

**ORDINANCE NO. 2019-48**

**AN ORDINANCE OF OGDEN CITY, UTAH ADOPTING THE 2019 OGDEN CITY PARKS, RECREATION, AND TRAILS MASTER PLAN; AND PROVIDING THAT THIS ORDINANCE SHALL BECOME EFFECTIVE IMMEDIATELY UPON POSTING AFTER FINAL PASSAGE.**

**WHEREAS**, the Ogden City Planning Commission, after notice and public hearing, has reviewed the 2019 Ogden City Parks, Recreation, and Trails Master Plan, prepared by Landmark Design, and recommended to the City Council that the 2019 Parks, Recreation, and Trails Master Plan (Master Plan) be approved.

**WHEREAS**, the Master Plan includes projects that will help provide solutions to the goals, objectives and strategies identified in the Open Space and Recreation Element of the City's General Plan as adopted by the City Council.

**WHEREAS**, the City Council, after recommendation from the City Administration, determines whether projects described in the Master Plan are included in the City's Capital Improvement Plan budget.

**WHEREAS**, approval of the Master Plan provides policy direction from the City Council and background information that the Council should have as it considers the City Capital Improvement Plan annually.

**WHEREAS**, approval of the Master Plan, together with the Ogden City General Plan, provide policy direction from the City Council to the city administration in the form of proposed objectives and strategies regarding the implementation of preserving and developing open space within the community and providing for future improvements within the City.

**WHEREAS**, by approving the Master Plan, the Council agrees with the concept of minimum park standards, but cannot guarantee that funds will be available for appropriation to complete specific projects described in the plan at a certain time.

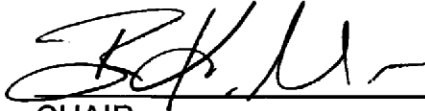
**NOW, THEREFORE, the Council of Ogden City hereby ordains:**

**SECTION 1. Master Plan Approved.** The Council of Ogden City hereby approves the 2019 Ogden City Parks, Recreation, and Trails Master Plan, prepared by Landmark Design, which is attached hereto as Exhibit A and incorporated herein by this reference; subject to the limitation that the Council cannot guarantee that sufficient

funds will be available for appropriation to complete the amenities described therein at any specific time.

**SECTION 2.** Effective date. This ordinance shall become effective immediately upon posting after final passage.

**PASSED, ADOPTED AND ORDERED POSTED** this 12th day of November, 2019.

  
CHAIR

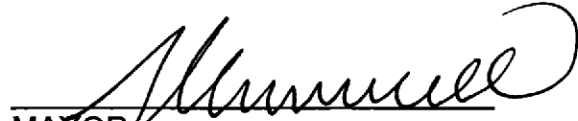
ATTEST:

  
CITY RECORDER



TRANSMITTED TO THE MAYOR ON: 11/13/19

MAYOR'S ACTION: ☒ Approved ☐ Vetoed

  
MAYOR

ATTEST:

  
CITY RECORDER



POSTING DATE: 11/18/19

EFFECTIVE DATE: 11/18/19

APPROVED AS TO FORM: MMZ 2/27/2019  
Legal Date

## **EXHIBIT A**

The following amendments are made and incorporated into the 2019 Ogden City Parks, Recreation, and Trails Master Plan prepared by Landmark Design and having a Draft date of 01/31/19 (the "Master Plan").

1. Reference dates to the General Plan Open Space chapter 10 are revised to 2010 rather than 2002.
2. Those sections of the Master Plan addressing the application of minimum park standard (including on Page 18 and Tables 5 and 6 on pages 34 and 35) are revised to provide that other than pavilions, playgrounds, restrooms and picnic tables, the installation of specific specialty amenities are dependent on community needs and demand.
3. The chart of existing and future park needs on page 18 of the Master Plan is revised to recognize that the Gap 2 additional park is not supported by the Mt. Lewis Community Plan and the Gap 3 additional parks are not supported by the Horace Mann Community Plan.
4. References to lighting of trails at night (including on page 31 and in Strategy 12A on page 52) are revised to provide that lighting is appropriate at trailheads and not on trails themselves.
5. Strategy 11C on page 51 is eliminated.



# Ogden City Parks, Recreation, and Trails Master Plan



Adopted  
November 19, 2019



## ACKNOWLEDGEMENTS

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Mike Caldwell

### CITY COUNCIL

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Bart Blair, Vice Chair

Richard Hyer

Luis Lopez

Ben Nadolski

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# 1 Introduction

In 1998 Ogden City began the process of updating its General Plan. The resulting document – ***Involve Ogden, Plan Your Future*** – was adopted in 2002, which addressed Parks, Recreation and Trails in a general manner, and in detail in *Chapter 10 – Open Space and Recreation (amended and adopted in 2010)*. The plan also divided the city into fifteen separate community plans, which addressed parks, recreation and trails as part of detailed implementation concepts and ideas.

A range of other plans have been undertaken in recent years, including the *Ogden Bicycle Master Plan (2015)*, the Ogden CHAMPS - “Championing High Achievement and Measurable Performance in Sports” *Report (2015)*, and the Ogden City Recreation Master Plan, which was not adopted.

The ***Ogden City Parks, Recreation and Trails Master Plan*** is intended to complement these studies and reports, and to serve as an amendment to General Plan. It provides a comprehensive rationale for future parks and recreation facilities and programs and recreational trails development to serve the needs of Ogden residents during the next ten years (2018 -2028) and beyond.

The ***Ogden City Parks, Recreation and Trails Master Plan*** begins by identifying community goals and objectives and concludes with prioritized implementation strategies. The plan addresses existing conditions and future needs, service gaps, priorities and levels of service. It includes cost and funding options; policy recommendations to lead the planning and development of parks, recreation facilities and programs; and recreational trail and trail needs through 2028 and buildout. The plan also provides some general thoughts and potential tools/approaches to address concern that participation in recreation and sports at local schools is lagging, and other ideas for achieving healthy and active lifestyles.

## ORGANIZATION OF THE PLAN

The ***Ogden City Parks, Recreation and Trails Master Plan*** is organized into six chapters, as follow:

**Chapter 1 – Introduction** provides project background and baseline data, demographic projections and a summary of the planning process.

**Chapter 2 – Parks & Open Space** begins with documentation of ***existing and future public parks and open space*** in the city. Key assessments include the documentation of the existing and future level of service (LOS) and a distribution analysis to identify where gaps in the provision of parks exist. The chapter addresses the special needs of a community approaching buildout, with a focus on upgrading aging facilities and new ideas to meet the needs of a mature, urbanizing place and a demographically and economic diverse population. The chapter addresses future needs and establishes minimum park standard and general park enhancement ideas to ensure existing and future parks meet community needs and expectations.

**Chapter 3 – Recreation Facilities & Programs** analyzes existing recreation facilities and programs, addresses future needs and priorities, and concludes with recommendations for meeting anticipated future needs through the ten-year planning horizon and beyond. The chapter addresses concerns that participation rates in recreation and sports programs at local schools are lackluster, resulting in poor performance and results. The chapter concludes with some general thoughts, potential tools and shifts in policies that could help achieve better participation and performance<sup>1</sup>.

**Chapter 4 – Trails** focuses on *recreational trails and trailhead* needs, as a complement to the *Ogden City Bicycle Master Plan (2015)*. According to the results of the needs and preference survey conducted for this study, and as supported through public scoping meetings and focus interviews, trails are highly-supported by residents. They are proud of the system that exists and envision further efforts to improve and enhance trails in the future. Existing and future trails are addressed, and a concept developed that prioritizes recreational trail development and enhancements that is fully integrated with city parks and destinations.

**Chapter 5 – Acquisition, Construction & Operational Costs** presents probable costs for acquiring and constructing new parks, recreation facilities and trails/trailheads through 2028 and beyond. The chapter includes an implementation Action Plan/Phasing schedule and identifies potential funding sources.

**Chapter 6 – Goals and Policies** provides priorities and direction for future parks, recreation facilities, open spaces and trails.

## OGDEN CITY PROFILE

Ogden is the principal city of the Ogden–Clearfield, Utah Metropolitan Statistical Area, which includes all of Weber, Morgan, Davis, and Box Elder counties. Ogden is one of the older and more mature communities in the region, and has few undeveloped areas remaining. As a result, future growth is slated to occur primarily through infill, redevelopment and densification. The city is also more ethnically-diverse than other cities in the region, with 62% of the population white, 32% Hispanic, and the remaining 6% black, native American, Asian, Pacific Islander or other.

## Population

Based on data provided by the Ogden Planning Division, the 2015 Ogden population was 85,444. The interpolated 2018 population is 87,760, which serves as the baseline population for this plan.

The population is projected to increase by more than 10,000 persons between 2018 and 2028 to 98,300, which is the ten-year planning horizon of this plan. Beyond 2028 population growth is anticipated to slow dramatically, reaching 105,000 by 2045, which serves as the buildout population.

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<sup>1</sup> It should be noted that sports participation and performance is a complex topic and is not normally addressed as part of a comprehensive parks, recreation and trails master plan. The topic is addressed in a broad manner, identifying potential ideas, programs and approaches to improve results and promote healthy lifestyles.

Ogden has an average household size of 2.76, which is significantly lower than state (3.14) and county (2.95) averages. The number of households with children is also significantly lower, with just over one-third of residences having one or more children living at home. More than one-third of all households are composed of non-related individuals, possibly reflecting the influence of shared housing by students and others.

## Other Important Demographic Information

The median age in Ogden is 30.5, which is slightly higher than the state average of 30.2 and significantly lower than the Weber County average of 31.8. This could be indicative of several things, including an influx of younger people in recent years.

The median household income of \$41,000 is approximately \$15,000 lower than the Weber County average. It is therefore not surprising that the poverty rate in Ogden is high, with nearly one-quarter of the population living below the poverty level.

## Summary

Ogden's unique demographics, particularly the diverse ethnic structure and challenging income profile, places unique demands on its parks and recreation system. To remain an essential public resource, new thoughts and ideas are necessary to ensure the city's parks, recreation facilities/programs and trails meet future needs as the city moves gracefully into the future.

## PHYSICAL AND SOCIAL STRUCTURE OF THE CITY

Ogden is the county seat of Weber County. It encompasses an area of approximately 27 square-miles, extending west from the Wasatch Mountain Range toward the Great Salt Lake. The city is approximately twice as long as it is wide, straddling the Wasatch Mountains to the east. It is one of the older and most mature cities in the region, having served as a major railway hub through much of its history. Rail still handles a great deal of freight rail traffic, making the city a convenient location for manufacturing and commerce. However, the dominance of Ogden as a rail town has waned in recent decades.

The city is known for its many historic buildings, its proximity to the Wasatch Mountains, and as the location of Weber State University. It is also known as a city with strong connections to outdoor activities and nature.

Elevations in the city range from about 4,300 to 5,200 feet above sea level. The Ogden and Weber Rivers flow from the Wasatch Mountains through the city, eventually merging at a confluence just west of the city limits. Both rivers are important open space corridors for the city, encompassing extensive trail features, parks and open spaces along their banks.

## PUBLIC INVOLVEMENT IN THE PLANNING PROCESS

A robust and multi-faceted public engagement process was used to help determine existing needs and preferences for the future. As described below, a combination of statistically-valid surveying, direct meetings and interviews, and on-line engagement methods were leveraged to provide an accurate picture of where the city should be heading. These were combined with review of past studies and data, helping to ensure the planning effort was coordinated and seamless.

## 1. Ogden Parks and Recreations Master Plan Survey

Ogden City commissioned the *Ogden City Parks and Recreation Survey*, which was completed in December 2016 by Azenett Garza Caballero, Community Research Coordinator of Weber State University. The purpose of the survey was to determine priorities and satisfaction levels of Ogden City residents regarding City parks, recreation programs and services. The survey was developed by representatives of Ogden City Recreation, the Master Plan Advisory Committee, other City staff, and Weber State University. The survey contained questions on Ogden City parks, youth recreation programs, adult recreation programs, recreation services and programs, potential actions for Ogden City Parks and Recreation, and household demographics. 3,231 households were approached in the door-to-door survey, with 1,212 households answering the door. In order to obtain a representative sampling of the City, a random sampling of blocks within each of the City's four municipal wards were selected. A total of 441 surveys were completed either at the door using an iPad or a via a returned paper copy using a pre-paid stamped envelope provided by the survey takers. The number of completed surveys—441—was well above the 382 needed to achieve a 95% confidence level and 5% sampling error.

The final survey report is provided in Appendix A.

### **Summary of Key Survey Results**

#### **Overview**

- Ogden residents are active.
- Popular park activities include picnicing and reading books, exercising and playground activities; less popular park activities include playing sports, visiting gardens and going to an amphitheater.
- The most popular recreational activities for children include baseball/softball and soccer.
- The most popular adult recreation activities are basketball and softball.
- Seniors who recreate participate mainly in lower-impact aerobic classes.

#### **Park, Recreation and Trail Priorities**

- Improvements most desired include trails and restrooms, additional lighting (safety) and additional parking.
- Having parks within walking distance is highly rated, as are parks with playgrounds, open lawns, picnic areas
- The highest rated recreation facilities are aquatics, basketball courts and exercise equipment.
- Residents indicate that winter recreation opportunities lag behind fair weather opportunities, and those that are available are less affordable than non-winter activities and programs.
- Additional aquatics programs are highly desired during the winter, followed by sledding and skiing.
- Improving parks and playgrounds received the highest support for spending, followed by indoor aquatics improvements, a recreation center and athletic courts.
- Improvements to aquatics facilities and programs received the highest level of support by respondents, followed by kids activities.
- Nearly 95% of respondents were neutral to very satisfied with existing trails in the city.
- Paved and dirt trails are highly used, with on-road lanes utilized four to six times less frequently.
- Nearly 70% of respondents utilize trails at least monthly, with the Ogden River Parkway and Bonneville Shoreline Trail being the most utilized trail systems.



### **Barriers to Being Active in Ogden**

- Lack of time and the feeling that parks do not meet their needs are the main reasons residents do not use Ogden's parks.
- More than a quarter of respondents use parks outside of the city boundaries, many perceiving them to be safer and worth travelling outside the city to reach.
- Only one in five respondents use Marshall White Center, which is the only publicly-oriented recreation center in Ogden. Those who do not use the facility indicate it is primarily due to the fact that they are unaware of the Center and what it offers. Fewer respondents indicate they perceive the neighborhood to be unsafe.
- Half of the respondents indicate they are unaware of the programs offered by Ogden City, and one in four use facilities outside of the city because they are unaware of the programs offered in the city.
- Nearly one in three respondents perceive the programs offered outside of the city to be superior to those in Ogden. The top programs indicated were programs not offered by Ogden City.
- Approximately one-quarter of the respondents report that the programs they desire are not offered in Ogden, with soccer, swim/aquatics, dance/gymnastics mentioned as desired programs.
- Most respondents use Facebook as their preferred social media outlet, which indicates it should be a primary platform for providing parks, recreational and trail information.

## **2. Project Web Page**

A project web page was hosted on the Landmark Design website (<http://www.lidi-ut.com/ogdenparks.html>) for the duration of the project. The web page was established to announce meetings, to keep the public informed of progress on the plan, to provide access to planning data and information, and to provide feedback and ideas throughout the planning process. Key reports and information, including results from the survey, were available for review and download early in the planning process.

## **3. Public Scoping Meetings – Summary of Input Received**

Public Scoping Meetings were held on Monday, September 26 at Ben Lomond High School and Thursday, September 29, 2016 at Ogden High School. A less formal scoping meeting was held following the Ogden City Recreation's Annual Jr. Jazz Parents Meeting at the Marshall White Center on October 3, 2016. The purpose of these meetings was to provide opportunities for the public to express their ideas and concerns regarding parks, open space, recreation facilities and trails. Approximately 21 people attended the two scoping meetings, providing comments directly. Additional comments were received at the Jr. Jazz meeting and via email and through the on-line comment system embedded in the project web page.

A complete list of comments are available in Appendix B. The following is a summary key of issues, ideas and questions that arose during the meetings, sorted by general category or topic. It should be noted that these reflect the perceptions and experiences of the participants and may contradict official policy and findings.

### **1. Parks and Amenities**

- Maintenance of parks needs to be improved (lots of garbage, lawns get overwatered, soccer fields are uneven, sloped, unsafe, etc.) and some better police presence/monitoring of the parks (to minimize vandalism and illegal activities).
- Need open and upgraded restroom facilities at all parks. (According to the input received, restrooms are always locked except when reserved for events.)
- More drinking fountains are needed and existing ones need to be replaced/upgraded.

- Play equipment needs to be upgraded (it is old and often too hot to play on) particularly in parks that are not near the city center. Would like to see more equipment like that at the High Adventure Park and/or more atypical play experiences (e.g. concrete treehouse/woods-themed park in Pleasant View).
- Need better shade over play areas.
- Outdoor basketball courts are needed (they have been taken out of many of the parks due to vandalism).
- Outdoor volleyball courts are needed.
- Need better and more dog parks (particularly ones in a more central location).
- There is a lack of nice softball fields in the city. The number of soccer and baseball fields are good.
- Need a splash pad in the City—there currently are none.
- Need more tangible park elements, more than just open fields. Recommended elements included dog runs, community gardens, interior walking/running trails, smaller pavilions, etc.
- There is a potential opportunity in Fort Buenaventura to add more recreation and upgrade/beautify the area. Make it a central city open space, like what has been done in the Esther Simplot Park in Boise. Tie the park into the Historic 25<sup>th</sup> Street area, using the Weber River as a connection.
- Water use—Would like to see water-wise design used in the parks system.

## **2. Open Space**

- Keep open spaces open and free from development.
- Would like to see more education opportunities taken into open spaces/parks (like occurs in the Botanic Garden and the WSU Discovery Trail).

## **3. Recreation Facilities/Aquatics**

- Need more indoor gymnasiums (places to practice basketball).
- The existing recreation center needs to be upgraded, cleaned up and/or replaced by a new, larger facility.
- Would like a recreation center that is more centrally located—in a location where people can easily walk to. The new recreation center should feel like and serve as a “community” center.
- Affordable public indoor rock climbing opportunities are needed. Could be city-operated or a partnering effort with a private facility.
- An aquatics complex/water park is desired, like the one in Riverdale.
- Existing swimming pools don’t serve the community’s needs—e.g. need more pools, a competition-size pool, etc.

## **4. Recreation Programs**

- There is a diversity of opportunities in Ogden—as part of organized sports/teams and less traditional and emerging sports such as mountain biking, kayaking, rock climbing. This diversity should be maintained.
- Ogden City has poor sports team performance at the junior high and high school levels. Some of the potential reasons for this include:
  - Kids need better skills that come from participating in competition leagues or specializing in a sport. Many kids don’t participate in these leagues/get these skills for the following reasons:
    - Not enough resources within the City - those who can afford to play don’t stay in the City leagues because there are not enough kids to form a team or they

- perceive the programs, facilities, coaching, etc. as insufficient and inadequate for being competitive.
- Kids from low income families don't participate because they:
  - Can't afford to or don't know about assistance opportunities;
  - Don't have time (work or taking care of siblings and family take precedence);
  - Lack transportation to/from practices and games;
  - Aren't comfortable or don't have fun participating;
  - Lack knowledge of the opportunities available;
  - Lack an understanding of the sport; and
  - Must travel long distances to take part.
- Suggested potential solutions to the poor sports team performance at the junior high and high school level include:
  - Shared and/or better facilities
    - High school facilities have been recently upgraded. These facilities are available for public use.
    - School facilities are already being used by the City and other recreation programs (such as the Wildcats Youth Football program)
    - Year-round access to gyms and indoor facilities and better equality of resources are needed (softball fields and batting cages for girls' softball, for example).
  - Partnering programs, such as:
    - Bringing the sports programs to the schools or the schools to the sports programs.
    - Reach out to elementary-aged kids—teach them different sports at school; get funding so schools can have sports specialists (Note: Weber State's Human Health and Performance department could be a way to get "specialists" into the schools).
    - Improve "feeder programs" from recreation programs to competitive leagues (the City is currently forming a Competitive Youth Sports Board to explore how to improve this).
    - Create a program like the one where retired adults help children with reading, except these individuals would help transport kids get to practice/games.
    - Make practices easier for parents to get to (no 5 p.m. practices/games).
    - Combine with neighboring cities to make blended teams (e.g. youth flag football currently combines with Roy and West Haven. Wonder if a similar model could be used for junior high and high school age kids and in other sports to create successful/functional teams).
  - Better trained coaches who know how to make skills development fun.
  - Encourage parent and outside involvement to help build youth programs.
  - Don't forget the non-team sports or "life-time" sports such as mountain biking (Ogden High has a successful mountain biking program), golf, tennis, archery, etc. Participation in and success in these sports is also important.
  - Better marketing/communication of recreation programs and community events (e.g. better use of social media and reaching citizens through mailings with utility bills).

## 5. Trails

- The River Parkway is well liked and used. Participants would like to see it extended and better connected to city parks and destinations, the Bonneville Shoreline Trail, and with a system of great street trails (like the separated bike lane on Grant Avenue).
- Separation/designations for different uses on trails is needed (to minimize biking and running conflicts).
- Would like to see creative solutions to get a multi-use trail through Ogden Canyon—one that connects to regional trails.

## 6. Other

- The City's online recreation maps are liked/helpful
- Ogden has a thriving arts community (an example is the public art/mural at 25<sup>th</sup> and Adams). It should be utilized in the development of community spaces (e.g. Ogden's 'Nurture the Creative Minds').
- Harrison Boulevard in front of Weber State has been rated poorly in walkability surveys compiled by the Wasatch Front Regional Council. A new vision should be implemented that transforms this corridor into a walkable boulevard, connecting it to Beus pond, with the City and Weber State University cooperating as partners in the effort.

## 4. Ogden City Parks, Recreation and Trails Plan Management Team

This group was established at the beginning of the project, and was convened on several occasions to review progress and provide guidance to consultants. The team was composed of staff representatives from Recreation, Planning and Public Services; representatives from City Council; the Council Executive Director, and the Chief Administrator Officer.

## 5. Recreation Staff Meetings and Parks and Recreation Advisory Committee Updates

Landmark Design met frequently with Recreation Staff during the preparation of the plan. This included a special meeting with Ogden School District recreation staff and outreach with City Parks Staff and planning. Recreation Staff communicated with the City's Parks and Recreation Advisory Committee, a nine-member volunteer committee that advises the City Council and Mayor regarding parks and recreation policies and goals, to ensure the committee was up-to-date and able to provide input during the master planning process.

## 6. Focus Interviews and Special Outreach

A meeting was held in October 2016 at the Marshall White Center with parents and children registering for the Junior Jazz basketball program to discuss park, recreation and trail needs. This was followed by focus interviews with parents and children who utilize the facility, to better understand their needs and issues. The results were varied, although it was understood that the Marshall White Center and the programs it provides are important for users, particularly the youth who live nearby. It was also noted that users appreciate the cost-friendly programs that are offered, many indicating that they would not be able to participate otherwise. Detailed notes are provided in the Appendix C.

## 2 Parks & Open Space

Parks and open space are essential elements of a community, providing a range of benefits. They not only provide places to recreate, they are places to get away from the hustle and bustle of the city, to meet friends and family, to come together for community and neighborhood events, and to be part of the great outdoor within earshot of home. More specifically, parks and open space can:

- Promote health and wellness
- Foster human development
- Provide places to celebrate cultural activities and diversity
- Protect environmental resources
- Strengthen community image and the Ogden “sense of place”
- Support economic development

To ensure that parks and open space is adequate for meeting current and future needs, a detailed assessment of existing conditions was conducted, beginning with the documentation of current resources, an analysis of needs and levels of service, and suggestions for meeting future needs and application of minimum standards.

### EXISTING PARKS

Ogden is a city with a range of well-established parks, most of which have served the community for years. **Map 1** illustrates the size and locations of the City’s existing parks and open spaces, in addition to the location of existing public schools (many of which have sports fields).

As detailed in **Table 1**<sup>1</sup>, there are 55 parks in the city, each with a specific role and profile. The parks have been categorized by size and function, beginning with the largest—Regional/Community Parks—and concluding with the smallest—Mini/Pocket Parks. The list also includes Special Use Parks, which vary in size and have non-traditional or specialized park functions.

The following is a summary of the park types and categories.

