



8.0 Engagement with Work Groups, Community Sounding Board, & State Government

Since the 1970s, governmental partners, agencies, and the community have been engaged in planning efforts for the Capitol Lake – Deschutes Estuary. This chapter describes specific engagement efforts with these stakeholder groups throughout this EIS process, which is being conducted to identify a Preferred Alternative for long-term management of the resource.

8.1 HOW WERE STAKEHOLDERS INVOLVED IN THIS EIS?

Enterprise Services has maintained a commitment to a process that is transparent and has robust stakeholder engagement. This commitment recognizes that governmental partners and the Squaxin Island Tribe have jurisdiction over elements of, and express interest in, the Project Area and may participate in long-term governance of the resource. State resource agencies have expertise in many of the technical areas that would be impacted by or benefit from the project, and would issue permits and approvals for implementation of the Preferred Alternative. And importantly, the Capitol Lake – Deschutes Estuary is a public resource. Representatives from the Squaxin Island Tribe, governmental and agency partners, and the community have been convened into Work Groups (Sections 8.2 and 8.3) and a Community Sounding Board (Section 8.4) for this EIS.

Enterprise Services established an engagement process to solicit input from this range of stakeholders, not only during scoping, but throughout the EIS process. This allowed Enterprise Services and the EIS Project Team to collect input as the scope of the EIS was being developed, and as technical methodologies and project alternatives were established. It reflects the understanding that the Capitol Lake – Deschutes Estuary is a shared resource, and long-term management

What specific activities were used to engage the public during this EIS process?

Engagement activities included the following:

- A project-specific website updated regularly throughout the duration of this EIS
- Regular e-newsletter updates and meeting notifications
- Participation in community events including:
 - Harbor Days (Summer 2018)
 - Olympia Arts Walk (Fall 2018)
 - Capital Lakefair (Summer 2019)
- Briefings with local stakeholder groups
- Informational campaigns and advertisements (social media, print and digital media, flyers and signage)
- Public comment opportunities at Work Group and Community Sounding Board meetings

planning should be a collaborative process that includes potential beneficiaries and key stakeholders.

Figure 8.1.1 on the following page depicts the sequence and timing of engagement with project Work Groups and the community. This is referred to as the project Process Map. It provides transparency and predictability about how and when the stakeholders are engaged, and potential discussion topics.

Enterprise Services facilitated more than 30 meetings with the Work Groups and Community Sounding Board between EIS scoping in mid-2018 and mid-2021 before the Draft EIS was issued. All of these meetings were open to the public, and every meeting ended with an opportunity for public comment. The project website was updated with notifications at least 1 month prior to each meeting, and materials and meeting notes were also posted online. This chapter provides an overview of the Work Group and Community Sounding Board meetings, focusing on the substantive discussion topics.

The following sections discuss the engagement processes in more detail.

8.2 WHAT ARE THE ROLES OF THE EXECUTIVE & TECHNICAL WORK GROUPS?

Enterprise Services met with Executive and Technical Work Groups throughout the EIS process. This ensured ongoing coordination with leaders of the three municipalities within which the project is located, governmental consultation with the Squaxin Island Tribe, and coordination with the two quasi-governmental entities that could be impacted by project implementation. It also engaged the agencies that have jurisdiction over environmental resources within the Project Area.

The Executive Work Group includes representation from the governmental partners. The members share policy-level feedback and ensure that the interests of their constituents are considered. They are tasked with comprehensive review of project issues, considering policy, community, and technical aspects, and remaining amenable to feedback from other interested parties.

Meeting Documentation

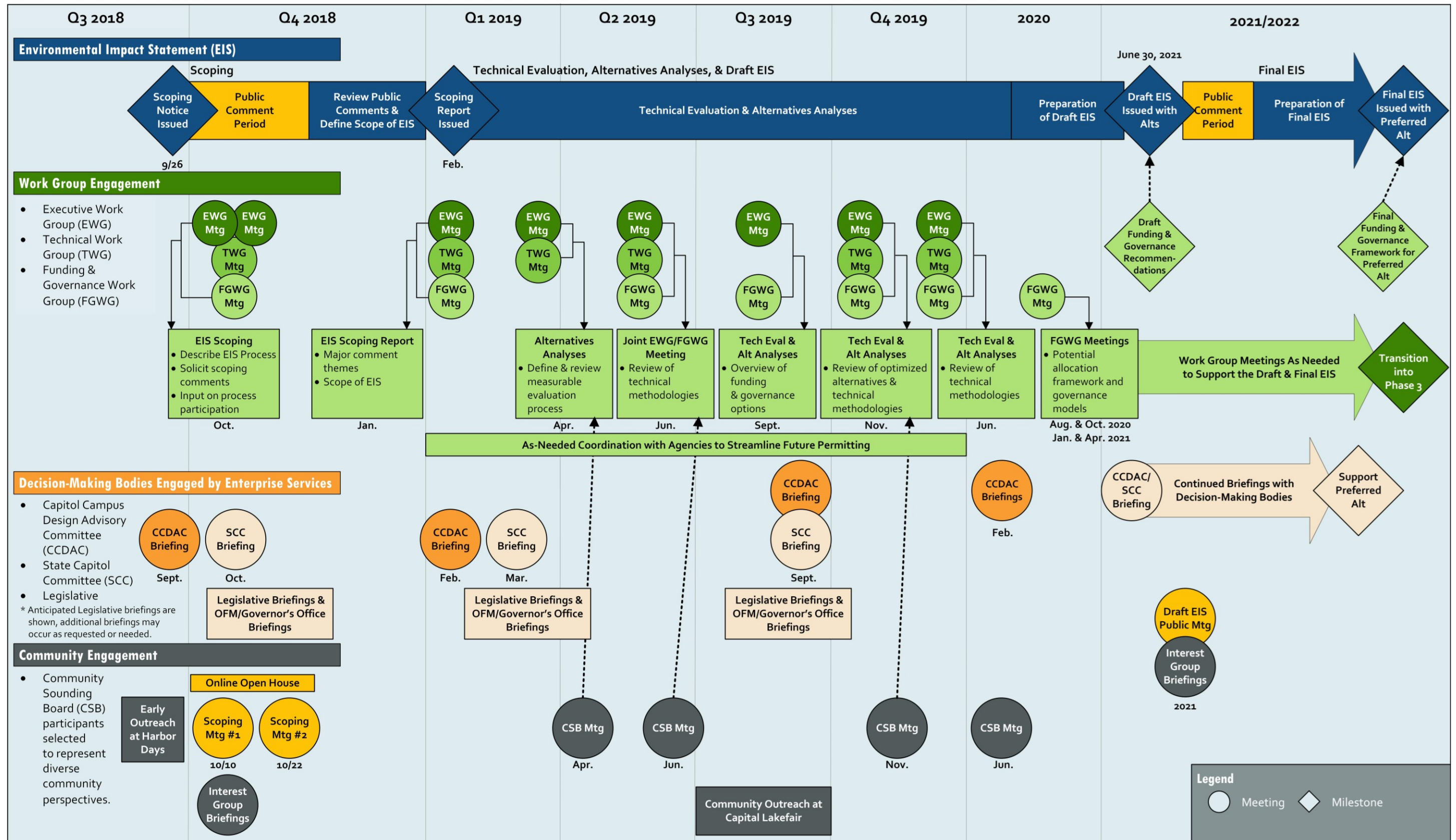
A full set of meeting documents, including agendas, summaries, presentations, and videos, are available on the project website:

<https://capitollakedeschutesestuaryeis.org/meetings>.

Executive Work Group Members

- City of Olympia, Mayor
- City of Tumwater, Mayor
- Enterprise Services, Director
- LOTT Clean Water Alliance, Board Member
- Port of Olympia, Commissioner
- Squaxin Island Tribe, Assistant Director of Natural Resources
- Thurston County, Commissioner

Figure 8.1.1 Project Process Map



The Technical Work Group includes representation from the resource agencies, the Squaxin Island Tribe, and other entities that would have regulatory authority during design and permitting of the Preferred Alternative after the EIS, or would require close coordination regarding potential significant impacts and mitigation measures. Technical Work Group members provide natural resources expertise and technical review of project topics related to long-term management. This ongoing consultation has three key benefits:

1. Ensures that the methodologies for the technical analyses were sufficient in scope for a defensible alternatives analysis, and cover potential impacts that would be reviewed by the agencies during the future permitting effort
2. Potentially increases the ability to permit the long-term management alternatives
3. Avoids making assumptions that are not consistent with agency guidance and avoids incorporating project components that would not be approved by the agencies

Importantly, the Executive and Technical Work Groups are considered advisory. They do not make decisions for Enterprise Services; rather, they support Enterprise Services in informed decision-making.

Sections 8.2.1 through 8.2.7 summarize the topics discussed in the Executive and Technical Work Group meetings. Although the meetings were held separately, the agenda items were consistent across these Work Groups. In addition to the primary agenda items, Enterprise Services briefed the Executive and Technical Work Group on discussions with and input from the Community Sounding Board. The italicized text provides information on how the topic has been addressed by the EIS Project Team, describes where the information can be found in this EIS, or provides brief supplementary information, if needed.

8.2.1 October 2018: Summary of Primary Meeting Topics

Project Overview: A brief project overview, with focus on project goals, was provided to Work Group members. The majority of Work Group members had familiarity with the project, and many had participated in past planning processes.

Work Group Role in the EIS: Enterprise Services confirmed participation from an Executive Work Group and Technical Work

Technical Work Group Members

- City of Olympia
- City of Tumwater
- Enterprise Services
- LOTT Clean Water Alliance
- Port of Olympia
- Squaxin Island Tribe
- Thurston County
- Washington Department of Fish and Wildlife
- Washington State Department of Archaeology and Historic Preservation
- Washington State Department of Ecology
- Washington State Department of Natural Resources

Group and defined their advisory role throughout the EIS process. The EIS Project Team shared the process map that generally outlines the engagement approach through the EIS.

EIS Scoping: The EIS Project Team provided an update on primary themes from recent public meetings during the scoping process. Public comment opportunities and additional public engagement was discussed.

8.2.2 January 2019: Summary of Primary Meeting Topics

Overview of Scoping Comments and EIS Scope: The EIS Project Team provided an overview of comments received during scoping, and an initial framework for the EIS. Several clarifying questions were asked of the EIS Project Team, including:

- How would opposing opinions around water quality be resolved? Will water quality samples be taken in Budd Inlet and Capitol Lake as part of the EIS?
 - *See the Water Quality Discipline Report (Attachment 7) for water quality data that were collected from Capitol Lake and Budd Inlet, and for an analysis on the potential benefits and effects on water quality from the long-term management alternatives.*
- Will Enterprise Services sample sediment as part of the EIS?
 - *See the Sediment Quality Discipline Report (Attachment 15) for results of the sediment sampling that was conducted as part of the EIS.*
- Will the EIS evaluate potential impacts to recreation in West Bay, not just in Capitol Lake?
 - *See Sections 4.2, Navigation, and 4.8, Land Use, Shorelines, and Recreation, for an evaluation of potential impacts to recreation in West Bay from sediment deposition.*

Agency Coordination: The EIS Project Team described that they had recently met with each agency represented on the Technical Work Group to identify agency programs or projects with a nexus to the EIS (see Chapter 6.o, Cumulative Effects). These meetings helped to ensure that the EIS Project Team was aware of relevant information at the onset of the EIS.

Representatives from LOTT and DAHP were also welcomed as Technical Work Group members. Enterprise Services explained that an invitation had been extended to the USACE but they are not able to participate full time due to resource limitations.

8.2.3 April 2019: Summary of Primary Meeting Topics

Measurable Evaluation Process: The EIS Project Team presented the Measurable Evaluation Process that had been created to develop the long-term management alternatives for evaluation (refer to Chapter 2.0, Project Alternatives and Construction Approach, for more detail). Several questions were asked to clarify the proposed screening process, including:

- Can a component be part of multiple alternatives?
 - *Yes – a component that best achieves project goals can span across the alternatives.*
- Who is doing the screening?
 - *The screening was done by the EIS Project Team, in coordination with Enterprise Services.*
- Will sediment management extend into West Bay?
 - *Yes – under the Estuary and Hybrid Alternatives, sediment management is assumed in impacted areas of West Bay.*
- Can you evaluate regulatory feasibility relative to other components?
 - *Based on this feedback, regulatory feasibility was evaluated relative to the other components during the screening completed as part of the Measurable Evaluation Process.*

Third-Party Review Process: Enterprise Services explained that there had been several requests for specific technical analyses to be reviewed by third-party experts. The purpose of the third-party review would be to ensure that industry-recognized best practices were used and a reasonable level of analysis was provided to help compare the long-term management alternatives.

