



State Comprehensive Outdoor Recreation Plan 2003

State of Utah

Department of Natural Resources
Utah Division of Parks and Recreation

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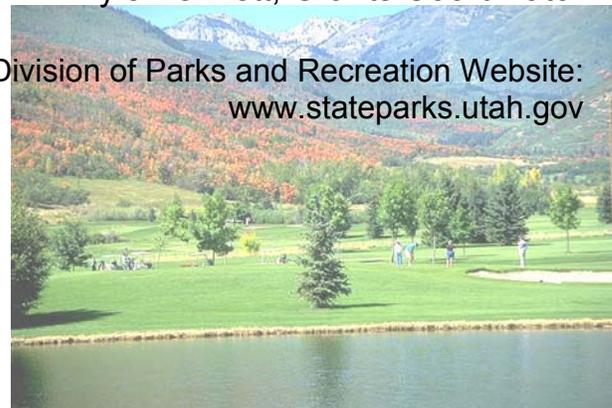
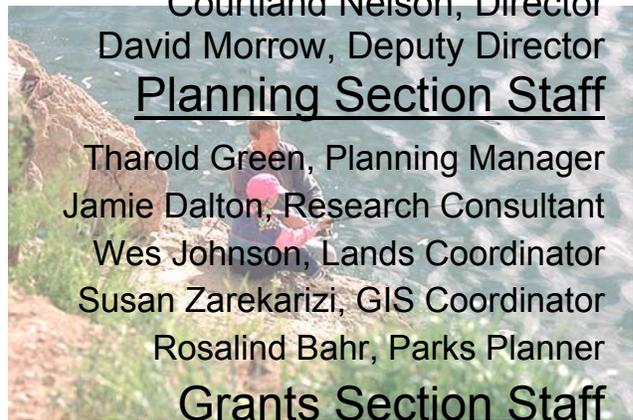
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SCORP 2003



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May 7, 2003

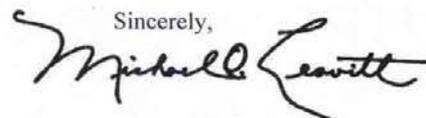
Dear Fellow Utahns:

The 2002 Olympic Winter Games showcased Utah's outstanding outdoor recreation resources and facilities. Millions viewed and experienced Utah through electronic media. We anticipate thousands will return or come to Utah for their first time because of this exposure and the quality of our resources, facilities and people. Our citizens continue to relish the availability and quality of outdoor recreation in Utah. This is evidenced by high individual and family participation rates, and the quality of health in Utah.

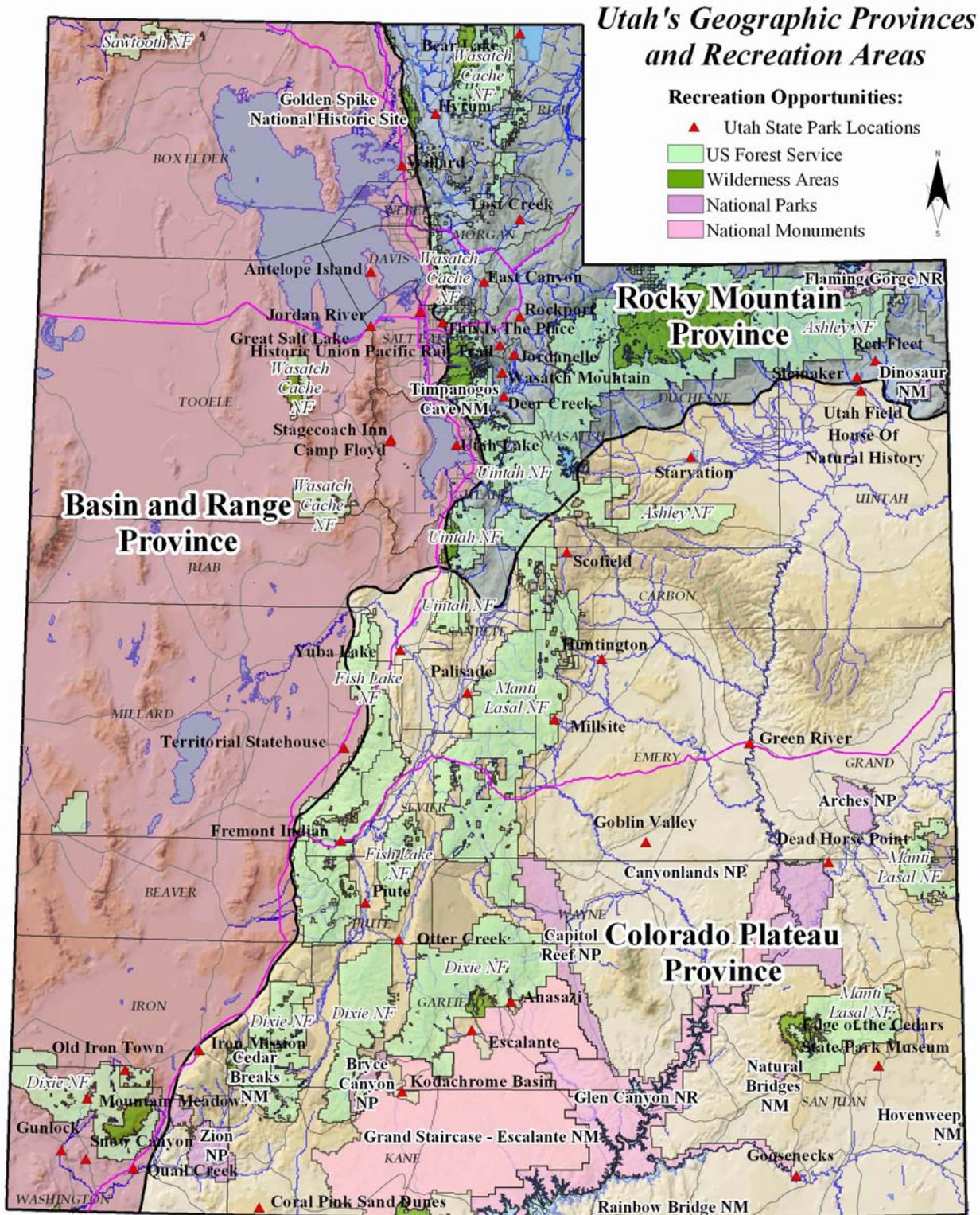
Utahns have revealed their love and support for this state through public meetings, opinion surveys, letters, volunteerism and their use of our great resources. Our high mountains, basin deserts, red-rock canyons and plateaus, rivers, sparkling lakes, streams, wild places, its history and prehistory—all engage and excite our citizens and guests. To ensure these values and opportunities are sustained and enhanced, we must plan: then implement.

The 2003 Utah State Comprehensive Outdoor Recreation Plan (SCORP) and the planning processes it represents, is an important element of statewide planning and improving the quality of life in Utah. SCORP has been researched and assembled from a broad range of data and public participation over the past four years. SCORP is used as a source of information and guidance for allocation of special federal grants. These grants are matched by local, state and special district funds to develop needed, high quality outdoor recreation facilities in Utah. SCORP is required by federal law. Active public participation in the planning process is mandatory (P.L. 88-578). Grants allocated by the state through the SCORP help meet a broad array of important, high priority objectives of: local plans, plans of state and local entities, Envision Utah objectives; plans and programs of the Governor's Office of Planning and Budget, Utah Quality Growth Commission, Utah State Park programs, public tourism infrastructure recommendations; and other significant planning and implementation programs.

I certify that the 2003 Utah State Comprehensive Outdoor Recreation Plan is our official plan, and present it for your use. It is a dynamic document that must adapt to changing demands and conditions in Utah; therefore, it is as much a process as a publication. Please contact our Utah Division of Parks and Recreation for more information.

Sincerely,


Michael O. Leavitt
Governor



Acknowledgements

The research and publication of the 2003 Utah SCORP is a product of a “team” effort: Utah Department of Natural Resources, Utah Division of Parks and Recreation, Utah Division of Wildlife Resources, Utah Geological Survey, Utah Department of Transportation, Utah Division of Water Resources, Governor’s Office of Planning and Budget, the National Park Service (Omaha regional office and Rivers and Trails Program), the USDA Forest Service, the USDI Bureau of Land Management, the Bureau of Reclamation, Utah State University, Institute for Outdoor Recreation and Tourism (IORT), the University of Utah, Department of Parks, Recreation and Tourism; the Utah League of Cities and Towns, the Utah Association of Counties, the Utah Recreation and Parks Association and others provided data, information, advice, recommendation and encouragement.

Day to day efforts were provided by the Division of Parks and Recreation, and the Planning Section of the Utah Division of Parks and Recreation: Jamie Dalton, Research Analyst; Rosalind Bahr, Planner; Susan Zarekarizi, GIS Coordinator; Wes Johnson, Land and Environmental Specialist; David Morrow, Deputy Director for Operations, Development and Planning; Courtland Nelson, Director; Lyle Bennett, Grants Coordinator; Steve Roberts, Legislative Liaison; Gary Thorson, Development Coordinator; Deena Loyola, Public Affairs Coordinator; Debbie Stufflebeam, Accounting Tech.; Tharold (Terry) E. Green, Planning Manager; Lloyd Tabing, Graduate Student Intern.

The 2003 Utah SCORP (State Comprehensive Outdoor Recreation Plan) is a planned aggregation of numerous public meetings, public opinion surveys, special reports, park surveys, federal and local plans, technical reports and other data that have been purposely conducted over the past few years for management, planning and budgetary purposes. Credit has been attributed for most of these efforts. The Division of Parks and Recreation is grateful for the cooperation and collaboration that has occurred over the past three years.

Utah Division of Parks and Recreation



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Executive Summary

The 2002 Utah State Comprehensive Outdoor Recreation Plan (SCORP) is a federally required planning document. But it is more. It includes an overview of important research, findings, inventories, issues, implementation, opinion surveys and other data. SCORP should enable entities to make more informed decisions regarding policy and expenditure of scarce outdoor recreation acquisition and development dollars in Utah. This SCORP is much less encyclopedic. It is designed to be a tool or source of information while conforming to the federal requirements for SCORP; i.e., P.L. 88-578.

- The *SCORP* includes a discussion of the planning process, the authority to plan, a brief description of Utah's outstanding outdoor recreation resources, a basic inventory of the federal estate, state facilities, local facilities; a brief explanation of programs; economic aspects of outdoor recreation; the legacies of the 2002 Winter Olympics; the public input process; important research results, among others
- *Separately, government agencies, local, state and federal, cannot meet the burgeoning demand for outdoor recreation.* All are seeking partnerships, collaboration and volunteer opportunities with each other and the private sector. New methods are needed
- John Kemp, research coordinator with the Division of Travel Development asserts that *during "tough times" and following "9/11" there are corresponding increases in visitation at our parks and natural areas.* Citizens and guests are making more visits to parks and facilities closer to home.
- Educational demands on scarce state funding consume two-thirds of the combined budgets of all other state agencies. Demographers document another boom in school-aged children (5 through 17 years) beginning in 2006 and lasting through 2018. *Leisure services, including tourism, state parks, wildlife and local park agencies will be forced to compete. New funding sources are needed*
- *The perceived need for and use of urban and wildland trails has significantly increased in*

the past 10 years. The Governor's Olympic Legacy for trails found great public support for trails—motorized and non-motorized—and a *public acknowledgment of the efficacy of trails and urban paths for the economy, citizen enjoyment, health and transportation.*

- The public is greatly concerned about *ensuring public access to public lands:* the public wants to know more about their lands
- *Volunteerism is supplementing park maintenance and program needs;* e.g., Utah State Parks enjoyed over 81,000 volunteer hours in 2002, worth over \$1.3 million
- *SCORP statewide agency survey (2001) is consistent with (2002) field experience;* i.e., rural areas tend to need renovation and repair of local parks: urban areas desire park expansions, urban trails and recreation centers—costs being much higher for urban facilities than rural. LWCF 2002 applications documented these preferences
- *Ten years ago, less than 10% of LWCF applicants had a local plan or assessment to justify their grant request. For 2002, over 70% responded that they had a master plan, assessment or other survey document that justifies and validates their requests.* Local plans and surveys are strongly encouraged
- Improved tools have been developed to measure and quantify the benefits of outdoor recreation; i.e., cost savings for redemptive and preventive cardiac activity related to trails and convenient access to public open space and recreation facilities (*Alliance for Cardiovascular Health and Physical Activity, January 2002*)
- The 2003 *SCORP* focuses on *needed facilities,* and not the frequency or preference for recreation activity. This was implied in the requested facilities cited. Many communities are constructing flexible play fields and open space accommodating a broad range of recreation activities
- "*En Libra*"—a concept and policy of the Governor emphasizes a balanced approach to resource management decisions—emphasizing public and local input to land use policy and planning.

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Introduction

The major objective of the Utah SCORP is provide information about high quality outdoor recreation opportunities through Land & Water Conservation Fund Act (LWCF) grants and other programs, to improve the quality of life and health in Utah while providing facts and recommendations to help guide and justify allocations of scarce matching grant dollars.

Purpose of SCORP

The purposes of the State Comprehensive Outdoor Recreation Plan (SCORP) include:

- Developing a strategic outdoor recreation reference document
- Assisting outdoor recreation resource planning and management in Utah
- Proposing an outline of desired actions and goals for statewide outdoor recreation; for at least five years
- Providing a citizen-input forum to suggest outdoor recreation needs, strategies and rationale for achieving goals—a useful Open Project Selection Process (OPSP)
- Facilitating essential coordination for outdoor recreation development by multiple agencies and interests for a variety of outdoor recreation activities throughout the state
- Assisting and guiding state, local and federal decision-making regarding outdoor recreation in Utah
- Maintaining the 1965 LWCF Act requirements for eligibility to receive matching grant allocations from Congress through the auspices of the National Park Service and the U.S. Department of the Interior (P.L. 88-578).

Need for Planning

The Utah SCORP, like other plans, is researched, written and published to assist rational decision-making for anticipated

future events. Plans forecast action that may be necessary in the future. Plans can increase enjoyment, health, profit, and productivity while making future conditions less risky, less costly, less hazardous, and less troublesome.

Government and private enterprise prepare plans. Stockholders and lending institutions require plans for business, operations, financing, and capital development. Business and government establish policy and statutes that require plans be prepared, updated, and endorsed by those affected. They are officially approved by a supervisory entity, implemented and evaluated for effectiveness and efficiency. This SCORP is the fifth since 1967. It is required by federal law as a precondition to receive LWCF matching grant dollars appropriated by Congress and administered through the National Park Service (NPS).

Strategic plans are those that provide specific actions to accomplish and achieve broader goals--such as improving the quality of life in Utah. General goals and objectives provide the broad-based direction for the state, while the strategies provide the means for accomplishing the goals and objectives. In some instances timelines or schedules should be incorporated with the strategic component of the plan to ensure accountability. Specifying the agency or individual responsible for performing each strategic task is also a method for improving accountability and achievement of both strategies and goals.

Planning Process

The planning process includes several steps to create a document that fulfills the purposes of the SCORP and the LWCF regulations. These include providing *coordinated planning direction* for the state, providing a *reference document* of state and recreation information, and *meeting federal planning requirements* as specified in LWCF Act legislation.

A first step is gathering and compiling existing recreation information—the supply of facilities, land and water. It is not practical to gather and include all supply information in the SCORP. It is important that the information assists decision-makers in allocating LWCF allocations and other grant dollars; i.e., selecting the very best and most needed LWCF projects for Utah. A reference list of information and data is available through Utah Division of Parks and Recreation (UDPR) and a forthcoming website. They provide more complete and current information referenced in SCORP 2003.

Another step should include obtaining frequent public input on needs, goals, and issues related to outdoor recreation in Utah. Understanding the legal responsibilities and missions of other land and resource managers is also important—especially in Utah where over two-thirds of the state is in federal ownership: over 70% in public ownership

Data Compilation

Data was compiled from a variety of sources including, but not limited to, *public surveys, focus groups, special studies, books, agency publications, online material and personal conversations*. This information was compiled to provide background information on resources and existing conditions in

Utah, along with extant recreation services and resources in the state.

Public Input

The SCORP and its fundamental planning process continue to *enjoy broad public input* from activity groups, outdoor recreation users, resource managing agencies, special interest groups, commercial recreation providers, the Governor, Utah Legislature, the Department of Natural Resources, and others.

Public input for the Utah SCORP 2003 was obtained through various methods in order to gather information representative of people throughout the state:

- One method utilized a complete *survey of Utah communities*, cities, towns and special service districts to evaluate the supply of and demand for outdoor recreation infrastructure in Utah. This helped determine types of outdoor recreation needs.
- Another was the *Outdoor Recreation Symposium facilitated by Utah State University in 1999-2000*. A follow-up statewide survey of outdoor recreation needs and issues was completed and reported by the Institute for Outdoor Recreation and Tourism (IORT), Utah's Great Outdoors.
- The Partnership for Resource Conservation and Recreation included a *series of workshops*, a survey of outdoor recreation leaders and a *series of eight network research meetings* conducted throughout the state by Bailey Political Consulting on behalf of Utah Division of Parks and Recreation and its partners.
- *Resource Management Plans (RMP)* utilize state park stakeholders and a

citizen-professional planning team approach to identify SWOT— strengths, weaknesses, opportunities and threats to individual state parks, and generate issues and strategies for long-term development and management of a given state park. A broad enthusiastic state park support group has been formed.

Each of these public input components is discussed in the section of this document devoted to the public process.

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 *Land and Water Conservation Fund Act of 1965 (P.L. 88-578)*.

State Planning

Authority for planning (including outdoor recreation or SCORP planning) is authorized and empowered under state statute.

- *Title 63-28-7, Utah Code Annotated* authorizes the Executive Director of the Utah Department of Natural Resources (DNR) to prepare and “...keep up-to-date” a *comprehensive outdoor recreation plan, and submit the same to the governor for his review and approval.*
- The Executive Director may also apply for federal assistance and receive federal aid for outdoor recreation land acquisition and facility development under *Title 62-28-6 and 8, UCA. Title 63-28-9 and 10, UCA* 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 (*no school districts*) are authorized to exercise powers relating to municipal affairs, furnish local public services, acquire property by purchase, condemnation and make public improvements by *Article XI of the State Constitution*. This includes leisure and outdoor recreation facilities. Police power to zone and plan is granted to local government under state constitutional powers.¹

Land and Water Conservation Fund

*The federal **Land & Water Conservation Fund Act of 1965** was a natural outgrowth after WWII, the Korean Conflict and the seminal 1960s Outdoor Recreation Resources Review Commission study of leisure and recreation needs for the U.S. (ORRRC). Rapid growth in a youthful population, loss of public open space, massive highway and infrastructure development, socio-economic challenges and the need for health, fitness and diversity of outdoor recreation opportunities resulted in this outstanding federal grant program. Over 430 projects in Utah, worth in excess of \$85 million, have been acquired and developed to date.*

¹ State of Utah, Utah Code Annotated: Vol.4, “Constitution of Utah”, Article XI (Salt Lake City: State of Utah, p 461.

SCORP is required by *Section 6 (d) of the Land and Water Conservation 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 should be updated every five 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 Land and Water Conservation Act of 1965, as amended—in this case Utah Department of Natural Resources Division of Parks and Recreation.
- An *evaluation of the demand for and supply of outdoor recreation resources and facilities* in the state with a discussion of outdoor recreation issues and needs of statewide importance.
- A *program for implementation* of the plan is required, including strategies, priorities and actions, for the obligation of its annual Land and Water Conservation (LWCF) apportionment.
- A *certification by the governor* that ample opportunity for public participation has taken place in plan development.
- A description of the *role of the LWCF in the state’s provision of outdoor recreation opportunities*, and the state’s policies and programs for use of the LWCF fund apportionment.
- A *wetlands priority* component consistent with section 303 of the Emergency Wetlands Resources Act of 1986.

- *Documentation of an “Open Project Selection Process” (OPSP)* – a public participation (input) process; i.e., public opinion surveys, focus groups, public meetings, public involvement on boards/committees, user surveys, etc.

State and local government are encouraged to *conduct outdoor recreation planning beyond the minimum required to maintain eligibility under the Land and Water Conservation Fund Act of 1965*². *Additional recent planning efforts include the following:*

- Resource Management Plans (RMPs) for all state park units (42)—approximately 19 are completed to date
- Frontiers 2000, a 1997 long-range plan for the state park system
- State of Utah: Strategic Boating Plan, April 2000
- Summary Report: 1999 Utah State Park Boater Telephone Survey
- A Summary Report: 1999 Utah State Park Boater Intercept Survey
- A Summary Report: 2001 Utah State Park Boater Intercept Survey
- Community Assessment Survey on Tourism and Recreation, Wasatch County, 1994 (CadWest Research)
- Final Report: Utah Division of Parks and Recreation Telephone Survey, Anderson, J and Blahna, D., January 1995, USU, IORT
- Cross-Country/Biathlon Ski Venue at Wasatch Mountain State Park—Opinion Survey and Comments, April 1997

²Land and Water Conservation Fund Grants Manual. (Manual Release 151). Chapter 630.2. National Park Service.

- Park Site Evaluation System: Multi-Attribute Utility Technology (MAUT), March 2002
- Final Report: Utah Division of Parks and Recreation Telephone Survey (statewide opinion survey, USU, 1995)
- Utah's Great Outdoors Open Space Project (IORT/USU, July 2000)
- Establishing An Olympic Legacy for Trails In Utah: 2002-2004 (January 2002—Governor's Initiative)
- A Statewide Telephone Survey of Utah Residents' Attitudes Toward Recreational Trails (IORT/USU, November 2001)
- Resource Management Plan Development: Procedures Guidelines (a planning guidebook; Division of Parks & Recreation, Bahr, June 2000)
- Overview of the "Network Research Report" by Bailey Political Consulting for the Partnership for Resource Conservation & Recreation (January 1998—report of eight statewide focus group meetings on outdoor recreation needs in Utah)
- Utah's Wetland Conservation Strategy (RDCC, Utah DNR, October 2000)
- Utah Research Series: 2001 State and County Economic & Travel Indicator Profiles (Utah Division of Travel Development, September 2001)
- Envision Utah: A Partnership for Quality Growth (Urban Planning Tools for Quality Growth, First Edition and 2002 Supplement)
- Statewide Recreation Needs Inventory: Survey Results (UDPR, SCORP element; August 2002, Dalton)

- Economic Report to the Governor, 2002 (Governor's Office of Planning and Budget, January 2002)



Description of the State

“Diversity”—in terms of climate, seasons, topography, geology, culture, vegetation, wildlife and quality outdoor recreation facilities and resources -- this is a recurring description of Utah. Such diversity predetermines a wonderful variety of outdoor recreation opportunity and participation for citizens and guests: a wonderful place to live and play. Utah’s quality diversity was well documented during the Utah 2002 Winter Olympics

A brief description of Utah’s physical attributes is important for understanding planning and management of the state’s natural resources. The great physical diversity and uniqueness of various landforms and features dictate that the management plans and development be tailored to Utah’s own unique situation, instead of following a prescribed plan or emulate another state’s program.

Likewise, Utah’s demographic and economic profiles are unique and exert a profound influence on all aspects of life, including recreation. An overview of population trends, land ownership and the current economic situation is vital to understanding planning needs and management decisions.

Physical Features

Physical features in Utah vary greatly. The mountains and basins create great diversity in the biomes present throughout the state. Utah has a great range of habitats and species, both plant and animal. Features range from the high mountain peaks of the Wasatch and Uinta ranges to the basins of the West Desert to the red rock plateaus and canyons of the state’s southern portion.

Geography

The state of Utah offers a wide variety of different landforms and physiological features. Covering 84,916 square miles, the state’s elevation ranges from a low of 2,350 feet at Beaver Dam Wash in the extreme

southwest, to a high of 13,528 at King’s Peak in the Uinta Mountains. Utah’s average elevation is 6,100 feet, and may be divided into three distinct physiographic regions; the Rocky Mountain province, the Basin and Range province, and the Colorado Plateau province.

The *Rocky Mountain province* is dominated by high mountain peaks, forests, streams, and alpine lakes. It includes two major mountain ranges: the Wasatch and Uinta found in the northern and central regions of the state. The peaks and valleys of the Wasatch Mountains were created by displacement and folds along the still active Wasatch Fault. The Uinta Mountains, shaped by faults and uplifting form the largest east/west mountain range in the western hemisphere, running 150 miles long and 30 miles wide.

The *Basin and Range province* contains the Great Basin, which covers the western third of the state. Here, north/south fault-block mountains separate broad, sediment filled valleys. The faulted mountains have been modified over time by erosion, while the valleys usually display internal drainage. The Great Basin is an arid, desert-like land.

The *Colorado Plateau* covers the southeast and east central regions of Utah and is mostly comprised of canyons, plateaus, and mesas. It is a highly dissected exhibit of colorful rock layers. Much of the dissecting is a result of erosion caused by the

Colorado, Green, San Juan, Uinta, Duchesne, Price, San Rafael, Escalante, Kanab, White, and Virgin rivers. The Colorado Plateau is divided into four main sections: Uinta Basin, Book Cliffs/Roan Plateau, High Plateaus, and Canyonlands. The Uinta Basin is rich in mineral resources such as oil and gilsonite. The dissected Book Cliffs/Roan Plateau contain many cliffs and rugged topography. The lava-capped blocks of the High Plateaus exhibit major fault lines. The Canyonlands section, which covers 24,000 square miles, roughly half of the entire Colorado Plateau, contains natural bridges, arches, and deep canyons, bisected by the Colorado River.

Climate

Utah has an extreme temperate, semi-arid climate with four distinct seasons often with climatic extremes. Precipitation ranges from six to 60 inches a year, with an average of 13 inches, making Utah the second driest state in the nation after Nevada. The driest areas in western Utah deserts receive less than five inches of precipitation yearly, a result of the rain shadow effect of the Sierra Nevada and Cascade Mountain ranges to the west. In contrast, some of the high mountainous areas receive 60 or more inches annually and remain under snow for much of the year. Most moisture is received from the Pacific, and elevation has a strong influence on both precipitation and temperature. Every 1,000-foot rise in altitude increases the average annual precipitation by five inches and decreases average temperatures by approximately three degrees. This accounts for the great variety of habitat zones.

Weather Precautions: design and location of outdoor recreation facilities must take into account major impacts and dangers of extreme weather conditions:

- June 1965, seven people were killed in a campground, five miles of road and seven bridges were destroyed in a *Sheep Creek Canyon flood plain*.
- *The “Greatest Snow on Earth” can also be a major hazard.* The USDA Forest Service Utah Avalanche Center alerts winter sport enthusiasts and backcountry snowmobile and skiers to dangerous conditions. Slopes, historic flow areas and snow pack conditions must be observed.
- *Pre-frontal winds* are channeled through canyons—speed increases with the narrowness of the canyon. Western desert storms stir dust, obscuring visibility to less than 100 feet. In addition to nocturnal winds, stronger events occur when high pressure develops over Wyoming and low pressure resides over southwest Utah.
- *Upper level winds between 8,000 and 15,000 Mean Sea Level (MSL) from the northeast* will further influence canyon wind and can generate winds in excess of 100 miles per hour. *On the other hand, thermal winds are enjoyed by hang and paragliders, but must be respected.*
- *Microburst winds* are especially a concern for boaters during summer months when mid-level moisture above 8,000 MSL combine with an unstable air mass to produce high-base thunderstorms. Air cooled by precipitation increases in density and begins descending—in excess of 70 miles per hour have been recorded. *Boater education and communications are crucial.*
- *Wind chill* is another crucial factor during winter months; i.e., frostbite and *hypothermia*, when core body temperature drops below 95 degrees

Fahrenheit. Trip planning, proper equipment and clothing combined with education and understanding of existing and potential weather conditions, is important. *Good maps, GPS, cell phones and emergency transmitting devices are advised.*

- *Fetch* refers to the effect of wind crossing a large body of water in one continuous direction—resulting in lake-effect weather—*storms and wave action that may threaten boaters and other water-based enthusiasts. Bear Lake, Great Salt Lake, Utah Lake, Flaming Gorge and Lake Powell become hazardous.* The most significant lake-effect storms occur when lake temperatures are 10 to 15 Fahrenheit degrees warmer than the air mass passing over it. Heavy snowstorms and localized heavy precipitation may occur.
- *Thunderstorms and lightning* are common as frontal systems move northeasterly, gaining intensity as they lift up and over mountain ranges (orographically). Hail often accompanies these events, especially during the summer monsoon season—June to September. Flash flooding may occur 15 to 20 miles from storms as water swiftly courses through red rock country, canyons and dry, scoured streambeds—often trapping uninformed hikers and campers in narrow slot canyons. *Campgrounds in federal and state parks have been relocated due to flash flood episodes and natural hazard analysis of recreation facilities.* By mid-afternoon these storms produce significant precipitation and intensity as diurnal heating adds to their dynamics.

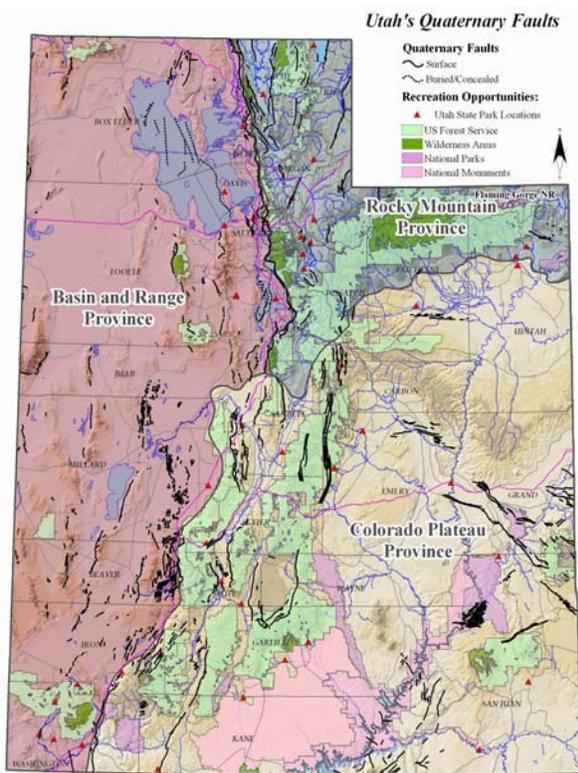
Lightning is a great threat to outdoor recreators in Utah. Lightning is often associated with thunderstorms—*most common victims are young males, 15 to 29 years old standing in an open field, on a prominence, a golf course, near a lone tree or standing in or near water.* Normally lightning travels from the ground (+) to the base of a cloud (-). *One being near a positive charged area will feel a tingling sensation as the charge increases. One must lie flat on the ground or seek shelter in a depression nearby.*

- *Tornadic activity in Utah? Yes.* Tornadoes are given a ranking from F1 to F5 (Fujita Scale) depending on strength and areal extent of damage. Utah recorded an F3 the summer of 2000—resulting in a fatality and millions of dollars in damage as it swept through the downtown Salt Lake City business district and bench residential area, moving from southwest to northeast. *Waterspouts* have been recorded over Great Salt Lake, Utah Lake and Lake Powell. These are usually very weak (F1), but may cause damage.
- *Runoff* spawns numerous problems each year, especially in flood plains, canals and streams near developed areas. Children are often swept into the waters as they play along the banks. Media exhorts parents to watch children, and others to stay away from the cold fast moving water. *Fencing off streams, rivers, canals, smaller creeks and swimming pools is the source of discussion, concern for tort liability, and policy implementation around the state. It merits careful evaluation to balance access and visual amenity, against legal liability, safety and privacy.*

Facility design and location should consider the preceding to reduce hazards and loss.

Soils

The varied topography and climate found in Utah are reflected in the presence of seven out of 10 soil orders. The mountain and upland soils are dark in color, while the lowlands exhibit a gray, desert soil. Very low areas may have saline, fine-ground lake deposits for soil. Parts of the Great Salt Lake Desert are made up of pure crystalline salt. In developed areas, especially along the Wasatch Front, urbanization pressure have greatly diminished the soil. It is in these valleys that most of Utah's prime agricultural farmland and orchards are located. They have been heavily impacted by the state's rapidly growing population.



Major faults by geographic provinces

Soil testing for drainage, percolation, hazardous pollutants, compaction, support for small foundations and other engineering considerations may be important for designing

and locating small structures, roads, parking areas and other outdoor recreation facilities.

