

SALT LAKE CITY OPEN SPACE ACQUISITION STRATEGY



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INTRODUCTION

Summary

The Open Space Acquisition Strategy is comprised of tools and processes by which Salt Lake City's open space inventory can be increased. This plan has been developed to facilitate the protection of critical lands that enhance quality of life and protect ecological functions throughout the City. This strategy will guide open space acquisition to protect critical lands, manage development and protect Salt Lake City's natural resources while enhancing quality of life.

Salt Lake City has an application process that the public, land owners, conservation agencies and City staff can utilize to submit projects to be reviewed through the City's Open Space Lands Program. Pre-application review is based around criteria listed on page 4. Upon pre-application approval, the parties are invited to submit a full application that is reviewed against the following criteria: costs and funding, community support, geographical connection, ecological benefit, quality of life.

Open Space in Salt Lake City

Currently, open space lands are defined by City code as parcels in a predominantly open and undeveloped condition. In order to more specifically define open space, Salt Lake City will be proposing new zoning classifications during 2011 for all lands currently zoned as OS and NOS to reflect their intended use and management. Open space lands zoned OS or NOS have the following quality and character values:

Aquifer recharge areas	Nature preserves
Flood plains	Non-motorized trail corridors in natural areas
Greenway along stream corridors	Non-motorized trailhead without parking
Geologically sensitive areas	River, stream and riparian corridors
Great Salt Lake wetlands, shorelands and uplands	Undevelopable foothill areas
Native plant communities	Water bodies
Natural areas	Wetlands
Natural conservation areas	Wildlife habitat

Need for an Open Space Lands Acquisition Strategy

As Salt Lake City's population continues to grow it is imperative that open space acquisitions are based on a sound strategy to mitigate for increased pressures on open space, provide respite for urban populations and protect clean water and wildlife habitat. The 2000 US Census ranks Utah as the fourth fastest growing state in the nation, increasing in population from 1990 to 2000 by 29.6%. (http://www.wfrc.org/cms/image_library/SupMaterial/WFRC/UtahPop.pdf) As open space use and population increase in Salt Lake City, it is important that large, contiguous open space areas are conserved for the quality of life of citizens and wildlife. This plan facilitates strategic acquisition by empowering decision makers and the public with critical standardized information that identifies parcel attributes and data relevant to the program's criteria.

Background

In 2003 voters passed the \$5.4 million Open Space Bond Fund for the acquisition of open space lands. In 2004 the Open Space Lands Advisory Board (OSLAB) replaced the Mayor's Open Space Advisory Committee (MOSAC). The Board worked with City representatives to pass the Open Space Lands Program Ordinance 2.90 in 2004. The board then worked to create guidelines for applications and the review of projects. In January of 2008, the City hired an Open Space Lands Program Manager.

The establishment of the Open Space Lands Program and open space acquisition bond funds creates a necessity to define procedures, priorities and strategies for the use of public funds for the purpose of increasing open space in a transparent process. The focus of the Open Space Lands Program and its open space acquisition efforts will be to implement strategies to identify priority acquisition areas.

A number of Salt Lake City's (SLC) departments and programs facilitate outdoor opportunities through various missions which include recreation, access, connectivity and environmental and natural resource protection. For example, SLC Public Utilities actively conserves watershed lands in the Wasatch Mountains.

Benefits of Open Space Conservation

Open spaces and natural areas are vital to maintaining a livable community. Public access to natural areas close to home support healthy lifestyles, increase community engagement and keep us in touch with our cultural landscape. It is through opportunities to explore open space and places of natural beauty that children experience the benefits and become future advocates for open space.

Open space conservation benefits the public by supporting a variety of ecosystem services such as clean air, cooler neighborhoods, walkability, groundwater recharge and aquifer replenishment, clean drinking water, carbon sinks to help offset the effects of automobiles, industries and homes, and the absorption and conveyance of stormwater. The United Nations 2004 Millennium Ecosystem Assessment defines and divides ecosystem services into four broad categories: provisioning, such as the production of food and water; regulating, such as the control of climate and disease; supporting, such as nutrient cycles and crop pollination; and cultural, such as spiritual and recreational benefits. (<http://www.millenniu-massessment.org/en/index.aspx>)

The protection of open space areas, especially those identified as habitat for native plants and wildlife, protects area biodiversity. Biodiversity and the variations in life forms in an ecosystem are often used as indicators of the health of biologic systems. Threatened and endemic species, such as the Bonneville Cutthroat Trout found only in this region, require conservation efforts for their habitat to ensure their continued existence. These and other wildlife species depend upon the protection of riparian and upland habitat areas. The Division of Wildlife reports that lowland river and stream banks (riparian areas below 5000 ft elevation), comprises 0.2 % of Utah's lands area, making it rare habitat. At least 98 of Utah's avian species use lowland riparian habitat as either primary or secondary breeding habitat. The conservation of a diversity of habitat types will ensure that a broad spectrum of species will continue to have areas to feed and reproduce furthering efforts to ensure biodiversity. (<http://wildlife.utah.gov/cwcs/01.pdf>)

Open spaces contribute greatly to both individuals and the greater community. This includes opportunities for recreation, health, aesthetics, social equity and economics. Availability of these amenities is a major factor in economic development. A joint economic committee of the United States Congress reports that the quality of life in a city is becoming an important factor when it comes to attracting new business. Businesses that are not reliant on either transportation or availability of raw materials may be located virtually anywhere, and typically choose cities that have the highest quality of life. Open space can increase property value as much as 30 percent. Often neighborhoods and areas that have the highest home values are located near a major open space amenity such as a park, stream, or foothills (*deBrun, 2007*).

Open Space Provides:

- Ecosystem Services
- Natural Resource Protection
- Wildlife Habitat
- Recreation and Public Access
- Viewshed
- Historic, Natural and Cultural Preservation
- Improved Quality of Life
- Economic Viability
- Increased Property Values
- Nature-based Tourism
- Reduction in Stormwater Infrastructure Costs
- Reduction in Public Health Costs
- Growth Management
- Defined Urban and Wildlife Interface
- Property Value Protection
- Infill Encouragement
- Disaster Resilience
- Groundwater Recharge
- Critical Lands Protection
- Educational Opportunities
- Research
- Stewardship and Service Learning Opportunities

ACQUISITION PRIORITIES & PROCESS

Acquisition Project types

In 2003, voters passed a bond to acquire, protect, preserve and promote the intended use of Open Space, Parks and Recreational Lands. In the Open Space Lands Program Ordinance 2.90, suitable acquisitions includes land types suitable for natural open space as well as certain types of parks and public lands. Salt Lake City has identified the need for sufficient parks and open spaces for respite, recreation and aesthetics for residents and visitors. The desired parks standards established in the 1977 Parks and Recreation Master Plan is 6.5 acres per 1,000 residents.

Natural Open Space Lands

The Salt Lake City Open Space Lands Program identifies parcels of land in a predominantly open and undeveloped condition for acquisition that are suitable for any of the following:

- | | |
|--|--|
| Aquifer recharge areas | Nature preserves |
| Flood plains | Non-motorized trail corridors in natural areas |
| Greenway along stream corridors | Non-motorized trailhead without parking |
| Geologically sensitive areas | River, stream and riparian corridors |
| Great Salt Lake wetlands, shorelands and uplands | Undevelopable foothill areas |
| Native plant communities | Water bodies |
| Natural areas | Wetlands |
| Natural conservation areas | Wildlife habitat |

Developed Parks and Public Lands

Salt Lake City could identify parcels of land for acquisition that are suitable for any of the following:

- Regional Parks
- Community Parks
- Neighborhood Parks
- Mini Parks*
- Dog Parks
- Playgrounds*
- Pedestrian and bike paths (paved and seperate from street)
- Trailheads, staging and parking areas (land and water trails)
- Community gardens*
- Urban farming and Agriculture

* denotes a park type that is fundable under the 2003 Open Space Bond

Acquisition Priorities

Every project is different with its own inherent values. The challenge before citizens, the Open Space Lands Advisory Board, City Council and the Mayor is to prioritize, recommend and fund projects that:

1. Increase public access for all to open space, connectivity of trail system and opportunities to experience nature and the cultural landscape
2. Protect ecologically significant areas for increased biodiversity and natural area connectivity
3. Secure lands to promote health, well-being and recreation opportunities

Project Development and Application Process

Salt Lake City accepts applications for fund requests to purchase fee title and/or conservation easement for qualifying open space acquisition projects. Projects can be submitted by the Open Space Lands Program, City departments, land owners, community councils, advocacy groups and land trusts. The public is encouraged to participate as open space advocates during this process and stewards for acquired properties.

Open Space Staff administers this program and makes recommendations regarding City wide open space planning and acquisition. The Open Space Lands Advisory Board (OSLAB) reviews project applications submitted to the Program and forwards recommendations to Salt Lake City's Mayor and City Council. The Mayor has final acquisition authority while City Council controls budget and expenditure for projects recommended by the Mayor and OSLAB. Applications, Program information and Open Space Lands Advisory Board meeting schedule can be found online at www.slcgov.com/slcgreen/openspace.

Pre-Applications

Criteria

Projects submitted for pre-application review must meet the following criteria:

- Location
- Willing seller
- Conservation values
- Qualifying project type
- Clear title

Process

Pre-application is received by Program staff

- Program staff will conduct preliminary site visit and review
- Qualifying properties will be submitted to OSLAB review
- Applicants are invited to attend a scheduled board meeting to answer questions

OSLAB recommendations

- Qualifying projects are recommended to move to full application process





Full Applications

Successful projects often merit recommendations and commitment from OSLAB, City Council and the Mayor prior to a finalized project funding structure in order to leverage City contributions.

Criteria

The Program Staff and OSLAB will use the following criteria to review projects submitted for full-application:

- Quality of life
- Ecological benefit
- Community support
- Geographical connections
- Costs and funding

Process

Full application is received by Program staff

- Site visit is scheduled for OSLAB and fundraising partners
- Reviewed and analyzed by Staff and OSLAB against criteria and GIS analysis tool
- Applicants attend OSLAB meeting
- Resolve any outstanding OSLAB issues and concerns
- Determination of applicable conservation tool (see page 12)
- Public Comment

OSLAB recommendations

- Program staff prepares transmittal to the Mayor and City Council with OSLAB project recommendations

Mayor's recommendation

- Forwarded to City Council

City Council reviews projects

- Direction given to Program Staff

Program Staff prepares open meeting transmittal for the Mayor to City Council

- OSLAB and Mayoral project recommendations included for open meeting

City Council funding recommendation

- Public Comment
- Approve/deny/defer project

City Council forwards recommendation to Mayor

Mayoral decision

- Program Staff will convey final decision to submitting parties through a letter
- City Staff will complete project development, acquisition and due diligence for approved project

Acquisition Criteria

Pre-Application

Location:

Projects within the Salt Lake City boundary receive first priority. There may be consideration for parcels that are adjacent to, or influence Salt Lake City.

