



Record of Decision

Kimball Junction Environmental Impact Statement

Lead agency:
Utah Department of Transportation

August 2025

The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being or have been carried out by UDOT pursuant to 23 USC 327 and a Memorandum of Understanding (MOU) dated May 26, 2022, and executed by the Federal Highway Administration and UDOT. UDOT has fully carried out all responsibilities assumed under the MOU in accordance with the MOU and applicable federal laws, regulations, and policies.

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1.0 Introduction

This document is the Utah Department of Transportation's (UDOT) Record of Decision (ROD) for the Kimball Junction Project in Summit County, Utah. The environmental impact statement (EIS) for the Kimball Junction Project was initiated to evaluate and address transportation-related safety and mobility issues at the Interstate 80 (I-80) and State Route 224 (SR-224) interchange and on SR-224 from Kimball Junction through the Olympic Parkway intersection.

This ROD constitutes UDOT's approval of Alternative C: Intersection Improvements with Pedestrian Enhancements as described in the *Kimball Junction Final Environmental Impact Statement* (Final EIS). UDOT's decision to approve this alternative is based on the information presented in the Final EIS and supporting technical documents, the associated project file, and input received from the public and interested local, state, and federal agencies. In making this decision, UDOT considered the expected impacts of Alternative C and alternative courses of action under the National Environmental Policy Act (NEPA), Section 4(f) of the Department of Transportation Act of 1966, and other applicable laws, thereby balancing the need for safe and efficient transportation with national, state, and local environmental protection goals.

The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being or have been carried out by UDOT pursuant to 23 *United States Code* (USC) Section 327 and a Memorandum of Understanding (MOU) dated May 26, 2022, and executed by the Federal Highway Administration (FHWA) and UDOT. UDOT has fully carried out all responsibilities assumed under the MOU in accordance with the MOU and applicable federal laws, regulations, and policies.

This ROD was prepared in accordance with 23 *Code of Federal Regulations* (CFR) Section 771.124 and FHWA Technical Advisory T 6640.8A, *Guidance for Preparing and Processing Environmental and Section 4(f) Documents*. This ROD was prepared concurrently with the Kimball Junction Final EIS in accordance with 23 USC Section 139(n)(2), 49 USC Section 304a(b), and the U.S. Department of Transportation's *Guidance on the Use of Combined Final Environmental Impact Statements/Records of Decision and Errata Sheets in National Environmental Policy Act Reviews* (April 25, 2019), the U.S. Department of Transportation's (USDOT) *Section 139 Environmental Review Process: Efficient Environmental Review for Project Decisionmaking and One Federal Decision – Interim Final Guidance* (December 2024), and USDOT Order 5610.1D, *DOT's Procedures for Considering Environmental Impacts* (June 25, 2025), which provide that the Final EIS and ROD should be combined unless:

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

Neither the project limits nor Alternative C have been modified since the Draft EIS was released in March 2025. There are no new circumstances or information relevant to environmental or safety concerns that would substantially alter the conclusions of the NEPA analysis. Therefore, it is appropriate for the Kimball Junction Project that this ROD has been completed and approved at the same time as the Final EIS.

2.0 Decision

In this ROD for the Kimball Junction Project, UDOT selects Alternative C: Intersection Improvements with Pedestrian Enhancements.

Pursuant to 23 CFR Section 771.124, UDOT finds that the requirements of NEPA and other applicable laws have been satisfied for the construction and operation of the selected alternative. This ROD is based on the process followed by UDOT in setting forth and considering the effects of the available alternatives. This process included preparing the Draft Environmental Impact Statement (Draft EIS), the Final EIS, and supporting technical memoranda.

This ROD describes the basis for the decision, describes the alternatives considered, and documents the mitigation measures that will be implemented. The summary descriptions in this ROD do not supersede or negate any of the information, descriptions, or evaluations provided in the environmental review documents. This ROD and the associated Final EIS and supporting technical memoranda, which are incorporated into this ROD by reference, constitute UDOT's environmental record for the Kimball Junction Project.