Geology

Within Utah's bedrock, all the defined periods on the geologic time chart are represented. Fossils and formations tell us:

- Utah has been flooded by seas
- Uplifted into mountains
- Worn away to huge dune fields
- Only to be inundated again
- Central and southern Utah is pocked with ancient volcanic activity and lava flow

Finding fossils is a popular Utah activity, and a serious academic and scientific pursuit. Examples include:

- Trilobites in the Wheeler Shale
- Fossilized fish from the Water Canyon formation
- Dinosaurs from the Morrison formation
- The Huntington mammoth site

Erosion and climate have exposed an incredible diversity of rocks and geologic structures throughout Utah. Geologic features range from flat-layered plateaus to imposing mountains and display over two billion years of accumulated rock. Evidence of wind and water erosion, the formation and disappearance of lakes, glaciers, and the periodic occurrence of powerful earthquakes exists in various locations throughout the state.

Utah is divided into three major physiographic provinces: the Colorado Plateau, Basin and Range, and Rocky Mountains (western extension). These provinces provide Utah a unique and diverse outdoor recreation playground.

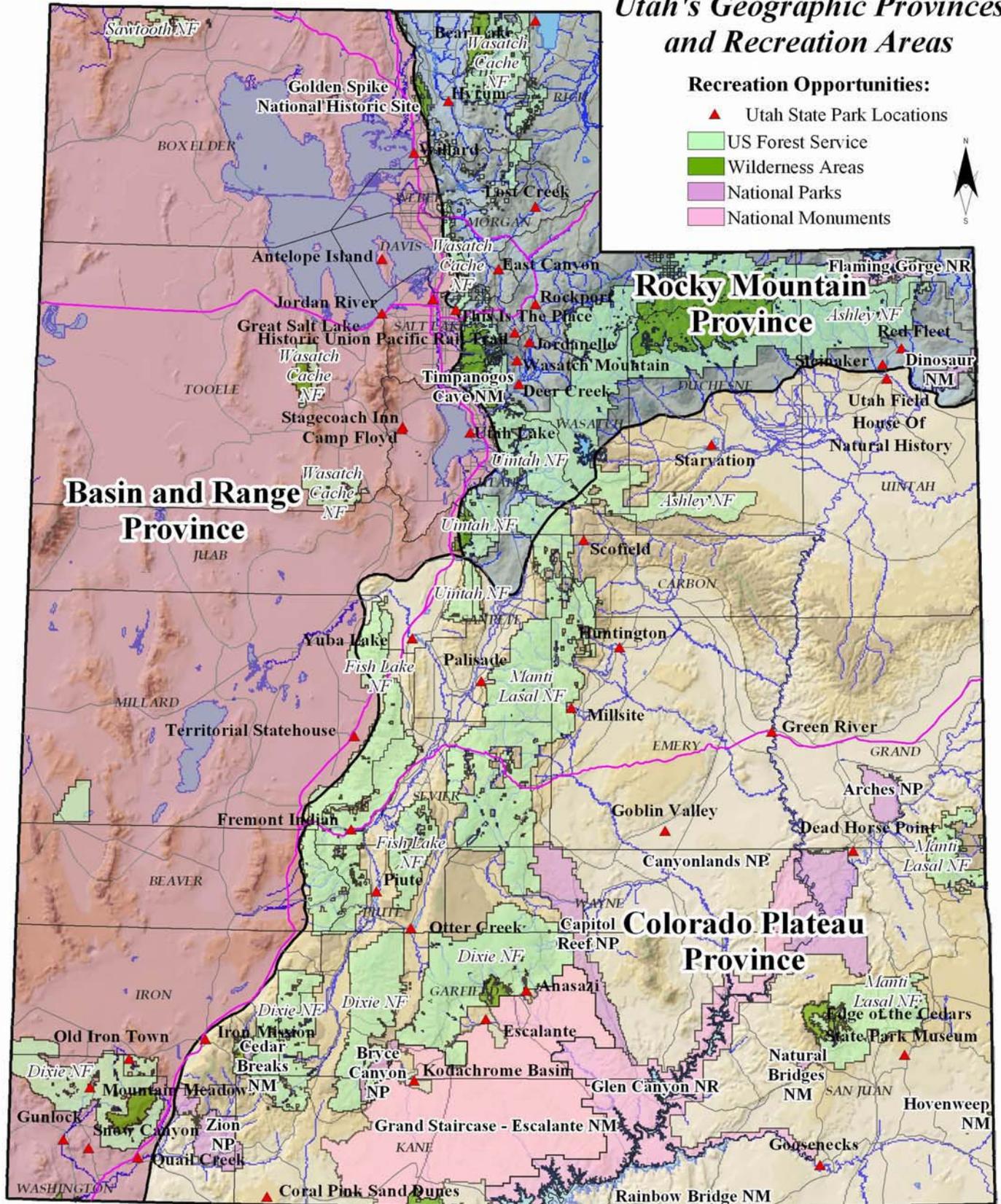
More than 500 minerals can be found along with fossils of widely diverse landforms

including worms, trilobites, shellfish, corals, fish, dinosaur footprints and bones, plant and animal remains including ice-age mammoths. Diverse geologic hazards, especially earthquakes, flooding, and landslides, command respect for ongoing geologic processes. Utah's geological past is summarized here. A more detailed report will be included in the appendices of the Utah SCORP 2003:

1. *Precambrian—4.8 billion to 570 million years ago (MYA)*—during this period western Utah subsides and sediment deposition increases: several periods of glaciation occurred—seen along the Wasatch Range.
2. *Cambrian—543 to 490 MYA*—western subsidence continues, the Cambrian sea encroaches covering sandy flats and river systems in eastern Utah. Cambrian fossil beds contain dozens of species of trilobites, along with echinoderms, sponges, gastropods and others that flourished. Wheeler Shale of western Utah is especially famous.
3. *Ordovician—490 to 443 MYA*. As western subsidence continues, thick, fossiliferous deposits of the Ordovician form, but are absent in the more stable eastern Utah.
4. *Silurian—443 to 417 MYA*—lasted 26 millions years in which paleogeography changed little. Shallow waters resulted in fewer preserved organisms.
5. *Devonian—417 to 354 MYA*—begins with deep marine waters covering Utah. Uplifts occur in the late Devonian in northcentral Utah. The first forests and land-living vertebrates appear. Utah outcrops contain predominately marine fossils.

6. *Mississippian—354 to 323 MYA*—Utah is covered with warm shallow seas. Large quantities of limestone were deposited along with chert, shale, dolomites and sandstone. This formation is rich in fossils and reservoirs of oil and natural gas. Shales are mined for clay used to produce brick and tile. Ore bodies within the formation occur in the Park City and Tintic mining districts. Silicified fossils can be easily removed from the surrounding matrix. Fossils include brachiopods, sponges, crinoids, corals and bryozoans, among others.
7. *Pennsylvanian—323 to 290 MYA*—this was an important mountain building event called the Ancestral Rockies Revolution. Only the Uncompahgre uplift (estimated at 15,000 feet amsl) exists in eastern Utah to Range Creek in Carbon County. It was worn down by the late Triassic area. The first ferns, conifers and reptiles appear. Terrestrial plant fossils are found in great abundance in the upper part of the Manning Canyon Shale in Central Utah. The Bingham Mining District is famous for its disseminated minerals deposits found in the Pennsylvanian Bingham Mine Formation.
8. *Permian—290 to 248 MYA*—paleogeography closely matches that of the Pennsylvanian. Red rock country of Utah is composed of Permian red beds. The redness came from later oxidation of iron-bearing minerals within the rock. This period marks the extinction of many organisms including trilobites, crinoids, corals and bryozoans, and the appearance of the first mammal-like reptiles. Footprints of Permian amphibians

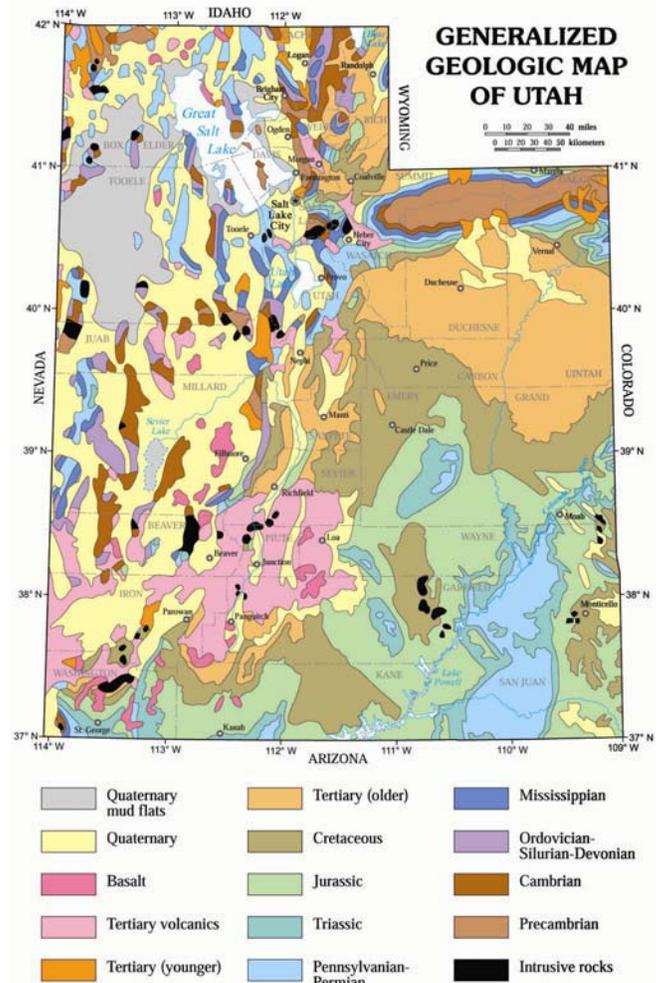
Utah's Geographic Provinces and Recreation Areas



and reptiles are preserved in the red beds, however, fossil skeletons are rare. The formation is important for deposits of phosphates, oil, gas and bodies of lead-zinc-silver ore.

9. *Triassic—248 to 206 MYA*—there were dramatic changes. With the western barrier called the Mesocordilleran High, Utah was not flooded again from the west. This era initiated a 220 million-year westerly shift of the Pacific coastline. Rivers replaced shallow seas in Utah; however, today there are only wind-blown sand deposits. Famous sandstone deposits of the Colorado Plateau were deposited at the end of the Triassic, along with Windgate, Kayenta and Navajo sandstones. The MiVida Mine southeast of Moab is one of the most famous Utah uranium mines. Oil, gas, tar, silver and copper have also been mined.
10. *Jurassic—206 to 144 MYA*—began with a vast sandy desert covering most of Utah. Early Jurassic saw the formation of the Navajo-Nugget Sandstone from the vast desert; by way of wind or water is still debated by geologists. Mid-Jurassic saw incursions of water from the north into central Utah. Late Jurassic is represented by the famous Morrison formation, known for uranium and abundant fossils—especially dinosaurs.
11. *Cretaceous—144 to 65 MYA*—also began with floodplain topography. Eastern Utah is flooded from the north and south as North America was divided into two large island. The Uinta Mountains are created at the end of the period when the oceans withdraw and the Laramide Orogeny vertically lifts and forms the Uinta Mountain Anticline. Coal

beds display terrestrial fossil sequoia, palm trees, waterlily, fig, cypress, duck-billed dinosaurs and eggs. Some 39 billion tons of coal lie in 18 different coal fields, with oil and gas fields of the Book Cliffs of economic importance



12. *Tertiary—65 to 1.8 MYA*—is a time of great geologic change. Sediments flowed from the high Uinta Mountains, San Rafael Swell and the Circle Cliffs-Teasdale Anticline. Intense igneous activity took place lasting 25 million years. Stocks and laccoliths formed the Henry, LaSal and Abajo mountains. The famous

Topaz-Spor Rhyolite developed in western Utah. Late Tertiary was a time of uplift, with Utah and surrounding states lifted up by 5,000 feet during this period. Ore deposits resulted in development of most of Utah's mining districts—gold, silver, copper, lead, zinc, molybdenum, tungsten, uranium and beryllium among others. Forty six percent of Utah's most important oil and gas-producing strata are of Tertiary age.

13. *Quaternary—1.8 MYA (Pleistocene) to 10,000 year ago (Holocene) to present—the most famous Pleistocene feature is Lake Bonneville—at its maximum covering 20,000 square miles reaching a depth of 1,000 feet. Shorelines (benches) are easily distinguished along the Wasatch Front. Block faulting continues, as evidenced by numerous small earthquakes that occur daily. The Great Salt Lake is the major economic asset of Quaternary geology. Commercial evaporation yields more than 45,000 tons of magnesium annually, along with tons of table salt, potash and other minerals.*³

Vegetation

Vegetation is related to topography, elevation, and precipitation. A variety of climates and soil types provide for a great diversity of plant life in Utah. *Utah State University (USU) has completed a "GAP" Analysis representing data from thousands of points in Utah using global positioning systems and geographic information systems. Data is available from USU for gross or molar scale vegetation distribution in Utah; e.g., Utah's Major Vegetative*

³ Zarekarizi, Generalized Geology of Utah, SCORP report; October 2002; Utah Geological Survey, 2002

Communities (USU-GAP Analysis Program). Vegetation is crucial to maintain wildlife habitat, achieve water storage and water quality, provide shade, visual variety, attenuate dust and temperature, provide relief, color, visual texture, fragrance and landscape form. It is most often critical to the quality, location and utility of an outdoor recreation facility. Specifically, there are eight types of vegetative communities found in Utah:

1. The warm, desert shrub community is the semi-tropical northern extension of the lower Sonoran desert. It ranges in elevation from 2,500 (southwest Washington County) to 3,500 feet above mean sea level (amsl) and receives a scant four to six inches of precipitation annually.
2. The cold, desert shrub community has hot summers and cold winters. It ranges in elevation from 3,500 to 5,700 feet amsl and receives four to 10 inches of precipitation.



3. The sagebrush community is the most widespread in the state and covers many plateaus and alluvial fans. It ranges from 4,000 to 7,000 feet amsl in elevation and receives eight to 16 inches of precipitation.
4. The pygmy conifer forest consists of juniper and pinyon pine and scrubby, open vegetation. They range from 5,000 to 7,000 feet amsl in elevation and receive about 15 inches of precipitation.
5. The mountain shrub area demonstrates heavy cover, both evergreen and deciduous, in the 5,000 to 7,000-foot amsl elevation range. Precipitation totals from 15 to 22 inches annually.
6. The mountain deciduous region contains mostly aspen in the 6,000 to 9,000-foot range and receives 20 to 35 inches of precipitation annually.
7. The mountain coniferous regions receive 18 to 40 inches of annual precipitation, mostly in the form of snow. Two subtypes exist: the montane forest, which ranges from 6,500 to 9,500 feet amsl in elevation and consists mainly of Douglas and white fir and lodgepole pine; and the subalpine forest, which ranges from 9,000 to 11,000 feet amsl with alpine, Englemann, and blue spruce.
8. The alpine/arctic tundra is found only in the high Uintas above 11,000 feet amsl. This is a treeless area covered by herbs, shrubs, and grasses with very thin soil. Precipitation (mostly snow) totals 40 to 60 inches annually.⁴

⁴Andersen, B.A. and Holmgren, A.H. (1976).

Mountain Plants of Northeastern Utah.

Arnow, L., Albee, B., and Wyckoff, A. (1980). *Flora of the Central Wasatch Front, Utah.*

Welsh, S.L. and Moor, A. (1973). *Utah Plants: Tracheophyta.*

Vegetation Considerations

There are a variety of issues and management considerations that should be briefly noted as one selects, locates and configures an outdoor recreation facility or acquires an outdoor recreation site:

- *Fire management* has advanced as a science or methodology. Previous fire control practices have resulted in dense understory, forest litter and increased deadfall timber. This contributed to huge fire losses during *the 2002 season. Fire exceeded 250,000 acres, with a cost to county and the state division of Forestry, Fire and State Lands of over \$15,000,000* (Dalrymple, DFFSL). Secondary damage is exemplified in the huge mudflows resulting from the 2001 fires east of Santquin, Utah. Some 20,000 cubic yards of mud resulted in several hundred thousand dollars in property loss as vehicles, yards and homes were damaged or buried. *Steep slopes have great influence on fire behavior: the steeper the slope, the faster the fire spreads; and greater the subsequent damage from flood and mud flow.*

There are excellent sources of information available from: <http://www.blm.gov/utah/fire/utfire.html> ; [Living With Fire: A Guide for the Homeowner](#) (Great Basin Fire Prevention Organization). Briefly, one must consider: fire resistant roofs, no overhanging trees, low plants with shrubs in small groups, short-boxed eaves, an evaluation of fire protection problems, two or more ingress/egress routes, adequate water supplies, good signage system to help firefighters, fencing that discourages spread of wildfire,

tools/equipment and plan for fire emergencies, etc. See Community Fire Planning for the Wildland-Urban Interface: Guidance Document (DNR, Division of FF&SL).

- *For information*, contact regional offices of State Forestry, Fire and State Lands: *Bear River Area*, Logan Utah (752-8701); *Wasatch Front*, Salt Lake City (538-5555); *Northeast Area*, Vernal (781-5463); *Central Area*, Richfield (896-5697); *Southwest Area*, Cedar City (586-4408); and *Southeast Area*, Moab (259-3766).
- *Utah water shortages* are causing implementation of “xeric” (drought tolerant) landscaping to reduce water consumption, reduce irrigation costs, and ensure sustainability of landscaping. *Drip systems and xeric landscaping should be a major design consideration at recreation facility sites.*
- *Intrusion of noxious weeds* and in some cases, non-indigenous species, result in invasive displacement of preferred species, inordinate irrigation demand and ramifications for wildlife and threatened plant species.
- *Scientifically managed grazing* is being initiated in Utah. Timing, level of precipitation, soils, erosion rate, location and duration of livestock on site are a few of the independent variables that dictate the level, location and type of grazing that should occur, especially on public lands. While this is a volatile political issue in Utah, the long-term ramifications are extremely important to local economies, family and corporate ranching, impacts on wildlife, fire management and plant

succession. *Wildlife, outdoor recreation and tourism are highly dependent on the quality of vegetation on public lands, state lands, national parks, and local parks and recreation areas.*

Wildlife

Utah has an abundance of wildlife associated with a wide range of habitat: both native and introduced. The Utah Conservation Data Center (UCDC), www.utahcdc.usu.edu/ucdc, has a fairly comprehensive list of most the species found in Utah. This is accessible from the Division of Wildlife Resources (DWR) website www.wildlife.utah.gov. The UCDC website also provides the visitor the ability to make maps indicating the range and habitat of various species. Habitats are identified as critical, high value, substantial value or limited value. Recreation developers should use this as a first guess to determine if their project will impact critical wildlife habitats.

Of the major species listed there are 327 species of birds, 134 species of mammals, 80 species of fish, 55 species of reptiles and 17 species of amphibians. Many other species of wildlife may be found in Utah that are not listed in this database. This includes over 100 “accidental” visitors, mainly transitory birds.

Historical reports from the Governor’s Office of Planning and Budget (GOPB) in its annual report on the economy of the state, indicated that angling was always in the top 5% and hunting in the top10% of revenue producers when compared to other “industries” in the state.

In 1776, the brothers Escalante reported in the journals 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: \$1.00 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 to a peak of 700,000 in 1967.

From a recreation point of view, 1993 was the first year of “*choose-your-hunt*” rule. Hunters had to decide which hunting weapon they would use: bow, rifle, or muzzleloader--a choice made prior to the season. While providing a diversity of hunting opportunity, only one method could be used during the hunt.

The most common mammals are small species such as rabbits, mice, and squirrels. Some larger mammals such as bison, antelope, and black bear are much more limited now than in earlier times, and the wolf is rarely seen as they migrate south from Yellowstone NP. All wildlife in Utah are protected by law. The Canada lynx, wolverine, river otter, Utah prairie dog, and black-footed ferret are currently on the *endangered species list*.

River Otter—endangered species—Utah DWR



Bison on Antelope Island State Park—PD 2



Bull Elk—Utah DWR



Mule Deer—Utah DWR

Among *mammals*, mule deer are the principle large game animal in Utah and are abundant statewide. The mule deer

population is down to approximately 300,000: significantly less than the estimated one million in the 1920 to 1940 era. Recreational harvest was over 83% success for hunters in the 1950s, down to only 32.9% success in the 1990s. There are now concerns for *chronic wasting disease* found in deer and elk in western Colorado and Wyoming. No cases have been found so far during the 2002 season.

Elk populations are estimated at 80,000. 13,000 “any bull” and 19,000 “spike only” permits were issued for recreational hunting in 2002. “Antlerless permits” are issued based on population statistics and as a herd management tool. Permits may be drawn for pronghorn antelope, moose, desert 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 (cougar, black bear) and furbearers (rabbit and hare) are hunted in Utah. Two species of cottontail rabbit and snowshoe hare are protected. Black-tailed and white-tailed jackrabbits are not protected under Utah game laws.

Utah’s *reptiles* such as turtles, lizards, and snakes are mostly found in the low foothills and desert areas since they are well adapted to desert climates. *Amphibians*, however, are poorly adapted to Utah’s climate. They are most common in the upper and lower Sonoran zones. The Gila monster and desert tortoise are endangered and protected due to declining numbers; *e.g., on the 60,000-acre Red Cliffs Preserve in Washington County.* The western spotted frog is being studied and evaluated. Special habitat has been constructed below the new Jordanelle Reservoir and state park and around Utah Lake.

All *birds* in Utah are protected. Some species, such as quail and grouse, are permanent residents, while others pass through the state on their annual migration. Utah has exceptional marshlands and fields for migratory and upland game birds. Migratory birds include various ducks, Canada geese, mourning doves, sandhill cranes, great blue herons, band-tailed pigeons, and tundra (whistling) swans. Upland game birds include pheasant, chukar, Hungarian partridge, blue and ruffed grouse, sage grouse, quail, and wild turkey.



Snow Geese—Utah DWR



Desert Tortoise—endangered specie—Utah DWR



Merriam's Turkey—Utah DWR

Hunting for upland game birds has decreased dramatically since the 1970s due to conversion of agricultural lands urban and rural development. Pheasant, for example prefer diversified agricultural and grain-producing regions of the state: only 4.4% of Utah's total land area. It is estimated that approximately 5,000 acres of agricultural land is converted to development each year.

An average of 50,000 hunters spend 400,000 days afield and take approximately 500,000 upland game species each year. *They spend an estimated \$18 million—about \$45 per day for their recreation.*

Merriam's turkey (1963) and the Rio Grande subspecies (1984), have adapted well: the Merriam's, which live in open stands of ponderosa pine interspersed with aspen, meadows and oak brush, are well established. The Rio Grande is well adapted to riparian systems found in high desert plains, river bottoms and oak-pine and pinyon juniper upland areas of Utah. *Hunting is by special draw to harvest this largest of Utah's game birds.*

Blue and ruffed grouse are found mostly in north-central Utah. Blue are found in high country, often on ridgelines near conifers, aspen, chokecherry and serviceberry; and they remain in the high conifer forests through winter—mostly on the state's national forests. "*Ruffies*" prefer riparian and woodland areas with thickets of alder, willow aspen, maple and deciduous shrubs—mostly in the northerly range of the Wasatch Mountains. *They are often considered the king of gamebirds by recreational hunters.*

A variety of *raptors* such as bald and golden eagles, various hawks and osprey are found in the state along with the peregrine falcon, bald eagle, and whooping crane, which are endangered birds.

Fish fauna in Utah is limited. When first settled, the state contained about 30 species. Today, 80 species exist, of which 23 are non-native and were introduced. Currently, eight species of fish are on the endangered list including Lahontan cutthroat, June sucker, razorback sucker, Colorado squawfish, woundfin, and the humpback, bonytail, and Virgin River chubs. More common types of trout (e.g. rainbow, German brown, brook, and cutthroat) are stocked in Utah's streams, lakes, and reservoirs. Warm water species such as bass, crappie, walleye, and bluegill are found in some Utah waters.

A limit of two from Flaming Gorge NRA, PD 6





Fishing With Dad—Strawberry Reservoir—PD 3—the most heavily fished reservoir in Utah

Hunting and fishing contribute greatly to the economy of Utah and provide many hours of recreational enjoyment to a broad spectrum of the population.⁵ *Nearly 13% of the population hunted generating over \$158.5 million in associated expenditures. Nearly 33% of the population participated in angling generating over 5.2 million fishing days generating over \$367.9 million in expenditures for food/lodging, transportation, hunting equipment, auxiliary and special equipment and other associated expenditures. Non-consumptive wildlife-related activity is burgeoning associated with other outdoor recreation activities (no reliable data is available at this time). Outdoor recreation, indoor recreation, tourism and other leisure activities are estimated at \$4.1 billion in 2001 for tourism-related activity, and approximately \$5.8 billion that includes other outdoor recreation by non-tourists (more localized citizen activities).*⁶

Water

As noted previously, Utah is the second driest state in the nation based on average annual precipitation. Utah receives an average of 13 inches of water annually. Precipitation is primarily collected through

⁵ <http://www.wildlife.utah.gov>

⁶ 2002 State & Economic & Travel Indicator Profiles, Utah Division of Travel Development, Sept. 2002

snowfall in the mountains. Utah has 7.3 million acre-feet of water available for use each year. Approximately 790,000 acre-feet could be developed. Water conservation will be critical as Utah's population continues to grow⁷. Several years of serious drought continue to impact the state at the present time. Maintaining and improving water quality is also a concern. A major collaborative effort between the Utah Department of Environmental Quality, Division of Water Quality (DWQ) and EPA defining new, more stringent water quality standards (WQS) is currently underway. Some 178 "impaired" water bodies are currently monitored by DWQ and EPA. *The trend is toward improvement, reports DWQ.*⁸

Utah has 2,800 square miles of surface water including 1,970 miles of perennial streams and rivers. The most famous of Utah's water resources, the Great Salt Lake, has fluctuating lake levels and is approximately 80 miles long and 30 miles wide, with a maximum depth not exceeding 32 feet.



Great Salt Lake Beaches on Antelope Island State Park—found in PD 2 on the Greater Wasatch Front

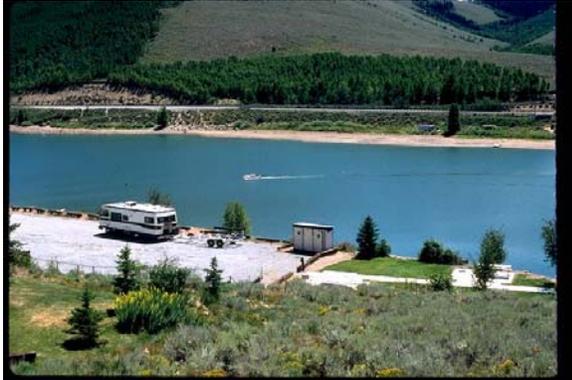
Lake Powell in Glen Canyon National Recreation Area (NRA) has nearly 2,000

⁷ *Utah State Water Plan.* (2001) Utah Division of Water Resources. Salt Lake City, UT.

⁸ Division of Water Quality report to DNR, 28 October, 2002 (Ostler)

miles of shoreline at high water, and averages 2.5 million visitors annually

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



Scofield State Park—BOR Reservoir—in PDs 3 & 7

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 are the two largest rivers in Utah and bring water into the state from Colorado and Wyoming, respectively. 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. 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*

demand and need for over 20 years as documented in prior SCORP.⁹



Red Fleet State Park—BOR Central Utah Water Project—in PD 6 near Steinaker State Park

Energy Resources

Due to the presence of rich reserves of coal, crude oil, natural gas, and uranium, Utah has developed a significant energy industry in the past century. In 1999, Utah produced approximately 1,042.2 trillion BTUs of primary energy, which is used for consumption in Utah, shipped to other states, and exported overseas. Coal accounts for 58.5% of this energy production, while natural gas contributes 27.4% and crude oil 9.1%. The remaining 5% is generated from yellowcake and hydroelectric and geothermal activity. Eastern Utah is rich in coal, oil, and natural gas reserves.

Mineral Resources

The estimated value for mineral production in Utah during 2001 was \$1.9 billion. Base metals comprised \$703 million, industrial minerals \$514 million, coal \$469 million, and precious metals comprised \$236 million.

Base metals in order of descending value are the following: copper, magnesium metal, molybdenum, and beryllium. Precious metal includes gold and silver. Industrial

⁹ 1992 Utah SCORP, p. 108-109.

minerals in descending order of value include sand and gravel and crushed stones; salines, including sulfate of potash, salt potash (potassium chloride), and magnesium chloride; Portland cement; lime; phosphate; gilsonite; common clay, bentonite. *Royalties and fees from mineral and energy extraction provide funding for impact funds that help fund infrastructure for rural and urban communities; e.g., roads, water, sewer, parks and other municipal needs.*

Land Ownership

The state of Utah covers 84,916 square miles. Of this 69% is under federal ownership; about 74% is in public ownership including federal, state and local government ownership. The following is a breakdown of land ownership in the state according the BLM Facts and Figures for 2000.

Owner	Land Base (acres)
BLM	22,932,331
USFS	8,038,291
NR, NM, NRA	2,080,812
Dept of Defense	1,766,099
Withdrawals	
Other Withdrawals	47,699
Indian Reservations	2,126,068
Total Federal	34,860,878
State, Other	15,695,975
Government, and Private	
Total Land in Utah	52,686,781
Total Water in Utah	1,560,502
Total Land and Water in Utah	54,247,283

The implications of vast public ownership are seen as a boon and bane—a bane for those who rely on federal lands and policy for traditional grazing, mining, water development, energy extraction/generation, logging, road construction and utility line installations.

Federal land management policy has major social and economic ramifications. Public ownership is a boon for millions who enjoy public lands, national forests, state parks, national parks for outdoor recreation uses, including tourism, education and other leisure activities — year-round. Some federal policy threatens traditional grazing, lumber and ranching businesses.



Dead Horse State Park, contiguous to BLM, National Parks, State Trust Lands and private mineral extraction operations—found in PD 7

Because of inherent problems with the extent of government land ownership and external land management policies, Governor Michael Leavitt promulgated a “Public Lands & Outdoors policy” early in his first term of office. This policy was seminal to his subsequent formulation of “en libra”; i.e., centrality or more balanced considerations in planning and decision making; timely consideration of local input to the federal planning and policy process.

The state of Utah wants no more surprise federal land management actions, e.g., dedication of nearly two million acres for a Grand Staircase-Escalante National Monument, September 18, 1996, via Presidential Proclamation 6920—accomplished with little or no state or local input. Local concern for major land management changes or restrictions was exemplified in the November 5, 2002 vote in

Garfield County against the establishment of the San Rafael National Monument.

GOVERNOR LEAVITT'S DOCTRINE ON PUBLIC LANDS & OUTDOORS

- **Work for a better balance in the federal system with regard to public land and environmental policy**
- **Oppose extreme proposals on either side—balance back from federal domination and control**
- **Develop a state environmental and mitigation agenda and work for a better balance in the federal system with develop a state plan to protect our quality of life**
- **Better generate revenue for local government and rural areas from tourism and recreation**
- **Expand rural economies through value-added agriculture and other development to survive the transition taking place in society**

Demographic Profile

Utah has experienced tremendous growth in recent years. Population growth projections suggest growth will continue. According to the 2000 census, the population of Utah was 2,233,169: a rise from 1,722,850 in 1990, representing an increase of approximately 30%. Estimates suggest by the year 2015 the population of Utah will reach 2,951,006. By the year 2030 projections indicate it will reach 3.37 million residents.

The majority of this population resides within the Greater Wasatch Area (GWA), which stretches from Nephi to Brigham City (north to south), and from Kamas to Grantsville, consisting of 88 cities and towns, 10 counties, and numerous special service districts (east to west). The GWA is currently home to 1.7 million residents, who constitute 80% of the state's population, making *Utah the sixth most urban state in the nation*. According to *Envision Utah*, the GWA is expected to grow to 2.7 million residents, and will reach 5 million by the year 2050, indicating that the majority of

growth will again take place within the GWA, leaving much of the state's 82,168 square miles of land area undeveloped.

