

Coordination Plan

Heber Valley Corridor Environmental Impact Statement

Lead agency:
Utah Department of Transportation

March 23, 2022

Contents

1.0	Introduction	1
1.1	Purpose of This Coordination Plan	1
1.2	Project Overview and History	2
1.2.1	Project Overview	2
1.2.2	Project History	4
2.0	Lead, Cooperating, Participating, and Other Agencies and the Public	5
2.1	Lead Agency	5
2.2	Cooperating Agencies	6
2.3	Participating Agencies	7
3.0	Agency Coordination, Public Involvement, and Scheduling	9
3.1	Cooperating and Participating Agencies	12
3.2	Public Involvement	12
4.0	Additional Agency Coordination	13
4.1	Project Development	13
4.2	Permits, Licenses, and Approvals	13
5.0	Issue Identification and Resolution	15
6.0	Revision History	15
7.0	References	15

Tables

Table 2-1.	Lead Agency Contacts	5
Table 2-2.	Cooperating Agency Contacts	6
Table 2-3.	Participating Agency Contacts	7
Table 3-1.	Schedule for the Heber Valley Corridor EIS Process	9
Table 4-1.	Permits, Licenses, and Approvals That Might Be Needed to Support an Action Alternative	14

Figures

Figure 1.	Project Area	3
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Appendixes

Appendix A.	Public Involvement Plan	
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1.0 Introduction

The Utah Department of Transportation (UDOT) is preparing an environmental impact statement (EIS) to evaluate transportation solutions to improve mobility through the Heber Valley and the operation of U.S. Highway 40 (U.S. 40). The EIS will be prepared according to the procedural provisions of the National Environmental Policy Act (NEPA) and other laws, regulations, and guidelines of the Federal Highway Administration (FHWA). This document conforms to the requirements of UDOT, the project sponsor and lead agency.

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 United States Code 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 of 1969. The purpose of the plan is to coordinate public and agency participation and comment on the NEPA environmental review process. The plan should explain how the public, agencies, and local governments are given opportunities to provide input.

This coordination plan will guide the lead agency through the agency and public coordination activities for the Heber Valley Corridor EIS. As a result of NEPA Assignment, 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 Heber Valley Corridor EIS are discussed further in Section 2.2, Cooperating Agencies.

Participating Agencies. Participating agencies are defined by SAFETEA-LU as those agencies that have an interest in a project. Federal, state, tribal, regional, or local government agencies may serve as participating agencies. Nongovernmental organizations and private entities cannot serve as participating agencies. Participating agencies for the Heber Valley Corridor EIS are discussed further in Section 2.3, Participating Agencies.

NEPA Assignment. NEPA Assignment allows UDOT to assume the responsibilities of 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 United States Code 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