Willing Seller:

The landowner is willing to enter into good faith negotiations with the City.

Conservation Values:

The project has open space conservation values such as open space, scenic, wildlife, recreational or agricultural.

Qualifying project type:

Project funds can be used for a fee title purchase or conservation easement.

Clear Title:

The appropriate title and ownership appear to be free of obvious problems.

Full Application

Quality of Life:

Projects have scenic, open space and aesthetic values and provide respite and opportunities for recreation while providing a buffer to or containing historic and/or cultural value. Potential for use by a diverse group or located in or provides increased opportunities for an underserved area. (See Appendix A8)

Ecological Benefit:

Protects wildlife habitat, threatened and endangered species, watersheds, bodies of water, streams, wetlands and the ecological health and function of the landscape. Open Space, while protecting land from development, preserves and enhances water, air, and/or soil quality, biodiversity and unique natural features. (See Appendix A2)

Community Support:

Demonstrated stakeholder and public support. Serves an underserved area, and protects land from development. (See Appendix A9)

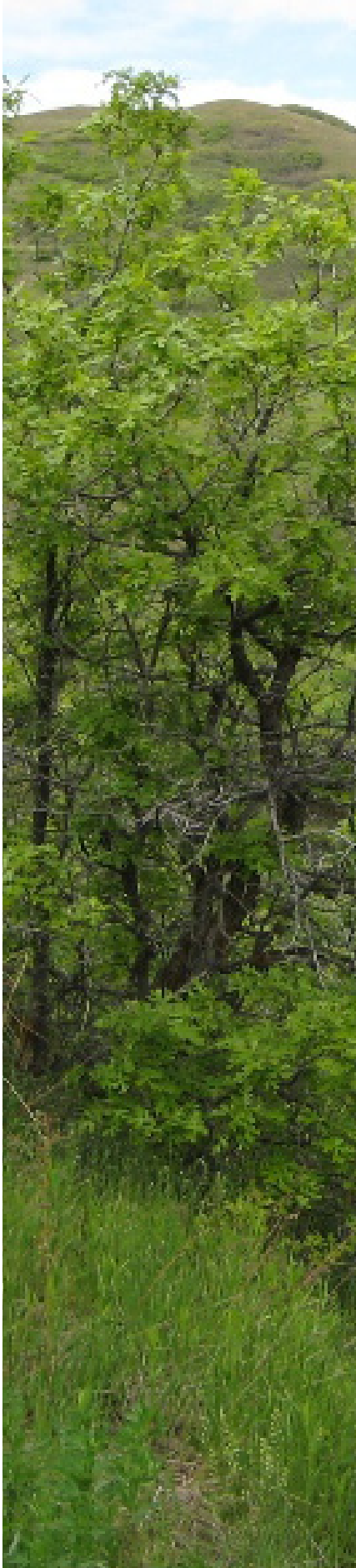
Geographical Connection:

The project provides connection to existing trails, future trails and will expand existing or planned open space area or create habitat islands or provide buffers which enhance ecological and wildlife movement and corridors. Additionally, recreational vitality can be increased through increased connections and networking. (See Appendix A10)

Costs and Funding:

The terms of the acquisition will allow the City to maximize its assets and leverage funds through landowner donations, discounts, funding partnerships, and donations. Secured matching funds, acquisition fund request, and anticipated cost of restoration are considered during project review process. Project planning should address good long term management, maintenance, monitoring, enforcement and partnerships to ensure that open space conservation values will be preserved. Properties that are not developable could rank low on the acquisition priority list because of limited funds.

GIS ANALYSIS



Purpose

This plan facilitates strategic acquisition by empowering decision makers and the public with critical information that identifies parcel attributes and data relevant to the program criteria. This document will:

1. Identify tools for citizens and City government to support the acquisition and management of open space lands
2. Compile data and develop rationale for identifying key parcel attributes and characteristics used to assess value to the Open Space Lands Program
3. Provide a means to identify and/or compare specific parcels for open space acquisition consideration and prioritize restoration and management
4. Evaluate current and future conditions pertaining to citywide planning efforts and open space

GIS Data Tool

Study Area

The study area includes lands within the boundary of Salt Lake City, as well as additional lands outside the boundary that are adjacent to Great Salt Lake and lands east and southeast of the City that are the foothill wild and urban land interface.

Base Map Data

The base data creates a framework for overlaying the ecological and social characteristics layers. All of the parcels in the study area, including both public and privately-owned parcels, were included in the analysis so as not to eliminate any opportunity for partnership that may be negotiated in the future. The base map also includes major highways, waterways, The Great Salt Lake, City and County boundaries, and a national elevation dataset image for spatial reference. Salt Lake City owned land is also shown for reference purposes.

Data and Methodology

Ecological and social characteristics have the most relevance to making decisions about which open space lands should be preserved. In many cases properties include a combination of values that together define their importance. Data is available for other characteristics such as soils, slope, and ground water; these and others can be found in the previous Salt Lake City Critical Open Lands Inventory and Preservation Priority Assessment (2006). These additional characteristics were not evaluated for the new expanded project boundary because they have less importance to a parcel's value as open space. However, the data can be consulted on a case-by-case basis once the initial screening is completed using the characteristics identified in the various data layers.

Ecological Data Layers

Potential Habitat

Potential habitat was identified by SWCA, Inc. for the Salt Lake County Acquisition Plan for the Open Space Trust Fund (2008) using Southwest Regional Gap Analysis Project (SWReGAP) Vegetation data and 5 Meter Digital Elevation Models (DEMs). The data represents modeled potential habitat based upon the vegetation types and the elevation ranges they occur in. Individual sites will be reviewed within the landscape context to identify the potential habitat for multiple species. The SWReGAP “was initiated in 1999 as a multi-institutional cooperative effort to map and assess biodiversity for a five-state region (AZ, CO, NV, NM, UT) comprising approximately 560,000 square miles in the southwestern U.S.” (See Appendix A5)

Threatened/Endangered Species

Locations relating to threatened and endangered species have been identified by the Utah Division of Wildlife Resources (DWR) and mapped by the State of Utah Automated Geographic Reference Center (AGRC). The exact locations are masked by DWR to within a mile to comply with State law, and a buffer distance of ½ mile from these buffered locations was established for this project. These unique plants and animals act as indicator species for the health of the natural ecosystems in Utah. Ensuring their enduring presence in the local ecosystem through open space preservation contributes to the biodiversity and vitality of the natural systems and improves the quality of life for residents by providing green spaces of respite from the sometimes harsh urban setting. (See Appendix A3)

Critical Wildlife Habitat

Critical wildlife habitat was also identified by DWR and mapped by AGRC for key wildlife species. Because wildlife habitat is a combination of vegetation type and other physical characteristics, vegetation type is not included as a critical characteristic. The specific species included in this data are black bear, blue grouse, band tailed pigeon, chukar partridge, moose, mule deer, ring necked pheasant, rocky mountain elk, ruffed grouse, and snowshoe hare. Many of these species are considered game animals, and are critical not only for healthy, functioning food chains in the ecosystem, but also for their value to local and regional tourism. Whether it is hunting or simply viewing wildlife while hiking, camping, or sightseeing, both local residents and visitors appreciate the diversity of Utah’s wildlife. (See Appendix A4)

“The wetlands of the Great Salt Lake and Jordan River provide a valuable wildlife habitat, an important ecosystem and recreational opportunities. The salt water ecosystem of the Great Salt Lake is very different from the fresh water wetland of the Jordan River. These wetlands provide welcome variety in the desert environment.”

(Salt Lake City Open Space Master Plan, 1992)



Waterbody

Waterbody includes streams, rivers, and the Great Salt Lake. These characteristics are shown on the map including an area of influence or area of proximity determined to be appropriate for each. For streams and rivers, lands within 200 feet of either side of the feature are identified and mapped. For springs, parcels are located within 100 feet of a spring were identified and mapped. For water bodies, the Great Salt Lake flood plain elevation of 4217 was selected, which is the approximate lake boundary indicated in the water bodies' data layer. The historic high water elevation of the lake is 4212 feet (Department of Natural Resources (1999, 2000)). With three feet accounted for as wind tide and 2 feet for wave action, the flood plain for the Great Salt Lake was established at 4217 feet. Buffers are used as a tool to identify the areas adjacent to or influenced by a given characteristic. For example, this helps to identify parcels that may not contain a stream but are part of the riparian corridor and therefore represent an important habitat and water quality protection area. (See Appendix A6)

Wetland

Wetlands include those lands designated as wetlands by detailed field studies including the SAMP for the Northwest Quadrant, as well as other wetlands identified in the National Wetland Inventory which used air photography and soils data mapped by the United States Fish and Wildlife Service, but were not field verified. Wetlands are shown on the map with a 100 foot buffer. The Great Salt Lake, and its wetlands serves as critical migratory habitat for millions of migratory birds and waterfowl each year due to its dynamic physical characteristics, key position in migration corridors, and bountiful supply of food in the form of brine shrimp and brine flies. Some of the avian species found at Great Salt Lake, according to the Utah Division of Wildlife Resources, include: Wilson's phalarope, Red-Necked Phalarope, American Avocet, Black-Necked Stilt, American Godwit, Snowy Plover, Western Sandpiper, Long-Billed Dowitcher, White Pelican, White-Faced Ibis, California Gull, Eared Grebe, Peregrine Falcon, Bald Eagle, and Bank Swallow. (See Appendix A6)

Social Data Layers

Existing and Future Trails

These include existing and proposed trails that have regional importance such as the Jordan River Trail, the Bonneville Shoreline Trail, Parley's Trails, 900 South and the South Temple Trail that will connect downtown Salt Lake City to the Jordan River Trail. Also included are trails that commemorate routes of historic use such as the Pony Express Trail, the Mormon Trail, the Clymen Trail and the Donner-Reed Trail. Properties that are adjacent to these trails are identified in the mapping, even though in some cases the exact alignment has not yet been determined and the alignment shown is conceptual or preliminary. Trails serve many functions for the City and the region. They provide corridors for activities such as bicycling, walking, and running; they connect regional parks and trail systems; they serve as commuter corridors; and they provide access to natural open spaces for activities such as wildlife viewing. Trails often rank very high in demand for recreational facilities in surveys, and they often have a positive impact on property value for adjacent and nearby properties. (See Appendix A10)

Neighborhoods Underserved by Parks

These were determined using the Salt Lake City Parks and Recreation Recovery Action Plan (2001), which identifies several park types within the City, including mini, neighborhood, and community parks. Each park type is assumed to have a specific service area shown as a radius on the map. The radii shown in the mapping are a quarter-mile service area for mini-parks, half-mile service area for neighborhood parks, and one-mile service area for community parks. Neighborhoods underserved by parks are those existing or proposed residential areas that fall outside the service area of any one of the park categories. Studies have found that personal well being is enhanced by access to both formal and natural green spaces for people living in urban settings. In addition, citizens are able to maintain a healthier lifestyle if they have access to open spaces for both active and passive recreation nearby. (See Appendix A9)

Historic Properties or Features

These are important historic properties designated by the City or other sources as being eligible for the City Register of Cultural Resources or the National Register of Historic Places designation, or have some other reliable, documented, and accepted designation. This analysis includes local historic districts, historic landmark sites, and national historic register districts. Designation of a building or property as Historic preserves a window into the past, maintaining vernacular architecture and landscapes, and helps prevent urban encroachment and overdevelopment for places critical to community identity. Historic designation has different implications for property owners according to the type of designation. (See Appendix A11)

"In addition to these natural amenities, the City has numerous city park and recreation facilities.

