Mountainous Planning District Planning Commission
Public Meeting Agenda

Thursday, April 5, 2018 4:00 P.M.

Location
SALT LAKE COUNTY GOVERNMENT CENTER
2001 SOUTH STATE STREET, ROOM N1-110
NORTH BUILDING, COUNCIL CHAMBERS
(385) 468-6700

UPON REQUEST, WITH 5 WORKING DAYS NOTICE, REASONABLE ACCOMMODATIONS FOR QUALIFIED INDIVIDUALS MAY BE PROVIDED. PLEASE CONTACT WENDY GURR AT 385-468-6707. TTY USERS SHOULD CALL 711.

The Planning Commission Public Meeting is a public forum where, depending on the agenda item, the Planning Commission may receive comment and recommendations from applicants, the public, applicable agencies and County staff regarding land use applications and other items on the Commission’s agenda. In addition, it is where the Planning Commission takes action on these items, which may include: approval, approval with conditions, denial, continuance or recommendation to other bodies as applicable.

BUSINESS MEETING

1) Approval of minutes from the March 1, 2018 meeting.
2) Little Cottonwood Canyon UDOT Environmental Impact Statement – John Thomas, UDOT.
3) Wasatch Canyons General Plan Update and work session – Jake Young (recurring)
4) Other Business Items (as needed)

ADJOURN
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MEETING MINUTE SUMMARY
MOUNTAINOUS PLANNING DISTRICT PLANNING COMMISSION MEETING
Thursday, March 1, 2018 4:00 p.m.

Approximate meeting length: 1 hour 6 minutes
Number of public in attendance: 5
Summary Prepared by: Wendy Gurr
Meeting Conducted by: Commissioner Persing

ATTENDANCE

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<th>Commissioners</th>
<th>Public Mtg</th>
<th>Business Mtg</th>
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<tr>
<td>NEIL COHEN</td>
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<td>NICOLE OMER</td>
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<td>TOD YOUNG</td>
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<td>LIBBY ELLIS</td>
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<td>LINDA JOHNSON (VICE CHAIR)</td>
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<td>DON DESPAIN</td>
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<td>REID PERSING (CHAIR)</td>
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<td>CATHERINE KANTER</td>
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<td>JAMES PALMER</td>
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<td>CHRISTIE HUTCHINGS</td>
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<tr>
<th>Planning Staff / DA</th>
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<tr>
<td>Wendy Gurr</td>
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<td>Max Johnson</td>
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<td>Jim Nakamura</td>
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<td>Jake Young</td>
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<td>Zach Shaw (DA)</td>
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*BORDER: Staff Reports referenced in this document can be found on the State and County websites, or from Salt Lake County Planning & Development Services.

BUSINESS MEETING
Meeting began at – 4:03 p.m.

1) Approval of Minutes from the January 4, 2018 meeting.

   **Motion:** To approve minutes from the January 4, 2018 meeting as presented.
   **Motion by:** Commissioner Cohen
   **2nd by:** Commissioner Young
   **Vote:** Commissioners voted unanimous in favor (of commissioners present)

2) CWC Update

   Kimberly Barnett provided a PowerPoint presentation. She is not here representing the CWC, but to provide an update. Commissioner Cohen inquired on the interlocal cooperation act.

   Ms. Barnett and Commissioners had a brief discussion regarding areas, geographies, council members, authority, diversity, monthly meetings, postings, larger picture within the jurisdictional boundaries, CWC projects, interlocal funding, and director.
3) Wasatch Canyons General Plan Update – Jake Young (recurring)

Jake Young provided an update to the general plan, advised on phase three. Will bring it back in April with a workshop. John Thomas from UDOT will provide an update to Little Cottonwood Canyon EIS Plan at the April meeting. Krissy Gilmore provided an update, and will provide an update to the CWC in April.

Ms. Gilmore said strategies will focus on implementation and developing the draft plan. Commissioner Cohen said in the end, the plan will be this body to recommend to the council, and will be in fall of 2018. Will provide a copy of the plan with their recommendations added in to it.

Funding in general to fix physical issues in the canyons, including tolling was discussed. General plan would have recommendations on getting funding in place. The list will include more pros and cons.

4) Ordinance discussion of the Historic Preservation Committee – Rolen Yoshinaga

Zach Shaw provided an analysis of the ordinance that will come before them. Commissioner Omer said this Board wouldn’t be over anything to do with Wheeler Farm.

Commissioners asked many hypothetical questions regarding properties and where this board would have authority. Commissioner Johnson asked if a historical consultant rather than commissioner is possible.

5) Other Business Items (as needed)

MEETING ADJOURNED

Time Adjourned – 5:09 p.m.
Goal Initiative Framework Document

**INTRODUCTION:**
Building on the Vision Document, the five vision themes have been expanded upon in the following Goal Initiatives.

**VISION STATEMENTS:** The five *Vision Statements*, developed through a series of community conversations, represent the aspirational outlook for the Wasatch Canyons’ land use and development, environment, recreation system, transportation system, and broader economy. They are overarching statements that describe the desired future of the Wasatch Canyons based on shared community values. The vision document is available for review on the project website.

**PRINCIPLES:** The *Principles* fall under each of the Vision Statements to further elaborate on the future setting, character, and opportunities for the Wasatch Canyons for the next 10 to 15 years.

**GOAL INITIATIVES:** This Plan focuses on key concepts to make the *Vision Statements* and *Principles* materialize. The *Goal Initiatives* are goal-level statements that highlight a specific subject. Call-outs are integrated throughout the document to dive deeper into a specific subject, technical terminology, case study or best practice, or recent and upcoming projects.

**STRATEGIES:** The *Strategies* are the last and most specific component within the planning framework. A *strategy* is a statement of intent or expectation—a course of action that provides clarity on the type, location, and methodology to accomplish goals.

**RELEVANT PLANS:** The Wasatch Canyons General Plan covers a range of subjects to preserve the environmental integrity and guide future development of the Canyons. Past relevant plans that may provide more specific guidance are acknowledged throughout the document.

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**NOTE TO REVIEWERS - INSTRUCTIONS AND DISCLAIMERS:**
The following document is a working draft. The document has not yet been formatted and remains in Word for ease of input and continued revision. Graphics, maps, and/or photos will be added during final formatting for public outreach. Additional technical editing, including consistency, global terminology, and writing style will also be completed once initial comments have been incorporated.
# PLANNING GOAL INITIATIVES

1. On-Going Intergovernmental Coordination ................................................................. 3
2. Public Agency Planning Participation ................................................................................. 4
3. Non-Profit and Community Group Support ..................................................................... 5
4. Branding, Aesthetics, and Character Guidance ................................................................. 6
5. Regulatory Tool Review ..................................................................................................... 7
6. Public Utility Infrastructure ............................................................................................... 8
7. Broadband and Communications Infrastructure Expansion ............................................. 9
8. Dedicated Funding Sources ............................................................................................... 10
9. Resiliency Program .......................................................................................................... 14
10. Open Space Conservation ............................................................................................... 15
11. Recreational Access ........................................................................................................ 16
12. Public Awareness and Stewardship of Environmental and Recreational Values ............... 17
13. Wildlife Management ...................................................................................................... 18
14. Watershed Management ................................................................................................. 19
15. Recreation Management and Maintenance .................................................................... 20
16. Active Transportation Education and Encouragement .................................................. 22
17. Pedestrian Facilities ....................................................................................................... 23
18. Roadway Facilities .......................................................................................................... 25
19. Transit Service Enhancement .......................................................................................... 27
20. Parking Management ..................................................................................................... 29
21. Technology Transportation Solutions ............................................................................ 31
22. Economy (coming)
1. ON-GOING INTERGOVERNMENTAL COORDINATION

**Goal:** Ensure that Federal, State and local agencies and entities with jurisdictional responsibilities in the Wasatch Canyons planning area coordinate their efforts to provide for efficient and effective management of government services and the resources of the Wasatch Canyons.

