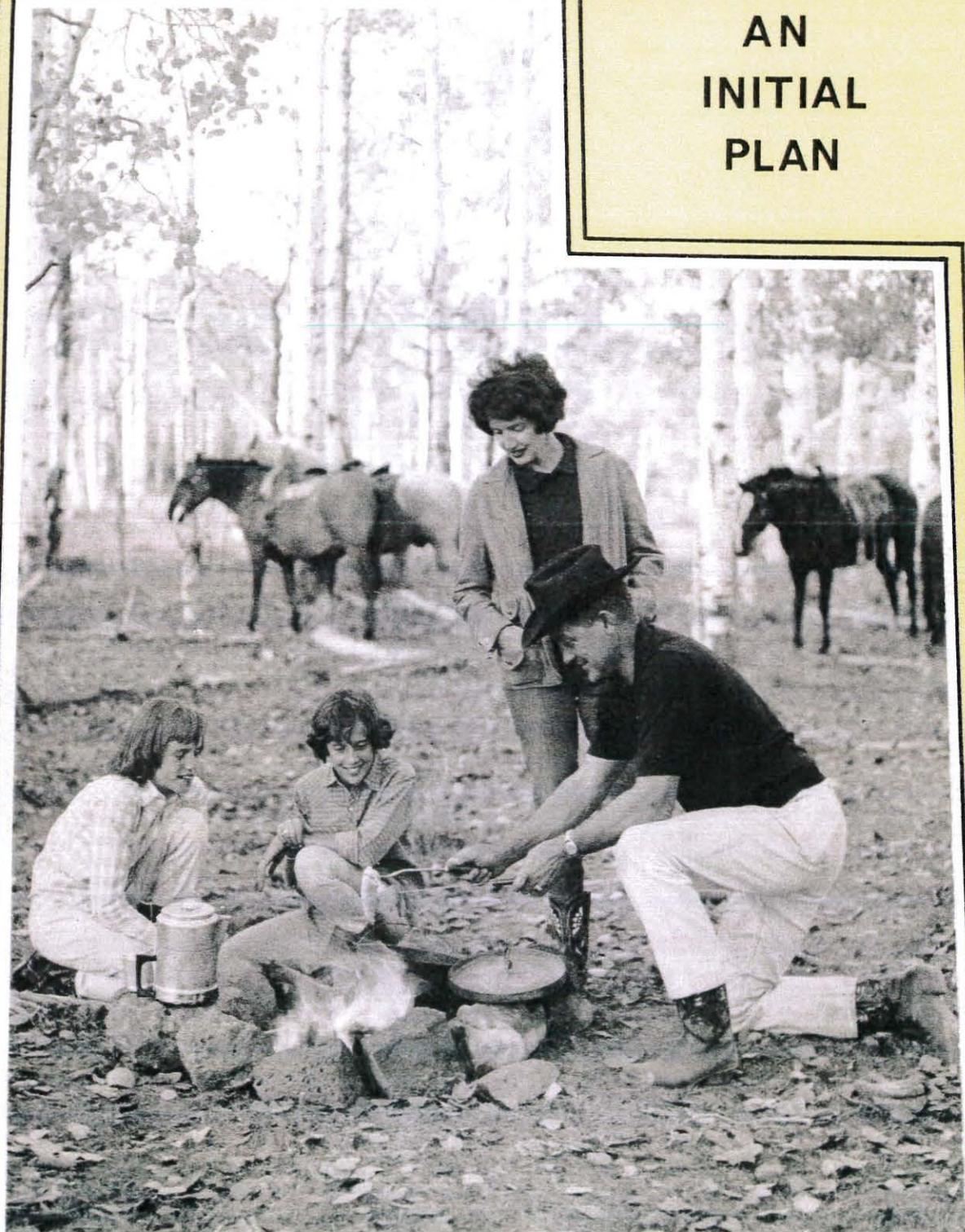


# Outdoor Recreation For Utah

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## AN INITIAL PLAN



1965-1975



OUTDOOR RECREATION FOR UTAH

An Initial Plan

1965-1975

Calvin L. Rampton, Governor

Presented by

Utah State Recreation Planning Subcommittee

Acting Chairman John E. Phelps, Acting Director, Department of Fish and Game  
Emanuel A. Floor, Director, Utah Travel Council  
Henry C. Helland, Director, Department of Highways  
F. C. Koziol, Director, Park and Recreation Commission  
Milton L. Weilenmann, Director, Industrial Promotion Commission

January 15, 1966

Prepared by Staffs of

Department of Fish and Game  
Park and Recreation Commission



OUTDOOR RECREATION FOR UTAH, An Initial Plan, is dedicated to Harold S. Crane, who was, until his untimely death on January 6, 1966, Director of the Utah State Department of Fish and Game, and Chairman and inspirator of the Utah State Recreation Planning Subcommittee, authoring body of this, the State's first comprehensive outdoor recreation plan.



## FOREWORD

Utah is a land unique--in its people; in its physical attributes. Its relatively few and scattered peoples have enjoyed a rich heritage of diverse outdoor recreation opportunity. Much of their leisure time is spent in a yet wild or semiwild outdoors.

Erosion, taking place over uncountable centuries, has created natural features of unmatched beauty. Life zones extending from the Lower Sonoran of Southwestern Utah to the Alpine, characterized by 13,498 foot King's Peak in the Uinta Mountains, provide an extensive variety of vegetation and animal life.

Since settlement of the State in 1847 this abundance has been taken casually--almost for granted. The influence of spreading populations and of other encroachments on outdoor recreation has been gradual. A realization that opportunities and potentials were being lost has been slow in coming.

There is now a growing conviction that, if our outdoor recreation prosperity is to be continued in the face of increasing leisure time, more disposable income, and improved travel facilities, more than passive concern will be required. It is becoming apparent to residents that within the boundaries of Utah there exists the potential to provide for many recreation needs of people from other states in addition to their own. The values of tourism in the State's industrial scheme are being recognized.

Such realizations provided the impetus for outdoor recreation planning in the State. Initiated in 1964, the planning effort has resulted in compilation of OUTDOOR RECREATION FOR UTAH, An Initial Plan. Financial assistance for planning and plan preparation was provided under terms of Public Law 88-578, The Land and Water Conservation Fund Act.

It is intended this plan will qualify the State to receive additional funds from this source to preserve our history and culture, and to further develop our outdoor recreation potential.

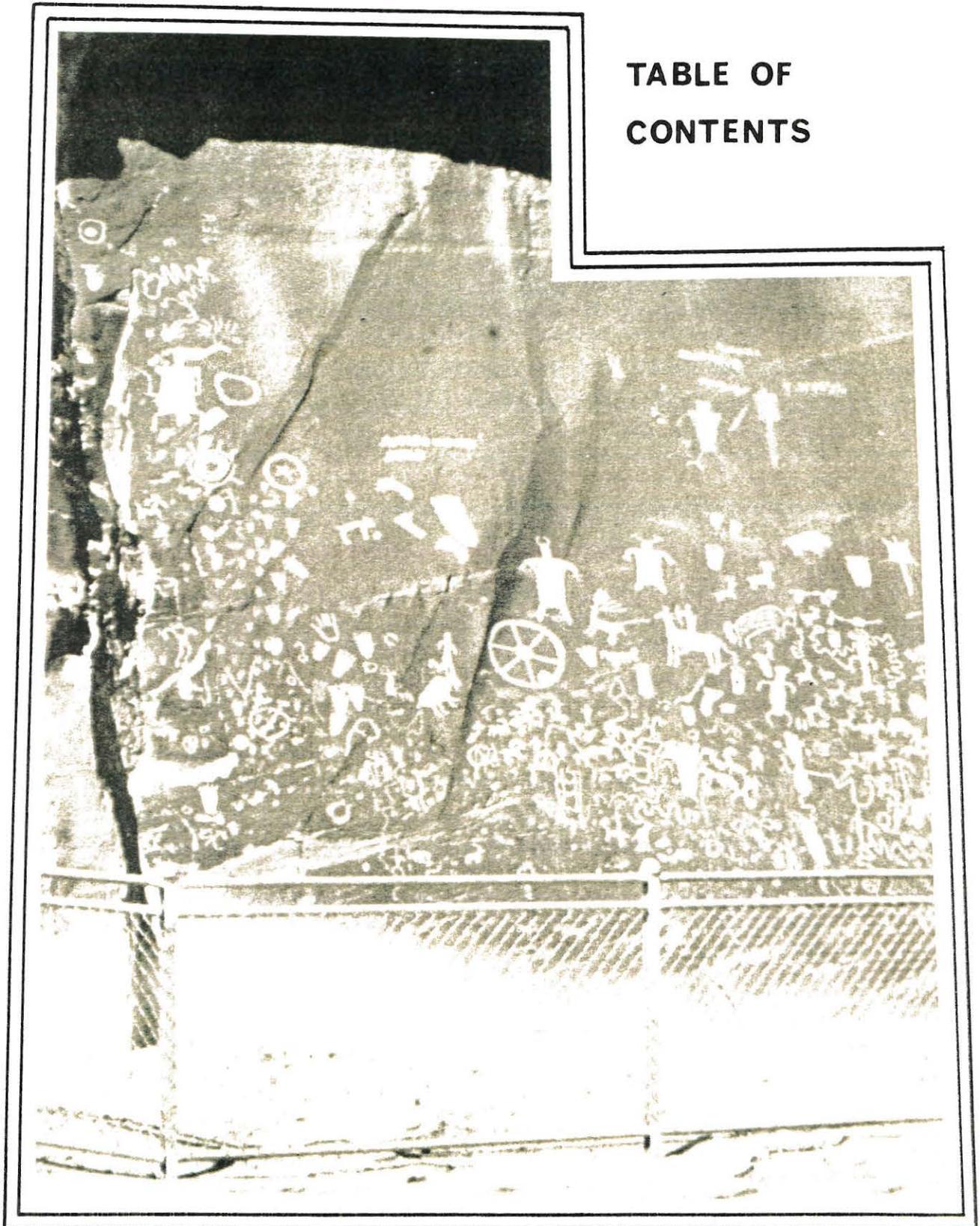
Our needs have been identified, and an enthusiastic but realistic program is proposed to meet these needs. With these guidelines and the financial and physical opportunities available, Utah should be perpetuated as an outdoor wonderland.

UTAH STATE RECREATION PLANNING SUBCOMMITTEE

January 15, 1966



**TABLE OF  
CONTENTS**



**NEWSPAPER ROCK – INDIAN CREEK STATE PARK**



## TABLE OF CONTENTS

	Page
Summary and Recommendations . . . . .	1
Summary . . . . .	3
Recommendations . . . . .	4
Goals and Policies . . . . .	7
Goals . . . . .	9
Policies . . . . .	10
Legal Authority . . . . .	13
Planning Considerations . . . . .	23
The Planning Process . . . . .	25
Maintenance of the Plan . . . . .	27
Description of the State . . . . .	29
Natural Resources . . . . .	31
Scenic and Topographic Features . . . . .	31
Columbia Basin . . . . .	31
Great Basin . . . . .	33
Colorado Basin . . . . .	33
Climate . . . . .	34
History . . . . .	35
Animal Life . . . . .	36
Mammals . . . . .	36
Birds . . . . .	38
Fishes . . . . .	40
Plant Life . . . . .	41
Land . . . . .	42
Water . . . . .	43
Economy . . . . .	45
Population . . . . .	45
Employment . . . . .	47
Personal Income . . . . .	48
Highways and Travel . . . . .	49
Tourism . . . . .	52

	Page
Recreation Supply . . . . .	55
Existing Opportunity . . . . .	57
State Agencies . . . . .	61
School Districts . . . . .	103
Other Federal Agencies . . . . .	106
Quasi-Public Groups . . . . .	107
Private . . . . .	107
Outdoor Recreation Potential . . . . .	110
Land-based Potential . . . . .	110
Water-based or Associated Potentials . . . . .	114
Recreation Demand . . . . .	117
Demand by Utah Residents . . . . .	119
Recreation Demand by Nonresidents . . . . .	126
Total Demand . . . . .	128
Recreation Needs . . . . .	131
Responsibility . . . . .	139
Private Sector Responsibility . . . . .	141
Municipal Responsibility . . . . .	141
County Responsibility . . . . .	142
School Board and Church Responsibilities . . . . .	144
Nonprofit and Quasi-Public Organization Participation . . . . .	144
Federal Responsibilities . . . . .	144
Responsibility of the State . . . . .	145
State Recreation Planning Subcommittee . . . . .	145
State Park and Recreation Commission . . . . .	145
Department of Fish and Game . . . . .	146
Great Salt Lake Authority . . . . .	146
Department of Highways . . . . .	147
State Building Board . . . . .	147
State Land Board . . . . .	147
Department of Health . . . . .	147
Forestry and Fire Control Board . . . . .	149
Utah State Extension Services . . . . .	149
State Engineer . . . . .	149
Water and Power Board . . . . .	149
Utah Travel Council . . . . .	149
Historical Society . . . . .	150
Indian Affairs Commission . . . . .	150

	Page
Action Program . . . . .	151
Outdoor Recreation Planning . . . . .	153
Project Priorities . . . . .	153
Land Acquisition . . . . .	155
Site and Facility Development . . . . .	156
Program Funding . . . . .	157
Special Problems . . . . .	159
Bibliography . . . . .	165

## TABLES

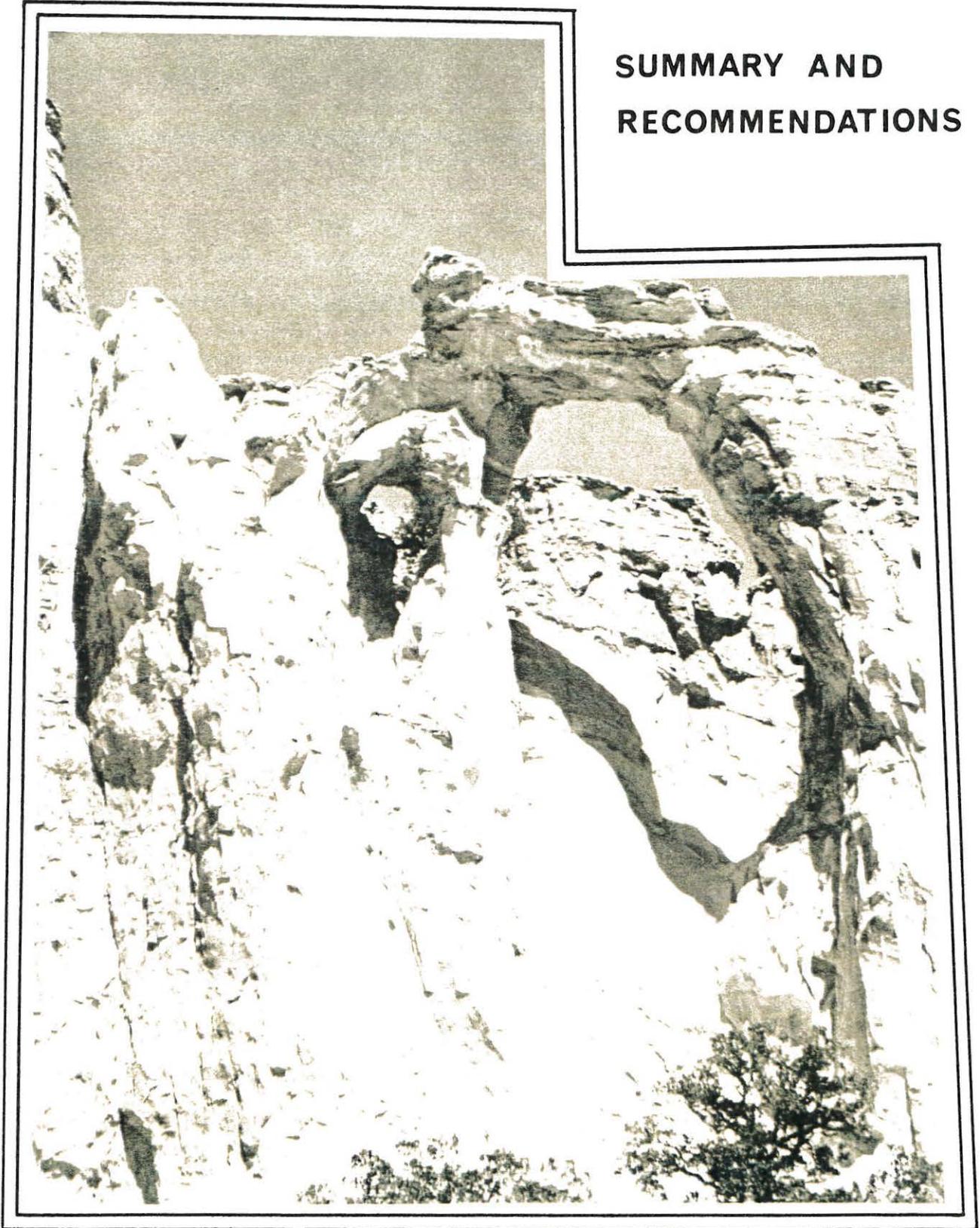
Table	Page
1. Utah Big Game Harvest, 1940-1964 . . . . .	37
2. Harvest of Four Species of Game Birds in Utah, 1960-1964 .	39
3. Population and its Distribution in Utah . . . . .	45
4. Projected Population of Utah by County, 1965-2020 . . . .	46
5. Nonagricultural Employment in Utah, by Industry Division, 1962 . . . . .	47
6. Personal Income in Utah, by Source, 1963 . . . . .	48
7. Trends in Per Capita Personal Income in Utah and the United States for Selected Years . . . . .	48
8. Disposable Personal Income in Utah and the United States, 1929-1963 . . . . .	49
9. Public Outdoor Recreation Sites and Facilities in Utah Over 10 Acres in Size . . . . .	62
10. Nonschool, Public Outdoor Recreation Sites and Facilities, Less Than 10 Acres in Size, in Communities of Utah . . .	94
11. Area of and Recreation Use on Reservoirs Constructed by the U. S. Bureau of Reclamation and Operated by Water User Groups in Utah . . . . .	108
12. Historic and Cultural Sites in Utah Worthy of Preservation .	112
13. Some Outstanding Natural Features in Utah . . . . .	113
14. Potential Recreation Sites Currently Administered by the Bureau of Land Management in Utah . . . . .	114
15. Participation in Outdoor Recreation by Utah Residents as Compared to the National Average . . . . .	119
16. New Outdoor Recreation Activities Utah Residents Want to Begin . . . . .	120
17. Factors Preventing Participation in New Outdoor Recreation Activities . . . . .	121
18. Improvements Which Might Result in Increased Participation in Outdoor Recreation by Persons Already Active in These Pursuits . . . . .	121

Table		Page
19.	Projections of Licensed Resident Hunters and Fishermen in Utah, 1965-1975 . . . . .	125
20.	Number of Nonresident Visitors to Utah, 1955-1962 . . . . .	127
21.	Projected Nonresident Fishing and Hunting License Sales in Utah, 1965-1975 . . . . .	128
22.	Projected Needs for Developed Areas in Weber County, 1964-1965 . . . . .	135
23.	Anticipated Capital Improvement Funds for Outdoor Recreation in Utah, 1964-1975 . . . . .	158

## FIGURES

Figure	Page
1. Major Drainage Basins of Utah . . . . .	32
2. Interstate Highway System in Utah . . . . .	51
3. Disposable Personal Income and Travel in Utah, 1929-1983 . . . . .	52
4. Railroads in Utah . . . . .	52-A
5. Airports and Major Air Routes in Utah . . . . .	52-B
6. Developed and Undeveloped State Park Areas in Utah . . . . .	99
7. National Forest Lands in Utah . . . . .	100
8. Indian Reservations in Utah . . . . .	101
9. Areas in Utah Administered by the National Park Service . . . . .	102
10. Roadside Rest Areas on Utah Highways . . . . .	104
11. Rest and View Areas Proposed for Installation on the Interstate Highway System in Utah . . . . .	105
12. Ski Developments in Utah . . . . .	109
13. Boat Registrations in Utah, 1959-1965 . . . . .	124
14. Potential Scenic Roads and Parkways Identified in Utah . . . . .	148

**SUMMARY AND  
RECOMMENDATIONS**



**GROSVENOR ARCH**



## SUMMARY AND RECOMMENDATIONS

Summary:

Utah is a vast state with an exceptional outdoor recreation base. Its 52.7 million-acre land surface is relatively open and available for public use. About 77 percent is in public ownership, 4 percent is cultivated, and only .5 percent is urbanized. Variations in elevation, climate, and resources give it the potential of being a year-round recreation wonderland.

There are approximately 1.7 million surface acres of water in the State. About 1.3 million acres exist as Great Salt Lake - a water body with nearly five times the concentration of salts as the oceans. Recent impounding in Flaming Gorge Reservoir and Lake Powell, on the Green and Colorado Rivers respectively, has greatly increased the area of fresh water and the water-based recreation potential of Utah.

The State has a small population for its size - 1.005 million people in 1965. The population growth, however, has been 63 percent higher than the national average. These are active people, intent upon utilizing their heritage of outdoor recreation opportunity.

The proportion of the population participating in 12 outdoor recreation activities surveyed exceeds the national average from 8 to 52 percent. Not only do more people participate but, with exception of swimming, they do so more actively.

Travel is facilitated by some 36,000 miles of roads and streets, four first-class railroads and several smaller rail services, and 70 public and private airports. Six major airlines maintain service within and through the State.

Motor vehicle registrations are increasing by 10 percent each year; miles travelled by 13 percent. A total 865 private aircraft were registered in Utah in 1963. People are on the move.

Although still below the national average, gains are being made in per capita personal income. Disposable personal income is increasing at a good rate.

Better travel facilities and more money are combined to give the resident more opportunity to recreate. At the same time, however, this expanding society is taking its toll of recreation opportunity. Lands are consumed by urban sprawl, highway and road construction, and industrial expansion. Diversion and impounding of water is accomplished to meet municipal, agricultural, and industrial needs - possibly at the expense of recreation. Increased recreation use itself is leading to deterioration of the base in many instances.

These are not uncommon trends. They are being experienced throughout the nation. Similarly, failure of the State and its subdivisions to keep pace with the demand for outdoor recreation is not unique. A study of outdoor

recreation demand by Utah residents indicates existing sites and facilities fall short of meeting today's demand by at least 40 percent.

Outdoor recreation activities by residents are increasing at rates of up to 16 percent annually. Especially critical are urban and nonurban day-use facilities. Water-based opportunities need to be increased throughout the State. Distribution of these opportunities is especially poor. Historic and outstanding scenic and natural features should be preserved and at the same time made accessible for people to see and enjoy. General recreation, fishing, and hunting opportunities need to be extended wherever possible.

Use of the State's resources by nonresidents has been largely confined to hunting, fishing, and sightseeing. Utah has been a place to go through rather than to. These travelling people are looking for a place to camp, to play, to escape the frantic pace of today's society. The potential is here to satisfy their needs; encouraging them to stay will contribute significantly to Utah's future economy.

Nonresident demand has not yet been determined. Observations indicate well-developed overnight camping facilities within reasonable access of urban centers, access to scenic areas and cultural and historic sites, and availability of water-based opportunity are important to these vacationers. The extent of their stay and of their participation will depend on available opportunity.

Utah has extended itself in the last year to publicize its recreation assets. Results of the effort are encouraging. People began to make Utah a destination. The State's bid for the 1972 Winter Olympics will build its prestige as a winter vacation area.

The image created by publicity efforts should not be allowed to fade from lack of diligence on the "production" end. State, local, and Federal governments and the private sector all have a responsibility in meeting recreation needs. Their full cooperation and effort will be required to meet exploding local demands and increasing tourist needs.

The greatest problem to overcome in meeting recreation needs will be financial. Small recreation budgets at present, and limited sources from which to obtain additional dollars. Coordination and cooperation between recreation agencies and other resource management and administrative groups need to be improved. Many cities, towns, and counties need technical assistance and encouragement to execute adequate outdoor recreation programs. Changes in the ownership or management of public lands in the State could detract from their recreation values. Proposals in this plan will, if followed, improve outdoor recreation opportunities in the State in both kind and quantity.

#### Recommendations:

In recognizing the problems confronting outdoor recreation interests, it seems appropriate also to suggest courses of action which might result in some solutions being developed. Twenty-one important and timely recommendations are proposed for consideration by the governments and peoples of Utah. They are listed by broad categories as follows:

1. Planning and Programming:

- a. Providing outdoor recreation opportunity is recognized as a responsibility of all levels of government and of the private sector. All outdoor recreation programs should thus be accelerated to overcome today's deficiencies in opportunity and to meet anticipated demands. Local programs should be developed or expanded through advisory contacts by State agencies.
- b. Special consideration should be given throughout the State to a proposal by Salt Lake County to locate playground and playfield areas of about five acres each adjacent to school sites. Such recreation developments could thus serve both the school and the neighborhood.
- c. Care should be exercised in locating outdoor recreation sites and developing facilities to assure their maximum potential use.
- d. Haste should be exercised in providing access to public lands and water which are now isolated from use by private control of adjacent lands.
- e. Public access should be guaranteed to all land and water projects developed either as public facilities, or as private projects supported by loans or grants of public money.
- f. Impoundments created with or assisted by grants or loans of public funds should contain permanent conservation pools for recreation purposes.
- g. Comprehensive outdoor recreation planning is a major undertaking. Additional planning personnel should be provided for continuing maintenance of the plan. An equitable division of the expense in revising and maintaining the plan should be made between all levels of local government.
- h. Outdoor recreation opportunities and potentials should be considered in all the State's land and water development programs, land sales contracts, highway construction projects, and similar resource use-change activities.

2. Finance:

- a. The need for and possible source of additional local funds for outdoor recreation should be reviewed in depth.
- b. Private investments in outdoor recreation should be encouraged.

- c. Efforts to publicize the State's recreation wealth should continue in an effort to build the economic stature of Utah.

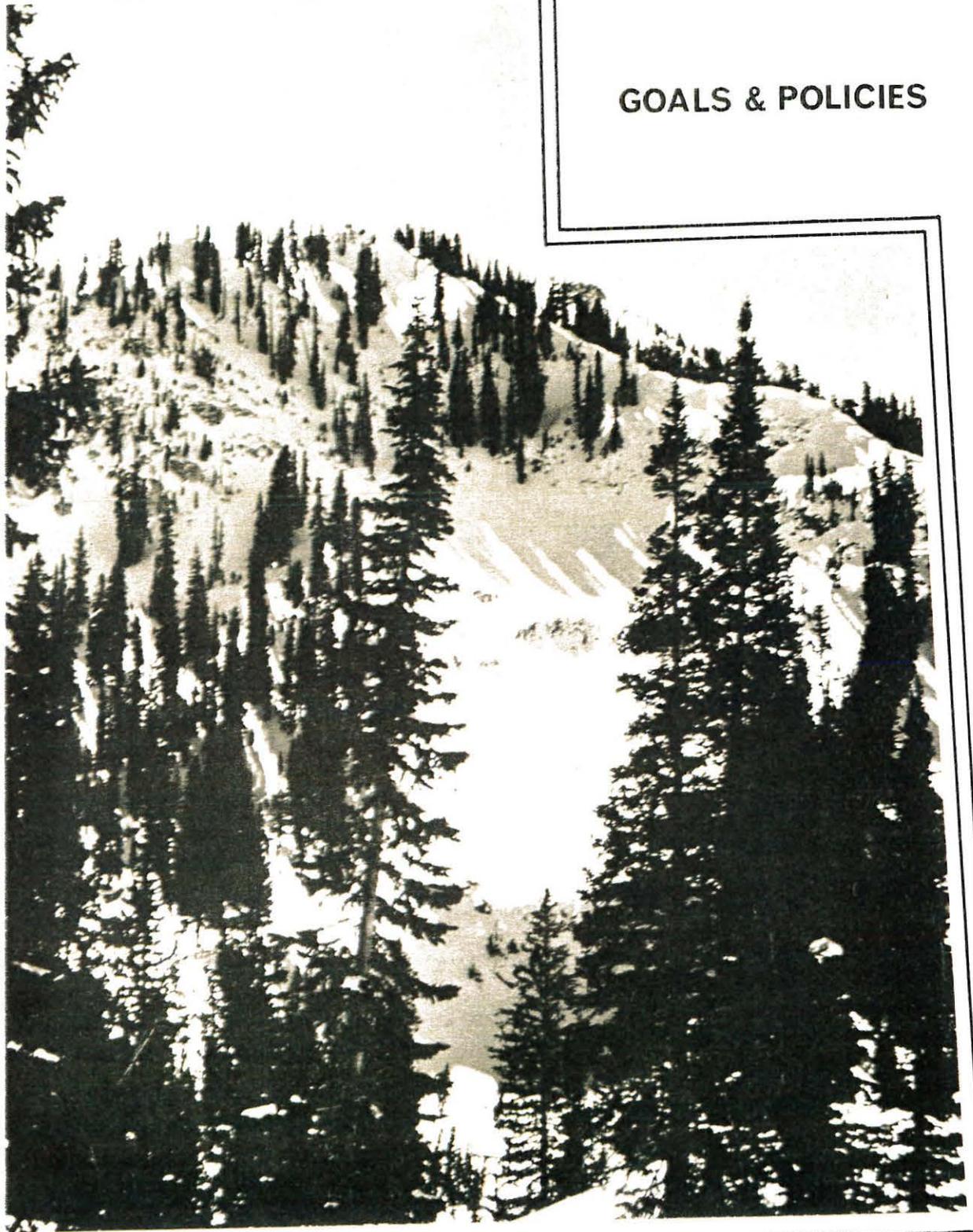
3. Regulation:

- a. The advisability of establishing ordinances requiring subdividers to preserve a certain proportionate land area for recreation purposes in residential construction projects should be reviewed.
- b. Stream banks in all urban areas should be reserved, developed and protected for public use and enjoyment. Flood-plain zoning in nonurban areas should be pursued as a means of preserving streams and streamside habitat for recreation purposes.
- c. Land sales contracts and lease agreements from public agencies to private interests, for other than recreation purposes, should preserve the right of appropriate free public access to those lands in perpetuity for recreation purposes.
- d. The State's efforts to control environmental pollution should be expanded and given full Executive, Legislative, and citizen support, both financial and moral.
- e. All recreation areas should be preserved from encroachment from any nonconforming uses.
- f. A review should be made of all laws, codes, regulations, policies, or other regulatory or administrative requirements pertaining to or affecting outdoor recreation so those in conflict with current needs and philosophies might be repealed or amended.
- g. Vandalism, theft, littering and other abuses of both public and private recreation sites and facilities and the illegal harvest or use of public fish and wildlife resources should be controlled through increased law enforcement and realistic punishment.
- h. Legislation should be enacted requiring replacement of outdoor recreation features or opportunities destroyed by projects essential to the growth and development of the State. Costs of such preservation or replacement should be borne by the project beneficiaries.

4. Standards:

- a. Efforts should be made to expand any urban or community playground, playfield, or park facility less than 2.5 acres in size exclusive of parking accommodations.
- b. Standards of development, operation and maintenance of recreation sites and facilities should be established.

**GOALS & POLICIES**



**WASATCH MOUNTAIN STATE PARK**



## GOALS AND POLICIES

The State of Utah initiated its outdoor recreation planning program for purposes of:

1. Identifying and cataloging existing and potential recreation facilities and features in Utah.
2. Determining present and future demands for outdoor recreation by both resident and nonresident populations.
3. Calculating outdoor recreation needs and outlining an outdoor recreation action program which will provide for both present and projected needs through 1975.
4. Identifying possible sources of revenue which might be used in matching Land and Water Conservation Fund Act apportionments and other grants-in-aid funds for outdoor recreation purposes.
5. Providing the Legislature and the people with a basic understanding of outdoor recreation needs so adequate legislative and budgetary considerations can be made.

### Goals:

Goals were established to guide this planning effort and to give some direction to the many recreation programs in the State. They are broad and flexible to allow creativity and foster imaginative thinking, yet specific enough to clearly identify our intentions.

Our goals are to: First, provide a broad spectrum of quality outdoor recreation opportunities and facilities so existing and future generations, both resident and transient, may enjoy their choice of new and traditional outdoor experiences; and second, improve the economic stature of the State through outdoor recreation. We believe these goals can be achieved through implementation of this outdoor recreation plan and action program, which will:

1. Preserve the history, culture, and heritage that is Utah by taking care not to reduce the attraction or significance of a feature in the process of providing for its utilization.
2. Minimize the destruction of recreation resources, either in quantity or quality.
3. Encourage uses of land, water, and other natural resources for recreation commensurate with other economically and aesthetically beneficial uses.
4. Provide for a balanced and integrated program of acquisition and development of outdoor recreation areas, sites, and

facilities at all governmental levels; balanced in terms of opportunities provided, and integrated to the extent there is a common direction in all recreation programs.

5. Provide incentive and give direction to development and operation of outdoor recreation facilities by private enterprise.
6. Utilize potentials on private lands in meeting outdoor recreation needs.
7. Promote standards of development, management, and maintenance of outdoor recreation facilities which will encourage continued use and enjoyment of those facilities.
8. Encourage and promote utilization of all technical and financial assistance programs in meeting outdoor recreation needs.

#### Policies:

Preliminary to establishing an action program of outdoor recreation site acquisition and facility development, and in consideration of stated goals, it was necessary to establish or reaffirm policies. The formulation of certain of these policies was guided by existing law; others were established on the basis of recognized needs.

Policies listed served as a guide to the State's planning effort and will be extant in exploiting recreation potentials as identified in the plan:

1. Outdoor recreation is considered in its broadest sense as "leisure time activities which utilize an outdoor setting." 1/
2. Land and Water Conservation Fund Act matching monies will be available to State agencies or political subdivisions, irrespective of the level of their jurisdiction. These funds will be distributed on the basis of: (a) needs for outdoor recreation facilities; (b) established responsibility for providing such facilities; and (c) availability of local matching funds.
3. Since enjoyment of an outdoor recreation experience is directly related to the nature of the surroundings, quality will be a primary consideration in outdoor recreation site or facility development projects.
4. Due to Utah's central position in a tremendous population universe and because of recognized outdoor recreation potentials, recreation facilities and opportunities will be developed

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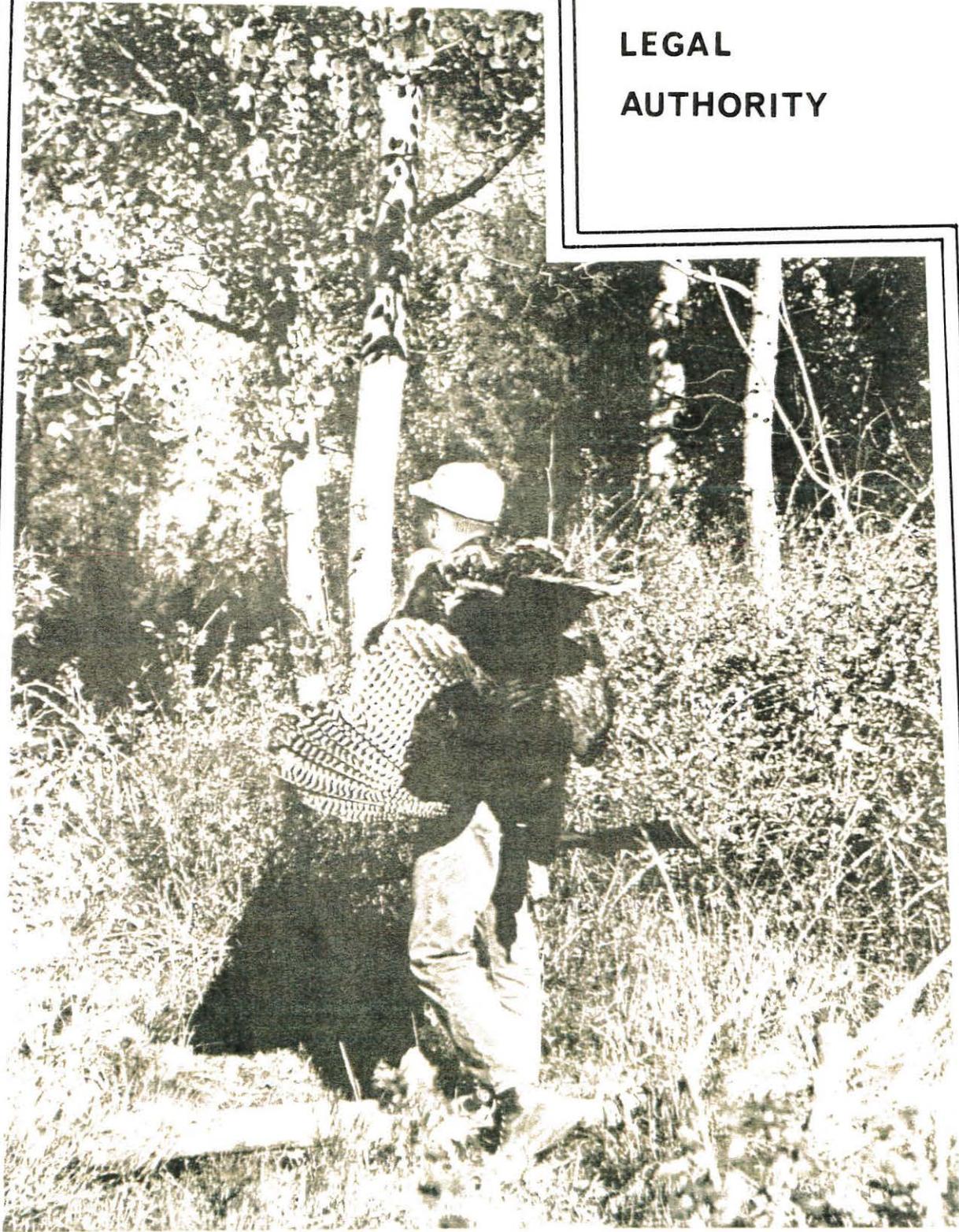
1/ U. S. Department of Interior, Bureau of Outdoor Recreation, Outdoor Recreation Grants-in-Aid Manual, (1964), U. S. Government Printing Office, Washington, D. C.

to satisfy needs of out-of-state users as well as those of residents.

5. Existing outdoor recreation features will be made more accessible through road or trail construction, and the availability of or need for access will be a major consideration in establishing and developing new sites and facilities.
6. Zoning of land and water will be pursued to assure maximum use of all areas, sites and facilities for outdoor recreation purposes.
7. Destruction of outdoor recreation features and opportunities will be prevented by all feasible means. When such destruction is essential to the development of the State, features or opportunities destroyed shall be replaced to the maximum extent possible.
8. Outdoor recreation is recognized as a beneficial use of both land and water, and as a primary purpose for which projects might be developed and operated.
9. The State will urge donation and dedication of lands and water for outdoor recreation purposes.
10. The State will, through various means available to it, stimulate as much interest as possible in the development and operation of outdoor recreation sites and facilities by private capital.
11. The multiple-use principle will be followed wherever possible in local land, water and other resource management programs.
12. Funds received by any agency or governmental unit in matching expenses on retroactively initiated or completed projects will be committed to further outdoor recreation site acquisition or facility development activities.



