



**PROVIDENCE CITY  
PARKS, TRAILS & RECREATION  
MASTER PLAN 2021**



## **ACKNOWLEDGMENTS**

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**Thanks also to Providence citizens who participated in the master plan public survey and engagement events in the park.**

# PROVIDENCE CITY PARKS, TRAILS, & RECREATION MASTER PLAN

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# 01 | INTRODUCTION



*Tennis Courts at Braegger Park*

## A. PURPOSE AND USE

The City of Providence is fortunate to be in a position economically that allows it to not only meet the critical needs of its community, but to focus on dynamic ways to enhance its quality of life. The parks, trails, and recreation system is a key part of this strategic focus.

To be proactive in planning for the growth of this system, the City selected MHTN Architects to prepare a Parks, Trails & Recreation Master Plan. The team established a visionary process that involved City leaders, City staff, Park Board members, and Providence citizens in the overall master plan process.

The 2020 Providence Parks, Trails, and Recreation Continuous Improvement Master Plan is the City's first-ever plan of its kind. Its purpose is to both accurately capture the state of the City's existing parks, trails, and recreation offerings, and also to look forward to how the City can better serve its citizens over the next five to ten years.

The City of Providence is changing quickly as more and more new residents add to its population. This plan will reflect the new realities in Providence City and integrate the concepts and recommendations in the City's recently completed General Strategic Plan.

This plan will help ensure the City has a clear vision and path for maintenance and enhancements to its current parks, trails, and recreation, and it will provide guidance on future development so that its system meets the community's ongoing needs.

This plan establishes specific actions required to meet short-term and long-term needs. With these guidelines and information base, the City can be thoughtful and strategic in its allocation of financial and physical resources.

## B. PLAN ORGANIZATION

### Section 1: Introduction

This section provides the purpose of this plan, a summary of relevant sections from existing City plans and documents, guiding principle and goals, and contextual data on Providence City.

### Section 2: Methodology

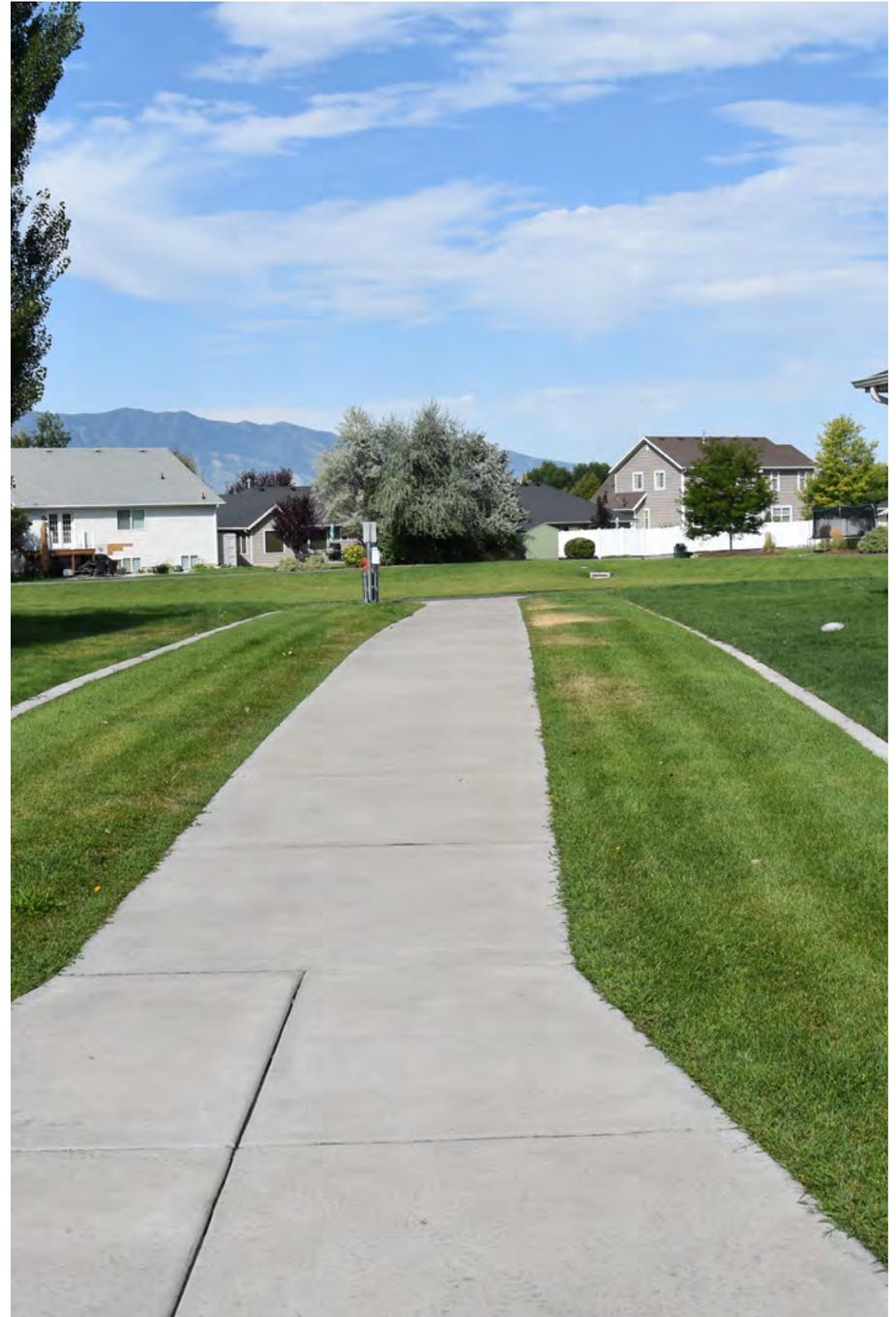
The second section of this plan details data gathering efforts, outlines the public engagement process, provides a snapshot of results from the community survey, and summarizes key findings from the one-on-one focus interviews and in-person community engagement events.

### Sections 3-5: Parks, Trails, and Recreation

Sections 3 through 5 are similar in their organization. Each section provides a look at existing conditions, levels of service (Parks only), current and future needs, and then provides recommendations and implementation strategies for maintenance and development. The Parks chapter also includes conceptual plans for individual park improvements.

### Section 6: Priorities & Construction Costs

This section recaps the community's priorities gathered during public engagement and provides cost estimates for what it would take to achieve those priorities. Various funding options are described.



*Pathway to Brookside Park*

## C. COORDINATION WITH OTHER PLANNING DOCUMENTS

### 2020 Providence General Strategic Plan

The City's recently adopted General Strategic Plan has various key initiatives under which parks, trails, and recreation fit:

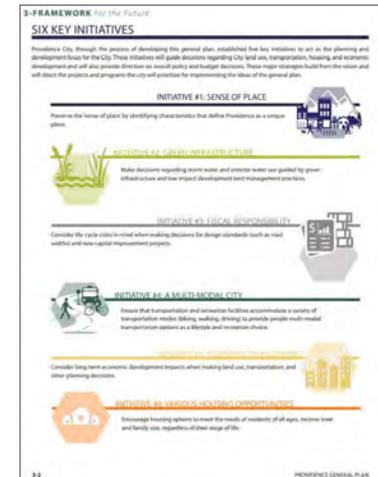
1. As part of initiative #1, create a **sense of place**, the City should create parks as places of open space and centers of community activity.
2. As part of initiative #2, parks and open space help bolster the city's **green infrastructure** efforts.
3. As part of initiative #3, well-designed and maintained parks and recreation facilities can help the City achieve **fiscal responsibility**.
4. As part of initiative #4, trail connectivity throughout the City and between the parks and recreational facilities can help Providence be a truly **multi-modal city**.
5. Finally, a vibrant parks, trails, and recreation system has been shown to boost **economic development** for cities, part of initiative #5.

Additional parks and recreation core values and principles are set forth in the Plan and include:

- Preserve open space and natural visual corridors.
- Beautify and enhance the appearance and environment in Providence City.
- Create an identity for the City through parks and open space.
- Provide adequate facilities for needed recreation programs and activities.
- Encourage and provide increased public access to county, state, and federal lands, parks, and open space.
- Support property values and community growth by providing recreational amenities.
- Design and construct park and recreations facilities that conserve natural resources such as water, and set an example for the community.
- Provide an integrated, connected, and diverse system of parks, and recreation programs, that are economical and accessible to community members.
- Maintain communications between administration, public officials, and residents to ensure that recreation facilities and programs continue to meet the needs of the community.



2020 General Strategic Plan



General Strategic Plan Initiatives

## 2020 Transportation Master Plan (forthcoming)

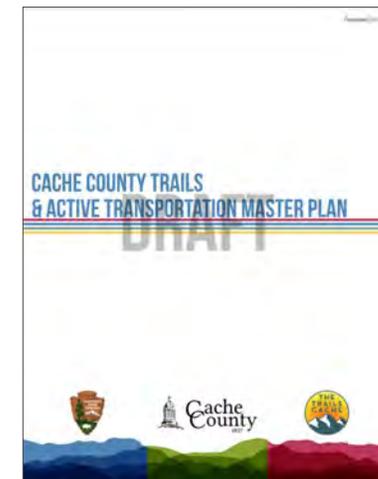
The City of Providence is currently preparing its Transportation Master Plan. As a part of this master planning process, the consultant team met with the transportation team to coordinate trail alignment recommendations on streets through Providence.



*Road Signs in Providence*

## 2017 Cache County Trails & Active Transportation Master Plan

This master plan helps guide improvements to Cache County's trails and active transportation routes. Projects are listed and prioritized across the County. This plan has incorporated all relevant Providence City recommendations from the Master Plan with the exception of the 100 North active transportation project. This plan considers using Center Street for a shared use path instead of 100 North due to less traffic, direct connection to the elementary school, and connection to Von Baer's Park. Another item proposed in the Master Plan that is not carried forward is the Spring Creek trail from Von Baer's Park to Providence Canyon. This plan recommends a route along Spring Creek on city streets, but not along the creek bottom due to the fact it crosses private property along the entire route.



*2017 County Trails & Active Transportation Master Plan*

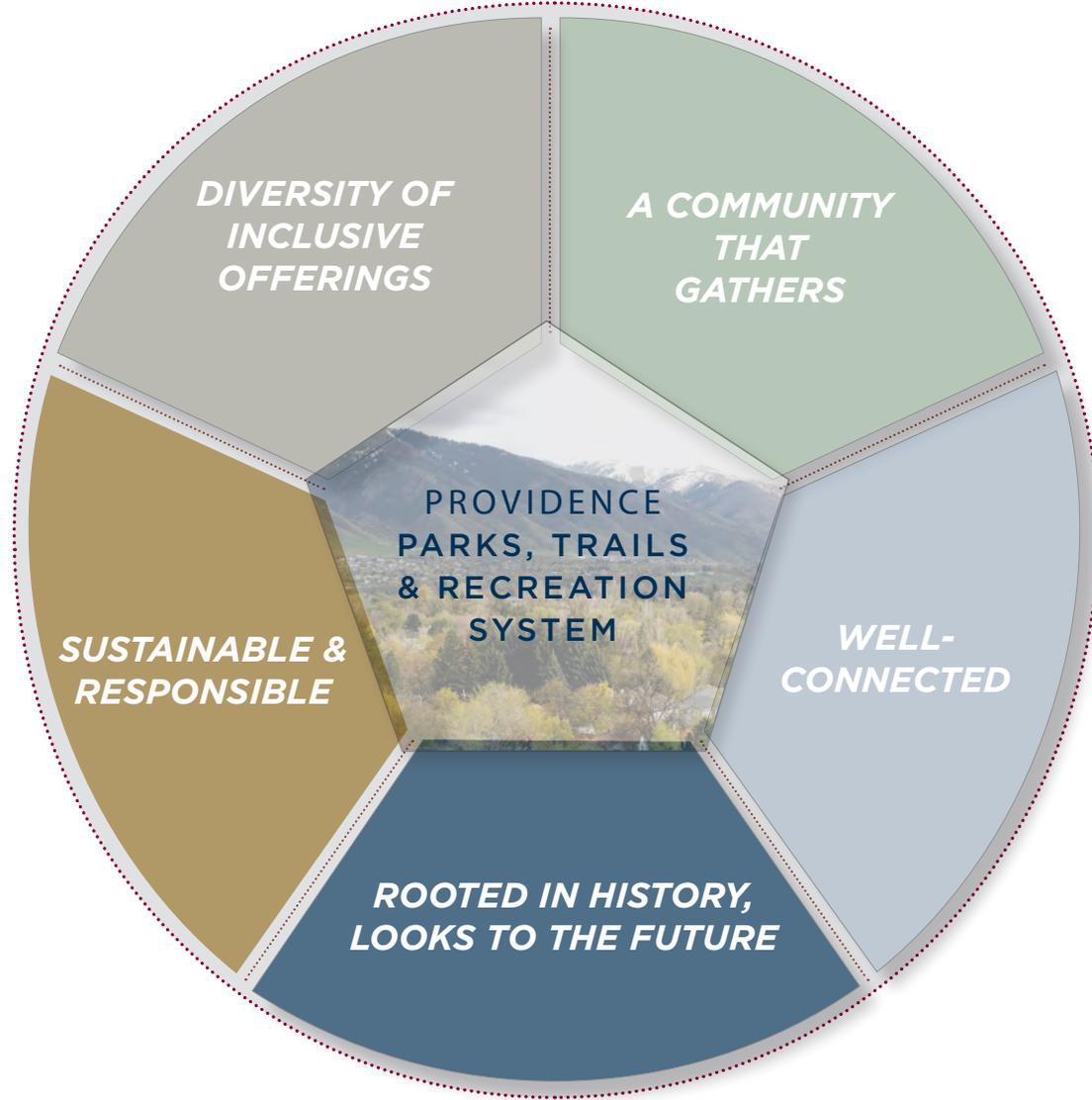


*View of Providence Looking West*

## D. OBJECTIVES, GUIDING PRINCIPLES & GOALS

The following objectives, guiding principles, and goals were developed with the project Steering Committee, to incorporate with other City documents including the General Plan. These are intended as guideposts to direct the planning and design process of establishing the first-ever Parks, Trails and Recreation Continuous Improvement Master Plan.

OBJECTIVES	
01	CREATE CITY'S FIRST-EVER PARKS, TRAILS, AND RECREATION CONTINUOUS IMPROVEMENT MASTER PLAN AND STORY MAP WITH SHORT- AND LONG-TERM STRATEGIES AND POLICIES
02	INCORPORATE RELEVANT IDEAS FROM RECENTLY ADOPTED GENERAL STRATEGIC PLAN TO REALIZE THE CITY'S KEY INITIATIVES
03	CONDUCT INVENTORY OF EXISTING PARKS SYSTEMS AND ANALYZE LEVEL OF SERVICE AND DISTRIBUTION COVERAGE BASED ON STANDARDS
04	PROVIDE RECOMMENDATIONS TO INFORM MAINTENANCE, IMPROVEMENTS, AND CONSTRUCTION OF NEW PARKS AND THEIR PROGRAMMING INCLUDING COSTS
05	UPDATE INDIVIDUAL PARK SITE PLANS DEPICTING FUTURE IMPROVEMENTS AND ENHANCEMENTS.
06	THOROUGHLY EXAMINE EXISTING TRAILS NETWORK AND CREATE STRATEGIES TO AUGMENT THE SYSTEM FOR BOTH FUNCTIONAL AND RECREATIONAL NEEDS
07	EVALUATE AND PROVIDE RECOMMENDATIONS FOR CITY'S CURRENT AND POTENTIAL FUTURE RECREATION PROGRAMS
08	CONDUCT INTERACTIVE AND INCLUSIVE COMMUNITY ENGAGEMENT TO INFORM THE PROCESS AND FINDINGS.



The Guiding Principles are presented on the following pages in no particular order. The goals below each are meant to further elaborate how the City can begin to implement each principle.

# PROVIDE A DIVERSITY OF INCLUSIVE OFFERINGS

The Providence Parks, Trails and Recreation Continuous Improvement Master Plan will identify a variety of amenities and recreational offerings which appeal to members of the community of all ages and abilities.

## DIVERSITY OF INCLUSIVE OFFERINGS

### GOALS

1. Provide quality facilities, programs, and services to all members of the community.
2. Ensure that all facilities and programs are accessible and affordable.
3. Provide facilities and programs for all ages and abilities to promote lifelong activity and wellness.



*Playing Pickleball at Alma Leonhardt Park*

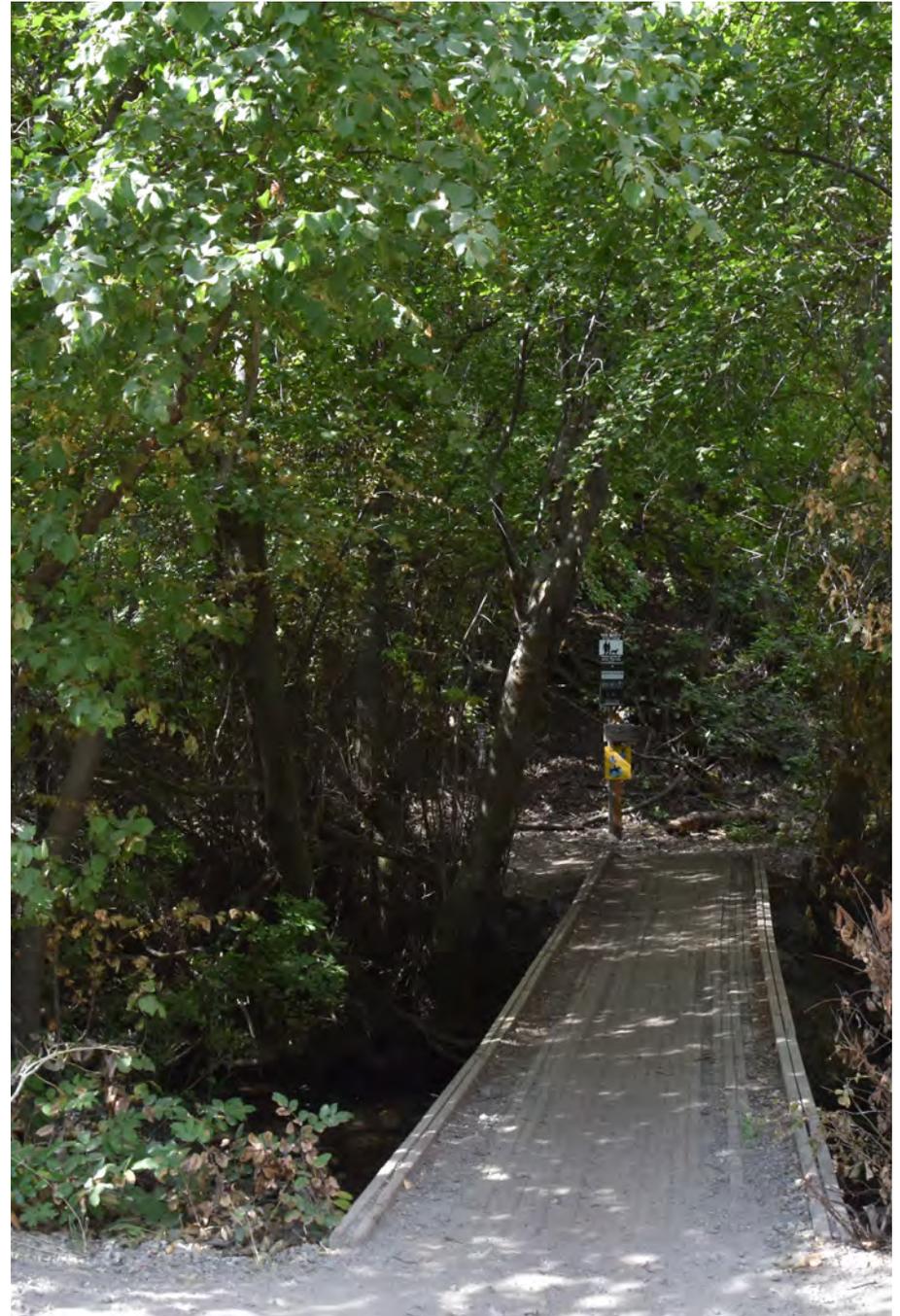
# WELL-CONNECTED

A robust and comprehensive transportation network will provide community members with options to connect to the Providence City system of parks and recreation amenities.

## WELL-CONNECTED

### GOALS

1. Create paths and routes for residents to safely travel around their community through active transportation.
2. Ensure signage and wayfinding is intuitive and appropriate for various types of transportation.
3. Improve access and connections to parks and nature.



*Trail at Von Baer Park*

# ROOTED IN HISTORY, LOOKS TO THE FUTURE

Providence's parks, trails, and recreation system will build from and enhance the community's sense of civic pride in its pioneering and agricultural heritage. It will also look to serve the modern needs of its current and future population.

## ROOTED IN HISTORY, LOOKS TO THE FUTURE

### GOALS

1. Maintain existing parks, trails and recreation system and improve quality and condition of amenities.
2. Embrace, lead and implement new ideas and best practices.
3. Leverage technology to more efficiently and effectively make decisions.
4. Collaborate with other public agencies and non-profits to provide excellent service to the community.



*Monument Statue at Zollinger Park*

# **SUSTAINABLE & RESPONSIBLE**

A holistic approach to maintaining sustainable and responsible environmental and fiscal systems within the City will be prioritized.

## SUSTAINABLE & RESPONSIBLE

### GOALS

1. Be transparent, accountable, and committed to responsible management.
2. Integrate stewardship and sustainability ethics in all plans and actions.
3. Raise awareness and appreciation of natural and cultural resources.
4. Protect and actively manage natural and cultural resources.
5. Proactively manage facilities and program assets.



*Cattle Corral Park*

# A COMMUNITY THAT GATHERS

A location for a central gathering place will be identified to provide a flexible space where residents can connect and to support a wide variety of events to bring the community together.

## A COMMUNITY THAT GATHERS

### GOALS

1. Provide unique and diverse opportunities for Providence residents to gather.
2. Engage and listen to community needs and respond to changing needs and trends.
3. Provide great park destinations that connect and help build community.
4. Empower volunteers and the community.



*Pavilion at Zollinger Park*

## D. GUIDING PRINCIPLES, AND GOALS

### PRINCIPLES

### GOALS

DIVERSITY OF  
INCLUSIVE  
OFFERINGS

- PROVIDE QUALITY FACILITIES, PROGRAMS, AND SERVICES TO ALL MEMBERS OF THE COMMUNITY
- ENSURE THAT ALL FACILITIES AND PROGRAMS ARE ACCESSIBLE AND AFFORDABLE
- PROVIDE FACILITIES AND PROGRAMS FOR ALL AGES AND ABILITIES TO PROMOTE LIFELONG ACTIVITY AND WELLNESS

WELL-  
CONNECTED

- CREATE PATHS AND ROUTES FOR RESIDENTS TO SAFELY TRAVEL AROUND THEIR COMMUNITY THROUGH ACTIVE TRANSPORTATION
- ENSURE SIGNAGE AND WAYFINDING IS INTUITIVE AND APPROPRIATE FOR VARIOUS TYPES OF TRANSPORTATION
- IMPROVE ACCESS AND CONNECTIONS TO PARKS AND NATURE

ROOTED IN  
HISTORY, LOOKS  
TO THE FUTURE

- MAINTAIN EXISTING PARKS, TRAILS AND RECREATION SYSTEM AND IMPROVE QUALITY AND CONDITION OF AMENITIES
- EMBRACE, LEAD AND IMPLEMENT NEW IDEAS AND BEST PRACTICES
- LEVERAGE TECHNOLOGY TO MORE EFFICIENTLY AND EFFECTIVELY MAKE DECISIONS
- COLLABORATE WITH OTHER PUBLIC AGENCIES AND NON-PROFITS TO PROVIDE EXCELLENT SERVICE TO THE COMMUNITY

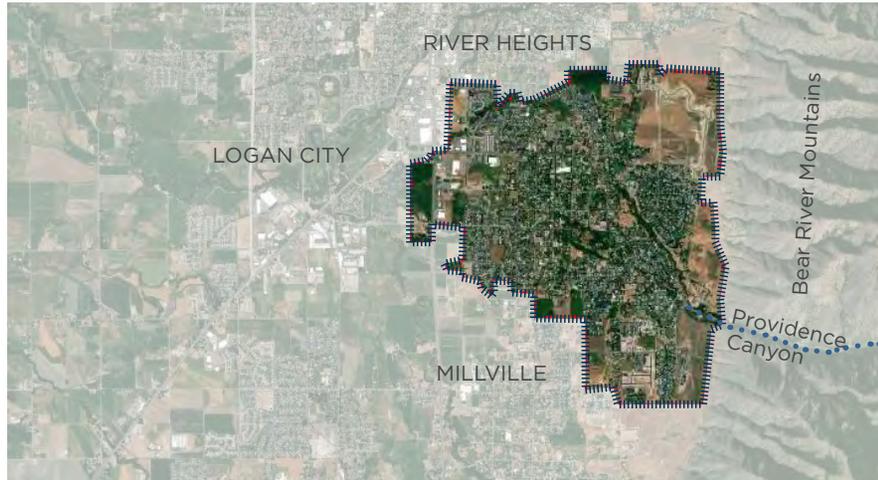
SUSTAINABLE &  
RESPONSIBLE

- BE TRANSPARENT, ACCOUNTABLE, AND COMMITTED TO RESPONSIBLE MANAGEMENT
- INTEGRATE STEWARDSHIP AND SUSTAINABILITY ETHICS IN ALL PLANS AND ACTIONS
- RAISE AWARENESS AND APPRECIATION OF NATURAL AND CULTURAL RESOURCES
- PROTECT AND ACTIVELY MANAGE NATURAL AND CULTURAL RESOURCES
- PROACTIVELY MANAGE FACILITIES AND PROGRAM ASSETS

COMMUNITY  
THAT GATHERS

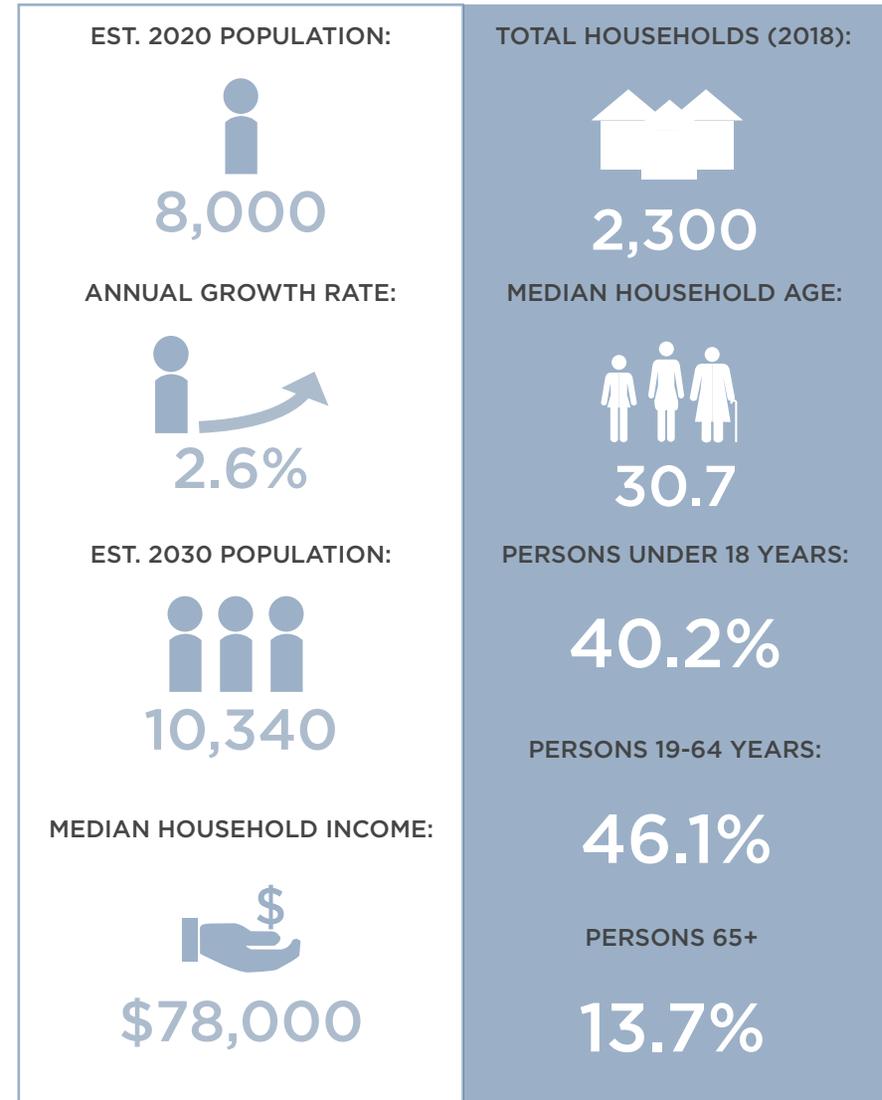
- PROVIDE UNIQUE AND DIVERSE OPPORTUNITIES FOR THE RESIDENT TO GATHER
- ENGAGE AND LISTEN TO COMMUNITY NEEDS AND RESPOND TO CHANGING NEEDS AND TRENDS
- EMPOWER VOLUNTEERS AND THE COMMUNITY
- PROVIDE GREAT PARK DESTINATIONS THAT CONNECT AND HELP BUILD COMMUNITY

## E. Providence City Profile



Providence City is a community that desires to provide a peaceful quality of life, character, and uniqueness. These qualities make it a place where people wish to live and raise their families. The current population is approximately 8,000 residents. However, rapid development of new housing is quickly increasing the number of people who live in the City. By 2030, the population may add more than 2,300 new people, a nearly 30 percent increase. The City's median household income is about \$7,000 higher than the state median and \$28,000 more than the county median. With more than half the City's population younger than 18 years or older than 65 years, the City must look to see how its offerings can cater to these groups.

Beyond demographics, this master planning process revealed that the community of Providence cares deeply about its parks, trails, and recreation. Many of the current amenities and offerings available today were built or funded by volunteers. This continues to be true with recreation, in which many coaches are made up of parents. Conversations with Providence residents also indicated that citizens would like to continue volunteering their time or donating resources to improve Providence's parks and trails.



Source: 2014-2018 American Community Survey, 2010 U.S. Census; Cleargov.com, Cache MPO



## 02 | METHODOLOGY

## A. DATA GATHERING

The first step in the process of establishing the existing conditions of parks, trails and open space in Providence City is to collect all relevant data and sources of information and create a project database. After the database has been established, a gap analysis is conducted to understand which data the planning team is responsible to collect. With this, a clear picture of the current assets, weaknesses, and opportunities of the parks and open space network is established.

Beginning in July 2020 the planning team collaborated with the project Steering Committee to gather and identify potential sources of relevant data to inform the planning process. The first step included gathering all existing policy and vision documents from Providence City and Cache County. These documents and their impact on this plan have been outlined in chapter one of this plan.

Additional quantitative data sources provided by the City and County to support the existing conditions analysis included: demographic information including total population; ArcGIS shape files including existing parks and trails.

Providence City maintains a quantitative inventory of the existing amenities at all City-owned parks and recreational facilities. In order to utilize this data for purposes of confirming the existing level of service, the planning team conducted field reconnaissance to confirm both the quantities of existing improvements and their qualitative condition due to age, weathering and use to determine the existing level of service at City parks. Similar field work was conducted to assess the condition of trail heads, shared-use paths, and natural surface trails. That information can be found in the Trails Chapter of this plan.

### COMMUNITY ENGAGEMENT AT A GLANCE

**9** Steering Committee Meetings

**2** City Council Presentations

**1** Planning Commission Presentation

**279** Responses to City-wide Survey

**8** Focus Interviews

**2** In-Person Poster Sessions in the Park

## B. COMMUNITY ENGAGEMENT PROCESS

The importance of community engagement and public input on a plan like this cannot be understated. Parks, trails, and open space are one of the domains of public life in which residents have very regular interaction with a City’s offerings. Moreover, people tend to be very passionate and opinionated when it comes to how they feel about their City’s services in this regard. This is especially true for the City of Providence, where many residents have chosen to locate here because of its proximity to open space and recreational offerings such as baseball.

This master planning process took place during a challenging time for typical community engagement activities such as in-person events like open houses. Instead, it relied more heavily on methods that could be conducted while observing strict “social distancing” requirements. For that reason, surveying, interviewing, holding remote steering committee meetings, and using other online communication tools became the primary way we gathered input and feedback during the process.

