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3 **MINUTES OF THE CENTRAL WASATCH COMMISSION (“CWC”) EXECUTIVE/**
4 **BUDGET/AUDIT COMMITTEE MEETING HELD ELECTRONICALLY ON MONDAY,**
5 **AUGUST 22, 2022, AT 12:00 P.M.**
6

7 **Present:** Chris Robinson, Chair
8 Mayor Jeff Silvestrini
9

10 **CWC Staff:** Blake Perez, CWC Executive Director of Policy
11 Lindsey Nielsen, CWC Executive Director of Administration
12

13 **Stakeholders:** Barbara Cameron
14 William McCarvill
15

16 **Others:** Laura Briefer
17 Annalee Munsey
18 Ben Kraja
19 Dave Whittekiend
20 Lance Kovel
21

22 **OPENING**
23

24 **1. Chair of the Board, Christopher F. Robinson, Will Open the CWC**
25 **Executive/Budget/Audit Committee Meeting Plus Comment on the Electronic**
26 **Meeting, No Anchor Location, as Noted Above.**
27

28 Chair Chris Robinson called the meeting to order at 12:00 p.m.
29

30 The Legislature, pursuant to Section 52-4-207(4), required the Committee to make a
31 determination, which was as follows:
32

33 ‘I, as the Chair of the Board of Commissioners (the “Board”) of the Central Wasatch
34 Commission (“CWC”), hereby determine that conducting Board or Committee meetings
35 at any time during the next 30 days at an anchor location presents a substantial risk to the
36 health and safety of those who may be present at the anchor location. The COVID-19
37 pandemic remains and the recent rise of more infectious variants of the virus merits
38 continued vigilance to avoid another surge in cases, which could again threaten to
39 overwhelm Utah’s healthcare system.’
40

1 **2. (Action) The Executive/Budget/Audit (“EBA”) Committee Will Consider Approving**
2 **the Minutes of the July 18, 2022, Meeting.**
3

4 **MOTION:** Mayor Silvestrini moved to APPROVE the July 18, 2022, Executive/Budget/Audit
5 Committee Meeting Minutes. Chair Robinson seconded the motion. The motion passed with the
6 unanimous consent of the Committee.
7

8 **U.S. FOREST SERVICE FEDERAL LANDS RECREATION ENHANCEMENT ACT**
9 **(“REA”) PROPOSED DEVELOPED RECREATION FEE CHANGES PRESENTATION**
10 **AND EX-OFFICIO DISCUSSION**
11

12 **1. A Representative From the U.S. Forest Service will Present on the Federal Lands**
13 **Recreation Enhancement Act (“REA”) Proposed Developed Recreation Fee Changes.**
14

15 Dave Whittekiend from the U.S. Forest Service reported that there were proposed changes to
16 recreation fees on Uinta-Wasatch-Cache National Forest lands. The changes included new fee
17 areas, increased fees, decreased fees, and eliminated fees at 119 day-use areas, campgrounds, and
18 cabin sites. The Forest Service implemented a fee program in 1997. There had been changes to
19 the fee program since that time and this was simply another step in that process. Mr. Whittekiend
20 explained that the fees were supplemental to appropriated dollars. Several years ago, the Forest
21 Service analyzed the number of visitors versus the appropriated budget, which was approximately
22 30 to 40 cents per visitor. The appropriated budget did not meet the Forest Service needs.
23

24 The fee program assisted with the operation of the Forest Recreation Program. It also made it
25 possible to meet the public expectation of a high-quality recreation experience and assisted the
26 Forest Service in addressing deferred maintenance needs. Mr. Whittekiend reported that the
27 deferred maintenance needs were significant. He explained that in the past, the Recreation Staff
28 Officer analyzed approximately \$12 million of deferred maintenance. However, that was lower
29 than the actual deferred maintenance number. Mr. Whittekiend informed the Committee that the
30 Forest Service recently had design work done for Blackhawk Campground, which was
31 unfortunately burned in 2018. The estimate to rebuild that campground was \$10 million. As a
32 result, the deferred maintenance needs were much higher than the previous estimates.
33

