

Ogden Valley Parks and Recreation
Report and Recommendations
February 2009

Ogden Valley Growth with Excellence Mandate (GEM) Committee

www.ogdenvalleygem.org

This report and recommendations were prepared by the Ogden Valley Growth with Excellence Mandate (GEM) Committee. The study began in the fourth quarter of 2007 and concluded in the first quarter of 2009. The Committee members were joined by many subject matter experts who volunteered a great deal of their time, meeting at least monthly with several serving as subcommittee chairmen. The study team members were (alphabetically):

Kathy Allen – Weber State University Swimming, Community Youth Recreation Specialist
Cindy Beger – GEM Committee, Ski School Director
Scott Blank – Camp UTABA, representative
Roland Bringham – Utah State Division of Parks and Recreation representative
Dr. Steve Burr – Director, USU Institute for Outdoor Recreation and Tourism (IORT)
Ken Camello – GEM Committee
Brent Christensen – Boy Scouts of America representative
Steve Clarke – GEM Committee, Chairman
Evan Curtis – Utah State Governors Office of Planning and Budget (GOPB)
Terry Davis – Chairman, Ogden Nordic Alliance
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Shanna Francis – GEM Committee, Chairman Ogden Valley Land Trust
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Tim Maycock – Weber County Parks and Recreation
Julie Mertlich – GEM Committee
Ross Mertlich – Chairman, Liberty Park District Board, GEM Committee
Jim Ormsbee – 2008 OVBA Chairman, GEM Committee
Lowell Peterson – GEM Committee, Wolf Creek
Nate Pierce – Director, Weber County Operations
Steve Ransom – Pioneer Bible Camp representative
Steven Roberts – Managing Partner Wolf Creek Utah Resort, GEM Committee
Art Roscoe – GEM Committee, Vice Chairman
Denzel Rowland – General Manager, Snowbasin Resort, GEM Committee
Paul Riley – LDS Church representative, Northern Utah Area Camps
Richard Sorensen – Huntsville Town Council, Park Responsibility, GEM Committee
Rick Vallejos – United States Forest Service representative (USFS), GEM Committee
Sharon Vause – GEM Committee, Eden Park District Board Member
Richard Webb – GEM Committee, Back Country Horsemen representative
Kimbal Wheatley – GEM Committee, Chairman, Ogden Valley Pathways
Jack Wright – GEM Committee

Report Organization

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Executive Summary

The Ogden Valley fills a very special place in the hearts of Weber County residents. This is reflected in the General Plan which calls for the Valley to maintain its rural atmosphere, and to be a “desirable place to live, recreate, and visit while allowing for the inevitable growth (and) assure that the region becomes a world-class resort destination” (Recreation Element of the General Plan, Executive Summary, page i). These profound goals require unusually creative policies, ordinances, and vision on the part of the governing executives.

The close proximity of the Ogden Valley to the highly urbanized Wasatch Front quickens the pace and raises the stakes as leaders work toward fulfilling these goals. This report focuses on recreation and the role it plays in this vision. It recognizes this valuable role the Valley fills for its residents, Weber County, the Wasatch Front, and tourism in the State of Utah. The work looks ahead to the needs of our grandchildren and their children, with the intent of creating a legacy, a desirable quality of life for resident and visitor alike.

The abundance of natural recreation resources in this small mountain valley are the result of the ring of beautiful mountains surrounding it, the streams and reservoirs, abundant wildlife, large amounts of accessible public land, and historically limited access from the Wasatch Front. Today, the Valley is home to a truly remarkable set of recreation facilities; 4 resorts, 17 private camps, 9 Forest Service camps, 2 regional parks, 3 community parks, 3 major boat ramps, a dozen popular beaches, miles of trails, and dedicated snowmobile parking. Other popular activities on public lands include fishing, hunting, biking, and backcountry winter and summer sports.

With the encouragement of the Commissioners, the Ogden Valley Growth with Excellence Mandate (GEM) committee has studied the recreation issues and is proud to offer this report to the Commission in the hope that steps can be taken quickly to pursue thoughtful management and expansion of the recreation resources as envisioned in the General Plan. The Committee has gained an appreciation for the Commission’s support of recreation in Ogden Valley. RAMP funding and support to generate the Recreation Element of the General Plan are particularly noteworthy. The Committee extends its deep appreciation to the qualified, dedicated group of experts (detailed in the report) who contributed during the year long study.

This work looks ahead to 2030, attempting to understand the difference between recreation facilities now in place and those outlined by the current General Plan and a projection of future needs.

The Recreation Element of the General Plan (adopted in 2005) uses a population based projection of needed community recreation resources and calls attention to the value and need for recreation on public lands. This study validates the community based data and finds the need for an approximate doubling of public lands recreation, which is complicated by the fact that Pineview boating use and Forest Service camping have essentially no growth capability.

There are three major and subordinated issues:

1. Continuing status quo will not lead us to fulfillment of the recreation goals of the General Plan.
2. Creating and maintaining equitable funding requires a new management approach.
3. There are other Operational Issues, such as road cycling safety problems due to lack of bike lanes and the narrow shoulders on roadways, current camping limits, parking for fishermen, tourists and so forth.

Recreation facilities and programs in other areas were studied, with a site visit to the Snyderville Basin Special Recreation District. Two significant items emerged from that visit:

1. In 1986, when the Snyderville District was formed, the population of the area was about that of Ogden Valley today (7,000). The growth Snyderville Basin experienced in the last 20 years is comparable to the forecast for Ogden Valley for the next 20, so lessons learned there about growth should inform our decisions.
2. The facilities of the Snyderville Basin District have come about because of effective leadership, constant effort, and the ability to capitalize on opportunities.

It is clear that the most urgent requirements for Valley parks and recreation are implementation of a Valley-wide recreation management structure and obtaining needed land for additional parks, facilities, parking, and trailheads. A summary of the GEM Committee recommendations for Ogden Valley in which the Commissioners would play a major role are listed below. They are organized into categories of (1) infrastructure, (2) partnerships, (3) opportunities, and (4) safety issues.

Create a fundamental infrastructure:

1. Establish a single Special Recreation Service District (SRSD), as outlined in title 17D of Utah code, to serve the entire Ogden Valley. Huntsville town has asked to be excluded. The new District would replace the existing Eden Park and Liberty Park Districts.
2. Establish a County-wide Ogden Valley Recreation Planning Team (OVRPT) consisting of Wasatch Front users who are carefully selected using a process which ensures balanced interests, the SRSD, public land and facility managers, and the resorts. The OVRPT would operate under the direction of the Commission. The GEM Committee would like to assist the Commission in establishing and overseeing this new Team in the interest of pursuing a balanced set of interests. We suggest three projects as a way for the team to get started: (1) Develop a plan to handle refuse in areas around Pineview Reservoir beginning as early as July 2009 when the Forest Service contract expires, (2) Develop a master plan for North Fork Park, and (3) update the OV Pathways Master Plan to include the two ring system with its connector trails and trailheads.

3. Voice support for the creation of a non-government organization designed to promote philanthropy and volunteerism. A primary intent of this organization would be to create confidence among potential benefactors and to promote communication with residents.
4. Establish a Parks and Recreation Impact Fee for Ogden Valley.

Develop working partnerships:

5. Establish a partnering agreement between the SRSD and County Parks and Recreation to fairly divide construction, operations, and maintenance responsibility for community facilities.
6. Encourage regular dialog with the Ogden Valley Land Trust to focus on planning and planning tools to acquire open space with a focus on public access.
7. Support the concept of facility sharing with the Weber School District as it applies to the new elementary school and the Snowcrest Junior High school facilities.
8. Lead planning coordination and solicit support from other Wasatch Front organizations which promote Ogden Valley as “their” primary recreation area.

Take advantage of opportunities:

9. Prepare now to add land to North Fork Park and to assist the fledgling district to acquire land needed for expansion of community facilities.
10. Lead in the promotion of health and other benefits of active recreation.

Mitigate emerging safety issues:

11. Lead planning with UDOT and County Roads on safety improvement plans for highway biking, pedestrians (walkers and runners), pull-outs, and parking for fishermen, scenic drivers, and beach-goers.
12. Ensure the trails in Ogden Valley provide safe connectivity between schools, parks, churches, resorts, and commercial areas. Discontinuous trail sections are a safety hazard.

Getting Started:

13. Name a motivated, qualified coordinator to supervise adoption of the recommendations.

Subcommittee reports contain many other important recommendations which we believe will be acted upon by the new Special Recreation Service District board and the new Ogden Valley Recreation Planning Team, therefore they are not presented here.

Introduction

The clock is ticking down as we face the important decisions which will determine how we will accommodate the ever expanding Ogden Valley recreation needs of residents and visitors.

Can a County have a soul? For many the soul of Weber County is brought to life by the powerful draw of the mountains, streams, and the chance to be part of nature. Imagine rushing down the alpine slopes or gliding through the pine forest on skis, or testing one's endurance on a rocky trail, or pushing a baby stroller along a scenic path as the cares of the world drop away. As we find the demands of the business world increasing, with less chance to tend to the health of our bodies and spirits, we treasure those moments when we can enjoy the unspoiled, the natural, the wild, and rebuild ourselves.

The Ogden Valley, as the foremost recreation spot in northern Utah, fills this valuable role of refreshing bodies and spirits.

This recommendation thoughtfully defines the required steps for Ogden Valley to meet the expanding needs of its residents along with visitors from the Wasatch Front and across the nation.

In 2005 Weber County adopted the 158 page Recreation Element of the Ogden Valley General Plan. It carefully outlines the future growth scenario for the Valley which will offer the greatest hope of continuing its role in recreation in the face of inevitable growth. In 2007 the Ogden Valley Growth with Excellence Mandate (GEM) Committee recognized that management of recreational opportunities in the Valley was not being actively pursued as suggested in the General Plan. After consulting with the County Commissioners, the Committee was encouraged to bring a recommendation to the Commission.

During the course of the study the Committee came to appreciate more fully the investment in Ogden Valley recreation facilities which has been made by the County Commission over the years. In recent years they have allocated RAMP funding to the Valley well above amounts suggested by the population ratio. Most noteworthy are the assistance with the Huntsville to Eden trail, local park facilities, and reconstruction of the limestone kiln in Ogden Canyon. They have continued support for the two regional parks and provided support to keep the two local park districts functioning. Investment in the planning process which produced the Recreation Element of the General Plan is perhaps the most important recent contribution. Even with these efforts the study shows a deficit in facilities and management which widens over time.

This work represents a one year effort on the part of a broad set of members and specialists, who volunteered their efforts. The Committee extends heartfelt appreciation to the following list of subject matter experts in alphabetical order:

Kathy Allen – Weber State University Swimming, Community Youth Recreation Specialist

Scott Blank – Camp UTABA representative

Roland Bringham – Utah State Division of Parks and Recreation representative

Dr. Steve Burr – Director, USU Institute for Outdoor Recreation and Tourism
Brent Christensen – Boy Scouts of America representative
Terry Davis – Chairman, Ogden Nordic Alliance
Buck Froerer – Weber County School District Board representative
Jennifer Graham – Weber County Parks and Recreation
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Nate Pierce – Director, Weber County Operations
Steve Ransom – Pioneer Bible Camp representative
Denzel Rowland – Snowbasin Resort General Manager
Paul Riley – LDS Church representative, Northern Utah Area Camps
Chris Stevenson/Richard Sorensen – Huntsville Town Council, Park Responsibility
Rick Vallejos – U.S. Forest Service representative
Richard Webb – Back Country Horsemen representative

The study team organized itself in five subcommittees (Community Recreation Facilities, Public Lands, Private Facilities, Tourism, and Management/Funding), was educated on issues with examples by Dr. Burr, studied the General Plan and existing facilities, and then proceeded to create a vision of recreation which would fulfill the spirit of the General Plan.

The Vision of Recreation in Ogden Valley

Our vision is to position Ogden Valley as one of the most attractive, pristine places in the Rocky Mountains to live, recreate and visit, while not “loving it to death” or “urbanizing” it. Underlying our vision is the core assumption that almost all recreational activities and facilities *must* remain consistent with the rural, natural beauty and open-space vision described in the introduction to the General Plan.

Our goal is to expand recreational facilities to accommodate the needs of the people who will live in the Valley and the Wasatch Front, whether full or part-time. It is *not* our goal to create such facilities to attract additional visitors and exacerbate the problems that will come with the dramatic increase in population and pressure on recreational facilities. We understand the inherent conflict in these goals and the recommendations attempt to balance them as best we could.

Recreation Goals

Resorts - Master Plans of each resort in the Valley demonstrate their desire to become family friendly world-class destination resorts. In each case the goal of the resorts is to be relatively self-contained, providing a full range of recreation facilities. The General Plan expects a maximum of three more resorts in the Valley (Recreation Element Plan, Growth Scenario three, p 132).

Resorts are vitally important to the overall plan of recreation in the Valley. They provide public recreation like skiing that otherwise would be difficult to offer. At the same time it is important to

realize that each resort operates as a business and its facilities may not always provide public opportunities.

Public Facilities – Regional parks, trails and pathways, and reservoirs are examples of public facilities which provide Wasatch Front and local resident users recreation as a primary or secondary goal. The goal is that these facilities be of high quality, sustainable, well planned and maintained, of adequate size, and provide a memorable user experience.

Community Facilities – Some public facilities, like local parks, a community center, or an equestrian center serve the goal of giving residents of the Valley places which they can “call their own”. These are places which will provide for community celebrations, athletic leagues, family use, and to promote general health and wellness.

Tourism – The resorts, local business association, Wasatch Front convention and visitors bureaus, and the State of Utah all drive tourist interest. The goal of the recreation facilities in the Valley will be to make their visit easily coordinated and the resources of the Valley easily discovered using a central Visitor Center.

Population and Recreation Demand Estimates

Chapter 3 of the Recreation Element of the General Plan uses a methodology adopted by the State of Colorado for small cities and towns to estimate demand for recreation facilities. The technique is based on demand per 1000 residents. The other accepted method to estimate demand is to survey the population. The State of Utah has done some surveying of demand among residents of the Wasatch Front, including portions of Weber County, but none has been done for the Ogden Valley.

This recommendation uses the “demand per 1000 residents” method for the Community Recreation Facilities modified by the best judgment of the GEM Committee regarding facilities not part of the Colorado methodology as well as what we have learned about the Ogden Valley population trends. For the category of Recreation on Public Lands we extrapolate growth in the visitor days/year and use the Governors Office of Planning and Budget (GOPB) projections of population growth along with projections from Chapter 3 of the Recreation Element.

The GEM Committee believes there is a significant synergistic effect on demand when quality recreation facilities are aggressively promoted, whether in efforts to draw tourists, or for health improvement. In many areas of recreation no local public facilities have been provided, so the 2005 baseline use is not helpful. Accordingly, the Committee has tried to estimate demand it believes is sustainable.

These projections permit reasonableness testing of the recommendation as it regards number and size of facilities and financial planning. It is inappropriate to expect more of them. In fact, demand measurement and growth projections will be a primary function of the recommended management team for Parks and Recreation. More accurate methods will be developed over time.

Community Recreation Facilities – Demand

It is clear that acquisition of land to expand current parks or create new ones is a very urgent issue as one contemplates the implications of the demand table below.

