

## Draft Coordination Plan

### **Little Cottonwood Canyon Environmental Impact Statement Fort Union Boulevard to Alta**

Lead agency:  
Utah Department of Transportation

**April 10, 2018**

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## 1.0 Introduction

### 1.1 Purpose of This Coordination Plan

Section 6002 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU; Public Law 109-059), codified as Section 139 of amended Chapter 1 of Title 23, United States Code (23 USC § 139), requires the federal lead agency to develop a coordination plan for all projects for which an environmental impact statement (EIS) is prepared under the National Environmental Policy Act (NEPA) of 1969. The purpose of the plan is to coordinate public and agency participation and comment on the NEPA environmental review process, and the plan should explain how the public, agencies, and Cities are given opportunities to provide input.

This coordination plan will guide the lead agency through the agency and public coordination activities for the Little Cottonwood Canyon Project in Salt Lake County, Utah. As a result of NEPA Assignment, the Utah Department of Transportation (UDOT) is the lead agency (for more information, see the section below titled NEPA Assignment). Section 2.1, Lead Agency, lists the lead agency contacts for the project.

This coordination plan defines the process by which UDOT will communicate information about the project and how input from cooperating and participating agencies will be solicited and considered. The plan will be updated periodically to reflect schedule updates and other changes such as modified meeting information. This coordination plan:

- Describes the agency coordination and consultation plan for the EIS process
- Identifies opportunities for public involvement during the EIS process
- Describes the communication methods that will be used
- Describes the public meetings that will be held in the project area, the information that's likely to be presented at each meeting, and the anticipated dates and locations of the meetings
- Communicates upcoming meeting dates and the current project schedule
- Communicates the expected document review schedule

**Cooperating Agencies.** The Council on Environmental Quality (CEQ) defines a *cooperating agency* as any federal agency, other than the lead agency, that has jurisdiction by law or special expertise with respect to any environmental impact involved in a proposed project or project alternative (40 Code of Federal Regulations [CFR] § 1508.5). A state or local agency of similar qualifications (or, when the project could affect land of tribal interest, a Native American tribe) may, by agreement with the lead agency, also become a cooperating agency. Cooperating agencies for the Little Cottonwood Canyon Project are discussed further in Section 2.2, Cooperating Agencies.

**Participating Agencies.** A *participating agency* is a federal, state, tribal, regional, or local government agency that has an interest in a project. Nongovernmental organizations and private entities cannot serve as participating agencies. Participating agencies for the Little Cottonwood Canyon Project are discussed further in Section 2.3, Participating Agencies.

**NEPA Assignment.** NEPA Assignment allows UDOT to assume the responsibilities of the Federal Highway Administration (FHWA) under NEPA. This assumption of responsibilities applies to FHWA's responsibilities for environmental reviews, consultation, and other actions required under other federal environmental laws such as the Endangered Species Act and the Clean Water Act. Because UDOT has received NEPA Assignment, the environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being or have been carried out by UDOT pursuant to 23 USC § 327 and a Memorandum of Understanding dated January 17, 2017, and executed by FHWA and UDOT.

## 1.2 Project Overview and History

### 1.2.1 Project Overview

UDOT will prepare an EIS for proposed improvements to State Route (S.R.) 210 from Fort Union Boulevard to the town of Alta, a two-lane road, in Little Cottonwood Canyon in Salt Lake County, Utah. Transportation improvements are needed to address congestion, improve safety for all users, and enhance the availability of public transportation options in the canyon. To address these needs, UDOT is proposing to make operational improvements, introduce demand-management measures, and support efforts by transit providers to implement increased transit service in the project study area. The proposed project area extends from the intersection of S.R. 210 and S.R. 190/Fort Union Boulevard in Cottonwood Heights, Utah, to the terminus of S.R. 210 in the town of Alta, Utah (see Figure 1).

UDOT will consider a reasonable range of alternatives that meet the purpose of and need for the project and are based on agency and public input. These alternatives include (1) taking no action (no-build); (2) making operational improvements, introducing demand-management measures, potentially including tolling and/or high-occupancy vehicle programs, and facilitating implementation of improved public transit service; (3) formalizing parking; (4) combinations of any of the above; and (5) other feasible alternatives identified during the scoping process.

