



OPENSPACEPLAN

ADOPTED APRIL 19, 2016





ORDINANCE NO. 1194

ORDINANCE NO. 1194

AN ORDINANCE ADOPTING THE OPEN SPACE MASTER PLAN, AN ELEMENT OF THE GENERAL PLAN.

WHEREAS, the Corner Canyon Regional Park Master Plan adopted in 2006 shows various elements of Draper City's open space and trail systems; and

WHEREAS, from time to time it is necessary to review said open space and trails elements to keep pace with development within the City and to ensure the provision of necessary public services at acceptable levels; and

WHEREAS, Draper City has hired a consultant to assist in the development of a new master plan which will replace the 2006 Corner Canyon Regional Park Master Plan; and

WHEREAS, the draft document has been available for comment and review by the public; and

WHEREAS, the Planning Commission and City Council have held the necessary public hearings and find adoption of the Open Space Master Plan is in the best interest of the public's health safety and general welfare.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF DRAPER CITY, STATE OF UTAH, AS FOLLOWS:

Section 1. Adoption. The City hereby adopts the Open Space Master Plan prepared by Logan Simpson Design, Inc., as shown in Exhibit "A" attached hereto. The Plan shall serve as the open space element of the General Plan. This plan replaces and supersedes the Corner Canyon Regional Park Master Plan, 2006.

Section 2. Repealer. Ordinances in conflict herewith are hereby repealed to the extent of such conflict.

Section 3. Severability. If any section, part or provision of this Ordinance is held invalid or unenforceable, such invalidity or unenforceability shall not affect any other portion of this Ordinance, and all sections, parts and provisions of this Ordinance shall be severable.

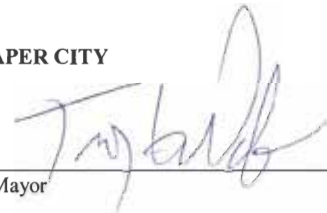
Section 4. Effective Date. This Ordinance shall become effective immediately upon its passage.

PASSED AND ADOPTED BY THE CITY COUNCIL OF DRAPER CITY, STATE OF UTAH, THIS 19TH DAY OF APRIL, 2016.

ATTEST:

DRAPER CITY


City Recorder

By: 
Mayor



Affidavit of Posting


SALT LAKE/UTAH COUNTY, STATE OF UTAH

I, the City Recorder of Draper City, by my signature below, certify that copies of **Ordinance No. 1194** for the **City of Draper**, which **Passed and Adopted by the City Council of Draper City, State of Utah on the 19th day of April, 2016**, was posted at the following places: Draper City Bulletin Board, Salt Lake County Library, Draper Crescent Senior Citizens Center, within the municipality.

Posted: April 21, 2016 through May 10, 2016

City Seal




Rachelle Conner, MMC
City Recorder
Draper City, State of Utah



ACKNOWLEDGMENTS

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SPECIAL THANKS TO THE HUNDREDS OF DRAPER CITIZENS WHO HAVE SUPPORTED PAST BALLOT MEASURES THAT HELPED TO CREATE DRAPER'S WORLD-CLASS OPEN SPACE SYSTEM.



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Chapter 1

Introduction

CONTINUING THE CORNER CANYON LEGACY

As you arrive in Draper, with its oak and maple covered hilltops and white-capped wilderness framing the sky, you feel like you've come home. You, along with generations of southern Salt Lake County and northern Utah County citizens have depended on these hills and bordering wild lands for clean drinking water, livestock grazing, hunting, mining and timber. The hills call to you, beckoning you to escape, explore, play, and live life to its fullest.

But it very easily could have been otherwise.

Beginning in the 1990s, houses were crawling up the mountain backdrop. The South Mountain area first developed in the mid 1990's on its northern benches. In 2004, a residential development was proposed in Corner Canyon. What could be done?

A group of farsighted citizens and City leaders banded together to preserve open space throughout the city. The citizens felt so strongly about open space benefits that they voted to tax themselves in order to conserve them. In 2004, citizens placed an initiative on the ballot to purchase Corner Canyon - which was proposed for residential development - and it passed! Additional funding from the Salt Lake County Open Space Fund and the Utah Quality Growth Commission assisted in the acquisition of 1,021 acres in Corner Canyon. A conservation easement, held by Salt Lake County, was overlaid on the property to ensure long-term preservation. In 2006, the Corner Canyon Regional Park Master Plan was adopted.



Protecting Corner Canyon did not halt land development across the Traverse Mountains. By the early-2000's, the Suncrest development, on the top and southern slopes of the mountain range, obtained approval and commenced construction. Through the development approval process, Suncrest and other subdivisions dedicated approximately 1,300 acres of open space to the City as part of the residential developments in the area. The Great Recession slowed development and in 2008 the Suncrest Development declared bankruptcy. In 2012, City leaders were given the opportunity and were able to purchase the remaining 2,400 acres of undeveloped land in Suncrest. The City Council's intention is to retain the majority of this land as open space.

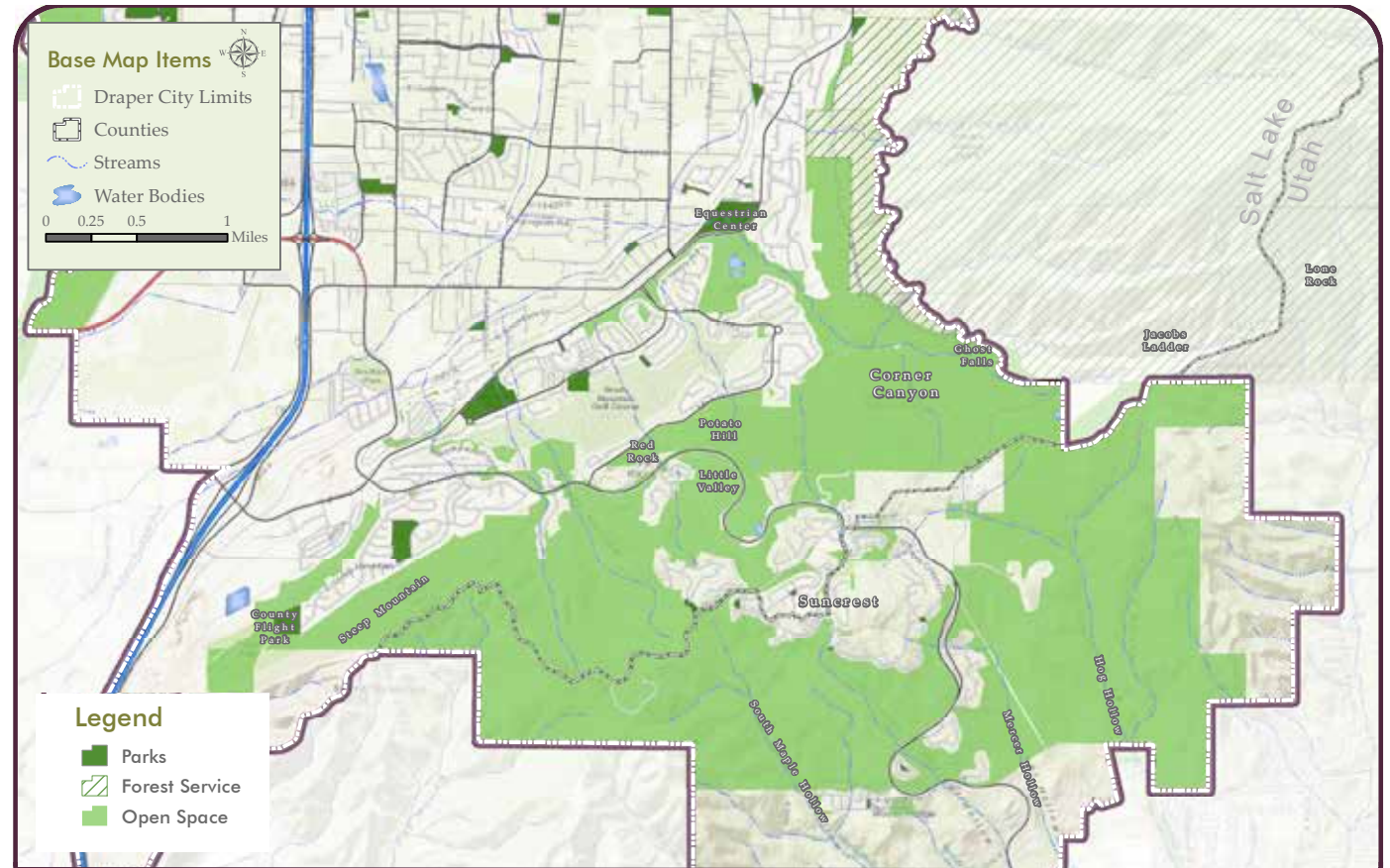


With the purchases of Corner Canyon and Suncrest open spaces, along with the open space dedications from developments, Draper City holds approximately 4,600 acres along the Traverse Mountain Range. The mountain backdrop has largely been preserved, setting Draper apart from neighboring communities. Fragmentation of the Traverse Mountain ecosystem by development has decreased. Now Draper City has the opportunity to preserve the resource for generations to come. As funding allows, the open space system can be utilized for non-motorized recreation.

With the essential land now owned by the City, open space efforts are at a critical point. The open space must be managed so future generations will experience what is preserved today. As development continues, the city must remain vigilant to its conservation goals.

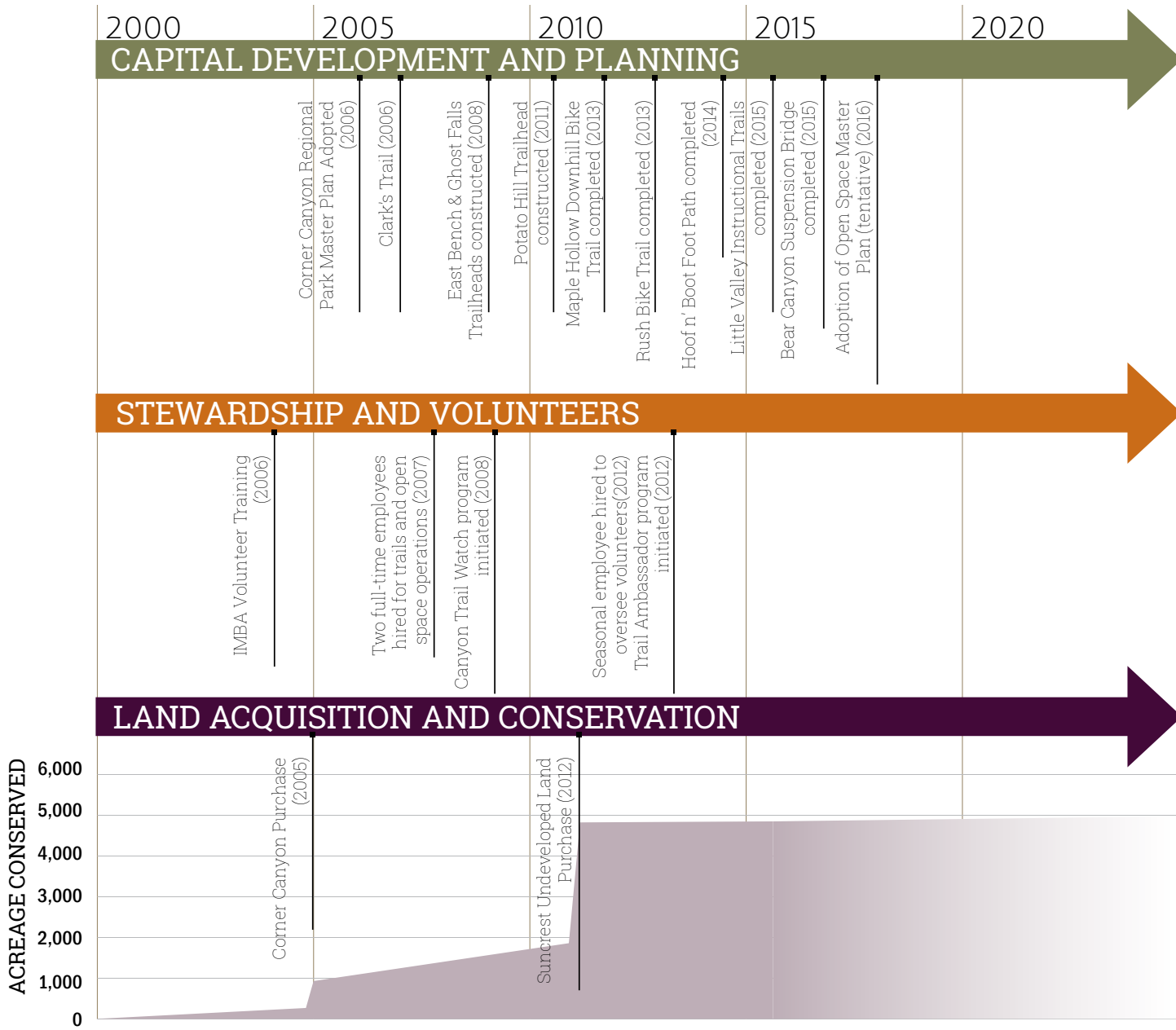
THIS PLAN

- Contains a vision for 4,600 acres of city lands on the Traverse Mountain Range
- Assesses suitable locations for recreation and conservation activities
- Proposes improvements to trailheads, trails, safety, and management
- Investigates how to pay for proper land management and desired activities



Project Area

This Open Space Master Plan continues the legacy of the 2006 Corner Canyon Regional Park Master Plan, and provides an analysis and detailed description of the natural resource and recreation issues, strategies and recommendations for management, and potential funding opportunities. The intent of the master plan is not just to evaluate the existing open space system and future needs, but will also be used extensively in educating developers, private property owners, City staff and elected officials regarding the capability of the open space system.



The City entered the open space arena in 2005 by acquiring Corner Canyon and more than doubled its acreage with the Suncrest purchase. Each acquisition has necessitated advancements in capital projects, stewardship, and volunteers. What will be the City's legacy by 2025, when this plan is revisited?

DRAPER OPEN SPACE MASTER PLAN VISION

The 2006 Master Plan was guided by the following vision, which was updated during this process to add restoration, education, and heritage values:

Draper Open Space is held in trust for present and future citizens of the City of Draper, Salt Lake and Utah Counties, and the State of Utah, to be managed as a regional park, restoring and continuing the natural and cultural resources of the land and offering recreational and educational opportunities for all that pass our history and heritage on unimpaired. Open space is part of the heritage of Draper and always has been.

LEGACY MILESTONES

Planning Context

2006 Corner Canyon Master Plan

This Open Space Master Plan is intended to be adopted to replace the 2006 Corner Canyon Regional Park Master Plan as part of the Draper City Comprehensive Plan. The Plan was completed to guide improvements in the Corner Canyon Park and many of the recommendations have been implemented by the City. The original master plan was successful. Today Corner Canyon's beauty, recreational facilities, and unique outdoor experiences draw rapidly increasing numbers of users from across the region and state. It has been discovered on the national mountain bike scene, which has created new challenges.

Corner Canyon was established by Draper and Salt Lake County citizens to preserve the natural environment of the canyon and its function as a critical watershed. Corner Canyon is the most intensively used area of the Draper Open Space and will continue to be an important recreational resource. The conservation easement assures that the property will be retained in its natural, open space condition which can only be developed with low intensity recreation facilities including "trails, trailheads, trail bridges over creeks, gathering places, public restrooms with utility connections, and a visitor interpretive center to explain the conservation values of the property."

Parks and Recreation Master Plan

In 2008 before the Suncrest acquisition, Draper City completed a city-wide Parks, Recreation, and Trails Master Plan. This Master Plan provides guidance for the 150 acres of active developed and undeveloped parks, recreational programming needs, trails and on-street bike facilities. Future developed parks provide key access in the form of trailheads to the Draper Open Space. For example, the Andy Ballard Equestrian Center, Salt Lake County Flight Park, Orson Smith Trailhead, and the Draper City Park all provide parking, restrooms, and trail access to the open space.

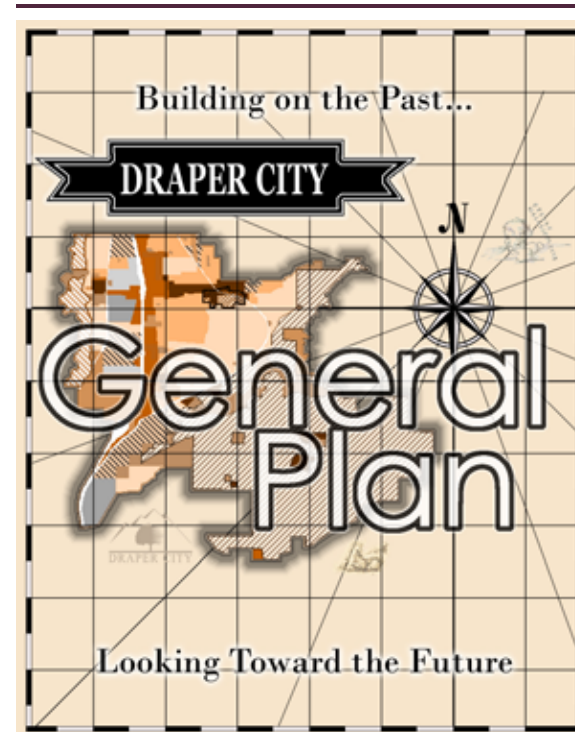
Jordan River Parkway

While this Open Space Master Plan does not address the Jordan River Parkway, it applies lessons learned through several planning efforts such as the 2008 Jordan River Trail Master Plan and 2008 Blueprint Jordan River Plan. A newly created Jordan River Commission is working to implement the 2015-2018 Strategic Plan across agencies and county lines. The City of Draper is fortunate to enjoy about 5 miles of frontage on the Jordan River planned as open space. Most all of the land is in public ownership and much of it is designated as wetland, including the Galena Wetland Area. The Parkway includes over 500 acres of undeveloped land in Draper, and is immediately adjacent to Galena Hills Park which serves as a regional facility. The Galena Wetland Area has been master planned to optimize its natural wetland and wildlife habitat features, and includes a series of trails and interpretive opportunities. Similar to Corner Canyon, the Jordan River Parkway is highly used and an important recreation resource adding to the diversity of opportunities for residents of Draper.

General Plan and Planned Land Uses

Much of the city's open space is or soon will be surrounded by residential housing developments, as shown on the Adjacent Land Use map. While expected, adjacent developments create and complicate recreation and land management as discussed in Chapter 2. Two important public land interfaces abut U.S. Forest Service lands and 600 acres of open space owned by the City of Lehi.

The Draper General Plan was adopted in 2004, under direction of the City Council. This community land use plan is the primary tool that Draper City uses to guide community growth at the city-wide level. At the time of adoption, the plan emphasized growth area strategies, open space, recreation, environmental planning, conservation, preservation, public facilities and services as described below.



DRAPER GENERAL PLAN: OPEN SPACE & RECREATION VISION

Draper will respect and manage its open space resources and recreational amenities in ways that sustain and protect the natural environment and wildlife, our mountains, and the city's parks. This philosophy includes a balanced planning approach that seeks ways to conserve natural and recreational resources for the enjoyment of all citizens while meeting the needs of a developing community. Continuing City efforts concerning parks and recreational facilities and outdoor amenities will be enhanced to serve current and future generations. Even in developed areas, a network of parks, scenic paths and trails will provide access to nature and the urban open spaces, providing recreation opportunities, ecological benefits, and a source of beauty for residents. Finally, the city will continue to be involved in recreational opportunities that meet the needs of special populations - including children, seniors and people with disabilities.

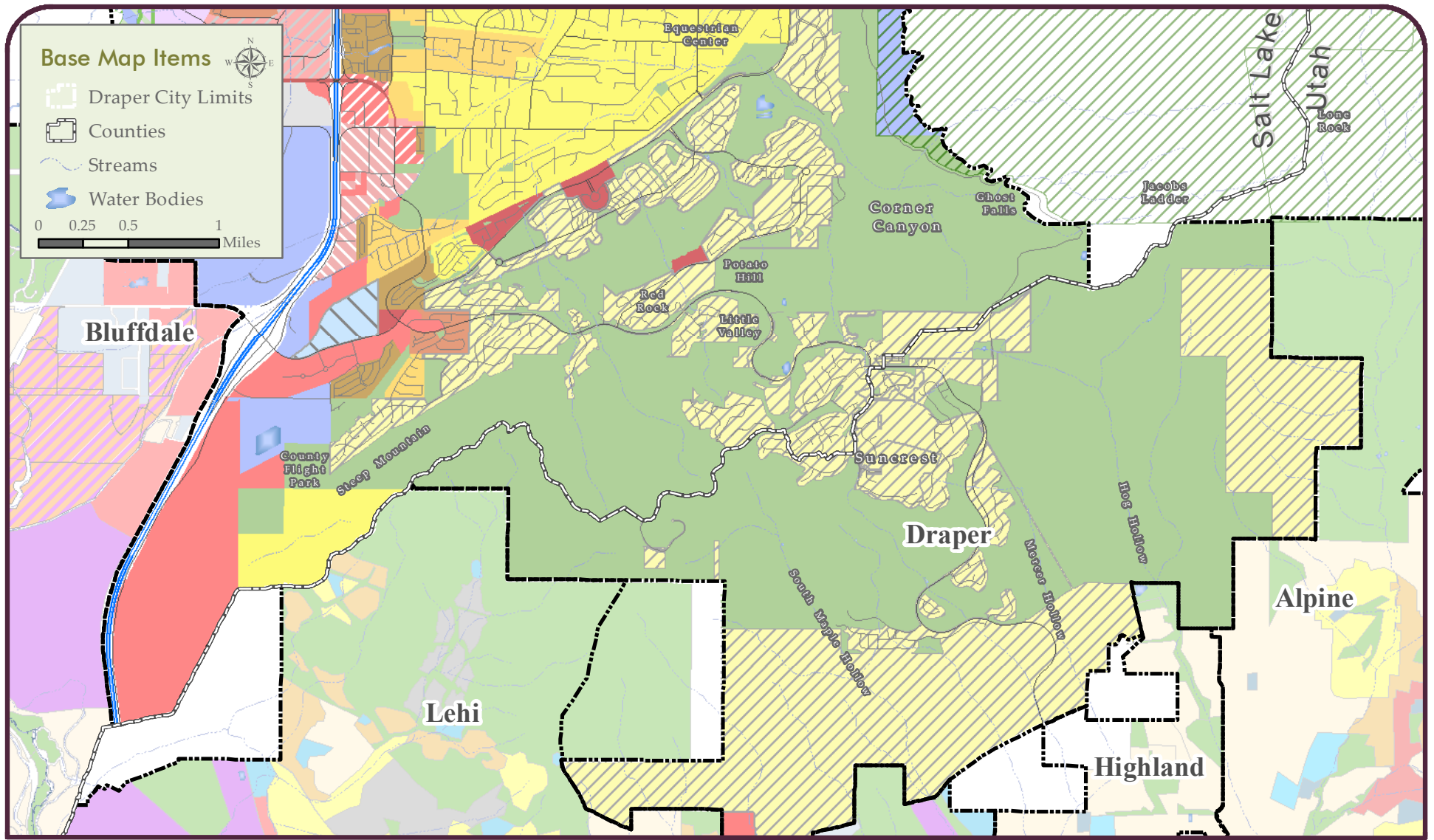
General Plan Guidance for Open Space

The plan recognized that open space is essential to Draper's quality of life, and was being rapidly being absorbed by new development. In 2004, the City's open space and park system included approximately 1,050 acres of developed and undeveloped areas. As an important component of a balanced and desirable way of life, the plan specifically called out the need for open space acquisition and enhancement.

Acknowledging that increasing population, changing demographics and the development market would continue to raise demands on open space and recreational amenities, the General Plan included four goals to protect, secure, and manage an interconnected open space system with scenic views and natural features:

- Encourage and cooperate with other governmental agencies, non-profits, conservation organizations, etc., to preserve and protect regional open space and to acquire, develop, maintain and operate regional facilities that are available to people who live, work or visit the city of Draper.
- Protect and improve the quality of Draper's natural and built-up environments as defined in the quality and quantity of its open space.
- Manage a comprehensive open space program that is responsive to public need, delivers high quality customer service and exemplifies the city's commitment to leadership in environmental affairs.
- Acquire and develop open space identified as high priority through land dedication or purchase.

The short and long-term action strategies outlined in the 2004 General Plan cover open space funding programs, clustered development patterns and conservation easements. Many of the short term strategies have already been implemented, most notably, open space acquisition, prohibition of development on slopes exceeding 30 percent and encouraging clustered housing. Long term funding strategies from the General Plan include an open space land use taxation program, a management system for conservation easements, and partnerships to share costs.



Legend

Draper Land Use

- Hillside Low Density (0-0.2 du/ac)
- Low- Medium Density (Up to 2 du/ac)
- Medium Density (2-4 du/ac)
- Medium-High Density (4-8 du/ac)
- High Density (8 & Above du/ac)
- Community Commercial

- Community/Neighborhood Commercial
- Neighborhood Commercial
- Regional Commercial
- Office/Service
- Destination Commercial
- Industrial/Manufacturing
- Business/Light Manufacturing

- Cultural/Institutional
- Utilities
- Town Center
- Transit Station District
- Open Space/Parks
- Growth Area
- Sensitive River Overlay

ADJACENT LAND USE

- High Density Residential
- Commercial
- Church
- Civic
- Employment
- Flex
- Industrial
- Low Density Resic
- Medium Density
- Mixed Use
- Open Space
- Forest Service

Date: 11/20/2015



DRAPER GENERAL PLAN: PRESERVATION & ENVIRONMENTAL PLANNING VISION

Draper recognizes the need for conservation and preservation of the environment. Because of its location, it has a particularly handsome endowment to protect and retain. Draper will strive to maintain a strong environmental partnership with the public. Draper will commit to preserving mountain, river and open spaces where possible for the purpose of maintaining scenic views, ensuring protected habitats for wildlife, protecting archaeological and historical resources, and providing appropriate access for educational and outdoor recreational opportunities for residents and visitors. Draper will be a community that offers our citizens a healthy, safe, clean and sustainable environment. Its present and future policies and programs will foster energy, land, and water conservation, and reduced solid waste generation. The city's decision makers will work to conserve elements of the natural environment where possible and restore areas where past development has tarnished it.

General Plan Guidance for Preservation & Environmental Planning

Preserving and protecting the environment was indicated as a common priority for the citizens of Draper. As such, the plan looks specifically at preservation and environmental planning. Environmental stewardship encompasses the mountains, hillside and valley floor, each with its own sensitivity to development. Its goals and strategies work toward preserving these natural assets and controlling growth and development in certain locations; specifically hillside areas above 5,200 feet, the shoreline of Jordan River, hazard areas, and other Environmental Sensitive Areas Land (ESL).

The plan recognizes that environmental stewardship and environmental sensitivity should be infused into the City's planning efforts and considered in an interdisciplinary context with other plan elements. The plan includes fourteen preservation goals addressing energy and water conservation, minimizing environmental degradation and hazard risks, air and water quality, and visual impacts of development. Key land preservation goals include:

- Promote compatibility between development and the site to better balance geologic hazards, aesthetics, and land use.
- Enhance the quality of life in Draper by safeguarding the natural environment. This includes preserving significant environmental features, Draper's image and heritage of the Wasatch Mountains, Traverse Mountain, Corner Canyon, and Jordan River.
- Protect the different habitats and ecological zones within Draper.
- Reduce the risk to life and property from the impacts of natural and development-related geologic hazards.
- Minimize soil erosion from grading and excavation associated with land use activities.

The plan outlines a detailed list of strategies to accomplish the preservation goals and objectives, though most are targeted toward resource efficiency and environmental sensitivity into site and building design. The most pertinent strategies to open space management include adopting stormwater management techniques, following construction standards that minimize potential impacts of flooding and erosion, and rehabilitating degraded wetland areas and eroded hillsides.



RELATED DOCUMENTS

The following documents related to Corner Canyon Regional Park are incorporated into this plan by reference:

- Deed of Conservation Easement, October 28, 2005, Salt Lake County Recorder, Book-9209, Page-6688.
- Corner Canyon Conservation Easement Baseline Documentation Report, October 24, 2005.

Additional documents consulted in preparation of this Master Plan include:

- Corner Canyon Regional Park Master Plan, 2006.
- Corner Canyon Management Plan, December 2005, University of Utah URBPL.
- Parks and Recreation Master Plan for the City of Draper, 2008.
- Draper Open Space Conservation Plan, Peaks to Parkway, November, 2001.

2015 Draper General Plan Update

In 2015, the Draper Community Development department initiated an update to the General Plan. This update will identify the need for revisions to enable the community to grow the way it desires. An extensive public involvement effort is underway with many opportunities for citizens to shape the plan update. Current priorities for the plan include fiscally-sustainable land uses, economic development, transportation, housing, parks and open space, and public services. Community residents have indicated overwhelming support for maintaining and enhancing access to open space, recreation and trails. The update is anticipated to be completed and adopted in 2016.

The 2015 General Plan should further expand on the recreation and environmental planning vision by addressing the need to avoid and mitigate development impacts on Draper Open Space. Land dedications should be usable and accessible, rather than steep or otherwise undevelopable remnants that homeowner associations do not want to maintain. Land dedications should be restored prior to deeding to the City, or a bond enforced to monitor and address weeds, erosion, etc. Without this, the City will continue to receive and be responsible for repairing lands that were not adequately mitigated from past developments. Lastly, developers should provide public access and suitable facilities to surrounding Draper Open Space. It is expected that the Draper Open Space Master Plan will be incorporated as an element to the 2015 General Plan.



NEED FOR THIS PLAN

Draper Open Space is a regional destination, attracting residents from their backdoors and users from area communities. Straddling the line between Salt Lake and Utah counties, the Traverse Mountain Range is one of the most popular places to mountain bike, horseback ride, hike, and hang glide. The area is readily accessible to 45,000 residents in Draper, 1.08 million in Salt Lake County, and another half million in Utah County. As the population in the region continues to grow, the use of open space is anticipated to increase proportionately. If population projections hold true, the region’s population will double by 2040. This brings three compelling needs to the forefront:

The Need for Permanent Protection

Corner Canyon’s 1,021 acres are protected in perpetuity by a conservation easement, as are nearly 1,300 acres dedicated to the City through the development approval process. But one-half of the open space – the land purchased from bankrupt Suncrest – has no permanent protection. Without a commitment to its future use, up to 2,400 acres can be sold or traded at any time. The City Council commissioned this study in part to determine how and where such protection should be determined.

The Need for System-wide Priorities

The success of Draper’s Open Space will always be at risk if effective, system-wide management strategies are not implemented. Illegal activities, pressures from ongoing development, potential for wildfire and excessive use pose a significant threat to its delicate beauty. The impacts of constant pressures on the open space can be seen in almost every accessible location. Management issues and threats to the open space are described further in Chapter 2, with system-wide priorities in Chapter 3 and area-specific priorities in Chapter 4.

The Need for Long-term Funding Sources

The success of Draper’s Open Space will also rely on the amount of funding and staff time dedicated to protecting, maintaining and enhancing the property. Since 2007 the amount of open space land has more than tripled but the resources, staffing and funding, have increased only marginally.



“We abuse land because we regard it as a commodity belonging to us. When we see land as a community to which we belong, we may begin to use it with love and respect.”

- ALDO LEOPOLD



Economic Benefits

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

- Tourism spending exceeded \$6.8 billion and employed over 124,000 statewide in 2011.
- Businesses associated with outdoor recreation contributed some \$60 million in state and local sales tax revenue.
- 4.8 million visits to Utah’s state parks in 2011 generated \$67 million in revenue.

- Within municipalities, parks and recreation facilities can increase nearby property values and spur local tax revenues.
- Outdoor recreation provides health and social benefits for individuals and families and increases a sense of community.

Equally important, the City has learned how important open space is to employer recruitment and retention – many major businesses in Draper cited open space and recreation as a reason for selecting or staying in Draper.



PROJECT GOALS

At the commencement of this project, City Council and a citizen steering committee (see Planning Process, below) established the following goals for the master plan update:

- Work collaboratively with the public, agencies, private and non-profit sectors to assess the feasibility and priorities for new recreation amenities and environmental management on existing open space.
- Evaluate fair and feasible long-term funding methods.
- Assign a priority and responsibilities to potential projects.
- Sustain the open space through routine maintenance.

Broader outcomes include:

- Reduce risk to lives, private property and critical infrastructure.
- Improve drinking water quality and ecological function of the land.
- Preserve scenic qualities.
- Preserve wildlife habitats.
- Increase appreciation, stewardship, and understanding of open space resources.
- Involve young adults, youth, and children in the system's stewardship.
- Proactively manage users as population grows.
- Maintain trail heads and create a regional trail system.
- Preserve, enhance, and restore habitats to support populations of wildlife species native to oak savannah and oak woodland plant communities.
- Strengthen partnerships and collaborations to enable this vision to be implemented and sustained.

WHY THIS PLAN?

This Master Plan:

- Improves the quality and efficiency of the public land management over that of an ad hoc approach.
- Serves as a "social contract;" it helps reduce uncertainty of use of new lands and response when new requests are made.
- Makes the case for funding, how money will be spent wisely, and justifies funds already allocated.
- Offers a forum for creativity and public discussion of the future, and a place to generate new ideas, elaborate and refine proposals, and assess alternative strategies.



PLANNING PROCESS

The planning process involved multiple public events, the formation of a Steering Committee, and meetings with the Parks, Recreation and Trails Committee, Planning Commission and City Council. City staff and the consulting team of Logan Simpson, Zions Bank Public Finance, and Utah State University participated in the process. Utah State University's Landscape Architecture/Environmental Planning (LAEP) students conducted a field trip and prepared site and trail planning concepts for consideration, found under a separate cover.

Steering Committee

An Open Space Steering Committee was formed of citizens and stakeholders with knowledge of the Draper Open Space lands and who were committed to guiding its use and development.

Between May 2015 and January 2016 the Steering Committee and project team evaluated concepts, met with agencies and adjacent landowners, made site visits, and prepared a draft master plan. The Steering Committee met six times to identify opportunities, prioritize issues, review funding concepts and strategies, assist in alternatives development and review the preliminary and public draft.

Parks, Recreation, and Trails Committee, Planning Commission, and City Council

During the planning process, staff and the consultant team met with the Parks, Recreation, and Trails Committee and City Council to discuss funding concepts and key elements of the plan. Review of the public draft plan will include a presentation to the Parks, Recreation, and Trails Committee, to the Planning Commission in a public hearing, and a presentation to the Draper City Council for review and adoption. At least one representative from each of these groups served on the Steering Committee.

There were many opportunities for citizen involvement. Below is a list of all the public involvement activities:

OUTREACH ACTIVITY	OUTCOMES	DATES
Steering Committee Meeting #1	Kickoff and Opportunity/Issue Prioritization	June 2015
National Trails Day	Intercept surveys and outreach	June 2015
Steering Committee Meeting #2	Funding Concepts and Strategies, Natural Resource Sensitivities Analysis	July 2015
Draper Days Outreach	Intercept surveys on “What do you love about Draper?” with overwhelming results re: open space and trails	July 2015
Joint City Council with Parks and Trails Committee Study Session	Kickoff, Introduce Funding Concepts and Management Zones. Included a field trip to the Bear Canyon Bridge ribbon cutting.	August 2015
Steering Committee Meeting #3	Alternatives Workshops: Look at ideas on a map, special uses, programming, events, etc.	August 2015
USU LAEP Field Visit	Field reconnaissance with USU Landscape Architecture/ Environmental Planning (LAEP) students	September 2015
Public Workshop	Alternatives Workshop reflecting Steering Committee feedback	September 2015
Steering Committee Meeting #4	Preliminary Recommendations	September 2015
Priority Projects Survey	Online survey to gain additional feedback	September – October 2015
USU LAEP Critique	Review of USU LAEP student progress at Logan	September 2015
Steering Committee Meeting #5	USU LAEP Student presentation to Joint PRT Committee and Steering Committee	October 2015
Steering Committee Meeting #6	Review of Pre-Public Draft	January 2016
Draft Plan Open House	Public Draft	Winter 2016
Joint City Council Study Session with PRT Committee / Planning Commission	Review comments on the Public Draft	Winter 2016
Adoption Process	TBD	March-April 2016





Throughout the process the public was invited to share their issues and needs about the open space lands to help guide the recommendations, which are summarized below and analyzed further in Chapter 2. Chapters 3 and 4 propose system-wide and area-specific recommendations, respectively.

PRIORITY TOPIC	UNMET PUBLIC NEEDS AND DESIRES
Enforcement and Safety	Inadequate enforcement of motorized vehicles, shooting, and dumping Unsafe trail crossings with roads Inadequate compliance of dog ordinances Inadequate staff resources
Resource Protection/Management	Protection of Steep Mountain Social trails and property encroachment caused by adjacent development No management of sensitive species, weeds, critical habitat areas, or newly acquired lands Lack of large event management/standards
Visitor Conflict/Multi-use trails	Growth-related expansion needs Conflicts between bicyclists and other users Conflicts between dogs and other users Lack of large event management/standards
Infrastructure	Growth-related expansion needs Unmet desires for more trails, trailheads, horse trailer parking, hang gliding/paragliding launch and landing areas. Desire for maintaining and improving existing facilities
Funding	Backlog of deferred maintenance Unmet need for new trail and facility construction Insufficient staff and funding to implement Master Plan



Chapter 2

Management Challenges + Opportunities

The Draper Open Space straddles the Salt Lake and Utah county line and is bordered by the surrounding communities of Lehi to the south and southwest, Alpine to the southeast, Highland to the south, and the Uinta-Wasatch-Cache National Forest to the Northeast. This Master Plan covers all passive open space property owned by Draper City in the Traverse Range; it does not include the Jordan River Parkway or developed parks in (see Project Area Map in Chapter 1). Suncrest Drive bisects the open space lands, and its neighborhoods are largely surrounded by open space properties. The Draper Open Space is a rich landscape of recreation and natural resources. The following section describes the existing conditions of the natural resource and recreation/land management.



NATURAL RESOURCE MANAGEMENT

The Traverse Range Ecosystem

Draper, once a small, compact farming town, has become a much larger community. As the community grows, wildlife habitat including shrub-lined irrigation ditches, hedgerows, grainfields, and oak woodlands have been converted to urban uses, resulting in a decline in a number of once common species, including pheasants, mourning doves, and meadowlarks. Mule deer are being crowded off critical winter range as development creeps into the mountains. Yet, Draper has a unique conservation opportunity. It is the only community along the Wasatch Front with a foothill oak savannah and oak woodland habitat within its incorporated boundaries. Other oak habitat along the Front has either been removed or is badly fragmented by urban development.

The oak savannah and woodland plant communities are home to a special wildlife community. Some community members include the Rufus-Sided Towhee, Blue-gray Gnatcatcher, Warbling Vireo, and Scrub Jay. In addition, the south and west facing slopes of the Traverse Mountains are critical winter range for mule deer, elk, and cougar that prey on them.

Historically, the Traverse Mountains have been a winter forage and migration corridor connecting the high elevation summer range to the extensive winter range extending from the Traverse Range along and west of the Jordan River to the Oquirrh Mountains. The oak-dominated plant communities also play an important function in stabilizing the watershed above Draper.

Large portions of these irreplaceable wildlife habitat and watershed resources remain in private ownership. Approximately one-half of the Traverse Mountains are in public ownership, either by Draper City, Lehi City, or the U.S. Forest Service. These public lands serve as open space and Draper's water supply. The remaining private lands have the potential to be developed unless additional efforts are made to protect them. Protection should focus on private inholdings or adjacent private lands. Although some level of protection is provided by development restrictions, such as limits on development in areas of steep slopes, the protection of additional critical areas remains a daunting challenge. Of particular importance is the need to protect remaining habitat patches and link them with corridors sufficiently wide to facilitate wildlife movement through the landscape. Providing corridors linking to the Wasatch/Cache National Forest and around subdivisions and other barriers is essential.

Recreational activity in the Traverse Mountains is high and the demand is increasing. Local, county, and regional trails will have to be skillfully sited so that they do not further fragment wildlife habitat. With thoughtful planning and design, wildlife and human activity can co-exist in the Traverse Mountains and the wildlife resource that Draper residents value can be passed on to future generations.

The 4,600 acres acquired by the City since 2004 is a key step in halting habitat loss and declining wildlife species diversity. However, land parcels are usually defined by artificial boundaries that are not based on how the land is used by wildlife, its watersheds or wildfire risk. Because of the fragmented ownership pattern, it is important to view current city lands as part of a larger network of drainages and natural systems that overlap. Rather than managing these properties as isolated islands, they need to be viewed in the context of the larger landscape, a complex landscape that adjoins National Forest lands and wraps around private lands with existing and proposed development down into the Salt Lake and Utah Valleys.

NATURAL RESOURCES HIGHLIGHTS

Traverse Mountains provide wintering habitat for a variety of hawks, owls, and other unique wildlife.

Areas of moderate sensitivity may provide the best opportunities to restore wildlife habitat for unique Traverse Mountains species.

Traverse Mountain vegetation is composed of common intermountain oak savannah, sagebrush and grassland communities.

Clear fresh water flowing from mountain streams contributes to the City of Draper's water supply and the Salt Lake Valley watershed.



At this elevation range,

grasslands + shrubland

steppe intersperse to create habitat mosaics. Though on a small portion, montane vegetation occurs at higher elevations.



The mountain landscape contains a wide variety of native and introduced plants that form a mosaic characteristic of Intermountain Basin vegetation communities. These include sagebrush and greasewood steppe, sagebrush shrublands, perennial grasslands, chapparal, and pinyon-juniper woodlands. The topography includes rolling lower elevation hills as well as higher elevation sub-alpine terrain to the east that support aspen and mixed conifer forests. This interface of subalpine and intermountain shrubland communities is a critical transition zone from high mountain peaks, to mid-elevation hills, down to the valley floor. Important mountain drainages that feed the Salt Lake and Utah Valley watershed are interspersed throughout the area. These drainages support a variety of riparian forests and shrublands along with associated wetland and floodplain communities. The watershed is fed from high mountain snow melt, creating trickling streams that flow down the south and north slopes of the Traverse Mountains. The freshwater drainages of the north slope combine to create the Corner Canyon drainage.

