



MINUTES OF THE CENTRAL WASATCH COMMISSION (“CWC”) STAKEHOLDERS COUNCIL RECREATION SYSTEM COMMITTEE MEETING HELD THURSDAY, NOVEMBER 13, 2025, AT 2:00 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.

Committee Members: Patrick Morrison, Chair
Dennis Goreham, Co-Chair
Craig Williams
Sarah Bennett
Mark Baer

Staff: Lindsey Nielsen, Executive Director
Sam Kilpack, Director of Operations

Public: Joanna Wheelton

OPENING

1. Chair Patrick Morrison will Open the Public Meeting as Chair of the Recreation System Committee of the Central Wasatch Commission Stakeholders Council.

Chair Patrick Morrison called the Central Wasatch Commission (“CWC”) Stakeholders Council Recreation System Committee Meeting to order at 2:00 p.m. and welcomed those present.

2. Review and Approval of the September 11, 2025, Meeting Minutes.

MOTION: Dennis Goreham moved to APPROVE the September 11, 2025, Meeting Minutes. Craig Williams seconded the motion. The motion passed with the unanimous consent of the Committee.

Chair Morrison asked that a member of the Recreation System Committee provide an update on the last Stakeholders Council Meeting. Craig Williams reported that he attended the meeting virtually. He was impressed with the ski resort representatives who attended the Stakeholders Council Meeting and shared information about sustainability. It was interesting to learn more about what is being done by the resorts. There are many creative ways focus on sustainability, including switching to electric snowmobiles. Sarah Bennett added that each speaker from the represented ski resorts had a lot to share with the Council. It was meaningful to learn more and notice some of the subtle differences. Mr. Williams confirmed that each resort had a slightly different approach. It is possible for the ski resorts to learn from one another and implement additional sustainably measures. Chair Morrison

1 hopes he will be able to attend the next Stakeholders Council Meeting, as he was unable to attend the
2 last one due to a previous commitment. He thanked Committee Members for the meeting summary.

3 4 **OUTDOOR RECREATION INITIATIVE DISCUSSION**

5 6 **1. The Committee will Discuss the Outdoor Recreation Initiative and Possible Future** 7 **Projects.**

8
9 Chair Morrison shared information about a program that he created, the Outdoor Recreation Initiative.
10 He discussed the Utah Outdoor Recreation Strategic Plan and the two year process that took place in
11 collaboration with the Utah State University team. Information about the Wasatch Front Regional
12 Council was shared and he stressed the importance of a supportive and collaborative process.

13
14 There is \$20 million per year attached to this program, and attempts are made to direct the funding in
15 a way that is fairly equitable across the State. There are five regions, so each region can expect to
16 have between \$3 million and \$6 million appropriated through the Outdoor Adventure Commission.

17
18 Executive Director, Lindsey Nielsen, participated in some of the meetings in the first year and the
19 CWC made a request related to the Millcreek Canyon shuttle feasibility. There was no letter of
20 support from the U.S. Forest Service and ultimately, the Commission felt uncomfortable funding it
21 without that letter. Additional information about the Outdoor Recreation Initiative was shared. Chair
22 Morrison explained that it is possible for those interested to attend the meetings and learn more.

23
24 Mr. Williams asked for additional information about outdoor recreation infrastructure. He wanted to
25 know if trails would be considered infrastructure, which was confirmed. Chair Morrison noted that
26 his personal opinion of what infrastructure is might be more expansive than the State Legislature's
27 definition, but he confirmed that trails, kiosks, and planning would fall under that definition. Chair
28 Morrison wanted the Recreation System Committee to be aware of the Outdoor Recreation Initiative.
29 If something is identified that might fall into this category, there are opportunities to connect with
30 those who can serve as applicants. There is a lot of work that could be supported by this program.
31 This is a flexible funding source that Committee Members can keep in mind moving forward.

