

Chapter S: Summary

S.1 What is the purpose of the project?

The purpose of the Heber Valley Corridor Project is to **improve regional and local mobility on US-40 from River Road/SR-32 to US-189 and provide opportunities for nonmotorized transportation while allowing Heber City to meet their vision for the historic town center.**

The growth and mix of regional and local traffic on Main Street have outgrown the design and capacity of the transportation system. When traffic levels were low, one facility could accommodate the transportation needs of both regional and local travel. As Heber City and the surrounding region have grown, US-40/Main Street no longer functions well for either regional or local transportation, as demonstrated by increasing congestion levels and long travel times. With the Heber Valley Corridor Project, UDOT intends to improve conditions related to the following transportation needs through the project's design year (2050):

- The **regional mobility** and functionality of the National Highway System are hampered through downtown Heber City by increasing traffic, numerous traffic signals, and friction with side streets and driveways, resulting in congestion and long travel times. These conditions will get worse as population and the resulting traffic grow. Future regional mobility on US-40 north of Heber City is threatened by extensive ongoing and planned development.
- **Local mobility** is hampered by regional traffic on downtown streets. Heavy traffic and long lines of vehicles create congestion and make local trips along and across Main Street inefficient.
- Heber City has a **planned vision** for redeveloping their historic downtown to be a more walkable and bicycle-friendly destination. The downtown setting is adversely affected by regional traffic, which includes many oil tankers, other trucks, and congestion. The capacity needs of the National Highway System limit Heber City's ability to redevelop the streetscape to include wider sidewalks and bike facilities as envisioned in Heber City's general plan. There is not enough space to provide wider sidewalks or bike facilities without either impacting historic structures that are important to Heber City's historic center or removing or narrowing travel lanes, which are needed for mobility. Heber City's vision for the historic town center is taken from the *Heber City Envision 2050 General Plan* (Heber City 2023). For more information, see Section 1.1.3.3, *Local Planning*, in Chapter 1, *Purpose and Need*.

What is the National Highway System?

The National Highway System consists of roads important to the nation's economy, defense, and mobility. It includes the interstate highway system as well as other important roads such as US-40 and US-189.

What is mobility?

In general terms, mobility is the ability to move freely and easily. In terms of this project, local mobility is ability to move freely and easily when making local trips using US-40, and regional mobility is the ability to move freely and easily when making regional trips on US-40 (including driving through Heber City).

For more information, see Section 1.3, *Needs Assessment*, in Chapter 1, *Purpose and Need*.

S.2 Who is leading the project?

Heber City and Wasatch County have been considering a bypass road around Heber City for more than 20 years and have conducted multiple planning studies in conjunction with the Mountainland Association of Governments (MAG) and the Utah Department of Transportation (UDOT). For more information, see Section S.4 below and Section 1.1.3, *Background of the Heber Valley Corridor Project*, in Chapter 1, *Purpose and Need*. In March 2020, the Utah Department of Transportation initiated an environmental impact statement (EIS) for the Heber Valley Corridor Project according to the provisions of the National Environmental Policy Act (NEPA) and its implementing regulations, as well as other pertinent environmental laws and regulations and relevant Federal Highway Administration (FHWA) guidelines.

UDOT, as the project sponsor and lead agency for the project, is responsible for preparing the Heber Valley Corridor EIS. The environmental review, consultation, and other actions required by applicable federal environmental laws for this action have been carried out by UDOT pursuant to 23 *United States Code* (USC) Section 327 and a May 26, 2022, Memorandum of Understanding between FHWA and UDOT.

The U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency are involved as cooperating agencies in the development of this EIS. For more information, see Section 1.1.1, *Cooperating and Participating Agencies*, in Chapter 1, *Purpose and Need*.

What are cooperating and participating agencies?

A cooperating agency is an agency, other than a lead agency, that has jurisdiction by law or special expertise with respect to any environmental impact involved in a proposed project or project alternative.

A participating agency is a federal, state, tribal, regional, or local government agency that might have an interest in the project.

S.3 What is the study area?

The project study area is in the Heber Valley in Wasatch County, Utah, including portions of Heber City and unincorporated Wasatch County (Figure S-1). It focuses on the area surrounding U.S. Highway 40 (US-40) from its intersection with State Route (SR) 32 to its junction with U.S. Highway 189 (US-189). The study area also includes US-40 to the southeast and US-189 to the southwest of the hub intersection on the south end of Heber City.

The character and function of US-40 changes in Heber City, where it also serves as the city's Main Street. North of downtown Heber City, US-40 is a 55-miles-per-hour (mph) facility with a limited number of unsignalized intersections. In Heber City's historic core, US-40 (Main Street) has a posted speed limit of 35 mph, several signalized intersections, and numerous driveways and local street connections. South of Heber City, US-40 transitions back to a 60-mph highway. For more information, see Section 1.1.2, *Description of the Needs Assessment Evaluation Area*, in Chapter 1, *Purpose and Need*.

What is the hub intersection?

The hub intersection is the A-shaped intersection of US-40 and US-189 on the south end of Heber City.

Figure S-1. Study Area



Source: OpenStreetMap

S.4 What is the history of the project?

S.4.1 Previous Plans

Heber City and Wasatch County have been considering a bypass road around Heber City for more than 20 years and have conducted multiple planning studies in conjunction with the Mountainland Association of Governments (MAG) and UDOT. These previous studies have focused on a western bypass generally running north-south along or west of Southfield Road between US-189 and SR-113 and then connecting back to US-40 near 900 North.

Both Heber City and Wasatch County passed resolutions of support to preserve a specific western bypass alignment and have been acquiring right-of-way (Heber City resolution 2007-05 passed on June 21, 2007; Wasatch County resolution 06-04 passed on August 9, 2006). The local government preservation corridor is shown in Figure S-7, *Local Government Preservation Corridor and Constraints*, on page S-26.

The most recent planning study, the *Heber Valley Parkway Planning Study* (Avenue Consultants 2019), did not include an aquatic resources delineation or agency coordination, and it identified community concerns regarding impacts to neighborhoods near 1300 South. For these reasons, the study did not recommend a final alignment; it recommended further analysis with an environmental study.

Previous studies informed this EIS regarding key issues and recommendations but did not direct any specific alternatives or outcomes. For more information, see Section 1.1.3.1, *Corridor Planning*, in Chapter 1, *Purpose and Need*.

MAG is the rural planning organization for the project area and is responsible for developing and maintaining the *2023 Wasatch Back RPO [Rural Planning Organization] Transportation Plan* (RPO RTP) (MAG 2023). The RPO RTP is incorporated into UDOT's *Utah Long-range Transportation Plan 2023–2050* (LRTP; UDOT 2023a) in order to capture all planned improvements (projects planned by local governments as well as UDOT). The LRTP lists three projects affiliated with the Heber Valley Corridor:

- **Western Bypass:** Construct new four-lane expressway (LRTP identification number U2023031)
- **US-40:** Widen to seven lanes (SR-32 to 900 North) (LRTP identification number U2023033)
- **US-40 and SR-32:** Improve interchange (LRTP identification number U2023289)

S.4.2 Public and Agency Comments

UDOT used an early scoping process to solicit public and agency input to develop a draft purpose and need statement, to identify a preliminary range of alternatives, and to identify potentially significant environmental issues. The early scoping process allowed UDOT to develop a proposal in enough detail to allow for meaningful public comment before formally initiating the Heber Valley Corridor EIS. The early scoping process included stakeholder interviews, agency coordination, council presentations, stakeholder working group meetings, with a public meeting on August 27, 2020, and comment period through October 3, 2020. Nearly 300 individual comments were received. Many comments were related to congestion, safety, and truck traffic downtown. Comments identified concerns related to

What is scoping?

Scoping is an early and open process for determining the scope of issues to be addressed and for identifying potentially significant issues related to a proposed action.

natural resources, community impacts, and business impacts. For more details, see the *Early Scoping Summary Report for the Heber Valley Environmental Impact Statement* (UDOT 2020).

The *Federal Register* notice for this EIS was posted on May 11, 2021. A draft version of the purpose of and need for the project was provided to the cooperating and participating agencies and the public for a 45-day review period ending on June 14, 2021. UDOT received just over 90 individual comment submissions from the public and agencies. Many comments were related to congestion and safety on Main Street, walkability and business impacts in downtown Heber City, and truck traffic. Suggestions for solutions included improvements to US-40, improvements to other existing roads, and new bypass roads. The most common concerns included impacts to neighborhoods and natural resources (open space, water resources, natural scenery, and wildlife). For more information, see the *Scoping Summary Report for the Heber Valley Corridor Environmental Impact Statement* (UDOT 2021).

Based on the comments received, UDOT revised the project purpose to include opportunities for nonmotorized transportation as part of the primary purpose rather than as a secondary objective. For more information, see Section 1.4, *Public and Agency Involvement in Developing the Purpose and Need Statement*, in Chapter 1, *Purpose and Need*.

UDOT presented transportation improvement concepts at public meetings on October 5 and 6, 2021; the associated public comment period extended through November 4, 2021. UDOT received about 670 individual comment submissions from the public and agencies. Although UDOT received many comments expressing concern about impacts to the north fields, there were also many comments suggesting that alternatives should extend through the north fields to River Road/SR-32 to bypass the rapidly developing area north of 900 North.

In response to the comments received, UDOT developed six new concepts and modified some of the original 17 concepts before conducting alternatives screening. Key modifications to concepts included adding improvements to north US-40 (between SR-32 and 900 North) or extending the Heber Valley Corridor farther north to River Road/SR-32. For more information, see the *Final Alternatives Development and Screening Report* (UDOT 2023b), specifically Appendix G, *Alternative Comments*, and Appendix H, *Responses to Alternatives Comments*.

Agencies and the public were also offered an opportunity to comment on the subsequent alternatives screening during a comment period from June 7 through July 22, 2022. UDOT received about 441 comments including concern about truck traffic on Main Street and concern for the future character of Main Street with and without a bypass. Others opposed concepts extending through the north fields due to impacts to natural resources (such as wetlands, creeks, the aquifer, wildlife, and the Provo River) and undeveloped land, and several comments supported concepts extending through the north fields because they would bypass planned growth north of 900 North. Some comments supported no action and expressed concern for population growth and the changing character of the Heber Valley as a result. UDOT determined that concepts extending through the north fields were reasonable and should be evaluated in detail so that the benefits and drawbacks of a full range of alternatives could be considered as part of an informed decision. Five concepts passed through the screening process and were further developed into action alternatives to be evaluated in detail. For more information, see the *Final Alternatives Development and*

What is a travel demand model?

A travel demand model is a computer model that forecasts the number of transportation trips (travel demand) in an area at a given time. This forecast is based on the expected population, employment, household, land use, and road network conditions in the area.

Screening Report, specifically Appendix P, *Screening Results Comments*, and Appendix Q, *Responses to Screening Results Comments*.

S.4.3 Travel Demand Model Update

In fall 2023, as UDOT was preparing to publish the Draft EIS including a preferred alternative, an updated internal draft version of the Summit-Wasatch travel demand model became available. The Summit-Wasatch travel demand model is a robust model maintained through a multi-agency cooperative effort using resources from MAG, the Wasatch Front Regional Council, UDOT, and Summit County. It covers all of Summit and Wasatch Counties. Regional travel demand models typically undergo comprehensive updates every 4 years coinciding with the 4-year long-range plan update cycle. Model updates included revisions to growth assumptions based on coordination between regional planning partners and local governments and considering statewide projections and locally approved developments and land use plans.