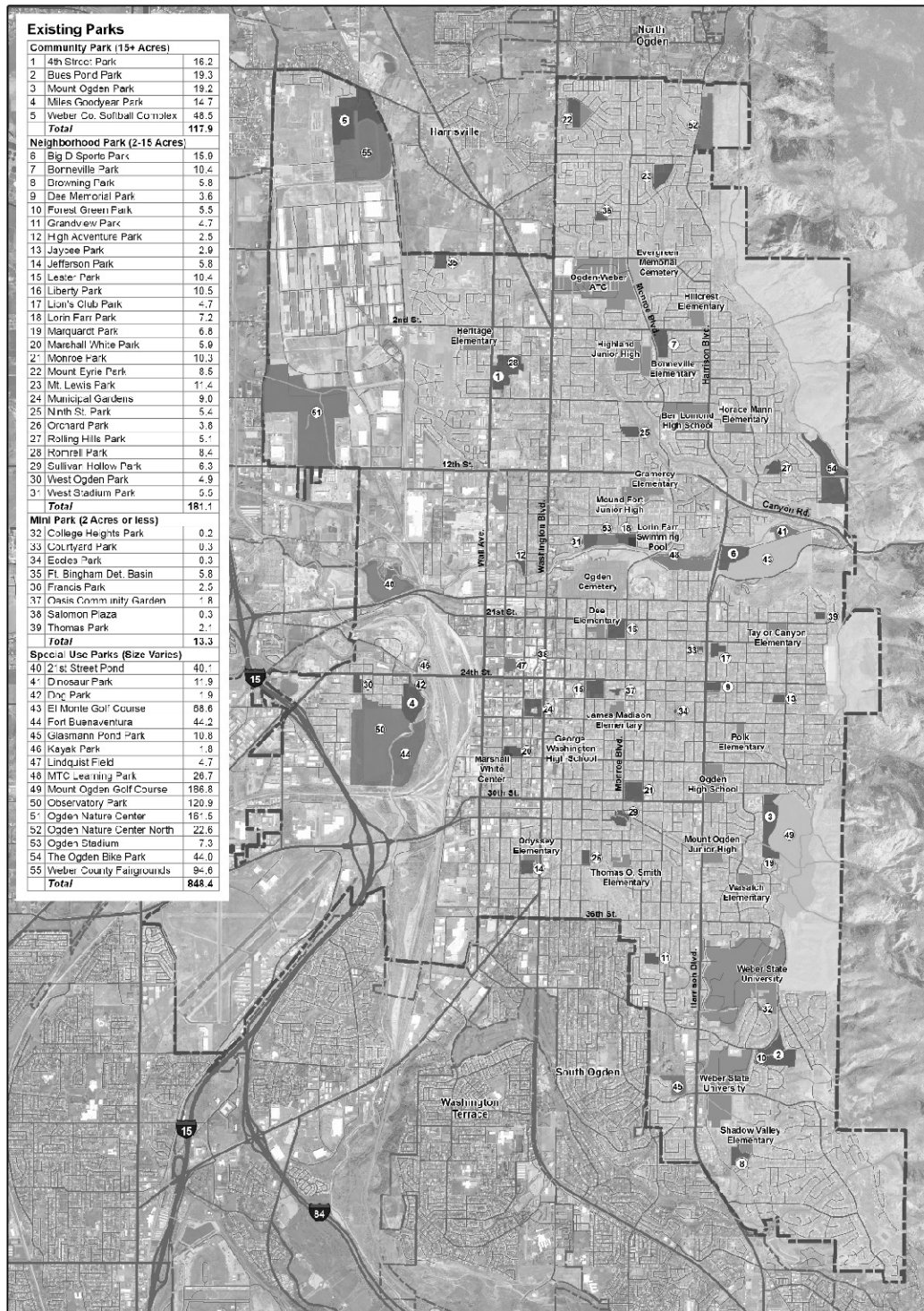
### Regional/Community Parks

Regional/Community Parks serve the city and region with special amenities and features. These large parks generally have a minimum service area of one-mile and are 15 acres in size or larger. There are five Regional/Community Parks in total, together occupying 118 acres of land. Three of these parks are focused on ball fields: 4<sup>th</sup> Street Park, Miles Goodyear Park and the Weber County Softball Complex. Ogden’s Regional/Community Parks all include restrooms, pavilions, and playgrounds, and Mount Ogden also includes sports fields, active and passive recreation areas, playgrounds, gathering areas, tennis and pickleball courts. Beus Pond Park is a natural area with a pond, walking trails and benches.

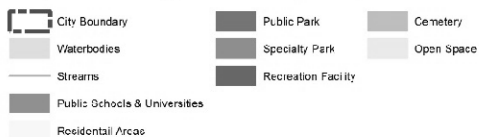
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<sup>1</sup> Area calculations established by Landmark Design were adjusted by Ogden City (reflected in Table 1). Associated mapping may deviate accordingly.

Map 1: Existing Public Parks & Open Space



Map 1: Existing Parks & Open Space



Ogden Parks, Recreation & Trails Master Plan



Table 1: Existing Public Parks

AMENITIES														SPECIAL FEATURES/ CULTURAL FACILITIES
		Pavilions	Playground	Restroom	Picnic Tables	Baseball/Softball Field	Tennis	Pickleball Courts	Volleyball Court	Football Field	Basketball Court	Soccer Field	Perimeter Walking Trail	
EXISTING PUBLIC PARKS		ACRES												
REGIONAL/ COMMUNITY PARK (15+ acres)														
1	4th Street Park	16.2		1	1	3			4			2~		More than two games may be accommodated on fields, depending on age and skill levels
2	Buss Pond Park	19.3			1									Creek leaning to ponds; Information Kiosk
3	Mount Ogden Park	19.2	1	1	1		6	8				4		
4	Miles Goodyear Park	14.7	2		1	2								
5	Weber County Sports Complex	48.5	1	1	1	4						4~		More than two games may be accommodated on fields, depending on age and skill levels
Subtotal		117.9												
NEIGHBORHOOD PARK (2 -15 acres)														
6	Big D Sports Park	15.9	1	1	1				1			0	K	River Trail connection; Exercise Stations
7	Bonneville Park	10.4	2	1	1	3					1			a.k.a. 2nd Street Park; Basketball court - 6 hoops
8	Browning Park	5.8	1	3	1								K	Detention basin; Connection to neighborhood trails; Basketball court and two playgrounds shared with adjacent elementary school
9	Dee Memorial Park	3.6				3								Detention basin
10	Forest Green Park	5.5	1	1									K	
11	Crandview Park	4.7	1	1	1						1.5	1		Basketball court and soccer field shared with adjacent, closed elementary school
12	High Adventure Park	2.5	1	2	1								K	Adjacent to Ogden River
13	Jaycee Park	2.9	1	1	1									Detention basin on west end
14	Jefferson Park	5.8	1	1	1				1			2	K	Two basketball courts, playground, and five picnic tables shared with adjacent elementary school
15	Lester Park	10.4	1	1	2									
16	Liberty Park	10.5	1	1	1		4				1	2		Under construction; Playground and basketball court shared with adjacent elementary school
17	Lion's Club Park	4.7	1	1	1							1		
18	Lorin Farr Park	7.2	1	1	1									Skate Park; River Trail connection; Adjacent to Lorin Farr Swimming Pool and Ogden Stadium
19	Merquardt Park	6.8	1	1	1									Detention basin; Gib Loop Trailhead
20	Marshall White Park	5.9	1	1			1				2			Adjacent to the Marshall White Center; One tennis court and one basketball court; accessible with Marshall White Center entry fee; No fee basketball court has four hoops
21	Monroe Park	10.3	1	1	1	3	2	8				1		
22	Mount Eyrie Park	8.5	1	1			3				2	1		Two basketball courts shared with adjacent elementary school
23	Mt. Lewis Park	11.4	1	1	1							3		Two basketball hoops in parking lot
24	Municipal Gardens	9.0		1		3								Plaza and amphitheater
25	Ninth St. Park	5.4	1	1	1							2		
26	Orchard Park	3.8		1	1							1		
27	Rolling Hills Park	5.1	1	1										
28	Romrell Park	8.4	1	1	1	3						1		Pump track
29	Sullivan Hollow Park	6.3				3							K	Creek/pond (Detention)
30	West Ogden Park	4.9	1	1	1						1	1		
31	West Stadium Park	5.5	1	1		1								River Trail connection
Subtotal		181.1												
MINI PARK (2 acres or less)														
32	College Heights Park	0.2												
33	Courtyard Park	0.3	1	1		2								
34	Eccles Park	0.3				1								a.k.a. Watermelon Park
35	Fort Bingham Subdivision Detention Basin	5.8											K	Total Site Acreage: 5.8; Actual useable space: Approximately 2.5 acres
36	Francis Park	2.5		1										
37	Oasis Community Garden	1.8												
38	Salmon Plaza	0.3												
39	Thomas Park	2.1		1										
Subtotal		13.3												
SPECIAL USE (size varies)														
40	21st Street Pond	40.1												1.2 mile paved trail; Fishing
41	Dinosaur Park	11.9												Entry fee
42	Dog Park	1.9	1										K	River Trail connection
43	El Monte Golf Course	68.6												9-Hole Golf Course
44	Fort Buenaventura	44.2	1	2	1								K	Pond; River Trail connection; Campsites
45	Cleemann Pond Park	10.8	1		1								K	Fishing docks around pond; Connects to neighborhood trails
46	Kavak Park	1.8	1		1									River Trail connection
47	Lindquist Field	4.7												Professional Minor League (Ogden Raptors) baseball field
48	MTC Learning Park	26.7	5		1								K	Amphitheater; Gazebo; River Trail connection
49	Mount Ogden Golf Course	186.8												18-hole Golf Course
50	Observatory Park	120.9	1										K	County-owned (former County landfill); Trail system; Archery
51	Ogden Nature Center	161.5												Entry fee
52	Ogden Nature Center North	22.6											K	
53	Ogden Stadium	7.3												Foothill openspace with trails and interpretive signage
54	The Ogden Bike Park	44.0	1			3								Rodeo arena
		94.6												Located in the foothills
55	Weber County Fairgrounds													
Subtotal		848.4	39	35	28	18	16	16	6	0	8.5	20	13	Events center, indoor rodeo area, horse track and field
TOTAL - REGIONAL/NEIGHBORHOOD/MINI PARKS ONLY		312.3												
TOTAL - ALL PARKS		1160.7												

## Neighborhood Parks

Neighborhood Parks provide local amenities that serve the needs of the local neighborhood. Typical amenities include grassy play areas, restrooms, pavilions, playgrounds, sport courts (basketball, sand volleyball and tennis), sports fields (baseball, soccer, football and similar sports), picnic areas and seating, walking paths, and perimeter trails. Neighborhood Parks have a service area of one-half mile and are two to 15-acres in size. As illustrated in Table 1 and in Map 2, there are 26 neighborhood parks in total, occupying 181 acres.

## Mini Parks

Mini/Pocket Parks are typically less than two acres in size and have limited amenities and no restrooms. They usually serve a small residential area, encompassing a one-quarter service area. Ogden has eight Mini/Pocket Parks, totaling nearly thirteen combined acres.

## Special Use Parks

Special Use Parks are non-traditional parks which vary in size and tend to serve a special interest. As shown in Table 1 and Map 2, Ogden City has numerous Special Use Parks, which together account for the largest acreage of parkland in the city (848 acres). Many of these parks reflect the unique flavor and qualities of Ogden, and several require entry fees—such as Dinosaur Park, the Ogden Nature Center, and Lindquist Field (home of the Ogden Raptors, a professional minor league baseball team). Others tend to be relatively small and focused on a single-use, such as Dog Park, Kayak Park, the Ogden Bike Park, Ogden Stadium (the City's rodeo arena), and the Weber County Fairgrounds.

Other Special Use Parks include Fort Buenaventura (a historic site with camping, a pond and trails), Glasmann Pond Park (a fishing area), and Ogden Nature Center North (a natural area with trails in the foothills). El Monte and Mount Ogden Golf Courses are also included in this category. These municipal courses provide high-quality, fee-based golfing opportunities, and are discussed in greater detail below. When combined, the total land occupied by Special Use Parks is approximately 848 acres.

## Summary of Existing Parks

As indicated in Table 1, there are 1,161 acres of park land in Ogden, with Special Use Parks comprising more than two-thirds of the total (848 acres). As detailed in the following section, Special Use Parks are generally not considered when calculating the existing Level of Service for parks, as their specialized functions and/or requirements for fees to participate would result in an inflated significance for meeting general public need.

## Assessing Existing and Future Needs and Service Levels

Two different analyses were used to assess parks and open spaces in Ogden. The first is a **Level of Service (LOS) Analysis**, which assesses park acreage as a function of population. The second method is a **Distribution Analysis**, which evaluates the distribution of parks and open spaces to determine if gaps in access to park exist. Both methods were used to assess existing conditions and future needs.



## Level of Service Analysis

The Level of Service (LOS) analysis was developed by the National Recreation and Parks Association (NRPA) to help ensure communities have sufficient numbers and acres of parks. Until recently it was the standardized benchmark for determining park needs in US cities, allowing each to compare its performance against other cities, and to adjust as necessary. While helping to ensure that a minimum standard of parks and open space provision is met, this tool has fallen out of favor in recent years, in large part because open comparisons do not address the unique conditions and expectations of individual communities. It nevertheless remains an important tool for determining and analyzing the existing level of service provided in a city, and how much additional acreage is required to meet future demand.

The current Level of Service (LOS) for Ogden City was determined by dividing the acreage of existing public parks by the 2018 population (87,760). Since Special Use parks are non-traditional parks that do not contribute to the level of service, the acreage (848.4 acres) was removed from the total. Similarly, the acreage for the Weber County Softball Complex was removed (48.5 acres), since the facility is owned by the County and is not controlled by the City (the County could decide to change the use in the future). The revised acreage is 263.8 ( $1160.7 - 848.4 - 48.5 = 263.8$  acres), which results in an **existing LOS of 3.01** ( $263.8/87,760 \times 1000 = 3.01$ ). In other words, there are 3.01 acres of public land for every 1,000 Ogden residents at present.

## Distribution Analysis

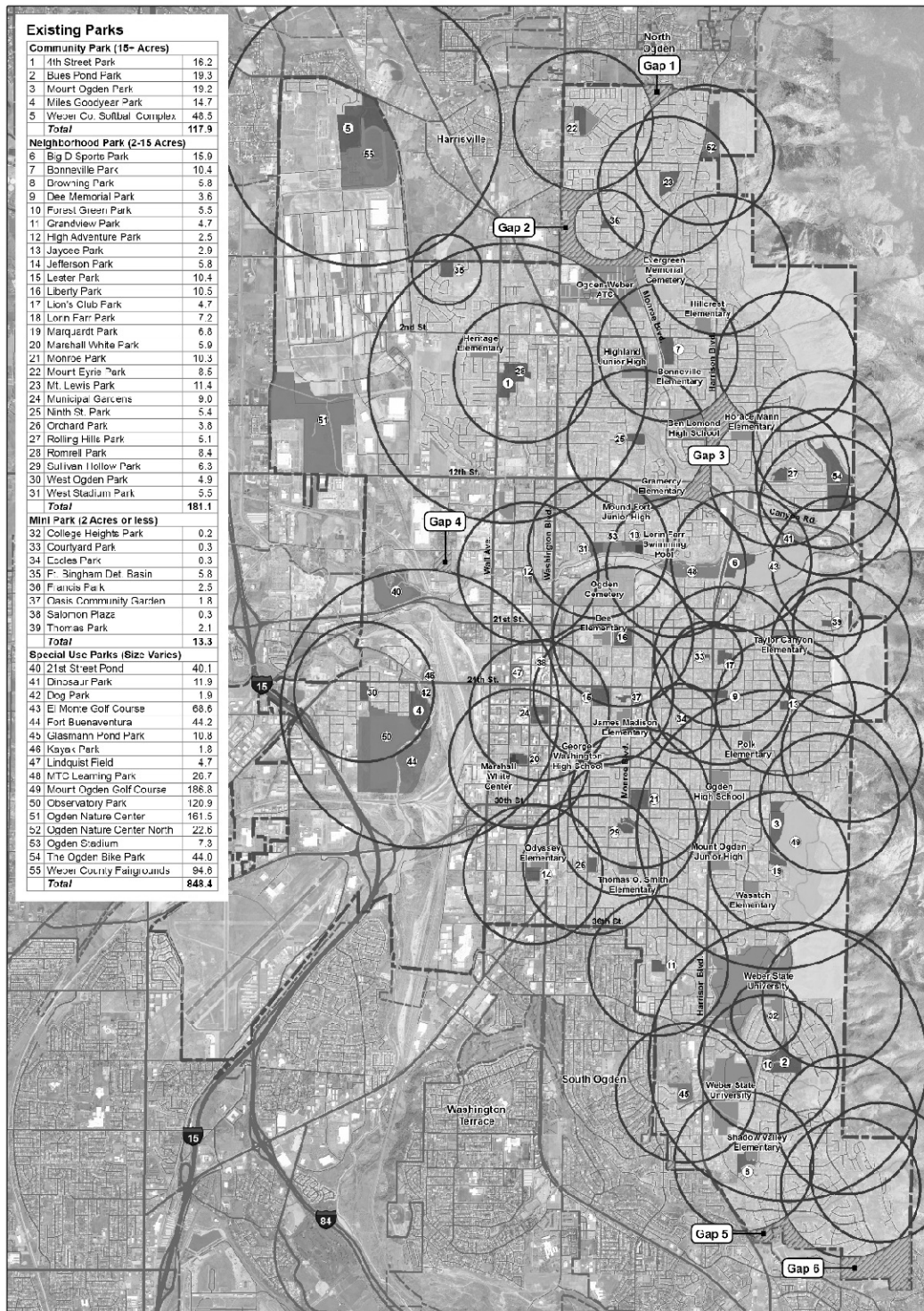
Once the existing LOS was determined, the distribution of existing parks and open spaces was analyzed. As illustrated in Map 2, service radii were assigned to each park by the function served. As described previously, **Regional/Community Parks** have a one-mile distribution radius, **Neighborhood Parks** a half-mile radius, and **Mini Parks** a quarter-mile radius. Special Use Parks were not assigned a distribution radius, as they do not address typical park needs.

Once the distribution of existing parks had been established, residential neighborhoods and areas earmarked for future residential development were mapped. As illustrated in Map 2, park distribution and access is generally good in Ogden, although there are six gaps, three of which are significant. In addition to filling the illustrated gaps, additional parks will be needed near the core of the city, which is earmarked for redevelopment and densification. Since there is little vacant land for such purposes in the affected area, other methods for providing access to parks may be needed.

## DETERMINING AN APPROPRIATE LEVEL OF SERVICE FOR FUTURE PARKS

The level of service (LOS) for public parks can vary dramatically between communities. This is not surprising, since no two cities are alike. Furthermore, the basis of calculation can vary significantly, in some cases resulting in inflated and deceptive rates of park provision. Such differences make the direct comparison of Ogden with other cities quite challenging, and the adoption of generalized standards such as those provided by the National Parks and Recreation Association (NRPA) inappropriate.

Map 2: Park Service Areas & Gaps



Map 2: Park Service Areas & Gaps



Ogden Parks, Recreation & Trails Master Plan



As indicated in the demographic review provided earlier in the Plan, Ogden is a mature community and nearly built-out. The population is older, and the household size is significantly smaller than other Weber County and Wasatch Front communities that have yet to fully-establish. Per capita incomes are significantly lower in Ogden compared to its neighbors, and the ethnic mix is more diverse.

The results of the survey and public input indicate general satisfaction with the number and acreage of existing parks. The fact that park distribution gaps are relatively small supports this analysis.

Chapter 10 of the *Ogden City General Plan (2010)* indicates that a minimum LOS of 2.0 acres per 1,000 population should be maintained in the future. While ideally the City would maintain their current LOS (3.01 acres per 1,000) as it moves forward, a decision has been made to keep the goal of maintaining a minimum LOS of 2.0 acres per 1,000 population, and to focus future efforts on upgrading and maintaining the City's existing park system. That said, it is recommended that the City be cognizant of and seize opportunities to add park acreage as they arise, in order to keep pace with the City's increasing population and park needs.<sup>1</sup>

## **PARK FACILITIES AND AMENITIES – MEETING MINIMUM STANDARDS**

The provision of a minimum development standard for parks is important, as it helps ensure that basic requirements are met at each type of park. The survey and public input both indicate that most existing parks are old and should be improved and upgraded. There is a desire for more park amenities, better playgrounds and furnishings, and unique elements and designs that distinguish each park. There was overwhelming agreement by members of the public that many parks lack public restrooms, and that existing bathrooms are dilapidated, poorly maintained and should be replaced.

### **Preferred Park Types**

As Ogden City considers ways to meet future parks and recreation needs, the focus should be on providing Neighborhood or Community Parks whenever possible, as they are larger and generally provide more benefit than smaller mini parks. However, this may be difficult to achieve when considering the maturity of the city, a lack of available land, and a policy that does not support the acquisition of additional land to meet needs. The size and function of new parks may therefore need to be adjusted to fill existing service gaps in specific neighborhoods. Small mini/pocket parks, plaza parks and community gardens be considered as new parks are acquired and developed in the future. The following is a summary of proposed minimum standards for existing and future parks in the city:

**Mini/Pocket Parks** are typically one-half to two acres in extent and include the following amenities:

- Trees
- Picnic tables, game tables, benches, drinking fountain and site furnishings
- Grassy play areas

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<sup>1</sup> It should be noted that if the City were to maintain its current LOS (3.01 acres per 1,000 residents), an additional 32 acres of park land would be needed by 2028 and 20 more acres by Buildout (2045), totaling 52 acres by 2045.

- A covered shelter, pavilion or shade structure
- A small playground, sport court or activity area

**Plaza Parks** are typically one-half to two acres in extent and include the following amenities:

- Trees
- Picnic tables, game tables, benches, drinking fountain and site furnishings
- A flexible plaza capable of supporting a range of active and passive uses
- A covered shelter, pavilion or shade structure
- A small focal feature or sculpture

**Community Gardens** are typically one-half to several acres in extent and include the following amenities:

- Trees
- Garden areas
- Picnic tables, benches, drinking fountain and site furnishings
- A water tap
- A covered shelter, pavilion or shade structure suitable for meetings and events

**Neighborhood Parks** are typically two to 15-acres in extent, and should include the following amenities:

- Trees
- Picnic tables and benches
- A drinking fountain
- Grassy play areas
- Playgrounds
- Pavilions
- Restrooms
- Sport courts (basketball, volleyball, pickleball and tennis)
- Sports fields (baseball, soccer, football and similar sports)
- Connections to other parks, open spaces, recreation amenities and community destinations by multipurpose trails, bike lanes or routes
- Perimeter walking trails where appropriate

**Regional/Community Parks** are generally greater than 15-acres in extent and should the following:

- All the amenities and features in Neighborhood Parks (see above)
- A specialty regional recreation feature, such as a sports complex, an aquatics facility, splash pad(s) or arboretum

All **existing parks** should be upgraded as necessary to meet the minimum requirements, with a level of flexibility to address proximity and density variations as indicated in the Objectives and Strategies section

of Chapter 10.D.1.D of the General Plan<sup>1</sup>. **Future parks** should be designed and developed from the outset with amenities and features that meet the standards. **Mini/Pocket Parks, Plaza Parks and Community Gardens** should vary in design and function, encompassing amenities and features that are desired by the local neighborhood.



*Mini/Pocket Park Examples*



*Plaza Park Examples*

<sup>1</sup> Chapter 10.D.1.D states: *Establish as a proximity standard that open space areas have a 1/2-mile radius between each other, taking into account where low densities and unavailability of land would not allow this guideline to be met.*



*Community Garden Examples including Ogden's Oasis Garden (at left)*

## MEETING EXISTING AND FUTURE PARK NEEDS

Map 2 illustrates six gaps in access to parks, three of which are significant. The following chart is a summary of recommended actions for filling existing park gaps where there is poor park distribution.

<b>GAP 1</b>	This is an insignificant gap - no action required.
<b>GAP 2</b>	This is a significant gap. Develop a Mini/Pocket Park or Community Garden (PILOT PROJECT).
<b>GAP 3</b>	This is significant gap area. Develop two Mini/Pocket Parks or Community Gardens (PILOT PROJECTS).
<b>GAP 4</b>	This is an insignificant in a transitional residential area - no action required.
<b>GAP 5</b>	This is an insignificant in a developed residential area - no action required.
<b>GAP 6</b>	This is a significant gap in a developed residential area with some infill potential. Develop a Mini/Pocket Park or Community Garden (PILOT PROJECT). Investigate negotiating public access to the private park along Skyline Drive.

### 1. Applying Minimum Park Standards

To ensure that existing and future parks meet community needs, the proposed minimum park standards should be adopted as official City policy. **Existing city parks** should be upgraded and improved as required to bring them up to the minimum standard. Any **new parks** should be developed according to the minimum standards from the outset. In both cases, surrounding neighbors and the public-at-large should be carefully consulted with during the design and development process to ensure all new public parks meet neighborhood and community needs.

## 2. Upgrades to Existing Parks and Maintenance Equipment

Over the last decade or so, park maintenance and funding for upgrades have not kept pace with the aging and failing of park equipment or the equipment and staff needed to maintain park facilities. To ensure that existing parks continue to serve the community, there is a need to secure adequate funds to replace aging and failing playground equipment and parking lots, to upgrade maintenance equipment, and provide for ongoing maintenance and capital replacement needs to get and keep the City's existing parks up-to-date and safe.

## 3. Filling the Gaps—2018 to Buildout

As opportunities to acquire land arise, it is recommended that pilot projects be implemented (as indicated in the preceding chart). If successful, opportunities to create additional Mini/Pocket Parks, Plaza Parks and Community Gardens should be considered in new growth, infill and redevelopment areas. Determination of appropriate park types and design should be coordinated with the established visions contained in the Major Corridor Plans and Community Plans of the *Ogden City General Plan (2002)*. See Map 3 for Community locations, Appendix E for a summary of the Community Plan vision, and the following website for park ideas and visions in each of the Community Plan Areas:  
[http://www.ogdencity.com/community/community\\_planning.aspx](http://www.ogdencity.com/community/community_planning.aspx)the Ogden General

## OPEN SPACE

Open space typically reflects the natural features that are found in a community. The Ogden City open space system is extensive, encompassing the diverse landscapes and settings of the place, including steep Wasatch Mountain slopes to the east, adjacent foothill areas, and the linear waterways and riparian areas associated with the Ogden and Weber Rivers.

Most communities do not apply standards to their open spaces, as they tend to be secured in an opportunistic manner and in response to the natural setting. Large tracts of land have been secured by Ogden City and its partners over the years, primarily along the Bonneville Shoreline Trail and as part of the Ogden and Weber River corridors. The resulting open spaces have been generally maintained in their natural condition, with trails, trailheads, small parks and pathways provided as feasible and appropriate. In contrast to most surrounding communities, Ogden has established a minimum standard of seven to ten acres of open space per 1,000 residents, recognizing that open spaces are important community assets and essential features of the city.