Based on the analysis and evaluation in the Final EIS and after careful consideration of the social, economic, and environmental factors and input from the public involvement process, UDOT hereby approves the selection of Alternative C as identified in the Final EIS. This approval constitutes UDOT's acceptance of Alternative C and completes the approval process for the environmental evaluation.

UDOT has determined that Alternative C, shown in Figure 2.5-2, *Alternative C: Intersection Improvements with Pedestrian Enhancements*, of the Final EIS, best meets the transportation needs for the traveling public while considering environmental, safety, and socioeconomic factors. Alternative C is also the environmentally preferable alternative. This decision is based on the Final EIS, public and agency comments received during the EIS process, and the entire project record.

UDOT selects Alternative C because it would meet the purpose of the project by substantially improving traffic flow compared to the no-action conditions in 2050 during the AM and PM peak periods in the needs assessment evaluation area. The additional capacity from widening SR-224 to three through lanes each direction, adding dual left-turn lanes to Ute Boulevard and Olympic Parkway, and adding turn lanes to and from the I-80 ramps would have the following benefits:

- All intersections would operate at acceptable levels of service.
- Through travel times on SR-224 through Kimball Junction to and from I-80 would be reduced by as much as 8 minutes.
- Transit travel times would be improved.
- Vehicle queueing from ramps onto the I-80 mainline would be eliminated.

Alternative C is a more reasonable expenditure of funds for the anticipated operational benefits compared to Alternative A, which was also evaluated in the EIS. For more information, see Section 2.5.6, *Basis for Identifying the Selected Alternative*, of the Final EIS.

Consistent with 23 CFR Section 771.111(f), purpose and need and alternatives development and screening for the Kimball Junction Project were developed to make sure the project connects logical termini and is of sufficient length to address environmental matters on a broad scope; has independent utility; and does not

restrict consideration of alternatives for other reasonably foreseeable transportation improvements. Section 1.1.1, *Description of the Needs Assessment Evaluation Area and Logical Termini*, of the Final EIS provides more information about the logical termini and independent utility of the project. Chapter 2, *Alternatives*, and Appendix 2A, *Final Alternatives Development and Screening Results Report*, of the Final EIS describe the benefits and independent utility of Alternative C and how Alternative C is compatible with and supports other reasonably foreseeable transportation improvements.

In reaching its decision, UDOT has considered all of the issues raised in the project record including the information contained in (and comments on) the Draft EIS. Alternative C was developed through a public process that included project adjustments to avoid and minimize environmental impacts.

UDOT consulted with other federal and state agencies including the 12 participating agencies and 2 cooperating agencies, namely the U.S. Army Corps of Engineers and the U.S. Environmental Protection Agency. UDOT understands that Summit County, a participating agency, is considering land use changes and development options in the Kimball Junction area. Alternative C does not preclude Alternative A or other similar improvements from being implemented in the future if demand warrants.¹ A summary of interagency coordination is included in Chapter 4, *Coordination*, of the Final EIS.

2.1 Environmentally Preferable Alternative

When an EIS has been prepared for a project under NEPA, the lead agency must prepare a ROD to document its selected alternative. The ROD also identifies the environmentally preferable alternative, which is the alternative that would cause the least damage to the biological and physical environment and would best protect, preserve, and enhance historical, cultural, and natural resources. Designation of the environmentally preferable alternative typically involves judgment and balancing some environmental values against others. Comments on environmental documents (such as the Draft EIS, Final EIS, and supplemental information reports for a project) can help the lead agency develop and determine the environmentally preferable alternative.

Although the No-Action Alternative would have less environmental impact than Alternative C, the No-Action Alternative does not meet any of the project's purpose elements.

Alternative C is the environmentally preferable alternative because, of the alternatives evaluated in the project's alternatives development and screening process, Alternative C is the alternative that best meets the project's purpose elements with the least amount of impact. During the alternatives development and screening process, UDOT evaluated three action alternatives and screened out one of those alternatives (Alternative B: Grade-separated Intersections with One-way Frontage Roads to the I-80 Interchange) because it did not meet all of the project's purpose elements and required substantially more highway width, resulting in more resource impacts compared to the other two action alternatives.