The following table is taken from Chapter 3 of the Recreation Element Plan modified by adding the existing facilities and demand GEM anticipates. For clarity it should be noted that there are many types of recreation, especially those on public lands, or those driven by tourism, which this methodology does not address. Those are addressed separately. The column heading “GEM 2030 demand estimate” is the estimate of the total required, not the difference between existing and that required.¹

Need Category	Need	2005 (population based)	2030 (population based)	Existing	GEM 2030 demand estimate
Sports Fields					
	Soccer/Multi-use	5	9	5	9
	Base Ball	3	6	6	6
Courts					
	Tennis	6	9	1	10
	Basketball	5	9	3	8
	Volleyball	1	2	1	2
Outdoor					
	Small skate park (7000 sq ft)	1	2	0	1
	Full size skate park	0	0	0	0
	BMX Track	1	2	0	0
	Paved Trail (mi)	6	11	4	11
	Dirt Trail (mi)	12.6	22	99	150 est.
	Fishing Shoreline (accessible miles shore)	2	2.9	19+	19+
	Boat Ramps	1	1	5	5
Leisure					
	Playground	1	2	4	4
	Family Picnic	34	57	50	70
	Family Picnic Pavilion Area			2	9
	Group Picnic	2	4	5	10
	Park Bench	42	70	7	90
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¹ Ogden Valley General Plan, Recreation Element, Chapter 3

Need Category	Need	2005 (population based)	2030 (population based)	Existing	GEM 2030 demand estimate
Other					
	Swimming Pool	1	1	0	1
	Ice Hockey Rink (full size)	1	1	0	0
	Ice Skating Rink (smaller rink)			0	1
	Outdoor Event Venue	3	4	4	4
	Horse Arena	1	2	2	2
	Equestrian Arena (indoor)			0	1
	Visitor Center			0	1
	Community Recreation Facility			0	1
	Valley History Museum			0	1

Recreation on Public Land – Demand

A. Region Population Growth

In 2005 there were approximately 1.5 million visitor days. Region population estimates were for more than 50 percent growth in 20 years, while the population of Ogden Valley was projected to quadruple.¹ The GOPB estimates of regional (Wasatch Front) growth show approximately 40 percent growth in the time frame of 2005 to 2030.² Resorts are expected to expand substantially, both in recreation facilities and in residences/lodging.

Regional growth is expected to be the principal driver of demand for recreation on public lands, which includes:

1. Trails
2. Camping
3. Boating/Water Sports
4. Cross Country Skiing
5. Biking (roadway and trail)
6. Horseback trail riding

² 2005 Baseline City Population Projections, Governors Office of Planning and Budget (GOPB) - Weber County Planning estimate that Ogden Valley is 41% of population of unincorporated Weber County

7. Fishing
8. Hunting
9. Snowmobiling
10. ATV and Motorcycle riding
11. Bird watching
12. Scenic Driving

Where growth capability exists, demand is expected to follow the population growth of the Wasatch Front. As new facilities are added it is expected additional demand will be created. We estimate that by 2030 regional growth will conservatively increase demand by a factor of 50 percent for each activity.

B. Tourism

Tourism will be driven by many forces including the resorts, the OVBA, Ogden City, the Ogden/Weber Convention Bureau, and the State of Utah. As the Parks and Recreation facilities and programs develop they will synergistically drive more demand. The current ski resorts do not provide much residential capacity but each is preparing plans to add hundreds or thousands of rooms/residences. The resorts have plans to add a wide diversity of quality recreation facilities to complement skiing and the single golf course now available. In 2005 the Valley had 1.5 million visitor days.¹ In the 2003-2004 year there were 295,000 skier days. The resorts intend to dramatically increase this total during the next 10 years. With the added number of tourist skiers one would expect a growth in visitor days of 300,000 or a 20 percent growth in visitor days on an annual basis.

In 1997 the Ogden Ranger District recorded 481,972 visitor days at Pineview reservoir.¹ Since a fixed number of boats are permitted on the reservoir as determined by the water level, and having regularly been limited by that number, we do not expect this number to grow substantially. However we believe that changes like view-shed resort growth, and increased swimming counts will continue to increase use of the reservoir. This growth could increase visitor days by another 10 percent, driven largely by the tourist population.

C. Valley Population

Valley population will quadruple according to the General Plan¹ and will grow from 6287 in 2005 to 14,909 in 2030, or a growth factor of 2.37, according to the GOPB and County estimates.² The Committee chooses to use a growth factor of 2.4 for this time period.

Weber School District provides enrollment data as of March 2008 as follows:³

Valley Elementary	
Kindergarten	83
1 st	73
2 nd	92

³ Projected numbers for attendance for Grades 1st – 9th, 2008 – 2009 School Year, Weber School District

3 rd	85
4 th	87
5 th	114
6 th	97
Total	634
Snowcrest Junior High	
7 th	97
8 th	99
9 th	108
Total	304

The School District estimates a declining population of school age children in the future. This is intuitively supported by rising land and home prices, lack of alternative housing types, and continued growth in second homes which do not bring children to the school system. At the same time children who are visiting grandparents or are otherwise guests of residents are expected to increase, so the expectation is that the number of children participating in recreation will continue to increase.

Valley demographics also will shift; from community recreation oriented almost exclusively to children and families to include a great many more active retired adults during this time period. These active adults will place a much greater demand on recreation based on public lands in addition to use of community facilities. We estimate Valley residents, including the new retired adults, will increase demand by 10 percent, as compared to the 3 percent fraction of Weber County population residents constitute in 2005.

Recreation in Private Resorts and Camps

Powder Mountain, Snowbasin, Wolf Creek, and Wolf Mountain resorts are all projecting major growth during the 2005 to 2030 study period. Growth in private camps is expected to be much more modest and is not expected to create substantial demand on public or community recreation facilities. On the other hand the large increase of tourists/visitors coming to the resorts will have impact as noted earlier. It is the goal of the resorts to provide private facilities to accommodate the large majority of the recreation needs from this demand segment. However the resorts predict spillover to public facilities which are not provided, for example fishing, boating, use of many trails, picnic grounds, and so forth.

Demand Summary

Community Recreation Facilities in 2030 (number of additional new facilities compared with those existing in 2005)

Based on the vision of the Community Recreation Facilities Subcommittee, demand would support:

- Community Recreation Center (1)

- Swimming pool (1)
- Aerobic/Strength Exercise (1)
- Indoor Basketball court(s) (1)
- Visitor Center (1)
- Equestrian Facility (1)
- Museum of Valley history (1)
- Soccer/Multi-use Fields (4)
- Tennis Courts (8)
- Outdoor Basketball courts (5)
- Skate Park (Small, 7000 square feet)
- BMX Park (1)
- Expansion of the paved trail system by 7 miles
- Family Picnic Pavilion areas (7)
- Land procurement for a new park south/southeast of Huntsville, and provision of the above facilities

Recreation Programs – It is anticipated that as facilities are added recreation programs will be added to support valley residents and guests. The programs are expected to fill the needs of children in each age range and of adults.

Public Land Based Recreation in 2030 - Demand supports growth in facilities from the 2005 baseline by at least 90%.

Conclusion

Wasatch Front population growth is expected to be about 40 percent by 2030. Ogden Valley population growth is expected to be at least 240 percent by 2030. Resorts have expansion plans which will increase their residential base by at least 5000 units. Therefore we expect growth in community facilities as spelled out in the General Plan to track the population based plan for the most part. Demand for facilities on public lands will increase by 50 percent based on Wasatch Front population, 10 percent based on local population, and 30 percent based on resort growth, for a total of 90 percent.

The demand for recreation clearly outlines the need for active development of ball fields, tennis courts, and the other facilities outlined in the General Plan, and indicates the need for additional focus on trails of various types, public camping, water sports, snowmobile/ATV/Motorcycle use, biking, cross country skiing, a Community Recreation Facility, Visitor Center, and an Equestrian facility.

Current Recreation Facilities

A summary of current facilities includes:

Facility	Owner	Notes
Ogden Valley Trail System	Ogden Valley Pathways	Trail around Pineview and connecting all three towns. World class master plan being actively developed.
Huntsville Park	Huntsville Town	8 acres, mature, beautiful, covered pavilions, amphitheater, tennis courts, playground.
Liberty Park	Liberty Park District	4 acres, playground, arena
Eden Park	Eden Park District	8 acres, playground, arena, multi-use fields
North Fork Park	Weber County	2400 acres, the “crown jewel”, pristine, camping, picnicking, myriad springs and streams, hiking, cross country skiing, equine activities, fishing, bird watching, snowshoeing
Memorial Park	Weber County	181 acres, river access, camping, picnicking
Hunting	Various	Deer, Elk, Moose, Ducks, Geese, Turkeys, etc. Largest moose population in northern Utah.
Birding	Various	Many spots in Ogden Valley are recognized for a wide variety of birds.
Pineview Reservoir	Water surface – Managed by Utah State Division of Parks and Recreation	Boating, swimming, skiing, fishing, highly valued resource
Pineview Reservoir	Beach border, Launch sites – U.S. Forest Service	Excellent beach facilities for many types of recreation
Causey Reservoir	Water surface – Managed by Utah State Division of Parks and Recreation	Fishing, non-motorized boating, more pristine setting
Causey Reservoir	U. S. Forest Service	Parking, Launch facility
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Facility	Owner	Notes
Monte Cristo Snowmobile Parking Lot	Utah State Division of Parks and Recreation	5 acres developed, 160 acres available. Utah's number one snowmobile area.
Private Camps (Churches, Boy Scouts of America)	Various, 17 in number along the rivers	Available for public use by reservation. Most have river front access.
Snowbasin Resort	Sinclair Oil	2002 Olympic venue, outstanding facilities, downhill and cross country skiing
Powder Mountain Resort	Western America Holdings, LLC and Eden Heights II, LLC	Outstanding back country boarding and skiing
Wolf Creek Utah Resort	Wolf Creek Utah	Outstanding facilities for golf, swimming, family activities, generally private
Wolf Mountain Resort	Wolf Creek Utah	Family oriented skiing, boarding, full summer program, mountain coaster planned
North Fork Environmental Center	Weber County, leased by Weber School District	Exceptional education experiences. Public can use trails.
U. S. Forest Service Campgrounds	U. S. Forest Service	9 in number, river or reservoir access
Middle Fork of the Ogden River Wildlife Management Area Trailhead	Utah Division of Wildlife Resources and U. S. Forest Service	Trails for horsemen and hikers. Protect crucial big game winter range for deer, elk, moose and hunting for big game and upland birds. Trout fishing.
Ogden River System including portions of the South Fork, North Fork, and Middle Fork	Various owners of access rights	Trout fishing
Basketball Courts (indoor)	Weber School District (Snowcrest)	
Roads for bikers and long distance runners	Weber County, UDOT	

A detailed accounting of these extraordinary current facilities, and in most cases plans for expansion where they exist, can be found in the reports of the subcommittees.

Issues Regarding Ogden Valley Parks and Recreation

The study has determined that there are three primary issues, each with a set of subordinate issues.

1. Continuing status quo will not lead us to fulfillment of the recreation goals of the General Plan

- a. The General Plan establishes the need to create parks and recreational facilities to keep pace with a rapidly growing, recreation-minded population of Valley residents and visitors. However, no mechanism has been put into place to accomplish such expansion of the existing and development of new facilities, which is why not enough has happened in the last several decades.
- b. A number of current conditions are barriers to the timely and efficient development of facilities, including:
 - i. The local park districts are narrowly and independently focused on the three historic community parks. Each district (and town) is concerned about its own issues including the impact population growth and recreational visitors are creating, minimizing cost to its residents, as well as the fact that about a third of Valley residents are not part of any park district and therefore pay nothing to support them.
 - ii. A recreation facility master planning process for Ogden Valley does not exist. It is particularly important that such a process involve the Wasatch Front residents as well as Valley residents, resorts, and the various land/program managers.
 - iii. The County Commission and Parks and Recreation department have not treated expansion of Valley parks and recreation facilities as a county priority.
- c. A growth-correlated funding mechanism for expansion does not exist.
- d. Philanthropy is not enabled or promoted for Parks and Recreation.
- e. Opportunities are not captured.
 - i. Land adjacent to current community parks is now undeveloped, and in some cases, for sale.
 - ii. New residents do not participate in funding through impact fees.

- iii. There is no plan to expand North Fork Park if adjacent property becomes available. *(Note: It is important to point out why North Fork Park is singled out in this statement, as well as others in this document. It is the judgment of the Committee that North Fork Park is an unusually valuable asset, worthy of unusual measures in guarding its pristine nature, planning for expansion, and insuring it continues to serve its users as it has in the past. In general, it is also true that there is no plan to grow Weber Memorial Park, or the Middle Fork Wildlife Management Area, or other important facility. Plans to expand these sites should also be put in place as judged appropriate.)*
- iv. There is no master plan for the kinds of capital-intensive recreation facilities described in the general plan. The committee found community interest in many facilities, including a swimming pool/community recreation center, an equestrian facility, a historical museum, and a visitor information center.

2. Creating and maintaining equitable funding requires a new management approach.

- a. Any solution must recognize that recreation facility expansion will largely benefit three groups, namely: the full and part-time residents of the Valley; Wasatch Front residents; and the tourist industry. Therefore, funding facility expansion and management must be proportionate to use by these three groups.
 - i. The Valley is in close proximity to the Wasatch Front, with many users from that area, but Ogden Valley makes up only 3 percent of the County population. Current funding is not proportionate to use. For example, local parks estimate 50 percent of use is by other than local residents. The funding process, like the planning process, is not making users accountable.
 - ii. User fees are not generally employed.
 - iii. Those who promote Ogden Valley as a tourist attraction need also to be proactive in the expansion of its recreational assets. Each additional user depletes the recreational asset a small amount and large groups of users (for example the Ogden Marathon and the XTERRA) can deplete it by a large amount. Ogden City, Davis County, and the State of Utah all advertise Ogden Valley as a major tourist attraction, thereby putting additional pressure on facilities, but without funding the increased use. Several tourism groups which promote Ogden Valley have no Ogden Valley representatives at the table.
 - iv. Valley Residents need facilities they consider theirs. Large events which use the Valley, e.g. Marathon, XTERRA, and others, are not perceived to contribute in planning and financing facilities they use.

3. Other Operational Issues

- a. Little coordination exists between many owners of recreation resources; For example, local district parks, county regional parks, Utah State Division of Parks and Recreation, US Forest Service, Utah State Division of Wildlife Resources, Ogden Valley Pathways, Weber County roads, UDOT and Weber School District. Relationships with user groups are only occasionally actively managed. For example, plans are not apparent to actively address the following issues:
 - i. Biking and running on public roads is very dangerous due to lack of bike lanes and the narrow shoulders. UDOT has expressed an interest in identifying priority routes/corridors for pedestrian and bicycle use with automobile traffic. Weber Pathways adds, in regard to Ogden Canyon, “in spite of signage warning about the dangers of doing so, cyclists commute and recreate daily on SR39. In fact, the usage has been increasing lately as gas prices rise and residents become more attuned to the benefits of regular exercise. As beneficial as this is, the high traffic volume in the canyon poses a very real obstacle to an enjoyable and safe ride. As our population increases, the traffic will only get worse and cycling traffic will continue to rise. A cycling and pedestrian path is badly needed in the canyon.”
 - ii. Public camping is at its limit in U. S. Forest Service camp grounds through much of the summer season with no opportunity for expansion.
 - iii. Parking and access arrangements are inadequate for fishermen on the rivers and reservoirs and for other beach-access users of Pineview. Tourists, particularly drivers “out for a scenic day” have very few pull-outs or parking areas along valley roadways.
 - iv. Cleaning Pineview beaches (other than those supervised commercially) is left to an annual volunteer effort which is very commendable, but more needs to be done. Beginning in July 2009 USFS contractors will no longer provide refuse collection service in some public areas around Pineview Reservoir and elsewhere in the Valley. This is an urgent issue.
 - v. The Utah State Division of Parks and Recreation needs to be encouraged to adequately manage the Monte Cristo Snowmobile parking lot. Emphasis needs to be placed on meeting the needs of the winter recreationists while protecting private land that surrounds the land owned by the State. This facility is closed to summer users, creating refuse issues and an opportunity to better serve recreation users.

- vi. Development of trailheads and trails to accommodate mountain bikers, hikers, horsemen, and ATVs/Motorcycles.
 - vii. There is little coordination in promoting the health benefits of recreation for residents of all ages.
- b. Perceived expense and lack of compatibility lead to a de-emphasis on development of the following facilities:
- i. Skate Parks
 - ii. An Olympic sized ice hockey arena (Note: More modest facilities are definitely felt to be needed.)

