

Snyderville Basin Recreation and Trails Master Plan

The Recreation Element of the Snyderville Basin General Plan

March 22, 2006

This document is intended to amend, restate and supercede
the Recreation and Trails Master Plan adopted on December 1, 1997.



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MISSION STATEMENT

Promoting recreational opportunities,
Protecting our recreational diversity, and
Preserving our recreational environment.

1. INTRODUCTION

Service Area

The Snyderville Basin Special Recreation District is an independent special service district of Summit County, Utah. The District boundaries include the western end of Summit County, excluding the incorporated area of Park City.

History

The District was established by the Summit County Board of County Commissioners 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 Recreation District's Recreation and Trails Master Plan. This represented the first opportunity for new development to contribute toward recreational needs in the Snyderville Basin. The Recreation and Trails Master Plan was adopted by Summit County Commission on December 1, 1997.

Initial expenditures funded (1) land acquisition and improvements at Trailside Park; (2) allocated \$2 million to begin the implementation of the community-wide trail system master plan, and; (3) provided financial assistance in the construction of an enhanced community swimming pool and four playing fields at Ecker Hill Middle School. A facilities Lease and Joint Use Agreement, signed in December of 1996, demonstrated the SBSRD commitment to a long-term relationship with the Park City School District in providing physical fitness and recreation opportunities for all area residents.

In November, 2001, voters in the District authorized another \$11 million dollar General Obligation Bond with these uses: (1) recreational open space (\$3 million); (2) additional trails (\$2 million) and; (3) capital facility improvements including an indoor sports center (\$4 million), and (4) a contribution toward an ice rink to be built in partnership with Park City (\$2 million).

In November, 2004, voters in the District authorized \$10 million for passive recreational open space land acquisition, including trails and trailheads. This initiative was placed on the ballot at the request of the Basin Open Space Advisory Committee (BOSAC) whose purpose it is to advise and provide input to the Board of County Commissioners (BCC) regarding the creation, preservation and identification of open space within the Snyderville Basin. Following the 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 Plan.

Over the course of ten years, residents of the Recreation District funded \$28.5 million through General Obligation Bonds to be repaid through property tax levies over the twenty-year life of each bond.

Purpose of 2006 Master Plan Amendments.

The 2006 Recreation and Trails Master Plan is intended to amend, restate and supersede the Recreation and Trails Master Plan adopted on December 1, 1997. The revisions have been prompted by the adoption of the revised Snyderville Basin General Plan and Development Code in December, 2004. The District believes that the 1997 Recreation and Trails Master Plan has served the residents of the Snyderville Basin well as the Recreation Element of the General Plan for the last nine years. Development of parks, trails, and recreation facilities has improved the quality of life for residents since 1997.

Following more than two decades of intense growth pressure, residents are now outspoken in their desire to continue to improve and protect their quality of life. This amended Master Plan is intended to capture an accurate snapshot of Community Recreation Facilities provided today, and to anticipate the need for future system improvements based on citizen input and the validation of level of service standards adopted by the District.

Identification of Key Issues – Executive Summary

- Continued efforts toward land preservation in the Snyderville Basin was mandated by voters in the 2004 General Election, when 67% of voters cast ballots in favor of a \$10 million Recreation Open Space Bond. The ballot language provided for the acquisition of recreational open space property and the construction of trails and related improvements. This amended Master Plan clarifies the role of the District and its relationship with Summit County and BOSAC in matters of recreational open space acquisition.
- The District must work toward achieving an effective balance of recreational open space preservation while meeting the need for active park space to include developed sports fields and support buildings. Failure to do so will directly equate with an unacceptable level of service for users, both in capacity and quality. Lack of capacity results in the overuse of existing facilities and the inability to maintain those District assets over the long term in a safe and playable condition. Capacity to allow field rest and rotation should be incorporated into level of service standards.
- When asked to rank their preferences for various types of recreation facilities, respondents to the District's 2003 needs assessment survey identified non-motorized trails as the top priority. The District must continue work toward achieving *connectivity* in the Community-wide Trail System to meet the non-motorized transportation and backcountry recreation needs of resident and visitors to the Snyderville Basin.
- The District's 2003 needs assessment identified the top three priorities for facility construction in the following order: Indoor Sports Facility (43%); Ice Skating Rink (34%); Swimming Pool; (21%). It is clear that the recreational facilities recently completed are consistent with the community's collective perceptions and wishes. While funding for a swimming pool is not available at the present time, public pool access is provided through the District's joint use agreements with Park City School District and Park City Municipal Corporation. The approved master plan for the Basin Recreation Fieldhouse at Newpark includes land and an approved use (up to 64,000 s.f. of buildable area) to accommodate a pool facility and climbing wall. The District will continue to assess needs as they relate to swimming pools and other capital facility improvements to meet the diverse recreational needs of a growing population, as funding is available.
- Since 1997, the greater Park City area has established a reputation as a year-round destination mountain resort community. In tourism-based communities, such as this, demographic analysis is complicated by the influx and demands of visitors who are attracted by recreational opportunity. Part-time residents and

lodging guests create additional impacts on Community recreation facilities due to the fact that visitors generally have additional leisure time and the desire to experience recreational offerings in the area.