In addition to Alternative C, UDOT carried Alternative A: Split Diamond Interchange with Intersection Improvements forward for detailed analysis in the EIS because it would have similar levels of environmental impacts as Alternative C; however, Alternative C better meets the project's purpose elements with slightly less environmental impact and is a more reasonable expenditure of funds for the anticipated operational benefits compared to Alternative A. For more information, see Section 2.5.5, *Comparison of Alternatives*, of the Final EIS.

¹ Any future improvements would be evaluated in a separate environmental study.

2.2 Permits and Approvals

The permits and certifications required for the selected alternative include a Nationwide Permit under Section 404 of the Clean Water Act granted by the U.S. Army Corps of Engineers, a Clean Water Act Section 402 Permit (Utah Pollutant Discharge Elimination System [UPDES] Permit) and a Section 401 water quality certification granted by the Utah Division of Water Quality, Floodplain Development Permits granted by local jurisdictions, a Stream Alteration Permit granted by the Utah Division of Water Rights, an Air Quality Approval Order granted by the Utah Division of Air Quality, and an approval of the Operations and Safety Assessment by FHWA. Additional permit requirements are discussed in Section 3.19, *Permits, Reviews, Clearances, and Approvals*, of the Final EIS.

3.0 Purpose and Need

As described in Section 1.1.1, *Description of the Needs Assessment Evaluation Area and Logical Termini*, of the Final EIS, the needs assessment evaluation area includes the I-80 and SR-224 interchange at Kimball Junction and SR-224 from Kimball Junction through the two at-grade intersections on SR-224 at Ute Boulevard and Olympic Parkway. The evaluation area also extends from milepost (MP) 143.2 to MP 145.6 on I-80.

SR-224 is a four-lane arterial road and a major north-south route that connects the Park City community, including Main Street, Deer Valley Resort, and Park City Mountain Resort with key Snyderville basin destinations such as Canyons Village at Park City and Kimball Junction, and other roads and destinations such as I-80 and the Salt Lake Valley. In addition to SR-224 and I-80, the main roads in the evaluation area are Ute Boulevard and Olympic Parkway.

For the Kimball Junction Project, UDOT looked at the expected transportation mobility needs in the needs assessment evaluation area in 2050. These mobility needs are related primarily to traffic delay during morning (AM) and afternoon (PM) peak hours. This delay is due to projected growth in population, employment, tourism, and development in the Kimball Junction area, in surrounding areas, and regionally.

This projected growth in the area will lead to the following issues:

- Future (2050) failing conditions at the intersections of SR-224 and I-80, Ute Boulevard, and Olympic Parkway will create delay and unreliable travel times.
- Vehicle queues on the I-80 off-ramps will extend back onto mainline I-80, which will result in unsafe travel conditions.

In addition, UDOT looked at expected active transportation mobility needs in the evaluation area, also during 2050. The active transportation mobility needs are related in part to future upgrades in transit service in the evaluation area as well as to growth of the regional trail system, community interest in walking and bicycling

What is the needs assessment evaluation area?

The needs assessment evaluation area is the area that was used to define the transportation issues that help develop the project purpose that was defined in Chapter 1, *Purpose and Need*, of the Final EIS.

in the evaluation area and to access local recreation amenities, and developing land uses in the evaluation area. These factors will lead to the following issue:

- Growing east-west active transportation (walking and bicycling) demand across SR-224 will require additional crossing facilities.

Finally, because of projected growth in the area, Summit County has proposed transit improvements to alleviate vehicle travel demand and improve transit mobility and reliability as part of a separate project on SR-224: the SR-224 Bus Rapid Transit (BRT) Project. Although the SR-224 BRT Project has independent utility from the Kimball Junction Project, the Kimball Junction Project's design will accommodate any approved transit upgrades that are part of the SR-224 BRT Project.