34 The revenue from the fee was part of a comprehensive strategy. The Forest Service received
35 appropriated dollars and relied heavily on grants, agreements, partnerships, and volunteer support.
36 Mr. Whittekiend reported that the Forest Service was looking for public comments related to the
37 proposed recreation fee changes. The public comment period would run from July 7, 2022, to
38 September 7, 2022. The Forest Service would review comments through September 2022 and the
39 leadership team would make a decision on the fee areas and fee proposal as it moved forward.
40 That would then be reviewed by the Regional Office and the Recreation Fee Board. That would
41 then move forward to the Washington Office for a full review. To obtain approval, there would
42 be a presentation to the Recreation Resource Advisory Committee in the winter or spring of 2023.
43 Final approval would be granted through the Regional Forester. If all of those steps were
44 successful, he estimated that the program would be implemented in Summer 2023.
45

46 Some of the changes that would be made to the recreation fee included increasing the charge for

1 an annual Forest Pass. It was currently \$45 but the proposed change was to increase it to \$60. A
2 seven-day pass was currently priced at \$12 and the proposed change was to increase it to \$20. A
3 three-day pass was currently priced at \$6 and the proposed change was to increase it to \$10.
4 Mr. Whittekiend explained that the fee program recognized the America the Beautiful National
5 Parks and Federal Lands passes. That counted for all of the fee sites. However, it did not count
6 for Millcreek because that was done under a different authority and had to do with the County.
7

8 The Forest Service managed 472 developed recreation sites in Uinta-Wasatch-Cache. 38% would
9 remain non-fee areas. The proposal would also increase the number of free days, from five to
10 eight days per year. Mr. Whittekiend noted that there were a number of other areas that remained
11 free. For instance, general access, areas where there were no facilities, overlooks, and scenic
12 pullouts. Visitors under the age of 16 were not charged the standard amenity fees.
13 Mr. Whittekiend clarified that the fees were charged per vehicle rather than per individual. Sites
14 that were included in the fee proposal for the Salt Lake Ranger District included Birches, where
15 the fee would be less than what was currently charged. He stated that some sites that the
16 Concessionaire had been managing would be taken over. The intention was to focus more on day-
17 use sites and for the Concessionaire to manage the overnight sites in the area.
18

19 Mr. Whittekiend noted that there had been some questions about how the fee changes would fit in
20 with the proposal from the Utah Department of Transportation (“UDOT”) to toll in the canyons.
21 He explained that the current tolling proposal from UDOT was above all of the sites listed, with
22 the exception of the Silver Lake area. The Silver Lake fee would be charged during the summer.
23 It is managed by one of the ski areas for cross-country skiing and snowshoeing during the winter.
24 The Forest Service would not be charging a fee in that area. All of the other areas were below
25 where UDOT had proposed tolling. He stated that the Forest Service was communicating regularly
26 with UDOT. The intention was not to price people out of the canyons.
27

28 Mr. Whittekiend overviewed some of the locations with proposed fee changes. For instance, in
29 the Ogden Ranger District, some sites would potentially be added. There would also be some
30 additional sites in Logan and Spanish Fork. He discussed fee revenue and explained that 95% of
31 the fees charged were retained. The money did not go into the general treasury but was retained
32 within the Uinta-Wasatch-Cache Forest. Those funds were often used at the sites and in the areas
33 where the fees were generated. However, the fees could be used to loan money to other sites as
34 well. The fees could be used to repair and maintain sites, could be used for interpretive services,
35 and could even be used for law enforcement in the area. Additionally, the fees could be used to
36 restore habitats related to recreation and for the operation and maintenance of the sites.
37

38 If an America the Beautiful Pass was purchased from Uinta-Wasatch-Cache, those fees were
39 retained within the forest. Alternatively, if a pass was purchased from REI or at Zion National
40 Park, the Uinta-Wasatch-Cache did not see those funds. This could be a significant source of
41 revenue. Mr. Whittekiend outlined some of the different ways fees had been used in the past. For
42 instance, developed site maintenance. He reported that there were 55 restrooms in fee areas that
43 were cleaned once or twice each day. Using the fees to clean and maintain the restrooms was
44 extremely important. Mr. Whittekiend explained that the fees are also used to maintain day-use
45 sites and water systems. The water systems are considered culinary water systems and there was
46 a lot of testing and work involved. The fees were also used to deal with minor deferred

1 maintenance, such as painting restrooms and replacing picnic tables. The fees were used for visitor
2 education, trail maintenance, work in wilderness areas, and trail grooming as well.

