

Appendix N

# Response to Comments

# Responses to Comments on the Draft Environmental Assessment Nisqually Tribe Quiemuth Village Mixed-Use and Fee-to-Trust Project

## 1.0 INTRODUCTION AND COMMENT LETTERS

An Environmental Assessment (EA) has been prepared to assess the anticipated environmental effects resulting from the acquisition by the U.S. Bureau of Indian Affairs (BIA) of a 174-acre property into federal trust status for the benefit of the Nisqually Indian Tribe (Tribe) (Proposed Action) and the subsequent development of a mixed-use project by the Tribe (Proposed Project). The August 2024 EA evaluated a reasonable range of alternatives to the Proposed Project (Alternative 1), including a recreation-heavy mixed-use development (Alternative 2), and no action (Alternative 3). A Notice of Availability (NOA) for the EA was published in the Olympian online and in print on September 18, 2024. The NOA announced that the EA was available for public and agency review for 30 days, ending on October 18, 2024. The NOA and EA were also posted on the project website at [www.nisquallyea.com](http://www.nisquallyea.com). The BIA received 15 comment letters during the public review period for the August 2024 EA (**Table 1** and **Attachment 1**).

In addition, in response to technical issues raised during the EA review period from the City of Lacey and Washington State Department of Transportation (WSDOT) related to transportation, these agencies were provided subsequent opportunities to comment on revised versions of the Transportation Impact Analysis (TIA). Three agency comment letters (A7, A8, and A9) were submitted after the close of the EA comment period in response to the limited recirculation of the revised TIA (**Table 1** and Attachment 1).

Substantive comments received on the August 2024 EA and the recirculated TIA are responded to within the sections below. Once an issue has been addressed in a response to a comment, subsequent responses to similar comments reference the initial response. It should be noted that the August 2024 EA is referred to as the “Draft” EA throughout this response to comments document to distinguish it from the Final EA, to which this document is an appendix.

**Table 1: Comment Log**

Log #	Name	Affiliation	Date Received
<b>Agency and Organization Letters</b>			
A1	Emily Bitalac, Senior NEPA Reviewer, Energy Sector Lead	U.S. Environmental Protection Agency, Regional 10	10/16/24
A2	Joe Thomas, ERTS & SEPA Coordinator	Department of Ecology, Southwest Region	10/17/24
A3	Steve Brooks, Fire Chief	Lacey Fire District 3	10/18/24
A4	Rick Walk and City Council, City Manager	City of Lacey	10/18/24

Log #	Name	Affiliation	Date Received
A5	Todd A. Mason, Public Works Development Review Manager	Thurston County Public Works	10/18/24
A6	Andrew Larson, Development Services Engineer	Washington State Department of Transportation	11/1/24
A7	Scott Egger, Public Works Director	City of Lacey	4/22/25
A8	Andrew Larson, Development Services Engineer	Washington State Department of Transportation	4/22/25
A9	Andrew Larson, Development Services Engineer	Washington State Department of Transportation	6/11/25
<b>Individual Letters</b>			
I1	Sean Robertson	NA	9/19/24
I2	Kristie Metz	NA	9/19/24
I3	Steven	NA	9/19/24
I4	Teresa Furrer	NA	9/19/24
I5	Samuel Ruetz	NA	9/19/24
I6	Rob Cavaliere	NA	9/19/24
I7	Jay Paulson	NA	9/20/24
I8	Dick Hergert	NA	9/25/24
I9	George Walter	NA	9/19/24

## 2.0 MASTER RESPONSES

### Master Response 1 – Traffic Impact Analysis Methodology

Following the receipt of comments on the Draft EA in October and November 2024, several issues regarding the methodology, assumptions, and tools used to evaluate transportation impacts of the Proposed Project were identified by the City of Lacey and WSDOT. One of the key issues raised was related to the travel demand model used to evaluate near-term and future-year traffic conditions. In response, Transpo Group (Transpo), the transportation engineering firm retained to prepare the TIA in support of the EA, consulted with City and Thurston Regional Planning Council (TRPC) staff to update the travel demand model to represent expected traffic growth generated by future anticipated development in the City. In addition, the future analysis years were updated to 2027 (instead of 2026) and 2050 (instead of 2027), consistent with TRPC's latest models. As a result of revising the models used to evaluate the Proposed Project's transportation impacts, intersection operation results, impact determinations, and mitigation measures were adjusted. These changes necessitated a limited recirculation of the revised Traffic Impact Analysis (TIA) to agencies with jurisdiction over study area roadways and intersections.<sup>1</sup> Subsequent to the limited recirculation of the revised TIA in April 2025, additional coordination occurred with the City and WSDOT through June 2025, during which many of the comments in Comment Letters

---

<sup>1</sup> A full recirculation of the EA was not necessary, as the revisions to the TIA did not result in any new significant effects.

A7, A8, and A9 were discussed resulting in further refinements to the TIA.

Apart from the modeling revisions described above, another key issue raised during the limited recirculation of the revised TIA was the analysis of the Marvin Road/I-5 ramp intersections. WSDOT raised concerns about the inconsistency of the Proposed Project's analysis results at these study intersections as compared to the results of the analysis conducted for the I-5 Marvin Road to Mounts Road – Corridor Improvements Project (I-5 M2M) in December 2024 and the Interchange Justification Report (IJR) at this diverging diamond interchange (DDI) conducted in 2015/2016. When comparing the Synchro analysis for the Proposed Project and the I-5 M2M project at the Marvin Road/I-5 ramp intersections, differences in intersection configuration were identified as the reason for the inconsistent operating results between the two projects. With respect to the IJR, the main factor in the inconsistency in operating conditions at the Marvin Road/I-5 ramp intersections was that different analysis tools were used to evaluate impacts at these study intersections – Synchro for the Proposed Project and VISSIM for the IJR.

After considering the above, it was determined that the Synchro methodology used to evaluate the Marvin Road/I-5 ramp intersections for the I-5 M2M should be applied to the Proposed Project, as this methodology has a) already been vetted and accepted by WSDOT, who has jurisdiction over these two study intersections, and b) doesn't require a new modeling tool be used. It is also worth noting that while the IJR analysis is older and uses a different modeling tool (VISSIM), traffic volumes forecast for the Proposed Project in both 2027 and 2050 future analysis years were found to be lower than those assumed in the IJR, which concluded that operating conditions at the DDI were acceptable. Please see **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**, below, for a more detailed discussion of this issue.

## Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results

WSDOT, in its comments provided on June 20, 2025, recommended that the model VISSIM be used to analyze operating conditions for the ramp terminals of the I-5/SR-510-Marvin Road diverging diamond interchange (DDI), per WSDOT modeling guidance (see Comment #A9-6). VISSIM is a microsimulation tool whereas the Village Mixed-Use development analysis was conducted using Synchro modeling software. Both software programs are able to calculate the average delay and equivalent LOS of the intersection; however, VISSIM provides a more comprehensive evaluation of the interchange as it allows for more detailed calibration of operations than Synchro. As such, it yields more accurate results reflecting the more complex flows and conflicting movements that occur within a DDI.

Additionally, WSDOT offered to provide technical documentation for the I-5 M2M project to be used to identify discrepancies between the Synchro analysis conducted for that project and that conducted for the Proposed Project (see Comment #A9-4). That project used VISSIM to evaluate mainline operations on I-5 but, similar to the Proposed Project, used Synchro to evaluate the I-5 ramp intersections. While they favor the use of VISSIM, WSDOT agreed that the Proposed Project's adoption of the Synchro methodology from the I-5M2M project would be acceptable and would yield more accurate results than those reported in the Draft EA for the I-5 ramp intersections.

Accordingly, the TIA and EA have been updated to reflect the operating conditions of the interchange intersections as predicted by applying the same Synchro methodology from the I-5 M2M project to the Proposed Project. The updated analysis resulted in an overall improvement in intersection operating conditions at the I-5/Marvin Road ramp intersections as compared to the results reported in the Draft EA. More specifically, the Marvin Road NE/I-5 Southbound Ramp intersection is now forecast to operate at

an acceptable LOS with implementation of the Proposed Project in both horizon years of 2027 and 2050. However, under the Year 2027 Combined Development traffic scenario (Alternative A of the Proposed Project plus the separately proposed casino project), the intersection is forecast to operate at LOS E, which does not meet WSDOT’s LOS standard of LOS D. To address this impact, a new mitigation measure has been included in the Final EA that, in combination with the previously identified mitigation measures (payment of traffic impact fees for regional transportation improvements, and implementation of a comprehensive Transportation Demand Management program), would further reduce the project impact at the Marvin Road/I-5 ramp intersections. The new mitigation measure would adjust the proposed land uses to reduce trip generation by at least 5 percent, which is the reduction needed to improve LOS conditions at the I-5/Marvin Road Southbound off-ramp intersection to acceptable operating conditions under the Year 2027 Combined Development traffic scenario. While this mitigation measure allows the flexibility to achieve the trip generation reduction through any adjustment to the size or intensity of the proposed land uses, one possible adjustment would be to replace the proposed truck stop at the southeast corner of the Project Site with a gas station with 10 vehicle fueling positions and a 10,000 square foot convenience store. This change in land use would remove a substantial number of truck trips from the roadway network, namely from the Marvin Road/I-5 ramp intersections. The Mitigation section of the revised TIA concluded that this possible adjustment to the proposed Alternative 1 land uses, or any other land use adjustment that would reduce project trips at the Marvin Road NE/I-5 Southbound Ramp intersection, would reduce delay at the intersection under the Year 2027 Combined Development traffic scenario enough to achieve LOS D conditions, which is WSDOT’s LOS standard at this location. The revised TIA and Final EA have been revised to include these mitigation measures.

Although not used in the updated intersection operation analysis of the revised TIA, it should be noted that the IJR prepared for the Marvin Road interchange assumed traffic volumes greater than those predicted in the TIA under Future (2027) conditions, including trips generated by pipeline projects and Alternative 1, Alternative 2, and Combined Development conditions. The LOS predictions in the IJR were calculated using a VISSIM model, and the results indicate that the interchange would operate acceptably with higher overall traffic volumes (i.e., total approach volumes) than would be generated by the project alternatives and pipeline projects in the year 2027, as well as TRPC-projected growth plus project volumes in 2050. The comparison between traffic volumes forecast for the Proposed Project and those forecast in the IJR at the Marvin Road interchange is provided in the revised TIA under the “Marvin Rd NE/I-5 SB Ramp Mitigation Analysis” heading.

## 3.0 RESPONSES TO AGENCY AND ORGANIZATION COMMENT LETTERS

### 3.1 Responses to Agency Comments Received during the Draft EA 30-Day Comment Period

#### Response to Comment Letter A1: U.S. Environmental Protection Agency

##### *Response to Comment A1-1*

The Final EA Table 1.6-1 and Table 2.1-9 have been revised to include information about the submission of the Notice of Intent for discharge authorization under the National Pollutant Discharge Elimination System (NPDES) Construction General Permit at least 14 days prior to construction.

### *Response to Comment A1-2*

As discussed in Draft EA Table 2.1-9 (Hydrology and Floodplains row), the Tribe will apply for coverage under the NPDES Construction General Permit from the U.S. Environmental Protection Agency (USEPA) under the Clean Water Act. Given that the remediation process described in Draft EA Section 2.1.6 will disturb more than one acre of soil, the NPDES permit will be obtained prior to remediation, and a Stormwater Pollution Prevention Plan (SWPPP) will be implemented to minimize potential stormwater impacts. The SWPPP will incorporate BMPs to prevent erosion and contamination of stormwater discharges. These measures, as outlined in Draft EA Table 2.1-9, include, but are not limited to:

- Temporary erosion control measures such as silt fences, sediment traps, fiber rolls, and vegetated swales.
- Stabilization practices, including temporary revegetation and proper management of topsoil.
- Scheduling of grading activities to minimize land disturbance during peak runoff periods.
- Spill prevention measures, proper storage of materials, and vehicle maintenance controls to prevent contamination.

Furthermore, potential water quality impacts related to the alternatives are addressed in Draft EA Section 3.7.3, which concludes that, with implementation of the SWPPP and BMPs outlined in Table 2.1-9, impacts to surface water quality would be less than significant. Because the Draft EA already provides a comprehensive discussion of stormwater management, erosion control measures, and water quality protection that would be implemented during the remediation and construction of the Project Site, additional discussion in the Final EA is not warranted.

### *Response to Comment A1-3*

As discussed in Draft EA Sections 2.1.6 and 3.7.2, all stormwater within the Project Site will be collected, treated, and infiltrated on-site. No stormwater will discharge beyond the Project Site or enter a municipal stormwater system. The proposed stormwater management system, which includes bioretention and infiltration facilities, has been designed to ensure that all runoff is retained and treated on-site, consistent with the City of Lacey Stormwater Design Standards Manual and the Stormwater Management Manual for Western Washington (Final EA Appendix D). Because stormwater will not leave the Project Site, a municipal stormwater permit is not required.

### *Response to Comment A1-4*

As described in Draft EA Section 2.1.6 and Appendix D, the proposed stormwater system incorporates green infrastructure and low-impact development (LID) techniques to manage stormwater on-site in accordance with the City of Lacey Stormwater Design Standards Manual and the Stormwater Management Manual for Western Washington.

These LID techniques include bioretention facilities and infiltration systems, which reduce stormwater runoff, promote infiltration, and improve water quality through natural processes. These design features align with the USEPA's Technical Guidance on Implementing the Stormwater Runoff Requirements for Federal Projects under Energy Independence and Security Act (EISA) § 438, which encourages the use of green infrastructure to maintain or restore predevelopment hydrology. Therefore, the stormwater management techniques that would be implemented as part of the Proposed Project are consistent with the USEPA's Technical Guidance on Implementing the Stormwater Runoff Requirements for Federal Projects under EISA § 438.

### *Response to Comment A1-5*

Comment noted. The Final EA has been updated to reflect the revised traffic analysis presented in Appendix H, which included updated level of service (LOS) results and mitigation measures for all impacted intersections. As a result of this updated analysis and expanded mitigation, the Final EA concluded that traffic impacts would be less than significant under both Alternatives 1 and 2 (see Final EA Section 3.12 for more details).