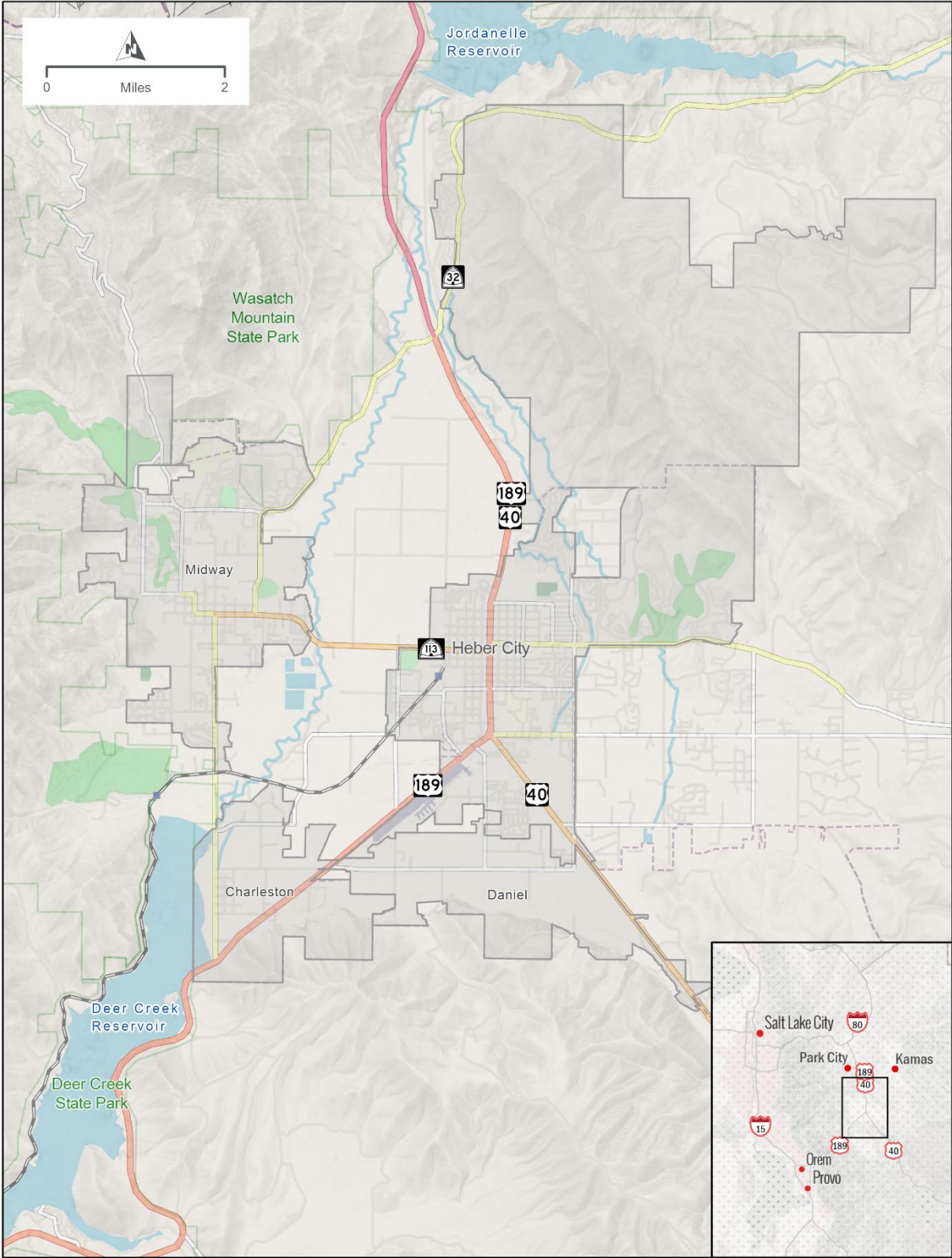
UDOT will prepare an EIS to evaluate transportation solutions to improve mobility through the Heber Valley and the operation of U.S. 40 in Wasatch County, Utah. The proposed project study area is centered on U.S. 40 from State Route (S.R.) 32 to its intersection with U.S. 189 (Figure 1). The study area expands to include about 1.5 miles west of U.S. 40, 1.5 miles east of U.S. 40, and 1.5 miles south of the intersection of U.S. 40 and U.S. 189.

UDOT initiated an early scoping process in the spring of 2020 to provide information and solicit input. During early scoping, UDOT conducted a traffic and safety technical analysis and coordinated with agencies, stakeholders, and the public to identify transportation needs, preliminary alternatives, and potentially significant environmental issues. A public early scoping meeting was held on August 27, 2020. Based on early scoping, UDOT developed a draft purpose and need statement. UDOT published a Notice of Intent (NOI) on May 11, 2021, soliciting comments on the draft purpose and need, the alternatives, and the scope of the NEPA analysis that was developed during early scoping. Based on scoping comments, UDOT revised the purpose and need. The *Purpose and Need Technical Report*, an *Early Scoping Summary Report*, and the *Scoping Summary Report* are available on the project website at <https://hebervalleyeis.udot.utah.gov>.

The purpose of the Heber Valley Corridor Project is to improve regional and local mobility on U.S. 40 from S.R. 32 to U.S. 189 and provide opportunities for nonmotorized transportation while allowing Heber City to meet their vision for the historic town center. The evaluation of transportation needs in the Heber Valley is focused on U.S. 40 because it is the only principal arterial in the valley. The character and function of U.S. 40 changes from a 65-miles-per-hour (mph) limited-access freeway north of town to a 35-mph Main Street in Heber City with signalized intersections. Throughput on U.S. 40 is traded for increased access within Heber City's historic core, resulting in congestion and delay.

Portions of U.S. 40 are currently operating at failing conditions, and these conditions will continue to get worse with increasing population. All signalized intersections on U.S. 40 are currently operating at acceptable conditions, but they are expected to operate at failing conditions during the PM peak hour by 2050 if no improvements are made. Queue lengths (vehicles backed up waiting to get through an intersection) during the PM peak hour will increase and spill back to other intersections and onto U.S. 40

Figure 1. Project Area



north of town where the posted speed is 55 mph, resulting in safety concerns. Additionally, increased traffic on Main Street has disrupted the traditional feel with increased noise and pedestrian safety concerns.

UDOT is proposing to provide additional north-south capacity through either constructing a bypass road or improving existing roads. UDOT will consider a range of alternatives based on the purpose of and need for the project and taking into account agency and public input. The currently contemplated alternatives include (1) taking no action, (2) improvements to U.S. 40 such as adding lanes and intersection improvements, (3) improvements to existing roads other than U.S. 40, (4) a one-way-couplet system, (5) a new bypass west of U.S. 40, (6) a new bypass east of U.S. 40, (7) Transportation System Management (TSM), (8) transit, and (9) other reasonable alternatives if identified during the EIS process. Alternatives that do not meet the project's purpose and need or that are otherwise not reasonable will not be carried forward for detailed consideration in the EIS.

