources. The beneficiaries are the public. The State of Utah is the trustee with fiduciary responsibilities to manage the trust for the beneficiaries.

The Public Trust Doctrine provides the public with the right to use and enjoy these trust waters, lands and resources for a wide variety of recognized public uses. The purpose of the doctrine is to assure public access to navigable waters and lands for commerce, navigation, fishing, and other broad uses as well as swimming, recreational boating and preservation of lands in their natural state. In Utah, the state legislature has further codified public trust doctrine to include multiple uses on sovereign land.

The Public Trust Doctrine has been and will continue to be flexible to accommodate changing demands for public trust resources. There is no hierarchy of uses protected under the doctrine but, when there are competing public benefits, the public trust requires that those benefits that best preserve the purpose of the public trust under the circumstances should be given a higher priority.

FFSL has been given authority by the Utah State Legislature for the management of sovereign lands including Utah Lake. As trustee, FFSL strives for an appropriate balance among compatible and competing uses specified in statute and policy, while ensuring that uses protected under the Public Trust Doctrine have primacy. It is desirable to maintain the flexibility to adjust the allocation of public trust resources in response to changes in demand as well as in administrative and legislative policy.

FFSL, under its statutory authority can grant various uses to public and private parties through permits, leases and other legal conveyances; however, the Utah Legislature has chosen to protect the public purposes of hunting, trapping and fishing on sovereign

lands, but may restrict or limit public use with proper notice and determination when leaseholder interest is threatened. There are circumstances under which a lessee or grantee must be able to restrict public access to fully enjoy the rights granted under a lease, permit or sale. Examples include, but are not limited to, restrictions during construction of improvements, harbor operations, military operations and access to personal property. The test of any disposition of an interest in sovereign land is that it must be done without any substantial impairment of the public interest in the lands and waters remaining. This involves a decision by FFSL on the degree of impairment of the trust resource or the public's trust rights within those trust resources.

The use of sovereign lands is subject to regulations under FFSL. Because sovereign lands are public lands, any proposed uses must be evaluated balancing the various public trust interests. The process and procedures for getting approval for using public trust lands are described in Appendix D, Procedures of Sovereign Land Management.

2.9 Management Classification Map

A management classification map developed as part of this master planning process delineates use classifications for areas within the sovereign lands boundary of Utah Lake (Figure 2.4). In addition, Resource Preservation Areas outside the sovereign lands boundary and within the Utah Lake Master Plan Area are shown on the map. This map will provide a guide to the Commission and its members on appropriate land uses adjacent to the designated Management Classifications. The Commission and FFSL may hold public meetings for input regarding use proposals. Following are descriptions of the FFSL Management Classifications.

Class 1 – Existing Leases: Manage to protect existing resource development uses. Those leaseholders, permittees, and grantees, who have existing legal property rights conveyed by FFSL have a right to be protected. This classification is for existing leaseholders and does not necessarily mean that when the lease is expired, cancelled, or terminated, the land use needs to remain in a developed state – it could revert to a non-developed use.

Class 2 – Potential Resource Development Options: Manage to protect potential resource development uses. This classification is used to indicate where development is allowed to occur. This classification can be further refined with stipulations to define types of development, or rate of development. This classification makes no representations on the suitability or feasibility of the land for development.

Class 3 – Open for Consideration of Any Use: Manage as open for consideration of any use. This might include areas which do not currently show development potential and which require no protection or preservation of resident resources now or in the foreseeable future. These areas have the potential to be developed or preserved. See map for restrictions of use in Provo Bay (cross-hatched area).

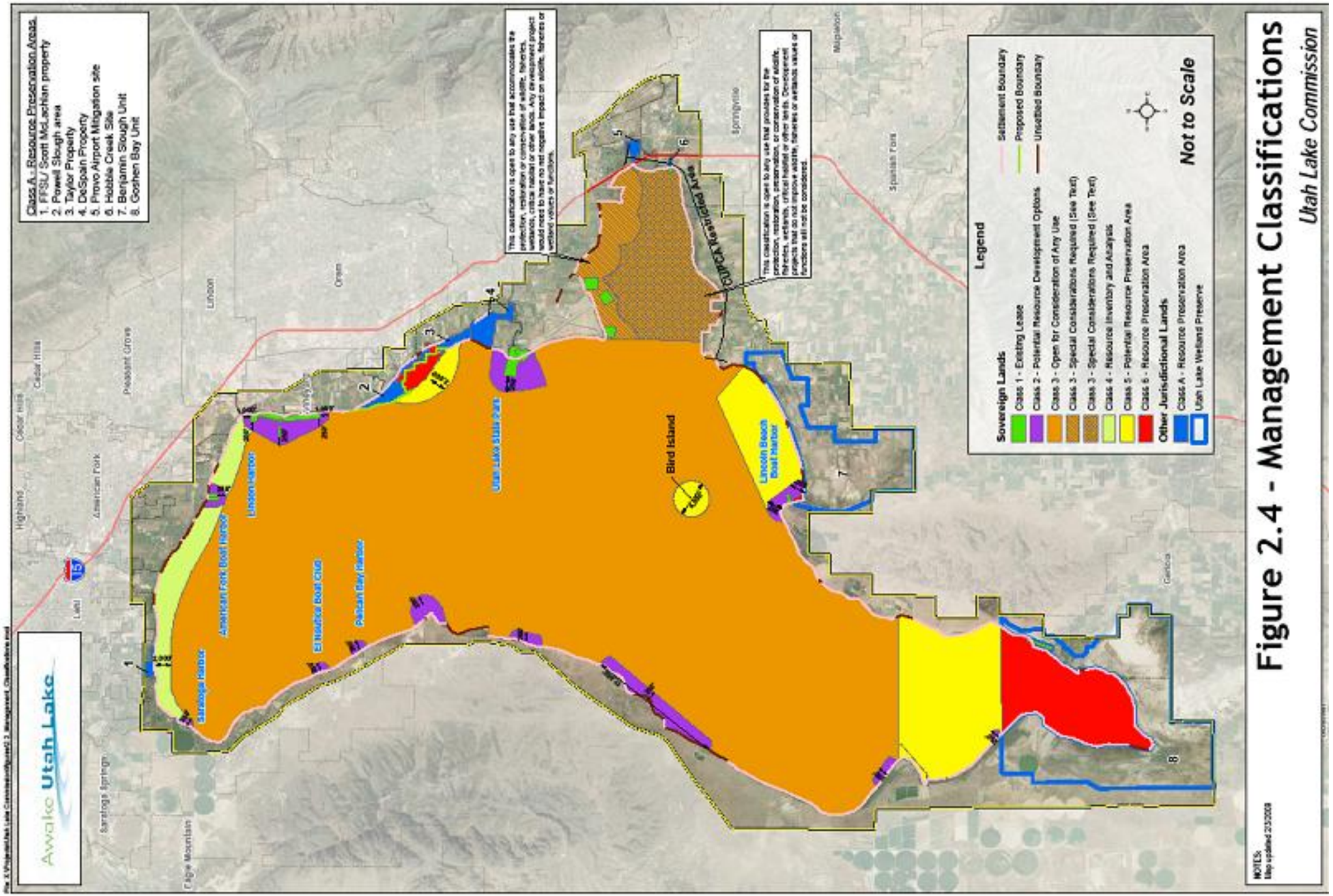


Figure 2.4 - Management Classifications
Utah Lake Commission

Class 4 – Resource Inventory and Analysis: Manage for resource inventory and analysis. This is a temporary classification which allows time to gather the necessary resource information for an informed decision on potential uses.

Class 5 – Potential Resource Preservation Area: Manage to protect potential resource preservation options. This classification is designed to identify areas that may need protection in the future such as sensitive wildlife habitat. This classification can be further refined to allow some limited, low-impact development (e.g., trails) through the use of stipulations.

Class 6 – Resource Preservation Area: Manage to protect existing resource preservation uses. These are areas currently being protected and are projected (either by intent or by legal instrument) to continue to be protected.

Special Designation Areas

Class A – Existing Preservation Areas: Class A includes preservation areas outside the sovereign lands. Details regarding these preservation areas are described in Appendix B – Statement of Current Conditions, pgs 11 and 33.

CUPCA Restricted Area – As part of Public Law 102-575, Sec. 306(d), Central Utah Project Completion Act, the U.S. government prohibited any Federal permits for commercial, industrial or residential development on a portion of the southern shore of the bay. It is described as starting at the mouth of the Spanish Fork River, extending east to the Provo City boundary and extending 2,000 feet into the lake from ordinary high water line

3.0 VISION STATEMENTS

3.1 Purpose of Vision Statements

A vision statement is a description of the desired future circumstances and condition of a community, area or resource. The Utah Lake Commission and its technical committees have articulated Vision Statements for Utah Lake, accompanied by principles that will guide future management to achieve those visions. The vision statements are stated in present tense, as if one is examining what has been accomplished at some point in the future.

The Utah Lake Vision Statement is complemented by a series of plan element vision statements focused on the five Plan elements of land use and shoreline protection, transportation, natural resources, recreation, and public facilities. Specific vision statements for activities associated with these five Plan elements were also developed and are the goals of the Master Plan (see Section 4).

3.2 Utah Lake Vision Statement

The Utah Lake Vision Statement is:

Utah Lake is a focal point of natural resource systems that contribute to the environmental health, economic prosperity and quality of life of area residents and visitors. Through collaborative restoration, protection and sustainable use efforts, the lake and its multiple-use amenities are fully recognized and enjoyed by current and future generations.

