State of Utah

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DEPARTMENT OF TRANSPORTATION

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June 27, 2017

Ivan Marrero
Division Administrator
Federal Highway Administration
2520 West 4700 South, Suite 9A
Salt Lake City, UT 84118-1847

Subject: West Davis Corridor Environmental Impact Statement (EIS) Draft EIS Re-Evaluation. Project No. F-0067(14)0; PIN 7176

Dear Mr. Marrero:

In the May 2013, a Draft Environmental Impact Statement (EIS) and Section 4(f) Evaluation for the West Davis Corridor Project, Davis and Weber Counties, was released to the public for review. After the Draft EIS was released there was a release of a new Regional Transportation Plan and associated travel demand model by the Wasatch Front Regional Council (WFRC) in 2015 and a new alternative (the Shared Solution Alternative) was brought forward for evaluation in 2014 and 2015. Because it has been over 4 years since the release of the Draft EIS, UDOT prepared a re-evaluation pursuant to 23 Code of Federal Regulations (CFR) 771.129. Based on the detailed re-evaluation in Attachment A, UDOT is proposing that these changes will not result in new significant environmental impacts that would require a supplemental Draft EIS pursuant to 23 CFR 771.130. If you approve of the attached re-evaluation, please sign on the concurrence line at the end of this letter.

The general area studied for environmental impacts for the re-evaluation did not change from the environmental study area from the Draft EIS.

Changes in Impact Status or Document Compliance

Attachment A provides the detailed re-evaluation analysis of the Draft EIS. Our environmental team has reviewed the new information received after the Draft EIS and evaluated any changes from the revised design against the analysis. Table 1 includes a summary of the re-evaluation analysis.

Table 1. Summary of Re-evaluation Analysis

Environmental Resource	Comments
Land Use	For the Final EIS, new city land-use plans were obtained. The WDC team's review of the plans determined that future land use would be similar to that described in the Draft EIS.
Farmland	For the Final EIS, new farmland data were obtained. With the reduced length of the alternatives, farmland impacts would be less than those described in the Draft EIS.

Table 1. Summary of Re-evaluation Analysis

Environmental Resource	Comments
Community Impacts	For the Final EIS, the WDC team obtained information about new housing developments built after the Draft EIS was released. With the reduced length of the alternatives, there would be between 5 and 11 less residential relocations depending on the alternative (Draft EIS had between 23 and 40 relocations and the Final EIS between 18 and 29). If UDOT selects the Wetland Avoidance option the number of relocations would be from four less to 1 more residential relocations. New schools in Farmington and Kaysville were built adjacent to the proposed WDC alignment after the Draft EIS was released. The school districts were aware of the WDC Project. The WDC would not affect the operation of these schools. The new schools and all existing schools near the WDC alternatives were included in the Final EIS noise analysis. The analysis showed that interior noise levels at the schools built after the Draft EIS would not exceed noise criteria.
Environmental Justice	For the Final EIS, revised minority and low-income data were obtained. The new information did not change the conclusion in the Draft EIS that there would be no disproportionately high and adverse effects on any minority or low-income populations.
Transportation	For the Final EIS, new city transportation plans were obtained. The WDC team's review of the plans determined that future transportation planning is the same as that described in the Draft EIS.
Economics	For the Final EIS, new economic and housing data were obtained. The WDC team's review of the data found that the expected economic impacts to farmland and city (West Point, Hooper, and West Have) tax base would be reduced with the reduced length of the alternatives.
Joint Development	No change.
Pedestrian and Bicyclist Issues	The Final EIS was updated with new trail information from regional and local planning documents. As described in the Draft EIS, UDOT would accommodate any existing or proposed trail crossings.
Air Quality	For the Final EIS, the air quality data were updated based on new monitoring data, state implementation plans, and travel demand modeling results. As described in the Draft EIS, there would be no violations of the National Ambient Air Quality Standards.
Noise	For the Final EIS, the noise modeling was revised to include any new developments and schools that have been built next to the proposed WDC alignment. Overall, noise impacts to adjacent property owners would be reduced because of the reduced length of the alternatives and the use of noise-reducing pavement that was introduced after the Draft EIS was released. The noise analysis showed that interior noise levels at the schools built after the Draft EIS would not exceed noise criteria and noise levels at existing schools near the WDC would be the same as in the Draft EIS.
Water Quality	Additional stormwater design was conducted after the Draft EIS was released. UDOT will use sheet flow across vegetated buffers in certain areas to reduce the height of the WDC. As described in the Draft EIS, the project would conform to water quality laws and regulations.
Ecosystems	For the Final EIS, to ensure that no new wetlands have been identified, UDOT revisited the wetland delineations that were conducted before the Draft EIS was released. Based on a new survey, no new wetlands were identified. Overall, impacts to ecosystem resources including wetland as well as wildlife and other natural ecosystem components would be reduced because of the reduced length of the alternatives and the use of noise-reducing pavement that was introduced after the Draft EIS was released. UDOT will consider two additional wetland avoidance options in the Final EIS.
Floodplains	No change.

Table 1. Summary of Re-evaluation Analysis

Environmental Resource	Comments
Historic, Archaeological, and Paleontological Resources	For the Final EIS, a re-evaluation of historic buildings was conducted to determine whether any buildings are now at least 50 years old given the time since the original survey was conducted in 2011. The new survey identified 15 new properties that are eligible for the National Register of Historic Places, of which one property would likely have an adverse effect from the WDC [this property is also a Section 4(f) property]. However, the number of historic buildings impacted would be reduced by about four with the reduced length of the alternatives.
Hazardous Waste	For the Final EIS, data regarding hazardous waste sites were updated. There were no changes to the information in the Draft EIS.
Visual Resources	For the Final EIS, visual impacts should be less because of the reduced length of the alternatives and the reduced height of the WDC where possible from 10 feet to 5 feet.
Energy	No change.
Construction Impacts	Construction impacts should be less because of the reduced length of the alternatives.
Indirect Effects	Indirect effects should be less because of the reduced length of the alternatives. Additionally, after the Draft EIS was released, UDOT commissioned an economic market study, which supported the analysis that growth in the area will occur with or without the WDC.
Cumulative Impacts	Cumulative impacts would be less because the reduced length of the alternatives would have less overall impacts to the natural and built environment.
Permits, Reviews, Consultation, and Approvals	No change.
Section 4(f) Resources	A new park [a Section 4(f) property] was built along the Glovers Lane interchange option in Farmington after the release of the Draft EIS. Farmington City was aware of the WDC alternative when siting the park. The park consists of soccer fields with no other facilities or amenities. UDOT has worked with Farmington City to find a suitable replacement property. In Farmington, a new school was built after the Draft EIS was released. A soccer field on the school property would be impacted by the WDC. About 50 square feet of the southwest corner of the 3.5-acre soccer field would be acquired which would not impact any of the sport activities on the field. The field could still be used for soccer and other recreational activities by local residents if the WDC is built. UDOT is working with the school regarding the impacts.

Conclusion

The WDC team received comments on the Draft EIS that a new Draft EIS or a Supplemental Draft EIS should be prepared based on the number of comments received and on potential changes to the alternatives. The alternatives that will be evaluated in the Final EIS are on the same alignments as those evaluated in the Draft EIS except that the length and number of lanes required have been reduced. In addition, the Shepard Lane interchange option in Farmington has been eliminated for not meeting FHWA's safety standards. No alternatives or alignments (other than the wetland avoidance options) that were not evaluated in the Draft EIS will be evaluated in the Final EIS. Lastly, the changes that have been made to alternatives since the Draft EIS was released (wetland avoidance options and reduced length and width of the alternatives) would overall lessen the adverse environmental impacts of the WDC compared to the impacts described in the Draft EIS except for home relocations which would be similar to the Draft EIS (from 4 less to 1 more relocations with the Wetland Avoidance option depending on the alternative selected). For these reasons, a supplemental EIS is not required.

Additionally, changes to local planning documents and to the natural and human environments since the Draft EIS was released would not result in any significant new impacts that were not addressed in the Draft EIS. A new park [a Section 4(f) property] was built along the Glovers Lane interchange option in Farmington after the Draft EIS was released. The park consists of soccer fields with no other facilities or amenities. UDOT has worked with Farmington City to find a suitable replacement property.

