CONVENE: 6:00 p.m.

PRESENT: Mayor Debbie Sullivan and Councilmembers Peter Agabi, Michael

Althauser, Joan Cathey, Leatta Dahlhoff, Angela Jefferson Eileen

Swarthout, and Kelly Von Holtz.

Staff: City Administrator Lisa Parks, City Attorney Karen Kirkpatrick, Finance Director Troy Niemeyer, Administrative Services Director Michelle Sutherland, Police Chief Jon Weiks, Fire Chief Brian Hurley, Water Resources and Sustainability Director Dan Smith, Transportation and Engineering Department Director Brandon Hicks, Community Development Department Director Michael Matlock, Assistant Fire Chief Shawn Crimmins and City Clerk Melody Valiant, and Deputy City

Clerk Tracie Core.

OVERDOSE TRAINING PRESENTATION: Katie Strozyk, Thurston County Opioid Taskforce Coordinator, reported the training is a component of the Thurston County Opioid Response Plan. Training is offered throughout the region to all public and private entities. Over 1,000 individuals will receive training in Thurston County and the surrounding areas each year to learn how to reverse an opioid overdose and administer Naloxone.

The training identified risk factors for an opioid-related overdose, Good Samaritan Law protections for individuals responding to an overdose incident, recognizing an opioid-related overdose, and instructions for administering nasal Naloxone.

Naloxone is only effective for overdoses attributed to opioids. Common opioids include:

- Dilaudid
- Heroin
- Fentanyl
- Hydrocodone
- Morphine
- Methadone
- Oxycodone
- OxyContin

Most opioid overdoses in Thurston County are attributed to illicit fentanyl. Naloxone only responds to opioids in the body. Fentanyl is a strong opioid and accounts for the majority of all opioid-related overdoses. Fentanyl can be used intentionally and unintentionally. Touching fentanyl cannot cause an overdose. Sometimes multiple doses of naloxone are required to respond to a fentanyl-related overdose. Half of all overdoses requiring EMS response require one dose of Naloxone and half are reported as needing more than one dose. Naloxone comes in two FDA-approved forms: injectable and nasal spray. Nasal spray is

commonly known as Narcan®, a generic naloxone.

Naloxone is a safe medicine. It only reverses overdoses in people with opioids in their systems. An opioid overdose occurs when use exceeds a person's tolerance causing respiratory depression. If left untreated, the heart stops beating leading to the death of the person. Naloxone seeks opioid receptors and moves opioids off the receptors, which are no longer overwhelmed with the person regaining breathing and consciousness and surviving the overdose. Naloxone is a short-lasting process lasting only 30 to 90 minutes.

Persons at an increased risk of experiencing an overdose either may have experienced a change in tolerance by stopping the use of fentanyl because they had no access to drugs or chose to discontinue using drugs. Mixing opioids with other drugs also increase risks of an overdose especially if mixing two drugs that can cause respiratory depression.

Washington State's Good Samaritan Law applies to bystanders responding to an overdose with naloxone as well as the person who is experiencing an overdose by protection from possession of a controlled substance charge. The law covers a bystander administering naloxone as long as the person is acting in good faith.

Ms. Strozyk reviewed the signs of an opioid overdose:

- Change in breathing irregular, gurgling
- Change in skin color, especially in fingers and lips
- Unresponsive to stimulation such as yelling or a sternum rub

Following confirmation that the person is nonresponsive, calling 911 is necessary to share the location and that the person is not breathing, is unconscious, unresponsive, and is suspected to be suffering an overdose.

Ms. Strozyk described how to administer naloxone using nasal spray. Some fentanyl overdoses will require more than one dose of naloxone. Naloxone needs time to circulate in the body to locate the opioid receptors and move the opioids off the receptors. After approximately three minutes, if the person is regaining the ability to breath and is gaining consciousness, a second dose is not required; however, if the person is still not breathing or is unconscious, a second dose is necessary.

Once naloxone begins working, the person may show signs of opioid withdrawal. It may be necessary to leave the person alone to call 911. It is important to position the person on his/her side in case of vomiting and wait for emergency personnel to arrive.

