



**BASIN**  
RECREATION

# Snyderville Basin Special Recreation District Trails Master Plan

APRIL 2019



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## 1.0 Introduction

This document provides high-level guidance on the goals, strategies, and overall development of the Snyderville Basin Special Recreation District “District”) trail system. This plan considers the Summit County development code and the Snyderville Basin General Plan.

While this document outlines overall goals for the District trail system, the District Trail Design Standards provide expectations for both District-built and developer-built trails that will become part of the community-wide trail system that the District serves. The District Trail Design Standards criteria include trail characteristics to promote a safe, enjoyable, and consistent trail experience throughout the District.

## Mission

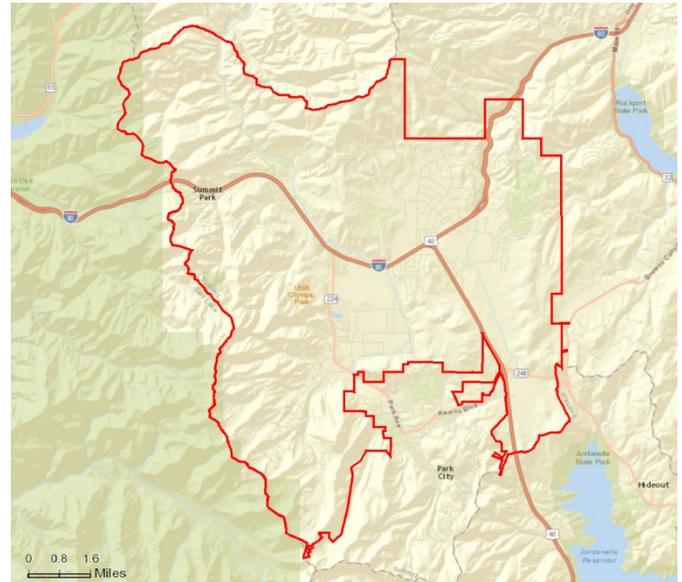
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***To be the leader in providing outstanding and diverse parks, trails, and recreational experiences in an environmentally and socially responsible way.***

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## Location

The District is located in western Summit County, approximately 20 miles east of Salt Lake City, Utah. It is adjacent to, but does not include, Park City, Utah. Several unincorporated communities and portions of Park City Mountain are located within the District.



*Snyderville Basin Special Recreation District Boundaries, courtesy of Summit County.*

## History

The District was established by the Summit County Board of County Commissioners (“BCC”) in 1986 for the purpose of providing public recreation facilities and services, within the boundaries of the District.

In September 1995, District residents approved a \$7.5 million General Obligation Bond to fund community parks and recreation in the Snyderville Basin. In 1996, policies supporting the development of community parks and trails were incorporated into the Snyderville Basin General Plan. These policies were further defined and adopted in the District’s Recreation and Trails Master Plan which was adopted by the County Commission on December 1, 1997.

Initial expenditures allocated \$2 million to begin the implementation of the community-wide trail system. In November 2001, voters in the District authorized another \$11 million General Obligation Bond which earmarked \$2 million for additional trails.

It is important to understand the District's role as the sole taxing entity in the Snyderville Basin with the jurisdictional boundaries suited to funding recreational open space purchases through general obligation bonds. In the District's amended Recreation and Trails Master Plan (2006), the role of the District and its relationship with the County and the Basin Open Space Advisory Committee ("BOSAC") in matters of recreational open space acquisition is clarified. The District's Master Plan is the recreation element of Summit County's General Plan.

In November 2004, voters in the District authorized \$10 million for passive recreational open space land acquisitions, including trails and trailheads. This initiative was placed on the ballot at the request of the BOSAC whose purpose is to advise and provide input to the then BCC, now County Council, regarding the creation, preservation and identification of open space within the Snyderville Basin. Following approval of the open space bond, the BCC adopted Summit County Ordinance No. 520, the Revised General Plan for the Snyderville Basin, in which the preservation of open space is the "central premise" of the General Plan.

On February 20, 2008, the County Council adopted a resolution authorizing the sale of up to \$10 million General Obligation Recreation Bonds for the District, as authorized by voters in 2004. The District issued the full \$10 million to finance the costs of acquiring recreational open space property and pay the costs and expenses incident to the issuance and sale of the bonds.

