

# City of Orem

## PARKS, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN



2021

DECEMBER 2021



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# 1 INTRODUCTION



The *City of Orem Parks, Recreation, Trails and Open Space Master Plan 2021* is an interim update of the plan that was adopted in 2017. The master plan builds upon previous studies and plans, including the *City of Orem General Plan 2018* and the *Bicycle and Pedestrian Plan 2010*. The Master 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 Master Plan addresses existing conditions, priorities, levels of service and other considerations of a comprehensive parks, recreation and trail system. It 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 *Parks, Recreation, Trails and Open Space Master Plan 2021* is intended to serve as a supplement and complementary document to the *Orem General Plan 2018*, which broadly addresses these elements. The General Plan provides the long-term vision and guidance for growth and development in the City.

The Master Plan aligns with the General Plan, which emphasizes the important role parks, recreation, trails and open space play in ensuring a high quality of life for the community. The General Plan also supports preserving open space, providing parks and recreation facilities, improving the streetscape on State Street, making streets more walkable, and the implementing the vision in the *Bicycle and Pedestrian Plan 2010*<sup>1</sup>.

## Organization of the Plan

The *Parks, Recreation, Trails and Open Space Master Plan 2021* is organized into five 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 & Open Space** 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 2030 and at build-out. Open Space opportunities are also addressed. The chapter concludes with a discussion of future priorities, standards and approaches for meeting park needs.

**Chapter 3 - Recreation & Community Events** addresses existing and future recreation facilities and programs, as well as arts facilities and programs and community events. The chapter begins with documentation of existing facilities and programs and an analysis of needs and priorities. The chapter concludes with ideas for meeting future needs and desires during the ten-year planning period and beyond.

**Chapter 4 - Arts & Culture** summarizes arts facilities and programs in the community, concluding with a discussion of needs to help improve opportunities within the community.

<sup>1</sup> The City is currently updating its Transportation Master Plan. It is scheduled for completion at the end of 2021.

**Chapter 5 - Trails** addresses existing and future trail needs, including pedestrian and bicycle facilities. The chapter builds upon the *Bicycle and Pedestrian Plan 2010*, which is currently undergoing an update, and the *Reinvent State Street: Orem State Street Corridor Master Plan*.

**Chapter 6 - Implementation** 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.

## City of Orem 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.

### 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 Figure 2, the 2020 Orem population was approximately 98,129. As indicated, the population is projected to increase by 5,726 during the next ten years for a total population of 105,540. By the projected build-out in 2050, population is expected to increase by an additional 21,977, for a total population of 127,517.

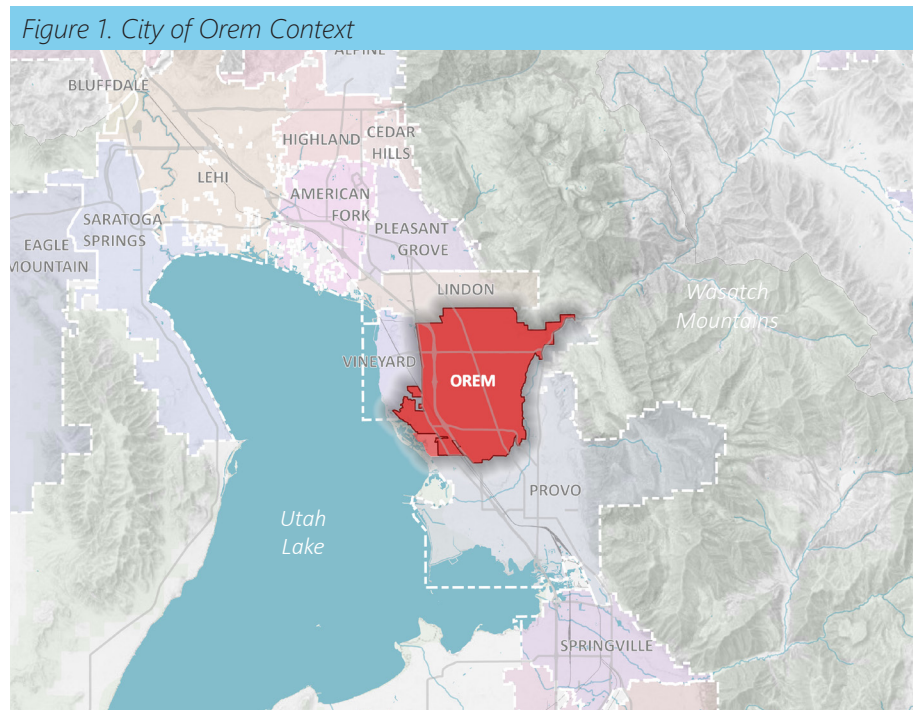
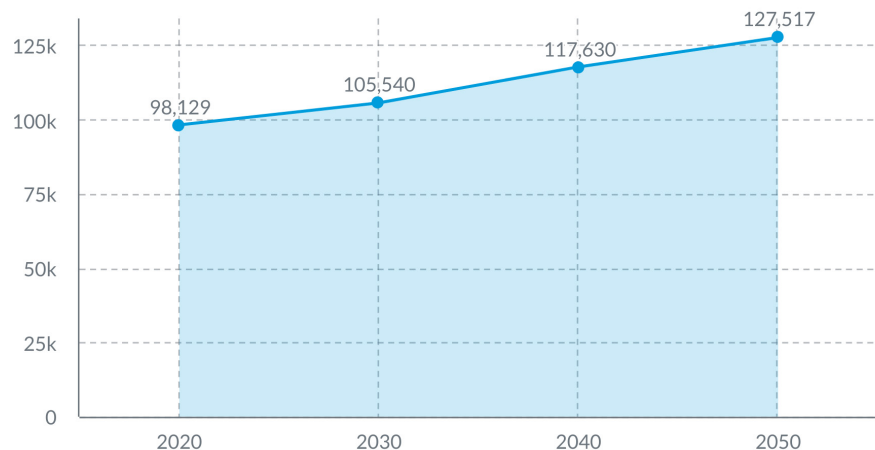


Figure 1. City of Orem Context

### Projected Population



Source: 2020 data from City of Orem Planning Department, 2030-2050 from Mountainland Association of Governments

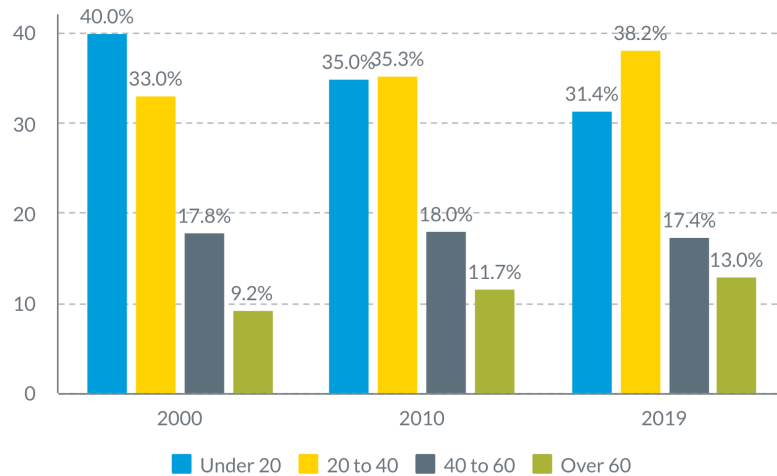


## Age

As shown in Figure 3, the population in Orem is young but maturing. The population below 20 years old dropped from 40 percent in 2000 to 31.4 percent of the total City population in 2019. In comparison, the population over 60 years old has increased during the same time, going from 9.2 percent of the population in 2000 to 13 percent in 2019.

Figure 3. Orem Population by Age Over Time

### Percent Population by Age

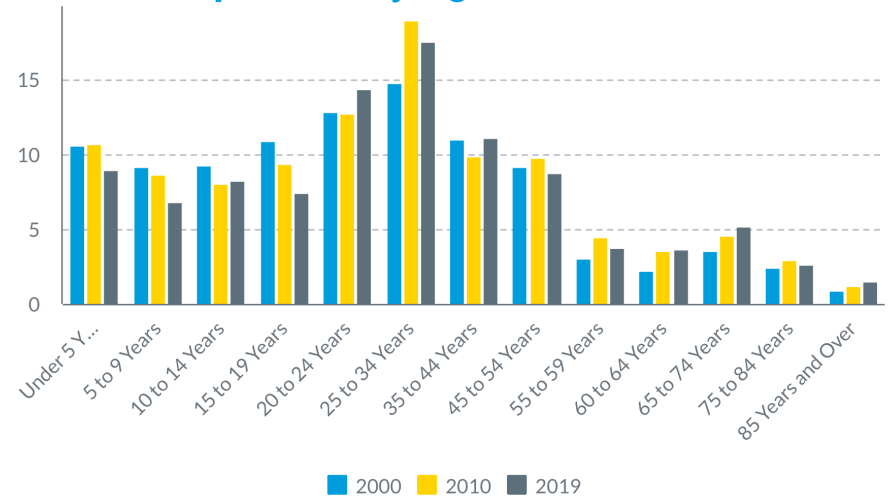


Source: 2000 Census, 2010 Census, 2019 American Community Survey (ACS) 1-Year Estimates

As illustrated in Figure 4, the largest age cohort is 20 to 34 years, reflecting the large number of college-age residents who call Orem home. There are also a significant number of children under 19 who live in Orem, illustrating the fact that Orem remains a youthful community, despite the shift toward a more mature profile.

Figure 4. Percent Population by Age Over Time Detailed Comparison

### Percent Population by Age

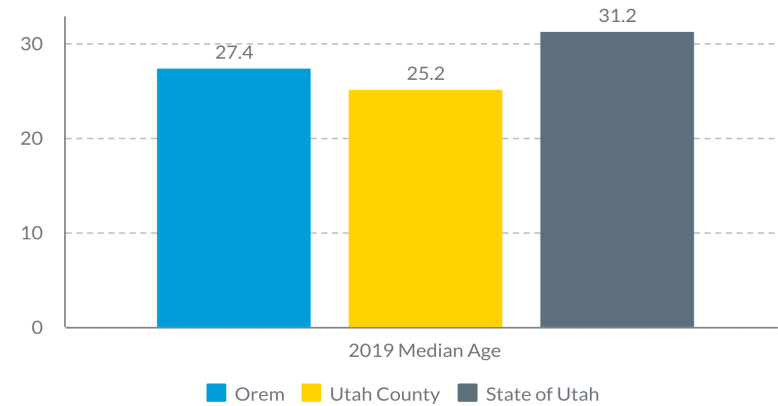


Source: 2019 American Community Survey (ACS) 1-Year Estimates

Figure 5 compares the median age of Orem with that of Utah County and the State. Orem is slightly older at 27.4 than the County at 25.2. Both Orem and Utah County are younger than the State, which has a median age of 31.2.

Figure 5. Median Age Comparison

### Median Age Comparison



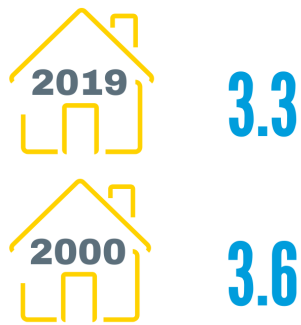
Source: 2019 American Community Survey (ACS) 1-Year Estimates

## Household Size

The median household size in Orem has decreased in recent years, from about 3.6 in 2000 to 3.3 in 2019, as illustrated in Figure 6. 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<sup>2</sup>. The decrease in household size is a further indication of the maturing population and the large number of college-age students who reside in the City.

Figure 6. Orem Median Household Size Over Time

## Median Household Size



Source: 2019 American Community Survey (ACS) 1-Year Estimates

## Public Involvement in the Planning Process

A comprehensive public involvement process was used during the development of the 2017 Master Plan to gather input from residents in several formats and at different points during the planning process. The *City of Orem Parks, Recreation, Trails and Open Space Master Plan 2021* builds upon that feedback, incorporating results from an updated *Parks and Recreation Master Plan Survey* conducted in 2021, which are summarized below, along with the input from the previous public engagement opportunities for improved understanding and context.

<sup>2</sup> Source: U.S. Census QuickFacts 2019

## A- Orem Parks & Recreation Master Plan Survey

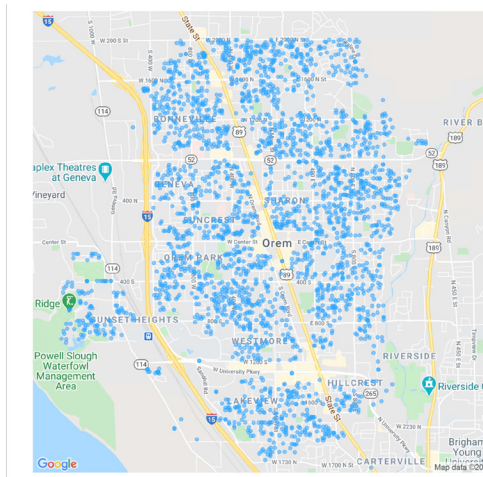
The City commissioned Y2 Analytics, a survey research and planning firm located in Salt Lake City, to conduct the *Orem Parks and Recreation Master Plan Survey* in 2017, and requested an update of the survey in 2021 to solicit updated feedback from residents for this revised Master Plan.

The survey was conducted concurrently with this planning effort and utilized a sample from the City of Orem utility database, supplemented with likely renters and young residents from the Utah Voter File, which was then weighted to reflect the demographics of the City. The survey is statistically valid, with a +/- 2.3 percent margin of error, compared to +/- 3.4% in 2017. Detailed survey results can be found in *Appendix A: Orem Parks and Recreation Master Plan Survey 2021 Results, page A-1*, and *Appendix B: Orem Parks and Recreation Master Plan Survey 2017 Results, page A-11*. Figure 7 maps the geographic location of survey respondents, indicating a geographically representative sample for the latest survey.

Figure 7. Survey Sample Geographic Distribution

## SAMPLE GEOGRAPHIC DISTRIBUTION

Using address information from our sample, we were able to map a rough geographic distribution of our respondents' location. While our sample composition is not entirely representative on all factors, our sample does represent a wide geographic subset of the Orem metropolitan area.



From our original sample of 11,537, **2,697** opened our invitation email to the survey. Of those, **2,548** responded that they lived in Orem and went on to complete or partially complete the survey.

Mapping their responses shows that our sample is geographically representative of the entire Orem area.

## 2021 Survey Results

A vast majority of respondents (81%) report high levels of life quality in Orem, which is an increase from 77% in 2015 and 80% in 2017.

A majority of 2021 survey respondents (80%) indicate that the CARE Tax should be used to upgrade existing parks, while 20% said they would like to see the funds used to build new parks. CARE Tax opinions are most consistent across age groups, with the exception of middle-aged respondents who are slightly more willing to say CARE Tax should be spent to build new recreational amenities than other age groups.

Park usage has recently grown among residents and is currently high, which is possibly a combination of new pandemic habits and new arrivals to the City. Nearly two-thirds of respondents said they visit Orem parks at least once a month.

The most important quality of a park is that it is within walking distance of home, with nearly three-fourths of respondents indicating it as “very important”.

Respondents reported a mix of formal/informal recreational facilities usage, with most respondents reporting a mix of using the Orem Fitness Center and participating in recreational activities at other facilities or using trails. City trail usage has also increased so that almost half of respondents use trails a few times a month or more often.

When asked to allocate \$100 on additional parks, recreational programs or facilities, walking and biking trails received the highest support, followed by improvements to existing parks and playgrounds, acquiring very large natural open spaces and developing new neighborhood and community parks (see Figure 8).

Additional key findings from the 2021 survey results are summarized in the corresponding chapters that follow, with a complete summary provided in the appendix..

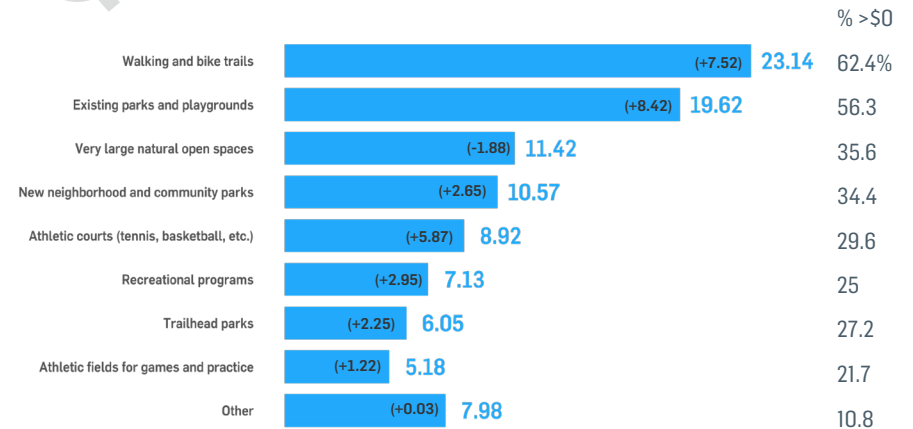
Figure 8. Funding Allocation

## TOTAL FUNDING ALLOCATION

Residents' preferences are to upgrade walking and bike trails in addition to funding existing parks and playgrounds. Athletic fields for games and practice are the least-supported amenities.



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? (n = 1,905)



## 2017 Survey Results

The 2017 survey indicated that residents were generally satisfied with City parks, but that recreation facilities and trails required 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.

## A - Public Scoping Meeting 2016

A Public Scoping Meeting was held on November 30, 2016 at the Orem Senior Friendship Center. Twenty-nine people signed in, although others 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 C: Public Input (page A-21).

The input received generally correlated 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 2017*. A summary of comments and identified issues from the Public Scoping Meeting follows. Projects undertaken by the City since this meeting to address many of the concerns below are summarized on page 8.

## 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 stated that maintenance could be improved in some locations. The attendees said 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 said 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 Family 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 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 bicyclists. They also mentioned that there is room for improvement with maintenance of bike lanes and sidewalks, and the City should not allow parking in bike lanes.

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

Although there was 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 ensure 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.

## C - Project Website & Social Media

A project website was developed and managed by the planning team for the duration of the 2017 Master Plan. 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. Input from the website is summarized in Appendix C, beginning on page A-23.

## D - City Staff Management Committee

The planning team met with key City of Orem staff on several occasions, receiving guidance throughout the 2017 and 2021 master planning processes.

## 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 oversaw the 2017 planning efforts and provided guidance.

## F - Draft Plan Open House 2017 Master Plan

A Draft Plan Open House took place on April 18, 2017 at the Orem Senior Friendship Center, prior to the commencement of the 2017 Master Plan adoption process. Comments can be viewed in Appendix C beginning on page A-25. A summary of those 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 for the Fitness Center 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 mentioned.

## 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 Hearing & Plan Adoption

The final draft of the *City of Orem Parks, Recreation, Trails and Open Space Master Plan 2021* was presented to the City Council for adoption on December 14, 2021. The Council adopted the plan and amended the City of Orem General Plan to include the *City of Orem Parks, Recreation, Trails and Open Space Master Plan 2021* as Appendix G.

## Recent Accomplishments

Since the 2017 Master Plan was completed, the City has made a number of improvements to the parks and recreation system, including the following:

- Added a **dog park** and **bike park** at Mt. Timpanogos Park
- Acquired 1.3 acres of land at Lakeside Park to help with the parking demands and expand fields
- Reconstructed the **Orem Family Fitness Center** adding features and amenities requested by the community, including a functional fitness area, multi-purpose rooms, indoor playground, bouldering wall, teen lounge, multiple family changing rooms, a new track and significant improvements to access, circulation and parking
- Constructed a **splash pad** at Palisade Park
- Built **six pickleball courts** at Sharon Park
- Built **two futsal courts** at Geneva Park
- Built the **800 North Trailhead/Mini Park**
- Replaced two tennis courts with **one tennis court and five pickleball courts** at Bonneville Park
- Replaced **playgrounds** at Bonnaville, Community, Geneva, Westmore and Windsor Parks and added permanent cornhole boards at Windsor Park
- Purchased the entire **Hillcrest Elementary and Park** site for the development of a new Regional Park
- Received the **IHC Fields** as a donation from Intermountain Healthcare
- Acquired 4.2 acres of land for a water tank and park for the future **Heritage Park**
- Developed **8.3 miles of new trails and 4.6 miles of bike lanes**
- Partnered with UDOT to construct **pedestrian overpass** connecting Utah Valley University to the Intermodal Hub west of I-15
- Currently applying for grants to begin the implementation of a **rim-to-rim trail system** connecting the Wasatch foothills to the Utah Lake Shoreline Trail System

## 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 developed parks 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 so few 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 distribution of parks throughout the community. Established in 1961 with the construction of Scera Park, the Orem parks system has grown to encompass a multitude of parks today. Map 1 identifies the City's existing parks and open spaces, including existing school fields. Table 1 provides an inventory of the City's parks and recreation facilities, 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 types, **Regional Parks** and **Community Parks**, continuing to address smaller **Neighborhood Parks** and **Mini Parks**. It should be noted however, that parks are not necessarily classified solely by their size. Parks may be classified in "higher" park categories if they include amenities recommended for larger park types or if they have unique amenities or location that is unlikely to be duplicated elsewhere in the City. For example, Sharon Park is only 5.2 acres, yet has amenities that provide a draw for the City at large, and is therefore classified as a Community Park. Some parks in the City were reclassified based on the amenities and updated park categories.

The plan also evaluates private parks and other recreational facilities, and includes a description of other land owned and maintained by the City. The section concludes with a discussion of public open space and goals for parks and open space.

### Regional Parks

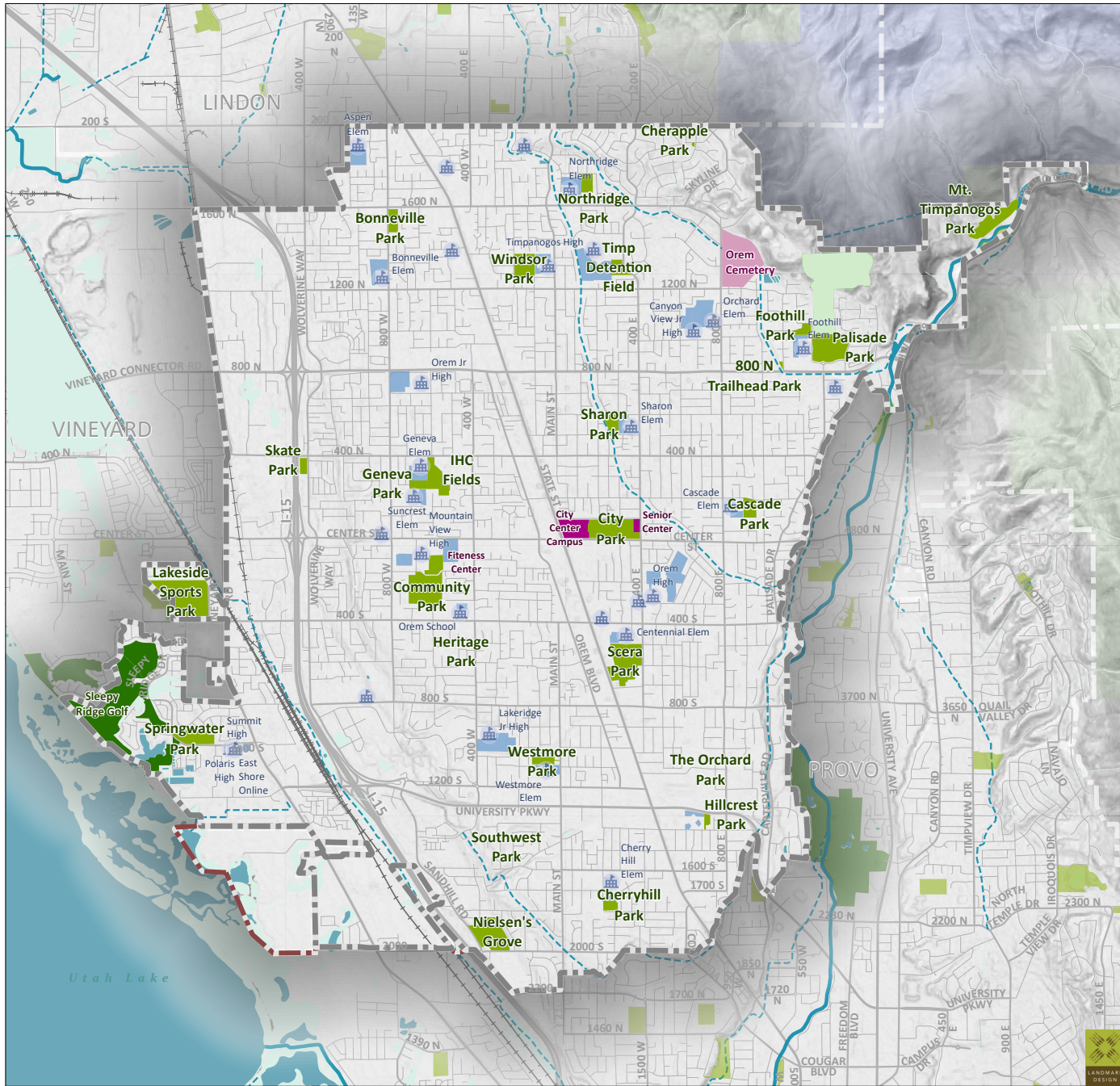
**Regional Parks** are the largest types of parks, serving the City and region with special amenities and features with a regional draw. Examples include sports complexes, swimming pools, recreation centers, splash pads, destination playgrounds, amphitheaters, skate parks and similar facilities. They are often located adjacent to other community facilities such as community centers or





# PARK, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN

## Map 1: Existing Parks & Recreation Facilities



- Existing Public Park
- Existing Public Park in Partnership
- Other City Facilities
- Existing Cemetery
- Existing Public Golf Course
- Existing Private Park
- Existing Private Golf Course
- School Field
- Park in Other Community
- Utah Dept of Natural Resources
- USFS
- Schools
- Railroad
- Waterbody
- Wetlands
- Provo River
- Intermittent Stream
- Canal/Ditch
- City Boundary
- Annexation Area
- Other Municipal Boundaries





Table 1. Existing Parks & Amenities Inventory

Park Name	Total Acreage	Playgrounds	Large Pavilion	Medium and Small Pavilion	Restrooms	Open Lawn Areas (unprogrammed)	Sand Volleyball Courts	Pickleball Courts	Tennis Courts	Futsal Courts	Basketball Courts	Baseball/Softball Fields	Multipurpose Fields (programmed)	Pool or Interactive Water Feature	Pond or Water Feature	Trails/Pathways (miles)	Picnic Tables	Benches	Drinking Fountains	BBQ Grills	Maintenance Building/Office	Scorekeepers Booth/Concessions	General Park Lighting	Notes	
<b>Regional Parks</b>																									
City Park	23.4	1	1	1	2	1	0	0	0	0	0	6	0	0	0	1.3	38	5	3	7	4	4	Y	Stage, arboretum w/ tree labels, ball fields are lighted, City Hall and Senior Center share same block	
Community Park	37.9	1	3	0	2	1	0	0	9	0	0	5	1	2	0	1.2	36	11	1	12	4	1	Y	6.5 acres are owned by ASD (including 4 scorekeepers, 8 awnings & 1 drinking fountain which are maintained by the City); tennis courts & 2 small fields are lighted. Includes the Orem Family Fitness Center.	
Lakeside Sports Park	55.7	1	1	7	1	1	0	0	0	0	0	5	8	0	0	1.8	29	6	2	5	2	6	Y	Ball fields are lighted, 1.3 additional acres planned. 10 acres are owned by Vineyard (including 2 pavilions, 1 grill and 2 picnic tables which are maintained by the City)	
Mt. Timpanogos Park	15.5	0	2	6	3	1	0	0	0	0	0	0	0	1	1.3	47	21	5	8	1	0	Y	Hosting center (receptions/events), 4.2-acre bike park, 1.0 acre dog park, City pumps sewage out weekly or as needed, adjacent to Provo River		
Palisade Park	21.4	1	1	3	1	1	0	0	2	0	0	0	8	1	0.9	15	9	2	0	1	1	Y	Tennis courts are not lighted.		
Scera Park	25.3	2	1	4	2	1	0	0	0	0	0	0	0	2	0	1.3	56	7	4	14	1	0	Y	Outdoor swimming pools, disc golf course, Scera Outdoor Theater/Shell run by SCERA, CARE revenue helps fund, hosts weekly music/plays, The SCERA Shell is leased to SCERA	
<b>Subtotal Regional Parks</b>	<b>179.2</b>	<b>6</b>	<b>9</b>	<b>21</b>	<b>11</b>	<b>6</b>	<b>0</b>	<b>0</b>	<b>11</b>	<b>0</b>	<b>0</b>	<b>16</b>	<b>17</b>	<b>5</b>	<b>1</b>	<b>8</b>	<b>221</b>	<b>59</b>	<b>17</b>	<b>46</b>	<b>13</b>	<b>12</b>			
<b>Community Parks</b>																									
IHC Fields	9.9	0	0	0	0	0	0	0	0	0	0	0	3	0	0	0.5	0	0	0	0	0	0	0	Y	Adjacent to Geneva Park
Nielsen's Grove	20.6	2	1	11	1	1	0	0	0	0	0	0	0	2	2.5	25	20	6	0	3	0	0	Y	Greenhouse, small pond, reflective pool, fountain, parterre garden (1 mile of trails is gravel)	
Sharon Park	5.2	1	1	0	1	1	0	6	0	0	0	0	0	0	0.4	14	5	1	4	1	0	0	Y	Pickleball courts are lighted.	
Skate Park	2.8	0	0	0	1	1	0	0	0	0	0	0	0	0	0.2	0	4	1	0	1	0	N			
Windsor Park	11.0	1	2	0	1	1	0	0	3	0	1	2	0	0	0.5	22	7	2	8	2	2	Y	Ball fields and tennis courts are lighted. Recently replaced the playground and added permanent cornhole boards. Has sledding hill.		
<b>Subtotal Community Parks</b>	<b>49.5</b>	<b>4</b>	<b>4</b>	<b>11</b>	<b>4</b>	<b>4</b>	<b>0</b>	<b>6</b>	<b>3</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>0</b>	<b>2</b>	<b>4</b>	<b>61</b>	<b>36</b>	<b>10</b>	<b>12</b>	<b>7</b>	<b>2</b>			
<b>Neighborhood Parks</b>																									
Bonneville Park	5.2	1	1	1	1	1	0	4	1	0	1	0	0	0	0.4	14	4	2	5	1	0	Y	Tennis court and pickleball courts are lighted.		
Cascade Park	5.8	1	1	1	1	1	1	0	2	0	1	1	0	0	0.5	14	3	1	2	0	0	Y	Tennis courts are lighted		
Cherryhill Park	3.3	1	1	0	1	1	0	0	2	0	0	0	0	0	0.4	10	6	2	4	1	0	Y	Tennis courts are lighted		
Foothill Park	3.6	1	1	0	2	1	0	0	2	0	0	0	0	0	0.3	12	4	2	4	1	0	N	Tennis courts are lighted		
Geneva Park	3.8	1	1	1	1	1	0	0	2	2	1	0	4	0	0.4	14	1	2	5	1	0	Y	Adjacent to IHC Fields. Futsal courts are lighted		
Hillcrest Park	1.6	1	1	0	1	1	0	0	0	0	0	0	0	0	0.0	8	3	0	2	0	0	0	0	City now owns 9.5 acres total for the existing park and school	
Northridge Park	5.0	1	1	1	1	1	0	0	2	0	0	0	2	0	0.4	17	8	1	2	1	0	Y	Tennis courts are not lighted		
Springwater Park	9.8	1	1	0	1	1	0	0	1	0	1	0	3	0	0.5	12	9	2	2	1	0	Y	Two acres in this park serve as a storm water detention area. Tennis court is not lighted.		
Timpanogos Detention Field	4.8	0	0	0	1	0	0	0	0	0	0	0	1	0	0.1	0	2	0	0	1	0	N	Timpanogos High School programs this field, no City use		
Westmore Park	4.1	1	1	3	1	1	0	0	0	0	0	0	0	0	0.5	20	9	3	8	1	0	Y			
<b>Subtotal Neighborhood Parks</b>	<b>47.0</b>	<b>9</b>	<b>9</b>	<b>7</b>	<b>11</b>	<b>9</b>	<b>1</b>	<b>4</b>	<b>12</b>	<b>2</b>	<b>4</b>	<b>1</b>	<b>10</b>	<b>0</b>	<b>0</b>	<b>3.6</b>	<b>121</b>	<b>49</b>	<b>15</b>	<b>34</b>	<b>8</b>	<b>0</b>			
<b>Mini Parks</b>																									
Cherapple Park	0.2	0	0	0	0	1	0	0	0	0	0	0	0	0	0.0	0	1	0	0	0	0	0	N	Mini Park w/ a bench	
800 North Trailhead Park	0.1	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0	0	4	0	0	0	0	0	N	Bike rack and repair station. Adjacent to Utah County Trailhead that has a small pavilion, picnic table, and drinking fountain.	
<b>Subtotal Mini Parks</b>	<b>0.3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>			
<b>Parks in Partnership</b>																									
Orchard Park at Canyon View JH/Orchard Elem.	18.0	1	1	1	0	1	0	0	3	0	0	0	0	0	0.0	0	0	0	2	0	0	Y	Land owned by ASD, City maintains pavilions and walking paths, 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. Has full-sized track.		
The Orchard at University Place	2.3	2	0	3	1	1	0	0	0	0	0	0	0	1	1.0	40	24	0	0	0	0	Y	City helped fund construction.		
US Synthetic Fields	2.9	0	0	0	0	0	0	0	0	0	0	0	2	0	0.3	0	0	0	0	0	0	N	City maintains fields.		
<b>Subtotal Parks in Partnership</b>	<b>23.2</b>	<b>3</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>40</b>	<b>24</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>0</b>			
<b>Other Recreation Facilities</b>																									
City Center Campus	9.6																								Park-like atmosphere with trees, lawn and picnic tables between City buildings
Orem Senior Friendship Center	1.8																								
Sleepy Ridge Golf Course	151.2																								Land is City-owned, 31 acres lie in Vineyard, Improvements were made under long-term contract with a management group, 30+ years remaining
<b>Subtotal Other Recreation Facilities</b>	<b>162.6</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		
<b>TOTAL PARK LAND (Regional/Community, Neighborhood, Mini Parks &amp; Other Recreation Facilities)</b>	<b>461.8</b>	<b>22</b>	<b>23</b>	<b>43</b>	<b>27</b>	<b>22</b>	<b>1</b>	<b>10</b>	<b>29</b>	<b>2</b>	<b>5</b>	<b>19</b>	<b>32</b>	<b>6</b>	<b>4</b>	<b>16</b>	<b>443</b>	<b>173</b>	<b>42</b>	<b>94</b>	<b>28</b>	<b>14</b>			
<b>TOTAL PARK LAND USED FOR LOS (Regional/Community, Neighborhood, &amp; Mini Parks &amp; Parks in Partnership)</b>	<b>299.2</b>	<b>22</b>	<b>23</b>	<b>43</b>	<b>27</b>	<b>22</b>	<b>1</b>	<b>10</b>	<b>29</b>	<b>2</b>	<b>5</b>	<b>19</b>	<b>32</b>	<b>6</b>	<b>4</b>	<b>16</b>	<b>443</b>	<b>173</b>	<b>42</b>	<b>94</b>	<b>28</b>	<b>14</b>			
<b>Other Land Maintained by the City</b>																									
Parkways, Roundabouts, Freeway Interchanges and Welcome Sign Areas	43.6																								The City maintains these areas, although they don't necessarily own all of them.