With respect to air quality, the analysis in Draft EA Section 3.3.3 concluded that the project alternatives would not result in significant air quality impacts. While Alternatives 1 and 2 would increase local traffic, emissions from these sources in combination with project stationary source emissions were not found to exceed thresholds for pollutant emissions or contribute to violations of National Ambient Air Quality Standards (NAAQS) established under the Clean Air Act.

Additionally, the Draft EA incorporated a range of design features and mitigation measures that would reduce vehicle emissions and improve air quality, including, but not limited to:

- Implementation of a transportation demand management (TDM) program, including shared parking strategies, transit coordination, and pedestrian/bicycle infrastructure.
- Incorporation of intersection improvements to reduce idling time and improve traffic flow.
- Inclusion of electric vehicle (EV) charging infrastructure, which will support the transition to lower-emission vehicles.

Taken together, these measures support the conclusion that the project would not cause or contribute to significant adverse air quality impacts, even with the increased traffic volumes modeled in the revised Appendix H.

### *Response to Comment A1-6*

Consistent with local agency guidance and industry standards, the traffic analysis presented in the Draft EA Section 3.12 Transportation and Circulation evaluated PM peak hour conditions. This analysis is representative of a worst-case scenario from a transportation and circulation standpoint, as it is during the PM peak hour when the highest level of background traffic volumes are present on study area roadways. Similar to the Average Annual Daily Traffic (AADT) metric, comparing PM peak hour traffic volumes at study area intersections for existing conditions (2023), and the two future analysis years (2026 and 2045) provides context for how much growth can be anticipated in the study area between 2023 and 2045. Please note that the Final EA has been updated to reflect a future analysis year of 2050 instead of 2045, consistent with the latest available future model year of the Thurston Regional Planning Council (TRPC) travel demand model.

### *Response to Comment A1-7*

Executive Order 14057 (Catalyzing Clean Energy Industries and Jobs Through Federal Sustainability) was revoked on January 20, 2025, by Executive Order 14154 (Unleashing American Energy). Therefore, discussion of implementing decarbonization measures in the Final EA is not required. However, as shown in Draft EA Table 2.1-9 and discussed in Draft EA Section 3.2.3, the project incorporates multiple green building and sustainability measures to reduce waste, conserve energy, and minimize GHG emissions. Specific sustainability measures incorporated into the project include:

- Energy efficiency and electrification – Use of energy-efficient lighting and appliances, and electric boilers and appliances where practicable to reduce emissions.
- Sustainable transportation – Installation of EV-capable and EV charging spaces, use of clean fuel fleet vehicles, and preferential parking for carpools and vanpools.
- Waste reduction – Implementation of recycling and composting programs, and a commitment to reduce solid waste by at least 50%.
- Water conservation – Use of low-flow appliances, drought-resistant landscaping, and water conservation signage.

For further details on GHG analysis, please refer to Draft EA Sections 3.2.3.

*Response to Comment A1-8*

Comment noted. If the Project Site is taken into federal trust for the benefit of the Tribe, then the Tribe will have regulatory authority in regards to building codes, as opposed to Washington State or other local municipalities. As described in Draft EA Section 2.1.1, the current Nisqually Building Code (Nisqually Tribal Code Section 54.01.200) is generally consistent with the 2018 International Building Code (IBC). Amendments to the Nisqually Building Code are at the discretion of the Tribe. No significant environmental impacts from abiding by the Nisqually Building Code were identified in the Final EA; therefore, additional discussion in the Final EA is not warranted.

*Response to Comment A1-9*

As shown in Draft EA Table 2.1-9, Alternative 1 will comply with all applicable Underground Storage Tank (UST) regulations under 40 CFR Part 280. This means the USTs associated with the travel center will not only meet USEPA performance standards for new UST systems but also, in accordance with USEPA registration requirements under 40 CFR 280.22, the Tribe will notify the USEPA within 30 days of bringing the USTs into use by submitting USEPA Form 7530-1. This notification will provide the USEPA the opportunity to coordinate with the Tribe for technical compliance assistance that could include requesting a USEPA inspector to be present during installation, as recommended by the commenter.

For further details on the UST analysis and compliance, please refer to Draft EA Section 3.6 and Table 2.1-9.

*Response to Comment A1-10*

Executive Order 14096 has been rescinded by Executive Order 14148 as of January 20, 2025. However, the Draft EA remains consistent with Executive Order 13045. The Draft EA has evaluated environmental health risks and incorporates measures that ensure soil safety standards are met. The soil remediation measures, as described in Draft EA Section 3.6.3 and Appendix E, under the TSP Cleanup Action Plan have been designed to minimize exposure to residual contamination and to meet WDOE standards that are protective of human health for all uses. Alternative 2, which includes a school and playfield, will comply with the TSP Cleanup Action Plan and thus WDOE cleanup guidelines. The remediation process, as described in Draft EA Section 2.1.6, includes soil blending to dilute lead and arsenic concentrations to acceptable levels and additional compliance sampling to confirm that cleanup levels are met prior to development. Therefore, potential lead and arsenic exposure risk to children would be reduced to less than significant levels, and no additional discussion is required in the Final EA.

For further details, please refer to Draft EA Sections 2.1.6 and 3.6, as well as Draft EA Appendix E.

### *Response to Comment A1-11*

Comment noted. While Alternative 2 proposes a school and playfield, NEPA typically does not require an analysis of a project's impact on itself unless broader environmental implications exist. However, as discussed in Draft EA Section 3.9.3, the noise analysis evaluated potential noise impacts on sensitive receptors in the vicinity of the Project Site and this can be applicable to the onsite school and playfield.

As discussed in Draft EA Section 3.9.2 and noted in the comment, the dominant noise source in the area is traffic on I-5, with ambient noise levels along the southern boundary of the Project Site estimated at approximately 60 dBA  $L_{eq}$  over a 24-hour period. The noise analysis in Draft EA Section 3.9.3 concluded that project-related traffic would not result in a perceptible increase in noise (i.e., a 3 dBA or greater increase) nor exceed the federal noise abatement criteria of 67 dBA  $L_{eq}$  for sensitive receptors. Since the projected traffic noise increase is minimal for off-site receptors, noise levels at the proposed school and playfield under Alternative 2 are also expected to remain within acceptable levels. Additionally, noise from non-traffic-related sources, such as HVAC equipment and parking areas, would remain below significant thresholds due to attenuation over distance and the incorporation of standard noise abatement measures in Draft EA Table 2.1-9.

## **Response to Comment Letter A2: Washington Department of Ecology**

### *Response to Comment A2-1*

As outlined in Draft EA Table 2.1-9, a Solid Waste Management Plan will be developed during construction to ensure proper handling, transport, and disposal of construction and demolition debris in compliance with federal, state, and local regulations. Debris removed from the site will be taken to an approved facility, such as the Roosevelt Regional Landfill, which has sufficient capacity to accommodate project-related waste, as analyzed in Draft EA Section 3.13.3. Additionally, as discussed in Draft EA Section 3.6.3 and Appendix E, all excavated soil will be subject to testing requirements under the TSP Cleanup Action Plan to ensure compliance with WDOE cleanup guidelines before reuse or disposal.

Because the Draft EA already addresses soil testing, waste management, and compliance measures, additional discussion in the Final EA is not warranted.

For further details, please refer to Draft EA Sections 2.1.9, 3.6, and 3.13, as well as Draft EA Appendix E.

### *Response to Comment A2-2*

The WDOE Opinion Letter, provided as Draft EA Appendix E-3, confirms that WDOE previously determined that no further remedial action will be required beyond the proposed cleanup procedures outlined in Draft EA Appendix E-1, the TSP Cleanup Action Plan. While WDOE does not have permitting authority over tribal lands, the Tribe may voluntarily consult with WDOE on the development of lot-specific clean-up plans. The Final EIS has been revised to include this voluntary consultation as a BMP in Table 2.1-9.

## **Response to Comment Letter A3: Lacey Fire District 3**

### *Response to Comment A3-1*

Comment noted. For further details regarding fire protection and emergency medical services, please refer to Final EA Section 3.10 and Section 4 (Mitigation Measure PS-1).

## Response to Comment Letter A4: City of Lacey

### *Response to Comment A4-1*

Comment noted. Detailed responses to the commenters' issue areas are addressed in **Response to Comments A4-2 to A4-71**.

### *Response to Comment A4-2*

Comment noted. As described in the Draft EA Section 2.2, Alternative 2 includes a 200,000-square-foot indoor recreation facility.

### *Response to Comment A4-3*

Comment noted.

### *Response to Comment A4-4*

Comment noted. Section 1.a of the executed Cooperation Agreement between the City and the Tribe that acknowledges that the Tribe intends to hire new Nisqually Police officers to serve the Project Site, and that the Tribe and City will make good faith efforts to negotiate interlocal and mutual aid agreements for the coordination of law enforcement. The number of officers and their positions will be commensurate with the pace at which development of the Project Site will occur and will be coordinated with the City in accordance with the Cooperation Agreement and future interlocal and mutual aid agreements.

### *Response to Comment A4-5*

Comment noted. Final EA Section 3.10.3 has been revised to remove the officer-to-population ratio comparison in the environmental impact analysis for law enforcement.

Regarding the potential impacts on public safety resources, including law enforcement staffing models, felony investigations, evidence storage, prisoner processing, administrative impacts, and jurisdictional coordination, Draft EA Section 4 includes a mitigation measure requiring the Tribe to make good faith efforts to enter into a service agreement with the City of Lacey and/or Thurston County for law enforcement coordination. This agreement will identify scenarios for addressing the payment of actual costs for investigation, prosecution, and court administration. Additionally, the agreement shall include provisions for annual meetings with the Lacey Police Department, if requested, to enhance coordination on public safety matters, including joint training opportunities, accreditation standards, reporting requirements, and impacts on police district staffing.

### *Response to Comment A4-6*

Comment noted. Please refer to the **Response to Comment A4-5** with regards to the officer-to-population ratio and negotiations for law enforcement services.

### *Response to Comment A4-7*

Comment noted. Please refer to the **Response to Comment A4-5** with regards to the officer-to-population ratio and negotiations for law enforcement services. The City's suggestions regarding cross-training and joint-training topics, police credentialing, facility use, and documentation practices may be considered as part of these future discussions between the Tribe and the City. However, the Final EA cannot predetermine the specific terms of the service agreement or the scope of coordination efforts included as mitigation in Draft EA Section 4.

*Response to Comment A4-8*

Comment noted. Please refer to the **Response to Comment A4-5** with regards to the officer-to-population ratio

*Response to Comment A4-9*

As stated in Draft EA Section 3.11, prior to the consideration of any positive effects of Alternative 1, the foregone property taxes of the Project Site parcels equate to approximately 0.05% of Fiscal Year 2023 property taxes. This effect would be partially offset by approximately \$12.1 million in additional State and local tax revenues that would be generated by Alternative 1. The text of EA Section 3.11 has been clarified to indicate that \$2.2 million of this estimated increase in tax revenues would be sourced from property taxes stimulated by secondary (i.e., indirect and induced) activities. The remainder would be sourced from sales taxes and other sources. The commenter is correct that Alternative 1 does not generate any direct property taxes. The text of EA Section 3.11 has also been modified to identify mitigation measures that would be implemented to compensate Lacey Fire District #3, the City and/or County for fiscal impacts.

*Response to Comment A4-10*

The Traffic Impact Analysis (TIA) erroneously applied a WSDOT threshold to determine the level of significance of the project impact at the Marvin Road NE/Britton Parkway NE roundabout. The roundabout is located fully within the City of Lacey's jurisdiction and, therefore, only the City's threshold should have been used. This error has been corrected in the revised TIA, which is included as Appendix H to the Final EA. Using the correct threshold of LOS D, the Final EA no longer identifies a significant project impact at the Marvin Road NE/Britton Parkway NE roundabout for any of the project alternatives, as the LOS is forecast to remain below the threshold. Please note that the Final EA includes two mitigation measures to address increased delay caused by the Proposed Project at the Marvin Road NE and Britton Parkway roundabout, as well as several additional study intersections located within Strategy Corridors. The first mitigation measure requires the payment of traffic impact fees for regional transportation infrastructure enhancements that would relieve congestion and improve operations at study intersections. The second mitigation measure requires implementation of a Transportation Demand Management (TDM) plan, including transit improvements, pedestrian enhancements, carpool/vanpool coordination, and alternative mode incentives. While not required to address a significant impact at the Marvin Road NE/Britton Parkway NE roundabout, implementation of these mitigation measures will reduce the Proposed Project's contribution to delay at this intersection and throughout the study area.

*Response to Comment A4-11*

The City's concurrence with the Draft EA conclusions regarding parks and recreation services is noted.

*Response to Comment A4-12*

Comment noted. The Final EA Appendix B and Appendix C have been revised to indicate that the new City wells may not be complete until 2030.

*Response to Comment A4-13*

Comment noted. Please refer to the **Response to Comment A4-23** for information regarding reclaimed water infrastructure.

*Response to Comment A4-14*

Comment noted. The Draft EA evaluates the feasibility, adequacy, and potential impacts of an on-site groundwater supply under Section 3.7.3, as well as in Appendix B of Appendix C, the hydrogeological technical memorandum by Coho Water Resources. The Draft EA analyzed the long-term effects to the extent feasible at the project level. The hydrogeology memo directly addressed the possibility of drawdown at the City's Betti Well, which is approximately 2,475 feet from the Project Site. The analysis concluded that the maximum estimated drawdown at the Betti Well would be approximately 3.5 feet under Alternative 2 (worst-case scenario), which is well within its operational capacity because the well is known to sustain a drawdown of up to 66 feet with approximately 120 feet of available drawdown.

As also noted in Draft EIS Section 3.7.3 and the hydrogeology memorandum, the TQu aquifer—proposed for use by Alternative 1 and 2—is hydraulically separated from the shallower aquifers potentially affected by LOTT reclaimed water. While tracer studies indicate possible vertical connectivity in some areas, such conditions are site-specific. To address uncertainty and potential long-term impacts, Draft EA Section 4 includes the following mitigation measures:

- Prohibiting well siting within 2,700 feet of the Betti Well.
- Developing a test well and conducting a hydrogeologic study to evaluate sustainable yield and connectivity with neighboring wells and streams.
- If significant groundwater impacts are identified, implementing a mitigation program that may include reclaimed water use, water rights acquisition, or participation in local groundwater offset projects.

