2014

Program Charter

February 2014

MOUNTAIN ACCORD

Table of Contents

1 Introduction

Mountain Accord seeks to make integrated and critical decisions regarding the future of Utah's Central Wasatch mountains. It is an unprecedented collaboration of public and private interests intended to address long-term transportation, environmental, economic, and recreation needs in the Central Wasatch region.

The first phase (Phase I) of Mountain Accord will culminate in a broad agreement on a preferred scenario for the future of the Central Wasatch mountains and a program of strategies and actions to implement the preferred scenario. The preferred scenario will identify optimal areas for preservation and development and environmentally-sustainable transportation corridors and modes. The next phase (Phase II) of the program will include implementation of strategies and National Environmental Policy Act (NEPA) processes, if applicable, for proposed actions.

2 Program Context and Purpose

The legacy of the Wasatch Mountains is framed by its natural history and environment and is sustained through the last century of stewardship and conservation by the human inhabitants who have called this region home. The water emanating from the Wasatch is a defining element of the last 150 years of development, growth, and prosperity of the urbanized valleys in the region. For more than a century, the Wasatch Mountains have been a welcome retreat into the quiet and solace of nature from the noise and hustle of the nearby urban areas. Generations that have preceded us have sought to restore areas of the Wasatch Mountains that were degraded by mining, grazing, timber harvesting, and overuse. The forbearers of our community worked hard to preserve and restore the natural environment of the Wasatch Mountains to ensure the prosperity, character, livability, and well-being of the region.

The purpose of Mountain Accord is to preserve the legacy of the Wasatch through a modern, environmentally-sustainable transportation system; responsible stewardship of the natural resources; quality recreation experiences; and a vibrant economy.

3 Goals and Principles

Mountain Accord Executive Board agrees to the following goals and principles:

3.1 Participate in True Collaboration

We will work as a unified team towards a regional vision by respecting and valuing the viewpoints and experiences of all the diverse stakeholders. Salt Lake, Wasatch, and Summit

County stakeholders and the public will be engaged in all phases of the project. We will ensure their interests are represented and included through an open and transparent process.

3.2   Enhance Regional Transportation Systems

We will strive to move people to and within the Central Wasatch area in a safe, efficient, reliable, and responsible manner. We recognize and will consider the interdependencies between transportation systems, recreation management, environmental protection, economic development, and land use when making decisions regarding transportation changes and enhancements. Local land-use planning efforts will be incorporated and private property rights will be respected. Future population growth and climate impacts will be considered in this process. We will promote increased transit use as a means to expand travel choices beyond single vehicle use. We seek to understand the positive and negative social, cultural and environmental effects our actions may have.

3.3   Protect the Environment and Natural Resources

We place a high value on the natural environment, wilderness qualities, and aesthetics of the Central Wasatch mountains. Degradation to the natural environment can result in irreparable damage. The Central Wasatch watersheds are the primary source of clean drinking water to the growing urban population of Utah. The mountain environment enhances our quality of life, and offers natural beauty, recreation and a break from the stress of urban activity. Watershed, viewshed, habitat, recreation, and air quality impacts will be carefully considered and studied throughout this process.   We fully recognize the gravity of decisions made today and the long-term effects they could have on our precious natural resources now and for future generations.

3.4   Strengthen the Regional Economy

We recognize the vital role the Central Wasatch mountains have on our economic health.   They form the iconic backdrop for Utah's population centers and serve as the gateway for the state's multi-billion-dollar-a-year tourism industry. They are an essential asset to the local and state economy, as an economic engine, a recreational haven, and an amenity for residents during their leisure and family time. The water resources of the Central Wasatch are the underpinning of our economic health in our arid environment and will become more so as population grows and climate evolves.

3.5   Ensure High Quality Recreational Experiences

We understand the value of highly diverse recreational experiences and interests enjoyed in the Central Wasatch region. These mountains are the back door to our urban areas and are loved

by our residents for the diverse recreational opportunities they offer. They are widely considered by visitors as a premier recreational destination. These recreational experiences promote active lifestyles at all ages and improve the public's health.