32
33 Joanna Wheelton wanted to know if there is a place where all of the awardees can be seen. Chair
34 Morrison believes it is posted on the website, which was confirmed by Ms. Bennett. Co-Chair Dennis
35 Goreham mentioned an earlier comment about equity between the regions as far as distribution. He
36 asked if there is any other kind of equity that is focused on, such as motorized versus non-motorized.
37 Chair Morrison reported that there is a desire to spread out funding so that it supports diverse
38 activities.

39 40 **BONNEVILLE SHORELINE TRAIL PROJECT**

41 42 **1. Committee Member Sarah Bennett will Discuss Updates to the Bonneville Shoreline** 43 **Trail Master Planning Project.**

44 45 **2. The Committee will Discuss Ways to Support the Project.**

46
47 Ms. Bennett shared information about the Bonneville Shoreline Trail Master Planning project. She
48 reported that there has been an attempt to reenergize the Bonneville Shoreline Trail Committee, which

1 has existed for almost 30 years now. The Bonneville Shoreline Trail Committee has a simple charter.
2 It exists to advocate and handle maintenance, but does not focus on planning or implementation.

3
4 Trails Utah is interested in helping out with the planning component. There were conversations with
5 the Bonneville Shoreline Trail Committee, which included Brandon Plewe. She explained that Mr.
6 Plewe is a geographer and professor at BYU. Mr. Plewe and his son spent three years doing video
7 segments on different portions of the Bonneville Shoreline Trail. There are 29 videos about different
8 sections of the Bonneville Shoreline Trail. There was a lot of work and research put into those videos.
9 As a geographer and an advocate for the Bonneville Shoreline Trail, he has been compiling a lot of
10 data. The best thing that can be done for the Bonneville Shoreline Trail at this time is to gather as
11 much information as possible on the existing segments and the segments yet to be connected.

12
13 Ms. Bennett explained that the idea is to create a toolbox. It would be in the format of a GIS map and
14 would have a public facing side. Anyone with an interest in the Bonneville Shoreline Trail would be
15 able to use the resource and find out more information. For instance, it could be used to determine
16 what sections are open for mountain bicyclists, what the physical features look like, and the length of
17 the segment. For an advocacy group, the resource could be used to determine what is needed to
18 connect certain areas. For instance, it would be possible to look at the segments on either side and
19 see who maintains them. Ms. Bennett reported that the Bonneville Shoreline Trail Master Planning
20 project was presented in three regions, because as an important regional trail, it crosses through a lot
21 of geopolitical lines. There was a presentation to the North Region, Wasatch Region, and Central
22 Region. In the North Region, only 12 miles are completed and 97 miles are proposed. In the Wasatch
23 Region, 162 miles are completed with another 189 miles currently proposed. In the Central Region,
24 there are no miles completed and 25 miles proposed. Co-Chair Goreham asked if there are three
25 different grants associated with this project because of the regional presentations. Chair Morrison
26 explained that there were three separate requests, but the total grant amount will be under one contract.

27
28 One of the project goals is to prioritize the remaining sections. Ms. Bennett explained that another
29 goal is to identify the costs and the implementation challenges. This includes physical, administrative,
30 and political challenges. Identifying management and maintenance responsibilities is another
31 important component of this project. There is also a desire to provide data and maps so that there is
32 more information about the Bonneville Shoreline Trail available for those who are interested. This
33 toolbox will gather critical data related to planning and implementation. The intention is to make the
34 data accessible to more people who influence trail building and help to identify and secure the
35 required land parcels. Trails Utah did not come in with a funding match, because Mr. Plewe has
36 collected a lot of data already. The other partner is the Trust for Public Land, which has been looking
37 specifically at parcels along the Wasatch Front that could be purchased to help complete the
38 Bonneville Shoreline Trail. It is within their mission and goals to preserve those critical parcels for
39 public access and public open space. Ms. Bennett reviewed the deliverables associated with the
40 planning project, including a catalogue of data, a comprehensive GIS map, and a public-facing map.