3.3 Vision Statements for Plan Elements

Supporting the Utah Lake Vision Statement are vision statements for each of the Plan's five major elements, as follows:

Land Use and Shoreline Protection: Utah Lake benefits from land use principles, best management practices and tools that protect the shoreline, support sound lake management objectives, showcase and protect natural and cultural features, enhance and protect public ownership and access, offer diverse experiences and uses to visitors, and provide for mixed use development that protects the lake's natural features. Impacts to shorelines from development of adjacent properties are minimized. Land use plans, regulations, ordinances and policies affecting the Utah Lake Master Plan Area are guided by and/or are consistent with the Utah Lake Master Plan.

Transportation: A comprehensive multi-modal transportation system provides efficient mobility and access options while safeguarding the ecological integrity and natural features of the area. Motorized transportation routes are complemented by a non-motorized trail system encircling the lake with multiple access points. Long-term transportation plans are consistent with the Utah Lake Master Plan and ensure that the presence and function of the lake are appropriately considered and protected.

Recreation: Utah Lake is a recreation destination that provides economic benefits to the area and is perceived positively by local residents and other visitors. Multiple access points and a variety of well-maintained facilities offer visitors many options that support active recreation (e.g. parks, beaches, boat launches, marinas, campsites, fishing/hunting, and special events), passive recreation (e.g. natural areas, trails, and boardwalks), educational opportunities (e.g. interpretive sites and research areas), and supporting amenities (e.g. concessions, shops, overnight accommodations, and roads) that both safeguard and showcase the lake's natural and cultural features.

Natural Resources: Utah Lake supports healthy populations of native and/or other desirable plant and animal species. Other natural features are protected, preserved and/or enhanced for both their ecological benefits and the enjoyment of visitors. Throughout the watershed; laws, regulations, ordinances, policies, programs, and research/monitoring efforts are coordinated and harmonized to both protect and improve the quality of water and related natural resources for all current and prospective uses. Resource enhancements balance stakeholder interests with the ecological integrity of the lake.

Public Facilities: Public facilities are sufficient to meet the objectives of the other vision statements while preserving the ecological integrity of the lake.

3.4 Specific Vision Statements

The following Specific Vision Statements become the Goals of the Commission in the Master Plan (Section 4.0) and relate to one or more of the five Plan Elements: Land Use/Shoreline Protection (L), Transportation (T), Recreation (R), Natural Resources (N) and Public Facilities (P). The Specific Vision Statements are listed by primary category as used in Section 4.0.

Land Use and Shoreline Protection

1. Coordinated Land Use Planning (L,R,N): Coordination and communication for land-use planning proposals affecting Utah Lake are established through the use of model ordinances, which provide consistency and compatibility among jurisdictions.

2. Mixed Land Uses (L): Mixed land uses around Utah Lake are promoted and protected to include agriculture, residential, commercial, industrial and recreational uses.

3. Land Use Buffer (L): Land uses are located and designed to support lake management objectives; including a buffer between the lakeshore and adjacent development to provide for safety, flood protection, public access, recreation, open space, and resource protection.

4. Land Acquisition and Management (L,R,N): Shoreline, open space, critical lands, and wetland areas are acquired, expanded, and/or protected for public use, preservation of natural resources, and potential mitigation purposes.

5. Sovereign Lands Boundary (L,R,N): The boundary of the sovereign lands is completely settled.

6. Illegal Activities and Misuse of Resources (L,R,N,P): Illegal activities and misuse of resources within the Utah Lake Master Plan Area are minimized by law enforcement and other appropriate use restrictions.

7. Public Safety Coordination (L,T,N,R,P): Public Safety agencies coordinate and cooperate through interagency agreements, to assure public safety and protection of natural resources in and around Utah Lake.

Transportation

8. Trails (T,R): A continuous trail system for non-motorized use around Utah Lake provides a recreational and educational experience with appropriate descriptive displays.

9. Transportation Planning (T,N): The Utah Lake Commission has a significant role in transportation system planning; resulting in solutions that are consistent with the Utah Lake Master Plan, while accommodating population growth and demographic changes in the area.

10. Multi-objective Road System (T): Transportation corridors to and around the shore serve multiple functions; including access to lake destination points and scenic byways, along with commuting and mass transit, which are consistent with the Utah Lake Master Plan.

Natural Resources

11. Natural Areas (L,R,N): Portions of the lakefront and wetland areas are kept in a natural state; wildlife corridors are protected, and feature passive uses (e.g., trail use, hiking, bird watching, photography) focusing on ecological attributes and experiences.

12. Fishery (R,N): The fish community is proactively managed to recover June sucker, support a compatible recreational fishery, and control undesirable or incompatible species (e.g., carp).

13. Educational Opportunities (R,N): A range of educational opportunities are provided that complement the recreational experience and showcase the lake's physical characteristics, biological uniqueness, and cultural resources, as well as its socio-economic significance.

14. Invasive Species (R,N): Existing invasive species (e.g., carp, phragmites) are controlled and effectively managed to minimize their negative effects on Utah Lake natural resources. Programs are implemented to prevent additional invasions.

15. Lake Level (L,R,N): Opportunities are actively considered to reduce fluctuations in lake elevation to accommodate recreational use and ecological improvements;

recognizing that the lake level is influenced by natural hydrology, Utah State water rights and legal agreements.

16. Proactive Enhancement (L,R,N): Site-specific enhancements and engineering solutions (e.g., re-created deltas, urban and riparian forests, mixed-use storm water detention areas, selective dredging and diking, re-vegetation) are pursued consistent with the Utah Lake Master Plan.

17. Water Quality (R,N): The lake features high quality water (chemically, biologically, and visually) that is free from deleterious contaminants and suitable for its beneficial uses.

18. Integrated Resource Management (L,T,R,N): Coordinated management and protection of Utah Lake is facilitated by the Utah Lake Commission through increased communication, institutional arrangements, and other mechanisms as appropriate.

19. Research and Monitoring (N): Strategically developed and fully-implemented research and monitoring programs are established to better understand Utah Lake and its environment.

20. Water Savings (N): Opportunities and proposals are evaluated to increase water savings in Utah Lake (e.g., decrease evaporation losses and increase operational efficiencies).

Recreation

21. Public Access (L,R,P): Adequate public access points are provided to the lake shore, to pocket parks and other day use destinations around Utah Lake, along with appropriate and legal private property crossings, and other amenities.

22. Destinations (L,R,P): Visitors have a range of recreational activities from which to select and are attracted to various destination spots around the lake that feature those activities.

23. Boating (R): Multiple access points and facilities (e.g., marinas and boat ramps) provide visitors with a diverse recreational boating experience (e.g., power, sail, kayaking, windsurfing, canoeing, and fishing) that showcases the aesthetic qualities of the lake.

24. Beaches (L,R,N): Existing beaches are restored and managed. New beaches are developed and managed.

25. Hosted Campgrounds (L,R): A variety of well-maintained and patrolled overnight camping facilities are available.

26. Hunting and Fishing (L,R,N): Safe hunting and fishing opportunities and access locations are identified, consistent with other recreational uses and developed areas.

27. Events (T,R,P): Events, such as tournaments and festivals are promoted. Appropriate access, parking and facilities are developed to accommodate them.

28. Recreation-Related Economic Development (L,T,R,P): Aesthetically pleasing, convenient, and properly-planned recreational developments (e.g., harbors, resorts, shops and/or restaurants) are provided with appropriate access.

29. Public Outreach (R,N): Public perception of Utah Lake is improved by ongoing and effective public outreach and education about its value and uniqueness and by making positive improvements to the lake.

30. Insect Control and Public Health (R): Insect abatement reduces mosquitoes thereby improving the recreational experience and minimizing mosquito-related public health concerns around Utah Lake.

Public Facilities

31. Public Facilities (P): Developments supported by the Commission will have appropriate sanitary facilities, trash removal and law enforcement patrol.

4.0 POLICIES, GOALS, AND OBJECTIVES

4.1 Policies, Goals, Objectives

Policies are statements of principle that support objectives and will guide specific Commission decisions and actions. They give direction to Plan goals and objectives. They will be particularly valuable as "guideposts" in evaluating future proposals and program/ project alternatives that affect Utah Lake.

Specific Vision Statements, as identified in Section 3.4, are the Goals of the Master Plan. *Goals* are general statements that provide guidance in achieving the vision for Utah Lake. They are based on outcomes of the Visioning Workshop, and support achievement of the Visions for Plan Elements (i.e., Land-use and Shoreline Protection, Transportation, Natural Resources, Recreation, Public Facilities). .

Objectives are actions that may be undertaken to achieve Plan goals. Each is associated with a primary goal, but may also support other goals as well. Opportunities identified during the Opportunities and Constraints Workshop are the root sources or ideas for development of the objectives of the Master Plan.

The goals and objectives presented below represent actions generated from the ideas and suggestions received during the planning process and selected by the Commission as priorities for achieving the Utah Lake Vision. Ideas and suggestions not selected as current Goals and Objectives of the plan are presented in Appendix E, Proposed Goals and Objectives Needing Further Review.

4.2 General Policies

Several policies that were developed during the master plan process related to many of the plan elements and are consequently classified as General Policies. Following are the General Policies of the Master Plan.

General Policy 1 – The Commission encourages that any course of action affecting the Utah Lake Master Plan Area be consistent with this Master Plan.

General Policy 2 – The Commission recognizes and respects both private and public property rights (both land and water rights) and supports the lawful acquisition of private and public lands and/or water rights when needed to implement portions of this Master Plan.

General Policy 3 – When available information is insufficient to make informed decisions about matters that concern the Utah Lake Master Plan Area, the Commission will encourage the development and completion of focused studies to fill information gaps.

General Policy 4 – The Commission recognizes and acknowledges that member and non-member entities have statutory and/or corporate responsibilities that must be respected and cannot be delegated. This master plan is not intended to abrogate the statutory responsibilities of any member or non-member.

General Policy 5 – The Commission promotes coordinated management of the Utah Lake Master Plan Area by facilitating communications among its members

and non-members and seeks opportunities to improve management and protection of Utah Lake.

