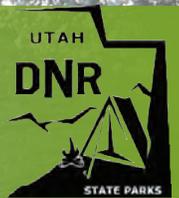




2014 Utah State Comprehensive Outdoor Recreation Plan

September 2013

UTAH
STATE
PARKS



Division of Utah State Parks and Recreation
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STATE OF UTAH

OFFICE OF THE GOVERNOR
SALT LAKE CITY, UTAH
84114-2220

GARY R. HERBERT
GOVERNOR

GREG BELL
LIEUTENANT GOVERNOR

September 5, 2013

Dear Fellow Utahns:

Utah is one of the most beautiful and diverse states in the union, particularly when it comes to outdoor recreation landscapes. As our population increases, so does the need for more open space and outdoor recreation facilities. Our goal is to continue to provide families and individuals opportunities to play outdoors, discover nature, and enjoy an elevated quality of life.

The 2014 Utah State Comprehensive Outdoor Recreation Plan (SCORP) and Utah's Open Project Selection Process (OPSP) are important elements of statewide planning and contribute significantly to improving the quality of life and recreation in the State of Utah. SCORP contains research assembled from a broad range of data, as well as from public participation. It is used as a source of information and is required by federal law for state allocation of federal grants. Grants allocated through SCORP help meet the wide array of state and local entities' outdoor-recreation objectives, including plans and programs of the Governor's Office of Management and Budget, Utah Outdoor Recreation Office, Utah Quality Growth Commission, Utah State Parks, public tourism agencies, and other organizations.

I certify that The 2014 Utah Statewide Comprehensive Outdoor Recreation Plan and its accompanying Open Project Selection Process are Utah's official plan, and I present it for your use. It is a dynamic document that must adapt to changing demands and trends in Utah. Therefore, it is as much process as publication. Please contact the Utah Division of State Parks and Recreation at (801) 538-7220 for more information.

Sincerely,

A handwritten signature in black ink that reads "Gary R. Herbert".

Gary R. Herbert
Governor

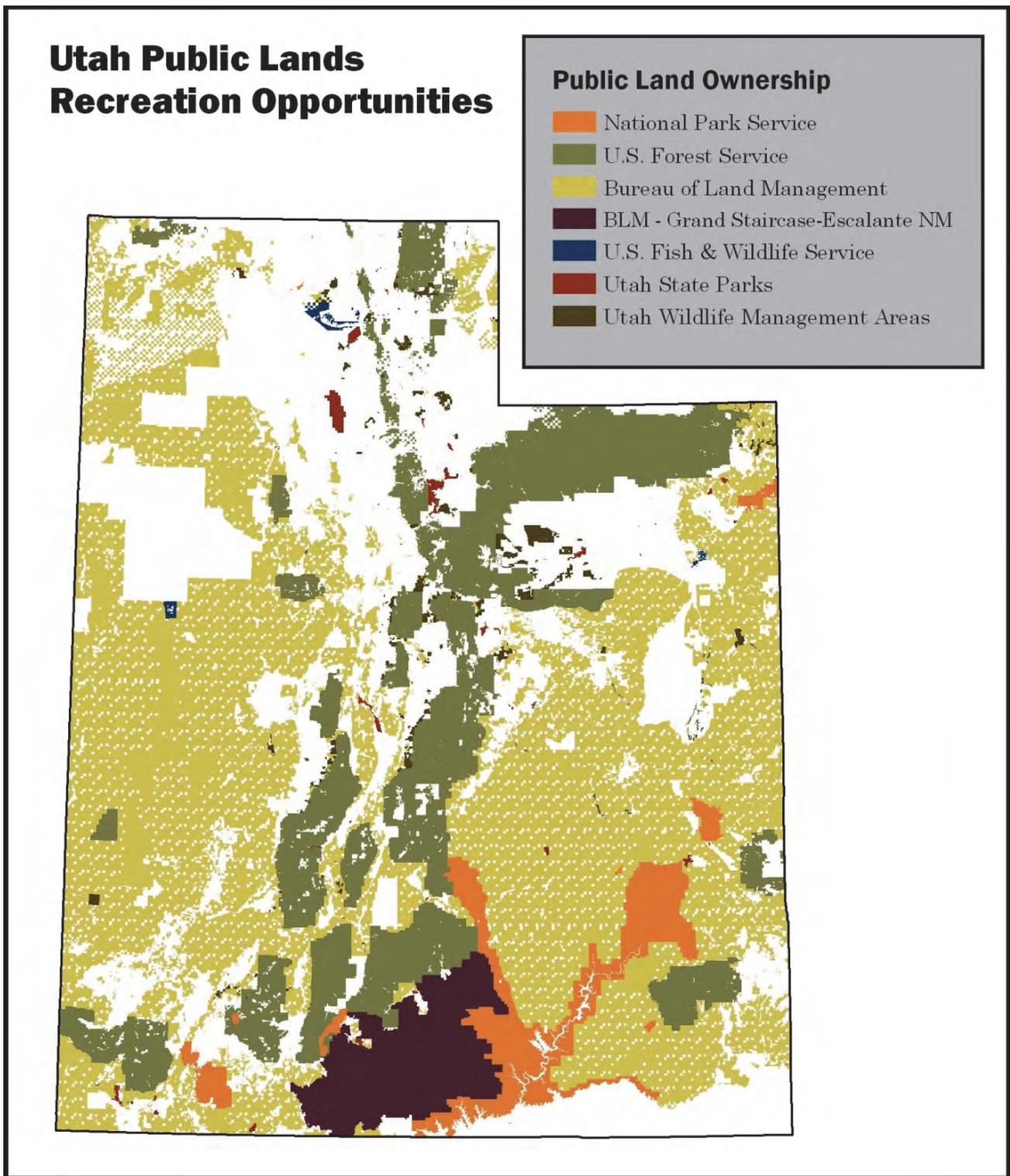


Figure 1. Public land ownership in Utah.

ACKNOWLEDGEMENTS

The research and publication of the *2014 Utah State Comprehensive Outdoor Recreation Plan* (SCORP) is a product of a team effort. The Utah Department of Natural Resources, Division of Utah State Parks and Recreation, Utah Division of Wildlife Resources, Utah Department of Transportation, Utah Division of Water Resources, Governor's Office of Planning and Budget, National Park Service (Omaha Regional Office), U.S. Department of Agriculture Forest Service, U.S. Department of the Interior Bureau of Land Management, U.S. Department of the Interior Bureau of Reclamation, Utah League of Cities and Towns, Utah Association of Counties, Utah Recreation and Parks Association, and others provided data, information, advice, recommendations, and encouragement.

The 2014 Utah SCORP was completed under contract by BIO-WEST, Inc. (BIO-WEST), with survey work completed by Dan Jones & Associates. Key project contributors include Gary Armstrong, project manager for BIO-WEST, and David Howard, lead survey research associate for Dan Jones & Associates. Susan Zarekarizi of the Division of Utah State Parks and Recreation served as the overall project manager and provided contractor oversight. Additional staff contributing to the project include Sean Keenan of BIO-WEST, and Tyson Chapman and Kjersten Adams of Dan Jones & Associates.

The 2014 Utah SCORP represents demand for future recreation facilities as identified in a series of public opinion surveys, special reports, park surveys, federal and local plans, technical reports, and other data. Credit has been attributed for most of these efforts. The Division of Utah State Parks and Recreation is grateful for the cooperation and collaboration that has occurred over the past 2 years.

GUIDE TO ABBREVIATIONS

AOGs

Associations of Governments

BIO-WEST

BIO-WEST, Inc.

BLM

Bureau of Land Management

DNR

Utah Department of Natural Resources

EPA

U.S. Environmental Protection Agency

ISTEA

Intermodal Surface Transportation Efficiency Act of 1991

LWCF

Land and Water Conservation Fund

LWCF Manual

LWCF State Assistance Program, *Federal Financial Assistance Manual Volume 69*

Mitigation Commission

Utah Reclamation Mitigation and Conservation Commission

NM

national monument

NPS

National Park Service

NRA

national recreation area

NWPCP

National Wetlands Priority Conservation Plan

O&M

operation and maintenance

OHV

off-highway vehicle

OPSP

Open Project Selection Process

PWC

personal watercraft

Reclamation

U.S. Bureau of Reclamation

RMP

resource management plan

RTCA

Rivers, Trails and Conservation Assistance

RTP

Recreational Trails Program

SCORP

State Comprehensive Outdoor Recreation Plan

SITLA

School and Institutional Trust Lands Administration

State Parks

Division of Utah State Parks and Recreation

TRT

Teacher to Ranger to Teacher

UCA

Utah Code Annotated

UDWQ

Utah Division of Water Quality

UDWR

Utah Division of Wildlife Resources

UPARR

Urban Park and Recreation Recovery

USCG

U.S. Coast Guard

USFS

U.S. Forest Service

USFWS

U.S. Fish and Wildlife Service

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EXECUTIVE SUMMARY

The *2014 Utah State Comprehensive Outdoor Recreation Plan (SCORP)* is a federally required planning document under the Land and Water Conservation Fund Act (Public Law 88-578). Utah's 2014 SCORP includes an overview of statewide recreation participation, satisfaction, and perceived needs based on a public opinion survey. Municipalities throughout the state were also surveyed regarding their planned recreation facilities and improvements. The SCORP should enable entities to make more informed decisions regarding policy and expenditure of scarce outdoor recreation acquisition and development dollars in Utah. Some highlights of the 2014 SCORP document include:

- Approximately 79 percent of Utah's 84,916 square miles is public land (Figure 1 [page ii]), offering many diverse recreational opportunities.
- Utah is divided into seven regional planning districts known as Associations of Governments (AOGs) to allow all areas of the state representation within state planning processes. Recreation participation, satisfaction, and needs are described by planning district.
- According to the Utah Governor's Council on Balanced Resources (2013), outdoor recreation and tourism contribute positively to Utah's economy. Local parks and recreation facilities can also help increase nearby property values and spur local tax revenues. Furthermore, outdoor recreation provides health and social benefits for individuals and families and increases a sense of community.
- Outdoor recreation in Utah is extremely important throughout the state. Public opinion surveys showed that about 50 percent or more of residents in each area of the state rate recreation as "Extremely Important." Most residents travel more than 25 miles to participate in recreational activities, indicating that it's worth the drive.
- Walking for pleasure or exercise, hiking or backpacking, and camping were consistently mentioned as recreational activities that residents participate in most regularly.
- Pools or aquatic centers, motorized trail areas for ATVs and snowmobiles, and improved camping areas are the most needed facilities or facility improvements throughout the state of Utah.
- Utah residents are generally satisfied with city parks and natural areas. As expected, satisfaction is lowest for areas that are least important, suggesting that investment has been properly targeted on the areas of greatest importance.
- Municipal surveys revealed ball fields and courts were the new facilities most needed throughout the state, followed by trails and community or recreation centers. The greatest facility renovation needs are general park additions and improvements, followed by ball field and court improvements.

CHAPTER 1 - INTRODUCTION

With its beautiful and unique landscapes and world-class facilities, Utah leads the nation in outdoor recreation. Opportunities for outdoor recreation in Utah are as diverse as the people who enjoy them. To some, outdoor recreation is as simple as walking the neighborhood trail or a bike ride around the block. To a child, it may be playing at the neighborhood park.

Sportsmen and Sportswomen enjoy hunting and fishing in Utah's great backcountry. Skiers flock to the "Greatest Snow on Earth." For others, it's backpacking, boating, motorized off-road vehicles, climbing, or rock hunting. The list of outdoor activities in Utah is vast and growing as innovative adventurers create new sports.



While Utah's residents and visitors are having fun in the outdoors, they also feed our economy and improve their health. Utah's outdoor recreation industry is a significant and growing part of the state's economy, contributing well-paying jobs for highly skilled workers and a tax base that funds essential state services. Our close access to outdoor recreation contributes to a quality of life that a recent Gallup survey concluded was the best in the United States.¹ This quality of life is particularly attractive to companies and their employees looking to relocate. And, as one of the more active states, Utah tops the nation in several health categories.

The State of Utah Outdoor Recreation Vision, 2013

Purpose of SCORP

The major objectives of the Utah State Comprehensive Outdoor Recreation Plan (SCORP) are to (1) provide information about high quality outdoor recreation opportunities through Land and Water Conservation Fund (LWCF) grants and other programs, (2) describe state strategic planning to improve the quality of life and health in Utah, and (3) provide facts and recommendations that help guide and justify allocations of scarce matching grant dollars.

The purposes of this SCORP, accord with the purposes outlined by the LWCF State Assistance Program, *Federal Financial Assistance Manual Volume 69* (LWCF Manual) (LWCF 2008), include:

- To fulfill the purposes of the LWCF Act of 1965 (Public Law 88-578);
- To implement a planning process that provides the maximum opportunity and flexibility to develop and implement the SCORP;

¹ *Gallup.com*, "Utah Poised to Be the Best U.S. State to Live in," August 7, 2012, Retrieved December 11, 2012 from: <http://www.gallup.com/poll/156449/utah-poised-best-state-live.aspx>.

- To describe the role of the LWCF in Utah’s provision of outdoor recreation resources;
- To describe Utah’s policies for use of its LWCF apportionment;
- To provide a basis for determination of Utah’s LWCF eligibility;
- To ensure relevant, influential and timely planning for Utah’s use of its LWCF apportionment; and
- To describe Utah’s wetlands conservation priorities consistent with Section 303 of the Emergency Wetlands Resources Act of 1986.



Legal Authority

The authority and guidelines for planning arise from several sources, including state and federal government. Direction is given in the Utah State Constitution and Utah Code. Planning guidelines and regulations to receive and use federal assistance are outlined in federal legislation; specifically, the LWCF Act of 1965 (Public Law 88-578), as well as the LWCF Manual.

Federal Authority

This SCORP is required by Section 6(d) of the LWCF Act of 1965, as amended. The state must submit a SCORP to maintain eligibility for Utah’s allocation of LWCF matching grant dollars from the Secretary of the Interior and Congress. The SCORP must be updated every 5 years and include the following:

- The name of the state agency with the authority to represent and act for the state of Utah in dealing with the Secretary of the Interior for purposes of the LWCF Act of 1965, as amended;
- An evaluation of the demand for and supply of outdoor recreation resources and facilities in the state of Utah;
- A program for implementation of the plan;
- Certification by the governor of Utah that ample opportunity for public participation has taken place in plan development;
- Other information as requested by the Secretary of the Interior; and
- A wetlands priority component consistent with Section 303 of the Emergency Wetlands Resources Act of 1986.

State Authority

Title 79-2-202, Utah Code Annotated (UCA) authorizes the executive director of the Utah Department of Natural Resources (DNR) to prepare and keep current a comprehensive outdoor recreation plan, and submit the same to the governor for review and approval. The development of the SCORP is delegated to the Division of Utah State Parks and Recreation (State Parks).

The executive director of the DNR may also apply for federal assistance and receive federal aid for outdoor recreation land acquisition and facility development under Title 79-2-402. Section 79-2-402 further delineate powers and responsibilities under the federal outdoor recreation funding program. Projects must be properly and adequately operated and maintained in perpetuity. If funded assets (facilities and land) must be removed or sold, there must be no other feasible alternative. They must be replaced at current market value and of equal or higher utility.

Cities, counties, special service districts and towns (though not school districts) are authorized by Article XI of the Utah State Constitution to exercise powers relating to municipal affairs, furnish local public services, acquire property by purchase or condemnation, and make public improvements. These authorizations include leisure and outdoor recreation facilities. The power to zone and plan is granted to local government under state constitutional powers.

SCORP Development and the Planning Process

State Parks gathered and evaluated opportunities for outdoor recreation statewide. State Parks assessed supply and evaluated citizen satisfaction with the provision of certain recreational areas and facilities. Demand for outdoor recreation opportunities was also assessed based on the activities in which citizens participate, the degree of importance of recreational areas and recreation facilities to citizens, and reported recreation facility needs of communities. These assessments were accomplished by inventorying recreational opportunities on federal and state lands, through LWCF projects, and in communities, to the degree that data were available. Two surveys were also conducted: one of residents and the other of municipalities throughout the state. These surveys are discussed in more detail in Chapter 2 (Public Participation) of this document.

Taking into account recreation supply and demand, reported needs, and citizen satisfaction, State Parks determined what outdoor recreation issues are most pressing in the state and developed a plan for how to address those issues over the 5-year life span of this SCORP. State Parks evaluates its LWCF Open Project Selection Process (OPSP) annually and adjusts criteria as necessary.



