

# Chapter 10: Considerations Related to Pedestrians and Bicyclists

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## 10.1 Introduction

This chapter describes the current and proposed pedestrian and bicyclist facilities in the West Davis Corridor (WDC) pedestrian and bicyclist impact analysis area and the expected impacts on these facilities from the project alternatives. Some of these facilities are regional and span several municipalities and counties, while other facilities serve only one municipality.

In this chapter, some pedestrian and bicyclist facilities have been defined as Class 1, 2, or 3. A Class 1 facility is typically considered a “trail” and is adjacent to but separate from a roadway or rail line (an example is the Denver & Rio Grande Western Trail). A Class 2 or Class 3 facility is typically considered a bicycle “route” and is included as part of an existing or proposed roadway. A Class 2 facility is a dedicated bicycle lane on an existing or proposed roadway, while a Class 3 facility shares a travel lane with vehicles on an existing or proposed roadway.

### What is the pedestrian and bicyclist impact analysis area?

The pedestrian and bicyclist impact analysis area is the same as the WDC study area described in Section 1.2, Description of the Needs Assessment Study Area.

***Pedestrian and Bicyclist Impact Analysis Area.*** The pedestrian and bicyclist impact analysis area is the same as the WDC study area described in Section 1.2, Description of the Needs Assessment Study Area, in Chapter 1, Purpose of and Need for Action.

## 10.2 Regulatory Setting

When the Federal Highway Administration (FHWA) develops a project, it considers the economic, social, and environmental effects of the project, including disruption or destruction of human-made facilities and services. If a proposed project would sever an existing major route for non-motorized traffic, the project must provide a reasonable alternate route for the non-motorized traffic, or the agency developing the project must show that a reasonable route exists.

For a detailed discussion of trails that are regulated under Section 4(f) of the Department of Transportation Act, see Chapter 27, Section 4(f)/6(f) Evaluation.

## 10.3 Affected Environment

### 10.3.1 Methodology

The WDC team identified existing and planned bicyclist and pedestrian facilities using several sources including the Wasatch Front Regional Council's (WFRC) 2015–2040 Regional Transportation Plan as well as city and county general plans, recreation plans, and transportation master plans. The bicyclist and pedestrian sections of these plans give a comprehensive view of the regional pedestrian and bicyclist system for Davis and Weber Counties. These plans have been compiled with input from the Cities and Counties and identify which pedestrian and bicyclist accommodations should be included in the regional system.

The data from some of these plans were readily available in geographic information system (GIS) files. The data from other plans and paper maps were digitized and added to GIS files.

City and county governments also maintain plans that describe each community's vision for local bicyclist and pedestrian facilities, routes, and pathways. These local pedestrian and bicyclist systems are documented in general plans, recreation plans, transportation master plans, and/or zoning plans for the communities. These plans have been reviewed, and existing pedestrian or bicyclist facilities in the WDC study area are included in Table 10-1, Existing Pedestrian and Bicyclist Facilities in the WDC Study Area, on page 10-4.

#### **What is the Wasatch Front Regional Council (WFRC)?**

The Wasatch Front Regional Council is the designated metropolitan planning organization that works in partnership with the Utah Department of Transportation (UDOT), city and county governments, and other stakeholders to develop the Regional Transportation Plan for the Wasatch Front Urban Area. This plan is the region's plan for highway, transit, and other transportation-related improvements to meet the area's growing transportation needs over the next 30 years.

### 10.3.2 Existing Facilities

The existing Class 1 pedestrian and bicyclist facilities listed in the WFRC 2015–2040 Regional Transportation Plan or city and county trail plans that are in the WDC study area are listed in Table 10-1 below and shown in Figures 10-1 and 10-2, Existing Pedestrian and Bicyclist Facilities, in Volume IV. Figures 10-1 and 10-2 also show the Class 2 and Class 3 pedestrian and bicyclist facilities, but these are not listed in Table 10-1.