In mid-2009, the Snyderville Basin Planning Commission (the "Planning Commission") began the process of reviewing the General Plan for updates. The goals of the update were to promote, among other things, the preservation of open space, view corridors and scenic mountainsides, provide for interconnectivity and traffic mitigation

through a variety of creative alternatives for all modes of transportation, and promote healthy lifestyles based on resort and year-round recreational opportunities compatible with a resort/residential community. Chapter 4 was devoted in its entirety to Recreation and Trails with an overarching goal of promoting a "healthy lifestyle for residents and visitors through existing and new recreational opportunities and trail connections to meet the broad range of recreation needs of Basin residents and visitors."

On November 2, 2010, electors voted to approve issuance of \$20 million General Obligation Bonds for the purpose of financing \$12 million to acquire recreational open space property and \$8 million for trails construction and trail-related improvements. 72 percent of voters were in favor of the issuance. The District issued the full \$20 million and bonds were sold in March 2011.

On November 4, 2014, electors voted to approve issuance of \$25 million General Obligation Bond for the purpose of financing \$15 million to acquire recreational open space property, \$8 million for recreation facilities, and \$2 million for trail construction and trail-related improvements. 71.8 percent of voters were in favor of issuance. The District issued the full \$25 million and bonds were sold in March 2015.

Recreational open space acquired with District funds may be protected under a third-party conservation easement provided public trail access to the recreational open space is preserved. Conservation easements permit the right to construct and maintain non-motorized trails for use by the public in perpetuity, including the installation of trail signage and low impact trail-related improvements. They also permit the relocation of an existing trail in the interest of connecting the system to adjoining future recreational open space parcels or trail corridors.

The District has conducted strategic and master planning for the facilities and recreation side of its operations. It has also updated the Trails Master Plan map several times but, to date, has not updated the underlying Recreation and Trails Master Plan from 2006. This document intends to revise the trails and open space master planning for the District to bring it current with standard practice and prepare for the next several years of trail development in the District's service territory. It is contemplated that the map will be updated regularly, but the underlying Master Plan should provide fundamental trail development guidance and necessary flexibility for years to come.

### **Trail functions**

Trails help the community explore the District, enjoy outdoor recreation and facilitate transportation. All trails should provide some level of recreational value for one or more users. In addition, trails may also serve non-motorized transportation needs where feasible and appropriate.

Trails can be purely recreational, such as a loop trail through an open space parcel. District recreational trails can also provide connections with and access to other trails of any type, including trails managed by other agencies and governmental bodies. As part of their recreational components, trails may seek to access, preserve, and enhance scenic, natural, historic, geologic, open space, greenbelt, wildlife habitat, and floodplain values. The presence of the trail and its users should be balanced with the above values of the site.

Through alignment, design, and construction, trails can also be useful for transportation by connecting destination points and/or by providing alternatives to the road system. These are primarily multiple use trails, which consist of hard and soft surfaces, but can also be crusher fines surface or natural surface trails that connect destinations. Consistent with the goals and objectives of this Trails Master Plan, a trail useful for transportation should also provide a good trail experience which encourages people to use the trail, utilize the trail for the same recreational and open space values as given above, and optimize the transportation function through alignment and design which creates safe and easy movement along the trail. The design and construction specifications for each trail type are meant to enhance both recreation and, where appropriate, transportation functions.

## Terms and definitions

**Critical Link Point(s):** Locations identified by the District as intended points of connectivity for community trails. Link points may indicate desirable connections at off-grade road crossings, at the periphery of large tracts of land, at the periphery of densely clustered development plans, within development approvals subject to phasing plans, and at points of connection to the District's jurisdictional boundaries and/or other regional public trail networks.

**Easement:** The perpetual public (exclusive or non-exclusive) privilege of use, or acquired right of use, for trails through existing neighborhoods, future residential developments or large, public or privately owned, parcels of land within the Snyderville Basin. Some easements, for example, trails within resort boundaries, may be subject to certain guidelines and restrictions.

**Neighborhood Trail:** A trail proposed or developed by a developer, serving a specific neighborhood's recreation or transportation needs and maintained by that neighborhood. As part of the District's role in the Summit County development process, the District may make recommendations for neighborhood trail connections to the community trail system in order to minimize demand on regional trailhead facilities and provide a more connected system.

