
Chapter 1

Introduction

Tier II Final EIS

SR 167

Puyallup to SR 509

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Chapter 1 Introduction

This Tier II Final Environmental Impact Statement (FEIS) continues the environmental review process started in Tier I under both the National Environmental Policy Act (NEPA) and the State Environmental Policy Act (SEPA). The NEPA process resulted in the selection of a preferred corridor and the locations of the connections to the corridor in which to build the extension of State Route (SR) 167 from Puyallup to SR 509. The NEPA process has now resulted in selection of a preferred design within the selected corridor.

Many of the studies in the Tier I FEIS are referenced in this Tier II FEIS. The Tier I FEIS was completed in April 1999 and the Record of Decision (ROD) was signed in June 1999. Copies of the Tier I FEIS are available for review at local libraries or by request from the Washington State Department of Transportation (WSDOT).

This chapter introduces the project and describes previous planning efforts. Public involvement and agency coordination for the project is discussed, as is consultation with the Puyallup Tribe of Indians.

1.1 Purpose and Need

The purpose and need of the proposed project remain unchanged from the Tier I FEIS. They are reiterated in the next two sections.

1.1.1 Purpose

“The purpose of the proposed project is to improve regional mobility of the transportation system to serve multimodal local and port freight movement and passenger movement between (1) the Puyallup termini of SR 167, SR 410, and SR 512 and (2) the I-5 corridor, the new SR 509 freeway, and the Port of Tacoma. Furthermore, the project is intended to reduce congestion and improve safety on the arterials and intersections in the study area, provide improved system continuity between the SR 167 corridor and I-5, and maintain or improve air quality in the corridor to ensure compliance with the current State Implementation Plan (SIP) and all requirements of the Clean Air Act (CAA).”

1.1.2 Need

“There are a number of problems associated with the non-freeway segment of SR 167 between the terminus of the freeway segment in the Puyallup area to the I-5 corridor, Port of Tacoma, and Fife. The non-freeway segment, which is an incomplete part of the planned north Pierce County freeway system, is on surface streets and includes a circuitous route through Puyallup via North Meridian and River Road and a major truck route through Fife via Valley Avenue and 54th Avenue East. Several intersections along these routes operate at over-capacity conditions during peak periods resulting in traffic backups and delays. Two intersections (54th Avenue East with 20th Street East and 54th Avenue East with

Pacific Highway [SR 99]) have been improved by better synchronization of signals and adding lane channelization but still operate at near to over-capacity conditions. Portions of the corridor study area are in maintenance for ozone (O₃) and carbon monoxide (CO) and nonattainment for inhalable particulate matter (PM₁₀).”

“Accident ratios on the nonfreeway segment of SR 167 are 20 to 70 percent higher than statewide averages for similar highways. The high levels of congestion at intersections and the frequency driveway connections contribute to these higher ratios. Truck use in residential areas and poor intersection layout exacerbate the safety problem. Traffic projections for the year 2020 indicate the capacity problems at intersections will increase with the No Build Alternative.”

“There are additional problems where local streets and arterials are used to transport freight to and from the Port of Tacoma, the Green River Valley, and I-90. In 1999, the Port of Tacoma projected truck traffic to and from the port to double from 300,000 trucks per year to 600,000 trucks per year in 15 years. Anticipated problems include more congestion-related delays in freight transport, incompatibility of heavy truck use on residential surface streets creating unsafe conditions, and steep grades on the I-5/SR 18 route to the Green River Valley and I-90.”

1.1.3 Clarification of the Purpose and Need for Tier II

The proposed project will improve local and port freight movement and passenger movement. A corridor and freeway were selected as a result of completing a Major Investment Study (MIS) and a Tier I FEIS. These two documents demonstrated that the project’s purpose would be achieved by constructing a freeway between the termini noted in section 1.1.1. Other alternatives were eliminated from further study. The intent of this Tier II FEIS is to advance the highway design and environmental analysis such that environmentally preferable roadway alignment and interchange configurations can be selected within the corridor and to develop specific mitigation measures for unavoidable impacts.

The purpose and need discussion was prepared early in the NEPA process. Section 1.1.2 of the Tier I FEIS and Tier II DEIS describes traffic projections for the year 2020. Since establishment of the purpose and need, the design year has been changed from 2020 to 2030. The 15-year time period noted in the last paragraph of the purpose and need statement is from 1999 (Tier I FEIS) to 2014. The following discussion expands and clarifies each of the major issues that support the purpose and need.

1. Regional Mobility

Freight Mobility

The existing freight mobility situation does not meet the needs for current and future goods movement through the cities of Tacoma, Fife, Milton and Puyallup. Traffic congestion and access problems on existing SR 167 due to Port truck traffic are already substantial. Local streets and arterials are used to transport freight to and from the Port of Tacoma and the connections to SR 161, SR 512 in

Puyallup and the freeway segment of SR 167 continuing north to I-405 in Renton. Trucks currently travel through the City of Fife via Valley Avenue East and 54th Avenue East and through Puyallup via River Road. Several intersections along these roadways operate at over-capacity conditions during peak traffic periods resulting in delays and congestion.

Large and Over-size Trucks

The federal Surface Transportation Assistance Act (STAA) guidelines require states to allow larger single- and double-trailer trucks on a National Network of Interstates and the non-Interstate Federal-aid Primary System. State highways with geometric standards that could accommodate STAA trucks were classified as *Terminal Access*. State highways that were determined to have insufficient geometric designs and were not safe for trucks of specific lengths to travel were classified as *Advisory*. The segment of SR 167 from SR 161 in Puyallup to SR 509 near the Port of Tacoma to Puyallup is classified as *Advisory* where the existing geometrics cannot accommodate all STAA vehicles. STAA trucks are advised that they can use River Road in this area. Large and over-size trucks on local roads are reducing safety and degrading the pavement structure of local roads. The proposed SR 167 project would eliminate future problems associated with large and over-sized trucks.

2. Reducing Congestion

Traffic Demand

Existing and projected peak-period traffic demand along SR 167 between I-5 and I-405 are substantially greater than system capacity. Currently, during peak periods, SR 167 operates beyond acceptable vehicle-carrying capacity with consistent low levels of service on the mainline roadway and at intersections. Projected growth (residential, retail, and commercial development) and the expansion of regional attractions, such as the Port of Tacoma in the lower Puyallup River Valley through the planning year 2030 will only exacerbate the congestion problem. Additional congestion-related delays occur when freight transport and large trucks divert onto local arterials and surface streets. Since establishment of the Tier I purpose and need, the design year has been changed from 2020 to 2030 and traffic projections have increased, making the proposed project improvements all the more necessary.

Access

The Level of Service (LOS) in the SR 167 freeway between SR 509 and SR 161 will be substantially improved by the proposed controlled access facility. There are numerous access points along the existing non-freeway segment of SR 167 facility, on River Road and North Meridian. These include driveway access, T-intersections, and four-way intersections. In addition, the many businesses, residences, and other facilities along the existing roadway attract local trips. Consequently, the mixing of local and regional through traffic along this facility has resulted in a situation where segments of existing SR 167 are not able to provide effective movement of vehicles.

Large trucks currently divert to existing SR 167 to avoid using I-5 because of substantial congestion during peak traffic periods. Large trucks also travel from

Valley Avenue to SR 167 to avoid traveling over the existing steep grades on SR 18 from I-5 to I-90.

By constructing a new freeway alignment distribution would be improved for the Port of Tacoma and trucks bypassing I-5 and SR 18. In particular heavy truck use on residential surface streets would be substantially reduced.

Transit and Non-Motorized Service

The need for transit improvements and non-motorized transportation has been described in plans adopted by WSDOT, PSRC and Pierce County. These plans include the State Highway System Plan adopted by WSDOT, the Vision 2020 Update and Metropolitan Transportation Plan adopted by the PSRC and subsequent updates and the Pierce County Comprehensive Plan.

Pierce Transit and Sound Transit currently provide bus service in the project area. Local service is provided by Pierce Transit within the communities of the Port of Tacoma, Fife, Milton and Puyallup. Regional service is provided by Sound Transit, along with connecting routes to nearby communities such as downtown Tacoma, Renton and Seattle.

Passenger rail service (both Sounder Commuter Rail and AMTRAK) exists at the Tacoma Dome Station near the southwest end of the proposed corridor. The Sounder Commuter Rail provides connections to Puyallup and Seattle. Amtrak operates passenger service from Seattle and points north to Canada, as well as from Tacoma, Olympia and points south of Washington on a line that roughly parallels I-5 through the project area. The proposed improvements to SR 167 would provide commuters easier and quicker access to rail passenger service at the Tacoma Dome Station.

The proposed trail improvements in the SR 167 Corridor will improve bicycle and pedestrian mobility and safety in the region. The proposed trail improvements are consistent with the Washington State System Plan and local non-motorized transportation plans.

3. Improving Safety

Accident rates on the non-freeway segments of SR 167 (River Road) have been steadily increasing since the Tier 1 FEIS was approved in 1999. Although they have fluctuated up and down in intervening years, the average rate per year has increased and in 2005 the accident rate was higher than statewide averages for similar highways. The accident rate in 2005 for existing SR 167 was 2.75 and the statewide accident rate was 2.56 statewide for similar highways. For more detailed accident data, see Section 3.14.2 Transportation Safety. The high levels of congestion at intersections and the frequency of intersecting driveways contribute to these higher ratios. Accident rates on a number of parallel local roads and major intersections that currently receive diverted north-south through-traffic are also higher than the statewide averages for accidents.

4. Improving System Continuity

Route Continuity

SR 167 is not a continuous freeway route from I-5 to I-405 in Renton. A break in service occurs on SR 167 at SR 161. At this location, the north-south corridors of SR 161 (North Meridian) and SR 167 (River Road) co-exist on local roadways and SR 167 connects to I-5 at Bay Street Interchange. The new SR 167 corridor will improve the connectivity and continuity of the regional highway system and give motorists better access to I-5 and the Port of Tacoma on the south and west as well as to I-405 (Renton) to the north and Puyallup to the east.

The National Highway System (NHS) designation identifies SR 167 as part of the network of highways that provides defense access, continuity, and emergency capabilities for the movement of personnel, materials, and equipment during times of national emergency. The duration and frequency of congestion on existing SR 167 substantially diminish the capability of SR 167 to operate consistent with the NHS functional designation.

Regional Transportation Plan

The Puget Sound Regional Council (PSRC) issued and adopted the *VISION 2020 Growth Strategy and Transportation Plan for the Central Puget Sound Region* in 1990 (updated in 1995). *Destination 2030* was developed by PSRC in 2001 as the more detailed regional transportation plan to support and expand upon the vision. It builds on *VISION 2020*'s transportation policies with a program for addressing transportation improvements. Together, *VISION 2020*, *Destination 2030*, and the Regional Economic Strategy envision a future the Central Puget Sound Region and identify actions needed to get there (*VISION 2020 + 20*).

The region's long-range transportation strategy is to establish a coordinated multimodal transportation system that is integrated with and supported by regionwide growth management objectives (*Vision 2020*). PSRC's 1995 update of *VISION 2020* recommends the extension of SR 167 as an improvement and also identifies it as a major regionally significant project for the Puget Sound in its Six-Year Action Strategy (1999). In PSRC's *Destination 2030* (2001) the proposed SR 167 corridor is identified and given support as a regional project.

Existing Transportation Improvement Opportunities

Some transportation improvement opportunities currently exist in the SR 167 project including constructing park and ride lots near the proposed SR 161 interchange to accommodate local and regional commuters and improved express bus service between Tacoma, Puyallup and Renton. Further development of potential park and ride lots will be subject to further study in the comprehensive transportation planning processes. Proposed project improvements could also support and complement other transportation modes including non-motorized service.

Compatibility with Future Multimodal Transportation System

The SR 167 Extension project includes future park and ride lots and HOV lanes, and coordination with Sound Transit for the Sounder Commuter rail and new Light Rail transit (LRT) systems is ongoing. Other future multi-modal needs for

the SR 167 corridor are not known at this time. WSDOT will coordinate with Pierce Transit and Sound Transit to ensure that all transportation improvement opportunities are considered, where feasible, for the project corridor.