1.2.2 Project History

As communities grow, traffic and congestion increase in the center of town. Many Cities consider rerouting through traffic from the center of town to the periphery to improve mobility, safety, and quality of life in the downtown area. Heber City and Wasatch County have been considering a bypass road around Heber City for more than 20 years. A bypass has been identified in several previous planning documents including:

- *Heber City Highway Bypass Study* prepared for UDOT, Mountainland Association of Governments (MAG), Heber City, and Wasatch County (PEC 2008)
- *Wasatch County General Plan 2001–2016* (Wasatch County 2010)
- *Heber City General Plan, Chapter 3, Transportation Plan* (Heber City 2017)
- *Heber Valley Parkway Planning Study* prepared for UDOT, MAG, Heber City, and Wasatch County (Avenue Consultants 2019)
- *Heber City Envision 2050 General Plan* (Heber City 2020)

These previous studies have focused on a western bypass generally running north-south near 1200 West/Southfield Road between U.S. 189 and S.R. 113 and connecting back to U.S. 40 near 850 North. The studies have shown various alignments through the North Fields (the undeveloped land north of Heber City and west of U.S. 40). The 2019 study also showed a variation on the southern end with the bypass connecting to U.S. 189 farther west, skirting the west edge of the sewer farm at Edwards Lane.

Although UDOT is aware of these previous planning studies and corridor-preservation efforts, the EIS will not assume that a bypass will be the selected alternative. Previous studies will inform the EIS regarding key issues and recommendations, but they will not direct any specific alternatives or outcomes. UDOT will develop transportation alternatives to address the project need, and these alternatives might include a variety of solutions including but not limited to reconfiguring Main Street, improving roads in the area, and constructing new roads.

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

2.1 Lead Agency

The lead agency for the Heber Valley Corridor EIS is UDOT. UDOT’s contacts for the project are listed in Table 2-1.

Table 2-1. Lead Agency Contacts

Name and Organization	Title	Contact Information
Craig Hancock UDOT	Project Manager	Phone: (801) 928-9158 Email: chancock@utah.gov
Naomi Kisen UDOT	Environmental Lead	Phone: (801) 965-4005 Email: nkisen@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 Heber Valley Corridor EIS are listed in Table 2-2.

Table 2-2. Cooperating Agency Contacts

Name and Organization	Title	Contact Information
Hollis G Jencks U.S. Army Corps of Engineers	Project Manager	U.S. Army Corps of Engineers Utah Regulatory Office 533 W 2600 S, Suite 150 Bountiful, UT 84010 Hollis.G.Jencks@usace.army.mil (801) 295-8380 ext. 8318
Matt Hubner U.S. Environmental Protection Agency	Transportation Section Lead	EPA Region 8 (8EPR-N) 1595 Wynkoop Street Denver, CO 80202-8917 hubner.matt@epa.gov (303) 312-6500

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 Heber Valley Corridor EIS are listed in Table 2-3.

Table 2-3. Participating Agency Contacts

Name and Organization	Title	Contact Information
Rita Reisor U.S. Fish and Wildlife Service	Botanist	U.S. Fish and Wildlife Service Utah Field Office 2369 West Orton Circle, Suite 50 West Valley City, UT 84119 rita_reisor@fws.gov (801) 975-3330
Brittany White Bureau of Reclamation	Fish & Wildlife Biologist	Bureau of Reclamation Provo Area Office 302 East Lakeview Parkway Provo, UT 84606 blwhite@usbr.gov (801) 379-1052
Mark Holden Utah Reclamation, Mitigation and Conservation Commission	Executive Director	Utah Reclamation, Mitigation and Conservation Commission 230 South 500 East, Suite 230 Salt Lake City, UT 84102-2045 mholden@usbr.gov (801) 524-3146
Shane Hill Utah Division of Wildlife Resources	Project Manager	Utah Division of Wildlife Resources, Central Region 1115 N. Main Street Springville, UT 84663 sahill@utah.gov (385) 985-7526
Sindy Smith Resource Development Coordinating Committee (RDCC)/Public Lands Policy Coordinating Office (PLPCO)	RDCC Coordinator	PLPCO PO Box 141107 Salt Lake City, UT 84114-1107 sindysmith@utah.gov (801) 537-9023

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Table 2-3. Participating Agency Contacts

Name and Organization	Title	Contact Information
Shawn Seager Mountainland Association of Governments	Director of Regional Planning	Mountainland Association of Governments 586 East 800 North Orem, UT 84097 sseager@mountainland.org (801) 824-1066
Matt Brower Heber City	City Manager	Heber City 75 N. Main Street Heber City, UT 84032 mbrower@ci.heber.ut.us (435) 657-7885
Dustin Grabau Wasatch County	Assistant County Manager	Wasatch County 25 N. Main Street Heber City, UT 84032 dgrabau@wasatch.utah.gov (435) 657-3310
Michael Henke City of Midway	City Planner	City of Midway 75 North 100 West PO Box 277 Midway, UT 84049 mhenke@midwaycityut.org (435) 654-3223 x105

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
- 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

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 3-1 summarizes key coordination activities and the expected completion dates.