3
4 Mr. Whittekiend reported that there were a variety of ways the fees were used. The fees were also
5 used heavily to leverage funds. The Forest Service was able to bring in almost \$400,000 by
6 matching that with \$153,000 of fee funds. This allowed the Forest Service to improve and maintain
7 many different sites. He overviewed some of the work that had been done. The Pine Hollow
8 Trailhead was reconstructed, resurfaced, and expanded. Cascade Springs had a re-asphalted trail
9 and there were new interpretive signs in place. Sections of the trail had been improved in Mirror
10 Lake and signs were improved as well. Fee dollars were used to reconstruct and restore the Tony
11 Grove Guard Station. The Crystal Lake Trailhead was also redesigned and reconstructed. The
12 capacity was expanded from 54 to 150 parking spots. A staging area had also been built for search
13 and rescue operations and additional restrooms were added.

14
15 The public comment period was open and those comments could be submitted until September 7,
16 2022. Mr. Whittekiend offered to share the PowerPoint presentation with CWC Executive
17 Director of Policy, Blake Perez, and CWC Executive Director of Administration, Lindsey Nielsen.
18 Chair Robinson noted that the fee collection areas were below the points in Big Cottonwood
19 Canyon and Little Cottonwood Canyon where UDOT had considered tolling. He found this
20 surprising and wondered where UDOT intended to collect tolling in the canyons. Mr. Whittekiend
21 was not sure of the exact locations but the UDOT tolling was intended to address ski area traffic
22 during the winter months. Lance Kovel confirmed this. The purpose of the tolling was to address
23 winter congestion. The tolling points had not been specifically identified, but the intent was to toll
24 vehicles that were heading to the Snowbird, Alta, Solitude, and Brighton ski areas.

25
26 Laura Briefer asked for additional details regarding how the revenue would be used in the Salt
27 Lake Ranger District. She wanted to understand how much the fee would contribute to the annual
28 budget and how that would be allocated between operations and capital. Mr. Whittekiend did not
29 have the specific information at the current time. However, he explained that the intention was to
30 hire more staff, so more people were able to clean restrooms and maintain trails. The intention
31 was also to target specific capital improvement projects as possible. The additional funds would
32 allow the Forest Service to pursue grants, which would make the money go further. Ms. Briefer
33 knew that Salt Lake City had a few different funding agreements with the Forest Service. If there
34 were opportunities to better leverage those collection agreements, the City would be interested in
35 that. Mr. Whittekiend believed the fees would allow for that.

36
37 Ben Kraja introduced himself and explained that he was acting for Bekee Hotze while she was
38 away. He reported that there was an open house from 5:00 p.m. to 7:00 p.m. at the Millcreek
39 Library. Anyone with outstanding questions could attend that event.

1 **2. Commissioners Will Further Discuss the Addition of the USFS as an Ex Officio**
2 **Member on the Central Wasatch Commission.**

3
4 **a. Leading into the October Board Meeting, Staff will Draft a Resolution**
5 **Formally Adding the USFS to the Board.**
6

7 Chair Robinson reported that Mr. Whittekiend would fill the Ex Officio Member position on the
8 Central Wasatch Commission (“CWC”). This would be voted on during the CWC Board Meeting
9 in October 2022. Mr. Perez confirmed this and reported that the Draft Resolution, CWC Interlocal
10 Agreement, and bylaws had been sent to Mr. Whittekiend and the Forest Service for review.
11

12 **2022 RETREAT PLANNING UPDATE**
13

14 **1. Staff Has Included a Retreat Planning Memo in the Meeting Materials Packet**
15 **Providing Proposed Retreat Topics and Time Allotments from which Commissioners**
16 **May Create the Retreat Agenda.**
17

18 Chair Robinson reported that the Retreat Planning Memo included potential times and dates for
19 the CWC Board Retreat. Ms. Nielsen stated that the times and dates listed were the result of a poll
20 that had been sent out to all of the CWC Board Members. The decision was made to hold the
21 CWC Board Retreat on November 10, 2022, from 8:00 a.m. to 1:00 p.m. She explained that some
22 potential topics for discussion were proposed that included the following:
23

- 24 • 2022 Strategic Plan Report Card;
- 25 • Project Visioning Spreadsheet;
- 26 • Stakeholders Council Discussion;
- 27 • Budgeting Discussion; and
- 28 • CWNCRRA Legislation Discussion.
29

30 There was also an optional social event suggested such as a hike after the retreat or a group meal.
31 Ms. Nielsen explained that the outline accounted for six hours, but the CWC Board Retreat only
32 accounted for five. As a result, some of the items would need to be limited in terms of the
33 discussion times. It would be worthwhile to add the planning item to the next CWC Board Meeting
34 to finalize the itinerary. There was not a formal agenda at the current time.
35