We also were still able to attend two outdoor, socially distanced concert events in which the community was asked to provide feedback on poster boards. Through these mediums, we found that we still were able to “meet people where they are.” We found the community to be active and engaged.

The diagram below indicates four domains of public engagement used in the creation of this plan: inform, consult, involve, and collaborate. They encompass four pillars of good public participation in master planning processes according to the International Association of Public Participation (IAP2). This master plan aimed to conduct activities that aligned under each of the four categories.

The four primary forms of community engagement were meeting with a City-formed steering committee bi-monthly, conducting a City-wide survey, holding one-on-one focus interviews with key stakeholders, and facilitating a feedback venue at two community concerts in the park. The following pages provide an overview of the survey and interview key findings.

### 01 Inform

- › Present Information For All Audiences
- › Share Purpose and Goals
- › Set expectations and Outcomes
- › Social Media, Newsletters, City Website

### 02 Consult

- › Ask For Input on a Defined Issue
- › Survey or Poll
- › Invite Comments and Questions



### 04 Collaborate

- › Steering Committee Meetings

### 03 Involve

- › Ideation, Invite Suggestions
- › Prioritization
- › Focus Interviews



*Community Concert Public Engagement Event*

## C. SURVEY & COMMUNITY CONCERTS

The Providence Parks, Trails and Recreation Master Plan survey was open for five weeks from August to September. The survey was disseminated through social media including Facebook, Instagram, and Twitter. The City also advertised it on their website homepage and created lawn signs with QR codes which it placed at each park and trailhead. To see a summary of all 49 questions and responses, see the Appendix. The survey had 279 respondents.

The consultant team also attended two community concerts to conduct socially-distanced in-person public engagement during Covid-19. At these events, poster boards with information and questions about the individual parks were displayed. Another poster board that showed a map of the City with existing trails was also shown and asked people to give thoughts on how to improve the system.



COMMUNITY ENGAGEMENT



## D. FOCUS INTERVIEWS

The City selected a group of key stakeholders to participate in one-on-one interviews to get a deeper understanding of key issues for the City and its constituents. This section summarizes the big themes and key takeaways from those interviews. Interviewees included:

- Ashley Poole, Providence City Resident
- Carly Lanche, Cache County Regional Trails Planner
- Dave Low, Providence City Resident
- Jeanell Sealy, Providence City Councilwoman
- John Drew, Providence City Mayor
- Josh Paulsen, Providence City Councilman
- Nate Wilson Providence City Resident
- Shane Hansen, Providence City Maintenance Supervisor

There were six questions posed in the interviews (except for the interview with Carly Lanche, which was focused specifically on trail connections).

1. What are your impressions of Providence's parks, trails, and recreation as a whole (programmatically, facilities, and administratively)?
2. What do you see as the City's biggest need concerning parks, trails, and recreation?
3. What are your opinions on the quality of the facilities provided by the City?
4. Funding decisions can sometimes be difficult. The population of Providence is rapidly increasing, and land is being developed. With this in-mind, and keeping in-mind the limitations of public funding, what should the priority of the department be if it's forced to choose? Acquire available open space or parkland before its developed, this may mean open space preservation or additional parks (once it's gone, it's gone), or maintaining existing infrastructure at a high level (the longer you wait for repairs, the more expensive repairs are and caring for infrastructures is expensive), or adding amenities to parks and trails.
5. If you oversaw the parks, trails, and open spaces in Providence, what would you do differently? What would you make sure to do that's the same?
6. Is there anything else that you would like to add that we haven't asked about?

## E. COMMUNITY ENGAGEMENT RESULTS

The Providence Parks, Trails and Recreation Master Plan survey was open for five weeks from August to September. The survey was disseminated through social media including Facebook, Instagram, and Twitter. The City also advertised it on their website homepage and created lawn signs with QR codes which it placed at each park and trailhead. To see a summary of all 49 questions and responses, see the Appendix. The survey had 279 respondents.

Overall, the key findings were as follows:

1. City needs to promote, communicate, and advertise Providence's offerings across its parks, trails, and recreation system
2. There is a strong and widespread desire to create and improve trails in Providence.
3. When asked how the City should spend its budget, respondents ranked the following options in this order: 1) acquire more trail/park land, 2) improve/add amenities, and 3) maintain facilities.

Park-specific key findings included:

1. There is large demand for open fields that allow flexibility in what sport/activity/game is played there. People want space for diverse sports, including soccer, football, and lacrosse.
2. There is demand for a large park space to gather.
3. Across all the parks, residents think the physical condition is "good," with the exception of Jay's Well Park.
4. Top reasons people don't use park facilities: 1) distance to park; 2) doesn't have features I'm interested in; 3) not aware of all the offerings
5. Pickleball courts are in high demand and some think there is too much emphasis on baseball fields
6. Residents would like more walking paths in the parks



*Playground at Hampshire Park*

Trail-specific key findings were:

1. Survey respondents like their trails and want more of them.
2. Desire for safe, connected trails through the City (and more sidewalks)
3. More trails and walkways in the park to allow “passive recreation” all year round.
4. Better connections to mountain trails.
5. Trails was the top “type of land” respondents chose as most needed.
6. Respondents like both hard surface and gravel trails.

Recreation key findings included:

1. Nearly 40% of respondents did not participate in recreation activities.
2. Families that participate in the City’s baseball leagues love it and brag about it; those who don’t participate think too much money goes toward it.
3. There is a strong desire for more transparency in how recreation leagues and teams are formed.
4. There is a desire for more support with organizing and communicating about recreation leagues; residents would like there to be more communication and better information.
5. Residents indicated desire for more all-ages activities, opportunities, and events.

See the Appendix for a full list of survey questions and responses.



*Lawn at Hillcrest Park*



## 03 | PARKS



*Lawn and Walking Path at Meadow Ridge Park*

“ Providence parks have evolved a lot over the years and its citizens helped develop them over time.”

Providence’s parks have a rich history of community involvement. The earliest parks in the city were put in place by community organizations such as the Lions Club and resident volunteers. These individuals understood early on the value of city parks as public spaces where friends, family, and community members can meet, play, and feel civic pride.

Parks are places where residents can recreate, relax, stay healthy, interact across ages, and strengthen community bonding. They are spaces for people to be outside and physically active, social, and help create strong community relationships.

This section focuses on Providence’s parks. It has the following subsections:

- Public Input summary from survey, focus interviews, in-person events
- Park Classifications
- Standards and Definitions
- Existing Conditions in aggregate and by park
- Existing Level of Service Analysis
- Geographical Distribution Analysis
- Park Amenity Deficiency Analysis
- General Park Recommendations
- Specific Park Recommendations



## A. PUBLIC INPUT

### SURVEY



*Zollinger Park Baseball Field*

The public survey asked several questions pertaining to the City's parks. Some of the key findings are as follows:

- **93 percent** of survey respondents indicated that they use Providence's parks.

The three most used parks in Providence, which also happen to be the City's largest, are:

1. Zollinger Park
2. Alma Leonhardt Park
3. Von Baer park

Five parks were rarely, if at all, used by survey respondents, indicating the park system *overall* may be underutilized:

1. Jay's Well
2. Cattle Corral

3. Hillcrest
4. Meadow Ridge
5. Brookside

- Overall, most parks were considered to be in "good condition," with the exception of Jay's Well Park, which was considered to be in "poor condition."
- When asked whether they would like to see a dog park constructed in the City, **29 percent** of the population said yes.
- **84 percent** of respondents said they access parks by driving, **73 percent** by running or walking, and **50 percent** by cycling.
- When asked what type of park and public land is most needed in the City, respondents said the second top priority is **land for large multi-use parks** of 10 acres or more followed by land for **smaller neighborhood parks**.

Across the open-ended comments, the following themes were observed:

- Current parks are underutilized - people do not know of all the parks
- Parks need to have more diverse offerings
- Improve/add trails in parks
- Improve parks to have playgrounds
- Parks need bathrooms
- Jay's Well Park needs to be improved
- Parks are not dog friendly
- Hillcrest Park needs more amenities
- No more pickleball at Alma Leonhardt Park
- Connect trails to parks
- Put passive recreation opportunities at parks
- Parks and trails should be a top priority for the city
- More trees in existing parks



## FOCUS INTERVIEWS



*Engagement Poster Boards at Community Concert*

The focus interviews revealed some information that was similar to what was learned through the survey results, but also some new information. For example, interviewees were split on whether Providence had enough parks or not. Overall, the individuals felt that the parks were well-maintained for the City's staff size, but staff indicated they were at capacity with the system's current maintenance needs, and implied adding more would require additional resources. Several interviewees spoke about how nice the baseball fields in the City are and that they are widely praised across the region for how well maintained they are.

When asked how the City should prioritize funding across acquiring more parkland, adding more amenities, or maintaining what exists, the majority selected the first option, indicating the City is developing quickly, and unless open parkland is preserved as such now, there won't be space to do that in the future. Some indicated the difficulty because the City has to compete with developers for purchasing land. However, others pointed to cities like Millville which acquired several acres to preserve as parkland for their community. Some indicated parks should be proximate to newer denser housing.

## IN-PERSON EVENTS

Comments received on the poster-boards from the two community concert events echoed some of the same ideas and themes that had come up in the survey and focus interviews. The poster boards had images of each park and asked "Tell us how you feel about these parks? What do you like? Dislike? What would you like to see there?"

Brookside, Cattle Corral, Hampshire, Uptown, Hillcrest, and Meadow Ridge Park did not receive any comments.

Von Baer Park was praised for being beautiful and a "gem" of a park in Providence.

Zollinger Park had comments relating to adding an east-west trail through the park to connect townhomes, the elementary school, and the Macey's store. Comments also were made to add trees.

Jay's Well had comments about needing more trees and grass. Alma Leonhardt had comments about adding more pickleball courts and more trees.



## B. PARK CLASSIFICATIONS

This plan classifies each of Providence's existing parks into one of four types. A snapshot of those four classifications is shown below and the following pages detail what each entails. That includes information on what amenities and features each park type shall or may include.

In general, it is likely that community and regional parks will be built by the City, while local and neighborhood parks may be built by developers.





## C. STANDARDS AND DEFINITIONS

### LOCAL PARKS

Local Parks are defined as **less than 2 acres in size** and have minimal amenities. They tend to address limited, isolated, or unique recreational and aesthetic needs. They sometimes serve as a recreational and beautification space where acquisition of larger parks is not possible. Open lawn areas, picnic tables, benches, trees, and sometimes a playground or pavilion are found at these types of park. Local parks usually serve the immediate residential neighborhood and tend to be within walking distance of most residents' homes.

Local parks have less than a quarter mile service radius. They will generally include a minimum of:

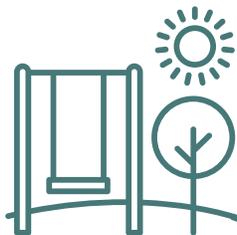
- Small play area/tot lot for young children or pavilion
- Creative play equipment is encouraged
- Benches or small picnic facilities
- Manicured landscaping (i.e.. lawn, flower beds, trees)

Maintenance should include:

- Basic lawn care and landscape care
- Landscape shrubs and vegetation
- Playground maintenance

### EXISTING LOCAL PARKS

- Cattle Corral Park
- Hampshire Park
- Jay's Well
- Meadow Ridge Park
- Brookside Park
- Hillcrest Park



**6** Local Park Acres

**6** Local Parks



Hampshire Park, local park example.



## EXISTING NEIGHBORHOOD PARKS

- Braegger Park
- Alma Leonhardt Park
- Uptown Park

## NEIGHBORHOOD PARKS

Neighborhood Parks are larger than local parks, averaging **2 to 10 acres in size**, and provide a few more amenities. They should serve as the recreational and social focus of the neighborhood. They can provide informal, active, and reflective recreational options for all ages. These parks create a sense of place for a neighborhood.

They typically have a quarter to half mile service radius uninterrupted by non-residential roads or other physical barriers. Often they are connected to and by trails/sidewalks/low-volume streets and are within walking/biking distance of most residents. They should have high visibility to surrounding streets for public safety.

They should generally include:

- Medium size children's playground
- Small/medium pavilion and associated picnic table and other amenities
- Open play areas for practice or pickup games
- Manicured landscaping (i.e. lawn, flower beds and trees)
- Bike racks
- Available off-street parking spaces for 5-10 acre parks. No off-street parking is required for 2-5 acre parks unless on-street parking is limited.

Additional active recreational features may include:

- Game courts consisting of any of these:
  - Basketball court
  - Pickleball courts
  - Tennis court
  - Volleyball courts
- Low impact recreation options (i.e. bocce ball, horseshoes, outdoor chess tables)
- Organized Ballfields (Soccer, Baseball, Softball, etc.)
- 

Reflective recreational features, which may include:

- Internal trails, connecting to trails or city sidewalks
- Picnic/sitting areas
- Restrooms



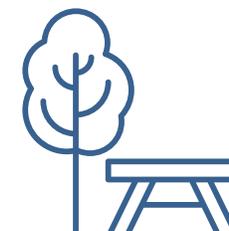
Maintenance should include:

- General lawn care
- Shrubs and other vegetation care
- Court upkeep and maintenance
- Pavilion maintenance
- Playground cleaning and upkeep



*Playground and Lawn at Braegger Park*

**10** Neighborhood Park Acres  
**3** Neighborhood Parks





## COMMUNITY PARKS

Community Parks are the next step up in park size, typically covering **10 to 20 acres of land**. They tend to have amenities and features that draw from the wider community and serve a broader purpose than a neighborhood park. Their focus should be meeting community-based recreation and gathering needs.

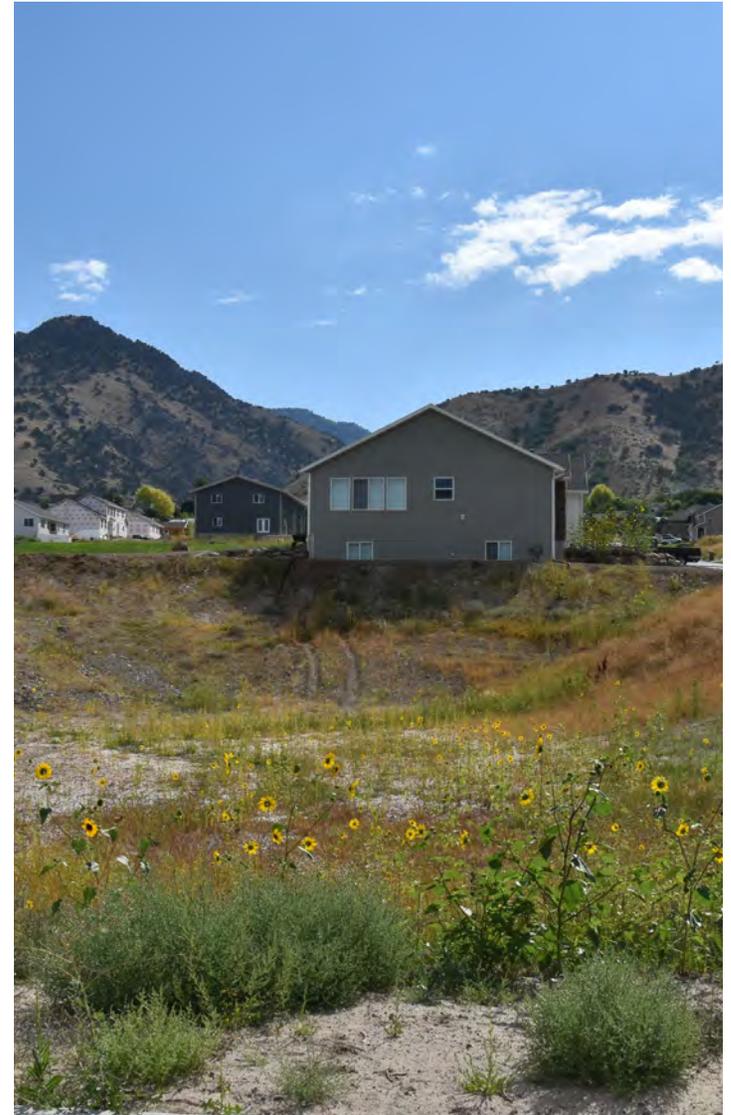
These parks should serve two or more neighborhoods and their service radius is one mile. They tend to be served by arterials, collector streets and trail networks; they are often geographically centered.

They should generally include:

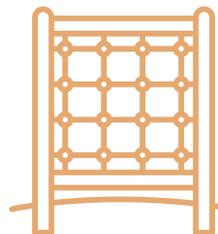
- Large play structure
- Medium/large pavilion with picnic tables
- Informal ball fields for youth play
- Game courts consisting of 2 or more of the following:
  - Basketball Court
  - Pickleball Courts
  - Tennis Court
  - Volleyball Courts
- Low impact recreation options (i.e. bocce ball, horseshoes, outdoor chess tables)
- Parking lot
- Bike racks
- Information kiosks
- Restrooms
- Manicured landscaping (i.e. lawn, flower beds and trees)

They may include

- Organized Ballfields (Soccer, Baseball, Softball, etc.)
- Splash pads, Etc.



*Detention Basin in Providence*



0 Community Park Acres

0 Community Parks



Informal and programmed active recreation facilities, which may include:

- Disc golf area, climbing wall, skate park, and other similar popular activities
- Jogging trails

Reflective recreation facilities, which should include:

- Internal trails, connecting to greenway trails or City sidewalks
- Individual and reservable group picnic/sitting areas
- General open space

Maintenance should include:

- General lawn care
- Shrubs and other vegetation care
- Court upkeep and maintenance
- Pavilion maintenance
- Playground cleaning and upkeep
- Snow removal from parking lot

## EXISTING COMMUNITY PARKS

- None



## EXISTING REGIONAL PARKS

- Von Baer Park
- Zollinger Park

## REGIONAL PARKS

Regional Parks are the largest parks and have a regional draw as the name indicates. These parks are designed to serve a region and often have robust and specialty amenities. They are typically 20 acres or larger. Regional parks typically have a two to five mile service radius. Specialty Parks such as skate and bike parks are also included in this category because of their unique regional draw. They may not follow the standards below.

They should include:

- Large play structures
- Multiple medium and large pavilions with picnic tables
- Restrooms
- Multiple regulation sized game courts (basketball, tennis, etc.)
- Active recreation options (i.e. baseball and soccer fields)
- Parking Lot
- Manicured landscaping (i.e. lawn, flower beds and trees)

Reflective recreation facilities, which should include:

- Internal trails, connecting to City sidewalks and trails
- Reservable group picnic/sitting areas
- General open space

Informal and programmed active recreation facilities may include:

- Disc golf area, climbing wall, or other similar unique amenity
- Jogging trails

Smaller Specialty Facilities and Parks that serve the same service level of a Regional Park may include:

- Facilities for outdoor concerts, plays, farmers' markets, Rodeo, and weddings
- Skate Parks
- Climbing Walls
- Splash Pads
- Ornamental Gardens
- Historic and cultural sites
- Mountain bike parks

Maintenance should include:

- General lawn care
- Shrubs and other vegetation care
- Court upkeep and maintenance
- Pavilion maintenance
- Playground cleaning and upkeep



Maintenance should include:

- General lawn care
- Shrubs and other vegetation care
- Court upkeep and maintenance
- Pavilion maintenance
- Playground cleaning and upkeep



*Disc Golf at Von Baer Park*

**30** Regional Park Acres  
**2** Regional Parks





- 11 Total City-Owned and Operated Parks
- 45 City-Owned Park Acres
- 10 Pavilions
- 3 Picnic Areas
- 5 Playgrounds
- 2 Basketball Courts
- 3 Baseball Fields
- 1 Softball Field
- 3 Tennis Courts
- 4 Pickleball Courts
- 4 Soccer Fields
- 3 Volleyball Courts
- 1 Disc Golf Course
- 1 Splash Pad
- 5 Restrooms



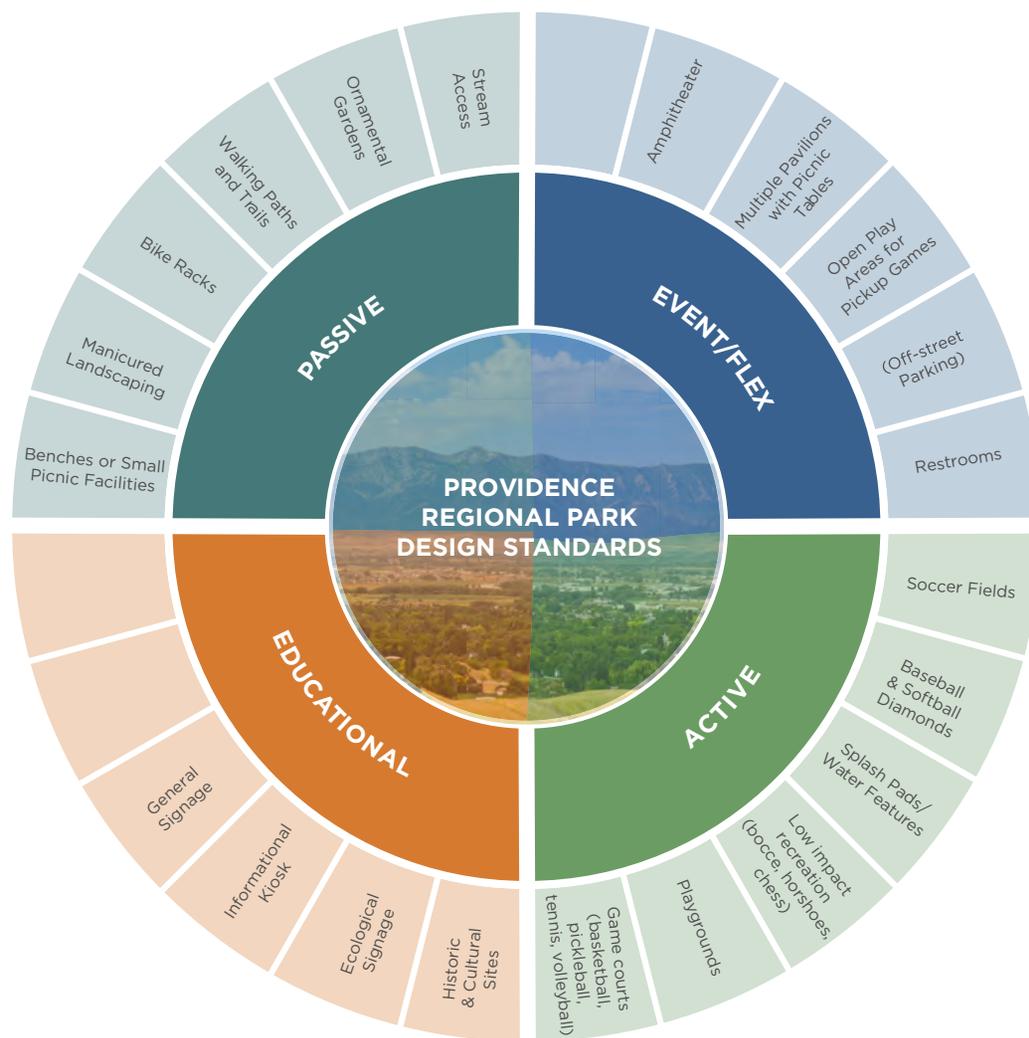
## D. EXISTING CONDITIONS

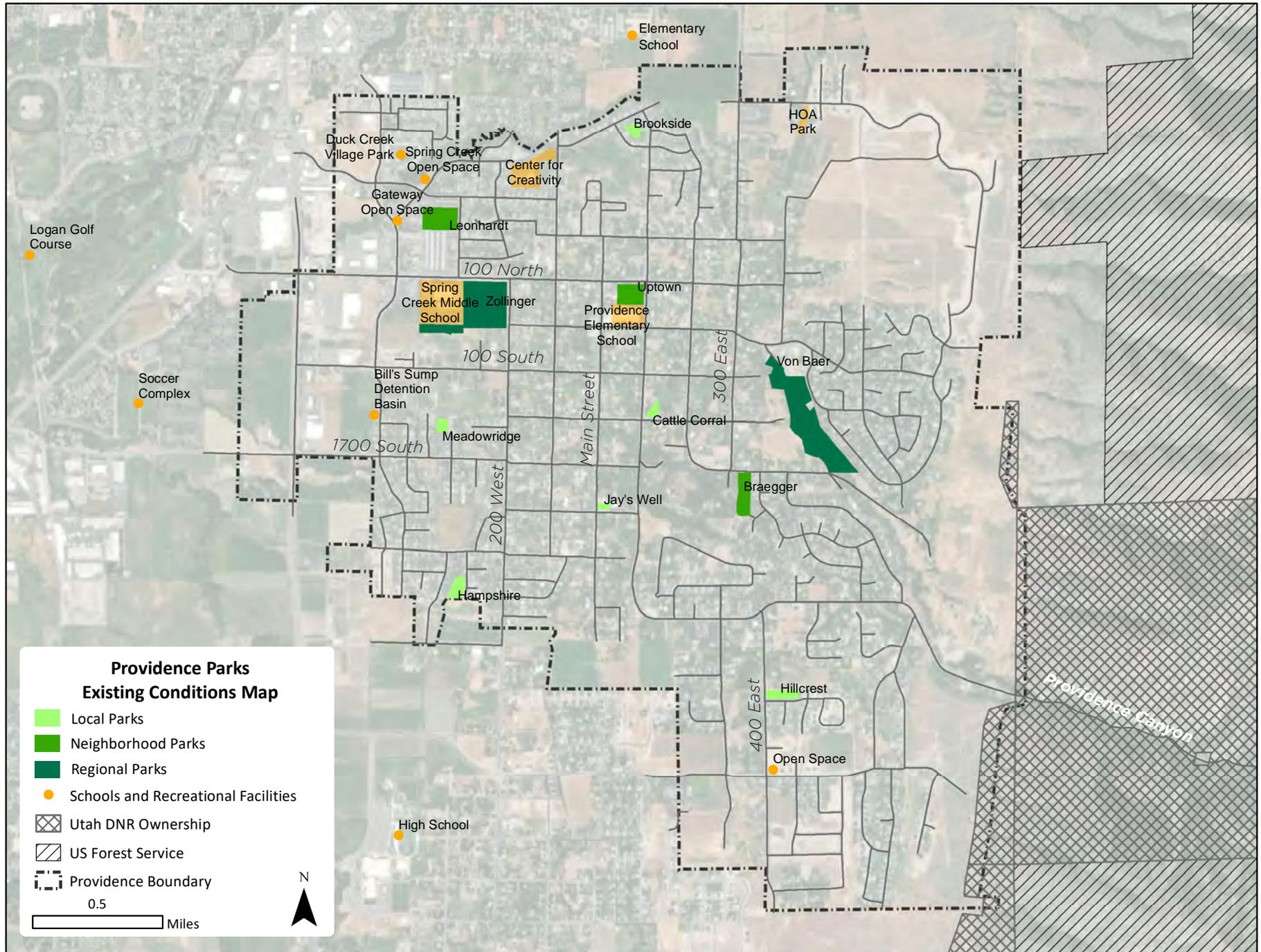
The City owns approximately 45 acres of land across its 11 parks. The majority of these parks are small, less than two acres. The City's largest park, Von Baer Park, is a preserved open space area with a stream, natural vegetation, and a small area for events and gathering. Providence's parks that have amenities such as baseball fields, pickleball courts, and playgrounds tend to have all those features in a small area. Only half the parks have walking trails.

The wheel diagram on the next page evaluates how Providence's existing park features distribute across four areas for park design consideration: passive, event, educational, and active amenities. The diagram reveals that for the parks that Providence has, there are more features that fit into the active category, such as ball courts, fields, and playgrounds. Next in terms of concentration are passive amenities such as lawns and benches. Next are event/flex features such as pavilions and support amenities for gatherings such as restrooms and parking. Finally, last in terms of amenity concentration are those that support educational purposes such as signage and informational kiosks.

The map on the next page illustrates Providence's parks across the City and their proximity to schools and other recreational facilities.

The following pages provide snapshots of each of Providence's 11 parks and include information on its amenities, photos, and feedback from the public survey about what amenities are used at each park, how often each park is used throughout the year, and how they feel about the physical conditions of each park.