Site Visit Experience (Recommendation Testing)

The Committee did research on parks and recreation programs in a number of resort locations and found noteworthy examples. Snyderville Basin (adjacent to Park City), Breckenridge, Colorado, Jackson Hole, Wyoming, Moab, Utah, and Sedona, Arizona all had appealing characteristics. Sedona is a good example of implementing the parking pass. Jackson Hole benefits from a foundation set up to contribute financially to Parks and Recreation and is especially noteworthy because they use volunteer philanthropists in the community to match community contributions directed to local charities (including parks and recreation) as part of an annual campaign. Moab was believed to have tourism issues similar to ours, but investigation showed they were significantly different. Tourists coming to Moab come for the purpose of using the public lands. In our case these are largely Wasatch Front users. In our case, tourists come to use the resorts for the most part, or simply drive through the Valley. Breckenridge is of interest because they have developed outstanding facilities in conjunction with the resort. In their case the resort and the town are very closely tied together financially and programmatically. Snyderville Basin turned out to be our primary focus because it had a full range of the facilities and programs demonstrated in other places, and was only an hour drive away. The Committee invited Bonnie Park, Project Manager (and for the past 12 years the “leader” of the District) to speak to the full Committee and she was generous enough to organize a full tour for the Committee of the Snyderville Basin Special Recreation District. The Committee is deeply indebted to her for the effort she made to help us understand the history, decision making process, and resources of the District.

Snyderville Basin Special Recreation District (the District)

Four things emerged as most significant:

1. The District was formed in 1986, when the population of Park City and Snyderville Basin was about 7,000, which is approximately the population of Ogden Valley today.

2. Snyderville Basin has seen similar growth to that expected in Ogden Valley. Twenty two (22) years later Park City has its own municipal Parks and Recreation department; Snyderville Basin has the Special District that provides parks, trails, and recreation facilities and programs for the unincorporated area. Snyderville Basin's population is about 22,000 today and through interlocal cooperation and joint use agreements residents of both the City and the District share their recreation facilities.
3. The facilities of the District today have come about because of constant effort and the ability to capitalize on opportunities.
4. Effective leadership has made possible the outstanding achievements of the District in a few years time. While Bonnie Park is very modest about her role, it was clear to members of the Committee that she has been the "spark plug" which made these accomplishments possible.

In 1986 Summit County Commissioners adopted a resolution forming the Special District whose boundaries were coterminous with the Snyderville Basin Sewer Improvement District, the Park City School District and the Park City Fire Service District. They appointed a 7 member administrative control board. The following schedule outlines the District development:

1. In 1993 Park City withdrew from the District, due to a double taxation concern, leaving the District with its current boundaries.
2. The early 1990's saw a large increase in residential building and a dearth of recreation facilities. In 1995 voters approved a \$7.5 million bond and .0006 property tax levy to fund operation of District facilities and programs.
3. In 1998 the Aquatics Center at Ecker Hill Middle School opened, the result of a cooperative effort between the District and the school district. A significant complex of 4 multi-use ball fields was also completed adjacent to the Middle School. It is programmed and maintained by the District through a joint use agreement with the school district.
4. In 1999 the 63 acre Trailside Park was completed and a much needed sports field opened in 2000.
5. Strategy Research Institute (SRI) was commissioned to conduct a Needs Assessment survey in 2000. In 2001 voters approved a second bond election for \$11 million. The Needs survey was updated in 2003, resulting in prioritization of the phased recreation center as well as an ice rink. Trails continued to be ranked at the top of the desired facilities.
6. In 2004 the field house opened with a popular indoor artificial turf field, indoor running track and weight room. The ice rink is owned by Park City; the District contributes financially, and its Olympic sized sheet opened in February of 2006.

7. In 2003 the County Commissioners established the Basin Open Space Advisory Committee (BOSAC) for purposes of open space planning and purchases in the Basin. Using the Recreation District as a taxing authority, residents approved a \$10 million general obligation recreational open space bond in November 2004.
8. In 2006 the Willow Creek Park opened, the result of an 86 acre land dedication in 2001 by developers of the Willow Creek Estates subdivision for purposes of building a new community park. It offers a full range of activities, including three multi-use fields, playgrounds, tennis, volleyball, and basketball, as well as winter ice skating, and groomed cross country ski trails.
9. In 2007 the District conducted a Needs Assessment survey to guide the board in future planning.
10. The District operates a full range of programs and camps for residents.

While year by year progress of the trail system is not detailed here, the District has worked very closely with Park City to develop a remarkable system of trails and trailheads, extending from the Park City resorts and city center to Kimball Junction and Silver Creek junction. They have worked with the County and with UDOT to obtain underpasses for trails and have even purchased lots from subdivision developers when needed to build trailheads.

Impact Fees

Summit County adopted an ordinance in 1998 allowing for the District to collect impact fees for Parks and Recreation for new construction. Within the boundaries of the District fees are calculated based on a formula to fund future facilities identified in the District's capital facilities plan. Applicants may receive credit against the fees for bond assessments already paid on the property to be developed. The fees are based on cost of construction according to a formula adopted by the County. The fee for residential housing starts at \$4,140.27 per unit, and for commercial lodging (non-condominium) at \$521.82. Commercial projects (retail, office, industrial, etc.) are assessed on the project size at \$.38 per square foot. Other credits are possible for complete construction and dedication of trails or other facilities which are part of the master plan. No credit is offered for facilities offered by the developer for density credit. The Applicant must present a receipt from the District, documenting payment of the fee, at the time they wish to pull their building permit at the Summit County Building Department. (It might be noted that Weber County has already implemented a Trails impact fee, and is considering a Parks and Recreation fee, whereas the District has combined the two for collection, but apportions it between parks and trails based on their capital facilities plan.)

Field House Usage (full year)

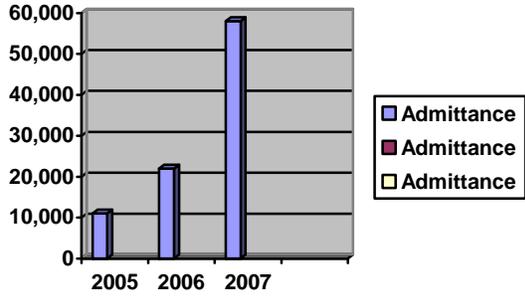


Figure 1: Field House Admittance

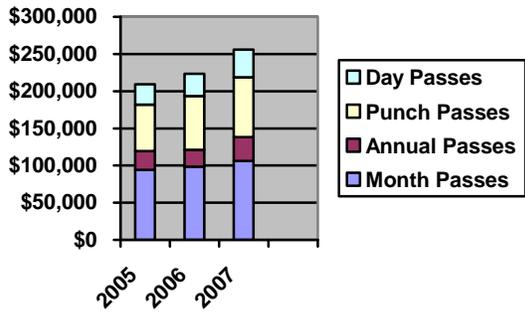


Figure 2: Field House Membership (Revenue) Growth

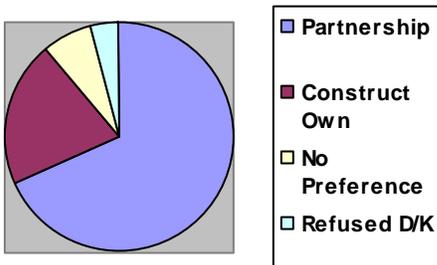
Mission Statement



Figure 3 Mission Chart

Preference for Partnership

Part of the most recent Needs Assessment survey was a question about partnering:
“Given a choice, would you recommend to Basin Recreation that they construct their own leisure pool facility located at the Basin Recreation Field House at Newpark; or, would you recommend that they partner with another organization in either the public sector, such as the City of Park City, or the Park City School District; or perhaps with a non-profit organizations, such as the National Ability Center...with the idea being to share the cost of constructing, maintaining as well as the cost of operating a new water park facility.”



It is clear the residents would strongly prefer to see partnership for the pool facility.

Site Visit Summary

The Committee felt wonderfully inspired to see the quality and variety of facilities the District has put together. The planning, leadership, and cooperation with other entities are truly exemplary. It was a lot to absorb in one day, but the vision of what might be possible was compelling.

Recommendations

The GEM Committee respectfully offers the following recommendations to the Commission:

With regard to Issue 1: Continuing status quo will not lead us to fulfillment of the recreation goals of the General Plan;

1. Establish a single Special Recreation Service District (SRSD), as outlined in title 17D of Utah Code, to serve the entire Ogden Valley.
 - a. The District would be established by resolution of the Commission. The Committee recommends a Commissioner be named to serve as a member of the administrative control board with at least 6 other members who are residents of the Valley. County Parks and Recreation, Eden, Liberty, and at least 1 at-large representative should also be part of the board. The new District would replace the current Eden Park and Liberty Park districts. Huntsville Town has expressed the desire to not be included in the new District.
 - b. The board would have the authority to plan and fund the creation and maintenance of facilities oriented primarily to full-time or part-time residents or guests of Valley businesses. It is recommended the District collaborate with Weber County Parks and Recreation, the Non-government organization (see item 2 below), and the Weber School District in planning and funding.

- c. The administrative control board would supervise committees of residents who would plan and lead community oriented celebrations and a full range of recreation programs developed for children and adults.
2. Establish the Ogden Valley Recreation Planning Team (OVRPT) and process to develop and maintain a Valley-wide recreation master plan. The County Commission would own the process and would invite the GEM Committee to assist with oversight in the hope of establishing and maintaining a wide distribution of interests. It would be staffed by a group representative of users: e.g. Wasatch Front residents, Valley residents (the new SRSD), land managers, program managers, resorts, private camps, and those who promote use of the Valley. The master plan would include use, facility, and funding components.
 - a. The OVRPT would be responsible to update the master plan annually and report the status to the County Commission and other partners.
 - b. Three pilot projects are suggested for this team: (1) Develop a plan to handle refuse around Pineview Reservoir when the current U. S. Forest Service contract expires as early as July 2009, (2) Develop a master plan for North Fork Park, and expand the OV Pathways Master Plan to include the details of the two ring trail system with connectors. The North Fork plan would include a use plan, facility plan, and funding plan. These pilot projects will provide experience in organizing and conducting the process for later expansion.
 - c. The OVRPT is judged to be critical to the success of both planning and creating equitable funding for the master plan. Selection of the original members and succession of members is a process that requires formalization in a way which keeps balance of recreation interest as well as appropriate balance between Wasatch Front users and Ogden Valley residents.
3. Establish a partnering agreement between the SRSD and County Parks and Recreation to fairly divide operations and maintenance responsibility for community facilities. (Additionally, see issue 2-1-b below.)
 - a. Once established, SRSD should develop a comprehensive, valley-wide user fee system, including parking fees.
 - b. The SRSD should lead resolution of conflicts between public access and private property, and to promote cooperation with non-government recreation-oriented organizations.
4. Encourage creation of a non-government organization, such as a community foundation, designed to promote philanthropy and volunteerism. This organization's mission would be to generate funding and public support for Parks and Recreation. It is recommended that the

current Ogden Valley Pathways 501(3)c develop an expanded mission, a new name, and that the Pathways work be done as a division of the new organization.

5. Weber County should assist the fledgling District to capture land needed for expansion of community facilities outlined in the Subcommittee's vision, including expansion of parks, new parks, and the Community Recreation Center.
6. Weber County should encourage regular dialog with the Ogden Valley Land Trust to focus on planning and planning tools to acquire open space, particularly land with public access.
7. Weber County should prepare now to expand North Fork Park by purchasing more land if/when the opportunity exists. (This pristine park is the jewel of regional public recreation facilities.)
8. Weber County should encourage sharing facilities between the Weber School District and the new SRSD.
9. A minimum park size of 25 acres should be established for new parks to be managed by the new District. This size recommendation does not apply to the existing parks. Smaller new parks would be managed by homeowner associations or other entities.

With regard to Issue 2: Creating and maintaining equitable funding requires a new management approach;

1. The new Ogden Valley Recreation Master Plan will include funding mechanisms which fairly distribute costs among users.
2. The Eden and Liberty Park Districts estimate current use of community parks is 50 percent Valley residents and 50 percent Wasatch Front residents. To accomplish equity the recommendation is:
 - a. Valley residents will fund (through the Special Recreation District) acquisition of land and construction of facilities.
 - b. Weber County Parks and Recreation will fund or provide operation and maintenance of the District facilities. This expanded mission would require adequate budget adjustment. This sharing of responsibility would include:
 - i. Developing a use tracking system agreed to by both parties.
 - ii. Use of an Interlocal agreement.
 - iii. Either party could convert to a funds transfer instead of services rendered.
3. The Special Recreation District and the non-government organization would actively compete for RAMP funding.

4. A Parks and Recreation Impact Fee for Ogden Valley should be established using the combined capital facilities plans of the District and the County. Revenues would be collected by the County and proportionally divided to accomplish the capital facilities plans. Subdivision density bonuses currently granted for neighborhood parks would be eliminated to reduce the perception of double fees. Should developers desire local parks they may include them and the District will decide whether to accept responsibility for operation and maintenance based on need, size, and other factors. The creative aspects of the Snyderville Basin Impact Fee should be evaluated.
5. All providers of recreation facilities will be expected to collect user fees which will generally be used for operation and maintenance. Federally managed lands may require new rules to permit this. A Valley wide parking fee using the model of Sedona, Arizona is specifically recommended. In this model everyone needs to have a parking tag or they are subject to fines. Tags are available at all local businesses for \$5/day, \$15/week, and \$20/year. Fees would be shared among entities responsible for maintenance of facilities. These fees would normally be in addition to other user fees. Local residents would qualify for free parking around District facilities.
6. Organizers of large recreational events (for example, the Ogden Marathon, XTERRA, and others) that impact the Valley would be expected to pay a fair user fee to the SRSD to be distributed as negotiated with the facility managers.
7. Since they headline Ogden Valley recreation facilities in advertising, Ogden City, Davis County, and the State of Utah should be expected to participate in supporting recreation facilities. Tourism oriented groups should include Ogden Valley representation.

With regard to Issue 3: Other Operational Issues;

1. Road biking safety on public roads and adequate parking for fishermen, scenic drivers, and many reservoir beach users needs to be addressed by Weber County and UDOT. The County Commission could lead this planning.
2. The County Commission should lead the coordination of trails which are being approved in subdivisions to ensure they provide safe connectivity between schools, parks, churches, resorts, and commercial areas since the sections of trails may be discontinuous for several years.
3. Every effort needs to be made to decrease inappropriate use of camping facilities by those bent on destruction and illegal activity.
4. River access by fishermen should be addressed by the new District and its public land manager partners.
5. The District and the Utah State Division of Parks and Recreation need to implement an adequate plan of access and use at the State owned property commonly called the Monte Cristo

Snowmobile Parking Area. This plan needs to address issues of adequate parking, proper facilities and services and access to public land for snowmobiling that protects the private land surrounding the Parking Area. Opening the facility for summer use would be a good first step.

6. The District and the non-government organization as well as other recreation managers should develop campaigns promoting the health benefits of recreation. Use of trails for safety, promotion of activity oriented groups, recognition programs, and so forth, should all be part of these programs.

Other Recommendations

The subcommittee reports include analysis, visions, plans, and in some cases, additional recommendations regarding specific facilities and recreational activities. These will be of significant interest to those who are part of the new management structure. The reader is encouraged to review these reports carefully.

Subcommittee Vision, Issue, and Recommendation Reports

The study team included advisors experienced in recreational and management pursuits and a subset of GEM Committee members. Subcommittees were employed to improve the quality of input and the result. The draft recommendation has been reviewed by key stakeholders. The group divided into the subcommittees as follows: (names in parenthesis serve in multiple subcommittees)

Parks and Recreation Recommendation Subcommittees

Community Recreation Facilities	Public Lands	Private Facilities	Tourism	Management and Funding
Ross Mertlich, chair	Terry Davis, chair	Paul Riley, chair	Jim Ormsbee, chair	Kim Wheatley, chair
Tim Maycock	Rick Vallejos	Denzel Rowland	Steve Burr	Steve Clarke
Mike Loud	Roland Bringham	Eric Householder	Lowell Peterson	(Jennifer Graham)
Stephanie Loud	(Steve Burr)	Steve Roberts	(Steve Roberts)	(Paul Riley)
Sharon Vause	Paul DeLong	Brooke Hontz	(Denzel Rowland)	Nate Pierce
Kathy Allen	Richard Webb	Steve Ransom	Jack Wright	(Paul DeLong)
(Ken Camello)	John Klisch	Scott Blank	Jamie Lythgoe	(Lowell Peterson)
Buck Froerer	Julie Mertlich	Brent Christensen	Ellen Fowers	Art Roscoe
Sharon Holmstrom	Jennifer Graham	Ken Camello		(Rick Vallejos)
Richard Sorensen	Shanna Francis	(Jim Ormsbee)		(Steve Burr)
	Pam Kramer			(Jack Wright)

It is important to note that the Eden Park District and the Liberty Park District were well represented on the study team. In addition, Richard Sorensen, the Huntsville Town Council person who oversees their park, was a part of the team.