2. RECREATION PROVIDERS IN THE SNYDERVILLE BASIN

Objective: The Recreation and Trails Master Plan recognizes that several different types of opportunities to provide recreation and trails exist. It is the intent of Summit County to use the opportunities where available to meet the broad range of recreation needs of Snyderville Basin residents and visitors. Providers of recreation in the Snyderville Basin include, but are not limited to, the following:

- 2.1 Snyderville Basin Special Recreation District - Community Recreation. The Snyderville Basin Special Recreation District is an independent special service district of Summit County. The Board of County Commissioners established the District in 1986 for the purpose of providing public recreation facilities and services, for the community, within the boundaries of the District. Community recreation facilities are proposed as one aspect of the Snyderville Basin General Plan (amended 12/22/04), Chapter 8, “Community Facilities and Amenities.”
- 2.2 Neighborhood Recreation. Neighborhood recreation facilities are smaller areas that serve neighborhoods or individual developments. They may provide playgrounds, picnic pavilions, park benches, green spaces, play fields, trailheads, swimming facilities, fitness centers, tennis, basketball, volleyball courts, etc. They are designed to enhance a neighborhood as a part of good project design and to provide a higher quality of life for the resident. Neighborhood facilities are not intended to attract persons from the community as a whole, but to the extent possible they should function as public gathering places within the neighborhood.
 - 2.2.1 The Snyderville Basin Special Recreation District will not accept responsibility for owning or managing “neighborhood” park, recreation facilities and/or trails. It is emphasized that the provision of recreation at the neighborhood level is not a requirement of the District, however it is mandatory for compliance with the Snyderville Basin General Plan (Policy 5.14 and 8.10) and Development Code (10-4-17). Summit County recognizes that in the absence of neighborhood park space or recreation amenities provided by new development, there are additional impacts created on SBSRD Community parks, trails and recreation facilities. The Snyderville Basin Planning Commission and Summit County will require all new development to mitigate the absence of appropriate neighborhood recreation infrastructure as a condition of development approval.
- 2.3 Advocacy Groups for Recreational Lands and Open Space. Organizations established for the preservation of recreational lands or the protection and preservation of open lands, sensitive lands and preserves are recognized as providers of recreation opportunity in the Snyderville Basin. Examples include Basin Open Space Advisory Committee (BOSAC), Utah Open Lands, Summit Land Conservancy, Swaner Nature Preserve, Trust for Public Lands, Forest Legacy Program, and Quality Growth Commission.
- 2.4 Non-Profit Recreation and Competitive Sports Groups. Organizations established for the purpose of developing recreation amenities and/or providing programs that complement the purpose and goals of the Snyderville Basin Special Recreation District. Examples include Mountain Trails Foundation,

National Ability Center, Winter Sports Alliance, Young Riders, Utah Athletic Foundation (Winter Sports Park), and local competitive programs for soccer, baseball, lacrosse and basketball.

- 2.5 Private Commercial Recreation. Commercial recreation ventures typically operate as independent businesses that provide facilities, amenities and programs to meet the broad range of recreational and physical fitness interests of residents and visitors. Ski resorts and resort golf courses, commercial outfitters and health and fitness clubs fall into this category.
- 2.6 Park City School District The Snyderville Basin Recreation and Trails Master Plan will be implemented in conjunction with the Park City School District Strategic Plan to coordinate long term capital facility planning goals for joint use facilities that will best serve the taxpayers of the greater Park City area.
- 2.7 Park City Municipal Corporation The Snyderville Basin Recreation and Trails Master Plan will be implemented in cooperation with the Park City Municipal Corporation recreation and trails master planning efforts. A study prepared in 2002 titled “Options for Recreation Facilities and Services,” (Wikstrom) found that both SBSRD and Park City will benefit from combined construction of capital facilities, as well as joint management of many recreation programs.
- 2.8 Interagency Cooperation The Snyderville Basin Recreation and Trails Master Plan will be implemented in cooperation with other service providers including UDOT, Snyderville Basin Water Reclamation District, Mountain Regional Water, Summit Water, Park City Fire District and State Forestry. When surface easements for trail alignments are compatible with subsurface utility easements and emergency access roads, interagency cooperation is encouraged.

3. COMMUNITY PARKS, TRAILS AND RECREATION FACILITY MASTER PLAN POLICIES

- 3.1 As a service provider of Summit County, Snyderville Basin Special Recreation District (SBSRD) provides for community recreation opportunities in the Snyderville Basin for the community at large.
- 3.2 SBSRD will work in cooperation with the Snyderville Basin Planning Commission and Summit County to encourage new development to contribute to the expansion of Community park, recreation and trail system improvements for dedication to the Snyderville Basin Special Recreation District.
- 3.3 A system of Community parks, recreation facilities and trails will be developed to service the entire population. They will be of sufficient size and located throughout the Basin with the goal of bringing neighborhoods together and promoting the overall sense of community and recreation family.
- 3.4 Parks, Trails and Recreation Facilities will be planned and developed in accordance with the Snyderville Basin General Plan (Chapter 8), Development Code, the Snyderville Basin Zone District Map (amended December, 2004), the Snyderville Basin Growth Management Report (March, 2000), and the Neighborhood plans as identified in the Snyderville Basin General Plan.
 - 3.4.1 Proposed park sites will complement the location of existing parks and their uses. Community Park Facilities currently anchor the west end of the Basin at the Ecker Hill Field Complex, the east end of the Basin at Trailside Park and centrally within the Sun Peak/Silver Springs and Old Ranch Road Neighborhoods at Willow Creek Park.