General Policy 6 – The Commission recognizes and supports efforts to apply for and receive funding on behalf of the Commission and its member agencies to implement and accomplish provisions of the Master Plan by leveraging private and public sources.

4.3 Land Use and Shoreline Protection

4.3.1 Land Use and Shoreline Protection Policies

Land Use Policy 1 – The Commission encourages the coordination of general plans and land use regulations among governments within the Utah Lake Master Plan Area.

Land Use Policy 2 – The Commission encourages land uses in the Utah Lake Master Plan Area that are designed, located, and operated so as to protect or enhance the ecological function of Utah Lake's natural resources.

Land Use Policy 3 – The Commission promotes compatible land use transitions and appropriate land use development by facilitating communication, cooperation and collaboration among local governments, state, and federal agencies, to effectively implement the Master Plan.

Land Use Policy 4 – The Commission encourages local governments and state and federal agencies to cooperate to provide effective and efficient law enforcement in the Utah Lake Master Plan Area.

Land Use Policy 5 – The Commission encourages that any recreational and commercial development project be consistent with this Master Plan.

4.3.2 Land Use Goal 1 – Coordinated Land Use Planning

Coordination and communication for land-use planning proposals affecting Utah Lake are established through the use of model ordinances, which provide consistency and compatibility among jurisdictions.

4.3.2.1 Objective L-1.1 – Facilitate Communication among Jurisdictions

Create mechanisms to facilitate regular communication among Commission members and federal agencies. Until creation of the Utah Lake Commission, there was no forum for communication among the communities that surround Utah Lake, Utah County and the state and federal agencies with jurisdictional and management control over the lake, its shoreline and its resources. The Commission has established a standing Technical Committee with supporting subcommittees. After adoption of this Master Plan, the Commission will utilize the Technical Committee and subcommittees to provide a forum for regular discussion of Master Plan implementation strategies and issues that arise in the future. (Supports Specific Vision Statements 1, 7, 9 and 18)

4.3.2.2 Objective L-1.2 – Develop Model Ordinance

Develop a model shoreline protection ordinance intended for adoption by local government entities within the Plan Area. The land-use regulation ordinances of communities surrounding Utah Lake vary in their approach and terminology. Some have developed specific sensitive area or shoreline protection ordinances that establish standards for residential and commercial development. Others have development review processes that impose specific development-related conditions at the time a rezoning or development approval is requested. A challenge to adopt uniform shoreline protection regulations is that the situations, histories and political climates of the communities vary, as do current and future anticipated land uses. The process of developing regulations that have broad support among the communities will consume time and resources and may meet with only limited success due to these differences. It is the sense of the Commission, however, that efforts to develop a model ordinance will enhance communication among Utah Lake area communities and decrease inconsistencies in regulations. (Supports Specific Vision Statements 1, 2 and 3)

4.3.2.3 Objective L-1.3 – Sovereign Lands and Local Land-use Coordination

Ensure coordination of land-use regulation by local governments adjacent to Utah Lake with sovereign land management. FFSL has adopted a management classifications map for Utah Lake that identifies FFSL's management objectives for Utah Lake's sovereign lands. The land uses and development standards applied by the local governments that abut sovereign land should be consistent with the management classifications identified by FFSL.

Figure 2.4 is a map entitled Management Classifications. This map is adopted as part of this Master Plan. It contains two types of management categories; FFSL Management Classifications for sovereign lands and a management category for preservation areas that lie outside of sovereign lands. This map serves regulatory purposes for FFSL's jurisdictional areas and is intended to serve as a guidance map for adjacent land uses. The purpose of this map is to share FFSL's classifications with the public and local communities and to encourage consistency for planned use and development of upland areas adjacent to sovereign lands. (Supports Specific Vision Statements 3, 11 and 18)

4.3.3 Land Use Goal 2 – Mixed Land Uses

Mixed land uses around Utah Lake are promoted and protected to include agriculture, residential, commercial, industrial and recreational uses.

4.3.3.1 Objective L-2.1 – Lake-oriented Development

All development in the Plan Area will relate to the presence of the lake and its ecological systems, and ensure that the lake's value as a recreational amenity is preserved and enhanced. A mix of land uses around Utah Lake will provide for on-going agricultural operations and residential, commercial and industrial development to meet the employment, housing and other needs of the

communities near the lake. (Supports Specific Vision Statements 2, 3, 11, 18 and 28)

4.3.4 Land Use Goal 3 – Land Use Buffers

Land uses are located and designed to support lake management objectives; including a buffer between the lakeshore and adjacent development to provide for safety, flood protection, public access, recreation, open space, and resource protection.

4.3.4.1 Objective L-3.1 – Create Buffer

Consistent with coordinated shoreline protection regulations and, providing for mixed land uses in the Utah Lake Master Plan Area, a limited-use buffer area will be established between sovereign land boundary and adjacent residential, commercial and industrial development uses. This area will provide opportunities for access to the lake, recreation along the shoreline, protection of ecological systems along the shore, interpretive education, and protection of views of Utah Lake. A limited use buffer zone or special land-use regulation designation will be included in shoreline protection ordinances. (Supports Specific Vision Statements 1, 3, 8, 11 and13)

4.3.4.2 Objective L-3.2 – Flooding-based Development Restriction

Residential and commercial and industrial development in the Plan Area should be located outside FEMA 100-year floodplain. Each community has 100-year flood maps that identify this area. The location of residential, commercial and industrial structures in areas prone to flooding can result in damage to both personal property and public infrastructure, and creates a public hazard. As part of coordinated shoreline protection regulation, local governments should consider restricting such development in the identified potential flooding area or adopt restrictive regulations for such development in order to minimize risks of injury and property damage and to protect flood storage areas. (Supports Specific Vision Statements 3, 8, and 11)

4.3.4.3 Objective L-3.3 – Obtain Elevation Data for Shoreline

The Commission will work towards obtaining contour data (1-foot interval) between elevation 4489 and 4495 around the entire lake. Some data is currently available from communities and other data will need to be collected. (Supports Specific Vision Statements (1, 3, 4, 8, 11, 14, 15, 16, 18, 21, 24)

4.3.5 Land Use Goal 4 – Land Acquisition and Management

Shoreline, open space, critical lands, and wetland areas are acquired, expanded, and/or protected for public use, preservation of natural resources, and potential mitigation purposes.

4.3.5.1 Objective L-4.1 – Sensitive Lands Management

Resource management in environmentally sensitive areas will be coordinated among local jurisdictions and state and federal agencies. In order to protect the function of ecological systems and avoid flooding hazards, local governments

and state and federal agencies should collaborate to specifically identify sensitive areas such as wetlands, important habitat, riparian corridors and high groundwater areas, and the Commission will facilitate collaboration on management prescriptions for the agencies and land-use regulations for adoption by local governments. (Supports Specific Vision Statements 3, 11, 18 and 19)

4.3.5.2 Objective L-4.2 – Acquisition of Sensitive Lands

Sensitive habitat areas of special importance will be acquired by legal mechanisms (e.g. conservation easements, fee purchase, transfer of development rights) to ensure long-term protection. (Supports Specific Vision Statements 1, 3, 4, 8, 11, 18, 19, and 21)

4.3.5.3 Objective L-4.3 – Non-Sensitive Land Management

Land use and resource management in areas acquired to implement portions of this master plan will be coordinated among local jurisdictions and state and federal agencies. (Supports Specific Vision Statements 3, 11, 18 and 19)

4.3.5.4 Objective L-4.4 – Acquisition of Non-Sensitive Lands

Non-sensitive land will be acquired by legal mechanisms to accomplish the purposes of this Master Plan. (Supports Specific Vision Statements 1, 3, 4, 8, 11, 18, 19, and 21)

4.3.6 Land Use Goal 5 – Sovereign Lands Boundary

The boundary of the sovereign lands is completely settled.

4.3.6.1 Objective L-5.1 – Support Negotiations

Members of the Utah Lake Commission will assist FFSL, as appropriate, in its negotiations with adjoining property owners to resolve remaining boundary disputes. Uncertainty about the location of the sovereign lands boundary of Utah Lake makes it difficult for local governments to plan for land uses adjacent to the lake, and for state and federal agencies to manage lake resources. Although the primary responsibility for lake boundary resolution lies with FFSL, the Utah Lake Commission offers its support and assistance to FFSL in the interest of protecting public trust assets and advancing the process. (Supports Specific Vision Statements 3, 5, 8, 11 and 21)

4.3.7 Land Use Goal 6 – Illegal Activities and Misuse of Resources

Illegal activities and misuse of resources within the Utah Lake Master Plan Area are minimized by law enforcement and other appropriate use restrictions.

4.3.8 Land Use Goal 7 – Public Safety Coordination

Public Safety agencies coordinate and cooperate through interagency agreements, to assure public safety and protection of natural resources in and around Utah Lake.

4.3.8.1 Objective L-7.1 – Enhanced Law Enforcement

This objective relates to both Land Use Goal 6 – Illegal Activities and Misuse of Resources and Land Use Goal 7 – Public Safety Coordination.

Law enforcement at Utah Lake will be enhanced, given that the current level of policing at existing recreational areas (and along other reaches of the lakeshore) is inadequate. As additional recreation development and other activities occur, the need for patrolling and law enforcement personnel will increase. Commission members will commit the resources necessary to ensure that Utah Lake is a safe and secure place to recreate and that lakeshore development and facilities are secure.

Utah Lake Commission members will enter into an interagency agreement or agreements to provide for public safety at the lakeshore. Due to the number of jurisdictions with Utah Lake management responsibilities, as well as the shared interest in the lake and associated developments and facilities, the members of the Utah Lake Commission will enter into a cooperative agreement to provide resources for adequate safety and property protection for lake visitors and facilities. (Supports Specific Vision Statements 6, 7)

4.4 Transportation

4.4.1 Transportation Policies

Transportation Policy 1 – The Commission will consider transportation projects based on whether or not they are consistent with the goals and objectives of the Master Plan.