**Background:** The Central Wasatch Commission (CWC) has proposed an inter-local agreement among jurisdictional agencies and stakeholders, which calls for a 28–35 person diverse stakeholder council. This council could take the form of an intergovernmental coordination committee. In addition, the County’s Resource Management Plan (CRMP) calls for the County to “Coordinate with state and federal agencies on the management of all land use activities on public lands.” The CRMP also specifically calls for intergovernmental coordination on fire management, fisheries, forest management, noxious weeds, recreation and tourism, riparian areas and wetlands, water quality and water rights, wilderness areas, and wildlife management.

**Related Vision Themes:**

All

**Guiding Principles:** (Note: the guiding principles are referenced from the vision document)

LU 1: Maintain consistent and effective collaboration and coordination among jurisdictions, government agencies, and stakeholders, while acknowledging that stakeholders include canyon residents, County residents, businesses, and visitors.

R 1: Maintain consistent coordination with neighboring jurisdictions and agencies to support a connected recreation system.

T 1: Collaborate in long-term transportation planning with UDOT, UTA, USFS, the U.S. Army Corps of Engineers, Salt Lake City Public Utilities, private property owners, local jurisdictions (Salt Lake and Summit counties), and other involved agencies.

**Strategy Choices:**

1. Coordinate with and support the Central Wasatch Commission (CWC) to facilitate intergovernmental coordination and implementation of the General Plan.

2. Implement the interagency coordination measures identified in the CRMP for fire management, forest management, riparian areas and wetlands, and the other resources addressed in the CRMP.

3. Establish goals, action plans and timelines among jurisdictions.
2. PUBLIC AGENCY PLANNING PARTICIPATION

**Goal:** Ensure that the County and jurisdictional entities collaborate in the preparation of future plans relating to the Wasatch Canyons.

**Background:** Successful planning for management of the lands and resources in the Wasatch Canyons will require a general plan area-wide approach across jurisdictional boundaries. The CRMP identifies inter-agency coordination as key to successful planning and management of resources related to public lands, particularly the National Forest. The CRMP calls for active engagement in forest planning and other agency planning efforts. It is essential for the County to engage in future updates to the Forest Management Plan, Salt Lake City management plans, and UDOT and UTA planning and approved implementation level actions.

**Related Vision Themes:**
All

**Guiding Principles:**
LU 1: Maintain consistent and effective collaboration and coordination among jurisdictions, government agencies, and stakeholders, while acknowledging that stakeholders include canyon residents, businesses, and visitors.

T 1: Collaborate in long-term transportation planning with UDOT, UTA, USFS, Salt Lake City Public Utilities, Alta Township, Brighton Community Council, Big Cottonwood Community Council, private property owners, local jurisdictions (Salt Lake and Summit counties) and other involved agencies.

**Strategy Choices:**
1. Work with the partner agencies and the Wasatch Front Regional Council on updates of their development and management plans and any corresponding amendments.
2. Work with the USFS, Army Corps of Engineers, UDOT, and UTA on any implementation level projects so they meet the Wasatch Canyons General Plan’s vision.
3. Include the USFS, Salt Lake City, Town of Alta, Brighton Community Council, UDOT, and UTA on County level plans, studies, and projects to ensure all activities are coordinated.
4. Explore reliance on the CWC as the venue for coordinating future planning efforts, to ensure inclusion of property owners and the general public.
5. Invite participation of the Scenic Byway Councils through the State of Utah Office of Tourism in future planning efforts.
6. Coordinate with WFRC and UDOT to get transportation projects in RTP and Unified Transportation plans.
3. NON-PROFIT AND COMMUNITY GROUP SUPPORT

**Goal:** Support engagement of citizens’ groups and non-profit organizations in planning and management activities in the Wasatch Canyons.

**Background:** There are a number of citizen led and non-profit organizations with interests in the Canyons. These groups serve a number of valuable roles, but coordination among them is generally limited to addressing specific issues as they arise. Small organizations and groups may not have the ability to efficiently address systemic issues; a larger pool of resources and funding are often necessary to accomplish this task. In the long term, these coalitions need resources and organizational support to maintain viability. The County could act as a facilitator in improving coordination and partnerships between community organizations that represent the needs of specific interests on an on-going basis.

**Related Vision Themes:**
All

**Guiding Principles:**
LU 1: Maintain consistent and effective collaboration and coordination among jurisdictions, government agencies, and stakeholders, while acknowledging that stakeholders include canyon residents, businesses, and visitors.

**Strategy Choices:**
1. Identify the citizen interest groups, community councils, non-governmental organizations, property owners associations, non-profit groups, and other similar associations active in each canyon, and meet with them to identify opportunities for the County to support their activities, enhance communications, and identify common objectives that align with the Wasatch Canyons General Plan.
2. Commit staff time or funding to these groups in the form of grants for activities that support the implementation of the Plan. The County can choose to commit staff assistance in assisting user groups and non-governmental entities.
3. Provide meeting spaces, mentorship and other support.
4. Sponsor a forum of community groups and interest groups to coordinate communications and interactions with the County and other agency stakeholders.
5. Track service projects, hours, and efforts to show progress and gauge involvement.
6. Using a County website list NGOs and Government agencies to provide resources for the Canyons to better utilize existing groups.
4. BRANDING, AESTHETICS, AND CHARACTER GUIDANCE

GOAL: RAISE APPRECIATION AND STEWARDSHIP OF CANYON BEAUTY THROUGH BRANDING, AESTHETICS, AND DEVELOPMENT CHARACTER GUIDANCE.

BACKGROUND: The beauty and physical aesthetics of the Wasatch Canyons are an important factor to the success of the region. Guidelines for public and private improvements can support the preservation of its character. The County’s CRMP identifies visual quality goals and policies including, “Encourage the enhancement of the aesthetic beauty of our built environment.” Section 19.72.170 of FCOZ establishes design standards for private lands and development in the Canyons to preserve and enhance the beauty of the landscape; encourages project planning and building design that preserves natural terrain; manages development in sensitive lands; and steers development toward the most suitable areas. FCOZ and MRZ also set forth a number of mandatory and advisory design guidelines to address structures, siting, vegetation, screening and other aspects of development in the Canyons.

The USFS needs to be engaged to ensure that branding, aesthetics, and character guidance are consistent across County and federal lands, including FHWA (UDOT) highway easements throughout the area. Also recommend considering coordinating with the Utah Office of Tourism Scenic Byway Program in regards to the State Scenic Byway status of SR-190 and SR-210.

RELATED VISION THEMES:
Land Use

GUIDING PRINCIPLES:
LU 6: Encourage the aesthetic beauty of the man-made environment and the protection of the scenic natural environment.
Econ 4: Promote signage and branding that highlights the history and heritage of the Canyons, and promotes appreciation and stewardship.

STRATEGY CHOICES:
1. Create design guidelines/standards for the built environment (commercial development, gateways and public areas) that include consistent design quality, materials, and placement.
2. In coordination with the USFS, UDOT, and UTA, develop a specific design guidelines/standards implementation plan for Canyon entrances, key nodes and destinations (like trailheads).
3. Work with ski resorts and other businesses to implement comparable aesthetic plans.
4. Adopt County design standards through the FCOZ/MRZ.
5. Implement unique canyon branding, similar to national parks, which promotes a sense of place, stewardship, and heritage (i.e., signage, architecture, entry features, benches, etc.).
5. REGULATORY TOOL REVIEW

GOAL: As needed, update County ordinances to further implement the vision, goals, and strategies of the General Plan.

BACKGROUND: The Foothill Canyons Overlay Zone (FCOZ) and the Mountain Resort Zone (MRZ) were both adopted before this general planning update process began. Both will be major plan implementation tools and may need to be modified to implement the objectives of the General Plan. Significant revisions were recently made to the FCOZ, and the ordinance addresses current needs of the County; however, the General Plan update should consider the FCOZ and MRZ updates to aid in plan implementation. Potential revisions to the FCOZ and/or the MRZ should be carefully considered in order to accomplish General Plan goals without revisiting previously settled issues.