Enterprise Services asked the Executive Work Group members for recommendations. The majority of the third-party experts that were subsequently engaged by Enterprise Services to review the

Hydrodynamics and Sediment Transport Numerical Modeling Methodology and Analysis, Water Resources Methodology and Analysis, and Economic Methodology and Analysis were recommended by the Work Groups.

8.2.4 June 2019: Summary of Primary Meeting Topics

Measurable Evaluation Process Update: The EIS Project Team described updates to the Measurable Evaluation Process as a result of input from the Work Groups and Community Sounding Board. Specifically, the EIS Project Team determined they would conduct a relative comparison. The components that best achieved project goals relative to the other concepts would be assembled into the long-term management alternatives for evaluation in this EIS.

Third Party Review Process Update: Enterprise Services notified the Work Groups that methodology memoranda had been prepared for the Hydrodynamics and Sediment Transport Numerical Modeling, Water Resources, and Economic Analysis, and were being reviewed by the third-party experts. Enterprise Services committed to posting these documents to the project website given interest from the Work Group members and the community.

Field Work and Technical Methodologies: The EIS Project Team provided an update on the water quality monitoring within Capitol Lake and Budd Inlet.

The EIS Project Team also presented the proposed methodologies for the following disciplines: Wetlands; Fish and Wildlife; Land Use, Shorelines, and Recreation; and Hydrodynamic and Sediment Transport Modeling. The discussion focused on clarifying questions from the Work Group members.

8.2.5 November 2019: Summary of Primary Meeting Topics

Schedule Update: Enterprise Services described that the Draft EIS would be issued in mid-2021 rather than December 2020. The schedule revision was due to the Olympia Brewery oil spill, which delayed the bathymetric survey that was originally planned for April 2019. The bathymetric survey is a key input to the numerical model of hydrodynamics and sediment transport, which supports many of the later technical analyses.

- *The bathymetric survey was completed in January 2020 after the seasonal plant die-off.*

Technical Methodologies and EIS Assumptions: The EIS Project Team presented the proposed methodologies for the following disciplines: Aquatic Invasive Species, and Historic and Cultural Resources. One primary comment influenced the scope of analysis:

- *Consider more than just plant species in the invasive species evaluation.*

During the Technical Work Group meeting, the EIS Project Team asked for guidance on several technical topics, including potential use of herbicide to treat aquatic plants, beneficial reuse of excavated material, and tide gate configuration to avoid or minimize fish entrapment in the Hybrid Alternative reflecting pool. During this discussion, the Technical Work Group also confirmed that it would be reasonable to assume an extension to the existing in-water work window if sufficient measures were taken to avoid and minimize impacts to aquatic species.

- *The extended in-water work window is described in Section 2.4.1 and is assumed in the construction durations.*

Overview of Optimized Alternatives: The EIS Project Team presented the Managed Lake, Estuary, and Hybrid Alternatives that had been optimized through the Measurable Evaluation Process. This allowed the Work Group members to understand the alternatives that would be evaluated in the EIS and ask clarifying questions, such as:

- Will the EIS evaluate opportunities to restore boating even if the New Zealand mudsnail persists? Can the risk of spreading New Zealand mudsnails be minimized?
 - *See Section 2.3.4 for a description of the educational signage, decontamination stations, and monitoring that is proposed in order to restore water-based recreation and prevent the spread of the New Zealand mudsnail.*
- The effects of RSLR should be evaluated, particularly for the Estuary Alternative.
 - *See Section 3.2.2 for results of the numerical modeling relative to potential future water elevations under an RSLR scenario. Potential effects from RSLR are also provided as part of the remaining technical analyses.*

- What is the anticipated flushing rate for the reflecting pool under the Hybrid Alternative?
 - *The flushing rate of a freshwater reflecting pool was analyzed in more detail as a result of stakeholder feedback. See Attachment E of the Water Quality Discipline Report (Attachment 7) for these findings.*
- Are you considering water quality impacts in Budd Inlet?
 - *See Section 4.3, Water Quality, for the evaluation of potential impacts and benefits to water quality in Budd Inlet.*

8.2.6 June 2020: Summary of Primary Meeting Topics

Technical Methodologies: The EIS Project Team presented the proposed methodologies for the following disciplines: Transportation; Air Quality and Odor; Visual Resources; Sea Level Rise and Climate Change; and Public Services and Utilities. One primary comment influenced the scope of analysis and another provided an opportunity to clarify a key project assumption.

- Are you considering the use of rail in the transportation analysis?
 - *Following input from the Work Group, as well as Community Sounding Board members, the scope of the transportation analysis was updated to include a review of potential rail use for project construction. See Section 5.12, Transportation, for more detail.*
- What is the estimated project life?
 - *The analyses cover a time period of roughly 30 years; this is considered the project time horizon. For RSLR, the numerical modeling has evaluated a 2-foot (0.61-meter) rise, regardless of when that will occur in relation to the project time horizon.*

EIS Assumptions: The EIS Project Team described the recreational opportunities that would be restored under the long-term management alternatives, and are being analyzed in the EIS, to include: fishing and nonmotorized boating. Organized swimming facilities are not assumed.

- *There were no comments from the Work Group members in opposition to the recreation assumptions to be included in the EIS.*

The EIS Project Team also described that the Hybrid Alternative would include a saltwater reflecting pool because it had fewer technical feasibility issues relative to a freshwater reflecting pool.

- *In response to Work Group and Community Sounding Board comments, the EIS includes an analysis of the freshwater reflecting pool.*

8.2.7 May 2021: Summary of Primary Meeting Topics

Draft EIS Progress Update and Outreach Activities: The EIS Project Team described the contents of the upcoming EIS and associated outreach activities.

Most activities would be conducted virtually given continued uncertainty regarding the COVID-19 pandemic and in-person participation for public activities. These activities included opportunities for briefings with local councils and commissions.

Preferred Alternative Selection Process – Criteria Definitions: The EIS Project Team described the proposed process for making an informed decision about the Preferred Alternative (see Section 1.12, How Will a Preferred Alternative Be Selected and What Is the Decision-Making Process?). Members participated in a facilitated exercise to clarify and refine selection criteria definitions.

