Notice is hereby given that the
Snyderville Basin Planning Commission
will meet in regular session
on Tuesday, April 11, 2023

at the Anchor Location, Sheldon Richins Building
(1885 West Ute Boulevard, Park City, Utah 84098).

To participate in Planning Commission meeting: Join Zoom webinar:
https://summitcountyut.zoom.us/j/98189226475
OR
To listen by phone only: Dial 1-669-900-9128 or 1-253-215-8782, Webinar ID: 981 8922 6475

AGENDA
Agenda items may or may not be discussed in the order listed

6:00 P.M. Regular Session

1. Public input for items not on the agenda or pending applications.

2. Information Session and Public Input regarding the Rail Trail Corridor Plan. County Planner; Maddy McDonough. See below for Staff Report

Commission Items
Director Items
Adjourn

To view staff reports available after Friday, April 7, 2023 please visit: www.summitcounty.org

Individuals needing special accommodations pursuant to the Americans with Disabilities Act regarding this meeting may contact Vicki Geary, Summit County Community Development Department, at (435) 336-3123.

Posted: April 7, 2023
Published: April 8, 2023 – The Park Record
STAFF REPORT

To: Snyderville Basin Planning Commission
From: Madlyn McDonough, County Planner
Date of Meeting: April 11, 2023
Type of Item: Rail Trail Corridor Plan
Presentation, Discussion, and Public Input

Summary
Even prior to its conversion to a trail, the Historic Union Pacific Rail Trail has served as a treasured community asset, a place of respite in nature, and a vital connection between Eastern Summit County and the Snyderville Basin. This Corridor has also previously been identified as an active transportation route and a hub for the community. Since 1992, Utah State Parks has owned, managed, and maintained the approximately 28-mile Rail Trail from where it starts in Park City to its end at the northern edge of Echo Reservoir. Recently, Park City Municipal took over management and maintenance of the 2.75 miles of trail within city limits.

For the past two years, the County has been emersed in an extensive community engagement and information gathering campaign with the ultimate goal of providing community members, Planning Commissioners, and County Councilors with informed options for the future of the Rail Trail Corridor. The Rail Trail Corridor is defined as the Historic Union Pacific Rail Trail itself as well as the land surrounding and immediately accessible to the Trail. This includes six historic communities in Summit County that were supported by the original railroad route: Park City, Atkinson, Wanship, Hoytsville, Coalville, and Echo.

Tonight, we are discussing a “polished” version of the Rail Trail Corridor Plan. The vision, goals, objectives, elements, and strategies presented in this plan were created based on community feedback and have been reviewed and approved by community members. This 91-page document has been vetted by County staff, community members, and stakeholders. That being said, staff is aware that there are corrections that still need to be made. Staff requests that Planning Commission and public feedback be focused on big ideas and concepts.

Staff is not seeking formal action or a recommendation. Staff is seeking input that will be implemented into the final plan and ultimately carried up to the Council.
Public Engagement
In order to ensure that this plan is representative of the Summit County community, staff utilized a variety of tools including online and printed surveys, virtual Focus Groups, in-person Open House events, community canvassing, social media marketing, school outreach, and community gatherings.

During the first round of community engagement, from September 2021 to June 2022, the Planning Department received 478 survey responses, welcomed 90 community members to two Open House events, and held four focus group meetings comprised of 25 different stakeholders.

During the second round of engagement, from October 2022 to February 2023, the Planning Department received 263 responses to a second, more specific survey, welcomed 22 community members to two additional Open House events, and held four focus group meetings for 19 stakeholders.

How to Engage with the Rail Trail Corridor Plan
Though the document is lengthy, it is staff’s hope that each planning commissioner will be able to read the plan and consider what implementation option would be most suitable to address the needs and desires of our Summit County community, both now and in the future.

There are four sections in the plan:
1. Introduction (Including the Executive Summary)
   - Includes background information and historical context for the project.
   - Identifies the vision, goals, objectives, and elements that are further discussed throughout the plan.
   - Sets the stage for how and why this plan was created.
2. The Rail Trail Today
   - Identifies meaningful sections of the Rail Trail.
   - Explores existing conditions along the Trail.
   - Highlights trail use and current topics of concern.
   - Explains current and future land use along the Trail with consideration of the County’s current zoning.
   - Summarizes existing plans that are relevant to the Rail Trail Corridor Plan.
3. Goals and Elements
   - Combines community input with industry best practices to present goals, objectives, and strategies designed to achieve the community’s vision for the Rail Trail Corridor.
   - Provides examples of specific strategies that address some of the community’s most pressing concerns.
4. Implementation
   - Discusses options for future ownership, management, and maintenance of the Historic Union Pacific Rail Trail.
   - Describes objectives and strategies to achieve specific implementation goals.
- Lists potential partnerships, funding sources, “quick fixes,” and long-term considerations.
- Identifies connections between the Rail Trail Corridor Plan and other existing County and regional plans in order to highlight areas of overlap and prioritize future action.

**Question for the Community to Consider**

1. Are there significant concerns or areas of opportunity that have not been addressed by the Rail Trail Corridor Plan?
2. Do you agree that this Plan should be used as a tool to inform future decisions regarding the Rail Trail Corridor?
3. How many times did staff misspell ‘Corridor’?
Acknowledgments

We respectfully acknowledge that the Union Pacific Rail Trail and surrounding lands in Summit County, Utah, is the homeland of the Eastern Shoshone and Núu-agha-tu Vu-pu (Ute) territories to whom we owe honor and gratitude. Colonialism is an ongoing and persistent issue that requires active dismantling and attention. Today, Utah is home to approximately 6,000 indigenous people and eight different tribal nations.

County Staff
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Bailey Edelstein, Multicultural Communications and Outreach Specialist

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Keegan Teaney
Jack Taylor
Nathaniel Anderson

Residents, Volunteers & Visitors of Summit County

Photo Credit: Unless otherwise noted, all photographs were taken by and included with the permission of Bailey Edelstein, Mary Kapacinski, Sophie Frankenbueh, and Jennifer Leslie.
Land Acknowledgment

As we plan for the future of the Rail Trail and surrounding lands it is essential to acknowledge the territory in which the Union Pacific Rail Trails lies and a way to insert an awareness of Indigenous presence and land rights in everyday life. (https://native-land.ca/resources/territory-acknowledgement/) It is important to recognize that acknowledging the territory in which the Rail trail Corridor exists today, can easily be a demonstrative gesture rather than a meaningful practice. And therefore, we acknowledge our privilege and the responsibility to consider what it means to recognize the history and legacy of colonialism in Summit County and across the Nation. The purpose of acknowledging the Rail Trail Corridor and surrounding lands as Eastern Shoshone and Núu-aghá-tuVú-pu (Ute) territories is to respectfully address the potential disruption and attempt to undo Indigenous erasure and confront our own place on these lands and the ongoing violence and trauma that is part of the structure of colonialism and embedded in the history of the land in which we are planning for.

It is important to recognize that our acknowledgment is one small part of disrupting and dismantling the colonial structure, therefore, the next step for Summit County is to engage the local indigenous nations and organizations in an attempt to build relationships and support the work in which they are doing.

For more information on Territory Acknowledgement and to understand whose land you are on please visit:
EXECUTIVE SUMMARY

Executive Summary
In the early 1990s, a local, grassroots effort propelled the abandoned Union Pacific Rail tracks into a priceless community anchor. "It was truly a local project," says Sally Elliot. "[The rail trail] is a place where the entire population meets and mixes."

Since 1992, Utah State Parks has managed the Historic Union Pacific Rail Trail (known as the "Rail Trail" to locals) within Summit County. In recent years, Summit County has shown interest in taking over management of the Rail Trail from the State Parks service. With this potential transition in authority, the County has initiated the planning process that looks at the Rail Trail itself and surrounding lands, and identified this area as the Rail Trail Corridor (RTC or The Corridor). This plan was created with the guidance of the community and aims to direct Summit County’s planning efforts in and along the Rail Trail Corridor for years to come.

What is The Rail Trail Corridor Plan?
This plan starts with a common vision that describes how the Rail Trail is vital to the community’s character, growth, and sustainable future. Establishing a regional vision can be difficult. Each community within Summit County is unique in its built environments, priorities, and goals, however, the community-driven vision for the Rail Trail Corridor is overwhelmingly cohesive and leaves room for each section to be embraced in representative ways for each distinct community.

The Rail Trail Corridor Plan outlines goals identified by the community that support and enhance the overall vision. Within each goal, there are multiple elements that provide detailed objectives to best achieve each goal. Similar to the nature of the Rail Trail, the elements are intrinsically connected and provide a "trail map" for the County to use in the next 10 to 20 years.

The Rail Trail Corridor is a twenty-four mile culture, transportation, recreation, and tourism corridor designed to cultivate a strong sense of community and offer opportunities for revitalization and resource protection.
To embrace the Rail Trail Corridor as a meaningful connection through Summit County in order to enhance the user experience, safeguard the natural environment, promote economic vitality, and enrich community character.

**Goals & Objectives**

1. **Enhance the user experience while preserving and regenerating the natural environment**
   - Improve the safety and condition of the trail
   - Create equitable accessibility for all ages and abilities
   - Mitigate conflict between user types
   - Promote educational programming
   - Encourage habitat protection
   - Ensure proper weed mitigation
   - Improve and protect water quality

2. **Promote economic vitality through sustainable tourism and responsible recreation**
   - Support existing local businesses within the Corridor
   - Embrace communities along the Trail as nodes for local businesses
   - Encourage recreation that protects residents’ quality of life and provides valuable visitor experience

3. **Enrich community character through agricultural opportunities and embracing the history, arts, and culture relevant to the area**
   - Employ historical and cultural knowledge in the creation of low-impact infrastructure
   - Foster relationships between organizations, landowners, and Summit County
   - Promote and protect accessibility to the trail for agricultural purposes
   - Enhance the historic features of the Rail Trail Corridor and surrounding communities

**Implementation**

This plan is a guiding document that is linked to various planning tools. The success of this plan is dependent on intergovernmental collaboration, community partnerships, and land use regulation. The Objectives and Strategies presented in Chapter 3 of this plan outline steps to improve the quality of the Trail and quality of life within the Corridor; however, they do not outline the necessary logistics for the Trail’s managing organization to use to actualize the Objectives and Strategies. The Implementation Chapter describes a required structure for the Trail’s managing agency to consider to host and support the required administrative tasks, maintenance needs, and community involvement. Therefore, there is a separate Implementation Goal, and accompanying Elements, Objectives, and Strategies to guide an organizational structure and prioritization of suggestions in this plan. This chapter details short-term and long-range actions, potential funding opportunities, and a guide to maximize the County’s efforts by recognizing overlap across planning documents.

**Plan Elements**

- **Accessibility**
  - Create equitable access for all ages and abilities.

- **Environmental Quality**
  - Enhance, protect and monitor air and water quality, native vegetation, and wildlife habitat and corridors.

- **Economic Vitality**
  - Create strategic connections that support diverse local businesses and foster community relationships that promote a culture of hospitality, stewardship, and inclusivity.

- **Sustainable Tourism and Recreation**
  - Protect the quality of life for residents, preserve and highlight key assets of the community, and enhance the visitor and user experience.

- **Agriculture**
  - Actively secure agriculture along the Rail Trail Corridor as a means of preservation for generational livelihood, open space, and ecosystem services.

- **History, Arts and Culture**
  - Employ historical and cultural knowledge in the creation of low-impact infrastructure
  - Foster relationships between organizations, landowners, and Summit County
  - Promote and protect accessibility to the trail for agricultural purposes
  - Enhance the historic features of the Rail Trail Corridor and surrounding communities

The community’s vision is as follows:
In 1989, Union Pacific abandoned the rail line leaving a vital corridor connection unused. Local community leaders banded together and worked with the Division of Parks and Recreation to convert the abandoned line into a trail. The Union Pacific Rail Trail State Park was dedicated in 1992 and was inducted into the national Rails to Trails Conservancy Hall of Fame in 2010.

Background & History
The Union Pacific, the first railroad to enter the Utah territory, began construction through Echo Canyon in 1868 as part of the transcontinental railroad. The construction of the railroad provided work for settlers, some of which was negotiated by Brigham Young. The value of the railroad cannot be overstated – towns along the routes prospered by serving the railroad and its employees. Communication and travel were made significantly easier. Cattle, sheep, farm crops, and goods could be brought to market more quickly and cheaply. Needed supplies were brought back on the trains’ reverse trips.

However, not all local industries benefited from the introduction of the railroad. In Coalville and Grass Creek, coal mining began in the 1860's. Coal from mines owned by the Church of Jesus Christ of Latter-day Saints was hauled 50 miles to Salt Lake City by team and wagon, which was costly and particularly difficult during winter months when coal was most needed. When the Union Pacific Railroad was completed in May 1869, authorities from the Church of Jesus Christ of Latter-day Saints planned to build two smaller connecting railroads: a thirty-six-mile railroad to Ogden and a six-mile line connecting the Coalville mines to the Union Pacific. The smaller railroads sought to improve the connection between Coalville and Salt Lake and reduce costly coal shipping. The line to Coalville was quashed by Union Pacific as it had its own arrangement with coal mines in Evanston, Wyoming and was reluctant to relinquish the resulting profits. But by 1896, a narrow-gauge railroad spur was built connecting Grass Creek with the Union Pacific railroad which at last improved coal shipping between the Coalville and Grass Creek mines. Later, this line was purchased by the Union Pacific Railroad.

In 1999, Union Pacific abandoned the rail line leaving a vital corridor connection unused. Local community leaders banded together and worked with the Division of Parks and Recreation to convert the abandoned line into a trail. The Union Pacific Rail Trail State Park was dedicated in 1992 and was inducted into the national Rails to Trails Conservancy Hall of Fame in 2010.
The founding of towns in Summit County began with Coalville, the County Seat. Coalville became the center of a network of small rural communities settled along the Weber River and Kamas Valley. Although there was an abundance of dispersed rangelands and open fields, the settlements were a part of a well-functioning system. The families that comprised these communities formed relationships that transcended the settlement boundaries and supported the region’s economic vitality primarily through agricultural production. The web of communities was situated in a way that naturally created a dominant transportation route through the area.

In 1854, a stage coach station stop was developed at the mouth of Echo Canyon and was a significant outpost to the Salt Lake Valley. This station was said to be the “heart of the frontier” as thousands of travelers rested in what is today’s Summit County. One hundred and fifty years later, Interstate 80 utilizes the same route as the early traders and settlers. Transportation needs throughout Summit County evolved through the years, transforming the way people and goods travel through the area. However, the Union Pacific Railroad quite literally laid the groundwork for the Union Pacific Rail Trail that continues to connect Summit County’s network of communities today.

Regional Connections

The Historic Union Pacific Rail Trail passes through six communities within Summit County: Echo, Coalville, Hoystville, Wanship, Atkinson, and Park City. The Summit County Rail Trail Corridor Plan addresses the area from Echo State Park at the north to its crossing of State Route 248, adjacent to Park City’s municipal boundary. The Rail Trail is a regional amenity, and therefore, should be imagined as an holistic asset that still expresses the uniqueness of each community while benefiting individual communities by facilitating more equitable planning, shared visioning for the future, and increased transparency between municipalities and stakeholders regarding decision making.

In July of 2015, Summit County adopted a county-wide Climate Action Plan that establishes renewable energy and emissions reduction goals. The resolution states that “combustion of fossil fuels used in the transportation sector (air, rail, on-road, and off-road vehicles) cause about 47% of all greenhouse gas emissions in the incorporated and unincorporated areas of Summit County.”

Additionally, planning for the Rail Trail Corridor brings tangible recreation and safety benefits to the broader community. As Summit County continues to grow and evolve, it is crucial to provide opportunities for physical activity and access to nature. When urban and rural trails are not available, walkers and riders may be forced to share roads with motorists. Based on the 2013 Eastern Summit County Transportation Plan, there are gaps in services in each community, such as incomplete sidewalk networks and an absence of bike lanes. The Rail Trail is the County’s primary non-motorized connector that serves equestrian riders, walkers, bikers, and skiers. The Summit County Active Transportation Plan calls for the improvement of active transportation conditions throughout the County. The Rail Trail Corridor Plan will help guide Summit County in the planning, development, management, and operations of the Historic Union Pacific Rail Trail with a collaborative, cohesive approach.
The Rail Trail Corridor is a 24 mile culture, transportation, recreation, and tourism corridor designed to cultivate a strong sense of community and offer opportunities for revitalization and resource protection. The Rail Trail Corridor follows the Union Pacific Rail Trail from the SR-248 crossing to the trailhead at Echo State Park. Although the Rail Trail Corridor does not have a legal boundary, the Corridor is defined by the areas most affected by the Trail and places that are accessible by walking or biking to and from the Trail. Therefore, the Corridor includes the communities and lands approximately ¼ mile in either direction from the Trail and approximately ½ mile from each access point to the Trail.

The following map depicts the approximate land area considered as the Rail Trail Corridor.

**The Corridor**

State Parks has owned, managed, and maintained the approximately 28-mile trail from Park City to the northern edge of Echo Reservoir for over 30 years. In 2022, Park City Municipal took over management and maintenance of the 2.75 miles of trail within City limits.

State Parks has been involved in the County’s planning process for the past two years. State Park Ranger, Eric Bradshaw, has attended community engagement meetings, provided data and information, and served as a resource to County staff. State Parks has, in the past, indicated an interest in transferring ownership of the Rail Trail to the County.

As the County plans the future of the Rail Trail Corridor, it is important to consider existing recreational authorities as the Trail is currently used most often for recreation. Basin Recreation and North Summit Recreation are the two Special Recreation Districts in the County that the Rail Trail runs through. Currently, Basin Recreation manages over 170 miles of trails within their jurisdiction whereas North Summit Recreation does not manage or maintain trails. Current capacity and resource sharing must be considered as

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"The Rail Trail is an authentic experience itself and a reminder of why most of us live here. We should all embrace it as our common public realm that we all share, protect, preserve and celebrate. The connections from neighborhoods to the Trail should also be considered as critical components of the holistic experience.

- David Nichols, Summit County Resident"
Public Outreach

From August 2021 to February 2023, participants shared their passion, ideas, and values for our community through a robust public engagement effort. A variety of tools were utilized to engage many voices and perspectives, including online and printed surveys, virtual Focus Groups, in-person Open House events, community canvassing, social media marketing, and community gatherings.

Community Surveys

Two Community Surveys were launched to learn about the communities’ values and goals for the present and future of the Rail Trail Corridor. The first survey was primarily used to assess and prioritize values which led to the creation of the plan’s Vision and Goal statements. The first survey received 478 responses from community members across the county. The second survey was primarily used to refine the plan’s components through in-depth analysis of community perceptions on specific topics. The second survey received 263 responses. A summary of community responses can be found in Appendix X.

Respondents indicated that the following would improve their experience on the Rail Trail.

- More Regular Maintenance
- Stronger Connection to Parks and Trails
- Informational Signage
- Access to Shops and Cafes from the Trail

64% of respondents described Summit County as evolving.
40% of respondents described Summit County as Historic.
33% of respondents described Summit County as rural.

Respondents indicated that the following community values are most important to them.

- Small Town Feel
- Recreation
- Health & Well-Being
- Neighborliness
- Safety & Security
- Heritage & History

68% of respondents identified Small Town Feel as important.
72% of respondents identified Recreation as important.
76% of respondents identified Health & Well-Being as important.
78% of respondents identified Neighborliness as important.
69% of respondents identified Safety & Security as important.
80% of respondents identified Heritage & History as important.
Open Houses

During the first round of engagement, two Open Houses were held with total attendance of approximately 90 community members and stakeholders. The public was asked to provide feedback on site-specific improvements, element preferences, and visioning for the future of the Rail Trail Corridor for years to come.

During the second round of engagement, two additional Open Houses were held with total attendance of 22 community members and stakeholders. The public was asked to clarify their values and design preferences at specific locations throughout the Corridor to better refine the Objectives and Strategies within this document.

Open House 3 & 4

The final Open Houses for the project were held on November 3, 2022 and November 7, 2022 in Snyderville Basin and Coalville, respectively. Participants were asked to clarify thoughts and opinions collected during the first round of engagement. Utilizing a large-scale map of the Corridor, community members identified specific places for strategic, area-appropriate development. Other input stations asked specific questions that lingered from the first round of engagement. Several themes emerged from these Open Houses:

- A desire for infrastructure that enhances recreation and sustainably manages the natural environment, but does not detract from open space or the agricultural nature of the Corridor.
- Paving the entirety of the trail might enhance accessibility, but comes with maintenance challenges. Many in the community fear that paving the trail could detract from feelings of solitude along the trail by encouraging more use.
- Community and local organizations expressed a desire to be involved in the continued maintenance and programming along the trail, especially in regard to invasive species management.

Open House 1 & 2

On December 6, 2021, the community gathered at the Ledges Event Center in Coalville. Participants provided feedback to further clarify community values as well as Vision and Goals statements for the plan. Community members provided feedback on a large-scale map of the Corridor by highlighting areas of interest and concern. Several common points of feedback emerged including:

- Concern about the safety of crossing 248 from the section of the Rail Trail in Park City to the rest of the Trail.
- Issues with trail maintenance that have led to flat tires on bikes.
- A desire to safely connect from the Tollgate Canyon neighborhood to the Rail Trail.
- Interest in preserving the rural and agricultural character of the Corridor.

On March 14, 2022, community members joined us for the second Open House held at the Basin Recreation offices in the Snyderville Basin. Through a series of multi-modal stations, participants were able to provide feedback on previous Open House topics as well as on draft vision, goals, and objectives statements.

Community members had conversations about the need to mitigate conflict between user types on the trail, including horseback riders, walkers, joggers, and bike riders. Stakeholders from outside the Summit County area shared ideas for connecting with other regional trails to encourage connectivity and more diverse recreational and transportation opportunities.

The best decision we ever made was moving to Summit County. From the people to the wildlife to the incredible views, we fail fortunate to call Summit County home.

- J. Padilla, Summit County Resident

Open House Trail Map with Randy Barton

Trail Map Inspiration Photos and Descriptors

Open House 3 & 4

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- Community and local organizations expressed a desire to be involved in the continued maintenance and programming along the trail, especially in regard to invasive species management.
Focus Groups

Two separate rounds of Focus Group sessions were held in 2022. Over the course of four days in late January and early February, small stakeholder groups gathered to discuss elements and language within the draft Rail Trail Corridor Plan. The discussions during these Focus Groups helped to clarify specific Objectives and Strategies. They also offered more insight into lingering values-based questions that guide the spirit of the Rail Trail Corridor Plan. Based on feedback from the first round of community engagement, the topics of Accessibility and Sustainable Tourism were added to the Focus Group discussions in November.

Similarly, over the course of four days in November 2022, small stakeholder groups gathered to discuss elements and language within the draft Rail Trail Corridor Plan. The discussions during these Focus Groups helped to clarify specific Objectives and Strategies. They also offered more insight into lingering values-based questions that guide the spirit of the Rail Trail Corridor Plan. Based on feedback from the first round of community engagement, the topics of Accessibility and Sustainable Tourism were added to the Focus Group discussions in November.

The full transcripts from the Focus Group discussions can be found in Appendix D.

Rail Trail Corridor Website

In 2022, a website was created to serve as a unified place to host information about the Rail Trail Corridor planning process. The website provides information regarding the history of the Union Pacific Railroad, the Rail Trail, and the existing conditions of the Trail. Summaries of community engagement efforts have been posted after each round of engagement. Similarly, short summaries of the draft, revised, and final versions of this plan have been posted to the website to quickly engage more members of the community that might not have the time to read the plan in its entirety.

One of the things I love about Summit County is the accessibility to trails that let me shut out the chaos of society by enveloping myself in the natural world. Summit county trails, especially on the east side of the county, are easy to find, and generally not too crowded. They let me embrace my inner naturalist - puzzling out interspecies relationships and evolutionary advantages of plant growth habits.

- Jeremy Christensen, Summit County Resident

Community. It feels totally normal to see dogs on benches, families on bike rides, and trails well used by its community members. There was so much mutual joy in this moment. My dog loving the bikers, and the bikers smiling right back at her.

- Haley Fauntleroy, Summit County Resident
Beginning in February 2022, Summit County had the opportunity to share photos of their community with the County. Photo entries include pictures of the Rail Trail, local businesses, family fun, agriculture, recreation, nature, and more. Outreach was conducted via email, Instagram, and employee newsletter. Selected photos are featured in this Plan and will be featured in future Summit County marketing and plans. This provided the chance to see Summit County through the eyes of the community.

