

**CENTRAL WASATCH COMMISSION MEETING AGENDA**  
**MONDAY, FEBRUARY 5, 2018—3:00 to 5:00 P.M.**  
**SALT LAKE CITY & COUNTY BUILDING, CITY COUNCIL CHAMBERS**  
**451 South State Street, Salt Lake City, UT 84111**

A. OPENING

- i. Commissioner Biskupski will conduct the meeting as Acting Chair of the CWC.
- ii. The Commission will consider approving the meeting minutes of Monday, December 18, 2017.

B. PUBLIC COMMENT. Comments to the Commission are taken on any item not scheduled for a public hearing, as well as on any other CWC business. Comments are limited to three minutes.

C. NOTICE OF APPOINTMENT OF COMMISSIONER REPRESENTING COTTONWOOD HEIGHTS—Mike Peterson

D. RECOGNITION OF PAST MEMBERS

- i. The Commission will consider **RESOLUTION 2018-01** expressing gratitude to Mayors Dolan and Cullimore for their work and service to the CWC.

E. ELECTION OF CHAIR

F. CONSIDERATION OF **RESOLUTION 2018-02** AMENDING THE 2017-2018 TENTATIVE BUDGET, RESCHEDULING THE TIME AND PLACE OF A PUBLIC HEARING ON THE TENTATIVE BUDGET AND PROVIDING FOR PUBLIC NOTICE OF SUCH HEARING.

G. DISCUSSION OF PROPOSED AMENDMENT TO THE BYLAWS

- i. The Commission will consider amending the bylaws to change the month of occurrence of the CWC's annual meeting.

H. DISCUSSION OF CRITERIA FOR ADDITIONAL MEMBERS

- i. The Commission will discuss adopting criteria for adding additional members to the CWC under Article V of the Central Wasatch Commission interlocal agreement.

I. STAFFING DISCUSSION— Conducted by Laura Briefer

- i. Update on Executive Director hiring process
- ii. Recommendation on accounting/finance support
- iii. Recommendation on legal representation
- iv. Recommendation on lobbyist

J. DISCUSSION OF STAKEHOLDER COUNCIL APPLICATION— Conducted by Kimi Barnett

K. COTTONWOOD CANYONS TRANSPORTATION UPDATE—Conducted by Laynee Jones and John Thomas

L. OTHER BUSINESS

M. ADJOURNMENT

#### CERTIFICATE OF POSTING

On or before 5:00 p.m. on Thursday, February 1, 2018, the CWC does hereby certify that the above notice and agenda and agenda was 1) posted on the Utah Public Notice Website created under Utah Code Section 63F-1-701 and 2) provided to The Salt Lake Tribune and/or Deseret News and to a local media correspondent.

Final action may be taken in relation to any topic listed on the agenda, including but not limited to adoption, rejection, amendment, addition of conditions and variations of options discussed. Members of the Commission may participate electronically. Meetings may be closed for reasons allowed by statute.

The City & County Building is an accessible facility. People with disabilities may make requests for reasonable accommodation, which may include alternate formats, interpreters, and other auxiliary aids and services. Please make requests at least two business days in advance. To make a request, please contact the City Council Office at [council.comments@slcgov.com](mailto:council.comments@slcgov.com), 801-535-7600, or relay service 711.

**DECEMBER 18,  
2017 MEETING  
MINUTES**

**CENTRAL WASATCH COMMISSION  
MOTION SHEET**

**DATE:** February 5, 2018

**RE:** Motion to approve the meeting minutes of the meeting on December 18, 2017.

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**Motion 1**

I move that the Commission approve the meeting minutes of the meeting on December 18, 2017.

**Motion 2**

I move that the Commission approve the meeting minutes of the meeting on December 18, 2017, with the following changes (provide changes).

**Motion 3**

I move that the Commission (provide alternative).



**CENTRAL WASATCH COMMISSION MEETING MINUTES**  
**MONDAY, DECEMBER 18, 2017- 3:14 P.M.**  
**COTTONWOOD HEIGHTS CITY COUNCIL CHAMBERS**  
**2277 East Bengal Boulevard, Cottonwood Heights, Utah**

**Present:** Carlos Braceras, Mayor Ben McAdams, Mayor Kelvyn Cullimore, Mayor Jackie Biskupski, Chris McCandless, Jim Bradley

**Staff:** Carly Castle, Recorder-Paula Melgar, Legal Counsel-Shane Topham, Legal Counsel-Laura Briefer

**A. OPENING**

**i. Commissioner Biskupski conducted the meeting as Chair of the CWC.**

At approximately 3:14 p.m. Commissioner Biskupski apologized for her delay and called the meeting to order.

**ii. The Commission considered approving the meeting minutes of Monday, July 17, 2017.**

Motion by Jim Bradley  
Second by Carlos Braceras  
Motion passed unanimously.

**B. PUBLIC COMMENT**

**i. Comments to the CWC. Comments were taken on any item not scheduled for a public hearing, as well as on any other CWC business. Comments were limited to three minutes.**

Mayor Tom Pollard from the Town of Alta reported that Item D on the agenda is to discuss whether to admit the Town of Alta as a member of the Central Wasatch Commission (CWC). The Town of Alta has participated in the process since the beginning and is one of the founding members. The Town was involved in Phases 1 and 2 and is a financial contributor. He reported that the Town of Alta is an incorporated municipality within the region described as the Central Wasatch Commission. For over 50 years, one of the guidelines of the Town of Alta has been stewardship of the environment. They also have a significant role in public safety and transportation issues that affect Little Cottonwood Canyon.

Mayor Pollard explained that Little Cottonwood Canyon Road is the only life blood to their town and it is critical to them that transportation improvements occur there. They put a large portion of their budget toward that effort. The Dispatch Center at the top of the Canyon coordinates with all of the agencies involved in public safety in the Canyon. Because of their location and the fact that they are an incorporated municipality, putting the Town of Alta in the CWC makes sense.

They have a lot of experience in the Canyon and can provide a local perspective. It will also give residents some comfort in the fact that they have input on issues that significantly impact their town.

Steve Maren, a citizen, thanked the Commission and staff for providing such a detailed packet of information. He was concerned about governance and stated that the roll call reflected in the minutes indicates the position of members prior to their election and includes additional Commissioners who arrived later in the meeting. That did not seem right to him. Later in the meeting, one of the appointed members was recorded as voting multiple times prior to notification by the legislative body that he was approved to be a Commissioner. The member was invited to sit with the group and his vote was recorded before he was ratified by the member cities. Further, today Mr. McCandless is being appointed by Mayor Dolan to represent Sandy City. He noted that the letter submitted was effectively Mayor Dolan's resignation from the Commission.

Mr. Chris McCandless had a similar question about whether he should be seated at the Dias or wait until his membership is ratified. Legal counsel advised him to sit with the group and that the appointment was made upon Mayor Dolan's resignation.

Jen Clancy identified herself as the Executive Director of Friends of Alta and was representing their small interest at the top of Little Cottonwood Canyon. They expressed support for the Alta area being included in the Central Wasatch Commission Study Area and for the Town of Alta to have representation on the Executive Board.

Chris Robinson identified himself as the Chair of the Summit County Council who has been involved with the Mountain Accord since its inception. He felt that Summit County had a lot to add to the CWC. Much of their geography was included in the project area, which included the area south of I-80 and west of US-40. Much of their critical water shed comes from the Wasatch Mountains and they serve as the back door to the Central Wasatch. Some of the Forest Service land in the proposed National Conservation and Recreation Area Act is being considered for the federal designation. If that were to occur, the Council asked that Mr. Robinson be the appointee.

**C. NOTICE OF A PPOINTMENT OF COMMISSIONER REPRESENTING SANDY CITY - Chris McCandless.**

Commissioner Biskupski reported that Mayor Tom Dolan stepped down from his position on the Commission in November. He notified all parties that he was appointing Sandy City Council Member, Chris McCandless, to serve as Sandy's representative.

**Jim Bradley moved that the Commission accept the appointment of Chris McCandless to represent Sandy City on the Central Wasatch Commission. The motion was seconded by Kelvyn Cullimore. The motion passed with the unanimous consent of the Commission.**



**D. DISCUSSION AND POSSIBLE APPOINTMENT OF ADDITIONAL MEMBERS**

**i. Town of Alta.**

- a. Consideration of RESOLUTION 2017-01 appointing an Additional Member Representing the Town of Alta.**

**ii. Summit County.**

- a. Consideration of RESOLUTION 2017-02 appointing an Additional Member Representing Summit County.**

The above two matters were discussed together. Mayor Cullimore felt it was wise to include Alta. He did, however, have reservations about the group getting overly large. He questioned whether studies should be conducted on the implications of admitting the two entities that have applied and determine if there are others interested in applying. It was his opinion that Alta has a stronger position than Summit County, but he was not sure that was a distinction they were ready to make.

Mr. McCandless' preference was to wait until the February meeting so that he can understand the issue better. Mayor McAdams was in favor of proceeding to accept the two additional stakeholders. Commissioner Cullimore questioned whether the desire of the Commission is to have broader discussion about future applicants. He wanted to make sure that the criteria upon which they are basing the acceptance of additional members is founded in policy and determine what they are trying to accomplish.

Laura Briefer commented on the sub-committee, the work they will do, and their role in the process. She explained that the Commission's Interlocal Agreement established an Advisory Committee. The desire was to attract a broad group of stakeholders and utilize their knowledge of the areas that could potentially be impacted by future actions. The intent is to provide an opportunity for the committee members to participate in a meaningful manner.

**Mayor Cullimore moved that the Commission take under advisement the applications of Alta and Summit County and use it as a launching point to better define the criteria for accepting additional board members and take action in February. Chris McCandless seconded the motion.**

**Carlos Braceras made a friendly amendment to include language encouraging others to put forward a name to serve on the Commission by February and define a period during which entities may apply. Mayor Cullimore accepted the friendly amendment. Vote on motion: Carlos Braceras-Aye, Mayor Ben McAdams-Aye, Mayor Kelvyn Cullimore-Aye, Mayor Jackie Biskupski-Aye, Chris McCandless-Aye, Jim Bradley-Nay. The motion passed 5-to-1.**

**E. CONSIDERATION OF RESOLUTION 2017-03 ADOPTING AMENDED BYLAWS AND PROCUREMENT POLICY.**

Legal Counsel, Laura Briefer, gave a summary of the two new sections and reviewed Chapter 7-Procurement Policy. At their July 2017 meeting the Commission adopted bylaws and the State Procurement Policy. They also authorized the creation of the sub-committee comprised of staff from the various organizations that study procurement policies. The proposed additions were reviewed. The Commission's team of attorneys drafted the new procurement policy.

Carlos Braceras noted that the document does not mention Part 24 of the Utah Procurement Code, which addresses conduct and ethics. It was suggested that the policy recognize Part 24. It should also require that all CWC employees act as procurement professionals and be trained on the requirements of Part 24.

**Carlos Braceras moved to approve the Bylaws and Procurement Policy, as amended, with the addition of Part 24 of the Procurement Code, which includes ethics, so that any CWC employee may act as a procurement professional, subject to Part 24. Chris McCandless seconded the motion with a correction to page 12 of the word "quiet". The motion passed with the unanimous consent of the Commission.**

**F. REPORT ON ONGOING PROGRAMS.**

**i. Environmental Dashboard-Joan Degiorgio and Marian Rice.**

A copy of the presentation is attached and incorporated to these minutes by this reference. Marian Rice presented the Dashboard Report and reported that it is a tool for decision makers and those interested in data in the Central Wasatch. This is the first step in the process, which is to develop a framework, create a data base, and prepare a written report. Ms. Rice introduced their team and reported that the 12-member Steering Committee is guiding the process.

Joan Degiorgio explained that the task of the Environmental Sub-Committee is to determine the condition of the environment with the focus being on five specific items. Water indicators were developed to measure water supply, water quality, and stream health. Data was made available for each indicator. The location of data gaps was also identified in terms of wildlife species and riparian areas. Ms. Rice described their next steps, one of which will be to move forward with the online dashboard.

Mayor McAdams thanked the team for their efforts and for developing the dashboard as a starting point to collect information.

Mayor Cullimore clarified that support for the dashboard will fall under the purview of the Commission going forward.

Ms. Rice explained that the Steering Committee has identified their preference for an online dashboard. It is updated and visible and will get much more traffic. They also received an offer



for donated time and resources, which would allow the online dashboard to be developed at a much lower cost.

Mr. McCandless asked why both the final report and the online dashboard could not be done at the same time. Ms. Degiorgio stated that both could be done but were not for budgetary reasons. The written report could be completed with the existing contract. There would, however, be an additional cost for the online dashboard.

Ms. Briefer explained that costs were provided by the Environmental Dashboard Team and included in the budget proposal. She noted that the cost of the online dashboard is \$60,000 above the current contract. There would also be ongoing costs to keep it updated.

**ii. Cottonwood Canyons Transportation Study-Laynee Jones.**

The above item was tabled to the February Meeting as Ms. Jones was not present.

**iii. Valley to Mountain Transit Alternatives Analysis Study-Caroline Rodriguez and Heidi Spoor.**

A copy of the presentation is attached and incorporated to these minutes by this reference. Heidi Spoor from HDR Engineering introduced herself and presented the details of the study. She stated that HDR is Summit County's consultant on the Valley to Mountain Alternatives Analysis. Today's presentation was funded from the original Mountain Accord. Ms. Spoor explained that Summit County, Park City, UDOT, UTA, Salt Lake City, and the Wasatch Front Regional Council teamed up to complete the project. The first phase focused on SR-224. The project intends to identify and compare the costs, benefits, and impacts of a range of transit alternatives. Ms. Spoor stressed that Summit County specifically indicated that they do not want to pursue roadway improvement alternatives. The goal was a transit project on SR-224, which was part of an effort to reduce the number of cars on SR-224 and lower the carbon footprint while maintaining the small-town feel.

Ms. Spoor reported that an Operations Study will be done on the existing Park City-Salt Lake Connect to determine how to align the existing bus service with the transit alternative on SR-224. In July 2017, Park City and Summit County introduced electric express bus service on SR-224, which has been very successful. The study builds on that momentum. Ms. Spoor described the FTA/AA process and stated that is no longer a requirement for communities to undergo an AA if they want to pursue FTA funds. It is a locally led flexible planning process and is the first step in determining the best transit improvements for a corridor. They will evaluate the benefits and costs of several alternative transit approaches and ultimately, Park City and Summit County will recommend a locally preferred alternative based on the study results.

Ms. Spoor indicated that the study team first defined the purpose of the Valley to Mountain Project. It was determined to be to enhance multi-modal transportation choices in the corridor, promote sustainability in the corridor and Park City as a whole, and promote system efficiencies within the SR-224 corridor and Park City. A workshop was held in the Summer of 2016 where the project partners brainstormed the goals of the project and established goals that could be tied



back to the project purpose. The goals can be measured as they embark on the alternatives analysis. Nine project goals were identified with one of the most important being to increase capacity on SR-224 during peak periods while avoiding excessing road widening.

Ms. Spoor commented that there is a parking problem in Park City. Summit County and Park City are looking at remote Park and Ride lots with the hope being to look at potential connections to the transit alternative on SR-224 and reduce the number of cars going into Old Town and address the parking needs there. The intent was also to provide a transit investment that meets the current needs and has the ability to expand for future growth. In the end, the hope was to preserve the right-of-way and create a transit way that can potentially expand. Ms. Spoor stated that the study is meant to further support local and regional transportation plans for the long-term express transit service strategy in the corridor. Park City completed a short-range transit development plan last summer that stressed a robust transit alternative on SR-224. Other plans also exist, and the project is building on that momentum. Ms. Spoor explained that the project partners also want to provide a safe and competitive transit alternative to automobiles on SR-224.

Ms. Spoor commented that the project is needed because there are existing system deficiencies. The project partners desire the project area comprise more livable communities that are supported by a multi-modal transportation system. In the summer of 2016, the project purpose and goals were developed, and the alternatives screened. During the first level of screening, Summit County and Park City were clear that they wanted to consider all of the alternatives. Ultimately, they came up with eight primary groups of technologies, which were described. The top two were identified as Electric Bus Rapid Transit and Light Rail Transit/Rapid Street Car. Aerial Transit screened well but the project partners determined that it probably wasn't the best fit to move people from Kimball Junction to Old Town Park City. They did, however, request that remain an option.

The three alignment options were identified as:

1. A center running transit alternative.
2. A side running transit alternative with directional lanes on each side of SR-224.
3. A side running alternative where both transit lanes would be on the west side of SR-224.

Each would assume the six-mile long route that begins at the Kimball Junction Transit Center, which is located behind the Summit County Library. It would end at a New Transit Center at the intersection of Bonanza Drive and Munchkin Road off of SR-248 in Park City. Between the two end points will be four additional stops. They number of stops was limited since the intent was for it to be an express service that competes with automobiles.

Ms. Spoor indicated that the center running option would likely be separated from the general-purpose lanes. In their discussions with UDOT, snow plowing concerns were identified. The shoulders would remain in place. The side running option was the compromise alternative and legitimizes what exists by giving it its own dedicated bus way while keeping the shoulder and



center median in place. The third alignment consists of the transit only facility on the west side of SR-224. It would be separated by a median and a shoulder.

An Online Open House was held between October 31 and December 12. An Open House was held in Park City on December 5 where a presentation was given to the public where they were asked for input. So far it had been determined that Alternative #2 costs the least and has the fewest right-of-way and environmental impacts. Alternative #3 was the most expensive and will likely have the most impacts. The intent was to continue screening the alternatives. The Level 2 screening will then be prepared after which a meeting will be held in January with the project partners who will recommend a preferred alternative.

**iv. Federal designation-Bill Simmons.**

Bill Simmons updated the Commission on the briefing of Congressman Curtis that took place a few weeks earlier. Mayor Dolan reached out to Congresswoman Love and asked her to reintroduce the same legislation that Congressman Chaffetz introduced. She agreed to do that. Last year, Congressman Bishop expressed a desire to seek changes, which had not yet been publicly articulated. Congresswoman Love still intends to introduce it. In addition, Congressman Curtis is a very strong supporter of the Mountain Accord and the legislation. He anticipated that Congressman Stewart would also become a co-sponsor as he was last year. It was expected that the process will move forward early next year. The next step will be for a markup in the Federal Lands Sub-Committee of the Natural Resources Committee and then the full committee of which Congressman Bishop is the Chair.

**G. DISCUSSION OF OFFICE SPACE NEEDS-Conducted by Laura Briefer.**

**i. Consideration of RESOLUTION 2017-04 Approving Assignment of Lease and Assumption Agreement for Office Space.**

Laura Briefer reported that the Commission was provided with a possible resolution to approve entry into an Assignment of a Lease Agreement for office space that was previously held by Lane Jones Consulting or an alternative. She explained that the Lease Agreement was entered into in June 2016 and expires May 31, 2019. The office space is located on Racquet Club Drive near the mouth of Big Cottonwood Canyon. The rent is \$2,060 per month and multiple tenant improvements were made while the Mountain Accord occupied the space. There is a conference room, office space for an Executive Director, and staff work areas. There are also areas for work groups to gather to discuss projects. The lease anticipates a future assignment to the Central Wasatch Commission. The sub-committee met and recommended they keep the space as it is ready for occupancy once an Executive Director is hired. During the Mountain Accord process, they struggled to find a suitable location to meet and discuss projects. It was suggested that they retain the space for the time being and assign the Lease Agreement to the Central Wasatch Commission.

