

# **TUMWATER PUBLIC WORKS COMMITTEE**

## **MINUTES OF VIRTUAL MEETING**

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**CONVENE:** 8:00 a.m.

**PRESENT:** Chair Eileen Swarthout and Councilmembers Michael Althausen and Charlie Schneider.

Staff: City Administrator John Doan, Transportation and Engineering Director Brandon Hicks, Water Resources and Sustainability Director Dan Smith, Communications Manager Ann Cook, Transportation Manager Mary Heather Ames, and Administrative Assistant Cathy Nielsen.

Others: Consultant Meridith Greer.

**CHANGES TO AGENDA:** There were no changes to the agenda.

### **APPROVAL OF MINUTES: PUBLIC WORKS COMMITTEE, APRIL 7, 2022:**

**MOTION:** **Councilmember Schneider moved, seconded by Councilmember Althausen, to approve the minutes of April 7, 2022. A voice vote approved the motion unanimously.**

City Administrator Doan provided an update on the outcome of the community meeting for the City's proposed Maintenance and Operations Facility on property owned by the City located off 79<sup>th</sup> Avenue. Attendees received tickets for specific times to avoid exceeding the capacity of the room. Three groups of individuals were hosted during the meeting featuring different stations staffed by staff on information about traffic issues, design of the facility and an updated layout and schematic sketch of the facility, and information on the proposed park. Attendees were encouraged to submit comments and ideas for the park. The purpose of the meeting was to exchange information with residents about the project and learn about concerns and potential ways to address concerns within the design of the facility. The meeting provided an opportunity for participants to fill out comment forms. Staff is scheduling a review during a Council worksession to share the results from the meeting. The next step of the project is seeking the Council's authorization to proceed with negotiations with the architect on the project design.

Councilmember Schneider thanked staff from public works for providing a tour of the Trails End property as it afforded an opportunity to learn about the area. As he was previously very skeptical of the meeting format, he was surprised as to the outcome of the meeting. Staff was instrumental in designing the format and many of the participants conveyed appreciation for having their questions answered.

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#### **INTERLOCAL AGREEMENT BETWEEN THE CITY OF TUMWATER AND THE WASHINGTON DEPARTMENT OF TRANSPORTATION FOR MAINTENANCE OF PALERMO TREATMENT:**

Manager Cook added that the meeting format was well designed with coverage provided by many staff members. Much follow-up will be necessary with the neighborhood to address questions and concerns.

Director Smith reported the project is a continuing collaboration with the Department of Ecology, Environmental Protection Agency (EPA), and the Washington State Department of Transportation (WSDOT) to support efforts addressing contamination discovered at the Palermo Wellfield through the City's Wellhead Protection Monitoring Program in the mid-90s. The protection program defines captures zones around City wells that are monitored to protect wells from contamination. The decade-long collaboration with Department of Ecology and the EPA began with EPA assisting the City assess contamination and identify the contaminants of trichloroethylene (TCE), a volatile solvent commonly used in industrial activities, and perchloroethylene (PCE), commonly used in dry cleaning activities.

The monitoring and investigation effort identified three plumes of contamination culminating in the area surrounding the Palermo Wellfield. The wellfield aeration treatment system has been capturing the contamination as it moves through the system. The system has been effective in capturing and treating the plumes to ensure any water delivered to customers is free of contamination. Both PCE and TCE are volatile organic chemicals introduced in the environment by human activity.

Following the construction of the facility with assistance by the EPA in 2000 at a cost of nearly \$10 million, ongoing treatment responsibility was transferred to the City comprised of routine maintenance of the aeration system, as well as some neighborhood landscape issues. The plumes of industrial solvents originated from WSDOT's former and current testing labs and Southgate Dry Cleaners. Since then, the City adopted a nonconforming use ordinance for wellhead protection areas for businesses using chemicals. The City worked with Southgate Dry Cleaners to ensure the retailer was no longer using the chemicals. The retailer dismantled the equipment that utilized the chemical. Any dry cleaning provided to customers is completed using safe chemicals or clothing is shipped off site for cleaning.