Ms. Strozyk described how to obtain naloxone and the services and resources offered by Thurston County Public Health.

Ms. Strozyk responded to comments on some misconceptions of substance use. Many people she has encountered often assume that because they do not use drugs or their friends or family do not use drugs, they would likely never witness a person experiencing an overdose or a family member experience an overdose. However, things happen in the community and it is not possible to predict whether a person would or would not encounter a person who was unresponsive because of an overdose. It is important for all community members to have a simple tool to save a life. It is also important to acknowledge that many people are using substances in private and friends and family may not be aware of the substance use. Many situations have occurred where a family member experienced an overdose and their family had no clue they were using drugs. Having access to naloxone and knowing how to administer it may save their family member's life. Although naloxone is available over the counter, Ms. Strozyk encouraged everyone to access the state's standing order available at all pharmacies to obtain naloxone without a prescription that can be billed to insurance. It is also possible to obtain naloxone at www.stopoverdose.org and go to the naloxone finder to locate a community-based agency that provides naloxone or access the product through the mail-based naloxone program available at stopoverdose.org.

DESCHUTES
ESTUARY
RESTORATION
PROJECT
INTERLOCAL
AGREEMENT AND
BOARDWALK AND
RELATED
INFRASTRUCTURE
AGREEMENT:

Ann Larson, DES Project Director for the Deschutes Estuary Restoration Project, Tessa Gardner-Brown with Floyd|Snider, and Sarah Reich with ECOnorthwest, briefed the Council on the project and the proposed interlocal agreement (ILA) for the Deschutes Estuary Restoration Project.

Ms. Larson reported that historically, freshwater from the Deschutes River mixed with saltwater from Budd Inlet over extensive tidal flats. The historical area serves as the southern terminus of Puget Sound. The Deschutes River watershed is approximately 270 square miles with the lower 260 acres of the watershed significantly disrupted in the 1950s when the state built a dam at the mouth of the Deschutes River. Since then, the watershed has experienced chronic water quality violation standards with sediment accumulating up to 13 feet in some areas with more than a dozen invasive species including the New Zealand Mud Snails causing the closure of the water body to all public access for more than a decade.

The Deschutes River Estuary has a long-standing cultural and spiritual significance to local tribes, particularly the Squaxin Island Tribe, which considers the area and land of the Deschutes River Estuary as home for the Steh-chass people. The Squaxin Island Tribe has been involved in the planning efforts since the 1990s and is an important partner today.

The area was also historically used by Chinese-Americans after immigrating to the Olympia area in the early 1900s. China Town was established along the waterfront of the estuary and the community built a series of houseboats along the shoreline. The area was known as "Little Hollywood" and was removed as part of the long process to construct the dam and Capitol Lake.

The project area has a rich maritime history with Olympia Brewery operating in the area of Tumwater Historical Park with vessels accessing the brewery. Olympia Yacht Club was established in 1912 and has expanded significantly along with the addition of other marinas, sailing club, and other boat launches in the area.

In modern times, Capitol Lake was embraced by the community and is the heart of downtown Olympia and used as a space of community and congregation.

As the capital city, development of Capitol Campus has significantly influenced the landscape over time. In 1893, the initial visioning began to design and construct the capitol building. In 1911, Wilder and White submitted a plan to perch the capitol building on the hillside and orient all future planning of views to the water and mountains.

Heritage park was designed as an extension of Capitol Campus and features across the park are intended to represent the history from across the state.

In 2022, the Department of Enterprise Services (DES) identified estuary restoration as the management approach that would provide the greatest range of benefits and had the most support of community stakeholders. The project was launched to re-envision the landscape.

Ms. Gardner-Brown provided a review of the project and project benefits. Following initiation of the project, the first action is a major dredging of the basin to re-establish the main channel of the Deschutes River. Sediment would be placed along the shoreline to create new expansive salt marsh habitat to improve ecological conditions across the two-mile project area. Plantings will increase the aesthetics of the project area and reduces project costs. The project includes construction of a new 5th Avenue bridge and removal of the dam and existing 5th Avenue bridge. Another scope of the project is restoration of recreation through the construction of new boardwalks in the middle basin and in Tumwater Historical Park, new water access, and new fishing facilities. In the future, maintenance dredging will occur in West Bay.