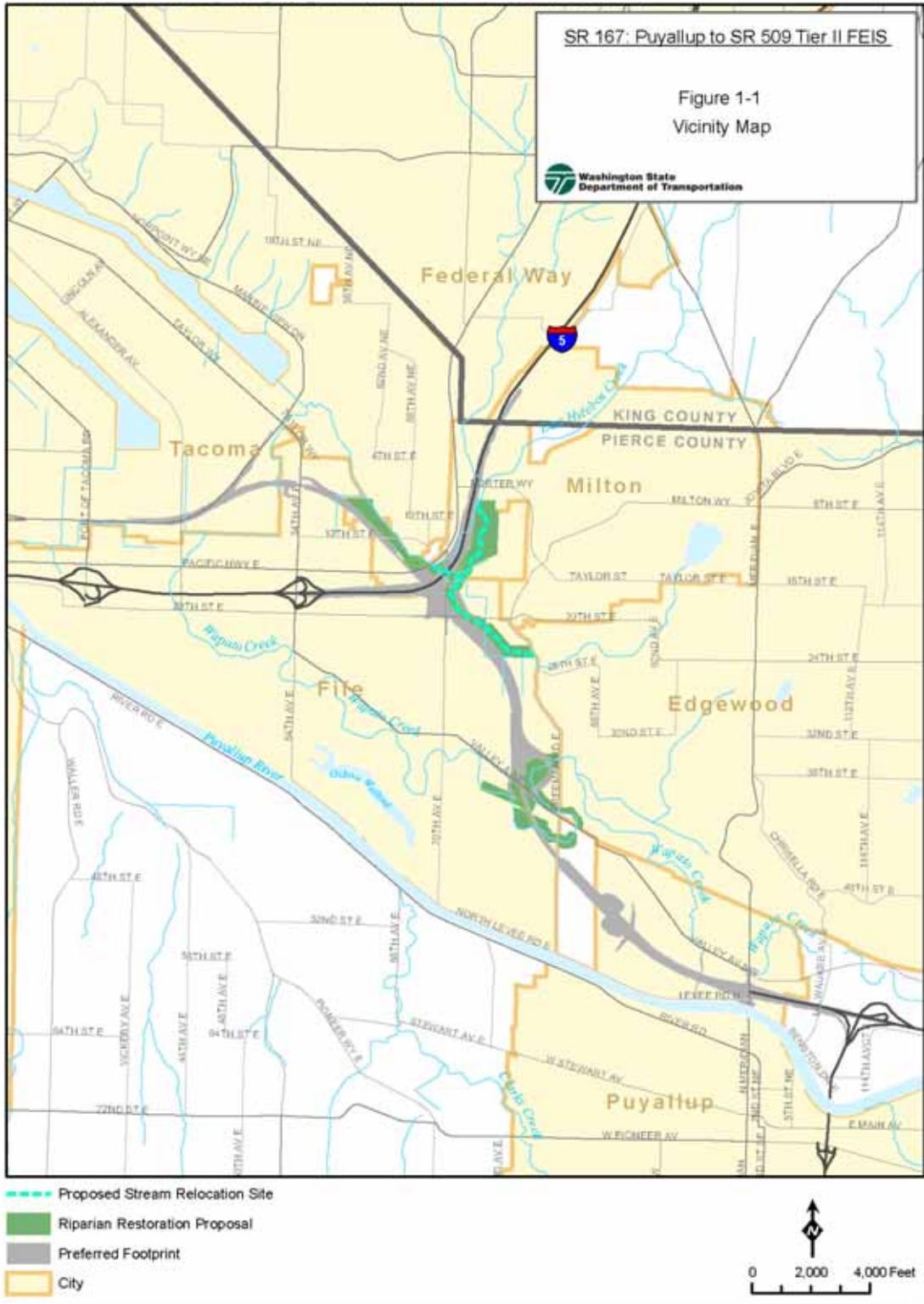
5. Improving Air Quality

Currently, all portions of the study area are in maintenance for O₃, CO, and PM₁₀, and no exceedances of the National Ambient Air Quality Standards are predicted during operation of the preferred alternative. The project will reduce congestion, improve truck mobility, and smooth traffic flow levels reducing Mobile Source Air Toxics (MSATs). Within Washington State, compliance with EPA's nationwide control program would also help minimize MSATs in the overall Puget Sound Region.

1.2 Vicinity Description

The SR 167 project vicinity is situated within the broad, flat floodplain of the Puyallup River (Figure 1-1). The river flows to the northwest and discharges to Commencement Bay. Within the floodplain, small streams flow to the northwest along gradients of less than two percent before discharging into Commencement Bay. Bluffs rise approximately 400 feet above the valley floor, forming upland terraces to the north of the project location. Streams flowing from upland lakes dissect the terraces prior to converging with the valley streams.

Much of the project area was drained early this century when the Puyallup River was diked and the Port industrial area was developed. Port development has generally proceeded from west to east, beginning with the development of the City Waterway (Thea Foss Waterway). Port properties are located in both the City of Tacoma and unincorporated Pierce County. About one-half of the six-square-mile Port is developed with manufacturing, light industrial, and distribution/wholesale uses; about one-quarter is in public rights-of-way and waterways; and about one-tenth is presently vacant. Major manufacturing and industrial uses include paper manufacturing, container and bulk (shipping) terminals, boat building, chemical processing, oil refining, lumberyards, and wood-product mills.



Major Port of Tacoma land uses within the immediate SR 167 study area near the North-South Frontage Road and Taylor Way include vacant land, log storage, auto storage, and warehousing/packaging. The Port of Tacoma Road near Pacific Highway is developed with primarily commercial, retail, and office uses.

Pierce County and the cities of Fife, Puyallup, Tacoma, Milton, and Edgewood share jurisdiction over land uses in the project vicinity. Within the flat floodplain, the historical land use has been agriculture. The deep, rich soils provided excellent growing conditions for a variety of vegetable crops. These areas are now developing into industrial and manufacturing areas. Residential development is also increasing.

Several streams flow through the project vicinity. The largest is Hylebos Creek and it originates north and east of the project vicinity in King County and the city of Federal Way. Surprise Lake Drain is a small creek flowing out of Surprise Lake in Milton. Wapato Creek drains the uplands of Edgewood and flows through the city of Fife. The Puyallup River flows south of the project area.

1.3 History of the Project

1.3.1 Previous Planning

Planning for the lower Puyallup Valley section of State Route 167 began more than 40 years ago when freeway corridors for I-5, SR 167, SR 410, and SR 512 were proposed. The general freeway and interchange locations for SR 167 between North Puyallup and I-5 at the Port of Tacoma Road interchange were determined in the 1950s. In the early 1960s, the I-5/Port of Tacoma Road interchange was constructed to provide a future connection to SR 167. Soon after, planning and design studies for the SR 167 corridor were begun. A route hearing was held in June 1966, and a design report was issued in 1968.

A location study prepared for the 1968 design report considered three alignments within the area, bounded on the south by the Puyallup River and North Levee Road and on the north by the Union Pacific Railroad (UPRR) (formerly Chicago, Milwaukee, St. Paul, and Pacific Railroad). One alignment was carried forward and was the subject of a design hearing in December 1969 and an access report release in October 1970. While studies were underway for the Puyallup to I-5 section of the SR 167 freeway, other sections of this freeway system were also being studied. These sections were eventually constructed and by the late 1980s the SR 167 freeway was complete as a four-lane facility from I-405 in Renton south to Puyallup (Figure 1-2). The non-freeway portion of SR 167 continued from the city of Puyallup on existing urban arterials to I-5 (North Meridian and River Road).

Further study of the section between the city of Puyallup and I-5 was halted in the early 1970s. A primary reason for the delay was uncertainty over ownership of portion of the proposed right-of-way within the Puyallup Indian Reservation. The Tribe had claims to the former riverbed of the Puyallup River, as surveyed in the 1870s prior to the river's channelization early in this century. The 1968-70 SR 167 alignment crossed the old riverbed at several locations, as did existing River Road (SR 167), I-5, and SR 509 (11th Street East).

In 1976, WSDOT prepared a study to address traffic congestion and safety problems related to the termination of SR 167 at North Meridian (SR 161) in the city of Puyallup, leaving River Road and Valley Avenue as the primary routes for truck access to the I-5 corridor and the Port of Tacoma. The study evaluated two alternatives using existing sections of River Road, and one completely new alignment similar to the recommended alignment of the 1968 design report. The 1976 study recommended that the new alignment be added to the Puget Sound Council of Governments Transportation Improvement Plan “subject to a more refined study as to a precise location and design for the route.”

In September 1988, the Cascade Corridor Task Force (of the Economic Development Board for Tacoma-Pierce County) issued a report outlining the potential development of a 15,000-acre area that included the north side of the Puyallup River from the Port of Tacoma to the White River. Among the report’s recommendations for land use and transportation planning was the completion of SR 167 to I-5 in the vicinity of the city of Fife.

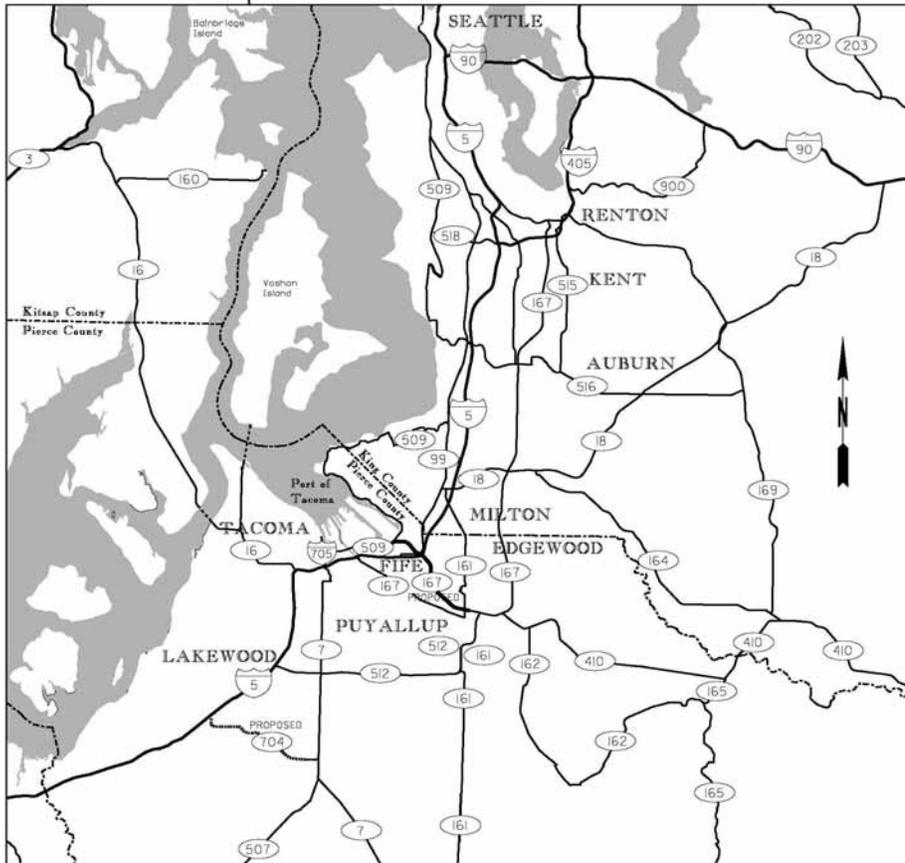
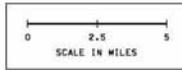
In response to the Cascade Corridor Task Force recommendations, the Secretary of Transportation committed WSDOT to begin work on a SR 167 corridor analysis. Subsequently, funds were made available by the legislature in March 1990, and the department initiated the analysis in April 1990.

In 1989, the Puyallup Tribe of Indians agreed to relinquish major land claims, which had included areas within Pierce County and the Port of Tacoma. This agreement, which included tidelands and riverbeds, enabled the SR 167 project to go forward by removing the uncertainty of ownership that had existed over much of the study area. The Puyallup Tribe of Indians retained title to some land parcels, which are shown on Figure 3.11-3 and described in Section 3.11.

SR 167 - Puyallup to SR 509 Tier II FEIS

Figure 1-2

Regional Highway System



1.3.2 Tier I EIS Process

Summary of Tier I EIS Process

The NEPA process spanned almost ten years, beginning in 1990. The Federal Highway Administration (FHWA) and WSDOT decided to divide the NEPA process into two steps (tiers) as permitted in the federal guidelines. The first tier evaluates different corridor options and selects a preferred corridor. The second tier evaluates and selects a preferred design alternative within the selected corridor. In both cases, the selection process involves evaluating the environmental consequences of different alternatives and identifying ways to avoid, minimize, or mitigate the environmental impacts.

Development of the Tier I Draft EIS (DEIS) began in 1990 with a public scoping process. The scoping process identifies the environmental areas or issues to be evaluated in the Tier I DEIS. At the public scoping meetings, many attendees were in favor of the project. Public support expressed at the meetings centered on the need to relieve the high volumes of commuter and truck traffic traveling through the city of Fife between I-5 and the city of Puyallup on Valley Avenue East. Some of those opposed to the project were concerned that it would accelerate the conversion of the lower Puyallup Valley from farmland to commercial and industrial uses. Other concerns were the potential disruption of drainage patterns with consequent flooding and the loss of wetlands.

The Tier I DEIS was published in June of 1993 and a public hearing was held on July 15, 1993. Most of the issues raised by the general public and interested agencies centered on wetland and floodplain degradation and housing/business displacements. FHWA and WSDOT realized that these concerns would be a difficulty in the process and had already made them criteria for the selection of alternatives. The citizens that offered oral or written testimony were moderately to strongly opposed to the project. They were fearful of losing their homes and businesses as well as losing farmland in the Puyallup River Valley to commercial development.