Mt. Timpanogos Park



Bonneville Park

senior centers. Regional Parks typically have more than one major amenity, or have such a unique location or special amenity that it is unlikely to be duplicated elsewhere in the City. Examples of other amenities that are typically provided include sports fields, sport courts, open lawns and passive recreation areas, picnic facilities, playgrounds, gathering areas, walking paths and perimeter trails.

Regional Parks are **typically 20 acres in size or larger**. As described below, Orem currently provides six of these parks:

**City Park** - a 23.4 acre park in the heart of the City that includes the All-Together Playground, an arboretum, an outdoor stage, a number of baseball and softball fields and a variety of passive recreation opportunities. The Senior Center is located adjacent to City Park on the northeast corner of the block.

**Community Park** - a 37.9 acre park that includes the Orem Family Fitness Center and provides a variety of active (sports-oriented) and

passive (non-sport focused) recreation opportunities (Alpine School District owns 6.5 of the acres here, which Orem maintains).

**Lakeside Sports Park** - a 55.7 acre park near Utah Lake with a complex of multipurpose sport fields, and baseball/softball fields that serve the community and region (Vineyard owns 10 of the acres here, which Orem maintains).

**Mt. Timpanogos Park** - a 15.5 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 dog park was built in one of the park's natural open areas, which is the only dedicated dog park in the City. A bike skills park was also added to the park in two phases (2018 and 2021).

**Palisade Park** - a 21.4 acre park located in the northeastern portion of the City with a variety of active and passive recreation amenities, including a splash pad.



Cherapple Park

**Scera Park<sup>1</sup>** – a 25.3 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.

### Community Parks

**Community Parks** serve the community with at least one of the special amenities and other typical amenities described under Regional Parks above and are **typically ten acres in size or larger**. As described below, Orem offers a several parks of this type:



**IHC Fields** - one of the newest parks in the City’s parks portfolio, this 9.9 acre park is adjacent to the IHC Hospital in the northwest portion of

<sup>1</sup> Park and amenities named for SCERA (Sharon’s Cultural, Educational, Recreation Association), which was formed in 1933 to create a gathering place for neighbors and families to enjoy activities focused on the arts.

the City. The park features three multipurpose sports fields and walking paths.

**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 Nielsen. 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.

**Sharon Park** - while under the typical size range for this park type at 5.2 acres, this park features a 6 court pickleball complex in addition to a large pavilion, playground, restrooms, open lawn areas and walking paths.

**Skate Park** - a 2.8 acre skate park located on the City’s west side, just east of I-15. The stand-alone skate park features half pipes, grind rails, ramps, stairs and other features to help meet the needs of the skateboarding community. The park also includes open space that provides passive recreation opportunities and stormwater retention services.

**Windsor Park** - an 11 acre park located at the north end of the City west of Timpanogos High School. The park includes a new playground, lighted tennis courts and softball fields, a basketball court, cornhole boards, 2 large pavilions, restrooms and a walking path.

### Neighborhood Parks

**Neighborhood Parks** are smaller than Regional and Community Parks and are **typically three to ten acres in size**. They provide large amenities that are focused on the needs and interests of the surrounding neighborhood. Typical amenities include grassy play areas, restrooms, pavilions, playgrounds, sport courts, sports fields, picnic areas and seating, walking paths and perimeter trails.

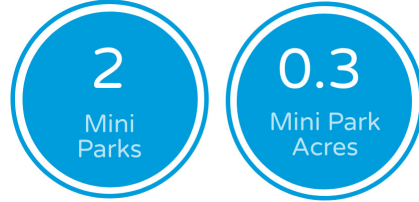


Neighborhood Parks in the City include: Bonneville Park, Cascade Park, Cherryhill Park, Foothill Park, Geneva Park, Hillcrest Park, Northridge

Park, Orchard Park, Springwater Park, Timpanogos Detention Field and Westmore Park.

### Mini Parks

**Mini Parks** are typically less than **three 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 provided by larger parks.



Cherapple Park, at 0.2 acres, and the 800 North Trailhead Park, at 0.1 acres, are currently the only Mini Parks in the City.

### Parks in Partnership

Orem maintains the **US Synthetic Fields**, which is 2.9 acres in size and includes two multiuse fields that the City would like to start programming. The community is also served by The **Orchard at University Place**, which is approximately 2.3 acres in size. The City contributed funds toward the construction of this park which offers an indoor and outdoor kids play area, water show fountain, open lawn, pavilions, outdoor seating and pathways. **Orchard Park** is jointly shared with the Alpine School District. At 11.0 acres, this park includes playgrounds, soccer fields, tennis courts, pavilions, restrooms and a track. The City of Orem maintains the pavilions and walking paths.

### Other Recreation Facilities

Other recreation and leisure facilities in the City include the City Center Campus, the Orem Senior Friendship Center and the Sleepy Ridge Golf Course. These facilities are addressed in greater detail in Chapter 3: Recreation, Arts and Community Events. They are not classified as parks and do not meet traditional park needs and are **not included** in the City's park acreage or Level of Service.

### Other Land Maintained by the City

The City maintains other publicly owned facilities such as the Public Works yard and other land like 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.

### Summary of Existing Public Park Acreage

As indicated in Table 1 and described above, there are **299.2 acres of existing park land** in Orem which contribute to meeting the City's traditional 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.

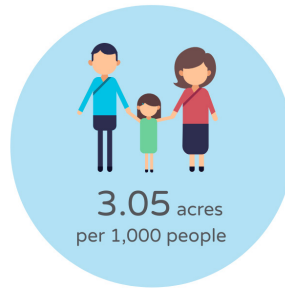
### Existing Level of Service Analysis

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 (299.2 acres) by the



2020 population (98,129) and multiplying by **Existing Level of Service** 1,000 to get the number of park acres per 1,000 residents ( $299.2 / 98,129 \times 1,000 = 3.05$ ), resulting in an **existing LOS of 3.05**.



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 2 shows the LOS for Orem in comparison to eleven other communities from around the State<sup>2</sup>.

*Table 2. Level-of-Service Comparison*

Level of Service (LOS) per 1,000 Residents	
Community	Existing LOS
St. George	5.7
Provo	4.8
Spanish Fork	4.7
South Jordan	4.4
Sandy	3.8
Draper	3.7
Herriman	3.7
Saratoga Springs	3.7
Lehi	3.6
Ogden	3.4
<b>Orem</b>	<b>3.05</b>
West Jordan	2.9

<sup>2</sup> The most recent parks master plans for each community and comparable park types were used to calculate an approximate LOS for comparison purposes. These LOS levels may not represent the official LOS level cited for each community since they may be including additional types of facilities.

## 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.

## Distribution Analysis

Once the existing LOS was determined, the distribution of existing parks was analyzed. The 2021 and 2017 surveys both 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<sup>3</sup> were assigned to each park by the function served. **Regional Parks (2 miles), Community Parks (1 mile), Neighborhood Parks** and **Parks in Partnership (1/2 mile)** and **Mini Parks (1/4 mile)**. The map also illustrates how larger park types also serve as smaller park types for residents within those service radii. For example, a Regional Park also serves as a Community Park and a Neighborhood Park, and a Community Park also serves as a Neighborhood Park.

Other recreation facilities such as Sleepy Ridge Golf Course, Private Parks, or other land owned by the City were not assigned a service radius since they do not serve an active park need and/or are not controlled by the City or managed with a long-term agreement.

Once the distribution of existing parks had been established, existing residential neighborhoods and areas designated with potential future residential uses were added to the map. The darker the color of purple on the map, the more an area is served by different park types, and conversely, the lighter the purple, the fewer parks serve that particular area. As illustrated, parks are generally well-distributed, due in part to the co-location of most of the City's parks with schools. As indicated on Map 2, there are no major gaps in the City. There are a few areas around the perimeter of the City that are served by fewer parks, but most of the community is well-served in general.

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<sup>3</sup> Service areas are based on distances people are typically willing to travel for different levels of services. For example, people are usually willing to drive to Regional and Community Parks because of the greater provision of amenities in these park types, while people typically walk to Neighborhood and Mini Parks.

In locations where land is not generally available to provide additional parks, other methods for improving access to parks may be needed to fill existing and future needs<sup>4</sup>.

Map 3 illustrates another method of examining park service by assigning a half-mile service radius to all parks, schools and other facilities that help meet the needs of the community. This map shows which areas of the community do not have one of these types of parks or facilities within a half-mile walking distance. Parks in adjacent communities have also been included on this map in recognition that they also serve the residents of Orem who live in close proximity to them.

## Filling the Gaps

The the northeast corner of the City near Cherapple Park is slightly less well served than other areas of the community. This neighborhood is dominated by steep terrain, which makes the area feel more separated from the rest of the City. 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 alternatives be explored in this area to help meet needs. Expansion of Cherapple Park to a size able to accommodate the level of amenities for a Neighborhood Park is unlikely given the high cost of land in this area and the isolated nature of its location. More realistic would be **the development of a new trailhead park providing direct access to the Bonneville Shoreline Trail** as an alternative.

The southeast corner of the City is also slightly less well served than other areas of the community. The City has already purchased the **Hillcrest Park** and Elementary School property to help address this area of need.

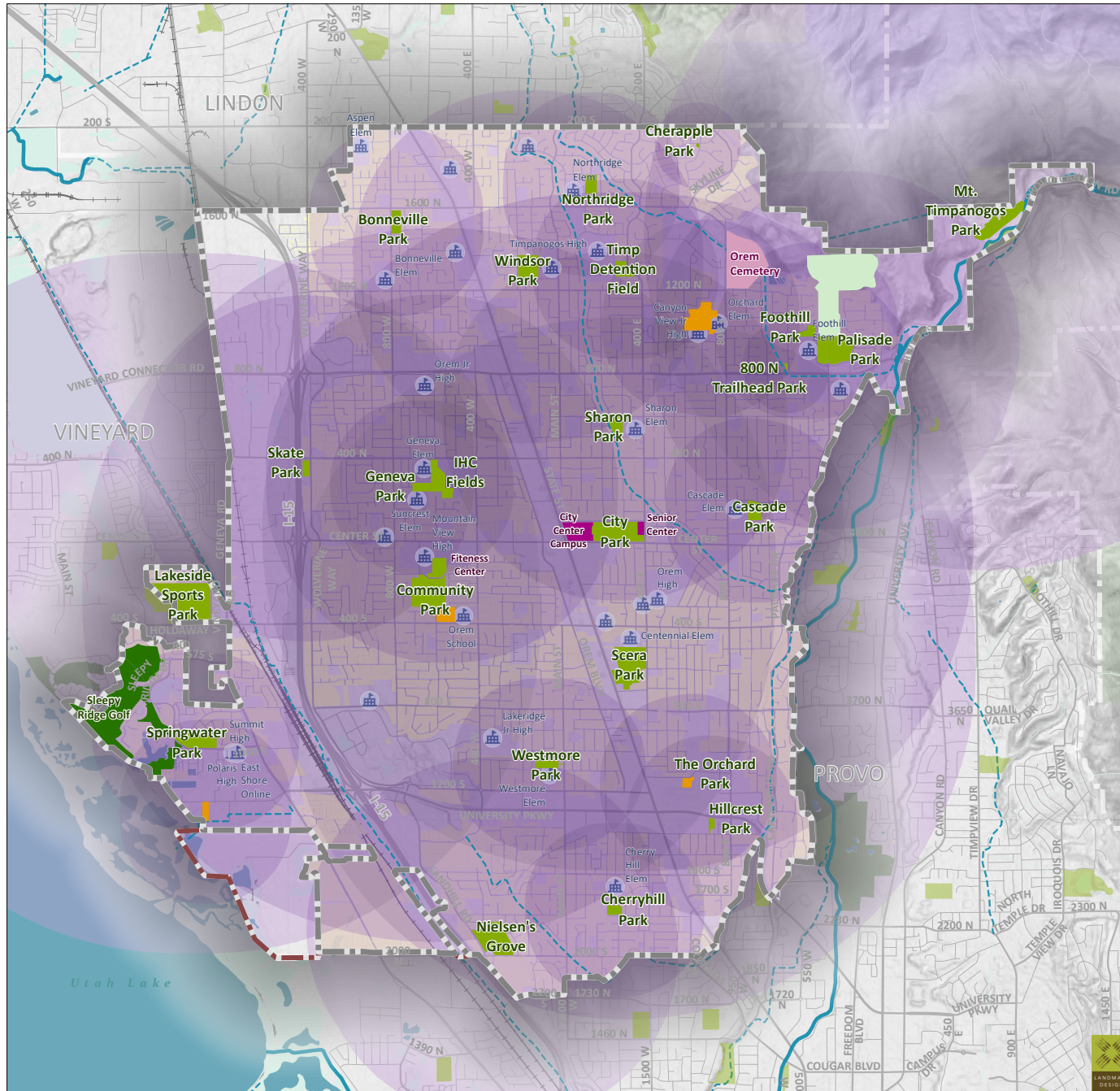
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<sup>4</sup> As identified in the *Reinvent State Street: Orem State Street Corridor Master Plan (2015)*, several nodes at key intersections have been identified for the development of new urban parks and plazas (see *State Street Node* in Map 2). 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).



# PARK, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN

## Map 2: Service Areas for Existing Parks



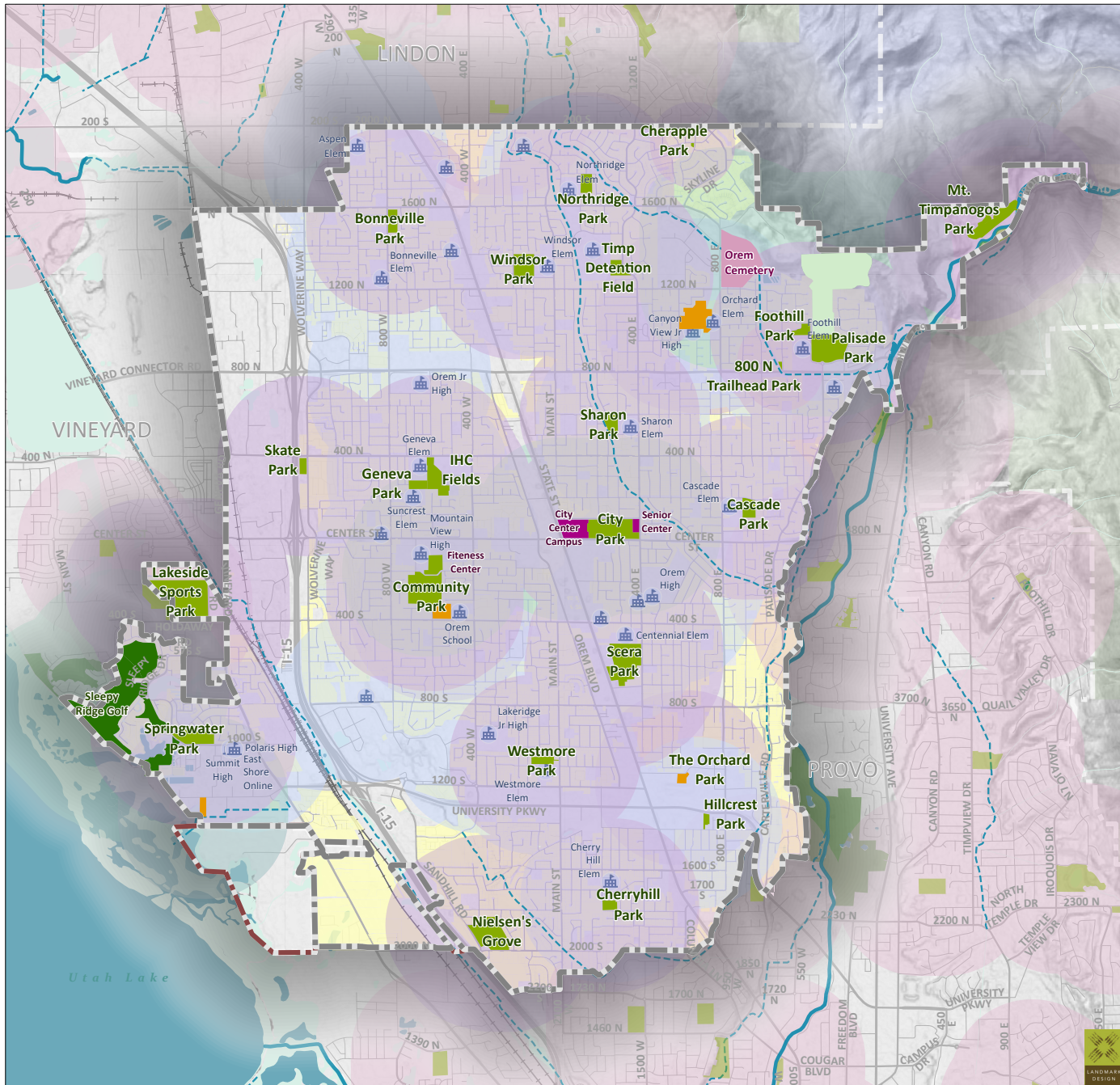
- Mini Park Service Area - 1/4 mi
- Neighborhood Park Service Area - 1/2 mi
- Community Park Service Area - 1 mi
- Regional Park Service Area - 2 mi
- Existing Residential Land Use
- Existing Public Park
- Existing Public Park in Partnership
- Existing Special Use Facility
- Existing Cemetery
- Existing Public Golf Course
- Existing Private Park
- Existing Private Golf Course
- Park in Other Community
- Utah Dept of Natural Resources Land
- US Forest Service Land
- Schools
- Railroad
- Provo River
- Intermittent Stream
- Canal/Ditch
- Waterbody
- Wetlands
- City Boundary
- Annexation Area
- Other Municipal Boundaries





# PARK, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN

## Map 3: Walking Distance to Parks & Recreation Facilities



- Public Park Walk Service Area (1/2 mile)
- Special Use Facilities/Private Facilities Walk Service Area (1/2 mile)
- Park in Other Community Walk Service Area (1/2 mile)
- School Walk Service Area (1/2 mile)
- Existing Residential Land Use
- Existing Public Park
- Existing Public Park in Partnership
- Existing Special Use Facility
- Existing Cemetery
- Existing Public Golf Course
- Existing Private Park
- Existing Private Golf Course
- Park in Other Community
- Utah Dept of Natural Resources Land
- US Forest Service Land
- Schools
- Railroad
- Provo River
- Intermittent Stream
- Canal/Ditch
- Waterbody
- Wetlands
- City Boundary
- Annexation Area
- Other Municipal Boundaries





Map 3 highlights two other gap areas - the southwest annexation area which is a future growth area and an area near 800 South and Carterville Road. Other gap areas on Map 3 are minimal with few residential uses. The City is targeting a new Neighborhood Park in the southwest annexation area at a minimum, which is discussed in the Currently Planned Parks section on page 20. The area at the east end of the City near 800 South is in a developed area of the community, which leaves few options. Alternative methods for meeting recreation needs should be explored, such as building out the proposed trail network, which is discussed in Chapter 5.

## Determining Future Level of Service for Parks

As illustrated in Table 2 on page 15, 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.

As indicated in the demographic discussion in Chapter 1 (see page 2), 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. It is also typical for LOS to decline as communities approach build-out.

The fact that the gaps in park distribution are minimal suggests that the community is well-served by existing parks. The results of the survey also indicate that **major adjustments to the existing LOS are not required.**

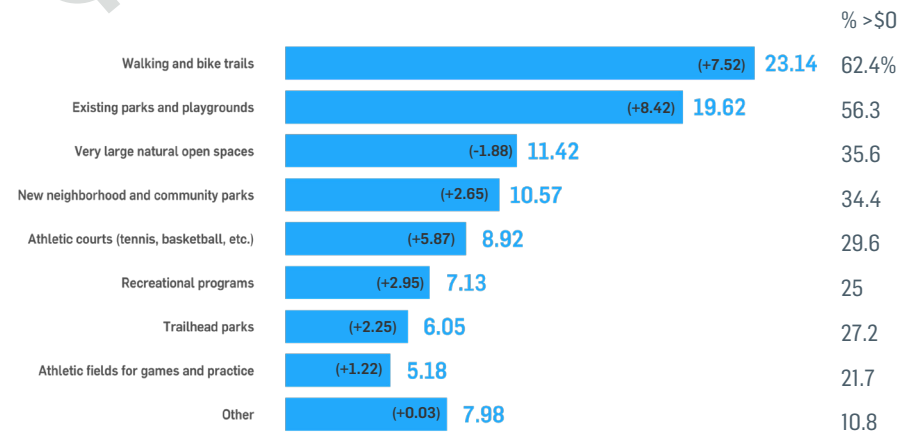
The *Orem Parks and Recreation Master Plan Survey 2021* was particularly clear on this point, with 74 percent of respondents strongly or somewhat agreeing that the City provides an adequate amount of parks. It is interesting to note that this approval rating dropped slightly from the 2017 survey, most likely as a result of the demand for outdoor recreation amenities with the pandemic. 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 ranked second behind walking and

## TOTAL FUNDING ALLOCATION

Residents' preferences are to upgrade walking and bike trails in addition to funding existing parks and playgrounds. Athletic fields for games and practice are the least-supported amenities.



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? (n = 1,905)

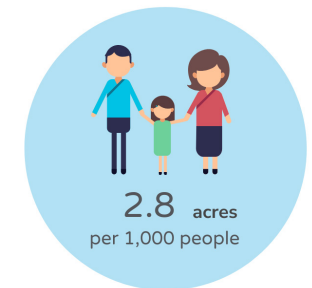


biking trails. New parks were fourth on the list of preferred improvements, behind trails, upgrading existing parks and acquiring very large natural open spaces.

### A future LOS of 2.8 acres per 1,000 people

is recommended, which is in line with the existing LOS minus the parks in partnership which the City does not own. The City recognizes that as build-out approaches, land will continue to become more expensive and less available, and that a resulting decline from the recommended LOS is likely. The Master Plan recommends aiming for this level while also recognizing that other approaches may be more feasible, such as continuing to make upgrades to existing parks and shifting priorities towards trail development.

### Future Level of Service



## Currently Planned Parks

As mentioned above, securing new land for parks can be costly and becomes more unlikely as communities approach build-out, which is the situation Orem now finds itself in. As part of a thoughtful approach to meeting distribution needs and in response to feedback from the community survey, the City is planning to upgrade several existing parks with new and additional amenities, as shown on Map 4.

The City purchased **Hillcrest Park** and the entire site of the former Hillcrest Elementary School in 2020 and has started the design and construction process to turn the school and 9.5 acre site into a Regional Park to help meet the needs for an under-served area of the community<sup>5</sup>.

The preferred conceptual design for Hillcrest Park is shown in Appendix E, page A-32. The design retains the newest parts of the building for indoor recreation and community events. The park will also feature a pickleball complex, a splash pad, new playgrounds, restrooms and pavilions, and a large open lawn area for open play and community events. Other amenities include exercise stations, picnic pavilions, table tennis and other outdoor gathering areas.

The City acquired additional land at **Lakeside Park** (1.3 acres) just west of the existing park which will be used to expand the existing parking lot and add fields sometime in the next few years. Staff indicated a desire to partner with Vineyard to develop the additional acreage.

There are also a handful of additional planned parks in the community as shown on Map 4. **Southwest Park**, directly north of Nielsen's Grove Park, is slated to be a 4.1 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

<sup>5</sup> The existing tennis courts are unusable and the park offers minimal amenities for the neighborhood. The area was identified as a gap area in the 2017 Master Plan.

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.

In 2021, the City purchased a parcel of land to accommodate a needed underground water tank for the City's water system. The design of the site is still being finalized, but is slated to become **Heritage Park**. The 4.2 acre new Neighborhood Park may include restrooms, a playground, open space and trails with interpretive signage about Orem's history.

A new three-acre minimum **Neighborhood Park is proposed in the southwest annexation area** of the City, as shown by the green asterisk on Map 4. A larger park would better serve this area of the community if additional land can be acquired as part of development negotiations or other means. This park will help meet the needs of residents in the future annexation area as the City continues to develop.

Another opportunity the City will continue to explore is adding recreation amenities to **detention basins** in the community that are large enough and suitable for the addition of features such as playgrounds or sports courts.

## Meeting Existing & Future Park Needs

### Meeting Needs During the 10-Year Planning Horizon

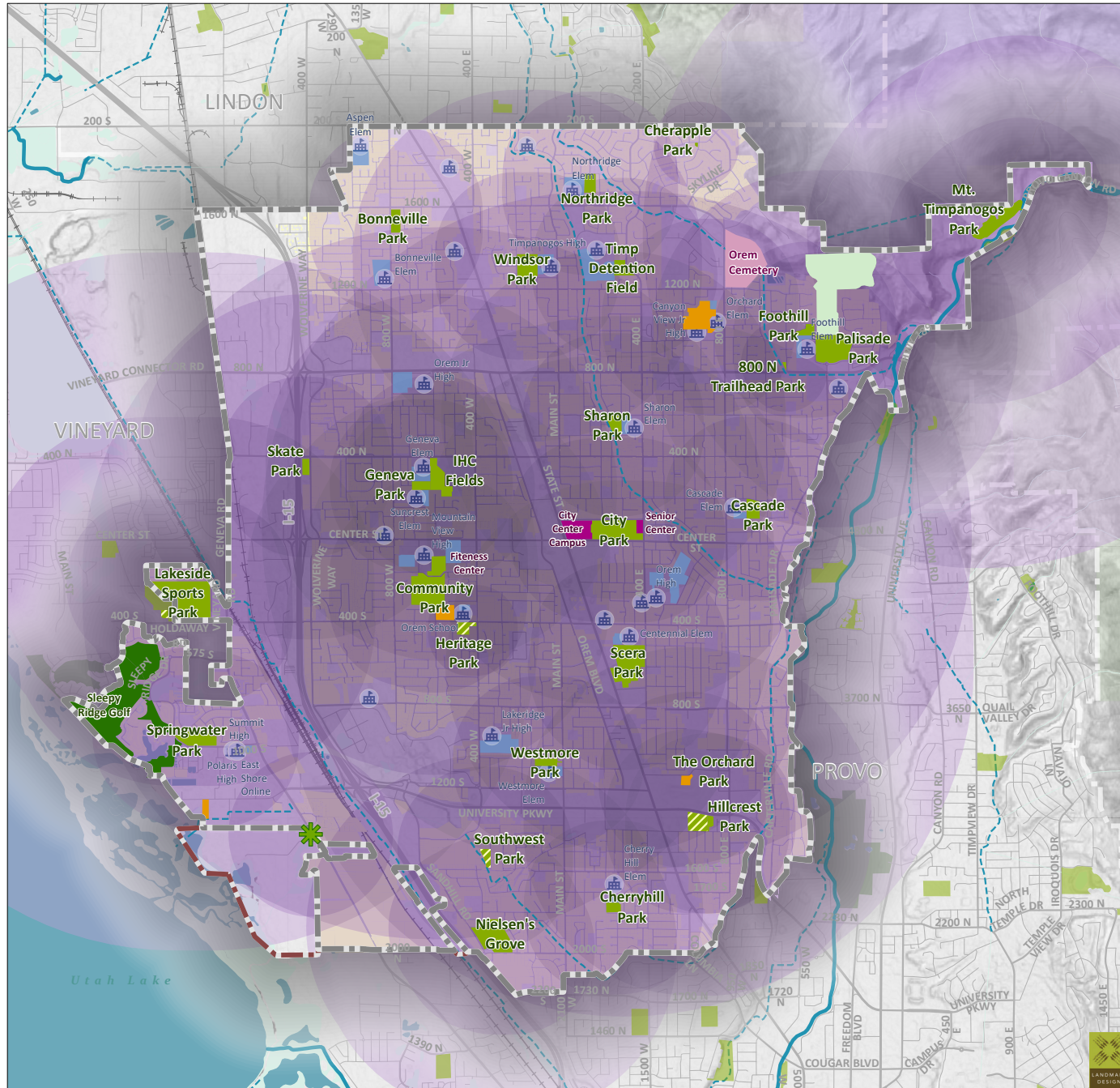
A large portion of the land in Orem is developed. Future growth will occur primarily through redevelopment and densification in the heart of the City near the State Street Corridor. In contrast, anticipated growth in the greenfield southwest annexation area is anticipated to be small.

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,



PARK, RECREATION, TRAILS AND  
OPEN SPACE MASTER PLAN

**Map 4: Service Areas for  
Existing & Planned Parks**



- Mini Park Service Area - 1/4 mi
- Neighborhood Park Service Area - 1/2 mi
- Community Park Service Area - 1 mi
- Regional Park Service Area - 2 mi
- Existing Residential Land Use
- Proposed Neighborhood Park
- Existing Public Park
- Existing Public Park in Partnership
- Planned Public Park
- Existing Special Use Facility
- Existing Cemetery
- Existing Public Golf Course
- Existing Private Park
- Existing Private Golf Course
- School Field
- Park in Other Community
- Utah Dept of Natural Resources Land
- US Forest Service Land
- Schools
- Railroad
- Provo River
- Intermittent Stream
- Canal/Ditch
- Waterbody
- Wetlands
- City Boundary
- Annexation Area
- Other Municipal Boundaries





Mini/Pocket Parks



providing a finer grain of mini parks, community gardens and plaza parks to complement the large active parks that currently prevail.

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.

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

The City will continue to evaluate opportunities to acquire **smaller parcels or make use of detention basins** or other existing City-owned land to help meet park needs in the community where the acquisition of parcels for larger parks is not feasible. Appendix I includes a map of detention basin locations in the City, several of which may be



Trailhead Parks



Plaza Parks



Detention Basin Parks



Community Gardens



Nature Parks, Water-Based Recreation



appropriate for small playgrounds or multipurpose fields to help meet community needs.

The City is working with Community Action Services and Foodbank to convert remnant City-owned parcels into community gardens that would be maintained by the nonprofit and provide opportunities for community members with limited yard space to grow fresh produce.

Another option the City is beginning to explore is the idea of developing **tournament-level facilities** to serve both residents and visitors, with an aim to boost economic development and help pay for amenities that serve the community. These facilities may also help the City expand or improve community events by providing additional space that is well-suited to the unique needs of some events. Salt Lake County, for example, has refocused its efforts on park and recreation development to help drive economic development in the County, constructing destination parks such as Wheadon Park in South Jordan.

Applying the future LOS of 2.8 to meet park needs through the 10-year planning horizon results in a total of 295.5 acres of public park land required ( $105,540 / 1,000 \times 2.8 = 295.5$ ). Subtracting 299.2 acres of existing public park land results an existing surplus of 3.7 acres of park land, meaning **no additional park land needs to be acquired to meet needs through 2030** ( $295.5 - 299.2 = -3.7$ ).