The median age in Utah in 2000 was 27.1 years, which ranked *Utah as the nation's youngest state*, birth rates were 20.3 per 1,000, and household size was 3.13 persons – the largest household size of any state which is 120.8% of the national average. Based upon the difference between the 1990 and 2000 census, persons under five years old represent 9.4%, persons under 18 years old represent 32.2% and persons 65 years and older represented 8.5%. *The majority of Utah's population is made up of Caucasians representing 89.2%; Hispanic population was up to 9% in 2000 from 4.9% in 1990; blacks represent 0.8%; American Indian and Alaskan native persons represent 1.3%; Asian persons represent 1.7%; and Native Hawaiian and other Pacific Islanders represent 0.7% of the population.* The gender of Utah citizens is evenly dispersed with females making up 49.9% and males 50.1%.¹⁰

Economic Profile

Total personal income for the state is \$56.3 billion in 2002 (forecast \$54.6 billion in 2001). Per capita income was \$23,364 in 2000 (83% of national average). Median household income was 11th in the nation at \$46,539 (average 1998-2000). Total nonagricultural payroll wages were \$31.0 billion in 2000, and the civilian labor force in the state increased by 1.7% from 1999 to 1,104,208 in 2000. There are 35,837 unemployed people, which creates an employment rate of 3.2%, slightly lower than the U.S. rate of 4.1%.¹¹

¹⁰ U.S. Census Bureau, State of Utah; Economic Report to the Governor (ERG) 2002, p. 38

¹¹ Economic Report to the Governor (ERG) 2002, p. 15

Nonagricultural employment in Utah reached 1,074,879 in 2000. *Services are the state's largest industry accounting for 28.9% of employment while trade accounts for 23.4%.* Government is also a major industry with 17.2% of employment and manufacturing jobs account for 12.2%. Utah's total employment, which includes agriculture, private household, and non-farm proprietors, is projected to grow at an average annual rate of 2.4% from 902,717 in 1990 to 2.79 million in 2010.

With about 22,000 employees, *the state of Utah is the state's largest employer.* Intermountain Health Care (IHC) hospitals and clinics employ nearly 22,000 people. Six of the next seven top employers provide educational services. Brigham Young University employs 17,500 people; and the University of Utah (including the University Hospital) has roughly 17,000 employees. Granite, Jordan, and Davis school districts and Utah State University each have between 6,500 and 8,500 workers. Hill Air Force Base, with 11,000 jobs, occupies the number five rank. Convergys, a multi-county telemarketing company employs 8,500 and Wal-Mart Stores which employ 6,500 round out *Utah's largest employers.*

Salt Lake County (6,000), Smith's Grocery (6,000), the U.S. Postal Service (5,500), and Autoliv ASP (5,500) are other prominent employers of Utah. Additional school districts and hospitals, Albertson's, Novus (Discover Card), Delta Airlines, Internal Revenue Service, United Parcel Service, Communications and Commerce, Cardant Technologies (Thiokol Corp.), Icon Health and Fitness, K-Mart Corporation, and Qwest Communications occupy a strong presence in Utah's economy.

The outlook calls for Utah's economy to resume moderate growth during 2002. Job

growth should pick up to 1.1% for the year. The unemployment rate is expected to increase to 5%, the highest since 1992. For the eighth year in a row, wages should increase faster than inflation in 2002.

For the first time in more than a decade, the revenue forecasts built into the state budget were higher than realized and corrective measures in the form of spending holdbacks were required. *The governor's budget for FY 2003 addresses the tightened fiscal environment without economically harmful tax increases and without disrupting core responsibilities such as education, public health and safety, and transportation.*¹²



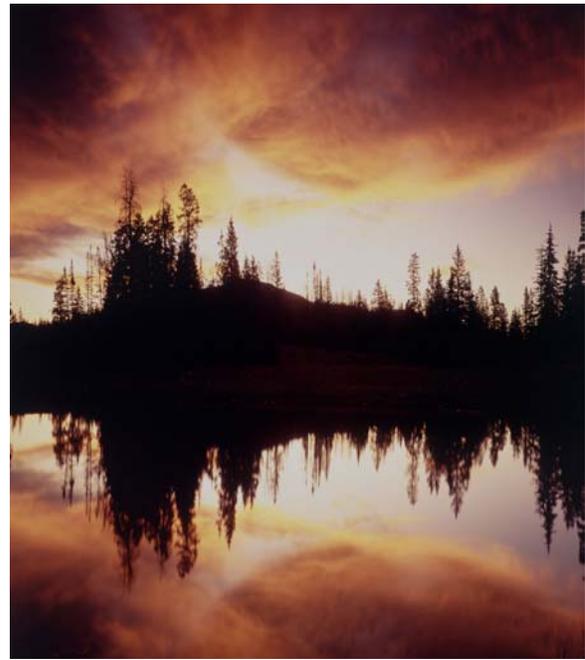
Utah State Parks sponsors an OHV training program to ensure safety, environmental sensitivity and youth certification program

¹² ERG 2002; p. 4.

Strategies for Consideration

- Have weather considerations been made? Is it a determining or limiting factor (on water body, canyon location, mouth of canyons)?
- Any Threatened and Endangered species impacted?
- Has fire management planning been considered—is it a concern?
- History of wildfire? Other hazards?
- Vegetation purposefully augments wildlife in the area? Visually appealing?
- Project is in a high population growth area? Census growth rate?
- Project within 15 minutes drive or walk of population center? Trails?
- Any erosion problems; will project make them worse, or mitigate erosion and flood problems?
- Are special populations especially serviced? Hispanic, African American, Native American, lower income socio-economic groups?
- Helps urban/rural economy directly?
- Geology helps (visual/functional) or a hazard? Unique, interesting?
- Is timely local planning input been achieved? Fits with local plans?
- Are important cultural resources being impacted?

These and other considerations may be used to evaluate LWCF and other grant projects and establish a rank ordering of projects for the Open Project Selection Process.



High Uinta Lake – Courtesy USFS—found in PD 3
very popular wilderness/backcountry area

Recreation in Utah

Recreation Supply

The Utah recreation industry is diverse and dynamic. Utah boasts a wide spectrum of natural and man-made attractions, recreational opportunities and cultural and heritage sites. Utah has an impressive array of wide, open spaces. Nearly 80% of the state is contained in blocks of land administered for public use by federal, state and local resource management agencies.

With five national parks, seven national monuments, two national recreation areas, a national historic site, 41 state parks and 8.3 millions of 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—*many facilities were highlighted during the 2002 Olympic Winter Games in Utah. Most will become an outdoor recreation legacy for the future.*

There are numerous annual festivals and celebrations recognizing specific cultural or historic events; museums (seven in the state park system), art galleries and theatres are scattered throughout the state; and an extensive highway system features many scenic byways and instructional self-guided tours.

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.

National Park Service

The U.S. National Park Service (NPS) was founded in 1916 to “promote and regulate the use of National Parks and Monuments, ...to conserve the scenery and the natural and historical objects and wildlife therein and to provide for the enjoyment of the same in such a manner and by such means as will leave them unimpaired for the enjoyment of future generations.”

NPS administers five national parks, six national monuments, two national recreation areas and one national historic site in Utah. These occupy approximately 3% of Utah’s land—1.74 million acres. Some of the most spectacular scenery, unique geologic features and distinctive landforms in Utah are found in the national park lands.

Zion National Park—P.D.5—America’s Public Lands
Most visited national park in Utah



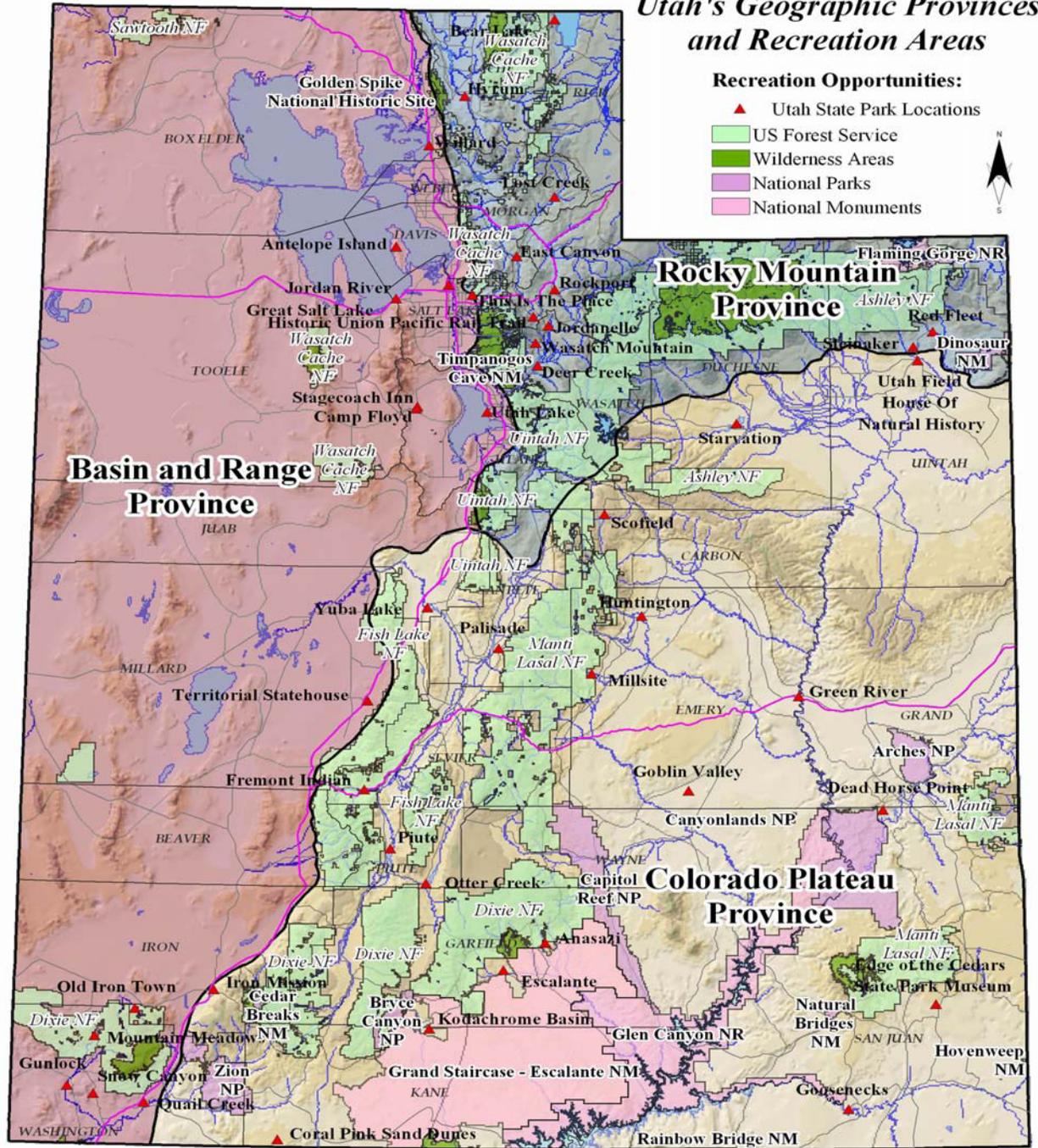
National Park Site	Planning District	Site Description—Supply--Visitation
Bryce Canyon National Park	PD #5 5-County	Geological wonder; 35,833 acres; >1.6 million visitors annually; 6,000-9,000 ft amsl; 160 species of birds; >400 species of plants—thousands of hoodoos-chimneys
Zion National Park	PD #5 5-County	Geological wonder, >143,045 acres; 2,239,679 million visitors ('01) annually; canyon walls rise 3,000;800 species of plants; >60 kinds of mammals; 271 kinds of birds; oldest national park
Arches National Park	PD #7 South- Eastern	Geological wonder; >73,353 acres; >1.5 million visitors annually; over 1,500 natural arches; 357 plant species, 128 birds, 38 mammals, 8 amphibians, 14 fish species; visitation 754,026 ('01)
Canyonlands National Park	PD #4 & 7 6-County & So.Eastern	Geologic wonder, >337,570 acres, >368,592 ('01) visitors annually; has 4 districts and Green and Colorado rivers; primitive river camping; topography due to salt subsidence, myriad of crags, spires, gullies & canyons
Capitol Reef National Park	PD #4 & 5 6-County & 5 County	Geologic wonder—100 mile long, >241,234 acres; with >600,936 ('01) visitors annually; “waterpocket fold” and rock domes; historical farm, hiking, camping, unparalleled array of land forms—longest monocline in North America
Cedar Breaks National Monument	PD #5 5-County	Geologic wonder at 10,200 ft amsl; 6,155 acres; > 2,500-foot deep amphitheater multi-colored hoodoos; visitation was 750,211 ('01)
Dinosaur National Monument	PD #6 Uintah Basin	Paleontological wonder—world class active quarry for over 11 dinosaur species—enclosed in visitor center; and >54,761 acres also Indian petroglyphs, high desert country, rafting; extends into Colorado (25% in Utah); 205,686 acres in two states; visitation 327,105 ('01)
Hovenweep National Monument	PD #7 South- eastern	Prehistoric Pueblo Indian ruins, including Hovenweep Castle and Square tower ruins; 785 acres; day use, hiking, and site interpretation/education; visitation 37,696 ('01)
Natural Bridges National Monument	PD #7 South- Eastern	Geological wonder to protect 3 major natural bridges 7,636 acres; 13 site campground, trails; ancient puebloan masonry structures; 13-site campground; visitation was 97,971 ('01)
Rainbow Bridge National Monument	PD #7 South- Eastern	Geological wonder—largest natural bridge in the world—290 ft. high, 275 foot span; sacred to Navajo Nation, contiguous to Glen Canyon NRA; >160 acres; >150,000 visitors annually; boat access primarily from Lake Powell. Day use only—visitation was 189,750 ('01)
Timpanogos Cave National Monument	PD # 3 Mountain- lands	Three major caves make up the Timpanogos Cave system in Mississippian Desert Limestone on a high wall of American Fork Canyon. Known for its collection of unique helictite formations and the Great Heart. Access by hiking tours; 250 acres; 126,270 visitors in '01)
Flaming Gorge National Recreation Area (USFS)	PD # 6 Uintah Basin	Water-related recreation area; >201,114 acres in two states—a geological class room; 33 exposed formations and >1 billion years of geological history in 14 miles on Scenic Highway 191. Estimate 1.4 million visits on entire Ashley NF, most of which on the NRA. ¹³
Glen Canyon National Recreation Area (NPS)	PD #5 & 7 5-County South- eastern	Water-related recreation area, covering over 1.240 million acres and second largest reservoir in North America, with over 1,960 miles of shoreline; staging areas for hiking, camping; interpretive Indian ruins and rock formations; visitation was 2,363,807 ('01)
Golden Spike National Historic Site	PD #1 Bear River	Celebrates and interprets the joining of transcontinental rail road May 10, 1869 on 2,203 acres—the Golden Spike ceremony—features restored historic steam engines, “Jupiter and engine 119”; visitation was 74,887 ('01). ¹⁴

¹³ Website: www.fs.fed.us/land/staff/lar/LAR00/table16.htm 2002

¹⁴ Website: www.nps.gov/legacy 2002.

The National Park Service (Department of the Interior) and the US Forest Service (Department of Agriculture) provided over 11 million visits in Utah's national parks,

and over 22 million national forest visits annually for outdoor recreation use, including tourism.



National Forests In Utah: Resource Information 2002

Forest Name:	Planning District:	Acreage:	Headquarters:	Descriptions:
Wasatch-Cache NF	PD 1 and 3	1.2 million acres.	Salt Lake City is managed in 6 districts: 4 in Utah- Salt Lake, Kamas, Ogden and Logan	Includes Stansbury, Wasatch and high Uinta Mountains—one third in northern Cache. It is the most heavily used national forest in the U.S. with increasing winter use and ski resort development—near the Wasatch Front—a section of the Great Western Trail passes through this national forest
Uinta NF (And small section of the Caribou NF)	PD 3 and 4	913,333 acres (6,955 acres)	Provo City. Is managed in 3 districts—Pleasant Grove, Spanish Fork and Heber	Includes the popular Mt. Nebo Wilderness, and Nebo Loop scenic highway, a signed section of the Great Western Trail. Mt. Timpanogos and the Timpanogos Cave NM is within the national forest
Ashley NF	PD 3 and 6	1,287,909 acres	Vernal City. Has 5 districts in Dutch John, Manila, Vernal, Roosevelt and Duchesne	Includes the Flaming Gorge NRA, Utah's highest peak—King's Peak, High Uinta Wilderness, wonderful hiking, fishing, camping and winter play areas, geological areas and Red Fleet State Park
Sawtooth NF	PD 1	92,403 acres	Burley, ID—5 ranger districts are all in Idaho	Located in extreme northwest Utah in the primitive Raft River mountains—wonderful vistas of Great Salt Lake and the Snake River Plain—hiking, backcountry camping
Fishlake NF	PD 4 and 5	1,424,813 acres	Richfield. Is managed in 4 districts-Fillmore, Loa, Richfield and Beaver	Heavily forested plateaus with streams, lakes and reservoirs; famous Piute OHV- multipurpose trail, Skyline and Great Western and Fishlake Lakeshore trails; adjacent to Fremont Indian State Park Museum — popular hunting, touring, hiking, camping and snowmobiling area
Manti-La Sal NF	PD 4 and 7	1,335,000 acres	Price City—in 3 separate blocks and 5 districts in Price, Sanpete, Ferron, Moab and Monticello	La Sal/Abajo divisions are in highly scenic areas near 5 state and 4 national parks; Dark Canyon Wilderness is found here; has conifer forests with vistas of surrounding high desert lands
Dixie NF	PD 5 and 4	1,967,187 acres (largest NF in Utah)	Cedar City—in 5 districts—Cedar City, St. George, Teasdale, Panguitch, Escalante	Stretches 170 miles over 2 geographic provinces-Great Basin and Colorado River. Scenic Red Canyon, Bryce Canyon NP, Boulder Mountain and lakes. Popular fishing, hunting, camping, touring area.

The Intermountain Region of the USFS (region 4) reports 22 million national forest visits; 24 million “site visits”; 0.9 million wilderness visits; and 9.7 visits to viewing corridors. Seventy percent of visitors are men; mostly white (92%); average length of stay is <19 hours; only 10% stay more than 48 hours; most popular activities are view natural features (+45%), relaxing (+45%), viewing wildlife (38%), hiking (+36%), driving for pleasure (+22%). **Visitor satisfaction was high; i.e., +84% very good**

for scenery; 79% very good for condition of natural scenery, 44% very high for condition of developed recreation facilities. Lower scores were recorded for availability of recreation info; cleanliness of restrooms, parking problems and condition of forest trails.¹⁵

¹⁵ USDA Forest Service. National Forest Visitor Use Monitoring National and Regional Project Results, Sept. 2002.

USDA Forest Service

National Forest Service lands cover over 8.24 million acres of Utah -15 percent of the state. These diverse lands offer a wide range of recreational opportunities, as well as pristine wilderness and beauty. Features found in Utah's national forests range from alpine peaks and wildflower meadows to red-rock cliffs contrasting with green pines. The Great Western Trail, which will eventually wind through the western U.S. from the Canadian border south to the Mexican border, traverses primarily Forest Service lands throughout Utah. The trail is currently in place in some locations and still in the planning stages in other areas. There are eight national forests throughout the state, each unique and varied in topography. Within these eight, are 26 Forest Service District offices, located in cities throughout the state. *The Intermountain Region Office* (4), which covers all of Utah and Nevada as well as southern Idaho--western Wyoming (16 national forests), is located in Ogden.

Intermountain Region Recreation Summit Participants' Responses to the Draft Recreation Agenda--USFS

- . Focus on dispersed outdoor recreation
- . Assume role in environmental education
- . Be consistent in all forests: flexible locally
- . Focus on facility maintenance
- . Recognize recreation roads/trail are important
- . Standardize sign information—more signage
- . Provide recreation for all users
- . Reduce administrative costs: revenue to sites
- . Expand definition of sustainability—business too
- . Develop bilingual education and communications
- . Increase use of volunteers
- . Emphasize role as a steward of natural resources
- . Coordinate with external entities for recreation
- . Manage recreation as important aspect of tourism
- . Nurture relationships with user groups

USDI Bureau of Land Management

The Bureau of Land Management (BLM) came into being in 1946, when the Grazing Service was merged with the General Land Office to form the BLM within the Department of the Interior. A unified legislative mandate was passed by Congress: the Federal Land Policy and Management Act of 1976 (FLPMA). Congress recognized the value of the remaining public land by declaring that these lands would remain in public ownership. Congress gave the BLM the term “multiple use” management, defined as “*management of the public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people.*” Extensive grasslands, forests, high mountains, arctic tundra and deserts dominate BLM lands. BLM is responsible for managing a variety of resources on the lands, including energy and minerals, timber, forage, wild horse and burro populations, fish and wildlife habitats, recreation, wilderness, and archeological and historical sites. BLM's mission statement is... “*to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.*”

The majority of federal lands in Utah are under the jurisdiction of the BLM; i.e. 22,080,798 acres or 41% of Utah's land area. BLM-administered lands offer a multitude of recreation opportunities in a variety of diverse settings. These lands are administered by the BLM's five district offices located in Salt Lake City, Vernal, Richfield, Moab and Cedar City.

BUREAU OF LAND MANAGEMENT (BLM)—A Major Provider of Outdoor Recreation in Utah—Overview (www.ut.blm.gov/facts&figures/ff&f.html)

BLM District:	Planning District:	Acreage:	Headquarters:	Descriptions:
Salt Lake	PD 1, 2 and 3	3,242,554 acres 46 camp units; 10 picnic units on 5 sites	Salt Lake City	Area includes Deep Creek Mountains, Birch Creek, Simpson Springs, Clover Spring campground, Little Creek, Salt flats, Knolls OHV area, Pony Express Trail, OHV trails, wild horses, military reserves. 29 streams, 37 miles of coldwater fishing, 7 Coldwater lakes, 587 surface acres
Vernal	PD 6 and 7	1,600,784 acres 49 camp units; 5 picnic units on 4 sites	Vernal City	Includes Dry Fork Canyon, Brown's Park—Green River, Pelican Lake, Fantasy Canyon, Dinosaur sites, Bridge Hollow, Indian Crossing. 20 coldwater streams (77 mi.); 4 miles warm-water streams (91 mi). 4 coldwater lakes and 85 surface acres
Richfield	PD 4 and 5	6,917,855 acres Fillmore- 143 camp units on 4 camp sites; Hanksville-27 camp units on 4 sites; 14 picnic units on 3 sites	Richfield City	Little Sahara, Sand Mountain, White Sands, Hog Springs, Lonesome Beaver, McMillan Spring, Starr Springs. 47 coldwater streams (140 mi); 7 warm water streams (114 mi.); 10 coldwater lakes (6,667 surf. ac.)
Moab	PD 5 and 7	5,746,412 acres 349 camping units on 21 sites; 21 picnic units on 5 sites; the Monticello area with 39 camp units on 3 sites. Price area with Cedar Mountain overlook, Cleveland Dinosaur Quarry, and San Rafael Bridge campground	Moab City	Anticline overlook, Big Bend, Fisher Towers, Hatch Point, JC Park, Needles Overlook, Windwhistle campground, Goose Island, Sand Flats, King Bottom, Echo Moonflower, Negro Bill, Drinks Canyon Hal Canyon, Oak Grove, Upper Big Bend, Hittle Bottom, Dewey Bridge, Gold Bar. Cleveland Dinosaur Quarry, San Rafael Swell. Area has 35 coldwater streams (378 mi.), 20 warmwater (786 mi.); 2 coldwater lakes (45 ac.) and 2 warmwater lakes (656 ac.)
Cedar City	PD 4 and 5	6,135,261 acres Escalante with 23 campground units on 2 sites; 47 picnic units on 3 sites. Fillmore area with 134 campground units on 2 sites. Hanksville with 27 camp units on 2 sites; 14 picnic units on 3 sites. Kanab with 8 camp units on 1 site and 10 picnic units on 4 sites. St. George with 34 camp units on 3 sites; 4 picnic units on 2 sites	Cedar City	This area has 35 coldwater streams (124 mi.), 41 warmwater streams (313 mi.); 18 coldwater lakes (1,292 surface acres). Areas include Baker Dam campground, Paiute/Beaver Dam Mountains wilderness, Dinosaur Trackways, Red Cliffs Campground; Calf Creek and Deer Creek campgrounds, Devil's Garden, Wolverine Petrified Wood Site, Jericho Picnic area, Little Sahara visitor center, Oasis campground, Sand Mountain, White San campground; Buckskin Trailhead, Grosvenor Arch, Paria Movie Set and picnic area, Ponderosa Grove Campground, Southfork Indian Canyon, Whitehouse Trailhead and Wire Pass trailhead
TOTALS:		735 camp units 41 camp sites	137 picnic units; 23 sites	>62 major outdoor recreation sites >7 million visits; >12.3 million visitors; >\$80 million in revenues

U.S. Fish and Wildlife Service

Utah enjoys three national refuges: *Bear River* (>74,000 acres in Box Elder County, Planning District 1); *Fish Springs* (>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). *Jones Hole federal fish hatchery* on the Green River is also a Fish and Wildlife Service facility in the same county. All of the facilities have wildlife viewing areas, paths and tours. Bear River Refuge has planned and programmed a new visitor and education center for completion in 2003 or 2004. All 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, transcontinental telegraph.

The Ouray refuge accommodates mountain biking, horseback riding, canoeing, rafting, wildlife watching, photography—none allow OHV riding. Additional information can be found on the Ouray website:

r6rw.ory@fws.gov. Additional info on other refuges are available on the USFWS website: www.fws.gov. Bear River Refuge claimed over 45,000 visits in 2002; and at least 39,000 visits to refuges in 1998; An upward trend.

All refuges are considered critical habitat; each is diverse in location and their respective approach to wildlife and habitat management. Each provide outdoor recreation opportunities, although secondary to wildlife and habitat management; e.g., some fishing is allowed on the river, but not in closed



Strutting sage hen and resting snow geese—Utah DWR

areas of the refuge. A 12-mile auto tour is provided with walking paths to view wildlife. 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.

The USFWS also has a cooperative website for recreation: www.recreation.gov that is hot linked to other outdoor recreation provider

sources. The Service is also participating in the “Jordan River Restoration Project” to restore 274 acres along the Jordan River Parkway in concert with the CUP Mitigation Commission and the Utah DNR, local government and private corporations along the parkway.

Utah State Parks

In 1957, the Utah Legislature created the Utah Division of Parks and Recreation. Lawmakers instructed the new division to develop parks and recreation areas and preserve and protect historical sites and scenic values. A \$20,000 grant from the Rockefeller-Jackson Hole Preservation Foundation provided the initial funding. Utah’s state park system began with just four parks:

- Territorial Statehouse
- This is the Place Monument
- Camp Floyd
- Old Utah State Prison

During the past 45 years, the Division has expanded the park system into 41 developed parks and seven management units comprising over 114,000 acres of land and in excess of a million surface acres of water. There are three basic park categories: 1) Recreation Areas;



Design Layout for Renovation of Utah Lake State Park - 2002

2) Heritage Areas; and 3) Scenic or Natural Areas. Nearly all are a mixture of one or all of the three categories.

Recreation Areas:

- Encompass 25 state parks
- Parks focus on recreation for visitor activities with more intensive physical development
- Activities include water-related sports such as boating, sailing or canoeing or land-based activities such as off-highway vehicles, hiking or camping, watching wildlife, fishing.
- *Utah’s developed recreation parks* include Bear Lake, Coral Pink Sand Dunes, Deer Creek, East Canyon, Escalante, Great Salt Lake South Shore and Jordan River State Park—OHV area, Green River, Gunlock, Huntington, Hyrum, Jordanelle, Lost Creek, Millsite, Otter Creek, Palisade, Piute, Quail Creek, Red Fleet, Rockport, Sand Hollow, Scofield, Starvation, Steinaker, Utah Lake, Willard Bay, Yuba, and Wasatch Mountain State Park (golf courses, winter Olympic venue at Soldier Hollow and campground)

Heritage Parks:

- Anasazi Museum Camp Floyd/ Stagecoach Inn
- Edge of the Cedars Museum
- Fremont Indian Museum
- Iron Mission Museum
- Pioneer Trail—Mormon Flat
- Territorial Statehouse
- Utah Field House of Natural History Museum--Vernal
- Historic Union Pacific Rail Trail (the trail and This Is the Place

monument are operated by private foundations)

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 aesthetic benefits to the public. Six parks qualify as being scenic, they are:

- Antelope Island
- Dead Horse Point
- Goblin Valley
- Goosenecks of the San Juan
- Kodachrome Basin
- Snow Canyon

Utah State Park System

In 1957, a “Blue Ribbon Committee” comprised of seven prominent Utah professionals and leaders under the auspices of five state park commissioners identified over 118 potential state park sites in Utah. Over 60 percent are now state parks. The committee witnessed a burgeoning population, expanding leisure activity, a “national awakening to conserve lands suitable for parks and open space,” and “unexcelled potential” for a state park system and saw valuable tourism dollars slipping away because Utah did not have a state park system. They exclaimed there had been a “...tardy recognition in the field ...a gap between national and community programs...not supplemented on the state level.”¹⁶

¹⁶ State Park & Recreation Commission. Report Of Utah State Park and Recreation Commission 1959, (Salt Lake City, Utah: State of Utah), p. 3.



New operations center at Utah Lake State Park --2002

Justification To Establish A State Park System (criterion or standards): The first study to analyze the need for a state park system was the 1959 report of Utah State Park and Recreation Commission, cited above, resulting in the following criteria or rationale for a new state park system:

- To stimulate and aid local and state economies.
- To seize Utah’s share of the growing national tourism trade, a competitive motive.
- To fill the gap between the federal and local leisure/recreation providers.
- To aid the health, safety and welfare of our citizens and out-of-state guests.
- To protect and interpret the cultural and natural heritage of the state, and to aid in stopping vandalism.
- To take advantage of our unexcelled scenic, geologic, archeological and historic recreation potential, and protect that which can and should last forever.

- To participate in the “national awakening” toward the out-of-doors for scenic beauty, health, sport, inspiration and knowledge...and conserve suitable lands for park and recreation purposes.

Planning Processes for Utah State Park System—2002

- State Park System comprehensive plan—*Frontiers 2000* and updates
- Resource Management Plans (RMPs) for all state parks utilizing “planning teams” and public input
- Heritage Park Plan and process
- Boating Strategic Plan, OHV and non-motorized trails plans
- Annual budget preparation and presentations to Park Board, Department, Governor’s Office and legislative committees
- Field trips to review park needs and current park conditions; state park evaluation system and process
- Statewide and park public opinion surveys; and pre-planning scientific studies for park RMPs—hydrology, geology, wildlife habitat, cultural resource inventory, transportation, etc.
- IMPLAN economic impact analysis—regional trends; park impacts; fees and economic activity; descriptive stats
- Economic trends analysis; coordination with Governor’s Office of Planning and Budget
- “PIMS”-park inventory and maintenance system; and park project management Toolkit (web-based)
- Research associated with the State Comprehensive Outdoor Recreation Plan (SCORP)
- Governor’s Olympic Trails Initiative: a legacy of trails
- Riverway enhancement grant program—corridor improvements
- Resource Development Coordinating Committee (RDCC) for review of most state and federal actions and planning processes
- Planning and operational MOUs with other state and fed agencies

- To assume specific and direct responsibilities for properties specifically identified in statute (Camp Floyd/Stagecoach Inn, Winter Home of Brigham Young, Dixie State Park, Pioneer Monument State Park, the Old State House) about 558 acres in 1959.

The Commission cited these objectives under the “cost-against-benefits” analysis discussion in the report:

- Benefit residents and generations to come from direct use and enjoyment of a state park system.
- Benefit the state economy by winning a larger share of the nation’s tourist business.
- Generate revenue to the state treasury from tourist and vacationer traffic taxes.¹⁷

In 1996, a mission statement for the division was developed: “*Enhance the Quality of Life in Utah through Parks, People and Programs.*” Foundation values included customer service and satisfaction, protect sustainable resources, assure quality of life through quality recreation, assist community and statewide park system satisfaction, and operate with effectiveness and efficiency.¹⁸

In 1959, Utah was 40th out of the 48 states in terms of revenues generated by the tourist business. In 1999, an estimated 18.2 million non-resident person-trips were made to Utah, including 700,000 international visits. Over the past 10 years, Utah has maintained a relatively stable share of

¹⁷ Ibid., page 2.

¹⁸ *Frontiers 2000*—a system plan, State Parks, Sept. 1996

the U.S. domestic travel market in terms of traveler spending. In 1996, Utah ranked 33rd among all 50 states. Since 1985, traveler expenditures to Utah by domestic visitors has increased annually by 5.4%, slightly higher than the 4.3% annual increase in total U.S. domestic traveler expenditures.¹⁹

Visitation to State and National Parks—Trends by Planning District

State and National Park Visitation by Region: Almost half of Utah’s total state and national park visitation occurs within the Utah’s southwestern area (see figure 1, below). The Five-County Association of Governments planning district covers this area. The Five-County area encompasses 10 state parks and state historic sites - approximately one quarter of the state’s inventory – and contains some of the country’s most visited areas within the National Park System including Zion and Bryce Canyon national parks, the Glen Canyon National Recreation Area and the Grand Staircase-Escalante and Cedar Breaks national monuments.