Transportation Policy 2 – The Commission will be a proactive participant to monitor and influence transportation planning efforts that may affect Utah Lake, its shorelines, or access to the lake.

Transportation Policy 3 – The Commission encourages member agencies to develop trail ordinances and will pursue mechanisms and opportunities to facilitate the completion of the trail around Utah Lake.

Transportation Policy 4 – The Commission encourages efforts to improve access to existing and future destination points around Utah Lake.

4.4.2 Transportation Goal 1 – Trails

A continuous trail system for non-motorized use around Utah Lake provides a recreational and educational experience with appropriate descriptive displays.

4.4.2.1 Objective T-1.1 – Non-motorized Trail around the Lake

A public non-motorized trail circumnavigating the lake will be constructed. Multiple trail uses will include pedestrian and bicycle use through the entire reach and equestrian and other uses at designated locations along the trail. Intermittent pocket parks will be provided along the trail to access Utah Lake and provide recreational destinations. (Supports Specific Vision Statements 11, 13, 21, 22 and 26)

4.4.2.2 Objective T-1.2 – Trail Ordinance

All members adjacent to Utah Lake and with jurisdiction will have ordinances requiring shoreline trails as a condition of development. This will be part of either a model ordinance or a consistent ordinance between jurisdictions. The ordinance will recognize land use goals and objectives. (Supports Specific Vision Statements 1, 3, 4, 11, 21 and 22)

4.4.3 Transportation Goal 2 – Transportation Planning

The Utah Lake Commission has a significant role in transportation system planning; resulting in solutions that are consistent with the Utah Lake Master Plan, while accommodating population growth and demographic changes in the area.

4.4.3.1 Objective T-2.1 – Continuous Participation in Planning Activities

The Utah Lake Commission will identify and address transportation issues with potential implications for the ecological health of Utah Lake, as well as public access needs and usage levels. Once issues are identified, the Commission will have an early and significant role in addressing them by maintaining continuous communications with local governments, the Utah County Public Works, UDOT Region 3, the Mountainland Association of Governments (MAG), and other entities. (Supports Specific Vision Statements 10, 11, 18, 21, 27 and 28)

4.4.4 Transportation Goal 3 – Multi-objective Road System

Transportation corridors to and around the shore serve multiple functions; including access to lake destination points and scenic byways, along with commuting and mass transit, which are consistent with the Utah Lake Master Plan.

4.4.4.1 Objective T-3.1 – Improved Access

Through coordination led by the Utah Lake Commission with member agencies, UDOT and MAG, access by motorized transportation to destinations (including existing lake public access points) is improved. Improvement includes appropriate signage and commitments to maintain transportation facilities. (Supports Specific Vision Statements 11, 13, 21, 22 and 26)

4.4.4.2 Objective T-3.2 – Cross Lake Transportation

The Utah Lake Commission will consider studies to determine the need for and the feasibility of cross-lake transportation corridors. (Supports Specific Vision Statements 9, 10 and 22)

4.4.4.3 Objective T-3.3 – Scenic Byways

One or more scenic byways featuring Utah Lake views will be developed or otherwise preserved to provide opportunities to enjoy Utah Lake via motorized vehicle. SR-68 and Lincoln Beach Road are presently designated as scenic byways and retaining that status will be supported by the Commission. (Supports Specific Vision Statements 9, 10, 21, 22 and 25)

4.5 Natural Resources

4.5.1 Natural Resources Policies

Natural Resources Policy 1 – The Commission supports and encourages preservation of high value wildlife areas.

Natural Resources Policy 2 – The Commission advocates creation of habitat buffer areas along the shore of Utah Lake in appropriate locations.

Natural Resources Policy 3 – The Commission values and supports efforts to recover federally listed threatened and endangered species and to prevent additional federal listings within the Utah Lake Master Plan Area.

Natural Resources Policy 4 – The Commission will take an active role in expanding and improving interpretive and directional signage to inform the public of the values of Utah Lake.

Natural Resources Policy 5 – The Commission encourages efforts to control invasive or undesirable plant, animal, and insect species.

Natural Resources Policy 6 – The Commission encourages studies to determine the feasibility to reduce lake level fluctuation to accommodate Commission objectives such as recreational use and ecological integrity.

Natural Resources Policy 7 – The Commission will consider engineered solutions to challenges pertaining to Utah Lake as long as they are consistent with other goals and objectives of the Master Plan.

Natural Resources Policy 8 – The Commission encourages and supports opportunities to improve Utah Lake water quality.

Natural Resources Policy 9 –The Commission supports and encourages efforts to better understand the Utah Lake ecosystem through coordinated research and monitoring programs.

Natural Resources Policy 10 – The Commission promotes the efficient use of Utah Lake's water resources and encourages appropriate actions that may reduce evaporation and other losses.

Natural Resources Policy 11 – The Commission encourages the thorough and expedited study of the effects of nutrients on beneficial uses of Utah Lake and supports the pursuit of a site-specific TDS (total dissolved solids) standard for Utah Lake.

Natural Resources Policy 12 – The Commission encourages that planning efforts for the expansion or construction of wastewater treatment facilities consider nutrient removal in the design process.

4.5.2 Natural Resources Goal 1 – Natural Areas

Portions of the lakefront and wetland areas are kept in a natural state; wildlife corridors are protected, and feature passive uses (e.g., trail use, hiking, bird watching, photography) focusing on ecological attributes and experiences.

4.5.2.1 Objective N-1.1 –Investigation of Expansion of Preservation Areas

Utah Lake Wetland Preserve: The Commission will study opportunities to expand and improve the existing Goshen Bay and Benjamin Slough Units of the Utah Lake Wetland Preserve, in coordination with the Utah Reclamation Mitigation and Conservation Commission (URMCC) and include opportunities for low-impact recreational uses such as boating, bird watching, and boardwalk educational recreation. This objective also includes improving access to the existing preserve to help the public understand its value and provide educational recreation activities.

Provo Bay: The Commission will investigate establishment of a wildlife preserve encompassing Provo Bay and its surrounding lands. Uses compatible with the preserve may include boating, public access, boardwalks, hunting, fishing and other similar recreational activities.

North Shore: The Commission will work with local jurisdictions to investigate establishment of a habitat buffer on the north shore of Utah Lake between Lindon Boat Harbor and Saratoga Harbor. This area contains significant wetlands, cultural resources and other important natural habitat. A buffer area extending from 1,000 feet north of existing jurisdictional wetlands to the sovereign land boundary will be studied. This buffer area may include expansion of existing recreational facilities, trails, expansion of wetlands, and re-establishment of beaches through removal of phragmites. The Commission will support acquisition of the buffer areas for public management or management by private entities with the purpose of preservation and low impact recreation. (Supports Specific Vision Statements 3, 4, 8, 13, 17, 21, 22, 23, 24 and 29)

4.5.2.2 Objective N-1.2 –Powell Slough Wildlife Area

The Utah Lake Commission will encourage protection of, increased public education about, and low impact use of the Powell Slough Wildlife Area. Powell Slough and its adjacent lands have valuable natural and cultural resources that include an important discharge to Utah Lake and wetlands. Preservation of existing uses and open space at this location is crucial because of its natural resources value, its proximity to population centers and its access from major transportation routes. (Supports Specific Vision Statements 3, 4, 8, 13, 21, 22, 23, 24 and 29)

4.5.3 Natural Resources Goal 2 – Fishery

The fish community is proactively managed to recover June sucker, support a compatible recreational fishery, and control undesirable or incompatible species (e.g., carp).

4.5.3.1 Objective N-2.1 – Recovery of June sucker

The Commission will support June Sucker Recovery Implementation Program efforts and promote public and member agency education on program benefits. (Supports Specific Vision Statements 12, 13, 14, 17, 27 and 29)

4.5.3.2 Objective N-2.2 – Compatible Recreational Fishery

The Commission will coordinate with Utah Division of Wildlife Resources through the public Utah Lake Fish Forum to facilitate the management and promotion of a recreational fishery that is compatible with June sucker recovery.

4.5.3.3 Objective N-2.3 – Control Undesirable Species

See Natural Resources Goal 4, Objective N-4.3 – Control of Carp and Other Undesirable Fish Species (4.5.5.3).

4.5.4 Natural Resources Goal 3 – Educational Opportunities

A range of educational opportunities are provided that complement the recreational experience and showcase the lake's physical characteristics, biological uniqueness, and cultural resources, as well as its socio-economic significance.

4.5.4.1 Objective N-3.1 – Interpretive and Directional Signage

The Commission will assist in the planning and installation (by member agencies) of interpretive and directional signage at appropriate locations around Utah Lake. Locations may include trails, boardwalks, scenic byways, overlooks, marinas, designated hunting areas, fishing access, and other appropriate sites. (Supports Specific Vision Statements 6, 7, 8, 11, 13, 21, 22, 24, 26 and 29)

4.5.5 Natural Resources Goal 4 – Invasive Species

Existing invasive species (e.g., carp, phragmites) are controlled and effectively managed to minimize their negative effects on Utah Lake natural resources. Programs are implemented to prevent additional invasions.