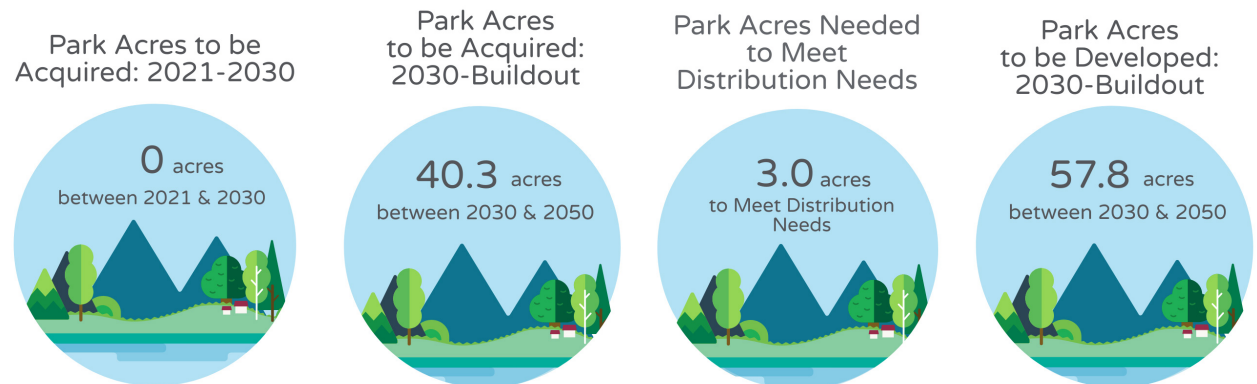
### Meeting Needs Through Build-Out

Park needs at build-out are more significant, with 357 total acres of public park land required by 2050 ( $127,517 / 1,000 \times 2.8 = 357.0$ ) to meet the future LOS of 2.80.

At present, five park sites totaling 17.5 acres are planned for new construction or expansion of existing parks (Lakeside Park expansion 1.3 acres, Southwest Park 4.1 acres, Heritage Park 4.2 acres and Hillcrest Park 7.9 acres). Subtracting 299.2 acres of existing park parks,

3 acres needed for a new Neighborhood Park to fill a future gap in the southwest annexation area results, and 17.5 acres of currently planned parks results in 37.3 acres of new park land required to meet needs between 2030 and build-out ( $357.0 - 299.2 - 3.0 - 17.5 = 37.3$ ). In total, **40.3 acres of park land need to be acquired by build-out to meet LOS and distribution needs**, and including the currently planned parks, **a total of 57.8 acres of park land needs to be developed by 2050 to meet needs.**

The development of a large Regional or Community Park in the vicinity of the southwest annexation area instead of the proposed 3 acre Neighborhood Park would be one of the most efficient ways for the City to make a large dent in the acreage required to meet future LOS needs. As mentioned previously though, it is likely that the City will focus on a **multi-faceted approach** to meeting needs rather than focusing solely on land acquisition and development to maintain the future LOS.



### The Role of School & Church Fields for Meeting Desired LOS

Aside from the Parks in Partnership listed in the inventory on page 11, the acreage related to school fields 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, or 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 other 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. Several standards to be applied system-wide to Orem's parks, regardless of park type, follow:

- Providing **lighted amenities (i.e. sports courts and programmed sports fields)**, which typically includes LED lighting that is focused on the area that needs it, is no brighter than necessary, and minimizes glare, light trespass and skyglow. Existing and new parks should include lighting where feasible and appropriate.
- Incorporating **Low Impact Development, known as LID or green infrastructure**, wherever possible. LID is a system of site design and development that uses or mimics natural processes of infiltration and stormwater management to improve water



infiltration into the soil, reduce flooding and property damage and decrease pollution of soil and water systems. Examples of LID infrastructure include bioswales, permeable pavements, green roofs and increased urban tree canopies.

- Incorporating **trail connectivity** all existing and new parks where feasible is recommended to ensure the community has a variety of choices for accessing parks safely by foot, bike or other method.
- The practice of **co-locating** parks by schools has a long-standing history in Orem, and is partially responsible to the successful distribution of the parks throughout the community. Future parks should be co-located with schools or other public amenities or facilities wherever possible.

In addition to the above recommendations, the following minimum standards are proposed to ensure existing and future parks meet community needs and expectations:

### Regional Parks

**Regional Parks** are typically greater than 20 acres in size and include the following amenities:

- A specialty regional recreation feature such as a sports complex, an aquatics facility, splash pad, recreation center or arboretum
- Lighted Sport court(s) - multi-sport courts are encouraged (basketball, volleyball, pickleball, tennis and similar sports)
- Lighted Sports field(s) (baseball, soccer, football and similar sports)
- Restroom(s)
- Pavilion(s)
- Playground(s)
- Trees
- Picnic tables and benches
- Drinking fountain(s)
- Grassy play area(s)
- Connections to other parks, open spaces, recreation amenities and community destinations by multipurpose trails, bike lanes or routes
- Perimeter walking trail(s) where appropriate

## Community Parks

**Community Parks** are typically between 10 to 20 acres in size and include the following amenities:

- A specialty regional recreation feature such as a sports complex, an aquatics facility, splash pad or arboretum
- Lighted Sport court(s) - multi-sport courts are encouraged (basketball, volleyball, pickleball, tennis and similar sports)
- Lighted Sports field(s) (baseball, soccer, football and similar sports)
- Restroom(s)
- Pavilion(s)
- Playground(s)
- Trees
- Picnic tables and benches
- Drinking fountain(s)
- Grassy play area(s)
- Connections to other parks, open spaces, recreation amenities and community destinations by multipurpose trails, bike lanes or routes
- Perimeter walking trail(s) where appropriate

## Neighborhood Parks

**Neighborhood Parks** are typically 3 to 10 acres in size and include the following amenities:

- Lighted Sport court(s) where appropriate - multi-sport courts are encouraged (basketball, volleyball, pickleball, tennis and similar sports)
- Lighted Sports field(s) where appropriate (baseball, soccer, football and similar sports)
- Restroom(s)
- Pavilion(s)
- Playground(s)
- Trees
- Picnic tables and benches
- Drinking fountain(s)
- Grassy play area(s)

- 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 typically less than 3.0 acres in size and include the following amenities:

- A small playground, sport court or activity area
- A covered shelter, pavilion or shade structure
- Demonstration gardens
- Trees
- Picnic table(s), bench(es) and site furnishings
- Grassy play area(s)

## 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 (i.e. skate features, food trucks, etc.)
- 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

**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 recommended that the City considers options for retrofitting key restrooms to accommodate year-round access and constructing new restrooms in key locations year-round facilities from the outset, or providing other options for meeting winter restroom needs such as portable toilets.





## A Note on Parks Purchased or Improved with the Land & Water Conservation Fund (LWCF)

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 agencies<sup>1</sup>.

These federal funds are 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.

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.

The City should ensure that none of the conditions of the grant restrictions are violated in the future to continue to qualify for funding. 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.



*Cascade Park*

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

## 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 and others. 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.**

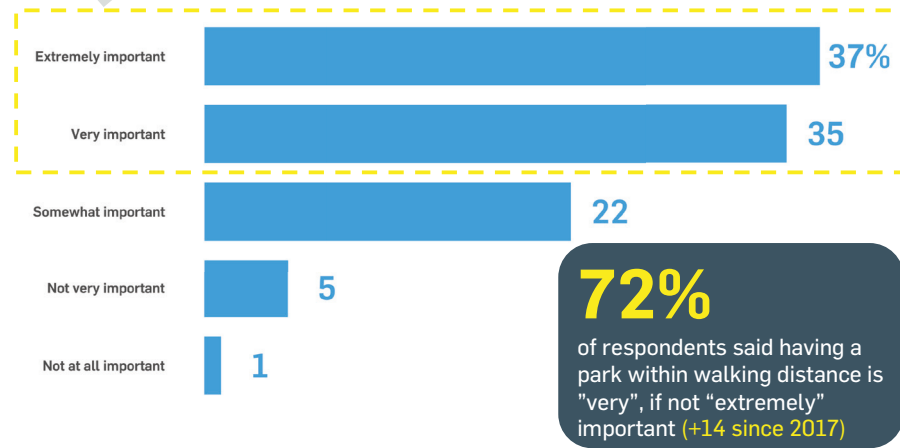
If an opportunity does arise for the City to acquire open space, the City should explore the range of tools available to acquire open space holdings as detailed in Appendix F, page A-33, and listed below:

- Open Space Design Standards/Clustered Development
- Zoning and Development Restrictions: Sensitive Lands Overlay Example
- Fee Simple Title (Outright Purchase)
- Purchase and Sellback or Leaseback
- Conservation Easements
- Land Banking
- Transfer of Development Rights (TDRs)

## WALKING DISTANCE OF PARKS

Most residents still say that having a park within walking distance is at least "very" if not "extremely" important. This proportion has in fact increased by 14 percentage points since 2017.

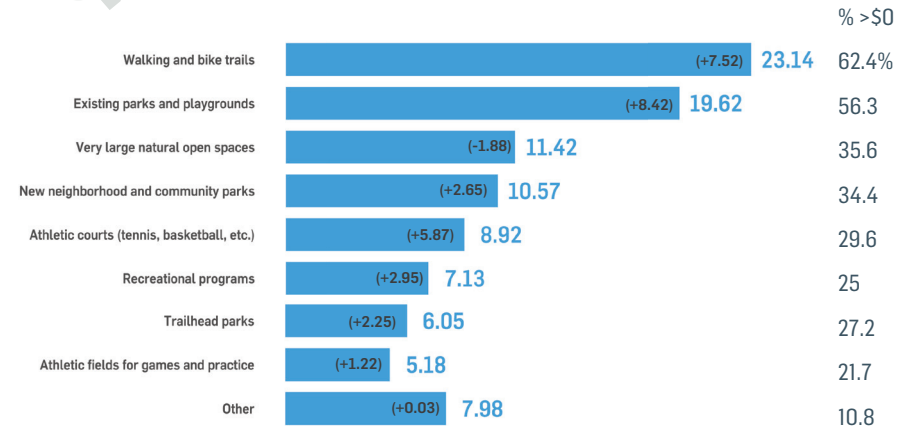
**Q** "Thinking more generally, in your opinion how important is it to have public parks within walking distance of your home (i.e. within half a mile or 10 minutes)?" (n = 2,104)



## TOTAL FUNDING ALLOCATION

Residents' preferences are to upgrade walking and bike trails in addition to funding existing parks and playgrounds. Athletic fields for games and practice are the least-supported amenities.

**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? (n = 1,905)



## Recommendations

As shown in the summary graphics on this page, the results of the 2021 survey indicate that having parks within walking distance from home is extremely or very important to 72 percent of respondents, which is 14 percentage points higher than the 2017 survey. Ensuring equitable distribution throughout the community is a top priority and the City should take steps to help fill those gaps in service.

According to the survey, residents place trails at the top of their priority list. Making improvements to existing parks and acquiring large natural open spaces round out the top three priorities, which are followed by developing new neighborhood and community parks and athletic courts. Adding athletic fields for games and practices fell toward the bottom of the list. This aligns with the City's practice of making upgrades to existing parks, such as adding pickleball courts to Sharon Park, building a splashpad at Palisade Park, and acquiring Hillcrest Park to develop into a Regional Park.

Other key recommendations include institutionalizing the park standards, striving to meet the future level-of-service, continuing to explore other ways to provide opportunities for a diversity of residents through unique park types and designs, and studying the feasibility of providing tournament-level facilities or other special facilities that serve residents while also providing economic benefits to the community.

## Parks & Open Space Goals & Policies

**Goal 1:** **Assure that residents of Orem have equitable access to a diverse system of high quality parks**

**Policy 1.1:** **As the community grows, proactively acquire and develop additional park land to help meet level-of-service and distribution needs.**

**Policy 1.2:** **Strengthen the role of parks and open space as an integrated part of comprehensive community development.**

a. *Implementation Measure:* Acquire park land as soon as possible to minimize costs and secure land while it is still available.

b. *Implementation Measure:* Pursue opportunities to work with developers for the development and dedication of park lands to the City.

c. *Implementation Measure:* Strive for a future parks Level of Service of 2.8 acres per 1,000 population.

d. *Implementation Measure:* Develop a new trailhead park in the northeast corner of the City to provide access to the Bonneville Shoreline Trail and help meet distribution needs.

e. *Implementation Measure:* Develop 17.5 acres of planned parks by 2050 to meet needs (Hillcrest, Lakeside, Southwest and Heritage Parks).

f. *Implementation Measure:* Acquire and develop a minimum of three acres of land for a Neighborhood Park in the southwest annexation area by 2050.

g. *Implementation Measure:* Acquire and develop 37.3 additional park acres to meet LOS needs between 2030 and 2050.

h. *Implementation Measure:* Pursue non-traditional park types, such as mini-parks, detention basin 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.

a. *Implementation Measure:* Explore opportunities to develop specialized facilities, such as tournament-level facilities, that generate revenues to help offset costs and contribute to the economic development of the City.

**Policy 1.2**     **Ensure existing and new parks meet City standards at a minimum**

a. *Implementation Measure:* Adopt the minimum development standards for parks detailed in this plan as a City policy (see page 24).

b. *Implementation Measure:* Upgrade existing parks to meet the minimum requirements for amenities and features where feasible and appropriate.

c. *Implementation Measure:* Design and develop all new parks with amenities and features that meet the established standards.

d. *Implementation Measure:* Encourage and support participation by diverse community members in the planning and design of the City's parks and recreation system.

**Goal 2: Support the high standard of maintenance and quality of Orem's Parks**

**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:* Update City ordinances to encourage 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 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:* Extend the seasonal access to restrooms in parks and at trailheads by winterizing key restrooms and exploring other options such as portable toilets.

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

**Goal 3**     **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 land 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:* Strive to acquire open space that preserves natural drainages, wildlife habitat, viewsheds, sensitive lands, or areas with significant natural features such as unique landforms or steep slopes.

c. *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.

c. *Implementation Measure:* Upgrade existing parks and require new parks to include resource-wise lighting and stormwater management strategies described in the park standards (see page 24).

**Goal 4: Promote water conservation and similar practices to help ensure the Orem parks and recreation system is sustainable and resilient**

**Policy 4.1: 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.

b. *Implementation Measure:* Consider converting less active areas in parks to more waterwise, drought tolerant plantings to reduce water consumption and reduce intensive maintenance practices.

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### 3 RECREATION & COMMUNITY EVENTS

In addition to parks and open space, a variety of recreation facilities, programs and community events are necessary to help meet Orem's recreation and leisure needs and enhance the quality of life in the community.

#### Existing Recreation & Community Facilities

As detailed below, the primary recreation facilities in Orem are the Orem Family Fitness Center and Scera Pool. Other recreational/cultural facilities include the City's Sleepy Ridge Golf Course and the Orem Senior Friendship Center.

#### Orem Family Fitness Center

The Orem Family Fitness Center was built in 1979 and underwent a major renovation in 2020. The center includes a wide range of indoor amenities including a 25-yard x 50-meter swimming pool with a diving



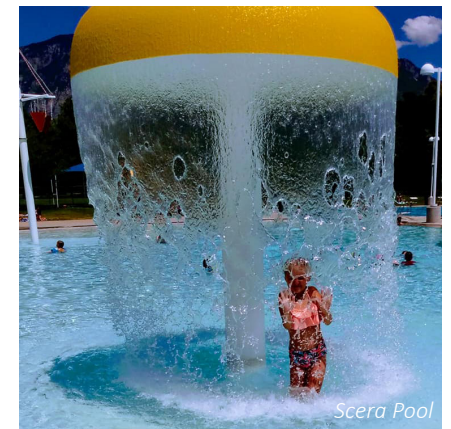
board, a leisure pool, a hot tub, a steam room, locker rooms and multiple family changing rooms, a gymnasium, a track, a gymnastics classroom, four racquetball courts, cardio equipment, a functional fitness area, multipurpose rooms, an indoor playground, a bouldering wall, a teen lounge, a weight room and fitness classrooms. The Fitness Center also features a pro shop that sells an array of fitness clothing and equipment. Childcare is offered Monday through Saturday as capacity allows.

#### Scera Pool

Scera Pool was constructed by the City 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.

#### Sleepy 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,







## Public Recreation Programs, Events & Activities

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

### City of Orem Recreation Programs

#### YOUTH SPORTS

- Adapted T-Ball
- Baseball/T-Ball
- Basketball
- Fishing
- Flag Football
- Girls Softball
- Lacrosse
- Sports Camp
- Tennis
- Track & Field/ Cross-Country
- Volleyball
- Wrestling

#### ADULT SPORTS

- Men's Basketball
- Flag Football
- Softball (Coed, Women's, Mens)
- Tennis
- Volleyball (Coed, Women's, Men's)

#### OTHER PROGRAMS

- Art Classes
- Dance
- Disc Golf
- Evil Scientist Classes
- Fitness Competitions
- Floorball
- Gymnastics
- Hunting Education Classes
- Lego Classes
- Lifeguard/CPR Certification
- Personal Training
- Pickleball
- Racquetball
- Summer Day Camp
- Swim Lessons
- Swim Team
- Tumbling
- Weight Training



The following tables summarize the levels of participation in various programs for 2016 through 2019. The levels for 2020 have been excluded due to the impact of the pandemic, as have programs with fewer than three consecutive years' of data.

As shown in Figure 9 and Figure 10, participation has remained fairly consistent for most youth programs, with slight variations over time, including slight increases or decreases overall. Basketball for 3-8 grades and summer youth pitch/junior youth pitch have seen the largest declines in the last four years, though participation still remains high overall for basketball.



Figure 9. Youth Baseball/Softball Program Participation (2016-2019)

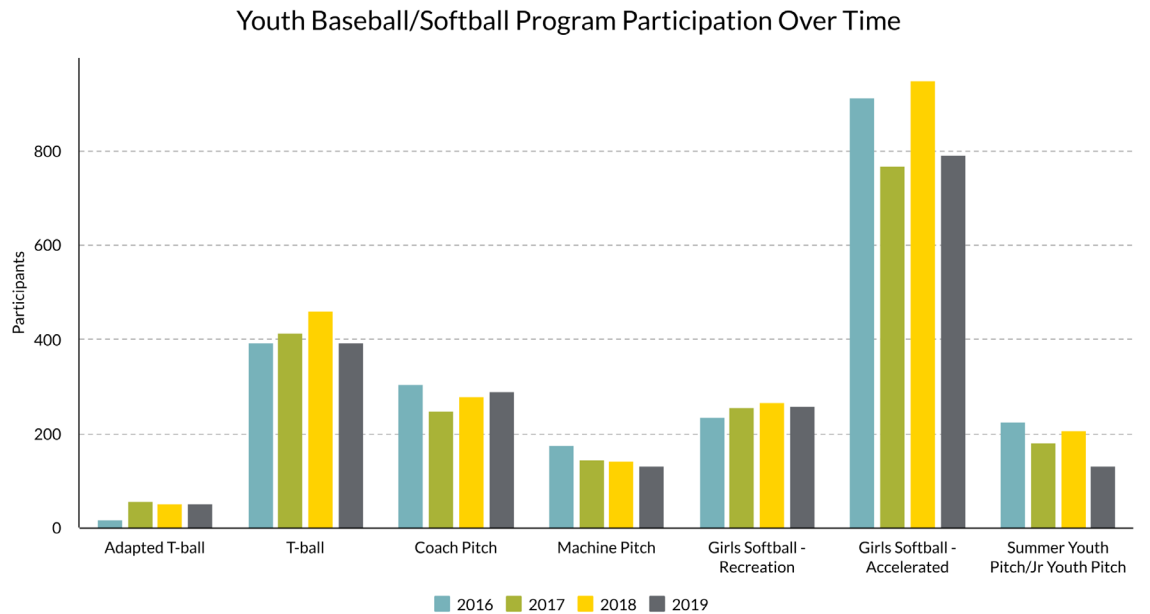


Figure 10. Other Youth Sports Program Participation (2016-2019)

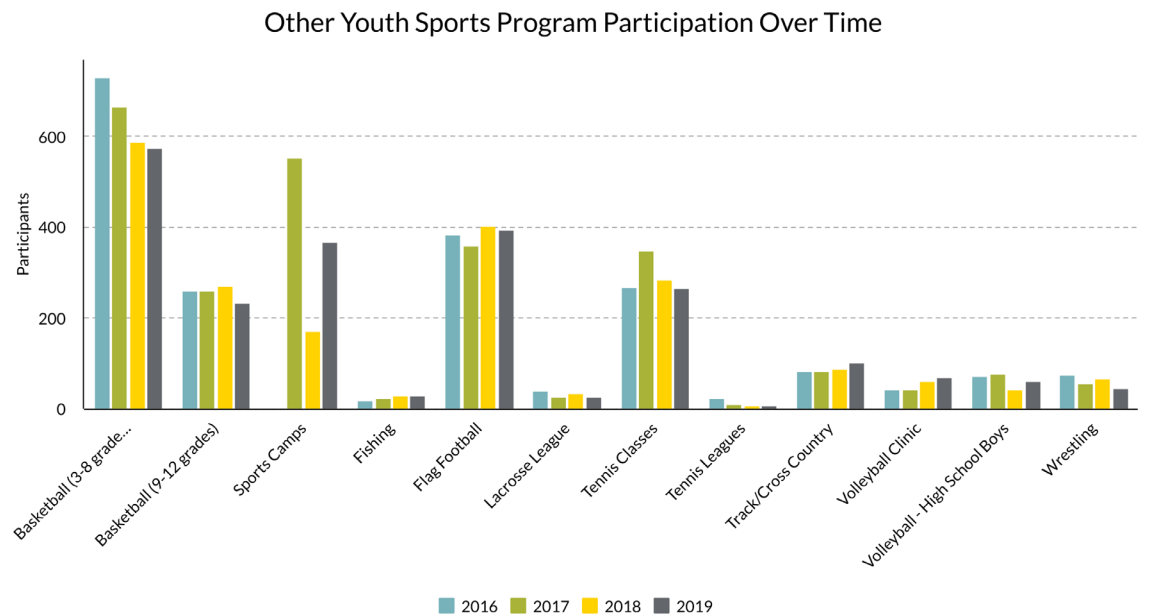


Figure 11. Adult Sports Program Participation (2016-2019)

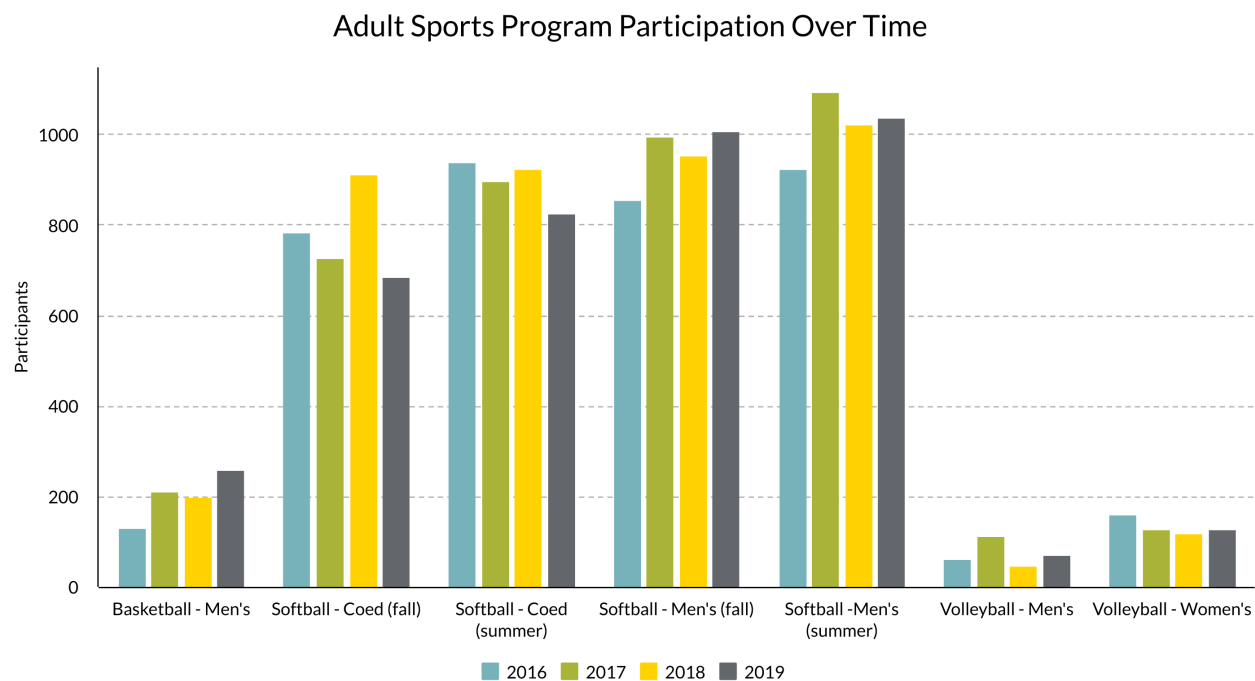


Figure 11 illustrates the participation in the City’s adult sports programs over the same time period. Programs with increases include men’s basketball and men’s softball (fall and summer). Participation in coed softball (summer) and women’s volleyball has slightly decreased, while coed softball (fall) and men’s volleyball have varied over time.

While many residents turned to outdoor recreation during the pandemic, it remains to be seen what the long-term impact and trends will be. The City of Orem does an excellent job of continually monitoring and assessing program participation and making appropriate adjustments.



# Recreation Needs & Priorities

## Facilities

Respondents of the 2017 Parks and Recreation Community Survey (2017 survey) results placed improvements to the Orem Family Fitness Center at the top of list for their priorities. The City completed a major renovation of the facility in 2021, adding the most requested amenities and making major aesthetic and design enhancements.

The 2021 survey followed up on Fitness Center use. The main reasons indicated for not using the renovated fitness center include: (1) admission fees and passes are too expensive, (2) not interested, no time, (3) member at another club or gym that meets fitness needs, and (4) too far away/not conveniently located. The top two responses are reversed from the 2017 survey, which may be due to the recent improvements at the Fitness Center and perceived or actual cost increases.

When asked to prioritize upgraded or expanded recreation opportunities in Orem, respondents ranked trails and outdoor sports court as their top two priorities, as shown below. Additional indoor fields and courts tied with increased park accessibility for third place. An outdoor bike pump track and additional outdoor sports fields rounded out the bottom of the list.

In addition to the 2021 survey conducted concurrently with this Master Plan update, the City conducted a Net Promoter Score (NPS) survey in the summer of 2021 to gather feedback from Orem Family Fitness Center membership holders (see Appendix G, page A-35). The NPS survey asked participants how likely they are to recommend the Orem Family Fitness Center to a friend, on a scale of 1-10, with a follow-up question asking for the primary reason for their ranking.

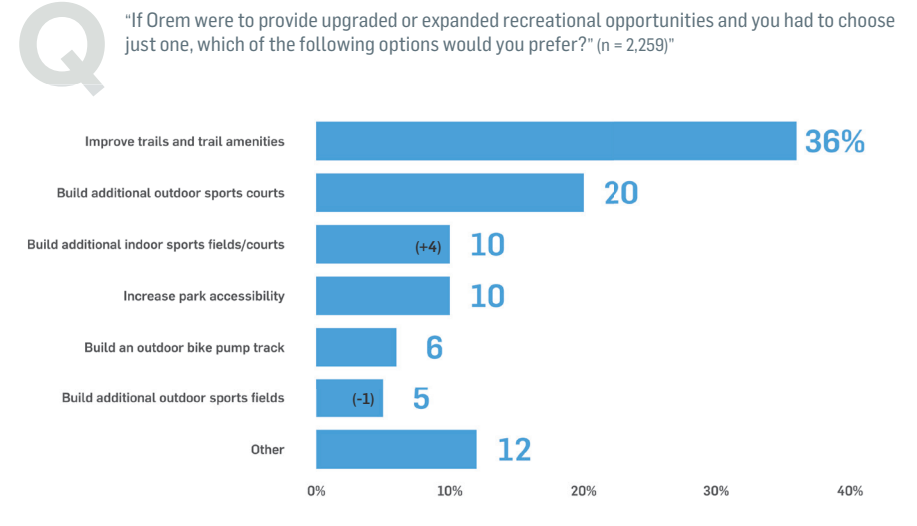
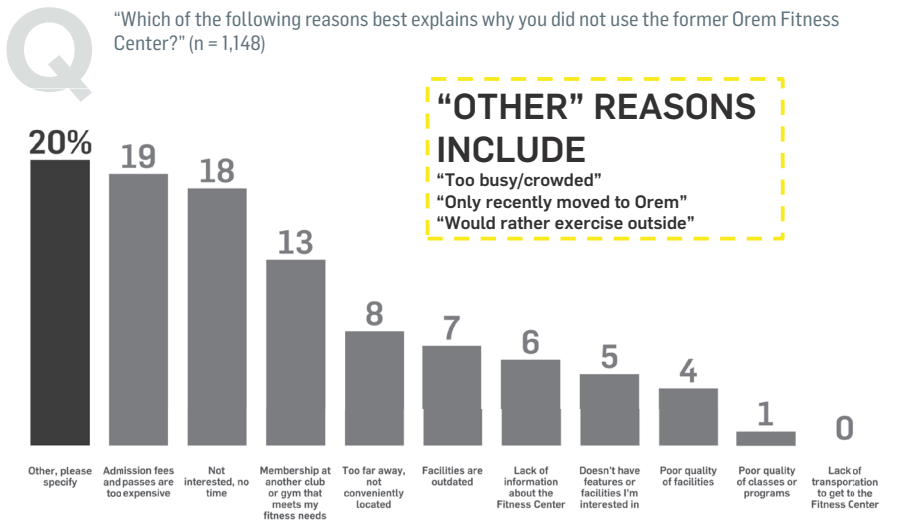
According to those findings, the areas needing improvement include (1) swimming pool hours and closures (closing until noon for classes), (2) gap in services for ages 9-13 year olds, (3) staff being fully and properly

## NON-PARTICIPATION REASONS

Similar patterns of reasons given appear in this survey as with 2017; namely, lack of interest, or admission fees. Aside from these, certain "Other" reasons persist, including the Fitness Center being too busy, that a respondents had only recently moved to Orem, or would rather exercise outside.

## RECREATIONAL IMPROVEMENTS

Respondents could only select one option, and over a third selected improving trails and trail amenities. Building additional outdoor sports courts was also selected by 1 in 5 respondents. Many of the response options were new, but we have shown changes from the 2017 survey results where applicable.



## NEW ACTIVITY PREFERENCE

Top words mentioned by respondents include "park," "trail," "bike," and "court."



Please suggest up to five (5) recreational activities, programs, or facilities not currently offered by the City that you feel are most needed in the Orem community. (n = 2,079)

"More bike lanes or multi-use sidewalks"

"Big, open, quiet natural spaces"

"More pickleball courts"



"More dog parks or dog-friendly sections of parks"

"More indoor sports facilities for winter time"

trained/lack of organization and communication, and (4) lack of water microphones. Staff have taken steps to address items 1 and 2 and will continue to address these and other patron concerns as they arise. The City will conduct NPS surveys on a regular basis in the future to ensure needs are being met.

Positive feedback from the NPS survey included (1) cleanliness of the facility, (2) windows/natural light, and (3) classes/programming.

### Programs

Sixty-six percent of the 2021 survey respondents somewhat or strongly agree that the City generally provides an adequate amount of recreation programs. As discussed previously, participation in recreation programs has been impacted in recent years with the pandemic, making it challenging to analyze participation trends reliably for those years.

With the impact on recreation programming, instead of asking about recreation programs specifically, the 2021 survey focused on the sports

or other recreational activities the residents regularly participate in. The top three activities for youth were bike riding, swimming, walking, which were followed by running, soccer and basketball. For adults, walking and bike riding were the top two activities, followed by swimming, weight lifting and running.

Requests in the 2021 survey for recreational activities, programs or facilities not currently offered by the City that are most needed are summarized in the word cloud above and top requests follow:

- Dog parks
- Pickleball courts
- Splash pads
- Mountain bike trails
- Nature trails
- Gun range
- Programs for children/teens
- Outdoor events/festivals

### Community Events

The City of Orem hosts and supports a wide range of community events and activities throughout the year, as summarized in the callout below. Events are held at a variety of facilities and parks throughout the community.

### City of Orem Events & Activities

- Annual Easter Egg Hunt
- Orem Harvest Festival
- Orem Stories
- School's Out Summer Splash
- Stage City Center Park
- Summer Concert Series
- Summerfest
- Touch-A-Truck
- Turkey Shoot
- Winterman Challenge

## Recommendations

Touching base regularly with program participants and facility users is essential for ensuring the City's recreation system remains on track to meet user needs. Developing programming for children, teens, seniors, people with disabilities and other unique populations is of particular importance to ensure equitable access to programming, with the supporting facilities required.

The desire for additional indoor courts and fields could dovetail with the desire of the City to develop special facilities to attract tournaments and other revenue sources, and should be evaluated.

The City should continue to explore ways to improve the distribution of information on recreation programs and community events, and expand its offerings of festivals and special events as support and resources allow.

The City should continue to make improvements to the Orem Family Fitness Center based on continued feedback from patrons and the community.

