MINUTES OF THE CENTRAL WASATCH COMMISSION STAKEHOLDERS COUNCIL MEETING HELD THURSDAY, JANUARY 17, 2019 AT 4:00 P.M., SALT LAKE COUNTY GOVERNMENT CENTER ROOM S1120, 2001 SOUTH STATE STREET, SALT LAKE CITY, UTAH 84190

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Present:

Chris McCandless (Central Wasatch Commission Chair), Greg Summerhays (President, Sandy Area Chamber of Commerce), Kurt Hegmann, John Knoblock (Mount Olympus Community Council, Trails Utah, Bonneville Trails Committee), Kirk Nichols (Evergreen Homeowners Association of Bigg Cottonwood), Paul Diegel, Mike Maughan (General Manager, Alta Ski Area), Matt Kirkegaard (Salt Lake City resident), Sarah Bennett (Trails Utah), Serena Anderson (Cottonwood Canyons Foundation), Jeremy Bendixon (Cardiff Canyon Owners Association), Troy Morgan (citizens of Big Cottonwood Canyon), Stetson West (Utah Backcountry Hunters and Anglers), Tom Diegel (Wasatch Backcountry Alliance), Mike Walker (a resident of the area in Little Cottonwood Canyon referred to as the triangle), Carl Fisher (Save Our Canyons), Megan Nelson (Nature Conservancy), Barbara Cameron (Big Cottonwood Community Council), Del Draper (President of the Nine Cabin Owners' Association), Brian Hutchinson (resident of Salt Lake County), Jan Striefel (League of Women Voters of Utah and Salt Lake City), Will McCarville (Utah Sierra Club), Dr. Kelly Bricker (Parks Recreation and Tourism at the University of Utah), Michael Braun, Ed Marshall, Randy Doyle, Pat Shea, Julia Geisler, Carolyn Wawra, Steve Issowits, Marian Wright (Salt Lake City Public Utilities, Carly Castle (Salt Lake City Public Utilities), Josh Bendixon (Cardiff Canyon Owners Association), Patrick Nelson (Salt Lake City Public Utilities), Lance Kovel (Wasatch Cache National Forest), John Thomas (UDOT), Dan Knopp, Annalee Munsee, Executive Director Ralph Becker, Deputy Director Jesse Dean, Communications Director Lindsey Nielsen, CWC Attorney Shane Topham

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Via Telephone: Randy Doyle, Pat Shea, Michael Braun, Ed Marshall, Carolyn Wawra, Julia

Geisler, Steve Issowits

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Bill Malone, Dave Fields, Don Despain

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A. OPENING AND INTRODUCTIONS

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i. Welcome – Chris McCandless, Chair, Central Wasatch Commission.

41 42 43 Central Wasatch Commission ("CWC") Chair Chris McCandless called the meeting to order at 4:04 p.m. and thanked the Stakeholders Council Members for their participation. The desire of the CWC was for the Stakeholders Council to help resolve questions and offer solutions plaguing the Canyons.

ii. Executive Director Ralph Becker will Conduct the First Meeting of the Stakeholders Council and Background Leading up to the CWC and Stakeholders Council.

iii. Stakeholders Council Members will Introduce Themselves as Interest in the CWC Work.

Those present introduced themselves. Executive Director Ralph Becker remarked that he expected Stakeholders Council agendas to be very full going forward. There have been several basic start up functions for the group, many of which include discussion, presentation, or informational items. There are also action items needing to be addressed. The majority of the items to be discussed today did not relate to the substantive advisory work but rather to the functionality of the group.

 Mr. Becker would conduct the meeting since a Chair and Vice-Chair had not yet been appointed. He asked those present to consider the specific work of the Council, their role on the Council, and their background that brought them to this point. He explained that the Council will play a critical role in the success of the decisions of the CWC and forming the basis for the various jurisdictions in the Canyons. The immediate catalyst for the Council was the work of the Mountain Accord, which was an effort to get the community and major stakeholders and players together and come to a consensus with regard to important, long-term issues.