View from Von Baer Park

# Braegger Park

## EXISTING CONDITIONS



Braegger Park Aerial Photo

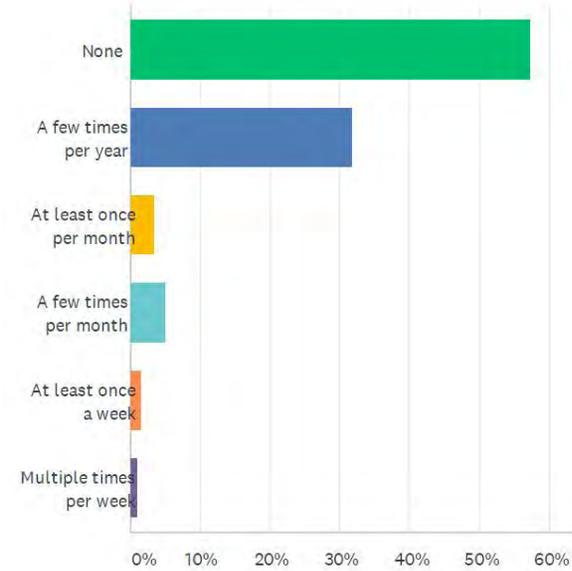
**Address:** 300 S 300 E

**Size:** 2.93

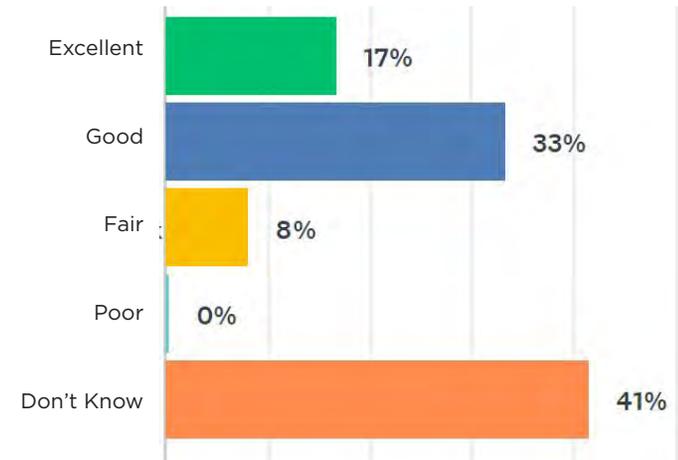
**Park Classification:** Neighborhood

- Amenities:**
- Small Pavilion
  - Playground Area
  - Tennis Court
  - Picnic Area
  - Sand Volleyball

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Braegger Park

## EXISTING CONDITIONS

- Assets:**
- Well used Tennis courts
  - A large grass area surrounded by trees that provide shade
  - Pavilion next to a playground
  - Sand volleyball court
  - Small parking lots connected by an interior road
  - Secluded feeling due the park being surrounded by residences on three sides

- Weaknesses:**
- No interior trail/ paths
  - Outdated Playground
  - Overgrown in areas
  - Limited signage
  - No restroom

- Opportunities:**
- Basketball court
  - Installation of interior paths
  - Upgrade and delineate parking



*Tennis Court*



*Playground and Swing Set*



*Lawn Area*

# Brookside Park

## EXISTING CONDITIONS



Brookside Park Aerial Photo

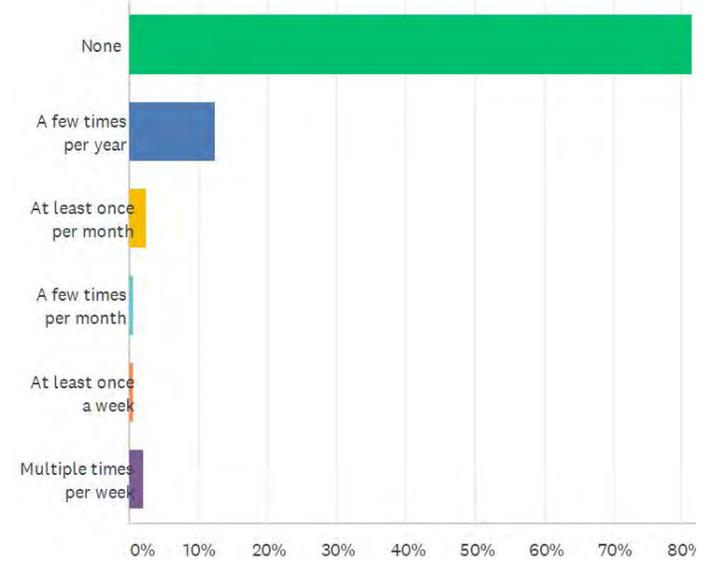
**Address:** 36 East Spring Creek Parkway

**Size:** 0.9

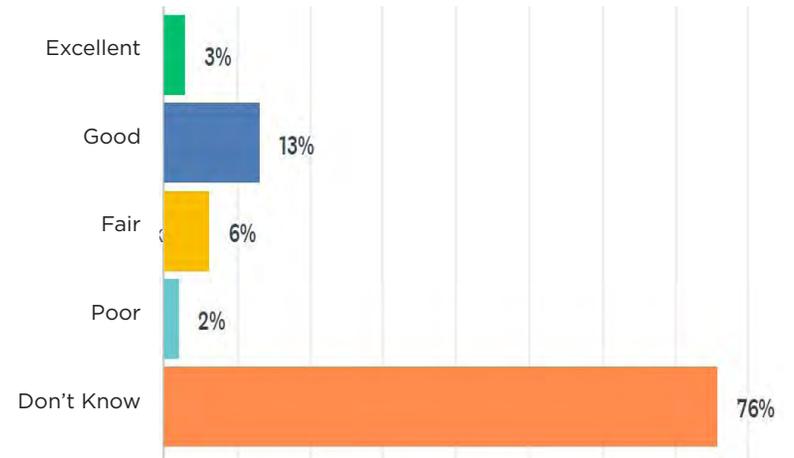
**Park Classification:** Local

- Amenities:**
- Walking Trail
  - Grass Play Area

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Brookside Park

## EXISTING CONDITIONS

- Assets:**
- An asphalt path around the perimeter of the park
  - Benches that allow park users to relax
  - An unobstructed grass area

- Weaknesses:**
- Lack of visibility from street because park is completely surrounded by neighboring properties
  - No parking
  - No park amenities
  - Not well known
  - No shade

- Opportunities:**
- Installation of pavilion or playground equipment
  - Planting of shade trees
  - Signage



*Grass Play Area*



*Walking Trail and Bench*



*Entrance to Park*

# Cattle Corral Park

## EXISTING CONDITIONS



*Cattle Corral Park Aerial Photo*

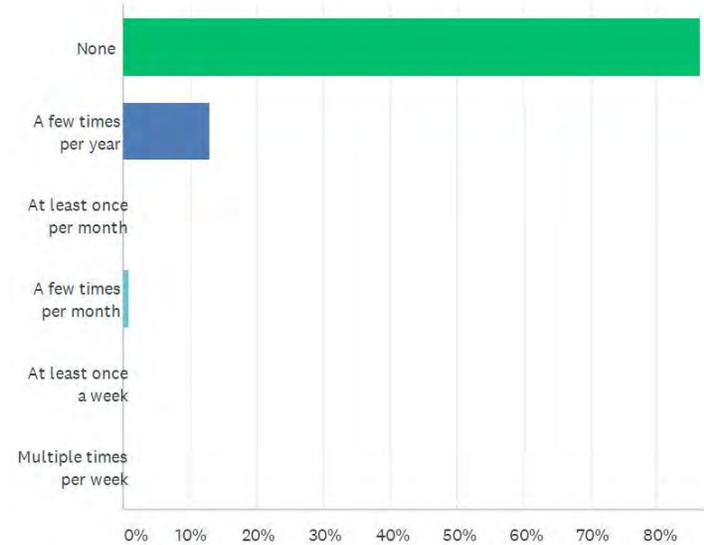
**Address:** 100 E 200 S

**Size:** 0.63

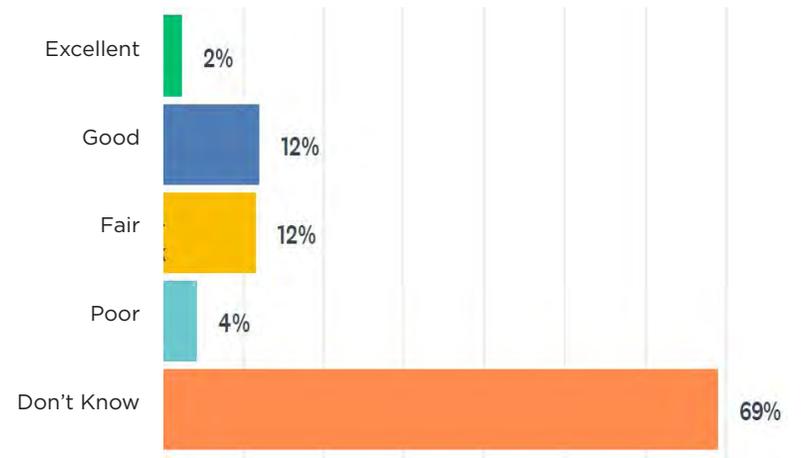
**Park Classification:** Local

- Amenities:**
- Small Pavilion
  - 1/2 Basketball Court
  - Large Grass Area

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Cattle Corral Park

## EXISTING CONDITIONS

- Assets:**
- Small pavilion shaded by trees along the canal
  - Triangular shaped grass area bordered by a canal on the northwest side.
  - A half-court basketball court
  - Well shaded by the eastern neighbors' trees.
  - Irrigation ditch provides a safe place for kids to play in the water
  - Pump house
  - Secluded

- Weaknesses:**
- No interior trail/ paths
  - No parking
  - Dilapidated fence
  - Not well known

- Opportunities:**
- Historical story of the park
  - Installation of interior paths
  - Install curb and gutter and delineate parking
  - Signage



*Park Pavilion*



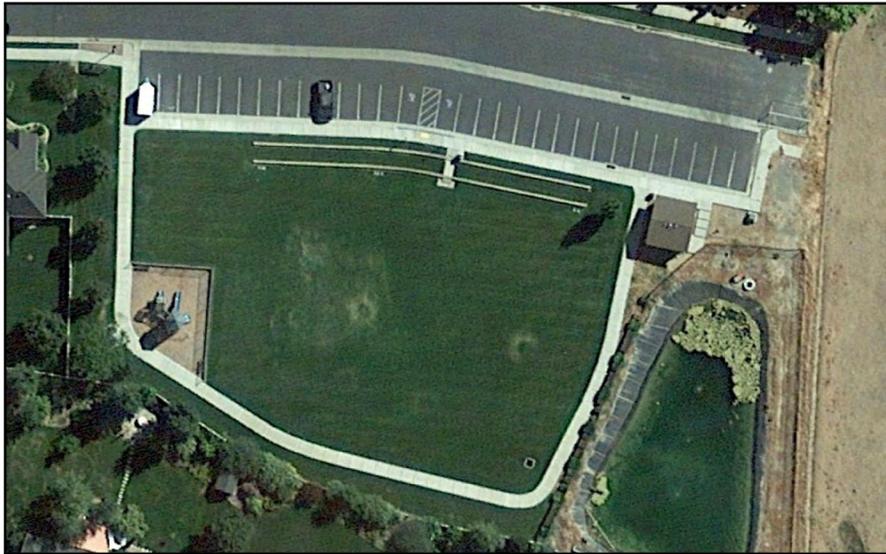
*Half Basketball Court*



*Lawn Area*

# Hampshire Park

## EXISTING CONDITIONS



Braegger Park Aerial Photo

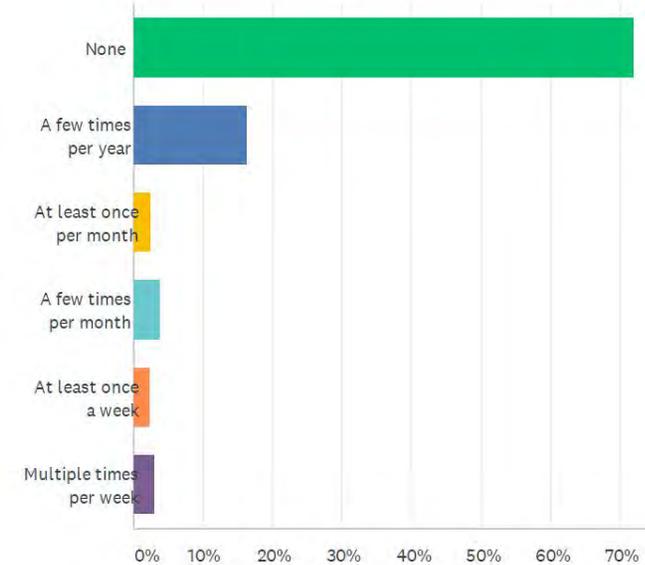
**Address:** 650 S 300 W

**Size:** 1.43

**Park Classification:** Local

- Amenities:**
- Small Soccer Field
  - Restroom
  - Walking Trail
  - Playground

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Hampshire Park

## EXISTING CONDITIONS

- Assets:**
- Small Playground with in easy viewing of spectator seating
  - Grass area for field sports with retaining walls for spectator seating
  - Restroom
  - Off street parking with easy access t the amenities
  - Interior paved trail/ path connecting all of the amenities and allowing for aerobic exercise
  - A pond provides irrigation water for the park

- Weaknesses:**
- No shade

- Opportunities:**
- Possible expansion to the south
  - Installation of shade trees
  - Installation of pavilion



*Soccer Field*



*Playground*



*Decorative Bench*

# Hillcrest Park

## EXISTING CONDITIONS



Braegger Park Aerial Photo

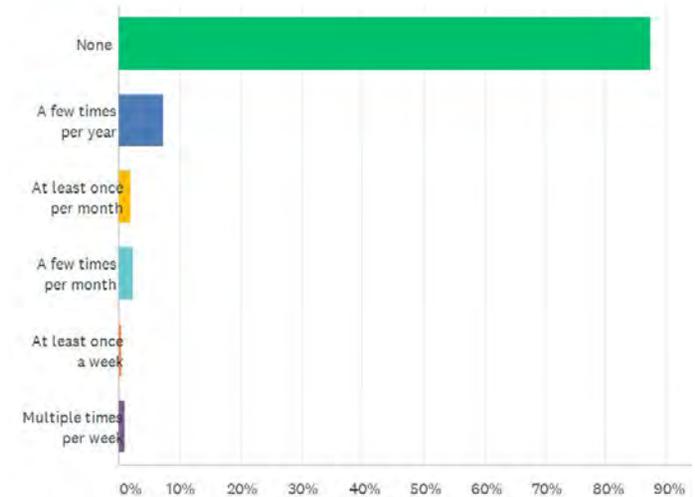
**Address:** 450 E 800 S

**Size:** 1.52

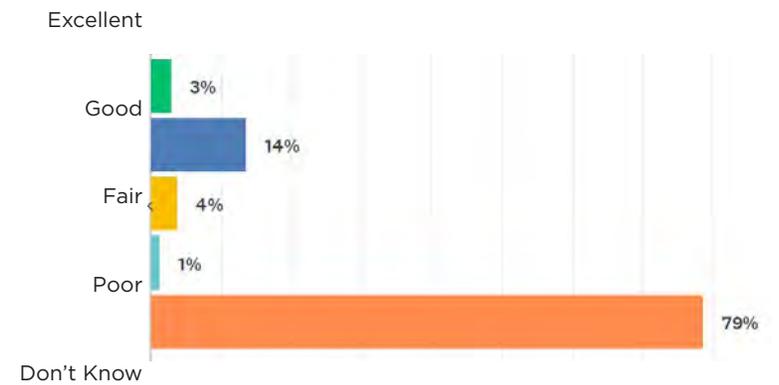
**Park Classification:** Local

- Amenities:**
- Grass Area
  - Walking Path

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Hillcrest Park

## EXISTING CONDITIONS

- Assets:**
- A concrete pathway runs through the park.
  - Grass area with flat areas allow for field activities

- Weaknesses:**
- No designated parking
  - No park amenities
  - Steeply sloped

- Opportunities:**
- Installation of interior paths
  - Delineate parking on street
  - Installation of pavilion or playground
  - Signage



*Grass Area*



*Detention Area*



*Walking Path*

# Jay's Well Park

## EXISTING CONDITIONS



Jay's Well Park Aerial Photo

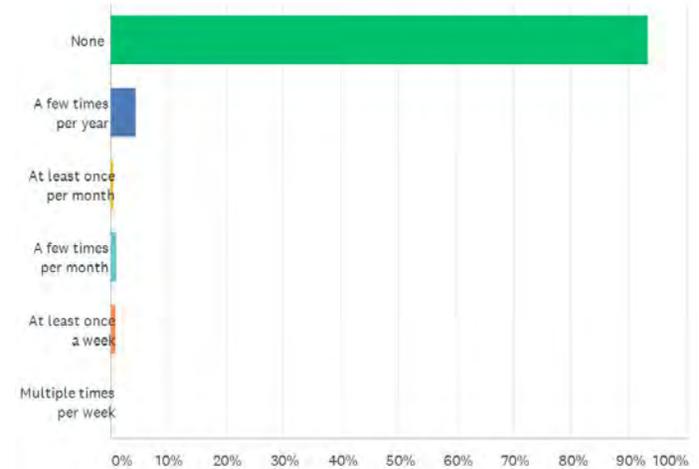
**Address:** 400 South and Main

**Size:** 0.44

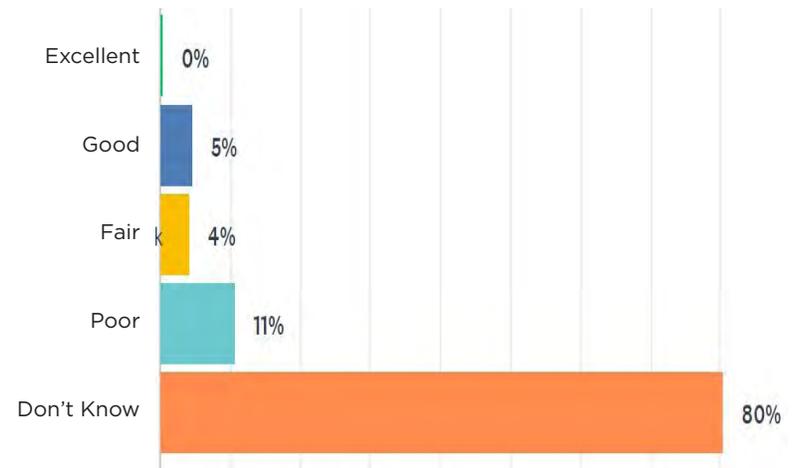
**Park Classification:** Local

- Amenities:**
- Small Pavilion
  - Walking Path

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Jay's Well Park

## EXISTING CONDITIONS

- Assets:**
- Small pavilion with a picnic table located on the upper portion of the park
  - Internal walking path connecting the pavilion with the city sidewalks
  - Site of historic well

- Weaknesses:**
- No parking
  - No irrigation system
  - Landscaping not well liked by citizens
  - Not well known
  - Steep site
  - Regulations due to well
  - No shade

- Opportunities:**
- Educational signage opportunity with well
  - Install manicured landscaping that doesn't require fertilizer, herbicides, or insecticides
  - Install shade trees or fruit trees with similar restrictions
  - Install public art or special natural attraction such as boulders to give the park more character



*Pavilion*

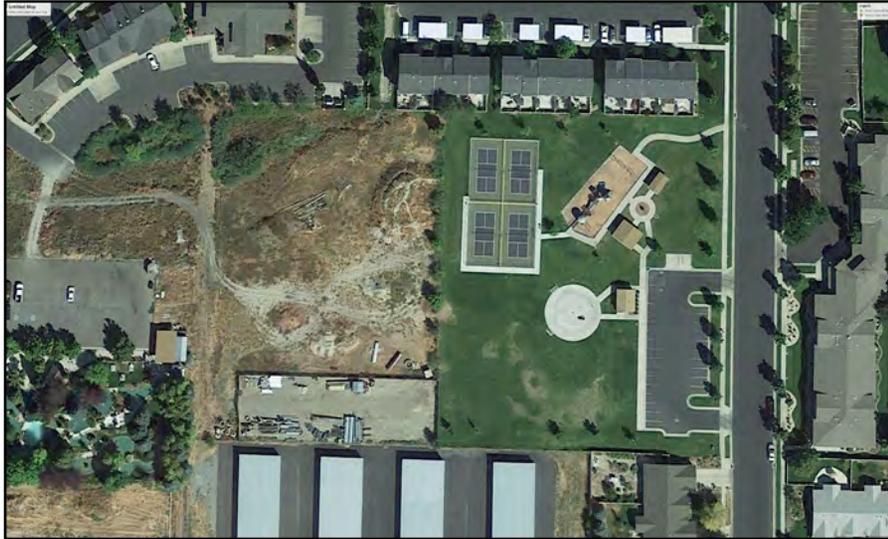


*Well House*



*Walking Path*

# Alma Leonhardt Park EXISTING CONDITIONS



Alma Leonhardt Park Aerial Photo

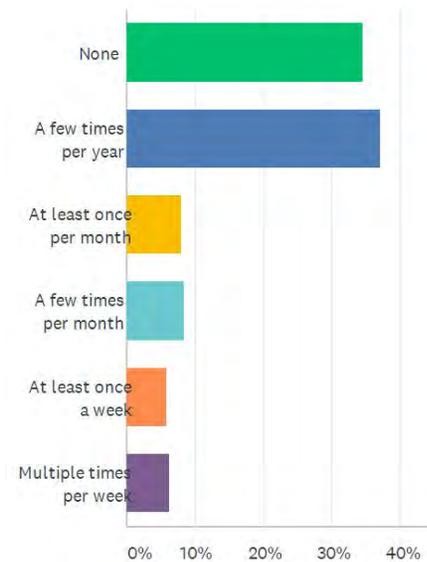
**Address:** 310 West 250 North

**Size:** 4.36

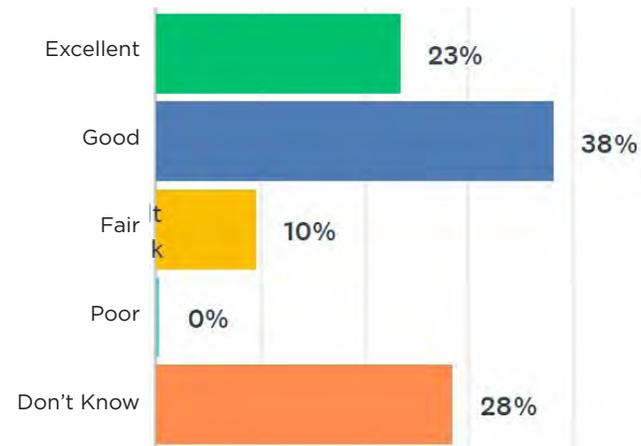
**Park Classification:** Neighborhood

- Amenities:**
- Playground Area
  - 2 Pavilions
  - Picnic Area
  - Restrooms
  - Splash Pad
  - 4 Pickleball Courts

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Alma Leonhardt Park

## EXISTING CONDITIONS

- Assets**
- Small pavilion next to a playground
  - Large grass area allows for field activities
  - The only Pickle ball courts in the city
  - Splash pad with an associated restroom
  - A paved off street Parking lot to accommodate park users
  - Interior path connects all the amenities
  - Vacant land to west will allow expansion of the park

- Weaknesses:**
- Outdated splash pad
  - Noise of pickleball courts

- Opportunities:**
- Enlarge the park to the west
  - Update splash pad
  - Reduce noise of the pickleball courts



*Pickleball Courts*



*Pavilion*



*Playground and Swing Set*

# Meadow Ridge Park

## EXISTING CONDITIONS



Meadow Ridge Park Aerial Photo

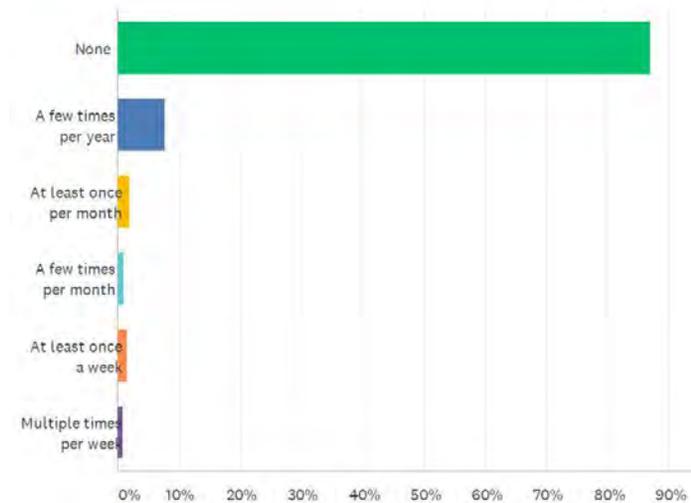
**Address:** 251 S 325 W

**Size:** 1.07

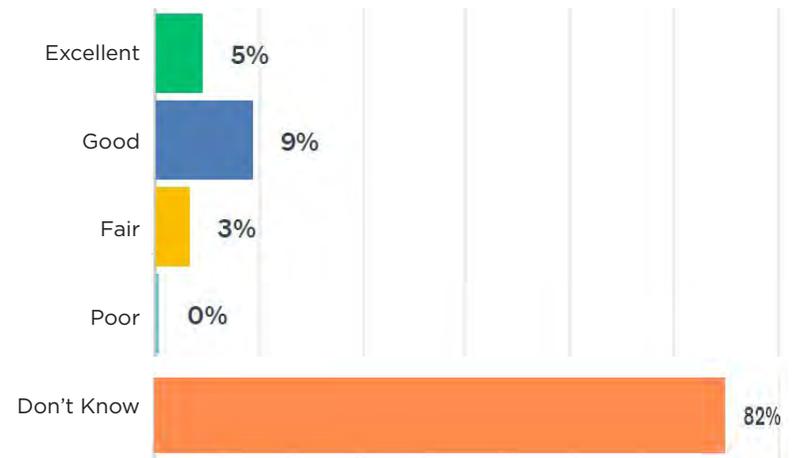
**Park Classification:** Local

- Amenities:**
- Small Pavilion
  - Playground Area
  - Basketball Court
  - Sand Volleyball
  - Circular Walking Path
  - Sand Box

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Meadow Ridge Park

## EXISTING CONDITIONS

- Assets:**
- A small pavilion centrally located and surrounded by a half basketball court, playground, small sand box and sand volleyball court
  - Grass area
  - The entire park is surrounded by an asphalt trail
  - Small parking lot connected to the site amenities by way of an interior path

- Weaknesses:**
- Overcrowded with amenities
  - No large open space
  - Limited shade
  - Limited seating

- Opportunities:**
- Add shade trees
  - Possible future expansion of the park to the north
  - Addition of seating on the trail



*Playground*



*Basketball Court*



*Walking Path*

# Uptown Park

## EXISTING CONDITIONS



*Uptown Park Aerial Photo*

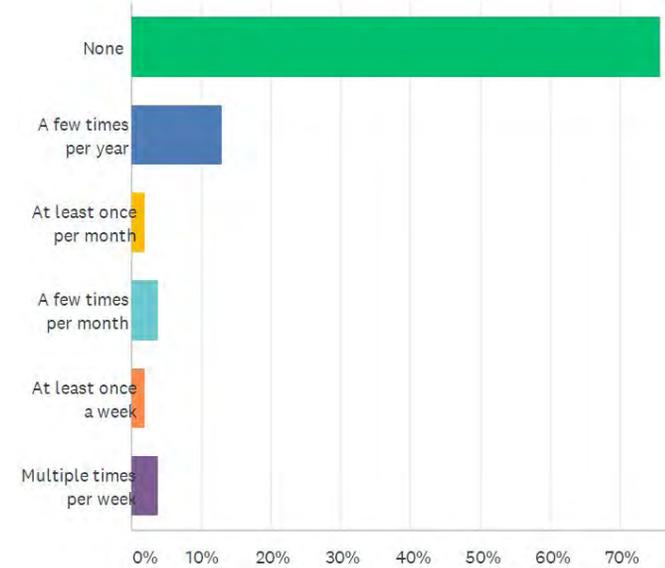
**Address:** 100 E 100 N

**Size:** 2.74

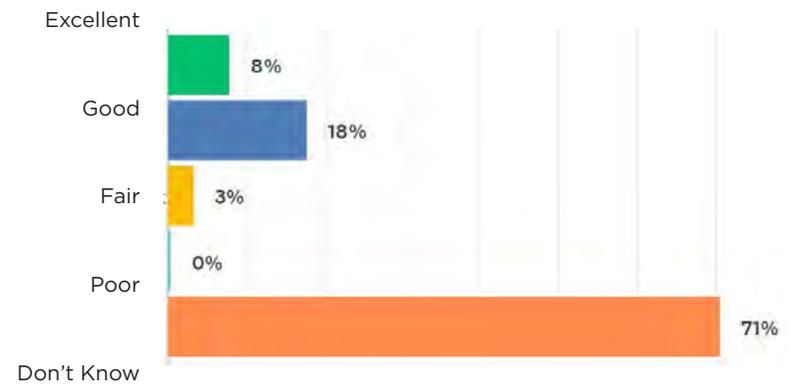
**Park Classification:** Neighborhood

- Amenities:**
- Softball Field
  - Small Pavilion
  - Restrooms

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Uptown Park

## EXISTING CONDITIONS

- Assets:**
- Small pavilion connected to the city sidewalk via a small asphalt path
  - A large grass area and playground that is shared with the elementary school
  - A well-maintained Lighted softball field with covered dugouts, and announcer booth and restroom.
  - Angled on-street parking is located on along 100E.

- Weaknesses:**
- No interior trail/ paths
  - No interior parking
  - Inconsistent communication with school/ parents
  - Outdated restrooms/ announcer booth

- Opportunities:**
- Installation of interior paths
  - Delineate parking
  - Signage
  - Update playground with school



*Softball Field Bleachers*



*Playground*



*Softball Field*

# Von Baer Park

## EXISTING CONDITIONS



Von Baer Park Aerial Photo

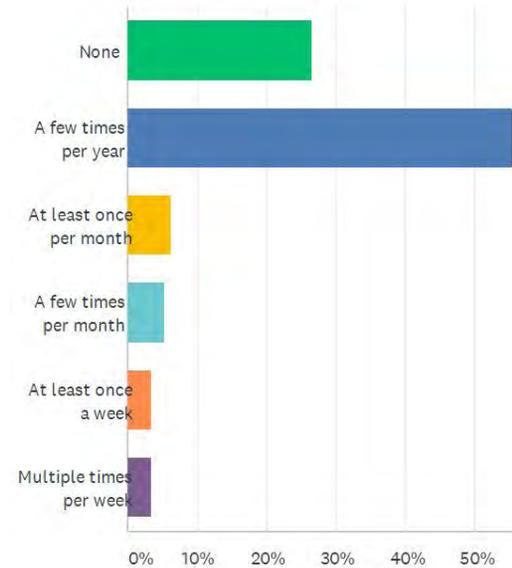
**Address:** 350 E Center

**Size:** 16.83

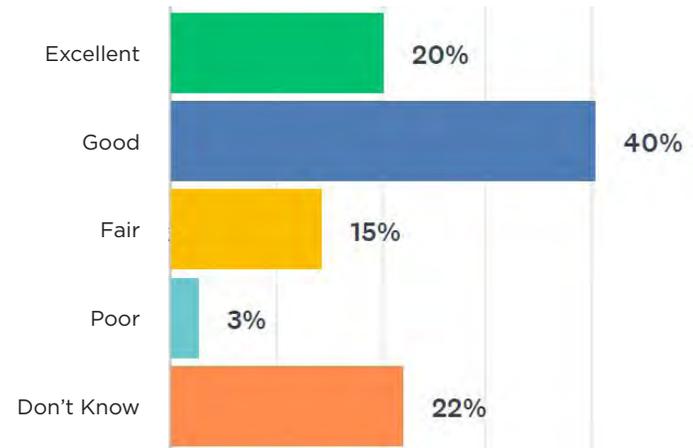
**Park Classification:** Regional

- Amenities:**
- Pavilion (can be reserved)
  - Disc Golf Course
  - Stream
  - Trail
  - Grass Area
  - Restrooms

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Von Baer Park

## EXISTING CONDITIONS

- Assets:**
- Well know park for weddings and reunions
  - A large pavilion with an attached serving area
  - Lots of shade from native trees
  - Spring creek that travels the length of the park
  - A Disc Golf course designed and maintained by local residents.
  - Natural trails running through the area

- Weaknesses:**
- Aging buildings
  - No irrigation
  - Overgrown in areas
  - Limited ADA access
  - No trail heads
  - Limited signage

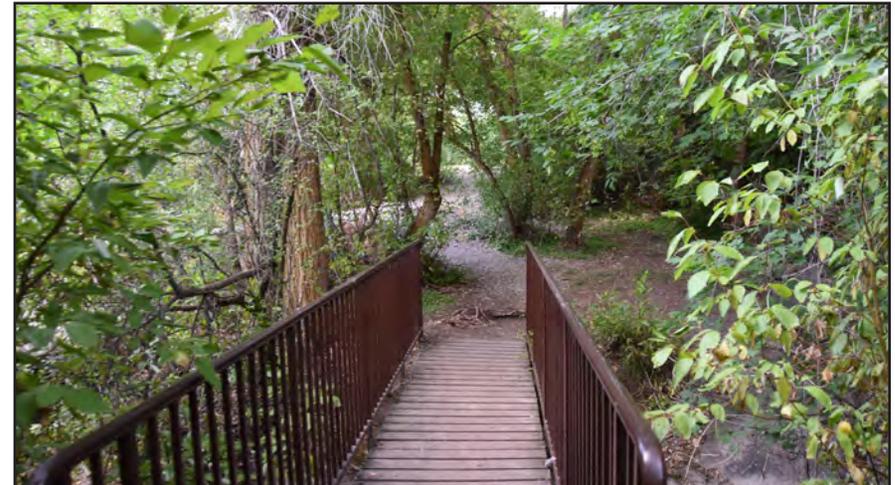
- Opportunities:**
- Amphitheater for public gatherings and performances
  - Paving on main trail for ADA access
  - Separation of the trail from reservable pavilion and grassed area
  - Addition of several smaller pavilions
  - Addition of signage



*Pavilion*



*Disc Golf Course*



*Trail over Stream*

# Zollinger Park

## EXISTING CONDITIONS



Zollinger Park Aerial Photo

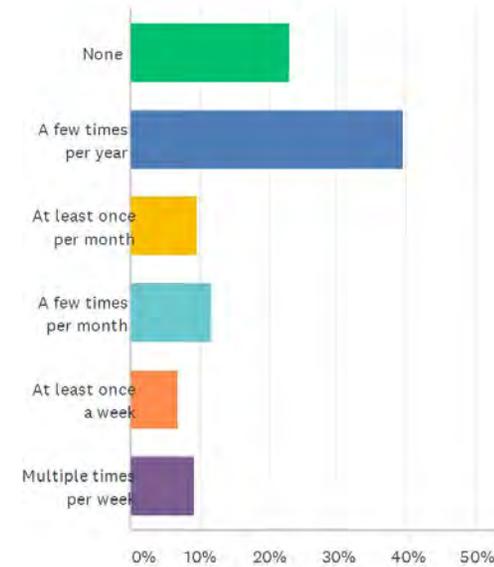
**Address:** 51 N 200 W

**Size:** 12.73

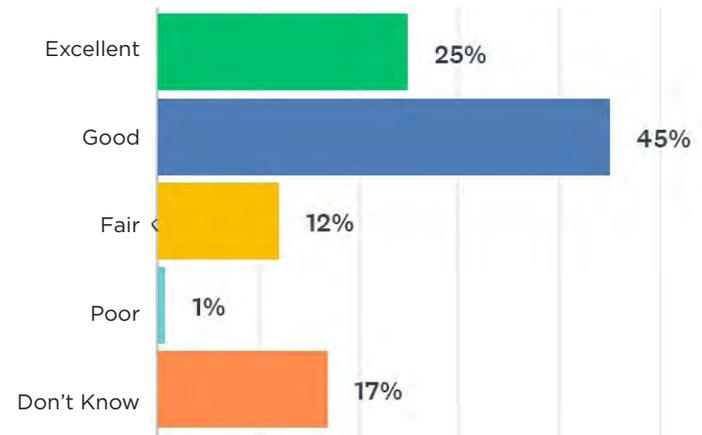
**Park Classification:** Regional

- Amenities:**
- 1 Large Pavilion (may be reserved)
  - 1 Small Pavilion (may be reserved)
  - Playground area
  - 3 Baseball fields
  - 2 Tennis courts (lights off 10:00 PM)
  - Batting Cage (lights off 10:00 PM)
  - 3 soccer fields
  - Sand volleyball
  - Open picnic area
  - Snack stand
  - Restrooms

How often do you use this park?



Overall, how would you rate the physical condition of this park?



