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# SALT LAKE CITY COUNCIL STAFF REPORT

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**DATE:** August 10, 2010

**SUBJECT:** **Proposed** resolution to adopt a Parley's Historic Nature Park management plan

**AFFECTED COUNCIL DISTRICTS:** Located in the County, owned by the City

**STAFF REPORT BY:** Jan Aramaki

**ADMINISTRATIVE DEPT. AND CONTACT PERSON:** Rick Graham, Public Services Director; Emy Storheim, Open Space Manager, Sustainability Department; and Sharen Hauri, consultant

**NOTICE REQUIREMENTS:** Regular public notice for agenda

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## **ACTION BEFORE THE CITY COUNCIL (RESOLUTION AND ORDINANCE)**

The Council requested, funded and authorized the development of a Management Plan for Parley's Historic Nature Park (PHNP) in 2007 when they addressed the request for the Park to become an off-leash area. The motion to establish the PHNP as an off-leash area was adopted "with the understanding that modifications may be based upon the findings of the short-term interim management plan and upon the long-term bindings of the master plan/management plan developed later." That long-term plan is now before the Council.

The plan is subject to City Council approval, per the motion adopted in 2007. The Administration has been responsible for developing the plan and elected to work with a consultant who conducted a community process to gather broad public input.

The Council specified that the plan would recommend long term preservation items including but not be limited to:

- a. Protection of environmentally sensitive areas off main trails;
- b. Protection and management of stream beds;
- c. Identification of boundaries for a recognized BMX area;
- d. Protection and preservation of wetlands;
- e. Planning for main "junction" areas likely to be heavily trafficked and other issues relating to the varying intensities of uses around the park; and

- f. Enforcement of closed areas and other park rules.

As part of the plan, eight alternatives were developed defining trails, active recreational areas, passive recreational areas, off-leash dog areas, natural areas, protection areas, restoration areas, and preservation areas. The Administration is recommending a revision of Concept D<sup>i</sup> (Alternative D3) for the Council's consideration.<sup>ii</sup>

The Council's tools for consideration of this issue include a resolution adopting a plan (the Council may select any alternative, or modify the plan), and an ordinance formally specifying areas to be designated off-leash in PHNP. The ordinance will be provided once the Council gives additional policy direction.

## **KEY ELEMENTS:**

In 2007, the City Council adopted a motion to establish off-leash designation for PHNP located at approximately 2700 East and 2760 South that included a condition involving the development of a long-term master plan/management plan, subject to Council approval.

Parley's Creek extends over one-half mile in length and has an average width of 13 horizontal feet within the boundaries of PHNP.

PHNP is a unique natural setting consisting of a 63 acre parcel of open space located in Salt Lake County but owned and managed by Salt Lake City.<sup>iii</sup> This park has become a popular off-leash area location for dog owners regional-wide because this natural setting provides a wide open space for people to exercise their dogs. Other users of the park: people who enjoy nature, hikers, bicyclists, and BMX bikers. PHNP is maintained by Salt Lake City but violations are enforced according to County code.

In the mid 1970s, the park was created with the help of the local community to assemble and purchase land parcels to create a nature park. At that time, the concept of a dog off-leash area was not contemplated. However, as the popularity and demand for dog off-leash uses increased, the Parley's area became a popular location. The City received complaints about the off-leash use as well as received positive feedback and support from those who wanted to legally use the park for off-leash. In 2004, Millcreek FIDOS organization petitioned, in keeping with City ordinance, to go through the City's process developed to evaluate and designate off-leash areas. A one year trial period as an off-leash park was completed and the Administration supported designating PHNP as an off-leash area. In 2007, the Council authorized the off-leash use with conditions, but indicated changes may be made based upon a subsequent management/master plan.

In response to the Council's 2007 motion to develop a management plan for the park, the Administration contracted with MGB+A The Grassli Group, Inc., a project team of consultants who worked with a 27-member steering committee to help develop

and provide input for a proposed management plan. The steering committee consisted of individuals who represent: preservation of wildlife and natural habitat surroundings, surrounding neighborhood, Salt Lake County (animal control, flood control and parks), State History Office, UDOT (Utah Department of Transportation), FIDOS (Friends Interested in Dogs and Open Space), ecology, Sons of the Utah Pioneers, Canyon Rim Citizens Association, Sugar House Community Council, PRATT (Parley's Rails, Trails and Tunnels), Utah Heritage Foundation, Utah Open Lands, Utah Rivers Council, Salt Lake City Bicycle Advisory Committee, Audubon Society, Utah Division of Wildlife, Utah Rivers Council, and City (Watershed, Open Space, Engineering, and Parks). Council staff attended periodically on an observation basis. The stakeholders group played an active role in developing the Baseline Conditions Report and played an advisory role in preparing the Comprehensive Use Alternatives that are key documents in developing the Management Plan that is before the Council for discussion and review. This is a unique plan because it is the City's first management plan developed for an open space area.

Over the last three years, the proposed management plan was developed involving public input throughout the process. The proposed management plan addresses the Council's motion regarding: protection of environmentally sensitive areas off main trails; protection and management of stream beds, identification of boundaries for a recognized BMX area, protection and preservation of wetlands, issues relating to the various intensity uses around the park, remediation and cleanup of debris, ADA accessibility issues, and establishing an additional entrance to PHNP.

According to the Administration, budgets to implement the plan will be developed once the proposed management plan and one of the proposed alternatives has been approved by the Council. In addition, ongoing efforts will be made in finding opportunities to work with other government agencies, collaborating with enforcement, and finding joint opportunities to provide financial resources.

In keeping with the Council's expressed commitment in their 2007 motion to identify additional areas within the City that can be designated or acquired as off-leash areas, the Administration reports areas currently in process of being evaluated as designated off-leash sites include:

- Pioneer Park (Council District Four), 0.28 acres, has been created, completed the one year trial test period; and will be transmitted for Council to formally adopt into City code;
- Rotary Glen (Council District Six), 3.28 acres, and
- Cottonwood Park (Council District One), 2.96 acres.

On page 70 of the management plan, a map is provided showing the off-leash dog sites within Salt Lake County, a total of eleven off-leash areas. Salt Lake City has created and manages seven of the eleven parks listed.

Option Alternative D3 is described by the Administration as follows:

- Seeks to simplify and enforce current rules.
- Supports multiple uses (such as: hiker, off-leash dog walkers, cyclists, BMX, and nature enthusiasts)
- Provides off-leash play areas comprised of 10 acres
- Provides off-leash trails comprised of 2.04 miles
- Includes 1.21 miles of on-leash trails (including along Parley's Trail)
- Preserves 0.53 miles of trail system where dogs are prohibited
- Provides 2 stream access play areas at east and central locations, which allow off-leash dogs.
- Seeks to protect the natural and cultural resources:
  - a) emphasizes riparian restoration and protection for at least 4.7 acres, which includes a 50-100 foot riparian buffer restoration zone from the stream on each bank which complies with the City's Riparian Corridor Overlay ordinance; and
  - b) designates a 7 acre wetland and historic structure protection area.

The management strategies identified for PHNP are described by the plan as utilizing an "adaptive management" approach.<sup>iv</sup> According to the plan, "adaptive management is a structured, iterative process of decision-making that uses ongoing monitoring to guide it. . . . such as, surveys of recreation users, samples of water quality, or measuring the extent of damaged vegetation . . . to understand current conditions and whether or not the existing management actions are successfully achieving park goals."

The adaptive management strategies identified in the plan include goals to:

- a. Protect and restore the riparian corridor;
- b. Improve water quality;
- c. Protect and restore natural resources and biodiversity;
- d. Protect and restore cultural and historical resources;
- e. Maintain and enhance multiple uses with minimal conflict;
- f. Uphold management responsibilities;
- g. Broaden community stewardship and appreciation for the park.

The management strategies covered in each alternative are:

## **PUBLIC INVOLVEMENT**

During the three year process in developing the proposed management plan, the consultant project team sought input from all interested parties to gather broad public input.<sup>v</sup>

## **BUDGET RELATED FACTS**

As mentioned earlier in this report, according to the Administration, budgets to

implement the plan will be developed once the proposed management plan and one of the proposed alternatives has been approved by the Council. However, efforts have already begun to secure funding to apply towards the management of PNHP. In the Salt Lake City Division of Sustainability, Quarterly Status Report, January 1 thru March 31, 2010, it states that two grants have been submitted to fund restoration of riparian area and eroded culvert outlets in PHNP. The short term step is to look for additional funding opportunities, while the long term goal is to continue grant writing for stream, meadow and upland restoration.

## **MATTERS AT ISSUE/POTENTIAL QUESTIONS FOR ADMINISTRATION:**

### **➤ POLICY CONSIDERATIONS**

1. Because PHNP is located outside the City limits, the riparian corridor ordinance does not apply as a matter of law. Because the City Council has adopted the concepts in ordinance, it can be assumed to be “City policy” unless the Council specifies otherwise.

**The Council may wish to determine whether the preservation concepts in the riparian corridor ordinance should be applied to this City property.**

2. Off-leash designation was approved in PHNP when the City Council made its motion in 2007, and in the proposed management plan, off-leash will remain. However, the plan takes into consideration identified sensitive areas wherein on-leash is recommended and/or off-leash areas are limited.

At the time the off-leash designation was approved by the Council in 2007, the City Council did not officially adopt an amendment to Section 8.04.390 of Salt Lake City Code to officially include PHNP into City code as an off-leash area.

**Once the Council determines if they wish to make any changes based upon the requested management plan, the Council can process an ordinance to formally designate portions of the park as off-leash.**

3. The Sugar House Master Plan statement indicates PHNP should be maintained as a nature park and that a master plan should be developed to evaluate competing interests that include additional uses, such as a dog park.

**The Council may wish to hold a discussion whether the proposed management plan meets the intent of the Sugar House Master Plan statement as follows:**

*“Parley’s Historic Nature Park is located at 2760 South and 2750 East and consists of 76 acres of land. This area should be maintained as a nature park. Its natural, scenic, historic and wildlife habitat environment should be protected **with a conservation easement to maintain the Nature Park as an open, natural area in perpetuity. With the funding already***

*secured for the project, Salt Lake City is participating with Salt Lake County and the State of Utah to complete the Parley's Crossing Project and build a tunnel under Interstate 215. The Parley's Creek Corridor Trail adjacent to the Interstate 80 freeway will connect the Bonneville shoreline Trail to the Jordan River Parkway with connecting Trails into Parley's Canyon Historic Nature Park and Tanner Park. Funding is required for a master plan for Parley's Historic Nature Park to plan for linking trailways, restoration and development, and to repair damage from soil erosion and overuse. A master plan is recommended for the nature park in order to address these issues and to evaluate competing interests that call for additional uses such as a more extensive trail system and use as a dog park. Uses that may undermine the values of natural preservation must be carefully controlled in order to maintain this area as a nature park."*

4. After the 2007 motion adoption, the Council funded additional enforcement for Parley's and other open spaces. Later, at a June 2008 Council briefing, Salt Lake County Animal Services identified procedural changes that would allow them to manage calls differently to reduce the number of service calls (including park patrols) while still meeting the contract requirements with the City because of resource limitations. . This practice has been discontinued but this management plan calls for increased enforcement.

**Does the Council wish to fund the enforcement or adjust the plan?**

5. Issues raised by community members regarding the Administration's recommended Alternative D3:
  - a) Users of the park express the south side of Parleys' Creek provides shade for dog owners and their dogs, however Alternative D3 aligns the off-leash trail along the north side of the park which provides limited shade.
  - b) Removal of the on-leash restriction is being proposed in Alternate D3 for the main entry to PHNP from Tanner Park parking lot. Suggestion has been made by a community member to maintain on-leash during the summer months and allow off-leash during the winter months.
  - c) Stewardship and volunteerism is important to PHNP's future. The management plan includes goals to broaden community stewardship and appreciation for the park.

**The Council may wish to further discuss the above issues raised by community members.**

6. PHNP is located in the county.

**Is the Council interested in exploring annexation into Salt Lake City?**

7. PHNP is zoned in the County as single-family residential (R- 1-8 and R-1-21).

**Is the Council interested in exploring whether the zoning should be changed to a zone that more accurately represents its stated purpose, open space? And if open space zoning designation is considered, other uses might be allowed that would not be appropriate to the stated purpose of the park. Therefore, does the Council also wish to explore whether potential revisions to the City's open space zoning requirements and riparian corridor ordinance are necessary to address some of the specific issues associated with PHNP?**

8. The Council may wish to discuss a conservation easement or other conservation tool, such as a deed restriction, to ensure long-term conservation as recommended by the proposed plan.
9. Because this is the City's first management plan developed for an open space area, the Council may wish to hold a policy discussion regarding a public hearing process for this plan before adoption.
10. The Council may wish to seek Salt Lake County Animal Services input on potential challenges with enforcement in PHNP.

## **PHNP HISTORY/CHRONOLOGY:**

- 1921, Salt Lake City's Commissioner of Parks "envisioned a 300 acre linear parkway connecting the mouth of Parley's Canyon to Highland Drive in Sugar House."
- 1976, Canyon Rim Citizens Association took the lead in working with neighbors and landowners and made a proposal to the City to assemble parcels to create an historical nature area known as Hansen Hollow.
- 1985, numerous acquisitions, land donations and title transfers were completed.
- An 88 acre park was assembled with the intent to prevent development and to protect the natural resources of the park.
- For one decade, the park remained natural without attention from the City.
- 1990, Salt Lake City's Open Space Master plan and the County's trail plan proposed a protected corridor with an adjacent trail along the length of the Parley's Creek.
- Over time, the area became an attractive site for various users: off-leash dog walking, mountain and BMX biking, and tubing on the creek. Users of the park and surrounding neighbors took a vested interest in the park and helped keep the park clean.

- Late 1990's, PHNP became a more frequented area for people who wanted to walk their dogs off-leash. The open space is an attractive area in a natural setting which provides an area for dog owners to exercise their dogs off-leash so they can run freely while enjoying the natural surroundings.
- September 14, 2004, the City Council adopted Resolution 52 of 2004 approving modified process and evaluation guidelines developed by the Public Services Department regarding the City's dog off-leash program. The proposal to designate Parley's Historic Nature Park was the first proposal to be considered by the City Council since the adoption of Resolution 52 of 2004.
- 2004, FIDOS (Friends Interested in Dogs and Open Space), submitted a petition to designate PHNP as an off-leash area.
- 2005, one-year test period of off-leash took place ending in a successful test in November 2006.
- 2007, City Council made a motion and approved an off-leash designation for PHNP with the understanding that modifications may be based upon the findings of the short term interim management plan and upon the long term findings of the master plan/management plan developed later.
- 2008-2009, Riparian Corridor Stream Study planning process
- 2009, Parleys Trail planned for Parley's area was adopted consisting of a 10 foot wide paved multi-use trail. Trail rules will be established with the city, county, and Parley's Rails Trails and Tunnels (PRATT) working together.
- November 2008-February 2009, Baseline Conditions Report developed
- April 2009, Comprehensive Use Plan developed
- December 2009 – March 2010, Management Strategies plan developed (one of the conditions of the 2007 Council motion when approval was made for off-leash designation).
- April 2010, Public Services submitted formal recommendation to Mayor Becker

cc: Cindy Gust-Jenson, David Everitt, Rick Graham, Frank Gray, Mary DeLaMare-Schaefer, Ed Rutan, Lynn Pace, Val Pope, Dell Cook, Stakeholders Group, Emy Storheim, Sharen Hauri, Shawni Larrabee, Jim Strong, Millcreek F.I.D.O.S., Mayor Liaisons, City Council Liaisons

File location: Parley's Historic Nature Park/Designated Off-leash area

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<sup>i</sup> Refer to page 12 of the management plan to view all alternatives

<sup>ii</sup> Refer to page 3 of the Administration's transmittal to review details of the Mayor's preferred alternative details

<sup>iii</sup> In prior documents provided to the Council, 88 acres were identified as the available open space area in PHNP. The portion of the property owned by Salt Lake City is 63 acres which is the acreage reflected in the proposed management plan. The remaining acreage making up a total of 88 acres in PHNP are portions of the park owned by the county and UDOT therefore not included as part of the plan.

<sup>iv</sup> Management strategies are provided on pages 19-27 of the management plan.

<sup>v</sup> A comprehensive timeline of public involvement is outlined on page 35 of the management plan and Attachment C outlines the management plan process.

## Attachment A

### Background

City's intent at the time Parley's Historic Nature Park parcels were assembled

- a. An email dated February 7, 2007 from Manny Floor, his father, Harvey Hansen, donated family land to PHNP, whose wishes were to maintain the park as a natural or nature park
- b. November 8, 1984 letter from Mayor Ted Wilson to the Salt Lake Rotary Club states: "I am happy to write this letter in support of a request by Mr. Clinton Mott and others for the Rotary Foundation to help fund needed improvements on a proposed park site near the mouth of Parley's Canyon. Salt Lake City Corporation has for many years, supported the concept of a historic nature park on 80 acres of land located in a gully near the mouth of Parley's Canyon . . . "

See attached email dated September 11, 2009 from Ted Wilson regarding original intent for Parley's Historic Nature Park

- c. January 29, 2006 letter from Julie Bryan, states her findings indicate four families donated parcels but a majority of the park acreage was acquired by purchases, federal matching grants and land trades.
- d. At the time the City Council held a discussion and considered the Administration's recommendations to designate PHNP as an off-leash park, Council staff provided the Council the following information (January 7, 2007)

"According to the Administration, in the mid 1970s, the park was created with the help of the local community to assemble and purchase land parcels. At that time, the idea of dogs running off-leash was not envisioned. The Administration states that the passage of time, a change in the culture of recreation, and the needs expressed by the public have brought about a shift in public use policy. Parley's Historic Nature Park, consisting of 88 acres and a natural environment, fulfills the public's need to allow dogs to run off-leash in an undeveloped natural setting since the canyons and other natural open spaces that surround Salt Lake City restrict dogs off-leash.

Some community members have expressed concern that private property owners donated the land to the City in the late 1970s to create a nature park and that Parley's Historic Nature Park should be preserved and protected. One individual characterized the request as being "antagonistic to the values that the community shares in protecting our streams, watersheds and providing valuable recreational opportunities for the whole community."

Concerns expressed include:

- Erosion problems to the hillsides
- Protection of wetlands, springs, and stream banks
- Protection of fish habitat in the waterway, assertion of potential endangered species at risk
- Dog behavior management

- Protection of the wildlife population and habitat
- Potential of impact on fish due to dogs in water

The loss of native plants, including species within the water, due to the number of dogs that visit the park.”

**Sharen Hauri**

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**From:** Ted Wilson [tedwilson.slc@gmail.com]  
**Sent:** Friday, September 11, 2009 4:31 PM  
**To:** Sharen Hauri  
**Cc:** Cook, Dell; Aramaki, Jan; Arthur Morris; Brandon Weston - UDOT Rep; Brown, Bruce; Bruce Heath; Carmen Bailey - US Fish & Wild Life; David Iltis; Eddie Buckley; Emil Kmet; isellre111@aol.com; Jeff Ward; Jim Dykman - State History Office; Juan Arce-Larreta; Lou Melini; Lyon, Matt; Nancy VonAllmen; Pope, Val; Reynolds, Florence; Rick Johnston; Rita Lund; Scott Baird; Shaw, Maggie; Shon Hardy; Storheim, Emy; Sylvia Gray; Ty Harrison; Wayne Martinson; WGilmore@co.slc.ut.us  
**Subject:** Re: Updated Comprehensive Use Plan Text

Dear Fellow Stakeholder:

Recently I learned that many Stakeholders are unaware of how Parley's Historic Nature Park came to be. To shed light on the issue of the important original intent, I submit the following to you:

While serving as SLC Mayor in 1976, some residents shared my vision of creating a Nature Park at the mouth of Parley's Canyon. They formed the Canyon Rim Citizen's Association, specifically to create the City's first Nature Park, where nature could be observed, wildlife habitat could be protected, and residents could seek respite and solitude in nature.

There were 4 main landowners: Harvey Hansen, Harold Schaer, Ken White and Marvin Melville. Clint Mott, as Pres. of CIRCA, and Nancy von Allmen met with the 4 landowners asking them to donate their land for a Nature Park to preserve the City's last natural canyon mouth. The men were each delighted to provide their land for future generations to enjoy nature in this beautiful riparian corridor and to protect the sensitive hillsides, springs and wetlands plus the 110 sighted bird species and 86 native plants, and to preserve the 150 year old Aqueduct and stone walls within the park.

One by one, my staff and I met with them to negotiate land gifts or exchanges until the private acreage was acquired. Marvin Melville was the last one to donate along the roadway down from Tanner Park. He waited to be sure the Nature Park was guaranteed before handing over the important access point. A great deal of time and effort was spent to acquire the land. It was officially DEDICATED as Parley's Historic Nature Park on Arbor Day 1986.

Recent communications from these families indicate their disgust at learning their land has gone to the dogs. One came recently from the daughter and son in law of Harvey Hansen, the generous donor of the first 5 acres which "got the ball rolling" for the park's creation. Another came from Marvin Melville. A phone call came from the Schaer family. These families speak of how wrong the City is to allow this very unique Nature Park to be destroyed by off leash use.

I want to be sure that we Stakeholders remember the intent of these generous landowners as we decide which Concept to choose from Sharen Hauri's Comprehensive Use Plan. A city-sponsored workshop 2 years ago spent 3 Saturdays debating the future of this unique park. They all agreed that it deserved to be Protected, Preserved and Restored. Let's do it.

Now it is our turn, as Stakeholders, to honor the 4 generous families who envisioned nature preservation in this area. The City was wrong in 2007 to turn its back on these families by giving the entire park to some 1600 off leash dogs per day.

As you look over the alternatives, realize that there's no such thing as an off leash "trail". Untethered dogs create side trails as they rummage through wildlife habitat.

Please join me in choosing a compromising Concept F with a preserve on the stream's south side with no dogs

9/21/2009

and on leash usage on the north side trails. Choosing this Concept F honors the gifts from these families.

Without those four good families, there would not have been any park at all.

Thank you,

Ted Wilson  
Executive Director of Utah Rivers Council

## Attachment B

### Minutes from July 17, 2007 Council Meeting

Adopting an ordinance, resolution or motion to a proposal to amend sections of Salt Lake City Code that would designate Parley's Historic Nature Park as a permitted dog off-leash area.

Councilmember Jergensen moved and Councilmember Turner seconded to adopt a motion establishing the Parley's Historic Nature Park as an off-leash area with the following legislative intents with the understanding that modifications may be based upon the findings of the short term interim management plan and upon the long term findings of the master plan/management plan developed later: 1) accept the attached Parley's Historic Nature Park's working group's findings and recommendations including: a) develop a master plan/management plan for the park including a time length for implementation subject to Council approval, b) appoint a Park Advisory Board to provide stewardship for the park, c) provide financial resources for implementation of the master plan/management plan including strong enforcement within the park, d) recognize that the park has multiple, legitimate users, e) develop and strengthen partnership with the County with respect to maintenance and management of the park; 2) accept the proposal from Utah Open Lands to perform a baseline assessment, including documentation of the current ecological conditions, to be completed without delay; 3) as part of the working group's recommendations, develop an interim management plan to be put in place within 30 days, in coordination with the City Council subcommittee, to identify environmentally sensitive areas that are to be closed to access during interim period nesting areas or other sensitive wildlife areas that are to be closed on a seasonal basis, while leaving other areas open for off-leash, BMX and other specific uses. This plan would have timelines for the achievement of specific goals; during the interim period. Also during the interim period the trail and abutting areas from the entrance just east of Tanner Park from the trailhead to the bridge in the park shall be designated as an on-leash area until the alternate on-leash entrance can be established; 4) develop a long term master plan/management plan, subject to Council approval. The plan would recommend long term preservation items including but not be limited to: a) Protection of environmentally sensitive areas off main trails; b) protection and management of stream beds; c) identification of boundaries for a recognized BMX area; d) protection and preservation of wetlands; e) planning for main "junction" areas likely to be heavily trafficked and other issues relating to the varying intensities of uses around the park; f) enforcement of closed areas and other park rules; g) remediation and cleanup of asphalt pieces, tar, and other debris, as identified in the master plan/management plan; h) addressing ADA accessibility issues and identifying options; i) identification of areas that could be best protected by boardwalks; j) identification of necessary financial resources to address the goals of the master plan/management plan; k) evaluating opportunities to work with other government agencies including Salt Lake County, UDOT, and other federal agencies to: i) remediate environmental issues caused by previous actions of those entities; ii) find collaboration with enforcement; iii) find joint opportunities to provide financial resources. h) Identification of potential additional parking areas and evaluation of how to manage special circumstances such as drought conditions; 5) explore opportunities to establish an additional entrance to Parley's Historic Nature Park at the northeast corner of Tanner Park that could be combined with additional sections in the western area of the park by streambed, designated as an on-leash area and, with proper engineering, an ADA access area, and I further move that the Council express its commitment to identify additional areas within the City that can be designated or acquired as off-leash areas according to the evaluation criteria in the present City resolution.

Councilmember Saxton requested that an enforcement person specifically earmarked for this park be funded immediately. She said she had visited the park many times and rules were not enforced. She asked Councilmember Jergensen to include the number of dogs allowed at any one time and a total number of dogs allowed in the park on any given day to the motion.

Councilmember Christensen said this item dealt with a balance of the right of privacy, the pursuit of liberty and free speech. He said after walking through the park he noticed many competing demands. He said until the Council was able to achieve a balance, the proposed ordinance was a place to start. He said off-leash was an appropriate use in the park.

Councilmember Turner said the City needed a better management plan. He said people bought their homes close to the area because they wanted to walk to the park. He said this should be a neighborhood park. He said residents should not have to clean up after the whole County. He said he supported the motion.

Councilmember Simonsen said there was a 30-day provision to prepare an interim management plan. He said his concern was that it might take 30 days to put a group together. He said he wanted to make sure they had enough time to assemble a group and accomplish the work.

Councilmember Jergensen said the idea was that the Administration would work under Rick Graham's direction. He said some ground work was already in place with FIDO's and with neighbors. He said an interim management plan would not take 30 days to develop.

Councilmember Simonsen moved and Councilmember Buhler seconded to strike the restriction that Councilmember Jergensen put on for on-leash only on the trail leading down to the park to the point of the bridge.

Councilmember Buhler said he supported the amendment. He said he felt this detail should be worked out in a Management Plan. Councilmember Jergensen said the idea was to identify some way for people in wheelchairs or who required ADA access to come down from the east parking lot.

Councilmember Simonsen said he would be comfortable designating other entrances into the park such as the BMX bike area to the south or entrances that were in the process of being developed. He said if a person entering the park was going down a steep embankment with large dogs in tow, the large dogs could suddenly take off dragging a person with them.

Councilmember Love called for a roll call vote on the amendment to the motion, which motion failed, Council Members Simonsen, Buhler, and Love voted aye and Council Members Saxton, Jergensen, Turner and Christensen voted nay.

Councilmember Simonsen read a statement.

Councilmember Buhler said he supported the motion because it designated Parley's as off-leash and accepted the working group's recommendations. He said even though the group was not able to resolve all issues and come to consensus on everything, he was encouraged by the positive things they recommended. He said he needed to state for the record he was not in total agreement with all of the legislative intents, but the Council needed to do something. He said hopefully the committee would be able to produce a solid management plan. He said he wanted to see a Park Authority put together with

Salt Lake County to manage this resource. He said Tanner Park and Parley's Historic Nature Park should be joined under one management. He said then day to day issues could be resolved to make sure this remained a special place for multiple uses.

Councilmember Saxton said this park had not been maintained by the City even prior to it being designated off-leash. She said issues were not unique to this park because there were other areas where people ran their dogs' off-leash illegally. She said the park was dedicated for a reason and it was the City's responsibility as stewards of City property to do everything to keep the park in the same condition as it was when it was donated. She said she would be voting against the motion. She said she would continue to look for more off-leash dog areas in and outside the City.

Councilmember Jergensen recommended there be a real effort to find common ground. He said the park had made a tremendous amount of improvement. He said much of that improvement came from the partners that participated. He said it was a beginning and the City could get something done with all sides participating. He suggested three principles: 1) the idea of peer policing and peer enforcement, 2) collaboration, and 3) the opportunity of a group of people with differing objectives and ideas on how to achieve those objectives. He said they could create a model for the County, the State and most importantly, Salt Lake City.

Councilmember Love said she understood how special the park was for dogs and dog owners. She said a sense of community was there. She said because of that she was willing to support the motion. She said she understood what a wonderful amenity this park was to the City.

Councilmember Love called for a roll call vote, which motion carried, Council Members Simonsen, Buhler, Jergensen, Turner, Christensen and Love voted aye and Councilmember Saxton voted nay.

Minutes from July 17, 2007 Council Meeting

Adopting an ordinance, resolution or motion to a proposal to amend sections of Salt Lake City Code that would designate Parley's Historic Nature Park as a permitted dog off-leash area.

8:59:43 PM Councilmember Simonsen read a statement. He said he appreciated all of the time and attention of both the Council and the Community and it was obvious that this was probably one of the larger issues that the Council had in front of them in some time. The entire valley was impacted the day that permanent settlers moved in about 160 years ago next week. Homes and businesses impact the environment, streets and trails and cars and bicycles and pedestrians all impact the environment. Farms and orchards and ranches impact the environment. Parks impact the environment. You can draw your own conclusions about whether those impacts are good or bad but I think that we can all agree that our lives are touched and blessed because of this great place that we all inhabit but because people and all that come with people impact the environment we have a responsibility to do the best that we can to manage those impacts. As the elected Representative of District 7 where the park is located I've agonized over the decision because origin precedes my term of office of which I am now prepared to respond to. I am mindful of the position of the Sugar House Community Council in substantial opposition to the off-leash use of the park and have appreciated their considerable input both collectively and individually. I appreciate all those who have spent time in helping me understand the issues and the complexity of the decision that's before us. One of the first and obvious issues is that the park in many ways is being loved to death. I'm committed to expanding off-lease areas which is part of the motion that Eric has presented in the City and in the County. Part of the solution is not limiting the off-leash use in this park but greatly expanding our facilities to meet the tremendous need that exists in our community. If we had a dozen parks just like this one throughout our county surely we would reduce the impact environmental and otherwise on this great place. I appreciate the support of the Council in appropriating funding to prepare a long awaited management plan for the park. With this plan we can make appropriate decisions on the long term interests of managing this resource, preserving for future generations. With a baseline assessment and a management plan we may need to make some modifications down the road in terms of our long term use of the park. However basing our decision on science rather than emotion will surely resolve some of the conflicts that now exist. I thank you all for your patience as we've worked through and struggled through many delicate issues

regarding the park and now ready to make a decision and move forward in the best interest of the Parley's Historic Nature Park.