**LEGAL  
AUTHORITY**



**EAST ZION**



## LEGAL AUTHORITY

This outdoor recreation plan was prepared under terms of and authority granted by Title 63, Chapter 28, Utah Code Annotated, 1953, as amended. The entire context of this law is as follows:

63-28-1. Establishment of office -- Functions.

There is hereby established a state planning co-ordinator, whose duties shall be as provided in this act. It shall be the function of the planning co-ordinator to act as the governor's adviser on state, regional, metropolitan and local governmental planning matters relating to public improvements and land use. Nothing contained in this law shall operate in derogation of planning powers conferred upon departments, agencies or instrumentalities of state or local governments by any existing law.

63-28-2. Duty to counsel with representatives of other agencies.

The state planning co-ordinator will counsel with the authorized representatives of the state road commission, the state building board, the state board of health, the state industrial commission, the water and power board, office of the state engineer, the state parks and recreation commission, the state land board, the state fish and game department and other proper persons concerning all state planning matters.

63-28-3. Appointment by governor.

The governor will appoint to the office of state planning co-ordinator a person qualified and experienced for such a function. His salary shall be determined by the governor, and he shall serve at the pleasure of the governor. The state planning co-ordinator will be directly responsible to the governor in the performance of his duties.

63-28-4. Duties of co-ordinator.

The state planning co-ordinator shall:

- (1) Receive and review plans of the various state agencies and local subdivisions of governments relating to public improvements and advise these agencies of any conflicting land use, plans or proposals;
- (2) Act as the governor's planning agent in planning public improvements and land use and in this capacity undertake special studies and investigations and submit reports and render advice to the governor;
- (3) Provide information and co-operate with the state legislature or any of its committees in conducting planning studies;

(4) Co-operate with and exchange information with federal agencies and local, metropolitan, or regional agencies pursuant to federal, state, regional, metropolitan, and local programs;

(5) Make such recommendations to the governor as he considers advisable for the proper development and co-ordination of plans for state and local governments.

(6) Have the power to perform regional and state planning and to assist city, county, metropolitan, regional, and state government planning agencies in performing local, metropolitan, regional, and state planning.

(7) Have the power to provide planning assistance to Indian tribes regarding planning for Indian reservations.

63-28-5. State advisory planning committee --  
Authority to receive federal funds.

The state planning co-ordinator will, when acting in conjunction with the officers listed in section 63-28-2 and when called together by the governor, constitute the state advisory planning committee and may, when designated by the governor, receive funds made available by the federal government under present or future acts or such other public laws as may be enacted by the Congress of the United States.

63-28-6. Outdoor recreation facilities --  
Participation in federal programs authorized.

The legislature finds that the state of Utah and its political subdivisions should enjoy the benefits of federal assistance programs for the planning and development of the outdoor recreation resources of the state, including the acquisition of lands and waters and interests therein. It is the purpose of this act to provide authority to enable the state of Utah and its political subdivisions to participate in the benefits of such programs, by and through the state planning co-ordinator, under the direction of the governor, or such other agent or agencies as the governor may from time to time designate.

63-28-7. Plan for outdoor recreation facilities --  
Duties of co-ordinator.

The state planning co-ordinator, in co-operation with the state advisory planning committee and the state and local agencies responsible for planning, acquisition, and development of outdoor recreation facilities, is authorized to prepare, maintain, and keep up-to-date a comprehensive plan for the development of the outdoor recreation resources of the state. The completed plan and all amendments thereto shall be submitted to the governor for his review and approval.

63-28-8. Federal aid for outdoor recreation facilities --  
Powers of co-ordinator in obtaining benefits.

The state planning co-ordinator may apply to any appropriate agency or officer of the United States for participation in or the receipt of aid from any federal program respecting outdoor recreation. It may, in co-operation with other state agencies, enter into contracts and agreements with the United States or any appropriate agency thereof, keep financial and other records relating thereto, and furnish to appropriate officials and agencies of the United States such reports and information as may be reasonably necessary to enable such officials and agencies to perform their duties under such programs. In connection with obtaining the benefits of any such program, the state planning co-ordinator shall co-ordinate its activities with and represent the interests of all agencies and subdivisions of the state having interests in the planning, development and maintenance of outdoor recreation resources and facilities.

63-28-9. Co-ordinator agent of state to receive aid  
for outdoor recreation facilities.

The state planning co-ordinator is authorized to act as the agent of state and local agencies to receive and to disburse federal moneys in accordance with the comprehensive plan for the development of the outdoor recreation resources of the state as approved by the governor.

63-28-10. Funds for shares of state or political  
subdivisions in outdoor recreation project  
costs to be available -- Public maintenance  
of facilities.

The state planning co-ordinator shall make no commitment or enter into any agreement pursuant to an exercise of authority under this act until it has determined that sufficient funds are available to it for meeting the state's share, if any, of project costs. It is the legislative intent that, to such extent as may be necessary to assure the proper operation and maintenance of areas and facilities acquired or developed pursuant to any program participated in by this state under authority of this act, such areas and facilities shall be publicly maintained for outdoor recreation purposes. The state planning co-ordinator may enter into and administer agreements with the United States or any appropriate agency thereof for planning, acquisition, and development projects involving participating federal-aid funds on behalf of any political subdivision or subdivisions of this state: provided, that such political subdivision or subdivisions give necessary assurance to the state planning co-ordinator that they have available sufficient funds to meet their shares, if any, of the cost of the project and that the acquired or developed areas will be operated and maintained at the expense of such political subdivision or subdivisions for public outdoor recreation use.

In an assessment of authority granted by Title 63, the Utah State Attorney General has issued the following opinion:

OFFICE OF THE ATTORNEY GENERAL

STATE OF UTAH

OPINION OF LAW

No. 65-075

Requested by Robert P. Huefner, State Planning Coordinator.

Prepared by Attorney General Phil L. Hansen and Staff.

QUESTION

Is the State Planning Coordinator authorized by State law to participate fully in the Federal Land and Water Conservation Fund Act?

CONCLUSION

Yes.

- - - - -

OPINION

16 United States Code Annotated, Section 460L, commonly referred to as the Land and Water Conservation Fund Act, provides for a Federal program whereby the respective states may receive Federal funds for certain outdoor recreation projects, providing certain criteria are met to satisfy the Federal Statute and the regulations promulgated thereunder by the Secretary of the Interior.

The 1965 Regular Session of the Utah State Legislature enacted Senate Bill No. 149, codified as Sections 63-28-6-10, Utah Code Annotated, 1953, as amended, for the purpose of authorizing the State Planning Coordinator to participate fully in the Federal Land and Water Conservation Fund Act program.

The Federal Act and regulations issued thereunder require a single State agency to be authorized and qualified to act for the State in the following 12 particulars quoted below:

1. To prepare and maintain a Comprehensive State Outdoor Recreation Plan;

2. To develop, operate, and maintain outdoor recreation areas and facilities;
3. To acquire land, waters, and interests in land and waters for recreation purposes;
4. To enter into contracts and agreements with the United States and an appropriate agency thereof;
5. To keep financial and other records relative to such contracts and agreements;
6. To furnish appropriate officials of the United States such reports and information as are required for the conduct of the grant program;
7. To coordinate its recreation activities with those of other State agencies and governmental units;
8. To receive Federal moneys;
9. To disburse Federal moneys;
10. To assure the United States that the State has the ability and intention to finance its share of any project proposed;
11. To assure that areas acquired or developed with money granted from the Fund will be operated and maintained for public recreation purposes;
12. To enter into agreements on behalf of political subdivisions and public agencies, and to require from such entities the necessary financial and other assurances.

A careful examination of Sections 63-28-6-10, Utah Code Annotated, 1953, as amended, reveals that there is specific statutory authority for all items listed above, with the possible exceptions of Items 3 and 12. With respect to Item 3, which requires State authority to acquire land, waters, and interests in land and waters for recreation purposes, it appears that such authority is certainly contemplated by the Statute, even though no specific grant of authority is made for such acquisition. In this regard, Section 63-28-6, Utah Code Annotated, 1953, as amended, specifically provides:

"The legislature finds that the state of Utah and its political subdivisions should enjoy the benefits of federal assistance programs for the planning and development of the outdoor recreation resources of

the state, including the acquisition of lands and waters and interests therein. It is the purpose of this act to provide authority to enable the state of Utah and its political subdivisions to participate in the benefits of such programs, by and through the state planning coordinator, under the direction of the governor, or such other agent or agencies as the governor may from time to time designate." (Emphasis added)

In addition, Section 63-28-10, Utah Code Annotated, 1953, as amended, in referring to public maintenance of outdoor recreation areas and facilities, provides that:

"It is the legislative intent that, to such extent as may be necessary to assure the proper operation and maintenance of areas and facilities acquired or developed pursuant to any program participated in by this state under authority of this act, such areas and facilities shall be publicly maintained for outdoor recreation purposes." (Emphasis added)

It therefore appears clear that the legislative purpose as declared in the Act is to permit acquisition of lands and waters and interests therein, and the statutory language relating to operation and maintenance of facilities clearly refers to lands and waters which are "acquired or developed" pursuant to the authority of the Statute. It is therefore concluded that the State Planning Coordinator has sufficient authority to acquire land, waters, and interests in land and waters for recreation purposes to satisfy Item 3 listed above.

Item 10 above requires the State agency to be authorized to assure the United States that the State has the ability and intention to finance its share of any project proposed. Section 63-28-10, Utah Code Annotated, 1953, as amended, does not specifically authorize the State Planning Coordinator to make any financial assurances or commitments, but impliedly grants such authority. The following statutory language is pertinent:

"The state planning coordinator shall make no commitment or enter into any agreement pursuant to an exercise of authority under this act until it has determined that sufficient funds are available to it for meeting the state's share, if any, of project costs..."

Later in the same Section, the following reference is made to financial participation by local political subdivisions, requiring that:

"...such political subdivision or subdivisions give necessary assurance to the state planning coordinator that they have available sufficient

funds to meet their shares, if any, of the cost of the project and that the acquired or developed areas will be operated and maintained at the expense of such political subdivision or subdivisions for public outdoor recreation use."

It reasonably appears that the State Planning Coordinator can make financial commitments or assurances to the United States for and in behalf of the State and also for and in behalf of subordinate political subdivisions who will share a portion of the costs of any proposed project or facility, subject to the following conditions:

- (a) If the State is to share directly a portion of the costs, then the State Planning Coordinator must first determine that sufficient State funds are available for such purpose before making any commitment or assurance to the Federal Government.
- (b) If a subordinate political subdivision is required to share a portion of the costs, the State Planning Coordinator must first receive a firm assurance and commitment from such political subdivision that it has sufficient funds to meet its share of the costs, before making any assurance or commitment to the Federal Government.

It is therefore concluded that the State Planning Coordinator has ample legal authority to participate fully in all programs and projects available for receipt of Federal funds under the Federal Land and Water Conservation Fund Act.

Dated this 14th day of October, 1965.

Respectfully submitted,

/s/ Attorney General Phil L. Hansen

Independently, both the Park and Recreation Commission and the Fish and Game Department, to whom responsibilities for compiling the plan were delegated, are charged by legislative mandates to plan and/or implement programs which will preserve or expand recreation opportunities in the State.

Although the Department of Fish and Game is not charged with a planning responsibility as such, it is apparent from the Code that planning is required to accomplish those duties specifically enumerated. Title 23, Chapter 2, Section 1, Utah Code Annotated, 1953, as amended, stipulates that:

There is created a department to be known as the state department of fish and game, which shall have the power and

be charged with the duty to protect, propagate, manage and distribute game animals, furbearing animals, game birds and game fish throughout the state, and to direct and supervise the propagation of game fish at the various hatcheries, and the rearing of game birds at the game farms, owned and operated by the state, and the management of game and game lands; water fowl and water fowl refuges and the licensing of hunting, fishing, trapping and dealers in furs; to enforce the provision of this Code; and to carry out the policies established by the commission, and the board.

Title 23, Chapter 2, Section 11, Utah Code Annotated, 1953, as amended, provides that:

The fish and game commission (the policy making body of the Department) is empowered to investigate and determine the facts relative to the condition of fish, game and other wildlife of this state. Upon a determination of those facts, the commission shall effectuate the state's policy as declared in the purposes and intent of all laws pertaining to all species of fish, amphibians, game animals, game birds and furbearing animals and the preservation, protection, conservation, perpetuation and management thereof. . .

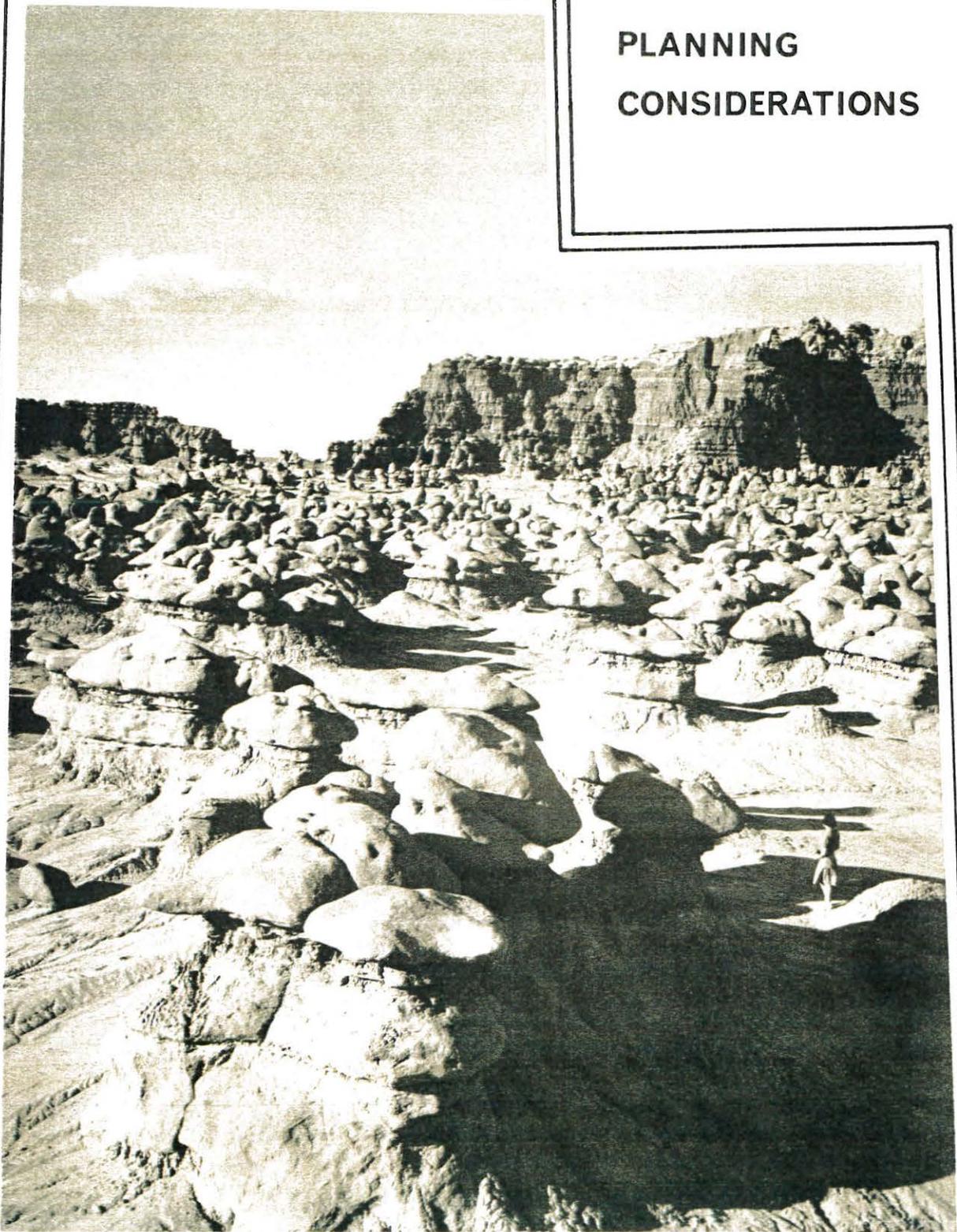
Title 63, Chapter 11, Section 12, Utah Code Annotated, 1953, as amended, states:

There is established the state park and recreation commission. . .

Further, in Section 13:

It is the intent of the legislature that the state park and recreation commission shall formulate and put into execution a long range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development and wise use of areas of scenic beauty, recreational utility, historic, archaeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged.

**PLANNING  
CONSIDERATIONS**



**GOBLIN VALLEY STATE PARK**



## PLANNING CONSIDERATIONS

### The Planning Process:

Utah's comprehensive outdoor recreation planning program had its origin in the 35th regular session of the Utah State Legislature. House Bill No. 59, passed on March 13, 1963, provided for a State Planning Coordinator and made it his duty, among other things, to act as the Governor's agent in planning public improvements and land use.

The planning coordinator designated under terms of this legislation devised a program to develop and effect an overall State development plan. Recreation was designated as one of the major elements in this plan. The initial step toward preparation of the recreation element was taken in January, 1964. The then-Governor, George D. Clyde, by executive order, appointed a State Recreation Planning Subcommittee, which serves the State Planning Advisory Committee established by House Bill No. 59 referred to earlier and now identified in Utah Code Annotated, 1953, as amended.

This subcommittee originally consisted of three individuals including directors of the State Department of Fish and Game, State Park and Recreation Commission and Utah Travel Council. On August 25, 1965, Governor Calvin L. Rampton expanded the group to include directors of the State Department of Highways and State Industrial Promotion Commission.

First meetings of the subcommittee were held in January of 1964. It was then determined the plan should be prepared by staff personnel of agencies on the subcommittee, but that efforts should be made to cooperatively involve governmental subdivisions, other State agencies, and private individuals. A recreation planning coordinator was appointed from the staff of the Department of Fish and Game to serve as liaison officer between the subcommittee and other groups and to generally coordinate assembly of the initial statewide outdoor recreation plan.

Two public meetings were conducted by the subcommittee to explain the planning program on the State level and to encourage participation, support, coordination and cooperation at all levels. The first of these meetings, on April 7, 1964, was attended by representatives of all Federal and State agencies for the purpose of exchanging basic recreation planning information and reviewing existing recreation programs.

The second meeting, on April 8, 1964, brought together representatives of city and county governments, local chambers of commerce, representatives of sporting and recreation groups, the State Legislature, and the executive branch of State government. Purposes of this meeting were to explain the program of recreation planning, outline benefits that might accrue to the State under terms of the Land and Water Conservation Fund Act still under consideration by the 88th Congress, and to appeal for cooperation on the part of these agencies and political subdivisions so planning objectives might be accomplished.

Following these meetings, a coordination system was established to collect data required to prepare the statewide recreation plan. Requests were made of each city and county commission or town board in the State to designate a liaison officer to work with the State Recreation Planning Coordinator in collecting and submitting necessary information.

Liaison officers so designated were asked to report on existing areas under their administrative jurisdiction, and to list all potential sites regardless of area of jurisdiction. The latter request was made to assure a more complete inventory of potential areas, and to serve as a means of giving local direction to the recreation programs of State and Federal agencies.

State agencies involved in recreation administration and those having areas of responsibility related to recreation were contacted through the State Planning Advisory Committee. Such agencies included the State Forestry and Fire Control Board, State Department of Highways, State Department of Health (and Water Pollution Control Board), State Engineer, State Land Board, Great Salt Lake Authority, State Water and Power Board, Utah State University, and the University of Utah. It is intended that some of these agencies will be involved beyond the planning stages in reviewing acquisition and site development proposals.

The University of Utah, Bureau of Business and Economic Research, was responsible for collection, analysis and tabulation of resident demand data, and is currently involved in a similar effort concerning nonresidents.

The Bureau, cooperating with technicians from Utah State University, also made population projections for use in this and other elements of the State development plan to assure consistency in this aspect of the overall State planning effort. These activities were conducted under terms of a contract with the State Planning Coordinator through assistance from HHFA's 701 Urban Planning Assistance Program.

School districts were contacted by local liaison officers who reported on school district recreation facilities as part of the city and county inventory.

An inventory of existing private recreation areas and facilities was accomplished through the Utah State University Extension Services. Through Dr. William Bennett, Director of the Extension Services, county agents were instructed to locate and report on privately owned recreation facilities in each of the twenty-nine counties of the State.

Local soil conservation districts were asked to assist in identifying potential private recreation facilities on the county level. Identification of these areas and the reporting thereof was generally through local technical action panels comprised of the officers of the district, the local county agent, the local Department of Fish and Game conservation officer, and other agency and citizen representatives.

The Governor of the State participated at virtually every step in the formulation of this comprehensive outdoor recreation plan. Most contact with the Governor's Office was through the State Planning Coordinator, who is also designated as the State liaison officer with the Bureau of Outdoor Recreation.

The Governor was directly involved at various stages of the plan through meeting with the State Recreation Planning Subcommittee to review objectives of the plan, delineation of recreation responsibilities, and other policies and goals set forth to lend direction to the planning effort.

The State Legislature was involved in the planning process only indirectly; basically, through the Legislative directives emanating from the regular sessions of that body. An example of such directives which were considered in the formulation of this plan was the \$2 million bond issue authorized by the 36th Session and earmarked for development of the Wasatch Mountain and the Dead Horse Point State Park areas.

Ten of Utah's twenty-nine counties have been designated as Area Redevelopment counties. Since this program considers private recreation developments as a means of increasing economic potential, close coordination was maintained throughout the planning process with the local Area Redevelopment administration office.

Liaison with Federal agencies, imperative because more than 70 percent of Utah's land area is under Federal administration, was generally excellent. Representatives of the United States Forest Service; the National Park Service; the Bureau of Reclamation; the Corps of Army Engineers; the Bureau of Land Management; and the Bureau of Sport Fisheries and Wildlife were contacted periodically either directly or through the Utah Interagency Committee for Recreation (a professional organization comprised of representatives of all State, Federal, county, and city recreation agencies) as a means of coordinating State and Federal plans.

Close contact was maintained with the Denver Regional Office of the Bureau of Outdoor Recreation to assure compliance with terms of the Land and Water Conservation Fund Act in preparing the plan. Inventory forms and other supplies were provided by this agency as was much of the recreation supply data for Federal agencies.

#### Maintenance of the Plan:

This plan represents Utah's initial effort to evaluate current recreation opportunities; to determine existing and future needs; and to develop a guide for coordination of various outdoor recreation programs. Actual collection of data took place over a 20-month period. It was apparent during the final stages of compiling the plan that some data collected only a year earlier was already obsolete. This observation confirmed an early premise that comprehensive planning would be a continuing process.

Much of the data collected for this plan were not as complete as had been hoped. In addition, some studies which will contribute materially to the plan are still under way.

The inventory of existing recreation sites and facilities was poor. Many areas were not inventoried at all; reports on others were sketchy and incomplete. A complete reinventory of both the public and private sectors is planned and should be summarized by January 1, 1968.

A more detailed survey of potential recreation sites will be conducted. Although potential is almost unlimited in Utah, some specific types are worthy of detailed description. This is especially true of areas having historic or archeologic values, and of isolated natural features of outstanding character. It is proposed to conduct the inventory of potential sites concurrent with the reinventory of existing sites and facilities scheduled for completion on January 1, 1968.

Techniques will be developed to catalog and maintain supply data as inventories are being revised. The system should be functional by September 1, 1967.

A study of outdoor recreation demand by Utah residents has been conducted. Data are now being compiled and summarized. It is anticipated a report of findings will be published by March 15, 1966.

A current study is under way to determine the outdoor recreation demand by nonresidents. This is a companion study to the one conducted to determine resident demand. This effort should be completed by March 1, 1967.

Varying standards have been developed to express recreation area or opportunity units required to meet the needs of a given population universe. Standards have been developed for only a few of the many types of facilities considered in this plan. Those which have been developed appear to be too conservative for application in Utah where "elbowroom" has been the byword. Standards will be devised to meet local requirements by March 1, 1968.

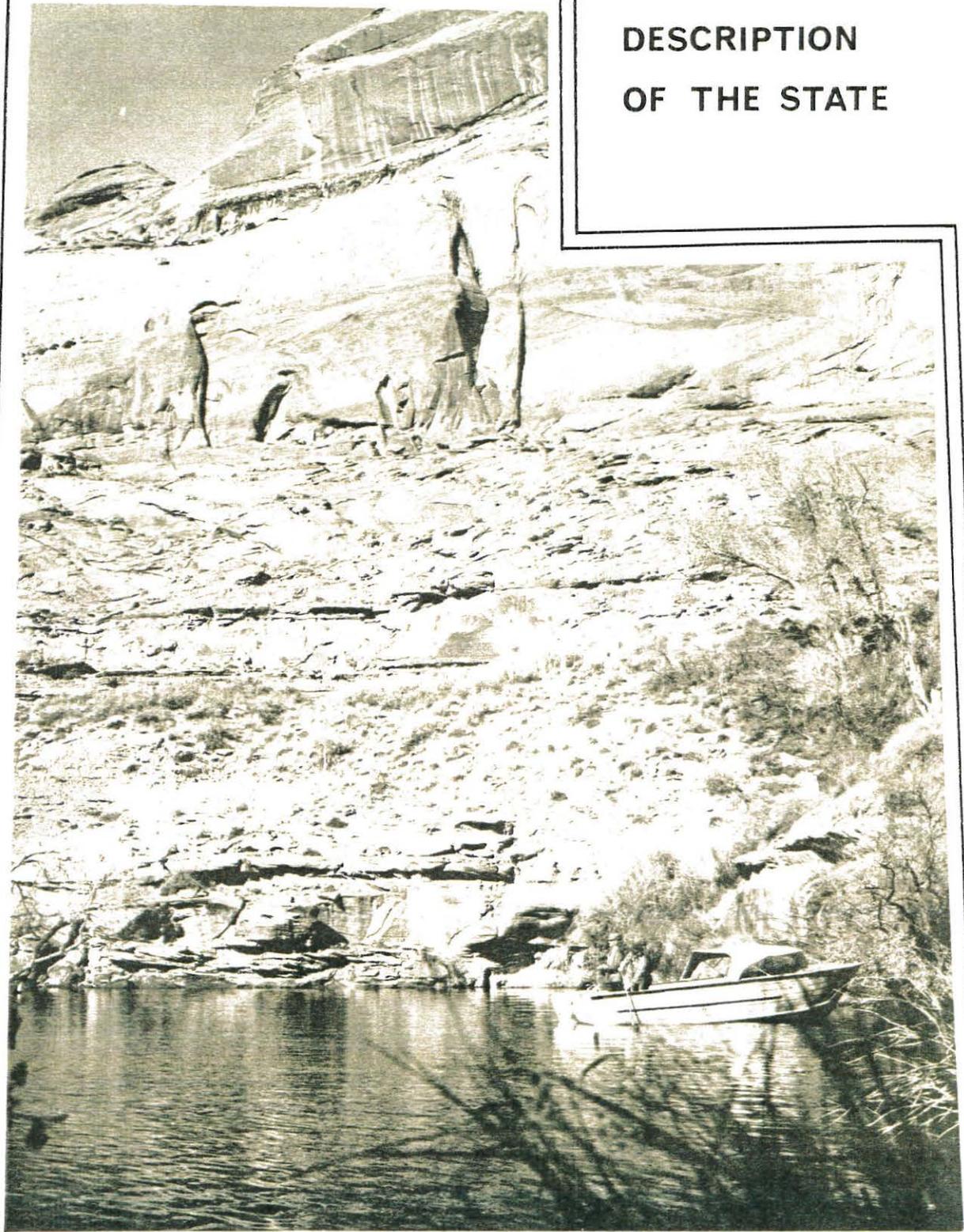
The Department of Fish and Game has been conducting stream and lake surveys for about two years. This work, when completed, will provide data relative to stream miles, numbers of lakes by size, existing and potential fishery values, and access needs or problems. These surveys and the tabulation of data should be completed by July 1, 1967.

Gross population data were provided for this plan. Profile projections, which will correspond to profile data collected in the recreation demand studies, are to be provided under terms of the State's 701 contract with the University of Utah. These additional population data should be available by July 1, 1966.

Only the heads of households were sampled in Utah's survey of outdoor recreation demand by residents. A general impression of activities or desires of family members was obtained, but more detail is needed. Information concerning types of trips taken (one-day, overnight, etc.) and the relative distances travelled on each of these trips would also be helpful in refining the plan. It is proposed to conduct a statistical sampling of Utah residents to obtain this information as well as for general data maintenance purposes. This effort will be completed prior to the next scheduled revision of the recreation plan in January, 1970.

Many persons, agencies, and governmental units were involved in this initial planning effort. Their contributions were of immeasurable value. Continued liaison and coordination of this nature will be necessary to maintain the plan.

**DESCRIPTION  
OF THE STATE**



**LAKE POWELL**



## DESCRIPTION OF STATE

Natural Resources:

Scenic and Topographic Features: Utah is a large state; 345 miles north to south, and 275 miles east to west. <sup>2/</sup> Within its 84,916 square mile area there exists a tremendous variety of scenic and topographic features. Many are without peer and have served to renown the state as "Utah the Unique," "Utah, Center of Scenic America," or "The Different World of Utah."

In this land of variety, scenic attractions that might otherwise be held spectacular often become regarded as commonplace. Here are such natural wonders of the world as the Great Salt Lake and Bonneville Salt Flats, Bryce Canyon, and the Green and Colorado Rivers winding through perpendicular canyons more than a quarter mile deep.

The monolithic monsters of Goblin and Monument Valleys; the Canyonlands country with its land of standing rocks; and the majestic maze of the Needles are all outstanding features. Erosion, volcanic activity and geologic faulting combined to produce a colorful area of mesas, canyons and phenomenal shapes at Zion Canyon.

Dead Horse Point overlooking the winding canyon of the Colorado; Timpanogas Cave with its stalagmites and stalactites; Cedar Breaks, where wind carved the sandstone to produce an area of erie beauty and high color; and the Wayne Wonderland with its red cliffs, deep washes, narrow gorges, cliff dwellings and thousands of ancient pictographs intrigue all observers.

There are other features too: the Coral Pink Sand Dunes, the Goose-necks of the San Juan, Snow's Canyon, Circle Cliffs, the Escalante Petrified Forests, and many more lesser known but equally enchanting and spectacular.

In comparison to these colorful and spectacular scenic wonders, the more common attractions of mountain meadows, forested vistas, rushing streams, placid lakes, and lush agricultural lands grow pallid. From the tip of 13,498 foot high King's Peak in the Uinta Mountains to the slightly less than 2,500 foot elevation of Beaver Dam Wash in the extreme southwestern corner of the State, Utah is truly a land of contrast.

The State is divided by its mountains into three major drainage systems: the Columbia, Colorado, and Great Basin (Figure 1). <sup>3/</sup>

Columbia Basin: Drainage to the Columbia Basin is confined to the Raft River and Grouse Creek Mountain areas of extreme northwestern Utah.

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<sup>2/</sup> Rand McNally and Company, Rand McNally Utah Pocket Map, (1952), Chicago, Illinois.

<sup>3/</sup> Stephen D. Durrant, Mammals of Utah, (1952), University of Kansas, Lawrence, Kansas.

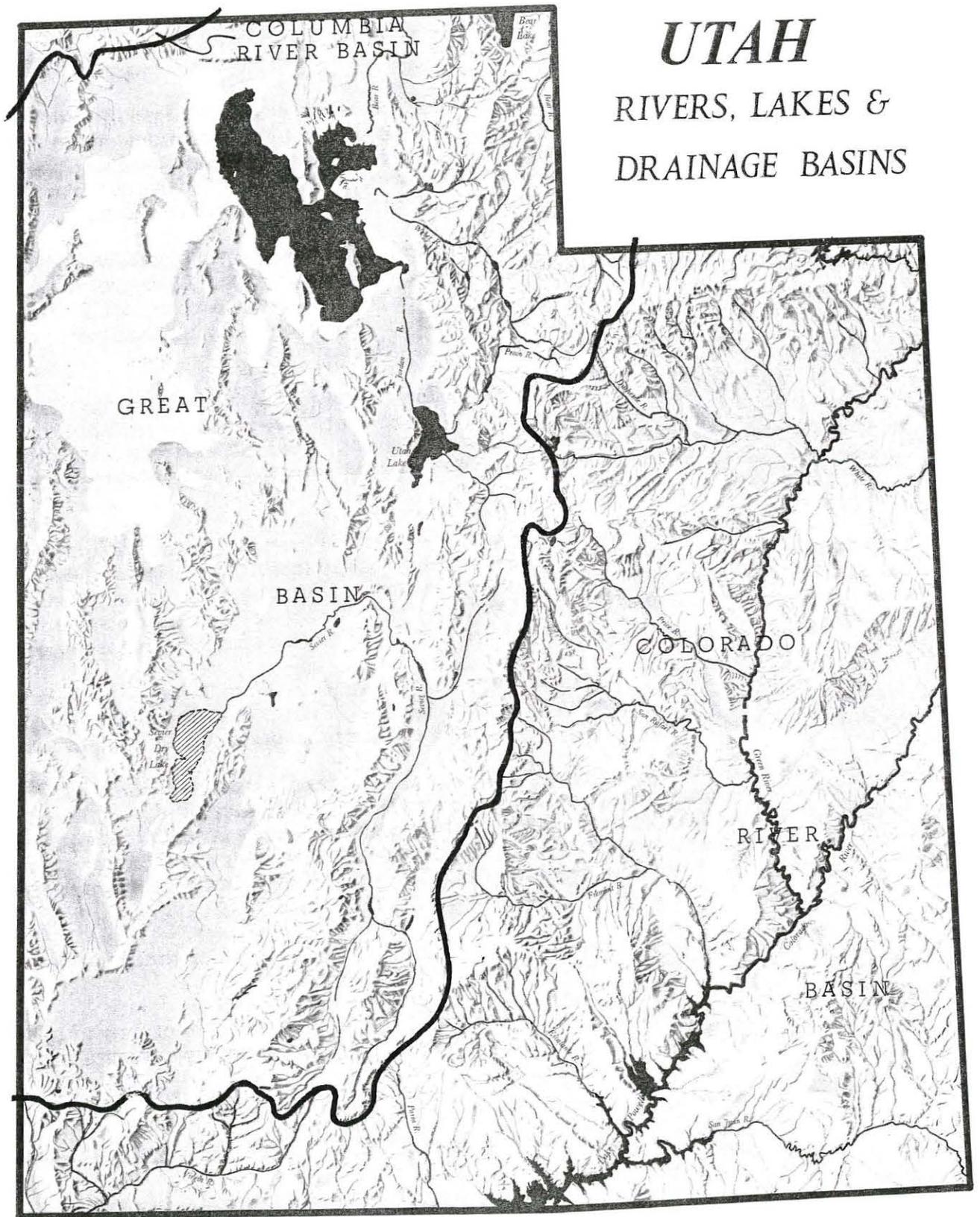


Figure 1. Major Drainage Basins in Utah

The north and west slopes of these two small ranges respectively drain into the Snake River in Idaho.

The remainder of the State is divided generally from north to south into the Colorado River system on the east and the Great Basin on the west. This division is accomplished by a mountainous chain beginning at the southwest corner of Wyoming, extending southward for about two-thirds the length of the State, then bearing westward to its southwest corner. These two major drainage basins are markedly different from one another.

Great Basin: The Great Basin, containing the entire drainage system of prehistoric Lake Bonneville, has no outlet to the sea. Its major streams, the Bear, Logan, and Blacksmith Fork Rivers in the north; Weber, Ogden, Jordan, Provo, and Spanish Fork Rivers centrally; and the San Pitch and Sevier Rivers in the south drain generally westward into several separate shallow basins. Most noted of these individual basins is the Great Salt Lake Basin containing the lake of the same name. Great Salt Lake is the largest inland body of salt water in this hemisphere.

The eastern margin of the Great Basin contains mountains and plateaus ranging from 9,000 to 12,000 feet in elevation. These are the sources of the streams mentioned.

The Basin proper consists generally of desert-like lowlands interspersed occasionally by mountains ranging from 7,000 to 10,500 feet. These mountains, principally of block formation, lie in a north-south direction. Basin soils vary from pure crystalline salt through many stages of declining salinity to fertile, arable lands.

Colorado Basin: Among the principal features of the Colorado Basin are the Green and Colorado Rivers. The Green, with its origin in Wyoming, flows through much of eastern Utah to unite with the Colorado about 30 miles southwest of Moab.

The Colorado, originating in the Rocky Mountains of Colorado, makes its debut into Utah near the middle of the State's eastern border. It flows generally southwestward to exit near the center of the southern boundary.

Another outstanding feature of this Basin is the Uinta Mountains. These mountains, wholly contained within the State, are the largest in North America having their longest axis latitudinally. They are situated just inside the northern border of Utah and rise to the summit of King's Peak at 13,498 feet. Six other peaks exceed 13,000 feet in elevation.

Drainage from the north slope of this range enters the Green River proper. On the south, several streams combine to form the Duchesne River, tributary to the Green at Ouray, Utah.

Important streams draining from the Great Basin-Colorado Basin divide are, from north to south, the Strawberry, Price, San Rafael, Fremont, Escalante, Paria, Kanab, and Virgin Rivers. Principal tributaries from the east are the White and San Juan Rivers. Streams of this system have cut through the landscape to entrench themselves in deep, winding gorges.

South of the Uinta Mountains lies the Colorado Plateau composed of numerous smaller plateaus such as the East Tavaputs, West Tavaputs, Beckwith, Dome, and Kaiparowits. Each of these plateaus breaks off into high escarpments and rugged cliffs most noted of which are the Book Cliffs, Brown Cliffs, Orange Cliffs, Circle Cliffs, and Capitol Reef Cliffs.

Four isolated mountain systems are scattered throughout the Basin. East of the Colorado River the LaSal, Abajo and Navajo Mountains reach heights of 13,089, 11,357, and 10,426 feet elevation respectively. Across the River to the west lies the Henry Mountains rising to 11,485 feet.

This is a beautiful land of contrast and color.

#### Climate: 4/

Most moisture comes into Utah from the Pacific Ocean; however, some storms move up from the Gulf of Mexico. High mountains, the Sierra Nevadas, between Utah and the Pacific Ocean intercept much of the moisture originating from the west.

Although the average elevation of the State is about 6,000 feet, Utah has a dry, desert-like climate. The low valley and basin floors receive from four to ten inches of precipitation annually. Consistent with their increase in elevation, mountainous regions receive more precipitation, usually at the rate of one additional inch for each 160 to 200 feet of rise. Average annual precipitation is only 11.5 inches. This low volume is highly seasonal in distribution. Southern Utah has two periods of deficiency, late spring-early summer and late fall; and two periods of maxima, late summer and late winter. There is a single seasonal cycle in the north, with the minimum in midsummer and the maximum in early spring.