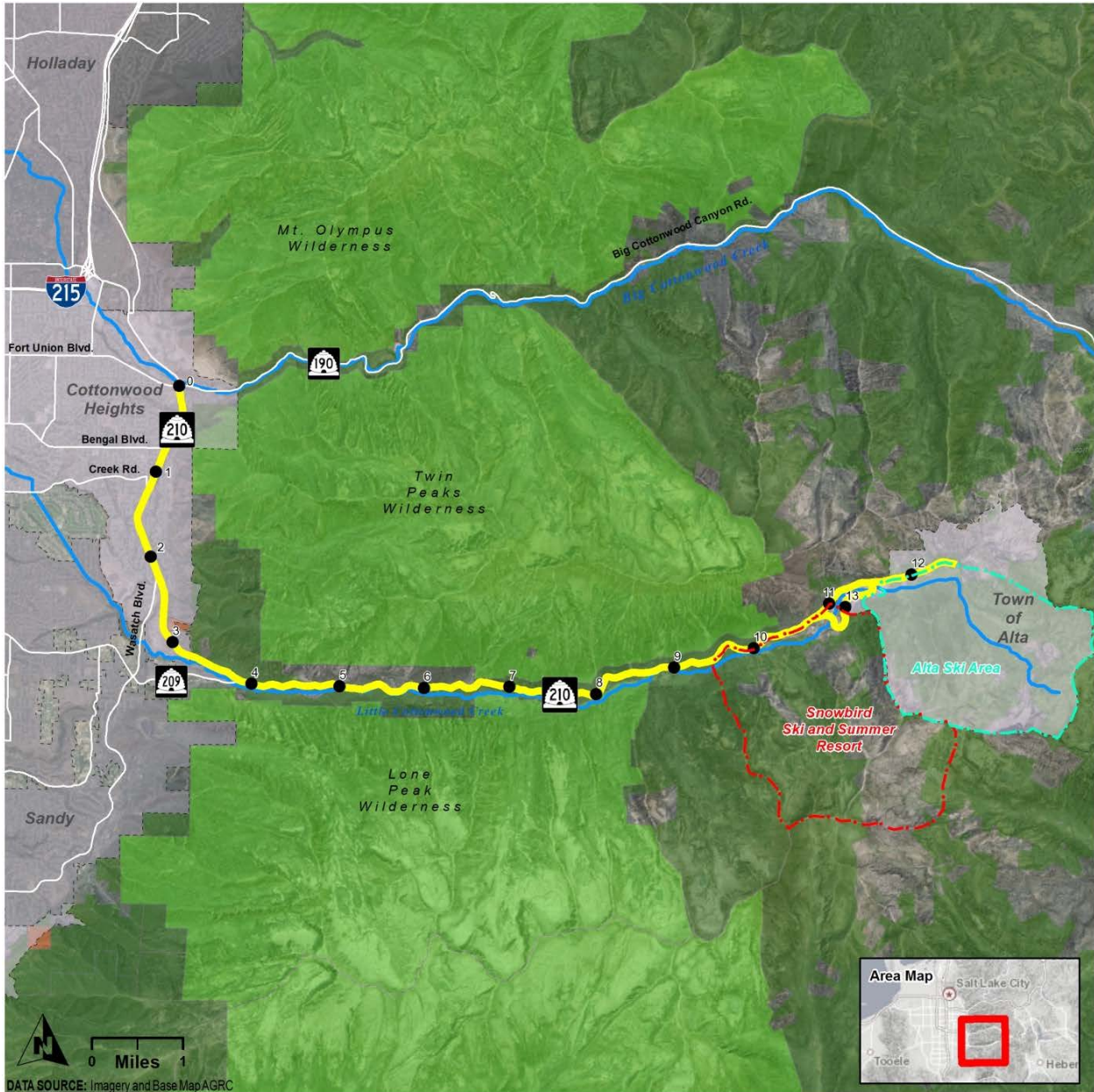
### 1.2.2 Project History

Little Cottonwood Canyon is in the Wasatch-Cache National Forest, which is on the eastern edge of the Salt Lake City metropolitan area. The metropolitan area has a population of about 1 million. The canyon is home to two internationally recognized ski resorts, Alta and Snowbird, and includes portions of two National Wilderness Areas, Twin Peaks Wilderness to the north and Lone Peak Wilderness to the south. In addition to winter recreation, the resorts offer abundant summer recreation opportunities, and the U.S. Department of Agriculture (USDA) Forest Service lands are used extensively in summer for hiking, rock climbing, fishing, camping, and picnicking. Little Cottonwood Canyon gets more than 2.1 million visitors per year (Lamborn and Burr 2016).

Transportation into and out of Little Cottonwood Canyon is limited to S.R. 210, which parallels Little Cottonwood Creek for much of the canyon. Parking is provided at the resorts, at some trailheads, at park-and-ride lots at the base of the canyon, and along the roadside of S.R. 210. The Utah Transit Authority (UTA) provides a winter ski bus from park-and-ride lots to the resorts.



Figure 1. Little Cottonwood Canyon EIS Study Area



**LEGEND**

<b>LandOwnership</b>		Snowbird Ski and Summer Resort
Bureau of Land Management	Alta Ski Area	S.R. 210 Study Limits
National Forest	LCC Creek	City Boundary
National Wilderness Area		
Private (No color)		

**STUDY LIMITS - STATE ROUTE 210**

LITTLE COTTONWOOD CANYON EIS  
UDOT RECREATIONAL HOT SPOT PROGRAM

The avalanche hazard on S.R. 210 is high; however, avalanche accidents are infrequent because UDOT operates a snow safety program to reduce the avalanche risk (Nepstad and others 2006). The program includes forecasting, temporary closures, and using military artillery to reduce the avalanche risk for travelers on S.R. 210.

Growth in the regional population and increased recreational use in Little Cottonwood Canyon have led to transportation problems on S.R. 210. From 2012 to 2015, annual growth in canyon visitors grew by 3% in the winter and by 8% in the summer. Problems related to increased visitation include:

- **Overflow parking and informal parking at resorts and trailheads.** This affects natural resources, safety, aesthetics, and the user experience. Parking in Little Cottonwood Canyon is at or near capacity on peak winter days (15 to 20 days per year).
- **Limited parking at the base of the canyon.** This can be an impediment to transit use.
- **Unreliable winter travel.** Factors contributing to this can include high peak hour volumes, inclement weather, avalanche mitigation delays, and transit overcrowding. Congestion on S.R. 210 impedes access to neighborhoods at the base of the canyon.
- **Increased avalanche hazard.** As visitation and congestion on S.R. 210 increase, the avalanche-hazard index<sup>1</sup> will increase, and additional safety measures might be necessary to keep the risk at an acceptable level.
- **Limited transit opportunities.** The ski bus has limited service hours, limited accessibility to routes, inadequate parking, limited travel times and reliability, crowding at peak times, and lack of amenities at bus stops. There is no bus service in summer or fall.

In 2017, the Utah legislature passed Senate Bill 277, which included funding for transportation improvement projects that “have a significant economic development impact associated with recreation and tourism within the state” and that “address significant needs for congestion mitigation” (Senate Bill 277, Highway General Obligation Bonds Authorization). The bill charged the Transportation Commission with prioritizing projects. The Transportation Commission, in a prioritization process, identified Little Cottonwood Canyon as having the highest priority.

UDOT’s investigations for the Little Cottonwood Canyon EIS will make use of previous studies and public involvement efforts regarding the need for transportation improvements in the project study area. New studies will be conducted to support developing alternatives and assessing their expected environmental impacts.

The Little Cottonwood Canyon EIS will address the need to reduce congestion, improve safety, and enhance the availability of public transportation options in the canyon.