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CHAPTER 2 - PUBLIC PARTICIPATION

Central to identification of future demands for recreation resources is accurately identifying those needs as perceived by the people of Utah, and their community leaders. In an effort to assess these demands, two separate surveys were conducted. The first of these surveys was conducted among community leaders; specifically, municipality parks and recreation departments. The second survey was conducted among residents of Utah, with statistically significant numbers of respondents from each planning district. Specific information from each of these surveys is outlined in this chapter.



Municipal Survey

The principal objective of the municipal survey was to identify recreation needs as identified by city officials around the state. This survey represents recreation needs specifically stated in city master plans, general plans, recreation planning documents, or otherwise articulated by city councils, city staff, or otherwise officially stated by representatives of each municipality. Each of the 243 incorporated cities in Utah was contacted to participate in the survey. Of the cities contacted, 123 responded to the survey questions, for a response rate of just over 50 percent. The survey was conducted using initial mail-out contact containing directions to participate in an online survey. Follow-up phone calls were made and, where necessary, phone interviews were conducted in order to solicit the survey responses. Questions used in the survey, included in Appendix A, were consistent with the questions asked in development of the 2009 SCORP (State Parks 2009). This allows for trending analysis and identification of possible shifts in recreation demands. Surveys were conducted in October 2012, and represent recreation needs as identified by the municipalities at that time.

Resident Survey

The resident survey was conducted in November and December 2012. It involved a multi-tiered approach for soliciting responses. This included mailing out 18,000 survey participation postcards to randomly selected addresses around the state, with ensured stratification of addresses based on planning districts. The postcards directed the survey participants to an online survey instrument that included all the interview questions in an easy-to-use format. Additionally, randomly selected households were contacted via phone by trained interviewers and were asked the same questions that appeared in the online survey, with the interviewer entering the responses. The combination of postcard contact and online surveys with phone interviews allowed a more accurate sample that would include households that do not make their phone numbers available, or do not have land line based phones. As with the municipal survey, the same questionnaire from the 2009 SCORP was used (Appendix B).



A total of 2,667 responses were obtained statewide with a minimum of 380 from each planning district. Sampling methods were sufficient to provide a sampling error margin of not greater than plus or minus 5 percent for all survey results (based on a 95 percent confidence interval for estimating population proportions). Because residents were selected disproportionate to population size, the statewide survey results are weighted by planning district population using 2010 U.S. Census figures (USCB 2010).

Survey results from both the municipal and resident surveys are discussed in detail in Chapter 5.



CHAPTER 3 - ABOUT UTAH

Outdoor Recreation

Utah is a place of unfathomable natural beauty with unique natural formations, national parks, colorful history and culture, and exciting recreation opportunities. Utah contains the best elements of the great Mountain West and the Desert Southwest, from red rock splendor to mountain peaks (Utah Office of Tourism 2013).

Utah is located in the Rocky Mountain region of the United States. As the 13th largest state in the nation, Utah spans several topographies and ecoregions, allowing great variety in outdoor recreation activities. Utah is 84,899 square miles, with King's Peak the highest point in the state (13,528 feet) and Beaver Dam Wash the lowest (2,350 feet). Dominant natural features include several mountain ranges such as the Wasatch, Uinta, Henry, and La Sal to name a few. Desert regions such as the San Rafael Swell the red rocks and canyon regions offer yet different landscapes to serve as backdrops for recreation activities. Additionally, Utah enjoys a four season climate, expanding recreation activities unique to each season of the year.

The diversity of terrain and climate combine for a broad range of recreation opportunities. Utah is home to world-class skiing, as well as mountain biking. Alpine meadows offer amazing mountain camping experiences that contrast greatly to camping opportunities in slot canyons or desert wilderness. Motorized recreation opportunities include thousands of acres of sand dunes, miles of desert terrain areas, and several trail complexes that can carry riders over most mountain ranges in the state. Hiking and biking trails extend through many urban and suburban areas, connecting neighborhoods and cities. Soccer and baseball complexes are busy from spring through fall. Lakes and reservoirs throughout the state offer destination boating, fishing, water sports, and camping opportunities. And community commitment to outdoor recreation is evidenced by neighborhood, city, and regional parks and playgrounds within walking distance of many Utahns.

Land Ownership

Utah is 84,899 square miles, or 54.3 million acres. Of that, approximately 69 percent is under federal management. Table 1 identifies a breakdown of land ownership according to data from the Utah Automated Geographic Reference Center.



Table 1. Land ownership in Utah.

Land Ownership in Utah	
Ownership	Land (in acres)
Bureau of Land Management	22,805,006
National Park Service	1,950,971
U.S. Forest Service	8,120,570
U.S. Fish and Wildlife Service	64,395
Other Federal Lands (including military)	1,814,214
Division of Utah State Parks and Recreation	102,311
State Wildlife Reserves and Management Areas	468,962
Other State Lands	4,096,704
Indian Reservations	2,442,833
Private Lands	11,461,586
Total Lands in Utah	53,327,552
Total Surface Water	947,422
Total All Lands and Surface Water	54,314,974



CHAPTER 4 - RECREATION SUPPLY

The Utah recreation industry is as diverse and dynamic as its natural resources. The state boasts a wide spectrum of natural and man-made attractions, recreational opportunities and cultural heritage sites. Nearly 80 percent of the state consists of land administered for public use by federal, state, and local resource management agencies.

This chapter of the SCORP describes recreational opportunities available on public lands, as well as programs and events held throughout the state. With 5 national parks, 7 national monuments (NM), 2 national recreation areas (NRA), a national historic site, 43 state parks, and 8.3 million acres of national forest, deserts, and grasslands, visitors can find just about any scenic landscape they seek. In addition, 14 ski resorts attract visitors to enjoy world-class skiing. Around the state, visitors will also find numerous annual festivals and celebrations recognizing specific cultural or historic events; museums, art galleries, and theatres; and an extensive highway system featuring scenic byways and self-guided tours.



Outdoor recreation is a primary driver for Utah's tourism industry (Governor's Council on Balanced Resources 2013). Highlights of this facet of Utah's tourism industry are provided below.

- Tourism spending exceeded \$6.8 billion and employed over 124,000 statewide in 2011.
- Businesses associated with outdoor recreation contributed some \$60 million in state and local sales tax revenue.
- The ski industry has continued to grow, contributing over \$1.1 billion to the state's economy.
- 4.8 million visits to Utah's state parks in 2011 generated \$67 million in revenue;
- Within municipalities, parks and recreation facilities can increase nearby property values and spur local tax revenues.
- Outdoor recreation provides health and social benefits for individuals and families and increases a sense of community.

In an era when open space is rapidly diminishing, Utah remains one of very few locations where travelers may experience the desert and mountain landscapes unique to the American West and still enjoy the comforts and amenities of nearby cities and towns.

Recreation Managed by Federal Agencies

National Park Service

The National Park Service (NPS) was created in 1916 “to conserve the scenery and the natural and historic objects and the wild life” in national parks, monuments, and reservations, and to provide for the enjoyment of those resources “by such means as will leave them unimpaired for the enjoyment of future generations.”

In Utah, the NPS manages five national parks, six NMs, one NRA, and one national historic site (Figure 2). Four national historic trails cross through the state. The NPS administers between 3 and 4 percent of Utah’s land—nearly 2 million acres. Some of the most spectacular scenery, distinctive geologic landforms, and notable recreation opportunities are found in Utah’s national parks.

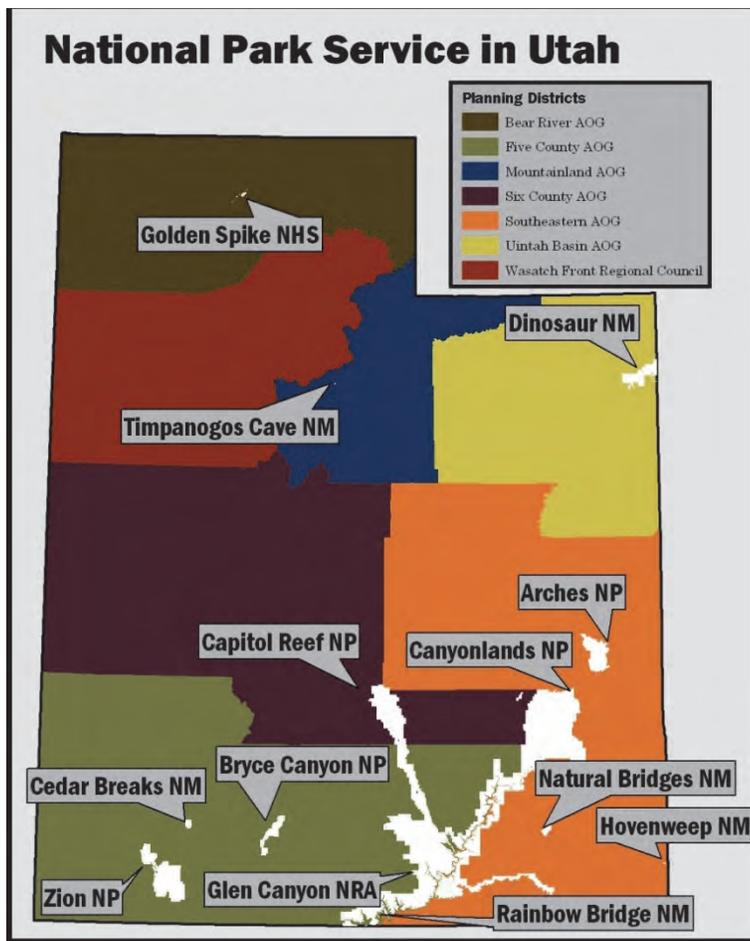


Figure 2. National Park Service management areas in Utah.

National parks are land areas with numerous unique natural features valuable to the country’s heritage; they are managed by the NPS. The NMs and NRAs are protected public lands that can be managed by one of several federal agencies: the NPS, Bureau of Land Management (BLM), U.S. Forest Service (USFS), or U.S. Fish and Wildlife Service (USFWS). Similarly, national historic trails, which are designated because of their significance to the country as historic routes of travel, can be managed by multiple agencies. All of the national historic trails in Utah fall under multiple agencies’ jurisdiction, but are described in this NPS section.

Visitation to the NPS management units in Utah was steady from 2007 to 2011, averaging 11.8 million visitors per year. Information about the individual NPS management units can be found in Table 2.

Table 2. National Park Service In Utah.

National Park Service (NPS) in Utah			
NPS Management Unit	Unique Features	Recreation	Average Annual Visitation (2007-2011)
National Parks			
Arches	Over 2,000 natural arches, spires, fins, balanced rocks, potholes, biological soil crust	Auto touring, backpacking, biking, camping, climbing, hiking, photography, tours	968,090
Bryce Canyon	3 climactic zones, hoodoo spires, fossils	Camping, hiking, horseback riding, photography, snowshoeing	1,170,751
Canyonlands	Canyons, mesas, needles, deep river gorges, potholes, biological soil crust, fossils	Auto touring, backpacking, biking, boating, camping, climbing, hiking, horseback riding, photography, stargazing, tours	440,039
Capitol Reef	Monocline called the Waterpocket Fold, biological soil crust, stromatolite fossils, Triassic tracks, unique plant species	Backpacking, biking, camping, climbing, hiking, historic tours, horseback riding	621,684
Zion	Canyons, arches, Virgin River	Biking, bird watching, camping, hiking, horseback riding, photography, tours	2,714,863
National Monuments			
Cedar Breaks	Giant natural amphitheater, 2,000 feet deep	Hiking, skiing, snowmobile riding, snowshoeing, stargazing, tours	512,844
Dinosaur	Dinosaur fossils	Exploring homestead sites, fossil viewing, hiking, river rafting	209,574
Hovenweep	Six prehistoric, Puebloan-era villages	Camping, exploring archeological sites, hiking, stargazing	26,555
Natural Bridges	3 natural bridges, biological soil crust, potholes	Auto touring, camping, hiking, photography	91,807
Rainbow Bridge	World's largest known natural bridge	Hiking, photography	97,489
Timpanogos Cave	Timpanogos Cave with abundance of helictites, colorful formations, and fault-controlled passages; fossils	Cave tours	118,839
National Recreation Area			
Glen Canyon	Lake Powell, buttes, mesas, canyons, cliffs, Glen Canyon Dam, fossils, biological soil crust, hanging gardens, archeological resources	Auto tours, backpacking, boating, camping, canyoneering, fishing, hiking, kayaking, mountain biking, tours	2,039,450
National Historic Site			
Golden Spike	Location for completion of the nation's first transcontinental railroad	Auto tours, hiking, historic locomotive viewing	43,577
National Historic Trails			
California	Road to California during the gold rush	Auto tour, biking, hiking, horseback riding	n/a
Mormon Pioneer	Route followed by Mormons from Nauvoo, IL to Salt Lake City, UT	Auto tour	n/a
Old Spanish	Trade route from Santa Fe, NM to Los Angeles, CA	Auto tour	n/a
Pony Express	Mail route from MO to CA	Auto tour with numerous historic sites	n/a

Bureau of Land Management

The BLM was created in 1946 by the merger of the Grazing Service and the General Land Office. The Federal Land Policy and Management Act of 1976 was passed by Congress to guide policy and mandate administrative procedures for the BLM. The BLM manages over 258 million acres with a multiple-use mandate. Under this mandate, natural resources serve a variety of purposes, such as livestock grazing, mining, ecologically based conservation, historic preservation, and recreation. The mission of the BLM is “to sustain the health, diversity and productivity of the public lands for the use and enjoyment of present and future generations.”

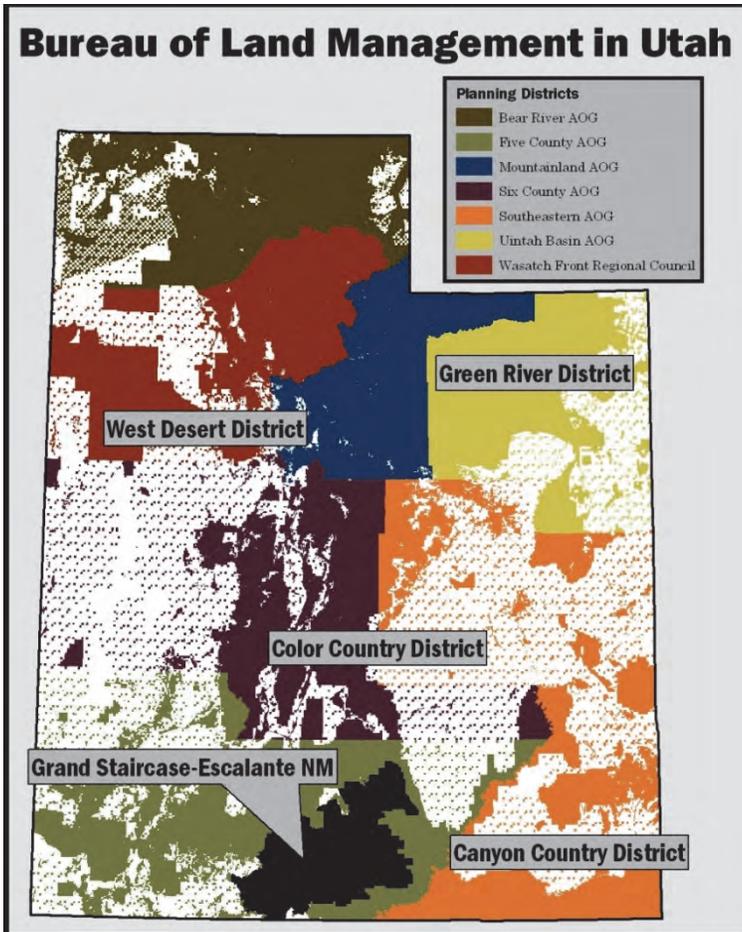


Figure 3. Bureau of Land Management management areas in Utah.

About 42 percent of Utah’s land is managed by the BLM, nearly 23 million acres (Figure 3). The variety of recreational opportunities on these lands is just as diverse as their array of resources and landscapes. There are 10 Utah BLM Field Offices within four districts: Canyon Country, Color Country, Green River, and West Desert (Table 3). Additionally, the Grand Staircase-Escalante NM is managed by BLM. Utah BLM manages the Cedar Mountain Wilderness in its entirety, as well as portions of the Paria-Vermillion Cliffs, Beaver Dam Mountains, and Black Ridge Canyons wilderness areas. Large portions of the Pony Express, California, and Old Spanish National Historic Trails are also managed by the Utah BLM. Statewide, the agency manages about 400 fee collection recreation sites and has estimated annual visitation at around 6 million.

The Grand Staircase-Escalante NM was created by a presidential proclamation in 1996. It is the nation’s largest NM and the first to be managed by the BLM. The monument is nearly 1.9 million acres in size and spans the unique desert environments of the Kaiparowits Plateau and the Escalante River Canyons. Recreation opportunities abound in this remote and rugged country.