To allow community members to experience what it could be like to access local businesses from the trail, the Community Development Department partnered with the Summit County Stormwater Coalition to host a joint Earth Day and Celebrate Trails Day event at the Wanship Trailhead. On May 14, 2022, 50 people gathered to enjoy live music, a beer garden, a kids’ station with stories and coloring, and a locally-owned food truck. All of this was directly accessible from the Rail Trail highlighting the Corridor’s potential as a mode of transportation and a community connector. Community members were also able to participate in an Earth Day cleanup event, collecting trash and debris along the trail, and were entered into an opportunity drawing for prizes to encourage participation.

Over the 2021-2022 and 2022-2023 school years, six groups of students involved in the PCCAPS program at Park City High School completed projects related to the Rail Trail Corridor plan. As a part of this work, students created and distributed a short online survey aimed at their fellow students. This survey received 583 responses. In addition, Park City High School students worked on four main projects to improve community engagement along the Rail Trail Corridor:

- A student-designed logo for The Corridor
- A web-based tour of the trail with historical information and photographs
- A hypothetical community center to serve stated needs and desires
- Targeted marketing for communicating important information about the trail, events, and amenities

Students responded to community input by addressing some critical areas of concern. As seen in the community center design, a bike repair podium has been suggested for three points along the trail. These podiums include the tools necessary to change or repair tires, add air, and even refill water bottles. In the Sensory Garden, students intentionally incorporated native vegetation to minimize irrigation needs. Students also highlighted the historical and cultural importance of the Rail Trail Corridor through the use of graphical signage.

Providing youth with the opportunity to participate in future planning is a key strategy to encouraging long-term stewardship of our most precious community assets.

Community Photo Showcase

Beginning in February 2022, Summit County had the opportunity to share photos of their community with the County. Photo entries include pictures of the Rail Trail, local businesses, family fun, agriculture, recreation, nature, and more. Outreach was conducted via email, Instagram, and employee newsletter. Selected photos are featured in this Plan and will be featured in future Summit County marketing and plans. This provided the chance to see Summit County through the eyes of the community.

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Beginning in February 2022, Summit County had the opportunity to share photos of their community with the County. Photo entries include pictures of the Rail Trail, local businesses, family fun, agriculture, recreation, nature, and more. Outreach was conducted via email, Instagram, and employee newsletter. Selected photos are featured in this Plan and will be featured in future Summit County marketing and plans. This provided the chance to see Summit County through the eyes of the community.

To allow community members to experience what it could be like to access local businesses from the trail, the Community Development Department partnered with the Summit County Stormwater Coalition to host a joint Earth Day and Celebrate Trails Day event at the Wanship Trailhead. On May 14, 2022, 50 people gathered to enjoy live music, a beer garden, a kids’ station with stories and coloring, and a locally-owned food truck. All of this was directly accessible from the Rail Trail highlighting the Corridor’s potential as a mode of transportation and a community connector. Community members were also able to participate in an Earth Day cleanup event, collecting trash and debris along the trail, and were entered into an opportunity drawing for prizes to encourage participation.

Over the 2021-2022 and 2022-2023 school years, six groups of students involved in the PCCAPS program at Park City High School completed projects related to the Rail Trail Corridor plan. As a part of this work, students created and distributed a short online survey aimed at their fellow students. This survey received 583 responses. In addition, Park City High School students worked on four main projects to improve community engagement along the Rail Trail Corridor:

- A student-designed logo for The Corridor
- A web-based tour of the trail with historical information and photographs
- A hypothetical community center to serve stated needs and desires
- Targeted marketing for communicating important information about the trail, events, and amenities

Students responded to community input by addressing some critical areas of concern. As seen in the community center design, a bike repair podium has been suggested for three points along the trail. These podiums include the tools necessary to change or repair tires, add air, and even refill water bottles. In the Sensory Garden, students intentionally incorporated native vegetation to minimize irrigation needs. Students also highlighted the historical and cultural importance of the Rail Trail Corridor through the use of graphical signage.

Providing youth with the opportunity to participate in future planning is a key strategy to encouraging long-term stewardship of our most precious community assets.
EXECUTIVE SUMMARY

Trail Conditions

Conditions along the Rail Trail Corridor (RTC) vary throughout the region. As the RTC traverses through six historic communities in Summit County, the Trail itself serves as the constant source of connection and enjoyment. While the County contemplates taking over management, it is essential to understand the existing conditions of the Trail and the surrounding properties. Assessing the inventory of amenities is necessary to better comprehend where the conditions are favorable and where improvements are needed.

As described in the Introduction, the elements of this plan focus on both general and site specific objectives. In addition to an amenity inventory, a review of current land use, trail usage, and existing plans is an important component in establishing the framework for the RTC plan.

Five Distinct Sections

Although the Rail Trail travels from the Prospector neighborhood within Park City all the way to Echo State Park, the portion of the Rail Trail within Park City limits is excluded from this Rail Trail Corridor Plan. Park City Municipal has its own unique management strategy for its trail segment, which is the paved portion from the Park City Trailhead along Bonanza Drive to the crossing of State Route 248 at Quinn’s Junction. Summit County’s plan, therefore, begins at the SR-248 crossing and encompasses the remainder of the Trail.

THE RAIL TRAIL TODAY

2
SR-248 to Atkinson

This four-mile stretch follows Silver Creek through high-desert shrubland. The surrounding lands contain large lots, including single-family residential development to the east and light-industrial to the west. The soils in and around the Rail Trail have been identified as containing higher than average pollution from mining tailings. Much of the native flora and fauna have not been able to thrive due to contaminated soils and the industrial uses adjacent to the Trail. This section of Trail is divided by the Promontory Trailhead and the road crossing at Promontory Ranch Road. Currently, there are numerous bird boxes that are monitored and managed by Utah Mountain Bluebird Trails and a few historical markers as the Trail leads into Atkinson. Atkinson may no longer be a vibrant town supported by the rail industry, but it still holds historical significance to the area.

Maintenance priorities along this section of Trail include pollution mitigation, habitat restoration, and improved signage to connect the portion of the Trail within Park City to the rest of Summit County. Additionally, the SR-248 crossing is dangerous for Trail users. The Active Transportation Plan has identified this crossing as an area to improve safety by potentially creating a pedestrian underpass at SR-248 for Trail users. Both the Active Transportation Plan and the Long Range Transportation Plan for Summit County have suggested connections between the Silver Creek and Trailside neighborhoods to the Promontory Trailhead, especially given future population projections for the area. Recently, a side path has been proposed along Promontory Ranch Road to provide more safety for people walking or biking to the Trail.

Atkinson to Wanship

The Atkinson Trailhead does not have any facilities or parking, however, the iconic Pace Ranch acts as a recognizable feature marking the start of this segment. As the Trail passes under Interstate 80 leaving Atkinson, the shrubland transitions into a lush riparian environment paralleling the highway. Proximity to the highway makes portions of this segment noisy. This section does not contain any formal access points to the Trail, however, community members have indicated that there is a substantial culvert that residents of Tollgate Canyon and Promontory use to access the Trail. It should be noted that water is present in the culvert during runoff season and storm events and ice is also seasonally present.

There are seven miles between Atkinson and Wanship. When entering the community of Wanship, the riparian environment shifts to an agricultural and rural setting. Wanship now contains various businesses that focus on agricultural production and small-scale farming. There are multiple street crossings as the Trail heads north toward Hoytsville.

Priorities along this section of trail include constructing new access points to allow for increased accessibility, potentially access from Blue Sky to the Trail and access from Tollgate Canyon. Additionally, safety at street crossings in the town of Wanship should be examined. Other portions of this section could benefit from improved fencing.
3 **Wanship to Hoytsville**  
There is a well-established trailhead toward the northern edge of Wanship which may be considered the main trailhead for the residents of Wanship and Hoytsville. The trailhead has paved parking, a restroom, and a bench donated by a local company, Escapods. Agricultural uses are predominant along this section of the Corridor, and the Weber River meanders adjacent to the Trail. Many anglers use a small segment adjacent to the Wanship Trailhead for fishing access. Despite the proximity to the water and varied user types present along this section, there are very limited interpretive signs or signs that encourage responsible use.

Limited amenities such as benches, shade, and trail signs exist in this section beyond the Wanship Trailhead. There are nearly five miles between the Wanship Trailhead and the trail crossing on Creamery Lane in Hoytsville. Priorities for this section include tracking water quality and noxious weed mitigation.

4 **Hoytsville to Coalville**  
There is no formal trailhead in Hoytsville, and the most prominent access point near town exists where the Trail crosses Creamery Lane. Currently, the land alongside the Trail from Hoytsville to Coalville is almost exclusively agricultural. This section is three miles long. There are limited commercial land uses and amenity services throughout this section. There are currently few seating areas and shade is primarily provided by overpasses and vegetation. The Weber River continues to meander adjacent to the Trail.

Prioritizing community access to the Trail is key given potential development along the Corridor.
Coalville to Echo

The Coalville section of the Trail contains mixed-use development with historic commercial to the east and agricultural zoning to the west. There is a major highway off-ramp street crossing that intersects the Trail as it enters Coalville, and cars travel at highspeeds near the crossing. A bridge crossing Chalk Creek leads directly into the Coalville Trailhead, which has parking and a restroom. As the Trail approaches Echo State Park, the Trail has experienced substantial erosion from the hillside to the east, restricting mobility and covering the pathway with debris. The Rail Trail parallels Echo Dam Road to its final trailhead at the interchange of I-80 and I-84 where the iconic Rail Trail Bridge is located. This segment is nearly five miles long. The Echo Trailhead does not contain any services.

Priorities along this section include grading the trail around Echo State Park, improving the safety of the crossing at 100S (near Exit 162 off-ramp of I-80), improved signage, and connectivity to existing commercial uses and local businesses. Additionally, there is a need for greater understanding of the ways that wildlife and recreation at Echo impact the Trail.

Infrastructure

Across the length of the Rail Trail, the services and information available at trailheads and other access points vary dramatically, especially in contrast to the Trail segment managed by Park City between Prospector and the SR-248 crossing. Although conditions may have changed slightly at the time of publishing, the following maps outline the infrastructure present along the Rail Trail between SR-248 and Echo. Data for the following maps was collected during the Existing Conditions assessment beginning in the Fall of 2021, and may be incomplete or out of date. The Infrastructure Map shows where all infrastructure is located on the trail.

Some infrastructure is in worse condition than others and requires immediate attention to improve the functionality and experience along the trail. Although some infrastructure can be improved by the management agency for the Trail, other infrastructure updates, like deteriorating gates, will require collaboration with local land owners. The Infrastructure Priorities Map depicts the location for infrastructure in need of attention.

<table>
<thead>
<tr>
<th>Infrastructure Counts</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gates</td>
<td>35</td>
</tr>
<tr>
<td>Bridges</td>
<td>25</td>
</tr>
<tr>
<td>Signs</td>
<td>18</td>
</tr>
<tr>
<td>Benches</td>
<td>17</td>
</tr>
<tr>
<td>Trashcans</td>
<td>4</td>
</tr>
<tr>
<td>Restrooms</td>
<td>3</td>
</tr>
<tr>
<td>Trailhead Parking Lot</td>
<td>3</td>
</tr>
<tr>
<td>Near-Trail Parking Areas</td>
<td>4</td>
</tr>
</tbody>
</table>
The Coalville Trailhead could benefit from updated informational and interpretive signs. The National Rails to Trails plaque is defaced.

The Coalville Trailhead bench requires sanding to improve its condition.

The bench at the intersection of 100 S in Coalville is uninviting, and could benefit from additional infrastructure to create a lively natural gathering place.

The gate at 50 E in Wanship is stuck closed and impairs movement for many users.

The picnic bench and table is in poor condition and should be replaced.

The gate at the Atkinson Trailhead is currently being held together with rope and a caribiner, and is often stuck shut during winter months because of the snow pack. Maintenance is required.

The intersection between the Rail Trail and South Canyon Trail could benefit from updated directional signage and information.

There is a gate lying on the ground and should be reattached.

The SR-248 crossing is very dangerous for all users. Although there is a pedestrian beacon, this location is better suited for a pedestrian tunnel or bridge.

A trash can is necessary immediately adjacent to the dog waste bag dispenser.
Community members shared their preferences for infrastructure choices at trailheads and community connections. Overall, the sentiment from focus group and open house participants strongly supports the need for environmentally sensitive, aesthetic choices that explain the geography and culture of the area. Survey respondents showed mixed results.

Furthermore, community members strongly suggested the need for more thorough and consistent maintenance along the Trail. Currently, Utah State Parks contracts maintenance annually to an independent organization. Park City separately contracts maintenance for their segment of the Trail. Potential benefits and consequences of the County assuming ownership and maintenance coordination are outlined in Chapter 4 of this plan.

Respondents indicated that the following types of signage along the Trail...

- Restrooms: 55%
- Dog Waste Stations: 58%
- Signage & Wayfinding: 59%
- Seating & Picnic Tables: 55%
- Water Stations: 50%
- Bike Pumps or Tools: 44%
- Lighting: 35%
- Art: 18%
- Environmental & Trail Etiquette: 56%
- Mile Markers: 44%
- Wayfinding/Navigation: 50%
- Maps: 48%
- Info About Natural Environment: 46%
- Historic Depictions: 57%
- Arts & Cultural Info: 52%

- 57% of respondents indicated that it is extremely important or very important to have features that are locally designed and made.

- 58% of respondents indicated that it is extremely important or very important to have features that highlight local culture and history.

Trail Use

Over a thirteen month period, Basin Recreation supplied trail usage data to the County. Trail counters were affixed to temporary posts and placed in two locations: (1) on the northern side of the SR-248 crossing and (2) at the north end of the Wanship Trailhead. It is important to understand the usage of the Rail Trail because it will guide decision-making and prioritization of improvements.

The following graph represents the number of recorded monthly users at each of the trail counter locations. Weekly and daily data is available in Appendix X.

These metrics can help with performance monitoring and how, if at all, usage shifts. In a time where multi-modal transportation is emerging as a more sustainable, and oftentimes, more efficient way to travel, it is imperative that data from a regional system is collected and shared.

The data collected by Basin Recreation presents high usage from the months of September to November, with declining usage during the winter months. Usage picked up again in May and continued to be high through October of 2022. Further evaluation and collection of similar data could be used to make recommendations to improve active transportation, trail amenities, and make a stronger case for County management of the Rail Trail.

In addition to the Trail being used for recreation and transportation, many community members appreciate the Trail for its natural beauty. There are amazing view sheds along the trail that include nearby mountains, historical sites, and local agriculture. This use cannot be quantified.

There is a challenge because I think there is a big difference between ideas from Park City vs. those in Coalville where the Corridor is valuable and info needs to be taken from both areas.

- Community Member

Number of Monthly Users
There are a multitude of user types enjoying the Rail Trail throughout the year. In a 2021 community survey with 478 responses, participants identified their primary activity on the Rail Trail. Walkers and bikers outnumbered other user types, though the responses indicate that the Trail is truly multi-use.

In-person trail counts conducted by community members between September and December of 2021 also indicated high usage numbers of bikers, pedestrians, and dog walkers. Overwhelmingly, community members identified their use of the trail as for recreation or health and exercise.

Additionally, the trail is used by anglers for access to fishing locations and by local farmers and their animals to allow for rotational grazing. Birdwatchers, too, utilize the trail for its expansive view sheds.

A Multi-Use Trail
A growing user type is those utilizing e-bikes. In 2019, the electric bicycle market was estimated at $15.42 billion and is expected to achieve a CAGR (Compound Annual Growth Rate) of 7.49% between 2020-2025. Broadly speaking, e-bikes are either pedal-assist, meaning the motor is engaged by pedaling and cuts off at a designated top speed, or throttle-on-demand, with which the motor can propel the bike even if the rider is not pedaling. It is the existence of a motor which causes many authorities at state and local levels to struggle with classifying these vehicles—whether as bicycles or as motorized vehicles like mopeds or motorcycles. How they are classified in turn informs how they are regulated.

Advocates argue that barriers to cycling, such as hills, long distances to destinations, and the need to carry children or cargo can be overcome with e-bikes. E-bikes enable people to make trips by bike that they might otherwise have made by car. E-bikes can also allow people with physical limitations new recreation or transportation options. The National Institute for Transportation and Communities’ (NITC) 2017-18 survey of e-bike owners indicated that e-bikes not only appeal to the young and the able-bodied, but also to older riders and persons with disabilities, health issues, or injuries who still want to be able to bike.

Those in opposition to e-bikes are largely concerned about safety, particularly related to speed. User conflicts are an anticipated element of multi-use trails and must be considered regardless of e-bike regulations. If e-bikes are ultimately allowed on a trail, they should conform to the existing rules of the trail and norms of trail etiquette including:

- Maintain safe speeds. Heed all posted speed limits.
- Keep right, pass left and call out as you do.
- Yield to pedestrians, equestrian users and other slower users.
There are three classifications of e-bikes:

**Class I**
Class I e-bikes are those in which the motor provides a boost only when a rider is pedaling. The boost cuts out at 20 miles per hour (mph) and the rider must rely on their own muscle power to go any faster than that.

**Class II**
Class II e-bikes are those in which the throttle can be switched to provide a boost up to a maximum assisted speed of 20 mph, without any pedaling required. The boost cuts out at 20 mph and the rider must rely on their own muscle power to go any faster than that.

**Class III**
Class III e-bikes are pedal-assist like Class I’s, except they have a maximum assisted speed of 28 mph. They are also equipped with a speedometer.

Park City, performed a pilot study in 2015 limiting Class I and II e-bikes to paved trails wider than eight feet within city limits. The City added signage at trailheads to indicate where e-bikes were allowed or prohibited. The pilot included a data-collection component, with the City performing trail counts, field observations, intercept surveys, and speed counts, as well as reviewing police reports, and an outreach-and-education component using traditional media, a dedicated website, and an online survey. Today, the City allows e-bikes on all paved multi-use trails, as well as on soft-surface trails wider than five feet, with a 15-mph speed limit for all users. A map of trails where e-bikes are permitted is available on the city website.

According to Utah State Parks, Class I and II e-bikes are currently allowed on the Rail Trail.

Photo Credit: Stacy Keaton

Paving
Throughout the community engagement process, many community members expressed their concerns about the inconsistency of maintenance along the Rail Trail, specifically regarding the trail surface. Currently, the existing paved sections in Coalville are degraded as Utah State Park capacity is limited. There are varying opinions on whether or not paving the Trail, as seen through Park City and the small sections through Coalville, would benefit more users. Each surface type comes with a unique set of tradeoffs which is discussed below.

Paving can dramatically improve the consistency of trail conditions year-round for multiple users, especially certain types of cyclists and those pushing strollers. Gravel trails have difficulty meeting certain Americans with Disabilities Act (ADA) requirements. Additionally, when cyclists, equestrians, or other trail users inappropriately use soft-surface trails when it is wet from precipitation events, the trail surface becomes damaged, which negatively impacts other users. Trail asphalt can prevent that type of trail damage and facilitate a smooth, reliable ride when properly maintained. Because the Rail Trail is the only active transportation route available for some when commuting into the economic center of Park City, there is a need to support individuals who rely on the Trail as a form of transportation. For this reason, the Summit County Long Range Transportation Plan from 2022 suggests paving portions of the Trail.

However, installing and maintaining pavement is more expensive and time consuming than maintaining soft-surface trails. Asphalt is also not resistant to all forms of damage, and can easily be broken by growing willow roots. Unmaintained asphalt can lead to cracks, frost-heaves and other hazards that can affect all trail users. For this reason, paving the trail requires additional maintenance support to it be effective, including invasive species and weed management. Pavement increases the rate of snowmelt, which would shorten the cross-country skiing season by approximately one month in a good snow year. Additionally, pavement is not appropriate for horseback riding. Instead, soft-surface trails can be treated to make them more resistant to damage. Gravel trail surfacing directly lends itself to the rural character of the Corridor and provides a softer surface for horses, dogs, and wildlife. Gravel also allows for groundwater infiltration and reduces runoff during flood events.

Possibilities might exist for Summit County to have both paved and soft-surface materials co-existing. Paving a portion of the width of the Rail Trail could create a separation of uses between cyclists, especially those on e-bikes, from trail users that prefer the gravel. Similarly, there might be possibilities to create an alternate side path that extends into the easement area of the Trail. However, maintaining both surface types is very costly and time consuming. As previously mentioned, the public is split. Although the first community survey did not directly ask if the Rail Trail should be paved, 22 comments explicitly addressed paving the trail and an additional 28 comments addressed the condition of the trail and concerns about usability. The second community survey asked specific questions regarding this topic.

Photo Credit: Karen Kendall

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Traffic Data
As the County moves forward with planning for infrastructure throughout the Corridor, trail usage and visitation data can help guide decision making. For the following traffic data collected in 2020, existing trailheads with parking were targeted, including Silver Creek, Wanship, and Coalville.

Streetlight utilizes a proprietary data processing engine, Route Science, to algorithmically transform billions of inputs into contextualized, aggregated, and normalized travel patterns. Compared to other trails within Basin Recreation and Park City’s systems, the Rail Trail access points attract more regional and tourist traffic.

In the following chart, local describes users that are coming from within 10 miles of the trailhead, regional is 10-50 miles from a trailhead, and tourist describes users coming from 50+ miles away from the trailhead.

<table>
<thead>
<tr>
<th>Zone</th>
<th>Local</th>
<th>Regional</th>
<th>Tourist</th>
</tr>
</thead>
<tbody>
<tr>
<td>Silver Creek</td>
<td>603</td>
<td>3%</td>
<td>18%</td>
</tr>
<tr>
<td>Wanship</td>
<td>680</td>
<td>1%</td>
<td>1%</td>
</tr>
<tr>
<td>Coalville</td>
<td>383</td>
<td>11%</td>
<td>6%</td>
</tr>
<tr>
<td>Basin Recreation</td>
<td>38%</td>
<td>39%</td>
<td>23%</td>
</tr>
</tbody>
</table>

By location, the percentage of traffic coming from varying distances from the trailhead is also available.

Over the course of one and a half years of community engagement, community members who access the trail locally and on a regular basis. However, Streetlight data indicates that users are willing to travel long distances to access the Rail Trail. The Trail is an important local connection and also a regionally significant amenity. Users that travel to access the Rail Trail should also be included in decisions related to the Trail.

Regardless of the surface type along the Trail, improved education regarding trail etiquette for speed and yielding to user groups is required to create a communal, respectful culture on the Trail. Additionally, more education about how to appropriately use the Trail given weather and surface conditions is required to keep the resource in the best possible condition.

Similarly, when asked the extent to which they agree with the statement, “Paving the Rail Trail will improve accessibility and encourage more users”, 47% of survey respondents indicated that they strongly agree or somewhat agree.

When asked the extent to which they agree with the statement, “Paving the Rail Trail will improve safety given a consistent surface”, 43% of survey respondents indicated that they strongly agree or somewhat agree.

However, when asked the extent to which they agree with the statement, “Paving the Rail Trail will negatively impact the environment of the area”, 58% of survey respondents indicated that they strongly agree or somewhat agree.

When asked the extent to which they agree with the statement, “Paving the Rail Trail will improve accessibility and encourage more users”, 52% of survey respondents indicated that they strongly agree or somewhat agree.

When asked the extent to which they agree with the statement, “Paving the Rail Trail will improve safety given a consistent surface”, 47% of survey respondents indicated that they strongly agree or somewhat agree.

Beyond concerns of appropriately supporting multiple user groups, anecdotally, concerns about paving the Rail Trail seem to stem from the idea that paving the trail will bring more users. More people on the Trail is perceived to detract from the rural nature of Summit County and clashes with values of solitude along the Trail. Similarly, there is a perception that the pavement as a material contrasts with rural areas.

Despite those concerns, engagement responses indicate that certain sections of the Trail might be more appropriate for paving than others, specifically the section between the SR-248 crossing and Atkinson.

Regardles of the surface type along the Trail, improved education regarding trail etiquette for speed and yielding to user groups is required to create a communal, respectful culture on the Trail. Additionally, more education about how to appropriately use the Trail given weather and surface conditions is required to keep the resource in the best possible condition.

Streetlight Data by User Type

<table>
<thead>
<tr>
<th>Local</th>
<th>Regional</th>
<th>Tourist</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rail Trail</td>
<td>22%</td>
<td>38%</td>
</tr>
<tr>
<td>Basin Recreation</td>
<td>38%</td>
<td>39%</td>
</tr>
<tr>
<td>Park City</td>
<td>45%</td>
<td>28%</td>
</tr>
</tbody>
</table>
The trail crosses areas rich in cultural history from the Wasatch Mountains near Park City, across wetland meadows in Silver Creek Canyon, through the rural towns of Wanship and Coalville, and along the scenic Weber River, to Echo Reservoir. The Rail Trail parallels I-80 and occasionally runs between the lanes. The varied landscape serves to remind us of the history of the Corridor – it was once home to a road line traversing miles of previously untenable landscape.