The Final EIS will consider two wetland avoidance options to Alternatives A and B, but the purpose of these options is to avoid adverse impacts to wetlands and wildlife habitat associated with the Great Salt Lake Shorelands Preserve. In studying these options, UDOT has met with the eight property owners whose residential properties might be acquired to discuss with them that possibility. These potential residential property impacts would not be a new significant impact as the overall impacts to residential relocations would be similar to the Draft EIS (from 4 less to 1 more relocations with the Wetland Avoidance option depending on the alternative selected).

The Draft EIS received over 1,600 comments. UDOT and FHWA have reviewed and considered the comments and developed responses. None of the comments provided substantial new information that would result in a new significant impact that was not evaluated in the Draft EIS.

UDOT has considered changes made to the alternatives after the Draft EIS was released as well as other new information available at the time of this re-evaluation. UDOT believes that there is no new information or circumstances relevant to environmental concerns and bearing on the proposed action or its impacts that would result in significant environmental impacts not evaluated in the Draft EIS. For these reasons, **UDOT has determined that a supplemental or new Draft EIS is not required consistent with 23 CFR 771.130.**

If you approve the conclusion of the WDC Draft EIS re-evaluation process, please sign on the concurrence line below. If you have any questions or concerns or need additional information, please contact me.

Sincerely,

Randy Jefferies, PE
West Davis Corridor EIS Project Manager
Utah Department of Transportation

Ivan Marrero
Division Administrator
Federal Highway Administration

6/30/17
Date

WEST DAVIS
CORRIDOR

Re-evaluation of the West Davis Corridor Draft EIS

in support of the
Environmental Impact Statement

West Davis Corridor Project

Federal Highway Administration
Utah Department of Transportation

in cooperation with

U.S. Army Corps of Engineers
U.S. Environmental Protection Agency
U.S. Fish and Wildlife Service
Utah Reclamation, Mitigation, and Conservation Commission

UDOT
udot.utah.gov

Project No. F-0067(14)0

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November 7, 2016

WEST DAVIS CORRIDOR

Contents

Tables

Figures

1.0 Purpose of this Re-evaluation

The Federal Highway Administration (FHWA) and the Utah Department of Transportation (UDOT) are proposing a transportation project (the West Davis Corridor) to improve regional mobility in Davis and Weber Counties, Utah. These lead agencies, together called the West Davis Corridor (WDC) team, are in the process of preparing the West Davis Corridor Final Environmental Impact Statement (EIS), which will evaluate different alternatives for meeting the purpose of the project. At the end of the EIS process, FHWA and UDOT will select a preferred WDC alternative.

FHWA and UDOT released a WDC Draft EIS in May 2013. FHWA's regulations in 23 Code of Federal Regulations (CFR) 771.129 (Re-evaluations) state that:

> A written evaluation of the draft EIS shall be prepared by the applicant in cooperation with the Administration if an acceptable final EIS is not submitted to the Administration within 3 years from the date of the draft EIS circulation. The purpose of this evaluation is to determine whether or not a supplement to the draft EIS or a new draft EIS is needed.

According to FHWA's regulations at 23 CFR 771.130 (Supplemental environmental impact statements):

> (a) […] An EIS shall be supplemented whenever the Administration determines that:
>
> (1) Changes to the proposed action would result in significant environmental impacts that were not evaluated in the EIS; or
>
> (2) New information or circumstances relevant to environmental concerns and bearing on the proposed action or its impacts would result in significant environmental impacts not evaluated in the EIS.
>
> (b) However, a supplemental EIS will not be necessary where:
>
> (1) The changes to the proposed action, new information, or new circumstances result in a lessening of adverse environmental impacts evaluated in the EIS without causing other environmental impacts that are significant and were not evaluated in the EIS; or
>
> (2) The Administration decides to approve an alternative fully evaluated in an approved final EIS but not identified as the preferred alternative. In such a case, a revised [Record of Decision] shall be prepared and circulated in accordance with § 771.127(b).

Because it has been 3 years since the WDC Draft EIS was released and because UDOT and FHWA evaluated a new alternative in response to comments on the Draft EIS, UDOT and FHWA are preparing this re-evaluation of the WDC Draft EIS to determine whether a supplemental or new Draft EIS should be prepared.

2.0 Changes after Release of the Draft EIS

Two main changes have occurred after the Draft EIS was released that could change the project purpose and the alternatives considered in the EIS. The first change was the release of a new Regional Transportation Plan and associated travel demand model by the Wasatch Front Regional Council (WFRC) in 2015, and the second was the proposal for a new alternative (the Shared Solution Alternative) that UDOT and FHWA received by a nongovernmental organization just prior to and during the public comment period for the Draft EIS. These changes, which are described below in Sections 2.1 and 2.2, will not result in a new significant environmental impacts requiring a supplement draft EIS pursuant to 23 CFR 771.130(a)(1)

What is the Wasatch Front Regional Council (WFRC)?

WFRC is the designated metropolitan planning organization for the Wasatch Front Urban Area.

2.1 Changes to the Travel Demand Model between the Draft and Final EISs

The WDC team used version 7.0 of WFRC's regional travel demand model to conduct the needs assessment for the Draft EIS. In May 2015, WFRC released a new Regional Transportation Plan and associated travel demand model (version 8.0). WFRC subsequently updated this model in early 2016 to version 8.1.

The WDC team reviewed the socioeconomic data and roadway network for the model's 2040 conditions and determined that there were enough changes between versions 7 and 8.1 of the model that all modeling conducted for the Final EIS would be updated using version 8.1.

What is a travel demand model?

A travel demand model is a computer model that predicts the number of transportation trips (travel demand) in an area at a given time. This prediction is based on the expected population, employment, household, and land-use conditions in the area. The travel demand model used for the WDC Project is maintained by WFRC.

Additionally, during the comment period for the Draft EIS, UDOT received comments on version 7 of the travel demand model stating that the model should have used a 2012 household survey instead of a 1992 survey. The comment noted that the 1992 survey did not account for younger and older drivers (lifecycle variable), and did not account for younger and older populations shifting away from single-family homes. Version 8.1 of the WFRC model included the refinements listed in Table 2-1 below. These refinements address many of the comments about the model that were submitted during the Draft EIS comment period.

Table 2-1. Updates between Version 7.0 and Version 8.1 of WFRC's Travel Demand Model

Model Update for Version 8.1	Description
Recalibration using the 2012 Utah household and travel survey	The model was recalibrated using the 2012 Utah household and travel survey, trip distance by trip type, and mode choice preference.
Addition of a lifecycle variable	Households in the model are now categorized into three groups: (1) working with no children, (2) working with children, and (3) retired, with or without children.
New freight module	The freight module now allows more-detailed and robust forecasting of commercial trips, including the ability to forecast long-haul, short-haul, and light-duty commercial trips.
K–12 school trips now explicitly modeled	Trips to and from K–12 schools (kindergarten through 12th grade) were previously included in the "home-based other" category. These trips are now explicitly included in the model, with sensitivity to elementary versus secondary schools.
Expansion of employment categories from 3 to 11	The model previously had only "retail," "industrial," and "other" categories. It now has "retail," "food," "manufacturing," wholesale," "office," "government/education," "healthcare," "other," "mining," "agriculture," and "construction" categories. This expansion allows the model to be more sensitive to the different trip-generation characteristics of these differing employment centers.
Updating of freeway capacities	Freeway capacities were lowered by 10–20% in order to reflect the operational capacity of these facilities. WFRC found that the "true" capacity is sustained for only a short period before conditions break down and the throughput drops by 10–20%. Switching to the operational capacity is an attempt to replicate real-world traffic conditions over the course of the entire peak period (the period with the most traffic).
Upgrading of transit submodule	Version 8.1 of the model was one of the first in the United States to incorporate an updated transit submodule. This submodule allows more-robust analysis of transit scenarios, such as providing the ability to test distance-based fare scenarios.
Integration with the Utah Statewide Travel Model	The model is now set up to take advantage of UDOT's Statewide Travel Model. This allows improved forecasts of trips entering, leaving, or passing through the WFRC model area.