The specific catalyst was Skilink, which was a proposal introduced by the congressional legislation to sell a corridor of land owned by the Canyons Ski Resort to Solitude to provide for lift service and other development. The request was to sell public lands for private use. There was a vehement local reaction that resulted in the congressional delegation backing off from the proposal over time. A group came together with regard to the proposals and decisions were being made that were not reflective of public opinion or the desires of the local community. The intent was to reach an agreement with regard to what should and should not take place and serve the various public interests.

Over the next two years, the Mountain Accord tried to reach a consensus. Ultimately, all of the jurisdictions came together and signed an agreement. Part of the agreement called for the establishment of a coordinating and overarching governmental entity to help coordinate the responsibilities of the various jurisdictions. A new federal designation was established that became known as the Central Wasatch National Conservation and Recreation Area ("CWNCRA"). Congressman Chaffetz introduced that legislation in Congress. There was a hearing but it did not proceed further. In the meantime, the expectation was to establish the Central Wasatch Commission, which took much longer than anticipated. Mr. Becker was hired first as the Executive Director in June 2018 followed by Deputy Director Jesse Dean and Communications Director Lindsey Nielsen a few months later.

 The first task was to pursue the legislation initiated by Congressman Chaffetz. Hearings were held after which work proceeded on two or three drafts. In November, the Commission approved submission to Congress of the proposed legislation. Earlier in the fall, UDOT Director and CWC Board Member Carlos Braceras reported that UDOT was in the early stages of developing an Environmental Impact Statement ("EIS") for Little Cottonwood Canyon. The CWC was invited to assume a co-leadership role on a Transportation Corridor Action Plan to include Big and Little Cottonwood Canyons and non-transportation specific ancillary issues. The CWC had been working with UDOT Project Manager John Thomas who was instrumental in resolving the Legacy Highway

parking dispute. In addition to being a transportation expert, he works on finding solutions to difficult circumstances.

Mr. Becker reported that the Environmental Dashboard was also initiated by the CWC and was an outgrowth of the Mountain Accord to provide a central place for environmental information and analyses dealing with the baseline conditions. He referred to the draft legislation the CWC took action on in November and pointed out that the Stakeholders Council is an advisory body to the CWC Board.

B. PRESENTATION, DISCUSSION, AND ACTION REGARDING UTAH OPEN AND PUBLIC MEETINGS ACT, GRAMA

i. Presentation by CWC Counsel Shane Topham Regarding the Utah Open and Public Meetings Act, GRAMA and its Application to the Stakeholders Council.

Mr. Becker introduced CWC Attorney Shane Topham and described his efforts on behalf of the Commission. Chair McCandless thanked the members of the Stakeholder Council for their willingness to serve. Procedural issues were discussed. Mr. Becker explained that the issues will be handled like any formal governmental body. Meetings are recorded and minutes will be prepared. Every communication is subject to the Government Records and Management Act ("GRAMA"), which allows the public to ask for communications among the Stakeholders Council. Chair McCandless commented that responding to GRAMA requests take a lot of time and energy.

Mr. Topham reported that he served as the legal advisor for the CWC Steering Committee from the time the CWC was formed and in March he was appointed as the CWC Attorney. Throughout his life, he has lived along the Central Wasatch and is honored to be involved in the process. He reported that the Interlocal Cooperation Act authorizes Utah's governmental entities to join together and enter into interlocal agreements to jointly perform cooperative actions to benefit the public. Specific examples were given. One subset of interlocal cooperation agreements is when two or more governmental entities join together via an interlocal agreement to form another governmental entity. The new entity's function is defined by an interlocal agreement, which has to be approved by the respective governing bodies. Once that occurs, it goes to the Lieutenant Governor's office for review and approval of the new entity.

In May of 2017, Salt Lake County, Sandy, Salt Lake City, and Cottonwood Heights negotiated and approved an interlocal agreement creating the CWC. It was approved by the Lieutenant Governor on June 29, 2017. Mr. Topham reported that the CWC is its own governmental entity and once created, became subject to certain requirements such as the Open and Public Meetings Act (the "OPMA") and the Government Records Access and Management Act ("GRAMA").