RELATED VISION THEMES:
Land Use

GUIDING PRINCIPLES:
LU 4: Maintain zoning that allows development in appropriate areas and preserves lands for watershed, recreation, scenic value, and wildlife.

STRATEGY CHOICES:
1. Periodically update of County ordinances (FCOZ and MRZ) related to development siting, street design, access, floodplains, water protection and the structural design of buildings to ensure that health and safety requirements are met while allowing appropriate development to meet State Code.
2. Periodically update of County ordinances (FCOZ and MRZ) to meet the General Plan Vision and County leadership goals.
3. At the General Plan draft level and adoption, review the FCOZ and MRZ to compare goal and strategy alignments or conflicts.
4. Review progress and update the WCGP every 5 years to better understand progress and work towards goals.
5. Plan for a complete General Plan update in the 15-20 year time frame (2033-2038).
6. PUBLIC UTILITY INFRASTRUCTURE

**Goal: Meet the growing demands for expanded public utility systems posed by Salt Lake County residents, businesses, and visitors in the Canyons by 2040.**

**Background:** Providers and managers of public infrastructure and services in the Canyons include the USFS (trails, trailheads, toilet facilities, picnic areas, parking); the UDOT (roads); the UTA (transit); Salt Lake County (sewer services), other agencies. Roads and transit are addressed in later sections of the Goal Initiatives. These agencies identify infrastructure and service needs and prioritize projects and spending through development of capital improvement plans. Although several initiatives are underway to address shortfalls, funding for infrastructure improvements and maintenance is not meeting current needs. Ideas to address funding shortfalls are discussed below in Goal Initiative 8. *Dedicated Funding Sources for Capital Improvements and Ongoing Maintenance and Operations.*

The Wasatch Canyons see many visitors across all seasons, primarily for recreational uses. Targeted new infrastructure development and upgrades to existing infrastructure will be needed to achieve the vision for recreational experience and to support the desired future land uses. In addition, visitors and residents can adversely impact the natural environment due to the current lack of infrastructure (sanitation, parking etc.). A challenge is that agency budgets have not been sufficient to keep up with infrastructure development and maintenance needs, and alternative or additional sources of funding need to be identified.

**Related Vision Themes:**

All

**Guiding Principles:**

LU 1: Maintain consistent and effective collaboration and coordination among service providers, government agencies, and stakeholders, to include canyon residents, businesses, and visitors.

R 6: Provide support through grants, road tolls, and/or other funding revenues for recreation facility maintenance, trailheads, and restrooms.

R 7: Consider year-round needs in recreation planning and facility maintenance.

T 4: Provide well-maintained and accessible transportation infrastructure including roads, parking facilities, pathways, and walkways.

**Strategy Choices:**

1. Work with agency partners to identify public infrastructure needs to address residential, recreational, and business impacts.

2. Evaluate infrastructure needs and coordinate agency capital improvement plans (CIPs) to ensure they are consistent with the General Plan. Ensure General Plan projects (to be identified) are in CIPs and prioritize their implementation.

3. Evaluate infrastructure priorities and incentives for development in appropriate areas that achieve environmental protection, recreational impact mitigation, and other goals consistent with the General Plan.

4. Evaluate alternative and supplemental funding options to support development and maintenance of needed infrastructure.
7. BROADBAND AND COMMUNICATIONS INFRASTRUCTURE EXPANSION

GOAL: Support the extension of broadband and other communications hardware to enhance communications services in the Wasatch Canyons.

BACKGROUND: Enhanced electrical capacity and improved fiber optic, wireless, and broadband is critical to support year-round employment, local businesses, quality of life, tourism, and public safety. The Utah Department of Transportation (UDOT) has recently installed real-time traffic monitoring equipment in Big Cottonwood and Little Cottonwood Canyons, which includes wireless communication capabilities. These improvements have expanded and improved cell communications in the Canyons.

In pursuing communications infrastructure upgrades, emphasis should be placed on services to Mill Creek Canyon, which has significant gaps in coverage or available providers.

RELATED VISION THEMES:
Land Use, Recreation

GUIDING PRINCIPLES:
LU 2: Support quality planning and zoning that encourages social and community relationships, healthy lifestyles, and public safety.

STRATEGY CHOICES:
1. Evaluate and modify, if necessary, infrastructure and CIP plans so that they are consistent with the General Plan.
2. Incentivize development in appropriate areas and achieve other goals such as public safety improvements and environmental protection.
3. Investigate other methods of providing broadband services (preferred providers, county partnerships etc.)
4. Ensure that new communications infrastructure is designed and installed in accordance with General Plan goals regarding aesthetics and character of the Canyons.
5. Implement improvements in broadband and telecommunications in Mill Creek Canyon.
8. DEDICATED FUNDING SOURCES FOR CAPITAL IMPROVEMENTS AND ONGOING MAINTENANCE AND OPERATIONS

**Goal:** Establish dedicated funding sources to assist the implementation of Canyons Capital Improvement Projects and to provide ongoing support for maintenance and operations to support the growing demands of the Canyons.

**Background:** As discussed in several other goal initiatives, funding for needed infrastructure improvements and on-going maintenance has not kept up with the growing needs. The types of funding needed for one-time construction projects are different from sources that can provide long-term revenues for operations and maintenance. In order to achieve the community’s vision, additional funding sources should be evaluated to implement a variety of strategies.

**Related Vision Themes:**
All

**Guiding Principles:**
R 6: Provide support through grants and/or other funding revenues dedicated to recreation facility maintenance, trailheads, and restrooms.
R 7: Consider year-round needs in recreation planning and facility maintenance.
T 4: Provide well-maintained and accessible transportation infrastructure including roads, parking facilities, pathways, and walkways.

**Strategies:**

1. **Implement Canyon use fees or roadway tolls.**

While some Wasatch canyons currently charge entry fees, others do not. The USFS is currently looking into use fees. The Utah legislature recently passed legislation that allows UDOT to levy tolls on identified State highways for a variety of purposes. Benefits and constraints of user fees and tolls include:

- The toll-authorizing legislation is flexible and allows UDOT to use tolls collected to support non-transportation projects, such as expanded recreational facilities, parking improvements and facility maintenance, among others.
- Canyon use fees and road tolls put the burden of payment on those who use the Canyons.
- Difficulty and cost of collecting fees, especially with multiple canyon access points.
- Traffic backups at fee collection sites can also be a concern, especially at peak use periods.
- The technology for collecting tolls can be automated to not require vehicles to stop, avoiding canyon congestion at collection points.
- Dash-board permits are an alternative to fee collection, but the enforcement of a permit system (i.e., bike tags, parking permits, etc.) would be costly and enforcement would be sporadic at best.
- Tolls and fees can motivate entry at unauthorized access points, including putting a burden on other recreational areas or parking in adjacent neighborhoods.