Three major plant communities are present in the Draper Open Space. While these communities can be further subdivided by elevation, by the direction of slope face, or by other characteristics, management of the open space lands hinges on the three major types. First, on the west and south facing slopes, the open grasslands provide winter habitat. They are frequently free of snow in the winter and harbor animals migrating down from the high elevations of the Wasatch. The soils are highly erodible remnants of the glacial Lake Bonneville shoreline. Second, the north facing slopes and saddle areas on the Traverse Ridge have a mosaic of sage, grasses, and dense oak and maple brush. The soils are generally deeper and hold moisture. These slopes are summer wildlife habitat. The third community is the lush riparian zones along Corner Canyon Creek, its major tributaries, and the numerous “hollows” created by intermittent and ephemeral drainages that flow to the south from the saddle of the Traverse Range. The vegetation in this community type may occur as either riparian forests or riparian shrublands. Riparian communities are more dependent on water and provide diverse wildlife habitat. Within Draper’s Open Space riparian forests are generally associated with the Corner Canyon Creek and tributaries while the south facing hollows are composed of a mixture of riparian shrublands and lack the high canopy of the riparian forests associated with year-round water sources.

By preserving the open space lands from future development, Draper has chosen to safeguard an important resource and its majestic views. However, the open space lands have several difficult management challenges that will have to be addressed by both the City and the community itself. Development is happening on several of the open space’s borders; there are bound to be on-going conflicts. Runoff and contaminants from adjacent residential properties potentially threaten native plant species and water quality. Increasing automobile traffic along South Mountain and Traverse Ridge also poses an inherent risk to the wildlife found adjacent to development. These conflicts can best be resolved through proactive, inclusive community engagement.

Erosion is an increasing problem within lower portions and in areas adjacent to development. Much of the damage is contained within City property lines, but some problems begin offsite and create gullies that extend into the site. The erosion comes from many sources; damage from adjacent construction projects, illegal off road vehicle usage, and stormwater runoff from adjacent impervious surfaces. Careful planning and management of human activities are needed to reverse the long term trend of increasing erosion and resource damage.

Weed and Habitat Management

Weed management is a critical component of any public land management effort. The term “weed” often refers to species that are not native to this region or this country and form infestations when introduced; or to species that are native to our environment but are invasive and difficult to control when introduced to the landscape. Because of the nature of weed species, they often take advantage of ground disturbances caused by activities such as cattle grazing and off trail use.

The varying historical and current uses of city land have introduced weeds from a number of sources. In many cases, these lands were used as pasturelands at some point in their history. Grazing cattle often become vectors for weed introduction into native vegetation communities. Past pasture management and improvement programs have actively seeded non-native species to increase browse for grazing cattle. Cattle grazing activities within open space areas are no longer an issue, but the introduction of weeds, such as cheat grass, from historic grazing requires on-going management.

Weed introduction can also come from the many different user groups accessing the park. Mountain bikers and hikers may access weed infestations elsewhere and subsequently spread seed from those areas as they utilize trails or hike off trail in areas not previously infested. Equestrian users may unintentionally spread weeds in open space by using hay and feed that is not certified weed free. Managing off-trail access by hikers, equestrian users, and mountain bikers will serve to reduce the opportunity for weed introduction and manage the ground disturbance that allows weed infestations to take hold.

An effective weed management program starts with knowing where your infestations are (mapping the locations and extent) and understanding the biology and effective control methods for the species causing the infestations. Treatment with an appropriate method for the particular species followed by semi-annual and annual monitoring to document reoccurrences is an important first phase of weed management. Restoration and reseedling of treated areas is a critical final step to stabilize the area and provide native vegetative cover that will out compete new weed infestations.





*Image above (top): Before restoration.
Image at right: Restoration activities.
Image above (bottom): After restoration.*



Restoration and Rehabilitation

Recovery of eroded lands is necessary to prevent further loss of resources, improve habitat, improve aesthetics, control invasive vegetation, and stabilize areas for trail and recreation facility development. Restoration of native vegetation can be accomplished through an aggressive weed treatment and management strategy that incorporates vegetation seeding and planting as necessary. Supporting native vegetation communities reestablishes important browse material for migrating big game, provides habitat structure for small mammals and migratory birds, and increases the prey base for resident and migrating raptors. In addition, off trail use, unauthorized vehicle use, and access of streams and drainages throughout the park often creates erosion concerns within the watershed. These activities impact water quality through increased sedimentation due to bank destabilization and reducing habitat provided by the riparian corridor. Restoration of the creeks and drainages can be accomplished using a targeted strategy of re-contouring eroded areas and installation of stabilizing vegetation such as red osier dogwood, currant, and willow.

Water Supply and Quality

Providing water for the citizens and agriculture of the Salt Lake Valley is becoming an ever-increasing priority for planners, developers, and cities alike. WaterPro Inc. holds a controlling interest in the water within the Corner Canyon Creek watershed and has an important role in preservation of the Corner Canyon area. At the same time, Corner Canyon is a highly utilized area of the Draper Open Space and accessible to an increasing population. The need for sound watershed management is critical. WaterPro provides drinking water supply to over 7,000 households within Draper; using sources that include mountain stream water, wells, and water purchased from the Jordan Valley Water Conservancy District. Previously, dogs were allowed everywhere on-leash, except in areas adjacent to streams in the Corner Canyon Creek watershed area. This approach is inadequate to protect this critical watershed due to water pollution, social trails, off-leash users, and user-conflicts. Without more effective, proactive measures, Corner Canyon is at risk of having all recreation uses removed in the interest of water quality protection.





Geohazards

The Traverse Range is a geologically active area with a number of landslides within recent history. Erosion is a severe issue throughout the open space lands and has resulted in wide trenches that slice down hillsides, making it almost nearly impassible for all but the most nimble of individuals. Steep wash outs are common throughout the mountains and erosion has been exacerbated by unauthorized vehicles and motorcycle users. While some level of erosion is a natural process, accelerated erosion in some areas is a persistent problem that needs to be addressed to maintain the health of the watersheds throughout the open space. Debris flows, landslides, and rock falls have been mapped throughout Draper City open space.

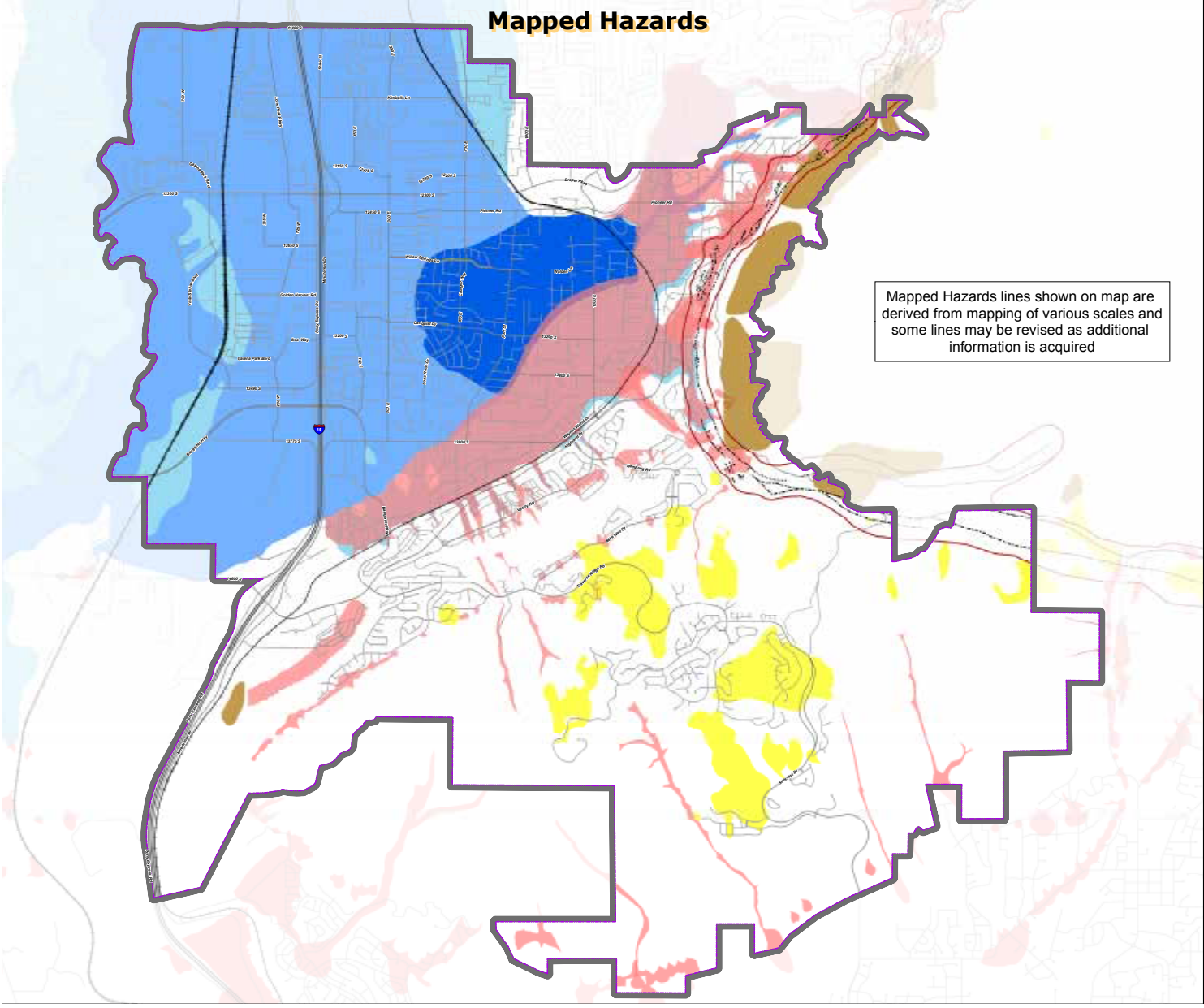
The erosion and sedimentation issue is further exacerbated by the residential development adjacent to the open space lands. Research indicates that each acre of developed land can be expected to result in the loss of 20-30 tons of soil washed from the site.



Geocuts are deep slices into the earth that show evidence of past development proposals. These geocuts are part of the geocut process to test the slope stability and are made by developers prior to building. Large existing geocuts scars remain un-reclaimed in some areas, including East Hollows, Eagle Ridge, and Maple Hollow.



Mapped Hazards



Mapped Hazards lines shown on map are derived from mapping of various scales and some lines may be revised as additional information is acquired

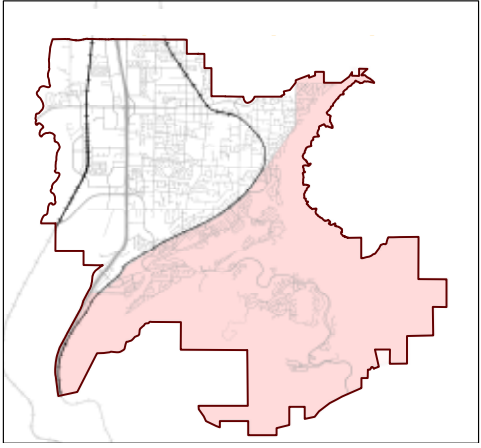
Legend

Draper City Limits	Mapped Hazards
Faults	Debris Flow
Covered Fault	Land Slide
Dip Direction	Rock Fall
Fault Study Zone	Liquefaction Potential
Inferred Fault	Very High
Mapped Fault	High
Trenched Fault Segment	Moderate
Trenches	rails

Draper City GIS & Mapping

0 2,500 5,000 10,000 Feet

Scale: 1:22,000



Draper City Geologic Hazards

Slope stability overlay

Wildlife

Draper open space provides potential habitat for hundreds of wildlife species. This is demonstrated by the habitat distribution map presented on the Utah Division of Wildlife Resource website (USDI National Biological Service and Utah State University). Some of these species may not exist throughout the open space, but according to the distribution maps are potential residents. Key species of concern include the Ferruginous Hawk, Rocky Mountain Elk, Townsend's Big Eared Bat, Western Toad, and Bald Eagle. A full list of species with suitable habitat in the Draper Open Space is presented below.



Species List

Mammals: American Marten, American Beaver, American Mink, American Pika, Badger, Big Brown Bat, Black Bear, Bobcat, Brushy Tailed Wood Rat, Cliff Chipmunk, Canada Lynx, Coyote, Deer Mouse, Dwarf Shrew, Elk, Ermine, Fisher, Golden Mantled Ground Squirrel, Hoary Bat, Hopi Chipmunk, Least Chipmunk, Little Brown Myotis (bat), Long Eared Myotis, Long Legged Myotis, Long-Tailed Vole, Long Tailed Weasel, Masked Shrew, Merriam's Shrew, Montana Shrew, Montana Vole, Moose, Mountain Cottontail, Mountain Goat, Mountain Lion, Mule Deer, North American Porcupine, Northern Flying Squirrel, Northern Pocket Gopher, Northern River Otter, Nutria, Red Fox, Red Squirrel, Ringtail, Silver-Tailed Bat, Snowshoe Hare, Southern Red-Backed Vole, Striped Skunk, Townsend's Big-Eared Bat, Uinta Chipmunk, Water Shrew, Western Heather Vole, Western Jumping Mouse, Western Small-Footed Myotis, Western Spotted Skunk, White Tailed Jack Rabbit, Wolverine, Yellow-Bellied Marmot.

Reptiles: Garter Snake, Common Sagebrush Lizard, Gopher Snake, Great Basin Rattlesnake, Greater Short-Horned Lizard, Milksnake, Ring-Necked Snake, Rubber Boa, Sonoran Mountain Kingsnake, Terrestrial Garter Snake, Western Yellow-bellied Racer.

Amphibians: Great Basin Spadefoot Frog, Northern Leopard Frog, Tiger Salamander, Western (Boreal) Toad, Western Chorus Frog.

Plants: White fir, Pinyon pine, Douglas fir, Utah juniper, Narrowleaf cottonwood, Eastern cottonwood, Quaking aspen, Coyote willow, Goodding's willow, Alder, Gambel scrub oak, Big tooth maple, Boxelder, Russet buffaloberry, Stinging nettle, Meadow rue, Western black currant, Serviceberry, Douglas hawthorn, Chokecherry, Redosier dogwood, Segó lily, Evening primrose, Yarrow, Big sagebrush, Rabbitbrush, Sagebrush buttercup, Snowberry, Horse mint, Lupine, Indian paint brush, Side-oats Grama, Blue Grama, Saltgrass, Western Wheatgrass, Slender Wheatgrass

Birds: Crow, American Goldfinch, American Kestrel, American Redstart, American Robin, Ash-Throated Flycatcher, Band-Tailed Pigeon, Belted Kingfisher, Bewick's Wren, Black-Rosy Finch, Black-Billed Magpie, Black-Capped Chickadee, Black-Chinned Hummingbird, Blue Grouse, Bohemian Waxwing, Boreal Owl, Broad-Tailed Hummingbird, Brown Creeper, Bushtit, California Quail, Calliope Hummingbird, Cassin's Finch, Chipping Sparrow, Clark's Nutcracker, Common Nighthawk, Common Raven, Common Redpoll, Cooper's Hawk, Cordilleran Flycatcher, Dark-Eyed Junco, Downy Woodpecker, Dusty Flycatcher, European Starling, European Grosbeak, Flammulated Owl, Fox Sparrow, Gadwall, Golden Eagle, Golden-Crowned Kinglet, Gray Jay, Gray-Crowned Rosy Finch, Great-Horned Owl, Green-Tailed Towhee, Hairy Woodpecker, Hammonds Flycatcher, Hermit Thrush, House Wren, Lesser Goldfinch, Long-Eared Owl, Macgillivray's Warbler, Mallard, Merlin, Mountain Bluebird, Mountain Chickadee, Mourning Dove, Nashville Warbler, Northern Flicker, Northern Harrier, Northern Pygmy Owl, Northern Saw Whet Owl, Olive-Sided Flycatcher, Orange Crowned Warbler, Pine Grosbeak, Pine Siskin, Pinyon Jay, Plumbeous Vireo, Purple Martin, Red Crossbill, Red-Breasted Nuthatch, Red-Eyed Vireo, Red-Naped Sapsucker, Red-Tailed Hawk, Rock Wren, Ruby-Crowned Kinglet, Ruffed Grouse, Rufous Hummingbird, Sage Thrasher, Sharp-Shinned Hawk, Snow Bunting, Spotted Towhee, Steller's Jay, Swainson's Hawk, Swainson's Thrush, Townsend's Solitaire, Townsend's Warbler, Tree Swallow, Turkey Vulture, Vesper Sparrow, Violet-Green Swallow, Virginia's Warbler, Warbling Vireo, Western Kingbird, Western Screech-Owl, Western Tanager, Western Wood Pewee, White-Breasted Nuthatch, White-Crowned Sparrow, White-Throated Sparrow, White-Throated Swift, Williamson's Sapsucker, Wilson's Warbler, Winter Wren, Yellow Warbler, Yellow-Rumped Warbler.

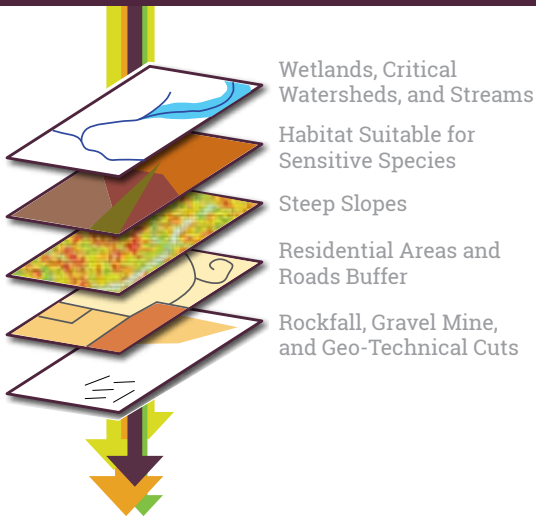
Invertebrates: Mitered Vertigo.

Insects: Many species present, documentation has yet to be conducted.



NATURAL RESOURCE SENSITIVITY

To begin understanding potential management zones, key resources are layered as an indicator of natural resource sensitivity. These datasets were combined to produce a heat map.

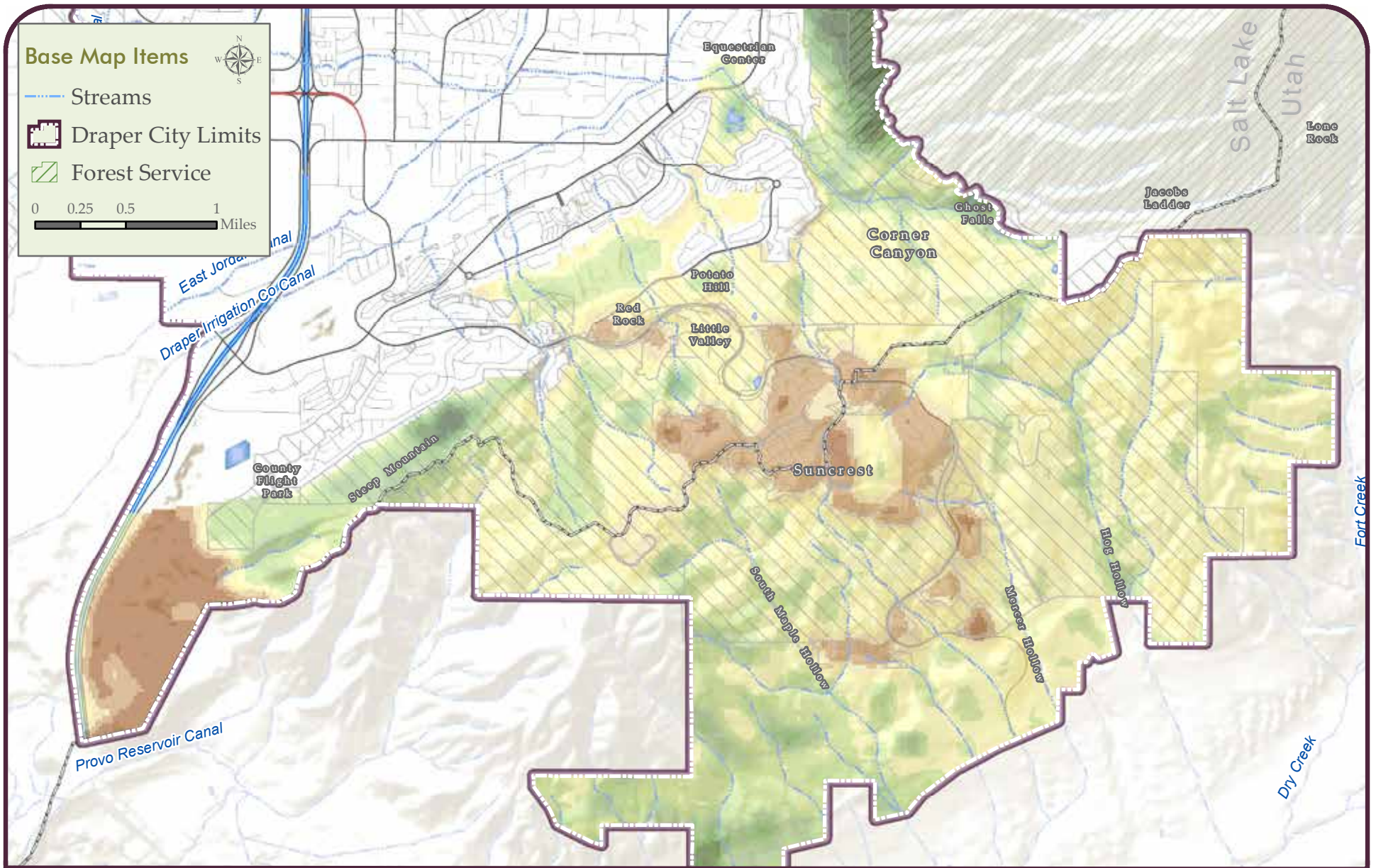


Natural Resource Sensitivity Analysis

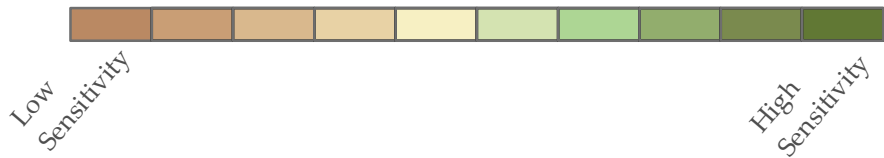
In order to begin understanding future management strategies and influences, key resources were layered as an indicator of natural resource sensitivity. These datasets were combined to produce a heat map of areas ranging from low sensitivity to high sensitivity. Areas of low sensitivity are locations that have already been impacted by development such as residential development and mining. Areas of high sensitivity have the greatest natural resource value (see Natural Resource Sensitivity Map).

NATURAL RESOURCE SENSITIVITY MODEL PARAMETERS

RESOURCE	DATASET	SOURCE OF DATA
Sensitive Species: Threatened, Endangered, and Sensitive (T&ES) wildlife, fish and plant species of concern for State or Federal agencies. Based on habitat distribution and vegetation types. Not all will occur in study area though suitable habitat likely exists.	Based on Vegetation or T&ES identified ranges	Gap Analysis Program (GAP) land cover (based on the NatureServe Ecological Systems Classification), Natural Heritage Program, and iPAC vegetation and habitat data
Wetlands- 100' buffer: Wetland and supporting communities.	Wetland inventory See Water Resources Map	National Wetlands Inventory
Streams -100' buffer: Indicates riparian areas and water source for wildlife. Perennial and intermittent.	Hydrography inventory See Water Resources Map	National Hydrography Dataset
Critical Watershed Areas: Drinking water protection zones in Corner Canyon.	Corner Canyon critical city watersheds layer	City
Slopes > 50%: Steep slope is an indicator of trail construction feasibility, erosion potential, and maintenance sustainability.	Slopes clipped and selected	Digital elevation model provided by City
Beyond 200' of Residential Areas: Core habitat values increase in proportion to distance from residential areas, which are a source for social trails, weeds, light pollution, and pets (predators).	Parcel data	City
Beyond 200' of Roads: Core habitat values increase in proportion to distance from roads, which present mortality risks, weeds, noise and light pollution.	Road data	City
Rockfall Areas: Rockfall areas based on the Geologic Hazards Ordinance indicate potential maintenance and safety risks.	City Geologic Hazard Ordinance Data	City
Gravel Mine and Geo-tech Cuts	Aerial Maps	



Legend



NATURAL RESOURCE SENSITIVITY

Date: 4/26/2016





LAND MANAGEMENT

Population growth regionally and within Draper, which is slated to double by 2040, creates an increase in the demand for recreation resources. With this demand and increasing adjacent populations comes land management needs and issues.



Wildland Urban Interface and Wildfire

Wildfire is a naturally occurring and necessary element of a healthy ecosystem. However, the number of catastrophic fires has increased in recent years as a result of drought, invasive weeds, fire suppression and potential climate changes. Steep topography adds to the increased vulnerability of development in the Traverse Mountains; hot air, eventually followed by flames, moves up slopes and winds can cause fires to be spread faster through canyon landscapes. Most open space vegetation classes historically burn every 40-50 years to remain healthy, with some pockets within the 6-10 year mean fire return interval as shown on the Wildfire Return Interval Map. This is to be expected and if managed at a low intensity can greatly benefit vegetation communities.

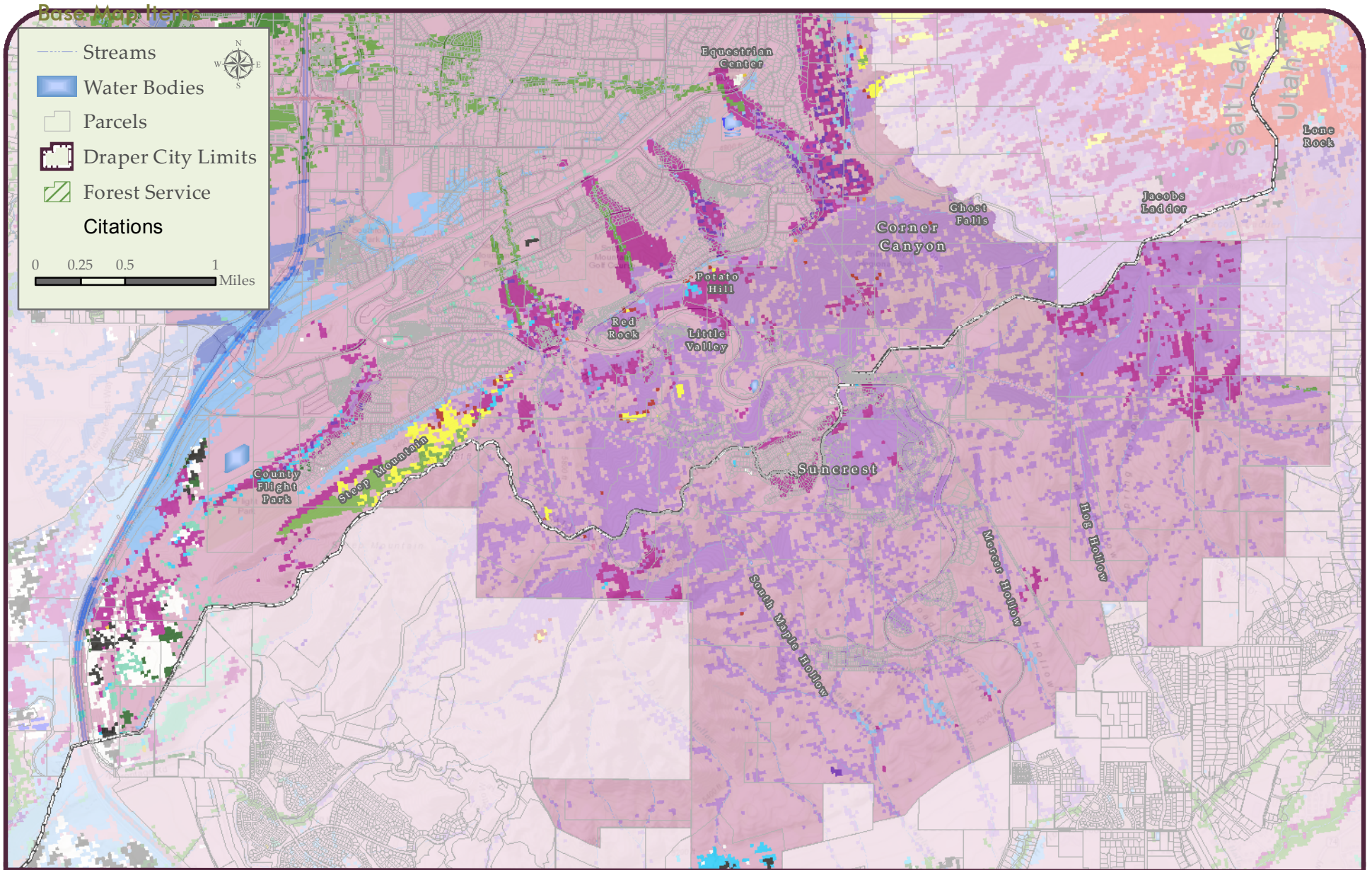
Wildfire, a necessary element of a healthy ecosystem, is increased by topography which increases vulnerability of homes in the wildland urban interface.



In recent years, three fires have moved through the City's open space, including the Corner Canyon Fire (2008), Bell Canyon Fire (2011), and Orson Smith Fire (2014). Significant damages to signage and the natural environment have occurred. Subsequent debris flows and erosion, especially on steep slopes, cause additional issues post fire. The City and the U.S. Forest Service, along with volunteers, have worked to rehabilitate the open space after these fires.

Wildfire has been a continuous challenge wherever human habitation and natural vegetation overlap. In recent years, property damage has increased as a result of development encroaching into areas with natural vegetation and plant communities that pose an increased risk of wildfire. A desire to live near open space and recreation opportunities has led to many homes and subdivisions being built near Draper's properties. The area where development and natural areas intersect is called the wildland-urban interface (WUI). Homes located within the wildland-urban interface are at greater risk to fire, especially if firewise planning and mitigation efforts have not been implemented. Firewise planning involves taking actions to remove vegetation close to homes, siting homes properly, and the use of fire proof building materials. Utah State University Extension provides additional resources for homeowners.¹ A Wildfire Community Prevention Plan (WCPP) for Suncrest was completed in 2014. Suncrest obtained a state grant for initial implementation projects. Unified Fire Authority assists Suncrest HOA with fuel reduction and education. Firefighting access through subdivisions, along trails, and to remote parts of the open space is necessary to effectively control wildfires.

¹ <http://extension.usu.edu/files/publications/publication/FirewiseLandscaping2012.pdf>



Legend

Mean Fire Return Interval



WILDFIRE RETURN INTERVAL

Date: 11/20/2015



Eventually

Draper's open space will be surrounded by thousands of homes in four cities.



Adjacent Development and Encroachment

With the exception of National Forest and Lehi open space lands, residential subdivisions currently or eventually will nearly surround the open space, as shown on the Adjacent Land Use Map in Chapter 1. Development within or adjacent to a natural area fragments habitats and impacts wildlife, regardless of whether the natural area is conserved as open space.

When walking along the boundary of developed areas, it quickly becomes apparent to even a layperson that development has a profound effect on the ecological health of adjacent open spaces. Roads, drainage and utility infrastructure, stormwater runoff, weeds, and people all emanate from adjacent neighborhoods. Multiple social trails originate at backyard gates and neighborhood streets. Domesticated pets hunt wildlife and have a direct effect on avian and amphibian diversity. Although developers make efforts to mitigate adverse effects, there is only so much that can be accomplished when construction occurs adjacent to sensitive areas. There is also a history of homebuilders and homeowners dumping, grading, or failing to install adequate erosion control on or adjacent to open space. Developers are responsible until the construction bond is released. After that, it becomes the responsibility of individual property owners or homeowner associations to take a proactive role in stewarding adjacent open space. Most encroachment problems do not happen during development stage, but during the individual yard landscaping stage by homeowners or landscapers, of which the city has little knowledge.



Following completion of subdivision development in the Traverse Mountains, additional encroachment into open space has become routine. Fences, basketball courts, and even pools have been built on open space. Enforcement includes annual aerial inspections, notification, fines, and homeowner removal of the encroachments.

Unauthorized and user-created access from side streets and backyards remains a challenge. This is exacerbated when directional signage to authorized access points is lacking, even though City trail maps show these access points. Access points through subdivisions tend to increase on-street parking, drawing complaints from neighbors. The lack of signage and information creates difficulty and confusion for the users and neighbors.



Trespassing and OHV Use

Due to the open space's highly erodible soils, significant damage by Off-Highway Vehicle (OHV) use is obvious. As vegetation is removed by OHVs, erosion from water runoff increases, resulting in extensive scarring of hillsides. Abandoned Widomaker Hill Climb scars are still evident even after decades. For these reasons, OHV use is prohibited by City ordinance, by the Corner Canyon Conservation easement, and by the Forest Service on adjacent lands.

Many informal roads enter the property via adjacent, undeveloped properties. Efforts have been made to prevent OHVs from entering open space and the Police department has made efforts to ticket offenders for trespassing. Continued OHV use poses a threat to soils, wildlife and their habitats, and the recreational experience.

Littering, Vandalism, Shooting, and Other Unauthorized Activities

Trash disposal and dumping is another challenge. Adjacent construction sites are sources of scrap building materials which are often found on adjacent open space. There are multiple accounts of individuals disposing of large amounts of scrap, yard debris, and garbage on open space. Drink containers, food wrappers, and other litter follow recreationists. Without adequate enforcement, shooting is commonplace. Even marijuana groves have been confiscated on open space.



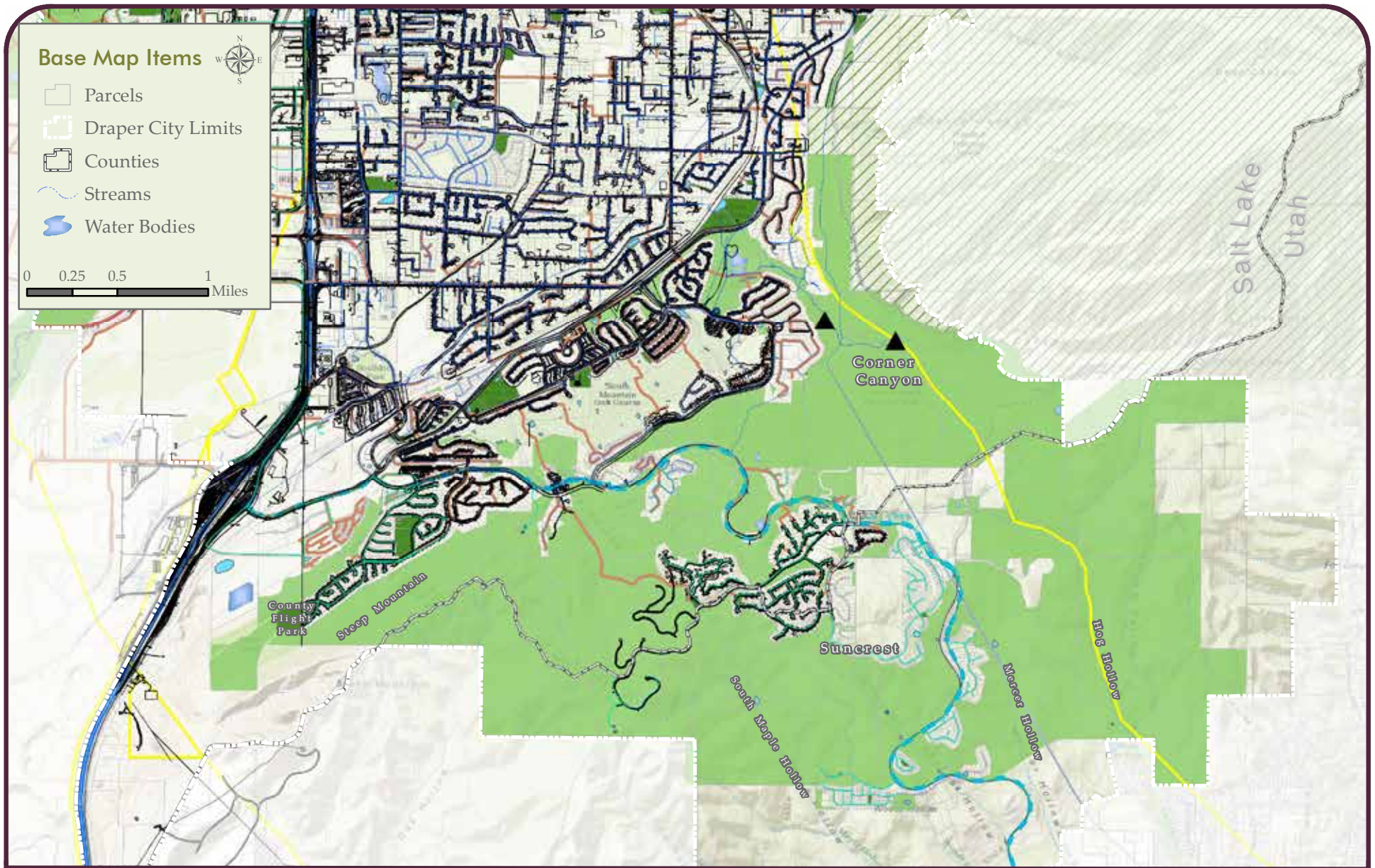
Utilities and Encumbrances

The original 1,021 acres of the former Corner Canyon Regional Park is governed by a conservation easement held by Salt Lake County. Development and management of these acres are subject to approval of the County. Decisions that impact the land are to be made by mutual agreement. The management principles and the intent of the agreement has been carried over into this plan. Properties purchased by the City include preexisting rights such as reserved rights of use, existing rights-of-way, and existing easements. These are shown on the Encumbrances and Easements Map. Open space purchased from Suncrest in particular contains electrical, water, and sewer infrastructure along with what would have become roads, such as the extension of Deer Ridge Drive. Brookside Drive is a fully installed collector-level road with utilities that represents an opportunity to accommodate a high level of recreation use. Planning for conservation and recreation use on these properties is influenced by these rights or previous infrastructure.



Existing Encumbrances

- An existing Questar Gas pipeline traverses the open space through Corner Canyon and down Hog Hollow into Highland City. The gas pipeline is being replaced in its entirety. The City is working with Questar in its placement and reclamation. The pipeline may require maintenance or repairs in the future, which requires that vehicle access be maintained. Recreational trail use of the pipeline access road is being incorporated at locations that are sustainable, including the development of a paved trail from the Equestrian Center to the Metro Water land.
- Metro Water holds fee title property in the Silica pit area. Their aqueduct and easement extends north of their property along the east bench to Sandy City. The aqueduct extends south of the property through the mountain in a tunnel to Highland City. They own fee title of the corridor above the tunnel. Metro Water requires vehicular access to their pipeline and tunnel for maintenance. They also require the use of their lands for construction staging and emergency incident response, which may require significant reconstruction of recreation facilities. In 2012, the City entered into an agreement with Metro Water, which allows public trail use of its land and corridor. Any new facilities, such as trails, signage, trailheads, etc., will require approval by Metro Water.
- Draper Irrigation Company (WaterPro) holds fee title property, easements, and rights in Corner Canyon for the protection and collection of water. They own, maintain, and retain access to two diversion structures, a large underground water storage tank, and pipelines in the lower Corner Canyon area. In addition, they hold two hundred foot wide easements centered on the major creek courses within the Corner Canyon watershed.
- Existing South Valley Improvement District sewer lines and easements are located in various locations in the open space. These locations include north Maple Hollow, Mercer Hollow, and Woods Hollow.
- Existing city storm drainage facilities, including detention basins and drainage pipelines are located in several locations in the open space. These locations include Little Valley, Coyote Hollow, Corner Canyon, South Maple Hollow, Woods Hollow, Mercer Hollow, and Hog Hollow. Some of these facilities have created erosion issues, especially in Coyote Hollow and South Maple Hollow. An evaluation should be conducted to mitigate existing problems and help prevent future impacts.
- Existing city culinary water facilities, including pump stations, tanks, and pipelines are located in several locations in the open space. These locations include the West Bluff area and along Deer Ridge Road. Maintenance access to these facilities shall be maintained.



Legend

- | | | | |
|-----------------------------|------------------------|-----------------------|------------------|
| ▲ Water Diversion | ∕∕∕ Distribution_lines | ■ Water Tank | ▨ Forest Service |
| ∕∕∕ Waterpro Waterlines | ∕∕∕ Questar Gas Line | ■ Water Pump Stations | ■ Parks |
| ∕∕∕ Municipal Waterlines | ∕∕∕ SV Sewer Lines | ■ Detention Basin | ■ Open Space |
| ∕∕∕ Traverse Water Mainline | | | |

ENCUMBRANCES AND EASEMENTS

Date: 4/26/2016





The Traverse Mountain Range is a regional attraction for mountain bikers, equestrians, hikers, and hang gliders. Generations of citizens of southern Salt Lake County and northern Utah County have depended on its bordering wild lands for watershed, livestock grazing, mining and timber.

WHO USES CITY'S OPEN SPACE?

Draper City

45,285 residents

Salt Lake County

1.08 million residents

Utah County

551,891 residents

Use of open space is anticipated to increase proportionately

[Our population will **double** by 2040.]

RECREATION MANAGEMENT

Demands and Trends

Draper Open Space is becoming known statewide and even nationally for outstanding outdoor recreation for a variety of experiences. On any given visit, you may come upon a group of hikers, runners, mountain bikers, horseback riders, hang gliders, photographers, or families enjoying the great outdoors. According to the 2014 Utah Statewide Comprehensive Outdoor Recreation Plan, walking for pleasure or exercise, hiking or backpacking, and camping were consistently mentioned as recreational activities that residents participate in most regularly. Approximately 79 percent of Utah is under public ownership with many diverse recreational opportunities on Bureau of Land Management, U.S. Forest Service, and National Park Service lands. However, it is local and regional parks that account for the most visitors per acre.



The types of recreation evolve over time. Mountain biking, hang gliding, racing events such as adventure racing (multi-disciplinary sporting event often with obstacles and navigation) and triathlons, are soaring in popularity not only locally but nationally. Changes in technology and declining costs enable entry into new sports, such as geocaching or flying drones. It will be necessary for the City to review and respond to changing recreational preferences, determine which uses are appropriate on open space, and review the regulations that guide these uses to ensure they are not in conflict with current recreation use.



With over 40 million dogs residing in the US and nearly 50% of households having one or more dogs, recreation with dogs is ever popular. It is no surprise that managing dog use on open space properties has become a vexing issue for many land management programs.

The Outdoor Foundation studies participation in non-motorized outdoor recreation. The Foundation’s 2015 Topline Report indicated that nearly half of all Americans (48.4%), participate in outdoor recreation activities². There has been a slight decrease in participants over the past year and the number of outings continues a marginal downward trend over recent years. Activities with the greatest participation continue to be biking, fishing, hiking, and camping. However, camping and fishing, along

with hunting and downhill skiing/snowboarding, have seen a downward trend over the past 3 years.

