Overview

Community engagement has been integral to the success of the I-5 JBLM Vicinity Congestion Relief Project. A multi-pronged effort was implemented to ensure effective participation at every stage by a wide range of stakeholders with diverse interests in the project.

This chapter provides a summary of the various engagement activities conducted throughout various study phases, ways in which community engagement has shaped the Build Alternative, and key themes that shaped corridor recommendations.

More detailed information on the Public Involvement Plan and its implementation can be found in Chapter 1 of the I-5 JBLM Vicinity IJR & Environmental Documentation Corridor Feasibility Study (December 2014) and in Chapter 3 of the Multimodal Alternatives Analysis (March 2015). The following graphic recaps the community engagement schedule by project phase.

Recap of community engagement schedule.
Overall Approach

The community engagement strategy was designed to involve people in ways that allowed them to provide informed, timely and meaningful input to the project. The strategy recognized that different members of the community have different needs for engagement and input. It also recognized the need to balance highly technical engagement with opportunities for policy-oriented and general interest engagement. The goal was to create multiple opportunities and ways for people to participate. To that end, different strategies were deployed for stakeholder engagement and for broader public engagement, all coordinated to maximize the benefit of this process.

Stakeholder Engagement

Interstate 5 directly intersects the cities of Lakewood and DuPont and affects many entities throughout the study area. The project study area also includes: Joint Base Lewis-McChord and Camp Murray; the Nisqually Indian Tribe; three transit agencies; two Metropolitan Planning Organizations; and others with a keen interest in I-5 mobility and the outcome of this project.

Executive Committee & Technical Support Team

Recognizing the need for formal, on-going engagement with these communities and organizations, WSDOT established two standing stakeholder groups to provide critical insight and input throughout the process – an Executive Committee and a Technical Support Team. It was anticipated that this approach would promote coordination, collaboration, and partnerships, resulting in better outcomes while minimizing conflicts and delays.

Members of the Executive Committee and Technical Support Team included the following agencies:

- FHWA
- City of Lakewood
- Thurston Regional Planning Council
- WSDOT
- City of DuPont
- Puget Sound Regional Council
- Joint Base Lewis-McChord
- Town of Steilacoom
- Pierce Transit
- Camp Murray
- Pierce County
- Sound Transit
- Intercity Transit
- Nisqually Tribe

The relationships of these stakeholders to the study effort were formalized in a Project Charter, endorsed and signed by each member, that outlined the mission, roles, responsibilities, and other organizing details. Key decision points identified in the Charter include stakeholder concurrence on:

- Project Vision and Purpose
- Project Charter
- Methods and Assumptions Report
- I-5 Mainline and Interchange Options, and Evaluation Criteria
- Preliminary Recommendations for I-5 Mobility Strategies
- Methods to Identify and Screen Initial Multimodal Options
- Shortlist and Packaging of Priority Multimodal Alternatives
- Recommended I-5 Improvements

The Executive Committee was established by Charter to foster community support through communication of project goals, progress and ultimately the preferred solutions. Executive Committee
members communicated with fellow elected officials, agency administration representatives, and constituents. The Executive Committee served as an advisory group to WSDOT and the consultant team, providing interagency oversight throughout the study. Appropriate levels of technical detail for this group were balanced with important policy, governance, and coordination aspects of the project.

The Technical Support Team was established by Charter to provide early and ongoing feedback concerning technical methodologies, to help identify and evaluate strategies, and to provide a sounding board for complex issues. The Technical Support Team served in an interagency advisory role to WSDOT, the consultant team, and the Executive Committee. Members helped ensure effective collaboration and coordination across municipalities and agencies, as well as disciplines. The Technical Support Team delved into the deepest levels of technical analysis and evaluation in this process.

Ad Hoc Focus Groups
At times the technical subject matter of the project warranted additional meetings with ad hoc focus groups to explore in-depth relevant issues to identify key issues and their potential solutions, and to inform the broader stakeholder discussions. The focus groups – public transportation, traffic design, environmental, and stormwater...
- tapped into the expertise of members of the Technical Support Team, augmented by participation from others within that technical discipline. This work generated informed inputs to the overall analysis that made it responsive to the needs of this specific corridor.

**JBLM Coordination**

While JBLM representatives were active and engaged members of the Executive Committee, the Technical Support Team, and the ad hoc focus groups, the nature of the secure military base and its scale merited additional outreach and coordination between the project team and the base. This included briefings with various commands within the base structure and tight coordination with planning divisions managing on-base activities.