**Case Study:**
Mueller Park Canyon – Davis County
Number of Trailheads: 3
Managed by the USFS

Various trails in Mueller Park Canyon are only accessible by passing a non-staffed pay station. Cost is $8.00 per vehicle and $5.00 per walk-in user; both are on an “on-your-honor” system; however, a ranger circulates occasionally to verify payment stubs have been left in vehicles. The ranger indicated that approximately 30-50 percent of users of the pay area actually pay. A major trail system in Mueller Park is accessed prior to the pay station, resulting in no fee. The ranger indicated that the greatest traffic and usage in the Canyon occurs in the non-pay area. Due to parking fees, many Canyon users choose to park in the neighborhoods just outside the pay station, thereby creating some parking issues for neighbors. When fees were first established at Mueller Park Canyon, there was significant outcry from the public.
Table X: Canyon Access – Sample of Current Use Fees

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<tr>
<th>Location</th>
<th>Fee</th>
<th>Usage/Annual Revenue</th>
<th>Remarks</th>
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<tbody>
<tr>
<td>Mueller Park – Davis</td>
<td>$8.00 – Car/$5.00 –</td>
<td>Walk-In</td>
<td>Busiest portion of the Canyon does not require a fee. Managed by USFS.</td>
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<td>County</td>
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<td>Roughly 30-50 percent of users of fee area actually pay (on-your-honor)</td>
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<td>system. Full road is open only half of the year, while the remainder</td>
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<td></td>
<td>services commercial uses. Heavily used trails with significant connections</td>
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<td></td>
<td></td>
<td>to neighboring canyons. Managed by USFS.</td>
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<tr>
<td>Mill Creek Canyon – Salt</td>
<td>$3.00 – Car/$40.00</td>
<td>annual pass</td>
<td>Managed by USFS. Pay station at entrance, with numerous self-serve tubes</td>
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<tr>
<td>Lake County</td>
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<td></td>
<td>that reportedly have somewhat limited usage. Significant number of</td>
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<td></td>
<td></td>
<td></td>
<td>trails for hiking, biking, and ATV use.</td>
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<tr>
<td>American Fork Canyon –</td>
<td>$6.00 – Car (1-3 day</td>
<td>$45.00 annual pass</td>
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<td>Utah County</td>
<td>pass</td>
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**What is the County’s Role?**

The County would work with the USFS, UDOT, and other stakeholders to determine potential sites for tollbooths, or potential revenues from permit-restricted programs, based on USFS data regarding use. The County would work with the USFS and UDOT to allocate collected tolls in a manner to address the most pressing demands in the Canyons.

2. **Create a County-wide Regional Canyon Recreation District (Local or Special Service District).**

Benefits and constraints include:

- Stable, predictable revenue source for both operating and capital expenses
- Can bond for capital improvements
- Process of forming a local district requires cooperation of all cities/counties involved – Utah Code 17B-(1)(d) – “a resolution proposing the creation of a local district, adopted by the legislative body of each county whose unincorporated area, whether in whole or in part, includes and each municipality whose boundaries include any of the proposed local district”
- Concerns over governance and equity by all cities included in the district

Comparisons of Local Districts with Special Service Districts:

- Local districts have taxing power whereas special service districts must request any taxes or assessment from the governing body that created them

**Case Study:**

**Snyderville Basin Special Recreation District**

Snyderville Basin, Summit County

Created to provide recreational opportunities to residents and visitors to the Snyderville Basin. The Recreation District has a governing board but all taxing powers reside with Summit County, the creating entity. The District has two tax rates—one for maintenance and operations and one for capital expenses, including general bond obligations.

**What is the County’s Role?**

The County would work with all municipalities in the County to create a local service district.

**Partners**
3. **Implement a Zoo, Arts and Parks Tax (known as the ZAP or RAP tax).**
Salt Lake County has already enacted this tax to the full 1/10th of one percent and the ZAP tax generated approximately $24 million in revenue for Salt Lake County in 2017. Benefits and constraints include:
- Competitive process to apply for and receive funds; many other organizations rely on this revenue source
- Not a new revenue source; raising the 1/10th of a percent would require both legislative and voter approval

**WHAT IS THE COUNTY’S ROLE?**
The County is responsible for reviewing ZAP tax applications and distributing funds. The County could decide to re-allocate some funding to address the Canyons’ issues.

**PARTNERS**
Salt Lake County

4. **Implement Transient Room and Lodging Taxes.**
A county may impose a tax on charges for lodging facilities for less than 30 days at a rate not to exceed 4.25 percent (Utah Code §59-12-301). Salt Lake County has enacted this rate at the full 4.25 percent. In addition, municipalities may enact a rate of up to one percent of the rates charged for fewer than 30 days. An additional transient room tax of 0.5 percent may be imposed under certain circumstances to repay bonded or other indebtedness (Utah Code §59-12-352 and 353). There are only two cities in Salt Lake County that are currently eligible to, and have enacted, this tax: Sandy City and West Valley City.

Other travel and tourism-related taxes include the resort communities tax, restaurant tax, and motor vehicle leasing tax.

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<tr>
<td>Resort Communities</td>
</tr>
<tr>
<td>Restaurant Tax</td>
</tr>
<tr>
<td>Motor Vehicle Leasing Tax</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
</tr>
</tbody>
</table>

The benefits and constraints of these taxes include:
- Provides a stable and predictable revenue source
- Tourism and travel-related taxes have been growing in Utah
- Subject to economic downturns
- Revenue sources may be previously committed to other projects or through outstanding bonds
- Raising the tax rate would require legislative approval

**WHAT IS THE COUNTY’S ROLE?**
The County would need to allocate funds generated to the Canyons on an ongoing basis. The County could also work with the Legislature to increase the tax rates in Salt Lake County to be used specifically for funding in the Canyons.

**PARTNERS**
Salt Lake County
5. Tap into funding resources from foundations, grants and other revenue sources.

(a) **Foundations**
The benefits and constraints of foundation funding include:
- Those most involved and interested foundations contribute to the associated costs
- Creates a sense of pride and ownership in open space
- Partners with the private sector to increase business contributions
- Not a steady or consistent revenue source
- Cannot bond against these revenues
- May take time to build up significant membership and revenues
- Significant administrative costs of running the foundation unless done by volunteers
- Not always support for maintenance

(b) **Grants**
While grants do not provide an ongoing revenue source, they may provide one-time funds that can be used for capital projects. Some of the most popular grant sources for recreation-related projects include the Land and Water Conservation Fund, the Utah Waypoint Grant, the Recreational Trails Program (RTP), and Transportation Alternatives Program (TAP). Benefits and constraints include:
- New money source that does not need to be repaid
- Not a steady or consistent revenue source
- One-time revenue only
- May require matching funds or other restriction on use of funds

**WHAT IS THE COUNTY’S ROLE?**
The County could devote resources to provide leadership assistance in grant writing.

**PARTNERS**
Salt Lake County

6. **Implement tax shareback agreements or tax increment financing.**
Revenues are generated through growth in property values or sales taxes. A portion of the revenues received may be paid back to a developer for improvements or to a Redevelopment Agency (in the case of a creation of Project Area) to assist with improvements. Benefits and constraints include:
- Flexibility in use of funds
- Can incentivize growth to occur in a particular area
- Revenues can vary depending on the growth that actually occurs in an area
- Often difficult to obtain taxing entity approval (required when requesting participation by taxing entities such as school districts, water districts, etc.)

**WHAT IS THE COUNTY’S ROLE?**
The County would need to evaluate the creation of a Project Area(s) in the Canyons where tax increment generated funds could be applied.

**PARTNERS**
Salt Lake County

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**CASE STUDY:**
**Park City, UT Mountain Trails Foundation**
Park City has created the Mountain Trails Foundation with five membership options ranging from $10 to $300+ per year. Based on interviews, the most popular options are the $50 and $100 options. Membership results in various coupons, discounts, and gifts (depending upon the $ level - maps, socks, vests, jackets, etc.). Memberships represent 60 percent of the Foundation’s annual revenues, while races, grants, and corporate sponsorships provide the rest of the revenue.
9. RESILIENCE PROGRAM

**Goal:** Prepare the Canyons for potential future natural hazards and address the impacts caused by aging infrastructure in the Canyons to reduce impacts.

**Background:** The long-term health of the Wasatch Canyon’s ecosystems, protection of water quality, and protection of the quality of the recreational experience in the Canyons depends on both future protections and remediation of past problems. Much of the development in the Canyons is quite old, and water, sewer and utility systems are aging. The climate is changing and better techniques for managing flooding, wildfire, noxious weeds, and other problems are emerging. A program to repair older systems and employ new management techniques would result in better environmental and recreational outcomes.