Table 3-1. Schedule for the Heber Valley Corridor EIS Process

Milestone or Activity	Participants	Actions	Completion Date
Early Scoping (pre-NOI)			
Early scoping open house	Lead agency, agencies, public	Lead agency held open house to educate the public on the NEPA process, identify issues that should be evaluated in detail, form the scope of analysis to be conducted, and provide an opportunity for public involvement on defining the purpose and need and consideration of range of alternatives. The early scoping notice informed the public that a separate EIS scoping meeting after release of the NOI might not be conducted. A 37-day public comment period ran from August 27 through October 3, 2020. A summary is available on the project website: Early Scoping Summary Report .	August 27, 2020
Agency coordination meeting	Lead agency, select agencies	Lead agency held an agency coordination meeting with the U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, U.S. Fish and Wildlife Service, and Utah Division of Wildlife Resources during the early scoping period to identify issues early. These agencies were identified because there is a large wetland complex northwest of Heber City, and it is possible or likely that these agencies would have jurisdiction by law or special expertise with respect to the environmental impacts of the project. A summary of the meeting is included in the Early Scoping Summary Report .	August 27, 2020

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Table 3-1. Schedule for the Heber Valley Corridor EIS Process

Milestone or Activity	Participants	Actions	Completion Date
NOI and Scoping			
Notice of Intent (NOI)	Lead agency	Lead agency prepared and published the NOI. The NOI included information about the 45-day comment period (April 30 through June 14, 2021) soliciting comments on the draft purpose and need, the alternatives, and the scope of the NEPA analysis that was developed during early scoping. The NOI included a link to the website for the Draft Purpose and Need Technical Report, the Phase 1 Summary Report, and the Early Scoping Summary Report to allow the public to review and provide any further input during the 45-day scoping comment period. Notice of the scoping process was published in newspapers, social media, and email updates.	May 11, 2021
Letters of invitation	Lead agency	Lead agency prepared invitation letters for cooperating and participating agencies.	April 7, 2021
Agency meeting	Lead, cooperating, and participating agencies	Lead agency held the agency scoping meeting. A summary of the meeting is included in the Scoping Summary Report Appendix .	April 29, 2021
Coordination plan	Lead agency	Lead agency developed a coordination plan to disclose the agency and public involvement plan. The coordination plan will be updated as the project progresses and published on the project website: Coordination Plan .	June 2, 2021
Scoping report	Lead agency	Lead agency prepared a report that summarizes scoping activities and comments. The report is available on the project website: Scoping Summary Report .	September 20, 2021
Purpose and Need, Alternatives			
Develop purpose and need	Lead, cooperating, and participating agencies, and public	Lead agency developed draft purpose and need based on input from early scoping process and provided opportunity for agency and public input during the 45-day comment period for scoping. UDOT revised the purpose and need based on scoping comments to include nonmotorized transportation as a primary purpose, available on the project website: Purpose and Need Technical Report .	Revised September 20, 2021
Develop methodology for alternatives screening and selection	Lead, cooperating, and participating agencies, and public	Lead agency developed criteria for how alternatives will be screened. Lead agency provided opportunity for agency and public input during the 45-day comment period for scoping, and again during the 30-day comment period for alternatives (October 5 to November 4, 2021).	October 5, 2021

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Table 3-1. Schedule for the Heber Valley Corridor EIS Process

Milestone or Activity	Participants	Actions	Completion Date
Develop initial range of alternatives	Lead, cooperating, and participating agencies, and public	Lead agency used information received during early scoping and scoping to identify initial alternatives. Lead agency held alternatives development meetings on October 5 and 6, 2021. Opportunity for additional input on alternatives and screening criteria provided during a 30-day comment period (October 5 to November 4, 2021).	October 5, 2021
Identify appropriate level of detail for alternatives analysis	Lead, cooperating, and participating agencies, and public	Through continual coordination, lead agency develops and documents guidelines for the appropriate level of detail for the alternatives analysis.	Expected spring 2022
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.	Expected spring 2022
Prepare EIS			
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.	Expected winter 2022
Identify the preferred alternative	Lead and cooperating agencies	Lead agency identifies the preferred alternative with input from cooperating agencies.	Expected winter 2022
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 .	Expected early 2023
Compile and respond to comments on Draft EIS	Lead agency	Lead agency compiles, categorizes, and responds to comments received on the Draft EIS.	Expected early 2023
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.	Expected spring 2023
Project approval	Lead agency	Lead agency approves the project.	Expected summer 2023
Release Final EIS and ROD	Lead agency	Lead agency releases the Final EIS and ROD with the NOA in the Federal Register.	Expected summer 2023

3.1 Cooperating and Participating Agencies

UDOT asked 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 3-1 above).