Mr. Topham reported that participation in the public process is essential to democracy. With that in mind, in 1977 the Utah Legislature enacted the OPMA, which formalized the requirement that meetings of public bodies be announced publicly in advance and that meetings be conducted in the open. To assure the opportunity for public participation, the OPMA requires specific noticing requirements be met. An annual notice is required whenever a public body schedules meetings in advance over the course of a year. A meeting specific notice is required and must include the agenda. The notice must be posted at the CWC's principal office or the building where the meeting is to be held, posted on the Utah Public Notice and CWC websites, and given to at least one newspaper in general circulation within the area of the CWC's jurisdiction or to a local media correspondent.

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A topic not on the agenda can be raised and discussed during an open meeting but no decisions can be made until the following meeting where action has been properly noticed in advanced. If there are unforeseen circumstances that necessitate an emergency meeting, the best notice possible must be provided.

The OPMA requires that every meeting be open to the public unless it is properly closed. There are key requirements for closing a meeting. The OPMA defines a meeting as the convening of a public body where a quorum is present. Even though the Stakeholders Council is a recommending body to the CWC, it must comply with the requirements of the OPMA. Although meetings are normally open to the public, an individual that tries to disrupt a meeting can be expelled with a two-thirds vote of the body after a determination is made that the disruption is material. Reasons for closing a meeting are specific and include:

1. Discussion of the character, professional competence, or physical or mental health of an individual.

2. Strategy sessions to discuss pending or reasonably imminent litigation.

3. Strategy sessions to discuss the purchase, exchange, or lease of real property.

4. Strategy sessions to discuss the sale of real property.

5. Discussion regarding deployment of security personnel, devices, or systems.

6. Investigate proceedings regarding allegations of criminal misconduct.

Mr. Topham expected it to be unlikely that the Stakeholders Council will ever need to convene a closed meeting. If it appears that a closed meeting is necessary, legal counsel will be available to provide guidance.

The OPMA also requires written minutes and recordings be kept for all meetings and certain closed meetings. The minutes and recordings for open meetings must include the date, time, and place of the meeting; the names of the members present; substantive matters proposed, discussed, or decided; a record of the votes taken; the name of each person who provided testimony; and any other information that a member requests be included in the minutes. The recording must be a complete and unedited record of the open portion of the meeting and must be made available to the public within three business days following the meeting. The written minutes must be made available to the public within a reasonable time period after the meeting. The recordings are public records for the purposes of GRAMA but the written minutes are the official record of what took place at the meeting.

 Closed meetings must be recorded unless they deal with the character and professional competence, or mental or physical health of an individual or if the discussion pertains to deployment of security personnel or devices. Written minutes of closed meetings are not necessary. Minutes and recordings of closed meetings are protected records under GRAMA and are subject to disclosure under court order. Enforcement of the OPMA also was discussed. Mr. Topham explained that the Attorney General and the County Attorneys have the right and obligation to enforce the OPMA. Private individuals can bring action to force compliance. Actions in violation of the OPMA are voidable by

a court if the lawsuit commences within 90 days following the date of the action. A member of a public body that knowingly or intentionally violates the requirements of a closed meeting is guilty of a Class B misdemeanor. Mr. Topham stated that public bodies are to receive training on the Act annually.

Mr. Topham next reported that GRAMA is the State's version of the Federal Freedom of Information Act and is based on two Constitutional rights. The first is the public's right to access information regarding the conduct of the public's business. The second is the right to privacy in relation to personal data gathered by the government concerning citizens. GRAMA also recognizes that there is a public policy interest in allowing the government to restrict access to certain types of public records. The purposes of GRAMA were described as follows:

1. Promote the public's right to easy, reasonable access of certain unrestricted public records.

2. Specify the conditions in allowing restrictions to access to public records.

3. Prevent the abuse of confidentiality of governmental entities.

4. Provide guidelines for both exposure and restrictions on access.

5. When the balance is even or the interest in restricting access equals the interest in giving access, access is provided.

6. Establish fair and reasonable records management practices.

Mr. Topham reported that all of the CWC's records will be available to the public unless they can be properly denied under GRAMA because they are private, controlled, or protected. This includes emails and text messages. Since the CWC was formed, a number of GRAMA requests have been received. Depending on the scope of the request, responses can be very expensive and time-consuming.

ii. Action by Stakeholders Council to Accept Approach for Handling Communications.