**Mayor Cullimore moved that the Commission adopt Resolution 2017-04 approving entry into an Assignment of Lease and Assumption Agreement. Chris McCandless seconded the motion. The motion passed with the unanimous consent of the Commission.**



## **H. STAFFING DISCUSSION - Conducted by Laura Briefer.**

### **i. Executive Director.**

Ms. Briefer was present representing the sub-committee and stated that they were tasked with preparing a staffing and budget proposal. She referred to her transmittal to the Commission dated December 11, 2017. Staffing issues were discussed. Ms. Briefer explained that the CWC is a new organization formed under the Interlocal Act. As such, one of the primary staffing goals is for an Executive Director who would handle general administration and management of the organization and follow all appropriate statutory requirements and best practices for government entities. The second goal would be to conduct the substantive mission initiatives of the Central Wasatch Commission. The goal of the Executive Director would be to administer and manage the organization, move the CWC initiatives forward under the direction of the Commission, and have other potential staff report to the Executive Director. Ms. Briefer recommended that this be an employee of the Central Wasatch Commission and likely a full-time employee who is supported by an administrative support person to perform clerical tasks.

### **ii. Accounting/Finance Support.**

Ms. Briefer stated that another function would involve Accounting and Financial Services. This position would also be accountable to the Board and the Executive Director. There should be a separation of duties and organizational structure. The function of the Accounting and Financial Services role would be to prepare a budget in coordination with the CWC and the Director and involve general accounting, payroll, arranging for audits, establishing internal controls, and other issues that are important to an entity.

### **iii. Recommendation on Legal Representation for CWC (written briefing).**

In addition to the Executive Director, it was recommended that outside legal counsel be retained to work under the direction of the Commission. It was suggested that this be a contracted position with a firm that employs individuals with governmental expertise to ensure compliance with the Open and Public Meetings Act, GRAMA, and other rules and regulations that apply to governmental entities. Legal counsel may also be needed to evaluate project specific initiatives.

The final staffing function involved Technical Consulting. It was recognized that the Commission may want to contract with individuals or firms who offer specialized services and expertise relative to specific projects or programs. These may include intergovernmental relations, services related to federal legislation, transportation, or environmental issues, recreation, or economic issues. Technical consulting work will be overseen and managed by the Executive Director and the Central Wasatch Commission Board. With regard to the budget, the staffing recommendations were incorporated into various budget line items.

Mayor Cullimore's understanding was that the Executive Director will be the one employee of the CWC with the potential for an administrative employee to be hired at some point to provide

assistance. All other positions would be contracted. Ms. Briefer confirmed that that was the case.

**Jim Bradley moved to proceed and initiate the hiring process for an Executive Director to be guided by the criteria set forth in writing in the motion sheet in the packet by reference, which addresses various processes and considerations that the committee should employ. Chris McCandless seconded the motion.**

Ms. Briefer stated that the sub-committee is prepared to begin the hiring process. Mayor Cullimore expressed appreciation to the sub-committee for their work. The sub-committee members were identified as:

- Shane Topham, Legal Counsel for Cottonwood Heights;
- Carly Castle, Special Project Manager for Salt Lake City Public Utilities;
- Matt Dias, Park City Assistant City Manager;
- Rusty Vetter, Salt Lake City Attorney's Office;
- Jana Young, Summit County Director of Administration and Intergovernmental;
- Mary DeLoretto, Environmental Studies Manager with UTA;
- Kimberly Barnett, Salt Lake County Associate Deputy Mayor;
- Robert Sampson, Salt Lake County Sheriff's Lieutenant; and
- Ned Hacker from the Wasatch Front Regional Council.

**The motion passed with the unanimous consent of the Commission.**

**I. CONSIDERATION OF RESOLUTION 2017-05 APPOINTING A BUDGET OFFICER.**

**Mayor McAdams moved that the Commission adopt Resolution 2017-05 appointing Jim Bradley to serve as the Budget Officer. Mayor Cullimore seconded the motion. The motion passed with the unanimous consent of the Commission.**

**J. PRESENTATION OF THE 2017-2018 TENTATIVE BUDGET-Conducted by the Budget Officer.**

**i. Update on Payment of Invoices.**



Mr. Bradley reported that \$104,860 worth of invoices had not been paid since the cessation of the Mountain Accord and before the formal birth of the CWC. Those doing work for the cause were in limbo in terms of specific authorization to move forward. He analyzed the work done and the requests for payment and it was his opinion that they should be paid for various reasons set forth in his letters provided to the Commission. On June 9, 2017, the State Auditor recognized the CWC as a legitimate organization, which was the date selected as the demarcation between who pays the invoices. Invoices dated prior to June 9, 2017, would be paid by the Mountain Accord with funds held by UTA. Invoices submitted after that date would be the responsibility of the CWC and totaled about \$22,000. It was stressed that invoices cannot be paid until a budget is adopted.

**ii. Report on Monies Received.**

Mr. Bradley reported that \$290,000 was received with \$100,000 coming from the Metropolitan Water District of Salt Lake and Sandy. Salt Lake County submitted \$190,000 of which \$10,000 was reserved to be used to resolve the lawsuit being waged against the Mountain Accord. Invoices were sent to those that owe them money. Mr. Bradley reported that the Tentative Budget shows a projected income of \$1,860,000 for the fiscal year 2017-2018. The expenses were itemized and very broad.

Ms. Briefer reported that the \$1.8 million income is from the Interlocal Agreement among various entities including Cottonwood Heights, Draper, the Metropolitan Water District of Salt Lake Sandy, Park City, Sandy City, Salt Lake City, Salt Lake County, Summit County, the Town of Alta, UDOT, and UTA. UTA's contribution was replaced by an in-kind contribution of increased bus service over the three-year life of the Interlocal Agreement. She explained that those monies were the remaining allocation for 2016 and 2017.

Ms. Briefer stated that the sub-committee had a great deal of discussion about the general philosophy of the budget. They wanted to be conservative but also allow for flexibility. The expenses were divided into broad categories. One was personnel costs, which reflect the Executive Director and any staff that work directly for the CWC. There are also operations and maintenance costs related to running the organization as well as charges and services that include legal, finance, and accounting services. The majority of the budget would involve carrying forward projects identified in the Mountain Accord. Ms. Briefer reported that currently the Central Wasatch Commission is not involved in building or maintaining capital projects, but it is fulfilling many of the programs and projects that were present in the Accord.

Mayor Cullimore noted that the budget was circulated to members of the Commission for review prior to this meeting. The proposed document reflects input from all Commission Members.

**iii. Consideration of RESOLUTION 2017-06 Adopting Tentative Budget for the 2017-18 Fiscal Year, Scheduling a Public Hearing and Providing for Public Notice.**

**Jim Bradley moved to approve the Tentative Budget for the period July 1, 2017 through June 30, 2018 and made available for public inspection. Notice will be published reporting**



**the time and place of the public hearing. The public hearing was to at the next meeting scheduled for February 5, 2018 at the Salt Lake City Public Safety Building located at 475 South 300 East. The motion was seconded by Carlos Braceras. The motion passed with the unanimous consent of the Commission.**

Legal Counsel, Shane Topham, recommended that Mr. Bradley restate his motion to specify the resolution number.

**Mr. Bradley asked to readdress Resolution #2017-06 to reflect the resolution number. The resolution adopts the Tentative Budget for the period July 1, 2017 through June 30, 2018. The motion was seconded by Mr. McCandless. The motion passed with the unanimous consent of the Commission.**

**K. DISCUSSION OF STAKEHOLDER COUNCIL APPLICATION PROCESS - Conducted by Kimi Barnett.**

Kimi Barnett from Salt Lake County reported on the creation of the Stakeholder Council. She reported that the inclusion community members and organizations involved in the work of the CWC felt strongly that it be included in the Interlocal Agreement that created the CWC. She stated that they would soon request formal approval of an application for a new process. She asked that the Commission consider specific criteria for the application process. The goal was to create a clear and transparent method for the selection of members to the Council. The proposed application form was presented. Ms. Barnett recommended that criteria be set on which to base a decision about who is chosen to serve. The hope was to get the Stakeholder Council established in the near future. In response to a question raised about the number of positions, Ms. Barnett explained that the Interlocal Agreement specifies 28 to 35 stakeholders.

Mr. Braceras asked if the Executive Director will support the Council. Ms. Barnett confirmed that that was the case and stated that the sub-committee feels strongly that the Executive Director be the point person for the Stakeholder Council.

Mayor Biskupski asked about timing. Ms. Barnett explained that it could be included as part of the action items presented at the next meeting for approval. She asked that feedback be provided to her within the next month.

Mayor Cullimore suggested that applicants be asked to attach a formal resume or curriculum vitae to better identify their skillsets and interests.

In response to a question raised by Mayor Biskupski, Ms. Barnett stated that 30 days would be enough time for her review prior to the next meeting.

Mr. Bradley referenced the Budget Report and stated that UTA has been holding funds from which invoices were paid prior to June 29. Mary DeLoretto asked that the funds be transferred to the CWC and that funds be reserved for rent payments until they have a functioning checking account. Mayor Biskupski asked that that decision be postponed since there is a budget issue that needs to be resolved first.

**Mayor McAdams moved to propose a Resolution of Appreciation be adopted to acknowledge the service of Mayors Dolan and Cullimore. Mayor Biskupski seconded the motion. The motion passed with the unanimous consent of the Commission.**

Mr. Braceras introduced Project Manager, John Thomas, who is conducting the NEFA work for the Little Cottonwood Canyon Project. Mr. Thomas reported that on October 13, 2017 the Utah Transportation Commission approved funds for UDOT to initiate the Environmental Impact Statement (EIS) for Little Cottonwood Canyon. Since then, they have hired a consulting team to begin the process of developing a scope of work. Input was received from various community and environmental groups and businesses who are aware of the direction of the Mountain Accord and issues in the Canyon. They plan to continue to build on those collaborations. UTA, the Forest Service, and Salt Lake City Public Utilities will be cooperating agencies that will have a great deal of involvement in the day-to-day direction of the EIS. They were happy to see the environmental dashboard come to fruition and plan to continue to build on it. Over the next few months, updates will be provided to the CWC and by October they will be considering alternatives. In February, they will go into more detail about an approved scope of work.

Mr. Braceras asked that this be included as a standing agenda item for the CWC going forward.

#### **L. NEXT MEETING**

##### **i. February 5, 2017-Salt Lake City (Meeting to Include Budget Hearing).**

The next Central Wasatch Commission Meeting was scheduled for Monday, February 5, 2018, at 3:00 p.m., at the Salt Lake City Public Safety Building, located at 475 South 300 East, in Salt Lake City, Utah.

#### **M. OTHER BUSINESS**

There was no Other Business.

#### **N. ADJOURNMENT**

**Mr. Braceras moved to adjourn. Mayor McAdams seconded the motion. The motion passed with the unanimous consent of the Commission.**

The meeting adjourned at 4:57 p.m.

**APPOINTMENT  
OF MEMBER  
REPRESENTING  
COTTONWOOD  
HEIGHTS**



**CENTRAL WASATCH COMMISSION  
MOTION SHEET**

**DATE:** February 5, 2018

**RE:** Motion to approve the appointment of the new member representing Cottonwood Heights

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**Motion 1**

I move that the Commission accept the appointment of Mayor Mike Peterson to represent Cottonwood Heights on the Central Wasatch Commission.

**Motion 2**

I move that the Commission (provide alternative).

# COTTONWOOD HEIGHTS

## RESOLUTION No. 2018-07

### A RESOLUTION APPOINTING A REPRESENTATIVE TO THE CENTRAL WASATCH COMMISSION GOVERNING BOARD

**WHEREAS**, the city council (the "*Council*") of the city of Cottonwood Heights (the "*City*") met in regular session on 23 January 2018 to consider, among other things, approving the appointment of a City representative to the governing board (the "*Board*") of the Central Wasatch Commission (the "*CWC*"); and

**WHEREAS**, after careful consideration, the Council has determined that it is in the best interests of the health, safety and welfare of the residents of the City to appoint a City representative to the CWC Board; and

**WHEREAS**, Mayor **Michael J. Peterson** has expressed willingness to serve as the City's representative to the CWC Board; and

**WHEREAS**, the City's mayor and manager have nominated Mayor Peterson to act as the City's representative to the CWC Board; and

**WHEREAS**, the Council is familiar with Mayor Peterson and his qualifications to so act;

**NOW, THEREFORE, BE IT RESOLVED** by the city council of the city of Cottonwood Heights that the Council hereby consents to, confirms and ratifies the appointment of **Michael J. Peterson** as the City's representative to the CWC Board, to act until his replacement is duly appointed.

This Resolution, assigned no. 2018-07, shall take effect immediately upon passage as provided herein.

**PASSED AND APPROVED** this 23<sup>rd</sup> day of January 2018.

**ATTEST:**

By: 

Paula Melgar, Recorder



**COTTONWOOD HEIGHTS CITY COUNCIL**

By: 

Michael J. Peterson, Mayor

**VOTING:**

Michael J. Peterson	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
Michael L. Shelton	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
J. Scott Bracken	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
Tali C. Bruce	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>
Christine Watson Mikell	Yea <input checked="" type="checkbox"/>	Nay <input type="checkbox"/>



**DEPOSITED** in the office of the City Recorder this 23<sup>rd</sup> day of January 2018.

**RECORDED** this 24 day of January 2018.

# **RECOGNITION OF PAST MEMBERS**

**CENTRAL WASATCH COMMISSION  
MOTION SHEET**

**DATE:** February 5, 2018

**RE:** Motion to adopt Resolution 2018-01.

---

**Motion 1**

I move that the commission adopt Resolution 2018-01, expressing gratitude to Mayors Dolan and Cullimore for their work and service to the CWC.

**Motion 2**

I move that the Commission (provide alternative).

# CENTRAL WASATCH COMMISSION

## RESOLUTION NO. 2018-01

### A RESOLUTION EXPRESSING GRATITUDE TO MAYORS DOLAN AND CULLIMORE FOR THEIR WORK AND SERVICE TO THE CENTRAL WASATCH COMMISSION

**WHEREAS**, following long and exemplary service as the mayors of the cities of Sandy and Cottonwood Heights, respectively, Tom Dolan and Kelvyn Cullimore, Jr. recently returned to life as private citizens upon completion of their final terms of office; and

**WHEREAS**, during their time in office, both Mayors Dolan and Cullimore worked diligently and innovatively to better their cities, their county and their state; and

**WHEREAS**, one example of their exemplary public service was their active participation in the Mountain Accord and the Central Wasatch Commission (the "*Commission*") to better assure the wise stewardship of the Wasatch mountain range in Salt Lake, Summit and Wasatch counties—including its watershed, recreational areas and natural beauty—so that future generations can continue to benefit from that wonderful and integral part of Utah's natural environment; and

**WHEREAS**, Mayors Dolan and Cullimore gave generously of their time, energy, talents and municipal resources to further the purposes of the Commission, and in so doing richly benefitted the Commission, its members and the present and future inhabitants of Utah's "Wasatch Front" and "Wasatch Back;" and

**WHEREAS**, on 5 February 2018, the governing body (the "*Board*") of the Commission met in regular session to consider, among other things, expressing appreciation to Mayors Dolan and Cullimore for their work and service to the Commission; and

**WHEREAS**, after careful consideration, the Board finds that it is in the best interests of the Commission, its members and its constituents to so act;

**NOW, THEREFORE, BE IT RESOLVED** by the Board of Commissioners of the Central Wasatch Commission that the Commission expresses its deep gratitude and appreciation to Tom Dolan and Kelvyn Cullimore, Jr. for their diligence, work, vision and leadership as founding members of the Board of the Central Wasatch Commission.

This Resolution, assigned no. 2018-01, shall take immediate effect as soon as it shall be published or posted as required by law and deposited and recorded in the office of the Commission's secretary, or such later date as may be required by Utah statute.

**PASSED AND APPROVED** this 5<sup>th</sup> day of February 2018.

**CENTRAL WASATCH COMMISSION**

By \_\_\_\_\_  
**Jackie Biskupski**, Co-Chair of the Board

**ATTEST:**

By: \_\_\_\_\_  
**Ben McAdams**, Secretary

**VOTING OF THE BOARD:**

Andy Beerman	Yea	___	Nay	___
Jackie Biskupski	Yea	___	Nay	___
Carlos Braceras	Yea	___	Nay	___
Jim Bradley	Yea	___	Nay	___
Michael J. Peterson	Yea	___	Nay	___
Ben McAdams	Yea	___	Nay	___
Chris McCandless	Yea	___	Nay	___

**DEPOSITED** in the office of the Secretary this 5<sup>th</sup> day of February 2018.

**FILED AND RECORDED** this \_\_\_ day of February 2018.



# **Election of Chair**

**CENTRAL WASATCH COMMISSION**

**MOTION SHEET**

**DATE:** February 5, 2018

**RE:** Motion to elect a chair for the Commission

---

**Motion 1**

I move that the Commission elect \_\_\_\_\_ as the Chair of the Central Wasatch Commission.

**Motion 2**

I move that the Commission (provide alternative).

# **ITEMS ON THE 2017-2018 BUDGET**



**CENTRAL WASATCH COMMISSION  
MOTION SHEET**

**DATE:** February 5, 2018

**RE:** Motion to adopt Resolution 2018-02 to amend the 2017-2018 tentative budget and set the public hearing.

---

**Motion 1**

I move that the Commission approve Resolution 2018-02 amending the 2017-2018 tentative budget, rescheduling the time and place of a public hearing on the tentative budget, and providing for public notice of that hearing.

**Motion 2**

I move that the Commission (provide alternative).

# CENTRAL WASATCH COMMISSION

## RESOLUTION NO. 2018-02

### A RESOLUTION AMENDING THE 2017-2018 TENTATIVE BUDGET, RESCHEDULING THE TIME AND PLACE OF A PUBLIC HEARING ON THE TENTATIVE BUDGET, AND PROVIDING FOR PUBLIC NOTICE OF SUCH HEARING

**WHEREAS**, pursuant to its Resolution 2017-06 that was enacted on 18 December 2017, the governing body (the “*Board*”) of the Central Wasatch Commission (the “*CWC*”) adopted a tentative budget for the CWC for its 2017-2018 fiscal year, scheduled a public hearing on such budget for 5 February 2018, and provided for the required public notice of such hearing; and

**WHEREAS**, it thereafter was proposed that the tentative budget should be re-formatted and slightly amended to better comply with the guidelines of the Utah State Auditor’s office; and

**WHEREAS**, it also thereafter was proposed that the public hearing on the tentative budget, as amended, should be rescheduled in order to, *inter alia*., provide ample opportunity for public review of the amended tentative budget before the public hearing; and

**WHEREAS**, as part of its 5 February 2018 regular meeting, the Board reviewed the proposed amended tentative budget (the “*Budget*”) for the CWC’s 2017-2018 fiscal year, a copy of which is annexed hereto, and considered rescheduling the public hearing and providing for the required public notice of such hearing; and

**WHEREAS**, after careful consideration, the Board finds that it is in the best interests of the CWC, its members and its constituents to amend the Budget and to reschedule the public hearing on the Budget as proposed, and to provide for the required public notice of such hearing;

**NOW, THEREFORE, BE IT RESOLVED** by the Board of Commissioners of the Central Wasatch Commission that the Board hereby (a) tentatively adopts the Budget in the form that is attached to this Resolution; (b) orders that a public hearing (the “*Hearing*”) concerning the Budget be held on \_\_\_\_ 2018, beginning at \_\_:00 \_\_.m., or as soon thereafter as practical, in the \_\_\_\_\_ at \_\_\_\_\_, Salt Lake City, Utah, at which time all interested persons in attendance shall be given the opportunity to be heard, for or against, the Budget; (c) orders that a copy of the Budget be available for public inspection at the office of the budget officer (Jim Bradley, 2001 South State Street, N2-200, Salt Lake City, UT 84114) from the date hereof until the Hearing; and (d) orders that notice of the Hearing be (i) published at least seven days prior to the Hearing in at least one issue of a newspaper of general circulation in Salt Lake County and Summit County, Utah, and (ii) posted at least seven days prior to the Hearing on the Utah Public Notice Website created in UTAH CODE ANN. 63F-1-701.