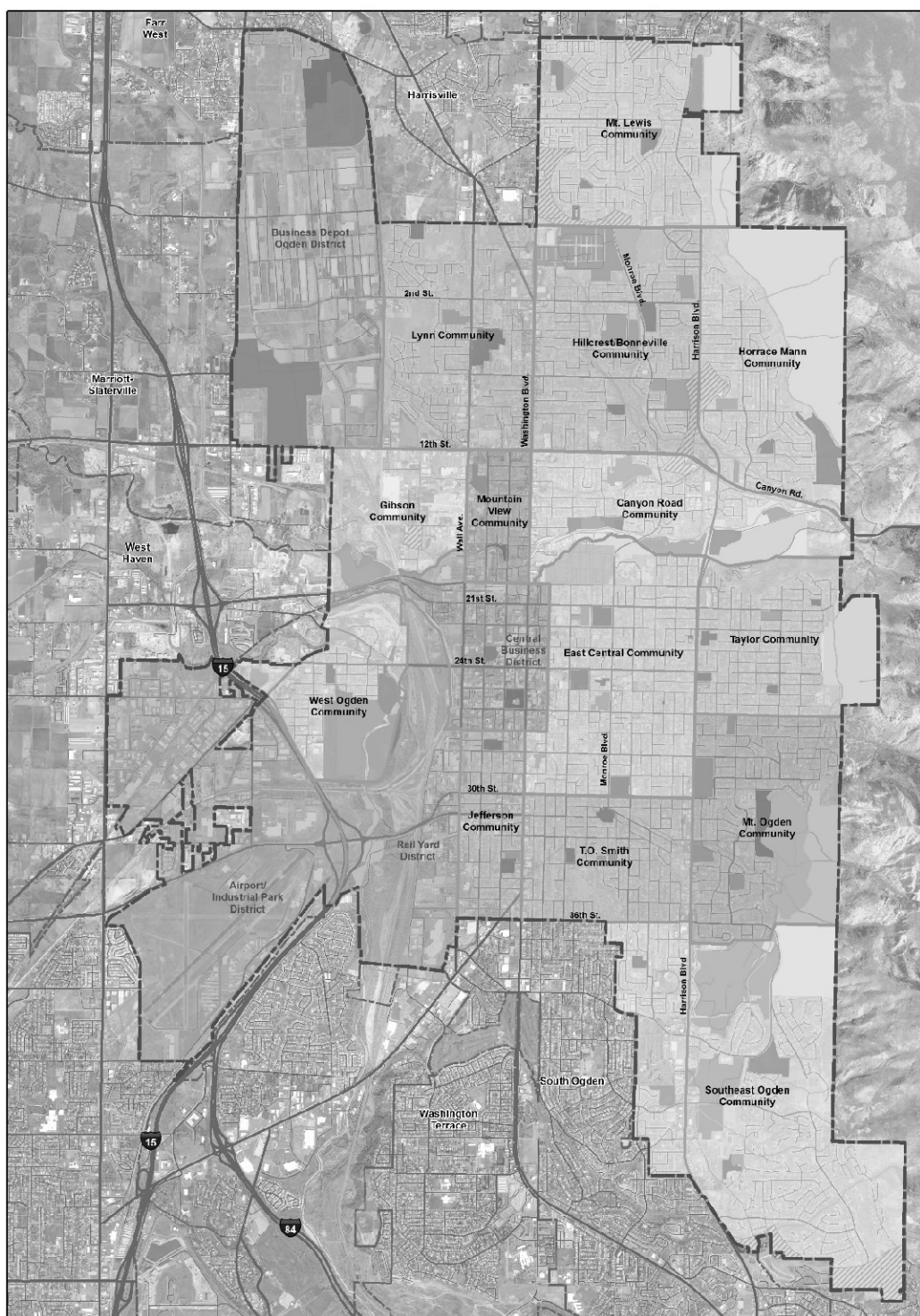
The General Plan establishes a thorough process for acquisition, which is contained in Chapter 10.D.7. stating that *"open space acquisitions should serve a specific purpose such as trail access, recreation usage, and preservation of important natural areas or wildlife habitat. Prioritizing these open space areas for acquisition is important"*.

## Open Space Needs Analysis

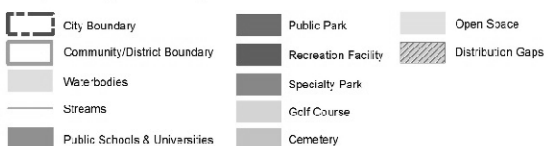
According to the standards contained in the *Ogden City General Plan*, the city should currently have a minimum of 605 to 865 acres of open space. By 2028 the open space system should range from



Map 3: Ogden City Communities



Map 3: Ogden City Communities



Ogden Parks, Recreation & Trails Master Plan





688 to 983 acres, and at buildout the open space system should be composed of 735 to 1,050 acres of land. While these are honorable goals, it is essential that the city be less focused on meeting specific acreage targets, and more focused on the acquisition of missing pieces, gaps and critical open spaces that will help form a unified system. Furthermore, the City should be opportunistic and have a long-term outlook, acquiring land when it is available and picking away at small segments of the system until it is complete.

It is recommended that objectives and strategies contained in Chapter 10.D.7 of the *Ogden City General Plan (2010)* should be applied with a focus on acquisition and expansion opportunities as they arise. Efforts should incorporate a wider range of open spaces, linking small urban farms, parks and cultural celebration sites and other destinations as part of a complete open space system.

### Possible Tools for Preserving Critical Open Space

The following is a summary of tools available for preserving open space, which are detailed in Appendix D. Other tools and funding mechanisms are discussed in Chapter 10.D.7.F of the *Ogden City General Plan (2010)*.

1. Open Space Design Standards/Clustered Development
2. Zoning and Development Restrictions: Sensitive Lands Overlay Example
3. Fee Simple Title (Outright Purchase)
4. Purchase and Sellback or Leaseback
5. Conservation Easements
6. Land Banking
7. Transfer of Development Rights (TDRs)

### 3 Recreation Facilities & Programs

#### EXISTING PUBLIC RECREATION FACILITIES

As detailed below, Ogden City's primary recreation facilities are the Marshall White Center and Lorin Farr Pool. Other special recreational facilities include the City's two golf courses - El Monte and Mt. Ogden - and the Golden Hours Senior Active Center.

#### Marshall White Center

The Marshall White Center is owned by the City and operated by the City's Recreation Department. Located at 222 28th Street, the facility opened its doors in the fall of 1968 and has served Ogden's residents ever since. The facility is named after Officer Marshall N. White, a local police officer who was killed in the line of duty on October 18, 1963. The general operational philosophy of the facility is to keep cost low to encourage participation and healthy living.

The facility includes a gymnasium, fitness/weight room, a multi-purpose room, sports courts, a full boxing ring, senior offerings, and showers. Use of the gymnasium for all activities is free to children. Minimal admission fees are charged, including spin, yoga, weight training, and pickle ball (open play). The Center also hosts Youth Camps, which are divided into six to eight-week long sessions, four times a year. Table 3 identifies the range of activities provided at the camps. The facility's indoor swimming pool was recently closed due to signs of structural failure and an estimated repair cost of anywhere between \$2 to \$2.6 million. Prior to its closure, the pool was used for open swim, water aerobics, kayak polo sessions and swim lessons in winter, spring and fall.

**Table 3**  
**Youth Camps Activities**

Archery	Fun Food/Fun Food Jr.
Cheerleading	Fun Science
Dance (multiple types)	Pottery
Intro to Boxing	Theater
Indoor Soccer	Music
Karate	Piano
Arts and Crafts	Guitar
Painting	

The recreation center is located next to Marshall White Park, which has a soccer field, a softball backstop (no dirt/infield), basketball court, playground and covered picnic shelter. According to conversations with City staff, the facility is well-used, and it is challenging to meet demand for some activities. The needs and preference survey indicates that there is a desire for enhanced indoor aquatics and training, that the facility is used by a small portion of the community, and that a large portion of the community are not aware of the programs offered. It is generally recognized that the facility is old and run down, but the low user fees are important to a significant segment of the community.

## Lorin Farr Pool

Lorin Farr Pool is a historic outdoor pool that is open annually from Memorial Day weekend through Labor Day weekend. The facility is the namesake of the City's first mayor, who served for ten consecutive terms from 1851 to 1870 and was the original owner of the land. The original pool was constructed in 1919 on the site of a popular swimming hole, and was expanded and upgraded at several junctures in response to demand. Facilities include two swimming pools (one with slides), a bath house, and a concession stand. Summer swimming lessons are taught during four two-week sessions at six different skill levels. Daily and seasonal passes are available for individuals and families and the entire facility can be rented for parties and other special events.



*Scene from The Sandlot, a major motion picture that was filmed in part at Lorin Farr Pool*

## Municipal Golf Courses

Ogden City owns and operates a nine-hole golf course (El Monte) and an 18-hole golf course (Mount Ogden). Located at the mouth of Ogden Canyon, the El Monte Golf Course was built in 1931 and features prominent, mature trees and secluded greens. Mount Ogden Golf Course was built in 1984 on the East Bench and offers challenging topography, elevation changes and mountain/valley views. In the winter months, the Mount Ogden Golf Course is groomed for Nordic track skiing and “fat tire” winter biking, both free to the public.

According to conversations with City staff, golf operations were struggling in the recent past, but are now operating smoothly due to improved management. Maintaining golf as an affordable recreation activity for the general populace is a major challenge for the future.

## Golden Hours Senior Activity Center

The Golden Hours Senior Activity Center has been serving the senior community since 1968. Located just east of the Weber County Library Main Branch (650 25<sup>th</sup> Street), the center includes a full exercise gym, and offers a variety of classes for seniors, including computer, exercise, dance, arts, writing, music, sewing and crafting classes. The facility is open Monday through Friday from 8:00 am until 4:00 pm, and

again from 5:30 to 8:00 pm, and special field trips are organized throughout the year. A low-cost lunch is served daily.

A weekly guest speaker series hosts a variety of senior-focused health and safety topics. The center also provides resources to seniors that they might not otherwise be able to afford or unavailable. A sampling of other special events includes:

- Flu shots/health fair
- Independent living strategies and coping classes/support
- Tax, financial and legal advisory services
- Haircuts and footcare clinics
- Thrift shop
- Veteran support group

## EXISTING PUBLIC RECREATION EVENTS, ACTIVITIES AND PROGRAMS

In addition to the recreational facilities described above, Ogden City hosts and sponsors a wide range of recreational events, activities and programs. These programs utilize existing City-owned facilities, such as sports fields in City parks and the gymnasium at the Marshall White Center, in addition to various public buildings and school gymnasiums.

### Ogden City Recreation Programs

Ogden City offers a wide range of recreation programs for youth (girls, boys and co-ed) and adults (women, men, co-ed). As listed below, activities are organized and implemented by the Ogden City Recreation Department. The Recreation Department works closely with the City's Parks and Recreation Advisory Committee, a nine-member volunteer committee, to help ensure long-term parks and recreation policies and goals are being expressed and met.

**Table 4**  
**Existing Recreation Programs – Youth and Adult**

<b>Youth</b>	<b>Adult</b>
Baseball/Softball	Basketball
Competition Baseball	Softball
Fishing Club	Flag Football
Flag Football	Indoor Volleyball
Basketball	Sand Volleyball
Swim Lessons	Tennis Lessons
Tennis Lessons	Tennis League
Wrestling Club	Pickleball League
Indoor Soccer	Volleyball Tournaments
Summer Parks Program	Tennis Tournaments
Sand Volleyball	Speed and Agility
Intramurals	
Soccer	
Track and Field	
High Adventure Club	
Junior Chef Programs	

## The Role of Private and School District Recreation Facilities

Ogden City is home to numerous privately-owned and operated recreation facilities that provide services on fee and membership bases. These complement city-owned facilities and programs, although only for those who are willing and able to “pay to play.”

It should be noted that some communities actively strive to join forces with a range of public and private entities as part of enhancing the recreational facilities and services that are available. For example, Layton City has pursued joint agreements with private gyms, and has helped to finance gyms at public schools, which are then available for the benefit of residents during non-school times. Similarly, Salt Lake County considered teaming up with the University of Utah in the development of a large multi-purpose wellness and recreation center, although it was ultimately not realized. Several cities and school districts develop and/or share the operating costs of swimming pools for the benefit of their constituents.

Ogden City and the Ogden School District have a positive relationship, with agreements in place that allow city residents to utilize select school fields, gymnasiums and aquatics facilities. The City should continue to nurture such relationships and cooperative agreements to help ensure recreational needs are met in the future. For example, the new sports field on 20<sup>th</sup> Street could be used to accommodate both school and city programs.

## RECREATION NEEDS AND PRIORITIES

Based on the results of the survey, public input and discussion with staff and stakeholders, **there is a recognized need for an improved indoor aquatics center and indoor training/recreational facilities.**

Existing facilities and resources are old and dilapidated, having exceeded original operational intentions. The Marshall White Center and the Senior Center are nearly 50-years old. Neither facility has been significantly upgraded, and both are reeling from deferred maintenance practices. The public would like better facilities, although many express concerns that costs for participating will exceed their ability if new facilities are developed.

Regarding **recreational programs**, Ogden currently provides a diverse and cost-effective recreational program. Participation is good, although it is apparent that many members of the community are not aware of what is available, and others choose not to participate for a range of reasons.

**Demographic conditions in Ogden are unique.** Income levels are lower here than in other Wasatch Front communities, with many residents reliant on low fees to participate in recreational activities, and others foregoing participation due to costs. The survey did not specifically address willingness to increase fees and taxes to pay for improved amenities, although public input indicates that some residents are concerned that fee increases will further limit their ability to participate.

**Sports performance** has emerged as an issue of concern at the junior high and high school levels. There is an implication that feeder programs may not be adequate, and suggestions that income and demographic differences may be partially responsible. **Addressing sports performance is beyond the scope of this project to address. However, a long-term and proactive approach will be needed to transcend past patterns and trends.** If the City desires to pursue a more in-depth look at these patterns and trends, it is recommended that the City hire a consultant with research experience and expertise in evaluating youth sports programs.

Two recent and notable actions have been taken by the Ogden community to improve sports performance at the junior high and high school levels, as follow:

1) **CHAMPS** (“**Championing High Achievement and Measurable Performance in Sports**”) was formed by a group of Ogden residents to assess why sports performance is poor and ways to improve it. The group completed an assessment and presented their findings to the Ogden School Board in autumn 2016. Key actions and coordination efforts between the School District and the City’s Recreation department were identified in the CHAMPS report (see callout box below), with a more in-depth summary of the assessment included in Appendix F).

Collaboration Ideas Identified in the CHAMPS Assessment/Report

The Ogden CHAMPS assessment identified ways in which the Ogden School District could work more collaboratively with the Ogden City Recreation Department to help improve sports performance within the school system and larger community. A summary of the key ideas follows:

- Create an *Ogden School District Strategic Plan* that includes collaboration with Ogden City Recreation. Involve Ogden City Recreation in the assessment of the athletic program.
- Create a District Athletics Advisory Council that works with the District Athletic Director and includes representation from Ogden City Recreation.
- Strengthen the relationship with Ogden City Recreation to facilitate exposure to sports at the “youth” level.
- Determine the District’s role in the *Ogden City Parks, Recreation and Trails Master Plan*.
- To make students/athletes more aware of sports opportunities, improve communication between the Ogden School District Athletic Director and head coaches regarding Ogden City Recreation clinics, camps, team sign-ups.
- When determining what is causing the “bottle neck” (lower numbers of youth playing sports during their junior high years), work with Ogden City Recreation to determine what sports they could provide.
- Create a better relationship between head coaches and Ogden City Recreation Department. Focus on how recreation and competitive programs interface with junior high and high school sports programs.
- Explore ways to better utilize and share existing District and City resources (e.g. athletic fields and facilities).
- The Ogden School District Athletic Director should collaborate and coordinate with the Ogden City Recreation Director to increase exposure to youth sports as well as to be involved with the *Ogden City Parks, Recreation and Trails Master Plan* and Competitive Youth Sports Board.
- Partner with the City for funding and to discuss options for obtaining financial assistance to replace dilapidated facilities.
- Facilitate advertisement of Ogden City Recreation sports programs and camps.

2) The Ogden City Recreation Department recently crafted an ordinance to form a **Competitive Youth Sports Board**, which was adopted by the City Council in 2016. The board focuses on **facilitating the transition of youth athletes from recreational level to competitive level athletics, with specific duties including the following:**

- Provide opportunities for Ogden City youth to participate in competitive athletics at an affordable level;
- Educate parents on what it takes to be successful at the next level;
- Prepare Ogden City youth for competitive athletics at the junior high and high school levels;
- Facilitate the transition of interested athletes from recreation level to competitive level athletics;
- Educate, recruit, promote and manage athletes and coaches who desire to participate in competitive youth athletics;
- Coordinate efforts of Ogden City Recreation, Ogden City School District, Weber State University and vested members of the Ogden City community with respect to competitive youth athletics;
- Promote competitive youth athletics and increase public awareness of the benefits of competitive youth athletics;
- Apply for grants and conduct fundraising to support its activities;
- Establish standing committees comprised of board members and non-board members as deemed necessary for the performance of its duties;
- Submit in writing to the mayor and city council an annual report of its activities during the preceding year, together with any recommendations for the subsequent year.

## **Maintaining Affordability**

Based on public input, interviews, and the needs and preference survey, maintaining affordability is a key consideration to ensure recreation programs and activities accessible. As noted in Chapter 1, median household income levels are significantly lower in Ogden than the rest of the county, with a quarter of the population living below the poverty level.

Ogden City has made great efforts to keep entry fees and recreation program costs affordable. Additionally, the City offers discounts based on need. The result is a unique program that has made significant progress in meeting the specific needs of the community. All efforts to improve the parks and recreation profile of the city should continue to acknowledge affordability as a primary concern, and continue improvement efforts that are affordable and equitable.

## 4 Trails

Trails have become an important part of daily life in Ogden City. Trails serve recreational needs for walking, running, biking as well as active transportation routes for commuting.

Ogden's trail system is diverse. It is comprised of fully-separated pathways and on-street bike lanes and routes. Many of the City's fully-separated trails are paved, with a significant number of unpaved and primitive trail segments, particularly in the lower foothills of the Wasatch Mountains.

As indicated by the findings of the Needs and Preference Survey (Appendix A), trails are highly desired and well-used by residents. Eighty-five-percent of respondents indicate they use trails, and nearly 95% were neutral to very satisfied with existing trails in the city. Approximately 75% of the trail users surveyed utilize fully-separated paved and unpaved trails, with only 20-percent using on-road bike lanes and 13% on-road bike routes. Other key results include:

- The most used trails are the Ogden/Weber River Parkway (37% of respondents) and the Bonneville Shoreline Trail (29%).
- Nearly 70% of respondents utilize trails at least monthly.
- The dominant trail use is for walking/jogging (85%), followed by hiking (52%), biking (36%) and other roller blading/skateboarding (13%).
- Over half of all respondents indicated that trailside restrooms are the key improvement needed, with a significant number also indicating they would like to see improved lighting and parking. Respondents also wrote-in other potential areas needing improvement, including security, trail safety, garbage cans, trail maintenance, and separate lanes for bikers.

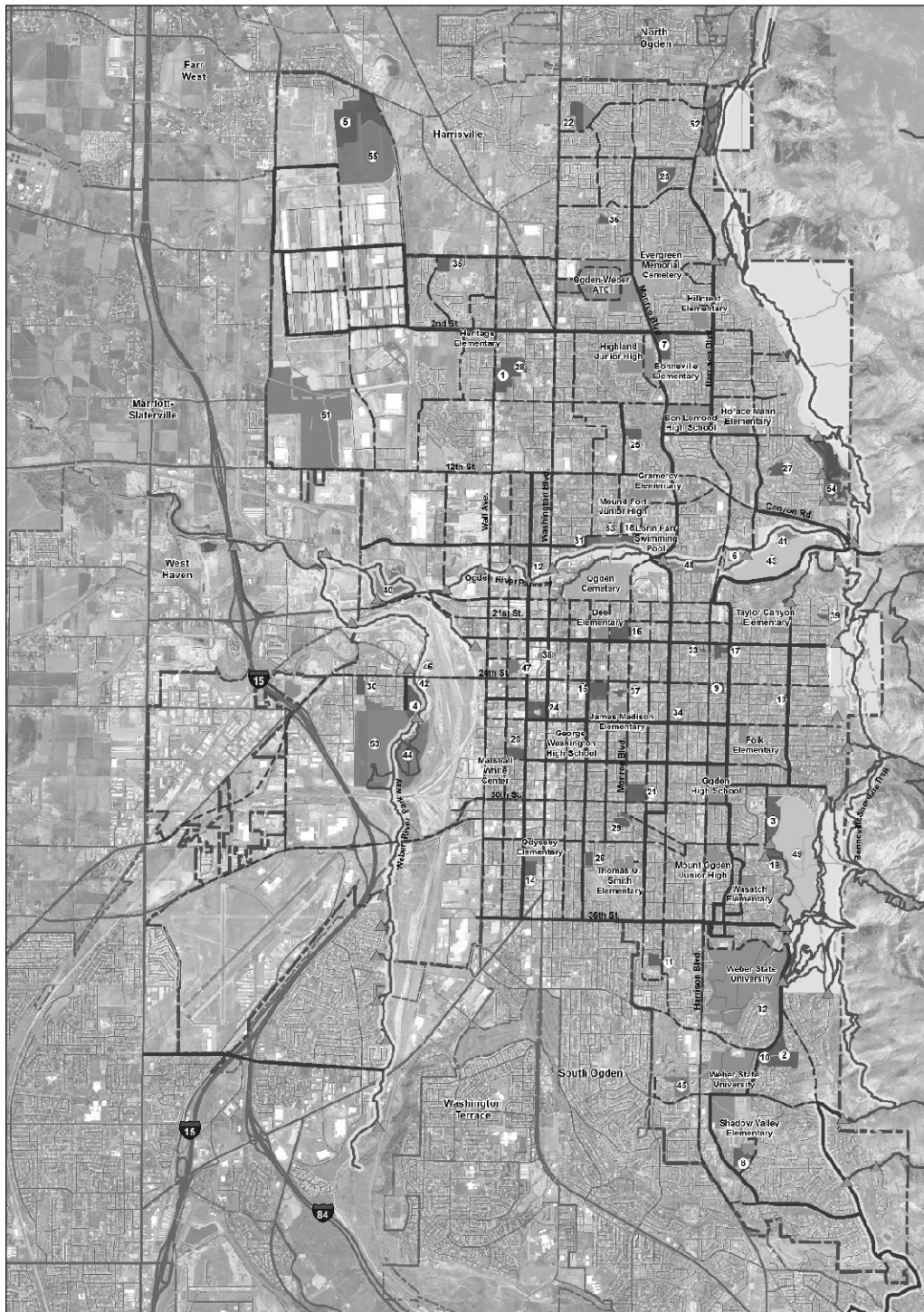
Another indication of the importance of trails in Ogden is indicated by the fact that there are two well-organized and active trail planning and implementation groups in the city. The **Ogden Trails Network** is a unique Ogden City advisory committee that was founded in 1990. It was established to provide a world class trail system in Ogden, and is a partnership between the Ogden City and volunteers within the community. **Weber Pathways** is a 21-year old non-profit organization that is committed to planning, constructing, and protecting trails and open space in Weber County. This group has coordinated the implementation of the Weber River Parkway, Rail Trail, Northern Bonneville Shoreline Trail and the western portion of the Ogden River Parkway.

The adoption of the *Ogden City Bicycle Master Plan* in 2016 is another indication of the important role that trails play in the community. The plan outlines an integrated and robust trail and bikeway system to serve the community, as well as a nearly \$8 million Phase One implementation plan.

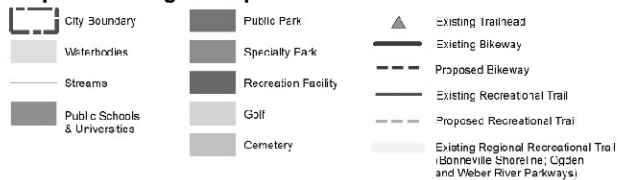
As described below and illustrated on Map 4, the recreational trail system in Ogden is anchored by three regional trails – Ogden/Weber River Parkway, Bonneville Shoreline Trail, and the Weber River Parkway. When complete, the three trails will form a 28.2-mile looped trail system called the Centennial Trail.



Map 4: Existing and Proposed Trails



Map 4: Existing & Proposed Trails



Ogden Parks, Recreation & Trails Master Plan



## Ogden/Weber River Parkway

The Ogden/Weber River Parkway is a spectacular 9.6-mile recreational trail that passes through the heart of downtown Ogden. The trail begins near Rainbow Gardens at the mouth of Ogden Canyon, proceeding west to the confluence of the Ogden and Weber Rivers. Construction of the trail began in 1992, and upon completion will help form a 28.2-mile intercity loop trail called the Centennial Trail.

## Bonneville Shoreline Trail

The Ogden section of the Bonneville Shoreline Trail (BST) is an unpaved recreational trail, with numerous spurs and loop trails along the route, tracing the eastern edge of the city on the lower reaches of the Wasatch Mountains. The trail encompasses a variety of attractions and access points/trailheads, providing hikers and bikers varied terrain options and outlooks. The trail provides the potential to connect with other communities located along the shoreline, to form a contiguous trail from Brigham City to Payson.

## Weber River Parkway

The Weber River Parkway is a 12-mile non-motorized trail located along the Weber River that extends from the confluence of the Weber and Ogden rivers to the Fisherman's Trailhead in South Weber and eventually to the mouth of Weber Canyon. To date, over 8 miles of the Weber River Parkway have been completed from the confluence of the Weber and Ogden Rivers in West Haven, through Ogden and Fort Buenaventura, and south to the end of Riverdale Parkway at Adams Avenue.



*Examples of fully-separated trails and associated amenities in Ogden*

## TRAIL NEEDS ANALYSIS

Ogden has made great strides in implementing an enviable trail system. This has been achieved in large part through cooperative efforts with the Ogden Trails Network, Weber Pathways and other partners, as well as through visionary planning as represented in the *Ogden City General Plan (2002)* and the recently-adopted *Ogden City Bicycle Master Plan (2015)*. This plan defers to those efforts which continue today, in acknowledgement of the hard work and effort to date and the detailed plans that have been established toward realization of a complete trail system.

This plan supports the proposed trail network contained in the Bicycle Master Plan, including implementation of the Phase One Network. In addition, this plan supports completion of thirteen miles of recreational trail segments that will result in a fully-realized loop trail system when complete.

Trail maintenance and safety has emerged as a major concern of the public, with concern for improved restrooms at trailheads and lighting of the trails at night. Efforts should therefore be concentrated on improving and installing restrooms at key trailheads, and providing lighting in urban segments of the most-used recreational trails. A detailed plan should be developed and implemented to facilitate these efforts, with lighting to be focused along the one-mile stretch of the Ogden River Parkway from Washington Boulevard to Gibson Avenue.

Discussions with City staff indicate there is some concern for the long-term continuation of the extensive and visionary trail system. As previously described, Ogden City has collaborated with volunteer organizations and individuals for more than two decades. These relationships have been fruitful, resulting in significant strides toward realization of a visionary trail system for the city. As the system continues to be connected and refined, it is unclear whether volunteer efforts and informal relationships will be able to meet future needs. To ensure that the significant investments made to date and those which will follow are well managed and supported, a detailed plan should be developed outlining the long-term trail system vision for Ogden, operational and management routines, and associated funding requirements.