## Attachment C

### PHNP Outline of the management plan process from 2007 to present

- 01/09/07** Council's briefing from the Administration regarding a proposal to amend sections of *Salt Lake City Code* that would designate Parley's Historic Nature Park (PHNP) as a permitted, dog off-leash area.
- 03/24/07** Community working group's first meeting (broad based-group appointed by the City Council) – facilitators helped guide a process as community members collaborated to explore possible outcomes associated with PHNP (off-leash, preservation, mixed uses, historical features, etc.)
- 07/10/07** Council briefing from the community working group on their findings/recommendations regarding the PHNP
- 07/17/07** City Council adopted a motion to establish PHNP as an off-leash area with legislative intents attached and understanding that modifications may be based upon the findings of the short-term management plan and upon the long term findings of the master plan/management plan developed by the Administration.
- 03/08/08** City issues Requests for Proposal for consultant, selects and contracts with consultant to perform master plan and establishes Stakeholder Advisory Committee
- 08/11/08** Baseline Conditions Analysis Begins

#### **Baseline Conditions and Issues Identification Public Process**

- 11/05/08** Steering Committee Group Meeting
- 11/08/08** Public Interviews in Parley's Historic Nature Park – 53 interviews
- 12/10/08** Public Interviews at Sugar House Garden Center – 28 attendees
- 01/28/09** Neighborhood Interview (organized by Nancy von Allmen) – 13 attendees
- 02/12/09** Neighborhood Interview (organized by Rita Lund) – 10 attendees

**11/08 – 03/09** E-mails, letters, phone calls and stakeholder comments on report – 83 e-mailed comments

**02/18/09** Steering Committee Group Meeting

#### **Comprehensive Use Plan Public Process**

**04/02/09** Charrette and Site Tour

**04/02/09** Steering Committee Group Meeting

**04/03/09** Open House and Mayor’s Forum – 70 attendees, 14 written comments at event, 103 e-mailed comments

**04/09 – 02/10** E-mails, letters, phone calls and stakeholder comments on report – 49 written comments

**04/22/09** Steering Committee Group Meeting

#### **Management Strategies Public Process**

**12/16/09**

**01/13/10**

**01/27/10**

Steering Committee Group Meetings

**03/18/10**

Planning Open House, 171 attendees, 85 written comments at event, 52 e-mailed comments

#### **Approval Process**

**04/05/10**

Public Services submit formal recommendation to Mayor Becker

**04/15/10**

Mayor’s Open Forum Meeting in Parley’s Historic Nature Park

**04/28/10**

Mayor to submit recommendation to City Council

RECEIVED

AUG 11 2010

RESOLUTION NO. \_\_\_\_ 2010

SLC COUNCIL OFFICE

(Adopting the Comprehensive Use and Management Plan  
for the Parleys Historic Nature Park)

A resolution adopting the Comprehensive Use and Management Plan for the Parleys  
Historic Nature Park.

WHEREAS, Parleys Historic Nature Park is a 63 acre open space area located along  
Parleys Creek, that is used by city and county residents for a variety of nature-related and  
recreational purposes; and

WHEREAS, the Park is owned by Salt Lake City, but is not located within City  
boundaries; and

WHEREAS, the Park has gone through the prescribed process to designate it as an off-  
lease area for dogs; and

WHEREAS, in July 2007, the Salt Lake City Council requested that the City  
Administration develop a Master Plan/Management Plan for the Park; and

WHEREAS, the Plan addresses a multitude of land use issues, including:  
recommendations on long-term preservation items, identification of environmentally sensitive  
areas, protection of the stream bed, identification of boundaries for BMX use, protection of  
wetlands, remediation and clean-up of debris, identification of entry areas into the Park,  
enforcement solutions, and recognition that the Park has multiple legitimate users; and

WHEREAS, the City has hired a consultant to work with City staff, and a public steering  
committee of park users to prepare the Plan; and

WHEREAS, the City Council finds that the Plan is in the best interest of the City and  
community residents; and

NOW, THEREFORE, be it resolved by the City Council of Salt Lake City, Utah:

SECTION 1. The Comprehensive Use and Management Plan for Parleys Historic Nature Park (alternative D-3 revised), a copy of which is attached hereto, shall be and hereby is adopted.

SECTION 2. Effective Date. This resolution shall become effective immediately upon its adoption.

Passed by the City Council of Salt Lake City, Utah, this \_\_\_\_\_ day of \_\_\_\_\_, 2010.

SALT LAKE CITY COUNCIL

By \_\_\_\_\_  
CHAIRPERSON

ATTEST:

\_\_\_\_\_  
CITY RECORDER

APPROVED AS TO FORM  
Salt Lake City Attorney's Office  
Date 8-11-10  
By Boyd Ferguson

RECEIVED MAY 06 2010

RICHARD GRAHAM  
PUBLIC SERVICES DIRECTOR

**SALT LAKE CITY CORPORATION**  
DEPARTMENT OF PUBLIC SERVICES  
DIRECTORS OFFICE

RALPH BECKER  
**RECEIVED**  
MAYOR

MAY 06 2010

**CITY COUNCIL TRANSMITTAL**

Salt Lake City Mayor



David Everitt, Chief of Staff

Date Received: 05/06/2010  
Date sent to Council: 05/06/2010

**TO:** Salt Lake City Council  
JT Martin, Chair

**DATE:** May 5, 2010

**FROM:** Rick Graham, Director   
Public Services Department

**SUBJECT:** Parleys Historic Nature Park – Comprehensive Use and Management Plan

**STAFF CONTACT:** Rick Graham, Director (801) 535-7774  
Public Services Department

Emy Storheim, Open Space Manager (801) 535-7730  
Sustainability Department

Sharen Hauri, Consultant (801) 270-5777  
PSOMAS

**DOCUMENT TYPE:** Briefing Paper

**RECOMMENDATION:** Adopt Mayor Becker's recommendation (Alternative D3 Revised) for the Comprehensive Use and Management Plan for Parleys Historic Nature Park

**BUDGET IMPACT:** N/A

**BACKGROUND/DISCUSSION:** Parleys Historic Nature Park (PHNP) is a 63 acre open space along Parleys Creek that is used by dog owners and their off-leash dogs, hikers, bicyclists and nature lovers. PHNP is located near 2700 East 2700 South, is one of Salt Lake City's official off-leash areas and is a critical link in regional open space and trail networks. In July, 2007, the Salt Lake City Council adopted a motion establishing PHNP as an off-leash area. Included in the motion was a requirement that the Administration develop a master plan/management plan (Plan) for the park. Through legislative intent statements the Plan should address a multitude of land use issues

including: recommendations on long-term preservation items, identification of environmentally sensitive areas, protection of the stream bed, identification of boundaries for BMX use, protection of wetlands, remediation and clean up of debris, identification of entry areas into the park, enforcement solutions and recognize that the park has multiple, legitimate users. The City hired a consultant to work with City staff and a public steering committee of park users, to prepare the plan. The steering committee represented the community and special interest groups with professional qualifications to bring to the process.

Attached is the Final Draft Comprehensive Use and Management Plan for Council review and approval. It is the City's first open space area management plan. The purpose of the Plan is to provide an enjoyable recreation and natural area for a diversity of users while protecting sensitive natural and cultural resources in the park. Following opportunities for public input, including the March 14<sup>th</sup> meeting in the park hosted by Mayor Becker, the Administration is forwarding Alternative D3 Revised (Mayor's Recommendation) to the Council for consideration and adoption.

#### **DETAILS OF MAYOR'S RECOMMENDED ALTERNATIVE:**

- Seeks to simplify and enforce current rules.
- Supports multiple uses (such as; hiking, off-leash dog walking, cyclist and Parleys Trail users, BMX and nature enthusiasts).
- Off-leash play areas-12 acres.
- Off-leash trails-2.04 miles.
- On-leash trails (including Parleys Trail)-1.21 miles.
- Preserve trails (prohibit dogs)-0.62 miles.
- 2 stream access play areas at east and central locations.
- Seeks to protect the natural and cultural resources.
  - Emphasizes riparian restoration and protection for at least 4.7 acres, which includes a 50'-100' riparian buffer restoration zone from the stream on each bank which complies with City's Riparian Corridor Overlay Ordinance.
  - Designates a 15 acre wetland and historic structure protection area
- There has been an extensive public process with over 15 facilitated meetings for public and stakeholder input.
- This process developed goals with public and steering committee stakeholders to:
  - Protect and restore riparian corridor.
  - Improve water quality.
  - Protect and restore natural resources and biodiversity.
  - Protect and restore cultural and historic resources.
  - Maintain and enhance multiple use with minimal conflict.
  - Uphold management responsibilities.
  - Broaden community stewardship and appreciation for the park.

- Management strategies have been developed as an integral component of this plan to ensure the above goals are met, policies are upheld, monitoring is conducted and adaptive management actions are identified.
- The implementation budget will be developed once an alternative has been approved.
- Salt Lake City has created and manages seven (7) off-leash dog parks and has over 22 acres of off-leash area, far exceeding what other municipalities and the County offer.
- The Administration is identifying two (2) additional locations for new off-leash dog parks

**PUBLIC PROCESS:** Public meetings and open houses have been held. A public member steering committee participated in the process.



**Parley's Historic Nature Park**  
**Comprehensive Use and Management Plan**

**DRAFT 5.4.10**

**Prepared for:**

Salt Lake City Corporation

**Prepared by:**

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## A. Introduction

Parley's Historic Nature Park (PHNP) is a 63-acre open space along Parley's Creek that is used by hikers, bicyclists, dog owners and their dogs, and nature lovers. PHNP is located near 2700 East 2700 South and is a critical link in regional open space and trail networks. PHNP will be the first open space park area for which Salt Lake City has developed a management plan. The intent of park management is to provide an enjoyable place to recreate for a diversity of visitors while protecting sensitive natural and cultural resources in the park.

This *Comprehensive Use and Management Plan* was completed in four stages:

- *Baseline Conditions* - analyzed existing conditions using scientific and expert study on the ground and a review of decisions, policies and stakeholders that have shaped the park's evolution.
- *Comprehensive Use Alternatives* - defined the goals for the park and the desired resource protection priorities and visitor experience.
- *Management Strategies* - developed a guideline for management, maintenance, monitoring and decision making that highlights Best Management Practices and site-specific strategies.
- *Improvements Plan* - prepared an action plan of recommended capital improvements, maintenance and research needs to achieve these goals.

The proposed *Comprehensive Use and Management Plan* was prepared by consultants for the Public Services Division. The recommendations here are based on professional judgment, best management practices and a realistic assessment of city resources to manage and maintain the park. This is informed by:

1. Scientific study of water quality, the riparian corridor, wetlands, wildlife, vegetation and weeds, soils, cultural features, and observations of recreation behavior,
2. Review and compliance with existing city, county, state and federal policies,
3. Best management practices for protecting, restoring and maintaining open space areas and water resources.

After public review and comment, these recommendations will be forward to Salt Lake City Administration for their consideration. An Improvements Plan and associated cost estimate will be drafted after the administration reviews, updates and approves a final plan.

This document is considered a draft until the stakeholders, the public and city administration complete their review and input on the plan.



*Sandstone aqueduct, a remnant from the historic Pleasant View Canal.*

## B. Existing Conditions

Parley's Creek and the land that surrounds it at the mouth of Parley's Canyon have a special place in Utah history as a crossroads, a center of industry, and an important natural resource. A significant citizen-led effort through the 1970's and 1980's established Parley's Historic Nature Park (PHNP) to protect important resources and to protect it for public enjoyment for generations to come.

Today, the 63-acre park is home to diverse wildlife and vegetation, critical water resources and a variety of recreation - hikers, off-leash dog walkers, BMX bikers and users on the regional Parley's Trail. This report summarizes the different resources of the park, how people wish to use and experience the park, and the different policies and agency responsibilities that need to be upheld here.

### Policy Framework

PHNP is located in Salt Lake County, but is owned and managed primarily by Salt Lake City. Major responsibilities include upholding:

- Federal standards and guidelines for protecting clean water and air, wetlands, endangered animal species (Bonneville Cutthroat Trout) and historic properties,
- State of Utah water quality standards,
- Salt Lake County ordinances, including animal control,
- Salt Lake City policies, including the Riparian Corridor Ordinance, Open Space Master Plan and the Off-Leash Dog Area Ordinance,
- Salt Lake City park rules and PHNP rules for off-leash dog use, and
- Easements and access for flood control, highway operations, power station, emergencies and other maintenance.

### Natural Resources

Before settlement of the valley, PHNP was likely a major wildlife habitat and corridor as it bridges mountain and valley habitats. The diversity of vegetation—north-facing woodlands and springs, south-facing oak shrubland, and a riparian corridor between, is remarkable and unique in the city. Industries within the park (gravel extraction, asphalt,

power station) and development around the park (highways and homes) compromised its value to wildlife and disturbed large swaths of vegetation, leading to erosion and weeds in several areas. Today, its ecological isolation, high human use and the large number of unleashed dogs minimize its importance to larger wildlife and many ground-dwelling animals. However, PHNP is still one of the most ecologically valuable open spaces in the valley. Parley's Creek riparian corridor is the most significant ecological feature, with quality aquatic (fish) and avian (bird) habitat because the stream remains continuous and because birds easily fly between trees on this stretch of creek and others. Endangered Bonneville Cutthroat Trout can be found in this stretch of creek and are thriving in upstream locations. Migratory, neo-tropical birds have historically used the park, and an interesting diversity of raptors, owls and other birds have resided here.

The ecological health of the park's and of the open space network it links to hinges on Parley's Creek. A healthy riparian corridor, including tall overstory trees, low understory shrubs, and good water quality is essential and a priority to the city. A riparian vegetation buffer keeps pollutants that are washed downhill (dog waste, chemicals running off the highways, sediment from eroding areas) from directly entering the stream. It also protects the roots of the larger trees and shades the creek to improve aquatic habitat. Unfortunately, riparian vegetation is missing or damaged in numerous places within the park and subsequently, the creek does not meet water quality standards many times during the year.

Major impacts to the creek include trampling of understory vegetation; "shooting the tube," which leaves large pieces of wood behind; portions of the BMX course that are very close to the creek, and sediment from numerous eroded areas. Other concerns in PHNP include: protecting wetlands and wet spring areas; controlling weeds, which are prevalent in some areas, but still controllable; improving the quality of water exiting several culverts and entering Parley's Creek; and minimizing erosion off steep hillside drainages and from user-created trails.

## Cultural Resources

The period of pioneer settlement and industry was one of intense use of Parley's Canyon and Creek. PHNP was a true crossroads. "The Golden Road" through the park was used by 60,000 immigrants as they entered the valley. Over time, this route also served as a toll road, a sheep road, Pony Express route, stagecoach route, railroad corridor, the Lincoln Highway and eventually Interstate 80.

Several significant structures remain from this "crossroads" era. Dudler's Inn's foundation, wine cellar are likely eligible for the National Register of Historic Places (NRHP) and are documented with the State Historic Preservation Office. The sandstone aqueduct arch from the Pleasant View canal is probably the most visible and impressive feature remaining. The site also has potential to be studied as a Historic American Landscape—a collection of buildings, roads, site features, and human-altered natural areas that tells a story of the place as a whole. Remnant plantings from early settlers, including fruit trees, bulbs and rows of vegetation are evidence of homestead areas. Five interpretive monuments in the park tell many of these stories.

These existing cultural resources are suffering from several different impacts. The aqueduct has a poorly functioning culvert underneath it, which has directed water onto the sides of the structure and the earth below it, causing significant damage. The historic wall is crumbling due to recreation use and trees roots above it. The cellar is a frequent victim of vandalism. Little has been done to protect these features long-term.

## Visitor Experience

PHNP is heavily visited by dog walkers, BMX bikers, people "shooting the tube," hikers and cyclists. Visitation has skyrocketed since the park began to welcome off-leash dog use. This is one of the few natural places people can legally take a dog for a walk off-leash in the city. However, as the character of the park has changed, some people feel like they have

been displaced, especially those who used the park to simply experience and appreciate nature. Many of these visitors feel that their experience is hampered by seeing the damage done to park resources by increased use and off-leash dogs.

Accessing the park is another major issue. With limited parking at the main trail into the park, users spill over into the adjacent Tanner Park parking lot and into the neighborhood. Many neighbors complain about trespass (primarily by dogs), noise and on-street parking filled by park users. Users complain about the main trail into the park becoming very slippery and dangerous in winter months. Parley's Trail (opening in 2010) will make PHNP much more accessible by bike, stroller or wheelchair, although it will not meet ADA standards due to the steep grades in the park. It will also bring more people into the park, close to the historic properties and in close contact with off-leash dogs.

Despite all of the demands on the park, there are only a few improvements (two bridges and two mail trails) and no trash collection, restrooms, or lighting. Most visitors stated they were happy to see it stay that way. Many also stated that their experience depended on feeling like they were in a natural area and that they had the freedom to do what they wanted there.

## Summary

Currently, resource conditions are unsustainable and park usage is expected to continue to rise. Without a change in the current hands-off management approach, the riparian corridor, water quality and historic properties will continue to deteriorate and the future cost to restore them will rise. Many of the policies and regulations that apply to this park and the resources in it are currently not upheld. Enforcement of existing rules is a critical first step, followed by restoring conditions to a sustainable state. *The Comprehensive Use and Management Plan* addresses these issues and proposes solutions that appear to be effective in this context.

## C. Guiding Principles

### 1. Park Significance

Parley's Creek and the land that surrounds it at the mouth of Parley's Canyon has a special place in Utah history as a crossroads, a center of industry, and an important natural corridor. It is one of the largest and most diverse natural open spaces in the Salt Lake valley, and contains one of the most natural and contiguous riparian corridors in Salt Lake City. Its location and topography—a steep gully at the intersection of foothills, canyon and valley containing the largest creek entering Salt Lake City from the Wasatch Mountains—support significant aquatic, riparian, woodland, springs and wetlands and scrub oak-grassland habitats.

### 2. Park Purpose

The 63-acre park was assembled to protect and interpret the natural diversity and cultural artifacts of this corridor along Parley's Creek and to provide an outdoor recreation opportunity in an urban setting. For decades, it has been identified as a critical link in open space and trail networks for the valley, at the junction of the Bonneville Shoreline Trail and the Parley's Trail.

### 3. Planning Constraints

The park is managed within a framework of policies and standards, as outlined in the Baseline Conditions Report. In addition to City and County ordinances and plans, it respects the recommendations and needs of other agencies to the greatest extent possible, such as Salt Lake County Flood Control, the Division of Wildlife Resource.

The following are basic agreements that define our planning framework:

1. As this plan is the city's first management plan for an open space area, previous agreements or precedents in this open space park and others are subject to reconsideration.

2. The park requires management as a natural open space, with different standards and goals from City park management.
3. Unrestricted access will be re-evaluated in light of the equally valid goals of visitor experience diversity and resource protection.
4. Multiple-use recreation will be supported, including off-leash dog recreation, BMX, trail users, nature appreciation, and others, provided they can be accommodated without impacting the sustainability of the park.
5. Parley's Trail use will be managed to a standard compatible with the park and with other segments of the trail.
6. Protection of the riparian corridor and wetlands are the highest priority and will follow, at minimum, the recommendations of the City's Riparian Corridor Ordinance and Study.
7. All stakeholder concerns are respected and considered equally, and are balanced with the overall park goals.

### 4. Park Goals

These park goals are the result of the *Baseline Conditions* report analysis, stakeholder discussion and public input.

1. Protect riparian corridor and water quality
2. Protect and restore cultural and natural resources
  - Water Resources
  - Plant Communities
  - Wildlife and Habitat
  - Biodiversity
  - Historical Sites

### 3. Restore damaged areas

- User-created trails
- Culverts
- Stream bank erosion
- Missing riparian corridor vegetation and habitat
- Hillside erosion
- Historic properties
- Noxious weeds

### 4. Maintain and enhance multiple uses with minimal conflict

- Off-Leash dog walking
- Walking, trail running and hiking including ADA access
- Regional trails and connections
- BMX
- Cycling
- Water Access
- Nature Appreciation and education

### 5. Identify additional locations for off-leash dog recreation

### 6. Uphold management responsibilities.

- Limiting impacts on neighboring properties
- Disaster prevention, including fire, flood, point-source water quality threats
- Emergency and maintenance access
- Ordinances, laws and policies

### 7. Formalize monitoring and adaptive management

- Scientific Studies to Develop Monitoring Baselines
- Implement Best Management Practices
- Manage Users Based on Data
- Multi-Agency Coordination

### 8. Establish and enforce rules

- Law Enforcement
- Self Policing and Volunteer Patrol
- Zoning and conservation easements
- Signage and interpretation

### 9. Develop consistent funding sources to implement goals

- Agency Partnerships
- Grants
- Private Sponsorship



*Dogs and their owners on the entry trail.*

## D. Comprehensive Use Planning

### 1. Parks and Open Space Management

Salt Lake City owns and manages a variety of land for public recreation, from traditional parks to open space lands. Some properties, such as Cottonwood Park and the International Peace Gardens along the Jordan River, have many features of a traditional park, but also include the more natural Jordan River corridor and trail system. In the past, most of these lands were managed to maximize recreational use. With a new City emphasis on sustainability, open space and managing natural systems, park management needs to be rethought to better protect natural resources and offer a wider diversity of recreation. Salt Lake City is purchasing open space lands, expanding its trail networks, and permitting more off-leash dog recreation areas. The new and evolving demands of an expanding population require a different approach. This plan proposes new management framework that can be applied to all city properties where public recreation is encouraged.

While PHNP was originally planned and donated as a natural open space, for decades, PHNP has been managed in a hands-off manner, allowing unlimited recreation access. This has seriously degraded portions of the nature park. Restoration to a more sustainable, healthy condition will take a substantial investment, likely in the hundreds of thousands of dollars. This cost could have been avoided and must be avoided in the future through active management and oversight of appropriate uses. The City is committed to managing it to a new standard, focused on resource protection in addition recreational use. There requires trade-offs in existing use and future priorities.

### 2. Visitor Experience and Resource Protection Framework

This management plan is the first in the city to utilize the principles of the *Visitor Experience and Resource Protection Framework* (VERP). This management framework was developed by the National Park Service to help address the challenges of visitor use and carrying capacity in light of protecting the special resources for which these parks were established. It is used in many other places with significant resources and high recreation demands. This method recognizes that resource protection and a positive visitor experience are often equal priorities and that the variable that must change is allowing unlimited, unrestricted access. The culmination of this process is applying *prescriptive management areas* to different parts of the park to reflect different management priorities based on what the landscape can support.

### 3. Spectrum of Alternatives

A range of alternatives was developed to meet varying goals of improving the visitor experience and resource protection. In the end, a total of eight alternatives were developed and presented to the public before a final preferred alternative was refined. The alternatives generally reflected a range of resource protection levels, which were shaped by many local, state and federal policies that must be upheld. Then, alternatives were adjusted to accommodate the range of users and visitor experiences desired. Many management strategies for improving the visitor experience improvements could be applied to any one of these alternatives. A comparison of alternatives is found on p. 12 and maps of the alternatives are found on p. 13 through 14. The recommended *Comprehensive Use Plan*, Alternative D3 is on p. 15.

## 4. Prescriptive Management Areas

A new management approach is proposed, called *Prescriptive Management Areas*. This establishes a range from highly-developed and impacted areas of the park to highly protected natural preserve areas. *Prescriptive Management Areas* are applied here to suit PHNP's unique resource and visitation goals, but can also apply to traditional city parks and more remote, protected open space lands. Every park can be mapped according to these zones and maintained and managed accordingly. Designated use areas and trails clearly define appropriate uses to improve public safety, minimize maintenance and protect sensitive resources.

The following *Prescriptive Management Areas* are proposed and shown on the recommended *Comprehensive Use Alternatives* where applicable:

### Trails

- Supports use on the trail only
- Self directed activities, like hiking, biking, dog-walking as directed by trail signs
- Moderately maintained and monitored to promote safety and reduce user conflict
- Lands adjacent to trail are managed to the standard of their prescriptive management area

### Active recreation area

- Promotes and supports heavy use
- Often single-purpose recreation, such as sports fields, picnic pavilions in designated recreation areas
- Heavily maintained and manicured

### Passive recreation area

- Promotes and supports moderate use
- Often self-directed activities, like Frisbee, informal sports games or leisure activities, like reading, painting, learning on improved sites such as turf, courts and improved areas
- Moderately maintained and manicured

### Off-leash dog area

- Promotes and supports heavy use
- Designed and managed to promote off leash dog use
- Heavily maintained to mitigate impacts

### Natural area

- Promotes and supports moderate use in natural setting
- Self-directed activities, like hiking, biking, or orienteering on designated trail or areas
- Moderately maintained to minimize resource degradation (such as reducing weeds, limiting erosion, improving water quality, managing flooding)

### Protection area

- Promotes and supports light use in natural setting
- Self-directed passive activities, focused on the protected resource, such as hiking, education, interpretation, wildlife watching on trails or designated areas
- Maintained to enhance natural system (such as protecting habitat, restoring natural hydrology, adapting to natural changes over time)

### Restoration area

- Discourages or restricts access and use from natural areas under restoration
- Actively restored, maintained and monitored to improve degraded natural resources or cultural features

### Preserve area

- Restricts and discourages access and use in sensitive resource area
- Suitable for occasional use for stewardship or education
- Moderately maintained and monitored to conserve unique, high-quality natural resources or cultural features

The following legend corresponds these *Prescriptive Management Areas* to the maps that follow.



A range of eight alternatives was developed. They were discussed with the advisory committee and key stakeholders before a final preferred alternative was refined. The alternatives generally reflect a range of resource protection levels, which were shaped by many local, state and federal policies that must be upheld. Then, alternatives were adjusted to accommodate the range of users and visitor experiences desired. Many management strategies for improving the visitor experience improvements could be applied to any one of these alternatives.

The Alternatives Comparison table on the following page summarizes the major goals and design highlights of each of the alternatives and the recommended *Comprehensive Use Plan* - Alternative D3. This preferred alternative, was a refinement of Concept D, based on stakeholder comment and professional judgement. It was further refined with input from Mayor Ralph Becker before submittal to the City Council.

