



MINUTES OF THE CENTRAL WASATCH COMMISSION (“CWC”) STAKEHOLDERS COUNCIL MILLCREEK CANYON COMMITTEE MEETING HELD ON MONDAY, APRIL 21, 2025, AT 1:30 P.M. THE MEETING WAS CONDUCTED BOTH IN-PERSON AND VIRTUALLY VIA ZOOM. THE ANCHOR LOCATION WAS THE CWC OFFICES LOCATED IN THE BRIGHTON BANK BUILDING, 311 SOUTH STATE STREET, SUITE 330, SALT LAKE CITY, UTAH.

Present: Maura Hahnenberger, Chair
John Knoblock
Ed Marshall
Doug Tolman
Del Draper
Dan Zalles
Adam Lenkowski

Staff: Samantha Kilpack, Director of Operations

Other: Adam Shaw, Salt Lake District Ranger, U.S. Forest Service
Janet Mueller
Sarah Inwood

Opening

1. Chair Maura Hahnenberger will Open the Public Meeting as Chair of the Millcreek Canyon Committee of the Central Wasatch Commission Stakeholders Council.

Chair Maura Hahnenberger called the Central Wasatch Commission (“CWC”) Stakeholders Council Millcreek Canyon Committee Meeting to order at approximately 1:30 p.m.

2. Review and Approval of the Minutes from the November 18, 2024, Meeting and the March 17, 2025, Meeting.

Chair Hahnenberger reported that there are two sets of Meeting Minutes to review and vote on.

MOTION: Ed Marshall moved to APPROVE the Meeting Minutes from the November 18, 2024, Millcreek Canyon Committee Meeting. Del Draper seconded the motion. The motion passed with the unanimous consent of the Committee.

1
2 **MOTION:** Ed Marshall moved to APPROVE the Meeting Minutes from the March 17, 2025,
3 Millcreek Canyon Committee Meeting. Del Draper seconded the motion. The motion passed with
4 the unanimous consent of the Committee.
5

6 **Millcreek Canyon Shuttle Feasibility Study Update**
7

8 **1. The Committee will Discuss the Update to the 2012 Fehr & Peers Millcreek Canyon**
9 **Shuttle Feasibility Study.**
10

11 Chair Hahnenberger reported that the Millcreek Canyon Shuttle Feasibility Study was conducted
12 by Fehr & Peers in 2012. There is a desire for the CWC to fund an update to that study as the next
13 step towards a potential Millcreek Canyon shuttle. Director of Operations, Samantha Kilpack,
14 explained that Fehr & Peers has provided the CWC with the scope of work. That will be presented
15 to the Executive/Budget/Audit Committee at the meeting later in the day. The CWC Board will
16 review the scope of work at the CWC Board Meeting on May 5, 2025. If the CWC Board approves
17 the proposal, Fehr & Peers can start on the Millcreek Canyon Shuttle Feasibility Study update.
18

19 Del Draper asked about the cost of an update to the Millcreek Canyon Shuttle Feasibility Study.
20 Ms. Kilpack reported that the quote was for approximately \$34,000. Adam Lenkowski believed
21 there were previous discussions about how the update would be paid for. Ms. Kilpack explained
22 that there is a budget surplus in the current fiscal year, so the CWC can cover the cost of the study
23 update. As far as funding the shuttle operations and capital costs, there is still uncertainty about
24 that. Chair Hahnenberger believes the update will be a positive step forward for a potential shuttle.
25

26 Dan Zalles wanted to know if a needs assessment had been done. He explained that this could
27 involve looking at the original Millcreek Canyon Shuttle Feasibility Study to see what the needs
28 were. There can then be a comparison to the current needs. Ms. Kilpack stated that Fehr & Peers
29 did the original study and will handle the update. Fehr & Peers will assess what conditions have
30 changed since the original study was completed and fill in any gaps that exist. Chair Hahnenberger
31 pointed out that at the last Millcreek Canyon Committee Meeting, there was a comment made that
32 the original study might not cover everything that is needed. According to the CWC Staff
33 comments at that time, the current needs will be taken into account during the update process.
34

