



MINUTES OF THE CENTRAL WASATCH COMMISSION (“CWC”) TRANSPORTATION COMMITTEE MEETING HELD WEDNESDAY, AUGUST 27, 2025, AT 2:00 P.M. THE MEETING WAS CONDUCTED BOTH IN-PERSON AND VIRTUALLY VIA ZOOM. THE ANCHOR LOCATION WAS AT THE CWC OFFICES LOCATED IN THE BRIGHTON BANK BUILDING, 311 SOUTH STATE STREET, SUITE 330, SALT LAKE CITY, UTAH.

Present: Dan Knopp, Chair (arrived at 2:30 p.m.)
Mayor Monica Zoltanski
Bill Ciraco
Ellen Birrell
Caroline Rodriguez
Amber Broadway

Staff: Lindsey Nielsen, Executive Director
Sam Kilpack, Director of Operations
Ben Kilbourne, Communications Director

OPENING

1. Chair Dan Knopp will Open the Public Meeting as Chair of the Transportation Committee of the Central Wasatch Commission.

In the absence of Chair Dan Knopp, Mayor Monica Zoltanski called the Central Wasatch Commission (“CWC”) Transportation Committee Meeting to order at approximately 2:00 p.m.

TRANSPORTATION COMMITTEE WORK SESSION PREPARATION

1. The Committee will Prepare for the Upcoming Work Session Scheduled During the September 8, 2025, CWC Board Meeting:

a. Commission Transportation and Transit Priorities

- i. What does the Board feel that the CWC should do regarding transportation (e.g., new transportation studies, following up on previous CWC transportation studies such as the MTS and BCC MAP, public statements and comments, identifying projects in the Mountain Accord to pursue, etc.)?**
- ii. What areas of consensus are there regarding transportation and transit?**

1 iii. What transportation and transit needs exist and what goals can be set
2 to meet them that fit within the parameters of the Mountain Accord?

3
4 b. Olympics Transportation and Transit Needs

5
6 i. What transportation and transit needs exist for the 2034 Olympics?

7 ii. What role can the CWC play in planning for those transportation and
8 transit needs?

9
10 Executive Director, Lindsey Nielsen, shared information about the Work Session that is scheduled
11 to take place during the September 8, 2025, CWC Board Meeting. At the last CWC Board
12 Meeting, there was a proposal to host a Work Session that was focused solely on transportation.

13
14 Ms. Nielsen reminded those present that transportation is one of the focuses of the CWC. A lot
15 has been accomplished since the CWC was established, including several studies, such as the Big
16 Cottonwood Canyon Mobility Action Plan (“BCC MAP”). The Millcreek Canyon Shuttle
17 Feasibility Study update is currently underway. In addition, the CWC focused on a Mountain
18 Transportation System (“MTS”) project in 2020. The CWC also drafts and submits public
19 comments when there are public comment periods for transportation-related items, such as the
20 Utah Department of Transportation (“UDOT”) Little Cottonwood Canyon Environmental Impact
21 Statement (“EIS”) and the Kimball Junction EIS. The question is whether there are specific
22 transportation projects or actions that the CWC Board would like to see move forward. She asked
23 the Transportation Committee to consider this question ahead of the scheduled Work Session.

24
25 The Transportation Committee discussion should focus on what the Committee feels the CWC
26 should do when it comes to transportation. For instance, whether the CWC should be advocating
27 for something specific or if fundraising should be pursued for a larger project. It is also possible
28 for the Committee to discuss transportation needs as they pertain to the 2034 Olympic Games.
29 This can be a component of the current discussion as well as the Work Session discussion.

30
31 Ms. Nielsen pointed out that there are some transportation action items outlined in the Mountain
32 Accord charter that the CWC has not pursued at this point. This includes an Alternatives Analysis
33 to evaluate connections between the Salt Lake Valley and the greater Park City area. Other items
34 in the charter include a non-auto-based tunnel connecting Big Cottonwood Canyon to the Wasatch
35 Back. There are other items in the Mountain Accord charter specific to transportation that can be
36 discussed more robustly during the Work Session. A lot depends on how the Transportation
37 Committee chooses to guide the broader CWC Board discussion scheduled on September 8, 2025.

