

Draft Coordination Plan

Little Cottonwood Canyon Environmental Impact Statement Wasatch Boulevard to Alta

Lead agency:
Utah Department of Transportation

March 8, 2019

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1.0 Introduction

This coordination plan has been updated to reflect changes to the scope of the Little Cottonwood Canyon Environmental Impact Statement (EIS), which resulted in a revised public notice and an additional agency and public scoping process.

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 Section 139), requires the federal lead agency to develop a coordination plan for all projects for which an 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] Section 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 Section 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

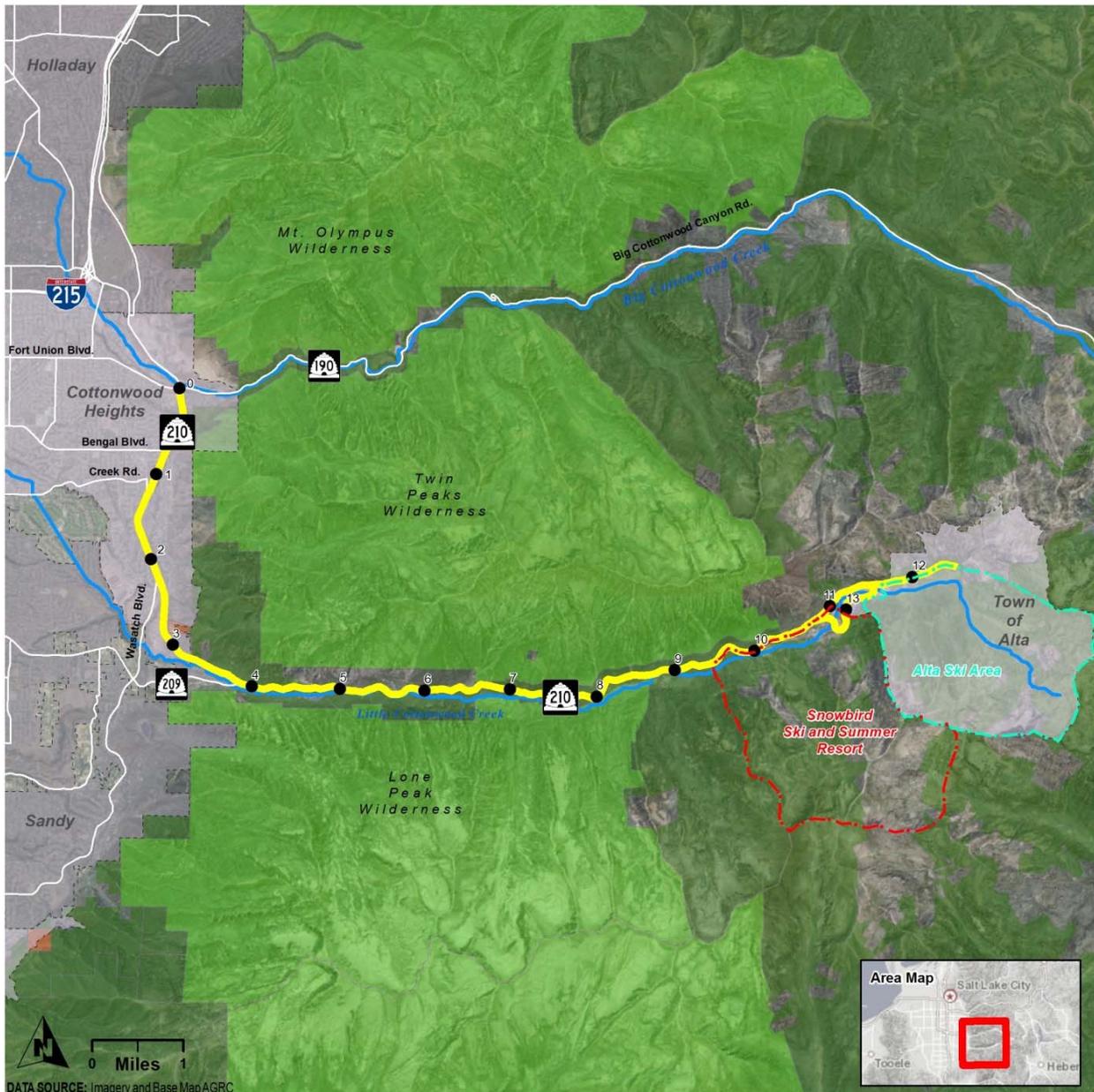
UDOT will prepare an EIS for proposed improvements to State Route (S.R.) 210 between Fort Union Boulevard and the town of Alta in Salt Lake County, Utah. The road comprises three segments: Wasatch Boulevard, which is a four-lane road narrowing to two lanes through eastern Cottonwood Heights; North Little Cottonwood Road, which is a two-lane road connecting Wasatch Boulevard to the entrance of Little Cottonwood Canyon; and Little Cottonwood Canyon Road, a two-lane road in Little Cottonwood Canyon that ends at Albion Basin Road. Transportation improvements are needed on S.R. 210 to address congestion and improve safety for vehicles, bicycles, and pedestrians on all segments of S.R. 210.