TOP OUTDOOR ACTIVITIES GROWING NATIONWIDE

ACTIVITY	PARTICIPATION
Adventure Racing	38%
Non-traditional/Off-Road Triathlon	34%
Traditional/Road Triathlon	19%
BMX Bicycling	16%
Traditional Climbing	16%

² The 2015 Outdoor Recreation Participation Topline Report is available at <http://www.outdoorfoundation.org/research.participation.2015.topline.html>

“Corner Canyon Trails Foundation recognizes the value that the purchase of Corner Canyon and the additional acreage of open space provides to Draper citizens and the surrounding communities. Our foundation is committed to supporting Draper City in the development and maintenance of trails in Corner Canyon and surrounding open space areas with the purpose of providing healthy outdoor lifestyle choices for individuals and families to enjoy.”

- Bill Becker, Chair, Corner Canyon Trails Foundation

TRAILHEADS AND TRAIL SYSTEM

Since the adoption of the Corner Canyon Regional Park Master Plan, several recreational facilities, including trails and trailheads have been developed. See Chapter 3 for a table of existing and proposed trailheads and trails.

Trailheads

Currently, fifteen trailheads, along with one county park, have been built to accommodate the growing number of users. One trailhead was planned prior to this plan update. Proposed improvements to trailheads and potential new trailheads are described in Chapter 3.

Trailheads are categorized as primary, secondary, and neighborhood access points. Many parks serve as trailheads and offer more developed facilities such as restrooms, drinking fountains, larger parking areas, playgrounds, and sports fields. Popular trailheads also function as a day-use facility with groups spending several hours at a site and preparing meals, etc.

Trailheads are both a measure for and a method to manage carrying capacity. Many trailhead parking areas are full by 10am and stay full until 4pm. As a result, there is constant pressure to increase the size of parking areas to accommodate ever larger numbers of vehicles. This plan recommends several ways to address demand in Chapters 3 and 4, including increasing the size of a few trailheads, creating new access points, and using social media to inform users of trailhead conditions.

Unique trailheads include Andy Ballard Equestrian Center, which features extensive parking and a riding arena, as well as a few stalls for horses. Adjacent to the Equestrian Center is the Draper Cycle Park, which features a short-track mountain biking course, pump track, jump lines, and strider course. This is a popular place to learn new skills and begin a mountain bike ride. Because of their close proximity and high level of use, communication and programming the use of each site is necessary to reduce schedule and user conflicts.





Trails

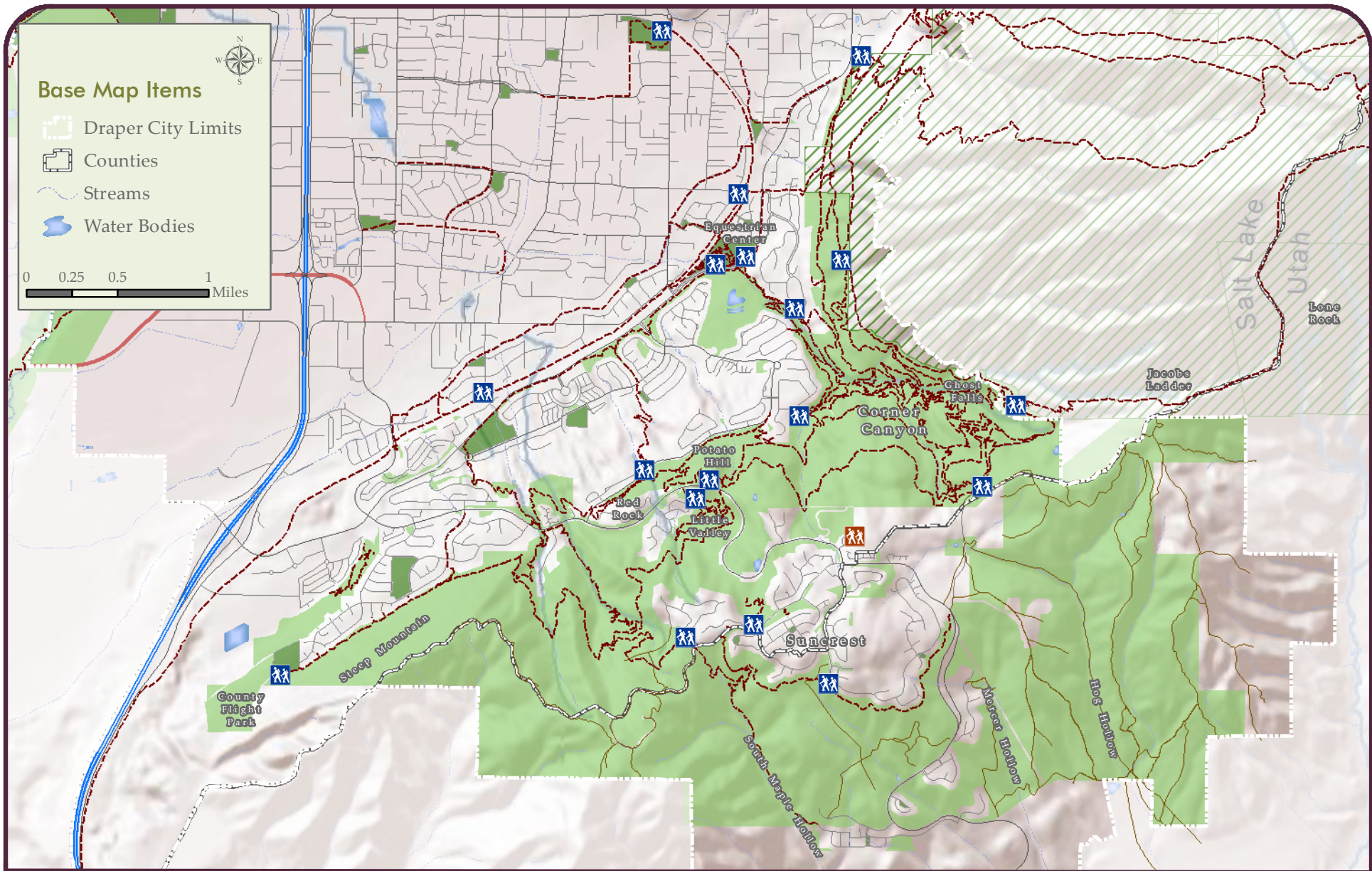
The roughly 53 miles of primitive trails within the open space system connect to a network of on-street trail, sidewalk and bicycle facilities throughout Draper City. A complete inventory of existing paths and trails is provided in Chapter 3, along with notes on the trail surface, types of uses allowed, and proposed improvements.

Most trails are multi-use and are intended to accommodate all users, an approach that works well when trail etiquette is followed and speeds are low. With increasing demand and diversity of uses, user conflicts also increase. Conflicts between mountain bikers and equestrian/hikers are the number one issue expressed by the public.








The City and its partners have been working in earnest to alleviate user conflicts through a variety of means: posted signs, use restrictions, user-specific trails, Trail Ambassador Program, and better trail designs. For example, a 7.5 mile loop trail takes mountain bikers up the canyon to Peak View Trailhead via Canyon Hollow Trail and descends back to the Equestrian Center via Rush Trail.

The demand for new trail connections and diversity of trails is extremely high. This plan attempts to balance demand with natural resource values and user experience. Connections to existing and planned on-street and neighborhood access points need to continue to be established over time. The recently acquired areas contain remnants of natural surface roads. Some of these will be converted to trail uses, serve as maintenance access, and others will be reclaimed as proposed in Chapters 3 and 4.





Legend

-  Existing Trailhead
-  Existing Trails
-  Forest Service
-  Pending Trailhead
-  Dirt Road
-  Parks
-  Open Space

EXISTING TRAIL SYSTEM

Date: 11/20/2015



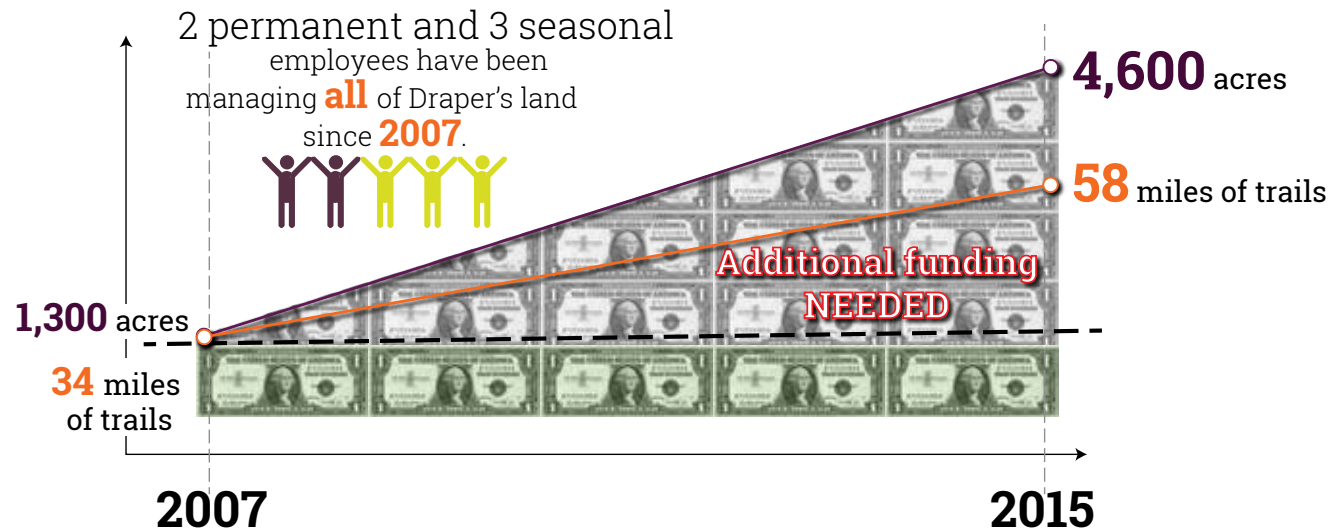


Existing Staffing

Operation and Maintenance Staff

In 2007, after the City acquired the Corner Canyon property, 2 full time and 3 seasonal staff were hired to preserve, maintain, and secure the open space. The City Staff is responsible for building trails, maintaining facilities, overseeing volunteers, and all aspects pertaining to open space.

True Costs



"I am completely blown away by what our friends in Draper have accomplished since our initial visit 4 years ago... I could go on all day about what the city, individuals, and groups have created."

- Joey Klein, Trail Specialist, International Mountain Bicycling Association

Draper's open space runs off the **same budget** and **same amount** of staff to manage **3x more land**.

Enforcement

Enforcing ordinances and policies to protect the open space is crucial. The current enforcement model relies heavily on self-governance, followed by the volunteer Trail Ambassador program, and with enforcement by Draper City Police. The US Forest Service relies almost entirely on Draper for policing, identifying issues, and trail design and construction. The City maintains all trails in Corner Canyon and the Bonneville Shoreline Trail (BST) even if they lie on USFS lands.

In the early years of the open space program, a reliance on self-governance was sufficient. As use levels increased, the City sponsored a Trail Ambassador Program, which has achieved some measure of success. At today's use levels – and anticipating even greater use – relying solely on a volunteer program for enforcement is inadequate on many counts: in staffing, the number of volunteers, the hours volunteers are available, and the absence of enforcement authority. Police respond to calls on an as needed basis, and in relation to other priorities. There are limited dedicated resources to proactively patrol, deter, or enforce City ordinances. Police report that the most calls are for dogs in the watershed and mountain bike behavior. Other common issues include underage drinking/smoking, motorized vehicles, camping, homeless users, wildlife damage, vandalism, and to a lesser extent injuries, search and rescue, and suicide.

The 2006 Master Plan recommended two dedicated police officers and they were granted by City Council. Unfortunately they were reassigned elsewhere because of budget pressure and triage needs. Police capacity for responding to dog calls via Animal Services is constrained as only two animal control officers are available to cover issues city-wide.

Trailheads and trails should be designed with search and rescue and wildfire response in mind, while limiting unauthorized motorized uses. Where appropriate, some future trails should be wide enough to accommodate trucks or side-by-side utility vehicles (UTVs). Trails can also serve as firebreaks or serve areas that require wild fire fuel mitigation.

Existing ordinances may be inadequate and should be reviewed by staff and the PRT Committee as part of plan implementation. Existing ordinances prohibit the following activities:

- Motorized use: ATV's, motorcycles, off-road vehicles, or street-licensed vehicles
- Smoking / Campfires
- Shooting / Hunting
- Camping
- Dumping Trash
- Building or Making New Trails





Volunteer Program

Draper City has a volunteer program to assist with construction and maintenance of the trail and open space system. The program is overseen by a seasonal full-time staff member. Over the past fifteen years, many groups have been recruited and utilized on projects, including Eagle Scout, corporate, and church groups. Since tracking begun four years ago, there have been over 20,000 volunteer hours worked by 5,000 volunteers. Much of the work completed by volunteers is done with hand tools and is extremely hard work. Volunteers have completed projects such as trail building, bridge building, fence building, trail maintenance, and other activities associated with the city's expanding trail system.



Corner Canyon Trails Foundation

The Corner Canyon Trails Foundation (CCTF) is an organization dedicated to promoting safe and quality trails. CCTF was organized in 2012 by trail enthusiasts. CCTF is a nonprofit trail advocacy group which promotes non-motorized use of Draper trails. They work with government entities to ensure safe and quality trails. Since its inception CCTF has provided roughly \$40,000 worth of trail construction and maintenance. In addition to their fundraising and trail efforts, their website includes information on the trails throughout the open space.

Trail Ambassadors

The mission of the Draper Ambassador Program is to provide a friendly and positive experience to all users of our trails. Their purpose is to answer questions and provide information to the users. The Trail Ambassadors assist in being the eyes and ears on the trail and to help educate the public. The goal is to support the open space's many users to co-exist peacefully and to help out in being good trail stewards. Trail Ambassadors are also trained to report trail conditions, illegal activities and help police and fire departments if needed.



Volunteers

Trail Foundation



5,000 **20,000**
volunteers hours donated
in the past 4 years

40,000
worth of trail
construction
& maintenance

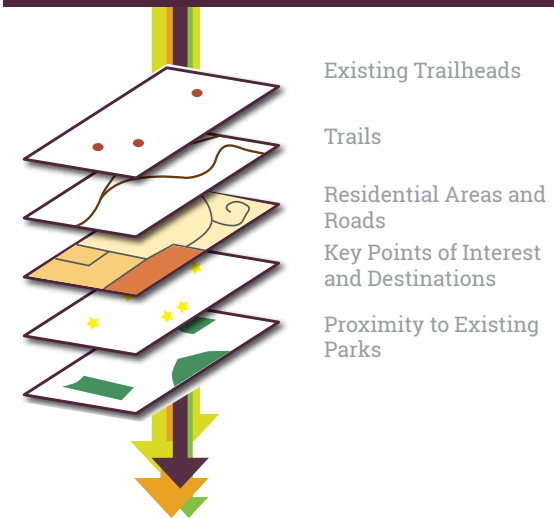
CURRENT RECREATION DEMAND ANALYSIS

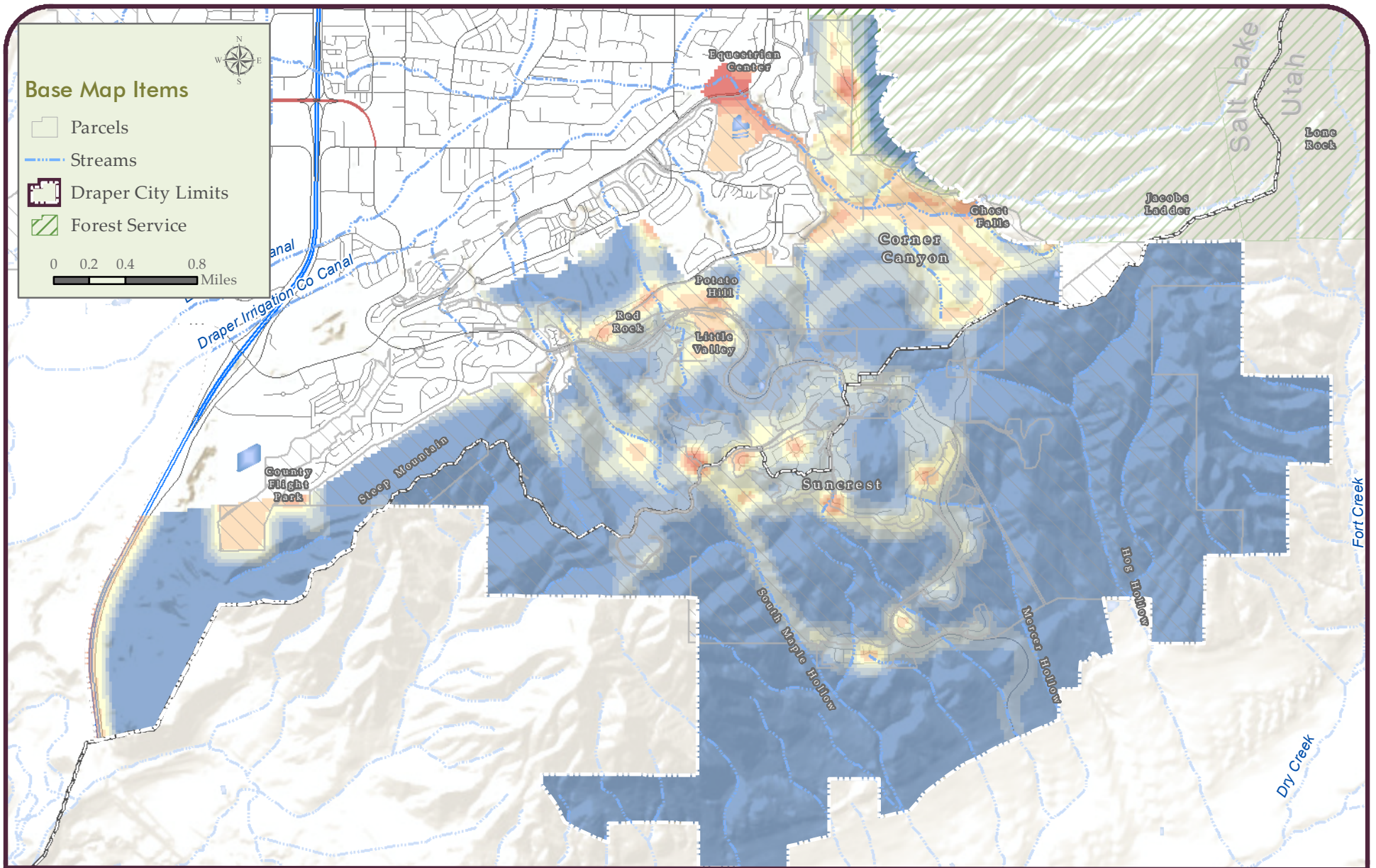
To begin understanding future management strategies and influences, key resources were layered as an indicator of current recreation demand. These datasets were combined to produce a heat map of areas ranging from low demand to high demand (see Recreation Demand Map). Areas of high demand included current trails and trailheads, key points of interest and proximity to existing residential development.

RECREATION DEMAND CRITERIA TABLE		
RESOURCE/CRITERIA	DATASET	SOURCE OF DATA
Proximity to existing Trailheads - 200' buffer Primary location of development	Trailhead locations layer	City
Within 200' of Residential Areas Location of intense pressure	Parcel data	City
Within 50' of Roads Location of existing disturbances/travel patterns: paved roads plus Corner Canyon Road	Road data	City
Within 100' of Existing System Trails Location of existing disturbances/travel patterns	Trail layer	City
Key Points of Interest - 500' buffer Highly demanded recreational experience <ul style="list-style-type: none"> • Silica Pit • Ghost Falls • Red Rock • Potato Hill • Crest of Steep Mountain (Hang gliding jumping-off point) • Top of Deer Ridge Drive • Other High Points • Entrance Points to National Forest 	Points of interest layer	City
Proximity to Existing Parks - 200' buffer Gateways to open space	Parcel data	City

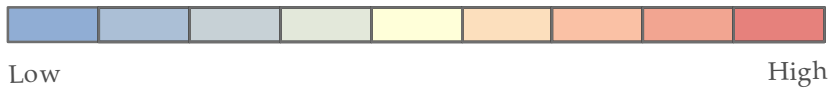
POTENTIAL MANAGEMENT ZONES

To begin understanding potential management zones, key resources are layered as an indicator of current recreation demand. These datasets were combined to produce a heat map.





Legend



CURRENT RECREATION DEMAND

Date: 12/22/2015





Chapter 3

Systemwide Recommendations

WHY OPEN SPACE?

Chapters 1 and 2 highlighted how important open space, scenic beauty, wildlife, and outstanding recreation opportunities are to the daily life of Draper residents, business owners, employees and neighbors. The benefits – both quantitative and qualitative – are innumerable. Having fun in the outdoors improves our health and grows our economy. This quality of life and active living lifestyle is particularly attractive to companies and their employees looking to relocate. Outdoor recreation in Draper is a significant and growing part of the local economy, contributing well-paying jobs for highly skilled workers and a tax base that funds essential services.

Draper residents and City Council have acted with initiative and vision in conserving 4,600 acres of the Traverse Range to date. This handsome endowment will bring an enviable annual return on investment, so long as its non-renewable resources are conserved for future generations.

OPEN SPACE:

- Strengthens family relationships
- Expands educational opportunities
- Preserves local heritage
- Contributes to employee recruitment and retention
- Protects habitat for threatened and endangered plants and wildlife
- Sustains wildlife corridors and linkages
- Mitigates geohazard risks such as landslides
- Economic benefits to surrounding property owners
- Helps promote healthy lifestyles



Long-time trail advocates, Clark Naylor and Ann Parr, at Corner Canyon Celebration (November 5, 2005)

As described in Chapter 2, the land base and natural resources of the city's open space can sustain a finite level of recreational activity. The rugged topography and oak canopy has the capability of dispersing the impact of large numbers of people, but the opportunity for solitude and avoidance of conflicts between recreation uses is becoming limited. Development of recreation facilities and access to the open space should consider the impact of people on a setting with relatively fragile soils. Planning should also consider the recreational experience that users of a natural area park expect.

Also notable is the fact that most of the land within the open space system has value for wildlife. Habitat management and habitat improvement will be addressed throughout the area. Damaged areas of the landscape should be repaired, and care shall be taken to design sustainable facilities with little disturbance to the landscape.

This chapter begins with two foundational elements: a conservation mechanism that will help protect open space resources in perpetuity, and a management zoning philosophy that underlies all of the initiatives. It then proposes eight top initiatives that will safeguard and maximize the open space's return on investment.

PERMANENT PROTECTION

The 2006 Corner Canyon Regional Park conservation easement defined a fundamental goal to retain Corner Canyon in a natural condition. All plan recommendations for properties within the Corner Canyon Conservation Easement will comply with the parameters established in the Corner Canyon Purchase Agreement and the Corner Canyon Conservation Easement. Decisions that will impact the land and the character of Corner Canyon will be made by mutual agreement of the County, the City, and others with a retained interest in the property.

In 2012 the City purchased 2,400 acres from the bank that held Suncrest's indebted properties and recommended further study (i.e., this Plan) to define its suitability, opportunities, and constraints as open space. Since 2012, approximately 35 acres have been deeded to others for private development. This plan recommends protecting the Suncrest property's conservation values in perpetuity through a conservation easement, similar to that placed on Corner Canyon, in cooperation with a third party such as Salt Lake County or Utah Open Lands. Until conservation easements have been executed for the Suncrest purchase and lands dedicated through the development approval process, the land should be managed in a manner consistent with the Corner Canyon Conservation Easement.

The conservation easement for Corner Canyon Regional Park dictates “low intensity” public use for recreation purposes, defined in the 2006 Master Plan as equestrian, hiking, mountain biking, geo-caching, cross-country skiing, snowshoeing, picnicking, nature study, and wildlife viewing. For the Suncrest properties, this list should be broadened to include low impact concessionaire activities (subject to a lease agreement with the City), commercial events and festivals (subject to special use permit). These are further described in this chapter under Initiative #7: Opening New Opportunities. All public use of open space is intended to be subordinate to resource preservation.

Facilities that will support these uses include natural surface trails, paved trails designed for ADA compliance, trailhead parking facilities, non-obtrusive signs for orientation and interpretation, minor road connections, trail bridges, gates, fencing, public restrooms, drinking water, picnic tables, and picnic pavilions. The conservation easement should envision and allow for a visitors center building with exhibits and programs that explain the conservation values of Draper open space.

Prohibited public uses would include, but are not limited to, motorized vehicles (maintenance and enforcement uses being excepted); paint ball games; disturbance or removal of plants, animals, or geologic features; swimming, wading, or other contact with waters of the Corner Canyon watershed; livestock or pets out of the control of their owners; trapping; and recreational shooting.

In recent years, the general public has become much more aware of the impacts of residential and commercial development on environmentally sensitive lands. There is a growing trend to promote development options that encourage sensitive, sustainable development which protects critical landscapes and habitat. Adjacent private parcels that remain in a forested and undeveloped condition should be considered for dedications, acquisition or conservation easements with willing owners to conserve natural resources, expand the open space system, and protect the contiguous watershed and viewshed. There may be local recreation opportunities within the privately owned 80-acres known as the “shoebox.” These 80-acres do not connect to any other publicly owned land, and public road access is limited. Therefore no regional recreation is anticipated to occur there.

A Return on Investment

Outdoor recreation in Utah alone generates

\$12 billion in consumer spending;

122,000 direct Utah jobs;

\$3.6 billion in direct wages and salaries; and

\$856 million in state and local tax revenue.

https://outdoorindustry.org/images/ore_reports/UT-utah-

EXPANDING THE OPEN SPACE SYSTEM

Remaining undeveloped private lands adjacent to existing open space will be considered as prime candidates for protection. Preferred methods of conservation are conservation easements, donations, fee-simple acquisition, or dedication as development occurs. All voluntary transactions will only occur with willing landowners. The development approval process allows for City and public feedback on the environmental sensitive lands that may be conserved.



Guiding Principles of the Corner Canyon Conservation Easement

Draper City grants Salt Lake County the right to preserve and protect the conservation values of Corner Canyon in perpetuity.

The property will be retained predominantly in its natural, open space condition.

Draper and Salt Lake County will prevent any use of the property that will impair or interfere with its conservation values.

Use of the property is confined to activities that are consistent with the conservation easement and inconsistent uses are prohibited.

Prohibited uses include residential activities, communications towers and devices, septic systems, mineral development, changes in the general topography of the landscape, waste disposal, industrial and commercial activities, game farming, feed lots, large signs and billboards, alteration of watercourses, conversion to non-native vegetation, disturbance of ecological features, off-road vehicles, trapping of animals, storage of property, or leases of the property.

Draper may develop low intensity recreation facilities including trails, trailheads, trail bridges over creeks, gathering places, public restrooms with utility connections, and a visitor interpretive center to explain the conservation values of the property.

Draper may maintain, replace, and repair existing facilities, such as roads and fences, so long as they are retained in their original size and location. Fences may not interfere with wildlife. Additional roads and fences to serve the purposes of the conservation easement require the approval of Salt Lake County.

Facilities constructed or maintained may require a defensible space for fire protection. Use of agricultural chemicals is restricted.



Photo by J.B. Wagner

How are Lands Voluntarily Conserved?

Draper has used two basic approaches in creating one of the largest municipal open space systems in Utah: fee-simple acquisition (Corner Canyon and Suncrest) and development dedications.

Fee-Simple Lands are purchased by a local jurisdiction from a willing seller, are generally open to the public, and provide a variety of non-motorized recreational activities.

Development Dedications occur when the City and a developer agree to permanently set aside land as part of a development agreement. Many dedications in Draper have only offered up the least developable portions of a property – the steep, filled, wet or degraded lands that the developer does not want to be responsible for. Strengthening development regulations or providing density-bonus incentives can help conserve the most valuable habitats and improve recreational opportunities.

In the future, two other mechanisms should be explored:

Conservation Easements are restrictions that landowners willingly place on their property to preserve certain values, such as wildlife habitat and scenery. When applied to private land, the property remains privately owned and managed and is not generally open to the public. In most instances a conservation easement is tax deductible. The easement is held by a third party, such as Draper City, Salt Lake County, or a non-profit land trust like Utah Open Lands. Conservation easements would allow residents to enjoy the scenic and wildlife benefits of Open Space without the long-term management costs. However, the public may not have access to the property.

Trail Easements are permanent agreements between a private landowner and an organization or agency through which the landowner preserves a linear corridor from development and allows public trail use. A trail easement allows residents to access private land in partnership with the landowner at a lower long-term cost.

WHY MANAGEMENT ZONES?

- Management zones provide a framework for anticipating levels of service (i.e., level of staffing, trail density, capital facility investment, etc).
- Management zones do not define or separate user groups. Users groups will be defined by trail.



MANAGEMENT ZONES

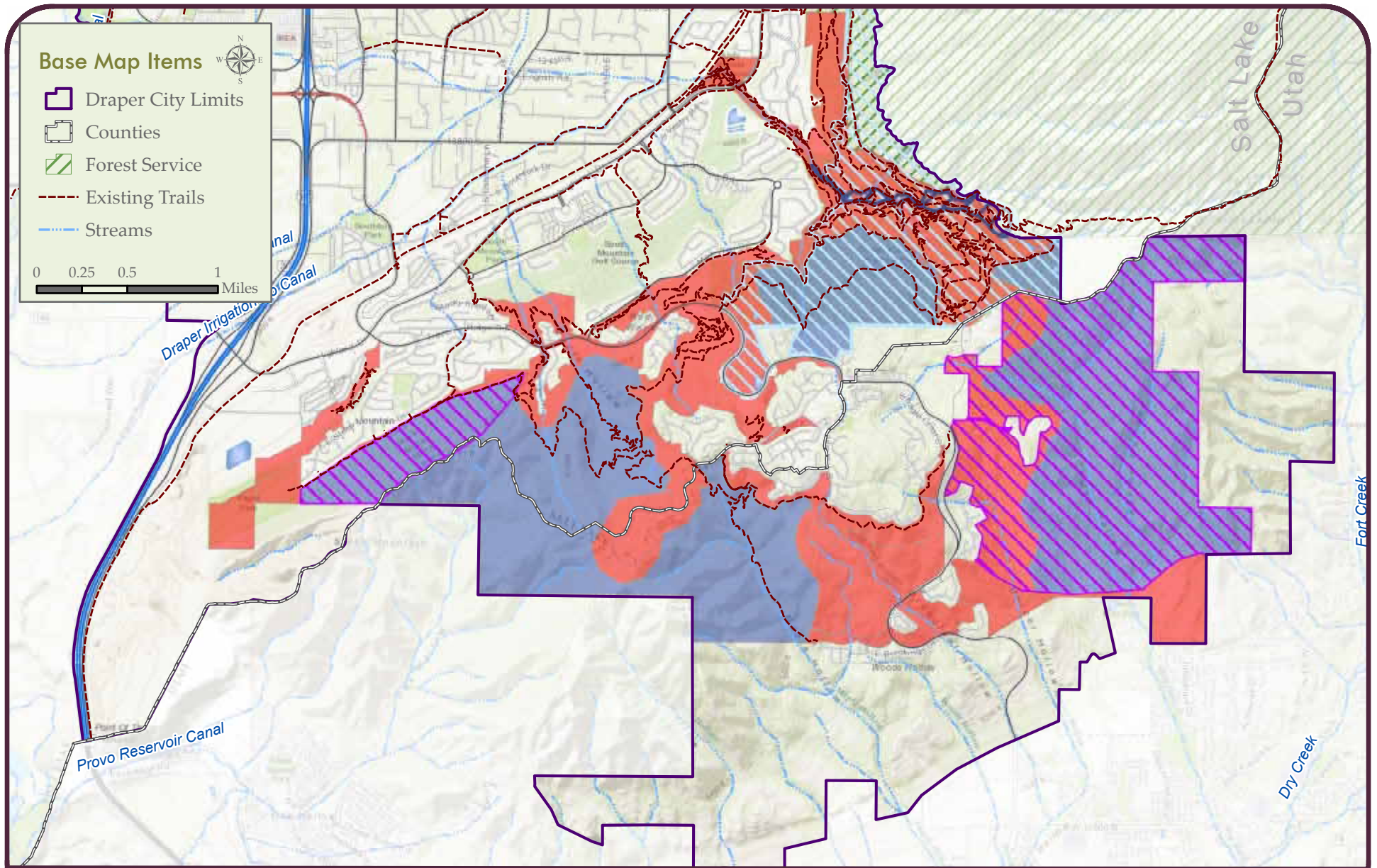
Draper City's approach to managing City open space in the Traverse Mountains is based on a systems approach. While an absolute carrying capacity for the landscape cannot be reasonably determined, a conservative approach to managing users by zone can be established and adjusted as needed. The three systems that tailor site-specific management of zones are:

- How a site or parcel functions within the context of surrounding land uses, neighborhood interests, citywide needs, as well as how suitable the site is to its desired function.
- How a site contributes to the surrounding ecosystem.
- How feasible a site is to maintain within City maintenance and financial systems.

Draper City's Management Zoning system follows an integrated approach by which land and water areas are classified for their capability and suitability to provide opportunities for visitor experiences, within the bounds of ecosystem and financial requirements. The primary goal of zone management is to support visitor use and meet their expectations by directing them to areas that can best accommodate public use. Embedded in this goal is the need to ensure compatibility of visitor use with the protection of natural resources. Areas with highly vulnerable resources require a higher level of protection. Strategies for protecting more sensitive areas include directing visitors to other locations, placing conditions on use that avoid or minimize impacts, and providing visitor infrastructure to manage public use and ensure acceptable levels of impact.

Table 1 outlines three simple management zones for Draper City open space: Frontcountry, Backcountry, and Resource Protection. Note that other developed parks provided by the City or County are not subject to these management zone designations. However, when located adjacent to open space, developed parks may serve as integral element of an overall management strategy by providing a visitor service hub for high volumes of users. Parks are designed to accommodate heavy use and special events, with facilities not offered on open spaces such as paved parking, flush toilets, playgrounds, turf sports fields, etc.

- Areas may be temporarily closed on a case by case basis for reasons such as:
- Areas not yet open due to lack of public facilities.
- Areas undergoing restoration or weed management, such as from wildfire or geotechnical cuts.
- Steep and inaccessible areas
- Sensitive wildlife issues, such as during nesting season.
- Management Zones



Legend

- Frontcountry
- Backcountry
- Resource Protection
- Protected Watershed Area (No dogs)
- Critical Watershed Area (No domesticated animals)

Note: Dogs must be leashed at all times in non-restricted areas

FIGURE 1. MANAGEMENT ZONES

Date: 4/25/2016



TABLE 1. MANAGEMENT ZONES

ZONE / DESCRIPTORS	FRONTCOUNTRY ZONE	BACKCOUNTRY ZONE	RESOURCE PROTECTION OVERLAY ZONE
Purpose	More intense and directed recreation, while ensuring the long-term sustainability of the natural resources.	A place to connect with nature with minimal facilities or services where ecological processes dominate and humans typically experience a sense of solitude and remoteness.	An overlay zone where conservation and resource protection are the highest priorities due to their special or highly valued characteristics.
Examples	Trailheads and intensive use areas such as: <ul style="list-style-type: none"> • Areas surrounding the County Flight Park, Equestrian Center. • Areas with a high density of trails. • Small, fragmented properties within or near neighborhoods. • Areas adjacent to development with a high occurrence/potential for social trails. 	Areas difficult to access, or that experience lower levels of use such as: Maple Hollow, Hog Hollow, and other steep drainages in Utah County.	Seasonal closures or other restrictions on public use and access, such as: <ul style="list-style-type: none"> • Corner Creek water protection zone – no dogs or horses. • Elk Critical Winter Range – seasonal closure (October through April). • Raptor Nesting Areas – seasonal closure • Steep Mountain
Size	Small areas encompassing trailheads or areas with high trail density. Fragmented properties within or adjacent to development, typically 160 acres or less.	Relatively large landscapes, typically 160 acres and above. Stream corridors (size varies).	Minimum size for resource protection, typically 40 acres and above.
Roads, Trails, Trailheads and Special Facilities	High to Very High Trailheads to define access points and offer basic visitor services (restrooms, parking, picnic tables, benches, shelters, scenic overlooks, trash cans, etc.). A high density of multi-use and user-specific trails, including paved trails. Service roads.	Low Unpaved, low-maintenance multi-use and user-specific trails (equestrian, mountain biking, hiking). Limited off-trail use allowed. Unmaintained maintenance roads.	Low to None Public improvements are limited or nonexistent. Public access is restricted to designated trails, where they exist.
Signage and Interpretation	High Well-maintained educational and regulatory signage	Low Primarily regulatory signage	High Primarily regulatory signage

ZONE / DESCRIPTORS	FRONTCOUNTRY ZONE	BACKCOUNTRY ZONE	RESOURCE PROTECTION OVERLAY ZONE
Visitor Encounter Expectations	Very High Public use is encouraged in these areas.	Moderate to High Use levels managed by reducing convenient access. The backcountry zone provides a sense of being immersed in a natural landscape, but feels further away from comforts and conveniences. Visitors generally must commit a relatively high level of time and energy within this zone; vehicle access is limited as much as possible.	Low Use levels managed by providing a lower density of trails, limiting parking spaces at trailheads and access points, and other appropriate means.
Ranger Staff Encounter Expectations	High	Low	Varies
Resolving Conflicts between Recreation and Resource Protection	Public use is the dominant management consideration and resource conflicts will be generally resolved in favor of public use needs.	Balanced approach with the dual goal of conserving resources while allowing for compatible recreation. Protection of resources remains a priority, though conflicts between public use and resource protection to be made on a case by case basis.	In a resource protection area, if a conflict arises between a natural resource and a competing use, it will be resolved in favor of the protected resource.
Acres	2,137	2,770	1,534



Eight Guiding Initiatives

#1: Keep it Safe

#2: Keep it Wild

#3: Trails and Facilities

#4: Reduce User Conflict

#5: Dog Friendly Fun

#6: Learn To Love

#7: Opening New Opportunities

#8: 2,000 volunteers



EIGHT GUIDING INITIATIVES

With a foundation of permanent protection of non-renewable resources and a management zone framework in place, eight initiatives are proposed to meet unmet public demands and resource needs in order of priority. Each initiative's long-term service commitments are described, followed by plan policies (decision-making criteria), management strategies (actionable projects and programs) and where relevant, staffing considerations. The chapter concludes with performance measures that will indicate progress towards each initiative.

Land use, roads, trails, public access, and recreation proposals contained within the Master Plan are subject to coordination with and modification of other City planning documents. Facility development, operations, and funding proposed in the master plan are subject to City Council approval and appropriation.

Initiative #1: Keep it Safe

Long-Term Service Commitments

Keeping visitors safe is a top priority. Draper City seeks to improve the visitor experience and reduce resource impacts by providing services that protect personal safety.

Safety services involve communicating and enforcing regulations to enhance visitor experience, reduce conflicts, and protect resources. Most visitors understand the rules and their rationale. Together, education and enforcement are an effective combination to change visitor behaviors. Management activities are designed to allow visitors to feel safe, avoid hazards, and encourage compliance with laws and regulations.

Policies

Safety Comes First. The protection of visitors and resources is the highest priority in operation and maintenance functions.

Education. Expand knowledge of the rules and regulations through user education.

Resource Protection. Emphasize resource protection through the enforcement of incompatible and/or illegal uses, such dog use in drinking water watersheds. Other system-wide challenges include off-road vehicle use, shooting, dumping, and littering.

Wildfire Prevention and Mitigation. Expand knowledge of wildland-urban interface (WUI) management challenges and firewise practices for visitors and homeowners. Increase capacity for wildfire response and suppression.

Management Strategies

Ranger Program. Develop a ranger-style patrol program that checks trailheads, trails and also monitors and manages visitor use and resource protection. Provide more ranger patrols in high-use areas and areas with special resource protection needs, where conflicts are more likely to occur. Enable rangers, through City regulation and peace officer certification, to provide education, warnings, citations, and arrests while patrolling on vehicle, foot, bike, or horse. Rangers will conduct investigations of reported offenses/incidents to collect evidence, statements, and other relevant information, such as providing testimony in court.

Trail Ambassadors Program. Expand the volunteer Trail Ambassadors program to help educate visitors about regulations, natural resources, and open space features.

WHY RANGERS?

Highly trained, professional rangers are essential to Draper's commitment to Keep It Safe. Park rangers are skilled in a variety of disciplines which reflect the diverse needs of visitors. They may wear many hats as first-aid responders, naturalists, interpretive guides, teachers, and law enforcement officers. Most successful open space programs with significant acreage like Draper employ rangers. For more information, see <http://www.co.larimer.co.us/parks/rangers/index.cfm>





Emergency Response. Improve capabilities to respond safely and quickly to fires, medical emergencies, hazardous situations, law enforcement incidents, and rescue operations on open space. Provide timely and effective assistance to visitors. Establish data management systems to enable law enforcement responses on open space (the City’s current law enforcement database requires a physical address, which is not helpful for open space). Update to use GPS coordinates and track repeat offenders. Consider landlines for 911 call boxes at trailheads and other locations where needed. Update trail signage to include trail name, QR codes, and/or GPS coordinates for emergency response. Evaluate the need and suitable sites for a radio repeater to improve coverage for emergency responders. Proposed radio sites and designs should not attract attention and be reclaimed to mitigate environmental impacts.

Partner with US Forest Service, Alpine, Highland, Lehi, and local Search and Rescue agencies. Update joint response agreements to reflect new management policies of the open space program.

Animal Enforcement. Cross train rangers to perform animal control functions. Focus enforcement on compliance with dog regulations for leash control and waste removal. This involves prioritizing patrol areas, placing educational and regulatory signs, and making trailhead and trail ranger contacts. Special attention should be given to enforcement in critical drinking water watersheds.

Wildland-Urban Interface Treatments. In partnership with Utah Department of Natural Resources, develop a fuels and fire management program to reduce hazardous fuel loads and risk of wildfire by creating firebreaks, along trails and roads where feasible, and updating existing Suncrest Wildfire Community Protection Plan (WCPP) to address open space. Also, implement an emergency response trails system and obtain grants to dedicate an “ounce of prevention” funding to hazardous fuels reduction and firebreaks. In partnership with the Utah Department of Natural Resources, expand a firewise awareness program targeted specifically to property owners adjacent to open space.

Staffing

Park Rangers. The 2006 Master Plan recommended adding two full time employee (FTE) police officers to provide enforcement of regulations. In light of the additional amount of land acquired since that time and other increased enforcement needs, this plan recommends two additional FTE rangers, for a total of four FTEs. This would allow the City to provide single-person 12 hour, 7 days per week presence during periods of higher use. Rangers should be Special Function Officers. Two of the positions could be seasonal; possibly school resource officers could be hired during the summer months. Some funding is available through Draper Irrigation and other partnerships may be available.

Trail Ambassador Support. Rangers will oversee and expand the capacity and effectiveness of the volunteer Trail Ambassadors program.



