

City of Orem Parks, Recreation, Trails and Open Space Master Plan



Adopted
June 27, 2017

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1 Introduction

The ***City of Orem Parks, Recreation, Trails and Open Space Master Plan (2016-2026)*** builds upon previous studies and plans, including the *City of Orem General Plan 2011* and the *Bicycle and Pedestrian Plan 2010*. The plan provides a comprehensive needs analysis and direction for the effective and equitable planning for parks, recreation and trails development during the 10-year planning horizon and beyond.

The plan addresses existing conditions, priorities, levels of service and other considerations of a comprehensive parks, recreation and trail system. The plan also analyzes and assesses the full range of facilities required to meet future needs, and presents goals, objectives and policies that reflect the City's commitment to improving the quality of life for residents.

The *City of Orem Parks, Recreation, Trails and Open Space Master Plan (2016-2026)* is intended to serve as a supplement and complimentary document to the *City of Orem General Plan 2011*, which broadly addresses these elements. It also provides the long-term vision and guidance for growth and development in the City, supporting the City's mission:

"The mission of Orem City is to partner with citizens and businesses to help create and preserve a community where people want to live, work and play."



The General Plan identifies goals that directly support the *Parks, Recreation, Trails and Open Space Master Plan (2016-2026)* and emphasize residential quality of life. The General Plan goals support open space preservation, the provision of parks and recreation facilities, streetscape improvements on State Street, making streets more walkable, and the implementation of the *Bicycle and Pedestrian Plan 2010*.

Organization

The *Parks, Recreation, Trails and Open Space Master Plan (2016-2026)* is organized into six chapters, as follow:

Chapter 1 - Introduction provides background and baseline data, demographic projections and a summary of the planning process and purpose of the plan.

Chapter 2 - Parks addresses existing and future parks, beginning with an analysis of existing park conditions and an analysis of need. The chapter includes a determination of level of service (LOS) for the current population and the projected future population in 2026 and at buildout. The chapter concludes with a discussion of future priorities, standards and approaches for meeting park needs.

Chapter 3 - Recreation Facilities addresses existing and future recreation facilities, with a particular focus on indoor, non-park amenities. The chapter begins with documentation of existing facilities and an analysis of needs and priorities, concluding with ideas for meeting future needs during the ten-year planning period and beyond.

Chapter 4 - Trails addresses existing and future trail needs, including pedestrian and bicycle facilities. The chapter builds upon the *Bicycle and Pedestrian Plan 2010* and the *Reinvent State Street: Orem State Street Corridor Master Plan*.

Chapter 5 – Priorities & Acquisition & Construction Costs estimates and prioritizes probable costs to acquire and construct new parks, recreation facilities and trails, and to upgrade existing facilities to meet City standards. The chapter also provides short and long-term implementation actions and priorities.

Chapter 6 – Goals and Policies provides specific goals, policies and implementation measures for future parks, recreation facilities, trails and open space.

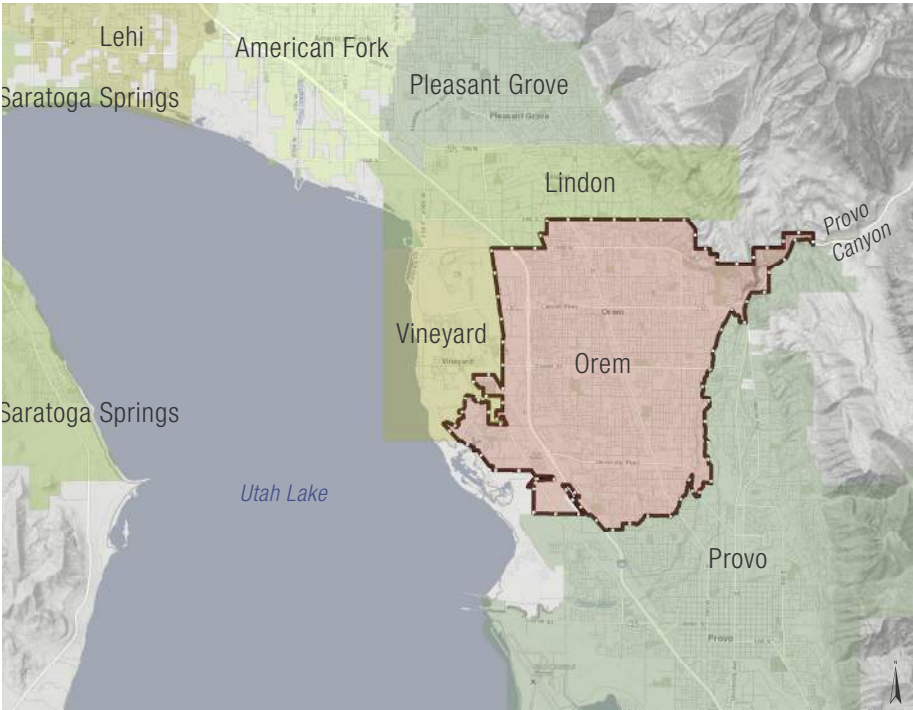
Orem City Profile

Physical & Social Structure

Orem is situated at the base of the Wasatch Mountains in Utah County. The City stretches from the mouth of Provo Canyon, sloping gently downward to the shores of Utah Lake in the west. Founded as a group of farms, homesteads and orchards, the area gradually transformed into a modern city with a range of commercial, residential, civic, industrial, agricultural and recreational uses.

Figure 1 shows the context of Orem in relation to the mountains, Utah Lake and the surrounding municipalities.

Figure 1: City of Orem Context



Demographic Profile & Projections

In order to ensure that the needs for public parks, recreation, trails and open space are accurately assessed, existing and projected demographic conditions must be clearly understood. Population, age and household data are the key demographic conditions for projecting future needs.

Existing Demographic Conditions & Future Projections

Population

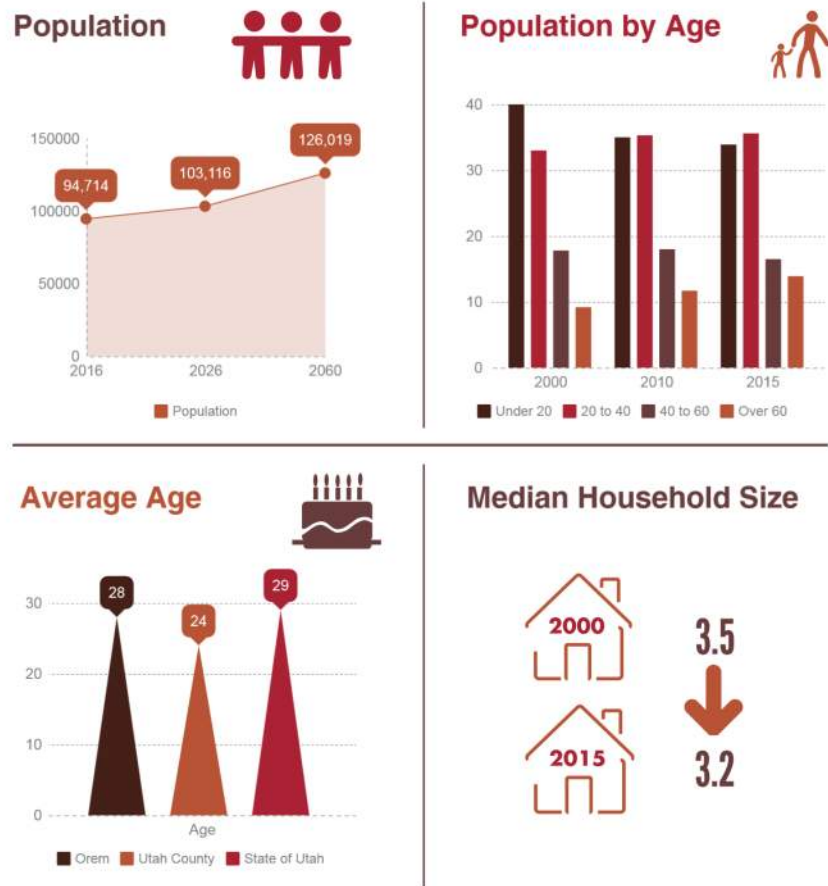
As illustrated in Table 1 and Figure 2, the 2016 Orem population was 94,714. This includes all areas within the existing City boundaries and the recently-annexed Southwest Annexation Area, a new greenfield development area located on the far southwest edge of the City boundaries.

As indicated, the population is projected to increase by 8,402 during the next ten years for a total population of 103,116. By the projected buildout in 2060, population is expected to increase by an additional 22,903, for a total population of 126,019, with only seven-percent of the total growth projected in the Southwest Annexation Area.

Table 1: Existing and Projected Population (2016 – 2060)

Existing Population	
Existing City Area	94,714
Existing SW Annexation Area	0
Total	94,714
Ten-Year Planning Horizon (2016 -2026)	
Existing City Area Increase	6,950
SW Annexation Area Increase	1,452
Total Existing & Projected	103,116
Projection: 2026 through 2060 (Buildout)	
Existing City Area Increase	21,936
SW Annexation Area Increase	967
Total Existing & Projected	126,019

Figure 2: Orem Demographic Summary



Age

As shown in Table 2 and illustrated in Figures 2 and 3, the population in Orem is young but maturing. The population below 20 years old dropped from 40 percent in 2000 to 34 percent of the population in 2015. In comparison, the population over 60 years old has increased during the same time, going from nine percent of the population in 2000 to 14 percent in 2015. The two largest age cohorts are 25 to 34 years and 20 to 24, reflecting the fact that many college-age residents call Orem home.

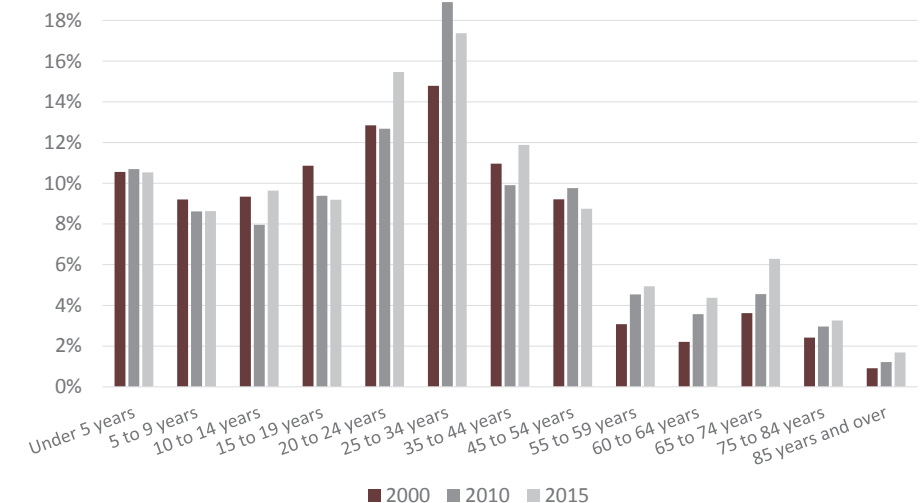
There are also a significant number of children between zero and 19 years who live in Orem, illustrating the fact that Orem remains a youthful community, despite the shift toward a more mature profile.

Table 2: Orem Percent of Population by Age Group

Age Group	2000	2010	2015
Under 20	40.0%	35.0%	33.9%
20 to 40	33.0%	35.3%	35.6%
40 to 60	17.8%	18.0%	16.50%
Over 60	9.2%	11.7%	13.9%
Total	100.0%	100.0%	100.0%

Sources: 2000 Census, 2010 Census, 2015 American Community Survey (ACS)

Figure 3: Orem Percent of Population by Age



Sources: 2000 Census, 2010 Census, 2015 American Community Survey (ACS)

Household Size

The median household size in Orem has decreased in recent years, from about 3.5 in 2000 to 3.2 in 2015, as illustrated in Figure 2. This is slightly lower than the county average of 3.6, but still higher than the state and national averages of 3.1 and 2.6 respectively. The decrease in household size

is also an indication of a maturing population and possibly the large number of college-age students who reside in Orem.

Household Composition

In 2015, approximately one-third of households had children under 18 and ten-percent had children under five years old at home. Both rates are aligned with Utah County (9.9-percent) and higher than the State of Utah (8.4-percent) averages (U.S. Census Bureau, 2015). On the other end of the spectrum, approximately eight-percent of households included persons over 65 years of age during the same period, which is approximately two points higher than the county average and two points lower than the state average. Both indicate that Orem is still quite young when compared to the nation (14.9-percent), more mature than the typical Utah County community, and not quite as mature as the state on average.

Public Involvement in the Planning Process

A comprehensive public involvement process was used to gather input from residents in several formats and at different points during the planning process, as illustrated in Figure 4 and described below.

A - Public Scoping Meeting

A Public Scoping Meeting was held on November 30, 2016 at the Orem Senior Friendship Center. Twenty-nine people signed in, but additional people attended and participated without signing in. The meeting began with a Visual Preference Survey where participants scored images related to parks, recreation, trails and open space. Following the Visual Preference Survey, a general scoping session was held to explore ideas and concerns for parks, recreation facilities, trails and open space in the City. Results of the Visual Preference Survey and verbatim public comments are shown in Appendix A: Public Input.

The input received generally correlates with the results of the *Orem CARE Study 2014*, the *Bicycle and Pedestrian Master Plan 2010*, and the *Orem Parks and Recreation Master Plan Survey* conducted concurrent to this planning effort. A summary of comments and identified issues from the Public Scoping Meeting follows.

Parks

Participants indicated that the City is doing a good job overall with parks and that options for passive unprogrammed recreation are also well provided. It was indicated that maintenance could be improved in some locations. The attendees indicated they would like to see parks updated with a better variety of amenities, such as splash pads and more interesting play features that offer free recreation alternatives. They felt that parks could also be improved with more trees, and that restrooms and drinking fountains need to be better distributed and made available year-round.

Residents expressed interest in a dog park, a bike skills park and a flight park, although others indicated that the City should focus on parks that serve a majority of residents, unlike golf courses which only serve a small group of users. Improvements and issues with specific parks were mentioned, including the desire to expand Cherapple Park and the need for parking solutions at Lakeside Sports Park.

Recreation Facilities

Attendees expressed a desire for updates to the Orem Fitness Center, including the need for a family changing room for the pool, or the construction of a new facility. It was also mentioned that the parking lot layout of the Orem Fitness Center is confusing, and that the facility is hard to find.

Trails

A large segment of meeting attendees were trail users and advocates. The desire for making the City more bicycle-friendly in general was expressed, including the implementation of the facilities and programs proposed in the *Orem Bicycle and Pedestrian Plan 2010*. It was indicated that the City requires a better variety of trails, especially off-street trails for recreational bikers, and that the City should coordinate with the Utah Division of Wildlife Resources to develop and formalize mountain bike trails that are already being used.

The need for protected bike lanes on dangerous roads was mentioned. Attendees said “Hot Spots” (areas of bicycle/pedestrian/vehicle conflict) need to be addressed, and the City needs more protected/signalized crossings using lights, underpasses and overpasses to protect pedestrians and

Figure 4: Public Involvement in the Planning Process



bicyclists. There is room for improvement with maintenance of bike lanes and sidewalks, and the City should not allow parking in bike lanes.

Participants would like to see a connection between Provo Canyon and Utah Lake and more amenities along trails like those along the Murdock Canal Trail. There is a need to implement the Safe Routes to Schools program and to ensure regional coordination.

Although there is a desire for off-street trails, some participants felt that trails along canals may be too costly and difficult to implement with so many private owners.

General

Several general issues for the City were brought up, including the need for wayfinding signage, the need to make the City more pedestrian friendly and the desire for more community events like frequent, regular farmers markets. It was mentioned that the City should make sure funding is available before committing to large investments, as this will help ensure that projects can be completed. There was also more discussion on water use and water conservation in City parks.

There was a desire for expanded winter activities where/when possible, like grooming the golf course for cross country skiing, and providing indoor activities as well.

B - Orem Parks & Recreation Master Plan Survey

The City commissioned Y2 Analytics, a survey research and planning firm located in Salt Lake City, to conduct the *Orem Parks and Recreation Master Plan Survey*. The survey was conducted concurrently with this planning effort. The survey utilized a sample email database from utility billing records, which was then weighted to reflect the demographics of the City. The survey is statistically valid, with a +/- 3.4% margin of error. Detailed survey results can be found in Appendix B: *Orem Parks and Recreation Master Plan Survey*.

Overall, the survey indicates that residents are generally satisfied with City parks, but that recreation facilities and trails require improvement. Upgrading the Orem Fitness Center received the greatest support, followed by developing additional walking and biking trails, securing large natural open spaces, making investments in existing parks and playgrounds and building a new recreation center.

C - Project Website & Social Media

A project website (www.OremParks.org) was developed and managed by the planning team for the duration of the project. The website was used to disperse information on the purpose of the project, announce meetings, keep the public informed on progress of the plan, provide access to meeting and draft plan information and provide an avenue for the public to provide comments and feedback throughout the planning process. The City's website, social media accounts and email/newsletter mailing lists were utilized to advertise public meetings and key dates, and provided links to the project website.

D - City Staff Management Committee

The planning team met with key Orem City staff on numerous occasions, receiving guidance throughout the planning process.

E - Advisory Committee

An Advisory Committee composed of City staff and representatives from the Planning Commission, City Council, Recreation Advisory Council, Orem Library/Arts Council, Public Works Advisory Commission and Beautification Commission was established at the beginning of the planning process to oversee progress on the plan and provide direction and advice to the



Sharon Park

planning team. The committee met on two occasions, following the Public Scoping Meeting and prior to the release of the Draft Master Plan.

F - Draft Plan Open House

A Draft Plan Open House took place on April 18, 2017 at the Orem Senior Friendship Center, prior to the commencement of the plan adoption process. Thirty-six members of the public signed in. Comments were submitted at the meeting, via the website and via email, and can be viewed in Appendix A: Public Input. A summary of comments follows:

Parks

The expansion of Cherapple Park was mentioned, as was appreciation for tennis courts in the parks. Attendees expressed a desire for separate tennis and pickleball courts, stating that the dual-purpose courts do not meet the needs of pickleball players, and that the tennis courts are always full. It was also mentioned that a pickleball complex is a great idea, but that there is also a need for dispersed courts throughout the City as well.

There was a request for more senior amenities, benches, walking trails, and unique elements in parks, as well as adult-sized play equipment like slides and monkey bars.

Attendees also requested the development of a bike skills park where bike safety and skills can be practiced and taught.

Recreation Facilities

There were a variety of comments on the Orem Fitness Center, both requesting an upgrade of the facility with dedicated flexible space and more of a community center format and also requesting that a new fitness/community center be built elsewhere, like Scera Park. Some attendees were concerned about raising taxes to fund improvements for a new center, while others were concerned about the bulk of the CARE tax dollars being dedicated to the Fitness Center for the next few years.

Specific changes or improvements requested included a no-cost indoor play area, restrooms on the second floor, more public lap lanes during high school swim team hours, Sunday hours, summer camps/classes, better variety of class scheduling, and the ability to buy one pass that covers both the Orem Fitness Center and the Scera Pool.

Trails

Attendees expressed support for more trails, safe trails for inexperienced riders, and better-maintained and more accessible mountain bike trails. They suggested coordinating with other agencies on trail maintenance, signage and mapping.

Additional parking at the Provo River Trailhead was requested.

General

Some attendees stated that they would like to have been able to take the survey. Others mentioned the need for more activities and options on Sundays.

There was a suggestion for an agricultural education garden to reconnect the community with its food sources and its agricultural history. Another suggestion was to encourage the growth of private education/entertainment facilities such as the aquarium and museums in Salt Lake County.

G - Public Hearings & Plan Adoption

The final draft of the *City of Orem Parks, Recreation, Trails and Open Space Master Plan (2016-2026)* was presented to the Orem City Council on June 27, 2017. The Council adopted the plan and amended the Orem City General Plan to include the *City of Orem Parks, Recreation, Trails and Open Space Master Plan (2016-2026)* as Appendix G.

2 Parks & Open Space

Parks and open space provide a welcome break from the developed areas that surround them. They are places to exercise, recreate and seek respite, providing space to gather, take a break, meet friends and family and engage in community events.

This chapter focuses on parks, which are developed outdoor spaces for active sports and recreation, and the provision of comprehensive and equitable planning and development for these facilities in Orem. Open spaces are also addressed, but less substantively, since there are few of these places in the City.

Existing parks are analyzed in detail, including the documentation of existing and future levels of service and the establishment of future needs and priorities. The result is a clear vision and policies that reflect the City's commitment to serve the community with high quality developed parks and natural open space.

Existing Parks

The City of Orem is fortunate to have a wide range of parks dispersed throughout the community. Established in 1961 with the construction of Scera Park, the Orem parks system has grown to encompass nearly 25 parks today. Map 1 identifies the City's existing parks and open spaces, including existing school fields. Table 3 provides an inventory of these places, documenting the type and size of each, as well as a list of the specific amenities located at each park.

The following is a summary description of the City's existing parks and open spaces. The description begins with the largest park type, **Regional/Community Parks**, continuing to address smaller **Neighborhood Parks** and **Mini Parks**. The plan also evaluates **Special Use Parks** (which are not necessarily classified by size), **Private Parks**, **Other Recreational Facilities** (Sleepy Ridge Golf Course) and includes a description of **other land owned and maintained by the City**. The section concludes with a discussion of public **Open Space**.



Regional/Community Parks

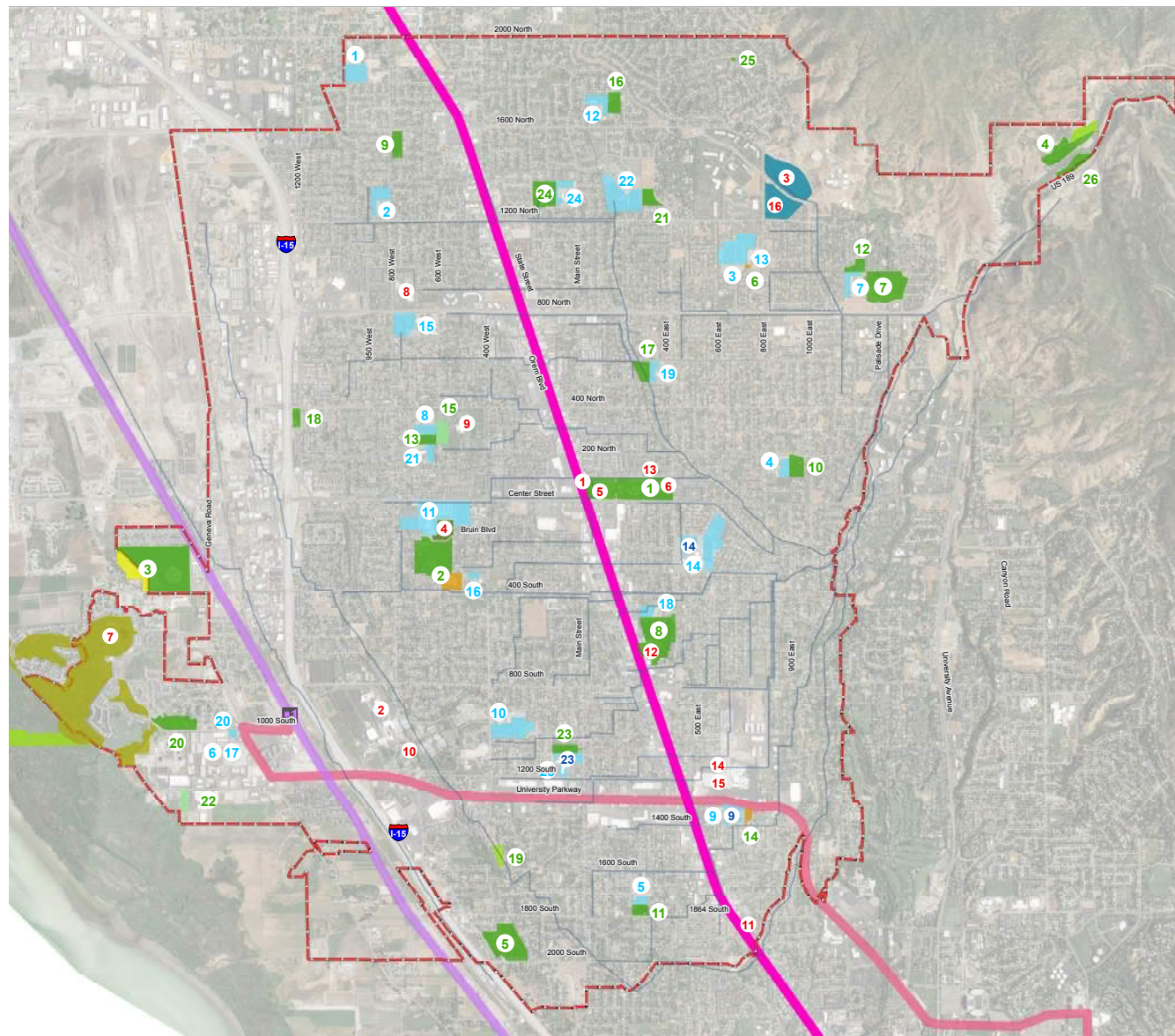
The largest types of parks are **Regional/Community Parks**, which serve the City and region with special amenities and features. Typical examples of amenities that are provided include sports fields, sport courts, open lawns and passive recreation areas, picnic facilities, playgrounds, gathering areas, walking paths, perimeter trails and special facilities with a regional or community-wide draw such as swimming pools, cultural and recreation centers, destination playgrounds, theaters and amphitheaters, skate parks and similar facilities.

Regional/Community Parks are **typically ten acres in size or larger**. As described below, Orem offers a broad range of these types of parks, all of which are well-maintained and high quality:

- **City Park** - a 23.1-acre park in the heart of the City that includes the recently-completed All-Together Playground, the Orem Senior Friendship Center, an arboretum, an outdoor stage, a number of baseball and softball fields and a variety of passive recreation opportunities.
- **Community Park** – a 43.7-acre park that includes the Orem Fitness Center and a variety of active (sports-oriented) and passive (non-sport focused) recreation opportunities (Alpine School District owns an additional 6.4 acres here, which Orem maintains).
- **Lakeside Sports Park**- a 54.3-acre park near Utah Lake with a complex of multipurpose sport fields, and baseball/softball fields that serve the community and region (Vineyard owns an additional 9.9 acres here, which Orem maintains).
- **Mt. Timpanogos Park** – a 11.5-acre park located at the mouth of Provo Canyon which includes a large hosting center for receptions and events, numerous pavilions and access to the Provo River Trail. A new dog park was recently built in one of the park's natural open areas, which is the only dedicated dog park in the City.