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<sup>1</sup> An avalanche-hazard index is a numerical expression of the damage and loss that could occur as a result of an avalanche affecting vehicles on a road. A major factor in the index calculation for an avalanche-prone area is the frequency of vehicles moving and waiting on the road.

## 2.0 Lead, Cooperating, Participating, Other Agencies and the Public

### 2.1 Lead Agency

The lead agency for the Little Cottonwood Canyon EIS is UDOT. UDOT contacts for the project are listed in Table 1.

**Table 1. Lead Agency Contacts**

Name and Organization	Title	Contact Information
John Thomas, UDOT	Project Manager	Phone: (801) 550-2248 Email: <a href="mailto:johnthomas@utah.gov">johnthomas@utah.gov</a>
Brandon Weston, UDOT	Environmental Services Director	Phone: (801) 965-4603 Email: <a href="mailto:brandonweston@utah.gov">brandonweston@utah.gov</a>

### Responsibilities

The CEQ regulations for NEPA lead agencies are codified in 40 CFR § 1501.5. The lead agency is responsible for supervising the preparation of the EIS. The lead agency also must:

- Provide increased oversight in managing the process and resolving issues
- Identify and involve participating agencies
- Develop coordination plans
- Provide opportunities for public and participating agency involvement in defining the purpose of and need for the project and determining the range of alternatives
- Collaborate with participating agencies in determining methodologies and the level of detail for the analysis of alternatives
- Be responsible for project milestones, agency coordination, and scheduling



## 2.2 Cooperating Agencies

Cooperating agencies are agencies or tribes that have jurisdiction by law or that have special expertise regarding the evaluation of the project. Agencies that accepted cooperating agency status for the Little Cottonwood Canyon Project are the USDA Forest Service, UTA, and Salt Lake City Department of Public Utilities. The contacts representing these agencies for the Little Cottonwood Canyon EIS are listed in Table 2.

**Table 2. Cooperating Agency Contacts**

Name and Organization	Title	Contact Information
Laura Briefer, Salt Lake City Department of Public Utilities	Director	Phone: (801) 483-6741 Email: <a href="mailto:Laura.Briefer@slcgov.com">Laura.Briefer@slcgov.com</a>
Mary DeLoretto, UTA	Senior Program Manager	Phone: (801) 741-8808 Email: <a href="mailto:mdeloretto@rideuta.com">mdeloretto@rideuta.com</a>
Hollis Jencks, U.S. Army Corps of Engineers	Bountiful Regulatory Office	Phone: (801) 295-8380 ext. 8318 Email: <a href="mailto:Hollis.G.Jencks@usace.army.mil">Hollis.G.Jencks@usace.army.mil</a>
Lance Kovel, USDA Forest Service	Special Projects Coordinator	Phone: (801) 999-2131 Email: <a href="mailto:lancekovel@fs.fed.us">lancekovel@fs.fed.us</a>
Lisa Lloyd, U.S. Environmental Protection Agency	NEPA Compliance and Review Program	Phone: (303) 312-6537 Email: <a href="mailto:lloyd.lisa@epa.gov">lloyd.lisa@epa.gov</a>

## Responsibilities

Cooperating agencies share responsibility with the lead agency for developing information and environmental analyses related to their respective areas of expertise. Cooperating agencies also share the responsibilities of participating agencies, including the responsibilities to participate in the NEPA process at the earliest possible time and to participate in the scoping process.

## 2.3 Participating Agencies

Participating agencies are federal, state, tribal, regional, or local government agencies that have an interest in a project. Agencies that accepted participating agency status for the Little Cottonwood Canyon Project are listed in Table 3.

UDOT provided participating invitation letters to eight tribes; none of the tribes responded to the invitation. However, UDOT will continue to consult with tribes and other parties that express an interest in becoming a consulting party under Section 106 of the National Historic Preservation Act as part of the development of the Little Cottonwood Canyon EIS.

**Table 3. Participating Agency Contacts**

Name and Organization	Title	Contact Information
Danny Astill, Murray City	Public Works Director	Phone: (801) 270-2404 Email: <a href="mailto:dastill@murray.utah.gov">dastill@murray.utah.gov</a>
Greg Baptist, Salt Lake County Public Works and Municipal Services Department, Planning and Development Services Division		Email: <a href="mailto:gbaptist@slco.org">gbaptist@slco.org</a>
Trent Bristol, Utah Division of Forestry, Fire and State Lands	Urban and Community Forestry Program Manager	Phone: (801) 656-7138 Email: <a href="mailto:trentbristol@utah.gov">trentbristol@utah.gov</a>
Madeline Francisco-Galang, Salt Lake County Public Works and Municipal Services Department, Engineering Division	Transportation Engineer	Phone: (385) 468-6600 Email: <a href="mailto:MFrancisco-Galang@slco.org">MFrancisco-Galang@slco.org</a>
Ned Hacker, Wasatch Front Regional Council		Phone: (801) 363-4250 Email: <a href="mailto:nhacker@wfrc.org">nhacker@wfrc.org</a>
Joel Karmazyn, Utah Division of Air Quality		Phone: (801) 536-4423 Email: <a href="mailto:jkarmazyn@utah.gov">jkarmazyn@utah.gov</a>
Jay Kinghorn, Utah Office of Tourism		Phone: (801) 538-1422 Email: <a href="mailto:jkinghorn@utah.gov">jkinghorn@utah.gov</a>
Ryan Kump, Sandy City	City Engineer	Phone: (801) 568-7100 Email: <a href="mailto:RKump@sandy.utah.gov">RKump@sandy.utah.gov</a>
Chris McCandless, Central Wasatch Commission	Board Chair	Email: <a href="mailto:chris@cwmcorp.com">chris@cwmcorp.com</a>
Kelly Peterson, Murray City Power Department	Senior Utility Planner	Phone: (801) 264-2720 Email: <a href="mailto:kpeterson@murray.utah.gov">kpeterson@murray.utah.gov</a>
Matthew Shipp, Cottonwood Heights City	Public Works Director	Phone: (801) 944-7010 Email: <a href="mailto:MShipp@cottonwoodheights.utah.gov">MShipp@cottonwoodheights.utah.gov</a>
Shirlee Silversmith, Utah Division of Indian Affairs	Division Director	Phone: (801) 715-6701 Email: <a href="mailto:ssilversmith@utah.gov">ssilversmith@utah.gov</a>
Sindy Smith, Governor's Office of Planning and Budget, Resource Development Coordinating Committee (RDCC)	RDCC Coordinator	Phone: (801) 537-9023 Email: <a href="mailto:sindysmith@utah.gov">sindysmith@utah.gov</a>
Wilf Sommerkorn, Salt Lake County Regional Transportation, Housing and Economic Development	Division Director	Phone: (385) 468-4862 Email: <a href="mailto:WSommerkorn@slco.org">WSommerkorn@slco.org</a>
Harris Sondak, Town of Alta	Mayor	Phone: (801) 742-3522 Email: <a href="mailto:hsondak@townofalta.com">hsondak@townofalta.com</a>
Eric Sorensen, Metropolitan Water District of Salt Lake and Sandy	Environmental Services Specialist	Phone: (801) 942-9412 Email: <a href="mailto:sorensen@mwdsls.org">sorensen@mwdsls.org</a>
Sandy Wingert, Utah Division of Water Quality	Upper Provo and Jordan River Coordinator – Watershed Protection Section	Phone: (801) 536-4338 Email: <a href="mailto:swingert@utah.gov">swingert@utah.gov</a>