4.5.5.1 Objective N-4.1 – Promote Understanding of Impacts of Invasive Species

The Commission will promote understanding by the public and stakeholders (e.g., such land owners with invasive species on property) of the negative ecological and recreational impacts of invasive species. (Supports Specific Vision Statements 12, 13, 14 and 29)

4.5.5.2 Objective N-4.2 – Phragmites Control

The Commission will actively promote efforts to control phragmites and be a resource for information on effective phragmites control measures. Phragmites are an invasive, non-native species that result in a monoculture that reduces habitat for numerous beneficial species. (Supports Specific Vision Statements 11, 13, 19, 21, 22, 23, 24, 26 and 30)

4.5.5.3 Objective N-4.3 – Control of Carp and Other Undesirable Fish Species

The Commission will support efforts to reduce populations of carp and other undesirable fish species in the interest of improving habitat and increasing populations of native and other desirable species. (Supports Specific Vision Statements 12, 14, 17, 22, 23 and 27)

4.5.5.4 Objective N-4.4 – Prevent Infestation of Aquatic Nuisance Species

The Commission will support efforts to prevent infestation of aquatic nuisance species (e.g. zebra *(Dreissena polymorpha)* and quagga (*Dreissena bugensis)* mussels). (Supports Specific Vision Statements 11, 12, 13, 22, 23, 24 and 30.)

4.5.6 Natural Resources Goal 5 – Lake Level

Opportunities are actively considered to reduce fluctuations in lake elevation to accommodate recreational use and ecological improvements; recognizing that the lake level is influenced by natural hydrology, Utah State water rights and legal agreements.

4.5.6.1 Objective N-5.1 –Lake Level Studies

The Commission will actively consider studies to investigate the feasibility of reducing lake level fluctuations to accommodate recreational and environmental objectives while not impacting water rights and legal agreements. Although there is evidence that existing lake level fluctuations have detrimental impacts on the environment and recreation of Utah Lake, those effects have not been thoroughly and comprehensively evaluated to determine the range of lake elevations that will be best for recreational and environmental objectives. (Supports Specific Vision Statements 8, 11, 14, 17, 18, 20, 23, 24, 28 and 30)

4.5.7 Natural Resources Goal 6 – Proactive Enhancement

Site-specific enhancements and engineering solutions (e.g., re-created deltas, urban and riparian forests, mixed-use storm water detention areas, selective dredging and diking, re-vegetation) are pursued consistent with the Utah Lake Master Plan.

4.5.7.1 Objective N-6.1 Maintenance of Harbors

The Commission will encourage efforts to dredge boat harbors to maintain their function, provided such actions are in compliance will all applicable federal and state permits. (Supports Specific Vision Statements 16, 21, 22, 23 and 28)

4.5.7.2 Objective N-6.2 Site-specific Enhancements and Engineering Solutions

The Commission will consider and encourage site-specific enhancements and engineering solutions consistent with the Master Plan to achieve the goals and objectives identified in the Master Plan. (Supports Specific Vision Statements 16, 21, 22, 23 and 28)

4.5.8 Natural Resources Goal 7 – Water Quality

The lake features high quality water (chemically, biologically, and visually) that is free from deleterious contaminants and suitable for its beneficial uses.

4.5.8.1 Objective N-7.1 Water Quality Studies

The Commission will encourage the study of phosphorus, nutrient loading and other pollutant effects on beneficial uses of Utah Lake and other studies that may provide information on how to protect and improve Utah Lake water quality. (Supports Specific Vision Statements 17 and 19)

4.5.9 Natural Resources Goal 8 – Integrated Resource Management

Coordinated management and protection of Utah Lake is facilitated by the Utah Lake Commission through increased communication, institutional arrangements, and other mechanisms as appropriate.

4.5.9.1 Objective N-8.1 Continuous Coordination of Resource Agencies

The Commission will use its Technical Committee to identify and pursue opportunities to coordinate efforts of federal, state and local resource management agencies. (Supports Specific Vision Statements 1, 4, 5, 18 and 19)

4.5.10 Natural Resources Goal 9 – Research and Monitoring

Strategically developed and fully-implemented research and monitoring programs are established to better understand Utah Lake and its environment.

4.5.10.1 Objective N-9.1 – Coordinate Research and Monitoring Activities

The Commission will be a source for past and on-going research, data collection and monitoring on Utah Lake. The Commission will maintain a library on Utah Lake research and provide a data repository. (Supports Specific Vision Statements 11, 12, 13, 14, 16, 17, 18 and 19)

4.5.10.2 Objective N-9.2 – Establish Utah Lake Research Facility

The Commission will support efforts of its members and/or others to establish a Utah Lake research facility. The purpose of this facility may include Utah Lake specific scientific research and monitoring. Appropriate location(s) for this facility will include one or a combination of the following parameters: access to diverse natural and cultural resources, public access, proximity to population, available property at reasonable cost. (Supports Specific Vision Statements 11, 12, 13, 14, 15, 16, 17, 18 and 19, 22)

4.5.11 Natural Resources Goal 10 – Water Savings

Opportunities and proposals are evaluated to increase water savings in Utah Lake (e.g., decrease evaporation losses and increase operational efficiencies).

4.5.11.1 Objective N-10.1 – Reduce Surface Evaporation

Opportunities to reduce surface water evaporation will be pursued and evaluated for consistency with other Master Plan goals. (Supports Specific Vision Statements 17 and 20)

4.5.11.2 Objective N-10.2 – Increase Operational Efficiencies

Opportunities to increase operational efficiencies will be pursued and evaluated for consistency with other Master Plan goals. (Supports Specific Vision Statements 17 and 20)

4.6 Recreation

4.6.1 Recreation Policies

Recreation Policy 1 – The Commission encourages efforts to improve public access facilities and increase opportunities for public access to Utah Lake.

Recreation Policy 2 –The Commission encourages development of recreation facilities that minimize adverse impacts to sensitive lands and resources and are consistent with the goals and objectives of the Master Plan.

Recreation Policy 3 – The Commission encourages the distribution of recreation opportunities around Utah Lake appropriate to population and needs.

Recreation Policy 4 – The Commission promotes the development of a variety of recreational opportunities at Utah Lake.

4.6.2 Recreation Goal 1 – Public Access

Adequate public access points are provided to the lake shore, to pocket parks and other day use destinations around Utah Lake, along with appropriate and legal private property crossings, and other amenities.

4.6.2.1 Objective R-1.1 – Secure Legal Public Access

The Commission encourages the development of lake access areas for a variety of uses. Public access to private holdings should be secured by purchase, donation, easement or other means appropriate to the land ownership and proposed uses of the access point. Much of the Utah Lake shoreline is privately owned, constraining public access. There may be opportunities for expanded access on lands owned and managed by public agencies. (Supports Specific Vision Statements 4, 8, 11, 19, 21, 23, 24, 25 and 26)

4.6.2.2 Objective R-1.2 – Improve Access Points

The Commission encourages improvements to public access points including roads, signage, parking, pocket parks, sanitary facilities and other amenities. Commission members will cooperate to provide the resources necessary to appropriately improve and maintain existing and future public access points to Utah Lake. (Supports Specific Vision Statements 8, 11, 21, 23, 24, 25 and 26)

4.6.2.3 Objective R-1.3 – Common Standards and Theme

The Commission will provide common design standards and a unified theme for recreational improvements at Utah Lake. Although many local, state and federal entities are engaged in providing recreation, the lake should be seen by recreational users as a single, multi-faceted destination. Developing a common design theme for recreational improvements, interpretive and directional signage, and promotional activities will encourage lake visitation and promote balance use among the various recreation destinations at the lake. (Supports Specific Vision Statements 13, 22, 27, and 29)

4.6.2.4 Objective R-1.4 – Additional Access

The Commission will encourage actions to provide additional recreational access; including additional non-fee access; and amenities at Utah Lake, to realize full and effective enjoyment of its recreational resources. The Commission will work with FFSL to identify legal access to sovereign lands. (Supports Specific Vision Statements 4, 8, 11, 19, 21, 23, 24, 25 and 26)

4.6.3 Recreation Goal 2 – Destinations

Visitors have a range of recreational activities from which to select and are attracted to various destination spots around the lake that feature those activities.

4.6.3.1 Objective R-2.1 – Variety of Recreational Activities

The Commission will encourage actions to provide multiple destinations and facilities for lake recreation such as marinas, boat ramps, beaches, trails and natural areas. Given the extensive private ownership adjacent to the Utah Lake shoreline, recreational users will be guided to specific recreation destinations. Cumulatively, lake destinations should provide a wide range of activities (e.g., motorized and non-motorized boating, water-skiing, fishing, walking, and wildlife observation.) The Commission will encourage a variety of lake recreational activities and promote management and appropriate facilities to avoid user conflicts. (Supports Specific Vision Statements 8, 11, 13, 21, 22, 23, 24, 25, 26, 27 and 28)

4.6.3.2 Objective R-2.2 – Promote Destinations

Develop and publicize a descriptive listing of lake destinations and associated facilities and amenities in the interest of promoting recreational activity. (Supports Specific Vision Statements 27 and 29)

4.6.4 Recreation Goal 3 – Boating

Multiple access points and facilities (e.g., marinas and boat ramps) provide visitors with a diverse recreational boating experience (e.g., power, sail, kayaking, windsurfing, canoeing, and fishing) that showcases the aesthetic qualities of the lake.

4.6.4.1 Objective R-3.1 – Study Needs for Marinas and Informal Boat Access

The Commission will encourage coordinated study of the need to expand or improve existing marinas and informal boat access and to develop new marinas and new informal boat access.

<u>Expand/ Improve Existing Marinas</u>

Study the need for and impact of expanding and improving existing, publicly accessible marinas as dictated by demand.

New Marinas

Evaluate the need for and impact of developing new marinas at appropriate locations on Utah Lake.

Expand / Improve Existing Informal Boat Access

Study the need for and impact of expanding and/or improving existing informal boat access to Utah Lake. A number of lake access points are currently used for launching small motorized fishing and hunting boats, and for non-motorized craft such as kayaks and windsurfers. Most of these access points lack facilities (e.g., designated parking areas, sanitary facilities and trash removal).