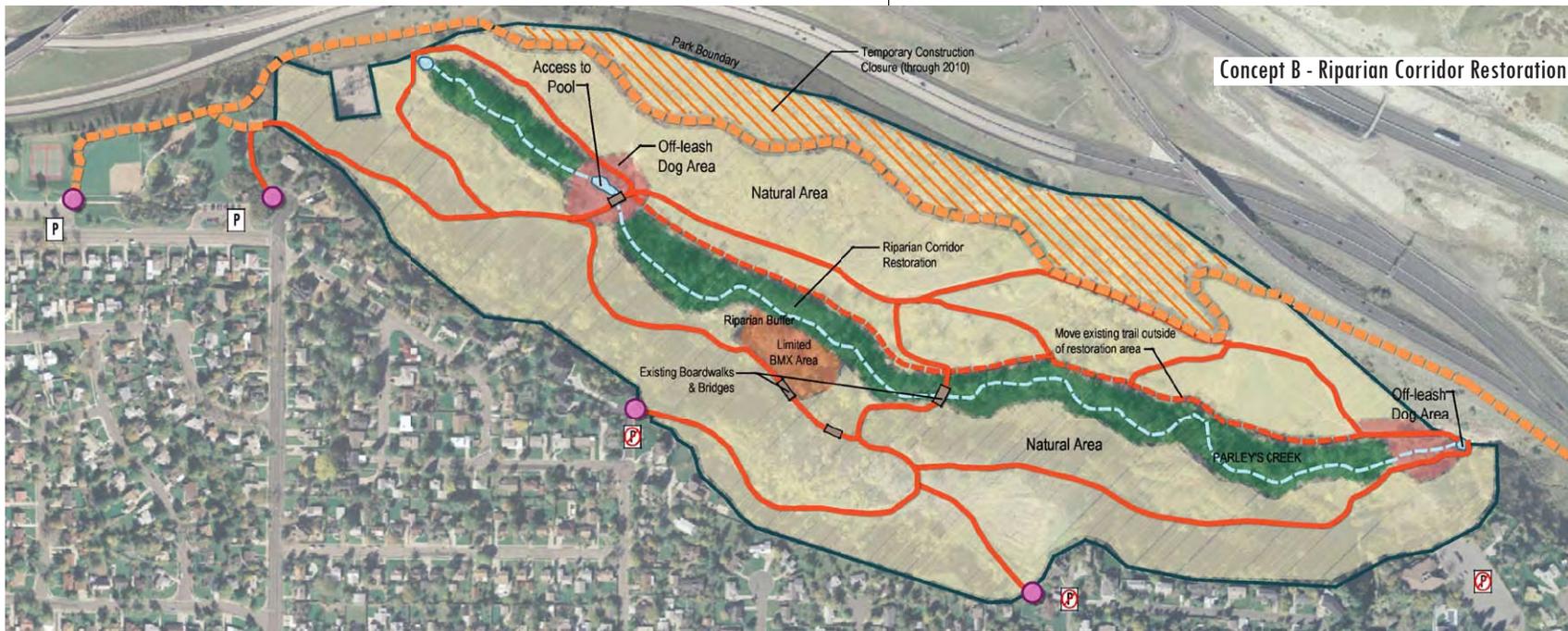
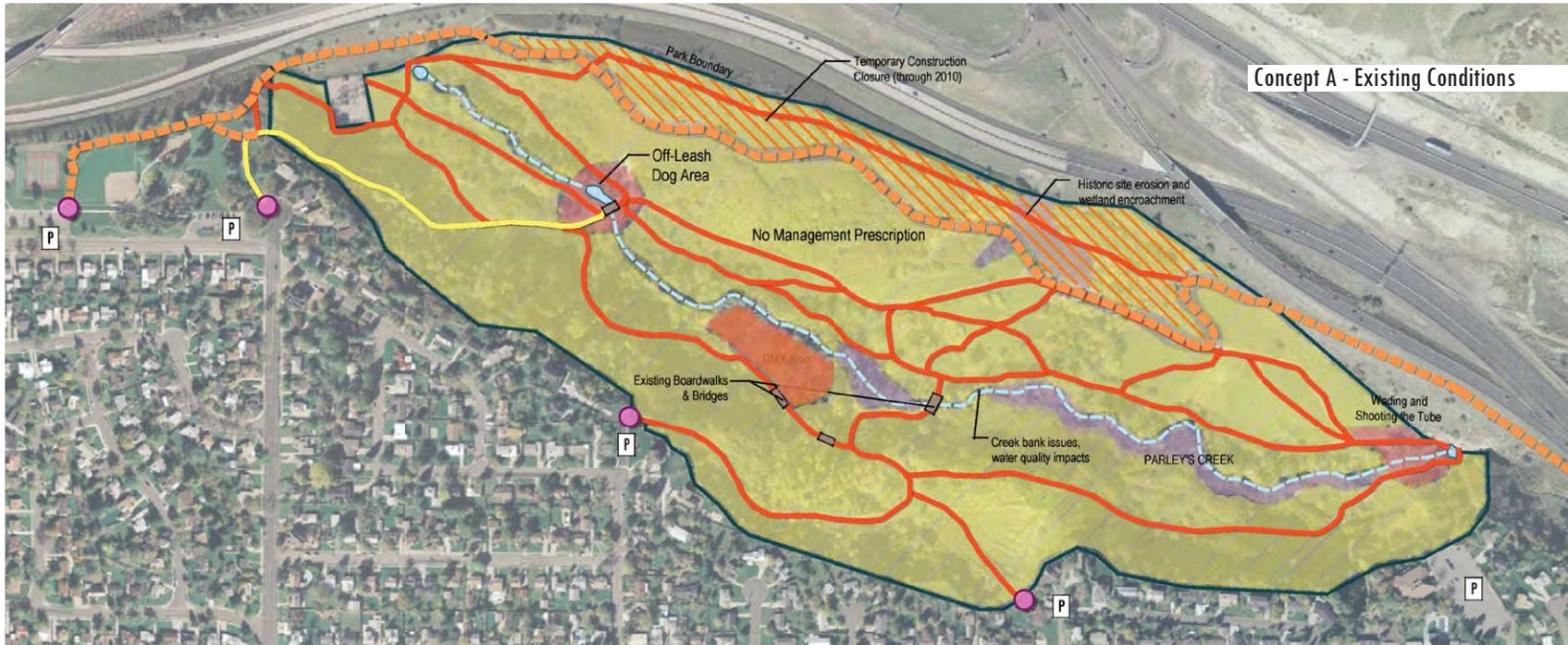
**All alternatives (except Existing Conditions) include the following management strategies:**

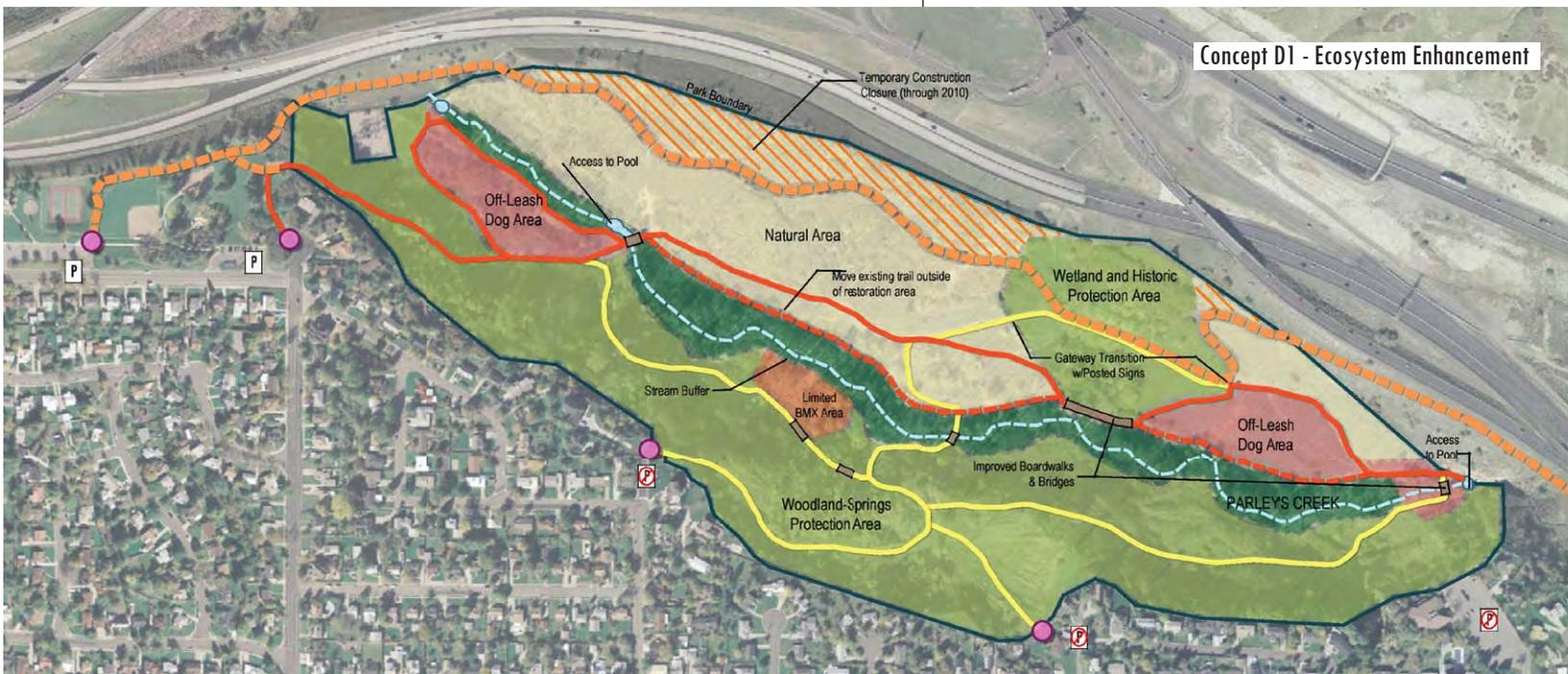
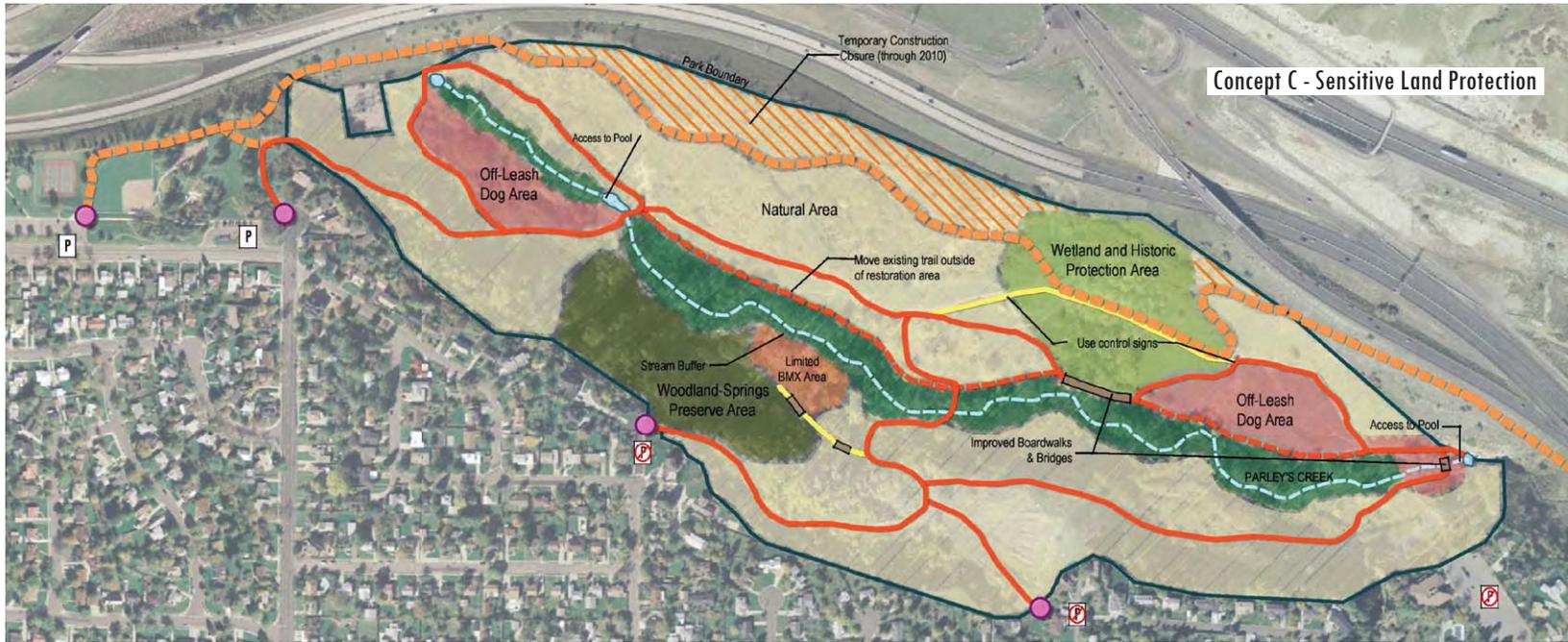
- Bring all park improvements into compliance with Riparian Corridor Ordinance.
- Increased enforcement of off-leash regulations, parking regulations, and illegal activities such as camps, partying and graffiti.
- Eliminate user-created trails.
- Designate BMX area boundaries and move use back from creek with a no-build buffer zone.
- Adopt neighborhood parking restrictions to minimize disturbances and traffic.
- Add flood control debris basin, designated cleanout points (east culvert, bridge, west culvert), and safety improvements to west culvert inlet.
- Restore eroding culverts outlets and drainages and address water quality of discharged water.
- Control invasive plant and animal species.
- Complete Parley's Trail with uses determined by City, County and PRATT. Assumed to include an on-leash requirement
- Launch trail etiquette campaign to encourage people and dogs to stay on trail and reduce user-created trails. Increase stewardship and education.
- Pro-actively identify and establish other off-leash recreation areas in City and County.

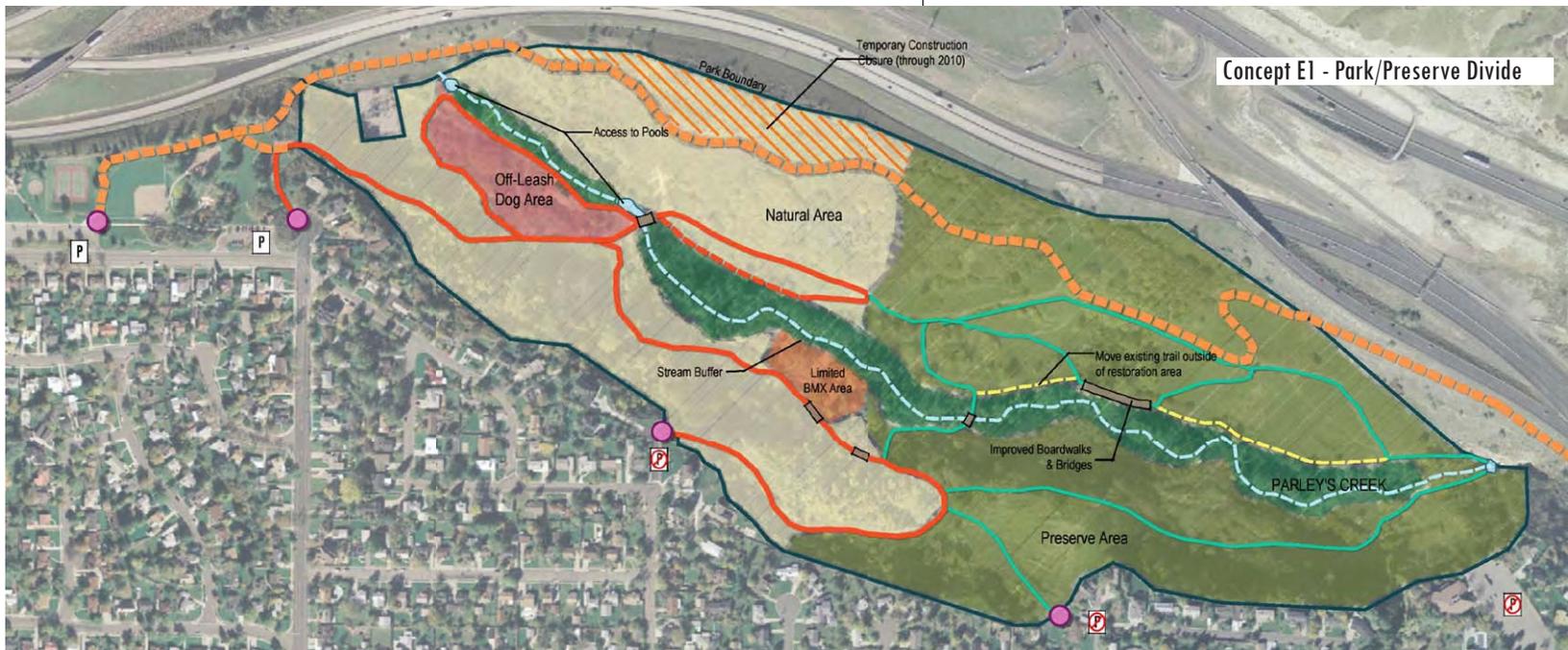
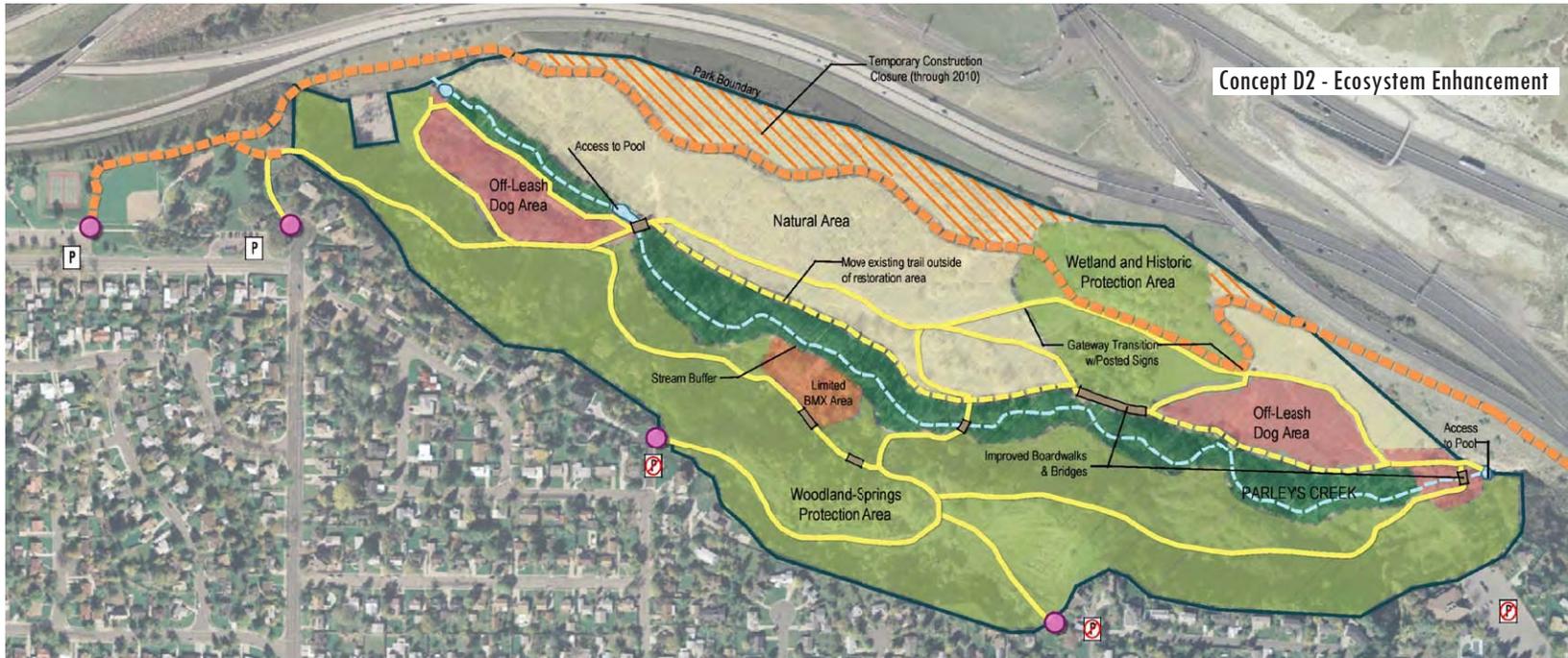
## 5. Comparison of Comprehensive Use Plan Alternatives

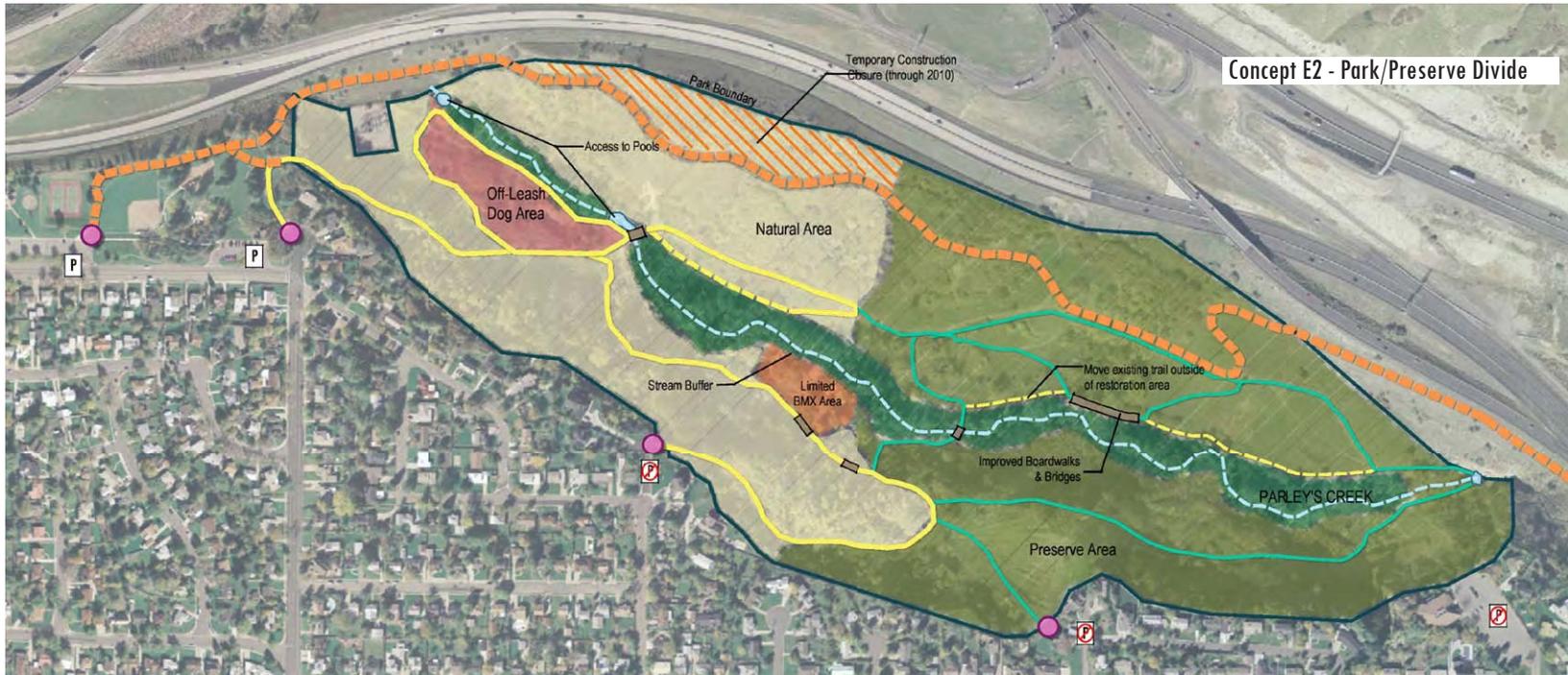
	<b>Goal</b>	<b>Design and Management Strategies</b> <i>(for resource protection and visitor experience)</i>
<b>Concept A</b> Existing Conditions	Maintain current recreation patterns.	All trails and areas open to off-leash dog use. Unlimited access to creek. BMX, Shooting the Tube use. New Parley's Trail. Mitigate resource degradation problems as they arise. Unlimited recreation use and few conflict controls.
<b>Concept B</b> Riparian Corridor Restoration	Restore riparian corridor while maintaining current recreation patterns.	Riparian corridor closed for restoration and trails moved out of corridor to comply with Riparian Corridor Ordinance. Designated creek access points for people and dogs wading. Off-leash areas next to access points. BMX use continues, but buffered from creek. All trails off-leash, but use confined to trail itself in Natural Areas. New Parley's trail. Outside riparian corridor, mitigate resource degradation problems as they arise. Minimal recreation restrictions.
<b>Concept C</b> Sensitive Land Preservation	Restore riparian corridor and sensitive lands. Maintain current recreation to greatest extent possible.	Riparian corridor, wetlands and springs closed for restoration and trails moved out of these areas. Designated creek access points for people and dogs wading. Designated off-leash areas. BMX use continues, but buffered from creek. Protection Area around historic sites and wetlands and Preserve Area around hillside springs. Trails off-leash in Natural Area and on-leash in Protection and Preserve Areas. Use confined to trail itself. New Parley's trail.
<b>Concept D1, D2, D3</b> Ecosystem Enhancement	Reinstate nature park character to portions of park and support off-leash use in others. Improve the overall ecosystem to restore biodiversity.	Riparian corridor, wetlands and springs closed for restoration and trails moved out of these areas. Designated creek access points for people and dogs wading. Designated off-leash areas. BMX use continues, but buffered from creek. New Parley's trail. Protection Area around historic sites, wetlands, and hillside springs with on-leash use only permitted. Off-leash permitted only after sensitive areas are protected.  <b>Concept D1</b> - Mixture of off-leash and on-leash trails. <b>Concept D2</b> - All trails on-leash. <b>Concept D3</b> - Mixture of off-leash, on-leash and no-dog trails.
<b>Concept E1 and E2</b> Divided Park - Recreation and Preserve	Split park into nature preserve area and recreational area that allows off-leash dogs. Improve the overall ecosystem and restore biodiversity in preserve area.	Riparian corridor, wetlands and springs closed for restoration. Trails moved out of these areas. Designated creek access points for people and dogs wading with an adjacent designated off-leash areas. BMX use continues, but buffered from creek. Trail system on recreation side. Permanent closure of east end to create Preserve with no dogs and limited human access. New Parley's trail.  <b>Concept E1</b> - Recreation trails off-leash. <b>Concept E2</b> - All trails on-leash.
<b>Concept F</b> Biodiversity Preserve	Re-create park as a nature preserve focused on improving the ecosystem and biodiversity to maximum achievable in urban setting.	Permanent closure of majority of park to all non-essential use. Invest heavily in restoration. Eliminate current recreation and trail use from park. Allow trail use for stewardship and education only with no dogs allowed.

## 6. Comprehensive Use Plan Alternatives









## 7. Recommended Comprehensive Use Plan - Alternative D3 revised



## G. Management Strategies

### 1. Adaptive Management

Parley's Historic Nature Park will utilize an *adaptive management* approach to making decisions and changing management actions to adapt to future conditions. Adaptive management is a structured, iterative process of decision-making that uses ongoing monitoring to guide it. Monitoring, such as surveys of recreation users, samples of water quality, or measuring the extent of damaged vegetation, is used to understand current conditions and whether or not the existing management actions are successfully achieving park goals. Adaptive management is essentially "learning by doing."

Salt Lake City plans to use adaptive management in this open space park and others to help address changing conditions such as:

- Increasing recreation use
- Restoration projects
- Drought, flood, fire, climate change and other natural acts
- Weeds, erosion and other management goals

As adaptive management is applied to PHNP, the park managers may decide to open or close certain use areas, change an area's prescriptive management strategy, and start or end restoration projects. Monitoring of conditions is essential, and the city will likely enlist volunteer stewards when possible to help achieve these goals.

### 2. Applicable Policies

Recommended actions support the park's long-term sustainability, minimizing maintenance costs, and ability to enforce the plans. They will also uphold all adopted standards and policies. Several of these are listed in detail on the following pages and include:

1. Existing Parley's Park rules and rules for Off-Leash Dog Areas
2. Salt Lake City and County planning and Animal Control Ordinances

3. Salt Lake City Riparian Corridor Ordinance
4. Salt Lake City Open Space Lands Ordinance
5. Salt Lake County Water Quality Stewardship Plan
6. Salt Lake County Open Space Management Plan
7. Utah State Water Quality standards
8. U.S. Army Corps of Engineers guidelines for wetlands
9. U.S. Endangered Species Act
10. U.S. Secretary of the Interior's Guidelines for Historic Preservation

The following pages summarize plan goals and policy standards and outline adaptive management strategies and monitoring required to achieve these goals.



View of the different woodland communities in PHNP.



Parley's Creek as it flows through PHNP.

## 2. Adaptive Management Strategies

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
<b>Goal 1: Protect and restore the riparian corridor.</b>			
<p>A. Limit development of Riparian Corridor. (<i>see sidebar</i>)</p> <ul style="list-style-type: none"> <li>No disturbance (trails or development) within 25' of creek Average High Water Line (AWHL). Existing bridges and boardwalks may remain.</li> <li>Limited structures between 25-50' of AWHL, including trails, boardwalks, benches, where impacts can be limited or mitigated.</li> </ul>	<ol style="list-style-type: none"> <li>At minimum, meet Riparian Corridor Ordinance, but expand buffers as needed to protect the creek, vegetation and wildlife.</li> <li>Support intent of Open Space Lands Master Plan.</li> </ol>	<ol style="list-style-type: none"> <li>Collaborate on all proposals for new development, management and maintenance practices within the park.</li> </ol>	<ol style="list-style-type: none"> <li>If not successful, set up fines and formal permitting process for the park.</li> </ol>
<p>B. Limit streamside activity to designated trails and access points:</p> <ul style="list-style-type: none"> <li>Reduce compaction and bank erosion by eliminating user-created access and trails, except at designated points. Move designated trail out of corridor as needed and do not permit off-leash use until corridor is protected.</li> <li>Create shared access points capable of supporting high-intensity use for recreation and flood debris cleanout. Close and restore all other access points.</li> </ul>	<ol style="list-style-type: none"> <li>Meet the Best Management Practices recommended in the Riparian Corridor Study.</li> <li>Encourage in-stream fishing access only if fishery achieves a sustainable population.</li> </ol>	<ol style="list-style-type: none"> <li>Staff observation of vegetation conditions and user-created trails with weekly spot checks.</li> <li>Staff maintenance monthly to address problem spots.</li> <li>Monitoring report by trained volunteers 4 times a year in different conditions.</li> <li>Use data to indicate target areas for education, signage, or enforcement operations.</li> </ol>	<ol style="list-style-type: none"> <li>Redesign trails and access points and use fencing, signage, education and soft patrol to guide behavior towards compliance.</li> <li>If not successful, ticket violators and increase enforcement.</li> <li>If not successful, redesign trail, fencing or access points.</li> <li>If not successful, consider closing trails or access points.</li> </ol>
<p>C. Restore and protect riparian corridor:</p> <ul style="list-style-type: none"> <li>Close sections or the entire corridor for restoration with fencing and warning / education signs.</li> <li>Replant understory and overstory riparian vegetation.</li> <li>Improve habitat to increase diversity of permanent and seasonal wildlife (see section 3A).</li> <li>Open trails adjacent to riparian corridor only after resources are adequately protected.</li> </ul>	<ol style="list-style-type: none"> <li>Meet the Best Management Practices recommended in the Riparian Corridor Study and the Salt Lake County Water Quality Stewardship Plan.</li> <li>Support intent of Open Space Lands Ordinance.</li> <li>Where possible, support sustainable recreation during restoration projects.</li> </ol>	<ol style="list-style-type: none"> <li>Use 2009 Riparian Corridor Study as baseline conditions.</li> <li>Staff observation of corridor conditions with weekly spot checks.</li> <li>Staff maintenance monthly to address problem spots.</li> <li>Monitoring report of bank conditions by trained volunteers 4 times a year in different seasons.</li> <li>Use data to indicate target areas for education, signage, or enforcement operations.</li> </ol>	<ol style="list-style-type: none"> <li>Allow access on designated trails and fence restoration closures.</li> <li>If successful, consider permeable fence (such as split rail) or remove fence but reinstate restoration fence if conditions deteriorate.</li> <li>If not successful, close access to adjacent areas.</li> </ol>