To account for shifts in younger and older populations away from single-family homes, WFRC included denser and more-compact land use near Interstate Highway 15 (I-15) and fewer single-family homes in western Davis and Weber Counties.

After reviewing the changes listed above, the WDC team conducted a sensitivity analysis to determine whether the travel demand conditions for the No-Action Alternative had changed enough between versions 7 and 8.1 of the travel demand model that the screening analysis conducted for the Draft EIS would have produced different results if version 8.1 had been used instead of version 7.

What is the No-Action Alternative?

The No-Action Alternative does not include the WDC but does include all other projects in WFRC's current Regional Transportation Plan.

Table 2-2 below shows the outcome of the sensitivity analysis for each of the five measures of effectiveness (MOEs) that were used to screen the WDC alternatives for the Draft EIS. In the table, *V/C* stands for *volume to capacity*, which is a measure of the actual traffic volume on a road compared to the traffic capacity for which the road was designed. A V/C ratio of 0.9 or greater indicates heavy congestion.

Table 2-2. 2040 No-Action Comparison of Measures of Effectiveness Using Versions 7 and 8.1 of WFRC's Travel Demand Model (Sensitivity Analysis)

	Measure of Effectiveness (MOE)				
Model Version	**Daily Total Delay (hours)**	**North-South Lane-Miles with PM Peak Period V/C ≥ 0.9**	**East-West Lane-Miles with PM Peak Period V/C ≥ 0.9**	**Vehicle-Miles Traveled with PM Peak Period V/C ≥ 0.9**	**Vehicle-Hours Traveled with PM Peak Period V/C ≥ 0.9**
Version 7	10,770	44	25	243,100	9,490
Version 8.1[a]	18,310	116	31	642,000	20,330
Percent change	+70%	+163%	+24%	+164%	+114%

[a] Version 8.1 of the travel demand model includes the I-15 Managed Motorways project.

What are peak periods?

Peak periods are the periods of the day with the greatest amounts of traffic

As shown in Table 2-2 above, there was a substantial change between versions 7 and 8.1 of the travel demand model in terms of the MOEs that were used to screen the WDC alternatives. The main reasons for these changes were revised socioeconomic data from WFRC that included more development near I-15 in western Davis and Weber Counties, reduced vehicle capacity of lanes on I-15 to better reflect actual traffic counts, higher free flow speeds on arterial and collectors, freeways experience delay sooner, conversion of high occupancy vehicle lanes and tolled lanes on I-15, and the addition of the I-15 Managed Motorways project, which allowed I-15 to handle more traffic during the peak periods.

The changes to I-15 in the model had the greatest effect, as shown by the substantial increase (+163%) in north-south lane-miles with a V/C of at least 0.9. Because I-15 carries the largest amount of traffic in the WDC study area, the increased congestion on I-15 also substantially increased total daily delay, vehicle-miles traveled in congestion, and vehicle-hours traveled in congestion.

Given the changes shown by the sensitivity analysis, the WDC team decided in 2016 to revisit the project's purpose and need and the alternatives-screening process from the Draft EIS. (The revisited alternatives-screening process is referred to in this re-evaluation as the 2016 screening process.)

2.2 New Alternative Considered

The WDC team began collecting information, analyzing data, and evaluating alternatives in 2010 to prepare the Draft EIS. After the WDC team released the Draft EIS in May 2013, UDOT received a formal request to develop and evaluate a new alternative known as the Shared Solution. This alternative was proposed by the Shared Solution Coalition (Coalition), which comprises various nongovernmental organizations and local resident groups. The Shared Solution Alternative is based on six key principles:

1. Compact, mixed-use development
2. Boulevard roadway configurations with innovative intersections
3. Incentivized transit
4. Connected, protected bikeways
5. Preventative ramp metering on I-15
6. Strategically placed overpasses over I-15

UDOT has worked collaboratively with the Coalition since 2013 to determine whether the Shared Solution Alternative meets the transportation needs in the WDC study area. The Coalition asked UDOT to formalize this collaborative process in a Memorandum of Agreement, which was signed in May of 2014. This agreement included several workshops and meetings that would be held with the Cities, Counties, and agencies who were participating in the EIS process. In all, 30 technical coordination meetings, 6 stakeholder workshops, and 15 city land-use meetings were held to develop and evaluate this alternative. The workshops were held to receive and evaluate stakeholder feedback on roadway, transit, and land-use concepts.

In May 2016, UDOT and the Coalition finalized the assumptions underlying the Shared Solution Alternative based on all the information gathered throughout the collaborative alternative-refinement process. As part of the 2016 screening process, the WDC team determined that the Shared Solution Alternative would not meet the project's purpose, and therefore this alternative was eliminated from detailed consideration in the Final EIS. For more information about the Shared Solution Alternative, see the technical memorandum *Development and Evaluation of the Shared Solution Alternative* dated May 19, 2016 (West Davis Corridor Team 2016b).

3.0 Re-evaluation of the Draft EIS

This section re-evaluates the chapters in the Draft EIS.

3.1 Purpose and Need

The WDC team revisited the purpose of and need for the WDC Project using version 8.1 of WFRC's travel demand model. The WDC team re-evaluated the study area limits that had been used to define the project's purpose and need in the Draft EIS and the 2040 No-Action conditions to determine whether the project's purpose had changed.

What are the 2040 No-Action conditions?

The 2040 No-Action conditions are the socioeconomic and transportation conditions that would be present in the WDC study area with the No-Action Alternative in 2040.

3.1.1 Study Area

The WDC team verified the study area using version 8.1 of WFRC's travel demand model. The verification confirmed that the study area used in the Draft EIS was appropriate (West Davis Corridor Team 2016a).

3.1.2 Project Purpose

This section provides the revised roadway conditions and user delay numbers for the needs assessment using version 8.1 of WFRC's travel demand model. Chart 3-1 through Chart 3-4 below illustrate the change in roadway conditions from the baseline conditions (2009 for version 7 and 2015 for version 8.1 of the WFRC model) to the 2040 No-Action Alternative conditions using version 7.0 from the Draft EIS and version 8.1 for the Final EIS.

As shown in the charts below, the amount of change from existing to 2040 conditions between version 7.0 and version 8.1 of the travel demand model is similar, with version 8.1 showing a slight higher growth in congestion between the baseline and 2040 conditions. Overall, this examination validated the project's purpose and need, so no changes were required.

Chart 3-1. Change in PM Peak Lane-Miles of Congestion between WFRC Travel Demand Model Version 7 (2009–2040) and Version 8 (2015–2040)

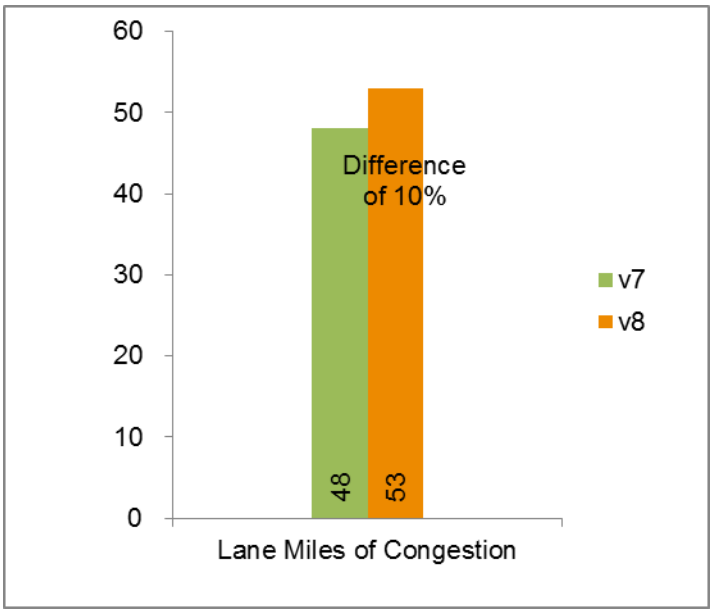


Chart 3-2. Change in PM Peak Vehicle-Miles Traveled in Congestion between WFRC Travel Demand Model Version 7 (2009–2040) and Version 8 (2015–2040)