## 5 Acquisition & Implementation Costs

Several improvement actions and priorities have been identified in the preceding chapters for meeting future needs for parks, recreational amenities and programs, and trails. This chapter identifies the costs to implement improvements through the ten-year 2028 planning horizon. Recommendations in this chapter are meant for planning purposes. Decisions regarding specific improvements and priorities are to be made as funding becomes available and based on the needs of the community at that time.

### PARK/OPEN SPACE IMPROVEMENT AND DEVELOPMENT PRIORITIES

The following is a summary of the key steps necessary to make improvements to the existing parks system.

#### 1. Establish and Apply Minimum Park Standards

To ensure that existing and future parks meet community needs, the minimum park standards contained in Chapter 2 should be adopted as official City policy.

- Existing parks should be modified as needed to meet the minimum park standards. This should be achieved by carefully consulting surrounding neighbors and the public-at-large during the design process to ensure the upgraded parks meet local and community needs.
- Design and develop all new parks with amenities and features that meet the minimum park standards. Carefully consult with the surrounding neighbors and the public-at-large during the design process to ensure new public parks local and community needs.

#### 2. Maintain and Upgrade Existing Parks, Maintenance Equipment & Provide On-Going Maintenance

Over the last decade, resources for on-going parks maintenance and upgrades have not met needs. With the survey and public input indicating that most existing parks are old and should be improved and upgraded, the prevention of further degradation and a proactive approach to upgrading aging facilities is a top priority of this plan.

#### 3. As Possible, Add Park Acreage through Buildout (2045)

Although Ogden's top priority for the next ten years is improving and upgrading its existing parks system, new parks should be added as opportunities arise. Since the City is nearly built out and large parcels of land are difficult to find and expensive, the following options should be considered to help meet needs:

- Acquire and develop mini/pocket parks and community gardens to fill existing gaps (see PILOT PROJECTS on page 18 for locations and details).
- As possible, acquire and develop additional new parks to meet future needs. Due to the lack of vacant land and the likelihood of infill development and/or potentially denser redevelopment projects for meeting future growth, mini/pocket parks, plaza parks and community gardens are particularly well-suited park types for meeting future park needs.

- As possible, acquire sites suitable for additional baseball/softball and soccer fields. According to the assessment for sports fields and other park amenities later in the chapter, the City currently has a need for one baseball/softball field and 9 soccer/multipurpose fields. In other words, 20+ acres would be required to meet the current need of additional fields. Such needs will only continue to grow as the City's population increases.

#### 4. Enhancing and Expanding the Ogden Open Space System

- Chapter 10 of the *Ogden City General Plan (2010)* establishes a minimum open space requirement of seven to ten acres of open space per 1,000 population. Guidelines and strategies for acquiring open space is also addressed in the plan. The City should continue to acquire open space as opportunities arise according, ensuring that future acquisitions are consistent with the General Plan.
- The Ogden City open space system should be expanded and enhanced as outlined in Chapter 10 of the *Ogden City General Plan (2010)*, ensuring that acquisitions are consistent with the General Plan and that they meet the needs of the affected community plan areas.
- Efforts should incorporate a wider range of open space types, linking farms, parks and other destinations together as part of a complete system.
- New open space should be less focused on meeting acreage targets and more directed toward filling existing gaps and acquiring critical open space as part of creating a complete system.

### RECREATION DEVELOPMENT PRIORITIES

Ogden should improve and expand recreation facilities to ensure future needs are met. Key actions to be implemented by 2028 include the following:

- Develop a new recreation center at a new central location in Ogden. The new recreation center should provide state-of-the-art fitness and aquatics facilities capable of meeting programming needs through buildout (2045). Ogden City is pursuing a public/private partnership with YMCA to build and operate a new recreation center. The two entities are currently conducting a feasibility study for the project.
- Once a new recreation facility is constructed, consider converting the Marshall White facility into a satellite community center.

### TRAIL PRIORITIES

The public trails system in Ogden is well-used and highly supported by the public. The following is a list of key trail improvements to be implemented by 2028:

- Support implementation of the proposed trail network contained in the *Ogden City Bicycle Master Plan (2015)*, including the Phase One Network implementation plan.
- Install 13 miles of new Recreational Trails within the municipal boundaries, as illustrated in Map 4.

- Implement a one-mile pilot trail lighting system along urban stretch of the Ogden River Parkway. (PILOT PROJECT – Washington Boulevard to Gibson Avenue). Once complete, evaluate and extend the system as appropriate.
- Provide new trails in a systematic manner, beginning with the Phase 1 implementation projects indicated in the *Ogden City Bicycle Master Plan (2015)* and continuing with the Regional Trails illustrated in Map 4. Implement trails with a level of flexibility to take advantage of unforeseen opportunities.

## COSTS TO UPGRADE EXISTING PARKS AND DEVELOP FUTURE PARKS

### 1. Upgrading Existing Parks

In Chapter 2, Table 1 documents the quantity of park amenities currently provided citywide. Table 5 identifies deficit and excess capacity of key amenities citywide, based on comparisons to national (NRPA) and regional (Salt Lake County) standards<sup>5</sup>.

**Table 5**  
**Amenities Required to Meet a Minimum Service Levels**

FACILITY	QUANTITY OF PUBLIC FACILITIES	CURRENT OGDEN LOS BY AMENITY	RECOMMENDED LOS FOR AMENITIES (BASED ON MODIFICATIONS OF NRPA AND SL COUNTY STANDARDS)	2018 EXCESS OR DEFICIT (PLUS OR MINUS)	EXCESS OR DEFICIT AT 2028 (PLUS OR MINUS)	EXCESS OR DEFICIT AT 2045 BUILDOUT (PLUS OR MINUS)	CUMMULATIVE AMENITY DEFICIT/NEED AT BUILDOUT (2045)
Pavilions	39	2,219	2,500	4	0	-3	3
Playgrounds	35	2,473	2,500	0	-4	-3	7
Restrooms	28	3,091	5,000	10	0	0	0
Picnic Tables*	250	346	1,000	162	0	0	0
Baseball/Softball Fields	16	5,409	5,000	-2	-2	-1	5
Volleyball Courts	6	14,425	12,500	-1	-1	0	2
Tennis Courts	16	5,409	5,000	-2	-2	-1	5
Pickleball Courts	16	5,409	5,000	-2	-2	-1	5
Basketball Courts	9	9,617	7,500	-3	-1	-1	5
Soccer/Multipurpose Fields	26	3,329	2,500	-9	-4	-3	16
Skate Parks	1	86,550	50,000	0	0	-1	1
Splash Pads	0	0	50,000	-1	0	-1	2

*\*This quantity combines stand alone picnic tables with an approximate number of picnic tables under pavilions.*

<sup>5</sup> Although this assessment indicates that there is excess capacity in the provision of restrooms, the public perceives that the quality and maintenance of existing restrooms is poor. For purposes of establishing realistic cost estimates, it is assumed that half of the existing 28 restrooms should be removed and replaced, and the rest upgraded.

The LOS for baseball/softball fields in this region is typically one field for every 7,500 residents. However, it was adjusted to one field for every 5,000 residents, as it was discovered that Ogden is a baseball community and that current demand exceeds availability.

According to this assessment, Ogden currently has sufficient playgrounds and skate parks, a slight excess of pavilions, restrooms and picnic tables. There is a slight under-provision of baseball/softball fields, volleyball courts, tennis courts, pickleball courts and basketball courts, and a significant under-provision of soccer/multi-purpose fields. The City does not currently have any splash pads. According to this assessment there is no long-term need for additional pavilions and restrooms, although the need for amenities that are currently underprovided will increase in relation to population growth. Furthermore, there will be a need for a second skate park and two splash pads in the long-term.

Conversations with staff indicate that Ogden is a baseball community, and there is a lack of playable fields to meet existing demand. The need for additional multipurpose fields is high, and will continue to expand over time. The needs and preference survey and public input indicate that there is a growing need for “passive” parks and open fields, which will make it difficult to convert existing passive areas into sport-centric parks. Since there is little vacant land available of sufficient size to accommodate more than 20 new fields at buildout, and since the City has chosen to focus its efforts on maintenance and upgrades to its existing system, there will be a deficit in ball fields and other amenities that require additional space and this deficit will increase as the City continues to grow. This will put an additional pressure on the existing parks and the open space system and possibly compromise the passive elements located in existing parks and the open space system that Ogden residents value and desire.

Table 6 indicates that the probable cost to bring **existing** parks up to the minimum standard is \$4,620,000. These improvements should be implemented as soon as possible.

**Table 6**  
**Probable Cost to Bring Existing Parks up to the Proposed Minimum Standard**

<b>PARK AMENITY/ FACILITY</b>	<b>UNIT</b>	<b>COST</b>	<b>#</b>	<b>TOTAL</b>
Restrooms	each	\$200,000	14**	\$2,800,000
Baseball/Softball Fields	each	-	1*	x
Volleyball Courts	each	\$30,000	1	\$30,000
Tennis Courts	each	\$50,000	1	\$50,000
Pickleball Courts	each	\$40,000	1	\$40,000
Basketball Courts	each	\$50,000	4	\$200,000
Soccer/Multipurpose Fields	each	-	9*	x
Splash Pads	each	\$1,500,000	1	\$1,500,000
<b>TOTAL</b>				<b>\$4,620,000</b>

\* The development of baseball/softball and soccer/multi-purpose fields requires the acquisition of additional land. To build these fields an estimated additional \$10 million would be required. This estimate includes the cost of acquiring 20 acres of land at \$250,000 per acre and an additional \$250,000 per acre to develop the park.

\*\* Based on public input and comments, it is assumed that significant upgrade and replacement of existing restrooms is required. For cost estimating purposes, it was assumed that this is equivalent to the full replacement cost for half (14) of the existing restrooms

## 2. Costs to Maintain and Upgrade Existing Parks, Maintenance Equipment & Provide On-Going Maintenance

Based on public input and input from City staff, residents value their existing park, recreation and trails facilities, but have noticed a decline in the maintenance and upgrading of those facilities. With detailed data not being readily available, it is estimated that it would cost approximately \$3.3 million to provide the necessary maintenance and upgrades to the City's existing parks to overcome recent decline. This estimate assumes that maintenance and upgrades is approximately \$12,500 per acre, which is 5% of the cost of developing a new park (\$250,000 per acre) or  $264 \text{ acres} \times \$12,500 = \$3,300,000$ . Additional maintenance staff is likely to be required and will require additional funding.

## 3. Adding Park Acreage through Buildout (2045)

As indicated in Chapter 2, the City has decided to focus their efforts on improving and upgrading existing parks. That said, any acquisition of new properties should focus on filling existing gap areas or areas of the city that are redeveloping, densifying and infilling. Larger properties that could accommodate additional baseball/softball and soccer fields will also be critical, particularly if the City wants to maintain the existing level of service without compromising the admirable passive components of its parks and open space system as the City continues to grow.

Table 7 summarizes the total probable cost to upgrade existing parks and brings parks to a minimum standard. The total estimated is approximately \$7.92 million dollars in 2018 values. It should be noted that the existing parks system can not meet minimum standards without the acquisitions of at least 20 acres of additional land to meet existing needs. This would require an additional \$10 million, with more acquisition and park development necessary to meet needs during the ten-year planning horizon (2028) and at buildout (2045).

**Table 7**  
**Probable Cost to Upgrade, Maintain and Bring Existing Parks to a Minimum Standard**

Cost to Bring Parks to Minimum Standard	\$4,620,000.00
Cost to Maintain and Upgrade Existing Parks	\$3,300,000.00
<b>TOTAL COST</b>	<b>\$7,920,000.00*</b>

*\* Additional maintenance staff is likely to be required and will require additional funding.*

## COSTS TO IMPLEMENT RECREATION FACILITY IMPROVEMENTS

A new fitness and aquatics center is proposed, in combination with the renovation or demolition of the Marshall White Center, depending on the findings of additional assessment yet to come. Due to the high level of uncertainty regarding these improvements, the provision of an accurate cost estimate is difficult. However, \$20 to 40 million dollars are typical costs for comparable fitness/aquatics facilities along the Wasatch front in recent years. Securing public and private partners to assist in the development, operations and maintenance of both facilities should be considered, to help defray costs and to help ensure the new facilities are sustainable.



## COSTS TO DEVELOP NEW RECREATIONAL TRAILS AND ASSOCIATED IMPROVEMENTS

Based on the results of the needs and preference survey and public input, restroom and lighting improvements are the highest priorities. The completion of 13-miles of recreational trails are also prioritized, as this will result in a complete regional trail loop system to serve the community.

As illustrated in Table 8, the estimated cost to develop thirteen miles of recreational trails and one mile of a pilot trail lighting system is \$4,750,000. It is assumed that restroom improvements will include both upgrades to existing facilities and the construction of new restrooms. For the purposes of this plan, it is estimated that this is equivalent to three new restrooms or \$600,000. The total estimate for trail improvements is \$5,350,000 and should be implemented by 2028.

Table 8

Probable Cost to Develop 13-miles of Recreational Trails, Pilot Lighting Program and Restroom Upgrades

TRAIL TYPE	#	UNIT	COST PER MILE	TOTAL
Regional Recreational Trails	13	mile	\$350,000	\$4,550,000
Lighting Improvements	1	mile	\$200,000	\$200,000
Restrooms	3	each	\$200,000	\$600,000
<b>TOTAL</b>				<b>\$5,350,000</b>

## TOTAL PROBABLE COSTS

The total probable cost for all park and trail improvements recommended for implementation by 2028 is \$13,070,000. The cost to develop a new fitness/aquatics center and to convert the Marshall White Center into a community center or similar use is unknown, although it is likely to cost between \$20 and \$40 million dollars.

## ACTION/PHASING PLAN

The following Action/Phasing Plan illustrates when key master plan actions should be implemented.

ACTION		PHASE		
		IMPLEMENTATION 0 to 5 years 2018 - 2023	IMPLEMENTATION 5 to 10 years 2024 - 2028	IMPLEMENTATION through buildout 2028 - 2045
1	Adopt the recommended minimum park facility and amenity standards as official policy.			
2	Upgrade all existing parks and develop new parks to meet the recommended minimum park standards.			
3	Upgrade existing parks and maintenance equipment.			
4	Add new parks as opportunities arise.			
5	Develop a detailed master plan and funding program for the acquisition and development of a new Fitness and Aquatics Center. The master plan should clearly address the future role of the Marshall White Center.			
6	Address youth sports performance as part of a long-term process. Build upon recent positive improvements and actions, and implement the recommendations contained in the Ogden CHAMPS report.			
7	Support actions that promote healthy lifestyles. Consider the development of neighborhood parks and plazas, and the implementation of specialty recreation programs.			
8	Support and fund the Phase I Implementation Plan contained in the <i>Ogden City Bicycle Master Plan (2015)</i> .			
9	Develop 13-miles of Recreational Trails, one-mile of pilot trail lighting, and trail restroom improvements by 2028.			
10	Identify and formalize a long-term management, maintenance and funding plan for the extensive Ogden City trail system.			
11	Maintain positive relationships with key parks, open space and trails partners.			
12	Utilize best management and maintenance procedures to protect the City's park, recreation and trail investments.			
13	Promote programs to help residents "self-maintain" parks and trail facilities.			
14	Design all future parks to be sustainable and resource/water conserving.			

## EXISTING FUNDING SOURCES

Primary funding options currently available for implementing the plan follow:

- General Funds - Funds that come through government taxes such as property, sales, and utilities that is divided up as the City see fit.
- Enterprise Funds - Mechanism where governments charges fees for programs and services and then uses the money to pay for those services.

Details regarding specific options and sources are provided below.

## FUNDING OPTIONS AND OPPORTUNITIES FOR LARGE PROJECTS

### General Obligation Bonds

The lowest interest cost financing for any local government is typically through the levying of taxes for issuance of General Obligation Bonds. General Obligation Bonds, commonly referred to as “G.O. Bonds,” are secured by the unlimited pledge of the taxing ability of the District, sometimes called a “full faith and credit” pledge. Because G.O. bonds are secured by and repaid from property taxes, they are generally viewed as the lowest credit risk to bond investors. This low risk usually translates into the lowest interest rates of any municipal bond structure.

Under the Utah State Constitution, any bonded indebtedness secured by property tax levies must be approved by a majority of voters in a bond election called for that purpose. If the recreation improvements being considered for funding through a G.O. bond has broad appeal to the public and proponents are willing to assist in the promotional efforts, G.O. bonds for recreation projects can meet with public approval. However, since some constituents may not view them as essential-purpose facilities for a local government or may view the government as competing with the private sector, obtaining positive voter approval may be a challenge.

It should also be noted that a G.O. bond election, if successful, would only cover the financing of capital expenditures for the facility. Facility revenues and/or other City funds would still be needed to pay for the operation and maintenance expenses of the facilities.

State law limitations on the amount of General Obligation indebtedness for these types of facilities are quite high with the limit being four percent of a City’s taxable value. Pursuant to state law the debt must be structured to mature in forty years or less, but practically the City would not want to structure the debt to exceed the useful life of the facility.

**Advantages of G.O. bonds:**

- Lowest interest rates
- Lowest bond issuance costs
- If approved, a new 'revenue' is identified to pay for the capital cost

**Disadvantages of G.O. bonds:**

- Timing issues; limited dates to hold required G.O. election
- Risk of a "no" vote while still incurring costs of holding a bond election
- Can only raise taxes to finance bonds through election process to pay for physical facilities, not ongoing or additional operation and maintenance expense. This would have to be done through a separate truth-in-taxation tax increase.

**Advantages of Sales Tax Revenue Bonds:**

Relatively low interest rates

No vote required

**Disadvantages of Sales Tax Revenue Bonds:**

Utilizes existing City funds with no new revenue source identified

Somewhat higher financing costs than G.O. Bonds

## Special Assessment Areas

Formerly known as Special Improvement Districts or (SIDs), a Special Assessment Area (SAA) provides a means for a local government to designate an area as benefited by an improvement and levy an assessment to pay for the improvements. The assessment levy is then pledged to retire the debt incurred in constructing the project.

While not subject to a bond election as General Obligation bonds require, SAAs may not, as a matter of law, be created if 50 percent or more of the property owners subject to the assessment, weighted by method of assessment, within the proposed SAA, protest its creation. Politically, most City Councils would find it difficult to create an SAA if even 20-30 percent of property owners oppose the SAA. If created, the City's ability to levy an assessment within the SAA provides a sound method of financing although it will be at interest rates higher than other types of debt that the City could consider issuing. The underlying rationale of an SAA is that those who benefit from the improvements will be assessed for the costs. For a project such as a recreation facility, which is intended to serve all residents of the community, and in this case possibly serve multiple communities, it would be difficult to make a case for excluding any residential properties from being assessed, although commercial property would have to be evaluated with bond counsel. The ongoing annual administrative obligations related to an SAA would be formidable even though state law allows the City to assess a fee to cover such administrative costs.

Special Assessment notices are mailed out by the entity creating the assessment area and are not included as part of the annual tax notice and collection process conducted by the County.

If an SAA is used, the City would have to decide on a method of assessment (i.e. per residence, per acre, by front-footage, etc.) which is fair and equitable to both residential and commercial property owners.

This ability to utilize this mechanism by cities joined together under an inter-local cooperative would need to be explored with legal counsel. There are several issues that would need to be considered such as ownership of the facility and a local government can only assess property owners within its proper legal boundaries.

**Advantages of SAA Bonds:**

- Assessments provide a 'new' revenue source to pay for the capital expense
- No general vote required (but those assessed can challenge the findings).

**Disadvantages of SAA Bonds:**

- Higher financing costs
- Significant administration costs for a City-Wide Assessment area

## Lease Revenue Bonds

One financing option which, until the advent of sales tax revenue bonds, was frequently used to finance recreation facilities is a Lease Revenue Bond issued by the Local Building Authority of the City. This type of bond would be secured by the recreation center property and facility itself, not unlike real property serving as the security for a home mortgage. Lease revenue bonds are repaid by an annual appropriation of the lease payment by the City Council. Generally, this financing method works best when used for an essential public facility such as City halls, police stations and fire stations. Interest rates on a lease revenue bond would likely be 15 to 30 basis points higher than on sales tax revenue bonds depending on the market's assessment of the "essentiality" of the facility.

Financial markets generally limit the final maturity on this type of issue to the useful life of the facility and state law limits the term of the debt to a maximum of forty years. As the City is responsible to make the lease payments, the financial markets determine the perceived willingness and ability of the City to make those payments by a thorough review of the City's General Fund monies.

As this type of bond financing does not generate any new revenue source, the City Council will still need to identify revenue sources sufficient to make the lease payments to cover the debt service.

Creative use of this option could be made with multiple local governments, each of which could finance their portion through different means – one could use sales tax, another could issue G.O. bonds, etc.

**Advantages of Lease Revenue Bonds:**

- No general vote required
- No specific revenue pledge required

**Disadvantages of Lease Revenue Bonds:**

- Higher financing costs than some other alternatives
- No 'new' revenue source identified to make up the use of general fund monies that will be utilized to make the debt service payment

## Creation of a Special Service District

A City, or several cities via inter-local agreement, can create a Recreation District charged with providing certain services to residents of the area covered by the District. A Special District can levy a property tax assessment on residents of the District to pay for both the bond debt service and O&M. It should be noted that the City already can levy, subject to a bond election and/or the truth-in-taxation process, property taxes. The creation of a Recreation Special Service District serves to separate its designated functions from those of the City by creating a separate entity with its own governing body. However, an additional layer of government may not be the most cost effective.

“Creative Financing:” Non-traditional sources of funding may be used to minimize the amount that needs to be financed via the issuance of debt. The City’s approach should be to utilize community support for fund-raising efforts, innovative sources of grants, utilization of naming rights/donations, partnership opportunities involving other communities and the private sector, together with cost-sharing arrangements with school districts. To the extent debt must be incurred to complete the financing package, alternative bonding structures, as discussed above, should be evaluated to find the optimal structure based on the financial resources of the City.

## FUNDING OPTIONS AND OPPORTUNITIES FOR SMALLER PROJECTS

### Private Funds

**Private and Public Partnerships**

The Parks and Recreation Department or a group of communities acting cooperatively, and a private developer or other government or quasi-government agency can cooperate on a facility that services the public, yet is also attractive to an entrepreneur or another partner. These partnerships can be effective funding opportunities for special use sports facilities like baseball complexes or soccer complexes; however, they generally are not feasible when the objective is to develop community parks that provide facilities such as playgrounds, informal playing fields, and other recreational opportunities that are generally available to the public free of charge. A recreation center, community center, or swimming/water park is also potentially attractive as a private or public partnership.

### **Private Fundraising**

While not addressed as a specific strategy for individual recreation facilities, it is not uncommon for public monies to be leveraged with private donations. Private funds will most likely be attracted to high-profile facilities such as a swimming complex or sports complex, and generally require aggressive promotion and management on behalf of the park and recreation department or City administration.

### **Service Organization Partners**

Many service organizations and corporations have funds available for park and recreation facilities. Local Rotary Clubs, Kiwanis Clubs, and other service organizations often combine resources to develop park and recreation facilities. Other for-profit organizations such as Home Depot and Lowes are often willing to partner with local communities in the development of playground and other park and recreation equipment and facilities. Again, the key is a motivated individual or group who can garner the support and funding desired.

### **Joint Development Partnerships**

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

## **LOCAL FUNDING SOURCES**

### **RAMP Taxes**

Recreation, Arts, Museum and Park (RAMP) taxes have been very effective in raising funds for a range of recreation, trails, and arts projects. Administered by Weber County, the RAMP tax is funded through an incremental sales tax of one-tenth of one percent (one cent out of every \$10 purchase) to create, enhance and expand opportunities in Recreation, Arts, Museums and Parks. There are several categories for application, including large projects over \$200,000, small projects less than \$20,00, and direct applications to cities, which receive a portion of funds based on census data.

### **Dedications and Development Agreements**

The dedication of land for parks, and park development agreements has long been an accepted development requirement and is another valuable tool for implementing parks. The City can require the dedication of park land through review of projects such as Planned Unit Developments (PUDs), for example.

## Special Taxes or Fees

Tax revenue collected for special purposes may be earmarked for park development. For instance, the room tax applied to hotel and motel rooms in the City could be earmarked for parks, recreation, and trails development but is generally earmarked for tourism-related projects.

## Community Development Block Grants

Community Development Block Grants (CDBG) can be used for park development in areas of the City that qualify as low and moderate-income areas. CDBG funds may be used to upgrade parks, purchase new park equipment, and improve accessibility (Americans with Disabilities Act). Additionally, CDBG funds may be used for projects that remove barriers to access for the elderly and for persons with severe disabilities.

## User Fees

User fees may be charged for reserved rentals on park pavilions and for recreation programs. These fees should be evaluated to determine whether they are appropriate. A feasibility study may be needed to acquire the appropriate information before making decisions and changes.

## Redevelopment Agency Funds

Generally, Redevelopment Agency (RDA) Funds are available for use in redevelopment areas. As new RDA areas are identified and developed, tax increment funds generated can, at the discretion of the City, be used to fund park acquisition and development.

## STATE AND FEDERAL PROGRAMS

The availability of these funds may change annually depending on budget allocations at the state or federal level. It is important to check with local representatives and administering agencies to find out the status of funding. Many of these programs are funded by the Federal government and administered by local State agencies.

## Land and Water Conservation Fund

This Federal money is made available to States, and in Utah is administered by the Utah State Division of Parks and Recreation. Funds are matched with local funds for acquisition of park and recreation lands, redevelopment of older recreation facilities, trails, accessibility improvements, and other recreation programs /facilities that provide close-to-home recreation opportunities for youth, adults, senior citizens, and persons with physical and mental disabilities.



## MAP-21 Current (Replaces SAFETEA-LU)<sup>6</sup>

The recently enacted Moving Ahead for Progress in the 21st Century (MAP-21) includes a number of substantial changes to the transportation enhancement (TE) activities defined in Title 23. The activities are now termed “transportation alternatives,” (TAs).

Under SAFETEA-LU, there were twelve eligible enhancement activities. Under MAP-21 there are nine eligible transportation alternatives. The overall theme of the revisions is to expand the eligibilities from strictly enhancing the transportation system to include planning, construction, and design related to compliance with existing federal regulations. Previously, the Federal Highway Administration (FHWA) Guidance on Transportation Enhancement Activities prohibited the use of TE funds for “project elements or mitigation that normally would be required in a regular highway project.” This included project elements and costs associated with meeting the requirements of laws such as the Americans with Disabilities Act (ADA) of 1990, the National Environmental Protection Act (NEPA) of 1969, the National Historic Preservation Act of 1966, and the Department of Transportation Act of 1966. New regulatory guidance from FHWA will be required to clarify exactly how changes in the legal definitions will impact eligibility.