In June 2024, 15% conceptual design was presented to DES. Ms. Gardner-Brown shared several renderings of the design to include

existing conditions and different water elevations.

The proposed ILA demonstrates regional support for the project. The project provides a suite of regional benefits. The project area extends from Tumwater Falls to the 5th Avenue Bridge. Following completion of the project, two miles of the estuary and habitat will be restored for salmon and other species relying on salmon. The project will enable access to salmon runs moving up Percival Creek. The project will reduce flood elevations across the City of Olympia by approximately one foot benefitting residents and businesses. The project addresses chronic water quality violations and reintroduces active recreation and meaningful strides for restorative justice for the tribe. Future maintenance dredging is a key component to ensure a recreational waterfront in the future.

In 2016, a Funding and Governance Work Group was established comprised of representatives from the Department of Enterprise Services, Squaxin Island Tribe, City of Olympia, City of Tumwater, Thurston County, Port of Olympia, and LOTT Clean Water Alliance to evaluate opportunities for shared funding and governance.

Councilmember Althauser asked for additional information on the benefits achieved by the old brewhouse if water elevation is reduced by the project. Ms. Gardner-Brown advised that modeling efforts continue with a commitment to coordinate with the City of Tumwater on the topic. Relative to the old brewhouse under existing conditions, the site is located in a floodplain, which subjects the structure to storm events and flooding in that area. Modeling reflects that the maximum flood elevations would be reduced by the project. Today's flood elevations are higher than the maximum flood elevation that would occur in the future because of the project. However, that area would be susceptible to changes in tidal elevations, which may result in higher water elevations more frequently caused by high tide events while the highest level of flooding would be reduced overall. Conditions in the estuary will change in the future as siltation and sediment accumulation move downstream as water velocities increase in the future.

Councilmember Althauser noted that the current design rendering does not reflect any habitat restoration beyond the middle basin. He asked about the rationale as to why habitat restoration ends at the freeway. Ms. Gardner-Brown replied that the habitat in the south basin in Tumwater near Tumwater Historical Park is good quality habitat and is the type of shoreline habitat the project intends to develop across the project area.

Councilmember Jefferson asked about the location of the fishing pier. Ms. Gardner-Brown identified the location of the future fishing pier with connectivity to Tumwater Historical Park.

Councilmember Jefferson inquired about the long-term outcome to swans that often winter in Capitol Lake. Ms. Gardner-Brown said she would follow up with more information about the status of how the project might affect the swan population.

Ms. Reich reviewed details of the proposed ILA. The ILA was established under the guiding principles of the Funding and Governance Work Group. The structure of the ILA directly reflects many of the principles to include dedicated funding source, shared distribution of costs between those contributing to the problem and those benefitting from the solution, manageable governance, and participating entities committed to a long-term collaborative process, which directly responds to legislative mandates.

Ms. Reich reviewed the structure of the ILA to ensure governance would be manageable. New infrastructure created by the project are parceled to different ownerships and maintenance to two entities most closely aligned with maintaining the infrastructure in the future. The City of Olympia will assume ownership of the 5th Avenue Bridge and the City of Tumwater will assume ownership of any new boardwalks constructed in the south basin. A remaining activity requiring long-term management is sediment depositing downstream after removal of the dam. DES and the Port of Olympia will provide oversight through the Deschutes River Estuary Steering Committee (created through the ILA). The committee will meet yearly and provide oversight on the process. Thurston County agreed to manage local funds each local entity is providing to include Tumwater to protect local funds from any withdrawal by the Legislature. State funds will be managed separately.

Sediment modeling has been completed and provides the basis for determining how often sediment dredging would need to occur. Because of the difference in intensity of sedimentation in different areas, different areas would need dredging at different intervals.