These measures ensure that groundwater withdrawals would not result in significant adverse impacts to the City's Betti Well or to the broader aquifer system.

*Response to Comment A4-15*

Comment noted. Clarifications regarding reduction in wastewater discharge versus wastewater flow have been made to Final EA Appendix B, and Final EA Table 2.1-6, Table 2.2-3, and Section 3.11.3 for consistency with Draft EA Appendix C.

*Response to Comment A4-16*

Comment noted. Final EA Appendix B has been revised to clarify the 24-inch sewer line operator and owner is the City

*Response to Comment A4-17*

Comment noted. Mitigation Measure UTIL-2 in Draft EA Section 4 ensure the Tribe will negotiate a service agreement with the City and LOTT to provide wastewater service to the Project Site—including payment for service and any required infrastructure upgrades—if the off-site treatment option is selected by the Tribe.

*Response to Comment A4-18*

As described in Section 2.1.6 of EA Appendix C, the design wastewater flows were based on the projected daily flows plus peaking factors. Design wastewater flows, in gallons per day (gpd) and gallons per minute (gpm) are provided in Section 2.1.6 of EA Appendix C.

*Response to Comment A4-19*

Comment noted. Please refer to the **Response to Comment A4-41** for information regarding potential impacts of treated wastewater infiltration on groundwater quality and the City's Betti Well. As explained therein, the Final EA has been revised to include Mitigation Measure WR-2, which requires a tracer study and site-specific hydrogeologic analysis to confirm subsurface flow direction prior to any on-site discharge of treated effluent. The measure also mandates the installation of a groundwater monitoring network to provide early detection of potential aquifer impacts. These actions would ensure that treated wastewater infiltration will not result in significant effects to groundwater quality or nearby drinking water supplies.

*Response to Comment A4-20*

Comment noted. The Draft EA Appendix D evaluated stormwater treatment for the alternatives in detail, including specific measures to protect groundwater quality. As described in Section 5.0 of Draft EA Appendix D, the alternatives include bioretention systems sized for enhanced treatment. Runoff from the Travel Center under Alternative 1, including all pollution-generating surfaces, will be routed through bioretention cells designed using the Western Washington Hydrology Model (WWHM2012). These facilities were selected because they provide enhanced pollutant removal, including for compounds such as 6PPD-Quinone, and because infiltration-based treatment is known to be more effective at removing dissolved pollutants that are of concern for groundwater recharge areas.

For additional information, on stormwater treatment and impacts, please refer to Draft EA Section 3.7.3 and Appendix D. For information on groundwater withdrawal impacts on the Betti Well, please refer to the **Response to Comment A4-35**.

*Response to Comment A4-21*

Comment noted. The Draft EA assumes natural turf for planning purposes, but the use of artificial or natural turf will be decided during the final design. Draft EA Appendix C performed water demand analysis for both water supply options (on-site and off-site) and was based on conservative assumptions that incorporate irrigation for all landscaping and open space, including the proposed sports fields under Alternative 2. While the analysis in the Draft EA or Draft EA Appendix C did not explicitly separate the irrigation demand for sports fields from other landscaped areas, the total irrigation demand was modeled to capture peak daily and peak hourly water use for the entire Project Site under the worst-case scenario (Alternative 2, without the use of reclaimed water). This ensured that potential infrastructure needs for water supply, including pumping and storage capacity, were evaluated at a systemwide level. Therefore, no edits to the Final EA are required. For additional information on water usage calculations, please refer to Draft EA Appendix C.

*Response to Comment A4-22*

Comment noted. Coordination between the City and the Nisqually Indian Tribe regarding water service logistics would occur during future phases of project planning and permitting.

With respect to infrastructure for the off-site water supply option, an easement across I-5 would only be required if the Project Site waterline connection occurs water main under the Wal-Mart property. If the connection remains within WSDOT and City right-of-way, only a WSDOT franchise agreement would be required, assuming the City would permit construction of a City-owned facility within their right-of-way.

*Response to Comment A4-23*

Comment noted. It is generally anticipated that should reclaimed water become available, it would be used for irrigation and other appropriate purposes. As described in Draft EA Section 2 and detailed in Section 1.2 of Draft EA Appendix B, reclaimed water sources are not currently available to serve the Project Site; however, future use may be feasible following the planned upgrades to the Martin Way Water Reclamation Plant anticipated in 2035. At that time, the Tribe would coordinate with the City and LOTT to establish reclaimed water connections to serve existing or proposed land uses based on the actual quality of effluent, applicable regulations at that time, and available technologies—all of which are expected to evolve. At this time onsite infrastructure required to utilize the reclaimed water would be determined.

Given that off-site reclaimed water production through LOTT is not under the Tribe's control, the Draft EA evaluated water supply impacts under two scenarios: one assuming reclaimed water is available, and one assuming it is not. For additional details, please refer to Draft EA Section 3.13. As noted therein, Mitigation Measure UTIL-1 (detailed in Draft EA Section 4) would reduce water supply impacts to a less-than-significant level under either scenario.

*Response to Comment A4-24*

Comment noted. Draft EA Table 2.1.3 presented representative wastewater characteristics based on LOTT averages for the City of Lacey from the City's General Sewer Plan and is intended to inform conceptual-level analysis. Should the on-site wastewater treatment plant (WWTP) option be implemented, a detailed design report will be prepared based on anticipated influent conditions specific to the project alternative. This report would refine the wastewater characterization using project-specific data and ensure that the treatment system is appropriately designed to meet all applicable discharge standards.

*Response to Comment A4-25*

Comment noted. Please refer to **Response to Comment A4-23** for availability of reclaimed water usage. The use of reclaimed water for toilet flushing and fire suppression systems is discussed in Section 2.2 of Draft EA Appendix C. Overall, this option is considered unlikely due to the additional cost of dual-plumbing for both potable and reclaimed water compared to the relatively small volume of reclaimed water that would be used for these purposes. With regards to the use of reclaimed water in heating, ventilation, and air conditioning (HVAC) system, it is generally not recommended due to potential challenges, including the buildup of bacterial or organic matter on heat exchangers and the risk of corrosion. Corrosion, in particular, can lead to fouling with iron scale. However, if the quality of the reclaimed water is sufficient to mitigate these concerns, its use in HVACs systems may be considered during final building design.

Nevertheless, this potential application will be evaluated further during final design to assess whether the cost-benefit balance supports its implementation.

*Response to Comment A4-26*

Comment noted. The 2 MGD infiltration capacity cited in the EA is a conservative planning estimate based on operational limitations described in multiple sources. While the Hawks Prairie Recharge Basins are technically capable of infiltrating up to 5 to 8 MGD, as noted in the Phase 2 Master Planning Report (Brown and Caldwell, 2022), their long-term function depends on a rotational operating plan that allows the sand beds to rest and recover. According to the Hawks Prairie Satellite Facility Basis of Design Report (2003), the basins are to be operated in 7-day cycles—7 days on, 7 days off—which effectively halves the usable

capacity at any one time. When this operational model is applied, only about 50% of the basins are infiltrating at a given time, reducing practical, continuous infiltration capacity to around 2.5 MGD. To remain conservative, the EA uses 2 MGD as a planning-level assumption for infiltration, recognizing the need to avoid overestimating site performance and to allow for flexibility in final design. Therefore, the 2 MGD figure is not the maximum system capacity, but rather a realistic, conservative estimate that takes into account maintenance, operational cycling, and existing reclaimed water allocations. This estimate is appropriate for preliminary impact analysis and facility sizing, but further site-specific engineering and coordination with LOTT would occur at the time of facility design to verify the actual infiltration capacity needed and available.

Onsite subsurface conditions, including till layers in portions of the surrounding area, may influence infiltration rates at the Project Site. This concern is specifically addressed in the geotechnical and infiltration evaluation by Haley & Aldrich, included as Appendix E of Draft EA Appendix C, which evaluated historical boring logs and site-specific infiltration testing. Their findings indicate spatial variability in infiltration rates across the Project Site, with localized areas of higher and lower permeability. Based on this analysis, the report supports the feasibility of distributed, shallow infiltration systems in many areas of the site and recommends site-specific infiltration testing at the design stage to determine final sizing and placement.

In summary, the infiltration capacity cited in Draft EA Appendix C is intentionally conservative, and final facility sizing for the Project Site would be refined through engineering design and coordination with LOTT, the City, and relevant agencies if the infiltration option is selected.

*Response to Comment A4-27*

Comment noted. The LOTT Reclaimed Water Infiltration Study included as Appendix A of Draft EA Appendix C reported detectable levels of N-Nitrosodimethylamine (NDMA) in groundwater downgradient of LOTT's infiltration facilities. While NDMA was not detected in LOTT's Class A reclaimed water at the point of production, the study states that further investigation may be needed to determine the source of the NDMA observed in the aquifer, such as whether it is forming as a byproduct of treatment process or entering the influent itself. As such, the information in Draft EA Appendix C regarding NDMA leaching into the aquifer from reclaimed water is consistent with the findings in the LOTT Reclaimed Water Infiltration Study.

*Response to Comment A4-28*

Comment noted. There are no existing wells on the Project Site, and if the Tribe elects to proceed with drilling a new on-site well as described under Water Supply Option 2 in Draft EA Section 2.1.2, the well system would be completed in accordance with federal regulations and guidance and not subject to WDOE approval.

*Response to Comment A4-29*

Comment noted. The Final EA Appendix B and Appendix C has been revised to indicate that the new city wells may not be complete until 2030.

*Response to Comment A4-30*

Comment noted. Mitigation Measure UTIL-1 in Draft EA Section 4 would ensure the Tribe negotiations a service agreement with the City of Lacey for water services, including necessary upgrades or renovations required to extend service to the Project Site. Descriptions of potential off-site water supply and Nisqually Tribe Quiemuth Village Mixed-Use and Fee-to-Trust Project

wastewater improvements are provided in Draft EA Appendix B Sections 1.2 and 1.3, respectively, and the locations of the potential improvements are shown in Draft EA Figure 6. Potential effects of these off-site improvements are described in Draft EA Section 3.15.

*Response to Comment A4-31*

Comment noted. The Draft EA does not assume that the on-site water distribution or wastewater collection infrastructure would be owned or operated by the City of Lacey. For scenarios where the Tribe would connect to City utilities, the infrastructure required and the subsequent ownership, operation, and maintenance responsibilities of this infrastructure would be subject to negotiations between the City and the Nisqually Indian Tribe. These service agreements negotiations have been included as Mitigation Measure UTIL-1 and UTIL-2 in Draft EA Section 4 to reduce potential impacts related to Option 1 for water and wastewater impacts (see Draft EA Section 3.13.3 for addition information on these impacts).

*Response to Comment A4-32*

Comment noted. Please refer to the **Response to Comment A4-31** regarding infrastructure upgrades. The potential need for two 67-foot diameter, 25-foot-tall storage tanks with a combined capacity of approximately 1,300,000 gallons and an associated booster pump was contemplated in the event that Alternative 1 is operational prior to the installation of the new municipal well projects (Section 1.2 of Draft EA Appendix B). Should it be ultimately negotiated that on-site storage and pumping capacity for the proposed irrigation demand would be provided, it is assumed that impacts would be similar to those discussed in relation to the two potential 67-foot diameter, 25-foot-tall storage tanks.

*Response to Comment A4-33*

Comment noted. Please refer to the **Response to Comment A4-31** regarding infrastructure.

*Response to Comment A4-34*

Comment noted. Please refer to the **Response to Comment A4-31** regarding infrastructure.

*Response to Comment A4-35*

A hydrogeologic technical memorandum, prepared by licensed hydrogeologists at Coho Water Resources and included as Appendix B of Draft EA Appendix C, evaluated potential groundwater impacts. The technical memorandum analysis was based on review of available geologic data, regional well logs, and aquifer characteristics to assess the feasibility of groundwater withdrawals from the underlying aquifers. The report concluded that a reliable supply is likely available in the TQu, and that no significant impairment to neighboring wells is anticipated under the modeled demand scenarios. As described in Draft EA Section 4 under Mitigation Measure WR-1, if the Tribe selects the on-site water supply option, a test well will be constructed, and a site-specific hydrogeologic study will be performed to evaluate the aquifer's capacity and connectivity to nearby wells and surface waters. If that study identifies the potential for significant drawdown or impairment, a mitigation plan would be developed and implemented. This would reduce impacts to neighboring groundwater wells to less than significant.

*Response to Comment A4-36*

Comment noted. As stated in Draft EA Appendix C (page 24), there are localized areas where iron and manganese exceed the US EPA's secondary maximum contaminant levels. While manganese is not currently a federally regulated contaminant, the system was designed to accommodate treatment should regulatory standards change. If the USEPA finalizes a maximum contaminant level for manganese prior to Nisqually Tribe Quiemuth Village Mixed-Use and Fee-to-Trust Project

plant construction, treatment for manganese would be implemented as a required component of the final water treatment system.

*Response to Comment A4-37*

Comment noted. LOTT's current planning documents indicate that the Martin Way Reclaimed Water Plant is projected to ultimately produce up to 5 million gallons per day (MGD) of reclaimed water. Of that, approximately 1.3 MGD is reserved for the Cities of Lacey and Olympia to satisfy water rights mitigation requirements, and an additional 0.3 MGD is needed for the maintenance of the Hawks Prairie Ponds. This would leave up to 3.4 MGD of reclaimed water potentially available for other uses, including the proposed project. However, the timing of Martin Way facility improvements—along with any additional future contractual obligations LOTT may enter into—will ultimately determine how much reclaimed water is available and when it can be delivered. These factors are acknowledged in the Draft EA, which evaluated scenarios with and without reclaimed water to provide flexibility depending on LOTT's delivery schedule and regional supply conditions.

*Response to Comment A4-38*

Comment noted. Irrigation demand is assumed to occur throughout the day, rather than in a single, concentrated period. The reclaimed water reservoir would therefore be continually replenished during periods of irrigation. In practice, irrigation systems are likely to operate at staggered times throughout the day, further mitigating the potential overlap between irrigation and emergency fire demand. Furthermore, as also described on page 25 of Draft EA Appendix C, the system design may include the option to supplement reclaimed water with potable water if reservoir levels drop below a predetermined threshold. Final design will account for both typical irrigation patterns and emergency storage needs to ensure adequate capacity is maintained.

