



BLUFFDALE
EST. 1848

*parks, open
space, recreation,
and trails*

.....

MASTER PLAN
2025

CITY OF BLUFFDALE, UTAH

ORDINANCE NO. 2025-21

AN ORDINANCE ADOPTING THE CITY OF BLUFFDALE PARKS, OPEN SPACE, RECREATION, AND TRAILS PLAN AS AN ELEMENT OF THE CITY OF BLUFFDALE GENERAL PLAN

WHEREAS the City of Bluffdale adopted the current City of Bluffdale General Plan on June 8, 2022;

WHEREAS the General Plan identifies parks, open space, recreation and trails as vital elements of the community and recommended that a city-wide master plan be adopted as part of the General Plan;

WHEREAS the Planning Commission has reviewed and made a recommendation to the City Council concerning the proposed changes to the General Plan pursuant to the Bluffdale City Code and the Utah State Code, and the City Council has found the proposed amendment to the General Plan to be warranted and not detrimental to the public health, welfare and safety of the City of Bluffdale;

WHEREAS the proposed amendment to the General Plan set forth herein has been reviewed by the Planning Commission and the City Council, and all appropriate public hearings have been held in accordance with Utah law to obtain public comment.

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

Section 1. Adoption of General Plan. Ordinance 2025-21 is hereby adopted, the attached Parks, Open Space, Recreation, and Trails Plan (Exhibit A) is hereby adopted in its entirety as an element of the official General Plan of the City of Bluffdale.

Section 2. Amendment of Conflicting Ordinances. If any ordinances, resolutions, policies, or zoning maps of the City, heretofore adopted, are inconsistent herewith they are hereby amended to comply with the provisions hereof. If they cannot be amended to comply with the provisions hereof, they are hereby repealed.

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

Section 4. Effective Date. This Ordinance shall become effective immediately upon publication or posting as required by law.

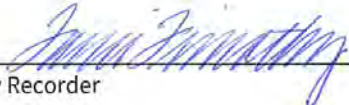
PASSED AND APPROVED: September 10, 2025

CITY OF BLUFFDALE


Mayor Natalie C. Hall

ATTEST:

[seal]


City Recorder



Voting by the City Council:

Yes No Absent

Councilmember Aston	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Councilmember Austin	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Councilmember Crockett	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Councilmember Lord	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Councilmember Wilding	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Mayor Hall (tie only)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

acknowledgments

The following individuals contributed to the *Bluffdale City Parks, Open Space, Recreation, and Trails Master Plan (2025)*.

Adopted September 10, 2025 by the Bluffdale City Council.

BLUFFDALE CITY COUNCIL

- Natalie Hall - Mayor
- Wendy Aston - Council Member
- Steve Austin - Council Member
- Traci Crockett - Council Member
- Alan Lord - Council Member
- Greg Wilding - Council Member

PLANNING COMMISSION

- Debbie Cragun - Chair
- Erik Swanson - Vice Chair
- Ulises Flynn - Member
- Tina Griffis - Member
- Kory Luker - Member
- Michael Kraupp - Alternate

ADVISORY COMMITTEE

- Wendy Aston - City Council
- Grant Crowell - Community and Economic Development Director
- Tina Griffis - Planning Commission
- Skyler Killian - Recreation Coordinator
- Shane Paddock - Public Works Director
- Jennifer Robison - Public Works Manager - Parks and Recreation
- Evan Wright - Parks Superintendent

CITY STAFF

- Jennifer Robison - Public Works Manager - Parks and Recreation
- Grant Crowell - Community and Economic Development Director

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- Lisa Benson, AICP, PLA, ASLA, LEED GA, SITES AP - Project Manager/ Senior Planner
- Aubrey Larsen - Landscape Designer/ Planner
- Corinne Bahr - Landscape Designer/ Planner

LRB Public Finance Advisors

- Fred Philpot - Vice President
- Logan Loftis - Analyst

Y2 Analytics

- Kyrene Gibb - Partner, Vice President of Research
- Emily Schill - Director of Research
- Ethan Meldrum - Data Analyst



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*executive
summary*



CHAPTER HIGHLIGHTS

The *Bluffdale City Parks, Open Space, Recreation, and Trails Master Plan (2025)* is based on detailed analysis and current community needs and desires coordinated with recent, relevant, long-range planning documents. The plan provides extensive information, recommendations, vision, and priorities for parks, open space, recreation, and trail systems for the next ten years and beyond.

A brief summary of the plan follows.

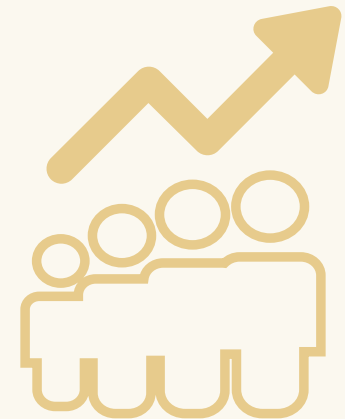


CHAPTER 1 – INTRODUCTION

1

BLUFFDALE IS...

- Projected to grow to approximately 32,000 people by the year 2050 (an increase of 68%)
- A relatively young community (31.2 median age)
- A community with larger average households compared to neighboring communities and the state (3.3 persons per household)
- A community with a high average median income compared to neighboring communities and the state (\$122,879 average annual income)





CHAPTER 2 – COMMUNITY ENGAGEMENT

2

ENGAGEMENT METHODS:

- Direct Outreach at the annual “Love Where You Live” Fair 2023
- Community Survey
- Website and Social Pinpoint
- Advisory Committee
- Focus Groups
- Draft Plan Review

FINDINGS:

- Use of recreation amenities is high - residents prefer parks and trails that are close to home.
- The majority of residents are interested in having a community recreation center.
- Residents also want more recreation programs, trails, natural open spaces, and improvements to trails and parks.



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CHAPTER 3 – PARKS AND OPEN SPACE



EXISTING LEVEL OF SERVICE



FUTURE LEVEL OF SERVICE



TOP RECOMMENDATIONS

- Maintain park Level of Service (LOS) of 4.0 acres per 1,000 residents in the future to meet park needs while addressing other recreation demands.
- Acquire and develop 28.0 acres of park land to fill gaps and meet LOS needs by 2034.
- Acquire and develop an additional 8.0 acres of park land between 2034 and 2050 to meet LOS needs by 2050.
- Bring existing parks up to the recommended standards.
- Meet amenity LOS recommendations.
- Consider additional improvements requested by the community once key system needs are addressed.
- Develop and implement a comprehensive wayfinding and park, recreation, and trail signage master plan.
- Conduct a Park System Inventory and Conditions Assessment.
- Develop an Accessibility Strategic Action Plan.
- Acquire additional public open space as opportunities arise.

LEVEL OF SERVICE (LOS) RATIO

(Park Acres / Population*) x 1,000

*Based on General Plan projections



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CHAPTER 4 – RECREATION



KEY OBSERVATIONS

- 45% of residents feel there are not enough recreational opportunities in Bluffdale, with 83% interested in a recreation center.
- The City should seek partnerships with Salt Lake County, Jordan School District, and others for major facilities like a recreation/community center, sports complex, and indoor fieldhouse.
- Residents desire expanded recreational programs, including youth soccer, baseball, basketball, swimming, and adult pickleball.
- There is interest in providing adaptive recreation programs that are accessible for users of all abilities.

TOP RECOMMENDATIONS

- Continue to work with community partners for the development of large recreation facilities and diverse programming opportunities.
- Conduct additional studies for potential future facilities such as a recreation center/community center, sports complex, and indoor fieldhouse.
- Continue to expand recreation and cultural programs offered by the City.



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CHAPTER 5 – TRAILS

EXISTING TRAILS	MILES
Regional Trails	2.5
Local Trails	10.5
TOTAL EXISTING TRAILS	18.0
PROPOSED TRAILS	MILES
Regional Trails	19.4
Local Trails	14.9
TOTAL PROPOSED TRAILS	34.3
TOTAL EXISTING AND PROPOSED TRAILS	52.3

TOP RECOMMENDATIONS

- Secure trail alignments and easements as opportunities arise.
- Develop the proposed trail network, with a priority on regional trail connections and filling gaps in trails on the west side of the City.
- Develop proposed trailheads as the trail network is implemented.
- Develop the planned and proposed trail crossings.
- Create and implement a comprehensive wayfinding and signage master plan.





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CHAPTER 6 – IMPLEMENTATION

Item	Probable Cost
Probable costs to acquire new park land and develop planned and proposed parks through build-out	\$32,187,500
Probable costs for recreation studies	\$200,000
Probable costs for trails and trailhead improvements through build-out	\$49,477,500
Wayfinding and signage master plan (for entire parks, recreation, and trails system)	\$50,000
Wayfinding and signage installation (for entire parks, recreation, and trails system)	\$200,000
Accessibility Strategic Action Plan (for entire parks, recreation, and trails system)	\$30,000
GRAND TOTAL	\$82,145,000

TOP RECOMMENDATIONS

- Implement the suggested improvements contained in the Action Plan in Chapter 6 according to the recommended schedule.
- Explore the various funding opportunities described in this plan and elsewhere.
- Acquire park land needed to fill gaps and meet LOS needs as soon as possible to avoid escalating land costs. Note: All costs assume \$400,000 per acre acquisition cost and \$450,000 per acre development cost.

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CHAPTER 7 – FINANCIAL SUSTAINABILITY

TOP RECOMMENDATIONS

- Evaluate the General Fund annually to ensure revenue sufficiency.
- Continue to refine systems that help measure cost recovery goals and anticipate potential shortfalls.
- Evaluate the General Fund annually relative to:
 - Parks and recreation programs and services that have low cost recovery, are not core services, have a low demand or that other service providers are providing more effectively.
- Establish potential parks and recreation program user fee policies to help offset the cost of recreation services.
- Establish property tax increase policies to help offset the cost of recreation services.
- Use bonding strategically to amortize major capital improvements over longer periods of time, thus avoiding large expenditures in specific years.
- Identify strategies that allow for a reasonable surplus (fund balance) to accumulate provide for unavoidable shortfalls in revenues.
- Consider the financial feasibility and long-term operations needs prior to design or construction of any new facility.
- Continue to prioritize and implement CIP investments.
- Reduce the cost of outdoor facility maintenance and make improvements to existing facilities.
- Increase focused marketing and communication efforts to increase participation rates and user fee revenue.



1

introduction

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PURPOSE AND USE OF THE PLAN



The *Bluffdale City Parks, Open Space, Recreation, and Trails Master Plan (2025)* is an essential policy document. It provides clear direction to help the City make informed decisions and investments toward the acquisition, development, and maintenance of park, open space, trail, recreation facilities, and programs. Having a comprehensive and up-to-date master plan allows the City to keep pace with rapidly changing needs, demands and desires.

The master plan provides a clear vision for the park, open space, recreation and trail system through the next ten years to build-out in 2050. It is anchored with planning level cost projections necessary to help meet existing and future needs.

The master plan concludes with clear policy guidance and specific actions that ensure the City can keep pace with change and demand as the community grows.

ORGANIZATION OF THE PLAN

The plan is organized into seven chapters, as described below.

CHAPTER 1 - INTRODUCTION

Describes the purpose and organization of the plan and relationships with other planning documents. Summarizes local demographics, including future projections and needs.

CHAPTER 2 - COMMUNITY ENGAGEMENT

Describes the planning process, summarizes feedback and issues identified during the public involvement process, and verifies the planning vision.

CHAPTER 3 - PARKS AND OPEN SPACE

Examines existing parks and open space amenities in the City and also assesses existing and future park and open space needs using Level of Service (LOS) and distribution analyses. Assesses park standards and recommends strategies to meet community needs.

CHAPTER 4 - RECREATION

Investigates recreation facilities and programming in the community.

CHAPTER 5 - TRAILS

Addresses the recreational trail network of the City.

CHAPTER 6 - IMPLEMENTATION

Summarizes key recommendations and priorities, translating them into probable cost budgets necessary for meeting needs during the next ten years and beyond. Includes an action plan with prioritized implementation measures.

CHAPTER 7 - FINANCIAL SUSTAINABILITY

Provides a financial analysis for funding the maintenance and improvement of the parks and recreation system, programs, and services.

COORDINATION WITH OTHER PLANNING DOCUMENTS



SALT LAKE COUNTY PARKS AND RECREATION MASTER PLAN (2025)

Set to be completed in 2025, the *Salt Lake County Parks and Recreation Master Plan* is a guiding document for developing parks, trails, open space, and recreation facilities in the Salt Lake Valley. The plan provides county-wide recommendations as well as guidance for the region's unique planning areas. Located within the Southwest Planning Area, Bluffdale shares regional challenges and opportunities with Copperton Township and the cities of Herriman, Riverton, and South Jordan. According to the plan, the Southwest region has a significant concentration of residents under age 30, and the fastest growing population in the county.

BLUFFDALE CITY GENERAL PLAN (2022)

The General Plan outlines a path toward enhanced outdoor recreation opportunities, while preserving the open spaces and sensitive lands that make Bluffdale unique. Key parks, open space, and trails goals include:

- *Creating a parks and trails system that provides outstanding active and passive gathering and recreation opportunities.*
- *Designing and developing a comprehensive trails system that effectively meets the needs of a wide range of trail users.*
- *Protecting and improving existing parks, open space, and trails through the establishment of a comprehensive plan allocating adequate funds for operation and maintenance.*

BLUFFDALE TRANSPORTATION PLAN UPDATE (2017, 2020, AND ONGOING)

The *Bluffdale Transportation Plan*, adopted in 2017 and updated in 2020, is a guiding document to help the City to achieve its goal of promoting transportation solutions that are safe and productive. While the plan focuses on vehicle and transit modes, it also addresses active transportation, which includes walking and biking. The underlying theme of the plan is “connection”, and acknowledges the important role that local and regional trail network connections will play toward the establishment of the future transportation system.

The City is in the process of updating the Transportation Master Plan.

BLUFFDALE ACTIVE TRANSPORTATION PLAN (ONGOING)

Through a Transportation and Land Use Connection (TLC) Grant, the City is developing its first stand-alone Active Transportation Plan (ATP). The ATP is closely related to the trails element in this master plan and planning efforts between the two projects have been closely coordinated.

WASATCH FRONT REGIONAL TRANSPORTATION PLAN (RTP) 2030-2050

This plan lays out the transportation vision for the WFRC planning area, which stretches from the south end of Salt Lake County to Brigham City in the north and includes Bluffdale City. The plan addresses the full range of modes of transportation, and supports several proposed active transportation projects in Bluffdale that focus on shared use paths, bike lanes, and new/improved crossings as part of the comprehensive regional trail network.

BLUFFDALE IMPACT FEE FACILITY PLAN AND IMPACT FEE FACILITY PLAN/ IMPACT FEE ANALYSIS (IFFP/ IFA) (2020)

The *Impact Fee Facility Plan/ Impact Fee Analysis* identifies the process by which the City impact fees — including those for park and recreation facilities — are levied. Based on the 2020 demand and Levels of Service (LOS), the IFFP/ IFA recommends the allocation of \$25.6 million toward new parks, trails, and recreation improvements to meet demand over the ensuing period (2030).

BLUEPRINT JORDAN RIVER (2022)

The *Blueprint Jordan River* presents the regional vision for the Jordan River Corridor, which passes through the length of the City. The goals and recommendations contained in the plan balance considerations for habitat and water quality functions with recreation opportunities, public safety, and appropriate river-oriented development.

BLUFFDALE CITY PROFILE

REGIONAL CONTEXT

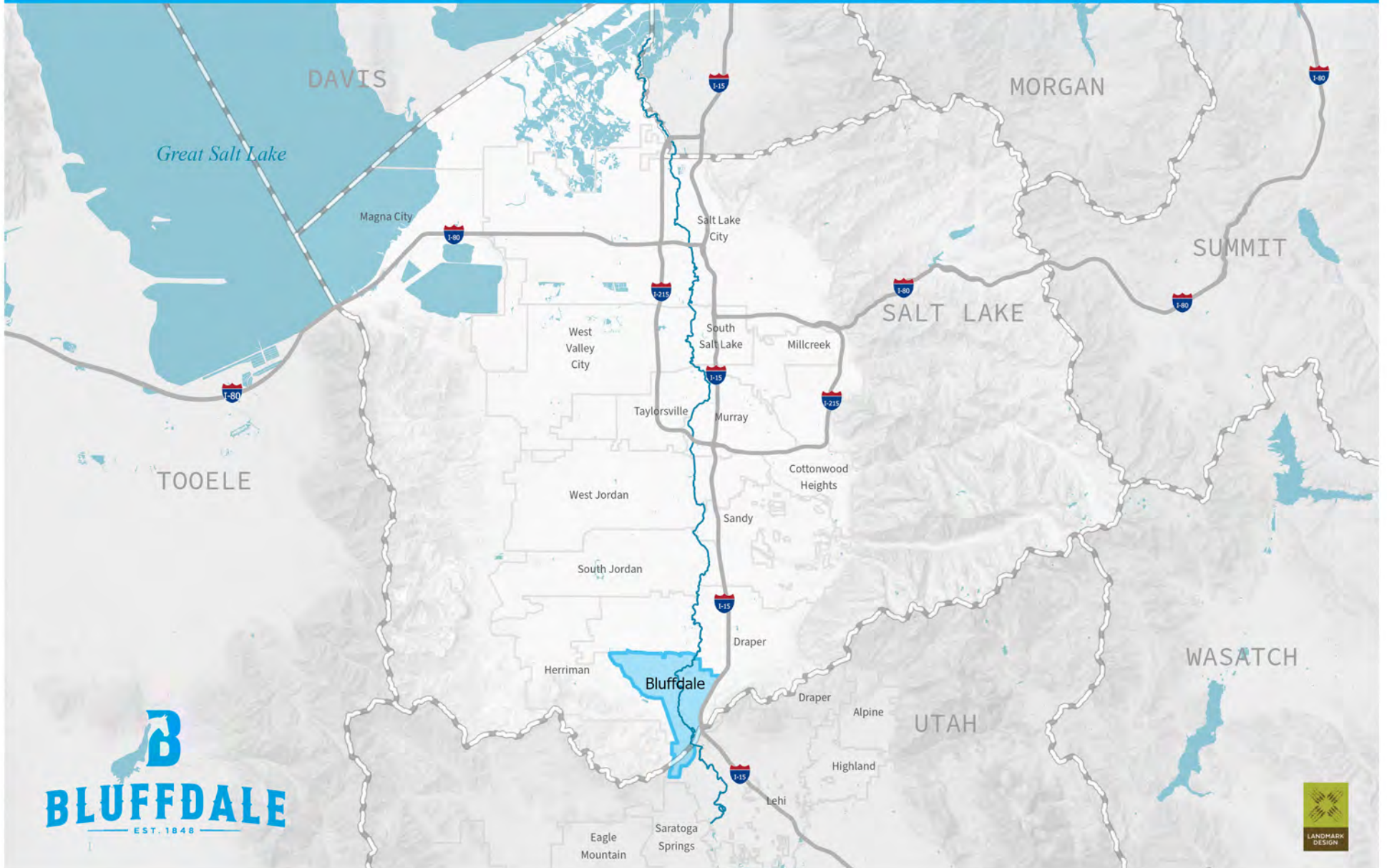
As illustrated on **Map 1.1**, Bluffdale extends along the Interstate 15 (I-15) corridor, sharing borders with Herriman to the west, Riverton to the north, Draper to the east, and Lehi (Utah County) to the south. Open spaces, dramatic views of the Wasatch and Oquirrh mountain ranges, and a significant stretch of the Jordan River make Bluffdale an attractive place to live, work, and play.



Bluffdale is characterized by views of the mountains, open spaces, trails, agricultural land uses, and predominately single-family homes.

Parks, Open Space, Recreation, and Trails Master Plan (2024)

Map 1.1 | City Profile: Regional Context



DEMOGRAPHIC PROFILE

A clear understanding of the current population and household characteristics in Bluffdale is essential for determining the current and future needs for public parks, trails, and recreation facilities and programs (see **Figure 1.1**). The following pages summarize the essential characteristics for assessing parks and recreation systems need in the City.¹



¹ Demographic information was obtained from the Bluffdale City General Plan (2020) and supplemented with information from the U.S. Census Bureau and 2021 American Community Survey 5-year estimates.

FIGURE 1.1 - CENSUS SNAPSHOT (2023)



POPULATION (2024)

Total Population

19,012



INCOME

Median Household Income

\$122,879



EDUCATION

Bachelor's Degree or Higher

38.2%



AGE

Median Age

31.2



HOUSING

Total Housing Units

4,947



HEALTH

Without Health Care Coverage

3.3%



FAMILIES & LIVING ARRANGEMENTS

Total Households

5,483



RACE & ETHNICITY

Hispanic or Latino (of any race)

6.3%



EMPLOYMENT

Employment Rate

77.7%

POPULATION

Bluffdale is a rapidly growing small city, home to many families with young children. The City’s population has increased by 8.4% annually on average over the past decade, representing a population change of 150.7% since 2010, with an estimated 2024 population of 19,012. Over the next 30 years, the average annual population growth rate is expected to decline to 2.1%, with the total population reaching 32,000 people by the year 2050 (see **Figure 1.2** and **Figure 1.3**). **Map 1.2** and **Map 1.3** illustrate the 2020 population density in the City and the locations of existing and future residential areas, both of which are helpful for allocating park and recreation system resources.

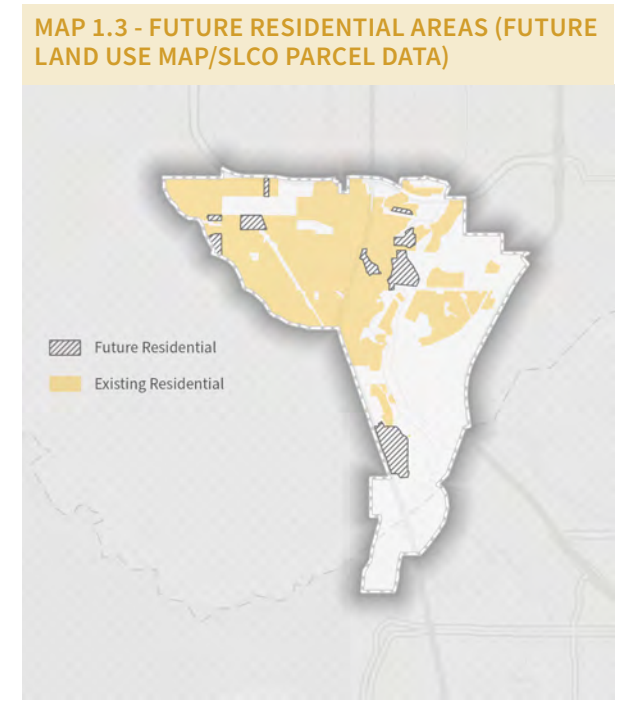
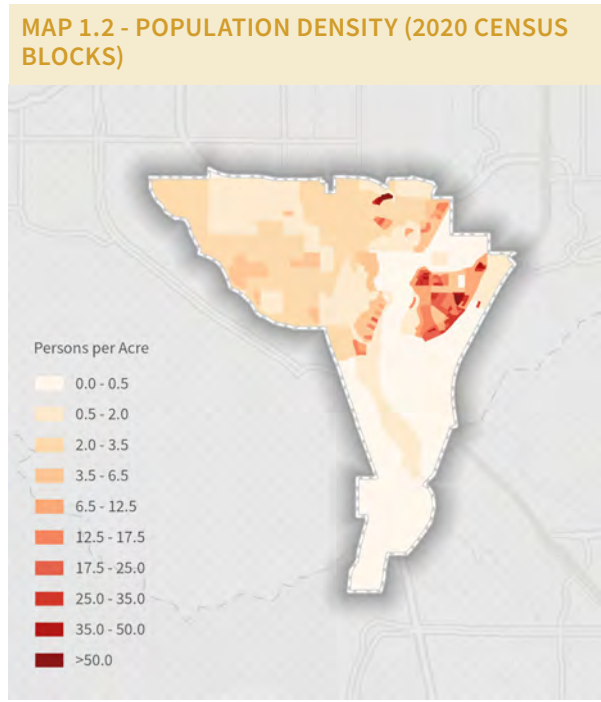


FIGURE 1.2 - AVERAGE ANNUAL GROWTH RATE COMPARISON (2010-2020)

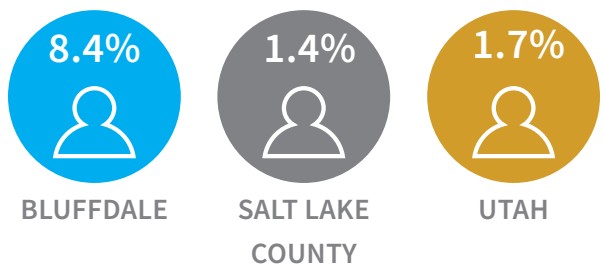
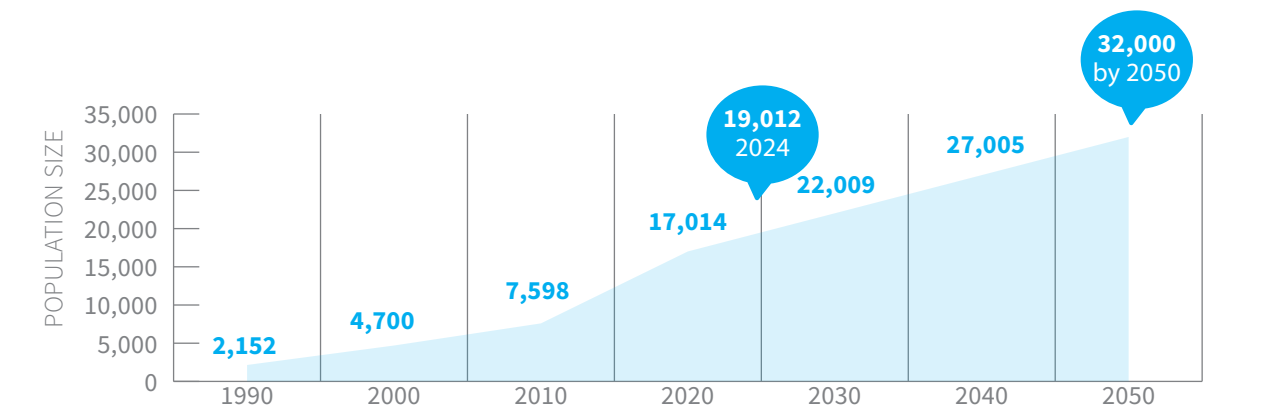


FIGURE 1.3 - PROJECTED POPULATION GROWTH



AGE

Bluffdale is a relatively young community. It has a lower median age, more children under the age of 19, and fewer seniors than the state and county on average. Bluffdale’s children are younger than those in other communities, and the percentage of residents under age 18 has gradually increased over time. In contrast, the median age has also gradually increased since 1990 (see **Figure 1.5 - Figure 1.6** and **Map 1.4**).

FIGURE 1.4 - MEDIAN AGE COMPARISON (2023)

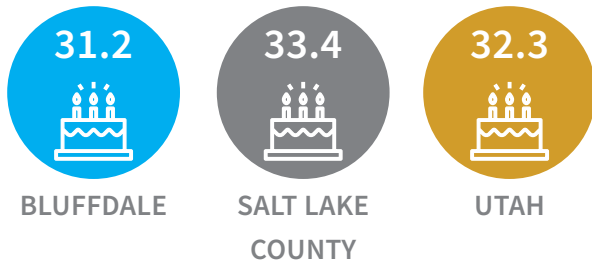
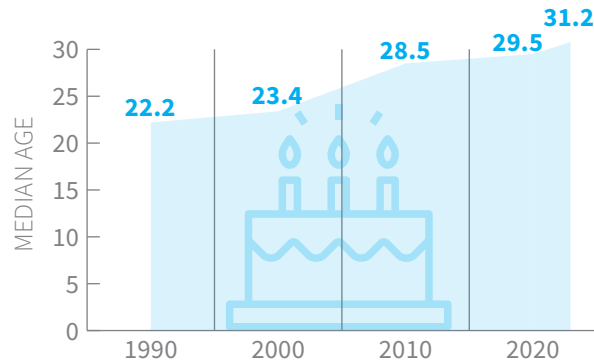


FIGURE 1.5 - MEDIAN AGE OVER TIME



MAP 1.4 - PERCENT OF PEOPLE OVER AGE 18 (2020)

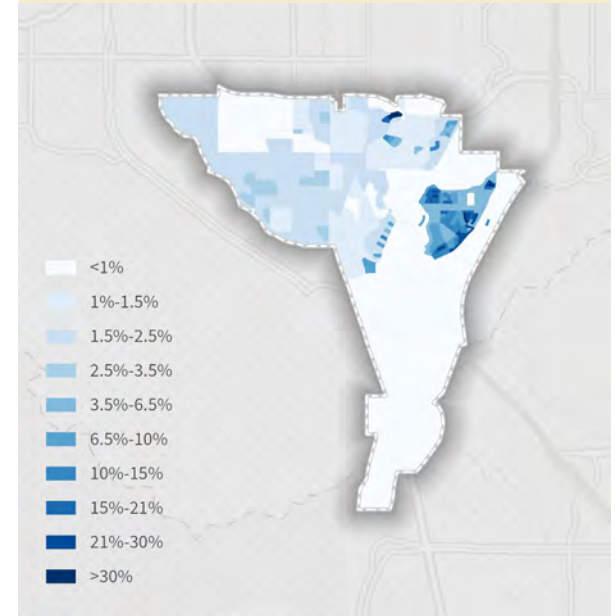
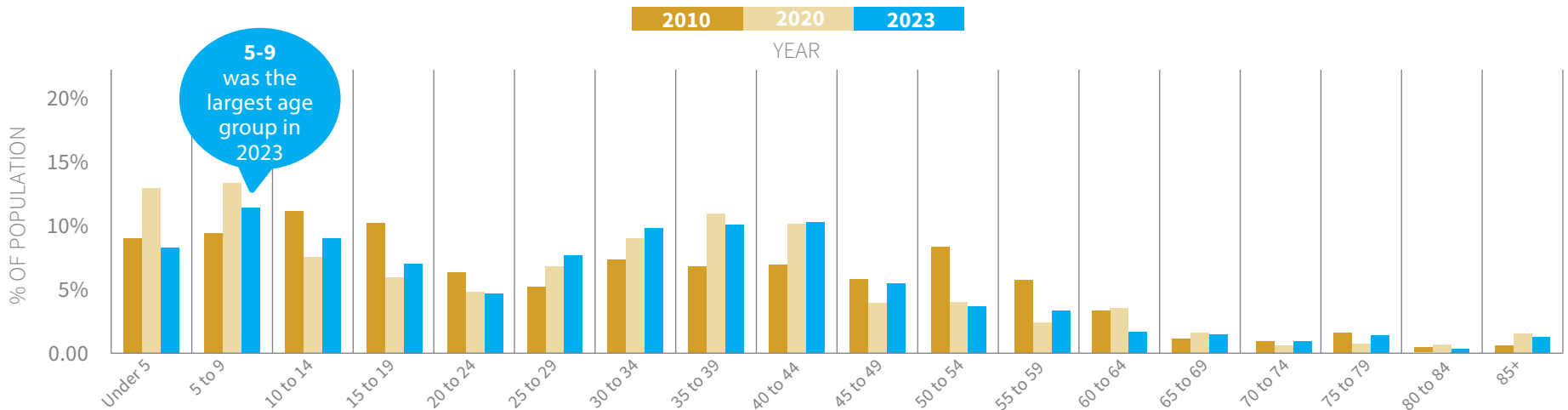


FIGURE 1.6 - AGE DISTRIBUTION OVER TIME



HOUSEHOLD SIZE

The average 3.3-person household size in Bluffdale is significantly larger than the state and county (Figure 1.7). This indicates both younger and larger families than the surrounding areas. Future regional projections suggest that currently developed and maturing communities will experience a decline in median household size while younger communities that are experiencing new growth, such as Bluffdale, may experience slight increases in median household size during the 2050 growth period (Figure 1.8).