Orem Parks, Recreation, Trails & Open Space Master Plan

Map 1 Existing Parks & Recreation Facilities



Parks and Recreation Facilities

- | | | |
|--------------------------|----------------------------|----------------------|
| Park | FrontRunner Station | Points of Interest |
| Park - Privately Owned | Existing FrontRunner Route | Preferred TRAX Route |
| Park - School Dist Owned | Planned BRT Route | Canals |
| Park - Vineyard Owned | Residential Land Use | Orem City Boundary |
| Open Space | | |
| Golf Course | | |
| Recreation Center | | |
| Cemetery | | |
-
- | | | |
|----------------------------|--------------------------|------------------------------------|
| Parks | Schools | Points of Interest |
| 1 City Park | 1 Aspen Elementary | 1 Orem Public Library |
| 2 Community Park | 2 Bonneville Elementary | 2 Utah Valley University Library |
| 3 Lakeside Sports Park | 3 Canyon View Jr. High | 3 Orem City Cemetery |
| 4 Mt. Timpanogos Park | 4 Cascade Elementary | 4 Orem Fitness Center |
| 5 Nielsen's Grove Park | 5 Cherry Hill Elementary | 5 Orem City Center |
| 6 Orchard Park | 6 East Shore High | 6 Orem Senior Friendship Center |
| 7 Palisade Park | 7 Foothill Elementary | 7 Sleepy Ridge Golf Course |
| 8 Scera Park | 8 Geneva Elementary | 8 Timpanogos Regional Hospital |
| 9 Bonneville Park | 9 Hillcrest Elementary | 9 Orem Community Hospital |
| 10 Cascade Park | 10 Lakeside Jr. High | 10 Utah Valley University - Orem |
| 11 Cherryhill Park | 11 Mountain View High | 11 Scera Pool |
| 12 Foothill Park | 12 Northridge Elementary | 12 All Abilities Playground |
| 13 Geneva Park | 13 Orchard Elementary | 14 The Orchard at University Place |
| 14 Hillcrest Park | 14 Orem High | 15 University Place |
| 15 IHC Fields | 15 Orem Jr. High | 16 Cemetery Field |
| 16 Northridge Park | 16 Orem Elementary | |
| 17 Sharon Park | 17 Polaris High | |
| 18 Skate Park | 18 Scera Park Elementary | |
| 19 Southwest Park(Future) | 19 Sharon Elementary | |
| 20 Springwater Park | 20 Summit High | |
| 21 Timpanogos Det. Field | 21 Suncrest Elementary | |
| 22 US Synthetic | 22 Timpanogos High | |
| 23 Westmore Park | 23 Westmore Elementary | |
| 24 Windsor Park | 24 Windsor Elementary | |
| 25 Cherapple Park | | |
| 26 Canyon View County Park | | |

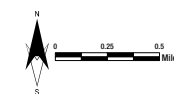


Table 3: Existing Parks & Amenities Inventory

Park Name	Total Park Acres	Detention Basin Acres	Large Pavilion	Medium and Small Pavilion	Restrooms	Open Lawn Areas (unprogrammed)	Picnic Tables	Playgrounds	Walking Paths	Sand Volleyball Courts	Tennis Courts	Basketball Courts	Baseball/Softball Fields	Multipurpose Fields (programmed)	Pool/Splash Pad/Water Feature	Pond or Water Element	General Park Lighting	Trails/Pathways (miles)	Notes
Regional/Community Parks																			
City Park	23.1	0.00	1	1	2	1	38	1	1	0	0	0	6	0	0	0	Y	1.34	Includes 1.8 acres Senior Center, Stage, Arboretum w/ Tree Labels, Ball Fields are lighted, City Hall share same block
Community Park	43.7	0.00	3	0	2	1	36	1	1	0	9	0	1	1	2	0	Y	1.22	An additional 6.4 acres is owned by ASD (1 maint, 4 scoreboards, 8 awnings, 1 drinking ftn., 4 softball fields, 1 baseball field), includes 6.4 acres for Fitness Center, Indoor Pools at Fitness Center tennis courts
Lakeside Sports Park	54.3	0.40	1	7	1	1	29	1	1	0	0	0	5	8	0	0	Y	1.76	Ball Fields are lighted, City just bought house and land adjacent to park, An additional 9.9 acres is owned by Vineyard (2 pavilions, 1 Grill, 2 picnic tables = Vineyard)
Mt. Timpanogos Park	11.5	0.09	2	6	3	1	47	0	1	0	0	0	0	0	0	0	Y	1.27	Hosting Center (Receptions/Events), 1.25-acre Dog Park recently completed, City pumps sewage out weekly or as needed, Adjacent to Provo River
Nielsen's Grove	20.6	1.83	1	11	1	1	25	2	1	0	0	0	0	0	2	1	Y	2.49	Greenhouse, Reflective Pool, Fountain, Irrigation Pond, Parterre Garden (1 mile of trails is unpaved)
Palisade Park	21.4	0.32	1	3	1	1	15	1	1	0	2	0	0	8	1	0	Y	0.91	Will have new splash pad
Scera Park	25.0	0.00	1	4	2	1	56	2	1	0	0	0	0	0	3	0	Y	1.31	Outdoor Swimming Pools, Scera Outdoor Theater/Shell, Disc Golf Course, City maintains, CARE revenue help fund, hosts weekly music/plays, Shell is leased to SCERA
	199.6	2.64	10	32	12	7	246	8	7	0	11	0	12	17	8	1		10.30	
Neighborhood Parks																			
Bonneville Park	5.2	1.94	1	1	1	1	14	1	1	0	2	1	0	0	0	0	Y	0.39	Tennis courts scheduled for replacement
Cascade Park	5.8	0.00	1	1	1	1	14	1	1	1	2	1	0	0	0	0	Y	0.52	Tennis courts are lighted
Cherryhill Park	3.3	0.00	1	0	1	1	10	1	1	0	2	0	0	0	0	0	Y	0.43	Tennis courts are lighted
Foothill Park	3.6	0.00	1	0	2	1	12	1	1	0	2	0	0	0	0	0	N	0.34	Tennis courts are lighted
Geneva Park	3.8	0.00	1	1	1	1	14	1	1	0	2	1	0	0	0	0	Y	0.41	Adjacent to IHC Fields, Horseshoe Pits
Hillcrest Park	0.0	0.00	1	0	1	1	12	1	0	0	1	0	0	0	0	0	Y	0.00	All 1.6 acres is owned by ASD
Northridge Park	5.0	0.00	1	1	1	1	17	1	1	0	2	0	0	2	0	0	Y	0.44	
Sharon Park	5.2	0.00	1	0	1	1	14	1	1	0	0	0	0	0	0	0	Y	0.42	
Skate Park	2.8	2.35	0	0	1	1	0	0	1	0	0	0	0	0	0	0	N	0.19	
Springwater Park	9.9	2.14	1	0	1	1	12	1	1	0	1	1	0	3	0	0	Y	0.47	
Timpanogos Detention Field	4.3	3.97	0	0	1	0	0	0	1	0	0	0	0	1	0	0	N	0.08	Timpanogos High School programs this field, no City use
Westmore Park	4.1	0.00	1	3	1	1	20	1	1	0	0	0	0	0	0	0	Y	0.47	
Windsor Park	11.0	0.00	2	0	1	1	22	1	1	0	3	1	2	0	0	0	Y	0.53	Ball fields are lighted, Horseshoe Pits
	64.0	10.40	12	7	14	12	161	11	12	1	17	5	2	6	0	0		4.69	
Mini Parks																			
Cherapple Park	0.2	0.00	0	0	0	1	0	0	0	0	0	0	0	0	0	0	N	0.00	mini park w/ a bench
Subtotal Mini Parks	0.2	0.00	0	0	0	1	0	0	0	0	0	0	0	0	0	0		0.00	
Total	263.8	13.04	22	39	26	20	407	19	19	1	28	5	14	23	8	1		14.99	
Special Use Park																			
Cemetery Field	16.0	0.00	0	0	1	1	0	0	1	0	0	0	0	2	0	0	N	1.97	Cemetery will be expanding into this area soon, Fields no longer programmed, people will likely continue to use the roads/pathways as trails
Orchard Park	0.0	0.00	1	0	0	0	0	0	0	0	0	0	0	0	0	0	Y	0.00	ASD owns the land, City maintains pavilion, City charges to rent pavilion, only 2 or 3 reservations a year, not many people really know it's there and rentable, not long left on lease
	16.0	0.00	1	0	1	1	0	0	1	0	0	0	0	2	0	0		1.97	
Other Recreation Facilities																			
Sleepy Ridge Golf Course	163.2																		City-owned land. Constructed and managed by a management group under a long-term lease agreement.
TOTAL PARK LAND (Regional/Community, Neighborhood, Mini and Special Use Parks & Other Recreation Facilities)	443.0																		
TOTAL PARK LAND USED FOR LOS (Regional/Community, Neighborhood and Mini Parks)	263.8																		
Private Land Available for City Use																			
IHC Fields	5.3	0.00	0	0	0	0	0	0	1	0	0	0	0	5	0	0	N	0.00	owned by IHC, City maintains & programs field, adjacent to Geneva Park, under long-term lease
US Synthetic	2.9	0.00	0	0	0	0	0	0	1	0	0	0	0	2	0	0	N	0.26	owned by US Synthetic, City maintains field, but no city use on this field, under long-term lease
Subtotal Private Parks	8.2																		
Other Land Maintained by the City																			
Parkways, Roundabouts, Freeway Interchanges and Welcome Sign Areas	42.8																		The City maintains these areas, although they don't necessarily own all of them.
Cemetery	22.3																		Current area used for interments
City Center Campus & Public Works	12.1																		1.8 acres for the Senior Center are included in the acreage for City Park, and 6.4 acres for the Orem Fitness Center is included in the acreage for Community Park



Mt. Timpanogos Park



Bonneville Park

- **Nielsen's Grove** – a 20.6-acre park located in the southwestern portion of the City on the site of the original homestead of Danish immigrant Jorgen Nielson. This unique park includes replicas of historic buildings, a pond, a reflective pool and fountain, formal gardens, picnic pavilions, and a variety of open lawn areas and passive recreation zones.
- **Palisade Park** – a 21.4-acre park located in the northeastern portion of the City with a variety of active and passive recreation amenities. It will soon include a splash pad, which should be completed in 2017.
- **SCERA Park¹** – a 25.0 acre park in the southeastern portion of the City. The park includes the SCERA Outdoor Pool, SCERA Shell (an outdoor amphitheater), a disc golf course and a variety of active and passive recreation amenities.

¹ SCERA (Sharon's Cultural, Educational, Recreation Association) was formed in 1933 to create a gathering place for neighbors and families to enjoy activities focused on the arts.

Together the seven **Regional/Community Parks** owned by the City encompass **199.6 acres**, with an average size of 28.4-acres.

It should be noted that an additional 6.4-acres of park land owned by the Alpine School District is located at Community Park, and 9.9 acres owned by the City of Vineyard are at Lakeside Sports Park. Although some of this land is maintained by the City of Orem and is used by Orem residents, it is not under the control of the City and the future use cannot be guaranteed. As a result, the acreage was not included in the total above.



Neighborhood Parks are smaller than Regional/Community Parks, **typically 1.5 to 10 acres in size**, and provide large amenities that are focused on the needs and interests of the surrounding neighborhood. Typical amenities



Hillcrest Park has been excluded from the acreage calculations for this type of park.



Mini Parks

Mini Parks are **typically less than 1.5 acres in size** and usually have some improved amenities. They do not typically include restrooms. This type of park usually serves a small residential area, often helping to fill a service gap not provide by larger parks.

Cherapple Park, which is **0.2 acres** in extent, is **the only Mini Park** in the City.

include grassy play areas, restrooms, pavilions, playgrounds, sport courts, sports fields, picnic areas and seating, walking paths and perimeter trails.

The neighborhood parks in the City include: Bonneville Park, Cascade Park, Cherryhill Park, Foothill Park, Geneva Park, Hillcrest Park, Northridge Park, Sharon Park, Skate Park, Springwater Park, Timpanogos Detention Field, Westmore Park and Windsor Park.

These thirteen **Neighborhood Parks** encompass **64 acres** of land in total. They range from 2.8 to 11 acres in extent, and average just under 5 acres in size.

Although Hillcrest Park serves the City as a Neighborhood Park and it is partially maintained by the City, the Alpine School District owns the entire 1.6-acres site. The City currently has an agreement with the School District that requires the City to maintain the lawn and landscaping, and repair and remodel the park structures, playground equipment, tennis courts, etc. in exchange for rights to use the park during non-student use periods. The contract states that the City cannot modify the site without the School District's permission. Since the City does not own or have control of the site,

Special Use Parks

Special Use Parks vary greatly in extent and tend to serve a special interest or have a non-traditional park focus. Orem has two of these parks. The first is Cemetery Field (16.0-acres), a portion of which has been used for informal recreation in the past, but is slated to be utilized for interments by the Orem Cemetery within the next year. The area will still likely continue to be used for passive recreation like walking and jogging along the pathways in the future.

The second Special Use Park is Orchard Park. Composed solely of a single small pavilion maintained by the City, the park is located on the grounds of Orchard Elementary, which is owned by the Alpine School District, and is closed during school hours. City staff indicated that few residents likely realize the pavilion is available for rent, and it is rented only a handful of times each year.

Due to the limited park function provided, **Special Use Parks have not been included** in the acreage calculations nor considered in the analysis of Level of Service (LOS).

Private Land Available for City Use

There are two private recreation sites that Orem maintains which offer some athletics opportunities- **IHC Field** (5.3 acres) and **US Synthetic Field** (2.9 acres). While the City programs some activities on the IHC Field, it does not program US Synthetic Field. Since the City does not own or have control of either site, the acreage for these sites **has not been included** in the acreage calculations for parks or Level of Service.

Other Park/Recreation Facilities

The other major park/recreation facility in the City is the **Sleepy Ridge Golf Course** (163.2 acres). The property is owned by Orem but leased to a private company for operation. The golf course is not classified as a park, and is therefore **not included** in the City's park acreage or Level of Service.

Other Land Maintained by the City

The City maintains approximately 42.8 acres of parkways, roundabouts, freeway interchanges and welcome sign areas. While these provide a level of openness and beautification, and in some cases, are part of flood control infrastructure, they are not programmed for recreation activities and include no park amenities. Thus, they are **not included** in the City's park acreage.

The City also maintains an additional 35.4 acres at the Orem City Cemetery, the City Center Campus and the Public Works facility, however, they do not contribute to meeting park needs and are therefore **not included** in the City's park acreage.

Summary of Existing Public Park Acreage

As indicated in Table 3 and described above, there are **263.8 acres of existing park land** in Orem which contribute to meeting the City's park needs.

Assessing Existing Park Needs & Service Levels

To determine whether the existing parks in the City are meeting needs, two different assessments were undertaken. The first is a **Level of Service (LOS) Analysis**, which analyzes 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 service exist.

Existing Level of Service Analysis

The Level of Service (LOS) analysis was developed by the National Recreation and Parks Association (NRPA) to assist communities in evaluating sufficient numbers and acres of parks. In the past it was the standardized benchmark for determining park needs, allowing each community to compare its performance to others. While helping to evaluate a minimum standard of parks, it has fallen out of favor in recent years, in large part because open comparisons do not necessarily reflect the unique conditions and expectations of individual communities. It nevertheless remains an important tool, particularly as a starting point for assessing whether additional park acreage is required to meet future demand.

The current Level of Service (LOS) for the City of Orem was determined by dividing the acreage of existing public parks (263.8 acres) by the 2016 population (94,714) and multiplying by 1,000 to get the number of park acres per 1,000 residents ($263.8/94,714 \times 1,000 = 2.79$), resulting in an **existing LOS of 2.79**.

Since Special Use Parks and Sleepy Ridge Golf Course do not contribute to the level of service, the acreage for such facilities was not included in the total park acreage. Similarly, while the City maintains some Private Parks and some park land owned by Alpine School District and Vineyard, the City does not own or control it. Those acres were therefore excluded from the total. Finally, although the City maintains over 70 acres of roadways, roundabouts, freeway interchanges, welcome signs and other land they do not contribute to the park level of service, and were not included.

As mentioned above, comparing LOS to other communities is not necessarily the best method for establishing desired LOS because each community is unique. However, some communities find it helpful to get a sense of how their community compares with others, particularly those which are located nearby. Table 4 shows the LOS for Orem in comparison to ten other communities from around the State.

Existing Level of Service



Table 4: LOS Comparison²

Community	Level of Service (LOS) per 1,000 Residents
Orem	2.8
Draper	3.8
South Jordan	4.8
Herriman	3.6
West Jordan	4.9
Sandy	6.0
Lehi	5.6
Provo	10.0
St. George	10.0
Saratoga Springs	5.9
Spanish Fork	5.9

Distribution Analysis

Once the existing LOS was determined, the distribution of existing parks was analyzed. The survey indicated that the number one reason for using a park facility is its proximity to home, which supports the need for good park distribution throughout the City.

As illustrated in Map 2, service radii were assigned to each park by the function served. **Regional/Community Parks** were assigned a 1-mile service radius, **Neighborhood Parks** a half-mile service radius and **Mini Parks** a quarter-mile service radius.

Special Use Parks, Sleepy Ridge Golf Course, Private Parks, land owned by Alpine School District or Vineyard, and park land associated with roadways were not assigned a service radius, since they do not serve an active park need and/or are not controlled by the City.

² It should be noted that different communities may include different park, open space and facility types in the LOS calculation, so the numbers above do not necessarily represent an “apples to apples” comparison.

Once the distribution of existing parks had been established, residential neighborhoods and areas earmarked for future residential development were added to the map. As illustrated in the map, parks are generally well-distributed, due in part to the co-location of most of the City’s parks with schools. However, there are five gaps, three of which were determined to be significant enough to require the identification of new park land to meet existing need. In locations where land is not generally available to provide a large park, other methods for improving access to parks may be needed to fill existing and future needs³.

Filling the Gaps

As indicated in Map 2, **Gap 1** is the largest gap area. Located near Timpanogos Regional Hospital on 800 North, the area is surrounded by residential land uses in all directions. Although a **State Street Node** is identified at the intersection of 800 North and State Street, a **larger Neighborhood Park** is recommended to fill the gap more adequately. As illustrated by the red asterisk just east of I-15 in Map 2, the acquisition of a new Neighborhood Park five-acres or larger should be considered in this area, to help ensure park needs are met.

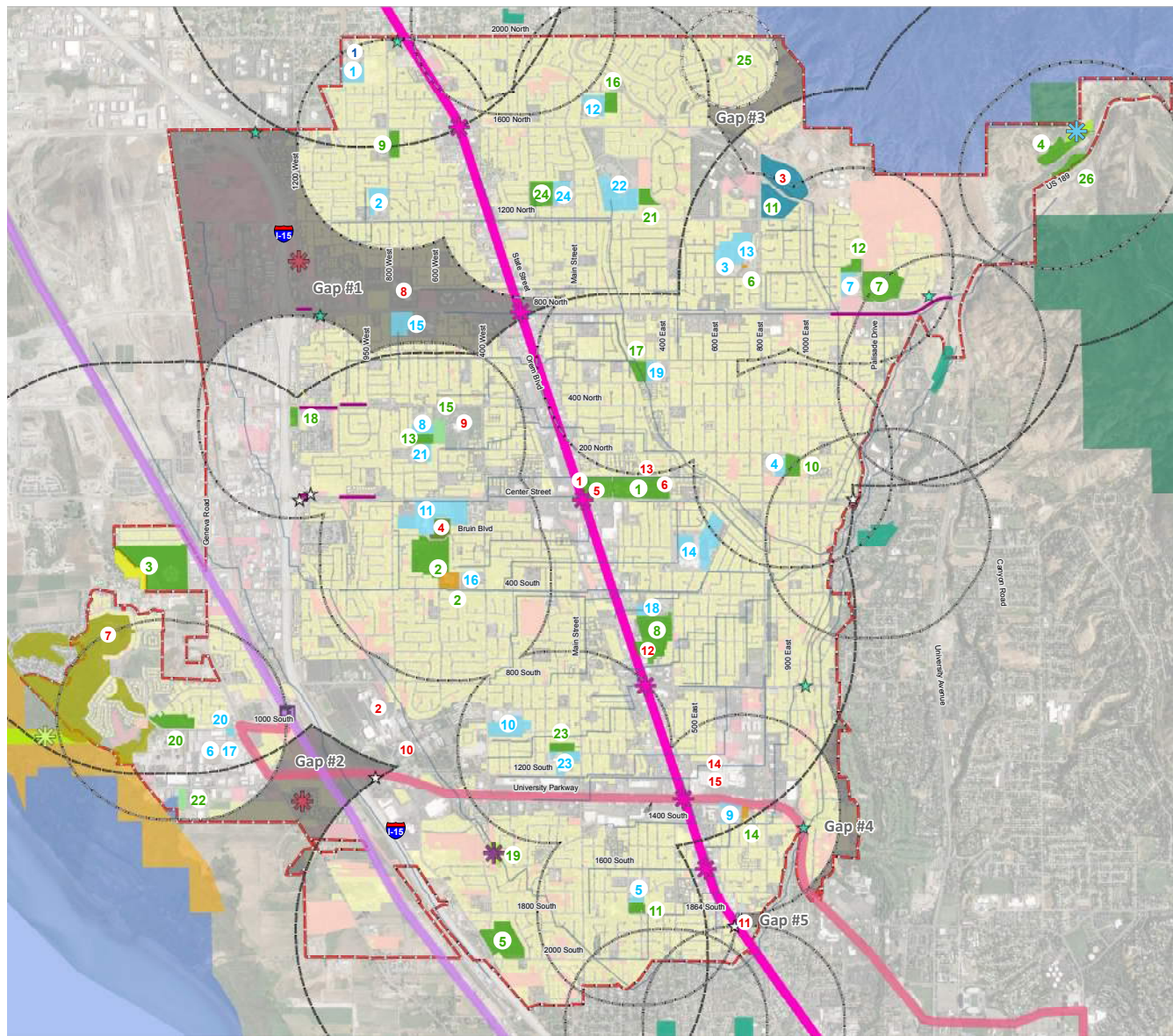
Gap 2 is also a significant gap. Located southwest of Utah Valley University on the west side of I-15, the area includes existing and planned residential development on both sides of Geneva Road. To meet the needs of residents in this area, a **new Neighborhood Park** at least five-acres in extent should be acquired, as illustrated by the red asterisk in Map 2.



³ For example, State Street has been identified as a primary location for future redevelopment and population growth. As identified in the Reinvent State Street: Orem State Street Corridor Master Plan (2015), several nodes at key intersections have been identified for the development of new urban parks and plazas (see State Street Node in Map 2). As envisioned, these parks and public gathering spaces will emerge as the corridor redevelops, providing new types of parks for meeting the needs of a more urban population (public plazas, mini parks and community gardens, for example).

Orem Parks, Recreation, Trails & Open Space Master Plan

Map 2 Park Distribution/Service Areas



Gap 3 is in the northeast corner of the City, south of Cherapple Park. This gap is smaller than the first two gaps, and is within a neighborhood dominated by steep terrain, which makes the area feel more separate from the rest of the City and the park amenities available. However, the area is located near the foothills of the Wasatch Mountains to the east. Since there is little vacant land in this area to help meet park need, it is recommended that **Cherapple Park is expanded slightly**, which appears to be a possibility based on preliminary investigations. If enough additional acreage can be obtained (1.3 acres), the expanded park might be able to fulfill a more significant park role, and possibly be reclassified from a Mini Park into a Neighborhood Park. However, **if expansion is not possible, the development of a new trailhead park providing direct access to the Bonneville Shoreline Trail is recommended as an alternative.**

Gap 4 is insignificant, particularly since there are only a limited number of residences in this area, most of which are flanked to the east by the Provo River Corridor and the Riverside Country Club. **No action** is required.

Gap 5 has no existing or planned residential development, and is insignificant in size. **No action** is required.

Determining Future Level of Service for Parks

As illustrated in Table 4, the level of service (LOS) for public parks can vary dramatically between communities. This is not surprising, since no two cities are alike and the basis of calculation can vary widely. As a result, directly comparing Orem with other cities is quite challenging and not recommended.

A Note About Level of Service (LOS) and Impact Fees

The LOS discussion in this document is related specifically to planning for future parks. The intent is to understand the level of service currently existing in the community, and to determine the means for maintaining that level of service or establishing a more appropriate level of service for the future. LOS is based on a quantity (acres, miles, numbers) per a determined number of persons (population), and results in a ratio of facilities to population. For example, the parks ratio is typically expressed as the number of acres of park land per 1,000 persons.

It is important to distinguish this discussion of LOS for planning purposes from the LOS typically used in determining impact fees. Impact fees are a means of charging new development its proportionate share of the cost of providing essential public services. While a LOS for planning is used to establish a standard or guideline for future facility development, an impact fee is used to assess new development for the actual cost of providing the service. For example, if there are five-acres of parks in Orem for each 1,000 residents at present, new development cannot be charged at a rate for ten-acres of park land for each 1,000 residents. Orem may elect to provide a higher LOS in the future because its current residents desire a higher level of service, but it cannot require new development to pay for the higher LOS. Utah law is clear on this point, stating the following:

“A local political subdivision or private entity may not impose an impact fee to raise the established level of service of a public facility serving existing development.” UC11-36-202(1)(a)(ii).”

The Parks Master Plan should provide a foundation for developing a Capital Improvements Plan, Impact Fee Facilities Plan (IFFP), and Impact Fee Analysis (IFA). The IFFP is designed to identify the demands placed upon the existing facilities by future development and evaluate how these demands will be met by the City, as well as the future improvements required to maintain the existing LOS. The purpose of the IFA is to proportionately allocate the cost of the new facilities and any excess capacity to new development, while ensuring that all methods of financing are considered. While the IFFP and IFA will serve as a companion to this document, information may differ due to the specific requirements related to the calculation of impact fees as defined in Utah Code 11-36a – the Impact Fee Act.

As indicated in the demographic review provided earlier in the Plan, Orem is unique in Utah County. It is older and much more developed than other nearby communities. As a result, the population is more mature, the average age slightly older and household sizes are smaller.

The fact that the gaps in park distribution are relatively small indicate that the community is well-served by existing parks. The results of the survey and public scoping efforts support this, both indicating that **major adjustments to the existing LOS are not required**.

The *Orem Parks and Recreation Master Plan Survey* was particularly clear on this point, with 79-percent of respondents strongly or somewhat agreeing that the City provides an adequate amount of parks. When the Survey asked respondents to allocate \$100 theoretical dollars toward additional parks, recreational programs, facilities or trails in the City, improvements to existing parks and playgrounds fell behind improvements to the Fitness Center, trail improvements and acquisition of public open space. New parks landed even further down the list of preferred improvements.

The existing LOS of 2.79 acres per 1,000 people should be adjusted to account for approximately 11.3 acres suggested for filling Gaps 1, 2 and 3, resulting in an LOS of 2.90 ($263.8 + 11.3 = 275.1 / 94,714 \times 1,000 = 2.90$).

A Level of Service of 2.90 is therefore recommended for calculating future needs.

Future Level of Service



Currently Planned Parks

The City recently acquired additional land at **Lakeside Park** (1.3 acres) just west of the existing park. The land will be used to expand the existing park.

The area labeled on Maps 1 and 2 as **Southwest Park** (#19) is slated to be a 3.5 acre neighborhood park in the future, though no master plan has been developed yet. The site is located in an area of the City that is well-served by existing parks, with Nielsen's Grove, Westmore and Cherryhill parks located

within a mile. However, the City already owns the site, and it is a beautiful piece of open space in an existing residential neighborhood. Formalizing development of this park land would enhance the neighborhood, contribute to an increase in the quality of life for residents and ensure this space remains as publicly-accessible park land.

The City has been moving forward with master planning for the **800 North Trailhead Park**, where the Murdock Trail begins. This small site is only 0.05 acres, making it a future Mini Park. The preliminary concept enhances the site as a more formal entry to the Murdock Canal Trail with improved landscaping and amenities for trail users.

The most recent proposed park for the City is a **bike skills park** near Mt. Timpanogos Park (approximately 4.6 acres), as shown in Figure 5. The City anticipates significant volunteer participation with this effort.

Figure 5: Potential Location of Bike Skills Park





Mini/Pocket Parks



Meeting Existing & Future Park Needs

Meeting Needs During the 10-Year Planning Horizon

A large portion of the land in Orem is developed. Future growth will occur primarily through redevelopment and densification in the heart of the City near the State Street Corridor. In contrast, anticipated growth in the greenfield Southwest Annexation Area is anticipated to be small (less than seven-percent of total growth at buildout).

With limited available vacant land and the primary opportunities to develop significant parks limited to the Southwest Annexation Area (where there is only limited need), a new vision is required to meet the future needs for parks. While the development of a large regional park is certainly one possible component, a range of small urban parks should be considered for meeting the bulk of needs. This model supports incremental park development as part of urban redevelopment and infill, providing a finer grain of mini parks, community gardens and plaza parks to complement the large active parks that currently prevail.



Trailhead Parks



Plaza Parks



As described in the *Reinvent State Street: Orem State Street Corridor Master Plan*, one of the plan objectives is to “Develop a Strong Open Space Network Along State Street”. The plan specifically mentions plazas, pocket parks (classified as Mini Parks in this plan), event venues and signature gathering spaces, utilizing a combination of public and privately-owned open space. The City is currently considering the development of a mid-street urban park as part of a major roadway improvement project. Located on both sides of State Street at the University Parkway intersection, the park would provide a range of active and passive spaces in a wide median strip.



Community Gardens



Nature Parks, Water-Based Recreation



Examples of alternative park types are shown above. Appropriate park sites, types and design should be determined on a case-by-case basis.

Applying the future LOS of 2.90 to meet park needs through the 10-year planning horizon results in a total of 299 acres of public park land required ($103,116/1,000 \times 2.90 = 299$). Subtracting 263.8 acres of existing public park land and 11.3 acres of park land required to fill Gaps 1, 2 and 3 (two five-acre parks and 1.3 acres for the expansion of Cherapple Park) results in 23.9 acres of additional public park land to meet needs through 2026 ($299 - 263.8 - 11.3 = 23.9$).

At present, four park sites totaling 9.5 acres are proposed for new construction or expansion (Lakeside Park expansion 1.3 acres, Southwest Park 3.5 acres, 800 North Trailhead Park 0.05 acres, and bike skills park 4.6 acres). Subtracting this acreage from the 23.9 additional park acres results in **14.4 acres required to meet needs by 2026**. ($23.9 - 9.5 = 14.4$).

Meeting Needs Through Build-Out

Park needs at buildout are more significant, with 365.7 total acres of public park land required by 2060 ($126,119/1,000 \times 2.90 = 365.7$) to meet the future LOS of 2.90. Subtracting 263.8 acres of existing park parks; 11.3 acres for new park acres required to fill Gaps 1, 2 and 3; 9.5 acres of currently proposed parks; and 14.4 acres of park land required to meet needs by 2026 results in **66.5 acres of new park land required to meet needs between 2026 and buildout** ($365.7 - 263.8 - 11.3 - 9.5 - 14.4 = 66.7$).

Put another way, 14.4 acres of additional park land is required by 2026, with an additional 66.7 acres by buildout, for a total of 81.1 acres of additional park land in total ($14.4 + 66.7 = 81.1$).

Acres to Meet 10-Year Needs



Acres to Meet Need Through Buildout



The development of a large regional park, possibly a special use Nature Park as shown on Map 2, in the vicinity of the Southwest Annexation Area and associated with Powell Slough should be considered for meeting part of the acreage required to maintain the future LOS of 2.90 acres/1,000 residents by buildout.

The Role of School & Church Fields for Meeting Desired LOS

The acreage related to school fields (illustrated in Maps 1 and 2) and private church fields was not included in existing City acreage calculations, since it is assumed they are not generally available for public use, are too small, are maintained in a manner that makes them marginal for use as parks, and are not owned by the City and therefore susceptible for modification and development. Nevertheless, these facilities may help meet the overall need for parks and park activities, particularly in areas with service gaps, where vacant land is not readily available, or where the alternative park types described above may not be feasible for acquisition or development.

Park Facilities & Amenities - Establishing Minimum Standards

The provision of a minimum development standard for parks is important, as it helps ensure that basic requirements are met. Both the preference survey and public input indicate that most existing parks are in good shape, but that some amenities can be upgraded and a better variety of amenities added, including more restrooms. Based on input from City staff and plan Advisory Committee, the following minimum standards are proposed to ensure existing and future parks meet basic needs and expectations:



Regional/Community Parks are greater than 10 acres in size and should include the following:

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



Neighborhood Parks

Neighborhood Parks are 1.5 to 10 acres in size, and should include the following amenities:

- Trees
- Picnic tables and benches
- A drinking fountain
- Grassy play area(s)
- Playground(s)
- Pavilion(s)
- Restroom(s)
- Sport court(s) (basketball, volleyball, pickleball and tennis)
- Sports field(s) (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 trail(s) where appropriate



Mini Parks

- **Mini Parks** are 1.5 acres or less in size, and should include the following amenities:
- Trees
- Picnic table(s), bench(es) and site furnishings

- Grassy play area(s)
- A covered shelter, pavilion or shade structure
- A small playground, sport court or activity area

Plaza Parks

Plaza Parks are generally 1.5 acres or less in size in extent and include the following amenities:

- Trees
- Picnic tables, benches 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

Community Gardens are typically 1.5 acres or less in size, and should include the following amenities:

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

Other special types of parks that could meet needs include **bike skills parks** and **traffic gardens**, which help teach bicyclists on-street bicycle safety skills, and which could be accommodated on sites 1.5 acres or less in size.

All existing parks should be upgraded as possible to meet the minimum requirements. Future parks should be designed and developed from the outset with amenities and features that meet the standards. Mini Parks, Plaza Parks and Community Gardens will vary in design and function, incorporating specific amenities and features for the surrounding area. In order to ensure the resulting parks meet those needs, the design of each park should be developed in careful consultation with anticipated users, neighbors and the public-at-large.

Year-Round Restrooms

Public input and the preference survey both indicate strong support for improved restrooms in parks and at trailheads, with particular support for year-round access to key restrooms. Most existing restrooms have not been designed to be open year-round, lacking freeze-proof plumbing, heating systems and proper insulation. **It is therefore recommended that the open season for restrooms be extended as possible, that key restrooms be retrofitted to accommodate year-round access, and that all new restrooms be designed from the outset as year-round facilities.**

- Purchase and Sellback or Leaseback
- Conservation Easements
- Land Banking
- Transfer of Development Rights (TDRs)

Open Space

Open space typically reflects the natural features that are found in a given location. Orem owns very little open space, but has excellent access to extensive open space on surrounding public lands owned and managed by the Bureau of Land Management, the National Forest Service and the Utah Department of Natural Resources, as shown on Maps 1 and 2. This public land encompasses diverse landscapes and settings, including the steep Wasatch Mountain slopes to the east, the adjacent foothill areas, the linear waterway associated with the Provo River, the significant wetlands of Powell Slough and the shoreline of nearby Utah Lake.