Additional Informal Boat Access

Evaluate the need for and impact of securing and developing additional informal boat access points on Utah Lake. Several parcels of public and government agency-owned property that abut Utah Lake have been identified as possible future informal boating access points. The Commission will identify appropriate locations to develop additional informal boating access, identify steps to secure public access and plan for their improvement.

(Supports Specific Vision Statements 21, 22, 23, and 24.)

4.6.4.2 Objective R-3.2 –Boat Use

The Commission will work with Utah Division of State Parks and Recreation, the boating authority for the state of Utah and administrator of the Utah Boating Act, to promote safe and enjoyable boating experiences on Utah Lake for all boaters. The Commission will assist the Utah Division of State Parks and Recreation to promote established education and outreach programs, which are designed to decrease user conflicts. Mandatory boater education will be promoted to give all boaters knowledge of boating laws, safety issues, ethics, environmental issues, and an understanding of various user group needs. (Supports Specific Vision Statements13, 21 and 23)

4.6.5 Recreation Goal 4 – Beaches

Existing beaches are restored and managed. New beaches are developed and managed.

4.6.5.1 Objective R-4.1 – Improve Existing Beaches

Improve existing Utah Lake beaches that provide for public access and boat launching, including Sandy Beach and Lincoln Beach, among others. Most of these beach areas lack parking, sanitation facilities, and other facilities, and are not actively managed by a government entity. The Commission will identify these beaches, assess current facilities and conditions, and develop a facilities improvement plan that includes a maintenance and management program with identified responsibilities and resources. (Supports Specific Vision Statements 21, 22, 23 and 24)

4.6.5.2 Objective R-4.2 – Identify New Beach Locations

Identify appropriate locations for new beaches on Utah Lake. The Commission will prepare an acquisition, development and management plan for beaches, and identify responsibilities and resources to implement the plan. (Supports Specific Vision Statements 21, 22, 23 and 24)

4.6.6 Recreation Goal 5 – Hosted Campgrounds

A variety of well-maintained and patrolled overnight camping facilities are available.

4.6.6.1 Objective R-5.1 – Identify / Develop Overnight Camping

Identify and develop overnight camping facilities near Utah Lake. Utah Lake State Park presently provides the only lakeside camping facilities. Additional opportunities can be created in conjunction with development of the lakeshore trail system. The Commission will identify appropriate locations for overnight camping and prepare an acquisition, development, operation and management plan for camping facilities. (Supports Specific Vision Statements 21, 22, and 25)

4.6.7 Recreation Goal 6 – Hunting and Fishing

Safe hunting and fishing opportunities and access locations are identified, consistent with other recreational uses and developed areas.

4.6.7.1 Objective R-6.1 – Hunting Opportunities

Identify and manage hunting areas on Utah Lake to maximize the quality of the experience while avoiding potential conflicts with other uses. Some areas are more suitable for hunting than others. The Commission, in coordination with the Utah Division of Wildlife Resources, will identify the most appropriate hunting areas and prepare a plan to acquire and develop public access sites with appropriate facilities (e.g., parking, and sanitation facilities). (Supports Specific Vision Statements 21, 22, and 26)

4.6.7.2 Objective R-6.2 – Fishing Opportunities

The Commission, in coordination with the Utah Division of Wildlife Resources, will encourage public access for angling opportunities, with appropriate facilities, at Utah Lake. Utah Lake is currently targeted for 160,000 angler hours of recreation annually, as identified in the Utah Division of Wildlife Resources' Utah Lake Drainage Management Plan. This will include fishing from boats, shoreline, and ice fishing. Efforts will also be made to improve angler access through programs such as Utah Division of Wildlife Resources' Walk-In Access program.

4.6.8 Recreation Goal 7 – Events

Events, such as tournaments and festivals are promoted. Appropriate access, parking and facilities are developed to accommodate them.

4.6.8.1 Objective R-7.1 – Develop Events Plan

Develop plans to encourage and manage public events at Utah Lake. The Commission will identify the types and locations of appropriate events that showcase the lake and its resources. The Commission will encourage preparation of an acquisition, development and events management plan that

identifies and provides for requisite facilities, natural resource protection, resources and management responsibilities to ensure successful events. (Supports Specific Vision Statements 13, 22, 27 and 29)

4.6.9 Recreation Goal 8 – Recreation-Related Economic Development

Aesthetically pleasing, convenient, and properly-planned recreational developments (e.g., harbors, resorts, shops and/or restaurants) are provided with appropriate access.

4.6.9.1 Objective R-8.1 – Development Standards

In conjunction with the affected local government jurisdictions, the Commission will provide for compatible lakeside commercial development and encourage identification of appropriate locations for commercial development that relates to and enhances the recreational and natural resources of Utah Lake. The Commission will develop criteria for evaluating commercial development plans, that consider seasonal demands and ecological constraints and are consistent with the goals, objectives and policies of the Master Plan. The Commission will also prepare development standards to ensure that allowed development is compatible with the lake's environment. (Supports Specific Vision Statements 1, 2, 22 and 28)

4.6.10 Recreation Goal 9 – Public Outreach

Public perception of Utah Lake is improved by ongoing and effective public outreach and education about its value and uniqueness and by making positive improvements to the lake.

4.6.10.1 Objective R-9.1 – Public Outreach Plan

The Commission will develop a plan for public outreach, promotion and education to enhance public perception of Utah Lake. In conjunction with the educational goal (Natural Resources Goal 3 – Educational Opportunities) discussed in the natural resources section of this Plan, the Commission will develop a comprehensive communications plan that promotes appropriate recreational uses; educates the public about the history, characteristics, and natural resources of the lake; and supports appropriate commercial development. The plan will include provisions for on-going communication (e.g., Commission website updates, city newsletters, periodic newsletters event advertisements) and other similar techniques. (Supports Specific Vision Statements 13, 27 and 29)

4.6.11 Recreation Goal 10 – Insect Control and Public Health

Insect abatement reduces mosquitoes thereby improving the recreational experience and minimizing mosquito-related public health concerns around Utah Lake.

4.6.11.1 Objective R-10.1 – Improve Mosquito Abatement

Abatement of mosquitoes and other pests has been the responsibility of Utah County government and efforts by the County and/or Commission members will be increased as determined necessary. (Supports Specific Vision Statement 30)

4.7 Public Facilities

4.7.1 Public Facilities Policy

The Commission will consider and evaluate the availability of public facilities to support proposed projects based on standards for public facilities.

4.7.2 Public Facilities Goal

Developments supported by the Commission will have appropriate sanitary facilities, trash removal and law enforcement patrol.

4.8 Proposed Goals and Objectives Needing Further Review

There were numerous potential goals and objectives identified during development of the Master Plan. Appendix E, Proposed Goals and Objectives Needing Further Review, describes those goals and objectives not pursued, along with explanations stating why further review is appropriate.

5.0 PRIORITY OF GOALS

5.1 Classification

The goals of the Utah Lake Master Plan have been separated into the following categories:

a. High Priority Goals

b. Medium Priority Goals

All of the identified goals are important to fulfillment of the Utah Lake Vision Statement. The High Priority Goals are those which are deemed to be most important to fulfillment of the Vision Statements. The Medium Priority Goals are important, but are deemed to be of lesser immediate beneficial impact to fulfillment of the Vision Statements. The High Priority Goals will receive more intense immediate focus of attention by the Utah Lake Commission, even though some of the Medium Priority Goals may be pursued simultaneously.

5.2 High Priority Goals

The following High Priority Goals were prioritized by members of the Utah Lake Commission. Prioritization was based on four selection criteria, including: 1) Importance to Utah Lake ecosystem, 2) Importance to meeting the Vision Statements for Plan Elements, 3) Relative immediacy of need to take action to meet the goals, and 4) Public health and safety. These goals are listed in order of priority as established by the Commission and its Technical Committee. The first two goals, Natural Resources Goal 4 – Invasive Species and Land Use Goal 4 – Land Acquisition and Management, have been identified as being of greatest beneficial value compared to the others, which are relatively similar in importance to each other. An explanation of specific reasons for each goal's selection as high priority is also provided.

Natural Resources Goal 4 - Invasive Species: Existing invasive species (e.g., carp, phragmites) are controlled and effectively managed to minimize their negative effects on Utah Lake natural resources. Programs are implemented to prevent additional invasions.

Explanation: Both carp and phragmites have severely impacted the lake. Carp have been identified as a principal obstacle to restoration of the June sucker and aquatic vegetation. Phragmites are spreading along the shoreline, rapidly destroying diverse habitat. The immediacy of phragmites control is predicated on holding the line and pushing back its advance. The threat of invasion by quagga and zebra mussels is increasing with close proximity of known populations.

Land Use Goal 4 - Land Acquisition and Management: Shoreline, open space, critical lands, and wetland areas are acquired, expanded, and/or protected for public use, preservation of natural resources, and potential mitigation purposes.

Explanation: The threat of encroachment of development onto shorelines and adjacent important habitat areas and/or sensitive lands makes this goal important to pursue quickly. Preservation of these lands is also important to the ecosystem of Utah Lake. Preservation of access and trail corridors is also important to meeting the Vision Statements for Plan Elements for the lake.

Land Use Goal 1 - Coordinated Land Use Planning: Coordination and communication for land-use planning proposals affecting Utah Lake are established through the use of model ordinances, which provide consistency and compatibility among jurisdictions.

Explanation: Several goals identified by this Master Plan are dependent on coordination of land use planning among the Commission members adjacent to Utah Lake. This goal will establish consistency of uses among communities.

Transportation Goal 1 - Trails: A continuous trail system for non-motorized use around Utah Lake provides a recreational and educational experience with appropriate descriptive displays.