The project team for this EIS conducted a sensitivity analysis and found that the draft updated model projected substantially more traffic in 2050 compared to the previously approved model that had been used to prepare the Draft EIS (v1.0). Typically, updates to the regional travel demand models that occur in the middle of the EIS process produce changes to traffic forecasts that are small enough to support relying on decisions made with the previous model. In this case, the new growth assumptions in the draft updated travel demand model resulted in a 30% increase in traffic volume on north US-40 compared to previous forecasts. As a result, all five action alternatives that previously passed through screening would fail to meet the purpose of the project.

UDOT met with MAG, Wasatch County, and Heber City in winter 2023/2024 to discuss the differences between the models and understand why the projected growth had increased substantially. In spring 2024, an official version of the updated travel demand model was released. Through summer 2024, the project team validated the updated travel demand model and evaluated the changes between version 1.0 and version 2.1 of the updated model.

By fall 2024, UDOT had thoroughly reviewed the official, calibrated and finalized version the updated travel demand model (version 2.1 2024-03-28), and the project team confirmed the findings of the sensitivity analysis. The updated travel demand model (version 2.1) forecasts a 30% increase in traffic on north US-40 (US-40 between SR-32 and 900 North) and a 10% increase in traffic on Main Street (US-40 in downtown Heber City) compared to the travel demand model previously used. UDOT determined that the change was significant enough to require revising the traffic analysis using projections from version 2.1 of the model, and revising the alternatives to handle the additional projected traffic, before publishing the Draft EIS. This change ensured that UDOT was using the best available travel demand data for the Heber Valley.

What is a sensitivity analysis?

In the context of this project, a sensitivity analysis is an analysis to determine how the change in projected growth would affect traffic volumes and how well an alternative could handle increased traffic volumes.

What is an at-grade intersection?

An at-grade intersection is one at which the roads cross at the same elevation. At-grade intersections are controlled with stop signs or traffic signals.

What is a free-flow intersection?

A free-flow intersection is one at which the roads are grade-separated (the roads cross over or under each other at different elevations with a bridge), access is controlled with ramps, and side streets and driveways do not connect directly so that vehicles do not need to stop and conflicts are reduced.

All five action alternatives that made it through screening in 2023 were refined to accommodate the additional projected traffic. Revisions included adding additional travel lanes and converting intersections with traffic signals to free-flow (or grade-separated) interchanges. The revised alternatives followed the same alignment as the 2023 action alternatives except where changes were necessary to meet design standards. The revised alternatives were published on the project website in spring 2025 in the form of a technical report, factsheets, and a video. For more information, see Appendix 2B, *Addendum to the Final Alternatives Development and Screening Report*.

S.4.4 Conservation Easements and Timeline

During the time when the project team was updating the travel demand model, Wasatch County voted to fund a 165-acre conservation easement in the north fields that would conflict with all action alternatives being evaluated. The proposed easement included Natural Resources Conservation Service (NRCS) funding, which could have jeopardized UDOT's ability to construct a western corridor around Heber City because UDOT does not have the authority to condemn property held in an NRCS easement. Ultimately, NRCS decided not to fund the conservation easement; however, working through the issue contributed to delaying the study timeline. See Section S.13 for more details. The update in the travel demand model, coordination regarding conservation easements, revisions to the alternatives, and revisions to the detailed alternatives analysis shifted the timeline for the project by about 2 years.

S.5 What concepts were considered but eliminated?

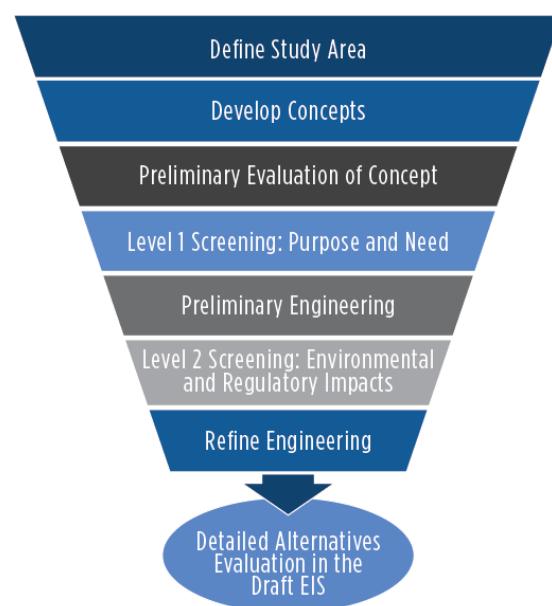
S.5.1 Concepts Eliminated in Screening (2023)

As illustrated in Figure S-2, UDOT conducted a three-level screening evaluation (Preliminary, Level 1, and Level 2) of transportation improvement concepts. Seventeen original concepts were brought forward from previous studies, suggested by the public, and developed by the study team. Following the public comment period for these original concepts (October 5 to November 4, 2021), six new concepts were developed, for a total of 23 concepts (not including the no-action alternative) to consider through the screening process.

Concepts Eliminated in Preliminary Screening. Two concepts were eliminated in the preliminary level of screening.

- **Transit Concept.** The Transit Concept was based on recommendations from MAG's *Wasatch County Transit Study* and included a combination of local services connecting communities in the Heber Valley to Park City and Utah County (for example, commuter route, vanpool, and dial-a-ride). This concept would not remove enough traffic from Main Street to

Figure S-2. Screening Process Overview



improve local mobility (that is, congestion issues would remain). And, the transit concept would not remove commercial truck traffic from Main Street.

- **Bridging over or Tunneling under US-40 Concept.** The bridging concept would have considerable impacts to Heber City's historic town center. A large bridge over US-40 for its entire length would obscure views and change the setting for numerous historic buildings along Main Street. It would also result in safety, operational, and maintenance concerns in a snowy environment. Structures can freeze and get icy during the winter, and removing snow from the structure is a potential safety and operation concern because snow would be dropped on buildings, vehicles, and pedestrians below. The tunneling concept would not remove oil tanker trucks from Main Street (oil tankers would be prohibited from using the tunnel for safety reasons because oil is a flammable liquid), would create substantial disruptions to downtown during construction, and would be cost-prohibitive.

Concepts Eliminated in Level 1 Screening. Fifteen concepts were eliminated in Level 1 screening because they would not meet the purpose of the project.

- **US-40 Concepts.** Six concepts for improving US-40, including widening, intersection improvements, converting two parallel roads to a one-way couplet, and reversible lanes, were eliminated. No US-40 concepts met the project purpose. Four of the six concepts would not improve local mobility (they would not remove enough traffic from Main Street to relieve congestion), and none of the six concepts would allow Heber City to meet their vision for the historic town center (they would require demolition of historic buildings on Main Street).
- **Eastern Bypass Concepts.** Three concepts for an eastern bypass were eliminated because they would not improve local mobility. No eastern bypass concepts met the purpose of the project because they would not attract enough traffic away from Main Street. There is more traffic on the west side of the Heber Valley (US-189 heading to and from Provo Canyon), including commercial trucks, compared to the east side (US-40 heading southeast to and from Daniel's Canyon) that would continue to use Main Street to avoid out-of-direction travel.
- **Western Bypass Concepts.** Six concepts for a western bypass were eliminated because they would not sufficiently improve local or regional mobility. Concepts without a connection at 1300 South would not attract enough traffic away from Main Street because 1300 South provides an important route for traffic from the west side of the Heber Valley to access the commercial centers on the south end of Heber City. Lower-speed arterial concepts would not improve mobility because they would have more conflict points (intersections and driveways), slower travel times, and/or failing intersections (congested with excessive delays).

What is the difference between a concept and an alternative?

A concept is a preliminary solution that is considered during the alternatives development and screening process. If a concept passes through the screening process, it is further designed to become an alternative to be evaluated in detail.

What are conflict points?

A conflict point is the location where the paths of vehicles, pedestrians, or bicyclists cross, merge, or diverge. Conflict points create friction, slow down traffic, and decrease safety by increasing the potential for a crash.

Concepts Eliminated in Level 2 Screening. One western bypass concept was eliminated in Level 2 screening because it would perform similarly to other concepts that continued to be evaluated with respect to the purpose of the project but would result in greater impacts to wetlands.

Five western bypass concepts passed through the screening process and were advanced for further consideration as alternatives in the Draft EIS in 2023, before the travel demand model update. Four of the concepts were at grade (WB1, WB2, WB3, and WB4), and one concept included grade separation for part of its length (WA1 followed the same alignment as WB1 but included interchanges instead of at-grade intersections between 900 North and US-189). For more information, see Section 2.2, *Alternatives Development and Screening Process*, in Chapter 2, *Alternatives*, and the *Final Alternatives Development and Screening Report* (see Appendix 2A, *Final Alternatives Development and Screening Report*).

S.5.2 Concepts Eliminated in Rescreening (2025)

The concepts that did not pass Level 1 screening in 2023 consisted primarily of bypasses on the east side of Heber City, concepts that focused solely on improvements to Main Street in Heber City, and other variations of western bypass concepts. These concepts previously failed Level 1 screening largely because they did not remove enough traffic to produce acceptable operations on Main Street.

With the updated travel demand model showing a 10% traffic volume increase on Main Street compared to previous forecasts, UDOT determined that these concepts would continue to fail with even more traffic and would not need to be reevaluated in Level 1 screening in 2025. Similarly, concepts that were eliminated in 2023 because they would not allow Heber City to meet their vision for the historic town center were not reconsidered again in 2025 because they would still result in unacceptable impacts to downtown Heber City (such as demolition of historic buildings) such that Heber City would not be able to meet their vision for the historic town center. As a result, only concepts that passed Level 1 screening in 2023 were rescreened in 2025.

When the five western bypass alternatives under consideration in 2023 were reanalyzed using the updated travel demand model, the traffic analysis predicted failing operations for all five alternatives in 2050 (none would meet the purpose of the project). To accommodate the increase in projected 2050 traffic, UDOT refined the designs of all five alternatives to add capacity, ending up with a total of eight concepts for rescreening in 2025. The design refinements for the at-grade concepts included widening north US-40 to three lanes in each direction and/or adding additional turning lanes at intersections to provide adequate capacity to handle the increase in projected traffic. UDOT also developed a free-flow version for each of the four at-grade concepts, resulting in a total of eight concepts. The free-flow concepts would add capacity by replacing signalized intersections with interchanges or directional ramps so that vehicles would not need to stop. Free-flow (or grade-separated) intersections have more capacity than at-grade intersections because vehicles can maintain constant speed, which increases the overall throughput of the intersection.

Concepts Eliminated in Preliminary Screening. Four concepts that would realign US-189 were eliminated in the preliminary level of screening because they would be redundant with their counterparts that would not realign US-189 but would have greater impacts. They would be redundant because the rejected alternatives were the same everywhere except where US-189 would be realigned. This difference did not result in a meaningful improvement with respect to traffic; that is, they would perform similarly with respect to traffic operations (there would be no traffic benefit from realigning US-189), but there would be negative effects

from realigning US-189 (such as greater impacts to the sewer fields and more traffic on 1300 South, which abuts a residential neighborhood).