Table 3. Bureau of Land Management in Utah.

Bureau of Land Management in Utah			
	Field Office	Acreage	Recreation Resources
District; Headquarters			
West Desert Headquarters: Salt Lake City	Salt Lake	3.25 million	Bonneville Salt Flats, Knolls OHV Recreation Area, Five Mile Pass Recreation Area, Pony Express National Historic Trail, Deep Creek Mountains Wilderness Study Area, Silver Island Mountains Backcountry Byway, Simpson Springs and Clover Springs Campgrounds, Stansbury Island Mountain Bike Trail, Cedar Mountains Wilderness
	Fillmore	4.7 million	Little Sahara, Yuba Lake and Warm Springs Recreation Areas; Notch Peak; Fossil Mountain; Wah Wah Mountains; Crystal Peak; Tabernacle Hill; Pavant Butte; Amasa Basin, Cricket Mountains, Burbank Hills and Conger Mountain ATV Trails; picnic areas at Painter Spring and Crystal Peak
District; Headquarters			
Green River Headquarters: Salt Lake City	Vernal	1.7 million	Book Cliffs, Browns Park, Jarvie Ranch, Dry Fork, Fantasy Canyon, Green River, Moonshine Arch, Nine Mile Canyon, Pariette Wetlands, White River, Pelican Lake, mountain biking trails, ATV trails
	Price	2.5 million	San Rafael Swell and canyons within it, Desolation Canyon, Labyrinth Canyon, Nine Mile Canyon, Price Canyon and Cedar Mountain Recreation Areas, Cleveland-Lloyd Dinosaur Quarry, Wedge Overlook, Hondu Arch, Tomsich Butte, Keesle Country, Temple Mountain, San Rafael Reef, Mussentuchit Sand Dunes
District; Headquarters			
Color Country Headquarters: Cedar City	Cedar City	2.2 million	C Trail, Three Peaks Recreation Area, Dominguez-Escalante Trail, Spring and Kanarra Creek Canyons, mountain biking trails
	Kanab	600,000	Paria Canyon – Vermillion Cliffs Wilderness, wilderness study areas, camping, OHV trails, hiking trails
	Richfield	2.1 million	Angel Point, Trail of the Ancients, Bull Creek Pass Backcountry Byways, Burr Point Overlook, Burro Wash, Capitol Reef Country, Capitol Reef / Notom Road Area, Cathedral Valley Scenic Backway, Cottonwood Wash, Dirty Devil River, Five Mile Wash, Fremont Gorge Trail, Glenwood Hills, Great Western Trail, Henry Mountains, Highway 12, Hog Canyon Trail, Hog Springs, Koosharem Reservoir, Maidenwater Canyon, White Hills, Mount Ellen Summit Trail, North Caineville Mesa Trail, Notom Road and Burr Trail, Old Spanish Trail, Paiute ATV Trail System, Pink Cliffs, Poison Springs Road, Posey Lake Road, Sevier Canyon, Wolverton Mill
	St. George	635,000	Baker Dam Recreation Site, Red Cliffs Recreation Area, Red Cliffs Desert and Santa Clara River Reserves, Beaver Dam Mountains Wilderness, wilderness study areas
District; Headquarters			
Canyon Country Headquarters: Moab	Moab	1.8 million	Wilderness study areas, camping, hiking and mountain biking trails, OHV trails, river recreation, rock art
	Monticello	1.8 million	San Juan River, Grand Gulch, Cedar Mesa, Dark Canyon, Indian Creek, Abajo Mountains
District; Headquarters			
Grand Staircase Escalante National Monument Headquarters: Kanab	Kanab	1.9 million	Calf Creek Recreation Area, Grosvenor Arch, Paria Movie Set and Old Pahreah Town Site, Devils Garden, Johnson's Canyon, Cottonwood Road, Hole in the Rock, Burr Trail, Smoky Mountain, East Kaibab Monocline, Escalante Canyon, Escalante River, Grand Staircase, Cottonwood Narrows, Hackberry Canyon, Lick Wash, Sheep Creek, Willis Creek, Great Western Trail, Podunk Creek, No Mans Mesa Loop, Deer Springs Point, Mollie's Nipple, Bull Rush Hollow, Lower Gulch, Deer Creek, Round Valley Draw to Rush Beds

U.S. Fish and Wildlife Service

The USFWS is housed in the Department of the Interior. The agency traces its origins back to an 1871 act of Congress that established the position of U.S. Commissioner of Fish and Fisheries, whose responsibilities included protecting the nation’s supply of food fishes. In 1903, Congress created a Bureau of Fisheries within what was then the Department of Commerce and Labor. An executive branch reorganization in 1940 transferred the agency to the Department of the Interior, merged it with the Bureau of Biological Survey, and thus created the USFWS. Their mission is to work with others to conserve, protect, and enhance fish, wildlife, plants and their habitats for the continuing benefit of the American people.

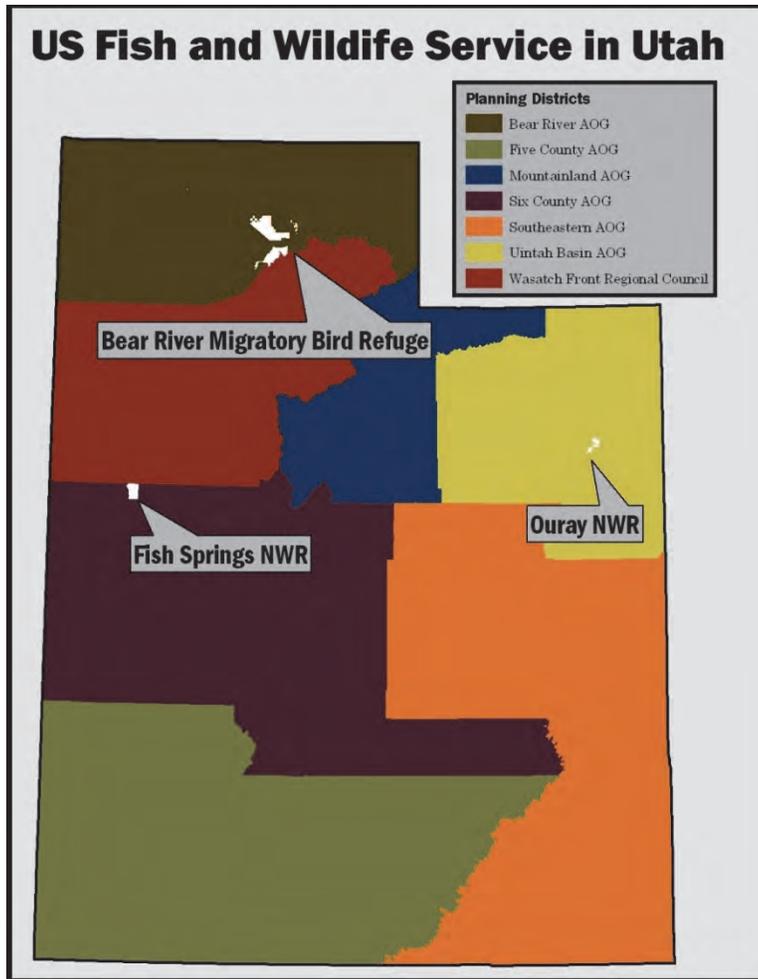


Figure 4. U.S. Fish and Wildlife Service management areas in Utah.

The USFWS manages three national refuges in Utah (Figure 4): Bear River Migratory Bird Refuge (74,000 acres in Box Elder County, Planning District 1); Fish Springs National Wildlife Refuge (17,992 acres in Juab County, Planning District 3); and Ouray National Wildlife Refuge (11,987 acres and 12 miles of the Green River in Uintah County, Planning District 6). All of these facilities have wildlife viewing areas, walking paths, and auto tour routes. The refuges also have significant heritage resources, both historic and prehistoric (e.g., Pony Express Station, Lincoln Highway, paleo-archaic sites from some 13,000 years ago, overland stage, and the transcontinental telegraph). Jones Hole Federal Fish Hatchery on the Green River is also a USFWS facility in Uintah County.

Each of the refuges has wildlife habitat management as its primary mission, but also provides outdoor recreation opportunities. For example, some fishing is allowed on the Bear River, but not in closed areas of the

refuge. Some areas are open to hunting during approved hunting seasons. All refuges have important partnerships with organizations such as the Nature Conservancy of Utah, Utah Audubon, Ducks Unlimited, Delta Waterfowl, Friends of Great Salt Lake, National Wildlife Refuge Association, National Wildlife Federation, Brigham City Chamber of Commerce, and others.

U.S. Forest Service

The USFS began with the Forest Reserve Act of 1891, which allowed the president to establish forest reserves from timber covered public land. From the time that the act was signed until the present day, there have been many influential conservation and scientific organizations, presidents, and forestry professionals that have assisted with protecting and shaping what we now know as USFS.

The USFS manages over 8.24 million acres of land in Utah, comprising 15 percent of the state (Figure 5). These diverse lands offer a wide range of recreational opportunities. Forests and Ranger Districts in Utah are described in Table 4, along with visitation statistics. Statewide, forests within Utah had 12,398,000 visitors in 2009.

The USFS classifies recreation in two distinct categories: developed recreation and dispersed recreation. The most popular recreational activities in Utah's forests include: camping, riding motorized vehicles, hiking, hunting, fishing, wildlife viewing, rock climbing, and various snow sports.

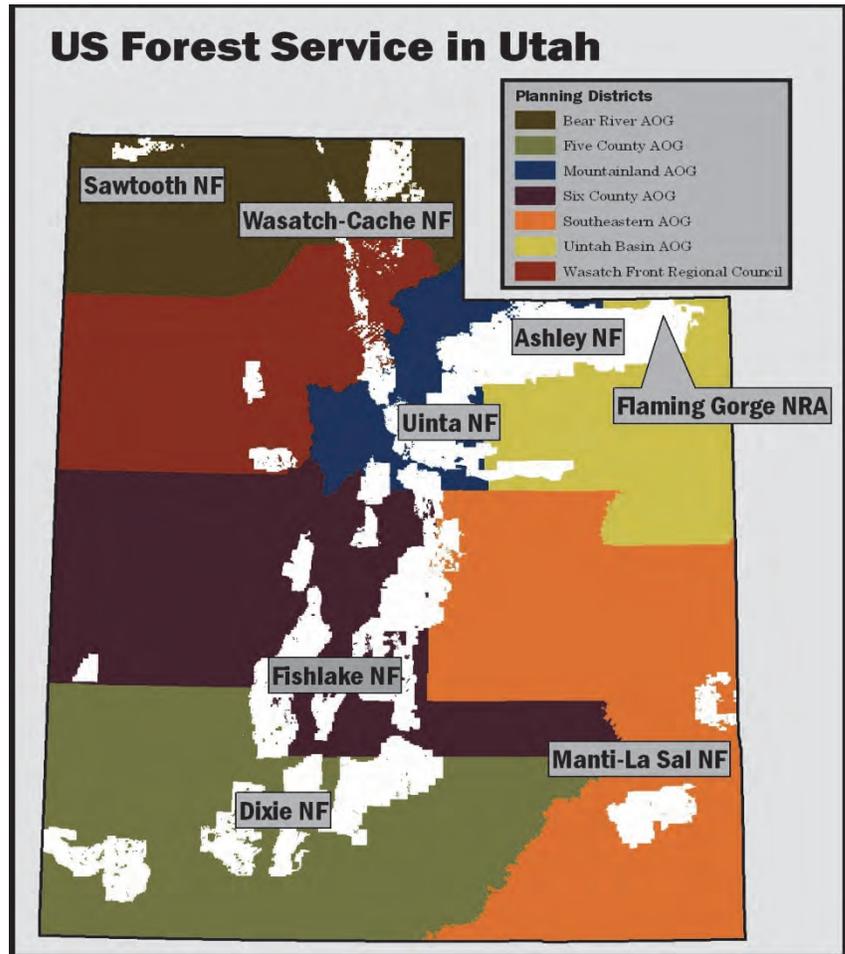


Figure 5. U.S. Forest Service management areas in Utah.

Table 4. U.S. Forest Service In Utah.

U.S. Forest Service In Utah			
Forests and Ranger Districts	Unique Features	Recreation	Visitation Estimates 2009
Ashley National Forest			
Duchesne/Roosevelt Ranger District Vernal Ranger District	Includes the Flaming Gorge NRA, Utah's highest peak-King's Peak, High Uinta Wilderness.	Popular hiking, fishing, camping and winter play areas.	1,097,000
Dixie National Forest			
Pine Valley Ranger District Cedar City Ranger District Powell Ranger District Escalante Ranger District Loa/Teasdale Ranger District	Stretches 170 miles over 2 geographic provinces-Great Basin and Colorado River. Scenic Red canyon, Boulder Mountain and lakes.	Popular fishing, hunting, camping, touring area.	863,000
Fishlake National Forest			
Fillmore Ranger District Loa/Teasdale Ranger District Richfield Ranger District Beaver Ranger District	Heavily forested plateaus with streams, lakes and reservoirs; famous Piute OHV, multipurpose trail, skyline and Great Western and Fishlake Lakeshore trails.	Popular hunting, fishing, touring, hiking, camping and snowmobiling area.	662,000
Manti-La Sal National Forest			
Sanpete Ranger District Ferron Ranger District Price Ranger District Moab Ranger District Monticello Ranger District	La Sal/Abajo divisions are in highly scenic areas, Dark Canyon Wilderness is found here; has conifer forests with vistas of surrounding high desert lands.	Popular camping, touring, hiking, hunting and fishing, and winter sports.	736,000
Uinta-Wasatch-Cache National Forest			
Heber Ranger District Pleasant Grove Ranger District Spanish Fork Ranger District	Includes the popular Mt. Nebo Wilderness, and Nebo Loop scenic highway, Mirror Lake scenic highway, a portion of the Great Western Trail. Mt. Timpanogos and the Timpanogos Cave NM are within the national forest.	Popular area for backcountry recreation of all types.	3,094,000
Salt Lake Ranger District Kamas Ranger District Evanston Ranger District Mountain View Ranger District Ogden Ranger District Logan Ranger District	Most heavily used national forest in the United States with increasing winter use and ski resort development. Protection of watersheds and natural areas are of high importance.	Popular skiing hiking, mountain biking, and rock climbing area.	5,946,000

Recreation Opportunities Managed by State Agencies

Utah State Parks

The mission of State Parks is “to enhance the quality of life by preserving and providing natural, cultural, and recreational resources for the enjoyment, education, and inspiration of this and future generations.” To this end, State Parks manages 43 facilities statewide, offering opportunities for outdoor recreation, preservation of natural and cultural resources, and enjoyment of natural scenery. State Parks also administers Utah’s off-highway vehicle (OHV), boating, and trails programs.

State Parks began in 1957, when the Utah Legislature created and instructed the new division to develop parks and recreation areas and to preserve and protect historical sites and scenic values within the state. Initial funding was provided through a \$20,000 grant from the Rockefeller-Jackson Hole Preservation Foundation. Utah’s state park system began with just four parks, but has expanded over the years to now include 43 facilities. Table 5 lists these parks, as well as provides state-owned acreage and annual visitation for years 2007–2011. There were over 4.8 million visitors to Utah state parks in 2011. Acres owned by State Parks total almost 82,000,

but many parks manage large tracts beyond state-owned parcels, especially parks using reservoirs managed for water storage by the U.S. Bureau of Reclamation (Reclamation), the BLM, or local water-user groups. There are three predominant types of State Park facilities: recreation areas, heritage parks/museums, and scenic/natural areas. (Utah state parks are identified on Figure 6.)



State Park Recreation Areas

Twenty-eight of Utah’s state parks focus on recreation activities for visitors. Most commonly, parks focus on water-related sports (boating, sailing, fishing, and canoeing) and/or land-based activities (OHV riding, hiking, camping, and wildlife watching). Three recreation parks offer golf courses. Wasatch Mountain State Park also has an Olympic venue managed by a private concessionaire at Soldier Hollow. A unique recreation area is Utah’s Flight Park State Recreation Area, which provides a location for hang gliding, paragliding, and model airplane and helicopter flying.

Parks with developed recreation facilities include Bear Lake, Coral Pink Sand Dunes, Deer Creek, East Canyon, Escalante, Flight Park, Great Salt Lake State Marina, Jordan River OHV area, Green River, Gunlock, Huntington, Hyrum, Jordanelle, Millsite, Otter Creek, Palisade, Piute, Quail Creek, Red Fleet, Rockport, Sand Hollow, Scofield, Starvation, Steinaker, Utah Lake, Willard Bay, Yuba, and Wasatch Mountain State Parks.