38
39 Mayor Zoltanski noted that at a previous CWC Board Retreat, the CWC Board identified the
40 Federal Legislation as a priority. She asked how that would fit into the transportation conversation.
41 Commissioner Ellen Birrell asked if she was referring to the Central Wasatch National
42 Conservation and Recreation Area Act (“CWNCR”), which was confirmed. Ms. Nielsen stated
43 that as an organization, the CWNCR was identified as a priority. Work has been done to pursue
44 this.

1 Mayor Zoltanski stressed the importance of Phase I of the UDOT Little Cottonwood Canyon EIS,
2 which focuses on an enhanced bus system. There is an agreement with the stakeholders in the
3 canyons that this transportation solution should move forward. Ms. Nielsen asked if the
4 Transportation Committee wants the focus to be solely on the CWNCRRA in the future. Mayor
5 Zoltanski denied this, but clarified that the CWNCRRA should be the primary focus of the
6 organization. It can be used as a framework. She stated that in Little Cottonwood Canyon, there
7 is agreement to move forward with enhanced buses. In Big Cottonwood Canyon, there is progress
8 being made on the BCC MAP and there are continued discussions related to Millcreek Canyon.

9
10 Commissioner Birrell understands the difficulty in advancing the Federal Legislation, because it
11 requires enthusiastic support at the Federal level. If there is support at the Federal, State, and
12 municipal levels to advance the Federal Legislation, then it is something she would also support.
13 She likes the idea of there being a resolution to advance the CWNCRRA. Commissioner Birrell
14 believes there are short-term solutions needed to improve the current situation in Big Cottonwood
15 Canyon and Little Cottonwood Canyon. Buses seem to be the best way forward.

16
17 Commissioner Birrell has served on the Utah Transit Authority (“UTA”) Local Advisory Council
18 and attends monthly meetings with UDOT. There have been issues related to the number of bus
19 operators. It might be possible to look into private companies to enhance the bus service if the
20 lawsuits continue to delay the Phase I work associated with the UDOT Little Cottonwood Canyon
21 EIS. The CWC could look into funding sources to advance enhanced buses with more immediacy.
22 She would like there to be a discussion about what could provide more immediate relief to the
23 traffic problems while longer-term solutions, such as the CWNCRRA, continue to be worked on.

24
25 Mayor Zoltanski believes Commissioner Birrell would like there to be a presentation from UDOT
26 and UTA on the existing bus issues. From there, it becomes possible to determine what can be
27 done short-term to create better bus service. There could be some improvements made to bus
28 transportation while the other issues are worked out. Commissioner Birrell stated that UDOT and
29 UTA might not be the innovators. A private-public partnership might be possible. Mayor
30 Zoltanski suggested reaching out to UDOT to discuss what they have explored. Commissioner
31 Birrell shared information about Oktoberfest buses that have been implemented to address the peak
32 Oktoberfest days. If the ski areas and businesses were willing to look at different funding sources
33 and private bus companies, that could bring some immediate relief to canyon transportation issues.

34
35 Commissioner Bill Ciraco shared information about the bus driver shortage. In Park City, there
36 has been a struggle to find a full staff of bus drivers for the last five years. The starting pay for
37 bus drivers is now \$32 per hour, which totals approximately \$64,000 per year. High Valley Transit
38 has also had a deficit of drivers in the last four or five years and had to build nine affordable
39 housing units on the site of their new bus depot to increase the chances of obtaining staff. This is
40 a critical issue and moving to the private market will not necessarily solve the problem. While all
41 opportunities need to be explored, there is a Statewide staffing shortage for bus drivers.

42
43 As far as priorities, it is unlikely that anything will be advanced in the canyons at this time, given
44 the current status of the litigation, but there are certain items moving forward in Millcreek Canyon.
45 Commissioner Ciraco mentioned the items in the Mountain Accord charter that have not been
46 addressed by the CWC at this time. Park City has done some work locally on the connection

1 described and a regional partner is likely needed for work with Salt Lake City. That is something
2 that might be appropriate for the Transportation Committee to bring to the full CWC Board.

3
4 Commissioner Ciraco shared information about some of the initiatives taking place in the Wasatch
5 Back, including a bus rapid transit operation on SR-224. When it comes to SR-248, the Recreate
6 248 Study will be finished later this year. There will likely be an action item determined after that
7 time, which might provide an opportunity for the CWC to get involved. Mayor Zoltanski thought
8 those items would fit well into the transportation preparations for the Olympic Games.
9 Commissioner Ciraco commented that it is also critically important to direct users and customers
10 to canyons that may not see any activity related to the Olympic Games, but will still be open for
11 business. In 2002, there was a drop off in business in those areas, which should be considered.
12 Any transportation plan also needs to focus on delivering customers to the Wasatch Front.