Key feedback included:

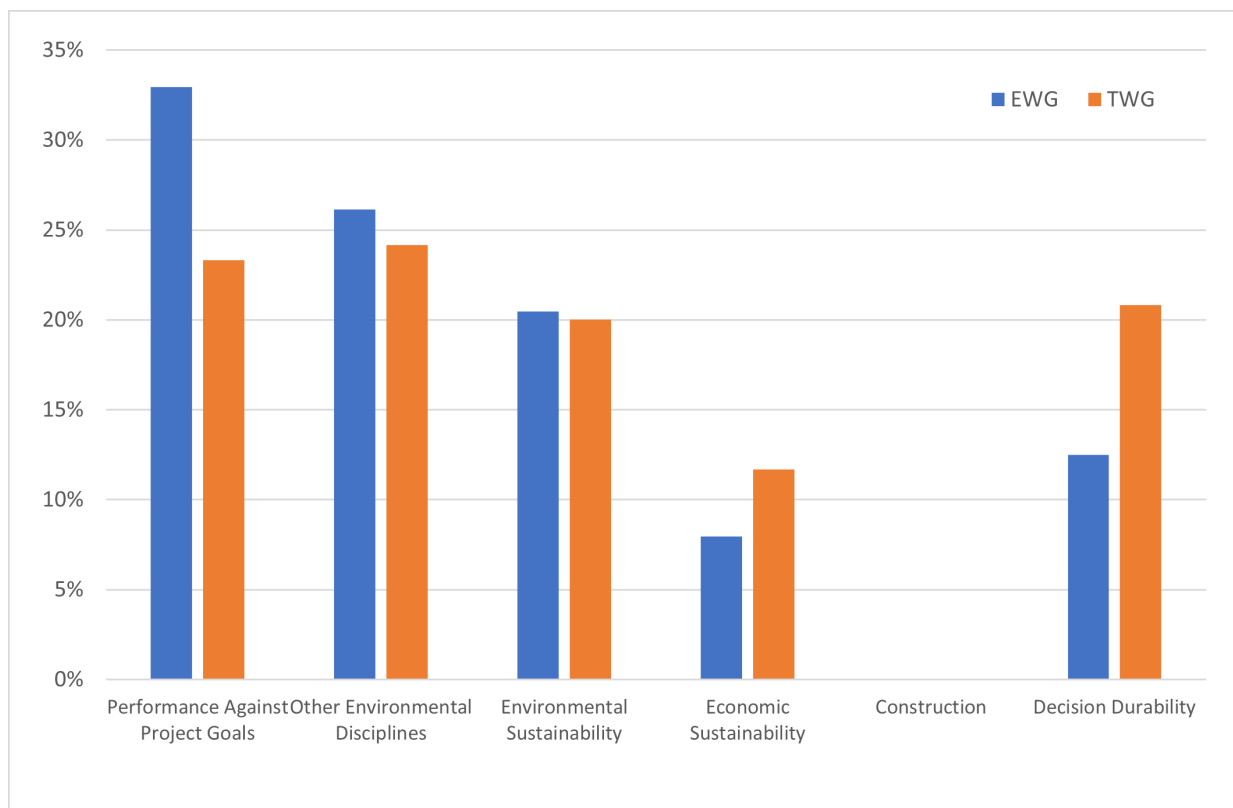
- **Performance Against Project Goals** is overarching and reflects the goals established collaboratively in Phase 1.
- There is overlap between **Performance Against Project Goals** and **Other Environmental Disciplines**; Enterprise Services should be sure that this overlap is helpful.
- Some elements, like ability to meet state water quality standards, should be treated as thresholds for moving forward in the evaluation of an alternative relative to decision-making.
- **Regional Sustainability** should be renamed and/or the definition refined.
 - *This criterion was renamed **Decision Durability**.*

- The criteria should be revisited after the Draft EIS is released and public comments are submitted.

Preferred Alternative Selection Process – Criteria Prioritization:

Each Work Group participated in an exercise to rank the criteria based on individual and collective preferences. Each member provided their feedback through facilitated exercises and selections were aggregated for reporting as described in Figure 8.2.1, with the percentage representing importance of a selected criterion to the collective group. Selections were not attributed to individuals or the entities they represent. These data will inform the process to select a Preferred Alternative but do not represent the final relative importance.

Figure 8.2.1 Results of Criteria Prioritization Exercise during Executive & Technical Work Group Meetings (May 2021)



8.3 WHAT IS THE ROLE OF THE FUNDING & GOVERNANCE WORK GROUP?

Enterprise Services convened the Funding and Governance Work Group following direction from the Washington State Legislature to

evaluate and identify an option for shared funding and governance for long-term management of the Capitol Lake – Deschutes Estuary. The Funding and Governance Work Group is made up of tribes and governmental partners with jurisdiction and/or taxing authority in the Project Area.

There are two primary goals for the Funding and Governance Work Group:

1. Develop a framework to support an equitable allocation of construction costs to responsible and/or benefiting entities.
2. Identify a governance model to ensure that long-term management activities occur after project construction. The governance model must include the mechanism or approach to fund these activities.

Achieving these goals would provide the clearest path for implementation of the Preferred Alternative. Section 7.2, *What Are the Recommendations for Funding Construction and Long-Term Management?*, details the progress made toward these goals.

Sections 8.3.1 through 8.3.9 provide a summary of the primary meeting topics from the series of Funding and Governance Work Group meetings. The italicized text provides information on how the topic has been addressed by the EIS Project Team, where the information can be found in this EIS, or provides brief supplementary information, if needed.

8.3.1 January 2019: Summary of Primary Meeting Topics

Project Update. The EIS Project Team provided an update regarding comments received during scoping. This supplemented the project update provided to the Funding and Governance Work Group in October 2018, which focused on a general project overview only.

Funding and Governance Work Group Open Discussion. Enterprise Services welcomed LOTT to the Funding and Governance Work Group. LOTT had not participated in Phase 1.