The CRMP addresses floodplains, noxious weed control and fire management, setting forth the County’s desired future conditions, management objectives and associated policies and guidelines. FCOZ identifies floodplains and riparian areas as sensitive lands deserving of greater protections in the development process. The CRMP also identifies agency partners for sustainability projects and efforts. Salt Lake County could develop its own program to incentivize upgrades of private systems, and could coordinate with jurisdictional agencies on sustainability programs. The CRMP calls for coordination among the USFS and emergency service providers to prevent and remediate damage caused by fires, flooding and other natural disasters. The County’s Integrated Watershed Plan identifies strategies to protect water quality in the Canyons. The CRMP specifically addresses fire management, floodplain management, and geologic hazards, with accompanying goals, policies and management direction.

**Related Vision Themes:**
Environment

**Guiding Principles:**
E 1: Protect and steward open lands and natural resources (air, water, wildlife, fisheries, climate, trail systems, wetlands, dark skies, viewscape, soundscape, soils, open space, native vegetation).
E 3: Protect, maintain, and improve watershed health, water supply, and water quality.
E 5: Maintain healthy populations of native species and support early detection and rapid response to eliminate invasive species and noxious weeds.
E7: Respect approved private property uses and promote their stewardship of the environment.
E8: Support wildfire safety and defensible space.

**Strategy Choices:**
1. **Worth with corresponding agencies to further prepare the Canyons in the event of a wildland fire.**
2. **Apply adequate resources to fire protection, invasive species management, and habitat protection.**
3. **Ensure communities and resort areas have adequate emergency preparedness plans.**
4. **Work to develop programs to incentivize the upgrading of existing homes and businesses including septic upgrades and improved water and sewer connections.**
10. OPEN SPACE CONSERVATION

**Goal:** Pursue the conservation of areas that reflect community values for open space and have ecological significance.

**Background:** A defining attribute of the Wasatch Canyons is the abundance of open space for scenic, recreational and habitat values. The identification and protection of open space in identified locations will forever preserve the character of the Wasatch Canyons and protect sensitive resources.

The *Salt Lake County Open Space Acquisition Plan* was developed to meet Salt Lake County’s goal of creating a diverse portfolio of conserved lands that improve quality of life and protect ecological health in Salt Lake County. The plan comprises the tools and process by which the Open Space Trust Fund Advisory Committee recommends projects for funding from the Open and Green Space Bond and the Open Space Trust Fund. It contains two major sections: policy and process and land analysis. The former establishes a Project Selection Process and sets priorities. The latter is a GIS-based (Geographic Information System) analysis designed to identify and evaluate open lands in Salt Lake County and recommended acquisition strategies.

The County could explore creation of a Transfer of Development Rights (TDR) system to exchange private lands in the Canyons for developable lands elsewhere in the County. The County could also evaluate the utility of acquiring conservation easements, or fee title to lands, in conjunction with Salt Lake City’s efforts.

**Related Vision Themes:**
Land Use, Environment

**Guiding Principles:**
E 2: Promote the acquisition of natural and undeveloped lands for conservation.

**Strategy Choices:**
1. Identify priority areas of open space in the Wasatch Canyons Plan area that should be conserved.
2. Utilize the Open Space Trust Fund and other NGOs to protect key parcels for open space and recreational access through acquisition or conservation easements.
3. Promote the use of private land trusts and other groups to facilitate the conservation of key properties through donations, conservation easements, and acquisition.
4. Consider development of a Transfer of Development Rights/Units (TDR) program to provide canyon property owners with options to receive compensation for conserving their land by identifying potential receiving areas both within the Wasatch Canyons area and outside.

**Transfer of Development Rights**
A successful TDR program must identify sending areas (private inholdings) and receiving areas (locations where development would be feasible). A TDR program could allow for increased density or a reduction in the open space requirement on a certain site in exchange for permanent protection of an alternate site where open space preservation has been identified as a priority.

A TDR program could potentially preserve prime open space, while still allowing the property owner to reap some monetary benefit. For a successful TDR program, it has generally been found that there needs to be more receiving sites than sending sites.

TDR is a voluntary rather than compulsory program. Landowners must be willing to either sell development rights or exchange their lands for rights to develop in other locations. The receiving jurisdictions must also agree to allow for additional development in the selected locations.
11. RECREATIONAL ACCESS

**Goal:** Provide public access for recreational opportunities.

**Background:** Recreational access to open space is an important component of an open space preservation program. The County is committed to completing the Bonneville Shoreline Trail corridor and trail system, and providing for access to the trail at appropriate locations.

Additionally, a number of privately-owned parcels of property are located within the National Forest. Many of these lack potable water and have limited access and development potential, leaving landowners with few options to realize ownership benefits. Access to open spaces and public lands is often through or across private lands.

The County could evaluate the utility of acquiring conservation easements, or fee title to strategic properties especially relating to the Bonneville Shoreline Trail, in conjunction with Salt Lake City's land preservation efforts. The County could explore creation of a Transfer of Development Rights (TDR) system to exchange private lands in the Canyons for developable lands elsewhere in the County.

**Related Vision Themes:**
Land Use, Environment

**Guiding Principles:**
E 2: Promote the acquisition of natural and undeveloped lands for conservation.
R 3: Enhance and preserve access to public lands.

**Strategy Choices:**
1. Establish additional locations for recreational access to the Bonneville Shoreline Trail and other recreational open spaces.
2. Utilize the Open Space Trust Fund to protect key parcels for open space and recreational access through acquisition or conservation easements.
3. Consider development of a Transfer of Development Rights/Units (TDR) program to provide canyon property owners with options to the development of their land by identifying potential receiving areas both within the Wasatch Canyons area and outside.
12. PUBLIC AWARENESS AND STEWARDSHIP OF ENVIRONMENTAL AND RECREATIONAL VALUES

**Goal:** Enhance public awareness and stewardship of the environment and recreational values.

**Background:** Increasing visitation and use of the Canyons is creating additional impacts to the resources and to the recreational experience. Greater understanding by visitors of the function and sensitivities of canyon resources to impacts could reduce those impacts and support better overall canyon visitor experiences. A program to promote environmentally-friendly and user-friendly public activities while in the Canyons and foothills could reduce adverse impacts and experiences. Visitation to picnic areas and trailheads in the Canyons is increasing rapidly, with accompanying impacts to toilet facilities, parking areas, tables, fire pits and other amenities. Canyon trails are also experiencing an increase of use and incidents of misuse. According to the 2016 report, *An Estimation of Visitor Use in Little Cottonwood, Big Cottonwood, and Mill Creek Canyons* (Utah State University’s Institute of Outdoor Recreation and Tourism), the estimated annual visitation in the Wasatch Canyons was 4,505,004 total users. Of those users, 30% visited designated resort areas and 70% were dispersed users. The rate of visitation is expected to continue to increase as the Salt Lake Area population grows. The CRMP addresses environmental education as an element of wildlife and habitat preservation.

**Related Vision Themes:**
Environment, Recreation

**Guiding Principles:**
E 1: Protect and steward open lands and natural resources (air, water, wildlife, fisheries, climate, trail systems, wetlands, dark skies, soundscape, soils, open space, native vegetation).
R 2: Support programs that promote responsible recreation and personal responsibility for public safety and protection of the Canyon’s natural resources.

**Strategy Choices:**
1. In cooperation with canyon stakeholder and interest group partners, develop a countywide public education campaign and associated social media and materials to support public education and stewardship of the Wasatch Canyons.
2. Consider development of educational materials for school program and support programs aimed at making the Wasatch Canyons accessible to all.
13. WILDLIFE MANAGEMENT

**Goal:** Ensure that future use of and development in the Wasatch Canyons is managed to protect wildlife and wildlife habitats and to reduce human-wildlife conflicts.