The purpose of the Kimball Junction Project is to address transportation-related safety and mobility issues for all users of the Kimball Junction area by:

- Improving operations and travel times on SR-224 from the I-80 interchange through Olympic Parkway;
- Improving safety by reducing vehicle queue lengths on I-80 off-ramps;
- Improving pedestrian and bicyclist mobility and accessibility throughout the needs assessment evaluation area; and
- Maintaining or improving transit travel times throughout the evaluation area

A full discussion of the project's purpose and need is provided in Chapter 1, *Purpose and Need*, of the Final EIS.

4.0 History of the Project

Before the Kimball Junction EIS process was initiated, many transportation planning studies were conducted in and around the needs assessment evaluation area (for more information, see Section 1.1.2, *Background*, of the Final EIS). The most relevant study was the *Kimball Junction and SR-224 Area Plan* (Area Plan; UDOT 2021), which was developed to summarize the transportation needs in the Kimball Junction area and establish an initial range of improvements to reduce congestion and improve multimodal travel and connectivity, including at the two at-grade intersections on SR-224.

An objective of the Area Plan process was to work with the study partners, including Summit County and Park City, to analyze and develop a range of highway, intersection, and pedestrian and bicyclist improvements to improve capacity and multimodal transportation options in the Kimball Junction area and address the existing and long-term mobility needs of residents, commuters, and visitors between the I-80 interchange and the two at-grade traffic signals at Ute Boulevard and Olympic Parkway on SR-224.

Together with the study partners and the public, the study team developed a wide range of over 30 conceptual alternatives that could be implemented to address the study goals and identified problems and opportunities. The conceptual alternatives included a wide range of potential solutions, such as bypass lanes, new interchange locations and configurations, intersection improvements, and intersection and access point changes in the study area.

The conceptual alternatives were assessed using a two-step screening process to determine which alternatives were reasonable and feasible and should be considered for further study.

Based on the results of the alternatives development and the Level 1 and Level 2 screening processes, UDOT advanced for further evaluation in the EIS three action alternatives that combined improvements on the I-80 and SR-224 interchange, on the SR-224 mainline, and on adjacent roads in the needs assessment evaluation area.

For more information regarding Level 1 and Level 2 screening criteria, measurements, and results, see Appendix 2A, *Final Alternatives Development and Screening Results Report*, of the Final EIS.

5.0 Alternatives Considered

5.1 Overview of the Alternatives Development and Screening Process

UDOT conducted a four-level screening evaluation of alternatives that spanned the Area Plan and EIS processes. UDOT conducted Level 1 and Level 2 screening during the 2021 Area Plan process and conducted Level 3 and Level 4 screening during the EIS process, which began in winter 2022. Three conceptual alternatives were advanced from the Level 1 and Level 2 screening evaluations completed during the Area Plan for further evaluation in the Draft EIS.

The alternatives development and screening process for the Kimball Junction EIS consisted of the following phases:

- **Refine Alternatives.** As part of the alternatives refinement process, the three conceptual alternatives that resulted from the Area Plan and that were introduced to the public during the EIS scoping phases were further developed based on additional topographic information and traffic analysis performed during the Level 3 and Level 4 screening processes.
- **Level 3 Screening.** Screening criteria were applied to eliminate alternatives that did not meet the project's purpose. The alternative options that passed this screening were refined for further evaluation.
- **Level 4 Screening.** Screening criteria were applied to eliminate alternatives that met the purpose of the project but would be unreasonable for other reasons—for example, an alternative that would have unreasonable impacts to the natural and human environment, would not meet regulatory requirements, or would duplicate the benefits of a less costly alternative with similar impacts to the natural and human environment.

More details about the alternatives development and screening process are provided in Chapter 2, *Alternatives*, and Appendix 2A, *Final Alternatives Development and Screening Results Report*, of the Final EIS.

5.2 Results of the Alternatives Development and Screening Process

Based on the results of the Level 3 and Level 4 screening processes, UDOT advanced a No-Action Alternative and the following two action alternatives for further study in the EIS:

- **Alternative A: Split Diamond Interchange with Intersection Improvements.** This alternative consists of a split-diamond interchange configuration on I-80 with intersection and pedestrian improvements on SR-224. The existing single-point urban interchange (SPUI) at Kimball Junction would be converted into a tight-diamond configuration (traffic signals at each off-ramp), and the interchange traffic would be split between the existing location at SR-224 and a new intersection with a bridge crossing I-80 to the west of SR-224.