To qualify for funding all projects must fit into one of the following nine federally designated categories.

- Construction, planning, and design of facilities for pedestrians, bicyclists, compliance with Americans with Disabilities Act.
- Safe routes for non-drivers to access daily needs.
- Conversion and use of abandoned railroad corridors for trails.
- Construction of turnouts, overlooks, and viewing areas.
- Community improvements, including
  - Inventory, control, or removal of outdoor advertising
  - Historic preservation and rehabilitation of historic transportation facilities;
  - Archaeological activities relating to impacts from implementation of transportation project eligible under this title.
- Any Environmental mitigation activity.
  - Address storm water management, control, and water pollution prevention or abatement related to highway construction or due to highway runoff; or
  - Reduced vehicle-caused wildlife mortality or to restore and maintain connectivity among terrestrial or aquatic habitats.
- The Recreation Trails Program under section 206.
- Safe Routes to Schools under section 1404 of SAFETEA-LU.

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<sup>6</sup> <http://www.udot.utah.gov/main/f?p=100:pg:0::::V,T,192>

- Planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or divided highways.

## Federal Recreational Trails Program

The Utah Department of Natural Resources, Parks and Recreation Division administers these Federal funds. The funds are available for motorized and non-motorized trail development and maintenance projects, educational programs to promote trail safety, and trail related environmental protection projects. The match is 50 percent, and grants may range from \$10,000 to \$200,000. Projects are awarded in August each year.

## Utah Outdoor Recreation Grant

The Office of Outdoor Recreation's Utah Outdoor Recreation Grant has been created to help communities to build trails and other recreational amenities as an aid for local economic development. Communities have found that having nearby recreation opportunities adds to the quality of life of local citizens, helps to attract new residents, and can lead to an increase in local property values. Businesses, especially high-tech firms, consider having nearby outdoor recreation amenities as "absolutely vital" to attracting and keeping high value employees.

The Utah Outdoor Recreation Grant (UORG) application is completed online. To get a thorough understanding of what is required for the grant application download the pdf of the application and review it first. Download and read the copy of the 2017 Program Guide as well which will help you as you plan your community's infrastructure project and prepare a strong grant application. Note that the UORG application is not something that can be completed within a day and should be started sooner rather than later. It will also take time to gather support materials and letters.

2016 grant recipients follow:

- Jackson Flats Reservoir Trail Project in Kane County
- Logan River Trail Rendezvous Park in Cache County
- Helper City River Revitalization (Phase 3) in Carbon County
- Mill Creek Trail-Fitts Park Bridge in South Salt Lake City
- Sandy Canal Trail (Phases 2-4) in Salt Lake County
- Monticello Trail Project in San Juan County
- Adaptive Challenge Course in Summit County
- Brian Head Town Trail Paving Project in Iron County
- Joe's Valley Climbing Trails Project in Emery County
- UM Creek Access Management/OHV Trail Project in Sevier County
- Trim Trail in Beaver County
- Washington City Cottonwood Wash Trail Project in Washington County
- Castle Dale Welcome Center Outside Climbing Wall in Emery County

- Bjorr Trail in Cache County
- Lower Little Cottonwood Canyon Hiking & Climbing Trail Access (Phase 2) in Salt Lake County

## Utah Trails and Pathways / Non-Motorized Trails Program

Funds are available for planning, acquisition, and development of recreational trails. The program is administered by the Board of Utah State Parks and Recreation, which awards grants at its fall meeting based on recommendations of the Recreation Trails Advisory Council and Utah State Parks and Recreation. The match is 50 percent, and grants may range from \$5,000 to \$100,000.

## LeRay McAllister Critical Land Conservation Fund

The fund was administered by the Utah Quality Growth Commission and provided funds each year to preserve or restore critical open or agricultural lands in Utah, and targeted lands deemed important to the community such as agricultural lands, wildlife habitat, watershed protection, and other culturally or historically unique landscapes. In the 2011 session, Utah lawmakers cut off all financing to the fund eliminating the state's only source that qualifies for federal conservation monies. The LeRay McAllister Fund has preserved about 80,000 acres of land, most of it agricultural as well as recreational and archaeological sites. For 10 years, the state pitched in \$20 million that was matched by \$110 million from the federal government and other sources. Though the program has not recently been funded, it is hoped that it can ultimately be reinstated. Contact the Utah Quality Growth Commission for current information

## Proposition 1 Transportation Tax Option

Weber County residents passed this optional tax increase to fund local transportation projects. The tax hike increases taxes by one penny for every \$4 spent, resulting in \$9 million more countywide this year. Of the new tax money, 40 percent will go to the Utah Transit Authority, 40 percent will go to city budgets for local projects and 20 percent will go to county budgets for regional projects. Examples of projects that are eligible for funding by the tax revenues include, trail construction and repair, general road and sidewalk maintenance, road reconstruction and repair

## IN-KIND AND DONATED SERVICES OR FUNDS

Several options for local initiatives are possible to further the implementation of the parks, recreation, and trails plan. These kinds of programs would require the City to implement a proactive recruiting initiative to generate interest and sponsorship, and may include:

- Adopt-a-park or adopt-a-trail, whereby a service organization or group either raises funds or constructs a given facility with in-kind services;
- Corporate sponsorships, whereby businesses or large corporations provide funding for a facility, similar to adopt-a-trail or adopt-a-park; or

- Public trail and park facility construction programs, in which local citizens donate their time and effort to planning and implementing trail projects and park improvements.

## 6 Goals, Objectives and Strategies

### GOALS AND POLICIES FOR PARKS AND OPEN SPACES

**Goal** Improve existing parks and parks facilities, including the improvement of maintenance and operations in public parks.

**Objective 1:** Upgrade existing parks to meet the minimum requirements for amenities and features.

**Objective 2:** Assure that residents have access to information regarding parks, recreation programs and facilities and trails by providing maps, webpage information, and other means of assuring that they are aware of facilities, programs and events.

**Objective 3:** Continue best management and maintenance procedures that protect and enhance the City's park and recreation investments.

**Objective 4:** Maintain and update an annual budget for park improvements and upgrades.

**Strategy 4A:** Maintain an up-to-date inventory of all parks and park facilities, documenting and implementing improvements according to a feasible schedule.

**Strategy 4B:** Apply design standards for all parks, recreation facilities, open spaces and trails to help reduce maintenance requirements while assuring long-term use of public resources and amenities.

**Goal** Add quality, new parks and open spaces as opportunities arise.

**Objective 5:** **As the community grows, actively look for opportunities to add new parks.**  
New parks should meet the needs of a densifying and redeveloping city, focusing on small parks suited for urban infill sites. While larger Neighborhood Park opportunities should not be overlooked, the focus should be on the development of Mini/Pocket Parks, Plaza Parks and Community Gardens, depending on the availability of land and the specific needs of the surrounding neighborhoods.

**Strategy 5A:** Adopt minimum development standards for each park type, as detailed in this Master Plan and the Ogden City General Plan.

*Strategy 5B:* Design and develop all new parks from the outset with amenities and features that meet the established standard and allow public input on the design.

**Objective 6:** **Acquire new land to accommodate sports fields and similar needs today and as the city continues to grow.**

*Strategy 6A:* Since the public highly values the diversity of passive spaces and uses, avoid retrofitting existing parks and open spaces with sports fields to meet future needs.

*Strategy 6B:* Continue efforts to work with schools, private partner and regional partners to develop sports fields that meet future needs.

## GOALS AND POLICIES FOR RECREATION FACILITIES AND PROGRAMS

**Goal** Assure that Ogden residents have access to high quality and affordable recreation programs and facilities.

**Objective 7:** **Develop a detailed master plan and funding program for a new fitness and aquatics center.**

*Strategy 7A:* Develop a new fitness and aquatics center at a central location by 2028.

*Strategy 7B:* Repurpose or demolish the Marshall White Center, depending on additional studies yet to begin.

**Objective 8:** **Assess the viability of establishing a new Aquatics and Fitness Center at a central location in the community.**

*Strategy 8A:* Commission a special study to assess the development of a new fitness and aquatics center and the conversion of the Marshall White Center into a park or a community center.

**Objective 9:** **Continue efforts to understand poor sports performance levels in public schools, and the roles of Ogden City in facilitating positive changes**

*Strategy 9A:* Review, modify, adopt and apply the suggestions contained in the CHAMPS Study.

*Strategy 9B:* Review, modify, adopt and implement the Competitive Youth Sports Board Ordinance.

## GOALS AND POLICIES FOR TRAILS

**Goal**           Assure that the Ogden trail system meets public needs and expectations.

**Objective 10:**   **Work with the Ogden transportation and engineering departments, Weber Pathways, the Ogden Trails Network and other stakeholders to ensure that all trails, bike/pedestrian routes and bike lanes/routes are implemented in a coordinated effort.**

*Strategy 10A:*   Assure the trail improvements contained in this master plan are consistent with the *Ogden City Bike Master Plan (2015)*.

*Strategy 10B:*   Install all proposed Recreational Trail segments by 2028.

*Strategy 10C:*   Implement lighting along the Ogden River Parkway between Washington Boulevard and Gibson Avenue as a pilot project. If successful, extend the lighting through the city core.

*Strategy 10D:*   Work with regional trail partners to prepare a trail system management plan.

**Objective 11:**   **Require trail master planning to be incorporated into the City’s development review process. The master plan should clearly address the development of trailheads and improving access to trails.**

*Strategy 11A:*   Evaluate system-wide trail needs in all future planning initiatives, focusing on closing gaps, developing trailheads, and improving connections with existing and future neighborhoods, destinations, parks and recreation facilities, and transit stations.

*Strategy 11B:*   Maintain trails as safe, attractive and comfortable amenities. Ensure that maintenance routines include the control of weeds (particularly thorny weeds) and invasive species, the removal of trash and debris, and selective plowing of key routes to facilitate winter trail use.

*Strategy 11C:*   Develop a trail and bike path/route signing program that provides clear information to users about how to access trails and proper trail behavior. Make trail and bike path maps available to the public.

**Goal**           Assure that trails are safe.

**Objective 12:**   **Ensure trails are safe place at all hours of operation.**

*Strategy 12A:* Install an appropriate system of trail lighting and emergency response facilities for all regional and recreational trails.

## OTHER GOALS AND POLICIES

**Goal** Promote water conservation and sustainable practices in the Ogden parks and recreation system.

**Objective 13:** As new parks, open spaces and trails are developed, utilize current technologies to conserve water and other resources in public parks and associated facilities.

*Strategy 13A:* Utilize water conserving technologies such as drip irrigation, moisture sensors, central control systems, the use of appropriate plant materials and soil amendments to create a more sustainable Ogden Parks and Recreation System.

**Goal** Maintain critical open spaces, habitat areas and natural features.

**Objective 14:** Regulate future development on steep slopes, water ways and open land.

*Strategy 14A:* Ensure that environmental protection is adequately addressed in the development review process.

*Strategy 14B:* Enforce ordinances requiring development setbacks along creek corridors and drainages.

*Strategy 14C:* Enforce ordinances requiring development setbacks along creek corridors and drainages.

*Strategy 14D:* Work closely with the U.S. Army Corps of Engineers and other responsible agencies to ensure that all rivers, streams, wetlands and other sensitive lands are protected and maintained as open spaces.

*Strategy 14E:* Work with Weber County and the State of Utah to ensure that City, county and state statutes and regulations are met as parks, trails and open spaces are secured and implemented.



**Goal**            Maintain critical open spaces, habitat areas and natural features.

**Objective 15:**    **Regulate future development on steep slopes, water ways and open land.**

*Strategy 15A:*    Ensure that environmental protection is adequately addressed in the development review process.

*Strategy 15B:*    Enforce ordinances requiring development setbacks along creek corridors and drainages.

*Strategy 15C:*    Enforce ordinances requiring development setbacks along creek corridors and drainages.

*Strategy 15D:*    Work closely with the U.S. Army Corps of Engineers and other responsible agencies to ensure that all rivers, streams, wetlands and other sensitive lands are protected and maintained as open spaces.

*Strategy 15E:*    Work with Weber County and the State of Utah to ensure that City, county and state statutes and regulations are met as parks, trails and open spaces are secured and implemented.

**Goal**            Ensure the Ogden City parks, recreation and trail system meets the American with Disabilities Act (ADA) requirements.

**Objective 16:**    **Apply ADA Standards for Accessible Design (ADA Standards) when parks, recreation and trail facilities are built or altered.**

*Strategy 16A:*    Include accessible parking spaces, routes, toilet facilities, public telephones, spectator seating areas and similar facilities when new design or alterations are made.

*Strategy 16B:*    Prepare and/or update an ADA Transition Plan that identifies barriers within the Ogden City park and recreation system that limit accessibility to programs and activities. This plan should (1) describe the methods/actions/strategies needed to make facilities accessible across the entire park system; (2) establish the schedule and timeline for barrier removal; (3) identify person(s) responsible for plan implementation; and (4) review programs, services and activities for compliance with Title II of ADA.

## APPENDIX A

### Needs and Preference Survey – Final Report

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## Executive Summary

### Survey Background

Ogden City contracted The Community Research Extension of The Center for Community Engaged Learning to conduct a city-wide survey about the City's Parks and Recreation opportunities as part of the Parks and Recreation Master Plan that Ogden City is conducting. The Ogden City Parks and Recreation Survey provided residents an opportunity to indicate which parks and recreation facilities they currently use and what their preferences and needs are for future planning.

### Survey Administration

A door to door survey was conducted. It was determined that to obtain a representative sample of the city with 95% confidence level and 5% sampling error, a sample of 382 households was necessary. A total of 3,231 households in randomly selected blocks were approached with 1,212 households answering the door. A total of 441 surveys were completed either at the door on an iPad or returned a paper copy of the survey by using a pre-paid stamped envelope that they were provided. The survey was conducted in Spanish when requested by respondents. This resulted in a 36.4% response rate.

### Ogden Residents are Active

Most respondents have visited an Ogden City Park (87.2%), have used an Ogden area trail (82%), have walked or jogged in Ogden City trails (85.3%), and participate in Ogden City Recreational activities (77.6%).

Activities that usually take place in the Ogden City parks include leisure activities such as picnics and reading books (75.5%), exercising (58.7%), taking children to the playground (50.9%), having a picnic in a sheltered space (35.5%), playing a sport (26.1%), visiting community gardens (24.5%), and going to the Amphitheater (21.7%).

Residents who have children participate in recreational activities such as baseball/softball (39.4%) or soccer (36.2%). Adults are more likely to participate in basketball (21.3%) and softball (18.1%). Senior Citizens tend to participate in low-impact aerobics (7.4%), Zumba (6.4%), or Strength Training (3.3%).

### Ogden Residents Prioritize

The survey gauged the importance of various aspects of parks, trails, and recreational facilities. Ogden residents reported that having parks with playgrounds ( $M=5.68$ ,  $SD=1.79$ ), open, green grass areas ( $M=5.54$ ,  $SD= 5.54$ ), picnic areas ( $M= 5.43$ ,  $SD. 1.62$ ), and park scenery ( $M=5.49$ ,  $SD= 1.65$ ) is important to them as well as having a park within walking distance ( $M=5.02$ ,  $SD= 1.65$ ).

Residents reported that leisure pools and training lap pools (58.5% & 33%, respectively), basketball courts (42.6%), and exercise equipment (33%) are among the most important features of a successful recreation center. In addition, 39.8% of residents agree that there are fewer recreational opportunities and fewer affordable opportunities (34.5%) in the winter months and that they would benefit from more indoor recreational opportunities (68%) during the winter months. Respondents reported that the improvements in the trail system they would like to see most are restrooms (53.7%), more lighting (37.4%), and more parking (30.5%).

Residents were asked how they would divide \$10 across parks, facilities, trails and/or programs. Among the list provided, "improving existing parks & playgrounds" was the most frequently selected (32.4%) and respondents allocated the highest amount of money to it (on average \$5.22). The second priority was indoor pool with 25.2% of respondents selecting it and allocating on average about \$4.78. The third and fourth highest priorities were a Recreation center with 20.4% of respondents allocating on average \$4.62 and Athletic courts with 14.7% of respondents allocating on average \$4.63 to it.

### Ogden Residents Share Barriers to Being Active in the Community

The survey gauged the barriers preventing residents in using the parks and recreational opportunities that Ogden City has to offer.

The primary reasons that residents do not visit Ogden City parks is because they lack the time (34.2%) or they feel that other parks they visit meet all of their needs (32.4%). Residents that visit Parks outside of Ogden City do so because they perceive other parks having better amenities (24.2%), perceive them to be safer (18.4%), or prefer to travel outside of Ogden City (15.2%).

Of the 78.1% of residents that do not visit Marshall White Center, the primary reasons they reported for not visiting it were that they are "unaware of what it is or what it has to offer" (38.1%), "it is too far away" (22%), they don't have time (21.4%), or they perceive the neighborhood in which it resides as unsafe (18.2%).

Similarly, the primary reasons that residents reported not participating in any Ogden City recreational programs were that they were unaware of the programs being offered (49%) and lacked the time to participate (41.1%). Residents who participated in recreational programs outside of Ogden City do so because they are unaware of programs being offered in Ogden City (23.6%). They also perceive that other cities have better programs (27.8%), better facilities (22.2%), and that they have a safer location (18.1%). Finally, they reported that Ogden City did not offer the program they wanted (26.4%).

#### Ogden City's Communication

A majority of respondents reported that they had learned about Ogden City's recreational programs through a friend or family (41.3%), through an online search (22.4%), or a school flyer (17.1%). When asked which social media they used most often, 64.6% reported Facebook and 17% reported Instagram.

#### Survey Administration and Results

##### Survey Background

Ogden City contracted the Community Research Extension of the Center for Community Engaged Learning to conduct a city-wide survey about the City's Parks and Recreation opportunities as part of the Parks and Recreation Master Plan that Ogden City is conducting. The Ogden City Parks and Recreation Survey provided residents an opportunity to indicate which parks and recreation facilities they currently use and what their preferences and needs are for future planning.

##### Survey Administration

The goal of the current survey was to assess a) the level of use and satisfaction of Ogden City's Parks and Recreation Services and b) determine areas of desired improvement in Ogden City's Parks and Recreation Services by its city residents. To accomplish this, a door to door survey was conducted. It was determined that to obtain a representative sample of the city with 95% confidence level and 3% sampling error, a sample of 382 households was necessary. Knowing that there would be certain number of households in which occupants would not be home or refuse to participate, it was estimated that 600 households would be approached. For safety reasons, 2 surveyors approached each of the households. To obtain a representative sample of the city, a random sample of blocks in each of the four Municipal Wards was selected. The goal

was to obtain approximately 100 households per Municipal Ward. Community surveyors approached all, if not, most households in each randomly selected block. In total, 3,231 households were approached. Households for which there was no response on the first visit were approached a second time. In cases, when insufficient responses had been obtained in a particular randomly selected block, community surveyors approached households in an adjacent block. A total of 1,212 households answered the door when the community surveyors knocked on their door. A total of 441 surveys were completed either at the door on an iPad or returned a paper copy of the survey by using a pre-paid stamped envelope that they were provided. This resulted in a 36.4% response rate.

Surveys completed on an iPad were administered through an online survey administration software called Campus Labs. Paper copy surveys were then entered manually into the online software. Surveys were conducted in Spanish upon request of the participants. The Spanish and English surveys may be found in Appendix III and IV. Results were analyzed using the Statistical Package for the Social Sciences (SPSS).

The final sample is made up of approximately equal representations across the four Municipal Wards (Please see table below). A map of the Municipal Wards can be found in Appendix II. We oversampled slightly from Municipal Ward 1 in an attempt to obtain a representative sample of the Latino/Hispanic population.

	%	n
Municipal Ward 1	27.9	123
Municipal Ward 2	22	97
Municipal Ward 3	25.4	112
Municipal Ward 4	24.7	109

## Demographics

The breakdown of respondent age is presented in Table 1. The highest number of respondents were 25-34 years old (25.5%), while those aged 35-44 composed just under 20 percent of the sample—the second highest percentage. On the other end of the scale, the lowest percentage of respondents fell in the 45-54 category (10.4%). The median age range was 35-44. The majority of respondents (71.6%) had children living in the household who were age 17 or younger.

Respondent Age		
What is your age?	Percent of Respondents	Number
18-24 years	13.5%	56
25-34 years	25.5%	106
35-44 years	19%	79
45-54 years	10.4%	43
55-64 years	14.5%	60
65 years or older	17.1%	71

Table 1

Respondent gender is presented in Table 2. The majority were female (64.1%). No respondent identified as transgender although the option was provided. Several left the question blank or selected other, but failed to further specify; in these cases, we excluded the response of "other." For this reason, the sample size is slightly less (n=409) than the total number of surveys taken.

Respondent Gender		
With which gender do you identify?	Percent of Respondents	Number
Female	64.1%	262
Male	35.9%	147

Table 2

Participants were asked to mark all the racial/ethnic categories with which they identified. Table 3 contains the reported race/ethnicity of respondents. White (69.2%) and Hispanic/Latino (22.1%) represented over 90 percent of the sample.

Of the races that were reported, the least reported were Asian-American (1.1%) and Native Hawaiian/Pacific Islander (.09%).

Respondent Race/Ethnicity		
What is your race/ethnicity?	Percent of Respondents	Number
Native/Alaskan Native	2.5%	11
Asian-American	1.1%	5
Black/African-American	3%	14
Native Hawaiian/Other Pacific Islander	.09%	4
White-American	69.2%	303
Hispanic/Latino(a)	22.1%	97
Arab-American	0%	0

Table 3

Many individuals marked more than one racial/ethnic category. Because of this, data was re-coded so that those who checked two categories or more (e.g. White-American and Hispanic/Latino(a), White-American and Black/African-American, Hispanic/Latino(a) and Native/Alaskan Native, etc.) were placed into a new category labeled "Two or More Ethnicities." Results from recoding are presented in Table 4, along with Ogden City census data for comparison (U.S. Census Bureau, 2010 Census).

Re-coded Race/Ethnicity		
	Ogden Sample	U.S. Census (Ogden City)
Native/Alaskan Native only	0.9%	1.4%
Asian-American only	0.7%	1.2%
Black/African American only	1.6%	2.2%
Native Hawaiian/ Other Pacific Islander only	0.7%	0.3%
White American only	63.7%	63.5%
Hispanic/Latino only	17.9%	30.1%
Two or More Ethnicities	6.8%	3.7%

Table 4

In order to analyze any possible differences in the survey responses, a more inclusive variable was created (due to small sample sizes of certain races/ethnicities). The variable was labeled *Ethnic Minority* and included all ethnic minorities (i.e. Native Hawaiian/Other Pacific Islander, Asian-American, Native/Alaskan Native, Black/African-American, Hispanic/Latino(a) & Two or More Ethnicities). Individuals that only selected White-American were labeled as *White*. The resulting sample included 63.7% of respondents in the *White* category while the remaining were categorized as *Ethnic Minority*.

We then asked respondents to indicate whether they, or anyone in their household, had a disability. Findings are presented in Table 5. A total of 411 respondents answered the question and 18% said "Yes". We provide further analysis of challenges faced by respondents with disabilities in the section on recreation programs.

Households with Disabilities		
Do you and/or a member of your household have a disability?	Percent of Respondents	Number
Yes	18%	74
No	82%	337

Table 5

Respondents were asked how long they have lived in Ogden City, results are presented in Table 6. The majority (36.6%) have been residents for over 20 years. The second highest percentage has been in Ogden 1-5 years (23.6%). The median number of years that respondents reported living in Ogden was between 11 and 20.

Length of Residency		
How long have you lived in Ogden City?	Percent of Respondents	Number
Less than 6 months	3.1%	13
6 months to a year	1.9%	8
1-5 years	23.6%	98
6-10 years	17.1%	71
11-20 years	17.6%	73
More than 20 years	36.6%	152

Table 6

The next survey question asked whether respondents owned or rented their residence, results are presented in Table 7. The majority reported owning their homes (66.3%).

Respondent Tenure		
Do you rent or own your home?	Percent of Respondents	Number
Rent	33.7%	138
Own	66.3%	272

Table 7

Next, respondents were asked to select their approximate total income for 2016. A summary of the findings are presented in Table 8. \$28,000 - \$50,000 was both the median income range and the highest reported (30%) income range. Less than \$28,000 is the next most reported income (27.4%). While the lowest percentage of respondents (4.9%) estimated their total income to be over \$109,000. A total of 387 respondents disclosed their income; around 12 percent of respondents withheld this information.

Household Income		
How much do you anticipate your household's income will be for 2016?	Percent of Respondents	Number
Less than \$28,000	27.4%	108
\$28,000-\$50,000	30%	116
\$50,000-\$73,000	22%	85
\$73,000-\$109,000	15.8%	61
More than \$109,000	4.9%	19

Table 8

## Survey Results

The survey was divided into different sections. The first section included park usage, both inside and outside of Ogden City (*Ogden City Park Use*). There were various straightforward objectives in this section to determine what percentage of respondents use parks and which parks they use. More importantly perhaps, was to establish what aspects and features of the parks they value and were most likely to use. It was also our goal to examine why respondents choose to visit parks outside of Ogden.

The next general section concerns recreation centers (*Ogden Recreation Facilities*). It posed specific questions about the use of Ogden City's Marshall White Center, but it also asked questions concerning the value of recreation center features. In this section we also included questions on winter recreation, as indoor activities are usually more desired during cold, inclement weather. We also asked respondents where they believed the best location would be for a new recreation center.

The third section of the survey addressed Ogden area trails (*Ogden Trails System*). We wished to see what percentage of respondents are using trails as well as which trails they are using. The manner in which they use trails was also addressed. Just as with the previous two sections, we asked what aspects of the trails system are most valued and what potential improvements they recommend.

The final section addressed recreation and activities (*Ogden Recreational Programs and Activities*). We asked which programs were used and by whom (i.e., youth, adults &/or senior citizens). We asked respondents to indicate whether they participated in programs outside/external to Ogden City. For those that did, we asked them to explain why they did so. Also included in this section were several open-ended response questions inquiring about the programs they would like to see added to those that Ogden City currently provides or programs that they would like to see further developed. Included in this section were questions concerning obstacles and barriers faced by respondents with disabilities.