13
14 Special Advisor Amber Broadway recalled that there were decisions made by the CWC Board to
15 focus on certain priorities. She got the impression that transportation was not a priority. Other
16 members of the Committee did not have the same impression based on previous CWC Board
17 discussions. Advisor Broadway pointed out that a lot of studies have been done or are currently
18 in progress. As a result, she does not necessarily see a need for future studies to take place. She
19 stated that the CWNCRA is not a priority for the resort. From her perspective, it is something that
20 there are still some ongoing concerns about. Advisor Broadway represents the resorts and it
21 seems that the CWC sits in opposition to some of the transportation solutions that have been
22 proposed. She stressed the importance of determining common ground because there is a desire
23 to understand when transportation improvements will actually occur. Advisor Broadway would
24 like to see the Committee focus on solutions that can happen in the short term. In addition, she is
25 interested in being part of the conversations that are related to the 2034 Olympic Games.

26
27 Mayor Zoltanski believes the Transportation Committee can look at areas of consensus. The
28 implementation of transit solutions would be beneficial to the entire CWC study area. She
29 suggested that a formal presentation from UDOT or UTA be scheduled so information can be
30 shared about the options explored so far, such as public transportation, working with private transit
31 groups, implementing additional shuttles, and so on. Mayor Zoltanski wants to look into what
32 could ease some short-term pressure, followed by the funding requirements for those solutions.
33 The Work Session at the September 8, 2025, CWC Board Meeting seems well timed. The CWC
34 can call for Legislative intervention so the bus system will be ready ahead of the season.

35
36 Chair Knopp arrived at the Transportation Committee Meeting at approximately 2:30 p.m. He
37 acknowledged the comments made by Advisor Broadway about the number of studies that have
38 been conducted already. He stressed the importance of action. It is now possible to move forward
39 with certain transportation items. Additionally, it is likely an appropriate time for a UTA update.
40 Mayor Zoltanski asked if there is agreement that buses should be looked at as a short-term priority.
41 For example, improving bus services and the bus schedule for the 2025/2026 season. Other
42 Committee Members agreed that this should be a priority while long-term items are worked on.

43
44 Commissioner Birrell pointed out that most of the peak mornings in Little Cottonwood Canyon
45 can be anticipated. She discussed the Ski Bus Priority Access Program in Sandy City, as well as
46 what can be done to address the gridlock in Cottonwood Heights, where there are no shoulders.

1 Sending personal vehicles southbound would open up the roadway for buses to have priority to
2 Snowbird and Alta on those specific mornings. What happens on SR-210 and often further north
3 on SR-190 is that it turns into total gridlock. There are 11 intersecting streets between the mouth
4 of Big Cottonwood Canyon to the south edge of the City of Cottonwood Heights. Residents are
5 unable to enter or exit on those mornings for approximately two and a half hours. Mayor Zoltanski
6 asked if this is something Cottonwood Heights would have the authority to address. She pointed
7 out that the purpose of the current meeting is to focus on priorities to share with the CWC Board.
8 She asked that the issue raised by Commissioner Birrell be discussed at another time.

9
10 Based on the comments so far, Mayor Zoltanski believes there is interest in extending the bus
11 service in the canyons and looking into a connection between the Wasatch Back and Salt Lake.
12 There was a comment made to indicate that the CWNCRRA work might be a long-term item. There
13 is a desire to explore more immediate solutions in addition to those longer-term goals. Mayor
14 Zoltanski reiterated that the CWNCRRA is an overarching goal of the CWC. It provides a
15 framework, but it is also possible to look at short-term items that are aligned with that overarching
16 framework. She pointed out that working together as member municipalities could address some
17 of the existing traffic flow issues. Ms. Nielsen asked about planning for the upcoming Legislative
18 Session. It is possible to discuss this during the Work Session and determine whether there is
19 interest in asking for more transit or transportation-related support this year.