To address these needs, UDOT is proposing to make roadway improvements to Wasatch Boulevard from S.R. 190/Fort Union Boulevard to North Little Cottonwood Road, make operational improvements that enhance safety and improve wintertime mobility using avalanche mitigation, and improve parking at existing U.S. Department of Agriculture (USDA) Forest Service trailheads.

In providing these improvements, UDOT will consider the character, natural resources, watershed, diverse uses, and scale of Little Cottonwood Canyon. 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) implementing Transportation System Management; (3) enhancing safety and improving wintertime mobility through avalanche mitigation; (4) enhancing safety, access, and mobility in the area through improved designated parking areas at existing USDA Forest Service trailheads; (5) making roadway improvements to S.R. 210 on Wasatch Boulevard between S.R. 190/Fort Union Boulevard and North Little Cottonwood Road; and (6) other feasible alternatives identified during the scoping process.

Figure 1. Little Cottonwood Canyon EIS Study Area



DATA SOURCE: Imagery and Base Map AGRC

LEGEND

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

STUDY LIMITS - STATE ROUTE 210

LITTLE COTTONWOOD CANYON EIS
 UDOT RECREATIONAL HOT SPOT PROGRAM

1.1.1 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 1.12 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. Winter recreation activities include skiing at the resorts, backcountry skiing, snowshoeing, and ice climbing. In the summer, the resorts offer abundant recreation opportunities, and land administered by the USDA Forest Service is used extensively for hiking, rock climbing, fishing, camping, and picnicking. The canyon is also defined as a watershed area by Salt Lake Valley Board of Health as authorized by Section 26A-1-121(I) of Utah Code Annotated, 1953, as amended. The purpose of the watershed area is to protect and promote health and promote conditions that contribute to preserving and protecting drinking water quality. The watershed provides water for Salt Lake City and numerous cities in eastern Salt Lake County. 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 and summer bus service for employees at the resorts.

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, using temporary closures, using the Alta Bypass Road to avoid the Superior and Hellgate avalanche paths along S.R. 210, using military artillery, and using remote avalanche-control systems 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).
- **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 index¹ will increase, and additional safety measures might be necessary to keep the risk at an acceptable level.

¹ 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.

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 and improve safety for all travelers on S.R. 210.

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: johnthomas@utah.gov
Brandon Weston, UDOT	Environmental Services Director	Phone: (801) 965-4603 Email: brandonweston@utah.gov

Responsibilities

The CEQ regulations for NEPA lead agencies are codified in 40 CFR Section 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: Laura.Briefer@slcgov.com
Mary DeLoretto, UTA	Senior Program Manager	Phone: (801) 741-8808 Email: mdeloretto@rideuta.com
Hollis Jencks, U.S. Army Corps of Engineers	Bountiful Regulatory Office	Phone: (801) 295-8380 ext. 8318 Email: Hollis.G.Jencks@usace.army.mil
Lance Kovel, USDA Forest Service	Special Projects Coordinator	Phone: (801) 999-2131 Email: lancekovel@fs.fed.us
Lisa Lloyd, U.S. Environmental Protection Agency	NEPA Compliance and Review Program	Phone: (303) 312-6537 Email: lloyd.lisa@epa.gov