Concepts Eliminated in Level 1 Screening. Two at-grade concepts were eliminated in Level 1 screening based on how well they satisfied the project purpose. The at-grade concepts would be the slowest for regional travel times (30% to 50% slower than the free-flow concepts) and would have additional conflict points (that is, additional intersections, driveways, and other accesses), making them less safe. Because the at-grade concepts would be slower, they would attract less truck traffic away from Main Street and would thus limit Heber City's ability to implement their vision for the historic town center. Finally, the traffic volumes from the updated travel demand model justify a free-flow facility in 2050, whereas the at-grade concepts would not support regional mobility in the long term. It would be difficult and expensive to retrofit them to accommodate additional traffic. In other words, because the at-grade concepts would not be forward-compatible, they were deemed unreasonable and not economically feasible.

Concepts Eliminated in Level 2 Screening. Neither free-flow concept was eliminated as a result of Level 2 screening. UDOT determined that the tradeoffs between the two free-flow concepts warranted full review in the Draft EIS and an opportunity for the community to comment on them.

The two free-flow concepts were designed with more engineering detail and were advanced for further consideration as alternatives in the Draft EIS in 2025. For more information, see Section 2.2.2, *Range of Alternatives Considered*, in Chapter 2, *Alternatives*, and Appendix 2B, *Addendum to the Final Alternatives Development and Screening Report*.

How does north US-40 compare to other Utah roads?

For reference, the traffic forecasted for north US-40 in 2050 is about 50,000 vehicles per day, which is comparable to the existing traffic on Bangerter Highway in Salt Lake County and University Parkway in Utah County.

S.6 What alternatives were evaluated in detail?

S.6.1 No-action Alternative

NEPA requires an analysis of the No-action Alternative to serve as a baseline so that decision-makers can compare the environmental effects of the action alternatives. The No-action Alternative evaluates traffic conditions in 2050 and assumes that all the projects listed in UDOT's 2023–2050 LRTP would be constructed except for the Heber Valley Corridor Project (the relevant projects in the 2023–2050 LRTP are U2023031, Construct Western Bypass; U2023033, Widen US-40 from SR-32 to 900 North; and U2023289, Improve Interchange at US-40 and SR-32). Local projects in the 2023 Wasatch Back RPO RTP that would influence the traffic analysis are also assumed to be in place (Heber City East Bypass from Center Street to US-40, North Village Connector from Coyote Canyon Parkway to SR-32, and 500 East from 700 South to 600 South).

Traffic signals are assumed at University Avenue, Commons Boulevard, and Coyote Canyon Parkway per a cooperative corridor access agreement among UDOT, Wasatch County, and Heber City (UDOT and Wasatch County 2008; UDOT, Wasatch County, and Heber City 2018, 2023a, 2023b). For more information, see Section 1.3.1.4, *2050 No-action Conditions*, in Chapter 1, *Purpose and Need*.

S.6.2 Action Alternatives

Two free-flow western corridor concepts made it through the screening process and were further refined to become the two action alternatives that are studied in this Draft EIS. Refinement included additional engineering design to address adequate capacity, vertical alignment, earthwork, right-of-way needs, pedestrian and bicycle accommodations, access design (property access and connectivity to the local road network), drainage design, and stormwater management.

Both action alternatives would provide a freeway-type facility with a combination of bridges, directional ramps, and grade-separated interchanges so that drivers would not be required to stop once they are on the Heber Valley Corridor. The action alternatives are the same throughout their alignments except between Potter Lane/College Way and 900 North. In this area, the action alternatives differ as follows:

- **Alternative A (on US-40 alignment)** is located on the North US-40 segment.
- **Alternative B (off US-40 alignment)** is located on a new road (North Fields Extension segment).

The two action alternatives are described below in terms of the five segments shown in Figure S-3. An overview of Alternative A is shown in Figure S-4, and an overview of Alternative B is shown in Figure S-5. The term "Heber Valley Corridor" refers to the entire alternative (either Alternative A or Alternative B). Access to the Heber Valley Corridor would be permitted only at interchanges or directional ramps.