# Zollinger Park

## EXISTING CONDITIONS

- Assets**
- Two large pavilions with proximity to parking, restrooms, playgrounds
  - Lighted tennis courts
  - Grass area with space for organized field sports
  - Three well maintained fenced baseball fields
  - Off street parking is located central to the baseball fields, tennis courts and pavilions.
  - A Veterans Memorial

- Weaknesses:**
- Limited interior trail/ paths
  - Outdated restroom/ announcer booth
  - ADA access for soccer restroom
  - Accessibility of bleacher
  - Non uniformity of dugouts
  - Need of more open field space

- Opportunities:**
- Historical story of the park and its creators/ volunteers
  - Installation of interior paths
  - Install curb and gutter and delineate parking
  - Signage
  - Purchase of surrounding property to increase field



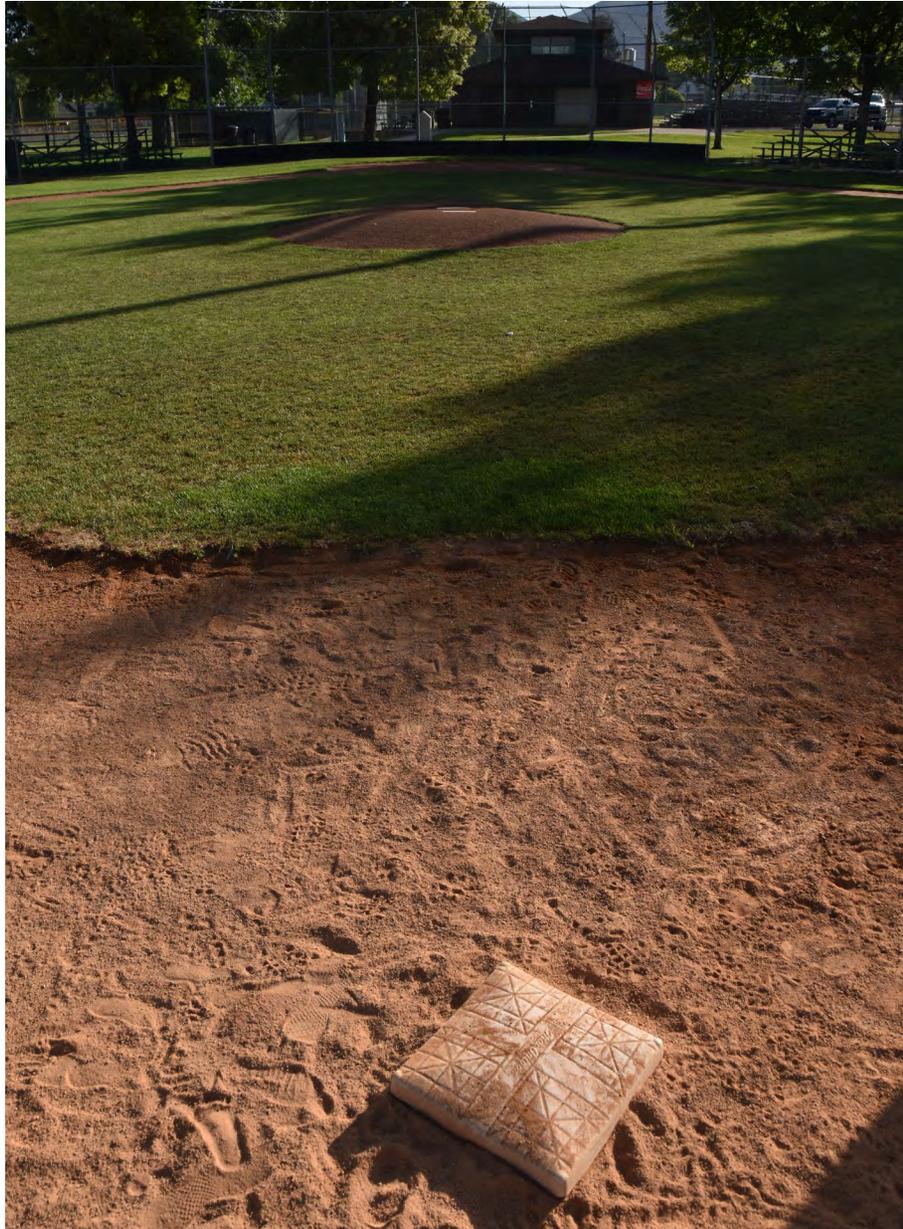
*Volleyball Court and Pavilion*



*Baseball Field*



*Tennis Courts*



Zollinger Park Baseball Field

## E. EXISTING PARKS LEVEL OF SERVICE

Level of service (LOS) in parks planning is traditionally measured in two ways. The first looks at the **ratio of parks acres to population**. The second examines **park distribution and service area geographically**.

LOS is a technical measurement developed by the National Parks and Recreation Association to assess whether the amount of park land meets the community's needs. This ratio is calculated by dividing the total park land acres by the population and then multiplying by 1,000. This results in the number of park acres per thousand people for a given community.

While LOS can be a useful benchmark for determining park needs, a community may want to be more nuanced with how it decides its particular needs. For example, an urban community in which many people live in apartments or buildings with little to no private outdoor space, having many local and small parks scattered throughout the City may be important. However, in a community like Providence, where many residents have traditionally had their own backyards, a need for many small local parks may not be as acute. Instead, the community may find more value focusing on the development of larger community and regional parks with unique amenities or spaces to accommodate large groups and organized games. Furthermore, communities like Providence have access to a significant adjacent public land.

Counting total acreage for regional, community, neighborhood, and local parks to determine level of service, there are 45.58 acres of existing parkland. Current level of service divides the acres of existing parks (45.58) by the current population (8,000) and multiplies it by 1,000, resulting in an existing LOS of 5.70 acres of parkland per 1,000 residents.



**5.70** acres per 1,000 people



The table below provides a sampling of LOS comparisons to other cities in Cache County. This is shown so the City can get a general sense of how it compares to other cities it may consider similar. However, Providence is unique and therefore the table is simply for the purpose of analysis and not meant to be prescriptive.

### LOS Comparison

City	Level of Service
<b>Providence</b>	<b>5.70</b>
Millville	7.86
North Logan	8.45
Logan	4.03
Smithfield	5.16



*Monument at Zollinger Park*



*Pickleball Courts at Alma Leonhardt Park*

LOS is just one measure that helps a City determine whether it is meeting its residents current and future needs.

Another point to take into account is that one LOS number treats all Providence's parks as equal. However, LOS can be applied to park types as well. Providence has the following Park-specific levels of service:



**0.75** Local Park acres per  
1,000 people



**1.25** Neighborhood Park acres per  
1,000 people



**0** Community Park acres per 1,000  
people



**3.70** Regional Park acres  
per 1,000 people



**5.70** system-wide acres per  
1,000 people



## F. GEOGRAPHICAL DISTRIBUTION ANALYSIS

Distribution analysis looks at a park's spatial location in relation to its surroundings and uses a certain radius of service based on the park type. Each park is assigned a service radii as follows:

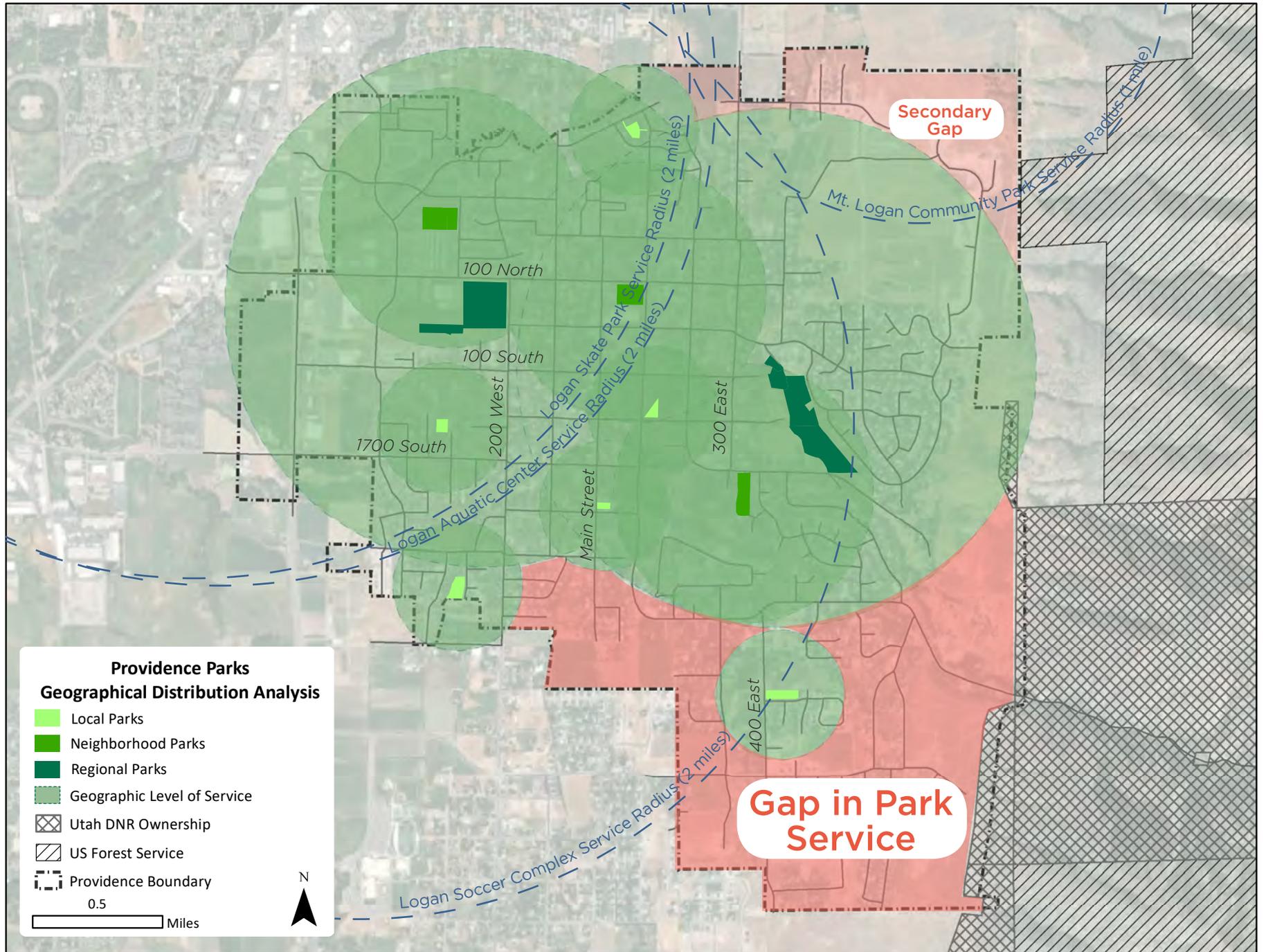
- Local Parks (1/4 mile radius)
- Neighborhood Parks (1/2 mile radius)
- Community, Regional, and Specialty Parks (1 mile radius)

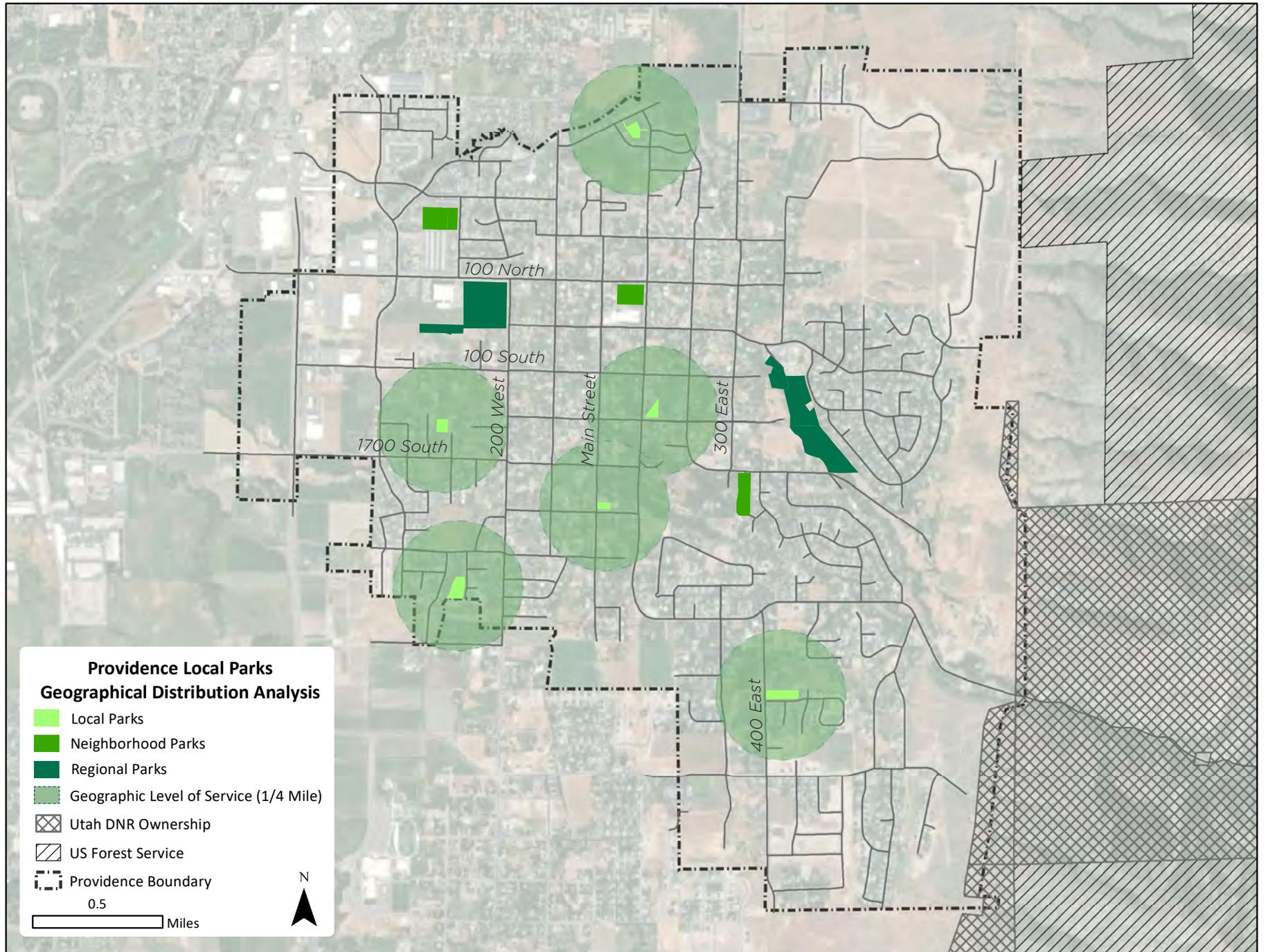
The maps on the following pages show each park's level of service. This helps identify which areas of the City have park service and which do not.

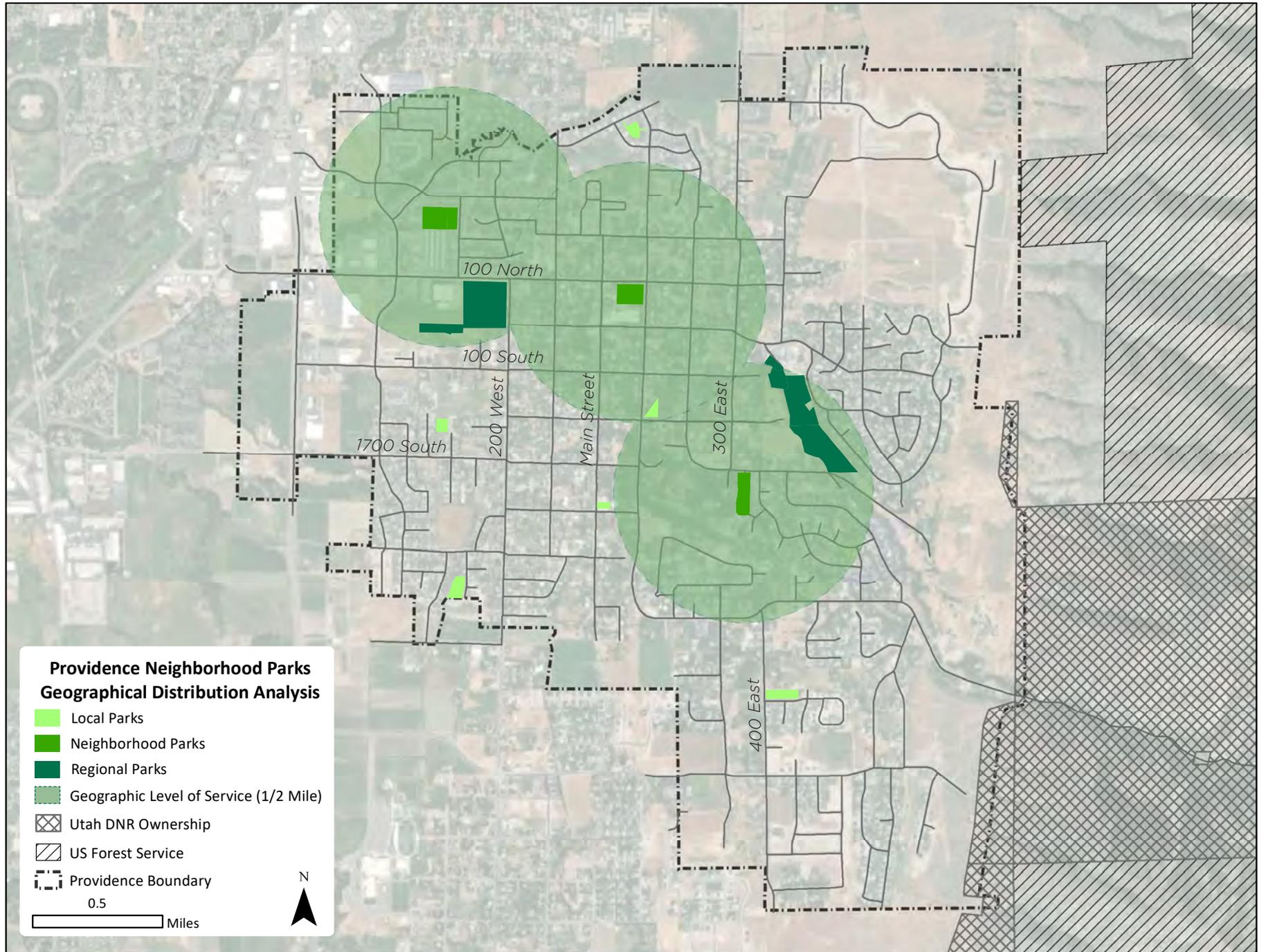
There are two main gaps in park service by geographic coverage. The largest is to the south of the City. A smaller gap in service is in the northeast. However, the dashed blue lines indicate service coverage from amenities in nearby cities such as the Logan Aquatic Center and the Mt. Logan Park. Therefore, the City should consider its residents served by these nearby amenities as much as it is served by those within its boundaries.

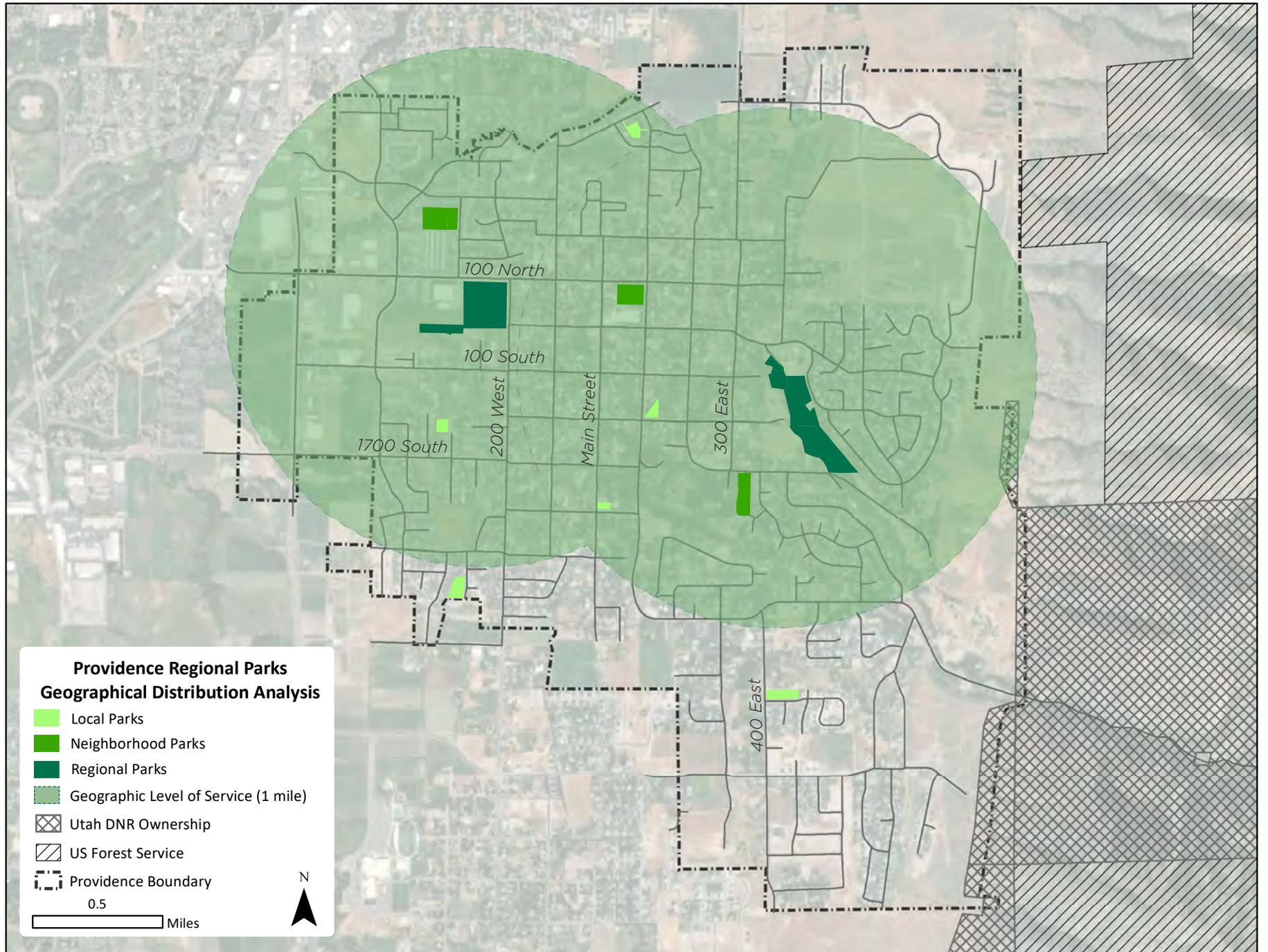


*Bench in Braegger Park*











*Cattle Corral Park*

## Level of Service (LOS) and Impact Fees

This plan details existing and future proposed parks level of service (LOS). These LOS figures differ from those in a city's Impact Fee Facilities Plan (IFFP) for a few reasons.

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

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

The Master Plan should provide a foundation for developing a Capital Improvements Plan, Impact Fee Facilities Plan (IFFP), and Impact Fee Analysis (IFA). The IFFP is designed to identify the demands placed upon the existing facilities by future development and evaluate how these demands will be met by the City, as well as the future improvements required to maintain the existing LOS.

While the IFFP and IFA will serve as a companion to this document, information may differ due to the specific requirements related to the calculation of impact fees as defined in Utah Code 11-36a – the Impact Fee Act.



## G. Parks Amenity Deficiency Analysis

Beyond measuring park supply by geographic reach and acres per person, another method of analyzing park service is through what amenities are offered.

Each park type has a set of standards for which amenities it should offer, as identified on page 3.6 to 3.13. These standards were agreed upon by the City through this master planning process and were informed by the National Parks and Recreation Association's standards for each park type.

The inventory of amenities for each park was cross-referenced with a list of standard amenities by park type to determine which parks were deficient in amenities based on their classification. The tables to the right indicate those deficiencies. A table for community parks is not listed because the City doesn't currently have any in this classification.

The data shows deficiencies are distributed across the park types indicating several parks do not meet the standards for their classification, however neighborhood parks have more deficiencies than regional and local parks. A few exceptions were made for certain parks to deviate from the standards. For example, Von Baer Park, while being a regional park, is considered special because of its large open unimproved and natural areas. Therefore, while this park does not have playgrounds or sports fields, we did not indicate it was deficient in these amenities.

The amenity across all park types that is most deficient are bicycle racks. Second after that are general signs that say the park's name.

Regional Parks Deficiency Analysis	
Restrooms	1
Bike racks	2

Neighborhood Parks Deficiency Analysis	
Medium/small play structures	1
Open play areas	2
Bike racks	3
Off-street parking	1
Restrooms	1
Walking paths	1
General signage	1
Game courts	1

Local Parks Deficiency Analysis	
Benches or small picnic facilities	2
Walking paths	2
General signage	3
Small play structures	2

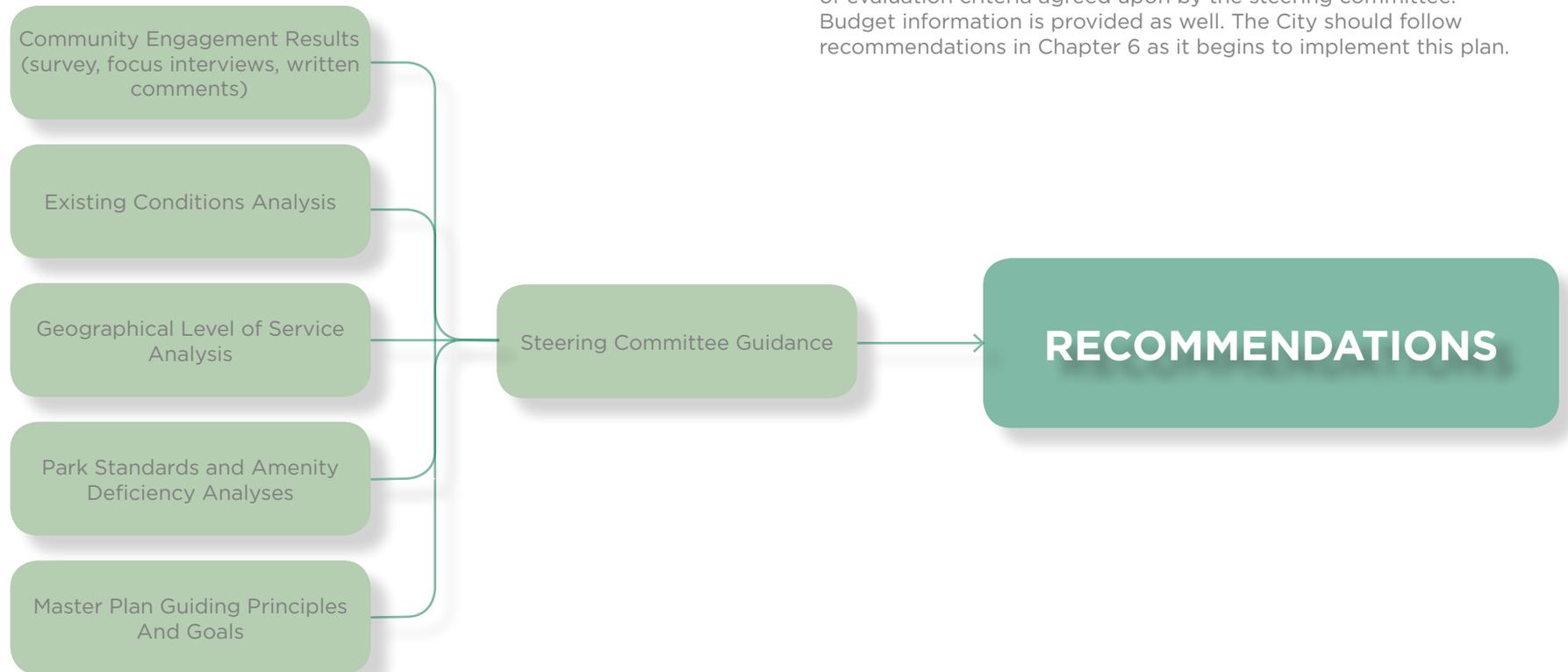


## H. GENERAL RECOMMENDATIONS

The following pages provide recommendations to the City for improving its park's system, supported by strategies to achieve those recommendations, and tasks that can be considered implementation measures for each.

The recommendations are based upon feedback from the community, existing conditions, analyses performed, geographical level of service analysis, park standards analyses, and the guiding principles established at the start of this planning process. That information was presented to the steering committee as reasoning for the recommendations. With the guidance from the committee, the recommendations were refined and presented in this plan.

In Chapter 6: Priorities & Funding, each general and specific park recommendation is prioritized and ranked according to a set of evaluation criteria agreed upon by the steering committee. Budget information is provided as well. The City should follow recommendations in Chapter 6 as it begins to implement this plan.





## Recommendation #1: Increase parkland by acquiring additional land in the City.

Providence City's population is expected to increase by a rate of 20 percent in the next 10 years. A geographical analysis of the City's current parks already reveal gaps in park service coverage in the southern part of the City and a small section in the northeast. Further analysis of existing recreation spaces such as ball fields and sport courts indicate crowding of space in existing parks, where many fields are shared for overlapping purposes. Community feedback indicated a desire for more open lawn space for practice fields, large gathering areas, and other purposes that may not be achieved in the City's current park land holdings. Furthermore, across all the focus interviews, a majority of the individuals prioritized acquiring more land before it's developed into other uses as the most important and urgent thing Providence should spend its money on.



*Gap in Park Coverage in Southern Part of City*

### **Strategy #1: Add a new community-sized park (approximately 10 acres) to the City.**

Task: Explore opportunities to add the park in the southern part of the City to fill geographical parks coverage gap. A list of potential properties was provided to the City.

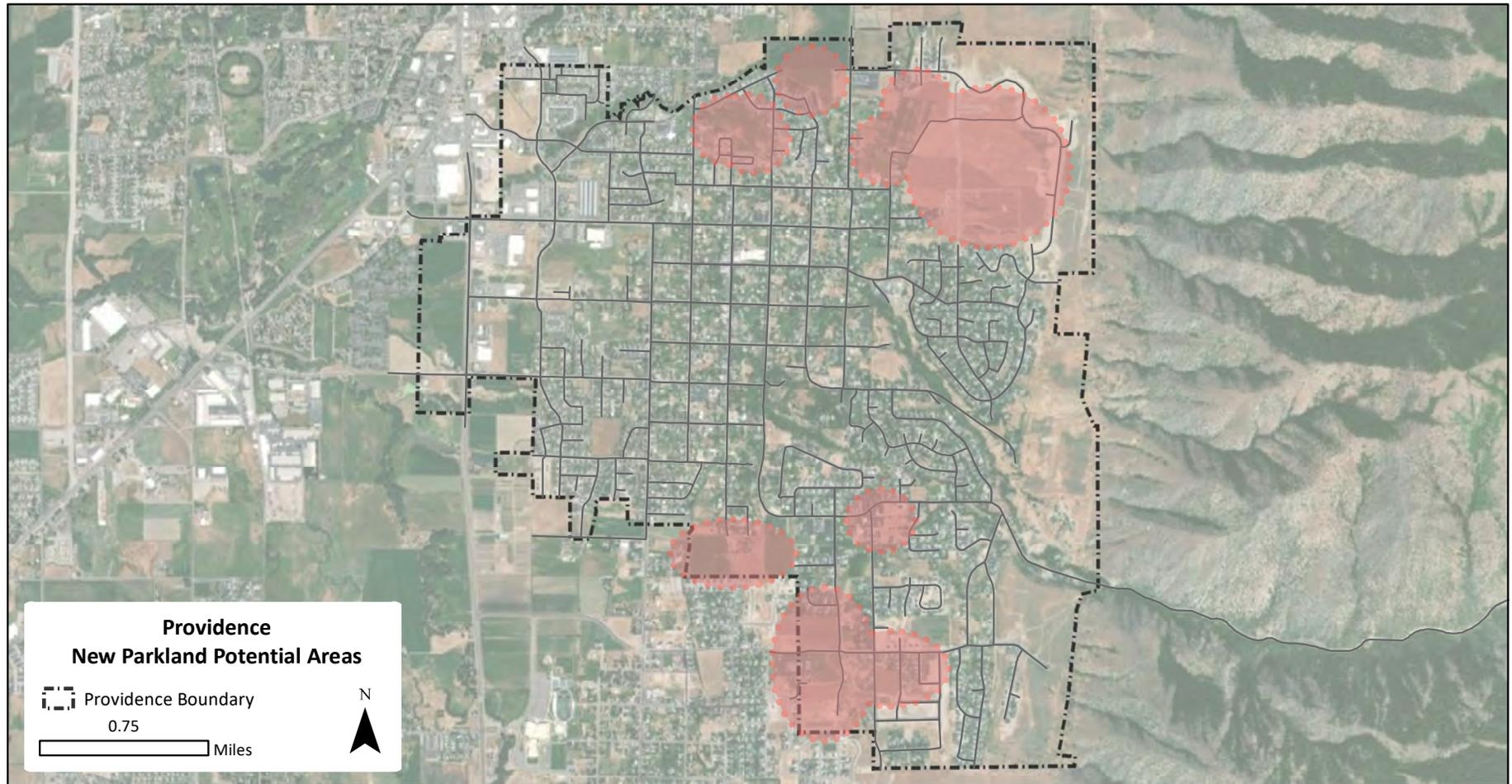
Task: Identify parcels and speak with owners to discuss purchase or acquisition.