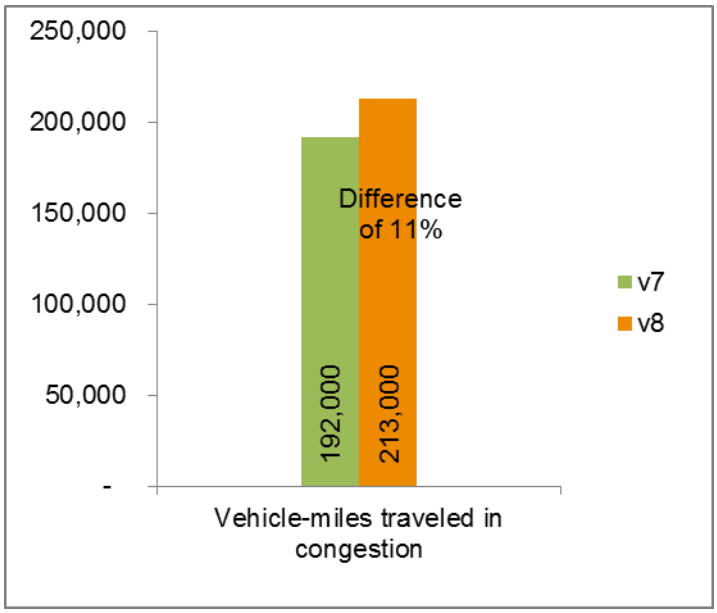


Chart 3-3. Change in User Delay between WFRC Travel Demand Model Version 7 (2009–2040) and Version 8 (2015–2040)

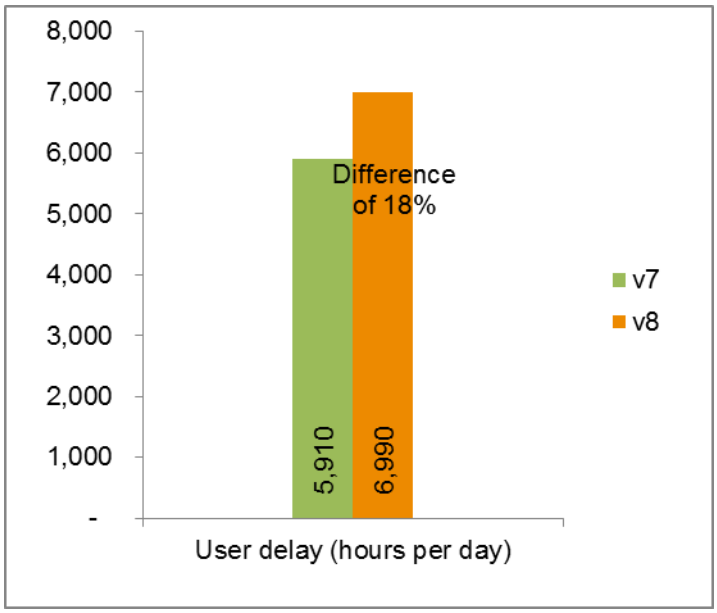
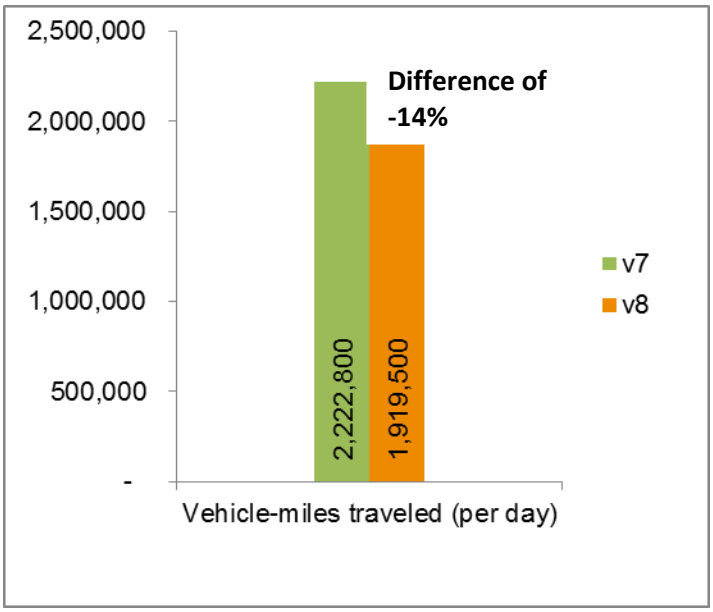


Chart 3-4. Change in Vehicle-Miles Traveled per Day between WFRC Travel Demand Model Version 7 (2009–2040) and Version 8 (2015–2040)



3.2 Alternatives

The WDC team conducted the 2016 alternatives-screening process using version 8.1 of WFRC's travel demand model and including one new alternative (the Shared Solution Alternative). In addition, the WDC team revisited the termini of the alternatives that would be carried forward into the Final EIS and reviewed the WDC's proposed connection to I-15 as part of an Interstate Access Change Request (an assessment required by FHWA).

3.2.1 Alternatives Screening

The WDC team included one new alternative, the Shared Solution Alternative, in the 2016 screening process. The Shared Solution Alternative was developed over many months based on input from the Shared Solution Coalition, city and county officials, UDOT, the Utah Transit Authority (UTA), and other stakeholders. In addition to the Shared Solution Alternative, the 2016 screening process evaluated all of the other alternatives that were previously considered in the previous Level 1 screening conducted for the Draft EIS. The 2016 screening process used version 8.1 of WFRC's travel demand model.

What are the purposes of Level 1 and Level 2 screening?

The purpose of Level 1 screening is to identify alternatives that would meet the purpose of the project. The purpose of Level 2 screening is to determine which of the alternatives advanced from Level 1 screening are reasonable and will be evaluated in detail in the EIS.

Level 1 Screening Results

Table 3-1 shows the results of Level 1 screening for the Draft EIS compared to the results for the Final EIS. One new alternative and one modified alternative that did not pass Level 1 screening for the Draft EIS passed Level 1 screening during the 2016 screening process for the Final EIS.

Table 3-1. Level 1 Screening Results for the Draft and Final EISs

	Screening Results	
Alternative	**Level 1 Screening for Draft EIS**	**Updated Level 1 Screening for Final EIS**
05	Pass	Pass
08	Pass	Pass
09A	Pass in combination with Alternative 04	Pass without Alternative 04
10A	Pass	Pass
11A	Pass	Pass
12A	Did not pass	Pass
13A	Pass	Pass

Level 2 Screening Results

For Level 2 screening, the WDC team used the same criteria for the Final EIS that were used for the Draft EIS. As shown in Table 3-2, the 2016 screening process for the Final EIS resulted in the same alternatives passing Level 2 screening as in the Draft EIS.

Table 3-2. Level 2 Screening Results for the Draft and Final EISs

	Screening Results	
Alternative	**Level 2 Screening for Draft EIS**	**Level 2 Screening for Final EIS**
05	Eliminated	Eliminated
08	Eliminated	Eliminated
09A	Eliminated	Eliminated
10A	Eliminated	Eliminated
11A	**Advanced to Draft EIS**	**Advanced to Final EIS (B Alternatives)**
12A	Not evaluated in Level 2 screening	Eliminated
13A	**Advanced to Draft EIS**	**Advanced to Final EIS (A Alternatives)**

3.2.2 WDC Northern Terminus and Number of Lanes

After the WDC team released the Draft EIS, WFRC released a new Regional Transportation Plan and associated travel demand model. The WDC team used this information to determine whether the northern terminus and number of lanes required for the WDC had changed compared to what was used to define the alternatives in the Draft EIS. An analysis using version 8.1 of WFRC's travel demand model showed that the logical termini and number of lanes required for each alternative had changed compared to the Draft EIS.