Form of precipitation also varies. Little snow falls in the Virgin River Basin of southwest Utah; however, most of the precipitation in the higher northern mountains is in the form of snow. Cloudbursts are not unusual in the State.

Temperature is variable with wide ranges. Typical of desert regions, daily highs and lows may be as much as 30 degrees different. Summer maximum temperatures may be as much as 100 degrees higher than winter maximums. Extremes of 116 degrees and -50 degrees have been recorded. The higher averages occur at lower elevations and at lower latitudes.

Average relative humidity, like that of Arizona and Nevada, is about 50 percent. This low humidity and the high summer temperatures result in a very high rate of evaporation. Losses to evaporation may be as high as 44 to 55 inches per year from free water surfaces of western valleys.

### History:

Evidences of a prehistoric culture have been found in caves and cliff dwellings in Utah. Man has dwelt here for more than 10,000 years. 5/ White man is a very recent inhabitant.

On September 11, 1776 two Spanish Missionaries, Fathers Sylvestre Vilez de Escalante and Francisco Antanasio Dominique, entered Utah from the east and made a long circuitous journey through the State to return to Santa Fe, New Mexico. At this time the area was occupied by Ute, Piute, and Shoshone Indians whose trails the two priests followed for much of their trip. The site of their passage through the Colorado River gorge is named "Crossing of the Fathers."

Fur trappers first entered Utah in 1819. From then until about 1840 many trappers and explorers visited the area. Among them were General William H. Ashley, Jim Bridger and Jedediah Smith. Jim Bridger and Etienne Provost, also a trapper, without knowledge of the other's visit, discovered the Great Salt Lake in 1824. 6/

The first white settlements were reportedly: Robidoux, established in the Uinta Basin in 1832; Fort Davey Crockett in Brown's Hole in 1837; and Fort Buenaventura built about the same time in the area where Ogden now stands.

Following the trappers came the explorers. Captain B.L.E. Bonneville and Captain John C. Fremont were among the first. Bonneville's group, not including Bonneville himself, established the route from the Great Salt Lake to the Pacific Coast over which many of the gold seekers travelled and which a part of the first transcontinental railroad followed.

Other California-bound emigrants followed the Spanish Trail established by trappers and traders across the southern portion of the State. Kit Carson formed a trail for Fremont across the Great Salt Lake Desert to California in 1845. This was the route taken by the ill-fated Donner Party in 1846.

The first group of Mormon settlers reached the Salt Lake Valley in 1847. Brigham Young and the followers of his religious teachings immediately began to reshape the land. They planted crops and irrigated them, built several fortifications, and spread out to explore their surroundings.

In May, 1849 they submitted a petition to Congress requesting creation of a territorial government. The people had already drafted a constitution for their "State of Deseret," and their first legislative session was held in July of the same year.

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5/ Utah Tourist and Publicity Council, Utah's Historic Trails, Salt Lake City, Utah.

6/ U. S. Department of the Interior, Natural Resources of Utah, (1965), U. S. Government Printing Office, Washington, D. C.

Statehood was not granted Deseret, but Congress created the Territory of Utah on September 9, 1850. Brigham Young was named as the first Territorial Governor, and he built his "state" rapidly. He estimated 11,380 persons in Utah in 1851. By 1856 the number had increased to 50,000.

These were people who had been persecuted in the East and Midwest for their religious beliefs. They were resentful of intrusion by "Gentiles" and of rule by other than their own doctrine. Their practice of plural marriage added to the strain between Deseret and Federal officials. Those conflicts of thinking nearly resulted in war between the United States and peoples of the Utah Territory.

Indian disturbances (the Ute Blackhawk War, 1865-68), continued opposition by the Federal Government, and connection of the east and west links of the transcontinental railroad at Promontory, Utah on May 10, 1869 combined to break down the physical isolation of the Mormon empire.

Utah was ultimately admitted as the 45th State on January 4, 1896. Since that date 70 years ago, it has developed into a modern, energetic state of over one million people. They continue to make the history of Utah in agriculture, mining, literature, music, and art.

#### Animal Life:

Mammals: 7/ Because of its location, climate and topography Utah possesses a wide range of animal habitats. Six mammalian orders are represented by 21 families, 59 genera and a total of 247 subspecific kinds. Utah's broken terrain has acted importantly in this speciation of mammals through development of small geographic ranges by physical barriers.

At least six of these mammalian families representing the rabbits, big game, and furbearing animals have economic significance. Their importance is reflected in several economic studies performed for the Utah Department of Fish and Game by the University of Utah, Bureau of Business and Economic Research. 8/ There are huntable populations of mule deer, elk, moose, antelope, bison, and six different species of hares and rabbits. There are minor populations of other such important animals as mountain sheep and black bear. Wild sheep are protected by law but bears, though low in numbers, remain unprotected.

Furbearing animals which contribute to sport and economy include marten, mink, muskrat and beaver, all of which support active trapping seasons each year.

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7/ Durrant, Mammals.

8/ Bureau of Economic and Business Research, The Economic Value of Fishing and Hunting in Utah, (1961), University of Utah, Salt Lake City, Utah.

Two other family groups are important from a predatory and, more recently, a recreational viewpoint. These families include such animals as the coyote, bobcat, and cougar or mountain lion.

Except for the pronghorned antelope, present populations of big game species have resulted either from reintroduction of nearly extinct species or changes in land use and vegetative type. Consultation of early records as cited by Durrant 9/ indicate that elk, bison and antelope were at one time relatively abundant within what is now the State of Utah. Buffalo, however, were nearly extinct by 1847 when Mormon pioneers arrived. There were an estimated 13 elk in the State in 1912. Antelope, according to Durrant 10/ and Udy, 11/ number about the same now as in the early 1920's. Distribution of this population has changed, however, presumably because of active trapping and transplanting programs and range competition with domestic livestock.

Elk were reintroduced into the State between 1912 and 1924. Since that time limited hunting has been allowed on as many as 17 different herd units by the Utah Board of Big Game Control. Through this controlled harvest many thousands of elk have been taken by hunters (Table 1). Elk are presently being harvested on a sustained yield basis with populations being maintained at a more or less stable level.

Table 1. Utah Big Game Harvest, 1940-1964.

Year	Deer		Elk		Antelope		Moose		Buffalo	
	Hunters	Harvest	Hunters	Harvest	Hunters	Harvest	Hunters	Harvest	Hunters	Harvest
1940	60,000	44,000	928	838	--	--	--	--	--	--
1950	93,232	73,417	1,680	1,403	35	26	--	--	10	10
1960	150,401	130,945	2,281	1,173	170	99	20	10	10	10
1961	155,037	132,278	2,570	1,118	165	92	15	8	12	12
1962	163,072	130,556	2,522	1,173	125	74	15	7	20	20
1963	165,531	109,399	2,564	1,045	115	50	15	9	14	7
1964	169,178	115,600	2,461	1,033	105	56	15	8	--	--

From: Utah State Department of Fish and Game, Utah Big Game Harvest, (1940, 1950, 1960-1964), Salt Lake City, Utah.

9/ Durrant, Mammals.

10/ Ibid.

11/ Jay R. Udy, Effects of Predator Control on Antelope Populations, (1953), Utah State Department of Fish and Game, Federal Aid Division Publication No. 5, Salt Lake City, Utah.

Bison were reintroduced into the San Rafael area of Emery County during 1941 and 1942. 12/ Fifteen female and eight male animals were obtained from Yellowstone Park by the Carbon-Emery Wildlife Federation and turned over to the Department of Fish and Game for release. Since then the animals have moved southward and now range across the Burr Desert onto the Henry Mountains south of Hanksville. At the time of release it was agreed the herd should not be allowed to exceed 100 animals. The herd now numbers approximately 80 animals. Controlled hunts have been sanctioned in recent years by the Game Board (Table 1).

Early records indicate a general scarcity of mule deer in Utah. 13/ Today it ranks as the State's most abundant big game animal. There are no records of transplants of indigenous animals or releases of mule deer taken from areas outside the State. It is generally agreed the present abundance of these animals is due in large part to: (1) a change in vegetative type from grassland to browse; (2) protection, after establishment of the Fish and Game Commission, afforded by a total closure of hunting for five years; and (3) maintenance of a system of game refuge areas, now abolished. Hunters annually harvest over 100,000 mule deer in Utah (Table 1).

Until recent years moose were recorded in the State only on an occasional basis. 14/ Recently, however, a nucleus herd has become established on the north slope of the Uinta Mountains. This population presently numbers more than 100 animals. Limited hunts on moose have been declared annually since 1958 (Table 1).

All species of rabbits and hares are hunted indiscriminately. They are considered nongame species with no harvest restriction imposed.

Birds: Bird life in Utah is represented at various times of the year by 17 different orders, including 55 families and 342 species. 15/ The effects of topography and climate are again reflected, as would be supposed, in the variety of species found.

The economic importance of bird life as it relates to agriculture has long been recognized. Although birds have provided great enjoyment to people, both those harvesting game species and those observing bird activities, the economic aspects of these pursuits are of recent consideration.

Of major economic importance from a recreation point is the transient presence, according to Behle, 16/ of 31 separate species of waterfowl; the

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12/ Utah State Department of Fish and Game, Twenty-fourth Biennial Report, (1942), Salt Lake City, Utah.

13/ Temple A. Reynolds, The Mule Deer, (1960), Utah State Department of Fish and Game, Information Bulletin No. 60-4, Salt Lake City, Utah.

14/ Durrant, Mammals.

15/ William H. Behle, Systematic List of the Species of Birds Known from Utah, (1958), University of Utah, Salt Lake City, Utah

16/ Ibid.

permanent residence of 10 species of upland game birds; and the summer residence of two species of migratory upland game birds.

The more common species of waterfowl recorded in Utah are whistling swan, Canada goose, snow goose, mallard, gadwall, pintail, green-winged teal, blue-winged teal, cinnamon teal, American widgeon, shoveler, redhead, canvasback, lesser scaup ducks, common goldeneye, bufflehead, ring-necked duck, ruddy duck, and the common and red-breasted merganser. American coots are also abundant, greater scaup, Barrows goldeneye, oldsquaw and harlequin ducks, white-winged and surf scoters, hooded mergansers, white-fronted geese, and Ross' geese are infrequent visitors in Utah.

Upland game birds include the blue, ruffed, sharp-tailed, and sage grouse; the California and Gambel's quail; ring-necked pheasants; chukar and Hungarian partridge; Merriam's wild turkey; mourning dove; and bandtailed pigeons.

Annual seasons have been established to permit a recreational harvest of many of these species. Table 2 relates the hunting pressure and relative hunting success on some of Utah's game birds.

Table 2. Harvest of Four Species of Game Birds in Utah, 1960-1964.

Year	Waterfowl		Pheasants		Mourning Dove		Chukar Partridge	
	Hunters	Birds	Hunters	Birds	Hunters	Birds	Hunters	Birds
1960	23,243	302,387	81,976	232,812	12,440	108,477	13,252	21,733
1961	18,731	182,376	83,493	238,439	15,192	128,001	14,046	20,821
1962	22,012	225,608	86,336	262,448	14,663	144,826	11,640	33,500
1963	26,319	387,193	87,647	297,873	18,258	162,769	14,532	42,806
1964	30,382	276,327	88,242	225,775	19,829	193,538	16,090	42,974

From: Utah State Department of Fish and Game, Utah Upland Game Bird Harvest, (1965), Publication No. 65-7, Salt Lake City, Utah.

Habitat for the more common upland game birds is limited in the State. The Utah State Department of Fish and Game, in an effort to increase the recreation potential, is experimenting with several nonindigenous or exotic species. The most successful of birds reared and released thus far, besides ring-necked pheasants, has been the chukar partridge.

The first intensive efforts to introduce this Middle Eastern native were made in 1951. Hunting was first allowed in 1958. It is now an important game bird and success with its introduction has encouraged attempts to distribute other foreign birds.

The hundreds of species of nongame birds native to or migrating through Utah are a source of never ending enjoyment for all people. An annual tour is conducted by the Audubon group in the Salt Lake City area to observe and record the many varieties of bird life common during the winter months.

Fishes: 17/ It is probable the early pioneers found few fish in Utah compared to present numbers. What we now consider game fish were especially limited. The Utah cutthroat trout (now extinct), Utah chub, Utah sucker, mountain sucker and a few minnows were all that inhabited waters of the area.

Ecological evidence indicates pioneers found these fishes in the valleys and mountains alike. Today, because of stream diversions, pollution and other activities of a "civilized" people we have created two separate and distinct fish habitats in these locations.

Valley waters are generally warm and roily. Some of the more important fishes found under these circumstances are carp, green sunfish, large mouth bass, walleye pike, black bullhead, channel catfish, and bluegill.

Mountain streams and lakes are clear and cold; conducive to the survival of rainbow, brook, and brown trout. Three lakes in the State contain lake trout. Cutthroat trout, which are now a mixture of several subspecies, are abundant in the upper reaches of several rivers and streams and in the Uinta Mountain lakes.

Mountain whitefish are especially abundant in streams between the high mountains and the valleys. It is possible this species is more abundant now than a century ago. Today's fishermen generally seek trout and leave the whitefish to prosper with a minimum of competition.

Altogether, there are eight families, 30 genera, and at least 49 species of fish in Utah now. Twenty-three of the species have been introduced.

Rainbow trout are heavily stocked, principally ahead of the creel. Brown trout, more hardy and difficult to catch than the rainbow, are usually stocked only until there is adequate breeding stock. Brook trout are aerially stocked in the more inaccessible high mountain lakes.

Warm water varieties of fish have never produced much sport in Utah. Suitable habitat for the more desirable species is limited. Also, fishermen of the State have been slow in accepting them as game fish. Attitudes are beginning to change and reasonably good large mouth bass, walleye and channel catfish fishing is being produced by some waters.

A very limited commercial fishery is maintained in the State. Carp are taken from many waters and sold for human consumption or as a source of protein in certain commercial feeds. Any commercialization of sport fish is discouraged.

Of major concern to those managing the fishery resource of Utah is the rapid, apparently irreversible, destruction of productive streams. Impoundments and other diversions are eliminating this type of habitat. Stream fishing is a heritage which should be preserved.

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17/ William F. Sigler and Robert Rush Miller, Fishes of Utah, (1963), Utah State Department of Fish and Game, Salt Lake City, Utah.

At the same time, one cannot discount the fishing opportunity provided by several of our reservoirs. The Colorado River Storage Project will add significantly to the acreage of Utah's sport fishery waters. Some excellent trout (Flaming Gorge and Steinaker Reservoirs and Lake Powell) and large mouth bass (Lake Powell) fisheries are already being produced on some Project-created impoundments.

#### Plant Life:

All of the six life zones described by Merriam are represented from the Lower Sonoran in extreme southwestern Utah to the Arctic of several mountain ranges. From bottom to top over 3,000 species of plants are found including the sego lily (Utah State flower) and Colorado blue spruce (Utah State tree). 18/

The Joshua tree, creosote bush, mesquite, and several species of cactus are scattered over the thin, parched desert soils of the Beaver Dam Wash area of Washington County. The elevation here is about 2,500 feet above sea level.

Progressing altitudinally, plant life extends from this true desert-type to a variety of low, shrubby plants including shadscale, four-wing saltbrush, greasewood, rabbit brush, salt sage, white sage, blackbrush, and Mormon tea. Distribution of these plants, all of which occur within the same altitudinal range of 3,700-5,500 feet, is governed primarily by soil type.

Associated with these shrub species are several grasses: salt grass, alkali sacaton, galleta, western wheat grass, squirreltail, and blue grama on the heavier soils; and Indian ricegrass, sand dropseed, and needle-and-thread on sandier areas. 19/ In some instances grasses predominate over the shrubs, but this is the exception.

Sagebrush covers about 16 percent of the State. It occurs primarily in foothill and plain areas at elevations of 4,500-6,500 feet, but occasionally appears in low desert areas and to elevations of 10,000 feet. Sagebrush is an indicator of good soils.

Pinyon pine and juniper stands cover about 24 percent of the State's land area. It is not infrequent to find stands of pure juniper which have no understory. The frequency of pinyon increases at the upper range limits as do understory plants such as bitterbrush, mountain mahogany, cliffrose, Indian ricegrass, western and blue-bunch wheat grasses, blue grama, and June grass.

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18/ Utah Tourist and Publicity Council, Facts About Utah, (1963), Salt Lake City, Utah.

19/ John F. Vallentine, Important Utah Range Grasses, Utah State University, Extension Circular 281, Logan, Utah.

One gnarled old Utah juniper (Juniperus Utahensis), located in the Cache National Forest east of Logan, is reputed to be the oldest of its kind in the world. The tree is still living and its age is estimated at about 2,000 years.

In better soils with more moisture (15-22 inches annually) brush species such as oak, chokecherry, mountain mahogany and maple occupy the same altitudinal ranges as pinyon-juniper (5,000-7,500 feet). This type is frequently found mixed with pinyon-juniper and also with the higher aspen-conifer complex.

Mountainous areas, characterized by stands of mixed conifers interspersed with aspen and mountain grasslands, are most attractive from a recreational standpoint. Only eight percent of the State is covered by this type. Principal coniferous species are Douglas fir, lodgepole pine, alpine fir, Englemann spruce and Colorado blue spruce.

The two spruces and alpine fir extend from about 9,000 feet to timberline at 10,750 feet. Douglas fir and lodgepole pine extend from 9,500 down to 6,500 feet. Another species, ponderosa pine, is common throughout the mountains of the Colorado River drainage area. It is Utah's most important lumber tree.

Beyond the timberline, vegetation is characteristic of the tundras. Lichens, grasses, sedges, and dwarf woody plants occur. Utah maps list some 30 mountain peaks over 10,750 feet. These areas represent the Arctic life zone.

Riparian vegetation consists of cottonwoods and willows at lower elevations. Some basin streams and reservoirs have been invaded by tamarisk which, after becoming established, grows in heavy, almost impenetrable stands. At intermediate elevations water birch, dogwood, chokecherry, and box elder are interspersed with willows along stream banks. Willow and an occasional "pocket" of aspen covers upper reaches of mountain streams. Hawthorne is the common tree along the Bear River in Rich County and Cache Valley.

#### Land:

Utah has 52.7 million acres of land. 20/ It is one of her greatest assets. Approximately 71 percent of this area is in Federal ownership as follows: 21/

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20/ U. S. Bureau of the Census, Statistical Abstract of the United States: 1963, Eighty-fourth edition, (1963), Washington, D. C.

21/ U. S. Department of Agriculture, Soil Conservation Service, Conservation Work Load in Utah, (1963), Salt Lake City, Utah.

<u>Agency Control</u>	<u>Area</u> (thousands of acres)
Bureau of Land Management	24,644
Bureau of Indian Affairs	2,397
Bureau of Reclamation	92
U. S. Forest Service	8,015
Bureau of Sport Fisheries & Wildlife	91
Department of Defense	2,001
U. S. Park Service	<u>322</u>
Total . . . . .	37,562

Approximately 12 million acres are in private ownership leaving 3 million acres under State stewardship. Most of the State land is in scattered sections allotted to Utah at the time of statehood. They are principally grazing lands administered for the Uniform School Fund.

Although there are 5.4 million acres of arable land in the State, only 2.2 million are presently under cultivation. 22/ All the cultivated land is in private ownership. Approximately 1.4 million acres of cultivated land is irrigated. The remaining 9.8 million acres in private ownership are range lands.

Approximately 260,000 acres are in urbanized areas. Half this volume is situated in Weber, Salt Lake and Utah Counties. 23/

Major land use projections to 1975 show relatively small changes. It is anticipated about 106,000 acres will be added to the urbanized area (being taken primarily from the agricultural acreage) and that a greater portion of the cultivated area will come under irrigation. 24/

#### Water:

The importance of water can hardly be overstated. Its value is especially noted in the semi-arid State of Utah. Her watersheds produce only 8,551,000 acre feet of runoff per year. On an area basis this is about one-fourth the yield typical of the United States as a whole. This volume represents only 15 percent of the total precipitation falling on the State. 25/

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22/ Utah State University-Utah Water and Power Board, Developing a State Water Plan, (March, 1963), Salt Lake City, Utah.

23/ Utah State Conservation Needs Committee, Utah Conservation Needs Inventory Report, (October, 1962), U. S. Department of Agriculture, Soil Conservation Service, Salt Lake City, Utah.

24/ Ibid.

25/ Utah State University-Utah Water and Power Board, Developing a Plan.

Some of this volume is maintained in "live" streams; some is diverted and stored or consumed in various ways; and some leaves Utah to serve other areas. The surface area of lakes, streams, and reservoir is probably as important from a recreation standpoint as volume. Of a total area of 54.3 million acres, approximately 1.7 million acres of the State is in water surface as follows:

<u>Water Type</u>	<u>Units</u>	<u>Acreage</u>
Saline lakes	2	1,278,080 <u>26/</u>
Lakes and reservoirs (greater than 25 acres)	159	382,049
Lakes and reservoirs (less than 25 acres)	470	3,020
Streams	61 (2,921 miles)	<u>53,694</u> <u>27/</u>
Total.....		1,666,843

Great Salt Lake comprises 1,277,467 acres of that shown for saline lakes. Recreation use of this water body has been limited; its potential is argued.

There are about 435,000 surface acres of fresh water in the State. Most of this area (335,000 acres) is contained in seven water bodies: Cutler Reservoir - 6,000 acres; Strawberry Reservoir - 8,400 acres; Sevier Bridge Reservoir - 10,700 acres; Flaming Gorge Reservoir (Utah portion) - 14,000 acres; Bear Lake (Utah portion) - 35,000 acres; Utah Lake - 95,900 acres; and the presently filling Lake Powell (Utah portion) - approximately 165,000 acres.

A total of 297 (62 percent) of the lakes and reservoirs less than 25 acres in size are located in but two counties - Duchesne and Summit. They are situated primarily in the Uinta Mountains.

It should be noted that acreages for reservoirs are at maximum pool elevation. Rarely will all reservoirs reach maximum pool in a given year. More likely, the average will be about 75 percent of capacity, which significantly affects surface uses.

Few will question the desirability or necessity to develop our water resource. The pace at which it is developed and uses for which it is allotted are often subject to debate. Transmountain diversions, stream dewatering, stairstep impoundments, and the like may be desirable from one standpoint but ill-advised from another.

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26/ U. S. Department of the Interior, Inventory of Permanent Water Areas of Importance to Waterfowl in the State of Utah, (1958), Bureau of Sport Fisheries and Wildlife, Albuquerque, New Mexico.

27/ Ibid.

With limitations in volume and in distribution, Utah can ill-afford to waste its water resource through lack of diligence or to develop it without considering all needs and uses. It must be kept clean and used wisely.

### Economy:

Population: As pointed out earlier, pioneers first entered Utah in 1847. Brigham Young, leader of the early settlers, estimated the non-Indian population at 11,380 in 1851 and 50,000 in 1856. Although these figures cannot be directly compared to present-day statistics because of the larger census area in the 1850's, the rate of increase (339 percent in five years) is significant.

Fortunately, that rate has not continued. The population of the State does, however, continue to increase faster than the national average. Its growth of 222 percent between 1900 and 1960 is considerably higher than the nationwide increase of 136 percent during the same period. 28/

Utah presently ranks 38th in total population. "Mr. Million" was honored late in 1964, and the estimated population on July 1, 1965 was 1.005 million people. The overall increase has also been accompanied by shifts from rural to urban living (Table 3).

Table 3. Population and its distribution in Utah, 1870-1960.

Year	Total Population	Percent Increase Over Previous Decade	Number of Urban Places	Urban Population		Rural Population		Utah Pop. as percentage of U. S. Pop.
				Number	Percent	Number	Percent	
<u>Previous Urban Classification:</u>								
1870	86,786		2	15,981	18.4	70,805	81.5	0.22
1880	143,963	65.9	4	33,665	23.4	110,298	76.6	0.29
1890	210,779	46.4	6	75,155	35.7	135,624	64.3	0.34
1900	276,749	31.3	12	105,427	38.1	171,322	61.9	0.36
1910	373,351	34.9	16	172,934	46.3	200,417	53.7	0.40
1920	449,396	20.4	17	215,584	48.0	233,812	52.0	0.43
1930	507,847	13.0	21	266,264	52.4	241,583	47.6	0.41
1940	550,310	8.4	25	305,493	55.5	244,817	44.5	0.42
1950	688,862	25.2	31	432,993	62.9	255,869	37.1	0.46
1960	890,627	29.3	37	592,027	66.5	298,600	33.5	0.49
<u>Present Urban Classification:</u>								
1950	688,862	25.2	33	449,855*	65.3	239,007	34.7	0.46
1960	890,627	29.3	39	667,158**	74.9	223,469	25.1	0.49
* Includes 24,541 persons in urban territory outside urban places.								
** Includes 105,612 persons in urban territory outside urban places.								

From: Bureau of the Census, U. S. Census of Population, Number of Inhabitants, Utah, (1960), Final Report PC (1) - 46A.

Natural increase of the native population is the principal factor in Utah's population growth. It is consistently among states with the highest birth and lowest death rates. For each of the four decades from 1900-1940 Utah experienced a net out-migration. A slight in-migration was noted in each of the two decades since 1940. This movement is dependent primarily on employment opportunities. 29/

Population projections for the next 55 years (Table 4) indicate a fairly constant and continued population increase. It is noted, also, that the tendency toward urban living will continue. In projections for 1975 only one rural county, Daggett, will grow at a rate faster than the State average. Growth in Daggett County is resulting from creation of Flaming Gorge Reservoir and the development of extensive recreation facilities in association with the reservoir.

Two other rural counties are expected to increase at rather rapid rates later in the century: Kane, due to development of a large steam-electric complex; and Uintah, because of oil shale developments.

Salt Lake and Davis Counties, presently the "bedroom" counties of Utah, will continue in this roll. In both the 10- and 55-year projections these counties will grow at a faster rate than the State as a whole, and will account for nearly 70 percent of the total population increase. This continued centralization of people will create problems in recreation.

Table 4. Projected Population of Utah by County, 1965-2020.\*

County	Population (hundreds)			Percent Increase from 1965 to 1975	Population (hundreds)			Percent Increase from 1965 to 2020
	1965	1970	1975		1980	2000	2020	
Beaver	42	43	44	5	45	50	53	26
Box Elder	288	315	343	19	378	560	755	162
Cache	412	455	492	19	530	650	760	84
Carbon	180	180	190	6	200	250	300	67
Daggett	7	8	9	29	10	15	20	186
Davis	840	1,006	1,190	42	1,380	2,200	3,010	258
Duchesne	66	66	67	2	68	72	76	15
Emery	58	61	64	10	68	84	100	72
Garfield	32	33	34	6	35	40	46	44
Grand	75	77	79	5	81	100	120	60
Iron	109	113	117	7	121	147	180	65
Juab	47	48	50	6	52	60	70	49
Kane	26	28	30	15	110	120	130	400
Millard	75	78	80	7	82	90	100	67
Morgan	31	35	38	23	42	50	60	94

(continued on next page)

Table 4. Projected Population of Utah by County, 1965-2020 (continued).

County	Population (hundreds)			Percent Increase from 1965 to 1975	Population (hundreds)			Percent Increase from 1965 to 2020
	1965	1970	1975		1980	2000	2020	
Piute	14	14	14		14	15	16	14
Rich	15	16	16	7	17	20	25	67
Salt Lake	4,466	5,170	5,950	33	6,840	10,150	13,600	205
San Juan	77	82	85	10	90	110	134	74
Sanpete	109	111	113	4	115	120	130	19
Sevier	98	100	102	4	105	130	140	43
Summit	60	65	71	18	77	105	120	100
Tooele	223	246	268	20	294	360	400	79
Uintah	126	135	143	13	150	250	400	217
Utah	1,180	1,305	1,430	21	1,580	2,210	2,800	137
Wasatch	54	57	60	11	62	80	90	67
Washington	104	109	113	9	115	140	150	44
Wayne	16	17	18	13	19	22	25	56
Weber	1,220	1,347	1,490	22	1,640	2,300	2,940	141
State Total	10,050	11,320	12,700	26	14,320	20,500	26,750	166

\* Populations on July 1 for years shown.

From: Utah State Planning Program, Population Projection, (November, 1965), Salt Lake City, Utah.

Employment: Government and defense-associated industry provide a substantial portion of Utah's employment. At present, one of every four employed persons is a civilian government employee. <sup>30/</sup> Table 5 gives employment by category for 1962.

Table 5. Nonagricultural Employment in Utah, by Industry Division, 1962.

Industry Division	Employees (thousands)	Percent of Total
Mining	13	4.6
Contract Construction	18	6.2
Manufacturing	54	18.6
Transportation and Public Utilities	22	7.7
Wholesale and Retail Trade	63	22.0
Finance, Insurance and Real Estate	12	4.3
Service and Miscellaneous	37	12.7
Government	69	23.9
Total	287	100.0

From: U. S. Bureau of the Census, Statistical Abstract, (1963), U. S. Government Printing Office, Washington, D. C.

Although government provides 25 percent of the nonagricultural jobs in the State, the total employment field is composed of diverse opportunity. Such diversity tends to maintain high rates of employment.

Personal Income: An economy with diverse sources of income affords stability and balance. Table 6 shows the several sources of personal income in Utah for 1963. No major changes have occurred in basic sources since 1929. The greatest single gain has been in government.

Table 6. Personal Income in Utah, by source, 1963.

	Amount (millions)	Percent of Total
Farm	\$ 51	2
Private nonfarm		
Manufacturing	342	16
Trade	342	16
Property	252	12
Services	177	9
Construction	152	7
Mining	84	4
Transportation	96	5
All other (net)	73	4
Government	514	25
Totals	\$ 2,083	100

From: Utah Foundation, Statistical Abstract of Government in Utah, (January, 1965), Salt Lake City, Utah.

Per capita income in Utah has always been well behind the national average. In 1943, during the war industry buildup, Utah ranked 17th among the several states. This was the highest position ever reached as in most years it ranks about 30th. 31/

Personal per capita income in 1963 was \$2,119 compared to a national average of \$2,449 per person (Table 7). Only two of the eleven western states, New Mexico and Idaho, show a lower personal per capita income than Utah. 32/

Table 7. Trends in Per Capita Personal Income in Utah and the United States for Selected Years.

Year	Utah	United States	Utah as Percent of National Average
1950	\$1,282	\$1,491	86.0
1955	1,556	1,866	83.4
1960	1,910	2,217	86.2
1963	2,119	2,449	86.5

From: U. S. Department of Commerce, Survey of Current Business, (August, 1964), Volume 44, No. 7, U. S. Government Printing Office, Washington, D. C.

31/ Utah Foundation, Abstract of Government.

32/ Ibid.

It will be noted from Table 7 that, although per capita personal income in Utah is below the national average, the growth rate is slightly higher. Continuation of this trend will ultimately improve the State's ranking.

In only 14 of the 50 states did people pay out a greater portion of their personal income in taxes in fiscal 1964 than did Utahns. <sup>33/</sup> About 12.4 percent of their income was expended for State and local taxes with an additional 20.9 percent going to Federal taxing sources. Collectively, this represents precisely one-third of the total personal income in the State.

In spite of relatively low personal per capita income and a high tax burden, total disposable income is increasing at a good pace. Table 8 indicates that, while disposable personal income for the United States increased 400 percent between 1929-1963, it increased 559 percent in Utah during the same period.

Table 8. Disposable Personal Income in Utah and the United States, 1929-1963.

Year	Total Disposable Income (millions)		Percent Increase Over Previous Period	
	Utah	United States	Utah	United States
1929	\$ 278	\$ 80,020	--	--
1940	262	75,924	-5.8	-5.1
1946	643	157,003	145.4	106.8
1950	827	204,729	28.6	30.4
1953	1,022	247,752	23.6	21.0
1955	1,118	271,240	9.4	9.5
1957	1,305	206,510	16.7	-23.9
1959	1,446	334,935	10.8	13.8
1961	1,620	362,517	12.0	8.2
1963	1,830	400,284	13.0	10.4
Totals			558	400

From: U. S. Department of Commerce, Survey of Current Business, (August, 1964), Volume 44, No. 7, U.S. Government Printing Office, Washington, D. C.

Highways and Travel: Utah is traversed north and south by two major routes: U. S. Highways 89 and 91, and east and west by five: U. S. Highways 30, 40, 160, 6 and 50. Several State routes and numerous secondary roads complete the highway system of Utah. Much of the State is accessible only by jeep roads or trails.

The total mileage in Utah's road and street network is 36,000 miles which includes 7,800 miles in Federal areas of various types. <sup>34/</sup> The State

<sup>33/</sup> Utah Foundation, Statistical.

<sup>34/</sup> Wilbur Smith and Associates, Utah's Future Highway Programs, 1964-1983, (1965), Salt Lake City, Utah.

highway system includes 5,700 miles. Counties are responsible for 19,000 miles of roads and highways, and city governments have jurisdiction over 3,400 miles of city streets.

Much of the recent highway construction activity has been directed toward completion of the interstate system. This system, to be completed in 1972, will further facilitate travel within or through the State (Figure 2).

Existing roads and highways accommodate heavy travel. In 1963, motor vehicles travelled 4.75 billion miles in Utah. <sup>35/</sup> This travel represented a 19 percent increase over the 4 billion miles travelled in 1959, which compares with a 14 percent increase over the nation during the same period. <sup>36/</sup>

Since 1929, travel over Utah's highways and byways has increased 469 percent. For the nation as whole, the increase in this period has been only 302 percent. <sup>37/</sup> Highway travel appears to be very closely aligned to disposable income (Figure 3).

Motoring tourists accounted for 682.5 million of the 4 billion miles travelled in 1959. <sup>38/</sup> This represents 17 percent of the total vehicle miles travelled and 25 percent of the passenger car miles. Utah is situated on the major routes to and from the coast and much of the nonresident travel recorded is through traffic.

Motor vehicle registrations in Utah climbed from 112,664 in 1929 to 516,220 in 1963 for an increase of 357 percent. <sup>39/</sup> Passenger cars increased only 295 percent during this period. Other vehicle registrations (trucks, buses, motor cycles, trailer and exempt vehicles) have increased 704 percent, from 17,003 in 1929 to 119,780 in 1963.

Although roads and highways provide the principal and most common means of travel, four first-class railroads (Figure 4), several smaller railroads, and six major airlines (Figure 5) provide ample transportation opportunities to (and within) the State. <sup>40/</sup> Fifty-two public airports and 18 private airports are available to serve the airborne recreationists (Figure 5). There is increasing use of these travel facilities annually.

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<sup>35/</sup> U. S. Department of Commerce, Bureau of Public Roads, Highway Statistics, (1963), U. S. Govt. Printing Office, Washington, D.C.

<sup>36/</sup> U. S. Department of Commerce, Bureau of Public Roads, Highway Statistics, (1959), U. S. Govt. Printing Office, Washington, D.C.

<sup>37/</sup> U. S. Department of Commerce, Bureau of Public Roads, Highway Statistics, (1929), U. S. Govt. Printing Office, Washington, D.C.

<sup>38/</sup> Utah State Department of Highways, Utah Tourist Study, (1960), Salt Lake City, Utah.

<sup>39/</sup> Utah Foundation, Abstract of Government.

<sup>40/</sup> Smith, Utah's Programs.

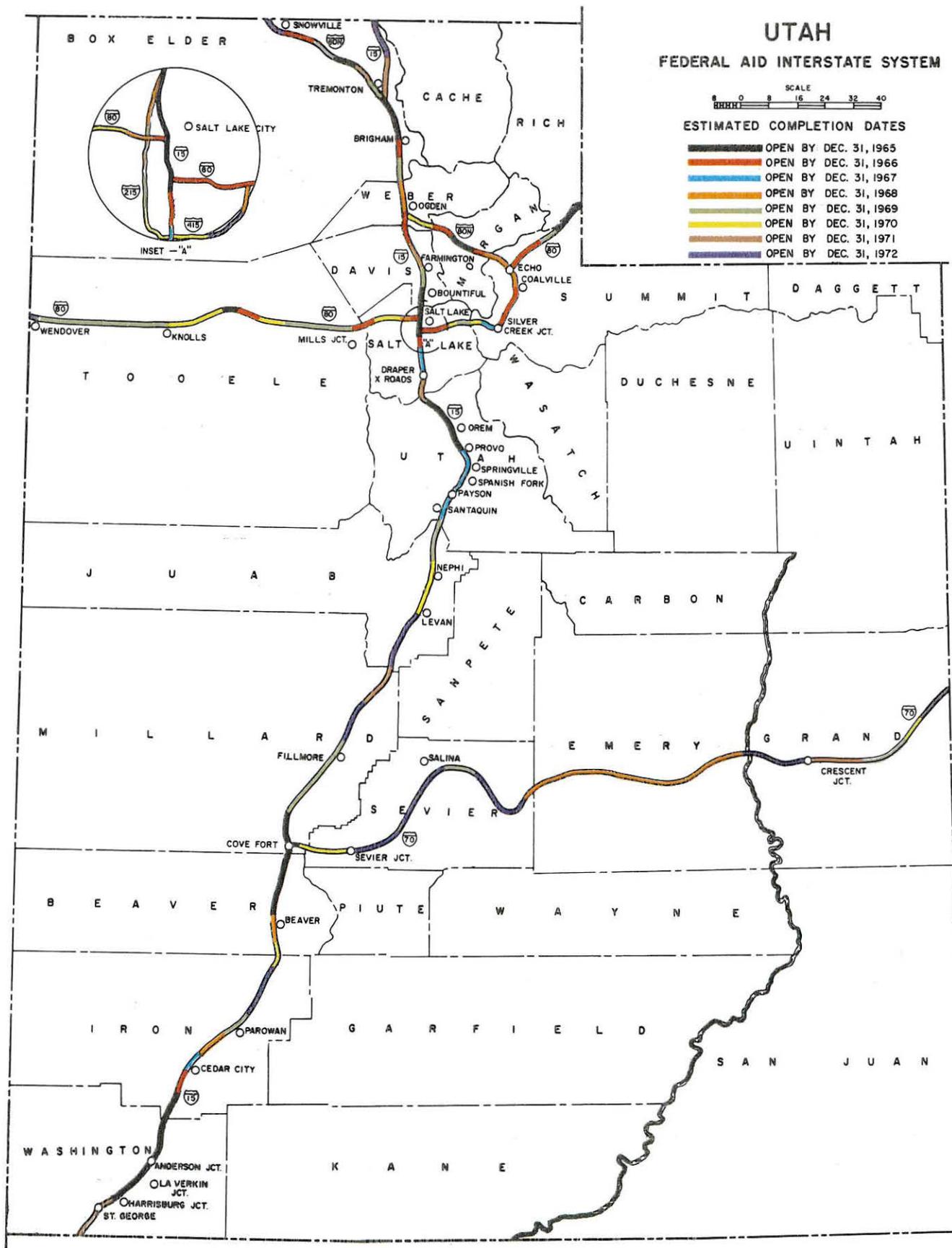
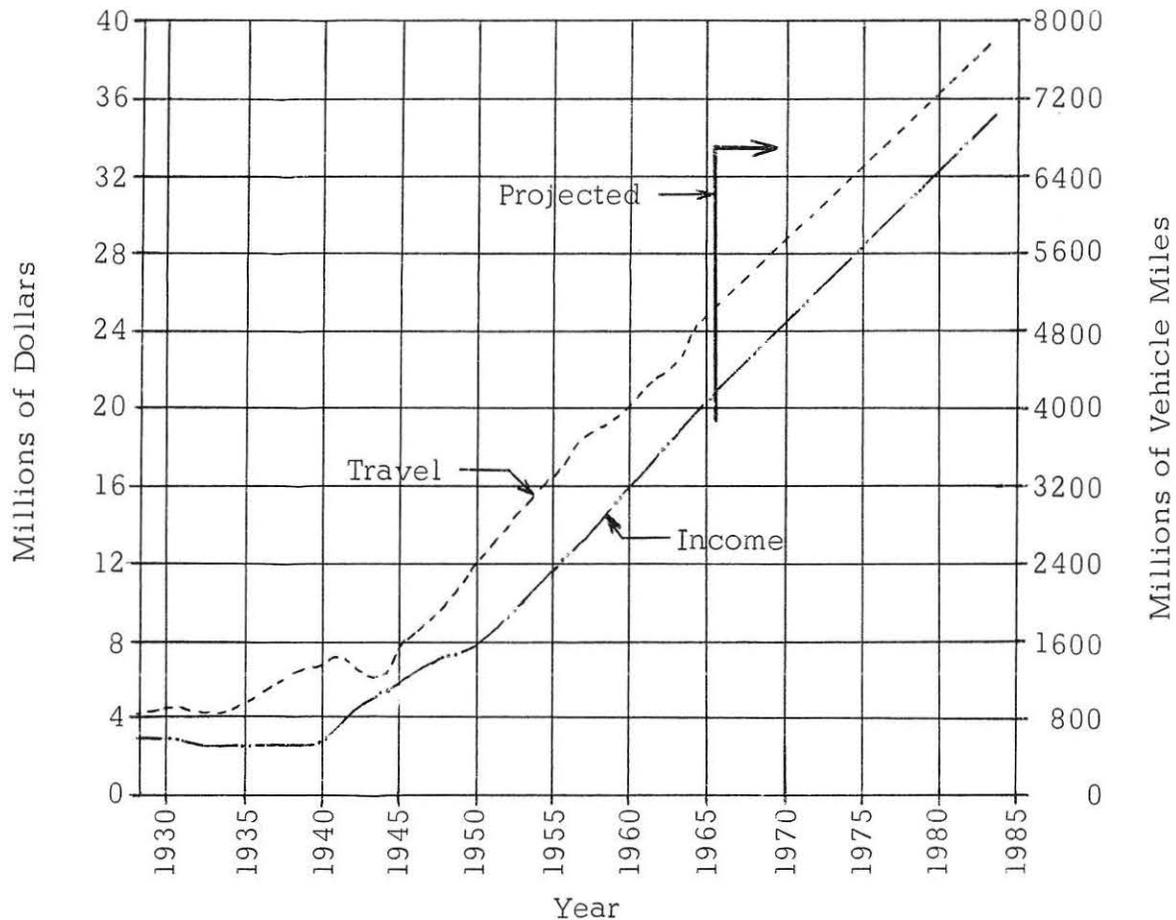


Figure 2. Interstate Highway System in Utah.