**Background:** Increasing public visitation and vehicle use of the Wasatch Canyons could result in impacts to wildlife. The CRMP addresses wildlife management on public lands in detail, identifying several management objectives with accompanying policies and guidelines. The four most relevant wildlife management objectives include:

- Managing to keep species off the federal endangered species list
- Provide for sustained diversity of species and maintain communities within their historic range
- Support maintenance and improvement of existing aquatic habitats, including riparian and wetland habitat
- Support active management of vegetation to reduce components or factors that promote risk of catastrophic fire
- Support management actions to reduce potential for insect epidemics
- Coordinate with DNR and the Utah Department of Transportation to reduce wildlife vehicle collisions on Salt Lake County roadways

Section 19.72.140 of FCOZ, *Wildlife Habitat Protection*, establishes development limitations in areas of critical wildlife habitat and provides standards and guidelines to protect wildlife and their habitats.

**Related Vision Themes:**
Environment

**Guiding Principles:**
E 6: Preserve sensitive habitats and migration areas for wildlife.

**Strategy Choices:**
1. Support the Utah DWR in implementation of the Utah Wildlife Action Plan.
2. 
3. Work with other agencies to further designate sensitive areas, wildlife corridors, and conflict areas.
4. Identify wildlife protection measures (fencing, changes in trail, wildlife underpasses) for key sensitive areas.
5. Support efforts to manage invasive species including Bark Beetle and invasive weeds.
6. Review and revise, as necessary, County codes and regulations to support wildlife.
7. Work with SLCPU and Utah DWR to establish minimum water levels for reservoirs in the Canyons to protect fish populations.
14. WATERSHED MANAGEMENT

**Goal:** Ensure the management of watersheds in the Wasatch Mountains to protect water quality and quantity.

**Background:** The County has adopted the Integrated Watershed Plan, most recently updated in 2017, which comprehensively addresses characteristics of the watersheds in the Wasatch Mountains, watershed planning elements, and plan implementation. Specifically, the plan evaluates the effectiveness of implementation strategies set forth in the 2009 Integrated Watershed Plan, and establishes updated guiding principles and 14 priority implementation recommendations. Salt Lake City has adopted a 1999 Watershed Master Plan, pursuant to the city’s extra-territorial jurisdiction over its watersheds. The Master Plan describes watershed characteristics and uses, watershed jurisdictions and ownership, and establishes recommendations for future management for the Wasatch watershed as a whole, and for each of the Wasatch Canyons.

**Related Vision Themes:**
Environment

**Guiding Principles:**
LU 4. Maintain zoning that allows development in appropriate areas and preserves lands for watershed, recreation, scenic value, and wildlife.
LU 5. Collaborate with public and private entities to support clean watersheds, biodiversity, healthy forests, and resilient landscapes.
E 3. Protect, maintain, and improve watershed health, water supply, and water quality.

**Strategy Choices:**
Both the 2017 Salt Lake County Integrated Watershed Plan and the 1999 Salt Lake City Watershed Master Plan establish goals and policies for future watershed management, and recommendations for implementation of management strategies. Salt Lake City is currently updating the 1999 Plan.

1. **Support the continued implementation of the recommendations of the 2017 Salt Lake County Integrated Watershed Plan.**
2. **Support the implementation of the recommendations of the updated 1999 Salt Lake City Watershed Master Plan.**
15. RECREATION MANAGEMENT AND MAINTENANCE

**Goal:** Improve the quality of recreation for visitors and residents while meeting the needs for anticipated future demand.

**Background:** The Wasatch Canyons are a unique recreational amenity in close proximity to a major metropolitan area. Achieving sustainable recreation in the Wasatch Canyons will require specific management tools to disperse visitors, manage capacity, and ensure a high quality visitor experience. Sustainable trail development can provide other recreational opportunities while protecting our environment. The intentional design and retrofit of trailheads, use areas, and parking areas can promote sustainability, encourage resiliency, and manage visitation.

The Forest Plan comprehensively addresses recreation access and management on USFS lands in the Canyons. The CRMP identifies management objectives, policies and guidelines for recreation and tourism including:

- Engage recreation users, resource managers, and local residents in developing strategies for managing recreation to meet desired future conditions and address recreation pressures and demands.
- Work cooperatively across agencies to support recreation choice and demand. When conflicts arise, pursue practical, lasting, win-win solutions in an atmosphere of open communication, broad participation, and respect.
- Encourage education in values of outdoor recreation.
- Support education efforts about naturalness, solitude, and other backcountry values.
- Recognize the value of outdoor activities in the development of children and young people, and through education and hands on experience, encourage their active participation.
- Improve the quality of recreation experience for visitors and residents.
- Support the development of funding mechanisms for the creation, implementation, and ongoing operations of needed recreational facilities, transportation options, infrastructure, and maintenance.
- Install interpretive signs in multiple languages at high-use areas, including parking lots, trailheads and viewpoints to foster stewardship, encourage proper behavior, and appreciate natural resources.
- Encourage participation from a diverse range of stakeholders in development of recreation system improvements, including local governments, private land owners, recreation groups, and other stakeholders.

**Vision Themes:**
Recreation

**Guiding Principles:**

R 1: Maintain consistent coordination with neighboring jurisdictions and agencies to support a connected recreation system.

R 2: Support programs that promote responsible recreation and personal responsibility for public safety and protection of the Canyon’s natural resources.

R 3: Enhance and preserve access to public lands.

R 4: Maintain a spectrum of diverse recreation opportunities for participants at all levels, abilities, and interests.

R 5: Recognize the need to accommodate different user groups in ways that minimizes user conflict and landscape damage.

R 6: Provide support through grants and or other funding revenues for recreation facility maintenance, trailheads, and restrooms.

R 7: Consider year-round needs in recreation planning and facility maintenance.
**Strategy Choices:**

**Overall System**

1. Assist the Forest Service in maintaining a quality trail system Canyon wide.
2. Consider implementing a volunteer program similar to the Master Naturalist Program to train volunteer leaders.
3. Promote lesser-used recreation areas in SLCo to provide alternatives to the frequently-used Wasatch Canyons.
4. Develop new phone and computer applications to maximize user experience, disperse use, promote recreational areas and provide real-time usage information.
5. Acquire strategic land or easements for recreation access where necessary on private or public lands for recreation access and management.

Promote trailheads as transit friendly options.

**Recreation Infrastructure**

1. Assist NGOSs and the USFS in implementing their standards for the development of trailheads, parking areas, and other use areas.
2. Retrofit key areas to include designated parking and needed amenities (garbage receptacles, restrooms, parking etc.).
3. Utilize designated parking areas and signage to manage carrying capacity and promote the use of other areas.

**Trails**

1. Identify specific new trail locations in key locations through an expanded regional trails plan.
2. Identify trails that need additional maintenance, rerouting or redesign.
3. Implement sustainable trail and trailhead design guidelines and work with volunteer trail groups on implementation projects.
4. Continue to obtain the necessary regulatory approvals, easements, and environmental studies to develop regional trail system and long distance trails such as the Bonneville Shoreline Trail.
5. Create additional trail systems in the foothills to disperse use.
16. ACTIVE TRANSPORTATION EDUCATION AND ENCOURAGEMENT

**Goal:** Educate and encourage residents, employees, and visitors on how to use active transportation facilities to promote a culture of bicycling and walking.

**Background:** Encouraging proper and safe use of trails and active transportation facilities will aid in converting more trips from vehicle trips to non-motorized trips. Wayfinding signage helps bicyclists and pedestrians travelling for transportation and recreation navigate unfamiliar areas. The inclusion of travel time and distance on wayfinding signage has proven to be a positive influence on active transportation activity. Wayfinding information can promote active transportation as a viable method for traveling to, or within the Canyons. Wayfinding signage can be coordinated with branding and aesthetic goals.

**Vision Themes:**
Recreation and Transportation

**Guiding Principles:**
T 2: Create convenient, safe, timely, sustainable, and efficient options for transportation by a variety of modes that satisfy multiple needs.
T 4: Provide well-maintained and accessible transportation infrastructure including roads, parking facilities, pathways, and walkways.