There is no standard or Level of Service (LOS) for providing open space in Orem since there is little open space available within existing City boundaries, and such spaces tend to be secured in an opportunistic manner.

It is recommended that the City continue to work with partner agencies and surrounding municipalities to maintain existing open spaces in their natural condition, with trails, trailheads, small parks and pathways provided as feasible. The City should also work to acquire additional natural open space as opportunities arise.

If an opportunity does arise for the City to acquire open space, Appendix C summarizes the range of tools available to acquire open space holdings, as follows:

- Open Space Design Standards/Clustered Development
- Zoning and Development Restrictions: Sensitive Lands Overlay Example
- Fee Simple Title (Outright Purchase)

A Note About Parks Purchased or Improved with Land & Water Conservation Fund (LWCF) Money

The Land and Water Conservation Fund was established by Congress in 1964 to fulfill a bipartisan commitment to safeguard our natural areas, water resources and cultural heritage, and to provide recreation opportunities to all Americans. Using zero taxpayer dollars, the fund invests earnings from offshore oil and gas leasing to help strengthen communities, preserve our history and protect our national endowment of lands and waters. The LWCF program can be divided into the “State Side” which provides grants to State and local governments, and the “Federal Side” which is used to acquire lands, waters, and interests therein necessary to achieve the natural, cultural, wildlife, and recreation management objectives of federal land management agencies¹.

This Federal money is made available to States, and is administered locally 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.



Cascade Park

Several parks in the City of Orem were purchased or built with money from the LWCF. Award of the funds comes with several restrictions, including the prohibition of commercial uses, cell towers or indoor recreation facilities, or the sale/transfer of property, which requires compliance in perpetuity. As a result, whenever there is a violation, a land conversion process is triggered which is very time consuming and should be avoided at all costs.

Orem parks that used LWCF money include Northridge, Bonneville, Windsor, Sharon, Geneva, Cascade, Community, Westmore and Cherry Hill.

In order to qualify for LWCF grants in the future, the City needs to bring any non-compliant parks into compliance. The City should ensure that none of the conditions of the grant restrictions are violated in the future. To achieve these goals, the plan recommends the compilation of a comprehensive inventory and documentation of compliance for the City's LWCF properties. This information should be distributed to City staff with periodic education on requirements.

¹ <https://www.nps.gov/subjects/lwcf/index.htm>

3 Recreation Facilities

Existing Public Recreation Facilities

As detailed below, the primary recreation facilities in Orem are the Orem Fitness Center and SCERA Pool. Other special recreational/cultural facilities include the City's Sleepy Ridge Golf Course, the Orem Senior Friendship Center, the SCERA¹ Center for the Arts, the SCERA Shell Outdoor Theater and the Orem Heritage Museum.

Orem Fitness Center

The Orem Fitness Center was originally built in 1979, and includes a wide range of indoor amenities including a 25-yard x 50-meter swimming pool with a diving board, a leisure pool, a hot tub, a steam room, a gymnasium, a track, a gymnastics classroom, a shooting range, twelve racquetball courts, one



Orem Fitness Center

¹ SCERA (Sharon's Cultural, Educational, Recreation Association) was formed in 1933 to create a gathering place for neighbors and families to enjoy activities focused on the arts. SCERA owns and operates the SCERA Center for the Arts and the Orem Heritage Museum, while the City owns SCERA Shell Outdoor Theater, which is operated by SCERA. A brief description of each facility follows.

walleyball court, cardio equipment, a weight room and fitness classrooms. The fitness center includes a family changing room in addition to the regular locker rooms, and a pro shop that sells an array of fitness clothing and equipment. Childcare is offered Monday through Friday as capacity allows.

The fitness center has undergone several remodels over the years to help meet the changing needs of users, with the most recent improvement being the addition of an indoor leisure pool in 2014. The pool was funded through CARE (Cultural Arts Recreation Enrichment Program) tax dollars, which is a voter approved increase of 1/10th of 1 percent to the local sales tax for the purpose of enhancing recreational and cultural arts in the City of Orem. The new pool includes a water slide, a lazy river, basketball hoops, spray structures and other aquatics amenities.

Scera Pool

Scera Pool was constructed by Orem in 2002 and includes a variety of outdoor aquatics amenities such as a 7,500 square foot lap pool and dive tank, a 25-yard x 25-meter lap pool, two diving boards, a 2,500 square foot dual slide and plunge pool, a 13,000 square foot zero-entry leisure pool, a steep drop slide, a serpentine slide, a lazy river, an observation bubble couch, a splash pad, a water playground, play structures and features, site furnishings, shade structures, and a concessions and pro shop.

Sleep Ridge Golf Course

Sleepy Ridge Golf Course is an 18-hole, link-style golf course with a full driving range located in the southwestern portion of the City, near Utah Lake and its accompanying wetlands. It is owned by the City, and is leased out to a private company for development and operation. The golf course includes a clubhouse with a restaurant, a pro shop and leased office space. The clubhouse rooms can be rented for weddings and private events.

Orem Senior Friendship Center

The Orem Senior Friendship Center was built in 1995 following a fire that destroyed the original center in 1994. The re-constructed center offers a wide variety of activities for residents 55 years of age and older including daily lunch service. Thai Chi classes, computer classes, bingo, card games, daily entertainment, dancing, assistance with income tax preparation, legal



aid, health and blood pressure clinics, and occasional trips and tours are also offered. The center also features a dedicated full wood shop, ceramics painting studio and quilting room.

SCERA Center for the Arts

SCERA is a non-profit organization that collaborates with the City to provide family-friendly recreation, arts, entertainment, cultural and education programs and events. Founded in 1933, the organization operates a variety of recreation and arts facilities, including the historic SCERA Center for the Arts. Opened in 1941, the center currently includes two theatres and a lobby with concessions, and a custom stained-glass art piece by artist Tom Holdman. The outdoor courtyard includes a 20-foot sundial, sculptures, a giant chessboard with playable pieces and plaques with inspiring quotes.

The Center offers the following amenities:

- Live theater performances
- Art exhibits in Gallery 101
- Feature films, classic cinema series and children's summer matinee program

- Arts education programs for youth including drama, music, dance, art and media
- Special events including Sunday firesides, Theatre for Young Audiences, Celebration of Veterans, the Star Awards and the LDS Film Festival
- Rental availability of theaters and multi-purpose rooms

SCERA Shell Outdoor Theater

The SCERA Outdoor Theater serves as a venue for a wide variety of summertime activities. Programs include:

- Live concerts
- Live theater
- Special events
- Summer movie series and festivals

Orem Heritage Museum

The Orem Heritage Museum is located in a historic building just south of SCERA Center for the Arts. It features an impressive collection of artifacts and exhibits that tell the unique history of Orem. Visitors are offered free guided tours or a self-guided tours on Mondays, Wednesdays, Fridays and Saturdays.

Public Recreation Programs, Events & Activities

In addition to the recreational facilities described above, Orem offers a wide range of recreational events, activities and programs for both youth (girls, boys, and coed) and adults (women, men, and coed), as indicated in the list below. The activities are organized and implemented by the Orem Recreation Department. These programs utilize existing City-owned facilities, such as sports fields in City parks and the Orem Fitness Center, in addition to various public buildings and school gymnasiums.

Orem City Recreation Programs

- Adapted T-Ball
- Baseball/T-Ball
- Basketball
- Bird Watching
- Boy Scout Merit Badges
- Concealed Carry Classes
- Dance
- Disc Golf
- Fishing
- Fitness Competitions
- Flag Football
- Floorball
- Hunting Education Classes
- Lacrosse
- Lifeguard/CPR Certification
- Personal Training
- Pickleball
- Racquetball
- Softball
- Sports Camp
- Summer Day Camp
- Swim Lessons
- Swim Team
- Tennis
- Track & Field
- Volleyball
- Weight Training
- Wrestling

Orem City Events & Activities

- Annual Easter Egg Hunt
- Orem Stories
- School's Out Summer Splash
- Stage City Center Park
- Summer Concert Series (Stage in City Center Park)
- Summerfest
- Turkey Shoot
- Winterman Challenge

The Role of Private & School District Recreation Facilities

Orem is home to numerous privately-owned and operated recreation facilities which also serve the residents on a fee pay and membership basis. These complement City-owned facilities and programs, although only for those who are willing and able to pay.

Some communities actively strive to join forces with a range of public and private entities as part of enhancing the available recreational facilities and services. 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-peak 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.

Orem and the Alpine School District have a positive relationship, with agreements in place for sharing facilities. **The City should continue to consider the role of cooperative agreements to help ensure recreational needs are met in the future.**

Recreation Needs & Priorities Facilities

Based on the results of the Master Plan Survey, public input and discussion with staff and stakeholders, there is both need and desire to upgrade the existing Orem Fitness Center. The Master Plan Survey conducted as part of this study verified the results of the *Orem CARE Study 2014*, which indicated that upgrading the Fitness Center is a top priority. The CARE Study also indicated and that upgrading the existing Fitness Center is preferable to replacing it. This plan recommends developing a detailed master plan and funding program for upgrades to the Orem Fitness Center.

According to the Master Plan Survey, approximately 25-percent of participants indicate they have purchased a pass for the Fitness Center. The top activities residents report participating in at the Fitness Center are swimming, walking/running on the indoor track, exercising on the cardio equipment, weight training and racquetball.

The main reasons indicated for not using the fitness center include (1) not interested/no time, (2) admission fees and passes are too expensive, (3) member at another club or gym that meets fitness needs, (4) too far away/not conveniently located and (5) doesn't have features or facilities residents are interested in.

Of those respondents that do not have passes to the Fitness Center, over 40-percent indicated that they would be much more likely or somewhat more likely to use or visit the Fitness Center if any of the following upgrades were made:

- Transforming it into a more versatile community center
- Upgrading the appearance of the center with new flooring, lighting, paint, etc.
- Adding an indoor playground
- Adding classroom space for recreation and fitness programs
- Adding a climbing wall

Programs

The Preference Survey conducted concurrent with this plan indicates that the City generally provides an adequate amount of recreation programs. It also indicates that approximately 32% of respondents or their household members participated in Orem sports or recreation programs in the last twelve months.

The survey indicated that the top three sports or recreation programs were swimming lessons, basketball and baseball/t-ball. Top reasons for non-participation in recreation programs are (1) too busy/no time, (2) didn't know about programs, (3) poor health/age/lack of senior options, (4) kids too old/no kids and (5) prefer other activities.

The survey results suggest that participation in recreation programs may increase slightly with improved distribution of information.

Recommendations

The plan recommends developing a **master plan and funding program for upgrading the Orem Fitness Center**, which explores the feasibility of converting the fitness center into a community center and looks at additional uses desired by the public such as a climbing wall.

The public expressed a strong desire to see the City expand the variety and frequency of community events such as farmers markets.

The City should explore ways to **improve the distribution of information on recreation programs and events**, and should continue to **enhance recreation and arts programming** throughout the City.

4 Trails

Trails play a vital role in the community, providing opportunities to exercise and recreate, and to access key destinations and facilities throughout the City. Trails also provide transportation options to and from work and school. They connect neighborhoods to parks, schools, transit stations and other recreational facilities, and are an important element for the “Safe Routes to Schools” program.

Previous Studies

Orem undertook a detailed analysis of the trail system as part of the *Orem City Bicycle and Pedestrian Plan 2010*. The 2010 Plan establishes an overall vision for trails in the City, laying the groundwork for meeting that vision through a series of goals and objectives. It includes a study of relevant planning documents, an evaluation of existing bicycle and pedestrian facilities and an assessment of needs and attitudes, makes recommendations for bicycle and pedestrian facilities and intersection improvements, and provides a Complete Streets policy and education outreach strategy. The 2010 Plan concludes with an implementation plan that began with Phase One improvements which include over \$500,000 in bike lanes, \$4,465,500 in bike routes, and \$2,000,000 in pedestrian facilities. The current status of the top ten trails projects from the 2010 Plan is shown in Table 5.

Table 5: Update on the Top 10 Trails Projects from the *Orem Bicycle and Pedestrian Master Plan 2010*

Trail Project (2010 Plan)	Status
Murdock Canal Trail	Complete
800 North Connector Trail (Murdock Trail to Canyon Trail)	Complete
Geneva Road Trail	Complete from 1300 South to Center Street – more to come
Lakeshore Trail Connection (Lakeshore to the Intermodal Center)	Had to transfer MAG funding to another project – will resubmit for more MAG funding
Lakeview Parkway Trail	Waiting for the road to be constructed
Bike Lane: 400 East (2000 North to 800 South)	Complete from 2000 North to Center Street – more to come
Bike Lane: Palisade Drive (800 North to 400 South)	With street overlay scheduled in 2019
Bike Lane: 1200 North (1200 West to 1110 East)	Complete
Bike Lane: 400 West (800 North to 800 South)	Complete from 400 North to Center – south of Center with overlay this year
Bike Lane: 800 West (2000 North to 700 North)	Complete from 800 North to 400 North

The City has completed many other bike lanes from the 2010 Plan with resurfacing of roads every year.

A second study with relevance to trails is the *Reinvent State Street: Orem State Street Corridor Master Plan 2015*. The plan contains goals related to trails, including enhancements to the open space system to encourage walkability, community gathering, healthy living and active storefronts. The plan recommends the improvement of pedestrian safety and connectivity throughout the State Street corridor, including the linking of urban parks and plazas along the corridor with a comfortable and safe urban trail system.

Existing Trails, Routes & Paths

As indicated in Table 6, the City has nearly 40 miles of existing trails. These encompass regional trails, multi-use paths, and bicycle lanes and routes.

Table 6: Existing & Proposed Trails in Orem

Existing Trails	Mileage
Regional Trails	6.74
Multi-Use Paths	11.39
Bicycle Routes	0.99
Bicycle Lanes	20.04
Total Existing Trails	39.16
Proposed Trails	Mileage
Regional Trails	15.33
Multi-Use Paths	14.11
Bicycle Routes	26.52
Bicycle Lanes	52.46
Bicycle Boulevards	0.98
Total Proposed Trails	109.40
Grand Total	148.56

Regional Trails

There are 6.74 miles of existing Regional trails in the City. These trails link Orem with adjacent communities and destinations. Other characteristics of regional trails include the following:

- Fulfill both recreation and transportation functions
- Support biking, walking, and skateboarding/in-line skating (equestrian use is allowed only on the Murdock Canal Trail)
- Prohibit motorized use
- Provide safe routes to schools and connections with employment areas, recreational sites, community destinations and centers
- Include landscaping, fences, signs, benches and other features for enhanced comfort and safety
- Are publicly owned and permanent

As illustrated in Map 3, four key regional trail segments are located within the Orem City boundaries, with an additional regional trail located nearby along the shores of Utah Lake (Lake Shore Trail).

Regional Trails

The **Provo River Trail** is a 15-mile paved multi-use trail connecting Vivian Park in Provo Canyon to Utah Lake.

The **Bonneville Shoreline Trail** is a state-wide natural surface trail following segments of the shoreline of ancient Lake Bonneville and the Wasatch Fault.

The **Murdock Canal Trail** is a 17-mile paved multi-use trail following the route of the piped canal from Provo Canyon in Orem to Thanksgiving Point in Lehi.

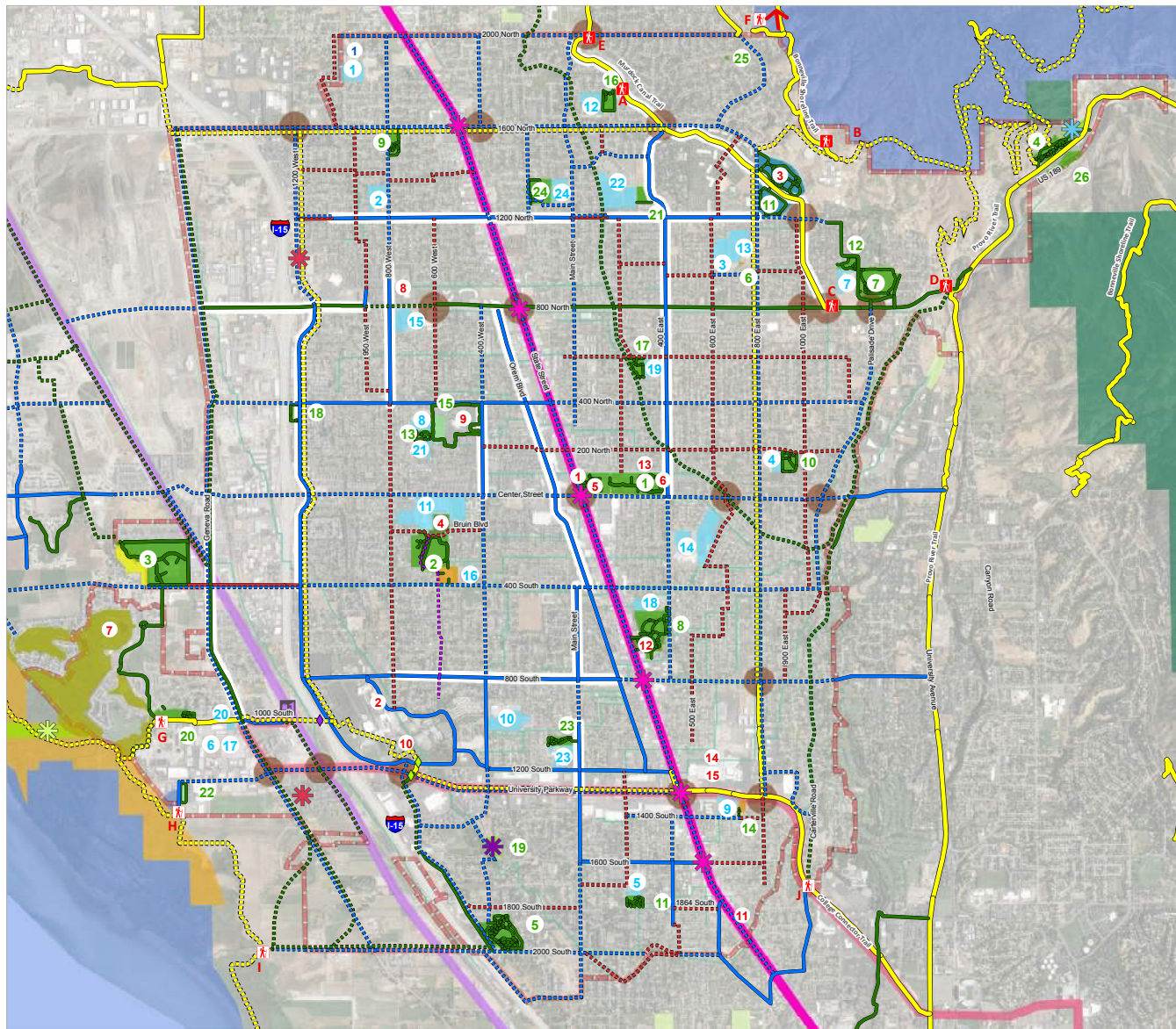
The **College Connector Trail** is a 3.4 mile multi-use trail connecting Utah Valley University in Orem to Brigham Young University in Provo.

The City is in close proximity to the **Lake Shore Trail**, a planned trail with a proposed alignment located along the eastern shore of Utah Lake that currently has only a few developed segments.

Together, these regional trails form the larger framework of the recreational trail system in the City. These trails are supported by an extensive network of existing and proposed multi-use paths and bikeways, both on and off-road, which is less complete.

Orem Parks, Recreation, Trails & Open Space Master Plan

Map 3 Trails



Parks and Recreation Facilities

- Park
- Park - Privately Owned
- Park - School Dist Owned
- Park - Vineyard Owned
- Open Space
- Golf Course
- Recreation Center
- Cemetery
- Park owned by Neighboring City
- School Playing Fields
- ★ Proposed Bike Skills Park
- ★ Proposed Nature Park
- ★ General Vicinity of Proposed Park
- ★ Planned Park
- ★ State Street Node
- ★ FrontRunner Station
- ★ Existing FrontRunner Route
- ★ Preferred TRAX Route
- ★ Planned BRT Route
- ★ Canals
- ★ Orem City Boundary

Trail Facilities

- ★ Existing Trailhead/Access
- ★ Proposed Trailhead/Access
- ★ Existing Underpass/Overpass
- ★ Proposed Underpass/Overpass
- Hot Spots
- Existing Regional Trail
- Proposed Regional Trail
- Existing Multi-Use Path
- Proposed Multi-Use Path
- Proposed Bike Boulevard
- Existing Bike Lane
- Proposed Bike Lane
- Existing Bike Route
- Proposed Bike Route
- Trail Segments Completed Since 2010 Bicycle Pedestrian Master Plan
- BLM-Owned Land
- DNR-Owned Land
- USFS-Owned Land

Parks

- 1 City Park
- 2 Community Park
- 3 Lakeside Sports Park
- 4 Mt. Timpanogos Park
- 5 Nielsen's Grove Park
- 6 Orchard Park
- 7 Palisade Park
- 8 Scera Park
- 9 Bonneville Park
- 10 Cascade Park
- 11 Cherryhill Park
- 12 Foothill Park
- 13 Geneva Park
- 14 Hillcrest Park
- 15 IHC Fields
- 16 Northridge Park
- 17 Sharon Park
- 18 Skate Park
- 19 Southwest Park (Future)
- 20 Springwater Park
- 21 Timpanogos Det Field
- 22 US Synthetic
- 23 Westmore Park
- 24 Windsor Park
- 25 Cherapple Park
- 26 Canyon View County Park

Schools

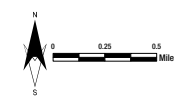
- 1 Aspen Elementary
- 2 Bonneville Elementary
- 3 Canyon View Jr. High
- 4 Cascade Elementary
- 5 Cherry Hill Elementary
- 6 East Shore High
- 7 Foothill Elementary
- 8 Geneva Elementary
- 9 Hillcrest Elementary
- 10 Lakeside Jr. High
- 11 Mountain View High
- 12 Northridge Elementary
- 13 Orchard Elementary
- 14 Orem High
- 15 Orem Jr. High
- 16 Orem Elementary
- 17 Polaris High
- 18 Scera Park Elementary
- 19 Sharon Elementary
- 20 Summit High
- 21 Suncrest Elementary
- 22 Timpanogos High
- 23 Westmore Elementary
- 24 Windsor Elementary

Points of Interest

- 1 Orem Public Library
- 2 Utah Valley University Library
- 3 Orem City Cemetery
- 4 Orem Fitness Center
- 5 Orem City Center
- 6 Orem Senior Friendship Center
- 7 Sleepy Ridge Golf Course
- 8 Timpanogos Regional Hospital
- 9 Orem Community Hospital
- 10 Utah Valley University
- 11 Utah State University - Orem
- 12 Scera Pool
- 13 All Abilities Playground
- 14 The Orchard at University Place
- 15 University Place
- 16 Cemetery Field

Trailheads/Accesses

- A Northridge Access
- B Bonneville Shoreline Trailhead
- C Murdock Canal Trail Access
- D Provo River Trailhead
- E Dry Canyon Trailhead (Lindon)
- F Clegg Pond Access
- G Powell Slough Trailhead
- H 2000 South Trailhead
- I College Connector Trailhead
- J 2000 N. Trail Access



Multi-Use Pathways

The City has 11.39 miles of multi-use paths. The primary purpose of these trails is to support recreational trail use and to provide a finer grain of connectivity. They also:

- Support hiking, mountain biking and equestrian use where appropriate
- Prohibit motorized use
- Include minimal enhancements to protect surrounding natural resources
- Are permanently protected
- Are typically paved with some unpaved segments appropriate for natural open space locations
- Are community connectors
- Include soft shoulders and are separated from adjacent roads
- Incorporate ramps, access points and other features to maximize use and accessibility
- Have 10' minimum widths
- Directly or indirectly link with trailheads and access points

Bike Routes, Lanes & Boulevards

These consist of the following types of facilities:

- **On-Street Striped Bicycle Lanes** – paved, striped bicycle lanes adjacent to the traffic lanes on the roadway, a minimum of 4' in width, designed to meet AASHTO standards.
- **On-Street Bicycle Routes** – paved travel paths located on the existing roadway which are signed for joint use. Bicyclists travel with vehicular traffic and share the roadway.
- **Bicycle Boulevards** – bicycle routes on low-volume, low-speed streets with additional treatments such as traffic calming, traffic reduction, signage, pavement markings and intersection crossing treatments that increase the safety and comfort of bicyclists.

Sidewalks

In addition to the regional trails and multi-use paths, a comprehensive and generally-continuous system of sidewalks is provided to facilitate walking

throughout the City. It is Orem's policy to require sidewalks on both sides of all streets. The *Orem City Bicycle and Pedestrian Plan 2010* provided a detailed inventory and analysis of existing sidewalks in the City, as well as recommendations that the major pedestrian facilities composed of regional trails, multi-use paths, and sidewalks be provided on all routes serving major pedestrian destinations.

Street Crossings

Crosswalks are provided at major controlled street intersections as part of ensuring safe pedestrian crossings are facilitated. Crosswalks are also provided at other key locations, including near schools, public facilities, community destinations and controlled intersections of key minor streets.

As indicated in the *Orem City Bicycle and Pedestrian Plan 2010*, public input efforts and the Master Plan Survey that was concurrent to this plan, there is general concern that many streets are inherently unsafe for pedestrians. In an effort to address this issue, two pedestrian underpasses have been installed at Utah Valley University, providing fully-separated crossing options at University Parkway and interior campus roads (see Map 3).

Orem and the Utah Department of Transportation (UDOT) are currently considering a plan to construct a new pedestrian/bicycle overpass between Utah Valley University and the west side of the freeway, also indicated on Map 3. This connection will provide safe access to the FrontRunner station.

Resident Support for Trails

Results of the *Orem Parks and Recreation Master Plan Survey*, the *Orem CARE Study 2014* and public input indicate a high level of support for improving and expanding trail facilities throughout the City. As indicated in the results of the Master Plan Survey prepared concurrent with this plan (see Appendix B), only 43-percent of respondents in the survey agreed or somewhat agreed that the City provides an adequate number of trails. When asked to allocate a theoretical \$100 for additional parks, recreation programs, facilities, or trails in the City, walking and biking trails received the second-largest allocation, just behind upgrading of the Orem Fitness Center.

Thirty-percent of residents use trails a few times a month or more, 10-percent use trails one a month and 36-percent use trails a few times a year. Forty-five percent survey respondents use trails for walking and jogging, 27-percent for recreational bicycling and five-percent or commuting by bike. Direct conversations with trail advocates indicate concern for unsafe trails, and the desire to better link urban and recreational trails and bike routes as part of a unified trail system.

The Mountainland Association of Governments (MAG) recently conducted use surveys for the Murdock Canal Trail, including specific results for the Orem section. The survey indicates that 86-percent of surveyed trail users live within one mile of the trail, and that the primary use of the trail is for exercise/recreation (77-percent) and only 19-percent use the trail for commuting. These results, detailed in Appendix C, support the implementation of a well-distributed system of regional trails and multi-use paths that serve recreational users.

Recommendations

The Master Plan Survey conducted concurrent with this plan indicates that **the top desired trail improvements are to make trails more complete or connected, to link neighborhoods with the trail system, and to add restrooms and additional lighting along key trails.**

The survey also indicates that natural surface trails for hiking, biking or equestrian use have the highest support, followed by additional asphalt trails. Most respondents indicate that the City has enough concrete trails.

Trail Implementation Progress

Orem has been making significant progress toward the realization of a complete trail system. As illustrated on Map 3, more than 15-miles of trails have been implemented since the completion of the *Orem City Bicycle and Pedestrian Plan 2010*. These results demonstrate that the City, in coordination with partnering agencies and municipalities, has made significant strides in implementing the vision and facilities proposed in the plan.

Due to the comprehensive nature of the *Orem City Bicycle and Pedestrian Plan 2010*, this plan defers to those efforts, acknowledging the significant work that has been completed to date, including implementation efforts and detailed plans intended to realize a complete trail system. **The proposed network contained in the 2010 Plan is therefore supported, with some updates, as is the Phase One Network Implementation Plan.**

Proposed Facilities

As shown in Table 6, there are slightly more than 20-miles of existing bicycle lanes and just shy of one-mile of existing bicycle routes. The recommendations which follow build upon the yet-to-be implemented recommendations from the 2010 Plan, which propose nearly **55-miles of bicycle lanes, more than 26-miles of bicycle routes and one-mile of bicycle boulevards**, as shown in Map 3.

One of the key additional ideas proposed in this master plan is to **implement a clear and unified Mountain to Lakeshore Trail System** which would provide unfettered trail access from Provo Canyon to the Utah Lake trail system via a regional trail network.

As shown on Map 3, the proposed loop system would extend from the mouth of Provo Canyon and offers two route options. The first alignment travels along 800 North and connects either to the Vineyard and Lindon network at the north end of the City, or through Orem along 1200 West, and connecting to the Lakeshore Trail and proposed Nature Park via the future

Proposed Bike Lanes, Routes & Boulevards



Proposed Regional Trails



Proposed Multi-Use Paths





pedestrian overpass at 1000 South. The second alignment travels from the mouth of Provo Canyon along 800 East or the Existing Provo River Trail, turning west at University Parkway and connecting to the Lakeshore Trail and proposed Nature Park via the future pedestrian overpass at 1000 South. In some segments, the Mountain to Lakeshore Trail may be able to be constructed as a fully-separated multi-use trail facility, while in other areas it may be implemented as a bike lane with separate sidewalks due to space restrictions.

In addition to the Mountain to Lakeshore Trail, this master plan also proposes **additional regional connections between the City and the Bonneville Shoreline Trail (BST), and additional trails in the foothills northeast of the City.** The Mountainland Association of Governments (MAG) is currently working with bicycle advocates and the Utah Department of Natural Resources (DNR) to map existing informal trails on DNR land and determine a limited number of mountain bike trails to formalize and designate as official trails. The DNR would eliminate non-designated trails and restore and revegetate the landscape.

Finally, this master plan also recommends **three trail connections from the Mt. Timpanogos Park area, as shown on Map 3.** The first route would begin just west of the future dog park and would travel through a small portion of National Forest Service land before transitioning to DNR land and connecting to the BST. The second route would start at the west end of the park near an existing drinking fountain and travel through City-owned land before entering DWR land and then connecting to the BST. A third trail connection would travel north from the Provo River Trailhead (shown as Trailhead D on Map 3), and connect to the BST just inside the boundary of DNR land north of the City.

Complete Streets

As part of the 2010 Plan adoption, the City adopted a **Complete Streets Policy**, which ensures that roadways are designed with users of all modes, abilities and ages in mind. Whenever the City implements a street reconstruction or resurfacing project, the facilities recommended in the 2010 Plan should be applied unless the City engineer determines that an exception is warranted. **The current City policy stated that if bicycle and pedestrian improvements increased the cost of a road project by more than ten-percent, the facilities can be excluded. This plan recommends increasing that percentage to twenty-percent** in order to improve the success rate of implementing the 2010 Plan vision and the additional facilities recommended in this plan.