## Responsibilities

Participating agencies are responsible for identifying, as early as practicable, any issues of concern regarding the project's potential environmental or socioeconomic impacts. A participating agency's role is to:

- Participate in the scoping process
- Provide meaningful and early input on defining the purpose of and need for the project, determining the range of alternatives to be considered, and determining the methodologies and level of detail required for the alternatives analysis
- Participate in coordination meetings and joint field reviews as appropriate
- Review and comment in a timely manner on the pre-draft or pre-final environmental documents
- Provide meaningful and timely input on unresolved issues
- Participate in meetings to resolve issues that could delay completion of the environmental review process or result in denial of approvals required for the project under applicable laws

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### 3.0 Agency Coordination, Public Involvement, and Scheduling

The lead agency is responsible for preparing a project’s environmental document, including coordinating agency and public involvement. SAFETEA-LU Section 6002 states that, as part of the coordination plan, the federal lead agency may establish a schedule for completing the environmental review process for the project. The schedule should be developed in consultation with participating agencies and the local lead agency (in this case, UDOT is the local lead agency and also has the authority of the federal lead agency). Table 4 summarizes key coordination activities and the expected completion dates.

**Table 4. Schedule for the Little Cottonwood Canyon EIS Process**

Milestone or Activity	Participants	Actions	Expected Completion Date
Notice of Intent (NOI)	Lead agency	Lead agency prepares and publishes the NOI.	March 9, 2018
Letters of invitation	Lead agency	Lead agency prepares invitation letters for cooperating and participating agencies.	March 9, 2018
Coordination plan	Lead agency	Lead agency develops a coordination plan to disclose the agency and public involvement plan. The coordination plan will be updated as the project progresses.	April 2, 2018
<b>Scoping</b>			
Agency meeting	Lead, cooperating, and participating agencies	Lead agency prepares for and holds the agency meeting.	April 9, 2018
Public meeting	Lead agency, interested stakeholders, and public	Lead agency prepares for and holds a public scoping meeting during the scoping comment period (March 9 to May 4).	April 10, 2018
End of comment period	Lead agency, interested stakeholders, and public	Provide comments on the scope of the EIS.	May 4, 2018
Purpose and need statement	Lead, cooperating, and participating agencies, and public	Lead agency documents the purpose of and need for the project. Lead agency seeks agency and public input during a <b>30-day comment period</b> . Lead agency develops the purpose and need statement based on input.	May 2018
Scoping report	Lead agency	Lead agency prepares a report that summarizes scoping activities and comments.	June 2018

*(continued on next page)*

**Table 4. Schedule for the Little Cottonwood Canyon EIS Process**

Milestone or Activity	Participants	Actions	Expected Completion Date
<i>Alternatives</i>			
Develop initial range of alternatives	Lead, cooperating, and participating agencies, and public	Lead agency uses information received during scoping and agency comments to identify initial alternatives. Lead agency holds alternatives-development meeting and seeks additional input on alternatives and screening criteria during a <b>30-day comment period</b> .	May–August 2018
Develop methodology for alternatives screening and selection	Lead, cooperating, and participating agencies, and public	Lead agency develops criteria and documents how alternatives will be screened. Lead agency seeks agency and public input during a <b>30-day comment period</b> .	June 2018
Identify appropriate level of detail for alternatives analysis	Lead, cooperating, and participating agencies, and public	Through continual coordination, the lead agency develops and documents guidelines for the appropriate level of detail for the alternatives analysis.	August 2018
Identify alternatives to be carried forward for review in the EIS	Lead and cooperating agencies	Lead and cooperating agencies screen alternatives using agreed-on methodology and identify alternatives to be analyzed in the EIS.	September 2018
<i>Prepare Draft EIS</i>			
Prepare Draft EIS	Lead agency	Lead agency characterizes environmental conditions and analyzes environmental effects of project alternatives. Lead agency prepares and releases a Draft EIS, which identifies a preferred alternative.	October 2018 – July 2019
Identify the preferred alternative	Lead and cooperating agencies	Lead and cooperating agencies identify the preferred alternative.	October 2018
Draft EIS public comment period and hearing	Lead, cooperating, and participating agencies, and public	Lead agency publishes a Draft EIS Notice of Availability (NOA) in the Federal Register. Lead agency holds a public hearing on the Draft EIS and seeks input during a <b>45-day comment period</b> .	July–August 2019
Compile and respond to comments on Draft EIS	Lead agency	Lead agency compiles, categorizes, and responds to comments received on the Draft EIS.	September 2019
Prepare Final EIS and Record of Decision (ROD)	Lead agency	Lead agency prepares the Final EIS and ROD, which responds to comments received on the Draft EIS.	September 2019 – March 2020
Project approval	Lead agency	Lead agency approves the project.	March 2020
Release Final EIS and ROD	Lead agency	Lead agency releases the Final EIS and ROD with the NOA in the Federal Register.	March 2020
Permits	Lead agency	Lead agency coordinates with appropriate agencies to obtain the necessary permits.	2020