As shown in Table 10-1 below, Farmington has the largest number of existing trails in the WDC study area, and most existing designated trails are Class 1. The Legacy Parkway Trail, Denver and Rio Grande Western (D&RGW) Trail, and Old Emigration Trail are all Class 1 regional trails that generally travel from southeast to northwest in the study area. These regional trails provide connections to sidewalk and footpath networks in existing neighborhoods and other, shorter Class 1 and Class 2 segments. The locations of these regional trails and other facilities are shown in Figures 10-1 and 10-2. The facility numbers in Table 10-1 match the numbered items in Figures 10-1 and 10-2.

### 10.3.3 Proposed Facilities

WFRC’s 2015–2040 Regional Transportation Plan includes many proposed priority bicycle routes in the WDC study area.

Details about the classification of the proposed bicycle routes were not available in the 2015–2040 plan. Most of these priority bicycle routes would be located on an existing road, so they would likely be Class 2 or Class 3 facilities. The trail improvements proposed as part of the WDC Project are also included as part of the WFRC proposed priority bicycle routes and would be considered Class 1 or Class 2 facilities. In many cases, the proposed bicyclist facilities can also be used by pedestrians. Figures 10-3 and 10-4, Proposed Pedestrian and Bicyclist Facilities, in Volume IV show the locations of the priority bicycle routes proposed in the WFRC 2015–2040 Regional Transportation Plan.

Additional descriptions of community facilities that are not included in the Regional Transportation Plan can be found in the individual community general plans or master plans. Community facilities that connect to systems described in the Regional Transportation Plan, such as walking paths and sidewalk networks, might also be developed as subdivisions and other planned development areas are constructed.

**Table 10-1. Existing Pedestrian and Bicyclist Facilities in the WDC Study Area**

Facility Number <sup>a</sup>	Class <sup>b</sup>	Facility Name or Location	Termini (If Known) <sup>c</sup>	Jurisdiction(s)
1, 2, 33	1	Hooper Slough Trail	6300 West/5200 South to ~4500 West/4000 South	Hooper, West Haven
3	1	D&RGW Trail	Farmington to Roy	Farmington, Kaysville, Layton, Clearfield, Clinton, Roy
4	1	5500 West Trail	5350 South/5500 West to Weber County–Davis County border/5500 West	Hooper
5	1	Clinton Pond Trail	2500 North/2700 West to ~2400 North/3000 West	Clinton
6	1	Nature Trail	3000 West/2050 North to 1500 West/2050 North	Clinton
7	1	Powerline Park Trail	~2000 North/~1700 West to 1300 North/~1700 West	Clinton
8, 11, 12	1	Old Emigration Trail	Bluff Rd./Gentile St. in Syracuse to 1300 North/4200 West in West Point	Syracuse, West Point
10	1	Davis–Weber Canal Trail	300 North/300 East to 650 N. Main Street in Clearfield	Clearfield
13	1	Great Salt Lake Shoreline Trail west of Layton	~3200 West/1200 South in Layton	Davis County
14, 15	1	Kays Creek Pathway	~1300 South/~1400 West to 700 North/~1200 West and 700 West/850 South to 500 S. Flint Street	Layton
16, 17	1	Haight Creek Trail	Interstate 15 (I-15)/Shepard Lane to 2215 West/800 North	Farmington
18	1	Great Salt Lake Shoreline Trail	Glovers Lane to Park Lane on west edge of Farmington	Farmington
19, 21, 22, 26	1	Buffalo Ranches Trail	1100 West/100 South to west edge of Farmington near 100 North	Farmington
23, 27	1	Farmington Creek Trail	State Street/Legacy Parkway to 500 South/1100 West	Farmington
25, 28	1	Legacy Parkway Trail	Burke Lane and Station Park development in Farmington	Farmington, Centerville
29, 30, 31	1	Farmington Bay Trail	Glovers Lane/1325 West to Farmington Bay	Farmington
32	1	Bridgeway Island Trail	1200 South from 4000 West to 4500 West	Syracuse

Sources: Centerville City, no date; Layton City, no date; West Haven City 2006; Clearfield City 2009; Farmington City 2015; Kaysville City 2010; Syracuse City 2010, 2012; WFRC 2015

<sup>a</sup> The facilities in this table are indicated by number in Figures 10-1 and 10-2, Existing Pedestrian and Bicyclist Facilities, in Volume IV.

<sup>b</sup> For an explanation of these facility class types, see Section 10.1, Introduction.