## Recreation & Community Events Goals & Policies

### **Goal 4.0**    **Ensure that residents of Orem have access to high quality recreation facilities and programs**

#### **Policy 4.1:**    **Continue to provide recreation facilities that support a variety of programming and community needs**

a. *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.

b. *Implementation Measure:* Conduct a feasibility study to evaluate the opportunities, financial implications and long-term operating needs for developing tournament-level facilities (as a joint effort between the City Manager, Economic Development Department, Parks Division, and Utah Valley Chamber of Commerce).

#### **Policy 4.1:**    **Provide a diverse and inclusive array of recreation programs and community events**

a. *Implementation Measure:* Conduct regular evaluations of program offerings, including user satisfaction surveys, user participation rates, costs and availability with other providers.

b. *Implementation Measure:* Explore options for program scholarships, fee waivers and other tools for improving access for low income residents.

c. *Implementation Measure:* Continue to partner with Alpine School District to meet recreation programming and facility needs.

d. *Implementation Measure:* Continue to consider public/private partnerships to provide recreation programs and facilities.

e. *Implementation Measure:* Expand the City's collection of community events as interest and funding allows.

## 4 ARTS & CULTURE

The Orem's arts and culture are robust and the City offers and supports a range of programs and facilities that offer rich opportunities for residents.

### Existing Arts & Community Facilities

As described below, arts and cultural facilities in Orem include Library Hall, the Scera<sup>1</sup> Center for the Arts, the Scera Shell Outdoor Theater, an outdoor stage in City Center Park and the Orem Heritage Museum.

#### Library Hall

Library Hall is the City's newest performing arts facility. Completed in 2021, the 20,000 square foot addition includes the Ashton Auditorium

<sup>1</sup> 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.



Library Hall Event

that seats up to 500 people for community events such as live performances, film screenings and author visits. The facility also includes the Sorenson Legacy Room, a multipurpose space that seats up to 50 people for meetings, workshops or classes. The doTERRA Lobby has an art gallery and lobby space for interactive programs and informal gatherings.

The facility is available to rent for events and programs.

#### Stage at City Center Park

The Stage at City Center Park provides an open-air opportunity for concerts and other performances, such as the Orem Arts Council Summer Concert Series and an end-of-summer music festival featuring local bands. The Stage is heavily used during the Orem Summerfest, the community's annual summer celebration. Audience members typically bring their own chairs and blankets. The Stage is available for rent for performances, but events are non ticketed and open to the public given the location in a public park.



Scera Center for the Arts

## 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 theaters 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 Shell Outdoor Theater serves as a venue for a wide variety of summertime activities. The land for the shell is leased from the City and the facility is managed by the Scera Center for the Arts.

Programs include:

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



## 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.

## Partner Organizations/ Facilities

The City has also developed relationships with other private entities in the community to broaden the facilities and programs that residents have access to. Partner organizations and facilities include the Hale Center Theater, the Noorda Performing Arts Center at Utah Valley University (UVU), and the UVU Museum of Art/Woodbury Art Museum.

## Hale Center Theater Orem

The Hale Center Theater Orem (HCTO) is a top destination in Utah County for high quality theatrical experiences with a theater-in-the-round. The HCTO attracts professional and semi-professional actors and includes a smaller youth program. The theater is currently located at 225 West 400 North, though a new building is planned for University Place. The current facility is rarely available for rent because of the full schedule and use by the HCTO).



## Noorda Center for the Performing Arts

The Noorda Center for the Performing Arts at UVU opened in 2018 and features a 501-seat proscenium theatre, a 878-seat concert hall, a recital hall and dance theatre, recording studios and rehearsal spaces. There is limited availability for rentals because the use for University programs is so high.

## UVU Museum of Arts/Woodbury Art Museum

UVU used to occupy gallery space at the Woodbury Art Museum at University Place. The museum, now called the UVU Museum of Art, is moving to the Melanie Bastian estate, known as Lakemount Manor at 240 West 1800 South. The manor was donated to UVU by the Bastian family and is now being converted into a fine art gallery that is schedule to open in 2022. The new gallery will provide a significant increase of gallery space in the City and will offer unique opportunities for exhibitions and programs.

## The Orchard at University Place

The Orchard is a large outdoor park on the north side of University Place that hosts concerts, festivals and community events there. The Orchard has an extensive events calendar offering free events to local residents and visitors.

## Existing Arts Programming & Opportunities

The City of Orem has a thriving community and active Arts Council. The council includes local experts and representatives from the Hale Center Theater and SCERA. The council also has access to professionals from UVU who provide advice and sometimes let the council use their venues. Overall the Arts Council has a strong cooperative relationship with the professional arts community.

Funding for Arts in the community has been greatly boosted by the Orem Cultural Arts and Recreation Enrichment (CARE) program. Funding for CARE projects and allocations comes from a voter-approved local sales and use tax.

## SCERA ARTS PROGRAMS

### MUSIC

- Private voice Lessons for kids, teens and adults
- Group Voice
- Vocal Master Class
- Audition Workshops

### DRAMA

- Youth Theatre
- Acting Up
- Theatre for Young Audiences
- Audition Workshops

### VISUAL ART

- Art Classes
- Paint the Night
- Sceramics!

### FILM & FUN

- Lights, camera, acting
- Magic

### DANCE

- Dance for Kids & Teens
- Adult Dance
- Audition Workshops

### OTHER PROGRAMS

- Daytime arts education options for home schoolers
- Art education custom group experiences
- Summer camps in all fields of art
- Arts education for adults 55 and older
- Volunteer Program

## Arts Community

The City has a good number of artists of all types because its proximity to two large universities. Performance art is well represented in the community with a strong theater/drama presence due to the SCERA organization and Hale Center Theater Orem which have long-term roots in Orem.

Music is probably the most robust area of the arts in Orem and tends to be more vocal than instrumental in nature, with a good number of choirs in the community of all skill levels.

The community also has a variety of local dance companies, from student and amateur groups to high-level professional organizations. Most of the professional/semi-professional dancers are connected to



UVU. The dance community performs all around the valley, including at the Noorda and at the Covey Center for the Arts in Provo.

The visual arts is represented by a variety of painters and sculptors. Orem has ties to the famed late artist James Christensen, and many of his descendants, who are also artists and reside in the City.

Other arts represented in the City include the written arts, with several writing groups providing options in the community.

### Art Programs & Events

SCERA offers a wide variety of programs in dance, music, film, drama, art and more. Current programs are summarized in the call-out on the following page. Most arts programming in the community is focused on the youth with limited interest in continuing education classes for adults.

The City's high schools have good art programs and offer access to free events.

The HCT has a youth theater program, called the Hale Academy. Programs available through the Academy include the Adventure Writers, kids' classes and private lessons for voice, acting or guitar. Many young actors in the community have participated in their programs.

## Arts Opportunities, Needs & Priorities

### Events & Programs

The Arts Council is trying to introduce more arts into the traditional library offerings but it has been challenging with the pandemic and with limited resources in general. The Arts Council would also like to start a rooftop concert series but has not yet determined an appropriate venue.

Orem used to partner with the Timpanogos Storytelling Institute to produce the annual Timpanogos Storytelling Festival at Timpanogos Park. The Festival has since moved to Thanksgiving Point in Lehi, and while the City has considered bringing other festivals to the site, transportation and parking are very challenging in the canyon setting. The City frequently entertains options for new festival opportunities at the City Center and Scera Park, but potential impacts to surrounding neighbors are primary considerations at these locations.

The City does not currently have a community band or orchestra. Other opportunities include additional visual arts, film programs and events.

### Public Art

The City of Orem has a designated Arts District, composed of three different zones, which was part of the vision that emerged in the *Reinvent State Street Master Plan*. The boundaries of the District are between Orem Boulevard and 400 East and 400 South to 930 South. The three Arts District zones "are intended to provide a focal point for arts in the City and thereby promote the cultural heritage and artistic development of the City. The Arts District zones are also intended to be centered around cultural, educational and entertainment activities in

Orem, with more emphasis on residential and mixed-use developments with great access to amenities."

The Arts District zones have a requirement for public art for projects within the District and utilize a "credit-based" system with the scope of the required art contribution being based on the total gross leasable floor area for commercial uses and the total number of residential units for residential projects.

The Arts Council indicates that they would like to pursue additional public art initiatives, including murals, art gardens, wrapped utility boxes, re-decorable/interactive sculptures and other public art installations. At present, the community has a single public statue of the prominent figure Jorgen Nielsen in its Nielsen's Grove Park.

The City and Arts Council are in the process of designing and constructing a new toddler playground and other park elements at Scera Park in honor of James Christensen, noted Utah artist. The playground and other features are loosely based on his art and focus on educational and interpretive elements.

The Arts Council is kicking off a new program to wrap utility boxes in the Arts District with artwork by local artists. They are starting with twenty-five sites with the help of CARE funds. In Scera Park the program is adding vinyl arts wraps to utility boxes and the doors of the restrooms and maintenance buildings. The Council hopes to spur businesses to join the program and is also trying to secure grants to get seniors involved.

The City's transit stops are another potential location for public art. There is some etched glass at the UVX Bus Rapid Transit system stops, but at this point, the Utah Transit Authority (UTA) has not been open to art at their stations in Utah County.



Utility Box Wraps, Renton WA



Waiting for the Interurban - an example of public art created by Richard Beyer for a transit stop in the Fremont Neighborhood of Seattle

## Challenges

### The Pandemic and Public Health Considerations

The Covid-19 pandemic has presented challenges for hosting arts events. Before 2020, the City was hosting more than 1,000 programs each year at the Orem Public Library with a total audience of more than 60,000 people. The Hale Center Theater Orem and SCERA continued to operate during the pandemic, with health protocols in place.

### Funding

Securing funding for the arts is challenging. While there is clear need and ideas have been developed for additional programs, the receipt of grants has been challenging in large part because the City already offers so many opportunities compared to other communities. Since current funding emphasizes equity and social inclusion, the City needs to focus its efforts in those areas in order to continue receiving future funding support. In particular, the City needs to highlight diversity in the community to be eligible for current funding sources. Unique ideas can also secure grant funding, and is currently being explored as an approach for the planned Heritage Park.

### Affordability

The appetite for free events in Orem is large, which is in part a function of the many large families in the city. It can be financially challenging for parents to buy tickets for the whole family. City events and some other events at Library Hall are free and help introduce residents to the arts.

### Volunteer Capacity

The Arts Council is essentially a volunteer advisory board to the City Council with limited funding and limited capacity to pursue funding and projects.

### Community Preferences

Feedback to the Arts Council has generally been supportive of concerts, festivals and family events where people can be part of an audience rather than more participatory programs like artists-in-residence.

### Advertising/Marketing

Getting the word out about arts programs and events has always been a big challenge for the Arts Council. The City used to have a newsletter, but now just sends an electronic version out via email. Utility bills have not been successful either.

The Arts Council has its own social media accounts but these have much smaller followings than the City and Library accounts. Therefore, the City and Library accounts are usually used for advertising arts events and programs. The Council would also like to figure out a way to let people know that “Now Playing Utah” is the best central location for information all arts and cultural events in the state, including local events in Orem.

The City is exploring the possibility of electronic message boards, and numerous community groups are interested in the possibility. One of the key challenges is determining the appropriate locations for the signs. The State Street and Center Street corridors would be the best locations. The Orem Senior Friendship Center is looking to add an electronic message board soon with grant money.

Provo utilizes banners to help advertise its events and programs. Orem is not allowed to use large banners on state roads like State Street, but does advertise with small banners on the light poles on State Street. Another idea is to focus banner advertising in the Arts District.

The Arts Council has expressed a need for a more unified social media approach and marketing strategy.

## Recommendations

The Arts Council also could benefit from a comprehensive social media and marketing plan, and the financial support to help implement its recommendations. The City should explore the feasibility of adding staff to manage arts and culture in the community and work with the Arts Council.

The City should continue to support the Arts Council as needed to expand events and programs, and implement the public art requirements in the vision of the Arts District.

Additional recommendations include exploring public art and arts events and programming as potential tools for creative placemaking and community development. Ideas and examples<sup>2</sup> which could be adapted for Orem include:

- Commission a piece of environmental art on a waterfront
- Help build a "friends of" group that helps to produce regular concerts and art activities in parks and public spaces
- Work with a local performing arts organization that focuses on music and dance to have regular dance classes and annual music festivals in parks
- Bring an artist onto a design team to offer creative ways to ask questions about what the community wants
- Work with a local radio station to capture oral histories of residents who live around a community park so that its renovation is designed to reflect the stories of that place
- On a neighborhood park stage, produce a piece of theater that visualizes some of the lived experiences of people in that community
- Hire an artist to design historical murals that tell the story of the community
- Embed visual arts into green infrastructure that can explain how passive systems can help prevent stormwater runoff
- Utilize alleyways as cultural spaces by including community created murals and pavement art
- Implement a program for temporary/pop-up art installations in the community
- Create a public art master plan that addresses temporary/pop-up and permanent art installations
- Host rotating artist residences in the community to bring diverse cultural producers to the City

<sup>2</sup> Adapted from *The Field Guide for Parks and Creative Placemaking*, Trust for Public Land and City Parks Alliance, <https://www.tpl.org/field-guide-creative-placemaking-and-parks>

- Host cultural activities that allow emerging artists to have the chance to devise their own performance, activity or other cultural expression in parks and other public spaces

## Arts & Culture Goals & Policies

### **Goal 1.0 Cultivate the continued development of the arts in Orem to expand and enhance existing programming, facilities and opportunities for community participation**

#### **Policy 1.1: Support and encourage collaboration through partnerships to maintain and enhance the City's arts and cultural facilities and programming**

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

b. *Implementation Measure:* Partner with the Arts Council and community organizations to host a greater number and variety of cultural events and community celebrations.

c. *Implementation Measure:* Partner with the Alpine School District and community organizations to offer drop-in activities for youth, including visual arts, music and dance or other educational/environmental opportunities

d. *Implementation Measure:* Develop a marketing plan/strategy to collaborate marketing and communication efforts for arts and culture.

e. *Implementation Measure:* Consider the development of a public art master plan to develop a comprehensive approach to public art in the City.

**Policy 1.2**

**Strengthen the role of public spaces as an integrated part of comprehensive community development and community celebration.**

a. *Implementation Measure:* Foster innovation, design excellence and beauty in community parks and public spaces by integrating art into the design of public spaces and by including artists as part of design teams.

b. *Implementation Measure:* Convey the community's identity and highlight diversity by incorporating art, history and culture into the City through public art, urban design and events.



*The Pool - a traveling exhibit of a giant field of concentric circles that swirl with light when activated by touch, inspired by Australian tidal pools, by artist Jen Lewin*

# 5 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 *City of Orem 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 3.

*Table 3. Status of the Top 10 Trails Project from the Orem Bicycle and Pedestrian Master Plan 2010*

Trail Project (2010 Bike Ped Plan)	Status
Murdock Canal Trail	Complete
800 North Connector Trail (Murdock Trail to Canyon Trail)	Complete
Geneva Road Trail	Complete from 1200 South to 150 North – 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
Bike Lane: Palisade Drive (800 North to 400 South)	Complete from 400 South to Center Street
Bike Lane: 1200 North (1200 West to 1110 East)	Complete
Bike Lane: 400 West (800 North to 1200 South)	Complete from 400 North to 1200 South
Bike Lane: 800 West (2000 North to 400 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 4, the City has more than 50 miles of existing trails. These encompass regional trails, multi-use paths, and bicycle lanes and routes.

*Table 4. Existing Trails in Orem*

Existing Trails	Miles
Regional Trails	11.4
Multi-Use Paths	15.0
Bicycle Routes	0.5
Bicycle Lanes	24.6
<b>Total Existing Trails</b>	<b>51.5</b>

## Regional Trails

There are 11.4 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

## 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.

As illustrated in Map 5, four key regional trail segments are located within the City of Orem boundaries, with an additional regional trail located nearby along the shores of Utah Lake (Lake Shore Trail).

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.

## Multi-Use Pathways

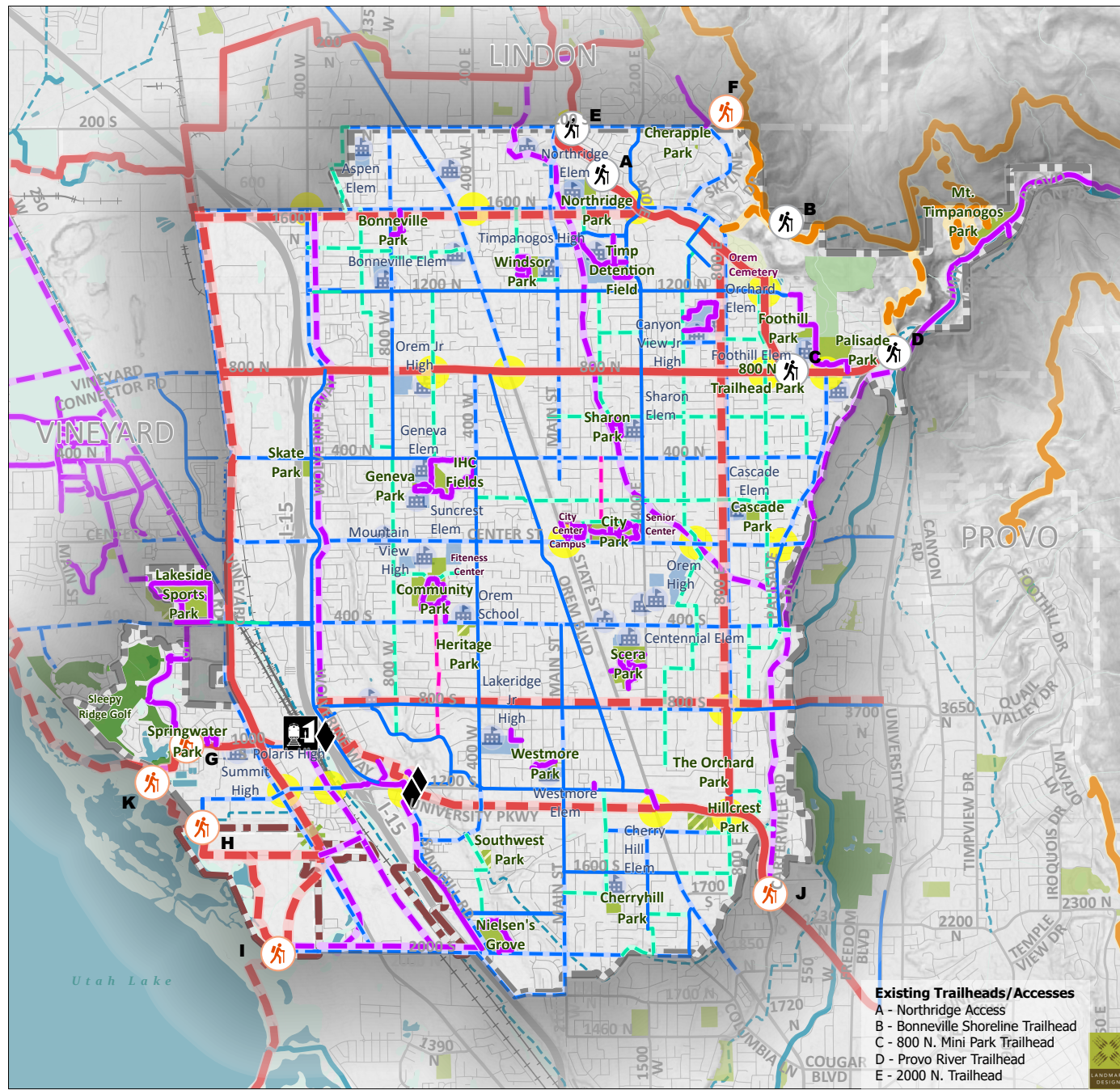
The City has 15.0 miles of multi-use paths. The primary purpose of these trails is to support recreational trail use and to provide a finer grain of connectivity. They also:





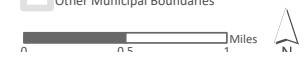
# PARK, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN

## Map 5: Existing Trails & Bike Lanes



- Hot Spots
- Existing Trailhead/Access
- Proposed Trailhead/Access
- Existing Underpass/Overpass
- FrontRunner Station
- Proposed Regional Trail
- Proposed Multi-Use Path
- Proposed Bonneville Shoreline
- Proposed Bike Lane
- Proposed Bike Route
- Proposed Bike Boulevard
- Existing Regional Trail
- Existing Multi-Use Trail
- Existing Bonneville Shoreline
- Existing Bike Lane
- Existing Bike Route
- Proposed Neighborhood Park
- Existing Public Park
- Existing Public Park in Partnership
- Planned Public Park
- Existing Special Use Facility
- Existing Public Golf Course
- Existing Cemetery
- Existing Private Park
- Existing Private Golf Course
- Schools
- School Field
- Provo River
- Intermittent Stream
- Canal/Ditch
- Waterbody
- Wetlands
- Railroad
- City Boundary
- Annexation Area
- Other Municipal Boundaries

**Existing Trailheads/Accesses**  
 A - Northridge Access  
 B - Bonneville Shoreline Trailhead  
 C - 800 N. Mini Park Trailhead  
 D - Provo River Trailhead  
 E - 2000 N. Trailhead

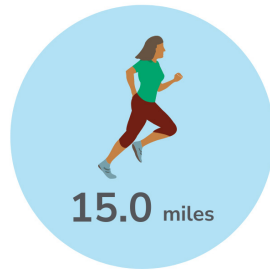


- Support hiking, mountain biking and equestrian use where appropriate
- Prohibit motorized use
- Include minimal enhancements to protect surrounding natural resources
- Are permanently protected
- Are typically paved with some unpaved segments appropriate for natural open space locations
- Are community 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

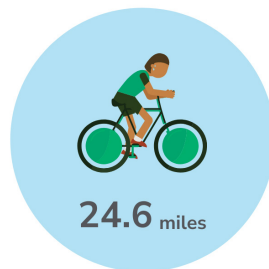
#### Existing Regional Trails



#### Existing Multi-Use Paths



#### Existing Bike Lanes



### 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, unless lane is adjacent to the curb and gutter, then the bike lane shall be a minimum of 5' wider from the face of the curb. Bike lanes are 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 *City of Orem 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.

The *City of Orem Bicycle and Pedestrian Plan 2010*, public input efforts and the 2021 survey all indicate 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 5).

Orem and the Utah Department of Transportation (UDOT) have also constructed a new pedestrian/bicycle overpass between Utah Valley University and the west side of the freeway, also indicated on Map 5. This connection provides safe access to the Intermodal Hub.

## Resident Support for Trails

Results of the 2021 survey, the *Orem CARE Study 2014* and public input indicate a high level of support for improving and expanding trail facilities throughout the City, with trails and trail amenities indicated as the top priority in the survey as shown in the graphics to the right.

As indicated in the 2021 survey results (see Appendix A, page A-1), only 42 percent of respondents in the agreed or somewhat agreed that the City provides an adequate number of trails, which is slightly down from the 43 percent indicated in the 2017 survey. When asked to allocate a theoretical \$100 for additional parks, recreation programs, facilities, or trails in the City, walking and biking trails received the largest allocation.

Trail use increased from the 2017 survey, part of which is likely an impact of the pandemic. Forty-seven percent of respondents use trails a few times a month or more, 17 percent use trails one a month and 29 percent use trails a few times a year. A majority of respondents used trails for walking and jogging (63 percent) while 30 percent use them for recreational biking.

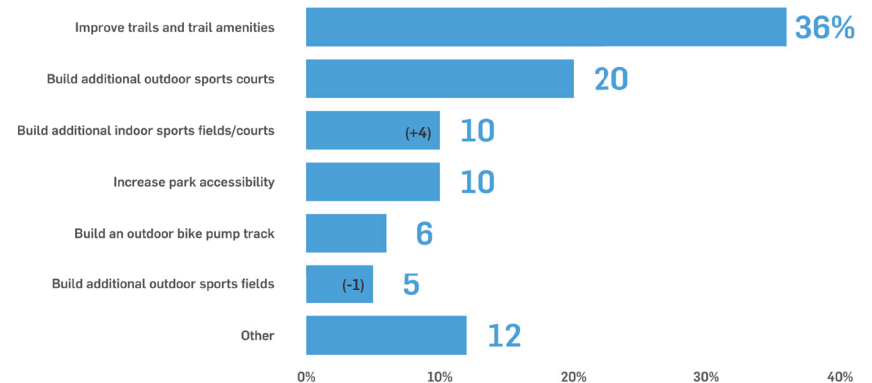
Top reasons given in the survey for not using trails include lack of information about trails and a preference to use trails outside the City.

## RECREATIONAL IMPROVEMENTS

Respondents could only select one option, and over a third selected improving trails and trail amenities. Building additional outdoor sports courts was also selected by 1 in 5 respondents. Many of the response options were new, but we have shown changes from the 2017 survey results where applicable.



"If Orem were to provide upgraded or expanded recreational opportunities and you had to choose just one, which of the following options would you prefer?" (n = 2,259)

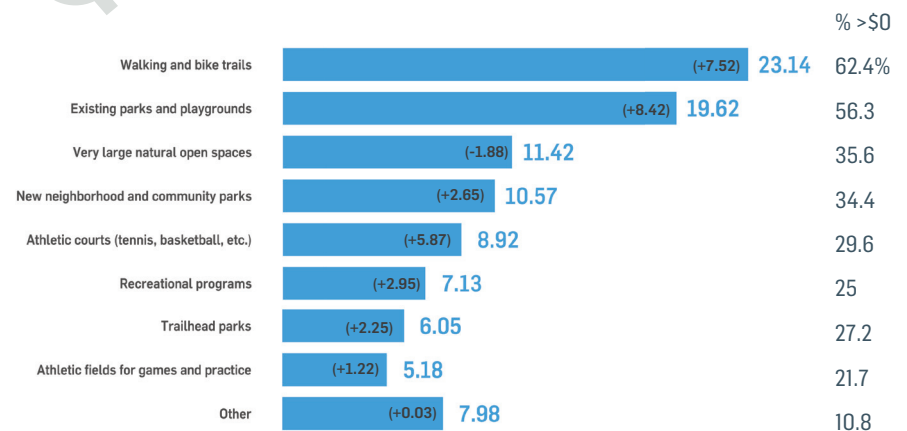


## TOTAL FUNDING ALLOCATION

Residents' preferences are to upgrade walking and bike trails in addition to funding existing parks and playgrounds. Athletic fields for games and practice are the least-supported amenities.



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? (n = 1,905)





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.

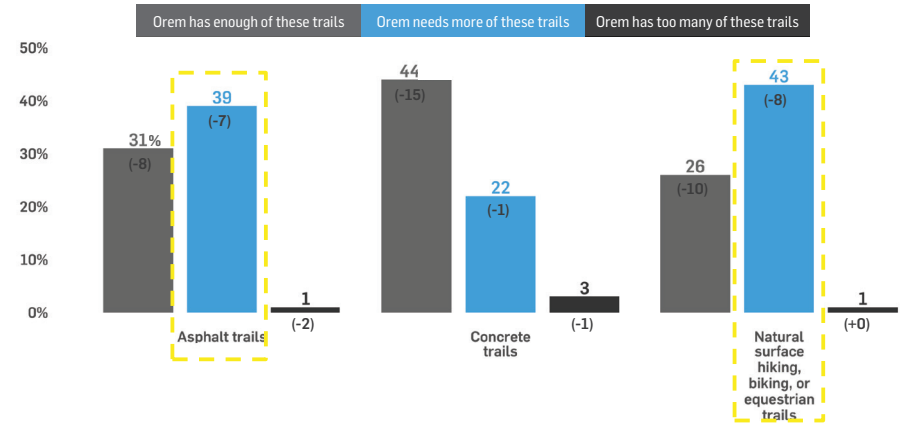
The Mountainland Association of Governments (MAG) 2017 use surveys for the Murdock Canal Trail included specific results for the Orem section. The MAG survey indicated that 86 percent of surveyed trail users live within one mile of the trail, and that the primary use of the trail was for exercise/recreation (77 percent) and only 19 percent use the trail for commuting. These results, detailed in Appendix D (page A-29), support the implementation of a well-distributed system of regional trails and multi-use paths that serve recreational users.

The most popular trails in the City by far are the Provo Canyon Trail and the Murdock Canal Trail, according to the 2021 survey. The most desired trail extensions requested by respondents are the North Union Canal Trail system and the Bonneville Shoreline Trail system, as shown to the right.

## TRAIL TYPE PREFERENCE

Residents generally prefer more natural surface and asphalt trails. 44% of residents say Orem has enough concrete trails.

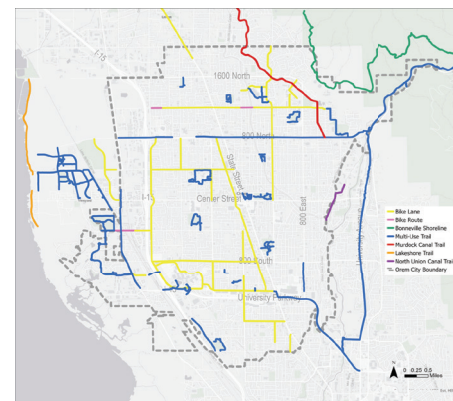
**Q** Please indicate whether you would like Orem to increase the number of each of the following types of trails in the city, or if you think the current number of each type of trails is sufficient. (n = 1,753/1,817)



## NEW TRAIL PREFERENCE

Almost an equal proportion of respondents want new trails for recreation to be added along the North Union Canal and Bonneville Shoreline trail systems. 19% had other ideas of where to put new trails.

**Q** If Orem were to increase the number of trails for recreation in the city, where would you most like to see new trails added? (n = 1,646)



**42%**  
Extend the North Union Canal trail system

**39%**  
Extend the Bonneville Shoreline trail system

**19%**  
Other, including requests for bike paths, trails connecting existing trails to neighborhoods, and the expansion of the Lakeshore and Murdock Canal trails

## Recommendations

The 2021 survey 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.**

As shown below, the survey also indicated 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 progress toward the realization of a complete trail system. As illustrated on Map 5, more than 27 miles of trails have been implemented since the completion of the *City of Orem Bicycle and Pedestrian Plan 2010*. These results demonstrate that the City, along with partnering agencies, has made significant strides in implementing the vision and facilities proposed in the plan.

Due to the comprehensive nature of the *City of Orem 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 4 on page 50, there are 24.6 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 43.6 miles of bicycle lanes, 13 miles of bicycle routes, 1.4 miles of bicycle boulevards, 16.8 miles of regional

Proposed Bike Lanes

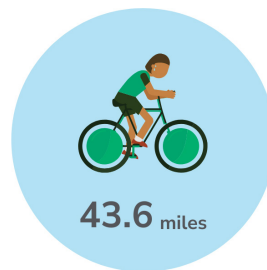


Table 5. Existing & Proposed Trails in Orem

Proposed Trails	Miles
Regional Trails	16.8
Multi-Use Paths	14.7
Bicycle Routes	23.0
Bicycle Lanes	43.6
Bicycle Boulevards	1.4
<b>Total Proposed Trails</b>	<b>99.5</b>
<b>Total Existing Trails</b>	<b>51.5</b>
<b>Grand Total Trail System Build-out</b>	<b>151.0</b>

trails and 14.7 miles of multi-use pathways, as shown on Map 6 on page 56 and Table 5.

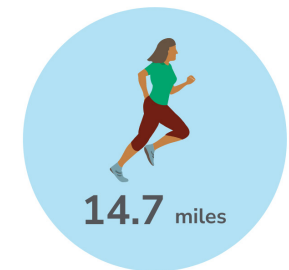
One of the key additional ideas proposed in this master plan is to **implement a clear and unified Rim-to-Rim trail system** which would provide unfettered trail access from Provo Canyon to the Utah Lake trail system via a regional trail network.