The Southeastern Planning district follows the Five-County area in state and national park visitation. This district contains some of the state’s most scenic recreation areas including, Monument Valley, Arches and Canyonlands national parks and Dead Horse Point State Park. The Mountainland district rounds out the third spot.

¹⁹ Utah Division of Travel Development, Dec. 1999.

State and National Park Visitation

Trends: Utah’s state and national Parks experienced declining visitation over the past six years (see figure 2, below). In 1996, the peak year for visitation during the six-year period, more than 19.3 million visits were made to Utah’s state and national parks. By the end of the decade, visitation was declining by an annual rate of approximately two percent with the exception of a modest increase in 1999. *Utah’s national parks experienced the most noticeable declines during the period.* A slumping global economy, beginning in Asian markets, led to a decreasing foreign visitor base. By 2000, the pace of visitor decline began to accelerate as economic conditions began to worsen. These declines became significant in the latter half of 2001 with the sharp drop in tourism as a result of the September 2001 terrorist attacks.

Figure 1: State and National Park Visitation by Planning District (Source: Utah Division of Travel Development)

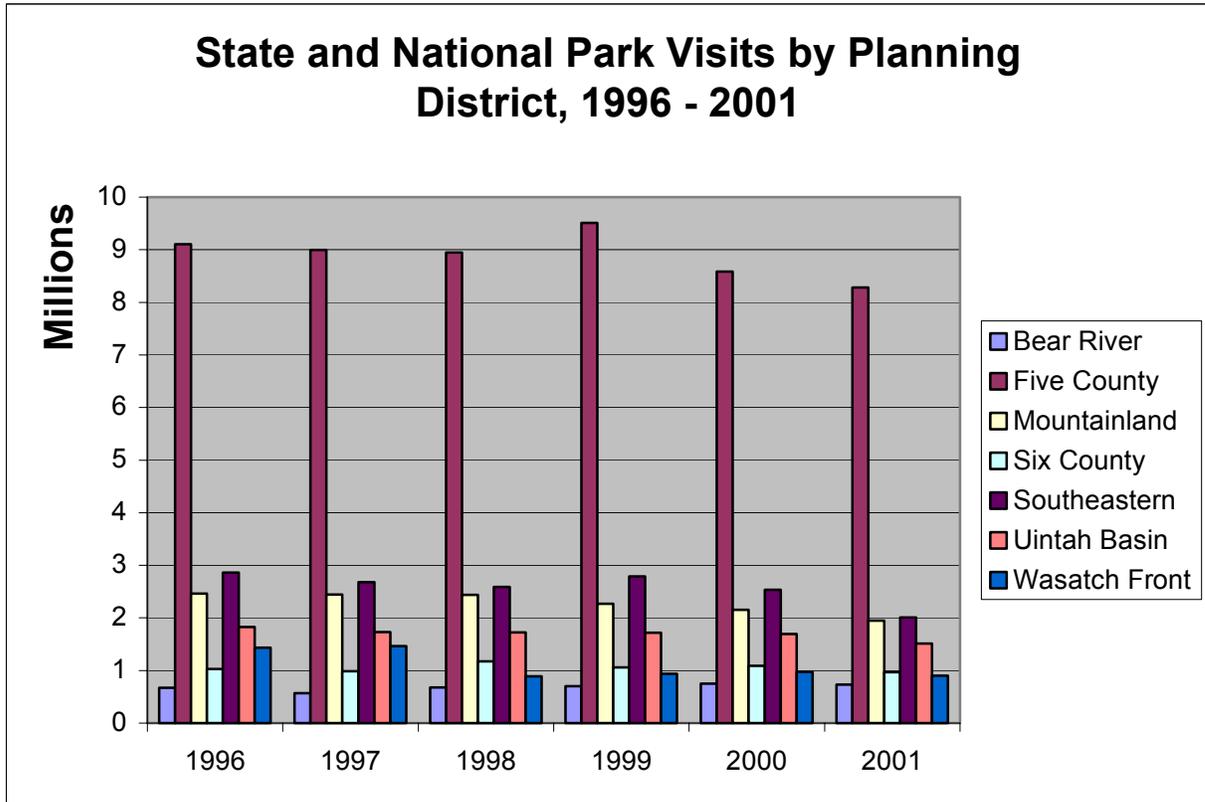
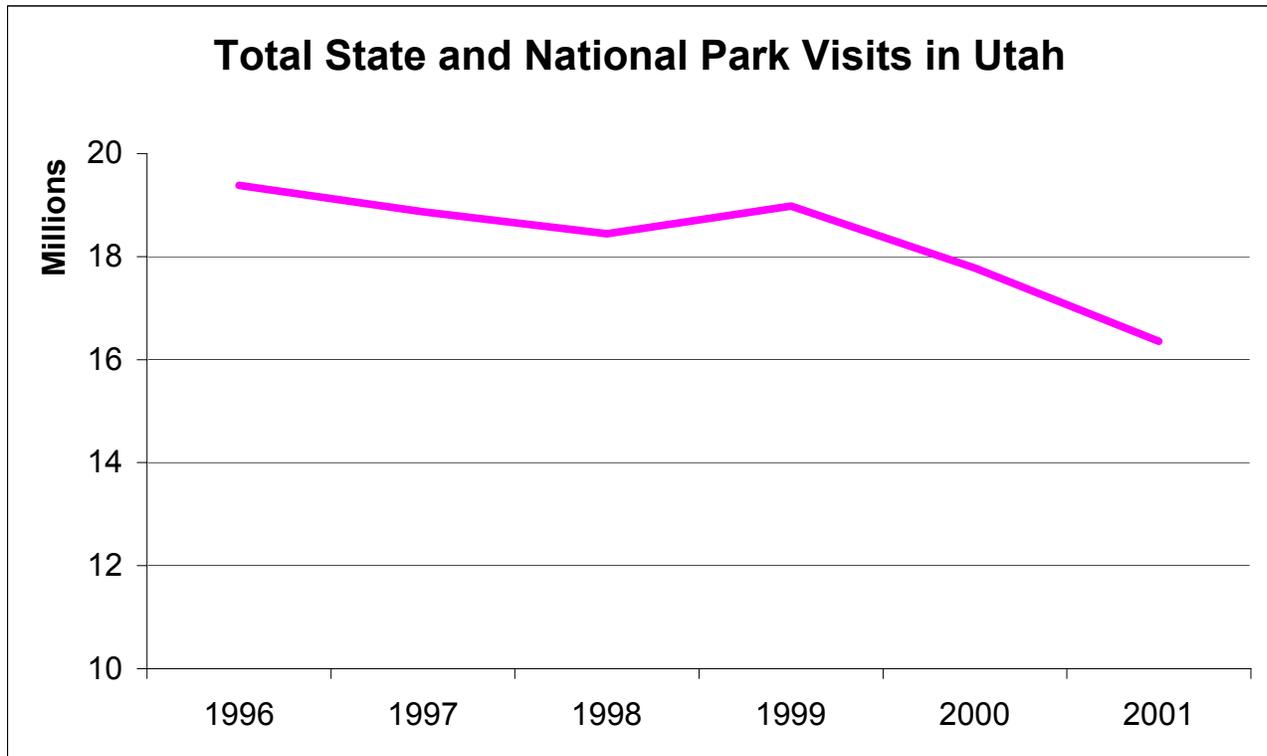


Table 1: State and National Park Visits by Planning District

Year	Bear River	Five County	Mountainland	Six County	Southeastern	Uintah Basin	Wasatch Front
1996	671,625	9,102,158	2,459,383	1,028,916	2,860,174	1,827,583	1,432,942
1997	570,159	8,994,254	2,444,108	987,955	2,679,389	1,729,375	1,466,043
1998	678,904	8,946,902	2,439,918	1,170,793	2,590,453	1,725,536	891,982
1999	698,905	9,510,561	2,265,819	1,057,600	2,789,907	1,720,611	935,281
2000	749,409	8,586,824	2,152,496	1,087,434	2,537,539	1,690,993	972,352
2001	733,073	8,280,126	1,948,605	968,289	2,008,016	1,511,997	903,497

Figure 2: Total Visitation, Utah's State and National Parks (Source: Utah Division of Travel Development)



Tourism

The World Tourism Organization defines the travel and tourism industry as the activities of persons traveling and staying in places outside their usual environment. Tourism is a “subset” of leisure activity and recreation; much of which is outdoor recreation. Travel and tourism combine segments from other industries that provide goods and services demanded while traveling away from home. It is not considered an industry in the traditional sense of manufacturing or trade, and measurement of the travel and tourism industry is complex and often elusive. Primary travel and tourism industries often

include amusement and recreation, eating and drinking establishments, lodging places, retail trade and transportation services. The impacts of tourism and travel are felt in manufacturing, construction, real estate, government, public utilities, agriculture, and other services. Travel and tourism continues to be among the state’s top five economic activities with an estimated economic activity level of over \$4.5 billion over the past few years, but down to \$4.1 billion in 2001, a decrease of 2.4%.²⁰

Current Tourism

²⁰ 2002 State and County Economic & Travel Indicator Profiles, Utah Division of Travel Development, p. 1.

Six counties, Salt Lake, Summit, Utah, Davis, Washington and Weber, account for 80% of the measurable impacts of tourism in the state of Utah. Nonetheless, many rural Utah counties are much more dependent on tourism dollars than counties in the metro areas. Fewer employment opportunities due to a more focused economic base means that rural counties are often dependent on benefits from tourism industries. Tourism dominates the economies of counties in the northeast and southeast regions of the state, comprising a significant portion of this area's employment base, tax receipts, personal income and business profits. Although more populace and more diversified economically than other rural areas, the southwest region of the state still depends heavily on tourism. The central Utah region and the northwest region remain less dependent on tourism. The four Wasatch Front counties are responsible for the bulk of tourism impacts in Utah. However, because of the large employment base and diversified economy of these counties, tourism makes an important, although proportionally less significant, contribution to these counties than elsewhere in the state.

Overall, tourism and travel-related employment accounts for nearly 12% of all non-agricultural jobs in Utah. That makes tourism the fifth largest employment sector in the state, behind other major sectors such as services, trade, government and manufacturing.²¹

Tourism Growth/Trends

With continued strong economic performance, tourism activity is expected to remain strong and be an important source of growth for the state. Tourism activity has experienced a slight deceleration in recent

²¹ 2001 State and County Economic & Travel Indicator Profiles

years, similar to the deceleration for the economy as a whole. Nonetheless, the future is encouraging. Tourism-related growth is expected to increase significantly in years preceding and including 2002. Although international visitation has declined in recent years, Utah is well positioned to attract more international visitors. These visitors are especially drawn to Utah's assortment of national parks, outdoor recreation opportunities and western and American Indian heritage destinations. Among domestic travelers, adventure travel remains strong, heritage and cultural travel is increasing, eco-tourism is rising, and family travel is becoming more popular. Utah is well positioned to attract high quality visitors (those that stay longer and spend more) in each of these growing segments. Other factors that are expected to contribute towards continued tourism growth include: a continued high level of consumer confidence and willingness to spend on leisure activities; increased recognition as a result of Salt Lake City's hosting the 2002 Olympic Winter Games; continued interest in the American West, including historic and pre-historic sites; increased convention space and available hotel rooms as a result of strong growth in recent years offering excess capacity; continued growth of LDS Church and subsequent visitation to church headquarters in Salt Lake City and other church-related sites, such as the family history library.²²

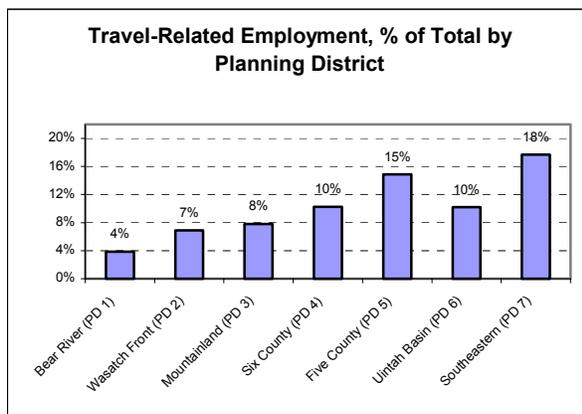
Travel-Related Employment by Region

An analysis of travel-related employment as a share of total employment may highlight a region's degree of dependency on travel-related economic activity. This section reviews such data for each of Utah's planning regions.

²² Utah Governor's Office of Planning and Budget, 2002

Cities and towns in Utah’s southeast and southwest portions employ a relatively larger proportion of their workforce in travel-related jobs.²³ Within the Southeastern AOG (P.D. 7) in 2001, almost 18 percent of non-agricultural employment occurred within travel-related industries (see figure 3).

Figure 3: Travel-Related Employment as a Percent of Total Non-Ag. Employment by Planning District



This was followed by the Five County AOG (P.D. 5), where approximately 15 percent of the workforce held travel-related jobs.

In general, it appears that small, rural cities and towns employ a proportionately higher number of individuals in travel-related jobs. In Daggett, Garfield and Grand counties – rural counties with a combined population of 13,997 - more than 45 percent of the non-agriculture workforce was employed in travel-related industries during 2001. By contrast, of the 875,000 non-agricultural workers in the urban areas of the Wasatch Front, approximately 6.4 percent held travel-related jobs.

²³ Utah Division of Travel Development, 2002

Travel-Related Spending as a Percent of Gross Retail Sales

An analysis of travel-related spending also shows a region’s degree of dependency on travel and tourism. Figure 4 shows regional travel-related expenditures as a proportion of the region’s total gross taxable retail sales. As with employment, Utah’s smaller, southern regions have a higher share of travel-related expenditures as a proportion of gross retail sales relative to other regions within the state. The Southeastern, Five County and Six County AOGs are the leading regions in travel-related spending as a percentage of gross retail sales.

Travel-Related Spending: Regional Rates of Change

While overall traveler spending increased since 1996, rates of change began to decrease by the end of the decade across all regions. In fact, traveler spending in two travel-dependent regions – Six County and Southeastern, was lower in 2001 than it was in 1996. Figure 5 shows the percent change in regional traveler spending between 1996 and 2001 using 1996 data as the base year.

Figure 4: Regional Travel-Related Spending, Percent of Gross Retail Sales

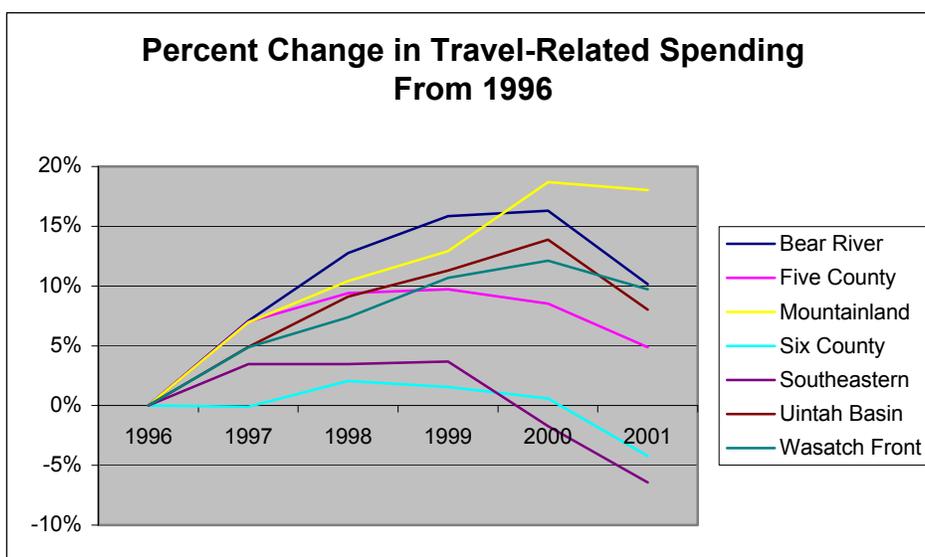
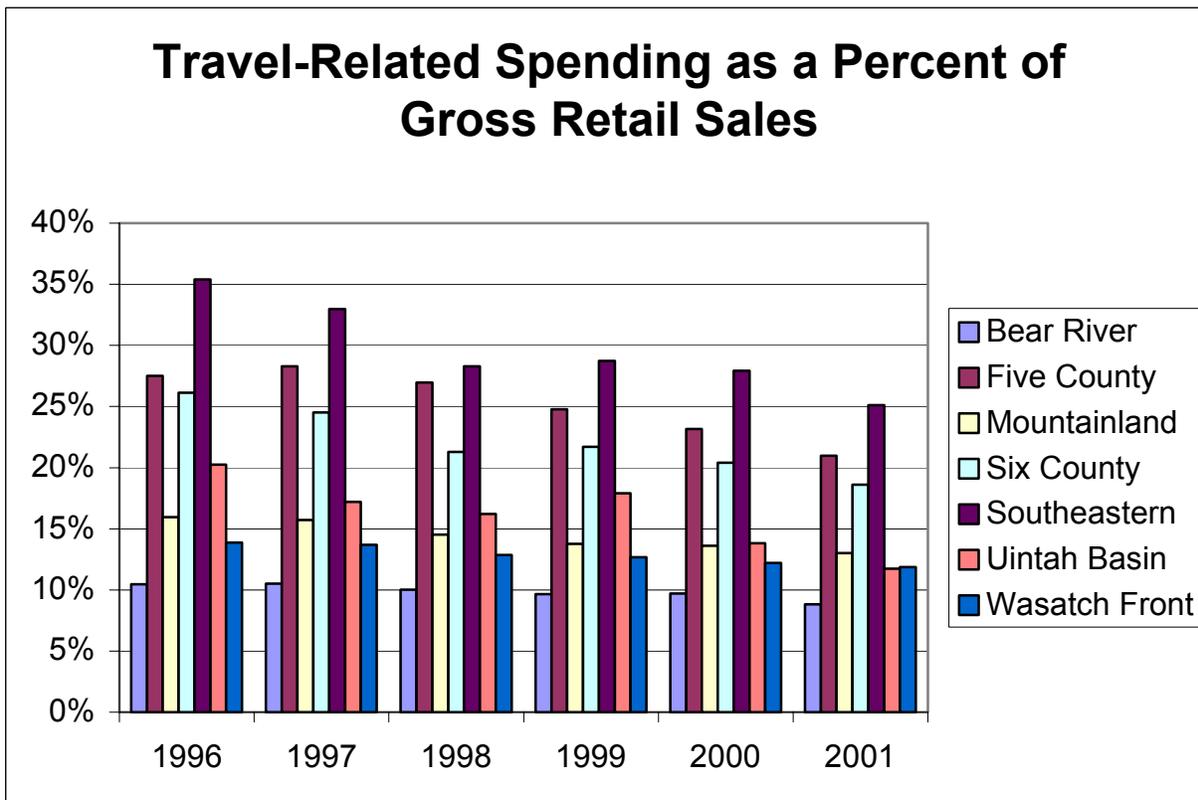


Figure 5: Rates of Change in Regional Travel-Related Spending (indexed to 1996 regional data)

2002 Olympics

The impact of the 2002 Olympic Winter Games has yet to be released, however analysts predict a significant amount of employment, earning, and output in the Utah economy prior to and during 2002. Analysts have estimated the economic, demographic, and fiscal impacts by analyzing the effect of new out-of-state money that enters the Utah economy as a result of the Games and by considering the effect of the Games on the economies in Calgary and Atlanta. The likely long-term impacts of hosting the Olympics have also been evaluated. State economic, demographic and financial models indicate that the Olympics will generate the following impacts between 1996 and 2002.

Output: \$2.8 billion in economic output or sales. This is the broadest measure of economic activity and includes all sales (both final and intermediate) that are estimated to occur because of the Games.

Employment: 23,000 job years of employment. Since some people were employed for a decade or more, while others were employed for just a few months, it is difficult to characterize the number of jobs created. The measure of jobs used here is derived from the sum of jobs created in annual terms from 1996 through 2002. Olympic-related jobs started in 1996 with less than 100, but increase steadily, reaching a yearly peak of 7,135 in 2001, and a monthly peak of 14,261 in February 2002. Olympic-related employment is small compared to the size of the total economy. However, Olympic-related jobs were an important source of new job growth representing 6.2% of projected employment growth in 1998 and 21.4% of projected employment growth in 2001.

Earnings: \$972 million in earning to Utah workers. The people who were employed because of the Olympics received these earnings, which, in addition to wages and salaries, included health and retirement benefits and proprietor's income.

Visitors: Net increase of 50,000 visitors per day during the Games. The Wasatch Front was expected to have about 20,000 out-of-state visitors per day during the Games. During the Olympics, 70,000 visitors per day were expected. Therefore, the net increase because of the Olympics was estimated to be 50,000 per day. Net visitor spending is estimated at \$123 million, after accounting for out-of-state leakages and displacement effects.

Population: 12,600 peak population increases in Utah during 2001. Olympic-related jobs expanded the population in the years leading up to and during 2002. Once Olympic-related jobs end, many of the people who held these jobs will eventually leave the state. This out-migration offsets the population increases that occurred prior to the games. In overall terms of the state's total population, the Olympic-related population impact is small. Olympic-related population growth represents a significant portion of new population growth in the year before and during the games, however this impact declines to zero within a year of the Games.

Net Revenue to State and Local

Government: \$80 million to \$140 million. Because the Olympics present several unique circumstances that impact the estimation of government costs, the Governor's Office of Planning and Budget estimates the net revenue to state and local



An excited fan at the Soldier Hollow venue, 2002 Olympic Winter Games—Photo courtesy John Knudson, State Parks Trails Coordinator—PD 3



State Parks Director Courtland Nelson carries the Olympic torch at Great Salt Lake State Marina on the way to Salt Lake City

government will be within the range of \$80 and \$140 million. These unique circumstances include the temporary nature of the event, the unique workforce that it attracts, and the public health and safety

costs that have not yet been explicitly estimated.²⁴



Historic Tate Barn near entry to Soldier Hollow Olympic Venue Site for Nordic and cross-country skiing events—Wasatch Mountain State Park—PD 3

Long-term Legacies and Growth issues:

The Olympics leave many enduring assets for Utah, including the legacy of Soldier Hollow for future generations, Olympic training, competitive events, and summer/winter recreation. Many facilities were built that will last long after the Games. Utah will also receive a significant amount of national and international recognition. Community benefits will accrue and encourage volunteerism, youth programs, cultural exchanges, and educational opportunities. Wasatch Mountain State Park, Soldier Hollow venue was the busiest Olympic Winter Games venue, hosting 24 events: cross-country, biathlon, and ski portions of the Nordic combined events. Soldier Hollow also presented a village of Western culture and heritage enjoyed by some 200,000 game-time visitors. An audience estimated at 2 billion watched as Utah hosted the Olympic games. *The games may well stir interest in additional summer and winter trails for*

²⁴ State of Utah governor's Office of Planning and Budget

cross-country, snowshoeing and Nordic training in different areas of the state.

Utah State Parks by the Numbers—2003

- 41 developed state parks; 7 undeveloped areas
- 1 Olympic venue—Soldier Hollow
- 63 holes of golf at 4 golf courses
- 36 additional holes under construction for 2004
- 90% of Utahns have visited Utah state parks
- State park marinas have 950 boat slips
- State parks have 1,602 campsites
- 1,368 are reservable campsites
- Have boating authority over 1.25 million surface acres of water; largest bodies of water are Great Salt Lake, Glen Canyon NRA—Lake Powell; Flaming Gorge NRA; Bear Lake, Utah Lake, and the Colorado and Green rivers
- 219 full-time employees (2002); 228 seasonal employees (2002)
- 479 volunteers (2002)—81,310 hours
- 28,520 camping reservations were made in 2002
- Operating budget for fiscal year 2003 is nearly \$21.6 million; over 42% from fees and other sources
- State parks acreage is about 114,000 acres, leased and owned
- State parks and trails are viewed as valuable elements in the quality of life in Utah; and critical to health, personal and family welfare
- State parks include heritage parks (museums and historic sites), intensively developed recreational parks (boating, camping, day-use) and wonderful scenic parks or natural areas
- There are over 74,400 watercraft, and 88,000 OHVs registered in the state of Utah

Recreation Funding

A major obstacle identified by all participants in statewide hearings and opinion surveys: ***adequate funding for operation, maintenance and development.***

Acquisition of land is difficult due to scarcity, high cost, burgeoning land development, and the political dictum to maintain and increase the percentage of private land in Utah (approximately 25%). Park and recreation programs face intense competition for tax dollars; therefore adequate financing is another major obstacle for the recreation manager.

It is vital for recreation agencies to develop effective means of obtaining financing, as well as innovative approaches for getting the most out of existing programs and funding. This section addresses some of the current programs and funding being used by Utah recreation agencies, as well as ideas that could be used in the future to help alleviate the never-ending funding dilemma.

Land and Water Conservation Fund

The Land and Water Conservation Fund Act (LWCF) has been one of the most successful conservation and recreation programs in America's history. Created by Congress in 1964 and funded primarily from off-shore oil and gas revenues, LWCF has been responsible for the acquisition of nearly seven million acres of park land and the development of more than 37,000 state and local park and recreation projects—over 410 projects in Utah alone. The LWCF created a unique partnership among federal, state and local governments by providing matching grants for the acquisition and development of public outdoor recreation areas.

Similarly, the Urban Park and Recreation Recovery Program (UPARR), created in 1978, provided federal funds to distressed urban areas to rehabilitate and construct recreation areas. Together these programs helped meet the recreation and open-space demands of the American public.

The LWCF, administered by the Utah Division of Parks and Recreation, has been used to assist in the acquisition and development of a broad range of public outdoor recreation resources including open space, playgrounds, swimming pools, picnic facilities, camping areas, golf courses, ballfields, tennis courts, etc. Since 1964, Utah has received nearly \$40 million in LWCF assistance which, including the required matching funds, represents a total investment of at least \$80 million in quality outdoor recreation facilities. *Over 410 projects have been funded with nearly 70% of the funds going to cities and counties providing close to home outdoor recreation opportunities throughout the state. These recreation opportunities will remain available for future generations.* Projects funded through LWCF grants are permanently dedicated for public outdoor recreation use. Currently:

- Funding has dwindled as our population has increased at over 2% per year.
- Urban and rural development has generated a demand for near-to-home outdoor recreation facilities
- The Conservation & Reinvestment Act of 1999 (H.R. 701), has not been passed by both houses of Congress. It, or a similar funding bill, could revitalize the LWCF and UPARR

programs and provide matching funds from outer-continental shelf oil and gas production for acquisition and development of high quality outdoor recreation facilities. Utah currently enjoys a wonderful legacy from the LWCF program, which began in the early 1970s.

- There was no federal funding available for LWCF after 1996, until 2000 (\$476,076); 2001 (\$1,092,076); and 2002 (\$1,734,654). It is anticipated that 2003 will be approximately the same as 2002.

Utah Riverway Enhancement

In 1986, the Utah Legislature passed a bill, which established the Riverway Enhancement Program—and expansion of the seminal Provo-Jordan River Parkway Authority of the 1970s. The program makes funds available on a 50/50 matching basis to state agencies counties, cities, towns, or special improvement districts for property acquisition and/or development for recreation, including trail, flood control, conservation and wildlife management, along rivers and streams that are impacted by high density populations or are prone to flooding. Public outdoor recreation should be the primary focus of the project.

River Enhancement Projects FY 1995 to FY 2002	
. FY 95: 13 projects for	\$555,000
. FY 96: 12 projects for	\$495,202
. FY 97: 10 projects for	\$430,000
. FY 98: 8 projects for	\$437,000
. FY 99: 10 projects for	\$394,924
. FY 2000: 7 projects for	\$277,500
. FY 2001: 10 projects for	\$600,750
. FY 2002: 8 projects for	\$485,000
. FY 2003 –no appropriation—shortfall	
<u>Total matching funds to date: \$3,675,376</u>	
Participants: Salt Lake City, Salt Lake County, Farmington City, Layton City, Moab City, Ogden City, Park City, Provo City, St. George, Weber County, Grand County, South Jordan, Riverton, Utah County, Logan, Morgan City, Roosevelt, Toquerville, Lehi, Smithfield, et al.	

Project applications are presented to the Riverway Enhancement Advisory Council, which is comprised of seven elected local government officials and four at-large members. The council reviews requests for matching grant fiscal assistance; rates and ranks proposed projects and along with State Park staff, then provides recommendations for funding to the State Parks Board. *While various funding sources may be combined for a high priority project, in most cases they cannot be used as matching funds for the project sponsor; e.g., LWCF, non-motorized trail funds.*

Permanent Community Impact Fund

The Permanent Community Impact Fund Board provides loans and/or grants to state agencies and subdivisions of the state, which are or may be socially or economically impacted, directly or indirectly, by mineral resource development on federal lands.

Under the Federal Mineral Lease Act of 1920, lease holders on public land make royalty payments to the federal government for the development and production of non-metalliferous minerals. In Utah, the primary source of these royalties is the commercial production of fossil fuels on federal land managed by the U.S. Forest Service and the Bureau of Land Management. Since the enactment of the Mineral Lease Act of 1920, a portion of these 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% to the Permanent Community Impact Fund Board. The Board only funds applications submitted by an eligible applicants for an eligible project. The Board has the option of funding projects with loans and/or grants. The Board's preferred financing mechanism is an

interest-bearing loan, thus extending the utility of the funds over a longer period of time.

Considerations In Providing A Community Impact Loan (for recreation facilities)

- A bond is accompanied by a legal opinion by counsel stating that bonds are legal and binding under Utah Law (Utah Municipal Bond Act)
- The Board purchases either a taxable or tax - exempt bond after evaluating all circumstances, including applicant's ability to pay and the bond is in the best interest of the state and applicant
- **Grants** are provided when other financing methods cannot be utilized, repayment is difficult, or emergency situations exist affecting the public health, safety and/or welfare
- Board reviews applications on a "trimester" basis, trimester meetings are project reviews, the subsequent meeting involves prioritization and funding.
- Board meetings are held the first Thursday of each month, except in July when no meeting is held. Prioritization/Funding meetings are held in April, August and December

Off-Highway Vehicle Funding

Federal Funds: The U.S. Congress first authorized the Recreational Trails Program in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). It was reauthorized in 1998 under the Transportation Equity Act for the 21st Century (TEA-21). The Recreational Trails Program provides funds to the states to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. Examples of trail uses include hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or other off-road motorized vehicles.

This *Recreational Trails Program* is an *assistance program* of the U.S. Department

of Transportation Federal Highway Administration (FHWA). Each state administers its own program, usually through a state resource or park agency. Each state develops its own procedures to solicit and select projects for funding. Each state has a State Recreational Trail Advisory Committee to assist with the program. In some states, the committee selects the projects, in others the committee is advisory only.

FHWA may use up to 1 ½ percent of the funds for program administration and trail related research and technical assistance. The remainder of the funds is distributed to the states. Half of the funds are distributed equally among all states, and half are distributed in proportion to the estimated amount of off-road recreational fuel use in each state.

States must use 30 percent of their funds for motorized trail uses, 30 percent for non-motorized trail uses, and 40 percent for diverse trail uses. Diverse motorized projects (such as snowmobile and motorcycle) or diverse non-motorized projects (such as pedestrian and equestrian) may satisfy two of these categories at the same time. States are encouraged to consider projects that benefit both motorized and non-motorized users, *such as common trailhead facilities*.

Project amounts vary by state, but most range in value from \$2,000 to \$50,000. Some states set minimum or maximum allowable dollar values. In general, the maximum federal share for each project from Recreational Trails Program funds is 80 percent. A federal agency project sponsor may provide additional federal funds, provided the total federal share does not exceed 95 percent. The non-federal match must come from project sponsors or

other fund sources. Funds from any other federal program may be used for the non-federal match if the project also is eligible under the other program. States also may allow a programmatic match: if project sponsors in a state provide more match funds than required, other sponsors in the state may provide less. Some in-kind materials and services may be credited toward the project match.

Usually, project payment takes place on a reimbursement basis: the project sponsor must incur costs for work actually completed, and then submit vouchers to the state for payment. Reimbursement is not normally permitted for work that takes place prior to project approval. However, working capital advances may be permitted on a case-by-case basis, and some project development costs may be reimbursable.²⁵

**Utah Recreational Trails Program (RTP)
Summary, 1997 – 2002**

- 70 RTP projects funded in the last 5 years
- Total grants awarded were \$3,545,382 valued in excess of \$9 million dollars
- 24 projects (34%) on fed lands; 25 projects (35%) to cities, towns and counties; 13 projects (20%) to Utah State Parks; 8 projects were associated with the avalanche forecasting, education and special trail development groups and trail equipment
- For FY 2003, some 36 projects have been submitted to compete for \$144,000 of state money and upwards of \$550,000 in fed funds (motorized and non-motorizes)
- Program projects (8) included the avalanche forecasting support, trail construction equipment, trail underpass, trailhead construction, trail relocations, trail signage, trail construction workshop (training)

State Funds: In 1987, the Utah Legislature approved the matching grant fiscal assistance program to help agencies manage the needs of the OHV users on public lands. The program makes state and federal funds

²⁵ Recreational Trails Program Brochure

available on a 50/50 matching basis to federal agencies, or political subdivisions of the state or any organized OHV user group for the construction, improvement, operation, or maintenance of publicly owned or administered OHV facilities.