Photo by J.B. Wagner



Photo by Robert Shanz



Photo by Robert Shanz

Initiative #2: Keep It Wild

Long-Term Service Commitments

Resource protection services include a variety of activities designed to channel visitors to those places and times that can accommodate use without unacceptable resource impacts, and ensure compliance with resource protection regulations. The desired outcome of resource protection services is increased environmental sustainability and reduced visitor use impacts on natural and cultural resources.

Visitor impacts that degrade or diminish the quality of natural and cultural resources should be minimized. The most significant impact is from visitor activities. Irrespective of management zone, this initiative is intended to: (1) establish a scientific baseline and desired future condition with which to better manage for special habitats and species; (2) direct visitors away from areas with highly sensitive resources; (3) direct





Photo by Robert Shanz



Photo by Brian L. Currie



Photo by Kennis der Natuur

visitors to areas where resource impacts can be minimized or avoided; and (4) set conditions on visitor access and adjacent land uses that will minimize or avoid resource impacts. Areas that are primarily wildlife habitat will require monitoring.

Policies

Protection of Sensitive Areas. Direct visitor use to appropriate areas and away from sensitive areas. Some uses or levels of use may need to be limited or not allowed, in order to protect natural and cultural resources.

Designation of Activity Areas. Implement Management Zones in appropriate areas for specific passive recreational activities and identify areas where specific activities are not appropriate and will be prohibited. This will help to protect the quality of visitor experience and preserve and protect resources.

Resource Protection. While supporting high-quality visitor opportunities, take actions to prevent resource degradation and support restoration of native populations, big game corridors, and ecological systems. The minimum objective of management actions is to “do no harm.” Where recreational activities may have some degree of negative impacts on the environment, structure programs to minimize impacts.

Sustainability. Support management actions that ensure long-term, sustainable passive recreational experiences and natural values. To be sustainable in the long-term, visitor use must not:

- Degrade the integrity and diversity of natural resources
- Detract from the quality of recreational experience
- Overwhelm the capacity of facilities to provide acceptable levels of service

Managed Access. Strengthen management of visitor and adjacent resident access to maintain acceptable, and reduce unacceptable, conditions related to the visitor experience and resource protection. If people are allowed to create and continue using social trails, erosion will quickly accelerate.

Special Use and Commercial Use Permits. Implement administrative oversight of special use activities and commercial operations through discretionary permit processes to protect natural resources.

Management Strategies

Best Management Practices. Develop and implement best management practices to minimize impacts on the natural environment. These impacts include degradation of habitat qualities, trampling of vegetation, soil erosion and compaction, the spread of non-native plant species, and others. Locate and design trails to provide a travel route and travel experience that encourage users to stay on-trail and avoid off-trail travel.

Big Game Management. Manage elk and other big game species to a sustainable level in partnership with the Utah Department of Natural Resources. The Traverse Mountains are included within the hunting units managed by DWR (see <http://wildlife.utah.gov/hunting-in-utah/hunt-boundary-maps.html>). **However, the Draper City Municipal Code 7-4-050 prohibits the discharge of any firearm, including bow and arrow, within the city limits.**

City ordinances would need to be revised to allow any hunting program. Opportunities may exist to allow hunting as both a recreation and wildlife management tool under careful management. As an example, an elk hunting program for disabled veterans could be considered with appropriate season, location, and harvest objectives that avoid conflicts with other recreation users.

Wildlife Monitoring. Establish a wildlife monitoring program and protocols. Involve volunteers, students, and citizens in monitoring program such as through www.iNaturalist.org. Recreational use intensity and user types (i.e., hiking, equestrian, dogs, multi-use) could be monitored to scientifically manage human influences on wildlife. Monitor elk wintering areas and temporarily suspend recreation activities as needed during winter months.

On-Trail Requirements. Require visitors, in compliance with Draper City Municipal Code 15-1-060, to stay on designated trails except in designated off-trail areas. Requiring and encouraging on-trail visitor access is a key strategy for resource protection. On-trail visitor travel minimizes vegetation trampling, soil erosion, spread of weeds, and disturbance or displacement of wildlife. This involves placing signs and restoring undesignated trails, providing education and outreach contacts, and enforcing user behavior. Areas suitable for off-trail activities should be signed and shown on maps.

Dogs-on-Leash Requirement. Require dogs to be on-trail and on-leash in all management zones except in designated “Dogs Off-Leash Areas” to protect habitat, reduce wildlife harassment, and protect water resources.

Residential Property Encroachment. Continue to monitor and protect open space from encroachment by adjacent residential development.

Cultural Resource Management. Conduct a Class 1 cultural resource survey (records search) to consolidate known information and identify potential cultural resources on City open space.

Undesignated Roads and Trails. Develop a program to assess undesignated roads and trails. Take appropriate actions to convert existing roads and trails into a designated status or restore those located in sensitive settings or that don’t serve program needs.

Sustainable Landscape. Develop a program to monitor and enforce restoration activities. The intent is to address the restoration of geocuts and of cuts/fills and other residential and road development impacts; control and monitoring of erosion and geohazards; and monitoring and management of sensitive species and noxious weeds. Sign and enforce closure of new areas until recreation facilities are provided to accommodate visitation.

Localized Protection Measures. Implement seasonal wildlife closures (e.g. wintering elk, deer, and moose, and other sensitive species) and resource protection closures (e.g., muddy conditions) as needed and establish adequate regulatory authority. Closures are activated seasonally or temporarily to protect wildlife and people from each other or minimize resource damage by visitors.

Staffing

Resource management shall be an assigned duty for a full time employee. The Resource Specialist should lead the planning, restoration, management and monitoring of natural resources on open space.



Initiative #3: Trails and Facilities

This section focuses on system-wide recommendations. Note that site-specific project recommendations, e.g. new facilities or other improvements, are described in Chapter 4.

Long-Term Service Commitments

Draper seeks to provide a broad diversity of educational and recreational opportunities, a high quality of visitor experience, and enhancements to current opportunities when compatible with resource protection and preservation.

Trails provide and guide visitor use on open space, allow visitors to travel to desired destinations, and offer a platform for a host of passive recreational activities. Providing functionality in the trail system is important to visitor convenience and enjoyment. Priorities will be balanced between completing deferred maintenance and constructing new infrastructure.

Durable and environmentally sustainable trails and facilities ensure visitor safety and long-term protection of the environment. Trails and facilities that are aesthetically pleasing add to the quality of visitor experience and encourage visitors to stay on trails and “Leave No Trace”. Other services that add to the quality of the visitor experience include timely maintenance of sanitation facilities, receptacles for dog excrement, graffiti removal, and trash pick-up. These services also encourage visitors to take good care of resources and facilities. Trails will require design and construction that is sustainable and can accommodate heavy use by hikers, horses, and bicycles.

Policies

Support for Visitor Trails and Facilities. Provide trails and facilities that support a quality visitor experience and protection of resources.

Travel Opportunities. Provide opportunities for visitor travel to major recreational destinations on safe, enjoyable, and physically and environmentally sustainable trails that offer a variety of experiences and challenge levels.

Loop Trails. As a desired recreation experience, provide options for visitors to travel on loop trails, where practical, feasible, and environmentally sustainable.

Trailheads. Provide safe and convenient trailheads, with periodic refurbishment or redesign as visitor needs change.

Facility Location and Design. Locate and design trails and facilities that are physically and environmentally sustainable, with the following requirements: Under normally scheduled maintenance and normal wear and tear, the trail or facility remains in an acceptable condition that provides intended access, safety, and visitor enjoyment and minimizes negative impacts on the environment, such as accelerated drainage, erosion, spread of weeds, and others. Integrate the goals of engendering stewardship, aesthetics, and resource protection into trail and facility design.

Funding for Infrastructure. Increase the overall level of funding for maintenance and construction of trails and other facilities over time, in order to “catch up” in deferred maintenance and enhance the visitor experience with improved infrastructure.

Improve the Safety of Critical Road Crossings. A variety of solutions are needed to provide safety to visitors where trails cross roads. Possible solutions include at-grade pedestrian crossings, striping, warning signs, underpasses, overpasses, pedestrian signal lights, and stoplights. Preference will be given to grade separated road crossings whenever feasible.

Non-Motorized Use. Open space is for non-motorized use, except for administrative use or on designated roads. It will be important to develop the open space in a way that prevents motor vehicles from leaving established roadways and designated parking lots. Parking along roadways should be prohibited for safety and resource protection reasons. It may be necessary to use staff and gates to regulate full parking lots at busy times, allowing one car to enter for each car that leaves.

Management Strategies

Trail Standards. The International Mountain Bicycling Association multi-use trail standards will guide design. Depending on safety, location, and characteristics of the trail, some trails may need to be limited to specific uses or use times.

Undesignated Trails. Develop a program to identify and assess undesignated trails, and take appropriate actions. These actions include: evaluating needs and options, and perhaps, rerouting, closing, and reclaiming, or retaining and monitoring undesignated trails.

Multi-Use Trails. Trails should be primarily designed for multiple users; primary design uses would be hiking, running, mountain biking and horseback riding. An inventory of trails, their designated uses and proposed improvements is provided in Table 2. Trails should meet trail type mix recommendations as described in Initiative #4: User Conflict Resolution.

Trailhead Improvement. Construct or improve trailheads. An inventory of existing trailheads and proposed improvements is provided in Tables 3 and 4 below. Consider the following:

- Parking lot function, design, access, and capacity
- Visitor infrastructure including trailhead boards, information and interpretive signs, restrooms, trash receptacles, and horse trailer or bicycle parking facilities
- Shade, picnic pavilions and/or trees.
- Special facilities for persons who are mobility impaired

Trail Aesthetics. Redesign or relocate selected trails and trailheads to improve aesthetic appeal.

Adopt a Trail Program. Encourage companies and neighborhoods to adopt trails for litter clean-up, sign repair, and trail re-building (see also 2,000 Volunteers Initiative).

Neighborhood Connections. Address small spur trails from neighborhoods by providing consolidated neighborhood access points. Work to close off social trails that only serve individual homeowners. HOAs shall be responsible for any new neighborhood access points. If no HOA exists, neighborhoods should demonstrate a commitment to maintaining neighborhood access points through the Adopt a Trail Program.

Carrying Capacity. Further evaluation and development of a carrying capacity should be initiated and continued through the years when trailheads and other facilities are being added. This could include determining the appropriate trail density relative to watershed or wildlife goals and conservation easement protected values. Such a study would be an attractive project for a university graduate program or individual student. The baseline developed through these efforts can be used to monitor resource impacts over time. A “Level of Acceptable Change” can be established that would trigger management actions to set recreational limits or protect and restore natural resources. It is important that this process begin as early as possible in the ownership and management of open space prior to recreation use.

Trailheads

Trailheads are categorized by the following descriptions:

Regional. Trailhead includes, at minimum, signage, picnic tables, trash cans, drinking water, restrooms, designated parking, and sufficient overflow event parking; may contain shelters, equestrian trailer parking and other amenities that accommodate large gatherings and events.

Primary. Trailhead includes, at minimum, signage, picnic tables, trash cans, designated parking, and restroom; may contain drinking water, shelters, equestrian trailer parking and other amenities.

Secondary. Trailhead typically includes signage, picnic table, trash can, and designated parking.

Neighborhood Access. Trailhead is typically a cul-de-sac parking area with a sign for the trail. No trailhead features beyond signage. Neighborhood access locations typically do not have designated parking. Trail access from private development (gated community, apartment complex) is typically maintained by an HOA or a property owner, while access from a public street is typically maintained by the City.

TABLE 2. DRAPER OPEN SPACE TRAIL INVENTORY

TRAIL NAME	MILES	SURFACE	MULTI-USE/ LIMITED	USER- SPECIFIC
Ann's Trail	5.4	Soft	M	
Auburn Ridge Link Trail	0.1	Soft	M	
Aqueduct Trail	2.6	Dirt Road	M	
Bonneville Shoreline Trail	9.0	Soft	M	
Bonneville Shoreline Trail Access	0.6	Soft	M	
Brock's Point Trail	0.4	Soft	M	
Burnham Creek East Trail	0.1	Soft	L	No Animals, No Bikes
Burnham Creek West Trail	0.2	Soft	L	No Animals, No Bikes
Canyon Hollow Trail	2.4	Soft	M	
Clark's Trail	1.3	Soft	M	No bikes downhill
Creek View Trail	1.9	Soft	M	
Cycle Park Trail	1.9	Soft	M	
Eagle Crest Trail	2.1	Soft	M	
Eagle Crest Link Trail	0.3	Soft	M	
Gas Line Trail	0.8	Soft	M	
Ghost Falls Trail	1.6	Soft	M	No Animals
Highland Drive Trail	3.0	Soft	M	
Hoof 'n' Boot Path	1.8	Soft	L	Equestrian and hikers only
Little Valley	0.1	Dirt Road	Dirt Road	

TRAIL NAME	MILES	SURFACE	MULTI-USE/ LIMITED	USER- SPECIFIC
Little Valley Instructional Trails	1.1	Soft	L	Sections of One-way bike only
Little Valley Loop	0.7	Soft	M	
Lower Corner Canyon Trail	1.7	Soft/ Dirt Road	L	Sections One-way bike & no bikes downhill
Maple Hollow Downhill Trail	1.4	Soft	L	Advanced, Downhill, One-way bike
Maple Hollow North Trail	1.1	Soft	M	
Maple Hollow South Trail	1.7	Soft/ Dirt Road	M	Dirt Road
Memorial Cove	0.1	Soft	L	
Oak Hollow Trail	1.0	Soft	M	
Oak Vista Trail	0.5	Soft	M	
Potato Hill Overlook	0.1	Soft	M	
Potato Hill Trail	0.6	Soft	M	
Quail Trail	0.3	Soft	M	
Rattler Lower Connector Trail	0.2	Soft	M	
Rattler Trail	1.2	Soft	M	
Rattler Upper Connector Trail	0.1	Soft	M	
Red Potato Trail	0.7	Soft	M	
Red Rock Trail	0.5	Soft	M	

TRAIL NAME	MILES	SURFACE	MULTI-USE/ LIMITED	USER- SPECIFIC
Rush Bypass Trail	0.4	Soft	L	No Animals. One-way bike
Rush Fly by Night Trail	0.1	Soft	L	No Animals. One-way bike
Rush Trail	3.5	Soft	L	No Animals. One-way bike
Sadler Trail	0.6	Soft	M	
Silica Pit Trail	0.2	Soft	M	
South Pointe Trail	0.5	Soft	M	
Spring Hollow Trail	1.2	Soft	M	
Steeplechase Access	0.1	Soft	M	
Upper Corner Canyon Road	2.8	Dirt Road	M	Dirt Road
Total	58.0			

Staffing

There is a direct correlation between staffing and the number, type, and use intensity of trails and trailheads. As facility improvements occur (dependent on funding availability), anticipate the staffing requirements in order to build a life cycle operations and maintenance cost of future facilities. For example, as new trailheads are brought online and use levels increase, a seasonal trail staff could be converted to FTE status.

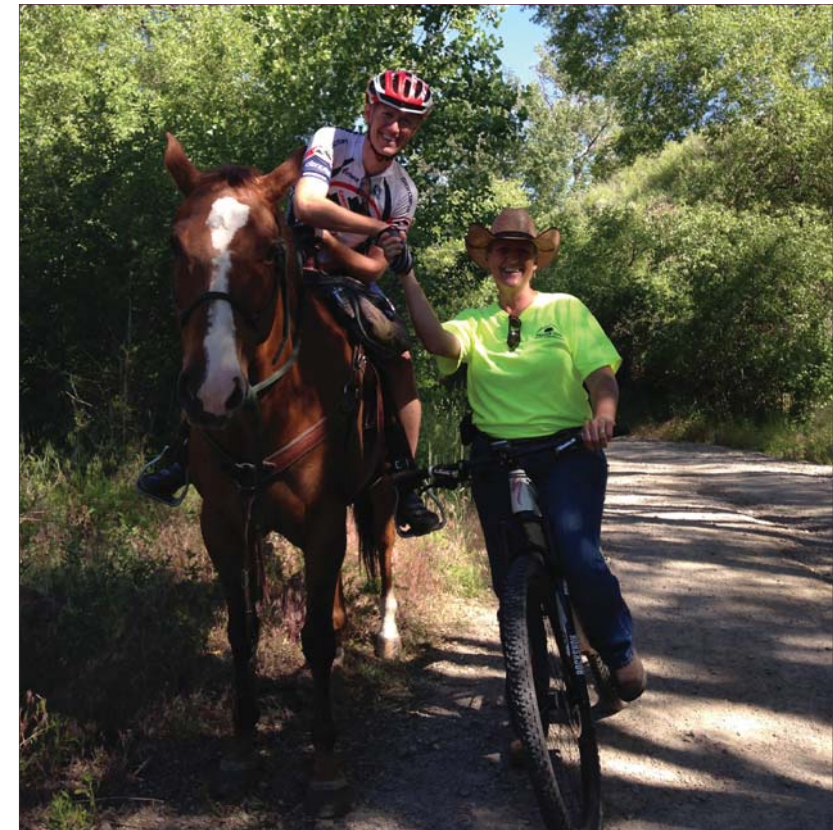
TABLE 3. TRAILHEAD INVENTORY

TRAILHEAD NAME	REGIONAL / PRIMARY / SECONDARY /	# OF DESIGNATED PARKING SPACES	SERVICE AREAS	EXISTING IMPROVEMENTS	PROPOSED IMPROVEMENTS
Andy Ballard Equestrian Center/ Draper Cycle Park	Regional - Special Use	50 Effective 15+ Equest. 200+ Overflow	Lower Corner Canyon area	Signage Paved Parking Restrooms Drinking Fountain Picnic Tables Bike Repair Stand	
Carolina Hills	Secondary	10 standard	Lower Corner Canyon area	Signage Paved Parking	
Coyote Hollow	Secondary	~10 standard	Bonneville Shoreline Trail BST, Lower Corner Canyon area	Signage Paved Parking	Upgrade to Primary Trailhead: Restroom Drinking Fountain
Eagle Ridge	Secondary	~9 standard	Suncrest area	Signage Paved Parking Drinking Fountain Picnic Table	Upgrade to Primary Trailhead: Additional Parking Shelter Restroom
East Bench	Secondary	~ 12 standard	BST North Corner Canyon area	Signage Dirt Parking Restroom Picnic Shelter	
Ghost Falls	Secondary	~ 12 standard	Upper Corner Canyon area Jacob's Ladder/ Forest Service area	Signage Dirt Parking Restroom Picnic Shelter	
Little Valley	Secondary	~15 standard	Little Valley area	Signage Dirt Parking	
Longbranch	Secondary	~ 10 standard	Suncrest area	Paved Parking	
Maple Hollow	Secondary	12 standard	Maple Hollow Downhill Trail Suncrest area	Paved Parking Drinking Fountain Picnic Tables	Upgrade to Primary Trailhead: Additional Parking Restroom Shelter Picnic Tables Fencing

TRAILHEAD NAME	REGIONAL / PRIMARY / SECONDARY /	# OF DESIGNATED PARKING SPACES	SERVICE AREAS	EXISTING IMPROVEMENTS	PROPOSED IMPROVEMENTS
Orson Smith	Primary	29 Standard 5 equestrian	BST Bear Canyon area Forest Service area	Signage Paved Parking Restrooms Drinking Fountains Picnic Shelters	
Peak View	Secondary	~15 standard	Upper Corner Canyon area	Signage Dirt Parking Picnic Table	Upgrade to Primary Trailhead: Paved Parking Equestrian Parking Amphitheatre / Shelter Restroom Interpretive Signage and/or Center
Potato Hill	Primary	31 standard 2 equestrian	Little Valley area, West Corner Canyon area	Signage Paved Parking Restroom Drinking Fountain	
Red Rock	Secondary	~20 standard	Red Rock area, BST,	Signage Gravel Parking	Upgrade to Primary Trailhead: Paved Parking Restroom Drinking Fountain
Sadler	Secondary	9 standard	North Corner Canyon area	Signage Paved Parking Drinking Fountain Picnic Table	
Salt Lake County Flight Park	Primary – Special Use	10 effective ~80 total	BST, Steep Mountain area	Paved Parking Restrooms Drinking Fountain Picnic Tables	Dog Off-Leash Area
Total Existing	1 Regional 3 Primary 11 Secondary	~540 spaces			1 Regional 5 Primary 9 Secondary

TABLE 4. PROPOSED TRAILHEADS

TRAILHEAD NAME	REGIONAL / PRIMARY / SECONDARY /	# OF DESIGNATED PARKING SPACES	SERVICE AREAS	PROPOSED FACILITIES
Future Alpine / East Hollows Trailhead	TBD	TBD	East Hollows	TBD pending cost-sharing agreement
Future Eagle Ridge Dog Off Leash Area Trailhead	Primary	25 standard	Eagle Ridge	Signage Restroom Drinking Fountain
Future Trailhead in Hidden Canyon Estates	Secondary	TBD	Corner Canyon Eagle Ridge East Hollows	TBD pending developer agreement
Future Highland City / Lower Hog Hollow Trailhead	TBD	TBD	Lower East Hollows	TBD pending cost-sharing agreement
Future Oak Hollow Trailhead	Secondary	TBD including shuttle parking	North Maple Hollow Downhill Trail	TBD
Future South Maple Hollow on Brookside Drive	Regional	200 on-street 25 off-street	Eagle Ridge	Signage Restrooms Drinking Fountain Shelter Picnic Tables Potential for Event/Race Staging
Total Proposed	1 Regional 1 Primary 2 Secondary 2 TBD	TBD		



Initiative #4: Reduce User Conflict

Long-Term Service Commitments

Services directed at reducing visitor use conflicts are designed to increase visitor satisfaction and enjoyment by reducing conflict with dogs, mountain bikers, horseback riders or other visitors. Services include education, physical or temporal separation of uses, enforcement of regulations, and others. See also Initiative #1 (Keep it Safe) and Initiative #5 (Dog Friendly Fun).

Policies

Conflict Reduction through Supply Side Management. Increase both the number and type of trails and trailheads to disperse and separate users. This plan recommends an increase in the number of trail miles, from 58 miles in 2015 to 100 miles in 2025.

#4

Conflict Reduction through Demand Side Management. Manage the number of events. Limit parking spaces at trailheads to avoid overcrowding on trails and enforce through parking citations.

Conflict Reduction Among Visitor Activities. Provide education and outreach services, publicize and enforce regulations, and construct infrastructure improvements that reduce conflict among visitors.

Conflict Reduction in Targeted Areas. Target user conflict reduction efforts at areas with high visitor use or at locations where specific activities intersect and may lead to conflict.

Bicycling and Dog Compatibility. Work with community groups to reduce potential conflicts between bicyclists, dogs, and other visitors.

Management Strategies

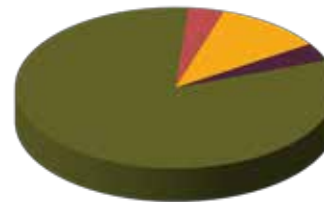
Equal Access to Trails. Currently the most common visitor conflicts occur on multi-use trails between bicyclists and other users. As shown on the table below, approximately 85% of trails today are designed to accommodate all users, referred to as multi-use trails. As an increasing number of users share the same trails, conflicts increase. This plan recommends more single-use trails, while still offering a range of experiences and connections for all. For example, the Rush Trail (downhill single direction mountain biking only) and Hoof and Boot Trail (horses and hikers only) are extremely popular and have been very effective in reducing user conflict.

Table 5 shows how current uses are allocated across approximately 58 miles of trail types. Currently over 80% of trails are multi-use. This plan recommends balancing multi-use trails with single-use trails. Potential conflict areas along multi-use trails should be split into two parallel trails to allow one-way traffic where possible. The total number of trail miles should increase from 58 to 100 miles to continue offering more opportunities. On an annual basis, the Parks and Trails Committee should review trail use designations, design and construction to work toward rebalancing in the short-term.

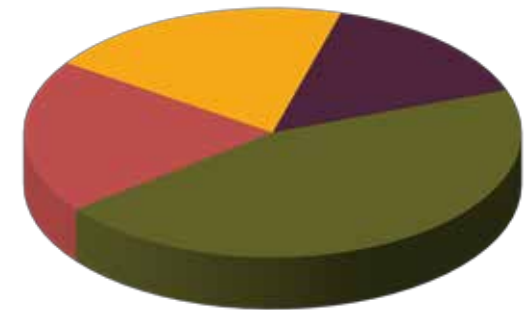
TABLE 5. TRAIL TYPE MIX AND AMOUNT RECOMMENDATIONS

TRAIL TYPE	CURRENT (2016)		RECOMMENDATION (2025)	
	Approx. Miles	%	Approx. Miles	%
Multi-Use	45	84%	45	45%
Multi-Use excluding downhill biking	2	3%	20	20%
Mountain Bike Only (Downhill Single-Direction)	6	10%	20	20%
Equestrian/Hiking Only	2	3%	15	15%
Miles / Percent	58	100%	100	100%

- Multi-Use
- Multi-Use excluding downhill biking
- Mountain Bike Only (Downhill Single-Direction)
- Equestrian/Hiking Only



58 Existing Miles in 2016



100 Proposed Miles by 2025

Separate Use by Trail Design. Single-use trails should be designed to discourage use by potentially conflicting users.

Staffing

Park Rangers. Adequate rangers are essential reducing user conflict. See the staffing section under Keep It Safe.



Initiative #5: Dog Friendly Fun

Long-Term Service Commitments

Management strategies for dog use are a matter of balancing competing priorities. The strong desire of dog owners to be accompanied by their pets as they walk along trails and visit open space properties will only grow. Accommodating this popular visitor demand is challenged by the well documented problems of ineffective dog management, including adverse effects on wildlife, waste disposal, and a variety of user conflicts.

City ordinances require domesticated animals such as dogs and horses be under the physical control of their owners while in the park.

WILD PLACES TO TAKE YOUR DOG ON-LEASH OUTSIDE OF PROTECTED WATERSHED AREAS:

Dogs are allowed on any Draper City open space, such as

- Eagle Ridge, including a planned Dog Off Leash Area
- East Hollows
- West Bluffs, including a planned Dog Off Leash Area at North Flight Park
- Corner Canyon, except for above the Bonneville Shoreline Trail
- Forest Service lands, except the four protected watershed canyons of the Wasatch Front (City Creek, Parleys, Big Cottonwood and Little Cottonwood Canyons)

OUTSIDE OF DRAPER:

- Bonneville Shoreline Trail
- City Creek Canyon
- Mill Creek Canyon (ODD days: OFF-Leash, EVEN days: ON-Leash)
- Mt. Olympus Trail
- East Canyon
- Ferguson Canyon Trail
- Jordan River Parkway
- Park City Rail Trail
- American Fork Canyon

Policies

On-Leash Dogs and Physical Control. Allow dogs on multi-use trails provided they are on-leash and under the constant physical control of their owner. Dogs are prohibited in critical watershed and other sensitive areas. Monitor use and determine the need for additional management measures.

Clean Up. Any domesticated animal owner or person having charge, care, custody, or control of such animal shall remove and properly dispose of any feces left by said animal. Dog user groups should be encouraged to take a leadership role in the Adopt-A-Trail program in high use areas.

Corner Canyon Drinking Water Protection. To maintain public health, dogs are not allowed within the Corner Canyon Watershed as delineated on Figure 1.

Identification of Sensitive Areas. Even with the on-leash requirements, it may be necessary to prohibit dog use on certain trails, including those with important wildlife habitat or other sensitive resource conditions. Trails closed to dogs will be posted on maps, trailheads and trail signs.

Off-leash Use within Designated Areas. Support a limited area designated as open to off-leash use. Even in off-leash areas, dogs shall remain under voice control and supervision at all times. Dogs shall also be licensed and immunized per city ordinances.

Management Strategies

Dog Off-Leash Natural Area. Evaluate creating a controlled access area of approximately 100 acres for off-leash dog use where resource sensitivity is low. This area would be designated within a portion of Eagle Ridge as shown in Chapter 4. Monitor use and determine the need for additional management measures. For example, if user conflicts become a significant issue, consider limiting dog numbers, days or times. In recognition of the additional facility and management costs, consider a special fee for use of the off-leash dog use area.

Education and Implementation. Invest in adequate education and enforcement capabilities and programs to educate visitors on proper behaviors. In addition, additional facilities may be required, including signage, fencing, separate parking, and other items.

Watering Holes. Watering of pets and horses within the park should be accomplished by providing water sources at trailheads or in a few locations along trails. Water systems passing through the park may be a source of water for domestic animals and wildlife.

Staffing

Park Rangers. Adequate rangers combined with education and awareness will drive change in dog owner behavior, see the staffing section under Keep It Safe.



Photo by Michael Seraphin



Photo by Colorado Parks and Wildlife



Photo by Stan Johnson

Initiative #6: Learn to Love

Long-Term Service Commitments

There is a long-standing desire for the open space system to contribute toward an understanding and appreciation for natural resources and other open space values. Fostering this understanding and appreciation adds to the quality of visitor experience and creates connections that people can feel with natural landscapes. Education and outreach services provide knowledge about low-impact visitor techniques and visitor conflict avoidance, which enable environmentally and socially responsible visitor use.

#6

Connecting with the community and educating visitors requires strategies designed to:

- Foster an appreciation of our open space resources and their sensitivity to visitor impacts
- Reduce visitor conflict
- Help visitors reduce their impact on natural systems and cultural resources

Often as users become more educated about their natural surroundings, that awareness fosters a sense of ownership within the community and a desire to protect the resources they have come to love.

This initiative can be achieved through a phased approach beginning with:

- Increasing educators' awareness of the open space system to increase its utilization in and out of the classroom.
- Providing basic educational outdoor settings appropriate for all users such as large shelters, bus parking, media materials, and interpretive trails.
- Developing an indoor nature facility for education programs.

Policies

Emphasis on Education. Emphasize education as a tool to create public understanding of natural resource protection.

Excellence in Education. Provide education and outreach services that build personal and community connections with the land. Encourage visitors to use low-impact recreational techniques, and promote the stewardship of the land.

Partnerships. Encourage collaboration between the City and community groups – by exchanging ideas, delivering education programs, sharing of financial resources, and improving low-impact visitor behaviors. Formalize educational partnerships with school districts, non-profits, community organizations and clubs.

Management Strategies

Media Information. Maintain current digital and print information for visitors including trail maps, trail conditions, regulations, and interpretive themes. A variety of communication mechanisms can be used, including: the Draper City website; Trail Ambassadors; interpretive, regulatory, and informational signs; trailhead board posters; media articles; brochures; and guidebooks. Work with third-party authors and publishers of maps and outdoor recreation guides to ensure open space opportunities are appropriately placed and described. Further development of web-based resources may include an interactive open space map located on a web page dedicated to educator use. The interactive map would provide detailed information of facility availability, trail user designations, and trail difficulty, with linked photographs of the area.

Public Events. Maintain and expand events that help educate the public about the open space. Educational presentations and interpretive hikes should continue and be expanded. Information about open space and trails can be provided at other community events, such as Draper Days. Work with organizations that can assist with the planning, execution, and advertising of such events.

Leave-No-Trace Program. Continue to deliver consistent and repeated messages on low-impact visitor techniques, which are implemented through the Leave-No-Trace program and other outreach activities.

Environmental Education. Develop educational programs as resources allow. Begin with natural resource awareness and coordinate with local schools. This program would grow to include direct coordination and education programming development between the City and schools. An education coordinator would assist the school district with curriculum development, program planning, teacher training, and scheduling.

Naturalist Program. Begin a Naturalist Program in Draper. The naturalist program would be an adult and youth oriented opportunity to incorporate school and community interests in the open space. As part of their Naturalist training, graduates offer volunteer interpretation hours back to the community further fostering community awareness.

Education Facility Capital Improvements and Programming. Initially, outdoor learning programs can be accommodated using existing facilities in lower canyons close to schools. As participation increases, develop low-impact group outdoor learning facilities, including large shelters, bus parking areas, trash receptacles, restrooms, and ultimately a nature learning center. Preliminary facility development may include one or two primitive outdoor amphitheaters or shelters constructed to accommodate a single classroom of twenty or thirty students. These outdoor learning environments would not offer additional facilities beyond those located at existing parks and trailheads. At least one of these primitive sites would be ADA accessible to accommodate students with accessibility needs. Subsequently a third, permanent amphitheater/pavilion structure would be constructed to accommodate large groups and multiple classes. This structure would have developed facilities including restrooms, adequate storage for seating and supplies, and be sited within proximity to a future nature center so that it may continue to be used for outdoor education purposes. An amphitheater/pavilion may also be utilized for non-school functions and rented out to user groups as a fee generating community amenity.

A likely evolution of the environmental education program will include the construction of a nature center. A nature center provides a direct opportunity to grow the community's interest and commitment to the open spaces and natural environment the City has to offer. Construction of a nature center would expand on and solidify the City's relationship with local schools and the school district and allow for the growth of the environmental education program by incorporating it as a year-round resource with improved curriculum offerings. Options for construction, staffing, and program development for a nature center may include partnerships with higher education entities such as a local college or university, community sponsorship, and user group organizations. The nature center may expand to fee-based community education programming, volunteer naturalist and Trail Ambassador programs, and community event opportunities.

Construction of an amphitheater/pavilion and a nature center will likely require either improved road conditions such that a bus can travel the existing route, or new access from existing improved roads associated with residential developments. An increase in awareness, frequency of use by groups, and added user facilities will likely prompt the need for additional parking, restrooms, safety measures, and ADA accessibility.

Staffing

Education, Outreach, and Volunteer Coordinator. Initial staffing to coordinate volunteers and educators would be limited, beginning with 1 FTE dedicated to coordinating volunteers and educational providers and assisting with community outreach. Ultimately with the addition of a nature center facility, staffing would increase. A nature center should be staffed with 3 FTE positions, a director and two support educators.



USU concept rendering

Initiative #7: Opening New Opportunities

Long-Term Service Commitments

The majority of recently acquired lands are not yet accessible to the public due to lack of visitor facilities. This Master Plan prioritizes areas and facilities that best address unmet and future visitor and resource needs (see Chapter 4). Opening new areas to visitors is a long-term service commitment to expanding and maintaining a variety of passive recreation activities on open space lands. This is a commitment which includes:

- Providing information and signs
- Trails and facilities
- Ranger patrol and enforcement
- Wildlife management
- Restoration and maintenance
- Guided hikes, and other educational and recreational opportunities

As new areas open, new recreational opportunities and uses will also expand to include some low-impact activities not currently available, as shown on Table 6. While developing this master plan, public desires for new recreational activities were evaluated to determine whether or not they were appropriate on open space. In the future, staff will work with the Parks and Trails Committee to approve “new” activities or uses.

Policies

Phasing. Discourage recreation access in new areas until facility and resource conditions are improved. Phase improvements based on the availability of funding and community desires.

USFS Partnership. Continue to partner with US Forest Service to create and maintain a wide range of passive recreation access points that are compatible with protection of natural and cultural resource objectives. Work with the US Forest Service to identify, construct, and maintain new potential access points.

Launch and Landing Areas. Provide additional designated launch and landing area(s) for hang gliding and paragliding.

- Designate areas for hang/paragliding activities in order to reduce resource impact and visitor conflict.
- Designate and construct a sustainable access to the Steep Mountain launch site that minimizes resource impacts.
- Work with community groups to determine if other open space sites could be designated for sustainable hang gliding and paragliding activities.

Commercial Uses and Large Special Events. Support appropriate events/activities that increase awareness and support of the open space. Manage commercial uses and special events to reduce impacts on departmental resources, liabilities and/or visitor expectations.

TABLE 6 APPROVED OPEN SPACE AND TRAIL USES

USE	CONSIDERATIONS	PROS	CONS	APPROVED	NOT APPROVED	FEASIBILITY STUDY REQ'D.
Alpine Slide	Need to identify appropriate location.	Potential revenue.	Extreme high costs for construction, grading, maintenance, and management. Visual impacts. Difficult to reclaim.			X
Big Game Hunting	Elk and deer herds need to be managed to a sustainable level through either predation, relocating, or culling. Feasibility study and specific management strategies to be developed. If approved, city ordinances would need to be revised.	Provide special hunting or archery permit for persons with disabilities. Achieves sustainable big game management objectives. Relocating is cost prohibitive.	Safety concerns, shooting within City limits.			X
Camping	Need fire pits/need staff to manage. Need management plan.	Meeting a demand. Potential revenue.	Costs for construction, maintenance, and management (reservations & camp hosts). Potential fire danger/ environmental impacts.		X	
Chair Lift	Need to identify appropriate location.	Potential revenue	Extremely high costs for construction, maintenance, and management. Visual impacts. Liability. Increase overall use in area.			X
Developed Park Amenities (playground, grass field, etc.)	Approved only in combination with primary/regional trailheads with sufficient parking.	Provide additional multi-use amenities. Provide activities for younger children/ area residents. Prefer development on low resource or previously impacted sites.	Change of existing environment. Higher costs for construction and maintenance.	X		

USE	CONSIDERATIONS	PROS	CONS	APPROVED	NOT APPROVED	FEASIBILITY STUDY REQ.
Disc Golf	Need adequate parking. Locate in high visible area that avoids conflicts with other users.	Low cost. Addresses current demand.	May restrict other uses in area.	X		
Education Signage	Needs to be simple.	Educate public, improve user behavior.	Maintenance costs.	X		
Fire Pits	Approved only in conjunction with a managed campground. Needs to be away from homes.	Meeting a demand.	Increases fire danger.		X	
Geocaching	Require notification of placement on open space. Identify a steward to review on annual basis.	Educate public. Meeting a demand.	Off-trail travel. Potential of abandoned caches.	X		
Group Pavilion	Need additional parking for group reservations.	Accommodate group use.	Costs for construction and maintenance. Parking conflicts with trail head.	X		
Off-leash Dog Area	Need sufficient parking & access to restrooms. Need developed management plan. Avoid conflicts with other users.	Help address the current demand. Reduce dog issues on existing trails.	Higher maintenance. Possible environmental concerns/disturbance of wildlife.	X		
Orienteering Course	Need appropriate location, avoiding conflict with other uses.	Low impact.	Potential conflict with other users.	X		
Paintball	Need sufficient parking. City ordinances would need to be revised to allow use.	Potential revenue.	Environmental impact. Restricts other uses in area. Possible overflow into other areas. Not allowed per Draper ordinance.		X	
Picnic Shelter	Access for maintenance	Provide resting/picnic areas.	Possible vandalism	X		
Restrooms	Need utility connections or pit toilets and access for maintenance	Meets the proposed demand. Helps protect environment	Costs for construction and maintenance.	X		

USE	CONSIDERATIONS	PROS	CONS	APPROVED	NOT APPROVED	FEASIBILITY STUDY REQ'D.
Rock Climbing Constructed Playground and/or Natural Playground	Must be located at a primary trailhead with adequate parking. Locate in highly visible area.	Unique amenity in area	Potential conflict with other users. Liability concerns must be addressed.	X		
Ropes Course	Locate in highly visible area. Concessionaire required for proper management.	Potential revenue, unique amenity in area.	Environmental impacts. Reclamation. Liability concerns must be addressed.			X
Scenic Drive (cars)	Need destination or loop. Consider one-way loop. Conflicts with existing utilities/row restrictions	Emergency access/ public access/ ADA access	Ongoing maintenance/costs. Potential user created jeep roads. Existing roads provide adequate visual access.		X	
Target/ Recreational Shooting	Needs management plan. Need adequate parking.	Address current demand. Potential revenue?	Costs for maintenance and management. Safety, noise, wildlife, and fire concerns.		X	
Sledding Hill	North facing moderate slope & higher elevation preferred. Adequate winter parking.	Winter use	Winter maintenance. Liability concerns must be addressed.	X		
Trail Head Parking	Need adequate access from public road. Ensure sufficient parking spaces	Reduce on-street parking & in neighborhoods. Controlled access to trails	Cost for construction and maintenance.	X		
Trails – ADA	Need flatter area. Need destination or loop	Accommodate wheelchair use	High costs if paved. Ongoing maintenance costs.	X		
Trails - ATV Trails	Needs management plan. Need sizable area/wider trail corridor. Need miles of trails. Need large trail head	Address current demand.	Higher maintenance. Possible environmental concerns/disturbance of wildlife. Potential user created trails.		X	

USE	CONSIDERATIONS	PROS	CONS	APPROVED	NOT APPROVED	FEASIBILITY STUDY REQ'D.
Trails - Cross-Country Hiking / Horseback Riding	Only permitted in designated off-trail areas.	Desired use.	Limited acreage. Possible environmental impacts.	X		
Trails - Motorcycle Park	Needs management plan. Need sizable area. Need large trail head area.	Address current demand. Potential revenue?	Significant land disturbance/ noise/ dust/management.		X	
Trails - Paved	Need sufficient parking. Need destination or loop. Supports high levels of use.	Accommodate wheelchair use/other users (strollers, roller blades, etc.).	Higher maintenance costs. High construction costs. Liability concerns.	X		
Trails - Winter Use	Need wider trail for skiing/ higher elevation. Need snow mapping. Need winter parking.	Provides winter use.	Costs for equipment and maintenance. Wildlife disturbance.	X		
Urban Wilderness	Addressed through Backcountry and Resource Protection Zones.	Educational and wilderness experience for users	Enforcement of any restrictions	X		
Visitor Center	Need sufficient parking, bus access, business plan with partners and a sustainable staffing model.	Education.	Costs for construction, maintenance, and management.			X
Wildlife Corridors	Guidelines need to be established.	Enhance wildlife.	Limits development of other uses.	X		
Wildlife Viewing Structures	Identify suitable location that allow wildlife viewing without disturbance.	Educational/ wilderness experience for users.	Impact to wildlife, Vandalism, costs, maintenance.	X		
Zip Line	Appropriately located. Need sufficient parking.	Potential Revenue.	Liability. Impacts to other users. Possible environmental impacts. Visual Impacts.			X

Revenue Generating Uses. Consider appropriate commercial uses (e.g. any permanent/seasonal activity and/or facility) that could be a long-term revenue generating source occurring on the Draper open space consistent with Table 6.

Plan for Universal Access. Recognize that all users are only temporarily “able-bodied”. Whether born with a disability, too young, too old, injured, or caring for someone with impairments, at some point the outdoors will be less accessible to users without universally accessible services and facilities. The open space system should be developed to reasonably accommodate people with disabilities. Implement infrastructure and service improvements through a universal access philosophy aimed at removing barriers by providing gentle grades for parking areas, picnic facilities, buildings, restrooms and walkways that connect facilities.