The width of the right of way on either side of the Rail Trail also varies, sometimes spanning 15-20 feet and other times reaching 100 feet from the edge of the trail surface. Much of the land that consists of the Rail Trail and right of way was acquired by Utah State Parks through the process of railbanking. Because of the nature of the land in the right of way, permanent structures and significant development is not appropriate, nor is appropriate given the environment and culture of the region. However, opportunities might exist for small infrastructure, like interpretive signage, community gardens, or event space, to be created near the Trail.

The following map shows the approximate easement area for the Rail Trail.

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**Rail Banking**

Established in 1983 as an amendment to Section 8(d) of the National Trails System Act, railbanking is a voluntary agreement between a railroad company and a trail agency to use an out-of-service rail corridor as a trail until a railroad might need the corridor again for rail service. This interim trail use of railbanked corridors has preserved thousands of miles of rail corridors that would otherwise have been abandoned.

Railbanking takes place during the rail corridor abandonment process, and official negotiations with the railroad can begin only after the railroad submits an initial notification to abandon the line to the Surface Transportation Board. Any qualified private organization or public agency that has agreed to maintain the corridor for future rail use is eligible to negotiate for railbanking. During negotiations, the railroad is permitted to remove all its equipment and materials, except for bridges, tunnels and culverts, from a corridor.

The abandoning railroad has the right to re-establish rail service on a railbanked corridor. Should that occur, the trail-managing agency ordinarily is entitled to fair market compensation from the railroad seeking to re-establish rail service.

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**Current & Future Land Use**

The trail crosses areas rich in cultural history from the Wasatch Mountains near Park City, across wetland meadows in Silver Creek Canyon, through the rural towns of Wanship and Coalville, and along the scenic Weber River, to Echo Reservoir. The Rail Trail parallels I-80 and occasionally runs between the lanes. The varied landscape serves to remind us of the history of the Corridor – it was once home to a road line traversing miles of previously untenable landscape.

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The following map shows the approximate easement area for the Rail Trail.
Summit County Development Code.

Commercial
This zone is established for the purposes of providing the general public with access to a limited range of neighborhood commercial services and related uses necessary to support the needs of residents in the surrounding area. This zone district allows existing commercial uses to be expanded and new commercial uses to be established within the Commercial Zone of an unincorporated community.

Cedar Crest Village Overlay
Adopted by the Summit County Council in 2018, the Village Overlay is intended to incentivize cooperation and community design flexibility. The purpose of the Village Overlay is to reestablish and revitalize existing, unincorporated communities in Eastern Summit County. The aim of the Village Overlay is to create a comprehensive, community-specific land use and design strategy to address community needs, including but not limited to:

- Construction of cost-efficient public and/or private infrastructure (streets, water and wastewater).
- A range of housing opportunities.
- Space for local start-up businesses and live-work space.
- Local employment opportunities.
- Access to local shopping, eateries, offices, regional public transportation, service commercial and industrial uses, civic and institutional uses, etc.

Current proposals for Cedar Crest near Hoytsville are the result of the Village Overlay process.
Existing Plans

In order for this plan to build upon previous planning efforts and align with their goals, relevant county-wide plans were reviewed at the beginning of the planning process. A summary of plan goals, objectives, and strategies for managing the County’s resources in Summit County that are broken down into four categories: (1) water resources, (2) natural and cultural resources, (3) agricultural resources, and (4) land resources. Implementation of these plans and initiatives are in the following section. The plans and initiatives are being put forth by the Rail Trail Corridor Plan are described below.

Eastern Summit County General Plan 2013
The mission of the Eastern Summit County General Plan is “to help direct decisions that will affect development, land use patterns, and lifestyles while maintaining the unique identity and rural atmosphere of Eastern Summit County.” The plan recommends coordinating with the Summit County Landmarks and Heritage Commission and to consider the development of a heritage preservation plan. Additionally, the plan proposes the development of policies that promote stewardship of natural resources. This includes long-term management plans in designated open space areas and a weed control program.

Snyderville Basin General Plan 2015
The Snyderville Basin General Plan’s mission is “to preserve natural open space and vistas, prevent suburban sprawl, and promote our mountain resort community.” Over 200 residents participated in open houses and workshops and the top three most important issues identified by community members were open space, recreation, and walkability. State forecasts for population growth support the need to prepare for and manage development in a manner that will preserve and enhance quality of life in the Snyderville Basin.

Summit County Resource Management Plan 2017
The Summit County Resource Management Plan was developed to define goals, objectives, and strategies for managing the County’s natural resources on public lands. The plan addresses 29 identified resources in Summit County that are broken down into four categories: (1) water resources, (2) natural and cultural resources, (3) agricultural resources, and (4) land resources. Implementation of these plans and strategies depend on collaboration with stakeholders and jurisdictional agencies such as the Bureau of Land Management and the US Forest Service.

Resolution Establishing Renewable Energy and Emissions Reductions Goals 2019
Summit County is responsible for promoting the health, safety, and welfare of its residents and we are currently experiencing local effects of climate change that threaten quality of life, the environment, and the economy. Summit County adopted a county-wide Climate Action Plan in July of 2015. Additionally, the County is in the process of implementing strategies outlined in the County’s Climate Action Plan that support the Council’s environmental stewardship goal to reduce contributions to greenhouse gas emissions and climate change. The plan recommends prioritizing infrastructure that encourages and supports multi-modal transportation, walkability, and bikeability.

Summit County Active Transportation Plan 2019
The Active Transportation Plan summarizes the County’s goals for active transportation connections like the conceptual Wasatch Loop. The plan examines the Rail Trail’s potential transportation value by paving segments and considering the integration of bike share or other micro-mobility options.

Open Space Acquisition 2021
Recognizing the importance of scenic beauty, rural character, and recreation opportunities, Summit County has passed nearly $50 million in bonds for conservation easements and open space acquisition since 2004. In 2021, Summit County passed a $50 Million General Obligation Bond to purchase open space throughout the County. This bond will last for 26 years. The purpose of this General Obligation Bond is to purchase passive and active open space, conservation easements, and generate recreational amenities.

The Sustainable Tourism Plan was adopted by both Park City and Summit County in the summer of 2022. The plan recognizes that tourism is an essential economic and cultural component of the area while it also endeavors to ensure a healthy balance between visitation, the quality of the natural environment, and a strong sense of place. The plan recognizes the importance of arts, history, environmental quality, and well-maintained trails in creating a sustainable balance for the region.
Understanding This Chapter

The following chapter serves as a means to segment the community’s vision into action items to guide progress in the Rail Trail Corridor. The community’s vision was divided into three clear goals that act as guiding principles for Summit County. Each Goal is separated into two Elements which outline a major facet of the corresponding goal. Together, the six Elements outline the framework for creating an ideal future for the Rail Trail Corridor. The six Elements include: accessibility, environmental quality, economic vitality, sustainable tourism and recreation, agricultural preservation, and history, arts, and culture. Each Element is composed of Objectives and actionable Strategies designed to help the community vision become a reality. Moving from the overall community vision to the Strategies, ideas become more specific, concrete, and actionable. The following flow chart describes this organization.

Chapter Organization

This Chapter begins by describing one Goal for the Rail Trail Corridor and introducing the two corresponding Elements. One Element at a time, the chapter will describe the relevant existing conditions within the Corridor; community feedback that drove the identification of each Element; a strengths, weaknesses, opportunities, and threat (SWOT) analysis; Objectives and Strategies recommended to achieve each Element; and potential opportunity areas to facilitate implementation. This chapter is the heart of the RTC plan because it contains tangible approaches to inject community insight into the future of the Rail Trail Corridor.
The Vision

To embrace the Rail Trail Corridor as a meaningful connection through Summit County in order to enhance the user experience, safeguard the natural environment, promote economic vitality, and enrich community character.

The preliminary Vision statement was crafted based on community feedback gathered during the first round of engagement. It was then refined through input collected during the second round of community engagement.


Goal 1
Enhance user experience while preserving and maintaining the natural environment

The purpose of this goal is to improve the safety and condition of the Rail Trail, create equitable access for all ages and abilities, mitigate conflict between user types, promote educational programming, encourage habitat protection, ensure proper weed mitigation, and improve and protect water quality. The Objectives and Strategies that support this goal were crafted based on input from participants in community engagement efforts, community leaders, and partner organizations. The Rail Trail spans a variety of rich environmental features, therefore acknowledging and aiming to preserve them while also enhancing user experience is essential to the longevity of the Rail Trail Corridor.

This Goal comprises two key Elements: Accessibility and Environmental Quality.
Accessibility

Create equitable access to the Rail Trail Corridor for all ages and abilities

Ensuring that our public spaces are created with diversity, inclusion, and equity in mind is essential. An inclusive park or trail is a place where people of all ages and abilities can safely and consistently access all facilities and feel empowered to do so. While the trail itself is generally accessible due to its gentle incline and numerous trailheads, there are ways to improve the comfort and safety for a greater number of users. As we plan for the future of the Rail Trail Corridor, inclusive practices must be prioritized while designing trailhead amenities, signage, and low-impact infrastructure in order to create a welcoming atmosphere and contribute positively to a sense of place. Furthermore, ensuring all communities throughout the Corridor have safe, direct ways to access the Rail Trail is fundamental for maintaining this regional amenity.

Accessibility is the practice of making information, activities, and/or environments sensible, meaningful, and usable for as many people as possible.

Existing Conditions

There are five formal trailheads across the 24 mile stretch of the Rail Trail outside of Park City, however, there are many informal areas of access, including places where the Trail crosses roads. Some access points connect to other trails, while others are ways communities have created their own access to the Trail. Across these entry points, there is inconsistency in the services available. Trailheads are important because they act as gathering places and are appropriate areas to display information or have facilities like trash cans.

Additionally, there are some street crossings that are significant points of conflict between motor vehicle drivers and the equestrians, pedestrians, and bikers utilizing the Trail. The following maps show and describe current access points to the trail and major road crossings, including crossings that need immediate attention and may require infrastructure enhancements to improve safety for trail users.

The following maps show and describe current access points to the trail and major road crossings.
Major Trailheads

1. Echo Trailhead
   Echo does not have a formal trailhead. Users park on the shoulder, and there are no amenities. However, Echo Reservoir State Park is nearby, and trail users may use the established park facilities.

2. Coalville Trailhead
   Coalville trailhead includes a large paved parking area, a small seating kiosk, and a pit toilet. There are no trail maps for users to navigate or informational features to learn about the Rail Trail. There is no potable water.

3. Wanship Trailhead
   Wanship trailhead includes a large paved parking area, a small seating kiosk, and a pit toilet. There are no trail maps for users to navigate or informational features to learn about the Rail Trail. There is no potable water.

4. Atkinson Trailhead
   The Atkinson trailhead marks the end of the Pace Frontage Road in Atkinson, bordering Interstate 80. There is no formal parking lot, however, there is on-street parking. There is no potable water.

5. Promontory (Starpoint) Trailhead
   The Starpoint trailhead at Promontory includes a large paved parking area, a small seating kiosk, and a pit toilet. There are no trail maps for users to navigate or informational features to learn about the Rail Trail. There is no potable water. Survey respondents indicated that Promontory was a less-visited trailhead.

6. Quinn’s, Junction Trailhead
   Although technically not a part of the Rail Trail, the Quinn’s Junction Trailhead in Round Valley offers connection to the Rail Trail via Hat Trick and Park City Parkway trails. Quinn’s Junction has a very large parking lot, bike maintenance stations, potable water, informational signage, and many other park amenities. It is also accessible via cross-country skiing.

Map of Major Trailheads
1. Coalville crossing at 100 N
The Rail Trail crosses 100 N in Coalville, which is a lightly used road that connects to the Sewage Plant.

2. Coalville crossing SR-280 (100 S)
SR-280 is a hazardous, 40-foot wide crossing at the junction of I-80 on-and-off ramps. The crossing includes flashing pedestrian crossing signs, a painted crosswalk, and a bench. However, vehicles exiting I-80 quickly approach this junction, and those unfamiliar with the region would likely be caught off guard by the proximity to the trail.

3. Creamery Lane crossing
Just east of I-80 in Hoytsville, the Rail Trail crosses Creamery Lane. There are signs in both directions that indicate the presence of pedestrians, but no painted crosswalk or signal. There is no parking.

4. Wanship crossing at Old Lincoln Highway
Near the Wanship Trailhead, the Trail crosses the Old Lincoln Highway. Although there are signs for motor vehicle drivers that call attention to the Trail, vehicles travel fast.

5. Wanship crossing at 50 E
50 E in Wanship is a lightly used residential road. The Trail crosses 50 E at the intersection with 2100 S.

6. Wanship crossing at SR-32
SR-32 has a speed limit of 30 mph; however, the street is busy due to its proximity to I-80. This crossing includes signage that notifies drivers of the Rail Trail from both sides of the road and provides directional signage to the Wanship Trailhead.

7. Wanship crossing at 50 W
The Rail Trail parallels 2100 S and Funny Ave through Wanship, and crosses 50 W, which is a residential road.

8. Pace Frontage Road crossing
At the Atkinson Trailhead, the Trail crosses Pace Frontage Road which only serves Pac Ranch.

9. Silver Gate Dr crossing
Silver Gate Dr. connects the Pace Frontage Road near Atkinson to Promontory. Near the Rail Trail, Silver Gate Dr. is a dirt road. The Summit County Active Transportation Plan has called for a side path along Silver Gate Dr. to connect Silver Creek neighborhoods to the Rail Trail.

10. Promontory Ranch Road crossing
The Rail Trail crosses Promontory Ranch Road near the Park City Fire District Station 37. Although the speed limit is 30 mph, vehicles travel fast. There is no crossing infrastructure to support trail users.

11. Trail crossing at SR-248
SR-248 has a speed limit of 45 mph and a steep incline. The crossing includes Rectangular Rapid Flashing Beacons and a painted crosswalk. However, community members have vehemently expressed this measure is insufficient to ensure public safety.
Tunnels and Overpasses

1. Historic Rail Trail Bridge at Echo
   The Rail Trail Bridge serves as a landmark that signals the northern boundary of the Rail Trail. The bridge is an overpass across Echo Dam Rd.

2. Tunnel at Echo Dam Road
   Just north of the entrance to Echo State Park, the Rail Trail crosses Echo Dam Road through a tunnel.

3. Hobson Lane Overpass
   South of Coalville, the Trail goes underneath Hobson Lane, which includes a bridge over I-80.

4. Judd Lane Overpass
   Near Hoytsville, the Rail Trail crosses underneath Judd Lane and is immediately adjacent to I-80. There is a small gate on the southern side of the underpass.

5. I-80 Tunnel near Hoytsville
   South of Hoytsville, the Trail is adjacent to the Weber River when it crosses over to the eastern side of I-80 through a tunnel. The tunnel has limited lighting.

6. Hoytsville Road Overpass
   North of the town of Wanship the Trail crosses underneath Hoytsville Road via tunnel near Flying Iron Horse Ranch.

7. I-80 Overpass South of Wanship
   In Silver Creek Canyon, the Rail Trail transitions from being positioned between the directional traffic on I-80 to the eastern side off the Interstate. The trail travels below the Interstate.

8. Tollgate Culvert
   Because there is no direct access to the Rail Trail from Tollgate Canyon, some users cross underneath I-80 via a large stormwater culvert.

9. North Promontory Ranch Road Overpass
   Near the I-80 exit at Tollgate Canyon, the Rail Trail is located between opposing directions of I-80. North Promontory Ranch Rd is a bridge over the Rail Trail and I-80.

10. 1-80 Overpass at Atkinson
    Immediately adjacent to the Atkinson Trailhead is an I-80 underpass decorated with images of trains. Silver Creek is immediately adjacent to the Trail.

11. Planned SR-248 Crossing Treatment
    The Summit County Active Transportation Plan has identified the SR-248 crossing as a potential site for a pedestrian underpass to improve the safety of the crossing.
Community engagement efforts have highlighted the desire for additional access points to the Trail and improved infrastructure to allow users to spend more time on the Trail and travel for longer distances. Potential improvements may include greater consideration for crosswalk standards, dark sky compliant lighting at trailheads, and mitigating conflicts between trail user types. Furthermore, people of all ages and abilities have different requirements for safety and comfort. To support all ages and abilities, creating a universally designed environment across the Trail will remove some barriers to access.

Survey participants indicated that the trailheads within Park City Municipal were used most frequently. The section between the Promontory (Starpointe) Trailhead to Wanship Trailhead provides the fewest amenities with no potable water or restrooms for 8.5 miles, which may be why usership is less along this section.

Survey respondents indicated that shuttle or bus stops would be appropriate near trailheads and other community connections. Beyond access from transit, community members highlighted the importance for the Rail Trail to have regional connections, which might include intentional intersections with existing trails, extending the length of the trail, and integrating with other municipalities’ trail efforts.

Survey respondents stated that shuttle or bus stops would be appropriate near trailheads and other community connections. Beyond access from transit, community members highlighted the importance for the Rail Trail to have regional connections, which might include intentional intersections with existing trails, extending the length of the trail, and integrating with other municipalities’ trail efforts.

The connection to the town of Echo (across I-80) and extending the trail to Henefer should be included in the plan. Community Connectivity is a goal. Connecting to Morgan County is mentioned numerous times while the towns of Echo and Henefer seem to be missing. Why?

- Survey Respondent
Survey respondents also emphasized the need for more safety at street crossings. There was strong agreement that the crossing at SR-248 feels very unsafe, however, there were numerous responses that suggested most of the street crossings across the trail felt unsafe. Notably, there were also safety concerns about the crossing at Richardson Flat, which is in the Park City segment of the trail.

The Wanship crossing can be a challenge for cyclists as there is not much line of sight in either direction. The 248 crossing is challenging as well, due to the volume of traffic. Even when in the crossing, it’s 50/50 as to whether or not people slow down and/or stop due to the rate of speed on that road.

Survey Respondent

I would use [the Trail] a lot more if I could access it easier. We live in Tollgate but can’t access this incredible resource and, worse, none of the kids can either. We would love to be connected.

Survey Respondent

To improve street crossings, respondents indicated that a variety of strategies might be appropriate:

**SWOT Analysis**

The following chart represents the strengths, weaknesses, opportunities and threats (SWOT) related to accessibility throughout the Rail Trail Corridor. A SWOT analysis is helpful in identifying positive aspects and highlighting areas that need improvement. This information was utilized to craft specific and actionable strategies to preserve what needs to be protected and change what needs to be improved. The SWOT analysis is based on community input and an extensive study of existing conditions.

**STRENGTHS**

- Existing conservation easements
- Existing trailheads
- Trail buffer is generous
- Gentle trail grade/slope

**WEAKNESSES**

- Inconsistent signage
- Cost of maintenance and operations
- Dangerous road crossings
- ADA non-compliance
- Deteriorating infrastructure

**OPPORTUNITIES**

- Enhance existing trailheads
- Create new trailheads
- Partnerships with government agencies, non-profits, and residents
- Safety improvements at crossings

**THREATS**

- Unmanaged growth
- Private property
- Zoning changes
- Utility infrastructure
- Multi-jurisdictional boundaries
Objectives & Strategies

The following Objectives and Strategies have been crafted to reflect existing conditions and community input. The Objectives and Strategies are proposed to thoughtfully improve accessibility for all ages and abilities in the RTC.

**Objective 1.1. Improve Personal Safety**

**Strategies**

1.1.1. Improve minor road crossings with signage and raised or painted intersections
1.1.2. Install dark sky compliant lighting at trailheads
1.1.3. Improve major road crossings with pedestrian-friendly infrastructure

**Objective 1.2 Support and manage different user types**

**Strategies**

1.2.1 Mitigate conflict between trail users through appropriate trail programming, education, and etiquette signage
1.2.2 Create a strategy to maintain the quality of the trail while balancing the needs of all users

**Objective 1.3 Establish ADA guidelines & standards**

**Strategies**

1.3.1 Consult with community organizations including the National Ability Center and Wasatch Adaptive to identify and improve specific areas
1.3.2 Install infrastructure in compliance with ADA accessibility standards, including water stations, signage, bike maintenance, restrooms, etc.

**Objective 1.4 Promote local and regional connectivity**

**Strategies**

1.4.1 Partner with neighboring counties and communities within Summit County on their recreation master planning efforts in order to better connect our communities
1.4.2 Create non-motorized access points to the trail
1.4.3 Connect Rail Trail users to local destinations off the trail i.e. directional signage to Town Centers/businesses, bike rack infrastructure off the trail
1.4.4 Improve existing points of access for users, such as those from Tollgate Canyon and Echo Trailhead
1.4.5 Plan for the strategic improvement of public transit service to trailheads
Strategy 1.1.3.

Beyond Quinn’s junction, where SR-248 crosses the Rail Trail, a painted crosswalk and Rectangular Rapid Flashing Beacon (RRFB) have been installed to notify drivers of people crossing the road. However, many people indicated that the crossing has become more difficult to navigate with increased traffic. Those with limited mobility and those walking with children have been disproportionately impacted.

Due to the steep road grade and 45 mph speed limit, an RRFB as the primary mode of road crossing treatment is no longer appropriate in this context. According to the Federal Highway Administration, RRFBs are found to be most beneficial when vehicular speeds are 40 mph or less.

More appropriate improvements for the SR-248 crossing could include an underground pedestrian tunnel, as seen in other locations along the Rail Trail, or an overpass pedestrian bridge. Summit County and Park City have discussed the feasibility of these alternate safety improvements. Summit County’s Active Transportation Plan includes recommendations for an underpass for SR-248. This type of improvement would be a high-impact, high-investment strategy that deserves further discussion and attention.

A Closer Look

Strategy 1.2.1.

“Sharing the Trail” is a simple concept. It means sharing the trail with multiple users, even if they use it differently from you. Trail sharing can and does work when people respect each other and work cooperatively to keep each other safe. Understanding trail use etiquette can make hiking, biking, and riding trails more enjoyable for everyone.

Many users enjoy the trail across all seasons and times of the day. Standard guidelines for trail etiquette apply on the Rail Trail and state that bikers should yield to walkers, runners, and horses, and that runners and walkers should yield to horses. Improved and highly-graphic trail safety signage at trailheads and in appropriate locations along the Rail Trail is recommended.

Objective 1.3.

An interview with the National Ability Center located in Park City stressed the need to provide ADA compliant infrastructure at trailheads to allow persons with limited mobility greater independence. The National Ability Center provides adaptive recreation and outdoor recreation for individuals and families of all abilities.

Strategy 1.4.4.

The first survey and open houses included over 55 comments indicating a desire to improve public access near the northern entrance to Promontory and the Tollgate Canyon area. Currently, trail users are parking their vehicles at Tollgate Canyon and either crossing the interstate on foot or traveling through a stormwater culvert to access the trail. Residents of Tollgate are also unable to safely access the Rail Trail from their homes and must drive to an alternative trailhead or make a dangerous passage from the canyon parking area. The addition of Tollgate Canyon as a designated trailhead would provide a variety of users with increased access to this recreation and transportation corridor.
Opportunities

Various strategies to preserve the accessibility of the Rail Trail have been identified and could be applied to specific sections of the Corridor. The following examples have been selected to represent hypothetical implementation.

1. Beyond Echo
Extending the Rail Trail beyond Echo Reservoir into the historic towns of Echo and Henefer, and eventually into Morgan County, supports the Summit County Active Transportation Plan’s Wasatch Loop trail concept. The vision includes creating a regional, non-motorized trail network through multiple counties in the Wasatch Range.

2. Traffic Calming and Signs
The incorporation of pavement treatments and Rail Trail branded signs can encourage drivers to slow down and become aware of recreation destinations in the area. Pavement treatments can include painted road crossings that are striped differently than standard street crossings or the use of hard materials that differ from adjacent road surfaces, such as brick pavers. Rail Trail-specific signs are helpful for public awareness of nearby resources and can bring a greater understanding to regional values and activities.

3. Rest Areas
According to the Rails to Trails Conservancy, crossings can act as rest points. As American Urbanist William H. Whyte observed, people like to congregate at corners and junctions, even if these locations are noisy or crowded. Having rest areas at crossings where people can stand or sit will also alert drivers that pedestrian activity is concentrated in the area and will encourage them to slow down. The crossing of SR-280 in Coalville has one lone bench for trail users and may serve as an ideal location for a larger rest area.