An Off-Highway Vehicle Advisory Council, appointed by the State Parks Board, advises the Division of Parks and Recreation on motorized trail matters. They review requests for matching fiscal assistance, and along with State Park staff, provide recommendations for funding to the State Parks Board. The council is made up of members representing the following interests: motorcycles, ATVs, snowmobiles, 4 X 4s, OHV safety, dealers, one member at large, U.S. Forest Service and Bureau of Land Management resource managers and planners.

**Off-Highway Vehicle (OHV) Grant Program
1997--2002**

- 49 projects have been funded in the past 5 years
- Total grants awarded were \$706,442 valued in excess of \$1.9 million—again, often more than a 50% match grant by participants
- 36 projects (73%) were located on fed lands, mostly national forests and three on BLM lands
- 6 projects (13%) were sponsored by special clubs and user associations
- 7 projects were sponsored by cities and counties
- Projects included ATV/OHV cattle guards, trail construction, trailheads, toilets, signage, trail upgrades, snowcat shed, Great Western Trail Map, trail counters, OHV education, trail maintenance and rehabilitations
- Since 1995, 16,000 children have been educated and certified to operate OHVs (8 to 15 years of age)

Non-Motorized Trails Program

These funds are available to any federal, state, or local government entity for the planning, acquisition and development of non-motorized or multiple use recreational trails. This program includes the funds appropriated by the legislature for the

Bonneville Shoreline Trail and Centennial Crossing Programs. The State Parks Board awards these grants at their fall meeting based on the recommendations of the Recreational Trails Advisory Council and the Division of Parks and Recreation.

**Non-Motorized Trails Grant Program
1997—2002**

- 93 matching grant projects have been funded in the last 5 years
- Total grants ran \$2,808,723 for projects valued in excess of \$8 million (many participants provide more than 50% match)
- 44 projects (47%) were on federal lands, mostly national forests, parks and BLM
- 47 projects (51%) were local government—cities, counties, towns and special districts
- 2 projects (2%) were Utah State Park projects
- Projects included: trail construction, bridges, paths, trailheads and facilities, restrooms, paving/surfacing, special trail crossings (over and under crossings), tunnel, yurt/gher (tent-like structures—warming huts and signage)

The Recreation Trails Act of 1991 charged Utah State Parks and Recreation with coordinating the development of a statewide network of non-motorized trails. The Non-Motorized Trail Program makes state and federal funds available on a 50/50 matching basis to any federal, state, or local government agency, or special improvement district for the planning, acquisition and development of recreational trails.

Trail project applications are presented to the Recreational Trails Advisory Council. The council is made up of members representing the following interests: hiking, bicycling, cross-country (Nordic) skiing, horseback riding, one member at large, Utah League of Cities and Town, Utah Association of Counties, U.S. Forest Service and Bureau of Land Management. The council advises the Division of Parks and Recreation on non-motorized trail

matters, reviews requests for matching grant fiscal assistance, rates and ranks proposed trail projects and along with State Parks staff, provides recommendations for funding to the State Parks Board.



2002 Olympic Venue, Soldier Hollow, Wasatch Mountain State Park—a village of western culture and heritage and trailhead

Boating Funding

Wallop-Breaux

In 1984, the Wallop-Breaux Act was expanded into the Wallop-Breaux Trust Fund to include boating and fishing access projects, sport fish habitat restoration, hatchery improvements and related support facilities and programs such as aquatic education. Passage of the Wallop-Breaux Act was a result of cooperation and compromise between boating and sport fishing interest groups. It encourages state and federal agencies to work together in effective partnerships. Coordination between Wallop-Breaux and the LWCF is required at the state level, resulting in

projects being directed toward whichever program is deemed more appropriate, considering cost, availability of funding and other factors.²⁶



Water-related outdoor recreation, and public access have always been high priority considerations in acquiring and developing facilities—PD 3. Willow Ponds in Murray City—Courtesy of Lyle Bennett

Boating-Related Projects: Type & Cost

- FY 2003 projects totaled \$3,463,700; funds available only \$1,035,450; 34 projects submitted
- Broad range of needs, including: marina restrooms, fish cleaning stations, dock cranking systems, ramp extensions, width extensions, courtesy docks, water system.
- Sources of funds: >\$500,000 from fed boating funds; \$400,000 from restricted boating funds, Utah State Parks

Vision of Utah State Park Boating Program—Funding & Technical Services

- Quality boating facilities; enforcement uniformity
- Improved educational opportunities
- Proper equipment and training for boating law enforcement officers
- Develop productive partnerships
- Research for improved boating opportunities; recommendations for operator licensing; evaluate resource capacity limits; improve appropriate and effective watercraft operation laws and rules.
- Secure equitable gas credit from Tax Commission for boating account

²⁶ U.S. Department of the Interior, National Park Service. Land and Water Conservation Fund grants Manual, Washington, D.C. 1991, Chapter 640.3.5.

FUNDING ALTERNATIVES

The Urban Park and Recreation Recovery Program (UPARR), created in 1978, provided federal funds to distressed urban areas to rehabilitate and construct recreation area. It is available primarily to larger urban areas; e.g., Salt Lake City, Ogden, etc.

A current, general plan can help a community determine where and when growth should occur, to protect community and private values, instead of allowing it to happen as land speculation dictates. By recognizing the effects of haphazard development and articulating goals and policies in a general plan can help avoid such disastrous growth patterns. Urban growth boundaries and similar legislative limits on the location of urban growth is intended to demarcate areas expected to undergo development from those in which development will be discouraged. Other terms used to describe similar intentions are urban service limits (restricting utilities and other infrastructure extensions), urban limits lines, and urban/rural limits, development policy areas or “tiers,” and designated growth areas. The concept of drawing a line around a developing community, within which all urban development will take place, is appealing in its simplicity and directness. It is highly saleable to voters daunted by uncontrolled growth, along with their desire to preserve the quality of their community. A boundary suggests order, organization, discipline, and rationality.

Clustering Development is a means of conserving natural resources and “openness” as well as reducing infrastructure costs. Cluster development allows developers to plat smaller than standard lots on one part of a site to save the remainder of the site for permanent open space. The conserved area then may be used for common recreation space or protecting environmentally

sensitive lands and/or agricultural uses. Generally, cluster provisions are written to allow the overall amount of development permitted on the entire tract to be concentrated in one area. In addition, clustering provisions often allow mixtures of housing types that offer more choices for living styles for diverse populations, than standard subdivisions.

Exactions are ways in which developers are required to contribute to provision of public facilities related to or impacted by their developments. Various terms “exactions,” “extractions,” and “proffers,” these contributions may include dedication of land for public facilities, actual recreation facility construction, or payment of fees to be used for facility construction. The importance of this facility-financing approach has increased as more and more local governments turn to the private sector to fund infrastructure improvements.

Exactions are generally imposed during the subdivision review process through provisions that require developers to fund, build, and dedicate for public use the basic facilities required for residents and tenants of their developments. Typically, local streets, sewer and water lines, drainage facilities, and *parks* and recreational facilities are funded in this manner. Most developers now expect to underwrite these infrastructure costs as part of the development process. Communities also have become quite adept at demanding *other types of exactions such as special facilities and amenities that may benefit the larger public as much or more than project residents*. Legally, developers are obligated only to offer facilities and improvements that benefit primarily their developments, but developers pressed to move forward with a project often agree to other

contributions as well, while enhancing the marketability of their developments.

Impact fees are another form of exaction and are charged for each new dwelling or increment of nonresidential space to defray the costs of public facilities required to serve the development. For local governments, impact fees have several advantages over traditional property taxes in paying for facility expansions:

- Fees require new development to absorb at least some of the costs of new services and facilities, thus relieving the tax burden and subsidy on current residents and businesses. In essence, they give public notice that developers must compensate communities for development impacts on community infrastructure.
- Fees are collected as development occurs (usually when building permits are issued) rather than a year or more later when residents receive tax bills.
- Fees provide a useful means of pooling funds from individual projects to pay for facilities in other locations, such as highway and interchange improvements, water trunk lines, sewage treatment plant improvements, and community parks.

Impact fees are most often charged for sewer and water improvements, roads, and parks. Some local governments also charge for schools, drainage, police and fire, and other facilities impacted by development. Impact fees can range from a few hundred dollars to many thousands of dollars.

Linkage fees are another form of exactions that are imposed on the developer which usually go to assist in financing housing programs and special amenities. These are fees that are usually imposed on retail or commercial developments and are based upon the amount of square feet of

development. For example, there may be a five-dollar linkage fee for every square foot of development imposed on the developer. This money is not typically used in the area of development, but instead paid to the jurisdiction and used in other areas of need. Impact fees are usually used for affordable housing projects, transit improvements, public areas, childcare, and *public open space*.

Land acquisition is the most certain means of preserving the land's environmental and open space attributes for the future. The most direct and often-used means of acquisition is outright purchase of "fee simple" ownership by governments or by non-profit groups that will hold it in trust for conservation purposes; i.e., the Trust for Public Lands (TPL). Federal and state parks, wildlife refuges, wilderness areas, forests, and similar areas are acquired in this manner. A new federal program managed by the U. S. Department of Agriculture is providing monies to local governments for acquisition of easements to protect farmland. In addition, many lands including Utah have voted new taxes or earmarked selected revenues to acquire lands for conservation (see below for available funding alternatives).

Governmental purchases often are augmented by lands acquired by environmental organizations that leverage targeted purchases with donated lands. Over 1,000 land trust organizations have been formed throughout the nation to hold donated or purchased land and easements for conservation purposes. Perhaps the best-known organization is The Nature Conservancy (TNC). The TNC and other similar organizations can act quickly to purchase options, obtain appraisals, or acquire properties in advance of governments' abilities. The Trust for Public

Land, the Land Trust Exchange, and the Land Trust Alliance are other major organizations that form partnerships with public agencies to protect land and create parks.

Sometimes, because outright acquisition of conservation land can be expensive, *only selected rights are acquired*. Easements may be purchased to allow use for certain purposes, such as passage over property for hiking trails or *access to public lands—a high priority*. *Development rights* can also be acquired to prevent future development. In this case, purchase of development rights from a property permanently removes the right to develop it. The price for development rights is significantly smaller than for all the property rights associated with the purchase of land, and therefore is an increasingly popular answer to needs for *reducing development in conservation areas; and assists preserving important agricultural lands and watersheds*.

Transfer of Development Rights (TDRs) from one area or building to another have been employed in a number of communities by allowing sale and transfer to other properties located in more marketable areas. The concept provides a means of compensating owners for regulatory restrictions that may reduce property values. *First used to preserve historic properties* in central business districts, the concept allows developers to purchase development rights from a property owner and move them to another more compatible building or site.

Applied to areas rather than buildings, the usual TDR approach requires identification of "sending" areas, those in which property owners may sell development rights, and "receiving areas," areas to which development rights may be transferred. As a result of transferring rights, property owners

in receiving areas can increase densities of development on their properties. Thus the sale and transfer of development rights becomes a market transaction promoted and supported by a regulatory program. The sale of right is recorded in property deeds, and the transfer is recorded through a certification by the local jurisdiction.

Recent efforts by Governor's Office of Planning and Budget and the Quality Growth Commission have developed guidelines for well managed growth.²⁷ Envision Utah has an ongoing program of education and training for local government.



Critical open space provided by a regional park with flexible open space for a variety of outdoor recreation activities—PD 2

²⁷ Urban Planning Tools for Quality Growth.
Envision Utah: A Partnership for Quality Growth,

Public Process

Opinion Surveys & Determining Priorities

Active involvement of citizens is essential to the success of the planning process. The public involvement process consists of a number of components including recreation symposiums, workshops and mail surveys.

The goals of public participation is to:

- generate community support for the plans and programs developed;
- to educate the regional community about the issues and complexities associated with addressing current and future recreation needs;
- to provide the community with adequate opportunities to effectively participate in the recreation planning process; and
- to instill in the community a “sense of ownership” toward the recreation planning program and its products.

Successful and meaningful public participation can only be assured through a public education effort where the issues and complexities of recreation planning can be explained and discussed. The planning staff makes every effort to ensure that the public is educated about the problems and issues facing the recreation system prior to discussing recommendations or solutions. The recreation planning organization staff has developed an extensive mailing list for recreation issues and will continue to expand that list to ensure adequate public notice to all interested and affected individuals and groups.

Utah Community Needs Survey 2001-2002

Process

A statewide recreation needs inventory survey was administered in order to determine recreation needs throughout the state. This survey was conducted in the effort to seek input from community and agency recreation entities to best understand the needs of various recreation issues. These issues included types of existing recreation facilities, what types of facilities in their area are desired and/or need renovation, as well as what types of new recreation facilities may be needed (to see a copy of the survey see appendix). The following summary indicates the findings of this survey.

Summary of Findings

The types of outdoor recreation facilities and/or programs that are **currently being provided consisted mainly of baseball fields, area parks and playgrounds, tennis courts and other various recreation field uses. Hiking trails, swimming pools, pavilions and picnic areas were also frequently mentioned.**

Types of recreation facilities and facilities **renovations that were cited consisted mainly of more sporting fields such as soccer and baseball, playground equipment and picnic areas. Public restrooms, community centers and swimming pools were also frequently mentioned as needed facilities.**

Costs of the top priority facility and facility renovations varied greatly.

Depending upon the type of facility as well as the condition of existing facilities, cost varied from \$100 to as much as \$5 million dollars. A more comprehensive assessment of the actual cost of such facilities is needed.

When asked if additional land parcels were needed to complete the facilities, most indicated that they were not. However, those that did specified that anywhere from one acre to more than 200 acres were needed to complete the project.

Those that responded to the survey pointed out that most of the needs listed in the above questioning represented community feedback from a public oriented planning process that was sponsored by their agency. These feedback programs consisted of surveys, focus groups, public meetings and various other public input.

About half of the respondents indicated that their community or agency has a program or policy in place to help acquire properties or easements for the preservation of open space.

* See appendix for a listing of the results of the survey.

Utah State University Outdoor Recreation Symposium

Utah State University on behalf of the Utah Division of Parks and Recreation conducted a three-phased study of outdoor recreation and open space needs throughout the state of Utah. The goal of the Open Space Project was to develop strategies and actions for addressing open space needs within each planning district in Utah. The focus was on protecting lands that are critical for providing amenity (e.g., parks, recreation, and aesthetics) and ecological service (e.g.

wetlands, wildlife habitat and corridors) values.

Results are based on the opinions of key informants such as local and regional officials, land management and planning professionals, and other residents who are experienced or interested in open space issues or projects. Despite the targeted audience used for data collection in this study, a high degree of confidence in the validity and value of the results is accepted for several reasons: *the use of multiple methods, widespread coverage of the state, the similarity of findings from all three phases, and extensive efforts to provide external review of both the methods and the results of each phase.* While the sampling methods were not necessarily representative of all state and planning district residents, the results are a good reflection of the attitudes of key stakeholders who have professional or personal interests in open space issues throughout the state.

Process

The process for generating a prioritized list of open space and outdoor recreation priorities and determining appropriate strategies for addressing the prioritized issues was comprised of *three phases*.

Phase One: Utah's Great Outdoors Conference Working Group Sessions

The first phase was a group brainstorming process held at the Utah's Great Outdoors Conference in February 1999. Breakout groups were formed based on seven statewide planning districts (i.e. Bear River, Wasatch Front, Mountainland, Uinta Basin, Central, Southeastern and Southwestern) to address the following questions:

- 1) What do you feel are the most pressing outdoor recreation and open space needs in

your region of the state for the next twenty years?

- 2) What are the most pressing outdoor recreation and open space problems or needs for specific towns and communities in your region of the state?

A total of 414 items were generated in response to question 1 and 242 responses for question 2. *At least 30 open space needs were identified for each planning district, including over 200 separate items for the Wasatch Front.*

Phase Two: Statewide Key Informant Mail Survey

Using the items generated in Phase 1, mail surveys were sent to key informants in each of the seven Utah planning districts. Respondents were asked to rank the importance of all the items generated during the Phase 1 breakout sessions, as well as a list of 25 open space protection “tools” such as easements, impact fees, and purchase of development rights. Survey participants were given a brief description of each open space tool. Surveys were sent to all Phase 1 conference participants, as well as additional key informants in certain planning districts that had relatively few conference participants. At least 28 people in each planning district received a survey. Non-respondents received two mail reminders: a postcard and a new survey form. A total of 287 surveys were mailed and 182 were returned completed, for a 63% response rate.

Phase Three: Public Meeting Presentations and Feedback

The purpose of Phase 3 was twofold: present the prioritized listing of open space needs and priorities to officials, key informants and interested persons in the planning districts; and identify existing and potential projects that address the open space needs.

Eighteen meetings were held with over 350 people in attendance. At least two meetings were held in each planning district. At the meetings, the results of Phases 1 and 2 were presented, and the attendees were asked to comment on the results and identifying existing and potential projects that addressed the most important open space needs. Meeting participants provided input in three ways: during a general discussion period, during post-meeting workshops, or on worksheets that were provided to all meeting attendees. Over 300 specific open space projects were identified during these meetings.

Summary of Findings

Two broad types of open space needs were identified: *specific purpose projects such as individual trails, water projects, parks, heritage sites, and information centers; and general concerns such as funding, education, partnerships and general planning needs.* The pattern of open space needs is consistent for all districts; however, there are *distinct differences in the values attached to open space in different parts of the state.* Participants in rural planning districts ***focused on use-related values*** like recreation, tourism, local economic development, public land access and multiple use. In the more *urban/suburban* districts in northern Utah, ***protecting open space for non-use and intrinsic values, such as aesthetics, controlling growth,*** and ecological services, are as important as recreation use and access, and resource development values are minor. In *rural* districts, on the other hand, ***retaining access and multiple use are major priorities, not simple protecting “open space.”*** For example, water projects are important throughout the state, but in rural districts, the focus is on providing or improving reservoir or river recreation, while in urban districts wildlife habitat, wetland protection,

and water quality are of equal or greater importance compared to recreation. The following is a list of **common themes throughout all of the districts:**

- The need for ***more water-related projects and linear-shaped open spaces***, including recreational corridors (e.g., trails, bikeways, off-highway vehicle routes), riparian corridors, riverways, stream and canyon protection, canyon access, corridors between subdivisions/towns and wildlife corridors.
- The ***need for open space funding*** including, the provision of money as well as ***coordination and technical advice*** for acquiring and using federal, state, and private funding. Key funding concerns include ***finances for maintaining existing but dated facilities***; consistent sources of funds; increasing awareness of funding opportunities; criteria for prioritizing needs and specific projects; understanding linkages between local needs and funding opportunities; and technical assistance in developing grant proposals.
- Officials in local areas would like to see ***more local control in decision processes and a greater focus on projects that address local concerns***. Local officials want to retain control of projects implemented in their districts while state officials put more emphasis on projects that meet local needs; provide logical and open processes for prioritizing open space needs and projects; develop project funding criteria collaboratively with local officials; implement

collaborative decision processes; and ***provide technical assistance for planning, partnerships, and preparing grant applications.***

While these are common themes throughout the state, attitudes related to the reasons these areas are important tend to differ between rural and urban areas. Northern Utah participants are interested in many types and values of open space corridors, but in the rural parts of the state, the focus is on recreation potential.

*A complete analysis of this process and data gathered from it is available through Utah State Parks and Recreation and Utah State University's Institute of Outdoor Recreation and Tourism.*²⁸

²⁸ Blahna, Dale J., Burr, Steven W., Burkus, Michael F., and Kurtzman, Judith A. Utah's Great Outdoors Open Space Project. Professional Report IORT PR2000-4. Utah State University. June 2000.



Group pavilions, hardened traffic areas, ball fields and night lighting are common requests for new or for upgraded outdoor recreation facilities—Sandy City Lone Peak Park—PD 2

The Partnership for Resource Conservation and Recreation

The Utah Division of Parks and Recreation concluded a two-year statewide planning effort in mid-1996. Over 200 people—recreation professionals, representatives from recreational groups, park users, citizen committees, planners and managers—joined in a comprehensive planning effort that resulted in Frontiers 2000: A System Plan to Guide Utah State Parks and Recreation into the 21st Century, a 39-page planning document that outlines 15 major issues and 124 recommendations revealed during the planning process.

Process

Bailey Political Consulting conducted a series of network research meetings to explore attitudes, concerns, issues and motivation of recreation participants and supporters in eight areas of the state. Regional meeting sponsors were called and lists of recreation attendees were formulated. Eight meeting dates were selected in October and November 1997. Invitation letters and announcements were mailed and

follow-up telephone calls were made by sponsors and State Park staff. Over 138 citizens attended the meetings. Through this process, partnerships were formed to provide funding for needed renovation and repair. Established partnerships included the Utah Recreation and Parks Association (state and local professionals), The Nature Conservancy, Utah Open Lands, Utah Recreational Trails Advisory Council, Boating Advisory Council, Marine Dealers Association, the Trust for Public Lands, Governor's Office of Planning and Budget, Utah Travel Council, and Utah State Parks and Recreation (represented by Park Board members).

Summary of Findings

Among respondents, a need was identified for increased education and cooperation. Other issues or ideas that were generated through this process are as follows:

- Growth is a problem that is out of control; little planning or coordination currently exists where growth is concerned; and recreation opportunities are being lost to growth.
- Increasing taxes is a less than desirable solution to funding problems. Any taxes or fees generated should be applied directly to the site and/or facility—with a strong accountability for the funds.
- Localized control and local participation in decision-making is crucial.
- Increasing funding or greater allocation of funding to recreation is important.

- New facilities should be oriented near population centers with less emphasis on remote facilities.
- Provide facilities that meet ADA requirements and provide recreation opportunities to people with disabilities and other disadvantages.
- Recreation facilities and programs are essential to mitigating gang problems and youth crime.

- Partnerships are important to the provision of recreation facilities and programs. Partnerships should include private corporations, businesses, federal and state agencies, and social clubs.
- Government agencies and other recreation providers need to “listen” and “act on” suggestions made by “average citizens.”
- Access to recreational lands is perceived as being lost to development and government land trades, purchases and policies.
- Community recreation needs exist in increasing amounts, specifically due to high levels of use and wear on facilities.
- Rural respondents do not perceive sufficient opportunities and facilities are being made available in their areas.
- A perception exists that non-motorized users are not paying their fair share, relative to the taxes and fees paid by boat and OHV owners.



Urban park and ball complex—LWCF project, PD 2

PUBLIC INPUT: Outdoor Recreation Needs—1998/2002

Area Meeting: Site & P.D.#	Top Outdoor Recreation Priority for Improvement (need) 1998 (Bailey & Associates)	August 2002 Recreation Need Inventory (Utah State Parks, Planning Section (2001-2002))	Responsibility: The Public Perception, 1998 (Bailey & Associates)
Logan, UT; P.D. 1	New parks; swim pools; play fields for soccer/baseball/football; rec. center, trail connections to natural areas; match funds, sites for cultural events	Improvement to extant parks; soccer fields; improve ball fields; new trail systems, one rec. center; playground equip.	Local best, but with help with grants from state and fed; cities work more closely together; urban control city projects.
S.L. Co., UT. P.D. 2	Better boating; pave along Jordan Parkway; Parley's corridor trail, better signs, rec. centers; more urban trails, OHV area	Rec. centers (8), park improvements, new parks, ball field improvements, skateboard park, urban trails, mountain access	Local to state and fed; get private industry more involved; stay grassroots; Murray projects used all levels—UDPT, state parks, fed LWCF; state allocate funds; better coordination with school districts—same taxpayers
West Valley, UT P.D. 2	Better use/organization of space in parks; need rugby fields, boating areas-launch and pump out stations, more play fields	Rec.centers (2), make park improvements; new convenient parks and trails; ball field improvements, skateboard park	All government must collaborate; attitude change needed in state legislature for leisure services and tourism; educate developers; education has major role & private/corp. developers
Ogden, UT , P.D. 2	Ice rinks, swim pools, rec. center in north Weber Co., full use of schools and Defense Depot; trails along Weber and Ogden rivers; more urban open space; price for disadvantaged and ethnic groups	Rec. centers (3); make park improvements and new parks; make ball field improvements; urban trails, mountain access and skateboard parks	Grassroots participation depending on jurisdictions; feds should spend more to get to their proportion of resource (+70%) management; no one group—all work together; needs too great for any one entity
Utah Co., P.D. 3	Purchase/develop public access to public lands; need softball fields and outdoor basketball courts; establish Bonneville Trail in foothills; finish Utah Lake to Provo River trail; more play fields and open spaces for youth; improve Utah Lake State Park; use undeveloped areas for outdoor recreation	Rec. centers (4) needed; upgrade and renovate existing urban parks; develop new parks in growth areas; need swimming pools; complete trail systems into hills, in cities and around Utah Lake up Provo River.	Varies by jurisdiction; bottom line with municipalities—most recreation at local level; state & fed do wildland areas; cities work together and coordinate; feds must have more local input; state/fed provide match grants
Richfield, UT, P.D. 4	Need more golf courses and a recreation center (outdoor - indoor, pools, court, exercise); program better for extant facility uses; have walk/bike trail around county; Canal Road into a trail; use old Marysville RR for trail; Wayne Co. needs a golf course and pool, work better with schools for total community benefits	Rec. centers (2) needed; want improvements to current parks in the district; new parks needed in growth areas; and trail systems (improve on fed lands, access to fed trails) and urban trails	All share responsibility; ultimately to local government for developed areas; work well with corporations; fed funds on fed lands needed; share all needs on respective jurisdictions
St. George, UT P.D. 5	Regulate boating on busy waters for good/safe experience; designate areas for OHVs—few now; need more trails that go places or connect—including horse trails; protect river corridors; better trails in Snow Canyon State Park; develop areas for displaced fed land/national park users (overflow)—camp, day-use, OHVs	Call for extant park improvements and services; rec. centers (4)—indoor and outdoor facilities and amenities; need more ball fields; need swimming pools; develop trail systems in urban and rural setting; make connections	Cities have taken major responsibilities; more needed from counties for rec.—allowed by state law; need more sharing with feds and other jurisdictions; tortoise habitat (63,000 acres) is restrictive—feds should redeem for public use losses in this high growth area of Utah (Wash. Co.)
Moab, UT P.D. 7 (6)	Need swimming pools; need more play fields (football, soccer); need a rec. center; natural linear parks for trails on streams; a center for mountain biking—services; link trail through Moab—to Colorado River into hills; place for quality community entertainment and cultural events; need skateboard park	Need park upgrades in older parks (restrooms); need ball field improvements; need playground equipment and play features for day uses; need several new parks; a gymnasium; improve trail system	Should be at grassroots level; most recreation near home; need stream corridor protection and trail coordination; feds need to do more on fed lands, and ensure access to fed lands and facilities (BLM, NPS, state, and public inholdings)

PRIORITY SYSTEM FOR RANKING LWCF PROJECTS

Open Selection Process for Grant Allocations—2003, as amended

- I. ADMINISTRATIVE CONSIDERATIONS (participant): [400 pts]**
- A. Administrative Capacity (100)
1. Application is properly completed (25)
 2. All maps and plans are included (25)
 3. Good narrative provided (25)
 4. Reasonable cost estimates (25)
- B. Utilization of Funds & Fiscal Administration (100)
1. New applicant—ability to maintain adequate financial records (100)
 2. A history of timely, effective turnover of grant funds (100)
 3. Marginal record of turnover (50)
 4. Poor utilization; holds funds until project costs rise—poor control of financial and accounting information (25)
- C. Other Sources of Funding Available (100)
There is availability of alternative federal/state funding, donations, etc.—case by case determination; and what is source of match?
1. There is no other source of funds or match (100)
 2. Applicant is providing <50% cash match from other sources, or in kind (75)
 3. 100% of match is from other sources (25)
- D. State Responsibility (100)
Points awarded if the State of Utah's obligation to the federal government to complete a 'useable' facility.
1. Necessary to complete a useable project (100)
 2. Will complete a partial development (50)
 3. Project is unrelated to any state responsibility (0)
- II. MAGNITUDE OF LOSS (300)**
- A. Acquisition and/or Development Projects:
1. High importance and critical timing (300)
 2. Important and timely (200)
 3. Time is not critical (100)
- III. MEETS IDENTIFIED OUTDOOR RECREATION NEEDS (600)**
Sources—2003 Utah SCORP—studies and opinion surveys
- A. Based on local or regional needs assessment the project may provide:
1. For the most favored new recreation facilities (200)
 2. For the most favored improved facilities (150)
- B. Relation of this project to similar facilities in the immediate area
1. No similar facilities within a reasonable travel distance (150)
 2. Current facilities are inadequate: not due to poor O&M (100)
 3. Facilities are adequate: addition would enhance program (75)
 4. Other facilities have capacity to handle use (50)
 5. Facilities inadequate due to poor O&M (25)
- C. Sponsor has furnished a current opinion survey or area needs assessment; and/or the project is pursuant to a current formally adopted master plan (50)

IV. SITE LOCATION—relative to the area served (200)

- A. Location Relative to the Primary User Groups: (100)
- | | |
|--------------------|--------------|
| 1. Very best (100) | 4. Fair (25) |
| 2. Very good (75) | 5. Poor (0) |
| 3. Good (50) | |
- B. Adequacy of Access to the Site: (100)
In terms of safety and convenience; within 15 minutes walk or ride; with sidewalks, bike paths, equestrian paths, OHV paths, with minimal auto-pedestrian conflicts; planned connectivity/links
- | | |
|--------------------|--------------|
| 1. Very best (100) | 4. Fair (25) |
| 2. Very good (75) | 5. Poor (0) |
| 3. Good (50) | |

V. SOCIO-ECONOMIC FACTORS (250)

- A. Spectrum of Public Served by the Particular Facility Service Area (100) *Planning district or county census descriptions--representative*
- | |
|---|
| 1. All age groups, gender, socio-economic groups and minorities (100) |
| 2. Some demographic groups (50) |
| 3. Few demographic groups (25) |
- B. Population Growth Factor—Percentage growth per 2000 Census (100)
Maximum points 100 points; i.e., 1 point per percent increase
- C. Planning District Reliance on Tourism/Recreation-related Visitation (100) *Travel-related employment per PD; travel-related spending as a % of gross retail sales per PD*
- | | | | |
|-----------------------|------------------|---------------|----------------|
| 1. High reliance (50) | 2. Moderate (40) | 3. Lower (30) | 4. Lowest (10) |
|-----------------------|------------------|---------------|----------------|

VI. PLANNING, DESIGN, PROGRAM & MAINTENANCE (250)

- A. Applicant has demonstrated a recreation activity and facility maintenance program that is:
- | | | |
|--------------------|--------------|-------------|
| 1. Excellent (100) | 3. Good (50) | 5. Poor (0) |
| 2. Very good (75) | 4. Fair (25) | |
- B. The Project is innovative, unique in activity, design, or use of site (100)
- | | |
|------------------------------|---------------------------------------|
| 1. Highly innovative (100) | 4. Limited design or use of site (25) |
| 2. Innovative or unique (75) | 5. Poor design or use of site (0) |
| 3. Functional design (50) | |
- C. Seasonal Activities (50) : *Favors multi-season/use, expanded season, year round; extended, normal or limited hours (range of 10 to 50 points)*

Note - Special considerations: Health remediation; ADA special accommodation; recent research findings (opinion surveys); major policy changes; fed regulations; air and water remediation; special culture/heritage protection; new sustainability methods

Priority or Allocation Systems

The priority system described above should be subject to modification as information, policy, regulations or other data becomes available or more relevant. As a general guideline, the following should *be objectives of a rank-ordering or priority system*:

- The system should be fair and equitable, and uniformly applied
- It should have some major objectives or goals—such as stressing areas with high dependency on tourism or recreation, or high growth areas, or participants with immediate needs and available funding
- Criterion should have up-to-date accurate data or data base that can be used easily during the priority making process—easy to retrieve; low cost to acquire
- The system can be used in concert with other programs as a prerequisite to receive funds, or consideration of this program to qualify participants for other programs

Relationship to other programs and planning: “Quality Growth Commission”
“..does the project meet the Quality Growth Principles?”