Heritage Parks

The purpose of Utah’s heritage parks is to preserve important cultural resources within the state. Utah’s seven heritage parks are: Anasazi State Park Museum, Camp Floyd/ Stagecoach Inn State Park Museum, Edge of the Cedars State Park Museum, Fremont Indian State Park and Museum, Frontier Homestead State Park Museum, Territorial Statehouse State Park Museum, and Utah Field House of Natural History Museum. Two other sites—the Historic Union Pacific Rail Trail and This Is the Place Heritage Park—are operated by private foundations.

Table 5. Division of Utah State Parks and Recreation in Utah.

Division of Utah State Parks and Recreation in Utah			
State Park	Acres Owned by State Parks	Park Category	Average Annual Visitation (2007-2011)
Northeastern Region			
Deer Creek		Water-based recreation	309,513
East Canyon/ Mormon Flat Mormon Trail	1,147.74	Water-based recreation; historic pioneer site	91,858
Jordanelle		Water-based recreation; Nature Center	284,067
Historic UP Rail Trail	26 miles	Biking, running, and hiking	Unknown
Red Fleet		Water-based recreation	35,029
Rockport		Water-based recreation	136,039
Starvation	125.00	Water-based recreation	62,767
Steinaker		Water-based recreation	74,852
Utah Field House	2.00	Paleontological museum	42,117
Wasatch Mountain	22,700.00	Golf course, land-based recreation, scenic park	330,544
Northwestern Region			
Antelope Island	28,571.81	Wildlife viewing and scenic park	275,842
Bear Lake	942.85	Water-based recreation, scenic park	214,318
Camp Floyd/Stagecoach Inn	42.14	Military and pioneer historical site	16,184
Great Salt Lake Marina	40.00	Water-based recreation, scenic park	236,259
Jordan River OHV	345.00	OHV track	14,920
Hyrum		Water-based recreation	87,519
Flight Park		Nonmotorized flight	Unknown
This is the Place	480.00	Recreated pioneer village, historical monument	200,000
Utah Lake	277.86	Water-based recreation	291,310
Willard Bay	77.07	Water-based recreation	266,761
Yuba	120.00	Water-based recreation	184,245
Southeastern Region			
Anasazi	5.95	American Indian archeological site and museum	23,721
Dead Horse Point	5,200.00	Scenic park	177,581
Edge of the Cedars	28.74	American Indian archeological site and museum	13,950
Goblin Valley	3,014.40	Scenic park	52,669
Goosenecks	10.00	Scenic park	60,896
Green River	89.70	Golf course, camping	22,683
Huntington		Water-based recreation	50,604
Millsite		Water-based recreation	35,368
Palisade	78.71	Golf course, water-based recreation	229,350
Scofield	10.00	Water-based recreation	89,721

Table 5. (Cont.)

Division of Utah State Parks and Recreation in Utah			
State Park	Acres Owned by State Parks	Park Category	Average Annual Visitation (2007-2011)
Southwestern Region			
Coral Pink Sand Dune	3,730.00	Land-based recreation, scenic park	60,161
Escalante	1,783.80	Water-based recreation, scenic park	44,058
Fremont Indian	888.98	American Indian archeological site and museum	81,918
Frontier Homestead	23.28	Pioneer history site and museum	16,705
Gunlock	282.50	Water-based recreation	50,892
Kodachrome	3,120.00	Scenic park	51,726
Otter Creek	80.00	Water-based recreation	68,493
Piute	40.00	Water-based recreation	27,844
Quail Creek		Water-based recreation	95,843
Sand Hollow		Water- and land-based recreation	182,285
Snow Canyon	7,005.00	Scenic park	331,997
Territorial State House	2.41	Pioneer history site and museum	31,119

Scenic Parks

Scenic parks are those where the land itself is the major interest due to unique landforms, geologic features, or scenic values. Park status provides protection of the land and resources as well as wildlife habitat benefits and aesthetic enjoyment for the public. While all of Utah's state parks provide opportunities to enjoy scenery, six state parks are considered primarily valued for their scenic/natural area opportunities. These are: Antelope Island, Dead Horse Point, Goblin Valley, Goosenecks, Kodachrome Basin, and Snow Canyon State Parks.



Utah Division of Wildlife Resources

Hunting and fishing opportunities and wildlife resources are managed and protected in Utah through the Utah Division of Wildlife Resources (UDWR). The State of Utah has an abundance of wildlife, both native and introduced, that are associated with a wide range of habitats.

In 1776, the Dominguez-Escalante Expedition reported seeing bison, grouse, rabbit, and waterfowl—but no deer or elk. By 1825, mountain men noted small numbers of bison, deer, and elk in northern Utah. In 1907, the state issued the first resident hunting license. It was a \$1 hunting/fishing license required for all males over 14 years of age. In 1961, a record 132,278 deer were harvested. However, in 1993, following a harsh winter, only 26,024 deer were harvested by 140,000 licensed hunters. By 2002, the deer (mule deer population was estimated at 300,000, compared with a peak of 700,000 in 1967.

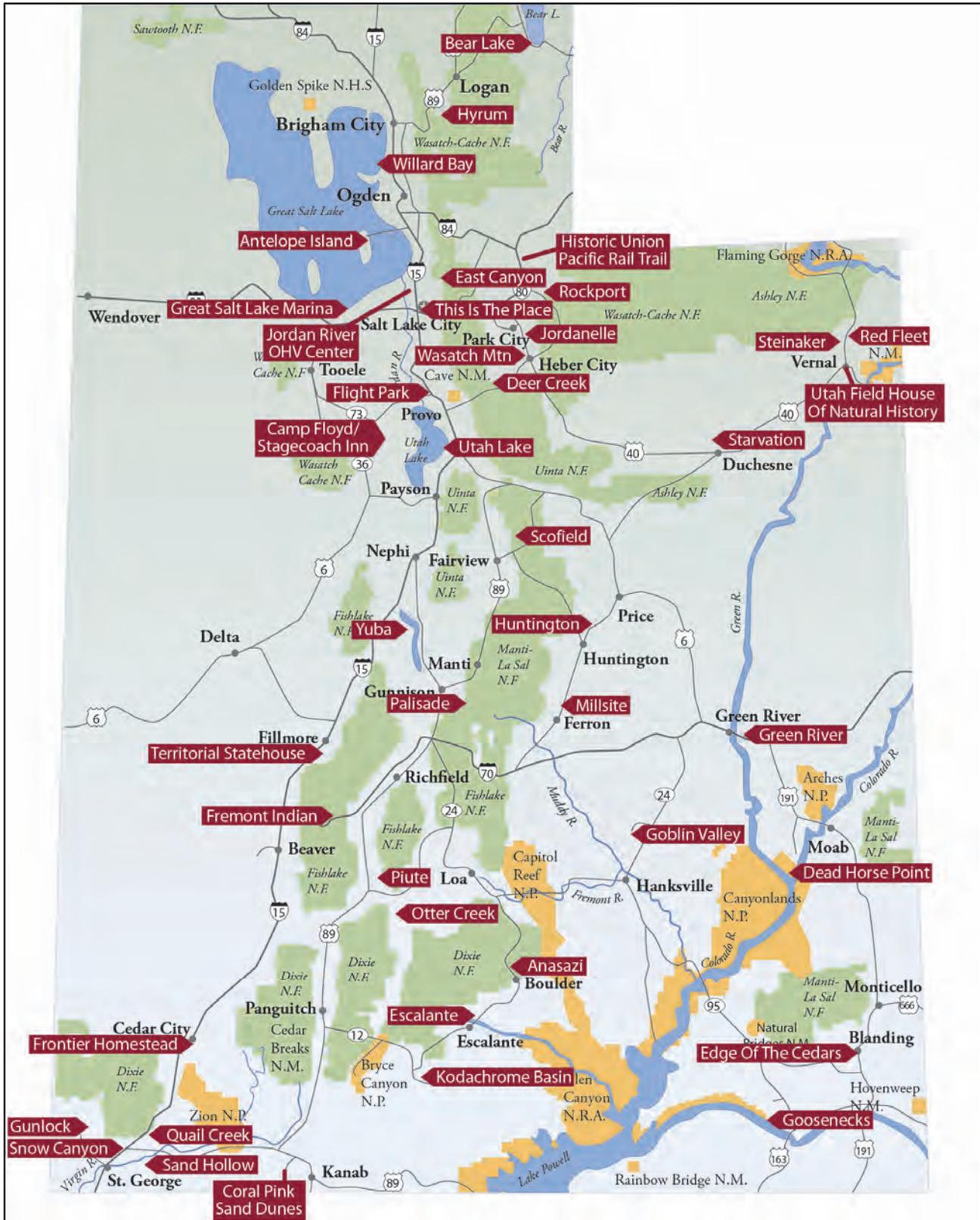


Figure 6. Utah State Parks.

Today, wildlife-related activities such as hunting, fishing, and wildlife viewing contribute greatly to the economy of Utah and provide many hours of recreational enjoyment to both residents and nonresidents. Based on a nationwide survey by USFWS, Utah had more than 1 million participants in wildlife-related recreation in 2011, with direct expenditures on these activities exceeding \$1.8 billion. A significant part of this figure is contributed by nonresidential visitors.

In terms of wildlife species found in Utah, mule deer remain the principle large game animal in the state. While they are present in most areas of the state, mule deer population numbers remain below the statewide objective of 411,900 wintering animals. As reported in the UDWR *Utah Big Game Annual Report* for 2011 (Bernales et al. 2011), the statewide winter population of mule deer has averaged about 291,000 animals since 2007. Total deer harvest in 2011 was 23,124, with a hunting success rate of 26.3 percent.



The elk winter population was estimated at 75,375 in 2011, exceeding the statewide population management objective of 68,825 established by UDWR. The 2011 harvest was 12,947, representing a 22.5 percent success rate. “Antlerless permits” are issued based on population statistics and as a herd management tool. Permits may be drawn for pronghorn antelope, moose, desert bighorn sheep, and Rocky Mountain bighorn sheep, mountain bison, and Rocky Mountain goat. Bighorn sheep, bull moose, bison, and mountain goat are generally a “once-in-a-lifetime” permit.

Predators (mountain lion, black bear) and furbearers (bobcat, marten, beaver, mink, badger, gray fox, kit fox, ringtail, spotted and striped skunk) are hunted or trapped in Utah. Upland game include grouse, pheasant, chukar partridge, quail, doves, etc.

Blue grouse and ruffed grouse are found mostly in north-central Utah. Blue grouse are found in high country, often on ridgelines near conifer, aspen, chokecherry, and serviceberry; they remain in the high conifer forests through winter—mostly in the state’s national forests. They are often considered the king of gamebirds by recreational hunters.

A variety of raptors—such as bald eagle, golden eagle, various hawks, osprey, and peregrine falcon—are found in the state. Threatened and endangered birds include Mexican spotted owl (threatened) and southwestern willow flycatcher (endangered).

Fish fauna in Utah is limited. When first settled, the state contained about 30 species. Today, 80 species exist, of which 23 are nonnative and were introduced. Currently, eight species of fish are on the threatened or endangered list, including Lahontan cutthroat, June sucker, razorback sucker, Colorado pikeminnow, woundfin, and humpback chub, bonytail chub, and Virgin River chub. More common types of trout (e.g., rainbow trout, German brown trout, brook trout, and cutthroat trout) are

stocked in Utah’s streams, lakes, and reservoirs. Warm water species such as striped, largemouth, and smallmouth bass, crappie, walleye, and bluegill are found in some Utah waters.

The Utah Conservation Data Center is a central repository for current information about wildlife species in Utah, with an emphasis on special status species. Habitat maps that distinguish critical, high value, substantial value, and limited value habitat ranges for various species are available from this website. Recreation developers should use this as a first guess to determine whether their project will impact important wildlife habitats.

Water Resources

According to the Utah Division of Water Resources, Utah receives an average of 13 inches of precipitation annually, primarily collected through snowfall in the mountains. Utah has 7.3 million acre-feet of water available for use each year. Approximately 790,000 acre-feet of water could be developed.

Water conservation will be critical as Utah’s population continues to grow; maintaining and improving water quality is also a priority. Water quality standards are developed through collaborative efforts between the Utah Division of Water Quality (UDWQ) and the U.S. Environmental Protection Agency (EPA). Some 178 “impaired” water bodies are currently monitored by UDWQ and EPA. The trend is toward improvement, reports UDWQ.

Utah has 721 square miles of lakes, reservoirs, and ponds, and 14,250 miles of perennial rivers and streams. The most famous of Utah’s water resources, the Great Salt Lake, is approximately 80 miles long and 30 miles wide, with a maximum depth not exceeding 32 feet.

Two major drainages found in Utah, the Great Basin and Colorado River Basin, vary greatly. The Great Basin is a region of internal drainage while the Colorado River eventually empties into the Gulf of California.



The divide between these two drainages extends through the high plateaus and across the western end of the Uinta Mountains. The Colorado River and its tributary, the Green River, are the two largest rivers in Utah and bring water into the state from Colorado and Wyoming. The Sevier, Bear, Weber, Logan, Provo, and Jordan Rivers drain into the Great Basin from Utah’s mountains.

The Great Salt Lake, Utah Lake, and Bear Lake are the largest natural lakes in Utah. The largest reservoirs are Lake Powell and Flaming Gorge.

Lake Powell in southern Utah is 200 miles long with 2,000 miles of shoreline and averages nearly 2.5 million visitors annually. A large system of dams and reservoirs along with the natural lakes and streams play an integral role in the state’s economy. They are also an essential component in outdoor recreation throughout the state. Public access to Utah waters and public lands continues to be a high priority.

CHAPTER 5 - RECREATION DEMANDS, NEEDS, AND ISSUES

This chapter summarizes results from resident and municipal surveys completed in fall 2012 to determine statewide participation in outdoor recreation activities, importance of recreational facilities, perceived needs for new or improved facilities, and satisfaction with existing recreation areas and facilities. Both surveys were completed by Dan Jones & Associates (Cicero Research).



Resident Survey: Recreation Participation and Facility Needs by Planning District

The resident survey was completed by telephone and online to obtain a representative sample both statewide and within each of the seven planning districts. Survey implementation methods are described in Chapter 2. Survey results are provided below.

Some key observations of the survey response include the following:

- Respondents were asked to report gender, age, ethnicity, education, income, and number of children per household. Gender of respondents was mostly even (49 percent female statewide) and comparable to the 2010 Census.
- The younger demographic was somewhat underrepresented, and there was overrepresentation of those between the ages of 51–60.
- Income distribution was quite representative with slight underrepresentation of those making less than \$25,000 per year.
- Household size was generally representative of the state, with 47 percent of respondents indicating one or more children under 18 in their household, compared with 43 percent of households in the 2010 Census.
- The majority of respondents were White/Caucasian (94 percent).
- Hispanic/Latino representation was low, only 2 percent of survey respondents compared with about 13 percent of the population statewide in the 2010 Census.
- There were also somewhat low response rates from those with less than a high school education and high school graduates, and there was slight overrepresentation of those with graduate degrees.

To assess participation in outdoor recreation activities, survey respondents were asked to state the three most common recreational activities they had participated in over the past 12 months. Weighted statewide survey results are illustrated in Figure 7. The three most mentioned activities were hiking or backpacking, camping, and fishing, followed by motorized water sports, snow sports (snowmobiling, skiing, snowboarding, etc.), and ATV riding/4-wheeling.