As shown in Table 3-3 below and in Figure 3-1and Figure 3-2, the northern terminus for Alternatives A and B moved south between 1 and 4 miles depending on the alternative. In addition, to meet the project's purpose, fewer miles of four-lane highway were needed, and the five-lane arterial could be reduced to a two-lane highway. The main reason for the reduction in travel demand and subsequent need for the alternatives between the Draft and Final EISs is that the 2015 Regional Transportation Plan now expects less population growth in West Point, Hooper, and West Haven compared to the 2011 plan that was used for the Draft EIS. Overall, the miles of the WDC and the width of the WDC roadway were reduced as a result of the 2016 screening process, thereby reducing the impacts from the WDC alternatives.

Figure 3-1 Comparison of Alternative A - Draft EIS and Final EIS Alternative

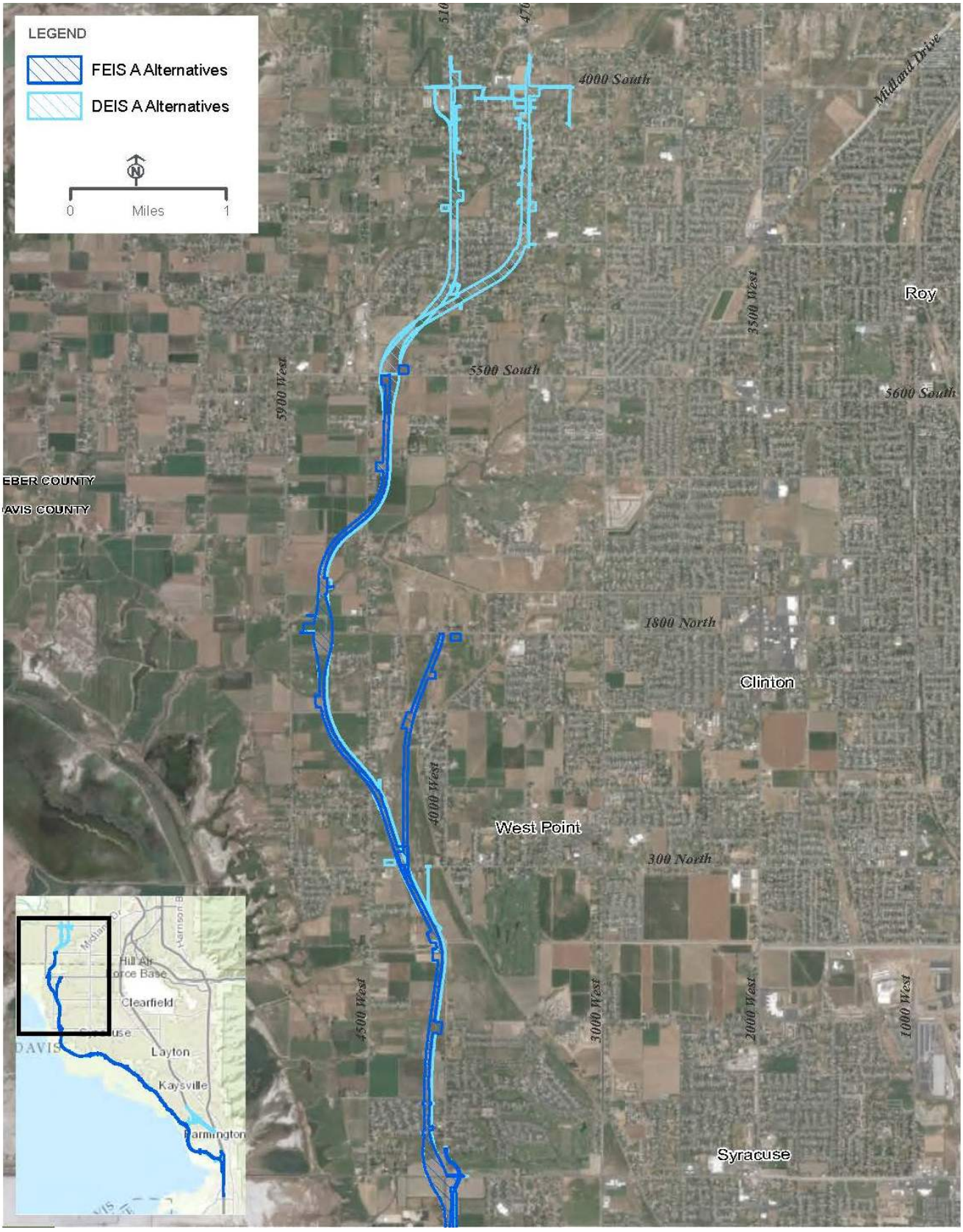


Figure 3-2 Comparison of Alternative B - Draft EIS and Final EIS

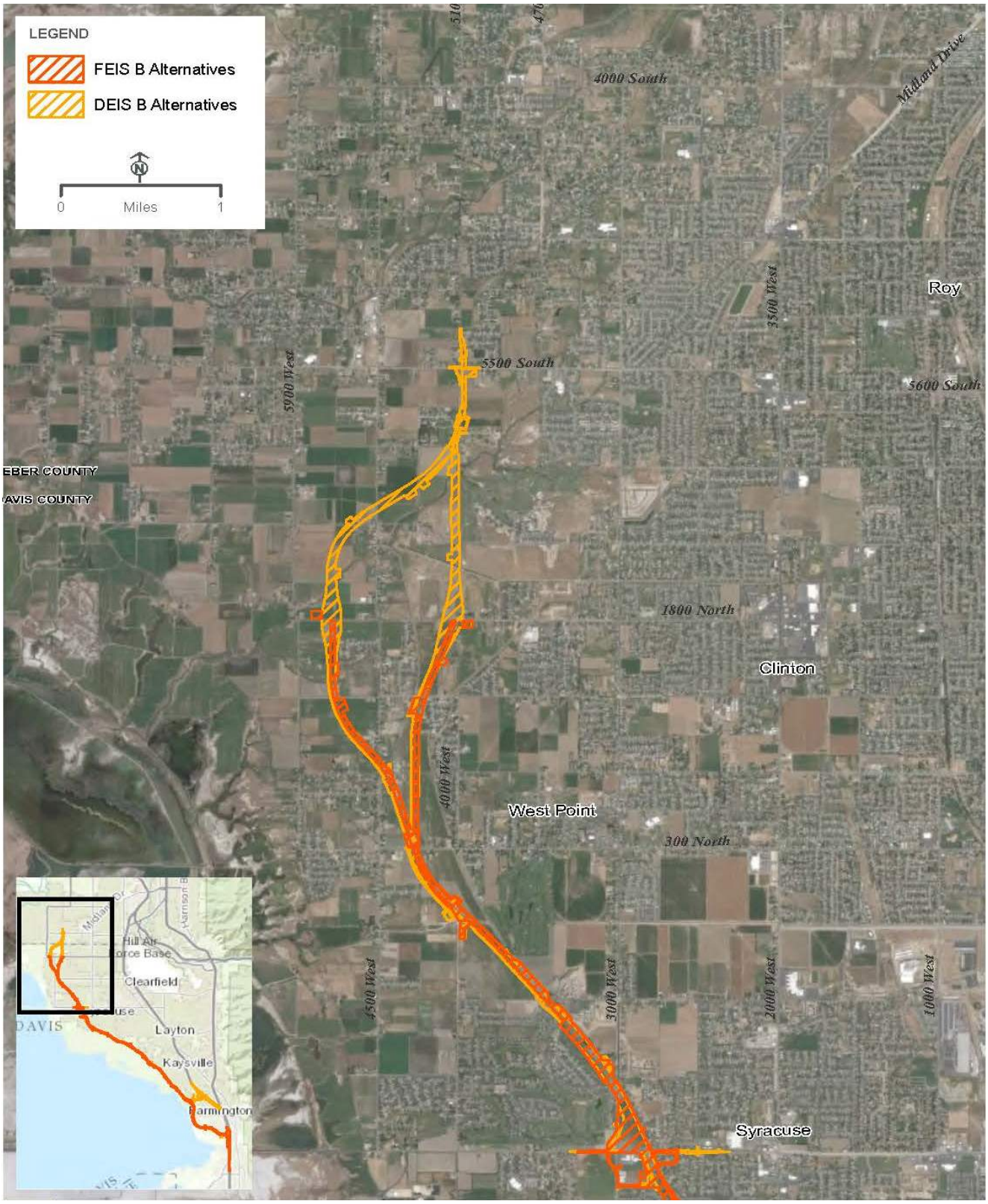


Table 3-3. Comparison of Northern Terminus and Number of Lanes for Alternatives A and B between the Draft and Final EISs