Management Strategies

Large Special Events/Commercial Use Management. Implement a large special event/commercial use permit program. Goals of the program include:

- Minimizing impacts of the activity on natural environment (cultural resources and natural resources including riparian areas, wetlands, rare plants and plant communities and sensitive wildlife species) -- season, timing, intensity, duration and nature of activity.
- Minimizing impacts on other users/uses of the open space (safety, quality of other visitors’ experiences, potential conflicts, trailheads, overuse, carrying capacity).
- Assuring compliance with appropriate regulations and ordinances. Review and revise ordinances and policies, as needed, to address use restrictions for each specific area.
- Reclamation of disturbed areas.
- Promote Leave-No-Trace ethics and trail etiquette to permittees and activity participants.
- Direct large events to appropriate sites and locations, such as regional trailheads, which can adequately handle the activity impacts.

Concessionaire Management. If needed, implement a concessionaire management lease program that includes a template for lease agreements and criteria on which to approved appropriate concessionaire.

- Concessionaire prepares a business feasibility study with ROI and costs of building infrastructure.
- Clear delineation of responsibilities for construction and maintenance of proposed facilities and infrastructure and reclamation of adverse impacts.
- Proposed commercial activities that are compatible with protection, preservation and values of the open space.
- Commercial use is appropriately sited and can adequately handle the activity impacts.
- Commercial Use Permits will be reviewed by the Parks and Trails Committee.
- Promote the Leave-No-Trace ethic to permittees and activity participants.
- Fees will be imposed to recover the costs of permit processing, oversight, and management. Permit conditions are placed on the activity to minimize impact. Draper City will work with community members and stakeholders to provide input for the development of the details of the program (e.g., profit vs. non-profit fees, size of operation, types of impacts, on/off trail, busy vs. down use times, etc.).

Universal Design Approach. Include universal design in future trails, where appropriate, and trailheads. While not every facility must be accessible in a recreation area, a person with mobility impairment should be able to park; leave their car; travel to a picnic site or picnic pavilion; travel to and read interpretive exhibits; travel to and experience a scenic overlook; and travel to and use an accessible restroom.

Staffing

There is a direct correlation between the amount and diversity of use and staffing needs. Revenue-generating uses and partnership agreements will also affect staffing for new opportunities.



Initiative #8: 2,000 Volunteers

Long-Term Service Commitments

Public involvement will provide meaningful ways for users to take pride and stewardship in the open space lands and help to maintain the beauty of the Traverse Mountains. The intent is to make people feel their efforts make a difference in the community and provide for a better place to recreate now and for future generations.

Between 2011 and 2014, a full-time seasonal volunteer coordinator has helped 5,000 volunteers contribute over 20,000 hours. Volunteers have donated valuable skills and time to care for the open space, to a savings of over \$100,000 in trail construction and maintenance costs. This number can more than double annually with more dedicated staff time.

Policies

Partnerships. Collaborate and partner with community groups and trail advocates, such as the Corner Canyon Trails Association, boy scouts, churches, etc., to provide services and infrastructure that support passive recreational activities and use of low-impact techniques.

Management Strategies

Volunteer Opportunities for Trail Construction and Stewardship. The City shall explore opportunities for local community groups and individual volunteers to participate in trail construction and maintenance projects; including annual community trail construction days; a Master Naturalist program; Boy/Girl Scout programs; corporate/employee engagement; and an “adopt-a-trail” program. The City shall also explore volunteer opportunities for habitat restoration.

Community Meetings. Conduct periodic meetings with community groups and the public to “check in” on plan implementation and adjust as necessary.

Volunteerism. Foster volunteerism as an important component of public involvement through the expansion of the Trail Ambassador Program and the creation of a trail stewardship program.

Staffing

Education, Outreach, and Volunteer Coordinator. Hire one FTE Volunteer Coordinator (identified under the staffing section of Learn to Love section) to expand capacity for trail maintenance and construction, resource sustainability, and foster the Learn to Love Initiative

MONITORING INDICATORS

Performance indicators have been developed to reflect community needs, inspire action, and help decision-makers to make informed decisions and adapt to evolving management issues in Table 7. Further, systematically measuring and communicating how tax dollars are used effectively improves accountability and documents how the program is meeting identified community goals.

Characteristics of effective indicators include the following¹:

- Are relevant to the goals of the open space plan and other community programs;
- Are clear, concise, and easy to understand;
- Are based on reliable and regularly reported data and can be consistently and accurately tracked over time at no/low cost;
- Are usable by City Council, PRT Committee, and staff in making decisions, reflecting a topic the community can do something about;
- Serve a long-range goal, rather than tracking disconnected short-term outcomes; and
- Can improve management of multiple resources.

While no single indicator can paint a complete picture of progress, a group of carefully-selected indicators can be used to present a compelling summary of achievements and challenges that can be shared in the master plan and subsequent reports. When rooted in available data, the indicators serve as quantitative signposts for monitoring the plan’s performance without adding cumbersome data collection to staff workloads.

Some of the data are collected and managed directly by program staff. Other data are collected via the City-wide Visitor Survey conducted every 2 years, which should include questions related to open space. Over the next ten years these metrics could change as the program and the City improve efforts to measure progress.

¹ Hart, Maureen. 2006. Guide to Sustainable Community Indicators, 2nd Ed. Sustainable Measures, West Hartford, CT.

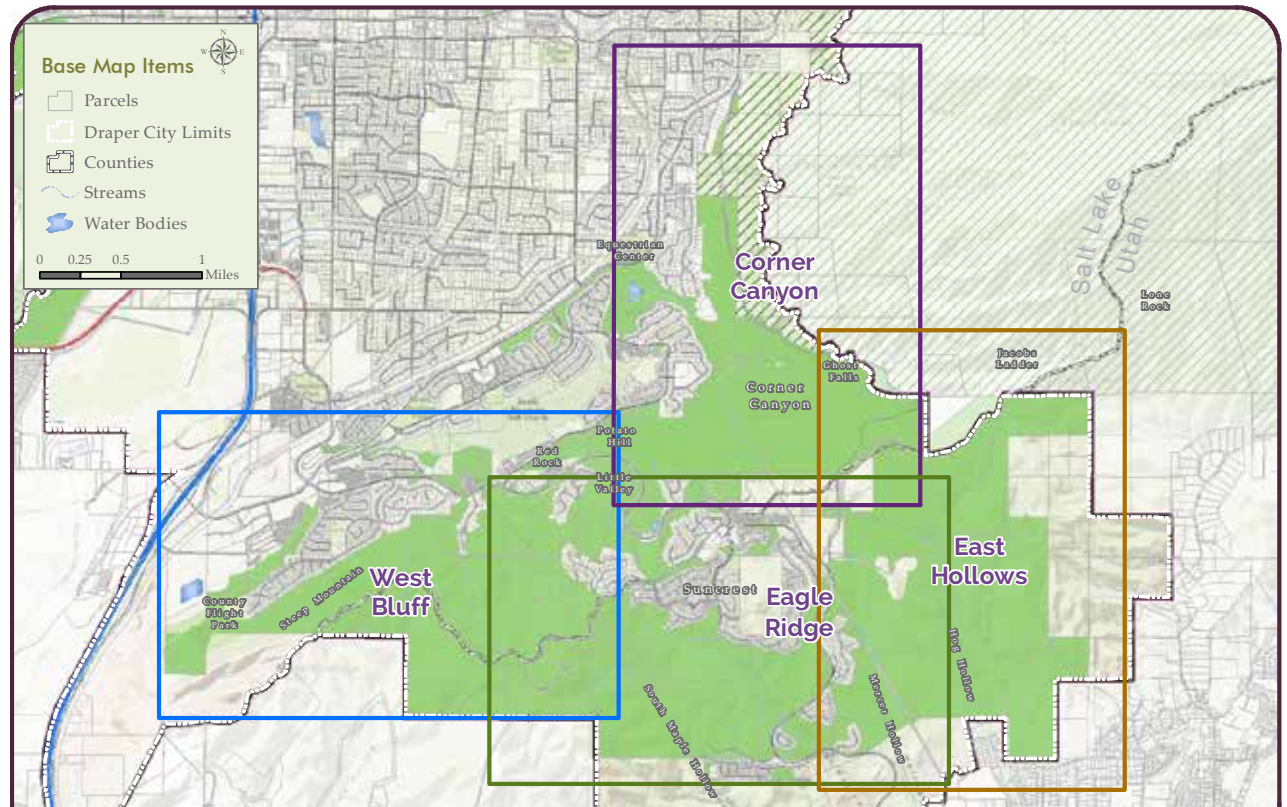
TABLE 7. PERFORMANCE MEASURES

INDICATOR	SOURCE / FREQUENCY	TARGET/GOAL	INITIATIVES
Restoration Acres of disturbed/degraded habitat restored to greater than 75% native species	Baseline needed, Open space operations staff, annually	5% of baseline annually	1, 2, 8
Operations and Maintenance O&M FTE per mile of trail and facility type	GIS, Capital Improvement Plans, annually	1 O&M FTE per 20 miles of trail 1 O&M FTE per 1 regional trailhead 1 O&M FTE per 3 primary trailhead 1 O&M FTE per 12 secondary trailhead	1, 3, 4, 7
Safety Park Ranger FTE per miles of trail	GIS, Capital Improvement Plans, annually	One Park Ranger FTE per 25 miles of trail	1, 3, 4
Dog Ordinance Compliance Compliance with dog control program	Ranger Program, Onsite /camera evaluation, semi-annually	80% compliance	1, 2, 4, 5, 8
Demand Met for Mix of Users Based on miles of trails designated for different users, relative to user demand	Open Space / GIS	Targets per Table 5, Trail Type Mix Recommendations	3, 4, 5, 7, 8
Users Participating in Environmental Education Programs Measured by cumulative annual participation in offered programs of users	Recreation staff	Increase participants by 5% annually	6, 8
Education/Awareness Program	Volunteers and staff, annually	Hold 3 events annually.	2, 6, 8
Community Ownership	Volunteers and staff	Increase number of volunteers involved in open space activities with a target of 2,000/year	1, 2, 3, 4, 6, 8



Chapter 4

Area Recommendations



The Open Space system has been divided into four areas for the purposes of this chapter. Each area begins with a description of its management intent. A management zone map notes recreation priorities and the accompanying aerial shows natural resource priorities. Concept plans and renderings by USU Landscape Architecture and Environmental Planning students are provided as examples of how the priorities could be realized. A ballpark cost estimate for each priority concludes the area discussion. As funding and demand warrant, subsequent planning and design in combination with public input is expected to further develop specific concepts and costs. 4-1

EAGLE RIDGE

GOALS

Mitigate weeds and erosion, then provide responsible public access.

Anticipate and manage non-resident visitors.

In western Eagle Ridge, conserve higher ecological values along South Maple Hollow.

In eastern Eagle Ridge, provide more intense recreation use near Woods Hollow including unique recreation destinations such as Dog Off Leash Area, Disc Golf, Downhill Mountain Bike Course.

MANAGEMENT INTENT

Eagle Ridge consists of Woods Hollow and South Maple Hollow, west of Suncrest Drive, with residential areas to the north and south. In 2004, bulldozers began preparing the area near Woods Hollow (between Brookside Drive and Eagle Crest Drive) for residential development. Testing found a history of landslides and soil instability, making the south facing slopes unsuitable for homebuilding. A decade later Brookside Drive remains a fully improved collector “road to nowhere” with water, sewer, and electrical utilities that now offers an opportunity for recreational access off Suncrest Drive and apart from existing neighborhoods.

Despite past construction activity, Eagle Ridge contains unique oak savannah habitats. Maple Hollow is its jewel: it contains outstanding ecological values and deserves careful management. Erosion caused by stormwater flows from Suncrest development should be mitigated. The geocuts and historic landslides provide an opportunity for education about geology and environmentally sensitive lands constraints.

Eagle Ridge is a prime location for a combination of intense recreation, trails, and selective preservation. The area offers an opportunity to restore and re-purpose eroding dirt roads and geotechnical cuts. It can also be used to alleviate the intense mountain bike pressure presently facing Corner Canyon. Due to a southern aspect, the hiking and mountain biking season could be extended. Eastern Eagle Ridge is also one of the few suitable sites for a natural dog off-leash area and/or disc golf course. Other revenue-generating uses, such as a zip line, could be considered. On-street parking along Brookside Drive can accommodate up to 200 cars with little improvement. Future phases can offer off-street trailhead parking as demand warrants. Chimney Stone Court would continue only to serve as a maintenance and neighborhood trail access, and trail access from Maple Hollow to Brookside Drive should be provided. The Eagle Ridge Trailhead can be expanded to the north to address future parking needs at the top of the hill. The existing Eagle Crest Neighborhood Park would continue to serve as neighborhood trail access. The existing Maple Hollow Trailhead serves South Maple Hollow, and the Oak Vista (aka Longbranch) Trailhead serves areas north of Eagle Ridge into Little Valley.

Recreation improvements in Eagle Ridge will capture a high number of visitors from Lehi, Highland, Alpine, and Utah County. Phasing should consider equitable revenue mechanisms that account for non-resident use.



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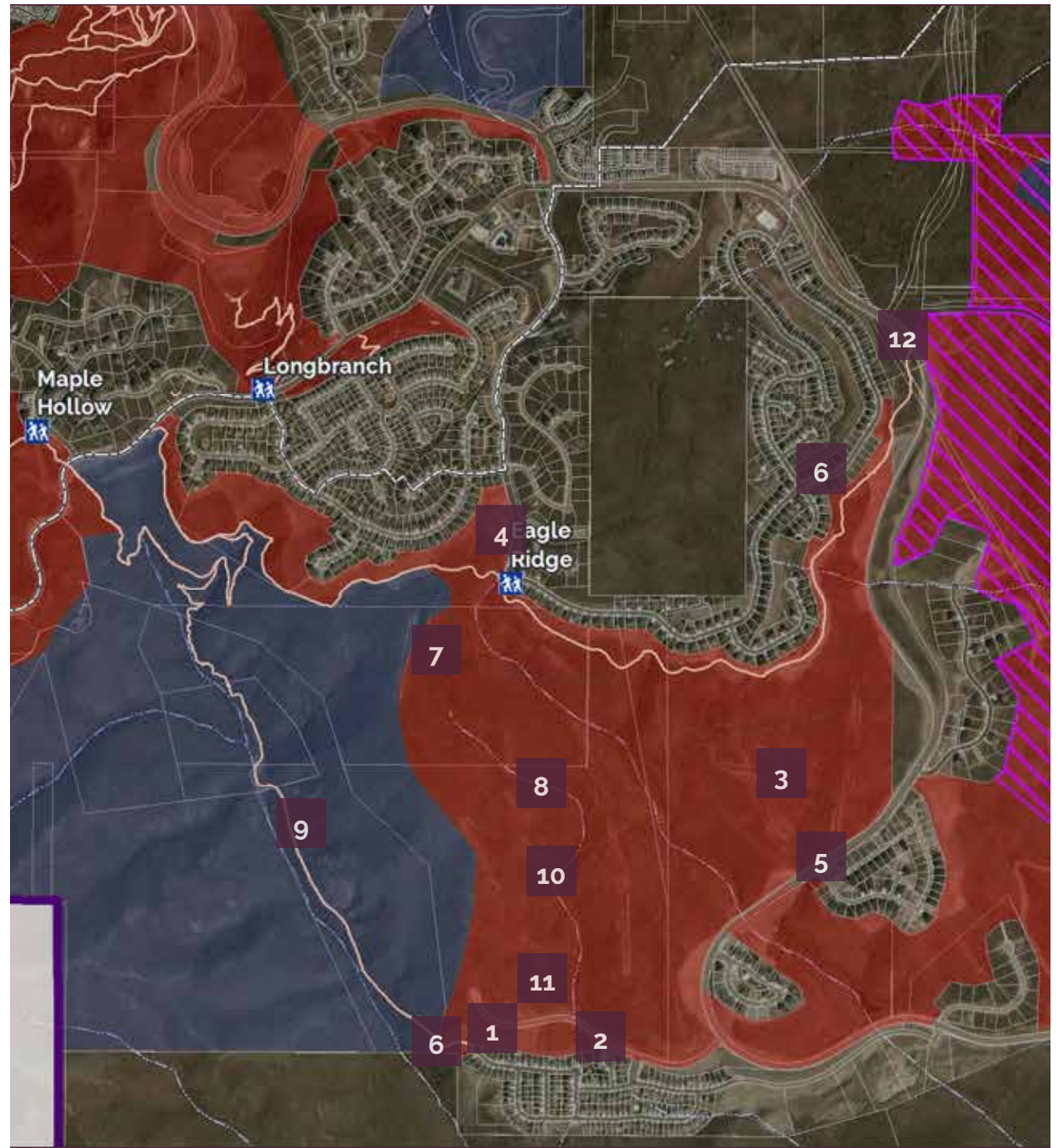


6







1. *Erosion in Maple Hollow*
2. *Geocut with active erosion and weed infestation*
3. *View across Maple Hollow*
4. *Eagle Ridge Trailhead*
5. *Overview of Eagle Ridge area looking east*
6. *Potential Eagle Ridge Trailhead expansion area or new Eagle Ridge Park*

RECREATION OPPORTUNITIES

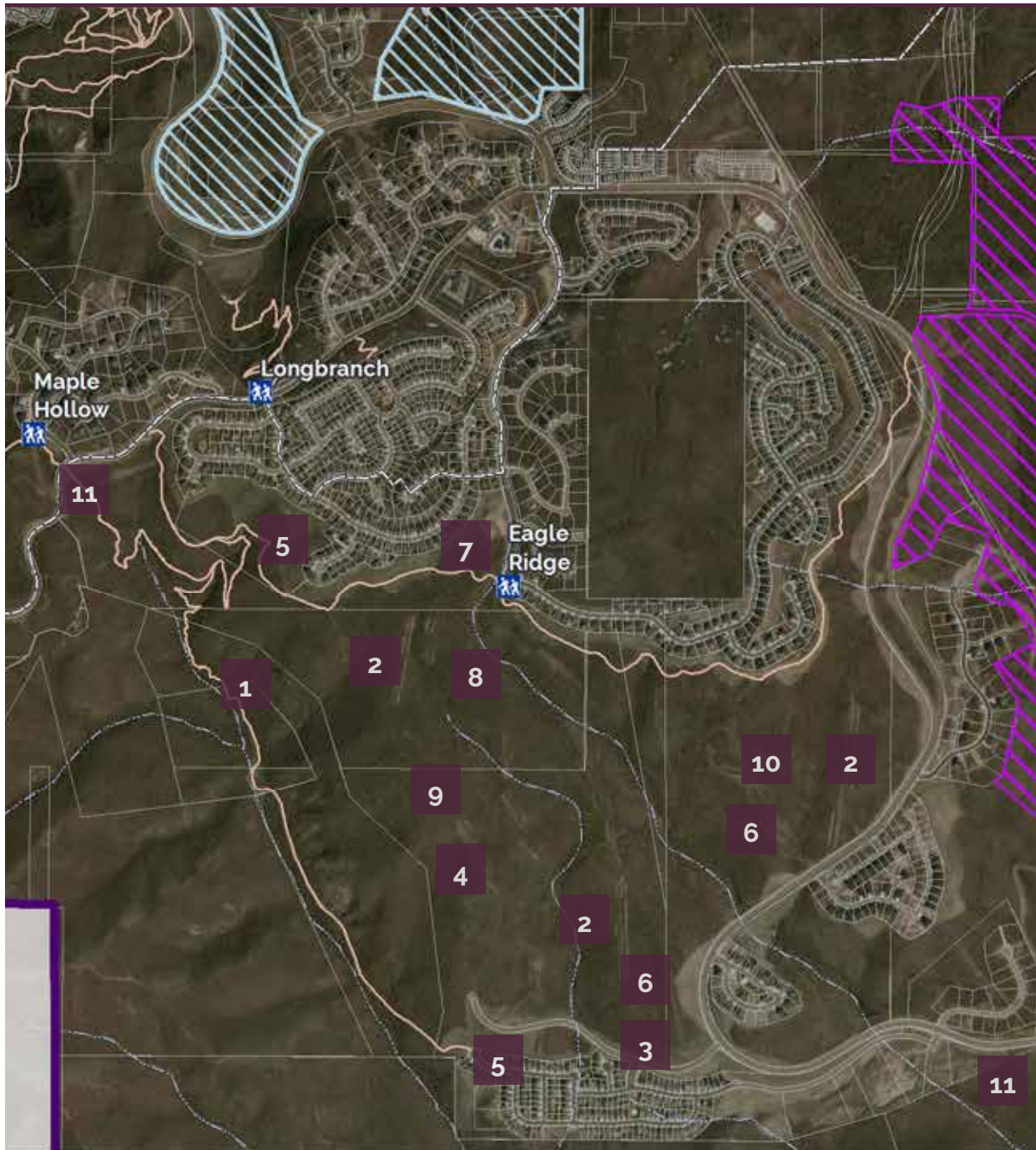
1. Future South Maple Hollow regional trailhead at west end of Brookside Drive (with water, electric, and sewer), restrooms, shelter, picnic tables. Future Off-Street Parking with potential for event/race staging.
2. On-street Parking (200 spaces) on Brookside Drive
3. Dog Off Leash Area, with expansion up to 100 acres. Controlled access. Consider feasibility of an annual pass to recover management costs.
4. Expand existing Eagle Ridge Trailhead to north
5. Primary trailhead to serve off-leash dog area
6. Neighborhood Access Points
7. Disc Golf Course
8. Downhill Mountain Bike Course
9. Maple Hollow Trail realignment and use reestablishment
10. Zip Lines (pending business feasibility study)
11. Ropes Course, (pending business feasibility study)
12. Improved trail crossing of Suncrest Drive



Legend

- | | | | |
|--|--------------------|---|---------------------|
|  | Existing Trails |  | Frontcountry |
|  | Existing Trailhead |  | Backcountry |
|  | Draper City Limits |  | Resource Protection |












CONSERVATION OPPORTUNITIES

1. Mitigate erosion in Maple Hollow and evaluate drainage runoff mitigation measures
2. Restore geocuts and roads not converted to trails and convert suitable geocuts and roads into trails
3. Fencing along Brookside Drive to control social trails
4. Weed management in disturbed areas. Address before opening to recreation to minimize spread (all areas)
5. Restoration of housing development impacts (lot drainage, erosion, encroachments, dumping, weeds) along Brookside Drive, Longbranch Court, and Eagle Crest Drive
6. Plan for new wildlife migration patterns around and through housing, recreation, and private property
7. Repair storm drainage from roadway off Eagle Ridge Trailhead
8. Management of Disc Golf Course: marking, signage, painting, social trails
9. Management of Mountain Bike System: trail monitoring, marking, social trails, erosion control, safety
10. Management of Off-Leash Dog Park: Trash removal, education, enforcement, weeds, water quality. Use access controls, fencing, and other boundaries to minimize wildlife impacts. Prepare site plan and maintenance plan.
11. Seismic activity prevents occupied structures from being built on site (all areas)

Legend

-  Forest Service
-  Existing Trails
-  Existing Trailhead
-  Draper City Limits
-  Resource Protection
-  Critical Watershed Area (No domesticated animals)
-  Protected Watershed Area (No dogs)





Alternative Eagle Ridge Trail expansion concept (USU concept rendering)



Potential disc golf course below Eagle Ridge Trailhead (USU concept rendering)



Shelter rendering at Eagle Ridge Trailhead expansion (USU concept rendering)



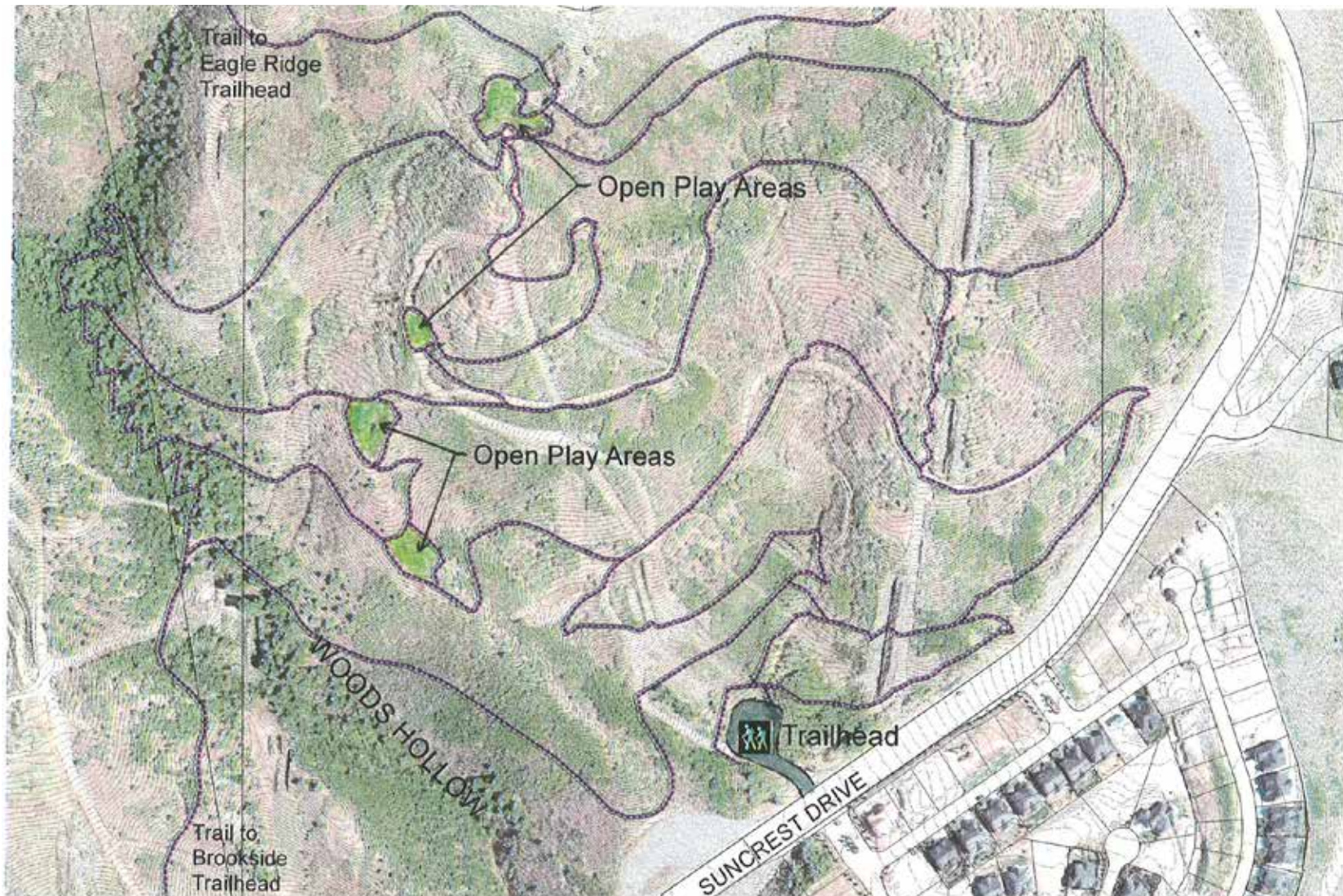
Soccer field rendering at potential Eagle Ridge Park (USU concept rendering)



*Proposed geocut restoration and repurposing
(USU concept rendering)*



Mountain biking features (USU concept rendering)



Eagle Ridge Off-Leash Dog Park concept plan





West Brookside Trailhead concept plan (USU concept rendering)

EAST HOLLOW'S

GOALS:

- First mitigate weeds, erosion, geocuts, and old roads, then provide responsible public access.
- Proactively anticipate and manage non-resident visitors.
- Provide access to “urban wilderness” backcountry destinations.

MANAGEMENT INTENT

East Hollows has great potential and is revered by many outdoor enthusiasts as a treasure trove of exceptionally diverse recreational and learning opportunities. East Hollows borders the base of Lone Peak and U.S Forest Service lands to the northeast, the communities of Alpine and Highland to the south and southeast, and Corner Canyon to the northwest. Though currently rough and unimproved in nature, this site has the potential to become a bridge: between communities, between the urban and the wild, between the valley and the peaks. As sustainable recreation opportunities are developed here, neighbors can be brought together, communities can be united and the natural resources of the area can be better managed and restored.

East Hollows is a mosaic of oak savannah scrubland and bigtooth maple woodland, home to deer, elk, and moose during the winter season. It is the last and largest undisturbed patch of oak savannah in the Traverse Mountain Range. Migrational animals that once called other oak savannah home further west find refuge and forage in the Mercer, Hog, and Spring drainages. The saddle of the Traverse Mountains and southern aspects provide critical wintering grounds for elk as well as stopover habitat for elk and mule deer migrating through the Traverse Range to the south. It arguably holds the best opportunities for wildlife viewing as well as spectacular views of Salt Lake Valley, Utah Valley, and the Wasatch Mountains. This distinction sets it apart from other playground landscapes like Corner Canyon and Eagle Ridge: East Hollows is uniquely

positioned to serve as educational and backcountry launching points for those interested in exploring its secrets. Careful consideration toward the placement of new trails will reduce wildlife/human interactions and preserve the migration corridor for big game species.

The interior natural areas that compose East Hollows are relatively undisturbed by development pressures. A broad network of undesignated trails and old roads criss-cross the area providing connections to technical backcountry trails within the Lone Peak Wilderness area and Jacob’s Ladder. National Forest trail connections must be maintained and alternate access to Jacobs Ladder Trail could be developed. Several old roads into Alpine and Highland need to be repurposed as regional trails or closed and reclaimed before new trail routes are created. A new gas line through Hog Hollow provides a maintained road that doubles as a firebreak. Currently users of all types enjoy these trails for technical hiking, endurance equestrian rides, and mountain biking opportunities. The low density of trails in East Hollows preserves the natural serenity of the area. However without clear maps and trail designations, user density and user conflicts will become a management challenge. Developing a trail system in East Hollows and designating trails for specific user groups will expand recreation opportunities for all users.

The topography and natural surroundings of East Hollows provide a unique location for siting future facilities to support a developing environmental education program. Peak View Trailhead is a

starting point for many trail systems located to the north of the proposed Hidden Canyon Estates residential development, overlooking Corner Canyon and Draper City. The site varies in elevation, and is the perfect area for beginning and advanced trails. Because of its location, the site will become a central hub for many different types of users. An amphitheater/pavilion and a nature center could expand educational opportunities of the open space by kindergarten through middle school aged students by offering instruction space in a classroom type setting. The natural surroundings and proposed primitive educational facilities are ideal for hands on learning for high school aged students. Ultimately these facilities may also provide fee-generating opportunities as event and concessionaire space for mountain bike and cross country ski rentals as well as guided hikes and horseback tours as allowed by the conservation easement.



1

1. Prospective site for an Observation Deck. Looking west onto Draper and canyon entrance.
2. Trail leading to the meadow. White sign indicates private property.
3. Lower Pond
4. Campfires
5. Litter
6. Flooding
7. Erosion



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RECREATION OPPORTUNITIES

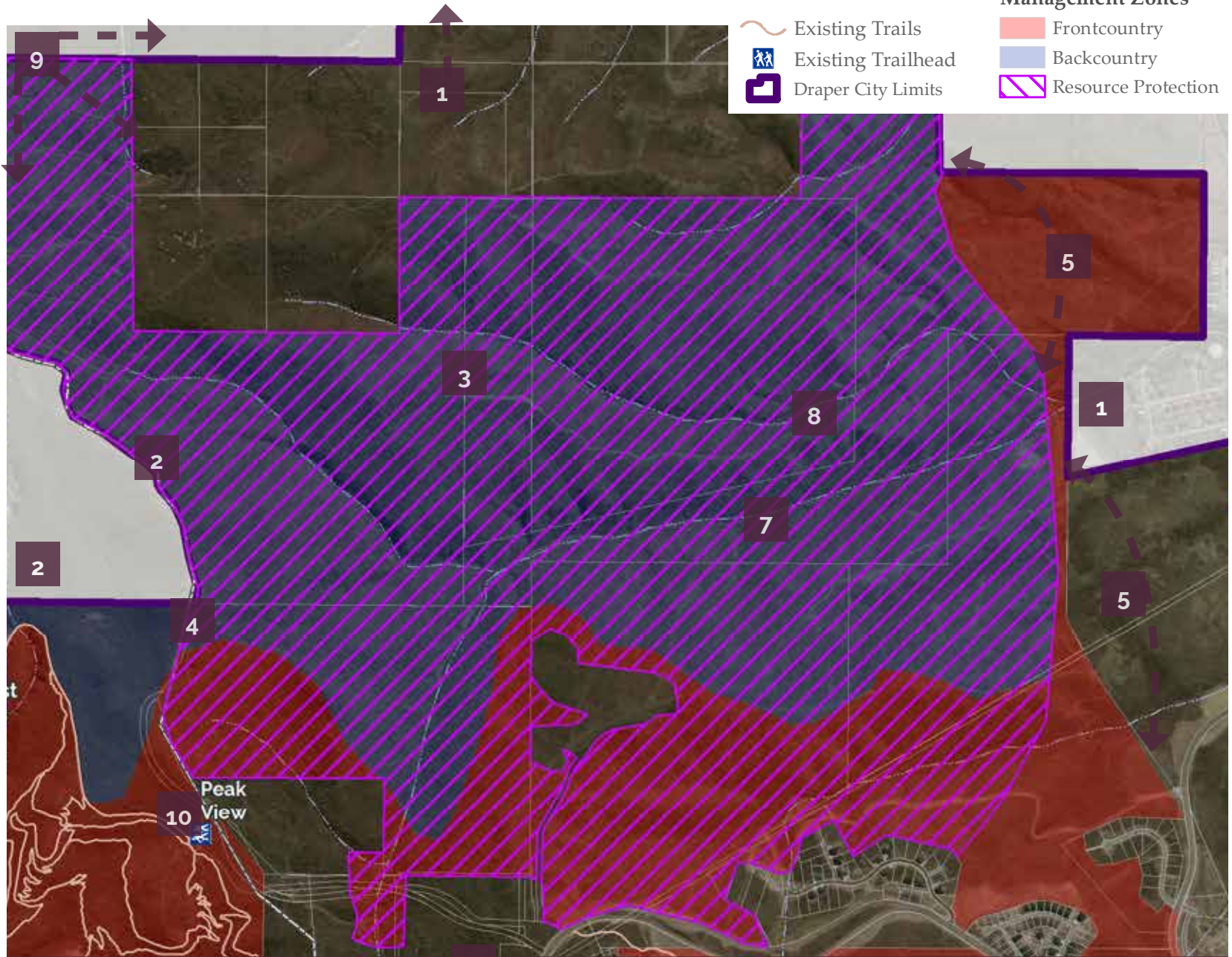
Legend

-  Existing Trails
-  Existing Trailhead
-  Draper City Limits







Management Zones

-  Frontcountry
-  Backcountry
-  Resource Protection

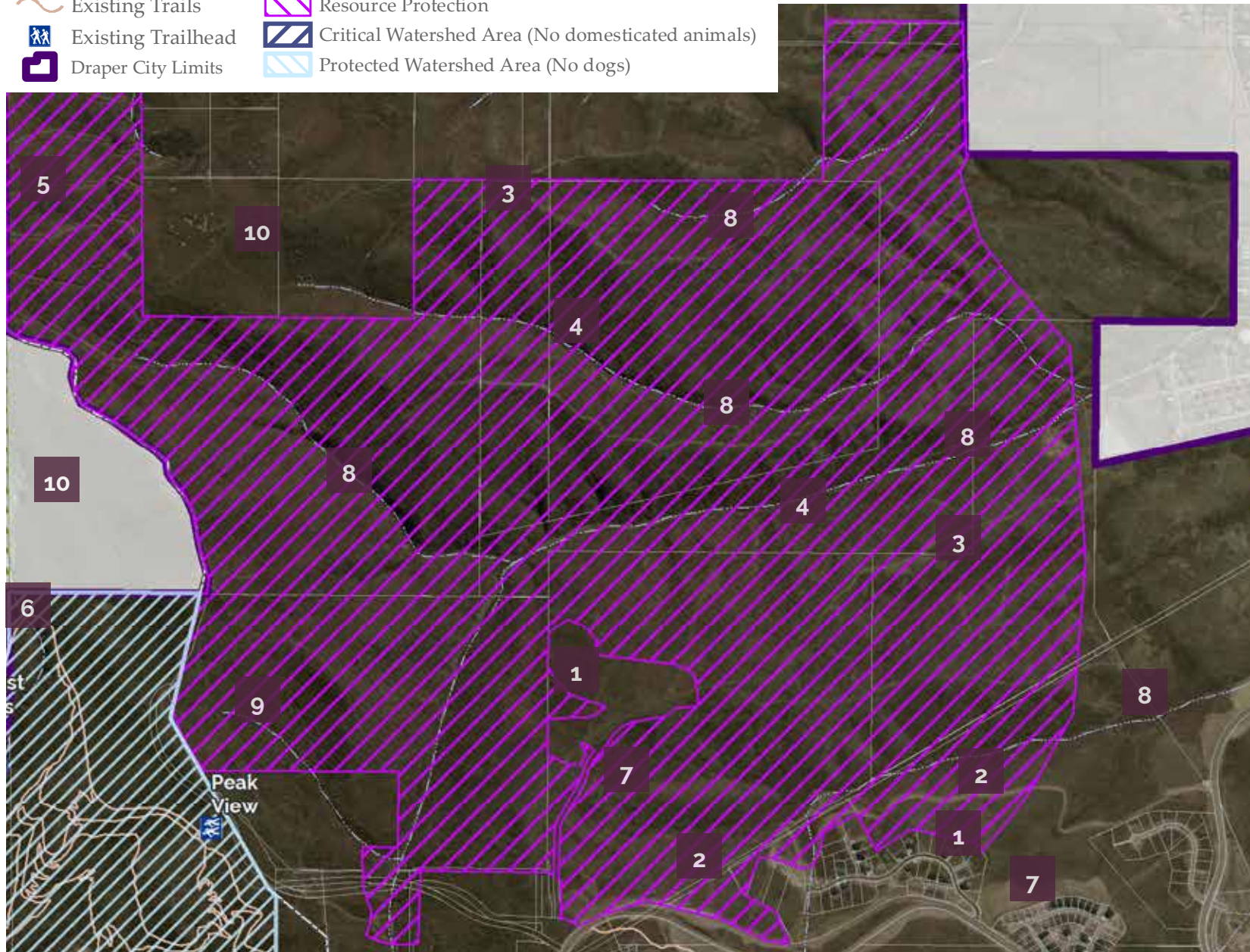
1. *Develop cost-sharing agreement with Alpine and Highland City for trailhead and trail development*
2. *Work with Forest Service to provide alternate uphill Jacob's Ladder Trail. Convert a lower segment to downhill mountain bikes only.*
3. *Backcountry trails*
4. *Equestrian obstacle course, loop trail, or instructional trails. Install watering stations, require weed free hay.*
5. *Complete Bonneville Shoreline Trail to Alpine*
6. *New secondary trailhead adjacent to planned residential development (Hidden Canyon Estates), with trail connections to Corner Canyon, Eagle Ridge, and East Hollows.*
7. *Gas line provides a maintained road/ multi-use trail and firebreak*
8. *Picnic area at existing ponds*
9. *Seasonal closure to minimize visitor impacts to wintering elk, deer, and moose from Forest Service lands.*
10. *Interpretive Area at Peak View Trailhead- Expand the Peak View Trailhead from secondary trailhead to primary trailhead including expanded parking, equestrian parking, restrooms, and nature interpretive areas.*



Legend

-  Existing Trails
-  Existing Trailhead
-  Draper City Limits
-  Resource Protection
-  Critical Watershed Area (No domesticated animals)
-  Protected Watershed Area (No dogs)

CONSERVATION OPPORTUNITIES



1. Evaluate social trails from private housing developments onto formal trail system
2. Locate recreation facilities to avoid elk migration corridors
3. Avoid trail development on steep slopes, relocate and build trails on less vulnerable locations, and remove OHV trails not converted to trails, install access barriers
4. Mitigate streambank erosion
5. Restore geocuts below Jacobs Ladder Trail
6. Work with Forest Service to enforce designated wilderness provisions, such as no mechanized/motorized uses
7. Wildfire mitigation by reducing fuels and creating firebreaks by private developer/HOA
8. Avoid trail development in natural drainages
9. Restore meadow community
10. Evaluate options for the protection of natural resources on adjacent properties





Backcountry opportunities at proposed Lookout, east toward Lone Peak



Lower Hog Hollow Trailhead Concept Plan (USU concept rendering)



Lookout looking west

Peak View Interpretive Area at Peak View Trailhead

Phased as funding allows, the interpretive area could be constructed by a sponsor, the City or non-profit; operated by the City, a concessionaire, or non-profit.

Phase 1

- Primary trailhead
- Outdoor education programs by partners
- Self-guided interpretive exhibits
- Trail connections to Jacobs Ladder, Ghost Falls

Phase 2

- Vehicular and equestrian parking
- Accessible (ADA) trail(s)
- Covered outdoor classroom / shelters
- Outdoor amphitheater
- Fee-based educational programs or coordinated activities with area schools.