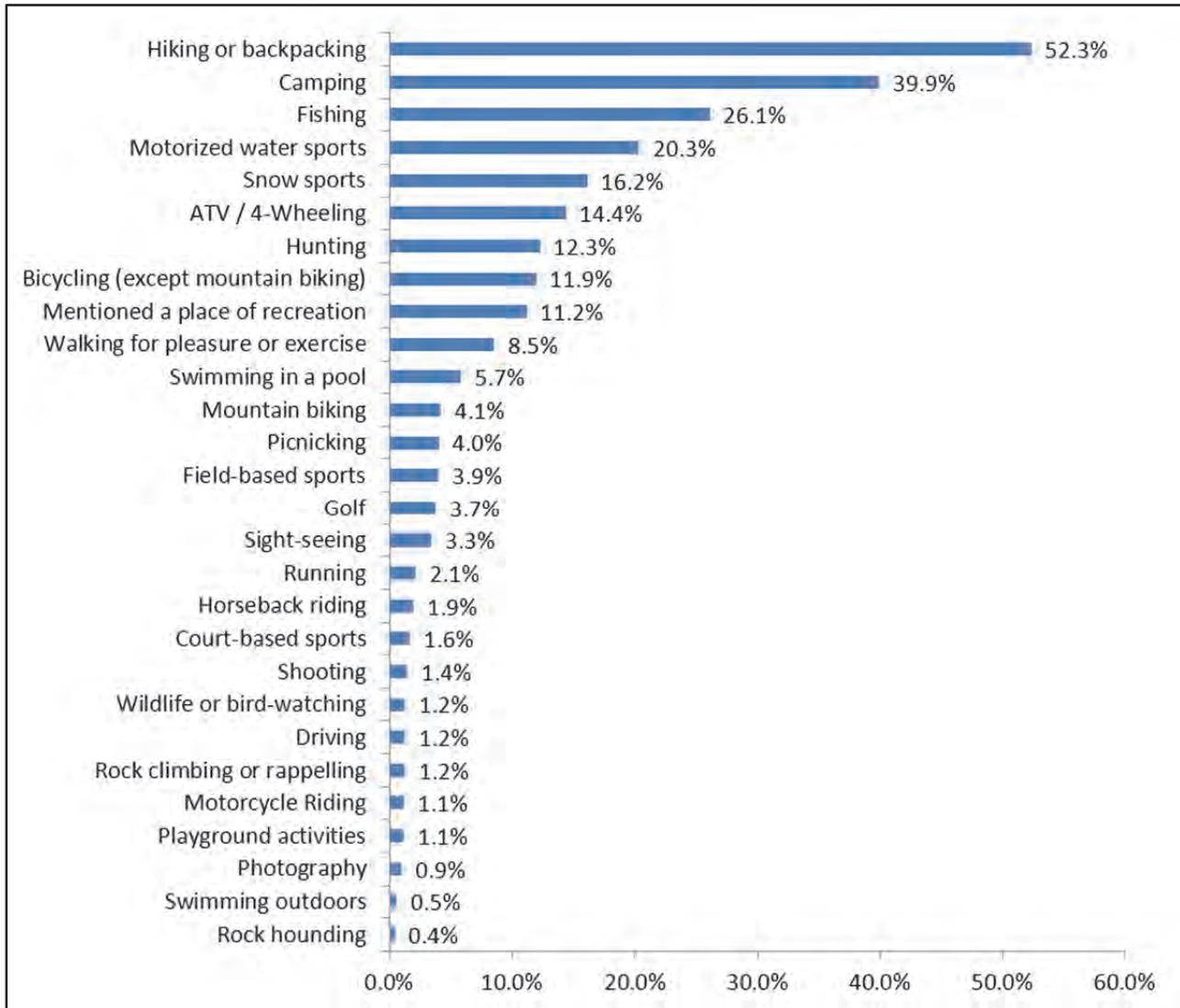


Figure 7. Responses to three most common recreation activities statewide (percent of respondents mentioning each activity).

Later in the survey, respondents were prompted regarding their participation in 20 specific activities over the previous 12 months; Table 6 summarizes responses to those questions.

Table 6. Statewide recreation activity participation, ranked by average number of times participated in the previous 12 months.

Statewide Recreation Activity Participation			
Activity	Percent Who Participated One or More Times in the Previous 12 Months	Average Number of Times Participated ^a	Qualitative Description of Participation Frequency
Walking for pleasure or exercise	92.8	86.2	Weekly ^b
Running	40.9	66.7	Weekly
Bicycling, not including mountain biking	51.5	29.2	Monthly or seasonally ^c
Field based sports such as outdoor soccer, baseball, softball, and football	45.4	24.9	Monthly or seasonally
Playground activities	59.0	24.3	Monthly or seasonally
Court based sports such as basketball, tennis, volleyball, and racquetball	47.3	22.7	Monthly or seasonally
Wildlife or bird watching	48.5	21.7	Monthly or seasonally
Swimming in a pool	70.9	20.5	Monthly or seasonally
Golfing	38.8	18.4	Monthly or seasonally
Mountain biking	28.2	15.0	Monthly or seasonally
Horseback riding	16.2	10.8	Seasonally or occasionally ^d
Hiking or backpacking	78.2	10.0	Seasonally or occasionally
Fishing	58.2	9.2	Seasonally or occasionally
OHV riding	47.5	8.6	Seasonally or occasionally
Picnicking	82.2	8.1	Seasonally or occasionally
Swimming outdoors (lake or river)	55.8	6.9	Seasonally or occasionally
Motorized water sports including jet skiing, water skiing, and wake boarding	39.1	6.8	Seasonally or occasionally
Camping	75.3	5.9	Seasonally or occasionally
Hunting	26.6	4.7	Seasonally or occasionally
Rock climbing	13.3	3.0	Seasonally or occasionally

^a Average number of times participated in a year among those who did participate. Activities listed in the table are ranked by average number of times participated.

^b Based on frequency of participation, these are activities that participants tended to participate in multiple times per month throughout the year or multiple times per week seasonally.

^c Based on frequency of participation, these are activities that respondents tended to do multiple times per year, or perhaps more frequently but on a seasonal basis.

^d Based on frequency of participation, these are activities that respondents tended to do less than monthly or perhaps seasonally on a more frequent basis.



The three most common activities in terms of percent who participate are:

1. walking for pleasure or exercise;
2. picnicking; and
3. hiking or backpacking.

Walking for pleasure or exercise was the single most commonly cited activity, with 93 percent of statewide respondents saying they had done this activity at least once during the past 12 months. The average number of times respondents participated in this activity during the year was 86, which is quite high compared with all other activities. Comparatively only about 41 percent of statewide respondents said they were runners, though frequency of participation

among those who were runners was quite high (an average of 67 times a year). The survey estimates that roughly half of Utahns participated in bicycling (51.5 percent), and the average number of times participated was about 29 times during the year. These three activities—walking, running, and bicycling—ranked lower in the question regarding respondents’ “three most common recreation activities.” This apparent discrepancy may reflect the fact that these activities are popular for physical fitness as well as recreation, and respondents may not have thought of them immediately when asked about their recreation activity in an open-ended question.



The results in Table 6 also show that the majority of Utahns enjoyed outdoor activities such as hiking or backpacking, camping, picnicking, swimming, fishing, and playground activities.

Other activities that respondents were specifically asked about were: field and court-based sports, wildlife/bird watching, golfing, mountain biking horseback riding, OHV riding, motorized water sports, hunting, and rock climbing. Statewide frequency of participation in each of these activities was lower relative to

the previously mentioned activities, likely reflecting differences in individual preference, seasonality, required equipment, skill level, and availability of opportunity.

Participation in recreation activities vary by planning district, as illustrated in Table 7. More details of participation within each planning district are reported in Appendix C. Some interesting variations of outdoor recreation across planning districts are listed below.

Table 7. Percent who participated in 20 listed recreation activities in the previous 12 months by planning district.

Percent Who Participated in 20 Listed Recreation Activities in Previous 12 Months							
Activity	Planning Districts						
	Bear River	Five County	Mountain-land	Six County	South eastern	Utah Basin	Wasatch Front
Camping	78.0	72.7	77.9	84.7	79.3	85.9	73.5
Hiking or backpacking	78.2	81.6	78.4	64.5	74.3	70.0	78.2
Mountain biking (not including road biking)	35.7	23.6	27.1	16.1	24.4	15.4	28.9
Bicycling (not including mountain biking)	57.2	45.4	51.8	44.7	34.9	37.3	49.1
OHV riding	48.3	57.0	50.3	77.6	68.5	62.4	42.3
Rock climbing or rappelling	11.8	21.0	14.5	12.6	15.0	13.6	12.1
Horseback riding	21.3	18.1	21.1	26.1	16.8	27.7	12.3
Swimming in a pool	70.1	69.3	68.2	60.0	52.8	59.3	70.6
Swimming outdoors (in a lake or river)	63.0	53.3	57.9	49.5	54.1	56.9	54.9
Fishing	55.9	58.0	56.3	74.2	63.8	75.7	57.0
Hunting	32.0	34.9	30.3	57.4	44.9	54.8	20.7
Motorized water sports (includes jet skiing, water skiing, and wakeboarding)	39.4	36.2	44.2	33.7	27.8	37.1	38.3
Running	38.6	31.2	36.8	30.3	24.7	28.5	33.3
Picnicking	87.7	82.7	85.0	85.8	82.7	84.1	80.3
Wildlife or bird-watching	50.7	51.4	46.8	64.2	60.6	62.4	43.0
Golfing	27.6	28.1	36.6	25.3	26.0	23.0	43.3
Walking for pleasure or exercise	70.3	73.0	72.9	65.3	71.1	71.3	73.7
Playground activities	59.3	54.6	61.3	54.5	43.6	56.9	56.7
Court-based sports (such as basketball, tennis, volleyball, indoor soccer, and racquetball)	45.4	41.5	48.7	37.1	30.7	34.7	46.7
Field-based sports (such as outdoor soccer, baseball, softball, and football)	49.6	38.1	48.9	43.2	30.4	39.7	43.6

Note: The three most common activities within planning districts shown with bold text.

- OHV riding ranked among the top three activities in the Six County District, and also ranked relatively higher in the Southeastern and Uintah Basin Districts.
- Fishing, hunting, and wildlife watching participation also exhibited regional variations, with participation in these activities rating higher among Six County, Southeastern, and Uintah Basin districts.
- Fishing rated among the top three activities in the Uintah Basin, and also ranked relatively higher in the Six County and Southeastern Districts.
- Hunting participation was highest in the Six County and Uintah Basin Districts.
- Walking for pleasure or exercise was among the top three in the Five County and Wasatch Front Districts.
- Picnicking was among the three most mentioned activities in all seven planning districts, and camping and hiking or backpacking ranked high in most districts.



Respondents were also asked to rate on a 1–5 numeric scale the importance of 10 recreation opportunities/facilities in their area. For the rating scale, 1 represented “not at all important,” and 5 represented “extremely important.” Later in the survey, respondents were asked to rate these same 10 recreation opportunities/facilities in terms of their satisfaction with existing opportunities/facilities in their area. On this scale, 1 represented “not at all satisfied,” and 5 represented “extremely satisfied.”

Statewide responses to the rating scale items are summarized in Figure 8. Respondents rated all 10 types of facilities highly, both in terms of importance and satisfaction. Average responses on all 1–5 scales exceeded the scale midpoint value of 3. City parks rated highest statewide, both in terms of importance and satisfaction.

Camping areas, natural areas, hiking trails, and playgrounds rated equally high with city parks in terms of importance, with all of these having response scale averages exceeding 4 on the 5-point scale.

Satisfaction ratings generally averaged lower than importance ratings, suggesting that at least some segments of the population rated importance higher than satisfaction. The magnitude of the difference may reflect a level of demand for additional or improved recreation opportunities or facilities in a given area. As illustrated in Figure 8, differences in the averages on the importance and satisfaction rating scales were greatest for camping areas, natural areas, and hiking trails, followed by city parks. Following this reasoning, Table 8 summarizes the percentages of survey respondents by planning district who reported high importance of facilities and low satisfaction with their availability. These results varied by planning district and are further discussed in the combined survey conclusions discussion below.

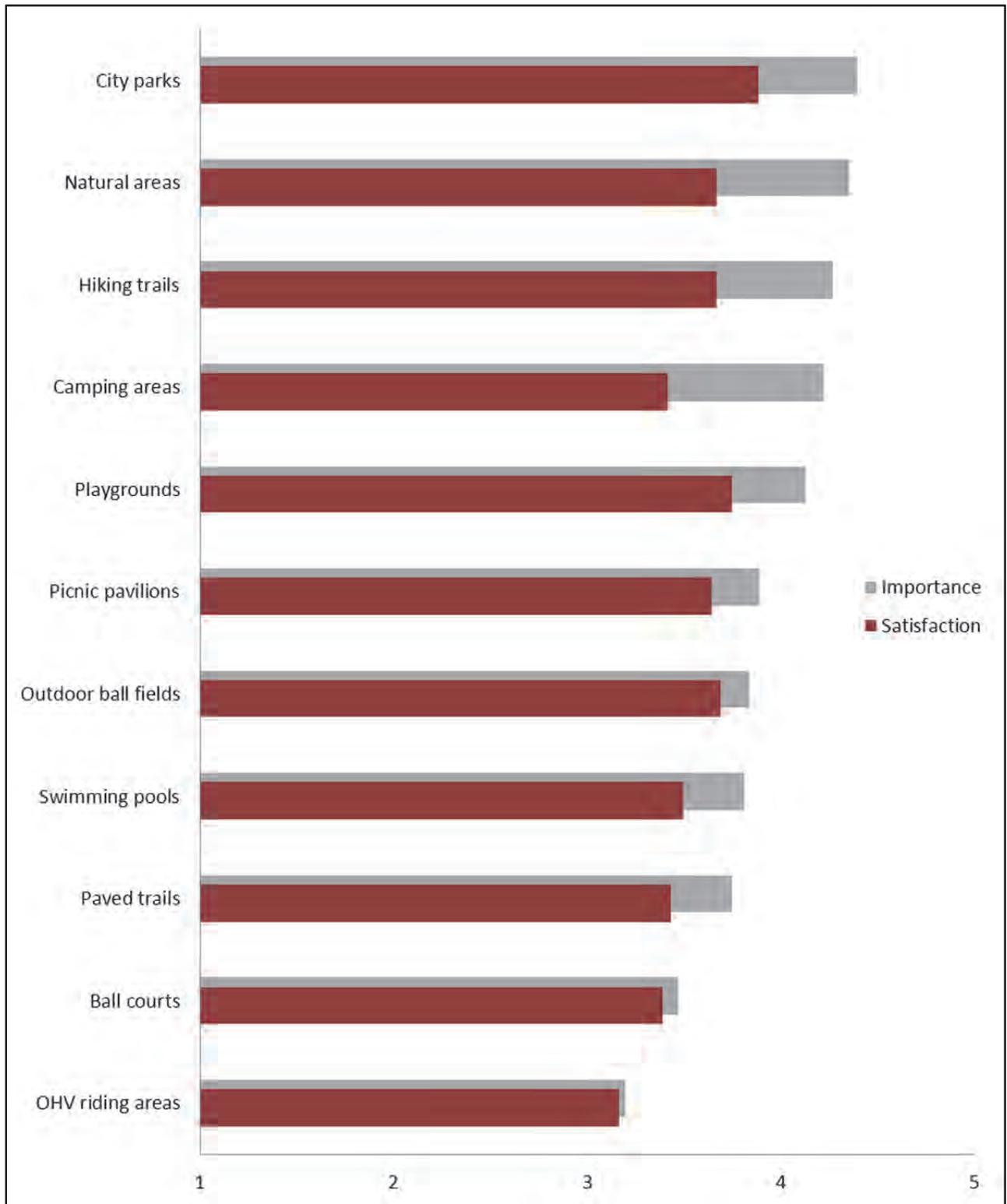


Figure 8. Statewide resident survey responses rating the importance of and satisfaction with existing recreation facilities in their area (bars indicate the average response value on a 1-5 numeric rating scale).

Table 8. Percent of respondents reporting high importance of recreation facilities but low satisfaction with their availability by planning district.^a

Percent of Respondents Reporting High Importance of Recreation Facilities but Low Satisfaction with Their Availability							
Facilities	Bear River	Five County	MountainInland	Six County	Southeastern	Utah Basin	Wasatch Front
Natural areas	9.4	4.4	9.7	9.0	9.8	5.8	12.5
Camping areas	11.1	8.5	11.1	11.9	12.6	6.5	19.2
Paved trails	14.1	7.2	10.8	14.3	12.4	15.1	11.1
City parks	4.3	5.1	6.4	6.1	3.5	6.1	5.6
Outdoor ball fields	3.0	2.6	7.2	6.3	6.3	5.0	5.9
Hiking trails	8.3	4.7	6.7	12.8	10.0	8.4	11.1
OHV riding areas	14.4	9.8	16.0	11.4	18.4	12.0	14.3
Swimming pools	11.0	9.9	16.0	14.6	4.6	18.0	10.0
Picnic pavilions	3.5	6.0	5.7	8.0	6.6	7.0	7.2
Playgrounds	5.6	4.2	5.8	5.9	4.5	3.5	5.5
Ball courts	6.6	7.1	8.6	6.0	10.6	8.1	7.1

^a The table shows percentages out of all respondents within each district who rated importance of facility a 4 or 5 on the 1–5 rating scale for importance and subsequently rated satisfaction with the same facility a 1 or 2 on the 1–5 rating scale for satisfaction. These contrasting responses may represent a generalized “level of demand” for facility improvement within a given district.

Municipal Survey: Community Recreation Needs Inventory

Each of the 243 incorporated cities in Utah were contacted to participate in the municipal survey. Of those contacted, 123 cities responded to the survey questions, for a response rate of just over 50 percent. Additional details on data collection methods are discussed in Chapter 2. Seventy-seven percent of responding municipalities indicated that their responses represented community feedback from a public-oriented planning process.