### **Strategy #2: Maintain at least existing parks level of service of 5.7 acres/1000 into the future.**

Task: Add at least 13.3 more acres of parkland by 2030 to maintain existing level of service as population increases by approximately 30 percent.



**Recommendation #1: Increase parkland by acquiring additional land in the City. (cont.)**



*Map of City Indicating Potential Areas to Purchase Parkland*



## Recommendation #2: Make parks and their amenities more accessible.

As a way to ensure more people can use and feel welcome to use Providence's parks and their facilities, the City should invest in making them more accessible to individuals of all ages and abilities. One of the guiding principles of this plan is to **provide a diversity of inclusive offerings**. An assessment of the parks current offerings indicate there are parks that currently lack ways for members of the community who may have disabilities to enjoy all of their offerings. This may be due to lack of infrastructure or amenities to accommodate their needs.

### Strategy #1: Add more accessibility measures.

Task: Ensure playgrounds, sports courts, viewing bleachers, and other built amenities have ADA compliant pathways, ramps, or seating.

Task: Add ADA compliant walking paths and trails.

Task: Improve restrooms so they have ADA compliant stalls.

Task: Consider adding play equipment for all-ages and abilities.

Task: Include parking lots in the construction of new parks.



*Example of ADA Compliant Ramp to Playground in Meadow Ridge Park*



*Example of ADA Walking Path through Hillcrest Park*



### Recommendation #3: Diversify offerings at parks.

At the start of the planning process, the idea that there should be a diversity of amenities, opportunities, and offerings at parks was conveyed by the steering committee. In fact, one of the guiding principles is to **provide a diversity of inclusive offerings**. Moreover, the public survey and focus interviews confirmed this sentiment, as many indicated a desire for the community to provide amenities that could support active recreation and passive activities outside of the current park's offerings. One of the most common desires expressed was creating open field space that was flexible enough to be used as practice space for a variety of sports.



*Open Field Space at Braegger Park*

#### **Strategy #1: Increase outdoor space for practice areas and field sports such as soccer, lacrosse, flag football, touch football, ultimate Frisbee, etc.**

Task: See park specific recommendations for suggested locations. Also ensure plans for new parks designate sufficient space for this use.

#### **Strategy #2: Create spaces for sports that are popular among a range of ages.**

Task: Add additional pickleball and tennis courts with consideration for noise-level mitigation elements such as sound walls, landscaping. Consider placement not directly adjacent to residences.

Task: Explore space and funding opportunities to add a small skate park (less than 10,000 sqft). Work with grassroots ongoing community efforts. Plan mitigation strategies for risks associated with this amenity such as noise, trash, and illicit activities. Place in a central, well-lit and well-maintained area.

#### **Strategy #3: Create park space needed by those who may not have their own outdoor yard.**

Task: Add a dog park for pet owners who live in apartments or townhomes near these residential areas. Determine site criteria and development concepts for final location and design.

#### **Strategy #4: Create space for passive recreation opportunities.**

Task: Add a fishing area or pond. Determine site criteria and development concepts for final location and design.



## Recommendation #4: Increase the use of existing Providence Parks.

The overwhelming majority of Providence residents who engaged with this planning process indicated they did not know that Providence had so many parks. Many of them said they were learning about parks listed in the online survey or on the poster boards for the first time. Further observation of the community and survey results revealed that there are a few Providence parks that see heavy use, but many more that see little to no use. Part of this was because they were unaware of the park's existence, part is because the park didn't offer the amenity or space they like to use. Given the fact that Providence has only 11 parks in total, it is recommended that the City make a more concerted effort to encourage residents to use their full offerings of parks.



*Brookside Park*

## Strategy #1: Allocate more resources and time into promoting the parks and their amenities.

Task: Hold events that draw residents into all of the City's parks such as scavenger hunts (see appendix for sample activity sheet), a "Providence Parks Parade," a bike tour, arts activities, picnics in the park, additional park concerts, or a photo contest.

Task: Provide more information on the City's website that has robust and detailed information about the City's parks and their offerings.

Task: Create and mail a "Get to Know Providence Parks, Trails, and Recreation" pamphlet to residents.



*Programmed Park Activities*



## Recommendation #4 (cont.): Increase the use of existing Providence Parks.

### Strategy #2: Create opportunities for four-season use of the parks.

Task: Create space for people to walk in the parks such as additional pathways that can be used year-round.

Task: Continue holding holiday events such as a Christmas tree lighting ceremony, visits from Santa, and explore ideas such as winter markets.

Task: Consider installing a seasonal outdoor ice ribbon for skating.



*Winter Holiday Market*

### Strategy #3: Ensure the community knows where City parks are through improve signage.

Task: Add signs to parks without them: Brookside, Cattle Corral, Hillside, etc.

Task: Add wayfinding directional signage to parks that may be hidden or not on major streets.

### Strategy #4: Add amenities and improve what each park has to offer.

Task: Consult the specific park designs presented later in this chapter for suggested improvements.



*Signage for Alma Leonhardt Park*



## Recommendation #5: Create more space for large gatherings in parks.

The need for more outdoor gathering space was an idea put forth initially by the steering committee. Further analysis of the parks system indicated just a few central gathering places for groups, and very few if any, for large groups. Von Baer Park's reservable pavilion and adjacent green space is heavily utilized for weddings and reunions throughout the year. Furthermore, only a few of the park's pavilions can be reserved. The pavilions that do exist are smaller and do not allow space for large gatherings. For these reasons, the City should invest in creating additional spaces and amenities to meet these needs.



*Pavilion in Von Baer Park*

### Strategy #1: Make additional and improve spaces available for group gatherings in parks.

Task: Expand reservation offerings for additional city park pavilions.

Task: Consider constructing an amphitheater space with shade for concerts or other performing art gatherings in the park. See chapter 6 for budget considerations.

Task: Upgrade older pavilions or picnic tables.

Task: Consider adding plaza space with shade for markets or other events throughout the year.



*Outdoor Amphitheater*



## Recommendation #6: Increase human resources dedicated to maintaining Providence's parks.

Providence City is like many other small cities where city personnel wear many hats. While the City has two full time staff and one part time seasonal staff person dedicated to parks maintenance and programming, those individuals also participate in transportation functions such as snow-plowing. Those staff are also responsible for managing burials and maintenance at the Providence cemetery. Residents already volunteer and contribute to the City's recreation offerings, but there may additional opportunities for them to be involved. As the City considers expanding their park offerings, amenities, and recreation activities, it should look to increase it's capacity to handle all the new associated work.



*Park Upkeep*

### Strategy #1: Add more seasonal or part-time staff for parks maintenance and recreation programming.

Task: Define exact roles and responsibilities for an extra staff person and conduct hiring process.

### Strategy #2: Create opportunities for residents to volunteer in the parks.

Task: Create service learning projects for students in the community to volunteer and donate time.

Task: Organize events or days for tree plantings or cleanups for park upkeep.



*Resident groups help with parks care*



## Recommendation #7: Add more elements that provide comfort and places for passive recreation.

Nearly 40 percent of survey respondents indicated they are not satisfied with Providence's options for passive recreation options such as walking and biking. While addressed in the trails chapter, there was a strong desire for more trails, sidewalks and better conditions for walking in the City of Providence, including in its parks. When asked about the conditions of individual parks, there were several answers that corresponded to having more shade and trees. For those reasons and based on an analysis of existing conditions, the City should add additional amenities to accommodate these requests. Many of these strategies and tasks can be done for a low cost as well.

### Strategy #1: Create more park environments that have reflective and passive amenities.

Task: Plant additional shade trees in parks where they are lacking such as Hillcrest, Hampshire,

Task: Add additional walking paths so that individuals may have leisurely options to use the parks.



*Jay's Well Park Lacks Trees*



*Meadow Ridge Park Provides Shade Trees for Sitting*



Playground at Braegger Park



## I. PARK SPECIFIC RECOMMENDATIONS

In addition to the general park recommendations, the consultant team worked with the City and steering committee to suggest improvements to the existing parks. The next several pages show a bubble diagram of each park that displays existing and proposed amenities and a concept rendering of how those new amenities would be installed. Chapter 6: Implementation & Funding provides prioritization ranking for the City to consider across all the general and park-specific recommended improvements. The City will need to consider how it will phase in recommendations over the next several years and look for applicable funding sources.



*Playground at Meadow Ridge Park*

# Braegger Park

## RECOMMENDATIONS



Braegger Park has the possibility of having a more complete trail with benches around the perimeter of the existing field. This park could also see the addition of a playground, a new pickleball/sports court, and improvements to the lawn area.

Total Improvement Capital Cost Estimate: \$226,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |                       |                                |  |
|-----------------------|--------------------------------|--|
| 1 Existing Volleyball | 5 Existing Sign                | 9 Existing Parking                               |
| 2 Existing Pavilion   | 6 New Trail Path w/ Benches    | 10 New Pickleball/Sports Court                   |
| 3 Existing Tennis     | 7 Upgrade Playground Equipment | 11 Provide ADA Access to Playground and Pavilion |
| 4 Existing Lawn       | 8 Revised Lawn Area            |  |

# Braegger Park

## RECOMMENDATIONS



*Provide ADA access to playground and pavilion*



*New sportcourt*



*Upgrade playground equipment*



*New trail/path*

# Brookside Park

## RECOMMENDATIONS



- 1 Existing Lawn Area
- 2 Existing Walks
- 3 New Signage
- 4 New Trees

This plan does not recommend many improvements be made to Brookside Park. The park already has open lawn space, which residents indicate they like, and a walking path. The City could consider adding signage to the entrances on Springcreek Parkway and N 100 E to let passerbyers know a park exists within the block. Some shade trees could also be added.

Total Improvement Capital Cost Estimate: \$4,000. See Chapter 6 for full itemized list of costs.

# Brookside Park

# RECOMMENDATIONS



*New park sign*



*New trees*



# Cattle Corral Park

## RECOMMENDATIONS



Cattle Corral is one of the most underutilized parks in the whole Providence parks system. Part of this is because it has few to no amenities that people use. To entice more people into its space, we recommend adding several new features to make the space more usable and popular. The existing pavilion could be replaced with a larger pavilion to host larger gatherings, a need observed through the master planning process. A new sports court and playground could be added to provide recreational amenities to the residents. This park could also benefit from some maintenance upgrades including an upgraded water canal which serves as a “natural splash pad,” new lawn area, and a rebuilt fence. Finally, a park kiosk that provides educational information about the park’s history as a cattle corral and parking would make the park more attractive and accessible.

Total Improvement Capital Cost Estimate: \$223,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |  |                        |                   |
|--|------------------------|-------------------|
| 1 Existing Pump House                  | 5 New Park Info Kiosk  | 9 Add Parking     |
| 2 Larger Pavilion                      | 6 Lawn Area            | 10 Existing Canal |
| 3 New Sports Court                     | 7 Upgrade/Repair Fence |                   |
| 4 Create Natural Running Water Feature | 8 New Playground       |                   |

# Cattle Corral Park

# RECOMMENDATIONS



Replace existing basketball court with new sportcourt



New playground



Create natural water play area



Replace existing pavilion with larger pavilion



New trail/path to pavilion, playground and sportcourt



New onstreet parking

# Hampshire Park

## RECOMMENDATIONS



Hampshire is not a pig park space, and the current large lawn area with built in the ground seating is liked by residents. However, this park could benefit from shade trees being planted around the perimeter by the walking path.

Total Improvement Capital Cost Estimate: \$43,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |                                   |                             |
|-----------------------------------|-----------------------------|
| <b>1</b> Existing Soccer Field    | <b>5</b> Existing Walks     |
| <b>2</b> Existing Irrigation Pond | <b>6</b> New Trees          |
| <b>3</b> Existing Playground      | <b>7</b> New Small Pavilion |

# Hampshire Park

## RECOMMENDATIONS



*New trees*



*New small pavilion*

# Hillcrest Park

## RECOMMENDATIONS



Many individuals in the public engagement process requested more amenities be added to make Hillcrest a more desirable and usable park. With those comments and an assessment of the park system in mind, this plan recommends adding several new amenities. For passive recreation opportunities, the City should consider adding new walkways. For active recreation options, the City could add a new sports court, playground areas, and maintain some of the green open space as open play area. To formalize the park as a true asset for the community, a pavilion, restroom, and park signage should be added.

Total Improvement Capital Cost Estimate: \$474,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |  |                           |                                    |
|--|---------------------------|------------------------------------|
| <b>1</b> Existing Detention Basin<br>Replace w/ cobble | <b>5</b> Restroom         | <b>9</b> Add New Fitness Equipment |
| <b>2</b> Existing Walks                                | <b>6</b> Playground Areas |                                    |
| <b>3</b> Sports Court                                  | <b>7</b> Open Play Area   |                                    |
| <b>4</b> Pavilion                                      | <b>8</b> Park Signage     |                                    |

# Hillcrest Park

# RECOMMENDATIONS



*New fitness equipment*



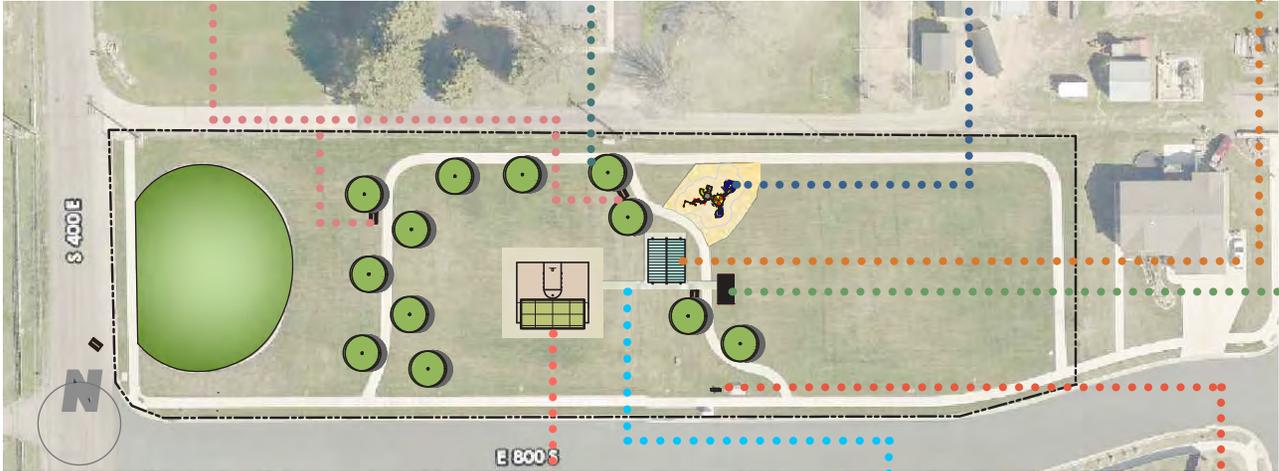
*New trees*



*New playground*



*New pavilion*



*New restroom*



*New sportcourt*



*New path to sportcourt*



*New park sign*

# Jay's Well Park

## RECOMMENDATIONS



According to Providence residents, the park most in need of urgent improvements is Jay's Well Park. Not only was this expressed in the survey and interviews, additional residents reached directly out to the City to ask for improvements because of how unappealing and unattractive the park is. The challenge with making improvements to Jay's Well is that there is sensitivity to protecting the underground water source below the park, therefore no chemicals can be used to treat vegetation that could permeate deep into the soil. With this in mind, this plan recommends that the City embrace a unique theme with this park. The bubble diagram shows the addition of fruit orchards throughout the center of the park. Additional trails could be added through the orchard to allow residents to collect fruit. This park is also located in the path of an exercise trail, so the City could consider adding a few pieces of exercise equipment for people to stop and use it along their way. There could be a play area that is comprised of local granite boulders from a nearby quarry to bring a sense of place to the park. Finally, improved signage and small shrubs could round out the improvements to this park to transform it into a unique, desirable, and attractive community asset that residents can be proud of.

Total Improvement Capital Cost Estimate: \$234,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |                              |                                   |                                  |                                    |
|------------------------------|-----------------------------------|----------------------------------|------------------------------------|
| <b>1</b> Existing Pump House | <b>5</b> Add Fitness Equipment    | <b>9</b> Fruit Orchard           | <b>13</b> New Lawn Parkstrip       |
| <b>2</b> Existing Pavillion  | <b>6</b> Well Access              | <b>10</b> Park Information Kiosk | <b>14</b> New Ground Cover /Trails |
| <b>3</b> Existing Walk       | <b>7</b> Natural Trail            | <b>11</b> New Shrub Areas        |                                    |
| <b>4</b> Park Signage        | <b>8</b> Boulder Quarry Play Area | <b>12</b> Existing Shrub Areas   |                                    |

# Jay's Well Park

## RECOMMENDATIONS



Orchard trees with new ground cover and natural trails

New fitness equipment

Pollinator Garden with Educational Signage

Boulder natural play area

New shrub area



New park sign



New lawn in parkstrip



New fitness equipment



Park information kiosk

# Meadow Ridge Park

## RECOMMENDATIONS



Meadow Ridge is a park that already has many amenities and little open space or large lawn areas. Therefore, the main recommendation for improving this park is to try to acquire the land to the north to add on to its existing space. This lawn could function as open flexible practice space for various activities. A path around the lawn with benches is also recommended.

Total Improvement Capital Cost Estimate: \$302,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |   |   |                                      |
|---|---|--------------------------------------|
| <b>1</b> Replace Basketball Court with New Sports Court | <b>5</b> Existing Pump House                              | <b>9</b> Potential New Walking Path  |
| <b>2</b> Existing Playground                            | <b>6</b> Existing Path                                    | <b>10</b> New Lawn / Play Field Area |
| <b>3</b> Existing Volleyball - Replace with Lawn        | <b>7</b> Existing Parking Lot                             | <b>11</b> Existing Park Sign         |
| <b>4</b> Existing Pavilion                              | <b>8</b> Explore Potential of Acquiring Adjacent Property |                                      |

# Meadow Ridge Park

## RECOMMENDATIONS



Explore potential of acquiring adjacent land



Potential new play and practice field



Replace sand volleyball court with open lawn space



Potential new walking path



Replace existing basketball court with new sportcourt

# Alma Leonhardt Park

## RECOMMENDATIONS



Alma Leonhardt is park with several active recreation amenities that currently exist. The biggest complaint received pertained to noise issues from the pickleball courts adjacent to the townhomes to the north of the park. Therefore, the biggest improvement priority for this park is to install dense vegetation for sound screening. Additional space on the west side of the park is unimproved, and given the addition of new and existing townhomes around this park who might also be disturbed by any additional active uses, this plan recommends adding an open field to provide flexible space, and a walking path with trees and benches around the perimeter.

Total Improvement Capital Cost Estimate: \$198,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |                                      |                                       |  |
|--------------------------------------|---------------------------------------|--|
| <b>1</b> Existing Pickleball         | <b>5</b> Existing Pump House/Restroom | <b>9</b> Vegetation For Acoustical Screening |
| <b>2</b> Existing Pavillion          | <b>6</b> Existing Playfield           | <b>10</b> New Picnic Area                    |
| <b>3</b> Existing Walks              | <b>7</b> Existing Playground          | <b>11</b> New Trails                         |
| <b>4</b> Upgrade Existing Splash Pad | <b>8</b> New Play Field               | <b>12</b> New Trees                          |

# Alma Leonhardt Park

## RECOMMENDATIONS



*New picnic tables*



*New open play and practice field*



*New trees*



*New vegetative acoustical screen*



*Upgrade existing splashpad*

# Uptown Park

## RECOMMENDATIONS



Uptown Park, like several other parks in Providence, is not very big. Furthermore, it is shared with the school and has a school playground located in the southwest corner. Given the lack of space to fit many more activities into this park without sacrificing open play space, which is valuable to Providence residents, we recommend expanding the existing playground slightly and adding new paths on the south and west sides.

Total Improvement Capital Cost Estimate: \$244,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |   |                                   |
|---|-----------------------------------|
| 1 Replace Pavillion with Larger Pavillion | 5 Existing Pavillion              |
| 2 Existing Score Box                      | 6 Existing Lighted Softball Field |
| 3 Upgrade Existing Playground             | 7 New Trees                       |
| 4 New Paths                               |                                   |

# Uptown Park

# RECOMMENDATIONS



Replace existing pavilion with larger pavilion



New trees



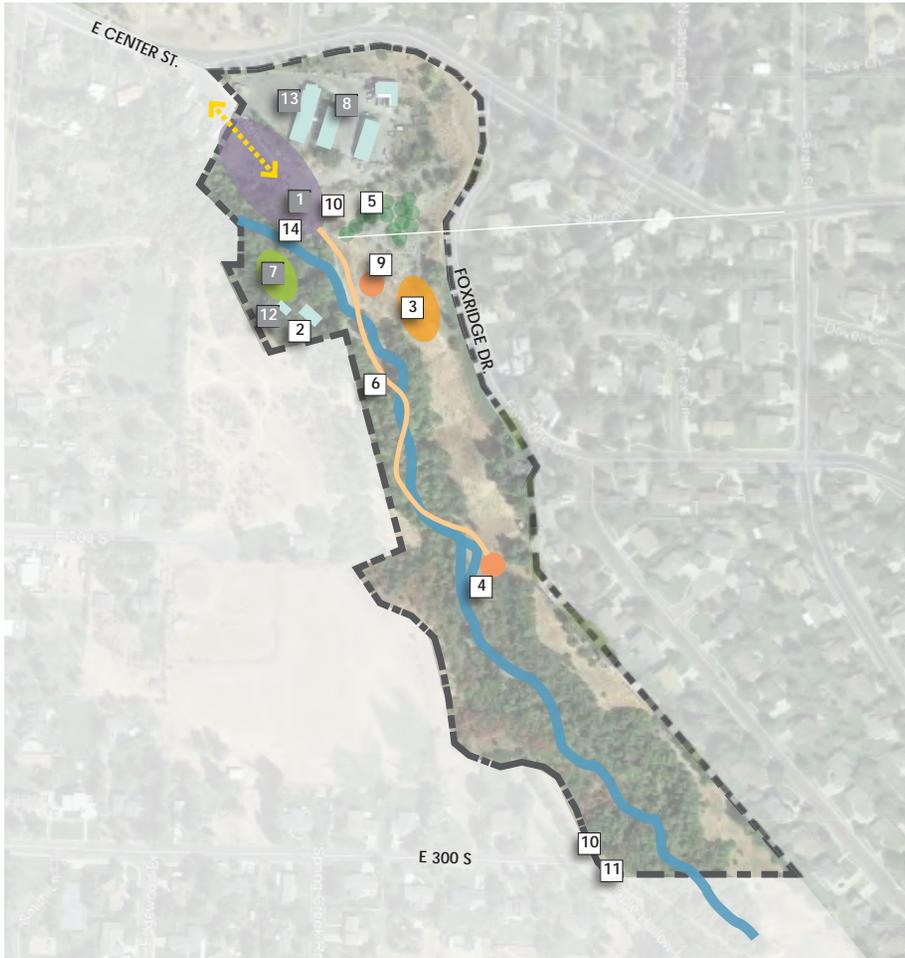
New trail/path



Upgrade existing playground

# Von Baer Park

## RECOMMENDATIONS



As one of Providence’s most beloved and large parks, this plan recommends adding a few feature new features to allow more people to enjoy this unique community asset. The existing parking, pavilion, and serving area should be upgraded based on how often they are used and rented out. An additional small pavilion could be added to provide additional gathering space for those visiting this park. The existing pavilion is rented out regularly and demand would indicate there is a desire for another space such as this. Another bathroom should be added so that when events are held in the primary pavilion area, the bathroom right next to it isn’t the only place for people to go who may not be part of the gathering. An improved trailhead and trail system through the park could make the path more accessible to those of all abilities. A kiosk with park information and educational signage could add an element of learning to the park. The green waste area could also be screened with something decorative. Finally, the City could consider adding an amphitheater space in this park for plays in the park and other like events.

Total Improvement Capital Cost Estimate: \$385,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |  |   |                                 |   |
|--|---|---------------------------------|---|
| <b>1</b> Existing Parking                            | <b>5</b> Screen Green Waste                                   | <b>9</b> New Restroom           | <b>13</b> Existing City Shops               |
| <b>2</b> Upgrade Existing Pavillion and Serving Area | <b>6</b> Trail System (Existing and New Extended)             | <b>10</b> Park Info Kiosk       | <b>14</b> Upgrade Path to Pavillion for ADA |
| <b>3</b> Amphitheater with Stage                     | <b>7</b> Existing Lawn Upgrade and Automate Irrigation System | <b>11</b> Upgrade Trail Parking |   |
| <b>4</b> New Small Pavillion                         | <b>8</b> City Maintenance Facilities                          | <b>12</b> Existing Restroom     |   |

# Von Baer Park

# RECOMMENDATIONS



Upgrade path to pavilion for ADA



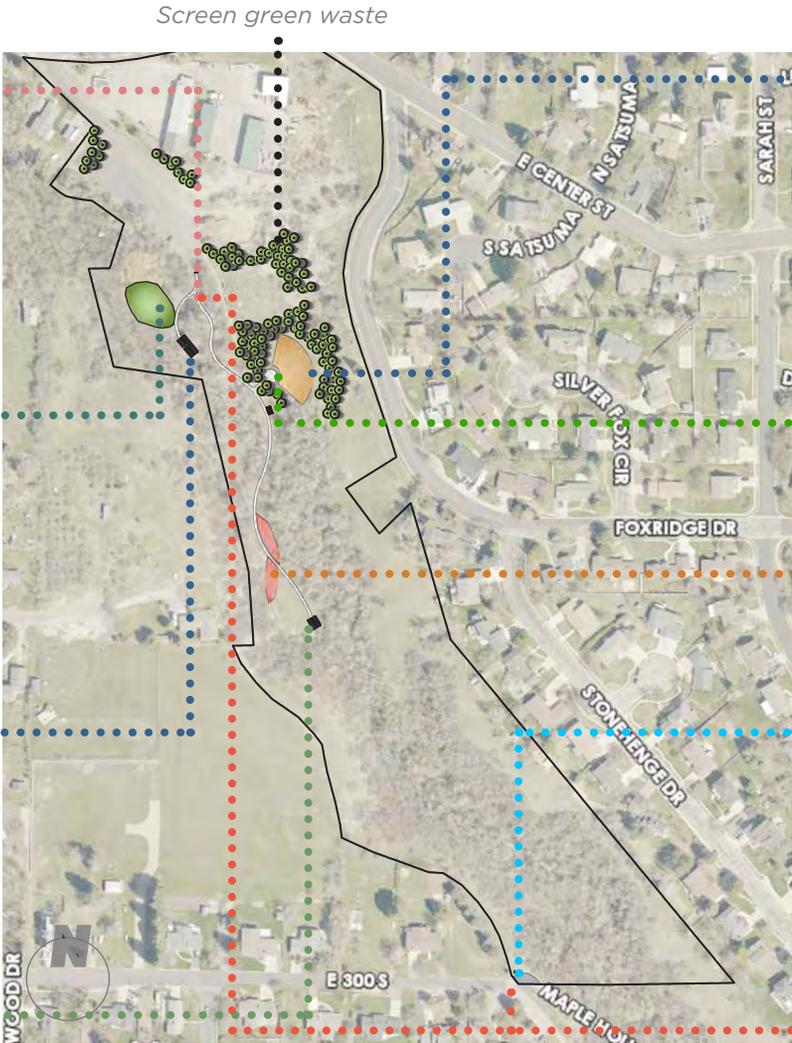
Upgrade and automate existing irrigation



Upgrade existing pavilion and serving area



New small pavilion



Add amphitheater with stage



New restroom



Pollinator Garden with Educational Signage



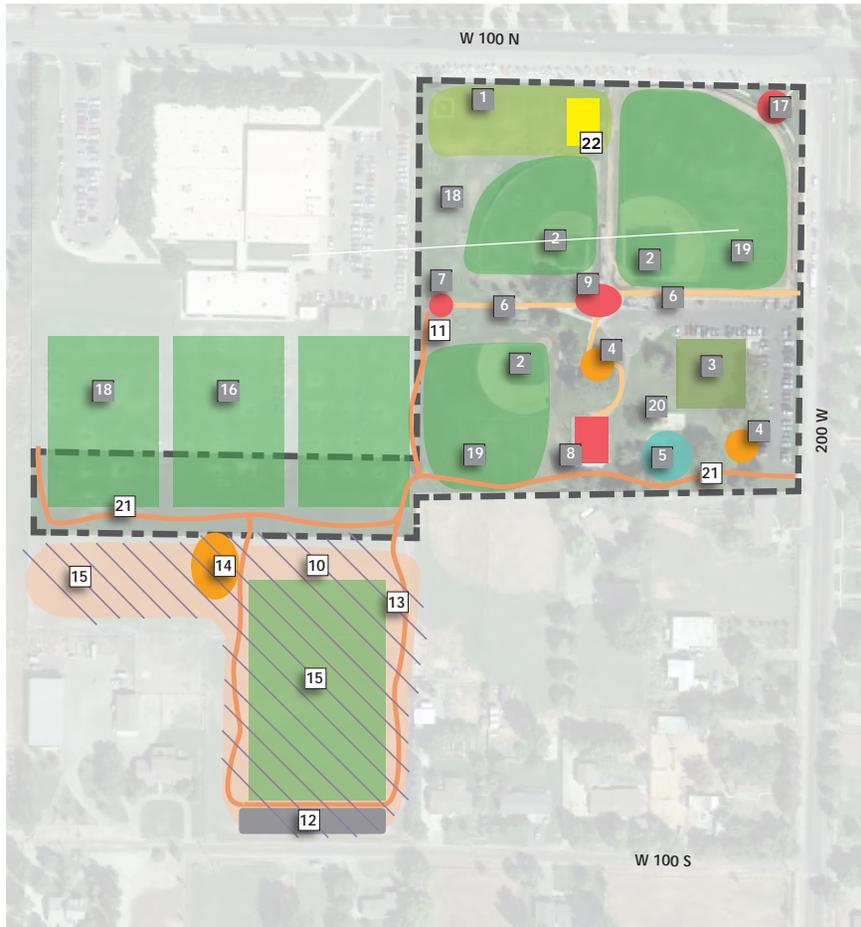
Upgrade parking area



Park information kiosk

# Zollinger Park

## RECOMMENDATIONS



If the City can acquire additional land to the south of Zollinger Park, it could expand upon this regional park and add additional amenities for active recreation and events. This could include a new small baseball field, more parking, a new trail system, a new pavilion, and a new soccer field. Note, all of these additions would be on land the City does not currently own.

Total Improvement Capital Cost Estimate: \$2,200,000.  
See Chapter 6 for full itemized list of costs.