Transit Integration

The plan supports the **integration of bicycling and walking with transit**, in accordance with the 2010 Plan. In addition to the planned overpass connecting UVU to the FrontRunner station west of I-15, bicycle and pedestrian facilities are planned for the Bus Rapid Transit (BRT) corridor on University Parkway. While the 2010 Plan recommends shifting the bike lane on State Street to Orem Boulevard between 8000 North and 1200 South, the 2015 State Street Plan envisions the long-term integration of light rail (TRAX) in the center median and buffered bike lanes and wide sidewalks on both sides of State Street. This plan supports bike lanes on both Orem Boulevard and State Street in the long-term, providing residents with a range of options based on their level of comfort.

Education & Outreach

There was an indication in the survey that some respondents lack information about trails in the City. The 2010 Plan provides a comprehensive Education Outreach Strategy, encompassing safety courses, programs, informational outreach, awareness events, supportive enforcement, evaluation strategies and policy guidance. This plan supports the implementation of those goals and objectives.

Lighting & Safety Improvements

The survey and public input indicate that there is strong support for appropriately located lighting and safety improvements (i.e. emergency call boxes) along select regional trails and multi-use paths. Careful consideration should be used when locating these improvements. These recommendations do not apply to trails in natural areas, such as the Bonneville Shoreline Trail, though improvements at select trailheads may be appropriate.

Trailheads & Trail Access

The trail system is accessed through a series of four formal trailheads and trail access points as shown on Map 3. Facilities at each location vary, as described below:

- **(A) Northridge Trail Access** – a stair and ramp system northeast of Northridge Park at the intersection of 1750 North and 210 East which provides access to the Murdock Canal trail. Access is also provided at the same location from the neighborhood east of the trail via a pathway on Gold River Drive.
- **(B) Bonneville Shoreline Trailhead** – a trailhead providing access to the Bonneville Shoreline trail, with parking, restroom facilities and drinking water. The trailhead is accessed from Cascade Drive and provides parking for horse trailers as well as passenger vehicles. City staff indicated the DNR has a gate on site that controls vehicular access to the Wildlife Management Area on adjacent land.
- **(C) Murdock Canal Trail Access** – a partially developed trailhead at the intersection of 800 North and 1100 East. The trailhead features one picnic table under a small shelter, and a drinking fountain. Parking is limited to a small area of on-street parking on 1100 East. The City is in the process of master planning this trailhead to

landscape the site and possibly upgrade the drinking fountain to include a pet fountain.

- **(D) Provo River Trailhead** – a trailhead at the intersection of 800 North and Canyon Hills Drive that provides parking, with access to the Provo River Trail to the east and the Murdock Canal Provo River Connector Trail to the west. Recommended upgrades at this site include restroom facilities and access to drinking water.
- **(E) 2000 North Murdock Trail Access** – an access point on 2000 North providing access to the Murdock Canal Trail on the north and south sides of the road.

This master plan proposes **five new trailheads/trail access points**, as illustrated on Map 3, to create more comprehensive access City-wide as the proposed trail network is implemented. Descriptions of the additional trailheads/trail access points follow:

- **(F) Dry Canyon Trailhead** – a proposed trailhead just north of Orem in the City of Lindon at the intersection of Canberra Drive and McKinley Drive. The City would like to partner with Lindon to develop a joint trailhead facility providing access to the Bonneville Shoreline trail, with parking, restrooms facilities and access to drinking water.
- **(G) Lakeshore Trail/Nature Park Access** – a proposed trail access south of Sleepy Ridge Golf Course and Clegg Pond, accessed via 1000 South. This facility would provide access to both the Lakeshore Trail and the proposed Nature Park west of the golf course. It is not envisioned to be a formalized trailhead with parking or restroom facilities due to space limitations.
- **(H) Powell Slough Trailhead** – a proposed trailhead accessed at approximately 1750 West Business Park Drive. The Utah Lake Commission has developed a plan to create a boardwalk system that will provide access to the Powell Slough Waterfowl Management Area and the Lakeshore Trail system. The facility will include parking, and bird watching facilities, including an observation tower. The plan recommends the inclusion of restrooms at this trailhead.
- **(I) 2000 South Trailhead** – a proposed trailhead located on 2000 East about a mile west of Nielsen's Grove Park, providing access to the Lakeshore Trail system. The plan recommends parking, restroom facilities and access to drinking water.

- **(J) College Connector Trailhead** – a small proposed trailhead located on Carterville Road just north of University Parkway. The plan recommends parking, a restroom and a drinking fountain at this location.

Trail “Hot Spots”

Intersections that pose challenges to bicyclists or pedestrians have been designated as ‘Hot Spots’, and are illustrated on Map 3. Hot Spots were determined by the list of intersection improvements recommended in the 2010 Plan, and by public input and feedback from City staff. The 2010 Plan recommends specific improvements for many of the individual intersections, and similar approaches are recommended addressing these “Hot Spots” as noted below, which will help ensure challenging crossings and inadequate facilities are safe for all users.

Orem staff recommended investigation of specific treatments for some specific Hot Spots which follow:

- Murdock Trail at 2000 North – HAWK Signal
- Murdock Trail at 1600 North – Scramble Crosswalk
- Murdock Trail at 800 North – HAWK Signal

Additional Recommendations

The 2010 Plan recommends the creation of a sustainable, dedicated source of bikeway funding within the annual City budget. This plan recommends the **establishment of an annual budget amount to support the development of all types of trail facilities and amenities, including Safe Routes to School, and to fund education and outreach efforts**, as discussed in Chapter 5 – Acquisition & Costs.

Another goal in the 2010 Plan is for the City to achieve different levels of ‘Bicycle Friendly Community’ status from the League of American Bicyclists over time. This program certifies cities based on their efforts to create a bikeable community. It requires the City to provide one staff person dedicated to bicycle programs for every 77,000 residents at a minimum, and also recommends the establishment of an active bicycle advisory committee. While current funding may limit the City’s ability to provide a dedicated



High-Intensity Activated Crosswalk (HAWK) Crossing Signal



Pedestrian Scramble Intersections



staff member, this plan recommends pursuing the **establishment of a Bicycle and Pedestrian Advisory Commission** as a first step to formalizing trail development efforts in the City.

5 Priorities & Acquisition & Construction Costs

As described in Chapters 2 through 4, numerous improvements and actions are required to ensure existing and future needs related to parks, open space, recreation facilities and trails are met. The following is a summary of the specific projects, probable costs and implementation tasks.

Park & Open Space Priorities

A Meeting Existing Park Needs

Acquire and develop a Neighborhood Park in Gap 1 and Gap 2 to meet existing needs (see Map 2). It is assumed that each park will be at least five-acres in extent, although larger sites should be considered, as feasible. To address Gap 3, Cherapple Park should be expanded if possible, preferably by a minimum of 1.3 acres. If this is not possible, a new trailhead park should be established in the area, providing a direct link with the Bonneville Shoreline Trail, which lies to the east. This could be a partnership with the City of Lindon to develop the Dry Canyon Trailhead, as discussed in Chapter 4, or potentially as a new nearby trailhead within Orem City boundaries.

B Meeting Park Needs in 2026

Four parks currently slated for future development should be implemented as a first priority (Southwest Park 3.5 acres, Lakeside Park expansion 1.3 acres, 800 North Trailhead Park 0.05 acres, and the Bike Skills Park). Together, this will provide 9.5 acres of additional park land.

Approximately 14.4 acres of additional park land are needed to meet needs by 2026. Since the bulk of future growth is anticipated to occur as redevelopment and densification in the heart of the City, efforts should be focused on the establishment of smaller urban parks to meet the needs of new residents in the core. It is assumed that most, if not all, of the 14.4 acres of parks required to meet needs by 2026 will be developer-provided.

C Meeting Park Needs at Buildout

66.7 acres of new park land are required to meet needs between 2026 and buildout. While a portion of this need is likely to be realized as small, urban

A New Nature Park to Serve Long-Term Park Needs?

One idea to consider is the creation of a new park that provides access to the shorelands in the vicinity of Powell's Slough Waterfowl Management Area. The potential location for the Proposed Nature Park is shown on Maps 2 and 3, indicated with a green asterisk near Trailhead F and labeled "Lakeshore Trail/Nature Park Access". The park could possibly include grassy beaches, an extensive system of boardwalks, and a boat launch for canoes, kayaks and similar water craft. The City already owns approximately 24 acres of land west of the Clegg Pond and Sleepy Ridge Golf Course, which would account for more than half of the suggested need. The Nature Park could link to the Nature Center that is being planned for development near Trailhead G ("Powell Slough Trailhead") by the Utah Lake Commission, utilizing Lakeshore Trail. The City should also evaluate the possibility of acquiring Clegg Pond for additional park acreage and enhancing trail connectivity.

parks in the City core, meeting the entire long-term need in such a manner is unrealistic. It is therefore recommended that a large Nature Park (+/- 30 acres, approximately 24 of which are already owned by Orem) and an Agricultural Heritage Park (+/- 10 acres) be developed in the western extents of the City, in the vicinity of the Utah Lake shore lands in the Southwest Annexation Area. It is envisioned that the remaining 26.7 acres of parks required at buildout will be developer-provided.

D Developing New Types of Parks that Meet the Needs of a Maturing City

A range of small urban parks are envisioned to meet the bulk of future needs through 2026 and beyond. Concentrated in the City core near State Street where redevelopment and densification are envisioned, a variety of small urban parks will help fill the increasing needs in these areas. The envisioned models are small mini parks, urban gardens and plaza parks, one-half acre to two-acres in extent.

In addition to providing new types of parks to meet future needs, existing parkways, roundabouts, freeway interchanges and welcome sign areas should

be formalized with landscaping irrigation, welcome signage and public art to convey a positive impression of the City.

E Adopting Minimum Park Standards for Existing & New Parks

To ensure that existing and future parks meet community needs, the minimum park standards presented in Chapter 2 should be adopted as official City policy. Existing parks should be upgraded to meet the requirements as feasible, and all new parks should be developed with the recommended amenities and features to ensure minimum park standards.

When designing new parks, nearby residents and other community members should be consulted to ensure new public parks meet both local and community needs. Nearby private facilities should be considered as well. For example, University Park has a public splash pad, and this amenity should be factored into the demand for similar facilities at nearby parks.

Application of the minimum standards should be implemented with a level of flexibility, utilizing a creative and responsive design process that builds upon the unique opportunities of each park and setting. General considerations for future facilities were provided by City staff, including the idea that future playgrounds should be strategically located near ball fields, that tennis and pickleball are more popular than outdoor basketball courts, and the popularity of and demand for sand volleyball has vacillated over time.

F Improving the Open Space System

In contrast to most communities in Utah County, Orem lacks the canyons, river corridors and lakeshores that link the Wasatch Mountains east of the City with Utah Lake to the west. There is usually no standard or Level of Service (LOS) for the acquisition of such lands, as they are typically secured opportunistically in response to natural system preservation efforts. Nevertheless, the survey and public input indicates that Orem residents support the acquisition or preservation of natural open space.

To meet this demand, a different approach and a different concept is required, such as the utilization of an urban open space corridor that links

the foothills and shore lands. This can be supported through the acquisition of nearby and adjacent open space fragments, where they exist.

The preservation of historic and cultural open spaces, including remnant orchards, farms and agricultural operations, should also be considered to broaden the open space and trail system and enhance the Orem “sense of place” for future generations. A range of tools and tactics should be considered to facilitate the preservation of such sites, as described in Appendix D.

Recreation Priorities

According to the survey conducted as part of this study, there is strong public support for enhancing the Orem Fitness Center. CARE tax and other capital funding sources should be considered for this purpose.

Other improvements include expansion of recreation and community events, and maintaining the partnership with SCERA to help fold a rich and vibrant arts and cultural tradition into the City’s park and recreation profile.

Trail Priorities

The enhancement of public trails is highly supported by the public. The following is a list of key trail improvements to be applied in the short and long term.

- Implement the public trail system illustrated in Map 3, including 15.33 miles of regional trails, 14.11 miles of multi-use paths, 52.46 miles of bike lanes, 26.52 miles of bike routes and 0.98 miles of bike boulevards.
- Install at least half of the undeveloped Regional Trails and Multi-Use Paths within the ten-year planning horizon (2026) and the remainder by buildout.
- Upgrade existing trailheads and implement new trailhead throughout the planning period. Install key regional trails with lighting/safety improvements through buildout.
- Continue to implement trail facilities proposed in the *Orem Bicycle and Pedestrian Master Plan 2010* and *Reinvent State Street: Orem State Street Corridor Master Plan (2015)*, as well as the additional

trails recommended in this plan.

- Focus implementation efforts on off-street multi-use recreational trails, which were the most desired facility in the survey and public input.
- Although bike lanes, bike routes and bike boulevards will most likely be implemented as part of street and roadway implementation and upgrading projects, they should be coordinated with other trail efforts to ensure a logical, comprehensive system results.
- Develop bicycle and pedestrian facilities in conjunction with future transit projects, including BRT and TRAX lines.
- Implement the Education and Outreach recommendations contained in the *Orem Bicycle and Pedestrian Master Plan 2010*.
- Establish a Bicycle and Pedestrian Advisory Committee.

Development Costs & Funding Priorities

Costs for Parks

Upgrading Existing Parks

Table 3 in Chapter 2 documents the number of park amenities currently provided at all public parks. Table 7 below identifies the number of additional park amenities required to bring existing parks up to minimum standards. This assessment began by comparing the existing level of service for specific park amenities against NRPA suggested service levels that have been modified to address typical needs of Wasatch Front communities. According to this assessment, Orem currently lacks three restrooms, eight sand volleyball courts, five basketball courts, two multi-purpose fields and one skate park.

Table 7: Amenities Required to Meet Minimum Standards at Existing Parks

Facility	Quantity of Public Facilities	Current Orem Level of Service by Amenity	Suggested Level of Service for Amenities (based on modifications of NRPA Standards)	Existing Excess or Deficit 2016 (Plus or Minus)
Medium and Small Pavilion	39	2,507	5,000	20
Large Pavilion	22	4,444	10,000	13
Restrooms	26	3,760	5,000	7
Open Lawn Areas	20	4,888	5,000	1
Playgrounds	19	5,145	5,000	0
Walking Paths	19	5,145	N/A	0
Sand Volleyball Courts	1	97,764	10,000	-8
Tennis/Pickleball Courts	28	3,492	5,000	9
Basketball Courts	5	19,553	7,500	-8
Baseball/Softball Fields	19	5,145	7,500	6
Multipurpose Fields (programmed)	23	4,251	5,000	4
Skateparks	1	97,764	50,000	-1
Splash Pads/Water Features	2	48,882	50,000	0
Swimming Pools	4	24,441	75,000	3

The facilities where deficits exist were then assessed in greater detail, as described below:

- **Sand Volleyball** - while there is a significant deficit in sand volleyball courts according to the assessment, it should be noted that Orem has received few if any requests for additional sand volleyball courts. It should also be noted that residents frequently set up temporary volleyball standards on lawn areas in the parks. Discussions with staff indicate that they feel that sand volleyball is significantly less popular than indicated in the standard. **It is therefore recommended that the existing sand volleyball court be upgraded into a competition-level facility, including lighting, and that additional courts be considered in the future in response to demand.**
- **Tennis/Pickleball Courts** – The preliminary assessment indicates that there are currently 28 tennis/pickleball courts. It should be noted that 20 of these courts are dedicated for tennis, and eight are used for both sports. **The public indicated at the Draft Plan Open House that dual purpose courts are not adequate to meet the needs for pickleball. Therefore, it is recommended that eight new outdoor pickleball courts are implemented at one of the existing parks to meet existing needs, preferably as part of a single group of courts, and that additional courts be considered in the future as warranted by demand.**
- **Basketball Courts (outdoor)** - The assessment indicates that Orem has a gap of five outdoor basketball courts. It should be noted that Orem receives few queries for basketball courts, which may be due in part to the fact that many Orem residents have access to indoor courts found at the recreation center, churches and private facilities. Discussions with staff indicate that outdoor basketball is not particularly popular, and a different standard should be considered. **It is therefore recommended that no additional outdoor basketball courts be provided at present, and that additional courts be considered in the future in response to changes in demand.**
- **Skate Parks** - The assessment indicates that Orem required an additional skate park to meet current need. **It is therefore**

recommended that an additional skate park be provided in an existing park where access to the existing facility is poor. It should be noted that the City is currently investigating the possibility of a bike skills park near Mt. Timpanogos Park, which will help meet alternative recreation needs of this type.

- **Playgrounds** - Although the City is currently meeting needs for playgrounds, interest has been expressed in providing a handful of additional playgrounds to help improve service levels. Staff indicated a new playground will be provided at Mt. Timpanogos Park, some small play features will be located near the ball fields at Lakeside Park, and a playground will be added to the south end of Nielsen's Grove.

Table 8 indicates the probable cost for enhancing the existing sand volleyball court, developing eight pickleball courts, providing an additional skate park and adding three additional playgrounds is \$1,295,000. These improvements should be implemented as soon as possible.

Table 8: Probable Cost for upgrading Existing Parks to Meet Minimum Standards

Park Amenities	Unit	Cost	Qty.	Total
Upgrade Existing Sand Volleyball Court	each	\$25,000	1	\$25,000
Eight new Pickleball courts	each	\$40,000	8	\$320,000
One Additional Skatepark	each	\$500,000	1	\$500,000
Three Additional Playgrounds	each	\$150,000	3	\$450,000
Total				\$1,295,000

Acquiring and Developing New Parks to Meet Existing & Future Needs

Table 9 summarizes the costs to upgrade existing parks and the costs to acquire and develop parks through 2026 and buildout. Estimated acquisition costs are \$154,285 per acre based on a recent land purchase. Per-acre development costs are estimated at \$250,000 for active and urban parks, while the costs for the Nature and Agricultural Heritage Parks are estimated

at \$150,000 per acre based on the assumption that they will have a less-intensive level of development than more traditional parks in the established urban area.

Table 9: Probable Cost to Upgrade Existing Parks, Acquire New Park Land and Develop Future Parks Through Buildout*

Cost to Upgrade Existing Parks	\$1,295,000
Subtotal Existing Parks	\$1,294,000
Cost to Acquire Land to Meet Existing Needs (11.3 acres x \$154,285)	\$1,743,421
Cost to Develop Land to Meet Existing Needs (11.3 acres x \$250,000)	\$2,825,000
Subtotal Current Need	\$4,568,421
Cost to Acquire Land to Meet Needs in 2026 (14.4 acres, assume developer provided)	\$0
Cost to Develop Land to Meet Needs in 2026 (14.4 acres, assume developer provided)	\$0
Cost to Develop Currently Proposed Parks (9.5 acres x \$250,000)	\$2,375,000
Subtotal 2026 Need	\$2,375,000
Cost to Acquire Land to Meet Needs by Buildout (Nature Park, 23.9 acres already owned by City) (Nature Park, 6.1 acres x \$154,285; "Agricultural Heritage" Park, 10 acres x \$250,000; Urban Parks, 26.7 acres, developer provided)	\$2,483,989
Cost to Develop Land to Meet Needs by Buildout (Nature Park, 30 acres x \$150,000) "Agricultural Heritage" Park, 10 acres x \$150,000) Urban Parks, 26.7 acres, developer provided)	\$6,000,000
Subtotal Buildout Need	\$8,483,989
Total	\$16,722,409

*\$154,285 per acre land acquisition cost based on a recent purchase by the City. Actual cost may vary depending on location and other factors.

Maintaining the Proposed LOS in the Short-term (2026) and Long-term (at Projected Buildout)

As detailed in Chapter 2, 14.4 acres of park land is required by 2026, with an additional 66.7 acres required by buildout, for a total of 81.1 acres. It is assumed that all of the 14.4 acres required to meet needs by 2026 will be provided as part of redevelopment efforts slated in the City core in the form of mini parks, trailhead parks, plaza parks or community gardens, as described in Chapter 2.

It is assumed that the additional 66.7 acres of parks required by buildout will be met through a combination of a large nature park in the southwest annexation area (+/- 30 acres), an "agricultural heritage" themed park (+/- 10 acres) in the western extents of the City, and a variety of small urban parks provided by developers (+/- 26.7 acres) .

Upgrading an estimated 7.5-acres of existing parkways, roundabouts, freeway interchanges and welcome sign areas should also be implemented by buildout. These park-like areas provide an important function for welcoming visitors to the City and presenting a positive and lasting impression of the City. Costs to improve these areas will vary widely depending upon location, existing conditions, and desired level of improvement. An approximate cost of \$4.50 per square foot can be used for general planning purposes, however, since these facilities do not contribute to meeting the LOS for parks, they are not included on Table 9.

Table 9 indicates that the anticipated costs to upgrade existing parks, acquire new park land and develop future parks to meet future needs is approximately \$16.7 million.

Costs for Recreation Facilities

In order to keep pace with future demands, efforts to upgrade the Orem Fitness Center should be implemented as soon as possible. Key improvements that are envisioned include appearance upgrades (new paint, flooring, lighting, etc.), additional multi-use/flexible classroom and rental space, the addition of indoor playground and changing rooms near the pools. Other desired improvements include the addition of a climbing wall, the replacement of some of the racquetball courts with other facilities like spin,

functional training, dance, and tumbling and possibly the transformation into more of a flexible community center.

Due to the high level of uncertainty regarding these improvements, the establishment of a reliable cost estimate is not included in this plan. Private, private/public and public/public cooperative efforts should be considered to help meet these needs, in addition to the use of CARE Tax funds.

Other future recreation enhancements include expansion of recreational programs and arts programs, the latter to be implemented in close collaboration with SCERA.

Costs for Trails

For the proposed trail concept to become reality, approximately 30 miles of public trails and 80 miles of bike lanes and routes must be acquired and/or implemented. Five new trailheads/trail accesses are also indicated, which should be developed as soon as possible. Trailhead costs assume paved parking lots, a restroom and coordinated signing as a minimum standard, although it is recognized that some trailheads will not include parking due to space limitations. It is assumed that trail accesses will not include restrooms or parking.

As illustrated in Table 10, the estimated cost to develop the proposed trails is approximately \$7,500,000, with an additional \$7,855,000 for lighting and safety improvements, hot spot improvements, and new/improved trailheads/trail access points. Likewise, the estimated average costs for improving the nineteen Hot Spots is \$15,000, for a total of \$285,000. These will focus on making improvements to make key intersections safer for bicyclists and pedestrians.

It is recommended that half of the Multi-Use Paths and Regional Trails be implemented by 2026, with the remaining segments to be implemented by buildout.

The cost for implementing on-street bike lanes, bike routes and bicycle boulevard improvements are not provided in this plan, as those improvements will be implemented as part of roadway projects (see the *City of Orem Bicycle and Trails Master Plan 2010* for details.) Research by the

planning team indicates that a rough figure of \$90,000 per mile for on-street bicycle facilities is a suitable planning-level cost.

Table 10: Probable Costs to Develop Trails, Trailheads and Trail Lighting

Trail Type	Miles/Qty.	Cost/Mile	Total
Proposed Bike Lanes/Routes/Boulevards	80		\$0*
Proposed Multi-Use Paths	15	\$250,000	\$3,750,000
Proposed Regional Trails	15	\$250,000	\$3,750,000
Lighting/Safety Improvements	30	\$200,000	\$6,000,000
Hot Spot Improvements	19	\$15,000	\$285,000
New Trailheads	4	\$350,000	\$1,400,000
Improved Trailhead	1	\$120,000	\$120,000
New Trail Access	1	\$50,000	\$50,000
Total Cost			\$15,355,000
<i>Trailhead costs are per trailhead, reflecting a typical development cost.</i>			
<i>Lighting enhancements are for existing and proposed Regional Trails and Multi-Use Paths.</i>			
<i>*Costs for bike lanes, routes and boulevards are addressed in the 2010 Plan.</i>			

In order to facilitate the continued implementation of bicycle and pedestrian facilities, it is recommended that Orem establish a dedicated source of funding for improvements to the City-wide trail system, as supported in the 2010 Plan. **It is recommended that an initial targeted budget amount of \$782,000 per year through 2026 to install half of the recommended regional and multi-use trails, make all of the recommended Hot Spot improvements, and implement half of the recommended lighting/safety improvements and trailheads/trail accesses within the 10-year planning time-frame. From 2026 to buildout, it is recommended that an annual budget of \$250,000 to construct the remaining regional trails, multi-use paths, trailheads, trail accesses, signage, lighting and other desired trail amenities like benches, and to implement education and outreach strategies outlined in the 2010 Plan.**

Total Probable Costs

As summarized in Table 11, the total probable cost for upgrading, acquiring and developing all park and trail improvements through buildout is \$32,077,409.

Table 11: Total Probable Costs for Developing Park & Trail Improvements

Probable Cost to Upgrade Existing Parks, Acquire New Park Land, and Develop Future Parks Through Buildout	\$16,722,409
Probable Cost to Develop Trails, Trailheads/Access & Lighting	\$15,355,409
	\$32,077,409

Costs to Maintain Parks, Replace Maintenance Equipment & Complete Special Projects

Results of the *Orem Parks and Recreation Master Plan Survey* and the *Orem CARE Study 2014* indicate that park maintenance is a high priority

for residents. They value their existing park, recreation and trails facilities and would like to make sure they are well maintained. The City of Orem is constantly looking for ways to meet these expectations in the most cost-effective and efficient ways possible.

As illustrated in tables 12a-12e, there is a need to replace aging and failing playground equipment and parking lots, to upgrade maintenance equipment, and provide for ongoing maintenance and capital replacement needs in order to meet current needs through 2026. These tables provide estimates for achieving this goal through the ten-year planning horizon. Securing these funds is a priority of this plan, as it will help ensure that existing parks and recreational facilities meet the high level of maintenance that has come to be expected of Orem facilities. Probable costs are summarized in Table 12e. It is assumed that beyond 2026, these costs will be addressed directly through capital and operational costs.

Table 12a: Playground Replacement

		YEAR										TOTAL
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	
Playground Replacement	# of Assets/Notes											
Bonneville Park	1			\$135,000								\$135,000
Cascade Park	1	\$90,000										\$90,000
Cherryhill Park	1						\$150,000					\$150,000
City Park	1	\$1,000,000										\$1,000,000
Community Park	1		\$150,000									\$150,000
Foothill Park	1							\$175,000				\$175,000
Geneva Park	1								\$175,000			\$175,000
Hillcrest Park	1									\$150,000		\$150,000
Lakeside Sports Park	1/Constructed 2001											\$0
Nielsen's Grove	2										\$200,000	\$200,000
Northridge Park	1						\$150,000					\$150,000
Palisade Park	1/Constructed 2014											\$0
Scera Park	2	\$90,000				\$200,000						\$290,000
Sharon Park	1			\$135,000								\$135,000
Springwater Park	1		\$125,000									\$125,000
Westmore Park	1			\$135,000								\$135,000
Windsor Park	1				\$150,000							\$150,000
Total		\$1,180,000	\$275,000	\$405,000	\$150,000	\$200,000	\$300,000	\$175,000	\$175,000	\$150,000	\$200,000	\$3,210,000

* Playgrounds have an estimated 30-year life expectancy before replacement.