During a roundtable discussion, the Funding and Governance Work Group identified a set of initial tasks to support their work, including:

- Ensure that costs are spread among all those who benefit
- Carefully define benefits

Funding & Governance Work Group Members and Representatives

- **City of Olympia,** City Manager/Director of Public Works
- **City of Tumwater,** City Administrator
- **Enterprise Services,** Chief Financial Officer
- **LOTT Clean Water Alliance,** Assistant Executive Director/ Finance Director
- **Port of Olympia,** Director
- **Squaxin Island Tribe,** Intergovernmental Affairs, Council Liaison
- **Thurston County,** Treasurer
- **Washington Department of Natural Resources,** Assistant Division Manager, Aquatics

- Review information about how work has been funded historically
 - *Funding for operation and maintenance of Capitol Lake is provided through State Operating and Capital Budgets, which have been the funding sources since construction in 1951.*
- Understand sediment management in detail, including transport, costs, and quantity
 - *See Section 4.1, Hydrodynamics and Sediment Transport, for a description of projected sediment transport; see Section 4.2, Navigation, for a discussion of the volume of sediment that would be removed during maintenance dredging. Planning-level costs are provided in Section 7.1, What Important Factors Are Assumed in the Planning-Level Costs?*
- Understand the difference between existing sediment and new sediment after construction dredging is complete, these will likely have different disposal costs
 - *Sediment dredged during construction will primarily be beneficially reused within the Capitol Lake Basin to construct habitat, avoiding costs associated with upland disposal. Sediment from maintenance dredging events would be disposed in-water or upland, depending on the alternative.*
- Understand one-time and ongoing costs. Different funding structures may be needed for each
 - *See the planning-level cost estimates provided in Section 7.1, What Important Factors Are Assumed in the Planning-Level Costs?, which have been broken down to one-time and ongoing costs.*
- Identify project components that are consistent across all long-term management alternatives, for example, dredging
 - *Chapter 2.0, Project Alternatives and Construction Approach, has been structured to highlight components common to all alternatives.*

The Funding and Governance Work Group also suggested in this discussion that the Preferred Alternative may be needed before detailed funding and governance planning.

8.3.2 June 2019: Summary of Primary Meeting Topics

Process Proposal: The EIS Project Team outlined four phases to developing a funding and governance model.

1. Discuss economic fundamentals and consider potential options for funding and governance.
2. Develop funding and governance options that are common across the alternatives.
3. Review and discuss draft funding and governance framework developed by the EIS Project Team.
4. Assemble and formalize the funding and governance agreement after a Preferred Alternative is identified.

Economic Foundations: A Senior Economist from the EIS Project Team presented on economic theory as it supports the Funding and Governance Work Group.

- How do we define value?
- How do we define efficiency?
- What conditions lead to agreement?
- How does equity affect agreement?

The Senior Economist discussed the steps required to achieve an equitable, efficient, and sustainable funding and governance outcome.

- Who are the beneficiaries and what types of value are provided by this resource?
- Are property rights clearly understood?
- What does an efficient outcome look like?
- Are any parties going to be made worse off?
- Is an outcome equitable?

8.3.3 September 2019: Summary of Primary Meeting Topics (Joint Meeting with the Executive Work Group)

Economic Foundations: At the request of the Funding and Governance Work Group members, the Senior Economist presented on economic theory again. This allowed the Executive Work Group members to understand these economic foundations.

Funding and Governance Options: The EIS Project Team described the differing benefits from fees, taxes, and rates, and how these could be leveraged for initial construction costs and long-term maintenance costs.

The Funding and Governance Work Group reviewed the models that had been identified in Phase 1 and discussed the potential benefits and restrictions of each. The Funding and Governance Work Group identified the Joint Municipal Utility Authority as a model that could apply to the project and requested that the EIS Project Team research this concept further.

The EIS Project Team described that the governance model would affect which funding tools are available and how those funding tools might be used.

8.3.4 November 2019: Summary of Primary Meeting Topics

Cost Component Exercise Discussion: The EIS Project Team facilitated a series of exercises aimed at better understanding who contributes to and benefits from the project, including discussion around the following questions:

1. Who do you think benefits from long-term management?
2. Where do benefits accrue for specific organizations?
3. What is your biggest priority for long-term management?
4. What do you have a responsibility or interest to contribute to?

Answers to these questions were synthesized by the EIS Project Team and considered as the economic foundations were transitioned into a funding allocation, with implications for who should be responsible for or contribute to funding.

8.3.5 June 2020: Summary of Primary Meeting Topics

Allocation Framework Discussion: At this meeting, the Funding and Governance Work Group members suggested that construction costs and long-term management costs should be allocated and considered separately.

The Funding and Governance Work Group members questioned whether it would be appropriate for any other entity to contribute to construction costs given that Washington State constructed the

5th Avenue Dam and has managed the resource since that time. Many members suggested that the 5th Avenue Dam and lack of management were the primary reasons for existing conditions within the Capitol Lake – Deschutes Estuary.

The sentiment can be summarized in a statement from one of the members: “In all the years we’ve talked about this, it has seemed that politically, it’s a good trade if the state generated the money through legislature to actually do the initial construction project, and the community takes over the long-term care and maintenance.”

8.3.6 August 2020: Summary of Primary Meeting Topics

Allocation Framework Discussion: This meeting advanced work on a cost allocation framework. At the beginning of this meeting, the Funding and Governance Work Group members agreed and confirmed that construction costs and long-term management costs must be allocated and considered separately. The Funding and Governance Work Group members reiterated that the existing conditions were a result of state actions, and that the beneficiaries could accept costs for long-term management.

The EIS Project Team presented a potential framework that would allocate construction costs based on who contributed to existing conditions, and who would benefit from project implementation. In this framework, the Funding and Governance Work Group would decide the relative weighting of contributors versus beneficiaries (e.g., 50/50, 70/30, 90/10).

Two other potential frameworks were presented: one that would allow for empirical analysis that leads to cost allocation and works with data available today, and another that would divide costs equally among entities.

Following discussion, the Funding and Governance Work Group concluded that if an allocation framework were used for construction costs, the approach of determining cost values from contributions and benefits would be most appropriate.

- *Section 7.2, What Are the Recommendations for Funding Construction and Long-Term Management?, describes the outcome of this discussion in detail.*

8.3.7 October 2020: Summary of Primary Meeting Topics

Allocation Framework Discussion: The EIS Project Team presented an updated allocation framework, based on contributions and benefits, that could be used to support the Funding and Governance Work Group in creating a defensible, transparent, and reproducible methodology to allocate construction costs. The allocation framework would have each Funding and Governance Work Group member rank their entity's potential contribution (using a scale of 0 to 5) to sediment accumulation, degraded ecological function, water quality standard violations, and restricted active community use. Each member would then rank their entity's relative benefit from sediment management, enhanced ecological function, improved water quality, and restored active community use. The framework would provide a cost allocation for each alternative.