4. Navigating Gates
Gates which exclude motorized vehicles from the Rail Trail and divide pasture land must be ADA compliant. Recumbent bikes, such as those used by the National Ability Center, can be up to 33” wide. Pedestrian pathways between gates should be a minimum of 36”. Surface material, grade, and turning radius should also be considered near the gates. A gate near Quinn’s Junction, which is depicted in the image on the following map, shows uneven terrain and different surface types in the pathway and is potentially hazardous for those with mobility challenges.
Environmental Quality

Similar to accessibility, the environmental quality of the Rail Trail and surrounding lands impacts all users. The air we breathe, the buildings around us, and the sounds that fill our day all play a role in our well-being. Research has shown that a healthy environment indicates a higher quality of life and a more resilient community.

The environment is intrinsically connected to the Rail Trail Corridor because the Trail travels through, celebrates, and allows people to access and appreciate nature. Visitors to the Rail Trail enjoy spending time outside and disapprove of degradation in their community. Unfortunately, some communities experience a higher burden of environmental impacts than others. For example, mining operations from the late 1800’s to 1982 generated contaminated waste along the Silver Creek watershed in Summit County. Heavy metals were discharged into Silver Creek, which runs parallel to the Rail Trail near Park City and has resulted in an impaired aquatic habitat and degraded water quality. While the impacts are being remediated, concerns about the Trail’s future include these more obvious threats as well as the cumulative effects of invasive species, continued pollution, and erosion. Responsible regional planning creates opportunities to protect natural resources and make informed decisions about the future of our built spaces.

Environmental quality refers to air and water quality, noise, open space, biodiversity, and the effects of infrastructure and human activities on the natural environment.
Existing Conditions
Summit County is rich with environmental integrity; however, increased visitation and development threatens the environmental quality of our lands, water, and air. Efforts to preserve and protect the environment in Summit County have begun. Addressing specific environmental conditions of the Rail Trail Corridor is essential to this Plan.

Sound and Air Quality
The alignment of the Rail Trail is extremely efficient in connecting communities and directly parallels Interstate 80 from Atkinson to Echo. Although the alignment supports multiple modes of commuting, proximity to a major Interstate creates significant environmental impacts, including air quality concerns, noise, and runoff. Although little is specifically known regarding air quality across the trail, pollution from cars and trucks concentrates around roads. Through Silver Creek Canyon near Tollgate, noise from the freeway is a major nuisance on the trail, especially for equestrian riders.

Beyond air quality, in April 2022, a major peroxide spill occurred on I-80 near Tollgate Canyon and shut-down the Rail Trail for two weeks. Because similar accidents are inevitable, the County should be prepared to respond quickly and consider preventative measures to protect the trail from the hazards associated with proximity to an interstate.

Habitat
The Rail Trail spans a variety of landscapes over its 24 miles, including significant swaths of open space. Plenty of wildlife call this area home, including an abundance of bird species, pollinators, elk herds, and other fauna that use the corridor daily. As discussed later in this section, wildlife corridors have been identified by the Division of Wildlife Resources (DWR) throughout the County. Although the Rail Trail itself is not identified by the DWR as a high-use migration corridor, development around the RTC may impact wildlife migration.

Flooding
The Rail Trail parallels Silver Creek as it passes through the County. The Federal Emergency Management Agency (FEMA) has indicated that the Rail Trail passes in and out of areas mapped as flood hazard zones. Flooding events can be worsened by new development on adjacent lands. Therefore, development in the Corridor should be aware of the risk of flooding.

Beavers naturally create dams that create wetland environments. Although historically considered a pest, restoring beaver populations to their natural habitat can preserve fragile wetland environments and improve the quality of the natural environment.

Extreme Heat and Wildfires
With an increasingly long and extreme hot season, Summit County needs to be intentional about the resources and materials used in any future development. Preserving water and following appropriate fire mitigation strategies will be key.

Water Quality
From quarry operations in Echo Canyon to mining silver in Park City, extraction-based industries directly contributed to the growth of Summit County in the 1900’s. Although extractions have been curtailed, there are long-lasting effects on the land and water throughout the County. Specifically, mining operations produce tailings that can infiltrate the water table and lead to hazardous and toxic soils. Richardson Flat, a site of significant concern, surrounds the Rail Trail and Silver Creek in Snyderville Basin. The remnants of mining tailings have infiltrated the soils and major remediation is necessary. The County and supporting partners are working with the EPA for the remediation and restoration of this area. The Weber River, which parallels the trail from Wanship to Echo, is met with its own suite of environmental challenges, especially from agricultural runoff and erosion on the river banks.

The following map shows where the trail crosses and is directly next to water.

Water Crossings Map
Noxious Weeds and Invasive Species

There are a variety of invasive plant species that can be found along the Rail Trail. Invasive species are harmful to the natural environment because they can out-compete native species for vital resources and can prove difficult to eradicate. Some invasive species, like goatheads, are a nuisance for trail users.

Noxious weeds are plants that have been designated as harmful for the environment. Noxious weeds in Summit County are categorized based on levels of occurrence in order to prioritize response. Below, each class of weed is described.

- **Class 1A Early Detection Rapid Response**: Plants not known to be in Summit County but thought to be present in neighboring states. If found in the state or County, swift eradication of any plants in this category is a very high priority.

- **Class 1B Early Detection**: Plants that occur in Summit County at very low levels. They are a high priority to eradicate all known populations and prevent new ones.

- **Class 2 Control**: Plants that have a reasonable distribution in Summit County, but do not occur everywhere. These should be given a high priority for control.

- **Class 3 Contain**: Plants widely distributed in Summit County. The current populations of these plants should be contained to halt their spread. These plants should not enter commercial channels.

- **Class 4 Prohibited**: Plants that are present in Summit County, appear to be arriving in nursery stock/seed, and are being sold as ornamentals. This is now illegal.

Plants in Class 1B – Class 4 have been identified along the Rail Trail Corridor. The current Summit County strategy to control weeds includes mapping, spraying herbicides, using biocontrol where possible, cutting and grubbing, and monitoring. Depending on the type of weed, biocontrol can result in a 20-90% reduction of the weed.

The following table outlines the noxious weeds identified in the Rail Trail Corridor.

<table>
<thead>
<tr>
<th>Class 1B</th>
<th>Class 2</th>
<th>Class 3</th>
<th>Class 4</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tamarisk</td>
<td>Common Reed, Phragmites australis</td>
<td>Field Bindweed, Convolvulus arvensis</td>
<td>Russian Olive, Elaeagnus angustifolia L.</td>
</tr>
<tr>
<td>Tribulus terrestris</td>
<td>Black Henbane, Hyoscyamus niger</td>
<td>Common burdock, Arctium minus</td>
<td>Common hemlock, Conium maculatum L.</td>
</tr>
<tr>
<td>Vipers Bugloss, Echium vulgare</td>
<td>Dalmatian Toadflax, Linaria dalmatica</td>
<td>Musk Thistle, Carduus nutans</td>
<td>Dalmatian Toadflax, Linaria dalmatica</td>
</tr>
<tr>
<td>Puncture Vine, Tribulus terrestris</td>
<td>Black Henbane, Hyoscyamus niger</td>
<td>Common burdock, Arctium minus</td>
<td>Common hemlock, Conium maculatum L.</td>
</tr>
</tbody>
</table>

Not identified as a noxious weed, but highly poisonous and potentially lethal for cattle is **White Bryony, Bryonia alba**.
Environmental Quality

The environmental quality varies greatly between trail segments. The following map depicts areas in need of remediation and the degree of degradation. On the following map, areas designated as "Low Priority Areas" are those that have less costly, less time-consuming remediation efforts. Those considered "High Priority Areas" include projects that require more planning, more funding, and more time to complete. Areas more heavily degraded should be prioritized for improvements. These points are also included in the Environmental Quality Opportunities Map on page 86.

Environmental Quality Map

What We Heard

Community members have expressed that specific sites and sections of the Rail Trail have become degraded and need more immediate attention. A map of the Rail Trail was displayed at each of the four Open House events to allow attendees to make comments and recommendations about specific locations. The full list of public comments during all Open Houses can be found in Appendix B and C. Listed below are examples of the most common public comments for improving the environmental quality of the Rail Trail and surrounding lands and waters:

The Natural Environment:
This includes air, water, soil, and vegetation.
- Control invasive species like puncturevine
- Reduce or eliminate herbicide/pesticide use to protect pollinators
- Plant native species
- Restore the native ecosystem
- Protect water and streams

My dream Corridor would include strategic watering that supports indigenous flowers, grasses, shrubs and trees with no poisons or chemicals. Lighting would promote dark skies. My dream Corridor would embrace nature.
- Survey Respondent

The Trail Environment:
Environmental quality also analyzes the intersection of human experiences and infrastructure with the natural environment.
- Improve winter management and grooming
- Eliminate garbage along the Trail
- Explore noise reduction strategies along I-80
- Utilize green stormwater infrastructure
- Prioritize low impact infrastructure made of locally-sourced, recycled materials
- Remove old fences that inhibit wildlife movement
When asked where environmental efforts should be focused, open house participants selected:

<table>
<thead>
<tr>
<th>Sustain clean &amp; healthy air</th>
<th>Protect &amp; restore ecosystem functions, goods, and services</th>
<th>Generate clean energy and use it efficiently</th>
</tr>
</thead>
<tbody>
<tr>
<td>12 times</td>
<td>9 times</td>
<td>5 times</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Consume less, reduce waste, &amp; shift to environmentally preferable materials</th>
<th>Sustain water resources to ensure quality &amp; availability for desired uses</th>
<th>Support ecologically sensitive land management &amp; development</th>
</tr>
</thead>
<tbody>
<tr>
<td>8 times</td>
<td>18 times</td>
<td>15 times</td>
</tr>
</tbody>
</table>

36% of survey respondents indicated that environmental quality should be the top priority for management of the Rail Trail.

Similarly, nearly 78% of respondents said that they would like to see community clean up events on or near the Rail Trail.

Please do not use any weed killers along the trail. I worry about my on-leash dog and potential effects to wildlife in the area.

- Survey Respondent

The trail system has garbage everywhere. It’s really bad between the highways and should be cleaned annually.

- Survey Respondent

The following chart represents the strengths, weaknesses, opportunities, and threats (SWOT) related to environmental quality throughout the Rail Trail Corridor. The SWOT analysis consists of community input and an extensive study of existing conditions.

**STRENGTHS**
- Existing conservation easements
- Rail Trail serves as an undeveloped buffer
- Abundance of natural resources
- Community support

**WEAKNESSES**
- Cost of maintenance & restoration
- No comprehensive management plan
- Litter and noise, particularly along I-80
- Invasive species

**OPPORTUNITIES**
- EPA cleanup of Silver Creek Mine Tailings
- Weber river cleanup and remediation
- Partnership with government agencies, nonprofits, and residents

**THREATS**
- Unmanaged growth
- Increased visitation that leads to degradation
- Water pollution from runoff & outdated infrastructure
- Persistent drought & wildfires

SWOT Analysis
Objectives & Strategies

The following Objectives and Strategies have been crafted to reflect the existing conditions and community input. The Objectives and Strategies are proposed to enhance and protect the natural environment throughout the Corridor.

Objective 2.1. Foster a climate resilient Corridor by encouraging relevant adaptations

Strategies
2.1.1. Future development or infrastructure enhancements within the RTC should compliment Summit County’s renewable energy and emission reduction goals
2.1.2. Consider infrastructure enhancements that help users adapt to a drier, warmer environment such as shade structures, benches, water stations
2.1.3 Integrate water and land use planning within the RTC with direction from Utah Division of Water Resources

Objective 2.2. Preserve and enhance wildlife habitat

Strategies
2.2.1 Access wildlife migration corridors and ensure the Rail Trail does not present barriers to wildlife movement
2.2.2 Remove fencing that no longer serves a purpose and eliminate barbed wire where feasible
2.2.3 Ensure all future infrastructure is low impact and considers environmental impacts

Objective 2.3. Manage invasive species and restore native vegetation

Strategies
2.3.1. Create and maintain a plant inventory along the Rail Trail
2.3.2 Host community invasive species clean up days
2.3.3 Work with agricultural landowners to use animals for weed mitigation and reducing wildfire fuel loads
2.3.4 Restore native vegetation in prioritized areas and develop a monitoring plan

Objective 2.4. Improve water quality along the Rail Trail

Strategies
2.4.1 Collaborate with the EPA to remediate mine tailings along Silver Creek
2.4.2 Work with the United States Bureau of Reclamation to improve water quality along the Weber River (Weber Basin Water Reclamation District)
2.4.3 Promote practices to better manage stormwater and agricultural runoff more effectively before it reaches bodies of water i.e. Weber River
2.4.4 Implement green infrastructure standards for waste and stormwater where feasible
2.4.5 Enhance riparian buffers to stabilize slopes and protect water quality
Strategy 2.1.2. Many municipalities have a siloed approach to managing water resources and developing land-use plans. This method assumes a dependable, clean water supply and fails to acknowledge the external costs of exhausting a natural resource. Our water-related threats are intensifying and stem from over-allocated supplies, drought stress, flooding, overwhelmed stormwater systems, and outdated infrastructure. The confluence of water and land should be a central organizing element in planning for the future of both our rural and urban environments. Plans for the Rail Trail Corridor must integrate water and land use to ensure sufficient irrigation for agriculture, prepare for wildfire threats, and ensure that our streams continue to flow for wildlife and recreation.

Strategy 2.1.1. The Utah Division of Wildlife Resources started its Wildlife Migration Initiative program in 2017. The program tracks and studies the migration patterns of wildlife. Since the start of the program, thousands of individual animals, including wolves, moose, pronghorns, cutthroat trout, and cougars, have been tagged with tracking devices. The data benefits biologists and communities in several ways:

1. Identify where the animals spend large portions of time feeding and improve habitats in those areas.
2. Locate migration routes and ensure that wildlife crossings are constructed strategically.
3. Understand how wildlife use both public and private land, which leads to better, more comprehensive wildlife management.
4. Increase natural river connectivity by identifying barriers to fish movement.

The eastern boundary of the Rail Trail, Silver Creek, and the northern portions of Echo Reservoir identify areas of low to high use for tracked species. Preserving these wildlife corridors is critical to the health of many wildlife populations.

Strategy 2.3.4. Native plants are those that occur naturally in the region in which they evolved. According to the National Audubon Society, native plants are the ecological basis upon which life depends, including birds and people. Without them and the insects that co-evolved, local birds cannot survive. Landscaping choices have meaningful effects on biodiversity. Because of the introduction of non-native species, portions of the Rail Trail have become degraded or overrun with invasive species.

Based on the National Wetland Inventory, a significant amount of land adjacent to the Rail Trail from Wanship to Echo is classified as Freshwater Emergent Wetlands. Vegetation in these areas should reflect the environment types. The Colorado Wetland Information Center provides useful resources for restoring wetlands and riverine systems.

Strategy 2.4.2. On Tuesday, April 19, 2022, a semi-truck rolled over on I-80 near the Tollgate Canyon exit spilling organic peroxide. The hazardous liquid went into the nearby storm drain and made its way to the Rail Trail and Silver Creek below, tinging the water red. Organic peroxide is water soluble; however, exposure or consumption could be potentially lethal near the accident site. The gray stormwater infrastructure along I-80 does not allow sufficient infiltration before untreated water or chemicals enter Silver Creek, leaving wildlife and users downstream vulnerable to hazardous conditions. Considerations for treating runoff from I-80 should seriously be considered in the future to mitigate disasters.
Various strategies to preserve the environmental quality of the Corridor have been identified and could be applied to specific sections of the Rail Trail Corridor. The following examples have been selected as hypothetical implementations.

1. Puncturevine
Puncturewine is listed as a Class 1B noxious weed in Summit County, a category of plants that occur in the County at very low levels. It is a high priority to eradicate all known populations and prevent new ones. Puncturewine is especially prevalent from Coalville to Echo trailhead and is a nuisance species to trail users. When the puncturewine goes to seed, each fruit or "capsule" breaks into multiple different seeds, often called goatheads. Goatheads have sharp points that readily pop bike tires and become stuck in dog's paws. Each seed remains viable for up to five years and rapidly germinates and flowers during the summer months. Eradication can take several years of diligent removal by hand pulling the plant via its taproot. Community education can include group removal efforts and disposing of seeds that become stuck on shoes or in tires.

2. Echo Reservoir Access
Portions of the Rail Trail along the Echo Dam road are collapsing. The County should work with Utah State Parks, the management agency for Echo Reservoir, to provide practical and sustainable access points to the reservoir, reduce the number of informal trails, and improve bank stability. It's tempting on hot summer days to seek bodies of water, and as trail visitation increases, continued impacts to the slope can leave banks susceptible to erosion and damage the sensitive vegetation.

3. Trash Removal along I-80
The storm drains that serve I-80 bring garbage from the Interstate to the Rail Trail below. More often than not, there are large piles of trash around the culverts that deposits garbage into Silver Creek during storm or wind events. Rail Trail maintenance should include regular upkeep of storm drains and garbage removal. Waste removal can help protect water quality, natural aesthetics, and wildlife from ingesting or becoming entrapped.

4. Forgotten Infrastructure
At multiple points along the Trail, there are pieces of old, broken infrastructure, especially wood posts with rusty nails. Removing these items where necessary and removing unwanted materials can improve the natural and trail environment.
Goal 2 Promote economic vitality through sustainable tourism and responsible recreation

The purpose of this goal is to support existing and local businesses within the Corridor, embrace the communities along the Trail as nodes for local businesses, provide valuable visitor experiences, and encourage recreation and visitation that protects the residents’ quality of life. The Rail Trail spans communities with rich culture and values. Supporting those values in the face of regional change is essential to direct change in a way that aligns with our community identity. Thoughtfully supporting the economic vitality of the Rail Trail Corridor (RTC) while balancing responsible use and visitation is essential in upholding community values and supporting the well-being of communities throughout the RTC. The Objectives and Strategies that support this goal were identified by participants in community engagement efforts as well as community leaders and organizations.

The elements that set the framework for this goal are economic vitality and sustainable recreation.

Vision Statement

[Image of Coalville mainstreet storefronts in the early 1900’s]

Goal 2

Economic Vitality

Create strategic connections that support diverse local businesses and foster community relationships that promote a culture of hospitality, stewardship, and inclusivity.

Demographic projections indicate that, like the rest of Utah, Summit County is growing. Population projections indicate that the population of Summit County will be 47,354 people by 2032, which is a 9% change from the 2022 population of 43,571.

It should be remembered that the historic cities and towns along the Rail Trail originally sprang up because of the influx of people brought in by the Union Pacific Railroad. Since abandonment of the rail line, some of these areas have been without opportunity for diverse economic development. Focusing on economic vitality in the Rail Trail Corridor Plan seeks to highlight the possibilities available for economic revitalization through purposeful future planning efforts.

Planning processes, including this plan for the RTC, provide opportunities for the community to influence how change will come and what the future will look like. Planning for economic vitality throughout the Corridor can bring economic stimulus by connecting cities, towns, and businesses with users of the Rail Trail. Intentional planning also provides the opportunity for new businesses to strategically locate in and around trail access points in order to capture this audience as well as encourage new users of the Trail.

Economic vitality is created from strong personal and professional relationships and supportive systems that encourage business. As we plan for sustainable economic vitality, it is important to carefully consider the integration of land use, transportation, and housing availability in addition to the exchange of goods and services.

[Image of Coalville mainstreet storefronts in the early 1900’s]
Existing Conditions

The Bureau of Labor Statistics Current Employment Statistics show that there are 145 million people employed in the state of Utah. Of that, over 15 million people are employed in the leisure and hospitality industry. Since the outset of the COVID-19 pandemic in spring of 2020, this number decreased dramatically and only began showing improvements a year later.

The tourism economy is incredibly important for Summit County and can be very susceptible to outside influences. Though it may not be possible to plan for a future global pandemic, it is possible to plan for a more resilient and sustainable tourism industry starting with the Rail Trail in Summit County.

In order to focus on a resilient economy, it is important to understand employment figures most related to leisure, hospitality, and tourism. According to a five year estimate from the 2021 American Community Survey, 15.25% of the workforce in Summit County works in arts, entertainment, recreation, accommodation, and food services industries. Meanwhile, 16.5% of the workforce is employed in service occupations. Of all sales and office occupations in Summit County, 44.4% is in retail trade. Similarly, 30.5% of all management, business, science, and arts occupations are in arts, entertainment, recreation, accommodation, and food service industries.

Given the breadth of leisure, hospitality, and tourism occupations, tourism in Summit County is clearly appropriate for the region and is supported by a skilled labor pool of workers. However, economic revitalization and diversification efforts must account for externalities of tourism rich economies, including housing affordability, employee retention, and transportation challenges, among others.

According to five year estimates from the 2021 American Community Survey, the median value for owner-occupied housing units with a mortgage in Summit County was $720,000 while owner-occupied housing units without a mortgage was $780,100. However, the median value of owner-occupied housing units with a mortgage increased by 37.3% since the 2016 five year estimate while the value for owner-occupied housing units without a mortgage increased by 58.8%. Median home value income has not increased at the same rate as housing values. For example, after 2021 inflation adjustments, median household income for those with a mortgage only increased by 25.2%.

Although annual household income is increasing, it is not necessarily increasing equitably for all people in Summit County. According to 2021 five year estimates from the American Community Survey, households that identify as White and not mixed with another race have 157.8% higher median household income than those that identify as Hispanic or Latino. Income inequality in Summit County is unfortunately not new. In a 2017 report of housing affordability in Summit County, the author, James Wood, states, "According to the federal government’s Gini Coefficient, Summit County ranks first among all Utah Counties in income inequality." The Gini Coefficient is a measure of income inequality.
Time spent commuting and transportation costs are directly related to a household’s financial health. The same five-year estimate from the 2021 American Community Survey reports an average commute time of 23 minutes one-way, however, more than 5% of the workforce has commutes in excess of 60 minutes. During the same time period, nearly 67% arrived at work by driving a car, truck, or van alone while 18.3% reported that they work from home.

To improve individual and community well-being, thoughtful, multi-faceted planning efforts can target economic vitality through coordination of land uses, modes of transportation, and housing and business opportunities. One example of a current and ongoing community led process is the Cedar Crest Village Overlay in Hoytsville. A primary goal of the Overlay is to create a node in which residents may live, work, and shop within the immediate area.

The following map identifies major employers and/or employment centers within 1/2 mile of major trailheads, and nearby commercial zoning in Summit County.

Additionally, respondents were specific in describing the desire to support local businesses as opposed to larger chain stores. Several people noted the appeal of potential businesses near trailheads and natural gathering places through seasonal “pop-up” food trucks or stalls.

What We Heard

When Open House participants were asked to rate their level of agreement with particular statements,

- 100% of participants indicated that they strongly agree that it is important to be able to stay and retire in the community.
- 100% of participants indicated that it is important for [our] children to be able to live and work in the community.
- 86% of participants indicated that they strongly agree that it is important to have housing that is affordable in the community.
- 100% of participants indicated that they strongly agree that locally owned shops and businesses are an essential part of this community.

When asked which trailheads should be prioritized for some development improvements, the community prioritized trailheads closer to Park City. Responses from the second community survey showed that development near the Union Pacific Rail Trailhead in Park City was the most popular. Popular responses included Quinn’s Junction, Promontory (Starpointe), and Wanship trailheads were the most popular second, third, and fourth choice responses.
When asked what type of amenities would be appropriate near trailheads and community connections, nearly 40% of respondents indicated connections to restaurants, cafes, and local shops.

Approximately 31% of respondents indicated that food trucks or pop up shops are appropriate near trailheads. In addition to small businesses, respondents described other features that could increase trail use and enjoyability like interactive art installations and child-friendly play zones in addition to amenities like a coffee shop.

For trail users, food and experience-type economic opportunities are most appropriate. Certain types of shopping are not conducive to active modes of transportation. A focus group participant summed up the sentiment by saying:

“I think definitely food trucks, cafes, those are the type of things people would say, ‘oh, I can ride over and have lunch and go by the reservoir’. That's the typical kind of thing somebody would want to go do, I think. Nobody's going to want to go shopping and buy things and then have to take them back on their bike.”

- Focus Group Participant

This sentiment is supported by survey data, which showed that a visit to the Trail does not significantly influence the purchase of retail goods.

Although participants generally support the idea of local businesses accessible from the Trail, there is a unifying sentiment that businesses and development should not line the Corridor. Instead, strategic, clustered development near existing centers is preferred.

The following chart represents the strengths, weaknesses, opportunities and threats (SWOT) for economic vitality throughout the Rail Trail Corridor. The SWOT analysis is composed of community input and study of existing conditions.