Figure S-3. Naming Conventions for Segments of the Action Alternatives

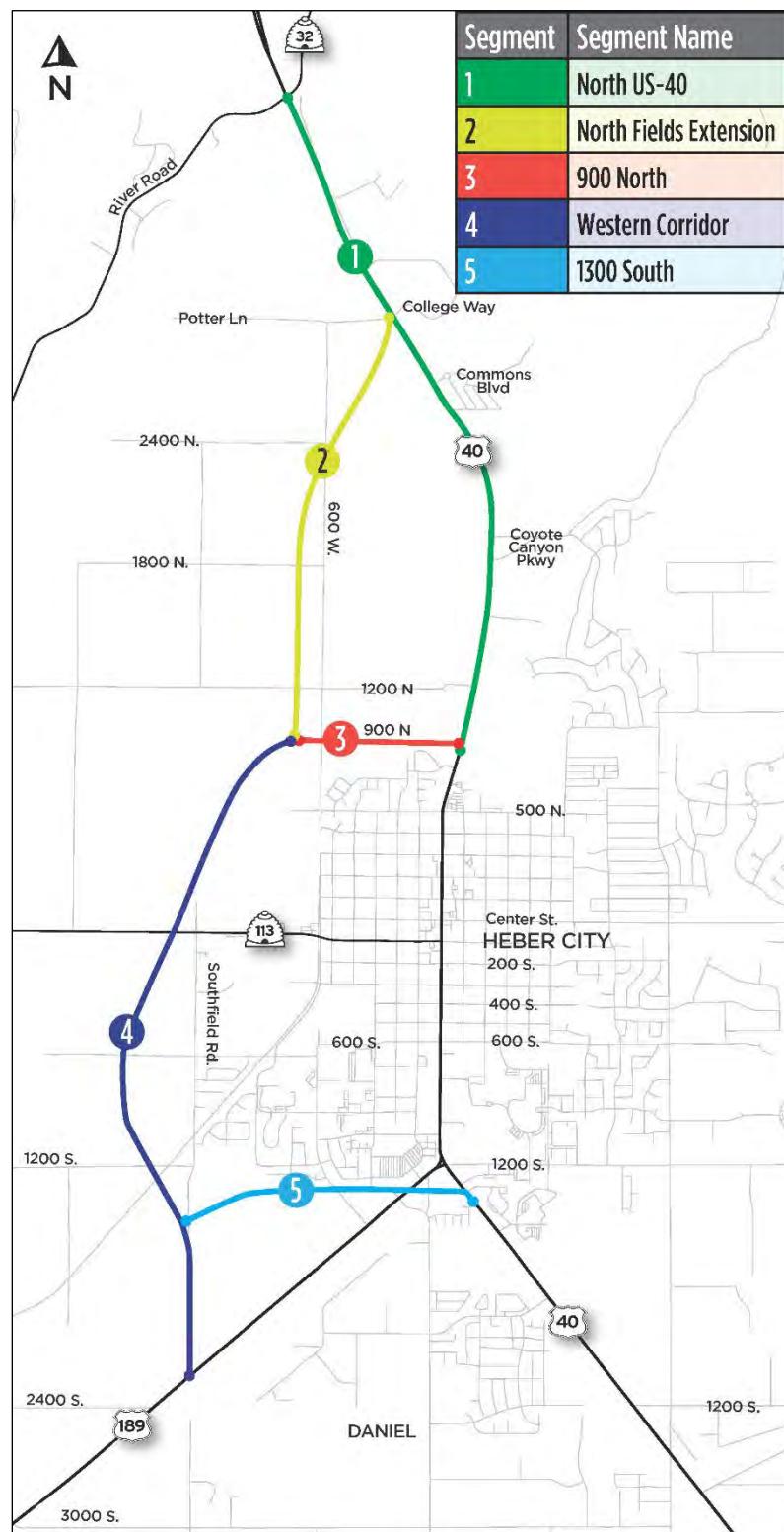


Figure S-4. Alternative A Overview

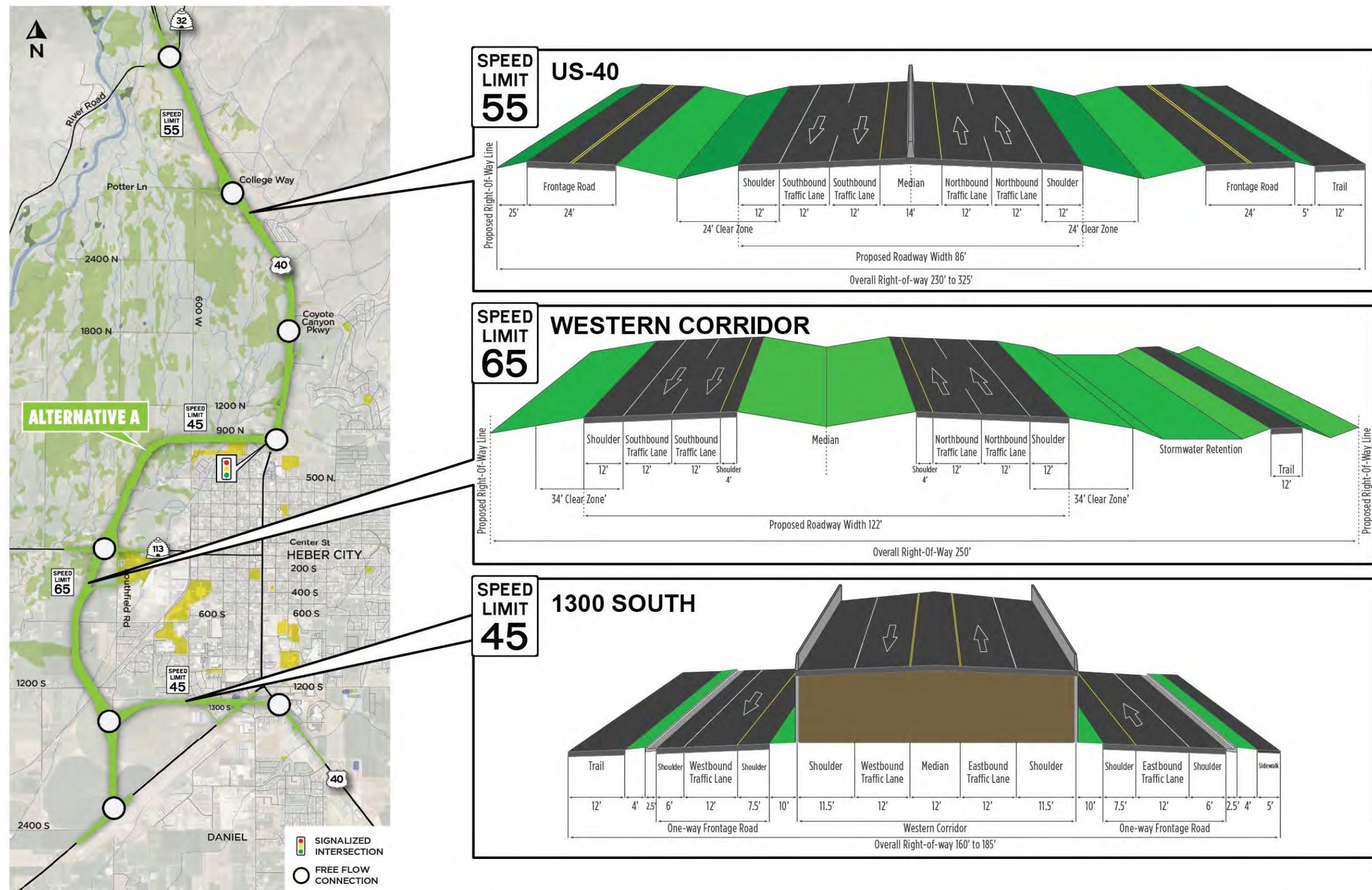
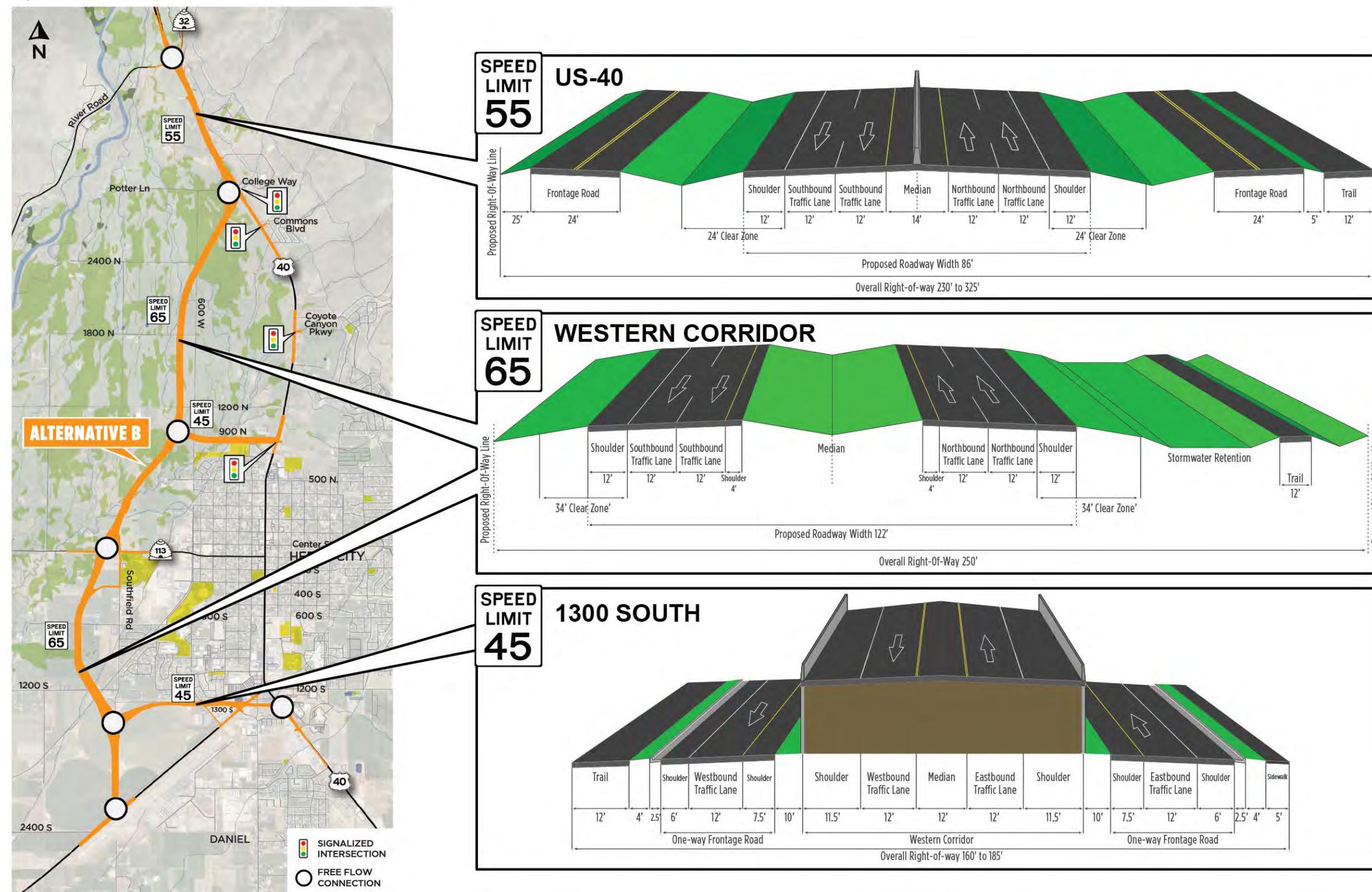


Figure S-5. Alternative B Overview



S.6.2.1 Differences between Action Alternatives

Alternatives A and B are the same throughout their alignments except in the northern half of the study area between Potter Lane/College Way and 900 North.

S.6.2.1.1 North US-40 (Segment 1)

Both action alternatives would include a 55-mph free-flow facility on US-40 with two lanes in each direction, a center median, and a new interchange at River Road/SR-32. There would be a discontinuous frontage road system to consolidate local access for the length of the free-flow facility (to direct traffic from cross streets and driveways to interchanges). The corridor width would range between 230 feet wide in areas with a frontage road on only one side of US-40 to 325 feet wide in areas with frontage roads on both sides of US-40. Where there are interchanges or directional ramps, the corridor would be wider to accommodate the ramps. Both action alternatives would be the same on the north end of the study area but would differ between Potter Lane/College Way and 900 North as follows:

- **Alternative A:** 55-mph free-flow facility between River Road/SR-32 and 900 North with interchanges at Potter Lane/College Way, Coyote Canyon Parkway, and directional ramps at 900 North. There would be no signalized intersection at University Avenue or Commons Boulevard, but there would be a traffic signal at 900 North (in addition to the directional ramps) to provide a connection to the south and east legs of the 900 North intersection. There would be discontinuous frontage roads between River Road/SR-32 and 900 North to consolidate access to the interchanges.
- **Alternative B:** 55-mph free-flow facility between River Road/SR-32 and Potter Lane/College Way and 45-mph arterial facility between Potter Lane/College way and 900 North. There would be signalized intersections at Potter Lane/College Way, Commons Boulevard, Coyote Canyon Parkway, and 900 North. Discontinuous frontage roads would consolidate access between River Road/SR-32 and Potter Lane/College Way. Cross streets and driveways could directly access US-40 south of Potter Lane/College Way as long as minimum spacing requirements are met. The only improvements to north US-40 between Potter Lane/College Way and 900 North would be turn lanes at the signalized intersections.

What is free-flow facility?

A free-flow facility is a roadway where vehicles don't need to stop at intersections. Intersections are grade-separated (the roads cross over or under each other at different elevations) so vehicles can cross without stopping.

S.6.2.1.2 North Fields Extension (Segment 2)

Alternative A would not include the North Fields Extension segment.

Alternative B would construct a new road through the north fields between Potter Lane/College Way and 900 North with a 65-mph speed limit. This segment would include two travel lanes in each direction, a 50-foot-wide center median, and a multi-use trail. The total corridor width would be 250 feet wide to accommodate the roadway, cut-and-fill slopes, drainage, and stormwater management facilities. There would be no intersections between Potter Lane/College Way and 900 North—the new road would cross over Potter Lane, 600 West, 1800 North, and 1200 North.

S.6.2.1.3 900 North (Segment 3)

Both action alternatives would include a new road running east-west to connect the Western Corridor segment to US-40 at 900 North. This segment would include two travel lanes in each direction, a 50-foot-wide center median, and a multi-use trail on the south side of the road. The total width of the corridor would be 250 feet to accommodate the roadway, trail, cut-and-fill slopes, drainage, and stormwater management facilities. There would be no intersections in this segment; the new road would go over 600 West.

In the 900 North segment, both action alternatives would follow the same alignment with the same cross section, but the connections at either end of 900 North would be different.

- **Alternative A:** On the west end, the alternative would turn south to become the Western Corridor segment; on the east end it would continue to the North US-40 segment via directional ramps and would connect to US-40 at a signalized intersection for local traffic.
- **Alternative B:** On the west end, the alternative would connect to the Western Corridor segment with ramps; on the east end it would connect to US-40 at a signalized intersection.

S.6.2.2 Common Elements for Both Action Alternatives

Alternatives A and B are the same on the southern half of their extents.

S.6.2.2.1 Western Corridor (Segment 4)

Both action alternatives would include a new 65-mph free-flow facility west of downtown Heber City between 900 North and US-189. This segment would include two travel lanes in each direction with a 50-foot-wide center median. The total width of the corridor would be 250 feet to accommodate the roadway, cut-and-fill slopes, drainage, and stormwater management facilities. There would be interchanges at SR-113 and 1300 South in the sewer fields and directional ramps to connect to US-189. The new road would pass over 650 South, 1200 South, and the Heber Valley Railroad corridor.

S.6.2.2.2 1300 South (Segment 5)

Both action alternatives would include a 45-mph facility connecting the Western Corridor segment to US-40 south of downtown Heber City. Both alternatives would include two elevated 12-foot-wide travel lanes in the center, one in each direction, for through traffic. Directional ramps would connect to south US-40.

There would also be a one-way frontage road system, on the existing ground level and parallel to the elevated section, that would facilitate local traffic movements to and from the commercial area in southern Heber City and the Heber Valley Corridor.

The elevated through lanes would cross over 300 West, US-189, and Daniels Road. The one-way frontage road system would provide connections to Industrial Parkway (right-in, right-out), 300 West, and US-189.

S.6.2.2.3 Multi-use Trail

Both action alternatives would include a 12-foot-wide paved trail that would parallel the Heber Valley Corridor for its entire length. The trail would be separated from adjacent roads and would provide direct connections to Muirfield Park, the Midway Lane Connector Trail, Southfield Park, the planned Heber Valley Railroad Trail, and local roads that the trail crosses. For more information, see Section 2.4.3.1.1, *Multi-use Trail*, in Chapter 2, *Alternatives*.

S.6.2.2.4 Drainage Design

Both action alternatives would be designed to infiltrate 100% of the stormwater that comes off the roadway pavement so that no runoff is discharged to surface waters (creeks or streams flowing to the Provo River). Stormwater management facilities include infiltration trenches and large, shallow basins within the UDOT right-of-way that would allow both infiltration and evaporation over time. For more information, see Section 3.13, *Water Quality and Water Resources*, in Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*.

What is infiltration?

Infiltration is the process by which water that is ponded or flowing over a soil surface is absorbed into the soil.

S.7 What benefits would the project alternatives have?

The benefits of the No-action and action alternatives are summarized below and in Table S-2 and Table S-2. For more information, see Section 2.4.4, *Comparison of the Alternatives*, in Chapter 2, *Alternatives*.