*continued*

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
<p>D. Allow Parley's Creek to meander.</p> <ul style="list-style-type: none"> <li>• Avoid new improvements (such as trails and bridges) and locate bridges and structures in straight stretches to allow meandering.</li> <li>• Interfere or change meandering only to protect neighboring homes, roads and power station.</li> <li>• Manage woody downfall to benefit aquatic life and water quality where possible.</li> </ul>	<ol style="list-style-type: none"> <li>1. Meet the Best Management Practices recommended in the Riparian Corridor Study.</li> <li>2. Plan for changes likely to occur at 5, 10, 100-year storm events.</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff observation of conditions with weekly spot checks.</li> <li>2. Staff monitoring and maintenance monthly or after major flood events to look for signs of changing banks, undercutting, erosion and condition of erosion control structures.</li> </ol>	<ol style="list-style-type: none"> <li>1. Analyze and consider new design following major flood events. Act upon signs of long-term impacts.</li> <li>2. Remove structures that become permanently endangered by new river meanders.</li> </ol>
<b>Goal 2: Improve water quality.</b>			
<p>A. Restore Parley's Creek water quality to meet Utah State water quality standards. (see sidebar)</p> <ul style="list-style-type: none"> <li>• Mitigate impacts from park users and dog waste.</li> <li>• Prevent point-source pollution from tar/ asphalt pits.</li> <li>• Prevent impacts from upstream water treatment plant and others.</li> </ul>	<ol style="list-style-type: none"> <li>1. Meet Utah State water quality standards for Domestic Water (1C), Recreation (2B) and Aquatic Life (3A).</li> <li>2. Develop Crisis Management Plan for catastrophic water quality failures.</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff or agency monitoring of Parley's Creek 2-4 times a year at different flow levels at the top and bottom of park to measure change in water quality. Measure turbidity, temperature, e-coli, coliform and dissolved oxygen.</li> <li>2. Baseline test of impact of tar/asphalt pit seep.</li> <li>3. Staff or agency monitoring of tar/ asphalt pit 2-4 times a year or as needed.</li> </ol>	<ol style="list-style-type: none"> <li>1. Education, signage and soft patrol on Parley's Creek with information on water quality and discouraging use when deficient.</li> <li>2. If not successful, close problematic creek access points.</li> <li>3. Study removing or remediating tar/ asphalt pits.</li> </ol>
<p>B. Protect and restore wetlands and springs.</p> <ul style="list-style-type: none"> <li>• Restore and maintain upland buffer around wetlands and springs to protect them and enhance biodiversity.</li> <li>• Discourage access through signs and impenetrable vegetation.</li> <li>• Eliminate diversion channels and restore natural drainage pattern of springs on south side.</li> </ul>	<ol style="list-style-type: none"> <li>1. Maintain 50' buffer around wetlands and springs, as preferred by Army Corps of Engineers.</li> <li>2. Maintain in restored condition.</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff observation of conditions with weekly spot checks.</li> <li>2. Staff maintenance monthly to address problem spots.</li> <li>3. Monitoring report by trained volunteers 4 times a year in different conditions.</li> </ol>	<ol style="list-style-type: none"> <li>1. Fencing, signage, education and soft patrol.</li> <li>2. If not successful, close access to these areas and their buffer areas.</li> </ol>
<p>C. Minimize impact of culverts and outfalls on Parley's Creek water quality.</p> <ul style="list-style-type: none"> <li>• Work with UDOT to mitigate erosion at existing culverts.</li> <li>• Prepare emergency strategy to deal with possible catastrophic impacts due to accidents at upstream water treatment facilities.</li> </ul>	<ol style="list-style-type: none"> <li>1. Upgrade outfall structures and restore eroded areas to meet stormwater Best Management Practices.</li> <li>2. Upgrade outfall structure so discharged water meets state water quality standard 1C at point it reaches stream.</li> </ol>	<ol style="list-style-type: none"> <li>1. Baseline test of water quality at culvert outfalls.</li> <li>2. Staff or agency monitoring 2-4 times a year at discharge point. Test for pollutants, e-coli, and coliform, sedimentation.</li> </ol>	<ol style="list-style-type: none"> <li>1. Study effectiveness of culvert structures at preserving water quality.</li> <li>2. If they are not successful, redesign culverts and outfalls that fail to meet standards.</li> </ol>

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
<b>Goal 3. Protect and restore natural resources and biodiversity.</b>			
<p>A. Protect and enhance wildlife habitat for a diversity of permanent and seasonal wildlife</p> <ul style="list-style-type: none"> <li>• Create preserve areas and provide buffers around them.</li> <li>• Provide habitat improvements, such as nesting boxes.</li> <li>• Reintroduce critical wildlife species and desirable species likely to thrive.</li> <li>• Remove predatory and undesirable wildlife species.</li> <li>• Minimize potential for harassment of wildlife by users.</li> </ul>	<ol style="list-style-type: none"> <li>1. Establish 2010 Baseline Conditions of wildlife.</li> <li>2. Maintain viable populations of indicator species for fish, migratory neo-tropical birds and desirable terrestrial species that are likely to thrive, as outlined in the Baseline Conditions Report.</li> <li>3. Discourage fishing until fish populations are sustainable.</li> </ol>	<ol style="list-style-type: none"> <li>1. Establish 2010 wildlife baseline and indicator species.</li> <li>2. Monitoring report by trained volunteers 2-4 times a year in different seasons. (such as summer, migration season and Audubon Christmas bird count in winter).</li> <li>2. Consider conducting extensive breeding bird survey.</li> </ol>	<ol style="list-style-type: none"> <li>1. Assess limiting factors and mitigate as needed. This may include increasing buffers, or limiting access through seasonal or permanent closures.</li> </ol>
<p>B. Protect all plant communities.</p> <ul style="list-style-type: none"> <li>• Increase biomass of riparian corridor, wetlands and springs areas.</li> <li>• Minimize loss of vegetation outside riparian corridor.</li> <li>• Increase vegetation buffer around riparian corridor, wetlands, springs and other important vegetation.</li> </ul>	<ol style="list-style-type: none"> <li>1. Increase number and diversity of vegetation from 2010 baseline, as listed in the Baseline Conditions Report and Riparian Corridor Study.</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff observation of conditions with weekly spot checks.</li> <li>2. Staff maintenance monthly to address problem spots.</li> <li>3. Monitoring report by trained volunteers 1 time a year using vegetation plots.</li> </ol>	<ol style="list-style-type: none"> <li>1. Education, signage and soft patrol.</li> <li>2. Enforcement and ticketing of violations. Increase enforcement if conditions deteriorate.</li> <li>2. If not successful, close access to these areas and their buffer areas.</li> </ol>
<p>C. Reduce noxious weeds.</p> <ul style="list-style-type: none"> <li>• Significantly reduce current size of noxious weed hot spot areas.</li> <li>• Use integrated Pest Management strategies to minimize ecological impacts.</li> </ul>	<ol style="list-style-type: none"> <li>1. Use 2009 weeds mapping in the Baseline Conditions Report as baseline.</li> <li>2. Reduce weeds each year from previous year's level.</li> <li>3. Meet standards and maintenance recommendations of the Salt Lake County Weed Abatement program.</li> </ol>	<ol style="list-style-type: none"> <li>1. Monitor using spot checks and citizen science reports 1-2 times annually.</li> <li>2. Include weed reporting in the vegetation plot monitoring.</li> <li>3. Use park signage to invite citizen to monitor/report weeds to park managers.</li> </ol>	<ol style="list-style-type: none"> <li>1. Increase weed management efforts until conditions are sustainable.</li> <li>2. Close access to areas with weed problems exacerbated by users until conditions improve.</li> </ol>
<p>D. Restore vegetation to eroded areas, including hillsides, springs, user-created trails and near stream access points.</p> <ul style="list-style-type: none"> <li>• Create natural barriers (such as rocks or logs) to close access.</li> <li>• Regrade and revegetate trails and eroded drainages.</li> </ul>	<ol style="list-style-type: none"> <li>1. Achieve no visible trace of previous conditions.</li> <li>2. Follow restoration and maintenance recommendations of the Salt Lake County Open Space Management Plan.</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff observation of conditions with weekly spot checks.</li> <li>2. Staff maintenance monthly to address problem spots.</li> <li>2. Staff monitoring report 2-4 times a year at problem spots.</li> </ol>	<ol style="list-style-type: none"> <li>1. Use natural barriers to discourage access and support with education, signage and soft patrol.</li> <li>2. If not successful, enforcement and ticketing of violators.</li> <li>3. If not successful, fence off and close approach areas as well.</li> </ol>

continued

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
<p>E. Protect a healthy forest and restore natural forest processes.</p> <ul style="list-style-type: none"> <li>Remove tree swings, camps and other features damaging trees and root areas.</li> <li>Complete forest health assessment to identify threats to the forest and remove hazardous trees.</li> <li>Revegetate and regrade to achieve no visible trace.</li> </ul>	<ol style="list-style-type: none"> <li>Complete a Forest Health Assessment and meet the recommendations of the upon its completion.</li> </ol>	<ol style="list-style-type: none"> <li>Staff observation of encroachments with weekly spot checks.</li> <li>Staff maintenance monthly to address problem spots.</li> </ol>	<ol style="list-style-type: none"> <li>Remove existing features.</li> <li>Education, signage and soft patrol.</li> <li>If not successful, enforcement and ticketing of violators</li> </ol>
<p><b>Goal 4: Protect and restore cultural and historical resources.</b></p>			
<p>A. Restore cultural and historic features and landscapes.</p> <ul style="list-style-type: none"> <li>Prevent further damage of cellar, walls and landscape features.</li> <li>Restore aqueduct to previously restored condition.</li> <li>Eliminate hazards threatening resources, including poor drainage, encroaching vegetation and misuse.</li> <li>Prevent further loss of cultural landscapes, including historic trees, property features and remnants of historic trails.</li> </ul>	<ol style="list-style-type: none"> <li>Meet the Secretary of the Interior's Standards for Historic Preservation.</li> <li>Meet the guidelines of the Historic American Landscape Survey for documenting and protecting features.</li> </ol>	<ol style="list-style-type: none"> <li>Staff observation with weekly spot checks.</li> <li>Monitoring report by trained volunteers 1-2 times a year.</li> </ol>	<ol style="list-style-type: none"> <li>Education, signage and soft patrol.</li> <li>If not successful, enforcement and ticketing of violations. Increase enforcement if conditions deteriorate.</li> <li>If not successful, close access or use.</li> </ol>
<p>B. Encourage compatible adaptive reuses that further restoration.</p> <ul style="list-style-type: none"> <li>Consider reusing aqueduct for pedestrian path.</li> </ul>	<ol style="list-style-type: none"> <li>Prevent measurable damage to the properties.</li> </ol>	<ol style="list-style-type: none"> <li>Staff observation of compliance with weekly spot checks.</li> <li>Monitoring report by trained volunteers 1-2 times a year.</li> </ol>	<ol style="list-style-type: none"> <li>Education, interpretive signage and soft patrol.</li> </ol>

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
<b>5. Maintain and enhance multiple uses with minimal conflict.</b>			
<p>A. Support access to park as long as cultural and natural resources are maintained in a sustainable condition.</p> <ul style="list-style-type: none"> <li>Limit access as needed to protect resources and improve visitor experience.</li> </ul>	<ol style="list-style-type: none"> <li>1. Manage types of use, areas of use and user numbers to maintain no degradation of resources beyond restored conditions.</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff observations of resource conditions using weekly spot checks.</li> <li>2. Monitoring reports as discussed in other sections.</li> </ol>	<ol style="list-style-type: none"> <li>1. Education, signage and soft patrol.</li> <li>2. If not successful, fence areas off, redesign or reallocate access.</li> <li>3. If not successful, adopt use controls such as odd-even days, fees, peak time user limits.</li> </ol>
<p>B. Update and enforce posted park rules:</p> <ul style="list-style-type: none"> <li>Incorporate “Leave No Trace” ethics (see sidebar)</li> <li>Develop and incorporate rules for open space areas.</li> <li>Incorporate standard city park rules.</li> <li>Post leash and park access rules at each parking area, on Parley’s Trail and at Tanner Park. Allow on-leash access at 2870 East once the no-parking rule and on-leash rule are enforced.</li> </ul>	<ol style="list-style-type: none"> <li>1. 95% compliance with park rules.</li> <li>2. 90% user satisfaction with level of conflict.</li> <li>3. Replace missing and outdated signs immediately.</li> </ol>	<ol style="list-style-type: none"> <li>1. Establish baseline of user compliance with park rules.</li> <li>2. Build enforcement tracking database to track infraction type, locations, repeat offenders, etc.</li> <li>3. Staff observation with weekly spot checks.</li> <li>4. Monitoring report by trained volunteers 1-2 times a year.</li> <li>5. Use data to indicate target areas for education, signage, or enforcement operations.</li> </ol>	<ol style="list-style-type: none"> <li>1. Education, signage and soft patrol.</li> <li>2. If not successful, ticket violators and increase enforcement.</li> <li>3. If not successful, redesign or reallocate access.</li> <li>4. If not successful, eliminate access by uses that are out of compliance.</li> </ol>
<p>C. Adopt and enforce Parley’s Trail rules (see sidebar) and restrict bicycling in the park to Parley’s Trail.</p> <ul style="list-style-type: none"> <li>Provide designated access to BMX park.</li> <li>Remove trails north of Parley’s Trail.</li> </ul>	<ol style="list-style-type: none"> <li>1. 95% compliance with trail rules.</li> </ol>	<ol style="list-style-type: none"> <li>1. Establish baseline of user compliance with trail rules.</li> <li>2. Staff observation with weekly spot checks.</li> <li>3. Monitoring report by trained volunteers 1-2 times monthly for first year after trail opens, then 1-2 times a year.</li> </ol>	<ol style="list-style-type: none"> <li>1. Education, signage and soft patrol.</li> <li>2. If not successful, ticket violators and increase enforcement.</li> <li>3. If not successful, redesign or reallocate access.</li> </ol>
<p>D. Allow BMX subject to appropriate design, use permit and stewardship agreement. Uphold all regulations and best management practices:</p> <ul style="list-style-type: none"> <li>Respect Riparian Corridor Ordinance and stabilize banks.</li> <li>Mitigate impacts at existing site, including restoring riparian and wetland vegetation, removing underutilized features, revegetating areas between ramps, and eliminating channels directing water into park.</li> </ul>	<ol style="list-style-type: none"> <li>1. Restore area and allow no degradation beyond restored conditions.</li> <li>2. If current location cannot meet these conditions, an alternative location may be proposed.</li> </ol>	<ol style="list-style-type: none"> <li>1. Establish baseline of BMX park conditions and impacts on surrounding areas, including sediment load and health of surrounding trees.</li> <li>2. Establish baseline of user compliance with park rules.</li> <li>3. Staff observation of encroachment, erosion and resource protection monthly.</li> <li>4. Monitoring report by trained volunteers 1-2 times annually.</li> </ol>	<ol style="list-style-type: none"> <li>1. Design assistance to meet regulations and best management practices.</li> <li>2. Education, signage and soft patrol.</li> <li>3. If not successful, discuss stewardship agreement and possible remedies.</li> <li>4. If not successful, remove use.</li> </ol>

*continued*

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
E. Close access point at Lorien Ave.	1. 95% compliance with closure.	1. Staff observation of compliance with weekly spot checks.	1. Education, signage and soft patrol. 2. If not successful, ticket violators and increase enforcement.
F. Designate multiple-use trail loops and single-purpose trails for different uses, including off-leash dog walking, on-leash dog walking and no-dogs.	1. 95% compliance with trail rules and trail etiquette.	1. Staff observation of compliance with weekly spot checks. 2. Monitoring report by trained volunteers 1-2 times a year. 3. Survey users to gauge their understanding of special areas/regulations.	1. Education, signage and soft patrol. 2. If not successful, ticket violators and increase enforcement. 3. If not successful, redesign or reallocate access. 4. If not successful, consider closing trails to one or all uses.
G. Designate preserve areas for wildlife watching, nature appreciation and education and provide sufficient buffer between recreation and preserve areas.	1. 95% compliance with preserve area rules. 2. No degradation of resources and no increase in negative impacts on wildlife and habitat. 3. Provide annual opportunities for nature interpretation.	1. Survey stakeholders about satisfaction with resource conditions and visitor experience in preserve areas. 2. Monitoring report by trained volunteers seasonally, covering water quality, wildlife counts, vegetation .	1. Education, signage and soft patrol. 2. If not successful, ticket violators and increase enforcement. 3. If not successful, redesign boundary or reallocate access. 4. If not successful, close preserve area to all visitation.
H. Improve signage, interpretation and communication to increase understanding of rules and appreciation for their purpose.	1. Install regulation and interpretation signs and maintain in readable condition and good repair. 2. Update signs to include new regulations and information to support stewardship goals. 3. Provide park website with regulations and educational info.	1. Staff spot checks of signage conditions weekly. 2. Survey users about knowledge of information on signs to gauge their effectiveness. 3. Survey partnership groups annually to see if signs are addressing their concerns and issues.	1. Change the number of signs, location, design or readability.
I. Establish employee ranger and volunteer steward education programs and to educate visitors about park rules and stewardship goals.	1. Achieve volunteer presence for 50% of hours during peak times and 10% of hours during non-peak times. 2. Develop interdepartmental and intergovernmental partnerships to achieve management goals.	1. Track actual hours of participation. 2. Track interdepartmental and intergovernmental contributions.	1. Outreach to other individuals or recreation groups to boost patrol numbers. 2. Apply user fees or enforcement fines to pay for additional park staff.

*continued*

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
J. Identify additional park and open space locations to provide users an alternative for off-leash dog recreation in Salt Lake City and Salt Lake County.	<ol style="list-style-type: none"> <li>1. Identify and develop at least one park with opportunity for equivalent off-leash dog experience.</li> <li>2. Do not locate off-leash areas in or adjacent to sensitive resources.</li> </ol>	<ol style="list-style-type: none"> <li>1. Monitor off-leash use levels and recommend providing alternative locations when use becomes unsustainable.</li> </ol>	<ol style="list-style-type: none"> <li>1. Reevaluate city resources versus demand.</li> </ol>
<b>Goal 6. Uphold management responsibilities.</b>			
<p>A. Maintain, monitor and uphold park management plan.</p> <ul style="list-style-type: none"> <li>• Update park rules and City and County ordinances to reflect this management plan.</li> <li>• Establish inter-jurisdictional responsibilities with Salt Lake County (Planning, Flood Control, Animal Control, Parks and Recreation)</li> </ul>	<ol style="list-style-type: none"> <li>1. 100% concurrence between local laws and park regulations.</li> <li>2. Federal and state stream alteration regulations.</li> <li>3. Design and install improvements as required.</li> </ol>	<ol style="list-style-type: none"> <li>1. Weekly ranger visits (at minimum) to observe conditions.</li> <li>2. Semi-weekly volunteer steward presence.</li> <li>3. Monitoring report by trained volunteers/students 1-2 times a year.</li> </ol>	<ol style="list-style-type: none"> <li>1. Focus efforts on priority issues.</li> </ol>
B. Hire and train staff to manage natural lands.	1. Salt Lake County Open Space Management Plan	<ol style="list-style-type: none"> <li>1. Annual staff reviews and annual report.</li> </ol>	<ol style="list-style-type: none"> <li>1. Training updates as needed.</li> <li>2. Increase staffing or volunteer support as needed.</li> </ol>
<p>C. Limit park impacts on neighboring properties and impacts of neighbors on park by:</p> <ul style="list-style-type: none"> <li>• Installing park perimeter fencing along properties adjacent to entries.</li> <li>• Post leash and park access rules at each access.</li> <li>• Requesting county to post and enforce no-parking zones at 2870 East and at SUP building.</li> <li>• Removing encroachments on park property immediately.</li> <li>• Establish Memorandum of Understanding with UDOT for use of 15-acre property next to park or purchase it.</li> </ul>	<ol style="list-style-type: none"> <li>1. 95% compliance with local laws and park regulations.</li> <li>2. 90% neighbor satisfaction with conditions.</li> </ol>	<ol style="list-style-type: none"> <li>1. Gather baseline data of crime and nuisance to neighbors.</li> <li>2. Track ticketing and law enforcement in database.</li> <li>3. Monitoring report by trained volunteers 1-2 monthly for first year, then 1-2 times a year.</li> </ol>	<ol style="list-style-type: none"> <li>1. Education, signage and soft patrol.</li> <li>2. If not successful, ticket violators and increase enforcement.</li> <li>3. If not successful, redesign or reallocate access.</li> <li>4. If not successful, consider closing access point.</li> </ol>
D. Establish a conservation easement on the park property.	<ol style="list-style-type: none"> <li>1. Easement shall protect the park purposes of recreation and resource protection.</li> <li>2. Correct easement violations immediately.</li> </ol>	<ol style="list-style-type: none"> <li>1. Staff observations of compliance with easement using weekly spot checks.</li> <li>2. Monitoring report of easement compliance by easement holder annually.</li> </ol>	<ol style="list-style-type: none"> <li>1. Education, signage and soft patrol to uphold easement values.</li> <li>2. If not successful, ticket violators and increase enforcement.</li> </ol>

*continued*

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
E. Pursue annexation of park into the City and update zone to match park purposes.	1. Zone shall support purposes of recreation and resource protection.	1. Annual reporting of compliance with zoning.	1. Include zoning recommendations in annual report until recommendations are met.
F. Uphold applicable policies, ordinances, and regulations. <ul style="list-style-type: none"> <li>Study adopting consistent park and animal control ordinances for Tanner Park and PHNP for easier compliance.</li> </ul>	1. Legal enforcement of park rules, parking rules, animal control ordinance and all applicable laws and regulations. 2. Uphold new regulations as identified and adopted.	1. Staff observations of compliance using weekly spot checks. 2. Annual reporting of enforcement efforts and results.	1. Include recommendations in annual report until they are met.
G. Designate emergency and maintenance access. <ul style="list-style-type: none"> <li>Adopt an MOU between jurisdictions (County Flood Control, Utah Power, UDOT, etc.).</li> </ul>	1. Meet the conditions of the conservation easement. 2. Establish protocol for using and maintaining these routes.	1. Staff observations of compliance using weekly spot checks. 2. Jurisdictions shall monitor condition of access routes each year and make improvements as needed.	1. Meet with partners to create mitigation strategy.
H. Support flood control while minimizing its impacts. <ul style="list-style-type: none"> <li>Establish Best Management Practices.</li> <li>Identify designated access points.</li> <li>Build new grate structure at culvert inlet for debris removal.</li> <li>Preserve access easements if properties change hands.</li> </ul>	1. Meet the conditions of the conservation easement. 2. Establish protocol for coordinating cleanouts.	1. Staff observations of compliance using weekly spot checks. 2. Jurisdictions shall monitor condition of access routes each year and make improvements as needed.	1. Meet with partners to create protocol. 2. If conditions are violated, restoration should be at no cost to park owner.
I. Write a fire mitigation plan. <ul style="list-style-type: none"> <li>Train employees to implement plan.</li> </ul>	1. Minimize potential for fire and its adverse impacts on park and adjacent property.	1. Staff observations using monthly spot checks of forest hot spots.	1. Include recommendations in annual report until they are met.
J. Understand the City's liability and potential threats from park use, including BMX, trail and creek.	1. Post signs that outline user responsibility and "use at your own risk."	1. Staff observations using monthly spot checks of liability hot spots and remove new hazards as they arise.	1. Include recommendations in annual report until they are met.

Management Strategy	Policy and Management Standards	Monitoring	Adaptive Management Action
<b>Goal 7. Broaden community stewardship and appreciation for the park.</b>			
<p>A. Formalize park partnerships, stewardship and volunteers and establish a park Partnership Board.</p> <ul style="list-style-type: none"> <li>Identify and foster stewardship groups to help manage the park. Spread stewardship responsibility out among multiple interest groups and formalize responsibilities.</li> <li>Renew or reconsider terms of FIDOS stewardship agreement terms for off-leash use.</li> <li>Sign partnership agreements with each interested group (BMX, PRATT, wildlife-watchers, etc.)</li> <li>Meet as a board at least once annually to discuss monitoring results, volunteer projects, capital improvements and management.</li> </ul>	<ol style="list-style-type: none"> <li>Meet Salt Lake City standards for managing boards and volunteers. Board should be appointed and staffed according to city protocol.</li> <li>Stewardship partners must meet all conditions of their agreement annually to continue their use privileges.</li> </ol>	<ol style="list-style-type: none"> <li>Revisit partnership agreements annually to set current year's goals.</li> <li>Conduct annual partnership survey to gauge satisfaction program and overall park management.</li> <li>Build tracking database of partners and use for reminders.</li> <li>Conduct annual partnership board survey to gauge satisfaction with management and with board functions.</li> </ol>	<ol style="list-style-type: none"> <li>Rewrite partnership agreements and park privileges if expectations aren't met.</li> <li>Revisit board purpose as partner expectations change.</li> </ol>
<p>B. Establish a city park and open space foundation with 501(c)(3) status to maximize donations and contributions.</p>	<ol style="list-style-type: none"> <li>Meet IRS standards for non-profit organizations.</li> </ol>	<ol style="list-style-type: none"> <li>Conduct annual audit of organization.</li> </ol>	<ol style="list-style-type: none"> <li>Discuss value of foundation annually with Partnership Board.</li> </ol>
<p>C. Increase interpretation and education about natural and cultural resources in the park:</p> <ul style="list-style-type: none"> <li>Install interpretive signs.</li> <li>Host interpretive tours.</li> <li>Provide interpretive materials, tour guides and activity sheets (such as bird lists) on the park website.</li> <li>Ask park partners to develop and provide programs.</li> </ul>	<ol style="list-style-type: none"> <li>Write interpretive strategy to provide sufficient media and programs to encourage proper stewardship.</li> <li>Require one education/outreach effort annually from partnership groups.</li> </ol>	<ol style="list-style-type: none"> <li>Survey partners annually to gauge effectiveness of interpretation.</li> </ol>	<ol style="list-style-type: none"> <li>Revisit interpretive strategy and apply new interpretive methods annually.</li> </ol>
<p>D. Restoration Projects, Monitoring and Clean-ups</p>	<ol style="list-style-type: none"> <li>Require one volunteer project annually from partnership groups.</li> </ol>	<ol style="list-style-type: none"> <li>Monitor project completion and success after completion.</li> </ol>	<ol style="list-style-type: none"> <li>Revisit project planning to improve effectiveness the next time.</li> </ol>

### 3. Applicable Policies

#### Water Quality Standards

The Board as required by Section 19-5-110, shall group the waters of the state into classes so as to protect against controllable pollution the beneficial uses designated within each class as set forth below. Surface waters of the state are hereby classified as shown in R317-2-13.

Parley's Creek and tributaries, from 1300 East in Salt Lake City to Mountain Dell Reservoir are classified: 1C, 2B, and 3A.

**Class 1** -- Protected for use as a raw water source for domestic water systems.

Class 1C -- Protected for domestic purposes with prior treatment by treatment processes as required by the Utah Division of Drinking Water

**Class 2** -- Protected for recreational use and aesthetics.

Class 2B -- Protected for infrequent primary contact recreation. Also protected for secondary contact recreation where there is a low likelihood of ingestion of water or a low degree of bodily contact with the water. Examples include, but are not limited to, wading, hunting, and fishing.

**Class 3** -- Protected for use by aquatic wildlife.

Class 3A -- Protected for cold water species of game fish and other cold water aquatic life, including the necessary aquatic organisms in their food chain.

Source: *UT Admin Code R317-2. Standards of Quality for Waters of the State. June 1, 2009* <http://www.rules.utah.gov/publicat/code/r317/r317-002.htm>

#### Parley's Historic Nature Park - posted Dog Area Rules

1. Handler must accompany dogs at all times. Handlers must be in possession of a dog leash no longer than 6 feet.
2. All dogs must be visible and under voice control of the handler at all times, in all park areas.
3. Remove your dog from the area if it becomes hostile or out of control. Dogs and owners creating a problem must leave.
4. You are required by law to pick up your dog feces. Dispose of them in designated trash cans.
5. All dogs using this area must be licensed and vaccinated for rabies. Dogs must wear licensing tags.
6. Puppies under four months of age are not allowed in this area.
7. Use this area at your own risk. Handlers are responsible and liable for the actions and behavior of their dogs at all times.
8. Dog handlers must take precautions to ensure their dogs do not disturb wildlife and sensitive environmental areas like streams, ponds and historical areas.
9. No digging! Dog handlers must fill holes created by dogs.
10. Owners must quiet dogs that bark, howl, or whine excessively.
11. Dogs in heat are not allowed in this area. Be a responsible pet owner and spay and neuter your dog.
12. Dogs with communicable diseases are not allowed in this area at any time.
13. No more than two dogs per handler are allowed off-leash at any time.
14. Permits are required for organized activities.
15. In case of park emergency, call Salt Lake City Public Service at 535-6999.

When leaving this area, dog owners must leash their dogs and continue to observe all park and local animal control laws. Please respect neighboring property owners.

## City park rules

1. No smoking, alcohol or drugs.
2. Park open from dawn until dusk.
3. All dogs must be on-leash (except in designated off-leash parks) and owners must pick up their waste.

## Parley's Trail Rules

1. Non-motorized only, including biking, skating and walking.
2. Dogs on leash.
3. Open from dawn to sundown
4. Speed limit 15 mph
5. Bikes yield to all other users.

## Leave No Trace Ethics - Frontcountry Principles

### 1. Know Before You Go

- Remember to bring a leash for your pet and plastic bags to pick up your pet's waste.
- Learn about the areas you plan to visit. Read books, check online and talk to people before you go. The more you know, the more fun you'll have.

### 2. Stick to Trails

- Walk and ride on designated trails to protect trailside plants.
- Do not step on flowers or small trees. Once damaged, they may not grow back.
- Respect private property by staying on designated trails.

### 3. Trash Your Trash and Pick Up Poop

- Pack it in, Pack it out. Put litter—even crumbs, peels and cores—in garbage bags and carry it home.
- Use bathrooms.

- Use a plastic bag to pack out your pet's poop to a garbage can.
- Keep water clean. Do not put soap, food, or human or pet waste in the creek, springs or wetlands.

### 4. Leave It As You Find It

- Leave plants, rocks and historical items as you find them so others can enjoy them.
- Treat living plants with respect. Carving, hacking or peeling plants may kill them.

### 5. No Fires

### 6. Keep Wildlife Wild

- Observe wildlife from a distance and never approach, feed or follow them.
- Human food is unhealthy for all wildlife and feeding them starts bad habits.
- Protect wildlife and your food by securely storing your meals and trash.

### 7. Share Our Trails and Manage Your Pet

- Be considerate when passing others on the trail.
- Keep your pet under control to protect it, other visitors and wildlife.
- Listen to nature. Avoid making loud noises or yelling. You will see more wildlife if you are quiet.
- Be sure the fun you have outdoors does not bother anyone else. Remember, other visitors are there to enjoy the outdoors too.

## WHAT DO THE REGULATIONS MEAN FOR PROPERTY OWNERS IN THE RCO DISTRICT?

The Salt Lake City Council has adopted a program that currently consists of different restrictions in three areas. Existing structures are “grandfathered” as legally complying development.

A Riparian Protection Permit may be needed for certain development activities or uses in the three overlay areas. This permit is required in addition

to standard construction building permits and can be obtained from the Salt Lake City Department of Public Utilities.