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: dastill@murray.utah.gov
Greg Baptist, Salt Lake County Public Works and Municipal Services Department, Planning and Development Services Division		Email: gbaptist@slco.org
Gerry Gray, Utah Division of Forestry, Fire and State Lands	Urban and Community Forestry Program Manager	Phone: (801) 656-7138 Email: trentbristol@utah.gov
Madeline Francisco-Galang, Salt Lake County Public Works and Municipal Services Department, Engineering Division	Transportation Engineer	Phone: (385) 468-6600 Email: MFrancisco-Galang@slco.org
Ned Hacker, Wasatch Front Regional Council		Phone: (801) 363-4250 Email: nhacker@wfrfc.org
Joel Karmazyn, Utah Division of Air Quality		Phone: (801) 536-4423 Email: jkarmazyn@utah.gov
Jay Kinghorn, Utah Office of Tourism		Phone: (801) 538-1422 Email: jkinghorn@utah.gov
Ryan Kump, Sandy City	City Engineer	Phone: (801) 568-7100 Email: RKump@sandy.utah.gov
Ralph Becker, Central Wasatch Commission	Executive Director	Phone: (801) 550-2812 Email: ralph@cw.utah.gov
Kelly Peterson, Murray City Power Department	Senior Utility Planner	Phone: (801) 264-2720 Email: kpeterson@murray.utah.gov
Matthew Shipp, Cottonwood Heights City	Public Works Director	Phone: (801) 944-7010 Email: MShipp@cottonwoodheights.utah.gov
Shirlee Silversmith, Utah Division of Indian Affairs	Division Director	Phone: (801) 715-6701 Email: ssilversmith@utah.gov
Sindy Smith, Governor's Office of Planning and Budget, Resource Development Coordinating Committee (RDCC)	RDCC Coordinator	Phone: (801) 537-9023 Email: sindysmith@utah.gov
Wilf Sommerkorn, Salt Lake County Regional Transportation, Housing and Economic Development	Division Director	Phone: (385) 468-4862 Email: WSommerkorn@slco.org
Harris Sondak, Town of Alta	Mayor	Phone: (801) 742-3522 Email: hsondak@townofalta.com
Eric Sorensen, Metropolitan Water District of Salt Lake and Sandy	Environmental Services Specialist	Phone: (801) 942-9412 Email: sorensen@mwdsls.org
Sandy Wingert, Utah Division of Water Quality	Upper Provo and Jordan River Coordinator – Watershed Protection Section	Phone: (801) 536-4338 Email: swingert@utah.gov

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	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
Scoping			
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
Scoping report	Lead agency	Lead agency prepares a report that summarizes scoping activities and comments.	July 12, 2018
Revised NOI	Lead agency	Lead agency prepares and publishes the revised NOI.	March 8, 2019
Agency meeting on revised scope of EIS	Lead, cooperating, and participating agencies	Lead agency prepares for and holds the agency meeting.	April 3, 2019
Public meeting on revised scope of EIS	Lead agency, interested stakeholders, and public	Lead agency prepares for and holds a public scoping meeting during the second scoping comment period.	April 9, 2019
End of comment period	Lead agency, interested stakeholders, and public	Provide comments on the revised scope of the EIS.	May 5, 2019

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Table 4. Schedule for the Little Cottonwood Canyon EIS Process

Milestone or Activity	Participants	Actions	Completion Date
Draft 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 30-day comment period . Lead agency develops the purpose and need statement based on input.	March 8, 2019
Scoping report	Lead agency	Lead agency prepares a report that summarizes the scoping activities and comments during 2019.	June 2019
<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 30-day comment period .	May 2018–February 2019
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 30-day comment period .	March 2019
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.	February 2019
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.	July 2019
<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.	March 2019–January 2020
Identify the preferred alternative	Lead and cooperating agencies	Lead and cooperating agencies identify the preferred alternative.	September 2019
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 45-day comment period .	January–March 2020
Compile and respond to comments on Draft EIS	Lead agency	Lead agency compiles, categorizes, and responds to comments received on the Draft EIS.	March–April 2020
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.	April–August 2020

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Table 4. Schedule for the Little Cottonwood Canyon EIS Process