41
42 Chair Morrison expressed support for the project and thanked Ms. Bennett for the summary. He
43 pointed out that one of the opportunities to support the tri-canyons is to develop close-to-home trails.
44 Those kinds of trails will be even more important as the visitation levels in the tri-canyons increase.

45
46 Ms. Bennett pointed out that this system for data collection could be applied to other regional trail
47 projects or long-distance trails. She hopes it will create a template for that kind of planning. There
48 was discussion about potential issues. Ms. Bennett stated that some people are threatened by trails

1 and do not like that trails bring people into neighborhoods. She shared information about the Foothills
2 and explained that there was a pause in implementation. Neighbors wanted more study to be
3 conducted, so the city actually paused that work. There was a commitment to a zone-by-zone focus
4 for implementation, and additional study was done. Ms. Bennett explained that conservation partners
5 are valuable when it comes to planning for trails, but that particular process was disappointing.

6
7 Chair Morrison asked how the CWC can best support this project as it moves forward. Ms. Bennett
8 reported that there will be a lot of opportunities to support the Bonneville Shoreline Trail in general
9 as this project moves ahead. When it comes to the data collection component, there is a desire to find
10 historical data as well. Ms. Bennett noted that the Wasatch has an interesting geologic history. There
11 will be information provided to inform visitors about what is there, but that information will also
12 inform trail builders about the soil types and vegetation in the area. There was discussions about trail
13 building and what goes into that work. Mr. Williams asked about the funding amount received for
14 this work. Ms. Bennett reported that it was \$80,000. She shared additional project information.

15
16 Mr. Williams asked what GIS stands for. Ms. Bennett clarified that GIS stands for Geographic
17 Information System. Mr. Williams also asked about an EIS. Ms. Bennett explained that EIS stands
18 for Environmental Impact Statement, which is one of the three levels of National Environmental
19 Policy Act (“NEPA”) study. When there is a project, if it involves Federal funds or is on Federal
20 property, it will trigger NEPA at either a Categorical Exclusion (“CE”), Environmental Assessment
21 (“EA”), or an EIS. This project will identify any segments that are on Federal land that will require
22 NEPA. Co-Chair Goreham shared additional information about a GIS and explained that it applies
23 data to geographic features. Ms. Bennett explained what a GIS looks like and what kind of
24 information might be included. In this case, she is looking forward to identifying points of access.

25
26 Chair Morrison does not believe there is much of an appetite at the State Legislature for any type of
27 eminent domain Legislation, but it has been proposed specifically with the Bonneville Shoreline Trail.
28 Two years ago, there was a bill that did not do well. However, having this type of information also
29 helps support a mild approach towards very specific eminent domain that could be utilized for access.

30
31 Ms. Wheelton shared information about another project that was awarded. She explained that it was
32 in partnership with the Cottonwood Canyons Foundation, Forest Service, and Davis County. The
33 application was for funding to handle engineering work at the Bair Canyon and Shepard Creek
34 bridges. If those two bridges are built, there would be five miles of connected roads in Davis County.
35 The Outdoor Recreation Initiative process is innovative and there is excitement about the bridge
36 project.

37 38 **CENTRAL WASATCH SYMPOSIUM DISCUSSION**

39 40 **1. The Committee will Discuss Programmatic Ideas for the 2026 Central Wasatch** 41 **Symposium.**

42
43 Chair Morrison reported that the Recreation System Committee has previously discussed possible
44 participation in the Central Wasatch Symposium. As an example, there could be a recreational outing
45 of some sort. He asked CWC Staff for additional information about the current panels and the Central
46 Wasatch Symposium for 2026. Director of Operations, Sam Kilpack, explained that the Central
47 Wasatch Symposium program is strong. Ms. Bennett asked what the theme of the symposium would

1 be. Ms. Kilpack informed Committee Members that the theme has to do with the 10 years of the
2 Mountain Accord, as it has now been 10 years since the Mountain Accord document was signed.