As shown on Map 6, the proposed loop system would extend from the mouth of Provo Canyon and offers multiple route options. The preferred primary alignment travels along 800 North and connects to the Vineyard network at the north end of the City. A second alignment at the north end of the City runs along 1600 North and connects to the Lindon network on Geneva Road. One option for an alignment in the south end of the City travels from the mouth of Provo Canyon along 800 East Provo River Trail, turning west at University Parkway and connecting to the Lakeshore Trail via the existing pedestrian overpass

Proposed Regional Trails



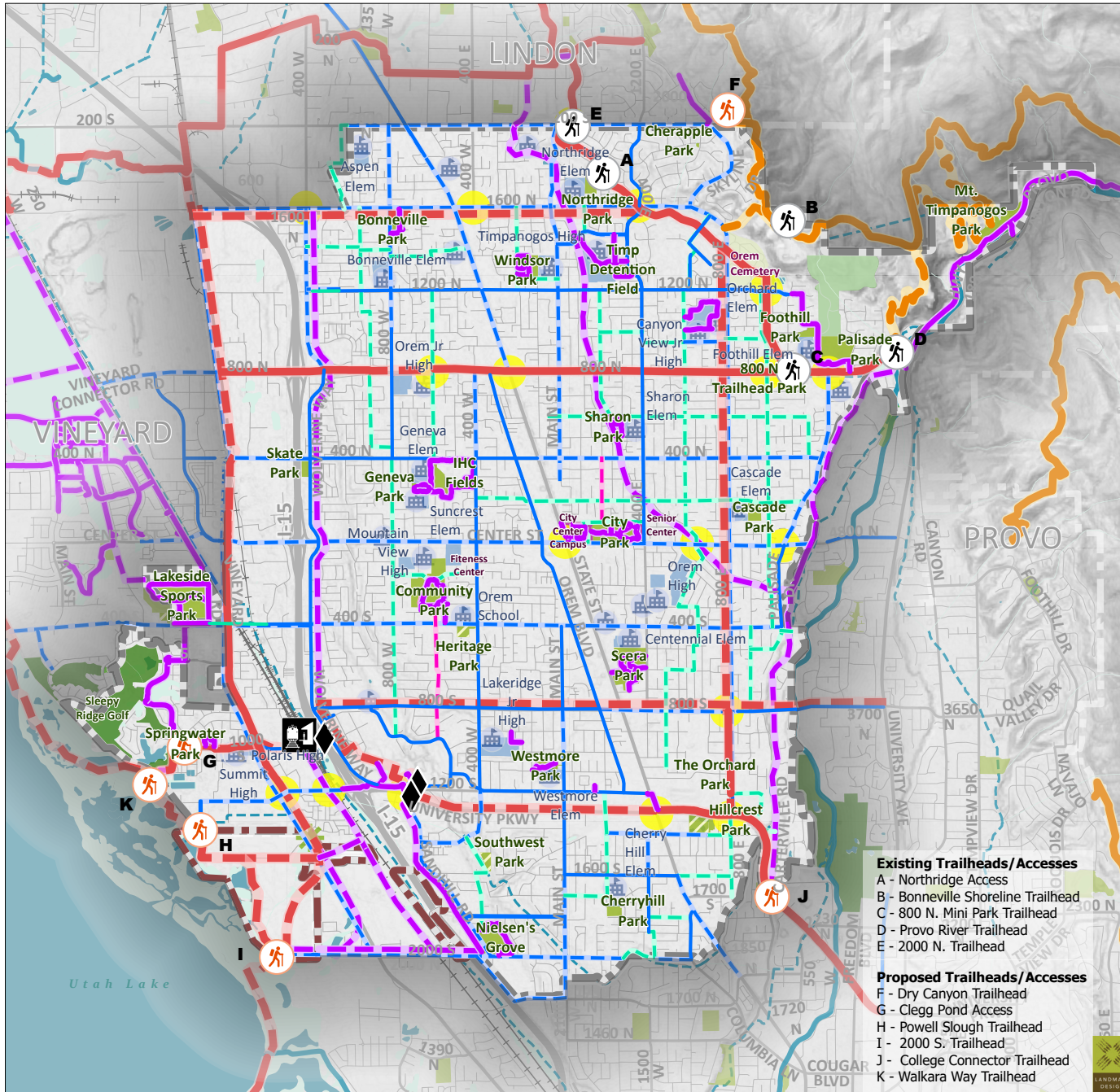
Proposed Multi-Use Paths





PARK, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN

Map 6: Proposed Trails & Bike Lanes



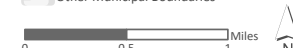
- Proposed Trailhead/Access
- Existing Trailhead/Access
- Existing Underpass/Overpass
- FrontRunner Station
- Hot Spots
- Proposed Regional Trail
- Proposed Multi-Use Path
- Proposed Bonneville Shoreline
- Proposed Bike Lane
- Proposed Bike Route
- Proposed Bike Boulevard
- Existing Regional Trail
- Existing Multi-Use Trail
- Existing Bonneville Shoreline
- Existing Bike Lane
- Existing Bike Route
- Proposed Neighborhood Park
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- Other Municipal Boundaries

**Existing Trailheads/Accesses**

- A - Northridge Access
- B - Bonneville Shoreline Trailhead
- C - 800 N. Mini Park Trailhead
- D - Provo River Trailhead
- E - 2000 N. Trailhead

**Proposed Trailheads/Accesses**

- F - Dry Canyon Trailhead
- G - Clegg Pond Access
- H - Powell Slough Trailhead
- I - 2000 S. Trailhead
- J - College Connector Trailhead
- K - Walkara Way Trailhead



at 1000 South. A second option in the south end of the City would continue along 800 East to University Parkway and connect to the pedestrian overpass at 1000 South. In some segments, the Rim-to-Rim trail system 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 Rim-to-Rim 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 6. The first route would begin just west of the existing 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 6), 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.

## Transit Integration

The plan supports the **integration of bicycling and walking with transit**, in accordance with the 2010 Plan. The new overpass connecting UVU to the FrontRunner station west of I-15 and recently added bicycle and pedestrian facilities are for the Bus Rapid Transit (BRT) corridor on University Parkway exemplify Orem and UTA's commitment to this integration. 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 2021 survey that there is still a 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 2021 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.



Murdock Canal Trail

## Trailheads & Trail Access

The trail system is accessed through a series of two formal trailheads and three trail access points as shown on Map 6. 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) 800 North Mini Park Trailhead** – a trailhead at the intersection of 800 North and 1100 East. The park features a picnic table under a small shelter, drinking fountain, several

benches, bike rack, bike repair station and waterwise plantings. Parking is limited to a small area of on-street parking on 1100 East.

- **(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 **six new trailheads/trail access points**, as illustrated on Map 6, 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) Clegg Pond 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.
- **(K) Walkara Way Trailhead** – a small trailhead near 1890 West and Business Park Drive that would provide access to the planned Walkara Way Trail and Lakeshore Trail System

### Trail “Hot Spots”

Intersections that pose challenges to bicyclists or pedestrians have been designated as ‘Hot Spots’ (see Map 6). These were determined by the list of intersection improvements recommended in the 2010 Plan and according to 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 Beacon Crossing Signal
- Murdock Trail at 1600 North – Scramble Crosswalk
- Murdock Trail at 800 North – HAWK Beacon Crossing 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 6 – Implementation.



High-Intensity Activated Crosswalk (HAWK) Beacon Crossing Signal



Pedestrian Scramble Intersections



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 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.

## Trails Goals & Policies

### **Goal 1: Develop a Complete Streets Approach to Development**

#### **Policy 1.1: 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.
- 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 2: Implement the recommended trail facilities**

#### **Policy 2.1: 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:* Seek designation as a “Bicycle Friendly Community” as described in the 2010 Bicycle and Pedestrian Master Plan.

### **Goal 3: Develop a monitoring and evaluation system for the City’s trails**

#### **Policy 3.1: 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 4: Increase the City’s environmental sustainability by providing transportation alternatives**

**Policy 4.1: Reduce the vehicle miles traveled by single occupancy vehicles in the City of Orem.**

a. *Implementation Measure:* Explore ways to increase the mode split for non-motorized transportation as discussed in the 2010 Bicycle and Pedestrian Master Plan.

b. *Implementation Measure:* Aim to reduce greenhouse gases from transportation sources as discussed in the Transportation 2010 Bicycle and Pedestrian Master Plan.

**Goal 5: Improve the relationship between transit and bicycle and pedestrian facilities**

**Policy 5.1: 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 6: Maintain trails as safe, attractive and comfortable amenities for the community**

**Policy 6.1 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 the 2010 Bicycle and Pedestrian Master Plan.

- b. *Implementation Measure:* Develop an on-going City-wide maintenance strategy for non-motorized transportation facilities.
- c. *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.
- d. *Implementation Measure:* Establish weed management program to target spread of ‘Puncture Vine’ to reduce incidents of bicycle flat tires.
- e. *Implementation Measure:* Address pedestrian and bicyclist safety during construction and maintenance activities.
- f. *Implementation Measure:* Identify safe, convenient and accessible routes for bicyclists and pedestrians through construction zones.
- g. *Implementation Measure:* Establish routine maintenance program that encourages citizens to report maintenance issues that impact bicyclist and pedestrian safety.
- 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 7: Provide education on bicycle and pedestrian facilities, issues and activities and partner with the community to raise awareness**

**Policy 7.1 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 8: Increase enforcement around trail facilities for all users of all modes of transportation**

**Policy 8.1: 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 9: Provide for the health and safety of all trail users**

**Policy 9.1: 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 and reduce the number of bicycle injuries through the development of safe facilities, the implementation of education programs and increasing enforcement.

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

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

**Goal 10.0: Assure that the Orem trails system meets public needs and expectations**

**Policy 10.1: 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 build-out, including lighting and other improvements suggested in this master plan.

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

d. *Implementation Measure:* Install all proposed local trail segments by build-out, 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 10.2: 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.

## 6 IMPLEMENTATION

As described in Chapters 2 through 5, 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

The following is a list of key park improvements to be applied in the short term:

- To help meet needs in the northeast corner of the City, 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 5, or potentially as a new nearby trailhead within Orem city boundaries.
- The redevelopment and expansion of Hillcrest Park (1.6 acres existing, 7.9 acres new) is already underway to help meet needs in the southeast corner of the City.

#### B Meeting Park Needs by 2030

No additional park land needs to be acquired or developed to meet needs by 2030.

#### C Meeting Park Needs by Build-out

The following is a list of key park improvements to be applied to help meet needs in the long-term:

- To meet needs between 2030 and build-out in 2050, 57.8 acres of new park land need to be developed.
- Three parks/expansion projects currently slated for future development should be implemented as a first priority

(Southwest Park 4.1 acres, Lakeside Park expansion 1.3 acres and Heritage Park 4.2 acres). Together, this will provide 9.6 acres of additional park land to help meet needs by build-out. The land for these projects is already owned by the City.

- A 3 acre minimum Neighborhood Park will be required to meet needs in the southwest annexation area.
- An additional 37.3 acres of park land will need to be acquired and developed to meet LOS needs by 2050.

A large portion of future growth is anticipated to occur as redevelopment and densification in the heart of the City, where efforts should be focused on the establishment of smaller urban parks to meet the needs of new residents in the core. These parks are likely to be developer-provided parks negotiated as part of development agreements.

While these are likely to be realized as small, urban parks in the City core, meeting the entire long-term need in such a manner is unrealistic. If possible, the City should negotiate for the development of a large Community or Regional Park in the southwestern extents of the City if possible, in the vicinity of the Utah Lake shore lands.

A range of small urban parks are envisioned to meet the bulk of future needs through 2030 and beyond. Concentrated in the City Arts District 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.

## **D 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.

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.

## **E Improving the Open Space System**

In contrast to most communities in Utah County, Orem lacks the natural rivers and drainageways that link the Wasatch Mountains east of the City with Utah Lake to the lakeshore in 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 F, page A-33.

## **Recreation Priorities**

With the recent renovation of the Orem Family Fitness Center, the City can now focus on smaller enhancements to the facility that came out of the NPS survey. Other areas of focus include expanding programming offerings, particularly for children, teens, seniors and people with disabilities, which should be based on regular community input. Improving information distribution on programs is also recommended.

The City should evaluate the feasibility of upgrading or adding facilities that serve residents and visitors as part of a comprehensive community development approach.

Continuing and enhancing partnerships with the Alpine School District and other, including private entities or organizations is essential to help meet recreation needs.

## **Arts & Culture Priorities**

Continue to foster partnerships with SCERA and others to help fold a rich and vibrant arts and cultural tradition into the City’s park and recreation profile. Integrating arts and culture as part of creative placemaking and community development will enhance the quality of life for residents and attract visitors.

A marketing plan and public art master plan may help the City establish a more strategic approach to enhancing the City's art profile and better communicate available opportunities for residents and artists.





## Trails 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 6, including 16.8 miles of regional trails, 14.7 miles of multi-use paths, 43.6 miles of bike lanes, 23.0 miles of bike routes and 1.4 miles of bike boulevards.
- Install at least half of the undeveloped Regional Trails and Multi-Use Paths within the ten-year planning horizon (2030) and the remainder by build-out in 2050.
- Upgrade existing trailheads and implement new trailhead throughout the planning period. Install key regional trails with lighting/safety improvements through build-out.
- 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 1 on page 11 documents the number of park amenities currently provided at all public parks. Table 6 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 five basketball courts, ten pickleball courts and 3 sand volleyball courts.

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

- 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. The City is also using multi-sport

Table 6. Amenities Required to Meet Recommended Population Standards

Facility	Quantity of Amenities	Current Population per Amenity	Suggested Population per Amenity <sup>1</sup>	Quantity Needed to Meet Suggested Population per Amenity	Existing Excess or Deficit
Baseball/Softball Fields	19	5,165	7,500	13	6
Basketball Courts <sup>2</sup>	5	19,626	10,000	10	-5
Large Pavilions	23	4,266	10,000	10	13
Multipurpose Fields (programmed)	30	3,271	5,000	20	10
Pickleball Courts	10	9,813	5,000	20	-10
Playgrounds	21	4,673	5,000	20	1
Pools	3	32,710	75,000	1	2
Restrooms	27	3,634	5,000	20	7
Sand Volleyball Courts	1	98,129	25,000	4	-3
Skate/Bike Parks	2	49,065	50,000	2	0
Splashpads/Interactive Water Features	3	32,710	50,000	2	1
Tennis Courts	29	3,384	5,000	20	9

<sup>1</sup> Based on modified National Recreation and Parks Association Median for city this size and on discussions with staff

<sup>2</sup> Orem's park standards now recommend all multi-sport courts instead of standalone basketball courts.

courts moving forward instead of standalone basketball courts. When a court is replaced or constructed, a multi-sport court will be the preferred amenity. **It is therefore recommended that no additional outdoor basketball courts be provided at present, and that additional multi-sport courts be considered in the future in response to changes in demand.**

- **Sand Volleyball** - while there is a deficit of three 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 the NRPA median typical of a community of Orem's size. **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.**
- **Pickleball Courts** – the analysis indicates that there is a shortage of ten pickleball courts. Previous public feedback indicated that dual tennis/pickleball courts do not meet the needs of the pickleball community. **Therefore, it is recommended that ten 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. The City is planning to add approximately this number or more at Hillcrest Park, so current needs should be met with the construction of that project.**

Table 7 indicates the probable cost for adding five multi-sports courts and enhancing the existing sand volleyball court is approximately \$340,000. Pickleball courts are already addressed as part of the Hillcrest Park project and are therefore not included here.

*Table 7. Probable Costs to Meet Recommended Population per Amenity*

Facility	Unit	Cost	Qty.	Total
Basketball/ Multi-Sport Courts <sup>1</sup>	each	\$60,000	5	\$300,000
Pickleball Courts <sup>2</sup>	-	-	-	-
Sand Volleyball Courts	each	\$40,000	1	\$40,000
<b>Total</b>				<b>\$340,000</b>

<sup>1</sup> Orem's park standards now recommend all multi-sport courts instead of standalone basketball courts. Also assumes courts are lit per standards.  
<sup>2</sup> Already incorporated in the budget allocation for Hillcrest Park, so cost is not included here.

### Acquiring and Developing New Parks to Meet Existing & Future Needs

Table 8 summarizes the costs to upgrade existing parks and the costs to acquire and develop parks through build-out. Estimated acquisition costs are \$575,000 per acre based on recent land purchases. Per-acre development costs are estimated at \$500,000 based on recent projects.

As detailed in Chapter 2, no new additional park land is required by 2030. Hillcrest Park is already in the design and construction stage and has been funded. Currently planned parks will provide 9.6 acres of park land to help meet LOS need. Approximately 40.3 acres of additional park land is required by build-out, with 3.0 of those being in the southwest annexation area to fill future gaps.

It is assumed that the 37.3 acres of parks required by build-out to meet LOS needs will be met through a combination of variety of strategies, including non-traditional park types, though as noted in Chapter 2, it is likely that the City may not be able to meet the recommended LOS as it builds out.

Table 8. Probable Costs\* to Meet Suggested Population Per Amenity and Meet Park Needs Through Build-out

Item	Cost
Cost to meet Suggested Population Per Amenity	\$340,000
<i>Subtotal</i>	\$340,000
Cost to meet existing needs <sup>1</sup>	
<i>Subtotal</i>	\$0
Cost to acquire land to meet needs by 2030 (0 acres needed)	\$0
<i>Subtotal</i>	\$0
Cost to develop currently planned parks to meet needs by build-out (9.6 acres x \$500,000)	\$4,800,000
Cost to acquire & develop 3 acres to fill gaps between 2030 & build-out (3 x \$1,075,000)	\$3,225,000
Cost to acquire & develop land to meet LOS needs between 2030 & build-out (37.3 x \$1,075,000)	\$40,097,000
<i>Subtotal</i>	\$48,122,500
<b>Total</b>	<b>\$48,462,500<sup>2</sup></b>

\* Assumes \$575,000 per acre land acquisition cost and \$500,000 per acre park development costs. Based on discussion and information from City staff.

<sup>1</sup> Excludes Hillcrest Park which is already underway and has been funded. Scope of work for meeting needs in the northeast corner of the City, so these costs have been excluded.

<sup>2</sup> Costs could potentially be reduced if large portion of park land is developer-provided through negotiations of development agreement.

### Costs for Recreation Facilities

The City addressed major improvements to the Orem Family Fitness Center with the recently-completed renovation. Other improvements requested in the NPS survey are minor and can generally be implemented with existing budgets.

Additional future recreation enhancements include expansion of recreational programs

### Costs for Arts & Culture

A comprehensive marketing plan and public arts master plan are recommended to help develop an approach for elevating Orem's art profile. In addition, arts programs and cultural events should be expanded close collaboration with SCERA and other community organizations.

### Costs for Trails

For the proposed trail concept to become reality, approximately 15 miles of public trails and 68 miles of bike lanes and routes must be acquired and/or implemented. Six 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 9, the estimated cost to develop the proposed trails is approximately \$10,080,000, with an additional \$8,780,000 for lighting and safety improvements, hot spot improvements, and new trailheads/trail access points.

It is recommended that half of the Multi-Use Paths and Regional Trails be implemented by 2030, with the remaining segments to be implemented by build-out.

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.)

Table 9. Probable Costs to Develop Trails, Trailheads & Lighting

Item	Miles/Qty.	Cost/Mile	Cost
Proposed bike lanes/routes/boulevards <sup>1</sup>	68	\$0	\$0
Proposed regional trails	17	\$320,000	\$5,376,000
Proposed multi-use trails	15	\$320,000	\$4,704,000
Lighting/safety improvements	32	\$200,000	\$6,300,000
Hot Spot Improvements	19	\$20,000	\$380,000
New Trailhead/Access	6	\$350,000	\$2,100,000
<b>Total</b>			<b>\$18,860,000</b>

Source: Based on recent estimates for local projects.

1 Assumes on-street bike facilities will be installed as part of roadway improvement costs.

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 the City target an approximate budget amount of \$1,100,000 per year through 2030 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 2030 to build-out, it is recommended that an annual budget of \$465,000 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 10, the total probable cost for upgrading, acquiring and developing all park and trail improvements through build-out is \$67,322,500. As mentioned previously, **costs can be significantly reduced if parks or trails are developer-provided** as part of negotiated developer agreements.

Table 10. Total Probable Costs for Parks & Trail Improvements

Item	Cost
Probable costs for park system	\$48,462,500
Probable costs for trail system	\$18,860,000
<b>Total</b>	<b>\$67,322,500</b>

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

Results of the 2021 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 Table 11, 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 2027. Predicting capital project needs beyond five years is challenging due to many unknowns with potential shifts in community needs and priorities. Therefore, this Table 11 provides information only for the next five years.

Table 11. Capital Replacement Needs 2023 - 2027

Location	Description	Estimated Cost (FY22)	Possible Funding Source(s)	2023	2024	2025	2026	2027
City Park	Walkway lighting in baseball spectator area	\$50,000	CARE/CIP	\$52,000				
City Park	Rehabilitate infield	\$146,000	CARE/CIP	\$151,000				
City Park	Replace or refurbish north pavillion	\$360,000	CARE/CIP	\$371,000				
Springwater	Replace playground; include shade	\$206,000	CARE/CIP	\$213,000				
Bonneville	Replace existing court with multi-sport court	\$85,000	LWCF/CARE/CIP		\$91,000			
Bonneville	Replace restroom & maintenance shed	\$208,000	LWCF/CARE/CIP		\$221,000			
Community	Replace asphalt path	\$52,000	LWCF/CARE/CIP		\$56,000			
Community	Add shade to playground	\$60,000	LWCF/CARE/CIP		\$64,000			
Community	Replace restroom	\$208,000	LWCF/CARE/CIP		\$221,000			
Northridge	Resurface tennis court	\$21,000	LWCF/CARE/CIP		\$23,000			
Northridge	Add lighting to tennis court	\$155,000	LWCF/CARE/CIP		\$165,000			
Northridge	Replace playground; include shade	\$206,000	LWCF/CARE/CIP		\$219,000			
Northridge	Replace tennis court with pickleball and add lights	\$350,000	LWCF/CARE/CIP		\$371,000			
Windsor	Replace scoreboards	\$16,000	LWCF/CARE/CIP		\$17,000			
Windsor	Add shade to playground	\$55,000	LWCF/CARE/CIP		\$59,000			
Windsor	Replace existing court with multi-sport court	\$105,000	LWCF/CARE/CIP		\$112,000			
Lakeside	Expand parking	\$788,000	Impact Fees		\$430,000	\$430,000		
City Park	New sidewalk from ATP restroom to walking path	\$13,000	CARE/CIP			\$15,000		
City Park	Replace scoreboards	\$31,000	CARE/CIP			\$34,000		
City Park	ATP surface maintenance	\$150,000	CARE/CIP			\$164,000		
Foothill	Resurface tennis courts	\$21,000	CARE/CIP			\$23,000		
Foothill	Add trail lighting	\$50,000	CARE/CIP			\$55,000		
Foothill	Replace tennis court lighting	\$155,000	CARE/CIP			\$169,000		
Lakeside	Replace scoreboards	\$26,000	CARE/CIP			\$29,000		
Lakeside	Replace playground; include shade	\$206,000	CARE/CIP			\$225,000		
Springwater	Resurface tennis court	\$12,000	CARE/CIP			\$14,000		
Timpanogos	Add shade, benches, toys in dog park	\$75,000	CARE/CIP			\$82,000		
City Park	Replace restroom and snack shack	\$290,000	CARE/CIP				\$325,000	
Nielsen's Grove	Replace playground; include shade	\$206,000	CARE/CIP				\$231,000	
Springwater	Replace existing court with multi-sport court	\$129,000	CARE/CIP				\$145,000	
Timpanogos	Rehabilitate septic system	\$100,000	CARE/CIP				\$112,000	
Community	Replace restroom & maintenance shed	\$208,000	LWCF/CARE/CIP					\$240,000
Community	Replace lighting in parking lot & street; add trail lighting	\$309,000	LWCF/CARE/CIP					\$356,000
Community	Replace sprinkler system	\$625,000	LWCF/CARE/CIP/Water					\$719,000
Westmore	Refurbish pavilions	\$20,000	LWCF/CDBG/CARE/CIP					\$23,000
Westmore	Replace restroom & maintenance shed	\$208,000	LWCF/CDBG/CARE/CIP					\$240,000
			Impact Fees (subtotal)		\$430,000	\$430,000		
			CARE/CIP (subtotal)	\$787,000		\$810,000	\$813,000	
			LWCF (subtotal)		\$1,619,000			\$1,578,000
			<b>TOTAL</b>	<b>\$787,000</b>	<b>\$2,049,000</b>	<b>\$1,240,000</b>	<b>\$813,000</b>	<b>\$1,578,000</b>

## Establishing Funding & 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 12 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 and actions. **In order to meet future needs, it is critical that the suggested improvements be implemented according to the indicated 10-year and build-out schedule.**

Table 12. Action Plan

		IMMEDIATE IMPLEMENTATION	SHORT-TERM IMPLEMENTATION	LONG-TERM IMPLEMENTATION
			2021 - 2030	2030 - 2050+
<b>Capital Facility Improvements</b>				
<b>Parks &amp; Open Space</b>				
1	Meet suggested population per amenity levels.		\$340,000	
2	Develop currently planned parks (excludes Hillcrest Park which is already funded & underway)			\$4,800,000
3	Acquire and develop 3 acre min. Neighborhood Park in southwest annexation area.			\$3,225,000
4	Acquire & develop 37.3 acres of park land required between 2030 and 2050 to meet recommended LOS.			\$40,097,500
<b>Total: Parks &amp; Open Space</b>		<b>\$0</b>	<b>\$340,000</b>	<b>\$48,122,500</b>
<b>Trails</b>				
5	Develop 17 miles of new regional trails as one of the top trail priorities (half by 2030)		\$2,688,000	\$2,688,000
6	Develop 15 miles of new multi-use paths as one of the top trail priorities. (half by 2030)		\$2,352,000	\$2,352,000
7	Develop 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
8	Implement lighting/safety improvements where appropriate along existing and proposed regional trails and multi-use paths.		\$3,150,000	\$3,150,000
9	Develop a trailhead in northwest corner of City to help meet distribution needs (assumed to be one of six trailheads recommended in Chapter 5).	\$350,000		
10	Develop 5 additional trailheads/accesses as recommended in plan. 2 more by 2030, 3 by 2050)		\$700,000	\$1,050,000
11	Implement improvements in Hot Spots to ensure trail user safety.		\$380,000	
<b>Total: Trails</b>		<b>\$350,000</b>	<b>\$9,270,000</b>	<b>\$9,240,000</b>
<b>Capital Replacement Needs</b>				
12	Capital replacement needs (Table 11)		\$6,467,000	
<b>Total: Deferred Maintenance</b>			<b>\$6,467,000</b>	<b>\$0</b>
<b>Grand Total</b>			<b>\$16,077,000</b>	<b>\$57,362,500</b>
<b>Policies/Implementation Measures</b>				
<b>Parks &amp; Open Space</b>				
13	Acquire park land as soon as possible to minimize costs and secure land while it is still available.			
14	Pursue opportunities to work with developers for the development and dedication of park lands to the City.			
15	Strive for a future parks Level of Service of 2.8 acres per 1,000 population.			
16	Pursue non-traditional park types, such as mini-parks, detention basin 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.			
17	Explore opportunities to develop specialized facilities, such as tournament-level facilities, that generate revenues to help offset costs and contribute to the economic development of the City.			
18	Adopt the minimum development standards for parks detailed in this plan as a City policy (see page 24).			
19	Upgrade existing parks to meet the minimum requirements for amenities and features where feasible and appropriate.			



Table 12: Action Plan

		IMMEDIATE IMPLEMENTATION	SHORT-TERM IMPLEMENTATION	LONG-TERM IMPLEMENTATION
			2021 - 2030	2030 - 2050+
20	Design and develop all new parks with amenities and features that meet the established standards			
21	Encourage and support participation by diverse community members in the planning and design of the City's parks and recreation system.			
22	Update annual budgets to ensure funding for operation and maintenance of City parks and other land the City maintains is sufficient to meet needs.			
23	Update City ordinances to encourage developer participation in the provision of parks, recreation and trails amenities.			
24	Continue to maintain an up-to-date inventory of all parks, park facilities and parkways, documenting and implementing improvements according to a feasible schedule.			
25	Apply standards for all parks in a way that helps reduce maintenance requirements while promoting better long-term use of public parks and recreation amenities.			
26	Increase the variety of amenities in parks to promote better long-term use of parks.			
27	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.)			
28	Extend the seasonal access to restrooms in parks and at trailheads by winterizing key restrooms and exploring other options such as portable toilets.			
29	Upgrade and enhance welcome sign areas, key entry corridors and parkways in the City to present a positive image.			
30	Explore the possibility of securing agricultural land 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.			
31	Strive to acquire open space that preserves natural drainages, wildlife habitat, viewsheds, sensitive lands, or areas with significant natural features such as unique landforms or steep slopes.			
32	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.			
33	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.			
34	Consider converting less active areas in parks to more waterwise, drought tolerant plantings to reduce water consumption and reduce intensive maintenance practices.			
35	Upgrade existing parks and require new parks to include resource-wise lighting and stormwater management strategies described in the park standards (see page 24).			

Table 12: Action Plan

		IMMEDIATE IMPLEMENTATION	SHORT-TERM IMPLEMENTATION	LONG-TERM IMPLEMENTATION
			2021 - 2030	2030 - 2050+
<b>Recreation</b>				
36	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.			
37	Conduct a feasibility study to evaluate the opportunities, financial implications and long-term operating needs for developing tournament-level facilities (as a joint effort between the City Manager, Economic Development Department, Parks Division, and Utah Valley Chamber of Commerce).			
38	Conduct regular evaluations of program offerings, including user satisfaction surveys, user participation rates, costs and availability with other providers.			
39	Explore options for program scholarships, fee waivers and other tools for improving access for low income residents.			
40	Continue to partner with Alpine School District to meet recreation programming and facility needs.			
41	Continue to consider public/private partnerships to provide recreation programs and facilities.			
42	Expand the City's collection of community events as interest and funding allows.			
<b>Arts</b>				
43	Continue to partner with arts and non-profit programs such as SCERA.			
44	Partner with the Arts Council and community organizations to host a greater number and variety of cultural events and community celebrations.			
45	Partner with the Alpine School District and community organizations to offer drop-in activities for youth, including visual arts, music and dance or other educational/environmental opportunities			
46	Develop a marketing plan/strategy to collaborate marketing and communication efforts for arts and culture.			
47	Consider the development of a public art master plan to develop a comprehensive approach to public art in the City.			
48	Foster innovation, design excellence and beauty in community parks and public spaces by integrating art into the design of public spaces and by including artists as part of design teams.			
49	Convey the community's identity and highlight diversity by incorporating art, history and culture into the City through public art, urban design and events.			
<b>Trails</b>				
50	Implement a Complete Streets Policy.			
51	Complete a non-motorized transportation system network.			
52	Monitor the implementation of the Orem Bicycle and Pedestrian Plan 2010 and this Master Plan.			
53	Reduce the vehicle miles traveled by single occupancy vehicles in the City of Orem.			
54	Integrate bicycling and walking into the transit system.			
55	Ensure City-wide bicycle and pedestrian facilities are clean, safe and accessible.			
56	Implement comprehensive education programs targeted at all populations in the City.			
57	Increase enforcement on streets and bikeways.			
58	Provide safe and accessible routes for bicyclist and pedestrians of all ages and abilities.			
59	Work with Orem Transportation Section and Engineering Division to ensure all trails, bike /pedestrian routes and bike lanes/routes are implemented as envisioned.			
60	Require trail master planning to be incorporated into the development review process of Orem, including the development of trailheads and access to trails.			

## 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 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 City Council on the basis of a formal application in a competitive grant process.

In November 2013, Orem voters renewed the CARE tax for an additional 10 years, keeping the CARE tax in effect through March 2024.

### **Park and Recreation Impact Fees**

The City has adopted an impact fee program for park, recreation and trail projects. 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.



# City of Orem

## PARKS, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN: **APPENDICES**



2021

DECEMBER 2021



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# APPENDIX A: OREM PARKS AND RECREATION MASTER PLAN SURVEY 2021 RESULTS



OREM PARKS AND RECREATION 2021



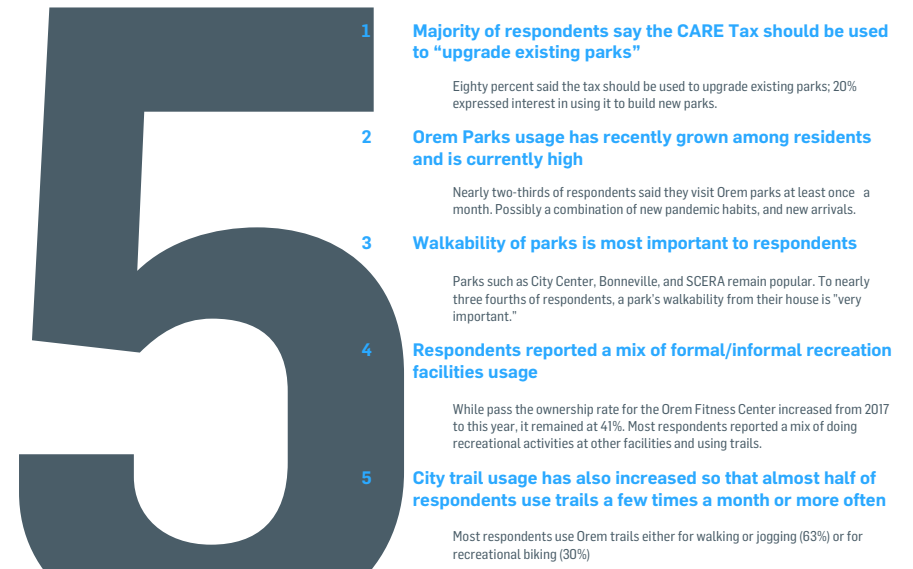
## SURVEY METHODOLOGY



Sampling frame of **adults from the Orem City utility database, supplemented with likely renters and young residents from the Utah Voter File**, were invited to participate in the survey via **email**.

**22%** In total, **11,537** emails were sent to randomly selected households and **2,548** residents responded. This results in an **overall qualified response rate of 22%**.