4   Geographic Area

The geographic area for Mountain Accord includes portions of Salt Lake County, Summit County, and Wasatch County. It is bounded on the west by the existing transportation backbone in the Salt Lake Valley (Salt Lake International Airport, TRAX, and I-15), on the east by Park City, on the north by Parley's Canyon, and on the south by Little Cottonwood Canyon.

5   Organizational Structure

5.1 Executive Board

The Executive Board is the consensus-based governing and decision-making body of Mountain Accord. The Executive Board is comprised of representatives from local governments that have a significant regulatory or oversight role in the program's geographic area, Utah state government and legislature, federal agencies that could be asked to take federal action based on program outcomes, and private business, environmental, and recreation interests. The Chair of the Executive Board is the Mayor of Salt Lake County, Ben McAdams. The Vice-Chair is Council Member Chris Robinson of Summit County.

EXECUTIVE BOARD MEMBERS

Name	Organization
Cities/Counties	
Mayor Ben McAdams, Chair	Salt Lake County
Council Mmbr Chris Robinson, Vice-Chair	Summit County
Mayor Ralph Becker	Salt Lake City
Council Member Andy Beerman	Park City
Council Member Steve Capson	Wasatch County
Mayor Kelvyn Cullimore	Cottonwood Heights
Mayor Tom Dolan	Sandy City
Mayor Tom Pollard	Town of Alta
Local Districts/MPOs	
Michael Allegra	Utah Transit Authority
Andrew Gruber	Wasatch Front Regional Council
Mike Wilson	Metropolitan Water District Salt Lake /Sandy
State Government	
Nathan Lee	Utah Department of Transportation
Gov. Gary Herbert/ Alan Matheson	State of Utah
State Legislators	
Representative Johnny Anderson	Utah Legislature, House Transport. Chair
Representative Brad Dee	Utah Legislature, House Majority Leader
President Wayne Niederhauser	Utah Legislature, President of Senate
Federal Government	
Linda Gehrke	Federal Transit Administration
Ivan Marrero	Federal Highway Administration
Dave Whittekiend/ Cathy Kahlow	US Forest Service
Private Entities	
Lane Beattie/ Justin Jones	Salt Lake Chamber of Commerce
Carl Fisher	Enviro & Dispersed Rec (Save Our Canyons)
Peter Metcalf/ Rick Luskin	Outdoor Industry Association
Nathan Rafferty	Ski Industry (Ski Utah)

Powers and responsibilities of the Executive Board include:

- Setting policy and overall program direction
- Ensuring that the program is executed in accordance with this Program Charter
- Making formal decisions and recommendations for program milestones, with recommendations from the Management Team as needed
- Soliciting and committing program funding
- Approving changes to Executive Board membership and appointing a Chair and Vice-Chair
- Establishing committees and System Groups and appointing chairs of the same
- Designating duties to the Management Team and other committees

Executive Board Members are expected to abide by the principles and operating procedures in this Program Charter, stay informed by reviewing program materials and decision documents, and keep their constituents informed of program actions and outcomes. Executive Board Members are responsible for ensuring that coordination and communication occurs within their respective organizations on Mountain Accord issues, products, and outcomes.

5.2   Management Team

The Management Team is established to manage the activities of Mountain Accord. The Management Team membership includes:

- Michael Allegra, Utah Transit Authority
- Mayor Ralph Becker, Salt Lake City
- Council Member Andy Beerman, Park City (representing Summit and Wasatch Counties)
- Mayor Tom Dolan, Sandy City
- Alan Matheson, State of Utah
- Mayor Ben McAdams, Salt Lake County
- Dave Whittekiend, US Forest Service
- Laynee Jones, Mountain Accord Program Manager (staff)

Powers and responsibilities of the Management Team include:

- Administering the program in cooperation with the Utah Transit Authority (UTA has authority to administer program contracts and funds)
- Approving contract work plans and budgets for technical consultants

- Making recommendations to the Executive Board for formal decisions and conflict resolution as necessary
- Giving direction to the Program Manager on the day-to-day management of the program

5.3   Program Manager

The role of the Program Manager is to manage Mountain Accord as directed by the Executive Board.