FIGURE 1.7 - AVERAGE HOUSEHOLD SIZE COMPARISON (2023)

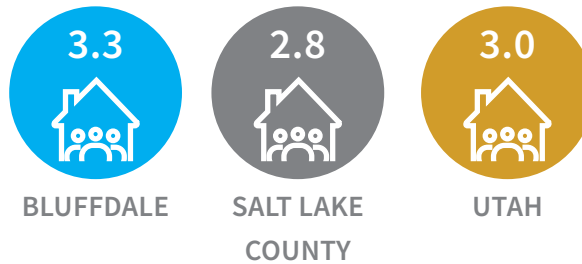
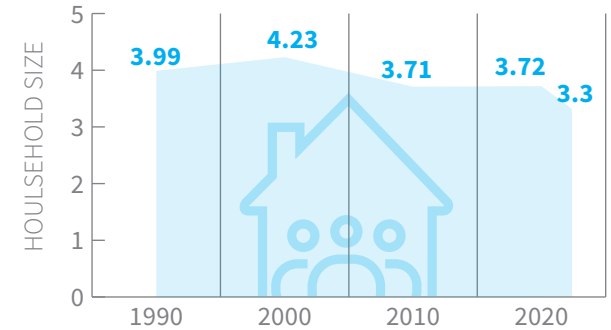


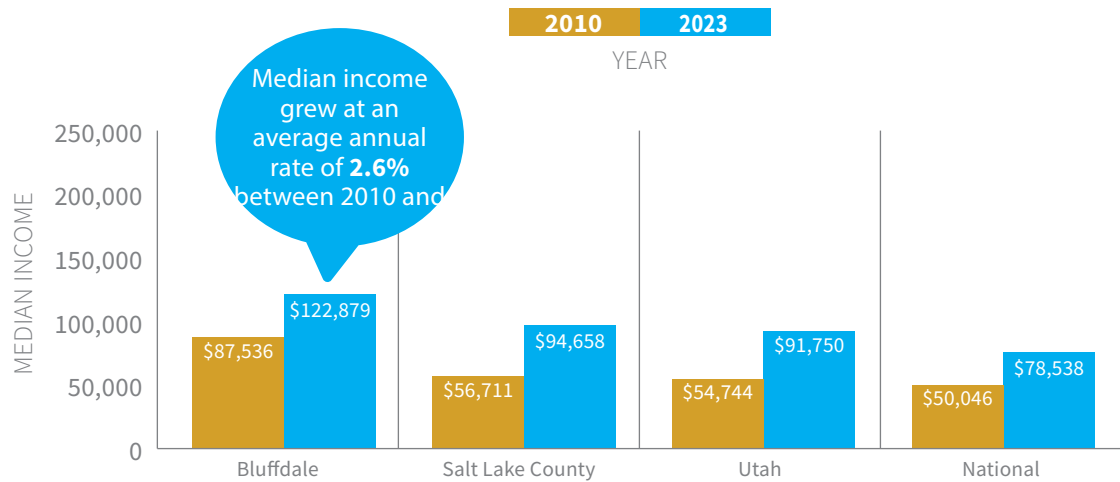
FIGURE 1.8 - AVERAGE HOUSEHOLD SIZE OVER TIME



MEDIAN INCOME

The median household income in Bluffdale increased from \$87,536 to \$122,879 between 2010 and 2023 representing a total increase of 40% and an average annual growth rate of 2.6%. Compared to the county, state, and nation as a whole, Bluffdale has a significantly higher median income which will likely influence demand for amenities and services, including park and recreational facilities and programming (Figure 1.9).

FIGURE 1.9 - MEDIAN HOUSEHOLD INCOME COMPARISON





DEMOGRAPHIC SUMMARY

The City of Bluffdale has grown rapidly over the past 20 years and is anticipated to add approximately 15,000 residents by 2050, nearly doubling the population. The City has a young population and large household size, yet the overall population is aging at the same time. These characteristics suggest that the needs of youth and younger families will continue to dominate parks and recreation demands for the next generation and possibly beyond, although the City should maintain a balanced approach to meeting future needs that also addresses the needs of the maturing population.

RECENT ACCOMPLISHMENTS

The parks, trails, and recreation system in Bluffdale has expanded since the last master plan was adopted in 2015. New parks and trails have been completed, and a recreation program was recently launched to serve residents in the community. Projects completed by the City and its partners since the completion of the last parks master plan are summarized below.

PARKS

Property Acquisition

- Day Ranch Park (19.4 acres)
- Vintage Park (5.6 acres)
- Crump Hollow (3.72 acres)
- Land swap with Salt Lake County for the development of the boat launch on the Jordan River (2.68 acres)
- Land Use Agreement with Jordan School District for Dog Park (2.67 acres)

New Park Development

- Marketplace Park (1.5 acres)
- Day Ranch Park (19.4 acres)
- Vintage Park (5.6 acres)
- Independence Main Park (10.1 acres)
- Westgate Park (3.7 acres)

- Plat K Park (4.3 acres)
- Dog Park at Day Ranch (2.67 acres)
- M-2 Park (1.6 acres)
- Independence Central Pocket Park (0.4 acres)

Park Upgrades and Improvements

- Lawn added at Jeff Anderson Memorial Park (5.6 acres) (renamed) and detention area (2.91 acres)
- Equestrian Park – arena upgrades and new bleachers (construction is ongoing/slated for completion in July 2025)
- Bluffdale Main Park – plans are underway to renovate and upgrade the park by 2026

Other Projects/Changes

- Wardle Fields Regional Park (40-acre Class One Regional Park owned and operated by Salt Lake County)

- Jordan River Boat Launch at Parry Farms constructed by Salt Lake County

OPEN SPACE

Acquisitions

- Crump Hollow (3.72 acres)

TRAILS

New Trailhead Development

- Plat K (planned) provides parking lot and trailhead signage
- Crump Hollow (planned) connects Redwood Road underpass to Vintage Park along Rose Creek

New Trail Development

Regional Paved Multi-use Trails

- Porter Rockwell Trail (2.85 miles)
- Jordan River Trail (4.61 miles)
- Utah and Salt Lake Canal Trail (2.05 miles)

Local Paved Multi-use Trails

- Springview Farms Trails (1.66 miles)
- Independence Community Trails (4.86)
- Trail along Loumis Parkway (1.65 miles)

- Parallel Canal Trails (1.48 miles)
- Connecting & Other Local Trails (2.2 miles)
- Plans established to complete trail from Utah and Salt Lake Canal along 13800 South through Rose Creek and connecting to the Crump property

Pathways in Parks

- Marketplace Park
- Day Ranch Park
- Vintage Park
- Independence Main Park
- Westgate Park
- Plat K Park
- Dog Park at Day Ranch
- M-2 Park
- Independence Central Pocket Park

Bike Lanes

- Bike Lanes (0.9 miles)

Major trail bridges/tunnels/crossings

- Bridge connection completed 2024 (Day Ranch Park and Revolutionary Trail in Independence)

- Porter’s Point Trail (Chimney Pass Drive) 2018
- Bridge planned for Vintage Park connection to Crump Hollow 2025
- Pedestrian Bridge planned for Cinch Way across train tracks (funding pending)

MASTER PLANS

- Transportation Master Plan includes updates for active transportation elements
- Active Transportation Plan is underway
- Rose Creek Trail Feasibility Study

AGREEMENTS/CONSERVATION EASEMENTS

- Inter-local Agreement with Jordan School District for the Dog Park at Day Ranch Park
- Inter-local Agreement with Jordan School District for the use of school fields after hours
- Easements and agreements with Rocky Mountain Power for trails in Independence



RECREATION

- Hired first Recreation Coordinator (2022)
- Founded City recreation program (2022) with spring and fall youth soccer
- Added youth Tee Ball (2024)
- Added adult Pickleball League (2024)
- Assessed addition of Flag Football for fall 2024 - determined need for more skilled resources for referees, which will be added in 2025
- Hosted inaugural Badlands 5K/10K run (2024)
- Hosted inaugural Pickleball Tournament (summer and fall 2024)



2

*community
engagement*

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COMMUNITY INVOLVEMENT IN THE PLANNING PROCESS

Community engagement is essential to ensure long-range planning documents, such as this master plan, reflect the public’s needs and vision. The *Bluffdale City Parks, Open Space, Recreation, and Trails Master Plan (2025)* was informed by a comprehensive community engagement process that provided multiple opportunities for residents and stakeholders to give input and engage in the plan’s development (Figure 2.1). The master plan builds upon the feedback that was received, including input from a community survey focused on parks, trails, recreation and open space needs that was conducted in 2023. The following is a summary of those findings.



FIGURE 2.1 - PUBLIC ENGAGEMENT PROCESS



ENGAGEMENT METHODS AND KEY TAKEAWAYS

A - “LOVE WHERE YOU LIVE” FAIR

The “Love Where You Live” (LWYL) fair was hosted by the City of Bluffdale on May 22, 2023 at Independence Park from 6pm – 8pm. The fair was established to allow residents to connect with City leaders, staff, and community partners for celebrating “all things Bluffdale”. The planning team hosted a public input booth inviting residents to review and respond to interactive posters focused on identifying or determining:

- Residents’ favorite park amenities
- How residents get to their favorite park, trail, or recreation facility
- How frequently participants visit their favorite park, trail, or recreation facility
- How important it is for residents to be able to walk to a park

Key takeaways are summarized in **Figure 2.2**, with full details provided in the Appendix.



FIGURE 2.2 - KEY “LOVE WHERE YOU LIVE” FAIR TAKEAWAYS

1. Young families with kids provided the majority of feedback at the LWYL event. The amenities most important to these groups included swimming pools, splash pads, playgrounds, and walking and biking trails.
2. Biking, walking, and similar active modes were the most common means for getting to a favorite park or trail.
3. Most participants indicate they visit a Bluffdale City park, trail, or recreation facility daily or weekly, and that having parks and other recreation opportunities within walking distance (1/4 mile) is extremely important.

B - COMMUNITY SURVEY

Y2 Analytics, a public polling and survey research firm located in Salt Lake City, conducted the *Bluffdale City Parks, Open Space, Recreation, and Trails Master Plan Survey* in summer 2023, randomly sampling 711 residents. The survey results have been determined to be statistically valid, representing a +/- 3.6 percent margin of error. Key takeaways are shown in **Figure 2.3**, with detailed survey results available in the Appendix.

- Survey participants were sampled from a City utilities list and supplemented with the registered voter list.
- Results were collected from August 22nd through September 7th, 2023.
- Respondents were geographically representative of the Bluffdale population at-large. The sample was weighted by age, gender, and race, based on population estimates from the US Census American Community Survey.



FIGURE 2.3 - KEY SURVEY TAKEAWAYS

1. Overall use of Bluffdale park and trail amenities is high, with 77% of residents using Bluffdale parks and 66% using trails at least once a month. Residents prefer parks and trails that are close to home. They also report high levels of participation in City events, with 64% having attended a City event in the past year.
2. While the vast majority of residents are satisfied with the number of parks in the City, there is a significant portion who say there are not enough recreation programs (45%), trails (40%), and natural open spaces (36%).
3. In terms of improvements to parks and trails, residents expressed the most interest in making trails more connected and complete. They also indicated that parks should have better lighting, more trees and shade structures, and improved maintenance/cleanliness.
4. The majority of residents are interested in both youth and adult recreation programs. For youth recreation programs, residents are most interested in soccer, basketball, and swimming, while pickleball is the most requested adult recreation program.
5. When it comes to recreational facilities, residents consistently express interest in a recreation center and/or a public pool. The vast majority (83%) express interest in having a public recreation center in Bluffdale, and over half say they would visit such a facility regularly (a few times a month or more).
6. Not only are residents enthusiastic about having additional recreation facilities and programs in Bluffdale, they are also willing to help fund it. Nearly two-thirds of residents say they would be willing to pay a monthly usage fee to fund parks, trails, and facilities. Most respondents are interested in paying a monthly or family pass fee for recreation center admission.

C - PROJECT WEBSITE AND SOCIAL PINPOINT

A project website was managed by the planning team for the duration of the planning process. It was used to disperse information about the plan, facilitate engagement opportunities, track planning progress, and facilitate public feedback throughout the project. The website included a link to Social Pinpoint – an interactive engagement platform that enables residents and stakeholders to provide location-based comments, as illustrated in **Figure 2.4**.

Key takeaways from the Social Pinpoint online mapping tool and the website comment form are summarized in **Figure 2.5**. Detailed results are available in the Appendix.

FIGURE 2.4 - SOCIAL PINPOINT ONLINE MAP

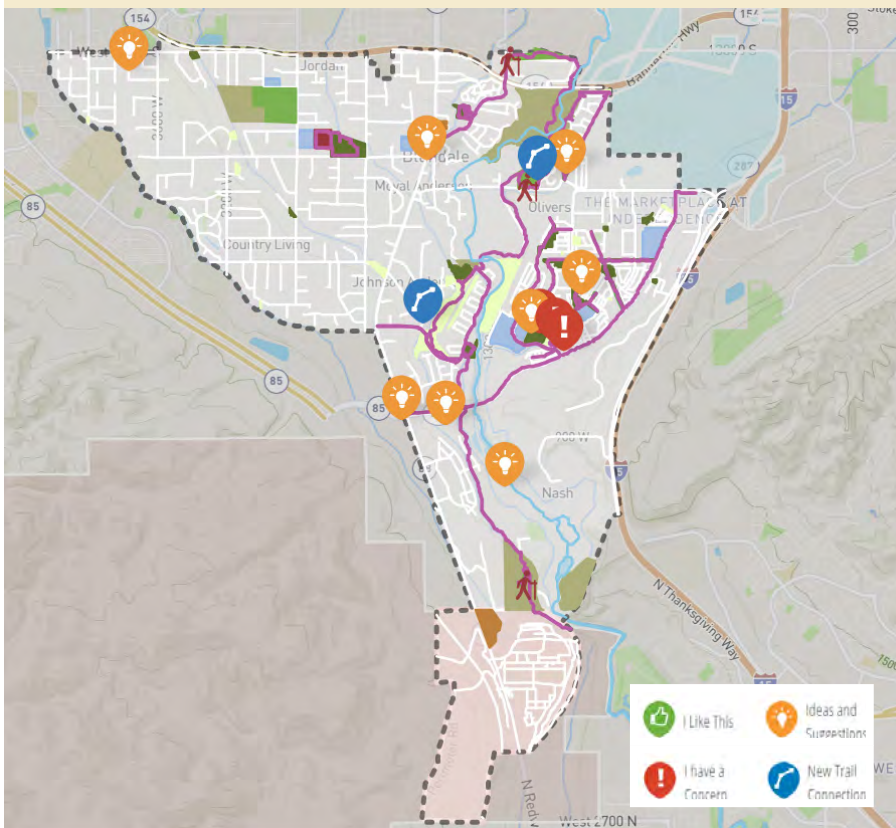


FIGURE 2.5 - KEY WEBSITE AND SOCIAL PINPOINT TAKEAWAYS

1. **Pedestrian safety and connectivity are important**
 - Safe crossings and connected sidewalks (i.e. cross-City/west side, to Jordan River Trails (JRT), parks, neighborhoods, 14600 S./JRT)
 - Implement Safe Routes to School
 - Utilize canals for pedestrian and equestrian trails
2. **Recreation Center**
 - Construct and connect it to the JRT/trail network
3. **Jordan River**
 - Protect river, trail, and open space associated with the river
4. **Day Ranch Park**
 - Complete it and add more seating and trash receptacles
5. **Independence Park**
 - Add pickleball courts and basketball courts
6. **Other Takeaways: Safety issues with on-street parking and site triangles at intersections. Interest in an archery range and youth football program.**

D - ADVISORY COMMITTEE MEETINGS

The Bluffdale Advisory Committee met with the planning team and provided guidance throughout the planning process. The committee was composed of City staff and representatives from the City Council and Planning Commission.

E - FOCUS INTERVIEWS

The planning team conducted interviews with two focus groups: the Youth Council and Healthy Bluffdale Coalition. Key takeaways are shown in **Figure 2.6**. Detailed notes from focus interviews are available in the Appendix.

FIGURE 2.6 - KEY FOCUS INTERVIEW TAKEAWAY

HEALTHY BLUFFDALE COALITION

- The newly-formed Healthy Bluffdale Coalition is currently developing a strategic plan
- Initial areas of focus are mental health and school and community connections
- It is important to connect older and newer neighborhoods
- Improving walkability (trails, connectivity, amenities), getting children moving more, and encouraging children and adults to become stewards of the parks and trails system are important
- Could help with walking audit, trail cleanup, education, marketing and funding options
- Opportunities: interpretive/educational signage (parks and trails), activities/scavenger hunts with prizes to get people out on the trails and in parks, partnering with local businesses (need to remove barriers for partnership)
- Shared marketing: newsletter and social media

YOUTH COUNCIL

- Desired facilities/amenities: recreation center with pool, ice skating, track, rock climbing, concessions/food, flexible class space, daycare, classes; indoor ice arena for hockey. Other ideas include an interactive park, all-abilities parks, dog parks, sledding hills, a senior center located near older residents, more splash pads, more pavilions in City parks, bigger zip lines, cool slides, amenities that are big enough for teens and adults, and ropes courses
- Desired programs: adaptive programs like National Ability Center, more recreation teams, basketball/volleyball, volunteer opportunities
- Need a park on 40th West by South Hills
- Connect the library (in Riverton), other destinations, and neighborhoods with trails
- Most participants get to parks using the City's trails - they are generally well connected
- Safer crossings are needed. Key locations are 14600 South at pinched railroad bridge, Jordan River Trail (JRT) crossing of 14600 S. (visibility of trail and safety), Porter Rockwell/Freedom Point/Bluffdale Heights, JRT crossing under Bangerter (feels unsafe), the neighborhood that connects to Blue Quill by river

COMMUNITY VISION

The public engagement process provided insight into the community’s vision for parks, trails, recreation and open space in the City. The following top trends emerged from the process, forming the foundation of this master plan. For more detailed information, see the Appendix.

HIGH USE OF CITY FACILITIES

Use of Bluffdale recreational amenities is high. Approximately 77% of residents using City parks and 66% using City trails at least once a month. Residents tend to gravitate toward parks and trails that are close to home, and they frequently use trails that are linked to the City’s parks. Residents that report being satisfied with parks, trails, recreation, and open space opportunities also give higher quality of life scores in the City.

PARKS AND OPEN SPACE

Residents are generally satisfied with the number of parks in the City, and are also interested in adding more park amenities, as following:

- Trees and shade

- Sports fields/courts
- Playgrounds (All-Abilities/Interactive)
- Splash pads
- Dog parks

Some residents (17%) expressed a need for improved maintenance/cleanliness at their most used park. More than one-third say there is not enough natural open space in the City.

RECREATION FACILITIES AND PROGRAMS

There is significant desire for a recreation center in the City, with 83% of respondents indicating interest and more than half indicating they would visit a recreation center a few times a month or more. The top amenity requests for a recreation center amenities include:

- Indoor/outdoor pools
- Weight/cardio training facilities
- Group fitness classes

Only 33% of residents are satisfied with the recreation programs in the City, and 45% say there are not enough recreational opportunities.

TRAILS

Residents are generally satisfied with the City’s trails, although 40% indicate there are not enough trails in the community. The top reason for not using Bluffdale trails is the lack of information about the trail network. Community input points to a need to improve the connectivity, safety, and usability of the trail system. The most requested trail improvements include:

- Linking trails to neighborhoods
- More lighting
- Maintenance for winter use/improved maintenance overall
- More complete/connected network
- Pet waste disposal stations

COMMUNITY PRIORITIES

Resident spending of a hypothetical budget prioritizes the following:

- Recreation Center (58%)
- Walking and biking trails (33%)
- Recreational programs (27%)
- Large natural open space areas (26%)



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3

*parks & open
space*

.....

INTRODUCTION: PARKS AND OPEN SPACE



Parks and open spaces are crucial elements of a healthy and inviting city. They provide environmental, social, and economic benefits, improving public health by offering places to exercise and relax. Parks and open spaces perform important environmental functions as well, facilitating stormwater management and flood control, improving water and air quality, and helping to regulate hot temperatures.

Having good access to parks and open space is linked to improved physical and mental health, reducing stress levels, promoting physical activity, and enhancing overall well-being. Parks and open spaces are important places where people can recreate, socialize, build connections, and foster a sense of belonging.

Attractive parks and open spaces increase surrounding property values, attract businesses and residents, boost tourism, and bring beauty and character to the City. This in turn enhances the overall quality of life and community pride. The positive effects of parks and open spaces can be enhanced by ensuring all residents have good access to quality parks. Well-designed and well-maintained parks are in turn more likely to be used and appreciated by the community.

This chapter begins with a summary of public input followed by an examination of existing parks and open spaces in Bluffdale. The number, size, amenities, and distribution of City parks is then assessed, and both current and future needs for parks and open space is addressed. The chapter concludes with the identification of goals, policies, and implementation measures to ensure the vision for City’s parks and open space system is achieved.

PUBLIC INPUT ON PARKS AND OPEN SPACE

As summarized in Chapter 2: Community Engagement and detailed in the Appendix, the planning process included a range of public engagement opportunities to ensure the needs and desire of Bluffdale residents are well-vetted and reflected in this master plan. A summary of the feedback received through each type of public engagement follows:

COMMUNITY SURVEY

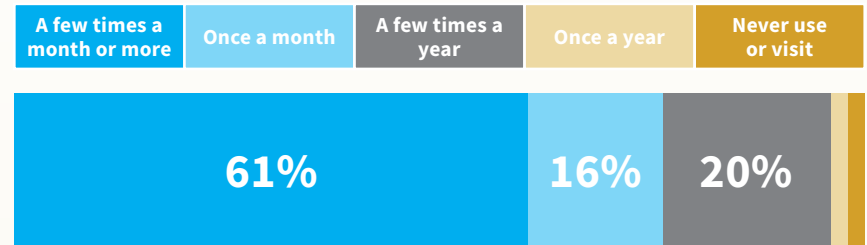
Visitation Frequency and Desired Improvements

- The vast majority (77%) of survey respondents report using Bluffdale parks at least once a month, with only 2% reporting they never visit City parks (see **Figure 3.1**).
- Residents who have lived in Bluffdale for five years or less, those who have children, and younger residents all report using City parks most frequently (see **Figure 3.1**).
- The most desired park improvements are trees and shade structures. One-in-five residents (22%) say that no improvements are needed, indicating there is general satisfaction with the condition of parks (see **Figure 3.2**).

Favorite Parks and Reasons for Visiting

- Day Ranch Park, Wardle Fields County Regional Park, and Independence Park are the most popular and frequently visited in Bluffdale (see **Figure 3.3**).

FIGURE 3.1 - PARK VISIT FREQUENCY



73% of residents with children report visiting Bluffdale parks a few times a month or more, compared to **47% of residents who do not have children**.

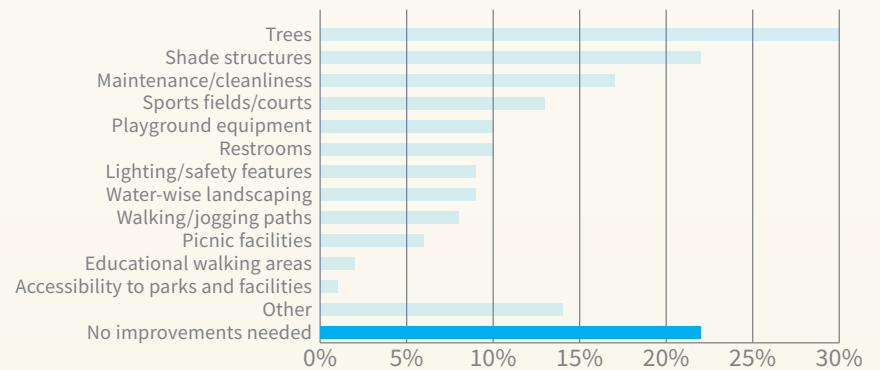


29% of older residents (65+) report visiting Bluffdale parks a few times a month or more, compared to **73% of younger residents (ages 18-44)**.



Newer residents of Bluffdale **report visiting Bluffdale parks more frequently** than longer-term residents.

FIGURE 3.2 - MOST REQUESTED PARK IMPROVEMENTS



- More than half (55%) indicated that proximity to home is the top reason for visiting a park(see **Figure 3.4**).
- Playground equipment is considerably more important for residents with children compared to those without children (see **Figure 3.4**).
- **Figure 3.5** summarizes the most popular reasons residents visit the six most-visited City parks.

”
“Really love the Day Ranch! We live across the street and have truly gone there every day. It has immensely changed the neighborhood and my kids love it so much.”

FIGURE 3.3 - MOST POPULAR PARKS

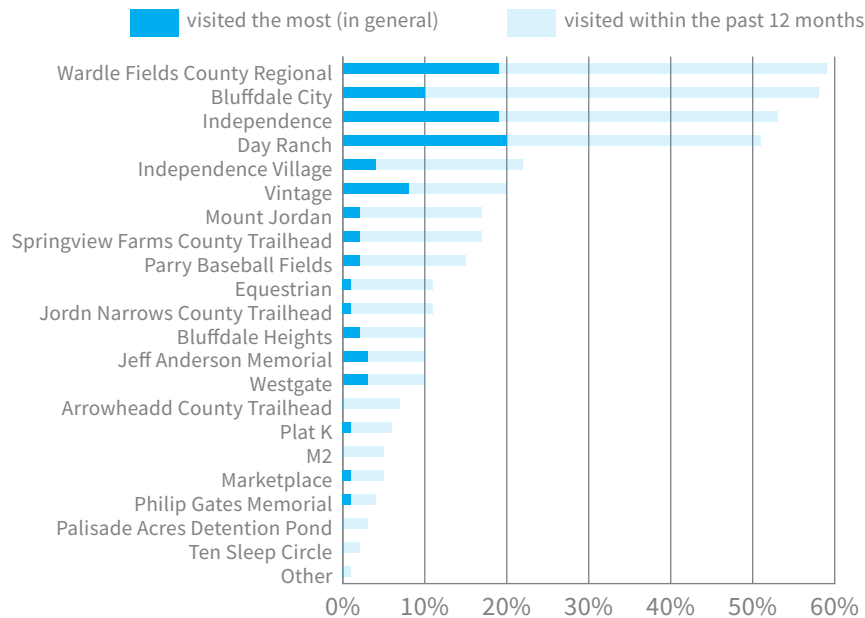
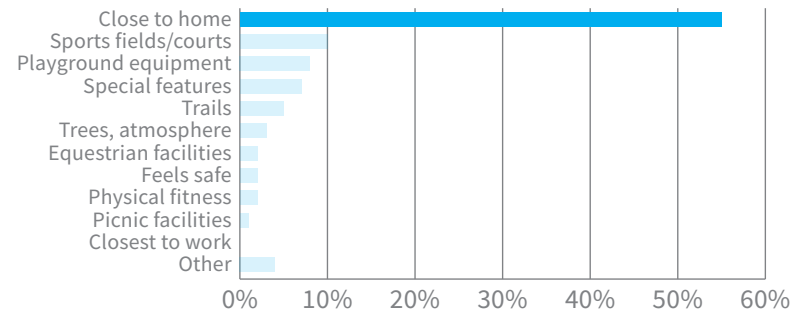


FIGURE 3.4 - TOP REASONS FOR VISITING THE MOST POPULAR PARKS



Being “close to home” is more important for younger residents, while it is equally important to those with children and those without children.



Having sports fields/courts is more important to newer residents (lived in Bluffdale less than 2 years) and those without children.



Playground equipment is considerably more important for residents with children compared to those without children.



Playground equipment, sports courts, special features (splash pads, etc.), trails, and trees/atmosphere were among the top reasons for visiting a park.

FIGURE 3.5 - MOST SIGNIFICANT REASONS FOR VISITING THE SIX TOP-RATED PARKS IN BLUFFDALE

Wardle Fields County Regional Park

- Close to home
- Special features (splash pads, etc.)
- Sports fields/courts

Bluffdale City Park

- Close to home
- Trees, atmosphere
- Sports fields/courts

Independence Park

- Close to home
- Playground equipment
- Special features (splash pads, etc.)

Day Ranch

- Close to home
- Trees, atmosphere
- Special features (splash pads, etc.)

Independence Village Park

- Close to home
- Trees, atmosphere
- Playground equipment

Vintage Park

- Close to home
- Sports fields/courts

WEBSITE AND SOCIAL PINPOINT

- There is a desire for more basketball and pickleball courts in Independence Park (multi-sport if necessary)
- Day Ranch Park:
 - Park should be completed
 - Additional trash cans and seating areas are needed
- Interest in an archery range
- Protect open space along the Jordan River and trail

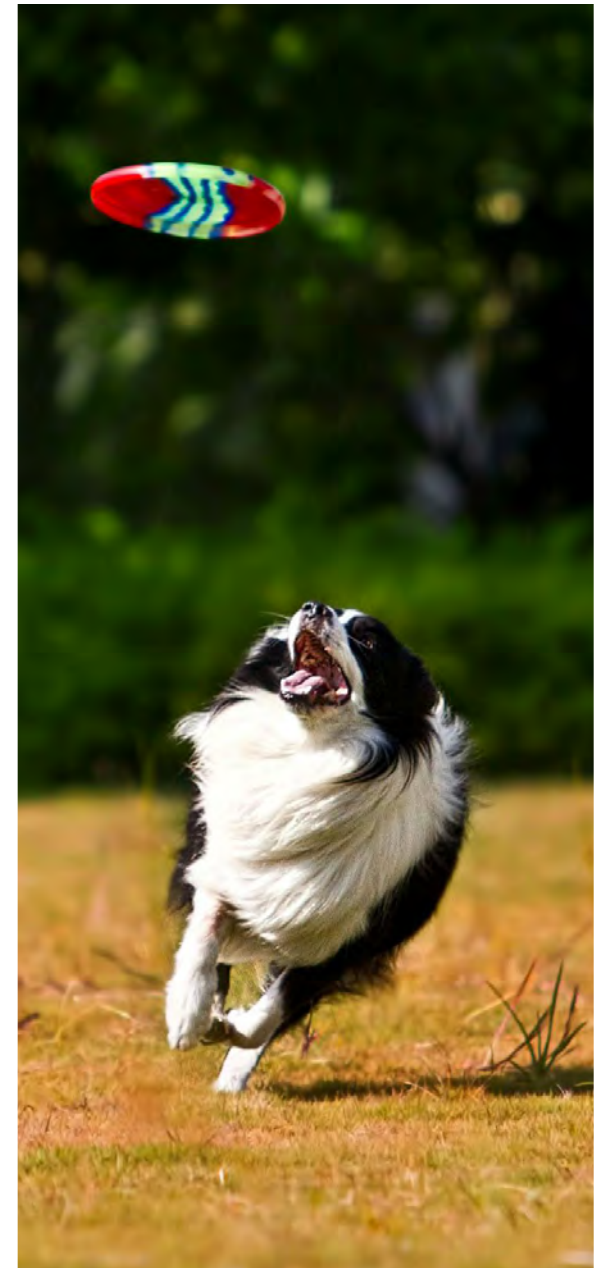
FOCUS INTERVIEWS

Healthy Bluffdale Coalition

- Would like to see interpretive/educational/historical signage in parks and along trails
- Consider opportunities to partner with businesses to fund improvements
- Add dog parks as needed in the community

Youth Council

- Desired park amenities include:
 - Interactive and all-abilities playgrounds
 - Dog park with separate areas for different sizes of dogs
 - More splash pads
 - Sledding hill
 - More pavilions in parks
 - Zip lines/cool slides/rock climbing areas/ropes course/net climbers (big enough for teens and adults)
- Love Day Ranch Park
- Need a park on 4000 West by South Hills



EXISTING CITY PARKS

More than 90 acres of public park land is divided among 17 parks of various sizes in Bluffdale. **Table 3.1** provides a detailed inventory of each park, including park acreages and amenities. **Map 3.1** illustrates the location of these parks, along with the locations of public open spaces, private parks, and school grounds.

Each public park has been classified according to its acreage and the existing amenities. The classifications begin with the smallest and most simple type of park – pocket parks – followed by progressively larger and more complex parks types – neighborhood and community parks. The only regional park in the City is owned and managed by Salt Lake County.