3.2 Public Involvement

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

Early Scoping/Purpose and Need. The public open house during early scoping was held on August 27, 2020. Public comments helped to identify key project concerns that UDOT used in developing the purpose and need statement and can be used in developing the alternatives and gathering data for impacts analysis. This meeting emphasized receiving input from the public and agencies to develop the purpose and need, alternatives to consider, and scope of analysis. The early scoping notice included language to inform the public that a separate EIS scoping meeting after release of the NOI might not be conducted. A 37-day public comment period was provided. A summary of early scoping is available on the project website: [Early Scoping Summary Report](#).

Scoping. After development of the project purpose and at the conclusion of early scoping, UDOT published the NOI. The NOI provided information about the 45-day comment period for comments on the draft purpose and need, the alternatives, and the scope of the NEPA analysis that was developed during early scoping. The NOI included a link to the project website for the Draft Purpose and Need Technical Report, Phase 1 Summary Report, and the Early Scoping Summary Report to allow the public to review and provide any further input during the 45-day scoping comment period. Notice of the scoping process was published in newspapers, social media, and email updates. With this format, no public scoping open house will be held.

Development and Screening of Alternatives. UDOT built on the information gained through early scoping and scoping to develop a range of project alternatives and screening criteria. UDOT held two public meetings to present conceptual alternatives and screening criteria for public review and comment. A virtual public meeting was held on October 5, 2021, and an in-person open house was held on October 6, 2021. A 30-day public comment period ran from October 5 to November 4, 2021. UDOT will consider comments submitted by the public, cooperating agencies, and participating agencies as it develops alternatives for 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 ROD. 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 (<https://hebervalleyeis.udot.utah.gov/>) 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 group and the Twitter and Instagram 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.

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. UDOT will schedule additional meetings with representatives of the cooperating and participating agencies to discuss specific concerns and ideas.

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 a ROD is issued. 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 4-1 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 4-1. 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 may affect endangered species, consultation would occur during the EIS process.	U.S. Fish and Wildlife 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 Department of Natural Resources
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	June 2, 2021	A. Clayton	Draft for review by cooperating agencies
B	March 23, 2022	A. Clayton	Update to reflect progress and adjust schedule
C			
D			
E			

7.0 References

Avenue Consultants

2019 Heber Valley Parkway Planning Study. July.

Heber City

2017 Heber City General Plan, Chapter 3: Transportation Plan 2017. Update to the July 3, 2003, General Plan. http://heber-ut.granicus.com/DocumentViewer.php?file=heber-ut_291762f131b7aaf4d6e1539ca3b066f9.pdf. October 24.

2020 Heber City Envision 2050 General Plan. <https://envisionheber.com/GeneralPlan/HeberCityGeneralPlan.pdf>. Adopted March 17.

[PEC] Project Engineering Consultants

2008 Heber City Highway Bypass Study. 2008.

Wasatch County

2010 General Plan 2001–2016. Amended February 2010.

Public Involvement Plan

Heber Valley Corridor Environmental Impact Statement

Lead agency:
Utah Department of Transportation

March 23, 2022

Contents

1.0	Background and Purpose	1
2.0	Team Leadership	2
3.0	Public Involvement Goal	2
4.0	Public Involvement Objectives	2
5.0	Public Involvement Strategies	2
6.0	Audiences and Key Stakeholders	2
6.1	Economic	3
6.2	Residents	3
6.3	Municipalities, Community Services and Elected Officials	3
6.4	Agencies	4
6.5	Environmental Groups	4
6.6	Recreation Groups	4
7.0	Key Messages	5
8.0	Strategies and Tactics	6
8.1	Public Engagement	6
8.2	Digital Media	6
8.3	Public Information	7
8.4	Early Scoping Virtual Public Meeting	8
8.5	NEPA Scoping	9
8.6	Alternatives Open House	9
8.7	Draft EIS Public Hearing	10
8.8	Decision Open House	10
9.0	Anticipated Project Timeline	11

Tables

Table 1.	Public Engagement Tactics	6
Table 2.	Digital Media Tactics	7
Table 3.	Public Information Tactics	7
Table 4.	Early Scoping Virtual Public Meeting Tactics	8
Table 5.	NEPA Scoping Tactics	9
Table 6.	Alternatives Development Tactics	9
Table 7.	Draft EIS Public Hearing Tactics	10
Table 8.	Decision Tactics	10
Table 9.	Anticipated Project Timeline	11