This Resolution, assigned no. 2018-02, shall take effect immediately upon passage as provided herein.

**PASSED AND APPROVED** this 5<sup>th</sup> day of February 2018.

**CENTRAL WASATCH COMMISSION**

**ATTEST:**

By \_\_\_\_\_  
**Jackie Biskupski**, Chair of the Board

\_\_\_\_\_  
**Ben McAdams**, Secretary

**VOTING OF THE BOARD:**

Andy Beerman	Yea	___	Nay	___
Jackie Biskupski	Yea	___	Nay	___
Carlos Bracerias	Yea	___	Nay	___
Jim Bradley	Yea	___	Nay	___
Michael J. Peterson	Yea	___	Nay	___
Ben McAdams	Yea	___	Nay	___
Chris McCandless	Yea	___	Nay	___

**DEPOSITED** in the office of the Secretary this 5<sup>th</sup> day of February 2018.

**FILED AND RECORDED** this \_\_\_ day of February 2018.



# CENTRAL WASATCH COMMISSON

Central Wasatch Commission FY 2017/2018 Budget			
Revenues	Actual FY 2016	Budget FY 2017	Budget FY 2018
<b>Intergovernmental Revenue</b>			
Grants	\$ -	\$ -	\$ -
Miscellaneous	-	-	-
<b>Total Intergovernmental</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Charges For Service</b>			
Memberships	\$ -	\$ -	\$ 1,850,000
Miscellaneous	-	-	-
<b>Total Charges for Service</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 1,850,000</b>
<b>Miscellaneous Revenue</b>			
Interest earnings	\$ -	\$ -	\$ 10,000
Miscellaneous	-	-	-
<b>Total Miscellaneous Revenues</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 10,000</b>
<b>Contributions &amp; transfers</b>			
Contributions	\$ -	\$ -	\$ -
Appropriate fund balance	-	-	-
<b>Total Contributions &amp; Transfers</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Total Enterprise Fund Revenues</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 1,860,000</b>

Central Wasatch Commission FY 2017/2018 Budget			
Expenditures	Actual FY 2016	Budget FY 2017	Budget FY 2018
Administration	\$ -	\$ -	\$ 864,822
<b>Total Enterprise Fund Expenses</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 864,822</b>
<b>Surplus/(Deficit)</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 995,178</b>

Assumptions: Expenses start accruing as of February 2018

**Central Wasatch Commission**  
**FY 2017/2018 Budget**

Detail of Expenditures	Actual FY 2016	Budget FY 2017	Budget FY 2018
<b>Personnel</b>			
Salaries	\$ -	\$ -	\$ 75,000
Benefits	-	-	33,750
<b>Total Personnel</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 108,750</b>
<b>Operating &amp; maintenance</b>			
Postage	\$ -	\$ -	\$ 150
Public notices	-	-	750
Printing	-	-	750
<b>Total Operating &amp; maintenance</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 1,650</b>
<b>Charges for Service</b>			
Rent	\$ -	\$ -	\$ 24,720
Utilities	-	-	1,800
Cell phone	-	-	450
Computer/software	-	-	3,000
Office supplies	-	-	2,000
Mileage	-	-	1,125
Events, workshops, memberships	-	-	1,125
Legal support	-	-	15,000
Insurance	-	-	5,500
Financial support	-	-	10,000
Outreach/website	-	-	12,000
Consulting fees	-	-	21,702
<b>Total Charges for Service</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 98,422</b>
<b>Projects</b>			
Technical consulting expenses	\$ -	\$ -	\$ 200,000
Grant disbursements	-	-	300,000
Federal legislation	-	-	96,000
Environmental dashboard	-	-	60,000
<b>Total Projects</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 656,000</b>
<b>Total Enterprise Fund Expenses</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 864,822</b>

# **AMENDMENT TO THE BYLAWS**



**CENTRAL WASATCH COMMISSION  
MOTION SHEET**

**DATE:** February 5, 2108

**RE:** Motion to amend the bylaws to change the annual meeting

---

**Motion 1**

I move that the Commission amend the bylaws to change the date of the annual meeting from January to the first meeting on or after July 1.

**Motion 2**

I move that the Commission (provide alternative).

**Staff Report**  
**Central Wasatch Commission (CWC)**  
**Amendment to Bylaws—Annual Meeting**

**Date: February 5, 2018**

**To: CWC Board**

Mayor Jackie Biskupski, Acting Chair (Salt Lake City)  
Councilman Jim Bradley, Treasurer (Salt Lake County)  
Councilman Chris McCandless (Sandy City)  
Mayor Ben McAdams (Salt Lake County)  
Mayor Mike Peterson (Cottonwood Heights)  
Mayor Andy Beerman (Park City)  
Director Carlos Braceras (Utah Department of Transportation)

**From: CWC Hiring and Procurement Committee**

Carly Castle, Rusty Vetter, Laura Briefer (Salt Lake City);  
Robert Sampson and Kimberly Barnett (Salt Lake County);  
Shane Topham (Cottonwood Heights); Matt Dias (Park City);  
Janna Young (Summit County); Ned Hacker (WFRC); Mary DeLoretto (UTA)

**Contact:**

***Laura Briefer, Chair, CWC Hiring and Procurement Subcommittee***  
***[Laura.Briefer@slcgov.com](mailto:Laura.Briefer@slcgov.com); 801.483.6741 (office), 801.541.0214 (cell)***

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Section 4.2(C) of the bylaws currently provide that the annual meeting, where officers are elected, should occur in January. This amendment would move the date of the annual meeting to the first meeting on or after July 1. Moving the annual meeting to the first meeting in or after July corresponds to the beginning of the fiscal year, as well as the CWC's organizing meeting, which was held in July of 2017.

# **Central Wasatch Commission**

## **BYLAWS/ADMINISTRATIVE POLICY AND PROCEDURES MANUAL**

**Effective as of February 5, 2018**



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## CHAPTER 1

### OVERVIEW

#### 1.1 ADMINISTRATIVE POLICY

Pursuant to the adoption of the Central Wasatch Commission ("Commission") Agreement and the accompanying Interlocal Assignment, Assumption & Consent Agreement by the various Members, the Board of the Commission adopted this updated Administrative Policies and Procedures Manual on December 4, 2017.

The two Agreements should be read in conjunction with this document to understand the progression of Commission from its creation by the members, appointment of Commissioners by the members, to the election of officers and the administrative organization and responsibilities.

There are placeholders for various policies in this document that will be developed and added as directed by the Commission.

## CHAPTER 2

### OFFICERS

#### 2.1 DUTIES OF THE BOARD CHAIR

The Chair of the Commission shall:

- A. Preside at all meetings of the Commission.
- B. Execute on behalf of the Commission:
  - 1. All bonds and instruments creating debt against the Commission.
  - 2. Commission resolutions.
  - 3. Agreements with the United States, State of Utah, or any other governmental entity, department or political subdivision, unless delegated in writing to the Executive Director by the Chair or allowed the Executive Director by other sections in this manual.
  - 4. The countersigning of disbursement checks.
  - 5. Agreements specifically authorized and directed by the Commission.
  - 6. Real estate leases, and all deeds and conveyance documents in which the Commission is a grantor of any interest.
  - 7. Contracts and agreements authorized by the Commission which cause the Commission to incur extraordinary expenditures not described within the



Commission's annual budget.

8. All other contracts and agreements specifically required of the Chair.
- C. Attend and, if appropriate, preside at ceremonial activities (including, but not limited to, ribbon-cuttings, open houses, receptions) in which ceremonial representation is needed or sought.
- D. Be a spokesperson for the Commission, unless the Commission directs otherwise. When the Chair acts as spokesperson for the Commission, the Chair should speak for the majority of the Commission. When the Chair is speaking for himself or herself or in the capacity as an individual member of the Commission, the Chair should clearly identify that limited capacity.
- E. Represent the will of the Commission.
- F. The Chair may request any member of the Commission to represent the Commission outside of the Commission meetings.

## 2.2 SUCCESSION OF AUTHORITY

In the event that the office of Chair is vacant or the individual occupying this office is absent or otherwise unavailable, the Co-Chair shall serve as Acting Chair of the Commission, with all the power and authority of the Chair.

## 2.3 DUTIES OF THE SECRETARY (Placeholder)

## 2.4 DUTIES OF THE TREASURER

- A. The Treasurer shall be custodian of all money, bonds, or other securities of the Commission
- B. The Treasurer shall determine the cash requirements of the Commission and provide for the deposit and investment of all money.
- C. The Treasurer shall receive all public funds and money payable to the Commission within three business days after collection, including all taxes, licenses, fines, and intergovernmental revenue, and keep an accurate, detailed account of those funds and money as required by law and as directed by the Commission.
- D. The Treasurer shall collect all special taxes and assessments as provided by law and ordinance.
- E. The Treasurer shall give or cause to be given to every person paying money to the Commission treasury a receipt or other evidence of payment, specifying, as appropriate, the date of payment and upon which account paid, and shall file the duplicate of the receipt.
- F. The Treasurer shall sign all checks. Before signing any checks, the Treasurer shall

determine that a sufficient amount is on deposit in the appropriate bank account of the Commission to honor the check.

- G. The Treasurer shall promptly deposit all Commission funds in the appropriate bank accounts of the Commission. Commission funds shall not be commingled with funds of another person or entity.
- H. The Treasurer shall be responsible for monitoring expenditures during the fiscal year.
- I. The Commission may appoint an Assistant Treasurer to function in the absence of the Treasurer or assist the Treasurer, with all the power and authority of the Treasurer or within the scope of authority otherwise delegated by the Commission.

## 2.5 UNAUTHORIZED USE OF COMMISSION FUNDS

If any Commissioner or officer or any other employee or officer of the Commission, is using Commission funds for personal profit or for any purpose not authorized by law, that person shall be subject to discipline up to and including referral to law enforcement authorities and/or removal from the Commission and/or termination of employment.

# CHAPTER 3

## PUBLIC RECORDS POLICY

### 3.1 GOVERNMENT RECORDS ACCESS AND MANAGEMENT ACT

The Commission is subject to, and complies with the Government Records Access and Management Act ("GRAMA"). GRAMA provides the basis for the Commission's information practices including classification, designation, access, denials, segregation, appeals, management, retention and amendment of records. The Commission adopts GRAMA's standards for classification and designation of its records as public, private, controlled or protected.

### 3.2 FEES

The Commission shall charge and collect those costs and fees allowed by GRAMA for responding to a request for a record, specifically including but not limited to those in GRAMA. The Executive Director may waive any cost or fee in accordance with GRAMA.

### 3.3 REQUESTS FOR RECORDS

Pursuant to GRAMA, a request for a Commission record shall be directed to the Chair at the location of his or her governmental office. If there is not an acting Chair, requests shall be directed to the Co-Chair.

# CHAPTER 4

## COMMISSION MEETINGS



#### 4.1 TERMS USED IN THIS CHAPTER

As used in this Chapter:

- A. "Act" means the Utah Open and Public Meetings Act of the Utah Code.
- B. "Closed to the public" means a meeting that the public is not allowed to attend pursuant to the Act.
- C. "Open to the public" means a meeting that the public is allowed to attend pursuant to the Act.
- D. Terms used in this Chapter that are defined in the Act shall have the meaning given by the Act.

#### 4.2 MEETINGS OF THE COMMISSION

- A. Regular Meeting. A regularly scheduled meeting of the Commission for which notice of the date, time, and place has been given in the Annual Meeting Schedule.
- B. Special Meeting. Any meeting of the Commission that replaces or is held in addition to regular meetings.
- C. Annual Meeting. The meeting at which officers of the Commission are elected. The Annual Meeting shall be held on the date and hour of its regularly scheduled meeting held on or after July 1<sup>st</sup> of each year.~~in January.~~
- D. Emergency Meeting. A special meeting held as a result of unforeseen circumstances, to consider matters of an urgent or emergency nature.

#### 4.3 PLACE OF MEETINGS

Except as may otherwise be determined, meetings of the Commission shall be held at the formal office of the various Commission members on a rotating basis as provided in the notice.

#### 4.4 PUBLIC NOTICE OF MEETINGS

- A. Annual Meeting Schedule. An annual schedule of the regular meetings of the Commission shall be posted at all times in a conspicuous place at the Commission's principal office or on the Commission's website. The annual schedule of regular meetings shall be sent to the Public Notice Website and other organizations and individuals requesting such schedule.
- B. Regular Meeting. Notice of the date, time, place and agenda for each regular meeting shall be posted at the Commission's principal office and sent no less than 24 hours before the beginning of each meeting to the Public Notice Website and other organizations and individuals requesting such notice.
- C. Special Meeting. Where possible, the notice described in Section 4.4.B shall be given. However, when unforeseen circumstances require calling a special meeting, including an emergency meeting, the notice requirements of Section 3.4.B may be disregarded and the best practicable notice given. No special meeting shall be held



until a reasonable attempt has been made to notify all Commissioners, and a majority of the Commissioners contacted and polled agree to hold the special meeting.

- D. Meeting at a Place other than the Principal Place of Business. Notice of a meeting to be held at a place other than the principal place of business shall be given as provided by law.

#### 4.5 NOTICE TO COMMISSIONERS

The Commission Clerk or other designee shall send notice of all regular and, when possible, special meetings of the Commission to all Commission members by ordinary mail, electronic transmission or hand delivery at least three days in advance of each meeting. Such notice shall include the date, time, and place of the meeting as well as a copy of the previous meeting's minutes and the agenda for the proposed meeting.

#### 4.6 CONDUCT OF MEETINGS

- A. All meetings of the Commission shall be conducted according to Robert's Rules of Order when requested so by a Commissioner.
- B. Any Commissioner shall have the right to place any matter on the agenda if a reasonable notice of seven days is given. The meeting shall follow the agenda unless otherwise agreed.

#### 4.7 QUORUM

A majority of the actual Commissioners shall constitute a quorum for the transaction of Commission business. A concurrence of a majority of the quorum, in any matter within the scope of their duties, shall be sufficient for the determination of such matter, except as required otherwise by statute or in this Manual.

#### 4.8 PRESUMPTION OF ASSENT

A Commissioner who is present at a meeting of the Commission at which action on any matter is taken shall be presumed to have assented to the action taken unless the Commissioner's dissent shall be entered into the minutes of the meeting or unless the Commissioner shall file written dissent to such actions before the adjournment of the meeting. A written dissent shall not apply to a Commissioner who voted in favor of such action.

#### 4.9 NO PROXY

A Commissioner may not delegate the right to vote on Commission matters to an designee; provided, however, that a Commission may send a non-voting designee to Commission meetings for the purpose of gathering information for and expressing the viewpoint of the designee's Commissioner.

#### 4.10 OPEN AND CLOSED MEETINGS

- A. Open Meeting. All meetings of the Commission, except closed meetings, shall be open to the public.

- B. Closed Meeting. Except as otherwise directed by the Board, closed meetings shall be open only to Board members, and Commission staff. A closed meeting may be held upon the affirmative vote of two-thirds of the Board present at an open meeting for which notice is given, provided a quorum is present. A closed meeting may be held for any of the following purposes:
1. Discussion of the character, professional competence, or physical or mental health of an individual.
  2. Strategy sessions to discuss personnel matters.
  3. Strategy sessions to discuss pending or reasonably imminent litigation.
  4. Strategy sessions to discuss the purchase, exchange, or lease of real property when public discussion of the transaction would disclose the appraisal or estimated value of the property under consideration or prevent the Commission from completing the transaction on the best possible terms.
  5. Strategy sessions to discuss the sale of real property when: (a) public discussion of the transaction would disclose the appraisal or estimated value of the property under consideration or prevent the Commission from completing the transaction on the best possible terms; (b) the Commission previously gave public notice that the property would be offered for sale; (c) the terms of the sale are publicly disclosed before the Commission approves the sale.
  6. Discussion about deployment of security personnel, devices or systems
  7. Investigative proceedings regarding allegations of criminal misconduct.
- C. Actions Taken. No ordinance, resolution, rule, regulation, contract, or appointment shall be approved at a closed meeting.

#### 4.11 MINUTES OF MEETINGS TO BE KEPT

- A. Open Meeting. Written minutes shall be kept of all open meetings. Such minutes shall include:
1. The date, time, and place of the meeting.
  2. The names of members present and absent.
  3. The substance of all matters proposed, discussed, or decided, and a record, by individual member, of votes taken.
  4. The names of all citizens who appeared and the substance in brief of their testimony.
  5. Any other information that any member requests be entered in the minutes.



Minutes shall not be “final” or “official” until the Commission has formally approved them. Notes and/or draft minutes prepared by or at the direction of the Clerk shall be destroyed one year after the minutes are formally approved by the Commission.

- B. Closed Meeting. Unless the closed meeting is called for purposes specified in Section 4.10.B or 4.10.B., in which case the presiding officer shall sign a sworn statement affirming the purpose of the meeting, an audio recording shall be kept of the closed portion of the meeting. Written minutes also may be kept. If minutes are kept, they shall include:

1. The date, time, and place of the meeting.
2. The names of members present and absent.
3. The names of all others present.
4. The content of the meeting.

Audio recordings and written minutes of the closed meeting are protected records under the Governmental Records Access and Management Act (“GRAMA”), section 63-2-801 et seq. of the Utah Code, and any person who violates the provisions GRAMA is subject to the criminal penalties contained in GRAMA. Audio recordings and written minutes of closed meetings may be disclosed pursuant to a Court order only as provided in section 52-4-304 of the Utah Code.

#### 4.12 PUBLIC HEARING PROCEDURES

- A. Public hearings before the Commission shall follow these procedural steps:

1. Declaration that the public hearing is open.
2. Verification that legal notification requirements have been met.
3. Staff presentation.
4. Questions by Commissioners.
5. Motion to open public comment session.
6. Call upon individuals who have completed and submitted registration cards (see section 4.12.B. below).
7. Motion to close public comment session.
8. Staff response.
9. Questions by Commissioners.
10. Commission discussion.
11. Commission vote.