- 3.4.2 Community recreation facilities shall be located in proximity to non-motorized trails and public transportation.
- 3.4.3 At such time Summit County sponsors an “inter-jurisdictional effort” for a “Community Facilities and Amenities Plan,” recreational interests shall be represented. (General Plan Policy 8.1)
- 3.5 It is the intent of Summit County to work with the SBSRD to plan opportunities for public parks, recreation facilities, recreational open space and trails as new development in the Snyderville Basin is approved.
 - 3.5.1 The Snyderville Basin General Plan (Policy 8.9) states, “Work with the Snyderville Basin Special Recreation District to identify and acquire parcels in developed and undeveloped areas, which are suitable for parks, recreation facilities, recreation open lands, and trails that provide necessary linkages. As indicated in the Recreation and Trails Master Plan, appropriate incentives will be considered as a means to acquire desirable lands for “community-oriented” parks and trails.
 - 3.5.2 The Snyderville Basin Special Recreation District will comment on development plans submitted to Summit County. Submittals will be referred to the Recreation District for review and comment as a service provider to the Summit County Planning Staff and Snyderville Basin Planning Commission.
- 3.6 To ensure sufficient land is preserved for future community park sites, recreational open space, facilities, and community-wide trail system connections and trailheads, SBSRD will pursue the purchase or other acquisition of land.
- 3.7 SBSRD will oversee the design and construction of community parks, recreation facilities and trails that meet the needs of the resident and create an inviting mountain resort environment.
- 3.8 SBSRD recreation facilities are designed to provide centralized locations for recreation activities. These are the public facilities that are most appropriately developed and maintained by the SBSRD as a sole provider, or in cooperation with other entities. Community facilities fall into two categories.
 - 3.8.1 District Facilities. District facilities are those community facilities that are owned, operated and maintained by the Snyderville Basin Special Recreation District.
 - 3.8.1.1 Community Parks and Recreation Facilities. Community Parks and Recreation Facilities will be developed according to Community Park and recreation facility design policies set forth in section 5 of this Master Plan and the District’s Capital Facilities Plan.
 - 3.8.1.2 Community Trails. Community Trails will be developed according to community-wide trail design polices set forth in section 6 of this Master Plan, and the District’s Capital Facilities Plan. All trails will be constructed in compliance with Community-wide Trail System Development Standards adopted by the District.
 - 3.8.1.3 Community Trailheads. Trailheads are an important component of community trail system improvements. Trailheads in several locations throughout the Snyderville Basin are

necessary to disperse users and their impacts throughout the system, thereby maximizing user experience.

3.8.1.4 Recreational Open Space. Acquisition of Recreational Open Space will be subject to the evaluation criteria established by BOSAC which are pursuant to and consistent with Open Space Policies set forth in the Snyderville Basin General Plan and detailed in section 7 of this Master Plan.

3.8.2 Joint Use Facilities. The Recreation District may participate in Joint Use facilities that are appropriate for the Recreation District to develop and/or operate/maintain in conjunction with other public or private service providers due to scale and/or efficiency in provision of services and/or conservation of resources between providers. Cooperative interlocal agreements or Memorandums of Understanding between agencies will be encouraged when they are determined by the SBSRD to provide for cost efficient delivery of regional recreation services to the public.

3.9 Community recreation facilities managed by the SBSRD will be developed with consideration given to the cost of maintenance and delivery of services. The SBSRD will phase development of parks, trails and facilities according to sound fiscal policy, including operational costs, and needs as established by the year 2000 and year 2003 Needs Assessment (as periodically updated) and ongoing analysis of recreational facilities and programs in Park City, the Snyderville Basin and Summit County over time.

3.10 Community Parks and Recreation Facilities are those that serve a range of activities such as recreational leagues and programs, organized competitive team play and individual sports, which require developed fields, and/or venues and buildings.

3.11 The size and complexity of SBSRD administrative offices and support buildings, such as restrooms and maintenance areas, will increase as the size and complexity of the parks, facilities and trails systems increase. Funding for future administrative offices and support buildings will be included in the SBSRD Capital Facilities Plan and constructed with impact fee funds.

3.12 Community Trails provide the Community-wide non-motorized trail corridors that comply with the Trails Master Plan Map (Exhibit A) and the District's Capital Facilities Plan. Completed sections of the Trails Master Plan (as amended) ensure public trail access in perpetuity.