**Summary of Stakeholder Engagement**

Stakeholder input informed the methods and assumptions to be used in this evaluation. It refined the problem and objectives to be addressed in this project, and the performance metrics to be used in the evaluation processes. Stakeholder input resulted in over 180 different options to evaluate in the screening process and shaped the top performing strategies into viable packages for more detailed analysis. Stakeholder engagement provided the expert insights needed to develop and evaluate robust transit and demand management alternatives for evaluation; it also contributed to the interchange concepts and evaluation. Stakeholder engagement identified key policy and political considerations, and helped to increase broad project awareness among communities throughout the study area. This provided a solid foundation for the broader engagement of the general public.

**Example of a visual representation of traffic data.**

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Public Engagement

Creating real and meaningful venues for participation has been vital to the success of this project. Additionally, neighborhoods and businesses adjacent to I-5 or within the study area had valuable insights, issues and concerns of critical interest. A Public Involvement Plan, tailored to the needs of this project, provided the back-and-forth exchange of information and input a project of this magnitude requires.

As information regarding the project and potential congestion relief strategies was generated, it was provided to the general public using a variety of tools. Information and feedback was collected from the public to inform the analysis. Central to this strategy was development and use of materials that were easy to understand by a non-expert audience. Graphics-rich materials conveyed complex technical concepts while reader-friendly language made the study, and its considerations, analysis, and recommendations, understandable to a wide audience.

Project Website

The primary vehicle for providing on-going information to the public was a project website hosted by WSDOT. Designed to be easily navigable, visitors to the site could obtain information on the project from easy-to-understand content on the home page. Those looking for more detailed information and hard data could readily find reports, analyses, summaries, maps, schedules, and other project-related information. Visitors to the website were invited to sign up to receive email notifications of meetings and other project milestones. There was also an easy to find form with which to leave detailed questions, comments, and concerns. People took advantage of this communication opportunity to voice their opinions and ask specific questions of interest throughout the project. WSDOT staff provided detailed and timely responses to every comment and question received.

Media

Media outreach was an important mechanism for raising awareness about the project, generating community interest, and promoting public events. Given the statewide significance of Interstate 5, outreach extended well beyond the study area to include media from Seattle to Olympia, Washington. This included radio, television, and specialized media sources such as those targeted to the military community.

Additional Outreach

In addition to updates available on the WSDOT Project website and through the media, local agency and homeowner association contact lists were used to provide email notification of upcoming project related events. Printed materials were also distributed via U.S. mail and through local school districts. Additionally, fliers were shared at libraries and...
community centers and links provided to stakeholders to share on their websites. Understanding the communities affected include a large number of Spanish-speaking residents, printed materials announcing the September 2015 and May 2016 open houses in Tillicum, and describing the Build Alternative, were provided in Spanish and were provided for handing out at the Tillicum Community Center and Medical Clinic. Interpreters were available at targeted open houses, as well.

In order to ensure that potentially affected residents in this area were aware of the Build Alternative and were able to participate in the planning process, additional outreach efforts were made. Focused outreach to the households within and immediately adjacent to the Berkeley Street interchange footprint started in early April 2016. It was known that a majority of the residents that would be affected were tenants rather than owner-occupants. Landlords of rental housing confirmed that there were no language barriers among their tenants. A letter was mailed to each address, and that was followed up with WSDOT Environmental and Real Estate services personnel going door-to-door. Face-to-face contact was made with someone from a majority of the households. For those where no one was home after two visits, a handout and business cards were left. WSDOT learned about the unique situations of the residents and their concerns. WSDOT was able to ensure residents understood that the design was not yet final, relocation assistance would be available for those in the final footprint, the current schedule of the Build Alternative, and that WSDOT would keep them informed. WSDOT also provided them with direct contacts at the agency in the event they had further comments or questions.

Many of the residents contacted had not yet attended an open house, but most had heard about the Build Alternative through their landlord, WSDOT mailings, or news outlets. None of the residents met in door-to-door visits indicated any difficulty with English. The leased housing is mostly below market rate, and many tenants are on fixed incomes. Of the contacted households that would be displaced, 67 percent of the adult residents are members of minority groups. Of the contacted households that would be adjacent to the proposed improvements, 38 percent of the adult residents are members of minority groups. More information regarding the displacement of residents can be found in Section 4.14.