12. Motion to adjourn/close public hearing.

B. The following rules shall be observed during public hearings before the Commission:

1. Members of the public who desire to speak shall each first complete a registration card indicating the speaker's name, address and affiliations to the agenda item(s) (or whom the person represents).
2. The Chair shall determine who will speak after reviewing the registration cards. Each speaker shall be called by the Chair and at the discretion of the Commission.
3. Speakers shall state their names, addresses and affiliations to the agenda items (or whom they represent) before beginning their comments.
4. Speakers shall address their comments to the Chair, and they shall not debate with other meeting attendees or make personal attacks.
5. A predetermined time limit shall be placed on speakers. A speaker cannot combine his time with another (e.g., Speaker "X" cannot give his time to Speaker "Y" so that Speaker "Y" has double the time), and the Chair will not recognize redundant speakers/comments.
6. To permit everyone the opportunity to hear the proceedings, attendees shall be as quiet as possible.
7. The hearing is designed for civil discussion. Therefore, attendees shall not jeer, cheer, yell out comments, or clap.
8. Attendees shall not display any signs or distribute any handouts or flyers in the hearing room.
9. After the close of the public comment period, discussion shall be limited to Commission members and staff.

C. The Chair of the public hearing shall enforce the procedures and rules set forth above in subsections A and B. At the Chair's discretion and consistent with this Manual, the Chair may take such additional actions as will promote an orderly and efficient public hearing.

#### 4.13 ELECTRONIC MEETINGS

A. In accordance with the Act, the Commission may convene and conduct any meeting in which one or more Commissioners participate electronically, provided:

1. The notice for and procedures of the meeting shall conform to the Act and to all applicable provisions of this Manual; and,
2. After making reasonable effort to do so, the Commission is unable to hold the meeting with all Commissioners physically present in the anchor location.

- B. Commissioners unable to be physically present but who wish to participate electronically in a meeting shall be connected to the anchor location by means of a conference using electronic communications, subject to the following conditions:
1. At the appointed time, the Commission shall initiate contact with those Commissioners who indicated they will attend electronically.
  2. Commissioners participating electronically will be allowed to use a cellular or mobile telephone as long as they are in a safe quite place and their participation is not disruptive to the meeting. If participation in a closed meeting the Commission shall use a secure, encrypted Internet line or a secure, hard telephone line that prevents unauthorized parties from listening.
  3. Commissioners participating electronically shall not use speaker phones or other communication equipment that may allow unauthorized parties to overhear the meeting.
- C. Applicable procedures of this Manual shall govern an electronic meeting with the following additions:
1. Commissioners who wish to participate electronically shall notify the Commission at least twenty-four (24) hours before the scheduled start of the meeting and shall provide contact information to allow their participation.
  2. Minutes of the meeting shall note that the meeting was conducted electronically in accordance with the Act and this Manual. The minutes shall identify those Commissioners participating electronically.
  3. All parties participating electronically should be able to hear and to speak with each other and all present in the anchor location.
  4. Commissioners and parties in the anchor location should be able to hear and to speak with those participating electronically.
  5. Electronic participation in a meeting shall constitute presence at that meeting for all purposes, including the determination of a quorum and voting.
  6. If visual aids or documents are to be presented or used at the meeting, the Commission shall make reasonable efforts to provide copies to each person participating electronically.
  7. At the conclusion of the meeting, persons attending electronically shall verbally certify that they participated in good faith in the entire meeting.
- D. An anchor location for all electronic meetings shall be the office designated by the Commission for that particular meeting and shall be indicated in the meeting notice.
- E. Inasmuch as confidentiality may be intentionally or inadvertently compromised, the following shall not be part of any electronic meeting:



1. Communication among the Commission, staff and the Commission's legal counsel, such that the attorney-client privilege may arise.
2. An interview or discussion by the Commission of an employee or a candidate for employment.
3. Topics required or allowed to be kept confidential, private or secret by state or federal law.
4. Any other topic which the Commission determines must remain confidential, private or secret.

## CHAPTER 5

### COMMISSION ADMINISTRATION

#### 5.1 FIDELITY BONDS

Before assuming the duties of office, all appointed officers as designated in this chapter, shall be bonded with corporate sureties for the faithful performance of the duties of their offices and the payment of all monies received by such officers. A blanket bond or separate bonds may be obtained. The Commission shall pay the bond premiums.

#### 5.2 EXECUTIVE DIRECTOR

- A. Name. If appointed by the Governing Board, there shall be a position established within the Commission to be known as the Executive Director.
- B. Purpose. The Executive Director shall act as the principal administrative officer of the Commission as directed by the Governing Board and the Chair. The Executive Director shall serve as Secretary to the Governing Board.
- C. Employment Status. The Executive Director serves at the pleasure of the Commission and said employment may be terminated at will with or without cause as determined by a majority vote of the Governing Board.
- D. Responsibilities of Executive Director.
  1. Act as principal administrative officer of the CWC and coordinate and direct all staff and consultant services as needed for daily operations of the CWC and as may be directed by the Governing Board;
  2. Recommend to the Governing Board all staff appointments, consultant acquisition, staff advancements, and other employment policies, and act as supervisor of all staff and consultants work that is conducted by the Commission staff;
  3. Act as the Commission's budget officer, and coordinate with finance staff to prepare, file, and administer an annual approved budget;



4. Prepare and implement a strategic plan to accomplish a comprehensive and interdependent package of actions including land exchanges, land designations, transportation improvements, environmental monitoring, and other actions, as described in the remaining sections. These goals include development of the Environmental Dashboard and passage of the Central Wasatch National Conservation and Recreation Area Act.
5. Develop a public outreach plan and public engagement efforts as directed by the Commission.
6. Maintain the permanent records of the CWC in compliance with the Utah Government Records Access and Management Act;
7. Make recommendations to the CWC regarding accomplishing the purposes as defined in the Mountain Accord;
8. Prepare agendas and notices for the meetings of the Governing Board, the Stakeholder Committee, and other committees as assigned and keep minutes and or recordings as required by the Utah Open and Public Meetings Act;
9. Prepare applications for funding needed to accomplish the purposes of the Commission;
10. Coordinate with finance staff to ensure receipt of all monies due or payable to the CWC and deposit such monies in such depositories as shall be selected by the Governing Board;
11. Coordinate with finance staff to maintain, under the supervision of the Governing Board, such funds and accounts as may be required by governmental accounting practices and the State's fiscal procedures act;
12. Coordinate with finance staff to ensure distribution of monies payable and co-sign payments together with the Treasurer (two signatures required);
13. Coordinate with finance staff to present a financial statement of receipts and expenditures on a quarterly basis to the Governing Board or at the request of the Governing Board;
14. In coordination with finance staff, and under the supervision of the Governing Board, a certified annual review or audit of the financial accounts and records of the CWC as required by law;
15. Prepare reports for the CWC, its Stakeholder Council, and others of highlights, accomplishments, major reviews and other important matters of the CWC;
16. Conduct Stakeholder Council and staff meetings;
17. Communicate CWC activities, objectives, and efforts to CWC Member agency staff, the Stakeholder Council, and key audiences;
18. Set up office space; and

19. Perform all other duties assigned by the Governing Board.

### 5.3 STAFF

- A. Organization. Full or part-time staff positions for the Commission may be created from time to time as determined by the Governing Board and will report directly to the Executive Director.
- B. Employment Status. All full and part-time staff employees hired by and working for the Commission are at-will employees and shall serve at the pleasure of the Commission. They may be dismissed with or without cause at any time by the Executive Director with the approval of the Governing Board.
- C. Temporary Employees. Within budget and authorization of the Governing Board, the Executive Director may hire temporary employees, either for projects or limited periods of time. These employees are at-will and may be terminated by the Executive Director at any time with or without cause.
- D. Nepotism Prohibited. As to those legally recognized familial relationships as defined in Utah Code Ann. §52-3-1 et. seq., the Commission and its Governing Board and employees are governed by this Act.

## CHAPTER 6

### BUDGET, AUDITS, AND CHECKS

## CHAPTER 7

### PROCUREMENT POLICY

#### 7.1 PROCURMENT POLICY

Except as otherwise provided herein, the Central Wasatch Commission shall be governed by separate procurement rules and policies as adopted by the Commission.

## CHAPTER 8

### HUMAN RESOURCE POLICY

(This section will be developed when employees are anticipated and the policy is needed.)

## CHAPTER 9

### RISK MANAGEMENT

9.1 INSURANCE

9.2 PROCEDURE FOR FILING AND PROCESSING OF CLAIMS

9.3 INDEMNIFICATION OF EMPLOYEES

CHAPTER 10

INVESTMENT POLICY

10.1 INVESTMENT POLICY

CHAPTER 11

FUND BALANCE POLICY

These policies relating to the establishment and appropriate management of Fund Balances are intended to be consistent with the Utah Code, applicable portions of the Uniform Fiscal Procedures for Interlocal Agreements. ("Uniform Fiscal Procedures Act"), applicable portions of the State Money Management Act ("Money Management Act"), Rules of the State Money Management Council, and applicable portions of the Municipal Bond Act ("Municipal Bond Act").

11.1 INTENT

11.2 PURPOSE OF POLICY

11.3 LIMITATION TO TOTAL OF FUND BALANCES

11.4 FUND BALANCE CLASSIFICATIONS AND TARGET BALANCES



# **DISCUSSION OF ADDITIONAL MEMBERS CRITERIA**

**Staff Report**  
**Central Wasatch Commission (CWC)**  
**Criteria for Additional Members**

**Date: February 5, 2018**

**To: CWC Board**

Mayor Jackie Biskupski, Acting Chair (Salt Lake City)  
Councilman Jim Bradley, Treasurer (Salt Lake County)  
Councilman Chris McCandless (Sandy City)  
Mayor Ben McAdams (Salt Lake County)  
Mayor Mike Peterson (Cottonwood Heights)  
Mayor Andy Beerman (Park City)  
Director Carlos Braceras (Utah Department of Transportation)

**From: CWC Hiring and Procurement Committee**

Carly Castle, Rusty Vetter, Laura Briefer (Salt Lake City);  
Robert Sampson and Kimberly Barnett (Salt Lake County);  
Shane Topham (Cottonwood Heights); Matt Dias (Park City);  
Janna Young (Summit County); Ned Hacker (WFRC); Mary DeLoretto (UTA)

**Contact:**

***Laura Briefer, Chair, CWC Hiring and Procurement Subcommittee***  
***[Laura.Briefer@slcgov.com](mailto:Laura.Briefer@slcgov.com); 801.483.6741 (office), 801.541.0214 (cell)***

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**Background Discussion**

At the December 18, 2017 meeting, the Central Wasatch Commission requested the CWC Hiring and Procurement Subcommittee develop criteria for consideration of Additional Members to the CWC in order to guide a fair, transparent process by which additional members are appointed to the Commission.

Article V of the Central Wasatch Commission ILA addresses the Commission's organization and membership. It provides in part:

- A. Members. The Commission is initially comprised of the Members that are signatory to this Agreement. Additional Members may be added to the Commission pursuant to the process provided in Article V.B.(3). To become a Member, the governing body of each proposed additional member must also approve this Agreement by resolution and the proposed Member then shall execute and deliver a counterpart of this Agreement.
- B. Board
  - 1) Appointments of Member Commissioners

- a. The Mayor or the governing body, as appropriate to the Member's form of government as created by the Laws of Utah 1977, Chapter 48, of each Member shall appoint an elected public official from their respective entity to serve as a Commissioner.
  - b. The Salt Lake County Council shall appoint an At-Large County Council Member to represent the interests of the greater Salt Lake County.
- 2) Appointed Commissioners. Additional Commissioners who do not represent a specific Member entity may also be appointed to the Board pursuant to the process provided in Article V.B.(3) as follows.
  - a. The Members shall appoint a Commissioner to represent the interests of the portion of the project area located to the East of the Wasatch Range (i.e., the so-called "Wasatch Back"). Park City and Summit County may jointly nominate an elected or appointed public official for appointment by the Board for this Appointed Commissioner.
  - b. The Members shall appoint a Commissioner to represent the interests of the Utah Department of Transportation.
- 3) Procedure for Approving Additional Members and Appointed Commissioners
  - a. The appointment of any additional Member or Appointed Commissioner requires:
    - i. A majority vote of all Commissioners then serving on the Board;
    - ii. Approval by the legislative body of each of the Members.

### **Proposed Criteria**

The Subcommittee recommends the Commission adopt the following criteria for consideration of additional members. These criteria will apply only to additional members appointed after January 1, 2018:

- 1. Additional Members must be a governmental entity located in Salt Lake County or Summit County;
- 2. Additional Members must have a common border with the CWC boundary, or have jurisdiction within the CWC boundary area; and
- 3. Additional Members must contribute funds to the CWC.

Additionally, the Subcommittee recommends the following limitations on Board Membership:

- 1. The number of Commission Members shall not exceed 9 persons; and
- 2. An entity shall have no more than one individual representing it on the Board, except for Salt Lake County, which is permitted two seats according to the ILA.

The Subcommittee recommends a cap on the number of persons on the Board to preserve the CWC's functionality. This doesn't mean that additional entities interested in participating in the Commission will be excluded, however. The ILA provides for the establishment of a Stakeholders Council, which will advise the CWC Board and can seat up to 35 members.

The limit on the number of seats each entity can have on the board is to preserve the intent of the terms agreed to in the ILA. The first three criteria alone would technically allow for city and county councils to have a seat on the Board. This would create an end-run around what was agreed to in the ILA, which specifies that only the Salt Lake County Council gets a seat.



### **Process Moving Forward**

The Subcommittee recommends the adoption of a policy formalizing these criteria occur in the next regular meeting, which may serve as notice that the CWC is accepting recommendations for up to two additional members. Among those to be considered would be Summit County and the Town of Alta, who have already submitted letters requesting their appointment.

Once a majority of the CWC Board appoints additional members, two more steps are needed before the new member can sit on the commission:

1. The governing body of each proposed additional Member must pass a resolution approving the CWC ILA.
2. Subject to approval by Admission to the Board requires the approval from each legislative body of the members.
3. The proposed Member then shall then execute and deliver a counterpart of the CWC ILA.

# **STAFFING DISCUSSION**

**CENTRAL WASATCH COMMISSION  
MOTION SHEET**

**DATE:** February 5, 2018

**RE:** Motion to approve staff appointments

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**Motion 1**

I move that the Commission approve the staff appointments as recommended by the Hiring and Procurement Subcommittee.

**Motion 2**

I move that the Commission (provide alternative).



**Staff Report**  
**Central Wasatch Commission (CWC)**  
**Legal Counsel, Accounting/Financial Support, and Intergovernmental Relations Services**

**Date: February 5, 2018**

**To: CWC Board**

Mayor Jackie Biskupski, Acting Chair (Salt Lake City)  
Councilman Jim Bradley, Treasurer (Salt Lake County)  
Councilman Chris McCandless (Sandy City)  
Mayor Ben McAdams (Salt Lake County)  
Mayor Mike Peterson (Cottonwood Heights)  
Mayor Andy Beerman (Park City)  
Director Carlos Braceras (Utah Department of Transportation)

**From: CWC Hiring and Procurement Committee**

Carly Castle, Rusty Vetter, Laura Briefer (Salt Lake City);  
Robert Sampson and Kimberly Barnett (Salt Lake County);  
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Janna Young (Summit County); Ned Hacker (WFRC); Mary DeLoretto (UTA)

**Contact:**

***Laura Briefer, Chair, CWC Hiring and Procurement Subcommittee***  
***[Laura.Briefer@slcgov.com](mailto:Laura.Briefer@slcgov.com); 801.483.6741 (office), 801.541.0214 (cell)***

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**Legal Counsel**

At the December 18, 2017 Meeting, the CWC determined it was prudent to have legal counsel available to assist with the CWC's routine legal needs. The Budget and Staffing Subcommittee has researched potential options for legal counsel, and a team of attorneys representing CWC Board members obtained letters of interest from law firms who could contract to provide this service. Four law firms with experience in representing government entities expressed their interest in representing the CWC. After reviewing these letters of interest, the Subcommittee recommends that the CWC retain Shane Topham from Jones Waldo to serve as its legal counsel. Mr. Topham also serves as legal counsel to Cottonwood Heights.

Legal counsel will advise the CWC on a day-to-day business, including compliance with GRAMA, Open Meetings Act, and other laws. Pursuant to the proposed Procurement Policies and Rules, contracts for professional service (which would include legal counsel) may be awarded at the discretion of the Executive Director and after approval of the Commission, based on professional qualifications, experience, willingness and ability to meet the Commission's specific service requirements, cost of services, and other criteria deemed important. Since an

Executive Director has not yet been appointed, the Policies and Rules also provide for the Commission Chair to administer the procurement procedures.

#### **Accounting/Financial Services**

The CWC Board also directed the subcommittee to recommend an individual or firm to handle accounting and financial service needs. Accounting and financial services will be at the direction of the CWC Board and Executive Director. This function includes items such as budget preparation, general accounting, payroll (if relevant), project financing, audits, establishment of internal controls, and other tasks as appropriate. The Committee recommends this position to be a part time contracted function at this time, fulfilled by an individual with deep experience in government finance and accounting practices. After soliciting several resumes from individuals, the Subcommittee recommends the CWC retain David P. Sanderson to provide its accounting and financial services.

#### **Intergovernmental Relations Services**

The CWC needs to contract with an individual or firm that specializes in intergovernmental relations (lobbying) services related to the passage of the Central Wasatch National Conservation and Recreation Area Act. The subcommittee recommends that the CWC retain Bill Simmons from Dutko Grayling. Mr. Simmons has been the primary lobbyist shepherding the bill through Congress since it was introduced by Congressman Chaffetz. A hearing was held on H.R. 5718 in the House Natural Resources Subcommittee on Federal Lands in November 2016. Since that time, Mr. Simmons has continued the work of moving the legislation forward, and has been working with Congresswoman Love who has agreed to reintroduce the legislation.



**DAVID P. SANDERSON**  
**DBA: DS Accounting Services**  
13768 S 4170 W  
Riverton, Utah 84065  
801.580.6327  
dave@dsaccounting.net

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## *Education*

**Master's in Public Administration,** Brigham Young University  
Provo, Utah – May 1986

**Bachelor's in Accounting & Business,** Southern Utah University  
Cedar City, Utah – May 1981

## *Professional Contract Work Experience*

- 2000 – 2018 **Finance Manager Valley Emergency Comm. Center, West Valley, Utah**
- Responsible for the entire Center's fiscal resources.
  - Selected and managed the implementation of a new accounting system.
  - Prepare the Center's budget of \$10 million dollars.
  - Coordinate and prepare the Center's annual comprehensive audit.
- 1994 – 2018 **Finance Manager, White City Water Improvement District, Sandy, Utah**
- Responsible for the District's financial resources.
  - Prepare the District's annual budget of \$3 million dollars.
  - Coordinate and prepare the District's annual comprehensive audit.
- 1988 – 2018 **Finance Manager, Copperton Improvement District, Copperton, Utah**
- Responsible for the entire District's fiscal resources.
  - Prepare the District's budget of \$350,000 dollars.
  - Coordinate and prepare the District's annual comprehensive audit.
- 2013 – 2018 **Finance Manager, Nibley City, Nibley, Utah**
- Responsible for the City's financial resources.
  - Prepare the City's annual budget of \$6 million dollars.
  - Coordinate and prepare the City's annual comprehensive audit.
- 2017 – 2018 **Finance Manager, Millcreek City, Millcreek, Utah**
- Responsible for the City's financial resources.
  - Coordinate and prepare the City's annual comprehensive audit.