From: Wilbur Smith & Associates, Utah's Future Highway Programs, 1964-1983, (1965), Salt Lake City, Utah.

Figure 3. Disposable Personal Income and Travel in Utah, 1929-1983.

Tourism: Tourism has been a neglected industry in Utah. A well-worn phrase is that people travel through Utah, not to it.

From 1955 to 1962 the numbers of persons visiting Utah is estimated to have increased about 41 percent, from 3.2 million to 4.5 million. <sup>41/</sup> A tourist study conducted by the Utah State Department of Highways shows 4.05 million out-of-state visitors to Utah in 1959. <sup>42/</sup> They stayed an average of only 2.2 days each. This characteristic together with the fact they travelled 207 miles per day is an indication they saw very little of the State.

<sup>41/</sup> Bureau of Economic and Business Research, Unemployment and the Utah Economy, 1962-1969, (March, 1963), University of Utah, Salt Lake City, Utah.

<sup>42/</sup> Utah State Department of Highways, Tourist Study.

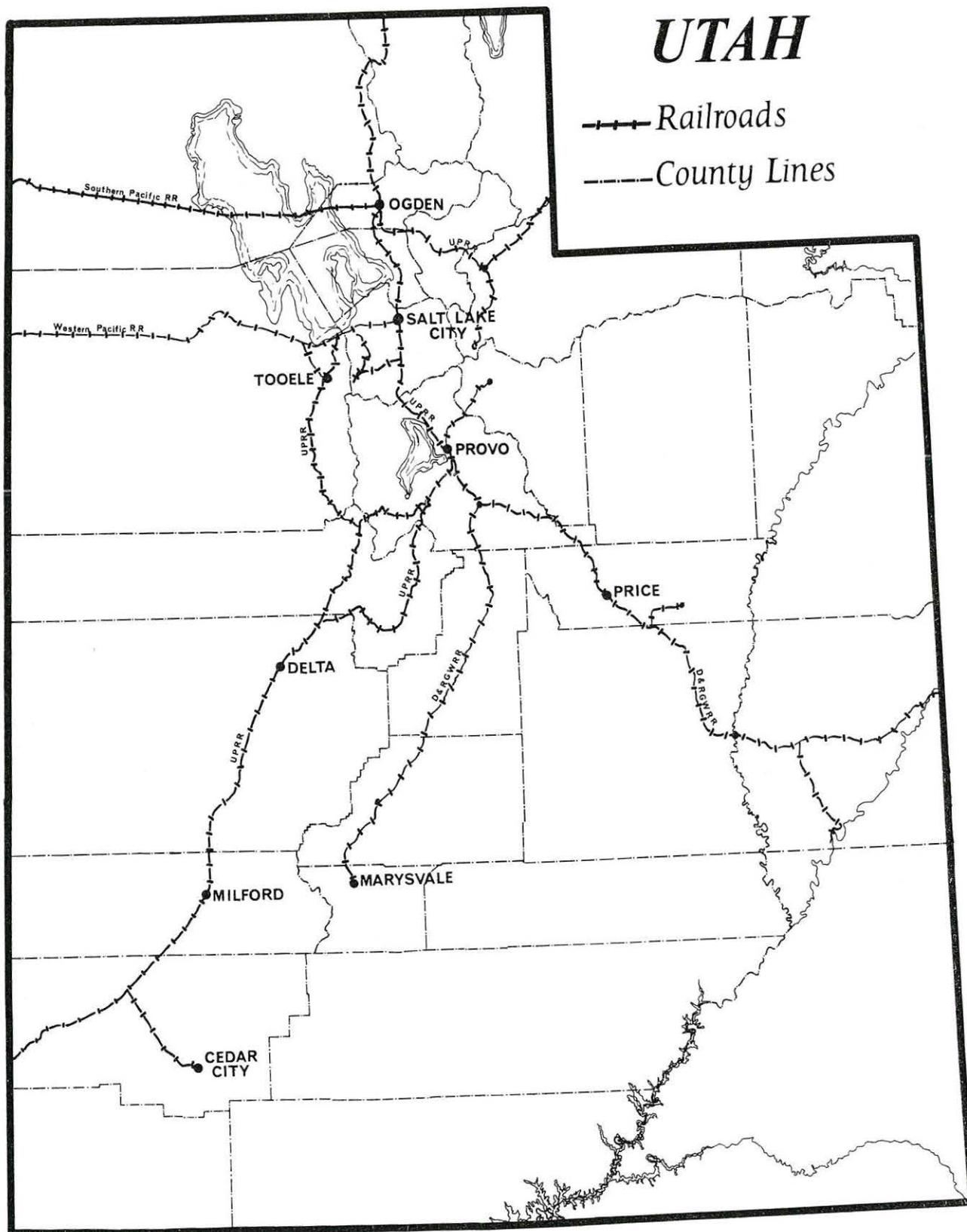


Figure 4. Railroads in Utah.

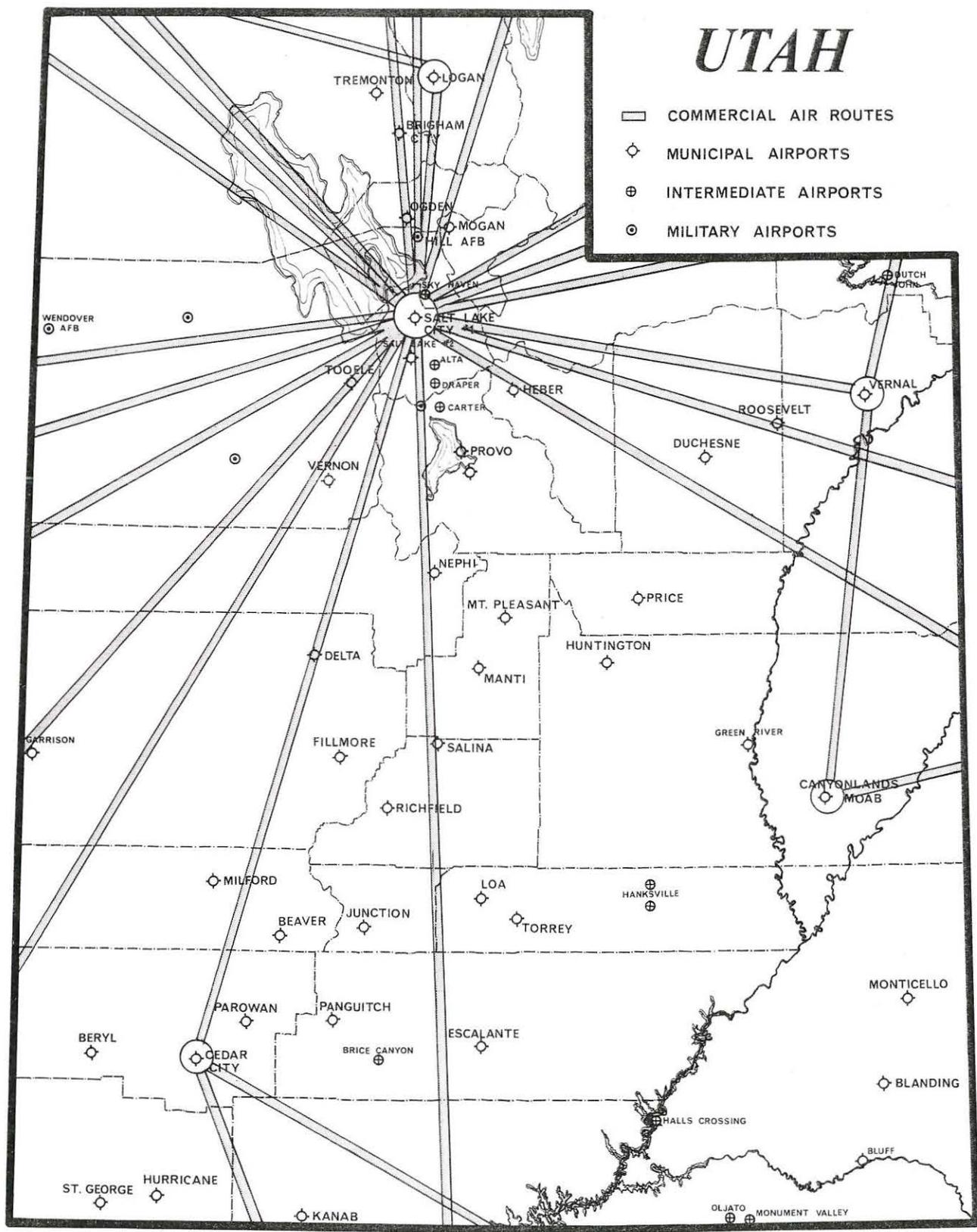


Figure 5. Airports and Major Air Routes in Utah.

Nearly half the nonresident visitors in 1959 were in Utah on a pleasure trip. An additional 26 percent were on through trips, and 15 percent were on business trips. Most of the travel by nonresidents took place during June, July and August.

These people spent a total of \$89.7 million in Utah for the average per person expenditure of \$22.15 per day. The value of these expenditures to the economy of the State is apparent. About 29 percent of all the vehicles entering the State in 1959 came from California. An additional 33 percent came from states adjoining Utah. Travel throughout the West by people from our Eastern states is increasing annually, however, and it is likely the origin of persons visiting Utah will change significantly in the next decade.

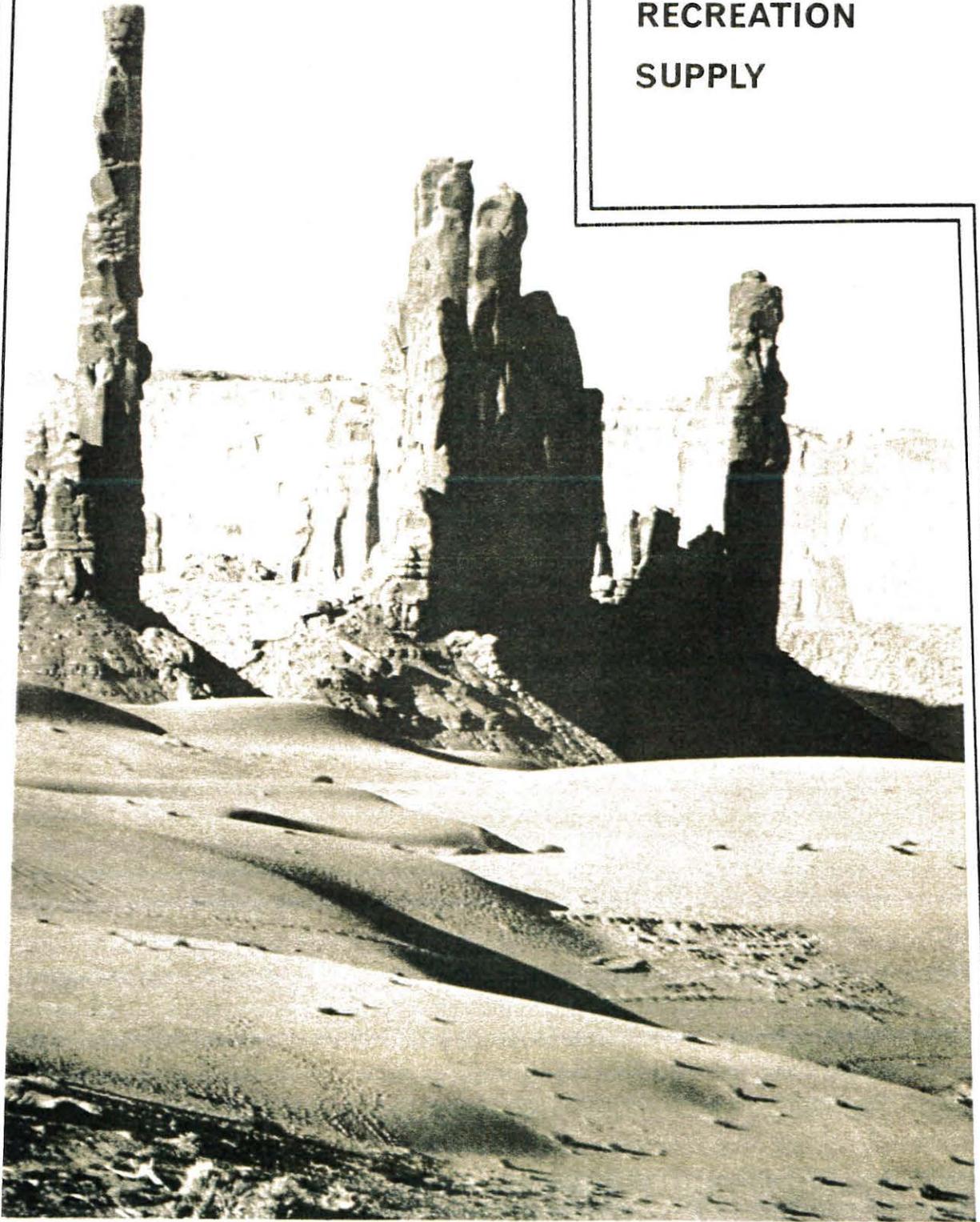
The thousands of people coming to Utah by bus, train, and plane were not included in this Department of Highways' study. Total visitors to the State in 1959 probably approached 4.5 million people.

Recent efforts by the Utah Travel Council have emphasized the scenic and historic features, and outdoor recreation opportunities available in Utah. Although specific data are not available, it was apparent by observation that their campaign resulted in a surge in tourist travel in 1965.

With proper consideration of the potential, there is every possibility that tourism can be developed into Utah's principal industry.



**RECREATION  
SUPPLY**



**MONUMENT VALLEY – NAVAJO TRIBAL PARK**



## RECREATION SUPPLY

Existing Opportunity:

Outdoor recreation in Utah, as in many other states, has had to scramble to earn its place among the many other public service and development programs. A master plan for development of Salt Lake County states that "In the past, Salt Lake County has not developed parks in proportion to its increase in population and, at the present, lacks sufficient sites and facilities." <sup>43/</sup> This statement can generally be applied to the entire State and can well be expanded beyond parks to include nearly all types of outdoor recreation development.

Most recreation programs have advanced as opportunities arose and not as the need developed. Just recently has there been an actual effort to determine recreation needs with programs designed to meet them. These activities are in their infancy throughout the State, but at least the importance of recreation and its place in our society are being recognized.

One probable reason for the lag in developing recreation opportunities is that Utah is a thinly inhabited, relatively open state. Its population is centered along the Wasatch Front area from Spanish Fork north to Brigham City and in the Cache Valley. Only 23 percent of its land area is in private ownership, and the small quantity of four percent is devoted to farming. <sup>44/</sup> The remainder of the State is range and forest lands; some of extremely rough topography which has few domestic uses.

People have utilized these undeveloped open spaces for their recreation activities. For example, much camping is now done along highways or side roads. There are oftentimes no facilities, just space. Access to many of our most heavily utilized bodies of water is via steep, muddy banks, and launching of boats can be a nightmare.

This is not to imply there should be a camp table and fireplace under every tree or a ribbon of concrete into each lake. Retention of wild and semi-wild areas is essential to the full enjoyment of our outdoors. Here, however, are areas heavily utilized and abused by this use because they are not developed to efficiently provide for it.

No attempt has been made here to regionalize the State for purposes of recreation planning although multi-county regions have been delineated for other planning programs. There are three principal reasons for not delineating recreation planning regions: (1) with exception of the urbanized area described earlier in this section, Utahns are scattered over the State as are the recreation assets; (2) citizens have shown a willingness to travel considerable

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<sup>43/</sup> Salt Lake County Planning Commission, Salt Lake Valley, 1985, (March, 1965), Salt Lake City, Utah.

<sup>44/</sup> Conservation Needs Committee, Inventory Report.

distances for their recreation thus reducing the need to plan for very specific and closely identified areas; and (3) counties of the State are relatively large and few in number, permitting efficient tabulation of opportunity by county.

The "Planning Process" section of this plan relates how the recreation inventory was accomplished. Interest by reporting agencies and groups varied considerably, and their relative interest was displayed in forms submitted-- both the number of forms and the items considered on each.

As a general conclusion, it can be stated that the inventory was poor. Data relating to areas over 10 acres in size are summarized in Table 9. It will be noted that in many cases the maximum sites or units for which an area is capable of accommodating is lower than the figure shown for existing. This characteristic is the result of omissions of data for the maximum category on many inventory forms. Although not so readily apparent, this problem applies to other data tabulated. Many recreation areas in the State have not been reported at all.

Acres for areas listed in Table 9 are expressed in terms of land classes established by the Bureau of Outdoor Recreation. These classes are referred to frequently throughout the remainder of the plan. To aid in interpreting these references, essential characteristics of each class are quoted from Part 630.4.3.J of the Bureau's Grants-in-Aid Manual.

#### Class I - High Density Recreation Areas:

**Physical Requirements:** Physiographic features such as topography, soil type, drainage, etc. should be adaptable to special types of intensive recreation use and development. An attractive natural setting is desirable; however, manmade settings are acceptable. There are no specific size criteria and there is great variation in size from one area to another.

**Location:** Usually within or near major centers of urban population, but may occur within such units as national parks and forests remote from population concentrations.

**Activities:** Intensive day or weekend type, such as picnicking, water sports, winter sports, group field games, and other activities for many people. Although high density areas are subject to heavy peakload pressure at certain times, they often sustain moderate use throughout the year.

**Developments:** High degree of facility development which often requires heavy investment. They are usually managed exclusively for recreation purposes. Development may include a road network, parking areas, bathing beaches and marinas, bath houses, artificial lakes, playfields, and sanitary and eating facilities.

### Class II - General Outdoor Recreation Areas:

**Physical Requirements:** May have varied topography, interesting flora and fauna within a generally attractive natural or manmade setting adaptable to providing a wide range of opportunities. These areas range in size from several acres to large tracts of land.

**Location:** Usually more remote than Class I areas; however relatively accessible to centers of urban population and accommodate a major share of all outdoor recreation. Included are portions of public parks and forests, public and commercial camping sites, picnic grounds, trail parks, ski areas, resorts, streams, lakes, coastal areas, and hunting preserves.

**Activities:** Extensive day, weekend, and vacation use types such as camping, picnicking, fishing, hunting, water sports, winter sports, nature walks, and outdoor games.

**Developments:** Generally less intensive than Class I areas. Includes, but not limited to, access roads, parking areas, streams, natural and/or artificial lakes. Areas are equipped with some manmade facilities, which may vary from simple to elaborate. Thus, campgrounds may have only the barest necessities for sanitation and fire control or they may have ample and carefully planned facilities such as cabins, hot and cold running water, laundry equipment, stores, museums, small libraries, entertainment, juvenile and adult playfields. Other features may include permanent tows for ski areas, fully equipped marinas, lodges, dude ranches and luxury hotels.

### Class III - Natural Environment Areas:

**Physical Requirements:** Varied and interesting land forms, lakes, streams, flora and fauna within attractive natural settings.

**Location:** Usually more remote from population centers than Class I and II areas and occur throughout the country and on an acreage basis are the largest class in both public and private ownership.

**Activities:** Extensive weekend and vacation types dependent on quality of the natural environment, such as sightseeing, hiking, nature study, picnicking, camping, swimming, boating, canoeing, fishing, hunting, and mountaineering. The primary objective is to provide for traditional recreation experience in the out-of-doors, commonly in conjunction with

other resource uses. Users are encouraged to enjoy the resource "as is," in natural environment.

**Developments:** Access roads, trails, picnic and camp-site facilities and minimum sanitary facilities. There may be other compatible uses of the area such as watershed protection, water supply, grazing, lumbering, and mining provided such activities are managed so as to retain the attractiveness of the natural setting.

#### Class IV - Outstanding Natural Areas:

**Physical Requirements:** Outstanding natural feature associated with an outdoor environment that merit special attention and care in management to insure their preservation in their natural condition. Includes individual areas of remarkable natural wonder, high scenic splendor, or features of scientific importance. One or more such areas may be part of a larger administrative unit, such as a national park or forest.

**Location:** Any place where such features are found.

**Activities:** Sightseeing, enjoyment, and study of the natural features. Kinds and intensity of use limited to the enjoyment and study of the natural attractions so as to preserve the quality of the natural features and maintain an appropriate setting. May be visited on a day, weekend, or vacation trip.

**Developments:** Limited to minimum development required for public enjoyment, health, safety and protection of the features. Wherever possible, access roads and facilities other than trails and sanitary facilities should be kept outside the immediate vicinity of the natural features. Visitors encouraged to walk to the feature or into the area when feasible. Improvements should harmonize with and not detract from the natural setting.

#### Class V - Primitive Areas:

**Physical Requirements:** Extensive natural, wild and undeveloped area and setting removed from the sights, sounds, and smells of civilization. Essential characteristics are that the natural environment has not been disturbed by commercial utilization and that the areas are without mechanized transportation. The area must be large enough and so located as to give the user the feeling that he is enjoying a "wilderness experience." The site may vary with different physical and biological conditions and may be determined in part by the characteristics of adjacent land. Size may vary in different parts of the country. These areas are inspirational, esthetic, scientific, and cultural assets of the highest value.

Location: Usually remote from population centers.

Activities: Camping out on one's own without mechanized transportation or permanent shelter or other conveniences.

Developments: No development of public roads, permanent habitations or recreation facilities except trails. No mechanized equipment allowed except that needed to control fire, insects and disease. Commercial use of the area that may exist at the time of establishment should be discontinued as soon as practical.

#### Class VI - Historic and Cultural Sites:

Physical Requirements: These are sites associated with the history, tradition or cultural heritage of National, State or local interest and are of enough significance to merit preservation or restoration.

Location: The location of the feature establishes the site.

Activities: Sightseeing, enjoyment, and study of the historic or cultural features. Kinds and intensity of use limited to this type of study and enjoyment.

Developments: Management should be limited to activities that would effect such preservation and restoration as may be necessary to protect the features from deterioration and to interpret their significance to the public. Access to the area should be adequate but on-site development limited to prevent overuse. Development should not detract from the historic or cultural values of the site.

Table 10 is a summary of facilities on nonschool sites of less than 10 acres in size. Reports of these areas were also incomplete. Sites of less than 10 acres were reported by only two counties--Salt Lake and Uintah--and only 129 such sites were reported in 60 of Utah's 425 cities and towns. Salt Lake County reported 10 areas and Uintah County reported one.

Location of State Parks, National Forests, Indian Reservations, and facilities administered by the National Park Service, as listed in Table 9, are shown in Figures 6, 7, 8, and 9 respectively. Location of these areas with respect to Salt Lake City, the State's population center, should be noted.

State Agencies: In addition to agencies or governmental units outlined in Table 9, the State Land Board and State Department of Highways administer areas contributing to the outdoor recreation supply. The Land Board is the administrative agency for approximately three million acres of State land in Utah. Principal uses of these lands are grazing and mining. The law stipulates that the public shall have reserved to it the right to hunt, trap, and fish on all lands owned by the State. In addition to these uses, hiking, horseback riding, sightseeing, photography, artifact hunting and pinenut gathering are enjoyed on State lands. There are no specific physical provisions made by the Land Board for any of these activities.

Table 9. Public Outdoor Recreation Sites and Facilities in Utah Over 10 Acres in Size (continued).

Administrative Unit	Number of Areas	Acreage									
		Land	Wet-land	Water	Total	BOR Classification					
						I	II	III	IV	V	VI
Beaver County:	17	154,484		257	154,741		9,757	144,984			
City	1	80			80		35	45			
State											
Fish and Game	11	16,312		1	16,313		2	16,311			
Federal											
Forest Service	5	138,092		256	138,348		9,720	128,628			
Box Elder County:	16	138,421	25,090	34,285	197,796		1,383	196,413			
City	3	401		634	1,035		778	257			
State											
Fish and Game	7	22,531	10,190	3,650	36,371			36,371			
Federal											
Forest Service	5	95,489		1	95,490		600	94,890			
Bureau of Sport											
Fish & Wildlife	1	20,000	14,900	30,000	64,900		5	64,895			
Cache County:	25	280,434		39	280,473	240	5,801	274,432			
City	8	275			275	240	7	28			
State											
Fish and Game	5	13,163		18	13,181		12	13,169			
Park and Recreation	1	3			3		3				
Federal											
Forest Service	11	266,993		21	267,014		5,779	261,235			
Carbon County:	6	42,583			42,583			42,583			
State											
Fish and Game	4	14,137			14,137			14,137			
Park and Recreation	1	40			40			40			

Federal Forest Service										
Daggett County:	93	400	8,054			900	415	650	4,060	
State Fish and Game										
Federal Forest Service	93	400	8,054			900	415	650	4,060	
Davis County:					1,320	1,320	957	275	257	
City							400	275	250	
County							250			
State Fish and Game							300			
Federal Forest Service					1,320	1,320	7		7	
Duchesne County:	140	152	2,119	85		1,500	172	100	859	100
State Fish and Game Park and Recreation										
Federal Forest Service	40	152	1,899	35		1,400	172	100	855	
* Bureau Indian Affairs	100		220	50		100			4	100
Emery County:										
State Fish and Game										
Federal Forest Service										
Garfield County:	149	91	3,697	220		220	1,038	3	1,073	
State Fish and Game							30			

Ex. - Existing Pl. - Planned Mx. - Maximum

\* This reservation is contained in four counties: Uintah, Duchesne, Grand and Wasatch.  
Area by county was not available. Figures here represent the entire reservation.

Table 9. Public Outdoor Recreation Sites and Facilities in Utah Over 10 Acres in Size (continued).

Administrative Unit	Number of Areas	Acreage									
		Land	Wet-land	Water	Total	BOR Classification					
						I	II	III	IV	V	VI
Garfield County: (continued)											
Federal											
Forest Service	14	1,034,809		1,772	1,036,581		47,548	989,033			
Park Service	1	35,995	15		36,010		300	8,710	27,000		
Grand County:	4	87,203		1	87,204	20	250	63,824	10,000	13,110	
County	2	223			223	20		203			
Federal											
Forest Service	1	52,970		1	52,971			52,971			
Park Service	1	34,010			34,010		250	10,650	10,000	13,110	
Iron County:	13	251,579		33	251,612		10,904	235,478	5,230		
City	1	500			500		500				
State											
Fish and Game	5	6,809			6,809			6,809			
Federal											
Forest Service	6	238,116		32	238,148		10,239	227,909			
Park Service	1	6,154		1	6,155		165	760	5,230		
Juab County:	8	217,652	5,800	4,299	227,751		11,760	215,991			
State											
Fish and Game	3	3,108		14	3,122			3,122			
Federal											
Forest Service	4	206,672		85	206,757		11,760	194,997			
Bureau of Sport											
Fish & Wildlife	1	7,872	5,800	4,200	17,872			17,872			

6	1,029,591	5	164,364	1,193,960	430	174,029	526,450	5,400	486,031	1,620
1	59			59		59				
4	123,291	5	524	123,820		73,970	49,850			
1	906,241		163,840	1,070,081	430	100,000	476,600	5,400	486,031	1,620
20	236,789	2,800	1,233	240,822		4,555	236,266			1
1	5		200	205		205				
7	21,854	2,800	1,000	25,654			25,654			
1	1			1						1
11	214,929		33	214,962		4,350	210,612			
5	18,048		1	18,049		29	18,020			
3	4,382		1	4,383		29	4,354			
2	13,666			13,666			13,666			
12	189,168		128	189,296		5,948	183,348			
2	291			291			291			
1	40			40			40			
9	188,837		128	188,965		5,948	183,017			
3	54,565		14	54,579		852	53,727			
1	8		14	22		22				
2	54,557			54,557		830	53,727			

Activity													Annual Recreation Use	
Driving & Sightseeing	Swimming	Skiing (water)	Fishing	Picnicking	Boating	Hunting	Horseback Riding	Golf	Camping	Skiing & other winter sports	Hiking & Walking	Other	Day	Night
x			x	x	x	x	x		x	x	x	x	209,000	106,235
x				x			x		x		x	x	288,000	104,000
x	x	x	x	x	x	x	x		x		x	x	137,216	10,123
	x	x	x	x	x							x	18,000	
x			x	x		x			x		x	x	1,000	1,000
x				x			x		x		x	x	118,216	9,123
x			x	x	x	x	x	x	x	x	x	x	236,638	71,020
								x					No Record	No Record
x			x	x	x	x	x		x		x	x	18,950	2,790
x			x	x	x	x	x		x	x	x	x	69,300	65,200
x				x					x		x		148,118	3,030
x	x		x	x		x	x		x		x	x	122,925	78,700
			x	x		x			x				2,300	50
x			x	x		x	x		x		x	x	120,425	78,550
	x					x						x	200	100

x	x	x	x	x	x	x	x	x	x	x	x	125,150	122,800
				x					x		x	4,500	
x	x	x	x	x	x	x	x	x	x	x	x	79,300	108,000
x	x	x	x	x	x	x			x		x	41,350	14,700
x	x	x	x	x	x	x	x	x	x		x	57,958	48,620
	x	x	x	x	x							10,000	
	x		x		x	x	x		x			2,450	20
											x	8,348	
x			x	x		x	x		x		x	37,160	48,600
x			x	x		x	x		x		x	2,420	465
			x	x		x	x		x		x	420	15
x			x	x		x	x		x		x	2,000	450
x	x	x	x	x	x	x	x	x	x	x	x	6,630-I	14,056-I
	x	x	x	x	x	x	x	x	x	x	x	2,100	200
												I	I
x			x			x	x				x	4,530	13,856
x	x	x	x	x	x	x	x	x	x	x	x	42,445	59,725
	x	x	x	x	x						x	37,170	
x				x		x	x		x			5,275	59,725

Units at Existing Facilities

Playfields (Sites)			Swimming Beaches (Sites)			Swimming Pools			Boat Access (Sites)			Picnic Tables			Tent Spaces			Golf Holes		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
					2				4	1	6	27 3	1	216 50	.59 155	38	3,531 250			
		3			1						2	25		74	30		102			
		3			1						2			24			12			
												25		50	30		30 60			
												49	20	69	68		1,418	3	6	
													20	20				3	6	
												6			40					
												37 6		37 12		28	1,390 28			
4		4	1	1	3						1	120	78	999	433	276	3,810			
4		4			1						1	120	75	993	433	276	3,810			
			1	1	2								3	6						

2	7	2	4	8		5	4	10	130	164	631	245	546	2,447
2									10				6	
	7	2	4	1		2		3	42	4	306	105		1,397
				7		3	4	7	78	160	325	140	540	1,050
		1				1			123		260	129	71	5,298
		1				1			4					
									119		260	129	71	5,298
											222			
											222			
		2										5	135	3,225
		2										5		
													135	3,225
1	1	2		2		2		1	81	15	146	20		120
		2		2		2		1	20		70			100
1	1								61	15	76	20		20

Units at Existing Facilities

Trailer Spaces			Group Camping (Persons)			General Parking (Spaces)			Ski Lift (Capacity per hour)		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
94	91	3,597				93	3	123			
55		100	220		220	915		950			
		12	30		108	1,325		5,050			
		12			48	1,000		5,050			
			30		60	325					
17		1,409				270	800	890	50	2,700	2,750
17		1,409				90	800	890	50	2,700	2,750
						180					
20	5	10	230	800	2,000	321	300	586			
15						25					
			230	800	2,000	246	300	486			
5	5	10				50		100			

Kane County:	56	87	1,469		300	556	1,462	2,200
City	5	10				3		
Federal								
Forest Service	51	77	1,469			133	12	200
Park Service					300	420	1,450	2,000
Millard County:						409		259
County						100		
State								
Fish and Game								
Park and Recreation						50		
Federal								
Forest Service						259		259
Morgan County:								
State								
Fish and Game								
Federal								
Forest Service								
Piute County:								
State								
Fish and Game								
Park and Recreation								
Federal								
Forest Service								
Rich County:		15	115	300	300	110		150
State								
Park and Recreation			100			60		100
Federal								
Forest Service		15	15	300	300	50		50

Ex. - Existing    Pl. - Planned    Mx. - Maximum

Table 9. Public Outdoor Recreation Sites and Facilities in Utah Over 10 Acres in Size (continued).

Administrative Unit	Number of Areas	Acreage									
		Land	Wet-land	Water	Total	BOR Classification					
						I	II	III	IV	V	VI
Salt Lake County:	40	93,335		194	93,529	671	19,990	72,694			174
City	15	560			560	310	250				
County	18	870		3	873	361	190	322			
State											
Fish and Game	1	8		2	10		10				
Park and Recreation	1	174			174						174
Federal											
Forest Service	5	91,723		189	91,912		19,540	72,372			
San Juan County:	16	1,929,603		1,207	1,930,810	12	19,471	1,637,284	274,023		20
County	2	267		47	314	12	22	280			
State											
Park & Recreation	3	3,913			3,913				3,903		10
Federal											
Forest Service	5	454,904		84	454,988		19,419	431,929	3,640		
Park Service	3	265,366			265,366		30	6,731	258,595		10
Bureau Indian Affairs	3	1,205,153		1,076	1,206,229			1,198,344	7,885		
Sanpete County:	14	440,067	25	507	440,599		90,945	349,654			
City	1	20			20		20				
State											
Fish and Game	5	12,244	25	1	12,270		8	12,262			
Park and Recreation	1	63			63			63			
Federal											
Forest Service	7	427,740		506	428,246		90,917	337,329			

21	705,576		3,942	709,518		37,742	671,776		
1	82			82		82			
5	2,963		1	2,964		41	2,923		
15	702,531		3,941	706,472		37,619	668,853		
14	532,259	10	3,317	535,586		33,661	428,002		73,923
4	6,178		3	6,181		11	6,170		
10	526,081	10	3,314	529,405		33,650	421,832		73,923
5	169,937	640	206	170,783		22,160	148,623		
1	600	640	200	1,440			1,440		
3	152,217		6	152,223		5,040	147,183		
1	17,120			17,120		17,120			
13	269,949	2,660	9,994	282,603	10	17,110	263,824		1,659
1	20			20	10		10		
4	970	300	141	1,411		200	1,211		
2	2,439		820	3,259			1,600		1,659
5	261,040	260	3,513	264,813		16,910	247,903		
1	5,480	2,100	5,520	13,100			13,100		
25	464,676	106	238	465,020	34,112	412,460	18,438	10	
10	557	6	8	571	222	349			
5	3,590	100	87	3,777		52	3,725		

Units at Existing Facilities

Trailer Spaces			Group Camping (Persons)			General Parking (Spaces)			Ski Lift (Capacity per hour)		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
			352		1,052	5,024	1,424	4,508	10,250		10,250
						1,000		600			
						735	1,374	709			
						40					
						100					
			352		1,052	3,149	50	3,199	10,250		10,250
51	45	197	70	250	330	257	1,260	677	600		600
7	10			50		50	100				
6	20			100		41	1,000				
22		22		100	100	116	10	126	600		600
6	15	60	20		80		150	300			
10		115	50		150	50		251			
17		17	40	480	465	235	30	220	200		200
				80		25					
				20		20					
17		17	40	400	465	190	30	220	200		200

x			x	x	x	x	x	x	x	x	x	x	134,928	248,950
x			x	x		x	x		x		x	x	2,050	120
x			x	x	x	x	x		x	x	x	x	132,878	248,830
x	x		x	x	x	x	x		x		x	x	543,675	338,120
x			x	x		x	x		x		x	x	32,800	70
x	x		x	x	x	x	x		x		x	x	510,875	338,050
x			x	x		x	x		x		x	x	33,300	8,419
							x				x	x	300	
x			x	x		x	x		x		x	x	33,000	8,419
x	x	x	x	x	x	x	x		x	x	x	x	259,914	57,935
												x	10,000	
x			x	x		x			x	x		x	11,940	35
x	x	x	x	x	x							x	178,524	
x			x	x	x	x	x		x	x	x	x	58,400	57,900
							x					x	1,050	
x	x	x	x	x	x	x	x		x	x	x	x	1,353,715	438,104
x	x	x	x	x	x	x	x		x	x	x	x	188,000	1,500
x			x	x		x	x		x	x	x	x	55,825	150

Units at Existing Facilities

Playfields (Sites)			Swimming Beaches (Sites)			Swimming Pools			Boat Access (Sites)			Picnic Tables			Tent Spaces			Golf Holes		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
55	12	45				6		3				991	1,347	2,178	179	147	1,862	54	54	72
43		26				6		3				322	36	450				36	18	36
8	12	15										15	420	205				18	36	36
												3								
												19								
4		4										632	891	1,523	179	147	1,862			
3		1										184	133	691	53	253	1,888	9		9
1												22	40				40	9		
												30			15	100				
												110	48	446	32	138	1,538			
												12	25	60	6	15	60			
2		1										10	20	185			250			9
									1	1	1	168	30	258	94	449	2,949			
									1						8	20				
									1	1	1	168	30	258	86	429	2,949			



Units at Existing Facilities

Trailer Spaces			Group Camping (Persons)			General Parking (Spaces)			Ski Lift (Capacity per hour)		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
			352		1,052	5,024	1,424	4,508	10,250		10,250
						1,000		600			
						735	1,374	709			
						40					
						100					
			352		1,052	3,149	50	3,199	10,250		10,250
51	45	197	70	250	330	257	1,260	677	600		600
7	10			50		50	100				
6	20			100		41	1,000				
22		22		100	100	116	10	126	600		600
6	15	60	20		80		150	300			
10		115	50		150	50		251			
17		17	40	480	465	235	30	220	200		200
				80		25					
				20		20					
17		17	40	400	465	190	30	220	200		200

Sevier County:	76		76	70		70	348		328	300		300
County												
State												
Fish and Game							20					
Federal												
Forest Service	76		76	70		70	328		328	300		300
Summit County:				544	5,787	6,331	392		367			
State												
Fish and Game							25					
Federal												
Forest Service				544	5,787	6,331	367		367			
Tooele County			10				122		47			
State												
Fish and Game							75					
Federal												
Forest Service							47		47			
Bureau Indian Affairs			10									
Uintah County:	36	148	1,840	1	400	1,401	202	130	695	120	240	480
City								100	300			
State												
Fish and Game			25	1		1	50		50			
Park and Recreation	25						117					
Federal												
Forest Service	11	148	1,815		400	1,400	35	30	345	120	240	480
Bureau of Sport Fish & Wildlife												
Utah County:	20			600	5,500	13,000	2,460	1,480	3,220		1,600	8,200
City	10						1,200					
State												
Fish and Game							130					

Ex. - Existing    Pl. - Planned    Mx. - Maximum

Table 9. Public Outdoor Recreation Sites and Facilities in Utah Over 10 Acres in Size (continued).