In response to this, the Funding and Governance Work Group clearly stated a majority opinion that construction costs should be borne by Washington State and that further work of the members should be focused on shared funding and governance after construction. Some members suggested that a small contribution to construction costs could be reasonable to demonstrate local support and/or for recreational amenities that would be enjoyed by the public. (see Section 7.2, What Are The Recommendations For Funding Construction & Long-Term Management?)

- *Section 7.2, What Are the Recommendations for Funding Construction and Long-Term Management?, describes the outcome of this discussion in detail.*

8.3.8 January 2021: Summary of Primary Meeting Topics

Review of Governance Models: The EIS Project Team presented a summary of the primary long-term management activities that would occur under each alternative to inform the discussion of potentially suitable governance models.

The Funding and Governance Work Group acknowledged that there would have to be consensus around which of the long-term management activities were the responsibility of a future governing body. Some members suggested that the focus could be solely on sediment management.

An Assistant Attorney General reviewed potentially suitable governance models, pointing out that suitability may largely be determined by what the governing body is tasked with. The Funding and Governance Work Group discussed potential “must have” attributes of a governance model and debated the potential suitability of the options that had been presented. There was general interest in exploring the Joint Municipal Utility Authority and the Public Development Authority in more detail.

- *Section 7.2, What Are the Recommendations for Funding Construction and Long-Term Management?, describes the outcome of this discussion in detail.*

8.3.9 April 2021: Summary of Primary Meeting Topics

Review of Governance Models: An Assistant Attorney General facilitated a discussion around governance, beginning with a recommendation that an Interlocal Agreement would be most suitable for shared governance of an Estuary or Hybrid Alternative, if selected as the Preferred Alternative. Based on regulatory research, review of other governance models, and local applications of Interlocal Agreements, an Interlocal Agreement would best accommodate long-term management of the Capitol Lake – Deschutes Estuary. A sample Interlocal Agreement was reviewed with the Funding and Governance Work Group. The purpose of this exercise was to identify key assumptions that would need to be confirmed in an Interlocal Agreement, and to demonstrate the nature, content, and level of detail of an Interlocal Agreement.

The Funding and Governance Work Group agreed that an Interlocal Agreement would likely be the most suitable shared governance model for an Estuary or Hybrid Alternative, but cautioned that substantive negotiation could not begin until a Preferred Alternative is identified.

- *Section 7.2, What Are the Recommendations for Funding Construction and Long-Term Management?, describes the outcome of this discussion in detail.*

8.4 WHAT IS THE ROLE OF THE COMMUNITY SOUNDING BOARD?

The Capitol Lake – Deschutes Estuary is an area that holds historical and personal value for many people. The Deschutes Watershed is used for ceremonial, subsistence, and commercial harvesting of

natural resources, and is a place of strong cultural and spiritual value. Capitol Lake also supports community events such as the annual Capital Lakefair, organized athletic events, and various other gatherings. The trail system and nearby parks provide continued passive recreational opportunities that maintain the water’s edge as an important recreational center and valued amenity in the South Puget Sound area.

The community is invested in the future long-term management plan for this resource. Community members have participated in many of the past planning processes, have coordinated with governmental partners and agencies, and have met with members of the Washington State Legislature regarding long-term management planning. During scoping, the first step in this EIS, 220 community members submitted comments. A majority of the comments contained strong sentiments of support for or opposition to a specific alternative.

Community comments received during scoping, in support of a Managed Lake Alternative, mentioned interest in recreation, with value placed on the ability to walk around the lake, and on the aesthetic quality of the lake. Several comments suggested that the lake should be retained, as it is a central part of the City of Olympia and a hub of activity. Comments in opposition to a Managed Lake Alternative commonly cited water quality concerns, ecological impacts, and ongoing impacts to local area tribes.

Community comments in support of the Estuary Alternative most often cited anticipated environmental improvements, including those to water quality and habitat. There were strongly held values expressed regarding restoration of natural systems. Community members in opposition to the Estuary Alternative described potential impacts from sediment deposition in Budd Inlet.

Community comments on the Hybrid Alternative raised similar issues as described for the Managed Lake and Estuary Alternatives. Commenters either suggested that the Hybrid Alternative could be a successful compromise or that it would not satisfy either of the opposing interests. These comments mirrored the long-growing polarization of views within the community.

In response and in recognition of the continued community interest in long-term management planning, Enterprise Services convened a Community Sounding Board to participate throughout the EIS process. The Community Sounding Board is composed of a group of



Exhibit 8.91 Community members participate in a Public Comment event during scoping

Interest Areas Represented by Community Sounding Board Members

- Architecture
- Birds and wildlife/habitat
- Climate change
- Historic structures
- Landscaped environments
- Local area businesses
- Maritime and Port of Olympia activities
- Natural environments
- Non-water-based recreation (hiking, biking, etc.)
- Permaculture
- Urban planning
- Water quality
- Water-based recreation

25 participants, representing organizational and individual interests, that were selected through an application process. Enterprise Services assembled a group that represented a wide range of community interest areas and organizations. Enterprise Services met with the Community Sounding Board six times between 2019 and 2021 to understand community concerns, values, and perspectives on specific topics of interest that contribute to a robust and well-informed EIS process.

During these meetings, the Community Sounding Board engaged in focused discussions, and individually and/or collectively provided input, feedback, and perspectives and recommendations around substantive topics relevant to the project. These discussions informed subsequent work of the EIS Project Team, were shared with the project Work Groups, and will be considered by Enterprise Services in the decision-making process.

The Community Sounding Board has not and will not be asked to vote on the long-term management alternatives. Throughout the series of meetings, there was no requirement to reach consensus on project topics. There was most often agreement on the need to implement a long-term management project. The area of disagreement continued to be on the alternative that would best achieve the commonly held project goals that were defined through the collaborative Phase 1 process (refer to Chapter 1.0, Introduction, Project Background, and History, for more detail).