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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 transportation solutions to improve mobility through the Heber Valley and the operation of Heber City Main Street (U.S. 40). The Heber Valley Corridor (HVC) 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 Heber Valley is a rapidly growing community located in Wasatch County. Heber City is within Heber Valley and is known for its attractive quality of life that offers a mixture of small-town charm, modern-day conveniences, and quick access to year-round recreational opportunities. It's close proximity to world class ski resorts and recreational opportunities such as walking, hiking, snowmobiling, biking, golfing, and fly fishing make it a rising tourist destination for outdoor recreationists and potential new residents. As such, the population in the Heber Valley has doubled over the last 17 years and is expected to double again by 2050. This growth is leading to congestion on Heber City Main Street (U.S. 40) in Heber City, particularly during the summer when regular traffic is joined by recreational, where traffic volumes are above the annual average for 5 months of the year (April through August) in downtown Heber City. It is also estimated that Heber City Main Street is already nearing capacity today and will not be able to handle the full future traffic demands as population and visitation increase.

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 input to the study.

Engagement throughout the process helps UDOT identify stakeholder 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.

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 or issues. Any significant changes in this strategy will be discussed with the study team and must be approved by UDOT.

Due to current public health issues relating to COVID-19 (Spring 2020-Spring 2022), UDOT will actively pursue public involvement approaches and tactics that allow the study team and stakeholders an opportunity to participate in accordance with local, state and federal health department recommendations. There is uncertainty regarding public meetings due to the COVID-19 pandemic, therefore it may be necessary to revise this plan and the format of public meetings to adjust to the situation.

2.0 Team Leadership

Craig Hancock, UDOT Project Manager

Andrea Clayton, HDR, Consultant Project Manager

Naomi Kisen, UDOT Environmental Lead

John McPherson, HDR Environmental Lead

Geoff Dupaix, UDOT Region Three Communications Manager

Brianna Binnebose, Penna Powers Public Involvement and Communications Lead

3.0 Public Involvement Goal

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

4.0 Public Involvement Objectives

- Increase understanding of the HVC EIS process.
- Increase awareness of the HVC EIS purpose and need, alternatives, and environmental analysis.
- Provide stakeholders and the public with opportunities to provide input.
- Ensure public and stakeholder input are appropriately and fairly included in the HVC EIS process.

5.0 Public Involvement Strategies

- Inform stakeholders and the public of the HVC EIS process and timeline.
- Inform key audiences about the purpose and need, alternatives, and environmental analysis 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

Key stakeholders are audiences that are integral to achieving the study's objectives and goals. They are motivated by varying interests and represent influential or interested groups. 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.

6.1 Economic

Possible motivators: Concerned with impacts that might result in traffic congestion, noise, and perceived safety concerns on Heber Main Street (U.S. 40) 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:

- Restaurants
- Hotels
- Outdoor recreation companies
- Developers
- Businesses located on Heber Main Street
- Employees of businesses in the Heber Valley
- Heber Valley Chamber of Commerce
- Trucking industry
- Agricultural industry

6.2 Residents

Possible motivators: Concerned with impacts to their quality of life caused by increased traffic and/or parking in their neighborhoods and potential alternatives that may impact them. Public comments from residents include concerns regarding property devaluation, noise, litter/trash, light pollution, safety of children and pets, air quality, water quality/culinary well impacts, etc.

Examples of residential stakeholders include but are not limited to:

- Study area residents
- Owners of non-commercial properties

6.3 Municipalities, Community Services 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 safety and traffic congestion and those 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:
 - Heber City
 - Wasatch County
 - Midway
 - Charleston
 - Daniel

- Heber Valley Special Services District
- Heber Power and Light
- Emergency services
- Wasatch County Housing Authority/Mountainlands Community Housing Trust
- Regional government:
 - Mountainland Association of Governments

6.4 Agencies

Possible motivators: Interested in alternatives that would impact the resources they manage or require a decision-making action from their respective agencies. See also Heber Valley Corridor EIS Coordination Plan for agency coordination.

- State government:
 - Resource Development Coordinating committee (RDCC)/ Public Lands Coordinating Office
 - Utah Division of Wildlife Resources
- Federal government:
 - Federal Highway Administration
 - Environmental Protection Agency
 - Federal Aviation Administration
 - Bureau of Reclamation
 - U.S. Army Corps of Engineers
 - U.S. Fish & Wildlife Service

6.5 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:

- Wasatch County Open Lands Board
- Pure Midway

6.6 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
- Wasatch Trails Foundation
- Heber Valley Railroad Foundation

7.0 Key Messages

The Utah Department of Transportation’s (UDOT) mission is to keep Utah moving while enhancing the quality of life through transportation improvements in our state. UDOT is conducting an Environmental Impact Statement (EIS) to evaluate potential transportation solutions to improve mobility through the Heber Valley and the operation of Heber City Main Street (U.S. 40).