The split-diamond interchange would disperse traffic between the new access and SR-224 by providing easier access to residential and commercial locations in the Kimball Junction area. One-way frontage roads for both eastbound and westbound directions would connect the two intersections and tie into the on- and off-ramps for I-80. The shared-use path on the south side of I-80 and the existing pedestrian bridge over I-80 would remain in place for pedestrian comfort. A pedestrian undercrossing at Ute Boulevard, intersection improvements, and a buffered bike lane along SR-224 are proposed to move all users more efficiently through the area. Intersection improvements include adding northbound and southbound through lanes on SR-224 between Olympic Parkway and I-80.

- **Alternative C: Intersection Improvements with Pedestrian Enhancements.** This alternative consists of spot improvements and widening areas of existing pavement while keeping most of the existing Kimball Junction area layout and pavement in place, including the existing I-80 and SR-224 SPUI. This alternative consists of additional through travel lanes, additional turn lanes at the intersections to improve intersection efficiency, and improvements for pedestrian and bicyclist accessibility. The main improvements would be adding dual left-turn lanes at Olympic Parkway for southbound-to-eastbound movement, adding dual left-turn lanes at Ute Boulevard for southbound-to-eastbound and northbound-to-westbound movements, and building a pedestrian undercrossing south of Ute Boulevard.

This alternative would also include adding an additional northbound and southbound lane on SR-224 from Olympic Parkway to Ute Boulevard, along with extending the westbound-to-northbound right-turn lane on Newpark Boulevard and extending the eastbound-to-northbound dual left-turn lanes on Ute Boulevard.

Conceptual design graphics and more detailed information about the features of the action alternatives are included Chapter 2, *Alternatives*, of the Final EIS. The alternatives development, refinement, and screening process is documented in Appendix 2A, *Final Alternatives Development and Screening Results Report*, of the Final EIS.

6.0 Measures to Minimize Harm from the Selected Alternative

Table 1 summarizes the environmental impacts of each alternative evaluated in detail in the EIS. For detailed information about the environmental impacts of the alternatives, see Chapter 3, *Affected Environment, Environmental Consequences, and Mitigation Measures*, of the Final EIS.

The mitigation measures that will be adopted to avoid, minimize, rectify, reduce, or compensate impacts from the selected alternative are listed in Attachment A, *Mitigation Measures*, of this ROD and in the individual resources sections of the Final EIS. Funding for mitigation will be included in the cost of construction for the project. Practicable means to avoid or minimize environmental harm from the selected alternative have been adopted.

UDOT will have the final responsibility for implementing mitigation measures. UDOT or its designated contractor(s) will implement a mitigation and monitoring tracking system to ensure that all mitigation measures identified in this ROD are implemented and that appropriate monitoring for effectiveness takes place. If a mitigation measure is determined to be not effective, UDOT or its contractor(s), in consultation with UDOT and other agencies (permitting agencies or cooperating agencies where UDOT has agreed to coordinate), will refine the mitigation measure or develop other appropriate mitigation.

Table 1. Environmental Impacts of the No-Action and Action Alternatives

Impact Category	Unit	No-Action Alternative	Alternative A	Alternative C
Impacts to local roadway network	None	<ul style="list-style-type: none"> • Congestion levels at the interchange and the rest of the study area would continue to increase from the existing conditions in 2022 and would reach severe congestion by 2050. • The operational deficiencies described in Chapter 1, <i>Purpose and Need</i>, of the Final EIS would not be corrected. 	<ul style="list-style-type: none"> • Improves operations, vehicle and BRT travel times, and safety. • Offers direct access between I-80 and the west side of Kimball Junction. • Increases traffic on Landmark Drive. 	<ul style="list-style-type: none"> • Improves operations, vehicle and BRT travel times, and safety.
Pedestrian and bicyclist improvements	None	None	<ul style="list-style-type: none"> • Adds striped and buffered bike lanes to SR-224 in the pedestrian and bicyclist issues evaluation area and adds one pedestrian underpass at Ute Boulevard. 	<ul style="list-style-type: none"> • Adds striped and buffered bike lanes to SR-224 in the pedestrian and bicyclist issues evaluation area and adds one pedestrian underpass at Ute Boulevard.
Land converted to roadway use	Acres	0	4.86	3.5
Consistent with local land use plans	Yes/no	No	Yes	Yes
Potential residential relocations	Number	0	0	0
Potential business relocations	Number	0	0	0
Utility impacts	Level	Low	Highest	High
Recreation areas and trails affected	Number	0	0	0
Community facilities affected	Number	0	0	0
Air quality impacts above regulations	Yes/no	No	No	No
Receptors with modeled noise levels above criteria	Number	139	138	139
Water quality improvements	Yes/no	No	Yes	Yes