Property owners contemplating property improvements or new construction should refer to City zoning regulations and contact the City’s BUZZ Center at (801) 535-7700 for assistance.

*Here is a summary of what is presently allowed in each RCO area. These regulations are under review and public comment is encouraged.*

### Area A:

**The No Disturbance Area**, covers 0 to 25 feet from the Annual High Water Line (AHWL) and is the most restrictive, prohibiting most types of new construction. Activities allowed in this area *without* a Riparian Protection Permit include removal of storm debris and trash, maintenance of property and existing fences and structures, and planting of native non-invasive vegetation (approved list may be obtained from City Public Utilities or the City Urban Forester). *With* a permit, property owners may develop outdoor projects that do not require the use of heavy equipment, such as stairs or paths between different elevations of the property, fencing, open patios and decks, and low-impact stream crossings. Property owners may also shore up stream banks, with a permit, to control erosion of property as long as the project meets certain requirements.

### Area B:

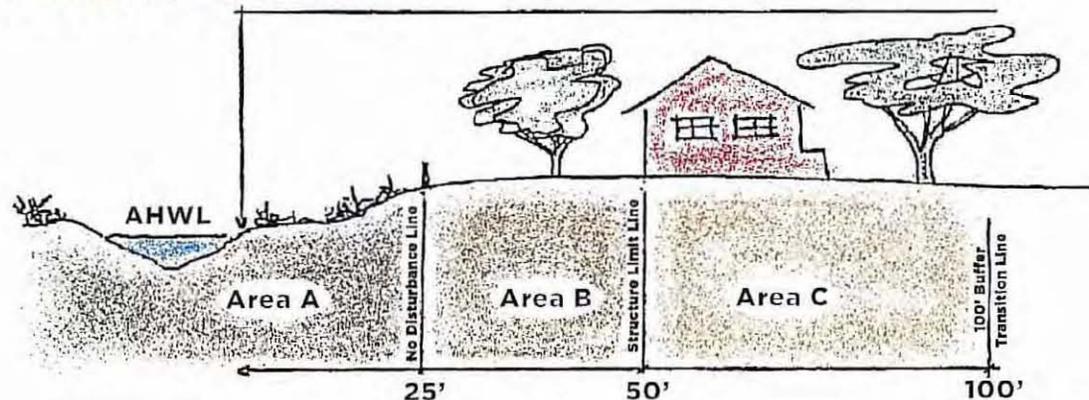
**The Structure Limit Area**, covers 25 to 50 feet from the AHWL and delineates where construction (landscape walls, additions, accessory structures or new construction) can occur. Activities allowed in this area *without* a Riparian Protection Permit include all of those allowed in Area A, plus yard debris composting and new construction, such as fencing and open patios and decks with height restrictions. *With* a permit, property owners may replace existing structures with structures that are similar in size and type, as long as they comply with City zoning regulations.

### Area C:

**The Buffer Transition Area**, covers 50 feet to 100 feet from the AHWL. Activities allowed in this area include all development projects permitted by City zoning regulations and those activities allowed in Areas A and B, with a few exclusions such as leach fields, storm water retention ponds, detentions basins or commercial parking lots.

Property owners along all stream corridors may own pets and the ordinance does not limit pet activities in any way. The ordinance also does not prevent dog-walking in Miller Park.

### 100-foot Riparian Corridor



## Council Motion to designate Off-Leash Area in Parley's Historic Nature Park

The City Council of Salt Lake City, Utah, met in Regular Session on Tuesday, July 17, 2007 at 7:00 p.m. in Room 315, City Council Chambers, City County Building, 451 South State.

The following Council Members were present:

Carlton Christensen	Van Turner
Dave Buhler	Nancy Saxton
Dave Buhler	Søren Simonsen
Jill Remington Love	

Cindy Gust-Jenson, Executive Council Director; Sam Guevara, Acting Mayor; Edwin Rutan, City Attorney; and Scott Crandall, Deputy City Recorder were present.

Councilmember Turner presided at and Councilmember Love conducted the meeting.

#4. 8:39:22 PM RE: Adopting an ordinance, resolution or motion to a proposal to amend sections of Salt Lake City Code that would designate Parley's Historic Nature Park as a permitted dog off-leash area.

Councilmember Jergenson moved and Councilmember Turner seconded to adopt a motion establishing the Parley's Historic Nature Park as an off-leash area with the following legislative intents with the understanding that modifications may be based upon the findings of the short term interim management plan and upon the long term findings of the master plan/management plan developed later:

- 1) accept the attached Parley's Historic Nature Park's working group's findings and recommendations including:
  - a) develop a master plan/management plan for the park including a time length for implementation subject to Council approval,
  - b) appoint a Park Advisory Board to provide stewardship for the park, c) provide financial resources for implementation of the master plan/management plan including strong enforcement within the park,
  - d) recognize that the park has multiple, legitimate users,
  - e) develop and strengthen partnership with the County with respect to maintenance and management of the park;
- 2) accept the proposal from Utah Open Lands to perform a baseline assessment, including documentation of the current ecological conditions, to be completed without delay;
- 3) as part of the working group's recommendations, develop an interim management plan to be put in place within 30 days, in coordination with the City Council

subcommittee, to identify environmentally sensitive areas that are to be closed to access during interim period nesting areas or other sensitive wildlife areas that are to be closed on a seasonal basis, while leaving other areas open for off-leash, BMX and other specific uses. This plan would have timelines for the achievement of specific goals; during the interim period. Also during the interim period the trail and abutting areas from the entrance just east of Tanner Park from the trailhead to the bridge in the park shall be designated as an on-leash area until the alternate on-leash entrance can be established;

- 4) develop a long term master plan/management plan, subject to Council approval. The plan would recommend long term preservation items including but not be limited to:
  - a) Protection of environmentally sensitive areas off main trails;
  - b) protection and management of stream beds;
  - c) identification of boundaries for a recognized BMX area; added
  - d) protection and preservation of wetlands;
  - e) planning for main "junction" areas likely to be heavily trafficked and other issues relating to the varying intensities of uses around the park;
  - f) enforcement of closed areas and other park rules;
  - g) remediation and cleanup of asphalt pieces, tar, and other debris, as identified in the master plan/management plan; mentioned different items in different sections
  - h) addressing ADA accessibility issues and identifying options; added
  - i) identification of areas that could be best protected by boardwalks;
  - j) identification of necessary financial resources to address the goals of the master plan/management plan;
  - k) evaluating opportunities to work with other government agencies including Salt Lake County, UDOT, and other federal agencies to:
    - i) remediate environmental issues caused by previous actions of those entities;
    - ii) find collaboration with enforcement;
    - iii) find joint opportunities to provide financial resources.
  - h) Identification of potential additional parking areas and evaluation of how to manage special circumstances such as drought conditions;
- 5) explore opportunities to establish an additional entrance to Parley's Historic Nature Park at the northeast corner of Tanner Park added-Parleys trail that could be combined with additional sections in the western area of the park by streambed, designated as an on-leash area and, with proper engineering, an ADA access area, and I further move that the Council express its commitment to identify additional areas within the City that can be designated or acquired as off-leash areas according to the evaluation criteria in the present City resolution.

## E. Decision Making

### 1. Criteria

Eight alternatives were proposed to meet varying interests and needs, and were refined into one preferred option. To evaluate which alternative is the most responsible and responsive course of action, several questions should be considered:

1. How does it meet the plan goals?
2. How does it improve both the visitor experience and resource protection?
3. Is it sustainable long-term (environmentally, socially and economically)?

### 2. Considerations

The *Park Goals* are generally agreed upon. It is more difficult to prioritize them. The public is not in agreement on park priorities. Salt Lake City must take a leadership role in setting these priorities to effectively create and implement a plan.

This plan prioritizes the competing interests in Parley's Historic Nature Park. The solution lies in balancing resource protection, the visitor experience and unlimited access. There will be trade-offs. The following challenges must be considered:

#### Consideration 1: Sustainable Resource Protection

Parley's Historic Nature Park was originally acquired and developed with the intent of preserving the resources within it and creating a natural open space area. In the thirty years since its establishment, it has been managed in a hands-off manner, allowing certain use patterns and stewardship roles to emerge that do not fully meet today's standards for open space protection. The park's natural resources have degraded in recent years, and the pace of degradation will accelerate with the

current increases in use. It is past a point that can be sustained without intervention.

Many ecosystem protection measures are necessary and critical. However, full restoration of the park to a pristine conditions is unlikely and there is a point of diminishing returns. Restoration and refuge areas for critical species is important, but there is a point at which conservation efforts will likely outpace the gains. On the other hand, the minimalist management of the past will escalate degradation of park ecology and biodiversity to a point where restoration will be very difficult.

A range resource protection strategies and priorities are possible. Some of the resource protection strategies serve an additional purpose of supporting a better visitor experience for those wanting a nature park experience. Some natural areas will become lower priorities for protection in order to provide places for the recreation desired.

#### Consideration 2: Managing Competing Uses

Unrestricted recreation access is strongly valued here and in many other open spaces and parks, but it is a goal that cannot always be accommodated in light of protecting resources and ensuring a positive visitor experience. As the park has been cleaned up, (primarily through volunteer efforts), and become more popular, use has increased, as has user conflict. The second challenge of this plan is how to allocate recreation and use privileges.

The primary conflict revolves around what degree of off-leash dog use is appropriate. Many other users have indicated they no longer use the park because this use has dominated. There is also concern for conflict along Parley's Trail.

The essential question is what level of multiple-use recreation is desired and what lengths should be taken to ensure this.

### **Consideration 3:**

#### **Setting New Precedents while Acknowledging Prior Agreements**

This is the City's first management plan for an open space / nature park and is setting some new precedents. The newly formed Open Space Lands Program anticipates setting new precedents for lands they acquire and manage in order to protect the values for which the land was acquired. Thus, very decision in this plan could be seen as precedent for other open space areas and off-leash areas.

Setting new precedent is particularly difficult because of the public process establishing the off-leash area in this park. When Salt Lake City Council approved an off-leash area here, through the Off-Leash ordinance, it set a number of conditions for approval. The most significant was completion of this management plan. Some of the conditions have been met, while some have not yet been completed, but the city has continued to allow and authorize off-leash use.

Many off-leash users perceive this management plan and its recommendations as a reversal of previous agreements. On the contrary, many people who support resource protection and desire areas for dog-free recreation feel this plan is finally fulfilling the promises of the Council's call for a management plan.

### **Consideration 4: Enforcement and Implementation**

Enforcement and implementation of the adopted plan is the primary concern of the project team, stakeholders and public. Who will ensure that people respect the rules? Who will take responsibility for restoration and improvement? These questions are foremost in the minds of concerned citizens.

As the park is located in unincorporated Salt Lake County, but owned by Salt Lake City, the entities have several agreements to jointly manage the park and its resources. The County provides law enforcement in and around the park, as well as animal control services and flood control on Parley's Creek. The City manages the park from a recreation standpoint. Enforcement and expectations have typically been low, but users are beginning to expect more to make park use more sustainable.

Many of the proposed solutions require heightened County participation – parking enforcement, animal control, alternate recreation sites, and Parley's Trail management. This partnership must be strengthened and the City must prioritize these requests.

## F. Public Involvement and Input

### 1. Summary

This planning process relies on regular input and review from a Project Team, including consultants and city staff, an Advisory Committee of stakeholders, and public outreach efforts. A detailed list of input and outreach efforts is included on the following page.

An Advisory Committee of stakeholders was assembled to help the project team discuss, review, and better understand project issues. They were also the foundation for an informed discussion with the “constituents” they represent. They played an active role in providing information for the *Baseline Conditions Report* and an advisory role in preparing *Comprehensive Use Alternatives* and *Management Strategies*.

The first broad public input came through Issues Identification Interviews. These helped the project team define the project goals and the scope of what the *Baseline Conditions Report* should discuss. The next public input step was a two-day design workshop that included the Project Team, Advisory Committee, and public input sessions. The workshop began with the Advisory Committee reviewing the goals and resource analysis maps, then proposing ways to protect resources and create a better visitor experience. These ideas were integrated into refined goals and two conceptual maps redefining park use and management. The public was invited on park tour to learn more about the resources, followed by a question/answer session with the project team and Mayor Ralph Becker, followed by an open house to review the conceptual maps and goals. The workshop resulted in draft *Comprehensive Use Alternatives*, which were sent to the Advisory Committee for review and changes, then to the public through a variety of board and community presentations.

Upon review, the Advisory Committee and the public requested several new alternatives be drafted to reflect different viewpoints. Six alternatives were developed and again reviewed by the Advisory Committee and their stakeholders as well as the Open Space Lands



*Public open house and Mayor's Forum held on April 3, 2009.*

Advisory Board. Two additional alternatives were created and then formal, written comments were sought from all.

Based on this input, the Project Team (consultant and city staff) began drafting proposed *Adaptive Management Strategies* to reflect the goals of the plan and help further refine the Comprehensive Use Plan. After four stakeholder meetings where to discuss appropriate and effective strategies, a draft *Adaptive Management Strategies* document was prepared. This was used, in combination with Advisory Committee input on the Alternatives to prepare and refine a recommended Preferred Alternative. This was presented to the public, along with the recommended *Adaptive Management Strategies*, at a public open house on March 18, 2010. These recommendations, along with the public input on them, were forwarded to Mayor Ralph Becker for his consideration in April, 2010 and will next be considered by the Salt Lake City Council before a final decision is made.

## 2. Timeline of Public Involvement

<i>Topic</i>	<i>Format</i>	<i>Date</i>	<i>Attendance</i>
Baseline Conditions and Issues Identification	Public Interviews in PHNP	11/8/08	53 interviews
	Public Interviews at Sugar House Park Garden Center	12/10/08	28 attendees
	Neighborhood interview, organized by Rita Lund	2/12/09	10 attendees
	Neighborhood interview, organized by Nancy von Allman	1/28/09	13 attendees
	E-mails, letters, phone calls and stakeholder comments on report	through 03/09	83 e-mailed comments
	Stakeholder Meetings	11/5/08 2/18/09	stakeholder group
Comprehensive Use Plan	Charette and site tour	4/2/09	19 attendees
	Open house and Mayor's Forum	4/3/09	70 attendees, 14 written comments at event, 103 e-mailed comments
	E-mails, letters, phone calls and stakeholder comments on report	through 02/10	49 written comments
	Stakeholder Meetings	4/2/09 4/22/09	stakeholder group
Management Strategies	Open House	3/18/10	171 attendees, 85 written comments at event, 52 e-mailed comments
	Stakeholder Meetings	12/16/09 1/13/10 1/27/10	stakeholder group
Plan Review and Adoption	Open house, site tour and Mayor's Forum	4/15/10	approximately 200 attendees and 105 written comments
	Council Public Hearing	TBD	future meeting

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## Appendix: Baseline Conditions Report

A *Baseline Conditions Report* is a standard tool for land trusts and other easement holders to monitor their conservation properties. This report is intended to serve the same purpose for Salt Lake City and is the first step of a four-step Management Plan for the park.

This report summarizes a wealth of data and information collected in the analysis phase of the project. Many detailed reports, stories, expert testimonies, meeting minutes and public comments, were reviewed to create this comprehensive understanding of existing park conditions. Some of the most pertinent materials will be included in the full Baseline Conditions report, while the bulk of the material will be archived with Salt Lake City's Open Space Lands Program department and with the Sons of the Utah Pioneers library.

This *Baseline Conditions Report* should be updated as new studies and information become available and as conditions in the park change. It serves as the baseline for future monitoring of the park, and should also be updated to include new information gathered from monitoring.

## H. History of Parley's Historic Nature Park

### 1. Establishment:

Parley's Creek and the land that surrounds it at the mouth of Parley's Canyon has a special place in Utah history as a crossroads, a center of industry, and an important natural resource. Parley's Historic Nature Park (PHNP) has been home to many different uses, yet still maintains a natural environment that has supported diverse wildlife and vegetation, and critical water resources—the largest creek entering Salt Lake City from the Wasatch Mountains.

The idea that this culturally and naturally rich landscape should somehow be preserved goes back a long way. In 1921, the Salt Lake City's Commissioner of Parks envisioned a 300-acre linear parkway connecting the mouth of Parley's Canyon to Highland Drive in Sugar House. In 1990, Salt Lake City's Open Space Master Plan and the County's Trail Plan proposed a protected corridor running the length of Parley's Creek with an adjacent trail, which is now being realized as the Parley's Trail. Beginning in 1976, Canyon Rim Citizens Association led a group of neighbors and landowners to propose to city leaders that a park be created in what was known then as Hansen Hollow. By 1985, the numerous acquisitions, donations, and title transfers were complete.

The 63-acre park was assembled with the intention of preventing development and protecting the cultural and natural assets of this corridor along Parley's Creek. This was prior to the city's Open Space Lands Program (established in 2003) and the park was put under the management of the Park's Department. A comparable open space land acquisition today would typically be undertaken by the Open Space Lands Program, and would be more explicit in describing its conservation values and management directives. At the time of establishing the park, several histories and summaries of its natural resources were prepared by volunteers and the city Parks Department was given a general "hands-off" directive to keep it as natural as possible.

### 2. Changing Uses:

Early recreation use of the Hollow was often by neighboring families and kids who swam in the creek, picnicked or watched wildlife from a quiet perch. When Salt Lake City acquired the parcel, it acknowledged the financial limitations and site constraints to developing any significant amenities in the park. Thus, for the next decade, the park received little attention by the city and was left primarily to nature. While the park continued to be enjoyed by neighbors and school groups, it also became attractive place for unauthorized and often destructive uses, including parties, homeless residents, and off-roading. Over time, several new recreation uses became popular, including off-leash dog walking, mountain and BMX biking, and tubing on the creek. Increased use in the park brought a new sense of safety and stewardship and the park slowly became cleaned up, largely due to the volunteer efforts of the people who came to love it.

By the late 1990's the park became a popular destination for people who wanted to walk with their dogs off-leash. At that time, dogs were required to be on-leash in city parks. Understanding the lack of alternatives, enforcement was lenient and Parley's Park became a de facto off-leash area. In 1999, after citizen requests to address the situation here and in other city parks, the Salt Lake City Council approved a resolution to establish a process for creating off-leash areas in city parks. The process was adjusted in 2004 and Millcreek FIDOS (Friends Interested in Dogs and Open Space) submitted a petition to permit off-leash dog use in PHNP. In 2005, the Public Services Department recommended to the Mayor that the park undergo a one-year test period, subject to certain conditions, and to establish an Advisory Panel to discuss and make recommendations about community issues related to the decision. The test period was concluded to the City's satisfaction in November 2006 (although not every condition was met) and the proposal to officially designate off-leash use within the park was adopted in 2007. This proposal was controversial and the discussions and recommendations of the Advisory Panel and related community councils showed divided support but unanimous concern for proper monitoring.

## I. Planning and Policy Framework

### 1. Planning and Stakeholders:

Several conditions necessitated the development of a management plan for Parley's Historic Nature Park. The convergence of these issues makes this management plan timely and demands a comprehensive approach:

- The completion of a management plan for the park was one of the conditions of Council's 2007 approval for off-leash use in this park.
- In 2007, the Council approved a new Riparian Corridor Ordinance to guide the development and management along the four major creeks in the City, including Parley's.
- Parley's Trail reached a critical point of developing final designs and construction documents for its route through PHNP.
- Salt Lake County Flood Control proposed a new debris catchment at the west end of the park to facilitate debris cleanup and prevent flooding of the Rocky Mountain Power substation.

Stakeholders have a vested interest in the future of Parley's Historic Nature Park. They may have one primary "stake" in the park, or they may have numerous, overlapping connections (see Figure 3).

Stakeholders fall into a few broad categories t:

- Decision-Makers
- Neighbors
- Users
- Interest Groups

This Management Plan must consider and manage for these numerous, often competing purposes in the park. As the city writes and implements this plan, it is managing not only the relationship of one stakeholder type to the park, but also the relationship between different stakeholders. Thus, the city is also balancing the tangible needs as well as less tangible perceptions and stewardship to make decisions that can be implemented successfully. No one type of stakeholder is more important than another, thus the stakeholder committee is advisory, not a voting body. The policy framework, professional judgment, best practices, and achievability are the ultimate guides for balancing needs in this plan.

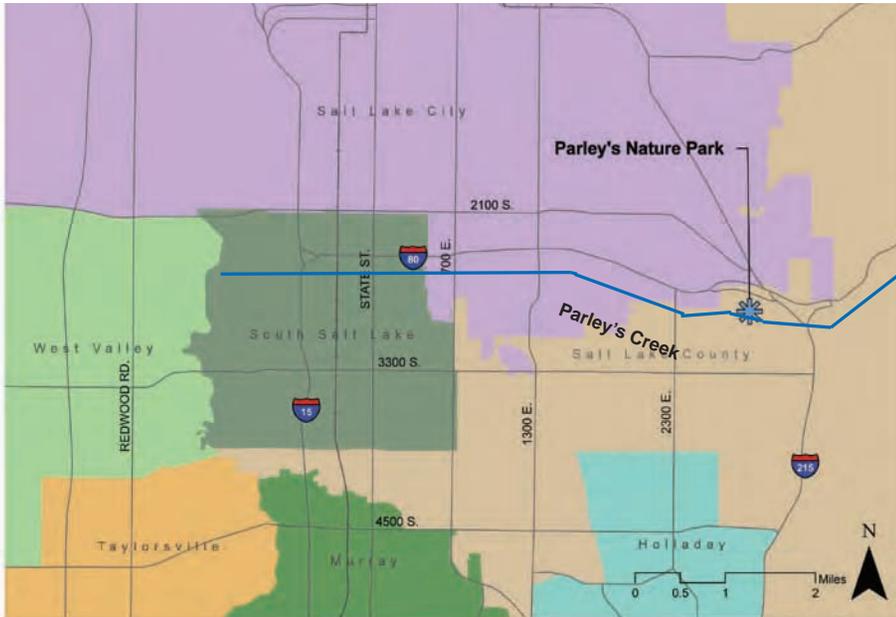


Figure 1: Park Context

Figure 2: Land Ownership in and around the park



Figure 3: Stakeholders



## 2. Decision-Making and Enforcing Agencies:

Decision-makers set and enforce the policies and standards that define the framework that the park operates within. Numerous city, county, state and federal agencies are responsible for different facilities and resources in the park and are expected to meet established standards of care there. This includes zoning, ordinance enforcement, upholding federal standards for protecting water, air, and plant and animal species. The park is located in Salt Lake County, but is owned and managed primarily by Salt Lake City. The *Comprehensive Use and Management Plan* will be approved by Salt Lake City Council.

- *Salt Lake City Parks and Recreation* – Plans, manages and maintains PHNP.
- *Salt Lake City Open Space Lands Program* – Makes recommendations on acquisition, maintenance and monitoring of open space lands. Coordinates land use agreements and easements and upholding conservation easements.
- *Salt Lake City Public Utilities* – Manages water quality upstream of the park. May in future manage water quality through this park.

- *Salt Lake City Council* – Adopts city codes, ordinances, zoning, approves city budgets, including requests for park funding.
- *Salt Lake County Planning Commission and County Council* – Adopts county codes, zoning, animal control ordinances.
- *Salt Lake County Recreation* – Owns and manages Parley’s Trail and adjacent Tanners Park.
- *Salt Lake County Flood Control* – Owns and manages the flood control devices in the park.
- *Salt Lake County Animal Control* – Enforces city and county leash laws and the on-leash boundaries of PHNP.
- *Canyon Rim Citizens Association (Salt Lake County)* – Advisory role as neighbors to the park.
- *Sugar House Community Council (Salt Lake City)*– Advisory role as neighbors to the park.
- *U.S. Army Corps of Engineers* - Regulates and protects wetlands.
- *Utah Department of Environmental Quality* and *U.S. Environmental Protection Agency* – Protect water quality of surface and ground water.
- *Utah Division of Wildlife Resources* and *U.S. Fish and Wildlife Service* – Protect and enforces protection of threatened and endangered species, species of state interest and fish and wildlife.
- *Utah Department of Transportation* – Owns a 15-acre parcel within park boundaries. Manages the right-of-way adjacent to I-80 and I-215. Provides weed control within easement. Requires access for accident/incident management.
- *Utah State Historic Preservation Officer* – Responsible for protecting state and federally listed cultural resources.
- *Salt Lake County Unified Fire* – Responsible for wildfire control and requires access.
- *Salt Lake County Sheriff* – Enforces regulations and public safety.
- *Rocky Mountain Power* – Owns and operates the power substation within the park.

### 3. Applicable Plans and Policies

- Salt Lake County Zoning
  - Shown on *Canyon Rim General Plan* as Parks/Public Facilities
  - Zoned as Residential (R1-8 on north and R1-21 on south)
  - *Geologic Hazards* – Very low liquefaction on most of site, moderate liquefaction at far west end. No fault lines. Five landslide hazard areas in the park identified by Salt Lake County, based on underlying soil and geology.
  - *Animal Control Ordinance* – Salt Lake County Animal Control enforces County animal control ordinances and is contracted by Salt Lake City to enforce the City’s PHNP on-leash dog boundaries and rules.
- *Salt Lake County Natural Areas Land Management Plan*– Gives guidance and Best Management Practices for caring for natural open spaces in the County.
- *Salt Lake City Open Space Master Plan* - Identifies PHNP as a part of the city’s open space network and trail system.
- *Salt Lake City Open Space Ordinance* -Authorizes the Open Space Lands program to manage and maintain open space lands.
- *Salt Lake County Off-Leash Dog Park Master Plan* - Identifies potential locations and design and management strategies for parks that allow off-leash dog use.
- *Salt Lake City Off-Leash Dog Area Ordinance* – PHNP has an officially designated Salt Lake City Park Off-Leash dog area.
- *Salt Lake City Riparian Corridor Ordinance* – Limits certain types of development within the defined riparian corridor. PHNP is outside SLC boundaries, but as a city-owned property is a model for other properties and will follow these recommendations.
- *Sugar House Master Plan* (2001) – Recognizes PHNP and the importance of protecting resources and connecting it with trails.

- *Salt Lake City Sustainability Plan Recommendations* (2009) – Recognizes biodiversity as a key goal of the Open Space Lands program.
- *Parley’s Trail Master Plan*- Parley’s Trail is planned as ten-foot wide, paved multi-use trail. This is the first section of the trail to be built after the construction of the I-215 bridge phase. It sets precedent for use guidelines along the trail. Trail rules may be flexible based on the adjacent uses, but construction using federal funds must follow national environmental and cultural protection policies. Two reports produced for the trail design that analyzed the cultural and natural resources adjacent to the trail provide guidance for the park. The trail strives to be an accessible alternative non-motorized transportation route, in accordance with national transportation standards. The City, County and Parleys’ Rails Trails and Tunnels (PRATT )will work together to establish trail rules. County proposed permitted uses may include bicycles, walkers, joggers, roller-bladers, skateboarders, dogs on-leash and other non-motorized recreation. Proposed prohibited uses may include horses and motorized recreation.

### 4. Users, Interest Groups and Neighboring Properties.

**Users** are the different people who “use” the park. Some visit for recreation, others enjoy it passively, viewing it from a distance, while others may benefit from it economically—such as dog-walking services, a business that sells items that get used in the park or that captures drive-by business of park users. The Rocky Mountain Power substation, Salt Lake County Flood Control and UDOT (managing the adjacent freeway) are also uses. Recreation uses are outlined further in section *E. Visitor Experience*.

**Interest Groups** are based on protecting the uses or inherent qualities of the park. Some groups are active users, while others represent people

who don't use the park regularly or even at all but have an interest in its well-being. People who advocate for clean air and water benefit from the natural cleansing of park trees and vegetation. People who want to protect wildlife, biodiversity, and open space often speak out for things that can't speak for themselves. Interest groups that have been or are currently interested in park affairs include:

- *Canyon Rim Citizens Association* – Official Salt Lake County community representative group.
- *Sugar House Community Council* – Official Salt Lake City community representative group.
- *Millcreek FIDOS* – Non-profit citizens group promoting access and education for off-leash dog walkers at PHNP and elsewhere.
- *PRATT (Parley's Rails, Trails and Tunnels)* – Non-profit citizen group supporting Parley's Trail.
- *Utah Heritage Foundation* - Non-profit voice for historic preservation.
- *Utah Open Lands* - Land trust and SLC Open Space Lands partner
- *Utah Rivers Council* – Non-profit organization supporting natural streams, water quality, and water-related habitat
- *Salt Lake City Bicycle Advisory Committee* – Citizen board representing interests of commuter and casual cyclists in the city
- *Audubon Society* – Non-profit membership organization of bird-watchers and supporters of bird habitat

In addition to these groups, 37 organizations were recorded as volunteers that helped to establish the park, including several of the above and Sierra Club, Wasatch Mountain Club, Boy Scouts of America, Handicapped Awareness, Utah Historical Society, Tree Utah, Great Salt Lake Keeper and others.

**Neighboring Properties** are involved by virtue of their proximity to the park. The park may positively impact their quality of life as an amenity or negatively as a source of conflict with park users, increased traffic congestion, potential fire or erosion hazards, or privacy. These affects can spread beyond the immediate adjacent neighborhood to nearby properties.

In addition to nearby homes, important neighbors to PHNP include:

- UDOT (owns 15 acres at the northwest end of the park in addition to their roadway easements),
- Rocky Mountain Power,
- Sons of Utah Pioneers,
- Salt Lake Country Club, and
- Salt Lake County (Tanner Park).

## J. Natural Resources

### 1. Vegetation

Baseline conditions for vegetation, as shown on Map 1, were documented by in the field mapping, literature review, and interviews with Ty Harrison and Arthur Morris. The field survey occurred on November 7, 2008. Although the schedule was not ideal and most of the vegetation was well headed into dormancy, general vegetation communities were mapped. Wetlands and weeds were mapped in September 2009, and are described and mapped in their own subsections.