### KEY NOTES

- |                                    |   |                             |                               |                                |
|------------------------------------|---|-----------------------------|-------------------------------|--------------------------------|
| 1 Existing Kick Ball               | 6 Existing Walks  | 11 New Walks for ADA Access | 16 Existing Soccer            | 21 New Walking Path            |
| 2 Existing Lighted Baseball Fields | 7 Existing Restrooms  | 12 Potential Parking        | 17 Existing Veterans Memorial | 22 New Above Ground Skate Park |
| 3 Existing Tennis                  | 8 Grounds Maintenance Facilities                            | 13 Potential Trail System   | 18 Existing Playfield         |                                |
| 4 Existing Pavilion                | 9 Existing Anouncer Booth With Restrooms. Upgrade Restrooms | 14 Potential Pavilion       | 19 Existing Flag Football     |                                |
| 5 Existing Playground              | 10 Explore Potential of Acquiring Adjacent Land             | 15 Potential Playfield      | 20 Existing Sand Volleyball   |                                |

# Zollinger Park

## RECOMMENDATIONS



*New walkway for ADA access*



*New trail/path*



*Potential open play and practice field*



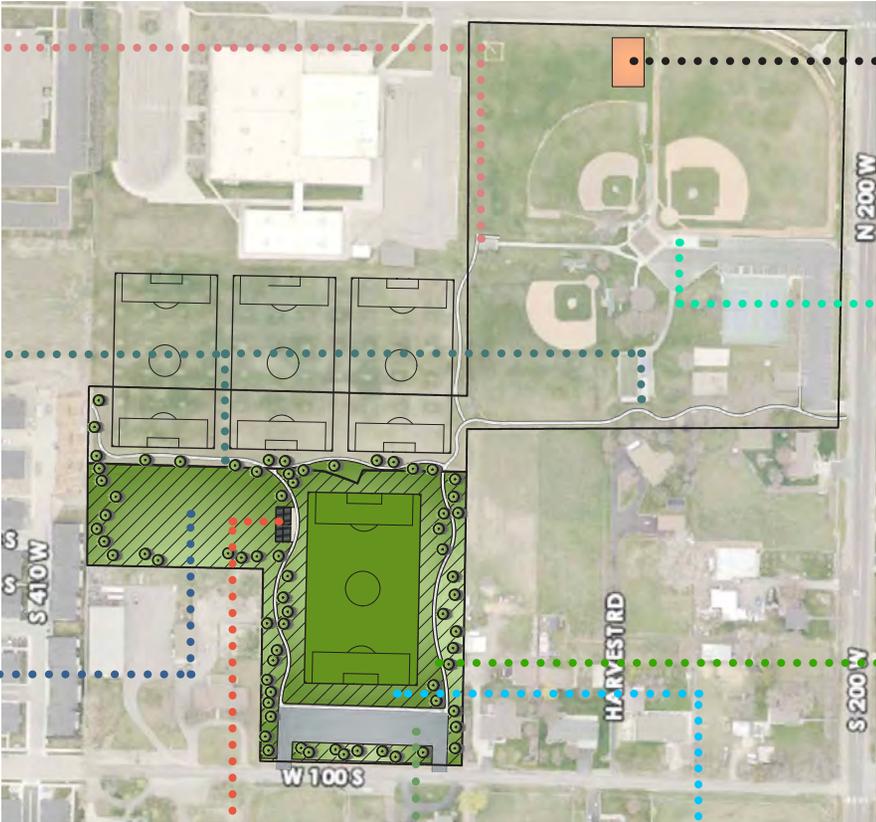
*Potential pavilion*



*Potential parking*



*Explore potential of acquiring adjacent land*



*Above Ground Skate Park (8,500 Sqft)*



*Upgrade restroom*



*Potential trails/paths*



## 04 | TRAILS



Canyon Road Path

“ “ *The beautiful thing about a good trail system is that it increases community health, quality of life, and even economic growth.* ” ”

Cities with trails through them provide space for residents to recreate, stay healthy, and connect through the community without using a car. Such cities make it possible for people of all ages and abilities to rely on active modes for their everyday trips to work, grocery stores, schools, parks, recreation, transit, and other civic destinations, as well as provide recreational opportunities to get outside and away from every day life.

By creating a Parks, Trails, and Recreation Master Plan, the City of Providence is taking the first step needed to evaluate existing trail conditions and connections and establish a prioritized plan to develop new trail infrastructure that makes access to recreation convenient, pleasant, and memorable. As the Plan is implemented, the expanded active transportation network will increase mobility options and make Providence a more attractive place to live, work, and play. The Master Plan has the potential to impact many important aspects of life in Providence. Community health, environmental quality, equity, economic growth, and quality of life could all be improved by the continued development of a thoughtfully planned trail system.

This section has the following subsections:

- Public Input summary from survey, focus interviews, in-person events
- Economic case for trails
- Standards
- Definitions
- Existing Conditions
- Recommendations and strategies for implementation



## A. PUBLIC INPUT

### SURVEY



*Von Baer Trail*



*Providence Canyon Trail*

A public survey was sent out to Providence City households through different means and methods. This section summarizes the public input results related to trails and pathways. The questions focused on the amount of use by residents of existing trails and also recreational facilities that are desired. The following is a summary of the key results related to trails and pathways:

- 35-38% of the respondents use Providence Canyon Trail, Von Baer Park Trail and the Bonneville Shoreline Trail a few times per year.
- Providence Canyon Trail appears to be the most used trail within the city.
- There was a question regarding use of other trails and many of those surveyed commented on the lack of additional trails in Providence.
- **Walking and Hiking Trails were listed as the top open space and recreational preference in the city at 72%, with Biking Paths at the sixth most important preference with 36%.**

- **Walking and Hiking Trails were listed as the top open space and recreational facilities needed in Providence at 57%, with Biking Paths at the third most important needed facility at 40%.**
- Providence residents are indifferent about trail/pathway surface type.
- Land for Trails was identified as the most needed park or public land type in Providence City.
- The residents prefer that Providence City preserve and acquire trail space through partnerships with State/Land trusts and/or through donations.

The results from the public input survey in relation to trails and pathways are overwhelmingly positive. The vast majority of residents in Providence want more trails, prefer to use the existing trails and pathways more than other recreation facilities and the residents want Providence City to be active in acquiring more trail space.



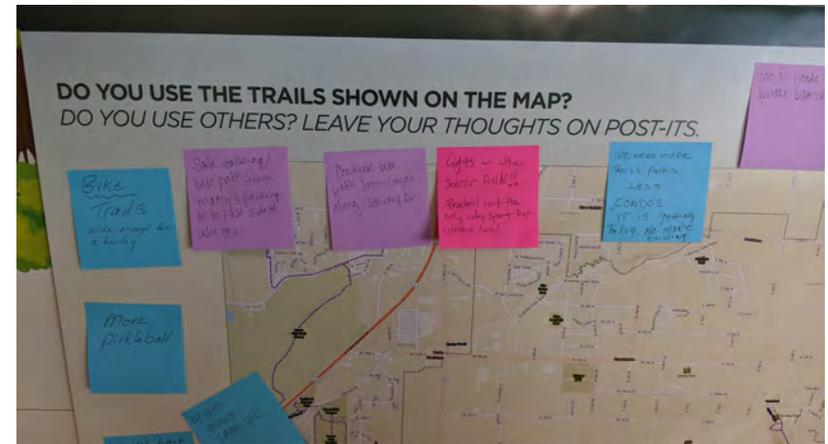
## FOCUS INTERVIEWS



*Providence Canyon Trailhead Marker*

During the focus interviews, general comments about trails pertained to the lack of trails and even sidewalks throughout Providence. Several could not think of any trails within Providence itself. Interviewees expressed a desire for better trail connections to regional trails, but also just to destinations within the City. Specific destinations that were mentioned included the Elementary School and Providence Canyon. Interviewees asked for more trails and more sidewalks throughout the City.

## IN-PERSON EVENTS



*Trails Poster Board*

At the community concert events, individuals wrote notes and pasted them on a poster board of existing Providence Trails. The prompt on the board asked “Do you Use the Trails Shown on the Map? Do you use others?”

Several comments indicated the following trail requests:

- Trail from Macey’s parking to the east side of the USU Credit Union
- Continuing the bike path from Logan along Gateway Drive
- A larger and better bike shoulder or path on 100 North and 200 West
- Trail from south Sherwood Drive to the Deer Fence
- Trail along Canyon Road to the mouth of Providence Canyon
- Trail or sidewalk at S 100 East and Canyon Road
- A trail through Zollinger Park that would connect 200 West on the east side of the park and Gateway Drive on the west



*Providence Canyon Trail*

## B. ECONOMIC CASE FOR TRAILS

### SHARED USE PATHS (PAVED)

It is clear from the public input that trails are highly desired. It is also important to note that there is an economic justification to maintain and build trails within Providence City. The following key points are reasons why trails can enhance the local economy (Source: [Americantrails.org/economic-benefits](http://Americantrails.org/economic-benefits))

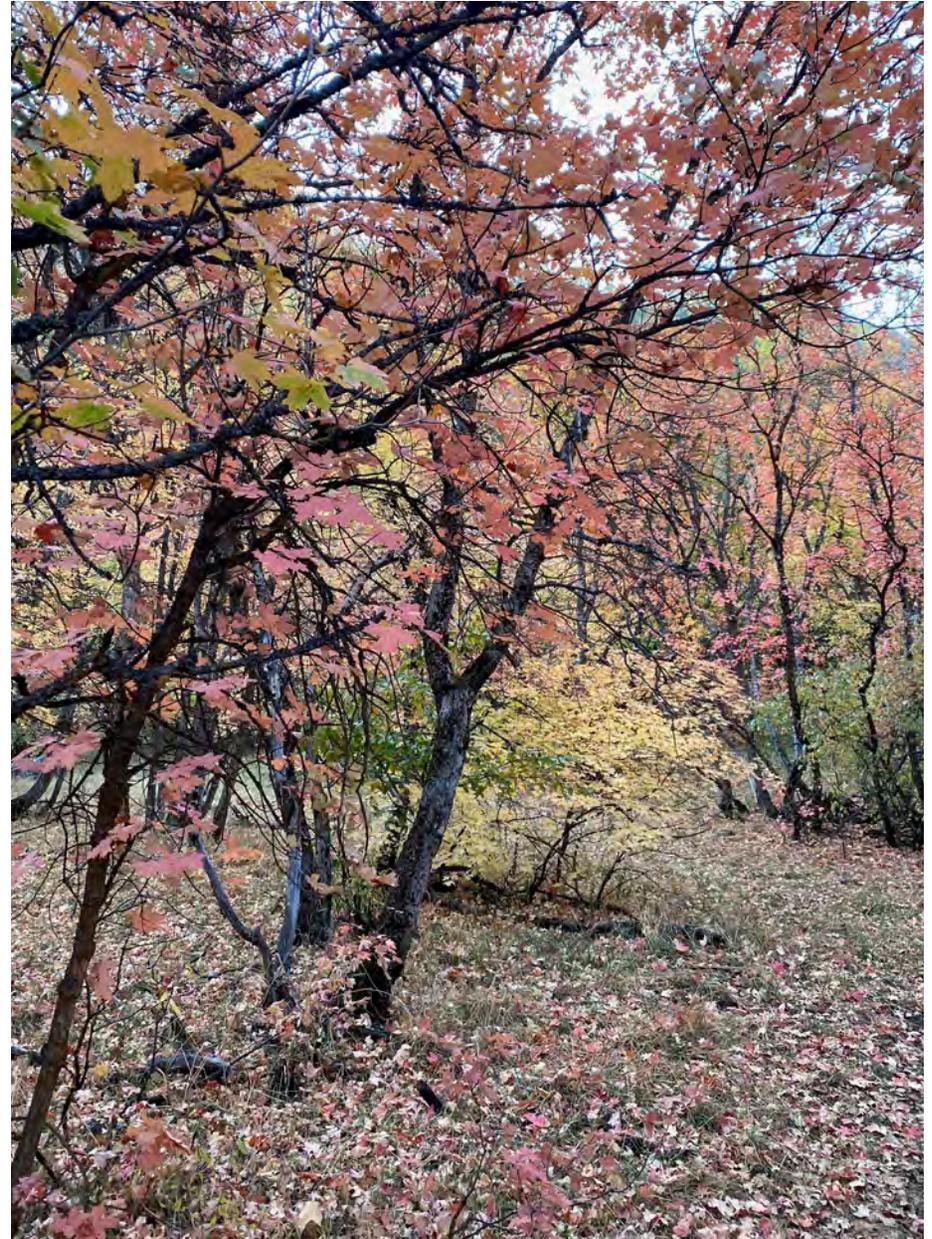
- A 2018 study of Helena, Montana's trail impact revealed a \$4.3 million annual impact for the town of 31,000 residents. This is just one example out of hundreds from across the nation of trails playing a vital role in the economy.
- Outdoor recreation now outpaces the oil and gas industry in economic impact. The outdoor recreation industry is built on trails, making trails an important economic driver.
- Properties near trails increase in value.
- Trails both drive tourism, and make communities a more desirable place to live.
- Trails boost physical activity, creating measurable and substantial savings in healthcare costs
- Trails create jobs. Pedestrian and bicycle infrastructure projects create 8-12 jobs per \$1 million of spending. Road infrastructure projects create 7 jobs per \$1 million of expenditures (Garrett-Peltier, 2011).



## C. STANDARDS

### TRAIL MILES PER POPULATION

Unlike parks and recreation there is not an authoritative source that defines the total miles of trails per population base. The main point that should be emphasized is there typically are never enough miles of trails/pathways, which was confirmed by the public input survey data. Trails are very much the “build it and they will come” type of resource. The more trails/pathways the more they get used by citizens. Often times the main impediment to trail use is the proximity of trails to citizens. It will be important through the trail/pathway plan to identify areas of Providence City that are underserved by trails/pathways. Also, there may be key trail/pathway connectors that could connect different areas of town or different recreation areas that will increase physical activity and use. (Source: American Planning Association, Standard for Outdoor Recreation Areas, 2020 & Americantrails.org)



*Providence Canyon Trail*



## D. DEFINITIONS

### SHARED USE PATHS (PAVED)

Shared paths are dedicated paved pathways used to accommodate bicyclists and pedestrians. These pathways are separated from roadways and are typically 10-12 feet wide, are paved and have a cross slope of approximately two percent. Average cost of construction excluding land acquisition costs ranges from \$35-45 per foot.



*Shared Use Path*

### ROADSIDE PATHS (PAVED)

Roadside paths parallel to existing roadways are integrated as part of the existing asphalt paving and are delineated by striping. These pathways are intended for non-motorized users such as bicyclists and pedestrians. Roadside paths are typically 8-10 feet wide, are paved and have a cross slope of approximately two percent. Average cost of construction of roadside paths varies from \$5 per foot where existing roadways are re-striped to accommodate these pathways to \$28-35 per foot for new paved pathways within existing right of ways.



*Sidepath*



## NATURAL SURFACE TRAILS

These types of trails vary widely depending upon the location, but are typically three to six feet wide, natural surface, cross slope of less than 5% and maximum trail slopes of 10% over 100 feet and 20% over 150 feet on more difficult trails, with average slope across the trail of 5-10% where possible. Natural surface trails can be used by bicyclists, pedestrians and equestrian users. These trails can regulate user type to eliminate conflict (ie. Equestrian and bicyclists) if desired. Average cost of construction for natural surface trails varies depending on width, terrain and soil. The estimated average cost is \$5-10 per foot of trail. Many local trails have been built and designed using volunteers which could reduce these trail costs.



*Natural Surface Trail*

## TRAIL HEADS

Well designed trailheads can enhance a trail users experience.

- Trail heads may provide certain related public facilities such as parking, restrooms, drinking fountains, trail signage, etc.
- Major trail heads should be located at significant areas to provide the public access
- Minor trail heads can be used to connect a smaller number of people to surrounding trails, open space and parks.
- Trailheads should provide a minimum of 25 vehicle parking stalls at any access point, with some well-known trails requiring parking for up to 100 vehicles.
- A major feature of a trail head is the presence of clear and concise signage related to trails. Each trail head should have a sign displaying the trails located throughout Providence.



*Trail Head Information Kiosk*

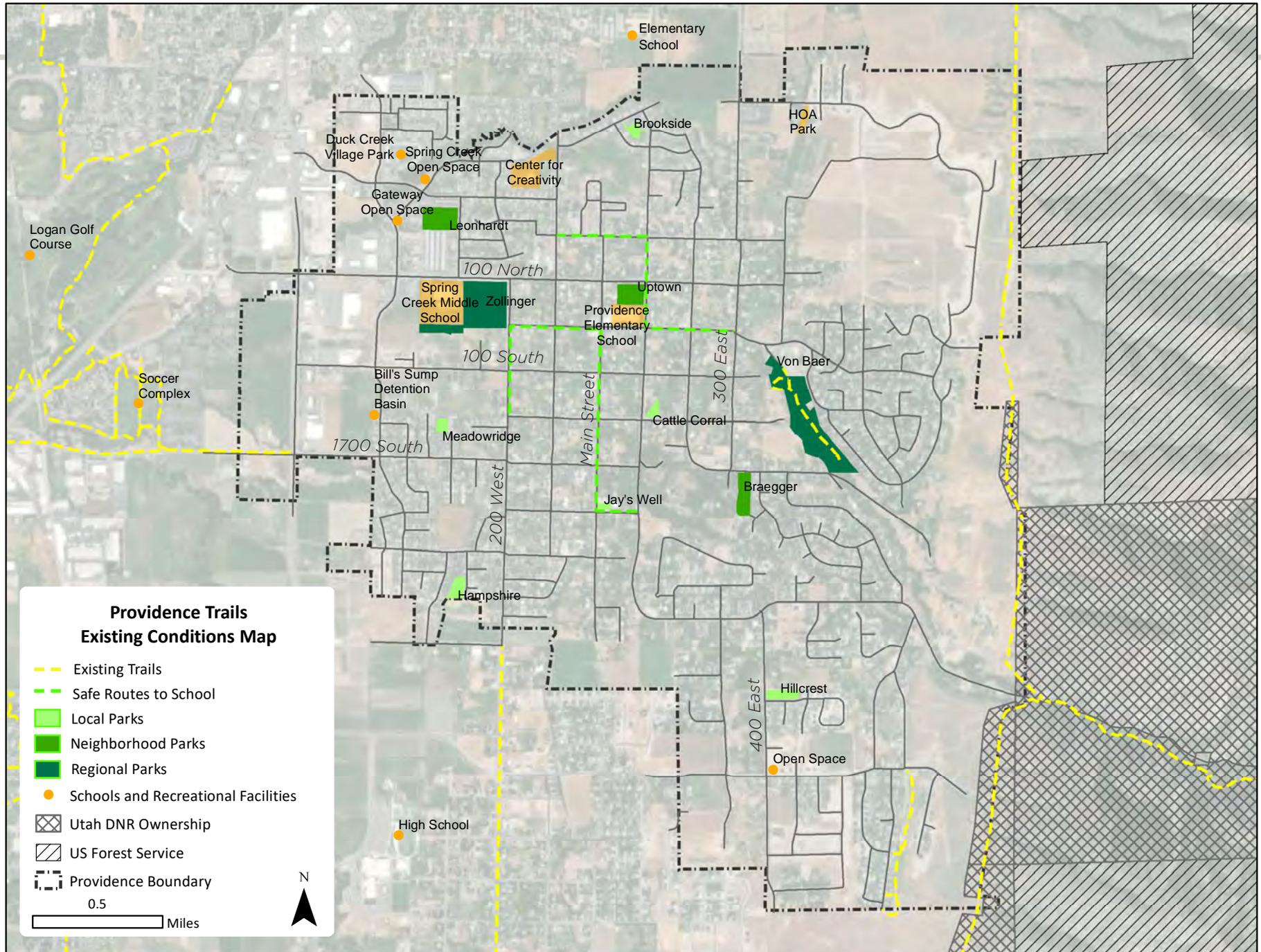


## E. EXISTING CONDITIONS SUMMARY

The existing Providence City trails and pathways are listed in the table below and the GIS map shown on the next page. The trails/pathways have been categorized into four categories: natural surface trail, roadside pathway, shared pathway and a sidewalk for the Safe Route to School pathways. The table details length, elevation gain/loss, type of trail, trailhead access and typical user type.

The map shows the Safe Routes to school as a green dashed line and existing trails as a yellow dashed line. The black outline of the map is the current corporate boundary.

PROVIDENCE CITY EXISTING TRAIL/PATHWAY INVENTORY					
Trail/Pathway	Length	Elevation Gain/ Loss (ft)	Type	Trailhead Access	Users
Providence Canyon Trail	2.7 miles one way	1250'/143'	Natural Surface	Providence Canyon	Runners, Hikers, Bikers, Equestrian, Snow Bikes
Bonneville Shoreline Trail South (Providence Canyon to Millville)	1.9 miles one way	210'/450'	Natural Surface	Providence Canyon	Runners, Hikers, Bikers, Equestrian
Bonneville Shoreline Trail North (Providence Canyon to Dry Canyon)	2.8 miles one way	379'/379'	Natural Surface	Providence Canyon	Runners, Hikers, Bikers, Equestrian, Snow Bikes
Von Baer Park	0.34 miles one way	100'	Natural Surface	Von Baer Park	Runners, Hikers
Canyon Road Roadside Path (400 East to Spring Creek Rd)	0.4 miles one way		Roadside Path		Runners, Walkers, Bikes
Hillcrest Park Sidewalk	1000 feet		Shared Path	Hillcrest Park	Runners, Walkers, Bikes
Jay's Well Park Sidewalk	362 feet		Shared Path	Jay's Well Park	Runners, Walkers, Bikes
Hampshire Park Sidewalk	700 feet		Shared Path	Hampshire Park	Runners, Walkers, Bikes
Brookside Park Sidewalk	806 feet		Shared Path	Brookside Park	Runners, Walkers, Bikes
Safe Route to School - 200 South, Center Street	2640 feet		Sidewalk		Walkers
Safe Route to School - Center Street	1320 feet		Sidewalk		Walkers
Safe Route to School - 100 East	1320 feet		Sidewalk		Walkers
Safe Route to School - 200 North	1320 feet		Sidewalk		Walkers

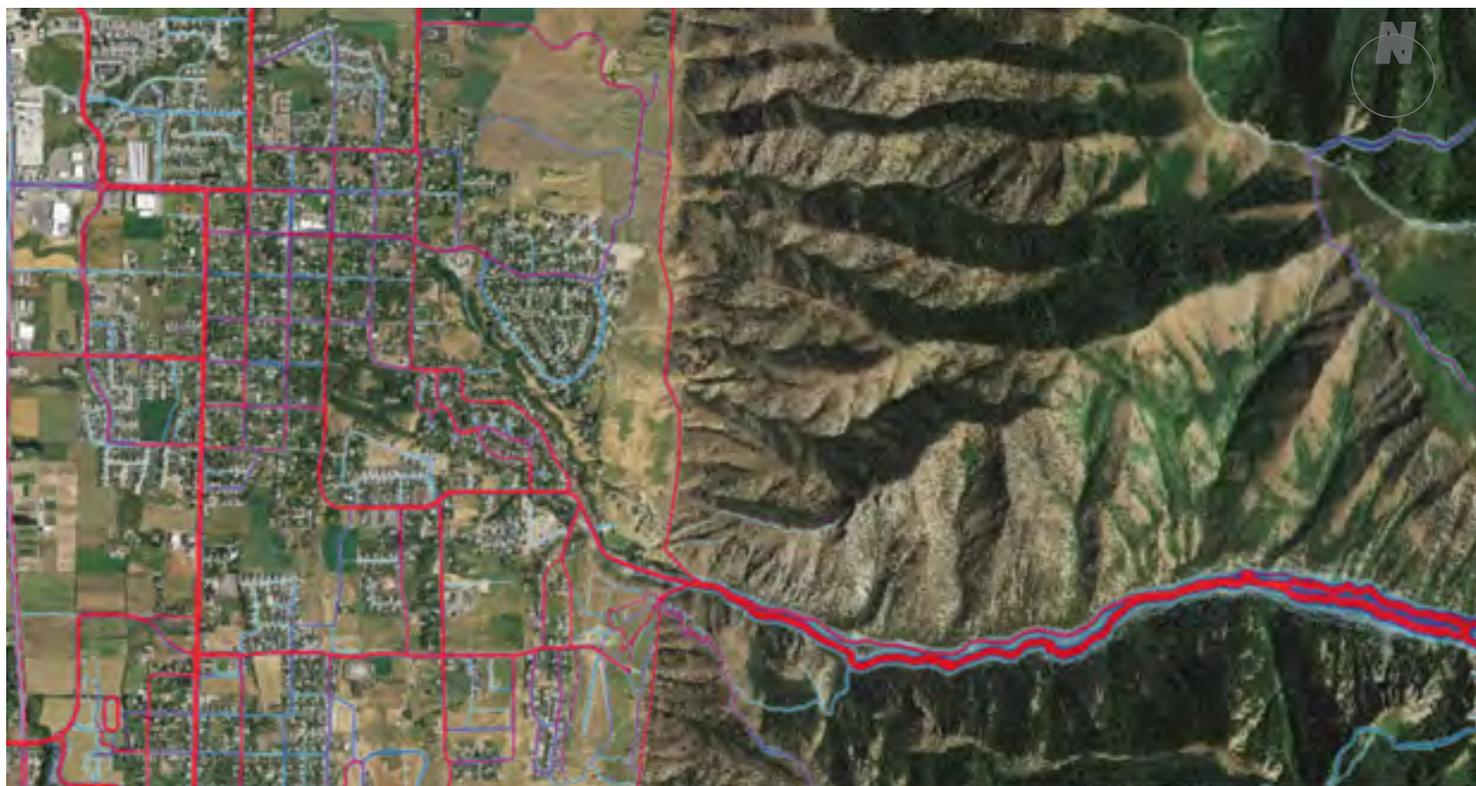




## E. EXISTING CONDITIONS SUMMARY (cont.)

The Strava Heat Map (Strava, 2020) is shown below. The map is an interesting tool to see the existing trail/pathways that are used in a given area. The Heat Map shows heat or color made by aggregated, public activities over the last two years. The map is updated on a monthly basis. Users of Strava that designate their activities as private will be not visible on this map. Areas with little to no activity may not show any heat. The Heat Map is an excellent, informal way to show the trails/pathways that residents enjoy using.

It is important to note on the Heat Map that the trails/pathways that are used more often show more color and are wider in nature. The Providence Canyon Trail is used the most by a factor of two to three times. Other prominently used trails/pathways in Providence are 100 West to 200 West, Canyon Road, Spring Creek Road to 300 East, 1000 South, Gateway Drive, 100 North and 300 South. This map was referenced as a supporting and confirmation document regarding the recommendations made for proposed trails/pathways in Providence.



Strava Heat Map. Source: Strava, 2020



## F. RECOMMENDATIONS AND STRATEGIES FOR IMPLEMENTATION

The public input survey detailed that Providence City residents want more trails and pathways to compliment the current trail network. The comments provided in the survey detailed the desire of many residents to have more trails and safe spaces to run, bike and walk throughout the city. The trails portion of the Providence City Parks, Trails and Recreation Master Plan is focused on listening to the input from the residents along with the guidance and direction from the master plan Steering Committee.

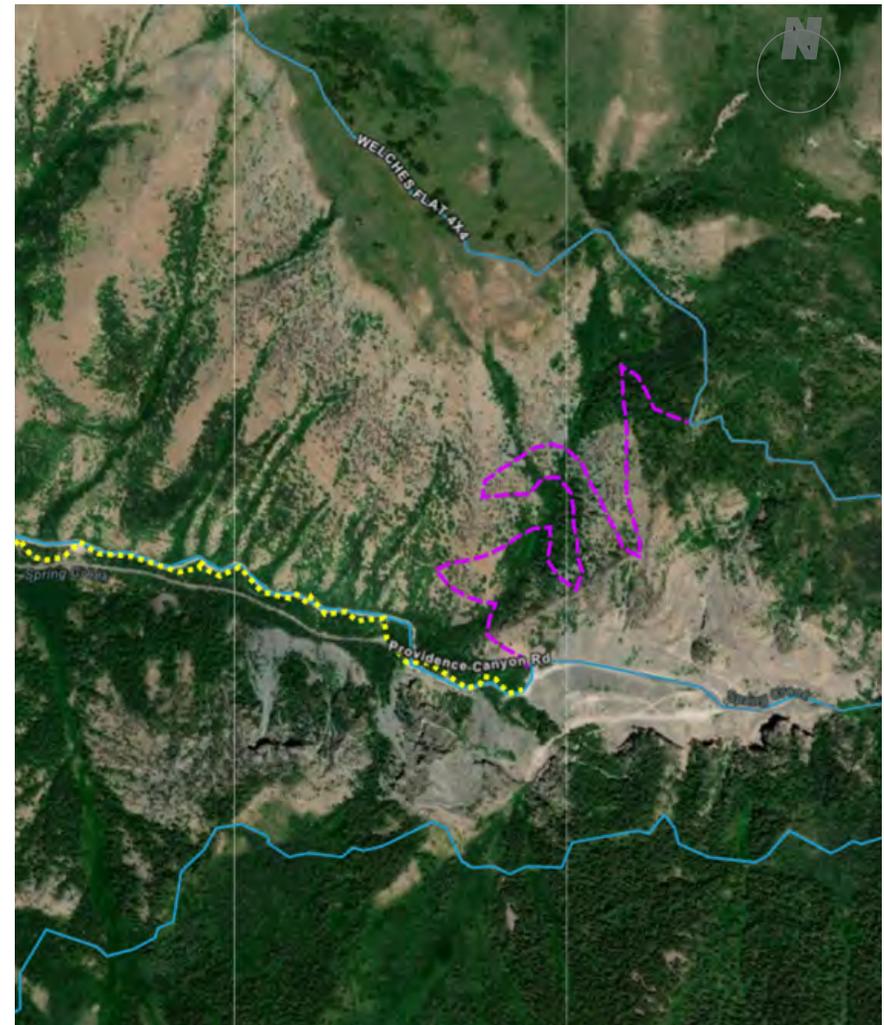
The following objectives and principles guided the recommendations in this section:

- Thoroughly examine existing trails network and create strategies to augment the system for both functional and recreational needs (Objective 6)
- A desire for a well-connected City (Guiding Principle)

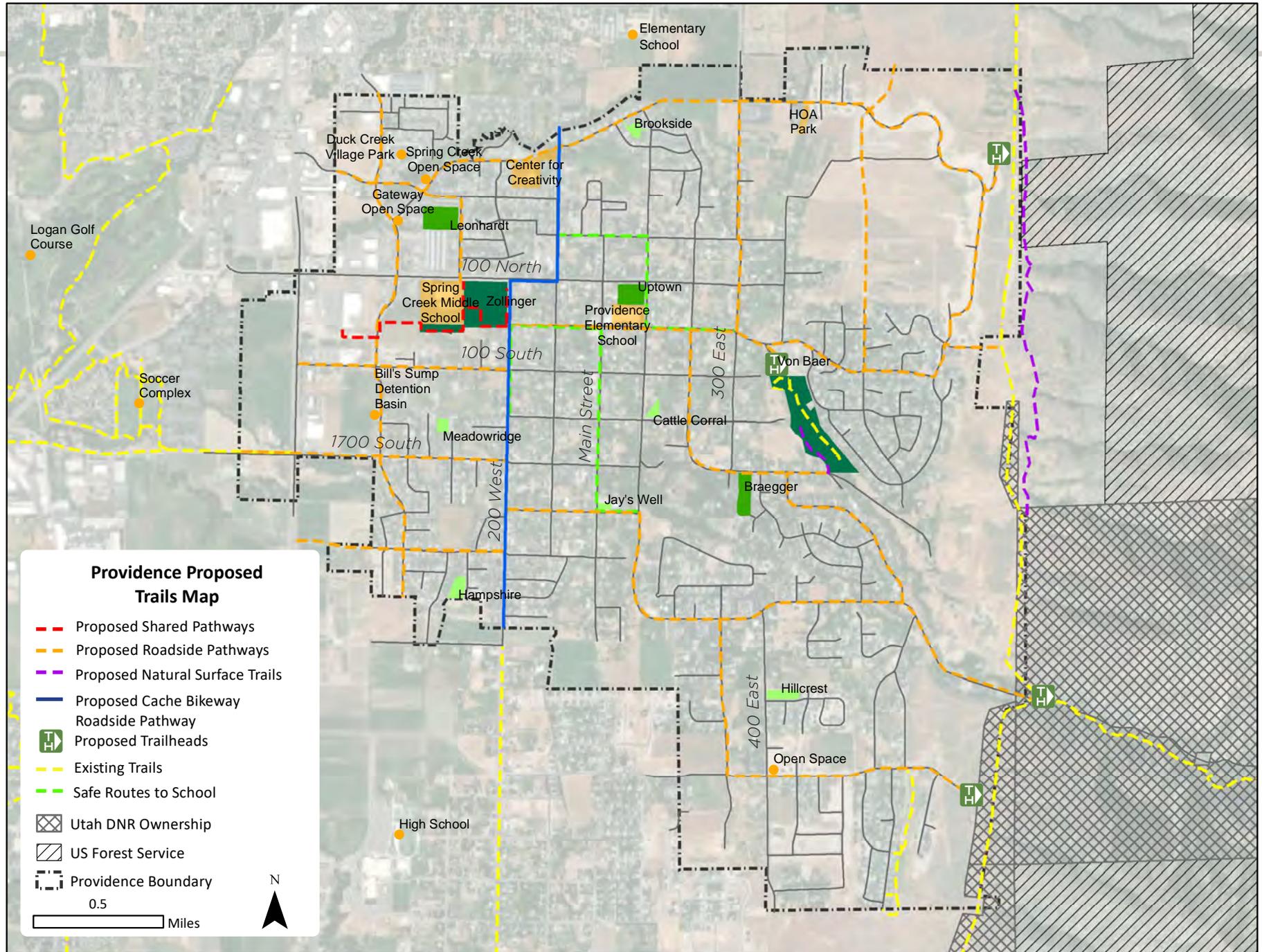
The following recommendations are rooted in the desire to create a well-connected city regarding trails and pathways and to augment the current trail network with new trail and pathway systems to enhance the recreational opportunities in Providence.