*Response to Comment A4-39*

Comment noted. This sewer line is identified as a potential off-site improvement on Draft EA Figure 6 and Drawing E2.0 of Draft EA Appendix C. As with other off-site improvements, additional studies or upgrades to address system conditions—such as backwater effects or capacity constraints—would be addressed through future coordination and negotiations between the City and the Tribe regarding the provision of municipal services, which has been included as Mitigation Measure UTIL-2 in Draft EA Section 4. Potential effects of these off-site improvements are described in Draft EA Section 3.15.

*Response to Comment A4-40*

Comment noted. The existing 24-inch gravity sewer line referenced was identified as a potential off-site improvement on Draft EA Figure 6 and Drawing E2.0 of Appendix C, and off-site infrastructure studies or upgrades would be the subject of negotiations between the City and the Tribe regarding the provision of municipal services. To ensure such coordination occurs, Mitigation Measure UTIL-2 in Draft EA Section 4 specifies that the Tribe will negotiate a service agreement with the City and LOTT for wastewater service and infrastructure upgrades to the Project Site. This measure ensures that any potential adverse effects related to system capacity would be addressed in coordination with the City and LOTT prior to service provision.

*Response to Comment A4-41*

Comment noted. As stated in the Hydrogeological Report (Appendix B of Draft EA Appendix C; see Figure 5), the Project Site is located outside the 5-year capture zone of all City of Lacey wells, including the Betti

Well. The ultimate fate of any infiltrated reclaimed water depends on the infiltration method (e.g., deep well injection versus surface infiltration basins) and the specific aquifer layers encountered. The TQu, Qga, and Qpg aquifers exhibit distinct flow directions, and their characteristics will influence contaminant movement. Furthermore, preliminary data indicates that the Qga aquifer, into which reclaimed water would initially infiltrate, flows west and south—away from the Betti Well, which draws from the Qpg and possibly TQu aquifers. This means that reclaimed water would undergo additional natural filtration before reaching deeper aquifers, and any risk of migration toward the Betti Well would be reduced by soil polishing and layered aquifer dynamics.

However, to further mitigate potential risk associated with onsite discharge of treated effluent under Wastewater Option 2 for the project alternatives, Mitigation Measure WR-2 has been incorporated into Final EA Section 4. At the time of wastewater treatment plant and effluent discharge design, additional hydrogeologic studies would be performed, including tracer studies to better characterize subsurface flow paths and assess potential risks to nearby water supplies. As part of this process, a groundwater monitoring plan would be developed to track water quality conditions over time. This plan will likely be similar to the monitoring approach used at the Hawks Prairie reclaimed water site and include wells along the property perimeter and potentially off-site, depending on access agreements. Groundwater quality will be monitored in accordance with Chapter 173-200 WAC (Water Quality Standards for Groundwaters of the State of Washington). If reclaimed water or groundwater testing shows unacceptable concentrations of specific contaminants, additional treatment—such as ozone, activated carbon, or reverse osmosis—can be implemented to prevent degradation of aquifer quality. With implementation of this Mitigation Measure WR-2, impacts to groundwater quality due to treated wastewater discharge would be less than significant.

#### *Response to Comment A4-42*

As described in the Draft EA Section 2 and Draft EA Appendix C and Appendix D, no direct discharge into surface waters is proposed under the project alternatives for the on-site wastewater treatment option or the stormwater management system. All stormwater is designed to be collected, treated, and fully infiltrated on site, consistent with the 2022 City of Lacey Stormwater Design Manual and the Stormwater Management Manual for Western Washington. Additionally, the use of reclaimed water for washdown of impervious surfaces is not proposed. This is both to avoid the risk of reclaimed water entering the stormwater system and because such practices can promote bacterial or organic buildup on hard surfaces, leading to slippery conditions and safety concerns.

#### *Response to Comment A4-43*

The commenter's recommendation to conduct soil testing and infiltration analysis at the specific infiltration facility locations will be implemented as described in Section 6.1 of the Draft EA Appendix D and supported by geotechnical data in Appendix E of the Draft EA Appendix D (Section 5.5). As explained therein, additional site-specific testing—including pits, trenching, borings, and other in-situ methods—will be completed during the final design phase. This testing will be conducted in accordance with Section 7.2 of the City of Lacey 2022 Stormwater Design Manual to confirm infiltration feasibility and inform any necessary design adjustments.

#### *Response to Comment A4-44*

Comment noted. The project alternatives would use shallow infiltration trenches and bioretention cells as the primary methods of stormwater management, consistent with the City's preference to avoid deep infiltration. As described in Section 6.0 of Draft EA Appendix D, deep infiltration systems—such as dry

wells extending beyond 20 feet or penetrating the upper till layer—are not preferred and are considered a last-resort contingency. In addition to environmental considerations, deep systems are also cost-prohibitive, further discouraging their use. This contingency was only included due to the presence of perched groundwater and localized areas of low infiltration capacity in the upper soil layers, as documented Appendix E of Draft EA Appendix D. However, the Project Site contains higher permeability areas suitable for stormwater facilities, thereby minimizing the likelihood of needing deep infiltration systems.

*Response to Comment A4-45*

Comment noted. The project voluntarily aligns with the City of Lacey’s 2022 Stormwater Design Manual, which is based on Ecology’s 2019 Western Washington Stormwater Management Manual, to the extent feasible. While the Project Site will be held in federal trust and therefore not subject to local jurisdictional requirements, the Draft EA incorporates these standards to ensure consistency with local and regional best practices for protecting water resources and managing runoff quality and quantity.

*Response to Comment A4-46*

Comment noted. The Tribe operates a building department that oversees construction and safety and compliance inspections. Coordination with the City will occur in accordance with the Cooperation Agreement.

*Response to Comment A4-47*

Comment noted. Enhanced treatment via bioretention has been incorporated throughout the site design. As detailed in Sections 5.1 and 5.2 of Final EA Appendix D, bioretention cells have been modeled using WWHM 2012 and designed to meet both the treatment volume and facility configuration criteria set forth in Section 7.4.4 of the 2022 Stormwater Design Manual for enhanced treatment. These measures ensure that the project alternatives satisfy the City’s enhanced treatment expectations for stormwater management in sensitive recharge areas.

*Response to Comment A4-48*

Comment noted. The required bioretention footprints were sized to be consistent with the 2022 City of Lacey Stormwater Design Manual depth guidelines. As specified in Section 5.2 of the Final EA Appendix D and the WWHM model results provided in Appendix B of Draft EA Appendix D, the bioretention cells were modeled using a maximum ponding depth of 12 inches, consistent with the 2022 City of Lacey Stormwater Design Manual. This includes 6 inches from the cell bottom to the overflow point and an additional 6 inches of freeboard, thereby meeting the City’s recommended standard.

*Response to Comment A4-49*

Comment noted. Section 5.3 of the Final EA Appendix D has been amended to explicitly reference Section 9.4 of the City of Lacey’s 2022 Stormwater Design Manual.

*Response to Comment A4-50*

The City’s preferred LID approach is noted.

*Response to Comment A4-51*

Comment noted. While final siting of EV charging stations will be determined during the design and

permitting phase, the intent is to distribute charging stations throughout the Project Site, including near retail areas, the travel center, and multifamily housing, to ensure accessibility and convenience. Furthermore, while the Draft EA does not examine exceeding the 20 percent EV readiness threshold, the infrastructure installed will allow for future expansion of EV charging stations consistent with evolving demand.

*Response to Comment A4-52*

The City's preference for not including gas lines is noted, as is the request for consideration of solar panels.

*Response to Comment A4-53*

Comment noted. As described in Draft EA Section 2.1.8, the project includes a range of BMPs designed to reduce greenhouse gas (GHG) emissions associated with construction and long-term operation. These measures include, but are not limited to:

- Emissions Reduction: The Tribe will use clean fuel vehicles, electric appliances, and energy-efficient lighting; limit vehicle idling; and maintain diesel-powered equipment to reduce emissions.
- Sustainable Transportation: EV-capable parking will be provided, with chargers installed in a portion of spaces; preferential parking for carpools and vanpools and shuttle service to population centers will be offered where feasible.
- Resource Conservation and Waste Reduction: Water-saving fixtures, drought-tolerant landscaping, and signage will promote conservation while recycling programs, composting initiatives, and a ban on polystyrene containers will help reduce solid waste by at least 50%.

As concluded in Draft EA Section 3.8.3, with incorporation of these BMPs, GHG operation impacts would be less than significant. For additional information regarding GHG impacts, please refer to Draft EA Section 3.8.3.

*Response to Comment A4-54*

The revised TIA includes the official stamp of the Traffic Engineer who prepared the study. Refer to Appendix H of the Final EA.

*Response to Comment A4-55*

Please refer to **Master Response 1**. In response to this comment and other similar comments received from the City of Lacey, Transpo Group (Transpo), the transportation engineering firm retained to prepare the TIA in support of the EA, consulted with staff at the City and Thurston Regional Planning Council (TRPC) to update the travel demand model used to evaluate near-term and future-year traffic conditions with and without the project. The revised TIA has been updated to incorporate the revised analysis. Refer to Appendix H of the Final EA.

*Response to Comment A4-56*

Comment noted. Revised TIA Figure 8 (Alternative 1), Figure 13 (Alternative 2), and Figure 20 (Combined Development), have been updated to distinguish pass-by and diverted trips. Regarding the internal street network and lane configurations, please see Figure 16 in the updated TIA. Regarding the traffic modeling, please refer to **Master Response 1**.

*Response to Comment A4-57*

Please refer to **Master Response 1** regarding the traffic modeling results. Background traffic assignment at Western Parkway along Britton Parkway NE to the north leg (westbound right-turn) was reviewed based on both the model forecasts and traffic associated with assumed pipeline projects. The review showed very low traffic volumes turning right onto Western Parkway from westbound Britton Parkway NE, and no vehicles traveling northbound through the intersection. Additionally, given that this route does not provide a direct path from the CD road to Western Parkway at Britton Parkway NE, no shift was assumed. Subsequent to receipt of this comment, the BIA and EA consultant team met on multiple occasions with the City of Lacey to discuss access management options for the project driveways located along Britton Parkway NE. The City further explained that the installation of roundabouts at these locations was expected by the City due to their inclusion in documentation for the previously approved Lacey Gateway Town Center project (Shea, Carr & Jewell, Inc., 2009). Mitigation measures in the Final EA have been supplemented to require the construction of a roundabout at Britton Parkway NE/Western Parkway NE to achieve consistency with the Britton Parkway NE access improvements identified for the Lacey Gateway Town Center project. The Final EA has been revised to reflect this new mitigation measure.

*Response to Comment A4-58*

In order to better explain the different methodologies used to develop the 2027 and 2050 future year traffic volumes, and the reason why different methodologies were employed, a Traffic Volume Forecasting Methodology memorandum has been prepared and is now included as Appendix C of the revised TIA (Final EA Appendix H). The forecasting approach was coordinated with the City of Lacey throughout the TIA scoping and agency review process. Additional coordination occurred with the BIA and EA consultant team and the City on this topic subsequent to the receipt of the comment to ensure the City's full understanding of the methodologies.

*Response to Comment A4-59*

Please refer to **Response to Comment A4-10**, which refers to the Marvin Road NE and Britton Parkway NE roundabout but also applies to the Marvin Road NE and Main Street NE intersection.

*Response to Comment A4-60*

Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**.

*Response to Comment A4-61*

As noted above in **Master Response 1**, the modeling used to forecast future traffic volumes at study intersections was updated to reflect the latest available TRCP travel demand model. As a result of the update, this intersection no longer falls below the level of service standard in any of the evaluated traffic scenarios and, therefore, does not require any mitigation. The updated intersection operation results are provided in the revised TIA (Final EA, Appendix H).

*Response to Comment A4-62*

The BIA and EA consultant team and the City of Lacey met several times subsequent to receipt of this comment to reach an agreement on appropriate mitigation measures to address identified project impacts at several study intersections located within the City's jurisdiction. At the conclusion of these coordination meetings, the City agreed that acceptable mitigation would include the construction of improvements at the Marvin Road SE (SR 510)/Steilacoom Road SE intersection (either add a westbound right-turn or southbound right-turn lane) to address the near-term impact, even though this impact would

not occur in the 2050 long-term condition. The Final EA has been revised to reflect this newly introduced mitigation measure.

*Response to Comment A4-63*

The BIA and EA consultant team and the City of Lacey met several times subsequent to receipt of this comment to reach an agreement on appropriate mitigation measures to address identified project impacts at several study intersections located within the City's jurisdiction. Consistent with the commenter's proposal, a roundabout was included as mitigation in the Draft EA to address project impacts at the Eastern Parkway NE/Britton Parkway NE intersection. With implementation of this mitigation measure, operating conditions would be below the City of Lacey's level of service threshold (LOS D) for all project alternatives and traffic scenarios. Therefore, the Project impact would be less than significant with mitigation.

*Response to Comment A4-64*

The BIA and EA consultant team and the City of Lacey met several times subsequent to receipt of this comment to reach an agreement on appropriate mitigation measures to address identified project impacts at several study intersections located within the City's jurisdiction. At the conclusion of these coordination meetings, the City agreed that acceptable mitigation would include the construction of a roundabout at the Britton Parkway NE/Western Parkway project access driveway. The roundabout addresses the City's concerns about accessibility for existing and planned development on the north side of Britton Parkway NE. The Final EA has been revised to reflect this newly introduced mitigation measure.

*Response to Comment A4-65*

As noted above in **Master Response 1**, the modeling used to forecast future traffic volumes at study intersections was updated to reflect the latest available TRCP travel demand model. As a result of the update, this intersection no longer falls below the level of service standard in any of the evaluated traffic scenarios and, therefore, does not require any mitigation. The updated intersection operation results are provided in the revised TIA (Final EA, Appendix H).