Administrative Unit	Number of Areas	Acreage									
		Land	Wet-land	Water	Total	BOR Classification					
						I	II	III	IV	V	VI
Utah County: (continued)											
Federal											
Forest Service	8	460,259		139	460,398	33,890	412,059	14,449			
Park Service	1	250			250			240	10		
Bureau of Sport Fish & Wildlife	1	20		4	24			24			
Wasatch County:	14	375,723	10	802	376,535		16,906	359,629			
State											
Fish and Game	5	9,802		7	9,809		46	9,763			
Federal											
Forest Service	9	365,921	10	795	366,726		16,860	349,866			
Washington County:	9	547,590		269	547,859		8,279	436,023	75,858	27,697	2
State											
Fish and Game	3	2,440			2,440			2,440			
Park and Recreation	1	5,688			5,688			5,688			
Federal											
Forest Service	4	392,427		269	392,696		7,879	384,817			
Park Service	1	147,035			147,035		400	43,078	75,858	27,697	2
Wayne County:	14	213,291	65	341	213,697		6,178	169,737	3,917	33,865	
State											
Fish and Game	4	11,338	65	8	11,411		47	11,364			
Federal											
Forest Service	9	162,781		333	163,114		6,101	157,013			
Park Service	1	39,172			39,172		30	1,360	3,917	33,865	

21	62,235	6,000	5,875	74,110	159	6,737	67,214			
11	568			568	159	192	217			
1	212		3	215		40	175			
4	5,989	6,000	3,002	14,991			14,991			
5	55,466		2,870	58,336		6,505	51,831			
402	11,772,467	64,086	255,419	12,091,945	35,688	1,568,656	9,177,739	405,038	901,420	3,476
55	3,080	6	642	3,728	975	2,196	557			
26	1,871		253	2,124	393	751	980			
107	195,400	26,325	11,588	233,313		469	232,844			
14	12,454		834	13,288		25	7,516	3,903		1,844
182	7,864,092	940	32,313	7,897,318	33,890	921,993	6,693,478	7,240	240,717	
10	1,434,223	15	163,841	1,598,079	430	101,175	548,129	386,010	560,703	1,632
4	33,372	22,800	39,724	95,896		5	95,891			
4	2,227,975	14,000	6,224	2,248,199		541,970	1,598,344	7,885	100,000	

Activity													Annual Recreation Use	
Driving & Sightseeing	Swimming	Skiing (water)	Fishing	Picnicking	Boating	Hunting	Horseback Riding	Golf	Camping	Skiing & other winter sports	Hiking & Walking	Other	Day	Night
x			x	x	x	x	x		x	x	x	x	942,000	427,000
x			x						x	x	x	x	165,690	9,354
x											x	x	2,200	
x			x	x		x	x		x	x	x	x	206,300	89,650
				x		x	x		x		x	x	8,300	150
x			x	x		x	x		x	x	x	x	198,000	89,500
x	x		x	x	x	x	x		x	x	x	x	711,981	273,496-I
						x	x		x		x	x	600	50
x				x			x		x		x	x	12,000	I
x			x	x	x	x	x		x	x	x	x	18,300	130,200
x	x		x	x			x		x		x	x	681,081	143,246
x			x	x	x	x	x		x		x	x	134,029	37,463
x			x	x		x	x		x		x	x	2,600	100
x			x	x	x	x	x		x		x	x	29,550	28,693
x			x	x					x		x	x	101,879	8,670

x	x	x	x	x	x	x	x	x	x	x	x	x	884,581	252,512
	x		x	x				x	x	x	x	x	252,200	
x				x		x	x		x		x	x	73,000	
			x	x	x	x	x		x	x	x	x	45,600	520
x	x	x	x	x	x	x	x		x	x	x	x	513,781	251,992
<hr/>														
x	x	x	x	x	x	x	x	x	x	x	x	x	11,773,739	3,925,580
x	x	x	x	x	x	x	x	x	x	x	x	x	2,154,084	1,600
x	x	x	x	x	x	x	x	x	x	x	x	x	265,651	921
x	x		x	x	x	x	x		x	x	x	x	322,801	11,687
x	x	x	x	x	x	x	x		x	x	x	x	622,992-I	I
x	x	x	x	x	x	x	x		x	x	x	x	6,784,689	3,586,510
x	x	x	x	x	x		x		x	x	x	x	1,558,698	294,222
x	x		x	x		x			x		x	x	23,924	140
x	x		x	x	x	x	x		x		x	x	40,900	33,500

Units at Existing Facilities

Playfields (Sites)			Swimming Beaches (Sites)			Swimming Pools			Boat Access (Sites)			Picnic Tables			Tent Spaces			Golf Holes		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
8		8										461	123	2,737	299	1,632	12,551			
												30			15					
1		1										83	43	1,650	81	918	11,943			
													4							
1		1										83	39	1,650	81	918	11,943			
1		1			1	1				1		26	52	320	288	210	1,001			
1		1										8		250	8		75			
					1					1		18	2	20	74		600			
						1							50	50	206	210	326			
												33		58	75	501	2,087			
												28		28	22	501	1,837			
												5		30	53		250			

17	1	13				1	1	2	4		4	601	206	767	37		37	9	18	
11		10				1	1	2				105	30	175			9	18		
4												80								
2	1	3							4		4	416	176	592	37		37			
<hr/>																				
125	35	109	10	8	18	11	1	5	97	82	189	5,239	4,614	33,483	4,039	12,314	152,676	84	87	162
80	20	47				9	1	5	25	25	50	1,000	177	914	25	6	100	66	33	90
13	12	18	1	1					1		2	163	460	229			52	18	54	54
		5							3		1	15	4	51	40		50			
1		1	5	3	2				44	40	81	171	26	320	46	120	175			
26	3	30	1	6					17	11	41	3,653	3,539	30,031	3,195	11,423	148,995			
		7	2	4	7	1			3	4	7	159	235	577	633	765	2,024			
			1	1	2				4		4	10	3	26						
5		1				1				2	3	68	170	1,235	100		1,280			18

Units at Existing Facilities

Trailer Spaces			Group Camping (Persons)			General Parking (Spaces)			Ski Lift (Capacity per hour)		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
			600	5,500	13,000	880 250	1,480	3,220		1,600	8,200
		16		9,000	1 000	178 25	270	1,283			
		16		9,000	21,000	153	270	1,283			
38		615	300	100	450	205	6	1,199			
		50			50	12		1,000			
38		565	100 200	100	100 300	193	6	199			
	19	743			30	261	200	511			
						50					
	19	743			30	11 200	200	11 500			

Weber County:	5		5	720	15	235	1,249	10	595	3,500	600	4,100
City							25		25			
County				500			364					
State												
Fish and Game							300					
Federal												
Forest Service	5		5	220	15	235	560	10	570	3,500	600	4,100

State Total	765	1,018	20,594	4,042	23,652	51,492	18,440	8,623	30,203	16,920	5,140	28,880
Cities	15	10	50				3,678	375	1,275			
Counties	7	10	12	500	50	48	2,499	1,474	5,759			
State												
Fish and Game	15		25	1		1	1,095		50			
Park and Recreation	65	46	250		180	50	418	1,000	1,100			
Federal												
Forest Service	477	932	19,742	2,971	23,322	50,153	8,340	3,954	17,894	16,920	5,140	28,780
Park Service	71	15	160	470	100	990	2,290	1,800	3,750			
Bureau of Sport												
Fish & Wildlife	5	5	10				70	20	120			
Bureau Indian												
Affairs	110		345	100		250	50		255			100

Ex. - Existing      Pl. - Planned      Mx. - Maximum

Table 10. Nonschool, Public Outdoor Recreation Sites and Facilities, Less Than 10 Acres in Size, in Communities of Utah.

Administrative Unit	Number of Communities	Number of Areas	Total Area (Acres)	Activity												
				Driving & Sightseeing	Swimming	Skiing (water)	Fishing	Picnicking	Boating	Hunting	Horseback Riding	Golf	Camping	Skiing & other winter sports	Hiking & Walking	Other
State Totals	62*	140	638	x	x	x	x	x	x	x	x	x	x	x	x	x
Beaver County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Box Elder County	3	10	24	--	--	--	--	x	--	--	--	--	--	x	--	x
Cache County	3	5	24	--	--	--	--	x	--	--	--	x	--	x	--	x
Carbon County	2	5	16	--	x	--	--	x	--	--	--	--	--	x	--	x
Daggett County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Davis County	4	9	27	--	--	--	--	x	--	--	--	--	--	x	--	x
Duchesne County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Emery County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Garfield County	1	1	1	--	--	--	--	x	--	--	--	--	--	--	--	x
Grand County	1	1	5	--	x	--	--	x	--	--	--	--	--	--	x	x
Iron County	1	5	14	--	x	--	--	x	--	--	--	--	--	--	--	x
Juab County	2	3	15	--	--	x	--	x	--	--	--	--	--	--	--	x
Kane County	1	1	1	--	x	--	--	--	--	--	--	--	--	--	--	x
Millard County	2	5	24	--	x	--	--	x	--	--	--	x	--	x	--	x
Morgan County	1	1	9	--	--	--	--	--	--	--	--	--	--	--	--	x
Piute County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Rich County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Salt Lake County	7	26	120	--	x	--	--	x	--	--	--	--	--	--	--	x
San Juan County	2	4	25	--	x	x	--	x	x	--	--	x	--	x	x	x
San Pete County	6	6	26	--	x	--	--	x	--	--	--	x	--	x	--	x
Sevier County	3	6	29	--	x	--	--	x	--	--	--	x	--	x	--	x
Summit County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Tooele County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Uintah County	2	2	10	--	x	--	--	x	--	--	--	--	--	--	--	x
Utah County	10	23	153	x	x	x	--	x	x	--	--	x	--	x	x	x
Wasatch County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Washington County	2	2	5	--	x	--	--	--	--	--	--	--	--	--	--	x
Wayne County	0	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Weber County	9	25	110	x	x	--	--	x	--	--	--	x	--	x	x	x

\*Includes Salt Lake and Uintah Counties.



Units at Existing Facilities									Annual Recreation Use	
Trailer Spaces			Group Camping (Persons)			General Parking (Spaces)			Day	Night
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.		
50	10	20	307	40	100	4,532	222	1,357	1,537,800-I	0
--	--	--	--	--	--	--	--	--	--	--
						700		600	69,000	0
						300			17,400	0
									30,000	0
--	--	--	--	--	--	--	--	--	--	--
						135	75	200	12,150-I	0
--	--	--	--	--	--	--	--	--	--	--
--	--	--	--	--	--	--	--	--	--	--
									2,400	0
						500			30,000	0
						70	30	100	40,500	0
1						60			48,000	0
									10,000	0
						70			1,000	0
									3,000	0
--	--	--	--	--	--	--	--	--	--	--
--	--	--	--	--	--	--	--	--	--	--
						447	57	207	452,203	0
6	10	20	32	40	100	40	60	150	19,100	0
43									61,600	0
						500			90,000-I	0
--	--	--	--	--	--	--	--	--	--	--
--	--	--	--	--	--	--	--	--	--	--
						100		100	34,500	0
						600			485,000	0
--	--	--	--	--	--	--	--	--	--	--
									6,800	0
--	--	--	--	--	--	--	--	--	--	--
			275				1,010		125,147	0

Ex. - Existing Pl. - Planned Mx. - Maximum  
 Note - Maximum not accurate. Data omitted on many forms.



Units at Existing Facilities

Playfields (Sites)			Swimming Beaches (Sites)			Swimming Pools			Boat Access (Sites)			Picnic Tables			Tent Spaces			Golf Holes		
Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.	Ex.	Pl.	Mx.
177	10	78				20		5	2		2	671	229	491	32	30	60			
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
11	1	13										23	5	23						
6												27								
6						2						36								
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
4	2	4										18	26	44						
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
2												3								
5						1						10								
4	1	5				1						4	6	10						
4						1						14								
3						1						6								
4		5				1		2				5								
1	2	3						1												
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
39	1	28				1		1				45	66	153						
3		4				1		1	1	2		30	30	60	8	30	60			
6						4						62			24					
6						1						36	20	35						
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
6		7				1						40	10	75						
42	1					3		1				152								
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3						1						6	6							
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22	2	9				1						154	60	91						

Ex. - Existing Pl. - Planned Mx. - Maximum (not accurate - data omitted on many forms).  
 Note - Tabulations include 10 areas from Salt Lake County and one from Uintah County.

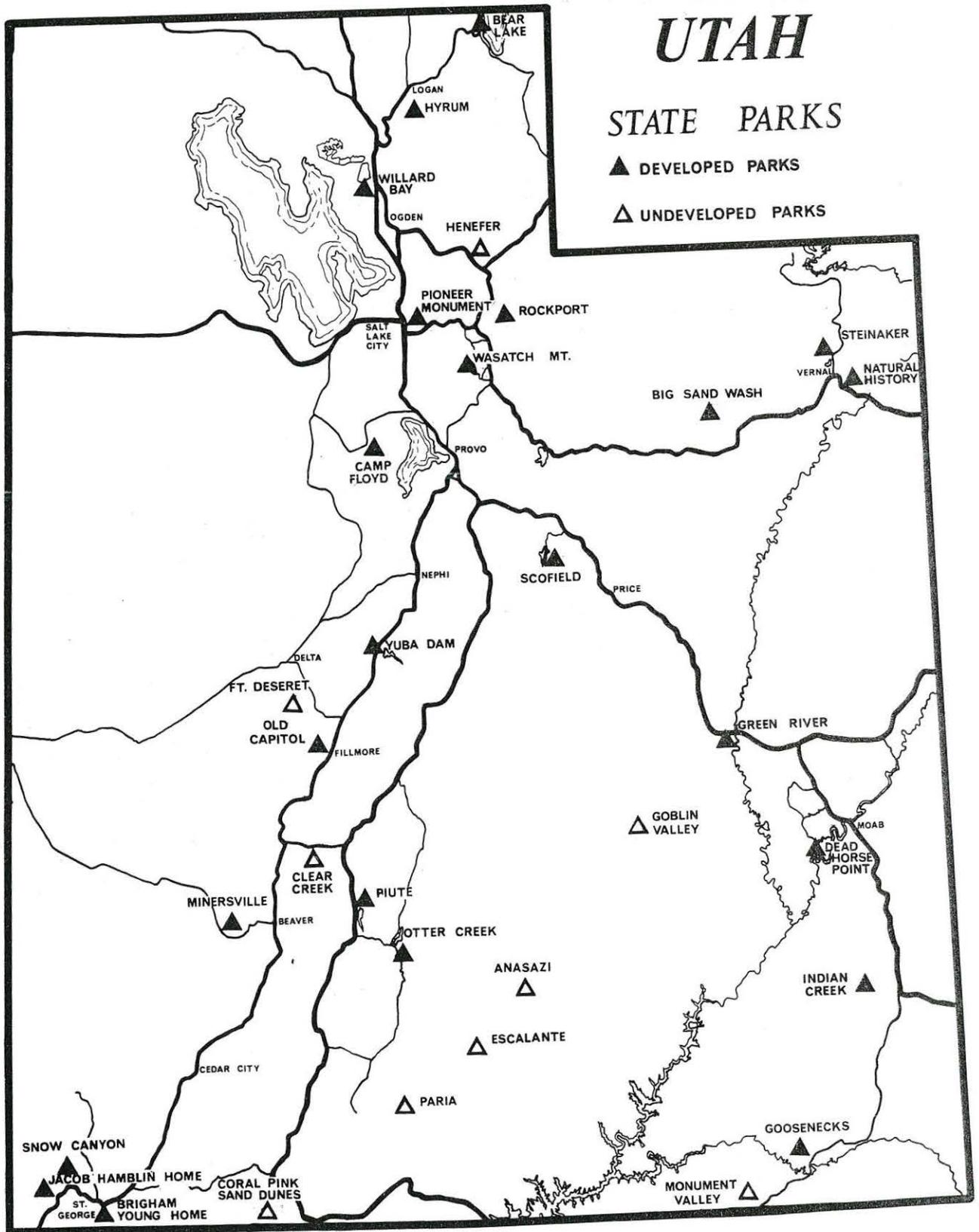


Figure 6. Developed and Undeveloped State Park Areas in Utah.

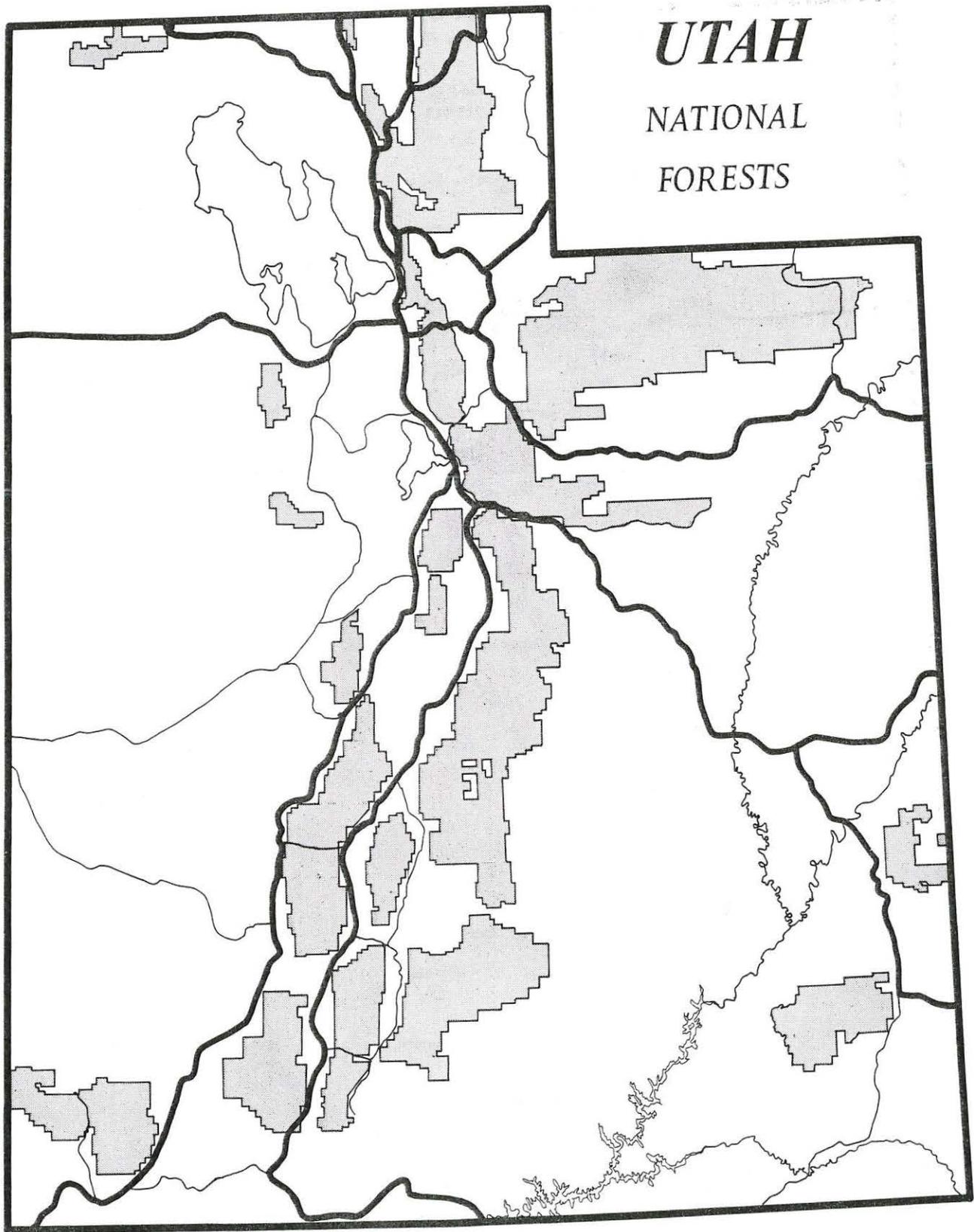


Figure 7. National Forest Lands in Utah.

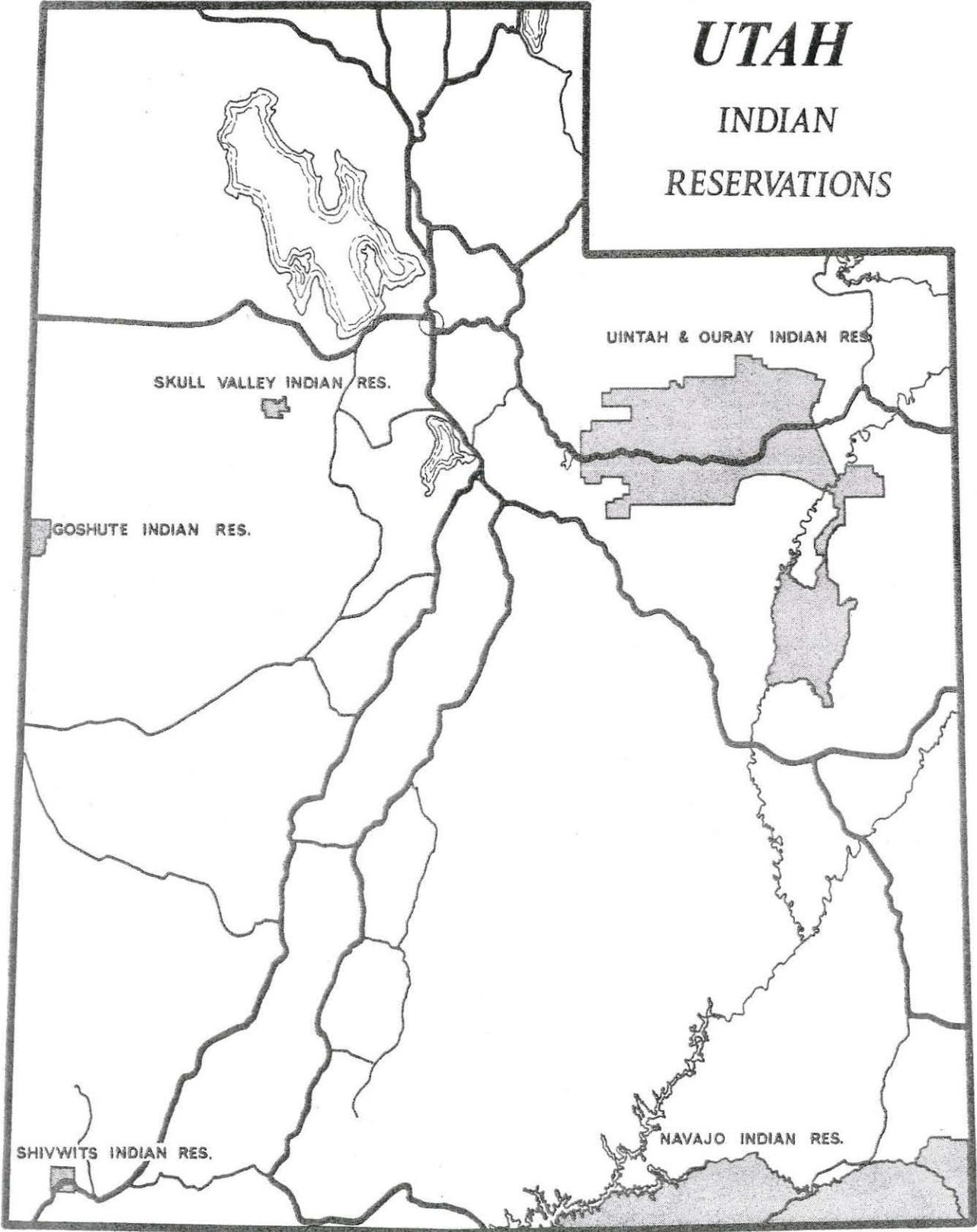


Figure 8. Indian Reservations in Utah.

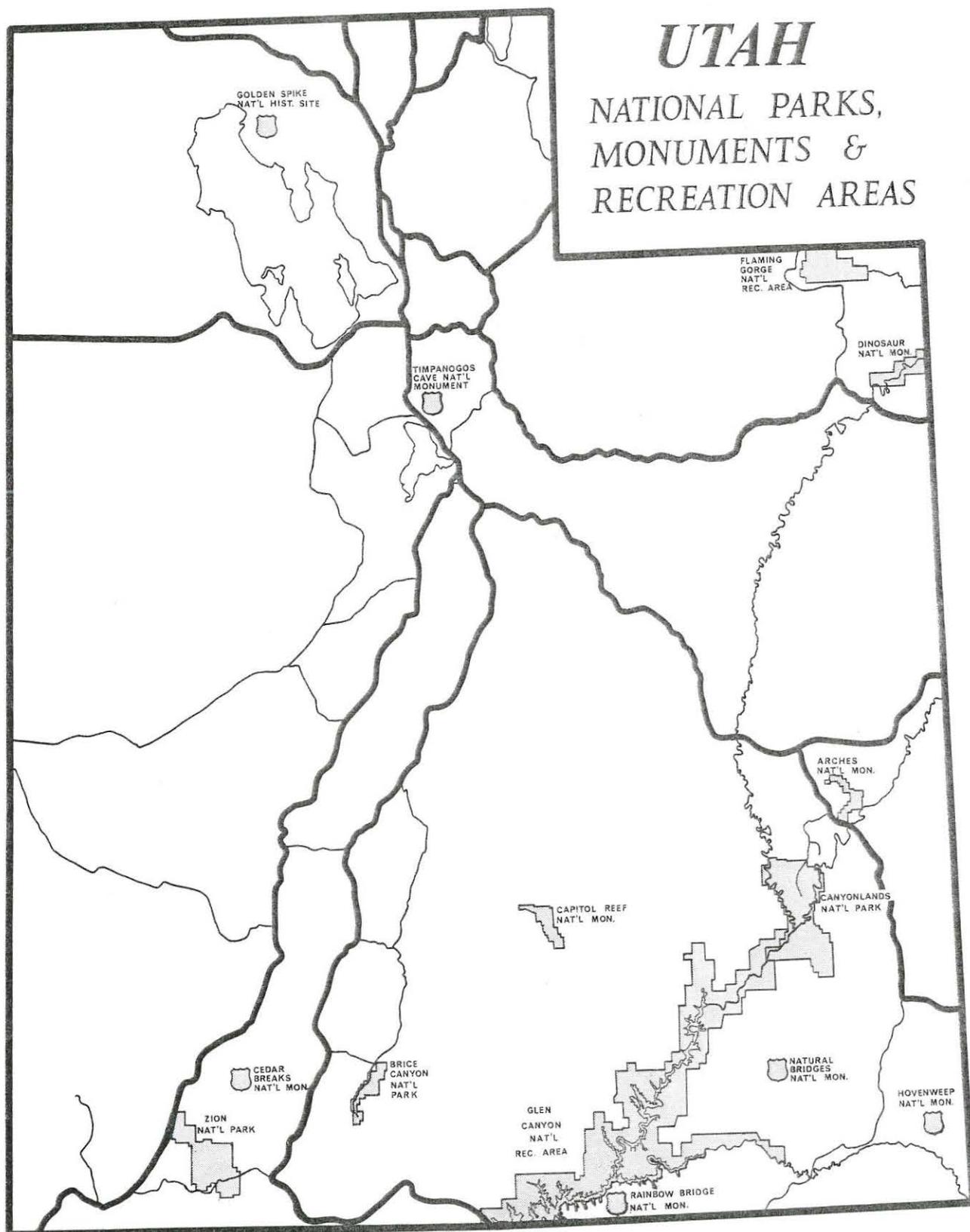


Figure 9. Areas in Utah Administered by the National Park Service.

The Utah State Department of Highways currently maintains 91 roadside rest areas as follows:

- 6 areas with complete rest facilities
- 30 areas with some rest facilities
- 35 areas with roadside tables only
- 20 turnout areas with no rest facilities

These areas are located on both primary and secondary roads across the State but principally along those sections receiving the heaviest travel (Figure 10). All are heavily used and those providing the travelers full camping and picnicking needs are intensively visited.

Rest areas are relatively small except for the six providing full rest facilities. Few roadside rest facilities have been provided on the sections of interstate thus far completed, but several are planned (Figure 11). Scattered construction on this system with primary emphasis on completing sections through urbanized areas is one reason these facilities have not yet been provided.

The Utah State Fair Association is responsible for administration and operation of the State Fair Grounds in Salt Lake City. This 56-acre area contains parking, grandstand, lawn, and outside display areas together with buildings and other structures normally associated with a fair grounds. Several outdoor events are held here in addition to activities related directly to the annual State Fair. Local Boy Scout groups hold their yearly Scout-O-Rama on the lawns and outdoor display areas. Horse races, rodeos, and horse shows are occasionally held in the grandstand area. Auto races are staged weekly throughout the summer months.

School Districts: There are 40 school districts in the State. Within these 40 districts are 410 elementary schools, 85 junior high schools, and 83 high schools. Each of these school complexes contains an open-space area. Most, however, contribute little more.

Some children's play facilities are installed on nearly all elementary school grounds but limited use is made of them except during school hours. Playgrounds of many elementary schools in urbanized areas are asphalt covered. This characteristic discourages their use for many activities such as baseball and football. Junior high schools provide some facilities such as basketball hoops but, as indicated earlier, their greatest contribution is in space. Many junior high playfields are also hard surfaced.

High schools provide the opportunity to observe outdoor sports events. In addition, some have tennis courts and outdoor basketball courts. Associated lawn areas are used by neighborhood children for participating sports and games.

Campuses of the State's three universities and five colleges are used extensively for spectator sports. Limited skiing is done on the campus of Utah State University. All these institutions provide space for intramural and intrafraternal sporting contests such as football, soccer, tennis, and snow sculpturing. These opportunities are reserved for students; however, the campus grounds are used during institutional recesses and after school hours by the public for much the same purposes.

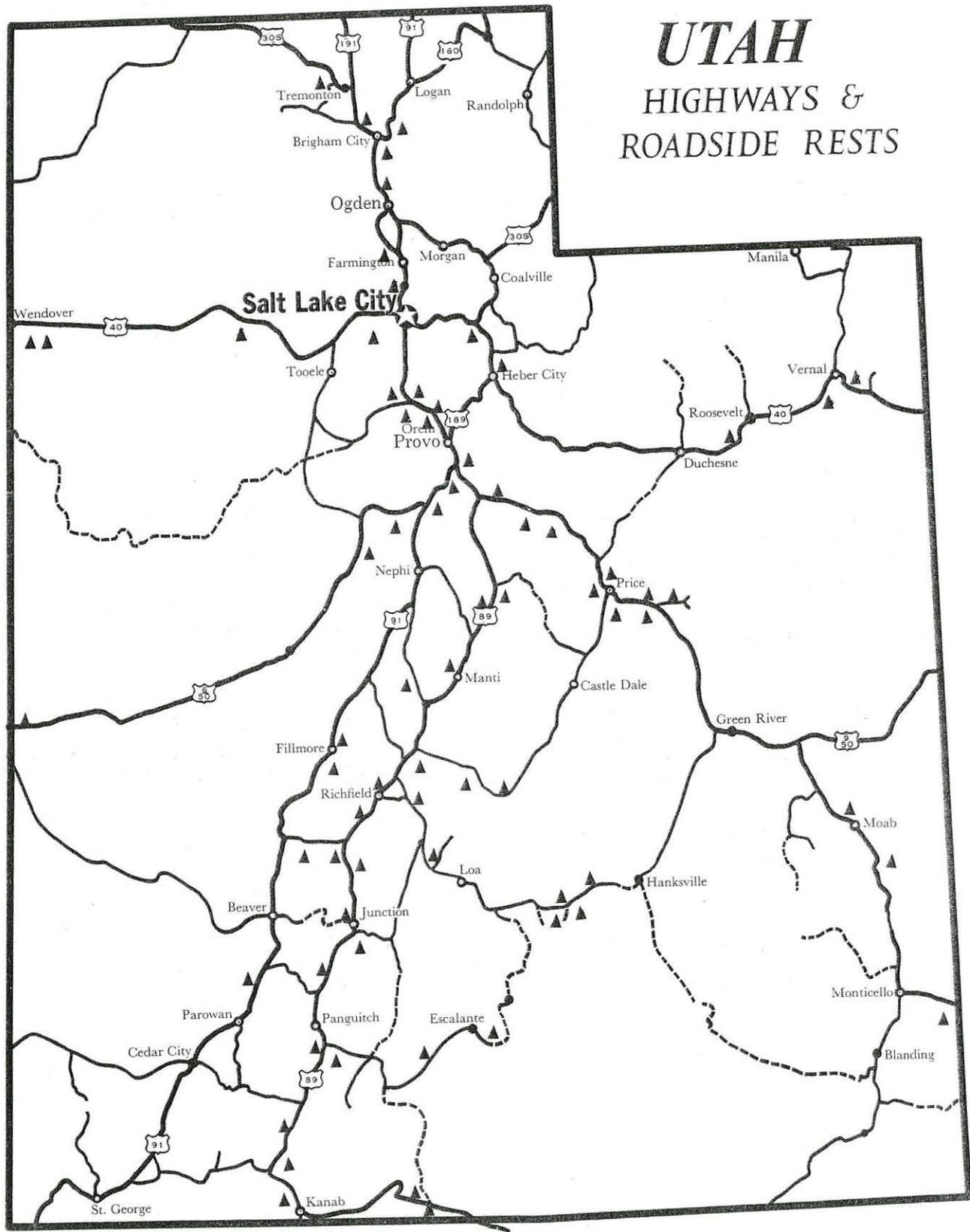


Figure 10. Roadside Rest Areas on Utah Highways.

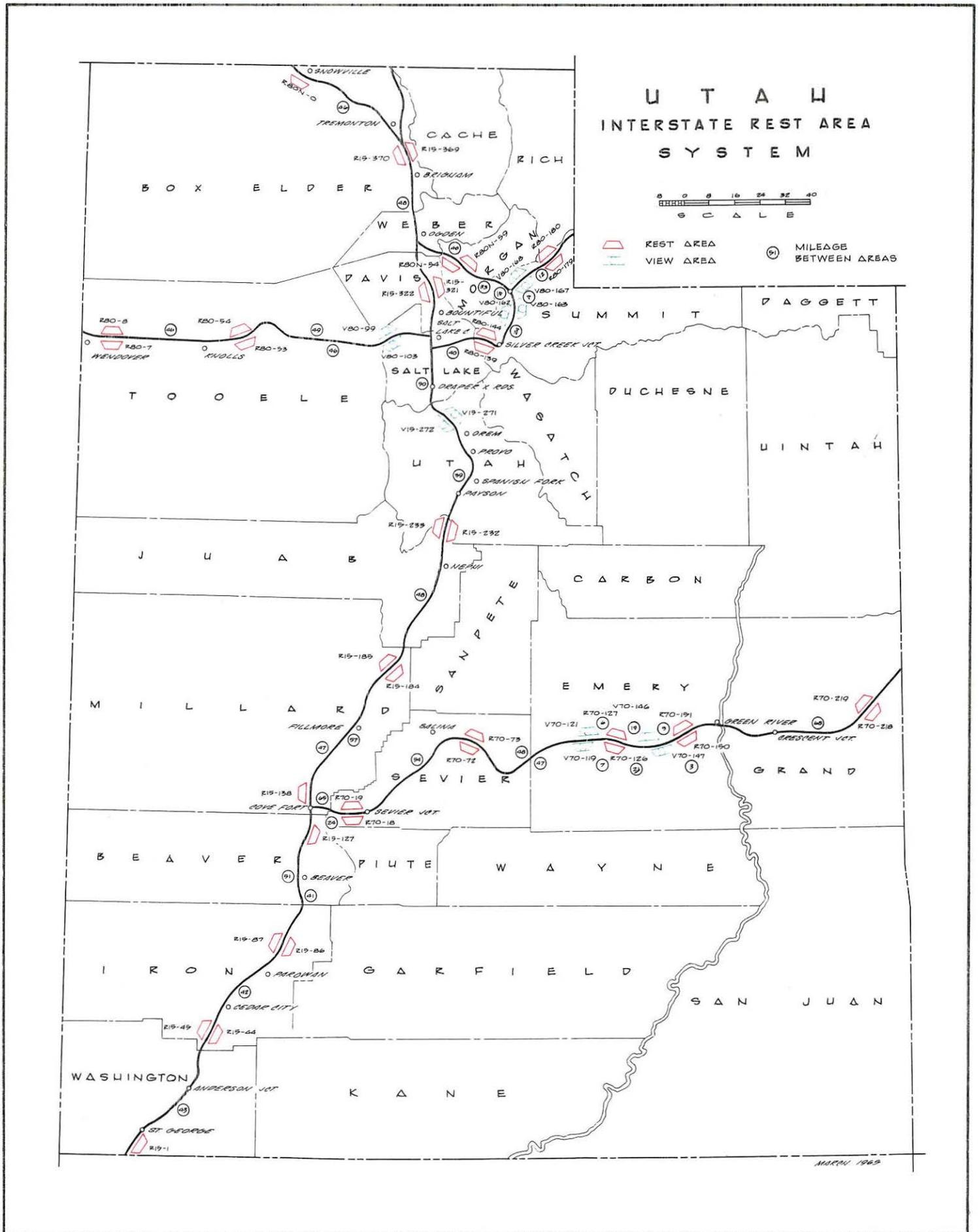


Figure 11. Rest and View Areas Proposed for Installation on Interstate Highway System in Utah.