At present, Salt Lake City does not take best advantage of these opportunities. The City is divided by manmade barriers such as freeways, railroad, and arterial streets. The urban park system is disjointed and not related to the natural environments."

(Salt Lake City Open Space Master Plan, 1992)



How the City Uses the GIS Tool

The process for determining priority properties for acquisition/protection for open space conservation is based on a system of overlaying mapped characteristics on a defined base map to identify parcels that contain one or more of the valued characteristics. Briefly, the evaluation process includes the following steps:

1. Establish a base which shows all parcels within the given study area, and other data layers for spatial reference.
2. Overlay each of the ecological and social factors and select parcels that include the ecological or social characteristic. What remains is public and privately-owned land that includes one or more of the ecological or social factors, or is already an existing park or open space.
3. Create a composite map showing parcels that have ecological characteristics. The color of each parcel on the map reflects the number of ecological characteristics that are present.
4. Create a composite map showing parcels that have social characteristics. The color of each parcel on the map reflects the number of social characteristics that are present.
5. Create a composite map that shows how many ecological and social characteristics each parcel features. The color of each parcel on the map reflects the number of both ecological and social characteristics that are present.
6. Evaluate potential open space lands according to the characteristics and determine their priority for acquisition and/or preservation/protection by viewing the data layers individually to determine the value of the characteristics or combination of characteristics.
7. Field check potential properties for open space lands
8. Route potential projects through application process.

The resulting maps provide a point of reference for the Open Space Lands Program Manager and Advisory Board, but the greatest value is the GIS data layers that have been developed during the mapping process. When the Advisory Board needs to evaluate parcels the Program Manager will need to access the GIS data layers to obtain specific information on each parcel. The data layers will enable the Program Manager to determine not only the number of ecological and social characteristics that are present on each parcel, but also to obtain detailed data, such as which threatened, endangered, or sensitive species occur on the parcel, or which waterway is in close proximity or adjacent to the parcel. Data should be updated as it becomes available. This mapping approach complies various characteristics that affect a site. Each layer is given the same level of significance but is reviewed on a parcel by parcel basis.

CONSERVATION TOOLS

The following is a list of common tools and techniques used for open space conservation. The list includes how the tool works, the advantages and disadvantages and the applicability for Salt Lake City.

1. Bargain Sale of Land

How it works:

An agreement is created to sell land for less than fair market value between City and landowner.

Advantages:

Potential tax benefits exist such as charitable donations and a reduction in capital gains tax. Sellers are often motivated to see land preserved.

Disadvantages:

Less profit for seller than selling at fair market value. Conservation value restraints may limit agency ability to purchase property.

Applicability:

High-applicable in many situations.

2. Parkland/Trail Dedication

How it works:

City requires developers and builders to dedicate park/trail lands or pay a fee that is used to acquire and develop park and trail facilities. This exaction fee is a way to offset increased demand for parks or trails created by developer/new homeowner.

Advantages:

Cities can conserve open spaces at the pace of land development. Developers can negotiate to construct facilities saving cost to both parties.

Disadvantages:

Although courts generally uphold this type of exaction, it could result in litigation for requiring payment/land dedication.

Applicability:

High-applicable in many situations.

3. Zoning for Conservation

How it works:

Creation by City of overlay zones commonly used to protect floodplains, watershed, wetlands, historic districts and archeological areas. Overlay zones have environmental restrictions and other provisions to specific areas in addition to existing zoning.

Advantages:

Allows communities to isolate and conserve specific resources that may not otherwise be protected.

Disadvantages:

Can be circumvented or repealed depending on community. This can be difficult to administer.

Applicability:

High-City currently utilizes this option in a number of overlay districts such as Lowland Conservancy, Riparian Corridor, Groundwater source protection and Historic Preservation.

4. Trail Easements

How it works:

A partial interest in a property is granted to allow entry onto another landowner's property. Trail facilities are developed within a designated area, to allow users onto the corridor to use the trail. Negotiation between trail managers and owners usually occurs. Owners may be willing to allow access for a fee or donation of the easement.

Advantages:

Easement acquisition is usually cheaper than outright purchase of land. There are less disruptions of existing land uses.

Disadvantages:

Tensions can arise between entities regarding terms or covenants. Term easements can cause problems if owner does not choose to renew the easement.

Applicability:

High-applicable in many situations.

5. Conservation Easements

How it works:

Legal restriction voluntarily placed on a property by its owner. Enforcement rights are granted to a public agency or charitable organization. Easement is customized to meet landowner needs, including retention of certain rights.

Advantages:

Landowners can protect land in perpetuity while maintaining ownership. There are significant savings on taxes including property, income and estate taxes.

Disadvantages:

Conservation easements are irrevocable and rights included are no longer an option for landowner.

Applicability:

High-applicable in many situations.

6. Purchase of Development Rights (PDR)

How it works:

Governmental agency purchases certain rights from landowner to protect in perpetuity.

Advantages:

Landowners can protect land in perpetuity while maintaining ownership. This can be significant savings on taxes including property, income and estate taxes. It can be a cheaper option than purchasing the land outright for governmental entity.

Disadvantages:

High expense for governmental entity including monitoring. City could face objections to spending public funds for non-public accessible lands. This may not protect critical wildlife habitat because the nature of the purchase is purely voluntary. Landowners selling the easement may have to pay a capital gains tax.

Applicability:

Moderate

7. Transfer of Development Rights (TDR)

How it works:

TDR program designates a sending area and receiving area. The sending area is a place where development would have negative impacts, perhaps because of the presence of sensitive ecological resources. The receiving area is a place deemed suitable for development. Development rights are usually quantified based on market value of property in the sending area or on the building density allowed under current zoning in the sending area.

Advantages:

Landowners in the sending area can protect land and realize financial gains. Owners in the receiving area realize financial gains with increased development densities. City's can conserve important resources without spending public funds, while concentrating development in a more compact area.

Disadvantages:

Administration of ordinance can be difficult and time-consuming. Resident opposition may occur because of the possibility of decreased land values in receiving areas.

Applicability:

Low-very limited receiving areas.

8. Conservation Subdivisions

How it works:

Dwellings are grouped together on smaller lots to leave a significant percentage of the acreage undeveloped. Undeveloped area is typically designated as open space for use by development residents. Developer typically deeds title or easement for the open space portion to a public agency or a Home Owners Association (HOA).

Advantages:

Creates open space close to residences without requiring developer or local government to incur cost of purchasing additional land. Lot consolidation means reduced capital costs to developer and homeowners. Reduction of long term maintenance costs to local jurisdictions. There could be a reduction in potential for water contamination and downstream flooding. This could increase market values because of proximity of open space.

Disadvantages:

Ordinances must be in place for conservation subdivisions to make it a worthwhile option for a developer.

Applicability:

The planned development process within the Salt Lake City zoning ordinance allows for the conservation subdivision concept. However, it is strictly voluntary whereas a conservation subdivision ordinance can be mandatory.

9. Deed Restrictions

How it works:

This requires home buyers to agree upon purchase to restrictive covenants and limits upon property uses. Homeowners Associations are commonly used to ensure long term characteristics of a community. This supplements less restrictive zoning regulations. Restrictions run with the land but commonly have expiration.

Advantages:

This is very flexible, self imposed and may enhance property values.

Disadvantages:

Restrictions are ineffective without enforcement. Difficult to ensure continuation of HOA.

Applicability:

Moderate-could be an effective tool, but currently there are no means to enforce and promote this option.

10. Wildlife Property Tax Valuation

How it works:

Landowner initiates a tax valuation with taxing jurisdiction to qualify for a wildlife management designation, agriculture, or recreational, park and scenic land valuation. Wildlife management designation will depend on the following criteria: habitat control, erosion control, predator control, providing supplemental supplies of water, providing supplemental supplies of food, providing shelters, review of census counts to determine population. Recreational, Park and Scenic Land Valuation occur when a voluntary deed restriction is placed on the land on all uses except for park, scenic or recreational uses.

Advantages:

Landowners benefit through tax savings.

Disadvantages:

Landowner may incur related IRS expenses because of designation.

Applicability:

Low in highly developed areas, but moderate potential in contiguous smaller parcels or large tracts of land in natural areas and on the urban and wildlife interface.

11. Partnerships for Funding Leverage and Stewardship

How it works:

Partnerships with both private and public sector groups will leverage available fund. Partners such as the State of Utah, Salt Lake County, local Land Trusts, Conservation Non-Governmental Organizations and landowners can increase the potential for completing an acquisition, securing grants and facilitate long-term stewardship.

Advantages:

Can increase funds and resources pooled for leveraging as well as support for the project

Disadvantages:

These take time to develop.

Applicability:

High

SALT LAKE CITY OPEN SPACE ACQUISITIONS

In 2003 the Open Space Bond Fund was passed by citizens of Salt Lake City with the intended purpose of acquiring open spaces of ecological, cultural and historical value and significance. The Bond Fund as well as General Funds have been used for the purchase of open space lands. The following are examples of open space that the City has acquired.

Parley's Historic Nature Park - 63 acres

Nestled southwest of the I-80 and I-215 interchange at the base of Parley's Canyon, Parley's Historic Nature Park is 63 acres of an 80 acre natural open space. The park has a significant historical heritage, as the entrance to the Salt Lake Valley by many of the pioneering settlers. It contains wetlands and a riparian area with numerous native plant species and nesting grounds for an array of birds and other wildlife and includes both on and off leash dog trails and play areas.



Bonneville Shoreline Preserve - 58 acres

In 2006, the County Council voted to approve \$1.75 million for a conservation easement on 58 acres of land at the border of Salt Lake and Davis Counties. The project is a partnership between Salt Lake City, Salt Lake County, North Salt Lake, and Utah Open Lands.



H-Rock-12.7 acres

In 2007, Salt Lake City partnered with Salt Lake County Open Space Funds to purchase 12.7 acres of property near the H Rock on the foothills of the Bonneville Shoreline east bench.