*Response to Comment A4-66*

The BIA and EA consultant team and the City of Lacey met several times subsequent to receipt of this comment to reach an agreement on appropriate mitigation measures to address identified project impacts at several study intersections located within the City's jurisdiction. The revised TIA (Final EA Appendix H) includes mitigation at the Pacific Avenue SE/Carpenter Road SE intersection that would modify the southbound approach to provide dedicated through- and right-turn lanes and implement a southbound right-turn overlap. Modifications to the southern approach would include restriping and removing the receiving lane on the south side of the intersection with curb and gutter. With implementation of this mitigation measure, project impacts at this intersection would be reduced to a less-than-significant level. The newly added mitigation at this intersection included in the Final EA.

*Response to Comment A4-67*

The revised TIA (Final EA Appendix H) includes revised trip assignment assumptions. Consistent with the comment, vehicle trips have been assigned to the Central Parkway NE/Britton Parkway NE intersection, as illustrated in Figure 8 (Alternative 1), Figure 13 (Alternative 2), and Figure 20 (Combined Development).

*Response to Comment A4-68*

Please refer to **Response to Comment A4-64**.

*Response to Comment A4-69*

The BIA and EA consultant team and the City of Lacey met several times subsequent to receipt of this comment to reach an agreement on appropriate mitigation measures to address identified project impacts at several study intersections located within the City's jurisdiction, including those located within identified Strategy Corridors. At the conclusion of these coordination meetings, the City agreed that acceptable mitigation would include the construction of improvements at the Marvin Road SE (SR 510)/Steilacoom Road SE intersection (either add a westbound right-turn or southbound right-turn lane) to address a near-term impact, even though this impact would not occur in the 2050 long-term condition. Mitigation identified for Pacific Avenue SE/Carpenter Road SE was also expanded to provide additional detail regarding necessary southern approach improvements.

All new and revised mitigation measures described above are reflected in the Final EA. Significant Project impacts at study intersections located within identified Strategy Corridors would be less-than-significant with mitigation.

Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results** regarding operating conditions and mitigation at the Marvin Road NE/I-5 Southbound Ramp intersection.

*Response to Comment A4-70*

As the City is aware, there has been additional coordination with the City, WSDOT, and TRPC staff since the Draft EA was released with respect to traffic concerns. The Final EA addresses these concerns as detailed in the specific response to comments above (A4-54 to A4-69).

*Response to Comment A4-71*

Comment noted. The Tribe will coordinate with the City regarding roadway maintenance responsibilities as established in the Cooperation Agreement (Appendix A of the EA).

*Response to Comment A4-72*

The assessment of and the potential impacts on federally listed salmonid species was evaluated in the NMFS Biological Assessment/Essential Fish Habitat Assessment, included as Draft EA Appendix I-2. That assessment specifically considered the Puget Sound Chinook salmon and Puget Sound steelhead, among other species, and their designated critical habitat, such as the Woodland Creek Watershed. While no aquatic habitat were identified within the Project Site, the site lies within a watershed that supports downstream critical habitat. Appendix I-2 determined that the Proposed Action may affect but is not likely to adversely affect federally listed fish species or their critical habitat with incorporation of stormwater management and treatment features and conservation measures for groundwater. Therefore, no additional assessments are required in Final EA Appendix I-2.

For additional information on federally listed salmonoids, please refer to Draft EA Appendix I-2

*Response to Comment A4-73*

The term "avoidance and minimization measure" is synonymous with "conservation measure", and conservation measures are listed in detail in Section 4.4 of Draft EA Appendix I-1.

*Response to Comment A4-74*

The Draft EA's Economic Impact Analysis (Appendix L) assessed the potential fiscal effects of the proposed alternatives at the regional level, with the local study area defined as Thurston County. As such, the IMPLAN model used in the analysis estimates tax impacts aggregated at the county level, inclusive of all municipalities and special taxing districts within the County. The IMPLAN model did not identify how those local tax revenues would be distributed among specific jurisdictions, including the City of Lacey, Thurston County, Fire District 3, or other special districts. Given this limitation, additional estimates were prepared to estimate potential direct tax revenues to the City of Lacey. As reflected in the revised Tables 41 and 42 of Final EA Appendix L, estimates for the City were based on projected retail sales activity. These estimates serve to offset the public service budget increases identified in Table 75 of Final EA Appendix L that would be stimulated by the project alternatives.

As noted, the indirect and induced local tax impacts presented in the revised report (Final EA Appendix L, Table 44) represent the total taxes collected by all jurisdictions in Thurston County. The IMPLAN model does not disaggregate these amounts to particular jurisdictions such as the City of Lacey. However, the City accounts for approximately 19.5% of the County's population, which provides context for the proportional benefit.

IMPLAN's State and Local Tax (combined) data are controlled to nationwide, current-year control totals from the Bureau of Economic Analysis (BEA) National Income and Product Accounts (NIPA) tables. The BEA reports taxes by tax type for two levels of government: Federal Government, and State and Local Government combined. IMPLAN distributes the national data to states and counties, resulting in geographically balanced data by tax type. Taxes on Production and Imports (TOPI) are distributed based on the annual State and Local Government Finances (SLGF) summary. The U.S. Census Bureau collects these SLGF data annually for all 50 states and the District of Columbia. This data acts as preliminary controls for state-level values, subject to reconciliation with the national NIPA totals. SLGF data also determines the proportional split of TOPI among its components, including sales, property, and other tax categories. TOPI includes tax liabilities such as general sales taxes, property taxes, licenses, and special assessments that are chargeable to business expenses in the calculation of profit-type incomes. Federal excise taxes on goods and services are also included. While total TOPI values are both industry- and place-specific, the allocation among tax components (e.g., sales tax, property tax, severance tax) is only place-specific. As a result, although certain industries—such as tourism—might disproportionately affect sales or lodging tax revenue, these industry-specific distinctions are not reflected in the Social Accounting Matrix or the Tax Impact Report. Finally, IMPLAN does not distinguish individual units of government (e.g., specific school districts or cities), but rather identifies tax impacts by level of government. Consequently, the model reflects weighted averages of municipal tax impacts in the Sub-County General government category.

In summary, due to modeling limitations, the IMPLAN tool used for the analysis does not allow for attribution of tax revenues to specific jurisdictions like the City of Lacey or special districts. Where possible, additional estimates for direct City of Lacey tax revenues have been provided in Final EA Appendix L. While indirect and induced revenues cannot be disaggregated further, the City comprises approximately 19.5% of the County's population, offering context for how revenues may be proportionally distributed.

*Response to Comment A4-75*

Comment noted. Final EA Appendix L has been revised as requested to reflect the City of Lacey's current

local sales tax rate of 0.032, replacing the previously listed rate of 0.030 in Table 3.

*Response to Comment A4-76*

In the IMPLAN model used for the economic impact analysis (Draft EA Appendix L), the category "TOP: Severance Tax" refers to excise taxes on the extraction of non-renewable natural resources such as timber, crude oil, natural gas, and similar commodities. These revenues are typically tied to active extraction industries, and the IMPLAN model includes this category as part of its standard output for completeness.

*Response to Comment A4-77*

Comment noted. Please refer to the **Response to Comment A4-74** regarding the limitation of the IMPLAN model to differentiate local tax districts and entities within the County, including the City of Lacey. As discussed therein, the IMPLAN model estimated local tax impacts at the County level rather than the individual tax jurisdiction level, such as the City of Lacey. As such, Table 6 of the Draft EA Appendix L included tax revenue collected within the County, which includes the personal motor vehicle license revenue that may not accrue to the City of Lacey.

*Response to Comment A4-78*

Comment noted. The "Social Insurance Tax" line items in Table 6 that were listed with values of \$0 in Draft EA Appendix L. This line has been removed in Table 6 of the Final EA Appendix L to avoid confusion.

*Response to Comment A4-79*

Comment noted. As shown in Table 6 of Draft EA Appendix L, the "Personal Tax: Other Tax (fish/hunt)" refers to state-administered hunting and fishing license fees collected in the State. According to IMPLAN's modeling, no portion of this tax is collected at the local level, and there would be no impact to the City of Lacey or other local jurisdictions.

*Response to Comment A4-80*

Comment noted. The IMPLAN modeling used in Draft EA Appendix L operates on a headcount basis rather than full-time equivalents, meaning the employment figures do include part-time workers. Therefore, the employment figures cited include both full- and part-time workers.

Furthermore, the estimated \$32,000 average annual income refers to individual earnings not household income, which would be in most cases higher than individual earnings. For example, it is estimated that Thurston County has a median household income of \$90,000+ and the per capita income in the County was \$42,306 in 2022, according to U.S. Census data. Therefore, employee household incomes would most likely be higher than \$32,000 that qualifies as 30% of the area's annual median income.

*Response to Comment A4-81*

Comment noted. Final EA Appendix L has been revised to reflect the City's October 2024 staffing and proposed 2025 budget allocations. Please note that court-related budget items have been excluded from the police services analysis and instead included in the judicial services impact analysis. This approach was taken to ensure that all court-related costs are fully and consistently captured within the judicial services evaluation.

*Response to Comment A4-82*

Comment noted. The Final EA Appendix L has been updated to references total dispatched calls for service as reported by Thurston County 911 Communications.

*Response to Comment A4-83*

Comment noted. The Final EA Appendix L has been updated to include a discussion of potential impacts to the judicial system, including public defense services, to provide a more comprehensive assessment of fiscal impacts to the City.

**Response to Comment Letter A5: Thurston County Public Works**

*Response to Comment A5-1*

The two requested intersections have been added to the revised TIA, which is included as Appendix H to the Final EA. No significant project impacts at these intersections were identified for any of the traffic scenarios evaluated.

**Response to Comment Letter A6: Washington State Department of Transportation**

*Response to Comment A6-1*

The cumulative traffic effects of the proposed casino development in combination with Alternative 1<sup>2</sup> were thoroughly evaluated in the TIA and the Draft EA as the “Combined Development” traffic scenario. The traffic scenarios have been reorganized and updated for clarity, and analysis of the Combined Development traffic scenario begins on p. 45 of the revised TIA, which is included as Appendix H to the Final EA.

*Response to Comment A6-2*

A capacity evaluation was conducted for the I-5 collector-distributor road connection along the southern boundary of the Project Site per the Memorandum of Understanding (MOU) between the City of Lacey and WSDOT. This evaluation begins on p. 40 of the revised TIA (Appendix H of the Final EA).

*Response to Comment A6-3*

Comment noted. The trip generation comparison table was provided to illustrate the overall new trips that would be generated by the project alternatives in comparison to those assumed under the previously approved Gateway Project. This table was not intended to provide a direct comparison of the number of trips generated by the respective projects at the I-5/Marvin Road Interchange. Please note that the comparison table has been removed from the revised TIA, as comparisons to the Gateway Project are no longer used to describe project impacts or to develop mitigation measures. In the Final EA, clarifying text has been added to the trip generation comparison to acknowledge the difference in methodologies.

---

<sup>2</sup> As explained in both the Draft EA and the TIA, the Combined Development scenario includes trips generated from Alternative 1 and Alternative A of the proposed Casino-Resort Project. Note, there are two other alternatives (B and C) for the proposed Casino-Resort Project, but both generate fewer trips than Alternative A. Alternative 1 and Alternative A for the proposed Casino-Resort Project each reflect the highest density development conditions for each project, and thus provide a worst-case scenario for the Combined Development review.

*Response to Comment A6-4*

The traffic safety section of the revised TIA has been expanded to include a summary of pedestrian/bicyclist collisions. Additionally, the specific edits requested by WSDOT have been made. Refer to Appendix H of the Final EA.

*Response to Comment A6-5*

Table 5 in the revised TIA has been revised to show injury types “serious injury” and “other injury” in separate columns. Refer to Appendix H of the Final EA.

*Response to Comment A6-6*

This improvement is identified in the Planned Improvements section of the revised TIA; however, it is not fully funded and/or the timing is currently unknown and therefore was not included in the traffic analysis. Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results** for a detailed discussion of how the analysis conducted for the I-5 Marvin Road to Mounts Road – Corridor Improvements Project was used to inform the updated analysis of the I-5/Marvin Road ramp intersections analysis in the revised TIA and Final EA.

*Response to Comment A6-7*

Mileposts for the Martin Way/I-5 Interchange Improvements project have been corrected in the revised TIA which now states that the improvement will occur between mileposts 108 and 113, consistent with the approved Interchange Justification Report prepared for the interchange (City of Lacey, 2015). Refer to Appendix H of the Final EA.

*Response to Comment A6-8*

The TIA has been revised to account for newly available modeling information from the Thurston Regional Planning Council’s (TRPC) travel demand model. The operations analysis has been updated to reflect the revised forecasts. Consistent with standard practice, traffic counts were conducted during the PM peak period (4-6pm) and the 1-hour peak volume was used for the analysis. The traffic counts showed 15-minute intervals of varying volume suggesting it is not oversaturated for the entire peak hour. For instance, at the intersection of Marvin/I-5 Southbound Ramp in the PM peak hour, the 15-minute period volume prior to the peak was 115 vehicles less and the 15-minute period volume following the peak was 25 vehicles less. In an over-saturated condition, the 15-minute period volume would be anticipated to be consistent throughout the hour. Additionally, the peak hour factor is applied for the hour resulting in the peak conditions being reflected in the operational analysis.

*Response to Comment A6-9*

Please refer to **Response to Comment A6-8**.

*Response to Comment A6-10*

As discussed in the Trip Generation section of the revised TIA, the primary trips were assigned to/from the Project Site access points per the project’s distribution. The pass-by trips were assigned to/from the Project Site access points from the adjacent roadways (Britton Parkway NE and Marvin Road NE). The diverted trips were assigned to/from the Project Site from the I-5 corridor. Additional detail has been added to the revised TIA (Final EA Appendix H) to further distinguish pass-by trips from diverted trips and to more clearly describe how trips were assigned to the study area roadway network.

*Response to Comment A6-11*

Please refer to **Response to Comment A6-8**.