The GIS maps on this page and the next highlight the existing and proposed trails. Five types of proposed trails/pathways/features are on the map:

- Proposed Shared Pathways - Red dashed lines
- Proposed Roadside Pathways - Orange dashed lines
- Proposed Natural Surface Pathways - Purple dashed lines
- Proposed Cache Bikeway Roadside Pathway - Blue solid line
- Proposed Trail heads as shown by a trail head symbol

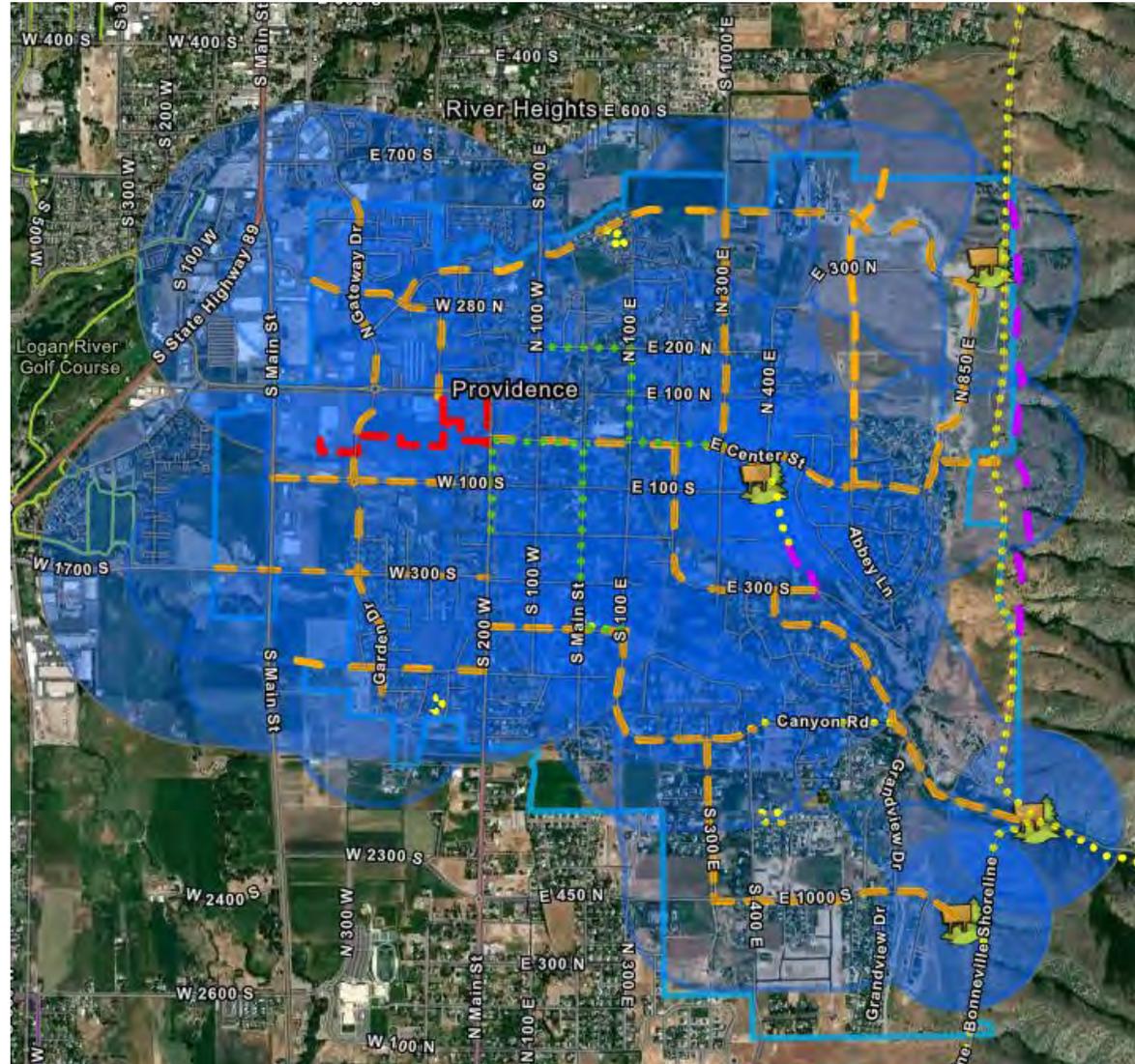


Syncline to Providence Canyon Trail (discussed on page 4.18)





The measure of a well-connected trail and pathway network is to ensure that as many residents as possible have a trail or pathway within 0.25 miles of their residence. The map below illustrates with blue circles, that have a radius of 0.25 miles, that a vast majority of Providence residents are within 0.25 miles of a trail or pathway with the proposed trails and pathways.



0.25 Mile Radius Proposed Trail Analysis Map



The table below details the different trail and pathway recommendations along with proposed locations for trail heads. The table lists each individual section, estimated cost and a priority. The priority is based upon a matrix of cost, perceived need to achieve a well-connected city and input from the Steering Committee.

The following pages detail the trail and pathway priorities. It is recommended that Providence City Council prioritize these

projects by setting aside funds to implement the construction of these projects. The projects highlighted on the subsequent pages achieve the purposes outlined above which are:

- Addressing the desires of Providence City residents for more trail and pathways and safe spaces to run, bike and walk.
- Creating a strategy to augment the existing trails and pathways with new facilities.
- Providing a well-connected network of trails and pathways.

PROVIDENCE CITY PROPOSED TRAILS/PATHWAYS AND FACILITIES				
Facility Type	Description	Length (ft)	Estimated Cost/ft	Estimated Cost (including 15% contingency)
Shared Use Pathway	Zollinger Park	4,687	\$47.00	\$253,332.35
Roadside Pathway	Spring Creek Parkway (BST to Alma Leonhardt Park to Zollinger Park)	12,144	\$2.00	\$27,931.20
Roadside Pathway	Gateway Drive to 485 West to Garden Drive	7,920	\$2.00	\$18,216.00
Roadside Pathway	300 South (200 West to city limits)	4,066	\$2.00	\$9,350.88
Roadside Pathway	500 South (200 West to SR 165)	3,168	\$2.00	\$7,286.40
Roadside Pathway	Center Street (Zollinger Park to Von Baer Park to Deer Fence)	8,000	\$2.00	\$18,400.00
Roadside Pathway	Sarah Street	4,850	\$2.00	\$11,155.00
Roadside Pathway	300 East (Spring Creek Pkwy to Center St)	3,475	\$2.00	\$7,992.50
Roadside Pathway	200 East to 300 South to Spring Creek Road to Canyon Road	9,082	\$2.00	\$20,887.68
Roadside Pathway	400 South to Edgehill Connector to Canyon Road	4,541	\$2.00	\$10,443.84
Roadside Pathway	300 East to 1000 South to Deer Fence	6,275	\$2.00	\$14,432.50
Natural Surface	Von Baer Park Realignment of Trail	13,100	\$47.00	\$70,805.50
Natural Surface	Bonneville Shoreline Trail (BST) North Realignment	6,864	\$15.00	\$118,404.00
Natural Surface	Syncline to Providence Canyon Trail Connector	10,560	\$15.00	\$182,160.00
Trail Heads	Spring Creek Parkway/BST; Mouth of Providence Canyon; 1000 South/BST; Von Baer Parking Lot			



## Roadside Pedestrian and Bicycle Shared Pathways

The map on page 4.13 shows orange dashed lines as roadside pedestrian and bicycle shared pathways. These lanes are 5-8' wide and are delineated by a solid white painted line. Signage and pavement markings are recommended to educate the public of the shared pathway. The recommended areas for these pathways have adequate asphalt width to accommodate these pathways.

**LOCATIONS:** Spring Creek Parkway, 100 West to 200 West, Center Street, Sarah Street, Spring Creek Road, Canyon Road, 400 South, 300 East to 1000 South, 300 East

**USERS:** Runners, Walkers, Cyclists

**LAND OWNER:** Providence City



## Bicycle Network Maps

Bicycle network maps posted at each park that show the entire system of trails with distances for each segment can help encourage people to cycle from park to park. The City should place these maps in central and easy to find locations so that riders can stop and check their navigation. People who drive to the park could get out and ride different loops and segments depending on their starting location. QR codes placed on the map could link to an online map that is updated regularly by the City.





## Signage & Wayfinding

In addition to general bicycle network maps at each park location that indicate the entire system of trails in Providence, wayfinding signage can be placed along bicycle routes to indicate directions and distance to key destinations. Such signage should be branded with the City's name and logo and can also include iconography to indicate items such as restrooms, trail heads, food options, etc. See image below for example.



## Zollinger Park Shared Use Path

This is a proposed shared use pathway for pedestrians and cyclists. It would greatly increase connectivity, afford a safe route to school from multi-family housing to Providence Elementary and Spring Creek Middle School. The trail would also provide walking and biking access to and from Alder Square shopping and interior access to Zollinger Park recreation facilities. The red dashed proposed path in Zollinger Park on the map on page 4.13 completes a 0.5 mile path around the exterior of the baseball field area. Another 0.3 mile route extends to the west to Gateway Drive.

**LENGTH: Approximately 0.80 miles**

**SLOPE: less than 5%**

**USERS: Runners, Walkers, Cyclists**

**LAND OWNER: Providence City**





## Von Baer Park Trail Revision

The existing Von Baer's Park trail extends from the parking lot near the City sheds to 300 South on the south portion of the Providence City-owned land. There is a portion of the existing trail that is steep, difficult to travel, and dangerously close to steep slopes. This trail revision is intended to make the trail usable by runners, hikers, and bikers.

**LENGTH:** Approximately 1,000 feet

**SLOPE:** 8-10%

**USERS:** Runners, Walkers, Cyclists

**LAND OWNER:** Providence City



## Syncline to Providence Canyon Trail Connector

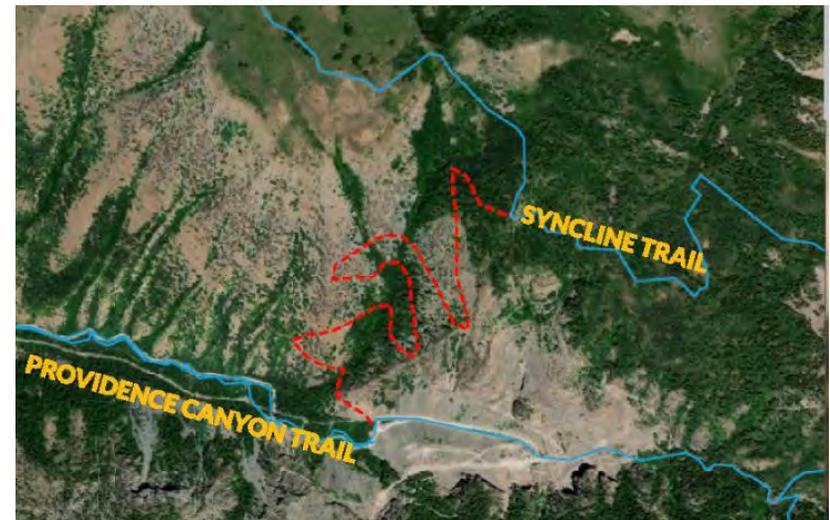
This proposed single track trail, illustrated on page 4.12, is a two mile connector trail from the top of the existing Providence Canyon Trail to the North Syncline trail in Providence Canyon. This Syncline trail is a continuous mid-mountain trail from the top of Millville Canyon north to Spring Hollow in Logan Canyon.

**LENGTH:** Approximately 2 miles

**SLOPE:** 8-10%

**USERS:** Runners, Walkers, Mountain bikers

**LAND OWNER:** Forest Service





The Steering Committee had a desire to document for resident's recreational pathway loops that could be used by walkers, runners and or cyclists throughout the city. The following table details those loops. It is recommended that signage be installed along these loops with maps and details on the distance traveled to aid residents in their recreation activities.

PROVIDENCE CITY PROPOSED TRAIL/PATHWAY LOOPS	
Description	Length
300 East from Spring Creek Pkwy to 200 North, 200 North to 100 West, 100 West to Spring Creek Parkway, Spring Creek Parkway to 300 East	1.70 miles
Starting at Alma Leonhardt Park to Zollinger Park, through proposed shared path to Center Street, along Center Street to BST, along BST to Spring Creek Pkwy, along Spring Creek Pkwy to Alma Leonhardt Park	4.50 miles
Starting at Zollinger Park, then east along Center Street to 200 East, then along 200 East to 300 South to Spring Creek Road, along Spring Creek Road to Canyon Road, west along Canyon Road to Edgehill Drive, along Edgehill Drive to connector to 400 South, west along 400 South to 200 West, north along 200 West to Zollinger Park	3.75 miles
Starting at Spring Creek Pkwy and 300 East, east along Spring Creek Pkwy, south along BST, west along Center Street, north along 300 East to beginning.	3.00 miles



## 05 | RECREATION



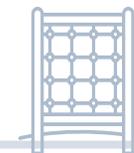
*Splash Pad at Alma Leonhardt Park*

“*Recreation opportunities are vital to create vibrant and cohesive communities.*”

Just as water, sewer, and public safety are considered essential public services, parks and trails and the recreational opportunities they afford a city are vitally important to establishing and maintaining quality of life in a community. Good recreational programming can ensure the health of families and youth, and contribute to the social and economic well-being of a City.

There are no communities that pride themselves on their quality of life, promote themselves as desirable location for businesses to relocate, without such communities having a robust, active system of parks and recreation programs for public use and enjoyment.

Providence City has a robust baseball recreation league that is well-established and well-known throughout the region, while also providing programs for softball, kickball, flag football, and various other sports. This section will provide an overview of the City's additional recreation programs and give recommendations for how to build upon what exists.



## A. PUBLIC INPUT

### SURVEY



About half (54 percent) of survey respondents said they use the City's recreation programs. When asked what amenities are used at each park, the vast majority are recreational and sport amenities such as fields and courts. The most used park in Providence City according to the survey is Zollinger Park. The most used amenity there are the baseball and soccer fields.

When asked to indicate the top open space and recreational preferences that are currently offered by Providence City, organized youth sports ranked 7th among a list of 23 options. Youth classes/activities ranked 14th and organized adult sports ranked 19th.

Of the residents that use the City's recreational programs, baseball ranked the highest with 28 percent of people indicating they participate. Participation in the rest of the recreational offerings is as follows:

- Flag Football - 19%
- Pickleball Lesson - 15%
- Softball - 14%
- Tennis lessons - 14%



- Kickball - 13%
- Fun in the Sun (activity) - 13%
- Exercise Club - 4%
- 100 Mile Club - 2%

Ten percent of respondents indicated they participate in some "other" way. Those responses included activities not organized by the City such as soccer, basketball, volleyball, Frisbee, biking.

When asked how these programs could be improved, 30 percent said they could be offered at additional times, 23 percent said they could have better facilities, 15 percent said they could have better instructors, 14 percent said they could be made more affordable, and 10 percent said they could be offered at different times. Forty percent indicated "other." There were a large number of people who said the programs are run fine and about the same number of people thought they could be better organized with more advanced notice. Another common comment was that they could be better advertised. Additional comments pertained to having more lights on fields and courts.



## FOCUS INTERVIEWS



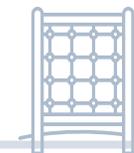
The focus interviews revealed a division in Providence's population between those who support and love the City's baseball leagues and those who are looking for other types of recreation opportunities. Some interviewees shared how widely regarded Providence's baseball facilities are across the entire state and how often they get complimented. They shared the fact that baseball is a large revenue generator for the City.

Others shared concerns that too much attention and resources are focused on a single sport at the expense of others. For example, one person said that the largest elementary school in Cache County has one of the smallest playgrounds because a softball field takes up most of the other space. There were a few people who expressed the desire to have additional fields and space for renting or practicing other sports such as football, soccer, and lacrosse. They indicated the current space only serves young children well. Some said, however, the recreational programs are run well, there just isn't enough space for all of them to run simultaneously.



While several interviewees thought the recreation programs are run well administratively, others thought there could be more effort put toward proactively communicating about the recreation programs. Some shared a desire for team formation to be conducted more smoothly and transparently. Some indicated they difficulty in doing more with the current staff size.

Some final comments shared pertained to a desire for recreation opportunities in the parks to continue into the winter and for more equal opportunities for students in sports.



## B. CURRENT PROVIDENCE RECREATION PROGRAMS

The city of providence provides various recreational, programs, classes and special events that serve the residents and visitors. The city offers programs that are designed and organized to engage the residents. The programs offered by the city range from active sport leagues to passive recreation. The active sports programs are fee based and are offered based on a market based participant fees to support the cost of the programs. The city has developed a fee structure that represents relationship between community vs individual benefit. The wide range of offerings reflects the interest of the community members.

Providence City Provides a wide range of recreational opportunities. The city recreations programs are coordinated by City Staff. City staff also coordinates the use city recreation facilities by use of individuals, community groups and athletic organizations. Below is a listing of recreation programs currently offered by the city:

### Softball

- Ponytail (7-8)
- U-10 Fast Pitch (9-10)
- U-12 Fast Pitch (11-12)
- U-14 Fast Pitch (13-14)

### Tennis Lessons

- Ages 5-11
- Ages 12-17
- Adults

### Baseball

- Youth Recreation Baseball (CVBL) - (+/- 300 participants)
- T-ball (coed 5-6)
- Rookie (7-8)
- Minor (9-10)
- Major (11-12)
- Pony (13-14)
- Providence City Comp League (PCL) - (+/- 300 participants)
- Baseball Tournaments
- Providence Wolverine Baseball (Adults)

### Flag Football - (+/- 200 participants)

- 1st-2nd Grade
- 3rd-4th Grade
- 5th-7th Grade

### Other Recreation Programs

- 100 Mile Club
- Exercise Club
- Fun in the Sun 2020 - (60-100 participants)
- Vocal Stepz Children's Choir

### Kickball - (+/- 60 participants)

- Ages 3-4
- Ages 5-6
- Adult Co-ed

### Pickleball Lessons

- All ages

### Soccer - (+/- 300 participants)

\*administered by others



## C. RECOMMENDATIONS

### Recommendation #1: Improve communication regarding recreational programs

A common theme heard in both the survey results and focus interviews was that recreational programs could be improved through better communication. This included advertising programs better. Several individuals indicated they did not know about all the recreational offerings the City provides. This was a similar sentiment shared regarding the City's parks. Others indicated they thought league communication and organization could be improved. Some indicated difficulty in accessing schedules and payment. Others indicated confusion around recruiting coaches for teams and a lack of transparency and standard when assigning players to teams.



*Providence Pony League Baseball*

### Strategy #1: Advertise recreation offerings in more places.

Task: Make it easier for the public to learn about the City's programs by placing information in newsletters, emails, social media, website homepage, etc.

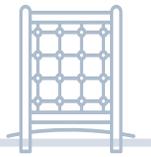
### Strategy #2: Expand recreation program support capacity.

Task: Recruit part-time recreation program assistants.

Task: Recruit more hourly teachers for tennis and pickleball.



*Pickleball Courts at Alma Leonhardt Park*



## Recommendation #2: Add more all-age, all-ability family appropriate recreation programming and events

One of the guiding principles of this plan is to “provide a diversity of inclusive offerings.” While the current list of City-organized programs is fairly diverse, ranging from kickball to a choir group, there are additional ways City can enhance what it offers to appeal to the other half of the community that isn’t currently participating in recreation programs.



*Educational Hikes*

### Strategy #1: Organize activities that appeal to different tastes.

Task: Organize additional concerts in the park, community picnics, educational nature hikes, scavenger hunts, yoga in the park, etc.

### Strategy #2: Work with nonprofit entities to expand programming.

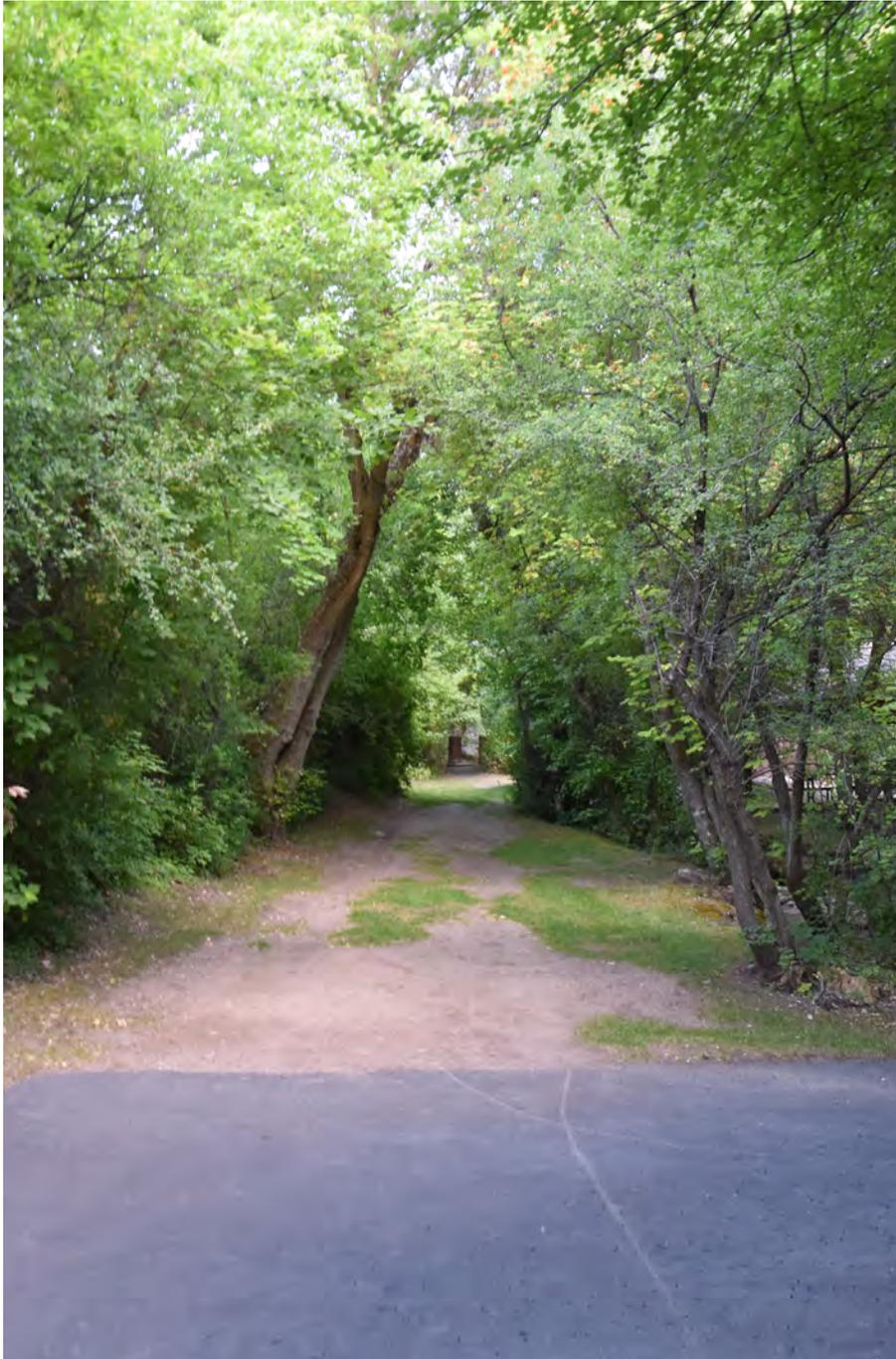
Task: Continue conversations with Stokes Nature Center about adding education signage and nature programming to Providence Parks. See appendix for sample sign displays.



*Concerts in the Park*



## 06 | PRIORITIES & FUNDING



*Von Baer Park*

## A. OVERVIEW

Prioritizing City improvements is always challenging, and that is especially true when it concerns amenities and services that residents care deeply about such as parks, trails, and recreation. It can be especially difficult when a community expresses diverse interests and has limited resources for investment. Given those considerations, this section aims to suggest a path forward for the City to prioritize the recommendations made in chapters 3-5.

Important questions to ask in the project prioritization project are:

- How well does the project align with the guiding principles and goals established at the start of the master planning process? Does the recommendation help achieve the City's vision for parks, trails, and open space?
- What is the demand for this project? Does it fill a critical need or service gap today? In the future? How does the improvement address residents' needs?
- Where will funding come from? Are there resources currently set aside?
- What is the project's impact as it relates to costs? Which projects are urgent even though they may be costly?

This section is organized by presenting a framework for prioritizing recommendations in this plan, a prioritized list of projects and policies the City can set into motion based upon that framework and insights gleaned through the planning process, a list of costs for each park improvement and enhancement, and a list of potential funding sources the City can use for these investments.

## B. PRIORITIZATION FRAMEWORK

<b>Aligns with Guiding Principles &amp; Goals</b>	How well does the recommendation align with the master plan's guiding principles and goals?	Add 1 point for alignment of each guiding principle. (Total 5 points)
<b>Demand for Project/Idea</b>	According to what was heard in the community engagement process and with the steering committee, what is the demand for the recommendation?	(Low=1 point; Medium=3 points; High=5 points)
<b>Recommendation Impact</b>	What will the impact of the recommendation be? How many people will benefit from its implementation?	(A few community members=1 point; moderate amount of the community=3 points; majority of community=5 points)
<b>Recommendation Urgency</b>	How urgent is it that the recommendation be implemented? How often was it brought up in the public engagement? Have there been residents who have been asking the City about it?	(Low=1 point; Medium=3 points; High=5 points)
<b>Initial Cost</b>	What is the cost of installation? For example, trees would have a low cost, while a new baseball field would have a high cost.	(Low=1 point; Medium=3 points; High=5 points)
<b>Ongoing Maintenance Cost</b>	What are ongoing maintenance costs of the improvement?	(Low=1 point; Medium=3 points; High=5 points). Multiply total score by 2 and then subtract from overall score.

Once the above framework is applied and scoring for each recommendation is determined, another layer of assessment should be considered:

<b>Funding Availability</b>	Does the recommendation have funding available to implement it? It is readily available or easy to come by? Or will it be time-consuming and challenging to find funds?	(Difficult to obtain=1 point; Potential=3 points; Funds in Hand=5 points)
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### C. PRIORITIZATION OF GENERAL PARK RECOMMENDATIONS

	Aligns with Guiding Principles	Demand	Impact	Urgency	Initial cost	Ongoing maintenance cost		Funding Availability
	Scoring 0-5	Scoring 1, 3, 5 (low, med, high)	Scoring 1, 3, 5 (low, med, high)	Scoring 1, 3, 5 (low, med, high)	Scoring 1,3,5 (High, Medium, Low)	Scoring 1,3,5 (Low, Medium, High) x 2 (weighted twice as much as other items) and subtracted from total points		Scoring 1,3, 5 (difficult to obtain, potential, funds in hand)
Recommendation							Total	
Make parks and their amenities more accessible	4	5	5	5	3	6	<b>16</b>	3
Increase parkland by acquiring additional land	3	5	5	5	1	6	<b>13</b>	5
Diversify offerings at parks	4	3	5	3	3	6	<b>12</b>	3
Increase use of existing park space	5	3	5	3	1	6	<b>11</b>	3
Create more space for large gatherings in parks	3	5	3	3	1	6	<b>9</b>	3
Add more elements that provide comfort and passive recreation	3	1	1	1	1	2	<b>5</b>	3
Increase human resources dedicated to maintaining parks	3	3	3	1	3	10	<b>3</b>	1

## D. PRIORITIZATION OF SPECIFIC PARK RECOMMENDATIONS

		Aligns with Guiding Principles	Demand	Impact	Urgency	Initial Cost	Ongoing Maintenance Costs		Funding Availability
		Scoring 0-5	Scoring 1, 3, 5 (low, med, high) x 2 (weighted twice as much as other items) and subtracted from total points		Scoring 1,3, 5 (difficult to obtain, potential, funds in hand)				
	Recommendation							<b>Total</b>	
Von Baer Park	Average	2.4	2.3	3.2	2.3	2.3	4.3	<b>8.3</b>	
	Upgrade trails for accessibility	3	3	5	5	1	2	<b>15</b>	3
	Automate irrigation system	1	5	3	3	3	2	<b>13</b>	3
	Upgrade pavilion and serving area	3	5	3	5	1	6	<b>11</b>	3
	Add amphitheater	4	3	5	1	1	6	<b>8</b>	1
	Add small pavilions	3	1	1	1	3	6	<b>3</b>	1
	Enhance trail heads	3	1	3	1	5	6	<b>7</b>	5
	Screen green waste	1	1	3	1	3	2	<b>7</b>	3
	Add restroom	1	1	3	3	1	6	<b>3</b>	1
	Add a pollinator garden with educational signage	3	1	3	1	3	3	<b>8</b>	3

D. PRIORITIZATION OF SPECIFIC PARK RECOMMENDATIONS (CONT.)

		Aligns with Guiding Principles	Demand	Impact	Urgency	Initial Cost	Ongoing Maintenance Costs	Total	Funding Availability
Alma Leonhardt Park	Average	2.2	4.3	3	3.7	3.7	4.7	15	2.3
	Sound attenuation at pickleball courts	1	5	1	5	5	6	11	5
	Upgrade splash pad	3	3	3	3	1	2	11	1
	Construct remaining property	3	4		3	5	6	15	1
	1. Add pathways	3	5	5	3	3	6	11	1
	2. Add picnic areas	2	3	1	1	3	6	4	1
	3. Add open field spaces	3	5	5	5	1	6	13	1
HamPshire Park	Average	3	1	2	1	4	6	5	5
	Add shade trees	3	1	3	1	5	6	7	5
	Add small pavilion	3	1	1	1	3	6	3	
Jay's Well	Average	3	3	3.8	2.2	3	4.6	10.4	4
	Add Boulder play area	4	3	3	1	1	6	6	3
	Add fruit orchard	4	3	5	3	3	6	12	5
	Add signage	3	5	5	3	5	2	19	5
	Add fitness equipment	1	3	3	3	3	6	7	3
	Add Pollinator Garden with Educational Signage	3	1	3	1	3	3	8	3

#### D. PRIORITIZATION OF SPECIFIC PARK RECOMMENDATIONS (CONT.)

		Aligns with Guiding Principles	Demand	Impact	Urgency	Initial Cost	Ongoing Maintenance Costs	Total	Funding Availability
Meadow Ridge Park	Average	2.7	3	3.3	3	3	4.9	<b>10</b>	2.4
	Upgrade sport court	3	3	1	5	3	6	<b>9</b>	5
	Replace volley ball court with lawn	3	3	3	1	5	2	<b>13</b>	3
	Increase parkland	3	5	5	5	1	6	<b>13</b>	1
	1. Add field space	2	5	5	5	1	6	<b>12</b>	1
	2. Add pathways	3	3	5	3	3	6	<b>11</b>	1
	3. Add trees	2	1	3	1	5	2	<b>10</b>	5
	4. Add picnic area	3	1	1	1	3	6	<b>3</b>	1
Brookside Park	Average	3	3	1	3	5	2	<b>13</b>	3
	Add Signage	3	3	1	3	5	2	<b>13</b>	3
Uptown Park	Average	2.7	3.7	3	2.3	2.3	6	<b>8</b>	2.3
	Add Pathways	3	5	5	3	3	6	<b>13</b>	3
	Add pickle Ball courts	2	3	1	3	3	6	<b>6</b>	1
	Upgrade play-ground equipment	3	3	3	1	1	6	<b>5</b>	3
Hillcrest Park	Average	3.2	2.7	2	1.7	2.7	5.3	<b>7</b>	3.3
	Reduce cobble at detention basin	3	1	1	1	3	6	<b>3</b>	1
	Add pavilion	4	3	1	3	3	6	<b>8</b>	3
	Add small restroom	3	3	3	1	1	6	<b>5</b>	5
	Add playground	3	3	1	1	1	6	<b>3</b>	3
	Add sport court	3	3	1	3	3	6	<b>7</b>	3
	Add park signage	3	3	5	1	5	2	<b>15</b>	5