Hidden Hollow 3.25 acres

In 1990 a group of stalwart children from Hawthorne Elementary restored and revived what was once a forgotten pile of construction debris covering the abandoned creek-side park. Hidden Hollow is now a thriving urban natural area and outdoor classroom. In May of 2000 Salt Lake City permanently protected Hidden Hollow by granting a conservation easement to Utah Open Lands.



400 East Community Garden - 0.26 acres

In 2008, Salt Lake City Open Space Program collaborated with Wasatch Community Gardens to purchase and place a conservation easement on the 4th East Community Garden.



Wasatch Hollow Natural Open Space - 10 acres

Most recently, in 2009, Salt Lake City in partnership with Salt Lake County, Utah Open Lands, the Church of Jesus Christ of Latter-Day Saints and Wasatch Hollow Community Council secured the Wasatch Hollow Natural Open Space Area along Emigration Creek.



Jordan River Parkway

Flowing north, the Jordan River connects Utah Lake to Great Salt Lake. The majority of the Jordan River Parkway through Salt Lake City has a developed multi-use trail. The Jordan River Parkway trail meanders past many historical and recreational landmarks and the river is a living fixture of the community.



IMPLEMENTATION

Implementation Actions Beyond Acquisition

Acquisition is an important first step. Responsible stewardship of open space requires not only acquisition, but restoration, management and maintenance as well. Without these additional management and maintenance commitments, open space in Salt Lake City will not be sustainable for the long term thereby impacting user experience and ecosystem function. The following is a list of recommendations for the Open Space Program to facilitate and incorporate into the overall stewardship of open space.

Restoration, Use and Management Plans

Should be developed for each open space acquisition project and open space areas such as the Jordan River Parkway and Bonneville Shoreline Trail. Notably, each plan should be adaptive and consider future changes, needs and populations while protecting the identified conservation values including but not limited to public access, wildlife habitat, open space, scenic and cultural values.

Management & Maintenance

Restoration, use and management plans will facilitate City management and maintenance of open space. Management prioritization, maintenance scheduling and enforcement should be specific to each sites conditions, sensitivities and use patterns. Monitoring for changes over time and impacts to conservation easements will capitalize on the adaptive nature of these plans.

Protection

The City currently has policy in place requiring open space bond acquisitions to protect acquired properties as open space in perpetuity through deed restrictions and/or conservation easements. The City should consider a review of currently owned open space to determine additional properties to offer similar protection.

Promotion of Open Space

Outreach and education about the importance of open space will increase advocacy. Public support is important both for fund-raising efforts and long term viability of open space. Annual open space events should be scheduled to celebrate conservation successes, community participation and partnerships.

Education

Increase opportunities for citizens to participate in hands-on learning experiences where scientific information can be experienced in a real application or experience. For example, interpretive tours, signage and information can be valuable for increasing connection to place and a sense of stewardship that fosters responsible use.

Funding

Leveraging funds is an important component of the various phases of acquisition, planning and restoration implementation for open space lands. Grants, foundations, private donations and City funds can be matched to accomplish open space goals. Establishing endowments for monitoring, restoring and on-going maintenance are critical to ensure spaces are protected in perpetuity.

Public Participation

Increasing support from citizens will be key for the long term sustainability of open space. Organizations such as the Kiwanis Club, Rotary Club, PRATT, Audubon Society, Churches, Boy Scouts of America and Kids Organized to Protect Our Environment (KOPE) will continue to play a vital role in open space stewardship and protection. Volunteers participation in weed pulls, planting, site planning and stewardship have made an impact in efforts to protect identified conservation values on critical open space lands throughout the City.

Appendix A

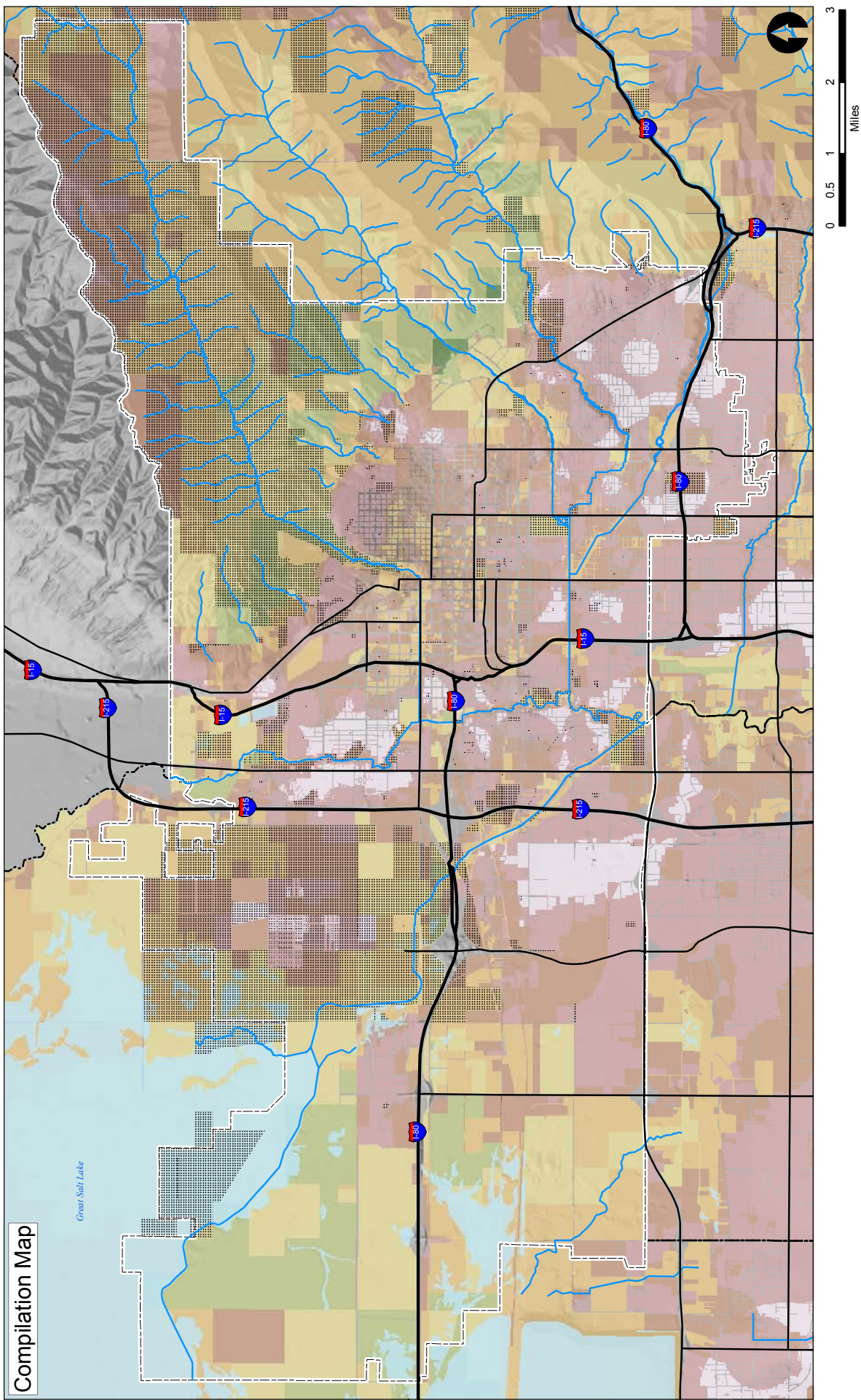
Evaluation Maps

- A1 Compilation Map
- A2 Compilation Map-Ecological Characteristics
- A3 Map 1- Critical Habitat for Threatened and Endangered or Sensitive Species
- A4 Map 2- Parcels Intersecting Critical Wildlife Habitat
- A5 Map 3- Potential Wildlife Habitat
- A6 Map 4- Parcels in Proximity to a Waterbody, Waterway or Spring
- A7 Map 5- Parcels within 100' of a Designated Wetland
- A8 Compilation Map-Social Characteristics
- A9 Map 6- Neighborhoods Underserved by City Parks
- A10 Map 7- Parcels Adjacent to Existing and Future Regional and Historic Trails
- A11 Map 8- Parcels Intersecting Historic Districts or Historic Properties