## Ogden City Park Use

Ogden residents that agreed to participate in the survey were first asked whether they and/or members of their household visit Ogden City parks. The criteria for determining an affirmative or negative response to the question was left up to the respondent. It should be noted that a small number of respondents that indicated they visit Ogden parks seemed to be referring to Ogden area trails/parks that were external to Ogden City but which are proximate to its boundaries, such as the South Ogden City Park near 40<sup>th</sup> and Adams. Results are presented in Figure 1.

***“Do you and/or members of your household visit any parks in Ogden City?”***

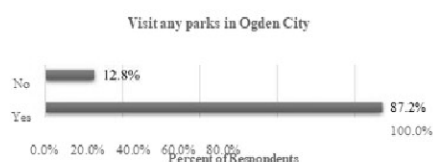


Figure 1

We then asked respondents to identify all the parks they visit. We were able to match parks to the descriptions of most respondents. But, because Ogden City maintains over 40 parks and they go by different names, not all respondents were able to provide the most recognized name or the precise address. For some, it was impossible to reach a conclusion; we excluded this data, but have included all survey responses in Appendix 1 of the report. Figure 2 includes the ten Ogden City Parks which respondents reported visiting most. The majority of respondents reported using Mount Ogden Park (21.4%), then High Adventure Park (12.6%) & Ogden River Parkway (12.6%).

***Which Ogden City parks do you and/or members of your household visit?***

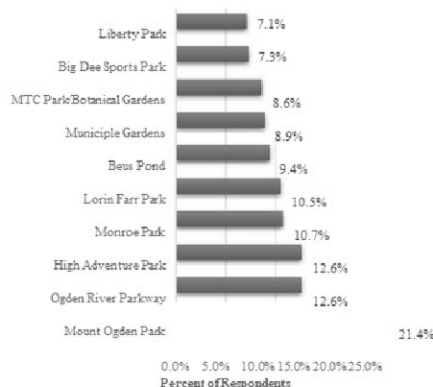


Figure 2

\*MTC Park/Botanical Gardens were combined into one category because respondents' descriptions did not always clearly identify one from the other.



Those who visit Ogden City Parks were asked to indicate how often they visited by marking the selection which best matched them. Results are illustrated in Figure 3. Most respondents fell within the more moderate options. A significant amount said they visit on a weekly basis (37.9%). About 28 percent said that they visited several times per year, while 21 percent indicated that they visit Ogden parks monthly.

*"How often do you and/or members of your household visit Ogden City parks for recreational use/activities which are NOT organized or provided by Ogden City?"*

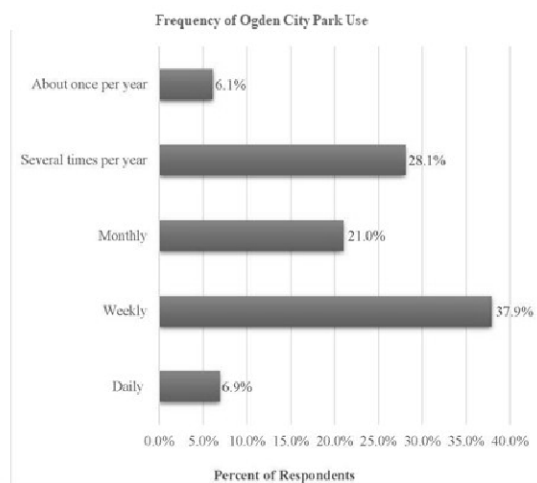


Figure 3

Respondents that said they visit Ogden City parks were then asked *"For which reasons do you and/or members of your household go to Ogden City parks (excluding city-organized programs/activities)? Please mark all that apply."*

The choices provided in the survey were not mutually exclusive, so many made multiple selections. The top four reasons selected were, leisure activities (75.5%) (e.g. sitting on the grass), exercise (58.7%), playgrounds (50.9%) and sheltered picnic areas (35.5%). The fewest number of people said their reasons were for action sports (6.8%) and kayaking (2.9%). Respondents also had the option to write-in any other reasons for using the park; just below 2 percent said they go to walk dogs or pets. Complete results are illustrated in Figure 4.

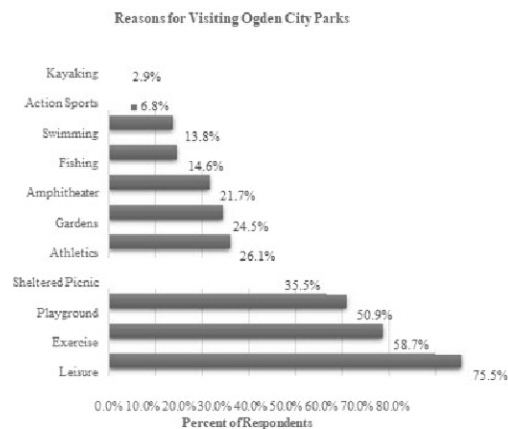


Figure 4

The next survey question was, “Which response best describes why you and/or members of your household choose NOT to visit any, or any additional, Ogden City parks? Please mark all that apply”. Results are presented in Figure 5. Many respondents cited a “lack of time” (34.4%) and/or “the parks they do visit met all of their needs” (32.6%). A perceived lack of safety was cited at just above 12 percent.

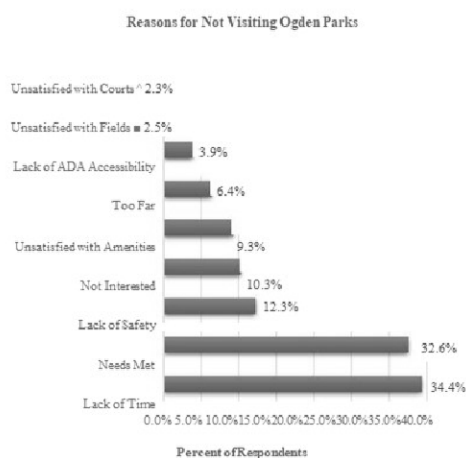


Figure 5

## Park Use outside of Ogden City

To further understand Ogden residents' park use, the survey assessed the use of parks outside of Ogden City. The questions used for this assessment mimic those that were used for *inside* Ogden park use. To begin with, respondents indicated whether or not they did visit parks outside of Ogden, results are in Figure 6.

*“Do you and/or members of your household visit any parks OUTSIDE of Ogden City?”*

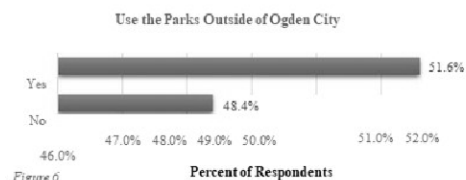


Figure 6

We then asked respondents to identify which parks outside of Ogden they use. Since there were no practical restrictions on the criteria, answers varied quite a bit—often including national and state parks. Figure 7 illustrates the cities where residents reported traveling to use their parks.

***"Which parks do you and/or members of your household visit parks OUTSIDE of Ogden City?"***

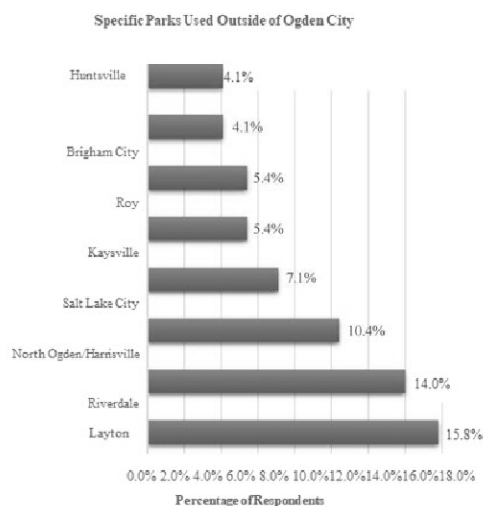


Figure 7

Next respondents were asked to estimate their frequency of park attendance outside of Ogden. A significant percentage of people reported visiting these parks on a monthly basis (33%) and several times per year (34.8%). Complete results are presented in Figure 8.

***"How often do you and/or members of your household visit parks OUTSIDE of Ogden City?"***

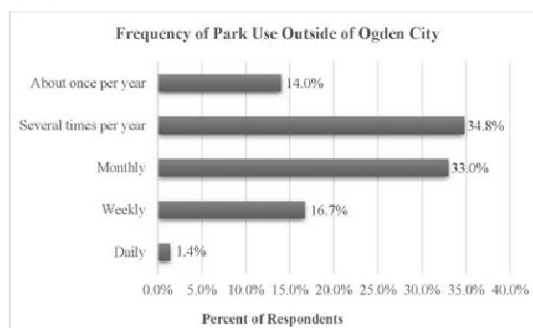


Figure 8

Respondents then indicated their reasons for visiting parks *outside* of Ogden. Results were similar to the findings of *inside* Ogden park in that they most often used parks for leisure purposes (68.6%). Almost half reported using playgrounds (43.5%) and 35 percent for exercise. Other responses that were written in included splash pads (1.6%) and family events (1.1%). Results are presented in Figure 9.

**"In which activities do you and/or members of your household participate at parks OUTSIDE of Ogden City?"**

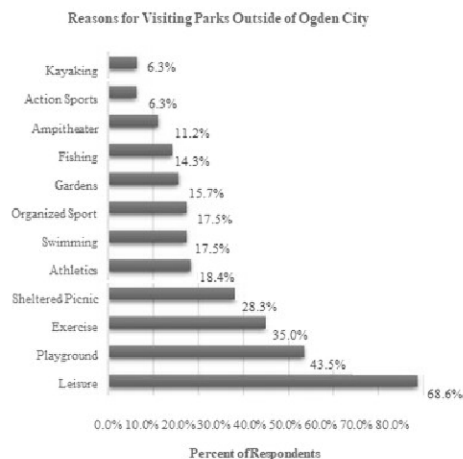


Figure 9

Next, we assessed why residents visited parks *outside* of Ogden instead of within Ogden. Respondents were given a list of options and asked to choose which one(s) best describes the reason for their choice. The two most commonly reported reasons were that they (*outside* Ogden parks) had better amenities (24.3%) and that they were in a safer location (18.4%). Other reasons were written in and includes things like, being close to family or work, it's more convenient, or it is simply a matter of preference. A complete list of the survey choices provided and their corresponding frequency of selection are presented in Figure 10.

**"Which response(s) best describes why you and/or members of your household choose to visit parks OUTSIDE of Ogden City as opposed to inside of Ogden City? Please mark all that apply:**

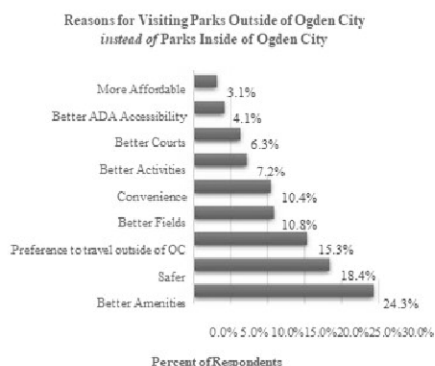


Figure 10

#### Park Values, Features and Satisfaction

Respondents were provided a list of park features (e.g. playgrounds) and asked to rate the importance of each park feature on a scale of 1-7 (1=completely unimportant, 4=neutral, 7=extremely important). The only two features whose average rating was below a 5 were athletic fields ( $M=4.55$ ) and athletic courts ( $M=4.45$ ). Playgrounds ( $M=5.68$ ) were rated as the most important feature of parks. A repeated measures analysis of variance was conducted to determine any significant ratings across the different features and what was found was that athletic fields and athletic courts were significantly lower from all of the rest and not significantly different from each other. Likewise, the remaining four features (i.e. playgrounds, picnic areas, open green grass, and park scenery) were not significantly different from each other. Respondents were also given the opportunity to write in other park features that they value. Among some of the common responses were maintenance, cleanliness, restrooms, safety, walking trails, shade, water access, and splash pads. Complete results are presented in Table 9.

Feature	Mean	Standard Deviation	Number
Athletic Fields	4.55	1.8	324
Athletic Courts	4.45	1.72	312
Playgrounds	5.68	1.79	358
Picnic Areas	5.43	1.62	350
Open, Green Grass	5.54	1.53	346
Park Scenery	5.49	1.63	338

Table 9

After they rated the importance of park features, respondents then expressed their level of satisfaction with the current features of Ogden parks (the same list of options was provided) on the same 1-7 scale. Each feature was rated above neutral (i.e. 4). But they were statistically significantly most satisfied with the amount of open green grass ( $M=5.50$ ) compared to the other features. Just as with the previous question, respondents had the opportunity to write-in an additional park feature to rate; the most common concern was related to restrooms. Results are presented in Table 10.

Feature	Mean	Standard Deviation	Number
Athletic Fields	4.90	1.49	319
Athletic Courts	4.74	1.49	311
Playgrounds	4.93	1.66	357
Picnic Areas	4.96	1.50	343
Open, Green Grass	5.50	1.44	347
Park Scenery	5.09	1.49	341

Table 10

#### Ogden Recreation Facilities

We asked respondents whether they and/or members of their household used the Marshall White Center. The majority said that they did not (78.1%). Figure 11 illustrates these results.

***“Do you and/or members of your household use the Ogden City Recreation Center (Marshall White Center)?”***

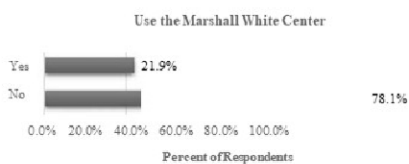


Figure 11

Those who reported “No” provided an explanation of why they do not use the Marshall White Center. The most common response was that they were unaware of what it is or what it offers (38.2%). Respondents cited distance (22.1%) as the second most common explanation and then lack of time (21.5%). Results are illustrated in Figure 12.

***“Why do you and/or members of your household choose NOT to use the Marshall White Center? Please mark all that apply.”***

#### Reasons for not using the Marshall White Center

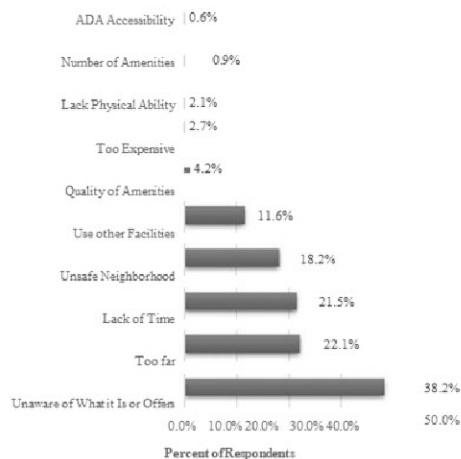


Figure 12

We asked all respondents to identify their top "three most important features of a successful recreation center" from a list provided. A leisure pool (48.4%), exercise equipment (46.6%), and basketball courts (34.7%) were reported the most. Respondents were also given the opportunity to write in other valued features, some of these included safety, cleanliness, and Pickleball. They had also reiterated a desire for aquatic amenities. Complete results are presented in Figure 13.

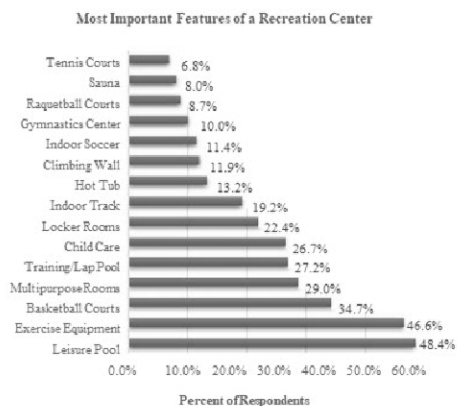


Figure 13

The survey provided five locations in Ogden and asked respondents to select which location they felt would be the ideal location in for a new recreation center. Downtown Ogden was the most frequently selected location (39.4%). A space for written responses was also provided and some of the most common responses were above Harrison Blvd. on the east bench, in a central location where everyone has equal access to it, near 25<sup>th</sup> Street, and around the Junction. Results are presented in Figure 14.

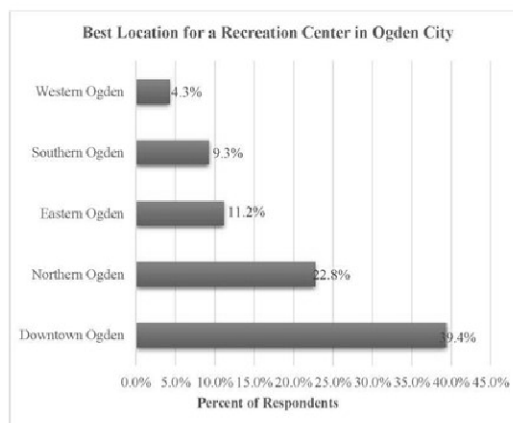


Figure 14

#### Winter Recreation

In Utah, winter represents a pronounced change in the nature of recreation participation. Therefore, inquiries about respondents' recreation participation during winter months were included in the survey. We asked them to indicate their level of agreement with *three* statements, all concerning aspects of winter recreation. Figure 15 presents the results of the level of agreement with, *"During the winter months there are fewer recreational opportunities in Ogden City."* Just under 60 percent reported that (to varying degrees) they agree with the statement.

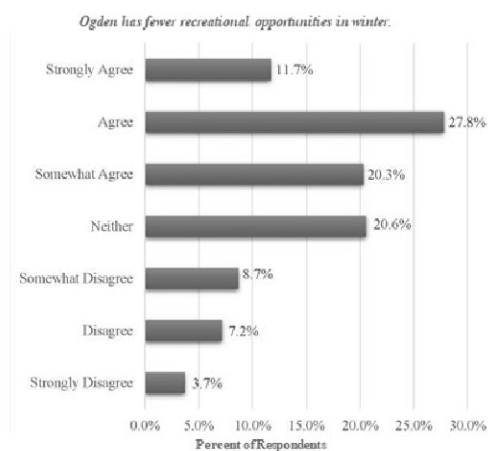


Figure 15. \*Additional descriptive statistics are presented in Table 11.



The next statement in the survey was, "During the winter months there is a lack of affordable opportunities for recreation in Ogden City." More people reported neutral feelings (24.4%) than in the previous statement (20.6%). The majority indicated some varying degree of agreement (54.6%). Results are presented in Figure 16.

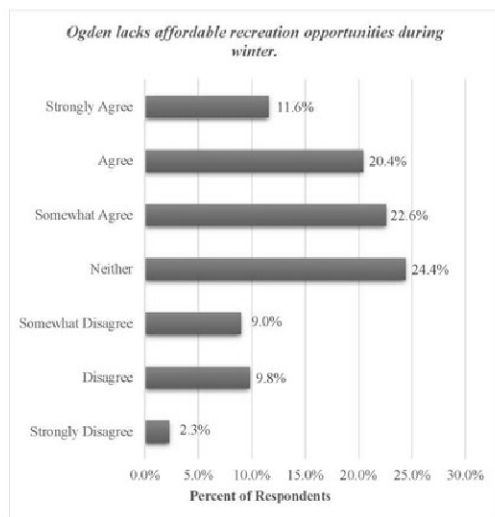


Figure 16. \*Additional descriptive statistics are presented in Table 11.

The final statement was, "My household would benefit from more indoor recreational programs/activities during the winter months." Nearly 70 percent reported varying degrees of agreement. Results are illustrated in Figure 17.

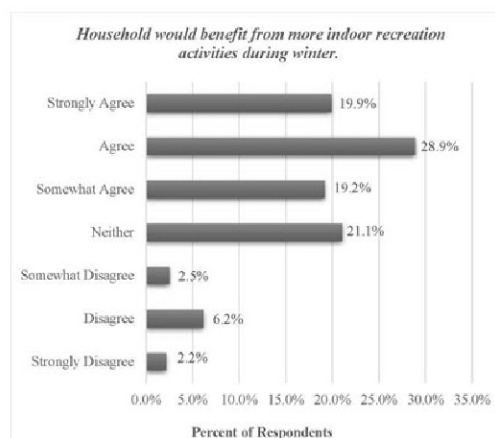


Figure 17. \*Additional descriptive statistics are presented in Table 11.

The survey also had respondents indicate on the 1-7 scale "How important is it to have a park within walking distance from your home (1/2 mile or 10 minutes)? Most indicated that having a park within walking distance was at least somewhat important to them (65.5%) while a significant proportion (20.3%) indicated a neutral opinion. Results are presented in Figure 18.

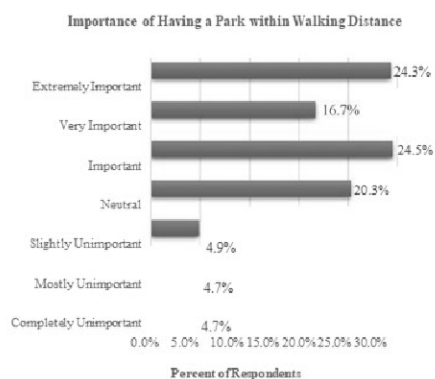


Figure 118. \*Further descriptive statistics are presented in Table 11.

The means and standard deviations for each of the three questions are included below.

Question	M	SD	n
How important is it to have a park within walking distance from your home (.5 mile or 10 minutes)?	5.02	1.65	408
During the winter months there are fewer recreational opportunities in Ogden	4.77	1.58	403
During the winter months there is a lack of affordable opportunities for recreation in Ogden City	4.63	1.54	398
My household would benefit from more indoor recreational programs/activities during the winter months	5.15	1.52	402

Table 11

Further analyses were conducted to determine any ethnic differences in the four previous survey question. Significant differences were found in two questions, where Ethnic Minority respondents agreed more strongly than White respondents. Results are presented in Table 12. In addition, Spearman correlation analyses were conducted and determined that the lower a household's income, the more likely they were to agree that in winter there are fewer recreational opportunities in Ogden City ( $r = -.15, p = .005$ ) and that there is a lack of affordable opportunities for recreation in Ogden City ( $r = -.16, p = .002$ ).

	Ethnic Minority			White		
	M	SD	n	M	SD	n
During the winter months there are fewer recreational opportunities in Ogden.	4.99	1.56	133	4.66	1.58	270
My household would benefit from more indoor recreational programs/activities during the winter months.	5.39	1.5	133	5.03	1.5	269

Table 12

Continuing on in the survey, the next question was open-ended, "If you would like any other/additional recreational opportunities in the winter, what would they be?" Among the most common responses were indoor swimming activities, sledding and ice skating, skiing/snowboarding opportunities, soccer and basketball. Respondents also reported a desire for more general indoor activities and exercise classes. Distribution of these results are presented in Figure 13.

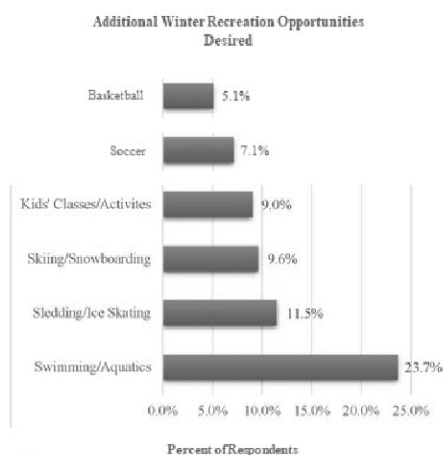


Figure 12

\*Percentages calculated based on number of responses provided (271 responses).

## Ogden Trails System

The next theme covered in the survey was the use of Ogden area trails. A great deal more people reported using Ogden area trails than those who reported not using them as assessed by the following question, "Do you and/or members of your household use trails (paved, concrete, dirt, etc.) in the Ogden area?" Results are illustrated in Figure 13.

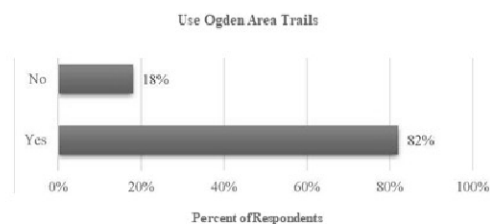


Figure 13

In an open-ended response question, we asked respondents to identify which trails they use. Many did not know the exact name of the trails and could only offer approximations to their location. Sometimes we were able to determine the trails they were referring to, other times we were not. Also, some respondents reported trails that would fall under the more inclusive network of trails of the east bench or Bonneville Shoreline trails; we always included the most specific identifier that was given. When it was unclear to which trail respondents were referring, but clear that it was a part of the Bonneville Shoreline system, we included it in that category. Some responses were too difficult to decipher, but as with all of the survey questions, the verbatim responses are included in the appendix. Figure 14 represents the most frequently used trails, based on responses.

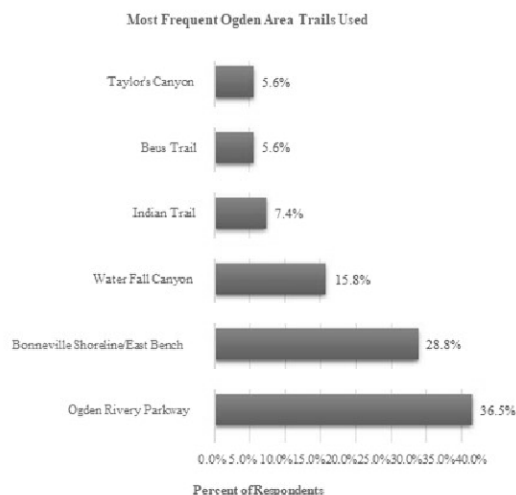


Figure 14

\*Percent calculated based on number of respondents identifying the trails which they use (153 responses).

Those who reported using Ogden area trails were asked how often they used them. The most common responses were on a weekly basis (32.6%), monthly (28.8%), and several times per year (22.9%). Results are illustrated in Figure 16.