RECREATION AMENITIES AT-A-GLANCE














TABLE 3.1 - BLUFFDALE PARKS AND AMENITIES INVENTORY

Park Name	Address	Total Park Acres	Restrooms	Large Pavilions	Small Pavilions	Picnic Shelters	Multi-sport Courts	Basketball Courts	Pickleball Courts	Tennis Courts	Volleyball Courts	Baseball/Softball Fields	Multi-purpose Fields	Playgrounds (Tot)	Playgrounds (5-12)
COMMUNITY PARKS (10-40 acres)															
Bluffdale City Main Park	14400 S 2200 W	22.4	1	1				2			2		2		1
Day Ranch Park	1156 Rochelle Drive	19.4	2	2	1	7			8	1			2	1	1
<i>Subtotal Community Parks</i>		41.8	3	3	1	7	0	2	8	1	2	0	4	1	2
NEIGHBORHOOD PARKS (3-10 acres)															
Independence Main Park	15245 S Noell Nelson Dr	10.1	1			3							1	1	1
Jeff Anderson Memorial Park	15505 S Iron Horse Blvd	5.6	1	1				1	4				1		1
Mount Jordan Park	15090 S Freedom Point Wy	3.7	1		2			.5							1
Parry Farms Baseball Fields	1552 W Rock Hollow Rd	7.2	1									2			
Phillip Gates Memorial Park	14359 Royal Coachman Dr	4.5	1	1											1
Vintage Park	14180 S Loumis Pkwy	5.6	1	2	2				2	2	1		1	1	1
Westgate Park	14881 S Harmon Day Dr	3.7	1		1			.5						1	
<i>Subtotal Neighborhood Parks</i>		33.2	7	4	5	3	0	2	6	2	1	2	3	3	5














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Table 3.1 - BLUFFDALE PARKS AND AMENITIES INVENTORY - CONTINUED

	Swing sets 	Climbing Walls 	Ziplines 	Dog Parks 	Splash Pads 	Skate Parks/Bike Parks 	Pump Tracks 	Sledding Hills 	Picnic Tables 	Benches 	Pathways/Trails 	Pathway/Trail Length (Miles)	Parking Spaces	Parking Type	Other/Notes
COMMUNITY PARKS CONT.															
1								16	5	Y	1.3	215	Paved	Stage, arbor, horseshoe pits, veterans' memorial	
1			1	1	1	1		76	29	Y	1.9	190	Paved	Butterfly walk/art wall	
2	0	0	1	1	1	1	0	92	34			3.2	405		
NEIGHBORHOOD PARKS CONT.															
1		1		1				6	18	Y	4.5	61	Paved		
							1	13			3.2	20	Paved		
1								8		Y		15	Paved		
												105	Paved	Restrooms/concessions building	
1								9	2	Y		22	Paved		
1				1				18	16	Y		55	Paved	Gazebo	
1								4	4	Y		27	Paved		
5	0	1	0	2	0	0	1	58	40			7.7	305		

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Table 3.1 - BLUFFDALE PARKS AND AMENITIES INVENTORY - CONTINUED

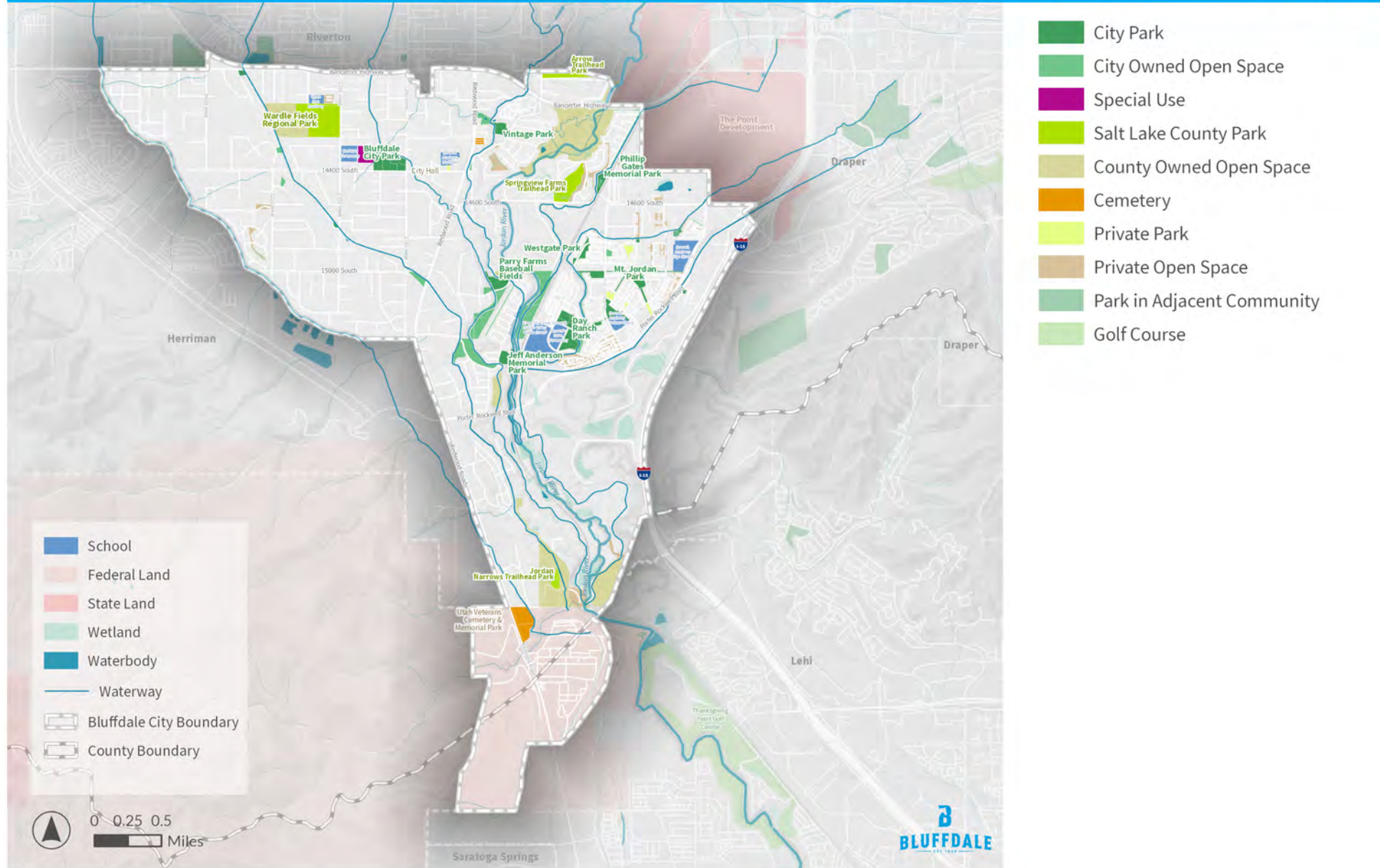
Park Name	Address	Total Park Acres	 Restrooms	 Large Pavilions	 Small Pavilions	 Picnic Shelters	 Multi-sport Courts	 Basketball Courts	 Pickleball Courts	 Tennis Courts	 Volleyball Courts	 Baseball/Softball Fields	 Multi-purpose Fields	 Playgrounds (Tot)	 Playgrounds (5-12)	
POCKET PARKS (less than 3 acres)																
Bluffdale Heights Park	700 W 15200 S	0.5		1												1
Independence Central Pocket Park	921 W Allegiance Drive	0.4														
M-2 Park	15329 S Revolutionary Wy	1.6														
Marketplace Park	676 W Koins Way	1.5			1									1		
Palisades Park	3400 W 13800 S	1.1											1			
Plat K Park	15037 S Rebellion Ct	4.3	1						4							
Ten Sleep Circle Park	14730 S 2700 W	0.4												1		
<i>Subtotal Pocket Parks</i>		9.8	1	1	1	0	0	0	4	0	0	0	1	2	1	
SPECIAL USE FACILITIES (size varies)																
Equestrian Park	14400 South 2400 West	9.6	1													
<i>Subtotal Special Use Parks</i>		9.6	1	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL		101.6	12	8	7	10	0	4	18	3	3	2	8	6	8	
TOTAL FOR LOS		92.0	11	7	8	10	0	4	18	3	3	2	8	6	8	

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Table 3.1 - BLUFFDALE PARKS AND AMENITIES INVENTORY - CONTINUED

Swing sets	Climbing Walls	Ziplines	Dog Parks	Splash Pads	Skate Parks/Bike Parks	Pump Tracks	Sledding Hills	Picnic Tables	Benches	Pathways/Trails	Pathway/Trail Length (Miles)	Parking Spaces	Parking Type	Other/Notes
POCKET PARKS CONT.														
								4					On Street	
													On Street	Need to add a picnic table to the pavilion
													On Street	
								2	4	Y		5	Paved	
										Y				
									4	Y			On Street	
													On Street	
0	0	0	0	0	0	0	0	6	8		0.0	8		
SPECIAL USE FACILITIES CONT.														
										Y				
0	0	0	0	0	0	0	0	0	0					
7	0	1	1	3	1	1	1	156	82		10.9	718		
7	0	1	1	3	1	1	1	156	82		10.9	718		

Parks, Open Space, Recreation, and Trails Master Plan (2024) Map 3.1 | Existing Parks and Open Space



CITY PARK CLASSIFICATIONS

In order for the City to evaluate existing park needs and plan for the future, a hierarchy of park types was established by size as well as function.

- Regional Parks (County-owned only)
- Community Parks
- Neighborhood Parks
- Pocket Parks
- Special Use Parks



Day Ranch Park

COMMUNITY PARKS

10-40 ACRES

Community parks are large sites (typically 10-40 acres) developed for organized play. These parks typically contain a wider array of facilities that correspondingly appeal to a wider range of users. They usually facilitate organized and intensive recreational activities and sports and often include complementary passive park features such as pathways, picnic areas, and natural areas. Community parks typically serve residents within a 1 mile distance.

TYPICAL COMMUNITY PARK AMENITIES

- Trees/landscaping
- Playground(s)
- Picnic tables or benches
- A drinking fountain
- Passive multi-use area(s)
- Small to medium size pavilion(s)
- Sport court(s) - (basketball, volleyball, pickleball and tennis)
- Sports field(s) - (baseball, soccer, football and similar sports for casual play, pick-up games and training)
- At least one specialty regional recreation feature, such as a sports complex, an aquatics facility, splash pad, or arboretum
- At least one restroom, depending on size and need
- Community event infrastructure
- Pedestrian paths, trail and bike lane connections to other parks, open spaces, recreation amenities, and community destinations

Bluffdale currently has **two community parks totaling 41.8 acres**. They include:

- Bluffdale City Main Park
- Day Ranch Park

NEIGHBORHOOD PARKS

3-10 ACRES

Neighborhood parks are often considered the basic unit of traditional park systems. They are usually small parks (typically 3-10 acres), yet large enough to provide meaningful opportunities for play and recreation. Typical amenities include moderately sized areas and design features that facilitate unstructured play and limited active play and passive recreation opportunities. Neighborhood parks typically serve the needs of nearby residential areas (up to 1/2 mile away).

A minimum size of three acres is recommended for any future parks to ensure the best recreation value and most efficient use of City resources.

TYPICAL NEIGHBORHOOD PARK AMENITIES

- Trees/landscaping
- Playground(s)
- Picnic tables or benches
- A drinking fountain
- Passive multi-use area(s)
- Small to medium size pavilion(s)
- Sport court(s) - (basketball, volleyball, pickleball and tennis)
- Restrooms are not typically provided
- Sports field(s) - (baseball, soccer, football and similar sports for casual play, pick-up games and training)
- Pedestrian paths, trail and bike lane connections to other parks, open spaces, recreation amenities, and community destinations

Bluffdale currently has **seven neighborhood parks totaling 33.2 acres**. They include:

- Independence Main Park
- Jeff Anderson Memorial Park
- Mount Jordan Park
- Parry Farms Baseball Fields
- Phillip Gates Memorial Park
- Vintage Park
- Westgate Park



Neighborhood parks

POCKET PARKS

LESS THAN 3 ACRES

Pocket parks are small (typically less than three acres) and provide limited amenities such as small playgrounds and small open grass areas with minimal site furnishings. They do not typically include restrooms (see **Table 3.1**). They are designed to serve the needs of the immediate residential neighborhood up to 1/4 mile away and are particularly useful for meeting the needs of areas with small, localized service gaps.

TYPICAL POCKET PARK AMENITIES

- Trees/landscaping
- Picnic tables, benches, or other site furnishings
- Small playground or tot lot
- Open lawn area(s)
- One covered shelter/pavilion/shade structure, small playground, sport court, or activity area

Bluffdale currently has **seven pocket parks totaling 9.8 acres**. They include:

- Bluffdale Heights Park
- Independence Central Pocket Park
- M-2 Park
- Marketplace Park
- Palisades Park
- Plat K Park
- Ten Sleep Circle Park



The small play area at Ten Sleep Circle Park

SPECIAL USE FACILITIES

VARY IN SIZE AND FUNCTION

Special use facilities vary in size and typically include single-purpose recreational areas or stand-alone sites designed to support a specific, specialized use. Examples include stand-alone arenas, and community gardens. They are often “pay-to-play” or require a use fee for entrance and use. Specialized facilities may also be provided within a park of another classification. No standards exist or are proposed concerning special use facilities since facility size is a function of the specific use.

Bluffdale has one special use facility. The Bluffdale City Equestrian Park is a 9.6 acre special use facility primarily used for rodeos, riding clubs, and other equestrian activities and events. While special use facilities contribute to meeting recreation needs of the community, they are typically excluded from level of service calculations due to their entrance fee requirements or role as non-traditional recreation facilities.

“We love the rodeo each year and would like to see more programs like that.”



OTHER PARKS AND RECREATION RESOURCES

Other parks and recreation resources available within the City limits include private parks, Salt Lake County-owned parks and facilities, and schools (see **Map 3.1**). Since they are not owned or managed by the City, these features are not included in the acreage used to assess park needs. However, they are addressed informally here to provide a more complete picture of the parks and recreation facilities within the City.

SALT LAKE COUNTY

Wardle Fields Regional Park is owned and managed by Salt Lake County. The park includes multiple sport fields, a splash pad, tennis and basketball courts, parking, and restrooms. Salt Lake County also owns several other properties within the City limits, which are described in **Table 3.2**. The majority of county sites are located along the Jordan River corridor, including three trailhead parks that provides access to the Jordan River Parkway Trail and passive recreation sites that accommodate picnics and similar activities.

TABLE 3.2 - COUNTY OWNED PARKS AND AMENITIES INVENTORY

PARK NAME	ADDRESS	ACRES	AMENITIES
Arrowhead Trailhead Park	13831 S 1300 W	10.1	Picnic tables (2), unpaved parking (15), trails
Jordan Narrows Trailhead Park	1195 W Jordan Narrows Rd	53.9	Restrooms, picnic tables (2), paved parking (47), trails
Springview Farms Trailhead Park	1150 W 14600 S	21.0	Restrooms, picnic tables (4), paved parking (26), trails
Wardle Fields Regional Park	14148 S 2700 W	79.8	Restrooms (2), large pavilions (3), basketball court, pickleball courts (16), multipurpose fields (3), playgrounds (2), swings, climbing wall, zipline, splash pad, sledding hill, benches (56), paving parking 527), trails



Salt Lake County Wardle Fields Park



Bluffdale Elementary School

SCHOOLS

Schools are usually designed with recreation facilities such as sport fields, playgrounds, and gymnasiums. The Jordan School District oversees public schools in Bluffdale, and several charter schools are also located in the City, all of which have the potential of helping meet the recreation demands in the community. In addition to outdoor facilities such as fields and courts, most of the schools in the City also have gymnasiums and stages.

Bluffdale currently has inter-local agreements in place with all local public and charter schools that allow defined use of their facilities, helping the City meet the demand for after-school recreation. This is a mutually-beneficial

agreement that benefits both parties. As the City continues to expand and the demand for access to recreation facilities and programming increases, it should maintain and enhance existing inter-local agreements as feasible, and negotiate agreements with new schools to continue meeting recreational needs in the future.

PRIVATE PARKS

As illustrated in **Table 3.3**, there are two private parks in Bluffdale¹. Determining whether they contribute toward meeting public park needs depends on how they are designed and the terms upon which they are owned and operated. While some private parks may be open for public use, use is typically limited to members of a private homeowners’ association or similar private entity. As a result, the City should generally avoid relying on private parks to meet public park needs.

¹ It should be noted that there are other small playgrounds, park features, and trails in townhome projects and other developments in the City which also contribute to meeting the needs of the community.

TABLE 3.3 - PRIVATE PARKS AND AMENITIES INVENTORY

NAME	ADDRESS	ACRES	AMENITIES
Boulden Falls Park	3315 W Castle Valley Dr.	3.41	Walking path, pavilion, small playground, basketball court, pond
Bluffdale Lions Park	1760 W 14400 S	1.59	Small playground, picnic tables, pavilion, grass area





Bluffdale City Hall

OTHER CITY MAINTAINED LAND

The City maintains an additional 67.8 acres of land comprised of miscellaneous open spaces including manicured lawns and planting areas around City buildings, free-standing lawns and planters, and park strips. These features are distributed throughout the community and are maintained by park staff. Maintaining these features places additional demand on limited maintenance resources and personnel.

PARKS AND OPEN SPACE BEYOND CITY BOUNDARIES

This plan acknowledges that there several park and recreation facilities in close proximity to the City in the adjacent communities of Riverton, Herriman, and Draper. Although owned and operated by other entities, Bluffdale residents are likely to use these facilities, particularly those who reside in close proximity to the City limits. While this helps Bluffdale meet their resident’s park and recreation needs, the reverse is also true for the neighboring communities.

It is recommended that Bluffdale continues to develop and maintain amicable relationships with neighboring communities and other potential partners such as Salt Lake County and the Jordan School District. This will be particularly advantageous for implementing high-cost and regional recreation facilities such as recreation centers and regional facilities such as trails and parkways.

”

I would love it if we had a traditional food festival every year. I love going to Peach Days, Strawberry Days, and Chocolate days. It’s such a fun tradition and I just love to see the vendors and carnival rides. A Bluffdale Fair would be fun too with animals and food competitions and quilts. I love the small town feel of the rodeo here and want a little more of that.

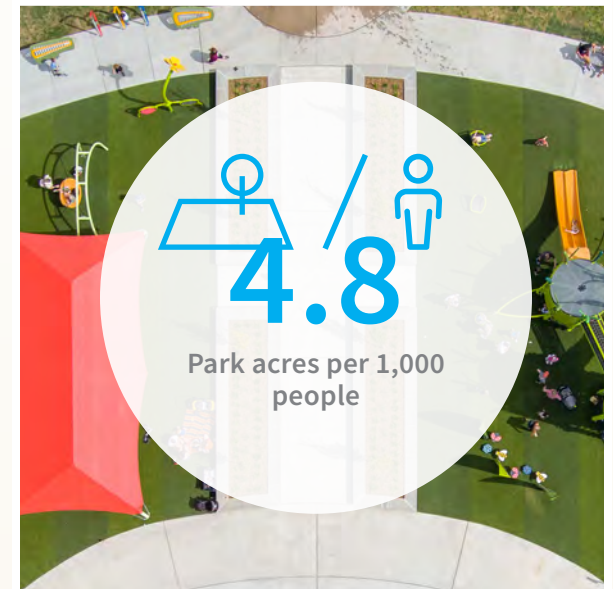
DETERMINING PARK NEEDS

EXISTING LEVEL OF SERVICE ANALYSIS

The Level of Service (LOS) analysis tool was developed by the National Recreation and Parks Association (NRPA) to assist communities to evaluate whether or not they are providing sufficient amounts of parkland and associated amenities. For many years, this tool was the standardized benchmark for determining park needs, allowing a community to compare its performance to similar communities and determine how to better meet the needs of residents. The method has fallen out of favor in recent years due to the fact that it does not adequately address the unique conditions and expectations of individual communities nor does it account for the unique situation of western communities, which are often located in close proximity to large tracts of public land and open space. For the purposes of this plan, the tool has been adapted to better meet the needs of the community.

LOS analysis for master planning purposes is typically evaluated as a ratio of park acres per 1,000 residents. According to this formula, **Bluffdale City has a current LOS of 4.8 park acres per 1,000 residents**. This was calculated by dividing the acreage of existing public parks (92.0 acres) by the 2024 population (19,012) and multiplying by 1,000, resulting in the number of park acres per 1,000 residents ($92.0 / 19,012 \times 1,000 = 4.8$).

FIGURE 3.6 - EXISTING LOS FOR PARKS



Park acres per 1,000 people

LEVEL OF SERVICE RATIO

(Existing Park Acres / 2024 Population) x 1,000*

(92 acres / 19,012) x 1,000 = 4.8

**Based on General Plan projections*



A NOTE ABOUT 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, and to determine how to meet that level of service or establish a new level of service to meet future park needs. Master planning LOS is based on a quantity (acres, miles, numbers) per a determined number of persons (population), which is presented as a ratio of facilities to population. For example, the typical LOS ratio for parks is expressed as the number of acres of park land per 1,000 residents.

It is important to distinguish between the LOS for planning purposes and LOS used in determining impact fees. Impact fees are charged to new developments according to the proportionate share of the cost of providing essential public services. While LOS for planning is used to establish a guideline for future facility development, impact fees reflect the actual projected cost of providing the service. For example, if there are five-acres of parks in Bluffdale for each 1,000 residents at present, new development cannot be charged at a rate for ten-acres of park land. Bluffdale may elect to provide a higher LOS in the future if 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:

“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).”

This plan provides a foundation for developing or updating a Capital Improvements Plan, an Impact Fee Facilities Plan (IFFP), and an 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 serve as companions to this document, the information they contain may differ due to the different manner that impact fees are calculated to meet the requirements of the Utah Code 11-36a – the Impact Fee Act.

Examining the LOS in Bluffdale in relation to other communities can be helpful for getting a sense of how Bluffdale compares, especially neighboring communities and those with similar characteristics. **Table 3.4** shows the LOS in Bluffdale compared to fifteen other communities around the state. As illustrated, Bluffdale is in the upper tier in relation to other communities.

TABLE 3.4 - LOS COMPARISON PER 1,000 RESIDENTS	
COMMUNITY	LOS*
St. George	5.7
Springville City	5.1
Mapleton City	4.9
Bluffdale City	4.8
Provo	4.8
Spanish Fork	4.7
South Jordan	4.4
Salem	4.3
Farmington	4.2
Sandy	3.8
Draper	3.7
Herriman	3.7
Saratoga Springs	3.7
Lehi	3.6
West Jordan	2.9
Orem	2.8

*It should be noted that some communities include additional open space or park types in their official LOS, which makes direct comparisons challenging. The totals above include similar park types to this plan for comparison purposes.



DISTRIBUTION ANALYSIS

Parks are essential for the well-being of the community, providing green spaces, recreation, and social interaction. However, not all areas of the City have equal access to parks, and others face barriers accessing parks such as distance, traffic, or safety issues.

Bluffdale residents indicated that close proximity to home is one of the top reasons they use their most used park. In order to determine which areas meet that goal, a park distribution analysis was undertaken. The distribution analysis examines the locations and types of existing parks in relationship to residential land use. It also factors in transportation and access barriers such as large streets and highways, rivers, and railroads and planned active transportation projects that support walking and biking in the City. The results of this analysis help to identify park system gaps in addition to improvement opportunities to help ensure equitable access to parks.

DISTANCE-BASED SERVICE AREAS

Service areas were established based on the size and type of parks and their distances from homes as follows:

- **Community Parks:** 1-mile service area (typical willingness-to-drive distance for park with a large variety amenities)
- **Neighborhood Parks:** 1/2-mile service area (typical willingness-to-walk distance for park with a small variety of amenities)
- **Pocket Parks:** 1/4-mile service area (typical willingness-to-walk distance for a park with minimal amenities)

Map 3.2 depicts the distribution of existing City parks according to their assigned park classification. Dark gray and hatched areas of the map represent current and future residential areas. Residential areas within an existing City park service have a blue tone.

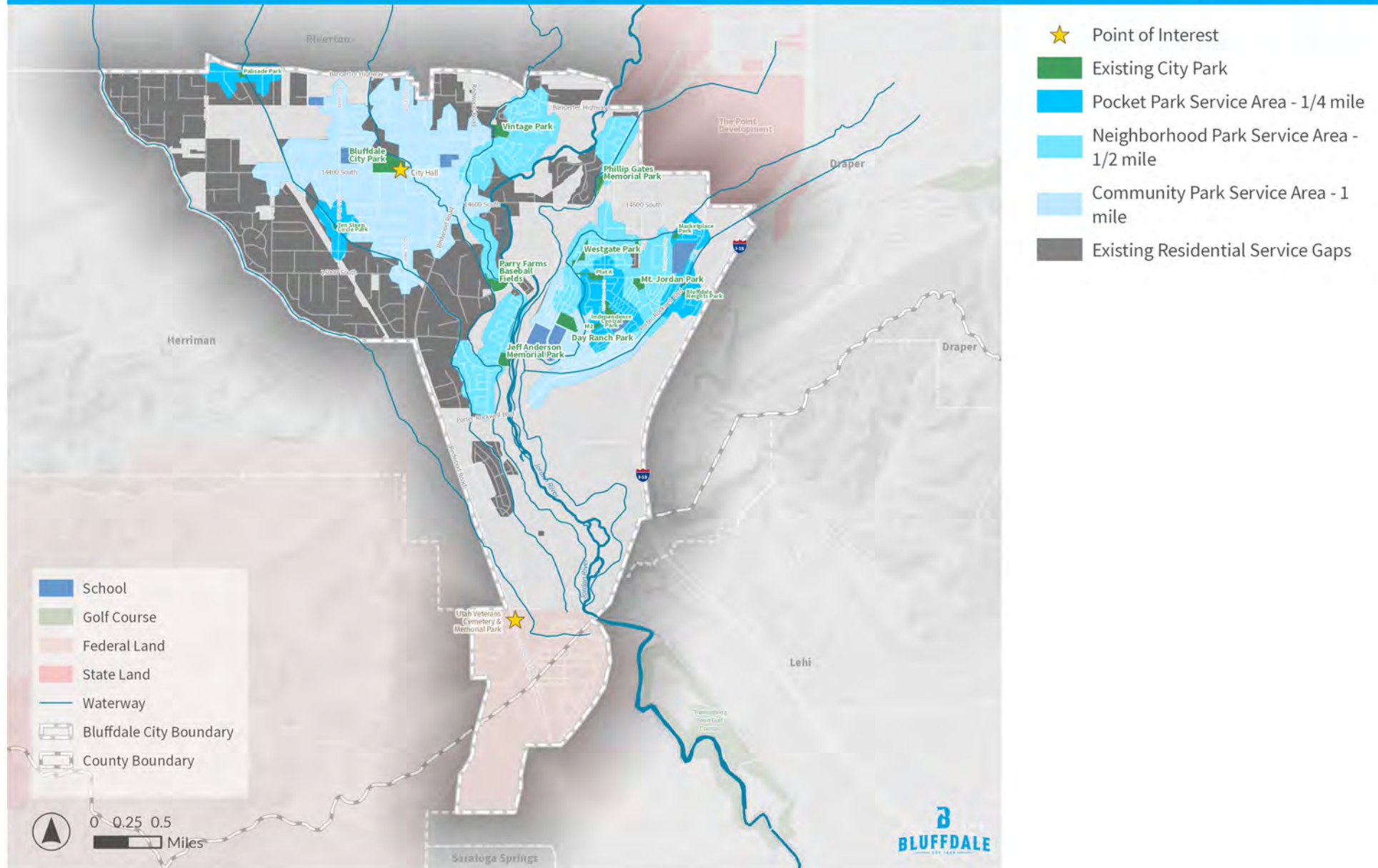
Newer residential neighborhoods east of the railroad are in close proximity to a City park. The largest gaps in existing park service areas can be seen in older residential neighborhoods in the center and along the west side of the community, and in newer neighborhoods at south end of the City.

While Bluffdale does not control County parks, they do help meet the recreational needs of residents, and also help fill some of the gaps for underserved areas of the community, as shown in **Map 3.3**. Service areas for parks in adjacent communities are also shown on the map, which also help support recreation needs for Bluffdale residents.

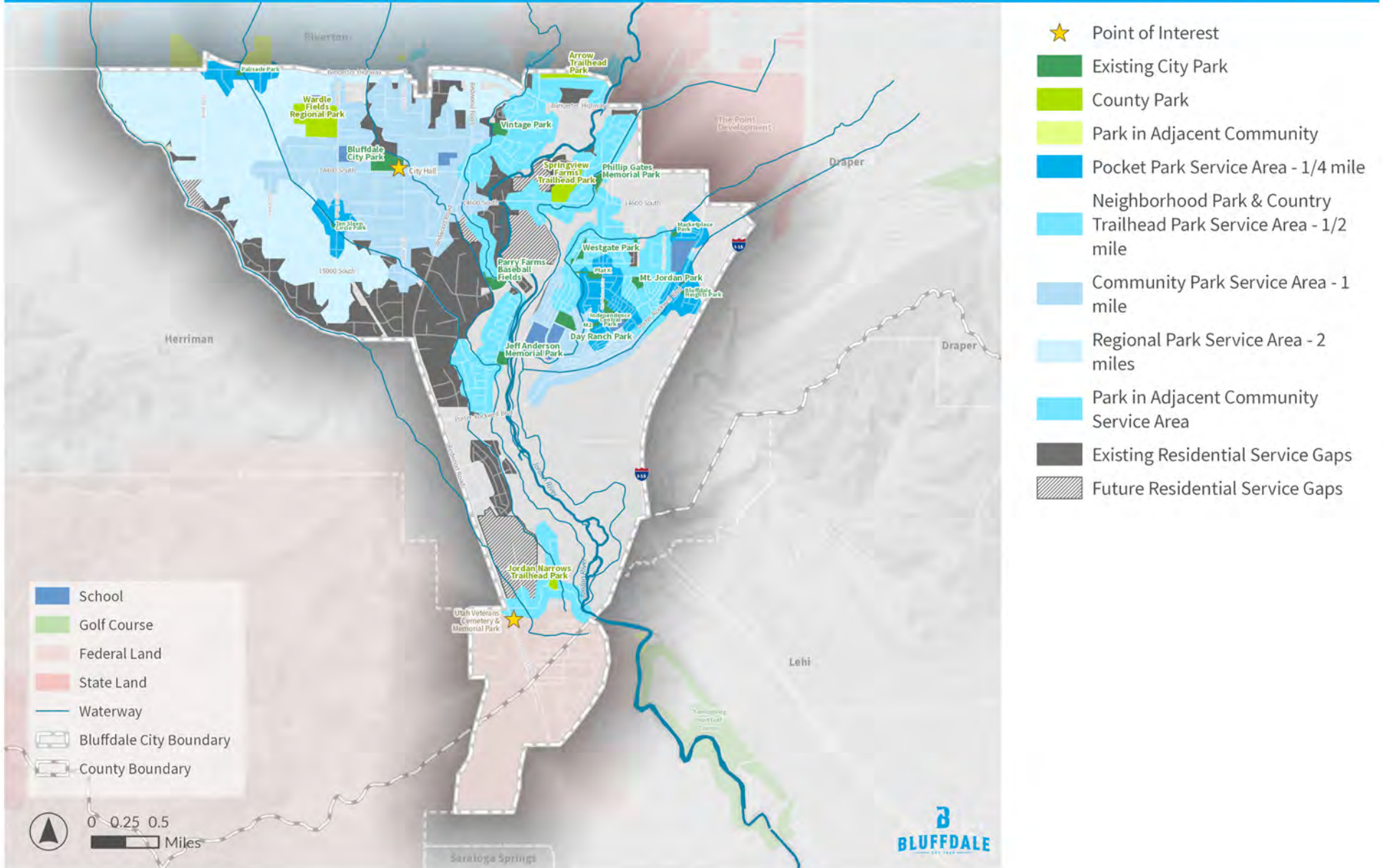
County and regional parks were assigned service areas as follows:

- **Trailhead Parks:** 1/2-mile service area (typical willingness-to-walk distance for park with a small variety of amenities)
- **Regional Parks:** 2-mile service area (typical willingness-to-drive distance for park with a significant variety amenities)

Parks, Open Space, Recreation, and Trails Master Plan (2024) **Map 3.2 | Existing Park Distribution Analysis: City Parks**



Parks, Open Space, Recreation, and Trails Master Plan (2024) Map 3.3 | Existing Park Distribution Analysis: City, County and Others



TIME BASED SERVICE AREAS

While distance-based analyses illustrate which neighborhoods are within park service areas, how people get to a park changes depending on whether they are walking, biking, or driving.

A time-based analysis was also conducted to provide additional information on walkability to parks. A 10-minute walk was generally applied to all City and county Parks (see **Map 3.4**). Gaps based on walk time are larger than gaps based on distance to parks, even when including county parks and parks in adjacent community. This finding emphasizes the importance of ensuring new parks are located in gap areas to help improve pedestrian access.

QUANTIFYING PARK SYSTEM GAPS

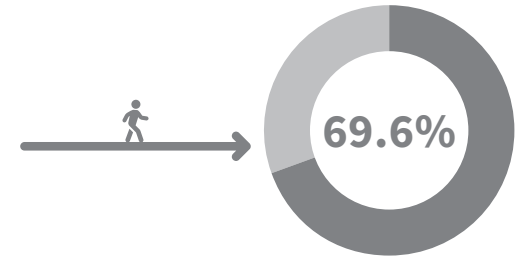
Another way to understand gaps in the existing park system is to quantify them by the number of residences that fall outside of service area boundaries. **Figure 3.7** is a breakdown of residences are served by the existing park system¹.

¹ Note that address points do not represent population, but rather a geographic location that has been assigned a U.S. Postal Service address. For context, Bluffdale has 6,639 total address points, 5,773 (86.9%) of which are residential.