Appendix B

References and Consultant Resources

- B1 Selected References and Consultant References
- B2-6 GIS Data Sources



Number of Evaluation Characteristic Types* 1 2 3 4 5 6 7

Salt Lake City Owned Parcel

Interstate Highway

State Highway

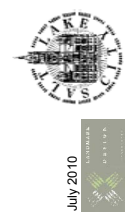
Waterway

Waterbody

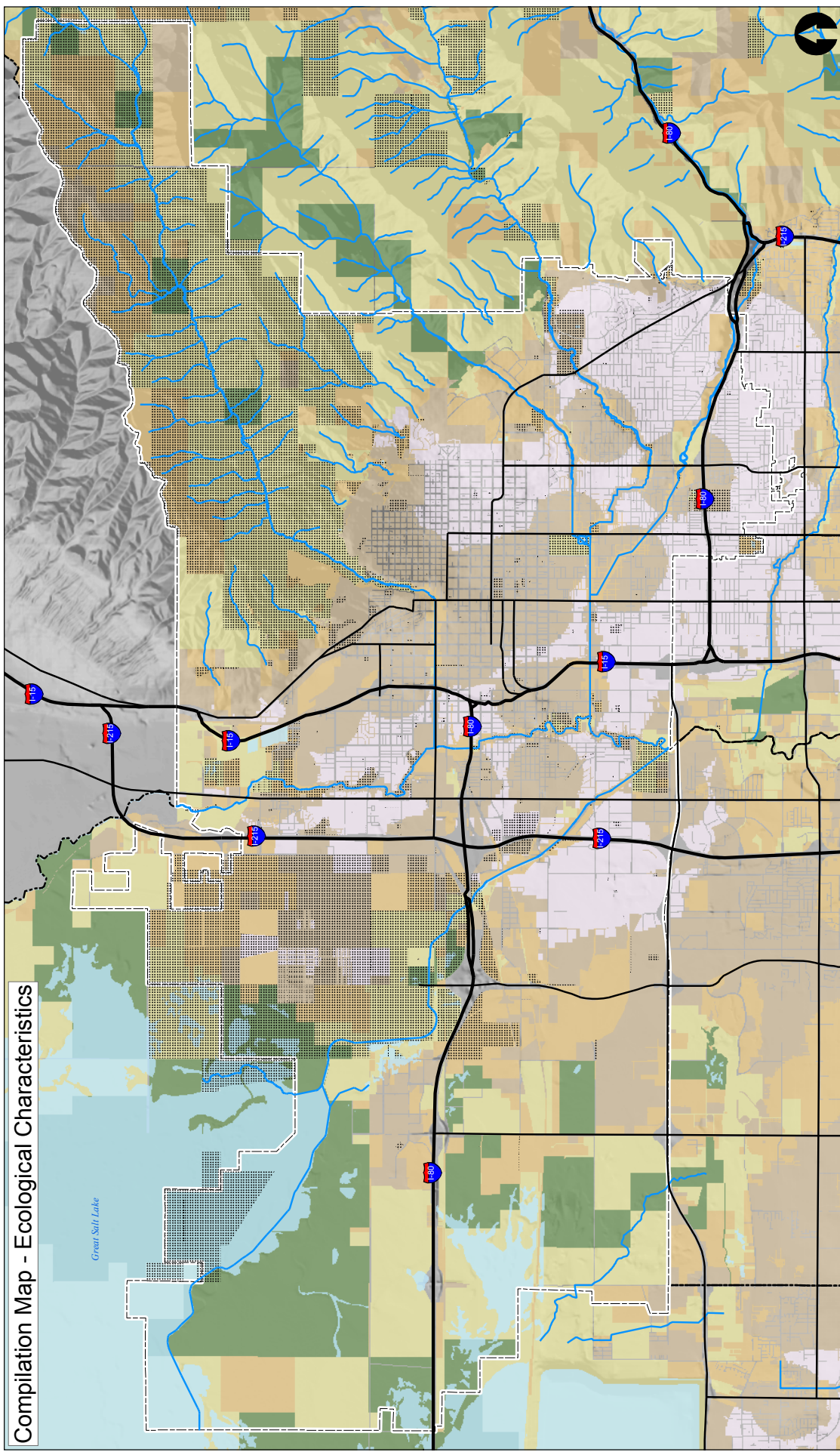
Salt Lake City Boundary

City Boundaries

*Evaluation Characteristic Types include all ecological and social characteristics, and consist of Threatened, Endangered, and Sensitive Species; Potential Wildlife Habitat; Critical Wildlife Habitat; Water Bodies; Wetlands; Neighborhoods Underserved by Parks; Major Trails; and Historic Features or Properties.



July 2010



Compilation Map - Ecological Characteristics

Ecological Characteristics

1

2

3

4

5

Salt Lake City Owned Parcel

Interstate Highway

State Highway

Waterway

Waterbody

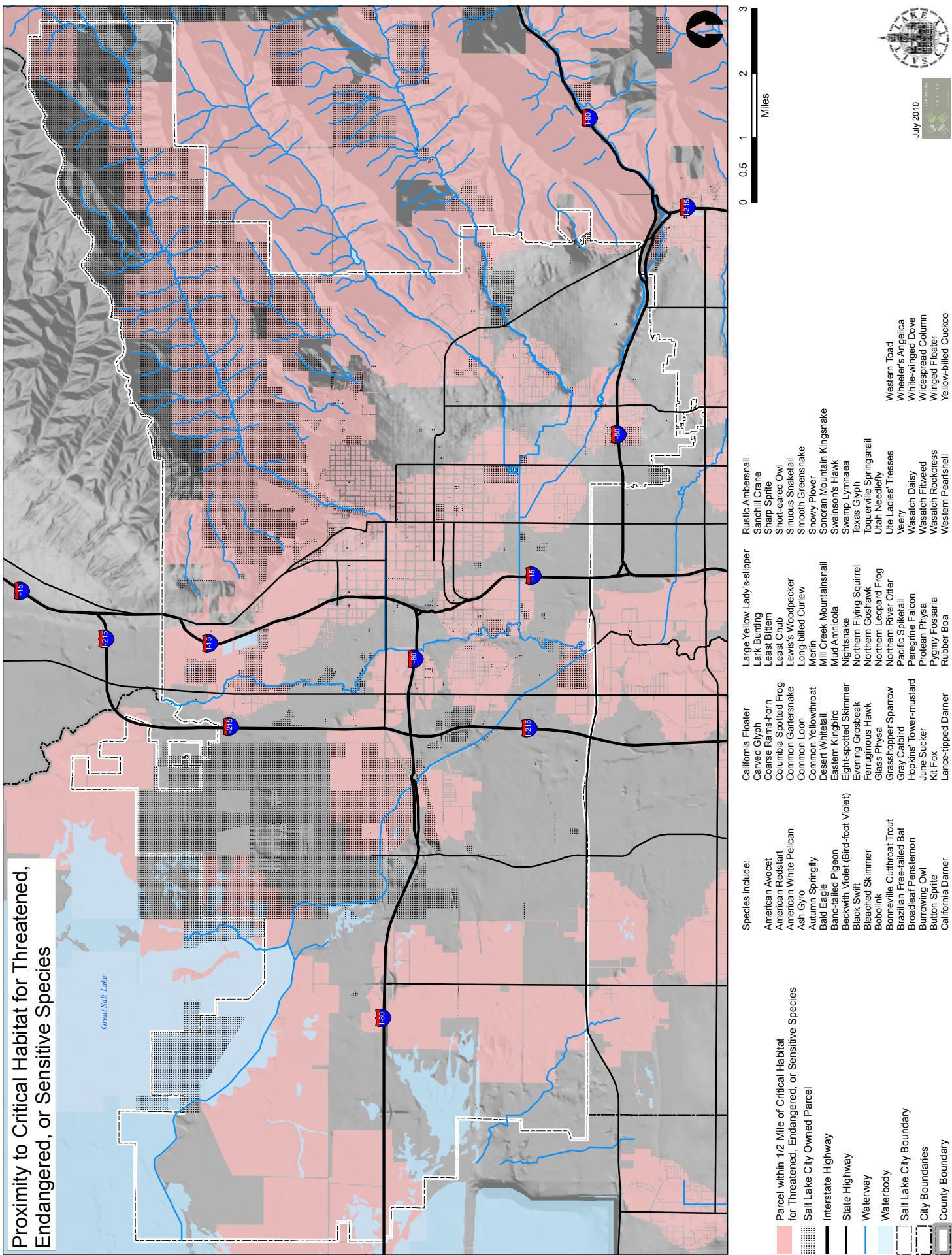
Salt Lake City Boundary

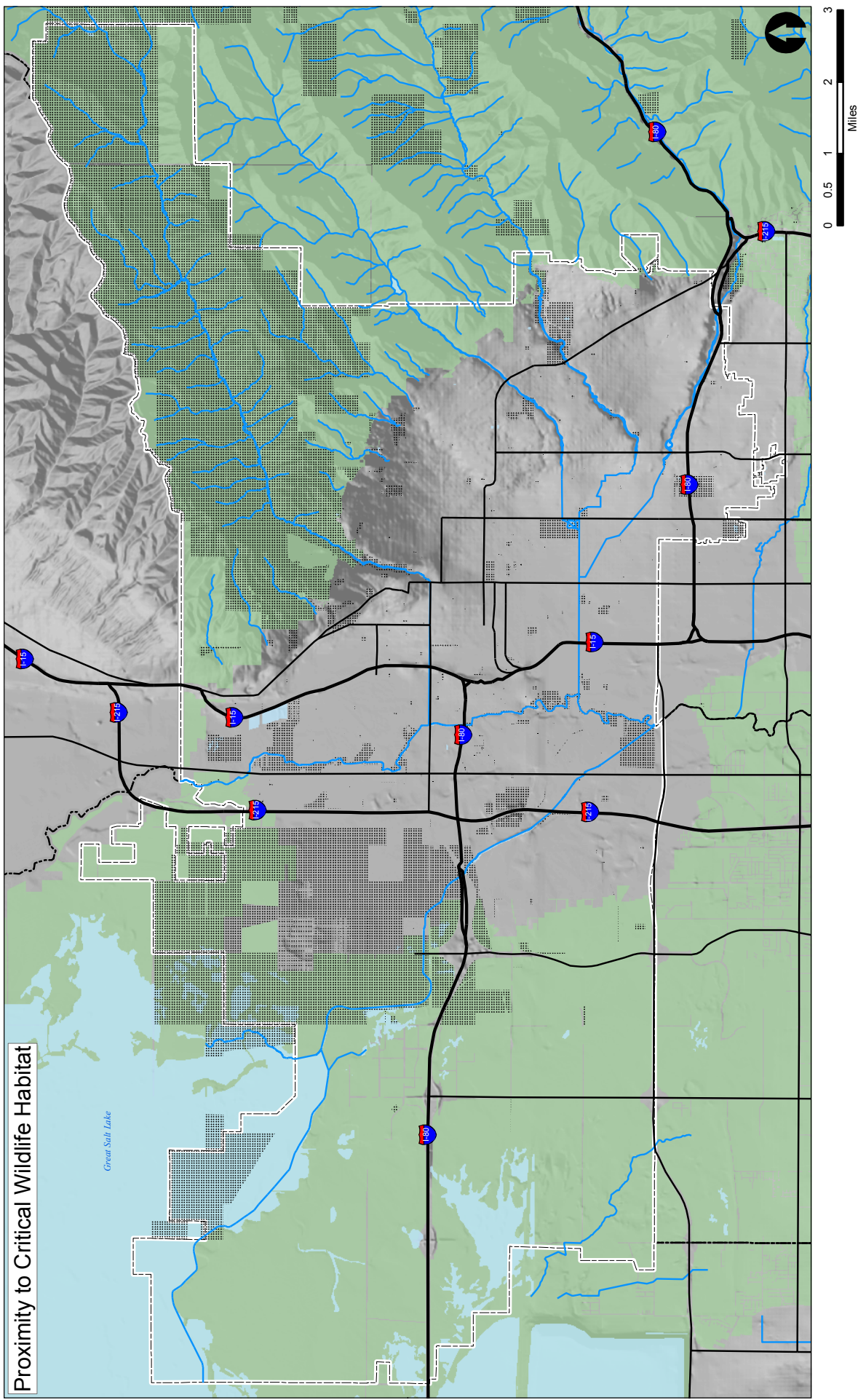
City Boundaries

*Ecological Characteristics Threatened, Endangered, and Sensitive Species; Potential Wildlife Habitat; Critical Wildlife Habitat; Water Bodies; and Wetlands.