Phase 3

- Interpretation building with classroom, small office, water, and public restrooms, oriented to maximize 360 degree views.
- Paved access road for bus access
- Paved trail(s)
- Orienteering course

Staffing Requirements

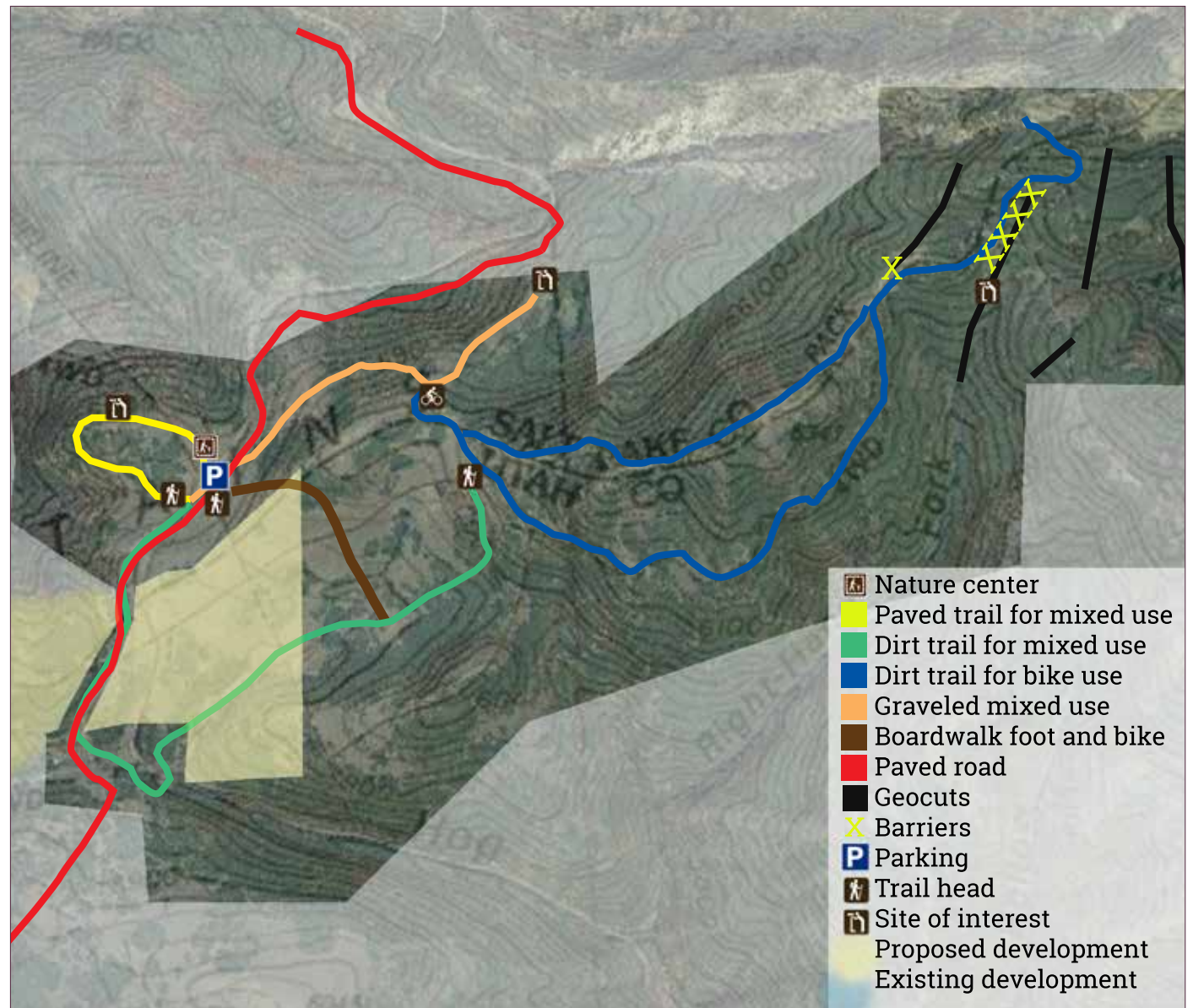
- Full-time facility manager.
- Summer operations will need to be augmented with two seasonal staff. Seasonal staff duties include facility janitorial maintenance, gate operations, assisting with trail and facility maintenance and repair, habitat improvements.
- Year-round volunteers and docents. Docent volunteers will operate the park nature center and offer guided nature hikes and educational programs. Volunteers will undertake a wide variety of support activities identified and coordinated by the center manager.



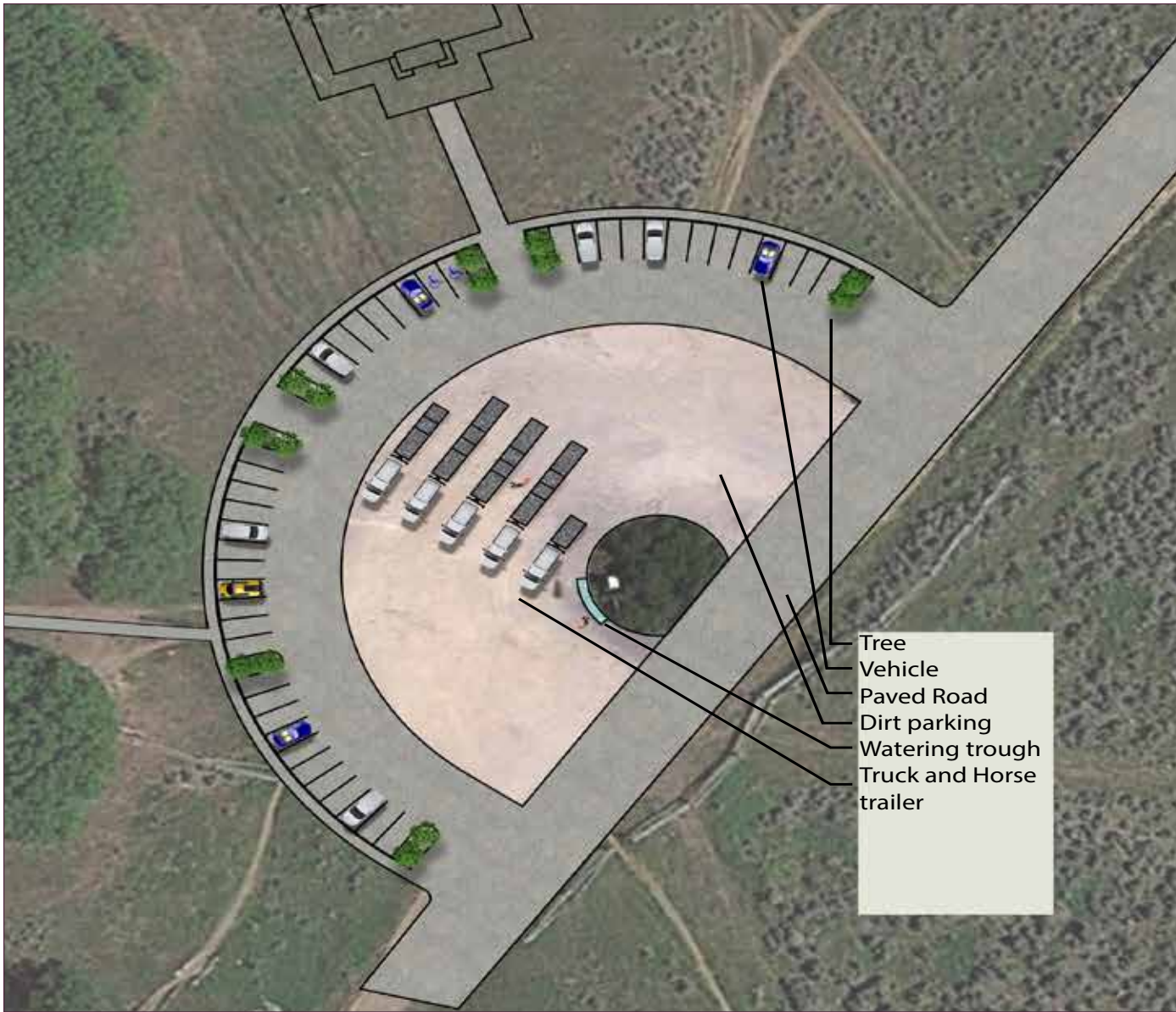
Potential interpretive area concept designs



Potential interpretive area concept designs



Potential Peak View Area Plan (USU concept rendering)



Potential Peak View Parking Lot Layout (USU concept rendering)



Potential interpretation

CORNER CANYON

GOALS:

- Proactively manage and mitigate user conflicts through trail management.
- Ensure protection of Corner Canyon's protected watershed area.
- Provide an exceptional trail system for all abilities, ages and user groups.

MANAGEMENT INTENT

Once proposed as a residential development, Corner Canyon is the crown jewel, the hub, the regional destination in Draper's open space system for ten years running. Conserved through a citizen-initiated ballot and a conservation easement in 2005, Corner Canyon has been the primary focus of City trail and facility construction. Corner Canyon has many natural, scenic, cultural, historical, wildlife, and recreation values. Attractions include views of Lone Peak, Ghost Falls waterfall, and brilliant fall colors. It is common to see mule deer, wild turkeys, coyotes, and other wildlife in the canyon.

Mountain biking, hiking, running, and horseback riding are increasingly popular given the close proximity of Corner Canyon to residential areas, major arterials, and its intrinsic beauty. This area includes many trailheads including Coyote Hollow, East Bench, Orson Smith, Ghost Falls, Peak View and the Andy Ballard Equestrian Center / Draper Cycle Park. Corner Canyon also provides recreational access to Forest Service lands including the Lone Peak Wilderness via Jacob's Ladder Trail. Public motorized use is prohibited in all areas except for the Upper Corner Canyon Road. As described in Chapter 3, the City will explore separating user groups by trail improve trail experiences in the future.

The Corner Canyon conservation easement allows for the construction and maintenance of various facilities, including paved and primitive trails, trailheads, and other low impact recreational facilities with water, electricity and sewer connections.

Corner Canyon is also a protected watershed area, providing a key drinking water source for the City of Draper. For these reasons:

- Humans and animals are prohibited from entering any and all water. Crossing is allowed on bridges only.
- Dogs should not be allowed above the Bonneville Shoreline Trail in the protected watershed area as described in Chapter 3 and shown on the Management Zone Map.
- Domestic animals including dogs and horses are prohibited along the Corner Creek protected watershed areas.
- In permitted areas domestic animals must maintain a distance of 100 feet from all water.

Education and enforcement of rules and regulations are necessary for the safety and enjoyment of all users. The sustainable construction and use of trails (i.e., limiting usage when muddy and signage) are essential to providing an exceptional trail system for all users for decades to come.



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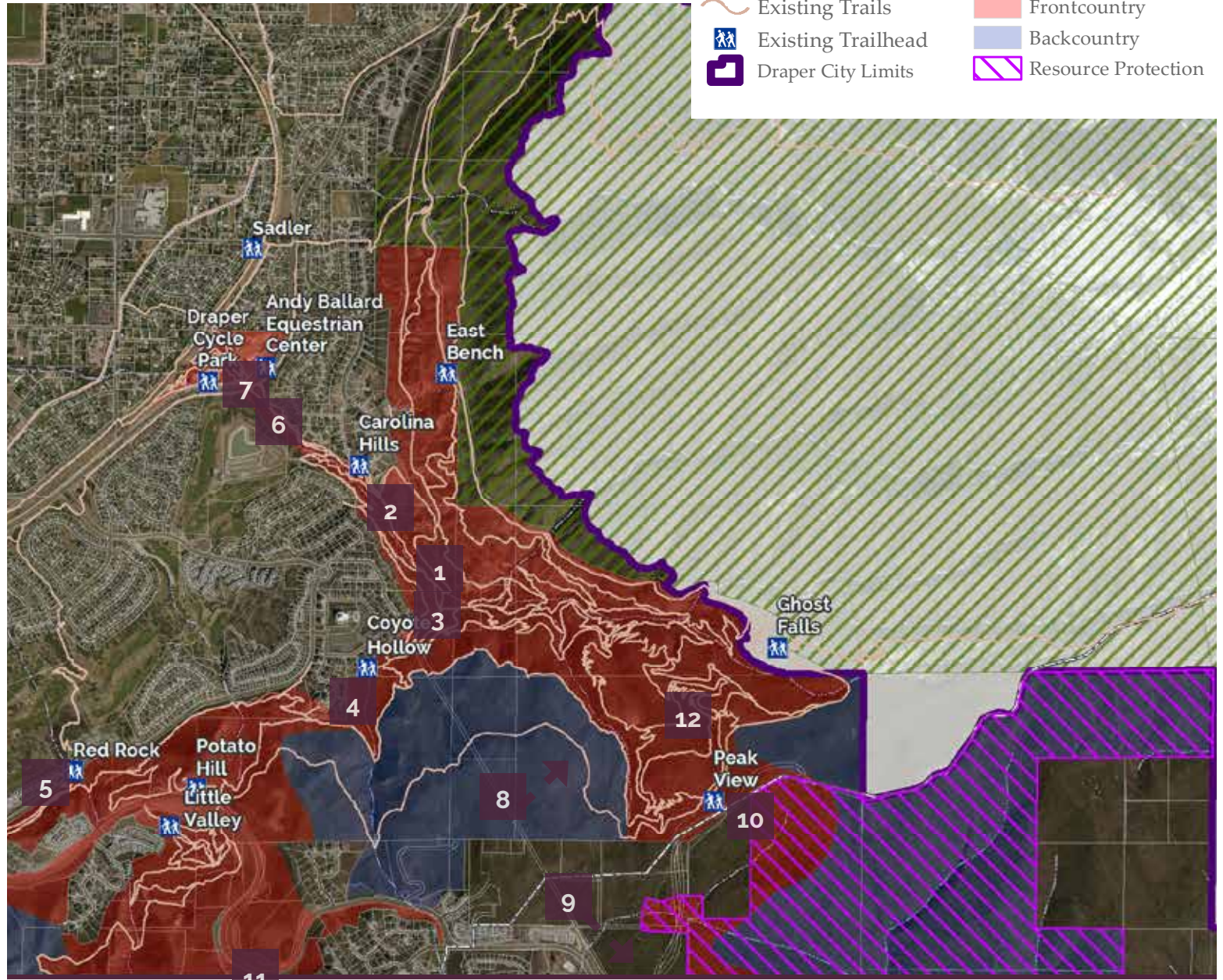


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1. *Event parking along Highland Drive*
2. *Draper Cycle Park*
3. *Highland Drive Separated Trail Crossing*
4. *Mountain Biker on Potato Hill Trail*
5. *Lower Corner Canyon Road*
6. *Ghost Falls Trailhead*
7. *Canyon Hollow switchbacks*

RECREATION OPPORTUNITIES

1. Complete Lower Rush Trail
2. Develop Creek Discovery (Jungle) Path
3. Develop an Interpretive Paved Loop Trail (1/2 mile)
4. Expand Coyote Hollow Trailhead with restrooms and water
5. Upgrade Red Rock Trailhead with restrooms and water
6. Pave the Lower Corner Canyon Trail in cooperation with the Questar Gas realignment from the Equestrian Center to Metro Water Land (1 mile)
7. Develop separated paved trail undercrossing of Highland Drive
8. Develop Eidelwiess Trail Connection North to Ann's Trail
9. Develop Eidelwiess Trail Connection South to Eagle Crest Trail
10. Nature Center at Peak View Trailhead (see East Hollows)
11. Develop Suncrest Connector Trail - Suncrest sign to Ann's Trail
12. Create additional quiet zones/wildlife view areas (similar to Memorial Cove)



Legend








- Forest Service
- Existing Trails
- Existing Trailhead
- Draper City Limits

Management Zones

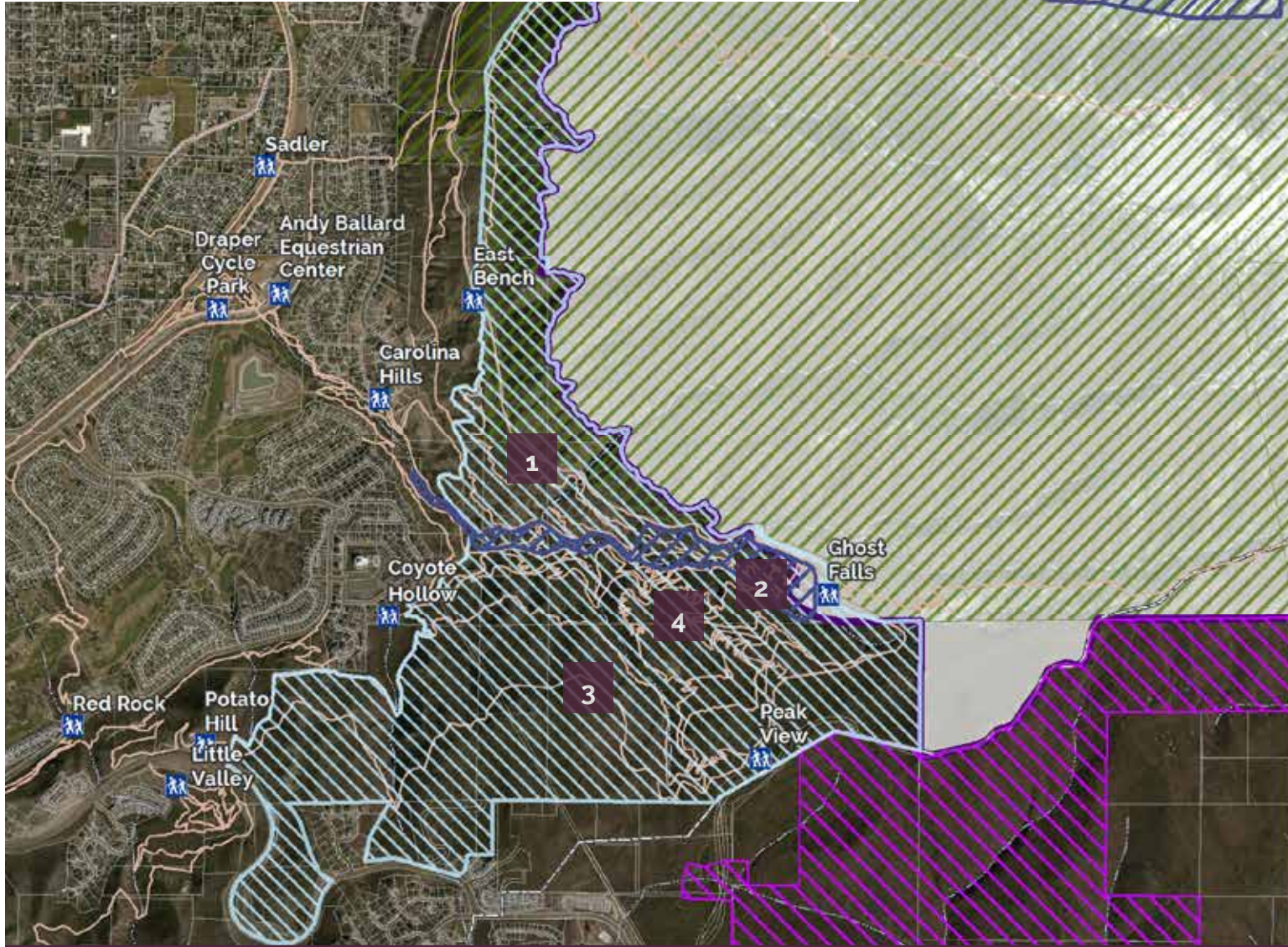
- Frontcountry
- Backcountry
- Resource Protection



Legend

-  Forest Service
-  Existing Trails
-  Existing Trailhead
-  Draper City Limits
-  Resource Protection
-  Critical Watershed Area (No domesticated animals)
-  Protected Watershed Area (No dogs)

CONSERVATION OPPORTUNITIES



1. *Ensure the restoration of Questar Gas Line realignment*
2. *Close Upper Corner Canyon Road to public vehicles between Ghost Falls Trailhead and East Bench Trailhead once access from Suncrest Drive is provided.*
3. *Implement and enforce dog restrictions above the BST.*
4. *Enforce domesticated animal restrictions along Corner Creek critical watershed area.*



- Informational Signs
- Existing Parking
- Paved Path to Canyon Hollow Trailhead
- Bioswell
- Restrooms
- 45 Additional Parking Stalls
- Vegetated Screen
- Diverted Drainage



Coyote Hollow Trailhead and parking expansion concept plan (USU concept rendering)



Views towards proposed interpretive loop (USU)



Proposed restroom with added signage (USU)



Lower Corner Canyon, Silica Pit (USU concept rendering)



WEST BLUFF

GOALS:

- Mitigate weeds, erosion, geocuts, and old roads, then provide responsible public access.
- Collaborate on a diverse trails system with Lehi City for all users.
- Support a world-class flight park destination.

MANAGEMENT INTENT

The West Bluff area is the highest and steepest portion of Draper's open space system. From Traverse Ridge Road west and south to Lehi City, the West Bluff is largely undiscovered. Recreation facilities include the North Flight Park, Maple Hollow Trailhead, Oak Hollow Trailhead, North Maple Hollow Downhill Trail, and Little Valley Instructional Trails. Steep Mountain and the Point of the Mountain area is the best known portion of the West Bluff, made famous by historic Widowmaker hill climbs and current gliders who can be seen most days against a deep blue sky.

What makes West Bluff unique is its visible mosaic of oak savannah scrubland and bigtooth maple woodland that turns to grasslands on angular, lower slopes. Like East Hollows, it is largely an undisturbed refuge for deer, elk, and moose during the winter season. Lower, western slopes are drier and arguably hotter than eastern open spaces, yet its high points at 6,500 feet (once envisioned as multi-million dollar home sites) offers the potential for cross-country skiing. Lehi City has secured 600 acres adjacent to Draper's holdings, creating an opportunity for an intercity trail system unlike any other along the Wasatch Front. In fact, a portion of south facing lands may be more efficiently managed by Lehi City.

The Point of the Mountain's wind regime is one of the premier flying sites in the world – similar to Moab for mountain biking or the "Pipeline" for surfing in Hawaii. The US Paragliding Nationals have been held here several times over the last several decades. Gliding brings an estimated 750 flying related tourists from around the United States and the world to fly at the Point of the Mountain every year. The local Utah Hang Gliding and Paragliding Association boasts over 400 active members and 10-15 flight instruction schools based in the Draper area. In addition to worldwide recognition, Draper benefits from the dollars spent locally at hotels, grocery stores, and restaurants by gliding enthusiasts.

The ability to offer flights from the top of Steep Mountain accommodates additional tourists and visitors wanting to experience tandem flights. Prior to 2008, Geneva Rock had allowed certified pilots and schools to drive on an access road to the top of Steep Mountain. In 2008, Geneva Rock closed the road to pilots because mining activity progressed to the point that it would endanger people using the road. Tandems flight saw a reduction of 30-40% within weeks of closing the access road to the top of the ridge. This continues to this day and several tandem pilots have stopped offering tandems and moved somewhere else because of the decrease in business.

The greatest barrier to maximizing the West Bluff's opportunities is access. Steep, highly erodible hillsides like Steep Mountain make road building extremely expensive. There is no vehicular access for emergency



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1. *Hikers above Deer Ridge Drive*
2. *Maple Hollow Trailhead*
3. *Mountain biker on Maple Downhill Trail*
4. *Electrical, water, and sewer utilities are in place along the unpaved section of Deer Ridge Drive (currently closed to motorized vehicles).*
5. *Looking west from the water tank (Deer Ridge Drive) toward Lehi's 600 acres of adjacent open space.*

Project Airtime

is a non-profit based in Draper that brings 50-100 disabled vets, handicapped, elderly and other challenged individuals to the Point of the Mountain annually for an opportunity to experience free-flight and broaden the hope and vision in their lives.



A participant experiencing free-flight. Source: Project Airtime



Soaring over the Traverse Mountains




responders to the top of Steep Mountain. Deer Ridge Drive, which offers electric, water, and sewer hookups, needs to be repurposed as a multi-use trail and maintenance access road before new trail routes are created. This plan recommends that the majority of West Bluff remains as backcountry with a low density of trails for those daring to make long hikes and rides, until facility needs are accomplished elsewhere. Top priorities include completing the Bonneville Shoreline Trail, evaluating revenue-generating activities along Deer Ridge Drive, improving programming at North Flight Park (Movie in the Park Nights, festivals, global events), and supporting a vehicular access road from Lehi City to Steep Mountain's ridgeline. A sustainable foot trail from the North Flight Park to the upper bench needs to be established to replace the existing foot trail that goes up the fall line of Steep Mountain. The development of any access road or trail would require collaboration with Lehi City, Salt Lake County, and Geneva Rock to potentially cross into their property if necessary.






1. Para gliding over Steep Mountain
 2. Aerial view of Salt Lake County Flight Park
 3. A participant experiencing free-flight.
- Source: Project Airtime

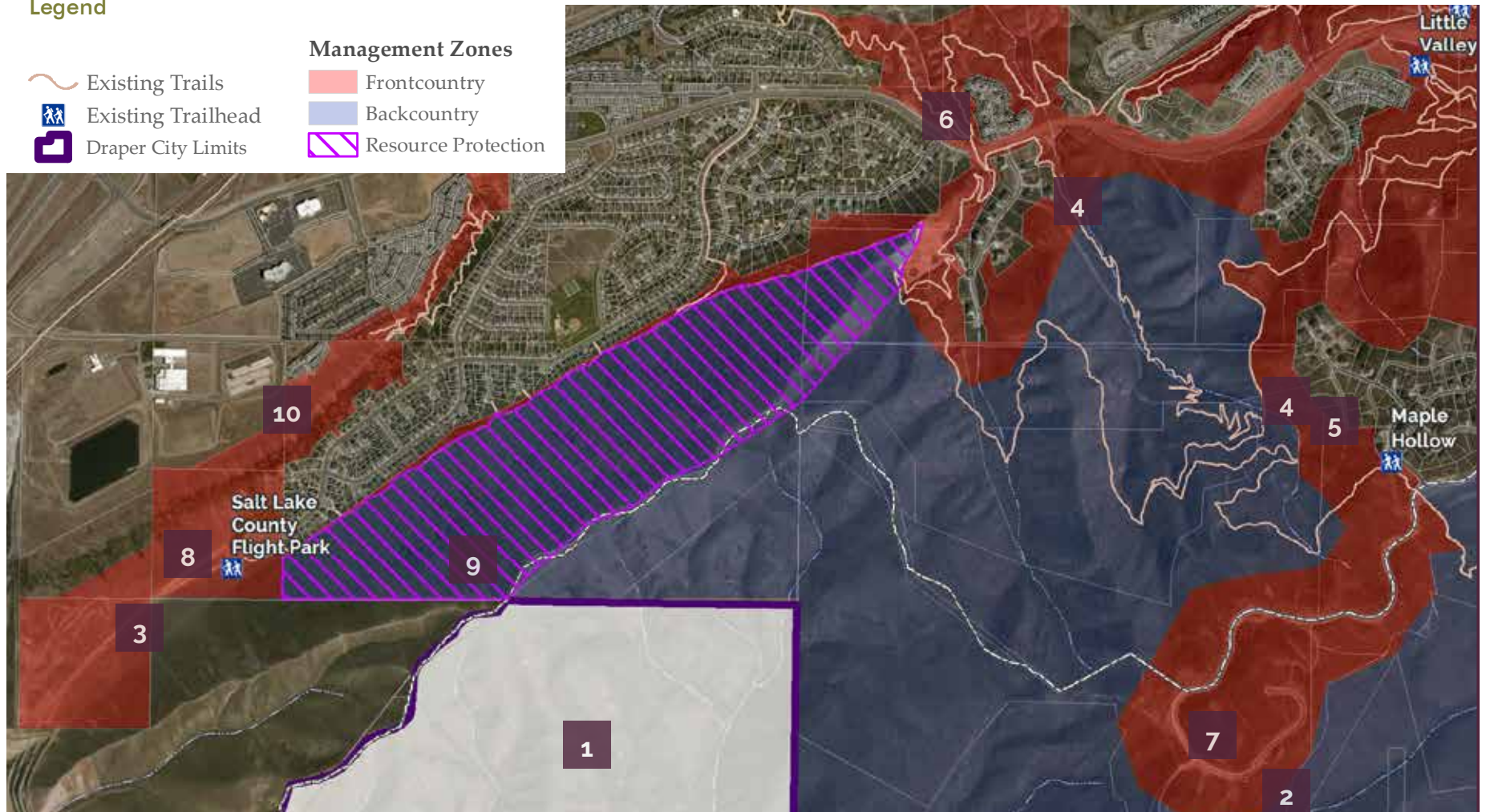
RECREATION OPPORTUNITIES

Legend

-  Existing Trails
-  Existing Trailhead
-  Draper City Limits

Management Zones





-  Frontcountry
-  Backcountry
-  Resource Protection

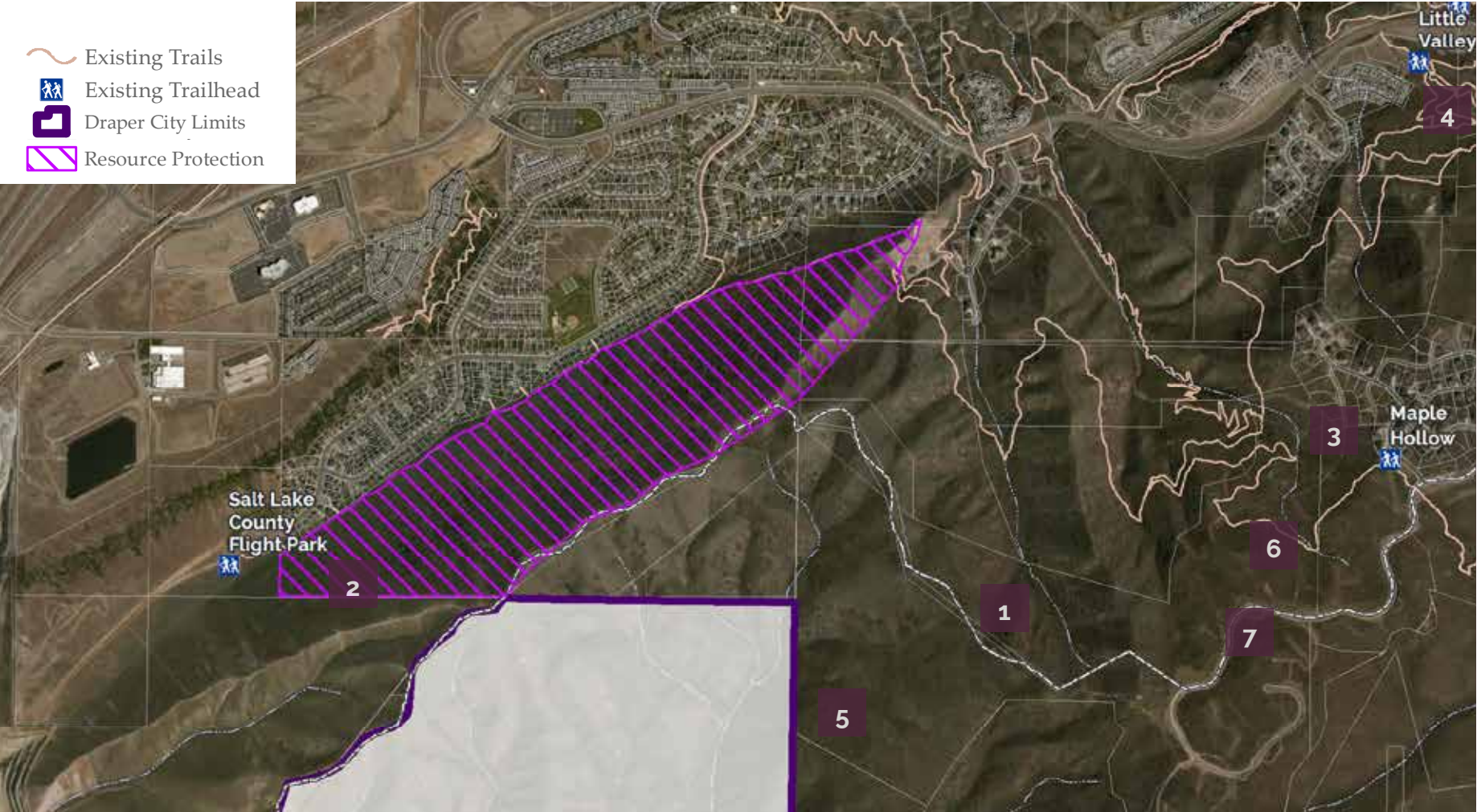


1. Cooperate with Lehi City in creating a 600 acre mountain bike and hiking trail system (akin to Corner Canyon), adjacent to Draper City open space.
2. Access agreement with adjacent property owners for hiking to summits along Traverse Mountain range on existing dirt roads
3. Secure a route for Bonneville Shoreline Trail around Geneva Rock
4. Complete upper and lower segments of Maple Hollow Downhill Course
5. Expand existing Maple Hollow Trailhead: parking, restrooms, shelter, picnic tables, fencing.
6. Develop Oak Hollow Trailhead as a secondary trailhead which will serve as the bottom of Maple Hollow Downhill Trail shuttle with parking facilities.
7. Special concessionaire studies for revenue-generating uses for upper Deer Ridge Drive and graded pads
8. Cooperate with Salt Lake County to create an Off-Leash Dog Park at North Flight Park
9. Develop a cost-sharing agreement with Utah Hang Gliding Paragliders Association to develop and maintain trail and road to the summit of Steep Mountain.
10. Complete South Pointe Trail connection to the BST.

CONSERVATION OPPORTUNITIES

Legend

-  Existing Trails
-  Existing Trailhead
-  Draper City Limits
-  Resource Protection



1. Elk habitat preservation
2. Protect Steep Mountain's north face by limiting trail and road building. Restore Widomaker erosion
3. Restoration of impacts from Flint Rock Drive grading
4. Maintenance of Little Valley Instructional Trails
5. Develop construction and maintenance agreement with Lehi City for trails and habitat management in the 300 acre Oak Hollow South watershed. Potentially trade or sell 300 acres to Lehi City.
6. Restoration of geocuts in North Maple Hollow
7. Restoration of impacts from Deer Ridge Drive grading and soil piles



Looking down, North Maple Hollow. Note past road building and geocuts in need of restoration



*Maple Hollow Trailhead Expansion Concept Plan: before and after
(USU concept rendering)*



West Bluff offers an alternate location for disc golf



Appendix A

Public Comment Summary

DRAPER OPEN SPACE PRIORITY PROJECTS SUMMARY

Thanks to the foresight of civic leaders and the community's support, the city has preserved more than 4,600 acres as open space on the Traverse Mountains, starting with Corner Canyon in 2005 and undeveloped portions of the Suncrest development in 2012. The existing plan has been in place for ten years, and now that the city has purchased more than 2000+ acres in the Suncrest area, it is time for a new open space plan.

The planning process involved multiple forms of public outreach as described in Chapter 1. Two well attended events were held at City Hall to obtain written comments on project priorities and the public draft. A summary of their comments is captured on the following pages. Open-ended responses are available upon request.

Open House #1: Project Priorities. On September 22, 2015, a public open house was held to continue the process to establish a vision for city open space lands and preserve suitable locations for recreation and conservation activities. The public provided input on which trails and trailheads should be built or relocated, how to minimize conflicts among the open space's many users, and how to best conserve the natural qualities we all love. Over 50 community members attend the event. After the public meeting an online survey was posted on the city's website to collect additional information. About 165 people completed the online surveys, in total 430 reviewing the survey. The feedback from the event and online survey is summarized below.

This workshop and online survey presented the natural resource highlights and sensitivity map; recreation resource highlights and current recreation demand map; management zone descriptions and map; and potential projects proposed to date throughout the open space. The open space was



divided into four open space units for the purposes of discussion and future management. System-wide projects for recreation and natural resource management activities were also presented.

Participants were asked to evaluate the management zones; top priorities for recreation activities; and top priorities for caring for the natural resources per each area. Participants could choose to provide feedback on one or all of the areas during the public meeting and through the online survey.

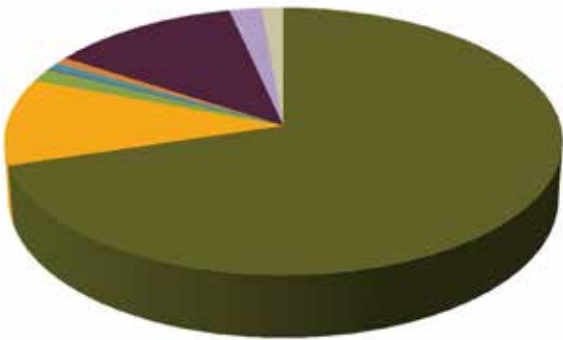
Open House #2: Draft Plan. On January 9, 2016, over 165 people met to learn about the eight initiatives in Chapter 3 and the four area-specific recommendations in Chapter 4 of the public draft plan. The same recommendations were also shared online. About 375 people completed the online survey.

Where Do Participants Live?

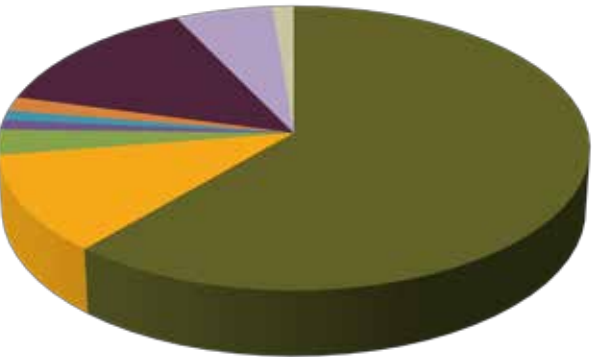
Nearly 700 responses were collected in either of the two online surveys. Participants indicated where they lived, which shown in the pie charts below.

- Highland City
- Other community in Salt Lake County
- Other community in Utah County
- Other
- Draper City
- Sandy
- Lehi
- Alpine
- Riverton

*Open House #1: Project Priorities
(September 2015)*



*Open House #2: Draft Plan
(January 2016)*



Management Zones (September 2015)

The management zones map and table with each zone description was presented. The public generally supported the delineation of management zones and the descriptions were appropriate and well-defined. Some specific public comments included:

- “Small expansion in Frontcountry areas to include the top end of the Corner Canyon area.”
- “There are going to be areas of overlap, particularly in transition areas along boundaries between zones, so an ability to maintain flexibility in management standards and guidelines should be maintained.”
- “It is not clear what limitations will be applied to trail development and access in the Backcountry and Resource Protection zones.”
- “Seems like Ann’s trail is all Frontcountry with the high amount of users and number of trailheads available at several points along its length.”
- “There needs to be more resource protection to ensure the continued use as it is today. Once it has been developed there is no going back.”
- “There needs to be more restrictive access to some areas. ATVs & cars are often in some Resource Protection areas. Also, better trail markings (hike/bike/horse) in these areas would be helpful.”
- “Support the inclusion of the “shoebox” into the recreational areas. Great snowshoeing and mountain biking terrain could connect Corner Canyon to upper Suncrest trails.”
- “It is unclear whether horses are allowed in all of the heavy use zones (outside watershed protection area). My concern is for trails to continue to be open to equestrians.”
- “Maximize backcountry and resource protection zones. Reduce fire risk in and around the Suncrest area by limiting vehicle access to paved roads.”
- “Backcountry for a cyclist is much further from the trailhead than for pedestrian traffic. Separation of users is required to keep a backcountry experience for foot traffic.”





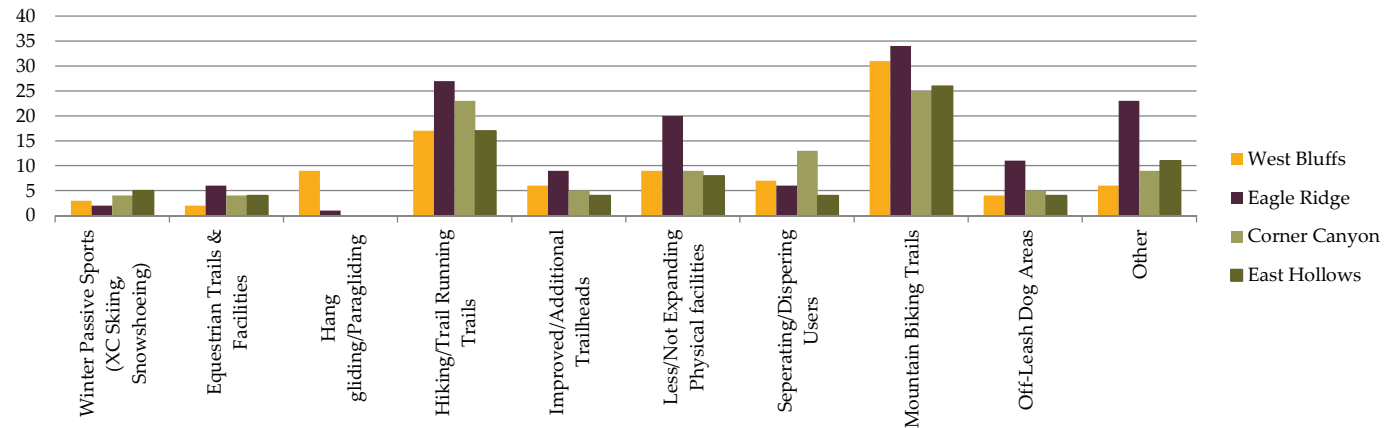
Project Priorities (September 2015)

Open ended comments were tallied by activities and topics as a way to begin to understand the concerns, desires, and values of recreational users and residents. It is important to note that are not a voting exercise and the number of comments alone will not justify an action. Tallying the results provides an easy and quick comparison by location and use. The summaries below capture the key highlights per topic and area. The graphs may oversimplify the complete picture provided by hundreds of open ended comments – which are available upon request.

Priorities for Recreation

According to the survey results, mountain biking trails are the highest desired activity. This is coupled by concerns of user conflicts in Corner Canyon, an area where there is a desire to separate uses and/or disperse users. Separating uses on different trails or by downhill/uphill was preferred over separation of days. Area residents desire trail connections with other jurisdictions including Alpine and Lehi and connections to the BST and across I-15. There is a need for improvements to primary trailheads to accommodate restrooms, water and in some instances horse trailer parking.

In the West Bluffs a trailhead loop around Point of Mountain was mentioned, along with a trail to the top of ridge for paragliding/hang gliding. A significant amount of concern centered around preserving Steep Mountain from mining, such as environmental and visual impacts and impacts to hang gliding/paragliding.



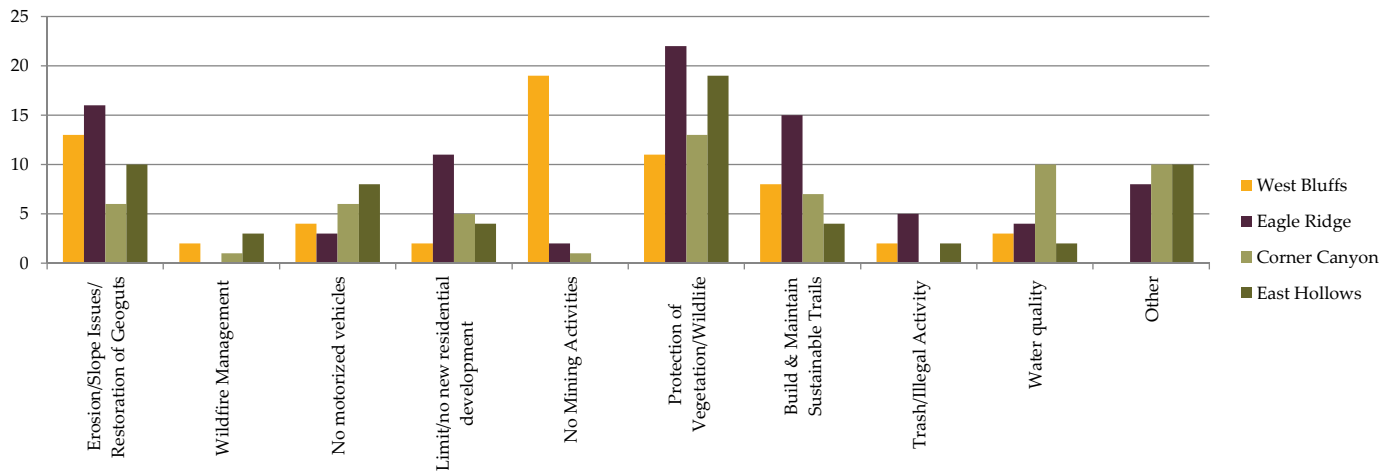
Eagle Ridge has the highest demand for recreation: additional hiking trails and mountain biking trails are the most desired activity, specifically for a downhill biking trail to be completed on the Maple Hollow Trail. A strong split exists between people that desire revenue generating uses and those who do not, especially in the Eagle Ridge area. Disc golf was the strongest supported use not offered today and an off-Leash Dog area gained the most support in the Eagle Ridge area.