Today, the City, EPA, and WSDOT are regularly monitoring specific locations. WSDOT is now the primary responsible party with the EPA stepping back from the process but continuing to provide oversight of the project. The City is working directly with WSDOT rather than with the EPA.

WSDOT completed a number of reviews to evaluate the effectiveness of the historic treatment and identify future treatment needs.

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Director Smith reviewed the movement of water through the system, the analysis, and the current treatment process. Prior treatment methods have been effective in reducing contamination over time. However, some contamination at the wellfield continues to exist. Analysis completed in 2011 determined the extent of the PCE plume, as well as the extent of the TCE plume. Since implementation of the treatment, concentrations of both contaminants have declined. Although, contamination remains in the groundwater, the City continues to participate with Department of Ecology, WSDOT, and the EPA on clean-up activities.

A large extent of the contamination work was in the proximity of the Palermo neighborhood. Today, additional work is underway on Palermo Avenue to install a treatability pilot project through the installation of piezometers and wells for injection of a product that creates a wall to absorb contaminants. The pilot project will determine the effectiveness of the treatment program for clean-up of the contamination within the neighborhood. The product is safe for groundwater. French drain systems were installed near homes to capture any surface water before it enters the crawlspace of homes. The water is captured and discharged to the Palermo treatment lagoon. Additionally, a ditch conveys surface water through the Palermo Wellfield to a wetland, which discharges to the north through the aeration lagoon. A number of monitoring locations were installed throughout the Palermo neighborhood and monitored by the EPA and WSDOT. Additionally, a number of properties in the neighborhood were selected for air quality evaluations. No findings of significance for impacts to air quality were documented.

Councilmember Althausen asked whether the French drain system is designed to handle storm flows the region often experiences during the year. Director Smith said that flooding the City experiences during peak storm events can impact the area of the future Tumwater Valley Regional Stormwater Facility as the area is narrow with shallow conveyance of stormwater that can overflow during major storm events. Flooding has not been experienced in the Palermo neighborhood beyond a rise in groundwater. To date, the systems have been effective in handling flows. The French drain system is also included in the routine maintenance program for the City as part of the treatment systems at the wellfield. City crews also monitor and maintain the aeration lagoon and ensure pumps are working. The system includes three pumps. The system was intended to serve as an aesthetic water feature for the golf course, as well as aerating the water to treat contamination.

In 2018, WSDOT conducted a sediment buildup analysis of the treatment lagoon. Sediments have accumulated over time totaling several feet in some places. WSDOT requested maintenance by the City of the lagoon. At that time, the City and WSDOT agreed the lagoon was not representative of a routine maintenance project and that there was the potential of exposure to

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hazardous materials within the sediment. City staff worked with WSDOT representatives on the request and the extent of the project. In 2019, WSDOT's geoengineer consultant evaluated the sediments and determined the sediment was not considered hazardous or dangerous waste. Staff agreed the project could be managed by contracting with a vendor to provide assistance to the City; however, as the work is not considered routine, WSDOT agreed to pay for third-party costs with the City providing staff time and management of the overall project. Under the scope of work, WSDOT notifies the City of the timing for required work conducts water quality and sediment assessments to assist City staff in determining the scope of work for bidding. WSDOT agreed to fund the work at a not to exceed amount of \$100,000. The original plan was to start the project in 2020 but with the advent of COVID, the work was delayed. The goal is to complete the project within the next 30 days unless some unforeseen circumstances arise.

Director Smith reported the request to the Public Works Committee is to recommend the City Council approve a motion authorizing the Mayor to sign the Interlocal Agreement between the City of Tumwater and the Washington Department of Transportation for maintenance of the Palermo Treatment Lagoon.

Councilmember Schneider asked whether there a timeline exists when PCE and TCE contamination is no longer an issue. Director Smith advised that the question has been continuously asked but is subject to many variables, such as the pumping and treating capacity of the City. Concentrations of the contaminants continue to decline although still present. The EPA, Department of Ecology, WSDOT, and GeoEngineers are unwilling to commit to a point in time when contamination is no longer an issue. The current treatability study will help identify a timeline. The innovative process injects a liquid containment wall that attracts the contaminants and de-mobilizes the contaminants in both groundwater and soil. If the treatment is effective, it likely would expedite the overall completion of the project. The treatment system will continue to be maintained regardless of the situation with TCE and PCE contamination.