5.4   Coordinating Team

The Coordinating Team will manage the day-to-day work of the program and oversee the work of the technical consultant (the contract for the technical consultant is administered by the Utah Transit Authority). The Coordinating Team consists of members of the Steering Committee such as assigned staff from the Management Team organizations, the Program Manager, and key staff from the technical consultant team. Coordinating Team members will be expected to attend weekly project team meetings and dedicate 10-15 hours per week to the program.

5.5   Steering Committee

The Steering Committee consists of staff members of the Executive Board plus other parties that represent key interest groups as determined by the Steering Committee and the Program Manager. The purpose of the Steering Committee is to share information, provide feedback to the Program Manager and Coordinating Team on the management of the program, and provide feedback on System Committee outputs and Scenarios. Steering Committee representatives are responsible for sharing program information with relevant staff from their organizations.

5.6   Stakeholder Forum and System Groups

During the Phase I process, information and decisions will be organized around the systems at play in the Central Wasatch region (preliminarily identified as environment, recreation, transportation, and economic). Groups will be formed around each system. The System Groups will be populated with Executive Board members, Steering Committee members, and stakeholders from the private, public, and institutional sectors. Members will be invited through a letter from the Chair and Vice-Chair of the Executive Board. Each group will develop values, goals, metrics, and patterns/maps around their particular system and the group will speak with one voice on issues pertaining to Mountain Accord. Each group will have Co-Chairs appointed by the Executive Board and a technical facilitator from the consulting team.

The Co-Chairs will collectively agree on a consensus-based process to make recommendations on System Group outputs, which will be documented and distributed to participants. System Groups have an advisory role to the Executive Board; recommendations and outputs will be subject to Executive Board approval. System Group outputs and recommendations will be posted on the program website and public feedback collected. Feedback from the public will be summarized for Executive Board consideration.

The combined System Groups are referred to as the Stakeholder Forum.

6   Decision-Making & Conflict Resolution

6.1   Administrative Decisions

The Management Team will provide recommendations to the Executive Board for administrative decisions (such as board, group, or committee membership or chairs, budgets, methods, or general management). The Executive Board will approve administrative decisions through a simple majority vote by those present in person or by phone. The vote will be administered by the Chair or Vice-Chair or their designated representative. A vote for determining whether a matter is of administrative nature, if it is unclear, requires the support of two-thirds of the Executive Board members.

6.2   Milestone Approvals

During Phase I, substantive information regarding environment, recreation, transportation, and economy will be produced by the consulting team in cooperation with the System Groups. System Group Co-Chairs will present information and discuss conflicts at the Stakeholder Forum. Key information, outcomes, and conflicts will be communicated to the Executive Board during the process. Executive Board members are expected to review material and attend Stakeholder Forums (or send an appropriate designee) so they are informed of the issues at hand at the Executive Board meetings. The Executive Board will be asked to formally approve each milestone (existing/future conditions and metrics, system vision statement, idealized system configuration, combined scenarios, and preferred scenario) after Stakeholder Forum and public input.

Each milestone builds on the approval of the previous milestone, culminating in a final decision on a preferred scenario at the end of Phase I. Executive Board members agree not to re-visit milestone decisions that have been made according to the consensus-based process unless there is substantive new information or changes to the environment, laws, or regulations relevant to that decision.