**Proposed Trail Alignment:** A proposed linkage. It in no way identifies where the actual trail goes, but rather identifies a point to point linkage that is deemed critical to the Community-wide trail system, as identified in the Snyderville Basin Trails Master Plan (Exhibit A).

**Recreation Trail:** A trail established for enjoyment, amusement, pleasure and sport; includes uses such as, but not limited to, hiking, biking, walking, horseback riding, Nordic skiing, snowshoeing. Recreation trails can also provide connections with and access to other trails of any type, including trails managed by other agencies and governmental bodies.

**Trail:** A defined, constructed access that serves as a corridor for non-motorized travel.

**Trailhead:** Designated area(s) along the community-wide trail corridor used to accommodate off street parking. Trailheads function as a point of staging, departure and return for trail users and generally incorporate trail map displays and directional signage. Where appropriate, support facilities such as resting places, restrooms and fountains may be provided.

**Transportation Trail:** A trail that provides means for people to move from place to place and from destination to destination in non-motorized means.



## **2.0 Community-wide Trail System Objectives**

## Provide high-quality trail experiences

**Objective 1A:** Develop trails in accordance with industry best practices and as defined in the District Trail Design Standards.

**Objective 1B:** Consider and employ various trail construction and management strategies to optimize the trail experience. In situations where specific trail users affect the enjoyment or safety of other trail users, consider employing management strategies to mitigate conflicts.

- Consider shared-use and single-use trails, directional trails, accessible trails.
- Refer to the District Trail Design Standards for considerations related to shared-use trails and single-use trails.
- Keep up with emerging trail development trends.

**Objective 1C:** Develop a comprehensive system of supporting infrastructure that compliments the trails themselves.

- Develop trailhead facilities which may include restrooms, water fountains, bicycle racks, bicycle repair stands, parking areas.
- Develop an attractive and comprehensive trail wayfinding system that lets users confidently navigate the trail system.
- Develop special use areas that are complimentary to the trail system such as bicycle pump tracks, mountain bike parks, and freeride mountain bike trails.

**Objective 1D:** Seek opportunities to sustainably and responsibly develop trails in areas that provide a varied, unique, and quality trail experience. Consider such factors as grades, steep slopes, viewsheds, vegetation, wetlands, and riparian corridors.

## Develop a connected network of trails

**Objective 2A:** Develop a connected network of transportation trails that link residents and visitors to popular community destinations such as schools, parks, commercial districts, civic uses, and neighborhoods.

**Objective 2B:** Partner with local organizations, agencies, and jurisdictions to promote regional connectivity via the community-wide trail system to destinations beyond the District.

**Objective 2C:** Pursue strategic connections across major barriers such as highways that improve access to the community-wide trail system, provide more direct connections, or improve trail user safety.

**Objective 2D:** Seek to provide a connected system of recreational trails and loop options that support a variety of durations from the “30-minute” after work experiences to all-day epics.

**Objective 2E:** Develop a comprehensive access strategy for the community-wide trail system that supports a variety of modes of transportation.

### *Walking*

- Support and advocate for increased connections to the community-wide trail system via neighborhood trails through the Summit County development process.
- Coordinate with Summit County to promote connections to the community-wide trail system.

### *Bicycling*

- Coordinate with Summit County to promote on-street bikeway connections to the community-wide trail system.

- Coordinate with Summit County to support bikeshare stations on, or near the community-wide trail system.

#### *Transit*

- Seek to provide connections from transit stops and hubs to the community-wide trail system.

**Objective 2F:** Where possible, place trail access points close to neighborhood hubs to avoid the need to drive to access trail networks supporting the “Garage to Trail” concept.

### **Provide and support a diversity of trail experiences**

**Objective 3A:** Recognize and provide for diverse uses including but not limited to running, cycling, hiking, backpacking, mountain biking, horseback riding, skateboarding, skating, cross-country or Nordic skiing, winter bicycling, adaptive bicycling, snowshoeing, and other non-motorized recreation and transportation.

**Objective 3B:** Provide trail experiences that are accessible and enjoyable by individuals of all ages and abilities. Specific trails may only accommodate a specific user or experience; however, the overall trail system should provide opportunities for a variety of users and abilities.