36 Mayor Silvestrini believed that all of the proposed discussion topics were important. He stated
37 that the CWC needs to finalize a formula for membership contributions so that would be a reliable
38 source of income moving forward. There could not be continued fluctuations. Chair Robinson
39 noted that one hour was scheduled for budgeting with 30 minutes dedicated to membership
40 contribution discussions. He hoped that was an adequate amount of time. Mr. Perez offered to
41 share a draft agenda during the September 2022 Executive/Budget/Audit Committee Meeting.
42

43 Mr. Perez explained that the Executive/Budget/Audit Committee would review three items over
44 the next few months including the Strategic Plan Report Card, Project Visioning Spreadsheet, and
45 the budget. All of those items would also be discussed further at the CWC Board Retreat.
46

1 **2022 STRATEGIC PLAN PROGRESS UPDATE**

2
3 1. **Staff has Included a Strategic Plan Progress Spreadsheet for Commissioner**
4 **Consideration. Staff will provide Commissioners Reports on the 2022 Strategic Plan,**
5 **Funding and Budgeting, and Future Visioning at the August, September, and October**
6 **EBAC Meetings, respectively.**

- 7
8 • **Staff will provide Commissioners Reports on the 2022 Strategic Plan, Funding**
9 **and Budgeting, and Future Visioning at the August, September, and October**
10 **EBAC Meetings, respectively.**

11
12 Mr. Perez reported that he and Ms. Nielsen created a matrix for the Strategic Plan. He reminded
13 the Committee Members that in April 2022, the report from the Common Ground Institute (“CGI”)
14 Consultants laid out a number of different strategies for the organization to pursue. The Executive
15 Directors had broken those out into a matrix. This outlined the action items and the status of those
16 action items. He shared the Strategic Plan Matrix with those present.

17
18 The first task was to adopt the Strategic Plan, which was done on August 4, 2022. The second was
19 the Assessment of the Accord. Mr. Perez explained that the CWC started to review a Central
20 Wasatch Compact but the CWC Board put it on hold. It remained on hold and would be a
21 worthwhile topic of discussion at the CWC Board Retreat. For instance, determining whether the
22 Central Wasatch Compact was something the CWC wanted to pursue moving forward.

23
24 Mr. Perez explained that the remainder of the Strategic Plan Matrix broke down the Strategic Plan
25 into an easy-to-understand format. This would allow CWC Board Members to see the action items
26 and the status of those action items. It was a living document that would be updated and included
27 in the packet for review ahead of the CWC Board Meeting in October 2022.

28
29 **STAKEHOLDERS COUNCIL LEADERSHIP REPORT**

30
31 1. **William McCarvill and Barbara Cameron will Provide the EBAC with Updates from**
32 **the Last Stakeholders Council Meeting and its Activities.**

33
34 Barbara Cameron thanked William McCarvill for reporting for her at the CWC Board Meeting
35 while she was away on vacation. She explained that there had been recent discussions about the
36 Forest Service proposal. Additionally, two Stakeholders Council Members, Maura Hahnenberger
37 and Hilary Lambert expressed interest in promoting the Environmental Dashboard. It was
38 suggested that the Preservation Committee might be a suitable fit for that type of work but the
39 Preservation Committee had not met to discuss the Environmental Dashboard yet. Ms. Nielsen
40 reported that she would meet with the Wasatch Mountain Club on September 7, 2022, to continue
41 to promote and discuss the Environmental Dashboard with different groups and organizations.

42
43 Ms. Cameron reported that the Millcreek Canyon Committee was continuing to discuss the Federal
44 Lands Access Program (“FLAP”) grant. The Committee encouraged members to submit
45 individual questions and comments. There was a lot of construction taking place in Millcreek
46 currently due to the Rocky Mountain Power project. While there had been a lot of complaints

1 about traffic delays, the goals of the project were very much supported by the public. Ms. Cameron
2 informed the Committee that Trails Committee Chair, John Knoblock, noted that there was
3 construction taking place at the Grandeur Peak Bonneville Shoreline Trail. The Silver Lake
4 Boardwalk restoration was still on target to have work done during the summer months.
5 Ms. Cameron stated that there had also been some discussion about trails with the ski resorts.