Table 12b: Parking Lot Maintenance

		YEAR										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	TOTAL
			\$ 0.2500	\$ 0.2625	\$ 0.2756	\$ 0.2894	\$ 0.3039	\$ 0.3191	\$ 0.3350	\$ 0.3518	\$ 0.3694	
Parking Lot Maintenance	Area (Sq. Ft.)											
Cherryhill Park	2,000			\$600						\$800		\$1,400
Geneva Park	7,800			\$2,100						\$2,800		\$4,900
Cascade Park	13,900			\$3,700						\$5,000		\$8,700
Lakeside Sports Park	146,900			\$38,600						\$51,700		\$90,300
Foothill Park	7,000				\$2,000						\$2,600	\$4,600
Westmore Park	8,000				\$2,200						\$3,000	\$5,200
Springwater Park	14,600				\$4,100						\$5,500	\$9,600
Scera Park	138,700				\$38,300						\$51,300	\$89,600
Sharon Park	9,500					\$2,800						\$2,800
Windsor Park	28,600					\$8,300						\$8,300
Palisade Park	113,400					\$32,900						\$32,900
Skate Park	9,600						\$3,000					\$3,000
Nielsen's Grove	32,100						\$9,800					\$9,800
City Park	95,400						\$29,000					\$29,000
Bonneville Park	11,200							\$3,600				\$3,600
Senior Friendship Center	40,000							\$12,800				\$12,800
Mt. Timpanogos Park	86,900							\$27,800				\$27,800
Northridge Park	12,200								\$4,100			\$4,100
Fitness Center	66,000								\$22,200			\$22,200
Community Park	68,200								\$22,900			\$22,900
Total	912,000	\$70,000	\$60,000	\$45,000	\$46,600	\$44,000	\$41,800	\$44,200	\$49,200	\$60,300	\$62,400	\$523,500
(*6-year preventative maintenance program--not replacement: crack seal, seal coat, and repainting lines; Catch up in FY2017 and FY2018)												

Table 12c: Equipment Replacement

		YEAR										
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	TOTAL
Equipment Replacement	Notes											
Pickup Truck	four pickups (\$35k each) All replaced within the next 10 years.	\$34,000		\$37,000	\$38,000	\$39,000					\$45,000	\$193,000
Gang Riding Mower (Xlarge)	four gang mowers (all will be replaced within 10 years				\$80,000		\$85,000		\$90,000		\$95,000	\$350,000
Dump Truck	13 dump trucks (\$52k each), 9 replaced in next 10 years	\$52,000		\$55,300	\$114,000	\$117,600	\$60,600	\$62,500	\$64,400	\$66,400		\$592,800
Riding mowers	29 riding mowers, replace 3 a year at \$20k each	\$46,000	\$60,000	\$61,800	\$63,700	\$65,700	\$67,700	\$69,800	\$71,900	\$74,100	\$76,400	\$657,100
Utility vehicles	13 UTVs (\$13k each), 8 replaced in next 10 years		\$13,000	\$13,400	\$13,900	\$14,400	\$14,900	\$15,400	\$15,900	\$16,400		\$117,300
Backhoe	This is a leased vehicle		\$10,000	\$10,300	\$10,700	\$11,100	\$11,500	\$11,900	\$12,300	\$12,700	\$13,100	\$103,600
Bucket Truck	Won't be replaced.											\$0
Yard Sweeper	2 lawn sweepers, replace both in next ten years				\$10,000		\$12,000					\$22,000
Tractors	4 tractors, replace two in next ten years			\$25,000		\$30,000						\$55,000
Small Equipment	Push mowers, weed eaters, blowers, etc.	\$10,000	\$10,300	\$10,700	\$11,100	\$11,500	\$11,900	\$12,300	\$12,700	\$13,100	\$13,500	\$117,100
Total		\$142,000	\$93,300	\$213,500	\$341,400	\$289,300	\$263,600	\$171,900	\$267,200	\$182,700	\$243,000	\$2,207,900

Table 12d: On-Going Maintenance Needs

		YEAR										TOTAL
		2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	
Maintenance & Capital Replacement Needs	Notes											
Ballfield Lights	Currently spending \$8,000/yr to repair ballfield lights. Fuses, balasts, bulbs. Structures are sound. Will last more than ten more years.	\$8,000	\$8,300	\$8,600	\$8,900	\$9,200	\$9,500	\$9,800	\$10,100	\$10,500	\$10,900	\$93,800
Barbeque Grills	Replace about 10 per year at \$500 each. Total \$5,000/year (Currently paid out of our operations budget)	\$5,000	\$5,200	\$5,400	\$5,600	\$5,800	\$6,000	\$6,200	\$6,400	\$6,600	\$6,800	\$59,000
Baseball Field Rehabilitation	Dig out field, put in drainage rock and replace with clay and turf. Similar to other ball fields.							\$175,000	\$175,000			\$350,000
Baseball/Softball Field Canopies	Canopies will start deteriorating. We have 32 of them. It will cost an estimated \$5,000/yr to replace on 5-year life expectancy;			\$5,000	\$5,200	\$5,400	\$5,600	\$6,000	\$6,200	\$6,400	\$6,600	\$46,400
Baseball/Softball Field Fencing	Funding for 5 years would get us where we should be. Then no costs expected for another ten years.		\$25,000	\$25,800	\$26,600	\$27,400	\$28,300					\$133,100
Baseball/Softball Fields Maintenance	Turf, chalk, bases, rubber, quick dry	\$31,700	\$32,700	\$33,700	\$34,800	\$35,900	\$37,000	\$38,200	\$39,400	\$40,600	\$41,900	\$365,900
Basketball/Sports Courts	All five asphalt surfaces are in terrible shape. Plan to replace them with asphalt.			\$60,000	\$45,000							\$105,000
Drinking Fountains	Replace about 3 per year at \$3,000 each = \$9,000	\$9,000	\$9,300	\$9,600	\$9,900	\$10,200	\$10,600	\$11,000	\$11,400	\$11,800	\$12,200	\$105,000
Fencing Repair/Replacement	Orem Boulevard fence in 2021; Westmore Park in 2023; City Center South in 2025.				\$75,000	\$75,000	\$75,000	\$75,000	\$75,000	\$75,000		\$450,000
Frisbee Golf Baskets	No capital needed in next ten years.											\$0
General Park/Trail Lighting	Good for quite a while. Minor maintenance covered in operations budget.											\$0
Irrigation System (Automation)	Maxicom automated sprinkler system needs. Completed in seven years.	\$20,000	\$20,600	\$21,300	\$22,000	\$22,700	\$23,400	\$24,200	\$25,000			\$179,200
Irrigation System (Replacement)	Scera and Community Parks are the last park in need of a major overhaul. Scera is scheduled for FY2018. Community in FY2024 with a planned water tank.		\$75,000						\$25,000			\$100,000
Maintenance sheds	Roof replacement		\$2,500	\$2,600	\$2,700	\$2,800	\$2,900	\$3,000	\$3,100	\$3,200	\$3,300	\$26,100
Park Benches	Update/replace ten benches per year for five years (50 total) at \$600 per bench. Then they should all be metal and no need to replace (just general maintenance for vandalism)			\$6,000	\$6,200	\$6,400	\$6,600	\$6,800				\$32,000
Pavilions (Restoration)	Currently fund \$20k per year for roof work, soffit, fascia, painting. Don't plan major replacements rather repair what is in place.	\$20,000	\$25,000	\$25,800	\$26,600	\$27,400	\$28,300	\$29,200	\$30,100	\$31,100	\$32,100	\$275,600
Picnic Tables	Covered in maintenance budget. All aluminum and in good shape.											\$0
Restrooms (Inside)	\$20,000 per year on an ongoing basis has been committed to restore existing bathrooms. They are in decent shape, just need facelifts. Don't anticipate fully replacing a structure in next ten years.	\$20,000	\$25,000	\$25,800	\$26,600	\$27,400	\$28,300	\$29,200	\$30,100	\$31,100	\$32,100	\$275,600
Restrooms (Roofs)	Roof replacement		\$2,500	\$2,600	\$2,700	\$2,800	\$2,900	\$3,000	\$3,100	\$3,200	\$3,300	\$26,100
Sand Volleyball Courts	We only have one. Little maintenance. Most volleyball is on the grass.											\$0
Scoreboards	Begin replacing one each year in 2022						\$6,000	\$6,200	\$6,400	\$6,600	\$6,800	\$32,000
Skate Park	No restoration work anticipated.											\$0
Splash pad operation and maintenance	Palisade Park splash pad. Does not include Scera Pool splash pad maintenance costs.		\$35,000	\$36,100	\$37,200	\$38,400	\$39,600	\$40,800	\$42,100	\$43,400	\$44,800	\$357,400
Dumpster Enclosures	Cherryhill, City, Foothill, Hillcrest, Mt. Timpanogos, Scera, Sharon, Springwater, Westmore, Windsor		\$20,000	\$20,600	\$21,300	\$22,000	\$22,700					\$106,600
Parking Lot Reconstruction (Scera Park)	400 East Lot; Needed to better accommodate Scera Shell events. Funded/in process	\$300,000										\$300,000
Parkway/Corridor landscape enhancements	West Center St; West 400 N; East 800 N			\$150,000	\$150,000	\$150,000	\$150,000					\$600,000
Splashpads (Construction)	Newly constructed in 2017 at Palisade Park. Includes pavilion in FY2018. Does not include Scera Pool splashpad.	\$850,000	\$50,000					\$30,000	\$30,900	\$31,900	\$32,900	\$1,025,700
Welcome Sign Monuments (replace, enhance, add)	Entry monuments at West 800 N; East 800 N; East Center St; East 800 S; North State St; East University Pkwy		\$50,000									\$50,000
Tennis Courts	Replace at Bonneville (2019), Hillcrest (2020), Geneva (2023)			\$150,000	\$85,000			\$170,000				\$405,000
Trails/Pathways (Replacement)	Northridge track is being replaced in 2017. Community Park needs replacement but will be delayed pending outcome of the water tank placement in 2024. Water will pay to replace most of the track. Change gravel paths to concrete for strollers; 2nd ring from the fountain and pond area.	\$50,000						\$60,000	\$20,000			\$130,000
Trash Receptacles	No replacement anticipated.											\$0
Walking Paths (within Parks)	6-year maintenance cycle to treat surfaces.		\$5,000	\$5,300	\$5,600	\$5,900	\$6,200	\$6,600	\$7,000	\$7,400	\$7,800	\$56,800
Water Features/Fountains/Ponds	Currently budgeted Nielsen's Grove relining. Operations takes care of keeping it running. If repairs are too costly, it is not fixed unless the budget allows.	\$50,000										\$0
Wood Chip Replacement-Freeways	Every five years (need \$60k now, then save up for five years)			\$60,000	\$12,000	\$12,400	\$12,800	\$13,200	\$13,600	\$14,100	\$14,600	\$152,700
Wood Chip Replacement-Parks (around trees)	Do 1/5 of parks each year. Wood chips added every five years.	\$20,000	\$20,600	\$21,300	\$22,000	\$22,700	\$23,400	\$24,200	\$25,000	\$25,800	\$26,600	\$231,600
Wood Chip replacement-Playgrounds	Replace every five years; Need 40k/yr	\$40,000	\$41,200	\$42,500	\$43,800	\$45,200	\$46,600	\$48,000	\$49,500	\$51,000	\$52,600	\$460,400
Wood Structure Maintenance	Nielsen's Grove & Mt. Timpanogos Parks		\$45,000	\$48,000	\$50,000	\$52,000	\$54,000	\$56,000	\$58,000	\$60,000	\$62,000	\$424,000
Total		\$1,423,700	\$497,900	\$718,000	\$722,700	\$555,000	\$621,700	\$815,600	\$686,400	\$399,700	\$389,300	\$6,830,000

Table 12e: Total Probable Costs to Maintain Parks, Replace Equipment, & Complete Special Projects

	YEAR										
	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	TOTAL
Category											
12a: Playground Replacement Costs	\$1,180,000	\$275,000	\$405,000	\$150,000	\$200,000	\$300,000	\$175,000	\$175,000	\$150,000	\$200,000	\$3,210,000
12b: Parking Lot Maintenance	\$70,000	\$60,000	\$45,000	\$46,600	\$44,000	\$41,800	\$44,200	\$49,200	\$60,300	\$62,400	\$523,500
12c: Equipment Replacement	\$142,000	\$93,300	\$213,500	\$341,400	\$289,300	\$263,600	\$171,900	\$267,200	\$182,700	\$243,000	\$2,207,900
12d: Maintenance & Capital Replacement Needs	\$1,423,700	\$497,900	\$718,000	\$722,700	\$555,000	\$621,700	\$815,600	\$686,400	\$399,700	\$389,300	\$6,830,000
Total	\$2,815,700	\$926,200	\$1,381,500	\$1,260,700	\$1,088,300	\$1,227,100	\$1,206,700	\$1,177,800	\$792,700	\$894,700	\$12,771,400

Establishing Funding and Implementation Priorities

Establishing funding priorities for parks, open space, recreation facilities and trails is a challenge for communities with limited resources and diverse needs. The following are some key considerations when prioritizing specific projects properly prioritized:

- Do they help fill a critical need or service gap?
- Do they address life and safety concerns?
- Do they support on-going maintenance of existing facilities (thereby protecting existing resources and investments)?
- Do they meet future needs in clear and logical phases?

It should be noted that budgets should be established for the acquisition of future facilities as soon as possible. This will help avoid escalating acquisition costs over time.

Table 13 is an Action Plan which summarizes short and long-term implementation actions and priorities. Section 1 of the table addresses recommended capital facility improvements, Section 2 addresses deferred maintenance needs, while Section 3 addresses policy actions. **In order to meet future needs, it is critical that the suggested improvements be made according to the indicated 10-year and buildout schedule.**

Table 13: Action Plan

			SHORT-TERM IMPLEMENTATION 0 to 10 years 2016 - 2026	LONG-TERM IMPLEMENTATION 20 years+ (through buildout) 2017 - 2060+
1 Capital Facility Improvements				
Parks & Open Space				
P1	Acquire and develop 2 five-acre neighborhoods parks in the western part of the City to fill address distribution issues in Gaps 1 and 2.		\$5,000,000	
P2	Expand Cherapple Park (1.3 acres) or develop nearby trailhead park.		\$650,000	
P3	Implement the Lakeside Park Expansion, Southwest Park, the landscape and site improvements at the 800 North Trailhead Park, and the bike skills park.		\$2,375,000	
P4	Acquire and develop the 14.4 acres of park land required by 2026 to meet the recommended LOS (developer provided)		\$0	
P5	Acquire & develop 66.5 acres of park land required between 2026 and 2060 to meet recommended LOS. (23.9 owned, 16.1 needed, 26.5 developer provided)			\$10,025,000
P6	Bring existing City parks up to the minimum park standards.		\$1,320,000	
P7	Extend availability of restrooms through retrofitting facilities.		\$260,000	
	Total: Parks & Open Space		\$9,605,000	\$10,025,000
Trails				
T1	Develop 15 miles of new regional trails as one of the top trail priorities (half by 2026)		\$2,625,000	\$2,625,000
T2	Develop 15 miles of new multi-use paths as one of the top trail priorities. (half by 2026)		\$1,875,000	\$1,875,000
T3	Develop 80 miles of new bicycle lanes, routes and boulevards from this plan and the 2010 Plan to support the regional and multi-use priority network.			see 2010 plan
T4	Implement lighting/safety improvements where appropriate along existing and proposed regional trails and multi-use paths.		\$3,000,000	\$3,000,000
T5	Develop 5 additional trailheads/accesses as recommended in plan.		\$785,000	\$785,000
T6	Implement improvements in Hot Spots to ensure trail user safety.		\$285,000	
	Total: Trails		\$8,570,000	\$8,285,000
2 Deferred Maintenance				
O1	Maintain Parks, Replace Maintenance Equipment & Complete Special Projects (table 12f)		\$9,436,800	
	Total: Deferred Maintenance		\$9,436,800	\$0
	Grand Total		\$27,611,800	\$18,310,000
3 Policy Actions				
General Policies				
G1	Incorporate parks, open space, recreation facilities and trails planning into broader City planning efforts.			
G2	Provide adequate funding for parks, open space, recreation facility and trail operations and maintenance, including additional lands that the City maintains.			
G3	Design all parks and trails in a manner that conserves water.			
Parks & Open Space Policies				
P9	Establish a level of service for the provision of new parks at 2.89 acres per 1,000 population through buildout in 2060.			
P10	Adopt the proposed minimum park standards as official City policy and provide a broader variety of amenities.			
P11	Modify zoning to require developer participation in the provision of parks, recreation and trail amenities.			
P12	Design and construct all new restrooms for year-round availability.			
P13	Continue to work with partner agencies and surrounding municipalities to maintain open space.			
P14	Acquire new natural open space when opportunities arise.			
Recreation Facilities Policies				
R2	Develop a detailed master plan and funding program for upgrades to the Orem Fitness Center.			
R3	Explore the feasibility of adding a climbing wall and converting the Fitness Center into a Community Center.			
R4	Improve distribution of recreation program information.			
R5	Enhance recreation and arts programming throughout the City.			
Trails Policies				
T7	Develop a complete local trail system.			
T8	Cooperate with the Utah Lake Commission, MAG, DWR, Lindon, Vineyard and Provo to implement regional trail connections.			
T9	Pursue 'Bicycle Friendly Community' status.			
T10	Establish an "Adopt a Trail" program to encourage trail user assistance in maintaining the trail system.			
T11	Create a sustainable, dedicated source of funding within the annual City budget for trail system improvements.			
T12	Implement a Safe Routes to Schools program with an emphasis on trail use and connections.			
T13	Provide public information regarding parks, open space, recreation facilities and programs and trails.			
T14	Implement an education and outreach campaign to improve trail use and safety.			
T15	Integrate bike and pedestrian facilities into the transit system.			
T16	Utilize best management and maintenance procedures to protect the City's park and recreation investments.			
T17	Maintain an up-to-date inventory of all parks and park facilities in order to protect the City's park and recreation investments.			
T18	Provide programs to help residents to "self-maintain" parks and park facilities.			
T19	Establish a Bicycle and Pedestrian Advisory Commission.			
T20	Increase complete streets allowable project cost increase from 10-percent to 20-percent.			
T21	Develop a monitoring system for progress on trail system implementation and safety concerns such as accident rates and locations.			
T22	Prioritize development of the Mountain to Lakeshore Trail System.			
T23	Prioritize development of trail connections from City to BST and other natural surface regional trails.			
T24	Provide restrooms and additional recommended amenities at existing and proposed trailhead and access points.			

Existing Funding Sources

The following are some of the key funding sources currently available for implementing the plan recommendations.

- **General Funds** - funds that come through government levies such as property and sales taxes that are divided up as the City sees fit.
- **Park Improvement Funds** - impact fees assessed with new development and redevelopment to provide comparable level of service for parks as the City grows.
- **Enterprise Funds** - business-type funds where governments charge fees for programs and services and then use the money to pay for those services.
- **Bonds** - debt obligations issued by government entities.

Details regarding the various funding options and sources is provided below.

Funding Opportunities & Options 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 City, 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. Currently, bond elections may only be held once each year on the November general election date.

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 this type of facility 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.

Sales Tax Revenue Bonds

Several years ago, Utah State law was amended to allow municipalities to issue debt secured by a pledge of their sales tax receipts. Sales tax revenue bonds have been well received in the markets and may be used for a wide variety of municipal capital projects, including recreation facilities. State law limits the amount of sales tax revenue bonds that may be issued by a community. Due to the fact that (1) most cities rely heavily on their sales tax revenues for their operations; and (2) local governments have very little control over the sales tax revenue source; the financial markets will

typically only allow an issuer to utilize approximately one-half of the revenues available as a pledge toward debt service as they require minimum debt service coverage covenants of two times revenues to debt costs.

Additionally, due to the reliance on sales tax revenues for the general operations of most communities, existing sales tax revenues would have to be diverted to repay the bonds, unless the City has additional revenue sources that can be devoted to repayment of the bonds, or is anticipating a spike in sales tax revenues due to new large retail businesses locating in the City. Utah local government sales tax revenue bonds are very well regarded in the bond market and will generally trade within five to fifteen basis points of where the City's General Obligation Bond debt would price.

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 40 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 recreation facility or similar major project, 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.

The 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 as 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 creation)

Disadvantages of SAA Bonds:

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

Note – Due to the costs of administering a City-Wide SAA and given that special assessments cannot be deducted from income taxes, but property taxes can, it seems more rational to seek for G.O. election approval rather than form a City-Wide SAA.

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 (formerly Municipal 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 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 may often 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 can cooperate and pool resources for recreation projects. There may be other opportunities as well which 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

CARE Taxes

In November 2005, the Orem City Council authorized a 1/10th of 1% increase in the local sales and use tax as a means of enhancing funding for recreation

and cultural arts in the City of Orem. Known as the CARE Tax, funds may be used in part for recreational facilities, defined as any publicly owned or operated park, campground, marina, dock, golf course, playground, athletic field, gymnasium, swimming pool, trail system, cultural facility, or other facility used for recreational purposes. Cultural facility means any publicly owned or operated museum, theater, art center, music hall, or other cultural or arts facility.

The purpose of this grant is to enhance the quality of life for residents of the City of Orem by providing recreational and cultural facilities, and by supporting capital improvements and ongoing operations for such facilities as allowed by law. Funds will be made available upon approval of the Orem City Council on the basis of a formal application in a competitive grant process.

Park and Recreation Impact Fees

The City is developing an impact fee program for park, recreation and trail projects concurrent to this planning process. Impact fees can be used by communities to offset the cost of public parks and facilities needed to serve future residents and new development.

Impact fees are especially useful in areas of rapid growth or redevelopment. They help the community to maintain a current level of service as new development puts strain on existing facilities. It assures that new development pays its proportionate share to maintain quality of life expectations for City residents.

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.

TIGER Discretionary Grants

According to the U.S. Department of Transportation, “the Consolidated Appropriations Act, 2016 appropriated \$500 million, available through September 30, 2019, for National Infrastructure Investments otherwise known as TIGER grants. As with previous rounds of TIGER, funds for the FY 2016 TIGER program are to be awarded on a competitive basis for projects that will have a significant impact on the Nation, a metropolitan area or a region.

TIGER Discretionary Grants have supported innovative projects, including multi-modal and multi-jurisdictional projects which are difficult to fund through traditional federal programs. Successful TIGER projects leverage resources, encourage partnership, catalyze investment and growth, fill a critical void in the transportation system or provide a substantial benefit to the nation, region or metropolitan area in which the project is located. The 2016 TIGER grant program will continue to make transformative surface transportation investments that dramatically improve the status quo by providing significant and measurable improvements over existing conditions.”

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 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.

In-Kind and Donated Services or Funds

Several options for local initiatives are possible to further the implementation of the master plan. These kinds of programs would require the City

to implement a proactive recruiting initiative to generate interest and sponsorship, and may include:

- Fund-raising and volunteer support of Orem's parks, open spaces, recreation facilities and trails;
- 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, as per an adopt-a-trail and adopt-a-park program; 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 & Policies

Parks

Goal 1.0: Assure that residents of Orem have adequate access to parks and park facilities

Policy 1.1: Meet the recommended Level of Service (LOS) for parks of 2.89 acres per 1,000 population in the future.

a. *Implementation Measure:* Acquire and develop two new neighborhood parks to fill Gaps 1 and 2.

b. *Implementation Measure:* Expand Cherapple Park if possible. Otherwise, develop a new trailhead park nearby to provide access to the Bonneville Shoreline Trail.

c. *Implementation Measure:* As the community grows ensure that the recommended LOS is maintained.

d. *Implementation Measure:* Develop proposed 30-acre Nature Park on City-owned land west of Sleepy Ridge Golf Course and connect to proposed Utah Lake Commission Nature Center in the Powell Slough Waterfowl Management Area. The City owns 23.9 acres, and needs to acquire 6.1 more acres.

e. *Implementation Measure:* Acquire and develop proposed 10-acre Agricultural Heritage Park in Southwest Annexation Area.

f. *Implementation Measure:* Acquire and develop 14.8 additional park acres required to meet demand with the ten-year planning time-frame in 2026. Assume these will be provided through developer contributions.

g. *Implementation Measure:* Acquire and develop 66.5 additional park acres required to meet demand by build-out in 2060. Assume 26.5 acres will be developer contributions, with 30 acres recommended for Nature Park (see 1.1 d above) and 10 acres for Agricultural Heritage Park (see 1.1 e above).

h. *Implementation Measure:* Pursue non-traditional park types, such as mini-parks, urban parks and plazas, community gardens, hybrid sports parks and plazas, nature parks and agricultural heritage parks, to help meet the demand for parks and open space in the future.

Policy 1.2

Upgrade existing parks to meet minimum standards for amenities and develop new parks with at least the minimum required amenities.

a. *Implementation Measure:* Upgrade existing parks to meet the minimum requirements for amenities and features, as possible.

b. *Implementation Measure:* Adopt the minimum development standards for parks detailed in this plan as a City policy.

c. *Implementation Measure:* Design and develop all new parks with amenities and features that meet the established standards, and allow and encourage public input on the design.

Goal 2.0:

Maintain the high standard of maintenance and the high quality of Orem's Parks in the Future

Policy 2.1:

Continue best management and maintenance procedures to protect the City's park and recreation investments.

a. *Implementation Measure:* Update annual budgets to ensure funding for operation and maintenance of City parks and other land the City maintains is sufficient to meet needs.

b. *Implementation Measure:* Modify zoning to require developer participation in the provision of parks, recreation and trails amenities.

c. *Implementation Measure:* Continue to maintain an up-to-date inventory of all parks, park facilities and parkways, documenting and implementing improvements according to a feasible schedule.

d. *Implementation Measure:* Apply design standards for all parks in a way that helps reduce maintenance requirements while promoting better long-term use of public parks and recreation amenities.

e. *Implementation Measure:* Increase the variety of amenities in parks to promote better long-term use of parks.

f. *Implementation Measure:* Provide amenities and facilities to help Orem residents “self-maintain” their parks and park facilities (trash receptacles, animal waste containers, hose bibs, pet clean-up stations, etc.)

g. *Implementation Measure:* Improve year-round access to park and trailhead restrooms by extending the season of existing restrooms, winterizing key restrooms and constructing all new restrooms to accommodate winter use.

h. *Implementation Measure:* Upgrade and enhance welcome sign areas, key entry corridors and parkways in the City to present a positive image.

Open Space

Goal 3.0 Increase the amount of natural open space in the City

Policy 3.1 Secure and expand the Orem open space system as part of a flexible and opportunistic approach.

a. *Implementation Measure:* Explore the possibility of securing agricultural or natural open lands near the Utah Lake shoreline to expand the profile of open space in the City and protect these threatened landscapes for future generations.

b. *Implementation Measure:* Work with Utah County and the State of Utah to ensure that city, county and state statutes and regulations are met as new facilities are developed.

Recreation Facilities

Goal 4.0 Assure that residents of Orem have access to high quality recreation facilities and programs

Policy 4.1: Continue planning and implementation of improvements to the Orem Fitness Center.

a. *Implementation Measure:* Upgrade the Fitness Center with aesthetic improvements, additional multi-use/flexible space, a new indoor playground and new changing rooms near the pools.

b. *Implementation Measure:* Explore the feasibility of additional improvements to the Fitness Center including the addition of a climbing wall, the replacement of some of the racquetball courts with other facilities like spin, functional

training, dance and tumbling, and the conversion of the Fitness Center into a community center with more flexible space.

c. *Implementation Measure:* Continue to maintain an up-to-date usage report for all City recreation facilities, developing a list of desired/recommended improvements in the long-term.

d. *Implementation Measure:* Continue to partner with arts and non-profit recreation programs such as SCERA.

Trails

Goal 5.0: Develop a Complete Streets Approach to Development

Policy 5.1: Implement a Complete Streets Policy.

a. *Implementation Measure:* Require all Capital Improvement Projects to conform to the Orem Bicycle and Pedestrian Master Plan 2010 and this master plan.

b. *Implementation Measure:* Develop a continuous network of bike lanes, signed shared bikeways and bike boulevards that serve all bicycle user groups, including both recreational and utilitarian riders.

c. *Implementation Measure:* Develop an accessible network of pedestrian supportive infrastructure, including sidewalks, curb ramps, and trails in high-priority pedestrian areas.

d. *Implementation Measure:* Provide a bicycle and pedestrian network that is safe and attractive to all users, including women, children and the elderly.

e. *Implementation Measure:* Evaluate streets for bike facilities based on the recommended projects in these plans when performing street resurfacing or re-striping projects.

f. *Implementation Measure:* Eliminate gaps in the bicycle network to improve connectivity between destinations and with adjacent cities (Provo, Lindon, Vineyard).

g. *Implementation Measure:* Require private development projects to finance and install bicycle facilities, sidewalks, and multi-use trails as appropriate and where recommended in these plans, as part of on-site improvements and off-site mitigation measures as appropriate.

h. *Implementation Measure:* Adopt and adhere to existing and future standards established by the AASHTO Guide for the Development of Bicycle Facilities, and the Manual of Uniform Traffic Control Devices (MUTCD).

Goal 6.0: Implement the recommended trail facilities

Policy 6.1: Complete a non-motorized transportation system network.

a. *Implementation Measure:* Create a sustainable, dedicated source of trail funding within the annual City budget.

b. *Implementation Measure:* Encourage multi-jurisdictional funding applications with the Mountainland Association of Governments and the neighboring cities of Provo, Lindon and Vineyard.

c. *Implementation Measure:* Update the Orem Bicycle and Pedestrian Plan 2010 and this master plan as appropriate to reflect new policies, requirements and opportunities for trails funding.

d. *Implementation Measure:* Secure on-going funding to support regional bicycle outreach programs such as Bicycle Month activities.

e. *Implementation Measure:* Achieve “Bicycle Friendly Community” Silver status by 2020.

f. *Implementation Measure:* Achieve “Bicycle Friendly Community” Gold status by 2025.

g. *Implementation Measure:* Achieve “Bicycle Friendly Community” Platinum Status by 2030.

Goal 7.0: Develop a monitoring and evaluation system for the City's trails

Policy 7.1: Monitor the implementation of the Orem Bicycle and Pedestrian Plan 2010 and this Master Plan.

a. *Implementation Measure:* Track the success of the plans as a percent completed of the total recommended trails system.

b. *Implementation Measure:* Track City-wide trends in trails usage through the use of Census data, and annual trail user counts.

c. *Implementation Measure:* Monitor bicycle and pedestrian collision data to seek continuous reduction in bicycle and pedestrian collision rates.

Goal 8.0: Increase the City's environmental sustainability by providing transportation alternatives

Policy 8.1: Reduce the vehicle miles traveled by single occupancy vehicles in the City of Orem.

a. *Implementation Measure:* Increase the mode split to 5-percent for non-motorized transportation by 2020 as discussed in the 2010 Plan.

b. *Implementation Measure:* Reduce greenhouse gases from transportation sources by 50-percent by 2060 as discussed in the 2010 Plan.

Goal 9.0: Improve the relationship between transit and bicycle and pedestrian facilities

Policy 9.1: Integrate bicycling and walking into the transit system.

a. *Implementation Measure:* Increase the number of multi-modal trips that include bicycling and walking for at least one trip segment by improving and simplifying connections and transfers.

b. *Implementation Measure:* Consider incorporating trails in transit projects that include an exclusive right-of-way.

c. *Implementation Measure:* Provide access and support facilities to transit through the development of trails that serve transit stations and transit hubs.

d. *Implementation Measure:* Provide safe and accessible routes to transit for pedestrians.

e. *Implementation Measure:* Accommodate bicycles on all transit vehicles.

f. *Implementation Measure:* Provide safe end-of-trip facilities (bike parking, etc.) at all transit facilities served by three or more routes.

g. *Implementation Measure:* Provide projects that improve multi-modal connections and enhance bicycle-transit trip linking. This includes FrontRunner commuter rail, Bus Rapid Transit (BRT) and TRAX light rail projects within City limits.

Goal 10.0: Maintain trails as safe, attractive and comfortable amenities for the community

Policy 10.1 Ensure City-wide bicycle and pedestrian facilities are clean, safe and accessible.

a. *Implementation Measure:* Maintain existing and future bicycle and pedestrian facilities to a high standard in accordance with guidelines established in this plan.

b. *Implementation Measure:* Incorporate bicycle network repair and maintenance needs into the regular roadway maintenance regime as appropriate, paying particular attention to sweeping and pothole repair on priority bicycle facilities.

c. *Implementation Measure:* Establish weed management program to target spread of ‘Puncture Vine’ to reduce incidents of bicycle flat tires.

d. *Implementation Measure:* Address pedestrian and bicyclist safety during construction and maintenance activities.

e. *Implementation Measure:* Identify safe, convenient and accessible routes for bicyclists and pedestrians through construction zones.

f. *Implementation Measure:* Establish routine maintenance program that encourages citizens to report maintenance issues that impact bicyclist and pedestrian safety.

g. *Implementation Measure:* Develop an on-going City-wide maintenance strategy for non-motorized transportation facilities.

h. *Implementation Measure:* Ensure that maintenance routines include selective plowing of key routes to facilitate winter trail use.

i. *Implementation Measure:* Promote an “Adopt a Trail” program to encourage trail user assistance in maintaining the trail system. Encourage participants to become involved in all aspects of trails development, through maintenance and long-term improvements.

Goal 11.0: Provide education on bicycle and pedestrian facilities, issues and activities and partner with the community to raise awareness

Policy 11.1 Implement comprehensive education programs targeted at all populations in the City.

a. *Implementation Measure:* Educate the general public on bicycle and walking safety issues and encourage non-motorized transportation with programs that target pedestrians, bicyclists and motorists.

b. *Implementation Measure:* Install signage along all local and regional trails to assist with wayfinding and to increase awareness of trail users.

c. *Implementation Measure:* Support Safe Routes to School and other efforts, including educational and incentive programs to encourage more students to bicycle or walk to school, through a partnership with the school districts and other interested parties.

d. *Implementation Measure:* Encourage employers to provide incentives and support facilities for employees that commute by bicycle.

e. *Implementation Measure:* Promote bicycling and walking through City-sponsored events.

f. *Implementation Measure:* Educate professional drivers (transit drivers, delivery drivers, etc.) on bicyclist rights and safe motoring behavior around bicyclists.

g. *Implementation Measure:* Encourage large employers, colleges and universities, activity centers and major transit stops to provide secure bicycle storage facilities and racks and promote their efforts.

h. *Implementation Measure:* Encourage bicycle parking and showers, changing facilities and lockers for employee use at public buildings.