4. MOUNTAIN RECREATION STANDARDS

4.1 Table I defines and establishes "Mountain Recreation Standards" for recreation based on population. This Standard was adopted by the Snyderville Basin Special Recreation District Board in 1997, and is periodically amended to better meet the collective needs identified by District residents and changing development patterns in the Snyderville Basin.

4.2 The SBSRD adopted the Mountain Recreation level of service standards to provide a mechanism by which the Recreation District can measure recreation facility demand in order to guide the development of Community parks, trails and recreation facilities.

4.3 The Mountain Recreation standards are intended to provide a set of tools to establish clear direction for the amount, type and balance of recreation facilities to meet the needs of a growing population.

4.4 The Mountain Recreation Standards are designed to be used as the basis for the Snyderville Basin Special Recreation District Capital Facilities Plan, which establishes phasing and construction of facilities to meet the recreation standard for community facilities. The SBSRD will update the Mountain Recreation Standards based on periodic needs assessments and public process. It is the policy of the Recreation District Board to remain responsive to changing recreational needs over time, with consideration given to the availability of District resources.

Table I

The Mountain Recreation Standard was developed using previous studies and comparisons drawn from communities with characteristics similar to those found in the Snyderville Basin.¹ The “Level of Service” (LOS) is a phrase meaning the minimum standards for the amount and/or quality of public service provided to the community based on population. The standards were evaluated and revised by the Recreation District Board in year 2000, and again in 2003, following updated Needs Assessment of Snyderville Basin residents and recreation focus group discussions conducted as a part of the Snyderville Basin Growth Management Report, March, 2000. The 2006 LOS standards reflect Community Park, Recreation Facilities and Trails improvements completed as of the date of this Master Plan.

Summit County recognizes that service standards that are inconsistent with the vision of the Snyderville Basin General Plan will lead to an underestimation of the demand for recreation facilities and services.

FUTURE CAPITAL FACILITY DEVELOPMENT			
	Desired Level of Service	Future Additional Need (including current deficiency)	Total Facilities at Buildout (Desired Level of Service)
Indoor Field	2 per district	1	2
**Ice Rink	2 per district	1	2
**Swimming Facility	3 per district	1	3
Playgrounds	1 per 5,000	3	7
Tennis Courts – Outdoor	1 per 4,000	7	9
Picnic Areas	1 per 2,500	10	14
Sports Fields			
Soccer	1 per 2,000	12	18
Softball/LL	1 per 3,000	9	12
**Baseball	1 per 15,000	2	2
Lacrosse/Rugby/Football	1 per 6,000	5	6
**Artificial Turf	2 per district	1	2
Jogging Track	1 per 10,000	3	4
Basketball Courts – Outdoor	1 per 2,500	12	14
Gymnasium Space/Indoor Basketball	1 per 5,000	7	7
Bicycle Skills/Terrain Park	1 per 3,500	8	10
Rock Climbing Wall	1 per district	1	1
Volleyball – Outdoor	1 per 3000	6	12
Dog Park	2 per district	1	2
**Skateboard Park	2 per district	1	2
**Denotes facilities shared with Park City Municipal Corporation or Park City School District			

¹More detailed information on the Mountain Recreation Standard is detailed in the Snyderville Basin Recreation and Trails Master Plan, adopted December, 1997. The policy of the Recreation District Board is to remain responsive to the mandate of Basin residents in meeting alternative recreation needs over time, with consideration given to the availability of District resources.

5. COMMUNITY PARK AND RECREATION FACILITY DESIGN POLICIES

Objective: Facilities shall be provided in accordance with provisions of the Snyderville Basin General Plan, this Master Plan and the District's Capital Facilities Plan. The intent of Community park and recreation facilities is to provide and promote a variety of recreational opportunities to protect and enhance quality of life.

5.1 Parks developed or accepted for management by the SBSRD will be designed to a level determined by the SBSRD Board at the time of design. It is the policy of the Board to adopt and use the construction and maintenance standards available at the District office.

5.2 In determining the suitability of Community Park land acquisition or proposed land dedications for public purposes, the SBSRD, in consultation with the planning authorities of the Snyderville Basin and Summit County, shall assess the following:

- Location
- Geologic features
- Aspects of design development
- Phasing of development
- Funding

5.3 Location. The location of Community parks and recreation facilities shall be in accordance with the General Plan Policies and Zone Map and generally located with consideration given to the following guidelines.

5.3.1 Analysis of the relationship of land dedicated for park purposes to recreational open space, trail corridor linkages, recreation facilities and other major components of the recreation system.

5.3.2 Appropriateness of proposed on-site recreational uses and user groups.

5.3.3 Evaluation of access and availability of infrastructure.

5.3.4 Proximity to public transit.

5.4 Geologic Features. Factors such as unique features of the proposed land dedication will be considered, including an examination of size, shape, topography, geology, availability of water, existing vegetation, condition of soil, drainage, environmental sensitivity, natural or man-made hazards.

5.5 Design Development.

5.5.1 Parks will be developed or may be accepted for management by the Snyderville Basin Special Recreation District in accordance with the Mountain Recreation Standard for Community Park size and other policies herein.