Mr. Topham reported that because there are 35 members of the Stakeholders' Council it will be important to comply with the rules. He explained that that telephone calls do not create a record that has to be maintained or examined. If electronic communications are necessary, it was requested that Council Members email rather than text and that all emails be copied to the address "stakeholder@cwc.utah.gov. That way communications will be contained on the CWC's server. Procedural issues were discussed. Staff evaluated the easiest way to track communications relative to the Stakeholders Council and the CWC, including advice on proper procedures. Mr. Becker stated that they have tried to determine what is most fair to the fair and the Council and erred on the side of making information public.

 MOTION: Kurt Hegmann moved to recognize the intent of the Stakeholders Council to follow the OPMA and GRAMA as a body. Carl Fisher seconded the motion. The motion passed with the unanimous consent of the Council.

1. <u>DISCUSSION AND ACTION REGARDING CWC INTERLOCAL AGREEMENT STAKEHOLDERS COUNCIL REQUIREMENTS</u>

i. Presentation by CWC Counsel Shane Topham Regarding the CWC Interlocal Agreement (ILA) and Stakeholders Council ILA Requirements.

Mr. Topham reported that the requirements for the Stakeholders Council are set forth in detail in the Interlocal Agreement. The convening of this body was anticipated several years ago when the Interlocal Agreement was being negotiated. Per the agreement, there are to be 28 to 35 stakeholders who were to be appointed by the CWC Board to four-year terms. With respect to the initial body, once a Chair has been appointed, half of the members will be given two-year initial terms. The other half will be given four-year terms so that all terms do not expire at the same time. There are, however, no limits on how many times a member can be reappointed to the Stakeholders Council. The Board also appoints a Chair and Vice Chair who serve two-year terms. The matter was discussed and the Board suggested potential names as Chair and Vice Chair for consideration by the Stakeholders Council.

ii. Action by Stakeholders Council Membership Recognizing Adherence to the Stakeholders Council ILA Requirements.

(a) Mission and Role.

(b) Consensus Objectives, Recommendations Approach.

Mr. Topham explained that the CWC is governed by its Board of Commissioners. As the policy-making body, they have the ultimate authority. The Stakeholder Council is advisory to the Board. In that capacity, the Council can consult with the Board or staff concerning technical issues. They can also gather information, conduct fact-finding, feasibility studies, and otherwise collaborate with broader constituencies within the CWC's jurisdiction in order to make suggestions, recommendations, and proposals. At least once annually, a joint meeting will be of the CWC Board and the Stakeholders Council and will serve as an opportunity to report on activities and prospects for future work.

Under the CWC Interlocal Agreement, every member of the Stakeholders' Council must agree to the following:

1. Support a consensus-based process for issues affecting the Central Wasatch Mountains.

2. Share information.

3. Be collaborative and allow others to express their opinions and viewpoint.

2. REVIEW OF STAKEHOLDERS COUNCIL FAO, RULES FOR ENGAGEMENT.

- i. <u>Presentation by CWC Executive Director Ralph Becker Regarding Stakeholders</u>
 <u>Council Frequently Asked Questions and Rules for Engagement.</u>
 - (a) Guidelines for Interaction: Consensus, Dialog, Civility.
 - (b) Public Comments and Involvement.

Mr. Becker explained that the approach established with the Mountain Accord that the CWC has adopted was to seek consensus to the extent possible with regard to decisions being made. With that being the focus going forward with the CWC, there has never been a vote that has not been unanimous. He recognized with the 35-member Council there will likely be times when all members do not agree.

Carl Fisher commented that the Council is a body that is advisory to the CWC and they have implemented a standard. He felt it would be appropriate for the Council to employ that same high standard of engagement. He recommended they take a collaborative approach to decision-making and engagement in order to arrive at consensus-based decisions.

Mr. Becker referenced page two of the FAQ document, which outlines the guidelines for engagement of the Stakeholders Council.

MOTION: John Knoblock moved that the Stakeholders Council work in accordance with the Interlocal Agreement requirements and the guidelines for engagement as set forth in the FAQ document. Brian Hutchinson seconded the motion.

Barbara Cameron commented that she sometimes feels like a consensus involves glossing over things that could be expressed. In the collaboration process, she asked if straw polls could be taken to move the discussion along and identify the issues. Mr. Dean stated that they will use technology and participate in straw polls during the process.