Milestone or Activity	Participants	Actions	Completion Date
Project approval	Lead agency	Lead agency approves the project.	August 2020
Release Final EIS and ROD	Lead agency	Lead agency releases the Final EIS and ROD with the NOA in the Federal Register.	August 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 meetings 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. These meetings will emphasize receiving input from the public and participating agencies to develop the purpose and need statement. The public scoping meetings will be widely advertised through direct mailings, roadway signs, news releases, social media, the project website, emails, 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) 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 and Videos.** Newsletters, videos, and fact sheets will be mailed and emailed by UDOT to those on the mailing list. The newsletters, videos, 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.
- **Social Media.** Project information will be shared on the EIS-specific Facebook and Twitter channels maintained 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
C	July 18, 2018	C. Snead	Revised following review by cooperating and participating agencies
D	February 27, 2019	C. Snead	Revised following EIS scope change

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 Wasatch Boulevard to Alta

Lead agency:
Utah Department of Transportation

March 8, 2019

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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 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*. The EIS will also address the requirements of the U.S. Department of Agriculture (USDA) Forest Service 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 enhance safety and improve wintertime mobility by using avalanche mitigation; enhance safety, access, and mobility at existing USDA Forest Service trailheads and popular access points; and improve Wasatch Boulevard from S.R. 190/Fort Union Boulevard to North Little Cottonwood Road.

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 solicit feedback on the EIS.

The purpose of the outreach is to actively seek and obtain stakeholder and public input throughout the course of the EIS. Engaging the community throughout the process helps UDOT identify community issues and opinions early so that they can be addressed and appropriately incorporated into the EIS results. The activities undertaken via this *Public Involvement 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 EIS 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)

- Responsibilities: Review and give final approval on all decisions, documents, and materials; manage EIS process; represent their organization's interest in all interactions and meetings

Vince Izzo, HDR, Consultant Project Manager

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

Eileen Barron, UDOT Communications

- Responsibilities: Provide department-level communications oversight; act as media spokesperson

Naomi Kisen, UDOT Environmental Lead

- Responsibilities: Review and approve all materials as UDOT Environmental Lead; ensure UDOT's compliance with NEPA and other federal environmental laws per assignment from FHWA under 23 United States Code Section 327;¹ 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 stakeholder inquiries; coordinate and manage stakeholder meetings; help develop communications materials; assist with stakeholder communications

¹ FHWA has assigned its responsibilities under NEPA and other federal environmental laws to UDOT for highway projects in Utah, pursuant to 23 United States Code Section 327, in a Memorandum of Understanding dated January 17, 2017.

3.0 Public Involvement Goal

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

4.0 Public Involvement Objectives

- Increase understanding of and support for the Little Cottonwood Canyon EIS process.
- Increase awareness of the Little Cottonwood Canyon EIS purpose and need.
- Provide stakeholders and the public with opportunities to provide input.
- Understand the desire of stakeholders and the public for the analysis that should be included in the Little Cottonwood Canyon EIS process.

5.0 Public Involvement Strategies

- Inform stakeholders and the public of the Little Cottonwood Canyon 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 EIS team.

6.0 Audiences and Key Stakeholders

Gathering quality information from key stakeholders and the public is important to the success of the EIS. Section 6.0 describes key stakeholders identified for the EIS and internal resources available to deliver information to them about the EIS process. The range of stakeholders might be expanded as the EIS is developed.

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

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, recreation resources, and commercial areas. Examples of municipal and elected official stakeholders include but are not limited to:

- Local government:
 - Salt Lake County
 - City of Cottonwood Heights
 - City of Holladay
 - City of Sandy
 - Millcreek
 - Salt Lake City
 - Town of Alta
 - Utah League of Cities and Towns
- Regional government:
 - Central Wasatch Commission
 - Wasatch Front Regional Council

- State government:
 - Utah Department of Environmental Quality
 - 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:

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

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

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 Communications Eileen Barron
- USDA Forest Service 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 initially evaluated potential improvements that would manage peak congestion and improve recreation and tourism experiences while reflecting the character, resources, diverse uses, and scale of Little Cottonwood Canyon.

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

Due to the wide variety of comments received during the initial scoping period and the complexity of the transportation challenges in the canyon, UDOT recently adjusted the EIS approach in order to identify and evaluate reasonable and practical solutions that would address immediate needs in the study area.