5.5.2 Community Park standard: Minimum 20 acres. The SBSRD Board may approve variations of park size when they make a finding that the size adjustment would suit the proposed park design and characteristics and better meet the recreational needs of the public. Additional acreage to provide a recreational open space component is desirable.

5.5.2.1 Community parks and recreation facilities require adequate parking and public restroom facilities to serve the projected user demand of the facility.

- 5.5.2.2 Community parks require maintenance areas for efficient operation.
- 5.5.2.3 Community parks and recreation facilities with large user demand will need facilities to support staff functions and storage. The SBSRD will determine the need for administrative office and support buildings as a part of the proposed conditional use permit and site plan, on a case-by-case facility design.
- 5.5.3 Consideration will be given to the expected user groups and the relationship of the expected users to bordering neighborhoods. The intent is to separate and minimize, to the extent consistent with other General Plan policies, potential noise, traffic, and lighting conflicts.
- 5.5.4 An evaluation of the potential to “fulfill a need” defined in this Master Plan will be made prior to any land acquisition or dedication. The proposed facility design must have the potential to meet current or future needs identified in conjunction with providers of the Recreation Element, Planning Staff and Planning Commission.
- 5.5.5 In recognition of the benefits of the Snyderville Basin mountain resort economy, Community parks and recreation facilities will include amenities that enhance the property values of all homeowners and the experience of destination visitors.
- 5.5.6 As appropriate by design, the provision of passive recreation areas within or surrounding Community parks is encouraged and will allow for unstructured play and relaxation.
- 5.5.7 The evolution of park use over time, including possible phased development, will be considered in the acquisition and master planning of all park sites.
- 5.5.8 Analysis of funding sources for capital and operation and maintenance costs will be required prior to Board approval of any land or recreation facility dedication to the District.
- 5.6 Park Phasing. SBSRD will develop and review park-phasing plans on an annual basis in conjunction with the District’s Capital Facilities Plan and budgetary process. It is the intent of SBSRD to construct Community Recreation Facilities according to the population growth of the Snyderville Basin.
- 5.7 Funding. The District will fund park and recreation system improvements through general obligation bond monies, impact fees, property taxes and other tax receipts, developer contributions, and grants. The Recreation District will continue to participate in the Summit County RAP tax to optimize regional recreation opportunities and ensure equitable distribution of RAP tax funds by population over time.¹

¹ The RAP tax was enacted by Resolution #2001-05 of the Summit County Commission on March 8, 2001, and became effective July 1, 2001.

6. COMMUNITY-WIDE TRAIL DESIGN POLICIES

Term Definitions:

Corridor: 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).

Critical Link Point(s): Locations identified by the District to disclose 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 development 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.

Right of Way: A strip of land over which a public trail may be built, reflecting a conveyance of title, as represented in a deed to the provider of the trail element, to achieve limitation of liability on the part of the private land owner providing the right of way.

Trail: A defined access that meets trail standards as set forth in the Snyderville Basin Development Code, and the Community-wide Trail System Development Standards adopted by the District.

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.

Community-wide Trail: A trail shown, developed or proposed as part of the Community-wide Trails Corridor Exhibit to this Master Plan, as revised over time, and generally designed for intrinsic recreation and non-motorized transportation connections throughout the Snyderville Basin. Community trails must be open to the public.

Neighborhood Trail: A trail proposed or developed by a developer, neighborhood or homeowners association to serve the residents and guests within a development or neighborhood.

Objective: Trails shall be provided in accordance with provisions of the Snyderville Basin Trails Master Plan. The intent of the Community-wide trail system is to be a public corridor between neighborhoods and activity centers, such as parks, schools, community facilities, and commercial areas, and to provide access to open areas, ridgelines, and public lands. The Community-wide Trail Corridor Exhibit (Exhibit A) and subsequent, more detailed trail corridor mapping (available at the Recreation District office), identifies critical linkages in the Snyderville Basin and connections to boundary trails.

The Recreation District may hold land in the form of perpetual easements, or land dedications, recorded at Summit County, and mapped accordingly on the Geographic Information System (GIS) maintained by Summit County and Snyderville Basin Special Recreation District. Community trails are open to the public and, with few exceptions, maintained by the Recreation District.

In determining the suitability of land acquisition or proposed land dedications for the provision of Community trails, the SBSRD, in consultation with the planning authorities of the Snyderville Basin and Summit County, shall assess the:

- Location
- Geologic/Environmental features
- Aspects of design development
- Phasing and Funding
- Liability

6.1 Location The SBSRD shall determine which lands are appropriate for Community trail connections and will make recommendations to the planning authorities of the Snyderville Basin and Summit County accordingly. Proposed trail alignment(s) will be described by flagging, GIS mapping and/or other means for final review and acceptance by the District, whose decision will be final.

6.1.1 Determine if the most desirable location for each trail is in an area that is topographically suitable for the particular trail, given the proposed user and purpose of use. This includes but is not limited to proximity of streams, wetlands, open space and setbacks from roads and structures.