Sections 8.4.1 through 8.4.5 summarize the topics discussed in the Community Sounding Board meetings and the primary observations.

8.4.1 April 2019: Summary of Primary Meeting Topics

Project Overview: Most Community Sounding Board members had a general understanding of the project proposal. There were some detailed project questions, including the extent of the Project Area and a suggestion to begin water quality monitoring.

- See Section 3.3, *Water Quality*, for more detail on water quality monitoring that was conducted for the project.

Community Sounding Board members also asked whether there will be a mandate for funding after the EIS, and if a source of construction funding had been identified.



Exhibit 8.92 Community Sounding Board meeting

Organizations Represented by Community Sounding Board Members

- Capitol Lake Improvement and Protection Association (CLIPA)
- Deschutes Estuary Restoration Team (DERT)
- Dual Estuary Lake Idea (DELI)
- Evergreen State College (student perspective)
- North Capitol Campus Heritage Park Development Association
- Olympia Downtown Alliance
- Olympia Yacht Club
- South Sound Group of Sierra Club
- Thurston County Chamber of Commerce

- *See Section 7.2, What Are the Recommendations for Funding Construction and Long-Term Management?, for more detail on funding and governance of future project phases.*

Presentation of the Proposed Measurable Evaluation Process:

Enterprise Services asked the Community Sounding Board to provide input on two questions:

1. What input do you have on Step 1 of the Measurable Evaluation Process – the work to optimize the long-term management alternatives?
2. Environmental and economic sustainability will be evaluated relative to other concepts and alternative variations. Should the technical and regulatory feasibility evaluation follow that approach?

The Community Sounding Board was generally in support of the Measurable Evaluation Process and the optimization approach and appreciated the transparency of the selection process. Community Sounding Board input was mixed on how the technical and regulatory review could be approached.

8.4.2 June 2019: Summary of Primary Meeting Topics

Presentation of the Technical Methodologies: The EIS Project Team provided an overview of the three technical methodologies (Hydrodynamics and Sediment Transport Numerical Modeling, Water Resources, and Economics) that would be reviewed by third-party experts to ensure that the work was conducted using industry-recognized best practices and would include a reasonable level of analysis to allow for the comparison of alternatives.

The EIS Project Team also overviewed the approach to analyzing changes in Wetlands; Fish and Wildlife; and Land Use, Shorelines, and Recreation. The Community Sounding Board asked clarifying questions throughout the presentation.

Discussion regarding Past, Current, and Future Recreational Uses:

To support the Land Use, Shorelines, and Recreation analysis, the EIS Project Team facilitated a discussion with the Community Sounding Board. The Community Sounding Board members were broken into small groups to share their thoughts on four questions, and then reconvened to discuss as a whole.

The four questions discussed included:

1. How are you or your family using Capitol Lake and the surrounding parks (from Tumwater Falls to Priest Point Park on the shoreline of Budd Inlet) now? What kind of activities and where?
2. For those of you that used Capitol Lake in the past (before uses were restricted on the lake), how did you or your family use the lake then? What kind of activities?
3. If the currently restricted water-based uses were restored under a long-term management alternative, would this change your use of the waterbody? Would you visit more often? Less often? No change? Which activities would you or your family do more of? Less of?
4. If Capitol Lake was restored to an estuary or hybrid lake and estuary, shorelines would change, including changes to shoreline vegetation and the distance from existing trails to the water's edge during different parts of the tidal cycle. How would these types of changes impact/benefit your use or enjoyment of the surrounding trails and parks? Would it be better, worse, or just different? Why? Under this alternative, how do you think your use of the Project Area would change and which activities do you think would stay the same?

Responses to these questions were shared with the EIS Project Team and will be considered by Enterprise Services. A primary theme of the discussion was to restore water-based recreation within the Capitol Lake – Deschutes Estuary, and this would likely increase community use. There were contrasting views on which recreational opportunities would be best within the Project Area.

- *Chapter 2.0, Project Alternatives and Construction Approach, describes the water-based recreation that would be restored under all long-term management alternatives, reflecting areas of broad interest from the Community Sounding Board. See Sections 3.8 and 4.8 for a brief summary of existing and potential future recreational uses, informed by Community Sounding Board input.*

8.4.3 September 2019: Summary of Primary Meeting Topics

Project Update: This meeting was held virtually, to provide a project update to the Community Sounding Board regarding field work associated with the EIS, meetings with the Work Groups, and other outreach efforts.

8.4.4 November 2019: Summary of Primary Meeting Topics

Primary Components of the Optimized Alternatives: The EIS Project Team presented the Managed Lake, Estuary, and Hybrid Alternatives that had been optimized through the Measurable Evaluation Process. This helped the Community Sounding Board understand components of the alternatives and how they would achieve project goals. Enterprise Services asked the Community Sounding Board to provide input on the following question.

- What key piece of feedback regarding the optimized alternatives would you like to communicate to the EIS Project Team?

Some of the input provided by the Community Sounding Board has been integrated into the EIS, as follows:

- Consider a freshwater reflecting pool for the Hybrid Alternative
 - *See Section 2.3, What are the Primary Components Common to All Action Alternatives?, and the Water Quality Discipline Report for a discussion of the freshwater reflecting pool concept*
- Develop visualizations to help convey the visual landscape of the different alternatives
 - *See Section 4.10, Visual Quality, for visual simulations for the long-term management alternatives*
- Make clear in the EIS that computer models support the decision-making, but that people make the decisions
 - *See Section 1.2, Why is an Environmental Impact Statement Needed?, for a description of the decision-making process*
- Evaluate whether Capitol Lake can be reopened to recreation even if the New Zealand mudsnail persists
 - *See Section 2.3.4 and Section 4.4, Aquatic Invasive Species, for the proposal to install decontamination stations to allow water-based recreation under all action alternatives*
- Evaluate the impacts of sediment on marinas and the Port of Olympia

- *See Section 4.2, Navigation, for a discussion of potential impacts to the Port of Olympia and marinas*

Future Visualizations of the Optimized Alternatives: The EIS Project Team described that the EIS would include visual simulations to help convey the visual landscape of the long-term management alternatives. Through a facilitated exercise, the Community Sounding Board identified locations that would be most helpful for a visual simulation and would potentially show the areas of greatest change.