Goal 12.0: Increase enforcement around trail facilities for all users of all modes of transportation

Policy 12.1: Increase enforcement on streets and bikeways.

a. *Implementation Measure:* Increase attention by law enforcement officers to bicycle-related violations by both motorists and bicyclists and emphasize positive enforcement for safe bicycling behavior by children.

b. *Implementation Measure:* Increase enforcement efforts to prevent the obstruction of dedicated bikeways and walkways.

c. *Implementation Measure:* Reduce aggressive and/or negligent behavior among drivers, bicyclists and pedestrians.

d. *Implementation Measure:* Ensure that all bicycle or pedestrian collisions are accurately recorded into a collision database for future analysis and monitoring.

Goal 13.0: Provide for the health and safety of all trail users

Policy 13.1: Provide safe and accessible routes for bicyclist and pedestrians of all ages and abilities.

a. *Implementation Measure:* Reduce crashes involving bicyclists, pedestrians and motor vehicles by at least 10 percent and reduce the number of bicycle injuries by 50 percent from current levels through the development of safe facilities, the implementation of education programs and increasing enforcement by 2026.

b. *Implementation Measure:* Strive to increase the proportion of bicyclists and pedestrians who feel safe cycling in Orem to 75 percent by 2026.

c. *Implementation Measure:* Install a safe system of trail lighting and emergency response stations along all regional and multi-use trails.

Goal 14.0: Assure that the Orem trails system meets public needs and expectations

Policy 14.1: Work with Orem Transportation Section and Engineering Division to ensure all trails, bike/pedestrian routes and bike lanes/routes are implemented as envisioned.

a. *Implementation Measure:* Update the City of Orem Bicycle and Pedestrian Master Plan (2010), encompassing proposals contained in this master plan.

b. *Implementation Measure:* Install all proposed Regional trail segments by 2026, including lighting and other improvements suggested in the master plan.

c. *Implementation Measure:* Install all proposed multi-use trail segments by 2036 or as the surrounding areas develop, including lighting and similar improvements suggested in this plan.

d. *Implementation Measure:* Install all proposed local trail segments by buildout in 2060, including lighting and other improvements suggested in this plan.

e. *Implementation Measure:* Develop a trail and bike lane/ 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.

Policy 14.2: **Require trail master planning to be incorporated into the development review process of Orem, including the development of trailheads and access to trails.**

a. *Implementation Measure:* Continually evaluate system-wide trail needs as part of 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.

Policy 15.1: **As new parks, open spaces, recreation facilities and trails are developed, utilize the most up-to-date technologies to conserve water and other resources in public parks and associated facilities.**

a. *Implementation Measure:* Utilize drip irrigation, moisture sensors, central control systems and appropriate plant materials and soil amendments to create a more sustainable Orem parks and recreation system.

Other Goals & Policies

Goal 15.0: **Promote water conservation and similar practices to help ensure the Orem parks and recreation system is sustainable and resilient**

Appendix A: Public Input

City of Orem Parks, Recreation, Trails, and Open Space Master Plan

NOTES

City of Orem Parks, Recreation, Trails, and Open Space Master Plan

PUBLIC SCOPING MEETING

November 30, 2016 at 5:30pm
Orem Senior Center

29 members of the public signed in

The meeting began with introductions and a summary of the project background and purpose, which was followed by a Visual Preference Survey.

Visual Preference Survey (36 people participated)

Participants were shown a series of 79 slides, each of which was displayed for 10 seconds, followed by a blank slide, which gave people time to score each image and write a comment if desired. The images included existing park, recreation and trail facilities in Orem as well as facilities outside of Orem, and photos of other events or community-related concepts. Images were scored on a range from -3 (intensely dislike) to +3 (really like). The scores were compiled for all participants.

The top and bottom scoring images are included below.

Top 11 - Most Liked Images



(score 91)



(score 83)



(score 82)



(score 84)



(score 82)



(score 82)



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City of Orem Parks, Recreation, Trails, and Open Space Master Plan



(score 78)



(score 74)



(score 74)



(score 76)



(score 74)

Bottom 10 – Least Likes Images



(score 22)



(score 19)



(score 11)



(score 21)



(score 15)



(score 11)



(score 10)



(score -6)



(score 9)



(score -11)

Scoping Session

Following the Visual Preference Survey, a general scoping session was held to explore ideas and concerns for parks, recreation, and trails in the City of Orem. The verbatim comments from the scoping session and from comment forms submitted at the meeting follow:

Parks

- There is a parcel of private land (1.3 acres) adjacent to Cherapple Park that could be used to expand the size of the existing park. There aren't a lot of park options for children in this part of the City. Consider a big hillside slide too!
- Update/upgrade amenities in existing parks with newer activities like rock climbing, etc.
- A dog park is needed here and in the region. (The City has one planned at Mt. Timpanogos Park, with construction possibly beginning in 2017.)
- Epoxy coat the floors in the restrooms to help with maintenance.
- Need toys to play on, not just grass for football. Need a better variety of amenities.
- Need restrooms available year-round. Provide more restrooms that are heated so they can be used year round. This is a big issue.
- Need year round drinking fountains too, like Park City has.
- The parking lot at the mouth of Provo Canyon needs a restroom.
- The City's parks lack shade. Need more trees. It's too hot for parents to sit out in the open in summer. Need more benches that are shaded by trees.
- Balance trees with open space in parks – make sure you leave areas to fly kites and do other activities.
- Splash pads – there's one at Scera Pool, but you have to pay to get into the pool to use it. The City needs a splash pad that is free and available to the public. (One is currently being designed, and will be located at Palisade Park.)
- The City has done a great job with pavilions and tables throughout the City.

- Do water retention/detention basins serve a recreation need? Some do, some don't. They will be carefully evaluated when establishing the level of service for parks.
- Bordering Cherapple Park, in the northeast part of the City, there is some privately owned land that is currently a small orchard and turkey farm. I would love to see this land purchased and a park installed in that area. The land is also bordering a church on the other side. If you have additional questions, please contact me.
- Consider a flight park for drones, kites, model airplanes, etc.

Recreation Facilities

- We need a new rec center. The existing one is old. We need a facility with more space, and updated amenities.
- Need a family changing room for the pools.
- Existing Rec Center is creepy.
- Location is difficult to get to. The building layout is confusing. Parking is difficult. Fees are higher than for private gyms. The facility is old. The 50-meter pool is cool, and the shooting range is great.
- Rec Center used to be the crown jewel of Utah County, along with the Library.
- A lack of family change rooms, connecting the lobby to the pools at the Orem Rec Center makes it very un-family friendly. I started going to Provo instead until I moved 2 blocks away and can now just go straight home post-swimming w/ out a fussy and tired child to drive 10 minutes home.

Trails

- University Avenue needs bike facilities.
- City needs to become more bike friendly in general. Need more bike lanes, education of drivers, more dirt trails, pump track (like a skate park for bikes), more trails in the foothills.
- Some of the dirt trails in the foothills are technically illegal, but the bike community is trying to work with DNR to change that.
- Access to trails is difficult.
- Develop a complete system that connects all types of trails into a complete network.
- Connect the south end of Murdock and Provo Canyon Trail – this is dangerous for road bikes right now.
- It's suicide to ride your road bike on 800 North. There aren't even sidewalks on the south side. Need a bike lane and wider sidewalks – maybe a protected bike lane.
- Don't forget recreational family users.
- There are a lot of automobile/bike accidents.
- Getting to trails is challenging.
- Existing and proposed trails cross roads without traffic signals, which is a major safety issue. 1600 N. and Murdock Trail is the worst crossing!
- Need more underpasses/overpasses like 800 North. Consider lighting and safety with these types of facilities.
- Connect trails out to Utah Lake.
- Draper's Corner Canyon is a great example of an off-road trail system. The City owns the trails, and allows maintenance by trails groups. Orem has a potentially bigger/better network of trails that aren't maintained – need coordinate on these with DNR.
- Extend the existing bike trail beyond Vivian Park.

- Need more amenities along the trails. Murdock Trail is a great example of good facility frequency. The Jordan River Trail is another good example.
- Work together (regionally) on trails.
- Need safe routes to schools. Eagle Mountain is a great example. Need good, safe facilities for our kids. City said some school have completed Safe Routes to Schools plans, and some haven't. The City needs to coordinate with the schools more. There are grants available. Parents and schools know their needs best, and need to work closely with the City.
- Provo just got Silver status for their bike facilities. Orem needs to step up its efforts.
- Partner with MAG and other agencies on regional trail planning.
- Need better paths to Orchard Elementary – difficult right now with the Junior High on the same property. Route is blocked.
- Plan needs to indicate priorities.
- Maintenance in bike lanes and along bike routes is a major issues. The street sweepers just push the debris out of the traffic lane and into the bike lanes and areas where bicyclists need to ride.
- Improve maintenance on sidewalks too.
- More bike lanes is great, but don't allow parking in bike lanes!! It makes it more dangerous for cyclists than no bike lanes at all.
- Main points: (1) connect the major trails that we already have, and (2) fix the hot spots (dangerous crossings, etc.).
- Bikeable rank is a big draw for a City. Increase protected lanes for families and recreational users.
- Map comments regarding trails:
 - Geneva Road trails should be high priority!
 - Need safe bike/pedestrian crossing from Utah Valley University to the west.
 - Need bathroom at Provo Canyon trailhead. Parking is a nightmare, and there are bike trail conflicts.
 - Need a dedicated trail to connect the two trail access points on 800 North near the Canyon. Currently sidewalk and very high traffic. Connect south side of 800 North to Provo River Trail.
 - Spencer Canal Trail has lots of challenges to implement.
 - Murdock Canal Trail crossing on 800 North to 400 East is dangerous!
- Thanks for providing this forum! My #1 – safe biking and walking trails (paved) – connecting to Provo River Parkway Trail (from Utah Lake to Bridal Veil Falls and beyond).
- The mouth of Provo Canyon – where many people park to bike up the canyon – could use a facelift with better parking and safe connection.
- More bike lanes throughout the City.
- Increased traffic in Orem makes biking dangerous.

General Comments

- The City needs more wayfinding signage, and the needs to become more pedestrian friendly, more walkable.
- Business owners don't want to pay for wider sidewalks, but they use them well when they are provided.
- The City hasn't followed through on some major investments, like UTOPIA. Make sure the City can pay for what it already has before building more, and make sure funds are available to fund operations and maintenance for any new facilities before they are built.
- North/south travel in the City is difficult in an automobile – roads are narrow.

- Consider grooming golf courses for cross-country skiing when there's enough snow. Look for options for other winter sports too.
- The City needs a farmers market that held on a consistent basis, in a consistent location like Scera Park. This would be a great community event. It would be nice if it could be held twice a week.
- Farmers market needs to have more farmers than craft booths. Consider the ratio.
- There used to be a farmers market at University Place. That isn't the appropriate location for this type of event. With the big chain stores and restaurants, it represents the antithesis of the farmers market, which is focused on small, local producers. Ithaca, New York has a great market – it's open air, but it has a roof over it so it can still be held in inclement weather. It has half farmers and half craft vendors.
- Consider expanding the storytelling room at the Library. The Library acoustics are an issue. The storytelling festival has been moved to Thanksgiving Point.
- Need a lot more indoor winter activities for residents.
- High density housing is increasing – need more public gathering places for those living in high-density housing areas and residents in general.
- Consider the needs of seniors and all ages – make the City as walkable as possible.
- I've lived in Orem my entire life, and for some reason the bathrooms are always wet. Having been a lifeguard the best I can guess they are sprayed down when they are cleaned, but unlike the lifeguards did, they aren't squeegeed dry (the water pushed w/ a squeegee into the drains).
- An epoxy garage floor coating would make this easier to do as well.
- I frequently find that the door locks on the stalls are broken (Cascade and Orem Community Park).

Online Comments

Several residents submitted comments online at the project website (www.OremParks.org). The verbatim comments are included below.

- I live in Orem near Lakeside Sports Park. While it is great that this park is very well utilized for soccer and softball, parking is a huge issue. Far more events are scheduled than the park has parking to support. As a result, park visitor are forced to park all along 400 S and 1800 W, Vineyard Elementary. Much of those two roads have no shoulder to allow for parking. When people are parking on 1800 W cars have to drive over the double yellow line to prevent hitting parked cars and when two vehicles going opposite directions pass each other it feels uncomfortably close. It is difficult to see where pedestrians are going to cross the road and there is no room for cyclists. As a resident it is also frustrating because the nearby cul-de-sacs are completely overwhelmed with park guests and its very disruptive to the local residents. Something must be done to remedy this parking issue because it is not safe for anyone driving, cycling, or walking near this park when there are lots of events being held. I see two possible solutions. Reduce the number of events scheduled to a level that the parking resources can support or add additional parking.
- I think we need to have a dog park in the city. The nearest dog park is in either Sandy or Taylorsville. I have dogs and I know they love to go to the dog park. It is such a long drive to go we don't go very often. The dog park would be designed for dogs, of course, this also means it would be an off the leash park to where they can run free. The park would be enclosed by a fence.

- Lindon City would appreciate being able to meet and view the draft maps along Orem's north boundary to coordinate areas where trails may cross city boundaries and could serve residents from both cities. (i.e., North Union Canal trail, trails leading to Dry Canyon, etc.). Thanks
- I don't know if it has already been considered or not, but PLEASE, PLEASE put in a dog park!! I thought the one at Costco was open to the public and was dismayed to find that it is not. I would have to drive to south Provo to find a good dog park where they can run off leash. Please put in a dog park.
- Please put in a dog park in Orem!!
- DOG PARK PLEASE!!!
- Please mark parks for the majority of Orem's citizens. A golf course is only used by a small percentage of residents while a ball field or soccer field is used by so many more. Thanks.
- It's not that Orem doesn't want a dog park in Orem. The rumor I've heard is that wherever they plan to do it, the surrounding neighbors becomes NIMBY's and shut it down. I could be wrong in this. Also, I don't think Orem should construct any more parks until they can successfully maintain the ones they have. The rumor I've heard is that the Parks section is short-staffed and underfunded. In order to cope with the many parks they have to maintain, they have cut down on weed abatement and the planting and maintenance of flowers. Although the parks look green from a distance, you'll notice up close that they have a lot of morning glory and dandelions. Have you seen the concrete in the tennis courts and basketball courts? It's old and crumbling. This isn't the Parks section fault--I think it's a budget and funding issue. So I have to wonder why Orem would build another park which would create more work for the crews. I'm fine with the parks we have. There are plenty of choices around to play ball, Frisbee, swim, read a book, ride a bike, take the kids to a playground, or plan a family reunion. As a citizen, I don't need more choices on this front.
- Thank you for taking the time last Wednesday to listen to us Orem residents. We appreciate the opportunity to add our input. Here are 2 more ideas that I would like to share:
 - Bike park: possible location - open field south of Foothill Elementary on 800 N. Reasons: close to major trail heads, central, close to where several HS mountain biking teams practice, new park and parking space available nearby, Reasons for a bike park: Next to the fact that a bike park is fun, and a great way for youth and adults to gather and spend time together, Mountain Biking is becoming a major sport (our mtb teams have doubled in size every year. This year there are about 50 kids on the Orem HS teams), a bike park would provide a place for us coaches to take the kids for more skills training and teach the kids skills to prevent or reduce mtb crashes and injuries.
 - Create access to Provo River trail from South side of 800 N. by extending the sidewalk (or a biking lane) down the hill and connect to the Provo river trail (without having to cross 800 N.)
 - Any questions, let me know.
- I would like for Orem to reconsider the future use of current canal easements for multi-use trails. It looks good on paper since pre-existing corridors exist. Unlike abandoned railroad beds, the corridors do not have a single owner, such as the City or a canal company, but scores of individual property owners. The complexity and cost of the City obtaining such continuous corridors are far beyond what are reasonable.
- Please build the bike lanes as identified in the Bike and Trails Master Plan 2010 and Transportation Master Plan Update 2015. There is enormous demand and public support for bike lanes in Orem, especially to connect to UVU, Provo Canyon, and throughout our

neighborhoods. It was identified as a top 3 priority in the recent CARE Tax Survey and has been identified in every neighborhood plan that has been completed to date as well as the State Street Corridor Master Plan 2015. Our streets are more than wide enough to accommodate bike lanes in most instances with little or no impacts to traffic slow. It may also help with traffic calming (as Orem has a massive speeding problem), especially in our neighborhoods and near our schools and parks which is where residents would like increased non-vehicular access. Murdoch Canal Trail has over one million annual trips every year, which shows how much people will use these facilities.

- I would love to see more discussions of water use and conservation around parks in Orem.
- There are way too many dogs running around off leashes at parks in Orem, including near the Orem cemetery field park (which perhaps is really not a park but everyone uses it as such, and which is perhaps why dog owners feel they can get away with this behavior). There are tons of kids who use this park and live next to it, yet there are always dogs running around off leashes, snapping at people, jumping onto kids, and crapping all over the place. It gives parents heart attacks and headaches, yet dog owners just laugh about it. Dog owners are disgraceful and have no respect for kids or other people, and there should be tougher enforcements against them. Perhaps a dog park would help these inconsiderate people who apparently bought a dog without thinking about the need for outside space and who think their animal will never bite (as every dog owner has always claimed and which is never true), but in light of their irresponsible treatment of others you should certainly not put a dog park anywhere even close to the vicinity of homes or children.

NOTES - VERBATIM

City of Orem Parks, Recreation, Trails, & Open Space
Master Plan

DRAFT PLAN OPEN HOUSE

April 18, 2017, 5:30-7:30pm
Orem Senior Friendship Center

36 members of the public signed in

Verbatim Comments from Maps & Boards

- Purchase vacant land west of Cherapple Park and expand the park (roughly 1.3 acres). There are no other parks in this area.
- No dual-purpose pickleball/tennis courts. They need to be separate.
- Does the cost suggested for the 8 new pickleball courts include lighting?
- Parking at Trailhead D – Provo Canyon Trailhead is inadequate. This is a hot spot.
- Need more flexible space at the rec center. Classes are packed!
- What survey?
- Pickleball
 - Need dedicated courts
 - Lighted would great too!
 - Grouped is nice, but need some dispersed too. St. George has their big complex, but they also have courts all over the City.
 - They are relatively low cost and low maintenance compared to other things like the Orem Fitness Center improvements.
 - Concerned about all of the CARE tax money going to the Orem Fitness Center improvements for the next few years.
 - Fun and social sport.
 - Good sport because it's slower than tennis, but still great exercise.
 - Great game for all ages. A senior can play with small grandchildren.
 - Racket is short handled so more control for less athletic people.
 - Holes in the ball do the ball moves slower.
- We need bike parks with pump tracks and skills area.
 - We have thousands of kids getting involved with the high school mountain bike league that need places to practice.
 - Timpanogos Park and areas near the shooting range above the cemetery are ideal places that have the room.
 - (Several people seconded and agreed with these comments)
- Also need shaped, signed, and mapped trails above Timpanogos Park like the PG Trails and Corner Canyon.
- More opportunities to do things on Sunday. Have to take kids to places like Salt Lake County and the mountains. Right now, everything shuts down.
- Indoor track at rec center would be more open on 2nd story. Windows for a view.

Verbatim Written Comments from Comment Forms

- Our family would love to see some pickleball courts go up in Orem. Please consider working with Alpine School Dist. To get, at least, lines on some tennis courts.
- There is a need for a percent of parks (+/- 50 %) to have enhanced senior amenities, benches, walking trails, musical park elements, “Christian” fantasy park, +/- \$1/SF (or 50SF), unique enhancements.
- The city could really use a bike track (“pump track”) around Timpanogos Park. They are pretty low cost and would be highly used in that area. Pros:
 - People could improve their skills, learn maintain bike etiquette, and have a lot of fun.
 - Low cost, low maintenance.
 - There’s demand for it, it’s a popular idea.
 - (Several people seconded and agreed with these comments)Cons:
 - Requires a decent piece of land (though not too much).
 - Requires some cost and planning.
- According to this plan there is a need for a skate park (at least a “deficit”). I think the demographics of our city, instead of building another skate park, we should build a pump track for bikes.
- Traffic is an issue at recreation center, not enough parking, tiny street. Hard to find, can’t access it from Center Street, location is under served. SCFUA would be a better location for rec center.
- The fitness center needs to be leveled and rebuilt.
 - The aerobics room is way too small. Quadrupling the size would be ideal. Using the gymnasium for aerobics is stupid.
 - The entrance / foyer where all off the stationary bikes are has way too much wasted space. One could easily install a second floor through there This would accommodate a huge aerobics room.
 - Parking is inadequate, especially in the evening. Even when there is no school activities parking is minimal.
 - The indoor track needs a layer or two of rubber. My shins hurt!!!
 - The weight room is totally lame. They are older than my car. I drive a 1999 Maxima.
 - The weight room needs a pull-up machine. You know, a mechanism with counter weights to counter your body weight as you go through the range of motion of pull-ups or chin-ups.
 - Like I said in my first statement, the rec center needs to be leveled and rebuilt. But, if you end up being lame and renovating, you should most definitely need to seriously consider my suggestions. Nevertheless you can’t polish a turd.
- Is there any way we can get adult-sized slides / swings / monkey bars / etc. at some of our parks? I love going to parks with my kids but I hate sitting on a bench while they get to have all the fun. Adult-sized equipment would be a great benefit. Also, if the Rec Center is only upgraded as currently outlined, I will start going to the Provo Rec Center. Also, I love our parks with tennis courts. Thank you.
- I ride frequently and use many of the mountain bike trails that exist. Having a skills park would be a huge benefit for new and experience riders. Safe trails are great for people who are inexperienced.
- A bike skills park for mountain bikes would be great. My kids ride with the high school teams and it would be great to have places to practice. When fixing the Rec Center I’d like to see an

upstairs track with lots of windows / light so there's a pretty view while you're running, upstairs meaning 2nd story.

- Expand Cherapple Park by purchasing and developing land to the west of the park. Improve mountain biking access trails. Coordinate with Uinta National Forest to improve trails, maps, and trailheads.
- Orem has thousands of people on bikes with very little consideration given to their needs. The Utah High School mountain bike league is the largest in the country and is still growing. These kids specifically need skills parks and pump tracks that are easy to access as well as good trail systems for them to practice on. We have the stage for a skills park above the parking lot at Timpanogos Park and near the shooting range above the cemetery. Biking is enjoyed by people of all ages and gender. Orem has the potential to be a great city for cyclists. I am already very involved with several trail projects in the city limits.
- The rec center needs massive improvements, Please Rebuild! Also, it needs to engage the community better with events.
- We need more civic and recreation opportunities for families on Sunday. South Jordan has a rec center open on Sunday why can't we? People would come from all over Utah valley. On Sunday I can shop at the big box stores or go to the movies. I find myself going to Park City of SL County with my kids on Sunday (for example the aquarium in Draper, or the gem and mineral show in S. Jordan). We need more family / community events sponsored by the city on Sunday.
 - Rec Center Sunday hours.
 - Scera pool and theater, Sunday events.
 - Farmers Market on Sunday
- That would improve the city a lot for us.
- I would love to see an education test garden utilizing Chinese – greenhouse – inspired design to grow food year-round. In general Chinese greenhouses use smart design with only passive solar needed to maintain optimal growing temperatures – no or low energy and serve as a community center for learning about how food grows, connecting residents to Orem's agricultural past and propel the next generation to engage with their food and the land. I would present a more complete (AKA "pretty") design, but I am artistically challenged. ☺
- I support upgrading the Orem Fitness Center and allocating funds for additional trails. How these projects will be funded is a big question. Tax increases (property, etc.) are not always the best way to fund parks and trails.
- Need indoor free play areas at rec center for kids to use instead of parks in bad winter weather. Need more public swim lanes during high school swim team hours.

Verbatim Comments Submitted via the Website and Email

- I understand that you are currently open to resident feedback about the future of the Rec Center. I want to share my opinion that the current Rec Center does not contribute nearly as much as it could to our community and that I support a complete rebuild to make a high quality Rec Center similar to the one in Provo. To be honest, I don't ever bring my family to the Orem Rec to recreate because the Provo Rec is superior in every way and it even costs less to enter. The Orem/Provo area is growing and the Provo Rec is too busy and cannot continue to provide the whole south county with high quality recreation opportunities. Orem needs to step up and provide its residents with a high quality Rec Center. I understand that it will take a large initial investment, but considering how busy the Provo Rec Center is, I am confident that it will eventually pay for itself and in the meantime it will provide Orem residents with high quality

recreation opportunities. Throwing more money into an old and poorly designed Rec Center will be a waste of money in the long run. It isn't a wise investment. Thank you for taking my opinion in to consideration.

- It seems to me that Provo has done the best job in creating a park with the ability to help lots of people's interests. A lot of that is because it is new. Orem should tear down and start over rather than spend money just patching.
- I am frustrated with the lack of civic and community activities available to Orem residents on Sundays. I find myself traveling outside of the city in order to find something to do with my family on Sunday. We enjoy going up to the aquarium in Draper, or the museums in Salt Lake. This week we're going to the Gem and Mineral show in S. Jordan. Those communities have large populations that go to church--they each have a Mormon temple--but they also welcome diversity, with opportunities to shop, recreate, and enjoy other community events.

Orem also has a diverse population that needs to be served better on Sundays. I have some suggestions:

1. Rec Center Sunday hours: Let's have a zumba class on Sundays. Let's give families an opportunity to use the pool. People will come from all over Utah Valley.
2. Scera Pool Sunday hours: Why cram all of the fun into Saturday? Most people have Sunday off, and many of them would love to spend it with friends and family at the pool.
3. Sunday Farmer's Market: People are shopping at the big box stores--Costco, Smiths, Harmons, Sprouts, Wal-Mart, Target--they do lots of business on Sundays. Why not give residents a healthy local option.
4. Let's have some sports. It's fun to watch and play, and it's good for our health.
5. Let's have an event at the Scera theatre a few Sundays. Wouldn't it be cool to go to a local production on a Sunday evening? I know it would help me get ready for the work week.

I'd love to see more conversation and ideas. Some of these activities can also bring revenue into the city, but most importantly, they will make people happier. This is a big deal for a lot of residents, and currently Orem isn't offering much. Let's do something this year to improve our Sunday civic and recreational offerings.

- Our family would love to have more options for recreation on Sundays. It would be great if there were Sunday hours available at the rec center. We would also enjoy a Sunday farmer's market or things of this nature so that we don't have to continually travel outside of our home community. I also wonder if it's possible to offer summer classes/camps for children through the Rec Dept. that are later in the day. As a family where both parents work full-time, it is disappointing that most of these activities are held during work hours when we are unable to have our children participate. We love our city and would like to be able to have more options to benefit from its resources.
- I go to the Orem Rec Center three times a week. A few times, I've been forced to park at the high school, and come through a dark place at night to get to the front of the Rec Center. The signs that warn that the parking space is just for Rec Center patrons does NOTHING to deter high school parents and students that attend a school activity to park there. Please do not

rebuild the Rec in the same place. Take it somewhere with lots of parking space like Provo has done. A community center for the elderly, children, and sports-enthusiasts alike, with plenty, plenty of space. You don't have the room at the current location right now. Away from the school, please.

- Hi, I recently attended the master plan open house for the parks department and was told I could submit comments and suggestions by email. I am all for a rebuild of the outdated building, but that did not seem to be a possibility at the open house. So, with regards to renovating and improvements, the current building desperately needs at least one more aerobics room that is large enough to accommodate the students. (I specify aerobics room because of the needed flooring. Zumba classes have been moved to the gym before as a solution, but the flooring is very different and does not accommodate for the bouncing and can cause injuries.) Many of the Zumba classes are packed like sardines. There is a great need as well for an additional bathroom on the upper floor. Also, could we not be open on Sundays? What a great opportunity for families to spend the day together at the pool or being active! Ideally the rec could be rebuilt into a great community building, but if a renovation is all that is feasible, these are some needs that really need to be addressed. Thank you.
- Though I am not an Orem resident, I do pay for a year-long membership at the Orem Fitness Center, and attend multiple times every week. The draw for me is the amazing instructors.

I have heard that there is talk about perhaps 'updating' the Fitness Center, or may building a new space.

Personally, I think that doing 'updates' on the current building would be costly, and not really be that much of an improvement. Carpet, paint--cosmetic things like that--I feel would ultimately not be a long-term solution for the Fitness Center, which is quite dated. It actually reminds me a lot of the (severely underfunded, and eventually closed) public theatre space I spent much of my high school years in.

Although I am not an Orem tax-payer, I know several people in Orem who would like to have a new Community Center built (like the one in Provo) instead, so I wanted to voice that I, as a Fitness Center patron, I also agree with their hopes for the space.

I think that would actually be a tremendous idea. Here are a few of the main reasons why:

1. This building is old. To really re--vamp it to a place where it wouldn't need more updates in a few years would cost a ton. With a new building, it'd be easier to create the kind of center that is functional, and updated for about, or not much more than the cost of the cosmetic changes the current Center could be able to get.
2. Cosmetic Changes would need to happen every few years. I doubt that the small changes would make that much of a difference, and the current building is only getting older, so this would be a somewhat ongoing project for years to try to keep it maintained/changed.
3. Parking here is a bear during basketball season. As I've mentioned, I don't live in Orem, so my only option is to drive. When people for school events park in the gym's parking lot, I sometimes have to park at least a block away for 1-hour of gym-time. In the dark. My husband stays home

to watch our baby, who gets very upset when I'm gone, so the extra time it takes walking to-and-from in this situation is not insignificant for me.

4. A Community Center would be a great place for lots of different people. That's a given, but in my personal situation, a center like that could mean that my husband and baby could hang out (and actually have a place to be) while I am at my fitness class, instead of waiting for me at home. I know that would make things easier on my baby, and thus, myself and my husband, too.

Thank you for taking to time to listen to my thoughts.

- Orem is a great community and it seems that more and more adults and kids are getting into road and mountain biking. I would love to see a bike park in Orem, where kids and adults can work on their biking skills and have fun. A perfect place for that would be just above Timpanogos Park. Also, anything you can do to improve biking trails will promote healthy living and elevate quality of life. Thanks!!
- Thank you for taking input on this issue.

My feeling is that more investments to improve the existing Orem Fitness Center is not wise.

Reason #1: Location. 165 South is a very small street that is not well-suited to handle the 5am to 10pm traffic. We also have continuous problems with crowded parking because Mountain View students and event attendees prefer to park on the south side closest to the gym.