#### Gambel's Oak Mixed Shrubland

This vegetation type is the most abundant native vegetation type in the park and is common in foothills and intermountain area. It typically grows on north and east facing slopes, but is found on other aspects as well. Gambel's Oak mixed shrubland is found on both steep and gentle slopes with well drained soils. Gambel's oak (*Quercus gambelii*) are highly adapted to fire and other surface disturbances, by resprouting from its root mass creating highly dense thickets. Small clearings of grasslands and forbs are common on more gentle topography. Common wildlife species found in this community are deer, elk, rabbit, turkey, squirrel, and grouse (Pendleton et al., 1992). However, due to the isolation of the park, it is generally cutoff from other core habitat. Due to the level of dog and human activity in and around the park, it is

unlikely that any large ungulates or ground dwelling birds remain in the park on a regular basis. Common species found in this plant community include Western wheatgrass (*Elymus smithii*), Sandburg bluegrass (*Poa secunda*), creeping Oregon grape (*Berberis repens*), snowberry (*Symphoricarpos albus*), Lanszwert's sweet pea (*Lathyrus lanszwertii*), chokecherry (*Prunus virginiana*), golden currant (*Ribes aureum*), skunkbush (*Rhus trilobata*), Wood's rose (*Rosa woodsii*), big toothed maple (*Acer grandidentatum*) arrowleaf balsamroot (*Balsamorhiza sagittata*), sego lily (*Calochortus nuttallii*), and mule's ear (*Wyethia amplexicaulis*).

#### Maple Ravine Woodland

This dense plant community is comprised of predominantly boxelder (*Acer negundo*), mixed with Gambel's oak, western serviceberry (*Amelancier alnifolia*), and bigtooth maple. Maple ravine woodland grows in canyon bottoms and on north facing slopes with plenty of soil moisture. Springs and seeps are common features in this plant community. The heavy canopy of this community provides an important function in shading seeps and springs, thereby improving water quality in downstream drainages. Common understory species include cleavers (*Galium aparine*), common yarrow (*Achillea millefolium*), acumenate onion (*Allium acumenatum*), and mountain brome (*Bromus carinatus*).

Numerous bird and other wildlife species are likely to use this vegetation type because of the cover it provides and its proximity to water. The maple ravine woodland provides valuable nesting and foraging habitat for both resident and migrant birds.

#### Native Grassland

This grassland is typically found within small openings of Gambel's oak mixed shrubland. It is generally relatively undisturbed and consists of native grasses and forbs. The plant community includes Sandberg's bluegrass, Indian ricegrass (*Achnatherum hymenoides*), sand dropseed (*Sporobolus cryptaandrus*), purple three awn (*Aristida purpurea*), blue grama (*Bouteloua gracilis*), bluebunch wheatgrass (*Elymus spicatus*), squirreltail (*Elymus elymoides*), and needle and thread (*stipa comata*). Other forbs found in the grasslands include common yarrow, purple beeplant (*Cleome serpulata*), curlycup gumweed (*Grindelia squarrosa*), sunflower (*Helianthus annua*), locoweed (*Astragalus sp.*). These open habitats of native grasslands provide valuable habitat for birds such as dark eyed junco, black capped chickadee, white crowned sparrow, house finch and small mammals such as pocket gopher, mice and other small rodents.

#### Nonnative Grassland/Ornamental Trees

This plant community is the dominant vegetation in areas that have been previously

disturbed by grading. It is common along the graded freeway slopes on the east side surrounding the soil disposal area and near the substation. The nonnative grasses are dominated by smooth brome (*Bromus inermis*), with some locations containing cheatgrass (*Bromus tectorum*), crested wheatgrass (*Agropyron cristatum*), and cereal grass. These areas also tend to be somewhat weedy including bindweed (*Convolvulus arvensis*), alfalfa (*Medicago sativa*), bull thistle (*Cirsium vulgare*), whitetop (*Lepidium draba*), western ragweed (*Ambrosia psilostachya*), cheeseweed (*Malva parviflora*), teasel (*Dipsacus fullonum*), and mustard (*Brassicaceae spp.*). The area along the freeway fill slope has been planted with clusters of Russian olive (*Elaeagnus angustifolia*). Russian olive is an invasive species, spread by birds eating their fruit. Although these areas tend to be relatively weedy, they are continued to be used by wildlife such as birds and small mammals, similar to native grassland; however, likely less diverse.

### Big Sagebrush Shrubland

This shrub community occurs in clearings within Gambel's oak shrubland and along the margins of woodlands such as along stream terraces and grade changes. This community is found at the higher elevations of the canyon as well as along the bench just above the riparian corridor. This community is

dominated by sagebrush (*Artemisia tridentata var. tridentata*) and rabbitbrush (*Ericameria nauseosus*), snakebush (*Gutierrezia sarothrae*) with grasses and forbs found throughout the interstitial spaces. Forbs and grasses include bluebunch wheatgrass, purple three awn, needle and thread, cheatgrass, and curlycup gumweed. Big sagebrush shrubland provides habitat for passerines such as house finches, white-crowned sparrow, as well as small to medium-sized mammals.

### Lower Montane Riparian Woodland/Shrubland.

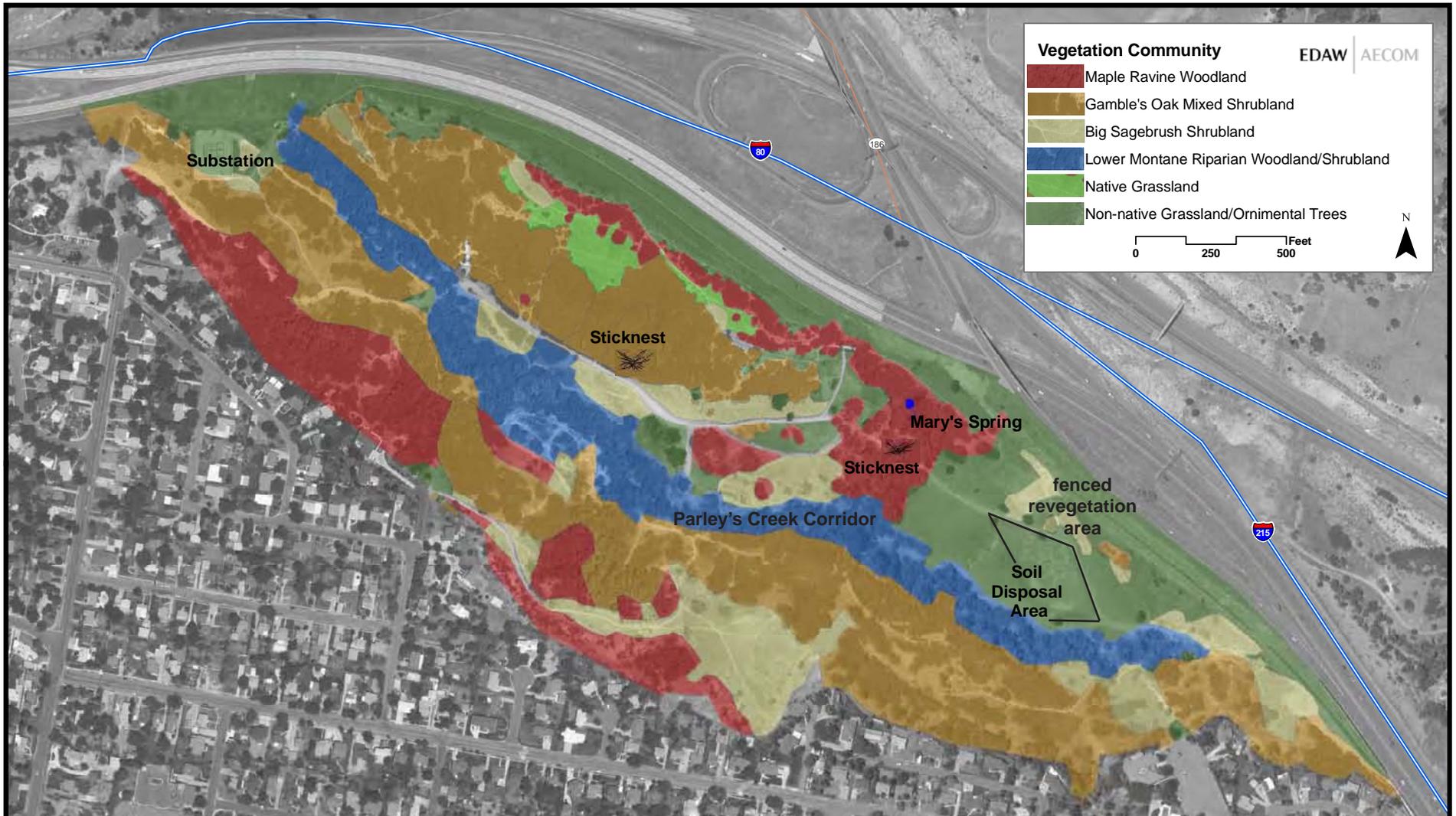
This community is comprised of the riparian corridor that surrounds Parley's Creek. The width of this community along the creek corridor varies and vegetative density based on topography, hydrology, and disturbance. This community is especially important because it enhances flood control and protects water quality. Parley's Creek is home to Bonneville cutthroat trout, which are dependent upon water quality for suitable habitat. The dense canopy shades the creek and keeps water temperatures cool allowing for greater dissolved oxygen capacity. In addition, falling woody debris creates pools and hiding places for fish. Birds such as warblers and owls use the trees for habitat. It is dominated by narrowleaf cottonwood (*Populus angustifolia*), peachleaf willow (*Salix amygdaloides*), sandbar willow (*Salix exigua*), red-twig, dogwood (*Cornus sericea*), golden currant, and chokecherry (*Prunus virginiana*).

### Emergent Marsh

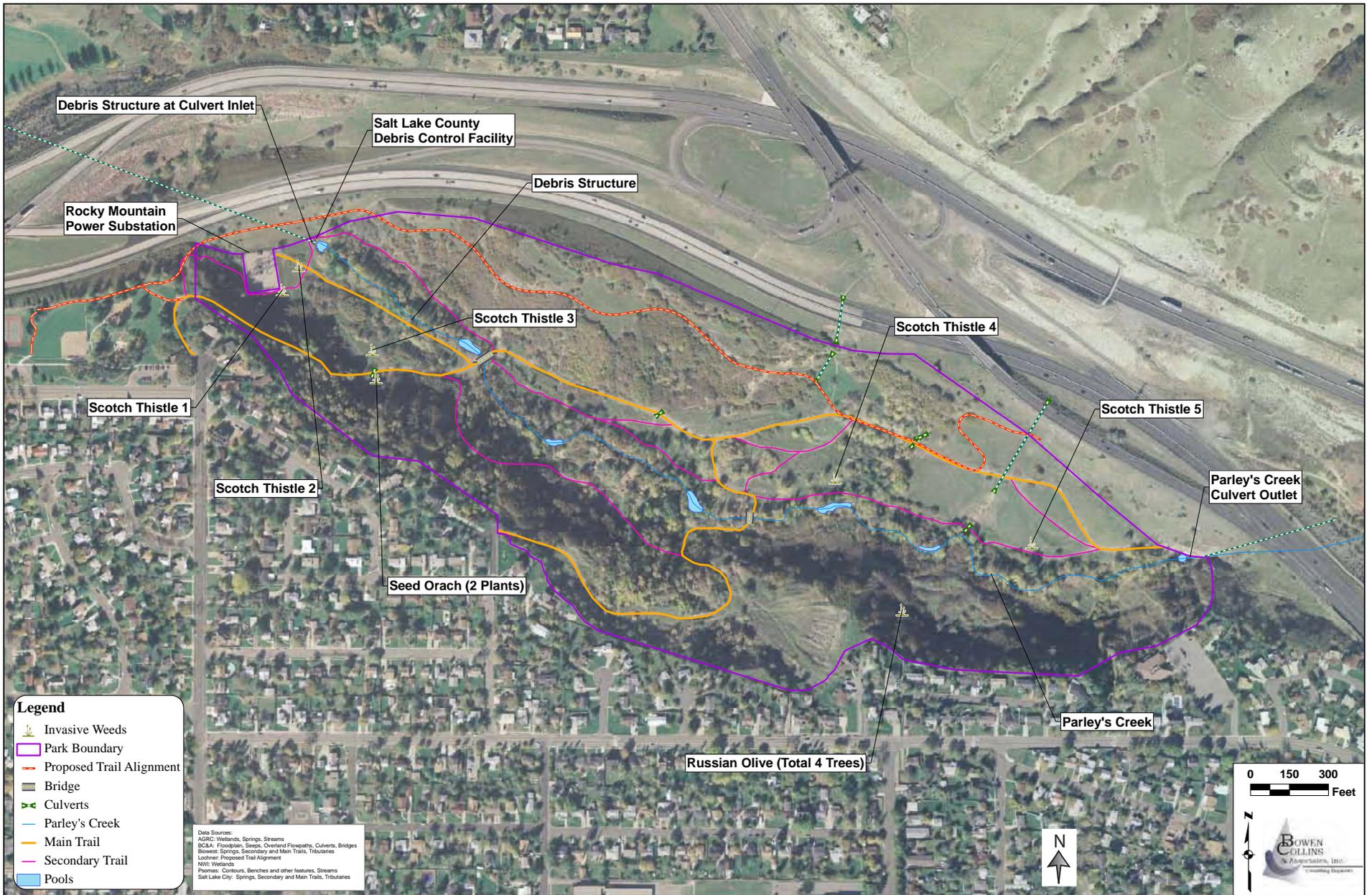
Emergent marsh plant species frequently colonize inundated or ponded areas and are adapted to the saturated and anaerobic soil conditions. These wetlands are mostly found along at springs and seeps and take advantage of the surface hydrology as it drains towards Parley's Creek. Mary's Spring on the north side of the property is the most notable of the emergent marshes. These marshes are dominated by cattail (*Typha sp.*), but sedges (*Carex spp.*) and rushes (*Juncus spp.*) are also present. These seeps and springs provide a source of water for a variety of birds and small mammals. These are shown on *Map 3: Wetlands*.

### Invasive Weeds

Parley's Canyon contains a number of nonnative species. The most invasive are those species that Mahaleb cherry (*Prunus mahaleb*), firethorn (*Pyracantha sp.*), tartarian honeysuckle (*Lonicera tatarica*), Russian olive, cheatgrass, myrtle spurge (*Euphorbia myrsinites*), bull thistle (*Cirsium vulgare*), Siberian elm (*Ulmus pumila*), and poison ivy (*Rhus radicans*). *Map 2: Invasive Weeds* locates the most problematic areas for weeds.



Map 1: Vegetation / Habitat Types



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# Map 2: Invasive Weeds

## 2. Wildlife

No formal, scientific wildlife surveys have been performed at PHNP. Most of the information provided here is from literature reviews, anecdotal sources (including citizen bird counts and wildlife lists), local scientists (including Amy Defreeze of U.S. Fish and Wildlife Service and Doug Sackaguchi of Utah Division of Wildlife Resources) and speculation based on location and vegetation/habitat types. Below is a list of common species that have and may occur in the park; however, use cannot be confirmed without formal wildlife surveys.

### Mammals

Red Fox (*Vulpes vulpes*)  
Raccoon (*Procyon lotor*)  
Striped skunk (*Memphitis memphitis*)  
Rock squirrel (*Spermophilus variegates*)  
Cottontail rabbit (*Sylvilagus audubonii*)  
Longtail weasel (*Mustela frenata*)  
Meadow vole (*Microtus pennsylvanicus*)  
Pocket gopher (*Thomomys bottae*)  
Big brown bat (*Eptesicus fuscus*)  
Western long-eared bat (*Myotis evotis*)  
Little brown myotis (*Myotis lucifugus*)  
American deer mice (*Peromyscus maniculatus*)

### Birds

#### Grassland

Lazuli bunting (*Passerina amoena*)  
Lark sparrow (*Chondestes grammacus*)

American goldfinch (*Carduelis tristis*)  
Brewer's sparrow (*Spizella breweri*)  
Spotted towhee (*Pipilo maculatus*)  
Blue-gray gnatcatcher (*Polioptila caerulea*)  
*Big sagebrush shrubland*  
California Quail (*Callipepla californica*)  
Horned lark (*Eremophila alpestris*)  
Western meadowlark (*Sturnella neglecta*)  
Mourning dove (*Zenaida macroura*)  
Brewer's sparrow (*Spizella breweri*)  
Vesper sparrow (*Pooecetes gramineus*)  
Lark sparrow (*Chondestes grammacus*)  
Chipping sparrow (*Spizella passerina*)  
Violet-green swallow (*Tachycineta thalassina*)

#### Gambel Oak Shrubland

California Quail (*Callipepla californica*)  
Lazuli bunting (*Passerina amoena*)  
Dark-eyed junco (*Junco hyemalis*)  
Spotted towhee (*Pipilo maculatus*)  
Chipping sparrow (*Spizella passerina*)  
Lark sparrow (*Chondestes grammacus*)  
American goldfinch (*Carduelis tristis*)  
Orange-crowned warbler (*Vermivora celata*)  
Blue-gray gnatcatcher (*Polioptila caerulea*)  
Lark sparrow (*Chondestes grammacus*)  
American robin (*Turdus migratorius*)  
Black-capped chickadee (*Poecile atricapillus*)  
Warbling vireo (*Vireo gilvus*)  
Hermit thrush (*Catharus guttatus*)  
Brewer's sparrow (*Spizella breweri*)  
Mourning dove (*Zenaida macroura*)  
Black billed magpies (*Pica pica*)  
Northern oriole (*Icterus galbula*)

House wren (*Troglodytes aedon*)  
House finch (*Carpodacus mexicanus*)  
House sparrow (*Passer domesticus*)  
Bushtits (*Psaltriparus minimus*)  
Chukar (*Alectoris chukar*)  
Stellar jay (*Cyanocitta stelleri*)  
Song sparrow (*Melospiza melodia*)  
Western scrub jay (*Aphelocoma californica*)  
Lesser goldfinch (*Carduelis psaltria*)

#### Maple ravine woodland/Riparian Woodland

California Quail (*Callipepla californica*)  
Northern flicker (*Colaptes auratus*)  
Hermit thrush (*Catharus guttatus*)  
Orange-crowned warbler (*Vermivora celata*)  
Warbling vireo (*Vireo gilvus*)  
Chipping sparrow (*Spizella passerina*)  
Mourning dove (*Zenaida macroura*)  
Black-headed grosbeak (*Pheucticus melanocephalus*)  
Dusky warbler (*Phylloscopus fuscatus*)  
Broad-tailed hummingbird (*Selasphorus platycercus*)  
Black-chinned hummingbird (*Archilochus alexandri*)  
American robin (*Turdus migratorius*)  
Black-capped chickadee (*Poecile atricapillus*)  
Spotted towhee (*Pipilo maculatus*)  
MacGillivrays warbler (*Oporornis tolmiei*)  
American goldfinch (*Carduelis tristis*)  
Cordilleran flycatcher (*Empidonax occidentalis*)  
Blue-gray gnatcatcher (*Polioptila caerulea*)  
Western tanager (*Piranga ludoviciana*)  
Mountain chickadee (*Poecile gambeli*)

Lazuli bunting (*Passerina amoena*)  
 Hairy woodpecker (*Picoides villosus*)  
 Yellow warbler (*Dendroica petechia*)  
 Barn swallow (*Hirundo rustica*)  
 Red-wing black bird (*Agelaius phoeniceus*)  
 Yellow rumped warbler (*Dendroica coronate*)  
 Mallard (*Anas platyrhynchos*)  
 Downey woodpecker (*Picoides pubescens*)  
 Rough-winged swallow (*Stelgidopteryx serripennis*)  
 Cliff swallow (*Petrochelidon pyrrhonota*)  
 Swainson's thrush (*Catharus ustulatus*)  
 Brown-headed cowbird (*Molothrus ater*)  
 American dipper (*Cinclus mexicanus*)  
 Pine siskin (*Carduelis pinus*)  
 Blue-headed vireo (*Vireo solitarius*)  
 Calliope hummingbird (*Stellula calliope*)  
 European starling (*Sturnus vulgaris*)  
 Rock dove (*Columba livia*)  
 Common raven (*Corvus corax*)  
 Ruby-crowned kinglet (*Regulus calendula*)

### Raptors

Cooper's hawk (*Accipiter cooperii*)  
 Sharp-shinned hawk (*Accipiter striatus*)  
 American kestrel (*Falco sparverius*)  
 Barn owl (*Tyto alba*)  
 Western screech owl (*Otus kennicotti*)  
 Great horned owl (*Bubo virginianus*)  
 Northern saw-whet owl (*Aegolius acadicus*)  
 Red-tailed hawk (*Buteo jamaicensis*)  
 Merlin (*Falco columbarius*)

### Reptiles

Gopher snake (*Pituophis catenifer*)  
 Side blotch lizard (*Uta stansburiana*)  
 Western skink (*Eumeces skiltonianus*)  
 Tiger salamander (*Ambystoma tigrinum*)  
 Great basin spadefoot (*Spea intermontana*)

### Amphibians

Western toad (*Bufo boreas*)  
 Tiger salamander (*Ambystoma tigrinum*)  
 Great basin spadefoot (*Spea intermontana*)

### Fish

Bonneville cutthroat trout (*Oncorhynchus clarki utah*)

### Discussion

According to the *Utah Comprehensive Wildlife Conservation Strategy*, lowland riparian habitat (as found in Parley's Nature Park qualifies) is the most critical habitat to wildlife in the state. Utah Division of Wildlife Resources (DWR) assigned scores to 25 habitat types according to abundance, magnitude of threats, and importance to sensitive species and overall vertebrate biodiversity. Lowland riparian represents the lowest percentage of land cover in Utah. It is subject to the highest magnitude of threat yet is one of the most important to sensitive species in Utah and overall vertebrate biodiversity. Because lowland riparian habitat is such a high priority habitat, DWR calls it a "key" habitat for its value to wildlife. Only 10 of the 25 habitat types in Utah are

key habitats. Salt Lake City has recognized the importance of riparian corridors in its Riparian Corridor Ordinance and Study. At one time, this Parley's Creek corridor was likely inhabited by a large variety of wildlife including big game as they utilized both mountain and valley habitats. In the last several decades, PHNP has been cut off from the Wasatch Mountains and foothills by Interstates 215 and 80, and by residential development. As a result, large wildlife corridors were severed and habitat fragmented. The occasional deer (*Odocoileus hemionus*), coyote (*Canis latrans*), or red fox (*Vulpes vulpes*) may stray from the residential neighborhoods, but high human use and the large number of unleashed dogs and that use the area may deter persistent use of the habitat.

The overall habitat quality throughout the park varies widely. Both the east and west ends of the canyon have been disturbed at one point or another. At the west, there is an electric substation and at the east there was a large disturbance associated with freeway construction and other activities. In addition to the main trail arteries, there are a substantial number of user-created trails caused by both human users and dogs. Some of these trails are up steep slopes and are causing erosion and contributing to sediment deposition in Parley's Creek.

The higher quality habitats primarily consist of the stream and riparian corridor upstream of the west bridge, the maple ravine community, Gambel's oak and boxelder up the canyon sides, and the native grasslands along the north side of the gully.

Quality aquatic (fish) and avian (bird) habitat remain because the creek corridor is continuous and because birds easily fly between disconnected habitats. Migratory, neo-tropical birds have historically used the riparian corridor, as have other resident birds. Federally listed endangered Bonneville Cutthroat Trout can be found in this stretch of creek and are thriving in upstream locations, but occasional catastrophic fish kills have occurred in recent years from upstream releases of chlorine and other chemicals. The riparian zone has also suffered from erosion, compaction and disappearing understory vegetation due to unlimited access and overuse. In addition, periodic dewatering of the stream threatens its viability as habitat.

The maple ravine community, which tends to grow along moist and well shaded slopes found along the upper sides of the canyon, is also relatively healthy. Since most of the maple ravine community is on steep slopes, the disturbance in this community is relatively limited. However, in some areas trees and their root zones have been damaged, primarily by parties and destructive users. Non-native invasive trees may be the biggest threat here. The dense Gambel's oak shrubland is relatively resilient and is adapted for disturbance. It has recently been impacted by the construction of Parley's Trail, and while revegetation is planned, its success remains to be seen.

Disturbed areas recover slowly and are generally revegetated with non-native grassland. These eroded and disturbed areas here are in need of restoration to a more native species composition. Although the restoration of these disturbed sites will need to be done, soil tests will need to be conducted and the sites will need to be studied to determine suitability for which plant community type. Many areas of the park have

significantly disturbed soils from past construction that may limit their potential for vegetation and habitat restoration.

One of the most debated issues amongst stakeholders is the degree of impact on native plants, wildlife and water quality attributable to off-leash dog use. Several published scientific studies were referenced for this plan. They are included in *Sources* and summarized in the *Appendix*. The primary concern is the disappearance of riparian understory vegetation due to overuse by people and dogs. This vegetation filters pollutants and traps sediment to keep it from flowing directly into the stream. Without it, water quality is seriously impacted by bacteria, pathogens, metals, organic compounds, and hydrocarbons found in dog waste, highway runoff and other sources. This vegetation also keeps water temperatures cool and is an important component of both aquatic and upland habitat. It also helps protect overstory trees by buffering them from the erosive power of Parley's Creek, helping absorb floodwater and by preventing compaction of their roots..

### 3. Wetlands

Parley's Historic Nature Park contains several areas with wetlands or potential for created or restored wetlands. A site visit was conducted on September 1, 2009 (by Bowen Collins & Associates) to evaluate the existence and location of wetlands here, and map them (*Map 3*). The construction of the Parley's Trail during this field work limited access in some areas. Two kinds of wetlands were found at PHNP, Wet Meadows and Seeps and Springs. Riparian wetlands, which directly adjacent to a stream corridor, are not found at PHNP.

**Wet Meadows**, the most common type of wetland, exist without standing water for most of the year, but the soils remain saturated. Wetland 1 is a wet meadow, approximately 20 feet by 20 feet in size (400 square feet, 0.010 acres). This wetland was also identified in the *Parley's Trail Extension Project* report by consultants (SWCA) based on a 2007

site visit. This wetland would be considered a jurisdictional wetland by the US Army Corps of Engineers because of its connection to water of the U.S. as well as having at least two of the three wetland indicators, which are hydrology, soils and vegetation.

The soils at Wetland 1 remain saturated from runoff from Mary's Spring to the northeast. Surface runoff meanders its way from the spring, through a metal corrugated pipe that crosses below the existing trail, into the wetland and eventually connecting to Parley's Creek through surface drainage. The dominant vegetation in this area is narrowleaf cattail, *Typha angustifolia*. The willows that surround this area make this wetland seem larger than what actually exists. The wetlands may in fact have been larger at one time, but trail construction, diverted runoff and the placement of culverts have constrained the spread of the hydrology.

**Seeps and Springs** were identified in the field at three places. Springs or seeps allow for groundwater or an aquifer to reach the surface. These areas are either ponding or trickling through the vegetation and connecting to Parley's Creek. Spring 1 (Mary's Spring) is located on the north side of the existing, main trail and east of the historic wine cellar. (Photo A) This area collects water into a pond that is relatively stagnant. The water collected in this spring is slowly released, crossing under the trail and eventually into the Wetland 1.

Spring 2 and Spring 3 (Photos B, C) are located on the south side of Parley's Creek and are headwater springs that are considered wetlands. These are seeps that come through to the surface and create saturation and a continual flow of water. This is typical of areas with fault lines nearby. These areas, identified as, have been disturbed over time, mostly due to the diversion of water for the construction of the BMX area as well as trails and access to tree swings and other man made attractions. Although the vegetation is sparse due to the disturbance, the vegetation that is present is mostly obligate species, meaning the species almost always occur in a wetland. These species were predominately watercress



Photo A: Mary's Spring.



Photo B: Spring 3 near the tree swing.



Photo C: Springs 2 and 5.

(*Nasturtium officinale*) and monkey flower (*Mimulus langsdorfii*). Spring 4 is adjacent to the main trail on the north side of the stream and has a small patch of cattail around it. Spring 5 is adjacent to the trail on the south side of the stream, creating a wet spot there.



# Map 3: Wetlands

## 4. Hydrology

This summary covers the background data and current conditions of the hydrology, uses of the hydrology, and soils within Parley's Historic Nature Park. The study focused primarily within Park boundaries, but also investigated the history of constructed dams and flow data found upstream of the Park. The analysis consisted of data collection, a review of Salt Lake County Engineering studies of Parley's Creek in 2007, interviews with Salt Lake County Engineers and Salt Lake City Public Utilities as well as several site visits to further evaluate the existing conditions. Field work was completed on February 18, 2009 (by Bowen Collins & Associates) and is shown on *Map 4: Hydrology*.

Parley's Creek through the park is over one half-mile in length and has an average width of 13 horizontal feet. The corridor has several pools that have been created by fallen trees, debris, and rocks. Vegetative cover along the riparian corridor is good, allowing most of the water to remain shaded and keeping water temperatures cool. Several areas of the creek are eroded due to the frequent use of the area by humans and off-leash dogs. The frequency of use and compaction prevents the understory from recovering naturally. A large culvert conveys the creek from the east under Interstate I-215 and a second culvert conveys the creek from the park, under Interstate 80. A debris structure operated and maintained by Salt Lake County Flood Control is located at this exit culvert.

### History

In the late 1800s and early 1900s, the PHNP area was an excellent location for activities that benefit from close proximity to what is known today as Parley's Creek. Naturally, many mill and mining activities follow the topography of the land and were located adjacent to natural resources such as mountain streams. Over time, small dams were constructed in the stream channel to divert water to areas that needed a steady stream flow for consumption purposes, such as the Pleasant View Canal that took water from Parley's Creek to Salt Lake City. Tailwater

from these canals eventually discharged back to the main channel of Parley's Creek.

From a review of a 1938 aerial photo and discussions with Steve Jensen (Salt Lake County Engineering), the natural meandering corridor of the creek likely alternated from a single channel to a braided channel, especially as the creek opened up to the valley at the mouth of Parley's Canyon at this Park. Braided channels in the Salt Lake Valley were very common and are sometimes caused by a change in velocities and sediment deposition. As Parley's Creek traveled through the Valley, it met the Jordan River and ultimately discharged into Great Salt Lake.

Water and stream channels were treated much differently during early settlement days than today. Historical photos show that development and activities occurred right up to the creek banks, and in some cases, within the channel of Parley's Creek. Water was diverted, vegetation was cleared, and access roads were developed as needed. Regulations developed in more recent times would prevent many of these activities.