**Objective 3C:** Beyond the types of trail uses accommodated, consider a variety of user objectives in the planning, design, and construction of new trails. Objectives could include:

- Nature-viewing
- Escape
- Solitude
- Challenge
- Risk
- Fun
- Play
- Exercise

- Connectivity
- Socializing
- Dog walking

**Objective 3D:** For natural surface trails, stacked loop trail systems are preferred to provide a variety of loop options and increasing levels of difficulty farther away from access points.

**Objective 3E:** Recognize and provide for a variety of trails accessible to those with adaptive means of access and needs.

### **Develop a sustainable trail system in an environmentally responsible way**

**Objective 4A:** Secure and budget sufficient and dependable annual maintenance funding for the community-wide trail system.

- Seek out partnerships with other organizations to share and leverage trail maintenance resources.

**Objective 4B:** Plan, design, construct and manage trails in accordance with industry best practices, intended uses, Summit County engineering standards, and the District Trail Design Standards so that future maintenance requirements are limited and environmental impacts are considered.

**Objective 4C:** Monitor and evaluate future needs of the trail system.

- Evaluate the need to develop new trailheads or identify existing trailhead capacity as new trail segments are constructed.
- Investigate to better understand usage and circulation patterns, be responsive to demand in planning future facilities, and utilize grant and funding opportunities.
- Continue to evaluate the use on both the paved trail and natural surface network.

## **Develop a trail network that provides opportunities for all seasons**

**Objective 5A:** Provide year-round access to a logical network of both recreation and “recreation and transportation” trails by grooming and plowing during winter months.

**Objective 5B:** Provide groomed winter trails to accommodate winter uses, that may include Nordic/cross-country skiing, fat biking, and snowshoeing.

**Objective 5C:** Consider the seasonal value and opportunities for four-season use when evaluating trail proposals.

## **Provide supporting programs and processes in order to build a community culture of trail users**

**Objective 6A:** Partner with other groups and agencies to develop a culture that values trail user experience and safety.

- Work with community partners to provide stewardship and trail ambassador programs to train volunteers in trail etiquette and rules and regulations in an effort to raise awareness of trail issues and user needs.
- Promote and partner with local youth recreation, engagement, and stewardship programs to get more young people involved in outdoor recreation and stewardship, encourage healthy lifestyles, and ensure all ages and incomes have access to the trail system.

**Objective 6B:** Promote trail user etiquette through trail signage and education programs.



## **3.0 Implementation of the Community-wide Trail System**

Implementation of the community-wide trail system will occur through a variety of mechanisms and partnerships.

### **Acquisition of priority recreational open space / trail corridors**

The District continually seeks to acquire parcels or easements to facilitate completion of the community-wide trail system. Property targeted for acquisition should support the community-wide trail system objectives previously described, and align one or more of the following principles specific to strategic acquisitions:

- The property or trail corridor fills an important gap in the community-wide trail system and is unlikely to be provided by future development.
- The property or trail corridor provides a unique setting or trail experience that likely cannot be accommodated elsewhere in the District.
- The property or trail corridor provides a key connection to the regional trail network (See Appendix A).

### **Implementing the District trail system through new development**

As a special service provider in Summit County, the District reviews and provides comments on development plan applications in coordination with the Summit County Planning and Engineering Departments.

Through the development plan process, the District has the opportunity to make trail recommendations for new development that are consistent with the objectives identified in this document. Trail improvements in conjunction with future development should comply with the following criteria:

- Trail improvements proposed by new development should provide applicable information and details prior to development approval.
- Trail dedication should be provided in a manner that provides a high-quality trail experience, rather than simply left-over, undevelopable land. Examples of features that are generally unacceptable include:
  - Frequent driveway crossings
  - Unnatural trail alignments
  - Tightly constrained trail corridors.
- The County may require that new developments dedicate trail corridors and provide trail improvements consistent with the increased demand the respective development places upon the community-wide trail system.
  - Developments seeking variances, density bonuses, or other exceptions to the Summit County Development Code may be asked to provide enhanced trail improvements.
- Easements should be secured prior to development approval absent a compelling reason to waive this requirement.

### **Enhancements and modifications to the existing system**

Improvements and modifications to the existing trail system are likely needed to meet users' needs as the demand and the trail system expand. The District should monitor and evaluate improvements and modifications to existing trails that may better serve its users based on evolving conditions.