6.3 Consensus-Based Decision-Making Process

The Executive Board will make substantive (non-administrative) decisions, including approvals at milestones, through a consensus-based process. A consensus-based process builds trust, encourages sharing of information, and provides an environment for collaborative problem solving. Consensus does not mean that everyone will be equally satisfied with the decision; rather, it means that the best decision was made given the agreed-upon process, stakeholders, and timeframe. Milestone decisions will be scheduled for discussion at Executive Board meetings. A Draft Decision Memo that summarizes the approval sought, supporting information, and public feedback will be circulated prior to the meeting. The goal will be to circulate the Memo at least five days before the meeting. The Executive Board will discuss the decision and the Program Manager will record any proposed changes or areas of conflict. After adequate discussion, the Chair or Vice-Chair will poll the Executive Board and the level of support will be recorded.

Executive Board members may indicate the following levels of support:

- Concurrence
- Concurrence with minor point of contention
- Consent to move forward with but disagree with outcome
- Waiver
- Dissent
- Indecision until more information is provided

The Program Manager will circulate a Final Decision Memo after the meeting that documents the Executive Board concurrence level and any outstanding issues. The goal of the Executive Board is to reach consensus at each milestone. Consensus is not reached if any Board members indicate indecision or dissent. If possible, Board members are expected to indicate potential dissent, concerns, or indecision to the Program Manager before the meeting. When consensus cannot be reached, the positions of dissenting Board members may be recorded in the Decision Memo for purposes of the public record and the conflict resolution process will be initiated.

Absentees

To keep the program schedule, it is important that those present are empowered to make decisions during the Executive Board meetings. If an Executive Board member cannot attend a meeting, the Board member may submit in writing his or her level of concurrence (with the exception of dissent or indecision) to the Program Manager before the meeting. Alternatively, the Board member may designate a representative that has participated in the process and is

knowledgeable of the issues to attend the meeting, participate in discussion, and indicate a level of support on behalf of the absent Board member. Board members who are absent and who have not completed the above actions waive their vote.

6.4 Conflict Resolution

Executive Board Approvals

In the case that the Executive Board cannot reach consensus on milestone approvals or other needed approvals within the timeframe specified by the Program Schedule, the Program Manager may:

- request that dissenting parties put their concerns in writing and/or provide a briefing paper to the Executive Board,
- call a special meeting to address the conflict, or
- elevate the issue to the Management Team to review the issue and propose a path forward.

The level of participation in Executive Board meetings and Stakeholder meetings by dissenting parties will be considered in the conflict resolution process.

If conflict remains after the Program Manager has implemented at least one of the aforementioned options, the Executive Board may decide to move forward without consensus. The decision would be made through an administrative vote. If the vote has the support of two-thirds of the Executive Board, it would be deemed a "near consensus decision." If the vote has the support of a simple majority but less than two-thirds of the Executive Board, it would be deemed a "majority without consensus decision." Any dissenting opinions would be documented in the Decision Memo and public materials would indicate the type of decision that was reached on that particular milestone.

Conflict Between System Groups

The Co-Chairs of the System Groups will address substantive conflict between the environment, recreation, economy, and transportation goals through the Phase I process. The Co-Chairs will bring the substance of the conflict to the Executive Board for discussion and feedback before and leading up to the milestone approval.

Conflict within System Groups

The System Group Co-Chairs will collectively agree on a conflict resolution process to use within the System Groups, which will be documented and distributed to participants.

7 Schedule

The schedule for the Phase I process is from October 2013 to January 2015. Milestones dates are as follows:

- Program Charter   February 2014
- Existing/ Future Conditions and Metrics for Each System   May 2014
- System Vision Statements   July 2014
- Idealized System Configurations   September 2014
- Combined Scenarios Developed from Idealized Systems   November 2014
- Preferred Scenario   January 2015

8 Meetings

8.1 Executive Board

Executive Board meetings are generally the second Monday of the month from 3:30-5:00 pm. Preliminary locations are listed below (to be finalized by the Program Manager). Meetings are open for public attendance and agendas and notes will be posted on the program website. Bolded dates indicate that a milestone decision is scheduled to be discussed.