- Utilizes state technical assistance and data
- Project is consistent with the conservation ethic—protecting critical lands, air and water
- Project promotes efficient use of water, infrastructure and energy resources
- Local government has performed responsible planning, land use, and engineering
- Will promote a healthy, viable statewide economy, with broad spectrum of opportunity
- Will complement quality of life and housing

- The system should be reviewed by competent professional staff and stakeholders affected by the process

- A system and its management should be appropriately ‘reactive’ to major changes in policy, regulation, environmental concerns, new grant or legislative guidelines



LWCF playground project in Roosevelt, Utah—PD 6—Courtesy of Steve Roberts, LWCF Grants Program, Utah State Parks

Strategic Plans

State Water Plan

Utah’s diverse and striking landscapes and its rich cultural history owe their existence to the presence of water resources. Water, its quality, and availability are a critical attribute for quality outdoor recreation in Utah.

Water is the medium that has shaped many of Utah’s unique natural features and is the ingredient that caused its communities to blossom in the desert. Utah’s natural beauty and the strength of its communities have combined to form a desirable quality of life for its residents. These conditions have contributed to Utah’s rapid growth in the past and they will likely continue to do so in the future.

In order to meet future needs brought about by growth, Utah must promote effective water conservation and water management

technologies. This, along with carefully planned water developments, will secure sufficient water for the future. Utah's institutional structure is well prepared for the challenges at hand. Through careful coordination and cooperation, Utah's water needs will be provided for and the integrity and beauty of the environment will be preserved.

Except for Nevada, *Utah receives less annual average precipitation (13 inches) than any other state.* The average precipitation in the United States is close to 30 inches, more than double that of Utah:

- Most of Utah's available water supply (7.3 million acre-feet per year) is already used.
- The Division of Water Resources estimates that 790,000 acre-feet per year can yet be developed based on current legal, political, economic and environmental constraints.²⁹
- Much of this developable water supply (420,000 acre-feet per year) is located in the Colorado River drainage, away from the large population centers along the Wasatch Front.
- The Bear River drainage, with approximately 250,000 acre-feet per year of developable water available, represents the most significant source of water available to these areas.

The State Water Plan covers all aspects of Utah's water resources and is directed towards planning for current needs as well as reconsidering the conditions and needs of the 21st century. It provides the foundation, guidelines and principles for a continuing planning process; it addresses various

²⁹ The Utah Water Data Book, Utah Division of Water Resources.

aspects of water resources supply, conservation, development, management, protection and use.

The State Water Plan consists of 20 sections, each addressing a different aspect of Utah's water resources. The state of Utah is obligated to plan for and encourage the use of its resources in a manner that best serves the physical, environmental and social needs of the people of Utah. To fulfill this obligation, the State Water Plan Coordinating Committee, formed in April 1986 prepared a comprehensive state water plan.

- The State Water Plan is an ongoing process to establish and implement the state's water management policy.
- The Plan consists of agriculture, municipal and industrial water, pollution control, recreation, wildlife, flood control and drought response.
- There are 11 federal agencies with major water resources planning and development authority and responsibility.
- The federal role in funding water resources programs is decreasing while its regulatory role seems to be increasing. As a result, the state is becoming more involved. **Concerns are** (1) *reserved water rights* (2) *state/federal interrelated planning and development* (3) *stream and riparian habitat loss* and (4) *water right fillings*.
- Water conservation strategies are: (1) *more efficient operation of the storage and delivery facilities by the water provider (to increase supply)* and (2) *more efficient use by users (to reduce demand)*.

Values such as water quality and the environment must also be carefully considered. Water managers and planners need to implement policies and strategies that address these sensitive and often controversial subjects, including educating the public and seeking their input in the decision-making process.

- Allow Utah’s population to grow without unnecessarily degrading our natural resources.
- The responsibility for making many decisions regarding water resources resides with local leaders.
- The role of government agencies is important in helping local leaders meet the many challenges they face as they try to satisfy the needs of the growing population within their communities.
- Government agencies can provide valuable technical, financial and other types of assistance that are not always possible at the local levels. These agencies should be involved in the early stages of local water projects to avoid conflicts and setbacks that could have otherwise been avoided.
- *Recreational access and facilities should be addressed and implemented in most water developments; i.e., reservoirs with launch ramps, restrooms and day use; pipelines and canals with trail alignments and paths.*

The future of Utah and its precious water resources is bright. Through cooperation with state, federal and local interests, local leaders will be able to meet the growing water needs within their communities while preserving the quality and integrity of their natural surroundings.

Frontiers 2000

In early 1995, the planning process for Frontiers 2000: A System Plan to Guide Utah State Parks and Recreation into the 21st Century was initiated, utilizing a highly motivated 10-member citizen steering committee worked and met over 16 months to develop a mission and vision statement, a structure of 15 major functions with over 124 major recommendations and strategies. “Enhancing the Quality of Life in Utah through Parks, People and Programs” became the State Park mission statement. The vision was to become an efficient customer-driven organization with well trained and motivated staff to coordinate recreational and heritage services.

Foundational Values of the Division of Parks and Recreation

- Customer service and satisfaction
- Protect and sustain park resources
- Assure quality of life through high quality recreation—programs and facilities
- Facilitate state and community satisfaction
- Work for employee satisfaction
- Strive for effectiveness and efficiency
- Improve the statewide economy
- Ensure public participation in planning and management

Established as the *state recreation authority*, the division manages over seven major programs or responsibilities: park management, park development and maintenance, long-range comprehensive planning, heritage program, off-highway vehicle program, boating program, non-motorized trails program, volunteering program, park law enforcement, public affairs and park reservations, public education (boating, OHVs, heritage park), realty and property management, GIS program, economic analysis and opinion surveys, and a range of external technical assistance programs.

Utah State Parks has been active participant in the LWCF grants program since the early 1970s. It has received major federal funding for Antelope Island, Wasatch Mountain, Bear Lake, Jordan River Parkway, Willard Bay, Rockport, Great Salt Lake, Deer Creek and Jordanelle state parks, among others.

According to Frontiers 2000, the division will rely on collaborative and partnership relationships to improve the ‘recreation estate’ in Utah. The division, in its own functions and the scope of matching-grant programs, cannot fulfill all the burgeoning outdoor recreation needs in its 40+ parks, nor for all the grant program participants. Private, local, state and federal resources will have to be combined to meet these needs in the future.

Strategic Boating Plan

In 1958, the Federal Boating Act was passed in Congress. This Act enabled the United States Coast Guard to develop and administer a uniform numbering system for all of the states and allowed for a single statewide registration system.

The Utah Legislature passed the Utah Boating Act on March 12, 1959. This Act established the focus of the state as “promoting safety for persons and property in and connected with the use, operation and equipment of vessels and to promote uniformity of laws and to adopt and pursue and educational program in relation thereto.” An appropriation of \$30,000 was made to administer this act. This original act required motorboats to be numbered and registered, life jackets to be worn by each person on board and boat, boat liveries to keep records and provide renters with required safety equipment, mufflers on motorboats, and it created a special boating

account for depositing fees, fines, and donations.

The State Park and Recreation Commission (Division of Parks and Recreation) was named as the organization responsible for administration and enforcement of the State Boating Act. At the same time, a five-member Boating Advisory Council was established. *The council membership was revised thorough the years to meet the needs of changing user groups.*

The Utah Division of Parks and Recreation is the agency authorized by the Utah Legislature to regulate and promote safety on Utah waterways, regulate and promote uniformity of laws, and to develop and administer and education program. The Boating Program is the program within Utah State Parks assigned this stewardship. This stewardship was established according to UCA 73-18-1.

The mission statement, developed by the Ad Hoc Committee guiding the Boating Program, declares the role of the Boating Program is:

“To sustain and enhance the quality of boating by providing the facilities, education, enforcement and the coordinated and balanced stewardship necessary to ensure enjoyable, safe, lawful and environmentally acceptable boating experience on Utah’s waterways, now and into the future.”³⁰

The strategic plan is intended to:

- Guide the Utah Division of Parks and Recreation Boating Program in its stewardship as the boating authority for the state of Utah.

³⁰ State of Utah: Strategic Boating Plan. April 2000.

- There is a steady increase in watercraft in Utah: boats and personal watercraft ownership increased from 8,169 in 1959, to 76,346 in 1998— an increase of about 835% from the 1959 levels. This linear trend has continued.
- At the same time the usable surface acreage of water for boating is not increasing significantly.
- This will drive the demand for reasonable water surface capacity limits to ensure a quality boating experience and reduce potentially hazardous over use and liability.
- Due to the increasing boat ownership, use, and conflict at boating areas, a need was identified to plan for the future of boating in Utah.
- The plan was designed to incorporate and preserve multiple uses on Utah’s waterways.
- More boaters, development of new water-based recreational activities, deteriorating and insufficient facilities, a need for increased education requirements, and many others empower effective planning and program management.
- Committee members aggregated over 30 major issues into ten distinct categories dealing with; public safety and education, boating facilities, management alternatives and boating capacity limits, agency cooperation, legislative issues, the use of personal watercraft, funding, environmental impacts, economic impacts, and appropriate spending of boating funds.

With the many agencies and entities providing boating opportunities throughout the state, there is a need to have unified direction and collaboration. The role of the

Utah Parks and Recreation Boating Program as the boating authority in the state creates a responsibility to take a proactive leadership role in addressing current and future issues, and establishing a *framework that allows all agencies involved with boating to work collaboratively and more efficiently to provide a quality boating experience now and into the future.*

Governor’s Olympic Legacy for Trails in Utah—2002-2005

A citizen’s Steering Committee initiated an eight-month public participation and planning process and partnership to determine a 1,000-day program to enhance motorized and non-motorized trails in Utah. Utah State University and the Institute for Outdoor Recreation and Tourism performed a statewide opinion survey to determine trail issues and needs by planning districts or regions of the state.³¹ The study revealed strong support and use levels of trails in Utah; e.g., trail use is very much a family affair in Utah; 4 of 5 trail users say they have benefited personally from trails; hiking is the most frequent trail activity (71%), OHV use is about 17%; PD 4 reported higher OHV use over non-motorized; and 80% of trail users agree there are economic benefits from trails.

The following are *the major objectives* identified by the Steering Committee and participants in eight regional trail planning meetings during the fall and winter of 2000:

³¹ A Statewide Telephone Survey of Utah Resident’s Attitudes Toward Recreational Trails. (IORT-PR2001-6), Burr, S.W., Blahna, D. J., Beiter, D.K., and Butkus, M.F., November 2001.

MAJOR OBJECTIVES FOR AN OLYMPIC LEGACY FOR TRAILS IN UTAH:

- Improve the quality of life in Utah by developing trails and urban pathways
- Encourage business growth and vitality by attracting highly competent professionals to the state
- Facilitate closer cooperation and collaboration with the Utah Department of Transportation and State Highway Commission in their highway planning and special enhancement programs
- Encourage local planners and developers to incorporate innovative open space and pathway designs into subdivisions and commercial developments
- Provide trails or urban pathways within 15 minutes of each home and workplace
- Support program objectives of *Envision Utah*, the *21st Century Cities Program*, the *Quality Growth Commission* objectives, *Community Impact Board* efforts, while implementing high priority trail development
- Improve economic benefits to rural communities that often host motorized and non-motorized trail recreation activity arising from trails, pathways and functional open space
- Collaborate with other state and federal agencies to implement trails and urban pathways, such as with the *Alliance for Cardiovascular Health, Community Fitness* and others to measure and assess physical and mental benefits
- Increase walkability of our communities, and improve the use and enjoyment of alternative transportation; i.e., walking, bicycling, skating, and equestrian
- Identify at least three priority trail projects in each planning region of the state that could be undertaken in the

subsequent 1,000 days: an Olympic legacy for the future

- Help local trail sponsors craft clean, well designed, and easy-to-maintain trails and trailheads for their grant applications. Poor projects should not be funded with limited grants
- Ensure and improve public access to public lands in Utah
- Improve statewide tourism and the health and fitness of our citizens
- Restore and improve public access to state and federal lands in urban and rural areas of Utah
- Enhance tourism and the local economy

These objectives should be used as guidelines for allocating planning and development project funds under a variety of state and federal grant programs

Olympic Legacy for Trails Steering Committee: Key Issues and Recommendations—2002

- Establish priorities for the Governor, pursuant to guiding values, in the event funding occurs
- Criteria should include urban and rural areas for motorized and non-motorized trails.
- Heritage projects of high value should be considered—protection and sustainable
- Require sponsor commitment to projects
- Assist communities having only limited planning and funding capability
- Priority trails included: *the Provo-Jordan River Parkway, Bonneville Shoreline Trail, Arapeen OHV Trail, Ogden-Weber River Trail, Washington County 3-Rivers project, Colorado River-Historic Spanish Trail system, Vernal Canal and Outlaw Trail (ATV) system, and important highway-trail crossings*
- Establish partnerships with public and private entities—no one entity can meet the growing demand; i.e., “incentivize” private development to encourage urban/rural paths
- Provide a website with a “tool box” of info for developing and maintaining trails, standards for construction, liability information.

SUMMARY OF STATEWIDE TRAIL SURVEY AND TRAILS STEERING COMMITTEE FINDINGS & PRIORITIES--2002

STEERING COMMITTEE PRIORITY ISSUES	USU Survey Findings:	Regional Priority:
1. Funding: More funding and new, sustainable sources of funds; simplify the grants process; incentives for private developers; funding for research	Strong support for use of additional funds: 86% for non-motorized; 48% for motorized; for tax increase: 51% of users favor; 33% non-users favor	High priority
2. Trail identification - Better services for trail users: Maps, trail signs; need for trail attribute database; provide agency sources for trail data; data base coordination with Utah AGRC (geog. reference)	Don't know where trails are: 4 % ; know of trail within 15 minutes of home: 86.1% of trail users know; 56 % of non-users know; average (mean use) is 6-12 times per year (trail users)	High priority
3. Open space and trail/pathway inclusion help community planning—secure access: Use of local ordinances to require or encourage trail development, riverway corridors; waterways (canals/ditches); community linkages via pathways; public land access; include trails in master plans and official maps; prevent trail and access closures	49.7% of trail users have used trails in the last 12 months; 50.3% of non-users have not used trails in past 12 months. Having quality trails is important to me? Trail users were 94.5%, non-users 65.9%; trails result in economic benefit, locally? Yes by 65% of trail users; 48.3% non-users	High priority
4. Provide a dynamic tool box: New ideas, new sources of data, model ordinances, websites, litigation rulings, video, journals, publications, grants, users, and associations interested or involved with trails and paths	*No relevant survey question asked While not a top priority, tool box and tech help was noted in all meetings	Medium Priority
5. Use influence: Use support of governor, congressional delegation, state legislature, the Attorney General's Office, and local legislative bodies to support trail-beneficial legislation, regulations, and budgets	86.2% of survey respondents are located in Wasatch Front, Mountainlands and Bear River AOG regions. 51.5% of the respondents were male; 48.5% female. 49.7% of population use trails in past year	Lesser Priority
6. Work more closely with UDOT: Work with UDOT to assist in recreation transportation solutions, trails, and pathway recommendations	Trails in my community allow me to be physically active and lead healthy lifestyle: 92.2% strongly agree	High Priority
7. Ensure connectivity and linkages: Develop linkages between trails and trail systems; ensure ADA accessibility; promote multi-state cooperation; ensure public access, easements and acquisition of corridors and access points, utilize negotiation and advanced land use planning procedures	Over 48.3% of non-users of trails agreed there are economic benefits from trails; 65% of trail users agree *no relevant survey question asked	Medium Priority
8. Enhance and protect values: Promote and enhance national, cultural, and heritage resources	90.2% of users strongly agreed historic trails are important; 77.4% non-users also agreed	Lesser Priority
9. Education: Ensure education of trail users, trail developers, construction and maintenance workers	*no relevant survey question asked	High Priority
10. Provide technical assistance for trail grants, planning; provide regional trail planning coordinators through AOGs; sponsor trail workshops	Support use of additional public funds for non-motorized funds: 89.7% on Wasatch Front; 68.8% in Southeast region	High Priority

The following table displays the name, approximate length, planning region, and priority trails for each planning region trail system. Data was analyzed from the seven regional trail meetings (2001). These are local or regional priorities from those areas of the state. Local trail advocates will initiate specific trail grant applications, technical assistance and special programs..

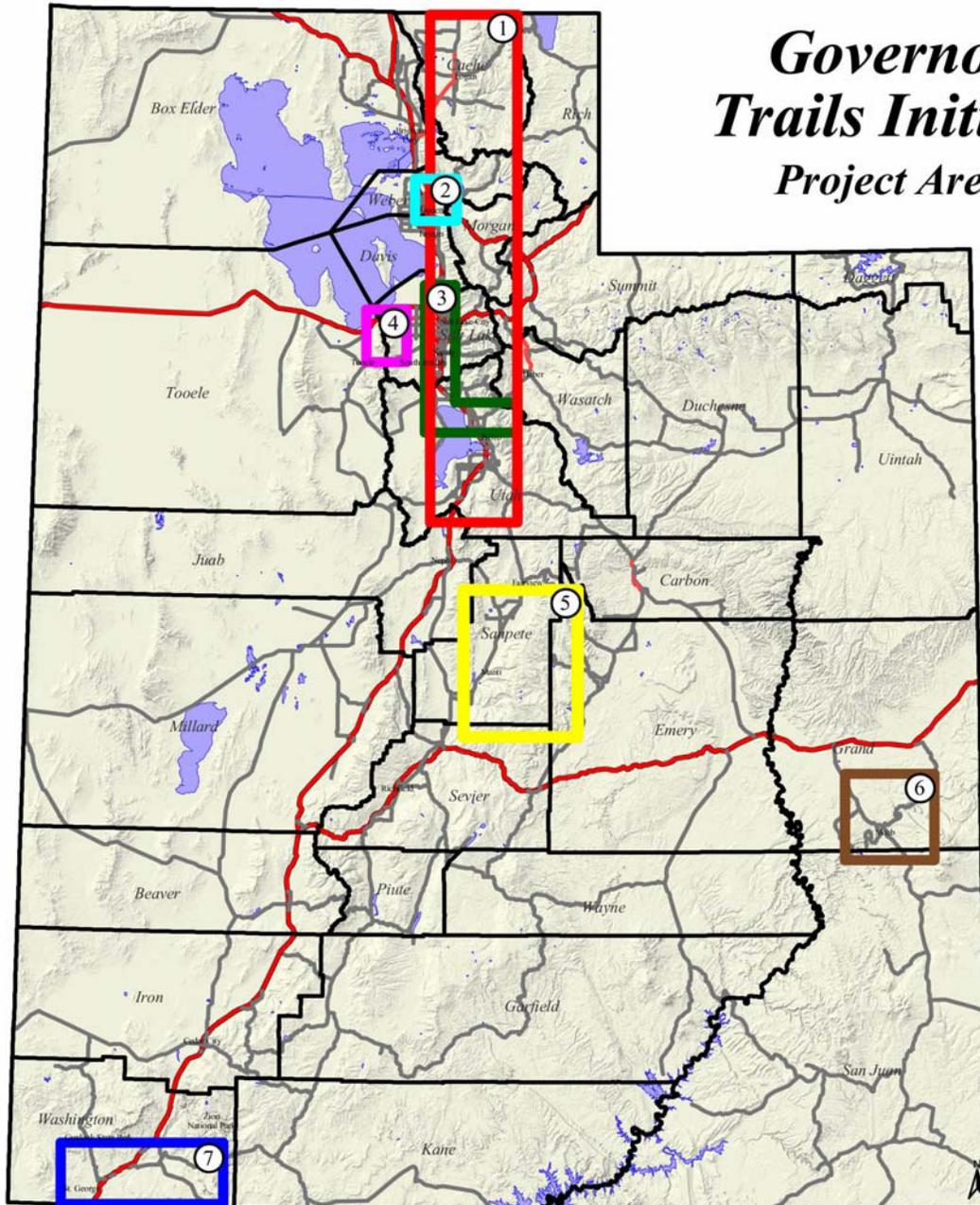
Trail System Name	Length in Miles	Use	Region
Bonneville Shoreline Trail	50	Non-Motorized	Bear River
Logan River (PD 1)	10	Non-Motorized	Bear River
Cold Water Canyon	4	Non-Motorized	Bear River
Provo Jordan River Parkway (PD 2)	40	Non-Motorized	Wasatch
Bonneville Shoreline Trail	113	Non-Motorized	Wasatch
Great Western Trail (GWT)	83	Multiple Use	Wasatch
Oakley Rail Trail (PD 3)	27	Non-Motorized	Mountainlands
GWT- Nun's Park to South Fork	5	Multiple Use	Mountainlands
Provo Jordan River Parkway	22	Non-Motorized	Mountainlands
Dry Fork Flume (PD 6)	19	Non-Motorized	Uintah
Outlaw Adventure ATV	46	Motorized ATV	Uintah
Vernal Canals	47	Non-Motorized	Uintah
Coffee Peak (PD 4)	10	Motorized ATV	Six County
Marysvale Canyon Rail Trail	13	Multiple Use	Six County
Monroe-Hunts Lake to Annabella	28	Multiple Use	Six County
Three Rivers (PD 5)	86	Non-Motorized	Five County
Red Canyon to Bryce	9	Non-Motorized	Five County
Hog Canyon OHV	18	Multiple Use	Five County
New Spanish Trail (PD 7)	25	Non-Motorized	Southeastern
Arapeen Community Connector	44	Motorized ATV	Southeastern
Price River Walkway	17	Non-Motorized	Southeastern
TOTAL MILES	≈715 miles	(62% non-Motorized)	7 regions

These 21 trail systems and segments represent less than 20% of many potential, desired and lesser priority Olympic Legacy trail projects cited in the seven regional meetings. *Some 62% are non-motorized; 38% are multiple use (include motorized trails).* Nearly all potential trails are subject to:

- Local and other governmental land use restrictions
- Private and governmental ownership and special use restrictions (wilderness, military)
- Pre-existing zoning and land use plans
- RS 2477 litigation and wilderness area studies
- Sensitive wildlife habitat, T&E species, special preserves, winter range, etc.
- Commercial and private land developments; utility restrictions
- Need for a database on “how to’s” of trail development and maintenance

Governor's Trails Initiative

Project Areas



- 1 Bonneville Shoreline Trail**
 - Sited on or near geographic ancient shoreline at 5150 feet above sea level – multi-seasonal use.
 - Bonneville bench selected as ideal trail alignment – 84 miles completed; over 320 mile proposed.
 - Ogden City/Mt. Ogden segment completed (6.4 miles); Ogden City/Lewis Peak segment completed (3.5 miles); total cost estimates for completion of all the Weber County phases approximately \$3.6 million.
 - Strong health, property value, economic and tourism benefits – highly scenic.
 - Immediate to the highly urbanized Wasatch Front – from Logan/Bingham City to Payson and beyond. Links 6 counties.
 - Good access to public lands.
- 2 Ogden Centennial Trail**
 - A 24 mile loop from the mouth of Ogden Canyon to the confluence with the Weber River; and up the Weber to the mouth of Weber Canyon and the Bonneville Shoreline alignment.
 - Trail receives heavy use; connects at least 3 park and museum areas; tunneling under Highway 84 proposed.
 - Has significant heritage, wildlife, and fishery amenities.
 - Ogden City has completed 13.5 miles of the Centennial Trail. The remaining 14.5 miles of trail will cost approximately \$2.2 million to complete.
 - Enjoys strong, well-organized local support: private and public, including elected officials.
- 3 Provo-Jordan River Parkway Trail**
 - 68% completed. Immediate to 16 densely urbanized communities – links 5 counties; > 140 miles, connects 5 State Parks.
 - Ranges from the Great Salt Lake to the High Uintahs – currently to Jordanelle State Park on the Provo River.
 - Connects northeast of Jordanelle to the 26 mile Union Pacific Rail Trail. The Union Pacific Rail Trail runs from Park City to Echo Dam along the Weber River.
 - Extremely popular and heavily used; significant health and property value benefits; protects wildlife habitat while minimizing potential flood damage.

Acknowledgments:

The Governor's Trail Initiative has been funded by a collaboration of Envision Utah, U.S. Forest Service, Bureau of Land Management, National Park Service – Rivers and Trails Program, Utah Department of Natural Resources, Division of Parks and Recreation, Utah University – Institute for Outdoor Recreation and Tourism, Governors Office of Planning and Budget, Utah Automated Geographic Reference Center (AGRC), Utah Recreation and Parks Association, and the Utah Department of Transportation – Bicycle Pedestrian Planning.

Map produced by Utah State Parks and Recreation and AGRC for planning purposes only.
 October 15, 2011

- 7 Three Rivers Trail System**
 - Major urban/rural trail system: Zion National Park to Gunlock State Park.
 - Major growth area – links over 11 communities; Approximately 86 miles of non-motorized trail.
 - Trail System Backbone – Virgin, Santa Clara Rivers; La Verkin, Ash Creek, North and East Forks of the Virgin River.
 - Excellent private development cooperation and collaboration – major health and economic benefits.
- 6 Colorado River/Moab Regional Trail System**
 - Three phase project: path from Moab to the Colorado River; trailhead at the Lions Club Park trail hub; and construction of a multi-use path and bike lanes easterly along Highway 128. Approximately 50 miles.
 - Strong local government and private support; "Trail Mix" - a Grand County Committee supporting trail development.
 - Associated with the Old Spanish Trail, Kokopelli Trail, and the American Discovery Trail.
 - Significantly improves tourism with major economic, health, safety, and recreation benefits.
 - Proposal has many partnering opportunities over 3 years; costs about \$750,000 – for approximately 4 miles
- 5 Arapeen OHV Trail System**
 - Provides economic opportunities to 12 rural Utah communities.
 - Designates over 370 miles of existing roads and trails for off highway vehicle use (OHV).
 - Protects sensitive forest lands.
 - Interconnects with other major OHV trail systems and provides an important link in a state wide recreational trail system.
 - Improves access to the highly scenic Manti-La Sal National Forest.
- 4 Oquirrh Crest/Bonneville Shoreline Trail**
 - Includes west Salt Lake Valley-Oquirrh Mountain Crest Trail – system under design by Sunset-Utah Kennecott Copper Corporation, and cities.
 - Trail will connect eastward about 4 miles to the Draper/Sandy equestrian trail system near the Provo-Jordan River Parkway then westerly through South Jordan and the proposed Sunset development to the Oquirrh Mountain crest.
 - Proposed Sunset Development trail system will spur westerly up to the forest/crest trail, approximately 6 miles from the sunset development. The trail system may eventually reach Tooele City.

Summary of Salient Findings From USU Survey and Shared With Regional AOG Meeting Participants:

- ▶ Trail use is very much a family affair in Utah
- ▶ 81% of all trail users would like to use trails more often
- ▶ 4 of 5 trail users recognize they benefit personally from trails; over half of non-users also feel they benefited
- ▶ The majority of trail users in Bear River and Wasatch Front support a tax increase if they directly benefit
- ▶ Over 86% of trail users are aware of trails within 15 minutes of work and home
- ▶ Hiking is the most frequently mentioned trail activity at 71%, and ATV/OHV users at 16.5%
- ▶ Motorized and multiple-use trails are emphasized in the Six County, Uintah Basin, and Southeast AOG districts
- ▶ Only the Six County region reported higher motorized participation than non-motorized (>50%)
- ▶ Over 80% of trail users agreed there are economic benefits from trails; 95% of trail users and 66% on non-users strongly agree “quality” trails are important to them - the highest percentage is along the Wasatch Front, with 96.2% emphasizing quality trail importance

PROPOSAL BY THE ALLIANCE FOR CARDIOVASCULAR HEALTH IN UTAH “..a critical need for increased physical activity by Utahns.”

1. Increase visibility and awareness of need for facilities and opportunities to participate in physical activities: walking, jogging, bicycling, etc. Heart disease is the number one cause of death in Utah.
2. Work with property owners and developers to help them understand the value of making our neighborhoods and communities pedestrian friendly, convenient, fun and safe.

3. Promote local Walkability Survey as part of a local campaign of awareness and action.
4. Assure that trail and bike people are on the Institute of Traffic Engineers.
5. Coordinate health surveillance and information systems that enable the Alliance to fulfill the core public health functions of assessment and assurance, and monitor indicators of cardiovascular health—especially as they relate to the value and function of outdoor recreational systems (trails, paths, walks, parks, wildlife interpretive facilities, cultural features, etc.)
6. There are troubling trends in physical inactivity and obesity among Utah’s children and adults; i.e., at least 50% of elementary age children, and 15% of high school age children are overweight. Only 27% of our adults get 30 minutes of physical activity on most days of the week. Walking and biking trips have decreased more than 40% among children in the last 30 years.
7. Provide Center for Disease Control grant funds for geo-referencing (GPS--satellite referencing) and accurately locating and mapping trails and paths in Utah, or other needed projects.
8. Improve the capacity within the community to affect and sustain policy changes in regards to improved conditions for pedestrians and bicyclists. Increase the percentage of cities with policy that directs construction of multiple-use trails in Utah from 27% in high growth cities to 47%.

The preceding documents the attitudes and desires of Utah citizens—trail users and non-trail users. *The use of trails and the desire for additional trails, especially in urban and rural developed areas, has increased over 30% since 1993.* There is now a special emphasis on the immediate health and recuperative benefits of trails and paths in direct association with housing and links to commercial and other outdoor recreation facilities. Many federal wildland trails are in need of restoration, relocation and improved public access. Trails linking to public lands are particularly important.

SOME MAJOR OUTDOOR RECREATION/SCORP ISSUES AND RESULTS— 2002

*By Steve Roberts, LWCF Grants
and Government Relations
Coordinator, Utah State Parks*

Program Issues for SCORP

Legislation

The function of legislative liaison and government relations is part of the mission of the Division Director's Office. One full-time employee is assigned as the Government Relations Coordinator and it is his responsibility to act as advocate for parks and recreation with all elected officials. He coordinates legislation affecting recreation and drafts bills for consideration of the legislature.

Each year the Government Relations Coordinator prepares a list of legislative issues that is reviewed by the Director and the Executive Staff. Selected priorities are then prepared and legislation is drafted with bill sponsors. Other bills that could be detrimental to the Division are monitored and opposing testimony given in committee meetings. The Government Relations Coordinator directs lobbying efforts for all legislation.

Since 1998, the following issues and bills were of significant importance to the Division:

- 1998 – HB 3 included and appropriation of \$1 million for the

- purpose of constructing restrooms at several parks statewide.
- 1998 – HB 336 created the Centennial Non-Motorized Paths and Trail Crossings Program and approved an appropriation of \$100,000 for matching grants.
- 1998 – SB 114 created This Is The Place Foundation and provided for the transfer of This Is The Place State Park operations to the Foundation. The property remains titled to the state of Utah and the Division subsidizes the operation by \$800,000 annually.
- 1998 SCR 2 – This Senate resolution encourages the President and Congress to create the San Rafael Swell National Heritage Conservation Area.
- 1999 – HB 35 increased the contribution to the Off Highway Vehicle fund from motor fuel taxes from \$600,000 to \$850,000 annually. This money provides for the construction of facilities, maintenance, law enforcement, and administration of the OHV program.
- 1999 – HB 108 created the Bonneville Shoreline Trail Program and appropriated \$200,000 for matching grants for trail development.
- 1999 – SB 14 created a non-resident user fee for snowmobiles. This money is used to open more areas for snowmobile grooming, primarily in the southern part of the state where the majority of participants are non-residents.
- 1999 – Note: This was the first year that the Division was requested by the Legislature to report on the planning process for closing existing parks. This intent language was

included each year through 2001. This set the stage for continuing discussion about closing parks for budget cutting purposes that was ultimately implemented in the 2002 Legislature.

- 2000 – HB 92 appropriated \$700,000 for the construction of a day lodge at the Soldier Hollow area of Wasatch Mountain State Park. The lodge was completed in less than a year and was an important addition to the park. This facility was used during the 2002 Olympic Winter Games and is an important part of the ongoing winter recreation activities at the park.
- 2000 – SB 22 would permit water and irrigation companies to deny voting rights to members who were state agencies. It further provided companies to charge higher fees to state agencies for water use. This bill was opposed by the Division and was tabled in the Senate Rules Committee. The bill would seriously increase costs of operating many of the state parks and recreation facilities that depend on water, such as golf courses and major campgrounds.
- 2000 – SB 103 provided an increase in the amount of revenue from a golf course green fee surcharge that would not lapse to the general fund at year-end. This money could then be used, over time, for improvements to the golf courses from which the money was generated. The bill further permitted golf courses to use this fund for the purchase of equipment. This bill greatly improved the operation and maintenance of our state-owned golf courses.