## Liability protections

Periodically, landowners and developers voice concerns regarding trail access and potential liability ramifications. Although no activity is entirely free from exposure to liability, the dedication, construction, and operation of public trails is protected under Utah Code Annotated §§57-14-101 through 401 (Limitations on Landowner Liability – Relating to Recreational Use) and UCA §§57-14-401 and 78B-4-509(2) and (3) (Inherent Risks of Certain Activities).

The Limitations on Landowner Liability limits the liability of public and private land owners toward a person entering the owner’s land as a trespasser or for recreational purposes.

UCA §57-14-401(1) provides:

*Notwithstanding Section 57-14-202 to the contrary, a person may not make a claim against or recover from an owner of any land, as defined in this chapter, including land in developed or improved, urban or semi-rural areas opened to the general public without charge, such as a lake, pond, park, trail, waterway, or other recreation site, for personal injury or property damage caused by the inherent risks of participating in an activity with a recreational purpose on the land.*

UCA §78B-4-509 further protects an owner of property made available to a special service district for the purpose of providing a recreational activity.

In addition, it is standard language in the District’s trail easements to indemnify landowners and hold them harmless from and against any loss, damage, injury or death arising from acts or omissions by the District and its invitees.

## Capital phasing

Capital phasing of the District trail system requires a strategic but flexible approach to maximize the public benefit and fulfill the District’s mission. The District proactively seeks to identify, pursue, and acquire critical trail corridors or recreational open spaces that fill key gaps in the community-wide trail system or satisfy unmet public demand for trail experiences.

In tandem, the District pursues opportunistic avenues to expand and improve the trail network through partnerships with the development community and the District’s role in the Summit County development process. These opportunities are sometimes difficult to forecast and are subject to fluctuations and trends in the local development market. The District does review and update the Community Trails Map annually.

# Exhibit A: Community-wide Trail Map

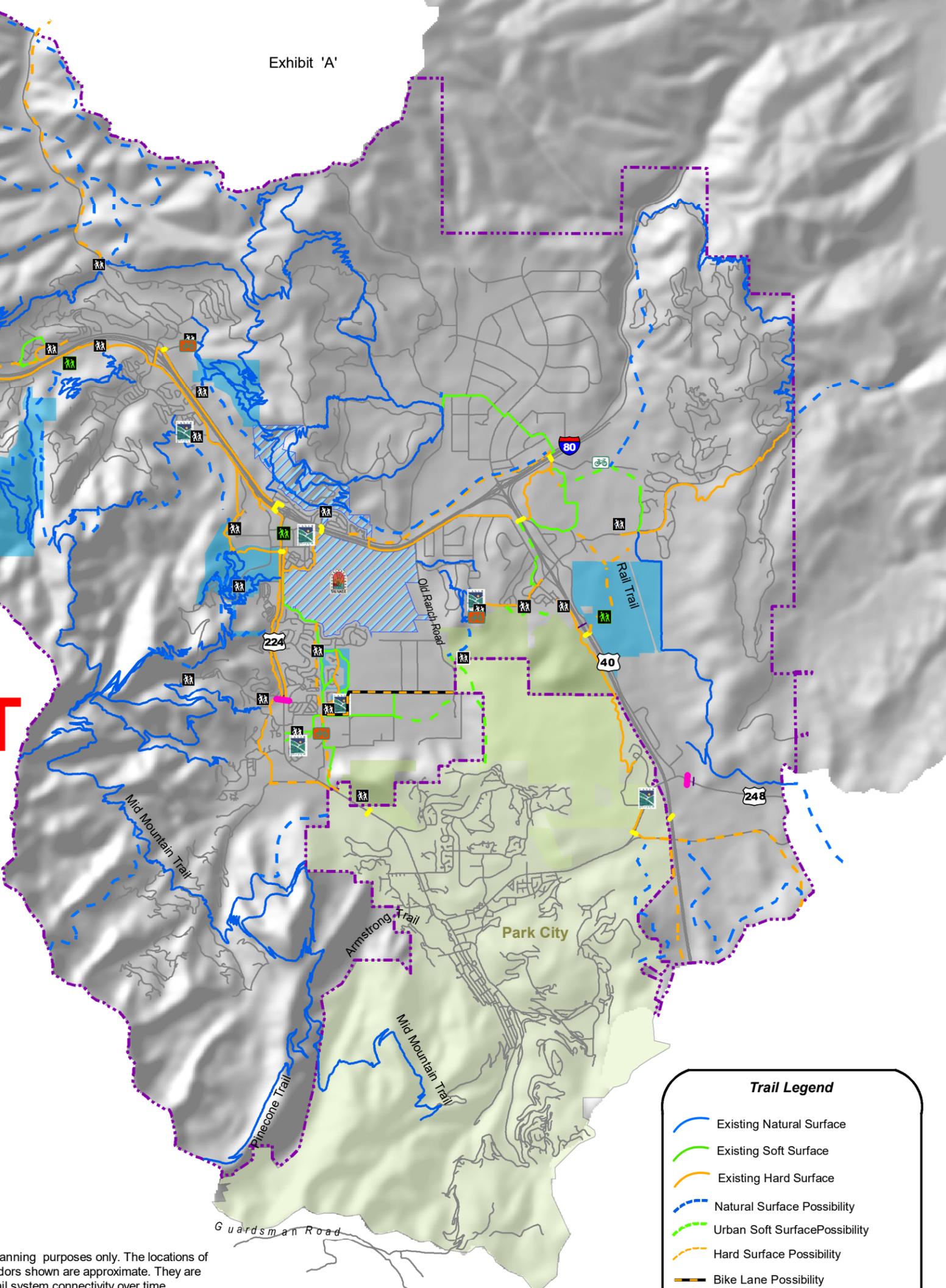
# Snyderville Basin Special Recreation District Trails Master Plan 2018 & Beyond