35 **Millcreek Canyon Fee Booth Usage Data**
36

37 **1. The Committee will Discuss Usage Data for the Millcreek Canyon Fee Booth.**
38

39 Chair Hahnenberger reported that the next agenda item relates to the Millcreek Canyon fee booth.
40 It was noted that Tom Diegel reached out to Salt Lake County to obtain data on the fee booth.
41 However, the person he spoke to did not provide information. During the Stakeholders Council
42 Meeting last week, it sounded like someone else was also looking into Millcreek Canyon data for
43 the Baseline Study. She offered to reach out to Mr. Diegel to ensure that there were no duplicative
44 efforts taking place. As far as she knows, the fee booth data has not been obtained at this time.
45

1 Ed Marshall reported that he spoke to Helen Peters recently and asked her whether there is accurate
2 information from the fee booth. She acknowledged that the information that was sent to him about
3 the fee booth several years ago was not accurate. Mr. Marshall explained that the previous
4 information did not include the cars that came through with annual passes, so it significantly
5 understated the amount of visitation. Ms. Peters stated that she would look into whether the current
6 fee booth information is more accurate. This update has already been forwarded to Mark Baer and
7 John Knoblock. Mr. Marshall offered to follow up with Ms. Peters and report back.
8

9 Mr. Marshall informed those present that he pointed out the problem with the fee booth data to
10 Salt Lake County approximately three years ago. At one time, the annual pass users were tracked.
11 There will continue to be outreach conducted. Mr. Marshall reminded Committee Members that
12 the issues in Millcreek Canyon are not necessarily related to traffic, but the lack of parking for
13 National Forest users. While there are many times the parking lots are empty, there are other times
14 when there is not enough room and vehicles are parked in the bicycle path. It is difficult to predict
15 the conditions. Doug Tolman noted that it might be difficult to obtain accurate data in the next
16 two years because of how recreation in the canyon will change with the Federal Lands Access
17 Program ("FLAP") grant construction. Mr. Marshall stated that the FLAP grant construction will
18 start in one week. There will be a lot more activity in the canyons starting on May 1, 2025. With
19 the nice weather and the winter gate not opening this year, the lower canyon will likely be busier.
20

21 Mr. Draper explained that there are several reasons for the fee booth. One reason is to collect
22 money and the other is to gather data on the number of vehicles entering the canyon. He would
23 like Fehr & Peers to look into the fee booth to determine the number of canyon users. That data
24 would be useful, especially when it comes to monitoring changes over time. Mr. Marshall agreed.
25 He added that those currently manning the fee booth are exceptional. It was suggested that during
26 future communications with the County, some appreciation be expressed for the employees.
27

28 Mr. Lenkowski asked about the road wire study. Mr. Marshall believed Ms. Peters was in charge
29 of that. Approximately one year ago, there were five or six wires placed in the canyon, but there
30 were problems with some of them not functioning. He does not know more about it than that.
31 Mr. Lenkowski wondered whether any useful data came out of that study. It might be beneficial
32 to look into whatever data was collected through that study process, even if there were some issues.
33 Mr. Marshall offered to ask Ms. Peters about the study information.
34

35 Chair Hahnenberger referenced the recent Stakeholders Council Meeting. There was someone
36 who mentioned looking into Millcreek Canyon data as part of the Baseline Study process. She
37 wanted to know what data that involved and who was looking into it. Mr. Marshall reported that
38 Mr. Baer was looking into some Millcreek Canyon-related data. There has been some outreach.
39

40 **Identification of Private Parcels for Conservation**

41 42 **1. The Committee will Discuss Identifying Private Land Parcels for Potential** 43 **Conservation Efforts.** 44

45 Chair Hahnenberger explained that the next item on the Millcreek Canyon Committee Meeting
46 agenda relates to the identification of private land parcels for potential conservation efforts. She