The input received included concerns about the difficulty of finding other affordable housing, as well as the difficulty of regular traffic congestion between Berkeley Street, Union Avenue, and I-5. Several residents either worked on JBLM or used Madigan Army Medical Center, and found it difficult and frustrating to travel this short
distance. Several residents appreciated being within walking distance of the elementary school, friends in the immediate neighborhood, the community center, or employment.

**Open Houses**

Two open houses provided in-depth opportunities for community engagement. These meetings were styled in such a way that, depending on their interests, visitors could get an overview of the entire study effort or they could dive into deep detail on one or more aspects of the project. Topic stations featured large, graphic-rich displays staffed by subject matter experts with good communication skills. Each station included flip charts and markers to capture concerns, ideas, and questions while comment stations provided visitors with a chance to sit down and share their more extended thoughts on comment forms. Roving project staff helped orient visitors, answer general questions, and gather comments and insights.

Both open houses were designed to get meaningful public input to the process at critical stages. The first open house (June 2014) generated several potential strategies for improving I-5 mobility that had not been identified by the project team or the Technical Steering Committee. These ideas were added to the list of strategies to be evaluated and were incorporated into various alternatives packages. Comments included observations about I-5 mobility, as well as access and circulation on the local road network. Transit improvements were identified as was the need for better bicycle infrastructure on local streets.

Opponents of the Cross Base Highway project – which is not part of this I-5 effort – expressed concern regarding the inclusion of improvements to the Thorne Lane interchange and construction of the Gravelly-Thorne connector. Analysis for the I-5 project assumes these will be designed for I-5 and local traffic only and not for the Cross Base Highway.

The second open house (May 2015) served not only as a project update, but also as a NEPA scoping opportunity. This meeting resulted in feedback on environmental concerns to be evaluated during the environmental review process. Comments regarding noise and impacts to wetlands and salmon habitat surfaced. Numerous comments concerning private property impacts were generated, as well as issues related to traffic both on and off I-5.

Concerns related to these topics were used in the scoping of discipline reports (special studies) of the wetlands, habitat, and traffic impacts of the Project. See the section at the end of Appendix F titled “Property Impacts Should Be Avoided” regarding the Project’s response to these concerns.
In addition to open houses tailored to the general public, presentations were made to other public groups including: the City Councils of DuPont, Lakewood, and Yelm; the Pierce County Council; a joint meeting of Thurston Regional Planning Council and the Intercity Transit Authority; the Puget Sound Regional Council; and the Lakewood Chamber of Commerce Military Affairs Committee. Special briefings were also made to a joint meeting of elected officials, and to the Environmental Protection Agency. Three “listening posts” were held in the study area during the spring of 2014, in which people could talk one-on-one with project staff about specific aspects of the project or process for which they had any concerns or ideas. Additionally, numerous briefings were held with various departments and disciplines within both JBLM and WSDOT.

**Neighborhood Meetings**
Responding to property impact concerns identified at the second open house, the project team hosted a location-specific meeting for the Tillicum neighborhood in September 2015. Tillicum is a land-locked neighborhood in Lakewood bounded by I-5 to the east, American Lake to the west, the Tacoma Country and Golf Club to the north, and Camp Murray to the south. This neighborhood acutely feels the impacts of I-5 congestion. This is compounded by limited access and circulation; it is not possible to get into or out of Tillicum without using I-5. This has had implications for business development and neighborhood livability for many years. Construction of interchanges at Berkeley and Thorne would have impacts on the neighborhood. Neighborhood concerns warranted a meeting targeted specifically to this area and its residents and businesses to increase understanding of the project, as well as to solicit any new information to be considered in the project evaluation or design.

Concerns were expressed about the impact of increased traffic on residential areas and property values. There was also concern about potential impacts on local business of relieving stop-and-go traffic on Berkeley Street. While concerns about negative impacts were expressed, there was also support for the improved access and circulation that the proposed Gravelly-Thorne connector would provide. While that connector would provide great benefit to the Tillicum neighborhood, it would require acquisition of right of way from the Tacoma Country and Golf Club, which is opposed by users of that facility.

In October 2015, a community meeting was held at the Tacoma Country and Golf Club. This meeting focused on the Thorne Lane interchange and proposed Gravelly-Thorne connector. Construction of the Gravelly-Thorne connector would require acquisition of right of way from the Country and Golf Club along the eastern boundary of this private golf course. Residents and golf club members expressed concern regarding potential impacts to the golf course and exposure of the area to increased vehicle and pedestrian activity. Attendees
were briefed on the project, followed by a question and answer session.