FIGURE 3.7 - PERCENT OF RESIDENCES SERVED BY PARKS

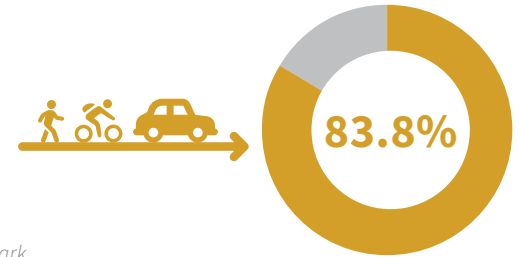
10 MINUTE WALK TIME EXISTING CITY, COUNTY, AND OTHER (TIME BASED)	TOTAL	PERCENT
Residences Served	4,019	69.6%
Residences Not Served	1,754	30.4%

30.4% of residential address points are outside of the existing 10 min. walkshed



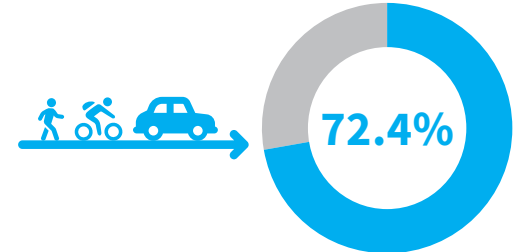
EXISTING CITY, COUNTY, AND OTHER PARK SERVICE AREAS (DISTANCE BASED)	TOTAL	PERCENT
Residences Served	4,835	83.8%
Residences Not Served	938	16.2%

16.2% of residential address points are outside of an existing City, county, or other park service area



EXISTING CITY PARK SERVICE AREAS (DISTANCE BASED)	TOTAL	PERCENT
Residences Served	4,177	72.4%
Residences Not Served	1,596	27.6%

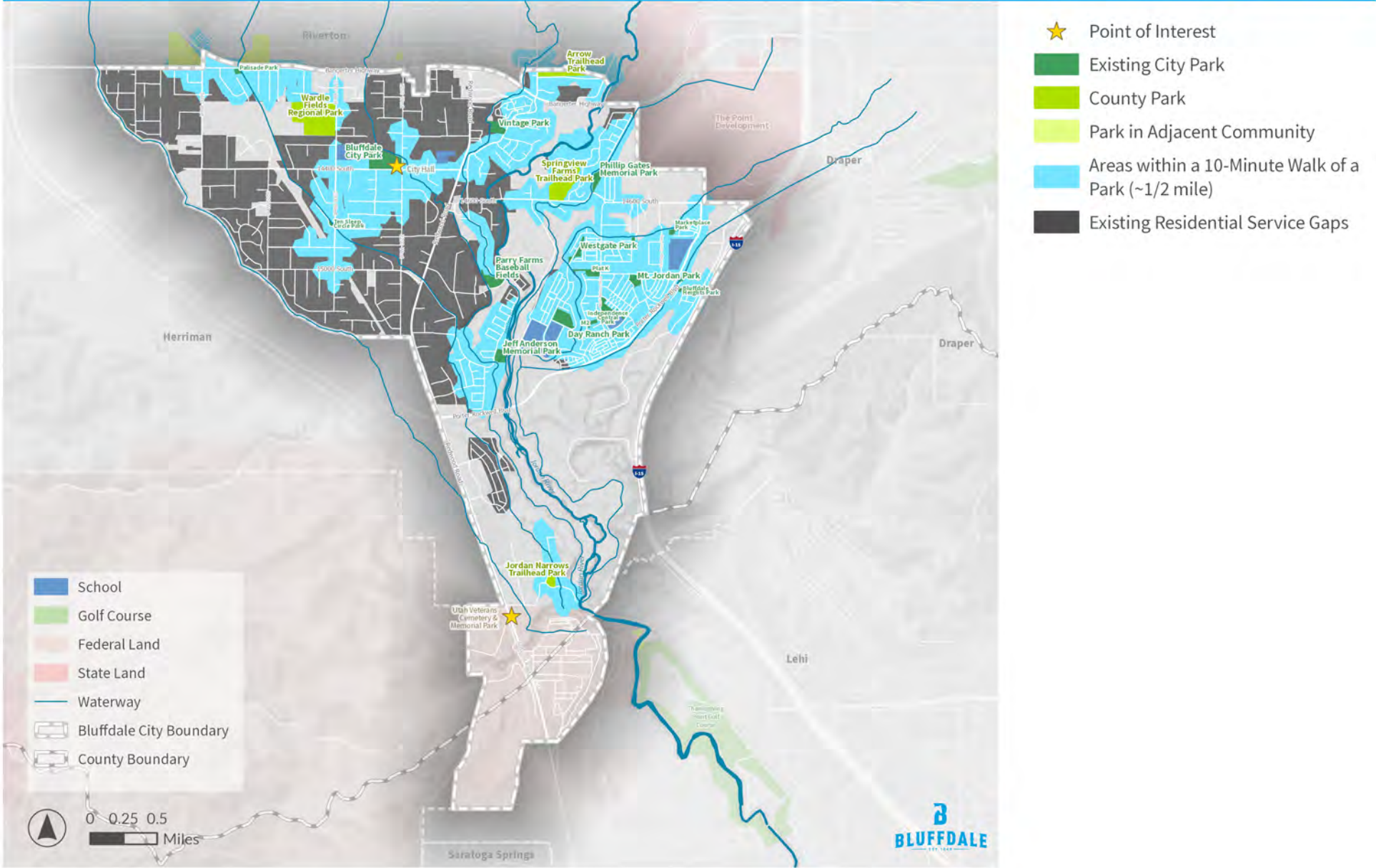
27.6% of residential address points are outside of an existing City park service area



More than two-thirds of homes are served by City, county, or other parks when looking at walk time alone (69.6%). This number jumps significantly when factoring in driving distances (83.8%). When considering walking and driving distances for City parks alone, the number of

residences served drops to 72.4%, illustrating the value of partnering with the county and adjacent communities to meet community needs on a regional and local level.

Parks, Open Space, Recreation, and Trails Master Plan (2024) **Map 3.4 | 10-Minute Walk From Existing Public Parks**





PARK AMENITIES ANALYSIS

A wide range of features contribute to the quality and character of a park, including its setting, design, and individual features and amenities. The following analyses identify amenity deficiencies both system-wide and within each park site (based on park standards), which allows the City to better understand which specific amenities are needed in Bluffdale’s parks. The City should touch base with residents on a regular basis to determine necessary changes over time.

SYSTEM-WIDE AMENITY NEEDS

Table 3.5 presents the analysis of park amenities, comparing recommended amenity level-of-services (LOS) with existing amenity LOS in Bluffdale. The “recommended LOS” begins with the National Recreation and Parks Association’s (NRPA) Annual Park Metrics Report as a starting point, which provides information on comparable park systems nationwide. The NRPA levels of amenity provision were then adjusted to meet the conditions and expectations in Bluffdale based on public input and feedback from City staff.

The results of this analysis indicates that the existing amenity needs in Bluffdale’s parks are generally met, with the exception of two baseball/softball fields. These recommendations are based on current community demand. This plan recognizes that community interests and trends change over time, therefore amenity needs are only projected out ten years. When projecting amenity needs through 2034, the City will need one additional baseball/softball field.

PARK STANDARDS AND AMENITIES NEEDED TO COMPLY

Table 3.6 indicates the recommended park amenities parks in Bluffdale. Each park should include the minimum recommended amenities, with additional or unique amenities encouraged. The table also indicates whether existing parks meet the recommended facilities for its classification (Regional, Community, Neighborhood, and Pocket). Bluffdale should consider adding the missing amenities to each park as feasible, which will help ensure existing parks meet established standards and serve as examples as new parks are developed.

TABLE 3.5 - PARK AMENITY LEVEL OF SERVICE (LOS) ANALYSIS
























Amenities	CURRENT LOS			2024 LOS (pop. 19,012)			2034 LOS (est. pop. 24,007)		
	Quantity of Existing Amenities	Existing Amenity Level of Service (pop. per amenity)	Suggested Level of Service (LOS) pop. per amenity	Quantity Required to Meet Suggested LOS for 2024 Population	2024 Surplus or Deficit of Amenity	Total Required to Meet 2024 Needs	Quantity Required to Meet Suggested LOS for 2034 Population	2034 Surplus or Deficit of Amenity	Total Required to Meet 2034 Needs
Baseball/Softball Fields 	2	9,506	5,000	4	-2	2	5	-3	3
Multipurpose Fields 	8	2,377	4,500	4	4	0	5	3	0
Playgrounds 	8	2,377	3,000	6	2	0	8	0	0
Splash Pads/Water Play Features 	3	0	35,000	1	2	0	1	2	0
Sand Volleyball Courts 	3	6,337	20,000	1	2	0	1	2	0
Skate/Bike Parks 	1	0	40,000	0	1	0	1	0	0
Dog Parks/Off-leash Areas 	1	0	40,000	0	1	0	1	0	0
Tennis Courts 	3	6,337	10,000	2	1	0	2	1	0
Pickleball Courts 	18	1,056	6,000	3	15	0	4	14	0
Basketball Courts 	4	4,753	10,000	2	2	0	2	2	0

TABLE 3.6 - PARK AMENITIES NEEDED TO MEET PARK STANDARDS

Park Name/Type	Park Acres	Playground (or other rec. Amenity)	Sports Fields/ Courts (or other rec. amenity)	Walking Path	Picnic Shelter/ Small Pavilion	Large Pavilion	Specialty Recreation Amenity	Trees/Shade	Seating	Picnic Tables	Open Lawn Areas	Drinking Fountain	Restroom	Off-Street Parking
														
Regional Parks	>40	☒	☒	☒	☒	☒	2	☒	☒	☒	☒	☒	☒	☒
(No City-owned regional parks)														
Community Parks	10 to 40	☒	☒	☒	☒	☒	1	☒	☒	☒	☒	☒	☒	☒
Bluffdale City Main	22.4	Y	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	Y	Y
Day Ranch Park	19.4	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Neighborhood Parks	3 to 10	☒	☒	☒	☒			☒	2	☒	☒	☒	☒	☒
Independence Main Park	10.1	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y
Jeff Anderson Memorial Park	5.6	Y	Y	Y	N	Y		Y	N	Y	Y	Y	Y	Y
Mount Jordan Park	3.7	Y	Y	Y	Y			Y	N	Y	Y	Y	Y	Y
Parry Farms Baseball Fields	7.2	N	Y	N	N			Y	N	N	Y	Y	Y	Y
Phillip Gates Memorial Park	4.5	Y	N	Y	N	Y		Y	Y	Y	Y	Y	Y	Y
Vintage Park	5.6	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Westgate Park	3.7	Y	Y	Y	Y			Y	Y	Y	Y	Y	Y	Y
Pocket Parks	< 3	☒	☒					☒	☒					
Bluffdale Heights Park	0.5	Y	N		Y			Y	N	Y				
Independence Central Pocket Park	0.4	N	N	Y				Y	N					
M-2 Park	1.6	N	N	Y	Y			N	N					
Marketplace Park	1.5	Y	N	Y	Y			Y	Y	Y				Y
Palisades Park	1.1	N	Y					N	N					
Plat K Park	4.3	N	Y	Y				Y	Y				Y	
Ten Sleep Circle Park	0.4	Y	N					Y	N					

☒ Recommend Amenity for Park Classification ☒ One of Either Amenity Type is Recommended for Park Classification

MEETING EXISTING AND FUTURE PARK NEEDS

This section addresses the acreages, distribution, and amenities required to meet existing and future park needs in Bluffdale. The recommendations are based on the analyses in the previous section, adjusted for population growth projections, and in response to input received from City leadership, the Advisory Committee, and the public.

MEETING LOS AND DISTRIBUTION NEEDS

FUTURE LOS

A lower future LOS of 4.0 acres per 1,000 residents is recommended to better meet the desire for other types of programs and facilities while continuing to ensure a reasonable level of park provision in the future.

The reduced recommended future LOS reflects the wide variety of priorities identified in the community survey and through discussions with City staff. When respondents were

asked to allocate \$100 theoretical dollars, the construction of new parks ranked well below other potential projects, including the establishment of a recreation center, additional walking and biking trails, expansion of recreation programs, open space preservation, sports courts and fields, and upgrades/improvements to existing parks.

FILLING DISTRIBUTION GAPS

As indicated earlier in this chapter, significant distribution and service gaps exist in Bluffdale, particularly along the western, south-center, and southern fringes of the established City core (see Map 3.3). Map 3.5 illustrates the approximate locations and service areas of proposed parks required to maintain equitable access to existing parks for future residents.

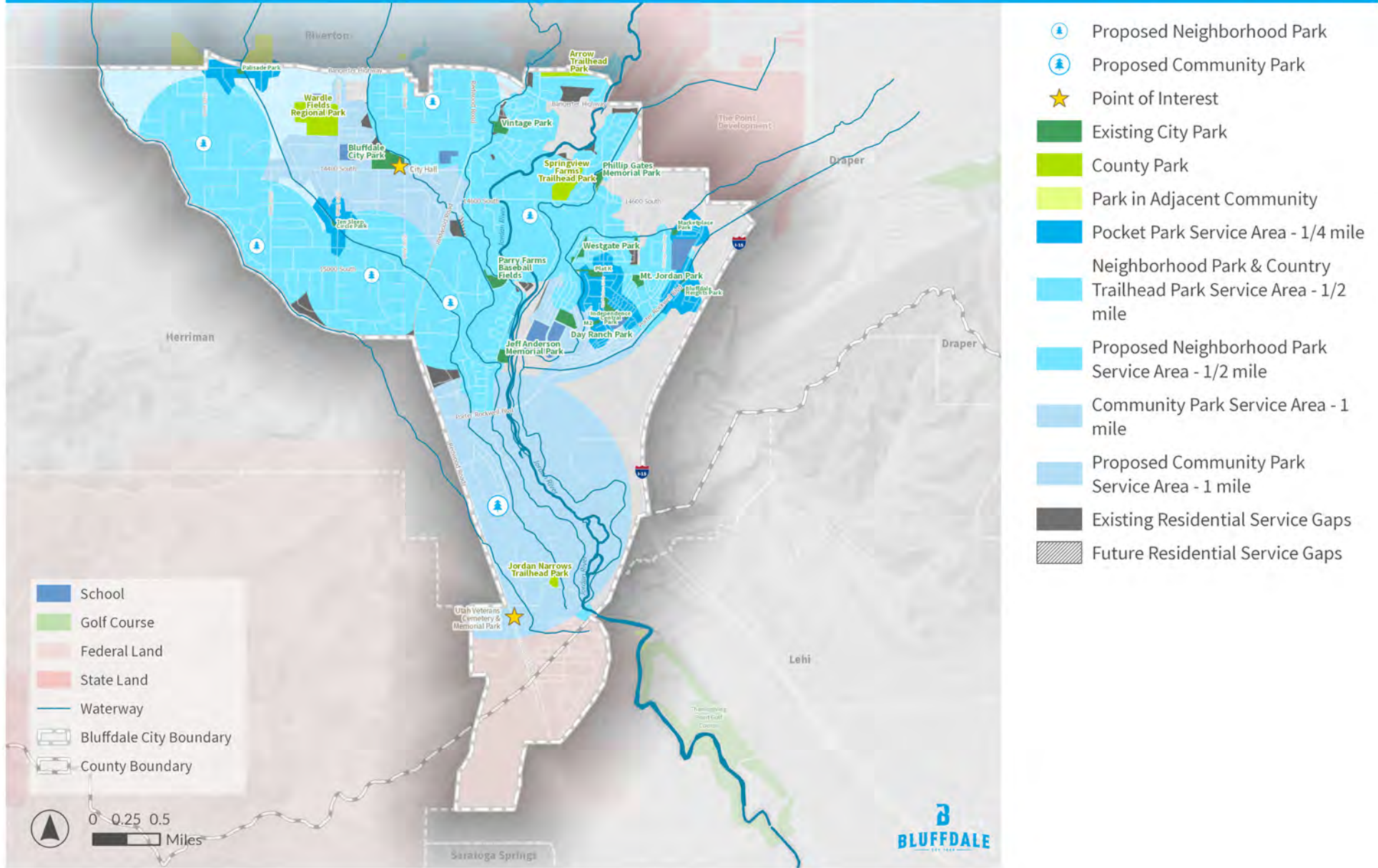
Recommended future parks include one community park in the south end of the City that is at least ten acres in extent. Six neighborhood parks, each at least three acres

FIGURE 3.8 - FUTURE LOS FOR PARKS



in extent, are proposed to help fill gaps in the central and north end of the City. The proposed neighborhood and community parks should total at least 28 acres, which will help fill existing and future gaps.

Parks, Open Space, Recreation, and Trails Master Plan (2024) **Map 3.5 | Existing and Proposed Park Distribution Analysis: City, County and Others**



MEETING SHORT-TERM NEEDS (2024-2034)

A total of 96.0 acres of public park land is required to maintain an LOS of 4.0 by 2034 ($24,007/1,000 \times 4.0 = 96.0$). Subtracting the 92.0 acres of existing public parks results in a total need for 4.0 acres of additional park land to meet LOS needs through 2034 ($96.0 - 92.0 = 4.0$). If the City develops two of the proposed neighborhood parks (totaling three acres each minimum), the community's park LOS needs will be met with an excess of two acres through 2034, but the City would only be addressing some of the gaps in park service areas.

The remaining 22 acres of recommended parks (one 10-acre community park and four 3-acre neighborhood parks), while not needed to maintain LOS, are needed to fill existing and future gaps, and should be acquired as soon as possible, and developed as soon as resources allow. **In summary, to meet LOS and distribution needs by 2034, all 28 acres of recommended parks should be developed by 2034.**

MEETING LONG-TERM NEEDS (2034-2050)

Meeting a future LOS of 4.0 acres per 1,000 residents by 2050 requires a total of 128.0 total acres of public park land ($32,000 / 1,000 \times 4.0 = 128.0$). Subtracting 92.0 acres of existing public park land and 28.0 acres of additional park land recommended by 2034 results in a **need for 8 acres of additional park land to meet LOS needs between 2034 and 2050** ($128.0 - 92.0 - 28.0 = 8.0$). This LOS need could be met by increasing the size of the proposed community and neighborhoods parks above the minimums, or by acquiring additional park land in other locations.

IMPROVEMENTS TO EXISTING PARKS

This section summarizes residents' desires as expressed in the community survey², and identifies priorities and opportunities identified by staff for enhancing the recreational value of the existing City parks. It also suggests potential improvements to Bluffdale's parks to fulfill amenity LOS recommendations (**Table 3.5**) and bring current parks up to standard (**Table 3.6**). Implementation of these recommendations should be undertaken judiciously, as some may not be appropriate or possible in every park because of limitations. The suitability of the suggested amenities should be carefully evaluated by the City on a park-by-park basis.

RECOMMEND IMPROVEMENTS CITY-WIDE

Some of the most requested park improvements include more shade structures (e.g. pavilions, canopies) and trees, and improved maintenance/cleanliness improvements. The City could substantially improve resident satisfaction by implementing these top requests.

Additional improvements for each park follow, some of which are upgrades/replacements of existing amenities, others are new amenities or features. The top requests in the survey, *aside from additional shade structures, trees, and improved maintenance*, are listed for each park, followed by other desired improvements in general order of preference, and improvements needed to meet minimum established standards³.

COMMUNITY PARKS

² It should be noted that the total survey responses for some parks were small because very few people chose those parks as their 'most used park'.

³ When statistically close to the top three, additional responses have been included.

Bluffdale City Main Park



Top Requests

1. Walking/jogging paths
2. Sports fields/courts
3. Restrooms
4. Playground equipment

Other Requests: lighting/safety features, waterwise landscaping, educational walking areas, accessibility to park and facilities (ADA)

Bluffdale City Main Park is one of two community parks that serve residents City-wide. Given the importance of this park in meeting recreational needs and its key location adjacent to City Hall and the Arena, the City is currently developing a master plan with input

from residents to provide an updated vision that meets community needs and desires. Design work for renovations and upgrades is planned to be complete in 2027.

The City is currently adding a large pavilion, but the park still does not meet the minimum standards for community parks because it does not have at least one picnic shelter/small pavilion.



Day Ranch Park

Top Requests

1. Sports fields/courts
2. Lighting/safety features
3. Waterwise landscaping

Other Requests: walking/jogging paths, restrooms, playground equipment, educational walking areas, picnic facilities, and accessibility to park and facilities (ADA)

Day Ranch Park was under construction during the time of the community survey, which may have influenced some of the responses above. No additional improvements are planned in the near future at this recently completed park.

NEIGHBORHOOD PARKS



Independence Main Park

Top Requests

1. Playground equipment
2. Sports fields/courts
3. Restrooms
4. Waterwise landscaping

Other Requests: lighting/safety features, picnic facilities, walking/jogging paths, educational walking areas, accessibility to park and facilities (ADA)

While overhead power lines and detention basins place some limits on what can be added at this park, the City should explore the feasibility of incorporating the above requests, including the detention areas to the north flanking Redcoat Drive.



Jeff Anderson Memorial Park

1. Playground equipment
2. Waterwise landscaping

Other Requests: educational walking areas, restrooms, sports fields/courts

Jeff Anderson Memorial Park is limited in potential additional amenities by topography and the location of a detention basin at the north end of the park. The City should study the feasibility of adding the requested amenities above.

The park does not meet the minimum standards set for neighborhood parks, as it is missing a picnic shelter/small pavilion. As improvements are made to the park, the addition of at least one small shelter/pavilion should be considered.



Mount Jordan Park

Top Requests

1. Waterwise landscaping
2. Lighting/safety features
3. Playground equipment

Other Requests: sports fields/courts

With the exception of upgrades to the playground, top requests for this park are generally lower-ticket items. The City should also explore the option of adding a smaller sports field/court, as it falls toward the smaller end of neighborhood park sizes and has limited space for additional facilities.

The park does not meet the minimum standards for neighborhood parks since it is missing a sports field/court and seating. Adding a smaller sports field/court as discussed above, and benches could help meet community desires and would bring the park up to standard.



Parry Farms Baseball Fields

Top Requests

1. Lighting/safety features
2. Playground equipment
3. Picnic facilities

Other Requests: sports fields/courts, accessibility to park and facilities (ADA), walking/jogging paths, and waterwise landscaping

With the limited site and specific uses for baseball at this park, potential improvements need to be carefully evaluated. Adding community requested amenities such as a playground or picnic facilities would likely require additional safety features such as taller fencing to prevent injuries from foul balls, but could help diversify the recreation options,

particularly when ball games and practices are not occurring. Improvements to the baseball fields, ADA improvements, and the integration of some waterwise landscaping should also be considered in long-term planning for the park.

Parry Farms is slightly different than most City parks with its primary focus on baseball fields. It does not meet the standards for neighborhood parks in the City because it is missing a playground, walking/jogging path, picnic shelter/small pavilion, seating, and picnic tables. The City should carefully explore the feasibility of incorporating the requests from the community, which would also help bring the park up to standard.



Philip Gates Memorial Park

Top Requests

1. Playground Equipment
2. Sports fields/courts
3. Lighting/safety features

While space is limited at this small park, upgrading the playground and adding a small sports field/court should be explored as improvements are considered.

Phillip Gates Memorial Park does not meet the standards for neighborhood parks because it is missing a sports field/court and a picnic shelter/small pavilion. The City should evaluate the feasibility of adding a small sports field/court and more picnic tables in the park, including at least one under a small shelter/pavilion to help bring the park up to standard. Upgrading the playground and adding lighting/safety features would also help meet community desires.



Vintage Park

Top Requests

1. Sports fields/courts
2. Picnic facilities
3. Restrooms

Other Requests: playground equipment, lighting/safety features, waterwise landscaping, walking/jogging paths, and educational walking areas

Vintage Park is fairly new and is relatively built-out, so the addition of more sports fields/courts is unlikely. The City could explore the addition of picnic tables in the park where appropriate.



Westgate Park

Top Requests

1. Playground equipment
2. Waterwise landscaping
3. Restrooms
4. Picnic facilities

Providing additional picnic tables, converting some of the landscaping to a waterwise approach, and upgrading the playground are likely the most feasible requests for Westgate Park. Providing additional or larger restrooms this park, which falls toward the smaller end of size for neighborhood parks, is probably less likely. If the restroom building needs to be replaced at some point in the future, an upgrade could be appropriate at that time.

POCKET PARKS



Bluffdale Heights Park

No improvements to Bluffdale Heights Park were requested as part of the community survey. The park does not meet minimum standards because it lacks seating. The City should evaluate options for adding some benches, particularly near the playground.



Independence Central Pocket Park

No improvements to Independence Central Pocket Park were requested as part of the community survey.

The park does not meet minimum standards because it is missing seating and either a playground or small sports field/court. The limited size of this pocket park precludes the addition of a playground or small sports field/court. However, the addition of a picnic table to the existing picnic shelter and one or two benches could improve the recreation value of this park.



M-2 Park

Top Request

1. Water-wise landscaping

The park does not meet minimum standards because it is missing seating and either a playground or small sports field/court and seating. The limited size and overhead powerlines eliminate the possibility of adding a playground or small sports field/court. However, adding a couple of benches along the trail could improve the usability of the site and converting some of the landscaping to a waterwise approach could help meet community goals and desires.



Marketplace Park

Top Requests

1. Lighting/safety features
2. Waterwise landscaping
3. Restrooms

Other Requests: accessibility to park and facilities (ADA) and sports fields/courts

Restrooms are an unlikely addition to Marketplace Park given its classification as a pocket park, its small size and limited amenities, and its isolated location. If the regional trail envisioned along the East Jordan Canal is constructed, it would connect the park along the north side to other parks in the City and the regional trail network and could potentially be re-evaluated for the addition of a restroom.



Palisades Park

Top Requests

1. Playground equipment
2. Sports fields/courts
3. Walking/jogging paths

The park does not meet City standards due to its lack of trees/shade and seating. The existing multipurpose field is heavily used by sports clubs, so paired with the small size, it is unlikely that a playground will be added. The City should evaluate improvements to the multipurpose field and the potential to add a perimeter pathway, and some trees and seating to help meet community desires and bring the park up to standard.



Plat K Park

Top Requests

1. Sports fields/courts
2. Playground equipment
3. Educational walking areas

The City should evaluate the feasibility of adding the requested amenities to Plat K Park.



Ten Sleep Circle Park

No improvements to Ten Sleep Circle Park were requested as part of the community survey. The park does not meet minimum City standards since it is missing seating. Adding a bench or two near the playground would bring this park up to standard and improve usability.

SPECIAL USE FACILITIES



Equestrian Park

Top Requests

1. Accessibility to amenities (ADA)
2. Restrooms

The City is planning to make major upgrades in 2025, including new bleachers, landscaping, utility work, and fencing that will improve the appearance of the facility. The recently completed site master plan for the Equestrian Park can be viewed in the Appendix.

COUNTY PARKS

The following improvements for county-owned parks were suggested during the public input process⁴. While Bluffdale lacks control over the operation and management of these parks, county staff have indicated a willingness to provide additional amenities to help meet community needs and desires, as appropriate.

⁴ The county recently developed a boat launch on the Jordan River near Parry Farms Baseball Field, but it was not available as an option on the survey for direct feedback.

Similar to the requests for City parks, residents would like to see additional shade structures (e.g. pavilions, canopies) and trees, and improved maintenance/cleanliness at county-owned facilities located in the community.

Wardle Fields Park (County-owned park)

Top Requests

1. Sports fields/courts
2. Picnic facilities
3. Playground equipment

Other Requests: walking/jogging paths, lighting/safety features, restrooms, waterwise landscaping, educational walking areas, and accessibility to park and facilities (ADA)

Arrow Trailhead Park

1. Lighting/safety features

Jordan Narrows Trailhead Park

1. Walking/jogging paths
2. Lighting/safety features
3. Restrooms

Springview Farms Trailhead Park

Top Requests

1. Walking/jogging paths
2. Playground equipment
3. Sports fields/courts

Other Requests: lighting/safety features, picnic facilities, and waterwise landscaping

AMENITY UPGRADES

This plan does not consider the condition or quality of existing amenities. While Bluffdale generally meets amenity needs from a quantity perspective, the quality and condition of certain amenities in some parks could be improved. Community input indicates that residents are interested in more lighting, trees, and shade structures, and improved overall maintenance/cleanliness of parks and facilities.

Replacing worn-out park amenities is essential as parks mature and age. It is recommended that the City conduct an internal comprehensive Park System Inventory and Conditions Assessment, detailing individual park amenities and their current condition. The parks inventory in this plan is a good starting point for such a study, which can provide the basis upon which future improvements and upgrades are prioritized, phased and implemented. When improving parks, the City should target suggestions in the community survey. The City should also engage with the public and specifically residents from surrounding neighborhoods where improvements and changes

are proposed. This will ensure investments meet the needs and desires of residents.

ACCESSIBILITY

General improvements for accessibility and adding accessible features and programs were mentioned in the survey and the youth focus group. All abilities playgrounds and accessible amenities and programming have become more popular throughout the state and along the Wasatch Front⁵. The City should consider developing an accessibility strategic action plan internally to encapsulate the community’s desired approach to meeting the needs of all users.

WAYFINDING AND SIGNAGE

Although Bluffdale has developed a new look for some of its park name signage in recent years, most of the parks, open space, recreation, and trails signage is inconsistent. Consistent signage not only communicates the names of sites and features, mapping, rules, and regulations, it can also leverage and strengthen the City brand.

⁵ A 2020 survey by the National Recreation and Parks Association indicated that 87% of U.S. adults say it’s important for people to have fair and just access to high quality park and recreation programs, services, and facilities that create healthy, resilient, and economically vibrant communities. (<https://www.nrpa.org/publications-research/park-pulse/Equitable-Access/>)

This plan recommends the development and implementation of a comprehensive wayfinding and signage master plan that incorporates the City’s updated branding and most recent sign designs. This will clearly provide information related to the parks and recreation system which can help increase the stewardship of precious green resources.

OPEN SPACE

Open space is land that is primarily left in a natural state. Preservation and protection of these lands should be the primary goal, and incorporation of recreational features and uses within them a secondary goal, as appropriate. Open space is usually owned or managed by a governmental agency, which may or may not provide public access. Open space provides physical and visual relief from developed areas in a community. It provides physical and visual relief from the more developed areas in a community and critical habitat for animals. These lands often help purify the soil, water, and air. They can absorb and deflect noise, wind, and visual blight, absorb carbon, and reduce urban heat. They also serve as natural drainages for conveying stormwater and assisting with stormwater infiltration into the soil.

The form of open space varies widely, including detention basins, steep hillsides or natural features, but can also be found in the most urban and developed part of a city. Environmentally sensitive areas are often classified as open space which sometimes include stream and creek corridors and unique and/or endangered plant species. Open space may include trails and similar low-impact and passive activities, such as walking and nature observation.

As illustrated in **Map 3.1**, Bluffdale is fortunate to include approximately 6 miles of the Jordan River within its boundary, in addition to 96.7 acres of City-owned open space and 228.9 acres of county owned open space throughout the City.

In contrast to active parks, there is no standard Level of Service for open space and no minimum standards for development and use. Cities typically acquire open space on a case-by-case basis when and where opportunities emerge. Acquisition of open space is a high priority for residents⁶. It is recommended that Bluffdale acquire open space as opportunities arise, focusing on acquisitions that expand or enhance existing parks and open spaces, preserve natural drainages and steep slopes, protect viewsheds

⁶ Fourth only to the development of a recreation center, more walking and biking trails, and expanded recreation programs

and agricultural land, and offer opportunities to expand the trail system.

Funding resources and open space acquisition tools are provided in Chapter 6: Implementation.

KEY RECOMMENDATIONS

- Meet a park LOS of 4.0 acres per 1,000 residents in the future to meet park needs while addressing other recreation demands
- Fill distribution gaps
- Bring existing parks up to standard
- Meet amenity LOS recommendations
- Consider additional improvements requested by the community
- Conduct a Park System Inventory and Conditions Assessment
- Develop an Accessibility Strategic Action Plan
- Develop and implement a comprehensive wayfinding and signage master plan
- Acquire additional public open space as opportunities arise

GOALS AND POLICIES: PARKS AND OPEN SPACE

GOAL 1: ENSURE PARKS ARE WELL-DISTRIBUTED THROUGHOUT THE COMMUNITY AND MEET COMMUNITY NEEDS

Policy 1.1: Proactively acquire and develop additional park land to help meet LOS service levels and distribution needs.

- **a. Implementation Measure:** Acquire and develop 28.0 acres of proposed parks to fill gaps and meet LOS needs.
- **b. Implementation Measure:** Acquire and develop 8.0 acres of recommended parks in gaps areas between 2024-2050 to meet the future LOS and ensure equitable park access.

Policy 1.2: Consider implementing non-traditional parks and park features, including urban parks and plazas, community gardens, hybrid sports parks and plazas, and nature parks to help meet the demand in the future as land becomes more difficult to obtain.

- **a. Implementation Measure:** Work with City departments and other partners to monitor opportunities for land acquisition in or near park service gap areas.

Policy 1.3: Meet existing and future park needs and open space needs of the community and provide amenities that serve the broadest range of potential users, ages, abilities, and interests.

- **a. Implementation Measure:** Adopt the amenity LOS standards as identified in this plan (Table 3.5).
- **b. Implementation Measure:** Adopt the recommended park standards in (Table 3.6) as City policy to ensure all new parks are developed with amenities that meet the established standard.
- **c. Implementation Measure:** Implement the improvements to existing parks as recommended in this plan.
- **d. Implementation Measure:** Evaluate requests for park and open space improvements as they are submitted to verify need, feasibility, and community support.
- **e. Implementation Measure:** Develop a strategy to actively seek and encourage participation by diverse community members in the planning and design of the City’s parks and recreation system.
- **f. Implementation Measure:** Regularly update the list of high-demand and unique amenities desired for as part of Bluffdale’s parks and recreation system.
- **g. Implementation Measure:** Develop future parks with unique design, special themes, and amenities that encourage strong identities for each park.

Policy 1.4: Integrate accessible features within parks and open space areas throughout the City where appropriate, in addition to concentrated features such as all-abilities parks or playgrounds.

- **a. Implementation Measure:** Develop an accessibility strategic action plan for the parks and recreation system.

Policy 2.1: Continue best management and maintenance

GOAL 2: ENSURE PARKS ARE DEVELOPED AND MAINTAINED TO PROVIDE HIGH QUALITY RECREATION OPPORTUNITIES

procedures to protect the City’s park and recreation investments and promote the long-term use.

- **a. Implementation Measure:** Develop then regularly update a Park and Recreation Inventory and Condition and Use Assessment detailing individual amenities and their current level of use and condition.
- **b. Implementation Measure:** Update annual budgets to ensure operation and maintenance funding is sufficient to meet needs.
- **c. Implementation Measure:** Develop and implement a schedule for field use to help prevent damage by overuse.
- **d. Implementation Measure:** Develop and implement a schedule for upgrading and replacing old and underutilized amenities, based on the findings of the Inventory and Conditions Assessment, and include strategies such as upgrading aged amenities, adding court and field lighting, re-surfacing worn park roadways and parking lots, or adding heat to restrooms.
- **e. Implementation Measure:** Secure additional funding for park system improvements through a periodic re-evaluation of the impact

fee structure, the pursuit of grants, partnerships with other entities, and other funding sources.