The public agencies that provided written testimony also expressed concerns over the lack of adequate information regarding wetlands, floodplains, wildlife and their habitat, and mitigation for these impacts. FHWA and WSDOT incorporated these concerns into the process of selecting a preferred corridor.

Following the public hearing and DEIS review period in July 1993, FHWA required WSDOT to prepare a Major Investment Study (MIS). It began in November 1994 and was completed in October 1995. The MIS evaluated the effectiveness of four alternatives: Transportation Demand Management/Transportation System Management (TDM/TSM) (see Appendix "D" Glossary for definition of TDM/TSM), Strategic Arterial, Suite/No Action, and a build alternative. Three alternatives were rejected. The MIS is found in Appendix H in the Tier I FEIS.

The TDM/TSM alternative involved using transportation demand management and transportation system management to reduce traffic. It did not meet the

purpose and need of the project because it could only offer maximum a of 10 percent reduction in traffic to offset the forecast growth.

The Strategic Arterial alternative would widen existing arterials to provide additional capacity. This alternative was especially poor in addressing safety and had the highest number of business and residential displacements.

The Suite alternative was comprised of a suite of no-build elements from the MIS. It was found that even utilizing all of these no-build elements, future transportation needs could not be met nor could the purpose of the project be met.

Table 1-1 shows the relationship between the four alternatives in terms of delay due to congestion and traffic control devices. The build alternative was the only alternative from the MIS that met the needs of reducing traffic congestion and improving safety.

Table 1-1: Congestion Delays for MIS Alternatives

Alternative	Annual Hours of Delay Due to Congestion and/or Traffic Control Devices
Suite/No Action	900,000
TDM/TSM	810,000
Build	60,000
Strategic Arterial	800,000

Note: The Higher the Number the Lower the Performance of the Alternative
 Source: Major Metropolitan Transportation Investment Study for SR 167

After completion of the MIS, FHWA and WSDOT worked on obtaining the Puyallup Tribe of Indians support for the project. This was critical to moving forward because all of the corridor alternatives directly or indirectly affected tribal trust lands. The Puyallup Tribe of Indians was interested in developing some of its holdings around the Port of Tacoma and had been discussing options with them. FHWA and WSDOT worked closely with both the Puyallup Tribe and the Port on how the project would support their plans. In February 1999, the Puyallup Tribe of Indians expressed support for extending SR 167 to allow development of their holdings in and around the Port.

FHWA and WSDOT also worked closely with the resource agencies during this period to resolve outstanding issues. Most issues concerned the level of detail to be provided in the Tier I FEIS. Ultimately, the Tier I FEIS was published in April 1999.

The NEPA process selected three corridors and a no build alternative for detailed evaluation after initially considering seven preliminary alternative corridor locations. The concerns expressed by the public during the NEPA process mirrored those of FHWA and WSDOT. The need for an alternative route from the cities of Fife and Federal Way to the city of Puyallup was a critical driver behind the project. All alternatives considered addressed this need. The citizens expressed the desire to select an alternative with the least amount of impacts. Alternative 2 had the best mix of features for avoiding, minimizing, and mitigating environmental impacts. These impacts included conversion of

farmland, housing/business displacements, disruption of drainage patterns, loss of wetlands, and impact to tribal trust lands. Therefore, Alternative 2 was selected as the preferred corridor in the Tier I FEIS.

Tier I Record of Decision

After the Tier I FEIS was published, the next step in the NEPA process was to prepare a ROD from the federal lead agency, FHWA. On June 9, 1999, FHWA published its ROD and concluded that the selected alternative was the least environmentally damaging practicable alternative. According to the ROD, implementation of the preferred alternative will include all mitigation measures described in the Tier I FEIS. The ROD also listed specific mitigation measures that were to be included in the project.

Commitments List

The Tier I NEPA process and the ROD contained a list of commitments for action, mostly on the part of FHWA and WSDOT. The commitments varied from studying certain impacts in further detail during the Tier II NEPA process to implementing specific mitigation measures identified in the Tier I NEPA process. Table 1-2 lists the Tier I and ROD commitments and identifies the specific action taken or to be taken to fulfill the commitment.

Table 1-2: Tier I Commitments and Mitigations

Tier I Commitments	Action Taken or To Be Taken
Project Coordination	
Tier II FEIS will include a construction staging plan showing operational impacts on I-5 (Summary, pg. S-1).	This commitment will be fulfilled after the Tier II FEIS because project construction funding has not yet been secured. A construction staging plan will be developed during final design.
Design efforts will attempt to avoid a specific impact, as a first priority. If this is not possible, the required sequencing for minimizing and mitigating will follow. (Tier I ROD)	All design efforts have followed the mitigation sequencing of avoidance first, minimization next, and finally mitigation for unavoidable impacts.
FHWA and WSDOT will work closely with the Puyallup Tribe of Indians during the entire Tier II process regarding fisheries and other issues which concern them. This will continue through design and construction. (Tier I ROD)	Puyallup Tribe of Indians coordination during the Tier II NEPA process is documented in Section 1.4.3. FHWA and WSDOT are committed to maintaining an open line of communication with the Puyallup Tribe of Indians and will keep those lines of communication open throughout the design and construction phases of this project.
FHWA and WSDOT will continue coordination with the Merger agencies and other permit agencies, local agencies and the public during the Tier II NEPA process (Section 1.4.7, pg. 1-12).	Coordination with the Merger (SAC) agencies and permit agencies is documented in Section 1.4.2.
Construction activities will be coordinated with UPRR officials to minimize disruption of train operations through SR 167 construction areas (Section 4.2.4.3, pg. 4-43).	WSDOT contract specifications require the contractor to coordinate during construction with UPRR officials.
FHWA and WSDOT will continue coordination with the COE and the EPA through Tier II (Section 4.4.3.5, pg. 4-91).	Coordination with the SAC agencies and permit agencies (including the COE and EPA) is documented in Section 1.4.3.
FHWA and WSDOT will continue coordination with the USFWS, the NOAA National Marine Fisheries Service, the WDFW, the Washington Department of Natural Resources and the Puyallup Tribe of Indians to ensure all feasible steps are taken to protect endangered and threatened species (Section 4.5.1, pg. 4-96).	Coordination with the SAC agencies and permit agencies (including the USFWS, NOAA National Marine Fisheries Service, the Washington Department of Fisheries) is documented in Section 1.4.3. Coordination with the Puyallup Tribe of Indians is documented in Section 1.4.4. Coordination with the Washington Department of Natural Resources will occur during the review of the Tier II FEIS and during permitting.
During Tier II, FHWA and WSDOT will take a watershed approach to impacts upon and mitigation of natural resources. FHWA and WSDOT will make efforts to find partners for watershed mitigation. The recommendations in the Commencement Bay Restoration Plan will be incorporated to the extent practicable (Section 4.5.5, pg. 4-143).	FHWA and WSDOT are examining opportunities to support watershed restoration activities for impacts as well as alternative mitigation. The relocation of Hylebos Creek is a watershed project that is specifically identified in the Commencement Bay Restoration Plan. FHWA and WSDOT will pursue partnerships with other agencies, the Puyallup Tribe of Indians, and non-profit groups interested in the Hylebos and Wapato Creek watersheds.

Tier I Commitments	Action Taken or To Be Taken
FHWA and WSDOT will aggressively pursue new opportunity in Transportation Equity Act for the 21st Century for enhancing mitigation. (Tier I ROD)	Since the DEIS, partial state funding through gas tax increases have been realized for the project which includes enhancing mitigation. FHWA and WSDOT will continue to pursue funding opportunities for construction of this project.
Public Involvement	
A CAC will be formed to allow representatives of the public to evaluate alternatives that will encourage a balance of the issues that are important to the community, but still allow the purpose and need of the project to be met. (Tier I ROD)	FHWA and WSDOT formed a CAC to involve local landowners in the Tier II process. The volunteers on the committee represented local farmers, businesses, and landowners potentially affected by the project. Public involvement including the CAC is discussed in Section 1.4.1.
FHWA and WSDOT will redouble its efforts in Tier II to ensure that the agricultural community and those not conversant in English are heard (Summary, pg. S-10).	In all written communication, the Civil Rights Act, Title VI, Statement to the Public and the Americans with Disabilities Act Information was published encouraging persons with limited language proficiency and disabilities to contact us for accommodations. In addition, the need for interpreters for non-English speaking persons at the open houses was evaluated. It was determined interpreters were not needed. Additionally, two farmers were included in the Citizens Advisory Committee discussed in Section 1.4.1.
Geology, Soils, and Topography	
Erosion and sediment control plans and actions will be taken to prevent and control sedimentation during construction (Section 4.3.3, pg. 4-49).	The NPDES Construction permit for the project and WSDOT <i>Highway Runoff Manual</i> (WSDOT 2004) requires preparation of a Temporary Erosion and Sedimentation Control Plan. WSDOT contract specifications require the contractor to follow the plan. Section 3.2.4 discusses the plan in more detail.
Existing bands of native growth vegetation will be preserved as buffer adjacent to wetlands, streams, and rivers to mitigate the erosion potential (Section 4.3.5.1, pg. 4-51)	Section 3.2.3 discusses the RRP. Section 3.4.8 discusses protection of existing vegetation.
Unsuitable soils will be removed and disposed of appropriately. The contractor will prepare a waste site plan to be approved by WSDOT (Section 4.3.5.1, pg. 4-51).	WSDOT <i>Design Manual</i> requires pre-testing of all soils within the corridor to evaluate their suitability for the proposed facilities. However, actual soil conditions found during construction will govern the use of a waste site plan. If needed, this commitment will be fulfilled during the construction phase of the project.
Water Resources (Waterways, Hydrology, Water Quality, Hydrogeology, and Floodplains)	
During the design phase and Tier II process, WSDOT will develop a design to minimize impacts to floodplains (Section 1.4.4, pg. 1-8).	Section 3.2.9 states that when staging areas cannot be located outside of frequently flooded areas, fuels, oils, and other potential contaminants would be confined within a berm or barrier. Other sections of 3.2 describe features for minimizing floodplain impacts and references Hydraulic Report. Features include the RRP, constructed wetlands, infiltration into fill, regional detention facilities higher in the watershed, revegetated root systems, detention ponds, and alternative mitigation.
Impacts to surface drainage, infiltration, and groundwater caused by the additional impervious surfaces will be mitigated in accordance with the WSDOT <i>Highway Runoff Manual</i> (WSDOT 2004) (Section 4.3.5.1, pg. 4-51).	Section 3.2 discusses impacts caused by impervious surfaces. Section 3.2.8 describes the required hydrology and water quality permits.
As the Tier II analysis/mitigation opportunities are developed, appropriate mitigation for the impacts to the Surprise Lake drain caused by human land uses will be implemented (Section 4.4.2.1, pg. 4-61).	The refined Tier II design results in a reduction of impacts to Surprise Lake Drain, which is discussed in Section 3.2. Discussions of mitigation are also included in Section 3.2.
Changes in the Hylebos Creek basin after Tier I will be explored during Tier II. Concepts for further improvement to Hylebos should be explored during Tier II (Section 4.4.2.2, pg. 4-62).	FHWA and WSDOT propose to relocate Hylebos Creek as part of the project to improve its functions and values. See Sections 3.2.3 and 3.2.4 for description of proposed relocation and the associated riparian areas.
Local floodplain ordinance requirements will be addressed (Section 4.4.5.1, pg. 4-91).	Section 3.2.1 indicates that City of Fife and Pierce County flood insurance studies were used in conjunction with FEMA maps to identify flood hazard areas.
During the Tier II NEPA process, FHWA and WSDOT will identify and catalog the wetlands, the aquatic environment of Wapato and Hylebos Creeks, and investigate methods of impact avoidance and minimization (Section 4.4.5.3, pg. 4-91).	Section 3.3.1 discusses wetland determination and delineation methods. Section 3.3.2 describes the existing conditions of Wapato and Hylebos Creeks. Section 3.2.4 identifies water resources impact avoidance and minimization methods, and Section 3.3.7 covers wetlands avoidance and minimization methods.
Local erosion and sediment control requirements will be addressed (Section 4.4.5.2, pg. 4-91).	Section 3.2.8 indicates that City of Fife and Pierce County flood insurance studies be used in conjunction with FEMA maps to identify flood hazard areas, and that if clearing and grading activities are regulated locally, regulations will be considered.
Local wetland permit requirements will be adhered to (Section 4.4.5.4, pg. 4-91).	Section 3.3 lists regulations and regulating agencies that will be considered. All requirements will be included in the Special Provisions for the Construction Contract.