*Response to Comment A6-12*

Regarding study intersections located along the City of Lacey's Strategy Corridors, the City's 2030 Transportation Plan stresses that these roadways may require strategies tailored to their specific needs (see Table 3.12-4 of the Draft EA). Since publication of the October 2024 EA, extensive coordination has occurred between the City and the EA traffic consultants. The revised TIA includes multiple mitigation measures to address increased delay caused by the Proposed Project at several study intersections located within Strategy Corridors. The first mitigation measure requires the payment of traffic impact fees for regional transportation infrastructure enhancements that would relieve congestion and improve operations at study intersections. The second mitigation measure requires implementation of a Transportation Demand Management (TDM) plan, including transit improvements, pedestrian enhancements, carpool/vanpool coordination, and alternative mode incentives. In addition, the Final EA has been revised to include specific mitigation measures at two study intersections located within a Strategy Corridor. First, mitigation has been included that would modify the intersection channelization at the Pacific Avenue SE/Carpenter Road SE study intersection. Second, mitigation has been included that would modify the Marvin Road SE (SR 510)/Steilacoom Road SE study intersection to either add a westbound right-turn or southbound right-turn lane. These improvements could be implemented without increasing the intersections' footprint consistent with the City policy.<sup>3</sup> Implementation of these mitigation measures will reduce the Proposed project's impact to delay at Strategy Corridor study intersections to a less-than-significant level.

*Response to Comment A6-13*

The reference error has been corrected in the revised TIA (Appendix H of the Final EA).

*Response to Comment A6-14*

Please refer to **Response to Comment A6-1**.

*Response to Comment A6-15*

Transportation technology measures are a subset of Transportation Demand Management (TDM) strategies. These are described in more detail in revised TIA Table 20. In the Final EA, the TDM plan mitigation measure is described in detail in Section 4 and is identified as Mitigation Measure TR-2. Please see **Response to Comment A6-12** regarding the newly added TDM plan mitigation measure.

*Response to Comment A6-16*

As requested by WSDOT, the saturation flow rate was updated to 1,800 vehicles per hour per lane.

*Response to Comment A6-17*

Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**.

---

<sup>3</sup> The southbound through and through-right lane is recommended to be modified to provide dedicated through and right turn lanes also allowing for the implementation of a southbound right turn overlap.

### *Response to Comment A6-18*

Comment noted. An on-site roadway connectivity map is provided as Figure 16 in the updated TIA. The collector distributor road is planned to connect to public roadways within the project site.

### *Response to Comment A6-19*

As WSDOT is aware, additional coordination between the EA and TIA environmental consultants and WSDOT has occurred since the Draft EA was released with respect to additional information requested. All requested information has been provided, and WSDOT was provided with an additional opportunity to review and comment on updates to the traffic analysis as documented in several revisions to the TIA submitted throughout Spring 2025, with the latest being submitted in June.

## **3.2 Responses to City of Lacey and WSDOT Comments on the Limited Recirculation of the Traffic Impact Analysis – Spring 2025**

### **Response to Comment Letter A7: City of Lacey**

#### *Response to Comment A7-1*

In order to better explain the different methodologies used to develop the 2027 and 2050 future year traffic volumes, and the reason why different methodologies were employed, a Traffic Volume Forecasting Methodology memorandum has been prepared and is now included as Appendix C of the revised TIA (Final EA Appendix H). The forecasting approach was coordinated with the City of Lacey throughout the TIA scoping and agency review process. Additional coordination occurred with the EA and TIA consultant team and the City on this topic subsequent to the receipt of the comment to ensure the City's full understanding of the methodologies

#### *Response to Comment A7-2*

The TIA identified measures such as ride-share coordination and improvements to area transit amenities to encourage use of the alternative modes. Additional measures can/will be investigated/identified as specific tenants come online. Further, the Draft EA Section 2.1.9 (Protective Measures and Best Management Practices) identified more specific components that could be included in the TDM plan. This has been further strengthened in the Final EA by being included as a mitigation measure, with specific procedures and responsibilities identified.

#### *Response to Comment A7-3*

The BIA and EA consultant team and the City of Lacey met several times subsequent to the receipt of this comment to reach an agreement on appropriate mitigation measures to address identified project impacts at several study intersections located within the City's jurisdiction. In addition, access restrictions at two study intersections were discussed.

At the conclusion of these coordination meetings, mitigation measures were revised to require the construction of roundabouts, consistent with the City's request, at two additional study intersections along Britton Parkway NE (project site access intersections at Central Parkway NE and Western Parkway) to address the City's concerns about accessibility for existing and planned development on the north side of Britton Parkway NE. The City further explained that the installation of roundabouts at these locations was expected by the City due to their inclusion in documentation for the previously approved Lacey Gateway Town Center project (Shea, Carr & Jewell, Inc., 2009). Mitigation measures in the Final EA have

been supplemented to require the construction of roundabouts at Britton Parkway NE/Western Parkway NE and Britton Parkway NE/Central Parkway NE to achieve consistency with the Britton Parkway NE access improvements identified for the Lacey Gateway Town Center project. Additionally, the Final EA has been revised to include mitigation requiring the construction of improvements at the Marvin Road SE (SR 510)/Steilacoom Road SE intersection (either add a westbound right-turn or southbound right-turn lane) to address a near-term impact, even though this impact would not occur in the 2050 long-term condition. Mitigation identified for Pacific Avenue SE/Carpenter Road SE was also expanded to provide additional detail regarding necessary southern approach improvements. Finally, it was agreed that no mitigation would be required to address the failing LOS at the eastbound approach (right-in, right-out only) of Driveway D/Marvin Road NE because that will only affect delay for the internal Project roadway network and would not cause any impacts to Marvin Road NE operating conditions, and thus would be less than significant. All new and revised mitigation measures described here are reflected in the Final EA.

Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results** regarding operating conditions and mitigation at the Marvin Road NE/I-5 Southbound Ramp intersection.

#### *Response to Comment A7-4*

Subsequent to receipt of this comment, the City of Lacey provided updated information to the BIA and EA consultant team. As a result, traffic impact fees have been updated in the revised TIA (Final EA Appendix H) to reflect the City of Lacey’s 2024/2025 Transportation Improvement Mitigation List.

#### *Response to Comment A7-5*

Comment noted. Although development on tribal lands is not subject to City jurisdiction and impact fees, mitigation in the revised TIA and Final EA Appendix H has been supplemented to require payment of traffic impact fees consistent with the City of Lacey’s 2024/2025 Transportation Improvement Mitigation List to address the projects contribution towards future traffic effects that would be reduced through regional improvements.

### **Response to Comment Letter A8: Washington State Department of Transportation**

#### *Response to Comment A8-1*

The roundabout at Carpenter Road NE/Britton Parkway NE is noted in the planned improvement section of the TIA because the roundabout had not yet been constructed at the time the traffic counts were collected for the Proposed Project. The traffic control in place at the time of the traffic counts was assumed in the existing conditions analysis. This has been further clarified in the revised TIA (Final EA Appendix H).

#### *Response to Comment A8-2*

The Thurston Regional Planning Council (TRPC) maintains two versions of their travel demand model – one with the additional projects, and one without. Transpo has confirmed that the version of the model used to evaluate 2050 long-term conditions for the Proposed Project includes committed projects only. The TIA has been further clarified to identify which projects were assumed in the near-term 2027 analysis, which were assumed in the 2050 analysis, and which were excluded. It should be noted that that the “funded” version of the TRPC 2050 travel demand model assumes the widening of Carpenter Road from Martin Way to Britton Parkway applies to the entire section, including the bridge. Through conversations with City and WSDOT staff, it was identified that funding only applies to the roadway sections that extend through the City, and does not include the widening of the bridge over I-5; however, the City has identified

the bridge as a committed project by 2050.

*Response to Comment A8-3*

Due to the extent of the study area, the volumes require viewers to zoom in on the PDF to be legible. This was the guidance provided by TRPC upon receipt of the model outputs included in the TIA.

*Response to Comment A8-4*

In order to better explain the different methodologies used to develop the 2027 and 2050 future year traffic volumes, and the reason why different methodologies were employed, a Traffic Volume Forecasting Methodology memorandum has been prepared and is now included as Appendix C of the revised TIA (Final EA Appendix H). As discussed in the memorandum, the long term forecasts are based on TRPC's comprehensive travel demand model whereas the near term forecasts assume the application of a static growth rate added to traffic generated by pipeline developments in the City of Lacey. Although each methodology is commonly applied for the near term and long term forecasts, respectively, the short term methodology (pipeline and growth) tends to result in overly conservative traffic volume estimates as it does not consider roadway network constraints and resulting shifts in travel patterns. In comparison, the long-term 2050 forecasts reflect a shift in growth from I-5 to the surrounding network based on future I-5 traffic volumes. The project site is located adjacent to the I-5 corridor with three interchanges in the vicinity of the site, including Marvin Street, Martin Way, and Pacific Avenue. The I-5 corridor is congested during the PM peak period (the study period reviewed in the TIA) today. As growth in the region occurs, the associated congestion on I-5 will continue to grow and influence driving patterns, resulting in traffic growth on the local roadway network at less constrained locations consistent with the 2050 forecasts. The likelihood that drivers will shift between I-5 ramps to utilize a path of least resistance is taken into account as part of the 2050 travel demand model, but not in the 2027 scenario.

*Response to Comment A8-5*

Refer to **Master Response 2**. Synchro worksheets provided in Appendix E of the revised TIA (Final EA Appendix H) show delay calculations for each intersection approach. Overall regional growth and pipeline developments in the City of Lacey would contribute a substantial amount of additional trips to the I-5 Southbound off-ramp at Marvin Road NE/I-5 Southbound Ramp intersection. To address the project impact at this location, a new mitigation measure has been included in the Final EA that would adjust the proposed land uses to reduce trip generation by approximately 5 percent, which is the reduction needed to improve LOS conditions at the I-5/Marvin Road Southbound off-ramp intersection to acceptable operating conditions under the Year 2027 Combined Development traffic scenario, which is the only traffic scenario in which LOS conditions are forecast to not meet WSDOT's LOS standard (LOS D). While this mitigation measure allows the flexibility to achieve the trip generation reduction through any adjustment to the size or intensity of the proposed land uses, one possible adjustment would be to replace the proposed truck stop at the southeast corner of the Project Site with a gas station with 10 vehicle fueling positions and a 10,000 square foot convenience store. This change in land use would remove a substantial number of truck trips from the roadway network, namely from the Marvin Road/I-5 ramp intersections.

*Response to Comment A8-6*

Please see **Response to Comment A8-4**.

*Response to Comment A8-7*

Subsequent to the receipt of this comment, the BIA and EA consultant team met with WSDOT to discuss, among other items, how the diverted trips were assigned to the study area roadway network (including the Marvin Road NE/I-5 ramps. The estimated diverted trips originating on I-5 that would utilize the interchange to access the proposed fueling station within the project site are indeed counted as additional trips at the interchange, and are not excluded from the assumed volumes at the interchange intersections. These diverted trips include vehicles traveling on the freeway that would exit the freeway to visit the fueling station on the project site, and then return to the freeway to continue on to their final destination. Treating these as "new" trips would suggest that a truck trip with an origin to the north would visit the site and go back north to its starting point. This is not the pattern that is typical of similar fueling stations. Additional detail has been added to the revised TIA (Final EA Appendix H) to further distinguish pass-by trips from diverted trips and to more clearly describe how trips were assigned to the study area roadway network.

Please see **Response to Comment A8-5** regarding newly added mitigation to the Final EA to address the Proposed Project's contribution to congestion at the intersection.

*Response to Comment A8-8*

Please see **Response to Comment A8-3**.

*Response to Comment A8-9*

Please see **Response to Comment A8-2**. Further, the revised TIA (Final EA Appendix H) has been revised to state in the section titled, "Planned Improvements", that intersection geometrics at the study intersections used in the 2050 long term conditions operations analysis for the Proposed Project were *not* modified to include the funded improvements identified in the TRPC travel demand model, in an effort to provide a conservative operational analysis at the study intersections.

*Response to Comment A8-10*

Please see **Response to Comment A8-4**.

*Response to Comment A8-11*

Figure 17 of the TIA shows the condition without the CD Road connection to/for the site. In this figure, the road exists as it is today, serving as the I-5 Southbound on-ramp.

*Response to Comment A8-12*

The westbound traffic volumes at study intersection #17 do come from study intersection #4 but are associated with the northbound left (not southbound right). The trips from the site are expected to utilize the on-site roadway network to connect to study intersection #17 if headed to southbound I-5 rather than access via Marvin Road NE, which would be a more congested route to travel.

*Response to Comment A8-13*

The revised TIA and Final EA include mitigation measures for all study intersections where project impacts would occur, including those located within a designated Strategy Corridor. Mitigation measures include physical improvements (e.g., installation of roundabouts, added turn lanes and traffic signal adjustments),

the implementation of a comprehensive Transportation Demand Management (TDM) plan, voluntary payment of City of Lacey Traffic Impact Fees, and reducing land use intensity.

Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results** regarding operating conditions and mitigation at the Marvin Road NE/I-5 Southbound Ramp intersection.

*Response to Comment A8-14*

The combined development conditions evaluates both the Mixed Use Village and Casino projects as a combined project condition (not a pipeline project). The reduction in the Village trip generation is associated with additional internal capture between the Village and Casino uses.

*Response to Comment A8-15*

Please see **Response to Comment A8-4**

**Response to Comment Letter A9 – Washington State Department of Transportation**

*Response to Comment A9-1*

It is not accurate to say that the ramp is being left “unmitigated”. As explained in the revised TIA, mitigation includes the payment of TIF fees to contribute towards regional improvements that are shown in the 2050 year modeling scenario to improve operating conditions, the implementation of a TDM plan that would reduce the overall volume of traffic resulting from the project and thus improve operating conditions, as well as an adjustment in proposed land uses that would reduce the number of project-generated vehicles traveling through this intersection. Further, refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**. It is agreed that VISSIM is a more accurate tool than Synchro for predicting the LOS at DDIs; however, the Synchro methodology used to analyze the I-5/Marvin Road ramp intersections for the I-5 Marvin Road to Mounts Road – Corridor Improvements Project (I-5 M2M) in December 2024 was also endorsed by WSDOT as being acceptable (see Comment #A9-4). The TIA and EA have been updated accordingly to reflect the revised Synchro analysis of the I-5/Marvin Road ramp intersections using the same methodology as was used for the I-5 M2M project.