**STRENGTHS**
- Existing businesses near or accessible from the Trail
- Ability to plan for future decision-making by zoning towns for commercial use and protecting open space

**WEAKNESSES**
- Current trail use alone might not support businesses along the Trail
- Seasonal trail use could impact businesses
- Resources are limited

**OPPORTUNITIES**
- Strategically placed affordable housing options
- Position potential development to include points of interest
- Utilize networks of trail users to organize activities near the trail

**THREATS**
- More destinations might increase trail traffic in a manner that could negatively impact user experience
- Zoning needs to be carefully considered and monitored to encourage and support businesses
Objectives and Strategies

The following Objectives and Strategies aim to support Economic Vitality throughout the Rail Trail Corridor. The Objectives and Strategies strive to promote economic balance and incubation throughout the RTC.

**Objective 3.1. Support local businesses throughout the County**

**Strategies**

3.1.1. Promote complementary businesses along the Rail Trail (e.g., informational materials, wayfinding programs)

3.1.2. Utilize trailheads as versatile spaces for events that showcase local businesses

3.1.3. Explore agricultural partnerships (e.g., farmer’s markets, farm stands, signage, etc.)

3.1.4. Partner with local businesses to create trail amenities that integrate historical materials or information

**Objective 3.2. Embrace Communities along the Trail as Trail Towns**

**Strategies**

3.2.1. Utilize the already existing overlay zoning adopted in Summit County (e.g., Cedar Crest Village Overlay Zone)

3.2.2. Support commercial uses near existing infrastructure

**Objective 3.3. Mitigate potential adverse impacts of economic enhancement by pursuing innovative approaches to affordable housing, alternative transportation, and employee retention**

**Strategies**

3.3.1. Work with community partners to provide a range of workforce housing for employees of businesses throughout the wider Rail Trail Corridor and near existing community centers and housing developments

3.3.2. Investigate land use strategies to encourage affordable housing options in conjunction with commercial businesses within existing towns

3.3.3. Encourage mixed-use developments at appropriate community centers that allow for residents of Eastern Summit County to work and live in the community and also reduce the number of daily vehicular trips for commuting purposes

A Closer Look

**Strategy 3.1.4**

Station buildings, also known as head houses, are the main building of a passenger railway station typically used to provide services to passengers. The Echo Depot, a local station building, was originally erected in 1880 and served the community until 1913. The building included living quarters for the acting agent and their family, a kitchen, pantry, living room, and two bedrooms. The Echo station not only brought some of the most diverse and interesting people to Utah, but also brought essential goods like fresh bread and pastries, beef, lamb, pork, and ice cream.

Over time, the use of the Echo Depot and the rail line became obsolete. Although it has been nearly thirty years since the Echo Depot even had train tracks, the building that served passengers is still with us, just in a new location – Coalville.

With grant money obtained from the State Bicentennial Commission of 1975-76, the President of the North Summit Senior Citizen’s Organization, Harry Pennybaker, and other locals moved the building to its present location just west of the Summit County Fairgrounds in Coalville. Extensive remodeling and a host of volunteerism helped bring the Echo Depot and the new North Summit County Senior Citizen’s Center back to its rightful stature and status as an important community amenity.

As a means of restoring the cultural importance of community gathering centers, generating local economic activity, and celebrating the rail history through the Corridor, this plan encourages partnerships with local businesses that seek to integrate historical materials near the trail as a means of station creation. With historic materials and information strategically placed within the Corridor, each community can capture the culture of station buildings through locally designed infrastructure strategically placed at community connection. Potential infrastructure might include water stations, dog waste facilities, bike repair stands, benches, trash cans, and trail kiosks (where trail maps and information is posted).

A recent example of such infrastructure comes from Escapods, a local business in Coalville, who expressed interest in improving the trail environment. They designed and constructed a double-sided bench utilizing a salvaged train axle and wheels, which will certainly serve as an area of interest for years to come.

A Closer Look

**Echo Depot today, relocated to Coalville, about one-half mile from the Rail Trail.**
Strategy 3.2.2

The Trail Town Program is a resource for communities that want to embrace their local trail as part of their identity and capitalize on the benefits of trails. The program recommends simple yet impactful strategies that can connect a trail to the communities around it, including improvements like bike maintenance stations or signage that directs visitors to nearby businesses. The Trail Town Program also provides guidance on enhancing downtown districts to best accommodate various trail users. They recommend potential overnight accommodations, eating and drinking establishments, and employee housing to both enhance a trail and support adjacent communities.

Strategy 3.3.3

Aspen, Colorado has developed a commercial district that contains a variety of mixed-use regulations based on the building’s floor area (square footage). Outlining permissible floor area in relation to type of use can encourage developers and owners to diversify the uses on their property. The provisions from the commercial district can also create more affordable storefronts that can help incubate local businesses and entrepreneurs.

Opportunities

Various strategies to enhance economic vitality have been identified and could be applied to specific sections of the Rail Trail Corridor. The following examples have been picked to represent hypothetical implementation.

1. Bike Infrastructure

Biking the Rail Trail is one of the most popular activities for users. To support people who bike both on the Trail and into the surrounding communities, appropriate bike infrastructure is necessary for riders to feel safe and comfortable. Once riders leave the trail, bike lanes, signage, and bike racks can enhance their experience. If users do not have a safe space to store their bikes, they are unlikely to patronize businesses or remain in town to dine or shop. Bike racks such as inverted U-racks or bike docks are generally favored for ease of use and may be implemented near storefronts or public gathering areas, such as Coalville’s Main Street.

2. Wayfinding program

There are a variety of amenities along the Rail Trail provided by nearby communities. However, those looking to explore new sections of the trail may be unaware of the services available and their distance. Wayfinding signage is critical for sustainable recreation infrastructure and can be easily and strategically placed to blend with the natural environment. Wayfinding can go beyond showing distances, and can direct trail users to interesting landmarks and local businesses while improving the overall experience. Additional opportunities are available for businesses to sponsor the directional signage, provide trail stewardship, or offer unique services to Rail Trail users.

3. Sponsored events

On May 14, 2022, the Summit County Planning Department and the Summit County Stormwater Coalition hosted a community event called “Gris, Trash, and Tunes.” The event sponsored a clean-up of the Rail Trail to celebrate Trails Day and Earth Day. Local businesses including Blue Sky, Park City Brewing, and Offset Bier offered beer and music while the Coalville Library offered activities for kids. The event took place at the Wanship trailhead and was an excellent example of local support and collaboration.

4. Diversity businesses

According to the Rails to Trails Conservancy, trails can be valuable community assets and attractive destinations for visitors, drawing them into neighboring communities and stimulating local businesses through spending on meals, lodging, and gear. Rather than driving to nearby destinations, residents and visitors can utilize the Rail Trail as a transportation option. Although increased use of the Rail Trail might first appear contradictory to the quiet, rural nature of the trail, the use of active transportation like walking, biking, or riding horses is deeply connected with rural history. Additionally, increased use near community centers can directly benefit local business owners. Future planning for Rail Trail Corridor businesses may analyze visitor types and desires to better accommodate less-surveyed users such as equestrians, anglers, or birdwatchers.

Example of downtown Breckenridge, Colorado.
Summit County is known for its abundance of outdoor recreation opportunities. From world-class ski resorts to reservoirs and hundreds of miles off trails, the County experiences year-round visitation. According to the Summit County Global Sustainable Tourism Council Report in 2019, 95% of commercial tourism in the County occurs in Park City. However, development and visitation growth is increasingly spilling over the city limits and into parts of the county.

As tourism in Park City grows becomes more congested, locals and visitors will inevitably seek refuge in the eastern portion of the County. Although Eastern Summit County benefits from tourism, unmanaged growth and visitation conflicts with the eastern communities’ desire to retain the rural, natural, and cultural character of the region. In order to balance the need for a strong tourism economy with the desire to preserve the historic identity of eastern Summit County, it is crucial to strategically plan the future of tourism and recreation within the Rail Trail Corridor.

Unmanaged recreation can lead to conflicts between users, and degradation of recreational infrastructure, cultural or heritage sites, and natural resources. Therefore, a strong framework for sustainable tourism and recreation within the Corridor must address environmental, social, and economic aspects. Much of the framework for sustainable tourism and recreation is supported by the other elements in this plan.

Sustainable tourism and recreation refers to management that seeks to maximize the positive benefits of tourism and recreation and minimize the negative consequences.
The Rail Trail provides many recreation opportunities for residents and visitors of Summit County, however, there are some gaps in the services provided. For example, there is an eight-mile stretch where there are no comfortable rest-areas or waste bins. Without that supportive infrastructure, the type of user is limited and proper waste management is discouraged. Similarly, signage and accessible online information is inconsistently found across different segments of the Trail.

The County has collected usage information via in-person trail counts and automatic trail counters, which can be found in Chapter Two of this document. Future efforts might involve moving the position of trail counters to different trailheads to capture information on different trail segments. It is clear, however, that there are a variety of recreationists that use the trail year round including cross country skiers, anglers, cyclists, walkers and runners, bird watchers, and equestrians. There are also a variety of Summit County businesses that provide experiences on the Rail Trail such as guided bike and fishing tours.

Creating and managing ideal conditions for every user on the Trail is challenging. Some users, like bicycle commuters, would greatly benefit from paved surfaces while others, like equestrians, would be hurt. Currently, much of the Rail Trail from the crossing at SR-248 near Quinn’s Junction to Echo is gravel, but there are conflicting opinions regarding the most appropriate surface type for the Rail Trail. More information is needed to understand the type, quantity, and preferences of users along each segment of the Rail Trail.

Currently, a variety of recreation organizations support trails and user groups throughout the RTC. Notably, Mountain Trails Foundation works extensively in Round Valley near the Quinn’s Junction Trail head. They also do maintenance on the Park City section of the Rail Trail. Other organizations like Basin Recreation have a wider reach throughout the County.

Visitation to the Trail is fairly consistent throughout the year and times of day. However, survey respondents indicated that they use the trail less in the winter. Additionally, most survey respondents indicated that they use the trail at least two times per month.

Participants across engagement events indicated that they primarily use the Rail Trail for exercise, recreation, and a way to find solitude. Participants shared that they appreciate that different sections of the trail provided different experiences.
Focus group participants brought to light the unique ability of the Rail Trail to be the defining connection between communities and environments. Meaning that although the Rail Trail should reflect the local community and natural environment, it should be unified in amenities, marketing, and information available to visitors. Participants noted that the regional connection leans into using the trail as an alternative mode of transportation, which allows visitors to a community, whether a local visitor or someone on vacation, to access communities within the Corridor in the least intrusive way—with a car.

Community members emphasized the need for less-intrusive forms of tourism within the Corridor than is seen in Park City. There was significant support for volunteer-based tourism (or voluntourism) that supports the natural and trail environments. Similarly, there was support for agriculture-based tourism (or agrotourism) because of its lighter impact and dual support for the agriculture base in Summit County. Copper Moose Farms along the McCloud Creek Trail was cited as an example.

When asked what community values are most important, 73% of survey respondents selected recreation and 68% stated small-town feeling, which emphasizes the need to carefully manage visitation in the Corridor.

I would love to see if we could get tourists to come and participate like the locals. Not just have the locals do all the work and the tourists enjoy it, but have a way to involve the tourists so they feel a little bit more ownership about the trail. You know, [maintaining trails] is a lot of work, this is a lot of money. This is a lot of time. And if they participate in the maintenance and the help with the cost of it, maybe they will be better at treating the trails accordingly.

- Focus Group Participant

The following chart represents the strengths, weaknesses, opportunities and threats (SWOT) for sustainable tourism and recreation throughout the Rail Trail Corridor. The SWOT analysis is composed of community input and study of existing conditions.

**STRENGTHS**
- Community investment
- Nationally recognized trail
- Accommodates various user types
- Limited land use conflicts

**WEAKNESSES**
- Outreach and educational strategies
- Cost of maintenance and management
- Basic infrastructure is minimal
- Conflict between user types

**OPPORTUNITIES**
- Regional transportation alternative
- Partnership with government agencies, nonprofits, and residents
- Stewardship and ownership

**THREATS**
- County growth
- Increased usership
- Multi-jurisdictional boundaries/capacities
Objectives and Strategies

The following Objectives and Strategies aim to support Sustainable Tourism and Recreation within the RTC. They strive for responsible recreation and well-managed tourism along the Trail and the County.

Objective 4.1. Forge strategic partnerships

Strategies
- 4.1.1. Implement a regional collaboration plan that includes neighboring Counties, Trail Alliance/Foundations, and other stakeholders
- 4.1.2. Align tourism and visitation strategies within the Corridor to the Sustainable Tourism Plan for Park City and Summit County

Objective 4.2. Promote the Rail Trail as an alternate mode of transportation

Strategies
- 4.2.1. Analyze and promote the Rail Trail as an alternative to motor vehicle transportation throughout the County

Objective 4.3. Promote citizen stewardship for locals and visitors

Strategies
- 4.3.1 Develop Citizen Science programs for adults and teens (water monitoring, wildlife tracking, bird watching/monitoring, geological education opportunities, and keynote speakers)
- 4.3.2 Partner with the local community groups and schools to create a Junior Stewardship program
- 4.3.3 Create adopt the trail programs that enhance stewardship and responsibility of users along the Rail Trail
- 4.3.4. Encourage responsible use and behavior across user types through the signage and education campaigns
- 4.3.5. Explore opportunities for volunteer tourism events
- 4.3.6 Create educational opportunities that support responsible use of the trail and encourage positive behavior for recreationists

Objective 4.4. Collect ongoing data related to Rail Trail visitors, stakeholders, and other recreation providers

Strategies
- 4.4.1 Continue to monitor usage of the trail through trail counters and manual counting to identify type and amount of users
- 4.4.2 Recognize where there are gaps in services for users and address them appropriately (e.g. dog waste stations and other waste receptacles)
- 4.4.3. Continue to study the role of the Rail Trail throughout the Corridor, particularly in relation to other recreation amenities regionally

Objective 4.5. Manage and enhance the existing recreation infrastructure

Strategies
- 4.5.1 Create a cohesive recognizable look for infrastructure along the trail that integrates arts, history, and culture
- 4.5.2. Create specific management plans for the Rail Trail to support all elements of the Corridor

Objective 4.6. Provide the right information

Strategies
- 4.6.1. Improve visitor knowledge of the trail and conditions before and during use through updated maps, safety information, and interpretive information
- 4.6.2. Adapt to and utilize the shift in information sharing, including technological advancements for information such as QR codes
- 4.6.3. Update and share information frequently with partners, residents, and stakeholders
- 4.6.4. Create consistent messaging, information, and branding for Rail Trail information to improve and simplify all information

The following Objectives and Strategies aim to support Sustainable Tourism and Recreation within the RTC. They strive for responsible recreation and well-managed tourism along the Trail and the County.
Strategy 4.2.1.  
Citizen science encourages exploration and learning in the natural environment. The purpose of citizen science programs is to enable participants to directly contribute to scientific research and understanding, and immerse themselves in learning about various environmental issues. The programs are focused on three themes; explore, observe, and record.

There are many local projects and nationwide projects that could model a citizen science program along the Rail Trail. Programs such as Beaver Monitoring, iNaturalist, and CitizenScience.gov are all baselines to build a Rail Trail specific program.

It is important for Summit County to engage the community around science because it can empower people to feel responsibility for and ownership of the Rail Trail.

Strategy 4.5.1.  
Creating a consistent style that celebrates the Rail Trail and the communities that it passes through will allow users to feel and recognize a sense of place. It can lead to more responsible usership of the Rail Trail and potentially mitigate adverse impacts of use.

The Town of Springdale, UT strategically developed bike stations that integrated history, arts and culture into an intentional, recognizable feature that unified the style of their trail network. The Town commissioned a local artist to create bike stations that included water-filling stations, benches, bike racks, trail signage, and bike repair stands. The Town worked with property owners dispersed across Springdale to dedicate very small portions of their land for these stations.

Strategy 4.6.1.  
Outdoor recreation and transportation are intrinsically linked—oftentimes, arriving at a recreation site requires travel by transit, personal vehicles, or active modes. Sometimes, the act of travel is recreation. When individuals choose to walk or bike as a mode of travel, it is considered active transportation. The Summit County Active Transportation plan identifies the importance of incorporating active transportation as a regional goal to encourage sustainability. Providing safe, accessible routes, like the Rail Trail, can encourage more people to travel by foot or by bike. Improving connectivity between communities and existing trails can provide more people opportunities to forgo traditional vehicular transportation and travel actively.

A Closer Look

Strategy 4.2.1.

Strategy 4.5.1.

A Closer Look

Strategy 4.6.1.
Opportunities

Various strategies to influence sustainable tourism recreation have been identified and could be applied to specific sections of the Rail Trail Corridor. The following examples have been selected to represent hypothetical implementation.

1. Leave No Trace (LNT) signage
   Based on community input, litter is pervasive near Interstate 80 and between Wanship and Coalville. Much of the litter in this section appears to come from fishing, which is fairly common in this section because of access to the Blue Ribbon trout fishing in the Weber River. Strategically focusing LNT signage near the river access points could encourage better user practices and improve the environmental quality to public lands and the adjacent private property.

   Beyond encouraging responsible angling, best practice signage for all user types can be included at appropriate locations. The signage should be appropriately spaced and strategically worded to encourage users to actually read information.

2. Citizen Science programs
   Citizen science programs are a great mechanism to involve people with the natural systems of the environment. The RTC has abundant opportunities to implement citizen science programs for both adults and children. Local citizen science programs could be modeled after existing local and national programs and potentially lead to more ownership and stewardship over this valued amenity.

3. Infrastructure improvements
   Residents and visitors recreate along the Rail Trail in different ways and require different infrastructure to support their journey. Because the trail is so long, it is important to have multiple locations with services so users have reliable support and are more likely to enjoy the experience. Potential infrastructure can include bike maintenance stations or bench seating under shade.

4. Waste management
   As previously discussed, dog waste stations are essential to encouraging proper waste management. The map of opportunity areas displays a trail segment that does not have any dog waste stations or trash receptacles.

Sustainable Tourism and Recreation Opportunities Map

- Leave No Trace (LNT) signage
- Citizen Science programs
- Infrastructure improvements
- Waste management
Goal 3

Enrich community character through agricultural opportunities and embracing the history, arts, and culture relevant to the area

The purposes of this goal are to: incorporate historical and cultural knowledge into the creation of low impact infrastructure within the Corridor; foster relationships between organizations, landowners, and the County; promote and protect accessibility to the trail for agricultural purposes; and enhance the historic features of the Rail Trail Corridor and surrounding communities. The Objectives and Strategies that support this Goal were identified by the participants in online surveys, focus groups, and open houses as well as conversations with local land owners.

The elements that set the framework for this goal are agricultural preservation and history, arts, and culture.

Agricultural Preservation

Summit County has a rich agricultural history beginning in the 1850’s when pioneers first arrived to settle the valleys between the rough crags of the Wasatch Mountains and the rounded peaks of the Uinta Range. Settlements quickly expanded as coal, silver, zinc, and lead were discovered in the nearby mountains. The County experienced decades of economic growth, but by the 1950’s, mining was no longer profitable. As people began moving away to discover opportunities elsewhere, fertile land became bisected by highways and reservoirs flooded farming communities. The steadfast families that remained persisted through the challenging growing conditions and have witnessed a region that has evolved over the generations.

Through the transition from mining camps to world class skiing facilities, agriculture has always been part of the foundation of Summit County - shaping its history, economy, and community identity. To overlook agriculture’s regional value would be to disregard its physical and social contributions to the Rail Trail Corridor and all of Summit County.

Agricultural preservation refers to the process of shielding agricultural land uses from future development. Preserving agriculture might require deed restrictions, thorough zoning support, and partnerships with land trust organizations.
Benefits of Agricultural Preservation

According to the American Planning Association, agricultural land preservation is necessary to curb urban and suburban sprawl and to re-focus development into existing downtowns and areas with appropriate infrastructure. Caring for and preserving agriculture along the Rail Trail Corridor can provide benefits to the community on a local and regional scale:

- Protects the dark sky as a natural resource
- Strengthens local food security and employment opportunities
- Allows for social and physical interactions with land, livelihood, and food production
- Improves groundwater recharge and stormwater infiltration
- Improves air & water quality through sustainable practices
- Agriculture lands harbor a diversity of plant and animal species
- Preserves wildlife corridors
- Provides open space amenities

Existing Conditions

Agriculture Today

Currently, most zoning within the Rail Trail Corridor supports agriculture and includes density requirements of one unit per five acres up to one unit per 80 acres in Eastern Summit County. Over the years, the County has ensured that rural character and open space remained a priority when planning for the community’s future. The Eastern Summit County General Plan was developed to ensure that the rural, agricultural, and small-town character of the County’s eastern portion would remain, even through growth and change.

According to the U.S. Department of Agriculture, “Agriculture has been a prominent industry with irrigated hay fields and pastures in the valleys. Sheep and cattle are raised in the valleys and utilize the rangeland in the mountains in the summer. In recent years a new trend in land ownership has changed the nature of agriculture in some areas from large scale full-time livestock operations to small 10 to 20-acre properties owned by retirees and businessmen who value a pastoral lifestyle.” As agriculture changes, Summit County, too, must adapt.

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Existing Conditions

I like the traffic jams when they’re moving the animals. I just slow down and smile and I’m glad I’m here.

- Focus Group Participant

The other day I saw someone taking their little goats for a walk down Main Street, and there’s not a whole lot of places where that can happen. I would like to see those kinds of things continue.

- Focus Group Participant

Photo Credit: Patrick Putt, Summit County Resident
Agricultural Zoning Map

Land Use Summary of Summit County

Table and Map from Natural Resources Conservation Service

The Eastern Summit County Development Code includes specific provisions for Rural Agriculture Protection

1. Provide incentives to farmers and ranchers that encourage them to stay on the land
2. Augment and carry out the state’s agriculture protection area provision, established in Utah Code Annotated, section 17-41-101, to maintain agricultural activities that are valuable to the state and the county
3. Protect farmers and ranchers from nuisance complaints, undesirable rezoning, and unreasonably restrictive state and local actions.
4. Educate and raise the awareness of developers and new residents that Eastern Summit County values to help protect from any adverse effects of development

Most of the land uses surrounding the Rail Trail are agricultural uses. The following map shows agricultural zoning for Summit County near the Rail Trail.

Land Use Summary of Summit County
Table and Map from Natural Resources Conservation Service
What We Heard

Throughout our community engagement efforts, residents expressed the desire to preserve the open space amenities and access to nature provided by farmland. As discussed in Chapter 2, the Rail Trail landscape varies as it passes through the County and 60% of survey respondents indicated that they chose to visit the Rail Trail due to its views of open space. Though open space was not tightly defined, it can be assumed that significant expanses of agricultural land adjacent to the trail contributes to this sense of openness.

Similarly, many respondents described Summit County as rural. When asked to define what rural means in Summit County, focus groups participants seemed to agree that rural means:

limited development, neighborly behavior, local goods, the sights and sounds of animals, and open space or farmland.

However, few Summit County residents fully understand the complexities of maintaining a ranch. With more education comes more appreciation.

The Rail Trail is utilized as a safe and effective way to move livestock to different fields several times a year. One Summit County resident said, “moving my cows becomes a problem for people, that’s why I like having the Rail Trail. When I move them down the road, I’ve got people flying up the middle of them. Number one, I don’t want them to hit my cow and get hurt; number two, I don’t want them to hit my cow and kill my cow…”

There was acknowledgment that the future of agriculture is changing given prolonged drought and development. However, one focus group participant shared that preserving agriculture should mean,

allowing for a similar agricultural land use to continue in the manner that the landowners feel is most beneficial to them.

-Focus Group Participant

The permanent preservation of agriculture ensures that future generations of residents and visitors will be able to experience open ranching fields and local food production, in whatever form that takes. There was strong support for agriculture-based tourism, or agritourism, throughout the Corridor. Additionally, exploring hydroponics or aquaponics might be a strong adaptation to a changing climate.

To celebrate agriculture’s rich history, residents have suggested the incorporation of historical signage along the trail in meaningful locations and at trailheads.

Envision Utah

In 2014, Envision Utah performed a values study to understand what Utahns care about regarding the future and why those issues are personally important to them. They surveyed over 50,000 Utahns on 11 different topics, including agriculture. The study found that Utahns are becoming increasingly concerned about the state’s agricultural future:

In 2007, almost a third of Utahns did not have a strong opinion about farming and ranching. However, by 2014, 74% agree that it is critical to Utah’s future.
SWOT Analysis

The following chart represents the strengths, weaknesses, opportunities and threats (SWOT) of the Rail Trail Corridor through a preservation of agriculture lens. It is important to analyze all of these components in order to understand what is and is not working, what opportunities there are for the Rail Trail, and acknowledge the external threats that may not be within the control of this plan. The SWOT analysis took into consideration of existing conditions of the Rail Trail and the input from the community.