Tier I Commitments	Action Taken or To Be Taken
The <i>Highway Runoff Manual</i> (WSDOT 2004) will be used for technical guidance in stormwater mitigation for both construction and post-construction water quality Best Management Practices (BMPs) (Section 4.4.6, pg. 4-92).	See Section 3.2 for information about the RRP, which is designed to address stormwater flow control. WSDOT will prepare a stormwater plan that also includes water quality BMPs.
Embankments and structures will be designed, to the extent practical, to pass maximum flood flows without change to that experienced today. If necessary, additional flood storage will be provided. (Tier I ROD)	Section 3.2.5 describes how floodplain impacts will be minimized because most of the I-5 Interchange will be constructed on elevated structure. Floodplain loss will occur, but will be mitigated. Section 3.2.9 describes floodplain mitigation alternatives, including detention ponds and re-establishing floodplains. A final mitigation plan addressing floodplain mitigation measures will be developed prior to construction.
Drainage design will emphasize reduction in erosion and transport of silt from the project. BMPs will be specified for use during construction when the potential for this problem is greatest. (Tier I ROD)	Sections 3.2.4 and 3.2.5 discuss BMPs to be used during construction.
Areas subject to settlement under new embankment will be preloaded. The possibility of this affecting subdrainage from adjacent properties will be investigated and designs will be proposed to minimize this possibility. (Tier I ROD)	WSDOT prepared a Geotechnical Expertise Report that contains recommendations on settlement and pre-loading. These recommendations will be included in the design and contract specifications.
Wetlands	
Jurisdictional wetland determinations will be conducted as part of Tier II documentation (Section 4.5.1, pg. 4-96).	This commitment is fulfilled in Section 3.3.1 which discusses wetland determination and delineation methods.
Exact acreage-of-impact figures will be determined in Tier II, after wetlands have been delineated (Section 4.5.3.3, p 4-138).	Section 3.3.3 and Tables 3.3-4 and 3.3-5 identify acreage of impacts to wetlands.
FHWA and WSDOT will use all practicable means to minimize impacts to wetlands and will document these efforts in the Tier II FEIS (Section 4.5.5, pg. 4-143).	Section 4.2 describes avoidance and minimization efforts for the project.
Any unavoidable loss to wetlands attributable to project will be compensated for by implementing a wetland mitigation plan. There will be no net loss of wetland function or area. (Tier I ROD)	Potential mitigation sites are described in Section 3.3.7 and shown in Figure 3.3-10. A final mitigation plan will be developed for this project. The final mitigation plan will compensate for any unavoidable impact on wetlands, including buffer impacts.
Fish and Wildlife	
A Biological Assessment for threatened and endangered species will be completed as part of the Tier II documentation (Section 4.5.2.3, pg. 4-134).	A Biological Assessment was completed.
FHWA and WSDOT will develop avoidance, minimization, and mitigation measures in conformance with the Statewide Salmon Recovery Strategy and describe these in the Tier II FEIS (Section 4.5.2.3, pg. 4-134).	Mitigation measures (Section 3.4.8) conform to the Statewide Salmon Recovery Strategy, although the document itself does not outline specific measures to be taken.
All riparian corridors will be either unaffected or enhanced by the project (Section 4.5.2.3, p 4-134).	This commitment was achieved in the Tier II FEIS for most (90%), but not all riparian corridors. Riparian corridors where the commitment was not achieved were in more urbanized areas with limited available right-of-way. The riparian corridors that are affected by the project are identified in Sections 3.3 and 3.4. Mitigation for impacts to riparian corridors is described in Section 3.3.7.
The State Salmonid Recovery Plan, being finalized jointly by several state agencies, must be complied with by WSDOT and other state agencies. (Tier I ROD)	WSDOT will work closely with these agencies during mitigation planning. Mitigation Measures (Section 3.4.8) conform to the Statewide Salmon Recovery Strategy, although the document itself does not outline specific measures to be taken.
FHWA and WSDOT will prepare a mitigation plan during the Tier II and/or permit phase detailing efforts and techniques to minimize unavoidable major impacts on wildlife (Section 4.5.3.3, pg. 4-137).	Wildlife impact avoidance and minimization efforts are documented in Section 3.4.
Specific impacts to wildlife habitat will be addressed during Tier II studies, and attempt will be made to mitigate losses. Often the relatively undisturbed areas within the right-of-way fences provide replacement habitat, despite traffic noise. (Tier I ROD)	Section 3.4.3 and Table 3.4-3 give quantitative measurements of potential impacts. Section 3.4.8, Mitigating Measures, describes the steps that will be taken to mitigate impacts.
FHWA and WSDOT will take a watershed approach to impacts and mitigation. Efforts will be made to find partners and make any mitigation have a genuine positive impact on the watershed (Section 4.5.5, pg. 4-143).	FHWA and WSDOT are examining opportunities to support watershed restoration activities as alternative mitigation. FHWA and WSDOT will pursue partnerships with other agencies, the Puyallup Tribe of Indians, and non-profit groups interested in the Hylebos and Wapato Creek watersheds.
Recommendations included in <i>Commencement Bay Restoration Plan and Programmatic EIS -Volume 2 Restoration Plan</i> will be incorporated to the extent practicable. (Tier I ROD)	The relocation of Hylebos Creek is a watershed project that is specifically identified in the Commencement Bay Restoration Plan.
Existing native plants and trees will be preserved wherever possible. Landscaping with native species will mitigate habitat losses (Section 4.5.5, pg. 4-144).	Section 3.4 discusses preservation of existing vegetation and use of native species in landscaping.

Tier I Commitments	Action Taken or To Be Taken
Riparian areas will be protected by BMPs and buffer requirements of local jurisdictions (Section 4.5.5, pg. 4-144).	Section 3.3.7 discusses compliance with local jurisdictions and riparian area protection and mitigation.
Streams will be protected by constructing bridges over them and adjacent wetlands wherever practicable (Section 4.5.5, pg. 4-144).	This commitment is contained in the Section 3.4.8 discussion covering the use of bridges over streams.
Air Quality	
A project level conformity analysis of air quality will be done. (Tier I ROD)	Section 3.5.4 contains the conformity analysis and demonstrates that the project will meet the air quality standards at the design year of 2030.
The Tier II studies will provide more accurate data in this area for "hot spots" and will be used to show conformity with the State Implementation Plan (Section 4.6.4, pg. 4-149).	Section 3.5.4 analyzes air quality "hot spots" in the study area. The analysis shows that no air quality standards will be exceeded at project intersections under the Build Alternative in the design year 2030.
Noise (Sound Analysis)	
Design-specific noise analyses will be performed. These will assist in attempts to avoid or minimize noise impacts or, if necessary, provide appropriate mitigation. (Tier I ROD)	Section 3.6 discusses the project level noise analysis. Specific mitigation measures are discussed in section 3.6.5.
A two-way channel of communication will be established between the community and the contractor. The contractor will inform residents of scheduled construction activities that will cause noise impacts. Public reactions will be communicated to the equipment operators so that unnecessary annoyances can be avoided. WSDOT and the contractor will review construction methods and specify alternative equipment or techniques (Section 4.7.3, pg. 4-160).	WSDOT contract specifications require the contractor to notify the community about construction activities that will cause noise.
WSDOT contractors will adhere to local noise regulations regarding construction noise hours (Section 4.7.3, pg. 4-160).	WSDOT contractors will adhere to local noise ordinances. If nighttime work is necessary, WSDOT and the contractor will apply for the appropriate approvals from local agencies.
Tier II process will estimate future traffic volumes and analyze noise impacts. All residential and commercial properties that experience substantial noise impacts will be fully analyzed for feasible noise mitigation measures (Section 4.7.5, pg. 4-163).	Section 3.6.4 reports the results of the noise analysis that measured existing noise levels and modeled future noise impacts at 35 sites along the corridor.
WSDOT agreed to retrofit the impacted houses with storm windows on the tribal trust land parcel near the Valley Avenue interchange (pg. K-7 of Tier I FEIS, letter dated 6/25/1998).	WSDOT will work with each property owner of the houses on tribal trust land near Valley Avenue to mitigate for noise impacts.
The WSDOT has committed to the Puyallup Tribe of Indians to provide landscaped noise abatement structures along 48th street East to mitigate noise impact to tribal trust land. WSDOT will assist the Puyallup Tribe of Indians in locating new businesses to minimize noise and visual impacts attributable to SR 167, by sharing noise study data and advising the Tribe to quiet locations, landscaping and mitigation measures. (Tier I ROD)	WSDOT remains committed to providing a noise barrier between the tribal trust land with residences along 48th Avenue East and the proposed SR 167 when warranted. Because the project is on an elevated structure through this area, landscaping may not be possible, so technical guidance to the Puyallup Tribe of Indians on the placement of businesses in order to effectively use the noise barrier will be provided at the time of development of the tribal parcels.
Energy	
More detail analysis of construction energy requirements can be undertaken in the design phase of the project when more detailed information is available on construction materials and quantities (Section 4.8.4, pg.4-164).	Section 3.7.4 provides an analysis of the operational impacts to energy sources from the project.
Hazardous Materials	
A hazardous materials inventory will be conducted before any structure is demolished (Section 4.9.1, pg.4-166).	WSDOT has completed environmental assessments of all early acquisitions properties, which included a hazardous materials evaluation. WSDOT will conduct preliminary site assessments prior to additional property acquisition. Section 3.8.5 identifies mitigation measures for potential hazardous materials.
A further assessment of potential hazardous waste sites will be performed during Tier II studies. General recommendations for mitigation will be provided then, as well as recommendations for further investigation or remedial actions during the design or construction stages. (Tier I ROD)	Section 3.8.1 describes the additional hazardous materials study for Tier II. Additional site analyses will be conducted prior to property acquisition under WSDOT rules.
Visual	
Roadways and bridge structures would be designed to aesthetically pleasing and compatible with the setting. The WSDOT Roadside Classification Plan will be followed (Section 4.10.5.1, pg. 4-180).	Section 3.9.4 identifies potential mitigation measures including the use of landscaping and architectural features to soften the facility's visual impact. WSDOT follows the Roadside Classification Plan to determine the type of landscaping for facilities based on the categories of rural and urban.
Aesthetically pleasing design and landscaping would be used to minimize visual impacts (Section 4.10.5.2, pg. 4-180).	Section 3.9.4 identifies potential mitigation measures including the use of landscaping and architectural features to soften the visual impact.

Tier I Commitments	Action Taken or To Be Taken
Public Services and Utilities	
FHWA and WSDOT will take wells into account during the Tier II NEPA process (Section 1.4.4, pg. 1-8).	The impacts of the project on Group A and B public water systems are discussed in Section 3.2.4. Well locations are shown in Figure 3.2-5.
Traffic-related impacts to public services will be mitigated through standard measures including detours, construction flagging and signing, and advance notice to businesses, utilities, and public agencies (Section 4.11.5.1, pg. 4-206).	Section 3.10.5 identifies mitigations measures for impacts to public services. Generally, WSDOT requires the contractors to coordinate the construction activities with the local service providers to minimize delays. The general standard provisions in the contract typically cover these issues.
Construction impacts on utilities will be partially mitigated during design. If relocation is unavoidable, utilities will be asked to participate in design and coordination. Utility customers will be notified in advance of service interruptions (Section 4.11.5.1, pg. 4-207).	Impacts to utilities are discussed in Section 3.10.3 while mitigation measures are identified in Section 3.10.5. WSDOT requires that contractors locate all utilities in the construction zone before they begin construction. The general standard provisions in the contract typically cover these issues.
Land Use and Social-Economic Impacts	
Mitigation measures that will be implemented to minimize construction impacts include maintaining access to existing uses wherever possible and the development of farm and business access plans prior to construction (Section 4.12.5.1, pg. 4-242).	Section 3.11.1 discusses mitigation measures for temporary impacts to residences and businesses due to loss of access. The transportation section 3.14 also identifies mitigation for these potential impacts. Staging, detours and temporary traffic control measures are developed during the final design phase of the project. All plans will meet Federal standards contained in the <i>Manual for Uniform Traffic Control Devices</i> (MUTCD).
FHWA and WSDOT will use a variety of mitigation measures to minimize impacts including providing advance notice of street closures and detours, staging construction, advising emergency service providers, developing emergency access plans, and maintaining at least one lane at all SR 167 crossings (Section 4.12.5.1, pg. 4-242).	Section 3.11.4 and 3.14.4 identify the traffic control measures that will be implemented to minimize impacts to residences and businesses from street closures and detours. Staging, detours and temporary traffic control measures are developed during the final design phase of the project. All plans will meet Federal standards contained in the MUTCD.
Options for avoiding or minimizing impacts to residences on 67th Avenue East will be evaluated during the Tier II process (Section 4.15.4.2, pg. 4-258).	Due to current design of RRP in the vicinity of 67th Avenue, it is not feasible to avoid impacts to residences on 67th Avenue East. The existing properties will be acquired through right-of-way acquisition in accordance with the Uniform Relocation and Assistance Act of 1970.
Parks and Recreation	
A pedestrian overpass will be considered at the Puyallup Recreation Center. Further coordination with the Puyallup Tribe of Indians will be required. (Tier I ROD)	A pedestrian and bicycle overcrossing at the Puyallup Recreation Center was considered during the initial design (see Section 2.3.1) and rejected due to lack of demand. An overcrossing is included in the Urban Option at the SR 161/SR 167 interchange. Alternatively, the proposed Developer Connection is an overcrossing near the Recreation Center and may also provide an alternative overpass to pedestrians and bicyclists using the Recreation Center.
FHWA and WSDOT will coordinate with affected jurisdictions during Tier II to enhance the visual appeal of the facility in park and recreation areas with high visibility of the project (Section 4.13.5.2, pg. 4-250).	Section 3.9 discusses the visual impacts of the project on surrounding properties. The only parks and recreation land with substantial impacts is the Puyallup Recreation Center. FHWA and WSDOT will coordinate with the Puyallup Recreation Center on the screening of the project.
The Tier I NEPA process did not find any instance where land would be required that is or will be a public park and subject to additional study under Section 4(f) of the Department of Transportation Act. This will be reaffirmed during Tier II. (Tier I ROD)	The Tier II Section 4(f) Evaluation includes the analysis of six recreational resources (see Chapter 5).
Farmland	
Every feasible option for mitigating impacts to existing farm will be investigated. This may include land trades, additional equipment or storage sheds, or payment of damages. (Tier I ROD)	Section 3.12.6 identifies mitigation for impacts to farmland. WSDOT will work individually with each farmer to develop circulation options for movement of farm equipment and to provide access to fragmented acreage. This commitment will continue through design.
The options of providing equipment sheds on bisected parcels or swapping land will be explored in the Tier II NEPA process (Section 4.15.5.2, pg. 4-260).	This commitment is contained in the Section 3.12.6 discussion covering the option of providing farm sheds to fragmented parcels.
Farmland coordination with the National Resource Conservation Service (NRCS) and COE will be done during the Tier II development and analysis process (Section 4.16, pg. 4-261).	This commitment is contained in the Section 3.12.1 discussion covering the coordination efforts between FHWA, WSDOT, and NRCS.
Coordination with the NRCS regarding issues such as prime and unique farmland will be continued in Tier II. A form AD-1006 will be requested from NRCS. (Tier I ROD)	Section 3.12.1 summarizes the results from the evaluation done using Form NRCS-CPA-106 (equivalent to Form AD-1006) is included as Table 3.12-1.