*Response to Comment A9-2*

It is not accurate to characterize the methodology for the 2050 year traffic conditions as not considering the pipeline projects assumed in the 2027 analysis. As explained in detail in the traffic volume memorandum (Appendix C to the TIA), the overall level of growth assumed in the year 2050 does capture pipeline project growth, however such growth is already reflected in TRPC’s model assumptions and does not need to be layered on top of those assumptions. The 2050 analysis relies upon forecasts in the TRPC 2050 model, while the 2027 analysis considers pipeline development and annual traffic growth rates derived from the TRCP future year models; these different approaches to predicting traffic patterns are explained in detail in the traffic volume memo provided as Appendix C to the revised TIA. Regardless, mitigation measures were developed to address impacts identified for the 2027 year condition, which does consider pipeline growth. NEPA does not require the consideration of speculative conditions, and aside from approved projects, it is a highly speculative exercise to predict traffic volume conditions 25 years in the future. The BIA is not required to undertake new scientific or technical research, considering the availability of existing reliable data sources, and the overall cost and timeframe to conduct additional modeling at this stage in the process.

*Response to Comment A9-3*

Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**.

*Response to Comment A9-4*

Thank you for providing the draft Transportation Discipline Report for the I-5 Marvin Road to Mounts Road - Corridor Improvements Environmental Assessment (I-5 M2M project). As detailed in **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**, the TIA and EA have been updated to reflect the revised Synchro analysis of the I-5/Marvin Road ramp intersections using the same methodology as was used for the I-5 M2M project.

*Response to Comment A9-5*

Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**.

*Response to Comment A9-6*

Further coordination with WSDOT regarding the Synchro methodology used to conduct the intersection operations analysis for the Proposed Project occurred subsequent to receipt of this comment. Please refer to **Master Response 2 – Marvin Road/I-5 Ramp Intersection Analysis and Results**.

*Response to Comment A9-7*

Please see **Response to Comments A8-2 and A8-9**.

## 4.0 RESPONSES TO INDIVIDUAL COMMENT LETTERS

### Response to Comment Letter I1: Sean Robertson

#### Response to Comment I1-1

The Draft EA included an analysis of 37 study intersections located within the jurisdiction of the City of Lacey, the City of Olympia, Thurston County, and/or WSDOT. Study intersections were selected in coordination with these three jurisdictions and were meant to reflect locations where project impacts would be the most noticeable. As discussed on Section 3.12.1 of the Draft EA, trip generation and distribution for the Proposed Project was informed by the Thurston Regional Planning Council (TRPC) travel demand model.<sup>4</sup> The TRPC model takes into account future traffic volumes and congested corridors as part of its trip assignment process. Figure 7 of the Traffic Impact Analysis (TIA) prepared for the Proposed Project (Draft EA Appendix H) shows the trip distribution and assignment for the Proposed Project and does not show any project trips assigned to either Orion Drive NE or Meridian Road NE. In other words, the traffic modeling conducted for the Proposed Project did not indicate that traffic congestion on Marvin Road NE would cause the diversion of project trips to either of the roadways suggested by the commenter.

---

<sup>4</sup> <https://www.trpc.org/319/Travel-Demand-Modeling>

## Response to Comment Letter I2: Kristie Metz

### Response to Comment I2-1

Comment noted. Draft EA Section 3.9.3 analyzed noise impacts, concluding that while construction noise will occur, it will be temporary and mitigated to less-than-significant levels with mitigation from Draft EA Section 4 and BMPs in Draft EA Section 2.1.9. Long-term operational noise was found to remain within regulatory thresholds at nearby residential areas, and therefore a less-than-significant impact would occur. See Draft EA Section 3.9 for additional information.

Draft EA Section 3.10.3, Section 3.11.2, and Appendix L address concerns regarding crime. As stated therein, the Project Site has long been zoned for dense mixed-use and commercial land uses and, as with any other development of this size, there may be an increase in criminal incidents due to the increased number of patrons and employees traveling/commuting into the community. While new development may lead to more calls for service, Mitigation Measure PS-1 ensures that the impact to the City of Lacey Police Department would be reduced to less-than-significant. See Draft EA Section 3.10 for additional information.

Traffic impacts are analyzed in Draft Section 3.12.3 and Appendix H. The transportation analysis included detailed modeling and recommends improvements at key intersections to maintain acceptable levels of service. These improvements are intended to reduce congestion-related impacts and maintain safe traffic operations in surrounding neighborhoods, reducing impacts to less-than-significant levels. See Draft EA Section 3.12 for additional details.

### Response to Comment I2-2

Comment noted. The Draft EA evaluated a range of potential environmental impacts—including noise, traffic, air quality, public services, and aesthetics—in detail in Section 3. As described therein, project design features and mitigation measures have been incorporated to reduce environmental impacts to less-than-significant levels under all development alternatives. Additionally, as described in Section 3.11.3, the alternatives are anticipated to result in long-term regional economic benefits, including increased employment opportunities, expanded housing options, and enhanced tax revenues. These outcomes are expected to contribute positively to the broader community, including to surrounding neighborhoods. Further, Alternative 1 is generally consistent with the City's current underlying land use and zoning designations of the Project Site. Because the development alternatives do not exceed the scale of previously planned land uses and would not introduce new land use types to the area, they would not induce unplanned growth inconsistent with adopted plans or policies.

Please refer to the **Response to Comment I2-1** with regards to noise and crime impacts.

## Response to Comment Letter I3: Steven

### Response to Comment I3-1

The 2009 traffic analysis referenced by the commenter was discussed in the Draft EA to provide context for previous planning efforts that were conducted at the Project Site. Background traffic data from the 2009 traffic analysis conducted in support of the 2010 Final Supplemental EIS for the Lacey Gateway Town Center was not used to conduct the traffic analysis for the Draft EA. As discussed in Draft EA Section 3.12.2, traffic counts were collected for the Proposed Project in January and February of 2023 to establish an

existing traffic analysis year of 2023.

### **Response to Comment I3-2**

Trip generation rates were developed using a combination of sources as described in Draft EA Section 3.12.1, with additional detail provided in the TIA (Draft EA Appendix H). Where applicable, the Institute of Transportation Engineers (ITE) Trip Generation Manual, 11<sup>th</sup> Edition rates were used, which is the industry standard. However, the ITE Trip Generation manual does not contain trip generation rates for all land uses, which is the case for the golf entertainment facility component of the Proposed Project. Since trip generation rates for this specific land use type are not provided in the ITE Trip Generation Manual, the Draft EA instead used trip generation rates that were previously developed for a similar land use as part of a recently completed project in Renton, WA. Trip generation rates developed for the Renton site provide an accurate estimate of trip generation characteristics for golf entertainment facility component of the Proposed Project.

### **Response to Comment I3-3**

Planned transportation improvements included in the baseline traffic analysis for the future year traffic scenarios (2026 and 2045) are listed in Draft EA Section 3.12.1. Prior to releasing the Draft EA, the EA consultant team confirmed with the jurisdictions where improvements would be implemented that the improvements were still anticipated to be funded and in place by 2027. Additional transportation improvements were identified in the vicinity of the Project Site that a) are not fully funded, or b) have an unknown schedule for implementation. The transportation improvements not included in the Draft EA traffic analysis are described in the TIA (Draft EA Appendix H).

Please note that the list of planned future projects assumed in the future year traffic scenarios changed slightly with newly conducted traffic modeling for the Final EA. The Martin Way East Roadway Improvements previously assumed to be in place by 2027 has been removed from the planned future transportation improvements in the Final EA due to uncertainty about that project's timeline and/or funding.

### **Response to Comment I3-4**

The commenter is referring to strategies meant to address study intersection operations along the City of Lacey's Strategy Corridors. The City of Lacey has a policy that these intersections not be expanded beyond their current footprints, and appropriate mitigation has been developed for project impacts that comply with that policy. The Final EA has been revised to include mitigation requiring implementation of a Transportation Demand Management (TDM) plan. The TDM plan will reduce project impacts at Strategy Corridor study intersections to a less-than-significant level by reducing the overall trip generation of the Proposed Project. In addition, the Final EA has been revised to include mitigation measures at two study intersections located within a Strategy Corridor. First, mitigation has been included that would modify the intersection channelization at the Pacific Avenue SE/Carpenter Road SE study intersection. Second, mitigation has been included that would modify the Marvin Road SE (SR 510)/Steilacoom Road SE study intersection to either add a westbound right-turn or southbound right-turn lane. These improvements could be implemented without increasing the intersections' footprint consistent with the City of Lacey's Strategy Corridor policy, and would reduce the project impact at those locations to a less-than-significant

level.<sup>5</sup>

### **Response to Comment I3-5**

Consistent with requirements set forth in the MOU, the TIA conducted for the Proposed Project (Draft EA Appendix H) has provided an analysis supporting the need for the CD connection and quantifies the benefit to nearby intersection operations that such a connection would provide. Therefore, it can be safely assumed that the CD connection would be constructed as part of the development of the Proposed Project.

### **Response to Comment I3-6**

The commenter is providing an opinion about a separate project (the Nisqually Quiemuth Casino-Resort and Fee-to-Trust Project) from that evaluated in this Draft EA. No further response is necessary.

## **Response to Comment Letter I4: Teresa Furrer**

### **Response to Comment I4-1**

Comment noted. Please refer to Draft EA Section 3.11 regarding socioeconomic impacts, including impacts to taxes.

## **Response to Comment Letter I5: Samuel Ruetz**

### **Response to Comment I5-1**

Comment noted. WSDOT rebuilt the I-5/Marvin Road NE interchange in 2020 to accommodate anticipated future traffic levels in the corridor based on regional growth and future development. WSDOT does not at this time have plans for construction of additional interchanges at either Carpenter Road NE or Meridian Road NE.

### **Response to Comment I5-2**

Comment noted. Expanded capacity on I-5 is not within the scope of the Proposed Project, nor does the BIA as lead agency have any authority over that separate and unrelated federal action. No further response is necessary.

### **Response to Comment I5-3**

Comment noted. Sound Transit does not currently, nor does it plan to provide transit service to Thurston County. Draft EA Section 3.12.1 describes transit services that currently operate in the vicinity of the Project Site and analyzes the effect of the Proposed Project on transit ridership. Mitigation identified in Draft EA Section 4.0 specifies that the Tribe shall work with Intercity Transit to provide adequate and safe public transportation to and from the Project Site, which could include increasing Route 65 buses during peak times.

---

<sup>5</sup> The southbound through and through-right lane is recommended to be modified to provide dedicated through and right turn lanes also allowing for the implementation of a southbound right turn overlap.

## Response to Comment Letter I6: Rob Cavaliere

### Response to Comment I6-1

Comment noted.

## Response to Comment Letter I7: Jay Paulson

### Response to Comment I7-1

Comment noted. As described in Section 2.1.2 of the Draft EA, all project alternatives incorporate green spaces throughout the Project Site. These would include landscaped and naturalized areas, including stormwater facilities designed with vegetation and bioretention features. Additionally, Alternative 2 specifically includes a large undeveloped area that would include recreational facilities.

For impacts related to biological resources and land use, please refer to Draft EA Section 3.4 and 3.8, respectively.

## Response to Comment Letter I8: Dick Hergert

### Response to Comment I8-1

The commenter is opining on existing observed traffic congestion at roundabouts on Marvin Road NE and Britton Parkway NE, and questions how this existing congestion will affect access to/from the Project Site. Draft EA Section 3.12 included an analysis of 37 study intersections, including site access intersections and the two roundabouts highlighted by the commenter. The Draft EA concluded that with mitigation, the impact of the Proposed Project on study area intersections would be less than significant. While study intersections may continue to operate under congested conditions, especially during peak traffic times, operations fall within an acceptable level of service as defined by local jurisdictions.

### Response to Comment I8-2

Comment noted. Both project alternatives include the development of an upscale grocery. Please see Draft EA Section 2 for additional details.

## Response to Comment Letter I9: George Walter

### Response to Comment I9-1

Comment noted. The Draft EA addresses the historical and legal context relevant to the Proposed Action. Draft EA Section 1.2 outlines the purpose of the Proposed Action as facilitating tribal self-sufficiency, self-determination, and economic development in accordance with 25 CFR Part 151. Section Draft EA 1.3 further discusses the Tribe's loss of 3,353 acres of Reservation land in 1917 due to federal condemnation for the establishment of Fort Lewis, as well as the long-standing unmet needs. Additionally, the EA discusses the Treaty of Medicine Creek and the associated trust responsibilities of the federal government, and growing needs of the Tribe for economic development. These discussions collectively address the commenter's concerns; consequently, no revisions to the Final EA are warranted.

Attachment 1  
Comment Letters

**REGION 10**

SEATTLE, WA 98101

October 16, 2024

Tobiah Mogavero, NEPA Coordinator  
Bureau of Indian Affairs, Northwest Region Office  
911 NE 11<sup>th</sup> Avenue  
Portland, Oregon 97232

Dear Tobiah Mogavero:

The U.S. Environmental Protection Agency has reviewed Bureau of Indian Affairs' September 2024 Draft Environmental Assessment for the Nisqually Quiemuth Village Mixed Use Project (EPA Project Number 24-0054-BIA). The EPA has conducted its review pursuant to the National Environmental Policy Act and our review authority under Section 309 of the Clean Air Act. The CAA Section 309 role is unique to the EPA and requires the EPA to review and comment publicly on any proposed federal action subject to NEPA's environmental impact statement requirement.

The EA evaluates the potential environmental impacts associated with the acquisition by the BIA of a 174-acre property into federal trust status and the subsequent development of a mixed-use development with residential and commercial uses. The project area is in Lacey, Washington, directly north of Interstate 5 (I-5) and west of the Marvin Road I-5 interchange. The DEA identifies and evaluates three alternatives, commercial-heavy mixed-use development (Alternative 1), recreation-heavy mixed-use development (Alternative 2), and a No Action Alternative.

The EPA has concerns about potential impacts from project activities to several resource areas, including stormwater runoff, air quality, underground storage tanks, and children's health. The EPA did not identify significant public health, welfare, or environmental quality concerns to be addressed in the Final EA and is providing recommendations to improve the assessment of the proposed action. The enclosed Detailed Comments provide greater detail of these and other concern, as well as recommendations for the FEA.