1 noted that this agenda item directly relates to discussions at the latest Stakeholders Council
2 Meeting. During that meeting, there were presentations from Utah Open Lands, Salt Lake City
3 Public Utilities, and Summit Land Conservancy. There were also discussions about what the
4 Stakeholders Council's role could be in expanding that work. For example, identifying potential
5 parcels or building relationships. Chair Hahnenberger reminded Committee Members that in
6 Millcreek Canyon, there was a parcel for sale near the mouth of the canyon, close to the fee booth.
7 Mr. Knoblock did some work to see what the water rights were for that parcel and contacted the
8 owner. As far as she knows, there has not been any movement on that as far as a sale.

9
10 Chair Hahnenberger asked the Millcreek Canyon Committee if there are short-term actions there
11 is a desire to take as far as land conservation. She knows that the Stakeholders Council will
12 continue to look at what the role of the CWC will be moving forward. Mr. Zalles noted that during
13 the Stakeholders Council Meeting, the challenge of identifying the parcels systematically was
14 highlighted. He is not sure what parcels would potentially be for sale or available in the canyon.

15
16 Mr. Marshall reported that the only large parcel of land in Millcreek Canyon is owned by the Boy
17 Scouts under a trust. Mr. Draper previously contacted the Boy Scouts and there was no interest in
18 a conservation easement. There are no other large parcels that he is aware of with private
19 ownership. Log Haven owns its own parcel, but there is no interest in a public sale at this time.
20 That leaves the parcels at the base of the canyon. He is not aware of any others. The idea of
21 private land acquisition seems to make more sense in the other canyons than in Millcreek Canyon.
22 Mr. Zalles thought it might be meaningful to focus on potential conservation easements.

23
24 Mr. Marshall noted that during the Utah Open Lands presentation, it was emphasized that the
25 current zoning is important. With the Foothill and Canyons Overlay Zone ("FCOZ"), development
26 is prohibited on slopes that are above 30 degrees, with some rare exceptions. The ability to develop
27 is limited and he is not certain that Utah Open Lands would be interested. Given that the owner
28 of the lot at the mouth of the canyon believes that it is developable land, it is difficult to believe
29 that a conservation easement would be pursued as opposed to some sort of sale to a private buyer.

30
31 The Millcreek Canyon Committee previously concluded that a land conservation from the Boy
32 Scouts might be the most feasible conservation effort in this canyon. That is the reason previous
33 outreach was conducted by Mr. Draper. However, there was no interest from the Boy Scouts.
34 Mr. Zalles wondered whether it would be worth contacting the Boy Scouts again about a potential
35 trail. Mr. Marshall pointed out that the Pipeline Trail is only 100 yards or so away, so there is
36 already a trail going through portions of what used to be their property. Land on the other side of
37 the Boy Scouts camp, on the south side of the road, is designated wilderness. Mr. Tolman asked
38 if anyone has been in touch with the Boy Scouts since the Bonneville Shoreline land swap for
39 wilderness occurred. He understands that there is a much smaller parcel now and wondered if the
40 intention is to sell it to the highest bidder. Mr. Draper stated that the sale of the parcel is a concern.
41 He contacted them three times and there seems to be a desire to own the land. It is believed there
42 is enough of an income stream, but the Boy Scouts have pending lawsuits, so nothing is certain.

43
44 Mr. Draper noted that there has been some pushback from the Boy Scouts about the outreach
45 conducted. Chair Hahnenberger believes that even though there has been pushback, it is still
46 worthwhile to reach out. If there comes a time that the organization wants to sell the land, the

1 interest in conservation must be known. At the Stakeholders Council Meeting, it was stated that
2 communication and outreach are meaningful. Mr. Tolman feels the Boy Scouts parcel is one of
3 concern. If there is a list created of priority properties to share with other organizations, that is
4 one he feels should be included. Mr. Draper agreed with that statement. There is enough flat land
5 where the camp is located that it would be developable. It is a high-priority parcel and it is
6 necessary to remind the Boy Scouts that conservation is always an option in the future.