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

Policy 2.2: Maintain the safety of the City’s parks and open space system.

- **a. Implementation Measure:** Conduct a periodic safety audit of the parks and recreation system.
- **b. Implementation Measure:** Address safety concerns specific to individual sites by following the recommendations of the audit.

Policy 2.3: Avoid the development of pocket parks unless there is no other land available, and the neighborhood is under-served by parks.

- **a. Implementation Measure:** Update City ordinances to codify minimum park size and design requirements.

Policy 2.4: Ensure the community is aware of the parks and amenities available and understands the regulations for use.

- **a. Implementation Measure:** Develop and implement a comprehensive wayfinding and signage master plan utilizing the City’s branding.
- **b. Implementation Measure:** Regularly update parks and recreation information on the City’s website.

Policy 3.1: As new parks are developed and existing parks are updated, utilize the most current technologies and best practices

GOAL 3: ENSURE THE CITY'S PARKS AND RECREATION SYSTEM IS SUSTAINABLE AND RESILIENT

to conserve water and other resources.

- **a. Implementation Measure:** Utilize drip irrigation, moisture sensors, central control systems, and appropriate plant materials and soil amendments to create a more sustainable parks and recreation system.
- **b. Implementation Measure:** Convert less-active areas in the City's parks and recreation system to waterwise and drought tolerant systems to reduce water consumption and intensive maintenance practices.
- **c. Implementation Measure:** Conduct a comprehensive audit of the park and recreation system to develop an approach for integrating waterwise plantings.

Policy 3.2: Upgrade existing parks and require new parks to include resource-efficient lighting and stormwater management strategies such as Low Impact Development (LID) practices.

- **a. Implementation Measure:** Conduct an audit of the park and recreation system to develop a plan for integrating resource-wise lighting, LID practices, and infrastructure systems into the parks and recreation system.

GOAL 4: INCREASE THE AMOUNT OF NATURAL OPEN SPACE IN THE CITY

Policy 4.1: Secure and expand Bluffdale's open space system focusing on opportunities that preserve natural drainages, wildlife habitat, viewsheds, sensitive lands that include significant natural features such as unique landforms or steep slopes, and areas that facilitate expansion of the City-wide trail system.

- **a. Implementation Measure:** Develop an open space preservation and management plan to protect the City's key remaining open spaces for future generations.
- **b. Implementation Measure:** Compile a list of funding options and mechanisms for open space preservation in Bluffdale. Use mechanisms to preserve key open spaces.
- **c. Implementation Measure:** Proactively seek acquisition of critical open lands that meet established open space needs and visions.





4

recreation



INTRODUCTION: RECREATION



In addition to parks and open space, providing a variety of recreation facilities and programs is important to help meet recreation and leisure needs as well as enhance the quality of life enjoyed by residents. The City also has several community organizations that provide additional enrichment opportunities for citizens.

This chapter begins with a summary of public input followed by a discussion of existing facilities and programs and recommendations to enhance recreation and community services in Bluffdale. The chapter concludes with the identification of goals, policies, and implementation measures to ensure the community recreation vision is achieved.

PUBLIC INPUT ON RECREATION

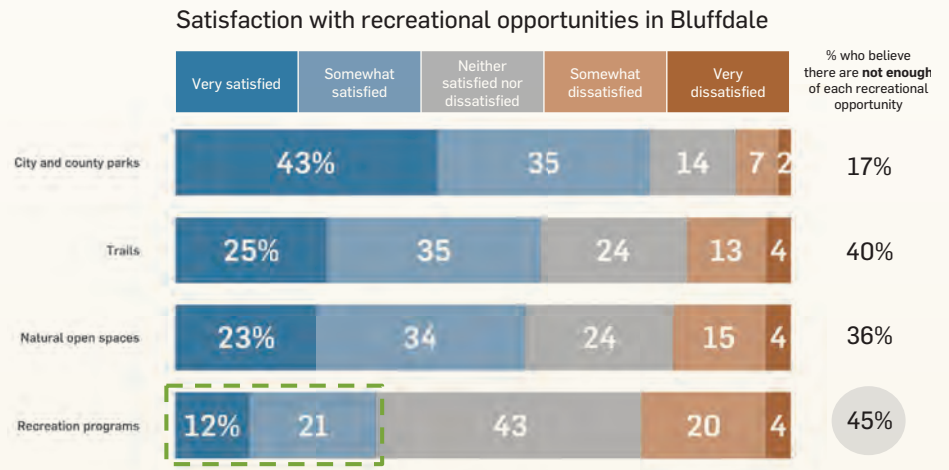
As summarized in Chapter 2: Community Engagement and detailed in the Appendix, the planning process included a range of public engagement opportunities to ensure the needs and desire of Bluffdale residents are well-vetted and reflected in this master plan. A summary of feedback specific to recreation follows.

COMMUNITY SURVEY

Residents Satisfied with Parks, Want More Recreation Programs

- Bluffdale residents are pleased with the overall quality of life in Bluffdale, giving an average rating of 80 points out of 100 (see **Figure 4.1**).
- Most residents are satisfied with the quality, as well as the number of parks available in Bluffdale.
- Residents report much lower levels of satisfaction with the quality and quantity of recreation programs available, indicating room for improvement.
- Trails and open spaces both receive middling ratings, indicating some need for improvement, but not to the same extent as programs.

FIGURE 4.1 - AVERAGE QUALITY OF LIFE AND SATISFACTION WITH RECREATIONAL OPPORTUNITIES

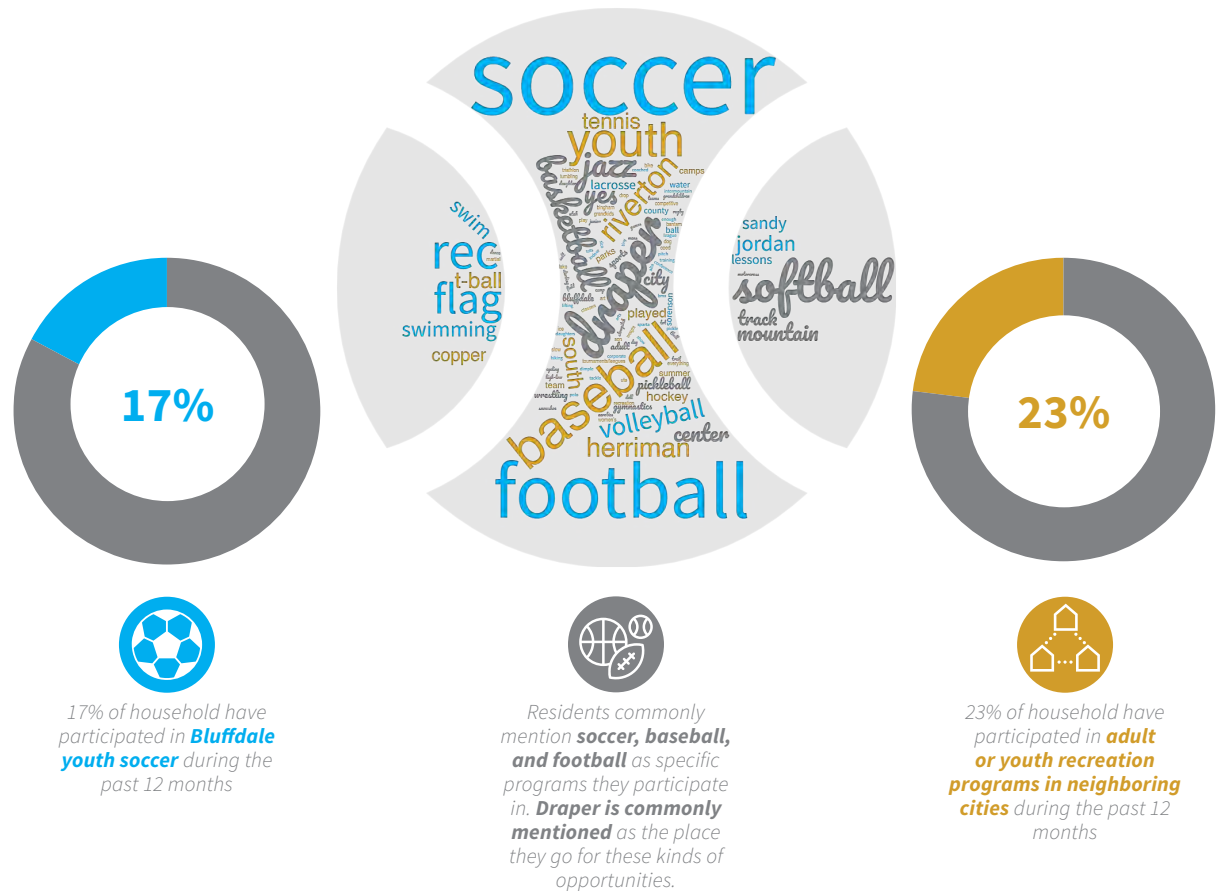


Residents Look Outside of Bluffdale for Recreation Programs

- Seventeen percent of residents say they or a member of their household has participated in Bluffdale youth soccer, compared to 23% of households who have participated in recreation programs offered by Salt Lake County or neighboring cities (Figure 4.2).
- When asked about the specific programs they participate in, respondents mention soccer, baseball, and football. In addition, residents commonly mention Draper as the place they go for these kinds of opportunities.

“Grandkid had to do soccer in Herriman as there were not enough teams for him to play here in Bluffdale.”

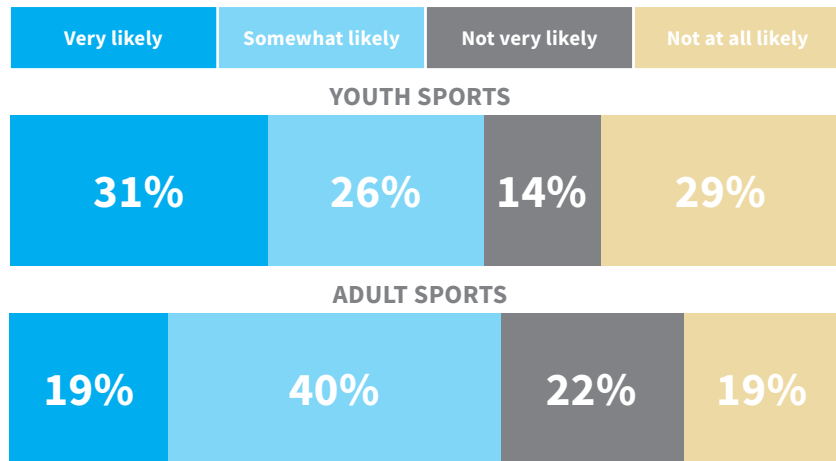
FIGURE 4.2 - RECREATION PROGRAM PARTICIPATION



Majority of Residents Interested in Recreation Programs in Bluffdale

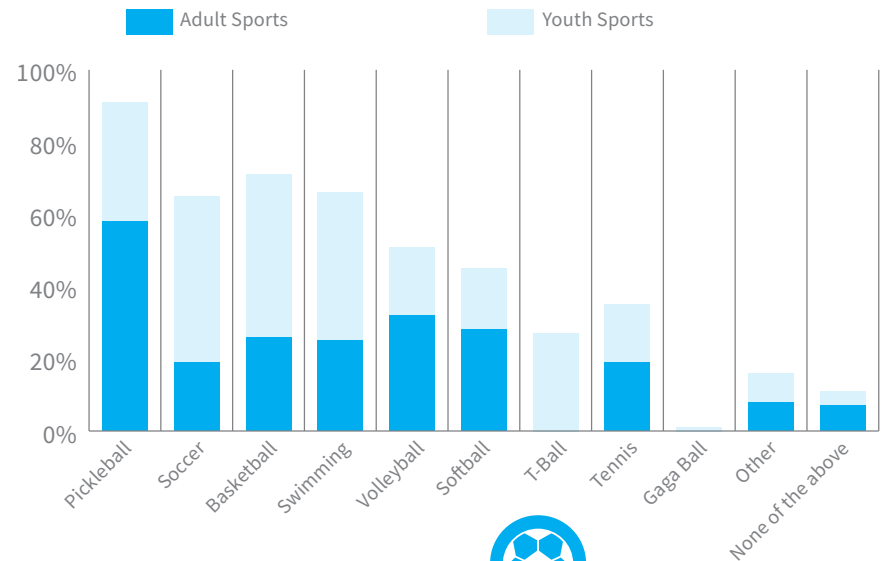
- Over half of residents are at least somewhat interested in youth and adult sports in Bluffdale (57% and 59%, respectively) (Figure 4.3).
- Residents are most interested in youth soccer, basketball, and swimming programs (Figure 4.4).
- Pickleball is by far the most popular choice among adult recreation programs (Figure 4.4).

FIGURE 4.3 - LIKELIHOOD OF PARTICIPATING IN RECREATION PROGRAMS IN BLUFFDALE



“Would love some futsal or soccer facilities for the public if we could get a futsal court in Bluffdale Heights. It would be awesome.”

FIGURE 4.4 - WHAT SPORTS WOULD YOU LIKE TO SEE OFFERED IN BLUFFDALE?



Pickleball is by far the most popular choice among adult recreation programs at 58%.



Residents are most interested in youth soccer, basketball, and swimming programs

Strong Interest in Bluffdale Recreation Center

- Eighty-three percent of respondents say they are at least somewhat interested in having a public recreation center in the City (Figure 4.5).
- In terms of specific facilities and amenities, residents express the most interest in swimming pools (both indoor and outdoor), weight/cardio training facilities, and group fitness classes (Figure 4.6).

FIGURE 4.5 - INTEREST IN BLUFFDALE RECREATION CENTER

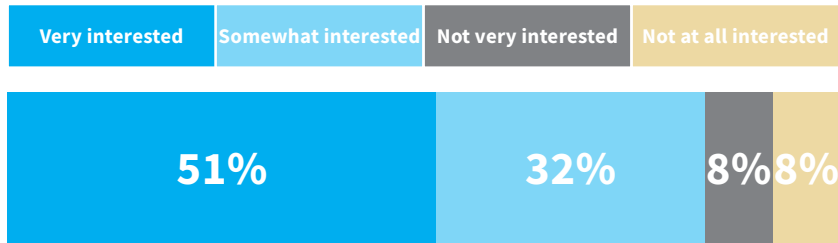
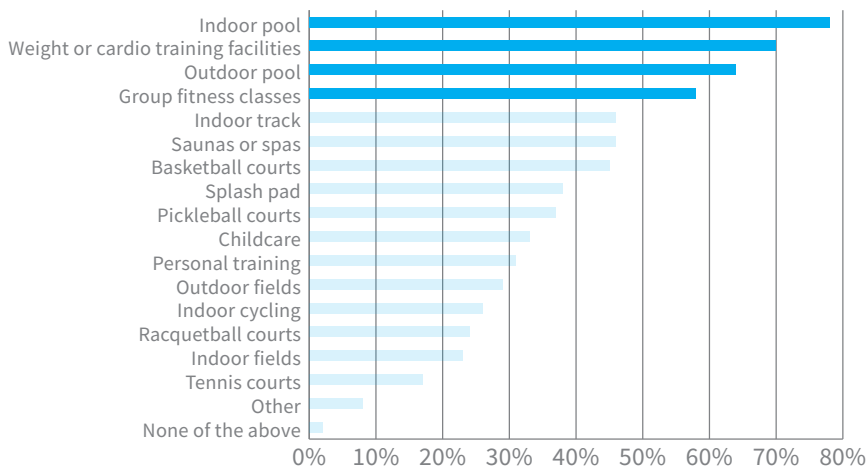


FIGURE 4.6 - PREFERRED RECREATION CENTER AMENITIES



Majority of Residents Would Use Local Recreation Center Frequently

- When asked about how they would prefer to pay for recreation center admission, a majority say they would prefer to purchase a season/annual membership or a family pass (Figure 4.7).
- A majority of residents say they would use the facility at least a few times a month. Families, or residents with children, and younger residents report being much more likely to use a local recreation center than those without children and older residents (Figure 4.8).

FIGURE 4.7 - ADMISSION PAYMENT PREFERENCE

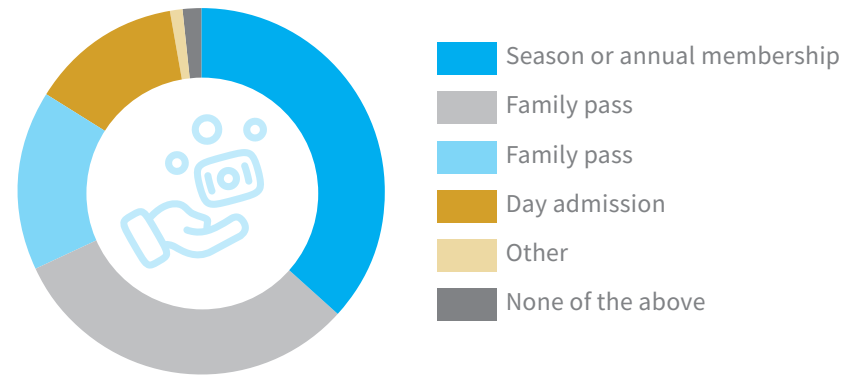
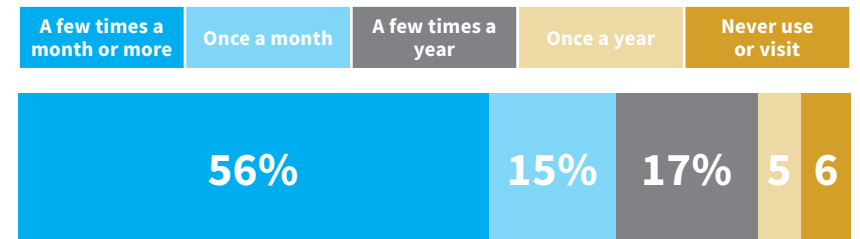


FIGURE 4.8 - FREQUENCY OF VISITING PUBLIC RECREATION CENTER



WEBSITE AND SOCIAL PINPOINT

- Desire for a recreation center located to serve the most residents close by - important that it is connected to the Jordan River Trail
- Interest in a youth football program

FOCUS INTERVIEWS

Healthy Bluffdale Coalition

- Opportunity for activities such as scavenger hunts for prizes to get kids and families out into the parks and trails system
- Consider opportunities to partner with businesses

Youth Council

- Want a recreation center with the following:
 - Pools (indoor/outdoor, for teams/recreation)
 - Ice skating (for hockey/recreation)
 - Rock climbing
 - Indoor track
 - Concessions/food
 - Classroom space
 - Classes
 - Daycare
- Senior Center located close to older residents
- Desired programs:
 - Adaptive programs like the National Ability Center
 - More recreation teams
 - Basketball/volleyball





RECREATION FACILITIES

EQUESTRIAN PARK

The City's Equestrian Park is a 9.6 acre special use facility primarily used for rodeos, riding clubs, and other equestrian activities and events. The facility is adjacent to Bluffdale City Main Park and Bluffdale City Hall, offering great opportunities for larger events that can utilize amenities and infrastructure at all three facilities.

RIVERTON SENIOR CENTER

The Riverton Senior Center, owned and operated by Salt Lake County's Aging and Adults Services, serves older residents in Bluffdale, Herriman, and Riverton. The center offers a wide range of programs and amenities to enrich the lives of seniors in the southwest corner of the valley. From arts and crafts to fitness programs and lunch, the center is a key social hub for older community members.

INDOOR RECREATION FACILITIES

Although there are no indoor recreation facilities located within Bluffdale, several recreation centers are within short drives of the City. Salt Lake County operates and programs recreation centers in Herriman and Draper operate. The Draper Recreation Center includes indoor and outdoor pools.

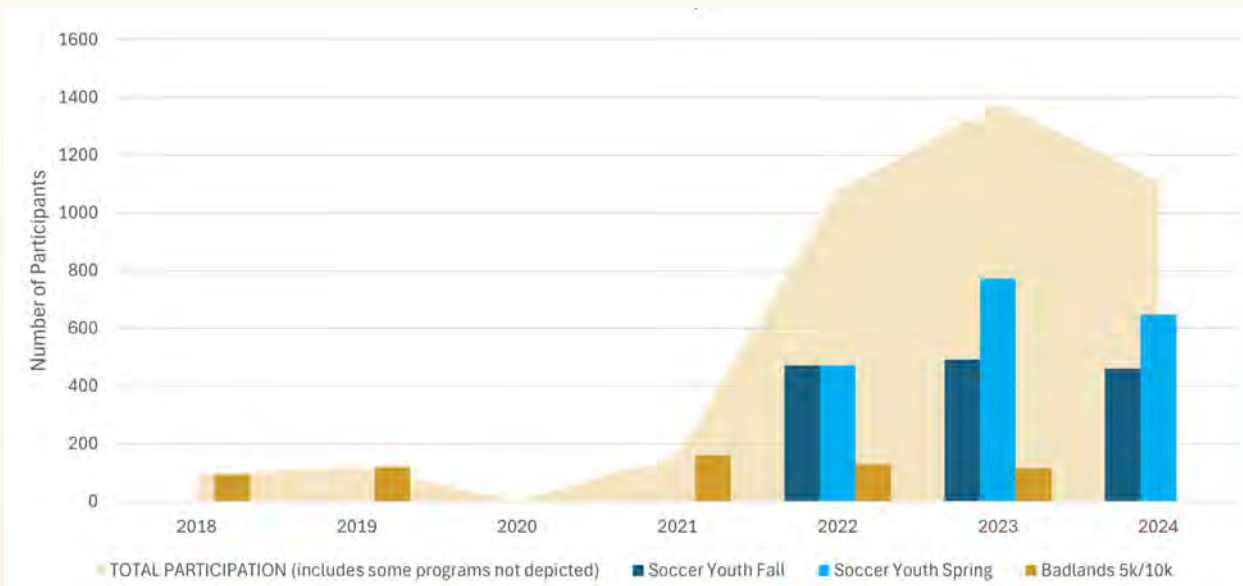
SCHOOL DISTRICT FACILITIES

Bluffdale has cooperative agreements in place with the Jordan School District for the use of school fields and facilities in the Day Ranch Community. As the City expands its array of recreational programs, it is essential for to periodically revisit existing cooperative agreements and add or formalize additional agreements with public or charter schools to make use of gyms and other indoor space or additional field space as needs arise.

RECREATION PROGRAMS

Bluffdale began offering the first City sponsored recreation programs in 2022, starting with the youth soccer program. Beginning in spring 2024, the City started offering t-ball, with flag football coming in 2025. As illustrated in **Figure 4.9**, participation in recreation programs and events continues to see strong participation rates, particularly in the youth spring and fall soccer programs. Parks and Recreation staff anticipates continued increases in participation as additional programs and events diversify the City’s offerings.

FIGURE 4.9 - RECREATION PARTICIPATION OVER TIME



RECREATION PROGRAMS

- Youth Spring Soccer
- Youth Fall Soccer
- Youth T-Ball
- Adult Pickleball League

RECREATION EVENTS

- Badlands 5K/10K run event – 2024
- Pickleball Tournament events – summer and fall 2024





PROGRAMS PROVIDED BY OTHERS

Organized sports are also provided by private youth leagues and the other entities. City residents have access to Salt Lake County recreational facilities and programs within and just beyond municipal boundaries. These facilities provide opportunities for social interaction, leisure, and contribute to an active, healthy lifestyle (General Plan. 2022).

COMMUNITY ORGANIZATIONS

HEALTHY BLUFFDALE COALITION

The Healthy Bluffdale Coalition strives to implement a whole health approach that centers around the responsibility of individual citizens to know and care for their own health and prevention of illness. As a recipient of the Coalitions Lite grant from the Salt Lake County Health Department, Healthy Bluffdale Coalition (HBC) is going through an evidence-based strategic planning process to find out what the priorities should be for the coalition to focus on.

BLUFFDALE ARTS ADVISORY BOARD

The Bluffdale Arts Advisory Board was formed in 1990 and has the goal to foster community pride and unity, good, clean family entertainment, expand the talents of citizens, and bring quality arts to the Bluffdale area at an affordable price. Since the board's formation, there have been over 63 productions thanks to community support and the dedicated efforts of volunteers. Many of the Bluffdale Arts Advisory Board projects are made possible through grants from the Utah Arts Council, the National endowment for the Arts, and Zoo Arts Park (ZAP) funding.

COMMUNITY GARDEN AND BOARD

In 2019, the Bluffdale City Manager proposed starting a Community Garden on a piece of property owned by the Jordan Valley Water District. The Spring of 2019 was the first gardening season and the City now has 84 boxes. Any participant agrees to garden organically, maintain their box, keep it and the surrounding area free of weeds, and complete a community job. On November 8, 2023, the City Council voted to create the Bluffdale Community Garden Board.

BLUFFDALE CITY YOUTH COUNCIL

The Bluffdale City Youth Council was established on April 27, 2016. At the age of 14, youth who reside in Bluffdale City may be considered for service on the Bluffdale City Youth Council. Youth are eligible until the age of 18 and, or graduation from high school. Youth who participate attend some City Council meetings, learn about the state legislature and how to be involved, participate in service projects, and assist with community events and activities.

HISTORIC PRESERVATION COMMISSION

The Bluffdale Historic Preservation Commission was established out of a desire to celebrate and preserve the City’s rich past and ensure examples of its history are available for the citizens of Bluffdale to observe and enjoy for many years to come. It is the intent of the City to identify, preserve, protect, and enhance historic areas in the community. (Bluffdale’s first school is pictured below on the right.)

The commission advises City leadership and the community on matters related to historic preservation and community history, coordinates with City departments and community organizations, conducts surveys of local historic properties, maintains an inventory of surveyed historic properties, offers educational and interpretive programs, handles nominations for designation to the City’s historic sites list and the City’s historic landmarks register, works with the Utah state historic preservation office on all national register nominations or properties in the City, and applies for grants and other financial aid for historic preservation and community history related projects.



MEETING FUTURE NEEDS

The community survey results show that 45 percent of residents believe there are not enough recreational opportunities in Bluffdale, emphasizing the importance of broadening the City’s recreation programs and facilities.

FACILITIES

A large majority of residents (83%) say they are at least somewhat interested in having a recreation center in the community, with more than half (51%) saying they are very interested. The City should continue to explore partnerships with Salt Lake County, the Jordan School District, and other communities to help provide big-ticket facilities such as a recreation/community center, sports complex, or indoor fieldhouse, which would likely not be feasible for the City to fund on its own.

PROGRAMMING

Survey respondents requested a broader variety of recreational programming, including expanded youth soccer and the addition of

baseball, basketball, swimming, and pickleball programs. Other popular requests include volleyball, softball, and tennis.

Residents also expressed interest in adaptive recreation programs. Adaptive sports and recreation programs are activities that anyone can do, regardless of their level of physical and intellectual abilities. As a result, anyone can enjoy health, leisure, social, and competition benefits.

MEETING THE DEMAND FOR GROWTH

The expansion of recreation programs and facilities will require a commitment by the community to ensure appropriate resources are available to help meet community needs and desires. As an indication of this support, Bluffdale established the recreation department and hired its first Recreation Director in 2023 with the intention to continue building its recreation offerings.

In 2024, the City established a new position, the Public Works Manager - Parks and Recreation, to oversee planning and operations of the Parks and Recreation Departments.

KEY RECOMMENDATIONS

- Explore public/private partnerships for the development of large recreation facilities such as a recreation/community center and sports complex/field house
- Conduct additional studies for potential large-scale recreation facilities
- Continue to expand recreation programs offered by the City
- Continue to work with community partners, such as the school district and county, to offer diverse recreation and cultural opportunities



GOALS AND POLICIES: RECREATION

GOAL 1: ENSURE THAT RESIDENTS OF BLUFFDALE HAVE ACCESS TO HIGH QUALITY RECREATION FACILITIES AND PROGRAMS

Policy 1.1: Investigate opportunities to provide facilities and programming requested by residents.

- **a. Implementation Measure:** Continue to partner with Salt Lake County and Jordan School District to meet community recreation facility and programming needs in the future.
- **b. Implementation Measure:** Explore public/private partnerships to potentially fund a recreation center/community center, sports complex, and indoor fieldhouse.
- **c. Implementation Measure:** Conduct a pre-programming study to determine the scope, cost, and funding opportunities for the development of a recreation/community center as requested by residents in the community survey.
- **d. Implementation Measure:** Conduct a pre-programming study to determine the scope, cost, and funding opportunities for the development of a sports complex and indoor fieldhouse to meet programming requests indicated in the survey.

Policy 1.2: Identify and work with other partners to provide additional access and recreational opportunities to residents.

- **a. Implementation Measure:** Coordinate with Salt Lake County and surrounding communities to evaluate potential partnerships on large-scale projects requested by the community.
- **b. Implementation Measure:** Continue to partner with the Jordan School District through inter-local agreements, funding agreements and other forms of cooperation for the use of school fields, gymnasiums, and other facilities.
- **c. Implementation Measure:** Continue to create partnerships with sports organizations and groups, as well as non-competitive recreational organizations and groups to expand the offerings available to Bluffdale residents.

GOAL 3: ENSURE THAT RECREATION PROGRAMS CONTINUE TO MEET RESIDENTS' NEEDS.

Policy 2.1: Continue to broaden offerings and increase awareness about and participation in City programs and events.

- **a. Implementation Measure:** Regularly survey participants and the community-at-large to ensure the City is providing recreation

programming and activities that serve a broad variety of users and interests.

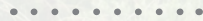
- **b. Implementation Measure:** Investigate opportunities to provide diverse, innovative programming to a broad variety of participants, including non-sports related programming.
- **c. Implementation Measure:** Develop a marketing plan/strategy to collaborate on improved marketing and communication efforts for recreation programs and activities.





5

trails



INTRODUCTION: TRAILS

The demand for trails has increased in recent years, which is a reflection of the benefits they provide. Not have trails only become an essential component of local and regional transportation systems, they provide opportunities to incorporate physical exercise into our daily lives. Walking, running, hiking and cycling on trails can help one feel connected to the natural world, and instill responsibility to protect it. Using trails can also awaken the senses, providing opportunity to take in the sights, sounds, and smells that surround us.

A growing number of studies indicate that spending time outdoors helps us recalibrate our brains, enhancing our ability to focus, problem solve, think creatively, and cope with adversity. Trails are not only a great way to get from Point A to Point B, they also facilitate spending time outdoors, which makes us happier and more productive. The time spent outdoors can improve our mood, reduce stress, and help us focus, all while providing a connection to nature and our communities.

This chapter begins with a summary and analysis of community feedback on trails and then provides a brief summary of recent studies that address trails in Bluffdale. This is followed with an inventory of the existing trail system, which is followed by a future trails plan to meet immediate and long-term needs for trails and trail amenities. The chapter concludes with goals, policies, and implementation measures to guide decision-making and resource allocation in the coming years.



PUBLIC INPUT ON TRAILS

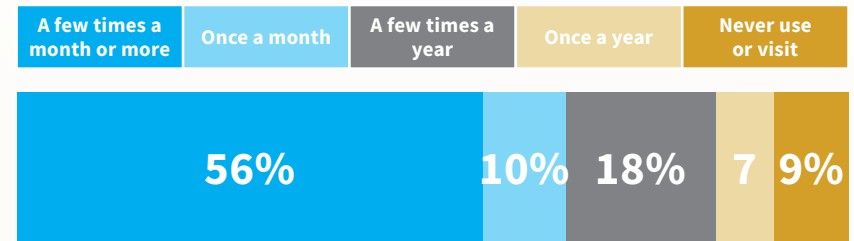
As summarized in Chapter 2: Community Engagement and detailed in the *Appendix*, the planning process included a range of public engagement opportunities to ensure the needs and desire of Bluffdale residents are well-vetted and reflected in this master plan. A summary of feedback specific to trails follows.

COMMUNITY SURVEY

Majority of Residents Visit Trails at Least Once a Month for Walking/Jogging

- The majority of Bluffdale residents visit trails at least once a month and only 9% report that they have never used or visited a Bluffdale trail. Younger residents (44 years old and younger) are much more likely to report visiting trails, as are residents who have lived in Bluffdale for 6-10 years (**Figure 5.1**).
- About 3 out of 4 residents say the reason they visit their favorite trail most often is for walking/jogging. Biking for recreation, not commuting, is an important factor, with 1 in 5 residents indicating recreation biking is the number one reason they visit their favorite trail (**Figure 5.2**).

FIGURE 5.1 - FREQUENCY OF USING TRAILS IN BLUFFDALE



Residents with and without children report **similar levels of trail use frequency**. Residents with children are **more likely to visit parks** than they are trails.

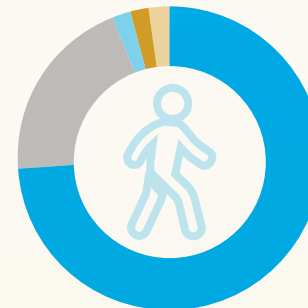


Only 41% of residents ages 65+ report visiting trails once a month or more, compared to 60% of 18-35-year-olds, and 65% of 35-44-year-olds.



Those who have lived in Bluffdale for **3-10 years** report **visiting trails more often**, on average, than other residents.

FIGURE 5.2 - REASONS FOR USING TRAILS IN BLUFFDALE



There are very few differences between residents with children and without children in terms of reasons they visit their favorite trail.