- The first step in the EIS process is to develop the purpose and need that will be used to identify a transportation solution. UDOT will work with the public, agencies, elected officials and a wide variety of stakeholders to seek input on the purpose and need for the project.
- Once the purpose and need is identified, UDOT will develop transportation alternatives to address the project need, which may include a variety of solutions including but not limited to: reconfiguration of Main Street, improvements to other area roads, and construction of new roads.
- The EIS will be process and data driven with no predetermined outcome; the public will have opportunities to provide the project team with information for consideration in the decision-making process.

The EIS will start fresh with an in-depth look at needs to make sure UDOT understands the transportation issues and will evaluate a range of alternatives.

- Information from previous studies will be evaluated for use in the EIS, but the EIS is not relying solely on the recommendations and findings of other studies to identify needs or potential alternatives.
- The selection of the preferred alternative will be made using an objective, data-driven approach that is informed by all public input received during the various comment periods throughout the process alongside the technical data and analysis.
- Commenting is not a vote on an alternative. UDOT will consider input from the public, stakeholders, and agencies when they decide on the preferred alternative.

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, the stakeholder working group and social media.

Public input is one of several elements that will be considered. UDOT will also consider technical data, established environmental policies and agency input.

8.0 Strategies and Tactics

8.1 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 HVC 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.
- Identify and resolve potential concerns or questions

Table 1. Public Engagement Tactics

Tactic	Target Audience	Resource	Deliverable or Outcome
Stakeholder mapping exercise	Project Management Team	Meeting	Key Stakeholder section of this plan
Stakeholder contact and comment database	Project Management Team	Online database	Records in online database of stakeholder contact information; notes on interactions with stakeholders and official public comments
Stakeholder outreach: Process education; One-on-one and small group stakeholder interviews; Stakeholder working group (online options will be provided); project team will conduct additional stakeholder meetings upon request and on a first-come, first-served basis (up to one meeting per quarter or four per calendar year)	Agencies All key stakeholder groups	Open House Meetings	Meeting summary reports <i>Frequently Asked Questions</i> Stakeholder database records
Reports to local government throughout the EIS process	Agencies Municipalities	Email Meetings	Monthly email updates E-newsletter Presentation outline and attendance at meetings
Local government presentations at major milestones of the EIS process	Municipalities All stakeholders	Presentations	Presentation outline and attendance at meetings

8.2 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 HVC 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 2. 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 All stakeholders	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 All stakeholders	Consultant’s geographical information systems (GIS) group	Interactive map
Social media engagement and conversation monitoring, including a project Facebook group	All stakeholders	UDOT Region Three & 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 and E-newsletters	All stakeholders	UDOT Region Three & Central Communications and consultant team; other resources to be determined	Videos and E-newsletters to provide information re: the study process, alternatives, methodology and milestones
Stakeholder contact and comment database	See Table 2 above		

8.3 Public Information

Public Information Strategy: Proactively provide information to stakeholders about the study and its progress, including the HVC EIS process, purpose and need, alternatives and environmental analysis, and timeline.

- Inform key audiences about the HVC EIS process and timeline.
- Inform key audiences about the purpose and need and 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. 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, visual aids, factsheets, media release
Email updates issued to stakeholder contact list at major milestones	All stakeholders	Stakeholder database software	Email updates
Website	See Table 3 above		

Table 3. Public Information Tactics

Tactic	Target Audience	Resource	Deliverable or Outcome
Social media	See Table 3 above		
Project information videos	See Table 3 above		
Public engagement activities	See Table 3 above		

8.4 Early Scoping Virtual Public Meeting

Early Scoping Virtual Public Meeting Strategy: Conduct public educational meeting to supplement the NEPA process using an open house format.

- Educate the public on the NEPA process
- Identify issues that should be evaluated in detail
- Form the scope of analysis to be conducted and provide an opportunity for public involvement on defining the purpose and need and consideration of range of alternatives.
- 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. Early Scoping Virtual Public Meeting Tactics

Tactic	Target Audience	Resource(s)	Deliverable or Outcome
Educate the public on the NEPA process and opportunities to be involved	Agencies Economic Environmental Municipalities Recreation Residents	Major newspaper(s) in the area; partner, agency, and stakeholder social media networks	Notice(s), social media content, email update, media release
Conduct the meeting to provide NEPA process information and seek input on the project needs through a 30-day comment period; provide online option	Agencies Economic Environmental Municipalities Recreation Residents	Visual aids, comment forms, stakeholder database, study website	<u>Public comments</u> ; <u>Early Scoping Summary Report</u> ; <u>Frequently Asked Questions</u>

8.5 NEPA Scoping

NEPA Scoping Strategy: Publish the NOI and a pre-scoping report with information gathered on key issues and alternatives to be considered to allow the public to review and provide any further input during the 30-day scoping comment period.