- **Regional Mobility.** Both action alternatives would substantially improve regional mobility compared to the No-action Alternative by reducing regional travel times on the new corridor. During the PM peak hour in 2050, travel time on Main Street from River Road/SR-32 to US-189 at about 3000 South is projected to take 23 minutes 40 seconds with the No-action Alternative compared to 7 minutes 25 seconds with Alternative A or 6 minutes 15 seconds with Alternative B via the Western Corridor. With Alternative B, the Western Corridor offers a more direct travel path at a higher speed limit to River Road/SR-32 compared to Alternative A. For this reason, the travel demand forecast shows a greater shift in traffic away from Main Street to the Western Corridor segment with Alternative B. Travel routes measured for regional mobility are shown in Figure S-6.
- **Local Mobility (Main Street).** Both action alternatives would substantially improve traffic operations on Main Street compared to the No-action Alternative. During the PM peak hour in 2050, the No-action Alternative is projected to have five failing intersections on Main Street compared to one with Alternative A (500 North) and none with Alternative B. The reason why the 500 North intersection fails with Alternative A but not with Alternative B is that Alternative A has both higher north-south traffic volumes on Main Street and more traffic on the east and west legs of this intersection. Travel time from River Road/SR-32 to US-189 at the hub intersection via Main Street is projected to take 20 minutes 30 seconds with the No-action Alternative compared to 11 minutes 50 seconds with Alternative A or 10 minutes 15 seconds with Alternative B. Both action alternatives would reduce the length of southbound vehicles queued at 500 North. The vehicle queue length (the length of a line of vehicles backed up waiting to get through an intersection) at 500 North is projected to be 17,100 feet (3.2 miles) for the No-action Alternative compared to 3,500 feet (0.7 mile) with Alternative A and 700 feet (0.1 mile) with Alternative B.
- **Opportunities for Nonmotorized Transportation.** Both action alternatives would include a multi-use trail parallel to the proposed Heber Valley Corridor extending from River Road/SR-32 on the north to US-40 at about 1500 South on the south. A multi-use trail can be used by pedestrians

What is the PM peak hour?

The PM peak hour is the 1-hour period in the afternoon (PM) during which there is the greatest number of vehicles on the road system. For the Heber Valley Corridor Project, the PM peak hour is from 5 to 6 PM.

(walkers, joggers, and people using wheelchairs or scooters), as well as cyclists; it is not intended for equestrian use. No trail would be constructed with the No-action Alternative.

Heber City's Vision for the Historic Town Center. With the No-action Alternative, the capacity needs of the National Highway System limit Heber City's ability to redevelop the streetscape to include wider sidewalks and bike facilities as envisioned in Heber City's general plan. With the No-action Alternative, regional traffic (including commercial trucks and oil tankers) would continue to use Main Street, contributing to congestion and an uncomfortable setting. Although neither of the action alternatives can legally restrict commercial truck traffic on Main Street, both action alternatives would provide an attractive route for commercial trucks compared to Main Street. Travel on the Heber Valley Corridor would be 42% to 50% faster than continuing on Main Street. Both action alternatives are expected to attract truck traffic away from Main Street because of the faster travel time and because trucks would not have to stop at traffic signals. Neither action alternative would preclude Heber City from implementing their vision for the historic town center.

Table S-1. Degree to Which Action Alternatives Would Meet the Project Purpose Elements

Alternative	Regional Mobility	Local Mobility	Nonmotorized Transportation	Vision for Historic Town Center
No-action	<ul style="list-style-type: none"> Would not decrease regional travel time (23:40/21:50).^a Would not provide an alternate route to Main Street. 	<ul style="list-style-type: none"> 5 intersections with LOS F; 2 intersections with LOS E. 2 arterial segments with LOS F; 4 arterial segments with LOS E. Would not improve local travel time (20:30).^b Would not improve vehicle queue lengths (22,400 ft).^c 	Would not provide opportunities for nonmotorized transportation.	<p>Would not allow Heber City implement their vision for Main Street.</p> <p>Would not provide an alternate route to Main Street for trucks.</p>
A	<ul style="list-style-type: none"> Fast regional travel time (7:25/8:10).^a Heber Valley Corridor would be faster than Main Street for trips to/from US-189 and US-40 during the PM peak hour. 	<ul style="list-style-type: none"> 1 intersection with LOS F; 2 intersections with LOS E. 1 arterial segment with LOS F; 1 arterial segments with LOS E. Faster local travel time (11:50).^b Shorter vehicle queue lengths of action alternatives (6,200 ft).^c 	Would provide opportunities for nonmotorized transportation.	<p>Would not preclude Heber City from implementing their vision for Main Street.</p> <p>Would provide a fast alternate route to Main Street for trucks.</p>
B	<ul style="list-style-type: none"> Fastest regional travel time (6:15/6:55).^a Heber Valley Corridor would be faster than Main Street for trips to/from US-189 and US-40 during the PM peak hour. 	<ul style="list-style-type: none"> No intersections with LOS F; 1 intersection with LOS E. 1 arterial segment with LOS F; 1 arterial segments with LOS E. Fastest local travel time (10:15).^b Shortest vehicle queue lengths (3,200 ft).^c 	Would provide opportunities for nonmotorized transportation.	<p>Would not preclude Heber City from implementing their vision for Main Street.</p> <p>Would provide the fastest alternate route to Main Street for trucks.</p>

Definitions: ft = feet; LOS = level of service; PM = afternoon

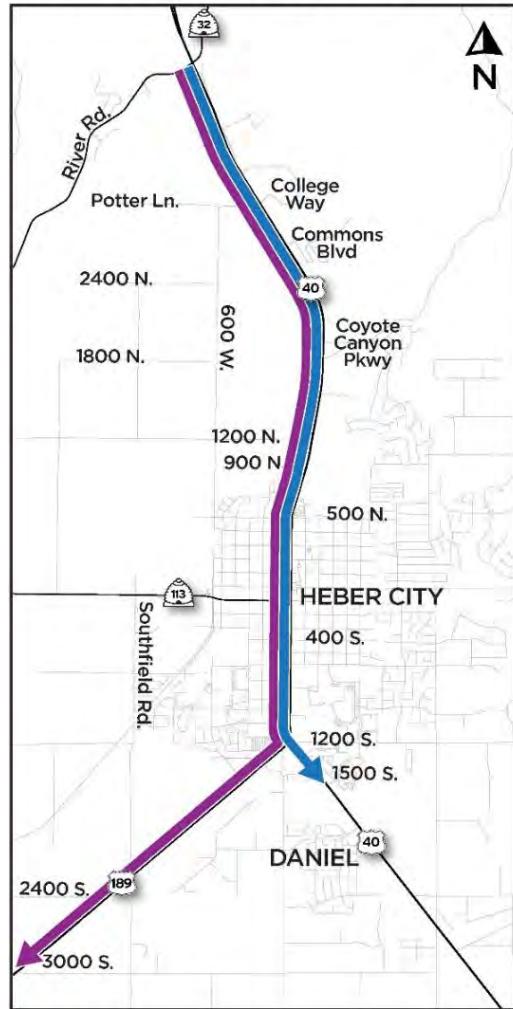
^a Regional travel time southbound in minutes:seconds (River Road/SR-32 to US-189 and River Road/SR-32 to US-40)

^b Local travel time on Main Street southbound in minutes:seconds (River Road/SR-32 to the hub intersection)

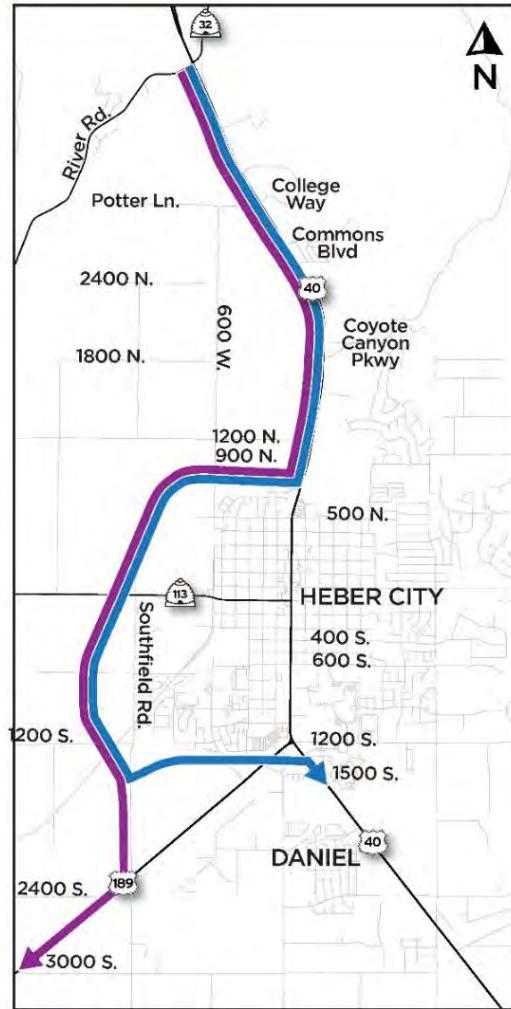
^c Sum of vehicle queue lengths at four intersections on Main Street: southbound at 500 North, southbound at Center Street, southbound at 100 South, and eastbound at 100 South)

Figure S-6. Travel Routes Measured for Regional Mobility

Existing & 2050 No-action



Alternative A



Alternative B

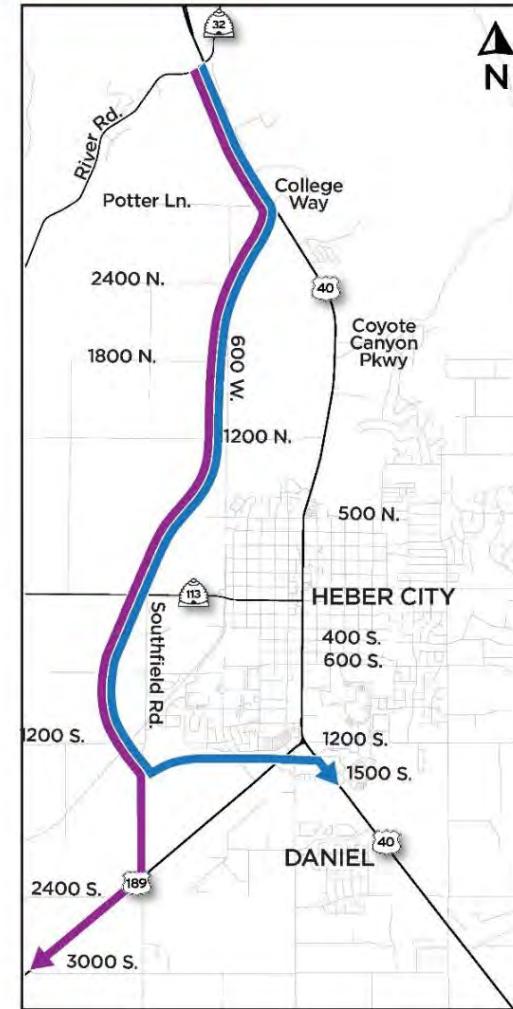


Table S-2. Summary of PM Peak-hour Performance Related to Project Purpose

Condition or Alternative	Regional Mobility ^a								Allows Heber City to Meet Their Vision for the Historic Town Center?	Local Mobility (Southbound) ^b				
	Travel Time (Southbound) (mm:ss)				Travel Time (Northbound) (mm:ss)					Number of Intersections at LOS F	Travel Time on Main Street SR-32 to Hub Intersection (mm:ss)			
	SR-32 to US-189 at 3000 South		SR-32 to US-40 at 1500 South		US-189 at 3000 South to SR-32		US-40 at 1500 South to SR-32				Southbound Vehicle Queue Length at 500 North (feet)	Number of Southbound Segments at LOS F		
	Via New Corridor	Via Main Street	Via New Corridor	Via Main Street	Via New Corridor	Via Main Street	Via New Corridor	Via Main Street						
Existing conditions (2019)	—	10:55	—	9:15	—	10:50	—	8:40	No	0	8:20	375	2	
No-action Alternative (2050)	—	23:40	—	21:50	—	22:00	—	18:40	No	5	20:30	17,100	2	
Heber Valley Corridor Alternatives														
Alternative A	7:25	15:05	8:10	13:35	7:25	12:20	8:10	10:15	Yes	1	11:50	3,500	1	
Alternative B	6:15	13:25	6:55	11:55	6:15	12:55	6:55	10:55	Yes	0	10:15	700	1	

Source: Appendix 2C, *Action Alternatives Traffic Memo*

Definitions: LOS = level of service; mm:ss = minutes:seconds

^a Regional travel time is measured between SR-32 and US-189 at about 3000 South, and between SR-32 and US-40 at about 1500 South (see Figure S-6, *Travel Routes Measured for Regional Mobility*, above).