Younger residents (18-34) are more likely to visit parks to walk/jog than other residents.



Longer term residents (11+ years) are less likely to use trails to walk/jog and **more likely to use trails for biking**.

Lack of Information Biggest Reason to Not Use Trails

- Lack of information is by far the number one reason why residents do not use the trails in Bluffdale. Other reasons also include being unaware of trails in the City and trails are far from where they live (Figure 5.3).

Jordan River Parkway Most Visited Trail

- Approximately 7 out of 10 residents report visiting Jordan River Parkway in the last year. When asked about the trails they visit most often, the largest proportions of residents report that their most frequented trails are Independence Community Trails and Jordan River Parkway (Figure 5.4).

FIGURE 5.3 - REASONS FOR NOT USING BLUFFDALE TRAILS

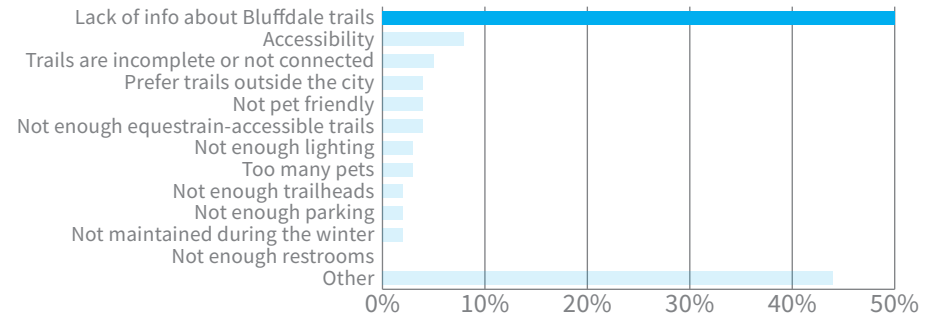


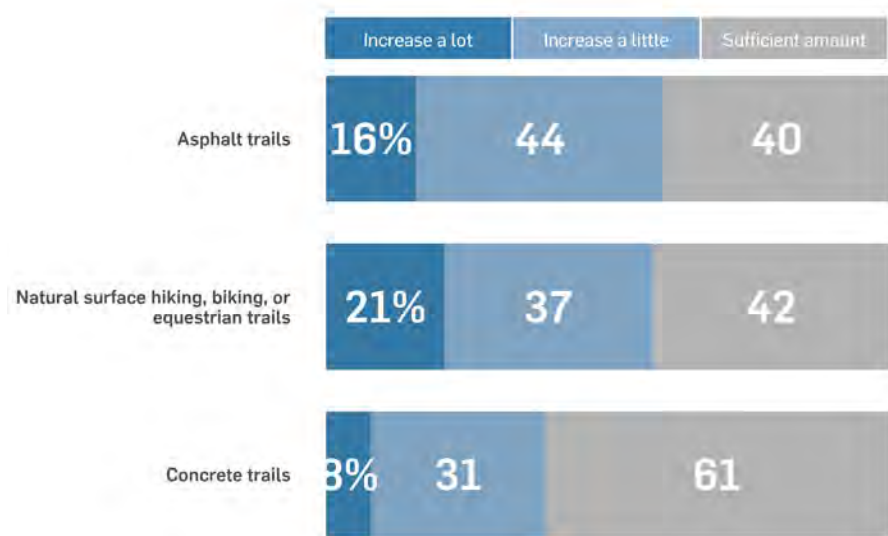
FIGURE 5.4 - MOST POPULAR TRAILS



Residents Prefer More Asphalt and Natural Surface Trails

- Generally speaking, residents are more in favor asphalt and natural surface hiking, biking, or equestrian trails compared to concrete trails (Figure 5.5).
- Residents frequently express the need for trails that connect to other parts of the City and more trails on the west side of Bluffdale (Figure 5.6).

FIGURE 5.5 - TRAIL TYPE PREFERENCE



“I love the trails when they connect to the different parts of the community! Like to the parks and schools and different parts of the neighborhoods.”

FIGURE 5.6 - OTHER TYPES OF TRAILS RESIDENTS WOULD LIKE TO SEE



Residents Want More Connected Trails and Lighting

- Regarding trail improvements, respondents report that they would like to see trails connecting neighborhoods, improved lighting, maintenance for winter trail use (and improved maintenance overall), and more completed/connected trails (Figure 5.7 and Figure 5.8).

Little Conflict on Bluffdale Trails

- Only about 1 in 5 respondents report that there are conflicts between users of various user groups (cyclists, runners/joggers, dogs and owners, equestrians, etc.) on trails in Bluffdale (Figure 5.9).
- When conflict does arise, residents believe the best solution is to create separate, designated trails for the various user groups.

FIGURE 5.7 - NEEDED IMPROVEMENTS TO TRAILS IN BLUFFDALE

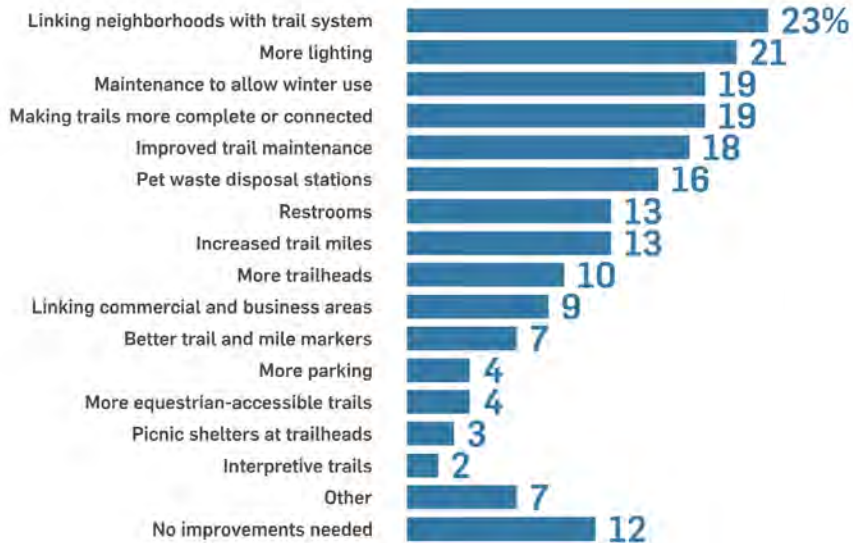


FIGURE 5.8 - NEEDED IMPROVEMENTS CATEGORIZED BY MOST VISITED TRAIL

Jordan River Parkway

- Linking neighborhoods with trail system
- Improved trail maintenance
- Maintenance to allow winter use

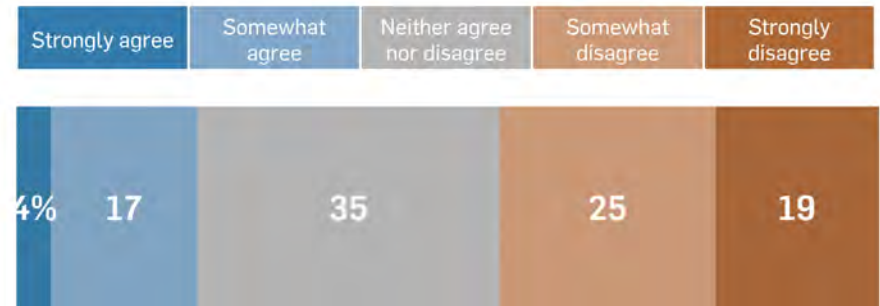
Independence Community Trails

- More lighting
- Linking neighborhoods with trail system
- Making trails more complete or connected

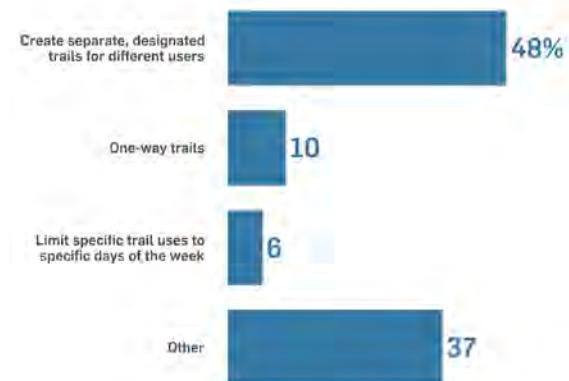
Porter Rockwell Trail

- Linking neighborhoods with trail system
- Making trails more complete or connected
- Linking commercial and business areas

FIGURE 5.9 - CONFLICT ON BLUFFDALE CITY TRAILS



Preferred resolution of trail conflicts



WEBSITE AND SOCIAL PINPOINT

- Connections:
 - Better connections to the west side
 - Reconnect Jordan River Trail (JRT) to the west where new bridge was installed
 - Safe pedestrian access to trails (neighborhoods)
 - Porter Rockwell Boulevard to Springview Farms Trailhead
 - Wardle Fields to Independence trail system
- Crossings:
 - JRT crossing of 14600 South
 - 14400 South/Redwood Road (school and trailhead connections)
 - Porter Rockwell/Redwood Road (grade separated)
 - 14600 South/Springview Farms Parkway
 - Harmony Day Drive/Heritage Crest Way
 - Porter Rockwell Boulevard/Harmony Day Drive (sight triangle/safe crossing issues)
- Incorporate canals into trail network

FOCUS INTERVIEWS

Healthy Bluffdale Coalition

- Focus is on improving mental health, getting kids moving more, and encouraging stewardship
- Walkability, connectivity, and better shade/benches along trails are important (mental, physical, environmental health)
- Use trails to unite Bluffdale
- Ensure all areas of City have good access to trails
- Willing to help City with a walk audit and trail cleanup
- Barriers: railroad, river, canals
- Shared marketing, outreach, and education: newsletter and social media
- Want to see interpretive/educational/historical signage along trails and in parks
- Need better trail mapping/information
- Consider opportunities to partner with businesses for improvements and programs

Youth Council

- Access parks primarily by walking on the trail network
- Connections:
 - Community-wide
 - Parks, neighborhoods, library
- Crossings
 - JRT crossing of 14600 South
 - Porter Rockwell/Freedom Point near Bluffdale Heights
 - JRT/Bangerter underpass is dark and uncomfortable



EXISTING TRAIL SYSTEM

EXISTING TRAILS

The trail network in Bluffdale is organized into a hierarchy of interconnected pathways. At the core of the system are regional trails, which connect Bluffdale to neighboring communities and other distant destinations. Local trails branch off from these regional routes, linking them to parks, schools, and other key locations within the City. Primarily designed for recreation, the system allows users to select routes based on their desired travel distance or specific destinations, offering both looped and point-to-point options.

The classification of trails within the Bluffdale network is based on their purpose, level of use, and the connections they provide, rather than factors like width, material, or the types of users. There are two main trail classifications: regional and local trails. The City has approximately 18.0 miles of existing trails, as summarized in **Table 5.1** and shown in **Map 5.1**. These two trail classifications serve as the primary connections within and across the City. Additionally, pathways within parks help meet the community’s trail needs, but their mileage is not included in **Table 5.1**.

TABLE 5.1 - EXISTING BLUFFDALE CITY TRAILS	
REGIONAL TRAILS	MILES
Jordan River Trail (JRT)	4.6
Porter Rockwell Trail	2.9
TOTAL EXISTING REGIONAL TRAILS	7.5
LOCAL TRAILS	MILES
Independence Community Trails	4.9
Springview Farms Community Trails	1.7
Loumis Way Connector to JRT	1.7
Other & Connectors	2.2
TOTAL EXISTING LOCAL TRAILS	10.5
TOTAL EXISTING TRAILS	18.0

REGIONAL TRAILS

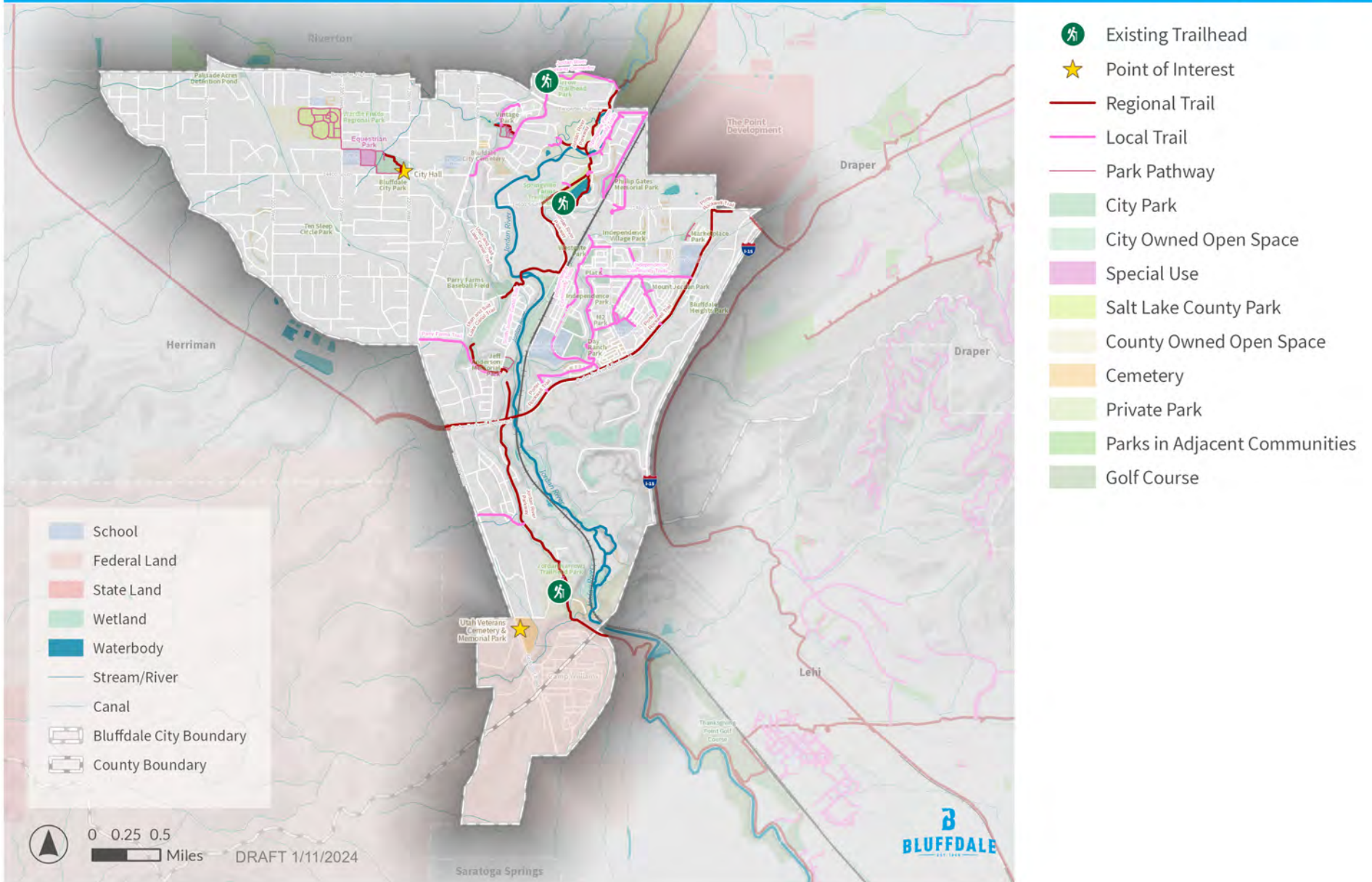
Regional trails are typically paved trails and serve a broad variety of user groups including pedestrians, bicyclists, and other active transportation users. The regional trails in Bluffdale include: the Jordan River Trail, Porter Rockwell Trail, and the Utah and Salt Lake Canal Trail.

JORDAN RIVER TRAIL

The north-south Jordan River Trail parallels the Jordan River, connecting Utah Lake in Utah County to Great Salt Lake at the north end of Salt Lake County and to the Legacy Parkway Trail beyond. The paved trail is complete throughout the City, and some sections include an unpaved multi-use trail along either side that was primarily established to serve the equestrian

Parks, Open Space, Recreation, and Trails Master Plan (2024)

Map 5.1 | Existing Trails



community and which continues to offer a different experience for a variety of user groups. Development and maintenance of the Jordan River Trail are shared among Salt Lake County and local municipalities.

PORTER ROCKWELL TRAIL

The Porter Rockwell Trail connects the area just south of The Point to the southwest area of the City to the trails along the Mountain View Corridor in adjacent communities. The trail alignment traces the route of the Porter Rockwell Boulevard. The recent opening of Porter Rockwell Bridge provides easier access to the Jordan River Trail.

UTAH AND SALT LAKE CANAL TRAIL

The Utah and Salt Lake Canal Trail connects the Jordan River Trail at the south end of the City to the planned regional route along the canal of the same name. Nearly half of the trail alignment is complete and connected in the City, dead-ending at Redwood Road just south of 14600 South.

LOCAL TRAILS

Local trails provide a finer grain of recreational options, complementing the regional trail framework and providing more complete access to local parks, open spaces, schools and neighborhoods. These routes are located where rights-of-way alignments can accommodate a wider trail similar to regional shared use pathways. Key local trails in Bluffdale include the Independence Community Trails, Springview Farms Community Trails, and the Loumis Way Connector to the Jordan River Trail. Other local trails include segments of additional parallel canal trails and connectors.

TRAILHEADS

Trail users are currently served by three existing trailheads, as shown on **Map 5.1**. Each of these trailheads are Salt Lake County owned trailhead parks that provide access to the Jordan River Trail. Springview Farms Trailhead Park and Jordan Narrows Trailhead Park offer parking, restrooms, and drinking fountains. Arrow Trailhead Park provides parking for personal vehicles as well as horse trailers.

TRAIL DISTRIBUTION

Map 5.2 shows the walking distance to existing trails and trailheads, including park pathways, in relation to current and future residential areas. The central and eastern parts of Bluffdale have good access to existing trails, while the western side of the City has the largest gap in trail access.

It is important to note that being close to a trail does not always mean easy access to it. As the proposed trail system is developed, it will be crucial to include sufficient trailheads and access points to encourage people to use the trails.

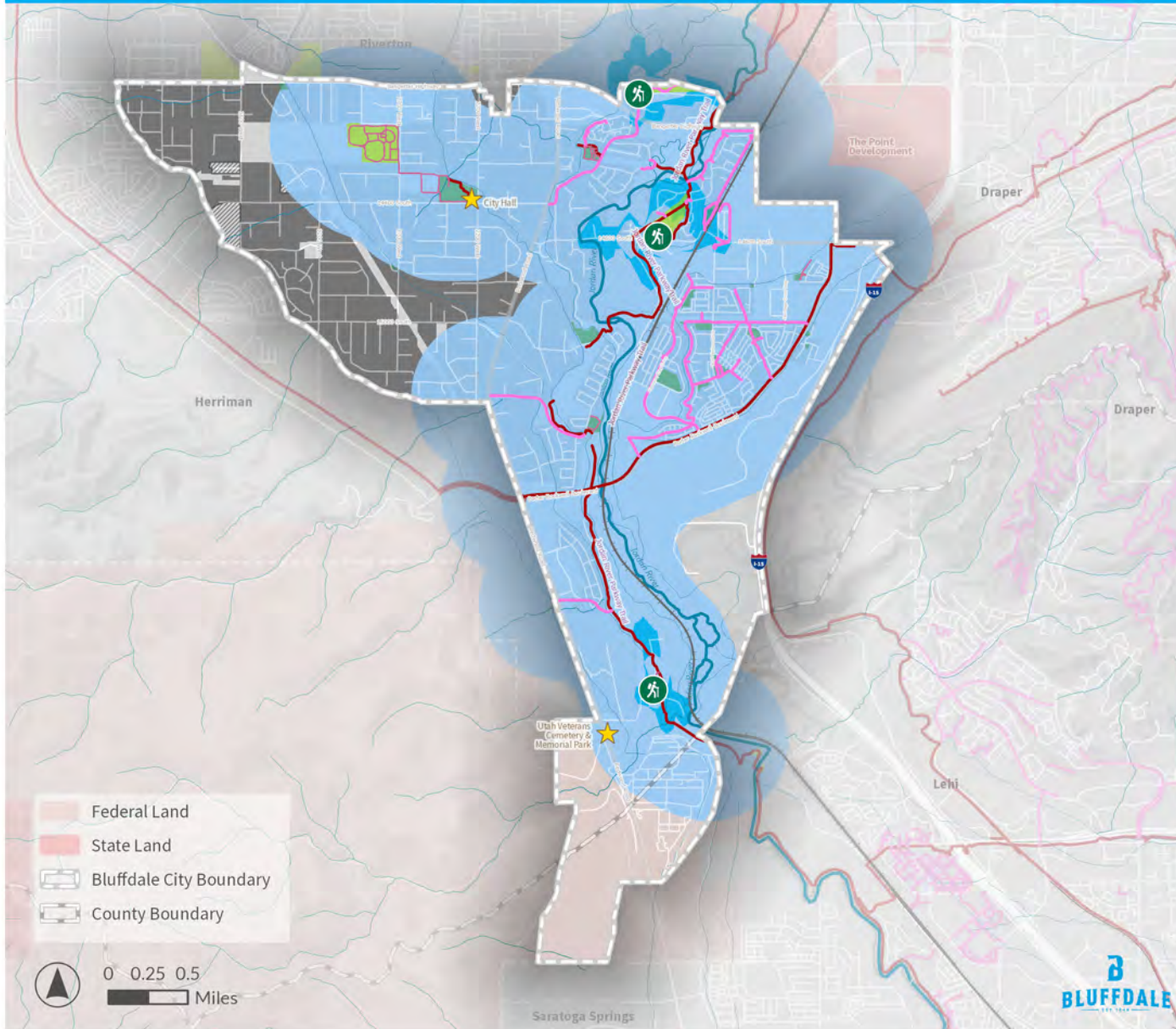
PROPOSED TRAIL SYSTEM

PROPOSED TRAILS

The proposed trail network for Bluffdale is shown on **Map 5.3** and summarized in **Table 5.2**. The network represents a complete, interconnected system of regional and local trails. The proposed network includes 19.4 miles of regional trails and 14.9 miles of local trails, for a total of 52.3 miles at build-out.

Parks, Open Space, Recreation, and Trails Master Plan (2024)

Map 5.2 | Existing Trail Service Areas



- ★ Point of Interest
- 🚶 Existing Trailhead
- Regional Trail
- Local Trail
- Park Pathway
- Existing Trailhead Service Area - 1/4 mile
- Existing Trail Service Area - 1/2 mile
- Existing Residential Service Gap
- Future Residential Service Gap
- Existing City Park
- County Park
- Park in Adjacent Community

- Federal Land
- State Land
- Bluffdale City Boundary
- County Boundary

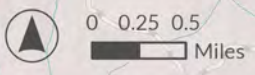


TABLE 5.2 - PROPOSED BLUFFDALE CITY TRAILS

EXISTING TRAILS	MILES
Regional Trails	7.5
Local Trails	10.5
TOTAL EXISTING TRAILS	18.0
PROPOSED TRAILS	MILES
Regional Trails	19.4
Local Trails	14.9
TOTAL PROPOSED TRAILS	34.3
TOTAL EXISTING AND PROPOSED TRAILS	52.3

The map also illustrates additional trailheads and the locations of existing, planned, and proposed crossings for the trail network. The plan includes an alignment from the *Salt Lake County East West Recreational Trails Master Plan*, which proposes a connection from the south end of Porter Rockwell Trail to the northwest along the Utah and Salt Lake Distributing Canal (highlighted in purple), which could help meet local and regional trail connectivity goals.

PROPOSED TRAILHEADS

As illustrated in **Map 5.3**, three additional trailheads are proposed - one at the intersection of the proposed Welby Jacob Canal Trail and 15000 South, one at Plat K Park, and another at the junction of the future Mountain View Corridor extension and the Jordan Narrows Road extension at the south end of the City. Parking, restrooms, site furnishings, and kiosks/signage with informational signage should be developed at these locations when the City’s trail system is extended to the vicinity.

Trailheads should be included as part of the development of planned and proposed parks, with amenities incorporating restrooms, parking, kiosks/signage, bike repair stations, and site furnishings where appropriate. Using parks as trailheads maximizes the efficient use of land and resources since restrooms and other amenities can meet the needs of both trail and park users. Kiosks or signage with trail maps and general trail system information should be included near the trail access points to help orient users.

ROAD CROSSINGS

The planned and proposed road crossings on **Map 5.3** should be integrated into future improvements to trails, roadways, and other infrastructure projects to provide safe access and use of the City’s trail system. Some crossings may be completed in partnership with other entities such as the Utah Department of Transportation, as part of larger regional projects.

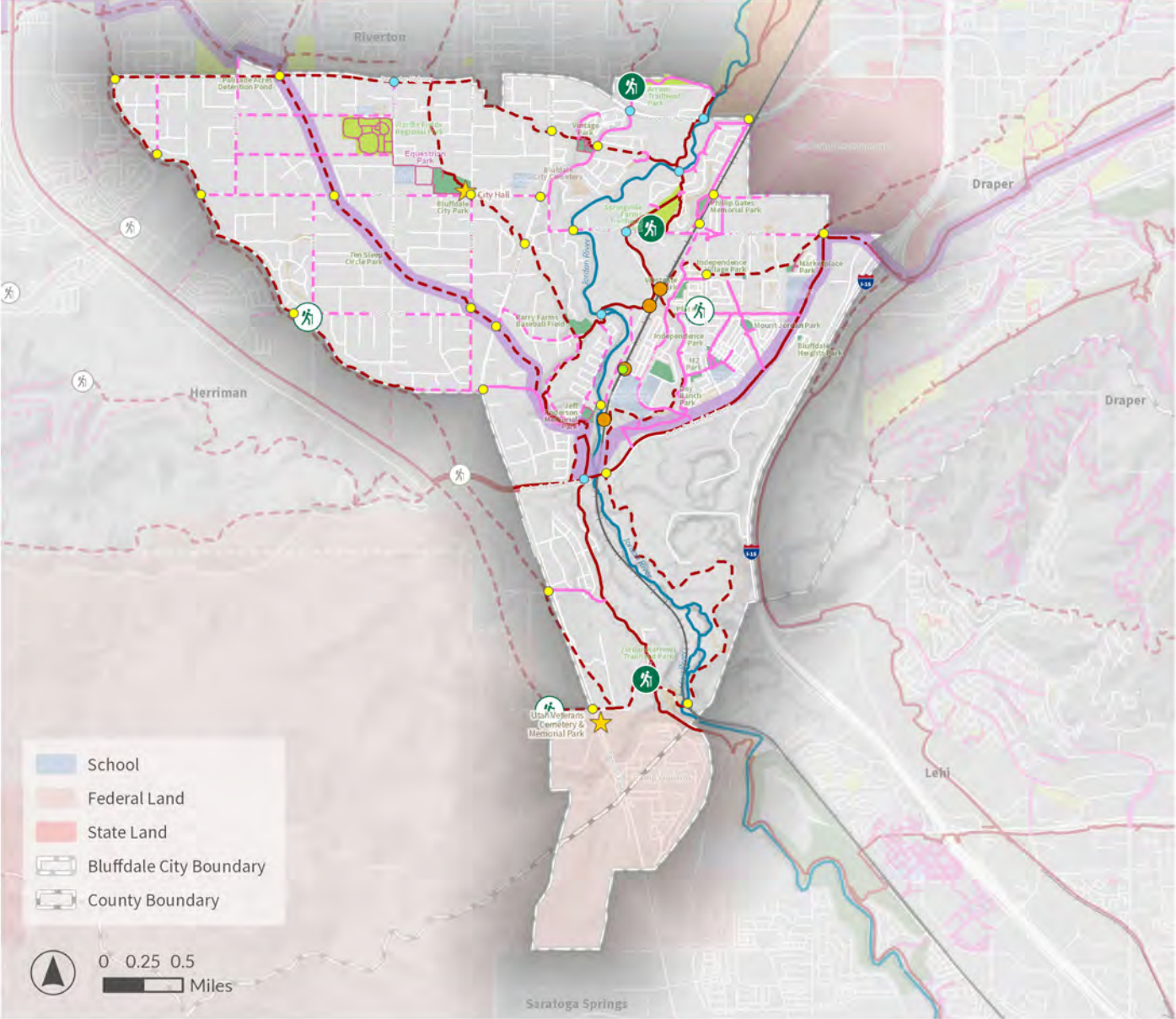
FUTURE TRAIL DISTRIBUTION

Map 5.4 clearly illustrates that well-distributed access will be available, throughout the system, including the west side of the City. This will represent a major improvement, as the west side is only marginally served by trails at present.

REGIONAL ACTIVE TRANSPORTATION

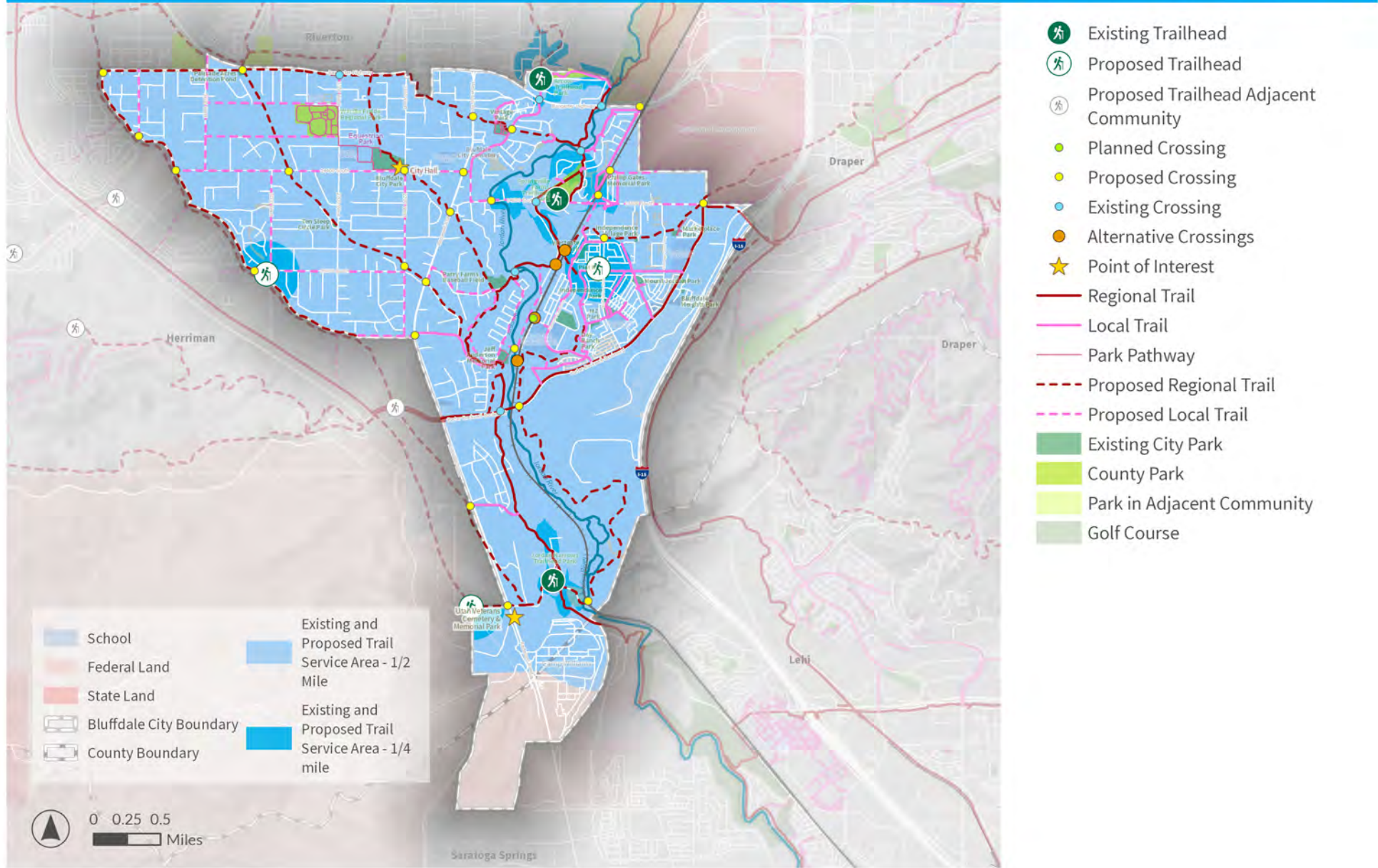
The Wasatch Front Regional Council (WFRC) provides regional transportation planning for Salt Lake, Box Elder, Davis, Morgan, Tooele, and Weber counties, while the Mountainland Association of Governments (MAG) addresses needs

Parks, Open Space, Recreation, and Trails Master Plan (2024) **Map 5.3 | Existing and Proposed Trails**



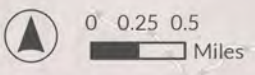
- Existing Trailhead
- Proposed Trailhead
- Proposed Trailhead Adjacent Community
- Planned Crossing
- Proposed Crossing
- Existing Crossing
- Alternative Crossings
- Point of Interest
- Regional Trail
- Local Trail
- Park Pathway
- Proposed Regional Trail
- Proposed Local Trail
- County East West Trails Master Plan Trail Alignment
- Existing City Park
- County Park
- Park in Adjacent Community
- Golf Course

Parks, Open Space, Recreation, and Trails Master Plan (2024) Map 5.4| Existing and Proposed Trails Service Areas



- Existing Trailhead
- Proposed Trailhead
- Proposed Trailhead Adjacent Community
- Planned Crossing
- Proposed Crossing
- Existing Crossing
- Alternative Crossings
- Point of Interest
- Regional Trail
- Local Trail
- Park Pathway
- Proposed Regional Trail
- Proposed Local Trail
- Existing City Park
- County Park
- Park in Adjacent Community
- Golf Course

- School
- Federal Land
- State Land
- Bluffdale City Boundary
- County Boundary
- Existing and Proposed Trail Service Area - 1/2 Mile
- Existing and Proposed Trail Service Area - 1/4 mile



in Utah, Summit, and Wasatch counties. Long-range active transportation projects (those serving bicyclists, pedestrians, and other human powered transportation users) that are proposed within the Bluffdale community are illustrated on **Map 5.5** in relationship to the City’s proposed network. The recommended regional trail system closely matches the system proposed by Bluffdale.