0 0.5 1 2 3
Miles



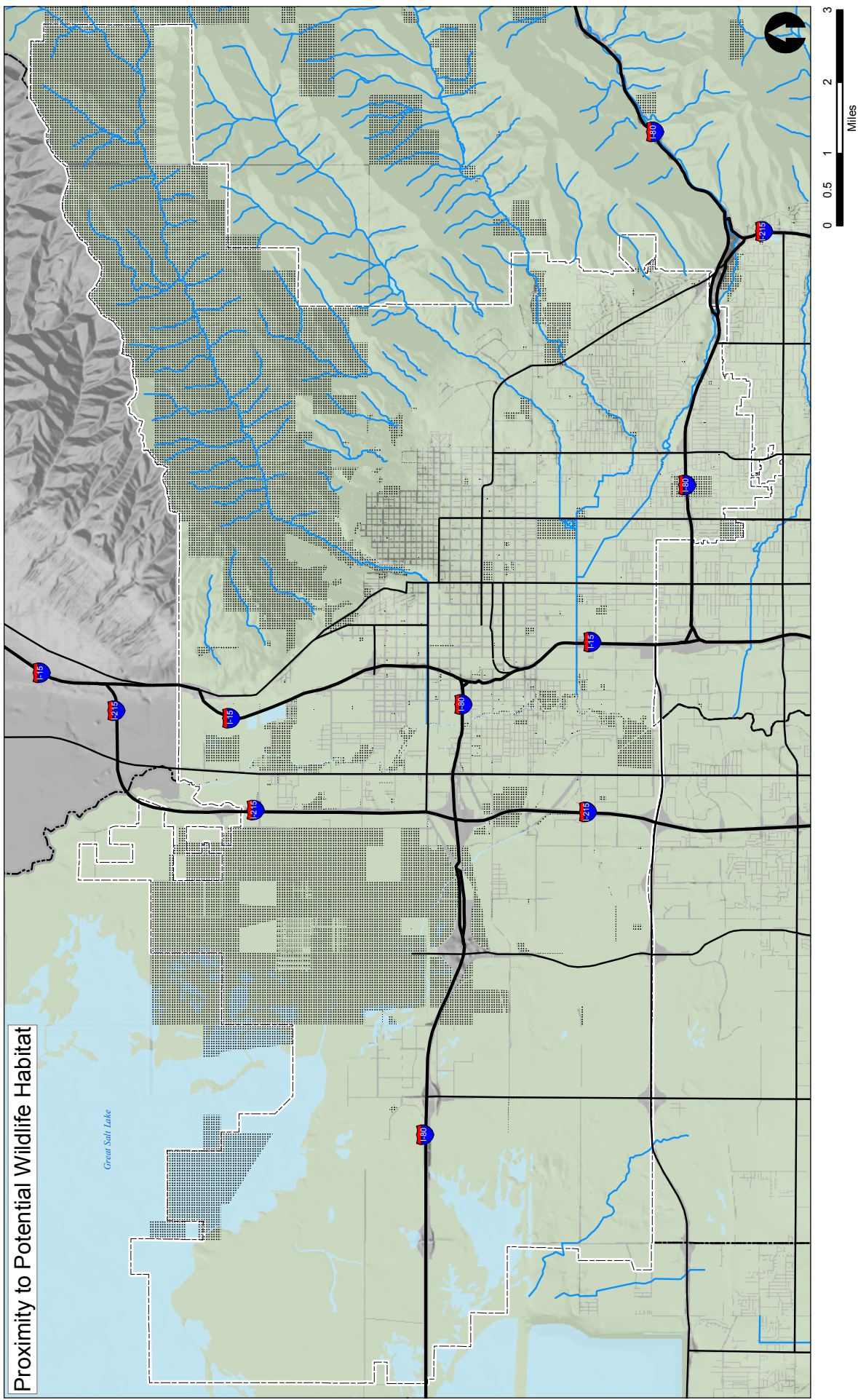


Proximity to Critical Wildlife Habitat

Wildlife Habitat is shown for the following species:

- Black Bear
- Blue Grouse
- Band Tailed Pigeon
- Chukar Partridge
- Moose
- Mule Deer
- Ring Necked Pheasant
- Rocky Mountain Elk
- Ruffed Grouse
- Snowshoe Hare

- Parcel Intersecting Critical Wildlife Habitat
- Salt Lake City Owned Parcel
- Interstate Highway
- State Highway
- Waterway
- Waterbody
- Salt Lake City Boundary
- City Boundaries
- County Boundary



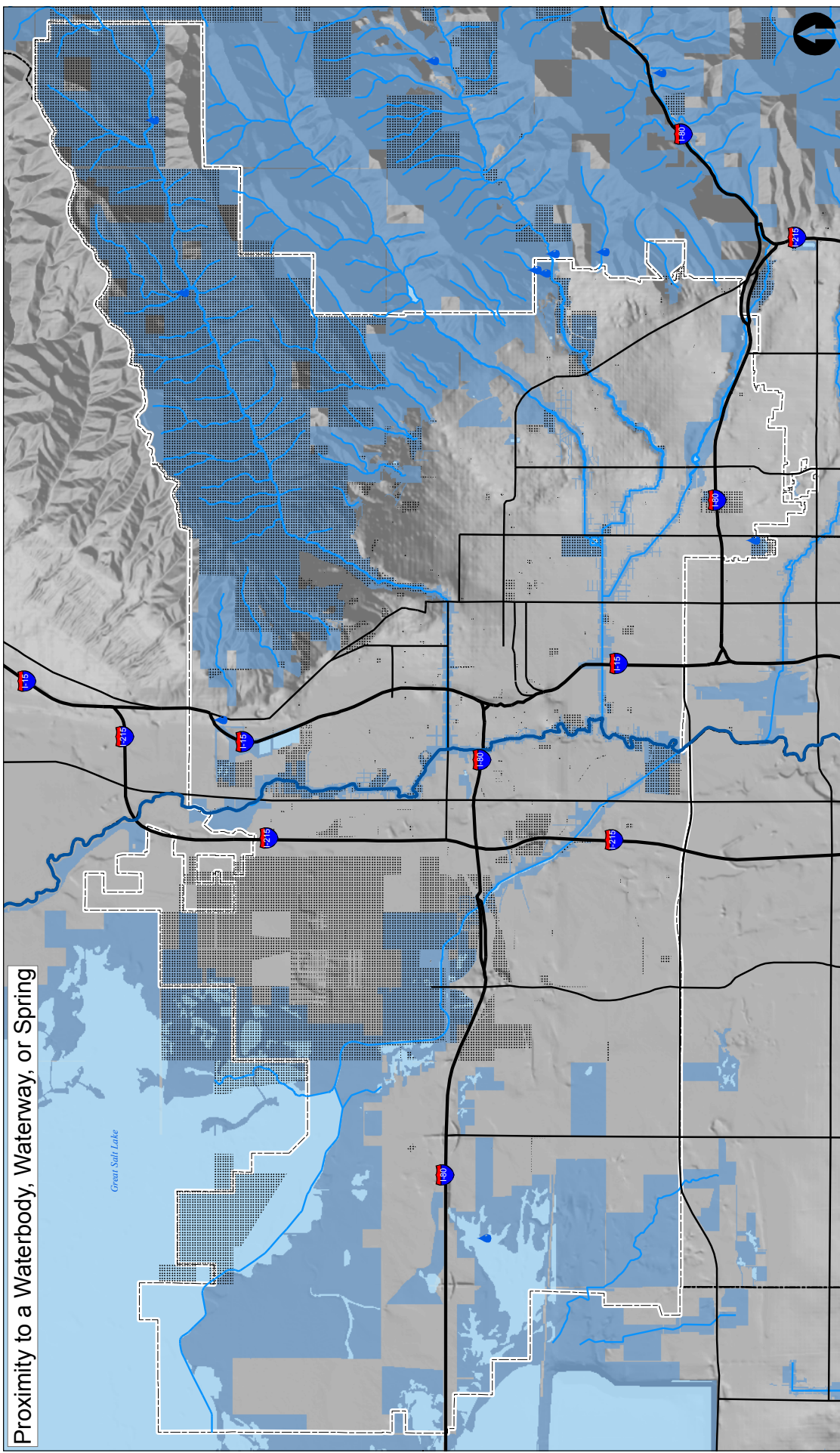
Parcel Intersecting Potential Wildlife Habitat

- Interstate Highway
- State Highway
- Waterway
- Waterbody
- Salt Lake City Owned Parcel
- Salt Lake City Boundary
- City Boundaries
- County Boundary

Potential Habitat was determined by SWCA using ReGAP Vegetation data and elevation information for the following species:

American White Pelican - Foraging	Northern Goshawk
Bald Eagle	Short Eared Owl
Bobolink	Slender Moonwort
Burrowing Owl	Smooth Greensnake
Columbia Spotted Frog	Spotted Bat - Foraging
Ferruginous Hawk - Breeding	Spotted Bat - Roosting
Ferruginous Hawk - Wintering	Three Toed Woodpecker
Grasshopper Sparrow	Townsend Bat - Foraging
Greater Sage Grouse	Townsend Bat - Roosting
Kit Fox	Utes Ladies Tresses
Lewis Woodpecker	
Long Billed Curlew	

July 2010



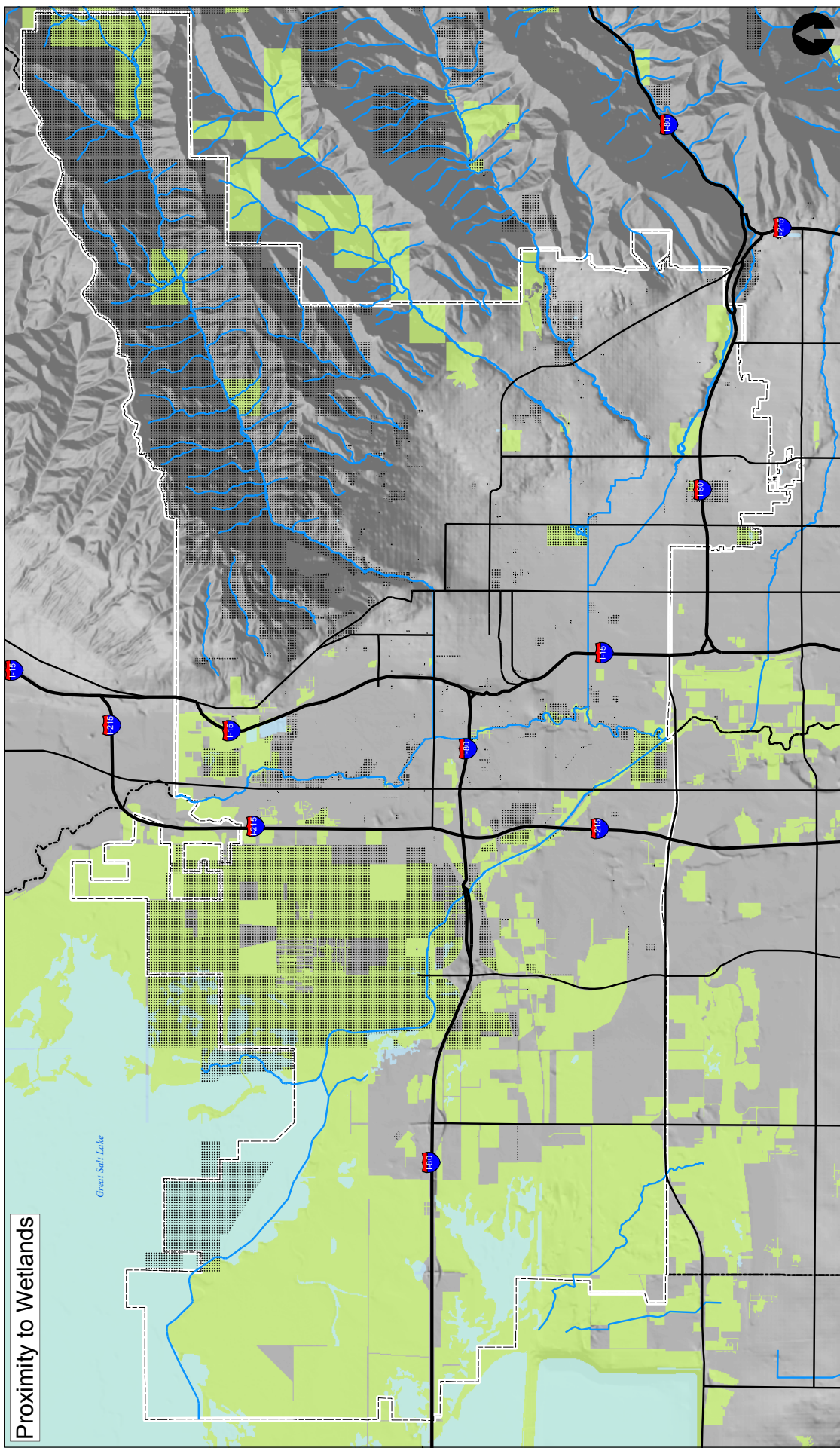
Proximity to a Waterbody, Waterway, or Spring