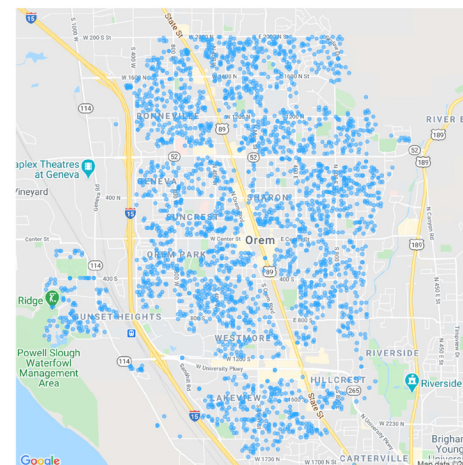
**± 2.3** 2,548 interviews among a population of approximately 70k adult residents (see Orem Utah Census Quick Facts) results in a **margin of error for the survey of plus or minus 2.3 percentage points**.



## FINDINGS TO REMEMBER

### SAMPLE GEOGRAPHIC DISTRIBUTION

Using address information from our sample, we were able to map a rough geographic distribution of our respondents’ location. While our sample composition is not entirely representative on all factors, our sample does represent a wide geographic subset of the Orem metropolitan area.



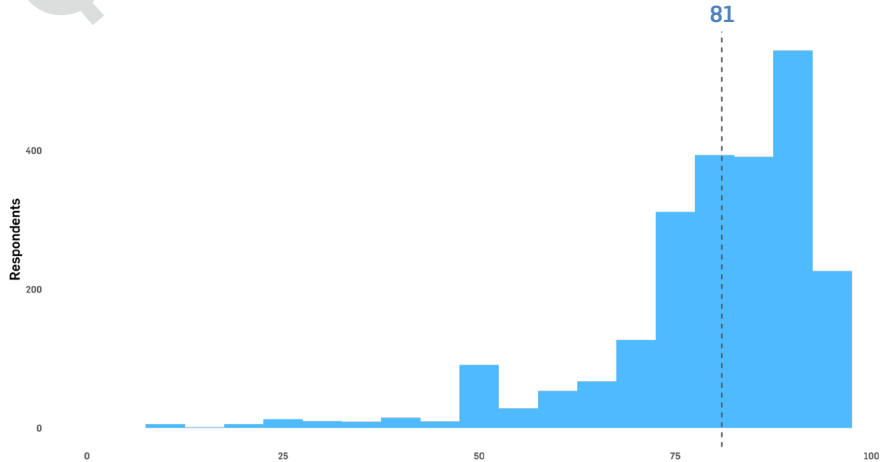
From our original sample of 11,537, **2,697** opened our invitation email to the survey. Of those, **2,548** responded that they lived in Orem and went on to complete or partially complete the survey.

Mapping their responses shows that our sample is geographically representative of the entire Orem area.

# OREM QUALITY OF LIFE

The vast majority of residents still report high levels of life quality in Orem. The average is steady and even slowly increasing – from 77 in 2015, to 80 in 2017, to 81 in our latest iteration.

Q “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?” (n = 2,470)

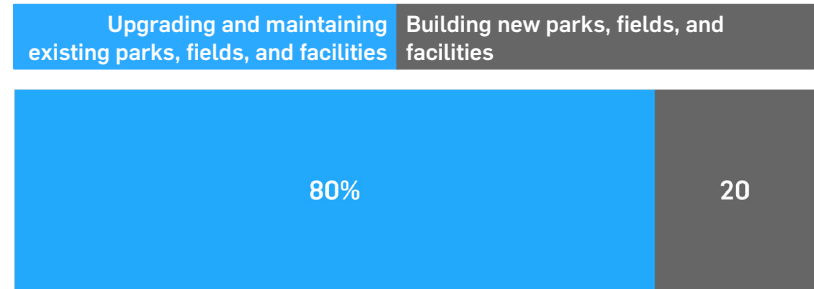


# CITY DIRECTION, PRIORITIES

# CARE TAX OPINIONS

Regarding the CARE Tax, the majority of Orem residents say tax funds would be better used upgrading and maintaining existing recreational facilities and spaces rather than building new ones. This is consistent with findings from 2014, when we first studied Orem residents' preferences for CARE tax spending.

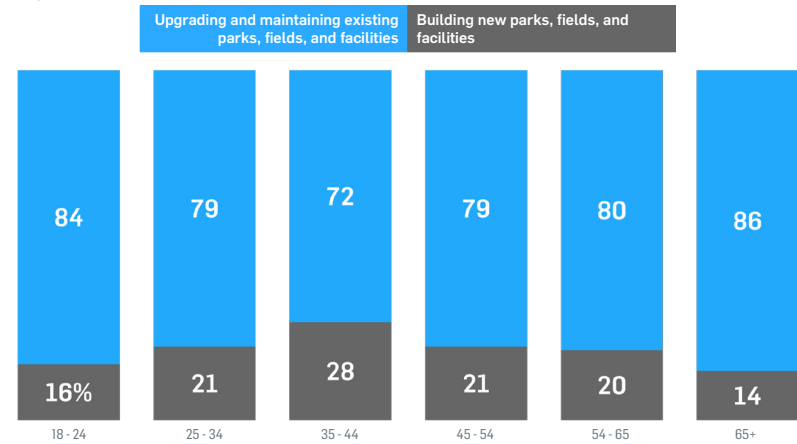
Q “The portion of the CARE tax dedicated to recreation helps to provide budget for spending on parks, fields, and recreational facilities in Orem City. In your opinion, which of the following is a better use of the recreation portion of CARE tax funds?” (n = 2,351)



# CARE TAX OPINIONS BY AGE

CARE Tax opinions as reported in the previous slide are mostly consistent across age groups, with the exception of middle-aged respondents who are slightly more willing to say the CARE tax should be used to build new recreational amenities. This might be due in part to the fact that they are more likely to be parents.

Q “The portion of the CARE tax dedicated to recreation helps to provide budget for spending on parks, fields, and recreational facilities in Orem City. In your opinion, which of the following is a better use of the recreation portion of CARE tax funds?” (n = 2,351)



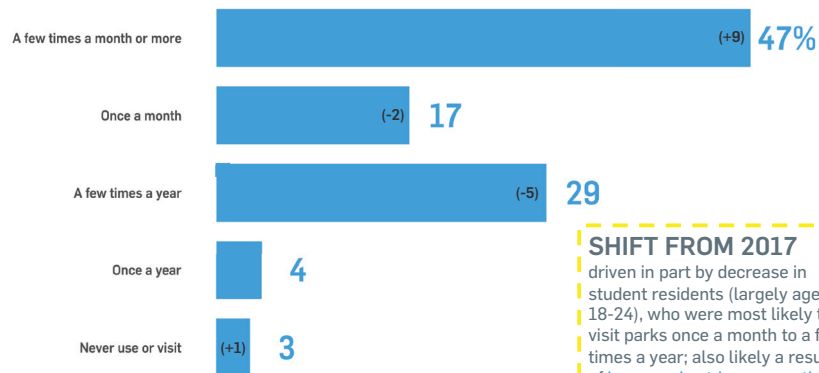
# OREM CITY PARKS

## PARK USE FREQUENCY

Nearly 2 in 3 Orem City residents visit city parks at least once a month. This represents a 7-percentage point change from 2017.



"How often do you use or visit Orem City parks?" (n = 2,239)



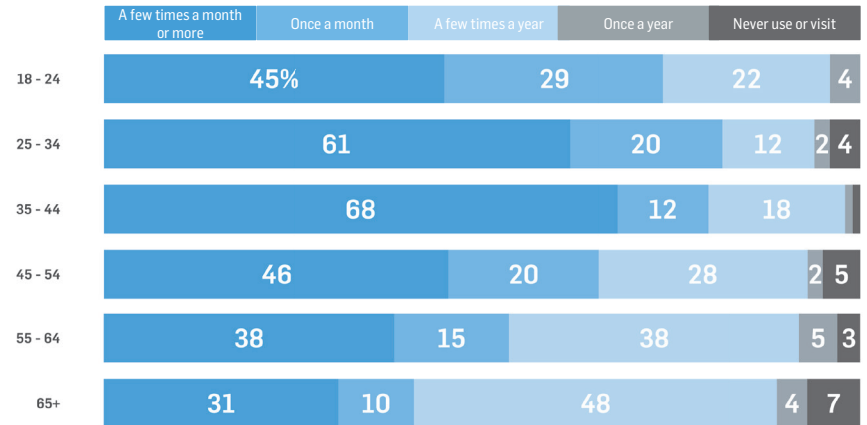
**SHIFT FROM 2017**  
driven in part by decrease in student residents (largely ages 18-24), who were most likely to visit parks once a month to a few times a year; also likely a result of increased outdoor recreation during the COVID-19 pandemic.

## PARK USE FREQUENCY BY AGE RANGE

Not unlike the previous iteration, younger residents in general are more likely to use Orem City parks more frequently. That is especially true for middle-aged residents (likely parents), around 80 percent of which use Orem parks at least once a month.



"How often do you use or visit Orem City parks?" (n = 2,239)

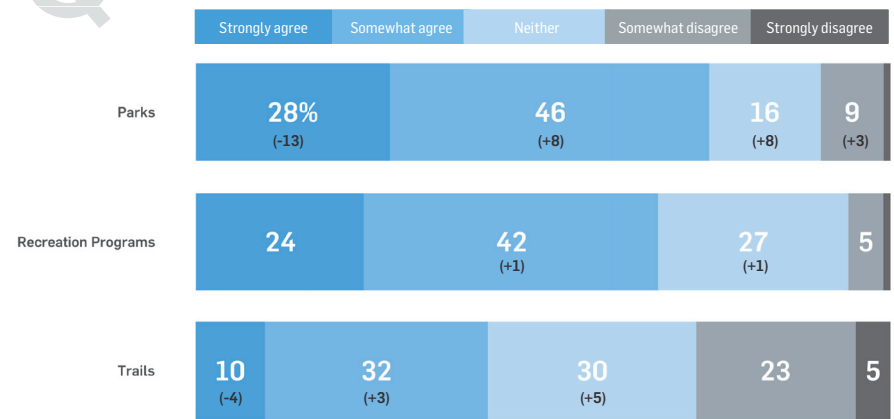


## ADEQUATE PARKS, TRAILS, & REC AVAILABILITY

A solid majority of residents agree that the city provides enough parks and recreation programs. Only 42% of residents agree, however, that the city provides enough trails. The number of people who strongly agree that the city provides an adequate amount of parks has declined since 2017, potentially as a result of the increased park use over the past year.



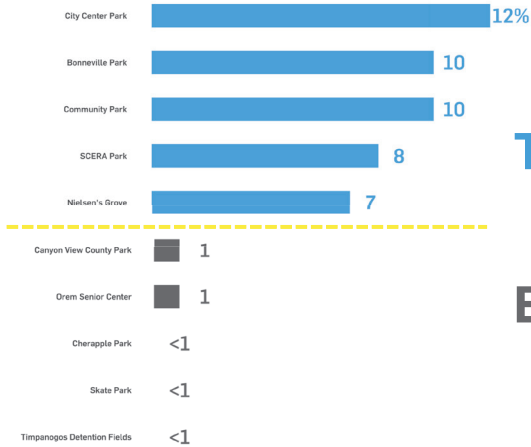
"Do you agree or disagree with each of the following statements: the City of Orem provides an adequate amount of..." (n = 2,244)



## INDIVIDUAL PARK USAGE

The patterns from 2017 have remained relatively consistent with only two noticeable exceptions: Orem Fitness Center is no longer the most popular recreational facility, and Community Park has also increased significantly in relative standing, being now more popular than SCERA Park or Nielsen's Grove.

Q "Which Orem City park, field, or recreational facility does your household use most often?" (n = 2,173)



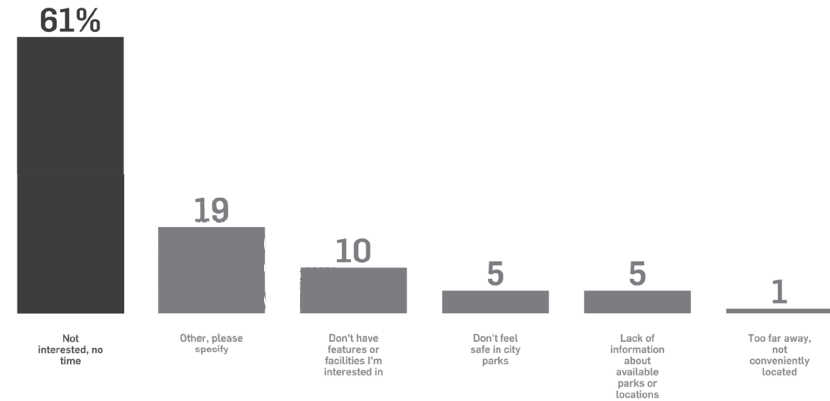
TOP 5

BOTTOM 5

## REASONS FOR NOT USING PARKS

A relatively miniscule proportion of residents reported not using parks at all. Still, the solid majority of those mentioned not being interested or not having the time. But other factors – such as lack of facilities, safety concerns, or lack of information – were also selected.

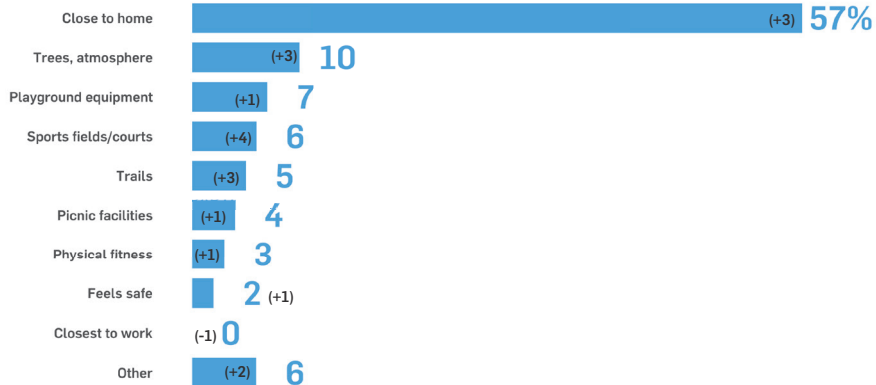
Q "Which of the following reasons best explains why you do not use or visit Orem City Parks?" (n = 46)



## PARK CHOICE REASONING

Proximity to a park remains the most important reason residents reported for using the park(s) that they use. The relative importance of various factors have stayed fairly consistent since 2017.

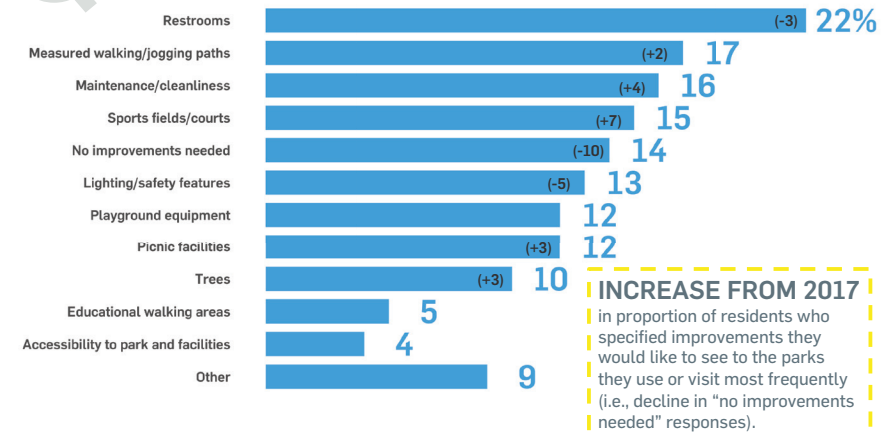
Q "What is the most important reason that you use your most utilized park most often?" (n = 2,181)



## PARK IMPROVEMENTS

"Restrooms" remains the most commonly-requested improvements to parks, though it is down 3 percentage points from the 2017 survey. Maintenance/cleanliness upgrades and sports facilities have gained significantly in popular request since 2017.

Q "What improvements should be made to your most utilized park? Select up to three" (n = 2,138)



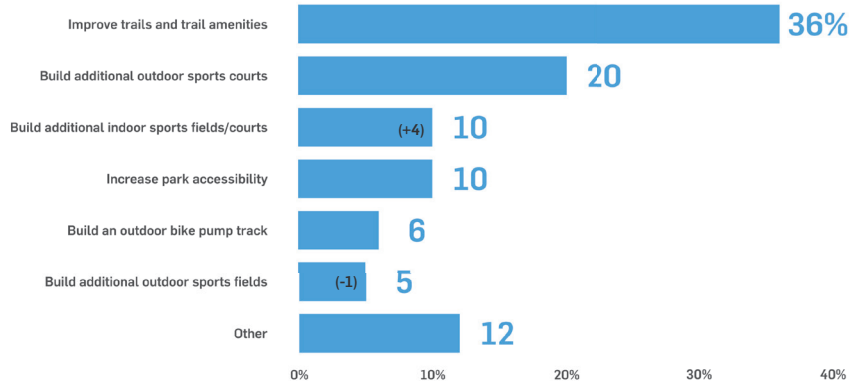
**INCREASE FROM 2017**  
in proportion of residents who specified improvements they would like to see to the parks they use or visit most frequently (i.e., decline in "no improvements needed" responses).



## RECREATIONAL IMPROVEMENTS

Respondents could only select one option, and over a third selected improving trails and trail amenities. Building additional outdoor sports courts was also selected by 1 in 5 respondents. Many of the response options were new, but we have shown changes from the 2017 survey results where applicable.

**Q** "If Orem were to provide upgraded or expanded recreational opportunities and you had to choose just one, which of the following options would you prefer?" (n = 2,259)

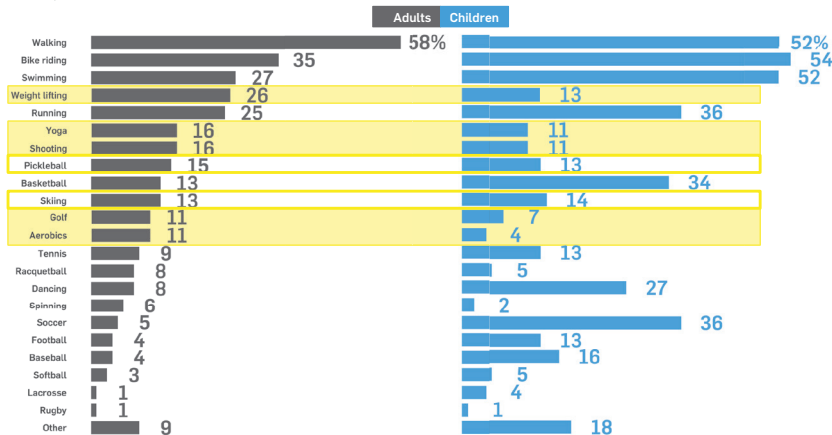


## HOUSEHOLD RECREATIONAL ACTIVITIES

Children have higher participation rates in general in recreational activities (especially in organized sports), but activities such as weightlifting, yoga, shooting, aerobics, and golf appear to be more popular among adults. Pickleball and skiing, while popular among a smaller proportion of respondents, are the activities with the most participation parity for all ages.

**Q** "For the adults in your household, what sports or other activities do they regularly do for exercise or recreation? Please select all that apply." (n = 1,808)

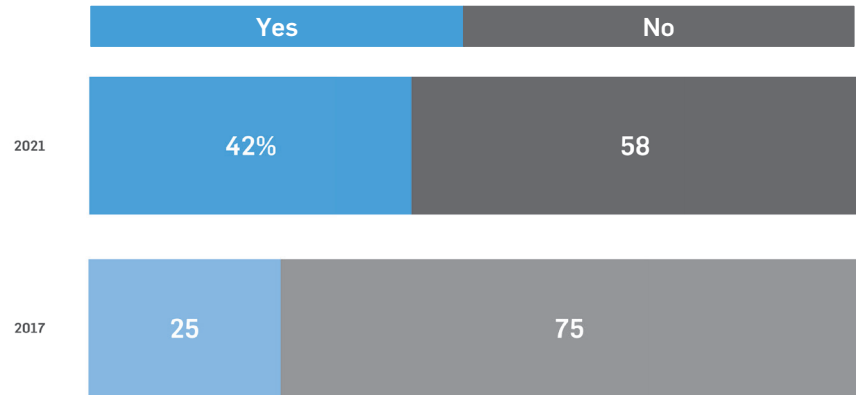
"For the children under 18 in your household, what sports or other activities do they regularly do for exercise or recreation? Please select all that apply." (n = 828 respondents with children under 18 in household)



## FITNESS CENTER [FORMER] PASS OWNERSHIP

Ownership of Fitness Center passes has increased significantly – by about 17 percentage points since our 2017 survey. Though the question text does not tease out the distinction between current and past usage of the fitness center, it is encouraging that the enthusiasm and market for fitness center usage has increased.

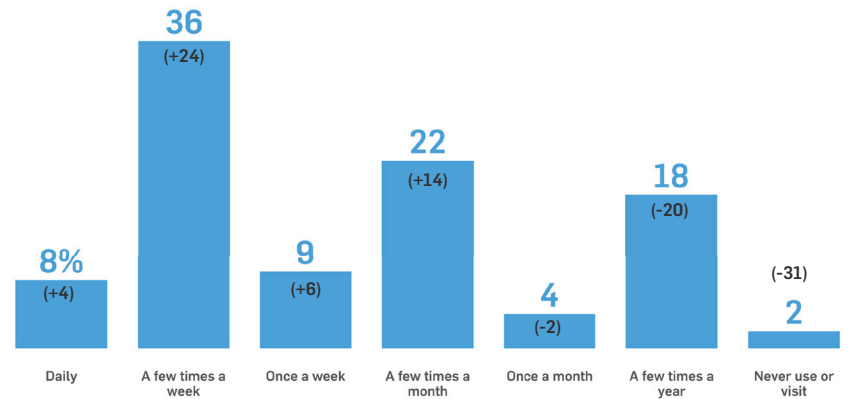
**Q** "Do [or did] you have a pass to the [former] Orem Fitness Center[, either prior to the facilities being closed for renovation or to access the temporary fitness facilities while the Orem Family Fitness Center was being completed]?" (n = 2,099 in 2021 survey)



## USAGE FREQUENCY

The significant change in Orem Fitness Center usage from 2017 to now is born out in this frequency question. The proportion of those who use (or used) the Fitness Center multiple times a week has tripled, and the proportion of those who say they visit a few times a year or less frequently has shrunk considerably.

**Q** How often did you use or visit the former Orem Fitness Center? (n = 933)

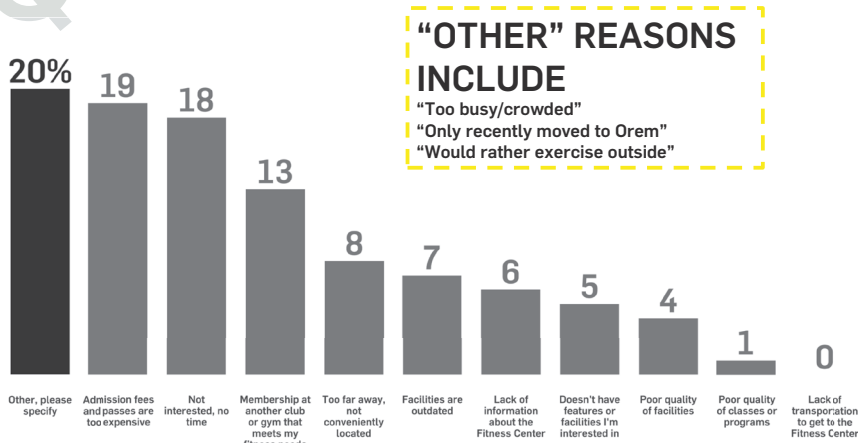




## NON-PARTICIPATION REASONS

Similar patterns of reasons given appear in this survey as with 2017; namely, lack of interest, or admission fees. Aside from these, certain "Other" reasons persist, including the Fitness Center being too busy, that a respondents had only recently moved to Orem, or would rather exercise outside.

Q "Which of the following reasons best explains why you did not use the former Orem Fitness Center?" (n = 1,148)

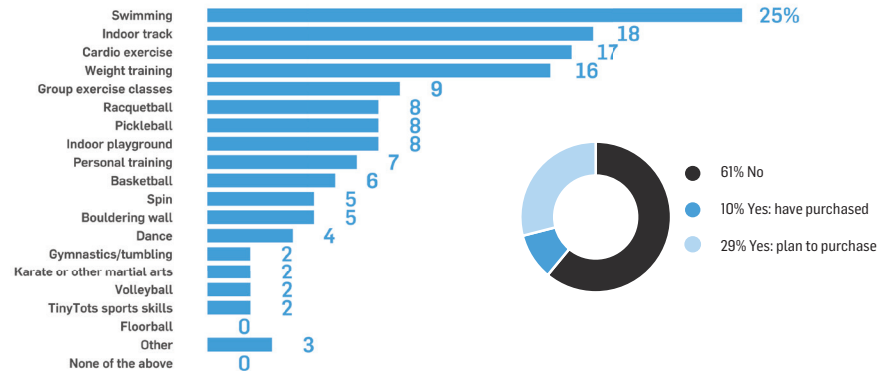


## PLANNED FUTURE FITNESS CENTER USAGE

We asked about planned future fitness center participation once the center is open for use. Swimming remains the most popular option as was observed in 2017. Indoor track, cardio exercise, and weight training have all grown in relative popularity, even above certain sports that used to be popular on this ranking.

Q "Which fitness/recreation activities do you or members of your household plan on participating in once the new Orem Family Fitness Center is open for use? Select all that apply." (n = 824)

"Have you purchased, or do you plan to purchase a pass to the new Orem Family Fitness Center for the grand re-opening of the remodeled facilities in March?" (n=2,055)



## ALTERNATIVE FITNESS CENTERS

When asked about alternative fitness centers that residents use instead of the Orem Fitness Center, a mix of formal and informal options were brought up. Among formal fitness centers, VASA, the Provo Rec Center, and Planet Fitness were mentioned most often. People also mentioned their own homes, trails, and personal fitness regimens.

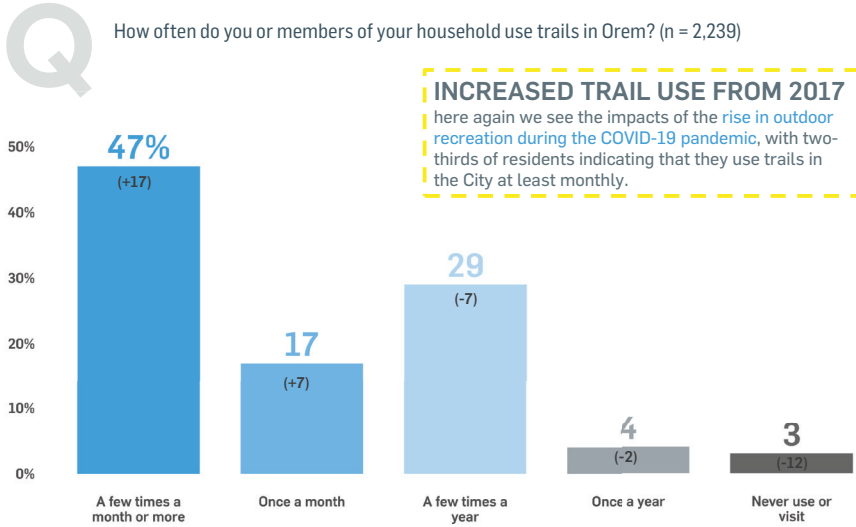
Q "Which gym or fitness facility other than the Orem Fitness Center, if any, do you use most often?" (n = 1,687)



## CITY TRAIL USE

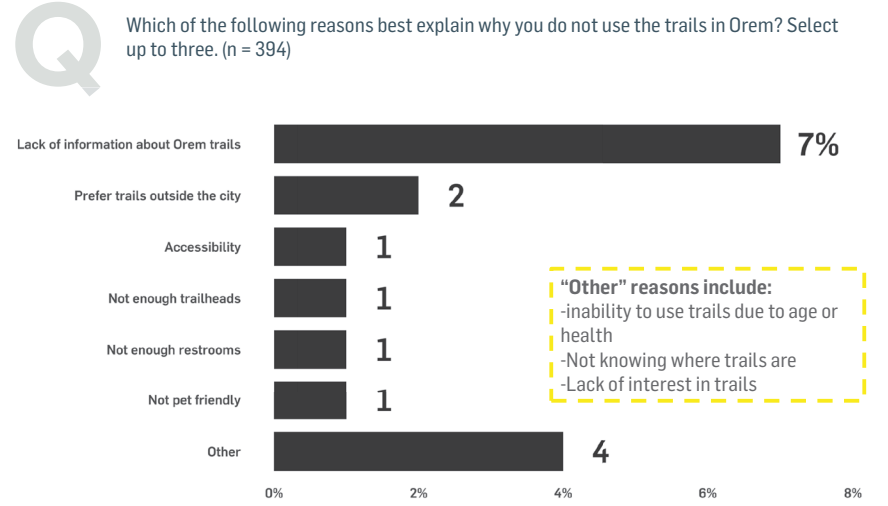
# OVERALL USAGE

Almost half of respondents used Orem trails a few times a month or more. Only 3% never use or visit Orem trails.



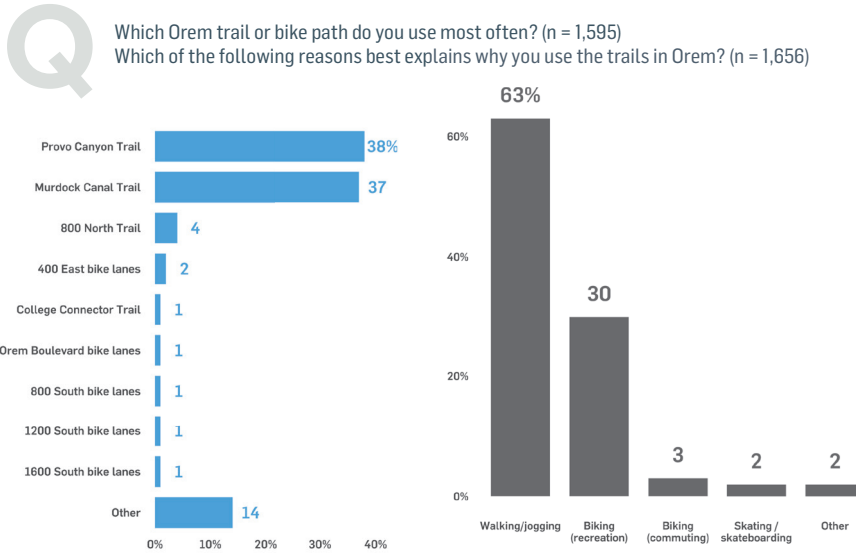
# WHY RESPONDENTS DON'T USE TRAILS

Of those who do not use trails in Orem, 7% say it is due to a lack of information about trails.



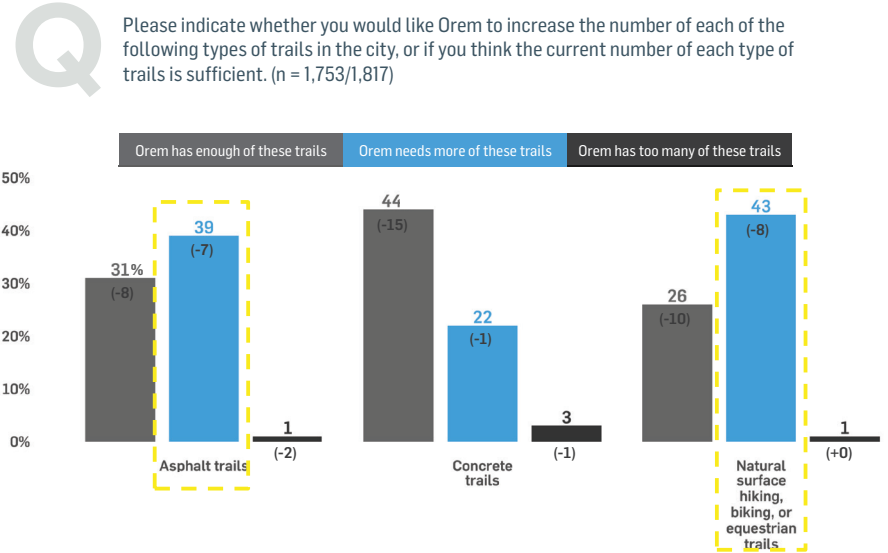
# REASONS FOR TRAIL USE

The Provo Canyon Trail and Murdock Canal Trail are the most-used trails for Orem residents. A majority of respondents use trails for walking, and 30% use them for recreational biking.



# TRAIL TYPE PREFERENCE

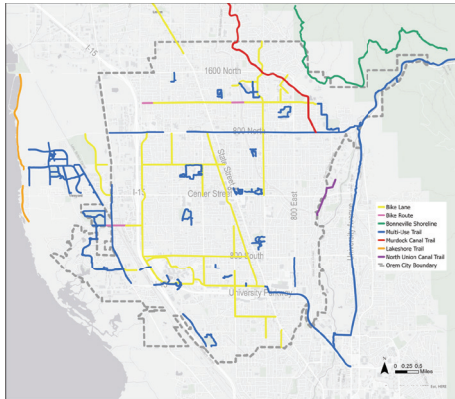
Residents generally prefer more natural surface and asphalt trails. 44% of residents say Orem has enough concrete trails.