While this master plan focuses on recreational trail networks, it is important to consider active transportation needs more comprehensively. The City is currently developing an active transportation plan (ATP) specific to Bluffdale, which will address needs for both recreationalists and commuters, and will build upon and update the network proposed in this plan.

DESIGN STANDARDS

The City’s engineering standards establish design parameters and details for the existing trail types, setting the minimum standards for

public and private trails within the community. Key characteristics are summarized in **Table 5.3** and illustrated in **Figure 5.10** and **Figure 5.11**.

Bike lanes and routes generally fall under the realm of active transportation plans since they cater to bicycle commuters rather than recreational trail users. Bike lanes and routes are typically installed as part of roadway construction, and will be addressed in the City’s Transportation Master Plan update and the ongoing Active Transportation Plan.

TRAIL PROJECTS

The City continually pursues trail development opportunities as they arise and has a number of key trail-related projects planned for the near future or already underway.

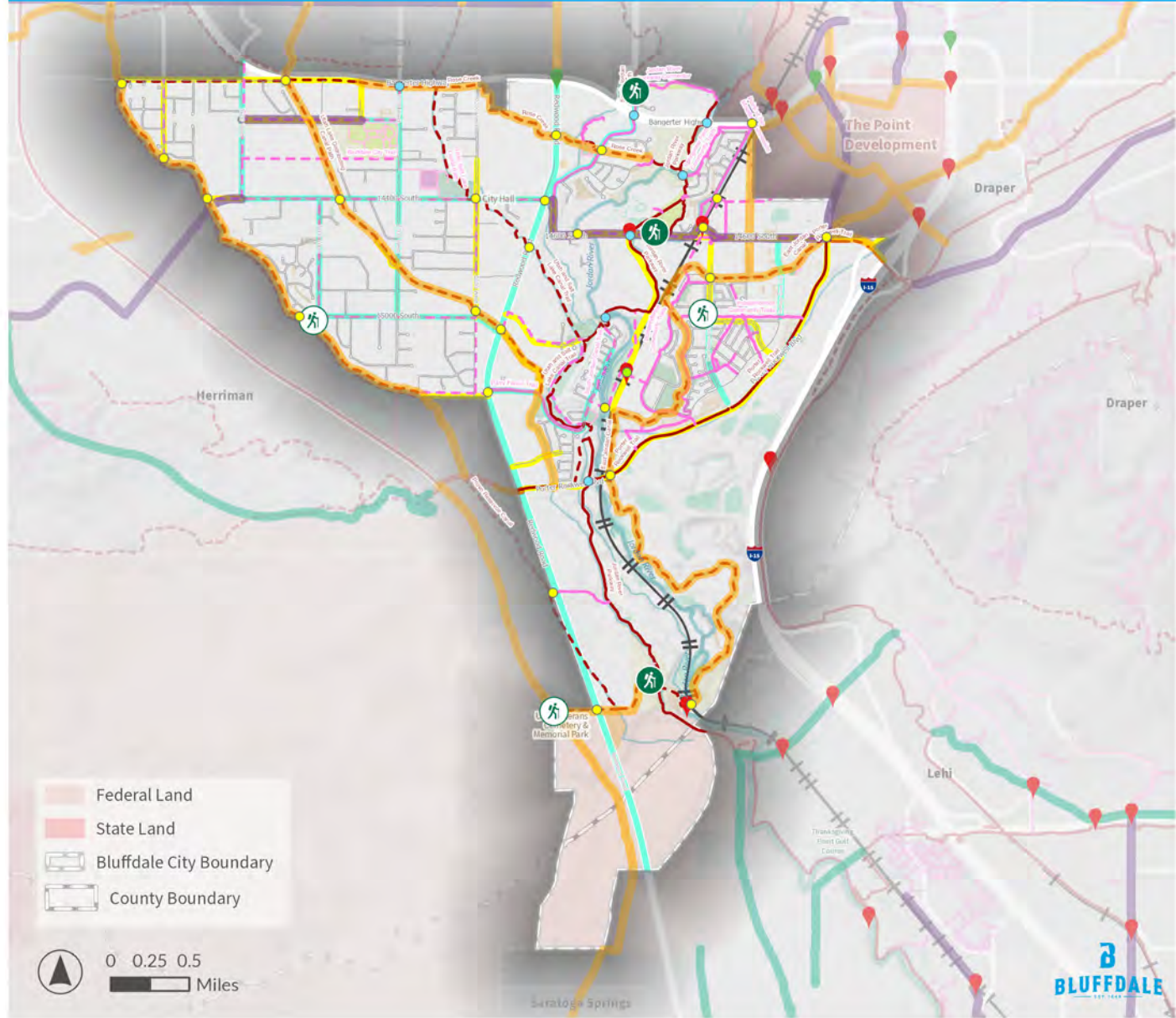
- Plat K - provide parking lot and trailhead signage (planned)
- Bridge and trail connection from Vintage Park to Crump Hollow Open Space (planned 2025/2026)
- Pedestrian Bridge for Cinch Way across train tracks (planned/funding pending)

- Finish trail from Utah and Salt Lake Canal along 13800 South through Rose Creek to connect to the Crump Hollow property (planned)
- Trail connection over the Jordan River with \$3.4 million grant for trail connection over river (planned)
- Welby Jacob Canal trail development and connection to Riverton, Herriman, and South Jordan (planning underway)

OTHER TRAIL IMPROVEMENTS

In addition to providing a complete and interconnected network of trails, safe trail crossings at major roadways and the establishment of a consistent regulatory, wayfinding and interpretive sign system are recommended. The establishment of a comprehensive trail signage system is particularly important for informing trail users about trail regulations and etiquette, the location of key destinations, and for improving awareness and stewardship of the trail system.

Parks, Open Space, Recreation, and Trails Master Plan (2024) **Map 5.5 | Planned Regional Active Transportation Projects**



WFRC + MAG Projects

- New Crossing
- Upgraded Crossing
- New Trail
- New Bike Lane + Trail
- New Bike Lane

Bluffdale Active Transportation

- Planned Crossing
- Proposed Crossing
- Existing Crossing
- ⚡ Existing Trailhead
- ⚡ Proposed Trailhead
- Regional Trail
- Local Trail
- Park Pathway
- Proposed Regional Trails
- Proposed Local Trails
- Existing Bike Lane
- Planned Bike Lane



TABLE 5.3 - TRAIL STANDARDS

	Function	Users	Surfaces	Width	Clearance	Amenities
REGIONAL	Provides major connections to adjacent communities and significant natural features, such as rivers and creeks	<ul style="list-style-type: none"> • Pedestrians • Bicyclists • Skaters • Possibly Equestrians (where feasible - parallel and separate) 	<ul style="list-style-type: none"> • Asphalt • Concrete • Boardwalk 	<ul style="list-style-type: none"> • 10' - 12' • 15' w/ equestrian (SLCo) 	<ul style="list-style-type: none"> • Side: 2'-6" • Vertical: 10'-0" (12'-0" equestrian) 	<ul style="list-style-type: none"> • Trailheads • Parking • Restrooms • Site Furnishings • Lighting • Signage
LOCAL	Provides connections to community destinations such as parks, schools, and community centers	<ul style="list-style-type: none"> • Pedestrians • Bicyclists • Skaters • Equestrians (where feasible - parallel and separate) 	<ul style="list-style-type: none"> • Asphalt • Concrete • Boardwalk 	<ul style="list-style-type: none"> • 10' - 12' • 15' w/ equestrian (SLCo) 	<ul style="list-style-type: none"> • Side: 2'-6" • Vertical: 10'-0" (12'-0" equestrian) 	<ul style="list-style-type: none"> • Trailheads/Trail Access Points • Site Furnishings • Signage
UNPAVED	Provides equestrian connections separate from or parallel to other pedestrian/bicycle trails	<ul style="list-style-type: none"> • Pedestrians • Mountain Bikers • Equestrians 	<ul style="list-style-type: none"> • Hardened Earth • Wood chips 	<ul style="list-style-type: none"> • 4' - 6' 	<ul style="list-style-type: none"> • Side: 1'-0" • Vertical: 12'-0" equestrian 	<ul style="list-style-type: none"> • Trailheads • Parking • Signage

Up-to-date trail maps should be available at trailheads with links to online information as well. The inclusion of interpretive signs at key locations would also enhance public understanding of the historical, cultural, and natural resources associated with the Bluffdale parks and trail system. Other key amenities include restrooms and trash receptacles at trailheads and the inclusion of benches and lighting along key regional trails.

FIGURE 5.10 - REGIONAL AND LOCAL TRAILS - TYPICAL SECTION



FIGURE 5.11 - UNPAVED/EQUESTRIAN TRAILS - TYPICAL SECTION



KEY RECOMMENDATIONS

- Secure trail alignments and easements
- Develop the proposed trail network, with a priority on regional trail connections and filling gaps in trails on the west side of the City
- Develop the proposed trailheads as the trail network is completed
- Develop the planned and proposed trail crossings
- Develop and implement a comprehensive wayfinding and signage master plan

GOALS AND POLICIES: TRAILS

GOAL 1: COMPLETE A COMPREHENSIVE, INTERCONNECTED TRAIL NETWORK FOCUSED ON RECREATIONAL USERS BY BUILD OUT IN 2050.

Policy 1.1: Complete a non-motorized transportation network focused on recreational users.

- **a. Implementation Measure:** Develop the proposed regional trails as soon as possible, targeting completion by 2034.
- **b. Implementation Measure:** Develop the proposed local trails by 2050.
- **c. Implementation Measure:** Develop the proposed trailheads and crossings as the trail network is completed in conjunction with associated park projects when possible.
- **d. Implementation Measure:** Develop planned and proposed trail crossings as opportunities arise, particularly in conjunction with trail or road projects.
- **e. Implementation Measure:** Implement the recommendations in the Active Transportation Plan (ATP).
- **f. Implementation Measure:** Continually evaluate system-wide trail needs as part of future planning efforts, focusing on eliminating system-wide gaps and improving connections with existing and future neighborhoods, destinations, parks, recreation facilities, and future transit stops.

- **g. Implementation Measure:** Coordinate this plan with the ongoing Active Transportation Master Plan.
- **h. Implementation Measure:** Update the Parks, Recreation and Trails Master Plan on a regular/ five-year basis.
- **i. Implementation Measure:** Coordinate efforts between City departments to ensure the proposed trail network is fully understood and implemented as envisioned.
- **j. Implementation Measure:** Require (or negotiate with) private development projects to contribute, finance, and/or install trails as recommended in this plan.
- **k. Implementation Measure:** Adopt a Complete Streets policy for the City, clarifying the role and function of trails, sidewalk and pathways as part of the community-wide street network.

GOAL 2: PROVIDE A SAFE, WELL-MAINTAINED, AND USER-FRIENDLY TRAIL SYSTEM WITH READILY AVAILABLE INFORMATION.

Policy 2.1: Ensure that the Bluffdale trails system meets public needs and expectations.

- **a. Implementation Measure:** Adopt design standards for future trail and trailhead development to ensure all future facilities are functional, safe, and consistent.
- **b. Implementation Measure:** Develop an accessible network of supportive pedestrian infrastructure, including sidewalks, curb ramps, and trails near existing parks and other high-use destinations as part of the system-wide accessibility SAP.

- **c. Implementation Measure:** Require sidewalks, pathways, plazas, or other pedestrian-friendly entrances to buildings.
- **d. Implementation Measure:** Develop trail maps for distribution to the public both online and in printed form at kiosks.
- **e. Implementation Measure:** Ensure that maintenance routines include the control of weeds (particularly thorny species), removing trash and debris and selective plowing of crucial routes to facilitate winter trail use.
- **f. 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 trail development through maintenance and long-term improvements.
- **g. Implementation Measure:** Develop a wayfinding and signage program that provides clear information to users about trail access and proper trail behavior, including allowed uses and other regulations.
- **h. Implementation Measure:** Install a safe system of trail lighting, emergency response stations, and other safety improvements along regional trails and other key locations where appropriate.
- **i. Implementation Measure:** Establish a clear policy on e-bikes.
- **j. Implementation Measure:** Provide bike repair stations at all trailheads and at key trail junctions/destinations.

GOAL 3: PROMOTE EDUCATION AND AWARENESS ON BICYCLE AND PEDESTRIAN FACILITIES, ISSUES, AND ACTIVITIES.

Policy 3.1: Implement comprehensive education programs targeted at all populations in the City.

- **a. Implementation Measure:** Develop a program to educate the community on bicycle and walking safety issues and encourage non-motorized transportation with programs that target pedestrians, bicyclists, and motorists.
- **b. Implementation Measure:** Plan and implement the “Safe Routes Utah” and other safety programs, including educational and incentive programs, in partnership with the school district and other interested parties.
- **c. Implementation Measure:** Host City-sponsored events that promote bicycling and walking.
- **d. Implementation Measure:** Work with local bike shops and clubs to provide educational materials about trails and trail etiquette and safety at public events and festivals.
- **e. Implementation Measure:** Regularly update trails information on the City’s website or create an app where information can be posted on current trails conditions, trail locations, trail characteristics, and general information about trails.

GOAL 4: PARTNER WITH OTHER AGENCIES AND STAKEHOLDERS TO IMPROVE TRAIL ACCESS, MAINTENANCE, AND FUNDING.

Policy 4.1: Cooperate and coordinate with local and regional jurisdictions to plan and fund local trails.

- **a. Implementation Measure:** Continue to work with Salt Lake County, adjacent communities, and regional planning agencies on the planning and implementation of regional trail connections.
- **b. Implementation Measure:** Embrace and develop multi-jurisdictional cooperation and funding relationships with the Wasatch Front Regional Council, Mountainland Association of Governments, the Utah Trails Network, and neighboring cities with a focus on regional trail connections.

Policy 4.2: Coordinate with other community organizations and partners to help maintain and fund trails improvements.

- **a. Implementation Measure:** Explore partnering with non-profit organizations and other private organizations or companies, such as school clubs, local bike shops, or bike advocacy groups, to help fund and maintain Bluffdale trails.



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6

implementation

.....
Can you find these
CRITTERS
around the playground?



INTRODUCTION: IMPLEMENTATION



As indicated in previous chapters, numerous improvements and actions are needed to ensure parks and recreation needs are met now and into the future. This chapter summarizes the implementation measures outlined in Chapters 3 through 5 and assigns probable costs for the various recommended capital improvements and other plan recommendations. The chapter concludes with an Action Plan and a list of potential funding sources.

PLAN PRIORITIES

Table 6.1 summarizes the key capital improvements and action items recommended in Chapters 3 through 5 that have direct cost implications for Bluffdale. The recommended projects reflect the results of the needs assessments and analyses, and the public input received.

TABLE 6.1 - MASTER PLAN PRIORITIES SUMMARY	
Chapter 3: Parks and Open Space	
Acquire and develop 28.0 acres of proposed parks by 2034 to fill gaps and meet LOS needs	
Develop amenities required to meet amenity LOS needs through 2034 (Table 3.5) (coordinate with community requests wherever possible – see pages 56-61)	
Upgrade existing parks to meet standards (Table 3.6) (coordinate with community requests wherever possible – see pages 56-61)	
Address top community requests throughout park system (shade structures, trees, improved maintenance/cleanliness)	
Develop a Park System Inventory and Conditions Assessment	
Chapter 4: Recreation	
Conduct a pre-programming study for a recreation/community center	
Conduct a pre-programming study for a sports complex or indoor fieldhouse	
Chapter 5: Trails	
Develop 17.4 miles of proposed regional trails (priority for development)	
Develop 13.4 miles of proposed local trails	
Develop proposed trailheads	
Develop proposed trail crossings	
Implement safety improvements for regional trails where appropriate	
System Wide	
Develop a wayfinding and signage master plan for the entire parks and recreation system	
Implement a wayfinding and signage plan for the entire parks and recreation system	
Develop an Accessibility Strategic Action Plan	

PRIORITIES

Constructing a community recreation center with indoor and outdoor pools is the highest priority for Bluffdale residents. Providing additional trails, expanding recreational programs, and acquiring large natural open spaces are also strongly supported. Making upgrades to existing parks and playgrounds ranked higher in the survey than providing new parks.

IMPLEMENTATION COSTS

The following tables identify the probable costs for the capital improvements and other direct costs identified in **Table 6.1**. The probable costs are general projects in 2025 dollars meant for planning purposes only. Costs will vary depending on market conditions and the details for each item and will generally increase over time in relation to inflation and changes in real estate and construction costs.

PARK AND OPEN SPACE COSTS

The following costs reflect the recommendations contained in Chapter 2: Parks and Open Space.

AMENITY LOS

Additional baseball/softball fields are recommended to meet City-wide Amenity Level of Service (LOS) through 2034 (see **Table 3.5 on page 51**). The cost for these amenities is \$1,050,000, as shown in **Table 6.2**.

TABLE 6.2 - PROBABLE COSTS TO MEET AMENITIES LOS				
Quantity to Meet Amenity LOS 2024-2034				
Amenity	LOS 2024-2023	Probable Cost	Unit	Total
Baseball/Softball Field (lighted)	3	\$350,000	Each	\$1,050,000
			TOTAL	\$1,050,000

**Amenity needs have not been double counted. This analysis assumes that if a given amenity is required to meet LOS needs it will be installed in a park that needs particular facility to be brought up to standard.*

PARK STANDARDS

Several parks in Bluffdale need to be upgraded with additional amenities to meet the minimum park standards recommended in the master plan. **Table 6.3** summarizes the recommended upgrades, which total \$522,500 (see **Figure 3.6 on page 42**).

TABLE 6.3 - PROBABLE COSTS TO MEET AMENITIES LOS				
Number of Parks Needing Amenity to Meet Standards				
Amenity	LOS 2025-2023	Probable Cost	Unit	Total
Community Parks				
Picnic Shelter	1	\$20,000	Each	\$20,000
Neighborhood Parks				
Playground (small playground), Sports Court, or other recreation amenity	1	\$125,000	Each	\$125,000
Sports field or court	1	\$100,000	Each	\$100,000
Picnic Table (1 per park min.)	2	\$2,500	Each	\$5,000
Seating/benches (2 per park min.)	4	\$2,500	Each	\$10,000
Pocket Parks				
Playground (small playground), Sports Court, or other recreation amenity	2	\$125,000	Each	\$250,000
Seating/benches (2 per park min.)	5	\$2,500	Each	\$12,500
			TOTAL	\$522,500

TOTAL PARK & OPEN SPACE COSTS

Table 6.4 summarizes the costs to acquire and develop parks to meet amenity levels of service and fill gaps, meet amenity LOS recommendations, and bring existing parks to standard through 2050. Recommended upgrades to the parks total \$32,187,500.

TABLE 6.4 - TOTAL PROBABLE COSTS TO MEET PARK NEEDS

Item	Probable Cost
Meeting Amenity LOS Needs & Park Standards	
Develop amenities required to meet LOS needs through 2034	\$1,050,000
Upgrades to existing parks to meet standards	\$522,500
Park System Inventory & Conditions Assessment	\$15,000
SUBTOTAL EXISTING PARK UPGRADES AND AMENITIES LOS	\$1,587,500
Meeting Park Needs by 2034	
Develop 28.0 acres of parks to meet LOS and fill gaps	\$23,800,000
SUBTOTAL 2034 NEEDS	\$23,800,000
Meeting Park Needs by Build-Out in 2050	
Acquire and develop an additional 8.0 acres of park land to meet LOS needs and fill gaps	\$6,800,000
SUBTOTAL BUILD-OUT NEEDS	\$6,800,000
GRAND TOTAL	\$32,187,500

*Note: All costs assume \$400,000 per acre acquisition cost and \$450,000 per acre development cost

RECREATION COSTS

Costs for studies for recreation, totaling \$200,000, are shown in Table 6.5.

TABLE 6.5 - PROBABLE COSTS TO MEET RECREATION NEEDS

Item	Probable Cost
Pre-programming study for a recreation/community center	\$150,000
Pre-programming study for a sports complex or indoor fieldhouse	\$50,000
GRAND TOTAL	\$200,000

TRAILS COSTS

Table 6.6 summarizes the costs required to develop the proposed trail network and associated improvements shown on Map 5.3. The projected cost for these is \$49,477,500.

TABLE 6.6 - PROBABLE COSTS TO MEET TRAIL NEEDS

Item	Quantity	Unit Cost	Probable Cost
Probable costs to develop 19.4 miles of regional trails (per mile)	19.4	\$400,000	\$7,760,000
Probable costs to develop 14.9 miles of unpaved multi-use trails (per mile)	14.9	\$25,000	\$372,500
Proposed trailheads (assumes one 2-stall unisex restroom, 1 picnic shelters, kiosk/signage, paved parking 20 stalls, site furnishings, 0.75 acre of land)	3.0	\$650,000	\$1,950,000
Proposed trail crossings*	24.0	\$1,500,000	\$36,000,000
Safety improvements for regional trails (per mile)	17.4	\$175,000	\$3,045,000
GRAND TOTAL			\$49,477,500

*Costs for trail crossings may be significantly reduced if completed as part of roadway improvements in partnership with other agencies or community partners

Several additional amenities were requested by the community during the public engagement process. **Table 6.7** lists order of magnitude costs for typical park amenities in 2024 prices. Since the details for these amenities are unknown, the following costs are provided for reference and planning purposes only.

TABLE 6.7 - TYPICAL COSTS FOR PARKS AND TRAILS AMENITIES

Amenity	Probable Cost	Unit	Amenity (cont)	Probable Cost	Unit
Access Road (Paved)	\$800,000	Mile	Pavilion (Group)	\$120,000	Each
Automatic Gate	\$15,000	Each	Pickleball Court	\$100,000	Each
Baseball/Softball (backstop/dugout/fencing/bleachers)	\$250,000	Each	Picnic Shelter	\$20,000	Each
Basketball Court	\$50,000	Each	Picnic Tables	\$2,500	Each
Benches	\$2,500	Each	Playground - Large (>5,000 SF) (w/ Wood Surfacing)	\$350,000	Each
Concessions	\$300,000	Each	Playground - Medium (2,000 - 5,000 SF) (w/ Wood Surfacing)	\$200,000	Each
Concrete Paths & Plaza Area (4" thick)	\$10.00	Sq ft	Playground - Small (<2,000 SF) (w/ Wood Surfacing)	\$125,000	Each
Court Lighting (per pole)	\$30,000	Each	Restroom - Large (3+ flush toilets)	\$350,000	Each
Dog Park	\$100,000	Each	Restroom - Small (1-2 flush toilets)	\$150,000	Each
Drinking Fountain	\$6,000	Each	Restroom - Small Vault (1 toilet unisex)	\$100,000	Each
Exercise Equipment	\$24,000	Each	Security Lighting	\$20,000	Each
Field Lighting	\$250,000	Each	Shed	\$5,000	Each
Garage	\$50,000	Each	Signing	\$5,500	Each
General Park Development	\$550,000	Acre	Skate Park	\$400,000	Each
Hard Surface Trails	\$400,000	Mile	Soccer/Football Field Goals & Upgraded Drainage	\$15,000	Each
Horse Shoe Pit	\$11,000	Each	Soft Surface Trails	\$25,000	Mile
Indoor Pavilion w/ Restrooms	\$350,000	Each	Splash Pad	\$850,000	Each
Irrigation & Landscaping (except trees)	\$100,000	Acre	Tennis Court	\$80,000	Each
Land Acquisition	\$400,000	Acre	Trail Bridge (Small Hand Built)	\$10,000	Each
Misc. Site Work (grading, drainage, etc.)	\$100,000	Acre	Trail Bridge (Manufactured) (depending on length)	\$120,000	Each
Mountain Bike Park	\$50,000	Each	Trash Receptacles	\$2,000	Each
Regional Paved Multi-use Trails	\$425,000	Mile	Trees	\$500	Each
Local Paved Multi-use Trails	\$375,000	Mile	Volleyball Court	\$35,000	Each
Multi-Sport Court	\$80,000	Each			
Parking (non paved)	\$375	Per stall			
Parking (Paved)	\$2,500	Per stall			

TOTAL PROBABLE COSTS

The total probable cost for implementing the proposed parks, recreation, trails, and open space system improvements through 2050* is \$82,145,000, as shown in **Table 6.8**. Costs could be reduced through grants, development agreements, partnerships, and other creative funding strategies (see Funding Sources at the end of this chapter).

TABLE 6.8 - TOTAL PROBABLE COSTS TO MEET NEEDS

Item	Probable Cost
Probable costs to acquire new park land and develop planned and proposed parks through build-out	\$32,187,500
Probable costs for recreation studies	\$200,000
Probable costs for trails and trailhead improvements through build-out	\$49,477,500
Wayfinding and signage master plan (for entire parks, recreation, and trails system)	\$50,000
Wayfinding and signage installation (for entire parks, recreation, and trails system)	\$200,000
Accessibility Strategic Action Plan (for entire parks, recreation, and trails system)	\$30,000
GRAND TOTAL	\$82,145,000

ACTION PLAN

This Action Plan is intended to help set funding and implementation priorities, provide direction to decision makers, and document the plan’s implementation progress. It is a “living” assessment tool that can be easily modified and adjusted to meet the City’s changing needs. As such, it should be reviewed and revised on a regular basis. Ultimately, it serves as a checklist to monitor progress over time.

The Action Plan prioritizes the implementation measures identified in Chapters 3-6. Scoring is a combination of objective and subjective assessments and should therefore be applied with a level of flexibility. The priorities are meant to serve as the scoring of this table is subjective. Therefore, it is meant to be only used as a starting point for City leadership determinations of parks, recreation, trail, and open space priorities.

ACTION PLAN EXPLAINED

Three scoring criteria were used. Each criterion was scored with different weights to account for varying levels of importance. Highlighted cell shows which score each criteria received.

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level	
Item # (Chapter Code: ex 1.1d)										
CHAPTER NAME & LOGO	Implementation measure stated here.	Cost	\$	Impact	High	Meets Needs	High	##	HIGH (15+)	
			3		9		6		MEDIUM (11 - 14)	
			\$\$		Medium		Medium		4	LOW (<10)
			2		6		Low		2	
			\$\$\$							
			1							

Cost of implementation (1x)
 Level of Impact (3x)
 Degree to which the measure meets the needs and desires identified in this plan (2x)

The measure’s Priority Score determines its overall Priority Level, with a score of 15 or higher indicating high-priority, a score between 11 and 14 indicating medium-priority, and a score of 10 or lower indicating low-priority.