Community Recreation Facilities - Subcommittee Report

This report is prepared by the Community Recreation Facilities subcommittee of the Ogden Valley GEM Committee chaired by Ross Mertlich. Contributing members of the subcommittee are: Ross and Julie Mertlich, Stephanie and Mike Loud, Sharon Vause, Richard Sorensen, Sharon Holmstrom, Kathy Allen, Ken Camello, Buck Froerer, and Tim Maycock.

In December 2005, the Weber County Commissioners adopted the Recreation Element of the Ogden Valley General Plan. The Ogden Valley GEM Committee advocates consideration of the following recommendations as a fundamental and urgent next step in implementation of the adopted plan. The two most urgent needs are implementation of a Valley-wide park management structure and obtaining needed land for additional parks space and possible facilities space.

Our hope is to have Ogden Valley remain and further become one of the most sought after year round, family recreation spots of all kinds, winter and summer.

Current Parks and Facilities

There are currently 3 community parks, 2 Weber County parks, and two Utah State facilities in the Ogden Valley. This subcommittee is addressing the community parks; other groups will address the other facilities. The Huntsville Park is run by the Town of Huntsville and is a beautiful, mature park. The other parks are in unincorporated Weber County. The Eden Park is a little more than 8 acres and provides a covered pavilion and a meeting room under construction (RAMP) with a common kitchen facility, horse arena, children's playground, and 3 multiuse ball fields. The Liberty Park is about 4 acres and provides a horse arena, pavilion, children's playground, and ball field. It also has kitchen facilities and restrooms. These parks are referred to as community parks and are integrally tied to the history of each community area. The Eden and Liberty parks are operated by Service Districts under County and State direction. Weber County collects a \$20 annual fee from those in the Eden Park district, providing an annual budget of about \$15,000. Weber County collects \$18,500/year to support Liberty Park using a property tax levy. Otherwise there is considerable volunteer work that is done each year to maintain the integrity of both parks.

Snowcrest Jr. High School provides two baseball fields, a multiuse field, indoor basketball facilities and a running track. The LDS Church provides 2 soccer fields for younger children behind the building on 1900 North. The Preserve of Sheep Creek HOA operates a small park in their subdivision. The Forest Service operates numerous campgrounds along the South Fork River which are included in the report of another subcommittee.

North Fork Park is about 2400 acres in the foothills of Ben Lomond Peak. It provides numerous camping and picnic areas, meadows for group games, trails, horse corrals, cross-country ski trails, and an environmental center operated by Weber School District. The County owns 160 acres of undeveloped, but beautiful land high on the Wolf Creek drainage accessible by trail from the Powder Mountain road.

This land does not have park status, although many in the community consider it a potential park. Memorial Park is 181 acres located on the South Fork River just below Causey Dam. It provides picnic and group game areas

Problems of the community park system today include:

1. Population growth of about 6 times is expected during the next 30 to 50 years. Already the parks and other facilities are stressed due to usage from sports activities to family activities demands. As the population increases usage will increase dramatically. Funding at present is uneven and doesn't meet the need without a considerable volunteer effort from the community. If the parks are to meet demand other funding sources are required.
2. Funding vehicles such as bonding are only available to Weber County or another government agency.
3. Management of parks could be more equitable and efficient if all parks including Huntsville Town Park were under common management. The parks are a heavy load for local residents of Eden, Liberty and Huntsville. The burden could be lightened and be more cost effective if one entity could manage and maintain the parks in total.
4. Currently the parks run as special districts and are managed by volunteer boards. These people spend a great deal of time and effort and place themselves in considerable financial liability.
5. An estimated 1/3 of Valley residents are not part of any park district.
6. Management of parks is split between Weber County, Huntsville Town, 2 special park districts, the State of Utah, a church, and a school district. Coordination is non-existent. Planning is spotty at best.
7. Parks are used by Valley residents and by other Weber county residents, especially children and families for reunions, day use, 4th of July celebrations, soccer, church activities, horse arena activities, balloon fest, etc. We are seeing an increasingly larger number of people coming from the Wasatch front to use our parks, especially the riding arenas. Management and maintenance costs cannot be unfairly born by local residents.
8. Ogden Valley is being used as a promotional vehicle for not only Weber County tourism but for Ogden City and state tourism promotions. Additional support and funding is needed now before the recreation development possibilities are eliminated through growth.

Vision for the Future

Ogden Valley can be best served by a **Valley-wide Park System**. The new system would be designed to provide for the needs of Valley residents and accommodate increased outside use due to the population thrust, giving people a broader range of activities and amenities than the valley now provides. New and existing facilities would be designed to focus on the recreation needs as identified in the General Plan such as expanded parks and playground areas, multiuse ball fields, swimming, ice rink/hockey, soccer, track, tennis and an equestrian arena. Huntsville Town has expressed a clear preference not to be included in a new Valley-wide Park System.

The vision of this subcommittee is to provide a **major new community recreation facility** as the foundation of the plan. It includes enhancements to existing parks and a new equestrian facility. The vision could include a partnership with Weber School District. It focuses on trails and pathways as the critical elements that provide safe connectivity between schools, parks, churches and commercial areas. The purchasing of land for the said purposes is of the highest priority.

A Valley wide park system would include:

1. A Four Season Community and Sports Complex

Two locations are possible; 1) A location close to the Snowcrest Junior High, possibly located along the North Fork River bottom and would ideally be developed in conjunction with the Weber School District. The intent would be to help enhance the school curriculum and to develop a community activity center that both the Junior High and the community would benefit from. 2) Another real possibility is the 33 acres that are currently for sale next the Liberty Park grounds. This piece would be large enough to expand the park, accommodate a new indoor facility and outdoor playing fields.

- A) The facility could be designed to include a Valley visitor center for tourist information and community activities.
- B) It would interface to the valley trail systems.
- C) Based on what we find from a proposed needs survey, the list of amenities for this sports complex could include:
 - a. Additional tennis courts.
 - b. Additional outdoor multi-use playing fields oriented to visiting leagues and tournaments.
 - c. Indoor field house including indoor running track, weight room, and indoor field made of artificial turf for soccer, baseball, lacrosse, football etc. This type of field could also be used for indoor community activities such as art/craft/antique shows, public meetings etc.
 - d. A community swimming pool. If a joint venture with the school district were struck, a combination indoor family and lane pool could be beneficial.
 - e. Picnic facilities along the river's edge.
 - f. Winter use could be enhanced with a possible lighted tubing/sliding hill and a possible ice rink.

D) This new park would also include a substantial equestrian trail head system developed up the west side of the Valley to the Skyline trail. We could also improve the existing arenas and grand stand areas to accommodate larger activities, horse and otherwise.

E) Securing water rights in the North Fork and elsewhere to support fishing, vegetation and trees.

2. Historic Parks

This new Valley-wide Park system would include the current historic community parks i.e. Liberty and Eden which would be encouraged to mature as the Huntsville Park has matured. These historic parks would meet many of the needs of the valley residents and provide more privacy for users. As of the fall of 2008, as mentioned prior there is land available around the Liberty Park and possibly around Snow Crest Junior High and the Eden Park. These opportunities will obviously not be there for long.

Another real possibility that has been discussed is acquiring ground for a senior center, or recreation center and/or museum. The valley has a wealth of history that needs to be preserved.

Valley residents feel strongly about the identity of these historic parks and want to maintain them. These individual parks could be designed to fill a specific community niche, thereby eliminating duplication of amenities.

- 1) Liberty Park has 4 acres with a playground (provided courtesy of RAMP), grass area and outdoor riding arena. This arena could possibly be covered and developed into a riding center, hosting horse events as well as a variety of exhibitions and indoor events. This facility could be developed in conjunction with the acquisition of the piece adjacent to the arena.
- 2) Eden Park is larger, containing 8 acres and would lend itself to use for soccer activities more readily with a larger grass area. The bowery and restroom areas would need to be improved and a possibility of additional land exists.

Recommendation

Land acquisition should be the primary objective at this point. Property values will only increase with the increased development. According to the General Plan, our valley population will grow from approximately 6,000 in 2005 to upwards of 15,000 by 2030. It is critical that we act now to plan for that growth.

We would propose -

1. Formation of a valley wide park system, with a special taxing district, formed by the Weber County commission (or elected by the residents) whose mission it would be to chart a course

for the future of recreation in Ogden Valley. The board should be made up of concerned citizens and a county commissioner. Now is a critical time to proceed as the economy has slowed and is giving us a chance to place into play various funding measures to accommodate our growth. Certainly, much of the new growth should be born by developers and the population influx through impact fees. These are critical planning tools that if not put into place soon will be more difficult later.

2. A needs survey of valley residents should be performed to judge the general appetite for future recreation and recreational facilities in the valley, as well as what types of recreation facilities would be most beneficial.
3. The new District would form a citizen's group (or groups) who will be responsible to plan and support community events and recreational activities in the various parks. They would assist with management of the parks. The District would, in conjunction with the Commission, procure and develop future recreation facilities for the valley.
4. We advise the county commission to work closely with the Ogden Valley Land Trust to focus on open space planning. Open space is going to be critical in the future and it will help check growth and sprawl in future years. As well as being wildlife habitat, open spaces provide hiking trails and other non-motorized recreational opportunities.
5. Because Ogden Valley is so frequently used as a vehicle to promote Ogden City, Weber County and Davis County, a portion of the costs of the impact of these tourism efforts need to be borne by them to help offset that negative or positive impact.
6. Facilities recommended by the General Plan but not prioritized highly by the subcommittee are:
 - a. Skate park
 - b. Olympic sized Ice Hockey Rink

Conclusion

The valley is a tremendous asset to Weber County and beyond; as such, it needs to be managed as the recreational asset that it is. If not it will be overrun with development and our opportunity to provide recreational amenities and protect those that we have will be gone. We love our valley – help us protect it and at the same time make it better.

Recreation on Public Lands - Subcommittee Report

This report was prepared by the GEM sub-committee focusing on public lands recreation as chaired by Terry Davis.

The members of the sub-committee, and the organization they represent, are as follows:

Terry Davis: Ogden Nordic
Jennifer Graham: Director, Weber County Parks and Recreation
Pam Kramer: Utah Division of Wildlife Resources
Richard Webb: The Utah Back Country Horseman, Ogden Valley Pathways
Roland Bringham: Utah State Division of Parks and Recreation
Paul DeLong: Ogden Valley Pathways

Additional information and contributions have been made by the following:

Josh Jones: Ogden High Adventure Committee, Sub-committee chairman, cycling
David Jenkins: Weber School District, Manager, Swanson's Environmental Center
Rick Vallejos: United States Forest Service, Ogden Ranger District, Recreation Manager

Public Lands Introduction and Approach:

The central idea behind the Growth with Excellence Mandate (GEM) Committee is that Ogden Valley is experiencing, and will continue to experience, growth as the dwelling units expand, and as the destination resorts build out and pull in more visitors. Many of the people pulled in during this growth will be seeking recreation.

The task of the Public Lands sub-committee was to analyze and strategize about how to accommodate the growth while delivering high quality recreation, and at the same time, high quality living. In order to do this, our committee chose to break down and study the needs of the recreation user groups, and also the needs of the resource managers currently responsible for the public lands in and around Ogden Valley. By talking with users and resource managers, we were able to grasp the current situation and identify possible plans to meet the goal of outstanding recreation, and high quality of life. Certainly there is much to be done.

Summary and Recommendation:

While viewing the problem of increased use and demands on the public lands and coupling this with the goal of "excellent recreation", it is clear that not only additional infrastructure, but also additional ongoing maintenance, must be planned for and current budgets increased to address this need.

Our committee recommends a valley wide user fee, or "public lands pass" be implemented for all users and administered distinctly. In addition, we recognize the need for additional revenue streams relating

to growth. Taken together, these two sources of recreational funds will be a fair way to distribute costs across visiting users, and resident users, alike. The “pass” would be available to Valley residents at a discount. Other growth related fees, e.g. impact fees, are designed to support growth in facilities required for new residents.

We also recognized that the funds collected could fall short of plan requirements and need to be subsidized from other sources. This is especially true when we consider that the time for the improvement is before the growth occurs. Making improvements and planning for the growth now, will protect and enhance the value of the natural resources and mitigate the probable negative effects of unmanaged growth. This means that several sources of funding, and management, should be considered.

The availability of great trails, great camping, great fishing, great recreation, etc, increases the quality of life and is worth the effort of planning, building, maintaining, and paying for these assets. It is why most resident users, and visiting users, have come to expect great recreation and a great experience in Ogden Valley. So, we recommend that we start managing and funding the resource now!

Suggested Task Summary

1. Ensure the detail of the two ring (Valley floor ring and mid-elevation ring) trail system with connecting links is adopted as part of the Ogden Valley Trail Master Plan.
2. Negotiate opening the Monte Cristo snowmobile area during the summer months.
3. Develop pull-outs and parking areas along each roadway for recreation users.
4. With the Weber Basin Water Conservancy District and local irrigators/users, understand water issues related to in-stream flows. Attempt to secure year-round water flows in rivers and streams to prevent them from going dry.
5. With cooperation of the USFS, UDP&R, UDWR, and the Utah Division of Water Quality, find ways to improve water quality on Pineview Reservoir, particularly as it relates to oil and gas pollutants from boat and jet-ski motors.
6. Further develop an appropriate trailhead at the Middle Fork Wildlife Management Area, a trail complex on the South Fork River, and a trailhead at the Swanson Environmental Center, with corresponding connecting trails.
7. With the assistance of the USFS and Wasatch Audubon, design, locate and build a watchable wildlife observation tower in the North Arm of Pineview Reservoir.
8. With the assistance of the USFS, UDWR, and UDP&R, install fish cleaning stations at boat ramps and Wind Surfer beach on Pineview Reservoir.
9. Coordinate Nordic skiing grooming at USFS campgrounds.

10. Further develop non-motorized boat ramp facilities, restrooms and picnic facilities at Causey Reservoir.

Committee Studies:

The user groups that we talked with are as follows:

ATV / off road Motorcycle riding, Bicycle (road and mtn.), Bird Watching, Boating / Water Sports, Camping, Cross Country Skiing, Fishing, Hunting, Horseback (trail riding), Trails (Hiking, running, walking, etc), Snowmobiling.

The Public Land Resource Areas are:

Monte Cristo Snowmobile Area, Causey Reservoir Area, South Fork Area, Pineview Reservoir, Snowbasin/Wheeler Creek, Ben Lomond Mountain, North Fork Park, Avon-Liberty Area, Middle Fork Wildlife Management Area, North Fork Environmental Center, and Ogden Canyon.

We also talked to the resource managers over the above identified public lands to better understand the issues and concerns pertaining to each of the different areas.

Public Lands Resource Areas:

United States Forest Service (USFS) Lands, Trails, and Campgrounds

The USFS lands represent a significant part of the recreational opportunities for Ogden Valley and the Wasatch Front as a whole. These lands support all of the activities we studied. Clearly the management of these resources is difficult.

As a summary, the current issues on these lands revolve around heavy and increased use, a.k.a. "Loving it to death". So, as growth and pressure increase, we anticipate additional use in the shoulder seasons, additional degradation of current 'use' areas, expanded un-authorized uses, and more users moving toward the private resorts.