Frequently mentioned activities and topics that fell into the “other” category included directional trails for both the West Bluffs and Corner Canyon area, access to wilderness from Corner Canyon, and funding was a topic in multiple areas. Overall, emphasis was placed on maintaining what is existing and reducing facilities built in the future. Funding of maintenance and new facilities was a concern, especially for the burden on Draper residents only.

A need for enforcement and education was mentioned specifically in the Corner Canyon and East Hollows areas. Along those lines, environmental education and the possibility of a nature center was supported in East Hollows. Motorized use was mentioned as a desired use in the East Hollows area; however, no motorized use was specifically mentioned in the priority areas for natural resources.

Priorities for Natural Resources

Protection of vegetation and wildlife was of greatest concern across the open space. Each area has unique concerns. The preservation of Steep Mountain was highly visible in West Bluffs, water quality peaked highest in Corner Canyon, and restoration of geocuts was a greater concern in Eagle Ridge.



Restoration of geocuts, unsustainable trails, and disturbed area are also high priorities. When additional trails are built they should be sustainably designed to minimize erosion. Current trails that are eroding should be restored and maintained.

There is a desire to protect wildlife and habitat through preservation of big game corridors, noxious weed management, and thoughtful design and construction of future facilities. Many residents moved to the area for the scenic and wild qualities and would like to preserve those assets, including limiting or eliminating new residential development.

Enforcement of illegal activities such as littering, dumping, and vandalism was mentioned. Motorized use was of most concern in East Hollows area.

The most commonly mentioned topic that fell into the “other” category was enforcement and education, specifically on the rules and regulations and the importance of caring for the natural resources. Additionally, developing clear and easy to read maps would help users understand the trail system and avoid user conflicts. Additionally, there is a concern over how to pay for restoration and sustainable trails.



Draft Plan Feedback (February 2016)

After the public draft plan was distributed an online survey collected feedback on the eight guiding initiatives and the conservation and recreation projects for each planning area. Below are a summary of results. Each initiative/area is given a level of support percent, those rated as 4 or 5, and an average score out of 5.

Initiative #1: Keep it Safe

Level of Support: 68.5%, Average: 4 Although natural areas come with inherent risks, trail ambassadors and rangers will assist in the continued safety of users and wildlife. Ongoing education of the public and ongoing studies concerning wildlife, recreation, and hunter interactions will be important.

Initiative #2: Keep it Wild

Level of Support: 63.1%, Average: 3.9 The sheer number of people using this area makes keeping the area wild very difficult. Additional recreational development, if necessary, should consider the impacts to wildlife. Protecting wintering areas is critical.

Initiative #3: Trails and Facilities

Level of Support: 85.4%, Average: 4.4 There is strong support for the existing trails and facilities. Facilities should accommodate users that are parking along side the roads. High quality trails are needed to reduce impacts. Additional one-way mountain bike trails were most noted.

Initiative #4: Reduce User Conflict

Level of Support: 74.6%, Average: 4.1 Again, one-way mountain bike trails was suggested as a way to improve safety and reduce user conflicts. It was recommended that trail miles should be relative to the number of users. Signage and education of user groups prior to trail use and on the ground is key.

Initiative #5: Dog Friendly Fun

Level of Support: 28.8%, Average: 2.8 In designated areas, there is support for dogs whether on-leash or off-leash. Enclosed areas are more supported. Dogs should be kept out of the protected watershed.

Initiative #6: Learn To Love

Level of Support: 41.3%, Average: 3.3 Environmental education is supported in a natural environment. The city should partner with local bike shops, running shops, and pet trainers to provide clinics.





Initiative #7: Opening New Opportunities

Level of Support: 54.6%, Average: 3.6 Some new opportunities that are low impact and compatible with existing trails and facilities are supported. Additional facilities for horses were requested.

Initiative #8: 2,000 Volunteers

Level of Support: 65.1%, Average: 3.9 Volunteers are currently involved in the maintenance and construction of trails. Advertisement and organization of volunteer opportunities should be expanded.

Corner Canyon

Level of Support: 79.2%, Average: 4.3 A paved trail would distract from the beauty and serenity of the canyon. Focus should be on maintaining and improving the trails in this high traffic area.

Eagle Ridge

Level of Support: 74.4%, Average: 4.1 More information about new opportunities is needed. Soil erosion and impacts to wildlife need addressed. Key location for more mountain bike trails.

East Hollows

Level of Support: 69.0%, Average: 4 Access to Jacob's Ladder Trail is important. Work with adjacent municipalities on recreational needs. Protect the Meadow and Hog Hollow.

West Bluff

Level of Support: 66.9%, Average: 4 Connection of the Bonneville Shoreline Trail is critical. This area is unique and should be preserved as such. Keep working with adjacent municipalities on recreational needs.



Appendix B

Funding Analysis

Various funding options are presented for consideration by the City. City open space acreage has tripled in the last decade, and recreation use has grown exponentially; consequently, current funding is inadequate. Funding options include the possibility of funding both capital and ongoing maintenance costs for the open space system across the Traverse Mountains. Each source has pros and cons, summarized in the paragraphs below. For example, some options presented have the advantage of spreading costs over a larger population but result in less City control over the area; other options preserve City control but result in a higher cost to City residents. Further options presented are more suitable for capital costs and do not address the pressing issue of ongoing maintenance for the area.

The “least cost” approach for Draper City is to create a Recreation District that would spread costs over parts of the southern Salt Lake Valley, as well as northern Utah County. However, a governing board of the district would need to be formed and Draper City would not solely control governance of the area.

Sales tax revenues could be “diverted” to City open space but then the City would need to identify other revenues to make up for the shift in sales tax revenues. Using sales tax revenues would not represent a new revenue stream for recreation purposes. And, Draper City cannot legally increase the local option sales tax rate that it now receives – this can be done only by the Utah State Legislature.

Another form of sales tax revenue is the ZAP or RAP tax. Salt Lake County has enacted this tax to the maximum 1/10th of one percent and Draper could apply to the County for a portion of these revenues. However, this would not provide a stable flow of operating funds, as requests would need to be made annually and obtaining the funds is through a highly competitive process. While several municipalities throughout the State have enacted a 1/10th of one percent ZAP or RAP tax,

Draper is not eligible to do so. Utah Code §59-12-1402(1)(c) specifically states that a city or town may not impose a tax under this section if the county in which the city or town is located imposes a tax under §59-12-7. Salt Lake County has enacted such a tax.

While an SAA could be considered, it could be argued that all property owners within Draper City benefit from City open space and therefore all should be included in the Special Assessment Area. While more information about SAAs is outlined, it would be politically unfeasible for the City to obtain support from such a large amount of property owners. Further, if the boundaries of the SAA were coterminous with that of the City, the SAA would provide no advantage in terms of funding to the City.

Draper City could pass a General Obligation bond to address capital costs associated with City open space, but this would not be a suitable means of increasing revenues for operations and maintenance.

A monthly recreation fee could be collected from all residential units in Draper. Only residential development impacts the use of City open space and so it is therefore fitting and appropriate to charge a fee to residential units. Draper City must ensure that the amount of fee charged is directly related to the benefits received.

User fees are another option and have the advantage of placing the cost burden directly on those who use the facilities. However, user fees can be difficult to collect – especially with open space and multiple points of entry into that open space. User fees are included in this chapter, along with a comparison of how other recreation sites collect such fees.

Finally, this chapter will briefly examine how the City could pursue funding from foundations, donations, sale of land, endowments, joint funding partnerships, grants and other funding sources.

These potential funding sources are discussed in more detail in the body of this chapter and are organized as follows:

- Recreation District
- Sales Tax
- Recreation, Arts and Parks Tax (RAP)
- Special Assessment Areas
- General Obligation Bonds
- Monthly Fees
- User Fees
- Foundations and Donations
- Sale of Land and Endowment
- Joint Funding Partnerships
- Grants and Other Funding Sources

The chapter concludes with a case study on the Snyderville Basin Special Recreation District (SBSRD), which is an example of a Recreation District combined with a number of other funding strategies.

SUMMARY OF POTENTIAL FUNDING SOURCES

FUNDING SOURCE	AVAILABILITY	STRENGTHS	WEAKNESSES	COMMENTS
Local Recreation District	City could create a special service district like Snyderville Basin Special Recreation District or South Davis District	Can spread costs over a larger geographic area and population	Could reduce local control because the District would be shared with other cities.	Could be advantageous if combined with other communities because costs would not increase but would be spread over a larger area
Local Sales Tax	Provides annual revenue stream, or if used for a bond the debt is repaid through sales tax revenues. City cannot raise existing sales tax beyond the level state legislature allows.	Flexible; no voter approval required	Not a new funding source; rather diverts existing funds. Legislature would need to approve hike in local option sales tax rate in order to increase rate	If a sales tax bond is issued, revenues should be used for capital costs; revenues can be used for any City purpose without a bond.
Salt Lake County Zoo Arts and Parks (ZAP) Tax	Available through Salt Lake County	No new fees or taxes required	Highly competitive; Draper's open space is evenly split between two counties; would have to track costs and is not available in Utah County.	City is proposing a Recreation Center using these funds.
Special Assessment Area (SAA)	Can create for any size area	Assessments on property; can foreclose	The Traverse Ridge Special Services District (TRSSD) already exists, open space operations could be added to it but will likely be politically difficult; Protests from property owners could prevent creation of a new SAA; administration of assessment is burdensome	Difficult to determine area that is benefitted by City open space and assessment method; high protests likely from high number of property owners; no advantage to creating district if it is coterminous with City boundaries
General Obligation (GO) Bond	Current Outstanding Debt: \$39.1M Debt Limit: \$207M Plenty of capacity exists	Lowest interest rate on debt	Requires voter approval. Can be placed on ballot by City Council (referendum) or through citizen-initiated ballot measure.	Revenues need to be used for capital costs
Monthly Fees	Eligible similar to Herriman City	Steady revenue source	Residential owners carry the burden	The City would need to justify the fee charged

FUNDING SOURCE	AVAILABILITY	STRENGTHS	WEAKNESSES	COMMENTS
User Fees	<p>“Pay to Play” User Recreation Fee (daily or annual fee). Could be implemented through parking pass or bike sticker.</p> <p>Could also increase fees for organized City recreation programs. Current program fee structure covers program costs but not staff salaries so it would not be substantial new source.</p>	<p>Simple and direct; Could generate revenue from regional users; Could be a Phase 2 funding source because it has upfront costs (enforcement, pay stations, etc.). One of the other funding sources may need to move forward first.</p>	<p>Requires an updated fee study to show the reasonableness of the fees charged compared to the services provided; numerous access points limit opportunities to charge user fees; administration and enforcement costs (i.e, cost recovery) can outweigh revenue earned</p>	<ol style="list-style-type: none"> 1. City would need to establish cost recovery levels for various programs 2. Could have tiered resident/non-resident fees. 3. Would not cover all operation costs, additional sources may be needed. Suggested that heavy users groups (schools, teams, clubs, etc.) pay a group fee. Enforcing a parking pass would be easier than enforcing trail use. Because SL County contributed to Corner Canyon they may oppose user fees for County residents.
Foundations and Donations	<p>An available option; i.e., the Corner Canyon Trails Foundation</p>	<p>Partnerships with private philanthropy and business sectors</p>	<p>Not a steady revenue source</p>	<p>Revenue potential is uncertain</p>
Sale of Land and Endowment	<p>Draper may have disturbed, degraded, or inaccessible open space that could be sold – including land contiguous with neighboring city open space (such as Lehi); Proceeds from sale of land placed in escrow account; interest used for maintenance costs in perpetuity</p>	<p>No new fees or taxes required; maintenance costs are reduced</p>	<p>Loss of open space; current low interest rate environment; proceeds may be so small that interest is inconsequential</p>	<p>City could fully entitle properties to maximize resale value.</p>
Joint Funding Agreement with Lehi, Bluffdale, Alpine, Highland, Salt Lake County and/or Utah County	<p>An available option, could take several forms such as Intergovernmental Agreement or Local District.</p>	<p>Draper’s open space system receives heavy use from neighboring residents</p>	<p>City has made many attempts to partner with adjacent municipalities to no avail. Utah and Salt Lake Counties may be the most likely partners.</p>	<p>May be difficult to balance local control with County or City funding.</p>
Grants and Other Funding Sources	<p>Currently used by the City</p>	<p>Could supplement some capital projects</p>	<p>Not a long-term funding source for maintenance</p>	<p>Revenue potential is uncertain</p>

RECREATION DISTRICT

Utah law allows for the creation of special districts based on Utah Code §17B. The generic term for all entities that fall under Title 17B of the Utah Code is “local district.” The only type of district in Utah that is not a “local district” is a “special service district.” Title 17D Chapter 1 of the Utah Code deals with the creation and administration of special service districts and is known as the “Special Service District Act.”

Local districts may be created for a variety of purposes including parks operations, recreational facilities and services. A special service district created under Title 17D is a hybrid entity in that it is an independent governmental entity, except when it comes to the levy of taxes or assessments, the issuance of debt, or the holding of an election. These actions must be approved by the governmental entity that created the special service district. In reality, special service districts are still ultimately under the control of their creating entities. A special service district may be created by a city or county to provide a variety of services, including recreation.

Local districts and special service districts can only be created by cities or counties. The process is initiated either by the cities or counties themselves by resolution, or by petition from a group of citizens. In order to be created, local districts require a petition signed by 33 percent of the private property owners within the proposed district whose property values total at least 25 percent of the value of all private real property within the proposed district or 33 percent of the voters within the proposed district who voted in the last general election for Governor. Special service districts require a citizen petition to be signed by property owners within the proposed district whose property values total at least 10 percent of the taxable value of all taxable property within the proposed special service district or at least ten percent of the registered voters within the proposed special service district.

Governance options between the two types of districts differ somewhat. While both are under the jurisdiction of a local governing board, which must have at least three members, special service districts are governed by the cities or counties that create them. A local district determines, at its creation, whether board members will be appointed, elected, or a hybrid with some members appointed and others elected. To retain a greater degree of control over the governing board, Draper City could require that the City enjoy greater representation on the board since the City purchased the open space and has funded most capital and operations expenses to date.

The major difference between the two types of districts is in their ability to tax. Local districts may levy property taxes but special service districts can only do so if the governing body that created the district votes to do so and the tax is approved by a majority of voters. All districts are subject to limitations on property taxes imposed to pay for operations and maintenance. The following limits are calculated as a percentage of taxable value:

- Basic Local Districts - 0.0008
- Special Service Districts (not including cemetery, drainage, fire protection, improvement, metropolitan water, mosquito abatement, public transit and service areas in 1st class counties providing fire, paramedic or emergency) – 0.0014

Limits are also placed on local districts and special districts for bonded indebtedness. Utah Code §11-14-310(3)(b) limits general obligation bonds to a percentage of the fair market value of all taxable property within the district.

The limit for a local district is .05 and 0.12 for a special service district (unless specified in the Code for a specific type of special service district).

Liability insurance is required for all districts with budgets in excess of \$50,000. All districts must comply with most of the Utah Procurement Code as found in Section 63G-6-104 and must adopt and implement formal purchasing policies and procedures.

If some sort of recreation district were to be created, the total taxable value of the district would be used to determine the tax rate necessary to raise the desired amount of annual operating revenues necessary to support open space. Primary residential properties are taxed on 55 percent of market value; therefore, a home with taxable value of \$100,000 would have a market value of \$181,818. If Draper City wishes to raise \$200,000 annually for operating costs, the annual impact to a primary homeowner with a residential market value of \$181,818 would be roughly \$4.94 annually, or approximately \$0.41 per month.

TABLE 1: PROJECTED TAX IMPACTS PER \$100,000 OF TAXABLE VALUE FOR EACH \$200,000 OF OPERATING COSTS FUNDED

CATEGORY	AMOUNT
Draper Taxable Value 2014*	\$4,048,781,031
Incremental Park Operating Costs	\$200,000
Tax Rate Required - Operating Costs	0.0000494
Cost per \$100,000 of taxable value	\$4.94

*Source: Salt Lake County Comprehensive Financial Statements 2014, p. 149

This is the cost if only Draper City residents participate in paying for the increased operating costs associated with open space. However, the City would not want to go to all the time and expense of creating a special service district unless it could entice surrounding communities to also be part of the special service district. This would increase the tax base, without increasing operating costs, and thereby lower the costs for property owners.

For purposes of analysis, the consultants have analyzed the tax impact with varying combinations of cities potentially participating in the special service district. If Draper, Alpine, Highland and Lehi were all to participate as part of the special service district for recreation, the monthly cost would be lowered to \$0.17 per month per \$100,000 of primary residential taxable value. This is only 41 percent of what Draper residents would pay if they are the only source of taxable income for the operating costs associated with maintaining open space.

TABLE 2: PROJECTED TAX IMPACTS PER \$100,000 OF TAXABLE VALUE FOR EACH \$200,000 OF OPERATING COSTS FUNDED – ALTERNATIVES ANALYSIS

OPERATING COSTS	DRAPER & ALPINE	DRAPER & HIGHLAND	DRAPER & LEHI	DRAPER, ALPINE, HIGHLAND AND LEHI
Taxable value	\$4,795,468,156	\$5,108,193,594	\$7,951,906,630	\$9,758,006,318
Increased capital costs	\$200,000	\$200,000	\$200,000	\$200,000
Tax rate required	0.00004171	0.00003915	0.00002515	0.00002050
Per \$100,000 of taxable value	\$4.17	\$3.92	\$2.52	\$2.05
Cost per month \$0.35		\$0.33	\$0.21	\$0.17

As a basis for comparison, the annual operating costs for the South Davis Recreation District were evaluated. The South Davis Recreation District was created in 2004 by the Board of County Commissioners of Davis County to construct and operate recreational facilities and services within the geographical boundaries of South Davis County. The consultants also evaluated the operating costs of the Snyderville Basin Special Recreation District (SBSRD) which are considerably higher than the rates contemplated for Draper City – or combination of cities in a special service district.

TABLE 3: ACTUAL TAX IMPACTS PER \$100,000 OF TAXABLE VALUE

COMPARISONS	OPERATING RATE	BOND RATE	ANNUAL OPERATING COST PER \$100,000 TAXABLE VALUE	MONTHLY OPERATING COST PER \$100,000 TAXABLE VALUE
South Davis Recreation District	0.0001240	0.0002100	\$12.40	\$1.03
SBSRD	0.0004930	0.0002050	\$49.30	\$4.11

The advantages and disadvantages of a recreation district are summarized as follows:

Advantages:

- Spread costs over a larger population
- Taxing ability that does not show up on the books of the City

Disadvantages:

- Loss of direct governance and control of City open space

LOCAL SALES TAX

Based on Utah Code §59-12-203, any city, county or town may levy a local option sales tax of one percent on the purchase price of the same transactions for which the statewide sales tax rate of 4.70 percent is charged. The local sales and use tax was established in 1959. Historically, the rate charged associated with the local option portion of the tax changed over the years:

- July 1, 1959 – June 30, 1975: ½ of one percent
- July 1, 1975 – June 30, 1983: ¾ of one percent
- July 1, 1983 – June 30, 1986: 7/8 of one percent
- July 1, 1986 – December 31, 1989: 29/32 of one percent
- January 1, 1990 – present: one percent

Currently, all counties, cities and towns in Utah have adopted ordinances to impose the maximum one percent option of the local sales and use tax. Counties may charge an additional 0.25 percent local option tax to be used for county purposes.

Because Draper has already enacted the full one percent local option sales tax, it does not have the ability to raise these taxes further. Therefore, the use of sales tax funds for City open space would merely represent a “shift” in tax revenues to pay for one facility over another.

Additional sales-related taxes have been authorized by the Legislature for transportation use, as well as a “botanical, cultural, zoo tax,” also known as the “recreation, arts and parks tax” or the ZAP and RAP taxes. The use of this tax is discussed in a later section. Other sales-related taxes such as the tourism taxes (such as lodging, restaurant sales, resort communities and motor vehicle rentals) have not been considered appropriate for City open space and are not included in the discussion.

Revenue bonds payable from sales tax revenues are governed pursuant to Utah State Code Section 11-14-307. Without the need for a vote, cities and counties may issue bonds payable solely from excise/sales taxes levied by the city, county or those levied by the State of Utah and rebated to the city or county such as gasoline taxes or sales taxes.

The advantages and disadvantages of using sales tax revenues are as follows:

Advantages:

- Fairly steady revenue stream (although more volatile than property tax revenues based on economic cycles)
- Available history of sales tax revenues on which to base projections
- Sales tax bonds can be issued and do not require voter approval
- City currently has \$5 million of bonding capacity available through sales tax revenue bonds

Disadvantages:

- Cannot raise sales tax percentage of revenues above limit allowed by Utah Legislature
- Does not provide a new revenue stream unless tax rate is increased or sales increase
- Used for capital costs and not operating expenses

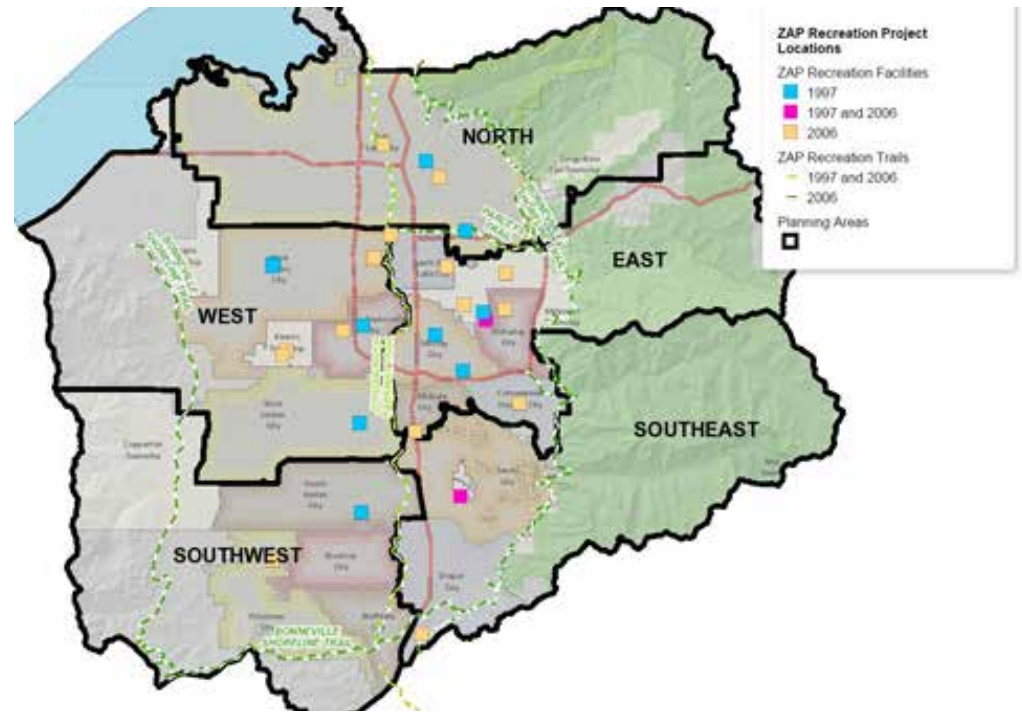


Figure 1: Salt Lake County ZAP Tax Recipients

PARKS, ARTS, RECREATION AND CULTURE TAX

Many communities have initiated Zoo, Arts, and Parks (ZAP) or Recreation, Arts, and Parks (RAP) taxes which have been very effective in raising funds to complete parks, recreation, trails and open space projects. During meetings with Draper City, the question was repeatedly raised concerning the recent sales tax increase enacted by American Fork City. In November 2014, American Fork successfully put on the election ballot a PARC (Parks Arts Recreation and Culture) option tax. The tax will amount to 1/10th of 1% of the point of sale revenue. However, Draper is unable to enact this same tax because Salt Lake County has already enacted a countywide tax (1/10 of one percent) of this type. American Fork enacted this tax under Utah Code §59-12-1401 that states that the municipal parks, arts, recreation and culture tax applies only to a city or town that is located within a county of the second, third, fourth, fifth, or sixth class as designated in Utah Code §17-50-501. Utah Code §59-12-1402(1)(c) specifically states that a city or town may not impose a tax under this section if the county in which the city or town is located imposes a tax under §59-12-7. Salt Lake County has enacted such a tax. Therefore, enacting an additional 1/10th of one percent parks, arts, recreation and culture tax is not a possibility for Draper City.

However, Draper City could apply to Salt Lake County about receiving a portion of these revenues to be used to fund City open space. Application for these funds is highly competitive and funds are spread throughout the County. As the map below shows, there has been no investment by the County in Draper for recreation projects. The City could claim that, with due respect to fairness and equity, it is time to invest in Draper as Draper residents contribute to ZAP tax revenues. Of note, these funds would most likely be available solely for capital facilities. Based on conversations with the City, it is pursuing a recreation center in Draper through the use of these funds.

Advantages:

- No new fees or taxes required – already in place countywide
- Tax is specifically designated for parks and recreation, as well as cultural activities

Disadvantages:

- Highly competitive
- Open space in Draper is split across two counties, increasing administrative costs and regulations
- Would compete with other community requests to apply this funding to a recreation center

SPECIAL ASSESSMENT AREAS

Special Assessment Areas (“SAAs”), formerly known as Special Improvement Districts or “SID”s, are a financing mechanism that allows governmental entities to designate a specific area for the purpose of financing the costs of improvements, operation and maintenance, or economic promotion activities that benefit property within the area. Entities can then levy a special assessment, on parity with a tax lien, to pay for those improvements or ongoing maintenance. The special assessment can be pledged to retire bonds, known as Special Assessment Bonds, if issued to finance construction of a project. Utah Code §11-42 deals with the requirements of special assessment areas.

The underlying rationale of an SAA is that only those property owners who benefit from the public improvements and ongoing maintenance of the properties will be assessed for the associated costs as opposed to other financing structures in which all City residents pay either through property taxes or increased service fees. However, in this case, it could be argued that all property owners within Draper City benefit from City open space and therefore all should be included in the Special Assessment Area. **While more information about SAAs is included below, it would be politically unfeasible for the City to obtain support from such a large amount of property owners. Further, if the boundaries of the**

SAA were coterminous with that of the City, the SAA would provide no advantage in terms of funding to the City. Therefore, this method is not recommended as a potential source of funding.

While not subject to a bond election as is required for the issuance of General Obligation bonds, SAAs may not be created if 40 percent or more of those liable for the assessment payment¹ protest its creation. Despite this legal threshold, most local government governing bodies tend to find it difficult to create an SAA if 10-20 percent of property owners oppose the SAA.

Once created, an SAA's ability to levy an assessment has similar collection priority / legal standing as a property tax assessment. However, since it is not a property tax, any financing secured by that levy would likely be done at higher interest rates than general obligation, sales tax revenue or utility revenue bonds. Interest rates will depend on a number of factors including the ratio of the market value to the assessment bond amount, the diversity of property ownership and the perceived willingness and ability of property owners to make the assessment payments as they come due. Even with the best of special assessment credit structure, if bonds are issued they are likely to be non-rated and therefore would be issued at rates quite a bit higher than similar General Obligation Bonds that would likely be rated. All improvements financed via an SAA must be owned by the City and the repayment period cannot exceed twenty (20) years.

Whenever SAAs are created, entities have to select a method of assessment (i.e. per lot, per unit (ERU), per acre, by front-footage, etc.) which is reasonable, fair and equitable to all property owners within the SAA. State law does not allow property owned by local government entities such as cities or school districts to be assessed.

¹ Based on the method of assessment selected, i.e. acreage, front footage, per lot, etc.

Advantages:

- Bonds are tax-exempt although the interest cost is not as low as a GO or revenue bond
- No requirement to hold a bond election but the City must hold a meeting for property owners to be assessed before the SAA can be created
- Only benefited property owners pay for the improvements or ongoing maintenance
- Limited risk to the City as there is no general tax or revenue pledge
- Flexibility since property owners may pre-pay their assessment prior to bond issuance or annually thereafter as the bond documents dictate – if bonds are issued

Disadvantages:

- Forty percent of the assessed liability, be it one property owner or many could defeat the effort to create the SAA if they do not want to pay the assessment
- Some increased administrative burden for the City although State law permits an additional amount to be included in each assessment to either pay the City's increased administrative costs or permit the City to hire an outside SAA administrator
- The City cannot assess certain government-owned property within the SAA
- No real funding benefit to the City since the boundary would be the same as the City.

GENERAL OBLIGATION BONDS

General Obligation bonds (“GO”) are subject to simple majority voter approval by the constituents of the issuing entity. General obligation elections can be held once each year, in November, following certain notification procedures that must be adhered to in accordance with State Statutes in order to call the election (pursuant to Utah State Code 11-14-2 through 12). Following a successful election, it is not necessary to issue bonds immediately, but all bonds authorized must be issued within ten years. Once given the approval to proceed with the issuance of the bonds, it would take approximately 90 days to complete the bond issuance.

General obligation bonds can be issued for any governmental purpose as detailed in Utah Code §11-14-1. The proceeds from bonds issued on or after May 14, 2013 may not be used for operation and maintenance expenses for more than one year after the date any of the proceeds are first used for those expenses. **Therefore, GO bonds would not be a viable source of operating and maintenance expenses for Draper.** If capital improvements are desired to be made for City open space, GO bonds could be used for this purpose.

The amount of general obligation debt is subject to the following statutory limitations:

- Counties are limited to two percent (2%) of the total taxable value of the County;
- School Districts are limited to four percent (4%) of the total taxable value in the District;
- Cities of the 1st and 2nd class are limited to a total of eight percent (8%) of the total taxable value, four (4%) for general purposes and four (4%) for water, sewer and lights; and
- Cities of other classes (such as Draper, which is of the 3rd class) or towns are limited to a total of twelve percent (12%) of total taxable value, four percent (4%) for general purposes and eight percent (8%) for water, sewer and lights.

Notwithstanding the limits noted above, most local governments in Utah have significantly less debt than their statutory limitations. Current outstanding debt totals \$39.1 million and the City has a debt limit of approximately \$207 million; therefore, plenty of capacity exists.

Pursuant to state law, general obligation bonds must mature in not more than forty years from their date of issuance. Typically, however, most GO bonds mature in 15- 20 years.

Advantages:

- Lowest cost form of borrowing
- ‘New’ source of revenues identified

Disadvantages:

- Timing issues; limited date to hold required G.O. election
- Risk of a “no” vote while still incurring costs of holding a bond election
- Possibility of election failure due to lack of perceived benefit to majority of voters
- Must levy property tax on all property even if some properties receive limited or no benefit from the proposed improvements
- Can only bond for physical facilities, not ongoing or additional operation and maintenance expense

MONTHLY FEES

Several communities along the Wasatch Front charge monthly fees for parks and recreation maintenance. Herriman is an example. These fees are generally added to the City’s water bill and the recreation portion of the fee is the first amount to be credited when payments are made. For example, if the monthly water bill totaled \$40, plus \$5 for a recreation fee, the total bill would be \$45. If the property owner paid only \$40, rather than the full \$45, the parks fee would be credited first, leaving the property owner with a deficit of \$5 on the water bill.

If Draper were to charge a monthly fee, it would provide a steady stream of revenue that would grow each year based on the number of residential units in the City. With the rapid growth projected for Draper, this could be a growing source of revenue.

The City will need to do an analysis to justify that the fee charged is reflective of its needs to cover costs of City open space or for other City recreation purposes.

The SBSRD Case Study compares revenues and expenditures in Draper City to the Snyderville Basin Special Recreation District (SBSRD). The population of the SBSRD is half that of Draper’s, but Draper’s Parks and Recreation expenditures are approximately \$2.4 million – similar to the property tax revenues in SBSRD’s budget, but roughly 54 percent of the SBSRD’s total operating budget. This suggests that Draper City may want to consider its existing fee structure for recreation programs and cost recovery levels. If additional revenues could be generated through increased fees, this would free up some property tax to be used for additional maintenance costs.

TABLE 4: ESTIMATED ANNUAL REVENUES FROM MONTHLY HOUSEHOLD RECREATION FEE

YEAR	POPULATION	HOUSEHOLDS	\$2.00	\$3.00	\$4.00	\$5.00
2010	42,274	12,397	\$297,530	\$446,295	\$595,059	\$743,824
2011	42,898	12,580	\$301,918	\$452,877	\$603,837	\$754,796
2012	43,530	12,765	\$306,372	\$459,558	\$612,744	\$765,929
2013	44,172	12,954	\$310,891	\$466,336	\$621,782	\$777,227
2014	44,824	13,147	\$315,528	\$473,292	\$631,056	\$788,820
2015	45,485	13,339	\$320,130	\$480,195	\$640,260	\$800,326
2016	46,156	13,536	\$324,852	\$487,279	\$649,705	\$812,131
2017	46,837	13,735	\$329,644	\$494,466	\$659,289	\$824,111
2018	47,528	13,938	\$334,507	\$501,760	\$669,013	\$836,267
2019	48,229	14,143	\$339,441	\$509,161	\$678,882	\$848,602
2020	48,940	14,352	\$344,448	\$516,672	\$688,896	\$861,119
2021	49,603	14,546	\$349,110	\$523,665	\$698,220	\$872,774
2022	50,274	14,743	\$353,835	\$530,752	\$707,669	\$884,587
2023	50,954	14,943	\$358,624	\$537,935	\$717,247	\$896,559
2024	51,644	15,145	\$363,477	\$545,216	\$726,954	\$908,693
2025	52,343	15,350	\$368,397	\$552,595	\$736,793	\$920,992

Advantages:

- Provides a steady and consistent revenue source
- Amount or “burden” per residential unit is relatively small
- Growth in the City will provide increasing revenue stream without the need to increase monthly fees

Disadvantages:

- Administrative cost of monthly collections
- Only residential participates, yet commercial also benefits from open space
- General unpopularity of enacting fees

USER FEES

This section outlines the fees associated with various trails systems along the Wasatch Front. While many systems charge fees, others do not. Reasons for not including fees include the difficulty and cost of collecting fees, especially with multiple access points. Draper would likely find it difficult to collect fees for its open space as it has multiple access points. Even if permits were required, rather than establishing a pay station, enforcement of permits (i.e., bike tags, parking permits, etc.) would be costly and enforcement would be sporadic at best.

Although not all of the sites listed below charge user fees, they have been included in the discussion in order to present a fair view of the overall situation along the Wasatch Front. Where possible, alternative funding sources for these facilities have been researched and included in the report.

Mueller Park Canyon – Davis County

Number of Trailheads: 3

Managed by the US Forest Service

Various trails in Mueller Park Canyon are only accessible by passing a non-staffed pay station. Cost is \$8.00 per vehicle and \$5.00 per walk-in user; both are on an “on-your-honor” system; however, a ranger circulates occasionally to verify payment stubs have been left in vehicles. The ranger indicated that approximately 30-50 percent of users of the pay area actually pay. A major trail system in Mueller Park is accessed prior to the pay station, resulting in no fee. The ranger indicated that the greatest traffic and usage in the Canyon occurs in the non-pay area. Due to parking fees, many Canyon users choose to park in the neighborhoods just outside the pay station, thereby creating some parking issues for neighbors. When fees were first established at Mueller Park Canyon, there was significant outcry from the public.





Millcreek Canyon – Salt Lake County

Number of Trailheads: 11

Managed by the US Forest Service and Salt Lake County

Millcreek Canyon access is regulated by a pay booth near the entrance (by 3800 South). Access to commercial venues, in addition to numerous trailheads, is done through the pay booth. Rates for access, which were last increased in 2009, are \$3.00 per vehicle, \$2.00 per senior, \$40 for an annual pass. The road is only maintained partway for half of the year, with the remainder closed from November through June.

Traffic at Millcreek Canyon is significantly higher in the summer. Based on a report prepared by Fehr and Peers, maximum usage occurred near the July 24 holiday when 4,600 vehicles passed the Fee Booth.

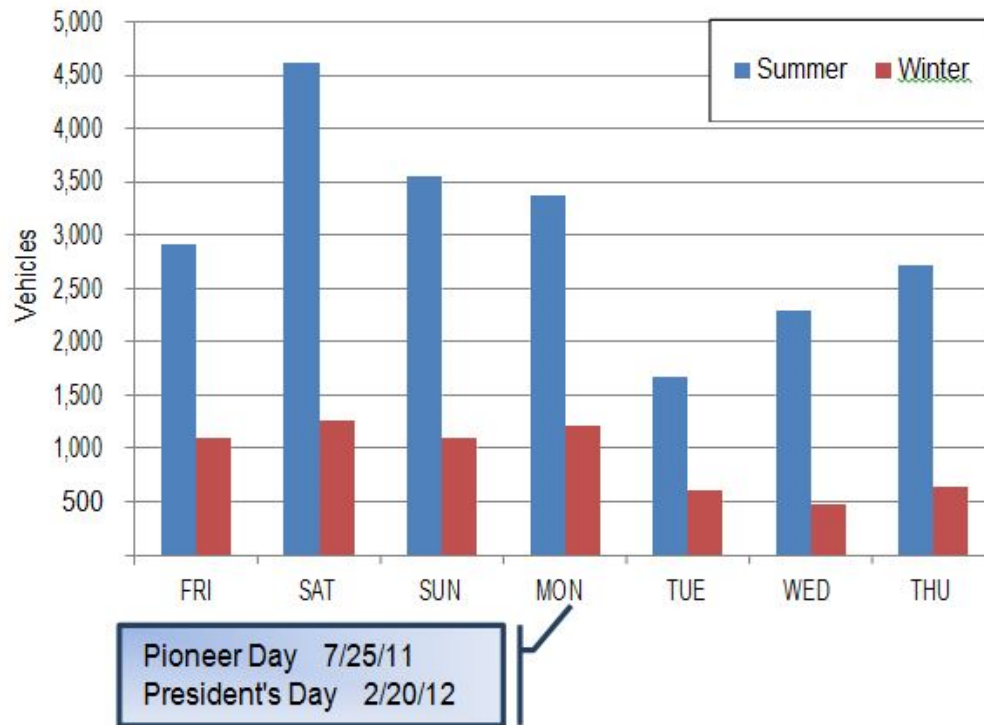


Figure 2: Vehicle Counts at Millcreek Canyon Toll Booth

Source: Millcreek Canyon Transportation Feasibility Study, August 2012

American Fork Canyon – Utah County

Number of Trailheads: 12

Managed by US Forest Service

American Fork Canyon access is regulated by a pay-booth at the entrance. Self-service fee tubes are also available throughout the canyon. Rates for access include: 1-3 day pass - \$6.00; 7-day pass - \$12.00; annual pass - \$45.00. Users of State Road 92 (Alpine Loop) who do not use recreational facilities along the loop are not required to pay. Portions of the road access are seasonal.



Wild Rose Park – Davis County

Number of Trailheads: 3

Wild Rose Park has a newer system of trails for hiking, biking and hunting use. This facility includes an improved park, paved parking, restrooms, significant trail signage, and multiple trails of varying lengths. There is no fee required for use of the park.



Farmington Canyon – Davis County

Number of Trailheads: 5

Farmington Canyon has a system of trails and dirt roads for hiking, ATVs, biking and hunting use. The canyon includes gravel parking in multiple areas, improved campgrounds, trail signage, and multiple trails and roads of varying lengths. Road access is closed during winter months, but is still accessible for ATV and snowmobile use. There is no fee required for use of the canyon.



1. American Fork Canyon – Utah County
2. Wild Rose Park – Davis County
3. Farmington Canyon – Davis County



- 4. *Bells Canyon – Salt Lake County*
- 5. *City Creek Canyon – Salt Lake County*
- 6. *Mt. Olympus Wilderness Area – Salt Lake County*
- 7. *Big and Little Cottonwood Canyons – Salt Lake County*

Bells Canyon – Salt Lake County

Number of Trailheads: 2

Bells Canyon has a system of trails and dirt roads for hiking and biking and is heavily used year-round. Bells Canyon includes paved parking in two separate areas, trail signage, restrooms, benches, and multiple trails of varying lengths. There is no fee required for use of the canyon.

City Creek Canyon – Salt Lake County

Number of Trailheads: Numerous

City Creek Canyon is heavily used year-round, and has a system of trails and dirt roads for hiking and biking, as well as some limited ATV use. The canyon also includes paved and gravel parking in various areas, trail signage, restrooms, water fountains, benches and multiple trails of varying lengths. Furthermore, the canyon connects at various spots to the Bonneville Shoreline Trail system. The canyon has restrictions on dog use in certain areas, and bikes are restricted to every-other-day use. There are vehicle fees on certain days and reservation fees for picnic sites.

Mt. Olympus Wilderness Area – Salt Lake County

Number of Trailheads: Numerous

The Mt. Olympus Wilderness Area includes a system of trails for hiking, and is heavily used year-round. Parking is accommodated primarily through surface streets. Residents living at the trailhead area are required to have a permit sticker. Ultimately, non-residents park further away at a school parking lot or on other streets. There is no fee required for use of the area.

Big and Little Cottonwood Canyons – Salt Lake County

Number of Trailheads: Numerous

Big and Little Cottonwood Canyons cover an extensive area with numerous trails for biking, hiking, and other recreational activities. These canyons are heavily used year-round and have a significant range in trails for a variety of potential users. There are no fees required for use of the canyons. Fees are only collected for use of campground facilities and day use picnic areas.

TABLE 5: TRAIL USAGE FEE COMPARISON

LOCATION	FEE	REMARKS
Mueller Park – Davis County	\$8.00 – Car/\$5.00 – Walk-In	Busiest portion of the Canyon does not require a fee. Managed by US Forest Service. Roughly 30-50 percent of users of fee area actually pay (on-your-honor) system.
Mill Creek Canyon – Salt Lake County	\$3.00 – Car/\$40.00 annual pass	Full road is open only half of the year, while the remainder services commercial uses. Heavily used trails with significant connections to neighboring canyons. Managed by US Forest Service.
American Fork Canyon – Utah County	\$6.00 – Car (1-3 day pass) \$45.00 annual pass	Managed by US Forest Service. Pay station at entrance, with numerous self-serve tubes that reportedly have somewhat limited usage. Significant number of trails for hiking, biking, and ATV use.
Wild Rose Park – Davis County	No fee	Recently established trail system near expanding residential neighborhoods. Uses include hiking and biking, with connections to City Creek Canyon and other trail systems. Well maintained, with restrooms, paved parking, a bowery and park, and trail signage.
Farmington Canyon – Davis County	No fee	Partially paved road up a portion of the canyon, with the rest accessed via gravel roads and various trails. Heavily used by ATVs, hunters, bikers, and hikers. Gravel parking lots, improved campgrounds, and trail signage.
Bell(s) Canyon – Salt Lake County	No fee	Located by Little Cottonwood Canyon. Improvements include paved parking, restrooms, and trail signage. Heavily used year-round, with various trails and destinations.
City Creek Canyon – Salt Lake County	No fee	System of trails for hiking and biking, with ATVs in select areas. Connects with the Bonneville Shoreline Trail system. Includes numerous trailheads, some paved and gravel parking, restrooms, and trail signage. Heavily used year round, with bikes being restricted to every-other day during summer months.
Mt. Olympus Wilderness Area – Salt Lake County	No fee	Very popular system of trails, used year-round. Parking is difficult, with one trail head in a residential neighborhood. Residents are required to have permits for parking.
Big and Little Cottonwood Canyons – Salt Lake County	No fee	Extensive system of trails throughout two canyons. Includes year-round recreational activities. No fees for trail usage, with fees only collected for improved camping facilities.