As identified in the municipal survey, ball fields and courts were the new facilities most needed throughout the state, followed by trails and community or recreation centers (Figure 9). Fifty-two out of the 123 responding municipalities said that they would need to acquire additional land parcels to complete needed facility development, with an average of 30.5 acres and a maximum of 200 acres. The greater facility renovation needs (Figure 10) were general park additions and improvements, followed by ball field and court improvements.

Seventy-seven percent of the municipalities indicated that their identified needs were identified in a public planning process or document, such as a city master plan or recreation plan. Forty-three percent indicated that their community had a program or policy in place to acquire matching funds.

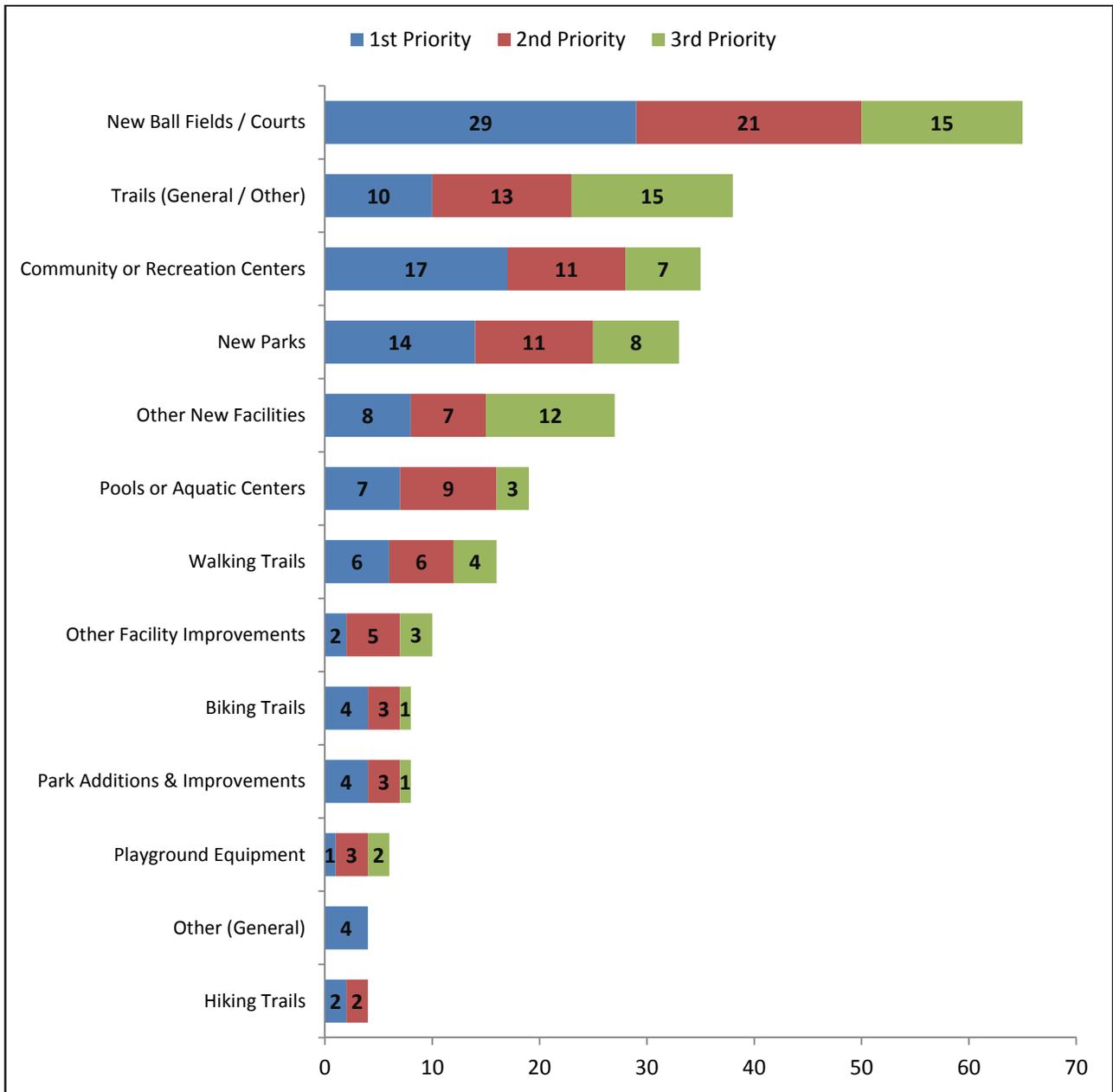


Figure 9. Statewide recreation facility needs, municipal survey.

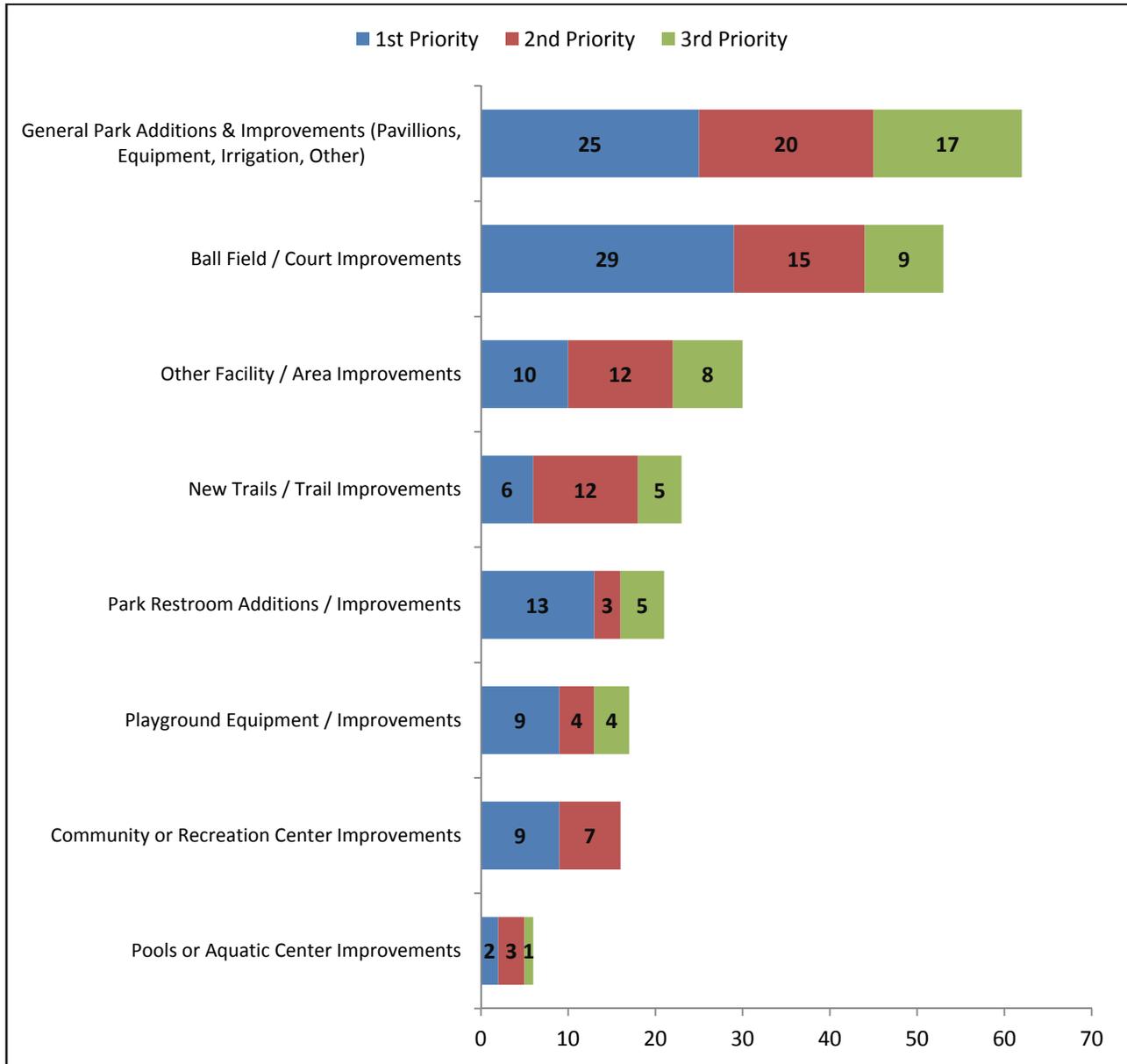


Figure 10. Statewide recreation facility renovations or improvements needed, municipal survey.

Table 9 summarizes statewide top priority needs and estimated costs from the municipal survey. Planning district results are summarized below, with additional details and figures included in Appendix C.

Table 9. Top priority needs and estimated costs from responding municipalities, statewide.

Top Priority Needs and Estimated Costs from Responding Municipalities		
Top Priorities	Number of Requests	Sum of Estimated Cost
Parks, new	5 (0)	15,300,000
Parks, playground equipment	12 (2)	1,330,000
Parks, other improvements or additions	84 (13)	12,608,900
Ball fields, new	12 (2)	6,575,000
Ball fields, improvements	30 (1)	5,306,000
Courts, new or improvement (tennis, basketball, volleyball)	12 (1)	1,518,000
Community or recreation center, new or improved	18 (0)	21,142,000
Swimming pools, new or renovation	5 (0)	13,037,000
Trails, improvements and facilities	25 (5)	9,965,000
Other improvements and renovations	25 (6)	2,160,200
Estimated total cost		\$88,942,100
Note: The 2014 estimated total cost is much lower than the 2009 estimated total cost (State Parks 2009). The lower figure is due, at least in part, to a lower municipal survey response rate (50 percent vs. 80 percent in 2009) and a slow economy. Numbers in parentheses in the "Number of Requests" column represent the number of requested projects for which estimated costs were not reported.		

Combined Survey Conclusions: Recreation Demands, Needs, and Issues

Each planning district has some specific recreation demands, needs, and issues. The following subsections provide more detailed discussions of the resident survey and the municipal survey by planning district. (Planning Districts are identified on Figure 11.)

Bear River Planning District

Popular activities in the Bear River planning district were, picnicking, camping, hiking, walking, swimming, and bicycling. Among the Utah districts, Bear River had the highest proportion of bicycling participants (57 percent of respondents), as well as the largest percentage of mountain bikers with 36 percent of respondents participating. Swimming participation was also quite high, with 70 percent of respondents indicating that they swim in a pool and 63 percent saying they swim outdoors. The Bear River District also had high participation in field-based sports and running.



Bear River District respondents ranked city parks highest in terms of importance, followed by natural areas, camping areas, and playgrounds. The largest proportions of respondents indicating high importance and low satisfaction with availability were in response to OHV riding areas, paved trails, swimming pools, and camping areas. When asked about the top two recreation facility needs

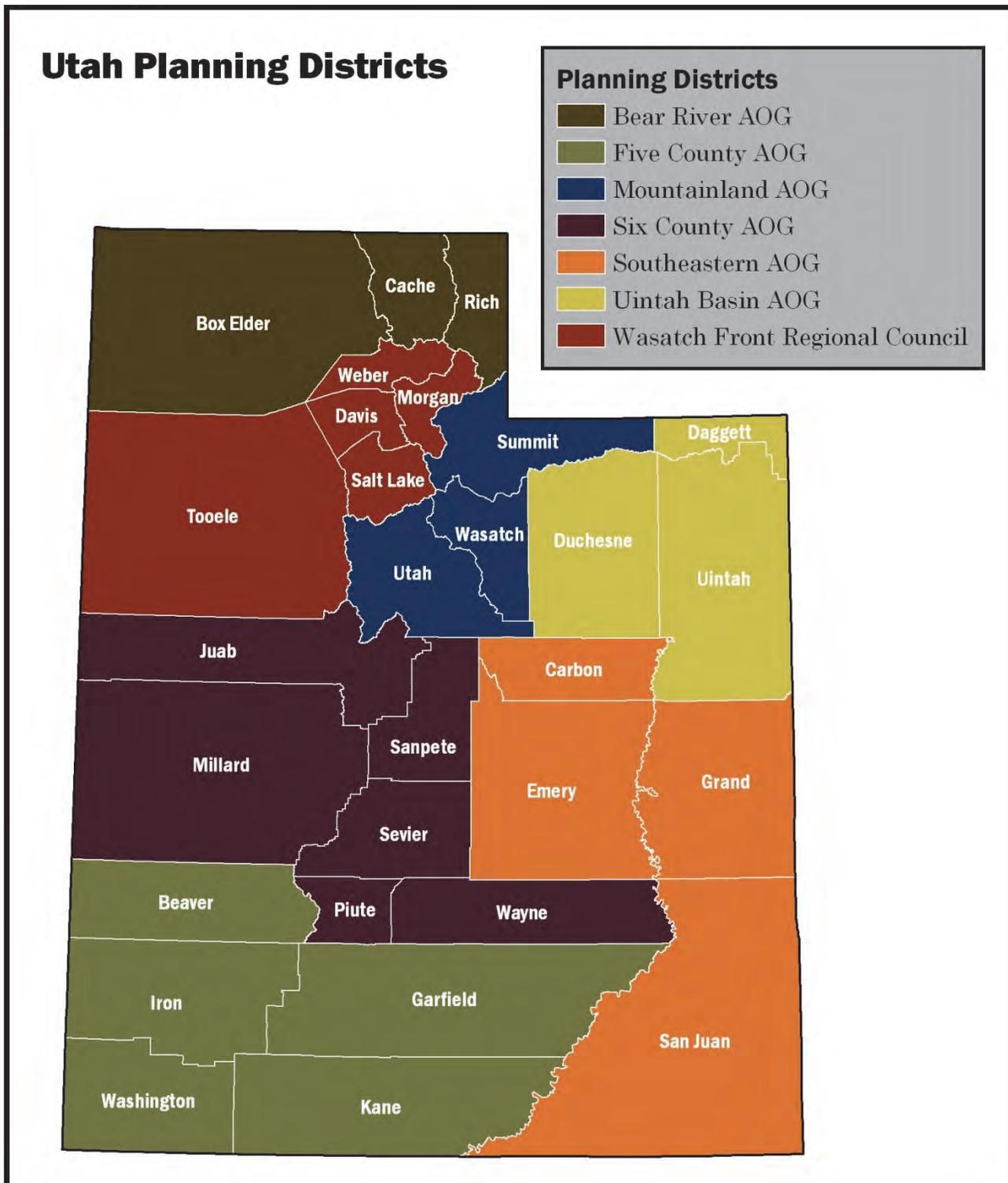


Figure 11. Utah planning districts.

in their area, Bear River District respondents indicated a broad range of facilities. Among the most common mentioned were parks and other facilities, pools, and trails.

In the municipal survey, Bear River District officials most mentioned trails as new facility needs, followed by new parks and new ball fields and courts. Ball field and court improvements were the greatest renovation needs, followed by general park additions and improvements. Estimated costs for top priority facilities reported by 13 responding municipalities totaled \$1.5 million.

Five County Planning District

Popular activities in the Five County District were picnicking, hiking or backpacking, and walking for pleasure or exercise. Other popular activities included camping, swimming, and fishing. Among the Utah districts, the Five County also had the highest proportion of participants in rock climbing or rappelling, with 21 percent of respondents saying that they have participated.

The greatest needs based on percentages of respondents reporting high importance but low satisfaction with availability were for OHV trails, swimming pools, and camping areas. Less than 10 percent of respondents reported high importance and low satisfaction for any of the eleven facilities, suggesting relatively high satisfaction with facility availability within the district. When asked about the top two needs for recreation facilities, respondents in the Five County District most commonly indicated parks, pools, and other facilities.

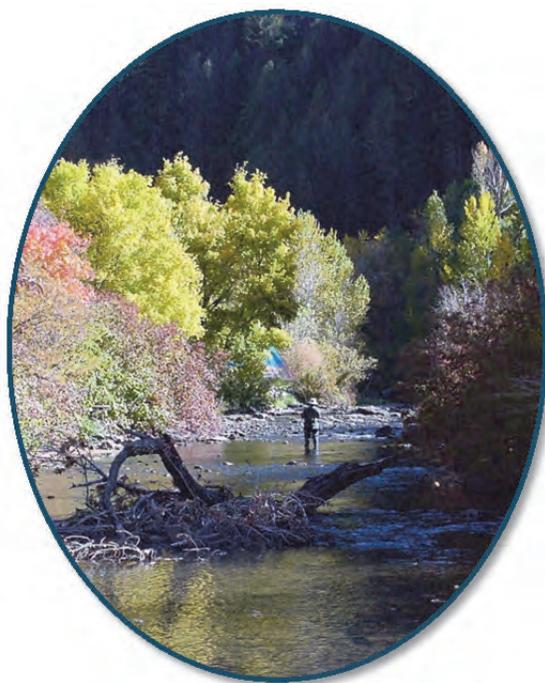
In the municipal survey, officials indicated that ball fields and courts were the highest priority for new facility needs as well as other facility renovation needs. Estimated costs for top priority facilities reported by 18 responding municipalities totaled \$6.6 million.