Reason #2: The structure and layout would require significant changes to meet current needs and popular usage. We have too many racquetball courts, not enough classroom space, and the flow and layout are very chopped up with repeated add-ons over the years. The money from CARE tax dollars would not go very far to make these needed changes. The money would likely just cover things like new flooring, new equipment, and paint, leaving the structural and format problems still there.

Reason #3: There are other things where the \$4,000,00 could be more wisely invested. That is a lot of money. If we spend it on the Rec, we WON'T be spending it on other things we are happy about like the All-Together Playground, the new splash pad, dog park, and skate park. We need to think 30-40 years into the future and decide where that money is best invested. There is a LONG LIST of things to improve there, but spending \$4 million of taxpayer money on a dying Rec Center is not smart. I'm fine for the CARE tax dollars to be put aside for a future rebuild, but NOT for a simple facelift. A facelift won't last.

One possible solution: Rebuild a new COMMUNITY CENTER (Not just Fitness Center) on the north side of the new indoor pool. This would require a land swap with Alpine School District (the parking lot of Mountain View High school). The school can have the land where the existing fitness center is. This would:

(1) get the Fitness Center traffic off of 165 south and onto to Center Street which is more suited to that level of traffic. It would solve the parking combat problems with have with Mountain View. It would also put the student drivers onto 165 South instead of the busy Center Street which is safer for them anyway, and the bulk of the traffic would only be at two times per day

instead of continuously all day.

(2) it would save losing the indoor pool that was just recently built. (That's another sore spot for me, but it's already there so we'll try to make the most of it).

(3) A COMMUNITY CENTER is what we need, not a fitness facility. There are plenty of gyms where we can get a workout. But we need a place for people to come together for more than just exercise. In our new digital online world, we need to CONNECT as a community. Events, programs, classes, workshops, fairs, and recreation. All in one place where we can feel like we belong.

This is not a perfect fix. I'd prefer if we could find a new location entirely that separates us from the school parking problems entirely. Perhaps next to the SCERA pool. Or on the Meadow Gold location. We'd lose the newly built indoor pool. But I am not sure that was a good decision at the time, and for it to continue to bind our long-term decisions continues to be a frustration. Anything we do will seem hard. We need to think long-term and the decisions will make more sense.

- I have heard a lot of buzz of a Fitness Center rebuild and suggestions that a land swap between Mountain View and the Rec would be ideal so the new pool addition can be saved. This has bad idea written all over it. Mountain View is always at the short end of the stick when it comes to the Fitness Center and the Fitness Center treats Mountain View not as an important counterpart in our incredible community, but as a thorn in its side.

If any land swap should occur, either the Fitness center should be demolished and rebuilt right where it is or across the street from its current location in Community Park. The would be vacant land should be given to Mountain View so they can build their own ball fields and not have to deal with the rec department just to play.

As far as the new pool addition goes, the City would just have to eat it. Poor planning is to blame, many people opposed a pool addition to the failing center. But as often is the case, the city just didn't listen.

Another option would be to build a new center right next to the SCERA pool so patrons can have access to both pools, like the Provo Fitness Center. Double dipping for pool usage and fitness memberships has always seemed unjust. I've lived in much bigger cities where all the pool admissions were paid with a single city unlimited family pass.

It's time to think out of the box, it's time to think of what residents will appreciate and not outdated management policies that have given the rec. it's poor reputation for years.

You do realize that the aquarium and museums in Salt Lake County are not city sponsored, but are private businesses? What you should be asking for is growth in the for profit education/entertainment industry in Orem.

- Orem Fitness Center needs to be completely rebuilt. We would need to have a bond for that. \$4 million from the CARE tax is not enough to do an adequate upgrade to the existing building. That

money could also be used for other recreation programs. We need to invest in a community recreation center where FAMILIES can come and have recreational activities. All of the private businesses really target adults. Plus having a booming recreation center will inevitably give money to Orem city as a whole. I don't mind keeping the existing pools but the rest of the building needs to be torn down and rebuilt with a more modern open feel, lots of natural light, large daycare, plenty of aerobics studio space, state of the art weight room, racquetball courts, basketball courts, multipurpose rooms and state of the art technology. We need an overhaul in the management and a focus on creating a healthy happy community here in Orem. We need events and fun! What would also make the Orem recreation center unique is having our doors open Sundays! There are very very very little recreation opportunities in Utah county on Sundays excepting going to the parks and trails. But it would be great to go swimming with the family! There are a lot of people who would use the recreation center on a Sunday.

City Council needs to consider a complete rebuild with a bond and we need to get out and talk with the city residents. With a new beautiful facility we can attract people back who have left to use the Provo and Pleasant Grove rec centers and who have left for private gyms. We can attract more businesses to have a deal with the city rec center for their employees.

- I want to say that Zumba fitness instructors are great! We would like to see more classes in different days/schedules for Zumba. Also we are interested in body combat routines. Of course, we would like to have new buildings, but we don't want to have our property taxes affected! Think of this, if you have more expenses in your monthly budget would you be able to keep up with things you do not think are REALLY crucial for you? Beauty and renovations will be a secondary thing for property owners like myself. I rather stay how we are if we have to pay an increase instead. Thanks for everything you do.

Appendix B: Orem Parks and Recreation Master Plan Survey Results



5

FINDINGS TO REMEMBER

- 1 Two top priorities for Orem City residents are [upgrading the fitness center](#) and [developing more public trails](#). Other suggestions could be included in a fitness center upgrade plan.
- 2 46% of residents either use the fitness center or the recreation programs or both (also more likely to have children). 42% of the city use trails, but not the fitness center. [Overall between the fitness center and trails, 88% of residents have their rec desires addressed.](#)
- 3 The #1 reason for using a park facility is its [proximity to home](#).
- 4 A significant portion of Orem City residents are [opposed to most improvements](#) for financial reasons.
- 5 Quantity of [bathrooms](#) are a concern for many residents, particularly on city trails and at SCERA Park.

SURVEY METHODOLOGY



Sampling frame of [Orem City resident panelists](#) were invited to participate in the survey via [email](#).

12%

In total, [6741](#) emails were sent to our panelists and [813](#) complete interviews were collected. This results in an [overall response rate of 12%](#). Given natural panel attrition, this is a healthy response rate, comparable to what we would see in a telephone survey.

+3.4

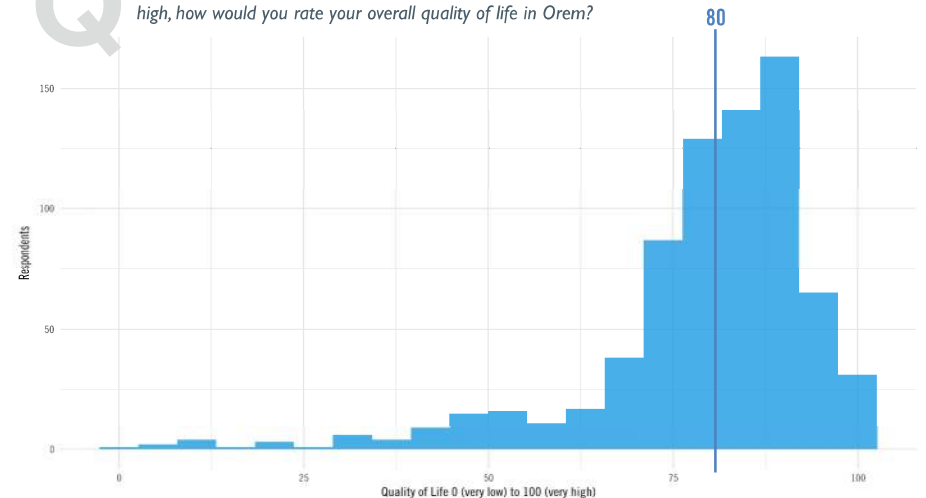
[813](#) interviews among a population of approximately 62k adult residents results in a [margin of error for the survey of plus or minus 3.4 percentage points](#).

OREM QUALITY OF LIFE

The vast majority of Orem residents have a broadly positive view of the quality of life in Orem. We asked the same question in 2015 and the average was 77. Now it's 80.



All things considered, on a scale from 0 to 100, with 0 being very low and 100 being very high, how would you rate your overall quality of life in Orem?



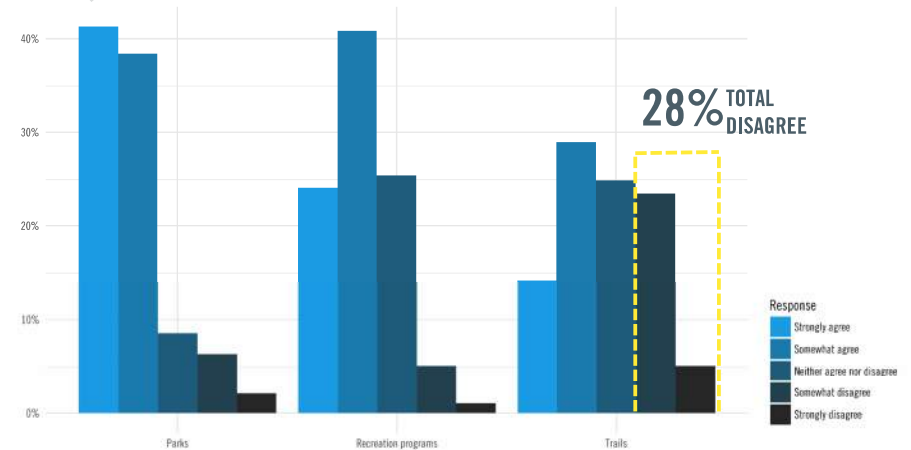
PARK QUALITY

AMOUNT OF PARKS, TRAILS, AND REC PROGRAMS

Most residents believe the city provides a sufficient number of parks and recreation programs, but many believe there could be more trails.



Do you agree or disagree with each of the following statements: the City of Orem provides an adequate amount of...

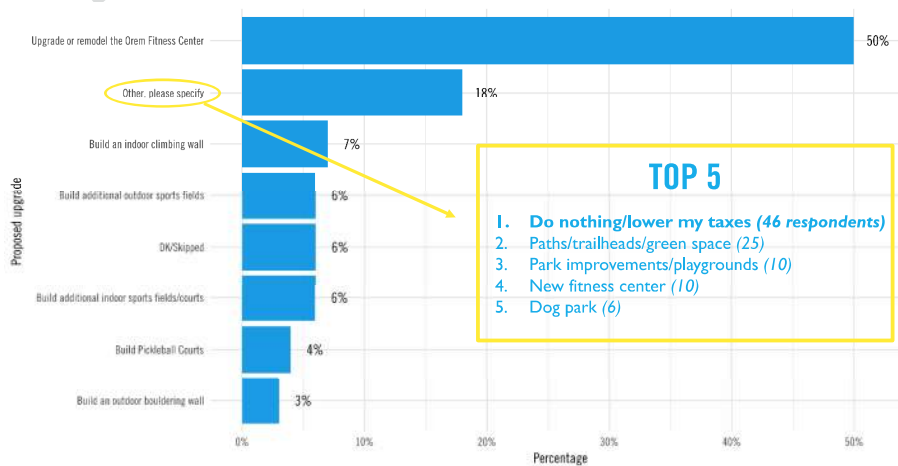


RECREATIONAL IMPROVEMENTS

Orem residents would prefer to upgrade/remodel the Orem Fitness Center by a wide margin. However there is a significant portion of residents who are opposed to all improvements.



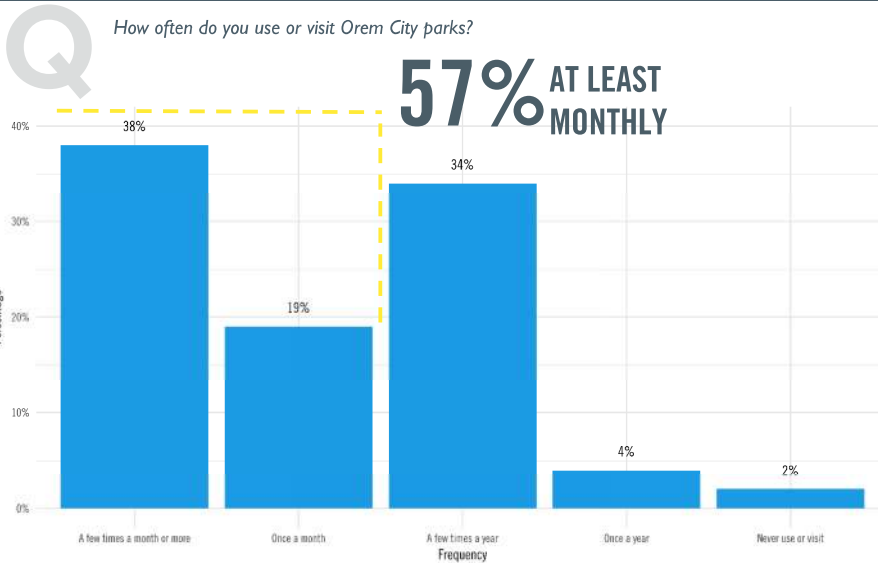
If Orem were to provide upgraded or expanded recreational opportunities, which of the following options would you prefer?



PARK USE PATTERNS

PARK USE FREQUENCY

Most Orem City residents visit city parks at least once a month.



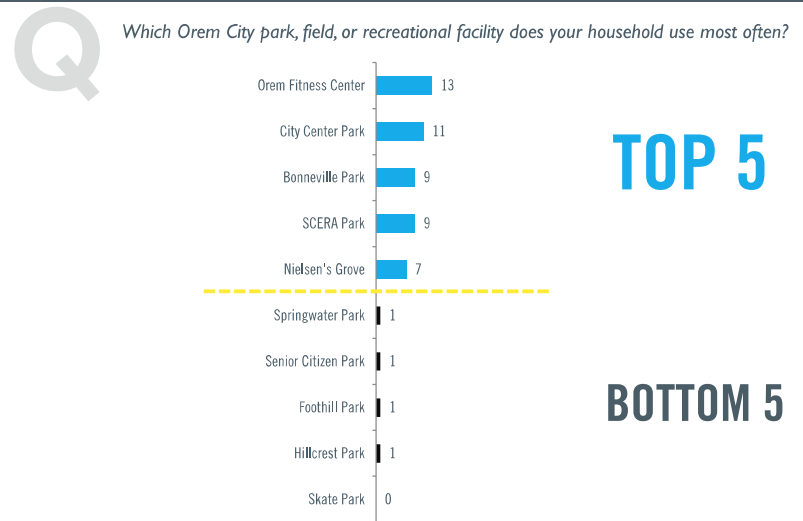
PARK USE FREQUENCY – AGE DISTRIBUTION

Younger residents are much more likely to use Orem City parks frequently.



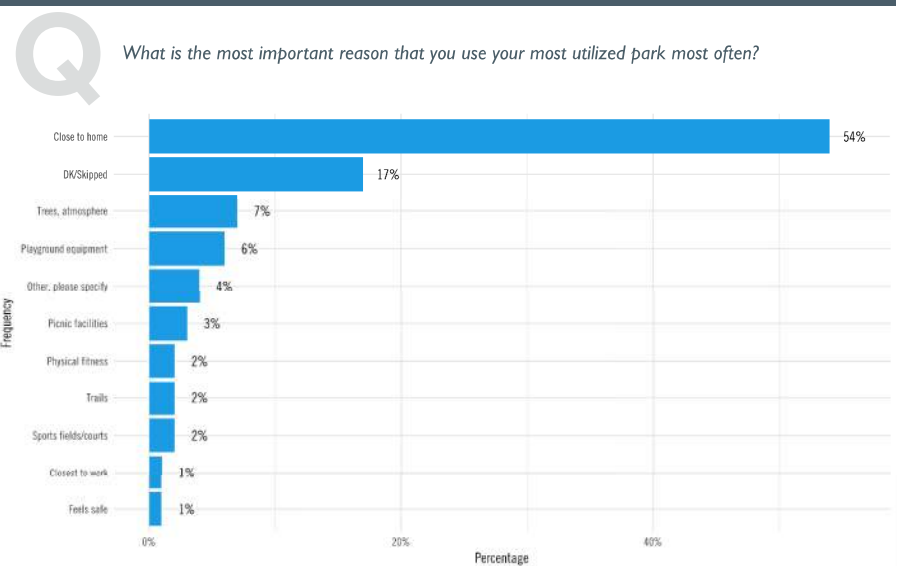
INDIVIDUAL PARK USAGE

Orem Fitness Center was the most popular park or facility, followed by City Center Park, SCERA Park, and Bonneville Park.



PARK CHOICE REASONING

Most residents choose to visit a particular park due to its proximity to home.

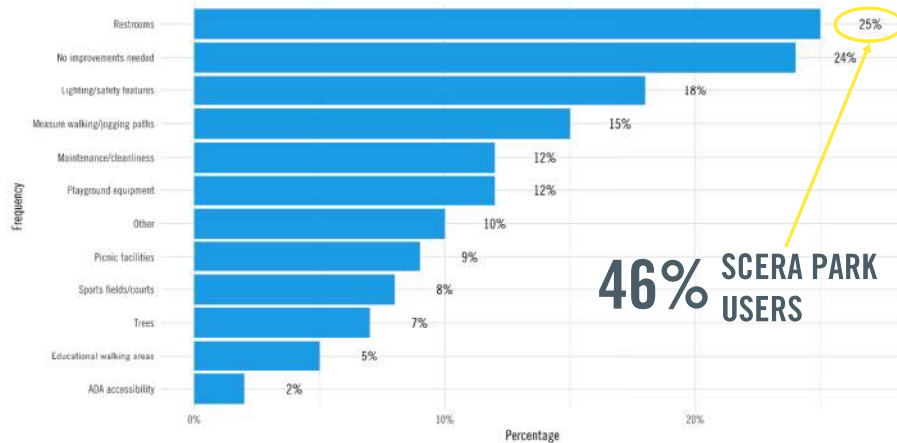


PARK IMPROVEMENTS

The most commonly requested improvement overall are restrooms. 46% of SCERA Park users request restroom improvements, including 40% of those SCERA users who use city parks at least a few times a month.



What improvements should be made to your most utilized park?

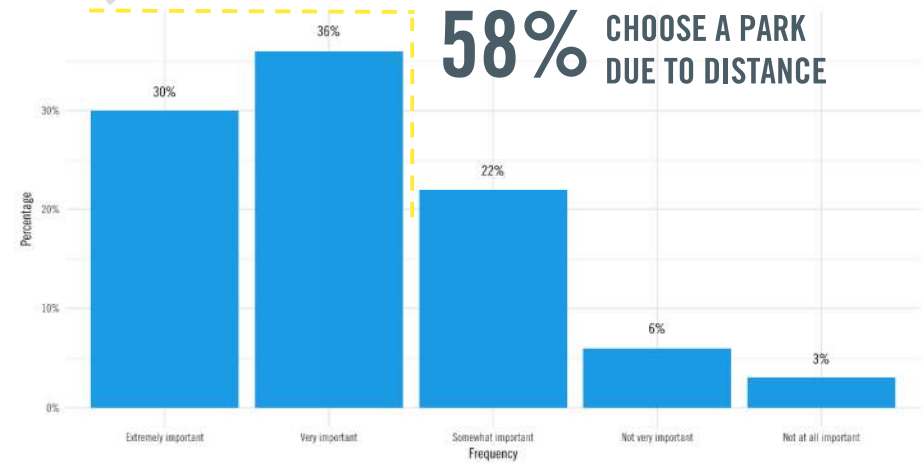


WALKING DISTANCE OF PARKS

Most residents say that having a park within walking distance is “extremely” or “very” important. These residents are more likely than others to say they attend a certain park because it is close to home.



Thinking more generally, in your opinion how important is it to have public parks within walking distance of your home (i.e. within half a mile or 10 minutes)?



IMPROVEMENTS BY PARK

The breakdown of most commonly requested improvement by park is similar, with restrooms and lighting/safety features appearing most frequently.



What improvements should be made to your most utilized park?

RESTROOMS

Community Park, Windsor Park, City Center Park, SCERA Park, Bonneville Park, Mt. Timpanogos Park, Cascade Park, Sharon Park, Senior Citizen Park, SCERA Park Pools

LIGHTING AND SAFETY FEATURES

Canyon Park, Lakeside Sports Park, Westmore Park, Cherry Hill Park, Orchard Park, Springwater Park, Sharon Park

PLAYGROUND EQUIPMENT

Geneva Park, Northridge Park, Westmore Park, Nielsen's Grove

PATHS

Windsor Park, Hillcrest Park, Foothill Park

TREES

Palisade Park

SPORTS FIELDS

Geneva Park

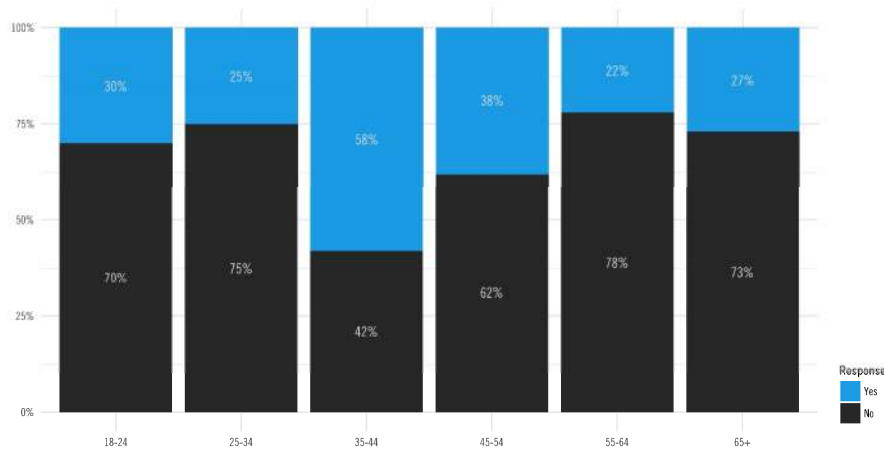
Geneva Park, Westmore Park, Windsor Park, and Sharon Park had multiple improvements tied for most requested

SPORTS AND RECREATION

REC PROGRAMS USAGE BY AGE

Those between the ages of 35-54 are most likely to have had someone in their household participate in sports and recreation programs.

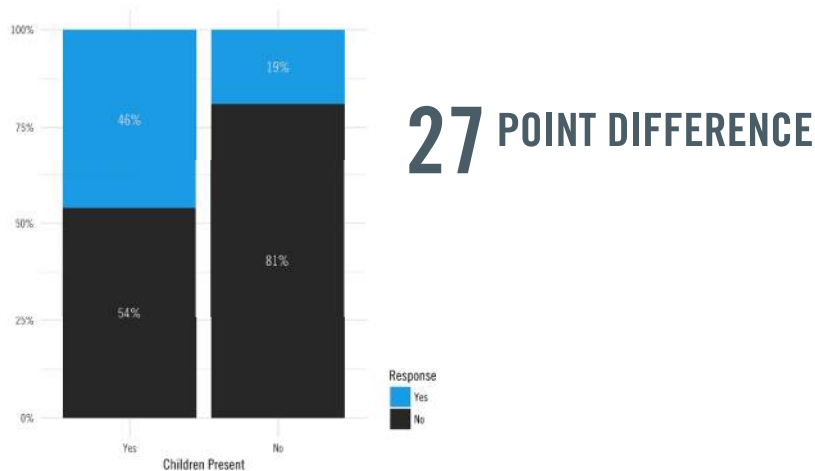
Q Have you or any members of your household participated in any Orem sports or recreation programs in the past 12 months?



REC PROGRAM USAGE MUCH HIGHER W/ KIDS

Relatedly, those with children in the home are significantly more likely to have participated. Overall, 72% of those who responded "Yes" have children in their household.

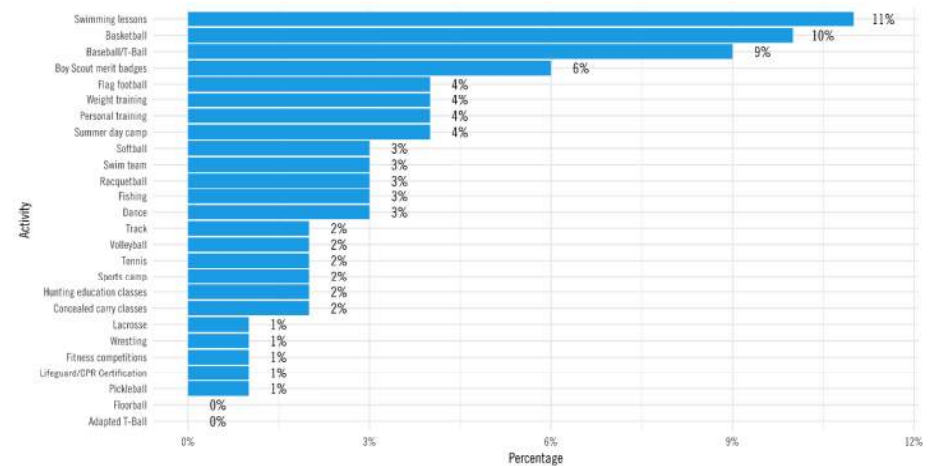
Q Have you or any members of your household participated in any Orem sports or recreation programs in the past 12 months?



PROGRAM PARTICIPATION

Swimming lessons, basketball, and baseball / T-ball are the most popular programs overall.

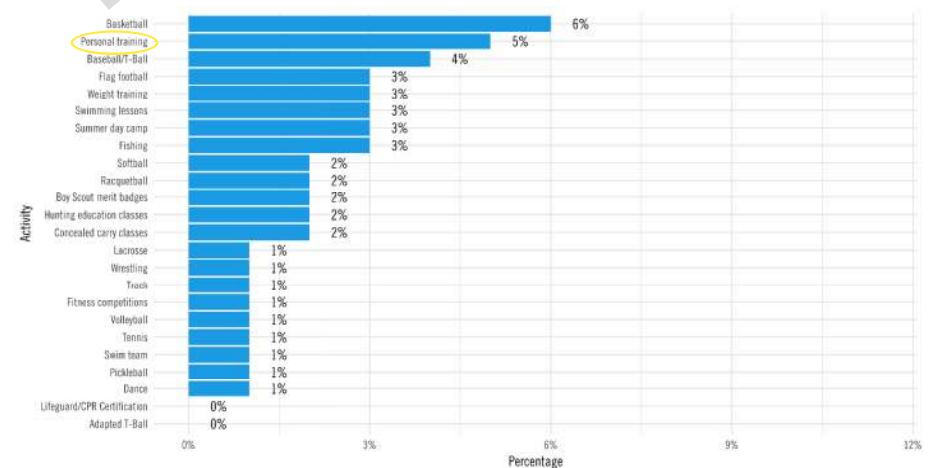
Q Which of the following Orem sports or recreation programs have you or members of your household participated in during the past 12 months? Select all that apply.



PROGRAM PARTICIPATION — NO CHILDREN IN HOME

Those without children in their home have lower rates of participation overall. But personal training stands out as an activity that has slightly more popularity among those without children.

Q Which of the following Orem sports or recreation programs have you or members of your household participated in during the past 12 months? Select all that apply.

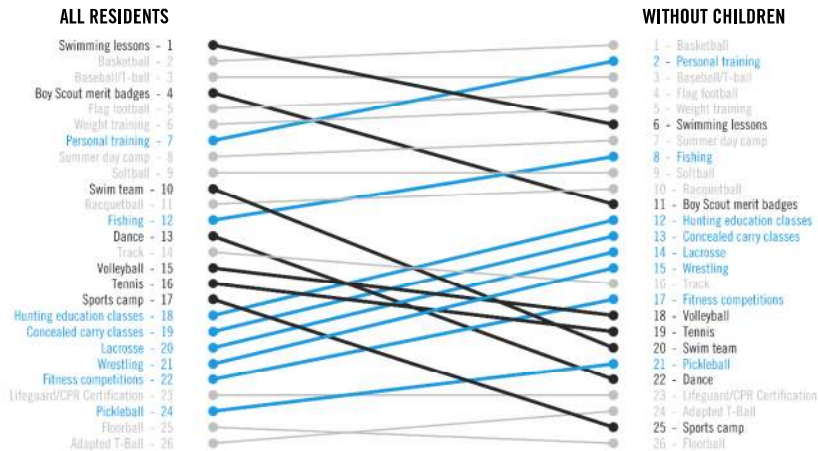


PROGRAM PARTICIPATION – NO CHILDREN IN HOME

Those without children in their home have lower rates of participation overall. But personal training stands out as an activity that has slightly more popularity among those without children.



Which of the following Orem sports or recreation programs have you or members of your household participated in during the past 12 months? Select all that apply.



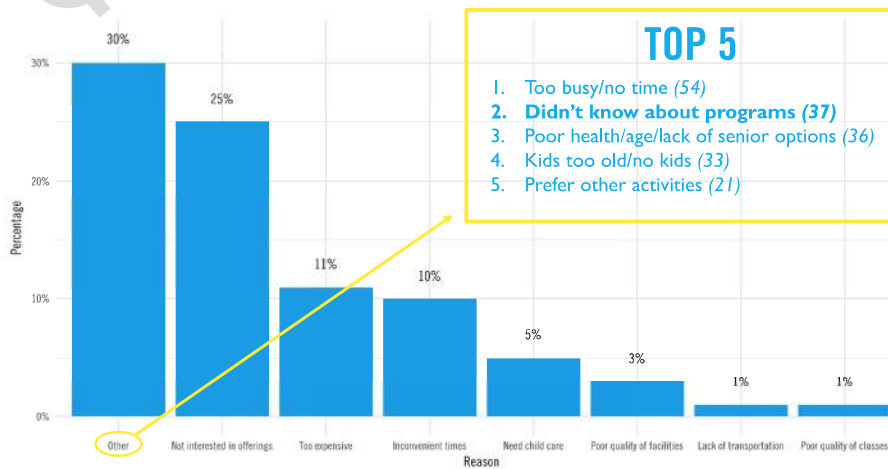
OREM FITNESS CENTER

NON-PARTICIPATION REASONS

Most non-participants state that they are either too busy or have no interest in the city's programming. However some respondents stated that they simply did not know about the programs.



Which of the following reasons best explains why you do not participate in Orem City sports or recreation programs? Select up to three.