### 3.1 Cooperating and Participating Agencies

UDOT will ask the cooperating and participating agencies to submit comments during scoping that summarize their interests related to the project area. Following scoping, UDOT will coordinate with all appropriate agencies on the purpose of and need for the project, alternatives development and screening, and methodologies for documenting environmental conditions and assessing impacts. Cooperating and participating agencies will be notified of the availability of the Draft and Final EIS documents and will be given appropriate comment opportunities (see Table 4 above). UDOT will also coordinate with appropriate agencies to obtain the necessary permits after UDOT issues its ROD.

### 3.2 Public Involvement

Specific study elements will be directly influenced by public involvement. Public involvement will focus on the following four key processes.

**Public Scoping/Purpose and Need.** The public scoping meeting will identify key project concerns and possible solutions that UDOT can use in developing the purpose and need statement, developing the alternatives, and gathering data for impacts analysis. This meeting will emphasize receiving input from the public and participating agencies to develop the purpose and need statement. This public scoping meeting will be widely advertised through direct mailings, roadway signs, news releases, and flyers distributed throughout the project area and at key business locations.

**Development and Screening of Alternatives.** UDOT will build on the information gained through scoping to develop a range of project alternatives that UDOT will study in the EIS. UDOT will provide additional opportunities for participating agencies and the public to comment on the criteria for screening the alternatives through a cooperative and interactive process. UDOT will consider comments submitted by the public and participating agencies as it develops proposed methodologies for alternatives screening and impact analysis. UDOT will provide the proposed analysis methodologies to the participating agencies for their review before detailed alternatives analysis begins [SAFETEA-LU Section 6002, Subsection 139(4)(C)].

**Completion of the Draft EIS.** UDOT will publish a Notice of Availability (NOA) of the Draft EIS in the Federal Register. A 45-day comment period will follow publication of the Draft EIS. A public hearing on the Draft EIS will be held during the comment period. Cooperating and participating agencies will be included on the distribution list for the Draft EIS.

**Completion of the Final EIS and Issuance of the Record of Decision.** Per Section 1319 of the Moving Ahead for Progress in the 21st Century Act (MAP-21), UDOT will release a combined Final EIS and ROD to cooperating and participating agencies and the public, and will publish an NOA in the Federal Register.



The methods of communication that UDOT will use with the public throughout the project are discussed in the public involvement plan (see Appendix A) and are summarized below.

- **Project Website.** UDOT developed a website for the project ([www.udot.utah.gov/littlecottonwoodEIS](http://www.udot.utah.gov/littlecottonwoodEIS)) that will include project information, this coordination plan, an electronic comment form, and contact information. The information presented during the public meetings and the public hearing will be available on the website. The website will be updated as needed.
- **Project Newsletters.** Newsletters and fact sheets will be mailed and emailed by UDOT to those on the mailing list. The newsletters and fact sheets will also be available on the project website and at other public meetings or gatherings.
- **Press Releases.** Press releases will be prepared by UDOT before each public meeting or as warranted. All media releases will be approved and released by UDOT.

## 4.0 Additional Agency Coordination

### 4.1 Project Development

In addition to the coordination necessary to meet the milestones described in this coordination plan, UDOT will engage in continued coordination with agencies as appropriate throughout project development.

If needed, UDOT will schedule additional meetings with representatives of the cooperating and participating agencies to discuss specific concerns and ideas. These meetings might involve only one agency or several agencies having an interest in a particular subject (such as a meeting with the U.S. Army Corps of Engineers [USACE] and the U.S. Environmental Protection Agency to discuss wetland regulatory issues). Subsequent meetings with agencies will be scheduled as needed to ensure the appropriate level of coordination as the project proceeds. The purpose of these meetings will be to identify and resolve major issues as early as practicable in the design and environmental processes. These additional meetings will support the documentation of official communications and agreements between UDOT and these agencies. UDOT will fully document additional coordination and any decisions.

### 4.2 Permits, Licenses, and Approvals

Coordination during project development would support obtaining other approvals needed for the NEPA process (for example, National Historic Preservation Act Section 106 consultation and Endangered Species Act compliance). Coordination would also address the same issues and concerns that regulatory agencies normally consider as part of necessary permit, license, and other approval processes that would take place after issuance of a ROD. For example, by working closely with USACE during the NEPA process, UDOT would ensure that necessary future permitting actions taken by USACE could rely on the work done as part of the EIS. This coordination would enable UDOT to address subjects that are important to USACE and would allow USACE to more efficiently process a Clean Water Act Section 404 authorization.

Table 5 summarizes the permits, licenses, and approvals that might be needed to support the project if an action alternative were selected. Because the needed permits, licenses, and approvals would depend on the types of resources that could be affected by a specific action alternative, the final list of permits, licenses, and approvals would be developed once UDOT selects a preferred alternative.