Tier I Commitments	Action Taken or To Be Taken
Design options which permit efficient transportation of live stock and equipment will be evaluated. The issue of bisected farmlands and uneconomic remnants will be addressed in project design and right-of-way plans. Options include alignment adjustments, purchase of parcel remnants, and local circulation of farm machinery (Section 4.16.5, pg.4-262).	Section 3.12.6 identifies mitigation for impacts to farmland. WSDOT will work individually with each farmer to develop circulation options for movement of farm equipment and to provide access to fragmented acreage. This commitment will continue through design.
Displacements	
FHWA and WSDOT will make further efforts during Tier II to eliminate or minimize the number of displacements and relocations (Section 1.4.1, pg. 1-5).	Section 3.13.4 identifies potential mitigation to further minimize the number of displacements and disruptions.
Owners and renters of homes and businesses displaced by the project will receive relocation assistance in accordance with the Uniform Relocation and Assistance Act of 1970, as amended. (Tier I ROD)	Section 3.13.4 states that the provisions of the Uniform Relocation Assistance and Real Property Acquisition Act of 1970 must be followed where WSDOT acquires right-of-way. In addition, Chapters 8.08, 8.25, and 8.26 of the Revised Code of Washington govern the process of acquiring property for right-of-way.
Transportation	
TDM/TSM features will be utilized in the final design to the extent feasible. (Tier I ROD)	Section 3.14.4 identifies a variety of measures that may be applied.
Planning for staging, detours, and temporary traffic control will be designed to maximize safety and the free flow of traffic during construction. (Tier I ROD)	Staging, detours and temporary traffic control measures are developed during the final design phase of the project. All plans will meet Federal standards contained in the MUTCD. This commitment will continue through construction.
I-5 closures will be limited to nighttime periods of low volumes (Section 4.2.4.3, pg. 4-42).	Section 3.14.4 addresses mitigations for construction impacts. Specific traffic control measures are developed during the final design phase for the project.
WSDOT will provide land for future development of a park and ride lot. (Partner's Meeting)	The parcels for two park and ride facilities, one at the Valley Avenue Interchange and one at the 161 Interchange, will be purchased and are included in Section 3.13. This commitment will be fulfilled in the right-of-way phase of the project.
Pedestrian and Bike Facilities	
A pedestrian overpass will be considered at the Puyallup Recreation Center. Further coordination with the Puyallup Tribe of Indians will be required. (Tier I ROD)	A pedestrian and bicycle overcrossing at the Puyallup Recreation Center was considered during the initial design (see Section 2.3.1) and rejected due to lack of demand. An overcrossing is included in the Urban Option at the SR 161/SR 167 interchange. Alternatively, the proposed Developer Connection is an overcrossing near the Recreation Center and may also provide an alternative overpass to pedestrians and bicyclists using the Recreation Center.
Cultural Resources	
Detailed design efforts will attempt to save the historic Carson chestnut tree within the SR 167/SR 161 interchange. (Tier I ROD)	Section 3.16 discusses preservation of the Carson Chestnut tree. All design options at the SR 161/167 interchange preserve the tree.
An archaeological survey will be done as part of the Tier II studies and if any resource is found appropriate measures will be taken. If any archaeological resources are found during construction, work will be halted for site analysis and appropriate action will be taken, including coordination with the Puyallup Tribe of Indians and the SHPO. (Tier I ROD)	Section 3.16 discusses the results of the archaeological survey. WSDOT's contract specifications require construction to stop if archaeological resources are found.
The area will be canvassed for possible historic buildings and appropriate action will be taken for compliance with Section 106 of the National Historic Preservation Act if any are found. (Tier I ROD)	Section 3.16 documents the additional studies done to identify any possible historic resources in the study area.

1.3.3 Tier II Environmental Issues

The selection of environmental issues to be reviewed in the Tier II NEPA process followed the same general procedure as that of the Tier I NEPA process. It began on July 13, 1999, with an Agency Scoping Meeting and a public Open House/Scoping Meeting. Scoping is the process of identifying the environmental issues to be studied in the Tier II FEIS. FHWA and WSDOT prepared a Study Plan and formed an Interdisciplinary Team to guide the development of the SR 167 Tier II FEIS. The Study Plan was completed in June 2000 and identified the environmental areas to be studied in the Tier II FEIS.

Both NEPA and SEPA require the Lead Agency to determine the issues to be evaluated in an FEIS. This is accomplished through a process including the scoping period where agencies, tribes, and the public are invited to comment on the ranges of alternatives, areas of impact, and possible mitigation measures that should be evaluated. Scoping determines the issues to be analyzed in depth as well as identifies and eliminates from detailed study the issues that are not considered relevant to the project. At a minimum, NEPA requires the FEIS to provide full and fair discussion of all environmental impacts and to inform decision makers and the public of the reasonable alternatives which would avoid or minimize adverse impacts or enhance the quality of the human environment. SEPA likewise requires identifying and evaluating probable impacts, alternatives and mitigation measures, emphasizing major environmental impacts and alternatives.

There are two Lead Agencies for the Tier II FEIS. FHWA is the Lead Agency under NEPA and WSDOT is the Lead Agency under SEPA. After reviewing the Tier I FEIS and a “scoping process” that involved the public, the lead agencies concluded in the Study Plan that the following subject areas would be studied in detail in the Tier II FEIS.

- Water Resources (Waterways, Hydrology, Water Quality, Hydrogeology, and Floodplains)
- Wetlands
- Wildlife, Fish, and Threatened and Endangered Species
- Air Quality
- Noise
- Energy
- Hazardous Waste
- Visual Quality
- Public Services
- Land Use, Socioeconomic, and Environmental Justice
- Farmland
- Displacement, Disruption, and Relocation
- Transportation
- Pedestrian and Bike Facilities
- Cultural Resources

- Indirect Impacts
- Cumulative Impacts

WSDOT prepared a Discipline Report (DR) for each subject area by conducting field studies, reviewing published data, analyzing project impacts, recommending mitigation, and publishing the results in a technical report. The DRs are the basis for the sections in this EIS and include information in much greater detail.

FHWA and WSDOT determined that the geology, soils, and topography subject studied in the Tier I FEIS would not likely have substantial adverse environmental impacts and therefore would not be studied in detail for this document. The impacts from erosion/sedimentation and groundwater disruption are discussed in the water resources section (Section 3.2).

Issuance of the DEIS for Comments

In February 2003, FHWA and WSDOT issued the Tier II DEIS for public comment. FHWA and WSDOT received comments from the public, environmental organizations, local, federal, and state governments, and the Puyallup Tribe of Indians. These comments led to additional studies such as

- Analysis of the hydrology and geomorphology of the Hylebos Creek Basin (Section 3.2);
- Analysis of the arsenic contaminated groundwater plume associated with the B&L Woodwaste site (Section 3.8);
- Analysis of the Net Environmental Benefits associated with the Riparian Restoration Proposal (RRP) (Section 3.17).

The organization of this Tier II FEIS was changed in response to comments on the Tier II DEIS requesting

- Water resource, wetlands, fish and wildlife discuss results in terms of the Hylebos Creek, Wapato Creek, and Lower Puyallup basins;
- Indirect and cumulative impacts be discussed in the respective resource sections of Chapter 3, instead of in a separate Section 3.17.

Other Changes in the Tier II FEIS

Many changes respond to comments on the Tier II DEIS that was distributed in February 2003. Additional information from supplemental studies since the Tier II DEIS is also provided. Some changes make the document easier to read and handle.

Changes in the Tier II FEIS include:

- The Summary is completely revised to make it more reader-friendly. It also provides graphics to show existing and future conditions.

- Tier II environmental commitments are provided in a separate table in Appendix F.
- The Preferred Alternative is identified in Chapter 2.
- The environmental effects matrix table at the beginning of Chapter 3 is simplified to compare the No Build and Preferred Alternatives.
- Figures are reduced in size and placed within the discussions instead of at the end of chapters and sections.
- Chapters 4 and 5 are added. Chapter 4 presents the analysis demonstrating measures to avoid and minimize effects on aquatic resources and wetlands, and that the Preferred Alternative is the least environmentally damaging practical alternative. Chapter 5 is the Section 4(f) Evaluation conducted for park and recreation properties, waterfowl and wildlife refuges, and historic properties.
- Appendices are added. Appendix A now contains figures of the Preferred Alternative. Tier II commitments are presented in Appendix F. Appendix G provides responses to all comments received on the Tier II DEIS. Section 4(f) coordination and correspondence documents are contained in Appendix H.

1.4 FHWA, WSDOT, Interagency, and Community Coordination

1.4.1 FHWA and WSDOT Interdisciplinary Coordination

Development of an EIS is an interdisciplinary process. FHWA and WSDOT used three levels of interdisciplinary coordination: the Interdisciplinary Team (IDT), the technical experts, and the EIS writers.

The IDT acts as an advisory group composed of persons with skills or training in the fields most vital to the project. The IDT meets eight to ten times over the course of the NEPA process. The IDT functions in an advisory capacity to the Regional Administrator, Design Team, and Environmental Team. The IDT provides guidance and technically defensible recommendations throughout the NEPA process at project milestones. The project IDT was made up of FHWA and WSDOT environmental, design, traffic operations, construction and right-of-way experts.

The technical experts include the Design Team and the Environmental Team. The Design Team is comprised of engineers and technicians with expertise in roadway and bridge design. The Environmental Team works closely with the Design Team to represent different environmental perspectives. The selected environmental disciplines are those areas the lead agencies determined may be impacted by the project. The Environmental Team prepared DRs detailing the likely environmental impacts of the project. A list of the DR writers appears in Appendix B.

Finally, technical writers assist with preparing the EIS. In some cases, the members of the design and environmental teams act as technical writers and prepare their respective chapters. They review the entire document for consistency and readability.

The interdisciplinary process allows for the exchange of ideas and information during the development of the project. Options and alternatives are brought forward and evaluated. They may be rejected or kept for more detailed examination during the NEPA process.

Public Involvement and Coordination

Public input during the preliminary design phase is important to help ensure that the design process results in a decision that is in the best interest of the community and the environment. Many methods were used to gather information on what issues the community felt were important. There was involvement not only with community members, but also with interested businesses, community organizations and municipalities. The issues and points brought forth by comments, suggestions, and questions gathered from the variety of public involvements were utilized as a guide and incorporated in the development of the Tier II FEIS.

Partners Committee

The Partners Committee was formed during the Tier I NEPA process under the title of “Steering Committee.” This committee is comprised of representatives from the cities of Puyallup, Tacoma, Fife, Milton, and Edgewood along with the Port of Tacoma, FHWA, Pierce County, Pierce Transit, Puyallup Tribe of Indians, Puget Sound Regional Council, and WSDOT. The committee members represent the local agencies that have been involved in the process from the beginning. They have given direction and guidance on a variety of issues to help maintain the progress of the project. The committee has met monthly since January 1998 and has continued to meet throughout the Tier II FEIS development. They kept track of project development and provided schedule management. They also assisted with funding efforts and attended open houses to answer questions from the public.