In response to a question raised, Mr. Becker stated that meetings will follow Robert's Rules of Order. It was noted that with Robert's Rules, straw polls are not allowed. Mr. Becker stated that straw polls may not be needed and pointed out that the Chair can call for a vote in order to get a consensus.

Sarah Bennett stated that with a group this size there will be subsets of ideas. She suggested maintaining the insight while trying to build the consensus.

AMENDED MOTION: John Knoblock moved to amend his motion to provide for a minority report for areas where a broad consensus is not reached. Brian Hutchinson seconded the amended motion.

In response to a question raised by Dan Knopp with regard to whether the intent is for all decisions to be unanimous, Mr. Becker stated that that is not expected but is a goal.

VOTE: The motion passed with the unanimous consent of the Council.

Central Wasatch Commission Stakeholders Council Meeting – 01/17/2019

3. <u>DISCUSSION AND ACTION REGARDING THE CHAIR AND VICE CHAIR OF</u> THE STAKEHOLDERS COUNCIL.

i. <u>Presentation by CWC Executive Director Ralph Becker Regarding Stakeholders Council Selection Process, Proposed Selection of Chair Greg Summerhays and Vice-Chair Dr. Kelly Bricker.</u>

Mr. Becker reported that the Interlocal Agreement calls for the appointment of a Chair and Vice Chair by the CWC Board. The issue was brought forward after a series of views regarding potential candidates proposed by the Executive Committee of the Central Wasatch Commission. The Board felt that rather than take action at their meeting that they make a recommendation for the Council to consider, discuss, and ultimately make a recommendation on.

ii. <u>Discussion and Action by Stakeholders Council Membership Recommending</u> Chair and Vice-Chair to the CWC.

Mr. Becker recognized that this is a very diverse group so as the makeup of the Stakeholders Council was considered and adopted, they involved people from all sides of the issue. When addressing the issue of who would be best to serve as Chair and Vice-Chair they would not want someone with specific interests to serve as Chair. They instead looked for people who are not embedded in a specific issue. The Board settled on several individuals who were interviewed and ultimately made a recommendation to the Council for consideration. Brad Summerhays was recommended to serve as Chair and Dr. Kelly Bricker as Vice-Chair. The desire was to appoint individuals who can help guide the discussions and decision making in an objective manner.

Dr. Bricker stated that she is a professor and Director of the Parks Recreation and Tourism Program at the University of Utah. She has been involved in matters of outdoor recreation and nature-based tourism for many years. She moved to Salt Lake City 11 years ago but has been affiliated and known about the Canyons since she was in college. She is committed to issues of sustainability and is involved with non-profit organizations outside of the University that looks at ways to sustain quality environments, economics, and cultural values. Dr. Bricker and her husband formed a whitewater rafting company in Fiji and lived there for four years. She is very active and loves the outdoors. She also teaches and conducts research about the outdoors. She is very committed to the idea of the Stakeholders Council and looked forward to making great decisions for the future.

Greg Summerhays was born and raised in Utah and spent most of his career working for WCF Insurance in public relations. Over the past two years, he has served as the President of the Sandy Area Chamber of Commerce. They are a regional chamber and represent businesses across the Wasatch Front. He stressed the need to balance the desire to bring more people to the area to preserve the canyons while encouraging tourism. He wanted to get involved in the Stakeholders Council because of his love for the canyons. He was involved in the Mountain Accord and looked forward to being engaged going forward.

Dan Knopp expressed his support for Mr. Summerhays and Dr. Bricker but was concerned about the Board giving overly strong direction. He hoped that there would be two-way communication going forward. Mr. Becker stated that their intent was not to have a group that would be controlled for an outcome. The intent of tonight's meeting was to address organizational work in order to be productive and engaged going forward. He noted that the Board is open, welcoming, and engaging. They look

forward to a robust decision-making process and for the Council to give them the best opportunity to make good decisions.

In response to a question raised by Barbara Cameron, Dr. Bricker stated that in 2012 the University conducted a small study to understand visitor views for the Wasatch Backcountry Alliance. The intent of the study was to determine where people are using access points. Mr. Summerhays stated that he had not been involved in any previous studies.