20
21 Chair Knopp believes the Cottonwood Canyons are pointed in the right direction, especially in Big
22 Cottonwood Canyon, where items are moving forward. He thinks the parking structure in the
23 gravel pit will be available before the Olympic Games, as well as the transit hubs. It was
24 acknowledged that there are issues in Little Cottonwood Canyon that still need to be addressed.
25 Mayor Zoltanski noted that there can be an announcement made during the Work Session to state
26 that there is satisfaction with the direction that Big Cottonwood Canyon is moving. The
27 Committee can express support for all of the efforts made to advance the various projects.

28
29 Advisor Broadway referenced the conversations she has had with Devin Weder. When certain
30 items move forward in Big Cottonwood Canyon, there will be impacts on Little Cottonwood
31 Canyon. One example is the transit hub that is being sized in the gravel pit. It is being sized to
32 accommodate both Big Cottonwood Canyon and Little Cottonwood Canyon. When enhanced
33 buses are implemented, they will go from that transit hub, up Big Cottonwood Canyon, and then
34 up Little Cottonwood Canyon. Enhanced busing will also launch out of the 9400 location. The
35 UDOT ski bus will launch when the mobility hub and new bus stops are built. The UDOT ski bus
36 will replace the UTA ski bus. There are interesting nuances to the transit hub proposal, but she
37 has concerns that it is not sized adequately, as it did not take employee parking into account.

38
39 Chair Knopp stated that parking structures at the bottom of the canyons are part of the solution,
40 but are not the entire solution. It is important to have parking that is further out as well to further
41 address traffic. Several solutions are needed, but it is necessary to start somewhere and he is
42 encouraged by the current direction. Mayor Zoltanski believes there are certain recommendations
43 that can be made to the CWC Board. This includes the call for improved bus service for the
44 2025/2026 season. An area of universal agreement is that improved busing is needed in the
45 canyons. Chair Knopp thought it made sense to speak to Ex-Officio Member Carlton Christensen.
46 Mayor Zoltanski suggested that there be a UTA presentation on buses. This will determine where

1 the efforts should be focused in the future. It is also possible to invite State Legislators,
2 Representatives, and Senators to participate in this transportation discussion.

3
4 Commissioner Caroline Rodriguez suggested that whoever reaches out to Ex-Officio Christensen
5 do so soon in order to ask about the union rules for bids. She believes the winter work has already
6 been put out to bid per their union rules, which means UTA would not be allowed to add more
7 service. Knowing that ahead of the CWC Board Meeting in September would be beneficial.

8
9 The Transportation Committee further discussed the Olympic Games transportation and transit
10 needs. Commissioner Ciraco reiterated that the Wasatch Back connection to Salt Lake is
11 something that can be mentioned to the CWC Board at the next CWC Board Meeting. The
12 Transportation Staff in Park City is working with UDOT to envision what a Salt Lake to Park
13 City/Wasatch Back bus connection could look like, which can be mentioned during the Work
14 Session. He offered to lead that portion of the discussion during the meeting in September.

15
16 Ms. Nielsen reported that the Mountain Accord called for non-specific transit improvements in
17 Parley's Canyon. That could also be a discussion topic at the CWC Board Meeting. It is possible
18 to assess what the current conditions and needs are. There was also a specific mention of an
19 analysis for a tunnel connection for non-auto-based movement between Big Cottonwood Canyon
20 and the Wasatch Back. Mayor Zoltanski asked about the Capacity Study that was mentioned. Ms.
21 Nielsen clarified that the Capacity Study turned into the Visitor Use Study, which the CWC
22 released a few years back. The Visitor Use Study did not include commentary on the capacity of
23 the Central Wasatch Mountains. That could be considered for a second phase of the Visitor Use
24 Study, or there could be an addendum. Mayor Zoltanski suggested that this be discussed further.

25
26 Commissioner Birrell agrees with the comments made by Chair Knopp about the progress that has
27 been made and the need for parking hubs that are located away from the foothills so motorists can
28 leave vehicles closer to their homes. Looking toward the 2034 Olympic Games, she asked if this
29 would be an appropriate time to start identifying parking hub locations within Salt Lake County.
30 Chair Knopp believed this is the right time to start having these kinds of planning discussions. He
31 reported that Wasatch Transit Solutions is interested in decentralizing some of the parking.