	Northern Terminus		Four-Lane highway		Arterial/Highway	
Alternative	Draft EIS	Final EIS	Draft EIS	Final EIS	Draft EIS (Five-Lane Arterial)	Final EIS (Two-Lane Highway)
A1	4000 South (West Haven)	1800 North (West Point)	I-15 to 4400 South (West Haven)	I-15 to 2000 West (Syracuse)	4400 South to 4000 South	2000 West to 1800 North
A2	4000 South (West Haven)	5500 South (Hooper)	I-15 to 4400 South (West Haven)	I-15 to 2000 West (Syracuse)	4400 South to 4000 South	2000 West to 5500 South
B1	5500 South (Hooper)	1800 North (West Point)	I-15 to 5900 South (Hooper)	I-15 to Antelope Drive (Syracuse)	5900 South to 5500 South	Antelope Drive to 1800 North
B2	5500 South (Hooper)	1800 North (West Point)	I-15 to 5900 South (Hooper)	I-15 to Antelope Drive (Syracuse)	5900 South to 5500 South	Antelope Drive to 1800 North

3.2.3 Interstate Access Change Request

After the Draft EIS was published in May 2013 and after the 2016 screening process for the Final EIS, UDOT began a more detailed evaluation of the Shepard Lane and Glover Lane interchange options in order to meet FHWA's process for approving changes in access to an interstate. This process, which requires FHWA to approve a new interchange design before the interstate can be modified, ensures that FHWA provides the "*highest level of service in terms of safety and mobility on the national interstate highway system*."

In December 2016, UDOT submitted for FHWA's review an Interstate Access Change Request, which detailed the Glovers Lane and Shepard Lane interchange options' level of compliance with FHWA's interstate access modification Policy Points and with state and federal design standards. The request concluded that the proposed Glovers Lane interchange option complies with all eight of FHWA's Policy Points and meets state and federal design standards. The proposed Shepard Lane interchange option does not comply with Policy Point 3 (Operational Safety) and Policy Point 4 (Full Access/Standards Compliance) because it would adversely affect the safety and operation of I-15 and does not meet design standards.

The main point of non-compliance for the Shepard Lane interchange option is that it does not meet the standards in the *Manual on Uniform Traffic Control Devices*, or *MUTCD*, which govern the installation and maintenance of traffic-control devices on all public streets, highways, bikeways, and private roads open to public travel. The UDOT Traffic and Safety Division reviewed the Shepard Lane interchange option and found that the interchange would violate Utah's version of the *MUTCD* standards. The *MUTCD* signing standards cannot be met because of the close proximity of the I-15, U.S. Highway 89 (US 89), Legacy Parkway, and Park Lane interchanges to the proposed WDC Shepard Lane interchange. No other viable options to this interchange that would meet the signing standards are available except the Glovers Lane interchange option.

In its review of the Interstate Access Change Request, FHWA also concluded that the Shepard Lane interchange option would violate the *MUTCD* standards. Therefore, FHWA concluded that the Shepard Lane interchange option could not be approved and was not a reasonable or practicable option, and it was eliminated from detailed consideration.

3.2.4 Other Changes to the Alternatives Carried Forward for Detailed Study after the Release of the Draft EIS

Parkway Design Features

The WDC team received numerous comments on the Draft EIS regarding making the highway similar to Legacy Parkway. Based on these comments, UDOT implemented the following design changes to the WDC:

- ***Noise-reducing Pavement.*** The WDC will have noise-reducing pavement.
- ***Minimize the Use of Lights.*** This feature will be implemented. Lights will be provided at interchanges along the WDC only as required for safety. There will be no mainline lights. At interchanges, dark-sky lighting will be used. This type of lighting focuses the light downward to reduce light pollution to nearby areas.
- ***Trail.*** A trail along the WDC will be implemented in Farmington and Kaysville.
- ***Roadway Profile.*** Based on comments received on the Draft EIS, the WDC team looked at ways to reduce the roadway profile (height) so that the highway would not block residential views of areas beyond the highway. In order to reduce the height, the WDC team looked at using sheet flow stormwater drainage where possible, which would reduce the height of the WDC to about 5 feet or less from the 10-foot height evaluated in the Draft EIS.

Wetland Avoidance Options

Throughout the EIS process, the WDC team has coordinated with the U.S. Army Corps of Engineers (USACE) regarding wetland avoidance options. In December 2010, USACE proposed 28 segment refinements or modifications to the initial alternatives developed for the WDC Project in order to avoid wetlands. As alternatives were advanced to the Draft EIS, the WDC team considered these segment refinements during the preliminary engineering of the Draft EIS alternatives and incorporated them into the alternatives' designs where possible.

After the Draft EIS was released, USACE asked whether any other wetland avoidance options were available. In response, the WDC team proposed two options that could avoid wetlands while still meeting design standards.

- ***Farmington Eastern Option.*** This option would shift the A and B alternatives in Farmington about 100 feet east from the Draft EIS Glovers Lane interchange option to the corner of Prairie View Drive and West Ranches Road (Figure 3-3). This option would reduce impacts to medium-quality wetlands by 1.1 acres compared to the Draft EIS Glovers Lane option. The eastern option would also reduce the amount of wetlands within 300 feet of the roadway by 1.3 acres. The eastern option would

require two more residential property acquisitions than the Draft EIS Glovers Lane option. UDOT has met with these property owners regarding the potential for acquiring their property if this option is selected. UDOT also coordinated with Farmington City regarding the potential alignment shift.

- ***Layton Eastern Option.*** This option would shift the A and B alternatives in Layton about 300 feet east to the corner of 2000 West and 1000 South (Figure 3-4). The Layton Eastern Option would avoid all wetland impacts in this area and would reduce impacts to high-quality wetlands by about 5.7 acres compared to the Draft EIS alternatives. The eastern option would also minimize impacts to the Great Salt Lake Shorelands Preserve by 12 acres and would avoid 5.5 acres of Utah Reclamation Mitigation Conservation Commission land within the Preserve (this land is a 4(f) resource). However, this option would require six residential property acquisitions. The Draft EIS alternatives would not require any residential property acquisitions in this area. UDOT has met with these property owners regarding the potential for acquiring their property if this option is selected. UDOT also coordinated with Layton City regarding the potential alignment shift.

What is Section 4(f)?

Section 4(f). refers to the original section in the U.S. Department of Transportation act of 1966, which established the requirement to consider park and recreational lands, wildlife and waterfowl refuges, and historic sites in transportation development. Per FHWA regulations at 23 CFR require a project to avoid the use of 4(f) properties unless there is no feasible and prudent alternative to such use or take measures to minimize harm. The FHWA policy on 4(f) is here: https://www.environment.fhwa.dot.gov/4f/4fpolicy.asp

After reviewing the impacts of the wetland avoidance options, USACE asked UDOT to evaluate the Farmington Eastern and Layton Eastern Options in the Final EIS so that an informed decision can be made regarding whether to select these options as part of the A and B alternatives. Therefore, the two wetland avoidance options will be evaluated in detail in the Final EIS.