- 2000 – SB 212 would have exempted small watercraft from state registration requirements. The bill was tabled in the Senate Rules Committee after the Division testified that the bill would cost the state millions of dollars in federal boating assistance from the U.S. Coast Guard.
- 2001 – HB 1 appropriated \$5,741,000 for the construction of a new museum building for the Utah Field House of Natural History State Park Museum.
- 2001 – SB 1 appropriated \$10 million for the renovation of several state parks and recreation facilities. The governor subsequently reduced the amount by half due to budget cuts. However, the remaining \$5 million was used to renovate the most critical parks.
- 2001 – SB 65 approved a \$12 million bond for the construction of a 36-hole golf course at the Soldier Hollow area of Wasatch Mountain State Park. Design was completed and construction began in the summer of 2002.
- 2001 – HB 62 increased the amount of funding to be set aside annually for renovation of state owned facilities from .9% to 1.1% of the replacement cost of state facilities by the Division of Facilities Construction and Management. This bill also changed the statutory reference of “buildings” to “facilities.” This would include parks, campgrounds, etc., as eligible “facilities” for funding.
- 2001 – HB 141 would require boat operators to be tested and receive endorsement on the driver’s license in order to operate a boat on Utah

waters. The Division sponsored this legislation. The bill would also require the loss of the driver's license upon conviction of boating under the influence of alcohol and drugs. The bill passed the House but was tabled in the Senate Rules Committee.

- 2001 – SB 229 and 230 were similar to SB 22 from the previous year. Again, this bill failed after a strong lobby effort from the Department of Natural Resources and Division of Parks and Recreation to defeat it.
- 2002 – HB 1 reduced the General Fund participation to the Division budget for FY 2002 by \$409,500 and was carried forward as a reduction in the new base budget for FY 2003.
- 2002 – SB 1 and HB 3 further reduced the General Fund appropriation \$660,000 for *FY 2003*, and included intent language that the Division close parks equal to a savings of \$500,000 of the amount reduced. This began a year of divesting parks and other budget cuts by the Division of Parks and Recreation due to budget reductions. HB 3 also reduced the pass-through grant programs for trail and river development by \$700,000 of General Funds and replaced it with \$700,000 from Restricted Funds set aside from revenues from the sale of land to the federal government. However, this money will not be available for one to two years and the action will result in no matching grants for FY 2003.
- 2002 – HB 4 was the same as HB 141 in 2001. This bill was divided, by compromise, in the Senate. The revised bill passed, which includes the removal of the driver's license of any person convicted of boating

under the influence; however, the requirement for boat operator licensing was eliminated.

UTAH'S ECONOMIC AND FINANCIAL IMPACT FROM HOSTING THE 2002 OLYMPIC WINTER GAMES

Provided by the Governor's Office of Planning and Budget

Utah's Exposure to the World—What happened?

- 250,000 visitors came to Utah during the Winter Games
- 2.1 billion television viewers in 160 countries and territories totaled 13.1 billion viewer hours
- On average, each viewer watched over 6 hours of Olympic coverage
- The Division of Travel Development website hits in February 2002 were nearly 700,000 visitors: typical months see 220,000 hits

What jobs were created because of the games?

- 35,000 job years of employment were developed from 1996 to 2002 during the buildup—lasting one year
- \$1.5 billion in earnings to Utahns because of the Olympics

State government net revenue?

- \$56 million between 1996 and 2003. There was a net increase in sales tax, income tax, departmental fees and federal funds.

Local government net revenues?

- \$20.4 million from 1996 to 2003; local government revenues saw net increases in property tax, sales tax, fees, federal funds, and money from

SLOC to the Utah Olympic Public safety Command

What is the recreation legacy to the community from the Salt Lake Olympic Committee (SLOC)?

- \$41.9 million Olympic Sports Park bobsled/luge run, ski jump
- \$35.4 million for the Kearns Speedskating Oval
- \$3.8 million to build the Ogden Ice Sheet
- \$7.9 million rent paid for new student housing at the U of U
- \$76.5 million to set up a Legacy Fund to operate the Olympic Legacy facilities
- \$3.65 million for the Olympic Cauldron Park (phase 1)
- \$4.5 million for the Olympic Legacy



Snowmobiling on the Wasatch Mountain State Park trail complex—PD 3

Plaza

- \$4.0 million for additional projects at legacy sites
- 15 million trees were planted worldwide—100,000 in Utah
- More than \$2 million raised for the “9/11” Fund
- 330 units of low-income housing: 41 re-locatable housing units
- 138,000 school children attended the Olympics

The Legacy of Soldier Hollow, Wasatch Mountain State Park grows: Utah State Parks and its concessionaire are focusing on providing affordable recreational opportunities for youth, groups and families: truly a legacy for Utahns and visiting guests. The new tubing hill was opened December 14 to an eager crowd. Programs include Team Soldier Hollow—a junior program for cross-country skiers and biathletes. This should ensure future generations will be able to expand their interest in the sport and train at a first-rate facility.

LAND AND WATER CONSERVATION FUND PROJECTS



The “new” LWCF Logo designed by the National Park Service (NPS). The logo helps identify high quality LWCF projects that have received LWCF grants through the state of Utah, Division of Parks and Recreation, to other local governments, special districts and state agencies for outdoor recreation land acquisitions and recreation development. The LWCF program has been extremely successful, along with the NPS “Rivers, Trails and Conservation Assistance Program.” Recent LWCF projects are listed below:

PROJECT	YEAR	TYPE/SCOPE
Utah State Parks Soldier Hollow	2000	Picnic areas, campground, trails and support facilities
Mapleton Allen Sports Park	2000	Sports and playfields and support facilities
Iron County Wood Ranch	2000	Trails and support facilities
South Ogden Friendship Park	2000	Trails and support facilities
Sandy City Lone Peak Park	2000	Picnic areas, sports and playfields and support facilities
Annabella Town Park	2000	Sports and playfields and support facilities
West Point East Park	2000	Picnic areas, sports and playfields and support facilities
Hyde Park City Park	2001	Sports and playfields and support facilities
North Logan Elk Ridge Park	2001	Sports and playfields
Tremonton Triplex Ball Park	2001	Sports and playfields and support facilities

Cont.: PROJECTS	YEAR	TYPE/SCOPE
Brigham City John Adams Park	2001	Sports and playfields
Murray Willow Park	2001	Picnic areas, sports and playfields and support facilities
Lehi Sports Park	2001	Sports and playfields and support facilities
Parowan Ball Park	2001	Sports and playfields and support facilities
Roosevelt Old City Park	2001	Sports and playfields
Highland City Park	2002	Picnic areas, sports and playfields and support facilities
Draper Smithfields Park	2002	Picnic areas, sport and playfields and support facilities
Salt Lake County South Cottonwood Park	2002	Picnic areas and support facilities
Blanding Centennial Park	2002	Picnic areas, sports and playfields and support facilities
Santa Clara Black Rock Park	2002	Picnic areas and support facilities
Tropic Town Sports Park	2002	Sports and playfields and support facilities
Logan Ball Park	2002	Sports and playfields and support facilities
Clearfield/Jessie Barlow Park	2002	Picnic areas, sports and playfields and support facilities
Utah State Parks Utah Lake State Park	2002	Picnic areas, boating facilities and support facilities

Utah Wetlands

What is a wetland? Marshes, swamps and bogs have been terms used for centuries, but it has only been recently that the term “wetlands” has come into use to describe them. There is no single, ecologically sound definition for wetlands, primarily because of their great diversity, and because the reasons for defining wetlands vary so greatly. As a result, many definitions have come into use.

One acceptable definition for a wetland is land where saturation with water is the dominant factor determining the nature of soil development and the types of plant and animal communities living in the soil and on its surface.³² Wetlands are at least periodically saturated with or covered with water. They are lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. Three determining factors of wetlands are soils (which tend to be gray in color), hydrology (location of the water table) and vegetation.³³ Since colonial times, wetlands have been regarded as a hindrance to productivity use of the land. Thee very words, “swamp” and “bog” were negative terms associated with mosquitoes, malaria, alligators and snakes. Wetlands were considered wastelands to be drained and filled and thus made productive. The federal government even promoted destruction of wetlands with the Swamp

Land Acts of 1849, 1850 and 1866 which gave away federal lands in certain states on the condition that they be drained.

Protection of the nation’s wetlands is an issue that lately has come into the forefront of national environmental policy. This is for good reason, as over the years, losses of wetlands have been great. It is estimated that before the Europeans arrived, the U.S. contained 392 million acres of wetlands, of which 221 million acres existed in the lower 48 states.³⁴ Today, less than 95 million acres remain in the lower 48 states, which is less than 44% of the original.³⁵ On the average, the lower 48 states have lost over 60 acres of wetlands for every hour between the 1780s and the 1980s. Twenty-two states have lost 50% or more, and ten states have lost 70% or more of their original wetlands (California lost the highest percentage, 91%, whereas Florida lost the most acreage, 9.3 million acres).³⁶ Only three states (Alaska, Hawaii and New Hampshire) have lost less than 20% of their original wetlands. Losses were especially high during the period of the mid-1950s to the mid-1970s, when 9 million acres were lost, 87% of this to agricultural conservation. The 1970s was a period of high reservoir construction, which actually increased deepwater habitats across the nation from 71.3 to 72.9 million acres, with a corresponding decrease of wetland

³² Dahl, T.E. and E.E. Johnson. 1991. Status and Trends of Wetlands in the Conterminous United States, Mid 1970’s to Mid 1980’s. U.S. Department of the Interior, Fish and Wildlife Service, Washington, D.C. p. 17.

³³ Trott, K.L., U.S. Corps of Engineers. Salt Lake City, UT. Personal Communication, January 29, 1991.

³⁴ Dahl, T.E. 1990. wetlands Losses in the United States 1780’s to 1980’s. U. S. Department of the Interior, Fish and Wildlife Service, Washington, D.C. p. 1.

³⁵ National Wetlands Priority Conservation Plan. U.S. Department of the Interior, Fish and Wildlife Service, Washington, D.C. 1989 preface.

³⁶ Dahl, T.E. 1990, p.1.

habitat.³⁷ Construction of large reservoirs on rivers often results in the drying up of wetlands located downstream. Loss of wetlands nationwide continues, perhaps as high as 450,000 acres annually.³⁸ It is estimated that Utah contained 802,000 acres of wetlands in the 1870s, which was about 1.5% of the total surface area of the state. Approximately 58,000 acres (1%) remain, which shows a loss of 30%.³⁹ Most (83%) of Utah's wetlands are found in Box Elder, Weber, Davis, Salt Lake and Utah counties, the majority associated with the Great Salt Lake (comprising 75% of the state's wetlands with over 400,000 acres) and Utah Lake, with smaller amounts along the Jordan River.⁴⁰

State Programs

The State Wetlands Program was transferred to the Department of Natural Resources in September 2001. Previously the program was housed at the Governor's Office of Planning and Budget. Prior to the establishment of the State Wetland Coordinator position, a wetlands program was housed in the Division of Wildlife Resources. During this time many things have been accomplished. A State Wetland Conservation Strategy was developed by the resource agencies of the state. Many publications for public and private education have been developed including a Utah Wetland Workbook, or Utah Wetlands, documents concerning wetland conservation

³⁷ The Conservation Foundation, Conservation Foundation Letter, Washington, D.C., 1988, No. 5.

³⁸ National Wetlands Priority conservation Plan, 1998, preface.

³⁹ Westers Governors' Association Resolution 90-021, Consolidation and Clarification of the Federal Role in Wetlands Protection, Las Vegas, NVI, Nov. 22, 1991.

⁴⁰ Aldrich, Tom, Utah Division of Wildlife Resources. Salt Lake City, UT. Personal communication, May 26, 1992.

for landowners and local and county governments (GOPB, DWR and USU). A study of the feasibility of mitigation banking for Utah Department of Transportation projects was completed several years ago. At the local level, funding has been provided for developing Special Area Management Plans for West Valley City and Brigham City. Salt Lake County has been funded for a project monitoring wetlands hydrology in the Brighton Basin. For the past five years, the wetland coordinator and the Utah Assessment Team have been developing functional assessment models for Utah wetlands. Draft models have been developed for low elevation riparian wetlands, montane and sub-alpine wet meadows and Fens/ Great Salt Lake ecosystem nonsaline to highly saline wet meadows and Great Salt Lake ecosystem nonsaline to highly saline depressions. Work is beginning on the incorporation of wildlife assessments into these models. Macroinvertebrate assessment began two years ago and other wildlife assessments will begin this field season (in cooperation with Utah State University). The Division of Wildlife Resources has been developing and expanding a volunteer monitoring program for Utah wetlands. This is a brief look at a program that has been active for more than a decade.

The Division of Parks and Recreation is also involved in the protection and regulation of Utah's wetlands. Through its open public selection process, which assures public input to the planning process, acquisitions that include, establish or enhance wetlands are ranked highest. Parks and Recreation policy states that the division will:

- Promote the development of long-range, wetland ecosystem management plans

- Promote minimum instream flow regulations for all riverine systems to maintain the integrity of wetland ecosystems
- Give high priority to research efforts aimed at developing techniques for improving wildlife habitat in wetland ecosystems
- Retain, acquire or lease wetlands to maintain, restore and protect critical wildlife habitat
- Promote the development of standards and specifications for habitat improvement projects in wetlands ecosystems
- Division peace officers will enforce all state laws which regulate the use of wetland ecosystems and with the assistance of Division personnel, will alert Fish and Wildlife Service and the Army Corps of Engineers of any suspected violations of federal laws regarding wetland protection
- Promote public understanding and support of wetland habitat management principles
- Protect wetlands or make them a central feature in LWCF matching grant projects; i.e., with interpretation, peripheral trails, encourage wildlife into the area
- Wetlands may be used to replace outdoor recreation facilities that have necessarily been converted (6f) for other uses: preferably as a feature in an active recreation area.

- Wetlands and natural areas should be available for public outdoor recreation uses subject to careful analysis to ensure sustainability and efficacy of the area. Some reasonable level of public use should be designed and provided.

Wetlands on the Jordan River Parkway protect and enhance for wildlife, water quality and as a visual amenity—PD 2, North Salt Lake near OHV training area; photo courtesy of Jamie Dalton—natural areas and heavy use areas coexist and compliment each other



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Appendices

Statewide Recreation Needs Inventory, 2001-2002

The State of Utah is currently developing a statewide comprehensive outdoor recreation plan that is required to allocate federal Land and Water Conservation Funds for matching grants to state and local agencies. In order to determine recreation needs throughout the state, we are seeking input from community and agency recreation entities as an integral part of this plan. Consequently, your responses are critical. Please answer the following questions as outlined below. After you complete this survey, please return it in the enclosed postage-paid envelope.

1. What types of outdoor recreation facilities and/or programs do you currently provide in your community (please list in space provided below)?
2. What types of recreation facilities/facilities renovations (if any) are most needed in your community? Please list your top 3 new facility needs and your top 3 existing facility renovation needs in order of priority.
3. Of the New facility/facility renovation needs listed above, which is the top priority and what is its estimated cost?
4. Will you need to acquire additional land parcels to complete needed facility development?

5. Do the needs you listed above represent community feedback from a public-oriented planning process sponsored by your agency (e.g., information generated from surveys, focus groups, public meetings or other public input)?
6. Does your community or agency have a program or policy to acquire properties or easements for preservation of open space?

Thank you for participating in this survey. Your input will help in the development of funding and infrastructure for recreational needs throughout the state.

Responses by question:

1. What types of outdoor recreation facilities and/or programs do you currently provide in your community?

Facilities:

Baseball Fields - 89
Parks - 84
Playground - 59
Tennis Courts - 48
Soccer field - 40
Basketball - 39
Softball - 38
Multi-use Trails - 35
Pavilion - 28
Volleyball court - 27
Swimming Pool - 26
Picnic Area - 22
Rodeo Arena - 19
Bowery - 18
Golf Course - 16

Horseshoes - 12
 Restroom facilities - 10
 Football - 8
 Skate park - 8
 Fishing - 8
 Open Space - 7
 Equestrian Center - 6
 Amphitheater/bandstand - 6
 Ice Skating rink - 6
 BBQ Pits - 5
 Campgrounds - 5
 None - 5
 Boat docks/marina - 3
 T-ball - 3
 Recreation fields - 3
 Recreation center - 3
 Shooting Range - 2
 Children's Play Area - 2
 ATV trails - 2
 Zoo exhibits - 2
 Senior center - 2
 Fairgrounds - 2
 Rugby fields - 2
 Concession stand - 2
 Nature/Interpretive Center - 2
 Historic Park - 1
 Natural Park - 1
 Sand box - 1
 Trail maintenance - 1
 Trail Master Plan - 1
 Horse Race Track - 1
 Dance Floor - 1
 Bowling center - 1
 BMX Track - 1
 Stock show barn - 1
 Motocross track - 1
 Creek preservation initiative - 1
 Little League Park - 1
 Track - 1
 Sports park - 1
 Weight room - 1
 Sports fields - 1
 Community center - 1
 Dance floor - 1
 Building with kitchen - 1

City Boardwalk - 1
 Scoreboards - 1
 Reservoirs - 1
 Historical Building - 1
 Technology center - 1
 Trailheads - 1
 Little league ball field - 1
 Tot lot - 1
 Dog park (off-leash) - 1
 Multi-purpose recreation site - 1
 Racket ball - 1
 Roller hockey rink - 1
 Horse stalls - 1

Programs:

Soccer - 32
 Baseball - 26
 Softball - 23
 Basketball - 17
 Little League - 17
 Football - 16
 T-Ball - 10
 Swimming - 9
 Tennis - 8
 Volleyball - 6
 Flag football - 4
 Summer concert series - 3
 Horseback riding - 3
 Track - 3
 Adventure Recreation - 2
 4th of July celebration/parade - 2
 Skateboarding - 2
 Hiking - 2
 Sports - 2
 Summer recreation programs for youth - 2
 Various recreation programs - 2
 Rugby - 2
 Children's museum fundraiser - 1
 Cheerleading - 1
 Peach Days - 1
 Contract with AF for recreation programs - 1
 Youth Council - 1
 Easter egg hunt - 1
 10K run - 1

Half Marathon - 1
 Concerts - 1
 Marathon - 1
 Wrestling - 1
 Aquatics - 1
 Special Events Classes - 1
 Cultural arts - 1
 Outdoor recreation - 1
 Adaptive recreation - 1
 Day camps - 1
 Biking - 1
 Community Projects (Take Pride in Utah)- 1
 Eagle scout projects - 1
 Tree Utah - 1
 Adopt-a-sport programs - 1
 Raspberry days festival - 1
 Fun run - 1
 Rodeo/equestrian - 1
 Golf - 1
 Youth & adult recreation programs - 1
 Art and music programs - 1
 After school programs - 1
 Urban fishing program - 1
 Huck Finn Day - 1
 Olympics in the park - 1
 Spanish Fork gun club - 1
 Youth Activities in Zion (YAZ) summer - 1
 Golf - 1
 Arts and crafts - 1
 Holiday games and programs - 1
 Equine activities - 1
 Aerobics - 1
 Visitor services and information - 1
 Park programs - 1
 Camping - 1
 Cross country skiing – 1

2. What types of recreation facilities/facilities renovations (if any) are most needed in your community?

New Facility Needs

Soccer Fields 1-7/2-9/3-2
 Playground equipment 1-8/2-5/3-5
 Lambert Park trails and parking 1-0/2-0/3-1
 Public restrooms 1-10/2-2/3-4
 New trail/path development 1-15/2-17/3-19

New picnic area 1-0/2-0/3-3
 Community Center 1-6/2-2/3-0
 Trees and fence for park 1-0/2-0/3-1
 Swimming pool 1-10/2-7/3-7
 Fairgrounds/rodeo arena 1-0/2-1/3-0
 Ice Skating arena 1-2/2-1/3-2
 Ball Fields 1-12/2-15/3-7
 Skate Park 1-7/2-6/3-8
 Picnic Pavilion 1-4/2-5/3-2
 Walking paths, horseshoe pits 1-0/2-1/3-0
 Recreation Center 1-15/2-8/3-5
 Nature Park 1-1/2-5/3-0
 Events pavilion and trail head 1-1/2-0/3-0
 New Park 1-20/2-11/3-7
 Volleyball 1-1/2-3/3-3
 Concession stand 1-0/2-1/3-0
 Golf Course 1-0/2-0/3-3
 New Mini Park 1-0/2-0/3-1
 Tennis court 1-0/2-4/3-5
 Arts Center 1-0/2-1/3-1
 Senior Citizen Center 1-0/2-0/3-1
 New Maintenance Shop 1-1/2-0/3-0
 Stock show barn/multi-purpose building 1-1/2-0/3-0
 Covered horse stalls 1-0/2-1/3-0
 BBQ area 1-0/2-0/3-1
 Water park 1-0/2-1/3-0
 Sports field 1-2/2-0/3-1
 Children's treehouse museum and outdoor landscaping 1-1/2-0/3-0
 Big Cottonwood Creek nature preserves initiative 1-0/2-1/3-0
 Complete/expand existing park 1-3/2-3/3-0
 Basketball Courts 1-2/2-2/3-2
 Racquetball courts 1-1/2-0/3-0
 Riding/rodeo arena 1-0/2-0/3-0
 Walking Track 1-0/2-1/3-0
 Lights for Ball Park 1-0/2-2/3-1
 Cover for swimming pool 1-1/2-0/3-0
 Additional golf holes 1-0/2-2/3-0
 Clubhouse for golf course 1-1/2-0/3-1
 Gyms 1-2/2-1/3-0
 Picnic tables 1-0/2-1/3-1
 Signs 1-0/2-0/3-1
 Automatic sprinkling system 1-1/2-1/3-1
 Bowery 1-2/2-0/3-0

Additional grounds for recreation 1-0/2-1/3-0
 Pond/wetland preservation 1-0/2-0/3-2
 Bandstand 1-1/2-0/3-0
 Softball/little league complex 1-0/2-2/3-1
 Additional land for recreation 1-1/2-0/3-0
 Aquatic Center 1-0/2-1/3-0
 Family fitness center 1-1/2-0/3-0
 Historical park 1-0/2-1/3-0
 Motocross/ATV track 1-0/2-0/3-2
 Soccer/football fields 1-0/2-1/3-0
 Teatherball 1-0/2-0/3-1
 Youth facility 1-1/2-0/3-0
 Sports complex 1-3/2-0/3-1
 Bowery and volleyball court 1-1/2-0/3-0
 Parking lot 1-1/2-1/3-0
 Expanded police department 1-1/2-0/3-0
 Public safety building 1-0/2-0/3-1
 Lighting for ball fields 1-1/2-0/3-0
 Sports equipment 1-0/2-0/3-1
 Sand for park 1-0/2-0/3-1
 Cover for west side of pavilion 1-1/2-0/3-0
 Marina 1-1/2-0/3-0
 Baseball backstop 1-1/2-0/3-0
 Soccer equipment 1-0/2-1/3-0
 Tennis Equipment 1-0/2-0/3-1
 Football Stadium 1-0/2-1/3-2
 Softball field 1-0/2-1/3-0
 Equipment for tot lots 1-0/2-1/3-0
 Park/rodeo grounds 1-1/2-0/3-0
 Development of power corridors 1-0/2-1/3-0
 Baseball/soccer fields 1-2/2-0/3-0
 Basketball/tennis courts 1-0/2-0/3-1
 Water needs for park 1-0/2-1/3-0
 Baseball/softball complex 1-3/2-0/3-1
 Physical fitness area 1-0/2-0/3-1
 BMX track 1-0/2-0/3-1
 Three peaks recreational area 1-1/2-0/3-0
 Visitor center 1-1/2-0/3-0
 Indoor arena 1-0/2-0/3-1
 Trees 1-0/2-0/3-1
 Equipment storage building 1-0/2-1/3-0

Facility Renovation Needs:

Rodeo Grounds 1-6/2-3/3-2

Playground equipment 1-10/2-7/3-3
 Sport Court (tennis and basketball) 1-3/2-1/3-0
 Fences 1-2/2-3/3-2
 Tree removal 1-0/2-1/3-0
 Sprinkler system 1-9/2-3/3-2
 Park improvements 1-15/2-11/3-6
 Softball/baseball complex improvements 1-7/2-3/3-1
 Improve existing trails 1-4/2-8/3-5
 Lighting 1-2/2-3/3-2
 Landscaping/Xeriscape at parks 1-2/2-2/3-1
 Swimming pool improvements 1-5/2-2/3-3
 Parking lot improvements 1-2/2-1/3-1
 Tree planting 1-0/2-1/3-1
 Remodeling of maintenance building 1-1/2-0/3-0
 Ball field improvements 1-15/2-5/3-7
 Recreation center improvements 1-3/2-0/3-1
 Stock show barn improvements 1-0/2-1/3-0
 Restroom improvements 1-11/2-4/3-2
 Legion Hall renovation for recreation 1-1/2-0/3-0
 Concession stand improvements 1-2/2-0/3-2
 City hall 1-2/2-1/3-0
 Police building 1-0/2-1/3-0
 Tennis court 1-10/2-6/3-4
 Justice court system 1-1/2-0/3-0
 Basketball court 1-1/2-2/3-1
 Develop historic road into hiking trail 1-0/2-0/3-1
 Replace ice-skating building 1-0/2-0/3-1
 Pavilion and meeting room 1-5/2-5/3-1
 Completion of sports complex 1-1/2-0/3-0
 Clubhouse for golf course 1-0/2-1/3-0
 Gym improvements 1-0/2-1/3-0
 Scoreboards 1-0/2-0/3-1
 Replace picnic tables 1-2/2-0/3-0
 Replace fire circle 1-0/2-1/3-0
 Replace BBQ grill 1-0/2-0/3-1
 Golf course improvements 1-0/2-1/3-0
 Soccer field improvements 1-1/2-1/3-1
 Volleyball court improvements 1-0/2-0/3-2
 City hall converted to bowery 1-1/2-0/3-0
 Bowery improvements 1-4/2-3/3-1

Sports fields 1-2/2-0/3-1
 Grandstand improvements 1-0/2-1/3-0
 Senior center 1-1/2-0/3-0
 Community center improvement 1-3/2-4/3-1
 Racquet Club 1-0/2-1/3-0
 Renovate concession 1-0/2-0/3-1
 Parks and recreation building 1-1/2-1/3-0
 Parks and recreation storage 1-0/2-1/3-0
 Rain gutters 1-0/2-0/3-1
 Cemetery improvements 1-0/2-0/3-1
 Sound system 1-0/2-1/3-0
 Amphitheater 1-0/2-1/3-0
 Building renovation 1-0/2-2/3-0
 Park facility improvements 1-1/2-1/3-0
 Shooting range 1-0/2-1/3-0
 Pony field/scorer tower 1-1/2-0/3-0
 Spanish Fork gun club 1-1/2-0/3-0
 SAFETY surface for playground 1-1/2-0/3-0
 Announcer's booth renovations 1-1/2-0/3-1
 City center 1-1/2-0/3-0
 Land for wetland preservation 1-0/2-1/3-0
 Tot lots 1-0/2-0/3-1
 Ice skating building 1-0/2-0/3-1
 Park facilities 1-0/2-1/3-0
 Signs and trail designations 1-1/2-1/3-0
 Construct additional exhibit buildings 1-0/2-0/3-1

3. Of the new facility/facility renovation needs listed above, which is the top priority and what is its estimated cost?

Smooth Canyon Soccer Complex - \$1,100,000
 Public Restrooms - \$80,000/\$8,000/\$12,000/\$50,000/\$40,000/\$30,000/\$45,000/\$50,000/\$20,000
 Baseball dugouts, fencing, backstops, and bleachers - \$23,000
 Community center and restrooms - \$100,000
 Swimming pool - \$500,000/\$75,000/\$750,000/\$2,350,000/\$2,000,000
 New slide - \$?
 Ball Fields - \$150,000/\$90,000/\$45,000/\$750,000/\$680,000/\$?/\$250,000

Pavilion - \$35,000/\$60,000/\$30,000
 Recreation center, swimming pool, and ice arena - \$8-13,000,000
 Events pavilion and trail head - \$450,000
 Softball complex, lights, bleachers, dugouts, and score tower - \$300,000
 Recreation Center - \$4,000,000/\$10,000,000/\$1,000,000/\$80-\$100,000/\$90,000/\$2,000,000/\$7,000,000/\$6,000,000/\$2,000,000/15,000,000/\$2,000,000/\$800-1,200,000
 Swimming pool - \$2,500,000
 New park - \$30,000/\$30,000/\$210,000/\$700,000/\$?/\$1,400,000/\$2,500,000/\$200,000/\$15-20,000/\$?/\$600,000
 Lighting - \$200/\$80,000
 Community Center - \$10,000,000/\$1,500,000/\$5,000,000/16,500,000
 Trail/bike lanes - \$1,000,000
 Playground Equipment - \$20,000/\$20,000/\$20,000/\$60,000/\$20,000/\$8,000/\$40,000/\$10,000/\$30,000/\$?
 Regional park and community center - \$9,100,000
 Skating Rink - \$25,000
 Pedestrian trails - \$100,000
 Recreation center, city office, and senior center - \$?
 Stock show barn/multi-purpose building - \$300,000
 New building for restrooms, concessions, and storage - \$35,000
 Legion Hall - \$50,000
 New restrooms and enlarge park - \$100,000
 Culture Hall/Community center - \$500,000
 Park with walking and jogging trails - \$1,000,000
 Park improvements - \$750,000/\$150,000
 Children's tree house museum and landscaping - \$1,500,000 and \$750,000
 Complete existing park - \$15,000
 Skateboard and rollerblade park - \$?/\$200,000/\$250,000/\$400,000
 Soccer/football fields \$350,000

Soccer and baseball fields - \$60,000
 Racquetball courts - \$85,000
 Cook shack at park - \$20,000
 Baseball complex -
 \$800,000/\$100,000/\$800,000
 Multi-sport complex - \$10,000
 Walking Track \$20,000
 ?(#125)/(#227) - \$150,000/\$40,000
 Cover for swimming pool - \$?
 New gyms - \$?
 Developing additional facilities - \$95,000
 Replace picnic tables - \$4,000
 Shelter replacement - \$175,000
 Bowery - \$15,000
 Bandstand - \$5,000
 Year round shelters - \$130,000
 Softball diamonds - \$1,000,000
 Sprinkling system - \$120,000
 40 acre parcel of BLM land - \$20,000-
 \$25,000
 Soccer field/complex -
 \$10,000/\$100,000/\$1,500,000/\$250,000
 Old city hall converted to a bowery -
 \$200,000
 Renovating existing sports fields - \$5,000
 Tennis court renovation - \$12,000/\$10,000
 Family fitness center - \$12,000,000
 Leisure Pool - \$800,000
 Community Gym - \$1,000,000
 Softball backstop - \$5,000
 Youth Facility - \$100,000
 Re-surfacing tennis and basketball courts -
 \$75,000,000
 Bowery, restrooms, and sand volleyball -
 \$18-20,000
 Enlarge bowery, picnic tables - \$30-35,000
 Undetermined at this time - \$unknown
 Recreation hall improvements - \$5,000
 Parkland excavation and preparation, fence -
 \$20,000
 Cap landfill and build park - \$2,000,000
 New parking lot - \$60-80,000
 New bleachers for rodeo arena - \$100,000
 Sports complex -
 \$150,000/\$6,500,000/\$290,000

Cover for west side of pavilion - \$?
 New City park/tennis courts - \$40,000
 Trails -
 \$250,000/\$200,000/\$220,000/\$100,000/\$30
 0,000
 Parks with baseball fields and lights -
 \$559,967
 Town marina and land acquisition for
 marina expansion - \$1,500,000
 Baseball backstop - \$?
 Jordan River parkway improvements -
 \$250,000
 Spring Creek riparian and nature trail area -
 \$250,000
 Basketball court - \$50,000
 Nature Park - \$?
 Baseball/soccer field - \$1,200
 City center - \$1-2,000,000
 50 acres softball - \$500,000
 Golf course - \$2,000,000
 Community ball complex - \$200,000
 Three peaks recreational area - \$100,000
 Northwest Center and outdoor facilities - \$3-
 4,000,000
 Visitor center - \$3-500,000
 Widening Provo Canyon parkway -
 \$400,000
 Walking and equestrian trails - \$?
 Paving parking lot - \$100,000
 Community center addition - \$250,000

4. Will you need to acquire additional land parcels to complete needed facility development?

Yes (Please specify amount/acreage)

5 to 10 acres
 About half an acre
 Recreation Center development 8-10 acres
 5 acres
 8 – 10 acres
 Only trail easement in some areas, parkway
 corridor on others – 100 + acres
 Approximately 2 acres
 2 acre

33 acres or 17 acres for a nature park with 7 acres of wetlands

20 acres

4-6 acres

15 acres

1 acre

5 acres

Under federal statute, 40 acres of BLM land

West of town is available to town if we can prepare an acceptable 5 year development plan. Funding is a major problem for our community with a population of 190 and no commercial development.