## *Additional Skills & Interests*

- Proficient in Excel, Power Point, Publisher, Word & Programming.
- Professional Sports Photographer. [www.dsandersonpics.com](http://www.dsandersonpics.com)



# CONTRACT

WITNESS THIS CONTRACT (hereinafter called Contract) made the \_\_\_\_ day of \_\_\_\_\_, 2018 by and between DS Accounting Services LLC, the ("Contractor") and Central Wasatch Commission, the ("CWC"):

## I. PURPOSE

The Contractor shall provide accounting, and any other related services to the CWC according to directions or projects made by the Executive Director. The Contractor retains the right to perform services required by the specifications by any reasonable means and in any reasonable manner it sees fit.

## SPECIFIC SERVICES

**Daily** – Provide assistance on texts, emails and telephone conversations.

**Bi-weekly** – Provide payroll processing.

**Monthly** - Bank, PTIF reconciliation's, bonds, monthly financial reports and Red/Green report (current financial conditions report). Global review of finances and provide recommendations based on current financial information. Deposit of payroll taxes.

**Quarterly** - Processing of quarters revenues/expenses, per quarter transparency web site uploads along with annual payroll uploads. Processing of quarterly payroll reports.

**Semi-Annual** – Complete money management report and submit to the Money Management Council.

**Yearly** - Audit preparation and CWC budget along with uploads to State Auditor for yearly budget, impact fee reports, and financial reports. Processing of year end payroll to include W2's and accounts payable 1099 preparation.

## II. TERM

The term of the Contract shall commence \_\_\_\_\_, 2018 and continue until either party decides to terminate contract. Said Contract shall continue in full force and effect unless and until either party gives thirty (30) days written notice of its intent to terminate. Receipt of a termination notice by either party shall automatically terminate this Contract upon the expiration of the applicable notice period, unless both parties agree to reinstate this Contract. Access to banking, bond and investment electronic reports will be granted.

### **III. COMPENSATION**

The CWC agrees to pay the Contractor \$750 per month and \$2,000 per year for audit preparation and completion of the annual audit. Reimburse for miscellaneous out-of-pocket expensed such as postage and travel expenses. "SPECIFIC SERVICES" not detailed above will be billed in quarter hour increments at an \$85.00 hourly rate.

This amount is to be paid monthly and the Contractor will invoice the CWC at the end of each month and the terms of the payment will be net 15. Any delinquent amounts will be assessed 1 ½% interest per month.

### **IV. TAXES**

The Contractor shall be deemed an independent contract employee and the contractor is responsible of any applicable taxes or insurance.

### **V. CONFORMANCE WITH LEGAL OBLIGATIONS**

The Contractor agrees to abide by all applicable federal, state and local laws in the conduct of its business and the performance of services required by the specifications attached hereto and made part of this Contract.

### **VI. APPLICABLE LAW**

This Contract shall be governed by the laws of the State of Utah.

### **VII. BINDING**

This Contract shall insure to and bind all parties, their successors, assigns, agents or representatives.

### **VIII. ENTIRE AGREEMENT**

This Contract contains the entire agreement between the parties. All prior negotiations between the parties are merged in this Contract, and there are no understandings or agreements other than those incorporated or referred to herein. This Contract may not be modified except in writing and signed by both parties. This Contract supersedes any prior Contracts.

IN WITNESS WHEREOF, the parties hereto have executed this Contract as of the day and year first above written.

THE CWC,

By \_\_\_\_\_ Date \_\_\_\_\_

The Contractor, DS Accounting Services LLC

By \_\_\_\_\_ Date \_\_\_\_\_



## **Federal Government Relations Proposal to Central Wasatch Commission**

Prepared By: Bill Simmons, Managing Principal, Dutko GR

### **Approach**

I greatly appreciate the opportunity to represent the Central Wasatch Commission in Washington, DC. Through our collaborative efforts, Congressman Jason Chaffetz introduced H.R. 5718 – Central Wasatch National Conservation and Recreation Area Act along with Congresswoman Mia Love and Congressman Chris Stewart in July of 2016 that would have created The Central Wasatch National Conservation and Recreation Area. A hearing was held in the House Natural Resources Subcommittee on Federal Lands in November of last year with the understanding that it would be taken back-up in this Congress. Since Congressman Jason Chaffetz announced his resignation from Congress, we have continued our work moving the legislation forward and have been working with Congresswoman Love who has agreed to reintroduce the legislation and the other Members of the Utah Congressional Delegation. I have a long history working on natural resources and land management issues in Utah through my time starting in 1990 working for then Congressman Jim Hansen and throughout my more than 27 years in Washington. Throughout my career I have worked extensively with the Utah Congressional Delegation and Congressional Leadership in the House and Senate as well as the Administration to advance legislative objectives.

### **Biography**

#### **Bill Simmons, Managing Principal**

Bill draws upon an entrepreneurial background combined with his government service to specialize in appropriations, transportation, higher education, tax, energy, environment and natural resources issues. After working in business for several years, he started his career on Capitol Hill as a legislative assistant for issues as diverse as appropriations, transportation, energy, communications, taxes, banking, agriculture and the environment.

Prior to joining Dutko in 1999, Bill served as Staff Director for the House Resources' Subcommittee on Forests and Forest Health under Chairman of the Resources Committee, Don Young (R-AK). Bill also served as a Legislative Aide to Chairman Jim Hansen (R-UT).

### **Terms**

For the comprehensive federal government relations support described above, I propose an annual fee of \$97,000 which will be billed in 12 equal installments of \$8,083.33.

# **STAKEHOLDER COUNCIL APPLICATION DISCUSSION**

**Staff Report  
Central Wasatch Commission (CWC)  
Stakeholder Council Application**

**Date: February 5, 2018**

**To: CWC Board**

Mayor Jackie Biskupski, Acting Chair (Salt Lake City)  
Councilman Jim Bradley, Treasurer (Salt Lake County)  
Councilman Chris McCandless (Sandy City)  
Mayor Ben McAdams (Salt Lake County)  
Mayor Mike Peterson (Cottonwood Heights)  
Mayor Andy Beerman (Park City)  
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**From: CWC Hiring and Procurement Committee**

Carly Castle, Rusty Vetter, Laura Briefer (Salt Lake City);  
Robert Sampson and Kimberly Barnett (Salt Lake County);  
Shane Topham (Cottonwood Heights); Matt Dias (Park City);  
Janna Young (Summit County); Ned Hacker (WFRC); Mary DeLoretto (UTA)

**Contact:**

**Laura Briefer, Chair, CWC Hiring and Procurement Subcommittee**  
[Laura.Briefer@slcgov.com](mailto:Laura.Briefer@slcgov.com); 801.483.6741 (office), 801.541.0214 (cell)

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**Background:** The establishment of the Mountain Accord Stakeholder Council is a requirement included in the interlocal agreement that created the Central Wasatch Commission. The interlocal agreement states that this board shall be advisory to the Commission and include 28-35 stakeholders.

The Commission was given a brief presentation on this item at the December 18, 2017 meeting and I appreciate the feedback I received. Attached are the updated draft documents of the Stakeholder Council Application Form and Criteria Score Form.

**Draft Application and Criteria Score Form:** The application form provides a simple method by which individuals can apply to serve, provide information on Council structure and expectations, as well as obtain important information on the applicant to assist the Commission in their selection process. The Criteria Score Form provides clear criteria by which all applicants are to be scored based on diversity, knowledge, skills & abilities, and time commitment.

**Recommendation:** The CWC staff subcommittee recommends that these documents be turned over to the CWC Executive Director when he/she is hired. The Executive Director will manage



the application and selection process as well as the day-to-day operations of this Council. As such, he/she may want to suggest changes to these documents before they are finalized and circulated to the public.

**Central Wasatch Commission  
Stakeholders Council Application Form**

Thank you for your interest in serving on the Stakeholder Council. Please fill out the application below and submit it via email to xxxxxxxx.com or mail to xxxxxxxxxxxxxxxxxxxx

All applications will be reviewed by the Central Wasatch Commission members and scored based on set criteria that includes diversity of membership from key stakeholder groups, knowledge, skills and abilities, and commitment to attend meetings and fulfill term lengths.

---

**Name:** \_\_\_\_\_ **Date:** \_\_\_\_\_

**Address:** \_\_\_\_\_

**Phone Number:** \_\_\_\_\_ **Email:** \_\_\_\_\_

**If selected, I would be representing the following on the Stakeholder Council:**

☐ Community organization

List organization name: \_\_\_\_\_

☐ Government organization

List organization name: \_\_\_\_\_

☐ Private organization

List organization name: \_\_\_\_\_

☐ Private citizen

☐ Other: \_\_\_\_\_

Please attached a separate sheet of paper to this application form with responses to the following questions. In addition, please include a copy of your resume.

- 1. Why are you interested in serving on the Stakeholder Council?**
- 2. What qualifications, skills, knowledge or other abilities would you bring to the work of the Stakeholder Council?**
- 3. Can you commit to attend all or the majority of meetings and fulfill term lengths?**

**Applicant Signature:** \_\_\_\_\_

**By:** \_\_\_\_\_

**ITS:** \_\_\_\_\_

*The following is taken from the Central Wasatch Commission Interlocal Agreement which describes the composition, term lengths, and objectives of the Stakeholders Council.*

#### THE MOUNTAIN ACCORD STAKEHOLDERS COUNCIL

**A. Organization.** The Board shall empanel an advisory body to the Board known as the "Mountain Accord Stakeholders Council," which shall include 28-35 Stakeholders.

- (1) The Council shall be appointed by the Board.
- (2) The Board shall appoint a Chair and a Vice-Chair of the Council, who shall serve two-year terms that expire on June 30, or until their successors are appointed.
- (3) Council members will serve for a four-year term ending on June 30th; however, at the first meeting of the Council, half of the Council members will be assigned a two-year term by the Chair. Those receiving two-year terms may be candidates for a subsequent four-year term at the expiration of their initial terms expiring on the first June 30th that is at least two years after their appointment so that every two years approximately half of the Council member slots will be designated for new four-year terms. There will be no restriction on the number of terms a Council member may serve. The Council may provide the Board with a list of recommended replacements when there is a need for replacements.
- (4) Council members may not receive compensation or benefits for their service on the Council.
- (5) Council members may be removed by the Board for such cause as the Board deems appropriate.

**B. Objectives of the Council.**

- (1) The Council is advisory to the Board.
- (2) Council meetings are subject to the Utah Open and Public Meetings Act.
- (3) The Council will meet as frequently as they choose; however, at least once a year they will meet in a public, noticed meeting of the Board to report on the Council's activities and future work.
- (4) Commissioners may attend or may send a designee to participate in Council meetings.
- (5) Council members are expected to attend Council meetings if at all possible.
- (6) Council members may assist the Commission by communicating regularly with residents, interested parties, associations, networks and associates about Commission actions, projects, and Council meetings and work groups.
- (7) Council members agree to:
  - (a) Support a consensus-based process for issues impacting the Project Study Area.
  - (b) Share information.
  - (c) Be collaborative and allow others to express their opinion and viewpoint.
- (8) The Council may consult with the Board and/or with Commission staff and its consultants with respect to the technical aspects of the Commission's work and provide expertise and resources to inform the Commission's decision making.
- (9) The Council may gather information, conduct fact-finding, counsel together, provide analysis, conduct feasibility studies, and otherwise collaborate with broader constituencies with interests in the Project Area in order to make suggestions, recommendations and proposals to the Board and the Commission's staff and consultants. The Council may consult with the Board and/or with Commission staff and its consultants with respect to the technical aspects of the Commission's work.

#### For Commission Use Only

- ☐ Approved  
☐ Denied

Date of Commission Action: \_\_\_\_\_ 20\_\_\_\_



**Central Wasatch Commission  
Stakeholder Council Criteria Score Form**

*Score 1-3 on each Criteria*

**Criteria #1 Diversity of Stakeholder Council Membership**

*Diverse representation on the Stakeholder Council that includes but is not limited to environmental groups; outdoor industry; recreational groups; state agencies; federal agencies; service districts; private property owners; community councils; planning commissions; cities/town.*

Score 1-3

- 1 – Does not represent an interested or key stakeholder group
- 2 – Represents an interested stakeholder group
- 3 – Represents a key stakeholder group

**SCORE:** \_\_\_\_\_

**Criteria #2 Knowledge, Skills and Abilities Related to the CWC work**

*Diverse and broad areas of knowledge, skills and abilities including but not limited to water quality; land use and transportation planning; economic development; environmental systems; and recreation.*

Score 1-3

- 1 – Has limited knowledge, skills and abilities related to the work of the CWC
- 2 – Has an acceptable level of knowledge, skills and abilities related to the work of the CWC
- 3 – Has a high level of knowledge, skills and abilities related to the work of the CWC

**SCORE:** \_\_\_\_\_

**Criteria #3 Time Commitment**

*Can commit to attend the majority of meetings and fulfill term lengths.*

Score 1-3

- 1- Is not able to commit to attend meetings and fulfill term lengths
- 2 – Is able to commit to some meetings
- 3 – Is able to commit to the majority of meetings and fulfill term lengths

**SCORE:** \_\_\_\_\_

Commissioner Name: \_\_\_\_\_

Stakeholder Applicant Name: \_\_\_\_\_

**COTTONWOOD  
CANYONS  
TRANSPORTATION  
UPDATE**

11337 East Silver Snow Lane  
Salt Lake City, UT 84121  
(801) 231-1160

**LJ Consulting LLC**

September 8, 2017

Central Wasatch Commission

Mayor Tom Dolan, Sandy City  
Mayor Jackie Biskupski, Salt Lake City  
Mayor Ben McAdams, Salt Lake County  
Councilmember Jim Bradley, Salt Lake County  
Mayor Kelvyn Cullimore, Cottonwood Heights  
Councilmember Andy Beerman, Park City  
Carlos Bracerias, Utah Department of Transportation

210 West Sego Lily Drive (10000 South)  
Sandy, UT 84070

Dear Commissioners:

Attached is a memo with transportation recommendations for the Cottonwood Canyons. This is my final report after spearheading the Mountain Accord effort for the past 4 years. It has been a great honor for me to serve the community that cares so much about the Central Wasatch. I love these mountains, and as a private land owner and resident of the canyons, I am proud to have contributed to their preservation.

At the time of this memo, I am not employed or contracted with the Mountain Accord effort or the Central Wasatch Commission (CWC). The viewpoints and recommendations in this report are my own. They reflect years of stakeholder and public feedback from the Mountain Accord process, my experiences as a canyon resident/land owner and user, relationships with canyon stakeholders, extensive analysis, and professional judgement from my 20+ years of transportation, transit, and environment experience previous to Mountain Accord.

Because the formalization of the CWC has been delayed, public presentation and discussion of the Cottonwoods transportation work has not occurred. In lieu of a presentation, I included a Question and Answer section that addresses the questions I hear the most and my viewpoint at this time. I hope that a robust public dialogue on canyon transportations solutions will be initiated as soon as possible.

Thank you for the opportunity to serve you and the many others that love the Central Wasatch and the Cottonwood Canyons.

Thank you,



Laynee Jones  
Principal, LJ Consulting



## MEMO

**To:** Central Wasatch Commission  
**From:** Laynee Jones, LJ Consulting  
**Date:** September 8, 2017  
**Re:** Cottonwood Canyons Transportation Recommendations

### Contents

Introduction  
 Summary  
 Recommendations  
 Technical Background

1. Context
2. Purpose and Problem Statement
3. Scenario Proposed for Further Evaluation and Public Discussion

4. Projects and Actions to Achieve Proposed Scenario
5. Benefits of Proposed Scenario
6. Questions and Answers

#### Appendices

- A. Photo Narrative
- B. Sample Recreation Node Concept (Cardiff Fork) by US Forest Service
- C. Technical Information from WSP/PB

## INTRODUCTION

This memo transfers institutional knowledge gathered during the Mountain Accord program. Laynee Jones of LJ Consulting LLC served in the role of Program Director for Mountain Accord from October 2013 to July 2017. This memo reflects her understanding of the needs of a wide range of stakeholders, including those that are responsible for the canyons and those that use and enjoy the canyons, and it offers context and a foundation for transportation and stewardship improvements in the Cottonwood canyons. Last, it proposes specific recommendations for further evaluation and public discussion.

The Wasatch Front Regional Council (WFRC) contracted with LJ Consulting for Program Management activities and with WSP/PB for transportation analysis in 2016. These contracts were funded through an interlocal agreement between many public partners as a part of the Mountain Accord program. The Central Wasatch Commission was formed in July 2017 as the next chapter of the Mountain Accord effort.

This memo is based on analysis from WSP/PB and LJ Consulting, the Mountain Accord process, many previous studies, public and stakeholder feedback to date, and preliminary discussions with transportation agencies (WFRC, UDOT, and UTA) and the US Forest Service. The proposed transportation recommendations are practical and based on common-sense; however, arriving at them took intense evaluation of many strategies and approaches. WSP/PB inventoried over 100 ideas to address transportation problems generated throughout the Mountain Accord process and previous studies.

WSP/PB compiled their analysis into a series of reports; however, the reports were not publicly reviewed or adopted due to the delayed creation of the Central Wasatch Commission. Recommendations in this memo are based on a wide range of input and information, including WSP/PB information and other sources. Recommendations in this memo to not correspond directly to those in the WSP/PB reports.

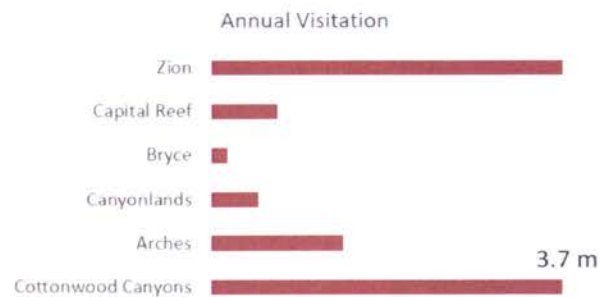
Last and most important, this is the first time this recommendation is being presented to the stakeholders and public. ***Robust public dialogue is recommended before any action is taken.***

## SUMMARY

**Purpose** *The purpose of improvements in the Cottonwood canyons is to accommodate and manage growth in recreation uses while minimizing impacts to natural resources and maintaining positive recreation experiences. Safety is also always a critical factor. There are opportunities to improve safety associated with avalanche mitigation, incident/emergency response, and pedestrians/cyclists, among others.*

## Problems

The Cottonwood canyons had over 3.7 million visitors in 2015, and there are over 11,000 cars entering the canyons on peak days. Winter use is growing at 5-10% per year, and summer use is growing at 10-20% per year. Growth has resulted in challenges not only for transportation, but also for visitor amenities such as restrooms, enforcement, canyon stewardship, and watershed health.