6.2 Geologic/Environmental Features Factors such as unique features of the proposed trail easement will be considered, including an examination of grades, steep slopes, view sheds, mature vegetation, wetlands, and stream channels.

6.3 Aspects of Design Development Community Trails will be designed and constructed in accordance with the District's Capital Facilities Plan and Snyderville Basin Community-wide Trail System Development Standards.

6.3.1 All trails shall be in conformance with the Snyderville Basin Development Code and more detailed Trail system mapping, as it becomes available from the SBSRD, and shall serve to increase and expand the opportunities as depicted. Trail Development is considered an allowed use in all Zone Districts identified in the Development Code (2004).

6.3.2 Development plans will be referred to the Snyderville Basin Special Recreation District for review and comment as a service provider to Summit County. The submittal will be in accordance with Summit County procedures.

6.3.3 General trail corridors are shown on the Community-wide Trail Corridor Exhibit and in the District's Capital Facilities Plan. At the time of development application, availability of property for a particular trail alignment will be determined.

6.3.3.1 Determination of trailheads, trail linkages, critical connection points and likely destination points will be identified. Trail width, type, usage, design and construction of Community trails will be determined by the SBSRD and shall be in accordance with the District's Community-wide Trail System Development Standards.

- 6.3.3.2 Trail designs, including a determination of trail widths, grade, surface(s), clearance height and amenities shall be determined based on the expected user groups, frequency of use, and location. Consideration will be given to whether the trail will be used more by children or adults, for transportation or recreation, by hikers, runners, equestrians, mountain bicyclists, road bicyclists, in-line skaters, scooters, skiers and other forms of non-motorized transportation.
- 6.3.4 Trail descriptions and mapping of potential trail conveyance to serve transportation and recreation needs in the Basin shall include, but not be limited to:
- 6.3.4.1 Major loops to connect subdivisions, commercial centers, and backcountry trails;
- 6.3.4.2 Intermediate loops to connect schools with parks and residential areas, commercial areas, and other recreation centers, and;
- 6.3.4.3 Linear corridors designed to function as alternative transportation routes.
- 6.3.5 Provision for a temporary 50-foot construction corridor will increase the likelihood of optimal trail alignment while minimizing disturbance to mature vegetation, and providing clearance around sensitive lands and/or geologic formations.
- 6.3.6 A change in land use on a developed parcel that results in an undesirable impact on a previously constructed trail will be mitigated at the expense of the landowner. Mitigation will include provision of an alternate alignment acceptable to the Recreation District, new trail construction, restoration or improvements as needed, and in the case of the development of newly created roadways or intersections, the provision for an off-grade crossing, such as an underpass or overpass for trail users.
- 6.3.7 Determination of trail enhancements or amenities shall consider provision of trailheads, turnouts, or parking lots for staging; picnic or rest areas; playgrounds; bike racks; restrooms, water fountains; landscaping features.
- 6.3.8 Undesirable trail features are generally unacceptable; examples include numerous driveway crossings, and unnatural trail alignments such as angular corners along property lines.
- 6.3.9 Separation from noisy roadways or unpleasant sites is encouraged to improve the quality of the trail experience. Setbacks and landscape elements will be required in compliance with the Snyderville Basin Development Code. Separation features may include berms, hedges, fencing, trees, or other appropriate screening that will consider safety of the user. Separation features are the financial responsibility of the developer.
- 6.4 Phasing and Funding SBSRD will develop trail-phasing plans on an annual basis. It is the intent of SBSRD to construct Community Trails according to the population growth of the community and availability of funding.
- 6.4.1 Community Trail corridors proposed as a part of new development are subject to approval by the SBSRD, Snyderville Basin Planning Commission and Board of County Commissioners and will conform to requirements set forth in this Master Plan, the Snyderville Basin Development Code, the District's Capital Facilities Plan and the SBSRD Community-wide Trail System Development Standards.