The committee helped create the Study Plan that defines the purpose and need of the project, its environmental effects, scope of work, needed studies, and schedule. The Study Plan contains a draft of the environmental screening criteria for the Tier II options. This draft describes the criteria and how they are to be measured. The Study Plan also contains information on the NEPA/SEPA/404 Merger Agreement and identifies areas of controversy and primary importance.

Citizen’s Advisory Committee

The Citizen’s Advisory Committee (CAC) was formed to ensure representation of citizens who may be affected by the project. The members were chosen from volunteers who submitted forms at the open houses, called the project phone number, or e-mailed WSDOT expressing interest. The committee members consist of property owners, business owners, members of local jurisdictions and farmers from the cities of Milton, Edgewood, Fife, and Puyallup, along with Pierce County. A list of the committee members is located in Appendix E. The

CAC helped advise project staff on local issues and concerns and assisted with improving outreach and communication efforts. The CAC was kept informed of the project at scheduled meetings and with newsletters between these meetings.

The CAC held an initial kick-off meeting in June 2000, at which they agreed upon expectations for the members and WSDOT. They agreed that the CAC would be kept informed during the progression of the project and act as a sounding board for their neighbors and community. The members were given a binder that contained information about the project and a roster with names and numbers of WSDOT and the CAC. The Study Plan, project schedule, and the preliminary footprint of the proposed project were also included in the information binders. The CAC members were encouraged to attend open houses and be available to answer questions.

The second CAC meeting was in December 2000. The members were updated on the progress of the project and were asked for feedback on the July 2000 open houses. In the review of the proposed project, the members were given updates on the design, schedule, and budget.

A newsletter was sent to the CAC in December 2001 to update committee members on the progress of the project, design and environmental issues, and schedule. This newsletter stated that the preliminary design for the Tier II FEIS was complete.

The CAC met in January 2003, prior to distribution of the Tier II DEIS. The members in attendance were given an update on the project, discussed the upcoming environmental hearings, and discussed the next tasks in the EIS process. Several members attended the March 18 and 20, 2003, environmental hearings in the cities of Fife and Puyallup. Since then, CAC meetings have focused primarily on design and construction issues related to the Build Alternative.

Stakeholder Interviews

In July 2000, WSDOT identified stakeholders who were interviewed for their opinions on the project. The project team devised several open-ended questions that covered a range of issues about the proposed project. The stakeholders represented the cities of Fife, Puyallup, Milton, Edgewood, and Tacoma, the Puyallup Tribe of Indians, Pierce County, the Port of Tacoma, Pierce Transit, Puget Sound Regional Council, members of the CAC, specialty groups, businesses, and private citizens. The interview was a one-time effort to gain a snapshot of opinions. The answers to the questions were compiled into the *SR 167 Tier II Stakeholder Interview Report*.

The responses to the questions varied widely, depending on the interviewee's areas of concern. At the same time, several issues emerged as themes. Overall, the Stakeholders felt that the project would improve the transportation system regionally as well as locally and improve safety on local roadways. Generally the main impacts were felt to be positive, however, the loss of farmland, visual impacts to Fife Heights, and property values were considered a negative consequence of the project. Increased noise from the project was also a concern.

Design Workshops

WSDOT conducted a series of workshops with outside agencies to solicit their ideas about the project. For each interchange, with exception to the I-5 interchange, two workshops were held. In the first workshop, WSDOT presented the participants with a “blank slate” and asked for their input. The participants developed several different scenarios or options for each interchange.

At the end of each workshop, the project office took the participants’ ideas, developed them further and applied FHWA and WSDOT standards to create plausible designs. The project staff then went through each option looking for fatal environmental or design flaws and evaluated the overall impacts. After this information was gathered, WSDOT reconvened the workshops with a summary of the results from the previous workshop. They discussed why some ideas had fatal flaws and explained the impacts of the remaining proposals. With this information, the participants gave additional input and further developed the options. Each separate workshop is discussed in more detail below.

SR 509 and 54th Avenue East Partial Interchange Workshops

The first workshop for the SR 509 interchange area was held at the Royal Coachman Motel in Fife on April 26, 2000. Representatives from the cities of Fife and Tacoma, the Port of Tacoma, Puyallup Tribe of Indians, and Puyallup International were present. WSDOT facilitated the meeting. Representatives from WSDOT Design, Traffic, and Planning were present. Following an explanation of the design constraints, WSDOT asked the workshop participants to identify criteria that they would like to see applied to the options created during the workshop. The remainder of the workshop was spent developing a number of design options.

The following ideas were carried forward for further design:

- Shift the existing frontage roads of SR 509 south to allow for future rail expansion by the Port of Tacoma.
- Design a half diamond interchange at 54th Avenue East.
- Design a loop ramp at 54th Avenue East.
- Provide direct access into the Port of Tacoma.

The follow-up workshop was held on November 30, 2000, at the city of Fife City Hall. Representatives from the cities of Fife and Tacoma, the Port of Tacoma and WSDOT were in attendance. WSDOT presented the options from the first workshop as a preliminary design. The participants were then asked for additional input. Suggested revisions included the revision of the loop ramp and half diamond interchange designs to be aligned with 8th Street East instead of 54th Avenue East and to bring the frontage roads closer to the proposed SR 167.

On December 2003, WSDOT conducted a workshop with the Port of Tacoma, Tacoma Rail, and Coast Engineering and Equipment Company (CEECO) to discuss the constraints of the rail line currently serving the CEECO business site.

The team developed a preliminary plan to relocate the existing SR 509 rail crossing. Additional design coordination will occur in the design phase of the project.

Valley Avenue Interchange Workshops

The first workshop for the proposed Valley Avenue interchange was held at the Fife City Hall on May 11, 2000. Representatives from the cities of Fife and Edgewood, Pierce County and the WSDOT were in attendance. Participant input had to remain within the Tier I constraints while avoiding impacts to the Union Pacific Railroad and Puyallup Tribe of Indians tribal trust lands. After these constraints were clarified, WSDOT asked the group to develop criteria which would be applied to the design options created at the workshop.

The design options that were developed at this workshop are as follows:

- Design standard diamond-type on-off connections on the west side of Valley Avenue and a loop ramp for the off movement on the east side. The on movement would tie into the north side of Valley Avenue, paralleling the off-ramp until it diverged.
- Design standard diamond type on-off connections on the west side of Valley Avenue with the on-off connections on the east side to connect with Freeman Road.
- Realign Valley Avenue in order to move away from the railroad tracks and provide a standard diamond interchange.
- Provide split ramps to Valley Avenue and Freeman Road.
- Develop a Freeman Road diamond interchange.
- Design a split diamond interchange.
- Design a Freeman Road urban interchange.

These design options were then taken back to the project office and further developed. Due to design criteria, environmental impacts, traffic analysis and cost, some of the options were eliminated. The remaining options were brought before the workshop members again on October 17, 2000, at the Fife City Hall. WSDOT briefed the members on the options that were carried through the process and asked for more input.

SR 161/SR 167 Interchange Workshops

The first workshop for the SR 161 interchange area was held on July 11, 2000, at the WSDOT Puyallup Maintenance Facility. Representatives from the cities of Puyallup and Edgewood were present at this workshop. This group identified criteria that they would like to see applied to the design options created after the design constraints were described to them. The workshop members continued to develop the design options.

The design options that were developed are as follows:

- Design a single point urban interchange.
- Design a traditional diamond interchange.
- Design a diamond interchange with the northbound off ramp tying into the North Levee Road.
- Provide an access road in-between the North Levee Road and Valley Avenue.

WSDOT took these design options back to the project office for further design and environmental evaluation. On December 12, 2000, the workshop members met again at the same location and WSDOT presented the findings of the project office's efforts. There were no fatal flaws found in any of the options.

I-5 Interchange Value Engineering Study

Rather than convene a workshop for the proposed SR 167 and I-5 interchange, WSDOT conducted a value engineering (VE) study (WSDOT, 2000). The VE study was selected over a workshop because of the complexity of this interchange. This VE team included individuals with expertise in certain arenas to develop a best design option for this location. The team included representatives of FHWA, the City of Fife, and WSDOT.

The VE study recommended one design option after examining 67 options that included multiple I-5 and SR 167 ramp connections and alignments. The team listed benefits and drawbacks of each option that warranted further development and abandoned those that did not. The team developed six recommendations. Table 1-3 lists the recommendations and the response of FHWA and WSDOT in accepting, modifying, or rejecting them.

Newsletters

WSDOT has published four newsletters throughout the region with information regarding the project. These newsletters were sent in mass to the zip codes that would be affected by the project. The first newsletter was a general information letter that explained the project and where the project was heading. This was sent out in July 1999. The next two newsletters were sent in June 2000 and January 2001. These two letters updated the public on the progress of the project and also invited them to open houses that were scheduled in the area. Another newsletter was distributed in 2003 with the issuance of the Tier II DEIS. Additional newsletters provided project updates on the Tier II FEIS.

Table 1-3: VE Study Recommendations and Responses

VE Study Recommendations	WSDOT Responses
Use one lane through direction ramps for northbound and southbound general purpose traffic for the SR 167 crossing of I-5 between ramps connecting SR 167 to I-5.	Accepted
Stage construct the HOV direct connection ramps, deferring them until there is a definable need.	Accepted
Provide for local connectivity by realigning 20th Street East to curve under the ramp structures immediately south of I-5. Provide connection of 20th Street East and 70th Avenue East via a roundabout just west of the current 20th/70th intersection, and locate the 70th Avenue East I-5 overcrossing to the west of its current location.	Accepted
Overcross Pacific Highway, 12th Street East, and sever 8th Street East and 62nd Avenue East. Use the resulting landlocked portion of 8th and 62nd as environmental mitigation, using FEMA and other available funding.	Accepted
Interchange configuration. Recommendation No. 1 is an essential element of this concept. Any policy issues that relate to No. 1 should be resolved before design effort is expended on VE concept No. 1. Raising the northbound mainline of SR 167 to Level III, and keeping SR 167 southbound mainline at Level II allows the Northbound 167 to North I-5 (N7N5) ramp to remain at the same level as mainline SR 167 northbound and Southbound 167 to South I-5 (S7S5) ramp to remain at the same level as SR 167 southbound mainline. This also allows N7N5 and S7S5 to function as left drop/add lanes, enabling I-5 connections from the left of SR 167. N5N7/S7S5 combined HOV direct connect ramps are Level II structures vs. Level III structures on 15Alt4B.	Accepted
Widen asymmetrically to the north and west of I-5 in the interchange area.	Accepted
Bridge and wall structures. The design and construction of this interchange can be accomplished using conventional construction materials and construction techniques. The major challenges contributing to the high cost of the project are how to design for the liquefiable soil foundation conditions, the floodplain bridge construction restrictions, and the numerous highway and local roadway crossing geometrics conditions.	Noted

Public Outreach

FHWA and WSDOT used several different public outreach techniques over the course of the project. The techniques included open houses, environmental hearings, presentations to local groups, and a website. These are discussed in more detail below.

FHWA and WSDOT investigated the need to provide additional public outreach for the non-English speaking population. Before the scoping meeting in 1999, and the open houses in 2000 and 2001, WSDOT researched the cultural backgrounds of the project area and determined that there was not a community of non-English speaking citizens that would be adversely affected by the project. FHWA and WSDOT were prepared to provide interpreters and other bilingual forms of communication at these events, if necessary, to ease the language barriers with the public.

July 2000 Open Houses

FHWA and WSDOT conducted a total of four open houses in sets of two. Two were held in July 2000, and two were held in January 2001. Each set of open houses covered the same material but one was located in the city of Fife area while the second was located in the city of Puyallup area. Approximately 250 people attended these open houses.

There were a variety of questions and comments from the July 2000 open houses. They ranged from impacts to property owners to drainage and flooding issues. Non-specific location questions included how the project will affect the plants and animals in the area, how much of this project goes through tribal land, how will WSDOT address the pipeline that runs along I-5, and will WSDOT check the water wells in the area for contamination. Other questions addressed the issues of drainage and flooding in the area. These general issues are addressed within the appropriate section in Chapter 3 of the Tier II FEIS.

Questions arose regarding how this project could improve flooding problems in the area. Attendees wanted information on the impacts to both Wapato and Hylebos Creeks and what sort of mitigation measures FHWA and WSDOT would use to minimize those impacts. A question was asked if the Surprise Lake drain would be relocated as part of this project. Other questions regarded noise impacts and the use of noise walls. The public wanted to know how FHWA and WSDOT would handle cultural resources, what criteria were used to determine which parcels were to be selected for study, and what would happen to any artifacts that potentially would be discovered during the study. More specific questions about each segment are described below.