# NEW TRAIL PREFERENCE

Almost an equal proportion of respondents want new trails for recreation to be added along the North Union Canal and Bonneville Shoreline trail systems. 19% had other ideas of where to put new trails.

**Q** If Orem were to increase the number of trails for recreation in the city, where would you most like to see new trails added? (n = 1,646)



**42%**  
Extend the North Union Canal trail system

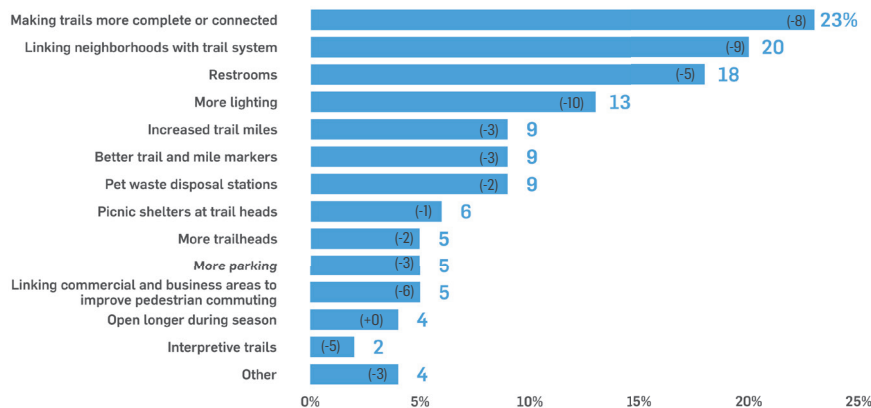
**39%**  
Extend the Bonneville Shoreline trail system

**19%**  
Other, including requests for bike paths, trails connecting existing trails to neighborhoods, and the expansion of the Lakeshore and Murdock Canal trails

# TRAIL IMPROVEMENTS

Trail connection, using trails to link neighborhoods, and restrooms stand out as the primary trail improvements residents desire.

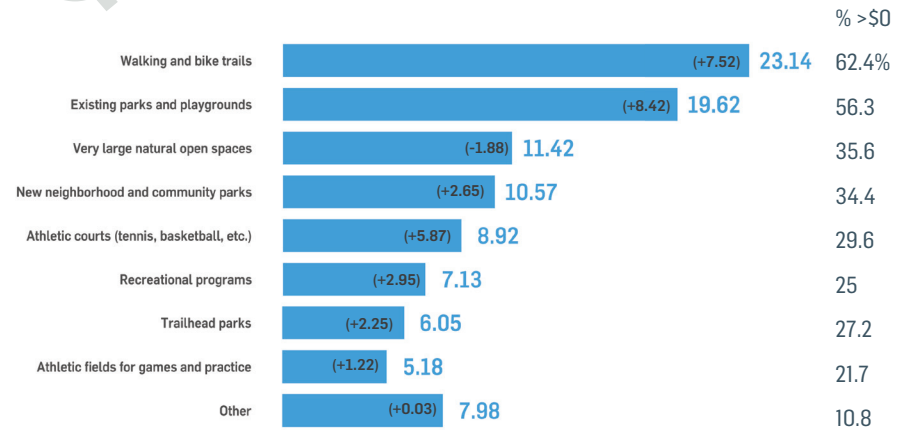
**Q** Which, if any, of the following improvements should be made to the trails in Orem? Select up to three. (n = 3,338)



# TOTAL FUNDING ALLOCATION

Residents' preferences are to upgrade walking and bike trails in addition to funding existing parks and playgrounds. Athletic fields for games and practice are the least-supported amenities.

**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? (n = 1,905)



# NEW ACTIVITY PREFERENCE

Top words mentioned by respondents include "park," "trail," "bike," and "court."

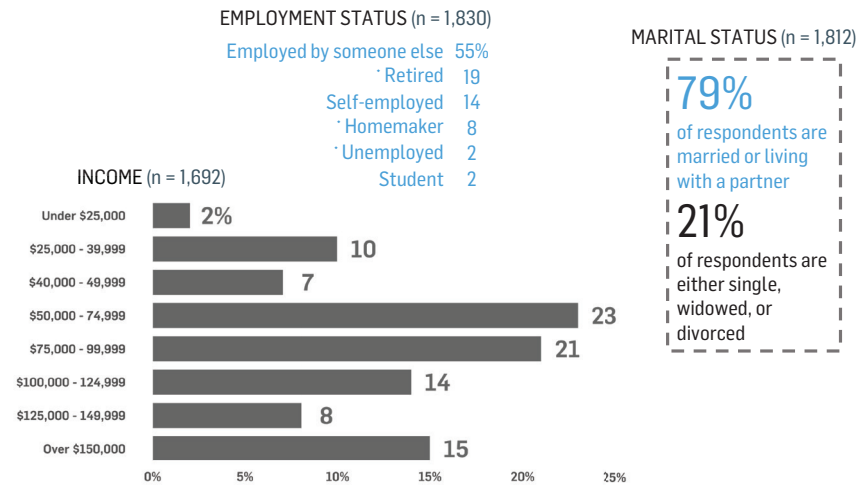
**Q** Please suggest up to five (5) recreational activities, programs, or facilities not currently offered by the City that you feel are most needed in the Orem community. (n = 2,079)



# DEMOGRAPHICS

## RESPONDENT DEMOGRAPHICS

Over half of respondents are employed by someone else. 79% are either married or living with a partner. 12% are making less than \$40,000 per year, and 37% are making over \$100,000. Compared to 2017 data, our updated panel recruits are significantly less likely to be student residents. This is a direct function of our sampling frame.

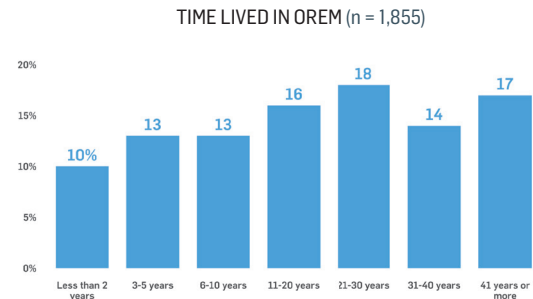
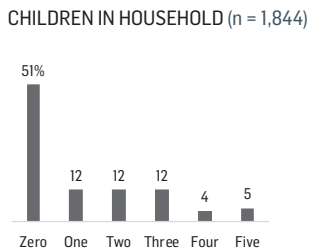
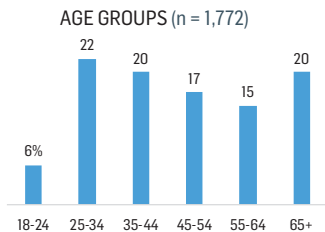
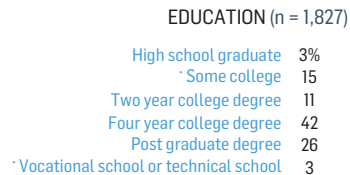
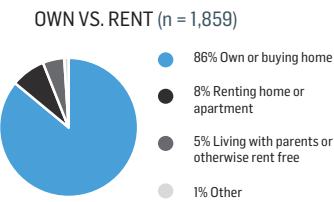
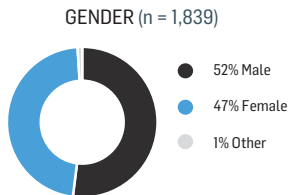
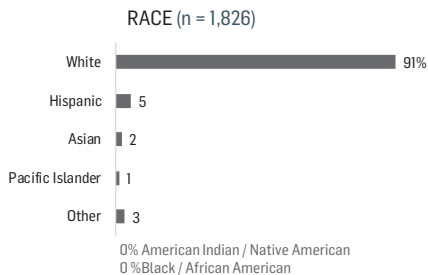


## RESPONDENT DEMOGRAPHICS

A majority of survey respondents are white. 68% of respondents either have a four year college degree or post graduate degree. Only 6% of respondents fell in the 18-24 year old age group.

## RESPONDENT DEMOGRAPHICS

86% of respondents own or are buying their own home. 31% of respondents have lived in Orem for over 30 years, while 23% have lived in Orem for less than 5 years. Half of respondents live in households without kids under 18.



# APPENDIX B: OREM PARKS AND RECREATION MASTER PLAN SURVEY 2017 RESULTS



OREM CITY  
OREM PARKS AND RECREATION 2017



# 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

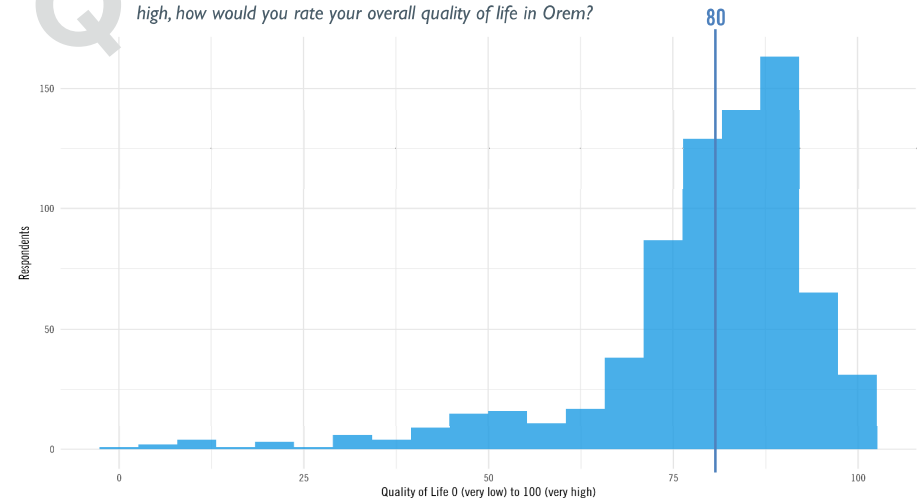
813 interviews among a population of approximately 62k adult residents results in a margin of error for the survey of plus or minus 3.4 percentage points.

## 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?



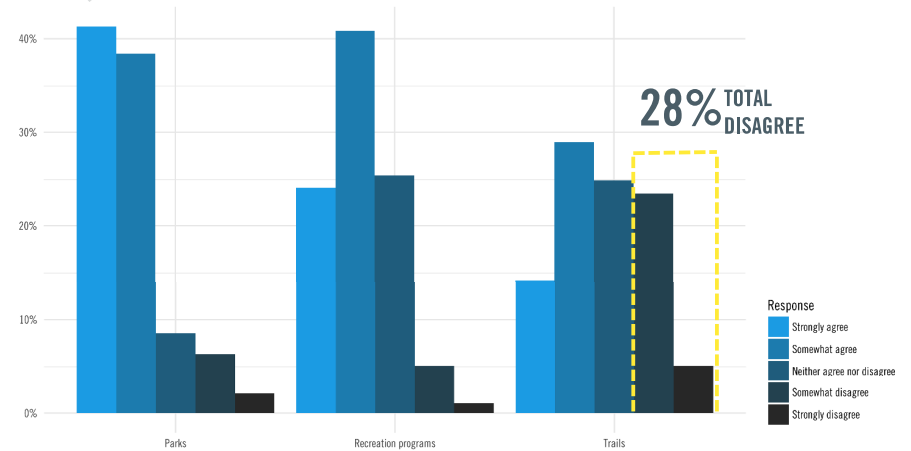
# PARK QUALITY

## 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...

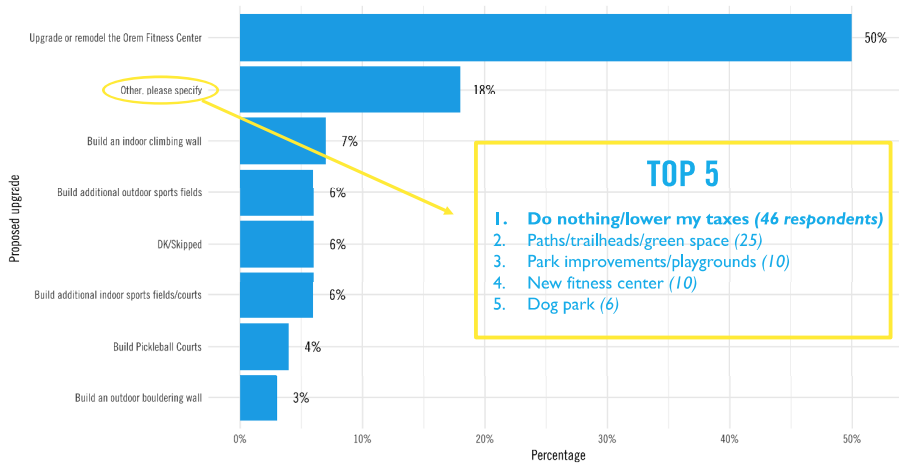


## RECREATIONAL IMPROVEMENTS

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.



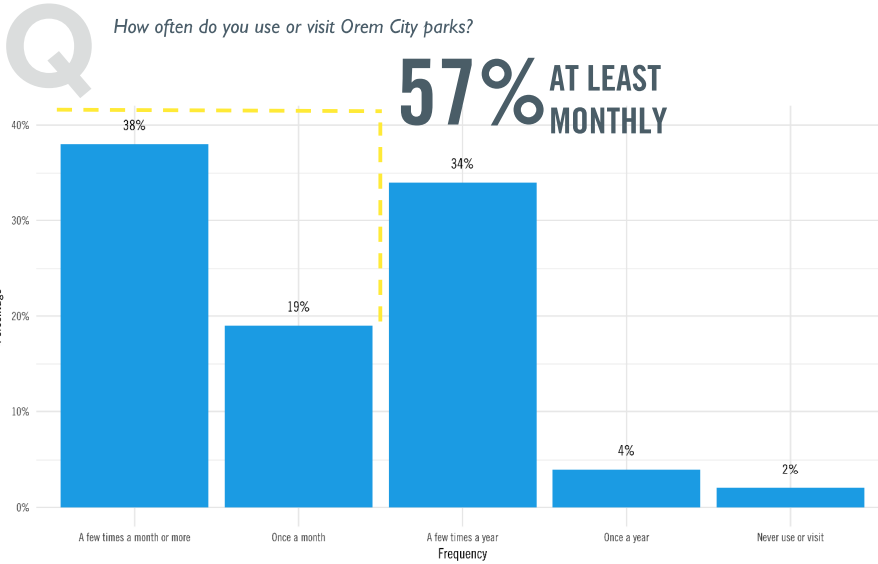
If Orem were to provide upgraded or expanded recreational opportunities, which of the following options would you prefer?



## PARK USE PATTERNS

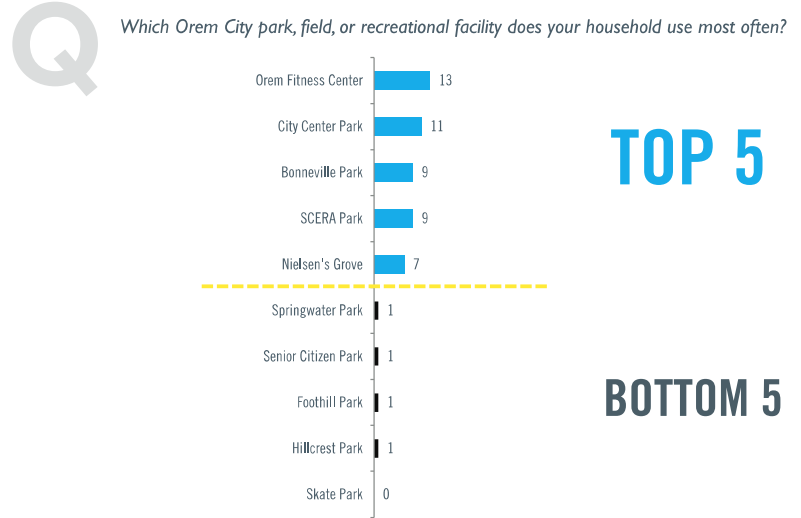
## PARK USE FREQUENCY

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



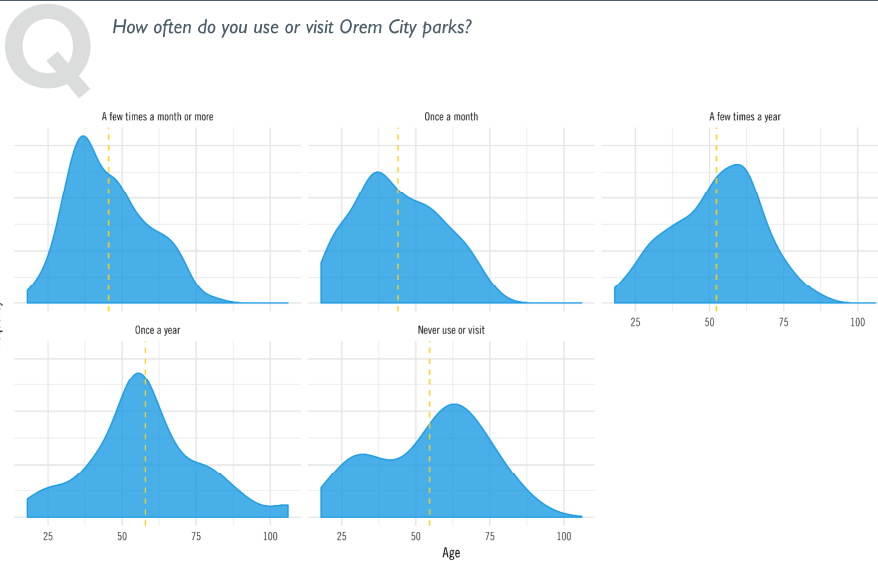
## INDIVIDUAL PARK USAGE

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



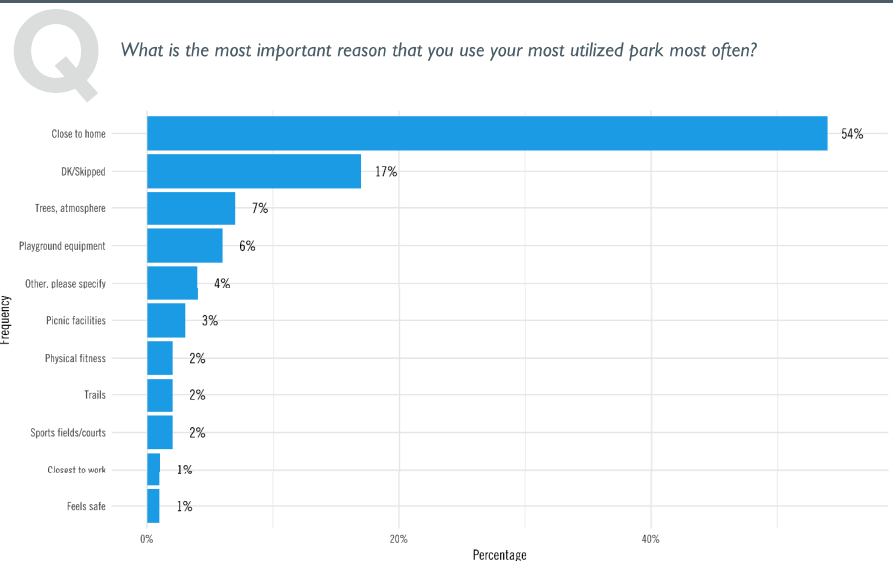
## PARK USE FREQUENCY – AGE DISTRIBUTION

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



## PARK CHOICE REASONING

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

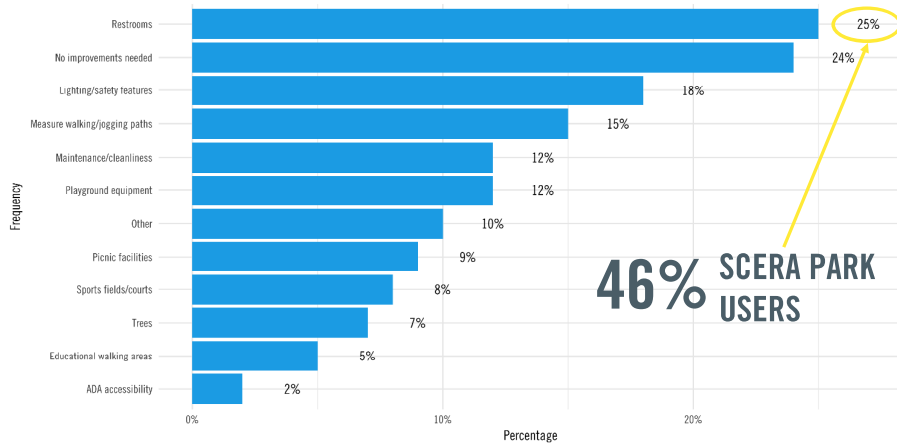


## PARK IMPROVEMENTS

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?

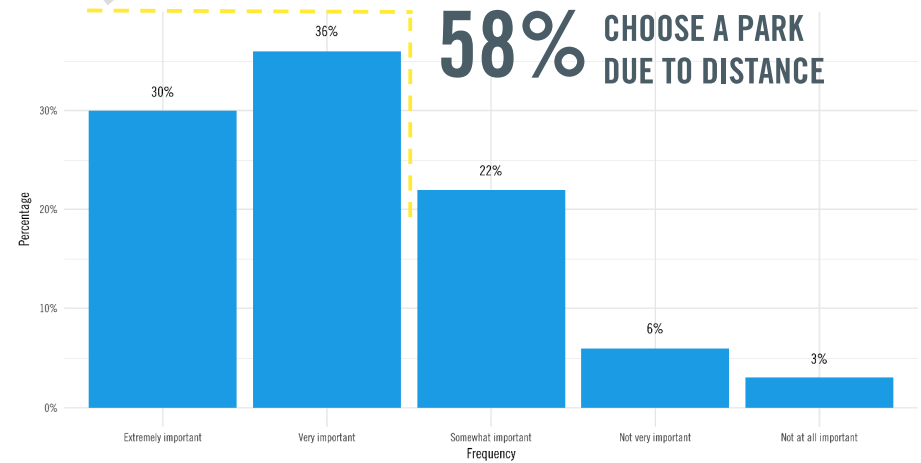


## WALKING DISTANCE OF PARKS

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

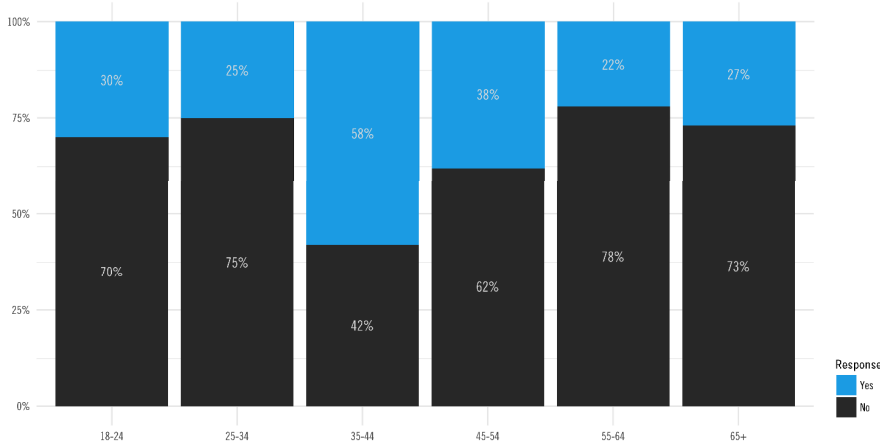
## SPORTS AND RECREATION



## 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.

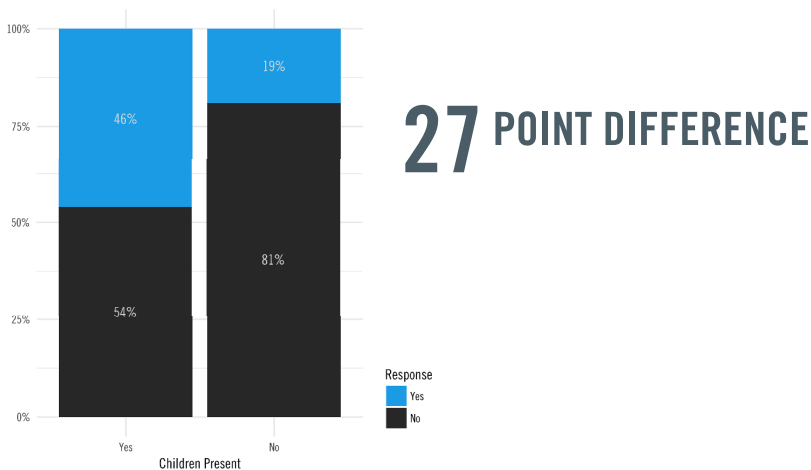
**Q** Have you or any members of your household participated in any Orem sports or recreation programs in the past 12 months?



## 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.

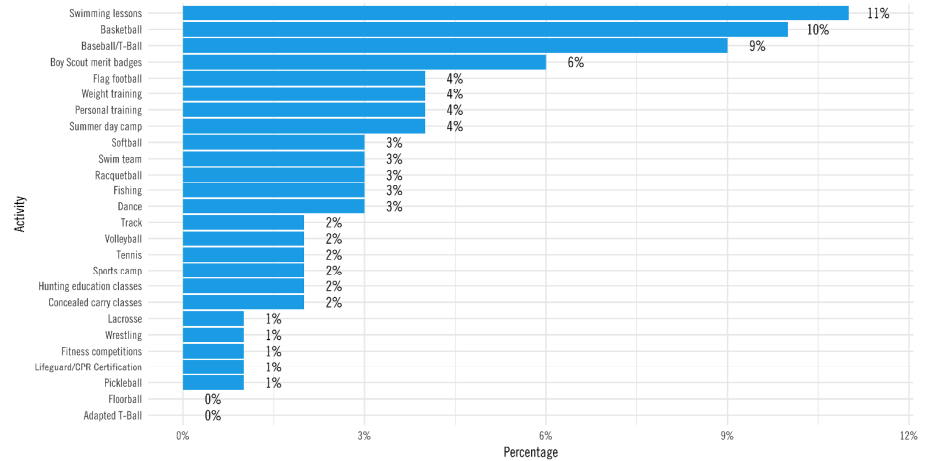
**Q** Have you or any members of your household participated in any Orem sports or recreation programs in the past 12 months?



## PROGRAM PARTICIPATION

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

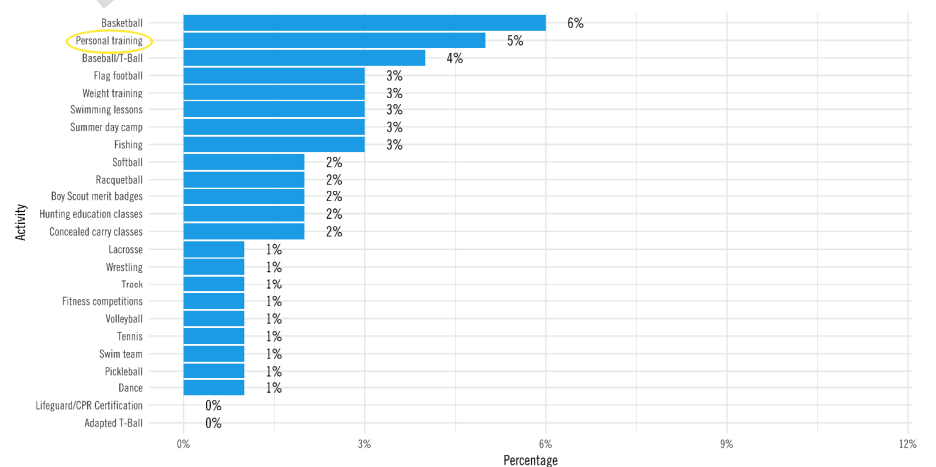
**Q** Which of the following Orem sports or recreation programs have you or members of your household participated in during the past 12 months? Select all that apply.



## 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.

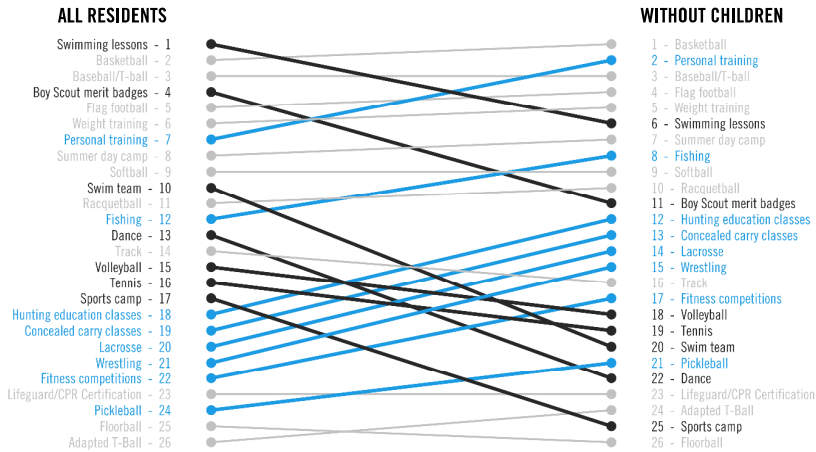
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# PROGRAM PARTICIPATION – NO CHILDREN IN HOME

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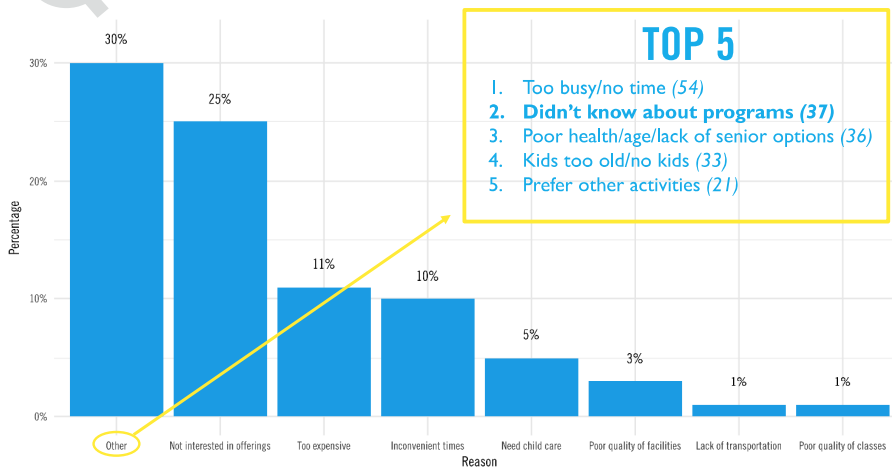


# OREM FITNESS CENTER

## 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.

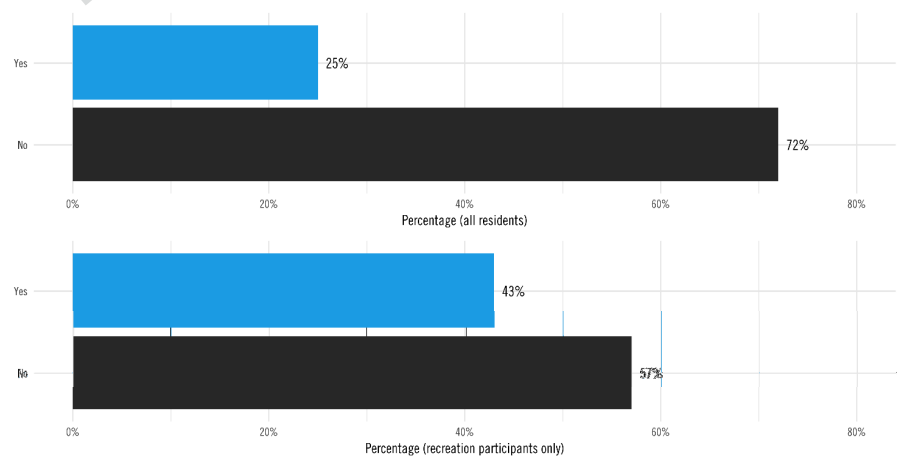
**Q** Which of the following reasons best explains why you do not participate in Orem City sports or recreation programs? Select up to three.



## 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.

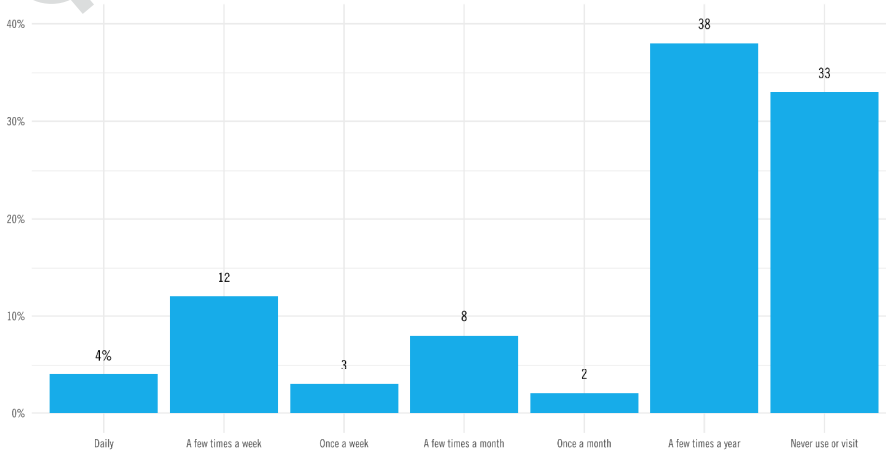
**Q** Do you have a pass to the Orem Fitness Center?