Although Parley's Creek likely meandered historically, it has remained relatively constant during the last 70 years based on an evaluation of the 1938 aerial photo. This is likely due to the construction of Mountain Dell dam in 1924, which effectively eliminated severe flooding. As the activities and uses within PHNP diminished over time, the area restored itself and the stream corridor reestablished to what we see today. Evidence of some activities in the corridor remains. Mining/excavation occurred along the southern scarp of the creek at a now-demolished gravel operation near the current BMX course. Clearing and grading over time resulted in soil sloughing and the creation of steep embankments on the south side of the creek.

### Mountain Dell Dam

Mountain Dell Dam was constructed to provide storage and additional potable water to the Salt Lake Valley. At the time of its completion in

1924, the dam stored up to 3,173 acre-feet of water and was an integral part of the Salt Lake water distribution system. All tributaries of Parley's Creek upstream of the dam are captured and stored in the reservoir. The water is then treated at the Parley's Treatment Plant and conveyed through a pipeline located on the north rim of Parley's Canyon.

The dam was repaired periodically until 1979 when it was determined that the dam spillway did not meet National Dam Safety Program Act Criteria. Over the next ten years, improvements to the Mountain Dell Dam and the construction of the Little Dell Dam upstream improved safety and capacity. Little Dell Dam provides an additional 20,500 acre-feet of storage, which significantly reduces the potential flood flows into Mountain Dell Reservoir. Both reservoirs are currently used to supply water to Salt Lake City's water distribution system.

According to Salt Lake City Public Utilities, there is no base flow or minimum release from the reservoir and throughout much of the year no water is released from the reservoir into Parley's Creek. Generally water is only released from the reservoir if it is anticipated that the spring runoff will fill the reservoir above the standard storage level. Water is also occasionally released to circulate the stored water to improve water quality. In either case, water is usually only discharged from the dam on average once a year starting with a minimum discharge flow rate of 10 cfs (cubic feet per second) and maximum discharge flow rate of 50 cfs. The discharge may last several weeks, and are typically less than 1,000 acre feet total.

### Flow Data

Over forty years of stream flow data was obtained from a USGS stream gage located at Suicide Rock, just east of the Park. This gage is roughly five miles downstream of the Mountain Dell Reservoir and measures the flow in the stream numerous times per day, which includes any water being released from the reservoir and any accumulation of runoff generated from the watershed downstream of the reservoir. Average

daily flows are shown in Figure A. The peak average flows range from 80 to 110 cfs during the spring snowmelt runoff, from April to June.

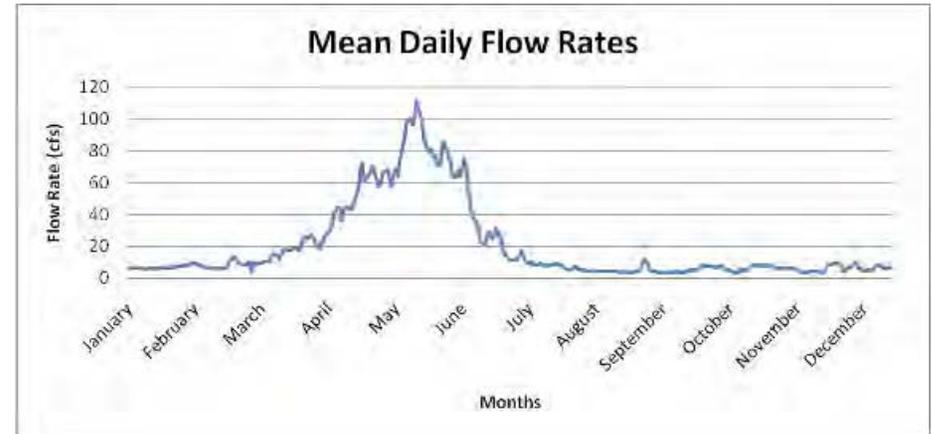
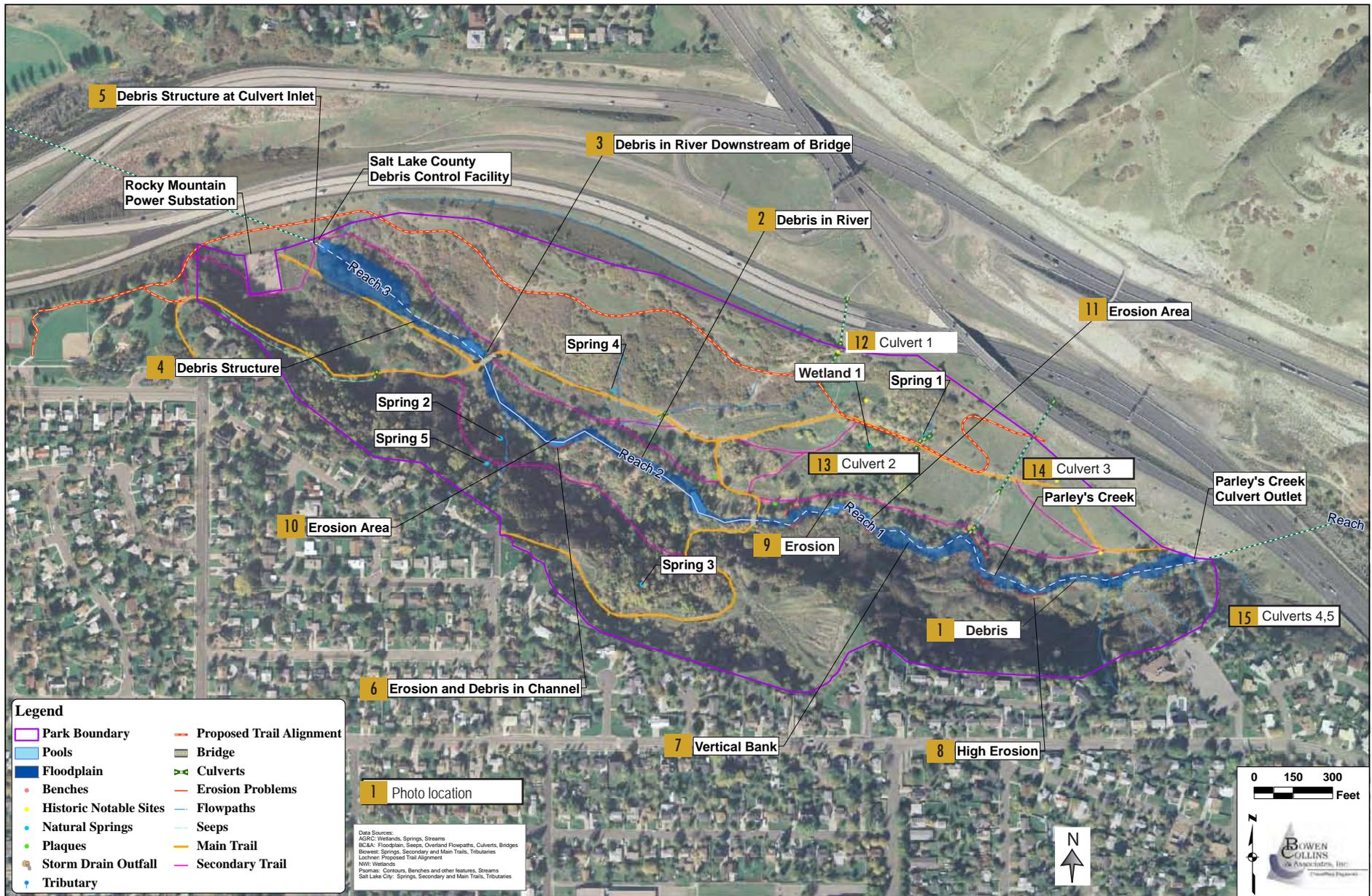


Figure A: Mean daily flow rates based on historic data.

Figure B shows the minimum of the average daily flows. It can be seen from the figure that the minimum daily flow rate during the snowmelt runoff ranges from 4 to 7 cfs, and is about 1 to 2 cfs the rest of the year. The gage record also shows that there have been periods of time when no water was flowing in the river.



Figure B: Minimum daily flow rates based on historic data.



## Map 4: Hydrology

Note: The existing FEMA map was reviewed and overlaid on a current aerial. The flood plain map did not align with current aerials of the Parley's Creek corridor, therefore, a new model of the flood plain was developed to better define the boundaries. Existing topography and aerial photography was used to make necessary adjustments to the stream centerline.

Directly upstream from the Park, a large culvert allows the creek to flow below Interstate 215. This is a popular area for recreational tubing on the creek. To “shoot the tube,” people create removable dams (typically plywood) on the upstream side of the culvert and to back up water and release it once a desired elevation is reached for increased tubing velocities. The surge of water creates higher loads of scouring sediment and deposits it in the creek corridor. Broken plywood and other debris is often left in the creek, eventually requiring cleanup or cleanout.

The outlet of the culvert, west of Interstate 215, discharges into a cobble-lined pool. An outfall overflow from Terminal Reservoir is also released into this pool; however only during storm events. Although the Metropolitan Water District of Salt Lake and Sandy works to control water levels in Terminal Reservoir, it is difficult to predict the use of irrigation during storm events. This water is treated and chlorinated, and when overflow does occur it can result in high levels of chemicals, which can be detrimental to fish.

### Stream bed

Salt Lake County Engineering performed an evaluation of Parley’s Creek in 2007. Salt Lake County studied the creek in three sections, Reach 1, Reach 2, and Reach 3, as identified on *Map 4*. Their findings and data sheets are summarized here. The riparian vegetation density is high (60-100%) throughout the creek except for the understory of Reach 3 where it drops to 30-60%. The channel stability rating is good or excellent in all reaches. The streambed sediment supply in the bed and lower bank is generally low, although it is high in Reach 2. The streambed vertical stability is considered stable. The width/depth ratio condition is normal for Reaches 1 and 2, but high for Reach 3. The creek has riffles and pools along its length with the spacing varying between 30’ and 100’ depending on the reach. The estimated percent length of reach without stabilization structures on one or both sides of the stream is 75-100%.

### Debris Dams and Debris Racks

Fallen wood (debris) in natural streams encourages meandering and creates diverse habitat for aquatic life. There are several naturally-formed debris dams on the creek, created when logs or branches become lodged in the stream channel (Photos 1,2,3). Sediment collects in such areas, further restricting the flow of water. This flooding backwater creates pools that are popular swimming and wading areas, by people and dogs.

These pools can create a flood hazard during periods of high flows. As debris accumulates in the stream channel, the potential of flooding and erosion may increase. Flooding and erosion may also reduce the capacity of the channel, thus forcing itself to become wider and flooding larger areas of the Park. During an increase in discharge from a large storm event or a release from Mountain Dell Reservoir, debris dams may become unstable and breach. Such a breach would result in an increase in flow volume and velocity downstream, which would increase the likelihood of erosion and damage to the channel. There could be additional negative impacts from the material that was forming the dam.



Photo 1: Debris dam and plant growth in the stream channel.



Photo 2: Debris in creek.

Two debris racks have been built on this stretch of Parley's Creek to catch debris and minimize dams and flooding. One debris rack is located near the west end of the creek's reach in the Park. The structure consists of steel I-beams imbedded vertically into the channel and connected horizontally by steel cables (Photo 4). It stops large debris from continuing downstream and potentially clogging the culvert at the west end of the park (Photo 5), which has another debris rack. Debris is removed periodically by Salt Lake County Flood Control.

Wading and swimming in the creek releases sediment, contribute to poor water quality, and disrupt fish habitat, but this use is just one contributing factor. More damage has been done to the riparian corridor by channel maintenance activities, including clearing of debris and access within the creek bed. One known example of this is in 2007, when excess damage occurred as Salt Lake County Flood Control cleared debris to allow for the water to flow without obstructions. Several agencies were notified of the operation and the County has not accessed the creek since and is now required to apply for permits on a stream by stream basis. The County is designing an alternative, improved structure at the west end of the Park upstream from the Interstate 80 culvert to provide one access point for debris and sediment clearing. This area will also be redesigned to provide more flood protection to the adjacent power substation.

### Erosion along Parley's Creek

Streams are among the most dynamic landforms on earth. Streams naturally migrate laterally and change course over time. However, stream flows into Parley's Creek are controlled and released by Mountain Dell dam, so are much less dynamic on average than a free-flowing stream. Channel bank erosion is found on Parley's Creek throughout PHNP. The two primary causes of the erosion on this stretch of Parley's Creek are stream forces and human/animal impacts. *Map 4: Hydrology* shows the areas identified during site visits.



Photo 3: Debris in creek downstream from the bridge.



Photo 4: Debris structure west of main bridge.



Photo 5: Debris structure at west culvert inlet.



Photo 6: Erosion and debris in channel.



Photo 7: Vertical bank.



Photo 8: High erosion potential of a vertical bank.

There are areas along Parley's Creek where the channel has cut so deeply into the bank that the banks are now nearly vertical (Photos 6,7,8). In such areas the bank has been destabilized. These areas tend to be areas of erosion and generate sediment in the stream flow. However, if the creek is allowed to complete its natural cycle, the banks may eventually attain a stable slope and the erosion will decrease or stop completely.

The second cause of erosion of the channel banks is a high concentration of humans, off-leash dogs and other animals stepping on banks to access the river. In many areas in the park, it is apparent that high-traffic access to the river has destroyed the ground vegetation, eliminated natural plant litter, destabilized the banks, caused erosion and endangered trees. (Photos 9,10,11 and *Map 6: Riparian Corridor*). Unlike the natural stream processes, these areas are more likely to continue to erode and cause further damage to the banks.

While the erosion of the stream banks and the destabilization of the river appear to be a problem in some areas, the sediment deposition does not appear to be a major problem through the study reach. No evidence of significant sediment deposition was found during site visits.

The general overall condition of the stream channel is good. While there are areas where erosion or potential flood hazards occur, there are also long stretches where the river is stable with no major problems.

On the east end of the park, a 48" culvert passes under the trail at a point where the trail is quite close to the stream channel. The trail's proximity and the potential of large flows to pass through the culvert during a storm event threaten to wash away the trail by flood water coming from the culvert and the rising river.



Photo 9: Erosion caused by high-traffic human and dog access to the creek.



Photo 10: Erosion caused by high-traffic access to creek and storm runoff.



Photo 11: Erosion caused by high-traffic access to creek.

## Culverts

A number of culverts are scattered throughout the park (*Map 4*) and vary in their condition and functionality. Poorly-functioning culverts may be causing undue erosion and reducing water quality in the creek. Three of these culverts route off-site runoff from highway storm drainage or the mountains north of the park into Parley's Creek.

A pair of connected culverts are located on the north border of the park, west of the Dudler's Inn historic site (Photo 12). The first 48" diameter, 200-foot long culvert passes under the I-80 and ties into a second 48", 140-foot long pipe that flows into an on-site ditch. The inlet of the

second culvert is roughly four feet lower than the outlet of the first culvert, and the distance between the culverts is relatively small. This configuration is potentially damaging if high flows from the first culvert do not completely flow into the second culvert due to velocities or in-stream obstructions. Any water that overflows this connection spills out onto the hillside and causes erosion problems. It appears to have damaged the aqueduct in places. This second part of this pair of culverts has an outlet approximately 200' to the southwest, where outflow water has eroded a deep, damaging course through native vegetation, over 6' deep in stretches.

A second culvert routes water from Mary Spring at the Dudler's Inn site to Parley's Creek (Photo 13). The culvert is a 30" corrugated metal pipe approximately 40' long.

The third culvert is on the northeast border of the park, east of the Dudler's Inn site (Photo 14). This 48" diameter culvert is roughly 420 feet long. The outlet of this culvert is a wide ditch lined with rock to reduce erosion potential. This ditch connects to a 40-foot long, 48" culvert that runs underneath an existing trail and into Parley's Creek. Erosion has occurred near the existing soft path where the water discharges out of the pipe on the south side of the trail, likely transporting sediment into Parley's Creek. As part of the Parley's Trail Extension Project, this area will be reconstructed with a new culvert. Coordination with the new design and recommendations for erosion control will be further discussed later in the Improvements Plan.

The fourth culvert is the Parley Creek Culvert on the far east of the park (Photo 15). This culvert routes Parley Creek underneath I-215 and into its natural channel in the park. An adjacent culvert directs overflow water from Metropolitan Water District of Salt Lake and Sandy's Terminal Reservoir, south of the park, into the creek, while another culvert directs runoff from I-215 onto an area above these two outlets.



Photo 12: Two culverts for routing off-site runoff through the park. The top of the second, buried corrugated metal pipe is visible inside the archway.



Photo 13: Outlet of Mary's Spring through culvert 2.



Photo 14: Outlet of third 48" Culvert.



Photo 15: Outlet of Parley's Creek culvert (left side), highway drainage culvert (above it) and outlet of Terminal Reservoir (right side).

## 5. Water Quality

Water quality studies were not included in the scope of this Management Plan, nor in the scope of the Riparian Corridor Study. Water quality is a concern of park users and managers, as it pertains to habitat quality, human and pet safety (e-coli, other contaminants), and for downstream impacts on the Jordan River and Great Salt Lake. The State of Utah Water Quality Board has rated Parley's Creek and tributaries, from 1300 East in Salt Lake City to Mountain Dell Reservoir to protect against controllable pollution the beneficial uses designated within each class as set forth below. Parley's is protected by the State of Utah for:

**Class 1C** - Raw water source protected for domestic water systems with prior treatment by treatment processes as required by the Utah Division of Drinking Water

**Class 2B** - Protected for infrequent primary contact recreation and for aesthetics. Also protected for secondary contact recreation where there is a low likelihood of ingestion of water or a low degree of bodily contact with the water. Examples include, but are not limited to, wading, hunting, and fishing.

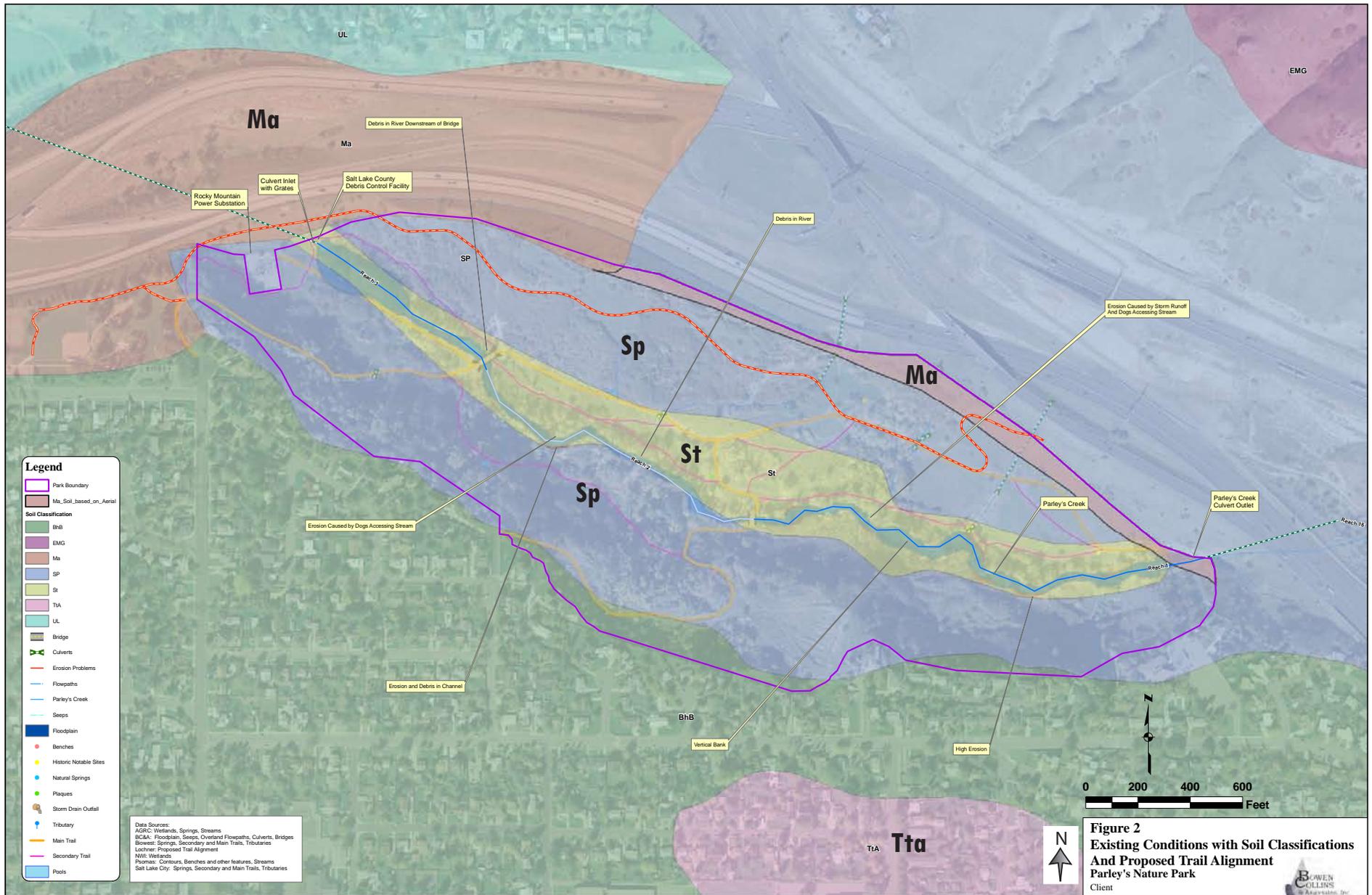
**Class 3A** - Protected for use by aquatic wildlife - cold water species of game fish and other cold water aquatic life, including the necessary aquatic organisms in their food chain.

(Source: *UT Admin Code R317-2. Standards of Quality for Waters of the State. June 1, 2009* <http://www.rules.utah.gov/publicat/code/r317/r317-002.htm>)

Salt Lake County commonly performs water quality assessments and has done some work in the vicinity of PHNP on Parley's Creek. The County is assessing water quality for the Jordan River TMDL (Total Maximum Daily Load) study. Data was collected in summer 2007 and in summer 2009. This data analysis is still being finalized, but initial results indicate that water within the park quality may not meet the state standards outlined above.

Past and present water quality problems within PHNP include discharge of highly-chlorinated water from upstream treatment plants (leading to fish kills), highway runoff (including petroleum, salts, lead), paint and garbage left behind at Suicide Rock and historical tar pits that seep directly into the creek. Water upstream of Parleys Creek is captured in Little Dell and Mountain Dell reservoirs and used for drinking water for Salt Lake City. Salt Lake City owns the water rights to water captured in Mountain Dell and will take water from Little Dell as needed for the City's potable use. Because this stretch of Parley's Creek is not City watershed, the City has been minimally involved in its protection or study to date.

Water quality assessments can be a monitoring tool to determine how well PHNP management goals are being met. Without this effort it is difficult to understand the conditions of the water quality for the creek. But first, management goals must be defined, and then it should be determined what to test and how. Assessments should at minimum include e-coli, water temperature, dissolved oxygen and turbidity. Salt Lake City's Watershed Department can perform similar assessments to the County's TMDL sampling, but has not done so for this section of Parley's because it is outside watershed boundaries.



# Map 5: Soils

## 6. Soils

The three dominant soil types found in the park, as defined by the Natural Resource Conservation Service (NRCS), are Stony Terrace Escarpments (SP), Stony Alluvial Land (St) and Made Land (Ma). Made Land are sections that were filled either for development or highway construction. *Map 5: Soils* shows the fill extends between 100-200 horizontal feet from the edge of the highway into the park. There are additional known areas of Made Land in the northeast of the park from construction of Interstate 80, Interstate 215 and Parley's trail, therefore *Map 5* modifies the NRCS areas to show an additional 4 acres that is likely Made Land. More area could be verified as Made Land with a geotechnical investigation with soil borings to verify the soil profile.

The following two soil types are defined by the NRCS.

### SP—*Stony terrace escarpments*

- Elevation: 4,200 to 5,200 feet
- Mean annual precipitation: 14 to 18 inches
- Mean annual air temperature: 49 to 56 degrees F
- Frost-free period: 130 to 180 days

### St—*Stony alluvial land*

- Elevation: 4,200 to 4,400 feet
- Mean annual precipitation: 13 to 16 inches
- Mean annual air temperature: 48 to 50 degrees F
- Frost-free period: 130 to 150 days
- Landform: Flood plains
- Slope: 0 to 20 percent
- Drainage class: Somewhat poorly drained
- Frequency of flooding: Frequent

### St—Poorly drained soils

- Landform: Flood plains
- Ecological site: Wet Saline Meadow

### Ma—*Made Land*

- The NRCS does not define this soil type because it varies widely. Made land is soil imported to site or altered as a result of heavy grading. This frequently results in poor soil composition, low organic material, weed seeds, and a lack of native seed bank.

## 7. Riparian Corridor

Salt Lake City Council Public Utilities is coordinating a study of four of the City's riparian corridors – Parley's, Red Butte, Emigration and City Creeks. This study will help refine the newly-adopted Riparian Corridor Ordinance and set forth Best Management Practices for land planning, design and restoration along these streams. The study (conducted by Bio-West) began in Summer 2008 and will be completed in Summer 2010. Each year, two creeks will be intensively studied and recommendations will be made for improvements. Parley's Creek will be studied in 2009, but preliminary field work and recommendations for Parley's Creek through the park was completed in December 2008 to meet the schedule of the PHNP Management Plan. This section summarizes the preliminary analysis and includes their mapping of existing conditions on *Map 6: Riparian Corridor*.

Water from Lambs Creek and Dell Creek upstream of Mountain Dell and Little Dell dams is contained and discharged into Parley's Creek as needed to control floods and supply water demands. Depending on the year, this may be one time in spring, or several times throughout the year. Tributaries to Parley's Creek downstream of the dam contribute a current, steady flow. This water provides year-round flow and contributes to a stable riparian density and diversity. Fisheries and riparian vegetation thrive along Parley's Creek, unlike other drainages in the valley where water is almost completely allocated and diverted before it reaches the valley bottom.

This reach of Parley's Creek through PHNP is one of the most natural riparian corridors in Salt Lake City. It is a long stretch with few obstructions or constructed elements. City ownership has prevented encroachments on the stream, such as fencing, piping, or channelizing into hard banks, commonly found on many other streams with largely private land ownership. The stream has a wide riparian corridor with room for the stream to alter its course, suggesting good potential for restoration projects. However, the riparian corridor has suffered from the impacts of heavy, continuous recreational use and flood control management.

The primary problems identified in the riparian corridor are:

- Trails and access points directly adjacent to the creek have eliminated understory vegetation and created erosion and compaction problems that further compromise the ability for vegetation to grow back and help hold banks in place.
- Proliferation of user-created trails, leaving few parts of the stream untouched.
- Narrower floodplain and channelization in areas where banks have been hardened by compaction, trails, or rip-rap.
- Damage to vegetation and banks caused by flood control activities that could be limited to fewer, more stable locations.
- Hillside erosion on the slopes that surround the park, and erosion from poorly-directed culverts entering the stream, both contributing excess sediment to the water.
- Invasive plant species, including Russian olives.
- Miscellaneous trash and remnant construction (old culverts, concrete chunks)
- Need to protect seeps and springs around the park.
- Turbidity and erosion caused by dogs, wading, and tubing in the creek that reduces the water quality and habitat suitability.



Photo 16: Absent understory vegetation and tributary erosion.



Photo 17: Bank hardening from trail and rip-rap.



Photo 18: User-created trail to access creek.



Photo 19: Bank erosion adding sediment to the creek.



Photo 20: Trash and remnant construction materials in the creek.



Photo 21: Turbidity and erosion.



## Map 6: Riparian Corridor

## K. Cultural Resources

Little evidence remains today of the bustling industry that once occupied this corner of the Salt Lake valley. Since the arrival of the Mormon Pioneers, this stretch of Parley's Creek and Canyon was integral to Salt Lake City's growth and settlement. The naturally strategic location certainly has evidence of settlement and use from pre-history through modern times, but only a few key items remain and little work has been done to uncover more. Some evidence of the over 160 years of industry, infrastructure, and settlement in and around the park can be found, but highway construction and mass grading has erased much of it. The remaining historic sites are deteriorating every year, due to park use, encroaching vegetation, and erosion from poorly-directed drainages and culverts. These are shown on *Map 7: Cultural Resources*.

### 1. Pre-History

Before the arrival of European settlers, Parley's Creek was undoubtedly important to American Indians who may have utilized the creek, hunted the wildlife in the canyon corridor, and used Suicide Rock as a lookout point. No known studies of pre-historic sites have been completed for PHNP and sites have likely been significantly disturbed by past construction. This story remains untold and ready for basic study and interpretation.

### 2. History

The period of pioneer settlement and industry was one of intense use of Parley's Canyon and Creek. Parley's Historic Nature Park was a true crossroads. Several different routes were explored and used by pioneers coming to Salt Lake City, but the path through Parley's Canyon and through PHNP, also known as "the Golden Road," came to predominate. An estimated 60,000 immigrants passed along this route, and over time, it served as a toll road, a sheep road, Pony Express route, stagecoach route, the Lincoln Highway and eventually Interstate 80. The Eastern Utah Railroad was built in this same corridor, hauling coal, freight and finally passengers to and from Park City and beyond. Dudler's Inn was

established to capitalize on this trade and remained one of the longest-lasting uses of the site.

The park's location at the canyon mouth was strategic for industry as well as transportation. Parley's Creek powered several mills and provided irrigation water. Kanyon Creek Mill once sat just west of the park, built with the intent of producing flour, then shifting to wool, then cotton, then paper. Mill workers built homes in the vicinity, many within the boundaries of the park. An 1888 map shows a fortified house and an ice business in the hollow, using small ponds to freeze creek water. A large diversion of Parley's Creek was built just east of the park, creating the Pleasant View aqueduct that ran through the park and is still partially visible today. In 1891, a large reservoir was built on the north side of Suicide Rock and served until the first Mountain Dell reservoir was constructed in 1915. A number of farmsteads came and went in the hollow, but competition for water and flat land was always tight. In the 1920s to 1950s, a sand and gravel operation ran on the creek at about the midpoint of the park. Extraction, washing and settling operations changed the creek alignment, and asphalt pits were constructed.