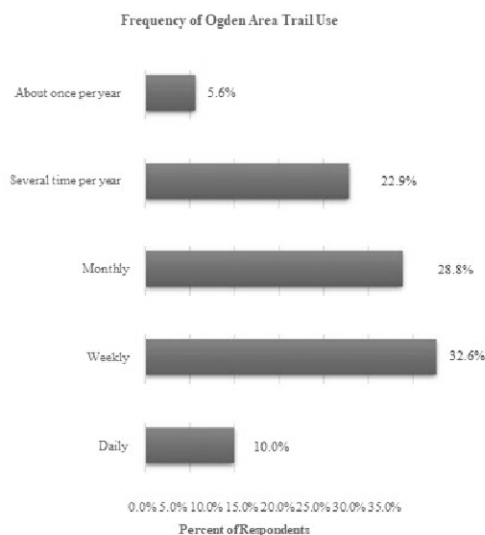
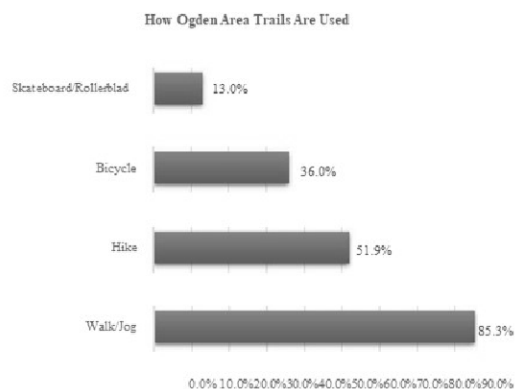


Figure 15

The next question asked, "How do you and/or members of your household use Ogden area trails? Please mark all that apply." The most commonly reported reasons were, for the purpose of walking or jogging (85.3%) and hiking (51.9%). Respondents were given a space to write-in additional activities, here walking dogs was most commonly reported. Results are presented in Figure 17.



Percent of Respondents

Figure 16

\*Percent calculated based on respondents who reported using Ogden area trails.

Figure 18 represents the percentage of respondents' use of a particular type of trail. Nearly identical are dirt trails (74.4%) and paved trails (73.8%).

"Which type of Ogden area trails do you and/or members of your household use? Please mark all that apply."

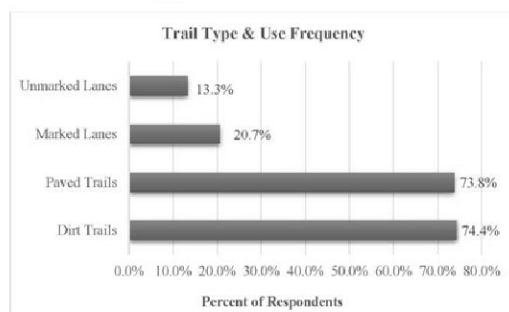


Figure 17

Respondents were then asked, "What improvements should be made to the Ogden area trails system? Please mark up to 4 choices." Figure 19 contains the choices provided and illustrates the results. The most selected choice was restrooms; over half of the respondents indicated that they would like to see improvement in this area. A significant amount also said that they would like to see improved lighting and parking. Respondents also wrote-in other potential areas needing improvement, these responses included improved security and trail safety, garbage cans and trail maintenance, and separate lanes for bikers.

Perceived Improvements Needed for Trails System

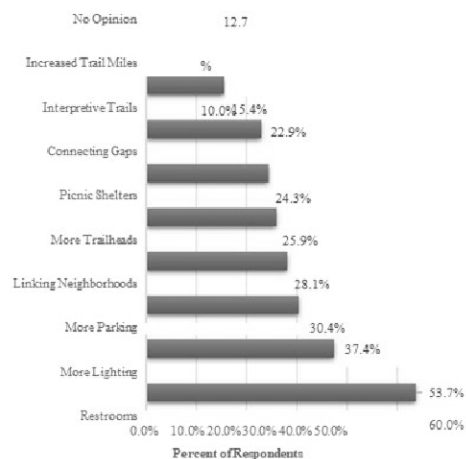


Figure 18

The next trail question, "Would you like to see *more, less, or the same amount* of the following types of trails?" asphalt, dirt, & bike lanes were the "types" provided. All three were reported very similarly with close to half of respondents indicating that they wish to keep the same amount of trails. Complete results are presented in Figure 20.

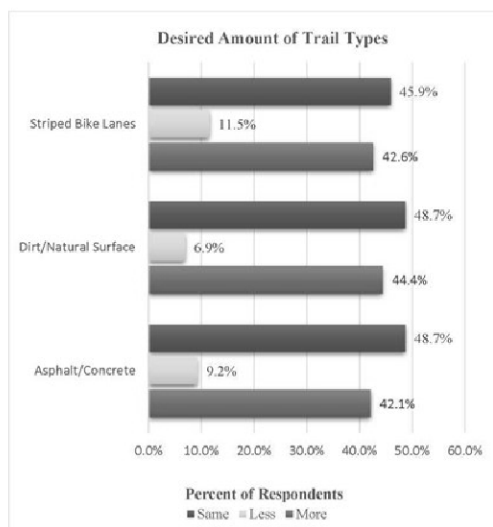


Figure 19

In conclusion of the *trails* section, respondents were asked to rate their overall satisfaction with Ogden area trails on a 1-7 scale (1=extremely dissatisfied, 4=neutral, 7=extremely satisfied). The majority of respondents felt satisfied (76.2%) or at least neutral. Results are presented in Figure 21. In addition, the mean (5.41) and standard deviation (1.1) were calculated indicating general satisfaction.

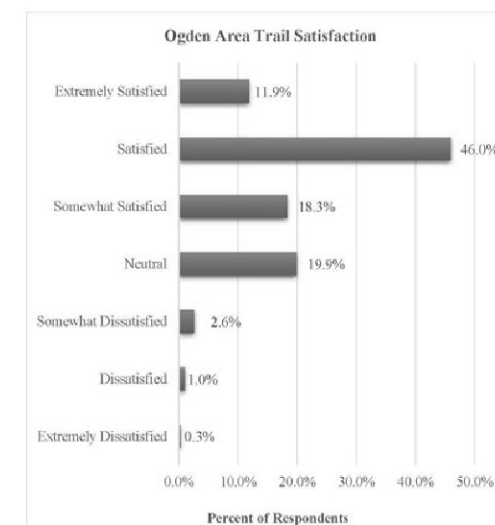


Figure 20

### Ogden Recreational Programs and Activities

In this section, Ogden residents presented information on their use of Ogden's recreational programs. To begin, we asked respondents to indicate whether or not they (or members of their household) participate in any recreational programs organized/provided by Ogden City. Results are illustrated in Figure 22.

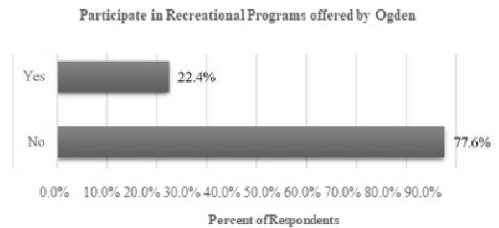


Figure 21

Those that indicated "Yes" were asked which recreational programs they participated in. To reiterate, respondents were asked to answer for members of their household as well as themselves. Therefore, this portion of the survey was divided into three sections: youth, adult and senior citizens. Results for all three sections are presented in Figures 23-25. The two most frequently reported programs in which youth participate in were baseball/softball (39.4%) and soccer (36.2%). Basketball was mistakenly left-out (of the youth section) in the list of choices provided by the survey.

### Youth Participation in Ogden Recreation Programs

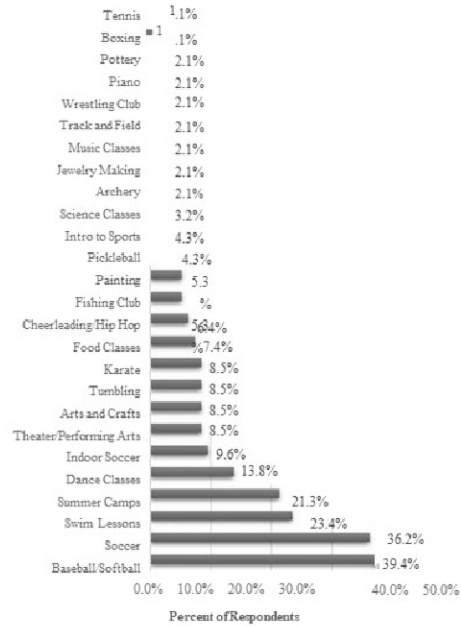


Figure 23



Adults most often reported participating in basketball (21.3%) and softball (18.3%).

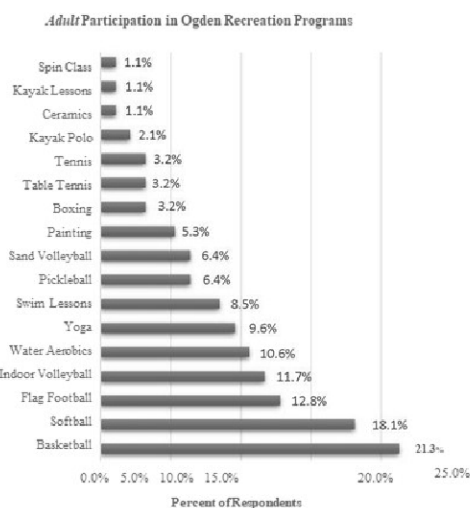


Figure 24

Of the recreational programs offered for senior citizens, respondents most often reported participating in low-impact aerobics (7.4%), Zumba (6.4%), and strength training (5.3%).

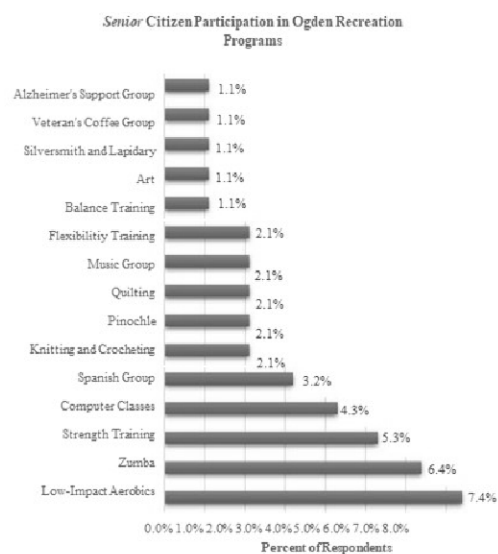


Figure 25

The next survey question assessed respondents' overall satisfaction with Ogden City recreational programs (1=extremely dissatisfied, 4=neutral, 7=extremely satisfied). The highest percentage of respondents indicated that they do not feel strongly one way or the other (43.6%). Only a small percentage expressed dissatisfaction—under 7 percent in total, with only about 1.1 percent reporting extreme dissatisfaction. Overall, residents were neutral with an average rating of 4.81 (SD=1.21). Complete results are presented in Figure 26.

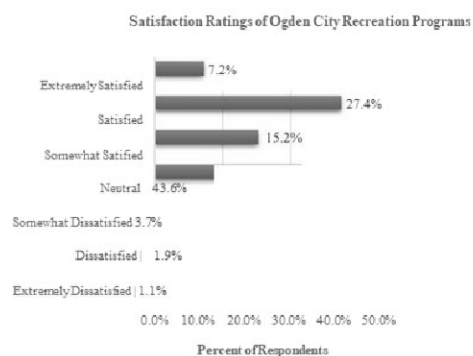


Figure 26

Respondents were asked the following open ended response question, "Please explain why you are satisfied or not with Ogden City Programs." The highest percentage of responses indicated either that they were unaware of the programs offered (18.4%) or that they just don't participate (11.4%). The most common responses are illustrated in Figure 27. For unclear reasons, many of the respondents addressed this question as though it were asking about the trails system; we have excluded these from the graph. All responses, however, are available in Appendix I.

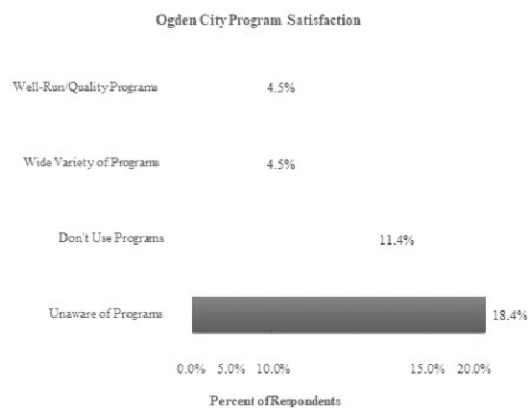


Figure 27

\*Percentage calculated based on number responses from previous question.

The survey contained two additional open-ended response questions Ogden City's recreational programs. The first, asked them to identify any recreational programs they would like Ogden City to offer. Responses varied greatly, which is one of the reasons percentages are fairly low. Some people's responses were "all" or "none." Some wrote-in "free" or "cheap ones." Apart from these, however, respondents most often reported a desire for swimming/aquatic activities (11.2%) and various kids' activities (9.9%). A complete list of the most common responses are presented in Figure 28.

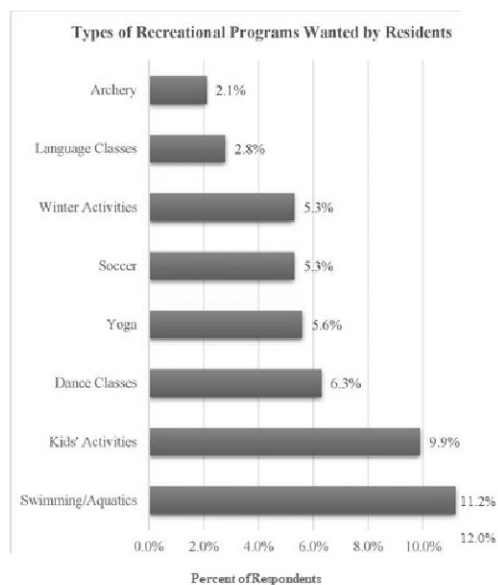


Figure 28

The next open ended question asked, "Which recreational programs currently offered by Ogden City would you or members of your household like to see further developed and improved?" These responses also varied and the most common, pertinent responses are presented in Figure 29. That said, most reported swimming/aquatic activities (13%) as an area they'd like to see improved.

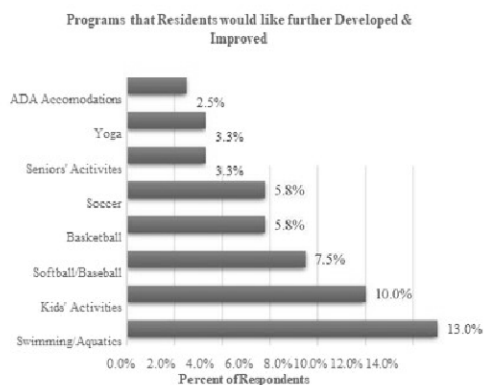


Figure 29

Finally, respondents were asked, "Which response(s) best describes why you and/or members of your household choose NOT to participate in any, or in any additional, Ogden City programs? Please mark all that apply." Nearly half selected a lack of awareness and many also selected that they lack the time to participate (41.1%). Complete results are provided in Figure 30.

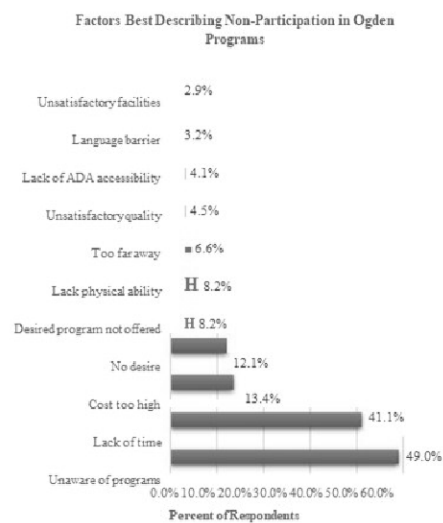


Figure 30

#### Recreation Program Participation Outside of Ogden City

Here we present findings from the survey section on recreation programs and activities in which Ogden residents participate, but which are not organized by Ogden City. To begin, we asked respondents **"Do you and/or members of your household participate in any recreational programs/activities OUTSIDE of Ogden City?"**. Results are presented in Figure 31.

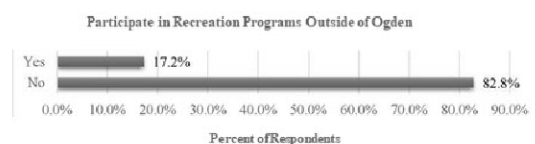


Figure 31

Next, using an open-ended question, we assessed *which* outside programs they or members of their household participated in. Results of the most common responses are presented in Figure 32.

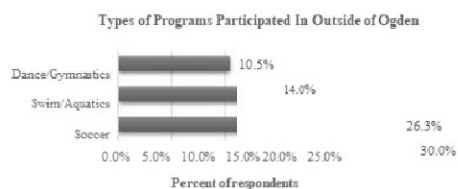


Figure 32

\*Percentages calculated based on respondents answering "Yes" to the previous question (379 responses)

These respondents were also asked, **"Which response(s) best describes why you and/or members of your household choose to participate in programs OUTSIDE of Ogden City? Please mark all that apply."** The most common responses were, better programs (28.1%), unaware of programs (26.8%) and programs not offered (26.8%). Complete results are presented in Figure 33.

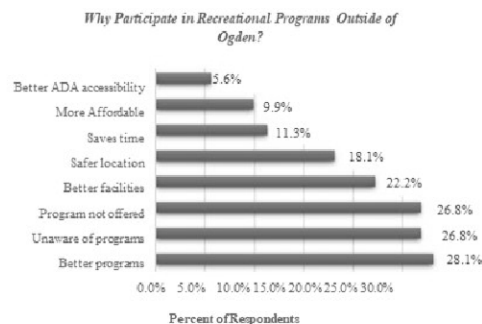


Figure 33

#### Recreation Participation for Individuals with Disabilities

If we refer to the demographic information provided at the beginning of the report, we see that 18 percent of respondents reported either them or someone in their household having a disability. As it concerns participating in recreation, we included in this section an analysis of the two survey questions that inquired further into those barriers faced by individuals with disabilities.

The first question was, “*What are the most common barriers you and/or disabled members of your household face when it comes to participating in recreational activities?*” \* Responses that provided no room for interpretation or where no response was given (i.e. N/A, No response) were coded as such; thus, some categories equal less than 100%.

The most commonly cited barriers reported were related to *structural access* (31%) and *physical abilities* (54%). Less frequently reported barriers included: *Lack of available opportunities* (<2%), *Financial constraints* (<2%) and *Lack of knowledge about inclusive/adaptive recreation opportunities available* (<2%).

Barriers tied to *structural access* included:

- Lack of parking options, specifically for individuals with disabilities (29%)
- Lack of accessible pathways to get to parks/playgrounds/facilities (65%)

Barriers related to *physical abilities* were commonly referred to by the disability itself (i.e. having autism, vision loss, arthritis), suggesting that the disability inhibited recreation participation. For example, one respondent stated, “not having the physical ability to participate.” The most frequently reported types of disabilities that were identified as barriers to participation included:

- Physical Disability (73%)
- Mental Illness (14%)
- Intellectual/Cognitive Disability (13%)

The next question, “*What inclusive and/or adaptive recreation programs, amenities and/or facilities would you like to see offered in Ogden City?*”

\* Responses that provided no room for interpretation or where no response was given (i.e. N/A, No response) were coded as such; thus, some categories equal less than 100%.

Respondents most commonly reported a desire to see *additional facilities* (57%), *adaptive/inclusive-specific programs* (34%), *No response* (6%), and *Transportation* (3%).

The most frequently cited types of facilities desired were:

- Additional paved pathways (25%)
- Indoor aquatic facilities (25%)
- Playgrounds (12%)
- A recreation center (12%)

Less frequently reported types of facilities that respondents would like to see were:

- Basketball courts (6%)
- Additional seating (6%)
- Railings (6%)
- Track (6%)

From a programmatic standpoint, no consistent theme emerged around the type of programming desired, other than a general desire for adaptive/inclusive programming. Specific types of programs mentioned included:

- Tactile activities (for those visually impaired)
- Performing arts
- Team sports for individuals with disabilities
- Outdoor activities for individuals with physical and cognitive disabilities
- Activities for seniors
- Swim programs

Finally, a single comment was made that providing *transportation* was a desired amenity.

#### Valued Parks and Recreation Features

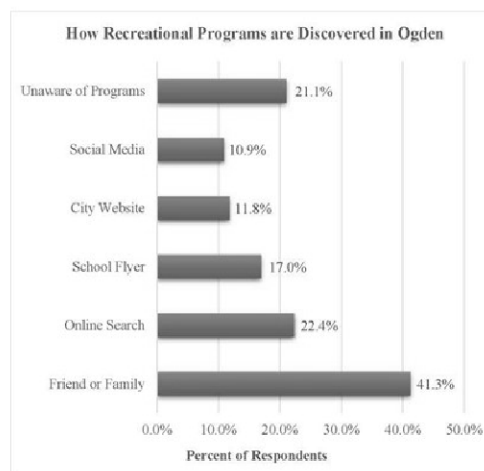
To further assess the features of parks and recreations that area valued by Ogden City residents, we provided various options asking respondents to imagine that they had \$10 to spend on any additional city parks, facilities, trails and/or programs (an "other-please specify" option was included). Respondents were also told that they had the option to disperse the money to one place or divide it up as they saw fit. Respondents' top three priorities (based on the amount of theoretical money spent) were an indoor pool, improving existing parks and playgrounds and a recreation center. Other possibilities mentioned were restrooms, a splash pad, disc golf and archery. Complete results are presented in Figure 34.

Options	Percent of Respondents	M	SD	Median	Total \$ Allocated
Improving Existing Parks & Playgrounds	32.40%	\$5.22	3.2	5	\$338.90
Indoor pool	25.20%	\$4.78	3.1	5	\$430
Recreation center	20.40%	\$4.62	3.3	3	\$379
Athletic courts	14.70%	\$4.63	3.0	4	\$241
Performance Arts Center	16.30%	\$4.40	3.1	3	\$288
Asphalt/Concrete trails	13.60%	\$4.21	3.1	3	\$235.50
Outdoor Pool	13.40%	\$4.10	3.2	3	\$213
Recreation Programs	12.50%	\$3.54	2.9	3	\$176.80
Dirt trails	19%	\$3.82	3.1	3	\$278.50
Developing New parks	14.50%	\$3.99	2.9	3	\$223.30

Figure 34

#### Recreation Awareness and Social Media Use

We asked respondents, "Of the recreational programs offered by Ogden City about which you have heard, how did you discover them? Please mark all that apply." The majority reported hearing about programs from a friend or family member (41.3%) or through an online search (22.4%). Complete results are in Figure 35.



The next question assessed social media use, “Which social media site or sites do you most often use?” By far the most common was Facebook (64.6%). Complete results are presented in Figure 36.

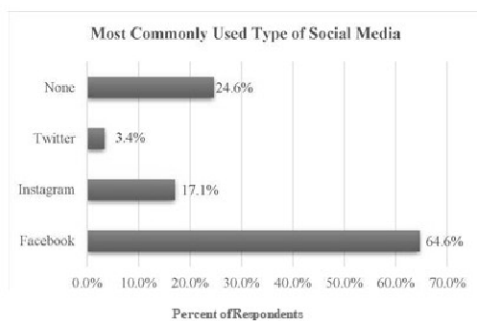


Figure 36

#### Further Comments and Suggestions

Finally, we asked respondents to add any comments or suggestions about Ogden City parks, facilities, programs or trails. The most common themes are presented in Figure 37. A number of encouraging comments—along with all other comments—can be found in the Appendix I.

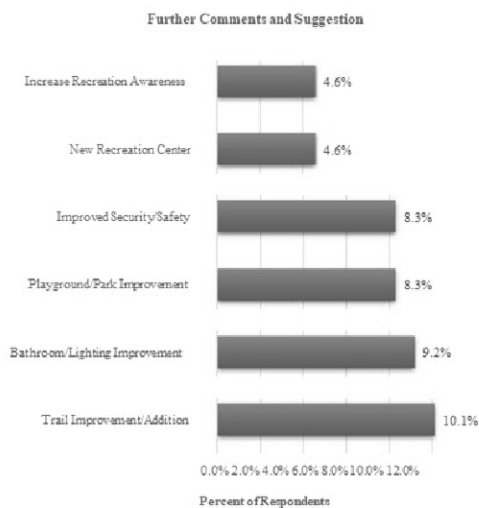


Figure 37  
A total of 121 respondents had additional suggestions.



## APPENDIX B

### Scoping Meeting Comments

#### OGDEN CITY PARKS, RECREATION AND TRAILS MASTER PLAN SCOPING MEETING COMMENTS

**Meeting #1, Monday, September 26, 2016, 6:00 p.m. (Ben Lomond HS)**

**Meeting #2, Thursday, September 29, 2016, 6:00 p.m. (Ogden HS)**

**Meeting #3, Monday, October 3, 2016, Following the Parents Meeting for Jr. Jazz  
(Marshall White Center)**

- A total of 21 people signed in at the two scoping meetings on Monday & Thursday nights (although more than 21 people attended); On the night of the Jr Jazz Meeting, attendees were encouraged to talk the consultant team and share their thoughts following the meeting (no official sign-in was completed).
- A total of 2 comment forms were filled out and left with the planning team at the meetings.
- 1 person submitted comments via the project website.

#### LIST OF COMMENTS

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From the Ben Lomond A.D.:

- Facilities for HS are available for public use. New football field is locked down because it's nice/want it protected
- Parks – Lives in South Ogden; Uses parks/rec facilities there
- South Ogden model of using the Jr High is good

Wild Cats Youth Football:

- Use school fields for practices. Works well, especially new sports complex. Age 7-7<sup>th</sup> grade – feeder program. 180 kids typical/7 teams.
- Some kids should be participating but aren't; there should be many more participants (this is a problem with many sports and programs). Might be economic, but City helps with getting word out.