**STRENGTHS**
- Existing conservation easements
- Historical significance
- Family farms
- Food security
- Ecological benefits
- Value of land

**WEAKNESSES**
- Water usage
- Cost of maintenance and operations
- Dependency on reliable climate conditions
- Environmental degradation

**OPPORTUNITIES**
- Education of history and context
- Understanding of livelihood
- Partnerships with government agencies, nonprofits, and residents
- Agro-tourism

**THREATS**
- Unmanaged growth
- Climate change
- Continued challenge of passing farms on to younger generations
- Value of land

The following Objectives and Strategies aim to support agriculture within the Rail Trail Corridor. The Objectives and Strategies were developed from the existing conditions, community input, and conversations with multigenerational land owners. The Objectives and strategies seek to better preserve, promote, and manage agriculture throughout the Rail Trail Corridor and Summit County.

**Objective 5.1. Promote opportunities for local agriculture on a variety of scales**

**Strategies**

5.1.1. Develop educational programs in collaboration with community partners to enhance understanding of agricultural practices along the Trail, which may include community events and informational signage

5.1.2. Incorporate agricultural history in signs, art, or monuments

5.1.3. Support agrotourism as a viable economic and social benefit to the community

**Objective 5.2. Foster relationships with local, state, and federal agencies to maintain the agricultural heritage along the Corridor**

**Strategies**

5.2.1. Implement land use strategies to protect agricultural uses and practices, such as conservation easements, open space zoning, and others

5.2.2. Thoughtfully integrate land use planning along the Rail Trail Corridor in a manner that retains the area’s rural character

5.2.3. Explore funding for fencing and infrastructure that straddles the public/private boundary in order to protect agricultural uses and reduce damage to the trail surface
Objective 5.3. Maintain accessibility to the Trail for agricultural purposes

Strategies
5.3.1. Ensure ongoing accessibility to the trail for agricultural purposes, such as moving livestock to fields bisected by the Rail Trail
5.3.2. Consider managed grazing on the Rail Trail for weed control purposes only

Objective 5.4. Foster land stewardship that supports healthy and sustainable agriculture

Strategies
5.4.1. Integrate erosion control programs, groundwater protection, and site buffering, to maintain the natural environment
5.4.2. Promote sustainable farming practices that protect pollinator species, increase plant diversity, and promote responsible water use
5.4.3. Explore alternative agricultural methods including community gardens, hydro-, and aquaponics to increase the community’s relationship with agriculture and provide opportunities for agro-tourism

A Closer Look

Strategy 5.1.3.

The National Agricultural Law Center says that “Agritourism presents a unique opportunity to combine aspects of the tourism and agriculture industries to provide a number of financial, educational, and social benefits to tourists, producers, and communities.” Agritourism is seen as a means to diversify profits and enable farming communities to maintain their way of life amongst pressures from development. Examples of agritourism include demonstration farms, agricultural museums, living history farms, on-site farmers’ markets, farm-to-table dining, and U-pick operations.

Creating specific county code that governs and explains agritourism uses can help to outline limitations and benefits of agritourism, like in Weber County, Utah. According to the Utah Department of Agriculture and Food, Utah’s Own supports agritourism operations and agricultural products throughout the state. The Utah Farm Bureau Federation also offers helpful guides for opportunities and challenges for farms that are considering the incorporation of agritourism in their operations.

Connections from the Rail Trail to adjacent and nearby farms can provide opportunities to dine or experience unique recreation opportunities while supporting the local economy. A farm stand itself can serve as a destination for healthy food options for walkers and bikers and create a space for community cohesion.

Strategy 5.2.1.

A conservation easement is a voluntary, legally binding agreement that restricts the uses of land and/or prevents a piece of property from being developed in order to protect its current use and support conservation. The land typically remains in private ownership, while a nonprofit, such as Summit Land Conservancy, collaborates with the landowner to preserve and protect the land and water. Summit Land Conservancy is currently defending 7,012 acres of land in Summit County, and over 450 acres are adjacent to the Rail Trail.
Strategy 5.3.2.

Summit County may utilize goats, sheep, or other livestock as an alternative to herbicides along the Rail Trail for weed control management. The use of chemicals can have unintended consequences on the environment if used improperly, especially on lands near water bodies. Goat grazing is efficient and cost effective and allows the root systems of plants to remain mostly intact, reducing erosion potential on sensitive lands.

Sections of the Rail Trail become overgrown with vegetation, both native and invasive, and goats can assist in reducing the potential fuels for wildfires. Basin Recreation has employed the services of 4 Leaf Ranch to orchestrate the grazing operations on two of Snyderville Basin Special Recreation District’s properties.

Strategy 5.4.1.

Survey respondents and conversations with landowners indicated that certain sections of the Trail contain significant litter, especially along I-80. Garbage poses health risks for people, wildlife, and livestock. Incidents of fishing line tangled around or ingested by livestock have been reported and seriously threaten both animals and owners. Litter also degrades water quality and is unsightly in an otherwise natural environment.

An Adopt-a-Trail program can foster collaboration amongst local businesses, landowners, and community members to improve environmental quality along the Rail Trail. This program can assist landowners and farming operations in cleaning up trash that impacts their quality of life and the safety of their livestock. Additionally, Adopt-a-Trail programs promote land stewardship, responsible recreation, and public education.

Opportunities

Various strategies to support agricultural preservation have been identified and could be applied to specific sections of the Rail Trail Corridor. The following examples have been selected to represent hypothetical implementation.

1. Healthy Habitats

The Xerces Society provides valuable information for creating healthy habitats that support pollinator conservation. Sustainable farming practices support biodiversity when agricultural lands are managed to provide food, water, and shelter to beneficial insects. Doing so reduces the need for harmful chemicals, improves soil quality, and encourages natural pollination. Healthy habitats provide visitors with opportunities for wildlife watching and scenic views.

2. Tunnel Murals in Wanship

Based on community input, celebrating the history of agriculture is important. Park City has an extensive pedestrian pathway that includes tunnels built under Intersections to support continuity and safety along active transportation routes. Local Utah artists have transformed these dark spaces into vibrant works of art.

The tunnel in Wanship at the Hoytsville Rd overpass is a similar example of a pedestrian pathway in the Corridor and could be reimagined to incorporate interpretive signage and murals that commemorate the agricultural heritage in the Corridor.

3. Farmstands

Farmstands are a great way to incorporate agritourism into the community. Stands may sell fruits, vegetables, honey, or locally-made goods such as preserves or soaps. Strategically locating them near the Rail Trail and using directional signage can bring trail users to their next snack stop. Farm stands may also provide shade and seating to encourage the space to be used for resting and gathering.

4. Trailhead Kiosk

Trailheads are ideal locations for informational kiosks as they interface between a trail and the adjacent communities. While kiosks may incorporate expectations of trail conditions, they may also include information about adjacent land uses. There are opportunities at trailheads to educate the public about agricultural operations, livestock, and user etiquette.

A Closer Look

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History, Arts, and Culture

Preserve, protect and promote the natural and human history of the Rail Trail Corridor

The Rail Trail Corridor is an integral part of the region’s history. From the development of the railway to inauguration into the Rail Trail Hall of Fame, the Historic Union Pacific Rail Trail has influenced the residents of Summit County in various ways. Embracing the rich history of the area through arts and cultural practices can heighten the identity of the RTC and improve user experience along the Trail.

Art should be used as a tool to communicate the communities’ cultures, history, and natural environment. Art can tell the story of the past while also creating recognizable destinations, providing continuity across sections of the Trail, and fostering experiences that create lifelong memories. Through various techniques, including intentional actions to support local artists, arts, history, and culture can be woven into the fabric of the Rail Trail.

Art is a reflection of society and has been used throughout human history to lead thoughtful cultural discussions. Art can promote expression by sharing the unique socio-geographical characteristics of an area through visual, auditory, and tactile mediums.
Art
Installation insinuates permanence. Besides the recent installation of Escapod’s double sided bench constructed from a salvaged train axle and wheels, there are no art installations at trailheads within the Corridor. However, there are some art exhibits within the communities of the Corridor and along some existing structures. It is important that the art installations are not an afterthought, but rather a purposeful addition to an already beautiful trail.

Historic structures
Communities within the Corridor boast unique, colorful, and historic structures, monuments, and signs that breathe life into each community. Ensuring that any future development in the Corridor does not permanently remove or destroy the interesting, historic architecture, including signs, is imperative to preserving the heritage and history of each place. A variety of local organizations work to preserve historic structures in the region, therefore collaboration with these organizations is necessary.

Existing Conditions

Historic sign on the Trail

Historic structures

Bench constructed from a trail axel and wheels, courtesy of Escapods, a local company

Historic sign on the Trail

Interpretation
Interpretive signs are present along the Trail and in the Corridor, however, their presence is limited. Interpretive signs and plaques provide a clear method for storytelling, whether that be information about geographic features or the history of a specific place. Creating interpretive signs can unify the storytelling approach while creating physical documentation of the environment, history, and people that define the Corridor.

Events and Social Gatherings
Organized social gatherings are relatively low impact and provide a significant benefit to the community. The County does not have an abundant history of organizing events along the Trail, however there have been various community groups that have hosted events. Community members are receptive to more events and gatherings along and near the Trail.

Placemaking
According to the Project for Public Spaces in 2018, “placemaking refers to a collaborative process by which we can shape our public realms in order to maximize shared value. Placemaking inspires people to collectively reimagine and reinvent public spaces at the heart of every community, strengthening the connection between people and the places they share”. Placemaking strategies go beyond urban design choices, and can include community chosen art installations, interpretive signs, historic structures, events, and the general culture of an area. The Corridor could benefit from a unified placemaking strategy that would serve as an overarching plan to incorporate history, arts, and culture in the Corridor.

I very much enjoy the historical signage along the current route. I would strongly support additional historical signage and other historical information and exhibits. Also, I think it would be great to have more information on local wildlife, flora, and geology.

- Summit County Resident
The community was asked their thoughts about ways art and culture could be integrated into the RTC. Overwhelmingly, the community supported the linking of arts to interpretive signage that informs the users about wildlife, history, and culture. Additionally, the Summit County Arts Council hosted a public event that specifically looked at how art and culture can be integrated into the Rail Trail in a regional context. With over 50 participants, the sentiments about the inclusion of art, history, and culture were positive and reiterated the desire to embrace the uniqueness of the landscapes and nature. These sentiments are supported by survey data. When asked what types of signage they would like to see along the Rail Trail, 52% of survey respondents indicated historic depictions.

Additionally, Summit County residents are eager to embrace the history of the area and place themselves in a time that once was. Ensuring that the stories of all people that have lived in present day Summit County are highlighted offers a way to distinguish the Union Pacific Rail Trail from every other Rail Trail.

What We Heard

I think it’s helpful to just tell the story of the area in terms of bringing in tourists as well. I mean, it needs to be differentiated from just a trail that’s just anywhere. It is our trail. And why is it different and unique and special? And what’s neat about this area.

- Focus Group Participant

I also think that this is a great opportunity to foster some connections with indigenous communities. For example, signage (for flora and fauna) might have the common name, the Latin name and the name in the Ute, Goshute, Eastern Shoshone, or other local language to kind of help with efforts of language preservation that those communities often are engaged in. And just to bring in indigenous consultants and artists to find out more about the traditional practices for maintaining these areas.

- Focus Group Participant
Considering material choices and style for art and historic installations, many community members preferred natural materials that seemingly blend with the environment. Summit County residents were vocal about striking a balance between installations and protection of the natural environment, stating that any curation must be appropriate to the inherent use of the Trail and complementary to the natural landscapes and wildlife. Simply, art should be placed purposefully and not haphazard. As previously mentioned in Chapter 2, there is also a push for locally sourced materials and art.

Beyond installations, the community is interested in events and gatherings on the trail. Given the example of the Trails, Trash, and Tunes event hosted in May 2022, survey respondents showed that they are interested in future, similar events.

57% of survey respondents indicated that it is extremely important or very important to have features that are locally designed and made.

58% of survey respondents indicated that it is extremely important or very important to have features that highlight local culture and history.

The following chart represents the strengths, weaknesses, opportunities and threats (SWOT) for history, arts, and culture throughout the Rail Trail Corridor. A SWOT analysis is helpful in identifying and building upon the positive aspects of the corridor and also for acknowledging lacking areas to positively direct improvement efforts. The SWOT analysis is composed of community input and study of existing conditions.
Objectives and Strategies

The following Objectives and Strategies aim to support agriculture within the Rail Trail Corridor. The Objectives and Strategies were developed from the existing conditions, community input, and conversations with multigenerational land owners. The Objectives and strategies seek to better preserve, promote, and manage agriculture throughout the Rail Trail Corridor and Summit County.

Objective 6.1. Preserve and enhance the historical nature of the Rail Trail and the communities that exist in the Corridor

**Strategies**

6.1.1. Incorporate history into artwork that harmonizes with the natural environment, potentially through interpretive signage and exhibits

6.1.2. Explore events that can be centered around the rich history of the area

6.1.3. Embrace and protect the history of the Corridor through design guidelines on the Rail Trail

6.1.4. Ensure historic structures and signs are preserved

6.1.5. Consider additional access points from the Rail Trail to historically and culturally important sites nearby

Objective 6.2. Create a specific Arts and Culture Plan for the Rail Trail Corridor

**Strategies**

6.2.1. Partner with the Park City and Summit County Arts Council to develop a comprehensive plan for installation, upkeep, and funding of exhibits on the Trail

6.2.2. Ensure that native voices, art, and traditional land management practices are highlighted and communicated through the Arts and Culture Plan.

Objective 6.3. Embrace each community’s identity through cultural and art events

**Strategies**

6.3.1. Better understand the context of the Communities by establishment of a Rail Trail Corridor Board that has representatives from each community

6.3.2. Encourage local artists to participate in functional artwork that best blends with the natural environment and the culture of the area

6.3.3. Explore opportunities to have community events along the trail, including educational programs and annual gatherings

Objective 6.4. Develop educational opportunities that interact with and celebrate the natural environment

**Strategies**

6.4.1. Partner with local organizations and professionals to integrate multi-dimensional art that trail users can interact with and learn from

6.4.2. Encourage community events near the Trail and at trailheads that incorporate local artists, community groups, historical societies, and local businesses
Strategy 6.1.3.

Counties have the ability to regulate and influence land use within their jurisdiction. Highlighting the rich history and culture of the Corridor through the built environment can be very impactful. As settlers arrived in today’s Summit County, the first years were critical for survival. They built shelters quickly and cheaply, using native materials. The use of old-timber gave the new residents the ability to construct their homes in harmony with the natural environment. Additionally, stone was harvested from the outcroppings of sandstone and limestone in the valley. This stone can still be seen today on historic structures throughout the County.

The County may have the ability to incorporate these historical architectural styles in the form of design guidelines within the Corridor. This would be a great salute to the history of the area.

A Closer Look

The Hoyt Flour Mill in Hoytsville.
Built of smooth and rough cut stone circa 1861-1862

Strategy 6.2.1.

The Park City and Summit County Arts Council is one of the oldest art organizations in the County. The Council advocates and secures funding for arts and culture. The Council also supports numerous arts and culture organizations and has provided an encouraging environment for emerging arts.

In March of 2022, The Arts Council facilitated a community event that was focused on the Rail Trail in Summit County. The event, “Reimagining Trails through Arts and Culture” featured the Executive Director of the Karl Stirner Arts Trail in Easton, PA.

The Karl Stirner Arts Trail follows the historic Bushkill Creek for 1.6 miles and features an abundance of art installations that transcend the natural setting. The art seeks to stir the public imagination and sense of possibility in the area. The trail is defined by environmental sustainability and public stewardship of urban green infrastructure and aspires to connect the urban environment to nature.

Over 50 people attended the online event featuring the Karl Stirner Arts Trail. Photographs of installations included in the presentation sparked interest in Summit County community members.

Continued collaboration with the Arts Council will surely lead to the incorporation of history, arts and culture in a respectful way throughout the Corridor.

A Closer Look

Local hops

Strategy 6.3.3.

In 1917, Utah implemented a prohibition on alcohol which would not be repealed until 1933. According to Rudell in Drying Up the “Wettest Spot in Utah,” many do not know that an abundance of resilient hops have survived along the Rail Trail. The hops go back to prohibition era when bootlegging became popular. Plants, such as the ones still found in the Corridor, were introduced into agricultural practices as a way to stealthily supply the very thirsty miners in Park City, which at the time was known as the “wettest spot in Utah.”

The Summit Land Conservancy has hosted “Hops Hunter’s” hikes for many years in Park City. A similar event could prove an interesting way to share the area’s history and manage the plants in the Corridor.

A Closer Look

Similar to strategies seen earlier in this plan, integrating educational programs into the RTC is a great way to facilitate stewardship and garner attention for this great amenity. There are many different ways this can be achieved – through local artist installations that represent the environment, educational sculptures that combine arts and education, and spaces created for people to sit with nature and reflect upon their surroundings. The purpose of this strategy is to create low-impact spaces that allow visitors to the Trail to feel connected to the area.

Local hops

Strategy 6.4.1.

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A Closer Look

Journaling station along the Karl Stirner Arts Trail in Easton, PA.
Opportunities

Various strategies to integrate history, arts, and culture into the Rail Trail Corridor have been identified and could be applied to specific sections. The following examples have been selected to represent hypothetical implementation.

1. Trail Exhibits
There are many opportunities to partner with local organizations to install temporary exhibits. For example, the McPolin Farm, also known as the White Barn, in Park City hosts an annual Scarecrow Festival that engages families to create and affix their scarecrow along the path. The festival is a nod to Halloween and a much anticipated tradition every year. The County has an opportunity to create an annual presence that features community members' creativity throughout the Corridor.

2. Soft Installments and History
Throughout the community engagement process, community members were vocal about responsible installations of art and functional amenities (i.e. benches and shade structures) throughout the Corridor. Implementing functional art as a way to achieve other strategies proposed in this plan would utilize the County’s capacity efficiently and could have tangible impacts on multiple aspects of this plan. Soft installations could be benches that integrate with the natural environment, historical signage, and subtle sculptures that do not take-away from the natural experiences that so many seek along the trail.

3. Hoytsville Mansion
An essential goal of this plan is to highlight the rich history of the Rail Trail and Summit County as a whole. Many people do not realize how many sites of historical significance exist within striking distance of the Rail Trail. A great example is the Hoytsville Mansion, located a few hundred feet off the Trail. Recognition of these structures would fully embrace the Corridor’s history and amplify user experience.

4. Rock Formations
Summit County is a unique geological area. As discussed previously, the landscapes change drastically as one moves throughout the 26 miles of the trail. Some overlooked features are the rock outcrops that seem out of place in the Snyderville Basin high shrublands. It would be a great addition to include geological information that recognizes the cultural and scientific significance of this area. The County could partner with archaeologists and indigenous peoples to represent these areas appropriately.

5. Paint the Pavement
A very simple placemaking technique includes adding character in functional ways. An example of this includes “Paint the Pavement” installations at street crossings. The confluence of cars and trail users at street crossings has a major impact on safety and accessibility, and painting murals in the street has been shown to reduce vehicle speeds. It is also a simple way to integrate culture into tactical artwork.
Implementation & Evaluation

Because this plan is highly reflective of community values and frequently defines the way that community members within the corridor desire to live in the future, it is essential that the recommendations presented within this plan for the Rail Trail Corridor can be acted upon in a timely and effective manner. However, bringing plans from concept to reality is difficult. This chapter is structured to make implementation of the community’s vision as streamlined as possible given potential changes ahead.

Chapter Organization
This chapter begins by describing the current state of and the future potential for management and maintenance of the Rail Trail. After describing the management possibilities, a brief overview of community input regarding management potential for the trail will be described.

Because future management of the Trail is uncertain, there are multiple realistic possibilities for implementation of the RTC Plan. Because of this, the implementation chapter is structured as a choose-your-own-adventure route where the first step involves selecting the future managing agency. Then, the second step involves choosing a unique combination of the proposed strategies that reflect the organization’s abilities. To ground efforts across management futures, a separate Goal, guiding Elements, Objectives, and Strategies are detailed, and strive to organize the future managing agency in such a way that builds sufficient capacity to enact all parts of the RTC Plan. This journey is outlined by the flow chart to the left.

The chapter will conclude with opportunities to act upon the RTC Plan, including momentum-building strategies, design and zoning suggestions, and potential funding sources.
The managing agency for the Rail Trail is, at the time of publication, Utah State Parks. Utah State Parks contracts maintenance needs to independent bidding organizations on a regular basis. However, that was not always the case. Mountain Trails Association was one of the leading organizations that helped convert the abandoned rail line into a trail. After designation as a trail, Mountain Trails assumed management before passing management to Utah State Parks. Recently, Park City made an agreement with Utah State Parks to take on management responsibility of the portion of the trail within municipal boundaries. Park City also contracts maintenance to independent organizations, which is currently Mountain Trails Association.

Currently, maintenance of the Rail Trail (outside of Park City Municipal) is covered exclusively by annual payments made on a variety of easements that run along or across the Trail. These fixed payments come primarily from telecommunications easements and total $76,100 annually. Regardless of future ownership, these easement payments would continue. The current annual budget to maintain the trail is approximately $70,400 which includes weed abatement, trail surface maintenance, cleaning of the pit toilets, and bridge, sign, and trailhead repairs as needed.

Summit County and Utah State Parks have discussed the potential of the County assuming management and ownership of the trail for several years. These discussions have been promising and partially influenced the creation of this Plan. County ownership will come with its own set of hurdles and can take many forms. There are three distinct, realistic possibilities for future management of the Rail Trail and include: Summit County Ownership, Management, and Maintenance; Summit County Ownership and Contracted Maintenance; and Utah State Park Ownership and Contracted Maintenance (current).

At the time of publication, Utah State Parks seems to prefer an outcome in which it retains ownership of the entirety of the Trail to Summit County. Given the drastic use, culture, and aesthetic differences between the segment of the trail within Park City Municipal and the remainder of the Trail, it makes sense for Park City’s separate management responsibilities to continue, and therefore, a similar management agreement would likely remain regardless of which option is selected.

1 Summit County Ownership, Management, and Maintenance
Ownership of the Trail presents a number of challenges and opportunities. Currently, there is no single department within the County best suited to handle all management and maintenance needs. Community Development, County Lands and Natural Resources, Department of Weeds, and Special Recreation Districts, among others, will each have a role to play. Assuming County management, this may be a prime opportunity to include needs for the Rail Trail into a systematic, thorough maintenance plan for all County-owned land. County-operated maintenance might be more budget-friendly because of resource sharing and the ability to explore a variety of other funding options. Often, grant applications must be submitted by the managing organization. The County could also institute an Adopt-a-Trail program in order to garner community support for ongoing maintenance.

2 Summit County Ownership, Contracted Maintenance
Alternatively, Summit County could contract maintenance to an independent organization like is currently done along the Rail Trail. Challenges associated with independent maintenance contracts include finding an organization with sufficient resources to handle a 24-mile stretch of trail. Opportunities exist for dividing the 24 miles into segments managed by multiple independent organizations. However, consistency, accountability, and transparency can be difficult given this option. Additionally, one of the prominent community sentiments was that the Trail needs more unity between the existing, distinct sections of the Trail. Furthermore, independent management might result in less advocacy and community autonomy for other pieces of the Rail Trail Corridor Plan, like Economic Vitality and Agricultural Preservation. An Adopt-a-Trail program could be implemented in this option as well.

3 Utah State Park Ownership, Management, and Contracted Maintenance (current)
If Summit County does not take ownership of the Rail Trail, Utah State Parks can continue to manage the Trail. Although management has been sufficient to build and sustain an essential community asset, budget constraints have significantly limited their ability to consistently and effectively preserve the trail quality. This also means there is less potential to explore improvements to the Rail Trail Corridor like additional access points, improved signage, incorporation of arts and cultural materials, and events on the Trail.
What We Heard

During the second round of community engagement, community input suggested strong preference for County management of the Trail. When asked their preference between Summit County, a regional recreation district, or Utah State Parks managing the trail, survey responses indicate that Summit County is the preferred managing organization.

The preference for Summit County management most likely stems from the possibilities associated with local decision making and potential for a broader scope that can reflect the desires of the community. As shown in Chapter 2 of this Plan, when asked what would improve one’s experience on the Rail Trail, survey respondents indicated:

- Much of the desired improvements would be difficult to implement without County support and insight. However, it should be restated that there is a strong opposition to development lining the trail and overpowering the natural environment.

- I ultimately think that county management makes sense to be able to have this broader vision of what the rail trail could be to the community at large. And I think it provides the right perspective to be able to connect to communities along the trail as well as kind of understanding how that integrates into other offerings in the county and other transit opportunities. So I think it makes for more holistic planning than thinking of it just as a unit to be managed by itself.