In response to this pressure, "designated use" areas and limitations are being applied to help users know where they can have a good experience, and how to act while they are there. This helps to limit possible negative effects of heavy use. This is a great step, but will need additional measures and planning, and public input, as growth continues. Building new facilities and upgrading existing facilities to "harden" the area to accommodate more use will also limit negative impacts.

The most significant of the designations is the designation that the Wasatch Front "back" is to be "non-motorized", with the exception of the Great Western Trail, while the Monte Cristo area is "motorized" and open for snowmobile and ATV use. Likewise, Pineview is designated as "motorized", with quantity restrictions, while Causey Reservoir is set aside for "non-motorized" use, etc. Separation of motorized use and non-motorized use is judged to be an important principle.

The USFS is supportive of the idea of creating several higher density trail complex's linked by smaller spur trails and they are assisting in the planning process. This overall trail plan will enable users to disperse across Ogden Valley rather than have many users congregating at the same trail head. Today, the Snowbasin area serves as an example of a non-motorized trail complex and one that the USFS would like to continue to improve. In addition, the USFS is working on a proposed trail complex on the back side of Ben Lomond peak adjacent to Weber County's North Fork Park, and is also considering a trail complex in the South Fork area near their campgrounds. The Mayor of Ogden had his staff develop a proposal for new trails throughout the Ogden Wasatch Front. Some of the trails would begin in the Ogden Valley. A motorized trail complex would be incorporated into the riding currently active north of the Monte Cristo Area (Shoshone ATV trail) and in the Willard Mountain Area adjacent to the Avon-Liberty area. It is especially important to have good signage for motorized trails to help separate motorized and non-motorized users.

The Forest Service operates a number of campgrounds primarily concentrated along the South Fork of the Ogden River, but also around Pineview reservoir. These campgrounds reach full capacity much of the season. Anderson Cove campground is an exceptionally busy site. It has a capacity of over one thousand people at one time and is full every Friday and Saturday June to September. Additional growth and visitors seeking to camp in Ogden Valley will spill over onto neighboring public lands such as the Monte Cristo and Causey areas. Increasing camping in these areas is a source of concern already (due to inappropriate camping locations, erosion, lack of restroom facilities, and vegetation removal) and will need additional controls and infrastructure if the resource is to be maintained. The Forest Service has no plans to expand camping facilities in Ogden Valley, primarily driven by lack of funding, but also due to lack of land around many existing campgrounds to expand into. (The USFS campgrounds are as follows: Anderson Cove , Jefferson Hunt, Magpie, Botts, South Fork, Lower Meadows, Perception Park, Upper Meadows, Willows).

Utah State Division of Parks and Recreation (Monte Cristo – Winter Parking and Trail Head)

The Utah State Division of Parks and Recreation operates a winter trail head (parking lot and restroom facilities) on SR39, close to the top of Monte Cristo Mountain. The primary use is in the winter for snowmobile riding. The Monte Cristo trail head is the most heavily used snowmobile trail head in Utah and provides access to a large expanse of USFS land. The restroom facilities are closed outside of the winter season.

The current parking area is only about 5 acres in size, but is near a 160 acre parcel that is owned by the Utah State Division of Parks and Recreation. Future plans call for expanded parking, improved trail access, restrooms, and includes the potential for a visitors / welcome center.

The current parking area gets congested quickly during peak use in the winter with spillover of parking and snowmobile use onto SR-39. Due to this heavy congestion, snowmobile users will also trespass across adjacent private lands. Emphasis needs to be placed on meeting the needs of the winter recreationists while protecting private land that surrounds the land owned by the State. In consideration

of additional growth and use pressures, expansion of this trail head, together with access planning, and neighboring land owner agreements, is a priority.

USFS Reservoirs:

Pineview Reservoir is the major attraction in Ogden Valley and is very heavily used during the summer months. Current issues are safety, pollution control (garbage, motor exhaust, oils & gas,) and managing multiple uses (tiger muskie fishing vs. party boaters vs. water skiers vs. swimmers, etc...).

Plans for future management call for consideration of additional day use or overnight restrictions, motor pollution restrictions, invasive plant and animal controls and user's conflict measures. At this time, the Weber County Sheriff has increased its boat patrols and deputies at Pineview. This increase is supplemented with Forest Service Cooperative Law Enforcement funds and funds from the boat launches paid by the permitted concession management company.

The day-use facilities around Pineview Reservoir are the greatest single recreation destination during the summer season. Pineview Reservoir Management Plan directs that this area be managed primarily for day-use rather than overnight destination. The reservoir has three boat launch ramps that manage up to 375 boats at one time on the water. This is the managed maximum boat limit that is usually reached 10-15 times each summer. Cemetery Point picnic ground and beach has 310 parking spots and it reaches capacity multiple times nearly each weekend. Cars are turned back into Huntsville, where they often park on the streets and highways and walk to the waters edge in unmanaged locations. Middle Inlet and Anderson Cove Campground also have day-use beaches that are busy but only rarely need to turn away vehicles. The reservoir is surrounded with smaller parking lots designed as trailheads or fishing access. Each of these sites have become over-crowded on weekends because they offer free parking to lower standard beaches or to be picked up by boats. Pineview Trailhead on the west shore and Quist and Spring Creek parking on the east shore are the most popular free parking areas.

Fishing at Pineview is a year-round activity. The ends of each of the three arms of the reservoir are the best fishing areas. Those areas are zoned for no wake speeds or no motor boats. Pineview has world record size Tiger Muskie fish and has become a hatchery for this species. Winter ice fishing can vary each year but on peak fish population years with good ice, there can be hundreds of fishermen at one time.

Causey Reservoir is a picturesque and quiet non-motorized water body but comes with some difficulty. Today, the availability and ease of boat launch (canoe, kayak, raft, etc) is difficult. In addition, the roadways, picnic, and rest areas, are not designed to handle large groups or heavy use. Causey has an ever expanding group of recreationalists who want the quiet water sports. Several times during the summer season Pineview reservoir will reach the use limit and begin turning away visitors. This leads to an influx of users at Causey.

Managing the flow of visitors will continue to highlight existing issues with un-authorized camping, fire rings, and other land degradation. So, as growth and use increase, so will the need for additional planned use, restrictions, and infrastructure up-grades.

For a more accurate picture of the uses and plans for recreation on Pineview and Causey contact the Ogden Ranger District.

Utah State Division of Wildlife Resources (UDWR): Middle Fork Wildlife Management Area

The Utah State Division of Wildlife Resources and the U.S. Forest Service operate the 15,000 acre Middle Fork Wildlife Management Area. This includes a 20 acre area used as a trailhead at the bottom of Middle Fork canyon. The area is open to non-motorized use most of the year, but has an important annual winter closure to protect the winter range for big game animals (deer, elk, and moose). The property also provides habitat for a wide variety of other wildlife species including forest grouse, Rio Grande turkeys, songbirds, nocturnal and diurnal raptors, and many species of small mammals.

The area has a good trail system that sees considerable use by equestrian and other outdoor enthusiasts. The UDWR has sought input on a development direction for the area to accommodate the heavy public uses including hunting, fishing, bird watching, horse riding, hiking, and camping. The area has some facilities for horses and a recently added pit toilet.

There are currently plans to develop trails from the Middle Fork Wildlife Management Area trailhead to other lands in the general area of South Fork of the Ogden River and Powder Mountain road.

There is occasional abuse by users due to bathroom vandalism, garbage and litter left on the site, creation of unauthorized fire pits, illegal activities, and exceeding camping limits. As growth occurs in Ogden Valley, there will need to be additional infrastructure added to the trail head to manage these types of problems and to facilitate appropriate public recreational uses. If the Middle Fork Wildlife Management Area is to be used as a designated trail head area funds must be obtained to create the needed infrastructure as UDWR manages land and wildlife and not concentrated public recreation areas.

Weber County Owned and Operated Parks: North Fork Park and Memorial Park

Weber County owns and operates two multiple use parks in the Ogden Valley, North Fork Park and Weber Memorial Park. Both parks are primarily used for summer camping; however, this is changing as we see the number of trail users increase in the summer and winter. The multiple uses are summarized as follows:

Spring/Summer/Fall

- Camping
- Picnicking
- Hiking

Winter

- Cross Country Skiing
- Snow Shoe
- Winter Camping

- Biking
- Horseback riding
- Fishing
- Picnicking
- Wildlife viewing
- Ropes Course

These parks are easily accessible from the Wasatch Front and fill quickly on summer weekends and holidays. Many church groups and families find this to be a great selling point for their events. However, easy access can also be attractive to crowds seeking to party which can lead to conflicts. While this is an ongoing problem, the park staff does a great job of maintaining a peaceful camping situation. As growth occurs this will continue to be an area of focus.

Both parks are several decades old and time has taken a toll on some of the infrastructure such as water supply lines, roadways, bridges, rest rooms, and main buildings. As recreational demand increases, consideration of current trends in recreation will be necessary to properly plan for infrastructure changes and upgrades. Growth and increased recreational demands will also require additional parking consideration around the entrances, especially during the normal winter season closures. We will see increased use during the shoulder and winter seasons. In addition, some individual campsites should be lengthened and leveled to better accommodate RVs, and other areas enhanced to better accommodate individual tents.

Multi-use trail plans also need to be implemented that enable safe and peaceful hiking, running, biking, horse riding, and skiing, over all 4 seasons. To do this a Master Trail Plan for North Fork Park has been developed by a cooperative group of non-motorized trail advocates. This includes Ogden Valley Pathways, Ogden Nordic, The Back Country Horsemen, Ogden's cycling committee, Weber Pathways, the USFS, and Weber County. The trail plan calls for re-claiming lost and overgrown trails as well as creating additional links that enable trail loops rather than out and back trails. The plan will enable users to travel through much of the park on scenic off road trails so that they don't need to worry about traffic and dust from the park traffic. Implementing this trail plan is a priority and will need funding as it moves forward.

Weber Memorial Park did not receive the same level of focus by the Committee although it also could support increased levels of recreation. It is noteworthy that UDWR recently invested in rehabilitating the South Fork River within the park to reduce erosion and create better fish habitat, thus enhancing fishing opportunities.

In summary, the county owned and operated parks within Ogden Valley are a valuable asset to the residents of Weber County and will need an investment of time, planning, and money, if we are to meet the goal of outstanding recreation while experiencing significant growth.

Swanson's North Fork Environmental Center

Swanson's Environmental Center is operated, and funded by Weber School District. It is located on public land within Weber County's North Fork Park and is leased by the Weber School District for use in educational purposes. A purpose is to help students and the general public reach a deeper understanding of the natural world. Trail pathways through the neighboring environment provide real life access to the subject at hand, the natural world and its workings.

Today, there are approximately 5km of trails maintained for use by the students and other non-motorized travelers. In the spring and fall these trails are used to study and learn about various seasonal changes and typical activities within the natural world. In the winter, similar activities occur, but the children are also able take advantage of the location to learn about winter travel on cross country skis, or snow shoes. The trails surrounding the center are groomed for skiing and linked to the ski trail system within North Fork Park and the trails are open to the public.

While the Center's focus is on school children, it does not limit public foot/bike/horse traffic through the area. The director of the center hopes to continue providing an environment which promotes and facilitates people getting out into the forest to see firsthand what is going on in nature.

Future plans call for making the facility a "Net zero carbon emitter". Steps have been taken to move in this direction, such as; energy efficient windows, additional insulation, and a new "red burn friendly" wood burning stove. Additionally, the Center is actively seeking grants for a solar panel to help provide power for the facility. All of these innovations enable the children to learn firsthand how to live with the environment.

Trail planning calls for a few additional trails, interpretive signs, and a trail head. The main trail goal is to make a connecting link to existing park trails that will form a gentler loop. This will enable distinct and separated trails for the school children and the public. Separation helps the public and the school children to enjoy the winter outdoors while aiding the children to find their way back to the center.

Analysis by Recreational Activity / User Group

ATV/Motorcycle Riding

The ATV experience is very popular in Utah and is projected to continue to grow. ATV's, motorcycles, and snowmobiles often use the same resource areas (USFS). The Forest Service supports ATV use on the Monte Cristo area and has ongoing plans for management. They also support motorized use on trails in the area of Willard Peak toward Mantua. They have increased management controls of ATV use in the Avon-Liberty Divide area because of its sensitive nature, lack of formal trail head, and private land trespass due to overflow and boundary control issues.

ATV use in the forest is extensive and reaching saturation. The primary concern is un-authorized off trail travel that is bringing into existence, un-authorized, user-created trails.

The projected growth will have a significant impact on the ATV resource areas and will require significant planning, controls, and resources to manage the increased use. Additional trail heads, trail planning, and rest rooms will be required if the Ogden Valley experience is to be maintained. It seems unlikely that the Ogden Valley will be able to accommodate the projected levels of growth since there are limited areas for ATV use, and since these areas are used now.

There is a potential increase in ATVs in and around the Monte Cristo Snowmobile parking lot since a new State law will allow ATVs on roads and highways if modified to be street legal. You would be able to unload your ATV at the snowmobile parking lot and drive State Highway 39 in the Monte Cristo area.

Bicycle Riding (Road and Mtn.)

The geography of Ogden Valley is well suited for ideal mountain biking around the perimeter mountains and great road cycling along the various valley roadways and over the mountain passes.

For a community to achieve excellence in the area of cycling / biking there needs to be easy and safe ways to ride bikes, while at the same time, experience the scenic corners of the area. In addition, the overall environment and culture should welcome bicycle travel.

Safety, education, and conflict avoidance should be a priority for the community. Knowledgeable and safe riders, together with safe trail designs, and conflict avoidance, are key to creating a great community experience for riders and non riders.

Great mountain bike trail networks are characterized by quick and easy access, multiple trail options / interconnecting loops, design for multiple uses, good visibility, and controlled speeds. The most common issues surrounding mountain bike trail use are user conflict, e.g. with other bikers, hikers, or horse riders, and ongoing maintenance due to over growth of vegetation and erosion.

Design considerations have a significant impact on the all of these issues and can result in great trail complexes that offer superior experience for all. Designing inter-connecting loops with varied distance and difficulty levels enable user groups to select the trail that will best suit their ability, their fitness level, and their time constraints.

General Bike Riding and Road Cycling: The pathways plan for the valley floor which calls for a hub around Pineview and spokes connecting the various developments is a great plan. This will handle young families, tourists, and beginning riders who travel at low speed.

Safe road cycling is characterized by generous shoulders (8') on both sides of all major roadways and designated bike lanes. Road cyclists and commuters travel at higher speeds and require the implementation of bike lanes and generous shoulders on all major roadways. Wide shoulders and bike

lanes are imperative for a community to achieve excellence in biking culture! The paved trail around Pineview Reservoir would offer an exceptional bike path.

Mountain Biking: The vision we advocate is a series of scenic mountain biking complex(s) arranged around the periphery of Ogden Valley and connected by a mid-elevation ring of single track above the valley floor. This ring would connect at several points with a second ring on the Valley floor. A 'complex' means a system of trails similar to Snowbasin, but with some additional aspects to accommodate free (those who ride obstacle courses without trails) riders. We recommend a complex at North Fork Park public and private properties north and east of Snowbasin, and on USFS land along the South Fork of the Ogden River. The responsible land managers (Weber County and USFS) have reviewed these ideas and plans are very supportive.

As a general rule, trails can be separated into three basic groups: Beginner / Family, Mountain Bike / Cross country, Free Ride.

Beginner / Family trails are relatively flat and can be paved. Mountain Bike/Cross country trails go from one trail 'complex' to another and offer all geography in between. Free Ride parks feature designated technical sections with obstacles, drop offs, logs, etc. Free Rider features can easily be incorporated into a trail complex with some planning.

The overall arrangement of a ring of single track connecting various trail complexes would allow visitors and residents to ride around the circumference of Ogden Valley, on public lands, using only limited roadways, but also have some really attractive biking centers that they could visit throughout the season.