- Solicit public input on the draft purpose & need and associated screening criteria.
- Inform key audiences about the HVC EIS process,
- 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. NEPA Scoping Tactics

Tactic	Target Audience	Resource(s)	Deliverable or Outcome
Issue notifications to the public about the opportunity to comment	Agencies All stakeholders	Major newspaper(s) in the area; partner, agency, and stakeholder social media networks	Legal notice(s), social media content, email update, media release
Conduct the scoping 30-day comment period to provide study information to stakeholders and collect public input	Agencies All stakeholders	Visual aids, comment forms, stakeholder database, study website	Public comments; <i>Scoping Summary Report</i> <i>Frequently Asked Questions</i>

8.6 Alternatives Open House

Alternatives Open House Strategy: Conduct an alternatives development public meeting using an open house format.

- Describe the purpose and need and how it's used to develop alternatives.
- Establish a range of alternatives for consideration.
- Encourage input from meeting 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 Development Tactics

Tactic	Target Audience	Resource	Deliverable or Outcome
Issue notifications to the public about the opportunity to comment and to attend the meeting in person or online	Agencies All stakeholders	Major newspaper(s) in the area; partner, agency and stakeholder social media networks	Notice(s), social media content, media release
Conduct the meeting to provide study information to stakeholders and collect public input through a 30-day comment period; provide online option	Agencies All stakeholders	Visual aids, comment forms, stakeholder database, study website	Public comments; <i>Meeting Summary Report</i> <i>Frequently Asked Questions</i>

8.7 Draft EIS Public Hearing

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

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

Table 7. Draft EIS Public Hearing Tactics

Tactic	Target Audience	Resource	Deliverable or Outcome
Issue notifications to the public about the opportunity to comment and to attend the public hearing in person or online	Agencies All stakeholders	Major newspaper(s) in the area; partner, agency and stakeholder social media networks	Legal notice(s), social media content, media release
Conduct the public hearing to provide study information to stakeholders and collect public input through a 45-day comment period; provide online option	Agencies All stakeholders	Visual aids, comment forms, stakeholder database, study website, court reporter	Public comments; <i>Meeting Summary Report</i> <i>Frequently Asked Questions</i> Response to Comments in the Final EIS

8.8 Decision Open House

Decision Open House Strategy: Conduct a public meeting to present Final EIS and Record of Decision using an open house.

- Present the Final EIS findings.
- Describe any revisions and responses to comments from the Draft EIS and the next steps.
- Provide opportunities for an open dialogue with the study team.

Table 8. Decision Tactics

Tactic	Target Audience	Resource	Deliverable or Outcome
Issue notifications to the public about the opportunity to attend the open house in person or online	Agencies All stakeholders	Major newspaper(s) in the area; partner, agency and stakeholder social media networks	Notice(s), social media content, media release
Conduct the open house to provide study information to stakeholders; provide online option	Agencies All stakeholders	Visual aids, comment forms, stakeholder database, study website	<i>Meeting Summary Report</i>

9.0 Anticipated Project Timeline

Table 9. Anticipated Project Timeline

Schedule	Activity
Spring 2020 – Fall 2020	Pre-Scoping <ul style="list-style-type: none"> • Establish stakeholder working groups • Local government presentations • Website launch • Media release • <i>Pre-scoping public open house and 30-day comment period</i>
Winter 2020– Summer 2021	NEPA Scoping <ul style="list-style-type: none"> • Local government presentations • Stakeholder working group meetings • Media release • Website and social media updates • Email updates • <i>30-day comment period</i>
Summer 2021 – Spring 2022	Alternatives Development <ul style="list-style-type: none"> • Local government presentations • Stakeholder working group meetings • Media release • Website and social media updates • Email updates • <i>Alternatives public open house and 30-day comment period</i>
Spring 2022 – Fall 2022	Prepare Draft EIS <ul style="list-style-type: none"> • Local government updates • Email updates • Social media updates
Winter 2022 – Winter 2023	Draft EIS <ul style="list-style-type: none"> • Local government presentations • Stakeholder working group meetings • Media release • Website and social media updates • Email updates • <i>DEIS public hearing and 45-day comment period</i>
Spring 2023 – Fall 2023	Final EIS and Record of Decision <ul style="list-style-type: none"> • Local government presentations • Stakeholder working group meetings • Media release • Website and social media updates • Email updates • <i>Decision public open house</i>