6
7 The Preservation Committee had not met in many months. The Chair of the Committee, Carl
8 Fisher, felt that the CWC Board could be more vocal about what they wanted to see from the
9 Committee. That might be something to discuss during the CWC Board Retreat. Mr. McCarvill
10 reported that he and Ms. Cameron would meet later that week to overview what had happened
11 with the Stakeholders Council since they stepped into their leadership positions.

12
13 Mayor Silvestrini reported that there had been a lot of publicity, such as letters to the editor and
14 opinion pieces, about the FLAP grant and the widening of the upper canyon. He reminded those
15 present that a plan had not been formalized yet. In addition, only minor widening had been
16 discussed. This was being considered to make the road safer and prevent it from falling into the
17 creek. It was intended to increase safety for vehicles, bicyclists, and pedestrians. He wanted to
18 see that some of the misinformation that had been shared recently was corrected. There was a lot
19 of confusion about the work going on in the lower canyon versus the upper canyon.

20
21 Mr. McCarvill believed the Millcreek Canyon Committee understood that to pass a Millcreek
22 Canyon Committee official opinion on the FLAP grant, it would need to pass through the
23 Stakeholders Council first and then be forwarded to the CWC Board. As representatives of the
24 CWC, any formal opinion from that Committee needed to go through the proper channels. He had
25 not seen any Committee Members representing themselves on an official basis. The Committee
26 was not endorsing any misrepresented positions. Mayor Silvestrini clarified that this was not
27 necessarily a Committee issue, but an issue with the general perception. The CWC Board and
28 Stakeholders Council could work together to share accurate information. This could be done
29 through an official CWC statement or a joint statement with the Stakeholders.

30
31 Chair Robinson believed Mayor Silvestrini had raised a good point. The item could be discussed
32 during the CWC Board Meeting scheduled for October 2022. The organization could issue a
33 statement that overviewed the facts related to the FLAP grant. Mr. McCarvill felt it would be
34 worthwhile for the Millcreek Canyon Committee to outline the facts. Chair Robinson suggested
35 there be a line item on the agenda where the Committee Members could address the CWC Board.

36
37 Mr. Perez felt it would be best for the Millcreek Canyon Committee to address the Stakeholders
38 Council first. Another strategy would be for Executive/Budget/Audit Committee Members to
39 attend the Millcreek Canyon Committee Meeting on September 19, 2022. It would take place
40 from 1:30 p.m. to 3:00 p.m. Mayor Silvestrini stated that the Forest Service should be invited to
41 that meeting. Ms. Briefer added that a representative from Save Our Canyons should also attend,
42 to share the underlying concerns. Mr. McCarvill pointed out that Salt Lake County had applied
43 for and had received the FLAP grant. As a result, Salt Lake County should be involved as well.
44 Mr. Perez stated that he would speak to the Millcreek Canyon Committee Chair, Tom Diegel.

1 **FY 2022/2023 BUDGET AMENDMENT DISCUSSION**

2
3 **1. Staff has Included a Memo and the Proposed Budget Amendment for Consideration.**

- 4
5 • **The Proposed Budget Amendment is to Facilitate the BCCMAP.**

6
7 Mayor Silvestrini reported that a budget amendment was needed to recognize additional revenue
8 that was anticipated to be contributed by the Town of Brighton, Brighton Resort, and Solitude
9 Resort. Approximately \$145,000 of new revenue needed to be recognized as well as an
10 expenditure of approximately \$155,000 for the Big Cottonwood Canyon Mapping Project. Mr.
11 Perez explained that this needed to be opened for public comment and a public hearing 10 days
12 before the actual budget amendment. The comment period would open on September 19, 2022.

13
14 **PUBLIC COMMENT**

15 There were no public comments.

16
17
18 **ADJOURN COMMITTEE MEETING**

19
20 **1. Chair of the Board Christopher F. Robinson will Close the CWC**
21 **Executive/Budget/Audit Committee Meeting.**

22
23 **MOTION:** Chair Robinson moved to ADJOURN the Executive/Budget/Audit Committee
24 Meeting. Mayor Silvestrini seconded the motion. The motion passed with the unanimous consent
25 of the Committee.

26
27 The Central Wasatch Commission Executive/Budget/Audit Committee Meeting adjourned at
28 approximately 1:00 p.m.

1 *I hereby certify that the foregoing represents a true, accurate, and complete record of the Central*
2 *Wasatch Commission Executive/Budget/Audit Committee Meeting held Monday, August 22, 2022.*

3

4 Teri Forbes

5 Teri Forbes

6 T Forbes Group

7 Minutes Secretary

8

9 Minutes Approved: _____