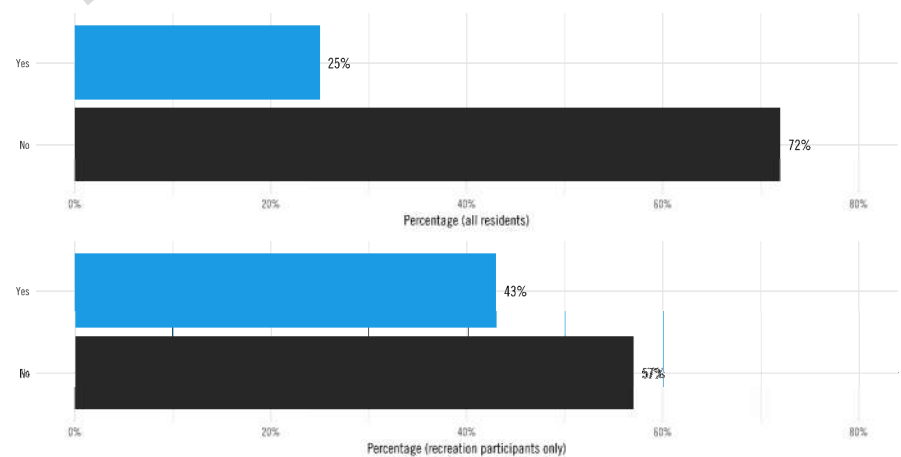


OVERALL USAGE

Usage of the fitness center is considerably higher among recreation participants, suggesting both sets of programming appeal to similar residents. 46% of residents utilize either the fitness center or recreation programs.

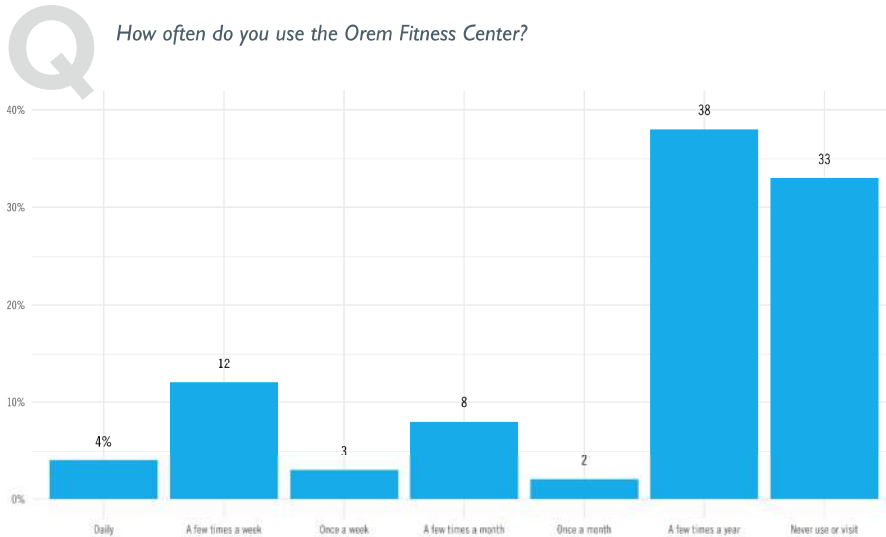


Do you have a pass to the Orem Fitness Center?



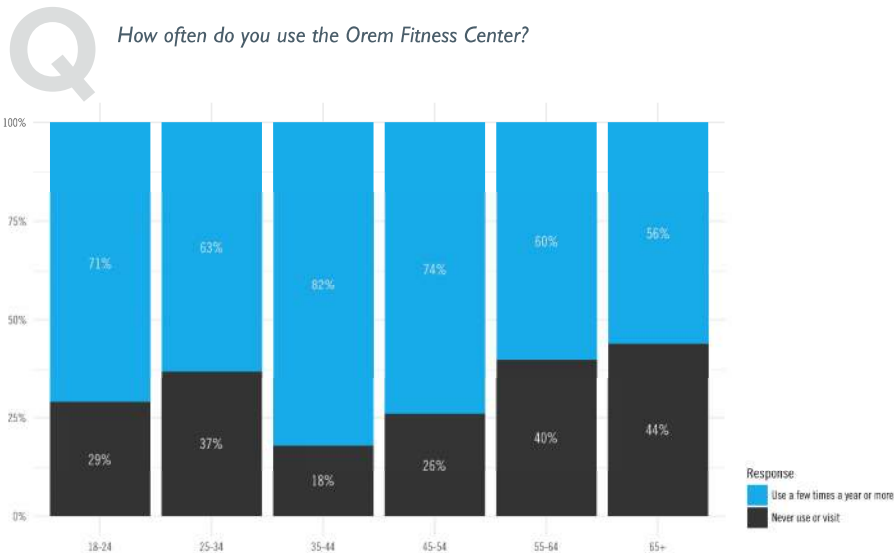
OVERALL USAGE

While most residents do not have a pass to the Fitness Center, 38% say they use it a few times per year, and 29% say they use it more frequently.



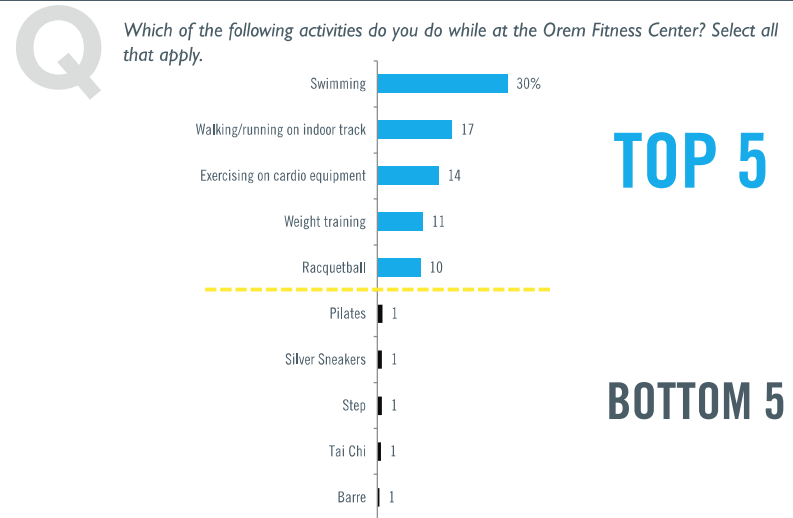
FITNESS CENTER USE BY AGE

Fitness Center use is highest among 35-44 year old residents and lowest among seniors.



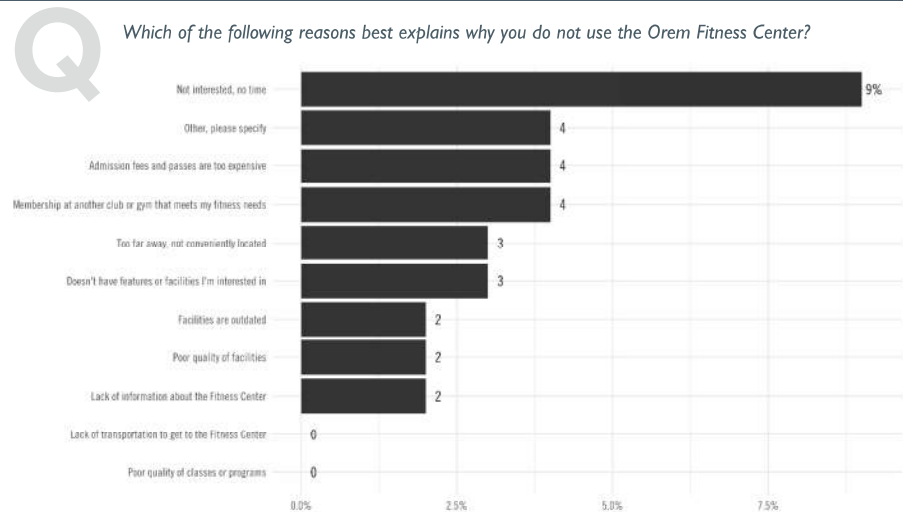
FITNESS CENTER ACTIVITIES

Swimming was the most common activity residents report participating in at the Fitness Center, while Barre was the least popular activity.



NON-FITNESS CENTER USERS

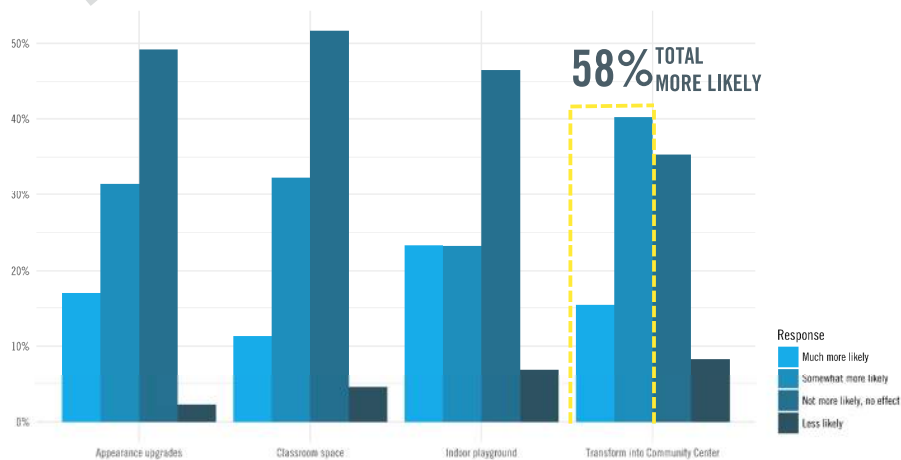
Lack of interest or time was the most commonly cited reason for not using the Fitness Center.



FITNESS CENTER UPGRADES

The most popular potential upgrades to the Fitness Center are turning the Fitness Center into a more versatile Community Center and upgrades to the appearance.

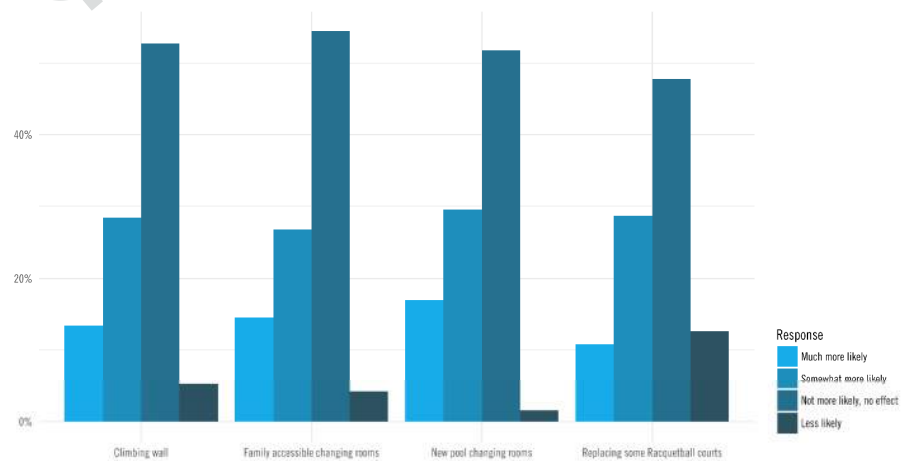
Q If you knew the City was planning to making the following upgrades to the Orem Fitness Center, how much more likely would you be to use or visit the Fitness Center?



FITNESS CENTER UPGRADES

A climbing wall, additional changing rooms, and repurposed Racquetball courts were less compelling upgrades.

Q If you knew the City was planning to making the following upgrades to the Orem Fitness Center, how much more likely would you be to use or visit the Fitness Center?

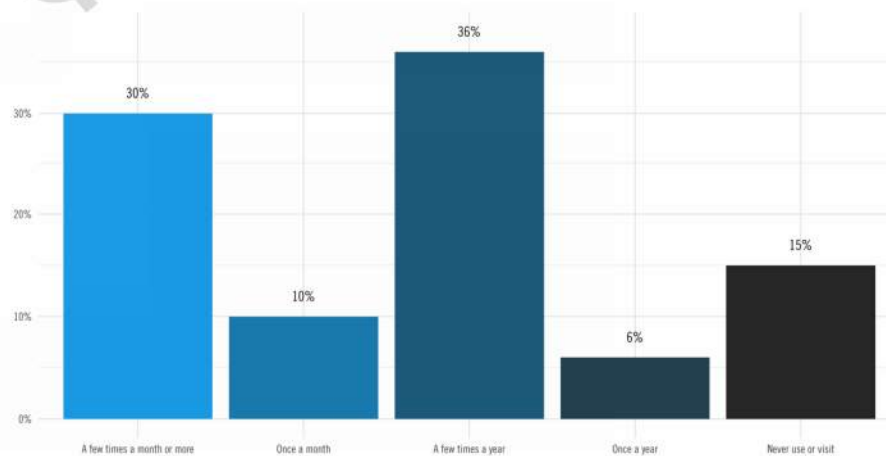


CITY TRAIL USE

OVERALL USAGE

The vast majority of Orem City residents use trails at least a few times a year.

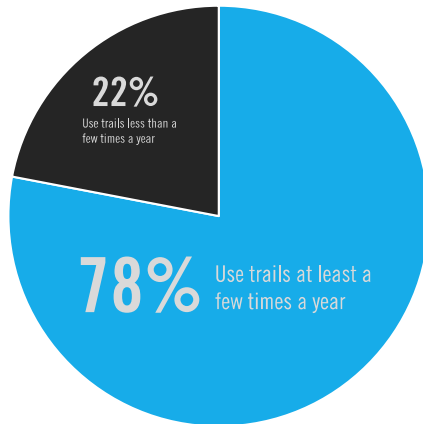
Q How often do you or members of your household use trails in Orem?



OVERALL USAGE

Of the 54% of residents who do not participate in recreation programs or use the Orem Fitness Center, the vast majority use trails at least a few times a year.

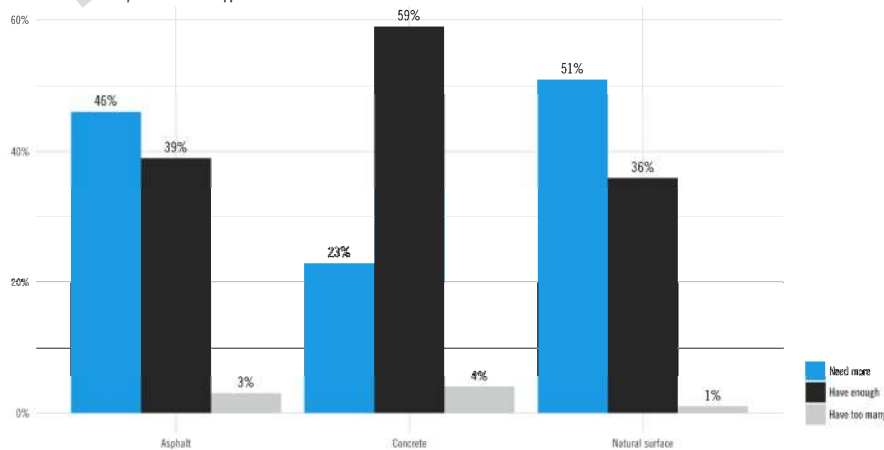
Q How often do you or members of your household use trails in Orem? [Among only those who utilize neither recreation programs nor the Orem Fitness Center]



TRAIL TYPE PREFERENCE

Residents generally prefer more natural surface and asphalt trails.

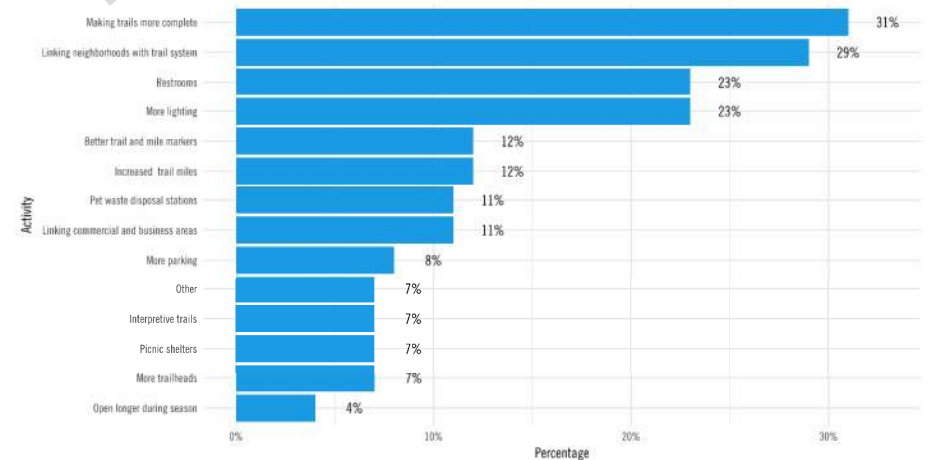
Q Please indicate whether you would like Orem to increase the number of each of the following types of trails in the city, or if you think the current number of each type of trails is sufficient.



TRAIL IMPROVEMENTS

Trail connection, restrooms, and lighting stand out as the primary trail improvements residents desire.

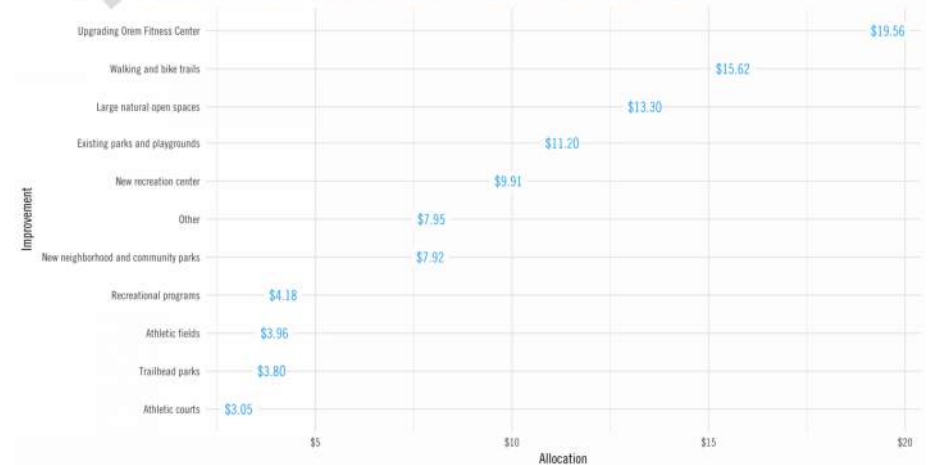
Q Which, if any, of the following improvements should be made to the trails in Orem? Select up to three.



TOTAL FUNDING ALLOCATION

Residents' preferences are to upgrade the Orem Fitness Center, improve walking and biking trails, and further develop large natural open spaces.

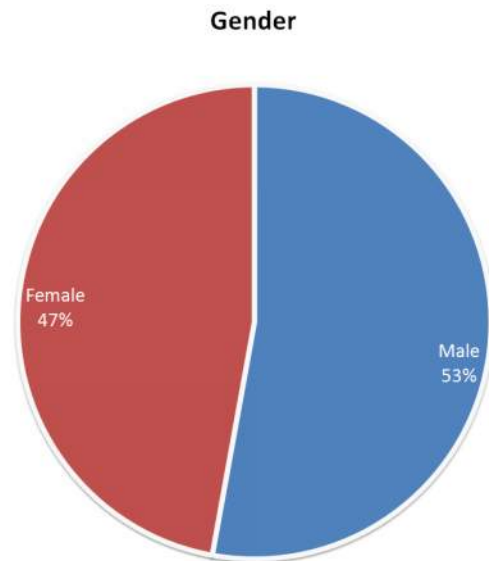
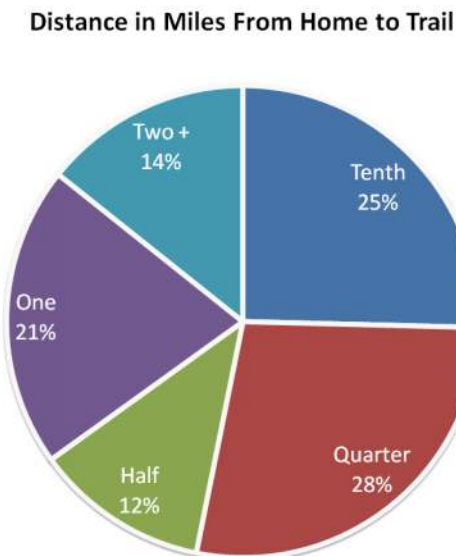
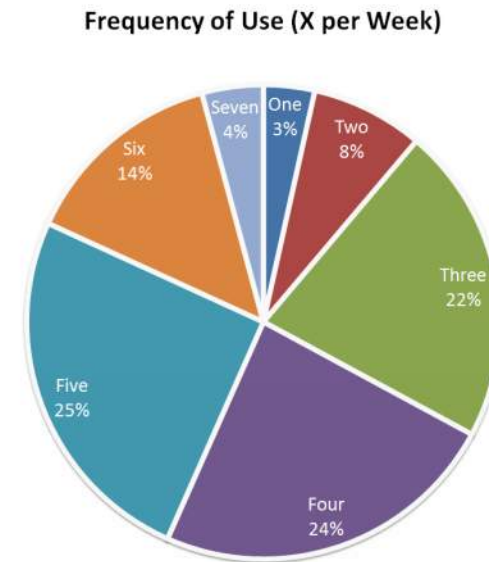
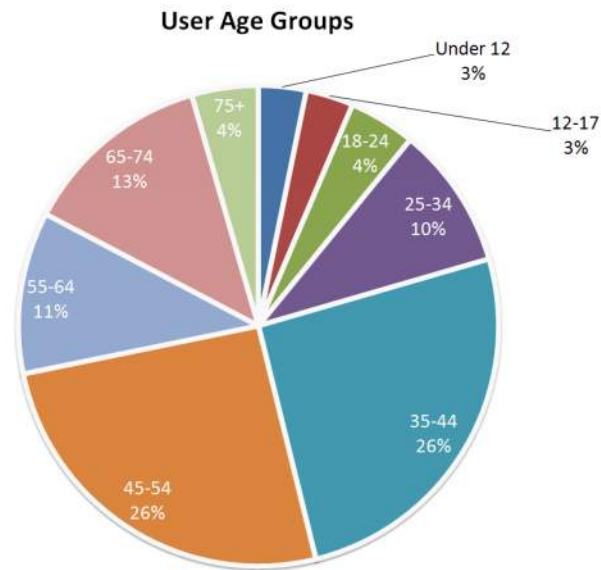
Q Suppose you had \$100 to spend on additional parks, recreational programs, facilities, or trails in Orem. How would you divide your \$100 among the various projects, exhibits, events, and performances that could be funded?

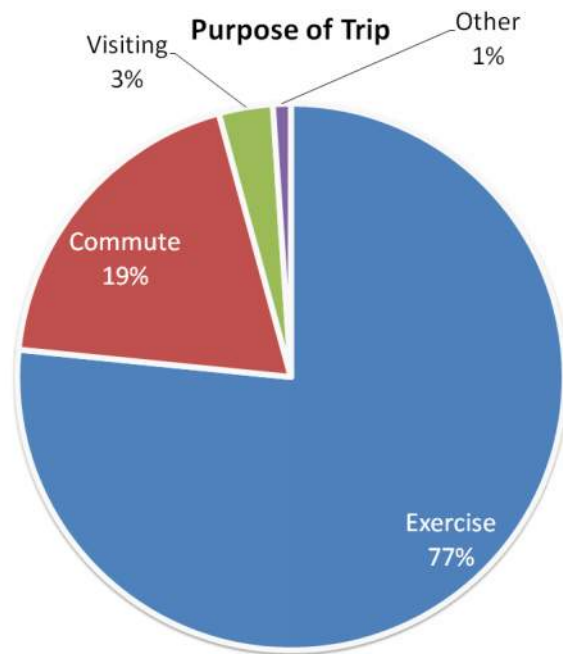
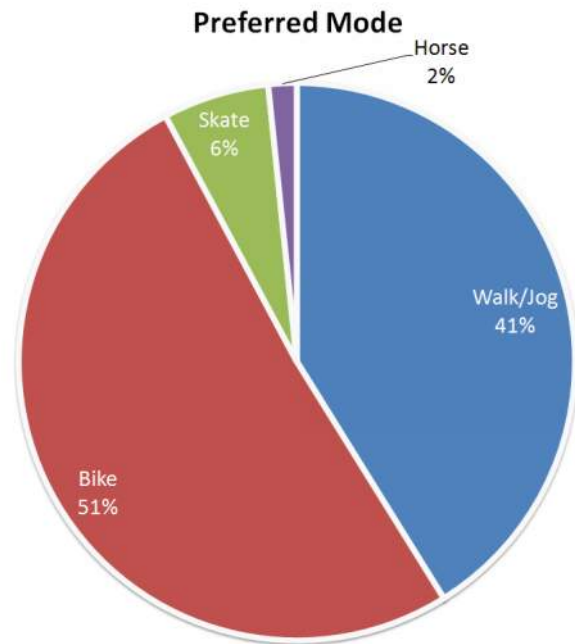


The table below is a breakdown by park of the most wanted improvements, from the *Orem Parks and Recreation Survey 2017*, provided by Y2 Analytics.

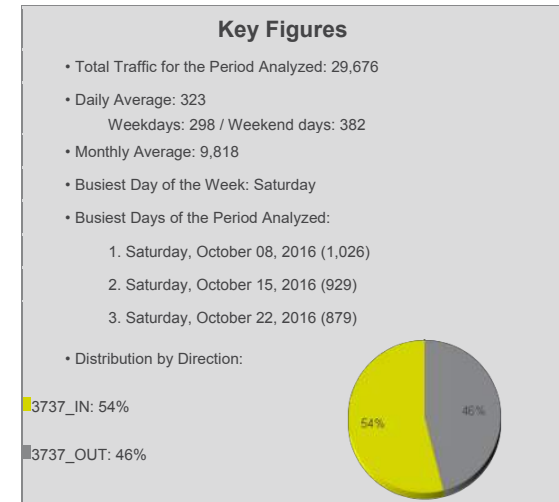
QFREQPARK	Respondents	Playground Equipn	Sports Fields/Courts	Maintenance/Cleanliness	Lighting/Safety	Feet Measure	Walking/Jogging Paths	Picnic Facilities	Educational Walking Areas	ADA Accessibility	Restrooms	Trees	No Improvements Needed
Bonneville Park	60	17%	15%	20%	22%	22%	22%	10%	5%	0%	28%	12%	25%
Canyon Park	2	0%	0%	0%	50%	0%	0%	0%	0%	0%	0%	0%	0%
Cascade Park	38	8%	8%	11%	18%	16%	16%	8%	3%	3%	24%	8%	42%
Cherry Hill Park	26	23%	15%	19%	38%	19%	15%	15%	0%	8%	35%	4%	15%
City Center Park	85	5%	7%	5%	20%	16%	24%	24%	6%	4%	29%	8%	33%
Community Park	24	4%	8%	8%	25%	17%	8%	8%	4%	0%	29%	0%	46%
Foothill Park	12	8%	8%	8%	8%	25%	25%	0%	0%	8%	17%	8%	25%
Geneva Park	18	22%	22%	11%	11%	17%	17%	6%	6%	6%	17%	0%	44%
Hillcrest Park	4	25%	25%	50%	0%	50%	50%	0%	0%	0%	25%	0%	0%
Lakeside Sports Park	26	12%	4%	12%	31%	4%	15%	15%	0%	0%	27%	12%	27%
Mt. Timpanogos Park	20	10%	5%	10%	10%	20%	20%	10%	5%	5%	15%	10%	30%
Nielsen's Grove	55	16%	11%	13%	7%	15%	15%	7%	5%	0%	11%	11%	38%
Northridge Park	31	29%	6%	10%	3%	6%	6%	6%	6%	0%	23%	6%	45%
Orchard Park	16	6%	6%	6%	44%	13%	0%	0%	6%	6%	25%	19%	19%
Palisade Park	12	8%	8%	8%	8%	8%	17%	17%	0%	0%	8%	25%	50%
SCERA Park	84	2%	7%	15%	19%	21%	14%	14%	10%	2%	46%	5%	25%
SCERA Park Pools	15	7%	7%	20%	13%	27%	7%	7%	7%	0%	33%	0%	27%
Senior Citizen Park	8	0%	0%	0%	25%	25%	25%	0%	0%	0%	50%	0%	38%
Sharon Park	17	24%	6%	29%	41%	18%	12%	12%	12%	6%	41%	0%	18%
Springwater Park	7	29%	29%	29%	43%	29%	29%	14%	0%	0%	29%	29%	14%
Westmore Park	14	36%	14%	21%	36%	29%	29%	14%	7%	0%	29%	0%	14%
Windsor Park	40	23%	8%	25%	15%	30%	30%	8%	20%	3%	30%	5%	23%

Appendix C: Mountainland Association of Governments Murdock Canal Trail Survey 2017





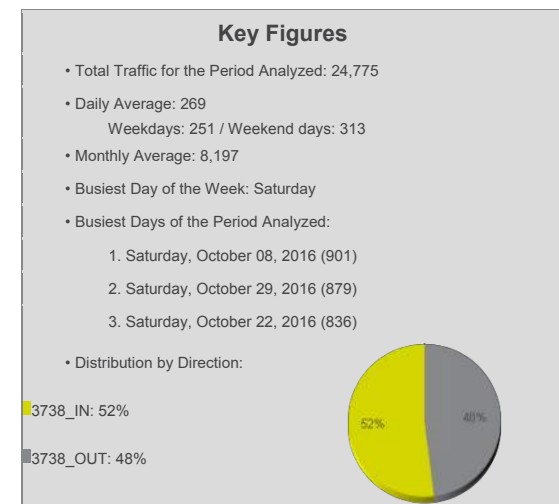
3737-MCT 400 N Lindon
 Period Analyzed: Saturday, October 01, 2016 to Saturday, December 31, 2016



02/08/2017

1 / 15

3738-MCT 1600 N Orem
 Period Analyzed: Saturday, October 01, 2016 to Saturday, December 31, 2016



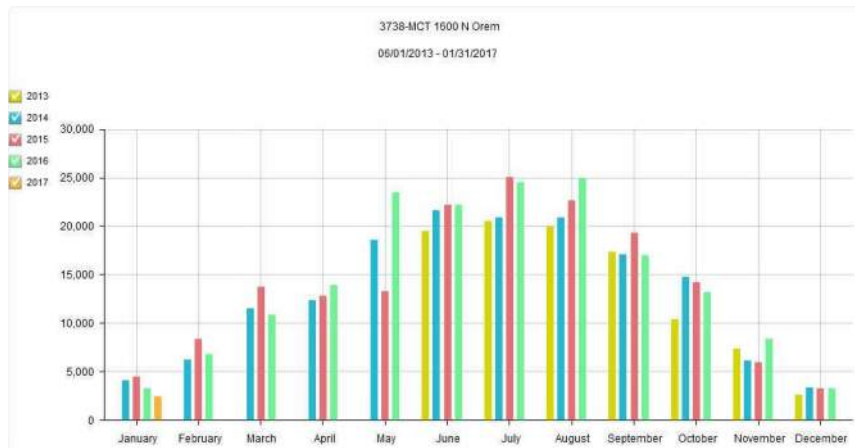
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4 / 15



02/08/2017

5 / 15



02/08/2017

6 / 15

Appendix D: Possible Tools for Preserving Critical Open Space

The following are options for acquiring agricultural land in perpetuity, which could help broaden and enrich the Orem open space system.

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 general 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 contiguous open space areas.

2. Zoning and Development Restrictions: Sensitive Lands Overlay

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 (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 is able to 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 so as 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 provided that A leaves his land as-is. 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.