Chair Swarthout said she was surprised to learn WSDOT was a contributor of the contaminants. She asked how the contamination occurred and measures the agency has implemented to prevent future contamination. Director Smith explained that the contamination is from a previous time when products were discarded because hazardous material laws did not exist. Today, WSDOT's practices are overseen by the EPA because of its role as a primary party to the contamination of the Palermo Wellfield Superfund Site.

#### **MOTION:**

**Councilmember Althaus moved, seconded by Councilmember Schneider, to recommend the City Council approve a motion authorizing the Mayor to sign the Interlocal Agreement between the**

**City of Tumwater and the Washington Department of Transportation for maintenance of the Palermo Treatment Lagoon. A voice vote unanimously approved the motion.**

**SIX-YEAR  
TRANSPORTATION  
IMPROVEMENT  
PROGRAM (TIP) 2023-  
2028:**

Manager Ames reported each year cities prepare a list of transportation projects for the next six years. The list serves as the City's Six-Year Transportation Improvement Program (TIP), which is submitted to the Local Planning Organization (Thurston Regional Planning Council (TRPC)) and to the state to be added to the Statewide Transportation Improvement Program (STIP). The TIP/STIP process is the foundation of transportation funding within the state. The TIP is not a financially constrained document and includes both funded projects and projects that may receive funding.

Changes to the TIP this year are in the categories of removal of projects, modified projects, and added projects. Projects completed this year have been removed from the list. The Capitol Boulevard Corridor Plan for the M Street Design project has been removed. Two other projects that involved some property acquisitions have been removed from the list. Those projects were the 93<sup>rd</sup> Avenue at Case Road Roundabout project and the Capitol Boulevard Linwood Avenue Roundabout project. Other projects in progress will continue with the program reflecting a reduction in funding amounts accordingly, such as the I-5/Trospen Road/Capitol Boulevard Reconfiguration project. New projects this year include the Capitol Boulevard and Dennis Street Roundabout (not funded) and the Sapp Road Pedestrian and Bicycle Improvements project (transportation portion of a fish passage project currently in design).

The program totals \$27.6 million in grant funds and over \$50 million in local funds for a total program of \$78 million. The program serves as the framework to enable the City to pursue grant funds and complete projects as funds become available. Most of the projects are located within major City corridors.

Manager Ames asked for feedback from the committee. A public hearing before the City Council is scheduled on Tuesday, June 7, 2022 to receive public testimony and consider a resolution adopting the 2023-2028 Transportation Improvement Program.

Councilmember Althaus asked for additional details pertaining to the Second Avenue pedestrian improvements project. Manager Ames said the improvements would extend the pedestrian path along the westside of Second Avenue and add crossings for bus stops. Director Hicks added that another larger component of the project would improve ADA curb ramps and repaving for a lane reconfiguration.

Chair Swarthout asked about the timing associated with adding a project to the list. Manager Ames explained that the program is updated annually.

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Any projects recommended for inclusion in the program this year could be explored and discussed prior to the Council's public hearing on June 7, 2022. Chair Swarthout referred to the Rural Road project included on the list. She noted that the properties off Linwood and Rural Road were recently annexed to the City. She supported moving forward with a project to improve the shoulder or continue a sidewalk for access by residents. Manager Ames explained that the timing of the project is dependent upon funding availability. A funding source for the project has not been identified at this time. The annexation of the properties would likely not affect eligibility to receive funding as existing right-of-way was City right-of-way prior to the annexation. Chair Swarthout supported adding the project as she has witnessed many senior citizens experiencing difficulty accessing and walking through the area.

Councilmember Schneider asked about the process for moving forward when a project is only partially funded. Manager Ames responded that since the program is not financially constrained, some important projects are included on the list to enable staff to pursue funding sources. Fully funded projects are added to the Regional Transportation Program (RTIP) and to the STIP. In many instances, such as the X Street Roundabout project, staff was able to secure funds for one phase of the project and is confident other funding will be identified for future phases of the project. Often, it is possible to move a project forward that is partially funded. In most circumstances, full funding of a project is desired to ensure the project is completed.