Specific issues include:

- Traffic on peak days and road closure days
- Informal, overflow parking impacting:
  - Visitor experience
  - Road operations and safety
- Impacts to natural resources from informal roadside parking and associated user-created, spiderweb trails
- Lack of parking to take the bus and carpool (only 700 parking spaces at base of canyons)
- Not enough winter bus service – frequency, fare (\$9), travel times, crowding
- Virtually no summer bus service
- Limited restrooms, pedestrian/bike/ADA facilities, amenities

**Public Opinion:** Public feedback during the Mountain Accord process stressed the importance of natural resources, watershed, and quality recreation experiences. The Utah State University (USU) Central Wasatch Visitor Study conducted in 2014 found that the three most important aspects of the Mountain Accord study area to those surveyed are **scenery, environmental conditions, and trails**. People were concerned with parking, environment, and trails. Sixty-six percent of those surveyed wanted to see **more public transportation opportunities**, and, on average those surveyed were willing to **pay \$48 per year for parking or access to the canyons**.

## Proposed Scenario for Further Evaluation and Public Discussion

- The scenario proposes to manage growth by shifting from more impactful modes (autos) to less impactful modes (transit, walking, biking) and by directing higher levels of use to key recreation nodes that have the facilities to handle higher concentrations of people.
- Roadside parking would be formalized in limited areas and restricted in other areas, making room for bike lanes (at least in the uphill direction) and reducing safety and environmental impacts associated with roadside parking.
- Recreation nodes would include bus stops and pullouts, restrooms, ADA facilities, cross-walks, and connections to nearby trails.



- For winter peak days, the scenario is based on *increasing transit ridership from 4-5% to 20%* and *increasing the carpool rate from 1.8 to 2.2 people per car*, reducing the number of cars in the canyons from 11,000 to 8,000 on peak days (based on 2015 conditions).
- The scenario is designed to address needs for Big Cottonwood and Little Cottonwood canyons, for winter and summer conditions, and for resorts and trailheads.

Projects and actions needed to achieve the scenario include:

- Parking structures in the valley to access canyon bus routes
- Significant increase in winter bus service (busses every 5 minutes in canyons)
- New summer bus service
- Capital and operational improvements in Big and Little Cottonwood canyons (see Pages 19 and 20), and on Wasatch Boulevard
- Price Incentives to take transit and carpool
- Purchase of additional ski busses to meet peak demand
- Real-time information system for parking availability, bus information
- Funding for operations and maintenance (O&M)

#### Comparison of Current Conditions and Proposed Scenario

	Current Conditions	Proposed Scenario
<b>Number of Cars on Peak Days</b>	11,000	8,000
<b>Average Occupancy Rate</b>	1.8 people per car	2.2 people per car
<b>Winter Transit Use</b>	4-5%	20%
<b>Summer Transit</b>	Virtually no summer transit	New service, schedule TBD
<b>Parking Spaces in the Valley</b>	2,900	5,400 to 5,900
<b>Parking Spaces in the Canyons</b>	9,600 formal and informal spaces <i>(There are at least 6,000 formal spaces at ski resorts and most of the remaining parking spaces are informal.)</i>	Parking to be formalized, restricted, and enforced. Number of formal spaces to be determined through NEPA process, but assumed to be much less than 9,600.
<b>Cycling Facilities</b>	Shoulders of varied width	Bike lane in uphill direction

#### Benefits

The benefits of the proposed scenario need to be weighed against cost. Preliminary benefits include:

- responsibly accommodates growth
- preserves canyons
  - eliminates need to expand parking in canyons
  - reduces environmental impacts associated with overflow parking
- maintains positive recreation experiences
  - improves travel times for those in cars and busses
  - expands options to access the canyons
  - improves safety for transit users, cyclists, pedestrians, and families



## RECOMMENDATIONS

1. **Initiate a robust public conversation on transportation solutions in the Cottonwood Canyons and the information in this memo. Use the Central Wasatch Commission Stakeholder Council to its full extent when formed.** Invite discussion on two major questions:

*What scale transit system is appropriate - i.e. large enough to make a difference but still affordable?*

*How will the system be funded? If tolling is the only viable method of paying for a bus system, is the bus system still desirable? How will operations and maintenance for current and proposed visitor facilities be funded? Should tolling be a part of the proposed action for capital improvements in the Cottonwoods?*

2. **Continue a multi-jurisdictional approach with the Utah Department of Transportation (UDOT) leading the overall effort in close coordination with the US Forest Service, Utah Transit Authority (UTA), Central Wasatch Commission, and other partners.**

*Transportation issues in the canyons are complex and implementing a system like the one outlined in this memo will require a comprehensive approach and actions by several jurisdictions. Timing and integration matter – benefits will not be realized if only one component is implemented. UDOT does not need to be responsible for the implementation of every component (buying or operating busses, for instance), but they are in a good position to oversee integration and phasing of the overall system to ensure goals are met.*

3. **Act now.**

*Specifically, UDOT can begin the National Environmental Policy Act (NEPA) process for capital improvement projects in Big Cottonwood and Little Cottonwood canyons by initiating consultation with the US Forest Service, UTA, and other stakeholders. The US Forest Service, as a part of the Mountain Accord process, has been anticipating a proposed action to address transportation issues in the Cottonwoods.*

*Rigorous analysis on the need for bus/carpool lanes can and should begin as soon as possible as a part of the NEPA process for Little Cottonwood canyon. Agreeing on the overall goal, scale, and funding of the transit system early in the NEPA process will streamline the analysis and the public dialogue.*

4. **Make it a priority to time implementation so that benefits to the environment and recreation experiences are realized.**

*Fund and procure new busses and additional parking capacity in the valley before or at the same time as implementing any additional bus/carpool lanes (if they are determined to be needed) in Little Cottonwood. Busses and parking facilities are already at or nearing capacity at peak times.*

5. **Ensure the proper facilities (restrooms, crosswalks) and environmental protections are in place to handle concentrations of people at bus stops and trailheads before initiating summer transit service in the canyons.**

*These stops should be strategically located based on environmental conditions, trail capacity, demand, and safety, among other things.*

## TECHNICAL BACKGROUND

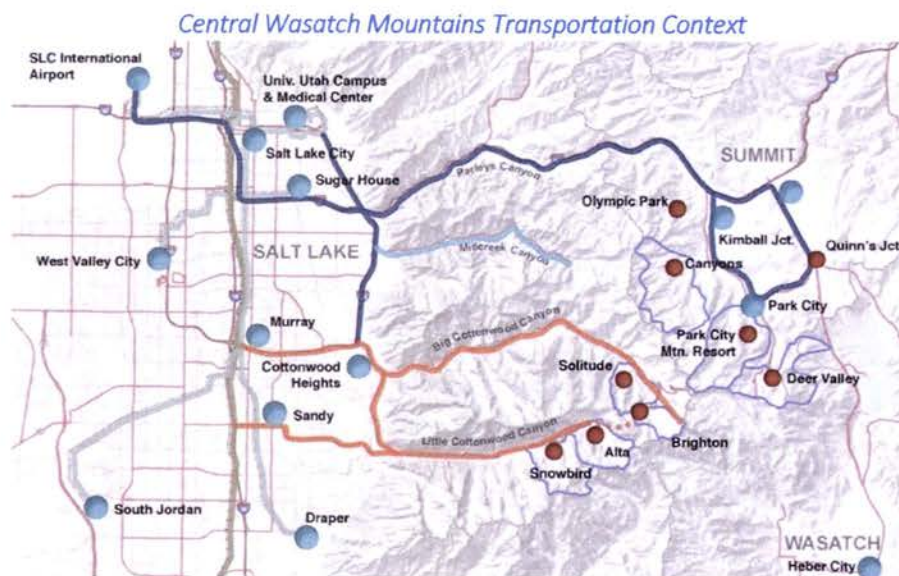
### CONTEXT

The Central Wasatch mountain range offers diverse recreational experiences that promote active lifestyles and enhance quality of life in the region. They are a key component of Utah's tourism industry and help attract businesses and quality jobs to Utah. The Central Wasatch mountains are a critical source of drinking water for Salt Lake and Sandy cities and both cities carefully manage and protect their watersheds.

The Mountain Accord effort was a local, public, and consensus-based process initiated to address the impacts of growing use and traffic, land use conflict, and piecemeal decision-making in the Central Wasatch. Public feedback during the Mountain Accord process stressed the importance of natural resources, watershed, and quality recreation experiences.

### Regional Context

It is important to recognize the regional importance and connectivity of the Central Wasatch mountains to both the Wasatch Front and the Wasatch Back. Although the Mountain Accord study area included a more comprehensive area, as shown below, this memo focuses on transportation challenges specifically in the Cottonwood Canyons. A separate study addresses the transportation needs between the Salt Lake valley and Park City (Valley to Mountains Alternatives Analysis, Summit County and HDR).



### The Accord

After an extensive 2-year public process, over 30 key public and private leaders and many members of the public signed an Accord in August 2015. The Accord focuses on watershed preservation, quality recreation experiences, and transportation improvements focused on transit. Specific outcomes related to transportation are:

- To increase transit use, walking, and biking and decrease single-occupancy vehicle use
- To provide a sustainable, safe, efficient, and multi-modal transportation system that:
  - Provides year-round choices to residents, visitors and employees
  - Connects to the overall regional network
  - Serves a diversity of commercial and dispersed recreation uses



- Is integrated within the fabric of community values and lifestyle choices
- Is compatible with the unique environmental characteristics
- To design a balanced recreation system...that will reduce the degradation of natural resources caused by [recreation] uses
  - To focus recreation infrastructure at strategically located and designed nodes
  - To provide convenient access at these nodes
  - To accommodate and manage growth in recreation uses
  - To integrate trail access and road cycling facilities with transit solutions
- To address road cycling needs in Big Cottonwood Canyon, Little Cottonwood Canyon, Millcreek Canyon, and Parley's Canyon (including the approaches to each canyon)
- To reduce risks associated with avalanches, winter weather, rock slides, incidents, and other hazards and to improve emergency response capabilities and evacuation routes

### Central Wasatch National Conservation and Recreation Area

The Central Wasatch National Conservation and Recreation Area Act was introduced in the US House of Representatives in July 2016 and is intended to preserve watershed, scenic ridgelines, and recreation activities in the Cottonwood canyons and surrounding area. The draft bill:

- applies only to federal US Forest Service land,
- allows for transportation improvements (with the exception of new roads), trails, restrooms, and visitor amenities,
- restricts ski lifts and other development on federal US Forest Service land outside of ski resort boundaries - preserving watershed, natural resources, and view sheds;
- supports land exchanges between the ski resorts and US Forest Service,
- adjusts wilderness boundaries to facilitate mountain biking on the Bonneville Shoreline Trail, and
- adjusts wilderness boundaries to facilitate transportation improvements in Little Cottonwood canyon.

### Transportation Corridors

UDOT is responsible for the roads in Big Cottonwood and Little Cottonwood canyons (SR 190 and SR 210, respectively). The US Forest Service owns much of the land beneath and adjacent to the road. UTA operates busses in the canyons but does not own land associated with bus stops. UTA's winter busses operate out of several park and ride lots in the valley and at the base of the canyons; however, some of those park and ride lots are owned by entities other than UTA (US Forest Service, cities, etc.).

Substantial improvements to the road corridor would require a NEPA decision by the US Forest Service.

### Solutions Already Implemented or Underway

Transportation solutions that were implemented in 2016/17 or are underway include:

1. Major UTA Ski Bus Service Changes - re-structured bus service from 8 routes to 3 routes
2. Carpool Program - Cottonwood ski resorts offered incentives to carpool
3. UDOT Traffic Management - UDOT added traffic cameras, actively managed traffic signals to alleviate traffic, and added canyon patrol truck to provide roadside assistance





4. UDOT Avalanche Program - UDOT plans to install permanent remote exploders (Gazex and O'Bellx) and radar avalanche detection units in some parts of Little Cottonwood to improve safety and decrease road closure times

## PURPOSE AND PROBLEM STATEMENT

The purpose statement describes what purpose the transportation infrastructure serves and the reason improvements are needed in the Cottonwood canyons. The main purpose of the transportation system in the Cottonwood canyons today is to serve recreation activities (commercial and dispersed) for locals as well as tourists. Residents of the canyons (estimated at fewer than 500) and employees of the ski resorts and other canyon businesses also use the roads. The ski resorts estimate about 2,000 employees travel into the canyons on a peak winter day (out of a total of 20,900 people travelling into Big and Little Cottonwood canyons).

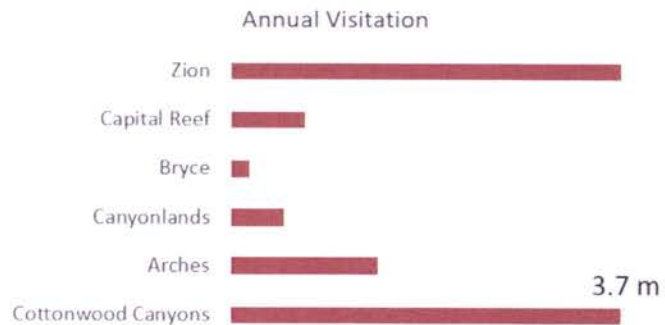
Transportation and canyon stewardship improvements are needed because the growth in recreation use is exceeding the capacity of the current auto-based infrastructure and impacting natural resources.

*The proposed purpose for improvements in the Cottonwood canyons is to accommodate and manage growth in recreation uses while minimizing impacts to natural resources and maintaining positive recreation experiences. Safety is also always a critical factor. There are opportunities to improve safety associated with avalanche mitigation, incident/emergency response, and pedestrians/cyclists, among others.*

The proposed purpose is based on public feedback, the problems described below and further documented in WSP/PB reports, the Accord, and Mountain Accord System Group reports (Existing Conditions, Idealized Systems). The purpose statement will undergo agency and public review if a NEPA process is initiated.

## Growth in Recreation Use

The Salt Lake Valley is growing and more and more people are using Big and Little Cottonwood Canyons for a variety of recreation activities. The number of visitors to the Cottonwoods, **3.7 million per in 2015**, is greater than most national parks in Utah, as shown on the figure to the right. For comparison, Zion National Park has similar visitation for an area twice the size of the Cottonwood Canyons.



Growth has resulted in challenges not only for transportation, but also for visitor amenities such as restrooms, enforcement, canyon stewardship, and watershed health (see photo narrative in Appendix A). These problems are becoming more widespread and more frequent due to the growing number of people using the canyons year round. Visitation statistics by season are shown below.

*Visitation Statistics*

	Summer (May-Oct 2015)	Winter (Nov-Dec 2015, Jan-Apr 2015)	Total
<b>BCC</b>	974,416	698,295	1,672,711
<b>LCC</b>	980,697	1,045,069	2,025,766
<b>Total Both Canyons</b>	1,955,113	1,743,364	3,698,477
<b>Annual Growth Rate (2013-2015)</b>	10-20%	5-10%	
<b>% Locals</b>	84% (USU 2014)	~50% (approximation from ski resorts)	

*Source: WSP/PB visitation estimates are based on UDOT 2015 traffic counts and estimated occupancy rates from limited data collected by L2 Data in 2016. Additional occupancy data collected in 2017 through contract with WFRC is not reflected here. Estimate does not include transit, walking, or biking (there were approximately 100,000 round trips on the ski bus in 2014-15). Growth rates are from WSP/PB Draft Mountain Accord Transportation Framework Report, Exhibit 15, Page 15.*

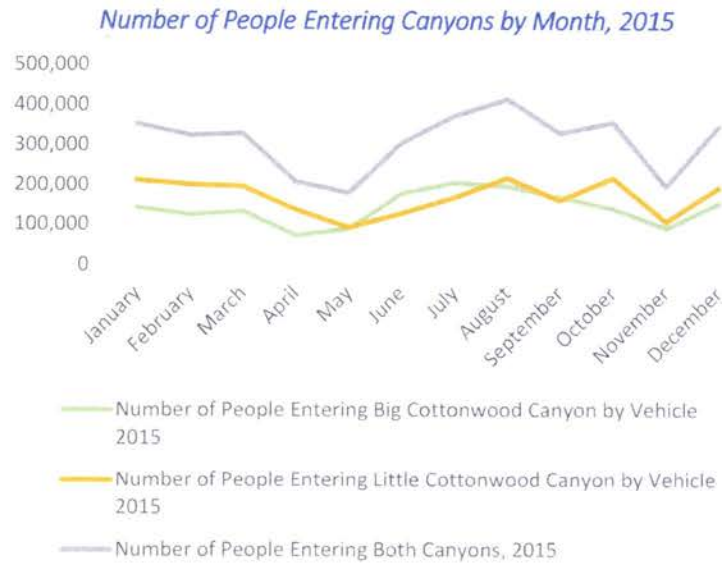
**Locals and Tourists**

According to rough ski resort estimates, about 50% of skiers at the Cottonwood resorts are locals on peak winter days (the remainder are tourists). The number of locals may be higher on other days. According to the Utah State University (USU) Central Wasatch Visitor Study conducted in 2014, 84% of those surveyed in the summer were locals that had travelled less than 40 miles. (Note that the study area included the Cottonwoods, Bell Canyon, Millcreek, Parleys, and Park City.)

**Summer and Fall**

On an annual basis, visitation for the 6 months encompassing summer and fall is greater than the 6 months encompassing winter and spring (2.0 million versus 1.7 million). Additionally, monthly traffic volumes are highest from July to October, as shown on the graph below, and summer traffic is growing at a faster rate than winter traffic.





According to data from the 2011/2012 Salt Lake County Cottonwood Canyons Parking Study (and referenced in Mountain Accord Existing Conditions and Future Trendlines for Transportation):

- In the summer, about 82% of vehicles in Little Cottonwood canyon are parked at the resorts.
- In the summer, about 59% of the vehicles in Big Cottonwood canyon are parked at trailheads or the road shoulder.

Snowbird commercial activities include rides, food, and concerts in summer and Oktoberfest in late summer and fall. Alta sees high numbers of visitors to see flowers in Albion Basin in July and August. Non-resort parking occurs near the base of the canyon (for rock climbing and hiking) and at White Pine.

People visit Big Cottonwood in summer and fall for a variety of dispersed activities and to visit Solitude, Brighton, and the Silverfork Lodge.

*Summer Activities in the Central Wasatch from USU Survey, 2014*

Activity	% of Those Surveyed
Hiking, walking, or trail running	55%
Mountain biking	8%
Rock climbing	4%
Road cycling	4%

## Peak Days

On peak days, there are over 20,000 people and 11,000 cars travelling into the Cottonwood canyons, as shown in the table below (there are 20,900 people in winter and 20,100 in summer according to WSP/PB Short Term Transportation Memo, Figure 1). These numbers do not include those residents, visitors, and employees staying in the canyons.

Peak winter days create problems for parking near the resorts and backcountry trailheads and cause increased travel times entering and exiting the canyons. Conditions are particularly congested in Little Cottonwood for over 30 days per year when travel times increase, as discussed in the section below. Big



Cottonwood also sees increased travel times in the afternoon unloading period on peak days and when Little Cottonwood is closed for avalanche control.

The loading and unloading pattern of the canyons is more dispersed in summer and therefore travel times are not affected nearly as much as during ski season. Parking is an issue on summer peak days, as discussed below.