Figure 3-3. Comparison between Draft EIS Glovers Lane Interchange Option and Wetland Avoidance Option

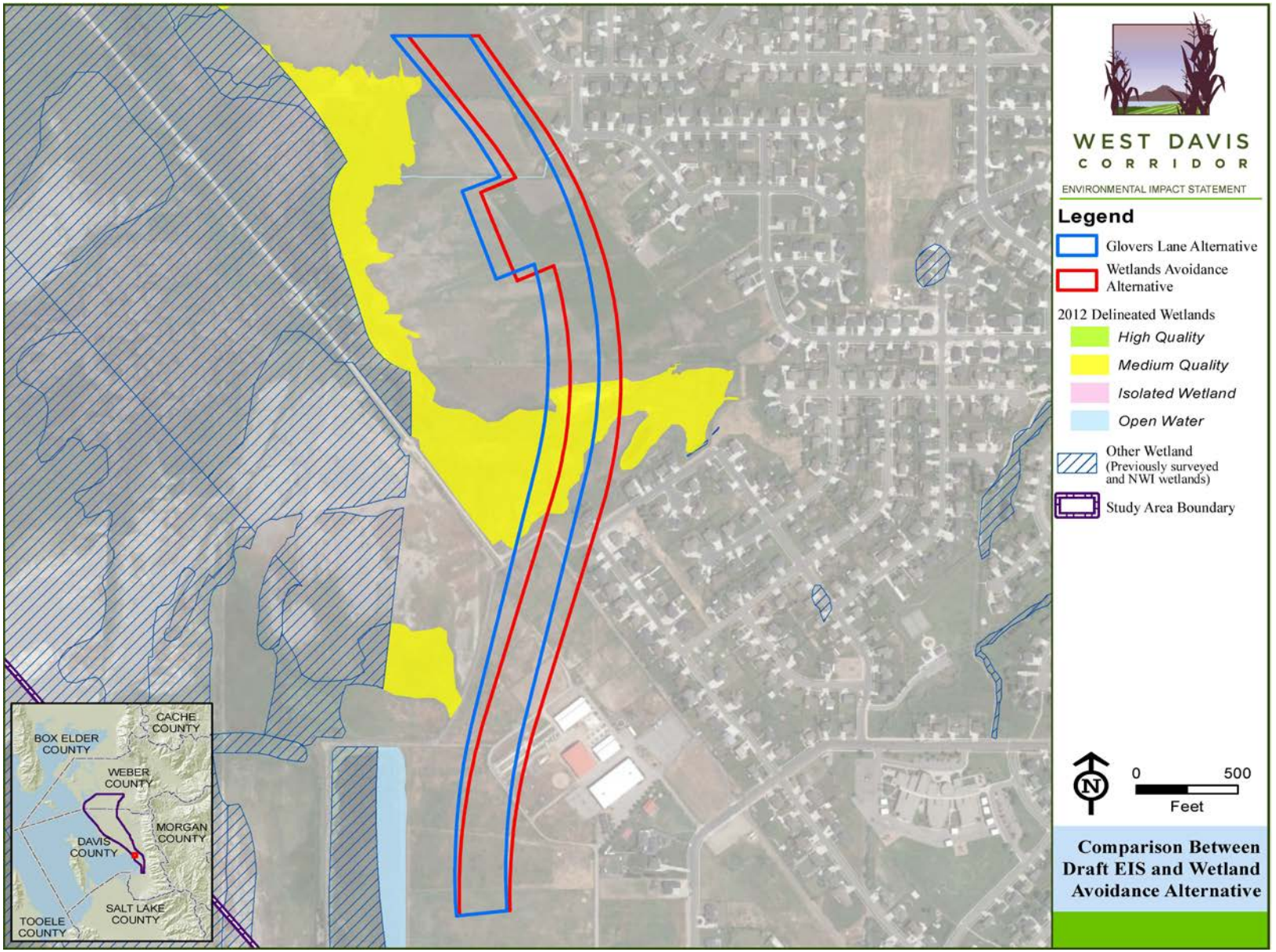
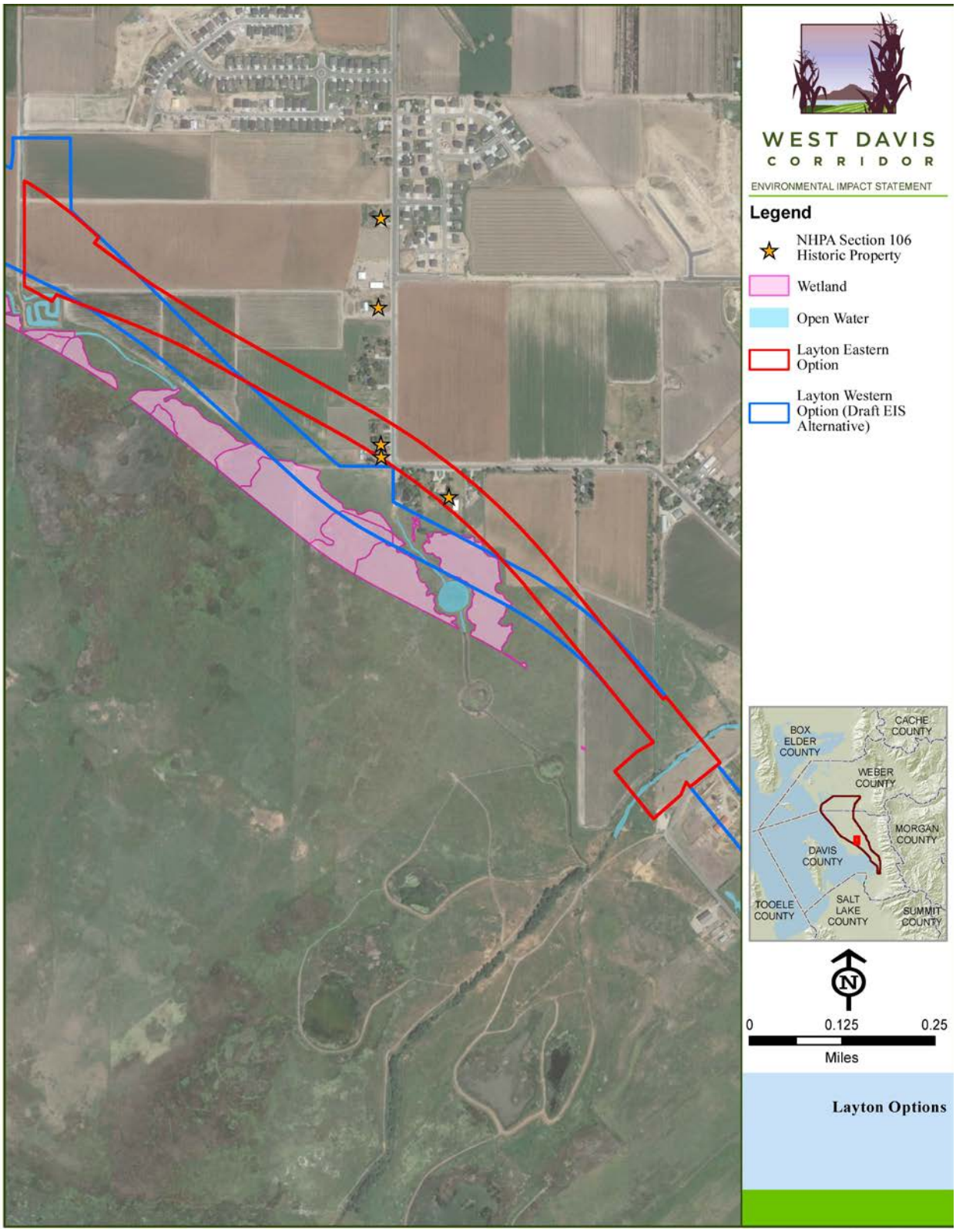


Figure 3-4. Comparison Draft EIS Alternative and Layton Wetland Avoidance Option



3.3 Affected Environment and Environmental Consequences

Table 3-4 describes the new information about existing conditions and potential impacts to the natural and human environment that became available after the Draft EIS was released. Based on the information below, no significant new impacts would occur that were not addressed in the Draft EIS.