Mountainland Planning District

The top three participation activities in the Mountainland District were picnicking, hiking or backpacking, and camping. Other popular activities were playground activities, motorized water sports, court- and field-based sports, golfing, and running.

The greatest needs identified in the resident survey were for swimming pools, OHV riding areas, camping areas, trails, parks, and other facilities.

In the municipal survey, Mountainland District officials identified new ball fields and courts as the highest priority for new facility needs, followed by trails. New trails and trail improvements were the greatest renovation needs. Estimated costs for top priority facilities reported by 13 responding municipalities totaled \$22.5 million.





Six County Planning District

The most popular activities in the Six County District were picnicking, camping, and OHV riding. The Six County District had the highest proportion of respondents participating in OHV riding at nearly 78 percent. There were also high proportions of participants in fishing (74 percent), wildlife or bird watching (64 percent), and hunting (57 percent). Compared with other districts, there were also a higher proportion of horseback riding participants (26 percent compared with about 16 percent statewide).

Some of the needs most commonly mentioned in the resident survey included swimming pools, paved and hiking trails, camping areas, and OHV riding trails.

In the municipal survey, Six County District officials identified new ball fields and courts among the greatest new facility needs, followed by pools or aquatic centers and community or recreation centers. The greatest renovation needs were general park additions and improvements. Estimated costs for top priority facilities reported by 25 responding municipalities totaled \$10.7 million.

Southeastern Planning District

The top activities in terms of participation in the Southeastern District were picnicking, camping, and hiking or backpacking. There were also very high proportions of respondents indicating participation in OHV riding (69 percent), fishing (64 percent), and wildlife or bird watching (61 percent).

There was a broad range of facility needs indicated in the resident survey, including OHV riding areas, camping areas, paved and hiking trails, and ball courts. Other needs identified in the question regarding the top two facility needs included improved fishing access, urban fisheries, golf courses, courts, hunting access, and, in general, more facilities for youth.

Officials in the Southeastern District indicated trails and other new facilities were the greatest new facility needs. Ball field and court improvements were the greatest renovation needs, followed by general park additions and improvements. Estimated costs for top priority facilities reported by 14 responding municipalities totaled \$13.1 million.

Uintah Basin Planning District

The highest proportions of Uintah Basin respondents participated in picnicking, camping, and fishing. Among the districts, the Uintah Basin had the overall highest proportion of fishing participants at 76 percent. There were also relatively high proportions of participants in OHV riding, horseback riding, hunting, and wildlife or bird watching.

Responses to the importance and satisfaction rating scales indicate that Uintah Basin District residents most see a need for swimming pools, paved trails, OHV riding areas, camping areas, and parks and other parks and recreation facilities.

According to the municipal survey, community or recreation centers were the highest priority for new facility needs in the Uintah Basin District, followed by new ball fields and walking trails. The greatest renovation needs were improvements and additions to parks and other facility or area improvements. Estimated costs for top priority facilities reported by five responding municipalities totaled \$1.4 million.

Wasatch Front Planning District

The most popular activities in the Wasatch Front District were picnicking, hiking or backpacking, and walking for pleasure or exercise. There were also high proportions of residents participating in pool swimming and golfing.

The largest discrepancies between importance and satisfaction ratings among Wasatch Front District residents were for camping areas, OHV riding areas, natural areas, paved trails, and hiking trails. Responses regarding the top two needs for facilities indicated that residents prioritized parks and other parks and recreation facilities and hiking trails as needs.

The greatest new facility needs were ball fields and courts in the municipal survey for the Wasatch Front District, followed by community or recreation centers. The greatest renovation needs were ball field and court improvements and general park additions and improvements. Estimated costs for top priority facilities reported by 35 responding municipalities totaled \$33.1 million.



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CHAPTER 6 - WETLANDS

According to the National Wetlands Priority Conservation Plan (NWPCP) of the USFWS (USFWS 1989), wetlands are considered to be lands in transition zones between aquatic and terrestrial systems where the land is covered by shallow water or the water table is usually near or at the ground surface. Wetlands are critical components of healthy regional ecosystems. They provide essential habitat for many species of fish and wildlife, as well as important resting places for migrating birds. They can also control floods and erosion, purify wastewater and recharge groundwater. The NWPCP was required by Public Law 99-645 and is intended to assist public agencies and the private sector with identifying wetlands warranting priority consideration for protection. Section 303 of the Plan specifies that each state's SCORP will also address wetlands within that state with respect to importance to outdoor recreation.



The USFWS reports periodically on the status and trends of national wetlands. Studies conducted between the mid-1950s and mid-1970s showed an estimated wetland loss of 458,000 acres per year. By the mid-1970s to the mid-1980s, the rate of wetland loss had declined to 290,000 acres per year. From 1986 to 1997, there was a sharp drop in the rate of wetland loss to 58,500 acres lost per year. From 1998 to 2004, however, the nation was found to have experienced a net wetland gain of 32,000 acres per year. This positive trend was attributable to national, state, local, and nonprofit initiatives to protect these important lands. Between 2004 and 2009, however, the trend was slightly downward, with an average annual loss of 13,800 acres nationally.

Wetlands and Conservation in Utah

Wetlands account for only about 0.2 percent of Utah's land; they are very rare, and they are being lost to urban development, nonnative plant and animal species, pollution, improper grazing practices, and various other circumstances. Between 30 and 40 animal and bird species that depend on wetland habitats have been identified as species of concern in Utah.

Numerous groups and agencies in Utah are involved in wetlands conservation. The USFWS and Natural Resources Conservation Service are both federal programs offering resources for habitat and wetland conservation efforts on private lands. The Utah Wetlands Foundation, The Nature Conservancy, Ducks Unlimited, Utah Wildlife Federation, and Utah Audubon Society are a few of the nonprofit organizations working to protect wetlands and wildlife habitat in the state.

The Utah Reclamation Mitigation and Conservation Commission (Mitigation Commission), which was established in 1992 by the Central Utah Project Completion Act, administers mitigation projects that "offset the impacts to fish, wildlife and related recreation resources caused by the Central Utah Project and other federal reclamation projects in Utah." (The Central Utah Project is an effort to divert, store, and deliver water to state citizens for their use needs.) The Mitigation Commission's wetlands projects include the Utah Lake Wetland Preserve, South Shore Ecological Reserve on the Great Salt Lake, Great Salt Lake Shorelands Preserve, and Jordan River Wetlands Project.

The UDWR is also involved in wetlands conservation and education. The UDWR, along with Project WILD, has developed fourth grade interdisciplinary curriculum with both school- and field-based activities called Utah's Wonderful Wetlands. The UDWR has also developed Utah's Comprehensive Wildlife Conservation Strategy to protect and improve sensitive habitat around the state, including wetlands. The strategy uses the State Wildlife Grants Program, which was developed in 2001, as a funding source for all species and habitats in greatest need of conservation. Projects eligible for these grants should be partner-based strategies for protection, restoration, and enhancement of species and habitats gaining both public and private sector support.



State Parks complies with all federal and state laws and policies regarding wetlands through a monitoring program and by avoiding impacts, or minimizing and mitigating those few impacts that are unavoidable. It also has regular opportunities to consult with agencies in the state responsible for the management of fish and wildlife resources, including UDWR and USFWS, through the state's Resource Development Coordinating Committee in the Utah Public Lands Policy Coordination Office. As resource management plans (RMP) are written for state parks, wetlands and their preservation are thoroughly considered.

State Parks's wetland management and acquisition policy is guided by federal and state laws and regulations, as well as by its wetlands priority plan, *Utah's Wetlands: An Important Outdoor Recreation Resource* (State Parks 1988), which was developed in consultation with the UDWR and the Utah State Office of the USFWS.

State Parks recognizes the importance of wetland resources for their recreational value, in addition to their ecological value. Wetlands in parks throughout State Parks's system provide visitors with important opportunities to watch wildlife, explore water systems, learn about water quality, and attend interpretive and educational programs to become more informed and responsible citizens and users of Utah's resources.

CHAPTER 7 - IMPLEMENTATION

There are a number of resources in Utah to address statewide recreation issues and meet recreation needs. Current opportunities and programs available through federal, state, and local land management agencies (described in Chapter 4 of this document) meet many recreation needs. New resources and opportunities are available through these agencies. The state supports several activity-specific funded programs for recreation, including the Trails and Pathways Program, the State OHV Program, and the State Boating Program. The LWCF Program will play a further role in addressing Utah's recreation and conservation needs. The strategic plan for State Parks describes some ways Utah's recreation needs and issues will be addressed, as do the [RMPs](#) written to guide the administration of each state park.

Additionally, in January 2013, the Governor's Office released a document titled *The State of Utah Outdoor Recreation Vision* (Utah Governor's Council on Balanced Resources 2013). This 60-page document outlines a series of strategies to protect and promote the outdoor recreation opportunities that abound in Utah.

The following programs are some of the well known resources available to address recreation needs in Utah. This is by no means an exhaustive list.

Federal Grant and Assistance Programs

Land and Water Conservation Fund Program

The LWCF Act of 1965 (Public Law 88-578) created a unique program for acquiring public lands for the express purpose of providing opportunities for outdoor recreation. Program funding is derived from two sources: appropriations from the LWCF and revenues authorized by the Gulf of Mexico Energy Security Act. The LWCF finances both federal acquisition of park and recreation lands and a matching grant program to state and local governments for acquisition, planning, and development. As of 2012, LWCF had appropriated more than \$3.9 billion to the states and territories. With matching funds, a dedication of more than \$7.8 billion has been made to support over 42,000 park, open space, and recreation facility projects. Utah's citizens have benefited from these funds through their open space, playgrounds, swimming pools, ball fields, camping areas, golf courses, picnic facilities, and numerous other community recreation resources and facilities. Nearly \$49 million in LWCF assistance has been dedicated to over 450 recreation projects in Utah, with matching funds representing a total investment of just under \$100 million.



The legacy of LWCF projects in Utah is expansive, but recent years have seen significant decreases in funding compared with past years. Table 10 summarizes LWCF funding since 2009. Annual monies awarded to the state for dispersion between projects since 2006 have been approximately 25 percent of previous funding levels. Costs required to maintain the program effectively are also on the rise. Even so, the program continues to contribute to important opportunities for Utah's citizens to enjoy recreating outdoors near their homes.

Table 10. Utah Land and Water Conservation Fund grants, 2014.

Utah Land and Water Conservation Fund (LWCF) Grants, 2014			
Year	LWCF	GOMESA^a	
2009	\$346,220	N/A	
2010	\$486,239	N/A	
2011	\$485,285	\$3,671	
2012	\$551,042	\$1,331	
2013, anticipated	Unknown	Unknown	
Totals	\$1,868,786	\$5,002^b	
Project Category	Number of Projects Funded	Total Project Funding	LWCF Contribution to Projects
Park improvements and facilities	10	\$1,862,776	\$931,388
Ball fields and improvements	1	\$309,440	\$154,720
New parks	4	\$1,325,592	\$662,796
Splashpad	1	\$125,764	\$62,882
Administrative costs	1	\$114,000	\$57,000
Totals	17	\$3,737,572	\$1,868,786

^a Gulf of Mexico Energy Security Act.

^b 2011 and 2012 Gulf of Mexico Energy Security Act grants not used (held for administrative planning needs).

State Parks administers Utah’s LWCF apportionment, which is distributed to states and territories proportionally based on population. Project sponsors submit grant applications, which are reviewed by Utah’s LWCF grants coordinator at State Parks. Projects are ranked through an evaluation process that was cooperatively developed by NPS and the state. A citizen governing board reviews the recommended projects and approves their nomination to the NPS for approval.

The evaluation process, or OPSP, is based on the point system illustrated in Table 11. Utah’s OPSP was revised in 2013 to reflect new program goals and changes to the LWCF Manual. Any projects receiving LWCF grant awards—properties or facilities—must be set aside for recreation purposes in perpetuity. Additionally, projects must comply with the National Environmental Policy Act of 1969, so that any projects completed on an existing park footprint will be subject to a Categorical Exclusion, and any land acquisitions will be subject to a full Environmental Assessment or Environmental Impact Statement, depending on the significance of a project’s environmental impacts.

Also of note, points are awarded in the OPSP for a component of quality assurance in each project. Quality assurance is measured (and priority points awarded) for a demonstrated history of timely, effective turnover of grant funds by an applicant that has previously received LWCF grant funding or by a new applicant’s demonstrated ability to maintain adequate financial records. Quality assurance points may be additionally awarded in the future for projects supported by a sustainable stakeholder organization, such as a friends group or sponsoring coalition that will ensure the long-term success of each LWCF project.

Table 11. Priority system for rating Land and Water Conservation Fund projects (Utah Open Project Selection Process, revised January 2013).

Priority System for Rating Land and Water Conservation Fund Projects	
Criteria	Point Value
I. ADMINISTRATIVE CONSIDERATIONS	
<p>A. Participant's Administrative Capacity</p> <ul style="list-style-type: none"> • Application is properly completed and signed (25 points). • All required copies of the application and supporting documents are included (25 points). • All required questions have been answered and the project is well defined/described (25 points). • Cost estimates are reasonable and do not include ineligible items (25 points). 	100
<p>B. Participant's Utilization of Funds and Fiscal Administration</p> <ul style="list-style-type: none"> • The applicant has demonstrated a history of good turnover of funds and has completed their projects on time or, if a new applicant, has demonstrated ability to maintain adequate financial records (100 points). • Marginal record (50 points). • Poor utilization – holds funds too long – poor accounting practices (25 points). 	100
<p>C. Participant's Availability of Other Sources of Funding – Is the applicant eligible for other federal or state matching fund opportunities?</p> <ul style="list-style-type: none"> • No other qualifying matching funds, applicant has dedicated funding in place to match the grant (100 points). • Applicant provides <50% cash match from other sources or in-kind (75 points). • 100% of matching funds are from other sources or the project is eligible for grants from other grant programs that are better suited to the project (25 points). • The sources of matching funds are not identified or 100% of the matching funds are from donations and the letters or support and committal are not included (0 points). 	100
<p>D. State Responsibility – points are awarded if the State of Utah has an obligation to the federal government to complete a useable facility.</p> <ul style="list-style-type: none"> • Necessary for a useable project and state responsibility (100 points) • Completion of a partial development or phased project (50 points) • Project is unrelated to any state responsibility (0 points) 	100
Possible points, administrative considerations	400
II. MAGNITUDE OF LOSS	
<ul style="list-style-type: none"> • High importance and critical timing (300 points) • Important and timely (200 points) • Timing is not critical (100 points) 	300
Possible points, magnitude of loss	300

Table 11. (Cont.)

Priority System for Rating Land and Water Conservation Fund Projects	
Criteria	Point Value
III. MEETING IDENTIFIED OUTDOOR RECREATION NEEDS (2014 SCORP)	
A. Based on local or regional needs assessment the project provides: <ul style="list-style-type: none"> • For the most favored new facilities (200 points) • For the most favored improved facilities (150 points) 	200
B. Relation of this project to similar facilities in the immediate area <ul style="list-style-type: none"> • No such facilities within a reasonable distance (150 points) • Present facilities are inadequate, not due to operation and maintenance (O&M) (100 points) • Facilities adequate, but addition would enhance program (75 points) • Other facilities are capable of handling the use (50 points) • Facilities are inadequate due to poor O&M (25 points) 	150
C. The sponsor has furnished a current survey, needs assessment or formally approved master plan	50
Possible points, meeting identified needs	400
IV. SITE LOCATION IN RELATION TO THE AREA SERVED	
A. The location relative to main user groups is: <ul style="list-style-type: none"> • Excellent (100 points) • Very Good (75 points) • Good (50 points) • Fair (25 points) • Poor (0 points) 	100
B. Adequacy of access to the site is: <ul style="list-style-type: none"> • Excellent (100 points) • Very Good (75 points) • Good (50 points) • Fair (25 points) • Poor (0 points) 	100
Possible points, site location	200

Table 11. (Cont.)