^b Local travel time is measured on Main Street between SR-32 and the hub intersection (the hub intersection is shown in Figure S-1, *Study Area*, above).

S.8 What impacts would the project alternatives have?

Table S-3 provides a comparison among the project alternatives for impacts to the key resources evaluated in this EIS. These are the resources that most pertain to the environmental consequences and benefits of choosing among alternatives. For detailed information, including impacts to resources not listed here, see Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*.

Table S-3. Environmental Impacts of the Project Alternatives

Impact Category	Unit	No-action	Alt A	Alt B	Notes
Land converted to roadway use	Acres	0	251	276	None.
Consistent with local land use and transportation plans	Yes/no	No	No	No	The No-action Alternative does not implement a western bypass (shown in plans adopted by Heber City and Wasatch County). Alternative B includes a North Fields Extension segment, which is not shown in adopted plans. Neither Alternative A nor Alternative B is consistent with the <i>North Village Master Transportation Plan</i> or with corridor access agreements for north US-40.
Federally regulated farmland impacts	Acres	0	179	223	This impact is acreage of land protected by the Farmland Protection Policy Act (prime farmland and farmland of statewide importance).
Agriculture Protection Areas impacts	Acres	0	11.8	38.4	This impact is the acreage of land protected by state and local laws that would unreasonably restrict farming.
Sewer farm impacts	Acres	0	64.2	64.2	Impacts to the “sewer farm” where the Heber Valley Special Service District disposes of treated wastewater by farming alfalfa.
Economic impacts	Yes/no	Yes	Yes	Yes	Businesses on Main Street would be affected by changes in congestion and changes in traffic volumes. Destination businesses could be positively impacted by reduced congestion; convenience businesses could be negatively impacted by reduced traffic.
Right-of-way: Potential business relocations	Number	0	15	2	Alternatives A and B would require relocating two businesses along 1300 South. Alternative A would also require relocating an additional 13 businesses that are in various stages of approval or construction at the intersection of 900 North and US-40.
Right-of-way: Potential residential relocations	Number	0	12	6	Most of the residential relocations for Alternatives A and B would be on the North US-40 segment.
Right-of-way: Acquisition	Acres	0	295	328	None.

(Continued on next page)

Table S-3. Environmental Impacts of the Project Alternatives

Impact Category	Unit	No-action	Alt A	Alt B	Notes
Air quality impacts above regulations	Yes/no	No	No	No	None.
Receptors with modeled noise levels above criteria	Number (residential receptors)	105 – Alt. A 102 – Alt. B	230 (227)	277 (273)	The traffic noise analysis included receptors for planned developments (some buildings with modeled impacted receptors have not been constructed yet). For the No-action Alternative, receptors were modeled near the alternative alignments for comparison with the action alternatives.
Impact to historic buildings	Number	0	4	1	Impacts to historic buildings would result in an adverse effect under Section 106 of the National Historic Preservation Act.
Adverse impacts to archaeological sites	Number	0	0	0	Archaeological sites include a historic railroad and five canal/ditch systems. Impacts would result in no adverse effect under Section 106.
Section 4(f) uses (with greater-than- <i>de minimis</i> impact)	Number	0	4	1	These impacts would be greater than <i>de minimis</i> due to demolition of historic structures.
Water quality standards exceeded in Provo River or aquifer	Yes/no	No	No	No	None.
Aquatic resources impacts	Acres	0	22.52	53.92	Assumptions about jurisdictional waters (wetlands, streams, canals, and ditches) are based on the professional judgment of aquatic resource specialists.
Threatened and endangered species (suitable habitat)	Acres	0	0	0	None.
Floodplain impacts	Acres	0	3.2	3.4	None.
Hazardous waste sites affected (high, moderate, and low risk sites combined)	Number	0	23	20	None.
Adverse visual impacts	Qualitative	See notes	See notes	See notes	The No-action Alternative would not result in visual impacts other than a congested Main Street. Alternative A would be more visually impactful to the north US-40 corridor. Alternative B would be more visually impactful to the north fields.

Definitions: Section 106 = Section 106 of the National Historic Preservation Act of 1966; Section 4(f) = Section 4(f) of the Department of Transportation Act of 1966

S.9 How much would the alternatives cost, and how would they be financed?

To help compare the action alternatives, UDOT developed preliminary cost estimates (Table S-4). These estimates are based on the preliminary engineering conducted for the action alternatives and include engineering design, construction, utility relocations, drainage, and environmental mitigation. The actual cost of construction would likely be higher because of inflation between 2025 and the year of Construction, but the costs are expected to increase proportionally between the two action alternatives.

Currently, no funding is allocated for the Heber Valley Corridor Project. If an action alternative is selected and approved, the next steps would include identifying funding, conducting final design, acquiring right-of-way, and then constructing the Heber Valley Corridor. The project could be funded through federal, state, local, or some combination of funds. If state funds are used, the project would need to go through the statewide transportation improvement program prioritization process, in which it would compete with other projects for funding.

S.10 Which alternative does UDOT prefer?

Based on the analysis presented in this Draft EIS, UDOT has identified **Alternative B** as the preferred alternative primarily because it would perform best with respect to the overall purpose of the project.

- Alternative B would provide the best performance with respect to regional mobility.
- Alternative B would provide the best performance with respect to local mobility.
- Alternative B would provide the best performance with respect to Heber City's vision.

Other transportation considerations were also evaluated in identifying the preferred alternative. Alternative B would provide the following additional benefits:

- More consistent with the master-planned North Village local road network
- More efficient combination of road functional classifications and less out-of-direction travel
- Provides an alternate route in case of an emergency on north US-40 between Potter Lane/College Way and 900 North

Finally, Alternative B would result in substantially fewer residential and business relocations compared to Alternative A.

For more information, see Section 2.4.4.8, *Basis for Identifying the Preferred Alternative*, in Chapter 2, *Alternatives*, and Appendix 2E, *Preferred Alternative Report*.

Table S-4. Preliminary Cost Estimates for the Action Alternatives
In millions of 2025 dollars

Alternative	Total Cost
A	\$711.9
B	\$760.5

S.11 Who will decide which alternative is selected for construction?

UDOT will decide which alternative is selected for construction. However, UDOT's decision will rely heavily on both technical information and agency and community input, which is why your comments on the Draft EIS are so important. The final decision will be documented in the Record of Decision for the project supported by information in the Final EIS. The combined Final EIS and Record of Decision is anticipated to be published in spring 2026.

S.12 When and how would the selected alternative be constructed?

Currently, no funding has been identified for construction. Typically, to take into account the potential refinements that could occur from public and agency input on the Draft EIS, UDOT does not identify funding for construction until the EIS process has been completed.

The selected alternative would be constructed based on available funding. If full funding is not allocated for construction all at once, UDOT could construct portions of the selected alternative in phases based on the amount of the funding available while considering safety and operational benefits. Any implemented portion of the selected alternative would need to operate in an independent and acceptable manner with appropriate and functional project limits. If funding allows UDOT to construct the project all at once, the sequencing of construction could be based on the selected construction contractor's proposal. UDOT would require the contractor to develop a maintenance of traffic plan to minimize traffic congestion from construction.

S.13 What controversial issues were identified during the EIS process?

The issues listed and discussed in this section are not the only issues in the EIS that might have an element of controversy, and UDOT has attempted to give appropriate consideration to all issues raised by the public and agencies. The following are the main issues based on scoping and other input.

S.13.1 Local Government Preservation Corridor

Both Heber City and Wasatch County passed resolutions of support to preserve a specific western bypass alignment (Heber City resolution 2007-05 passed on June 21, 2007; Wasatch County resolution 06-04 passed on August 9, 2006) and have been acquiring right-of-way. The local government preservation corridor is shown in Figure S-7. The local government preservation corridor ties into US-40 at 900 North and does not contemplate any improvements north of 900 North.

Throughout the study, UDOT has been asked why it cannot just use the local government preservation corridor. Comments received by elected officials and members of the public indicate frustration with changes in the proposed alignment. Both action alternatives follow the preservation corridor south of 900 North where possible, as shown in Figure S-7.

What is the local government preservation corridor?

Heber City and Wasatch County have been considering a bypass for more than 20 years, and in 2006 and 2007 they passed resolutions of support to preserve a corridor for a specific alignment. Figure S-7 shows the local government preservation corridor.

- Both action alternatives were shifted west of the local government preservation corridor between SR-113 and 1300 South because the preserved corridor is only 84 feet wide where a 250-foot-wide corridor is needed. If UDOT did not shift the alignment west, there would be substantial impacts to the new Heber Light & Power substation, the Kimball Villas (senior living community), or the Parkview Place (housing development with priority given to essential workers).
- Both action alternatives were shifted east of the local government preservation corridor north of SR-113, near the newly constructed high school, to minimize impacts to wetlands.
- Both action alternatives were shifted north of the local government preservation corridor south of the hub intersection to minimize business impacts. The local government preservation corridor alignment ties into US-40 at about 1500 South to provide adequate space between signalized intersections. The action alternatives would cross over local roads on bridges, so minimum intersection spacing is not a factor, and the action alternatives could cross undeveloped land. As a result, the action alternatives would impact fewer businesses, requiring only one business relocation in the area south of the hub intersection.

Figure S-7. Local Government Preservation Corridor and Constraints



S.13.2 Impacts to the North Fields

Throughout the EIS process, members of the public, Heber City officials, and Wasatch County officials commented that the north fields should be protected, that impacts to the north fields should be used to screen alternatives, or that alternatives extending through the north fields should not be considered because they would result in induced growth or development. UDOT also received comments from members of the public that a bypass should extend through the north fields to provide a long-term solution because congestion between River Road/SR-32 and 900 North is expected to increase with extensive planned development on the east side of US-40 in that area.

There is no official map delineating the boundary of the “north fields.” In general, the term describes the undeveloped agricultural land bounded by US-40 on the east, the Provo River on the west, and SR-113 on the south—excluding the developed area in the southeast corner that has been annexed into Heber City. Zoning in the north fields is agricultural zoning (A-20), which protects agricultural uses from encroachment of urban sprawl. If A-20 zoning is used to define the north fields, both action alternatives would encroach into the east edge of the north fields between 900 North and SR-113 (as would the local government preservation corridor). However, Alternative B would impact the north fields to a greater degree because it would involve constructing a new road through the north fields between Potter Lane/College Way and 900 North.

UDOT determined that Alternative B (the action alternative with a North Fields Extension segment) is a reasonable alternative that warranted detailed evaluation. Only by evaluating the full range of alternatives can UDOT make an informed decision that considers the tradeoffs and will result in the best overall, long-term solution. UDOT is also considering Alternative A, which would not impact the north fields to the same degree. For more information about how UDOT considered public and agency input during alternatives development and screening, see Section 2.4.4.7, *Public and Agency Input*, in Chapter 2, *Alternatives*.