SR 509

There were some concerns about the terminus of the project. Some people felt that the project should end at the Port of Tacoma instead of SR 509 to accommodate people living in northeast Tacoma by making it easier to travel to the downtown area. Others suggested that the alignment be adjusted to avoid the OPUS/Fife Landing development as well as the Milgard window factory. There were several comments about the 54th Avenue East interchange stating that it was confusing since it was not a fully directional interchange but rather a half-diamond interchange.

I-5 Interchange

There were stated concerns about the continuity of the local system in this area and that the new interchange would disrupt the current system, specifically 12th Street East. Others stated that there should be local access to both the proposed SR 167 and I-5 instead of just a freeway-to-freeway access. Citizens living in Milton felt that their needs were overlooked by not providing direct access from 20th Avenue East or 70th Avenue East. Many people from the Milton community made comments on the need for some sort of access to I-5.

Valley Avenue

Most comments about this location were positive stating that this interchange would help the local roadway network as well as relieve congestion from South

Hill and Canyon. One comment suggested that construction begin soon because of the deteriorating condition of Valley Avenue. There was some concern about how the truck movements would be affected with this new interchange.

SR 161

There were questions about what would happen to some historical features located in this general vicinity—specifically the Fort Malone Marker and the Carson Chestnut tree. Drainage was another concern for this general area. Questions were asked about the project impact on privately owned existing drainage systems and WSDOT responsibility.

Non-motorized/HOV

There were several comments and questions regarding the accommodation of bicycles on the shoulders of the proposed SR 167 and the proposed I-5 interchange. There is an existing bicycle/pedestrian trail (the Interurban Trail) in the vicinity of 70th Avenue East. Many people wanted a connection to this trail and to have it extended into the valley. It was suggested that the HOV lanes be located on the right side of the traveled way rather than the left side. It was also suggested that the proposed HOV lanes were not needed and that speed regulated lanes could be built instead.

Property/Right-of-Way

There were several comments about right-of-way acquisition, when it would happen, the process, and how property values would be determined. There were several property owners that voiced their concern about the difficulty they were having in selling their property because of the proposed project. They asked if advance acquisition funds were available. People were also concerned about access to impacted properties.

No Build Alternative

There were comments regarding the No Build Alternative. Some were in favor of this alternative and felt that the SR 167 extension project is a waste of taxpayers' dollars. Some comments disagreed with the chosen corridor adopted in the SR 167 Tier I documents, and those people voiced their opinion about which corridor should have been chosen.

January 2001 Open Houses

The second round of open houses was held January 22 and 24, 2001, in the cities of Fife and Puyallup. WSDOT gave an update of the progress of the project and solicited comments from the public. Approximately 150 people attended these open houses and they had many of the same concerns as those voiced in the previous open house.

The public wanted to know what the plan was to contain the stormwater runoff from the new impervious area that this project would generate. It was also mentioned that any undersized culverts should be replaced with larger ones and that Hylebos and Wapato Creeks should be cleaned.

Currently, Hylebos Creek is channeled between concrete blocks at the I-5 interchange. It was questioned whether the project could improve the creek channel by moving the on-ramp near 70th Avenue or by realigning the creek itself.

One citizen expressed concern over the non-motorized plan. Many people also commented on the need for bicycle access and wanted to know what impacts there would be to bicycle travelers. They specifically wanted more information on the layout of the roadway and whether the shoulders would be wide enough to support bicycles and provide a crossing over I-5 or access to I-5.

Noise walls or mitigation for the increase in traffic noise was a concern for many people. The main area of concern appears to be around tribal lands near Freeman Road. It was also expressed that noise walls throughout the length of the project would be favorable to the public.

The Milton community expressed their concerns about the lack of convenient access to I-5 from their city. They voiced a need for a new interchange at Porter Way and better access from Fife to Milton in general.

A specific comment was received about the interchange at 54th Avenue East near the beginning of the project. It was presented as a half interchange and this was thought to be confusing and not understandable. It was felt that a more traditional interchange would be better suited for this location.

More general comments suggested that FHWA and WSDOT actively seek partners such as the Hylebos Wetland Action Committee, Friends of the Hylebos Wetlands, and the Stream Team.

Between the two rounds of open houses during the preliminary design phase of the project, FHWA and WSDOT received many good comments. These forums gave the general public a chance to voice their ideas, frustrations and concerns.

March 2003 Environmental Hearings

On March 18 and 20, 2003, FHWA and WSDOT held environmental hearings in the cities of Fife and Puyallup, respectively, on this project to present the public with the findings of the individual discipline reports and the draft environmental impact statement. Both oral and written comments on the Tier II DEIS were solicited at these hearings. The comments received as well as responses are contained in Appendix G.

October 2006 Open Houses

FHWA and WSDOT plan to hold a third round of open houses in October 2006 in the cities of Fife and Puyallup. The purpose was to update the public and answer questions about the Tier II FEIS.

Other Public Involvement

On many occasions during the Tier II process, local community groups, developers, local businesses, city councils, and local homeowners invited

WSDOT to give updates on the progress of the project. WSDOT staff delivered presentations to the following organizations and groups:

- Tacoma Chamber of Commerce
- Edgewood Business Association
- Puyallup River Watershed Council
- Northwest Fruit and Produce
- Jesse Engineering Company
- Puyallup Mini-Storage
- Cities of Milton, Tacoma, and Fife
- Puyallup Tribal Council
- Cooperative Extension of WSU
- Friends of the Hylebos Wetlands
- Milgard Manufacturing
- Pierce Transit
- Opus Site Job Shack
- Great American RV in Fife
- Washington State Patrol
- Pierce County Economic Development Board

Following distribution of the Tier II DEIS, WSDOT presented the project to the following organizations and groups:

- Port of Tacoma Commissioners
- Edgewood City Council
- Puyallup Tribe of Indians
- Milton Chamber of Commerce
- Fife Chamber of Commerce
- Fife Commerce Center
- Reichter Farms

- 67th Avenue property owners
- Puyallup Valley Kiwanis
- The Regional Access Mobility Project committee

WSDOT maintains a mailing list to inform people of changes in the project and to give them updates as necessary. People can add their names to the mailing list by signing up at the open houses, phoning the project office, or sending an e-mail.

Coordination that began during Tier I with local agencies, resources agencies, stakeholders, and the Puyallup Tribe of Indians continued as part of the Tier II NEPA process. This coordination included opportunities to comment on revisions to the water resources; wetlands; and wildlife, fish, and T&E species discipline studies between the DEIS and FEIS.

Web Site

WSDOT created a web site in March 2000, for the SR 167 Tier II EIS project (<http://www.wsdot.wa.gov/Projects/SR167/TacomaToEdgewood>). It is updated monthly. The web site contains the history of the project, what is currently done, specific design options, and WSDOT contacts. This site saw between 100 to 150 “hits” following each of the open houses and environmental hearings. The web site will remain active for the duration of the project.

1.4.2 Interagency Coordination and NEPA/SEPA/404 Merger Agreement

NEPA Cooperating Agencies

At the beginning of the NEPA process, Lead Agencies are required to invite other jurisdictions to be cooperating agencies. Under NEPA, a cooperating agency has a vested interest in the proposed project for which an environmental document is prepared. The agency may own needed property, issue a required permit, or have special expertise in an affected area of the environment. The level of involvement varies with the agency. Cooperating agencies may include other federal agencies, state agencies, local jurisdictions, tribal governments, and special districts.

The cooperating agencies for the SR 167 Tier II EIS are the U.S. Army Corps of Engineers (COE) and the City of Fife. COE has permit authority for the project under Section 404 of the Clean Water Act. The City of Fife has jurisdiction over land use for the majority of the study area. COE is involved with the 404 Merger process as well, while Fife is a member of the Partners Committee. FHWA and WSDOT will continue to consult with both agencies through the permitting and construction phase of this project.

404 Merger Agreement (Signatory Agency Committee Agreement)

The Interagency Working Agreement to Integrate Special Aquatic Resources (404) Permit Requirements into the National Environmental Policy Act and the State Environmental Policy Act Processes in the State of Washington was the

result of a May 1, 1992, agreement between the U.S. Department of Transportation, the U.S. Department of Army–Civil Works, and the U.S. Environmental Protection Agency. The federal agencies adopted a policy of improved interagency coordination and integration of the NEPA procedures and the Clean Water Act Section 404 requirements. However, the details of implementation were left to state and regional entities to work out. In September 1993, a NEPA/SEPA/404 Merger Task Force was formed to write an agreement in the State of Washington to implement this national policy.

The Merger Task Force consisted of regional representatives from the following agencies, which are now commonly known as the Signatory Agency Committee:

- FHWA
- NOAA National Marine Fisheries Service (NOAA Fisheries)
- COE
- U.S. Environmental Protection Agency (USEPA)
- U.S. Fish and Wildlife Service (USFWS)
- Washington Department of Ecology (Ecology)
- WSDOT
- Washington Department of Fish and Wildlife (WDFW)

These state and federal agencies signed the current revised agreement in August 1996. The signatory agencies meet quarterly to discuss projects triggering the process. It should be noted the 1996 Merger Agreement was revised and updated in September 2002, renamed the Signatory Agency Committee (SAC) Agreement, and is now referred to as the SAC Agreement.

The SAC Agreement procedures apply to all FHWA projects in Washington needing a NEPA Environmental Impact Statement and COE Individual Permits under Section 404 of the Clean Water Act or Section 10 of the Rivers and Harbors Act. The SR 167 project meets these criteria.

The SAC Agreement establishes three points in the NEPA process at which concurrence is obtained from the signatory agencies. To fulfill their concurrence role, each agency provides written comments within 45 days of receiving the concurrence point information. The agency states its concurrence, concurrence with advisory comments, waiver of concurrence, or non-concurrence.

- Concurrence Point 1 covers the project purpose and need; the criteria for alternative selection.
- Concurrence Point 2 consists of the range of project alternatives to be evaluated in the Tier II DEIS.

- Concurrence Point 3 includes the preferred alternative/least environmentally damaging preferred alternative and the conceptual or detailed aquatic compensatory mitigation plans.

Concurrence Point 1

The agencies initiated the SAC (then called “Merger”) process at a January 10, 2000, meeting. FHWA and WSDOT presented background information on the SR 167 Tier II EIS in preparation for Concurrence Point 1. At an April 4, 2000, meeting, FHWA and WSDOT presented the Concurrence Point 1 materials (purpose and need, role of all agencies and screening criteria for the options selection) and requested concurrence on Point 1. Some of the agencies responded with their comments. After incorporating the comments, FHWA and WSDOT received the concurrences from all agencies. WSDOT sent a letter of confirmation to all agencies on June 22, 2000.

Concurrence Point 2

The SAC (then called “Merger”) agencies met again on February 28, 2001, and FHWA and WSDOT presented information on the second concurrence point. Concurrence Point 2 as noted earlier on page 1-33 consists of the range of project alternatives to be evaluated in the Tier II DEIS.” The range of alternatives has been further defined as the Preferred Alternative and options described in this Tier II FEIS.

The COE and Ecology concurred with Concurrence Point 2 (range of alternatives to be evaluated) as presented. NOAA Fisheries waived their response to Concurrence Point 2. USFWS, USEPA, and WDFW concurred with comments. FHWA and WSDOT considered these comments and performed further studies to complete the FEIS as outlined below.

USFWS, USEPA, and WDFW expressed concerns about the Valley Avenue interchange’s impacts on water quality and fish in Wapato Creek, and on farmlands in the area. One of the comments was to include a second build alternative in the Tier II EIS that omits the Valley Avenue interchange. The three agencies felt that another build option without the Valley Avenue interchange was reasonable and would meet the NEPA requirements.

After reviewing the comments, FHWA and WSDOT performed additional studies to address the specific comments and concluded that a build alternative without the Valley Avenue interchange did not meet the purpose and need for this project. Under NEPA, only alternatives that meet the purpose and need for the project need to be evaluated. FHWA and WSDOT disagreed with the proposal to develop an additional build alternative for the DEIS and consequently initiated the conflict resolution process in July 2001 in accordance with the NEPA/SEPA/404 Merger Agreement.

WSDOT, USFWS, USEPA, and WDFW exchanged issue papers and met in September 2001. This meeting was unsuccessful in resolving issues. WSDOT further noted a need to focus in on the root issues and offered the following steps:

- WSDOT would revise their Issue Paper to address comments and questions raised during the September 2001 meeting.
- USEPA, USFWS and WDFW would provide a bulleted list of their top three unresolved issues. The information would help focus the revised issue paper.
- When the revised information is completed, WSDOT would set up a second conflict resolution meeting.

In October 2001, the agencies sent FHWA and WSDOT their top three unresolved issues. WSDOT used this information to revise the issue paper and sent the agencies a revised issue paper in December 2001.