As with monthly fees, Draper City may want to consider its existing fee structure for recreation programs and cost recovery in user fees when comparing revenues and expenditures to that of SBSRD. If additional revenues could be generated through increased fees, this would free up some property tax to be used for additional maintenance costs. The SBSRD Case Study shows this full comparison. The advantages and disadvantages of user fees are summarized as follows:

Advantages:

- The cost burden is placed directly on those who use the facilities

Disadvantages:

- Administration, collection and enforcement costs can outweigh the revenue generated
- User fees can be difficult to collect – especially with multiple points of entry
- Typically does not generate significant revenue compared to the other sources
- Possible creation of unauthorized access points and overburdening of adjacent recreation areas that do not charge a fee

FOUNDATIONS AND DONATIONS

Creating a foundation or strengthening the Corner Canyon Trails Foundation (CCTF) could provide an additional method of generating new revenues for City open space. One example of an area that has successfully done this is the Mountain Trails Foundation for Park City.

MTF has five membership options, ranging from \$10 to \$300+. The most popular options are the \$50 and \$100 a year donations. Membership results in various coupons, discounts, and gifts (depending upon the \$ level - maps, socks, vests, jackets, etc.). Memberships represent 60 percent of the Foundation's annual revenues, while races, grants, and corporate sponsorships provide the rest of the revenue.

In 2015, MTF spent \$130,000 for summer trail maintenance and an additional \$30,000 for winter trail grooming. Since its inception in 1994,

MTF has been able to increase trail miles from 40 to over 400. Annual membership averages close to 4,000 members. Several members interviewed indicate that Marmot is a major sponsor and provides its "gear" at significantly lower prices to the Foundation. Therefore, many people join MTF because they are rewarded with athletic gear to offset the cost of their annual donation. Car window stickers for MTF are also viewed as something of a status symbol by some Summit County residents.

Revenue generated through memberships (representing roughly 60 percent of total revenues) is supplemented by corporate sponsorships and races. Several very popular races are held on Park City trails. Increased races sponsored by a Foundation would be another means of increasing revenue streams for City open space.

CCTF serves as an unofficial "Friends of" group for Corner Canyon. Draper City should continue to work with CCTF to increase donations, corporate sponsorships and memberships.

Advantages:

- Those most involved and interested contribute to the associated costs
- Creates a sense of pride and ownership in open space
- Partners with the private sector to increase business contributions

Disadvantages:

- Not a steady or consistent revenue source
- Cannot bond against these revenues
- May take time to build up significant membership and revenues
- Administrative costs of running the Foundation unless done by volunteers

SALE OF LAND AND ENDOWMENT

The City could potentially sell a portion of its open space and use the proceeds to set up a trust fund from which the annual interest earnings could be used to pay for operating and maintenance costs in the area. This is especially possible in areas where open space is contiguous with open space in neighboring cities, such as Lehi. Assuming that a one percent rate of annual interest could be earned, the City would need to establish a fund with a principal amount of \$20,000,000 in order to earn \$200,000 annually. Or, for every \$1,000,000 of principal placed in the trust, using a one percent interest rate, \$10,000 would be generated annually. Land valuation prices for City open space have not been a part of the scope of work of this study.

By selling off a portion of the land, the City could also potentially reduce its annual operating and maintenance expenses for the area.

The advantages and disadvantages of the sale of land are as follows:

Advantages:

- No new taxes or fees would need to be enacted
- Interest rates may rise, thereby providing additional funds in the future
- Less land to oversee would reduce operating and maintenance costs
- A new funding source for operating and maintenance costs

Disadvantages:

- Loss of open space
- Loss of control over sold land
- Interest rates may remain low or decline, thereby providing little revenue
- Unless a large quantity or the highest value lands are sold, the principal amount may be too small to generate adequate interest

JOINT FUNDING PARTNERSHIPS

Joint funding opportunities may also occur between municipalities and among agencies or departments within a municipality. Cooperative relationships between cities and counties are not uncommon, nor are partnerships between cities and school districts. Often, small cities in a region are able to cooperate and pool resources for recreation projects. There may be other opportunities as well which should be explored whenever possible in order to maximize recreation opportunities and minimize costs. In order to make these kinds of opportunities happen, there must be on-going and constant communication between residents, governments, business interests and others.

Advantages:

- Spreads the costs, thereby resulting in a lower burden on Draper City
- Additional revenues may provide opportunities to provide additional facilities or services using the open space

Disadvantages:

- Does not provide a steady and reliable source of revenues
- Cannot bond against these revenues

GRANTS AND OTHER FUNDING SOURCES

The following sources may serve as a supplement to, though not a replacement for, the previous funding sources.

Land and Water Conservation Fund

The LWCF state assistance program provides matching grants to help states and local communities protect parks and recreation resources. Running the gamut from wilderness to trails and neighborhood playgrounds, LWCF funding has benefited nearly every county in America, supporting over 41,000 projects. This 50:50 matching program is the primary federal investment tool to ensure that families have easy access to parks and open space, hiking and riding trails, and neighborhood recreation facilities. Allocation amounts have decreased over time and LCWF reports a backlog of needs for these funds. This program is administered locally by Utah State Parks and Recreation.

Utah Waypoint Grant

The Utah **Office of Outdoor Recreation** initiated the **Utah Waypoint Grant** program in 2015. The Waypoint program makes grant monies available with a 50/50 match to communities to build outdoor recreation infrastructure which would become an enhancement in the area.

To qualify, Waypoint projects must offer an economic opportunity for the community and should have the potential to attract or retain residents and increase visitation to the region. Various types of outdoor recreation infrastructure would be eligible for the Waypoint grant including trails, trail infrastructure, and trail facilities, restroom facilities near popular recreational climbing areas, ramps and launch sites that would improve water access along rivers, whitewater parks, yurts, infrastructure for wildlife viewing areas and more. The areas for the project should be open and accessible to the public. This grant is to be used for the construction of the recreational infrastructure and cannot be used for the planning of the project. Ideally, the plans should be complete before applying for the grant. *This was a pilot program and the first applications were due October 2015. Future funds will be available based on funding levels.*

Recreational Trails Program (RTP) and Transportation Alternatives Program (TAP)

The federally-funded Recreational Trails Program (RTP) has helped with non-motorized and motorized trail development and maintenance, trail educational programs, and trail-related environmental protection projects. Utah State Parks and Recreation administers this program locally.

In 2014, total funds of \$820 million were authorized from this source by the federal government. The TAP is funded by contract authority from the Highway Trust Fund. The national total is divided among States based on each State's proportionate share of FY2009 Transportation Enhancements funding. Unless a Governor opts out, an amount equal to the State's FY 2009 RTP apportionment is to be set aside from the State's TAP funds for the RTP.

Private and Public Partnerships

The Parks and Recreation Department or a group of communities acting cooperatively, and a private developer or other government or quasi-government agency may often cooperate on a facility that services the public, yet is also attractive to an entrepreneur or another partner.

Private Fundraising

While not addressed as a specific strategy for individual recreation facilities, it is not uncommon for public monies to be leveraged with private donations often in concert with a foundation (see Foundations and Donations above). Private funds will most likely be attracted to high-profile facilities such as a swimming complex or sports complex, and generally require aggressive promotion and management on behalf of the park and recreation department or city administration. However, City open space has wide appeal and a capital campaign could be used to collect donations that would serve as the basis of an endowment from which interest could be generated and used to fund either capital or operating costs of City open space.

Service Organization Partners

Many service organizations and corporations have funds available for park and recreation facilities. Local Rotary Clubs, Kiwanis Clubs, and other service organizations often combine resources to develop park and recreation facilities. Other for-profit organizations such as Home Depot and Lowes are often willing to partner with local communities in the development of playground and other park and recreation equipment and facilities. Again, the key is a motivated individual or group who can garner the support and funding desired. Another potential partnership with service organizations is through an Adopt-A-Trail program where various organizations assist with maintenance of City open space and thereby reduce operating costs.

SNYDERVILLE BASIN SPECIAL RECREATION DISTRICT - VITAL STATS

Population and Employment 2015:

- Population
26,052
- Hotel Employees
3,080
- Commercial Employees
5,144

Projected Population and Employment 2025:

- Population
33,997
- Hotel Employees
4,220
- Commercial Employees
7,048

Park Acres:
162

Trail Miles:
139.60

Other Recreation Facilities:

- Fieldhouse (54,652 sf)
- Ice Arena (shared with Park City)

Shared School District Facilities: SBSRD has made an investment of \$2,101,396 to the School District.

Snyderville Basin Special Recreation District Case Study

Service Levels

	DEMAND UNIT	EXISTING LOS	PROPOSED LOS	EXCESS CAPACITY	YEAR CAPACITY REACHED
Parks	Acres per 1,000 demand units	5.85	5.69	0.16	2015
Trails	Trail miles per 1,000 demand units	5.04	4.90	0.14	2015
Trail Structures	Trail miles	\$26,628	\$26,628	\$0.00	2015
Recreation Facilities	Square feet per 1,000 demand units	3,635	3,533	102	2015
Shared Facilities - Park City School District	Investment level per 1,000 demand units	\$75.88	\$61.03	\$14.85	2022

Funding – Capital Costs

Impact Fees

\$3,443,89 per residential unit	\$0.56 per commercial square foot	2014 revenue from Impact Fees: \$925,281	Trail land has been acquired through easements and as conditions of development and is therefore not included in the impact fee calculations.
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General Obligation Bonds

OUTSTANDING BOND SUMMARY	AMOUNT	PARKS/REC	TRAILS	OPEN SPACE
Series 2010	\$5,125,000	61.54%	23.08%	15.38%
Series 2011	\$20,000,000	0.00%	40.00%	60.00%
Series 2012	\$3,810,000	44.44%	19.22%	36.34%
Series 2015, Series A	\$25,000,000	32.00%	8.00%	60.00%
Series 2015, Series B	\$7,345,000	0.00%	0.00%	100.00%

OUTSTANDING BOND SUMMARY	AMOUNT	PARKS/REC	TRAILS	OPEN SPACE
Series 2010	\$5,125,000	\$3,153,846	\$1,182,692	\$788,462
Series 2011	\$20,000,000	\$0	\$8,000,000	\$12,000,000
Series 2012	\$3,810,000	\$1,693,333	\$732,277	\$1,384,390
Series 2015, Series A	\$25,000,000	\$8,000,000	\$2,000,000	\$15,000,000
Series 2015, Series B	\$7,345,000	\$0	\$0	\$7,345,000
TOTAL	\$61,280,000	\$12,847,179	\$11,914,969	\$36,517,852

Many bonds have been refunded in the SBSRD since the first GO bond was issued in 1996. A history of bonds issued shows a trend of first acquiring parks and recreation facilities, then increasing amounts to trails and open space. Prior bonds issued that have since been refunded (as shown in the above bonds) are as follows:

REFUNDED BONDS	AMOUNT	PARKS/REC	TRAILS	OPEN SPACE
Series 1996	\$5,000,000	70%	30%	0%
Series 1997	\$2,500,000	80%	20%	0%
Series 2002	\$6,500,000	62%	23%	15%
Series 2004	\$4,500,000	44%	11%	44%
Series 2008	\$10,000,000	0%	0%	100%
TOTAL	\$28,500,000			

REFUNDED BONDS	AMOUNT	PARKS/REC	TRAILS	OPEN SPACE
Series 1996	\$5,000,000	\$3,500,000	\$1,500,000	\$0
Series 1997	\$2,500,000	\$2,000,000	\$500,000	\$0
Series 2002	\$6,500,000	\$4,000,000	\$1,500,000	\$1,000,000
Series 2004	\$4,500,000	\$2,000,000	\$500,000	\$2,000,000
Series 2008	\$10,000,000	\$0	\$0	\$10,000,000
TOTAL	\$28,500,000	\$11,500,000	\$4,000,000	\$13,000,000

The 2014 tax rate for interest and sinking fund on the bond was 0.000458 which includes the 2015 Series B bonds, but does not yet include the rate for the 2015, Series A (\$25,000,000). The District's tax rate will go up in 2015 but this rate has not yet been certified by the County Auditor. The 2014 rate is expected to generate \$2,782,288 for debt payments on the \$36,280,000 that was outstanding in 2014.

Funding – Operations

The SBSRD is funded by an operating tax rate, as well as by a rate necessary to cover outstanding debt – two separate mill levies.

The 2014 certified tax rate for operations was 0.000533; the prior year’s rate was 0 .000565. The 2014 tax rate was expected to generate \$2,586,748 in revenues.

In addition to property taxes, SBSRD received \$1,186,956 in charges or services; this does not include impact fees which are treated separately and used to offset the capital costs of growth associated with new development.

SBSRD Comparison with Draper City

Draper City’s budget shows a sharp increase in impact fees received in 2013-2014 as compared to fees received in 2012-2013.

IMPACT FEES	2012-2013	2013-2014
Park impact fees	\$405,530	\$1,446,689

General fund charges for services in Draper are considerably less than the revenues received in the SBSRD – roughly one-fourth. The population of the SBSRD is approximately 26,000 in comparison to a population of nearly 43,000 in Draper.

GENERAL FUND REVENUES	2012-2013	2013-2014	2014-2015
Park reservations	\$67,057	\$71,726	\$70,000
Recreation program fees	\$209,638	\$240,000	\$225,000
Restitution - Parks	\$1,235	\$8,037	\$0
Total	\$277,930	\$319,763	\$295,000

Draper’s General Fund Parks and Recreation expenditures are approximately \$2.4 million – similar to the property tax revenues in SBSRD’s budget, but roughly 54 percent of the SBSRD’s total operating budget. This suggests that Draper City may want to consider its existing fee structure for recreation programs and cost recovery levels. If additional revenues could be generated through increased fees, this would free up some property tax to be used for additional maintenance costs.

GENERAL FUND EXPENDITURES	2012-2013	2013-2014	2014-2015
<i>Parks</i>			
Salaries & Benefits	\$905,510	\$919,153	\$969,407
Operations	\$844,491	\$824,117	\$1,037,173
Capital Outlay	\$154,364	\$44,975	\$113,000
Total	\$1,904,365	\$1,788,245	\$2,119,580
<i>Recreation</i>			
Salaries & Benefits	\$204,843	\$253,568	\$319,489
Operations	\$248,324	\$233,300	\$385,292
Capital Outlay	\$0	\$0	\$6,000
Total	\$453,167	\$486,868	\$710,781

Lessons Learned - SBSRD

SBSRD has found innovative ways to work with Park City to share ball fields and other facilities, such as an ice arena. In 2012, SBSRD and Park City did a joint study to consider opportunities for shared facilities. The prevailing opinion was that SBSRD had the youth (including more rapid growth) while Park City had more facilities and tourism. By working together, they could offer a higher level of service to the entire mountain resort area.

COMBINED PARK CITY AND SBSRD
EXISTING FACILITIES 2012

FACILITY	PC	SBSRD	COMBINED	EXISTING LOS
Baseball Fields*	1	3	4	8,198
Basketball – Indoor	2	2	4	8,198
Basketball – Outdoor	1	2	3	10,930
Bike Park	1	1	2	16,395
Climbing Area	3	1	4	8,198
Dog Park	1	1	2	16,395
Fields Indoor	0	1	1	32,790
Fitness/Exercise Facilities	1	1	2	16,395
Football*	1	3	4	8,198
Golf Course	1	0	1	32,790
Ice Rink	1	0	1	32,790
Jogging Track – Indoor	1	1	2	16,395
Jogging Track - Outdoor	0	0	0	NA
Little League Fields*	3	0	3	10,930
Park Acres (acres per 1,000)***	66	180	389	7.5
Pavilions	6	11	17	1,929
Playgrounds	5	5	10	3,279
Pony League Fields*	1	0	1	32,790
Pool – Outdoor Lap/Rec/ Leisure	2	0	2	16,395
Pool Indoor	0	1	1	32,790
Kiddie Pool	0	1	1	32,790
Dive Tank	0	1	1	32,790
Splash Pad	0	1	1	32,790
Skateboard Park	1	1	2	16,395

COMBINED PARK CITY AND SBSRD
EXISTING FACILITIES 2012

FACILITY	PC	SBSRD	COMBINED	EXISTING LOS
Soccer Fields (Full Size)/ Lacrosse	7	11	18	1,822
Soccer Fields (U10)	3	1	4	8,198
Soccer Fields (U8)	0	2	2	16,395
Softball Fields*	5	3	8	4,099
Tennis – Indoor**	7	0	7	4,684
Tennis – Outdoor	9	4	13	2,522
Trails***	88.7	113.6	202.3	6.2
Volleyball - Indoor*	7	2	9	3,643
Volleyball - Outdoor/Sand	4	4	8	4,099

*These facilities are also counted under another category such as baseball, soccer, basketball, etc., and therefore all facilities in the above table are not included in the total count.

**In addition to the four indoor courts year-round, Park City covers three of its outdoor courts during the winter. Park City has a total of 13 tennis courts – indoor and outdoor.

***Parks and trails are calculated in total acres or miles for the first three columns. The final column is a LOS standard calculated in acres per 1000 population or miles per 1000 population.

The SBSRD has also found ways to work with the local School District to invest in and jointly use facilities as shown in the following table.

Draper City may be able to work with surrounding communities to share some major facilities and thus offset some of the capital costs associated with large recreational facilities.

FACILITY SITE OWNERSHIP	
LOCATION	OWNERSHIP
SBSRD	
Ecker Hill Complex	School
Basin Recreation Fieldhouse	SBRD
Jeremy Ranch Elementary	School
Matt Knoop Memorial Park	SBRD
Park City Aquatic Center	School
Trailside Elementary School	School
Trailside Park Complex	SBRD
Willow Creek Complex	SBRD
PARK CITY	
Park City High School	School
City Park	City
Creekside Park	City
Dozier Field	School
Main Street Park	City
New Prospector Park	City
North 40 Fields	School
Park City Dirt Jump Park	City
Park City Golf Club	City
Park City Ice Arena and Sports Complex	City
Park City Municipal Athletic & Recreation Center (PC MARC)	City
Prospector Park	City
Rotary Park	City
Treasure Mountain Middle School	School

Appendix C

Cost Spreadsheet

EAGLE RIDGE

Map #	Project	Priority	Capital Cost	O&M Cost	Lead Org/ Group	Notes	Trail Miles
Recreation Opportunities							
1	Future South Maple Hollow regional trailhead at west end of Brookside Drive (with water, electric, and sewer), restrooms, shelter, picnic tables. Future Off-Street Parking with potential for event/race staging.	B	\$ 911,400	\$ 53,146	City	Assumes all regional trailhead typical costs	
2	On-street Parking (200 spaces) on Brookside Drive	B	\$ 5,000	\$ 325	City	Striping only	
3	Dog Off Leash Area, with expansion up to 100 acres. Controlled access. Consider feasibility of an annual pass to recover management costs.	A	\$ 94,800	\$ 13,500	City	Assumes 3 miles of trail, 3,000 LF buck & rail fencing, signage, dog waste dispensers. Dog park site management plan required	3
4	Expand existing Eagle Ridge Trailhead to north as primary trailhead	B	\$ 291,700	\$ 21,801	City	Assumes all primary trailhead typical costs	
5	Primary trailhead to serve off-leash dog area	A	\$ 291,700	\$ 21,801	City	Assumes all primary trailhead typical costs	
6	Neighborhood Access Points (2)	B	\$ 2,000	\$ 130	City	Assumes 2 access points	
7	Disc Golf Course	B	\$ 35,000	\$ 3,500	City	Assume 18 baskets w/ conc pad, signage, 18 concrete tee boxes. Vegetation treatment to remove understories (dual firebreak purpose). CHECK WITH BREE ON LINEAR FEET OR ACRE COSTS	
8	Downhill Mountain Bike Course	B	\$ 280,000	\$ 42,000	Non-Profit/City	Assumes 6 miles of downhill only route, 2 mile multi-use uphill trail.	8
9	Maple Hollow Trail realignment and use reestablishment	A	\$ 20,000	\$ 3,000	City	Assumes 1 mile multi use trail realignment,	1
10	Zip Lines (pending business feasibility study)	C	NA	NA	Concessionaire	Pending a feasibility study	
11	Ropes Course, (pending business feasibility study)	C	NA	NA	Concessionaire	Pending a feasibility study	
12	Improved trail crossing of Suncrest Drive	B	\$ 300,000	\$ 19,500	City	Cost assumes HAWK signal at-grade crossing. Traffic/feasibility study required.	
	ADD GENERAL PRIMITIVE TRAILS	B	\$ 20,000	\$ 6,000	Volunteers/City	Assumes 2 additional miles of hiking/equestrian trail	2
Recreation Subtotal			\$ 2,251,600	\$ 184,702			14
Conservation Opportunities							
1	Mitigate erosion in Maple Hollow and evaluate drainage runoff mitigation measures	A	\$ 101,000	\$ 750	City	Assumes 2,000 CY Grading, 500 CY Rip Rap, 4,000' x 10' wide channel restoration. Drainage study	
2	Restore geocuts and roads not converted to trails and convert suitable geocuts and roads into trails	B	\$ 122,272	\$ 2,250	Non-Profit/City	Assumes 7,000 CY Grading, 3 acres restoration. Trail construction costs included in Recreation	
3	Fencing along Brookside Drive to control social trails	B	\$ 39,600	\$ 2,574	City	Assumes 0.5 miles, high tensil cable fencing	
4	Weed management in disturbed areas. Address before opening to recreation to minimize spread (all areas)	A	\$ 2,400	\$ 120	City	Assumes 20 acres based on total geocut and road areas disturbed	
5	Vegetation restoration of housing development impacts (lot drainage, erosion, encroachments, dumping, weeds) along Brookside Drive, Longbranch Court, and Eagle Crest Drive	B	\$ 34,848	\$ 1,500	City	Assumes 2 acres of restoration. Mainly an administrative matter involving coordination with residents who have encroached.	
6	Plan for new wildlife migration patterns around and through housing, recreation, and private property	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
7	Repair storm drainage from roadway off Eagle Ridge Trailhead	B	\$ 24,200	\$ 103	City	Assumes 200 CY Grading, 200 CY Rip Rap, 300' x 10' wide channel restoration. Drainage study	
8	Management of Disc Golf Course: ongoing marking, signage, painting, social trails	B	NA	NA	Volunteers/City	Addressed by management efforts Maintenance calculated under recreation opportunities.	
9	Management of Mountain Bike System: trail monitoring, marking, social trails, erosion control, safety	B	NA	NA	Volunteers/City	Addressed by management efforts Maintenance calculated under recreation opportunities.	
10	Management of Off-Leash Dog Park: Trash removal, education, enforcement, weeds, water quality. Use access controls, fencing, and other boundaries to minimize wildlife impacts. Prepare site plan and maintenance plan.	A	NA	NA	Volunteers/City	Addressed by management efforts Maintenance calculated under recreation opportunities.	
11	Seismic activity prevents occupied structures from being built on site (all areas)	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
Conservation Subtotal			\$ 324,320	\$ 7,297			
Total			\$ 2,575,920	\$ 191,999			

EAST HOLLOWES

Map #	Project	Priority	Capital Cost	O&M Cost	Lead Org/ Group	Notes	Trail Miles
Recreation Opportunities							
1-a	Peak View Trailhead Phase 1 - Expand the Peak View Trailhead from secondary trailhead to primary trailhead including expanded parking, equestrian parking, restrooms, and nature interpretive areas.	A	\$ 456,700	\$ 34,301	City	Assumes all primary trailhead typical costs, 0.5 mile interpretive trail, 4 interpretive kiosks, 0.25 mile paved access road	0.5
1-b	Peak View Trailhead Phase 2- Accessible (ADA) Trail, Shelter, outdoor amphitheater	B	\$ 285,000	\$ 18,000	City	Assumes 0.5 mile paved trail, 1 picnic shelter, outdoor amphitheater	0.5
1-c	Peak View Trailhead Phase 3 - Interpretation building with classrooms, office, and restrooms	C	See notes	See notes	Non-profit / Sponsor	Assumes majority of capital and maintenance costs to be provided by sponsors and donations. Needs	
2	Work with Forest Service to provide alternate uphill Jacob's Ladder Trail. Convert a lower segment to downhill mountain bikes only.	B	\$ 20,000	\$ 3,000	City	Assumes 1 mile of new multi-surface trail and 1 mile reestablished for downhill mountain bike.	1
3	Backcountry trails (6 miles)	C	\$ 90,000	\$ 13,500	Volunteers/City	Assumes 3 miles of typical multi-use soft surface trails, 3 miles hiking/equestrian trails	6
4	Equestrian obstacle course, loop trail, or instructional trails. Install watering stations, require weed free hay	B	\$ 53,500	\$ 4,500	Volunteers/City	Assumes signage, watering station (1), 3 mile loop soft-surface equestrian/hiking trails and dozen obstacles	3
5	Complete Bonneville Shoreline Trail to Alpine (3 Miles)	C	\$ 60,000	\$ 9,000	City	Assumes 3 mile of multi-use soft surface trails	3
6	New secondary trailhead adjacent to planned residential development (Hidden Canyon Estates), with trail connections to Corner Canyon, Eagle Ridge, and East Hollowes.	C	\$ 97,000	\$ 5,878	City	Assumes all secondary trailhead typical costs	
7	Gas line provides a maintained road/multi-use trail and firebreak	A	NA	NA	City	Capital and maintenance costs addressed in general primitive trails	
8	Picnic area at existing ponds	B	\$ 5,600	\$ 534	City	Assume 2 picnic tables, 200 LF of buck & rail fencing	
9	Seasonal closure to minimize visitor impacts to wintering elk, deer, and moose from Forest Service lands	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts. Need evaluation to determine closure times	
	ADD GENERAL PRIMITIVE TRAILS	B	\$ 160,000	\$ 3,000	City	Assumes additional 2 miles multi-use trail, 4 miles of bike only one way trail	6
Recreation Subtotal			\$ 1,227,800	\$ 91,712			20
Conservation Opportunities							
1	Evaluate social trails from private housing developments onto formal trail system	B	\$ 10,000	\$ 1,500	City	Assumes formalizing 1 mile of hiking trail	
2	Locate recreation facilities to avoid elk migration corridors	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
3	Avoid trail development on steep slopes, relocate and build trails on less vulnerable locations, and remove OHV trails not converted to trails, install access barriers	A	\$ 71,778	\$ 5,516	City	Assumes 4 gates, 1,000 Lf buck & rail, 15' x 5,000 road grading & restoration.	
4	Mitigate streambank erosion	B	\$ 192,000	\$ 103	City	Assumes 2,000 CY Grading, 2,000 CY Rip Rap, 3,000' x 10' wide channel restoration. Assume other portions to	
5	Regrade and restore geocuts below Jacobs Ladder Trail	C	\$ 374,240	\$ 7,500	City	Assumes 20,000 CY Grading, 10 acres restoration.	
6	Work with Forest Service to enforce designated wilderness provisions, such as no mechanized/motorized uses	B	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
7	Wildfire mitigation by reducing fuels and creating firebreaks by private developer/HOA	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
8	Avoid trail development in natural drainages	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
9	Restore meadow community	B	\$ 112,272	\$ 3,750	City	Assumes 5,000 CY Grading, 3 acres restoration, evaluation	
Conservation Subtotal			\$ 760,290	\$ 18,369			
Total			\$ 1,988,090	\$ 110,081			

CORNER CANYON

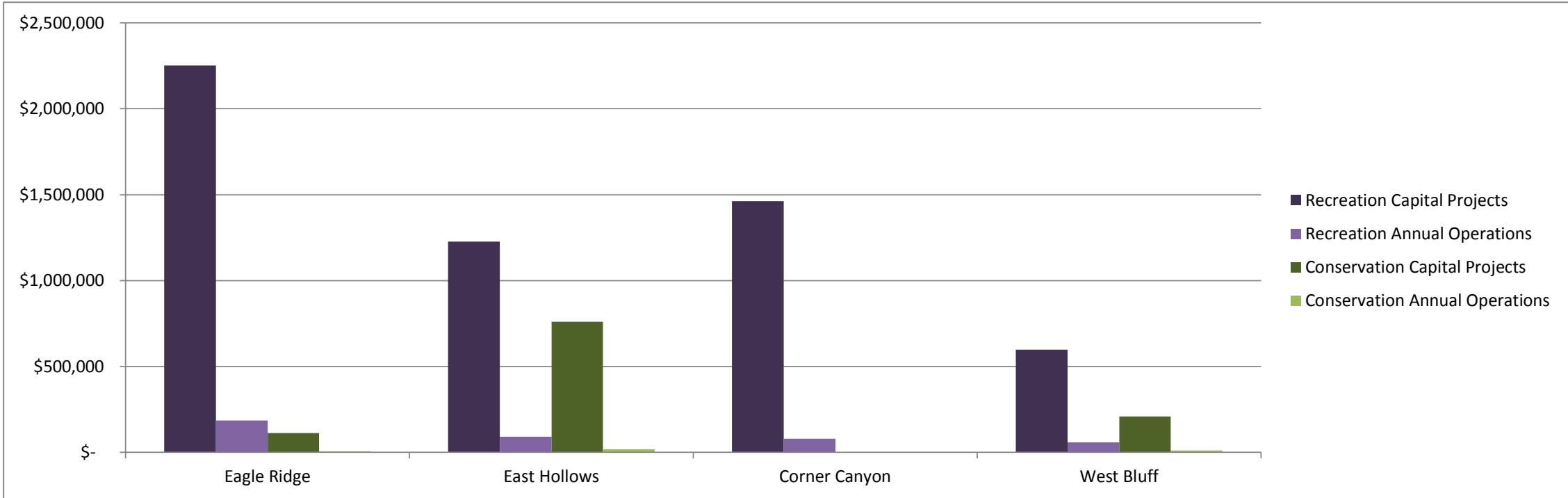
Map #	Projects	Priority	Capital Costs	O & M Costs	Lead Org/ Group	Notes	Trail Miles
Recreation Opportunities							
1	Complete Lower Rush Trail	B	\$ 40,000	\$ 6,000	City	Assumes 1 mile bike one-way only flow trail	1
2	Develop Creek Discovery (Jungle) Path	A	\$ 1,000	\$ 150	City	Assume 0.1 mile soft surface hiking trail	0.1
3	Develop an Interpretive Paved Loop Trail (1/2 mile)	B	\$ 135,000	\$ 3,750	City	Assumes 0.5 mile paved trail, 4 interpretive kiosks	0.5
4	Expand Coyote Hollow Trailhead to primary trailhead with restrooms and water	B	\$ 291,700	\$ 21,801	City	Assumes Typical Primary Trailhead Costs	
5	Upgrade Red Rock Trailhead to a primary trailhead with restrooms and water	C	\$ 291,700	\$ 21,801	City	Assumes Typical Primary Trailhead Costs	
6	Pave the Lower Corner Canyon Trail in cooperation with the Questar Gas realignment from the Equestrian Center to Metro Water Land	A	\$ 250,000	\$ 7,500	City	Assumes 1 mile paving only. Grading to be done by Questar Gas.	1
7	Develop separated paved trail undercrossing of Highland Drive	A	\$ 400,000	\$ 10,000	City	Upgrade existing undercrossing including drainage upgrades. Currently under design	
8	Develop Eidelwiess Trail Connection North to Ann's Trail	A	\$ 16,000	\$ 2,400	City	Assumes 0.8 mile multi-use soft surface trail typical costs.	0.8
9	Develop Eidelwiess Trail Connection South to Eagle Crest Trail	A	\$ 8,000	\$ 1,200	City	Assumes 0.4 mile multi-use soft surface trail typical costs.	0.4
10	Nature Center at Peak View Trailhead (see East Hollows)	C	NA	NA	Non-profit / Sponsor	(see East Hollows)	
11	Develop Suncrest Connector Trail - Suncrest sign to Ann's Trail	B	\$ 20,000	\$ 3,000	City	Assumes 1 mile multi-use soft surface trail typical costs.	1
12	Create additional quiet zones/wildlife view areas (similar to Memorial Cove)	B	\$ 10,000	\$ 1,500	Volunteer/City	Assumes 1 mile of hiking only trails	1
Recreation Subtotal			\$ 1,463,400	\$ 79,101			5.8
Conservation Opportunities							
1	Ensure the restoration of Questar Gas Line realignment	A	NA	NA	City	Assumes costs for restoration to be done by Questar Gas	
2	Close Upper Corner Canyon Road to public vehicles between Ghost Falls Trailhead and East Bench Trailhead once access from Suncrest Drive is provided.	B	NA	NA	City	Assumes the relocation of gates by city staff	
3	Implement and enforce dog restrictions above the BST.	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
4	Enforce domesticated animal restrictions along Corner Creek critical watershed area.	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
Conservation Subtotal			\$ -	\$ -			
Total			\$ 1,463,400	\$ 79,101			

WEST BLUFF

Map #	Projects	Priority	Capital Costs	O & M Costs	Lead Org/ Group	Notes	Trail Miles
Recreation Opportunities							
1	Cooperate with Lehi City in creating a 600 acre mountain bike and hiking trail system (akin to Corner Canyon), adjacent to Draper City open space.	B	NA	NA	City	Pending plan and costing agreement with Lehi	
2	Access agreement with adjacent property owners for hiking to summits along Traverse Mountain range on existing dirt roads	C	NA	NA	Volunteers/City	Assumes grass roots effort by volunteers with coordination with city	
3	Secure a route for Bonneville Shoreline Trail around Geneva Rock	B	\$ 20,000	\$ 3,000	City	Assume 1 mile multi-use soft surface typical trail	1
4	Complete upper and lower segments of Maple Hollow Downhill Course	B	\$ 40,000	\$ 6,000	Non-profit/City	Assume 1 mile mountain bike only trail	1
5	Expand existing Maple Hollow Trailhead to primary trailhead: parking, restrooms, shelter, picnic tables, fencing.	B	\$ 291,700	\$ 21,801	City	Assumes typical primary trailhead costs	
6	Develop Oak Hollow Trailhead as a secondary trailhead which will serve as the bottom of Maple Hollow Downhill Trail shuttle with parking facilities.	B	\$ 97,000	\$ 5,878	City	Assumes secondary trailhead typical costs	
7	Special concessionaire studies for revenue-generating uses for upper Deer Ridge Drive and graded pads	C	NA	NA	Concessionaire	Pending a feasibility study	
8	Cooperate with Salt Lake County to create an Off-Leash Dog Park at North Flight Park	B	NA	NA	City/County	Assumes no cost. All capital and O&M costs to be covered by county.	
9	Develop a cost-sharing agreement with Utah Hang Gliding Paragliders Association to develop and maintain trail to the summit of Steep Mountain.	A	\$ 10,000	\$ 1,500	Volunteers/City	Assumes 1 mile hiking only trail	1
10	Complete South Pointe Trail connection to the BST.		\$ 20,000	\$ 3,000	City	Assumes 1 mile multi-use soft surface trail	1
	ADD GENERAL PRIMITIVE TRAILS	B	\$ 120,000	\$ 18,000	City	Assumes additional 2 miles of hiking/equestrian trail, 2 miles multi-use trail trail, 2 miles of bike only one way trail	6
Recreation Subtotal			\$ 598,700	\$ 59,178			10
Conservation Opportunities							
1	Elk habitat preservation	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
2	Protect Steep Mountain's north face by limiting trail and road building. Restore Widowmaker erosion	A	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
3	Restoration of impacts from Flint Rock Drive grading	C	\$ 23,111	\$ 1,502	City	Assumes 2,000' x 15' of restoration.	
4	Maintenance of Little Valley Instructional Trails	A	NA	\$ 6,000	City	Assumes O&M costs for 1 mile of bike only trails	
5	Develop construction and maintenance agreement with Lehi City for trails and habitat management in the 300 acre Oak Hollow South watershed. Potentially trade or sell 300 acres to Lehi City.	B	NA	NA	City	Assumes no cost. Addressed by planning/management efforts	
6	Restoration of geocuts in North Maple Hollow	C	\$ 74,848	\$ 1,500	City	Assumes 4,000 CY Grading, 2 acres restoration.	
7	Restoration of impacts from Deer Ridge Drive grading and soil piles	C	\$ 112,272	\$ 2,250	City	Assumes 6,000 CY Grading, 3 acres restoration.	
Conservation Subtotal			\$ 210,231	\$ 11,252			
Total			\$ 808,931	\$ 70,430			

SUMMARY

Area	Recreation Capital Projects	Recreation Annual Operations	Conservation Capital Projects	Conservation Annual Operations	Area Total
Eagle Ridge	\$ 2,251,600	\$ 184,702	\$ 112,272	\$ 7,297	\$ 2,555,871
East Hollows	\$ 1,227,800	\$ 91,712	\$ 760,290	\$ 18,369	\$ 2,098,171
Corner Canyon	\$ 1,463,400	\$ 79,101	\$ -	\$ -	\$ 1,542,501
West Bluff	\$ 598,700	\$ 59,178	\$ 210,231	\$ 11,252	\$ 879,361
Total Project Type	\$ 5,541,500	\$ 414,693	\$ 1,082,793	\$ 36,918	\$ 7,075,904



TYPICAL COSTS

Primary Trailhead	unit	quantity	unit price	total	notes	intenance Rual Maintena
Misc. grading, drainage, etc.	acre	1	\$ 36,000	\$ 36,000		6.5% \$ 2,340
Landscaping	acre	0.3	\$ 100,000	\$ 30,000		6.5% \$ 1,950
Parking spaces	stall	30	\$ 1,900	\$ 57,000		5.0% \$ 2,850
Concrete path/plaza	sf	3500	\$ 6	\$ 21,000		6.5% \$ 1,365
Small restroom	ea	1	\$ 100,000	\$ 100,000	1-2 stall pre-fab.	10.0% \$ 10,000
Drinking fountain	ea	1	\$ 5,600	\$ 5,600		6.5% \$ 364
Bench	ea	2	\$ 1,300	\$ 2,600		6.5% \$ 169
Picnic table	ea	2	\$ 1,800	\$ 3,600		6.5% \$ 234
Shelter	ea	1	\$ 13,000	\$ 13,000	12x12	8.0% \$ 1,040
Regulatory signs	ea	8	\$ 250	\$ 2,000	MUTCD	6.5% \$ 130
Interpretive kiosk w/ sign	ea	1	\$ 2,000	\$ 2,000		6.5% \$ 130
Entry Sign	ea	1	\$ 6,000	\$ 6,000		6.5% \$ 390
Trash receptacle	ea	3	\$ 1,800	\$ 5,400		6.5% \$ 351
Fencing	lf	300	\$ 25	\$ 7,500		6.5% \$ 488
Total Primary Trailhead				\$ 291,700		\$ 21,801

Secondary Trailhead	unit	quantity	unit price	total	notes	intenance Rual Maintena
Misc. grading, drainage, etc.	acre	0.5	\$ 36,000	\$ 18,000		6.5% \$ 1,170
Landscaping	acre	0.2	\$ 100,000	\$ 20,000		6.5% \$ 1,300
Parking spaces	stall	15	\$ 1,900	\$ 28,500		5.0% \$ 1,425
Concrete path/plaza	sf	1500	\$ 6	\$ 9,000		6.5% \$ 585
Bench	ea	2	\$ 1,300	\$ 2,600		6.5% \$ 169
Picnic table	ea	1	\$ 1,800	\$ 1,800		6.5% \$ 117
Regulatory signs	ea	6	\$ 250	\$ 1,500	MUTCD	6.5% \$ 98
Interpretive kiosk w/ sign	ea	1	\$ 2,000	\$ 2,000		6.5% \$ 130
Entry Sign	ea	1	\$ 5,000	\$ 5,000		6.5% \$ 325
Trash receptacle	ea	2	\$ 1,800	\$ 3,600		6.5% \$ 234
Fencing	lf	200	\$ 25	\$ 5,000		6.5% \$ 325
Total Secondary Trailhead				\$ 97,000		\$ 5,878

Neighborhood Access	unit	quantity	unit price	total	notes	intenance Rual Maintena
Regulatory signs	ea	2	\$ 250	\$ 500	MUTCD	6.5% \$ 33
Fencing	lf	20	\$ 25	\$ 500		6.5% \$ 33
Total Neighborhood Access				\$ 1,000		\$ 65

TYPICAL COSTS

Typical Trail Costs	Width	Capital Cost	Maintenance Rate	Annual Maintenance
Soft Surface Hiking/Equestrian Trail	2'-4'	\$ 10,000	15.0%	\$ 1,500
Multi-use soft surface Trail	4'-6'	\$ 20,000	15.0%	\$ 3,000
Mountain Bike Only One Way Trail	6'-10'	\$ 40,000	15.0%	\$ 6,000
Paved Trail	10'-12'	\$ 250,000	3.0%	\$ 7,500
Paved Access Road	24'-26'	\$ 600,000	5.0%	\$ 30,000

Typical Fencing	Unit	Capital Cost	Maintenance Rate	Annual Maintenance
Buck and Rail	LF	\$ 10	15.0%	\$ 2
High Tensile Cable	LF	\$ 30	6.5%	\$ 2
Chain Link	LF	\$ 25	6.5%	\$ 2
Gate	Ea	\$ 1,000	6.5%	\$ 65

Typical Restoration Costs	Unit	Capital Cost	Maintenance Rate	Annual Maintenance
Grading	CY	\$ 10	\$ 0	\$ 1
Rip Rap	CY	\$ 80	\$ 5	\$ 416
Revegetation	SF	\$0.40	\$ 0	\$ 0
Weed Management (3 applications herbicide/reseed)	acre	\$ 120	\$ 8	\$ 936

Typical Open Space Maintenance Costs	Unit	Example	Maintenance Rate
Low Maintenance (sustainable area)	acre	no issue	\$ 6
Medium Maintenance (somewhat sustainable)	acre	restored area	\$ 750
High Maintenance (not sustainable)	acre	erosion area	\$ 1,500