#### Peak Winter Day Profile

Ski Season	~120-150 days per year
	~50 weekends & holidays
	~5-10 powder days on weekdays

#### Peak Winter Day Statistics

# Peak Days Per Season	~20 days in 2015
# People Travelling into Canyons	20,900+
<i>(does not include those staying in the canyons at lodging or residents of the canyons)</i>	8,000+ in Big Cottonwood 12,000+ in Little Cottonwood
# Cars Per Day Both Canyons	~11,000
# Single Occupancy Vehicles	~3,000 (28%)
# People Travelling on Bus	~750-1500
Approximate % Locals (from Utah) <i>(ski resort estimate)</i>	~50%
Approximate # of Employees Travelling into Canyons <i>(ski resort estimate)</i>	~2,000

Source: WSP/PB, UDOT traffic counts, UTA, L2 Data.

Note that in 2015, there 55 days with over 18,000 people travelling into the canyons.

### Parking

Increasing traffic levels and a fixed number of parking stalls in the canyons has led to informal overflow parking on the road shoulder. (According to the USU Central Wasatch Visitor Study conducted in 2014, visitors were least satisfied with the availability of parking, parking lot conditions, cleanliness of restrooms, and trail signage.) Overflow parking is occurring in both canyons, at the resorts and trailheads, both in winter and summer. It has the following impacts:

- **Visitor Experience:** During peak times it is hard to find a parking space at the resorts and trailheads. People search for a space at their desired destination and if they are not successful, they either go to a different destination or park in questionable/unsafe areas (on vegetation or in the travel lane). Once parked, the pedestrian experience can be uncomfortable or unsafe.
- **Safety and Road Operations:** Overflow parking near the resorts and trailheads in winter is not ideal for plow operations and incident/emergency response. On the most crowded days, people park partially in the lane of traffic.
- **Natural Resources:** Informal parking off the pavement impacts the watershed in several ways. Initially it impacts native vegetation, leads to erosion and increased sedimentation into water bodies, and creates disturbance where invasive weeds can take root. Repeated parking compacts soils and contributes to user-created spider web trails. Impacts from user-created

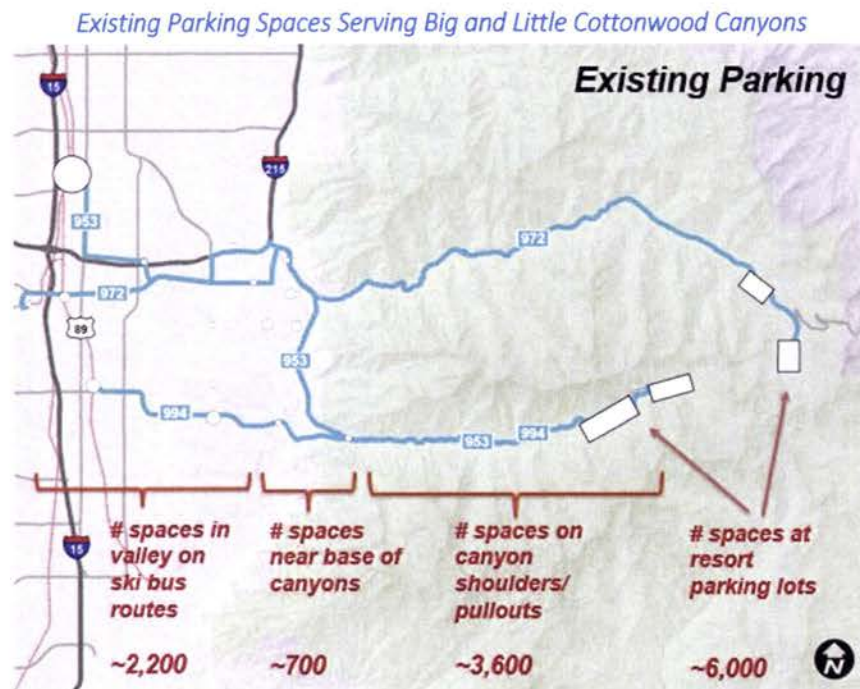
trails extend beyond the road corridor. User-created trails further impact native vegetation and increase erosion, in addition to impacting wildlife habitat and forage areas.

- **Bike/Pedestrian Conflicts:** Roadside parking conflicts with growing number of people walking, running, and biking in the canyons.

Examples of these conditions are included in the photo narrative, attached in the Appendix.

#### *Canyon Parking Conditions*

Number of cars accessing canyons on 20 peak days (2015)	11,000+
Number of formal and informal parking spaces in the canyons	~9,600
<i>There are at least 6,000 formal spaces at the ski resorts.</i>	
<i>Most of the remaining parking spaces are informal.</i>	
Number of parking spaces near the base of the canyons to take the bus or carpool	~700
Number of parking spaces on 3 ski bus routes beyond the base of the canyons	~2,200



Source: WSP/PB Short Term Transportation Memo Table 1 and Figure 3.

[Note there are discrepancies between the data from the 2012 Canyons Parking Study conducted by Avenue and data from the WSP/PB Short Term Transportation Memo. Discrepancies may be due to the year data was collected. There is no official determination on what constitutes a parking space on the shoulder of the road or in lots that are not striped. The number of parking spaces in the canyons varies based on snow storage, parking lot management, UDOT paving, and other factors. Each summer, more informal parking spaces are unintentionally created as more people park on the road shoulder.]

The parking facilities in the valley are reaching capacity, limiting transit use and carpooling. Finding a parking space near the base of the canyons can be difficult on weekends, holidays, and powder days. There are only about 700 parking spaces at the base of the canyons and overflow parking and traffic around the base of the canyons is impacting neighborhoods and increasing congestion and travel times.



Additional discussion on parking problems can be found on Page 9 of WSP/PB Short Term Transportation Memo.

### Travel Times and Congestion

In 2015, Little Cottonwood highway was over-capacity 36 days resulting in increased travel times (WSP/PB Transportation Framework Report, Page 13, Exhibit 12). In the worst conditions, it can take several hours to reach Alta or Snowbird from I-215. In normal conditions, the travel time is less than 30 minutes. There are around 50 weekends, holidays, and powder days out of a 120-150 day ski season.

Residents at the base of Little Cottonwood canyon have difficulty leaving and returning to their homes during congested periods. It is particularly difficult when the road is closed due to avalanche conditions (see discussion below).

### Transit

The ski bus is a popular way to access the resorts in winter and busses are over-capacity on peak days. In the 2015-16 season, the ski bus system carried about 4-5% of the trips (WSP/PB Short Term Transportation Memo, Page 8, Figure 1). Ridership for the 2016/17 season was higher after the ski bus routes were reconfigured (see discussion later in this memo). There are 3 routes serving the canyons. Two routes have busses running every 15 minutes in the peak hours and every 30 minutes other times. One route has very infrequent service. More frequent bus service would address the capacity issue and would also make taking the bus more convenient. Additional parking spaces in the valley are needed on ski bus routes if additional ridership is desired.

The bus fare may also be an obstacle to gaining more riders. Currently the cost to take the ski bus (\$9 round trip) is higher than the cost to drive (parking is free). Most of the riders on the bus (~80%) are employees or season pass holders who ride for free. The four Cottonwood ski resorts currently pay UTA for employee and season pass holder trips. For the 2014-15 season, UTA's operating expense was about \$1.5 million, revenue from fares was about \$160K, and the ski resort contribution was approximately \$350K.

There is virtually no bus service in summer/fall. Infrastructure such as restrooms, Americans with Disabilities Act (ADA) facilities, cross-walks, and bus pull outs are needed at trailheads before summer bus service can be initiated.

### Carpooling

Recent data from a peak Saturday in February 2017 showed that 28% of the cars accessing the canyons were single-occupancy vehicles (SOVs). The average number of people per car is about 1.8 on peak days, as shown in the table below.



*Occupancy Rates, 2016*

			Occupancy
<b>Little Cottonwood Canyon</b>	Winter	Weekday	1.58
		Weekend	1.84
	Summer	Weekday	1.53
		Weekend	1.89
<b>Big Cottonwood Canyon</b>	Winter	Weekday	1.9
		Weekend	1.77
	Summer	Weekday	2.02
		Weekend	2.13

*Source: WSP/PB summarized data from L2 Data collected in 2016. L2 collected additional data in 2017.*

## Restrooms

Recent discussions among canyon users and the entities responsible for the watershed have highlighted the need for restrooms in the canyons. Specific issues include:

- New restrooms needed or being requested at trailheads that are seeing more use
- Not enough toilet seats where restrooms do exist (long lines)
- Feasibility of flush toilets versus vault toilets
- Resources needed to upgrade and replace toilets when needed
- Resources needed to clean and maintain existing and any new restroom facilities

Responsibility for management of toilets in the canyons falls to several different agencies - Salt Lake City, Salt Lake County, and the US Forest Service. Salt Lake City and Salt Lake County have provided support for restrooms this year; however, there are still many outstanding needs. The US Forest Service is facing a lack of funding for operations and maintenance and therefore has deferred needed maintenance on restrooms, trails, and infrastructure (this is referred to as the 'deferred maintenance gap').

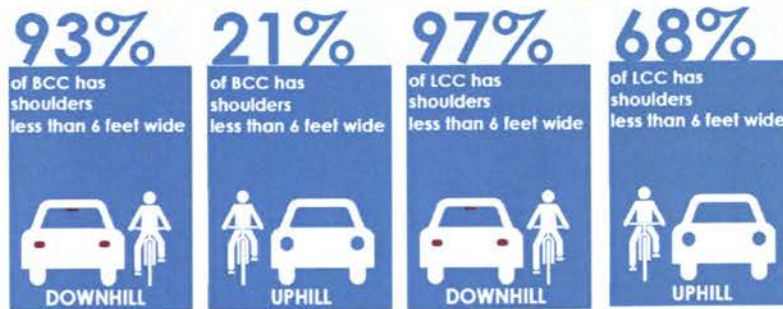
## Biking and Walking

There are a growing number of people road biking, mountain biking, and running or walking on the road shoulder. The USU Central Wasatch Visitor Use Study indicates that almost 9% of those surveyed in the summer of 2014 had walked or biked to their location. (Note this study included a broader area than the Cottonwood canyons). Those that drive into the canyons eventually become pedestrians to access their destination (picnic area, campground, trailhead, resort). Specific issues include:

- The shoulder is less than 6 feet for most of the canyons (see figure below), which is not enough space to accommodate parking, cycling, and pedestrians.
- The walking and biking experience can be uncomfortable and unsafe. In the summer, pedestrians sometimes walk in the lane of traffic or in the vegetation if cars are parked on the shoulder. On peak days when the ski resort parking lots are full, skiers often walk in the snowbank or in the lane of traffic with skis and/or with children. High vehicle volumes and the speed differential between vehicles and cyclists degrade the cycling experience and impact safety.
- People cross the road (sometimes with skis, climbing, or picnic gear) to access trailheads, camping, and picnic areas. This requires waiting for a gap in traffic and often requires running.

- Other than the ski resorts and park and ride lots, there are no Americans with Disabilities Act (ADA) facilities (ramps, parking spaces, cross-walks) in the canyons.

Shoulders in Big and Little Cottonwood Canyons



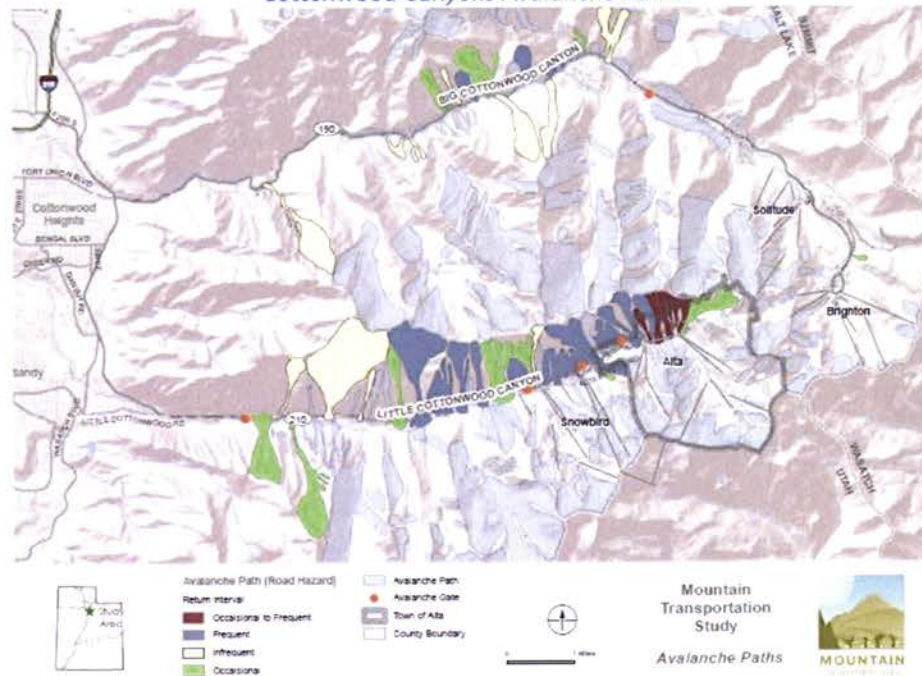
Source: WSP/PB Draft Framework Report, Page 18

### Road Closures and Avalanche Control

Avalanche paths cross the roads in the Cottonwood canyons, as shown in the figure below. UDOT is responsible for keeping the roads and the canyons safe (excluding the ski resort areas) and they have a complex and sophisticated system in place to mitigate avalanche risk. Avalanche risk increases with the number of avalanche paths that cross a road, the frequency of avalanches, the number of vehicles, and the amount of time the vehicles spend in avalanche paths (speed).



Cottonwood Canyons Avalanche Paths





### Road Closures

When the avalanche danger is high, UDOT closes Little Cottonwood canyon and sometimes, although not as often, Big Cottonwood canyon. While the road is closed, avalanche control work includes shooting US Department of Defense military artillery to trigger avalanches and clearing the road of snow. Traffic backs up at the base of the canyons when the road is closed as skiers wait to enter the canyon. The system requires close coordination and communication with many entities including the US Forest Service, ski resorts, Unified Police, Town of Alta, Utah Avalanche Center, public and backcountry skiers, etc.

The number of days the road is closed varies based on snow and avalanche conditions. In some winters, the road is closed on 10 to 15 days for several hours at a time.

### Sustainability of Current System

UDOT has managed avalanche risk to the public in the Cottonwoods for many years. However, the current system is not sustainable indefinitely. Using military artillery has inherent risks to those personnel using the system and to anyone who may be in the path of the target or subsequent avalanche. Backcountry use and road traffic are both growing, requiring more and more safety precautions and resources. Also, the artillery UDOT is using may not be available in the future. The impacts of road closures to the neighborhoods and roads near the base of the canyons are growing as the number of visitors and traffic increases. Ski resort business and the skier experience is obviously adversely impacted when the road is closed.

### Potential Solutions

Avalanche safety is a separate and distinct issue from the other canyon issues discussed above. Like the other concerns, growth is exacerbating the issue. The solutions contemplated in this memo, such as increasing bus ridership and carpooling, will improve traffic flow once the road is open - but they will not help the road open sooner. Some avalanche mitigation solutions may decrease the number or duration of road closures, whereas others decrease the exposure of avalanche control personnel, the travelling public, or backcountry users. Measures intended to improve avalanche safety may or may not improve environmental conditions or the recreation experience.

Installing permanent remote exploders (such as Gazex or O'Bellx) and radar avalanche detection units would reduce the need for military artillery and could decrease the time the road is closed; some of these systems are being implemented in parts of the Little Cottonwood canyon. However, installing these systems in other sections of Little Cottonwood canyon would require small structures in wilderness. This and many other solutions (such as avalanche sheds) have been studied in the past. A final resolution should be a part of the overall transportation plan for Little Cottonwood canyon.

### Recent Public Surveys

USU conducted the Central Wasatch Visitor Study in 2014 as a part of the Mountain Accord process (<http://extension.usu.edu/iort/research/cw-visitor-use-study>). The study area included the Cottonwoods, Bell Canyon, Millcreek, Parleys, and Park City. Highlights from the survey are:

- The three most important aspects of the Mountain Accord study area are **scenery, environmental conditions, and trails**.
- People were concerned with parking, environment, and trails and least satisfied with the availability of parking, parking lot conditions, cleanliness of restrooms, and trail signage.
- 66% wanted to see **more public transportation opportunities**.
- 87% supported bike lanes in the Cottonwoods.



- Those surveyed, on average, **were willing to pay \$48 per year for parking or access to the canyons.**

The Mountain Accord survey conducted online in 2016 (<http://mountainaccord.com/survey-transportation/>) showed:

- 78% of respondents supporting more winter bus service,
- 56% supporting new summer service, and
- 48% willing to pay an entrance fee to support public transportation and canyon stewardship.

## SCENARIO PROPOSED FOR FURTHER EVALUATION AND PUBLIC DISCUSSION

The scenario described below is proposed for evaluation and public discussion. The system is comprised of components that need to be integrated and phased and that fall under the jurisdiction of several different agencies (UDOT, UTA, US Forest Service and others).

The scenario is based on *increasing transit ridership from 4-5% to 20%* and *increasing the carpool rate from 1.8 to 2.2 people per car*. The ridership goal is a key factor for public discussion as it determines the scale of the transit system and the infrastructure (such as parking structures or bus lanes) needed to support it. The ridership goal should be contemplated in the context of the cost and feasibility to achieve it.

The goal of 20% transit ridership is recommended as a starting point for discussions. It is based on the strategy of managing auto use to fit within the formal parking spaces in the canyons (accounting for turnover rate) and accommodating the remaining demand through bus ridership and carpooling. The proposed scenario would reduce the number of cars accessing the canyons by about 3,000 (28%) from 2015 conditions, which would significantly reduce overflow parking problems and improve travel times. Note these numbers are preliminary and should be verified through a future NEPA process.

The purpose of the proposed scenario is not to increase transportation capacity or to induce more travel into the canyons. Rather, the intent is to shift from more impactful modes to less impactful modes. Taking transit and carpooling is generally not as convenient as driving single-occupancy vehicles.