Date		Time	Location
February 10, 2014 *Approve Program Charter*		*3:30-5:00 pm*	*Salt Lake County*
March 10, 2014		3:30-5:00 pm	Salt Lake County
April 14, 2014		3:30-5:00 pm	Salt Lake County
May 12, 2014 *Existing/Future Conditions*		*3:30-5:00 pm*	*Salt Lake County*
June 9, 2014		3:30-5:00 pm	Salt Lake County
July 14, 2014 *System Vision Statement & Metrics*		*3:30-5:00 pm*	*Alternate Location*
August 11, 2014 Idealized Systems		3:30-5:00 pm	Salt Lake County
September 8, 2014 *Idealized System Configuration*		*3:30-5:00 pm*	*Salt Lake County*
October 13, 2014		3:30-5:00 pm	Alternate Location
November 10, 2014 *Combined Scenarios*		*3:30-5:00 pm*	*Salt Lake County*
December 8, 2014		3:30-5:00 pm	Salt Lake County
January 12, 2015 *Preferred Scenario*		*3:30-5:00 pm*	*Alternate Location*
January 26, 2015 *Preferred Scenario (if needed)*		*3:30-5:00 pm*	*Salt Lake County*

8.2 Steering Committee

Steering Committee meetings are generally the first Thursday of the month from 9-10:30 am. Preliminary locations are listed below (to be finalized by the Program Manager). Meetings are open for public attendance and agendas and notes will be posted on the program website.

Date	Time	Location
February 7, 2014 (Fri)	9-10:30 am	Salt Lake County
March 6, 2014	9-10:30 am	Deer Valley
April 3, 2014	9-10:30 am	Salt Lake County
May 1, 2014	9-10:30 am	Salt Lake County
June 5, 2014	9-10:30 am	Salt Lake County
July 3, 2014	9-10:30 am	Alternate Location
August 7, 2014	9-10:30 am	Salt Lake County
September 4, 2014	9-10:30 am	Salt Lake County
October 2, 2014	9-10:30 am	Alternate Location
November 6, 2014	9-10:30 am	Salt Lake County
December 4, 2014	9-10:30 am	Salt Lake County
January 8, 2015	9-10:30 am	Alternate Location

8.3 Stakeholder Forums

Stakeholder Forums will be conducted per the schedule below. Meetings are open for public attendance and agendas and notes will be posted on the program website.

- Existing Conditions and Metrics   April 2014
- Idealized Systems   July 2014
- Combined Scenarios   October/November 2014
- Preferred Scenario (optional meeting)   December 2014

8.4 System Group Meetings

System Group meetings will be conducted at each step, with a total of up to 8 meetings per committee from February to October 2014. Meetings are open for public attendance and agendas and notes will be posted on the program website.

8.5 Public Meetings

Public meetings will be conducted at the following steps:

- Public Roll Out/ Scoping   February 2014
- Combined Scenarios/ Recommended Scenario   December 2014/ January 2015

Public information will also be disseminated at each milestone through the website and social media.

9 Communications and Ground Rules

9.1 Communication Principles

Mountain Accord communication principles include transparency, collaboration, productivity, and efficiency. Program information will be made available to the public on the program website. Information will presented in a way that is accessible to the general public, such as:

- Using plain English rather than industry jargon
- Avoiding acronyms
- Incorporating graphics, photos, and tables
- Avoiding lengthy paragraphs

9.2 Ground Rules for Meeting Participation

The following ground rules will apply to all Mountain Accord meetings:

- Everyone should participate, but no one should dominate
- Disagreement is expected, but refrain from hostility or antagonism
- Leave issues from other interactions, projects, and experiences at the door
- Start on time
- Leave the room to answer cell phone calls
- No side conversations
- No Interrupting

9.3 Document Reviews

To meet the program schedule, it is crucial that documents are reviewed in a timely manner. It is expected that each Executive Board agency compile comments into one list for their agency and that the agency resolve internally conflicting comments before submitting. Review times will be specified when the document is distributed, and it is expected that Executive Board

agencies meet the specified review time. Reviews will be concurrent with the Executive Board and other entities (such as Executive Board agency staff, Steering Committee, etc.).