Chair Swarthout noted the Mottman Road project has been included on the list for many cycles and is funded. She asked about the status of the project. Manager Ames advised that the joint project with Olympia is scheduled to move forward as the funding has a time limit. The project should be completed during 2023-2024. The City of Olympia is the lead on the project and is working on the design of the project.

Chair Swarthout mentioned the possibility of the City receiving federal funds per information shared by TRPC, which has received additional federal funding and that it might be possible to help fund the City's E Street Connection project. Manager Ames reported the federal funds received by TRPC require obligation of the funds within the next several months. Staff proposed adding some partially funded projects, such as the X Street Roundabout project, as well as planning projects that could be quickly obligated. The Interchange Improvement Study for 93<sup>rd</sup> Avenue was submitted for some of the funds. Non-shovel projects are not eligible to receive those particular federal funds.

#### **PERCIVAL CREEK FISH PASSAGE BARRIER REPLACEMENT**

Consultant Meridith Greer briefed members on the Percival Creek Fish Passage Barrier Replacement project. Percival Creek is a four-mile creek originating at Trosper Lake and ending at Capitol Lake and includes approximately 10 fish barriers with one fully blocked barrier at Sapp Road.

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**UPDATE:**

The barrier has been identified by the WRIA 13 Salmon Recovery Lead Entity as one of seven barriers throughout the watershed that are included within an implementation plan to complete by 2032. The barrier is a high priority for many of the City's regional partners.

eDNA testing was completed by extracting DNA from the water in 2019 to identify fish within the system. The test revealed the presence of Coho salmon, a threatened species that is unable to swim beyond the blocked culvert.

The City of Tumwater owns the majority of the land for the project with ownership of right-of-way and 30 feet on each side of the barrier, as well 12 acres of the creek downstream of the site. Securing several easements is necessary for the project from several landowners for temporary and permanent easements along the creek. The City has received support for the project from other landowners.

In 2015, the Department of Fish and Wildlife (WDFW) determined that the site is a considered a full fish passage barrier due to the slope. Project funding hinges on the project identified as a salmon related project, which speaks to the importance of documenting salmon in the system. WDFW identified the presence of Chinook, Coho, steelhead, sea run cutthroat, and resident trout within the system. The proposal is to install a 4-sided, 19-foot box culvert to replace a smaller round culvert to enable the stream to pass unencumbered under Sapp Road. The project also includes stream re-grading to enable fish passage and installation of large woody debris structures downstream on City property to provide habitat. The multi-benefit project supports salmon as well as improving transportation through widening of the road and adding sidewalks and bike lanes. Project benefits include upstream habitat improvements of 2,225 meters of main stem stream, 841 square meters of spawning habitat, 82,008 square meters of rearing habitat, and pedestrian and bicycle access across the culvert.

Over the last six months, work proceeded to complete 60% design. The current project cost estimate is \$1.8 million. A majority of the project is funded by grants from the Salmon Recovery Funding Board (14%) and the Fish Barrier Removal Board. The project is scheduled for construction in summer 2024. Final design should be completed by October 2022. Staff is pursuing permitting for the project and waiting for feedback from the technical review committees of the grant funding agencies. Grant funding from those sources is not applicable for the transportation improvement portion of the project. Staff is seeking funding for the transportation elements of the project. The fish passage portion of the project could move forward with transportation improvements completed later when funding becomes available.

One issue for review by the committee is the proposed alternative to close

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the road during construction of the project as it is the easiest and most cost effective option. The option would close the road up to two months during the summer of 2024. A test run closure was conducted on Sapp Road in November 2021 for one day during some testing activities. The same process of notification of local neighborhoods and others would be utilized by staff. Mailings were sent to all properties located off Sapp Road, as well as project signage and portable changeable message signs at the entry of Sapp Road.

Chair Swarthout commented that closure of the road is the most plausible action because of the nature and location of the project.

**ADJOURNMENT:**

**With there being no further business, Chair Swarthout adjourned the meeting at 9:02 a.m.**

Prepared by Valerie L. Gow, Recording Secretary/President  
Puget Sound Meeting Services, [psmsoly@earthlink.net](mailto:psmsoly@earthlink.net)