To summarize, outdoor recreation opportunity provided by educational institutions is limited. Hard surfacing school playgrounds discourages many uses, and the advantages and disadvantages of this practice should be evaluated with the thought of increasing contributions of these areas.

Other Federal Agencies: The Soil Conservation Service is nonproprietary and, as an agency, provides no recreational facilities in the State. It has, however, been instrumental in encouraging the development and utilization of private lands for recreation purposes. Through the ASCS program, fish and game habitat has been developed on private lands. Local public agencies have participated with the SCS in creation or improvement of recreation opportunity, principally hunting and fishing, under terms of the Small Watersheds Act (P. L. 566).

Activity by the Corps of Engineers has been limited. As a consequence, there have been no recreation facilities provided by this agency. The Little Dell Project, east of Salt Lake City, is now under study by the Corps and recreation has been an important consideration.

There are two million acres of military land in Utah. Military regulation prevents any form of nonmilitary use of most of these lands. With exception of some waterfowl hunting and warm water fishing on the Wendover Air Base property, military lands supplement the State's outdoor recreation base but little. Some rock hounding and artifact hunting is enjoyed.

The Bureau of Reclamation has been active in developing Utah's water resources. By reclamation law, the Bureau can only construct projects sponsored by local agencies. In Utah, these sponsoring agencies have been principally irrigation oriented. After completion, the management and operation of facilities developed for irrigation is turned over to the sponsoring group. This is somewhat an oversimplification of the process, but it serves to explain why most of the Bureau's projects have been listed here under "quasi-public groups."

Recreation developments constructed by the Bureau are generally turned over to a local agency to operate and maintain. In some instances, the agency accepting administrative responsibility has also developed the recreation facility. The Utah State Park and Recreation Commission has contracted with the Bureau for administration of several such recreation complexes.

Rockport Lake, a unit of the Weber Basin Project in north-central Utah, was completed in 1959, and has contributed substantial amounts of outdoor recreation opportunity. Picnic and camp facilities, and a boat ramp were developed on this reservoir area. It is within reasonable access of the Salt Lake City metropolitan complex and 168,327 day and 12,568 overnight visits were recorded in 1963. Principal activities were picnicking, boating, and water skiing, with fishing, camping, swimming, driving and sightseeing, and horseback riding also being enjoyed in the area.

Willard Bay Reservoir in Box Elder County (Weber Basin Project), which was opened for the public use in 1965, is the largest Bureau project in the populated section of the State. Upon completion of the recreation developments some 300,000 visitor days annually are expected. The Utah State Park

and Recreation Commission will administer recreation facilities on both Rockport Lake and Willard Reservoir.

There are presently three reservoirs under construction by the Bureau and one completed several years ago for which administering agencies have not been designated. Those under construction include Causey, East Canyon, and Lost Creek Reservoirs; all features of the Weber Basin Project.

Quasi-Public Groups: Some recreational facilities have been developed by quasi-public groups. Probably the best known of these facilities is the Bonneville Salt Flat area near Wendover, Utah. This racing area is administered by the Bonneville Speedway Association and has been the site of many recent assaults on the world land speed record. There are no facilities provided other than parking areas. Its principal value is in observing speed attempts.

Any area developed for recreation purposes has a value. Religious groups, the Boy Scouts of America, and the Girl Scouts of America have acquired and developed areas for the principal benefit of their members. These provide little opportunity to the public, but serve more to reduce the pressure on public areas by attracting group members away from such public facilities. Fourteen church developments were reported which contain 274 acres. The acreage of two of these areas is not known. The Boy Scouts have three camps in Utah totalling 40 acres. A single Girl Scout camp contains 12 acres.

The Brigham City Wildlife Federation, a nonprofit organization of sportsmen, has developed a shooting range in Box Elder County consisting of four acres. This shooting range is open to public use.

There are several water users associations or water conservancy districts in Utah. These nonprofit, quasi-public organizations, who, through assessments of their shareholders, construct reservoirs and appurtenant irrigation works. They also contract with the Bureau of Reclamation for operation and management of irrigation features in reclamation projects.

Nine reservoirs constructed by the Bureau and operated by water user groups were reported (Table 11). Recreation use is reasonably consistent on this type of area. Fishing, boating, water skiing, swimming, camping, and picnicking are the major uses. Hunting, horseback riding, and driving and sightseeing are also enjoyed. The attraction and importance of water to recreationists is apparent from use shown on these nine reservoirs.

In addition to impoundments listed in Table 11, several other reservoirs have been constructed and are operated by irrigation groups. On all, the recreation value is governed by water level fluctuations; generally up rapidly in the spring and early summer, then constantly downward throughout the summer and early autumn period. If these changes in water surface elevations could be reduced by some means, recreation values would increase correspondingly.

Private: Private investment in recreation developments has been greatest and probably most successful in ski areas. Utah is reported to have some of the

finest snow for skiing in the country and some excellent winter sports developments have been made within very reasonable access of most of the State's citizens (Figure 12). Additional improvements are made at these areas almost annually. Most ski resorts and lift facilities are developed and operated by a concessionaire on U. S. Forest Service lands. Sledding, tobogganing, and snowshoeing are enjoyed on these areas in addition to skiing.

Table 11. Area of and Recreation Use on Reservoirs Constructed by the U. S. Bureau of Reclamation and Operated by Water User Groups in Utah.

Name of Reservoir	Location (County)	Area (Acres)			Use	
		Land	Water	Total	Day	Over-night
Willard Res.	Box Elder	2,000	11,500	13,500	No est.	No est.
Hyrum Res.	Cache	291	475	766	16,400	2,500
Newton Res.	Cache	202	288	490	1,335	0
Scofield Res.	Carbon	1,019	2,804	3,823	54,020	1,200
Echo Res.	Summit	395	1,470	1,865	11,775	725
Steinaker Res.	Uintah	2,608	820	3,428	17,660	300
Deer Creek Res.	Wasatch	3,260	2,681	5,941	124,940	0
Strawberry Res.	Wasatch	50,186	8,000	56,668	32,950	8,870
Pineview Res.	Weber	710	2,860	3,570	375,600	10,500
Totals		62,189	30,898	90,051	638,470	24,095

Most recently, private capital, together with funds loaned by the Area Redevelopment Agency, has been used to develop the Treasure Mountain resort area at Park City. This recreation complex is situated on lands belonging to the United Park City Mines Company and formerly the site of intensive mining activity. Skiing, golf, horseback riding, picnicking, and hunting are enjoyed on these lands. Swimming and boating developments are proposed.

Some private development has been in the form of country clubs which provide their members with swimming pools and golf courses. Several small fishing lakes have been developed by private capital which provide a limited amount of public fishing. A very limited number of hunting lodge developments have been made. These are small and generally provide two or three cabins, some horses, and guide services for limited numbers of people.

Substantial investments have been made in creation and maintenance of waterfowl habitat. Most of these private marsh areas are located in Box Elder, Weber, Davis, and Salt Lake Counties. They total about 35,000 acres and provide waterfowl hunting for about 900 members. The better clubs have waiting lists of persons desiring membership.

Two major factors have tended to discourage additional investment of private capital in certain types of outdoor recreation in Utah. First, the people of Utah are inherently conservative and prefer utilizing public camp grounds or undeveloped areas as opposed to investing in a recreational experience at a resort or other such area. This can be attested to by their resistance toward buying Recreation/Conservation stickers.

Secondly, State law is not conducive to utilization of resort areas or similar developments by people from surrounding states. Principal among

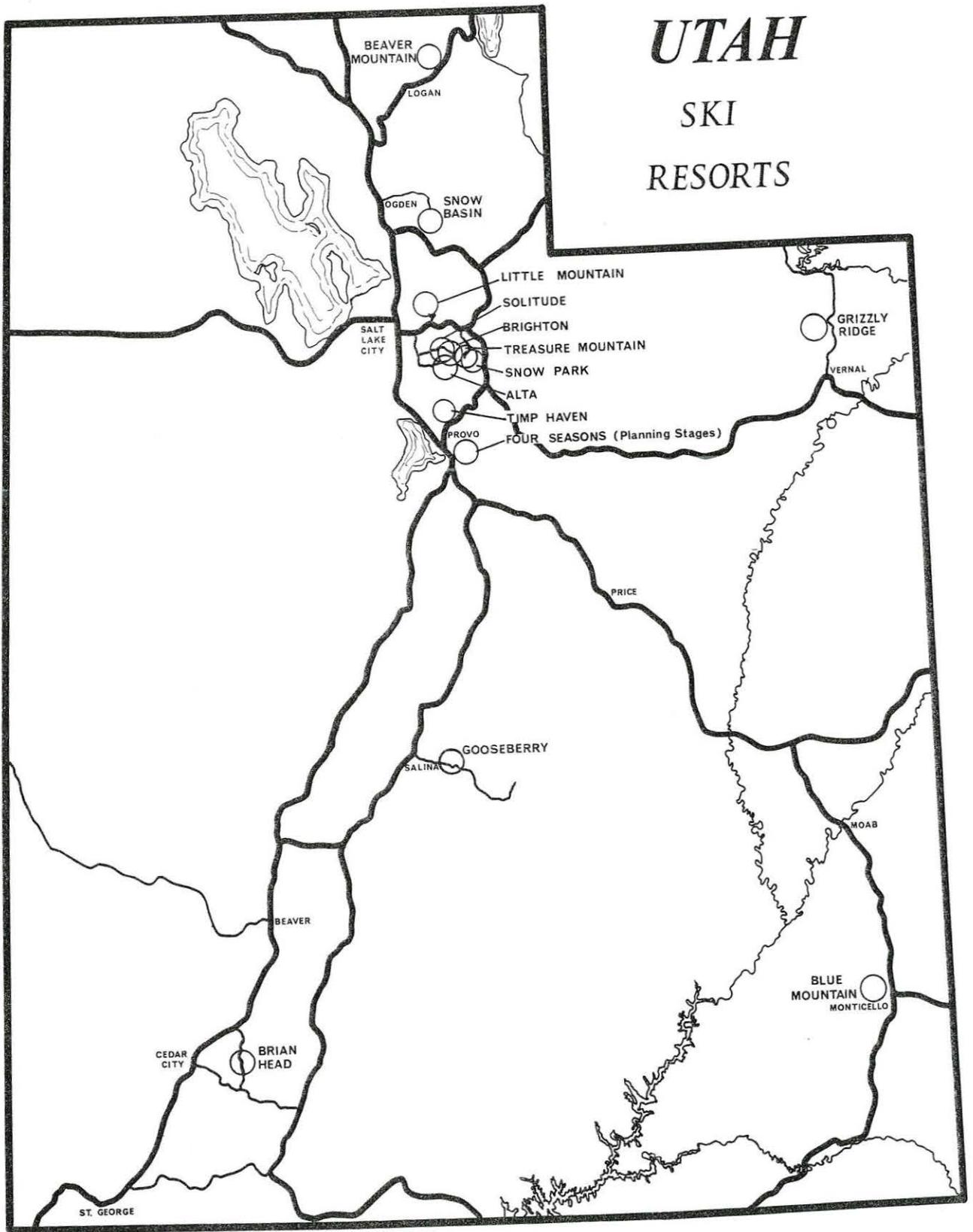


Figure 12. Ski Developments in Utah.

these legal restrictions is the State's liquor laws. The sale of liquor by the drink, which could subsidize night-time entertainment, is not permitted. Without this entertainment, overnight visits to resort areas are severely restricted.

Values of hunting, fishing, and other recreation activities enjoyed on private lands on a permissive basis should not be overlooked nor taken for granted. Private lands surround many of the State's streams and lakes, and access to these waters is provided by the landowner. The majority of the upland game bird hunting in Utah is on private land, as is some of the deer and elk hunting. These opportunities should be graciously acknowledged and preserved.

### Outdoor Recreation Potential:

It is difficult to separate recreation sites or facilities into categories of land and water. Water generally enhances an outdoor recreation site and contributes to the enjoyment of its facilities. It is as essential as land in creation of wetlands. Picnic and campsites show much heavier use when located in proximity to water. At the same time fishing, boating, and water skiing, which are water-based activities, require land-based developments for maximum enjoyment. In spite of these close relationships, it seems most convenient to assess the State's outdoor recreation potentials as either land-based or water-based.

Land-based Potential: As expressed by others in outdoor recreation planning, potential is limited only by the imagination and our ability to develop the resources. In many respects, this is more true in Utah than in most of the other 48 contiguous states. Wide open spaces prevail and much of Utah's land area is already in public ownership. Land or, more accurately, space will be a problem primarily of urbanized areas. There are 215 incorporated towns and cities in Utah, of which 41 are listed as urbanized areas. There are only three recognized Standard Metropolitan Statistical Areas in the State. With a reasonably aggressive program, space limitations for these urban areas can be minimized.

Since the centers of the larger urban areas are heavily developed, the greatest, possibly the only, recreation potentials are in peripheral areas. At present, many subdivisions and other residential areas composing urban complexes are separated from one another by undeveloped land areas. Numbers of these open spaces can be set aside for future development either through recreation easements, flood-plain zoning, or early acquisition. By these actions our potential to meet future day-use and, in part, overnight facility needs is increased.

Salt Lake County, center of Utah's metropolitan areas, has prepared a comprehensive development plan under Section 701 of the Housing Act of 1957. This master plan, called "Salt Lake Valley 1985," lists urban recreation facilities as a prime need in the county. It outlines, as potential in meeting these needs, development of the Jordan River area in the southern portion of the county, and adding playgrounds of about five acres in size to school sites. Some Open Space Land Program funds have already been made available to Salt Lake County for acquisition of recreation areas.

Development of the Jordan River area could be accomplished to provide a regional park and playground area for the Salt Lake City and Provo metropolitan complexes. Similar potentials exist between Salt Lake City and Ogden, and Ogden and Brigham City.

Smaller urban communities can generally find adequate sites for development of community facilities within reasonable access of all their people. Utah towns generally reflect a tendency toward scattered, open development; a definite advantage to recreation.

Facilities for overnight use by urban people can be provided. As indicated earlier in this plan, Utahns travel considerable distances for recreation opportunity. The volume of people travelling 50 - 100 miles one way just for a picnic or other type of one-day outing is heavy. This characteristic no doubt reflects deficiencies in such opportunity closer to home as well as an actual willingness to travel these distances to combine driving and sightseeing with the other activities of the trip. Whatever the reason, it increases our potential to meet overnight needs.

Rural communities, as the smaller urban areas, generally have a scattered populace. Ample open space exists for development of outdoor recreation facilities to meet their day-use needs. Many of these towns have already set aside community park sites. For the most part, however, they have not had the means to develop them.

There is a potential for development of larger, intercommunity or regional day-use sites for nonurban areas similar to those described earlier for urban areas. The general grouping of communities in several areas of the State make this a very practical approach to satisfaction of recreation demands on a rural level.

State parks can be developed in several areas. A large 22,000 acre complex is now under construction by the State Park and Recreation Commission as Wasatch Mountain State Park, near Heber City, Utah. This park is only 48 miles from Salt Lake City and 22 miles from Provo. Attractive sites for creation of state parks, which would encompass Class I, II, and III, and VI areas also exist east of Ogden, and northeast of Salt Lake City. There are similar opportunities in the mountainous areas of eastern, central, southern and southeastern Utah as well.

Several Class IV and VI areas can be developed as parks in addition to preserving their historic, cultural, or natural values. These areas are listed according to their respective characteristics later in this section.

Hunting, an important recreation activity in Utah can be perpetuated by: (1) acquisition and/or rehabilitation of depleted game ranges; (2) introduction of exotics, primarily game birds; and (3) acquisition and development of additional wetland habitat. Utah has already shown leadership in these activities, and there is a potential for expanding present programs. These are types of projects which are important any place in the State. It should not be expected that great increases in opportunity will accrue through such activities; however, much will be required simply to offset continuing losses.

Private lands not now open to public use might be opened through some sort of incentive system. Some could be developed as commercial ventures; others have high recreation values in their present condition. Hunting is one of the greatest potentials of private lands. Opposition by landowners has seriously curtailed hunting seasons in the past. Farm game populations are adequate for extended seasons and a change in attitude by these landowners would substantially increase hunting opportunity.

In too many cases, the potential of public lands and waters in providing recreation opportunity cannot be realized because access is prohibited or inhibited by adjacent private ownerships. Much can be gained by obtaining access through these private holdings to public properties.

Utah's history has left several interesting features. Forty-four historically interesting and important archeological sites have been identified which should be preserved for posterity (Table 12).

Table 12. Historic and Cultural Sites in Utah Worthy of Preservation.

Site Identification	County in Which Located	Area (acres)
Emigrant Trail and Sculpturer Rock	Box Elder	
Pilot Peak	Box Elder	640
Promontory Indian Caves	Box Elder	2
Nine Mile	Duchesne	
Copper Globe Mine	Emery	
Indian Writings	Emery	
Shepard's End	Emery	
Swazy Cabin	Emery	
Anasazi Ancient Indian Settlement	Garfield	8
Wolverton Mill	Garfield	
Parowan Gap	Iron	
Paria Townsite	Kane	
Fort Deseret	Millard	11
Pioneer Trails (East Canyon)	Morgan	10,867
Pioneer Monument	Salt Lake	500
Blanding Archeological Site	San Juan	15
Alkali Point	San Juan	
Arch Canyon	San Juan	
Bradford Canyon	San Juan	
Bug Canyon	San Juan	
Bull Hollow	San Juan	
Cold Spring	San Juan	
Comb Wash	San Juan	
Grand Gulch	San Juan	
Lower Coal Bed	San Juan	
Monument Canyon	San Juan	
Mule Canyon	San Juan	
Squaw Point	San Juan	
Upper Coal Bed	San Juan	
Cache Cave	Summit	10

(continued on next page)

Table 12. Historic and Cultural Sites in Utah Worthy of Preservation (continued).

Site Identification	County in Which Located	Area (acres)
Pioneer Trails (Mormon and Donner Party)	Summit	34
Danger Cave	Tooele	590
Donner Party Pioneer Trail	Tooele	1
Lookout Pass	Uintah	150
Ashley Canyon	Uintah	
Blue Mountain Indian Writings	Uintah	
Cadastral Survey Monument	Uintah	
Fort Robidoux	Uintah	20
Camp Floyd	Utah	188
Ft. Pierce	Washington	3
Temple Park	Washington	3
Horseshoe Canyon	Wayne	
Fort Buenaventura	Weber	10
Sevier-Fremont Indian Ruins	Weber	725

Some of these sites, in addition to their historic values, also have natural features of outstanding quality. Areas of dual importance as well as those of specific natural attraction are listed in Table 13.

Table 13. Some Outstanding Natural Features in Utah.

Feature Identification	County in Which Located	Area (acres)
Goblin Valley	Emery	2,240
San Rafael Erosion Spectacle	Emery	640
Escalante Petrified Forest	Garfield	950
Fisher Towers	Grand	2,560
Sego Canyon	Grand	20
Coral Pink Sand Dunes	Kane	3,730
Paria Canyon Area	Kane	2,241
Chinatown	Morgan	160
Blanding Cliff Dwellings	San Juan	75
Goosenecks of the San Juan	San Juan	1,430
Recapture Creek	Uintah	1,280
Ashley Canyon*	Uintah	50
Brush Creek Gorge	Uintah	20
Red Mountain	Uintah	500
Fort Pierce*	Washington	40
Gunlock	Washington	
Red Cliffs	Washington	5,000
Temple Park*	Washington	120
Vermillion Sands	Washington	1,240

\*Areas which also have historic or cultural values.

The U. S. Bureau of Land Management, which controls over 45 percent of the land area of Utah, has listed 188 areas of potential outdoor recreation

value (Table 14). These areas are distributed throughout the Bureau's nine districts in the State. Twenty-eight of these features are listed in Table 12.

Table 14. Potential Recreation Sites Currently Administered by the Bureau of Land Management in Utah.

Bureau of Land Management District	Number of Areas									
	Camp	Picnic	Camp-Picnic	View Point	Swimming	Overlook	Fishing	Rockhunting	Listed in Table 12	Total
Brigham City	3	2	2						2	9
Murray	9	5	1					1	1	17
Fillmore	6	4		4	1					15
Cedar City	7			1		1			2	11
Richfield	15	15	2						1	33
Monticello	10	1	1	2		3			13	30
Price	20	7	1			7			6	41
Vernal	10	4	1				1		2	18
Kanab	7	3	1	2					1	14
Total	87	41	9	9	1	11	1	1	28	188

Water-based or Associated Potentials: Waters of Utah are being developed rapidly. It appears probable that at the present rate, all surface waters of the State will be developed for one purpose or another within the next 30-40 years. Present development is primarily for irrigation and power, with recreation a by-product of varying value. With exception of some high mountain lakes, virtually none of the State's waters exist today in a natural condition.

The outdoor recreation potential of this resource appears to be related to: (1) our recognition of outdoor recreation as an economically and socially important use of water; (2) our ability to improve the management of limited water supplies by reduction or elimination of waste and pollution; (3) the adaptability of recreation and recreationists to demands on water for other equally important and valuable purposes; (4) the building of our knowledge of the aquatic environment to obtain maximum fish production from a given volume and quality of water; and (5) the willingness of recreationists to pay for benefits available to them.

Although development of our water supplies creates outdoor recreation potential, it also destroys opportunity and removes an irreplaceable asset--scenic, productive, and valuable streams. The fishery and aesthetic values of streams can hardly be denied, but they are rapidly being replaced by impoundments, irrigation canals, and piped water supplies. The Central Utah Reclamation Project is an excellent example of this trend. Streams are diverted and dried to create reservoirs. There should be equitable points of compromise. Our heritage of stream fishing and the opportunity to camp or picnic beside rushing waters should not be destroyed.

Stream potentials are also limited by organic, silt, or chemical pollution. Nearly all of Utah's streams in the lower elevations are polluted. Improved and accelerated watershed management practices will help reduce silt pollution, but there will continue to be a deterioration of quality related to their use for irrigation. Considerable progress is being made in reducing organic and chemical pollution, but the end is some time off.

Some excellent fishing has been provided by water development and reclamation projects; more can be expected. Additional potentials exist through development and distribution of more adaptable and productive strains of fish, and through growing public acceptance of game species other than trout, and of fish now classed as "rough" or "trash" species. The opportunity exists in several areas to develop and maintain small impoundments either specifically or primarily for public fishing purposes.

Boating, water skiing, and swimming opportunities are partially related to development of additional reservoirs and to improving the access to and quality of existing water bodies. Values of Cutler Reservoir and Utah Lake, both of which are in close proximity to population centers, could be increased substantially by improving water quality.

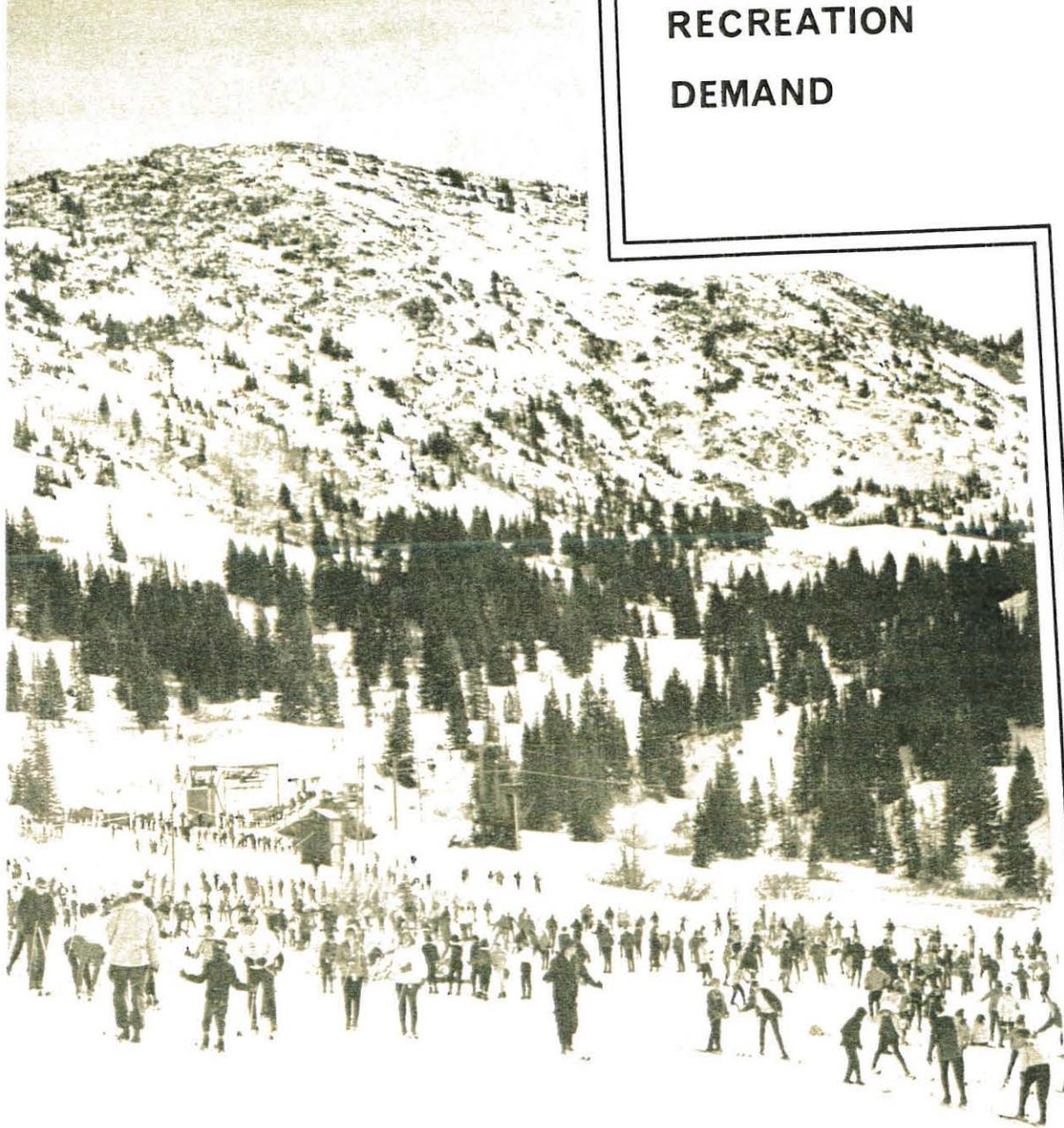
Access will have to be acquired or easements obtained to permit further utilization of the State's lakes and streams. In some instances development of access is all that is required. Poor access now limits or prohibits use of some sections of the Weber, Provo, Green, White, Blacksmith Fork, White-rocks, and Strawberry rivers, numerous creeks, and some lakes. Good boating access is at a premium and a tremendous potential exists here simply through construction of ramps.

Increased availability of private waters through easement or user fees may be possible. As with private lands, mere access to these waters is important. Development of limited facilities would further enhance their value.

Great Salt Lake, once a very popular recreation area, has seen its values depressed by a shrinking water surface and heavy pollution. The full potential, recreational and industrial, of this unusual resource is being assessed by the Great Salt Lake Authority. Attractive beaches exist but are at present inaccessible. It appears probable the problems can be overcome and the Lake will again be available to recreationists.



**RECREATION  
DEMAND**



**ALTA - ALBION BASIN**



## OUTDOOR RECREATION DEMAND

Webster defines demand as "an expressed desire for...use." Satisfaction of this definition as it relates to demand for outdoor recreation thus involves participation (both the numbers participating and the rate of their activity), and the desire to participate. Also, the full demand for outdoor recreation opportunity must consider nonresidents as well as residents.

To identify and assess characteristics of Utah's population as related to outdoor recreation, the State contracted with the University of Utah's Bureau of Business and Economic Research to conduct an outdoor recreation survey. Results have not yet been published, but some of the data have been tabulated for use in this plan. The survey considered nonurban activities, primarily, and sampled heads of households.

A companion study of nonresidents was initiated late in 1965. It will not be completed until March, 1967. For this reason, the present assessment of nonresident demand will be in rather broad and general terms.

### Demand by Utah Residents:

The people of Utah take advantage of their outdoor opportunities. Results of the outdoor recreation study in Utah were compared with those of a nationwide study published in 1961. This comparison showed that for ten popular outdoor recreation activities (all that could be compared) Utahns were substantially more active than people of the country as a whole. For example, 52 percent more of the people in Utah went camping at least one time than was indicated for the country at large (Table 15). The Outdoor Recreation Resources Review Commission states, very aptly: "Just for plain doing things outdoors, however, westerners rank first." <sup>45/</sup>

Table 15. Participation in Outdoor Recreation by Utah Residents as Compared to the National Average.

Activity	Percent by which Utah Exceeds National Average	
	Casual Participation*	Active Participation**
Camping	52	18
Hunting	45	20
Hiking	35	7
Fishing	32	17
Skiing (snow)	26	12
Picnicking	26	2
Driving	22	8
Horseback Riding	22	8
Boating	12	1
Swimming	8	-12

\* Participated at least once per year.

\*\* Participated five or more times per year.

<sup>45/</sup> Outdoor Recreation Resources Review Commission, Outdoor Recreation for America, (1962), U S. Govt. Printing Office, Washington, D. C.

As will be noted, not only does a greater proportion of the State's resident population participate in outdoor recreation, they participate more actively. The only exception is in swimming--more Utah people go swimming but they do not go as often as the people of the nation as a whole. This heavy participation can reflect greater opportunity; a real tendency toward more outdoor activity irrespective of opportunity; or both.

As indicated, the recreation demand study sampled only heads of households. It was asked whether the family also participated, but total participation in a particular activity could not be determined from these data. Individual family member participation was not related nor was the rate of member participation.

Lacking such quantitative data, other information must be relied upon to express demand. Through the study, inquiry was made of the individuals' desire to take up new activities (Table 16). To this question, 60 percent of the people contacted indicated they would like to participate in additional, new outdoor activities; 34 percent indicated they did not wish to; and 6 percent did not answer the question. The response indicates there is a fairly substantial latent demand.

Table 16. New Outdoor Recreation Activities Utah Residents Want to Begin.

Activity	Percent of Survey Sample Expressing Desire*
Boating	22
Skiing (snow)	19
Water Skiing	18
Fishing	17
Camping	16
Golfing	16
Swimming	15
Horseback Riding	14
Picnicking	11
Hunting	11
Driving	10
Hiking	7

\* Six percent nonresponse proportionately distributed between the 60 percent "yes" and 34 percent "no" answers.

Factors subduing these desires give some insight into what future programs should include (Table 17). With increasing leisure and disposable personal income, the two principal reasons for not taking up new activities will gradually become of less significance. Unless something is done in the meantime, emphasis will then shift to "lack of attractive facilities," "opportunity too far away," and "opportunities too hard to find." The fact that one-fifth of all the people who would like to take up some new activity are at least partially prevented from doing so because of inadequate facilities leads one to the inevitable conclusion that additional facilities would be put to immediate use regardless of some of the other problems noted.

Table 17. Factors Preventing Participation in New Outdoor Recreation Activities.

Factor	Percent of Respondents Desiring to Begin a New Activity	Percent of Total People in Survey
Lack of time	58	37
Lack of finances	44	28
Lack of equipment	43	27
Lack of attractive facilities	20	13
Opportunity too far away	15	10
Opportunity too hard to get to	10	6
Family not interested	9	6
Health	8	5
Friends not interested	5	3
No transportation	3	2

Participating respondents listed several improvements which, if made, might encourage their greater participation in outdoor recreation activities (Table 18). Several of the factors can be compared to those given for not taking up new activities; specifically, those relating to improved outdoor recreation facilities and access.

Table 18. Improvements which Might Result in Increased Participation in Outdoor Recreation by Persons Already Active in these Pursuits.

Improvement*	Percent of Sample Making Suggestion
More camping facilities	36
Information about area	36
Access roads	35
Fishing	34
Restroom facilities	33
Campsites	32
Swimming facilities	21
Motels	18
Boating facilities	17
Restaurants	17
Trails	16
Showers	15
Horseback riding facilities	11

\* It should be noted that hunting was not listed as a possible improvement on the questionnaire. This omission was an oversight and had hunting been included the response to it would no doubt have been significant.

Additional information provided by the resident demand study has been abstracted by the Bureau of Business and Economic Research. Some of these facts and statistics are listed below. They give some insight to the scope of the study and provide an indication of how information to be presented in the study report can be utilized in refining demand expressions.

1. Ninety-three percent of the heads of households in Utah went picnicking at least once in 1964; 71 percent went fishing; 68 percent went camping; 63 percent went hunting; 54 percent went swimming; 42 percent went boating; one out of three went skiing; 30 percent went horseback riding; 27 percent tried water skiing; and 27 percent went golfing at least once.
2. More than 80 percent of Utah families enjoy participation with the head of the family in picnicking, driving, swimming, boating, and horseback riding.
3. Advancing age and declining participation in outdoor recreation activity are associated. In all activities studied a sharp decline begins in the mid-forties and continues through age 65.
4. The most preferred outdoor recreation activities for young people in their twenties are skiing, hunting, golfing, and swimming, in that order.
5. The highest levels of activity in outdoor recreation are associated with people in their early thirties.
6. The most preferred activities for those fifty or older are driving, fishing, and boating. Least preferred are swimming, water skiing, and skiing, in that order.
7. Lower income groups, those making \$5,000 per year and less, show less than average participation in outdoor recreation, and the least proportionate inclination to take up new activities.
8. Higher income classes, those making \$9,000 per year or more, show substantially greater proportionate participation in golfing, water skiing, skiing, and boating.
9. People in middle income groups participate more actively in outdoor recreation than those in either the highest or lowest income classes.
10. Outdoor recreation activities families would most like to begin are boating, skiing, water skiing, fishing, camping, golfing, swimming, and horseback riding, in that order.
11. Families making less than \$5,000 per year showed the greatest interest in taking up driving, hiking, hunting, and camping, in that order.

12. Golfing heads the list of new activities begun in the six-year period, 1959 through 1964, for those making \$8,000 or more. Forty-four percent of the new skiers were in the \$10,000 and above class, as were 35 percent of those who took up water skiing.
13. Families in the high income groups were least interested in taking up camping, hunting, or fishing as new activities.
14. The most important reasons given for beginning new outdoor recreation activity were: the recommendation of friends, family influence, facilities being more accessible, more time, higher income, and facilities being available for the first time, in that order.
15. Respondents volunteered the information that if trailer parking were improved; if recreation facilities were developed on Great Salt Lake; if there was better control of vandalism; and if liquor was sold by the drink, they would be encouraged to increase their participation in outdoor recreation.
16. Low income families have the greatest interest in improvements in horseback riding facilities, more public showers, more campsites, and improved camping facilities.
17. Middle income people would like to see improvements made in camping facilities, horseback riding facilities, more adequate information and an increase in the number of campsites, in that order.
18. High income people would like more motels, improved restaurants, additional boating facilities, and more public showers.
19. Eighty percent of all the heads of households in Utah had a vacation in 1964, but only 39 percent of the families who took vacation trips remained in Utah.
20. Thirty-nine percent of the Utah families who took vacation trips went to other Rocky Mountain states, only 15 percent went to the west coast, and only 5 percent went east of the Rockies.
21. More than one-half of the Utah families taking vacation trips said their major activity had been driving and sightseeing. This was the dominant reason for taking vacation trips.
22. People did participate actively in outdoor recreation activities while on vacation trips. Thirty-eight percent went fishing, 34 percent went camping, 29 percent went swimming, and 19 percent went boating.
23. Younger people on vacations show a preference for horseback riding, hunting, camping, swimming, and water skiing, in that order.

24. People in their 40's prefer golfing, horseback riding, skiing, swimming, and boating while on vacation.
25. Utah families spent two-thirds of their vacation trip expenditure of \$42,000,000 outside the State of Utah. Only \$14,000,000 was spent in the State.
26. During the five-year period, 1960-1964, 73 percent of Utah families visited one or more of the State or Federal parks in Utah; 64 percent visited two or more; 51 percent visited three or more; 21 percent visited six or more.
27. In 1964, 48 percent of the families in Utah visited one or more of the State or Federal parks within the State.
28. Thirty-five times as many Utah families visited Flaming Gorge as visited the Coral Pink Sand Dunes in the five-year period, 1960-1964.
29. More Utah families visited Bear Lake State Park in 1964 than visited Bryce Canyon.
30. More Utah families visited the Dinosaur National Monument in 1964 than visited Glen Canyon Recreation Area, the Pioneer Monument, Timpanogos Cave, or Dead Horse Point.

Data from sources other than the demand study also give some impression of trends in outdoor recreation activity. In the seven-year period, 1959-1965, boat registration soared 114 percent, from 8,000 to 17,140 (Figure 13). Projecting at the same rate, there will be approximately 30,000 boats registered in Utah in 1975.

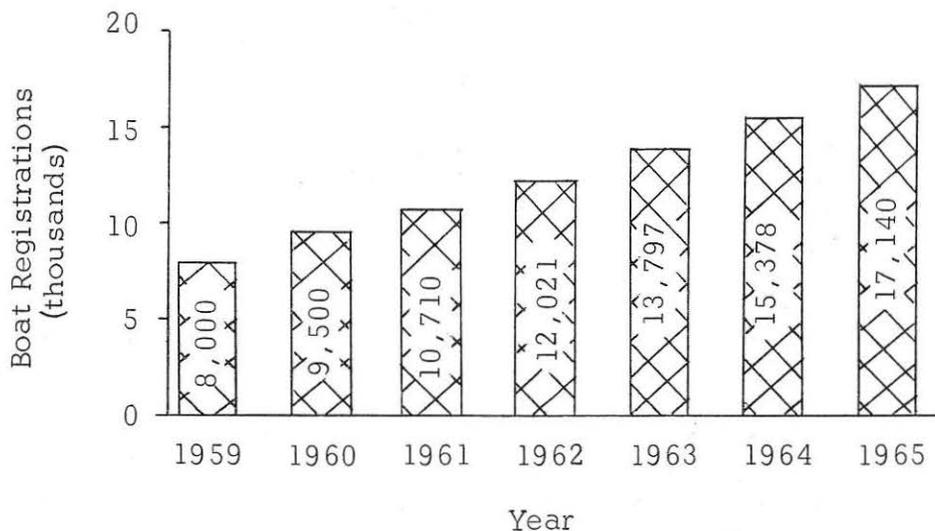


Figure 13. Boat Registrations in Utah, 1959-1965.