<sup>c</sup> The ~ symbol indicates an approximate address.

## 10.4 Environmental Consequences

### 10.4.1 Methodology

Using the pedestrian and bicyclist data in an electronic format, the WDC team calculated which existing and proposed Class 1 facilities would be crossed by the proposed alternatives. The total number of existing and proposed Class 1 facilities crossed by a particular alternative was tallied to provide a basis for comparing the alternatives. Calculating crossings was the only way to distinguish among alternatives, because the continuity of and access to the Class 1 pedestrian and bicyclist facilities would be maintained if any one of the action alternatives is constructed.

#### What is the WDC team?

The WDC team consists of the lead agencies for the WDC Project (FHWA and UDOT).

Using this assumption, the WDC action alternatives would not sever any existing or proposed bicycle routes or trails. An analysis of the crossings can help provide a cost comparison among alternatives by tabulating the number of crossings that would have to be designed and constructed for each alternative.

The number of crossings of Class 2 and Class 3 facilities was not calculated. Since the WDC action alternatives would cross over all roads with existing or proposed Class 2 or Class 3 facilities, there would not be any impacts to existing or proposed Class 2 or Class 3 facilities. Similarly, this analysis does not consider other community pathways, since these subdivision and other planned development pathways would most likely be internal to the developments and, if connected to a Class 1, 2, or 3 facility, would connect away from any of the alternative alignments.

**General Impacts from the WDC Action Alternatives.** Trails provide the ability for residents to exercise and enjoy the environment around the trails. Many of the existing and proposed trails in the western part of the WDC study area are in a rural setting, such as many trails in western Farmington and those north of Gentile Street in parts of Syracuse, West Point, and Hooper. All of the WDC action alternatives would introduce a new visual and noise element to these areas that would change the setting to a more suburban environment around the trails.

### 10.4.2 No-Action Alternative

With the No-Action Alternative, the WDC would not be constructed, so there would be no impacts from the WDC on pedestrian and bicycle facilities. Existing pedestrian and bicyclist facilities would continue to be managed and maintained according to the recreation plans and policies for each of the jurisdictions in the WDC study area. Proposed pedestrian and bicyclist facilities would be constructed as funding is available and as planned in the plans and policies for each jurisdiction. With the No-Action Alternative, no trails associated with the WDC action alternatives would be constructed, which would result in no improvement to the regional trail connectivity, specifically the proposed WDC trail connecting the Old Emigration Trail in Syracuse to the Legacy Parkway Trail.

### 10.4.3 Alternatives A1–A2

As described in Chapter 2, Alternatives, Alternative A is the more westerly alternative and consists of two separate alternatives: Alternatives A1 and A2. These alternatives are defined in Table 10-2.

**Table 10-2. Components of Alternatives A1–A2**

Alternative	I-15 Connection	Four-Lane Highway	Two-Lane Highway	West Point/ Hooper Cities Segment	North Terminus
A1	Glovers Lane	I-15 to 2000 West	2000 West to 1800 North	4100 West (Davis County)	1800 West (West Point)
A2	Glovers Lane	I-15 to 2000 West	2000 West to 5500 South	5400 West (Weber County)	5500 South (Hooper)

Table 10-3 summarizes the impacts to pedestrian and bicyclist facilities from Alternatives A1 and A2.

**Table 10-3. Impacts to Pedestrian and Bicyclist Facilities from Alternatives A1–A2**

Alternative	Number of Class 1 Facilities Affected		
	Relocations of Existing Facilities	Crossings of Existing Facilities	Crossings of Planned Facilities
A1	0	8	5
A2	0	7	5

A map of the proposed WDC trail improvements is shown in Figure 2-18, Trail Improvements, in Volume IV.

### 10.4.3.1 Alternative A1 – Glovers Lane and 4100 West/1800 North

As shown in Table 10-3 above, Alternative A1 would cross eight existing trail facilities and five planned trail facilities. Alternative A1 would not relocate any existing trails.