(Continued on next page)

Table 1. Environmental Impacts of the No-Action and Action Alternatives

Impact Category	Unit	No-Action Alternative	Alternative A	Alternative C
Impacts to aquatic resources	Acres	0	0.044	0.004
Direct impacts to threatened, endangered, and sensitive species	Acres	0	0	0
Adverse impacts to cultural resources	Number	0	0	0
Hazardous waste sites affected (high, moderate, and low risk sites combined)	Number	0	2	2
Floodplain impacts	Acres	0	0.79	0
Visual changes	Category	Neutral	Neutral	Neutral
Section 4(f) uses	Number	0	0	0

Definitions: BRT = bus rapid transit; Section 4(f) = Section 4(f) of the Department of Transportation Act of 1966

7.0 Fiscal Constraint

Federal regulations require that all regionally significant transportation projects be included in a regional transportation plan. To demonstrate fiscal constraint for a project, at least one subsequent phase of the project must be shown in the statewide transportation improvement program (STIP) or transportation improvement program (TIP).

The selected alternative would be constructed based on available funding. UDOT could construct portions of the selected alternative based on the amount of funding while considering safety and operational benefits. The *Utah Long-range Transportation Plan 2023–2050* identifies the selected alternative for construction in Phase 1 (2023–2032) with Unique ID No. U2023032. The selected alternative is also identified on UDOT's 2025–2030 STIP under Project Identification Number (PIN) 16388 with \$50 million in funding identified for right-of-way, final design, and construction. The selected alternative is estimated to cost about \$48.5 million (in 2026 dollars).

8.0 Next Steps

UDOT will proceed with the remaining steps of project development (right-of-way acquisition, final engineering, and construction) based on available funding. UDOT or its contractor(s) will obtain all required permits and approvals for constructing the selected alternative. UDOT will procure a construction contractor or contractors.

UDOT might construct portions of the selected alternative based on the amount of available funding 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 Kimball Junction Project all at once, the sequencing of construction would 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.

9.0 Conclusion

This ROD constitutes UDOT's approval of **Alternative C: Intersection Improvements with Pedestrian Enhancements** as described in the Final EIS. When identifying its selected alternative, UDOT considered transportation performance, impacts to the natural and human environment, and cost. UDOT's decision to approve this alternative and options is based on the information presented in the Draft and Final EISs and supporting technical analysis and documents, approved local and regional planning documents, the associated project file, and input received from the public and interested local, state, and federal agencies. In making this decision, UDOT considered the expected impacts of Alternative C and alternative courses of action under NEPA, Section 4(f) of the Department of Transportation Act of 1966, and other applicable laws, thereby balancing the need for safe and efficient transportation with national, state, and local environmental protection goals.

9.1 Limitation on Claims

On behalf of UDOT, FHWA will publish a notice in the *Federal Register*, pursuant to 23 USC Section 139(l)(1), stating that one or more federal agencies (or UDOT through its NEPA delegation authority from FHWA) have taken final action on permits, licenses, or approvals for this transportation project. After the notice is published, claims seeking judicial review of those actions will be barred unless such claims are filed within 150 days after the date of publication of the notice, or within such shorter period as is specified in the federal laws pursuant to which judicial review of the action is allowed.

Date of Approval

Ben Huot, P.E., Deputy Director
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