3
4 Chair Morrison asked about the submissions and the content. The Recreation System Committee can
5 discuss some sort of contribution. Ms. Nielsen shared a draft version of the Central Wasatch
6 Symposium program and reported that the keynote speaker will be Darren Parry. He is a local
7 Shoshone elder, author, and storyteller who speaks about consensus and stewardship of the land.
8 There will be an excellent keynote address this year. Ms. Nielsen explained that CWC Staff has
9 worked on the Central Wasatch Symposium program. There were no submissions received, but she
10 understands that the Recreation System Committee is interested in potentially hosting a walk or
11 snowshoe event. She likes this idea and noted that the details can be finalized ahead of the event.

12
13 The draft version of the Central Wasatch Symposium program was reviewed. Ms. Nielsen reported
14 that the program is fairly full and there is not a lot of availability. This is only the second year of the
15 Central Wasatch Symposium, so it is not possible to solicit submissions for presentations at this time.
16 The draft version of the program is not finalized at this point. If the Recreation System Committee
17 would like to host some sort of recreation-based activity, that is something that can be discussed.

18
19 Chair Morrison believes there should be some sort of activity offered during the Central Wasatch
20 Symposium. He asked about the scheduled times. Ms. Nielsen reported that the timeline has not
21 been finalized at this time, but the program details will be finalized in the next couple of weeks. If
22 there is a desire to do something outside of Millcreek City Hall, that would likely be slotted into the
23 space immediately following the lunch break. This would allow additional time for people to gather
24 outside and return to Millcreek City Hall for the remainder of the Central Wasatch Symposium.

25
26 Chair Morrison wondered whether participants could be taken into the canyons in between Day 1 and
27 Day 2 of the Central Wasatch Symposium. He doesn't know what the interest would look like for an
28 evening event, but it is an option to consider. Co-Chair Goreham added that it would be more practical
29 for it to be later in the day rather than trying to make sure everyone was back for the remaining
30 presentations. Chair Morrison mentioned the climbing wall that is on site. Ms. Nielsen liked the idea
31 of an activity of some sort, especially since there is a climbing wall on site. In addition, there are also
32 a lot of nearby locations that could be used for a volunteer hike or outdoor event. Mr. Williams
33 pointed out that there might need to be a shuttle provided for those interested in the outdoor event.

34
35 Ms. Bennett asked about the previous attendance levels. Ms. Nielsen reported that there were over
36 200 attendees at the first Central Wasatch Symposium. It is anticipated that the numbers will be
37 similar this year due to the capacity at Millcreek City Hall. Chair Morrison noted that for the outdoor
38 event, there could be some Committee Members nominated to serve as guides. However, this event
39 would need to be weather-dependent, because if there is a snowfall and a freeze, it could be more
40 difficult.

41
42 Ms. Nielsen asked that the idea for an outdoor activity be finalized and then shared with CWC Staff.
43 She would like to be able to offer a shuttle to attendees, but that is not something the budget will
44 allow. The outdoor recreation request needs to be finalized in the next week and a half or so. Chair
45 Morrison noted that the Committee can discuss ideas during the Recreation System Committee
46 Meeting and then finalize the proposal offline. There could be a volunteer lunchtime activity
47 provided. Ms. Kilpack reported that there is approximately one hour provided for lunch at the Central
48 Wasatch Symposium. That hour for lunch, plus an hour-long presentation block connected to this

1 activity, would result in two hours for the outdoor recreation activity. Chair Morrison offered to send
2 out a scheduling email tomorrow so there can be additional discussion about this proposal.

3
4 Co-Chair Goreham suggested that the hour-long presentation block be at the end of the day so those
5 interested could leave Millcreek City Hall and participate in the outdoor event without a strict
6 timeline. Ms. Nielsen confirmed that this is possible, but it is important to consider the amount of
7 light at that time. Both of the symposium days will end at approximately 5:00 p.m., so there could
8 potentially be a 4:00 p.m. timeslot. She noted that a twilight hike could be added to the event program.
9 She would like the Central Wasatch Symposium program finalized in the first week of December.