**Table 5. Permits, Licenses, and Approvals That Might Be Needed to Support an Action Alternative**

Permit, License, or Approval	When Needed	Authorizing or Approving Agency
Clean Water Act Section 404 General Permit or Standard Permit	Needed if construction would discharge fill material to waters of the United States.	U.S. Army Corps of Engineers
Clean Water Act Section 401 Authorization (Water Quality Certification)	If the project requires a Section 404 authorization, the project must also receive water quality certification under Section 401.	Utah Division of Water Quality
Endangered Species Act Coordination	If the project could affect endangered species, coordination would occur during the EIS process.	U.S. Fish and Wildlife Service
Permit for Archaeological Investigations	Needed to conduct archaeological investigations on USDA Forest Service land potentially affected by project alternatives.	USDA Forest Service
Stream Alteration Permit	Needed if construction would require major alteration or modification of a stream subject to the jurisdiction of the State of Utah.	Utah Division of Water Rights
Utah Pollutant Discharge Elimination System: Construction Stormwater Permit (Clean Water Act Section 402)	Needed if construction would disturb more than 1 acre of land.	Utah Division of Water Quality
Air Quality Approval Order	Required to build, own, or operate a facility that pollutes the air.	Utah Division of Air Quality
Conditional Letter of Map Revision or Letter of Map Revision	Needed if construction would modify the existing regulatory floodway, the effective base flood elevations, or special flood hazard areas.	Local Floodplain Administrator in coordination with the Federal Emergency Management Agency (FEMA)
Floodplain Development Permit	Needed if construction would occur within a 100-year floodplain as designated by FEMA.	Local Floodplain Administrator

## 5.0 Issue Identification and Resolution

When needed, conflicts between agencies regarding the EIS process would be resolved through a standard dispute-resolution ladder. If staff at UDOT and the cooperating and participating resource agencies need assistance in resolving disputes, they would refer the dispute to their supervisors. Resolution efforts would continue up the chain of command at each agency until the dispute can be resolved to the satisfaction of all parties.

## 6.0 Revision History

Revision	Date	Name	Description
A	March 19, 2018	C. Snead	Draft for review by cooperating agencies
B	April 10, 2018	C. Snead	Revised draft for review by cooperating and participating agencies

## 7.0 References

Lamborn, Chase C., and Steven W. Burr

2016 An Estimation of Visitor Use in Little Cottonwood, Big Cottonwood, and Millcreek Canyons. Institute of Outdoor Recreation and Tourism, Utah State University, Logan, Utah. February 29.

Nepstad, Jon, Ritchie Taylor, Chris Stether, and Andrea Clayton

2006 Little Cottonwood Canyon Transportation Study. <http://arc.lib.montana.edu/snow-science/objects/issw-2006-907-909.pdf>.

## Appendix A. Little Cottonwood Canyon Public Involvement Plan

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# Public Involvement Plan

## **Little Cottonwood Canyon Environmental Impact Statement Fort Union Boulevard to Alta**

Lead agency:  
Utah Department of Transportation

**March 30, 2018**

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## 1.0 Background and Purpose

The Utah Department of Transportation (UDOT) is preparing an Environmental Impact Statement (EIS) to evaluate potential improvements to State Route (S.R.) 210 in Salt Lake County, Utah, from the intersection of S.R. 210 and S.R. 190/Fort Union Boulevard in Cottonwood Heights and into Little Cottonwood Canyon (LCC) to the terminus of S.R. 210 in the town of Alta, Utah. The EIS will be prepared consistent with the National Environmental Policy Act (NEPA) and will follow the guidelines in UDOT's *Environmental Process Manual of Instruction* and address the requirements of the USDA Forest Service (USDA FS) as needed.

Little Cottonwood Canyon is a key recreational area for the Wasatch Front for both winter sports and year-round recreation. Transportation improvements are needed to address congestion, improve safety for all users, and enhance the availability of public transportation options in the canyon. In consideration of numerous previous studies and public involvement efforts carried out by a range of agencies and stakeholders regarding potential transportation improvements in the project study area, UDOT is developing a range of alternatives to address the need for improving conditions for travelers in Little Cottonwood Canyon.

UDOT recognizes the value of being a strong community partner and including public input throughout the study process. This *Public Involvement Plan* describes the different methods that UDOT will use to educate the public about and to solicit feedback on the study.

The purpose of the outreach is to actively seek and obtain stakeholder and public input throughout the course of the study. Engagement of the community throughout the process helps UDOT identify community issues and opinions early so that they can be addressed and appropriately incorporated into the study results. The activities undertaken via the plan are intended to increase all parties' understanding of the goals, needs, and potential solutions that best meet the transportation needs in and near Little Cottonwood Canyon.

UDOT will proactively work with all stakeholders in a transparent and inclusive process that builds on previous efforts to identify solutions that consider a broad range of perspectives.

**Note:** All proposed information in this *Public Involvement Plan* is subject to change because of shifts in priorities, budgeted hours, and unforeseen opportunities. Any significant changes in this strategy will be discussed with the study team and must be approved by UDOT.

## 2.0 Team Leadership

**John Thomas**, UDOT Project Manager

- Responsibilities: Review and give final approval on all decisions, documents and materials; manage EIS process; Represent UDOT in all interactions and meetings

**Little Cottonwood EIS Management Team** (includes UDOT, Utah Transit Authority, and USDA)

- Review and give final approval on all decisions, documents and materials; manage EIS process; Represent their interest in all interactions and meetings

**Vince Izzo**, HDR, Consultant Project Manager

- Responsibilities: Manage, review and approve all materials prepared by consultant, send materials to UDOT for review and approval; Oversee stakeholder meetings and distribution of materials to stakeholders

**Tim Beery**, UDOT Region Two Communications Manager

- Responsibilities: Review and approve all communications materials, post information on UDOT Region Two social media channels, act as media spokesperson

**Naomi Kisen**, UDOT Environmental Lead

- Responsibilities: Review and approve all materials as UDOT Environmental Lead; ensure compliance with NEPA regulations and the 327 NEPA Assignment MOU; participate in stakeholder meetings and interactions.

**Carol Snead**, HDR Environmental Lead

- Responsibilities: Prepare EIS materials; participate in stakeholder meetings

**Brianna Binnebose**, Penna Powers Public Involvement Lead

- Responsibilities: Oversee and create all communications materials; Respond to stakeholders inquiries; coordinate and manage stakeholder meetings

Responsibilities: Assist in development of communications materials; assist in stakeholder communications

## 3.0 Public Involvement Goal

Engage stakeholders and the public in an open and inclusive process that builds on previous efforts to identify long-term mobility needs and solutions that consider a broad range of perspectives.