Several trail links are already in place, if we consider the Art Nord and Wheeler Canyon trail that leads from Snowbasin to Pineview and the Skyline trail that leads from Pineview to North Ogden Pass and on to Ben Lomond and North Fork Park. These trails form half of the mid-elevation trail ring notwithstanding the fact that several sections of trail are summit level trails.

To continue the mid-elevation ring, trails would need to be enhanced from North Fork Park to Avon – Liberty - Wolf Creek - Middle Fork – South Fork – Snowbasin.

Birding

Wasatch Front birding groups and individuals visit many areas of Ogden Valley to view a wide diversity of bird species. The majority of the sites they visit are on public lands and/or the areas of interest are viewed from public roadways. At lower elevations in Ogden Valley, they mostly bird wetlands and riparian areas. At upper elevations in Ogden Valley, they bird mostly conifer stands.

The following specific areas are frequently used by area birders: Perception Park, Jefferson Hunt campground, several other USFS campgrounds, Pineview North Arm Viewing Area, Snowbasin-Maples area, Weber County Environmental Center, Middle Fork Wildlife Management Area, and the North Fork/Cutler Flat area. Many of these sites are considered "drive through" birding areas wherein folks will

arrive at an area to bird for awhile and then move onto another spot so that several areas can be viewed within a few hours.

The Great Salt Lake Birding Trails map (2001) has designated several Ogden Valley sites as good locations to see many mountain valley birds. In addition, the birding opportunities of Ogden Valley have been published in some national birding magazines, such as American Birding Association. Due to the wide diversity of birds that can be viewed within Ogden Valley and the local and national recognition, many local and out of state birders come into the area specifically to view birds. In addition, bird tours associated with the annual Great Salt Lake Bird Festival bring tourists to Ogden Valley to view birds.

Access to the viewing areas and additional facilities should be improved for this user group. Additional observation towers, trail heads, walking paths, and easy and low cost short term visit (1-2 hrs) fees should be planned. Some birds require dead trees for nesting and perching. Consideration of this fact should be given prior to removal on USFS and County lands.

We would recommend the reduction of boat activity in the backwater areas near the North Fork Arm of Pineview Reservoir, where there are watchable wildlife areas, to protect osprey and other birds that heavily use the area.

Boating

Pineview Reservoir provides one of the most popular boating destinations in northern Utah. The water surface is managed by Utah Parks and Recreation (with help from the Weber County Sheriff) and the shore facilities by the U.S. Forest Service. On peak days the safety limits established for the number of boats on the water are reached and users are turned away. A reservation system for reservoir use and a peak day user fee schedule could be useful. Parking for reservoir users is an issue which needs addressing. Both the ramp areas and access outside the managed fee areas become problems when vehicles park on road shoulders. Consideration of air and water pollutants should be planned in relation to the types of motors and handling of oils and gas.

Kayaking on Ogden River in the lower Ogden Canyon is growing more popular and is particularly good during times of medium and high flows. This use will continue to grow and requires access planning at the launch and take out locations. Kayakers frequently inspect and observe the river from the main canyon roadway. This is a significant safety risk and needs to be studied in light of additional growth.

Causey Reservoir, near the top of South Fork canyon is a desirable non-motorized boating facility. Future planning should include easy access and launch facilities for canoe, raft, and kayaks near the dam.

Camping

Camping in Ogden Valley can be very scenic and offers the advantages of being close to town, cool, and along the branches of the Ogden River. Most formal camping is on the USFS campgrounds or on Weber County camp grounds. Some open camping is available on Monte Cristo.

The US Forest Service operates a number of campgrounds, primarily located along the South Fork of the Ogden River. Camping is available by reservation within this system. Frequently the camp grounds are used to capacity during Friday and Saturday nights in peak summer periods. Even with the projected growth, the Forest Service has no plans to expand camping facilities in Ogden Valley due to funding levels. These campgrounds are as follows: Anderson Cove, Jefferson Hunt, Magpie, Botts, South Fork, Lower Meadows, Perception Park, Upper Meadows, Willows.

Weber County operates campgrounds in North Fork Park and at the Weber Memorial Park.

Additional camping could be provided by the private sector or at the resorts.

Cross Country Skiing

Ogden Nordic, a Chapter of the Utah Nordic Alliance, continues to work toward improved Nordic Opportunities within Ogden Valley and has the goal of creating a “Notable Nordic Venue”. North Fork Park, together with the venue at Snow Basin, form the back bone of Nordic opportunities in Weber County.

“Notable” Nordic centers are characterized by consistently good grooming on quiet non-motorized trails that are at an elevation and orientation that hold snow from Nov 1 to April 30. Great Nordic trail systems include classic skiing, skate skiing, and snow shoeing on terrain that ranges from relatively flat and gentle, to relatively long with challenging climbs and twisting descents. Typically “Notable Nordic Venues” incorporate a series of interconnected loops that allow continue / return decision making with one way travel, and are clearly delineated by difficulty and length. These aspects of trail layout increase the enjoyment of the users, improve safe travel, and improve grooming ease. Back country over night capability using huts, or yurts, are typical in Nordic ski country.

Easy - flat gentle terrain, short distance; 1 – 5km,

Moderate – rolling terrain, mid distance; 5 – 15 km,

Difficult – variable terrain, from rolling steep climbs, to long gentle river bottoms; 15 km – 50 km.

As Ogden Valley grows we will easily need three (3) notable Nordic venues. As a note of comparison, Blaine County, Idaho (Sun Valley Area), operates three (3) Nordic centers with over 150 km of groomed ski trails. Skiers from across the country recognize the quality of this area.

The USFS occasionally grooms Anderson Cove, but does not have the manpower to maintain it. However, they have identified 2 square miles of USFS land around the Willow and Meadows

campgrounds on the South Fork of the Ogden River as good site for a future trail complex. This area would suit winter and summer use alike, and could be attached to the mid-elevation trail ring for summer use. The new South Fork complex would be a welcome addition and would help meet the goal of high quality recreation.

North Fork Park (Weber County) and Snow basin (US Forest Service) are the closest to the vision of complete complex's at this point.

There is a great idea to form an Ogden Valley Inter Connect trail. This trail would link the North end of Ogden Valley (North Fork Park) to the valley center and Huntsville via groomed ski trails and could be a great opportunity for Ogden Valley. Trails originating from Eden could connect to Huntsville by going over / around Pineview and also to Liberty and Wolf Creek through the use of private agreements or easements. The benefit would be a traffic reduction since skiers could ski from home, or drive to a nearby access point. Connecting the trails to school grounds would enable school children to ski during PE. The Inter Connection would be a great way for users and visitors to experience the valley in a non-motorized way.

Equine / Horseman

The equine interests advocate an environment that enables horses and mules to be freely ridden throughout Ogden Valley. This means ample non-paved trails through both private and public lands, and also easy access to trail heads and parking. This should be a planning priority. This objective is generally shared by nearly all "non-motorized" trail advocates such as Nordic skiers, mountain bikers, hikers and runners.

Resource requirements demand the legal establishment of "rights of way", and/or easements through private and public lands, and high quality, non-paved, trails that connect to the main trail networks rather than dead end at the edge of the development. Parking and access for out of area visitors should be planned. It is important that trail head parking be designed to accommodate horse trailers easily.

The trail network plan calls for a ring to encircle the valley while connecting to trail complexes such as Middle Fork, North Fork Park, and South Fork. Trail "spurs" will need to be added at appropriate locations which allow access to public lands that are contiguous to private property (where possible access issues may arise). Construction costs may be extensive predicated on terrain and the number of trails and trail heads. A specific construction budget will not be feasible until the "master trails plan" is moved forward with priorities. Ongoing maintenance costs will also be an issue although volunteer organizations may help to absorb some of this expense. Ogden Valley Pathways is actively working on this issue.

Fishing

For Ogden Valley anglers, there are opportunities to fish both streams and reservoirs. It is the belief of anglers that these aquatic recreation areas are now at a saturation point (i.e., most sites are heavily and completely used; there are few opportunities for any increase in angler use at existing areas; and there are also limited opportunities for developing new recreation sites). In addition, access to aquatic recreation sites and the water quantity at that site are closely tied together. For example, on the North Fork of the Ogden River, a large portion of the river is dewatered and there are no public access areas. In areas where there is adequate flow to support a fishery (for example, South Fork or Middle Fork of the Ogden Rivers) there is also public access (parking at the USFS campgrounds or on the state owned wildlife management area).

Having made these statements, anglers have indicated that there are some opportunities to increase angling recreation use in Ogden Valley. Some of these are more feasible than others, but all would be beneficial.

Stream Opportunities

- *Secure water and public access on the South Fork, downstream of the Eagles Campground and anywhere on the North Fork below Cutler Flats.

- *Create additional parking areas on the South Fork for day-use areas (these sites are overflowing now and sometimes include campers who park extra vehicles in the spots thereby excluding anglers).

- *Create and install signs about where anglers can go to fish, along with where you have to pay and where you don't have to pay for parking.

- *Work with Weber Basin Water Conservancy District to coordinate/design flows if possible, such that areas of high recreation use have water when needed and areas of low recreation use have less water.

Reservoir Opportunities

- *There are currently boating conflicts on Pineview Reservoir wherein anglers are blamed for noise and late night parties. Instead of closing the reservoir to night use (thereby eliminating dawn, dusk or night fishing), one solution is to make some areas or certain times of the day, "wakeless only". This would allow anglers to still fish, while stopping some of the conflicts.

- *Open up the Pineview shoreline to night fishing.

- *Create bigger wakeless zones or wakeless hours in some of the quiet waters of Pineview: Quist area, Spring Creek area and Middle Fork area.

- *Install fish cleaning stations at Port Ramp and Wind Surfer Beach.

- *If possible coordinate with Weber Basin Water Conservancy District to reduce large water fluctuation levels.

- *At Causey, keep wakeless restrictions and install a boat ramp for small boats be taken to the water.

*In the future, boat cleaning stations may be needed at Pineview to coordinate efforts to stop the spread of invasive species such as zebra and quagga mussels.

Hunting:

Hunting continues to be popular in Utah and Ogden Valley offers good hunting for big game (deer, elk, moose), upland game (dove, grouse, turkey), and various waterfowl species. The increase of non-consumptive users and the wide variety of recreational pursuits has caused some concern among public lands managers to provide a safe and quality hunting experience, while accommodating the non-consumptive users. The anticipated additional growth of the Valley and the increase in recreational uses of public lands will continue to challenge management agencies to institute management methods to provide a quality hunting experience, while protecting the safety of the non-hunting public. Ease of access to public lands is a strong point of Ogden Valley.

We recommend the acquisition and protection of more open space lands for hunting. Other recreational pursuits will also benefit from additional protected lands.

Scenic Driving

A popular pastime with Wasatch Front residents is to “take a drive up the canyon” to enjoy slightly cooler temperatures and the beautiful scenery of the Valley. These trips are often only a few hours in duration but do add traffic and occasional frustration to a Valley resident who would like to be driving the speed limit. Certainly some key visit opportunities include the summer balloon festival and fall colors. In addition, many folks enjoy wildlife watching, particularly big game animals, during the winter months. Several watchable wildlife kiosks have been placed around the valley to educate the public. Creating pull-outs along the highways can facilitate tourist viewing of these events.

The Ogden River Scenic Byway begins in Ogden and follows State Highway 39 to Woodruff, Utah. This route has been a National Forest Scenic Byway for a number of years but is not very well known as such.

Snowmobiling

Ogden Valley and the surrounding public lands are known for superb terrain and snow. The busiest snow mobile trail head in Utah is located at the edge of Ogden Valley on State Road 39, close to the top of Monte Cristo Mountain. This trail head consists of a parking lot and three restrooms and leads to a huge expanse of USFS land open to this use.

Parking congestion during peak use can be extensive and frequently leads to parking on SR39. Additional growth will make this problem worse. The Utah Division of Parks and Recreation manages the trail head and is completing a study to expand the parking and improve the trail head. Proper emphasis needs to be placed on meeting the needs of riders while protecting private land that surrounds the land owned by the State. Proper trail access and future planning should be a priority.

Additionally, the Avon-Liberty area provides snowmobile area, but parking and a trail head are not available. Future planning should address expanded snowmobile access and trail heads within Ogden Valley.

Trails: Hiking, walking, riding, etc

Ogden Valley Pathways has an excellent master plan for trails and trailheads that should be pushed forward toward completion and adopted by the Weber County Commission. Additional trail strategies and trailhead planning are part of this recommendation. The master plan takes advantage of, and incorporates, connections with trails provided by the U. S. Forest Service, the Utah Division of Wildlife Resources, Snowbasin, Weber County, and Wolf Creek Resort. The current priority is to finish the main trail hub, which is a ring around Pineview reservoir, and the implementation of the North Fork Park Master Trail Plan.

The long term vision calls for a complete “Hub and Spoke” approach on the valley floor together with a mid-elevation “Ring” around the circumference of the valley connecting three or four higher density trail complexes. The idea is that visitors and residents don’t need an automobile to travel around the valley. Everything is accessible from their door step via trail.

There are two key points of this plan that need support and additional development. First, we need a provision to ensure that trails within new developments are connected to the main trail system (hub and spokes). Second, we need to insure that we have good trail heads distributed throughout the entire valley. Currently, good trails may be out pacing good trail heads, and there are some developments that did not plan for a right sized trail head within the development. Approximately 8-10 new trailheads at strategic locations and of various sizes are proposed throughout Ogden Valley.

Today, all new developments must plan for trails within their development. Connections to the main trail system, and trail heads, are reviewed for consistency with the master plan but may remain discontinuous for many years. Oversight is needed to ensure that key points like schools, churches, parks, resorts, and commercial areas are accessible in a safe manner.

Report Submitted by the GEM Subcommittee on Private Recreational Facilities in the Ogden Valley

Subcommittee Members: The subcommittee members for this portion of the study are listed as follows: Paul Riley, chairperson and representing the LDS camps in the Valley, Scott Blank (Camp UTABA), Ken Camello (GEM), Brent Christensen (BSA Camps), Brooke Hontz (Powder Mountain), Eric Householder (Wolf Creek), Jim Ormsbee (GEM, OVBA), Steve Ransom (Pioneer Bible Camp), Steve Roberts (Wolf Creek Resort), Denzel Rowland (Snow Basin).

Introduction

For the purposes of this report the existing private recreational facilities in the Valley are divided into two categories, namely:

- 1) Those facilities or camps that were developed and are operated primarily to meet specific objectives and purposes set by the camp owners.
- 2) Those facilities that were developed and are continuing to be developed for commercial use to serve the public at large.

The existing facilities and planned additional development in each of these categories are briefly discussed in the following paragraphs.

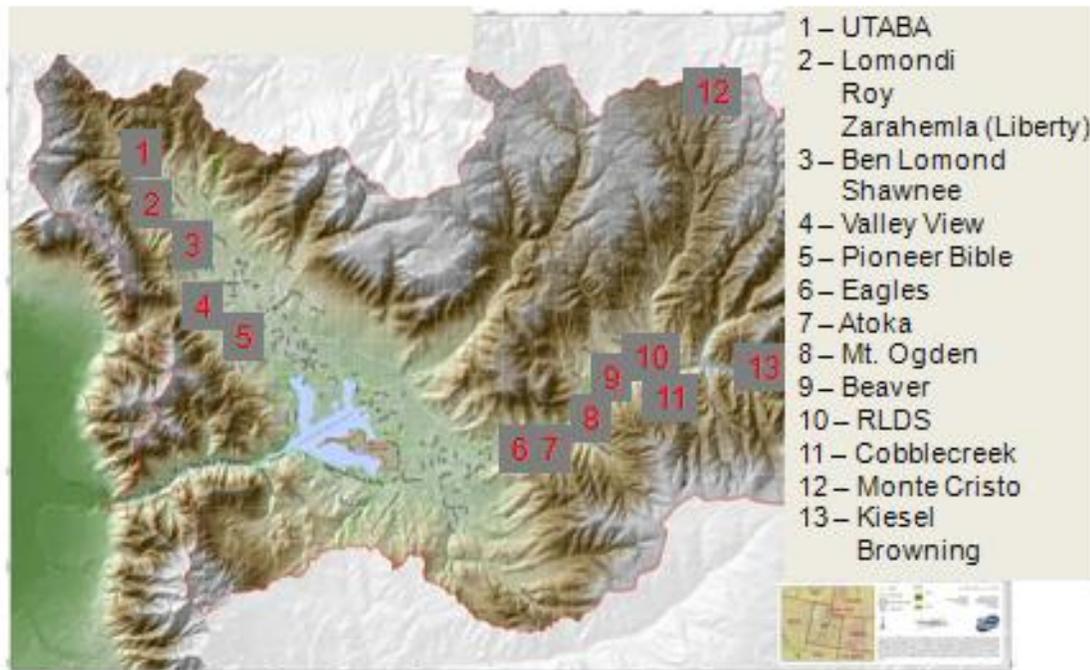
Camps

The locations of the private camps which currently exist in the Ogden Valley are shown by Figure 1. These camps fall into three major categories as follows:

1) LDS Church Girls Camps

A total of approximately 35,000 to 40,000 campers attend these camps each year. Most of these campers are young women, ages 12 through 17, and their leaders. As for most campers who come to the Valley, they come to experience the peace and tranquility which is here. The number of campers will increase each year with population growth, but it is not expected that additional LDS Girls Camps will be opened in the Valley for many years.