A second community meeting for the Tillicum-Woodbrook area was held in May 2016, to update neighborhood members regarding changes to proposed project elements that had come about in part as a result of previous public feedback, as well as to provide information regarding next steps and the anticipated schedule for the project through the construction phase of both the North and South Study Areas. One attendee requested translation (Spanish/English) at this meeting. No other translation requests were made at any of the project public meetings. Neighborhood members shared questions and concerns about economic and property impacts to Tillicum and construction- and traffic-related impacts, as well as impacts and planned improvements to pedestrian facilities. An analysis of potential economic impacts to the Tillicum business area associated with the anticipated long term closure of the two interchanges serving the area was conducted in response to public feedback. The results of the analysis showed impacts to businesses would be less than 1% of the monthly revenue of the area. Pedestrian facilities that provide access between Tillicum and JBLM would be much improved with the construction of new overpasses at Thorne Lane and Berkeley Street. The new overpasses will have facilities for both bicycles and pedestrians.

A community meeting planned specifically for those who live or work in DuPont was also held in May 2016. The purpose of this meeting was to provide project information, with a particular focus on the South Study Area. Attendees shared concerns related to narrowing lane widths on I-5, future configuration of the JBLM DuPont gate and the Steilacoom-DuPont Road interchange, freight circulation at I-5 Exit 119, and safe bicycle and pedestrian facilities. Attendees also expressed a lack of support for relocating the DuPont gate to Center Drive, and wishes for the project to be built and completed soon. The project team explained that the proposed improvements to I-5 must fit within the existing right of way in much of the project area. This means that lanes would need to be narrower in some portions of the corridor. The project funding prescribes that improvements are to be made at the Steilacoom-DuPont Road interchange (Exit 119), so there is no plan to shift improvements to Center Drive (Exit 118).

Major Messages and Themes

On a corridor as complex as I-5 through this study area there are wide ranging opinions and values to be considered. There has been no disagreement among participants to date that there is a problem that must be addressed. From there, though, opinions diverge as to the true nature of the problem and therefore the range of strategies to best address it.

The project team worked to create an objective, evidence-based platform from which to understand problems and the potential benefits afforded by various strategies. This analysis was supported by user-friendly communications tools enabling more people to understand and participate in the evaluation process, not just subject...
matter experts. Innovative ways of communicating complex technical information were used to illustrate important concepts and trade-offs. In this way, most people came to understand that congestion on I-5 was not simply a problem caused by growth at JBLM and that there is no single ‘silver bullet’ that can alleviate the problem. This helped generate insightful perspectives from participants – public and stakeholders alike – that have shaped the alternatives and the kinds of analysis conducted.

While the various stakeholder and public engagement processes were different in terms of audience and technical complexity, some common topics surfaced across the groups. Following are the major themes that emerged from community engagement activities conducted for the project.

**Current Lane Configurations are Inefficient**

Comprehensive lane analysis and effective communication tools helped people understand the dynamics of traffic flow on I-5 through the base. Turbulence is created by movements at the on- and off-ramps that conflict with large volumes of through traffic already constrained to three lanes between SR 510 and just south of SR 512. People identified a range of measures to alleviate this turbulence, from adding auxiliary lanes and collector-distributor roads, to designated express lanes that separate through-moving traffic from local traffic. The value of a fourth lane in each direction through the base was widely recognized, though whether it should be managed (such as for HOVs and transit) or used to increase general purpose capacity was debated and subjected to more detailed operational evaluation. Many observed that an optimal corridor strategy will take a holistic look at making the system operate more efficiently, including more than just the addition of lanes to improve overall reliability and capacity in the corridor. As indicated in Sections 3.3 and 4.3 of this EA, the I-5 JBLM Congestion Relief Project evaluated not only improvements to the I-5 mainline and key interchanges, but also included an in-depth multimodal alternatives analysis to study a broad range of non-highway corridor improvement options. These included transit service improvements, travel demand management strategies and local street improvements (both on and off JBLM). Recommended improvements reflect the value added by this effort.

**Existing Interchange Designs can be Improved**

People recognized that several of the highway interchanges serving JBLM are undersized and need to be enlarged. Evaluation of various design options generated additional consensus that interchange configurations themselves could play a big role in improving mobility through the study area. Stakeholders and public alike expressed support for interchange designs that improve connectivity, provide grade-separation at rail crossings, eliminate the need to enter and exit I-5 to get from one part of the base to another, and provide more room for traffic queuing to get cars off the highway. Interest was
expressed as to how design can improve the way that interchanges intersect with local streets so as to maximize opportunities for business access while minimizing impacts on adjacent neighborhoods.