Challenge: Socioeconomic differences

- East side: They go elsewhere...not enough program money in Ogden to compete. Perception: Not enough resources, despite nice facilities (i.e. 4<sup>th</sup> Street Ballpark). They have ideas and when they aren't met, they bail.
- Conversely, west sideers can't afford and can't participate...#s dwindle.
- Most of the low-income households in the County are in Ogden.
- Lack of transportation prevents/limits participation. (This is a huge deal.)
- Sports specialization is happening earlier (tournaments, etc.)
- Costs too much
- Future is comp leagues/will limit participation
- Lots of comp use injuries from early specialization
- Makes it so teams are dysfunctional/not enough kids know sports well enough to put team together
- Kids need to work/have jobs—Work conflicts with recreation/sports options/opportunities
- Need to recognize difference between recreation, educational, competitive programs. First sports interested, then specialization. How do you make a new sport comfortable? Let them explore early...
- Responsive programs:
- Take participants to schools. Partnering program.
- Lacrosse is being forward-thinking/not playing year-round, training coaches, etc. It's the exception.
- Specialization is in its infancy here compared to nation, though
- As a community, reach out to elementary age kids, teach them different sports, etc.
- Develop sports as an alternative to gaming (gaming takes as much time to learn as a real sport). How do you sell the 'real' sports to compete with gaming?
- Specialization – Sets HS's behind. Can't compete (Taylorsville baseball experience—won't play against them)
- Edd Bridge mentioned that Ogden City is forming a Competitive Youth Sports Board, so they can establish a link with a good feeder team (comp).; Sees this as a good option/solution.
- When did the downslide performance begin happening? Tracks lack of home support to socio/economic downturn in Ogden; Ben Lomond has about a 75% poverty level
- School system facilities are fine. Improvements have been/are funded.
- Need sports specialists in grade school, but they have no budgets.
- Sports are just as important as other programs/specialties at early ages.
- Weber State has a Human Health and Performance department—Potentially could link this program with elementary schools?!
- Need creative ways to get kids involved.
- GOAL Foundation—Use sports for economic enhancement (The GOAL Foundation organizes the Ogden Marathon which brings in \$ to the community)
- Is there a way to leverage schools to help accomplish 'improving the human condition' goals (sports/education connection)?
- Ogden High – 2<sup>nd</sup> ranked in mountain biking; Lifetime sports such as golf, tennis, archery, etc. should also be looked at/encouraged
- Skills development like they do in Europe (soccer) and in lacrosse (e.g. Make skills development fun).
- Look at other models/ideas—e.g. Using elderly for reading development. Sports could use the same model/use elderly as 'team moms'

- Likes the River Parkway...how it is interconnected to parks. Would like to see it continue to the north and south.
- Need more gyms—public places to practice (outside of schools/private) e.g. For basketball practice
- There is a potential opportunity in Fort Buenaventura—Add more recreation and upgrade/beautify; Make it a central city open space (like they've done in the Esther Simplot Park in Boise); Tie it into the Historic 25<sup>th</sup> Street area; Utilize the Weber River connection
- Branch off River Parkway onto other great bike trails (like the one on Grant Avenue)
- Maintenance of parks needs to be improved (lots of garbage; need better education/signage to remind people to clean up after themselves); Better police presence/monitoring of the parks would also be helpful
- Bathrooms in the parks are always locked (except for when the parks are reserved for events)
- Water use—Too much water is being used (lawns are often a sponge/wet); Would like to see more water-wise design
- Separation/designations for different uses on trails; There are biking and running conflicts
- Would like to see more education taken into open spaces/parks (like occurs in the Botanic Garden); WSU Discover Trail will help with this
- New Rec Center? Ben Lomond pool is poorly designed/doesn't serve the community's needs (can't use for competition)
- Need better facilities; Places for kids to go where there is adult supervision; Need a YMCA-type facility
- Marshall White Rec Center is underutilized; Get it upgraded and cleaned up
- Need more collaboration between schools and the City to get the at-risk youth (through marketing); Cooperation with schools and City regarding rec programs and shared facilities
- 5 p.m. recreation programs are difficult for parents; Bump later into evening or have after school programs that are close to the schools
- Softball—There is a gap in skills when they get into HS; Need more parent and outside involvement and to help build youth programs
- Flag football—Good that they combined with Roy and West Haven, but stops at Jr. High. Could there be a combined team with neighboring areas for Jr High and up?
- Sports-playing kids won't stay in the schools if the sports teams aren't "flying" (e.g. can't get a competitive softball team going)
- Box Elder, Brigham City, Logan—All have competitive softball teams and programs
- Need equality of resources (e.g. batting cages for girls' softball)
- Need to have coaches that do a good job/teach skills
- Need facilities and resources to get good at sports (e.g. place to practice softball in the winter)
- Kids are arriving at HS without sports skills; Can't build a team in a year
- Right now sports fields (HS softball/baseball) are often under water (plans for upgrades are underway)
- There is large rock climbing community here—it would be nice to have affordable public, indoor rock climbing opportunities (city operated; partnering to make private options more affordable)
- Outdoor basketball courts have been taken out—Need them!
- Kids get shipped out of the City—to other cities—to play sports at other schools
- Softball fields are lacking—can't attract people here; Soccer and baseball fields are good
- Better and new dog parks are needed in a more central location

- Likes the High Adventure Park; Need more of those around the City (close enough to ride your bike to)
- Play equipment needs to be upgraded
- More atypical play experiences—ones that go along with Ogden’s outdoor rec theme and provide education opportunities
- Mountain biking at HS is good—Good summer involvement activity; Great volunteers and partnering
- Marketing/communication for sports opportunities (especially for at-risk kids) needs to be improved
- Ogden’s maps online are great—but need better communication about rec programs and community events (e.g. park grand openings), especially through social media; Use utility bill method to get info out to all households?
- There are splash pads in Ogden—Would like a splash pad
- Rec Center in a more central location where people can walk to and feels like a “community” center
- Ogden has a thriving art community (an example is the public art/mural at 25<sup>th</sup> and Monroe); This group of people should be utilized in the development of community spaces. (Look up Ogden’s ‘Nurture the Creative Minds.’)
- Need more tangible park elements (more than just open fields)
- Are the golf courses being utilized? (Does the City need them?)
- Likes the diversity of opportunities here organized sports/teams and the less traditional mountain biking, kayaking, rock climbing)
- Keep open spaces open and free from development
- Rec teams—Individual sign up (adults); Would be helpful if rec team awards were given on final night of program (not afterwards)
- Ogden Canyon trail—Find creative solutions to get a multi-use trail through the canyon; Connect to regional trails
- Better restrooms/handwashing places at parks and trails! Often locked.
- Park in Pleasantville looks like a concrete treehouse (woods park)
- Older parks need upgrading; Play equipment is old and hot—too hot to sit on. Specifically the parks on 2<sup>nd</sup> Street, 4<sup>th</sup> Street, 20<sup>th</sup> and Davinci all have equipment issues
- Each park needs a dog run and its own community garden
- Sidewalks and trails need to connect parks—Eastside connections to BST to Ogden River Corridor
- More swimming pools/upgrade existing; Why no aquatics complex in Ogden?
- Drinking fountains—Need more and need to repair existing
- More basketball/activities in parks; 2<sup>nd</sup> and Monroe Park basketball very well used—need more
- Like more adventure playgrounds, especially on outskirts
- Need more/new skate park (existing isn’t great/is okay)
- More swings at 2<sup>nd</sup> Street Park
- Replace and maintain parks better
- Water park—like in Riverdale—would be great
- More volleyball
- Marshall White needs to be improved and expanded; Not enough of all things
- Need better shade over play areas
- Good trails (likes) in Riverdale Park

- Exercise stations at Big D are good
- High Adventure Park—Kids really like
- Grandview—Run down (goes to South Ogden City Park)
- Need more pavilions at Monroe; Some smaller ones would be good (for times when big events are being held in the large pavilion)
- Rec Center changing rooms/showers need to be upgraded (the whole rec center could use an upgrade)
- Basketball is lacking—Need more police supervision to stop vandalism
- Tennis courts don't get used at Monroe Park
- Please, bathrooms are a priority.
- Soccer fields—Field quality is poor; uneven holes, sloped, unsafe.
- Wasatch Front Regional Council has compiled several walkability surveys for different roadways throughout Utah. Harrison Boulevard in front of Weber State is one of those and it has been attributed dismal ratings. Perhaps a city park that transforms this corridor, with the cooperation of the university, and connects it to Beus pond, would be a good feature of the master plan.

## APPENDIX C

### Focus Interviews and Special Outreach

#### OGDEN CITY PARKS, RECREATION AND TRAILS MASTER PLAN MARSHALL WHITE CENTER PARENTS/YOUTH DISCUSSIONS

**Thursday, November 3, 2016, 6 p.m. at the Marshall White Center**

Discussions were held at the Marshall White Center on the evening of November 3, 2016 with youth who use the facility and parents/adults who use the facility and/or have children who utilize the facility. Discussions with youth and adults were held separately to promote a more candid discussion with the youth. Eight youth, ranging from 5 to 17 years, in age and eight adults took part in total.

The purpose of the meeting was to broaden the public input process, and to reach out to under-represented groups and voices.

#### YOUTH

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##### 15-year old Male:

- At MW Center to lift weights
- Attends Ogden HS
- Hangs out with friends at Monroe Park every day after school
- Has no interest in sports
- Does run and bike around town; When bikes on both delineated and non-delineated routes

##### 7-year old Male:

- At MW Center to take a boxing class
- Likes to basketball and baseball; mostly at recess/doesn't participate in organized sports
- Lives near and uses Lorin Farr Park—Would like to see bigger slides/two levels

17-year old Male:

- At MW Center doing community service work (janitorial)
- A junior at Ogden High School
- Lives nearby the MW Center
- Used parks as a kid; remembers feeling like the parks were “beat up,” but they still played on them
- Feels like the homeless problem makes many of the parks unsafe/undesirable for kids to play in; This is especially true at Marshall White (needs better lighting)
- Played football in Jr High for half of season; quit because he didn’t live close to school (it was hard to get to/from practices)
- Considered playing football in HS, but didn’t have the \$200 and felt like it wouldn’t be worth \$200 dollars if you didn’t get any field time anyway (Said he would have played if the fee was waved)
- Plays basketball (shoots hoops) at the MW Center; Having it be free makes it easy

Group of 4 Kids – 3 Siblings (5-year old girl, 6-year old girl and 8-year old boy) and an 11-year old neighbor

- Live across the street and visit the MW Center and its adjacent park space almost every day; Swim and play basketball at MW Center
- Two sisters play in an organized basketball program through their school (Odyssey Elementary); 11-year old girl plays organized basketball at her school [Ogden Preparatory Academy (OPA)]— Practices are at school every day and games are in the evening
- Need equipment for older kids (8-year old boy feels like the equipment is too little kiddish)
- Would like to have swings and monkey bars and a pole at the MW playground
- Would like to have more cameras (11-year-old; she knew where they were) so there would be less vandalism/the play equipment wouldn’t be so beat up

13-year old Male:

- In 8<sup>th</sup> grade at Highland Jr. High
- At the MW Center playing for indoor soccer practice; Plays on a comp team (UYSA) which practices at the MW Center 2-3x week; During the warmer months soccer practice is at Mt. Lewis Park (located near his house) and the games are played at the Weber County Complex
- Is planning on trying out for the soccer team at school; played last year and is confident that he will make it on the team this year; Plans on playing soccer on the Ben Lomond HS team
- Also plays basketball with friends at 2<sup>nd</sup> Street Park (Bonneville Park) on Fridays afterschool; Would like better lighting so they could play longer, especially during the fall
- Feels like the parks need better grass; In general, feels like the grass at the parks is hard, dry and uneven

## PARENTS

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### Recreation Center/Marshall White Center:

- There was general support for a “recreation super center”, although it was stressed that there was concern whether the community could afford such a facility.
- It was felt that participation and use of the Marshall White Center was less than it could be, which in part had to do with people not knowing what was offered or available.
- One participant noted that sports are important for introducing important life skill to youth, and can be confidence builders as well.
- One participant noted that he used the center as a youth, and was now using it as an adult as well as introducing his son to the facility. He noted that there are no other public options available.
- It was stressed that the city needs to be more proactive advertising what is available.
- One participant noted that her 18-year old daughter was introduced to the MW Center as part of Head Start, which helped her achieve her goal to attend Weber State University.
- The Marshall White Center is old, and needs a facelift at least.
- Marshall White has a very good boxing program for beginners.
- The price for classes and use of Marshall White Center is very reasonable, which helps lower income families.
- Particularly like the Marshall White summer programs for kids.
- A single-mother is worried about what her 12-year old daughter does after school, and thinks the MW Center helps keep her out of trouble. It is a bit of a safe-haven. The daughter loves to be outside, and it would be helpful if there were more outdoor opportunities for girls like her daughter, she is less sports-driven and just wants a place to hang out and take part in fun activities.
- Would like to have a “book exchange” program at the center, in the parks and in other city locations, where people can trade books freely. This would put limited resources to better use.

### Parks:

- It was generally agreed that local parks are important for daily use and access, and that other recreational facilities such as ball fields they can drive to.
- There is a lot to do outside, including golf, skiing, biking and trails.
- The parks are generally good, although the bathrooms need to be open on a regular basis (they are usually locked).
- Park restrooms also need to be upgraded and improved, with better upkeep and patrolling to address the transient issue.
- Thinks that “Pokemon GO” was good for bringing people together in a common play process, and would like to see similar efforts in the future. Thinks there is a great need for parks to provide opportunities to meet and interact with other people, to develop friendships and come together as a community.
- Need a wider range of things to do in the parks, rather than just active sports. There is a need and desire to socialize, to “fill in the gaps” while waiting for children to play games, etc.
- Also a need to “fill the physical gaps” where no parks are found, with community gardens, small mini-parks and the re-use of vacant lots.



- 4<sup>th</sup> Street Park – there was general consensus that it is good, because there is so much to do and take part in: active sports, open play. It was felt that other parks could be improved in a similar manner.

**Ogden Is Unique:**

- Ogden is a smorgasbord of different people, and there should be a range of parks and recreation opportunities to meet the needs of everyone. If this is achieved, it would be a complete city.
- Better PR and outreach is required to make sure citizens are aware of what is going on. Use Facebook, social media, street banners, etc. to get the word out.
- Would like a “Green Bike” program like the one SLC.
- Not enough parks on the north end of the city (from North Street to the north city boundary).
- A special summer shuttle should be considered to help kids get from the Marshall White Center to the various parks and open spaces.
- There should be a greater range of events and activities, including cultural and arts programs (at MW Center and in the parks), as well as educational activities such as astronomical evening events, kid’s science programs in parks, etc.

## APPENDIX D

### Tools for Acquiring Open Space

The following are options for acquiring Open Space in perpetuity, which could help broaden and enrich the Ogden open space system while meeting acquisition goals contained in Chapter 10 of the *Ogden City General Plan (2010)*.

#### 1. Open Space Design Standards/Clustered Development

Open Space Design Standards (OSDS) can be used to preserve agricultural land, wildlife habitat, and open spaces while allowing an equal or higher level of development on a smaller area of land. OSDS's may establish and dictate sites to be preserved such as sensitive lands, farmlands, stream corridors, rural road buffers, view corridors and other open space identified by the community as important. OSDS's generally require the "clustering" of development as part of Conservation Subdivisions, helping to preserve open space and protect property rights.

OSDS's allow development to be "clustered" onto a portion of the site. The remaining property is preserved as open space through a conservation easement. Open space preservation in new development areas can be encouraged through incentives, such as allowing full density with clustering or reduced density without clustering.

These mechanisms are not considered a "taking" because there is still reasonable and beneficial use of the property. They do not regulate density per se, just the pattern of development. To encourage and facilitate Conservation Subdivision development, it is important to: 1) treat cluster developments equally with conventional subdivisions in the development review process; 2) favor clustering in special areas; and 3) encourage cluster development as a standard specifically for the preservation of open space. As a rule, OSDS's are part of an overlay or special district. As described below, Open Space Design Standards have several advantages over other means of preserving open space.

- They do not require public expenditure of funds such as for the purchase of property;
- They do not depend on landowner charity or benevolence such as in land or easement donations;
- They do not need a high-end market to be affordable;
- They do not involve complicated regulations for transfer of development rights; and
- They do not depend on cooperation between two or more adjoining property owners.

Open Space Design Standards and Clustered Development can simulate a transfer of development right process (see TDR discussion later in this section) by allowing the transfer of development density between non-adjacent parcels.

Most cluster subdivision ordinances specify that multiple parcels may participate in a clustered development provided the parcels are adjacent to each other. This allows the transfer of density from one or more parcels onto a single parcel, or portion of a single parcel. Similarly, non-adjacent parcels could be allowed to combine density and transfer it onto a concentrated site where services such as sewer and culinary water may be available. This technique allows land owners to seek development

partnerships that may not otherwise be available between adjacent owners, and may encourage the free market to preserve more continuous greenbelts of open space, and concentrate development of new homes and businesses into a more compact growth pattern. The advantages of this development pattern include reduced costs to service growth, greater opportunities for farming or wildlife habitat activities, and larger, more continuous open space areas.

## 2. Zoning and Development Restrictions: Sensitive Lands Overlay Example

This tool requires additional regulation on underlying zoning districts, with special restrictions on unique resources, hazards or sensitive lands. However, a Sensitive Lands Overlay does not provide for complete control of the land. Such overlays might be applied over core habitats, grazing land, stream and river corridors, and other sensitive lands described in a corresponding Sensitive Lands Overlay Zone. Specific measures are then created to protect these areas. Within each category of protected land, specific regulations can be devised to treat specific density, open space, site design and building design requirements.

## 3. Fee Simple Title (Outright Purchase)

Desirable open space properties (recreational or agricultural) may be purchased and held by a responsible agency or organization for that purpose. Because of the potential for a very high cost of acquisition, fee simple acquisition should be reserved for highly important, critical parcels for which no other strategy can feasibly be used. Although fee simple title or out-right purchase can be the most expensive option, there are other opportunities that are available to help recover some of the initial investment.

## 4. Purchase and Sellback or Leaseback

Purchase and Sellback enables a government agency to purchase a piece of land along with all the rights inherent in full ownership, and then sell the same piece of land without certain development rights, depending on the preservation objective related to that parcel of land. The restrictions placed on development can range from no development to requiring clustered development. Purchase and Leaseback is similar, although instead of selling the land, the agency leases it with restrictions in place. In this manner the agency can recoup some of its investment in the form of rent.

## 5. Conservation Easements

Conservation Easements have gained favor and popularity with property owners and preservation groups alike in recent years. These easements remove the right to develop from the usual bundle of property rights. Separation of development rights is accomplished in three ways:

**Donations:** The property owner willingly donates the development value of the property to a land trust or other organization, and agrees that the property will never be developed. Tax incentives are available for such donations.

**Purchases:** The property owner sells the right to develop the property to a land trust or other organization, which agrees that the property will never be developed.

**Transfers:** The property owner transfers or trades the value of the right to develop the property to another entity, which may use that right on another property agreed upon by the jurisdiction administering the trade.

Conservation Agreements prevent alterations to a designated piece of land. Most land uses are prohibited, although certain uses such as farming, nature conservation, passive recreation and other “open space” uses may be allowed. Of the three methods (donations, purchases and transfers), transfers are the most complicated.

The conservation easement “runs” with the land and is recorded with the deed. Typically, the easement is granted to a land trust, land conservancy, or a government entity. The easement is typically agreed upon with the property owner who retains ownership of the property, but gives up the right (by selling, donating, or trading) to develop it or to use it in ways that are incompatible with the open space goal. The entity receiving the development rights agrees to hold the development rights in order to maintain the area as open space. Often there are IRS tax advantages to the benefactor for the value of the donated development rights.

## 6. Land Banking

Local governments have used this option only rarely as a means for preserving land, primarily due to its often-prohibitive costs. This tool involves the purchase of land and holding it for possible future development. Often the land is purchased and leased back to the original owners to continue its immediate use, such as agricultural production. Agencies interested in this option should have the ability to purchase and condemn land, to hold and lease land, and to obtain debt financing for its purchase.

## 7. Transfer of Development Rights (TDRs)

This is a type of zoning control that allows owners of property zoned for low-density development or conservation uses to sell development rights to other property owners. For example, suppose two adjacent landowners, A and B, are each allowed to build a three-story office building on their own property. Using TDRs, landowner A could sell his development rights to landowner B, allowing B to build six stories high if A leaves his land. This is a market-based tool, thus there must be sufficient demand for increased density for it to work. The goal of a TDR strategy is to maintain fairness between landowners, while allowing a governing authority to manage land use and preserve sensitive lands.

## APPENDIX E

### Summary of Park and Recreation Needs & Ideas Based on the Community Plans

- Use parks to preserve (or better express) the unique character of the Community.
- Increase the number of street trees and improve sidewalk conditions (fill in gaps, repair existing sidewalks, add curb cuts for greater accessibility, etc.).
- Look for opportunities to activate/enliven underutilized areas through new uses (e.g. community gardens).
- Add trailheads—and signage—to connect neighborhoods to the Ogden River and Bonneville Shoreline Trail Systems.
- Expand/acquire more open space.
- Create a community activity/recreation centers using cooperative methods, like partnering with the School District to create shared recreation facilities (as they have in Cache County—e.g. Smithfield Rec Center shares facilities with Skyview High and Logan Rec Center with Logan High) or utilize school-owned green space.
- Increase safety in parks by: 1) Adding lighting; 2) Implementing neighborhood watch programs; 3) Increasing community involvement (neighborhood park maintenance program) to build a sense of ownership; 4) Increasing police presence; 5) Watering after peak evening park use to discourage vandalism (and conserve water).
- Use canals to connect to parks and open space within the communities.
- Utilize school grounds and integrate them into the open space/park system within each community.
- Improve park conditions/improve amenities by: 1) Creating welcome, focal or other unique features in each park (e.g. urban woods area or central community area); 2) Upgrading amenities that are in poor conditions (restrooms,); 3) Providing better access to restrooms.
- Develop urban trail systems that are visually distinct (signs, public art, monuments, plantings, banners, etc.) from the regular sidewalk system.

**See Ogden City General Plan for Details**

[http://www.ogdencity.com/community/community\\_planning.aspx](http://www.ogdencity.com/community/community_planning.aspx)

## APPENDIX F

# Summary of Ogden CHAMPS Report and Competitive Youth Sports Ordinance

### OGDEN CHAMPS REPORT SUMMARY

CHAMPS (“**C**hampioning **H**igh **A**chievement and **M**easurable **P**erformance in **S**ports”) was founded by a group of Ogden residents in Spring 2015 to assess why Ogden’s primary high schools, Ogden High School (OHS) and Ben Lomond High School (BLHS), are two of five 2A+ high schools in the State that have a winning percentage of less than 30%. \* Not long after its formation, members from the school board joined the CHAMPS committee.

To complete this assessment, CHAMPS requested materials for Ogden School District and the District Athletic Office; held interviews with the District superintendent, principals, athletic directors, student athletes, non-student athletes, counselors, facilities managers & custodians, and the athletic trainer administrator; and created and sent out surveys to parents and teachers within the District. Eight themes emerged from the assessment:

1. Athletics Vision/Plan – There is a need for a clear, actionable vision and strategic plan that identifies issues and provides ways to monitor and measure successes.
2. Improved Communication – Communication within the District (between the District Athletic office, individual School Athletic Directors, and coaches) needs to be improved, as well as between the District and the larger community
3. Resources – Existing resources and facilities need to be clarified and more closely tracked to maximize existing budgets and improve athletic facilities; Ways to address the socioeconomic issues that impact athletic participation need further investigation
4. Leadership – Roles and responsibilities for athletic directors, coaches, etc. need to be clarified/defined
5. Integration from Youth to Junior High to High School Programs – A better understanding of why students are not participating in sports during their Junior High years needs to be developed. Policies and partnerships need to be created to fill the gap.
6. Coaching Issues – The high turnover, insufficient experience, and lack of support for coaching in the teaching culture needs to be addressed.
7. Eligibility – A consistent, district-wide policy for when students are eligible/ineligible to participate in sports needs to be created.
8. School Spirit and Fan Support – Support of athletics within the entire student body and the larger community needs to be fostered.

The assessment specifically identified ways in which the School District could work more collaboratively with the City Recreation department to help improve sports performance within the school system and larger community. They are as follows:

## Athletics Vision/Plan

- Create an Ogden School District Strategic Plan that includes collaboration with Ogden City Recreation. Involve Ogden City Recreation in the assessment of the athletic program.
- Create a District Athletics Advisory Council that works with the District Athletic Director and includes representation from Ogden City Recreation.
- Strengthen the relationship with Ogden City Recreation to facilitate exposure to sports at the “youth” level.
- Determine the District’s role in the Ogden City Parks and Recreation Master Plan.

## Communication

- To make students/athletes more aware of sports opportunities, improve communication between District AD and head coaches regarding Ogden City Recreation clinics, camps, team sign-ups.

## Integration from Youth to Junior High to High School Programs

- When determining what is causing the “bottle neck” (lower numbers of youth playing sports during their junior high years), work with Ogden City Recreation to determine what sports they could provide to maximize.
- Create a better relationship between head coaches and Ogden City recreation department; specifically focus on how the recreation and competitive programs interface with junior high and high school sports programs.
- Explore ways to better utilize and share existing District and City resources (e.g. athletic facilities)
- District Athletic Director should collaborate and coordinate with Ogden City Recreation Director to increase exposure to youth sports as well as to be involved with the City’s Parks and Recreation Master Plan and Competitive Sports Board.
- Partner with the City for funding and to discuss options for obtaining financial assistance to replace dilapidated facilities.
- Facilitate advertisement of Ogden City Recreation sports programs and camps.

\*The winning percentage is a measurement of only combined mainstream team sports—football, boys/girls basketball, volleyball, boys/girls soccer, baseball and softball.

## COMPETITIVE YOUTH SPORTS BOARD ORDINANCE

An ordinance supporting the creation of Ogden City Competitive Sports Board was recently adopted and became effective June 28, 2016. The purpose of the Board is to “foster an environment where competitive youth athletics can thrive and become an integral part of the youth recreational opportunities in Ogden City and to facilitate the transition of interested youth athletes from recreational level to competitive level athletics.”

The Board is to consist of 9-15 members, appointed by the Mayor with input from the City Council, and who represent the Ogden City Recreation Division, specific sports, the Ogden City Parks and Recreation Advisory Committee, Ogden School District, Weber School District, business interests, fundraising interests, athletic equipment safety interests, and citizens (Ogden City and beyond). The Ogden City Recreation Manager will serve as an ex officio member of the board.

As stated in Ogden City Ordinance No. 2016-33, the purpose of the Board is to:

- Provide opportunities for Ogden City youth to participate in competitive athletics at an affordable level;
- Prepare Ogden City youth for competitive athletics at the junior high and high school levels;
- Facilitate the transition of interested athletes from recreation level to competitive level athletics;
- Educate, recruit, promote and manage athletes and coaches who desire to participate in competitive youth athletics.
- Coordinate efforts of Ogden City recreation, Ogden City School District, Weber State University and vested members of the Ogden City community with respect to competitive youth athletics;
- Promote competitive youth athletics and increase public awareness of the benefits of competitive youth athletics;
- Apply for grants and conduct fundraising to support its activities;
- Establish such standing committees comprised of board members and non-board members as deemed necessary for the performance of its duties;
- Submit in writing to the mayor and city council an annual report of its activities during the preceding year, together with any recommendations for the subsequent year.