- **Northwest part of the Valley--on the North Fork (Eden/ Liberty Area)--6 total**
Camps Lomondi, Roy, Zarahemla /Liberty, Ben Lomond, Shawnee, and Valley View.
- **On Highway 39 East of Huntsville--on the South Fork--5 total**
Camps Atoka, Mount Ogden, Beaver, Cobble Creek, Monte Cristo.



Private Camps

Figure 1: Private Camps in the Ogden Valley

2) Other Church Camps in the Valley--Pioneer Bible Camp, Camp UTABA, Church of Christ Camp near Camp Beaver.

3) Two Scout (BSA) Camps near the Causey Reservoir--Browning and Kiesel

Although these camps were built and are operated to serve a particular element of the population, all can be scheduled for a particular fee, subject to availability and priority schedules, by family groups, such as family reunions, special needs groups, and individual families. The camps are sometimes even scheduled for business meetings where an outdoor setting is desired. For the LDS Church camps, detailed information on each camp, including contact information, is available from a web site titled "Utah North Area Recreational Properties." Reservations for the two Scout camps can be made at the Trapper Trails BSA Council Office in Ogden, telephone 801-479-5460 or 800-748-4256. Contact information for the

other church camps in the Valley is available in the telephone directory for the Ogden area. Each of the camps charges a use fee.

Activities available for those staying in these camps include fishing in the local streams (licenses required), hiking on the extensive and expanding trails network throughout the Valley, canoeing on the Causey and Pineview reservoirs, and playing or picnicking in the three municipal parks and two Weber County parks in the Valley. The parks normally need to be scheduled and use fees are charged.

Resorts

There are four resorts in the Valley, namely, Powder Mountain, Snow Basin, Wolf Mountain and Wolf Creek (see Figure 2). Each of these is briefly described as follows: Wolf Mountain and Wolf Creek Resort are described as a single entity.

1. Powder Mountain – (Steve Clarke reporting for Brooke Hontz)

Powder Mountain Resort is situated astride the boundary of Weber and Cache Counties, at the head of Wolf Creek. It is known for its excellent powder skiing and boarding, especially the thrill of backcountry fresh powder skiing and riding. It is recognized as family friendly and has traditionally offered lower daily ticket prices than other resorts with comparable terrain. In the last two years it has been operated by new owners who plan to dramatically expand the resort. Their plans include more than doubling the number of lifts, adding approximately 4,000 dwelling units, villages, 2 golf courses, stables, and other amenities.

2. Snowbasin - by Denzel Rowland, General Manager

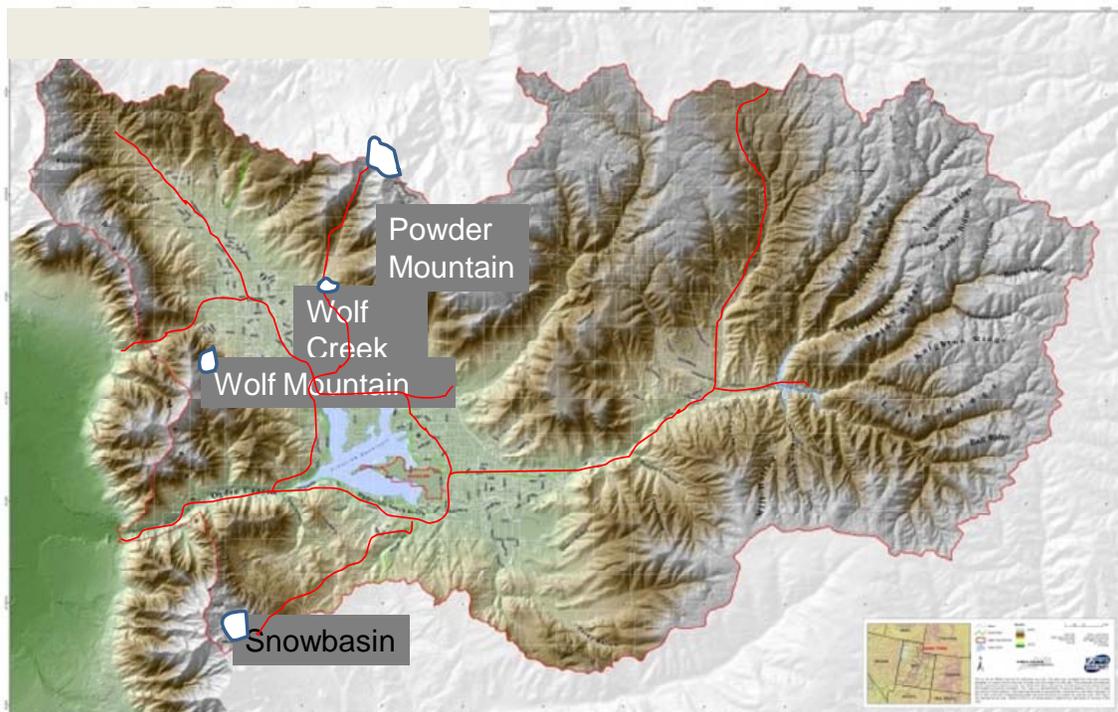
Snowbasin is located on the east side of the Wasatch Mountains between Ogden Canyon (to the North) State Road 39 and Weber Canyon (to the South) I-84, and eight miles west of Huntsville. Access to Snowbasin is from either direction, Ogden or Weber Canyon. The easiest and fastest access is Weber Canyon I-84 to SR 167 (Trappers Loop) to SR 226 (Snowbasin Road).

Currently, Snowbasin is a two season resort that operates winters for snow sport activities plus dining and special events, and late spring through early fall for summer recreation activities such as hiking, mountain biking, sightseeing, dining and special events.

•Present Facilities:

At present this year-round resort provides the following activities and associated facilities:

- a. Skiing, Alpine, Nordic
- b. Snow boarding
- c. Hiking
- d. Mountain biking
- e. Conference facilities
- f. Weddings
- g. Fine dining



Current Resorts

Figure 2 Current Resorts in the Ogden Valley

- h. Special events
- i. Concerts

Contact Person:

Cyd Heatherly -Director of Events and Group Sales
Office (801) 620-1032
Cell (801) 710-3218

• Expansions Planned for Snowbasin:

Expansions will include another access area with parking, lodges, and overnight facilities. Further expansion of the current base facilities and the new access will incorporate golf, tennis, swimming pools, ice rink, and all of the recreation amenities that will complete a four season resort. Specifically, these planned expansions include the following facilities:

- a. Overnight facilities
- b. Condominiums
- c. Village (retail shopping that is consistent with resort operations).
- d. Golf course, tennis courts, ice skating arena, equestrian center, spa, swimming pools
- e. Private residence

•How Utilization of Snowbasin Facilities Would Impact the Ogden Valley:

Because Snowbasin is very self contained, it is anticipated that impacts on valley infrastructure needs and/or recreation needs will be minimal. For the most part after build out Snowbasin should be very self-contained and impact to the other facilities in the valley should be minimal other than traffic to and from the resort, which can be managed through public and resort transportation. Also, strategic information can be given to guests prior to and upon arrival at the resort.

For the most part after build out Snowbasin should be very self-contained and impact to the other facilities in the valley should be minimal other than traffic to and from the resort, which can be managed through public and resort transportation.

Expansion will include another access area with parking, lodges, and overnight facilities. The new access plus current expanded base facilities will also incorporate golf, tennis, swimming pools, ice rink and all of the recreation amenities that will complete a four-season resort.

•Future Needs:

At present Snowbasin is open for public use with a fee and is likely to remain that way, meaning that the public pays for services rendered, whether it be snow sports, hiking, specials events, mountain biking, and so forth. Snowbasin is partially on public land and an access easement to the public land will always be provided. Some future needs that currently are not planned include the following projects:

- a. Infrastructure roads to facilities.
- b. Additional snowmaking equipment
- c. Additional lifts

- d. Additional trails for hiking and mountain biking
- e. Sewer and water improvements

•Some General Thoughts:

Recreation in general is a huge part of the family experience, whether it be hiking, skiing, snow boarding, horseback riding, golf, ice skating, hunting, and others. In order to augment this experience, at some point during the development stage, private facilities, meaning homes, individual lots and/or private condominiums, will be available, some with ski-in/ski-out capabilities.

As the development of Snowbasin continues and further growth occurs with amenities such as golf, tennis, swimming, ice-skating and horse back riding coupled with the existing facilities and a great snow sports mountain, not to mention Nordic skiing, tourists from various parts of the U.S. and other countries will want to be a part of the Snowbasin experience. This should help to foster tourism in the Ogden Valley, and due to the location of the Resort access from Interstate to Interstate should not be overwhelming to the population of the Ogden Valley.

Wolf Creek and Wolf Mountain Resorts - by Steven Roberts, Managing Partner

• Present Facilities:

a) The Recreation Center located at the Wyndham timeshare facility includes a fitness and workout area, tennis courts, a swimming pool and hot tub, racquetball courts, a sauna, a recreation room with video games, a pool table, locker rooms and a lounge area. Outside there are a picnic area, horseshoes, and volleyball.

b) Balloon Festival Fields which are used for the annual Balloon Festival.

c) The Club currently has a wide variety of recreational amenities, including the following facilities:

- An 18-hole Mark Ballif championship golf course. Opened in 1963, the 6,845 yard championship golf course has been the focal point of the Club and Community and has recently undergone over \$3 million in major improvements, including a state of the art maintenance facility, cart storage and significant upgrades to irrigation system and landscaping. This well designed golf course features many incredible views and offers an unforgettable and quality golf experience for players of all levels.

- Golf practice facilities. An outstanding practice facility including a driving range, a practice chipping area, and a putting green.
- Golf Clubhouse. The clubhouse of approximately 12,500 square feet is the social center for the Club. The clubhouse features an attractive grille and lounge where members may gather, along with the traditional golf shop.
- Lake. A 10 acre freshwater lake for fishing and picnicking.
- Welcome Center. A new welcome center offers Concierge Services.
- Banquet Pavilion. The Pineview Lodge was completed in late 2006 and has proven to be an attractive venue for weddings, corporate meetings and member events. Members will have priority to schedule functions at the Members' Pavilion.

d) Wolf Mountain ski facilities.

Wolf Mountain currently features downhill runs for beginner and intermediate level skiers and snowboarders, including night skiing, three ski lifts, a terrain park and 18 trails, and a day lodge with a learning center, snack bar and lounge. Skier services, ski school and ski equipment rental facilities are also available for the convenience of members and guests. Summer activities include hiking and mountain biking trails and an outdoor concert series. Wolf Mountain will remain open to the public for skiing, snow boarding, lift accessible mountain biking, hiking and certain other seasonal activities.

•Planned Additional Facilities:

The following additional facilities are planned for the Club:

a) Fitness and Aerobics Center. The fitness facilities located at the lower level of the Welcome Center will offer fitness equipment including weights and cardiovascular equipment with treadmills and stationary bikes, as well as a bright and spacious aerobics/Pilates room.

b) Family Adventure Village - Phases One and Two. The Family Adventure Village is planned near the main entrance to Wolf Creek Utah. It will provide a wide range of additional amenities and programs for all ages. Amenities will be built in phases. The first two phases are planned to include the following:

- Boating Activities. A variety of boating activities are planned for the 10 acre freshwater lake, including small boat sailing and kayaking, and sailing lessons for children.

- Children's Clubhouse. The Children's Clubhouse is planned to include crafts, cubbies, and an educational games room. The Children's Clubhouse may be a part of the Fitness and Aerobics Center at the Welcome Center, may be in a separate area of that building, or may be located at the Children's Play Area and Pavilion described below.

- Children's Play Area and Pavilion. This area is planned to have two teepees, an outdoor play area, a pavilion for family gatherings, and a playground.

- Children's Adventure Trail and Tree House. Plans include separate adventure trails for children within the Family Adventure Village, offering fun and educational experiences for children, and a tree house built within one of many large trees on the property.

c) Members-Only Clubhouse. The existing Wolf Creek Utah Resort building will be converted to provide a private members-only clubhouse. Restaurants and other facilities within the current club building previously open to the public will now be available only to members, their guests and lodging guests.

d) Members-Only Swimming Pool and Whirlpool. The Club plans to relocate the existing practice green in front of the existing club building to the area of the first tee of the existing golf course, and construct in its place a swimming facility and pool house for use only by members and their guests, including lodging guests. A hot-tub or whirlpool and related support facilities such as restrooms and changing rooms will be included at that site as well.

e) Tennis Courts and Sports Court. The Club plans to construct two hard-surface tennis courts and a multipurpose Sports Court for use by members and their guests.

f) Wolf Mountain Ski and Summer Recreation Improvements. In addition to the improvements already completed, additional planned improvements include a members only facility, parking lot lighting and parking surfaces and additional hiking and mountain biking trails on the mountain. Wolf Mountain and most of the facilities will remain open to the general public.

•Possible Additional Facilities:

The Club is considering, but is not obligated to, building additional recreational facilities, including but not limited to the following. If these additional facilities are added to the Club Facilities or if the Club Facilities are expanded, the number of memberships issued in the Club could be increased. At present there are no specific plans for the Club to build such facilities, and no member should rely on the addition of any such facilities in deciding whether to purchase a residence or home site in the Community or a membership in the Club.

a) Golf Course Improvements and Expansion. An additional 18-holes of golf could be added to the existing 18-hole golf course, and improvements made to the existing 18-hole golf course, including upgrades to the irrigation system and the installation of some cart paths. The Club

also could construct a complete golf practice facility, including putting, chipping, sand traps and other facilities on a hillside location overlooking the course and the Ogden Valley.

b) Legacy Members Private Clubhouse. When the Legacy Memberships in the Club has reached 300, the Club could build a new “Legacy Members-Only” clubhouse of approximately 6,000 square feet to be located to the north of the Pineview Lodge building. This facility likely would include such features as a members' living room, locker rooms, indoor pool with a whirlpool, and a lobby, with a separate member drop-off area. Spa facilities also could be provided

c) Family Adventure Village - final phase.

d) Sporting Facilities. Sand volleyball courts, an outdoor basketball court, soccer and baseball fields, walking trails and a park area may be built in the final phase.

e) Equestrian Facilities. Outdoor stables and corrals are possibilities.

f) An Aquatic Center. A beautiful aquatic center with an indoor/outdoor pool for the members, and a water slide and other related amenities for children.

g) Wellness, Fitness and Spa Facilities. A snack bar, lounge, day lockers and spa treatment rooms built adjacent to or made a part of the Aquatic Center.

h) Hotel Spa Facilities. A 6,000 square foot spa facility at a planned condominium hotel in the Community with a wet area, including saunas, whirlpools and steam rooms and separate massage therapy rooms for men and women, and an area offering manicures, pedicures and facials. Details as to access by members to such a facility, if completed, are not yet determined.

i) Tennis Center. The Club may build additional hard-surface tennis courts where clinics and private lessons will be available with a tennis professional, and a tennis pro shop. The location is likely to be at the Family Adventure Village.

j) New Family Golf Course. A family oriented pitch and putt course near the condominium hotel.

k) Wolf Mountain Expansion. The existing ski hill at Wolf Mountain to be enhanced to a complete four season recreation hub, possibly including an alpine coaster, a tubing hill, zip line, and further expansion of mountain biking and hiking trails.