1 ¼ acre

25 acres

May be able to use some land we already own if feasible

5 acres

10 parcels, about 150-200 acres

Yes

Minimum 5 acres

10-20 acres

75-100 acres

13+ acres

Unknown

75+ acres

The total amount is not known

??

?

20 acres

10-15 acres

2 park sites, a total of 26 acres

12 acres

10 acres

Yes for second priority, 2 wetlands and flood plan, not for city center

50 acres for softball/25 acres for rodeo

40

For trails only – acreage would depend upon the length of trails

No

113

Don't know/not sure

18

5. Do the needs you listed above represent community feedback from a public-oriented planning process sponsored by your agency (e.g., information generated from surveys, focus groups, public meetings or other public input)?

Yes

126

No

33

Don't know/not sure

10

6. Does your community or agency have a program or policy to acquire properties or easements for preservation of open space?

Yes

76

No

68

Don't know/not sure

25

***Data recorded by Jamie Dalton, Research Analyst, Utah Division of Parks and Recreation. Survey administered by Roseanne Bahr, Parks Planner, 3/2002**

COST ESTIMATES

The tables below are an approximation of potential costs for “needed” outdoor and some associated in-door recreation facilities in Utah.

Recreation Centers are estimated to be the most expensive, except in PD 6—Uintah Basin. Planning Districts 1 and 5 list “park improvements” as the most common top priority need: costs being much lower than those for centers and swimming pools.

There are regional variance; e.g. PD 5 swimming pools, golf courses, soccer fields and new parks are top priorities. In PD 1, ball fields, diamonds, and rodeo grounds are important.

Unique demands such as a Children’s Museum and marina expansion along with a heavy emphasis on Recreation Centers are indicated within the predominantly urban Wasatch Front (PD 2) and Mountainlands (PD 3) Planning Districts.

- Of the 265 governmental entities in Utah, 64% responded to the survey, or about 170 governmental units.
- On average, top priority needs were estimated to cost approximately \$1.1 million per respondent.
- There are sharp differences between average top priority costs between urban and rural respondents: average project costs for top priority urban needs were about \$2.4 million, while average costs for rural respondents were about \$320,000 per project.

On a per/capita basis, top priority needs are almost twice as costly in urban areas. Average estimated costs of the top recreation need in urban areas were approximately \$100 per person, while the same costs in rural areas were approximately \$57 per person.

In terms of “supply,” town or city parks are the most common recreational infrastructure items.

- Approximately two-thirds of municipalities or counties responding indicated they had at least one town or city park available for public use
- This was followed closely by ball fields (baseball and softball fields)
- About 63% indicated they had at least one baseball or softball field.

Ball field complex in Tremonton, Utah—PD 1: a high priority need in many areas of Utah: photo courtesy of Steve Roberts, LWCF Grant Program, Utah State Parks



ESTIMATED PRO-RATED COSTS FOR NEEDED OUTDOOR RECREATION FACILITIES: BY PLANNING DISTRICT AND FACILITY NEED: 2002 (J. Dalton)

Planning District	Top Priorities	Estimated Cost	Total	District Pop'n	Cost/ Capita
Bear River PD 1	Recreation Centers, New Baseball/Softball Fields, New and Upgrades New Parks Trail Systems Soccer/Sports Fields Park Improvements Outdoor Sports Complex Recreation Center Improvements Playground Equipment (New)	\$2,000,000 \$1,905,000 \$700,000 \$470,000 \$415,000 \$389,000 \$290,000 \$200,000 \$8,000	\$6,377,000	131,007	\$49
Five County PD 5	Recreation Centers, New Swimming Pools, New Golf Course, New Soccer/Sports Fields Park Improvements Trail Systems Baseball/Softball Fields, New and Upgrades ATV Park Racquetball Courts Playground Equipment (New) Basketball Court, New Land Acquisition Tennis Court Improvements	\$4,605,000 \$3,100,000 \$2,000,000 \$1,850,000 \$761,000 \$600,000 \$491,200 \$100,000 \$85,000 \$70,000 \$50,000 \$25,000 \$10,000	\$13,747,200	129,297	\$106
Mountainland PD 3	Recreation Centers, New New Parks Swimming Pool, New Marina Expansion Soccer/Sports Fields Park Improvements Baseball/Softball Fields, New and Upgrades Trail Systems Improvement Trail Systems Recreation Center Improvements Rodeo Grounds Improvements	\$31,500,000 \$10,659,967 \$5,300,000 \$1,500,000 \$1,100,000 \$1,085,000 \$800,000 \$400,000 \$100,000 \$50,000 \$40,000	\$52,534,967	393,306	\$134

Table 1 (Continued)

Planning District	Top Priorities	Estimated Cost	Total	District Pop'n	Cost/ Capita
Six County PD 4	Recreation Centers, New Recreation Center Improvements Park Improvements Baseball/Softball Fields, New and Upgrades Rodeo Grounds Improvements Playground Equipment (New) New Parks Walking Track Tennis Court, New Skateboard Park	\$3,500,000 \$340,000 \$206,200 \$203,000 \$100,000 \$80,000 \$40,000 \$20,000 \$12,000 \$10,000	\$4,511,200	64,553	\$70
Southeastern PD 7	Recreation Center, New Visitor Center Rodeo Grounds Improvements Baseball/Softball Fields, New and Upgrades Park Improvements Tennis & Basketball Court Resurface Playground Equipment (New) New Park Skating Rink	\$1,000,000 \$500,000 \$300,000 \$250,000 \$150,000 \$75,000 \$30,000 \$30,000 \$25,000	\$2,360,000	54,905	\$43
Uintah Basin PD 6	Swimming Pool, New Park Improvements Skateboard Park Playground Equipment (New)	\$575,000 \$320,000 \$250,000 \$20,000	\$1,165,000	40,147	\$29
Wasatch Front PD 2	Recreation Centers, New New Parks Baseball/Softball Fields, New and Upgrades Children's Museum Park Improvements Skateboard Parks Trail Systems Fairgrounds Improvements	\$74,150,000 \$5,327,500 \$2,295,000 \$2,250,000 \$1,685,000 \$600,000 \$500,000 \$40,000	\$86,847,500	1,307,838	\$66

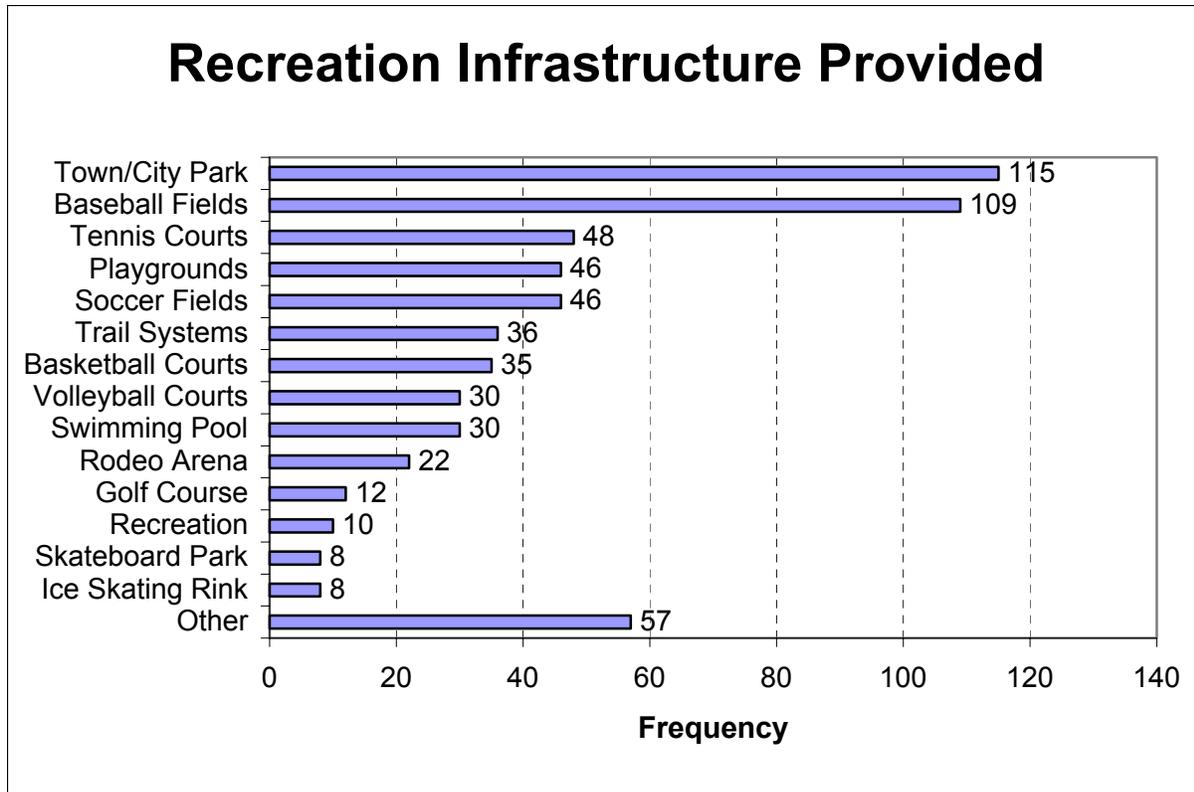
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SCORP 2003

Statewide Recreation Needs Inventory Survey 2002 Report Summary

- H: This summary presents only a portion of the results from the Statewide Recreation Needs Inventory Survey. It is necessary to read the complete report to properly use and understand the process and limitations of the survey.
- H: This report describes the results of a survey conducted as part of the Division’s State Comprehensive Outdoor Recreation Plan (SCORP) update effort. The survey was developed to determine recreation needs throughout the state. It also provides an overview of the types of recreation infrastructure and programs supplied within the state. The survey was administered to the 236 municipalities and all of Utah’s 29 counties listed in the Utah League of Cities and Towns database. One hundred and seventy of these entities responded to the survey resulting in a 64 percent response rate. Results appear to be fairly representative of the overall state population.
- H: Town or city parks are the most common recreational infrastructure items “supplied”: approximately two-thirds of the municipalities or counties responding indicated they had at least one town or city park available for public use. This was followed closely by baseball/softball fields – about 63 percent indicated they had at least one baseball/softball field.
- H: Athletic leagues were the most common recreational program offered. Of the 74 respondents who indicated at least one type of recreational program offered by their respective recreation authority, 49 (about 66 percent) said they administer athletic leagues (e.g., youth “little league” programs, adult leagues, etc.).
- H: Overall, park improvements – pavilions, restroom addition/remodel, landscaping – are the top recreational infrastructure needs. However, top priority needs diverge when viewed from an Urban/Rural perspective. While park improvements were the top priority among rural respondents, urban entities listed new recreation centers (e.g., a combined indoor swimming pool, basketball/racquetball courts, fitness rooms, etc.) as the top priority.
- H: On average, top priority needs were estimated to cost approximately \$1.1 million per respondent. There are sharp differences between average top priority costs between urban and rural respondents: average project costs for top priority urban needs were about \$2.4 million while average costs for rural respondents were about \$320,000 per project.
- H: On a per/capita basis, top priority needs are almost twice as costly in urban areas. Average estimated costs of the top recreational need in urban areas were approximately \$100 per person while the same costs in rural areas were approximately \$57 per person.

Recreation Facilities Provided

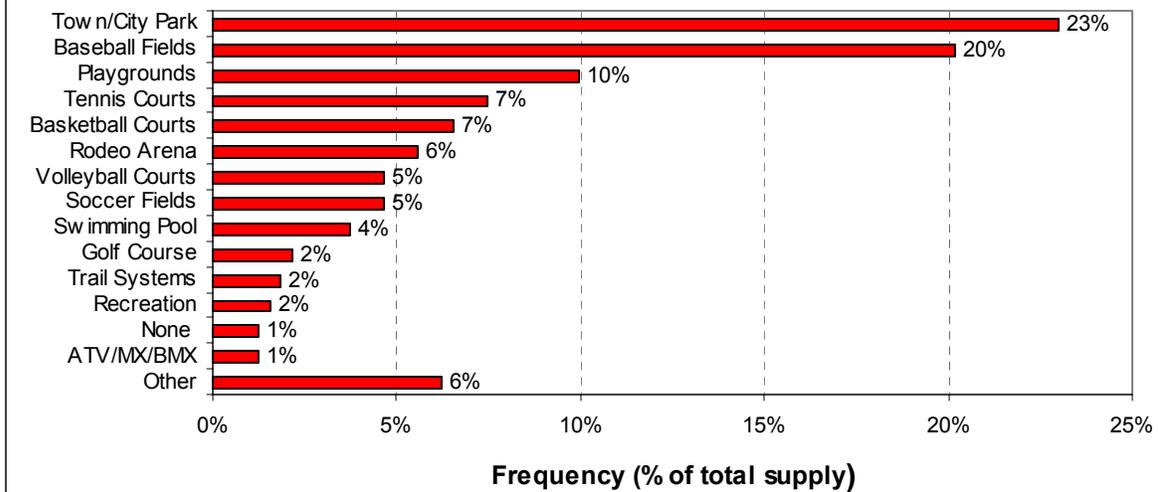
Town or city parks are the most common recreational infrastructure items “supplied”: approximately two-thirds of the municipalities or counties responding indicated they had at least one town or city park available for public use. This was followed closely by baseball/softball fields – about 63 percent indicated they had at least one baseball/softball field. Tennis courts, playgrounds and soccer/football fields were provided by about 30 percent of survey respondents.



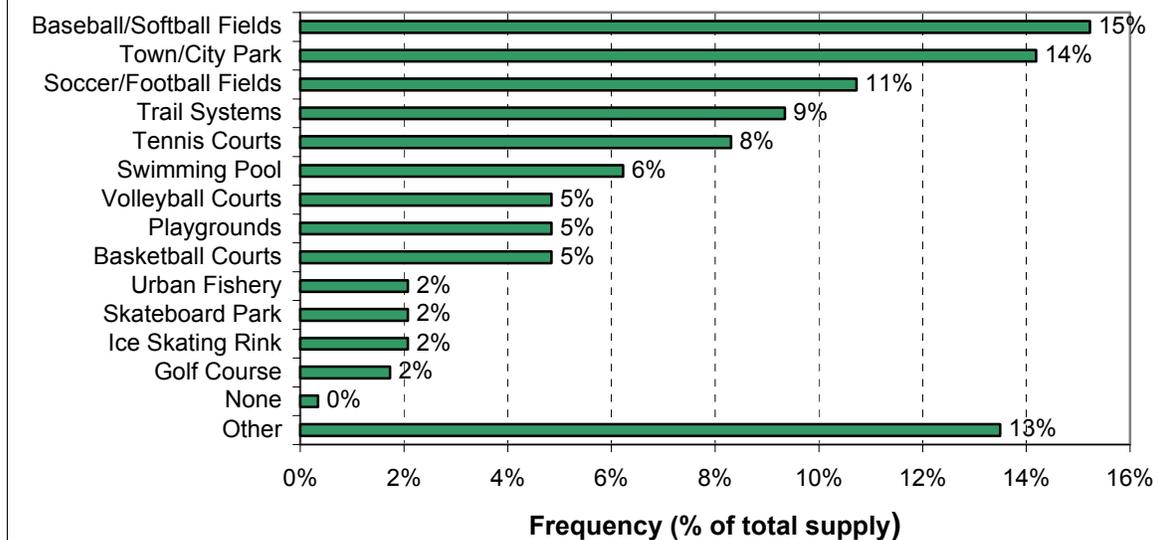
Note: The category “other” includes equestrian facilities, urban fisheries, camping facilities, amphitheatres, ATV/motorcycle/BMX park, marina/boat docks, open space, shooting range, fairgrounds, historic buildings, nature center, outdoor zoo, walking track, boardwalk, bowling alley, cross-country skiing facilities, dog parks, museums, and a rollerhockey track.

Recreational infrastructure was also analyzed regionally. Respondents were categorized “urban” if their municipality was located in a standard metropolitan statistical area or were an incorporated municipality with a population of 50,000 or more (including smaller municipalities within or contiguous to such areas). Those municipalities falling outside of this classification were considered “rural.” A similar categorizing scheme was utilized for the counties participating in the survey.

Rural Recreation Infrastructure



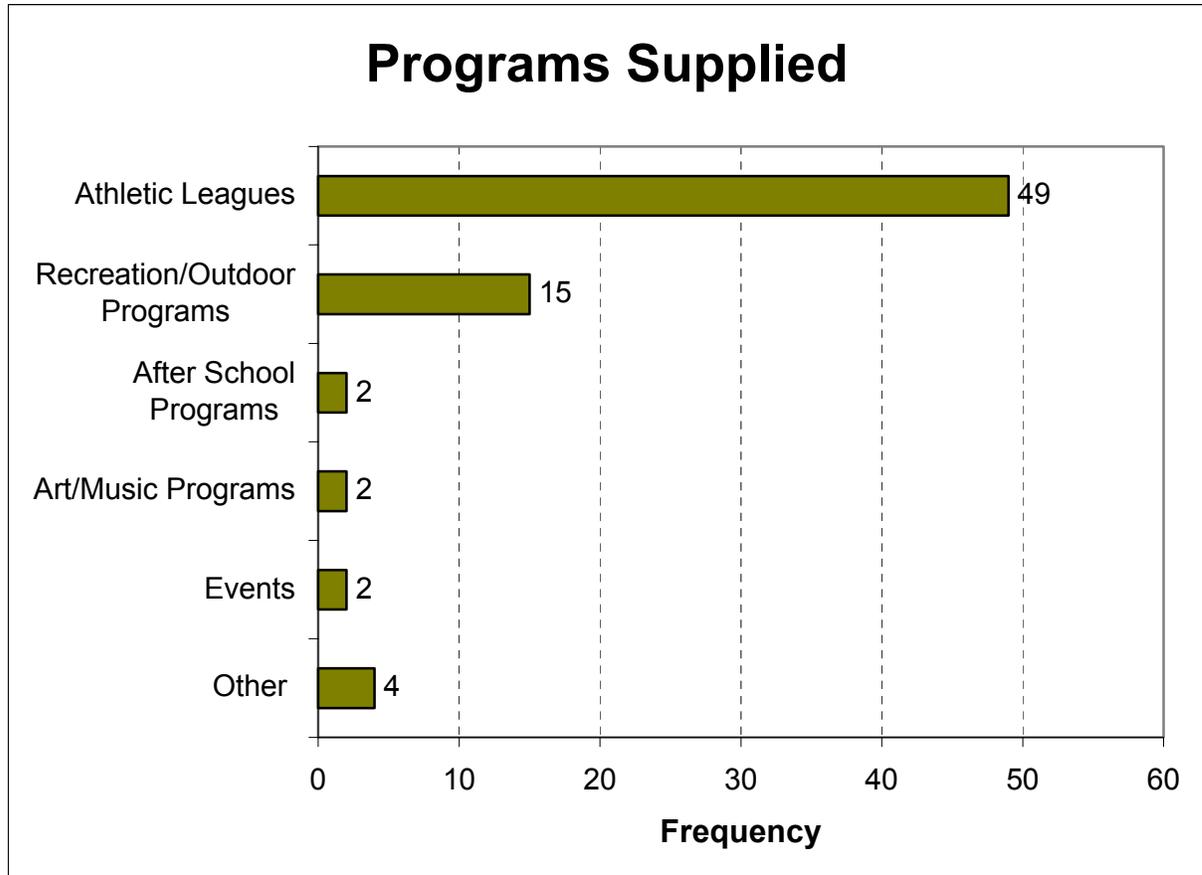
Urban Recreation Infrastructure



The analysis was also conducted on a multi-regional level. The state of Utah established seven Associations of Government (AOGs) in 1970 to assist the state and local governments with multi-county planning issues.

Recreation Programs Provided

Athletic leagues were the most common recreational *program* provided. Of the 74 respondents who indicated at least one type of recreational program offered by their respective recreation authority, 49 (about 66 percent) said they administer athletic leagues (e.g., youth “little league” programs, adult leagues, etc.).



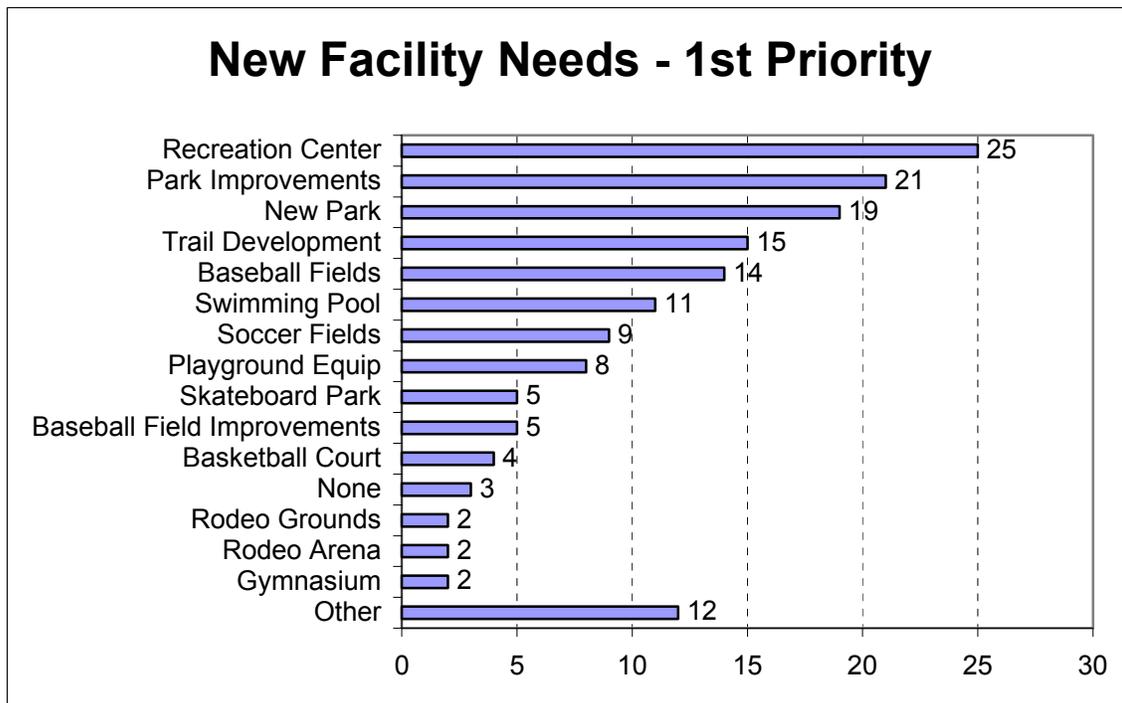
General “recreation programs” – hiking, fitness, camping, nature study, etc. – were the second most common program (20.3 percent) listed among survey participants. This was followed by a variety of others such as after school programs, art and music activities and special events.

New Facility/Facilities Renovation Needs

In an effort to determine the predominant recreational infrastructure demands, survey participants were asked to list their top three *new facility* needs as well as their top three *existing facility* renovation needs in order of priority. The results are summarized below.

New Facility Needs: First Priority

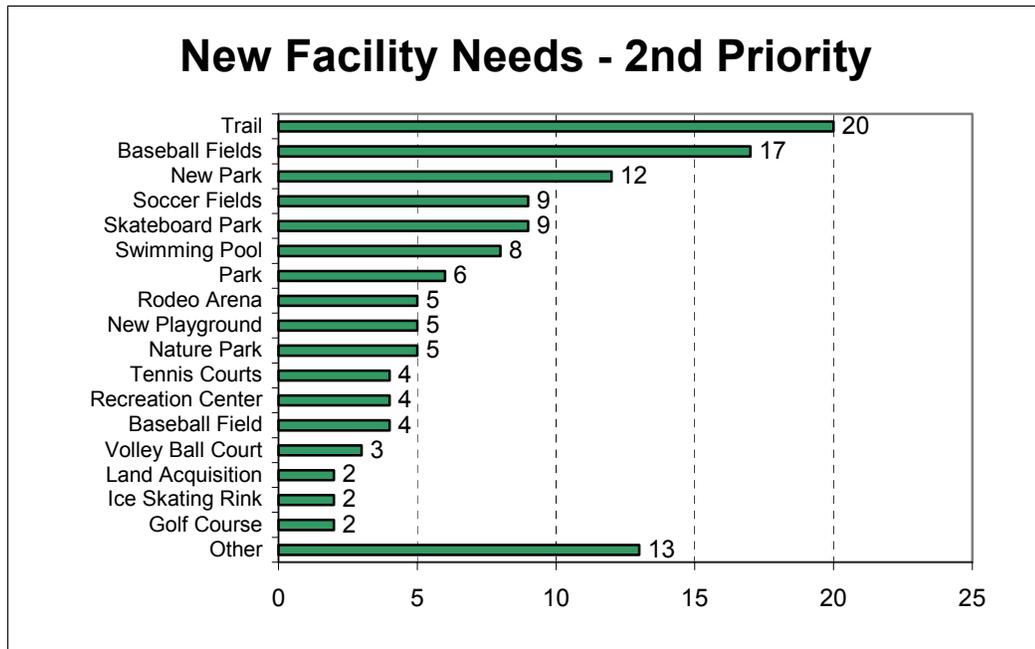
Twenty-five of the 157 entities (15.9 percent) responding to this question listed recreation centers (e.g., integrated sports complexes that may include fitness centers, swimming pools, racquetball/basketball courts, etc.) as the first priority new facility need. This was closely followed by new additions to existing parks (13.4 percent). Items such as new pavilions, restrooms and landscaping were the most common needs within this category. Approximately 12 percent of the respondents identified a need for new or additional parks.



Note: "Other" includes ATV park, children's museum, golf course, ice skating rink, marina expansion, outdoor sports complex, new sports field, land acquisition, racquetball courts, visitor center and volleyball courts.

New Facility Needs: Second Priority

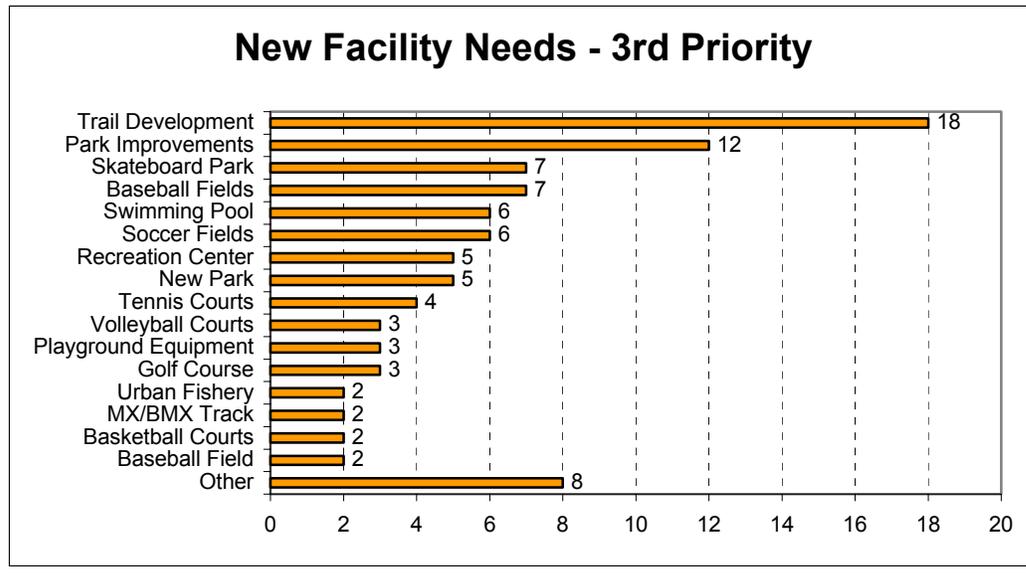
Trail development topped the list as the most common second priority new facility need. Approximately 15.4 percent of those responding to this question listed new trail development as the second priority need. This was followed by baseball/softball fields (13.1 percent) and new parks (9.2 percent).



Note: "Other" includes art center, basketball court, concession stand, fishing pond enhancement, equestrian facilities, fairgrounds/fairgrounds expansion, football stadium, golf course, gymnasium, new playground, picnic tables and a waterpark.

New Facility Needs: Third Priority

Trail development also tops the list as the third priority new facility need. About 19 percent of the respondents identified trail development as their third priority. Park improvements were the second most common third priority item (12.6 percent). Skateboard parks along with new baseball fields (both 7.4 percent) tied as the third place - third priority need.



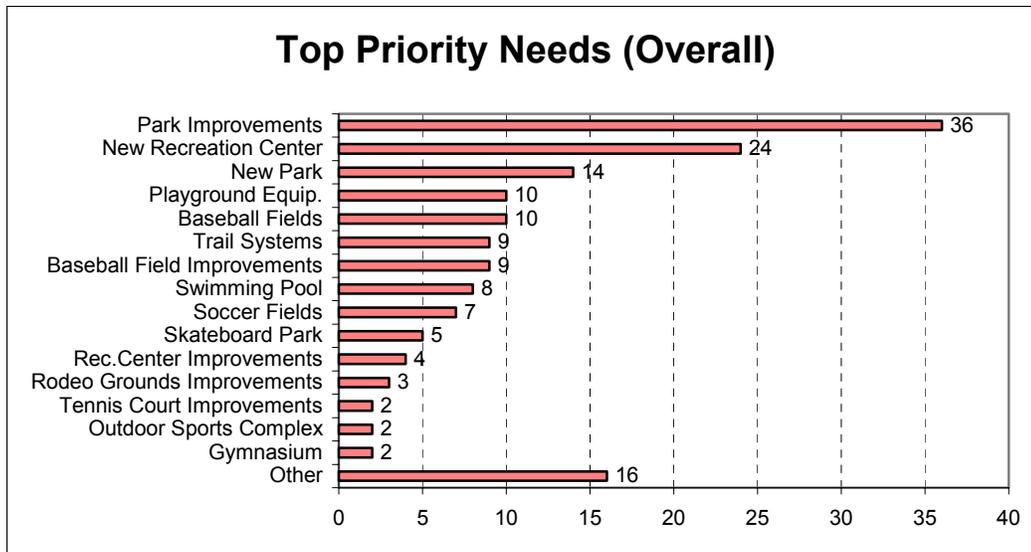
Top Priority Needs

Survey participants were asked to select among their prioritized new facilities or facilities renovation needs and list the top priority item demanded. Respondents were also asked to provide a cost estimate of their chosen top priority item.

Overall Top Priority Need

Most respondents (22.4 percent) selected park improvements – primarily pavilion and restroom upgrades - as their most pressing recreational need. New recreation centers were the second most common top priority item (14.9 percent) followed by new parks (8.7 percent).

(Continued)



Note: “Other” includes ATV park, basketball court, children's museum, concession stand improvements, fairgrounds improvements, golf course, ice skating rink, land acquisition, marina expansion, trail systems, racquetball courts, tennis courts, trail systems improvements, visitor center, walking track.

On a regional basis, the need for park improvements is significantly higher in rural areas. In spite of a wide array of top priority items listed by respondents, demand for park improvements clearly leads all other top priority items. Recreation centers and playground equipment – the next most popular needs - follow park improvements by a substantial margin.

Recreation centers are the top priority item demanded in urban areas. This is closely followed by park improvements and trail systems. A more detailed view of top priority demands by planning region also shows the predominance of park improvements and recreation centers as the top recreation infrastructure needs. However, subtle differences in need begin to appear within planning regions as the analysis is extended to lower ranking needs. A ranking of needs (from first to fifth) in each planning region is provided in table 1 below.

Table 2: Top Recreation Needs by Planning Region

AOG	1st Need	2nd Need	3rd Need	4th Need	5th Need
Bear River	Park Improvements	Soccer Fields	Ball Field Improve.	Trail Systems	Playground Equip.
Five County	Park Improvements	Rec. Center	New Ball Fields	Swimming Pool	Trail Systems
Mountainland	Rec. Center	Park Improvements	New Park	Swimming Pool	Trail Systems
Six County	Rec. Center	Park Improvements	New Park	Swimming Pool	Trail Systems
Southeastern	Park Improvements	Ball Field Improve.	Playground Equip.	New Park	Rec. Center
Uintah Basin	Swimming Pool	Park Improvements	Playground Equip.	Skateboard Park	N/A
Wasatch Front R.C.	Rec. Center	Park Improvements	New Park	Ball Field Improve.	Skateboard Park



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