The ILA agreement is effective through 2050 because of the need to establish a finite period to bind the agreement. The year of 2050 also aligns with the expiration of DNR leases that enable marinas to operate. At that time, marina leases would need to be renegotiated enabling an opportune time for the partners to meet and evaluate the effectiveness of sediment management and next steps. As the state was the major contributor to the problem (dam), the state assumes most of the cost for design, permitting, and construction. Existing dredging responsibilities by the marinas and Port of Olympia would continue to be each entity's responsibility valued at \$6.1 million in 2022 dollars. The collective responsibility of the costs associated with dredging is \$18.6 million. The state will fund a portion of that cost with the remaining amount allocated evenly between all Funding and Governance Work Group members

except the Squaxin Island Tribe which is not assuming any cost responsibility for equity and restorative justice reasons. The City of Olympia is assuming a 50% increase of the costs because of the City's proximity to the working waterfront and recreational benefits. Private marinas will contribute to funding for ongoing sediment management through 2050. The ILA reflects an escalation rate of 4.5% in costs based on timing of dredging activities. A provision in the ILA allows for a review of the escalation rate.

Ms. Larson outlined major activities of the Funding and Governance Work Group beginning in March 2024 to develop the proposed ILA. The meetings included a combination of group and individual meetings to ensure all concerns were addressed by each entity for review by the work group. The Port of Olympia and DES have signed the ILA.

Councilmember Althauser inquired as to whether the ILA affords any discretion to the design of the boardwalks and whether any community engagement has been completed or will be necessary for the boardwalks. Ms. Larson said some initial public meetings have been completed as the project moved through design. The next phase of design is to achieve 30% design that will include community engagement on the overall project design and to incorporate feedback throughout the process. A Community Sounding Board was established for the project represented by members of the communities to provide input.

Ms. Gardner-Brown offered that feedback would also be incorporated through primary channels beginning with a design partnership with the City of Tumwater. The City of Tumwater is considered a design partner specific to the development of the south basin. The project team has met with an interdisciplinary group from the City of Tumwater including Director Denney, City Administrator Parks, Director Smith, and other staff members to gain a better understanding of the desired key design criteria for boardwalks that supports the City of Tumwater's design goals. The Community Sounding Board includes representation from the Tumwater community. The goal is to continue communicating with the City on the design deliverables to review the development of the south basin boardwalks.

Councilmember Swarthout conveyed appreciation to DES and the project team for their efforts in developing the agreement and working with each entity to address concerns and needs. Ms. Larson responded that the effort has also received national attention.

Mayor Sullivan thanked the team for the presentation.

BUDGET WORKSHOP NO. 1:

City Administrator Parks said the briefing will provide the context for the budget process, introduce some priorities and challenges, and provide the

City's current financial status.

For this budget cycle, the process was revised internally with staff. Previously, directors worked on department budgets that were forwarded to the City Administrator, Finance Director, and the Mayor informing the decisions surrounding the development of the preliminary Mayor's budget. This year, the first step involved directors providing an initial draft of their department budget during a combined management team meeting to enable exchange of information and collaboration between the departments. The next step of the City Administrator, Finance Director, and the Mayor is working collaboratively with the management team to develop the final preliminary budget. Development of the budget is based on the Council's updated Strategic Priorities and Goals.

Tumwater's rate of growth is the second highest in Thurston County with the City of Yelm experiencing the most growth. Cultural diversity is increasing in Tumwater as reflected by 66% of students in the Tumwater School District identifying as white today. The figure reflects a decrease as 75% of students in the Tumwater School District in 2014/2015 identified as white. Diversity is an opportunity for the community while also recognizing that the expectations of service delivery by the community are changing.

Councilmember Jefferson asked whether the military population is identified in the population data. City Administrator Parks indicated that she could provide the information separately as it was not represented separately in the data provided to the Council.

With anticipated population growth, the City will require more housing units of approximately 3,000 housing units between 2024 and 2030 followed by 6,000 more units from 2030 to 2045. The need and obligation to accommodate all housing units presents a significant challenge for the community.