7
8 Janet Mueller left a comment in the Zoom chat box. She asked what the developer was planning
9 to do with the 18-acre parcel at the mouth of the canyon. Mr. Draper noted that according to the
10 owner, the land could be subdivided into 5-acre lots and someone could build three homes there.
11 Chair Hahnenberger reported that conservation will continue to be discussed by the Millcreek
12 Canyon Committee. She offered to reach out to Mr. Knoblock for an update on the 18-acre parcel.

13 14 **Other Items**

15 16 **1. The Committee May Discuss Other Items as Desired.**

17
18 Mr. Marshall reported that an unusual amount of debris has fallen down this year from the trees.
19 He pointed out that the trees are old and brittle to begin with, and each year, they seem to lose
20 more and more, especially when a snow event occurs while the leaves are still on. If there are
21 discussions taking place with the Boy Scouts or U.S. Forest Service, he asked that the needed road
22 cleanup work be mentioned. If the Forest Service wants people to respect the canyon and preserve
23 the environment, it would be meaningful for a positive example to be set. As for the Boy Scouts,
24 there is debris that has fallen onto their chain link fence.

25
26 Mr. Zalles asked about trail maintenance plans in Millcreek Canyon. Salt Lake District Ranger,
27 Adam Shaw, shared information about maintenance in the lower canyon. He explained that the
28 Forest Service will be doing as much as possible there. He explained that there is decreased
29 funding and staffing, which makes it more difficult to address all of the needs. As for the upper
30 trails, during the FLAP grant construction, those will be open and available for public use. It is
31 only the roadway that will not be available during that time. Mr. Marshall asked Mr. Shaw about
32 the debris along the road. There has been a lot of wood dropped this year and the brittle trees
33 continue to shed. He wondered whether there is a crew available to collect some of the debris. He
34 noted that the small debris that drops along the roadway ignites easier, burns hotter, and spreads
35 faster. Removing that debris is meaningful as far as preventing a fire from starting in the area.
36 Mr. Shaw explained that he is aware of the situation. He is not sure whether that is within the
37 planned scope of the cutting and piling work that will be done in Millcreek Canyon this year, but
38 he offered to look into this and report back to the Millcreek Canyon Committee with information.

39
40 Mr. Draper explained that the Millcreek Canyon Committee discussed the Millcreek Canyon fee
41 booth earlier in the meeting. He asked Mr. Shaw about accurate vehicle count numbers. The fee
42 booth is essentially open from 10:00 a.m. to 6:00 p.m., so there is a lot of traffic before 10:00 a.m.
43 and a lot of traffic after 6:00 p.m. Those visitors are not necessarily counted and passholders are
44 not necessarily counted either. All of the money collected assists with the Forest Service work, so
45 the Forest Service should have an interest in making sure the fee booth is being run well. The
46 Millcreek Canyon Committee believes visitor data could be useful to have long-term. Mr. Shaw

1 is not certain what information the County shares but offered to look into that as well. He
2 acknowledged the importance of accurate data so there is an awareness of changes in use patterns.

3
4 Mr. Marshall thanked Mr. Shaw for attending the Millcreek Canyon Committee Meeting and being
5 willing to answer questions. Mr. Shaw explained that one of the reasons he wanted to attend this
6 meeting is because it coincided with the press release from Salt Lake County that was released
7 today. The press release includes an update about the FLAP grant construction project. He
8 encouraged Committee Members to review the press release. Construction is slated to begin no
9 sooner than May 1, 2025, for the roadway, but the Forest Service will also work on a bridge project
10 in the Elbow Fork area before that date. The bridge work is not part of the FLAP grant work.