*Comparison of Current Conditions and Proposed Scenario (for Both Cottonwood Canyons)*

	Current	Proposed Scenario
<b>Number of Cars on Peak Days</b>	11,000	8,000
<b>Average Occupancy Rate</b>	1.8 people per car	2.2 people per car
<b>Winter Transit Use</b>	4-5% <i>(before 2016/17 ski bus route changes)</i>	20% 4,000 people per day capacity
<b>Summer Transit</b>	Virtually no summer transit	New summer transit, schedule TBD
<b>Parking Spaces in the Valley on Canyon Bus Routes</b>	2,900	5,400 to 5,900
<b>Parking Spaces in the Canyons</b>	9,600 formal and informal spaces  <i>There are at least 6,000 formal spaces at ski resorts. Most of the remaining parking spaces are informal.</i>	Parking to be formalized, restricted, and enforced. Number of formal spaces to be determined through NEPA process, but assumed to be much less than 9,600.
<b>Cycling Facilities</b>	Shoulders of varied width	Bike lane in uphill direction, at minimum
<b>Ski Bus Fare</b>	\$9 round trip Free for employees and season pass holders	To be determined, but recommended less than \$9
<b>Annual Canyon Bus O&amp;M Cost</b> (not including fares or ski resort contributions)	~1.5 million	\$5-6 million winter \$1-2 million summer

**PROJECTS AND ACTIONS TO ACHIEVE PROPOSED SCENARIO**

Achieving the proposed scenario would require an integrated system with the following components:

1. **Parking Structures:** About 2,500 to 3,000 parking stalls in the valley on ski bus routes at a cost of \$60-100 million
2. **New ski busses** at a capital cost of approximately \$30 million (estimate from UTA)
3. **Increase in winter bus service** to handle 4,000 people on peak winter days at a cost of \$4-5 million per year (not including fare revenue or ski resort contributions)
4. **New summer bus service** at a cost \$1-2 million per year depending on frequency/schedule (not including fare revenue or ski resort contributions)
5. **Capital and operational improvements in Big Cottonwood** (see description below)
6. **Capital and operational improvements in Little Cottonwood** (see description below)
7. **Capital or operational improvements on Wasatch Boulevard** (such as bus priority on peak days near Big Cottonwood canyon and I-215, or operational solutions to allow resident access near Little Cottonwood)
8. **Incentives to take transit and carpool** (currently it is \$9 to take the ski bus and minimal cost to take a car)



9. **Real-time information system** that inventories and communicates parking availability, bus arrival times, road/weather information and that is readily accessible on mobile devices
10. **Funding for operations and maintenance (O&M)** of new infrastructure and current infrastructure, including parking enforcement. The US Forest Service has deferred maintenance due to budget shortfalls.

Additional information on capital improvements is included in the WSP/PB Short Term Transportation Memo.

### Recreation Nodes and Capacity

The Accord outlines two strategies to responsibly manage growth:

- Shift from more impactful travel modes to less impactful modes (transit, walking, biking)
- Direct higher levels of use to key nodes that have the infrastructure to handle higher concentrations of people (such as the base of the ski resorts and yet-to-be developed recreation nodes/trailheads)

These strategies allow higher numbers of people to enjoy the canyons with less collective damage to the environment. These strategies will allow also solitude experiences to be preserved in other areas.

High-use recreation nodes include bus stops and pullouts, a manageable level of parking, restrooms, hard surfaces where appropriate, wayfinding/information, ADA facilities, cross-walks, amenities such as picnic tables, and connections to trails. High-use nodes should be strategically located based on environmental conditions, trail capacity, demand, and safety, among other things.

Preliminary recommendations for the location of these nodes are shown on the figure below and a sample of recreation node improvements prepared by US Forest Service is attached in the Appendix. The final locations should be determined through a NEPA process. The US Forest Service has a key role in determining how these nodes and the transportation system as a whole can support environmental goals and the recreation experience. The Environmental Dashboard developed through the Mountain Accord process can also inform this analysis.

*Preliminary Recreation Node Locations  
(Based on WSP/PB Short Term Transportation Memo)*





## Roadside Parking and Bike Lanes

The proposed scenario includes formalizing parking spaces (paving, striping) in the canyons where desired based on feasibility, environmental conditions, demand, safety, and other factors, and restricting roadside parking in all other areas. The number of parking spaces would be determined as a part of the NEPA process proposed for each canyon. Bike lanes are proposed in the uphill direction at minimum. (Special pavement markings may be applied where space does not allow for a full 5 or 6 foot wide bike lane). Roadside parking can be restricted through signage, design, and/or increased enforcement.

The WSP/PB Short Term Transportation Memo (page 12, Table 2) includes analysis and preliminary recommendations for formal parking. The report recommends paving 180 spaces. For comparison, the report states there are sometimes 900 cars parked informally. The recommendation was based on many factors but did not take into consideration environmental impacts (such as more impermeable surface, erosion, vegetation impacts, stream impacts, or indirect impacts from induced use).

## Big Cottonwood Canyon Improvements

Improvements in Big Cottonwood canyon would contemplate the overall buildout of the road corridor to address the problems discussed above, including:

1. Recreations nodes for summer and winter:
  - Bus stops, shelters, bus pullouts
  - Restrooms
  - Connections to nearby trails
  - ADA/wheelchair accommodations, hard surfaces, and cross-walks/safe road crossings where appropriate
  - Amenities such as picnic tables
  - Wayfinding and information
  - *The preliminary recommendation is for 1 recreation node at the park and ride at the base of the canyon, 3 at the ski resorts, and 5 at trailheads (as shown in above diagram).*
2. Bike lanes and pedestrian facilities
 

*An obvious solution to improve the cycling environment is bike lanes. WSP/PB recommends a bike lane in the uphill direction. The pedestrian issue is harder to solve, as sidewalks are not likely feasible. Crosswalks would improve pedestrian conditions at some hot spot locations. WSP/PB made recommendations for pedestrian improvements on Figure 8 of Short Term Transportation Memo).*
3. Parking formalization and management (limited new parking, parking restrictions and enforcement)
4. New summer bus service
5. Reconfiguration of entrance/exits at park and rides and ski resorts to improve bus travel time
6. Real time information and parking inventory system including detection units at parking areas
7. Evaluation of funding mechanisms such as tolling

It is recommended that the NEPA process begin as soon as possible. The Environmental Dashboard, developed as a part of the Mountain Accord program, should inform the process. Low impact measures that would not preclude alternatives considered in the NEPA process can and should be implemented as the NEPA process is ongoing. Note that some of the improvements listed above could be implemented as separate projects. Additional information on capital improvements is included in the WSP/PB Short Term Transportation Memo (Page 22 and Appendix C).

## Little Cottonwood Canyon Capital Improvements

Improvements in Little Cottonwood canyon would contemplate the overall buildout of the road corridor to address the problems discussed above, including:

1. Recreations nodes for summer and winter:
  - Bus stops, shelters, bus pullouts
  - Restrooms
  - Connections to nearby trails
  - ADA/wheelchair accommodations, hard surfaces, and cross-walks/safe road crossings where appropriate
  - Amenities such as picnic tables
  - Wayfinding and information
  - *The preliminary recommendation is for 1 recreation node at the park and ride at the base of the canyon, 2 at the ski resorts, and 2 at trailheads (as shown in above diagram).*
2. Parking formalization and management (limited new parking, parking restrictions and enforcement)
3. Evaluation of additional lane to operate proposed bus system.

*Achieving a 20% transit goal would require bus headways of about 3 minutes in Little Cottonwood. A bus system of that scale may need an exclusive lane to operate successfully. WSP/PB evaluated the addition of 2 dedicated bus lanes (one in each direction) in the Long Term Transportation Memo. Another less impactful concept worth consideration is a third bus/carpool lane. This would allow for one lane of general purpose traffic and one lane for bus and carpooling in the eastbound direction in the morning (with one lane for westbound traffic). The direction of one lane could be reversed in the afternoon.*

4. Avalanche safety improvements
5. Bike lanes and pedestrian facilities

*An obvious solution to improve the cycling environment is bike lanes. WSP/PB recommends a bike lane in the uphill direction. The pedestrian issue is harder to solve, as sidewalks are not likely feasible. Crosswalks would improve pedestrian conditions at some hot spot locations. WSP/PB made recommendations for pedestrian improvements on Figure 8 of Short Term Transportation Memo).*

6. New summer bus service
7. Operational or capital improvements to reduce impacts and improve access for residents near the base of the canyons on peak days and road closure days
8. Reconfiguration of entrance/exits at park and rides and ski resorts to improve bus travel time
9. Real time information and parking inventory system including detection units at parking areas
10. Evaluation of funding mechanisms such as tolling

**Long Term Options:** If possible, major improvements should be designed to allow for, or at least not preclude, long term options such as rail. The trade-offs of doing this should be disclosed in the NEPA process. The analysis should include life-cycle cost-effectiveness and capacities needed today and in the future. Specifically, the NEPA process should disclose the capacity of the bus system and its ability to handle expected growth. Long term options are inventoried and evaluated in the WSP/PB Long Term Transportation Memo; although no formal decision has been made on this topic.

It is recommended that the NEPA process begin as soon as possible. The Environmental Dashboard, developed as a part of the Mountain Accord program, should inform the process. Low impact measures that would not preclude alternatives considered in the NEPA process can and should be implemented as the NEPA process is ongoing. Note that some of the improvements listed above could be implemented



as separate projects. Additional information on capital improvements is included in the WSP/PB Short Term Transportation Memo (Page 22 and Appendix C).

### Canyon Bus Service

The proposed scenario assumes 20% of the people entering the canyons on peak winter days will be on the ski bus (about 4,000 people per day). A system based on park and rides and frequent service is proposed to meet this capacity. The capacity of the current system is about 1,200-1,500 people and is limited by the frequency of the bus and the parking availability in the valley. Achieving a system with the capacity of 4,000 people per day will require parking structures to access the bus system, new busses, and very frequent service (busses every 3 to 5 minutes in peak times). New busses are needed to meet peak demand.

#### *Proposed Scenario for Evaluation – Bus Service*

	BCC	LCC	Total
<b>Bus Capacity (# People Per Bus)</b>			35
<b># of People on Bus to Meet 20% Ridership</b>	1,600	2,400	4,000
<b># Busses Needed Up Canyons in AM Peak</b>	49	70	119
<b>Assumed Load in Period in AM (hours)</b>			4
<b>Proposed Headways in Canyons to Meet 20% Ridership (Based on Needed Capacity)</b>	Bus every 5 minutes	Bus every 3 minutes	

Note: The numbers in this table are preliminary and should be refined by UTA.

#### Incentives to Fill Busses

To ensure the busses are full once the system is operating, incentives may be needed. One incentive that exists already is lack of parking in the canyons. The frequent service would also encourage ridership as no schedule would be needed. Additional incentives such as reducing the ski bus fare or charging for automobile access may be needed to ensure the expected ridership goals are met. It is worth noting that single-occupancy vehicles offer the greatest benefit for shifting to transit. A family of 4 in a car already exceeds the carpool goal of 2.2.

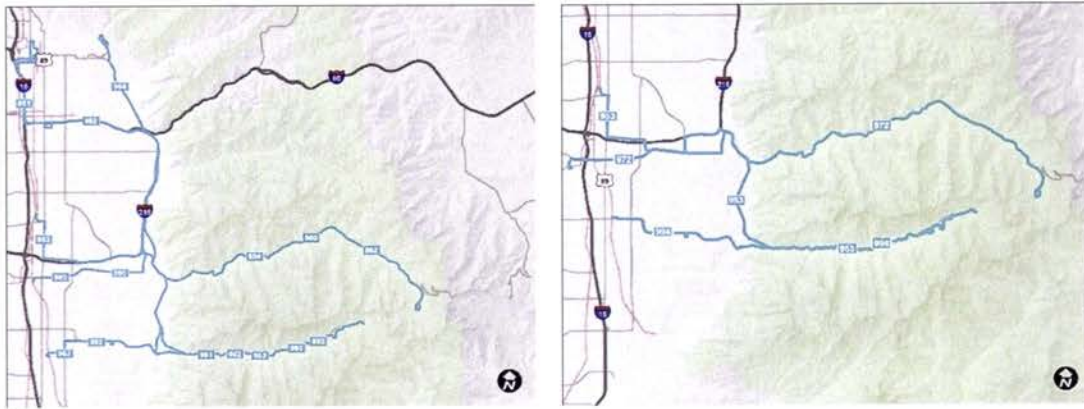
#### Routes

WSP/PB recommends that future service focus on the 3 routes currently operating in winter. (A fourth route serving Salt Lake City could be considered in the future if sufficient funding is available to maintain frequent service on the current 3 routes). In the 2015/16 season, UTA operated 8 routes with much less frequent service. The transition from the coverage-based system to the frequency-based system resulted in 30% more bus service in the canyons at peak times and an increase in ridership (see map below for a comparison of routes). The change increased costs only marginally, and UTA contributed \$200K in service as a part of the Mountain Accord Phase II Interlocal Agreement.

UTA monitored the success of the ski bus routes in 2016/17 and their analysis will be valuable in refining plans moving forward. UTA planners and operational staff have a sophisticated understanding of ski bus ridership dynamics. More detailed information is available in the WSP/Parson Brinkerhoff Winter 2016-2017 Transportation Solutions Plan.



*Maps of UTA Ski Bus Service for 2015/16 Season (8 Routes) and 2016/17 Season (3 Routes)*



#### Summer Bus Service

The scenario proposes that UTA provide bus service to the canyons in the summer on the same routes as winter. The benefit of this is streamlined signage and operations, predictability and consistency for riders, availability of ski busses already owned by UTA, and the ability to provide the needed high capacity service (see Page 26 of WSP/PB Short Term Transportation Memo for further discussion). Private, smaller shuttles could complement the UTA system by servicing minor trailheads, the Guardsman pass area, and/or Millcreek canyon.

#### Proposed Parking in the Valley

To meet the bus and carpool goals for the proposed system, about 2,500-3,000 new/additional parking spaces are needed in the valley on the 3 ski bus routes. There are currently 2,900 spaces at 9 key park and ride lots (shown on map) serving the ski bus routes and they are reaching capacity. It is presumed that many of these lots are being used for carpooling in addition to accessing the ski bus since there are 2,900 spaces and the current ski bus takes around 750-1,500 people into the canyons. UTA measured the utilization of the park and ride lots in the 2016/2017 season and can use their findings to refine the plan. UTA is investigating opportunities to use parking spaces at businesses or schools that are on the current bus routes to reduce the need for structured parking.

WSP/PB evaluated many potential sites for parking structures in their Short Term Transportation Memo. Two potential sites are shown on the map below. Placing parking structures at the park and ride lots at the entrance to the canyons is not ideal due to their small size and aesthetic impacts. Additionally, the park and ride at the entrance to Little Cottonwood canyon does not have good access. The roads approaching Little Cottonwood are only 2 lanes wide and are already backed-up on peak days and avalanche closure days.

Parking structures should be sized to meet current and future demand for each particular location. Long term options such as rail may also affect the demand at particular locations.



## BENEFITS OF PROPOSED SCENARIO

The benefits of the proposed scenario should be considered in the context of the cost of the system (to users and to taxpayers) and this should be a topic for public discussion as soon as possible. A preliminary assessment of benefits, subject to public feedback, is as follows:

- Responsibly accommodates growth
- Preserves canyons by reducing impacts from overflow parking (through formalizing and restricting roadside parking) and eliminating the need to expand parking in canyons (by shifting trips from auto to bus)
- Maintains positive recreation experiences
  - Reduces the time spent searching for parking
  - Gives more options to access the canyons
  - Improves safety for transit users, cyclists, pedestrians, and families
  - Improves travel times for those in cars or on busses
- Addresses needs for both canyons
- Addresses winter and summer needs
- Addresses needs at resorts and trailheads
- Builds on current travel patterns and is scalable for the future



## QUESTIONS & ANSWERS

1. What other options are there for the scale of the system?

*WSP/PB recommended a 25% increase in current winter bus service. The capacity of that system, if full, would bring transit ridership from 4 to 5% of overall trips. While this is still a worthy investment to explore, it will not make a significant difference in the number of cars in the canyons.*

*Many people have suggested a Zion-like system where cars are banned and everyone coming into the canyons is on a bus. Carrying 20,000 people into the canyons on peak winter mornings would require a bus at least every minute, and probably more. Lanes for busses would not be needed since only busses and necessary vehicles would be on the road. It is not likely feasible from a cost perspective, but it provides a good illustration of what the trade-offs in setting the overall scale of the system.*

2. What options are there for phasing summer bus service?

*Summer service could be initiated to the ski resorts where there are existing bus stops, restrooms, and ADA facilities. Summer bus service to Snowbird and Alta would not require capital improvements and would serve a majority of traffic in Little Cottonwood.*

3. What options are there for phasing increases in winter bus service?

*Frequency on two routes (994 and 972) could be increased to 15-minute service all day. Frequency on the third route (993) could be increased to 30-minute service all day. Increasing service at peak times will require purchasing more busses and increased operating costs.*

4. What about private shuttles and other needs?

*Private, smaller shuttles could complement the UTA system by servicing minor trailheads, the Guardsman pass area, Millcreek canyon, trips between canyons, and/or trips between Park City and the Cottonwoods. Private shuttles operators would need permission to access park and ride lots. They also may need sponsorships or other financial assistance so that fares are reasonable.*

*Shuttle service for hikers could also be helpful in reducing parking problems. Private shuttles are serving mountain bikers on the Guardsman pass. UTA busses cannot operate on the Guardsman Pass road due to their size. Transportation proposals for this area should be integrated with Park City's plans for Bonanza Flats.*

5. What things can be done now, without waiting for a NEPA process?

*The CWC and canyon partners could dedicate funds for restrooms and trail maintenance. Additional parking enforcement in winter and summer should be a priority. Last, there are many ideas on how to save ski bus travel time and some concepts can be tested with traffic cones and police/traffic personnel on a trial basis. An entity like UDOT or UTA would need to plan and execute the trials and obtain traffic permits.*

6. What long term options are on the table?

*The bus system outlined in this memo, or a similar one, will go a long way today in addressing needs in the canyons today. However, at some point in the future, higher capacity may be needed. Cog rail poses many concerns – environmental impacts, impacts to neighborhoods at the base of Little Cottonwood, protecting the overhead power system, cost. But it is still an option that may be more attractive than a bus system at some point in the future. At this time, aerial systems are too slow to meet transportation needs from the valley into the canyons.*



*The life of a UTA bus is about 12 years, and the proposed bus system outlined in this memo will have a useful life of many decades. The parking structures that serve both canyons would be needed even if a rail option is explored in the future (depending on their size).*

*The WSP/PB Long Term Transportation Memo evaluates long term options.*

7. What options are there for funding?

*There are not a lot of options to fund a public transit system of this magnitude. Federal, state, and local governments are all facing more demands and less money. Tolling should be explored as a sustainable way to fund a system into the future. Tolling could incentivize transit and allow for a reduction in ski bus fare. It would be more effective to implement than paid parking in the canyons or the US Forest Service proposed fee system. Impacts to ski resort business, residents of the canyons, low income populations are all concerns. Public feedback to date indicates support to explore this option. (Also note that University of Utah civil engineering students conducted a study of transportation in Big Cottonwood in the spring of 2017 and their study recommended tolling as a funding mechanism.)*

*A tolling system, if implemented, should replace the US Forest Service proposed fee system and should not be implemented in addition to a US Forest System fee system. A portion of the toll revenue would need to support the US Forest Service deferred maintenance gap (through direct funding or by funding projects). Last, tolling should be considered in the context of both Cottonwood canyons (otherwise the canyon that is not tolled could receive higher visitation and traffic).*

*Other funding options include: Central Wasatch Commission partner contributions (currently \$925K per year), bus fares (but the higher the fare, the fewer people ride), ski resorts (they contribute \$300-\$400K per year currently), annual appropriation from the state legislature (this would be unusual), a referendum to increase sales tax.*

8. What about trails?

*Trails are an important component for recreation experiences in the Cottonwoods and many people would like to see more trails. For now, the priorities should be to improve trailhead conditions (restrooms, busses, parking), to find long term funding to maintain trails and trailheads, to make trail connections that reduce driving, and to finish the Bonneville Shoreline Trail. Completing the Bonneville Shoreline Trail at the interface of the foothills and the valley could reduce the demand to drive into the canyons to access trails.*