***Proposed WDC Trail Improvements.*** All of the WDC action alternatives would include the funding and construction of the following trail improvements:

- A new trail segment along the WDC starting at I-15 in Farmington at the Legacy Parkway Trail extending north to the southern terminus of the Old Emigration Trail in Jensen Park in Syracuse. The new trail segments from Farmington to Syracuse would be located in a 25-foot-wide right-of-way adjacent to the WDC. From I-15 to 950 North in Farmington, the trail would be on the east side of the WDC. From 950 North to the Old Emigration Trail in Syracuse, the trail would be on the west side of the WDC.
- A trail crossing of I-15 on Park Lane in Farmington. This trail would be located on the north side of Park Lane and would connect the Legacy Parkway Trail to the Oakridge Preserve Trail. The improvement would include expansion of the existing Park Lane bridge over I-15 to accommodate the trail.
- Connection of the Kays Creek Trail from the Kays Creek subdivision to the WDC trail. The Kays Creek Trail would be connected to the WDC trail with an overpass, with the trail going over the WDC near Weaver Lane in Layton.
- Connection of the Old Emigration Trail from 1300 North in West Point to 4500 West (Davis County), then following 4500 West from 1300 North (Davis County) to the Weber County border with Davis County to connect with the southern end of the 5500 West Trail in Weber County.

For any of the WDC action alternatives, the WDC trail improvements would enhance the regional trail system and benefit the trail users in the study area by connecting the Legacy Parkway Trail, D&RGW Trail, Old Emigration Trail, and Weber County 5500 West Trail to provide one large, regional north-south trail system that includes an east-west component. For a detailed description of the proposed WDC trail, see Section 2.3.7, Trail Considerations, in Chapter 2 and Figure 2-18, Trail Improvements, in Volume IV.

### 10.4.3.2 Alternative A2 – Glovers Lane and 5400 West/5500 South

As shown in Table 10-3 above, Alternative A2 would cross seven existing trail facilities and five planned trail facilities. Alternative A2 would not relocate any existing trails.

The benefits of the proposed WDC trail improvements with Alternative A2 would be the same as those described in Section 10.4.3.1, Alternative A1 – Glovers Lane and 4100 West/1800 North.

## 10.4.4 Alternatives B1–B2

As described in Chapter 2, Alternatives, Alternative B is the more easterly alternative and consists of two separate alternatives: Alternatives B1 and B2. These alternatives are defined in Table 10-4.

**Table 10-4. Components of Alternatives B1–B2**

Alternative	I-15 Connection	Four-Lane Highway	Two-Lane Highway	West Point City Segment	North Terminus
B1	Glovers Lane	I-15 to Antelope Drive <sup>a</sup>	Antelope Drive to 1800 North	4100 West	1800 North (West Point)
B2	Glovers Lane	I-15 to Antelope Drive <sup>a</sup>	Antelope Drive to 1800 North	4800 West	1800 North (West Point)

<sup>a</sup> The transition from a four-lane highway to a two-lane highway would occur between Antelope Drive and 700 South.

Table 10-5 summarizes the impacts to pedestrian and bicyclist facilities from Alternatives B1 and B2.

**Table 10-5. Impacts to Pedestrian and Bicyclist Facilities from Alternatives B1–B2**

Alternative	Number of Class 1 Facilities Affected		
	Relocations of Existing Trails	Crossings of Existing Facilities	Crossings of Planned Facilities
B1	1	7	5
B2	1	6	6

### 10.4.4.1 Alternative B1 – Glovers Lane and 4100 West/1800 North

As shown in Table 10-5 above, Alternative B1 would cross seven existing trail facilities and five planned trail facilities.

Alternative B1 would relocate one existing trail: the Old Emigration Trail in Syracuse between about 500 South and 2100 South. Section 10.4.5, Mitigation Measures, describes how the Old Emigration Trail would be relocated if Alternative B1 is selected.

The benefits of the proposed WDC trail improvements with Alternative B1 would be the same as those described in Section 10.4.3.1, Alternative A1 – Glovers Lane and 4100 West/1800 North.



#### 10.4.4.2 Alternative B2 – Glovers Lane and 4800 West/1800 North

As shown in Table 10-5 above, Alternative B2 would cross six existing trail facilities and six planned trail facilities.

Alternative B2 would relocate one existing trail: the Old Emigration Trail in Syracuse between about 500 South and 2100 South. Section 10.4.7, Mitigation Measures, describes how the Old Emigration Trail would be relocated if Alternative B2 is selected.