10
11 Chair Morrison noted that the Division of Outdoor Recreation could be a potential sponsor and rent
12 the shuttle. There are some different options that can be explored. There was additional discussion
13 about the outdoor recreation activity at the symposium. Chair Morrison asked that there be a
14 discussion offline so a proposal can be shared with CWC Staff within the next week and a half. Co-
15 Chair Goreham wondered whether it would be better to plan this kind of event for the symposium
16 next year rather than this year. It seems like there is a lot to figure out in the next week and a half.

17
18 Chair Morrison asked Committee Members to think about a potential activity and work to finalize
19 something after the meeting. It was noted that the climbing wall could be used this year, and
20 something more substantial could be planned next year. Ms. Bennett suggested a vendor be invited
21 to come to the symposium and speak about different ways to enjoy winter hiking. Chair Morrison
22 reported that he will reach out to Committee Members about the different options. There will be
23 communication with the CWC Staff once the Recreation System Committee has something finalized.

24 25 **COMMITTEE PRIORITIES AND NEXT MEETING AGENDA ITEMS**

26 27 **1. The Committee will Discuss Priorities, Ideas, and Desired Topics for the Next Meeting** 28 **Agenda and Upcoming Meetings.**

29
30 Chair Morrison reported that CWC Staff reaches out to the Chair and Co-Chair to discuss possible
31 agenda items. He wants this to be a collaborative process and asked for additional agenda
32 suggestions. Committee Members can email him with ideas for future agenda items. Ms. Wheelton
33 reported that the Cottonwood Canyons Foundation could present on the trail and plants work for the
34 season if that is something the Recreation System Committee is interested in. Chair Morrison
35 confirmed that there is interest in that, and it will be added to the next Committee Meeting agenda.

36
37 Ms. Bennett noted that Trails Utah could share information about the trail segments that were
38 executed this year as well as some of the planning efforts. There was discussion about the date of the
39 next Recreation System Committee Meeting. Due to a conflict with the Central Wasatch Symposium,
40 the meeting date in January will need to be changed. There could be a meeting in December or a
41 meeting after the Central Wasatch Symposium takes place. Chair Morrison suggested that the
42 meeting take place the week after the symposium, so the event outcomes can be discussed.

43
44 Chair Morrison stated that there are a lot of wonderful partners, and there could be some year-end
45 summaries shared with the Recreation System Committee at the next scheduled meeting. He
46 reiterated that Committee Members can reach out to him with additional agenda item suggestions.

1 **OTHER ITEMS**

2
3 1. **The Committee May Discuss Other Topics, if Desired.**

4
5 Chair Morrison read an email from John Knoblock related to Big Cottonwood Canyon road shoulder
6 widening for recreational use. He mentioned this to CWC Staff and to the Utah Department of
7 Transportation (“UDOT”), but no one seems to be moving this forward. Ms. Kilpack reported that
8 as of yesterday, that work has been completed. There was shoulder widening done in several
9 locations. It is unclear whether the Ski Bus Priority Access Program will be able to operate on the
10 Cottonwood Heights side now, but there was outreach conducted with Mr. Knoblock yesterday. Chair
11 Morrison summarized the rest of the email. There was discussion about the canyon sticker program.
12

13 **CLOSING**

14
15 1. **Chair Morrison will Call for a Motion to Adjourn the Recreation System Committee**
16 **Meeting.**

17
18 **MOTION:** Dennis Goreham moved to ADJOURN the Recreation System Committee Meeting.
19 Patrick Morrison seconded the motion. The motion passed with the unanimous consent of the
20 Committee.
21

22 The Recreation System Committee Meeting adjourned at approximately 3:03 p.m.

1 *I hereby certify that the foregoing represents a true, accurate, and complete record of the Central*
2 *Wasatch Commission Stakeholders Council Recreation System Committee Meeting held on Thursday,*
3 *November 13, 2025.*
4

5 Teri Forbes

6 Teri Forbes
7 T Forbes Group
8 Minutes Secretary
9

10 Minutes Approved: _____
11