Licensed hunters have been increasing at a rate comparable to the general population increase. Licensed fishermen, however, have increased at a greater pace than the population. Using these trends as established over a period of ten years, projections have been made for resident fishing and hunting license sales to 1975 (Table 19).

Table 19. Projections of Licensed Resident Hunters and Fishermen in Utah, 1965-1975.

Year	Licensed Fishermen	Licensed Hunters
1965	216,100	178,900
1966	224,500	183,300
1967	233,400	188,000
1968	242,100	192,400
1969	251,300	197,000
1970	260,400	201,500
1971	270,300	206,500
1972	280,100	211,300
1973	290,400	216,300
1974	300,600	221,100
1975	311,200	226,100

Revenues at leading ski areas have increased between 10 and 20 percent between 1964 and 1965 in spite of the fact lifts started operating two weeks later in 1965. <sup>46/</sup> The trend for the past several years has been an annual increase of 12 to 15 percent. There is little question but that this demand will continue to increase. Considering the possible effects of current promotional activity to bring 1972 Winter Olympics to Utah, interest in skiing could skyrocket within the next 10 years.

Glen Canyon National Recreation Area management personnel prepared a first-year summary of operation in May, 1964. The first year visitation, outlined below, is impressive considering the distance from populations of consequence.

Visitors	202,092
Boats launched	15,552
Fishermen	30,004
Swimmers	23,206
Water Skiers	6,781
Picnickers	11,656
Camping (tent and trailer)	35,831
Camping (remote and from boats)	17,300

Visits to National Park Service areas in Utah increased 155 percent, from 676,400 visits in 1950 to 1,725,400 in 1963. Overnight visits to these same areas increased 8 percent, from 277,900 in 1960 to 298,800 in 1963.

<sup>46/</sup> Deseret News, Travel Promotion Pays Off, (January 1, 1966), Salt Lake City, Utah.

Total recreation visits to National Forests increased 200 percent, from 2,975,900 in 1950 to 8,881,500 in 1963 as follows:

Total visitors	8,881,500
Camping	1,499,200
Picnicking	2,617,900
Winter sports	662,000
Organizations, resorts, residences	209,100
Sightseeing	2,309,800
Swimming, boating, hunting, etc.	1,583,500

As would be expected, 83 percent of the visits to National Forest areas for 1963 were to three forests immediately adjacent to the heart of the State's population. This would indicate the attraction of the mountain retreat within an hour's travel of the city; the lack of facilities in the metropolitan area proper; or both.

Recreation visits to reservoirs in Utah, which were constructed by the Bureau of Reclamation, show an increase of 80 percent, from 454,080 in 1959 to 825,573 in 1964. Recreation facilities on these areas are administered by a local entity, usually the Utah State Park and Recreation Commission. Visits to State park areas nearly doubled from 524,600 in 1960 to just over 1,000,000 in 1965.

No information is available for use of or demand for facilities in urban or urbanized areas. One indication of the problem, however, is the use of recreation facilities on National Forest lands within an hour's drive of the larger urban centers. Many of these facilities are overused to an unbelievable degree. Camp and picnic areas are barren by late spring due to trampling. Stream banks are eroded by a perpetual cycle of human traffic. In some instances, hillsides have been fenced to prevent their further destruction by excessive numbers of people. These sites and facilities are under almost constant use during the season. Some experience user turnovers at the rate of three to four each day.

There is, no doubt, a great latent demand for in-city picnic and play-ground facilities similar to that expressed for nonurban facilities. Standing in line for a space to spread your lunch is hardly the relaxing, enjoyable experience one is seeking when on a picnic. Many people simply do not make the effort under such circumstances.

#### Recreation Demand by Nonresidents:

The move is westward. Increasing numbers of people from Eastern states are travelling to the open spaces of the West for their leisure-time activities. This annual migration should be an indication to Western states that preservation of open space and maintenance of adequate outdoor recreation opportunity is essential. The potential in meeting the demands is still here--in many places it has been lost.

Travel to or through Utah by nonresident persons has increased at a tremendous rate. Table 20 shows comparisons in tourist travel for a recent seven-year period. Together with these gross figures it has been noted that

visits to National Park and Monuments in Utah have been at a rate 40 percent above the national average. <sup>47/</sup> Much of this use is by tourists.

Table 20. Number of Nonresident Visitors to Utah, 1955-1962.

Year	Estimate of Number of Visitors	Percent Increase from Previous Year
1955	3,200,000	
1957	3,900,000	22*
1958	3,850,000	-1
1959	3,950,000	3
1960	4,000,000	1
1961	4,200,000	5
1962	4,500,000	7
Total		41

\* Increase for two-year period 1955-1957.

From: Bureau of Business and Economic Research, Unemployment Insurance and the Utah Economy, (March, 1963), University of Utah, Salt Lake City, Utah.

Tabulations are not yet complete, but estimates indicate a 20 percent increase in the rental of automobiles from two rental agencies; a 13 percent increase in business for a Salt Lake City motor tour agency; and increases in visits to National Parks and Monuments in Utah of from 5 to 90 percent. <sup>48/</sup> These changes involve 1965 statistics as compared to 1964. All these characteristics relate wholly or primarily to increased nonresident activity in the State. Tourism as a whole is estimated to have increased 15 percent during the past year.

Good to excellent fishing has been enjoyed in Utah during recent years. The quality of this activity has begun to attract increasing numbers of non-residents to the State. Big game hunting has been a great attraction to non-resident hunters for several years. Interest, however, appears to be a factor of success and, as big game herds are balanced with available forage and pressures from resident hunters increases, harvest success will begin to taper off. This occurrence will no doubt affect numbers of nonresidents coming to Utah to hunt. There is limited interest by nonresidents in hunting species other than big game. Projections of nonresident fishing and hunting license sales are shown in Table 21.

<sup>47/</sup> Bureau of Business and Economic Research, Unemployment Insurance and the Utah Economy, (March, 1963), Salt Lake City, Utah.

<sup>48/</sup> Deseret News, Promotion Pays Off.

Table 21. Projected Nonresident Fishing and Hunting License Sales in Utah, 1965-1975.

Year	Numbers of Licenses	
	Fishing	Hunting
1965	26,300	23,000
1966	29,500	22,500
1967	32,900	22,500
1968	36,800	22,500
1969	41,200	23,000
1970	46,000	23,500
1971	51,400	24,000
1972	57,500	24,500
1973	64,300	25,000
1974	71,900	25,500
1975	80,400	26,000

Three National Parks (Zion, Bryce, and Canyonlands) eight National Monuments (Arches, Bridges, Capitol Reef, Cedar Breaks, Dinosaur, Hovenweep, Rainbow Bridge, and Timpanogos), one National Historic Site (Golden Spike), one National Historic Landmark (Alkali Ridge), nine National Forests (Ashley, Cache, Caribou, Dixie, Fishlake, Manti-LaSal, Sawtooth, Uinta, and Wasatch), three Federal Migratory Waterfowl Refuges (Bear River, Ouray, and Fish Springs), five Indian Reservations (Navajo, Uintah-Ouray, Goshute, Skull Valley, and Shivwits), and two National Recreation Areas (Glen Canyon and Flaming Gorge) present a great national attraction. National Forest and National Park Service programs are now under expansion in several areas of Utah, which will continue to build the State's attractiveness nationally. Such facilities will be expected to supply a substantial portion of the national demand. There is little doubt, however, that people will come faster than the Federal facilities and also that they will require types of facilities not available on Federal areas, all of which places greater responsibility on local governments.

The Outdoor Recreation Resources Review Commission estimates a 3.0 hour reduction in the work week; an increase of .8 week in vacation time; and an additional 2.2 holidays between 1960 and 1976. <sup>49/</sup> Additional and improved travel facilities (primarily roads), and increased numbers of passenger automobiles and off-highway vehicles will extend demands for outdoor recreation opportunity by both residents and nonresidents. Thus, in addition to the growing numbers of people visiting the State, they will have more time and greater ease of travel and access which compound the need for recreation sites and facilities.

#### Total Demand:

Summarization of data in this section is difficult. Nothing is definitive. Demands and trends in demand are apparent, but specific values cannot be

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<sup>49/</sup> Outdoor Resources Review Commission, Prospective Demand for Outdoor Recreation, (1962), U. S. Government Printing Office, Washington, D. C., Study Report 26.

developed at this point. Demand determined by using population statistics and participation rates as suggested by the Outdoor Recreation Resources Review Commission appears to be much too conservative for Utah. In nearly every instance, Utahns participate in outdoor recreation activities at a significantly greater rate than the national average, but differences are not consistent.

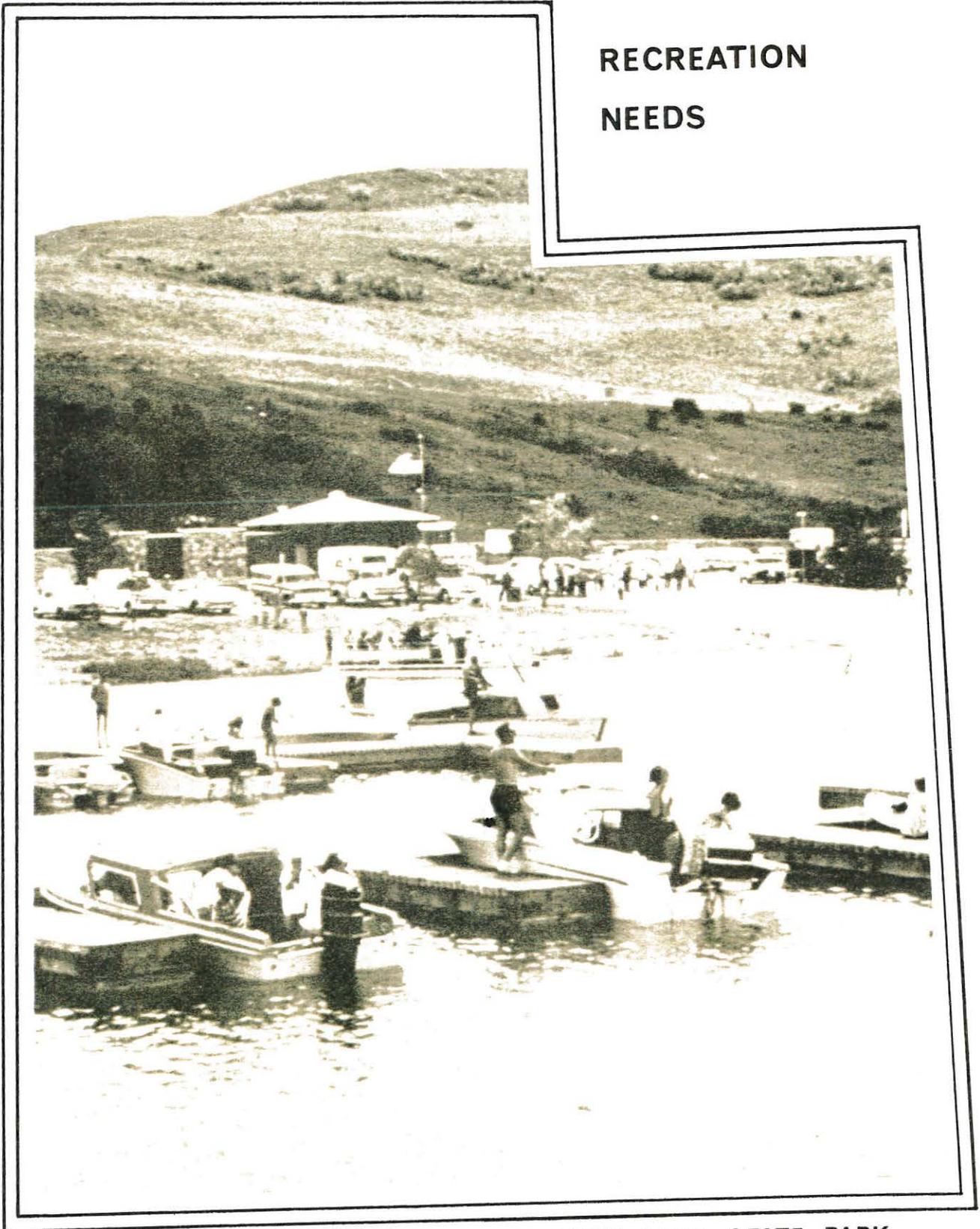
Lacking a statistical base, demand must be expressed through postulation. Data in Tables 16 and 18 point out rather vividly that existing demand is not being met. Further, it is not being met by a rather substantial margin. Judgment would dictate that for the twelve activities listed in the survey no more than 60 percent of the demand is being satisfied. This leaves a 40 percent deficit to overcome immediately. A similar, probably greater, proportion of the demand for recreation opportunity within the State's urbanized areas is not being met.

The population of Utah is increasing at the rate of about 2.2 percent per year. The sale of resident fishing licenses increases approximately 2.5 percent per year; boat registrations, 16 percent; activity of ski areas, 12-15 percent; and visits to State and National parks and recreation facilities, about 12 percent. The increase in rate of participation by fishermen and boaters is not known. Figures given relate only the numbers of registered participants.

Considering these rather abstract statistics together with the growing tourist desires, the prospects are not particularly bright for those responsible for providing outdoor recreation opportunity. They would indicate that, in addition to making up present deficiencies, outdoor recreation programs will have to be expanded at the rate of about 10 percent each year. At this, it appears quality will be sacrificed in some instances.



**RECREATION  
NEEDS**



**BEAR LAKE STATE PARK**



## RECREATION NEEDS

Needs for outdoor recreation sites and facilities in Utah could conceivably be expressed by three methods. First, reports have been prepared by Salt Lake and Weber Counties which relate their recreation needs. These data could be generally expanded to include all five Wasatch Front Counties and Cache County, where most of the population and the major problems exist.

The second method which can be employed is an analysis of data obtained through the resident demand study. Such an analysis has been made and is presented in as much detail as possible at this time in the section on recreation demand.

A third method involves the supply-demand relationship. This should be the most specific and qualitative of the methods. However, because of supply data characteristics and the limited demand information available, it is judged that an expression of needs based on these relationships would be generally unreliable.

Rather than rely on any one of these particular methods, all three will be used depending upon the apparent reliability of specific information. Needs will be expressed principally in terms of BOR land classes rather than by activity. This system implies, at least, that those activities associated with the land class are needed in the general proportions expressed for the class.

Generally speaking, the first two methods reveal similar statistics--there is an existing deficiency, and needs are growing. To reiterate a conclusion from the recreation demand study analysis, which dealt primarily with nonurban activities, we are now at least 40 percent behind in nonurban sites and facilities and needs are increasing from 2.5 - 16 percent per year depending on the activity. Some of the principal reasons for giving up an outdoor recreation activity, for not participating in it at all, or not participating as actively as desired were: lack of facilities, inadequacy of facilities, and facilities too far away. These expressions reflect a need, primarily nonurban Class II, which can be overcome by an aggressive and progressive outdoor recreation program.

The National Recreation Association, in a study of Salt Lake City and County recreation areas and facilities, suggested a goal of 25 acres of recreation area per 1,000 of the metropolitan population. <sup>50/</sup> Division of the 25 acres are as follows:

- 2.5 acres of playground-park area per 1,000 people in neighborhoods.
- 2.5 acres of playfield-park area per 1,000 people in sub-communities.
- 20 acres of larger parks per 1,000 people of the county population.

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<sup>50/</sup> National Recreation Association, A Study of Recreation Areas and Facilities, Salt Lake County and City, Utah, (January, 1960), New York, New York.

The Salt Lake County Planning Commission used NRA standards in calculating recreation needs expressed in "Salt Lake Valley, 1985." <sup>51/</sup> In the twenty-year period covered by that report, it is proposed to acquire and develop "... more than 8,200 additional acres for regional parks and 900 additional acres for playgrounds...." This means an additional 4,100 acres of regional parks and 450 acres of playgrounds are needed by 1975. These needs are almost exclusively for Class I and II areas. Some Class III acreage should be included in the larger regional parks proposed for buffer purposes and to add variety to the site.

Facilities to be provided by the U. S. Forest Service apparently were not included in Salt Lake County calculations. The National Recreation Association estimated that in 1960 there were 330 acres of developed recreation area on Forest Service lands in the County. <sup>52/</sup> An additional 170 acres were being developed at that time. Maximum potential from the total 92,000 acres of Forest Service land in Salt Lake County was listed as 3,000 acres. These data refer to facilities for summer recreation activities.

Facilities for winter sports activities are almost entirely on Forest Service lands. They are operated by private concessionaires. Development of facilities has not completely kept pace with the tremendous increase in winter sports participants. Deficiencies will be at least partially overcome by development planned at Wasatch Mountain State Park.

Salt Lake County's projections seem very conservative by their own standards. The population of the County in 1975 is estimated at 595,000. Population projections used by Salt Lake County were very similar to those presented in this plan. Virtually all these people will be in one large urban complex. At 25 acres per 1,000 people, there will be a need for 14,875 acres of well-developed recreation areas within ten years. The inventory conducted for this plan shows 1,550 acres of these facilities in the County in 1964 exclusive of school-associated recreation areas. The figure reported in "Salt Lake Valley, 1985" is 2,400 acres in 1960. <sup>53/</sup> Without attempting to reconcile difference in the two inventories, it becomes rather apparent that the difference between even the high figure of 2,400 acres existing and 14,875 acres needed by 1975 is well in excess of the 4,550-acre planned addition. Doubling of this goal, which amounts to a 400 percent increase over existing facilities, would not be idealistic.

In 1964, the Weber County Planning Commission indicated that, "During the past few years the increase in forest recreational uses (in surrounding forest areas) has been eight times greater than the increase in population growth in the County." <sup>54/</sup> To cope with an increasing population and with the growing rate of participation, the Commission indicated "... we

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<sup>51/</sup> Salt Lake County, Salt Lake Valley.

<sup>52/</sup> National Recreation Association, A Study.

<sup>53/</sup> Salt Lake County, Salt Lake Valley.

<sup>54/</sup> Weber County Planning Commission, Weber County Recreation Report, (May, 1964), Ogden, Utah.

will need to have twice as many facilities developed in the next fifteen years as we do at the present time. . . ." National Park Service standards were used in making these determinations. Accepting their projections, the County's existing recreation facilities will have to be expanded about two-thirds by 1975.

Using Weber County's recreation classification, and by making adaptations from their data, Table 22 was prepared to show what these needs will be. It will be noted that most of the needs can be identified as Class I and Class II. Population projections used by Weber County in their recreation report were about 8 percent higher than projections presented in this plan.

Table 22. Projected Needs for Developed Areas in Weber County, 1964-1965.

Recreation Type	Existing Area (acres)		Needs 1975
	Total	Developed	
Water Sports	2,870	2,870	13,070
Winter Sports	1,600	1,400	1,600
Outdoor Living	3,925	642	5,265
Game Reserve	16,320	16,000	16,320
Neighborhood Parks	490	237	344
Golf Facilities	754	729	841
Forest Lands*	57,480	323	1,282
River Drive Parks	20	5	347

\* The majority of this acreage is not effective so far as recreation development is concerned.

Basic problems and deficiencies noted by the Salt Lake and Weber County Planning Commissions are known to exist in the other four most populated counties of the State--Cache, Box Elder, Davis, and Utah. (The populations of all six counties, most of which is centralized in urban areas, total 840,600--84 percent of the State population.) The needs are great and involve primarily Class I and II lands and facilities. For example, the eight urban areas in Utah County reported 23 areas of less than 10 acres totalling 153 acres, and ten areas over 10 acres in size totalling 571 acres. Two of the larger areas comprise 360 acres and are located in the mountains some distance northeast of Provo, which reduces their day-use effectiveness. Without this qualification, the 724 acres of Class I and II recreation areas listed for these communities is well below the need.

Total population of these eight urban areas in Utah County was 82 percent of the entire County population in 1960. Assuming this same ratio exists in 1965, there are about 96,750 people in these communities. On the basis of 25 acres per 1,000 population, there is a present need for 2,419 acres of community parks and playgrounds. This is about 330 percent of the supply. By 1975, the total need will rise to approximately 2,930 acres, about 400 percent of today's supply.

The two urban communities of Logan and Smithfield in Cache County contained about 24,500 people in 1965. There are a reported 299 acres of

parks, playgrounds and fairgrounds in these two communities. About 610 acres are needed for this population, and 740 acres will be needed for the anticipated population of 29,500 in 1975. There are no regional or inter-city park areas.

Both the Logan and Provo areas are being assisted somewhat by adjacent Forest Service facilities. These Federal facilities do not, however, contribute significantly to the immediate day-use needs. Also, as indicated in the "Demand" section, many of the more convenient Forest Service areas are overused because of urban recreation facility deficiencies.

Differences of the magnitude shown here between supply and need (as suggested by accepted standards of volume) cannot be minimized even by recognition of the inadequacies of recreation inventory data or by rationalizing that nonurban recreation facilities will substitute for urban development.

There appears to be a special need for readily accessible water oriented or associated opportunity in all forms in these more densely populated counties. The inventory, together with knowledge of these areas shows that near adequate water areas exist in Cache, Box Elder, Weber (partially), and Utah Counties, but facilities do not. Salt Lake and Davis Counties need both water areas and facilities as indicated in the recreation supply tabulations.

The smaller, scattered urban communities of Tooele, Heber, Vernal, Price, Dragerton, Moab and St. George reflect shortages similar to the Wasatch Front areas. Most rural towns have maintained park areas. They are, however, almost totally undeveloped. Emphasis in these communities should be on providing facilities.

Over 70 percent of Utah is in public ownership. As would be expected, Class III lands predominate. Such a volume of natural environment would be expected to readily meet the requirements of the people of Utah. Distribution of these lands with respect to those people, however, reduces their total effectiveness.

Additional Class III lands will be needed to: (1) balance Class II areas adjacent to urban centers and urbanized places; (2) provide buffers for some Class IV and VI areas; (3) round out the larger State parks; and (4) provide additional fishing and hunting opportunities.

In considering Items 1 and 2, Class III needs will be relatively small. Item 3, State parks, and Item 4, fishing and hunting developments, present somewhat different situations. The National Park Service standard for state parks is 45 acres per 1,000 population with a ratio of 15 acres of Class II to 30 acres of Class III lands. On the basis of today's population of 1,005 million, we should have 45,225 acres of State parks; we have 12,454 acres. (An additional 22,000 acres is presently in the development stages as the future Wasatch Mountain State Park.) By 1975 the need, based again on the 45-acre standard, will be 57,150 acres. The primary need is for State park areas within an hour's drive of urban areas.

Projected needs for fishing and hunting purposes have been established by the State Department of Fish and Game. <sup>55/</sup> These needs are as follows: (1) four new fish hatcheries, plus renovation of five existing facilities; (2) 1,000 surface acres of new fishing lakes, plus purchase of conservation pools in nine existing reservoirs; (3) improvement of fishing quality through rehabilitation (elimination of trash fish species) of seven lakes and reservoirs plus an indeterminate volume of stream habitat; (4) acquisition of stream and lake access; (5) acquisition of 983,067 acres, and reseeding of 294,920 acres of big game ranges; (6) acquisition of 8,118 acres of elk hunting area; and (7) acquisition and development of five waterfowl hunting areas, plus development of four areas previously acquired. Some enhancement of opportunity should accrue from this program, although a substantial portion of the projects will be required simply to offset continuing losses.

Several of these proposed fish and game projects can serve multiple needs. Although their primary purpose may be for hunting and fishing, picnic, camping, and boating facilities can be incorporated to extend their values. Developments not directly related to fishing or hunting should be installed through cooperative arrangements with the Park and Recreation Commission or local governmental units.

Class IV (Natural Areas) and Class VI (Historic and Cultural Sites) areas are unique and irreplaceable. There can be no standards used to guide their acquisition. All merit preservation, but the total area involved will depend on the feature and the potential of surrounding lands for providing other recreation benefits. Areas presently recognized are given in Tables 12 and 13 in the "Recreation Supply" section.

Class V areas (Primitive) exist in the Uinta Mountains and the vast Canyonlands country. The High Uintas Primitive Area, containing 244,000 acres, has been set aside in northeastern Utah. The need to maintain its status is emphasized by its use. The numbers of people seeking a true outdoor experience has increased each year to the extent additional trails are needed in the area.

Virtually the entire Canyonlands area of southeastern Utah is a wilderness. Even with additional roads, the extremely rough terrain will preserve its primitive nature. Access is actually a need here if the area is to be enjoyed by anyone. In summary, Utah has an abundance of Class V land--the need is for its preservation.

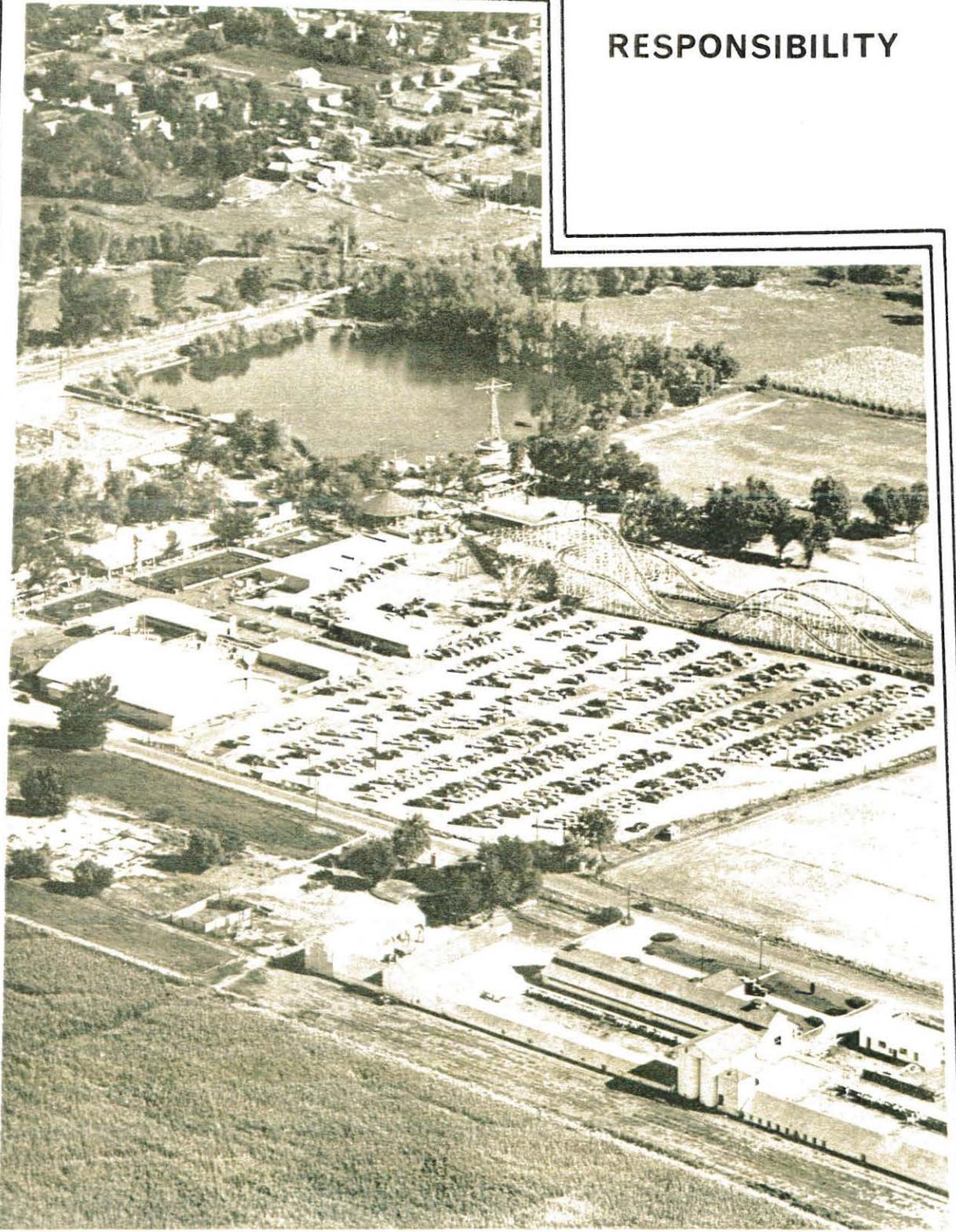
Needs for recreation sites and related facilities reviewed in this section do not consider demands by nonresidents. These calculations cannot be made until the nonresident recreation demand study is completed. It is anticipated that more refined resident demand and recreation supply information will also be available at the time, which will permit a much more refined attempt to express needs.

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<sup>55/</sup> Utah State Department of Fish and Game, Ten Year Management Guide, (1965), Salt Lake City, Utah.



**RESPONSIBILITY**



**LAGOON AMUSEMENT PARK**



## RESPONSIBILITY

The opportunity to enjoy an outdoor recreation experience should be available to all people. The burden of providing this opportunity thus rests on all who are financially and legally able to acquire, develop, and maintain outdoor recreation areas. A basic stratification of responsibility should be agreed upon. While it is recognized that no hard and fast lines may be established, a logical demarcation may materially reduce conflict and overlapping or duplication of effort.

### Private Sector Responsibility:

Someone has said that governments are created to accomplish those beneficial tasks that man cannot accomplish either by himself or in cooperation with his associates. So should it be with the recreation effort. The role of government is only that of (1) assuring efficient stewardship, (2) guaranteeing access to and preservation of our recreation resources for present and future generations, and (3) providing facilities where a demand or need has been demonstrated, but where it is economically impractical or legally prohibitive for private enterprise to meet that need. Private initiative, enterprise, and proprietorship should be encouraged at every opportunity.

With exception of winter sports area concessions, commercial involvement of the private sector in outdoor recreation in Utah has been limited. Dude ranches are few, amusement parks limited, and guide service is scarce as are private water areas of any consequence. A specific responsibility cannot be assigned to the private sector by any governmental unit. Economics will always govern private investments in commercial recreation enterprise. It seems highly desirable that private sector participation be increased and probably the greatest encouragement for such participation would be through: (1) minimizing competition between public and private developments, (2) special tax considerations, (3) governmental assistance in providing access and utility services to private developments, or (4) provision of technical assistance in developing and managing recreation areas.

The tremendous value of private agricultural and range lands to fishermen, hunters, and other outdoor recreationists is surely recognized. Ownership controls use--this fact cannot, nor should it be, denied. Landowners should, however, be encouraged to continue to permit the greatest recreation use possible of their lands. Many opportunities available on private land cannot be obtained or developed elsewhere. Additionally, access through or across private lands for use of adjacent public tracts can measurably contribute to the recreation base. Permitted use of or access through private lands is not an obligation of the landowner but would be more in the realm of a moral responsibility.

### Municipal Responsibility:

The role of the municipality is perhaps greatest of the entire recreation effort. The Outdoor Recreation Resources Review Commission points out

that more than 12 percent of all of the land area of the United States is within an area designated for public outdoor recreation--1.6 acres for every American--but the location of the land in relation to where the population is negates its value. The problem becomes that of effective acres. Recreation land in a remote, inaccessible area is useless to most of the two out of three Americans who live in metropolitan areas. By the year 2000 our population will double, but the overall demand for outdoor recreation will triple--and coupled with the continuing urban trend (three out of four persons will live in metropolitan areas by the year 2000), availability of effective acres becomes even more critical. 56/

Municipalities should be concerned with all forms of outdoor recreation opportunities, but their primary interest must be meeting citizen's neighborhood day-use needs. The needs of young people 14 and under, of the aged and infirm, of persons of low income, all or most of whom require specialized facilities and close supervision, must be provided by municipal government. Lack of mobility by these groups necessitates open areas and facilities immediately accessible from the residence.

Planning commissions have been created in many of Utah's cities and towns. Through preparation of master plans (eight city or joint city and county 701 planning programs have been approved for Utah) and utilization of zoning prerogatives, vital areas are now being protected or preserved for future development. Flood-plain zoning, cluster development of subdivisions, and recreation easements are techniques that have not gained extensive use to date, but should be utilized in the immediate future.

The majority of the municipalities in Utah presently operate park and playground facilities, but are more involved in organized outdoor recreation programs, primarily during the summer months. The more populous cities have year-round programs, frequently integrated into the county-wide recreation effort. With exception of the larger cities in the State, budgets for maintenance and operation of park areas are at best meager, and necessary work is accomplished by road or utility crews as they may have an opportunity. The more populous cities and counties do operate and maintain sizeable park and playground systems, fairgrounds, marinas, golf courses, and summer outdoor facilities. Meeting day-use needs of diverse resident population is the challenge and responsibility of municipal governments.

#### County Responsibility:

Utah has a strong State association of counties and, while three-fourths of the Utah population resides along the Wasatch Front, county government throughout the State is expected to assume an increasingly active and important role in providing and administering recreation areas. The National Association of Counties, recognizing the vaguely defined role of all levels of government in recreation, authorized creation of a special committee on recreation in July, 1962. This committee published "County Parks and Recreation... A Basis For Action" in 1964. Included in this publication was

a statement of policy regarding the county's role in outdoor recreation. Pertinent excerpts from the policy statement are recited here.

The special role of the county is to acquire, develop and maintain parks and to administer public recreation programs that will serve the needs of communities broader than the local neighborhood or municipality, but less than state-wide or national in scope.

In addition, the county should plan and coordinate local neighborhood and community facilities with the cooperation of the cities, townships, and other intra-county units, and should itself cooperate in state and federal planning and coordinative activities.

Where there is no existing unit of local government except the county to provide needed local neighborhood or municipal facilities and programs, the county should provide such facilities and programs, utilizing county service districts, local assessments and other methods by which those benefited will pay the cost. Coordination with local boards of education should include the park-school concept of building park sites adjacent to schools.

Park and recreation facilities and programs serving a community larger than an individual county, but of less than state-wide scope, should be administered jointly through cooperative arrangements between two or more counties.

Some two-thirds of the nation's land is privately owned. Collectively, these lands have an enormous potential for park and recreation development, at private expense, which has been only partly realized. Counties should seek opportunities to stimulate such development. County cooperation should include the provision of access roads, where feasible and traffic volume will justify, to permit the park and recreation development of private lands.

Counties should support state legislation exempting private owners of land from tort liability where lands are opened for general public recreation and use without charge to the public.

Counties should encourage their agricultural extension agent to provide advice and demonstrations of the recreational development of private lands for profit.

Public agencies should acquire conservation easements over private lands, where feasible, to preserve open spaces in and around urban areas.

Counties should cooperate with and support in every way possible the efforts of private businesses and of charitable service and civic organizations to acquire and appropriately manage recreation and park sites, which serve public needs.

The Utah State Association of Counties supports the position as outlined by the National Association and is aggressively preparing to assume its full responsibility in the recreation effort in Utah. Municipalities and counties will be expected to participate actively in the Land and Water Conservation Fund Act grants-in-aid program.

#### School Board and Church Responsibilities:

Primary and secondary education facilities, together with churches, serve as the core of the neighborhood. They have helped provide for community open space and playground needs. The role of religious and educational interest will become increasingly important. The total needs of the community can best be served by coordination and cooperation with local governmental units for location of sites and development of recreation facilities adjacent and complementary to churches and schools.

Colleges and universities can assist materially in outdoor recreation research, training, planning and programming assistance, and through support of outdoor concepts and resource conservation measures. They can also make their facilities available for outdoor activities.

#### Nonprofit and Quasi-Public Organization Participation:

Although many communities and counties of the State have had the foresight to set aside park and playground areas, development funds have been meager. Surprising, then, is the fact that some of these areas of the State have parks and playgrounds that are quite well developed and a credit to the respective community. These accomplishments are due primarily to efforts of Boy Scout and Girl Scout organizations, garden clubs, civic beautification committees, and particularly the civic organizations. Fund raising efforts and "work nights" sponsored by many of the clubs have provided money and labor for park and playground development.

Cities, towns, counties, civic and other organizations have formed associations throughout the State such as: Associated Civic Clubs of Northern Utah, Associated Civic Clubs of Southern and Eastern Utah, Five-County Organization, Navajo Trail Association, Daughters of the Utah Pioneers, Sons of the Utah Pioneers, Utah Inter-Agency Committee for Recreation, numerous sportsmens organizations, and the Utah Recreation and Parks Association. They have been active in coordinating beautification and recreation programs; in actually developing recreation facilities; and in acquiring and donating land, objects, or facilities to public agencies for development or operation. It is anticipated the commendable practices will continue.

#### Federal Responsibilities:

The Federal Government has heretofore taken the initiative in many facets of the conservation and recreation effort in Utah. Many of our local needs have in the past been provided for by Federal programs. Because of the strategic location of large tracts of public (Federal) land, the Federal

Government is expected to continue in this important role. With local governments taking a more active position in recreation, however, Federal responsibilities should be directed more toward preserving and administering areas and programs of a national significance. Federal agencies should assume more of a guiding role with respect to local programs--guidance through research and planning assistance. Financial assistance for State, local, and private recreation programs is expected to continue.

#### Responsibility of the State:

State Government has the pivotal role in recreation. Its responsibility is that of administering areas and programs of benefit and significance to Utah and her neighboring states; of assisting local governments and private enterprise in proper planning and development of facilities; and of coordinating the building of recreation programs of all agencies--Federal, State, local, quasi-public, and private--that the outdoor recreation resource will be properly and adequately utilized; that it will be protected from desecration; and that duplication of effort, waste or exploitation will be reduced or eliminated.

Several State departments, agencies, commissions, and committees are involved in recreation in Utah. These groups and their responsibilities are considered individually below.

State Recreation Planning Subcommittee: The State Recreation Planning Subcommittee was appointed to direct the preparation and maintenance of a State recreation plan. It will serve also as a review board in considering projects submitted in application for grants-in-aid under terms of the Land and Water Conservation Fund Act (P.L. 88-578). Findings and recommendations from these reviews will be presented to the State Liaison Officer for further processing. The role of the subcommittee is thus a continuing one. The subcommittee will also review recreation proposals of the State Department of Highways, which will involve funds provided under Title III of the Highway Beautification Act of 1965 (P.L. 89-285).