32
33 Chair Knopp thanked Mayor Zoltanski for running the first portion of the meeting in his absence.
34 Ms. Nielsen reported that in the Zoom chat box, she has made notes of the main discussion topics
35 that were outlined. Heading into the Work Session on September 8, 2025, the Transportation
36 Committee has decided that there is a desire to guide the CWC Board in a discussion about several
37 items and make certain recommendations. She summarized the notes in the Zoom chat box:

- 38
39
- 40 • Strategize towards Legislative action during the 2026 Legislative Session so there is
41 improved bus service in place for the 2025/2026 season;
 - 42 • Schedule an update and presentation from Devin Weder with UDOT;
 - 43 • A recommendation that the CWC Board provide support for the solutions in Big
44 Cottonwood Canyon associated with the Environmental Assessment ("EA");
 - 45 • Invite Legislators and/or their Staff to attend the Work Session;
 - 46 • Have a section during the Work Session specific to the Mountain Accord directive for a
Salt Lake to Wasatch Back connection. (Park City Transit and High Valley Transit); and

- A conversation about a Capacity Study.

Mayor Zoltanski is more interested in a presentation from UTA on bus service and planning than one from UDOT. Having UTA present and inviting Legislators and staff to the Work Session is a priority. Ms. Nielsen adjusted the notes to remove the contemplated presentation from Mr. Weder and shift that to an update from Ex-Officio Christensen. She offered to reach out to Ex-Officio Christensen following the Transportation Committee Meeting. Chair Knopp stated that there is plenty for the CWC Board to talk about during the scheduled Work Session. Since so many discussion topics have been identified by the Transportation Committee, it was suggested that each Committee Member have an assignment ahead of the CWC Board Meeting. Ms. Nielsen would like to know which Committee Member will guide the CWC Board on each of the bullet points. Mayor Zoltanski thought it made sense to determine the priorities on the list. She believed improved bus service should be the main priority during the Work Session discussion. Other Committee Members expressed support for that suggestion. Mayor Zoltanski commented that this item will benefit all of the CWC member jurisdictions and could lead to a noticeable change.

Commissioner Birrell believes UTA already has all of its union agreements in place. She does not know that UTA has the capacity to expand bus service at this time, which is the reason she feels it makes sense to look into private-public partnerships to further enhance the bus options. Mayor Zoltanski suggested that there be an inventory created of the current services that exist. She offered to lead the discussion on buses and work with Ex-Officio Christensen and CWC Staff.

Commissioner Birrell asked if the CWNCRRA would be on the agenda at the CWC Board Meeting, which was confirmed. Ms. Nielsen explained that the Work Session is separate from that discussion. The CWC work focuses on four focus areas: transportation, environment, recreation, and economy. It is important to look at those focus areas in tandem with one another rather than in silos. While there is a transportation and transit Work Session on the CWC Board Meeting agenda, there will also be a discussion on the CWNCRRA. Mayor Zoltanski confirmed that the focus areas are interconnected and reiterated that the overarching goal of the CWC is the CWNCRRA.

STAFF UPDATES

1. Millcreek Canyon Shuttle Feasibility Study Update.

Ms. Nielsen reported that the Feasibility Study is moving forward. The updates are currently underway and Fehr & Peers has returned a list of goals and objectives for the study update. Those will be included in the Meeting Materials Packet for the September 8, 2025, CWC Board Meeting.

Ms. Nielsen took a moment to summarize some of the decisions that were made during the Transportation Committee Meeting. Mayor Zoltanski will lead the main discussion item during the Work Session, which is related to buses. In addition, Commissioner Ciraco and Commissioner Rodriguez will lead the discussion regarding the Wasatch Back and Salt Lake connection.

1 **CLOSING**

2
3 1. **Chair Knopp will Call for a Motion to Adjourn the Transportation Committee**
4 **Meeting.**

5
6 **MOTION:** Monica Zoltanski moved to ADJOURN the Transportation Committee Meeting. Bill
7 Ciraco seconded the motion. The motion passed with the unanimous consent of the Committee.

8
9 The Central Wasatch Commission Transportation Committee Meeting adjourned at 3:08 p.m.

1 *I hereby certify that the foregoing represents a true, accurate, and complete record of the Central*
2 *Wasatch Commission Transportation Committee Meeting held Wednesday, August 27, 2025.*
3

4 Teri Forbes

5 Teri Forbes

6 T Forbes Group

7 Minutes Secretary

8

9 Minutes Approved: _____