- Parcel in Proximity to a Waterbody, Waterway, or Spring
- Spring
- Salt Lake City Owned Parcel
- Interstate Highway
- State Highway
- Waterway
- Waterbody
- Project Boundary
- Salt Lake City Boundary
- City Boundaries
- County Boundary

*Note: A buffer distance of 200' for a Waterway and 100' for a Spring was used to select parcels in proximity to these elements. Parcels falling within the approximate 4217' elevation were selected for proximity to Great Salt Lake.





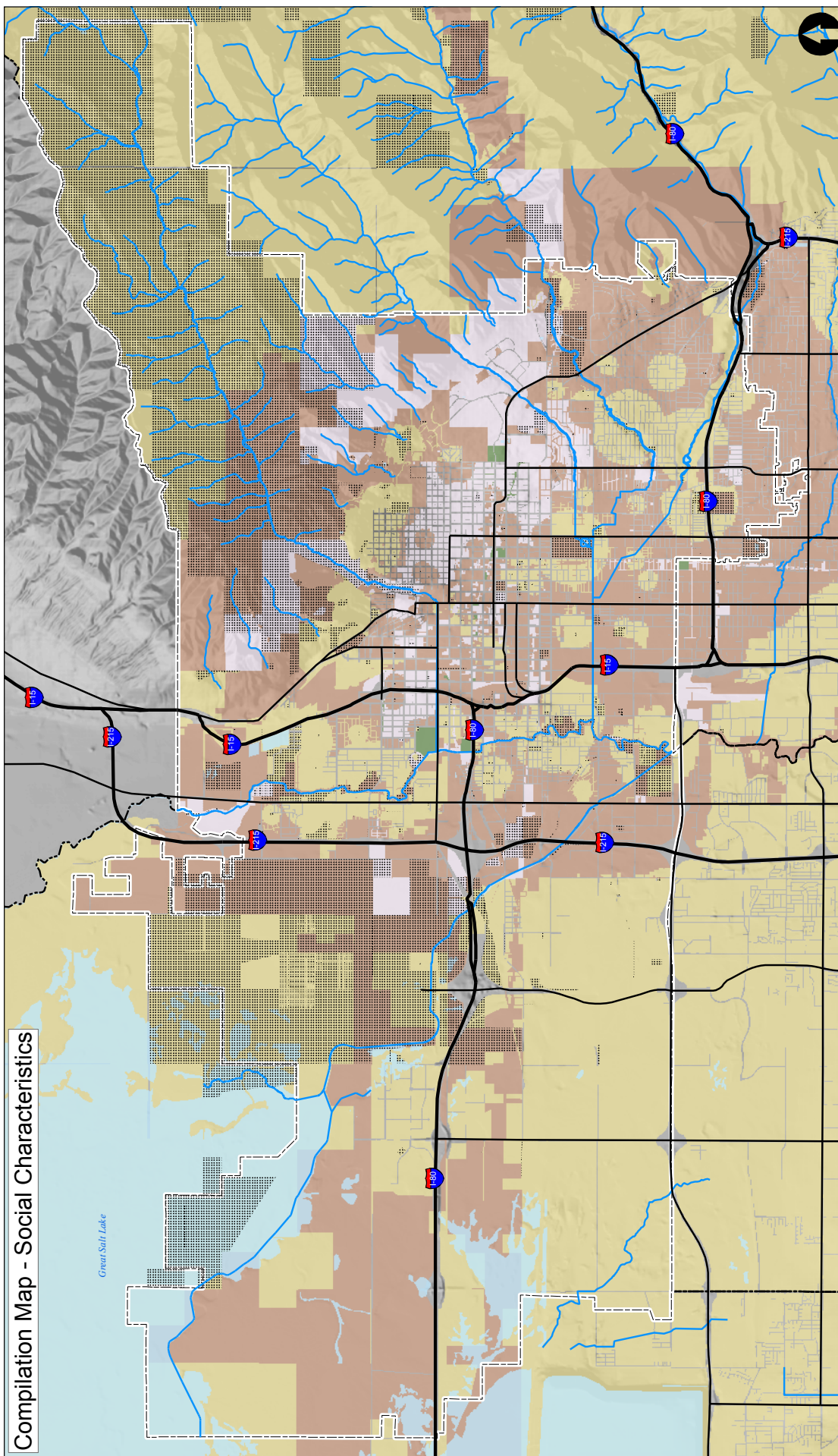
Proximity to Wetlands

- Parcel within 100' of a Designated Wetland
- Salt Lake City Owned Parcel
- Interstate Highway
- State Highway
- Waterway
- Waterbody
- Salt Lake City Boundary
- City Boundaries
- County Boundary



July 2010





Social Characteristics

0
1
2
3

Salt Lake City Owned Parcel

Interstate Highway

State Highway

Waterway

Waterbody

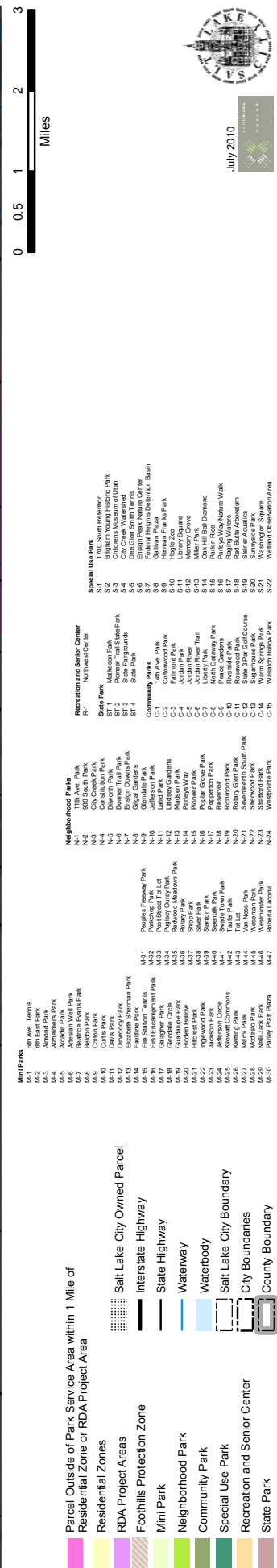
Salt Lake City Boundary

City Boundaries

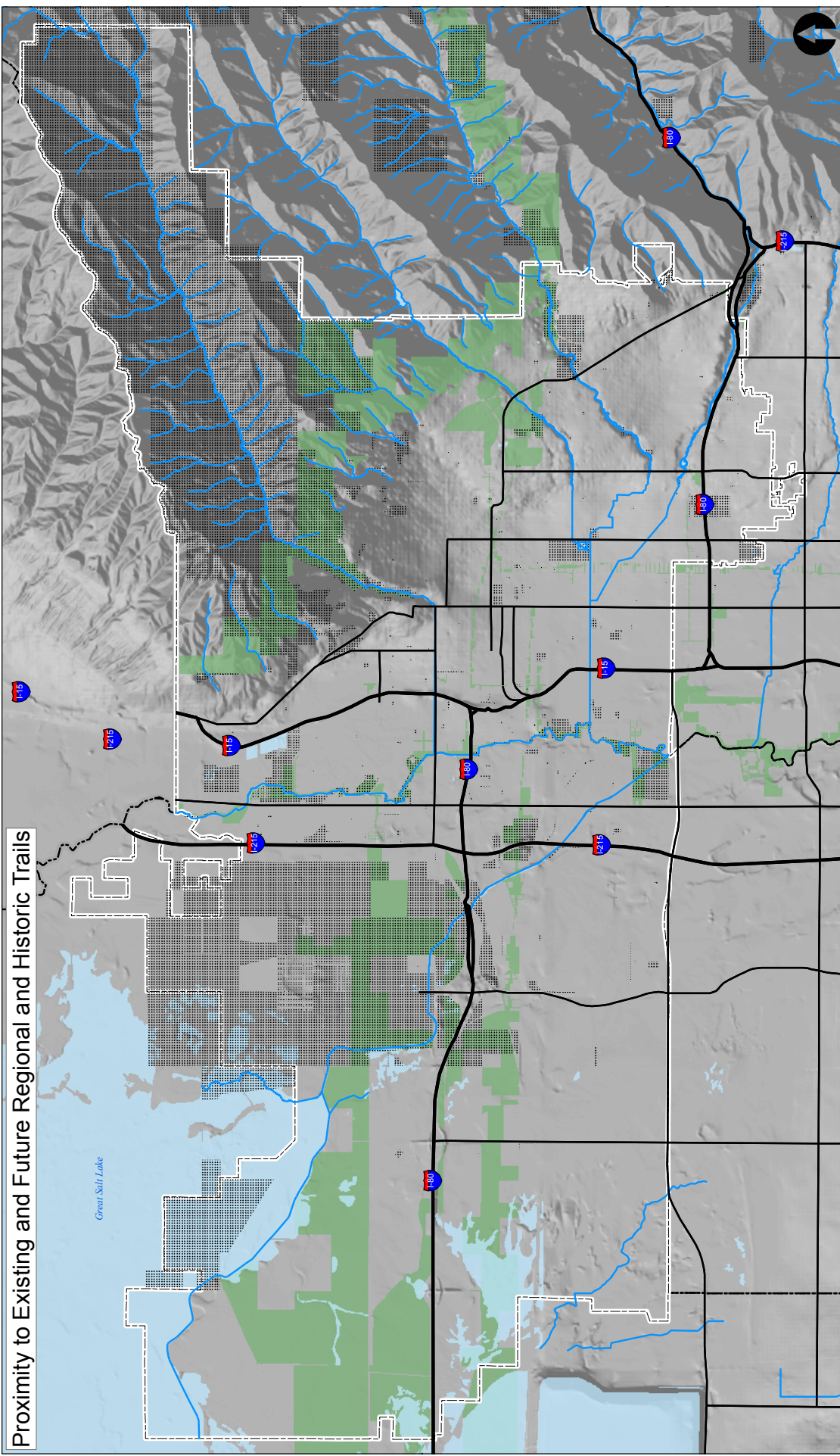
*Social Characteristics include Neighborhoods Underserved by Parks; Major Trails; and Historic Features or Properties.