**Strategy Choices:**
1. Develop a wayfinding signage program for bicyclists and pedestrians that direct users to key destinations within the Canyons.
2. Develop additional wayfinding collateral such as maps or online information to prepare visitors traveling to the Canyons.
3. Promote uphill and downhill bike and pedestrian facilities in all Canyons as much as the terrain and site conditions allow.

For strategy choices related to physical infrastructure, such as bike lanes and amenities, see Goal Initiative 17: Pedestrian Facilities and Goal Initiative 18: Roadway Infrastructure.
17. PEDESTRIAN FACILITIES

Goal: Ensure pedestrians can safely access trailheads, parking lots, and other public facilities.

Background: To provide additional access and reduce roadside parking conflicts with growing number of people walking, running, and biking in the Canyons, non-motorized recreation options must be available with the appropriate connections. Although sidewalks are not likely feasible, off-street pathways and on-street crosswalks would improve pedestrian conditions at key locations. Additional concerns to consider are that, other than the ski resorts and park and ride lots, there are limited Americans with Disabilities Act (ADA) facilities (ramps, parking spaces, cross-walks) in the Canyons.

Mill Creek Canyon

The extensive trail network is perhaps the primary feature drawing visitors to Mill Creek Canyon. Due to the Canyon’s parking congestion issues, however, some visitors are not able to park in the lot closest to their desired trailhead. Instead, they must drive to a different lot and walk or bike in or alongside the roadway to the trailhead. Better pedestrian connections between parking lots and trailheads would make this a much more comfortable experience. The Mill Creek Canyon Feasibility Study identified the Big Water, Church Fork, and Maple Grove trailheads as the most problematic for trail connectivity. Options for improvement include constructing new trail connections through existing vegetation to the overflow lots or better defining pedestrian paths through the existing gravel shoulders with re-grading and signage.

Additionally, there is a need for safer pedestrian accommodations, particularly crossings, near activity centers including Camp Tracy and the Log Haven restaurant with higher levels of pedestrian activity. Enhancing the existing crosswalks at these parking lots should be a priority. Replacing the existing transverse markings with 'continental' markings would increase their visibility, and raising them would help with speed compliance. More significant crosswalk investments such as High-intensity Activated Crosswalk (HAWK) Beacons would be costly and difficult to implement in a canyon environment, but may be a consideration if less substantial enhancements do not sufficiently improve pedestrian safety.

Big and Little Cottonwood Canyons

According to the 2017 Cottonwood Canyons Transportation Recommendations, the lack the adequate facilities along or parallel to the roadway make it hard for pedestrian users to access their destination. There is also a lack of safe facilities to bike and walk on canyon roadways. Bike and pedestrian use of the Canyons contributes to a number of transportation issues on roadways.

Informal trailheads (or social trailheads) created by people straying from official USFS access locations have developed as people access a myriad of dispersed recreational opportunities. Informal trailheads contribute to erosion, mineral soil loss, loss of vegetation, and can be unsafe for users. Unregulated roadside shoulder parking contributes to informal trailheads when users are not funneled to official access points. Regulation and control of roadside parking within the canyon can help alleviate this problem.

Vision Themes:
Transportation

Guiding Principles:
T 4: Provide well-maintained and accessible transportation infrastructure including roads, parking facilities, pathways, and walkways.

Strategy Choices:
1. Enhance or where appropriate create new off-street trail connections.
2. Implement pedestrian road crossing signs, pavement marking and lights at key recreation destinations.
3. Implement ADA and senior/child friendly facilities at key locations throughout the Canyons.
18. ROADWAY FACILITIES

GOAL: PROVIDE ADEQUATE ROADWAY FACILITIES TO ENHANCE SAFETY AND MODE CHOICE IN THE WASATCH CANYONS.

BACKGROUND: New types of road facilities will be more consistent with the vision of Wasatch Canyons while protecting character, the environment, and provide transportation choice. An obvious solution to improve the cycling environment is bike lanes.

There are a growing number of people road biking, mountain biking, and running or walking on the road shoulder. According to the 2017 Cottonwood Canyons Transportation Recommendations, a substantial portion of the Canyon’s roadways lack the sufficient shoulder width to accommodate dedicated active transportation facilities like bike lanes. In addition to narrow shoulders, cyclists must also compete with automobiles using the shoulders for roadside parking. In some cases cyclists must move into travel lanes to avoid opening doors, parked vehicles, and road debris.

Specific issues include:

- The shoulder is less than 6 feet for most of the Canyons, which is not enough space to accommodate parking, cycling, and pedestrians.
- The walking and biking experience can be uncomfortable and unsafe. In the summer, pedestrians sometimes walk in the lane of traffic or in the vegetation if cars are parked on the shoulder. On peak days when the ski resort parking lots are full, skiers often walk in the snowbank or in the lane of traffic with skis and/or with children. High vehicle volumes and the speed differential between vehicles and cyclists degrade the cycling experience and impact safety.

Mill Creek Canyon Road could be an ideal route for road cyclists with proper facility accommodations. The current need to share the roadway with much faster motor vehicles, particularly in the uphill direction, makes for an experience stressful enough to likely be discouraging otherwise interested people from biking into and up the Canyon.

VISION THEMES:
Transportation

GUIDING PRINCIPLES:
T 2: Create convenient, safe, timely, sustainable, and efficient options for transportation by a variety of modes that satisfy multiple needs.
T 3: Promote context appropriate transportation modes and projects that are appropriate for the each Canyon’s unique context.
T 4: Provide well-maintained and accessible transportation infrastructure including roads, parking facilities, pathways, and walkways.

STRATEGY CHOICES:

1. Support management of separate travel lanes for transit, share vehicles, car sharing, Uber and Lyft, where appropriate.
2. Pursue enhancements to Park and Ride lots.
3. Support development of a flex lane to provide changeable two lane traffic up and down the Canyons at peak times, where feasible.
4. Work with UDOT and UTA to integrate active transportation in the Canyons with the regional transportation system.
5. Prepare and implement updated road corridor avalanche control plans for Big and Little Cottonwood Canyons.

PARLEY’S CANYON

1. Support construction of a bike off-street pathway (uphill and downhill) connecting Salt Lake County and Summit County.
1. Provide a bike lane in the uphill direction.
2. Provide downhill bike shared-lane marking and signage.
3. Where needed, provide downhill bike pullouts and passing areas.
19. TRANSIT SERVICE ENHANCEMENT

GOAL: SUPPORT ENHANCED TRANSIT SERVICE IN THE WASTATCH CANYONS.

BACKGROUND: Transit serves as an essential tool to reduce single occupancy vehicles and the growing demand of visitors in the Canyons. Coupled with parking management strategies, transit allows for the ability to transport visitors and employees while mitigating the demand for additional parking. Additionally, bus service can reduce the delay and congestion on the roadways in the Canyons.

Public transit in the Canyons, in the form of bus service, is currently provided by UTA in accordance with their transit plans. During the summer, there are limited public transit options. UTA runs route 990 to Snowbird, which consists of one trip up the Canyon in the morning and one trip back down in the evening. Within the Canyons, the Town of Alta and Snowbird each operate shuttles. Additionally, private operators also provide shuttle service into the Canyons and to trailheads. These operators provide shuttle service for mountain bikers, and generally have trailers or additional equipment allowing them to haul bikes in and out of the Canyons and also access trailheads along dirt roads.

Separate fixed UTA routes are proposed for winter and summer services. Summer services may require additional/different stops than those used for the winter Ski Bus service. Additional bus service would need to be funded through a dedicated funding stream, such as a purchase agreement with the County, so that the increased service does not disproportionately affect the overall UTA service area. It should also be noted that transit service expansion at trailheads and recreation areas is directly tied to supporting infrastructure such as restroom facilities and its associated operations and maintenance funding.