UDOT’s Commitment to the Community. Throughout the study, UDOT has heard from the public and local government officials that they desire to protect the north fields. In response, and as a commitment to the community, UDOT will prioritize establishing a mitigation site in the north fields with either alternative and will submit this recommendation to the U.S. Army Corps of Engineers (USACE) for its approval in UDOT’s Clean Water Act Section 404 permit application. Wetland mitigation actively restores or creates high-functioning ecosystems, providing direct ecological benefits such as improved water quality, groundwater recharge, flood control, and critical wildlife habitat; all qualities the community wishes to preserve or enhance in the north fields. Once designated, wetland mitigation sites have the potential to limit sprawl based on where they are located because they are protected in perpetuity and cannot be developed. The size of the mitigation site in the north fields would depend on what types of mitigation are incorporated and corresponding replacement ratios determined in discussions with USACE. Based on other UDOT mitigation efforts, the wetland replacement ratios can range from 2:1 (or about 45 acres for Alternative A and about 108 acres for Alternative B) to 15:1 (or about 338 acres for Alternative A and about 809 acres for Alternative B).

UDOT will proactively work with the community, as it has on previous projects elsewhere, to identify aquatic resource mitigation sites that would be favorable for restoring, enhancing, preserving, or establishing aquatic

What are the north fields?

The term *north fields* describes the undeveloped agricultural land bounded by US-40 on the east, the Provo River on the west, and SR-113 on the south (see Figure S-1, *Study Area*, above). The area is valued by the community for aesthetics (open agricultural lands with mountain views), natural resources (wetlands and streams, and agricultural heritage).

resources. UDOT would purchase the land for the mitigation site, working with willing sellers in the north fields first when identifying potential mitigation sites with a goal of all wetland mitigation being located in the north fields. A conservation easement (or alternative site-protection legal instrument) would be required to maintain the mitigation site as open space with aquatic resources maintained in perpetuity. For more information, see Section 3.14.4.5.3, *Mitigation Measures for Aquatic Resources Impacts*.

And, if Alternative B is selected, UDOT will commit to no additional future access in the north fields beyond what is included with Alternative B. Specifically, Alternative B will be a limited-access facility through the north fields under UDOT's jurisdiction; there will be no access allowed to the Heber Valley Corridor between US-40 south of Potter Lane/College Way and north SR-113, except at the 900 North connection.

Furthermore, UDOT will actively work with Wasatch County and Heber City to establish a joint corridor access agreement for the entire corridor, which will formally incorporate these access-control measures in the north fields. These access-control measures are being proposed in direct response to the community's desire to limit development in the north fields. This lack of access would substantially reduce the potential for induced development. For more information, see Section 3.2.4.3.3, *Indirect Impacts*, in Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*.

S.13.3 Agriculture Protection Areas

In December 2022, Wasatch County passed an ordinance allowing landowners in the north fields to put their land in Agriculture Protection Areas (APAs). Land within 100 feet of the centerline of the local government preservation corridor was excluded (not eligible to be included in an APA). However, there was no exclusion for land centered on any of the five action alternatives that were under consideration at the time the ordinance passed. In spring 2023, as landowners started the process of putting their land into APAs, UDOT sent letters to Wasatch County notifying them of overlap between the action alternatives that were under consideration at the time and the proposed APAs. The letter stated the Draft EIS would consider how each alternative would affect APAs but that APA designation would not preclude UDOT from evaluating, analyzing, selecting, or constructing an alternative that would affect an APA.

Since that time, several hundred acres of land in the north fields have been put into APAs. Both action alternatives would impact APAs. For more information, see Section 3.3.3.3.3, *Agriculture Protection Area Impacts*, in Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*.

What are Agriculture Protection Areas (APAs)?

Utah law allows the formation of APAs, which are geographic areas where agricultural activities are given special protections. The establishment of APAs requires UDOT to make reasonable efforts to minimize or eliminate any detrimental impact on agriculture that may result from the designation of a transportation corridor.

S.13.4 Open Space and Conservation Areas

Throughout the EIS process, UDOT received comments expressing a desire to preserve open space, especially in the north fields. The *Heber City Envision 2050 General Plan* captures the value the community places on open space, rural atmosphere, and small-town feel; the plan states a desire to "preserve the beautiful open lands that surround us." The *Wasatch County General Plan 2001–2016* (Wasatch County 2010) also emphasizes the importance in their vision statement: "We are dedicated to honoring and protecting the heritage and rural character of our community, and are committed to creating a unique sense

of place." The *Heber City Annexation Policy Plan* (Heber City 2021) states that Heber City will not annex properties in the north fields so they remain as an agricultural area. The plan further identifies the future Main Street Bypass as the future north and northwest municipal boundary adjoining the north fields.

In 2018, Wasatch County residents passed a \$10 million bond to protect open space by placing undeveloped land into conservation. In November 2022, UDOT met with the Wasatch Open Lands Board (WOLB, the entity that recommends how the bond funds are used) to get a better understanding of the conservation process and where conservation is proposed. WOLB expressed concerns that it would be more difficult to conserve land where alternatives are being considered in the EIS because it would be more difficult to get matching funds from other federal, state, or private funding sources.

In early 2024, WOLB recommended, and the Wasatch County Council approved, using bond funds for a 165-acre conservation easement in the north fields with matching funds from the Natural Resources Conservation Service (NRCS). The proposed easement conflicted with every action alternative under consideration at the time. In May 2024, UDOT sent a letter to NRCS expressing concerns that, if the easement were recorded as proposed, such recording could jeopardize construction of a western corridor around Heber City because UDOT does not have the authority to condemn property held in an NRCS easement. Subsequently, NRCS determined that it would not provide funding for any conservation easement that conflicted with any action alternatives under consideration until UDOT made a decision on the selected alternative. NRCS reallocated funding for the 165-acre conservation easement to other projects.

UDOT met with NRCS in April and November 2024, with WOLB in January 2025, and with Utah Open Lands (UOL, a land trust conservation association) in January and May 2025 to coordinate ongoing conservation efforts with the Heber Valley Corridor efforts. UDOT will continue to work with NRCS, WOLB, and UOL to resolve concerns through the remainder of the EIS and decision-making process and if an action alternative is selected.

S.13.5 Growth and Development

Because development is occurring rapidly in the Heber Valley, the study area is projected to have large increases in population, employment, and households by 2050. A majority of the new development is occurring north of downtown Heber City on the east side of US-40 between River Road/SR-32 and 900 North, and more development is planned to occur there in the future. Much of that growth will be accessing north US-40 to travel to and from downtown Heber City and other destinations. This rapid development contributed to substantial changes in the forecasted traffic in 2050. UDOT responded to rapidly changing conditions by using the updated travel demand model and revising alternatives to handle the substantial increase in projected traffic, as described in Section S.4.

Heber City's *North Village Master Plan 2022 to 2042* (Heber City 2022) and a cooperative corridor access agreement among UDOT, Wasatch County, and Heber City identify future traffic signals on north US-40 at University Avenue, Commons Boulevard, and Coyote Canyon Parkway. However, the action alternatives that passed through the screening process include grade-separated interchanges instead of at-grade signalized intersections. It is not possible to provide interchanges at the previously agreed-on locations for traffic signals because the locations are spaced too closely to meet design standards.

Alternative A would be less consistent with the road network planned in the *North Village Master Plan* compared to Alternative B. Alternative A would provide a connection from US-40 to Coyote Canyon Parkway but not to University Avenue or Commons Boulevard. Alternative B would provide a connection from US-40 to Commons Boulevard and Coyote Canyon Parkway but not to University Avenue. Both action alternatives would require a change to the *North Village Master Plan 2022 to 2042* and the cooperative corridor access agreement. UDOT is coordinating with Heber City regarding these changes, and Heber City is coordinating with developers. Updates to the master plan and access agreement will be made after a decision is made regarding the selected alternative. For more information, see Section 3.7.4.3.6, *Access Impacts*, in Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*.

S.13.6 Impacts to the 1300 South Community

UDOT heard from members of the public and Heber City officials about potential impacts to the neighborhood along 1300 South. Concerns include potential for increased noise, impacts to air quality, and direct and indirect property impacts. Heber City and Wasatch County have historically supported the connection on 1300 South. In 2006–2007, Wasatch County and Heber City passed resolutions of support for corridor preservation (including the 1300 South connection), and 1300 South has been included in adopted transportation plans ever since. Additionally, a segment of this corridor between Industrial Parkway and US-189 has already been constructed. During the alternatives development and screening process for this EIS, UDOT reviewed concepts with and without a connection at 1300 South and found that, without the connection, the concept would not attract enough traffic away from Main Street because 1300 South provides an important route for traffic from the west side of the Heber Valley to access the commercial centers on the south end of Heber City. Potential impacts to noise, air quality, and property are reviewed in this Draft EIS.

S.13.7 Heber City's Vision for the Historic Town Center

UDOT heard from members of the public, Wasatch County, and the Utah Reclamation, Mitigation and Conservation Commission that the purpose of the Heber Valley Corridor Project should not include “allowing Heber City to meet their vision for the historic town center” without also including other vision statements such as the need to protect open space and rural character. As a transportation agency, UDOT is solving a transportation problem on US-40, and this problem includes increasing state highway traffic and congestion that is no longer compatible with the character and vision for Heber City’s downtown. If no improvements are made by 2050, traffic operations on Main Street in downtown Heber City are expected to fail; there would be excessive delays and long lines of vehicles backed up and waiting through several cycles of traffic signals. Congestion adversely affects nonmotorized travel downtown by creating an environment in which bicyclists and pedestrians do not feel comfortable or safe.

The elements of Heber City’s vision that are focused on most heavily throughout the EIS are related to downtown Main Street because those are the elements of Heber City’s vision that are in conflict with the current transportation system. UDOT acknowledges Heber City’s and Wasatch County’s vision and desire to protect open space and rural character. However, that vision is not included in the project’s purpose and need statement because, as a transportation agency, UDOT is charged with solving transportation-related problems. Despite not including the vision for the north fields as contributing to the transportation problems needing to be solved, UDOT has evaluated and disclosed the effects of the No-action and action

alternatives with respect to the north fields' open space and rural character, and other community-valued features. The detailed evaluation of action alternatives and the selection of the preferred alternative do consider the impacts of the alternatives on land use and natural resources. For more information, see Section 1.4, *Public and Agency Involvement in Developing the Purpose and Need Statement*, in Chapter 1, *Purpose and Need*.

S.13.8 Heber City Airport Master Plan

Heber City recently updated their *Heber Valley Airport Master Plan*. The plan recommends building a new, wider runway southwest from its current position and farther from US-189, with wider safety buffer zones. According to initial public comments, some people believed that UDOT considered realigning US-189 (former Alternatives WB2 and WB4) to make it easier to expand the airport.

Decisions related to this EIS and the airport master plan are independent. UDOT evaluated, and subsequently eliminated, realigning US-189 because it would have environmental impacts such as greater impacts to the sewer farm and more traffic on 1300 South (which abuts a residential neighborhood) without substantive traffic benefits. UDOT has coordinated with the airport and the Federal Aviation Administration on the master plan updates through development of the EIS and will continue to coordinate through final design. For more information, see Section 3.7, *Transportation*, in Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*.

S.14 Are there any major unresolved issues?