- Focus Group Participant

When given the option to rank the order in which plan Elements should prioritized, survey respondents’s chose:

- Environmental Quality as the most selected Element for a first and second choice priority ranking.
- Accessibility as the second most selected, first priority Element.
- Agricultural Preservation as the second most selected, second priority Element.

These responses re-emphasize the community values of recreation and small town feeling, and suggest that the Rail Trail Corridor is much more than just a trail. To effectively manage the Corridor in a way that supports the environment, promotes accessibility, and sustains agricultural land uses, management that extends beyond traditional trail maintenance and management is required. Therefore, Summit County would be more adept in balancing multi-faceted management of the RTC.

When asked how the community would like to be notified of activity on and improvements in the Corridor, survey respondents indicated:

- Email Communication
- Posts at Major Trailheads
- Announcements during Community Events and Public Meetings
- Other

Although it was not an option made available on the survey, many write-in comments suggested that KPCW and the Park Record are preferred tools for communication with the community. Summit County could easily incorporate announcements regarding the RTC into regular communications that already utilize the notification tools chosen in the survey.

In summary, community outreach and engagement reveals a desire for more community involvement in the ongoing programming, maintenance, and improvements along the Rail Trail Corridor.
Implementation Goal

To provide consistent, transparent maintenance and management of the Rail Trail to improve safety, reliability of conditions, and benefits to the communities and environments within the Rail Trail Corridor.

Regardless of the managing organization for the Trail, the Implementation Goal has been crafted to guide management and maintenance of the Rail Trail and guide community development in a manner that supports the Goals, Objectives, and Strategies previously described in this document. This Goal was crafted with guidance from community input and a critical look at the Objectives and Strategies for each Element. Additional direction was provided from a variety of Summit County officials across departments.

To comprehensively manage the Trail and maximize the benefits of the Trail to the Corridor, three essential elements must be present. The Elements that set the framework for the Implementation Goal include Administration, Maintenance, and Community Development and Collaboration. Each Element represents an organizational capacity that requires thoughtful construction to be able to support the recommendations from Chapter 3 of this plan. The following Elements, Objectives, and Strategies are designed to best implement the Rail Trail Corridor Plan.

Administration

For effective implementation of the Rail Trail Corridor Plan, the managing agency will require sufficient staff, resources, and structure to guide decision making, maintenance, and community relations. If Summit County is to assume ownership of the Trail, implementation of the RTC Plan, maintenance on the Trail, and community involvement like adopt-a-trail programs, will require a host department(s) tasked with specific responsibilities. Even if Summit County does not assume ownership of the Trail, there is a demonstrated need for improved administrative action that can secure funding, streamline local decision making, provide consistency in Trail maintenance and infrastructure, and value the Rail Trail as more than a path and instead as an essential connection between vibrant, historic communities.

Administration is defined as the management of public affairs in a manner that is sustainable, transparent, and reliable.
Objectives and Strategies

As two of the three possibilities for trail management include Summit County assuming ownership of the trail, the corresponding action items default to strategies possible through County ownership. If Utah State Parks could also act upon the strategy, an asterisk (*) is present.

**Objective i.1.1. Assign aspects of Trail management to specific Summit County departments and organizations**

**Strategies**

- **i.1.1.1.** Collaborate between Special Service Districts and the departments of Transportation, Public Lands, Public Works, and Community Development to create a unified management plan for the Trail.
- **i.1.1.2.** Continually pursue collaboration with municipalities, neighboring counties, and independent organizations to promote mutual benefit and regional collaboration.
- **i.1.1.3.** Critically evaluate, track, and share the actions done in accordance with the RTC plan to assess the impacts of strategies and make appropriate adjustments.*

**Objective i.1.2. Allocate a sufficient annual budget and secure additional funding**

**Strategies**

- **i.1.2.1.** Ensure there is sufficient funding from the management agency to support management, maintenance, and improvements along the Corridor.*
- **i.1.2.2.** Continue to pursue allocation of Summit County Recreation, Arts and Parks (RAP) Tax Grants and Summit County Restaurant Tax Grants toward improvements in the Rail Trail Corridor.
- **i.1.2.3.** Secure grants based on areas of need, including weed management, outdoor recreation, agricultural preservation, and infrastructure.*

**Objective i.1.3. Improve transparency of trail management**

**Strategies**

- **i.1.3.1.** Provide contact information online and at trailheads to encourage trail users to be able to report and communicate maintenance concerns.*
- **i.1.3.2.** Encourage community support and volunteering to assist the managing agency.*
- **i.1.3.3.** Create easily recognized branding on communication materials to improve consistency of messaging.*
A Closer Look

Strategy i.1.1.2.

In the Fall of 2022, Utah Governor Cox announced a plan for an statewide trail network designed for all ages and abilities to connect communities and foster multi-modal transportation options. In February 2023, the Utah Legislature appropriated $45 million for FY 24 through an amendment to S.B. 185 to achieve this vision and create a statewide network of paved, multi-use trails. Together with a one-time investment $55 million, there is $100 million to kickstart active transportation projects across the state.

Despite conflicting opinions regarding surface treatments for the Rail Trail, there are many opportunities to connect the Trail to other existing and planned multi-use trails in the region. Notably, the Rail Trail could connect to the future paved multi-use trail that connects Wanship and Peoa, as outlined in the Summit County Long Range Transportation Plan.

Connecting the Rail Trail to other multi-use paths will require a shared visioning and intentional collaboration across agencies, municipalities, and private landowners.

Strategy i.1.2.2.

Grant funding from the Summit County Restaurant Tax Grant was used to create signs that depict historic information across the Rail Trail. These signs are an excellent display of continuity in messaging and style and provide essential information to trail visitors about the unique history in the Corridor. Similar projects should be pursued using the Restaurant Tax Grants and the Recreation, Arts, and Parks (RAP) Tax grants to improve historic and artistic displays.

Approximate site for a West Side Running Multi Use Trail as outlined in the Summit County Long Range Transportation Plan.

Maintenance and Monitoring

To ensure that the Rail Trail continues to be an essential community asset in Summit County, the Trail’s surface, infrastructure along the Trail, and the natural setting for the Trail require attentive maintenance. Proper tools are required and work should be informed by reliable data that assess the quality of the trail and natural environment while balancing needs across user types. Responsibilities should be coordinated across jurisdictions and accountability measures are required to ensure that maintenance is thorough, effective, and a responsible use of funding.

Data collection during the beginning stages of the RTC planning process.

Maintenance is defined as the process of preserving and improving a community amenity for future generations.
Objectives and Strategies

As two of the three possibilities for trail management include Summit County assuming ownership of the trail, the corresponding action items default to strategies possible through County ownership. If Utah State Parks could also act upon the strategy, an asterisk (*) is present.

Objective i.2.1. Create a more robust Request For Proposals (RFP) process for independent contractors*

Strategies

i.2.1.1. Create an RFP template that includes:
- a detailed inventory of equipment needed to support year-round and varied uses,
- experience in managing invasive species, and experience with various trail materials*

i.2.1.2. Extend maintenance contracts to be greater than one year in order to encourage consistency and continuity of care

Objective i.2.2. More frequent data collection and condition assessments*

Strategies

i.2.2.1. Strategically collect data regarding safety, trail user, environmental quality, and economic condition to inform funding and areas in need of prioritization*

i.2.2.2. Utilize online platforms that share information regarding trail conditions and receive live feedback from trail users, recreation organizations, volunteer groups, and independent organizations*

i.2.2.3. Collaborate with local recreation organizations to secure trail counters to collect year-round trail usage data that analyzes the type of recreation, location of recreation, and demand along the Trail*

i.2.2.4. Collaborate with environmental organizations to collect data that assesses agricultural and interstate runoff and impacts from erosion, and noxious weeds*

i.2.2.5. Use data to inform decision making for infrastructure updates, improved safety at road crossings, and potential adaptations to the trail location and surface that foster environmental remediation*

Objective i.2.3. Better accommodate multi-use scenarios with consistent, year round maintenance of the trail surface, infrastructure, and natural environment*

Strategies

i.2.3.1. Create a reliable schedule that addresses infrastructure on the trail including restocking dog waste bags, cleaning restrooms, and taking out trash

i.2.3.2. Provide a smooth trail surface with consistent grading, winter grooming, and removal of hazards (i.e. goatheads) coupled with trail etiquette education that reduces damage to the trail surface*

i.2.3.3. Explore possibilities for separating uses in more trafficked areas, potentially utilizing the easement area of the Trail

i.2.3.4. Assess the tradeoffs associated with hardening or paving sections of the trail and impacts to various user groups by collecting specific community feedback, conducting a robust cost-benefit analysis, and aligning priorities with active transportation goals

Objective i.2.3. Collaborate with private landowners to improve accessibility of the Trail for all user types (i.e. improvements to gates)
Objective i.1.2.

As previously mentioned, Utah State Parks hires independent contractors for maintenance and noxious weed removal across the Trail. The current structure of the RFP processes has allowed for annual contractor turnover, which can promote inconsistencies in maintenance quality. Some contractors used insufficient weed control techniques that have degraded the trail environment. To improve the quality of the contracted maintenance, the RFP should include robust experience with a variety of maintenance equipment, trail surfacing materials, and noxious weed control that does not rely on toxic chemicals. Extending the contract length might improve communication between other land management agencies to enhance the user experience. Similarly, longer contract periods could encourage large-scale maintenance efforts, like reconstruction of the trail segments that have eroded into Echo Reservoir.

Strategy i.2.3.3.

In portions of the Trail that receive more visitation, expanding the width of the Rail Trail or creating multiple paths might improve multi-use scenarios. Strategically using the easement area for trail expansion could separate uses at areas with high user conflict, especially between equestrians, e-bicyclists, and other users. Beside the speed of certain users creating multi-use conflicts, certain trail uses can negatively impact the trail surface, which greatly affects runners, people pushing strollers, and those using mobility devices. Just as bicycles and horse hoofs have damaged the trail surface when inappropriately used, specifically when the trail is sloshy or muddy, herds of cattle and sheep have similarly damaged the trail surface when being moved between agricultural fields bisected by the trail. To minimize damage, coordination with private landowners is required, and should focus on respectful coordination to preserve the Trail quality. Creating designated agricultural crossing areas and encouraging agricultural travel uses in the easement area, not on the trail surface, might improve this conflict.

A Closer Look

Community Development and Collaboration

The Rail Trail connects the rich history of communities with the unmatched natural environment and lively people that call Summit County home. To effectively implement the RTC Plan, collaboration with trail users and County residents is essential to ensure that this communal amenity continues to reflect the people that use and rely on the Rail Trail. Community members should feel a sense of responsibility and ownership of the Trail that they can act upon in various ways like stewardship events, celebrations, and influence in decision making and design choices. The managing agency of the Trail should be able to support and sustain the community culture while improving the well-being of residents in the Corridor.

Community collaboration refers to the ongoing involvement of the community in an inherently public space. The County seeks to empower land stewards and advocates.
Objectives and Strategies

As two of the three possibilities for trail management include Summit County assuming ownership of the trail, the corresponding action items default to strategies possible through County ownership. If Utah State Parks could also act upon the strategy, an asterisk (*) is present.

Objective i.3.1. Foster a culture of communication, support, and empowerment

Strategies

i.3.1.1. Create an RTC board that is influential in advocating decisions for the Trail and within the Corridor

i.3.1.2. Expand contact network of stakeholders and engagement of community organizations for mutual decision making for trail decisions (i.e. 4H, Echo Historians, North Summit Unite)*

i.3.1.3. Improve community understanding of planning processes to better empower community members to be more involved in shaping the future of Summit County (i.e. Summit County Community Planning Lab)

i.3.1.4. Encourage collaboration and communication to build trust between independent contractors, private, and public organizations, particularly when the Trail crosses municipal boundaries or private land through quarterly stakeholder meetings*

Objective i.3.2. Encourage events and improve education efforts on and near the trail*

Strategies

i.3.2.1. Develop a streamlined process for appropriate event permits hosted by independent organizations on trail or at trailheads

i.3.2.2. Develop multi-faceted education strategy that encourages proper treatment and consideration for other trail users, the natural environment, the trail environment*

i.3.2.3. Establish a formal Adopt-a-Trail program available to community groups, local businesses, and other organizations

i.3.2.4. Find ways to involve the youngest and oldest generations in trail activities*

Objective i.3.3. Balance community culture with responsible development

Strategies

i.3.3.1. Define and implement a Rail Trail Corridor Zoning Overlay to encourage community-desired development

i.3.3.2. Develop design guidelines for Summit County to further encourage community-desired development

i.3.3.3. Protect historic structures, including signs, through historic preservation regulations
A Closer Look

**Strategy i.3.1.3.**

The Summit County Community Planning Lab is a course designed for Summit County residents, community leaders, business owners, and other community stakeholders who want to be more engaged in and better understand processes that drive local planning and land use policy decisions. The course aims to empower community members to be more involved in shaping the future of Summit County. Courses were offered weekly for ten weeks at multiple locations in the County in the spring of 2023 with the final presentation offered on April 3rd.

**Strategy i.3.3.3.**

The rich history of Summit County permeates the built environment through interesting signs, sculptures, and structures. These historic relics actively showcase the charm and character of the unique communities in the Corridor, and can be used to attract tourism. Often, refurbishment of historic buildings is more time consuming and costly than construction of new structures. However, if the County wishes to promote charming and attractive rural communities that reflect the local character, protecting historic structures is essential and should be pursued through a Historic Preservation Ordinance.

The Path Forward

Once sufficient administrative capacity, maintenance capabilities, and community collaboration structures have been established or improved by the managing agency, implementation for the Rail Trail Corridor Plan can focus efforts toward building momentum, developing reliable partnerships, creating zoning and design ordinances, efficiently prioritizing efforts, and securing funding.

“I trust Summit County better than the State to prioritize 1) environmental stewardship and 2) smart, dense development.”

- Survey Respondent

View from the Historic Rail Trail bridge at Echo Trailhead
Firstly, it is important to build momentum with easier-to-implement, or “quick-fix”, solutions that do not require extensive funding or rely on complex legal processes. Initially focusing on some of the quick fixes will engage the community, inspire possibilities for more permanent solutions, and allow time to secure funding for bigger tasks. Many strategies that can build momentum have been described in depth earlier in this document. Easier-to-implement strategies are suggested in the table below:

### Build Momentum

**Momentum-building Item**

**Corresponding Plan Objective or Strategy**

| Conduct an Equity Analysis for Communities that utilizes Geographic Information Systems (GIS) to map the distribution of resources in the Corridor, including: proximity to a Trail access point, the quality, frequency, and type of infrastructure, affordable housing availability, and businesses accessible by walking and biking. |
| Strategy i.2.2.4. Use data to inform decision making for infrastructure updates, improved safety at road crossings, and potential adaptations to the trail location and surface that foster environmental remediation* |

| Create an Interactive Community Map, similar to Jordan River Parkway Trail, that shows nearby businesses and infrastructure on the Trail. |
| Strategy 4.6.1. Improve visitor knowledge of the trail and conditions before and during use through updated maps, safety information, and interpretive information |

| Create an event permit process events on and near the Trail. |
| Objective 6.3. Embrace each community’s identity through cultural and art events |

| Develop a cohesive wayfinding strategy and design for markers across the trail and interpretive sign program across the trail. |
| Strategy 4.5.1. Create a cohesive recognizable look for infrastructure along the trail that integrates arts, history, and culture |

Build Momentum

Even if the managing organization develops the resources to successfully manage the trail on its own, collaborating with specialized groups that have passion for the project will add variety and expand the reach of strategies. Potential partnering organizations are described in the following table:

### Explore Partnerships

<table>
<thead>
<tr>
<th>Organization</th>
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<tbody>
<tr>
<td>Swaner Preserve and Ecocenter</td>
</tr>
<tr>
<td>Echo Community and Historical Organization</td>
</tr>
<tr>
<td>Utah Open Lands</td>
</tr>
<tr>
<td>Sageland Collaborative</td>
</tr>
<tr>
<td>4-H</td>
</tr>
<tr>
<td>Mountain Trails Foundation</td>
</tr>
<tr>
<td>Basin Recreation</td>
</tr>
<tr>
<td>Summit Land Conservancy</td>
</tr>
<tr>
<td>National Ability Center</td>
</tr>
<tr>
<td>Arts Council of Park City and Summit County</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Organization Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Local organization that works to preserve nature and educate the community about the value of nature</td>
</tr>
<tr>
<td>Organization that founded to protect the historic Echo Church</td>
</tr>
<tr>
<td>Open space and land preservation organization</td>
</tr>
<tr>
<td>Natural resource management, habitat restoration, and conservation organization</td>
</tr>
<tr>
<td>Youth development organization that historically works in rural, agricultural communities</td>
</tr>
<tr>
<td>Local trails organization</td>
</tr>
<tr>
<td>Local land management, recreation, planning, and conservation group</td>
</tr>
<tr>
<td>Land conservation organization</td>
</tr>
<tr>
<td>Recreation and outdoor organization that supports people of all abilities</td>
</tr>
<tr>
<td>Arts and culture organization</td>
</tr>
</tbody>
</table>
Although defining a vision for the community is essential, the vision’s ability to shape change is only as good as the policies and codes adopted by the community. Given the likely update to County General Plans in the near future, we propose postponing formal adoption of the Rail Trail Corridor Plan until the General Plan updates are adopted. Until such time, the Rail Trail Corridor Plan should be considered a formally vetted plan that should be considered during decision-making processes throughout the Corridor.

Accompanying eventual adoption, two additional formal measures should be considered, including a Rail Trail Corridor Zoning Overlay and Rail Trail Corridor Design Guidelines.

**Rail Trail Corridor Overlay**

Much like the Cedar Crest Village Overlay adopted by Summit County in 2018, the Rail Trail Corridor Overlay would aim to guide development in the RTC toward a cohesive land use and design strategy that supports community accessibility, enhances the natural environment, improves the economic vitality of communities, sustainably promotes recreation and tourism, actively preserves agricultural land uses, and celebrates history, arts, and culture. The RTC Overlay would include description of appropriate land uses, density requirements, development standards, infrastructure support, and design guidelines. The RTC Overlay should require all development within the Overlay zone to connect to the Rail Trail with construction of the first commercial or residential unit.

The RTC Overlay is still loosely defined, just as the Rail Trail Corridor boundaries are approximate. To workshop coverage and content for the RTC Overlay, the members of proposed Rail Trail Corridor Board could serve as guiding committee members. Strategies that influence the desired built environment rather than force them are generally preferred. Potential strategies that should be explored include:

- Density bonus schedule
- Waiving application fees for affordable housing and mixed-use developments
- Flexible waivers for performance-based design considerations including use, intensity of use, and massing standard
- Deed restrictions for agricultural land uses and affordable housing
- Short-term Rental Ordinances
- Trail easements
- Historic Preservation Ordinances

Ideally, the RTC Overlay would build upon the Cedar Crest Village Overlay as there is some overlap in its coverage. According to the approximate land area defined as the Corridor for this plan, the RTC Overlay would share X acres with the Cedar Crest Village Overlay. Additionally, the RTC Overlay would affect the following parcels currently subject to zoning from the Eastern Summit County Zoning District, as outlined in the table below. The following map depicts the Cedar Crest Village Overlay Zone and the RTC Overlay within Summit County.
Rail Trail Corridor Design Guidelines

Community feedback across both rounds of engagement reveals strong opinions that correlate infrastructure design and density with general perceptions of the character of Summit County. Generally, it is felt that bright colors, inorganic materials, and building heights outside of human scale are inconsistent with rural living and the unique qualities of Summit County. Therefore, to ensure that future development consistently reflects the community values across the Corridor, the RTC Overlay should include design guidelines for the Rail Trail and community development in the Corridor. Design guidelines can create consistency in services and appearance, honor the unique heritage of an area, respect neighborhood traditions, and encourage nature-friendly and climate-appropriate design.

Rail Trail Design

To create consistency across infrastructure, appearance, and awareness of the Trail, design guidelines are recommended for the Rail Trail. Potential design guidelines might include:

- Parking lot design that minimizes stormwater runoff, potentially with semi-permeable pavements or covered spaces with green roofs
- Natural materials for fencing in the Rail Trail easement area
- Dark-sky sensitive lighting at trailheads
- Trail wayfinding and trail post appearance that uses natural materials and colors
- Consistency across trailhead signs
- Trail segment typology that reflects common recreation activities and volume of users, where typologies might include, but is not limited to, Low-volume Sections, Paved Multi-use Sections, or Bike Optimized sections
- Trail construction guidelines including acceptable surface material, slope, drainage, and trail intersection design.

Example of multi-use path design from Centerra Design Guidelines: General Trail Design

Corridor Design

To create consistency of appearance for infrastructure in the Corridor that reflects the local natural environment and is representative of the historic milieu of the area, the communities within the Corridor would benefit from design guidelines. Potential guidelines might include:

Commercial Area Design

- Exterior building materials, including, but not limited to, brick, stone, and painted or natural wood siding
- Architectural elements like recessed entries, covered walkways, seating/gathering areas, outdoor courtyards, display windows, and transom windows
- Requirements for art on trail-facing commercial structures
- Codified building height maximums and setbacks
- Landscaping that uses native species

Road Crossings

- Typology for crossing infrastructure that supports trail user safety based on user volume, which might include painted crosswalks, pedestrian beacons, and overpasses and underpasses
- Sign design that notifies motor vehicle drivers and community visitors of the Trail access points
Resources and Examples for Zoning and Design Policies

The County can lean upon planning, design, and zoning code resources from the following resources:

- Federal Highway Administration Small Town and Rural Multimodal Networks document
- Rails to Trails Conservancy
- Gateway and Natural Amenity Region (GNAR) Initiative
- Main Street America
- Citizens’ Institute on Rural Design
- WeConservePA
- Salt Lake City Foothills Trail System Plan

Example Design Guidelines for Wayfinding Signs from the SLC Foothills Trail System Plan

Potential Funding

Once a management organization has been determined, the managing organization can apply for a variety of federal, state, and independent grants. However, many grants have criteria for eligibility. Potential grants and grant organizations are described below.

<table>
<thead>
<tr>
<th>Grant Name or Funding Organization</th>
<th>Grant Information</th>
<th>Potential Application of Funding</th>
<th>Eligibility Requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>FHWA Safe Streets and Roads for All (SS4A)</td>
<td>$5 billion in annual funding for the next five years for regional, local, and Tribal initiatives to prevent roadway deaths and serious injuries</td>
<td>Road crossing and safety improvements</td>
<td>Counties, cities, towns, state special districts, Tribal governments, multi-jurisdictional groups, and metropolitan planning organizations</td>
</tr>
<tr>
<td>Infrastructure Jobs and Investment Act (Bipartisan Infrastructure Law)</td>
<td>Trails and active transportation funding. The Bipartisan Infrastructure Law re-instated funding for various projects, including the Federal Highway Administration Recreational Trails Program.</td>
<td>Walking and bicycling access to the Rail Trail</td>
<td></td>
</tr>
<tr>
<td>International Mountain Bicycling Association Trail Accelerator Grants</td>
<td>Improve the quantity and quality of mountain biking trails</td>
<td>Trail connection improvements</td>
<td>Local, municipal, state, federal government agencies, non-profits, health organizations, land trusts</td>
</tr>
<tr>
<td>International Mountain Bicycling Association Trails Count Grant Program</td>
<td>Awardees receive two trail counters, technical assistance, software, and educational materials to support effective trail counting programs to be used to leverage additional funding for trail infrastructure</td>
<td>Recreation data collection</td>
<td>Enrollment in IMBA Local Partners</td>
</tr>
<tr>
<td>Mountainlands Association of Governments Technical Assistance to Governments Program</td>
<td>Improve major road crossings with pedestrian-friendly infrastructure</td>
<td>Road crossing and safety improvements</td>
<td>Local governments in Utah, Summit, and Wasatch counties</td>
</tr>
<tr>
<td>Rails to Trails Conservancy</td>
<td>Small-scale Trails Grants programs</td>
<td>Surface type, infrastructure improvements, printing of wayfinding signs</td>
<td></td>
</tr>
</tbody>
</table>

Potential Funding Sources
### Transportation Alternatives (TA)
Federal program for small-scale transportation projects like pedestrian and walking facilities, construction of viewing areas, historic preservation and vegetation management, environmental mitigation; recreational trails; road user safety; and safe routes to school projects.

<table>
<thead>
<tr>
<th>Transportation Alternatives (TA)</th>
<th>Infrastructure improvements to the Rail Trail</th>
<th>Local or government agency</th>
</tr>
</thead>
</table>

### USDA Farmers Market Promotion Program
Funding to improve farmer’s markets, roadside stands, and community-supported agriculture program.