Explanation: This goal is a very high priority for the Commission. Implementation of this goal will primarily be the responsibility of Commission members and will require many years to complete. Several other High Priority goals will result in protection of corridors for the trail. They include Land Acquisition and Management, Natural Areas, Coordinated Land Use Planning, and Land Use Buffers.

Natural Resources Goal 2 - Fishery: The fish community is proactively managed to recover June sucker, support a compatible recreational fishery, and control undesirable or incompatible species (e.g., carp).

Explanation: Managing the fishery to recover June Sucker and control carp is ongoing and being facilitated through the June Sucker Recovery Implementation Program. The establishment and management of a compatible sport fishery is being facilitated by the Utah Division of Wildlife Resources. Sufficient funding to fully implement and sustain long-term carp control is lacking and should be sought.

Natural Resources Goal 7 - Water Quality: The lake features high quality water (chemically, biologically, and visually) that is free from deleterious contaminants and suitable for its beneficial uses.

Explanation: Improving the water quality of Utah Lake is a very high priority. TMDL study efforts and other Utah Division of Water Quality efforts focus on this goal. Other Commission members are also working to reduce contaminant discharges to Utah Lake. Attaining high quality water is a long-term effort but completing one of the other High Priority goals, Invasive Species, will be a major first step to its accomplishment through control of carp in Utah Lake.

Recreation Goal 9 - Public Outreach: Public perception of Utah Lake is improved by ongoing and effective public outreach and education about its value and uniqueness and by making positive improvements to the lake.

Explanation: Public outreach will be needed to continue the enthusiasm and support for the goals and objectives set forth in this Master Plan. An on-going public outreach program will benefit and improve the likelihood of success of all the other goals.

Transportation Goal 2 - Transportation Planning: The Utah Lake Commission has a significant role in transportation system planning; resulting in solutions that are consistent with the Utah Lake Master Plan, while accommodating population growth and demographic changes in the area.

Explanation: With population projections increasing county-wide, transportation issues will continue to increase and potential impacts on Utah Lake may, consequently, also increase. Transportation planning should be compatible with the goals and objectives of the Utah Lake Master Plan. The Commission is already active in participating in transportation planning associated with Utah Lake.

Natural Resources Goal 1 - Natural Areas: Portions of the lakefront and wetland areas are kept in a natural state; wildlife corridors are protected, and feature passive uses (e.g., trail use, hiking, bird watching, photography) focusing on ecological attributes and experiences.

Explanation: Natural areas that have value as preserves need to be established or expanded before other use pressures occur. Areas identified with high ecological value include the Goshen Bay Preserve, Benjamin Slough, Provo Bay, Powell Slough and the North Shore. Consideration should be given to preserving these areas.

Land Use Goal 3 - Land Use Buffer: Land uses are located and designed to support lake management objectives; including a buffer between the lakeshore and adjacent development to provide for safety, flood protection, public access, recreation, open space, and resource protection.

Explanation: Use of buffers around the entire lake will protect public access, help preserve trail corridor and limit encroachment of development on the lake and adjacent natural areas. This has high importance for the recreation, natural resources and transportation visions for the lake.

Land Use Goal 5 - Sovereign Lands Boundary: The boundary of the sovereign lands is completely settled.

Explanation: Finalizing the boundaries of the Sovereign Lands will help state agencies, Commission members, private property owners and the Commission to know their rights and responsibilities. It will help accomplish other Commission goals by identifying the needs for coordination with private property owners in obtaining access, removing phragmites, establishing natural areas, developing trails and accomplishing many other Commission goals.

Recreation Goal 1 - Public Access: Adequate public access points are provided to the lake shore, to pocket parks and other day use destinations around Utah Lake, along with appropriate and legal private property crossings, and other amenities.

Explanation: Increased public access to Utah Lake was identified throughout the planning process as important to the public and Commission members. Many of the other High Priority goals will help improve public access, including removal of phragmites, acquisition of shoreline, preservation of natural areas, development of a trail around the lake, improved land use planning and creation of buffers. Transportation planning efforts will also help preserve access corridors to the lake.

Land Use Goal 6 - Illegal Activities and Misuse of Resources: Illegal activities and misuse of resources within the Utah Lake Master Plan Area are minimized by law enforcement and other appropriate use restrictions.

Explanation: Enforcement of laws protecting Utah Lake is on-going but its importance is elevated by the need to protect resources and meet the Vision Statements for Plan Elements. If enforcement lags behind population growth, illegal activities will increase, resulting in loss of important natural lake resources and impairment to the recreational value of the lake.

Recreation Goal 3 - Boating: Multiple access points and facilities (e.g., marinas and boat ramps) provide visitors with a diverse recreational boating experience (e.g., power, sail, kayaking, windsurfing, canoeing, and fishing) that showcases the aesthetic qualities of the lake.

Explanation: The Commission and its members can encourage and support actions that improve diverse recreational boating experiences on Utah Lake. This includes, but is not limited to, increasing informal small boat launching facilities and encouraging private investments in boating related services.

Natural Resources Goal 8 - Integrated Resource Management: Coordinated management and protection of Utah Lake is facilitated by the Utah Lake Commission through increased communication, institutional arrangements, and other mechanisms as appropriate.

Explanation: Integrated resource management means that resources allocated to Utah Lake are efficiently applied to its protection. The Commission can have a significant role in facilitating and coordinating the activities of its members in regulating and enforcing existing laws, providing services, and being a centralized repository of knowledge of Utah Lake issues.

Natural Resources Goal 10 - Water Savings: Opportunities and proposals are evaluated to increase water savings in Utah Lake (e.g., decrease evaporation losses and increase operational efficiencies).

Explanation: Reducing evaporative and operational water losses associated with Utah Lake is a highly valued but extremely challenging goal. The Commission recognizes the importance of water savings, in particular when those saving may benefit of the lake, itself by improving water quality or stabilizing lake levels.

Recreation Goal 10 - Insect Control and Public Health: Insect abatement reduces mosquitoes thereby improving the recreational experience and minimizing mosquito-related public health concerns around Utah Lake.

Explanation: A significant impediment to enjoying recreational activities around Utah Lake is mosquitoes and other insects. Public comments include many statements that mosquitoes and other insects greatly diminished recreational opportunities and result in a negative perception of the lake. In addition, reduction of mosquitoes has a potential human health benefit of reducing the potential for disease transmission, including West Nile virus, which is present in Utah County.

Land Use Goal 7 - Public Safety Coordination: Public Safety agencies coordinate and cooperate through interagency agreements, to assure public safety and protection of natural resources in and around Utah Lake.

Explanation: Vandalism, dumping and other illegal activities have increased around Utah Lake with increased population pressures. Multiple agencies have responsibilities for public safety on and around Utah Lake. They include the Division of State Parks and Recreation, Utah County Sheriff's Office and the police departments of each of the cities adjacent to the lake. This goal would be to coordinate those efforts to be more effective and potentially diminish illegal activities and improve response times to public safety incidences.

5.3 Medium Priority Goals

The Medium Priority Goals are those that are of lesser urgency than High Priority Goals and/or have less immediate need to be achieved in order to attain the visions for the lake. Efforts to achieve these goals should be pursued as opportunities arise. The Medium Priority Goals are not listed in priority but are sequential as they appear in the Master Plan.

Land Use Goal 2 - Mixed Land Uses: Mixed land uses around Utah Lake are promoted and protected to include agriculture, residential, commercial, industrial and recreational uses.

Transportation Goal 3 - Multi-objective Road System: Transportation corridors to and around the shore serve multiple functions; including access to lake destination points and scenic byways, along with commuting and mass transit, which are consistent with the Utah Lake Master Plan.

Natural Resources Goal 3 - Educational Opportunities: A range of educational opportunities are provided that complement the recreational experience and showcase the lake's physical characteristics, biological uniqueness, and cultural resources, as well as its socio-economic significance.

Natural Resources Goal 5 - Lake Level: Opportunities are actively considered to reduce fluctuations in lake elevation to accommodate recreational use and ecological improvements; recognizing that the lake level is influenced by natural hydrology, Utah State water rights and legal agreements.

Natural Resources Goal 6 - Proactive Enhancement: Site-specific enhancements and engineering solutions (e.g., re-created deltas, urban and riparian forests, mixed-use storm water detention areas, selective dredging and diking, re-vegetation) are pursued consistent with the Utah Lake Master Plan.

Natural Resources Goal 9 - Research and Monitoring: Strategically developed and fully-implemented research and monitoring programs are established to better understand Utah Lake and its environment.

Recreation Goal 2 - Destinations: Visitors have a range of recreational activities from which to select and are attracted to various destination spots around the lake that feature those activities.

Recreation Goal 4 - Beaches: Existing beaches are restored and managed. New beaches are developed and managed.

Recreation Goal 5 - Hosted Campgrounds: A variety of well-maintained and patrolled overnight camping facilities are available.

Recreation Goal 6 - Hunting and Fishing: Safe hunting and fishing opportunities and access locations are identified, consistent with other recreational uses and developed areas.

Recreation Goal 7 - Events: Events, such as tournaments and festivals are promoted. Appropriate access, parking and facilities are developed to accommodate them.

Recreation Goal 8 - Recreation-Related Economic Development: Aesthetically pleasing, convenient, and properly-planned recreational developments (e.g., harbors, resorts, shops and/or restaurants) are provided with appropriate access.

Public Facilities - Developments supported by the Commission will have appropriate sanitary facilities, trash removal and law enforcement patrol.

6.0 PLAN ADOPTION AND AMENDMENT

6.1 Plan Adoption and Amendment

This Master Plan is the guiding document for the Commission and the Utah Division of Forestry, Fire & State Lands (FFSL), and is a resource for all Commission member agencies. Consequently, procedures for Plan adoption and amendment must consider the needs of Commission members and also meet the legal requirements of FFSL.