S.14.1 Jurisdictional Wetlands

In September 2023, the U.S. Environmental Protection Agency (EPA) and USACE issued an amended rule changing the definition of "waters of the United States" in conformance with the U.S. Supreme Court's 2023 ruling in *Sackett v. Environmental Protection Agency*, in which the Court held that the Clean Water Act extends only to wetlands that have a continuous surface connection with "waters of the United States."

On March 12, 2025, EPA and USACE issued a memo (USACE and EPA 2025a) concerning proper implementation of a continuous surface connection under the definition of "waters of the United States" in conformance with the U.S. Supreme Court's 2023 ruling in *Sackett v. Environmental Protection Agency*. Later in March, the agencies issued a *Federal Register* notice of stakeholder engagement opportunities to identify areas of concern and implementation challenges of the Amended 2023 Rule to be later addressed either through additional guidance or rulemaking (90 *Federal Register* 13428 [March 24, 2025]).

In April 2024, UDOT requested an Approved Jurisdictional Determination (AJD) from USACE for aquatic resources that would be impacted by the action alternatives. As part of USACE's AJD process, USACE typically conducts a field review to observe delineated aquatic resources and evaluate their jurisdictional status. In May 2025, USACE and UDOT conducted a field review to assist in USACE's AJD. As of

What is continuous surface water connection?

In light of the Supreme Court's *Sackett* ruling, a continuous surface water connection refers to a physical, uninterrupted link between a wetland and a jurisdictional water body. This connection must be evident on the surface and sustained over time, even if only seasonally. It excludes indirect or intermittent links via nonjurisdictional ditches, swales, pipes, or culverts.

December 2025, an AJD has not been issued. The wetland impacts in this Draft EIS are based on wetlands UDOT identified as likely jurisdictional in accordance with current regulations and guidance, including the guidance EPA and USACE issued on March 12, 2025. On November 17, 2025, EPA and USACE announced their proposed revisions to the 2023 definition of “waters of the United States.” The proposed revisions are focused on relatively permanent, standing or continuously flowing bodies of water and wetlands that are connected and indistinguishable from such waterbodies (USACE and EPA 2025b). The definition of “waters of the United States” is an evolving issue that UDOT is following closely.

The jurisdictional wetlands impacts used to compare the action alternatives might change if an AJD differs from the wetlands UDOT identified as likely jurisdictional and when EPA and USACE finalize the definition of “waters of the United States.”

S.14.2 Main Street Jurisdiction

Throughout the study, UDOT has been asked whether it is possible to restrict commercial truck traffic from using Main Street. Based on adopted plans and comments from and conversations with city officials, Heber City would like commercial truck traffic—especially oil tankers—to use the western corridor rather than Main Street in order to create opportunities for Main Street to become a destination for businesses to grow and for placemaking to foster a pleasant atmosphere. US-40 (including Heber City’s Main Street) is included in the National Network. It is not possible to restrict truck traffic on a road that is included in the National Network.

If a western corridor were to be constructed, and if the western corridor were to be designated as US-40, it would become the new National Network route. Main Street would no longer be part of the National Network; however, it is not possible to restrict commercial trucks from using Main Street even if it is not part of the National Network.

If jurisdiction of Main Street were transferred to Heber City, the City could implement changes that would make Main Street less desirable for trucks (changes such as slower speeds, more stops, and/or narrower lanes). Heber City has a [planned vision](#) for redeveloping their historic downtown to be a more walkable and bicycle-friendly destination with wider sidewalks and bike facilities. Narrowing the travel lanes could provide some space for wider sidewalks or bike facilities; however, the City might also need to remove parking to realize their vision.

The decision to designate a future potential bypass as US-40 and transfer jurisdiction of Main Street to Heber City is not part of this EIS process. The decision to designate a western corridor as US-40 would be made by FHWA, not UDOT. Both action alternatives have been designed to standards that would be suitable to be included in the National Network.

What is an Approved Jurisdictional Determination (AJD)?

An AJD is a process used by USACE to make a definitive, official determination whether aquatic resources in the review are or are not jurisdictional.

What is the National Network?

The National Network is a network of approved state highways and interstates for commercial truck drivers in the United States.

S.15 What additional federal actions would be required if the project is implemented?

The following federal actions might be required to build either action alternative:

- A Clean Water Act Section 404 permit (USACE) would be required before project construction in waters of the United States. UDOT's typical practice is to have this permit in place before advertising to select a construction contractor. In its evaluation of a permit application, USACE is required to analyze alternatives to the proposed project that achieve its purpose. USACE conducts this analysis pursuant to two main requirements: the Guidelines at 40 *Code of Federal Regulations* (CFR) Section 230.10(a), referred to as the 404(b)(1) Guidelines, and NEPA. USACE also considers alternatives as part of its public interest review evaluation. USACE must evaluate alternatives that are practicable and reasonable. In accordance with the 404(b)(1) Guidelines, a permit cannot be issued if a practicable alternative exists that would have less adverse impact on the aquatic ecosystem, provided it does not have other significant adverse environmental consequences to other natural ecosystem components. USACE may rely on information in the EIS and may also request additional information and analysis to complete this evaluation.
- Consultation with the U.S. Fish and Wildlife Service (USFWS) for Section 7 of the Endangered Species Act for Ute ladies'-tresses to determine whether any additional clearance surveys are required before construction. Surveys for Ute ladies'-tresses have been conducted. For more information, see Section 3.14.3.1.2, *Ute Ladies'-tresses Surveys*, in Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*.
- Consultation with USFWS might be required if protected migratory bird species are found nesting in the construction zone or buffer zone before or during construction.
- Both of the action alternatives extend into airspace near the Heber City Airport, and this extension would require a transitional surface exemption from the Federal Aviation Administration before construction.
- Both action alternatives would affect floodplains, and these floodplain impacts would require approval from the Federal Emergency Management Agency (FEMA). A Federal Emergency Management Floodplain Review from FEMA would be required during the final design of the selected alternative. FEMA Conditional Letter of Map Revision (CLOMR) and Letter of Map Revision (LOMR) processes would be executed in compliance with 44 CFR Sections 60.3 and 65.12 as necessary based on hydrologic and hydraulic analyses and the nature of anticipated changes in base flood elevation and/or floodplain limits.

S.16 What happens next?

The public has an opportunity to provide comments on this Draft EIS during a 60-day public comment period. During the public comment period, a public hearing will be held to allow the public to review the details of the project and talk with staff from UDOT.

Comment Period: The Draft EIS was published on January 9, 2026, and the comment period runs through March 9, 2026.

Public Hearing: UDOT will hold a public meeting via Zoom on January 27, 2026, from 6:00 to 7:30 PM and a public hearing on January 28, 2026, at Wasatch High School at 930 South 500 East in Heber City from 5:30 to 8:30 PM.

Draft EIS Review Copies: Copies of the Draft EIS can be reviewed at the following locations:

- Heber City Administration Building, 75 N. Main Street, Heber City
- Wasatch County Administration building, 25 N. Main Street, Heber City
- Wasatch County Public Library, 465 East 1200 South, Heber City
- UDOT Headquarters, 4501 South 2700 West, Salt Lake City (Environmental Division, third floor)
- UDOT Region Three, 658 North 1500 West, Orem

Comments: Comments can be submitted using the following methods:

- Email: hebervalleyeis@utah.gov
- Website: <https://hebervalleyeis.udot.utah.gov>
- Phone: (801) 210-0498
- Postal mail: Heber Valley Corridor EIS
c/o HDR, Inc.
2825 E. Cottonwood Parkway, Suite 200
Cottonwood Heights, UT 84121

After the Draft EIS comment period is finished, the comments that are received will be reviewed, evaluated, responded to, and included in the Final EIS.

UDOT intends to issue a combined Final EIS and Record of Decision in spring 2026 pursuant to 49 USC Section 304a and 23 USC Section 139(n). These regulations direct the lead agency, to the maximum extent practicable, to combine the Final EIS and Record of Decision unless:

1. The Final EIS makes substantial changes to the proposed action that are relevant to environmental or safety concerns, or
2. There is a significant new circumstance or information relevant to environmental concerns that bears on the proposed action or the impacts of the proposed action.

S.17 References

Avenue Consultants

- 2019 Heber Valley Parkway Planning Study. Prepared for UDOT, MAG, Heber City, and Wasatch County. July.

Heber City

- 2022 North Village Master Plan 2022 to 2042. September 20.
- 2021 Heber City Annexation Policy Plan. <https://www.utah.gov/pmn/files/1131721.pdf>. Amended July 6, 2021.
- 2023 Heber City Envision 2050 General Plan. <https://envisionheber.com/wp-content/uploads/2024/10/2023-General-Plan-Update-101224-SMALL.pdf>. Updated December 5, 2023.

[MAG] Mountainland Association of Governments

- 2023 Wasatch Back RPO [Rural Planning Organization] Transportation Plan.
<https://experience.arcgis.com/experience/0b65f82874e34d709269fa04017ba1d1>.

[UDOT] Utah Department of Transportation

- 2020 Early Scoping Summary Report for the Heber Valley Corridor Environmental Impact Statement. <https://hebervalleyeis.udot.utah.gov/wp-content/uploads/2020/11/HVC-EIS-Scoping-Summary-Report-Final-11-13-2020-full.pdf>. November 13.
- 2021 Scoping Summary Report for the Heber Valley Corridor Environmental Impact Statement. https://hebervalleyeis.udot.utah.gov/wp-content/uploads/2021/09/HVC-EIS-Scoping-Summary-Report-Final_9-20-2021.pdf. September 20.
- 2023a Utah Long-range Transportation Plan 2023–2050 [Google site].
<https://sites.google.com/utah.gov/lrp-2023>.
- 2023b Final Alternatives Development and Screening Report for the Heber Valley Environmental Impact Statement. <https://hebervalleyeis.udot.utah.gov/wp-content/uploads/2023/01/Heber-Valley-Corridor-EIS-Final-Alternatives-Development-and-Screening-Report-1-16-2023.pdf>. January 16.

[UDOT and Wasatch County] Utah Department of Transportation and Wasatch County

- 2008 Cooperative Corridor Access Agreement: Corridor Preservation along US-40 from SR-32/River Road to Heber City North City Limits. Federal ID No. 876000299. November 24.

[UDOT, Wasatch County, and Heber City]

- 2018 Addendum #1 to Cooperative Corridor Access Agreement #098400, Corridor Preservation US-40 from SR-32/River Road to Heber City North City Limit. September 21.
- 2023a Addendum #2 to Cooperative Corridor Access Agreement #098400, Corridor Preservation US-40 from SR-32/River Road to Heber City North City Limits (1200 North). January 26.
- 2023b Addendum #3 to Cooperative Corridor Access Agreement #098400, Corridor Preservation US-40 from SR-32/River Road to 750 North. February 16.

[USACE and EPA] U.S. Army Corps of Engineers and U.S. Environmental Protection Agency

- 2025a Memorandum to the Field between the U.S. Department of the Army, U.S. Army Corps of Engineers, and the U.S. Environmental Protection Agency Concerning the Proper Implementation of "Continuous Surface Connection" under the Definition of "Waters of the United States" under the Clean Water Act. March 12.
- 2025b Updated Definition of "Waters of the United States." https://www.epa.gov/system/files/documents/2025-11/updated_definition_wotus_nprm.pdf. Accessed November 20, 2025.

Wasatch County

- 2010 Wasatch County General Plan 2010–2016. Amended February 2010.