The map displays Salt Lake County with various neighborhoods highlighted in pink, indicating they are underserved by city parks. The map includes labels for specific neighborhoods such as ST-1, ST-2, ST-3, ST-4, M-1 through M-47, N-1 through N-23, C-1 through C-14, S-1 through S-18, and S-19 through S-20. Major roads like I-15, I-215, and I-40 are shown, along with geographical features like Great Salt Lake and the Wasatch-Cache National Park. A legend in the bottom right corner explains the color coding: pink for underserved neighborhoods, green for city parks, and blue for water bodies. A north arrow is located in the top right corner.



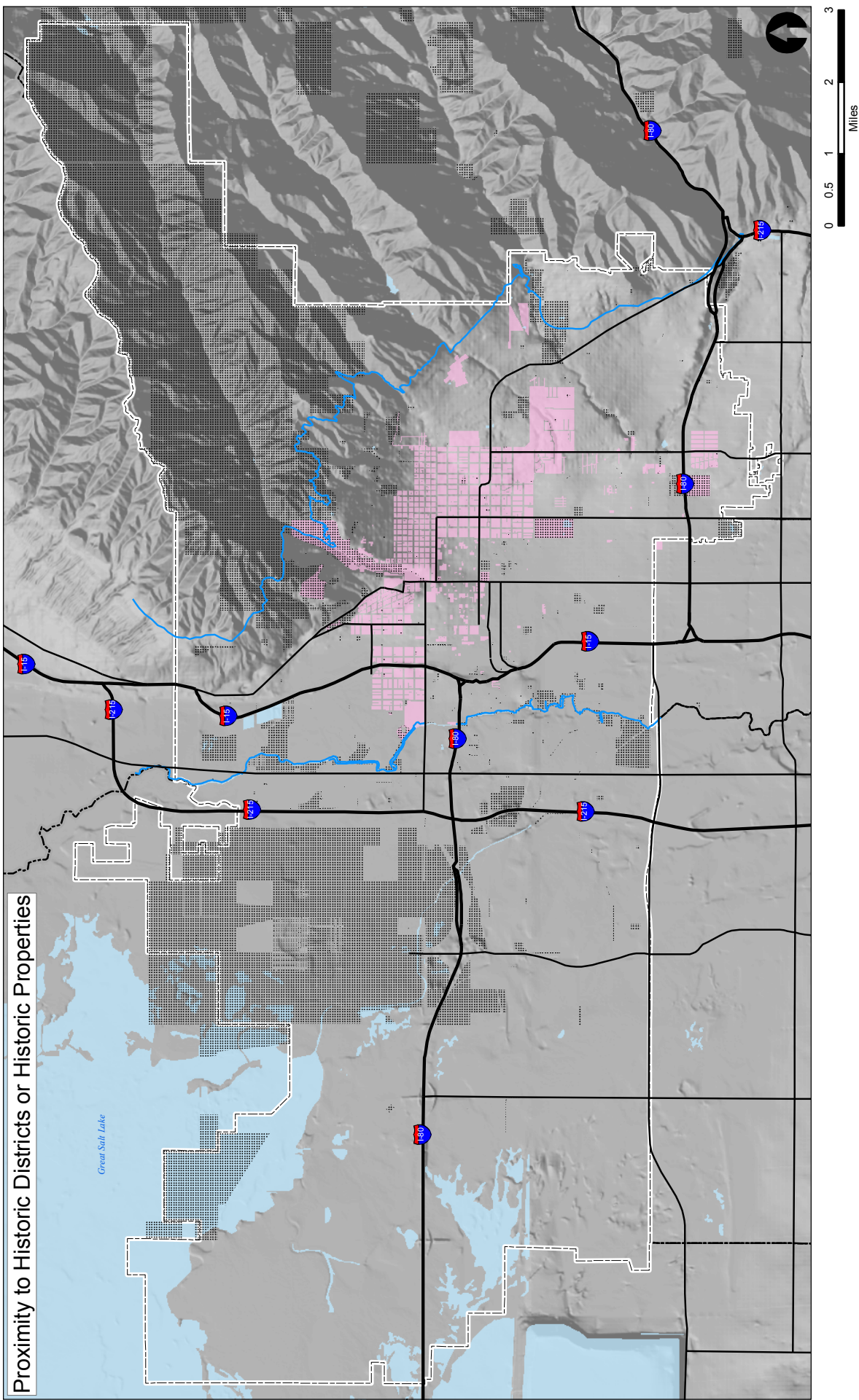
Proximity to Existing and Future Regional and Historic Trails



- Parcel Adjacent to Existing or Future Regional or Historic Trail
- Salt Lake City Owned Parcel
- Waterway
- Waterbody
- Salt Lake City Boundary
- City Boundaries
- County Boundary

Historic trails include Clymen, Donner, Mormon, Stansbury, and Pony Express. Regional Trails include the Jordan River, 900 South, South Temple, P.R.A.T.T., and Bonneville Shoreline.





Proximity to Historic Districts or Historic Properties

- Parcel Intersecting Historic District or Property
- Salt Lake City Owned Parcel
- Waterbody
- Salt Lake City Boundary
- City Boundaries
- County Boundary



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GIS Data Sources

Background

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Interstate and State Highways

MajorRoads (SGID_U500_MajorRoads.shp) for Salt Lake and Davis Counties; Utah Automated Geographic Reference Center (AGRC), State Geographic Information Database (SGID); <http://gis.utah.gov/download>.

Waterways

Rivers and Streams (env_waterways.shp); Salt Lake City Geographic Information Systems; <http://www.slcgov.com/info/gis>.

Streams (streams_corrected.shp); Salt Lake County Flood Control; 801-468-2711; <http://www.pweng.slco.org/flood>.

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Vacant Parcels (slcnostructureparc2008); Salt Lake City Public Utilities GIS Mapping; 801-483-6834.

Salt Lake County Boundary

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Salt Lake City Boundary & Other City Boundaries

City Boundaries (city_curr_0306.shp); Salt Lake County Flood Control; 801-468-2711; <http://www.pweng.slco.org/flood>.

Parks

Designated Parks (designatedparks.shp); Salt Lake City Planning Department GIS; 801-535-7757; <http://www.slcgov.com/CED/planning/>.

Zoning (Agricultural and Residential)

Zoning (zoning.shp); Salt Lake City Planning Department GIS; 801-535-7757; <http://www.slcgov.com/CED/planning/>.

GIS Data Sources (cont'd.)

Threatened, Endangered, and Sensitive Species

TES (3297_unhp_masked_pts.shp); Utah Division of Wildlife Resources; 801-538-4700.

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Black Bear (blbe20060701.shp); Utah Division of Wildlife Resources Utah Conservation Data Center; 801-538-4700; <http://dwrcdc.nr.utah.gov/downloadgis/disclaim.htm>.

Band-Tailed Pigeon (btpi20060701.shp); Utah Division of Wildlife Resources Utah Conservation Data Center; 801-538-4700; <http://dwrcdc.nr.utah.gov/downloadgis/disclaim.htm>.

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Ring-Necked Pheasant (rnph20060701.shp); Utah Division of Wildlife Resources Utah Conservation Data Center; 801-538-4700; <http://dwrcdc.nr.utah.gov/downloadgis/disclaim.htm>.

Rocky Mountain Elk (SGID_U100_RockyMountainElk.shp); Utah Automated Geographic Reference Center (AGRC), State Geographic Information Database (SGID); <http://gis.utah.gov/download>.

Ruffed Grouse (rugr20060701.shp); Utah Division of Wildlife Resources Utah Conservation Data Center; 801-538-4700; <http://dwrcdc.nr.utah.gov/downloadgis/disclaim.htm>.

Snowshoe Hare (ssha20060701.shp); Utah Division of Wildlife Resources Utah Conservation Data Center; 801-538-4700; <http://dwrcdc.nr.utah.gov/downloadgis/disclaim.htm>.

GIS Data Sources (cont'd.)

Potential Wildlife Habitat

American White Pelican Foraging (American_White_Pelican_Foraging.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

Bald Eagle (bald_eagle.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

Bobolink (bobolink.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

Burrowing Owl (burrowing_owl.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

Columbia Spotted Frog (Columbia_spotted_frog.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

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Ferruginous Hawk Wintering (ferruginous_hawk_wintering); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

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Greater Sage Grouse (greater_sage_grouse.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

Kit Fox (kit_fox.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

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GIS Data Sources (cont'd.)

Potential Wildlife Habitat (Cont'd.)

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Spotted Bat Foraging (spotted_bat_foraging.shp); SWCA, Inc.; 801-322-4307; <http://www.swca.com>.

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Waterbodies

Lakes (SGID_U024_lakes.shp); Utah Automated Geographic Reference Center (AGRC), State Geographic Information Database (SGID); <http://gis.utah.gov/download>.

Springs

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Wetlands

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RDA Project Areas

RDA Projects (RDA_projects.shp); Landmark Design, Inc. (based on PDF files provided by Salt Lake City RDA); 801-474-3300; <http://www.ldi-ut.com>.

GIS Data Sources (cont'd.)

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Pony Express Trail (SGID_U500_PonyExpress.shp); Utah Automated Geographic Reference Center (AGRC), State Geographic Information Database (SGID); <http://gis.utah.gov/download>.

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Recommended Equestrian (Recommended_Equestrian.shp); Landmark Design, Inc.; 801-474-3300; <http://www.ldi-ut.com>.

Jordan River Parkway Trail (Existing_Paved_Trails.shp); Landmark Design, Inc.; 801-474-3300; <http://www.ldi-ut.com>.

Future Trail Connection (Recommended_Trail.shp); Landmark Design, Inc.; 801-474-3300; <http://www.ldi-ut.com>.

Historic Districts and Properties

Historic Sites (historicsites_pt.shp); Salt Lake City Planning Department GIS; 801-535-7757; <http://www.slcgov.com/CED/planning/>.

National Historic District (nationalonly.shp); Salt Lake City Planning Department GIS; 801-535-7757; <http://www.slcgov.com/CED/planning/>.

Local Historic District (historic_local.shp); Salt Lake City Planning Department GIS; 801-535-7757; <http://www.slcgov.com/CED/planning/>.

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