<table>
<thead>
<tr>
<th>USDA Farmers Market Promotion Program</th>
<th>Farmstands at trailheads and events</th>
<th>Local governments, non-profits, agricultural businesses and cooperatives, regional farmers’ market authorities</th>
</tr>
</thead>
</table>

### Infrastructure improvements to the Rail Trail

<table>
<thead>
<tr>
<th>Infrastructure improvements to the Rail Trail</th>
<th>Local or government agency</th>
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</table>

### Local or government agency

<table>
<thead>
<tr>
<th>USDA Farmers Market Promotion Program</th>
<th>Local governments, non-profits, agricultural businesses and cooperatives, regional farmers’ market authorities</th>
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</table>

### Utah Active Transportation Investment Fund (ATIF)
$100 million in funding in FY 2024 and $45 million annually for projects involved in building and maintaining a Utah Trail Network.

<table>
<thead>
<tr>
<th>Utah Active Transportation Investment Fund (ATIF)</th>
<th>Trail improvements; Local and regional connections to the Rail Trail</th>
</tr>
</thead>
</table>

### Utah Department of Agriculture and Food (UDAF) Invasive Species Mitigation Weed Control Grant
Noxious weed removal.

<table>
<thead>
<tr>
<th>Utah Department of Agriculture and Food (UDAF) Invasive Species Mitigation Weed Control Grant</th>
<th>Habitat restoration throughout the Corridor</th>
</tr>
</thead>
</table>

### Utah Office of Tourism Grant
Develop, market, and manage new and existing tourism assets.

<table>
<thead>
<tr>
<th>Utah Office of Tourism Grant</th>
<th>Sustainable recreation and tourism initiatives in the Corridor</th>
</tr>
</thead>
</table>

### Utah Outdoor Recreation Grant
Funding for outdoor recreation projects designed to increase visitation to the area or offer economic opportunities in communities.

<table>
<thead>
<tr>
<th>Utah Outdoor Recreation Grant</th>
<th>Economic vitality and local business connections to the Rail Trail</th>
</tr>
</thead>
</table>

### Utah Recreational Trails Program
Construction, restoration, and maintenance of recreational trails.

<table>
<thead>
<tr>
<th>Utah Recreational Trails Program</th>
<th>Infrastructure and surface improvements</th>
</tr>
</thead>
</table>

### Watershed Restoration Initiative
Funding to improve high priority watersheds.

<table>
<thead>
<tr>
<th>Watershed Restoration Initiative</th>
<th>Silver Creek and/or Weber River cleanup and remediation</th>
</tr>
</thead>
</table>

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### Utah Outdoor Recreation Grant

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<tr>
<th>Utah Outdoor Recreation Grant</th>
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</table>

### Utah Recreational Trails Program

<table>
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<tr>
<th>Utah Recreational Trails Program</th>
<th>Infrastructure and surface improvements</th>
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<th>Silver Creek and/or Weber River cleanup and remediation</th>
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</table>

### Prioritization
Areas of the trail and infrastructure along it that is in poor condition should be addressed first. The maps on pages 32 and 75 of this document identify areas for environmental remediation and infrastructure improvements.

After prioritization is given to the areas with immediate needs, prioritization could be given to the areas with the most use (found through data collection and evaluation), and strategies that maximize the benefits to the community. The RTC plan was structured with clear overlap between the Objectives and Strategies across the three Goals. It may be prudent to focus first on the strategies with the highest levels of overlap within this plan and other planning efforts across the County.

The following table demonstrates the overlap of each Objective and Strategy with the six overarching goals of the plan. It also highlights overlap with other current County plans and initiatives.

<table>
<thead>
<tr>
<th>State Parks... has plenty to deal with -- local management will help with transparency and prioritization.</th>
<th>Survey Respondent</th>
</tr>
</thead>
</table>

Old cars line the banks of the Weber River adjacent to the Wanship Trailhead.
### Objectives and Strategies Overlap

<table>
<thead>
<tr>
<th>Plan Objective or Strategy</th>
<th>Overlapping Plan and Strategy</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objective 1.</strong> Enhance user experience while preserving and regenerating the natural environment</td>
<td>Synderville Basin General Plan Policy 4.14</td>
</tr>
<tr>
<td><strong>Objective 1.1.</strong> Improve personal safety</td>
<td>Synderville Basin General Plan Policy 4.14, Resolution Establishing Renewable Energy and Emissions Reduction Goals</td>
</tr>
<tr>
<td><strong>Objective 1.1.1.</strong> Improve minor road crossings with signage and raised or painted intersections</td>
<td>Synderville Basin General Plan Policy 8.10, Resolution Establishing Renewable Energy and Emissions Reduction Goals, Summit County Long Range Transportation Plan</td>
</tr>
<tr>
<td><strong>Objective 1.1.2.</strong> Install dark sky compliant lighting at trailheads</td>
<td>Synderville Basin General Plan Policy 8.10, Resolution Establishing Renewable Energy and Emissions Reduction Goals, Summit County Long Range Transportation Plan</td>
</tr>
<tr>
<td><strong>Objective 1.2.</strong> Support and manage different user types</td>
<td>Synderville Basin General Plan Policy 4.24, 4.25</td>
</tr>
<tr>
<td><strong>Strategy 1.2.1.</strong> Mitigate conflict between trail users through appropriate trail programming, education, and etiquette signage</td>
<td>Synderville Basin General Plan Policy 4.14, Resolution Establishing Renewable Energy and Emissions Reduction Goals, Summit County Long Range Transportation Plan</td>
</tr>
<tr>
<td><strong>Strategy 1.2.2.</strong> Create a strategy to maintain the quality of the trail while balancing the needs of all users</td>
<td>Summit County Resource Management Plan R&amp;T Obj 1.1</td>
</tr>
<tr>
<td><strong>Objective 1.3.</strong> Implement ADA guidelines &amp; Standards</td>
<td>Summit County Resource Management Plan R&amp;T Obj 1.1</td>
</tr>
<tr>
<td><strong>Objective 1.3.1.</strong> Consult with community organizations including the National Ability Center and Wasatch Adaptive to identify and improve specific areas</td>
<td>Synderville Basin General Plan Policy 4.14</td>
</tr>
<tr>
<td><strong>Strategy 1.3.2.</strong> Install infrastructure in compliance with ADA accessibility standards, including water stations, signage, bike maintenance, restrooms, etc.</td>
<td>Synderville Basin General Plan Policy 4.14</td>
</tr>
<tr>
<td><strong>Objective 2.</strong> Foster a climate resilient Corridor by encouraging relevant adaptations</td>
<td>Summit County Resource Management Plan PM Goal 1</td>
</tr>
<tr>
<td><strong>Strategy 2.1.1.</strong> Future development or infrastructure enhancements within the BTC should complement Summit County’s renewable energy and emission reduction goals</td>
<td>Sustainable Tourism Plan for Park City and Summit County 2.1, Resolution Establishing Renewable Energy and Emissions Reduction Goals</td>
</tr>
</tbody>
</table>

### Plan Objective or Strategy

<table>
<thead>
<tr>
<th>Objective 1.4.</th>
<th>Promote local and regional connectivity</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strategy 1.4.1.</strong> Partner with neighboring counties and communities within Summit County on their recreation master planning efforts in order to better connect our communities</td>
<td>Summit County Long Range Transportation Plan, Summit County Resource Management Plan LA Goal 1</td>
</tr>
<tr>
<td><strong>Strategy 1.4.2.</strong> Create non-motorized access points to the trail</td>
<td>Summit County Long Range Transportation Plan, Summit County Resource Management Plan LA Goal 1</td>
</tr>
<tr>
<td><strong>Strategy 1.4.3.</strong> Connect Rail Trail users to local destinations off the trail i.e. directional signage to Town Centers/businesses, bike rack infrastructure off the trail</td>
<td>Summit County Long Range Transportation Plan, Summit County Resource Management Plan LA Goal 1</td>
</tr>
<tr>
<td><strong>Strategy 1.4.4.</strong> Improve existing points of access for users throughout the Corridor, such as those from Tollgate Canyon and Echo Trailhead.</td>
<td>Summit County Long Range Transportation Plan, Summit County Resource Management Plan LA Goal 1</td>
</tr>
<tr>
<td><strong>Strategy 1.4.5.</strong> Plan for the strategic improvement of public transit service to trailheads</td>
<td>Summit County Long Range Transportation Plan, Summit County Resource Management Plan LA Goal 1</td>
</tr>
<tr>
<td><strong>Objective 2.1.</strong> Foster a climate resilient Corridor by encouraging relevant adaptations</td>
<td>Summit County Resource Management Plan PM Goal 1</td>
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</table>

### Overlapping Plan and Strategy

<table>
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<td>Summit County Long Range Transportation Plan, Summit County Resource Management Plan LA Goal 1</td>
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<td>Summit County Long Range Transportation Plan, Summit County Resource Management Plan LA Goal 1</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Objective 2.1</th>
<th>Foster a climate resilient Corridor by encouraging relevant adaptations</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Objective 2.1.</strong> Foster a climate resilient Corridor by encouraging relevant adaptations</td>
<td>Summit County Resource Management Plan PM Goal 1</td>
</tr>
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<td><strong>Strategy 2.1.1.</strong> Future development or infrastructure enhancements within the BTC should complement Summit County’s renewable energy and emission reduction goals</td>
<td>Sustainable Tourism Plan for Park City and Summit County 2.1, Resolution Establishing Renewable Energy and Emissions Reduction Goals</td>
</tr>
<tr>
<td>Plan Objective or Strategy</td>
<td>Overlapping Plan and Strategy</td>
</tr>
<tr>
<td>------------------------------------------------------------------------------------------</td>
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</tr>
<tr>
<td>Strategy 2.1.2. Consider infrastructure enhancements that help users adapt to a dryer,</td>
<td>Synderville Basin General Plan Policy 4.13 Eastern Summit County General Plan 5.1.a</td>
</tr>
<tr>
<td>warmer environment such as shade structures, benches, water stations</td>
<td></td>
</tr>
<tr>
<td>Strategy 2.1.3. Integrate water and land use planning within the RTC with direction from</td>
<td>Summit County Resource Management Plan H &amp; W Goal 1 Eastern Summit County General Plan 5.1.a</td>
</tr>
<tr>
<td>Utah Division of Water Resources</td>
<td></td>
</tr>
<tr>
<td>Strategy 2.1.4. Cooperate with fire districts and public lands agencies to develop and</td>
<td>Summit County Resource Management Plan WM Goal 1 Summit County Resource Management Plan H &amp; W Strategy 1.1.2</td>
</tr>
<tr>
<td>implement appropriate wildfire prevention measures</td>
<td></td>
</tr>
<tr>
<td>Objective 2.2. Preserve and enhance wildlife habitat</td>
<td>Synderville Basin General Plan Policy 5.23 Summit County Open Space Acquisition Plan</td>
</tr>
<tr>
<td>Strategy 2.2.1. Assess wildlife migration corridors and ensure the Rail Trail does not</td>
<td>Summit County Resource Management Plan WLF Goal 3</td>
</tr>
<tr>
<td>present barriers to wildlife movement</td>
<td></td>
</tr>
<tr>
<td>Strategy 2.2.2. Remove fencing that no longer serves a purpose and eliminate barbed wire</td>
<td>Synderville Basin General Plan Policy 2.38</td>
</tr>
<tr>
<td>where feasible</td>
<td></td>
</tr>
<tr>
<td>Strategy 2.2.3. Ensure all future infrastructure is low-impact and considers</td>
<td>Synderville Basin General Plan Policy 6.13</td>
</tr>
<tr>
<td>environmental impacts</td>
<td></td>
</tr>
<tr>
<td>Objective 2.3. Manage invasive species and restore native vegetation</td>
<td>Sustainable Tourism Plan for Park City and Summit County 2.1 Restoration Establishing Renewable Energy and Emissions Reduction Goals</td>
</tr>
<tr>
<td>Strategy 2.3.1. Create and maintain a plant inventory along the Rail Trail</td>
<td>Summit County Resource Management Plan NW Strategy 1.1.3</td>
</tr>
<tr>
<td>Strategy 2.3.2. Host community invasive species clean-up days</td>
<td>Sustainable Tourism Plan for Park City and Summit County 1.4</td>
</tr>
<tr>
<td>Strategy 2.3.3. Work with agricultural landowners to use animals for weed mitigation and</td>
<td>Summit County Resource Management Plan H &amp; W Objective 1.2 Summit County Resource Management Plan NW Objective 1.1</td>
</tr>
<tr>
<td>reducing wildfire fuels</td>
<td></td>
</tr>
<tr>
<td>Strategy 2.3.4. Implement green infrastructure standards for waste and stormwater</td>
<td>Sustainable Tourism Plan for Park City and Summit County 2.3 Synderville Basin General Plan Objective 1 Synderville Basin General Plan Policy 5.16</td>
</tr>
<tr>
<td>where feasible</td>
<td></td>
</tr>
<tr>
<td>Objective 3.1. Support local businesses throughout the County</td>
<td>Sustainable Tourism Plan for Park City and Summit County NW 6.3 Eastern Summit County General Plan 6.1.c</td>
</tr>
<tr>
<td>Plan Objective or Strategy</td>
<td>Overlapping Plan and Strategy</td>
</tr>
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<td>----------------------------</td>
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</tr>
<tr>
<td>Strategy 3.1.1 Promote complementary businesses along the Rail Trail (e.g., informational materials, wayfinding programs)</td>
<td>Eastern Summit County General Plan 6.1a Sustainable Tourism Plan for Park City and Summit County 1.2</td>
</tr>
<tr>
<td>Strategy 3.1.2 Utilize trailheads as versatile spaces for events that showcase local businesses</td>
<td>Synderville Basin General Plan Policy 4.19</td>
</tr>
<tr>
<td>Strategy 3.1.3 Explore agricultural partnerships (e.g., farmer’s markets, farm stands, signage, etc.)</td>
<td>Strategy 3.1.4 Partner with local businesses to create trail amenities that integrate historical materials or information</td>
</tr>
<tr>
<td>Objective 3.2 Embrace Communities along the Trail as Trail Towns</td>
<td>Synderville Basin General Plan Objective A</td>
</tr>
<tr>
<td>Strategy 3.2.1 Utilize the already existing overlay zoning adopted in Summit County (e.g. Cedar Crest Village Overlay Zone)</td>
<td>Eastern Summit County General Plan 4.1a Sustainable Tourism Plan for Park City and Summit County 6.5</td>
</tr>
<tr>
<td>Strategy 3.2.2 Support commercial uses near existing infrastructure</td>
<td>Synderville Basin General Plan Policy 2.21 Synderville Basin General Plan Policy 2.22</td>
</tr>
<tr>
<td>Objective 3.3 Mitigate potential adverse impacts of economic enhancement by pursuing innovative approaches to affordable housing, alternative transportation, and employee retention</td>
<td>Synderville Basin General Plan Policy 4.1.1 Sustainable Tourism Plan for Park City and Summit County 6.1b</td>
</tr>
<tr>
<td>Strategy 3.3.1 Work with community partners to provide a range of workforce housing for employees of businesses throughout the wider Rail Trail Corridor and near existing community centers and housing developments.</td>
<td>Synderville Basin General Plan Policy 2.60 Synderville Basin General Plan Policy 2.62 Eastern Summit County General Plan 7.1j Eastern Summit County General Plan 4.2.3 Sustainable Tourism Plan for Park City and Summit County 5.3 Resolution Establishing Renewable Energy and Emissions Reduction Goals</td>
</tr>
<tr>
<td>Strategy 3.3.2 Investigate land use strategies to encourage affordable housing options in conjunction with commercial businesses within existing towns</td>
<td>Strategy 3.3.3 Encourage mixed-use developments at appropriate community centers that allow for residents of Eastern Summit County to work and live in the community and also reduce the number of daily vehicular trips for commuting purposes</td>
</tr>
<tr>
<td>Objective 4.1. Forge strategic partnerships</td>
<td>Synergy Challenge Basin General Plan Objective B</td>
</tr>
<tr>
<td>Strategy 4.1.1. Implement a regional collaboration plan that includes neighboring Counties, Trail Alliance/foundations, and other stakeholders</td>
<td>Eastern Summit County General Plan 6.2 Sustainable Tourism Plan for Park City and Summit County 4.9 Northern Summit County General Plan 4.2.12 Eastern Summit County General Plan 4.2.13 Summit County Resource Management Plan EC Strategy 1.1.3 Sustainable Tourism Plan for Park City and Summit County</td>
</tr>
<tr>
<td>Strategy 4.1.2. Align tourism and visitation strategies within the Corridor to the Sustainable Tourism Plan for Park City and Summit County</td>
<td>Objective 4.2. Promote the Rail Trail as an alternative mode of transportation</td>
</tr>
<tr>
<td>Strategy 4.1.3. Encourage collaboration with recreation providers for stewardship, events, and education.</td>
<td>Strategy 4.2.1 Analyze and promote the Rail Trail as an alternative mode of vehicle transportation throughout the County</td>
</tr>
<tr>
<td>Objective 4.2. Promote the Rail Trail as an alternative mode of transportation</td>
<td>Summit County Long Range Transportation Plan</td>
</tr>
<tr>
<td>Strategy 4.2.1 Analyze and promote the Rail Trail as an alternative mode of vehicle transportation throughout the County</td>
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</tr>
</tbody>
</table>
Objective 4.3. Promote citizen stewardship for locals and visitors

- Strategy 4.3.1 Develop Citizen Science programs for adults and teens (water monitoring, wildlife tracking, bird watching/monitoring, geological education opportunities, and keynote speakers)
- Strategy 4.3.2 Partner with the local community groups and schools to create a Junior Stewardship program
- Strategy 4.3.3 Create adopt the trail programs that enhance stewardship and responsibility of users along the Rail Trail
- Strategy 4.3.4. Encourage responsible use and behavior across user types through the signage and education campaigns
- Strategy 4.3.5. Explore opportunities for volunteer tourism events

Objective 4.4. Collect ongoing data related to Rail Trail visitors, stakeholders, and other recreation providers

- Strategy 4.4.1 Continue to monitor usage of the trail through trail counters and manual counting to identify type and amount of users

Objective 4.5. Manage and enhance the exiting recreation infrastructure

- Strategy 4.5.1 Create a cohesive recognizable look for infrastructure along the trail that integrates arts, history, and culture

Objective 4.6. Provide the right information

- Strategy 4.6.1. Improve visitor knowledge of the trail and conditions before and during use through updated maps, safety information, and interpretive information
- Strategy 4.6.2. Adapt to and utilize the shift in information sharing, including technological advancements for information such as QR codes
- Strategy 4.6.3. Update and share information frequently with partners, residents, and stakeholders
- Strategy 4.6.4. Create consistent messaging, information, and branding for Rail Trail information to improve and simplify all information

Overlapping Plan and Strategy

- Strategy 4.4.3. Recognize where there are gaps in services for users and address them appropriately (e.g. dog waste stations and other waste receptacles)
- Strategy 4.6.3. Continue to study the role of the Rail Trail throughout the Corridor, particularly in relation to other recreation amenities regionally
- Objective 4.5. Manage and enhance the existing recreation infrastructure
- Strategy 4.6.2. Adapt to and utilize the shift in information sharing, including technological advancements for information such as QR codes

Plan Objective or Strategy

- Sustainable Tourism Plan for Park City and Summit County 1.4
- Synderville Basin General Plan Policy 4.4
Plan Objective or Strategy | Overlapping Plan and Strategy
--- | ---
Goal 3: Enhance community character through agricultural opportunities and embracing the history, arts, and culture relevant to the area | Eastern Summit County General Plan Goal 2.2
Goal 5.1: Promote opportunities for local agriculture on a variety of scales | Synderville Basin General Plan Policy 5.1
Strategy 5.1.1 Develop educational programs in collaboration with community partners to enhance understanding of agricultural practices along the Trail, which may include community events and informational signage. | Eastern Summit County General Plan Goal 2.2a
Strategy 5.1.2 Incorporate agricultural history in signs, art, or monuments | Synderville Basin General Plan Policy 5.3
Objective 5.1.3 Support agriculture as a viable economic and social benefit to the community | Synderville Basin General Plan Policy 2.39
Objective 5.2: Foster relationships with local, state, and federal agencies to maintain the agricultural heritage along the Corridor | Summit County Resource Management Plan AG Objective 1.1
Strategy 5.2.1 Implement land use strategies to protect agricultural uses and practices, such as conservation easements, open space zoning, and others | Eastern Summit County General Plan Policy 2.2a
Strategy 5.2.2 Thoughtfully integrate land use planning along the Rail Trail Corridor in a manner that retains the area's rural character | Summit County Open Space Acquisition Plan
Strategy 5.2.3 Explore funding for fencing and infrastructure that straddles the public/private boundary in order to protect agricultural uses and reduce damage to the trail surface |

Plan Objective or Strategy | Overlapping Plan and Strategy
--- | ---
Objective 5.3: Maintain accessibility to the Trail for agricultural purposes | Eastern Summit County General Plan Goal 2.3
Strategy 5.3.1 Ensure ongoing accessibility to the Trail for agricultural purposes, such as moving livestock to fields bisected by the Rail Trail | Summit County Resource Management Plan CHGP Goal 1
Strategy 5.3.2 Consider managed grazing on the Rail Trail for weed control purposes only | Summit County Resource Management Plan H & WS Strategy 1.2
Objective 5.4: Foster land stewardship that supports healthy and sustainable agriculture | Eastern Summit County General Plan Policy 5.3
Strategy 5.4.1 Integrate erosion control programs, groundwater protection, and site buffering, to maintain the natural environment. | Summit County Resource Management Plan RA Objective 1.2
Strategy 5.4.2 Promote sustainable farming practices that protect pollinator species, increase plant diversity, and promote responsible water use. | Summit County Resource Management Plan AG Strategy 1.1.
Strategy 5.4.3. Explore alternative agricultural methods including community gardens, hydro-, and aquaponics to increase the community's relationship with agriculture and provide opportunities for agro-tourism. | Summit County Resource Management Plan RA Strategy 1.2
Objective 6.1: Preserve and enhance the historical nature of the Rail Trail and the communities that exist in the Corridor | Eastern Summit County General Plan Goal 2.3
Strategy 6.1.1 Incorporate history into artwork that harmonizes with the natural environment, potentially through interpretive signage and exhibits. | Summit County Resource Management Plan CHGP Goal 1
Strategy 6.1.2 Explore events that can be centered around the rich history of the area | Synderville Basin General Plan Policy 5.3
### Plan Objective or Strategy

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<tbody>
<tr>
<td>Strategy 6.1.3 Embrace and protect the history of the Corridor through design guidelines on the Rail Trail</td>
<td>Summit County Resource Management Plan LU Goal 1 Synderville Basin General Plan Policy 3.18 Summit County Open Space Acquisition Plan Resolution Establishing Renewable Energy and Emissions Reduction Goals</td>
</tr>
<tr>
<td>Strategy 6.1.4. Ensure historic structures and signs are preserved</td>
<td>Eastern Summit County General Plan Goal 2.3.e</td>
</tr>
<tr>
<td>Strategy 6.1.5. Consider additional access points to the Rail Trail from historically and culturally important sites nearby</td>
<td></td>
</tr>
<tr>
<td>Objective 6.2 Create a specific Arts and Culture Plan for the Rail Trail Corridor</td>
<td>Sustainable Tourism Plan for Park City and Summit County 7.2</td>
</tr>
<tr>
<td>Strategy 6.2.1 Partner with the Park City and Summit County Arts Council to develop a comprehensive plan for installation, upkeep, and funding of exhibits on the Trail</td>
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<td>Strategy 6.2.2. Ensure that native voices, art, and traditional land management practices are highlighted and communicated through the Arts and Culture Plan.</td>
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</tr>
<tr>
<td>Strategy 6.3.1 Better understand the context of communities along the Trail by establishing a Rail Trail Corridor Board that has representatives from each community</td>
<td></td>
</tr>
<tr>
<td>Strategy 6.3.2 Encourage local artists to create functional artwork that complements the natural environment and culture of the area</td>
<td>Sustainable Tourism Plan for Park City and Summit County 7.4</td>
</tr>
<tr>
<td>6.3.3 Explore opportunities to have community events along the trail, including educational programs and annual gatherings</td>
<td></td>
</tr>
</tbody>
</table>
Evaluation

The Rail Trail Corridor Plan should be evaluated annually in April by at least one representative from the following County departments: Public Works, Community Development, Public Lands, and Transportation. Objectives or Strategies that have been started and completed will be notated. Throughout the year, the Rail Trail Corridor Board must keep track of grant applications, community events, Adopt-a-Trail participants, and infrastructure and condition enhancements. A State of the Rail Trail Corridor memo should be made publicly available by May 1 of each year. An example template and timeline for evaluation of the RTC Plan is available below.