Priority System for Rating Land and Water Conservation Fund Projects	
Criteria	Point Value
V. SOCIOECONOMIC FACTORS	
A. Recreation public served by the project : <ul style="list-style-type: none"> • All age groups, genders, socioeconomic groups (100 points) • Some, but not all diversified groups (50 points) • Few diversified groups (25 points) 	100
B. Population growth factor (1 point for each percent of increase based on the 2012 census)	100
C. Nonresident and resident tourist use – economic benefit (favoring projects that have secondary benefits from tourism): <ul style="list-style-type: none"> • Major tourism benefit (50 points) • Substantial tourism benefit (40 points) • Medium tourism benefit (30 points) • Minor benefit (10 points) 	50
Possible points, socioeconomic factors	250
VI. PLANNING, DESIGN, AND FACILITY MAINTENANCE	
A. Applicant has demonstrated a recreation activity and facility maintenance program that is: <ul style="list-style-type: none"> • Excellent (100 points) • Very Good (75 points) • Good (50 points) • Fair (25 points) • Poor (0 points) 	100
B. The project is innovative and unique in design, activity, or use of site <ul style="list-style-type: none"> • Highly innovative or unique (100 points) • Somewhat innovative or unique (75 points) • Functional facility (50 points) • Limited design or use of site (25 points) • Poor design or use of site (0 points) 	100
C. Seasonal activities –favoring expanded recreation opportunity – extended, normal, or limited hours; extended season based on multiple use.	50
Possible points, planning, design, and maintenance	250

Rivers, Trails and Conservation Assistance Program

The Rivers, Trails and Conservation Assistance (RTCA) Program of the NPS is not a granting program, but numerous organizations are eligible to apply for technical assistance in the implementation of outdoor recreation and natural resource conservation projects. The RTCA coordinators give local organizations and governments the tools to collaboratively preserve open space, conserve rivers, and develop greenways and trails. Projects must have broad community support to receive approval, and they must be supported by a group of partners with substantive and well-defined roles. Preference is given for projects that include both resource conservation and recreation, provide physical connections among resources, engage youth, develop relationships between NPS areas and local communities, and partner with health organizations or the NPS.

An RTCA coordinator is located in Salt Lake City to serve projects in Utah.



Recreational Trails Program

The Recreational Trails Program (RTP) is an assistance program through the Federal Highway Administration that is administered by State Parks. The RTP was authorized by the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which established the Recreational Trails Funding Program and the Recreational Trails Trust Fund. The ISTEA requires that revenues from motor fuel taxes generated from the sale of fuel for OHV recreational purposes be transferred to the Trails Trust Fund from the Highway Trust Fund in order to provide for both motorized and nonmotorized recreational trail and facility improvements.

Of the money in the Trails Trust Fund, 98.5 percent is distributed to the states (1.5 percent covers administrative costs and trail-related research). Half of that amount is distributed equally to all states, and half is distributed

proportionally based on the estimated amount of off-road recreational fuel use per state. States are required to use at least 40 percent of their appropriation for diversified trail uses, so that multiple user groups can benefit from the projects funded. States are encouraged to consider projects that benefit both motorized and nonmotorized trail users, such as common trailhead facilities. Table 12 shows Utah RTP project funding from 2009–2012.

In Utah, grant applications are considered by the Utah Combined Trails Advisory Council (a joint-session meeting of Utah Recreational Trails Advisory Council and the OHV Advisory Council) and State Parks staff. This group recommends project funding to the State Parks citizen governing board, which has the authority for funding approval. Up to 50 percent of project costs can be funded by the RTP in Utah. The remaining percent of a project can be matched with sponsor cash, in-kind services, volunteer labor, or donations. Any federal agency project sponsor must secure at least 5 percent of funding from a nonfederal source. Most project grants range in amount from \$10,000 to \$100,000. Funds are distributed on a reimbursement schedule after project completion and inspection. All projects receiving these funds are subject to an environmental clearance process.

Table 12. Utah Recreational Trails Program projects.

Utah Recreational Trails Program Projects	
Project Category	Funding Details for Fiscal Years 2009-2012
Federally-sponsored	55 projects (44%)
State-sponsored	21 projects (17%)
County-sponsored	24 projects (19.5%)
City-sponsored	24 projects (19.5%)
Total Projects	124 projects (100%)
Trail construction and maintenance	\$4,568,696.78
Equipment	\$1,156,960.02
Trail ranger program	\$380,954.00
Education and interpretation	\$303,790.00
Program administration	\$448,383.44
Total Cost	\$6,858,784.24

Urban Park and Recreation Recovery Program

The Urban Park and Recreation Recovery (UPARR) Act of 1978 (Public Law 95-625) established the UPARR Program, which provides matching grants and technical assistance to urban communities in economic distress specifically to rehabilitate critically needed recreation facilities. However, the program has not received funding since 2002.

State Grant and Assistance Programs

Utah Off-Highway Vehicle Program

Utah's OHV Program coordinates OHV-related recreation throughout the state and emphasizes rider safety through its education program and efforts to provide OHV opportunities. Managed by State Parks, the OHV Program produces maps and publications informing citizens of riding opportunities and events around the state, laws and regulations, natural resource use and protection, as well as riding ethics and volunteer opportunities. A consistent statewide OHV messaging campaign is currently being developed. The *Ride On Utah* campaign comprises each land managing agency, which includes USFS, BLM, UDWR, and School and Institutional Trust Lands Administration (SITLA), along with a private partner, Tread Lightly. The campaign is focused on OHV operator behavior with surveys including OHV owners and land managers within Utah. This messaging campaign will be implemented over the next 3 to 5 years.



The OHV Program sponsors a youth education program. Youth under age 16 are required by state law to complete an education course before operating an OHV on public lands, roads, or trails. (Children under age 8 are prohibited from operating an OHV on public land.) State Parks's "Know



Before You Go” course, now available online, covers the following topics: safe riding, proper machine sizing, weight distribution, responsible and ethical riding, proper handling and shifting, and riding within your ability. Classroom riding courses are also offered through private providers.

The OHV Program also administers grants through the state OHV Trails Program. The OHV Trails Program was authorized by the Utah Legislature in 1987 with the purpose of assisting public land management agencies in their efforts to meet the

needs of OHV users. The OHV Trails Program provides 50/50 matching fund grants to federal, state, and local governments and to organized user groups to fund OHV-related projects in Utah. Projects eligible for funding include trail construction, rehabilitation and maintenance, development of trailhead facilities, signage installation, education and interpretive media and programs, law enforcement, peer-patrolling activities, and purchase of trail maintenance equipment. Table 13 provides a general overview of the OHV Trails Program.

Table 13. Utah Off-Highway Vehicle Trails Program.

Utah Off-Highway Vehicle Trails Program	
Project Category	Funding Details for Fiscal Years 2009-2012
Federally-sponsored	8 projects
County-sponsored	1 project
City-sponsored	1 project
Organization-sponsored	3 projects
Total Projects	13 projects
Trail construction and facilities	\$43,900.00
Mapping, signage, and information, including avalanche reports	\$13,901.30
Law enforcement, education, volunteer programs and other expenses	\$216,267.00
Equipment	\$0.00
Total Cost	\$274,068.30

Funding for the OHV Trails Program is appropriated annually by the state legislature and is received from OHV registration fees and a small percentage of Utah’s motor fuel tax. The grant program generally provides about \$100,000 per year for projects statewide.

Projects are selected by State Parks’s citizen governing board, based on recommendations submitted by the OHV Advisory Council and State Parks staff. Once projects have been selected, project sponsors can apply to receive up to 50 percent of their awards in advance of work done in order to fund start-up costs. The OHV Advisory Committee comprises members representing the following interests: motorcycles, ATVs, snowmobiles, 4-wheel drive vehicles, OHV safety, retail OHV dealers, two members at large, the USFS, the BLM, and SITLA.

Permanent Community Impact Fund

The Permanent Community Impact Fund is a state program administered by the Permanent Community Impact Fund Board. It provides loans and grants to state agencies and subdivisions of the state that are or could be socially or economically impacted, directly or indirectly, by mineral resource development on federal lands.

Under the federal Mineral Leasing Act of 1920, lease holders on public land make royalty payments to the federal government for the development and production of nonmetaliferous minerals. In Utah, the primary source of these royalties is the commercial production of fossil fuels on federal land managed by USFS and BLM. Since the enactment of the Mineral Leasing Act, a portion of royalty payments, called mineral lease payments, have been returned to the state in an effort to help mitigate the local impact of energy and mineral developments on federal lands. The State of Utah then allocates 32.5 percent to the Permanent Community Impact Fund Board. The board considers applications for projects that provide public infrastructure or services that are traditionally provided by local governmental entities, including planning, construction and maintenance of public facilities, and the provision of public services. Projects can be funded by grants or loans; the board tends to prefer funding through an interest-bearing loan, which extends the utility of the funds over a longer period of time.

Recreation facilities can be financed through the Permanent Community Impact Fund. When a loan is awarded, the board purchases either a taxable or a tax-exempt bond, depending on the circumstances of the project, to finance the project. Factors influencing the type of bond purchased include the best interests of the state and the applicant, as well as the applicant's ability to pay the bond. Grants are only awarded when other financing methods cannot be used, repayment is difficult, or emergency situations exist that affect public health, safety, or welfare.

LeRay McAllister Critical Land Conservation Fund

The LeRay McAllister Critical Land Conservation Fund is a state program administered by the Utah Quality Growth Commission and the Governor's Office of Planning and Budget. Its goal is to protect open lands that are critical to recreation, scenery, historic preservation, agriculture, water quality, wildlife habitat, and wetlands. The fund is an incentive program that provides grants that encourage collaborative conservation efforts between communities and landowners.

Counties, cities, towns, the DNR, the Utah Department of Agriculture and Food, and nonprofits with 501(c)(3) status can apply for these 50/50 matching grants to acquire conservation easements on private lands or to purchase fee titles on parcels of land up to 20 acres. Projects must have support from local communities, by way of their local elected officials and legislators. Funds from this program may only preserve land in or restore land to its natural state, or preserve agricultural production. These grants cannot be used for "active recreation" sites like parks with developed facilities or ball fields. However, some forms of recreation may occur on these lands, or they may provide access to recreation sites.



Other Programs and Planning

State Boating Program

Utah's boating program was authorized by the state legislature to promote and regulate safety and adherence to boating laws on Utah's waterways, and to provide educational programs for boat operators. The boating program has numerous specific responsibilities, including but not limited to the following:

- Coordinating activities of and ensuring management consistency between the U.S. Coast Guard (USCG), USCG Auxiliary (the voluntary branch of the USCG), Utah Department of Motor Vehicles, Utah Tax Commission, and all of the agencies (such as NPS, USFS, BLM, and Reclamation) that manage bodies of water in the state
- Addressing boating access, construction issues, and law enforcement statewide
- Providing statewide boating officer training programs for operation, enforcement, and search and rescue
- Awarding licenses, permits, and registration to captains, guides, outfitting companies, marine dealers, boat liveries, and for marine events
- Educating citizens through Utah Safe Boating Week events, a boating education course, a personal watercraft (PWC) education course that is mandatory for operators age 12 to 17, and attending tradeshows and safety fairs
- Managing all boating safety publications and multimedia in the state and maintaining regular contact with the media through weekly press releases and other media and marketing coordination



Utah's boating program is guided by the *Utah Boating Program Strategic Plan* (State Parks 2010) and is funded through numerous sources, including USCG grants, boat registration fees, fuel tax revenues from fuel used for recreational boating, commercial boating registration fees, and boater access funds from matching grant programs through UDWR and USFWS. Grants from the USCG are supported by the Sport Fish Restoration and Boating Trust Fund (formerly Wallop-Breaux), which operates on the basis of a user-pay, user-benefits initiative. These funds are generated through taxes and fees associated with fishing and boating, allocated by Congress, and

administered by USCG; they provide boating safety programs, including education, law enforcement, and other initiatives. All boating program funds are distributed among state parks for boating operational activities, and throughout the state for the activities listed above.

Children In Nature Programs

A tremendous nationwide movement to get children outdoors was sparked, in part, by the 2006 publication of Richard Louv's book, *Last Child in the Woods* (Louv 2008), which discussed the reasons for and implications of what he calls "nature deficit disorder." Since that time, groups, agencies, and citizens from fields as varied as natural resource management, health care, education, and the outdoor gear industry have created programs, formed partnerships and developed facilities and opportunities to support the effort to get children outside.



Movement leaders are concerned about the developmental health and well-being of children who lead indoor, sedentary lives. They are also concerned that children who do not experience nature tend not to develop much understanding of or appreciation for the natural resources on which they depend.

Getting children outside and giving them time to play freely has been shown in a variety of studies to improve their social and critical thinking skills, physical health, psychological health, knowledge of their surroundings, and creativity, among numerous other benefits.

Utah is sponsoring a children in nature program called [ROCKIN' Utah](#), Reaching Out Connecting Kids in Nature. It was first implemented in the summer of 2008, and events were held at state parks throughout the summer, including fishing, nature and wildlife viewing, camping and cooking outdoors, boating, kite flying, hiking, historical and cultural education, and OHV riding. ROCKIN' Utah's mission is to revitalize children's interest in nature and encourage creative outdoor play by providing opportunities for families to discover Utah's natural and cultural resources and explore healthy physical activities together.

Teacher to Ranger to Teacher Program

The NPS sponsors the [Teacher to Ranger to Teacher](#) (TRT) Program in order to help connect the country's citizens to their natural and cultural heritage. School teachers are selected to work as park rangers for the summer, performing a variety of duties based on their interests and park needs. What the teacher-rangers learn in the parks—conservation, land management, natural resources, interpretation, outdoor recreation—they take back to their classrooms. During the school year they engage students and other teachers in activities related to parks, recreation, and resources by sharing stories from their ranger experiences and employing their new skills in the classroom. The TRT Program aims to recruit teacher-rangers from communities and schools that are not generally reached by NPS programs, giving special emphasis to areas with large, ethnically diverse populations.

The TRT Program in Utah is a partnership between state and national parks. In the summer of 2008, Zion National Park partnered with Coral Pink, Sand Hollow, and Snow Canyon state parks—all located in the St. George area—to fund a local teacher-ranger who designed the Desert Junior Ranger Program, which would be implemented in 2009. Also, in 2008 Canyonlands National Park and Dead Horse Point State Park in the Moab area hosted a teacher-ranger from Minnesota who developed the Junior Ranger Explorer Program, also to be implemented in 2009. Both programs provided activities and prizes for participants from multiple state and national parks, encouraging them to learn more about both southwestern and southeastern Utah, respectively.

Vision 2010, Strategic Plan for the Division of Utah State Parks and Recreation

State Parks approved its long-range strategic plan, *Vision 2010*, in December 2004 (State Parks 2004). The plan was developed by a team of employees, members of the State Parks citizen governing board, and the general public with the mission to “provide opportunities to improve the quality of life in Utah through parks, programs, and employees serving the public.”

Vision 2010 recognizes the importance of recreation benefits to public health, the tourism and recreation industry’s impact on the state economy, growth in local economies resulting from visitation to parks, trails and open space, as well as a generally improved quality of life for Utah’s citizens.

Vision 2010 identifies the following goals for State Parks, with the intention that they would be met by the year 2010:

- Develop marketing plans and programs to enhance the contribution of State Parks to Utah’s economy
- Provide high-quality, safe, and affordable recreational, educational, and interpretive opportunities
- Protect, preserve, and appropriately enhance and expand Utah’s recreational estate
- Recruit, develop, and retain a highly skilled and committed workforce within Utah’s state parks

State Parks has been very successful in completing *Vision 2010*’s objectives. Most objectives were met by the end of 2008, and State Parks began developing a new strategic plan in 2010.



Resource Management Plans for Utah’s State Parks

State Parks develops an RMP for each park, in order of priority of recreation, environmental, and political issues. Most of Utah’s 43 state parks are guided in their administration by a current RMP.

Vision 2010, State Parks’s long-range strategic plan outlines the required resource management planning actions needed to effectively meet citizen recreational and leisure needs at each state park for the 5- to 10-year period of RMP relevance. Each RMP should be a comprehensive document that helps park managers “determine how to best provide desired recreation opportunities while protecting each park’s natural, cultural, and historic resources.” An RMP should “identify park resources, issues and needs, and provide clear and concise objectives for managers to use when making resource management decisions. Planning teams comprised of park managers, resource experts, park users, community leaders and other stakeholders develop these plans.”

Park RMPs provide opportunities to address recreation needs and issues specific to each state park, as well as those that affect the entire state and can be attended to on an individual-park scale.

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APPENDIX A: MUNICIPAL SURVEY

APPENDIX B: RESIDENT SURVEY



APPENDIX C: SURVEY RESULTS BY PLANNING DISTRICT

Bear River Planning District Survey Results
Five County Planning District Survey Results
Mountainland Planning District Survey Results
Six County Planning District Survey Results
Southeastern Planning District Survey Results
Uintah Basin Planning District Survey Results
Wasatch Front Planning District Survey Results



Bear River Planning District Survey Results



Five County Planning District Survey Results



Mountainland Planning District Survey Results



Six County Planning District Survey Results



Southeastern Planning District Survey Results

Utah Basin Planning District Survey Results



Wasatch Front Planning District Survey Results