## 4.0 Public Involvement Objectives

- Increase understanding of and support for the LCC EIS process.
- Increase awareness of the LCC EIS purpose and need.
- Provide stakeholders and the public with opportunities to provide input.

## 5.0 Public Involvement Strategies

- Inform stakeholders and the public of the LCC EIS process, purpose and need, and timeline.
- Inform key audiences about the alternatives to be considered.
- Encourage key audiences to engage in the process, to provide formal comments during the official comment periods, and to maintain an open dialogue with the study team.

## 6.0 Audiences and Key Stakeholders

Gathering quality information from key stakeholders and the public is important to the success of the study. The following describes key stakeholders identified for the study and internal resources available to deliver information to them about the process. The range of stakeholders may be expanded as the study develops.

Key stakeholders are audiences that are integral to achieving the study's objectives and goals. They are primary targets for key messages, strategies and tactics. They are motivated by varying interests and represent influential or interested groups.

### 6.1 Economic

**Possible motivators:** Concerned with impacts that might result in traffic congestion in the canyon and possibly decrease accessibility to their businesses. Interested in solutions that would contribute to the long-term sustainability of their businesses. Examples of economic stakeholders include but are not limited to:

- Ski resorts
- Hotels
- Shuttle services
- Businesses located in and at the mouth of the canyon that are linked to activities in the canyon, businesses such as ski rental shops, restaurants, and convenience stores
- Employees of businesses in Little Cottonwood Canyon

### 6.2 Residents

**Possible motivators:** Concerned with impacts to their quality of life caused by increased traffic and parking in their neighborhoods. Examples of residential stakeholders include but are not limited to:

- Study area residents
- Owners of non-commercial properties

## 6.3 Municipalities and Elected Officials

**Possible motivators:** Want to be involved in issues that would directly affect their constituents and communities. Interested in supporting short- and long-term economic growth, preserving quality of life, and improving community connections. Concerned with traffic congestion and its effects on access and mobility for their constituents in terms of getting to homes, jobs, recreational resources, and commercial areas. Examples of municipal and elected official stakeholders include but are not limited to:

- Local government:
  - City of Cottonwood Heights
  - City of Sandy
  - City of Holladay
  - Town of Alta
  - Salt Lake County
- Regional government:
  - Central Wasatch Commission
- State government:
  - Utah Department of Natural Resources
  - Utah Office of Tourism
- Federal government:
  - Federal Highway Administration

## 6.4 Environmental Groups

**Possible motivators:** Concerned with alternatives that would harm natural resources they're working to protect and conserve. Examples of environmental stakeholders include but are not limited to:

- Save Our Canyons
- Sierra Club
- The Nature Conservancy
- Utahns for Better Transportation
- Wild Utah Project
- Utah Native Plant Society
- Friends of Alta
- Cottonwood Canyons Foundation
- League of Women Voters

## 6.5 Recreation Groups

**Possible motivators:** Interested in improvements to trails access and parking, reduced travel time, and preservation of historic and natural resources. Different groups are protective of their specific use. They could be involved with sharing project information to their networks. Examples of recreational stakeholders include but are not limited to:

- Annual visitors
- Salt Lake City Trails Association
- Salt Lake Climbers Alliance
- Trails Utah
- Wasatch Backcountry Alliance
- Wasatch Mountain Club
- Salt Lake Valley Trails Society
- Ski Utah
- Mountain Trails
- Bonneville Shoreline Trail Committee

## 6.6 Internal Resources and Partners

**Possible motivators:** Interested in working collaboratively to reach solutions that will meet the objectives of resource agencies and stakeholders. Examples of internal resources and partners include but are not limited to:

- Little Cottonwood Canyon EIS project team
- UDOT Project Manager John Thomas
- UDOT Region 2 Communications Manager Tim Beery
- USDA FS Special Projects Coordinator Lance Kovel
- Utah Transit Authority Senior Program Manager Mary DeLoretto
- Salt Lake City Department of Public Utilities Director Laura Briefer

## 7.0 Key Messages

**The EIS will evaluate potential improvements that manage peak congestion and improve recreation and tourism experiences while reflecting the character, resources, diverse uses, and scale of Little Cottonwood Canyon.**

- These improvements include managing the number of vehicles on the road system, improving personal mobility, and improving roadway safety and reliability for all users.

**UDOT's intent is to proactively work with all stakeholders in a transparent and inclusive process that builds on previous efforts to identify solutions that consider a broad range of perspectives.**



- The process will show respect for stakeholders' time and concerns.
- Stakeholders might disagree on outcomes but will experience an open and transparent process.
- Stakeholder groups will be engaged regularly to voice their concerns and suggestions.
- Stakeholders will be provided with project information through the website, public information meetings, council meetings, and social media.

## 8.0 Strategies and Tactics

### 8.1 Partner Coordination

**Partner Coordination Strategy:** Coordinate efforts with core partners to efficiently and successfully implement public engagement strategies.

**Table 1. Partner Coordination Tactics**

Tactic	Target Audience	Resource	Deliverable or Outcome
Public involvement planning	Partners	Meetings	<i>Public Involvement Plan</i>
Study team meetings	Partners	Meetings	Participation in regular study team meetings

### 8.2 Public Engagement

**Public Engagement Strategy:** Coordinate ongoing communication with EIS stakeholders to ensure that the process is responsive and collaborative.

- Inform key audiences of the LCC EIS process and timeline and the value of their participation.
- Encourage key audiences to engage in the process, to provide formal comments during the official comment periods, and to maintain an open dialogue with the study team.