MILL CREEK CANYON

Mill Creek Canyon currently does not have any type of transit service. Transit concepts should address parking congestion at key areas in Mill Creek Canyon, and accommodate a range of users and their gear: dogs, bikes, picnic hampers, skis, snowshoes, and other accessories. The Mill Creek Canyon Transportation Feasibility Study (2012) considered various transportation concepts, included the idea of a permitted shuttle. Salt Lake County could consider a shuttle system to reduce parking demand in Mill Creek Canyon, though banning personal vehicles altogether is not an appropriate solution. In addition to helping with parking management, a shuttle system could make conditions more comfortable for pedestrians and cyclists by reducing motor vehicle traffic levels throughout the canyon. An in-depth feasibility study of a Mill Creek shuttle, including cost estimates and public input, would be a logical next step before deciding whether to pursue the idea.

VISION THEMES:
Transportation

GUIDING PRINCIPLES:
T 2: Create convenient, safe, timely, sustainable, and efficient options for transportation by a variety of modes that satisfy multiple needs.

STRATEGY CHOICES:
Because the character, uses and visitation patterns vary among the Canyons, transit strategies are presented for both the Wasatch Canyons Plan Area, and for each Canyon, as appropriate.

PLAN-AREA STRATEGIES
1. Support the development of transit centers or hubs near the Canyons to provide access to a variety of transportation choices and information and to connect to the regional transportation system.
2. Where possible, develop ride-share pullouts at key use nodes.
3. Incentivize carpooling/share vehicle or programs and autonomous vehicles.
4. Support the development of areas, such as pickup spots, that prioritize rideshare vehicles, transit, and electric vehicles.
5. Support year-round transit availability.
**MILL CREEK CANYON**

1. Consider voluntary permitted summer shuttle service.

**BIG AND LITTLE COTTONWOOD CANYONS**

1. Evaluate the addition of a separate bus or carpool lane.
2. Support the addition of summer UTA bus service and significantly increased winter service.

**PARLEY’S TBD**
20. PARKING MANAGEMENT

**Goal:** Support year-round parking management options to provide for comprehensive, area-wide accessibility.

**Background:** Parking management is a valuable tool to manage use, provide access, and reduce negative environmental impacts. Several recent documents have researched parking management solutions in the Wasatch Canyons. These include the 2017 Cottonwood Canyons Transportation Recommendations, The Mountain Transportation Study (2012), and Canyons Parking Study (2012). The USFS policies and guidelines also address parking management and needs within the Wasatch Canyons.

**Real Time Parking Information**

Electronic parking utilization signs, used in a variety of applications to communicate to visitors when lots are at capacity, could be useful for mitigating parking issues. Messaging signs connected to vehicle counters and placed strategically along canyon roads would be able to provide real-time utilization information and direct incoming visitors towards open parking spots. The biggest hurdle to implementing a system of parking management signs is bringing the technology required into a remote area. Vehicle counters and a power source (likely solar) would be needed at each parking lot, along with a cellular or satellite connection to a control center capable of feeding real-time information to each messaging sign.

**Shared Parking (Mill Creek)**

The Boy Scouts of America (BSA) are the primary private land owner along lower Mill Creek Canyon Road and oversee two large parking lots southeast of Camp Tracy. These lots are currently only available for use to camp visitors, but may help to alleviate the Canyon’s parking congestion if opened to others. Salt Lake County, in conjunction with the BSA, could develop a shared parking agreement whereby anyone is allowed to park in the BSA lots for free or for a fee to help with maintenance costs.

The impact of this solution on mitigating parking concerns overall may be muted somewhat by the fact that the BSA lots are not adjacent to any major trailheads. The closest, Rattlesnake Trailhead, is approximately two-thirds of a mile away and some people may not be willing to walk that far along the road to access a trail. Further discussions between the County and the BSA would be needed to determine how to most effectively set up and manage shared parking.

**Parking Outside the Canyons**

According to the 2017 Cottonwood Canyons Transportation Recommendations, to meet the bus and carpool goals for the Wasatch Canyons, about 2,500-3,000 new/additional parking spaces are needed in the valley on the three ski bus routes (estimated cost of $60-100 million). There are currently 2,900 spaces at nine key park-and-ride lots serving the ski bus routes and they are reaching capacity. It is presumed that many of these lots are being used for carpooling in addition to accessing the ski bus since there are 2,900 spaces and the current ski bus takes around 750-1,500 people into the Canyons.

**Vision Themes:**

Transportation, Recreation

**Guiding Principles:**

T 4: Provide well-maintained and accessible transportation infrastructure including roads, parking facilities, pathways, and walkways.

**Strategy Choices:**

Some parking strategies could apply to all of the Canyons in the planning area, while some are canyon-specific.

**Plan-Area Strategies**

1. Collaborate with UDOT/UTA to develop a system master plan for parking and canyon transportation.
2. Construct new parking structures/transit center or park-n-ride near entrances and in nearby cities close to the Canyons with connections to transit.
3. Restripe parking lots and allowed roadside parking areas to maximize parking availability.
4. Through partnerships with public and private agencies maximize all parking opportunities.
5. Work with ski areas, UDO, UTA, businesses, and hotels near the Canyons to coordinate parking and provide information on parking availability in the Canyons.
6. Provide real time information on lot capacity and areas that are less crowded as well as alternative locations to visit through a website and app.
7. Provide for the ability to call for shuttles, transit, or other vehicles at parking areas through an on-demand call system.

**Mill Creek Canyon**

1. Consider a shared parking agreement with the Boy Scouts of America.
21. TECHNOLOGICAL TRANSPORTATION SOLUTIONS

**Goal:** Utilize new and emerging technologies to reduce congestion and pollution and to enhance safety.

**Background:** A variety of existing and emerging technologies in the field of transportation provide opportunities for congestion mitigation, safety enhancements, and pollution reduction.

**Variable Speed Limit**
Variable speed limit systems have been implemented successfully all over the world in both weather-responsive and congestion-responsive applications. Potential benefits include speed harmonization, crash rate reduction, and improved travel time reliability. Variable message signs can be utilized to distribute a wealth of relevant information to drivers. Dynamic systems require a significant upfront capital investment due to the numerous sensors and electronic displays involved.

**Real-Time Tracking**
Real-time tracking applications help to simplify mode choice decisions. An app that provides notifications when parking lots reach capacity would reduce idling and recirculation as drivers search and wait for spots. Research has shown that attitudes towards transit and ridership are positively correlated with the provision of real-time information.

**Dynamic Congestion Pricing**
To ensure congestion pricing schemes would not be equated to tolls, they could alternate between being applied to odd and even-numbered license plates or could be set up to incentivize carpooling and/or electric vehicles. Congestion pricing would generate an additional revenue stream for funding transportation improvements and maintenance. Equity is a common concern associated with congestion pricing.

**Vision Themes:**
Transportation

**Guiding Principles:**
T 1: Collaborate in long-term transportation planning with UDOT, UTA, USFS, Salt Lake City Public Utilities, local jurisdictions (Salt Lake and Summit counties) and other involved agencies.

T 2: Create convenient, safe, timely, sustainable, and efficient options for transportation by a variety of modes that satisfy multiple needs.

T 3: Promote context appropriate transportation modes and projects that are appropriate for each canyon’s unique context.

T 4: Provide well-maintained and accessible transportation infrastructure including roads, parking facilities, pathways, and walkways.

**Strategy Choices:**
1. Identify opportunities for expanded use of variable speed limit and variable messaging systems.
2. Provide real-time tracking information for transit service, road conditions, and parking availability.
3. Explore the feasibility of dynamic congestion pricing during peak demand days.

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**Case Study:**
I-80 Variable Speed Limits
In 2014, UDOT activated a system of 15 VSL signs along I-80 in Parley’s Canyon. The project cost $750,000 with an estimated annual maintenance cost of between $7,500 and $10,000. Speed and weather data is monitored by UDOT traffic engineers who have the ability to drop posted speeds when warranted (not a dynamic system). According to UDOT, anecdotal evidence indicates a generally positive reception to the system by the public and relevant agencies. A detailed analysis of crash rates since system activation has yet to be carried out.

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22. ECONOMY