The Utah Lake Commission was established via inter-agency agreement among many local governmental entities in Utah County. By resolution of the Utah Legislature, Utah State agencies including FFSL, the Utah Department of Natural Resources, and the Utah Department of Environmental Quality were authorized to join the Commission. The Commission's powers and authority arise from the agreement of its member entities, as represented on the Commission Board of Directors. FFSL is a division of state government, with powers and responsibilities established by state statutes. The Commission may act pursuant to its bylaws as agreed to by its members. FFSL acts pursuant to its enabling law and adopted rules. Notwithstanding FFSL adoption of the Utah Lake Commission master plan as FFSL's management plan, nothing herein legally precludes FFSL from modifying and amending their management plan independent of the Utah Lake Commission's master plan; however, if such a need arises, FFSL will not amend their management plan without consultation with the Utah Lake Commission.

6.1.1 Plan Adoption

Utah Lake Commission – The Utah Lake Commission takes action on a matter by resolution approved by a majority of the voting members present at the meeting when action is taken. The Commission has established an Executive Committee and Technical Committees to provide advice to the Commission Board. The Utah Lake Master Plan has been developed with the assistance of these committees, and was presented to the Board with a recommendation for approval without adoption. The Commission approved (not adopted) the Master Plan and forwarded it to FFSL for review and approval pursuant to R652-90-600. Simultaneous to FFSL approval and issuance of a Record of Decision, the Commission adopted the Master Plan by resolution.

Utah Division of Forestry, Fire & State Lands - Pursuant to Utah Statutes 65A-2-2 and 65A-2-4 and the implementing regulations of R652-90, FFSL is empowered to prepare and adopt management plans for sovereign lands and resources. R652-90-200 provides, in part; "These procedures establish comprehensive land-management policies using multiple-use, sustained-yield principles in order to make the interest of the beneficiary paramount. Management plans shall guide the implementation of stated management objectives, and provide direction for land-use decisions and activities on sovereign lands."

Pursuant to R652-90-600, management plans may be approved as follows:

> "1. Comprehensive management plans shall be published in draft form and sent to persons on the mailing list established under R652-90-400, the Governor's Office of Planning and Budget, and other persons upon request.
>
> (a). A public comment period of at least 45 days shall commence upon receipt of the draft in the Governor's Office of Planning and Budget.
>
> (b). All public comment shall be acknowledged pursuant to 65A-2-4(2).
>
> (c). [FFSL]'s response to the public comment shall be summarized in the final comprehensive management plan.
>
> (d). Comments received after the public comment period shall be acknowledged but need not be summarized in the final plan."

At the end of the comment period, and after providing the required responses to comments, FFSL approved the Utah Lake Master Plan as a comprehensive management plan (CMP) by Record of Decision (09-301-UL CMP).

6.1.2 Plan Amendment

This Master Plan is a living document that can be modified and updated as conditions (and goals of the Commission) change. Reassessment at least every ten (10) years is a requirement of plan adoption. Given the differing authorities of the Commission and FFSL, amendment of the approved Master Plan will occur either with FFSL concurrence when proposed amendments affect sovereign lands or with FFSL participating in the review only as a Commission member when proposed amendments do not affect sovereign lands.

The appendices of this master plan were compiled to offer a greater understanding of Utah Lake, the planning process, sovereign land management, and to offer implementation strategies for the Commission as they work toward achieving the visions identified in the Master Plan. If appropriate, the appendices shall be modified by the Commission to meet the desired goals identified for Utah Lake. Modifying appendices does not constitute changing the Master Plan; and therefore, does not require a formal plan amendment process.

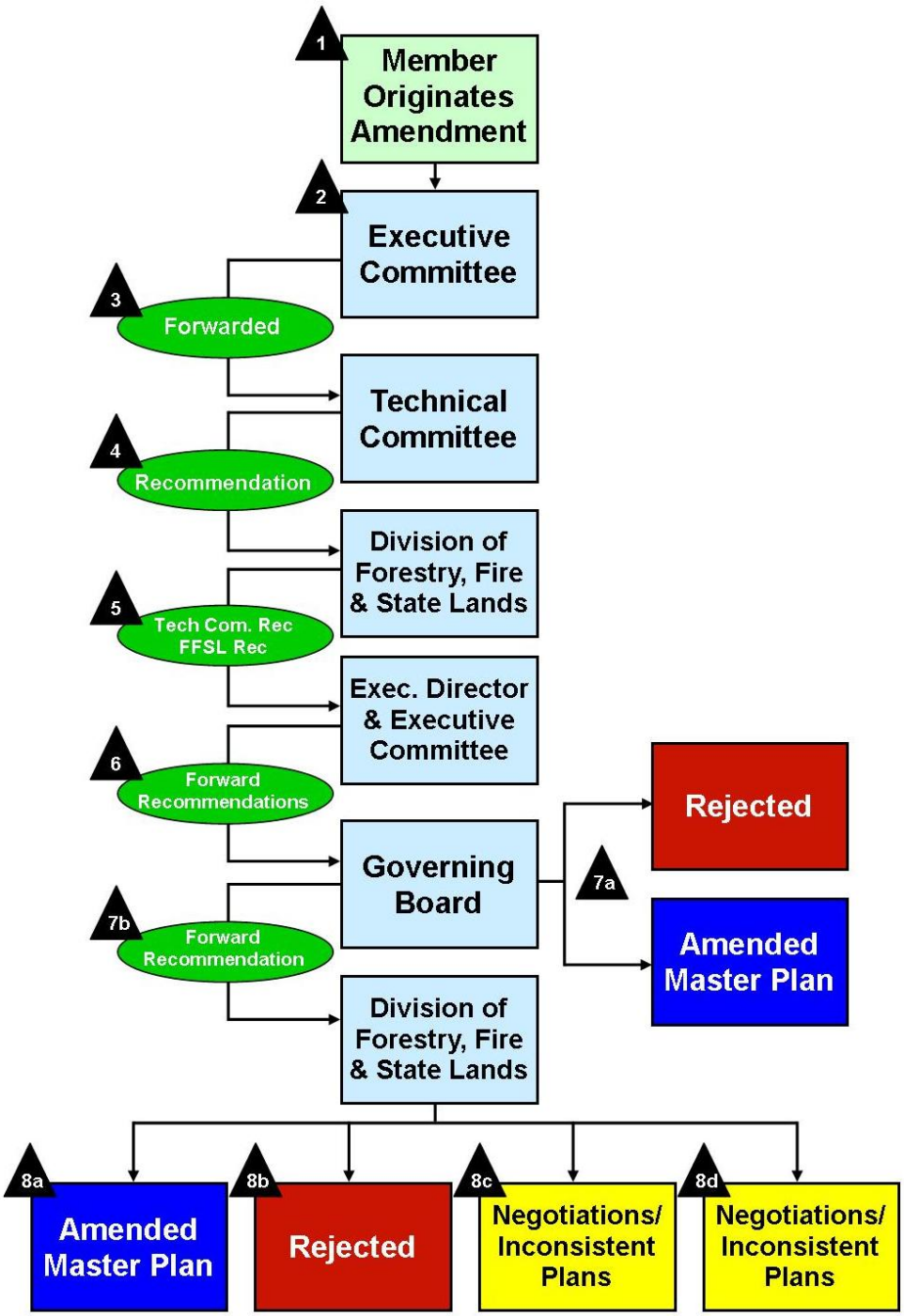
The procedure for amending this Master Plan is as follows. Figure 6.1 is a flow diagram of the process.

1. Amendment proposals may originate with any of the member agencies or the Executive Committee or the governing board of the Commission.
2. A proposal for amendment will be presented to the Executive Committee of the Commission.
3. The Executive Committee will review the amendment proposal and forward it, along with questions or direction for evaluation of associated issues, to the Technical Committee for recommendation.

4. The Technical Committee will prepare a written recommendation for the governing board of the Commission on the proposed amendment. The Technical Committee's recommendation will be conveyed to FFSL.
5. FFSL will determine if the proposed amendment affects Sovereign Lands. FFSL will add its recommendations, concerns, and modifications, and will forward the Technical Committee recommendation and the FFSL's recommendation to the Executive Director of the Utah Lake Commission.
6. The Executive Director will convene the Executive Committee. The Executive Committee will forward the amendment proposal and recommendations (Technical Committee, FFSL, Executive Committee) to the Governing Board.
7. The Governing Board of the Commission will consider amendment proposals with the recommendations of the Technical Committee and FFSL. It may modify any proposal as it deems necessary.
    a. If FFSL has determined that the proposed amendment does not affect sovereign lands, the Governing Board will either adopt the amendment to the Master Plan by resolution or reject the amendment proposal.
    b. If FFSL has determined that the proposed amendment affects sovereign lands, the Governing Board will recommend adoption or rejection of the proposed amendment. The Governing Board's recommendation will be conveyed to FFSL for consideration.
8. FFSL will consider the Request for Plan Amendment pursuant to R652-90 and FFSL procedures, and may approve or disapprove the amendment. FFSL may modify any proposal as it deems necessary.
    a. If both entities support the proposed amendment, the Governing Board will adopt the amendment to the Master Plan by resolution simultaneous to adoption by FFSL.
    b. If both entities oppose the proposed amendment, the plan will not be amended.
    c. If FFSL supports the proposed plan amendment but the Commission does not, FFSL has the right to revise its plan within the sovereign land boundary.
    d. If the Commission supports the proposed plan amendment but FFSL does not, the Commission will then decide to either adopt the amendment without FFSL approval or continue to negotiate with FFSL (through the Executive Committee) until agreement is reached.

It is the expressed desire of both the Utah Lake Commission and FFSL to expend all reasonable efforts to avoid separate management plans.

Figure 6.1 Master Plan Amendment Process



END OF MASTER PLAN

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