D. PRIORITIZATION OF SPECIFIC PARK RECOMMENDATIONS (CONT.)

		Aligns with Guiding Principles	Demand	Impact	Urgency	Initial Cost	Ongoing Maintenance Costs	Total	Funding Availability
Braegger Park	Average	2.7	3.7	1.7	3	3	4.7	<b>9</b>	3
	Add pickle court/sport court	2	5	1	5	3	6	<b>10</b>	5
	Add interior paths	3	3	3	1	3	2	<b>11</b>	3
	Upgrade playground	3	3	1	3	3	6	<b>7</b>	1
Cattle Corral Park	Average	2.1	3.2	2.8	2.1	3.2	5.1	<b>8</b>	2.6
	Enlarge pavilion	2	3	3	1	3	6	<b>6</b>	1
	Add playground	2	3	1	1	3	6	<b>4</b>	1
	Add signage	3	5	5	3	5	2	<b>19</b>	5
	Add kiosk	3	3	3	1	5	2	<b>13</b>	3
	Upgrade fencing	1	3	5	3	3	6	<b>9</b>	3
	Add parking	1	3	1	1	3	6	<b>3</b>	1
	Update sport court	3	5	1	5	3	6	<b>11</b>	5
	Add pathways	3	3	5	3	3	6	<b>11</b>	3
Modify irrigation ditch	1	1	1	1	1	2	<b>3</b>	1	
Zollinger Park	Average	2	5	4	4	3	4	<b>14</b>	3.7
	Add pathways	3	5	5	3	3	2	<b>17</b>	3
	Upgrade restroom	1	5	3	5	3	6	<b>11</b>	5
	Add Above Ground Skate Park (8,500 sqft)	2	5	3	5	5	2	<b>18</b>	3
	Acquire adjacent land	2	5	5	3	1	6	<b>10</b>	3
	1. Add pavilion	2	3	3	1	3	6	<b>6</b>	1
	2. add parking	1	3	3	3	1	6	<b>5</b>	1
	3. add field space	3	5	5	3	1	6	<b>11</b>	1

## E. PARK IMPROVEMENT COSTS - ITEMIZED LIST

Type	Name	Land acquisition \$/ acre	Pathway/ trail \$/LF	Signage \$ea	information kiosk \$ea	Fencing \$/lf	Trees \$ea	fitness Equipment \$ea	Amphitheater \$ea	Restroom w/drinking fountain \$ea	Medium Pavillion \$ea	Small Pavillion \$ea	Sport Court (Volleyball, Basketball, Tennis, Pickleball, etc.) \$ea	Swing Set \$ea
		91,136	47	2,000	2,000	48	500	9,000	90,000	150,000	65,000	40,000	70,000	25,000
Regional	Von Baer	0	1310	1	1					1	2			
	Total	\$ -	\$ 61,570	\$ 2,000	\$ 2,000	\$ -	\$ -	\$ -	\$ -	\$ 150,000	\$ 130,000	\$ -	\$ -	\$ -
Regional	Zollinger	6.68	4687	1	1		0	4		0	1		0	0
	Total	\$ 608,788	\$ 220,289	\$ 2,000	\$ 2,000	\$ -	\$ -	\$ 36,000	\$ -	\$ -	\$ 65,000	\$ -	\$ -	\$ -
Neighborhood	Alma Leonhardt		1450				50							
	Total	\$ -	\$ 68,150	\$ -	\$ -	\$ -	\$ 25,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Neighborhood	Breagger	0	687										2	
	Total	\$ -	\$ 32,289	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 140,000	\$ -
Neighborhood	Uptown	0	538										1	1
	Total	\$ -	\$ 25,286	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 40,000	\$ -	\$ 25,000
Local	Brookside	0	0	2						0				0
	Total	\$ -	\$ -	\$ 4,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Local	Hampshire	0	0				6						1	
	Total	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 3000	\$ 0	\$ 0	\$ 0	\$ 0	\$ 40000	\$ 0	\$ 0
Local	Hillcrest	0	80	1			15	1		1	1		1	
	Total	\$ -	\$ 3,760	\$ 2,000	\$ -	\$ -	\$ 7,500	\$ 9,000	\$ -	\$ 150,000	\$ 65,000	\$ -	\$ 70,000	\$ -
Local	Jays Well	0	300	1	1		20	1						
	Total	\$ -	\$ 14,100	\$ 2,000	\$ 2,000	\$ -	\$ 10,000	\$ 9,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Local	Meadow Ridge	1	734										1	0
	Total	\$ 91,136	\$ 34,498	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 70,000	\$ -
Local	Cattle Corral	0	170	1	1	200					1		1	0
	Total	\$ -	\$ 7,990	\$ 2,000	\$ 2,000	\$ 9,600	\$ -	\$ -	\$ -	\$ -	\$ 65,000	\$ -	\$ 70,000	\$ -
Community	NEW PARK	10	5000	1	2	2000	150	5	0	1	2	2	4	2
	Total	\$ 911,360	\$ 235,000	\$ 2,000	\$ 4,000	\$ 96,000	\$ 75,000	\$ 45,000	\$ -	\$ 150,000	\$ 130,000	\$ 80,000	\$ 280,000	\$ 50,000

## E. PARK IMPROVEMENT COSTS - ITEMIZED LIST (CONT.)

Type	Name	Baseball Field \$ea	Soccer Field \$ea	Picnic Tables \$ea	Bike Rack \$ea	Medium Play Structure \$ea	Small Play Structure \$ea	Parking Lot (50 stalls=community, 100 stalls=regional)	Small Pollinator Garden	Educational Signage for Pollinator Garden	Above Ground Skate Park (8,500 sqft)	Trash Cans \$ea	Subtotal
Regional	<b>Von Baer</b>	\$450,000	\$100,000	\$2,500	\$1,500	\$150,000	\$50,000	\$3,000	\$10,000	\$7,000	\$300,000	\$750	
				4		0		4	1	1	0		
	Total	\$ -	\$ -	\$ 10,000	\$ -	\$ -	\$ -	\$ 12,000	\$ 10,000	\$ 7,000	\$ -	\$ -	\$ 384,570
Regional	<b>Zollinger</b>	1	2	10	1	1	0	50	0	0	1	0	
	Total	\$ 450,000	\$ 200,000	\$ 25,000	\$ 1,500	\$ 150,000	\$ -	\$ 150,000	\$ -	\$ -	\$ 300,000	\$ -	\$ 2,210,577
Neighborhood	<b>Alma Leonhardt</b>		1	2				0	0	0	0		
	Total	\$ -	\$ 100,000	\$ 5,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 198,150
Neighborhood	<b>Breaggar</b>			1	1	0	1	0	0	0	0		
	Total	\$ -	\$ -	\$ 2,500	\$ 1,500	\$ -	\$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 226,289
Neighborhood	<b>Uptown</b>			1	1	1		0	0	0	0		
	Total	\$ -	\$ -	\$ 2,500	\$ 1,500	\$ 150,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 244,286
Local	<b>Brookside</b>	0				0		0	0	0	0	0	
	Total	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 4,000
Local	<b>Hampshire</b>							0	0	0	0	0	
	Total	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 0	\$ 43,000
Local	<b>Hillcrest</b>			6	1	1		0	0	0	0		
	Total	\$ -	\$ -	\$ 15,000	\$ 1,500	\$ 150,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 473,760
Local	<b>Jays Well</b>					1		10	1	1	0		
	Total	\$ -	\$ -	\$ -	\$ -	\$ 150,000	\$ -	\$ 30,000	\$ 10,000	\$ 7,000	\$ -	\$ -	\$ 234,100
Local	<b>Meadow Ridge</b>	0	1	2	1	0	0	0	0	0	0	0	
	Total	\$ -	\$ 100,000	\$ 5,000	\$ 1,500	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 302,134
Local	<b>Cattle Corral</b>	0	0	6	1	0	1	0	0	0	0	0	
	Total	\$ -	\$ -	\$ 15,000	\$ 1,500	\$ -	\$ 50,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 223,090
Community	<b>NEW PARK</b>	0	3	20	2	1	1	100	0	0	0	10	
	Total	\$ -	\$ 300,000	\$ 50,000	\$ 3,000	\$ 150,000	\$ 50,000	\$ 300,000	\$ -	\$ -	\$ -	\$ 7,500	\$ 2,918,860

## F. PRIORITIZATION OF TRAILS AND RECREATION RECOMMENDATIONS

In addition to the general and specific park recommendations, this plan prioritized the trail and recreation recommendations as follows:

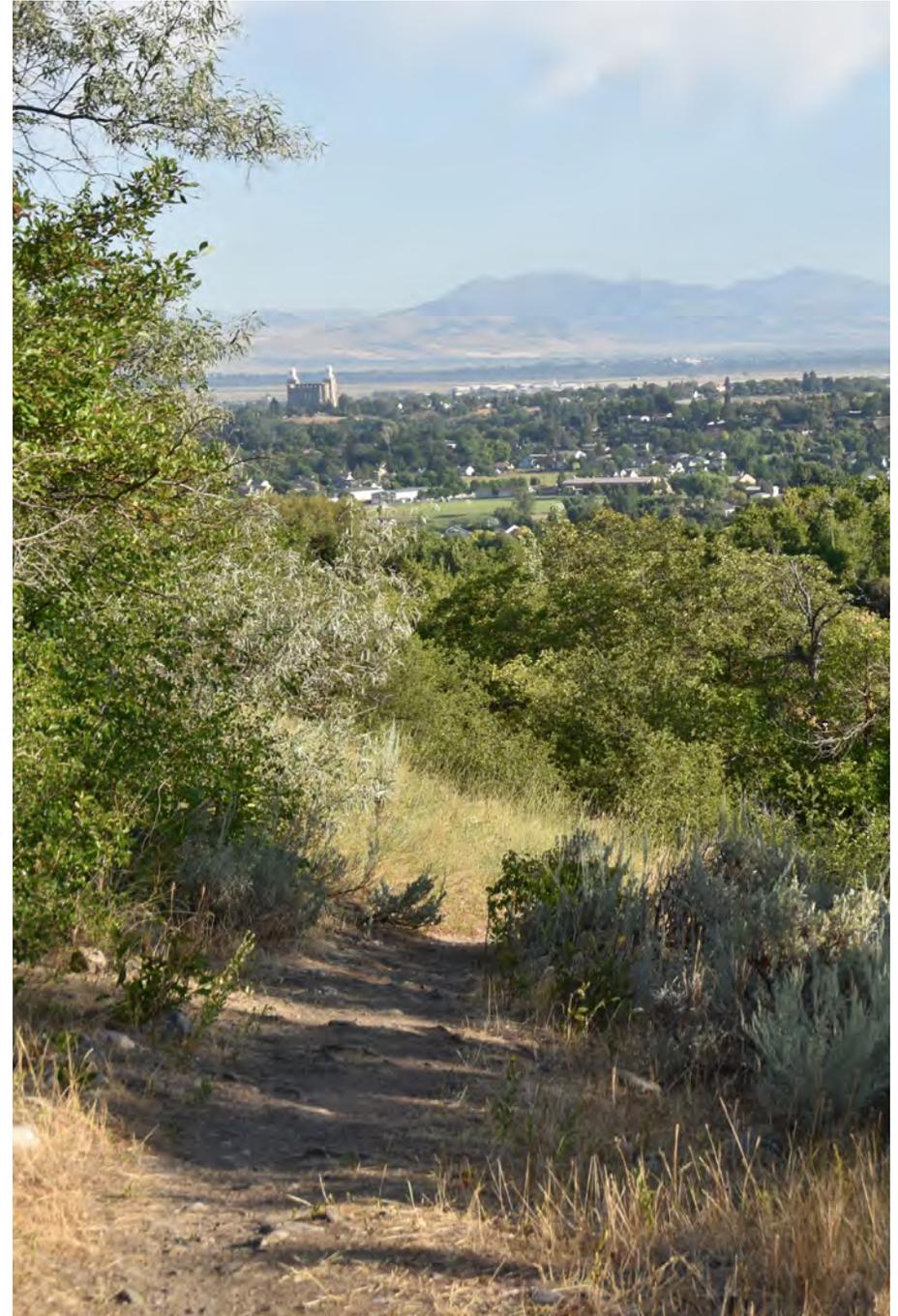
### Trails:

1. Roadside pedestrian and bicycle shared pathways throughout the City (see page 4.16)
2. Zollinger Park shared use path (see page 4.16)
3. Von Baer Park trail revision (see page 4.17)
4. Edgehill to 400 South connector trail (see page 4.17)
5. Syncline to Providence Canyon trail connector (see page 4.18)

### Recreation:

1. Improve communication regarding recreational programs
2. Add more all-age, all-ability family appropriate programming and events

The community engagement process revealed that trails are currently the citizen's highest priority for immediate improvement within the City, therefore, Providence should focus its resources on implementing at least the first two trail recommendations soon.



*Trail in Von Baer Park*

## G. OVERVIEW OF PRIMARY FUNDING SOURCES

Multiple funding sources are available for funding parks, trails and recreation facilities. The primary options include grants, impact fees, taxes, park fees and the issuance of debt (bonds). The following sections discuss some of the advantages and disadvantages of each revenue source, along with the appropriateness of each source to various capital or operating needs.

Potential funding sources are discussed in more detail in this report and are organized based on whether each one is a new revenue source (i.e., new revenue streams would flow to the City) or whether it simply represents a diversion of an existing revenue stream.

### New Revenue Sources

- Conservation Easements
- Transfer of Development Rights
- Property Tax Increase
- General Obligation Bonds
- User Fees
- Foundations and Donations
- Joint Funding Partnerships
- Grants and Other Funding Sources
- Community Reinvestment Areas
- Special Assessment Areas
- Recreation District

### Existing Revenue Sources

- Sales Tax
- Property Tax
- Lease Revenue Bonds
- Impact Fees

# New Revenue Streams

## Conservation Easements

With a conservation easement, a property owner could receive substantial tax benefits while still retaining the use of his property for farming, but while disallowing the building of any structures on the site. In order to determine the value of a conservation easement, an appraisal is conducted of the current, base value of the property, along with an analysis of the highest and best use of the property. The difference becomes the basis for the tax credits against capital gains for 20 years. Conservation easements have a very limited investment field but have proven very popular in places like Jackson Hole, WY. The question for Providence would be whether or not a property owner could get enough value out of the highest and best use of his property, and whether the tax credits would be advantageous to him.

## Transfer of Development Rights (TDRs)

A TDR program would only be successful in Providence if the City could identify appropriate sending and receiving areas. Sending areas are those areas where open space preservation is desired. Receiving areas are those areas where added density would be allowed - in other words a transfer of the development rights from the sending area to the receiving area. The City would need to show that there is a market for more density in the receiving area than what is currently allowed, and that it would be financially advantageous to a developer to take advantage of a TDR program.

## Property Tax Increase

Any property tax increases must go through a truth-in-taxation process which requires a public hearing. Therefore, cities are often reluctant to increase property tax rates. However, when a City does not regularly increase property tax rates, it sees declining revenues, in terms of buying power, due to inflationary impacts on expenses. If a property tax increase were to be enacted, the increased revenues would flow to the General Fund. However, there is no guarantee that the increased funds would be devoted to the parks department.

## New Revenue Streams (cont.)

### General Obligation Bonds

General obligation bonds are a common resource for funding major capital facilities, such as a recreation center or sports park, that benefits all of the community. Often, several communities will join together to join their resources (i.e., tax base) to build a joint facility that serves several communities.

General obligation bonds, commonly referred to as “G.O. bonds,” are the least costly form of financing for capital facilities. They attract the lowest interest rates in the market because they are secured by the “full faith and credit” - the unlimited pledge of the taxing ability of the community and therefore have the least credit risk to investors. 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.

It is our experience that if the recreation improvements being considered for funding through the G.O. bond have 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, due to the fact that 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.

General Obligation bonds (“GO”) are subject to simple majority voter approval by the constituents of the issuing entity. General obligation elections can be held once each year, in November, following certain notification procedures that must be adhered to in accordance with State Statutes in order to call the election (pursuant to Utah State Code 11-14-2 through 12). Following a successful election, it is not necessary to issue bonds immediately, but all bonds authorized must be issued within ten years. Once given the approval to proceed with the issuance of the bonds, it would take approximately 90 days to complete the bond issuance.

General obligation bonds can be issued for any governmental purpose as detailed in Utah Code §11-14-1. The proceeds from bonds issued on or after May 14, 2013 may not be used for operation and maintenance expenses for more than one year after the date any of the proceeds are first used for those expenses. Therefore, GO bonds would not be a viable source of operating and maintenance expenses for Providence. If capital improvements are desired to be made, GO bonds could be used for this purpose.

## New Revenue Streams (cont.)

### General Obligation Bonds (cont.)

The amount of general obligation debt is subject to the following statutory limitations:

- Counties are limited to two percent (2%) of the total taxable value of the County;
- School Districts are limited to four percent (4%) of the total taxable value in the District;
- Cities of the 1st and 2nd class are limited to a total of eight percent (8%) of the total taxable value, four (4%) for general purposes and four (4%) for water, sewer and power; and
- Cities of other classes (such as Providence) or towns are limited to a total of twelve percent (12%) of total taxable value, four percent (4%) for general purposes and eight percent (8%) for water, sewer and lights.

Notwithstanding the limits noted above, most local governments in Utah have significantly less debt than their statutory limitations.

Pursuant to state law, general obligation bonds must mature in not more than forty years from their date of issuance. Typically, however, most GO bonds mature in 15- 20 years.

Advantages of G.O. Bonds:

- Lowest cost form of borrowing
- 'New' source of revenues identified

Disadvantages of G.O. Bonds:

- Timing issues; limited date to hold required G.O. election
- Risk of a "no" vote while still incurring costs of holding a bond election
- Possibility of election failure due to lack of perceived benefit to majority of voters
- Must levy property tax on all property even if some properties receive limited or no benefit from the proposed improvements
- Can only bond for physical facilities, not ongoing or additional operation and maintenance expense

## New Revenue Streams (cont.)

### User Fees

User fees are generally charged for recreation facilities or, in some cases, for access to specific trails and facilities. Reasons for not including fees for trails include the difficulty and cost of collecting fees, especially with multiple access points. Another user fee option for trails is to issue permits to park in an area with trail access. Even if permits were required, rather than establishing a pay station, enforcement of permits (i.e., bike tags, parking permits, etc.) would be costly and enforcement would be sporadic at best. And, some communities have found that an unintended negative consequence is that parking spills over into adjacent neighborhoods.

### Joint Funding Partnerships

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

#### Advantages:

- Spreads the costs, thereby resulting in a lower burden on Providence
- Additional revenues may provide opportunities to provide additional facilities or services using the open space

#### Disadvantages:

- Does not provide a steady and reliable source of revenue
- Cannot bond against these revenues

## New Revenue Streams (cont.)

### Foundations and Donations

Creating a foundation could provide an additional method of generating new revenues for the City – especially for preservation and development of wilderness corridors. One example is the Mountain Trails Foundation (MTF).

MTF has five membership options, ranging from \$10 to \$300+. The most popular options are the \$50 and \$100 a year donations. Membership results in various coupons, discounts, and gifts (depending upon the \$ level - maps, socks, vests, jackets, etc.). Memberships represent 60 percent of the Foundation’s annual revenues, while races, grants, and corporate sponsorships provide the rest of the revenue.

During one year MTF spent \$130,000 for summer trail maintenance and an additional \$30,000 for winter trail grooming. Since its inception in 1994, MTF has been able to increase trail miles from 40 to over 400. Annual membership averages close to 4,000 members. Major corporate sponsors from the sporting goods industry often provide their “gear” at significantly lower prices to foundations. Therefore, many people join MTF because they are rewarded with athletic gear to offset the cost of their annual donation. Car window stickers for MTF are also viewed as something of a status symbol by some Summit County residents.

Revenue generated through memberships (representing roughly 60 percent of total revenues) is supplemented by corporate sponsorships and races. Increased races sponsored by a Foundation would be another means of increasing revenue streams for preservation of open space.

#### Advantages:

- Those most involved and interested contribute to the associated costs
- Creates a sense of pride and ownership in recreation-related facilities
- Partners with the private sector to increase business contributions

#### Disadvantages:

- Not a steady or consistent revenue source
- Cannot bond against these revenues
- May take time to build up significant membership and revenues
- Administrative costs of running the Foundation unless done by volunteers

## New Revenue Streams (cont.)

### Grants and Other Funding Sources

The following sources may serve as a supplement to, though not a replacement for, the previous funding sources. The availability of these funds may change annually depending on budget allocations. The Land and Water Conservation Fund is the most widely used grant source and is described in some detail, followed by a list of other potential grant sources.

#### Land and Water Conservation Fund

The LWCF state assistance program provides matching grants to help states and local communities protect parks and recreation resources. Running the gamut from wilderness to trails and neighborhood playgrounds, LWCF funding has benefited nearly every county in America, supporting over 41,000 projects. This 50:50 matching program is the primary federal investment tool to ensure that families have easy access to parks and open space, hiking and riding trails, and neighborhood recreation facilities. Allocation amounts have decreased over time and LCWF reports a backlog of needs for these funds. This program is administered locally by Utah State Parks and Recreation.

Other grant sources include:

Utah Open Lands Trust  
<https://www.utahopenlands.org/>

Utah Mule Deer Foundation, Propose a Project  
<https://muledeer.org/propose-a-project-guidelines>

Utah Outdoor Recreation Grant  
<https://business.utah.gov/outdoor/uorg/>

Land and Water Conservation Grants  
<https://stateparks.utah.gov/resources/grants/land-and-water-conservation-fund/>

## New Revenue Streams (cont.)

### Grants and Other Funding Sources (cont.)

Sportsmen for Fish and Wildlife

<https://sfw.net/>

Rocky Mountain Elk Foundation

<https://www.rmef.org/elk-network/rmefgrantsbenefitutahwildlifehabitatresearchprojects/>

The Wildlife Society

<https://wildlife.org/utah/annual-meeting/grants-in-aid/>

Outdoors Tomorrow Foundation

<https://www.gootf.com/faqs/apply-for-a-wildlife-conservation-grant/>

Chan Zuckerberg Initiative

<https://chanzuckerberg.com/grants-ventures/>

US Government Corridor Grants

U.S. Secretary of the Interior David Bernhardt announced the award of \$2.1 million in grants to state and local partners in Colorado, Montana, Nevada, Utah, Washington, and Wyoming for habitat conservation activities in migration corridors and winter range for elk, mule deer, and pronghorn. The targeted big game species will benefit from the conservation actions funded by these grants as will a wide array of plant and other wildlife species.

<https://www.doi.gov/pressreleases/secretary-bernhardt-announces-107-million-public-private-support-big-game-migration>

<https://www.doi.gov/ocl/wildlife-legislation>

## New Revenue Streams (cont.)

### Grants and Other Funding Sources (cont.)

#### Wildlife Legislation/Grant Opportunities

H.R. 2795, the “Wildlife Corridors Conservation Act”

H.R. 2795 would create a National Wildlife Corridor System on federal lands and waters that would be managed by the relevant Secretaries of jurisdiction, as well as a tribal wildlife corridor designation program that is voluntary for tribal participation. Under this bill, a grant program would be established to provide funding for wildlife corridor management on non-federal lands and waters to support movement of wildlife and habitat connectivity.

H.R. 3742, the “Recovering America’s Wildlife Act”

H.R. 3742 proposes to redirect \$1.3 billion annually from existing revenue in the general treasury fund to States and Territories for fish and wildlife conservation, and \$97.5 million for Tribal fish and wildlife conservation. The funding would provide States and Territories with critical resources necessary to implement their wildlife action plans—which all 50 States and six territories have developed—to support species of greatest conservation need identified in these plans.

Destination Development Grant

<https://travel.utah.gov/news/destination-development-grant-program>

**The Conservation Alliance** seeks to protect threatened wild places throughout North America for their habitat and recreational values. As a group of outdoor companies, it recognizes the responsibility to help protect the wild lands and waterways. To achieve that goal, it makes grants to nonprofit organizations working to protect the special wild lands and waters in their backyards.

## New Revenue Streams (cont.)

### Grants and Other Funding Sources (cont.)

#### **Private and Public Partnerships**

The Parks and Recreation Department or a group of communities acting cooperatively, and a private developer or other government or quasi-government agency may often cooperate on a facility that services the public, yet is also attractive to an entrepreneur or another partner.

#### **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 often in concert with a foundation (see Foundations and Donations above). 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.

#### **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 park development. The City can require dedication of park land through review of projects such as Planned Units Developments (PUDs). Many cities have received park dedications and trail easements.

#### **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.

Another potential partnership with service organizations is through an Adopt-A-Trail program where various organizations assist with maintenance of City open space and thereby reduce operating costs.

## New Revenue Streams (cont.)

### Community Reinvestment Areas

Generally, redevelopment agency (RDA) funds are restricted for use in redevelopment areas (unless for housing). 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.

### Special Assessment Areas

Special Assessment Areas (“SAAs”), formerly known as Special Improvement Districts or “SID”s, are a financing mechanism that allows governmental entities to designate a specific area for the purpose of financing the costs of improvements, operation and maintenance, or economic promotion activities that benefit property within the area. Entities can then levy a special assessment, on parity with a tax lien, to pay for those improvements or ongoing maintenance. The special assessment can be pledged to retire bonds, known as Special Assessment Bonds, if issued to finance construction of a project. Utah Code §11-42 deals with the requirements of special assessment areas.

The underlying rationale of an SAA is that only those property owners who benefit from the public improvements and ongoing maintenance of the properties will be assessed for the associated costs as opposed to other financing structures in which all City residents pay either through property taxes or increased service fees. If the boundaries of the SAA were the same as with that of the City, the SAA would provide no advantage in terms of funding to the City. **Therefore, this method is not recommended as a potential source of funding.** If the City were to join with neighboring cities to create a special recreation district, property tax revenues would be a better source of financing than special assessments.

While not subject to a bond election as is required for the issuance of General Obligation bonds, SAAs may not be created if 40 percent or more of those liable for the assessment payment protest its creation. Despite this legal threshold, most local government bodies tend to find it difficult to create an SAA if 10-20 percent of property owners oppose the SAA.

## New Revenue Streams (cont.)

### Special Assessment Areas (cont).

Once created, an SAA's ability to levy an assessment has similar collection priority / legal standing as a property tax assessment. However, since it is not a property tax, any financing secured by that levy would likely be done at higher interest rates than general obligation, sales tax revenue or utility revenue bonds. Interest rates will depend on a number of factors including the ratio of the market value to the assessment bond amount, the diversity of property ownership and the perceived willingness and ability of property owners to make the assessment payments as they come due. Even with the best of special assessment credit structure, if bonds are issued they are likely to be non-rated and therefore would be issued at rates quite a bit higher than similar General Obligation Bonds that would likely be rated. All improvements financed via an SAA must be owned by the City and the repayment period cannot exceed twenty (20) years.

Whenever SAAs are created, entities have to select a method of assessment (i.e. per lot, per unit (ERU), per acre, by front-footage, etc.) which is reasonable, fair and equitable to all property owners within the SAA. State law does not allow property owned by local government entities such as cities or school districts to be assessed.

#### Advantages of Special Assessment Areas:

- Bonds are tax-exempt although the interest cost is not as low as a GO or revenue bond
- No requirement to hold a bond election but the City must hold a meeting for property owners to be assessed before the SAA can be created
- Only benefited property owners pay for the improvements or ongoing maintenance
- Limited risk to the City as there is no general tax or revenue pledge
- Flexibility since property owners may pre-pay their assessment prior to bond issuance or annually thereafter as the bond documents dictate - if bonds are issued

#### Disadvantages of Special Assessment Areas:

- Forty percent of the assessed liability, be it one property owner or many could defeat the effort to create the SAA if they do not want to pay the assessment
- Some increased administrative burden for the City although State law permits an additional amount to be included in each assessment to either pay the City's increased administrative costs or permit the City to hire an outside SAA administrator
- The City cannot assess certain government-owned property within the SAA
- No real funding benefit to the City since the boundary would be the same as the City.

## New Revenue Streams (cont.)

### Recreation District

Utah law allows for the creation of special districts based on Utah Code §17B. The generic term for all entities that fall under Title 17B of the Utah Code is “local district.” The only type of district in Utah that is not a “local district” is a “special service district.” Title 17D Chapter 1 of the Utah Code deals with the creation and administration of special service districts and is known as the “Special Service District Act.”

Local districts may be created for a variety of purposes including park operations, recreational facilities and services. A special service district created under Title 17D is a hybrid entity in that it is an independent governmental entity, except when it comes to the levy of taxes or assessments, the issuance of debt, or the holding of an election. These actions must be approved by the governmental entity that created the special service district. In reality, special service districts are still ultimately under the control of their creating entities. A special service district may be created by a city or county to provide a variety of services, including recreation.

Local districts and special service districts can only be created by cities or counties. The process is initiated either by the cities or counties themselves by resolution, or by petition from a group of citizens. In order to be created, local districts require a petition signed by 33 percent of the private property owners within the proposed district whose property values total at least 25 percent of the value of all private real property within the proposed district or 33 percent of the voters within the proposed district who voted in the last general election for Governor. Special service districts require a citizen petition to be signed by property owners within the proposed district whose property values total at least 10 percent of the taxable value of all taxable property within the proposed special service district or at least ten percent of the registered voters within the proposed special service district.

Governance options between the two types of districts differ somewhat. While both are under the jurisdiction of a local governing board, which must have at least three members, special service districts are governed by the cities or counties that create them. A local district determines, at its creation, whether board members will be appointed, elected, or a hybrid with some members appointed and others elected.

The major difference between the two types of districts is in their ability to tax. Local districts may levy property taxes but special service districts can only do so if the governing body that created the district votes to do so and the tax is approved by a majority of voters. All

## New Revenue Streams (cont.)

### Recreation District (cont.)

Limits are also placed on local districts and special districts for bonded indebtedness. Utah Code §11-14-310(3)(b) limits general obligation bonds to a percentage of the fair market value of all taxable property within the district. The limit for a local district is .05 and 0.12 for a special service district (unless specified in the Code for a specific type of special service district).

Liability insurance is required for all districts with budgets in excess of \$50,000. All districts must comply with most of the Utah Procurement Code as found in Section 63G-6-104 and must adopt and implement formal purchasing policies and procedures.

If some sort of recreation district were to be created, the total taxable value of the district would be used to determine the tax rate necessary to raise the desired amount of annual operating revenues necessary to support open space.

The advantages and disadvantages of a recreation district are summarized as follows:

#### Advantages:

- Spread costs over a larger population
- Taxing ability that does not show up on the books of the City

#### Disadvantages:

- Loss of direct governance and control of recreation facilities

## H. SUMMARY OF POTENTIAL FUNDING SOURCES

FUNDING SOURCE	AVAILABILITY	STRENGTHS	WEAKNESSES	COMMENTS
Property Tax Increase	Requires truth-in-taxation public hearing	Stable revenue source	No guarantees funds would be spent on parks	Not likely to be approved by City Council for a dedicated parks and recreation funding source
Foundations and Donations	Very competitive and annual allocations change; would likely need to set up a 501(c)3 to receive funds	New revenue stream	Competitiveness in obtaining this resource	
Joint Funding Partnerships	An available option, could take several forms such as Intergovernmental Agreement or Local District.	Additional resources available	May lose some control of facilities or governance	

FUNDING SOURCE	AVAILABILITY	STRENGTHS	WEAKNESSES	COMMENTS
Grants and Other Funding Sources	Very competitive and annual allocations change	New revenue stream	Competitiveness in obtaining this resource	
Special Assessment Area (SAA)	Can create for any size area	Assessments on property; can foreclose	Extremely difficult to obtain approval from all affected properties	High protests likely from high number of property owners; no advantage to creating district if it is the same as with City boundaries
Local Recreation District	City could create a special service district for parks and recreation	Can spread costs over a larger geographic area and population	Could reduce local control because the District would be shared with other cities.	Could be advantageous if combined with other communities because costs would be spread over a larger area
Conservation Easements	Must have willing property owners	Conservation remains in perpetuity; can be farmed	Limited investment field who benefit from tax credits	
Transfer of Development Rights (TDRs)	Depends on availability and attractiveness of receiving areas	Preserves open space while respecting development rights	Difficult to find sufficient receiving areas	