- *The visual simulations included in Section 4.10, Visual Resources, were developed at the locations recommended by the Community Sounding Board.*

8.4.5 June 2020: Summary of Primary Meeting Topics

Components of an Environmental Impact Statement: The EIS Project Team described the primary content in an EIS and expected for this project EIS. The Community Sounding Board asked clarifying questions, including continued interest in the following topics.

- The range of alternatives evaluated in an EIS
- Potential swimming opportunities under the long-term management alternatives
- The potential for a freshwater reflecting pool for the Hybrid Alternative

8.4.6 May 2021: Summary of Primary Meeting Topics

Draft EIS Progress Update and Outreach Activities: The EIS Project Team described the contents of the upcoming Draft EIS and associated outreach activities. Most activities would be conducted virtually given continued uncertainty regarding the COVID-19 pandemic and in-person participation for public activities. These activities included opportunities for briefings with local councils and commissions.

Draft EIS Outreach Activities: The Community Sounding Board provided feedback regarding proposed outreach activities to be conducted during the Draft EIS public comment period via survey prior to this meeting. The EIS Project Team reviewed the results of the survey and answered questions.

- There was broad support for the outreach activities as described, particularly understanding limitations caused by the COVID-19 pandemic.

Preferred Alternative Selection Process – Criteria Definitions: The EIS Project Team described the proposed process for making an informed decision about the Preferred Alternative (see Section 1.12, How Will a Preferred Alternative be Selected and What is the Decision-Making Process?). Members participated in a facilitated exercise to clarify and refine selection criteria definitions.

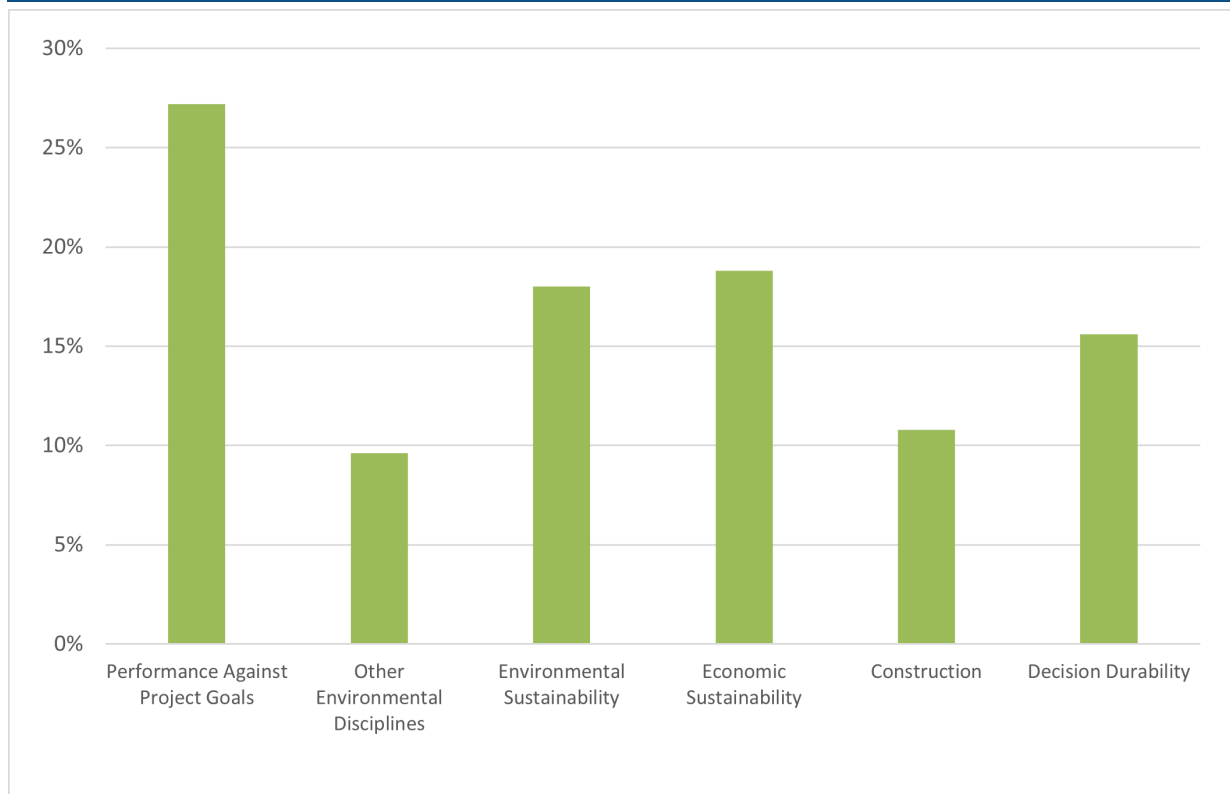
Key feedback included:

- **Performance Against Project Goals** is overarching and is the best indicator of overall performance of an alternative.
- There is overlap between **Performance Against Project Goals** and **Other Environmental Disciplines**.
- Tribes should be independently identified under **Regional Sustainability** to reflect their sovereignty.
 - Regional Sustainability was renamed Decision Durability.
- Without widespread public support, this project will not be funded by the Legislature, so **Regional Sustainability** should be heavily weighted.
- Keep the criteria simple, more complex criteria will make building consensus more difficult.
- If an alternative does well in **Performance Against Project Goals**, then **Regional Sustainability** is likely.

Preferred Alternative Selection Process – Criteria Prioritization:

The Community Sound Board participated in an exercise to rank the criteria based on individual and collective preferences. Each member provided their feedback through facilitated exercises and selections were aggregated for reporting as follows (Figure 8.4.1), with the percentage representing importance of a selected criterion to the collective group. Selections were not attributed to individuals or the entities they represent. These data will inform the process to select a Preferred Alternative but do not represent the final relative importance.

Figure 8.4.1 Results of Criteria Prioritization Exercise during Community Sounding Board Meeting (May 2021)



8.5 HOW ARE THE LEGISLATIVE & EXECUTIVE BRANCHES OF STATE GOVERNMENT ENGAGED BY ENTERPRISE SERVICES?

Enterprise Services has also provided regular briefings to other key stakeholders, including the CCDAC, the SCC, Washington State Legislators, and the Governor’s Office. Enterprise Services will solicit input from the SCC during the decision-making process for the Preferred Alternative. Funding for design and permitting of the Preferred Alternative, and potentially for construction of the project, would be authorized by the Washington State Legislature.