The City is experiencing increases in both employment and income, which increases the City's taxable retail sales. Conservative estimates of jobs in Tumwater number 27,000 with a projection of more than 37,000 jobs by 2045 in major employment sectors of state government, healthcare, retail, professional services, and manufacturing. Household income (as measured by Thurston Regional Planning Council) reflects that more than 50% of households in the City have an income of \$75,000 or more and nearly 40% have an income of \$100,000 or more. However, significant portions of households in the City are cost-burdened and have difficulty meeting needs. Poverty rates in the City are holding steady at 9% based on figures between 2012 and 2021. Taxable retail sales have grown from half a billion dollars to \$1.23 billion between 2013 and 2020.

City Administrator Parks shared comparative information on the City's organization between 2004 and 2024. Some figures are calculated and some are documented. The figures for 2024 are projected based on actual numbers to date. The number of City employees has increased, over 100 acres of parkland have been added, permits have increased to 1,000 annually, and calls for service for both fire and police departments have increased significantly. Water and sewer customers have also Over time, the changes in the community and in the increased. organization have resulted in a significant strain on City staffing resources. For example in 2004, the City processed 968 permits with 12 FTEs while in 2024, the City will process an estimated 1,900 permits with 13 FTEs. In 2004, four FTEs maintained 130 acres of parkland while in 2024, 5.5 FTEs maintain 230 acres of parkland. In addition to the increase in permits, employees must understand and evaluate an increasing number of laws and regulations when reviewing development proposals. Community expectations to provide higher levels of service are not keeping pace with existing resources creating some challenges.

The process for developing the budget has considered those primary challenges. The City is under resourced for existing demands nor able to provide services at the levels provided during the last decade. The City will need to consider existing lack of resources as well as ensuring the City is preparing for new growth.

City Administrator Parks stressed that increasing the level of maintenance to acceptable standards to address the backlog in maintenance of current assets would help avoid costly replacements. The many changes experienced in the community will require a multi-year approach. The budget stabilizes and balances the workload in 2025 and 2026, addresses gaps between funding and needs where possible, funds services and programs within City capabilities, and defers some needs to the future, as well as considering potential changes to the services offered. The proposed budget ensures a well-rounded approach to address the issues by exploring options for increasing revenue.

One of the strategies in 2025 is hiring a municipal finance professional to assist the City develop tools and processes that can address funding shortfalls and explore long-term funding options. Any changes that are identified will help inform as the City moves into the 2027/2028 budget. The 2029/2030 budget will refine and sustain the organization with the new tools and processes to continue moving forward to improve ways to identify and manage potential shortfalls when they occur to avoid large-scale changes in the future.

City Administrator Parks addressed questions pertaining to how hiring a financial consultant would assist in addressing the shortfall of FTEs.

City Administrator Parks said the intent for the municipal finance consultant is to consider all ideas, examine existing processes, and apply a much deeper level of technical expertise. The outcome could include short-term suggestions to resolve and catch up in a fiscally responsible manner and help the City identify long-term options and alternatives. A number of other jurisdictions have hired similar consultants, such as the City of Covington, which proved helpful to the city to identify various future growth needs and innovative and traditional alternatives.

Councilmember Jefferson recommended revising the description of the purpose of the municipal finance position to include investing in personnel or realigning and resetting to provide more clarity as to the intent.

Responding to the confusion of the terms "balancing and stabilizing," City Administrator Parks explained that the intent is not an implication that the City is unbalanced or unstable. However, the City has significant resource needs to meet the expectations of the community for the services provided by the City in all departments. The City is experiencing significant staffing needs, significant deferred maintenance, and significant steps necessary to accommodate future growth. The details of the budget will be included when the budget is presented to the Council over the next several weeks. She offered to answer any questions between Council worksessions on the budget.

The 2025/2026 budget priorities address increasing non-represented employee salaries to market rate, address staffing needs identified by departments, address deferred maintenance in parks and City facilities, and explore and implement various revenue options, financing strategies, and expense reductions, etc. Of the approximate 237 FTEs, approximately 110 FTEs are non-represented employees.