Table 3-4. Summary of Re-evaluation

Environmental Resource	Comments
Land Use	For the Final EIS, new city land-use plans were obtained. The WDC team's review of the plans determined that future land use would be similar to that described in the Draft EIS.
Farmland	For the Final EIS, new farmland data were obtained. With the reduced length of the alternatives, farmland impacts would be less than those described in the Draft EIS.
Community Impacts	For the Final EIS, the WDC team obtained information about new housing developments built after the Draft EIS was released. With the reduced length of the alternatives, there would be between 5 and 11 less residential relocations depending on the alternative (Draft EIS had between 23 and 40 relocations and the Final EIS between 18 and 29). If UDOT selects the Wetland Avoidance option the number of relocations would be from four less to 1 more residential relocations. New schools in Farmington and Kaysville were built adjacent to the proposed WDC alignment after the Draft EIS was released. The school districts were aware of the WDC Project. The WDC would not affect the operation of these schools. The new schools and all existing schools near the WDC alternatives were included in the Final EIS noise analysis. The analysis showed that interior noise levels at the schools built after the Draft EIS would not exceed noise criteria.
Environmental Justice	For the Final EIS, revised minority and low-income data were obtained. The new information did not change the conclusion in the Draft EIS that there would be no disproportionately high and adverse effects on any minority or low-income populations.
Transportation	For the Final EIS, new city transportation plans were obtained. The WDC team's review of the plans determined that future transportation planning is the same as that described in the Draft EIS.
Economics	For the Final EIS, new economic and housing data were obtained. The WDC team's review of the data found that the expected economic impacts to farmland and city (West Point, Hooper, and West Have) tax base would be reduced with the reduced length of the alternatives.
Joint Development	No change.
Pedestrian and Bicyclist Issues	The Final EIS was updated with new trail information from regional and local planning documents. As described in the Draft EIS, UDOT would accommodate any existing or proposed trail crossings.
Air Quality	For the Final EIS, the air quality data were updated based on new monitoring data, state implementation plans, and travel demand modeling results. As described in the Draft EIS, there would be no violations of the National Ambient Air Quality Standards.

Table 3-4. Summary of Re-evaluation

Environmental Resource	Comments
Noise	For the Final EIS, the noise modeling was revised to include any new developments and schools that have been built next to the proposed WDC alignment. Overall, noise impacts to adjacent property owners would be reduced because of the reduced length of the alternatives and the use of noise-reducing pavement that was introduced after the Draft EIS was released. The noise analysis showed that interior noise levels at the schools built after the Draft EIS would not exceed noise criteria and noise levels at existing schools near the WDC would be the same as in the Draft EIS.
Water Quality	Additional stormwater design was conducted after the Draft EIS was released. UDOT will use sheet flow across vegetated buffers in certain areas to reduce the height of the WDC. As described in the Draft EIS, the project would conform to water quality laws and regulations.
Ecosystems	For the Final EIS, to ensure that no new wetlands have been identified, UDOT revisited the wetland delineations that were conducted before the Draft EIS was released. Based on a new survey, no new wetlands were identified. Overall, impacts to ecosystem resources including wetland as well as wildlife and other natural ecosystem components would be reduced because of the reduced length of the alternatives and the use of noise-reducing pavement that was introduced after the Draft EIS was released. UDOT will consider two additional wetland avoidance options in the Final EIS.
Floodplains	No change.
Historic, Archaeological, and Paleontological Resources	For the Final EIS, a re-evaluation of historic buildings was conducted to determine whether any buildings are now at least 50 years old given the time since the original survey was conducted in 2011. The new survey identified 15 new properties that are eligible for the National Register of Historic Places, of which one property would likely have an adverse effect from the WDC [this property is also a Section 4(f) property]. However, the number of historic buildings impacted would be reduced by about four with the reduced length of the alternatives.
Hazardous Waste	For the Final EIS, data regarding hazardous waste sites were updated. There were no changes to the information in the Draft EIS.
Visual Resources	For the Final EIS, visual impacts should be less because of the reduced length of the alternatives and the reduced height of the WDC where possible from 10 feet to 5 feet.
Energy	No change.
Construction Impacts	Construction impacts should be less because of the reduced length of the alternatives.
Indirect Effects	Indirect effects should be less because of the reduced length of the alternatives. Additionally, after the Draft EIS was released, UDOT commissioned an economic market study, which supported the analysis that growth in the area will occur with or without the WDC.
Cumulative Impacts	Cumulative impacts would be less because the reduced length of the alternatives would have less overall impacts to the natural and built environment.
Permits, Reviews, Consultation, and Approvals	No change.

Table 3-4. Summary of Re-evaluation

Environmental Resource	Comments
Section 4(f) Resources	A new park [a Section 4(f) property] was built along the Glovers Lane interchange option in Farmington after the release of the Draft EIS. Farmington City was aware of the WDC alternative when siting the park. The park consists of soccer fields with no other facilities or amenities. UDOT has worked with Farmington City to find a suitable replacement property. In Farmington, a new school was built after the Draft EIS was released. A soccer field on the school property would be impacted by the WDC. About 50 square feet of the southwest corner of the 3.5-acre soccer field would be acquired which would not impact any of the sport activities on the field. The field could still be used for soccer and other recreational activities by local residents if the WDC is built. UDOT is working with the school regarding the impacts.

4.0 Conclusion

The WDC team received comments on the Draft EIS that a new Draft EIS or a Supplemental Draft EIS should be prepared based on the number of comments received and on potential changes to the alternatives. FHWA's regulations at 23 CFR 771.130 (Supplemental Environmental Impact Statements) state that a supplemental EIS should be prepared under the following conditions:

> (a) A draft EIS, final EIS, or supplemental EIS may be supplemented at any time. An EIS shall be supplemented whenever the Administration determines that:
>
> (1) Changes to the proposed action would result in significant environmental impacts that were not evaluated in the EIS; or
>
> (2) New information or circumstances relevant to environmental concerns and bearing on the proposed action or its impacts would result in significant environmental impacts not evaluated in the EIS.
>
> (b) However, a supplemental EIS will not be necessary where:
>
> (1) The changes to the proposed action, new information, or new circumstances result in a lessening of adverse environmental impacts evaluated in the EIS without causing other environmental impacts that are significant and were not evaluated in the EIS; or
>
> (2) The Administration decides to approve an alternative fully evaluated in an approved final EIS but not identified as the preferred alternative. In such a case, a revised [Record of Decision] shall be prepared and circulated in accordance with § 771.127(b).

The alternatives that will be evaluated in the Final EIS are on the same alignments as those evaluated in the Draft EIS except that the length and number of lanes required have been reduced. In addition, the Shepard Lane interchange option in Farmington has been eliminated for not meeting FHWA's safety standards. No alternatives or alignments (other than the wetland avoidance options) that were not evaluated in the Draft EIS will be evaluated in the Final EIS. Lastly, the changes that have been made to alternatives since the Draft EIS

(wetland avoidance options and reduced length and width of the alternatives) was released would overall lessen the adverse environmental impacts of the WDC compared to the impacts described in the Draft EIS except for home relocations which would be similar to the Draft EIS (from 4 less to 1 more relocations with the Wetland Avoidance option depending on the alternative selected). For these reasons, a supplemental EIS is not required.

Additionally, changes to local planning documents and to the natural and human environments since the Draft EIS was released would not result in any significant new impacts that were not addressed in the Draft EIS. A new park [a Section 4(f) property] was built along the Glovers Lane interchange option in Farmington after the Draft EIS was released. The park consists of soccer fields with no other facilities or amenities. UDOT has worked with Farmington City to find a suitable replacement property.

The Final EIS will consider two wetland avoidance options to Alternatives A and B, but the purpose of these options is to avoid adverse impacts to wetlands and wildlife habitat associated with the Great Salt Lake Shorelands Preserve. UDOT has met with the eight property owners whose residential properties might need to be acquired. These potential residential property impacts would not be a new significant impact as the overall impacts to residential relocations would be similar to the Draft EIS (from 4 less to 1 more relocations with the Wetland Avoidance option depending on the alternative selected).

The Draft EIS received over 1,600 comments. UDOT and FHWA have reviewed and considered the comments and developed responses. None of the comments provided substantial new information that would result in a new significant impact that was not evaluated in the Draft EIS.

UDOT and FHWA have considered changes made to the alternatives after the Draft EIS was released as well as other new information available at the time of this re-evaluation. UDOT and FWHA believe that there is no new information or circumstances relevant to environmental concerns and bearing on the proposed action or its impacts that would result in significant environmental impacts not evaluated in the Draft EIS. For these reasons, **FHWA has determined that a supplemental or new Draft EIS is not required consistent with 23 CFR 771.130.**

5.0 References

West Davis Corridor Team

2016a Technical Memorandum 3: EIS Transportation Need Study Area. June.

2016b Development and Evaluation of the Shared Solution Alternative. May 19