After reviewing the revised issue paper, WDFW dropped their request in January 2002 for another alternative at Valley Avenue and agreed to work with WSDOT on mitigating any substantial impacts to Wapato Creek. In April 2002, USFWS and USEPA decided not to pursue the conflict resolution any further, but a meeting was held with executives at FHWA, WSDOT, and USEPA and in that meeting it was determined that more work needed to be done on indirect and cumulative effects analysis. Interagency meetings were held with project staff, EPA, USFWS, COE, and FHWA in August and October of 2002 to discuss methodology for the indirect and cumulative effects analysis and that section was revised.

Concurrence Point 3

The City of Fife is one of the agencies from which WSDOT will be required to receive an environmental permit or approval for the SR 167 Build Alternative (see Table 1-4 at the end of this chapter). Based on this and the expressed interest by the City of Fife, the city was invited to participate in Concurrence Point 3.

FHWA and WSDOT presented information on the third concurrence point (the Alternatives/Options Analysis, the 404(b)(1) Alternatives Analysis, and the Conceptual Mitigation Plan) on July 14, 2004. WDFW concurred with Concurrence Point 3 as presented. All other member agencies, including the City of Fife, did not concur. Federal agencies indicated that the preferred alternative, specifically the Valley Avenue Interchange Option, was not the Least Environmentally Damaging Practicable Alternative. Ecology requested review of two studies, the *Analysis of the SR-167 Extension and Riparian Restoration Proposal in the Hylebos Watershed, Hydrology, Hydraulics and Geomorphology* (MGS, 2004) and the *SR 167 Extension Preliminary Hydrologic Analysis Riparian Restoration for Wapato Creek at Valley Avenue Interchange* (WSDOT, 2004). The City of Fife did not concur with the preferred mitigation site identified in the Conceptual Mitigation Plan.

After reviewing the issues raised as part of non-concurrence on Concurrence Point 3, FHWA and WSDOT met with NOAA Fisheries on October 14, 2004, to discuss resolution of their specific issues. FHWA and WSDOT met with EPA on October 15, 2004, to discuss resolution of their specific issues. Issue resolution meetings were held with all SAC members on October 28 and November 9,

2004. Based on these meetings and one additional meeting with NOAA Fisheries on November 23, 2004, WSDOT revised the concurrence package and resubmitted Concurrence Point 3 in February 2005.

Two agencies, USFWS and NOAA Fisheries, did not initially concur with the revised concurrence package. WSDOT, FHWA, USFWS, and NOAA Fisheries resolved the outstanding issues, which focused on future coordination through the RRP Technical Advisory Group, on May 9, 2005, resulting in concurrence.

Riparian Restoration Proposal Technical Advisory Group

In May 2005 WSDOT identified several stakeholders to participate in a Technical Advisory Group that would identify recommendations for the ultimate design of the RRP.

Riparian restoration has been proposed at three sites within the proposed SR167 corridor. The sites were selected because improvements in these areas are expected to meet regulatory requirements and offer additional environmental benefits. This RRP has been proposed as an innovative alternative stormwater control specifically for stormwater management. For details on the conceptual plan for RRP, refer to Section 3.2.3.

Agencies such as United States Fish and Wildlife Service, the NOAA National Marine Fisheries Service, the United States Army Corps of Engineers, and Washington State Departments of Fish and Wildlife and Ecology were invited to participate. In addition, Pierce County, the Puyallup Tribe of Indians, and the Friends of the Hylebos Wetlands, a local environmental group, were also invited as a stakeholder in the RRP design process.

The advisory process was a multi-phased approach. During the first phase, broad-based goals and objectives were developed. These broad-based goals and objectives led to the development of performance measures as part of the Endangered Species Act (ESA) – Section 7 consultation process.

The following represents the current advisory goal and objectives of the Riparian Restoration Proposal, as authored by the RRP Technical Advisory Group on June 20, 2005.

- The Goal of the RRP is to provide stormwater flow control management, and compensatory mitigation for stream channel impacts, through the creation, restoration, and enhancement of self-sustainable native riparian and in-stream habitat in the Hylebos and Surprise Lake Tributary sub-basin, and Wapato Creek sub-basin. The following objectives meet this goal:
 - Avoid and minimize construction related impacts
 - Allow connectivity of riparian habitat
 - Provide for fluvial processes including natural sediment transport, channel migration, debris passage, and LWD placement and recruitment
 - Prevent streambank erosion from damaging infrastructure

- Prevent increases in flood related property damage
- Allow ecological interaction with terrestrial habitat
- Enhance native plant diversity and control invasive plant species
- Restore natural hydrologic processes
- Minimize surface water contamination
- Enhance fish and wildlife habitat function
- Enhance macro-invertebrate diversity
- Encourage community-based stewardship of the RRP

When the ESA Biological Opinion is issued, the Technical Advisory Group will be invited to participate in the refinement of the goals and objectives to include more detail for items such as future design, maintenance, and monitoring.

1.4.3 Tribal Coordination

The ROD issued for the Tier I FEIS required specific commitments to coordinate with the Puyallup Tribe of Indians (Puyallup Tribe) during the development of the Tier II document (see Table 1-2). These commitments were made to ensure that the Tribe's concerns were considered and incorporated where plausible. They included conducting an archaeological survey (see Section 3.16). If any resources were discovered during this survey or during construction, appropriate action will be taken including notifying and coordinating with the Tribe.

FHWA and WSDOT made the commitment to work closely with the Puyallup Tribe regarding fisheries and any other issues that may concern them (Table 1-2). WSDOT may also mitigate noise impacts by providing noise abatement structures and by locating new businesses to minimize noise and visual impacts.

FHWA and WSDOT have kept in contact with the Puyallup Tribe through meetings, letters and phone conversations. FHWA and WSDOT have worked with the Tribe through their representatives. A summary of this coordination is described below:

Meetings: On September 24, 2001, WSDOT and Eastern Washington University met with the Puyallup Tribe Cultural Resource Director to discuss cultural resources and conduct a site visit of possible sensitive areas. Three other meetings were held on February 7, 22, and March 18, 2002, regarding sensitive cultural resource sites. The Puyallup Tribe is also represented at the Partners Committee Meetings held monthly.

After the distribution of the DEIS, the Puyallup Tribe agreed to meet quarterly with project staff to discuss the SR 167 Project. A variety of subjects have been discussed: tribal lands affected by the project, cultural resource studies, the sharing of fishery data, Hylebos Creek and Wapato Creek studies, sites of tribal significance, and project design and construction issues.

On October 20, 2005, WSDOT presented a SR 167 project overview to the Puyallup Tribal Council. WSDOT reviewed cultural issues including the Section 106 Memorandum of Agreement (MOA), Tribal Trust land impacts, and future Tribal Employment Rights Ordinance (TERO) opportunities.

Letters: WSDOT has sent several letters to the Puyallup Tribe regarding the project. The letters included invitations to the Tribe to participate in each of the design workshops and to be at the presentation for the findings from the VE study. WSDOT sent the summaries of each of the workshops to keep the Tribe apprised of the progress of the project. WSDOT also shared computer files with the Tribe that had the proposed centerline, footprint, and existing topography. The Tribe requested informational plots of the project that WSDOT sent for their use. The Tribe was sent a Notice of Discovery per the Tier I ROD requirements when artifacts were discovered within the project boundaries.

Review Opportunities: WSDOT provided the Puyallup Tribe review copies of several DRs, the conceptual mitigation plan, cultural resources, reports, and a Memorandum of Agreement on cultural resources. The Tribe participated in meetings to discuss revisions of the Water Resources; Wetlands; and Wildlife, Fisheries and Threatened and Endangered Species DRs for the Tier II FEIS.

Continued Coordination: Coordination with the Puyallup Tribe will not end with the conclusion of the Tier II FEIS. FHWA and WSDOT are committed to maintaining an open line of communication with the Tribe throughout the design and construction phases of this project.

FHWA and WSDOT also consulted with the Muckleshoot Indian Tribe and the Confederated Tribes and Bands of the Yakama Nation. Neither tribe provided comments on the SR 167 Extension project before the FEIS was published.

Table 1-4: Environmental Permits and Approvals That Will Be Obtained for the SR 167 Build Alternative

Permit or Approval	Responsible Agency	Conditions Requiring	Statutory Authority
NEPA	FHWA and WSDOT	Activities that require federal permits, approvals, or funding trigger NEPA procedural and documentation requirements.	42 USC 4321 23CFR 771 40 CFR 1500-1508
SEPA	Ecology	Any activity not categorically exempt triggers SEPA procedural and documentation requirements.	RCW 43.21C WAC 197-11 WAC 468-12
Section 106	DAHP/SHPO	Potential impacts to historic or archaeological properties trigger Section 106 procedural and documentation requirements.	16 USC 470 Sec.106 36 CFR 800 RCW 43.51.750
Critical Areas Ordinances	Pierce County, Fife, Puyallup, and Edgewood	Local approval or permits may be required for projects impacting areas defined as "critical" by counties and cities under the GMA, including wetlands, aquifer recharge areas, wellhead protection areas, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat conservation areas.	RCW 90.58 RCW 36.70A
Clearing, Grading and Building Permits.	Pierce County, Fife, Puyallup, and Edgewood	Clearing and grading of land for development with impacts outside WSDOT right-of-way (includes connecting streets, frontage roads, etc.). Construction of any building for human habitation.	RCW 36.21.080
Temporary Air Pollution	Ecology, PSCAA, and local fire protection agencies	Pollutants above allowed levels for temporary periods; includes building demolition and brush burning. Regulations may limit the type, size, or timing of brush burning.	RCW 70.94
Section 9 (Bridge) Permit	US Coast Guard	Bridges in navigable waters, including all tidally influenced streams used by boats over 21 feet in length.	33 USC Sec. 9 33 USC 11 33 CFR 114 & 115 FHWA Sec 123(b)
Section 10 Permit	COE	Obstruction, alteration, or improvement of any navigable water including bridges.	Rivers & Harbors Act, Section 10 33 CFR 403
Hydraulic Project Approval	WDFW	Projects that will use, divert, obstruct, or change the natural flow or bed of any state waters (e.g., culvert work, realignment, bridge replacement).	RCW 77.55.100 WAC 220-110
Section 401 Water Quality Certification	Ecology Puyallup Tribe	Activity requiring a federal permit/license for discharge into navigable waters.	CWA Sec 401 RCW 90.48.260 WAC 173-225
Section 402 NPDES Municipal Stormwater Discharge Permit	Ecology	Discharge of pollutants into state waters, including wetlands and groundwater, from stormwater generated by the operation of WSDOT facilities within the South Puget Sound Water Quality Management Area.	CWA Sec 402 WAC 173 226
Section 402 NPDES Construction Permit	Ecology	Discharge of pollutants into state waters, including wetlands and groundwater, from stormwater generated on construction sites five acres or more in size.	CWA Sec 402 WAC 173 226
Section 404 Individual Permit	COE and USEPA	Discharging, dredging, or placing fill material within waters of the US or adjacent wetlands.	CWA Sec 404 33 USC 1344 33 CFR 330.5 & 330.6
Temporary Water Quality Disturbance	Ecology	Activity resulting in temporary minor increase in turbidity.	WAC 173-201A-110(3)

Permit or Approval	Responsible Agency	Conditions Requiring	Statutory Authority
Coastal Zone Management Certificate	Ecology	Applicants for federal permits/licenses are required to certify that the activity will comply with the state's Coastal Zone Management program (Shoreline Management Act).	CZMA Sec 6217 16 USC 1451 et seq. 15 CFR 923-930 RCW 90.58
Shoreline Permits	Ecology Pierce County, Fife, and Puyallup	Development or construction valued at \$2,500 or more interfering with shorelines or water use; lakes and reservoirs over 20 acres, streams over 20 cfs, lands 200 ft inland from OHWM, marshes, swamps, bogs & deltas.	RCW 90.58 WAC 173-14 through 173-28
Floodplain Development Permit	Ecology Pierce County, Fife, Puyallup, and Edgewood	Any structure or activity that may adversely affect the flood regime of streams within the flood zone.	RCW 86.16 WAC 173-158
Endangered Species Act Consultation	USFWS/NOAA Fisheries	Projects affecting species and critical habitat of species listed under the ESA require consultation with the applicable federal agency.	16 USC 1531-1543
Magnuson-Stevens Act	NOAA Fisheries	Project affecting essential fisheries habitat are required to consult with NOAA Fisheries.	
Fish Habitat Enhancement Project Application	WDFW	Streamlined process for projects designed to enhance fish habitat. Application is in addition to JARPA.	
Noise Variance	Pierce County, Fife, and Puyallup	Construction and maintenance activities during nighttime hours may require a variance from local noise ordinances. Daytime noise from construction is usually exempt.	WAC 173-60
Hazardous Waste Tracking Form	Ecology	A WAD tracking number from Ecology is required for transport, storage, transport, or disposal of dangerous waste.	WAC 173-303
Archeological Resources Protection Permit	Tribes Federal landowners, e.g. BLM, COE, NPS	Excavation or removal of archeological resources from tribal or federal land.	43 CFR 7.6 – 7.11