**Table 2. Public Engagement Tactics**

Tactic	Target Audience	Resource	Deliverable or Outcome
Stakeholder mapping exercise	Partners	Meeting	Key Stakeholder section of this plan
Stakeholder contact and comment database	Partners	Online database	Records in online database of stakeholder contact information; notes on interactions with stakeholders and official public comments
Stakeholder outreach: One-on-one and small group stakeholder interviews	Agencies Economic Environmental Municipalities Recreation Residents	Meetings	Stakeholder database records

**Table 2. Public Engagement Tactics**

Tactic	Target Audience	Resource	Deliverable or Outcome
Reports to Central Wasatch Commission and its stakeholder council throughout the EIS process	Agencies Economic Environmental Recreation Residents	Presentations	Presentation outline and attendance at meetings
Local government presentations at major milestones of the EIS process	Municipalities	Presentations	Presentation outline and attendance at meetings

## 8.3 Digital Media

**Digital Media Strategy:** Provide easy access and up-to-date information on the EIS to partners and stakeholders through digital communication tools.

- Inform key audiences about the LCC EIS process, purpose and need, and timeline.
- Inform key audiences about the alternatives being considered.
- Encourage key audiences to engage in the process, to provide formal comments during the official comment periods, and to maintain an open dialogue with the study team.

**Table 3. Digital Media Tactics**

Tactic	Target Audience	Resource(s)	Deliverable or Outcome
Study web page on UDOT's site with information about the process, contact information, etc.	Agencies Economic Environmental Municipalities Recreation Residents	Consultant's digital design team; UDOT's website; UDOT branding guidelines	Website and public comments
Interactive map showing study area and study information, housed on the project website and used as presentation material for meetings	Agencies Economic Environmental Municipalities Recreation Residents	Consultant's geographical information systems (GIS) group	Interactive map
Social media engagement and conversation monitoring	Agencies Economic Environmental Municipalities Recreation Residents	UDOT Central Communications and consultant team; other resources to be determined	Social media content, organized in advance on a content calendar to the extent possible
Stakeholder contact and comment database	See Table 2 above		

## 8.4 Public Information

**Public Information Strategy:** Proactively provide to stakeholders information about the study and its progress, including the LCC EIS process, purpose and need, and timeline.

- Inform key audiences about the LCC EIS process, purpose and need, and timeline.
- Inform key audiences about the alternatives being considered.
- Encourage key audiences to engage in the process, to provide formal comments during the official comment periods, and to maintain an open dialogue with the study team.

**Table 4. Public Information Tactics**

Tactic	Target Audience	Resource	Deliverable or Outcome
Media relations: Messaging at major milestones in case of media inquiries	Partners	UDOT Central Communications Office and consultant team	Talking-point documents
E-newsletters issued to stakeholder contact list at major milestones	Agencies Economic Environmental Municipalities Recreation Residents	Stakeholder database software	E-newsletters
Website	See Table 3 above		
Social media	See Table 3 above		
Public engagement activities	See Table 3 above		

## 8.5 Scoping Meeting

**Scoping Meeting Strategy:** Conduct a public scoping meeting in accordance with the NEPA process.

- Inform key audiences about the LCC EIS process, purpose and need, and timeline.
- Encourage key audiences to engage in the process, to provide formal comments during the official comment periods, and to maintain an open dialogue with the study team.

**Table 5. Scoping Meeting Tactics**

Tactic	Target Audience	Resource(s)	Deliverable or Outcome
Issue notifications to the public about the opportunity to comment and to attend the scoping meeting in person or online	Agencies Economic Environmental Municipalities Recreation Residents	Major newspaper(s) in the area; partner, agency, and stakeholder social media networks	Legal notice(s), social media content
Conduct the scoping meeting to provide study information to stakeholders and collect public input; explore online option	Agencies Economic Environmental Municipalities Recreation Residents	Visual aids, comment forms, stakeholder database, study website	Public comments; <i>Scoping Summary Report</i>

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## 8.6 Alternatives Workshop

**Alternatives Workshop Strategy:** Conduct an alternatives workshop.

- Revisit the purpose and need and how it's used to develop alternatives.
- Establish a range of alternatives for consideration.
- Encourage input from workshop participants, engagement in the process, and commenting during the official comment periods.
- Provide opportunities for an open dialogue with the study team.

**Table 6. Alternatives Workshop Tactics**

Tactic	Target Audience	Resource	Deliverable or Outcome
Issue notifications to the public about the opportunity to comment and to attend the scoping meeting in person or online	Agencies Economic Environmental Municipalities Recreation Residents	Major newspaper(s) in the area; partner, agency and stakeholder social media networks	Legal notice(s), social media content
Conduct the scoping meeting to provide study information to stakeholders and collect public input; explore online option	Agencies Economic Environmental Municipalities Recreation Residents	Visual aids, comment forms, stakeholder database, study website	Public comments; <i>Scoping Summary Report</i>

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## 9.0 Anticipated Project Timeline

**Table 7. Anticipated Project Timeline**

Schedule	Activity
Spring 2018	<b>Public Scoping</b> <ul style="list-style-type: none"> <li>• Establish stakeholder working groups</li> <li>• Local government presentations</li> <li>• Website launch</li> <li>• Media release</li> <li>• Public scoping and comment period</li> </ul>
Summer 2018	<b>Purpose and Need</b> <ul style="list-style-type: none"> <li>• Stakeholder working group meetings</li> <li>• Website and social media updates</li> <li>• E-newsletter updates</li> </ul>
Spring 2018 – fall 2018	<b>Alternatives Development and Refinement</b>
Fall 2018 – summer 2019	<b>Draft EIS</b> <ul style="list-style-type: none"> <li>• Local government presentations</li> <li>• Stakeholder working group meetings</li> <li>• Media release</li> </ul>
Summer 2019	<b>Public Hearing and Comment Period</b> <ul style="list-style-type: none"> <li>• Public comment period</li> </ul>
Spring 2020	<b>Final EIS</b> <ul style="list-style-type: none"> <li>• Stakeholder working groups</li> <li>• E-newsletter</li> </ul>