State Park and Recreation Commission: The Commission is one of two State agencies which develop, operate, and maintain parks and other outdoor recreation facilities. It has the mandate to "... formulate and put into execution a long-range, comprehensive plan and program for the acquisition, planning, protection, operation, maintenance, development and wide use of areas of scenic beauty, recreational utility, historic, archeological or scientific interest, to the end that the health, happiness, recreational opportunities and wholesome enjoyment of life of the people may be further encouraged;... to promote safety for persons and property in and connected with the use, operation and equipment of vessels (boating act);... to protect from vandalism or injury the prehistoric ruins and relics and archeological and paleontological deposits of the State, also all natural bridges and natural scenic features and formations;... to acquire, designate, develop, control, regulate and maintain state roadside parks (presently accomplished by the State Highway Department);... permit multiple use of State Parks and property controlled by it for such purposes as grazing, fish and game, mining, development and utilization of water and other natural resources...." 57/

Thirty-one parks, recreation areas, museums and historical sites are presently administered by this Commission. These areas are primarily of State interest, but several have national significance. Since the agency is but eight years old, emphasis has been on acquisition. Recent legislative action provided funds from the State bonding program for park and recreation acquisition and development, which will assist in the discharge of responsibilities cited above.

Department of Fish and Game: The State Department of Fish and Game "... shall have the power and be charged with the duty to protect, propagate, manage and distribute game animals, furbearing animals, game birds and game fish throughout the state, and to direct and supervise the propagation of game fish at the various hatcheries, and the rearing of game birds at the game farms, owned and operated by the state, and the management of game and game lands; water fowl and water fowl refuges and the licensing of hunting, fishing, trapping and dealers in furs;..." 58/ Of major import is the need to intensify and refine habitat development and rehabilitation programs thus increasing the potential of the State's land and water to produce fish and game on a sustaining basis; to increase public access to lands and waters of the State for fishing and hunting purposes; and to improve habitat management techniques for increased efficiency. The Department is actively endeavoring to provide maximum fishing and hunting opportunity for the greatest number of people possible, consistent with current land and water conservation practices and in consideration of the multiple-use principle of resource management.

Great Salt Lake Authority: Great Salt Lake, the remains of ancient Lake Bonneville, has unfortunately existed as that--a cadaver. Known to every student of geography in every land and tongue, attempts to rehabilitate and realize her mineral and recreation wealth have repeatedly failed. Historically, the attempts have been many, and the research and investigative reports are voluminous. In light of the repeated effort and failure, the State Park and Recreation Commission recommended in 1959 that a special authority, representative of all agencies concerned, be created and empowered to analyze the potentials and problems of the Lake. A subsequent investigation by the National Park Service concurred and stated; "While Great Salt Lake illustrates such significant scientific values, it is readily apparent that the Great Salt Lake problem is beyond the scope of this agency (National Park Service) alone." 59/

The 1961 Utah State Legislature created the Great Salt Lake Authority with the mandate to formulate and execute a program for development of the mainland, islands, minerals, and water of the lake and environs. A preliminary 75-year master plan of development has been completed (January, 1955), and the recreation potentials have been noted in this plan. The Authority will be responsible for developing most of these potentials.

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58/ Title 23, Utah Code Annotated 1953.

59/ United States Department of Interior, National Park Service, Great Salt Lake, Utah, (November, 1960), U. S. Govt. Printing Office, Washington, D.C.

Department of Highways: The State Department of Highways is hardly a recreation agency but possibly contributes as much to recreation as any agency. As elsewhere, participation in driving and sightseeing leads the list of outdoor activities. Portions of Utah's existing highway system is recognized for its outstanding scenic attraction. The interstate network, particularly Interstate 70, will provide access to country with natural spectacle beyond imagination. The scenic roads and parkway study of 1964, conducted by the State Department Highways and involving all State and Federal agencies, inventoried 5,346 miles of existing and potential routes having scenic and parkway value (Figure 14). <sup>60/</sup> The immensity of this parkway network is staggering, but it confirms the outdoor recreation potential of Utah. The Golden Circle area of Utah, Arizona, New Mexico, and Colorado is an enormous region of recreation opportunity and wealth that cannot be realized without an adequate network of access roads and scenic parkways.

The State Department of Highways also maintains a system of roadside rests and view areas, 91 in number, with approximately 50 additional planned as part of the Interstate system. Responsibility for operation of these areas has been assigned the State Park and Recreation Commission by legislative enactment. The functional maintenance, however, is more effectively accomplished by Highway Department personnel, and it is anticipated this pattern of administration will continue.

Aesthetics must now be a consideration in all highway location proposals. State highway and county road departments also carry the burden of providing access to all recreation areas. Federal legislation (P.L. 89-285) for beautification and preservation of the scenic aspects of highways places additional recreation responsibility on the Department of Highways.

State Building Board: The State Building Board has the responsibility of maintaining a long-range construction and maintenance program for the buildings of the State of Utah. As such, they are involved in the design, contracting, and supervision of construction of any State buildings which will be used for recreation purposes.

State Land Board: The State Land Board administers public land granted Utah by the Congress. Portions of this land have been and will continue to be made available to other agencies for appropriate recreation use and administration. The public now has statutory access to lands administered by the Land Board for purposes of hunting, fishing, and trapping. <sup>61/</sup>

Department of Health: The responsibility of the State Department of Health in recreation is in establishment and enforcement of sanitary standards for public facilities and structures, and for accommodations and service establishments. The Water Pollution Control Board, a branch of the Department, gathers information relating to community and industrial waste disposal and

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<sup>60/</sup> Utah State Department of Highways, Scenic Roads and Parkways Study, (December, 1964), Salt Lake City, Utah.

<sup>61/</sup> Title 23, Utah Code.

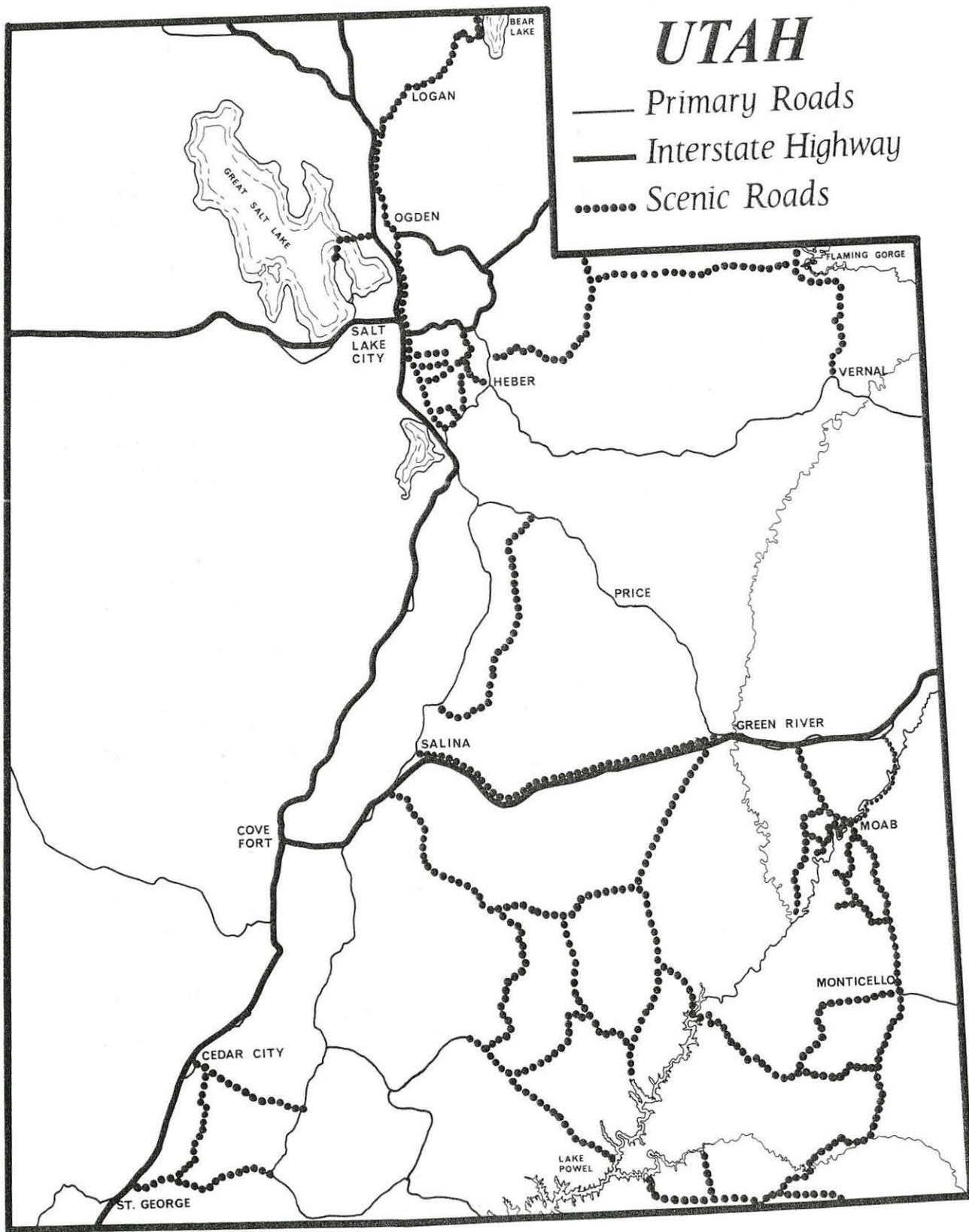


Figure 14. Potential Scenic Roads and Parkways Identified in Utah.

is empowered to adopt and enforce regulations for water pollution control. Cities and counties also have boards of health, employ health officers, and perform inspection and enforcement duties. These activities are of paramount importance to both the immediate well-being of the recreation participant and in the protection and preservation of water for wildlife propagation and water sports activities.

Forestry and Fire Control Board: The Forestry and Fire Control Board functions as a coordinating agency to organize and direct a program of fire prevention and suppression on both public and private lands. This coordination involves private individuals and local, State and Federal government agencies administering the State's land surface.

Utah State Extension Services: Utah State University has developed and maintains a system of extension services. The Recreation Planning Subcommittee relied on these services to provide private recreation facility supply data. Contact was through the Extension Service to individual county agents. Purpose of the Extension Services system is to assist landowners and homemakers in increasing efficiency of their respective operations or activities. Programs have been developed to encourage and assist landowners in developing fish and wildlife habitat and other recreation facilities. Services personnel have also worked diligently to maintain the opportunity for the public to use private lands for outdoor recreation purposes. Continuation of these programs is of notable importance to the recreation effort.

State Engineer: The Utah State Engineer has general supervision of the State's waters and of their measurement, appropriation, apportionment, and distribution. He also has the authority to bring suit to prevent unlawful diversion or appropriation, or any waste, loss, or pollution of either surface or underground water supplies. Water rights in Utah are established on the basis of prior use with priority given by statute to first, domestic, then second, agricultural uses. Beyond these two uses no system of priorities is outlined. Fish and wildlife and recreation are considered valid uses of water and many applications for such uses have been approved by the State Engineer.

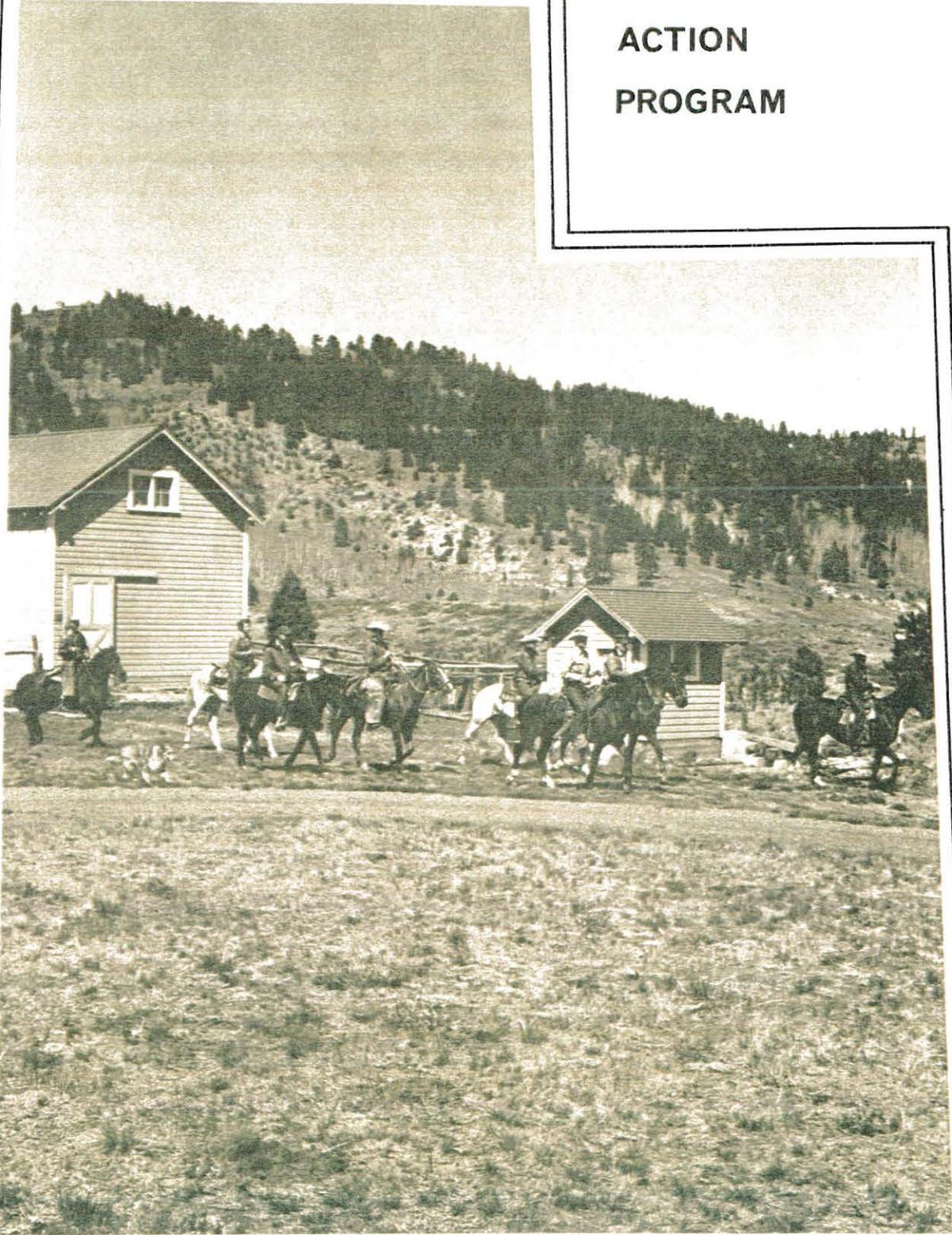
Water and Power Board: The Board, working closely with the State Engineer, makes studies, investigations, and plans for development and utilization of waters in the State. They may also enter into contracts for construction of water conservation projects and may make financial loans to others for construction or conservation of projects to most beneficially (in the opinion of the Board) utilize water and power resources of the State. It is believed greater consideration of the many recreation uses of water should be given in projects constructed or sponsored by the Board. Water is the property of the State (people) and all their needs should be considered in its development and use.

Utah Travel Council: The Council is the promotion and information agency of the State. They advertise, conduct seminars on tourism, and organize public and private programs to promote utilization of the scenic attractions and resources of the State. All limits have been extended in an effort to realize Utah's potential as a tourist mecca and to promote the tourist trade in Utah.

Historical Society: The Utah State Historical Society provides the opportunity to research Utah's rich pioneer heritage through maintenance of a historical library. It is the depository for storage and preservation of historical records; it publishes historical documents; and it assists in the interpretation of materials from historical sites.

Indian Affairs Commission: The Commission serves as the contacting authority with public and private agencies to provide facilities and services on the Navajo Reservation in Utah so far as expenditures of Federal funds are concerned. Recreation has been given due recognition by the Indians in Utah and planning is under way to develop tourist attractions at all five reservations in the State.

**ACTION  
PROGRAM**



**UINTA RANGE**



## ACTION PROGRAM

The action program is, in essence, the recreation plan. This initial outline for implementing planning proposals will, however, be fairly general and permissive. Needs are obviously extensive both in types of facilities needed and in volume; hence, this broad approach in programming will be adequate until refinements of need and demand data can be accomplished.

The action program is expressed in terms of five different activities or categories: (1) outdoor recreation planning; (2) project priorities; (3) land acquisition; (4) site and facility development; and (5) program funding. All levels of government and the private sector are involved. It is noted that ten-year programs proposed by both the U. S. Forest Service and the Bureau of Land Management, which involve Class I, II, III, IV, and VI areas, have been considered in this action plan.

### Outdoor Recreation Planning:

Servicing of the State outdoor recreation plan is of primary importance so far as future planning activities are concerned. Data characteristics have limited the integrality of this initial plan. The schedule of activities proposed for plan maintenance is outlined in the Planning Considerations section. Basically, these proposals relate to refining of supply and demand data to permit a more valid and detailed evaluation of needs. Additional and more extensive planning is encouraged on the city and county level. Local planning accomplishments will be especially useful in maintenance of this State master plan for recreation.

### Project Priorities:

The Recreation Planning Subcommittee will review all project proposals and will assign priorities to projects. Their determinations will be based, in part, on the following broad priority guidelines:

1. Proposed projects in urban areas - Classes I and II
  - a. Acquisition
  - b. Development
2. Proposed projects in nonurban areas - Classes I, II, III and IV
  - a. Development
    - (1) Projects combining land- and water-based opportunities
    - (2) Projects involving only land-based opportunity

b. Acquisition

- (1) Projects combining land- and water-based opportunities.
  - (2) Projects involving only land-based opportunity
3. Proposals involving Class VI areas
  4. Proposals involving Class V areas

Development has been given priority over acquisition in nonurban areas. This action was taken because nonurban lands are not being relegated to non-recreation uses at the rate urban lands are, and development of nonurban lands now in public ownership can temporarily substitute for urban facilities while critical urban sites are being acquired.

Satisfaction of existing outdoor recreation needs will have priority over projected needs. Anticipated future needs will, however, be considered in acquiring sites and developing facilities required by existing demand.

At this point in the outdoor recreation program it is felt the participant should be favored over the spectator. Therefore, site acquisition and facility development projects which are primarily participation oriented will be given preference over spectator-type proposals. Dual purpose projects may be separated with funding considerations being given only to the participation proportion of such proposals. This distinction is being made because of the dearth of participation facilities, the relative importance of the two types in Utah, and because fund limitations suggest this as a practical action. Needs of the aged, handicapped and young will be given adequate consideration either as spectators or participants.

A project to acquire or develop a new water project and associated recreation facilities will have priority over a project proposing to develop facilities on existing water bodies. Potentials of existing impoundments will probably remain relatively constant and, although they are badly needed, developments on these areas can be postponed. Conversely, the opportunity to develop a new water project for recreation could be lost completely through deferred action.

Although Class V areas are given a priority, these areas will be the primary responsibility of the Federal Government. Local agencies will serve a supporting role in efforts by Federal agencies to set aside adequate and representative primitive areas in the State. This position is taken because existing and potential primitive areas in Utah are now in Federal ownership. Further, the vast size of primitive areas precludes adequate attention being given on a local basis.

Establishment of priorities should not be so strict that exceptions cannot be made. Such a reservation is intended here. Extenuating circumstances such as pending destruction of an irreplaceable site or feature or an unpredicted opportunity will result in the waiving of normal priority procedures.

Some additional detail and explanation with respect to general priorities is incorporated in the "Land Acquisition" and "Site and Facility Development" guidelines following in this section.

Priority designations outlined in Part 650.1.3 of the Bureau of Outdoor Recreation Grants-in-Aid Manual will be assigned to project proposals submitted by Utah for financial assistance under terms of the Land and Water Conservation Fund Act. As reference, these designations are given as follows:

Priority A - Includes all projects for which action is needed immediately.

Priority B - Includes those projects on which action must be taken in the near future or an opportunity to preserve a valuable resource will be lost or the needs of a broad segment of the public will not be met.

Priority C - Includes those projects on which action must be taken in the future to meet needs that exist now.

Priority D - Includes those projects for which, although immediate action is desirable, financing can be deferred for a period. Such projects would generally be designated to meet foreseeable future needs that do not fully exist at the time of submission of a proposal.

#### Land Acquisition:

High density (Class I) and general outdoor recreation (Class II) lands are in very short supply. Major deficiencies and the primary responsibility for acquisition of these lands is leveled at cities and towns. The greatest acquisition effort will be in urban areas of the Wasatch Front Counties and Cache County because of the magnitude of existing needs, rapid growth patterns, and soaring land values in these areas. All urban communities of the State, however, must participate in an accelerated effort to acquire lands of these Classes. Recognizing the tremendous need in urbanized areas and the limited financial capabilities of urban governments, State and county governments will assist in acquiring and developing Class I and II areas for urban needs. These two levels of government will be involved in the larger park and playfield complexes outside the urban area, but within easy access of the urban people.

Quantity standards of 25 acres per 1,000 persons for in-city recreation areas will be encouraged. Playgrounds and playfield parks of not less than five acres each should be provided on the basis of 2.5 acres per 1,000 people for each type with the remaining 20 acres per 1,000 population incorporated in minor (not less than 5 acres each) and major (not less than 100 acres each) parks. The quantity standard for large metropolitan, county, regional, or State parks will be a minimum of 45 acres per thousand persons at a ratio of about one-third Class II to two-thirds Class III land types. A minimum size of 500 acres is desirable in the establishment of such parks.

Natural environment (Class III) is principally a State or Federal responsibility with assistance from counties. The inventory shows a general abundance of these lands and, with exception of some more or less specific needs as outlined in the section on "Recreation Needs," Class III areas will have a lower priority than Classes I and II. Class III lands and the opportunities associated therewith will be important contributions by the private sector.

Outstanding natural areas (Class IV) are relatively abundant in Utah. Fortunately, most of them are located on public lands. Acquisition of these areas is not a pressing matter, but protection and preservation may become a problem. Priority to acquire will be based on the need to preserve or protect a Class IV area or feature.

Designated primitive areas (Class V) have been the creation of Federal agencies. While this plan does not indicate a dearth of abundance of this type of recreation opportunity, its increasing importance is realized. Lack of access and pure ruggedness of many areas of the State will, for a period at least, preserve primitive areas which have not been specifically designated as such.

Historic and cultural sites (Class VI) are numerous and represent an important part of Utah's heritage. Unfortunately, their value or, in many cases, their very existence has not been recognized or appreciated by the State's residents. These are irreplaceable features, and all levels of government and quasi-public groups should share fully the responsibility of preserving them. Again, the priority will depend principally on the imminence of their loss.

Every technique is to be used in aggressively pursuing acquisition of recreation sites and features. Acquisition in fee will be attempted in the majority of cases. Flood-plain zoning can be used to preserve some Class III areas. Recreation easements will be valuable in obtaining Classes III, IV, and V areas for public use. Gratis property dedications with life-estate provisions which provide tax relief during the life of the grantor will be encouraged.

#### Site and Facility Development:

Quality will be of primary consideration in outdoor recreation site or facility development projects. The natural beauty of all sites should be used to the greatest advantage of the recreationist. An outdoor experience should be more than a day away from home.

As Class I and II areas are of the highest priority in acquisition, facility developments on these areas are of high priority in the overall development scheme. Cities and towns must lead the development effort with the role of the State and counties being that of complementing urban or community programs wherever practical. Areas of regional or statewide attraction will, however, receive first consideration by the State and county. The private sector should assist in provision of Class I and II facilities.

Class III areas are in good supply, but facilities are not. The establishment of such facilities will be of high priority in State and Federal programs. Private developments of facilities or opportunity associated with Class III areas will also be important. All parts of Utah are accessible within a day's travel time, and facilities in Class III areas will help meet urban demand until ample Class I and II in-city developments are provided. Well-developed facilities in Class III areas will also be an attraction to out-of-state people. Development of the limited facilities required in outstanding natural areas (Class IV) would extend both the resident and tourist opportunity in the State. The program for Class IV areas can easily be geared to the scenic roads and parkways projects proposed by Utah.

Access to the perimeter of primitive areas is normally provided for through adjacent Class III or Class IV improvements. Development or interpretation of Class VI areas will follow the same basic priority pattern given for acquisition of the site or feature. In most instances, their acquisition will result in immediate development.

#### Program Funding:

A review of past expenditures for recreation by governments in Utah indicates initial matching monies for outdoor recreation grants-in-aid programs will come primarily from the five Wasatch Front Counties and Cache County, the cities therein, and the State. Identifiable expenditures for recreation acquisition and development projects by cities and counties has been about \$400,000 per year during each of the past three years.

It is, however, a common practice for other departments of local government (streets, roads, welfare, etc.) to assist the recreation effort by providing equipment and services supported through their own specific budgets. This assistance may exceed actual recreation budget allotments and such expenses, properly identified, would be eligible for matching grants.

Anticipated revenues for outdoor recreation in Utah through 1975 are shown in Table 23. These are estimates and should be considered as such. Periods shown are fiscal years beginning July 1 and extending through June 30 the following year. All expenditures since September 3, 1964 are considered in the analysis.

Budget proposals listed for the Park and Recreation Commission are based on an expression of needs in the ten-year period. The actual financial capability of the Commission will be determined by Legislative appropriation, which would hopefully approach the projected financial requirements but could be substantially less. Increases in the capital improvement budget of the Department of Fish and Game will depend on an upward adjustment in license fees by the Legislature or an increase in budget from some other source. Without an overall budget increase, the Department's capital improvement expenditures will have to be reduced.

Present budgets are not contractually committed, but have been programmed in the budgeting process; some through June 30, 1967. Projects for which these budgets have been programmed are important to the future

outdoor recreation but they may not be scheduled in the sequence suggested by this plan. Ultimately, these multitudes of programs will be brought into focus with recreation plan proposals. Local projects which are submitted in excess of the matching limits of the Land and Water Conservation Fund Act apportionments will be considered for submission to the Department of Housing and Urban Development for financing under the Open Space Land Program of that agency.

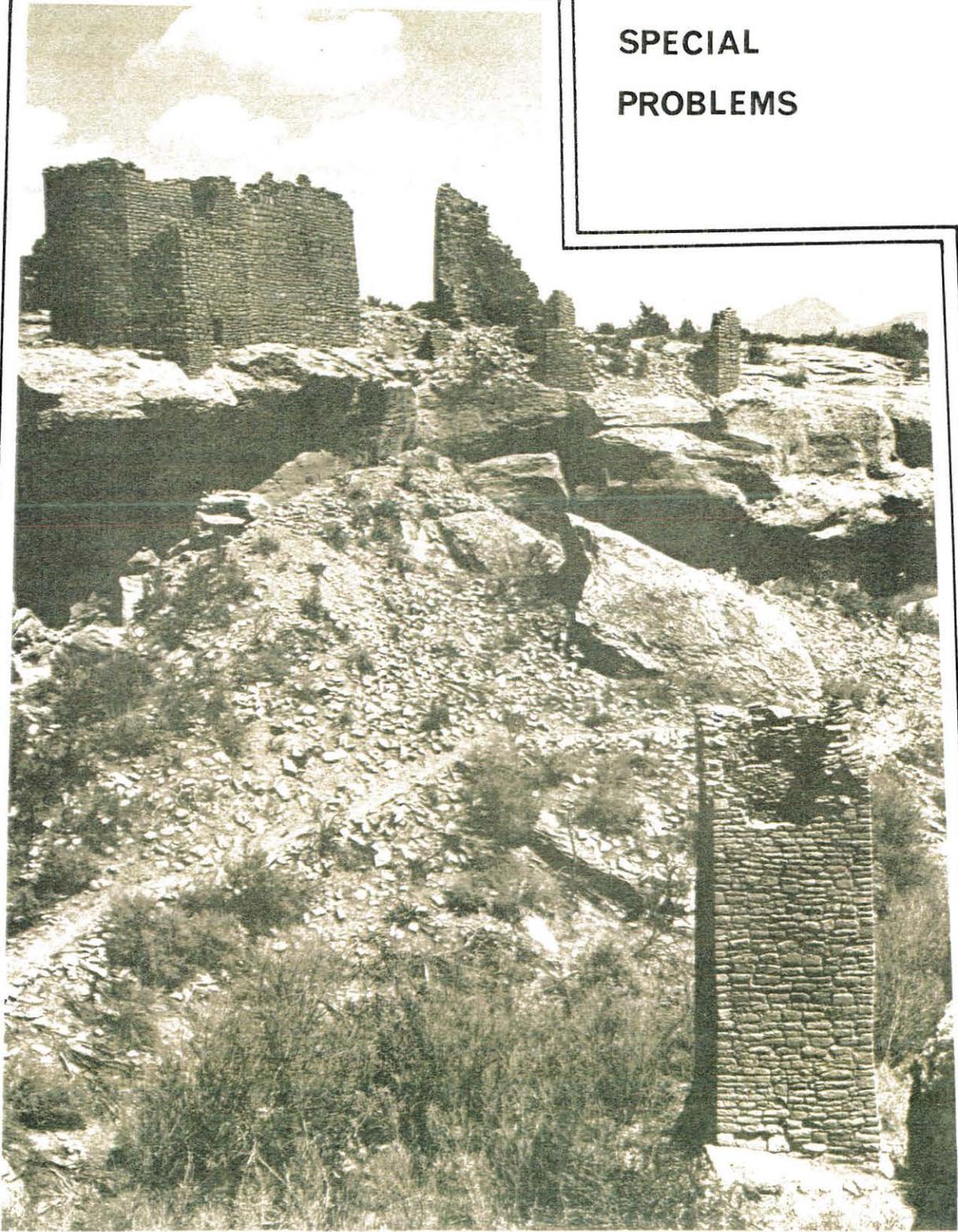
Table 23. Anticipated Capital Improvement Funds for Outdoor Recreation in Utah, 1964-1975.

Year	Source of Local Funds				Land and Water Conservation Funds
	Cities Towns & Counties	State Dept. of Fish & Game	State Park & Recreation Commission	Great Salt Lake Authority	
1964-1965	\$ 300,000	\$ 225,000	\$ 262,100	\$	\$ 113,825
1965-1966	400,000	300,000	1,100,000		925,697
1966-1967	400,000	300,000	1,107,000	50,000	1,300,000
1967-1968	500,000	300,000	483,050	500,000	1,300,000
1968-1969	500,000	500,000	435,850	1,000,000	1,300,000
1969-1970	600,000	500,000	485,650		1,300,000
1970-1971	600,000	500,000	497,000		1,300,000
1971-1972	700,000	500,000	1,034,000		1,300,000
1972-1973	700,000	600,000	1,032,650		1,300,000
1973-1974	800,000	600,000	734,350		1,300,000
1974-1975	800,000	600,000	746,000		1,300,000
Total	\$6,300,000	\$4,925,000	\$7,920,650	\$1,550,000	\$12,739,522

Funds listed for the Department of Fish and Game do not include either the State or Federal portions of monies expended under terms of the Federal Aid to Wildlife (Pittman-Robertson) or Federal Aid to Fisheries Restoration (Dingell-Johnson) Acts. It is estimated that Federal funds from these two acts will average about \$570,000 per year during the next ten years. These funds will require matching by \$236,000 per year from Department budgets. Both the State and Federal shares of the \$806,000 per year must be expended on fish or wildlife restoration projects.

The Utah State Department of Highways has \$791,542 available to it for fiscal 1966 under terms of Title III of the Highway Beautification Act of 1965. These funds will be expended for aesthetic or recreation projects adjacent to or within view of the State's highways. Public Law 89-285 provides that funds from this program shall be available only through June 30, 1967. A review of the program after January 1, 1967 will determine its fate from the end of fiscal 1967. Thus, funding for this program beyond that date is a question.

**SPECIAL  
PROBLEMS**



**HOVENWEEP NATIONAL MONUMENT**



## SPECIAL PROBLEMS

Problems which might be considered here appear to be of two kinds: those related to recreation planning and plan maintenance, and those involving outdoor recreation per se.

Planning has been complicated by organization of the planning staff. As related in the Planning Process section, this responsibility was assigned to staff personnel from two of the five State departments designated as the Recreation Planning Subcommittee. Physical separation of these two agencies, limited planning staffs in both departments, intradepartmental obligations and organizational differences, and other factors have made planning a frustrating ordeal.

To improve future planning activities required for maintenance of this plan, it is recommended that consideration be given to: (1) reorganization and expansion within the two agencies now assigned the planning responsibility to permit a greater coordination of effort and expenditure of time; (2) assignment of the entire responsibility to a single agency with appropriate adjustments in staff; or (3) contracting for future revisions of the plan with commercial planning firms.

Staff limitations, apathy, or bewilderment on the part of some city and county governments has impeded the inventory of recreation facilities. Staff problems will continue to exist in many of the rural counties and towns because of economics.

Development plans prepared for these areas by consulting groups through financial assistance from H.H.F.A. should supply some data in the future. Six counties are presently engaged in comprehensive planning efforts under this program and 16 others are either doing some planning on their own or preparing planning proposals for submission and consideration by H.H.F.A.

The lag in interest, from both a planning and program standpoint, may be overcome by more personal contact and greater publicity regarding the tremendous need for additional recreation sites and facilities, and the Land and Water Conservation Fund Act and its benefits.

Unquestionably, the greatest problem to be encountered in implementing this plan will be financial. Utah may expect to receive as much as \$32 million from the Land and Water Conservation Fund during the next twenty-five years. These monies can be used only for acquisition and development projects. This makes the money problem one of increasing concern and importance.

Present budgets of agencies and governmental subdivisions are relatively fixed and largely obligated for service activities or for maintenance of existing recreation facilities. Only limited amounts are available for further expansion of the outdoor recreation base. This has been the problem for several years past and is one reason developed outdoor recreation facilities are presently well below the need. As additional areas are acquired and developed under this program, the maintenance burden increases.

Possible sources of additional revenue appear to be limited. The State is approaching the Constitutional maximum for bonded indebtedness. With the door virtually closed to bonding proposals of any magnitude, for the near future at least, it becomes imperative to search for other sources of funds for use by State agencies. Bonding may be a possible source of funds on a local basis.

It is probable that a proposal to further increase taxes, which are already exceptionally high at all levels, will meet with considerable opposition. At the same time it should be recognized that nearly everyone in the State participates in some form of outdoor recreation activity. Thus, a special tax earmarked to match Federal funds for creation of additional outdoor recreation opportunity should not be too offensive. Such a tax could be in the form of an assessment against real property or an excise tax on all or specific outdoor recreation items and equipment.

Any taxes for this purpose should be collected on a State basis with a formula for allocation to State agencies and to city and county governments. Collection on a local basis would result in a totally inequitable distribution. Most rural counties have a very limited tax base. Their need for recreation facilities or the potential for establishing a facility in such a city or county may, however, be very great.

Another possible source of income is establishment of user fees on developed recreation areas. As indicated earlier, the people of Utah are jealous of their heritage of free access to the wide open spaces. Judging from their response to the user fees imposed under the Land and Water Conservation Fund Act and to some trial entrance and user fees established by the Park and Recreation Commission in 1965, some selling will be required for acceptance of the user fee concept. Collecting user or entrance fees would also present problems which could result in administrative expenses in excess of receipts from the fee system. This system justifies further review and analysis, however, as it appears to be working in other areas.

Greater consideration should be given to recreation needs in water development projects. While recognizing that food and fibre are essentials of life and that adequate supplies of potable water are required for growing domestic needs, it is also noted that recreation uses of water are important to our well-being.

Public Law 89-72, the Federal Water Project Recreation Act, which requires local participation in the separable costs of any fish and wildlife or recreation enhancement features on Federal water development projects, places a heavy burden on those local interests. Reclamation projects have been rather massive in Utah. The Central Utah Project, on which construction will begin early in 1966, will entail creation, enlargement, or modification of eight reservoirs in the initial stage. Stream diversions and flow changes will be numerous.

With water-based recreation opportunities as important as they are and the potential limited as it is, it becomes incumbent on recreation interests in Utah to participate in such projects. These interests are, in essence, being forced to participate in reclamation projects to preserve this one form

(water-based) of recreation opportunity. Not only must they participate, but they must do so at a pace established for construction of the project in general. With recreation budgets limited as they are, it is conceivable that nearly the entire sum could be spent in attempting to provide recreation facilities on these large, seemingly numerous, and rapidly developing reclamation projects. Other equally important programs would thus suffer severely.

The full impact of P.L. 89-72 on outdoor recreation, in a reclamation oriented state such as Utah, can only be theorized at this point. It is a program which bears a critical evaluation from a recreation standpoint.

Locally financed or subsidized water development projects seldom consider recreation in their planning or operation. It appears the long-term interests and needs of the State might be better served with greater consideration to multiple uses of these water supplies. Certainly, the taxpayers, who provide the interest-free loans on these projects, should be getting greater direct benefit from them.

Vast Federal holdings in the State present problems but at the same time offer some solutions. The fact these lands are in some form of public ownership is certainly an advantage. On the other hand, unless the administering agency recognizes and develops the recreation potential on these lands, the burden on other agencies to provide for recreation needs increases tremendously.

The Bureau of Land Management, for example, holds title to over 45 percent of the State's land area. ORRRC Study Report 25 indicates, however, that between 1951 and 1960 there were no expenditures by the BLM for recreation on these lands. <sup>62/</sup> Current programs of this agency are encouraging, as the recreation potentials of BLM lands are being assessed and a program of developing these potentials appears to be under way.

Forest Service holdings adjacent to the urbanized areas prohibit development of these recreationally attractive and valuable lands by local agencies. In most areas close to urban populations, the limited picnic, camp and playground developments are literally destroyed by overuse. To a great extent this overuse results from failure of local governments to provide for their people's needs. At the same time, however, these mountain retreats hold a great attraction to urban people, and facilities must be expanded to provide for them in these situations.

The Utah State Land Board, administrator of most of the 3 million acres of State land, has no designated management or improvement responsibility other than to control grazing on, and flooding from, these lands. Revenue accruing from State land through sales and leases is earmarked for support of the State's school systems.

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<sup>62/</sup> Outdoor Recreation Resources Review Commission, (1962), Prospective Demand for Outdoor Recreation, Study Report 25, U. S. Govt. Printing Office, Washington, D. C.

It appears advisable to create legislation outlining basic land management responsibilities for this agency. Such activities might include construction of access roads, range rehabilitation, installation of water catchment basins, and zoning to realize the highest use potential. A portion of the income from these lands should be utilized for their management.

In the event lands administered by the State Land Board are sold to private interests, public rights to access for purposes of recreation should be reserved. Such a stipulation should be a part of the sales agreement accepted by the purchaser. While it is granted these terms may burden the purchaser to a certain extent, it is also recognized that at present the people of the State are being ungraciously dispossessed of recreation opportunity for lack of such a reservation.

Recommendations of the Land Law Review Commission could have far-reaching effects with respect to outdoor recreation. Should the Commission propose that the Federal Government begin to divest itself of a part of its land holdings, as has been indicated from several quarters, public access to these lands could be stopped. If such a recommendation is made, it seems appropriate that it is qualified to the extent that free public access will be assured in perpetuity on any lands or waters which are so transferred from government to private ownership.

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**CIRCLE CLIFFS**



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