11
12 Mr. Zalles wanted to know what the plan is for the winter gate during the winter months. Mr. Shaw
13 reported that the contract calls for the roadway itself to be open and available for typical winter
14 recreation from December 15 to March 15. However, there will not be use of the yurt during the
15 next winter season. Mr. Tolman asked for additional information about the press release related
16 to the FLAP grant construction. Mr. Shaw reported that the County released the press release on
17 the FLAP grant information website. He offered to send the press release to CWC Staff.

18
19 Ms. Mueller left comments in the Zoom chat box. She asked about the completion date for the
20 FLAP grant work. Chair Hahnenberger believed it is estimated to be done in the fall of 2026.
21 Mr. Shaw shared a clarification about accessibility. There is a plan to have a public turnaround
22 and parking. It was noted that Mr. Knoblock had joined the Millcreek Canyon Committee
23 Meeting. He asked about the bridge work that is planned. Mr. Shaw reported that it will start next
24 week.

25
26 Chair Hahnenberger asked Mr. Knoblock for an update on the 18-acre parcel at the mouth of
27 Millcreek Canyon. Mr. Knoblock did not have an update and stated that he plans to reach out to
28 the seller again for another conversation. Mr. Lenkowski asked Mr. Shaw for additional
29 information about the turnaround mentioned. Mr. Shaw reported that the road will be closed to
30 pedestrian and vehicle traffic above the winter gate during the FLAP grant construction work.
31 Below the winter gate, there is a parking lot called the aqua lot, which is the parking lot on the
32 north side of the road that is often used for overflow parking in the winter months. That particular
33 parking lot will be used as an area where vehicles can turn around. There will be a construction
34 access gate, so the aqua lot will be the place where vehicles will need to turn back. While the
35 intention is to allow some parking in that lot, some might need to be removed for the turnaround.

36
37 Mr. Lenkowski wanted to know if there have been discussions about increased use in the lower
38 canyon. Mr. Shaw confirmed that there have been conversations between the Forest Service, Salt
39 Lake County, and Millcreek City about the management of parking as well as recreation. There
40 will be a lot of messaging about the FLAP grant work once the actual construction starts.

41
42 Mr. Knoblock mentioned the Neffs Canyon parking lot and the work that will be done by Millcreek
43 City. Mr. Shaw confirmed that the project is expected to occur at the same time as the FLAP grant
44 work. He explained that there are certain projects that were previously funded. There are
45 expiration dates on the funding and if it is not used within a certain timeframe, it is returned.
46 Additional information was shared about the Neffs Canyon parking lot. There is a plan to resurface

1 and formalize the parking area. Formalizing the parking areas means striping the area for vehicles.
2 There is also a plan to construct a helicopter landing pad and Heliwell in case there is a fire in the
3 area. Mr. Zalles asked about the timeline for the Neffs Canyon work. Mr. Shaw reported that the
4 construction season is supposed to start on May 1, 2025, and be finished in this calendar year.

5
6 Chair Hahnenberger thanked Mr. Shaw for attending the meeting and being willing to answer
7 questions. Mr. Shaw noted that a lot is happening in Millcreek Canyon. He wanted to make sure
8 the Millcreek Canyon Committee was aware of the different projects scheduled.

9
10 **Public Comment**

11
12 There were no public comments.

13
14 **Closing**

15
16 **1. Chair Hahnenberger will Call for a Motion to Adjourn the Millcreek Canyon**
17 **Committee Meeting.**

18
19 **MOTION:** Ed Marshall moved to ADJOURN the Millcreek Canyon Committee Meeting. Dan
20 Zalles seconded the motion. The motion passed with the unanimous consent of the Committee.

21
22 The Millcreek Canyon Committee Meeting adjourned at approximately 2:26 p.m.

1 *I hereby certify that the foregoing represents a true, accurate, and complete record of the*
2 *Stakeholders Council Millcreek Canyon Committee Meeting held Monday, April 21, 2025.*
3

4 Teri Forbes

5 Teri Forbes

6 T Forbes Group

7 Minutes Secretary

8
9 Minutes Approved: _____