The benefits of the proposed WDC trail improvements with Alternative B2 would be the same as those described in Section 10.4.3.1, Alternative A1 – Glovers Lane and 4100 West/1800 North.

### 10.4.5 Wetland Avoidance Options

Two wetland avoidance options are being evaluated in this Final EIS, as shown in Table 10-6. The purpose of these options is to avoid wetland impacts per guidance from the U.S. Army Corps of Engineers on wetland avoidance. Either wetland avoidance option could be implemented with any of the A or B Alternatives.

In this section, the impact information for the wetland avoidance options provides only the differences in impacts for the A and B Alternatives as a result of using the wetland avoidance options. The differences in impacts would apply to any of the A and B Alternatives if they were to use the wetland avoidance options.

**Table 10-6. Components of the Wetland Avoidance Options**

Option	Location	City	Description
Farmington	Prairie View Drive and West Ranches Road	Farmington	Shift the A and B Alternatives in Farmington about 150 feet east to the southwest side of the intersection of Prairie View Drive and West Ranches Road.
Layton	2200 West and 1000 South	Layton	Shift the A and B Alternatives in Layton about 500 feet east to the northeast side of the intersection of 2200 West and 1000 South.

There would be no difference in impacts to existing or planned trails between the wetland avoidance options.

## 10.4.6 Mitigation Measures

Construction of any of the alternatives could disrupt bicyclists or pedestrians using existing facilities. However, the impacts would be temporary because all crossings will be accommodated to maintain continuity and access after construction. During construction, UDOT will coordinate with the local municipalities and/or trail groups to post information regarding any temporary trail closures or detours.

No specific mitigation efforts are proposed to address the new noise and visual elements from the WDC preferred alternative on the trail crossings. Any noise impacts and noise-abatement measures will be evaluated and identified pursuant to UDOT's current Noise Abatement Policy (for more information, see Chapter 12, Noise). Any aesthetic measures would be evaluated and identified pursuant to UDOT's current aesthetics policy (for more information, see Chapter 18, Visual Resources).

The design of connections to pedestrian and bicyclist facilities, the accommodations for planned facilities, and the design of the WDC trail will be determined during the final design phase of the project. Prior to final design, UDOT will coordinate with local municipalities, WFRC, and the Davis County Trails Advisory Board to ensure that all existing and planned facilities identified in the local and regional plans and existing and proposed connections to such facilities are accommodated. Options for accommodations could include either constructing and routing the facility under the WDC roadway or routing the facility over the WDC roadway. Existing and planned facilities might also connect to the proposed WDC trail in a manner that avoids a direct crossing of the WDC and improves bicyclist and pedestrian access to or across the WDC corridor.

The following list summarizes the trail crossings for each WDC action alternative and the current mitigation proposals. The wetland avoidance options would not change the proposed mitigation listed below. Grade-separated crossings will be either a trail overpass or a trail underpass of the WDC alternative. The type of grade-separated crossing will be determined during the final design phase of the project in coordination with the local City and other interested parties.

- **Alternative A1**
  - Legacy Parkway Trail in Farmington (grade-separated crossings)
  - D&RGW Trail in Farmington (grade-separated crossing)
  - Buffalo Ranches Trail in Farmington (grade-separated crossing)
  - Great Salt Lake Shoreline Trail in Farmington (grade-separated crossing)
  - Old Emigration Trail at 1000 West in Syracuse (grade-separated crossing)
  - Old Emigration Trail at 1500 West in Syracuse (grade-separated crossing)
  - Old Emigration Trail at 1300 North in West Point (grade-separated crossing)
  - Bridgeway Island Trail in Syracuse (grade-separated crossing)
- **Alternative A2**
  - Legacy Parkway Trail in Farmington (grade-separated crossings)
  - D&RGW Trail in Farmington (grade-separated crossing)
  - Buffalo Ranches Trail in Farmington (grade-separated crossing)
  - Great Salt Lake Shoreline Trail in Farmington (grade-separated crossing)
  - Old Emigration Trail at 1000 West in Syracuse (grade-separated crossing)
  - Old Emigration Trail at 1500 West in Syracuse (grade-separated crossing)
  - Bridgeway Island Trail in Syracuse (grade-separated crossing)
- **Alternatives B1 and B2**
  - Legacy Parkway Trail in Farmington (grade-separated crossings)
  - D&RGW Trail in Farmington (grade-separated crossing)
  - Buffalo Ranches Trail in Farmington (grade-separated crossing)
  - Great Salt Lake Shoreline Trail in Farmington (grade-separated crossing)
  - Old Emigration Trail at 1000 West in Syracuse (grade-separated crossing)
  - Old Emigration Trail at 1500 West in Syracuse (grade-separated crossing)
  - Old Emigration Trail at 1300 North in West Point (grade-separated crossing)
- **Alternative B2**
  - Legacy Parkway Trail in Farmington (grade-separated crossings)
  - D&RGW Trail in Farmington (grade-separated crossing)
  - Buffalo Ranches Trail in Farmington (grade-separated crossing)
  - Great Salt Lake Shoreline Trail in Farmington (grade-separated crossing)
  - Old Emigration Trail at 1000 West in Syracuse (grade-separated crossing)
  - Old Emigration Trail at 1500 West in Syracuse (grade-separated crossing)