Director Niemeyer provided an update on the City's financial condition. He explained that during the development of the 2023/2024 budget, the forecast reflected a small recession. The budget forecasted a decline in revenue from the previous year coming out of the pandemic. The City experienced much stronger revenue and expenditures were on track with the forecast. The extra revenues created a higher ending funding balance than forecasted. Moving into 2024, revenues have exceeded the forecast with expenditure remaining on track resulting in a higher ending fund balance. The figures pertain only to the General Fund and do not include Capital Facilities Plan budgets or utilities.

The City is experiencing a slight decline in sales tax reflecting less growth than in previous years. The City financial condition at this time is good.

Director Niemeyer reviewed revenue and expenditure trends beginning in 2013 to the actual/forecast for 2024. Between 2019 and 2020, expenditures declined sharply because of the COVID pandemic and budget cuts to slow the growth in spending due to the uncertainty of revenue. Many of the budget reductions were restored after revenue receipts would not be affected. However, the pandemic job market and wage growth in many industries are contributing factors to the proposed non-represented salary survey. City expenditures are beginning to keep pace with revenues.

Nationally, with the expectation of a recession factored in the development of the 2023/2024 budget, the City no longer anticipates a recession as inflation is receding, unemployment is low, and the federal government cut the interest rate half a percent. The stock market continues to exceed record highs. However, prices of goods and services continue to be high in many sectors, unemployment is increasing from record lows, consumer debt is high with consumer demand cooling, and because it is a presidential election year there is much speculation and uncertainty.

For the City of Tumwater, the General Fund includes a high fund balance with virtually no debt with revenue forecasts strong. Alternatively, staff identified many needs of non-represented salaries, deferred maintenance, and additional FTEs. The City maintains a two-month reserve.

Director Niemeyer reviewed the trend of ending fund balance. The forecast for ending fund balance in 2024 is \$30 million which is the highest amount of any ending fund balance of the City.

Following additional clarification of the ending fund balance, Councilmember Agabi pointed out that expenditures are forecasted to be approximately the same as the ending fund balance.

Councilmember Dahlhoff inquired about previous budget presentations including a graph depicting a projection of the City falling from a financial cliff. Director Niemeyer said during the last biennium, the graph was included during the budget process; however, following discussion with City Administrator Parks and the Mayor it was acknowledged that the structural deficit highlighted in the graph is attributed to the cap of 1% in the increase of property tax, which does not keep pace with the City's growth demands. A structural deficit exists because of state law. Staff recommends a different direction for forecasting the financial condition in the future. Councilmember Dahlhoff said she prefers to retain the graph as it lends to the discussion of hiring another management position while there is a need for frontline employees who provide utilities and services. She does not foresee the need of another position in the executive branch of the City without the

benefit of the graph as it speaks to an ongoing conversation about the future of the City's financial condition.

Director Niemeyer explained that the position would not be a City employee but would serve as a consultant to assist the City in planning and identifying possible new sources of revenues to produce a 10-year financial plan with strategies and a model to utilize in the future.

Councilmember Jefferson requested information on the duties and responsibilities of the financial consultant in addition to the graph of the financial cliff.

Councilmember Dahlhoff commented that several years ago when the City discussed hiring a sustainability coordinator and an economic development manger, the goal of the economic development position was to assume some financial responsibilities. City Administrator Parks explained that the function of the position was responsible for developing strategies to improve the economy of the community. The proposed financial position would examine the finances of the City, potential financial strategies, and opportunities for increasing revenues over a tenyear period.

Director Niemeyer said the next steps include budget presentations during Council worksessions over the next several months, followed by two public hearings on the budget, consideration of the regular property tax levy for the City and the Tumwater Metropolitan Park District, fee schedule for consideration and adoption, with final adoption of the budget in early December.

MAYOR/CITY ADMINISTRATOR'S REPORT: Mayor Sullivan reminded everyone of the Falls Fest at Brewery Park at Tumwater Falls on September 28, 2024 and the Clean-Up Drop-Off event on Saturday, October 5, 2024 at City Hall.

ADJOURNMENT:

With there being no further business, Mayor Sullivan adjourned the meeting at 8:11 p.m.

Prepared by Valerie L. Gow, Recording Secretary/President Puget Sound Meeting Services, psmsoly@earthlink.net