## 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.

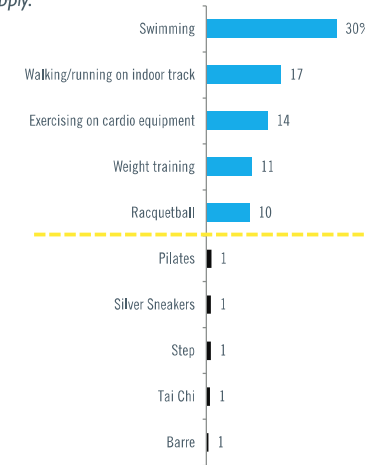
**Q** How often do you use the Orem Fitness Center?



## FITNESS CENTER ACTIVITIES

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

**Q** Which of the following activities do you do while at the Orem Fitness Center? Select all that apply.



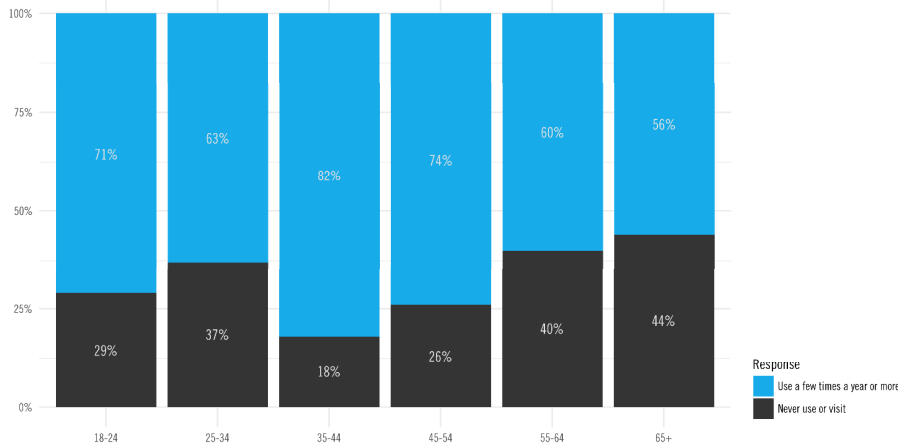
**TOP 5**

**BOTTOM 5**

## FITNESS CENTER USE BY AGE

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

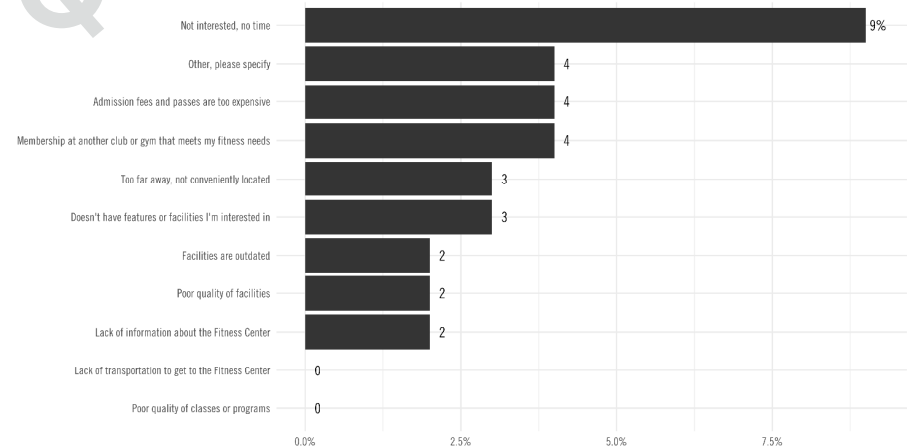
**Q** How often do you use the Orem Fitness Center?



## NON-FITNESS CENTER USERS

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

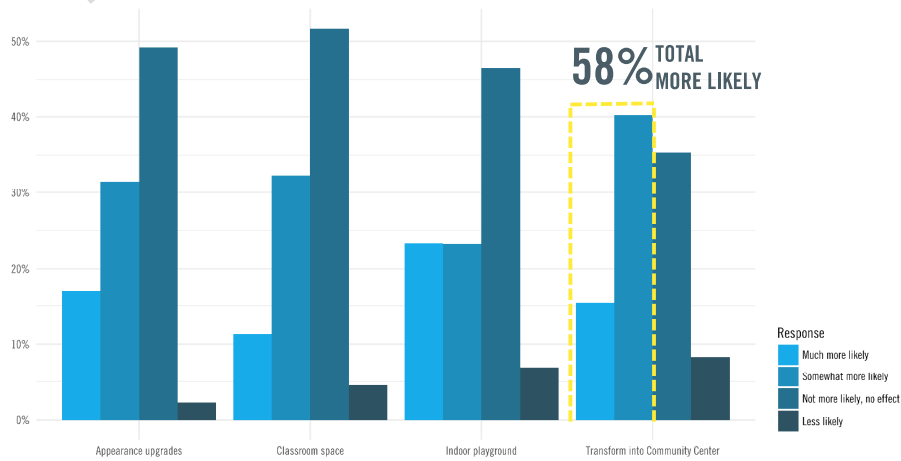
**Q** Which of the following reasons best explains why you do not use the Orem Fitness Center?



## 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.

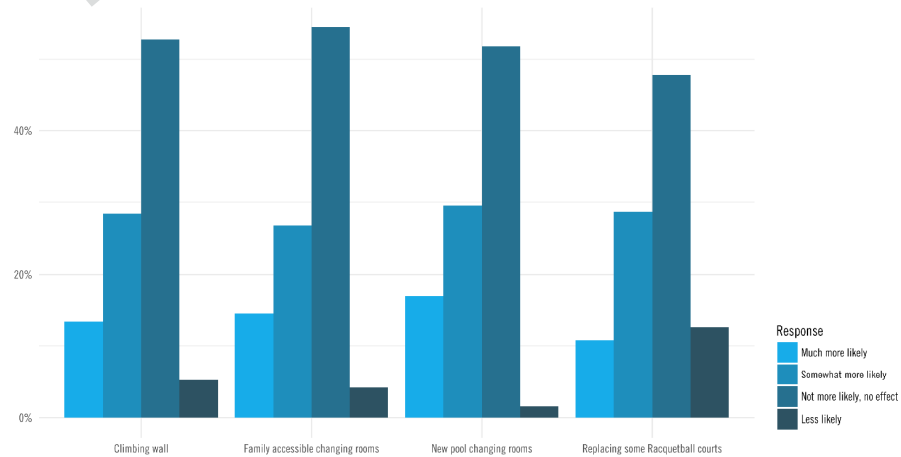
**Q** If you knew the City was planning to making the following upgrades to the Orem Fitness Center, how much more likely would you be to use or visit the Fitness Center?



## 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?

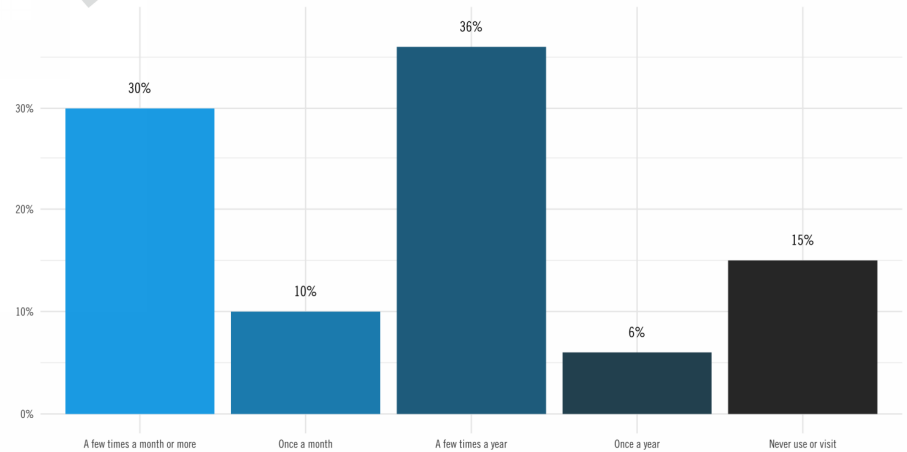


## CITY TRAIL USE

## OVERALL USAGE

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

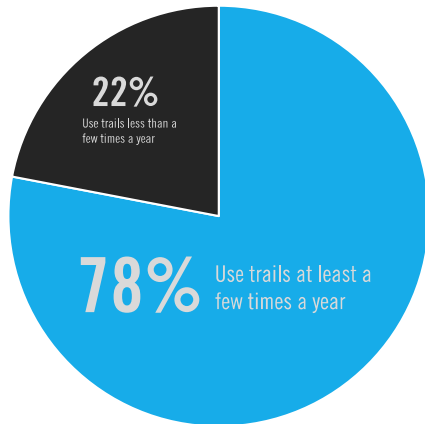
**Q** How often do you or members of your household use trails in Orem?



## 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.

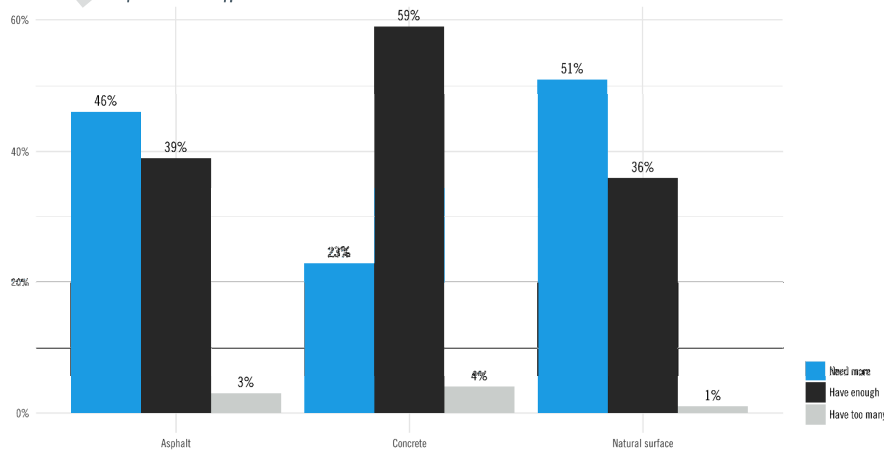
**Q** How often do you or members of your household use trails in Orem? [Among only those who utilize neither recreation programs nor the Orem Fitness Center]



## TRAIL TYPE PREFERENCE

Residents generally prefer more natural surface and asphalt trails.

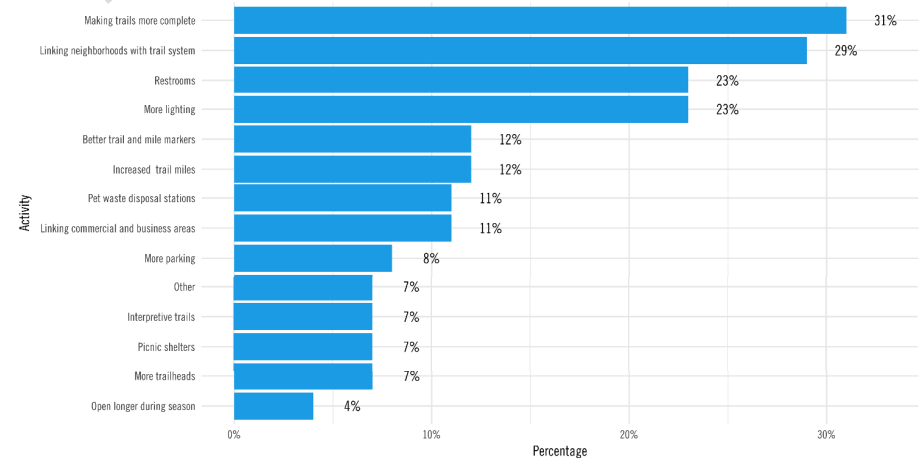
**Q** Please indicate whether you would like Orem to increase the number of each of the following types of trails in the city, or if you think the current number of each type of trails is sufficient.



## TRAIL IMPROVEMENTS

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

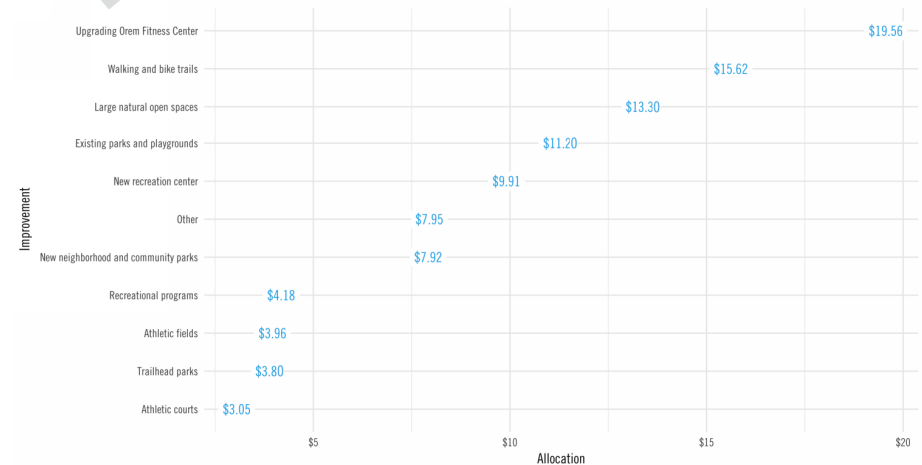
**Q** Which, if any, of the following improvements should be made to the trails in Orem? Select up to three.



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

# APPENDIX C: PUBLIC INPUT 2017 MASTER PLAN

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)



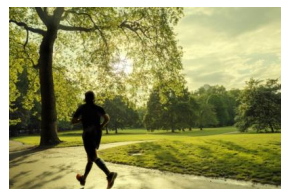
(score 82)



(score 84)



(score 82)



(score 82)



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(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. Ithica, 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 in 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](http://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.



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# 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 2<sup>nd</sup> 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 2<sup>nd</sup> 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.

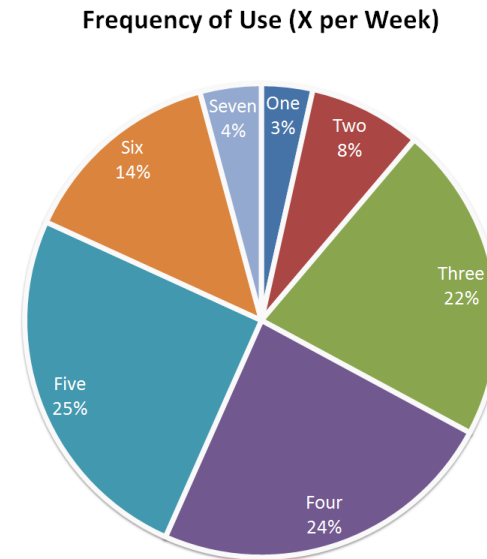
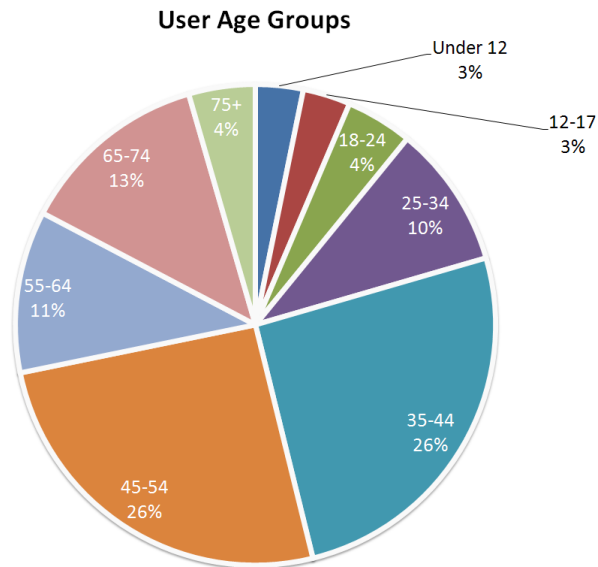
- Orem Fitness Center needs to be completely rebuilt. We would need to have a bond for that. \$4 million from the CARE tax is not enough to do an adequate upgrade to the existing building. That

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.

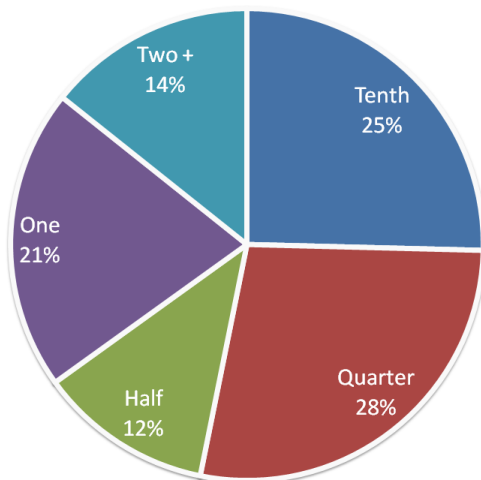
City Council needs to consider a complete rebuild with a bond and we need to get out and talk with the city residents. With a new beautiful facility we can attract people back who have left to use the Provo and Pleasant Grove rec centers and who have left for private gyms. We can attract more businesses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

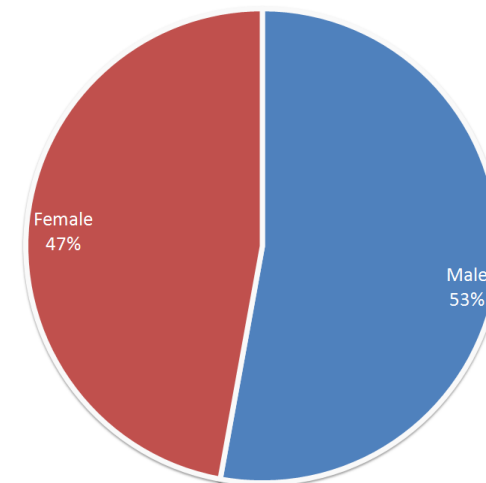
# APPENDIX D: MOUNTAINLAND ASSOCIATION OF GOVERNMENTS MURDOCK CANAL TRAIL SURVEY 2017

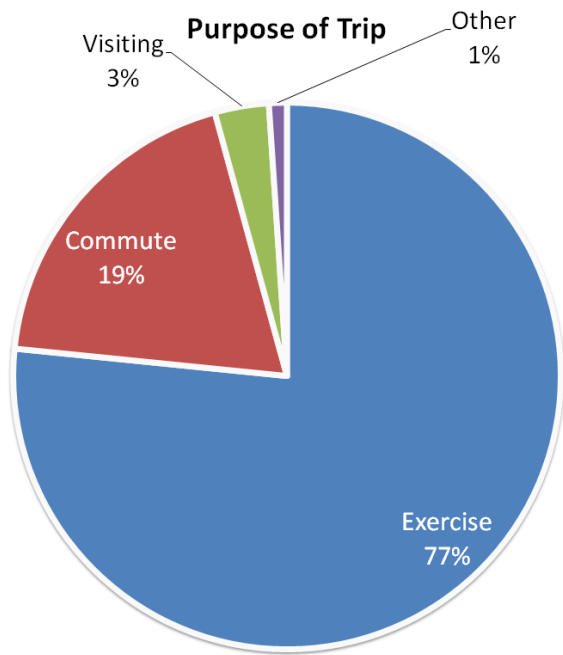
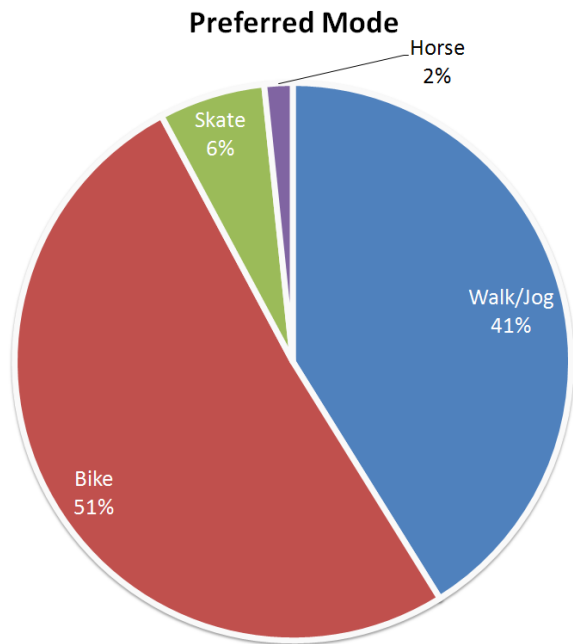


**Distance in Miles From Home to Trail**



**Gender**







### 3737-MCT 400 N Lindon

Period Analyzed: Saturday, October 01, 2016 to Saturday, December 31, 2016

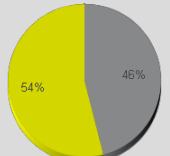




02/08/2017

### Key Figures

- Total Traffic for the Period Analyzed: 29,676
- Daily Average: 323  
Weekdays: 298 / Weekend days: 382
- Monthly Average: 9,818
- Busiest Day of the Week: Saturday
- Busiest Days of the Period Analyzed:
  - Saturday, October 08, 2016 (1,026)
  - Saturday, October 15, 2016 (929)
  - Saturday, October 22, 2016 (879)
- Distribution by Direction:
  - 3737\_IN: 54%
  - 3737\_OUT: 46%



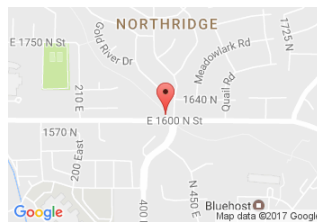
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### 3738-MCT 1600 N Orem

Period Analyzed: Saturday, October 01, 2016 to Saturday, December 31, 2016

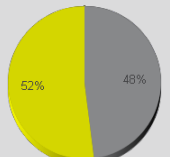




02/08/2017

### Key Figures

- Total Traffic for the Period Analyzed: 24,775
- Daily Average: 269  
Weekdays: 251 / Weekend days: 313
- Monthly Average: 8,197
- Busiest Day of the Week: Saturday
- Busiest Days of the Period Analyzed:
  - Saturday, October 08, 2016 (901)
  - Saturday, October 29, 2016 (879)
  - Saturday, October 22, 2016 (836)
- Distribution by Direction:
  - 3738\_IN: 52%
  - 3738\_OUT: 48%



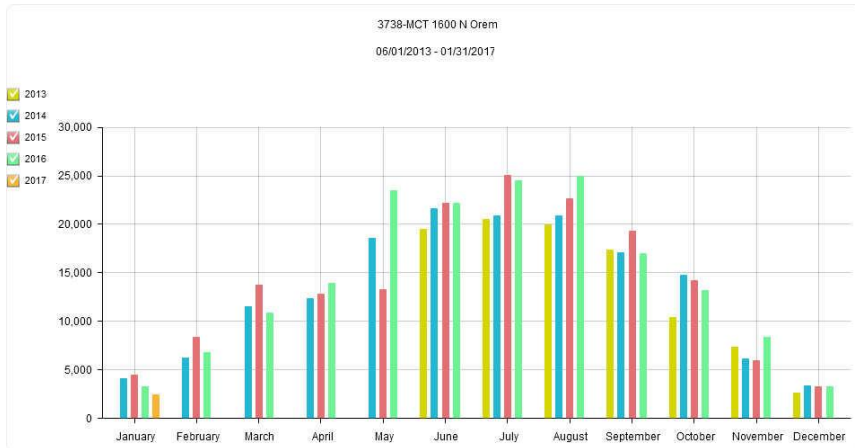
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02/08/2017

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# APPENDIX E: PREFERRED CONCEPT DESIGN FOR HILLCREST PARK



## OREM HILLCREST PARK CONCEPTUAL MASTER PLAN

- 1 Existing gym, kitchen & other portions are retained
- 2 Restrooms with controlled access from outside & inside
- 3 Courtyard with raised planters & flexible seating/ game tables
- 4 Parking lot (+/- 154 stalls total)
- 5 Landscape buffer with trees & planting beds
- 6 Well/pump house
- 7 Detention basin
- 8 Small pavilion with picnic table
- 9 Walking paths (+/- .75 miles)
- 10 Outdoor exercise stations (4 total)
- 11 Entry ramp & stairs from University Parkway Crossing
- 12 Natural playground
- 13 Pickleball courts (12 total)
- 14 Restroom
- 15 Large pavilion (50' x 30')
- 16 Pre-school age playground with shade sails
- 17 School age children's playground with shade sails
- 18 Nine-square courts (2 total)
- 19 Demonstration garden
- 20 Natural gas fire pit or gathering area with interactive art
- 21 Planting bed, typical
- 22 Open lawn, typical
- 23 Table tennis under medium pavilion (20' x 20')
- 24 Hammock/slack line hill
- 25 Pedestrian connection to stores to the west
- 26 Screened utility area
- 27 Turnaround/dumpster enclosure
- 28 Entry plaza/drop-off
- 29 Picnic table on concrete pad (2 total)
- 30 Bench on concrete pad, typical (36 total)
- 31 Splash Pad

### Design Concept

The newest portions of the existing school are retained, including the gym, stage and kitchen areas. New restrooms are added on the southeast corner of the building. Two large open lawn areas provide flexible play and gathering space. Perimeter pathways offer multiple options for circulating through the park and also provide access to exercise stations and small pavilions. A tot lot and playground for school age children flank new restrooms and a large pavilion to the east and a natural playground is located west of the structures. A splash pad is also located in this active area. Twelve pickleball courts and a demonstration garden offer two distinct activities in northwest corner of the park. A courtyard with flexible seating, raised planters and game tables connects the modified school building to the park. Other key features include a fire pit (or gathering area with interactive art), permanent nine-square courts and a hammock/slack line hill.

# APPENDIX F: 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.

# APPENDIX G: NET PROMOTER SCORE (NPS) SURVEY QUESTIONS & RESULTS

## Questions

1. On a scale of 1-10, how likely are you to recommend Orem Family Fitness Center to a friend?
2. What is the primary reason(s) for your answer above?

-----

Optional Questions: Demographics:

1. Select which of the following you, and those on your pass, currently use at the Fitness Center (select all that apply)
  - Group Fitness Classes
  - Downstairs functional fitness center
  - Upstairs fitness floor
  - Leisure Swimming
  - Fitness Swimming
  - Hot Tub & Sauna
  - Drop in Basketball
  - Other Drop-in Sports
  - Programs (dance, gymnastics, etc)
  - Other: (please specify)
2. Which best represents your current use of the Fitness Center:
  - Attending 4-6x times per week
  - Attending 2-3x time per week
  - Attending weekly
  - Attending monthly
  - Have not yet attended

3. Which option best represents your current membership at the Fitness Center:
- Individual Membership
  - Couple Membership
  - Family Membership
  - Senior Membership

### **Optional Questions: Follow Up**

Thank you for taking the time to share your feedback with the Orem Recreation department. Your participation will continue to help us set best practices for the facility.

If you would like to discuss your experience further, you may leave your contact information below and a staff will contact you to discuss any questions or feedback you may have.

1. Name
2. Phone (if preferred method of contact)
3. Email (if preferred method of contact)

### **NPS Succinct Report:**

Number of total feedback participants: 749 participants

NPS Score = 60.1

Top 3-5 Feedback Detractors:

1. Swimming pool hours and closures (closing until noon for classes)
2. Gap in Services for ages 9 to 13-year-olds
3. Staff being fully and properly trained ("Lack of organization and communication")
4. Water Microphones.

Top 3-5 Feedback Promoters:

1. Clean Facility
2. Windows/Natural Light
3. Classes/Programming

For the synthesis process, an NPS survey was sent out to all Orem Family Fitness Center membership holders. After receiving the feedback from the participants (749 participants) full-time management went through the feedback, creating our top demoters and promoters. For Enacting change, full-time management has access to viewing the NPS survey. Changes that have or are in the process of being made are based on the feedback that was received. Some of these changes (fixes) consist of The installment of aquatic benches on the pool deck, The removal of teen lounge gaming rental fees (now free with ID), The newly added tween involvement (13 to 14-year-old weight training program, family track time, and family nights, etc.), Changes have been made to the wifi allowing it to be user-friendly, etc. plus projects that are still in progress of being changed to fitting the needs and wants of the patrons.

## APPENDIX H: CITIZEN CONCEPT FOR "OREM VIEW PARK"

Dear Mr. Price:

Here is the map of the area that would be a great park for so many people that live in Orem, and visitors that come to Orem.

The trail has always been used by hundreds of people; until the police put up the fence to block it off. No one seems to know who gave them permission to do it. They already have plenty of room to shoot their guns.

A good name for the park could be "Orem View Park;" because it has the best view of Orem, the lake, and so many Temples.

This could be a blessing to all of Orem, and a life saver to many that use the trail to go for a walk into the mountain.

P.S.  
Thanks for  
all you do for  
Orem!

27 April 2021



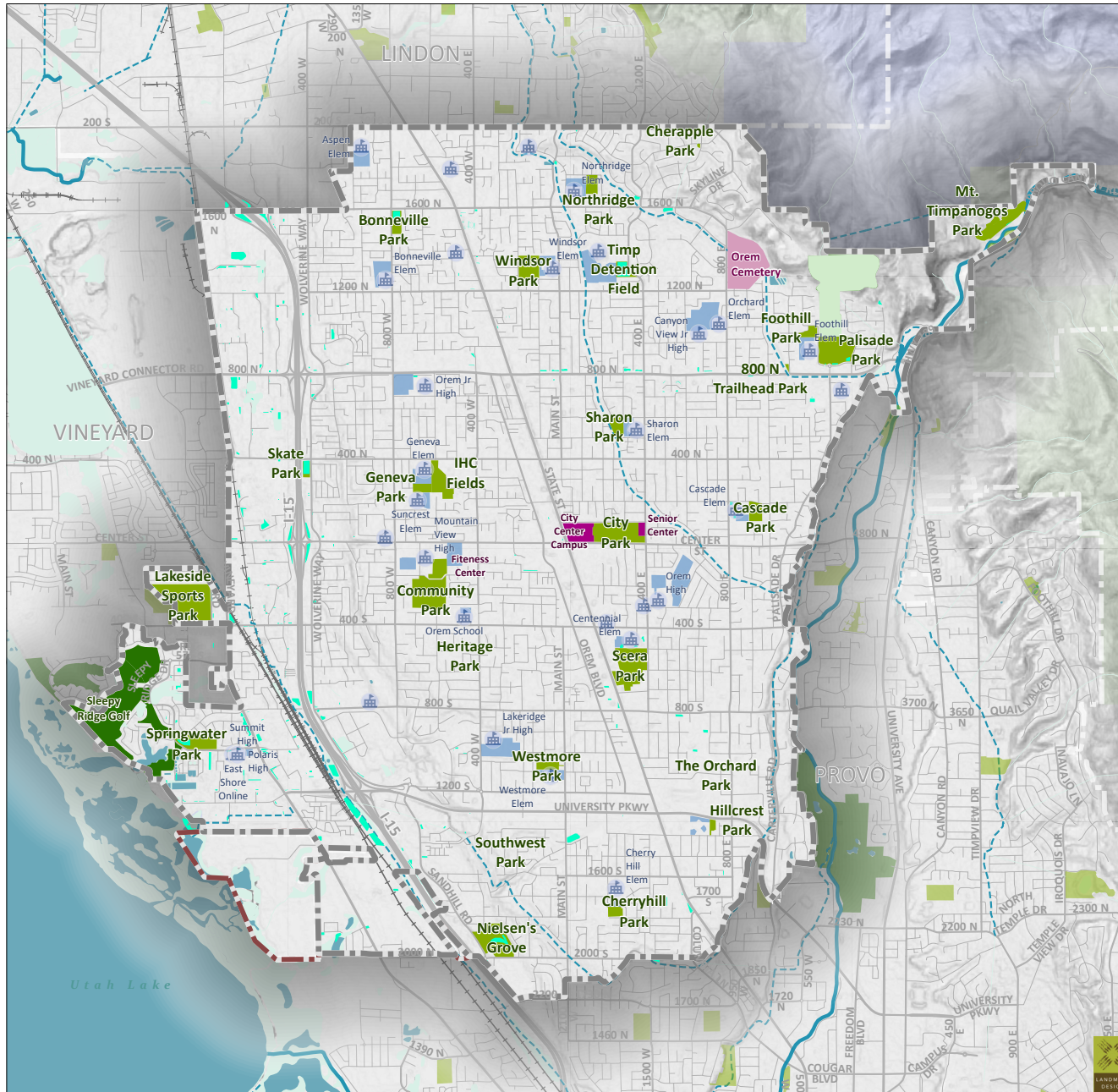


# APPENDIX I: CITY DETENTION BASINS



## PARK, RECREATION, TRAILS AND OPEN SPACE MASTER PLAN

### Map 7: Detention Basins



- Detention Basins
- Existing Public Park
- Existing Public Park in Partnership
- Other City Facilities
- Existing Cemetery
- Existing Public Golf Course
- Existing Private Park
- Existing Private Golf Course
- Park in Other Community
- School Field
- Utah Dept of Natural Resources
- USFS
- Schools
- + Railroad
- Waterbody
- Wetlands
- Provo River
- Intermittent Stream
- - - Canal/Ditch
- City Boundary
- Annexation Area
- Other Municipal Boundaries



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