### 10.4.6.1 Relocation of the Old Emigration Trail for Alternatives B1 and B2

If Alternative B1 or B2 is selected, the Old Emigration Trail will be relocated between about 500 South and 2100 South in Syracuse. The Old Emigration Trail will be relocated to an alignment on the east side of the WDC between 500 South and 3000 West. Between 3000 West and 2100 South, the Old Emigration Trail will be relocated on an alignment between the WDC and Bluff Road. The relocated Old Emigration Trail will cross Antelope Drive with a new grade-separated trail crossing. A grade-separated trail crossing that connects the Old Emigration Trail to Fremont Park will also be provided at about 1950 S. Bluff Road in Syracuse. Figure 10-5, Old Emigration Trail Relocation, in Volume IV shows the proposed relocation of the Old Emigration Trail with Alternatives B1 and B2.

### 10.4.7 Cumulative Impacts

There are no anticipated cumulative impacts to pedestrian or bicyclist facilities. Cumulative impacts were analyzed for local and regionally important issues (ecosystem resources, air quality, water quality, floodplains, farmland, economics, and community impacts). The list of resources analyzed for cumulative impacts was developed with input from resource agencies and the public during scoping. For a more detailed discussion of cumulative impacts, see Chapter 24, Cumulative Impacts.

#### What are cumulative impacts?

Cumulative impacts are the resulting impacts from the proposed action combined with impacts from other past, present, and reasonably foreseeable future actions.

## 10.4.8 Summary of Impacts

Table 10-7 summarizes the impacts to Class 1 facilities from each alternative.

**Table 10-7. Summary of Impacts to Pedestrian and Bicyclist Facilities**

Alternative	Number of Class 1 Facilities Affected		
	Relocations of Existing Facilities	Crossings of Existing Facilities	Crossings of Planned Facilities
A1	0	8	5
A2	0	7	5
B1	1	7	5
B2	1	6	6

As shown above in Table 10-7, the range of trail relocations for the alternatives is zero to one. Alternatives A1 and A2 would not relocate any trails, and Alternatives B1 and B2 would relocate one trail. Table 10-7 also shows that the number of crossings of existing trail facilities by the WDC action alternatives would range from six to eight.

As previously discussed, the WDC action alternatives would not sever any existing or proposed bicycle routes or trails, and all existing Class 1 trail facilities would be relocated or maintained if any one of the action alternatives is constructed. The alternatives with more trail relocations and trail crossings would have higher costs for trail mitigation. However, the cost of trail mitigation is a minor cost element of the WDC alternatives.



## 10.5 References

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### Clearfield City

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### Farmington City

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### Kaysville City

2010 Projected Ways map. [www.kaysvillecity.com/administration.gis.html](http://www.kaysvillecity.com/administration.gis.html). Accessed October 19, 2010.

### Layton City

No date Park and Trails Map. [www.laytoncity.org/public/Depts/ParksRec/CityParks/default.aspx](http://www.laytoncity.org/public/Depts/ParksRec/CityParks/default.aspx). Accessed October 12, 2010.

### Syracuse City

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