• **Present and projected private and public uses of the facility:**

The Club Facilities are private. We are planning a hotel which will have a small recreation resort commercial component and a public restaurant. We currently have a lodging company with over 100 rentals, including the Red Moose Lodge.

- **Projections as to how the facility is likely to foster tourism in the Valley.**

Our lodging business will attract vacationers. Our Club amenities are available to our guests so they will be attracted to the family oriented amenities such as the golfing, skiing, swimming, boating, etc., that is available to them through overnight stays.

- **The manner in which the facility likely could impact other types of services and facilities in the Valley, including roads, reservoir recreation, fishing, shopping, library needs, playing fields, restaurants, churches, hiking trails, and so forth.**

Our guests will for the most part be impacting restaurants, shopping, and the area ski resorts and snowmobiling services. We anticipate that they will primarily use the facilities within our resort. There will be some use of valley trails and streams and boating on the reservoir.

Wolf Creek wants to and will continue to develop certain amenities that are open to the public. I am specifically referring to the winter and summer amenities at Wolf Mountain. Our plans include mountain biking and free riding, possibly a mountain coaster which would operate both in the summer and winter, skiing, boarding, skiing and boarding lessons, concerts and other events. We currently have family rates that are the lowest in the Country. Our daily rate is also one of the lowest in the Country.

We also contribute our playing field and additional land for parking to the balloon festival and some other small events. This is not an easy task.

The Wolf Creek Foundation hosts and manages quarterly family weekends for the Hill Air force airmen and women who are about to be deployed to Iraq. These are 3 day events which include lodging, meals, family fun, sports, and training on how to deal with the problems that arise when one spouse goes away to war. Each event costs approximately \$20,000, not including our employees' time and use of some of our facilities. Somehow we have been able to fund these events. We also contribute to the Pioneer Bible Camp, the Ogden Rescue Mission, the Weber School Foundation, and to other charitable organizations.

On the other hand, providing facilities such as pools, tennis courts, golf, and equestrian programs to the public can be very problematic. Opening such facilities to the public versus keeping them private means a much higher insurance cost, significant increase in staffing, decreased value for our membership program, and eventually building more facilities because of overcrowding.

The County is not likely to make any long-term commitments so the risks are also high. A new administration could mean tax cuts and the end of any funding for such. Wolf Creek could end up "holding the bag." Pools at the resort are already overcrowded during peak summer

periods. We have plans to add additional facilities but I'm sure you can see why we are not able open them to the general public. The problem we are trying to solve is one with which I am very familiar. There is a great amount of information available which addresses these issues. In most cases, municipal facilities are built and managed by the local government. It is not uncommon for schools to contract for the use of this type of facility. Use fees are charged to the general public. Swimming lessons bring a lot of income when done correctly. The problem is that these facilities need good management and non- stop maintenance. Park City has several good facilities some with pools. It would be beneficial to discuss this matter with the management of Gorgoza or some other public facility.

Other Private playgrounds available for public use:

As part of the Huntsville (LDS) Stake building facility (located in Eden) there are two soccer/baseball fields with a tot playground, a pavilion, and restrooms at each field. However, the restrooms normally are not open to groups playing ball, but special arrangements can be made to have them open. These fields can be scheduled by the general public by calling a local LDS Church authority.

Sharing Facilities with the Resorts in the Valley

Some specific thoughts and ideas concerning the sharing of resort facilities with the public are expressed in the "Resorts" section of this report. The general feeling of the members of the Subcommittee is that the resorts now normally share with the general public when it comes to activities such as skiing, snow boarding, mountain biking, and so forth. The extent of potential sharing with the public generally is a matter of the size of the facility required. For example, for swimming pools, ice rinks, and golf courses there are limits to the numbers that can use these facilities because of their limited sizes. In these cases it is likely that the facility would be restricted to guests of the resort. On the other hand, if a facility were large enough, then it is entirely possible that it could be open to Summer Season Pass Holders along with other activities such as mountain biking and hiking.

A paraphrase of what was written by one of the resort representatives on the Subcommittee is: "Sooner or later I think there will be a need for a Parks and Recreation Department within the Ogden Valley, and use-fees instituted to fund the recreational requirements of the Ogden Valley residents and visitors."

Subcommittee Conclusions and Recommendations

1) That a Community Activity Center be developed as also recommended by the Subcommittee on Community Recreation Facilities.

2) That the possibility be explored of negotiating limited use agreements with some or all of the resorts to enable some public participation in designated existing and planned facilities available at the resorts. It is considered that the resorts in general are amenable to some public use of designated facilities, such as mountain biking, cross-country skiing, and hiking trails, on a fee basis when required and considering use numbers. The possibility of some public use of particular facilities at the resorts merits exploration and definition.

3) That existing and planned private recreational facilities (and the public parks) in the Ogden Valley will have a very large positive impact on the planning and management of recreational facilities and activities within the Valley for the overall benefit of all users, both resident and non-residents.

Tourism - Subcommittee Report

The Tourism subcommittee was chaired by Jim Ormsbee, with Steve Burr, Lowell Peterson, Steve Roberts, Denzel Rowland, Jack Wright, Jamie Lythgoe, and Ellen Fowers as members.

Tourism is very important in Ogden Valley. The Ogden Valley Business Association (OVBA) dedicates the largest share of its efforts to promoting and supporting tourism with a strong emphasis on benefiting the businesses and residences within the Valley. The Ogden/Weber Convention and Visitors Bureau, Ogden City, Davis County, and to some extent the State of Utah, all promote tourism in Ogden Valley. Each resort promotes tourism and in fact depends on tourists for their success. The subcommittee classifies tourists in three categories:

1. Resort visitors
2. Event Participants
3. "Windshield" (drive through folks enroute to other destinations)

Demand generation is driven by use of websites, print advertising, targeted promotion programs, brochures, press, major events, free maps, and a host of other professional efforts to let people know about the Valley.

The "product" available includes the four outstanding resorts, a variety of housing which includes the ability to direct tourists to appropriate and available units in the inventory, a limited number of restaurants, a host of recreation opportunities (even beyond those offered by the resort), and wonderful views of wildlife and mountain scenery.

Conclusion

1. The group concluded that the resorts and OVBA have the responsibility to lead in identifying and improving the product.
2. In general, the resorts intend to serve the needs of their visitors, expecting minimal use of public facilities. The group believes resort clients' current use of public recreation facilities is not significant except for events like the XTERRA, sponsored by Nissan, and the Ogden Valley Marathon, sponsored by the GOAL Foundation, the Ogden Valley Balloon Fest, sponsored by a community committee, and the Upper Ogden Valley Triathlon, sponsored by the OVBA. In these cases sponsoring groups must find a way to contribute in planning and financing the development and maintenance of facilities they promote and contributing to the overall success of the Valley.
3. Valley representatives need a "place at the table" with groups which promote tourism in Ogden Valley. Currently that is true with the Ogden/Weber Convention and Visitors Bureau but not other groups.

4. Unlike Moab, Utah, where the economy of the area depends on tourism, the proximity of the Wasatch front, with its diversified economy, means the economy of the three counties involved are not largely dependent on tourism. However the success of the resorts and some Ogden Valley businesses are driven by tourism.

Management and Funding - Subcommittee Report

The subcommittee chairman was Kimbal Wheatley. Members of the subcommittee were Art Roscoe, Nate Pierce, Steve Clarke, Steve Burr, Jennifer Graham, Paul Riley, Paul DeLong, Lowell Peterson, Rick Vallejos, and Jack Wright.

With help of the other subcommittees this group studied the funding and management issues of the existing parks and recreation facilities. We researched the methods used in other locations, including the budget of Breckenridge, Colorado. We consulted with Bonnie Park, who led the Snyderville Basin Special District through its early years. Much appreciation goes to Kimbal Wheatley, who invested a great deal of effort in creating the draft plan.

The central issue for Ogden Valley is rather unique. We enjoy a very close proximity to a large population of Wasatch Front users. Ogden Valley residents are just 3 percent of Weber County's population, so funding recreation resources used by most residents of the County can not be done by the few in an equitable manner. In addition, Ogden City, Weber County, Davis County, and to some extent the State of Utah all actively promote Ogden Valley as providing recreation for their residents. The four current resorts in the Valley also actively promote the Valley with their prospective clients and buyers. This results in the need to employ every possible funding source in a creative yet fair way. At the same time residents of the Valley have recreation needs which are more nearly theirs alone and need ways to fund and manage those in a manner more independent of those visiting the Valley.

Source and application of funds

1. **County taxes.** In all seasons, Ogden Valley attracts tens of thousands of recreationists who live in Weber County and valley residents are just a fraction of them. Ogden Valley represents less than 3% of the population of Weber County; tax support for P&R facilities must be fairly allocated. The Fair Park, Fort Buena Ventura, Ice Sheet, North Fork Park and Memorial Park are all funded by county-wide taxes because they are seen as a benefit to all county residents. Facilities conceptualized this way are managed, maintained, expanded and improved by the Weber County Department of Parks & Recreation (WCDPR).
 - a) It is fair to say that virtually *any* P&R facility a Valley District may create in the future will benefit many visitors as well as residents. Therefore, **GEM recommends Weber County subsidize District P&R facilities proportionate to use and benefit.**
 - b) **GEM recommends that, by Interlocal agreement, WCDPR assume responsibility for the operation and maintenance of District P&R facilities;** the amount of the payment by the District to WCDPR would be determined by residency of users as determined by a mutually agreed tracking system. This generally would mean that valley residents are taxed to construct P&R facilities (for

their primary benefit) and that all county residents are taxed to operate and maintain them (because everybody benefits). The judgment of the Eden Park and Liberty Park Districts is that today use is split about 50/50 between residents and visitors.

It is important to note that this recommendation can not be supported by WCDPR's current staff, capital plan, and budget. It implies a new budget process and level of consideration by County executives for the Department.

It is also important to note that if quality of maintenance services becomes an issue it will be the responsibility of both parties to negotiate a resolution. If that is unsuccessful the District would reserve the right to convert services to an assessment and contract with other parties for service.

- c) **GEM recommends that a way be found for Ogden City to participate in the operation and maintenance subsidy to District facilities.** After all, Ogden City is promoting the P&R attractions of Ogden Valley as its very identity...and its residents are heavy users. The promotion of recreation resources of the Valley moves the relationship with the City from one of normal reciprocity for fair use to one requiring active support.
2. **RAMP taxes.** GEM recommends that any District and/or Non-Governmental Organization created compete for RAMP funding on a regular basis.
 3. **Valley taxes.** Some parks and recreational (P&R) facilities are used by valley taxpayers more than the population ratio would suggest; examples are the Liberty, Eden and Huntsville town parks, and perhaps the Huntsville ice rink and Eden Trail. While used mostly by those who live closest to them, these "local" facilities are an important part of the social fabric of the valley...providing playfields for our children, open space in our towns, and congregation sites for celebrations and events. These types of facilities will have to be expanded as valley population grows from 6,000 to 20,000 over the next few decades. **GEM recommends the formation of a valley-wide parks and recreation (P&R) special District, replacing the two existing special park districts (Eden and Liberty).**
 - a) The District would have a board with authority to fund the creation and maintenance of valley P&R facilities that are *primarily for the benefit of valley residents*, whether full or part time or guests of valley businesses (i.e., the taxpayers). If we residents want improved facilities, more facilities, or better maintenance we will instruct the board to raise our taxes to pay for it.
 - b) The District can use tax revenues to bond for funding capital projects.
 - c) Tax revenues will increase proportional to build out; each new home, condo or business adds to the cash flow.
 - d) Huntsville Town has decided they do not wish to be included in the new District.
 - e) Regular, formal needs assessments will be required to determine the priorities of the District.

4. **Impact fee.** GEM recommends that a P&R impact fee be imposed to provide capital for the expansion of P&R facilities when the need is generated by the new valley taxpayers.
 - a) Impact fees will provide funds to expand facilities coincident with population expansion.
 - b) An impact fee for trails expansion is already in place; trails are an important component of P&R facilities.
 - c) Impact fees need to combine with District tax revenues to expand facilities; this means that impact fees, while collected by the County, would be determined by the capital plan and master plan of the District and would flow to the District board. (This is the method employed by Summit County and the Snyderville Basin Parks and Recreation District.) It will be necessary for the District to compile a common master plan and capital plan which includes North Fork Park and Memorial Park as well as the facilities of the District to properly collect and administer impact fees.

5. **User fees.** Many valley P&R facilities already impose user fees, including North Fork and Memorial county parks. In the spirit of ‘those who use it should pay for it,’ GEM recommends that user fees be imposed wherever practical.
 - a. User fees should generally go to operations and maintenance.
 - b. Impose a valley-wide parking fee system similar to the model in Sedona, AZ. In the Sedona area, everyone needs to have a parking tag or they are subject to fines. Tags are available at all local businesses for \$5/day, \$15/week, and \$20/year. Fees would be shared among entities responsible for maintenance (e.g., county, USFS, DWR, Huntsville town). Residents of the new District would park free at District facilities.
 - c. Set an expectation among organizers of recreational events that impact the valley that they need to pay a fair user fee (e.g., XTERRA, Ogden Marathon, etc).

6. **Non-Government Organization (NGO), philanthropy & volunteers.** GEM recommends the formation of a non-profit NGO focused on valley P&R (something like Ogden Valley Pathways, but with a broader P&R focus).
 - a. The primary purpose of the NGO is to generate funding and public support for P&R.
 - b. An NGO allows application for, and acceptance of, grants for facilities expansion.
 - c. An NGO allows us to promote and accept donations from individuals.
 - d. This NGO would provide input to P&R management & funding priorities.
 - e. This NGO would promote and organize volunteerism.
 - f. GEM recommends the NGO should be the umbrella P&R organization, with Ogden Valley Pathways as a division.

7. **Subdivision requirement.** There is no subdivision requirement, impact fees would be required. GEM recommends the minimum park size be 25 acres. Developers may grant such space to the District in their own interest as mutually agreed. Such a grant would not change the requirement for impact fees. Small subdivision parks are not encouraged and

generally would not be accepted by the District. However, landscaping required detention basins for recreation use would be encouraged.

8. **Coordination with Weber School District.** GEM recommends the District establish good communication with the Weber School District.

- a) Encourage sharing of plans and needs.
- b) Encourage sharing of facilities to maximize benefit while minimizing investment.

9. **P&R Management.**

- a) GEM recommends that the District board decide funding priorities, both for expansion and maintenance, in collaboration with the P&R NGO, WCDPR, and the Weber School District.
 - b) GEM recommends the District Board include a County Commissioner.
 - c) GEM recommends that the Weber County Department of Parks and Recreation (WCDPR) through contract with the District, construct, operate, and maintain facilities. These contracts are not normal “low-bid” contracts but Interlocal agreements between organizations who share responsibility for planning and funding.
 - d) GEM recommends that the P&R NGO provide some funding for both expansion and maintenance.
 - e) GEM recommends a high priority for the new District is to fund and contract for a professional “needs assessment” of Valley residents.
10. **Overall Recreation Planning** – Recreation planning of the scale suggested in this report requires participation by many groups of users and other stakeholders. To build cohesion and support of the Wasatch Front it is important that that set of users especially be included in planning uses, facilities, and funding. GEM recommends the formation of an Ogden Valley Recreation Planning Team (OVRPT) which will function under the direction of the County Commission with assistance of the GEM Committee. The group will consist of recreation advocates, the new SRSD, resorts, public land managers, and managers of other recreation facilities. It will develop a master plan which will be updated annually and reviewed with the Commission and other stakeholders.