- The EIS is focused on immediate needs, as well as projected population growth and associated traffic, in Little Cottonwood Canyon by addressing canyon closures, trailhead parking, and traffic congestion on Wasatch Boulevard. Carrying capacity will not be evaluated as part of the EIS.
- UDOT will also continue to examine solutions for additional transportation needs in separate corridor planning studies.

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 project 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 EIS 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 Little Cottonwood Canyon 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(s)	Resource	Deliverable or Outcome
Stakeholder mapping exercise	Partners	Meeting	Section 6.0 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
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 regarding the EIS to partners and stakeholders through digital communication tools.

- Inform key audiences about the Little Cottonwood Canyon 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(s)	Resource(s)	Deliverable or Outcome
EIS 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 EIS information; housed on the project website and used as presentation material for meetings	Agencies Economic Environmental Municipalities Recreation Residents	Consultant's geographic 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
Project information videos	Agencies Economic Environmental Municipalities Recreation Residents	UDOT Central Communications and consultant team; other resources to be determined	Videos to provide information about the EIS process, alternatives, methodology, and milestones
Stakeholder contact and comment database	See Table 2 above		

8.4 Public Information

Public Information Strategy: Proactively provide to stakeholders information about the EIS and its progress, including the Little Cottonwood Canyon EIS process, purpose and need, and timeline.

- Inform key audiences about the Little Cottonwood Canyon 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(s)	Resource(s)	Deliverable or Outcome
Media relations: Messaging at major milestones in case of media inquiries	Partners	UDOT Central Communications Office and consultant team	Talking-points documents
Email updates issued to stakeholder contact list at major milestones	Agencies Economic Environmental Municipalities Recreation Residents	Stakeholder database software	Email updates
Website	See Table 3 above		
Social media	See Table 3 above		
Project information videos	See Table 3 above		
Public engagement activities	See Table 3 above		

8.5 Scoping Meetings

Scoping Meetings Strategy: Conduct public scoping meetings in accordance with the NEPA process.

- Inform key audiences about the Little Cottonwood Canyon EIS process, purpose and need, draft alternatives and screening methodology, 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 Meetings Tactics

Tactic	Target Audience(s)	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, email update
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>
Issue notifications to the public about the revised Notice of Intent (NOI) and 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, email update
Conduct the scoping meeting to provide EIS information to stakeholders and collect public input; explore an online option	Agencies Economic Environmental Municipalities Recreation Residents	Visual aids, comment forms, stakeholder database, study website	Public comments; <i>Scoping Summary Report</i>

8.6 Draft EIS Public Hearing

Draft EIS Public Hearing Strategy: Conduct a public hearing to present the Draft EIS.

- Present the preferred alternative(s).
- Encourage input from participants, engagement in the process, and commenting during the official comment periods.
- Provide opportunities for an open dialogue with the EIS team.

Table 6. Draft EIS Public Hearing Tactics

Tactic	Target Audience(s)	Resource(s)	Deliverable or Outcome
Issue notifications to the public about the opportunity to comment and to attend the public hearing 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 public hearing to provide study information to stakeholders and collect public input; explore an online option	Agencies Economic Environmental Municipalities Recreation Residents	Visual aids, comment forms, stakeholder database, study website, court reporter	Public comments; <i>Scoping Summary Report</i>

9.0 Anticipated Project Timeline

Table 7. Anticipated Project Timeline

Schedule	Activity
Spring 2018	Public Scoping <ul style="list-style-type: none"> • Establish stakeholder working groups • Local government presentations • Website launch • Media release • Public scoping and comment period
Winter/spring 2019	Revised NOI, Public Scoping, Draft Purpose and Need, Draft Alternative Screening Criteria <ul style="list-style-type: none"> • Stakeholder working group meetings • Media release • Website and social media updates • Email updates
Summer 2019 – fall 2019	Alternatives Development and Refinement
Fall 2019 – spring 2020	Draft EIS
Summer 2020	Draft EIS Public Hearing and Comment Period <ul style="list-style-type: none"> • Local government presentations • Stakeholder working group meetings • Media release • Website and social media updates • Email updates
Winter 2021	Final EIS <ul style="list-style-type: none"> • Local government presentations • Stakeholder working group meetings • Media release • Website and social media updates • Email updates