TABLE 6.9 - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 1 (2.4b)									
PARKS & OPEN SPACE	Regularly update parks and recreation information on the City’s website.	Cost	\$	Impact	High	Meets Needs	High	18	HIGH
			3		9		6		
			\$\$		Medium		4		
			2		6				
			\$\$\$		Low		Low		
			1		3		2		
Item 2 (1.1j)									
TRAILS	Require (or negotiate with) private development projects to contribute, finance, and/or install trails as recommended in this plan.	Cost	\$	Impact	High	Meets Needs	High	18	HIGH
			3		9		6		
			\$\$		Medium		4		
			2		6				
			\$\$\$		Low		Low		
			1		3		2		
Item 3 (1.1k)									
TRAILS	Adopt a Complete Streets policy for the City, clarifying the role and function of trails, sidewalk and pathways as part of the community-wide street network.	Cost	\$	Impact	High	Meets Needs	High	18	HIGH
			3		9		6		
			\$\$		Medium		4		
			2		6				
			\$\$\$		Low		Low		
			1		3		2		
Item 4 (2.1d)									
TRAILS	Develop trail maps for distribution to the public both online and in printed form at kiosks.	Cost	\$	Impact	High	Meets Needs	High	18	HIGH
			3		9		6		
			\$\$		Medium		4		
			2		6				
			\$\$\$		Low		Low		
			1		3		2		
Item 5 (3.1e)									
TRAILS	Regularly update trails information on the City’s website or create an app where information can be posted on current trails conditions, trail locations, trail characteristics, and general information about trails.	Cost	\$	Impact	High	Meets Needs	High	18	HIGH
			3		9		6		
			\$\$		Medium		4		
			2		6				
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 6 (2.4a)									
PARKS & OPEN SPACE	Develop and implement a comprehensive wayfinding and signage master plan utilizing the City’s branding.	Cost	\$	Impact	High	Meets Needs	High	17	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 7 (2.1b)									
TRAILS	Develop an accessible network of supportive pedestrian infrastructure, including sidewalks, curb ramps, and trails near existing parks and other high-use destinations as part of the system-wide Accessibility SAP.	Cost	\$	Impact	High	Meets Needs	High	17	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 8 (2.1h)									
TRAILS	Develop a wayfinding and signage program that provides clear information to users about trail access and proper trail behavior, including allowed uses and other regulations.	Cost	\$	Impact	High	Meets Needs	High	17	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 9 (2.1c)									
RECREATION	Develop a marketing plan/strategy to collaborate on improved marketing and communication efforts for recreation programs and activities.	Cost	\$	Impact	High	Meets Needs	High	16	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 10 (1.1a)									
TRAILS	Develop the proposed regional trails as soon as possible.	Cost	\$	Impact	High	Meets Needs	High	16	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN									
Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 11 (1.1b)									
TRAILS	Develop the proposed local trails by 2050.	Cost	\$	Impact	High	Meets Needs	High	16	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 12 (1.1c)									
TRAILS	Develop the proposed trailheads and crossings as the trail network is completed.	Cost	\$	Impact	High	Meets Needs	High	16	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 13 (1.1d)									
TRAILS	Develop the planned and proposed trail crossings as opportunities arise, particularly in conjunction with trail or road projects.	Cost	\$	Impact	High	Meets Needs	High	16	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 14 (1.1e)									
TRAILS	Implement the recommendations in the Active Transportation Plan (ATP).	Cost	\$	Impact	High	Meets Needs	High	6	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 15 (2.1b)									
PARKS & OPEN SPACE	Update annual budgets to ensure funding for operation and maintenance of City parks and other land the City maintains is sufficient to meet needs.	Cost	\$	Impact	High	Meets Needs	High	15	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 21 (2.1b)									
RECREATION	Investigate opportunities to provide diverse, innovative programming to a broad variety of participants, including non-sports related programming.	Cost	\$	Impact	High	Meets Needs	High	15	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 22 (2.1c)									
TRAILS	Require sidewalks, pathways, plazas, or other pedestrian-friendly entrances to buildings.	Cost	\$	Impact	High	Meets Needs	High	15	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 23 (2.1e)									
TRAILS	Ensure that maintenance routines include the control of weeds (particularly thorny species), removing trash and debris and selective plowing of crucial routes to facilitate winter trail use.	Cost	\$	Impact	High	Meets Needs	High	15	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 24 (4.1a)									
TRAILS	Continue to work with adjacent communities and regional planning agencies on the planning and implementation of regional trail connections.	Cost	\$	Impact	High	Meets Needs	High	15	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 25 (4.1b)									
TRAILS	Embrace and develop multi-jurisdictional cooperation and funding relationships with the Wasatch Front Regional Council, Mountainland Association of Governments, the Utah Trails Network, and neighboring cities with a focus on regional trail connections.	Cost	\$	Impact	High	Meets Needs	High	15	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 26 (4.2a)									
TRAILS	Explore partnering with non-profit organizations and other private organizations or companies, such as school clubs, local bike shops, or bike advocacy groups, to help fund and maintain Bluffdale trails.	Cost	\$	Impact	High	Meets Needs	High	15	HIGH
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 27 (1.1a)									
PARKS & OPEN SPACE	Acquire and develop 28.0 acres of proposed parks in gap areas by 2034 to meet the future LOS of 4.0 and ensure equitable park access.	Cost	\$	Impact	High	Meets Needs	High	14	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 28 (1.1b)									
PARKS & OPEN SPACE	Acquire and develop 8.0 acres of recommended parks in gaps areas between 2024-2050 to meet the future LOS of 4.0 and ensure equitable park access.	Cost	\$	Impact	High	Meets Needs	High	14	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 29 (2.1a)									
PARKS & OPEN SPACE	Conduct and regularly update a Park and Recreation Inventory and Condition and Use Assessment detailing individual amenities and their current level of use and condition.	Cost	\$	Impact	High	Meets Needs	High	14	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 30 (2.1d)									
PARKS & OPEN SPACE	Develop and implement a schedule for upgrades to aged or underutilized amenities, including strategies such as upgrading aged amenities, adding court and field lighting, or heating restrooms.	Cost	\$	Impact	High	Meets Needs	High	14	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 31 (2.2a)									
PARKS & OPEN SPACE	Conduct a periodic safety audit of the parks and recreation system.	Cost	\$ 3	Impact	High 9	Meets Needs	High 6	14	MEDIUM
			\$\$ 2		Medium 6		Medium 4		
			\$\$\$ 1		Low 3		Low 2		
Item 32 (2.2b)									
PARKS & OPEN SPACE	Address safety concerns specific to individual sites by following the recommendations of the audit.	Cost	\$ 3	Impact	High 9	Meets Needs	High 6	14	MEDIUM
			\$\$ 2		Medium 6		Medium 4		
			\$\$\$ 1		Low 3		Low 2		
Item 33 (1.1c)									
RECREATION	Conduct a pre-programming study to determine the scope, cost, and funding opportunities for the development of a recreation center as requested by residents in the community survey.	Cost	\$ 3	Impact	High 9	Meets Needs	High 6	14	MEDIUM
			\$\$ 2		Medium 6		Medium 4		
			\$\$\$ 1		Low 3		Low 2		
Item 34 (1.1g)									
TRAILS	Coordinate this plan with the ongoing Active Transportation Master Plan.	Cost	\$ 3	Impact	High 9	Meets Needs	High 6	14	MEDIUM
			\$\$ 2		Medium 6		Medium 4		
			\$\$\$ 1		Low 3		Low 2		
Item 35 (2.1h)									
TRAILS	Install a safe system of trail lighting, emergency response stations, and other safety improvements along regional trails and other key locations where appropriate.	Cost	\$ 3	Impact	High 9	Meets Needs	High 6	14	MEDIUM
			\$\$ 2		Medium 6		Medium 4		
			\$\$\$ 1		Low 3		Low 2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 36 (1.2a)									
PARKS & OPEN SPACE	Work with other City departments and the Healthy Bluffdale Coalition and other partners to monitor opportunities for land acquisition in or near park service gap areas.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 37 (1.3a)									
PARKS & OPEN SPACE	Adopt the amenity LOS standards as identified in this plan (Table 3.9)	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 38 (1.3b)									
PARKS & OPEN SPACE	Adopt the recommended park standards in (Table 3.10) as City policy to ensure all new parks are developed with amenities that meet the established standard	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 39 (2.1f)									
PARKS & OPEN SPACE	Provide amenities and facilities to help residents “self-maintain” their parks and park facilities (i.e., trash receptacles, animal waste containers, hose bibs, and pet clean-up stations).	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 40 (2.3a)									
PARKS & OPEN SPACE	Update City ordinances to establish minimum size requirements for new parks provided by development.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 41 (3.1c)									
PARKS & OPEN SPACE	Conduct an audit of the park and recreation system to develop an approach for integrating waterwise plantings.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 42 (3.2a)									
PARKS & OPEN SPACE	Conduct an audit of the park and recreation system to develop a plan for integrating resource-wise lighting, LID practices, and infrastructure systems into the parks and recreation system.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 43 (4.1a)									
PARKS & OPEN SPACE	Develop an open space preservation and management plan to protect the City’s key remaining open spaces for future generations.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 44 (1.1a)									
RECREATION	Continue to partner with Salt Lake County and Jordan School District to meet community recreation facility and programming needs in the future.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 45 (1.2b)									
RECREATION	Continue to partner with the Jordan School District through inter-local agreements, funding agreements and other forms of cooperation for the use of school fields, gymnasiums, and other facilities.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 46 (1.2c)									
RECREATION	Continue to create partnerships with sports organizations and groups, as well as non-competitive recreational organizations and groups to expand the offerings available to Bluffdale residents.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 47 (2.1a)									
TRAILS	Adopt design standards for future trail and trailhead development to ensure all future facilities are functional, safe, and consistent.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 48 (2.1f)									
TRAILS	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 trail development through maintenance and long-term improvements	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 49 (2.1j)									
TRAILS	Provide bike repair stations at all trailheads and at key trail junctions/destinations.	Cost	\$	Impact	High	Meets Needs	High	13	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 50 (1.3c)									
PARKS & OPEN SPACE	Implement the improvements to existing parks as recommended in this plan, where appropriate.	Cost	\$	Impact	High	Meets Needs	High	12	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria					Priority Score	Priority Level	
Item 51 (1.4a)									
PARKS & OPEN SPACE	Develop an accessibility strategic action plan for the parks and recreation system.	Cost	\$	Impact	High	Meets Needs	High	12	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 52 (2.1e)									
PARKS & OPEN SPACE	Secure additional funding for park system improvements, including periodic re-evaluation of the impact fee structure, the pursuit of grants, and partnerships with other entities.	Cost	\$	Impact	High	Meets Needs	High	12	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 53 (3.1a)									
PARKS & OPEN SPACE	Utilize drip irrigation, moisture sensors, central control systems, and appropriate plant materials and soil amendments to create a more sustainable parks and recreation system.	Cost	\$	Impact	High	Meets Needs	High	12	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 54 (3.1b)									
PARKS & OPEN SPACE	Convert less-active areas in the City’s parks and recreation system to more waterwise, drought tolerant plantings to reduce water consumption and reduce intensive maintenance practice	Cost	\$	Impact	High	Meets Needs	High	12	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 55 (1.1c)									
RECREATION	Conduct a pre-programming study to determine the scope, cost, and funding opportunities for the development of a sports complex and indoor fieldhouse to meet programming requests indicated in the survey.	Cost	\$	Impact	High	Meets Needs	High	12	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 56 (1.1h)									
TRAILS	Update the Parks, Recreation, Open Space, and Trails Master Plan on a regular/ five-year basis.	Cost	\$	Impact	High	Meets Needs	High	12	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 57 (3.1a)									
TRAILS	Develop a program to educate the community on bicycle and walking safety issues and encourage non-motorized transportation with programs that target pedestrians, bicyclists, and motorists.	Cost	\$	Impact	High	Meets Needs	High	11	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 58 (3.1b)									
TRAILS	Plan and implement the “Safe Routes Utah” and other safety programs, including educational and incentive programs, in partnership with the school district and other interested parties.	Cost	\$	Impact	High	Meets Needs	High	11	MEDIUM
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 59 (1.3e)									
PARKS & OPEN SPACE	Develop a strategy to actively seek and encourage participation by diverse community members in the planning and design of the City’s parks and recreation system.	Cost	\$	Impact	High	Meets Needs	High	10	LOW
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		
Item 60 (1.3g)									
PARKS & OPEN SPACE	Develop each park with a combination of unique design, themes, and amenities to encourage strong identities for each park.	Cost	\$	Impact	High	Meets Needs	High	10	LOW
			3		9		6		
			2		6		4		
			\$\$\$		Low		Low		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 61 (1.1f)									
TRAILS	Continually evaluate system-wide trail needs as part of future planning efforts, focusing on eliminating system-wide gaps and improving connections with existing and future neighborhoods, destinations, parks, recreation facilities, and future transit stops.	Cost	\$	Impact	High	Meets Needs	High	10	LOW
			3		9		6		
			2		6		4		
			1		3		2		
Item 62 (1.1i)									
TRAILS	Coordinate efforts between City departments to ensure the proposed trail network is fully understood and implemented as envisioned.	Cost	\$	Impact	High	Meets Needs	High	10	LOW
			3		9		6		
			2		6		4		
			1		3		2		
Item 63 (1.3d)									
PARKS & OPEN SPACE	Evaluate requests for park and open space improvements as they are submitted to assess need, feasibility, and level of community support.	Cost	\$	Impact	High	Meets Needs	High	8	LOW
			3		9		6		
			2		6		4		
			1		3		2		
Item 64 (1.3f)									
PARKS & OPEN SPACE	Regularly update the list of high-demand and unique amenities desired for the City's parks and recreation system	Cost	\$	Impact	High	Meets Needs	High	8	LOW
			3		9		6		
			2		6		4		
			1		3		2		
Item 65 (2.1i)									
TRAILS	Establish a clear policy on e-bikes.	Cost	\$	Impact	High	Meets Needs	High	8	LOW
			3		9		6		
			2		6		4		
			1		3		2		

TABLE 6.9 (CONT) - ACTION PLAN

Chapter	Implementation Measure	Scoring Criteria						Priority Score	Priority Level
Item 66 (3.1c)									
TRAILS	Host City-sponsored events that promote bicycling and walking.	Cost	\$	Impact	High	Meets Needs	High	8	LOW
			3		9		6		
			2		6		4		
	1	3	2						
Item 67 (3.1d)									
TRAILS	Work with local bike shops and clubs to provide educational materials about trails and trail etiquette and safety at public events and festivals.	Cost	\$	Impact	High	Meets Needs	High	8	LOW
			3		9		6		
			2		6		4		
	1	3	2						

POTENTIAL 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 Impact Fee 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 follow.



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

Utah law allows 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) 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

TRANSIENT ROOM TAX REVENUE BONDS

Transient Room Tax Revenue Bonds are similar to Sales Tax Revenue Bonds and are paid from excise tax revenues governed pursuant to Utah state code. Without the need for a vote, cities and counties may issue bonds payable solely from excise taxes levied by the city, county or those levied by the State of Utah and rebated to the city or county, such as gasoline taxes or sales taxes.

For all sales and excise tax bonds, there exists in state law a non-impairment clause that restricts the state's ability to change the distribution formula in such a way that would harm bondholders while local governments have debt outstanding.

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.

TAX INCREMENT FINANCING

Tax increment financing can be an attractive option to communities, developers and landowners because it provides public assistance and funding for improvements, infrastructure, land write-downs, etc., in partnership with private investment in an area. The purpose is to encourage development to take place in areas that are deteriorating, to create jobs, or to assist with important community projects.

The main steps in establishing a tax increment area include:

- Formation of a Community Development Redevelopment Agency (must only be created once by a community, not for each project) – this step has already been completed by the city.
- Creation of a project area plan and budget
- Approval of taxing entities

SHORT-TERM FINANCING

Short-term financing options are obligations that are re-marketed or become due over a relatively short period of time. They are issued to

provide working capital to pay operating expenses or provide interim short-term financing for capital projects.

There are several tools that can be used under this mechanism including:

- Tax and Revenue Anticipation Note (TRANS)
- Bond Anticipation Notes (BANs)
- Grant Anticipation Notes (GANs)
- Interim Warrants

SOCIAL IMPACT BONDS

Through Social Impact Bonds (SIB), or Pay for Success Bonds, governments collaborate with investors/funders and service providers to improve services for a disadvantaged population. In exchange for funding, a governmental entity sets specific, measurable goals for early prevention programs that will achieve clearly defined outcomes. The investors/funders provide the initial capital support and the municipality makes payments to the program as outcomes are reached.

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

A 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.

Point of Sale Fundraising

Point of Sale Fundraising allows businesses the opportunity to collect voluntary donations from patrons of hotels, restaurants, grocery stores or other service providers at the time they pay for the primary service. Patrons may elect to round up their bill or contribute a self-designated amount to go towards the city designated fund, park or project.

LOCAL FUNDING SOURCES

ZAP Taxes

Zoo, Arts and Park (ZAP) taxes have been very effective in raising funds for a range of recreation, trails, and arts projects. This program is administered by Salt Lake County, which receives one penny for every \$10.00 purchased, and redistributes the funds to more than 160 qualified parks, recreation cultural organizations and events. The ZAP tax is approved in ten-year increments.

Park and Recreation Impact Fees¹

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

¹ It should be noted that impact fees can only be used for capital costs related to new growth and cannot be used for operations and maintenance or existing deficiencies.

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, or other flexible zoning tools.

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.

Utah Outdoor Recreation Grants

The Utah Division of Outdoor Recreation administers several grant programs. 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. (www.recreation.utah.gov/grants.)

Tourism, Recreation, Culture, and Conservation Grants

The Salt Lake County Tourism, Recreation, Culture, and Conservation (TRCC) Program is designed to help eligible communities develop projects to help residents and visitors while supporting cultural and economic growth within their boundaries. Funds may be used for consulting, capital, or tourism expenses related to the development and maintenance of convention, cultural, or recreation facilities or tourism promotion.

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 and 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.

BUILD-RAISE-TIGER Discretionary Grants

According to the U.S. Department of Transportation, “the Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary Grant program provides a unique opportunity for the U.S. Department of Transportation (USDOT) to invest in road, rail, transit, and port projects that promise to achieve national objectives.

Previously known as Rebuilding American Infrastructure with Sustainability and Equity (RAISE) and Transportation Investment Generating Economic Recovery (TIGER), the program was first created in the 2009 Recovery Act. Beginning with the Recovery Act and continuing through the Fiscal Year (FY)

2024 appropriations processes, Congress has provided USDOT with 16 rounds of competitive grants totaling nearly \$14.4 billion for National Infrastructure Investments. Since 2009, the Program has provided funding to 1,096 projects in all 50 states, the District of Columbia, Puerto Rico, Guam, the Virgin Islands. \$1.5 billion for TIGER I, \$585 million for TIGER II, \$527 million for TIGER III, \$500 million for TIGER IV, \$474 million for TIGER V, \$600 million for TIGER VI, \$485 million for TIGER VII, \$485 million for TIGER VIII, \$487 million for TIGER IX, \$1.5 billion for BUILD 2018, \$884 million for BUILD 2019, \$986 million for BUILD 2020, \$983 million for RAISE 2021, over \$2.2 billion for RAISE 2022, and \$2.3 billion for RAISE 2023.”

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 the City’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.

PARK UTILITY FEE

A park utility fee is charged as a specified amount per housing unit in connection with the utility bill. The revenue may be used to pay for park and public lands maintenance and operations. A park utility fee provides a dedicated stream of funding for parks and public lands regardless of appropriations from the general fund. The fee may be determined by a set project cost or ongoing maintenance, based on the number of units within the city. The fee is collected simultaneously with the utility fee each month.

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.

LOCAL, STATE AND FEDERAL PROGRAMS

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

of Utah. These include:

- Utah Watershed Restoration Initiative
- Utah Forestry, Fire and State Lands Grants
- Utah Division of Water Quality Nonpoint Source Grants
- Utah Department of Agriculture and Food Invasive Species Management Grants
- Utah Division of Outdoor Recreation Grants

UTAH DIVISION OF OUTDOOR RECREATION GRANTS

The Utah Division of Outdoor Recreation administers several grant programs. 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. (www.recreation.utah.gov/grants.)

Programs include:

- Land and Water Conservation Fund (for the create of high quality, public outdoor recreation facilities such as swimming pools and parks)
- Recreational Trails Program (for non-motorized and motorized trail development and maintenance, trail educational programs, and trail-related environmental protection projects)
- Additional information on these grants can be found at www.recreation.utah.gov/grants.

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 grant requires a 50% match from the community.

OPEN SPACE ACQUISITION TOOLS

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

OPEN SPACE DESIGN STANDARDS/CLUSTERED DEVELOPMENT

Open Space Design Standards (OSDS) can be used to preserve 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 the preservation of sites 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. 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 the purchase of property;
- They do not depend on landowner charity or benevolence, such as 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.



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 have otherwise been available, encourages the free market to preserve more continuous greenbelts of open space, and concentrates 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.

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 complete control of the land. Such overlays might be applied over core habitats, grazing areas, 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.

FEE SIMPLE (OUTRIGHT PURCHASE)

Desirable open space properties 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 often available to help recover some of the initial investment.

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, 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.

CONSERVATION EASEMENTS

Conservation Easements have gained favor and popularity with property owners and preservation groups in recent years. These easements remove the right to develop from the usual bundle of property rights. This 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 right to develop the property to another entity. The owner may then 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 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 tax advantages to the benefactor for the value of the donated development rights.

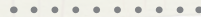
LAND BANKING

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, hold and lease land, and to obtain debt financing for its purchase.

7

BLUFFDALE *financial sustainability*

DAY RANCH PARK



INTRODUCTION: FINANCIAL SUSTAINABILITY



This chapter evaluates the City’s Park and Recreation Department to address potential deficiencies in fiscal operations, as well as the financial impacts related to the capital improvement projects outlined in Chapter 6 of the Master Plan. The objective of this analysis is to assess funding mechanisms to maintain the existing level of service in parks and recreation facilities within the community. It is important to note that the Park and Recreation Department is included in the City’s General Fund; however, evaluating the sustainability of the City’s General Fund is not within the scope of this study. As a result, this analysis provides a high-level financing analysis to evaluate the revenues needed to fund ongoing O&M and capital improvement projects. As the City approaches the actual construction year of projects, more detailed funding scenarios related to the General Fund will be warranted.

SYSTEM-WIDE OPERATION AND MAINTENANCE GAP ANALYSIS

HISTORIC REVENUES

The General Fund accounts for all financial resources of the City’s general government, including the Parks and Recreation Department. The City’s primary revenue streams include government levies such as property and sales tax, license and permit revenues, charges for services, and intergovernmental revenue. The Parks and Recreation department does not have a dedicated property tax levy or general fee for service (other than specific fees for recreation programs and facility rentals). This analysis assumes the existing General Fund revenues will be utilized to maintain current expenses. No new General Fund revenues are identified at this time.

A separate Park Impact Fee Fund was created by the City for management of impact fee revenues and expenditures related to existing and new park and recreation facilities in the City. Park impact fee revenues have decreased at an annual average growth rate (AAGR) of 17.5 percent from 2019 – 2023, with the five-year operating revenue average of \$1,334,485, as shown in

Table 7.1

TABLE 7.1 - HISTORIC PARK IMPACT FEE FUND REVENUE							
	2019	2020	2021	2022	2023	2024 ¹	2025 ¹
Impact Fees	1,073,910	1,312,060	2,782,725	1,007,500	\$496,230	86,000	123,000
Interest Income	-	1,921	-	-	-	-	50,000
TOTAL IMPACT FEE REVENUE	\$1,073,910	1,313,981	\$2,782,725	\$1,007,500	\$496,230	\$86,000	\$173,000

¹ Budget details.

HISTORIC EXPENDITURES

The Parks and Recreation Department is within the General Fund. The table below details the department’s O&M expenditures, which includes costs such as wages and salaries, materials and supplies, and other operating expenditures such as maintenance and events. Park operating expenses have grown at an AAGR of 18.8 percent from 2019 – 2023.

TABLE 7.2 - PARKS AND RECREATION DEPARTMENT HISTORIC EXPENDITURES

	2019	2020	2021	2022	2023	2024 ¹	2025 ¹
Wages and Benefits	(427,556)	(436,421)	(430,520)	(524,664)	(669,828)	(1,027,020)	(1,122,000)
Operations	(251,249)	(295,633)	(451,075)	(484,452)	(552,697)	(675,000)	(651,000)
Other	(8,806)	(6,701)	(9,495)	(53,922)	(32,710)	(78,000)	(88,000)
TOTAL EXPENSE	(\$687,611)	(\$738,755)	(\$891,090)	(\$1,063,038)	(\$1,255,235)	(\$1,780,020)	(\$1,861,000)

¹ Budget details.

PROJECTED REVENUES

This analysis forecasts revenues and expenses over a 10-year period. However, the gap analysis, which will be discussed further in this section, focuses on a five-year period to provide the best estimate for revenue needs in the immediate future. The objective of this analysis is to provide a high-level financing analysis to evaluate the revenues needed to fund capital improvement projects and new annual O&M expense. This section assumes the forecasted expense for the Parks and Recreation Department will continue to be funded by the General Fund. Therefore, this section only identifies new costs to the department.

The City anticipates collecting impact fees from new development in the five-year planning horizon. The current park impact fee is \$6,500 per equivalent residential units (ERU), or approximately \$2,110 per capita. It is important to note that the costs identified in Chapter 6 of the Master Plan are calculated based on the projected growth in Figure 1.3. As a result, impact fee revenues shown in **Figure 1.3**. As a result, impact fee revenues shown in **Table 7.3** are also based on the growth displayed in **Figure 1.3**. However, discussions with the City highlight that a lower growth scenario than the projected growth is probable, which would result both lower impact fee revenue and costs.

TABLE 7.3 - PROJECTED PARK IMPACT FEE REVENUE

	Year 1	Year 2	Year 3	Year 4	Year 5
Impact Fees	969,316	992,193	1,015,611	1,039,581	1,064,117
TOTAL IMPACT FEE REVENUE	\$969,316	\$992,193	\$1,015,611	\$1,039,581	\$1,064,117

PROJECTED EXPENDITURES

CAPITAL FACILITY AND IMPROVEMENT COSTS AND RELATED OPERATION AND MAINTENANCE COSTS

Chapter 6 includes the total park and open space costs, which include a total of \$32.2M in acquiring and developing park and amenity needs through 2050. Due to this analysis forecasting revenues and expenses over a 10-year period, this study contemplates park and open space costs needed by 2034 totaling \$25.4M. The Master Plan further contemplates costs to develop and improve City trail networks which will cost approximately \$48.3M to meet the growth and demand of the City by 2050.

TABLE 7.4 - MASTER PLAN IDENTIFIED PARK PROJECTS INCLUDED IN GAP ANALYSIS

	Unit	New Units Needed to Maintain LOS	Total Cost	Total Cost per Unit (2024 4)	Reference
PROBABLE COSTS TO MEET PARK NEEDS					
Develop Amenities to Meet LOS Needs	Quantity	3	\$1,050,000	\$350,000	Table 6.2
Upgrades to Existing Parks to Meet Standards	Quantity	16	\$522,500	\$32,656	Table 6.3
Develop an Accessibility Strategic Action Plan	Quantity	1	\$15,000	\$15,000	Table 6.4
SUBTOTAL AMENITY LOS NEEDS & PARK STANDARDS			\$1,587,500		
Meeting Park Needs by 2034	Acres	28.0 ¹	\$23,800,000	\$850,000	Table 6.4
SUBTOTAL 2034 NEEDS			\$23,800,000		
PROBABLE COSTS TO MEET TRAIL NEEDS					
Regional Trails ²	Miles	17.4	\$10,005,000	\$575,000	Table 6.7
Unpaved Trails	Miles	13.4	\$335,000	\$25,000	
Trailheads/Trail Crossings	Quantity	27	\$37,950,000	\$2,150,000	
SUBTOTAL TRAIL NEEDS			\$48,290,000		

¹ See Master Plan p. 55

² Includes safety improvement costs.

Using the proposed new units multiplied by the total cost per unit show in **Table 7.4**, the capital costs for parks and open space were allocated over a period of ten years. The capital costs to meet trail needs were allocated over a 26 year horizon (2050 – 2024). **Table 7.5** illustrates the CIP costs over the five-year planning horizon. A three percent inflationary increase is applied for purposes of forecasting expenses.

In addition to the park capital costs identified in **Table 7.5**, this analysis estimates an annual ongoing O&M expense based on the added acreage recommended in Chapter 6. Based on 92.0 existing LOS park acres, the Parks and Recreation Department O&M cost per acre for FY 2025 is \$20,224. Assuming 60 percent of the department’s O&M costs are duplicated, the 2025 O&M cost per acre is calculated at \$12,134 for purposes of this model. The O&M cost per acre was then allocated over a period of ten years based on the new acreage proposed in the Master Plan (see page 55). **Table 7.6** illustrates the duplicate O&M cost per acre over the five-year planning horizon included in this analysis.

TABLE 7.5 - PROJECTED ANNUALIZED CAPITAL IMPROVEMENT COST BY TYPE					
	Year 1	Year 2	Year 3	Year 4	Year 5
New Amenities to Meet LOS (Quantity)	0.3	0.3	0.3	0.3	0.3
Cost per Unit	(\$371,315)	(\$382,454)	(\$393,928)	(\$405,746)	(\$417,918)
Upgrades to Meet Standards (Quantity)	1.6	1.6	1.6	1.6	1.6
Cost per Unit	(\$34,645)	(\$35,684)	(\$36,755)	(\$37,858)	(\$38,993)
One-time Park System Inventory Cost	(\$15,914)	-	-	-	-
AMENITY LOS NEEDS & PARK STANDARDS SUBTOTAL	(\$182,740)	(\$171,831)	(\$176,986)	(\$182,296)	(\$187,765)
New LOS (28 Acres)	2.8	2.8	2.8	2.8	2.8
Cost per Acre	(\$901,765)	(\$928,818)	(\$956,682)	(\$985,383)	(\$1,014,944)
MEETING PARK NEEDS BY 2034 SUBTOTAL	(\$2,524,942)	(\$2,600,690)	(\$2,678,711)	(\$2,759,072)	(\$2,841,844)
New Regional Miles	1.5	1.5	1.5	1.5	1.5
Cost per Mile	(\$610,018)	(\$628,318)	(\$647,168)	(\$666,583)	(\$686,580)
New Local Miles	1.9	1.9	1.9	1.9	1.9
Cost per Mile	(\$26,523)	(\$27,318)	(\$28,138)	(\$28,982)	(\$29,851)
Trailhead Improvements (Quantity)	1.0	1.0	1.0	1.0	1.0
Cost per Unit	(\$2,280,935)	(\$2,349,363)	(\$2,419,844)	(\$2,492,439)	(\$2,567,212)
MEETING TRAIL NEEDS SUBTOTAL	(\$3,159,438)	(\$3,254,221)	(\$3,351,848)	(\$3,452,403)	(\$3,555,975)
TOTAL PARK CAPITAL COSTS	(\$5,867,120)	(\$6,026,743)	(\$6,207,545)	(\$6,393,771)	(\$6,585,584)

Note: Inflation at 3 percent

TABLE 7.6 - PROJECTED DUPLICATED PARK O&M EXPENSE

	Year 1	Year 2	Year 3	Year 4	Year 5
New LOS (28 Acres) ¹	2.8	2.8	2.8	2.8	2.8
Duplicate O&M Cost per Acre	(\$12,498)	(\$12,873)	(\$13,259)	(\$13,657)	(\$14,067)
TOTAL DUPLICATE O&M EXPENSE (CUMULATIVE)	(\$34,995)	(\$72,090)	(\$111,380)	(\$152,962)	(\$196,938)

Note: Inflation at 3 percent

UNFUNDED STAFFING NEEDS

This analysis utilizes National Recreation and Park Association (NPRA) standards to determine the appropriate parks and recreation staffing needed to maintain the current level of service. The median FTE per 10,000 residents for cities with a population between 20,000 and 49,000 residents is 11.2. The City’s current FTE per 10,000 residents is 11.31. Assuming the City were to maintain a LOS of 11.31 per 10,000 residents, a total of six new FTEs will be needed over the next ten years to maintain the existing LOS, as calculated in Table 7.7. Although discussions with the City highlight that a lower growth scenario than the projected growth is probable, this analysis utilizes the projected growth as shown in Chapter 6.

According to the City, a parks employee earns a base salary of \$40,560 plus \$18,252 in benefits, totaling \$58,812. Table 7.8 details the projected new Parks Division employee expenses, assuming six FTE are added to the City’s LOS. A three percent inflationary increase is applied for purposes of forecasting expenses. Table 7.9 details the cumulative employee expense for Parks and Recreation Department over the next five years.

TABLE 7.7 - PROJECTED DUPLICATED PARK O&M EXPENSE

FTE Count	21.5
Existing Population	19,012
FTEs per 10,000 Population	11.3
10 Year New Growth (see Figure 1.3)	4,995
ADDITIONAL FTES TO CONTINUE LOS OF 11.3	6.00

TABLE 7.8 - RECOMMENDED STAFFING COSTS

	YEAR	TOTAL BASE S&B COST	CONSTRUCTION YEAR COST
New Parks FTE	2026	\$58,812	\$60,576
New Parks FTE	2028	\$58,812	\$64,265
New Parks FTE	2029	\$58,812	\$66,193
New Parks FTE	2031	\$58,812	\$70,225
New Parks FTE	2033	\$58,812	\$74,501
New Parks FTE	2035	\$58,812	\$79,038

TABLE 7.9 - PROJECTED RECOMMENDED PARK STAFFING

	Year 1	Year 2	Year 3	Year 4	Year 5
TOTAL PARKS DIVISION STAFFING	(\$60,576)	\$0	(\$64,265)	(\$66,193)	\$0
TOTAL CUMULATIVE	(\$60,576)	(\$63,605)	(\$131,051)	(\$203,797)	(\$213,987)

Note: Inflation at 3 percent

UNFUNDED VEHICLE AND EQUIPMENT NEEDS

The City also provided a list of unfunded vehicle and equipment needs for the Parks and Recreation Department in the next five years, as shown in **Table 7.10**.

GAP ANALYSIS

LRB assumed a three percent increase in expenses for purposes of forecasting Park and Recreation Department expenses. A review of projected impact fee revenues relative to the proposed CIP in Chapter 6 illustrates the City would not be able to maintain a positive fund balance over the next five years and additional funding is needed as detailed in **Table 7.11**.

TABLE 7.10 - UNFUNDED VEHICLE AND EQUIPMENT NEEDS

	Year	Total Cost	Construction Year Cost
1995 Chevy 3500	2026	52,000	55,167
2008 F150	2027	52,000	56,822
2006 Chevy 1500	2028	52,000	58,526
2008 Ford Ranger	2029	52,000	60,282
2012 Dodge 3500 Dump Service Truck	2027	85,000	92,882
Toro UTX	2026	180,000	190,962
Dump trailer	2027	35,000	38,245
Lawn Vacuum	2028	15,000	16,883
Pneumatic T-Post driver	2029	6,000	6,956
Jumping Jack Compactor	2030	1,500	1,791
Mini Excavator	2026	4,000	4,244
Skid Steer	2027	80,000	87,418
Tilt deck trailer	2028	80,000	90,041
Harper Sweeper (Trail Maintenance) Approx	2027	8,000	8,742
Vac Trailer	2030	100,000	119,405
Snowrator (sidewalk snow removal)	2026	100,000	106,090
2 Landscape trailers	2027	13,000	14,205
	2028	5,000	5,628
TOTAL		\$920,500	\$1,014,288

TABLE 7.11 - PARKS AND RECREATION CAPITAL COST GAP ANALYSIS

Capital Cost Evaluation	Year 1	Year 2	Year 3	Year 4	Year 5
Park Impact Fees (see Table 7.2)	\$969,316	\$992,193	\$1,015,611	\$1,039,581	\$1,064,117
Other Financing	-	-	-	-	-
TOTAL REVENUES	\$969,316	\$992,193	\$1,015,611	\$1,039,581	\$1,064,117
Meeting Amenity LOS Needs & Park Standards (see Table 7.5)	(\$182,740)	(\$171,831)	(\$176,986)	(\$182,296)	(\$187,765)
Meeting Park Needs by 2034 (see Table 7.5)	(\$2,524,942)	(\$2,600,690)	(\$2,678,711)	(\$2,759,072)	(\$2,841,844)
Probable Costs to Meet Trail Needs (see Table 7.5)	(\$3,159,438)	(\$3,254,221)	(\$3,351,848)	(\$3,452,403)	(\$3,555,975)
TOTAL CAPITAL IMPROVEMENT COST	(\$5,867,120)	(\$6,026,743)	(\$6,207,545)	(\$6,393,771)	(\$6,585,584)
CAPITAL SURPLUS/(DEFICIT)	(\$4,897,804)	(\$5,034,550)	(\$5,191,934)	(\$5,354,191)	(\$5,521,468)

Table 7.12 shows that the proposed new operational needs also result in a funding deficit. Additionally, the Master Plan (see **Table 6.5**) recommends a one-time cost of \$200,000 for recreation studies.

Chapter 6 identifies existing and potential funding sources available to the City in addition to park impact fees to maintain the existing level of service in parks and recreation facilities within the community including debt financing, General Fund transfers from property tax increases, grants, and establishing user fees on park pavilions and recreation programs.

TABLE 7.12 - PARKS AND RECREATION OPERATIONAL NEEDS GAP ANALYSIS

New Operational Needs	Year 1	Year 2	Year 3	Year 4	Year 5
Cumulative New FTEs (see Table 7.9)	(\$60,576)	(\$63,605)	(\$131,051)	(\$203,797)	(\$213,987)
New Equipment Needs (see Table 7.10)	(\$356,462)	(\$298,314)	(\$171,077)	(\$67,238)	(\$121,196)
Cumulative Duplicate O&M (28 New Acres) (see Table 7.6)	(\$34,995)	(\$72,090)	(\$111,380)	(\$152,962)	(\$196,938)
Recreation Studies (see Table 6.5)	(\$212,180)	-	-	-	-
OPERATIONAL SURPLUS/(DEFICIT)	(\$184,084)	(\$379,214)	(\$653,460)	(\$874,217)	(\$1,179,322)

RECOMMENDATIONS

The following recommendations are outlined to provide the City with a comprehensive financial roadmap. These recommendations should be modified as the City prioritizes and completes items.

- Evaluate the General Fund annually to ensure revenue sufficiency.
- Continue to refine systems that help measure cost recovery goals and anticipate potential shortfalls.
- Evaluate the General Fund annually relative to:
 - Parks and recreation programs and services that have low cost recovery, are not core services, have a low demand or that other service providers are providing more effectively.
- Establish potential parks and recreation program user fee policies to help offset the cost of recreation services.
- Establish property tax increase policies to help offset the costs of parks and recreation services.
- Use bonding strategically to amortize major capital improvements over longer periods of time, thus avoiding large expenditures in specific years.
- Identify strategies that allow for a reasonable surplus (fund balance) to accumulate provide for unavoidable shortfalls in revenues.
- Consider the financial feasibility and long-term operations needs prior to design or construction of any new facility.
- Continue to prioritize and implement CIP investments.
- Reduce the cost of outdoor facility maintenance and make improvements to existing facilities.
- Increase focused marketing and communication efforts to increase participation rates and user fee revenue.