After that time, the park saw sporadic proposals for urban development. A portion of the Salt Lake Country Club's golf course was built in the hollow in the 1920s until it was removed to facilitate construction of Interstate 80 in the 1962. A proposed health club in the 1950s started with construction of a swimming pool in the park, which was soon abandoned and filled in. In the 1970s, several proposals for residential development precipitated the effort to protect the park. Anecdotal information (personal accounts, newspaper articles, meeting notes) confirms the original park purpose, but no formal written agreements exist, creating some debate today about the park's intended purpose.

### 3. Historic Sites

Several significant structures remain and several have been studied as a consequence of the construction of Interstate 80 and now Parley's

Trail. Dudler's Inn's foundation, wine cellar (Photo 22), and rock walls (Photo 23) are likely eligible for the National Register of Historic Places and have been documented with the State Historic Preservation Office (SHPO). The sandstone aqueduct arch from the Pleasant View canal is less likely to be eligible for the NRHP and has also been documented with the SHPO (Photo 24).

There are numerous less visible pieces of evidence of the past in the park, including abandoned road and rail grades, railroad ties, building foundations (Photo 25), bridge pylons (Photo 26) and undoubtedly numerous archaeological sites. The route of one historic road is the current path in front the rock wall associated with Dudler's Inn. Remnants of the Sheep Road are found just north and west of the aqueduct. Many sections of these routes have been covered up or destroyed by highway construction over the years. The potential for study and interpretation of these features is remarkable. The site also has potential to be studied as a Historic American Landscape—a collection of buildings, roads, site features, and human-altered natural areas that tells a story of the place as a whole.

Another aspect of the historic landscape are remnant plantings from the days of early settlement. Fruit trees, bulbs and rows of vegetation are evidence of homestead areas, but may be questionable components of the natural system here.

#### 4. Interpretation

Canyon Rim Citizens Association and the Sons of the Utah Pioneers placed five bronze and stone interpretive monuments in the park as a sesquicentennial project. They have also sponsored the publications of two histories of the park and hold archives and photos about the park. There is certainly potential for more interpretation on the ground and in other media.



Photo 22: Dudler's Inn cellar and foundation.



Photo 23: Rock wall lining the historic road.



Photo 24: Sandstone aqueduct and foundation.



Photo 25: Remnant foundation from gravel and concrete operations.



Photo 26: Historic era bridge pylons.



Map 7: Cultural Resources



Note: The routes of the trails and aqueduct are estimates and have been covered by road construction in many locations.

## L. Visitor Experience

### 1. Access

Visitors enter Parley's Historic Nature Park from several points, as shown on Map 8. The primary entry is on the main entry road, after parking at Tanner Park at approximately 2700 east Heritage Way. There is another major access at 2870 East, where limited on-street parking is used. Neighbors use a pedestrian entry on Lorien Court, but the asphalt turn-around leading to it is often blocked by parked cars, despite a public access easement. Another de-facto entry is from the Sons of the Utah Pioneers parking lot, where a steep, eroding closed trail is often still used by tubers. Parley's Trail currently enters the park via a pedestrian bridge over I-215 at the east end and has a trailhead parking area on the east side of this bridge. A new entry point will be created by the Parley's Trail at Tanner Park. Access for all abilities does not exist, as existing trails are steeper and less stable than ADA standards require. However, Parley's Trail will provide a safer, paved option, but includes steep grades that may eliminate some users.

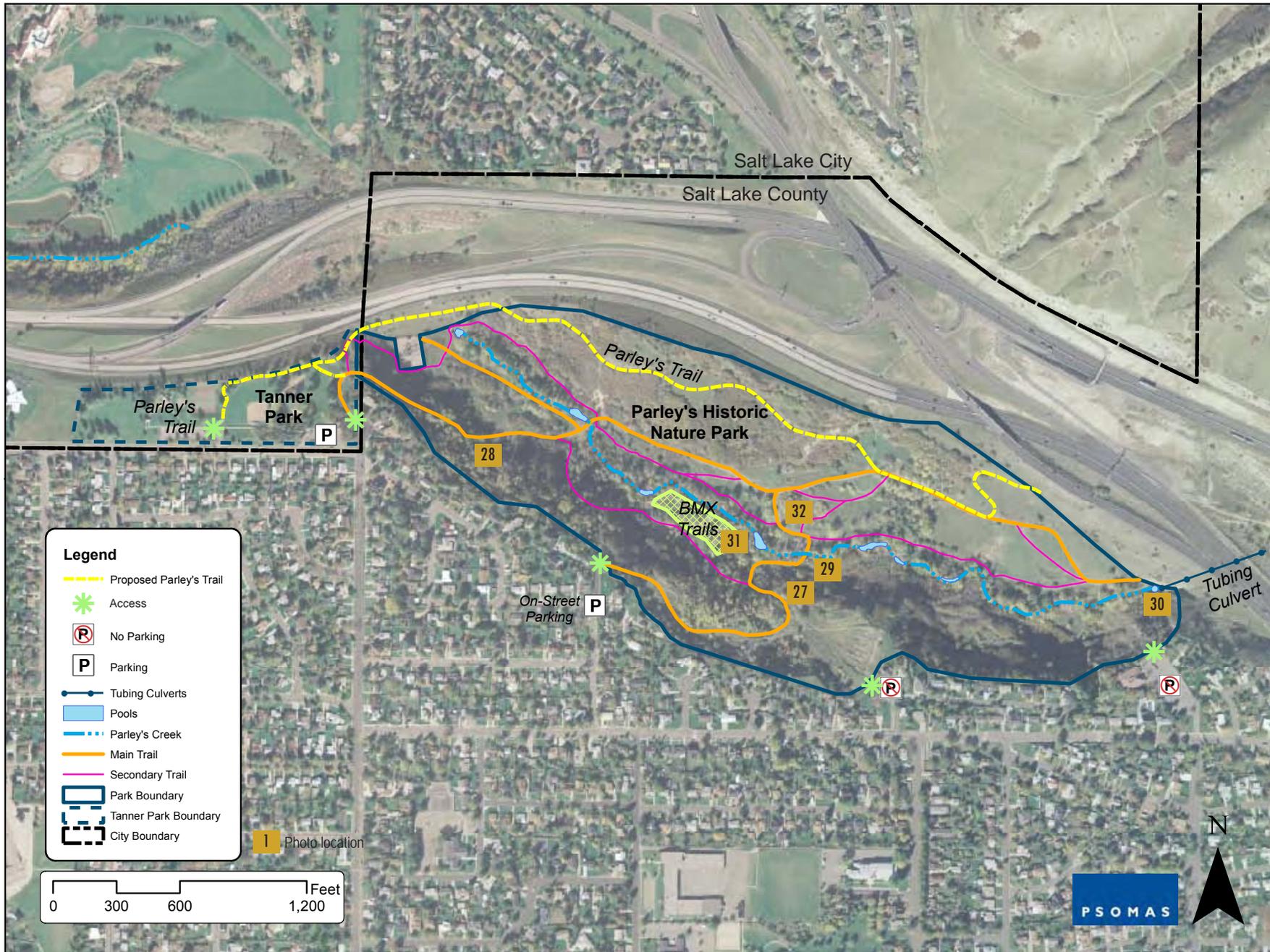
Access is currently a critical issue and failing point of the park. Users have exceeded the capacity of the parking lot and on-street parking. Car break-ins are frequently reported at the Tanner Park lot. The primary entry regulates dogs to on-leash, so many visitors frequently use the other entry points to avoid that rule (Photo 27 on p.36). Neighbors complain about noise, traffic, compromised privacy, wandering or threatening dogs, losing their street parking and other problems commonly encountered when living adjacent to a park. The entry trails suffer from erosion and user-created shortcuts. The main entry trail is icy in winter and many users feel the on-leash policy makes the situation more dangerous as excited dogs could easily pull owners and others into a slide down the steep slope (Photo 28).

### 2. Amenities

While many people enjoy the primitive, natural character of the park, a number of features enhance the experience, many built by volunteers. Parking, restrooms and trash collection are provided by Salt Lake County at Tanner Park at the entry. The primary entry road into the park is a service vehicle access road as well as a trail. Numerous trails (official and user-created) provide access to nearly every corner of the park. Volunteers have made efforts to limit access to user-created trails and control erosion caused by them. Several signs posted at the entry and in the park outline regulations. Two bridges have been constructed over the creek and several boardwalks bridge wetlands (Photo 29). Several access points into the creek have been hardened with erosion mats and erosion control rock walls. Dog "poop pipes" and bag dispensers have been erected by Millcreek FIDOS. Several benches and plaques commemorate the park and local history. The BMX course is a volunteer-constructed and maintained feature. While these improvements are minimal, they need to be maintained and managed for proper use.

### 3. Multiple-use Recreation

Salt Lake City Parks intends for PHNP to provide multiple-use recreation to as broad an audience as possible. In addition to the prevalent off-leash dog walking and BMX activity, the park is open to anyone for walking, biking, picnicking, fishing, free-play and passive recreation. Some of the other activities found in the park are historic enactments, paintball, and "shooting the tube" on the creek. Not all of these activities are approved by the city, and some are dangerous for both users and the park resources. Shooting the tube puts others recreating in that pool at risk. The outfall of Parley's Creek is also a dangerous spot where people and dogs can get swept into the culvert below.



Map 8: Visitor Experience

The safety of any park relies on responsible user behavior and “eyes on the park” to self-police. The park is safer, cleaner and busier than ever due to both its popularity and committed volunteers. This further promotes multiple-use recreation, year-round and at all hours of the day. Still, some places in the park witness partying, resource destruction, vandalism and graffiti, homeless camps and other undesirable uses.

#### 4. Off-leash dog Recreation

With the emergence of dog-walking as a very popular recreational activity, off-leash dog walking has become an officially designated use in the park. There is a strong desire on the part of this user group to maintain this privilege and a willingness to volunteer on restoration and improvements to ensure it continues.

Dog walkers point out that there are few places in the county to let their dogs off-leash and the tremendous benefits to both humans and dogs and as a family recreation activity (Photo 30). Many dog-walkers utilize Millcreek Canyon every-other day and often use PHNP on opposite days. The construction of Parley’s Trail has many dog walkers very concerned about how this will limit their use and potentially pose a hazard and conflict between trail users and dogs.

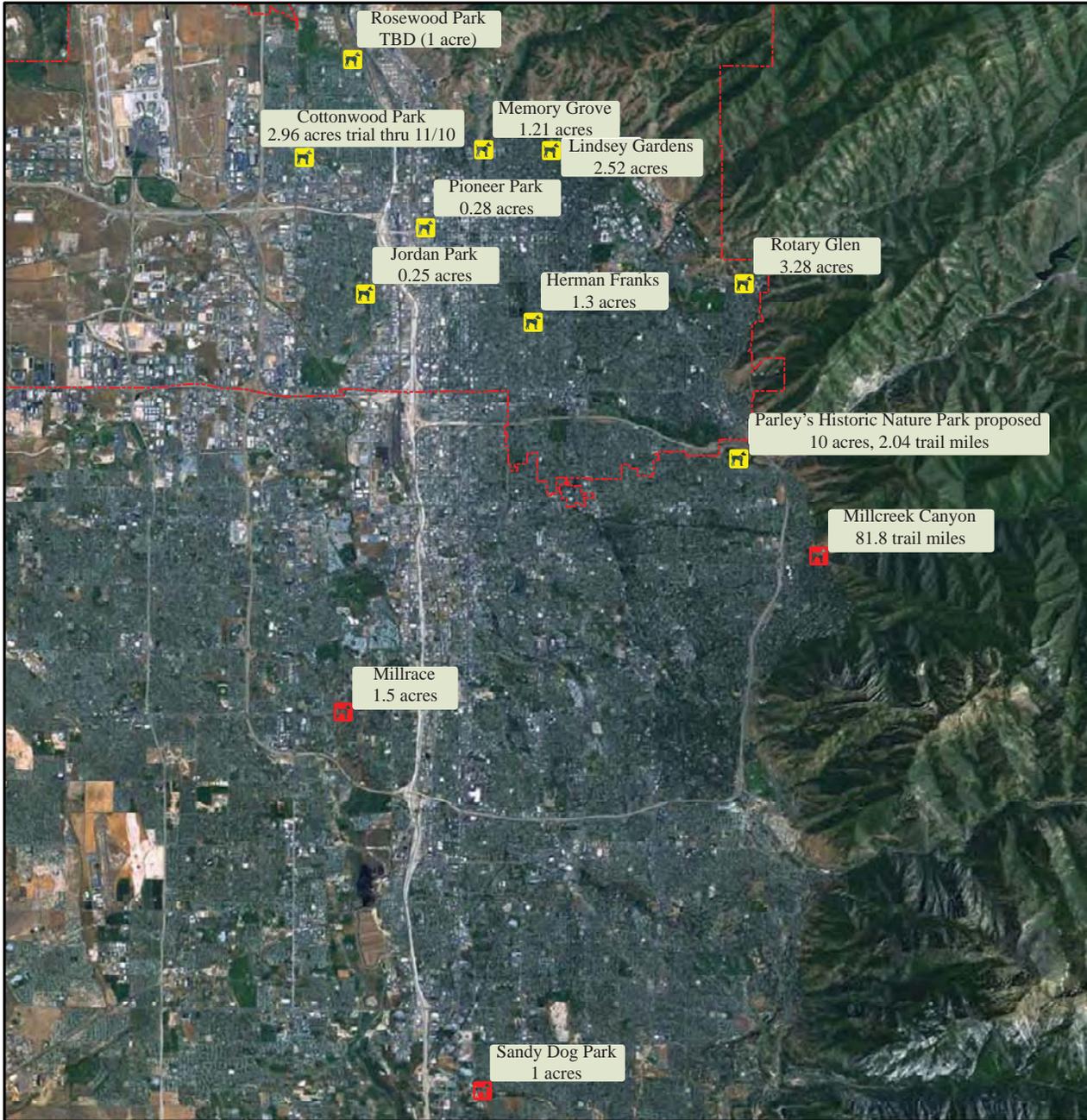
Millcreek FIDOS helped establish the off-leash policy in the park and is also the officially-designated steward for the park. It has a stewardship agreement with the City to assist with education and park maintenance, which it has fulfilled to date by leading many volunteer cleanup and construction projects in the park, including trail restoration, trash pick-up, boardwalk construction, weed-pulls and other activities. FIDOS have set some of their own goals for projects, including the donation of several park benches.

When Salt Lake City Council approved an off-leash area here, through the Off-Leash ordinance, it set a number of conditions, including (but not limited to):

- One-year trial period with certain obligations on the part of Millcreek FIDOS as the stewardship partner.
- Completing a management plan for the park to guide use
- Allowing temporary closures of sensitive areas to protect habitat
- Sponsor (FIDOS) willing to adopt the park to keep it free of litter and feces

The trial period, sponsor requirements and several other requirements have been met and approved by the city, while many others are still in process. While many off-leash dog users feel they “won” the privilege to use the park because the ordinance was passed and the trial period completed, other conditions are still unfulfilled. The management plan is still underway, temporary closures have never been executed (pending recommendations from the management plan) and several other recommended actions have not been implemented. Many FIDOS members feel conflicted that their stewardship efforts have been put on hold during this management plan.

This use is controversial because in some cases, it restricts or reduces the experience for other uses in the park. Many prior users now go elsewhere for wildlife watching, nature education, solitude and outings with children. Some dog walkers avoid the park because they feel it has become too crowded or worry they will have difficulty parking and getting to the park. While most dog walkers are responsible, some of the problems pointed out are a lack of understanding on the boundary, little enforcement of the leash policy in on-leash areas, violators of the two dog limit (often professional dog-walking services), and leaving dog waste behind.



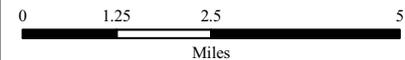
### Off Leash Dog Sites within Salt Lake County



Salt Lake City has approximately 23 acres of Off Leash Sites and 2.04 miles of off leash trail proposed in Parley's Historic Nature Park

Within Salt Lake County Off Leash Sites total 2.5 acres of Parks and 81.8 linear miles of trail in Millcreek Canyon

- Off Leash Sites within Salt Lake County
- Salt Lake City Off Leash Sites
- County Boundary
- SLC Boundary



## Map 9: Off-Leash Dog Sites in Salt Lake County

## 5. Parley's Trail

The first segment of Parley's Trail, to be constructed in the park in 2009, is the culmination of a decade of planning and fundraising. The multi-use, paved trail will connect the Bonneville Shoreline Trail and the Jordan River Trail. It is envisioned as a commuter trail, recreational trail, alternative access to the park, and emergency vehicle access road. The trail will be plowed for year-round use and is being built and constructed by Salt Lake County. The specifics of permitted uses, speed limits and rules, can be negotiated for this segment of the trail. The PRATT Committee expects Salt Lake City to address many of the trail conflict concerns in this Management Plan. Until the trail is complete, exact usage is unknown, and the PHNP Management Plan must be adaptable. The trail begins at the west parking lot of Tanner's Park and connects to the spur at the east end of the park, which is already constructed over I-215.

## 6. BMX

The BMX course in PHNP is an independent, user-created project and has become one of the most famous "underground" locations in the BMX world. The quality of the course and caliber of the riders here has attracted the attention of film-makers, competitors and park users, too. There is little objection by most park users to the course itself or to the people who use it and many park users enjoy being spectators at the park. There are no sanctioned alternative courses in the city and just one in the county. The course and BMX use have never been authorized, but were recommended for consideration in this plan when the City Council adopted the off-leash area. It remains to be seen how the City will mitigate its potential liability and what management will be required. The course has expanded over the years to approximately 2 acres of mostly barren, compacted dirt with some overstory trees and weeds. Most of the ecological damage was done when vegetation was originally removed, but the course has expanded over the years (Photo 31). The primary concerns are that is in the sensitive riparian zone, on the brink

of a severely eroding creek bank, in a location that cuts seeps and springs from their natural course down to the riparian corridor, and its creators have built diversion channels from the springs to bring water onto the course, disrupting natural drainage flows between springs and wetlands on the south side of the creek. There is concern over the course becoming a problem area for invasive weeds and over using downed wood for fences that would otherwise serve habitat needs.

## 7. Nature appreciation

While this area was originally established and dedicated as Parley's Historic Nature Park, these two primary purposes have faded to the background today (Photo 32). Many people have used the park for bird-watching, fishing and nature education and some continue to do so today, but most of these users point out that these qualities have been degraded. The riparian system supports fishing, migratory birds and small mammals, as well as a expansive upland habitat adjacent. However, the quality of both has been impacted by continuous use and development. Many people commented this is disappointing, disconcerting and not in the spirit of the park's creation.

There is an inherent conflict between urbanized areas and wildlife. Urban open spaces play an important role in their regional ecosystems and urban ecology, but often become degraded to support less diverse, more urban-adapted species. Some expectations for sanctuary for both wildlife and humans are achievable, but will require compromise. When first established as a park, several ideas to highlight and better appreciate nature were suggested, including self-guided nature trails, a perimeter jogging trail, an accessible trail, and a small amphitheater circle for interpretive programs or classes. Enhanced wetlands and ponds, improved wildlife habitat, restored vegetation and stabilizing slopes were proposed. It was envisioned that the Utah Museum of Natural History, Hogle Zoo and Tracy Aviary could provide interpretive programs on site. These ideas were never achieved nor did they attract

city funding. PHNP could offer some measure of this, and stakeholders of all types support a balance between protecting nature and human enjoyment. Interested parties did help maintain and improve the park in the early years, but efforts waned as off-leash dog use increased.

## 8. Historic Preservation

As another one of the original purposes of the park, historic preservation has succeeded to some degree, but has lost its original force. Much has been achieved just by virtue of protecting such a large, intact area of historic importance. As described in *Section C: Cultural Resources*, historic sites, landscapes, trails and routes abound in this park. Unobstructed views of the hollow as pioneers once saw it and remnants of their many activities can still be appreciated today. However, many sites are in need of repair and restoration, or at a minimum, protection to prevent further damage. The features that are visible are under-appreciated today and are eroding faster than they would if the park was used less. Preservation and interpretation efforts are essentially absent from the park, but interest exists to do something about this.

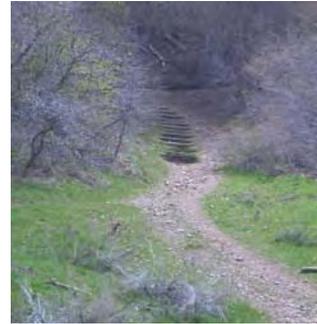


Photo 27: Alternate access point into the park from the neighborhood.



Photo 28: The park access trail is often icy and dangerous.



Photo 29: Several bridges and boardwalks allow safe crossing of the stream and wet areas.



Photo 30: Off-leash dog recreation in Parley's Creek.



Photo 31: User built and maintained BMX course.



Photo 32: Several benches in the park located for quiet appreciation of nature.

## M. Issues Identification - Public Input

This is a summary of comments made by the public during the Issues Identification phase of the project. The goal of this step was to solicit public feedback on the problems and issues in the park and possible solutions they saw. This step was also used to identify the information and people available to help define the baseline conditions.

### Participation

53 people participated in on-site interviews November 8, 2008

28 people signed in at interviews on December 11, 2008 (several repeats from the on-site interviews)

25 participants in additional personal or group interviews

83 written comments submitted via e-mail or letter (as of 2/10/09)

Discussions with stakeholders, experts and other interested parties

### History of Park

A very strong sense of stewardship for the park is present amongst different user and interest groups. People who remember the hollow as it was before becoming a heavily-used park have concerns that are often opposed to those who have come to love the park as regular users today. Both groups feel they have contributed much to its success and fear changing what they like best about it. There are strong feelings on the part of some user groups that they have primary rights to the park because they use it, care for it, and have cleaned it up. Others feel their wishes for a nature park should be upheld because they helped establish the park. However, there is a general lack of understanding that there are many other factors that have shaped the park and its evolution, including policies, agencies who control resources or facilities in the park, and interest groups looking out for its general welfare.

### Planning and Policy

Many people were thankful a management plan was being completed, after years without one. They also hoped the process would be more factual and less political or emotional than previous decisions were.

Many worried about the outcome and that the dog issue was being reviewed yet another time when it appeared the issue should be a closed case now. There was some concern about the makeup and fairness of the steering committee as many people did not understand the committee was not a voting body or the wide diversity of stakeholders to accommodate. The bigger picture problem of a shortage of off-leash parks in the county was identified as a partial cause for the challenges facing this park, and many suggestions were made for new locations. There was a general sense that the park has been ignored, but that they didn't want to change or overdevelop the park too much.

There was a general sense among park users that people "self-policed" the park and generally took responsibility for their actions. Many people pointed out there is a minority of users who don't follow the rules (especially regarding the on-leash entry road), pick up their waste, or obey the two dog limit. People said any rule is hard to enforce here because of lack of enforcement officers and the size of the park. People recommended making and posting rules that are simple and easy to enforce. Many comments were made about the on-leash rule on the entry road – questioning its effectiveness, safety, and the numbers of people who don't follow it. People were generally open to new management tools, like fees, licenses, fines, if it ensured continued access.

### Natural Resources

There are strong difference of opinion the condition of natural resources in the park and the direction in which it is heading. People with long histories with the park have noticed changes in biodiversity, due to numerous construction projects, the ecological isolation of the park from development and increasing park use. Many people witness wildlife they see as evidence of the health of the landscape, but often aren't able to differentiate between the more sensitive and rare species that are indicators of a biodiversity and more common, urban-adapted species. There is strong disagreement amongst users about how heavily

dogs impact the wildlife and vegetation. Many people are aware of invasive plants and the threats they pose, and have helped fend these off. Fewer people are aware of the diversity of landscapes here – from riparian to oak scrub—and the number of different plants that compose these landscapes and how this diversity has been degraded. There is a general concern for Parley’s Creek, in keeping its banks from eroding, protecting water quality and aquatic ecology and allowing it to take a natural course. Many people recognize that the vegetation on the stream banks has degraded and some feel that some restoration work, possibly select closures, is needed.

### **Cultural resources**

Many people expressed that they cared about protecting the historic features in the park, but only a few people were well-versed in the full history of the park and the diversity of historic features that could be found here – visible and invisible. Those interested in this component admitted this has long been neglected.

### **Visitor Experience**

Most people felt this place was unique and irreplaceable – for its open space qualities as well as the uses that are permitted few other places in the city. There was significant division as to whether or not off-leash dogs added to or subtracted from the experience of the park, and division over whether dog owners were being responsible for their dog’s impacts (waste, behavior, impacts on vegetation). One of the main observations is how much busier the park is since off-leash dog use became popular, improving safety and creating a greater sense of community and stewardship around the park. Some park users, including some dog-walkers, felt the park was less safe now with the presence of some of uncontrolled dogs. BMX use was generally supported, but other uses, including “shooting the tube” were questioned. Many people who previously visited the park to

watch wildlife or for adventure/free play felt the park had lost value to them and their experience compromised by other users and resource degradation. People had suggestions for basic amenities to improve park comfort, but did not wish to see significant development of the park. Many people have invested significant volunteer time into maintaining the park are interested in helping with any clean-up and restoration projects proposed by this plan.

The Parley’s Trail was cause for many indirect comments, as the new proposed alignment coincided with the input period for this Management Plan. A majority of people responding were opposed to the new trail location because the original planned alignment had fewer overall impacts on park resources and use patterns. As further design work proved that alignment not feasible, many people questioned the purpose of the trail, worried about how it would impact existing use patterns in the park, and how it would harm cultural and natural resources. The primary concern is for conflict between dogs and bikes and how those uses could be segregated. Another concern was for how the trail would be used, considering the difficulty of terrain and possible conflicts.

An overarching question raised was the capacity of the park - is there an upper limit to the number of users? Many people stated that the quality of users was more important than the quantity. Responsible use could be managed and tolerated, while irresponsible behavior quickly spoiled the experience for everyone.

## N. Impacts of Dogs in Open Spaces - Literature Summary

Social Impacts	
<i>Owners</i>	<ul style="list-style-type: none"> <li>• Dogs out of sight of owner</li> <li>• Dogs non-responsive to owner's commands</li> <li>• Owners shouting commands at dog</li> <li>• Owners not picking up after dog</li> </ul>
<i>Visitors</i>	<ul style="list-style-type: none"> <li>• Dogs jumping, pawing, charging, chasing, biting or showing aggression to visitors</li> </ul>
<i>Other dogs</i>	<ul style="list-style-type: none"> <li>• Dog "fights" occurring in crowded areas</li> </ul>
Environmental Impacts	
<i>Trails</i>	<ul style="list-style-type: none"> <li>• Creation of braided and user-created trails</li> </ul>
<i>Vegetation</i>	<ul style="list-style-type: none"> <li>• Vegetation trampling near trails</li> <li>• Nitrogen-rich dog waste encourages the growth of noxious and invasive weeds</li> </ul>
<i>Wildlife</i>	<ul style="list-style-type: none"> <li>• Dogs flushing birds and causing wildlife to flee</li> <li>• Dogs charging, chasing, killing or showing aggression to wildlife</li> <li>• Disruption to native carnivores through scent marking (urine and scat)</li> <li>• Temporal displacement of wildlife</li> <li>• Decreased populations of ground nesting birds, burrowing owls, shorebirds, deer, elk and other animals</li> </ul>

### Social

- 73% of respondents in Boulder Open Space and Mountain Parks expressed some level of conflict with off-leash dogs or owners in the parks (Vaske & Donnelly, 2007).
- Visitors to Boulder Open Space and Mountain Parks have a low to no tolerance of dogs that are not under the control of their owners, whether by leash or voice and sight control (Vaske & Donnelly, 2007).

### Compliance

- In Boulder Open Space and Mountain Parks, visitors are 66% compliant with managing dogs, and 59% compliant with picking up after dogs (are far more

compliant with staying on trail, properly disposing of trash, and leaving things as they are found). Overall, more than 40% of dog waste is not picked up by visitors, and about 35% of dogs are not in compliance with the applicable dog management regulations (Mertz 2002).

- In the Ridge to Rivers Trail System in Boise, ID, it is estimated that approximately 400 pounds of dog waste are left along the trails each week, while only 350 pounds of dog waste are properly disposed of (FDPWG 2008)
- Due to lack of enforcement of leash control regulations, only about 30% of dogs in the Ridge to Rivers Trail System in Boise, ID are compliant with on-leash restrictions (FDPWG 2008)
- In the Ridge to Rivers Trail System in Boise, ID, 69% of dogs on the trails were off-leash (Ridges toriver.org 2009)

### Wildlife

- Presence of dogs has a correlation with reduced daytime activity for bobcats (-1.574) that is far higher than hiking (-.618), vehicle (-.100) or equestrian (.485) activity (George & Crooks, 2006)
- Presence of dogs has a correlation with reduced daytime activity for coyotes (-1.078) that is far higher than hiking (-.243), biking (-.229), vehicle (-.407) or equestrian (.354) activity (George & Crooks, 2006)
- Dogs do not "ecologically mimic their native counterparts" and create a different disturbance to wildlife than native canines and other predators (Brennan, Knight & Lenth 2008)
- Because dogs mimic the appearance and behavior of native canid predators, just their presence in an area can cause wildlife disturbances to other predators (Brennan, Knight & Lenth 2008)
- The presence of dogs significantly impacts deer within 100 meters of a trail, while the presence of just pedestrians only impacts deer within 50 meters of a trail (Brennan, Knight & Lenth 2008)
- The presence of dogs inversely correlates with bobcat and rabbit activity (Brennan, Knight & Lenth 2008)
- Dogs off leash are more unpredictable, and therefore cause more disturbance to wildlife than if they were on leash (Brennan, Knight & Lenth 2008)

### Water

- About 36% of dogs in the United States carry helminthes (parasitic worm), which can cause human disease through the contamination of soil and water
- Dog waste is one of the top 5 contributors to the contamination of water resources

## O. Sources

### Salt Lake City Ordinances

- Off-leash Dog Ordinance
- Animal Control Ordinance
- Riparian Corridor Ordinance, 2008.

### Salt Lake County Plans and Ordinances

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- Geologic Hazards map
- Animal Control Ordinance

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*Utah Division of Wildlife Resources. 2005. Utah Comprehensive Wildlife Conservation Strategy, Publication Number 05-19.*