Transit Should Play a More Important Role in I-5 Mobility
People repeatedly pointed to the need for more transit options along this corridor. While opinions varied on the specific mode of transit or service that is needed – commuter rail, light rail, express buses, more frequent bus service – there was widespread agreement that any long-term strategy for mobility through the I-5 corridor must include transit. This extended to consideration of dedicated lanes such as HOV or express lanes to make transit a more attractive travel option in the future. Better transit options to and from the base was a related recurring transit theme somewhat outside the scope of this project. Nevertheless, it informed thinking about how interchange design can accommodate future HOV access to and from JBLM gates.

Improvements are Needed to the Local Transportation System
People identified numerous improvements that could be made to the local transportation system to help it operate better and alleviate I-5 congestion. People who travel the system everyday shared observations about intersections in need of updated signal timing, road connections that would offer alternatives to I-5 travel, and the need for safer streets – for drivers, cyclists, and pedestrians. Improved bicycle infrastructure on local streets and connecting to the base was frequently mentioned and several route options between adjacent areas and the base were identified during the open houses. While this is primarily an interstate highway project, people recognized that making the local transportation system operate better would benefit I-5.

Vanpools serve many at JBLM.

People Who Work at JBLM Need More Travel Options
While data shows that congestion on I-5 is not caused by growth at JBLM, people do recognize that the system tends to break down in the vicinity of JBLM regularly. Many suggestions were offered about ways to make travel to and from the base more efficient for personnel and others with business on base. The most cited suggestions pertained to transit – improving access to and from the base, improving transit options on base – as well as complementary options such as vanpools and carpools, parking management, and staggered work schedules.

The secure nature of the military base precludes traditional public transit options, but on-going interest generated follow-up activities outside this project between base personnel, transit agencies, and the region’s Commute Trip Reduction coordinator to explore options in more detail. Other suggestions pertained to the street and road network on base and ways that improved connectivity can take
some pressure off of I-5. The project planning included modeling of potential improvements to the JBLM road network. None of the many options evaluated for JBLM road network improvements resulted in traffic changes that reduced congestion on I-5 sufficiently to avoid need for more lanes on I-5. In addition, road work on JBLM is outside the control of WSDOT. These two factors resulted in the selection of the Build Alternative.

**Improvements Must be Sensitive to Adjacent Neighborhoods**

Focused discussions with residents and business owners in Lakewood’s Tillicum neighborhood shed light on current mobility issues, concerns about potential impacts of I-5 changes, and opportunities for the community that can arise from these changes. While many expressed concern that any changes were going to degrade property values, others saw the changes as being good for the neighborhood. Grade-separation for the railroad crossing at Berkeley Street was frequently mentioned as an existing problem due to get worse when Amtrak begins using this line in 2017. People learned how the proposed interchange configuration will include grade-separation to address this problem.

Several spoke about the impacts current traffic congestion has on local businesses and fears of what might happen with a new interchange. Careful attention to traffic movements will be needed to ensure additional interchange traffic does not worsen an already difficult situation for area businesses. People suggested potential locations for roundabouts to replace signalized intersections and other ways of improving local access and circulation.

Focused outreach generated greater understanding of the project within one of the neighborhoods most affected by current I-5 congestion, as well as suggestions that would benefit the overall project. Additional information regarding how concerns of the Tillicum neighborhood were addressed is presented in the Neighborhood Meetings section of this Appendix.

**Property Impacts Should be Avoided**

Residents and property owners along the corridor expressed concerns regarding potential property impacts associated with construction of new interchanges, widening I-5 and the proposed Gravelly-Thorne connector. As a result, where possible, several project design changes were made to reduce property impacts. For instance, the Gravelly-Thorne connector was reduced from a two-way street with bicycle and pedestrian facilities to one lane southbound only to reduce impacts to the Tacoma Country and Golf Club fairway and the Sound Transit right of way. Additionally the proposed Berkeley Street interchange design was revised to avoid impacting an apartment building on Washington Avenue. Concerns expressed regarding construction-related impacts associated with the new Berkeley Street and Thorne Lane interchanges resulted in the preparation of an economic study focusing on the Tillicum business area.
Community engagement has played an important role in shaping the project, its analyses, and the scenarios that went forward for evaluation. Further outreach and involvement will help ensure that the final recommendations not only improve I-5 mobility, but that they are also responsive to community needs and concerns.