Exhibit 'A'

**DRAFT**

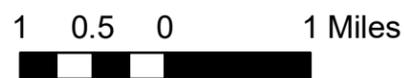


1. This map is intended for Master Planning purposes only. The locations of undeveloped non-motorized trail corridors shown are approximate. They are intended to provide Community-wide trail system connectivity over time.
2. Trails shown are a part of the Snyderville Basin General Plan Goals and Objectives and are an allowed use in all Zoning Planned Areas.
3. Community-wide trail system development will be consistent with the goals and objectives of the Recreation and Trails Master Plan including, but not limited to, providing connections to previously constructed trails and other critical link points such as off grade crossings of the major thoroughfares (I-80, Highway 40, SR-224 and SR-248) and jurisdictional boundary connections (Park City Municipal Corporation Trail System, Great Western Trail, Rail Trail, Summit, Wasatch, Morgan and Salt Lake Counties).
4. The width of the trail corridor or trail is not shown on this map. The standard easement width for all trails is twenty feet (20'). The final width of the trail tread will be established during site-specific planning reviews. Trails will be developed in accordance with the Basin Recreation Community-wide Trail System Development Standards.
5. Potential adverse impacts to the environment and adjacent private property owners shall be minimized as much as possible using trail placement, posting of rules and signage to instruct trail users to stay on the trail.
6. Trail corridors may vary to avoid natural resource constraints such as wetlands and steep slopes. Final trail corridors will be established with the appropriate property owner and regulatory agencies at the time of trail development or development project approval. Due to wetland and other environmental constraints, the Army Corps of Engineers may require bridges and boardwalks. Bridging and boardwalks shall comply with Corps requirements and the Basin Recreation Community-wide Trail System Development Standards.
7. Trailheads are considered an important component of Community-wide trail system improvements. Increases in system mileage will require identification of an existing trailhead to serve a particular trail segment, or evaluation of the need to develop a new trailhead.



**Trail Legend**

- Existing Natural Surface
- Existing Soft Surface
- Existing Hard Surface
- Natural Surface Possibility
- Urban Soft Surface Possibility
- Hard Surface Possibility
- Bike Lane Possibility
- Proposed Off-Grade Crossing
- Off-Grade Crossing
- Swaner Nature Preserve
- SBRD Open Space
- Round Vally & Quarry Mountain Open Space
- SBSRD Boundary
- Bike Park
- Proposed Bike Park
- Trailheads
- Proposed Trailhead
- Snyderville Rec. District Facilities
- Swaner Nature Preserve



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