MOTION: Barbara Cameron moved to recommend the appointment of Greg Summerhays to serve as Chair and Kelly Bricker as Vice-Chair of the Stakeholders' Council. Dan Knopp seconded the motion. The motion passed with the unanimous consent of the Council.

4. OTHER STAKEHOLDERS COUNCIL DISCUSSION

Mr. Dean stated that for the next meeting they will meet in a different space with more technical capabilities. Once staff has finalized a location they will communicate that to the Council Members. The meeting schedule, however, would remain the same. Meetings were to be held the third Wednesday of every month after the first Thursday. A full agenda will also be provided moving forward. Issues to be addressed as the next meeting were reviewed.

Mr. Becker suggested that comments be sent to the Chair and Vice-Chair with respect to items to be included on the agenda. He asked that staff be copied on any emails so that they can provide support. He noted that this year they broke the tipping point on transportation issues in the canyons. He clarified that the work of the group is both the Wasatch Front and the Wasatch Back with Summit County and Park City represented on the Commission. The issues will be very narrowly focused on decisions that UDOT will be making with respect to Little Cottonwood Canyon and broadly focused on a range of issues related to the canyons such as tolling. It was recommended that the Council take on intensive review of a range of transportation and ancillary issues short-term, medium-term, and long-term.

Long term, the Council was asked to consider what makes the most sense for the right modes in the canyons, or mix of modes, and how that will best be reflected. Thanks to the generosity and decisions of UDOT, they will have an opportunity to bring in expertise to help them all learn and ultimately make the best decisions.

Pat Shea reported that he spoke to John Thomas earlier in the day who indicated that UDOT's amendment to the EIS will not include a visitor capacity analysis. His understanding was that the CWC was going to be asked to approve the amendment at their February meeting before the Council has the opportunity to let their opinions be known. Mr. Becker invited any member of the Council with issues to bring them directly to the Board. He noted that the agenda had not yet been finalized for the February meeting. He pointed out that an EIS includes the assessment of social and environmental impacts.

John Thomas stated that the concern pertains to the carrying capacity of the canyon. As UDOT looks at possible transportation solutions, they consider the forest land, the use of the parking lots and trailheads. They then try to make sense of what future growth will look like and determine where transportation fits in the discussion.

Pat Shea commented that the Stakeholders Council was formed to give advice. He understood UDOT's perspective and thought they would regret it in the future if they do not now take the opportunity to be inclusive about the impact transportation will have in the canyons. Mr. Becker recommended that Council Member Shea and anyone else make suggestions about the direction of the Little Cottonwood Canyon EIS going forward and also specify the intent of the Transportation Corridor Action Plan that the CWC will co-lead with UDOT. He expected the Stakeholders Council to be heavily engaged in both.

The matter was to be discussed further at a future meeting. Mr. Becker stated that there have been a plethora of studies, plans, and decisions over the past 10 to 12 years that are relevant and that information will be made available to the Council. Mr. Dean stated that staff has prepared a file that will be placed in a central location containing past studies and various information. He thought it would beneficial for all to have a collective understanding of the work that has been done in the past.

Sarah Bennett asked if they would be able to entertain issues relating to lands immediately adjacent to the study area. Mr. Becker stated that to date the CWC has determined to stick with their geography. If, however, there is something that is adjacent that directly affects the area, they would consider it. Council Member Bennett was thinking of Emigration Canyon and stated that potential restrictions to access for hiking or biking will have an immediate impact. Mr. Becker stated that issues will likely be addressed on a case-by-case basis.

Annalee Munsey asked how far in advance meeting materials will be distributed. Mr. Dean stated that they are planning to distribute materials the Monday before meetings. Staff will distribute meeting as early as possible. Mr. Becker stated that they want to get materials out but they are often still being prepared closer to the date of the meeting. The complicated noticing process was described. Council Member Munsey felt that if participants have time to read the materials, they come better prepared. Greg Summerhays asked that the Council Members commit to reading the materials prior to meetings.

5. ADJOURNMENT

The Central Wasatch Commission Stakeholders Council Meeting adjourned at approximately 6:05 p.m.

1 I hereby certify that the foregoing represents a true, accurate and complete record of the Central Wasatch Commission Stakeholder Council Meeting held Thursday, January 17, 2019.

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4 <u>Teri Forbes</u>

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9 Minutes Approved: _____