- 6.4.1.1 Trail designs will be described in detail by the developer and approved by the SBSRD prior to receiving a positive recommendation on the development by the Snyderville Basin Planning Commission. Trail design detail will comply with Community-wide Trail System Development Standards, and shall include cost estimates based on excavation, length, width, surface material, bridging, boardwalks, and trail enhancements.
- 6.4.1.2 Trail alignments will be depicted on the signature plat to establish the Recreation District's property interest in the Community trail and to notice future investors of the proximity of the trail to platted parcels. An accompanying plat note will provide dedication language for the public trail easement to the Snyderville Basin Special Recreation District. If the complexity of the conveyance requires more detailed description, a separate trails agreement between the developer and the SBSRD may be required.
- 6.4.1.3 A construction time line shall be defined in the Development Improvements Agreement with Summit County and a guarantee in the form of a performance bond or letter of credit for the provision of Community trail(s) will be required of the developer by the SBSRD.
- 6.4.1.3.1 Remedy for failure to comply with provisions of the Development Agreement or Development Improvements Agreement related to community trail improvements will be pursued by Summit County and the SBSRD.
- 6.5 Liability. Trails designed, constructed and/or accepted by the Recreation District, or by a developer, neighborhood or homeowners association, will be consistent with the following for protection of property:
- 6.5.1 Maps showing trail corridors shall not be construed as allowing or encouraging public access on private lands.
- 6.5.2 Potential adverse impacts to the environment and adjacent private property owners shall be minimized as much as possible using trail placement, bridging, posting of and enforcement of rules, or other appropriate signage.
- 6.5.3 Summit County can implement the Snyderville Basin Trails Master Plan, in part, by requiring developers and landowners to include trails internal to and connecting through the developer's property as part of the development review process. Developers and owners of undeveloped property adjacent to trail development have voiced concerns about landowners' liability. No activity is entirely free from exposure to liability, but the dedication, construction, and operation of public trails can be at the low end of the landowner liability spectrum.
- 6.5.4 To address liability concerns, Utah has adopted the Landowner's Liability Act, which states: "The purpose of this Act is to encourage public and private owners of land to make land and water areas available to the public for recreational purposes by limiting their liability toward persons entering thereon for those purposes. The Act further provides that the owner of the land owes no duty of care to keep the premises safe for entry or use by any person using the premises for any recreational purpose or to give any warning of a dangerous condition, use, structure or activity on those premises to those persons."
- 6.5.5 In addition to the Utah Landowner Liability Act, the Summit County Commission has adopted Ordinance 196 (Ref. Exhibit B) entitled Summit County Biking and Hiking Regulations Ordinance to regulate biking and hiking on designated trails in Summit County.

- 6.5.6 Public Landowners Sovereign Immunity. Government agencies are not liable for accidents unless immunity has been waived by statute.
- 6.5.7 Recreational Land Use Immunity Act (HB 107 1999). Restores immunity for injuries arising from the “inherent risks” of “recreational activities,” expressly including hiking, bike riding and equestrian activity.
- 6.5.8 There are a variety of solutions to the liability concerns raised by private landowners when asked to allow public access on their properties for transportation or recreation purposes. The first solution is reliance on the applicable landowners’ liability statute and posting of appropriate warning signs. Another alternative includes the leasing of trail areas to a governmental entity desiring public use. The more traditional method would be to convey or dedicate the trail in fee for title to a governmental entity, such as the Snyderville Basin Special Recreation District, thereby reducing the risk of any status liability of the former landowner.
- 6.5.9 Construction and operation of a public trail system is not completely without liability, but such activities probably expose landowners and sponsoring governmental agencies to lower levels of liability for damage claims than most other activities. Attempts by landowners to prevent public access to their properties may remove the protection offered by the Utah Landowners Liability Act. Generally, property is considered open unless posted or enclosed. Some ordinances (e.g. Summit County) prohibit leaving public trails without adjoining owner’s expressed consent.

7. RECREATIONAL OPEN SPACE

Objective: This amended Master Plan clarifies the role of the District and its relationship with Summit County and BOSAC in matters of recreational open space acquisition. The revised Snyderville Basin General Plan (2004) acknowledges that the preservation of open space is the “central premise” of the amended Plan. The General Plan makes a distinction between “active” open spaces and “passive” open space. This Recreation and Trails Master Plan seeks to define recreational open space in the Snyderville Basin in the context of active and passive open space defined by the General Plan.

- 7.1 Active open space is considered to be property developed under the design criteria of Community Park and Recreation Facilities, defined in section 5 above. This land is generally developed for activity-based recreation and requires parking and support facilities that support large user groups and greater intensity in programming.
- 7.2 Recreational open space falls under the General Plan definition of passive open space. Recreational open space includes outdoor recreation that is less formalized than activity-based recreation, and may allow low impact trail system improvements.
- 7.3 The Basin Open Space Advisory Committee (BOSAC) was established by the Summit County Commission on May 14, 2003 for the purpose of creating a consortium of interests and agencies to review, prioritize and recommend potential recreational open space purchases.
- 7.3.1 District funds for recreational open space acquisition will be invested with the intent to allow public trail access and to educate users on recreational land use, in addition to preserving environmentally sensitive areas and view corridors.

- 7.3.2 Recreational open space may include use of the land for trail related special events, provided the event is permitted in accordance with rules and regulations of the District and Summit County.
- 7.3.3 Recreational open space acquired with District funds may be protected under a third party conservation easement provided public trail access to the open space is preserved.
 - 7.3.3.1 Conservation easements shall 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.
 - 7.3.3.2 Conservation easements shall permit the relocation of an existing trail in the interest of connecting the system to adjoining future open space parcels and trail corridors.

8. PARKS, RECREATION AND TRAILS CONCURRENCY

Objective: There should be recreational opportunities throughout the Snyderville Basin for citizens and visitors to our community. Specific concurrency policies will consider all new development approvals to ensure that future impacts on parks, recreation facilities, trail system expansion and related improvements are mitigated, in accordance with service standards adopted by Summit County.

In order to provide a quality mountain recreation experience as defined by Basin residents, and visitors to the area, recreation in the Snyderville Basin will need to grow in parallel with future project growth. The growth of recreation opportunities includes the acquisition of lands and the construction and maintenance of facilities as identified in this Master Plan.