9.4 Media

When speaking to the media on behalf of the Program, Executive Board members will use agreed-upon program information and messaging. The Program Manager is the official spokesperson for Mountain Accord. The Chair and Vice-Chair of the Executive Board or his/her designated representatives are the official spokespersons for the Executive Board.

10 Charter Amendments

The Program Manager will review the elements of the charter, including the program structure, with the Executive Board regularly (approximately quarterly) to determine its effectiveness at achieving Mountain Accord goals. This Program Charter may be updated at the end of Phase I to include a preferred scenario, an agreed-upon regional transportation corridor or mode, and a program of strategies and actions to implement the preferred scenario.

The Executive Board may amend this Program Charter through a consensus-based process.

11 Related Documents

11.1 Inter-local Program and Funding Agreement (ILA)

The ILA outlines the funding amounts for the public entities, in addition to describing the general program and executive and steering committees. The signatories to the ILA are a sub-set of this Program Charter signatories (i.e., counties, cities, Utah Transit Authority, Metropolitan Water District of Salt Lake and Sandy, and Utah Department of Transportation). The ILA designates a holding account that the Utah Transit Authority manages and assigns the Utah Transit Authority as administrator of program contracts. The conflict resolution process outlined in this charter supersedes that referenced in the ILA.

11.2 Project Management Plan

A Project Management Plan will describe in more detail the organization, staffing, roles and responsibilities, communications and coordination, public relations plan, project management and controls, and risk management. The Project Management Plan will be a living document that can be revised as the program progresses.

11.3 Agency Coordination Plan

The National Environmental Policy Act (NEPA) requires an agency coordination plan for Environmental Impact Statement projects falling under the Federal Transit Administration or Federal Highway Administration rules. The plan outlines concurrence points and review times, among other things, for all the federal, state, and local agencies that have a regulatory role in the EIS process. The plan would likely include state and federal regulatory agencies that are not signatories to this Program Charter. An Agency Coordination Plan will be developed for Phase II.

MOUNTAIN ACCORD

The Executive Board has approved the Program Charter and is in the process of signing it as of March 2014.

Mayor Ben McAdams, Salt Lake County, Chair	Date
Council Member Chris Robinson, Summit County, Vice-Chair	Date
Michael Allegra, Utah Transit Authority	Date
Representative Johnny Anderson, Utah Legislature	Date
Lane Beattie, Salt Lake Chamber of Commerce	Date
Mayor Ralph Becker, Salt Lake City	Date
Council Member Andy Beerman, Park City	Date
Council Member Steve Capson, Wasatch County	Date
Mayor Kelvyn Cullimore, Cottonwood Heights	Date
Representative Brad Dee, Utah Legislature	Date

Signatures (continued)

Mayor Tom Dolan, Sandy City   Date

Carl Fisher, Save Our Canyons   Date

Andrew Gruber, Wasatch Front Regional Council   Date

Nathan Lee, Utah Department of Transportation   Date

Alan Matheson, State of Utah   Date

Peter Metcalf, Outdoor Industry Association   Date

President Wayne Niederhauser, Utah Legislature   Date

Mayor Tom Pollard, Town of Alta   Date

Nathan Rafferty, Ski Utah   Date

Mike Wilson, Metropolitan Water District of Salt Lake and Sandy   Date

Signatures (continued)

Federal Partners

Federal agencies are participating in the Mountain Accord Phase I process to inform the Executive Board and project team as to compliance with federal requirements for potential future actions. Federal agencies will be non-voting during Phase I.

_____   _____

Linda Gehrke, Federal Transit Administration   Date

_____   _____

Ivan Marrero, Federal Highway Administration   Date

_____   _____

Dave Whittekiend, US Forest Service   Date