The Snyderville Basin General Plan Policies contains language regarding the need for a development to provide land and facilities for parks and trails. Similar language is found in the Development Code and Land Use Element of the Summit County General Plan. The existing codes have established a “Level of Service” policy for determination of concurrency. This Snyderville Basin Recreation and Trails Master Plan establishes the Level of Service for recreation concurrency.

Term Definitions:

Concurrency: Concurrency policies assure that community facilities, such as parks, recreation facilities and trails, are improved and expanded through the payment of fees or other contributions to park, recreation and trail system expansion or improvements. Implementation of these policies ensures that both residential and commercial projects contribute their proportional share to capital construction costs of needed public facilities.

Impact Fee: Impact Fee means a payment of money imposed upon development activity as a condition of development approval.

Land Dedication: The provision of land for Community parks and recreation facilities and/or trails, found to be consistent with the Summit County Development Code and the design policies herein.

8.1 Community Park/Recreation Facilities and Trails.

- 8.1.1 The Community Park/Recreation Facility or Trail is a facility or area designed to serve all or a large part of the Snyderville Basin. In general the Snyderville Basin Special Recreation District intends to construct, or cause to construct, these facilities.

- 8.1.2 The Recreation District will accept land dedications for public parks, recreational open space and facilities when land is of appropriate size and location and consistent with other policies of the Snyderville Basin General Plan and Recreation and Trails Master Plan.
- 8.1.3 Trail easements will be accepted by the SBSRD when trails are of appropriate size and location, open to the public, and consistent with other policies of the Snyderville Basin General Plan and Recreation and Trails Master Plan.
- 8.1.4 Impact fees may only be imposed for the development of authorized “public facilities” as defined in Utah Code, Section 11-36-102. “Public facilities” means only capital facilities that have a life expectancy of ten or more years, including parks, recreation facilities, open space, and trails, and are owned or operated by or on behalf of a local political subdivision.
- 8.1.5 The Recreation District Board adopted, and currently assesses, an impact fee on all new residential building construction to raise revenue for Community Recreation system improvements. The Summit County Board of County Commissioners enacted the Recreation Facilities impact fee on June 8, 1998 (Ordinance No. 328).
- 8.1.6 Periodically, the SBSRD Board will analyze and revise the District’s Capital Facilities Plan, Economic Analysis, and Impact Fee Ordinance in response to needs assessments, Snyderville Basin General Plan amendments and legislative action.
- 8.1.7 As of the adoption of this amended Recreation and Trails Master Plan (2006), the SBSRD Board recognizes the need to revise the District’s Capital Facilities Plan, Economic Analysis, and Impact Fee Ordinance with the intent to (1) add a trails component; (2) provide the mechanism to allow for an inflation factor in the Economic Analysis, and (3) authorize an annual adjustment to modify the Impact Fee to keep the Fee consistent with the Economic Analysis.

EXHIBIT A – COMMUNITY TRAILS MASTER PLAN MAP

EXHIBIT B – SUMMIT COUNTY ORDINANCE REGULATING BIKING AND HIKING

In addition to the Utah Landowner Liability Act, the Summit County Commission has adopted
AN ORDINANCE REGULATING RECREATIONAL BIKING AND HIKING ON DESIGNATED TRAILS
IN SUMMIT COUNTY

“WHEREAS, the Summit County Commission recognizes the landowners within Summit County who make their land or designated portions thereof available for public transportation or recreational purposes and afford themselves the liability protection contemplated by the Utah Landowner Liability Act (UCA 57-14-1, etseq.) and;

WHEREAS, the Summit County Commission encourages development of designated trails within the County and wishes to regulated the use of said trails in a manner which will safeguard and promote the health, safety, and welfare of trail users and landowners who directly or indirectly permit public use of their land for transportation or recreational purposes;

NOW, THEREFORE, BE IT ORDAINED BY BOARD OF COMMISSIONERS OF SUMMIT COUNTY,
UTAH:

Section 1. It shall be unlawful for any person, for the purpose of biking, hiking, or other transportation or recreational activity, to willfully go upon any land area designated and posted unsafe or closed by landowner, County Sheriff, Forest Service or National Park Service.

Section 2. “Posted,” as used in this Ordinance, means:

- (a) any proposal communication by the landowner, representative of the owner, the Sheriff, the Forest Service, or National Park Service, or,
- (b) fencing or other enclosures or barriers obviously designed to prevent unintentional access to an area; or,
- (c) posting of signs reasonably likely to come to the attention of persons engaged in transportation or recreational activity to willfully leave the boundaries of any designated public trail across privately owned lands without the consent of the landowner.

Section 3. It shall be unlawful for any person for the purpose of biking, hiking, or other transportation or recreational activity to willfully leave the boundaries of any designated public trail across privately owned lands without the consent of the landowner.

Section 4. Any person violating the provisions of this Ordinance shall be guilty of a Class C Misdemeanor, and be punished by a fine not to exceed \$750.00 and/or confinement in the City Jail for not more than ninety days.

ADOPTED AND PASSED by the Summit County Commission this 28th day of January, 1992.”