Thank you for the opportunity to review the DEA for this project. If you have questions about this review, please contact Emily Bitalac of my staff at (206) 553-2581 or at [bitalac.emily@epa.gov](mailto:bitalac.emily@epa.gov), or me, at (206) 553-6387 or at [baca.andrew@epa.gov](mailto:baca.andrew@epa.gov).

Sincerely,

**ANDREW BACA**  
Digitally signed by  
ANDREW BACA  
Date: 2024.10.16  
11:43:18 -07'00'

Andrew J. Baca, Deputy Director  
Environmental Justice, Community Health, and  
Environmental Review Division

Enclosure

**U.S. EPA Detailed Comments on the  
Nisqually Quiemuth Village Mixed Use DEA  
Thurston County, Washington  
October 2024**

**Stormwater Runoff**

The DEA notes in Table 1.6-1 that there will be “Verification of project coverage under the National Pollutant Discharge Elimination System (NPDES) Construction General Permit for Stormwater Discharges from Construction Activities as required by the Clean Water Act (CWA).”<sup>1</sup> The EPA requests this statement be modified to clarify that, at least 14 days prior to the commencement of construction activities, a Notice of Intent for discharge authorization under the NPDES Construction General Permit will be submitted to the EPA.<sup>2</sup>

A1-1

The DEA discusses soil contamination from the Tacoma Smelter Plume (TSP) and plans to prepare the site in compliance with the Cleanup Action Plan approved by the Washington Department of Ecology, which involves diluting lead and arsenic concentrations by blending the shallow surficial soils with underlying native soils.<sup>3</sup> The EPA recommends the FEA include specific controls for erosion and stormwater runoff during the cleanup process. If the TSP Soil Mixing Area, which appears to be approximately 87-acres according to Figure 8, is to be remediated prior to construction, the EPA recommends the FEA include a discussion of the stormwater control measures and temporary stabilization practices to be used to prevent erosion and control stormwater run-off during remediation and prior to construction. Additionally, if the contaminated acreage will be remediated in segments immediately prior to construction, the EPA recommends the FEA include a discussion of the stormwater controls and best management practices to be used during the TSP Soil Mixing cleanup actions. Implement BMPs to prevent contamination of stormwater discharges, which will also be part of the Construction General Permit Stormwater Pollution Prevention Plan.

A1-2

The DEA also discusses managing post-construction stormwater runoff on-site. In order to protect Waters of the United States (WOTUS), the EPA notes that if any stormwater discharges or infiltrates beyond the land in trust, a municipal stormwater permit may be required.

A1-3

Green infrastructure techniques can also reduce stormwater runoff.<sup>4</sup> Under § 438 of the Energy Independence and Security Act (EISA), federal agencies are required to reduce stormwater runoff from federal development projects in order to protect water resources. The EPA Technical Guidance on Implementing the Stormwater Runoff Requirements for Federal Projects under EISA § 438 can be

A1-4

<sup>1</sup> DEA, page 1-8.

<sup>2</sup> <https://www.epa.gov/npdes/submitting-notice-intent-noi-notice-termination-not-or-low-erosivity-waiver-lew-under>. Accessed 10/7/2024.

<sup>3</sup> DEA, Appendix B, page 15.

<sup>4</sup> <https://www.epa.gov/green-infrastructure/about-green-infrastructure>. Accessed 10/16/2024.

accessed online.<sup>5</sup> The EPA recommends that the FEA consider discussing a strategy to support low impact development techniques in project design.

A1-4  
Cont.

### Air Quality

The DEA displays worsened level of service (i.e., more congested) for many of the intersections identified in the Tables in Appendix H as compared to the level of service of the intersections without the proposed project.<sup>6</sup> These tables show that there are more intersections with a worsened level of service due to constructing the proposed project compared to projections in Table 3 that assume the absence of project construction. Additionally, there appears to be a significant increase in vehicle traffic to the area based on the trip generation for both alternatives and the combined development.<sup>7</sup> The DEA only identifies mitigation measures for two of the impacted intersections. The EPA recommends the FEA further identify and address air quality impacts as it relates to traffic and congestion at all impacted intersections. In order to mitigate to a finding of no significant impacts (FONSI), the EPA recommends additional mitigation measures be explored and identified for all impacted intersections with a worsened level of service.

A1-5

We also recommend the FEA include a baseline of annual average daily traffic (AADT) to further understand the significance of traffic increase to the area. Washington Department of Transportation's traffic count data map shows AADT for some sites. The closest traffic site has an AADT of 13,055 from 2023 data.<sup>8</sup>

A1-6

### Green Building

The proposed project includes new infrastructure, which provides an opportunity to design buildings that utilize green building techniques, reduce waste generation, and reduce energy consumption. Green building is the practice of developing buildings that are environmentally responsible and resource-efficient through a building's life cycle.<sup>9</sup> The DOE's recent national decarbonization blueprint recognizes the key role of the buildings sector in achieving economy-wide net-zero emissions by 2050 and recommends increasing energy efficiency, reducing on-site GHG emissions, transforming the grid edge, and minimizing embodied emissions from building materials and procurement.<sup>10</sup> In accordance with Executive Order 14057, *Catalyzing Clean Energy Industries and Jobs Through Federal Sustainability*, the EPA recommends the FEA discuss implementation of decarbonization strategies in the project design.

A1-7

In addition to implementing green infrastructure technologies to reduce environmental impacts, the EPA recommends adopting hazard-resistant building codes to increase safety, reduce financial loss, and support rapid recovery after disasters.<sup>11</sup> FEMA's National Building Code Adoption Tracking Portal notes

A1-8

<sup>5</sup> <https://www.epa.gov/greeningepa/technical-guidance-implementing-stormwater-runoff-requirements-federal-projects>. Accessed 8/5/2024.

<sup>6</sup> DEA Appendix H, Tables 7, 8, 11, 12, 16, and 17.

<sup>7</sup> DEA Appendix H, page 53.

<sup>8</sup> <https://wsdot.wa.gov/about/transportation-data/travel-data/traffic-count-data>. Accessed 10/15/2024.

<sup>9</sup> <https://www.epa.gov/smartgrowth/location-and-green-building>. Accessed 10/7/2024.

<sup>10</sup> <https://www.energy.gov/eere/articles/decarbonizing-us-economy-2050>. Accessed 10/7/2024.

<sup>11</sup> <https://www.fema.gov/emergency-managers/risk-management/building-science/bcat>. Accessed 10/7/2024.

that for Washington State, 2021 international building codes (IBC) are mandatory statewide.<sup>12</sup> The DEA discusses that Alternative 1 would be constructed generally consistent with the 2018 IBC.<sup>13</sup> We recommend the FEA include an update to the 2021 IBC.

A1-8  
Cont.

### Underground Storage Tanks (UST)

The DEA proposes to install up to 10 diesel and 16 gasoline pumps. The EPA recommends the FEA include a discussion about registering the UST for the travel center with the EPA. The EPA will need to be notified within 30 days of bringing the UST into use by submitting EPA Form 7530-1.<sup>14</sup>

A1-9

We also encourage the Tribe to coordinate with the EPA before the tanks are installed so an EPA inspector can be on site for the installation of the UST. Coordinating with the EPA provides a beneficial opportunity to ensure that all testing to components are complete prior to the tanks becoming operational and provides technical compliance assistance by reviewing the UST regulations in compliance with 40 CFR 280. To coordinate with the EPA's UST program, please reach out to Mark Willoughby at willoughby.mark@epa.gov.

### Children's Health

Executive Order 13045 "Protection of Children from Environmental Health Risks and Safety Risks" directs federal agencies, to the extent permitted by law and appropriate, to prioritize identifying and assessing environmental health and safety risks disproportionately affecting children and ensuring policies, programs, activities, and standards address these risks. Children may be more susceptible to environmental hazards due to their physiological and behavioral traits. Executive Order 14096, in Section 3(a)(ix)(B), also directs federal agencies to, as appropriate and consistent with applicable law, consider best available science and information when carrying out environmental reviews under NEPA, including information related to age.<sup>15</sup>

A1-10

The DEA discusses soil contamination from the TSP and alternative 2 proposes to construct a school and playfield. The EPA recommends the FEA includes a discussion about children's health and minimizing exposure to contaminated soil. The Pierce County Department of Health and Ecology offer resources about soil safety for children.<sup>16,17</sup> Additional information and mitigation measures are available on the EPA's Lead and Children's Health websites.<sup>18,19</sup>

Children are particularly susceptible to environmental factors assessed in NEPA reviews including non-chemical stressors such as noise. The DEA discusses noise, stating that the dominant noise source in

A1-11

<sup>12</sup> <https://sbcc.wa.gov/>. Accessed 10/7/2024.

<sup>13</sup> DEA, page 2-1.

<sup>14</sup> EPA Form 7530-1 <https://www.epa.gov/sites/default/files/2021-04/documents/notification-usts-4-20-21.pdf>. Accessed 10/8/2024.

<sup>15</sup> EO 14096 and the NEPA regulations include a definition of environmental justice which includes "equitable access to a healthy, sustainable, and resilient environment in which to live, play, work, learn, grow, worship, and engage in cultural and subsistence practices." See 40 C.F.R. § 1508.1(m); EO 14096 Section 2(b)(ii).

<sup>16</sup> <https://tpchd.org/healthy-homes/dirt-alert-tacoma-smelter-plume/>. Accessed 10/7/2024.

<sup>17</sup> <https://ecology.wa.gov/spills-cleanup/contamination-cleanup/cleanup-sites/tacoma-smelter/soil-safety-program>. Accessed 10/7/2024.

<sup>18</sup> <https://www.epa.gov/lead>. Accessed 10/7/2024.

<sup>19</sup> <https://www.epa.gov/children>. Accessed 10/7/2024.

the vicinity is the traffic on I-5 and notes sensitive receptors in the area. The EPA recommends the FEA include the proposed school in alternative 2 as an additional sensitive receptor and analyze any potential noise impacts to children's health.

A1-11  
Cont.



STATE OF WASHINGTON  
**DEPARTMENT OF ECOLOGY**

Southwest Region Office

PO Box 47775, Olympia, WA 98504-7775 • 360-407-6300

October 17, 2024

Tobiah Mogavero, NEPA Coordinator  
Bureau of Indian Affairs  
Northwest Region Office  
911 NE 11th Avenue  
Portland, Oregon 97232-4169

Dear Tobiah Mogavero:

Thank you for the opportunity to comment on the environmental assessment for the Nisqually Indian Tribe Quiemuth Village Mixed-Use Development and Fee-to-Trust Project (# EA-24-22) as proposed by Nisqually Tribe. The Department of Ecology (Ecology) reviewed the environmental checklist and has the following comment(s):

**SOLID WASTE MANAGEMENT: Derek Rockett (360) 995-3176**

All grading and filling of land must utilize only clean fill. All other materials may be considered solid waste and permit approval may be required from your local jurisdictional health department prior to filling. All removed debris resulting from this project must be disposed of at an approved site. Contact the local jurisdictional health department or Department of Ecology for proper management of these materials.

A2-1

**TOXICS CLEANUP/TACOMA SMELTER PLUME: Diana Ison (360) 999-9593**

Future development in the Quiemuth Village Property prompts the following comment: This proposed project is located in an area that may have been contaminated with heavy metals due to the air emissions originating from the old Asarco smelter in north Tacoma (visit Ecology's Tacoma Smelter Plume map search tool: <https://apps.ecology.wa.gov/dirtalert/>).

Soil contamination from the former Asarco smelter poses a risk to human health and the environment. Children are at especially high risk from direct exposure to contaminated soil. Construction workers, landscapers, gardeners, and others who work in the soils are also at risk.

A2-2

Some of the project area included in this proposal have already been sampled for possible Tacoma Smelter Plume soil contamination. The TSP Remediation Documents are addressed in the EA - Appendix E, TSP Cleanup Action Plan/Phase II Environmental Site Assessment Report, dated September 21, 2012. However, Ecology would like to review lot-specific cleanup action plans.

Ecology recommends that the lead agency include the following as conditions of approval, prior to the issuance of any site development permits or the initiation of grading, filling, or clearing:

- Sample the soil and analyze for arsenic and lead following the [2019 Tacoma Smelter Plume Guidance](#). The soil sampling results shall be sent to Ecology for review. Please note, sampling has already been completed for some portions of this project area.
- If lead or arsenic are found at concentrations above the Model Toxics Control Act (MTCA) cleanup levels (Chapter 173-340 WAC); the owners, potential buyers, construction workers, and others shall be notified of their occurrence. The MTCA cleanup level for arsenic is 20 parts per million (ppm) and lead is 250 ppm.
- If lead, arsenic and/or other contaminants are found at concentrations above MTCA cleanup levels, the applicant shall:
  - 1) Develop soil remediation plan and enter into the Voluntary Cleanup Program with Ecology. For more information on the Voluntary Cleanup Program, visit Ecology website at: <https://ecology.wa.gov/Spills-Cleanup/Contamination-cleanup/Cleanup-process/Cleanup-options/Voluntary-cleanup-program>.
  - 2) Obtain an opinion letter from Ecology stating that the proposed soil remediation plan will likely result in no further action under MTCA. The applicant shall provide to the local permitting agency the opinion letter from Ecology.
  - 3) Prior to finalizing site development permits, provide to the local land use permitting agency “No Further Action” determination from Ecology indicating that the remediation plans were successfully implemented under MTCA.
- If soils are found to be contaminated with arsenic, lead, or other contaminants, extra precautions shall be taken to avoid escaping dust, soil erosion, and water pollution during grading and site construction. Site design shall include protective measures to isolate or remove contaminated soils from public spaces, yards, and children’s play areas. Contaminated soils generated during site construction shall be managed and disposed of in accordance with state and local regulations, including the Solid Waste Handling Standards regulation (Chapter 173-350 WAC). For information about soil disposal contact the local health department in the jurisdiction where soils will be placed.

The link below provides a fact sheet that explains more how the arsenic and lead clean-up levels were set and why Ecology sees that they are protective for human health: <https://apps.ecology.wa.gov/publications/SummaryPages/1109095.html>

For assistance and information about Tacoma Smelter Plume and soils contamination, contact Diana Ison with the Toxic Cleanup Program at 360-999-9593 or via email at [diana.ison@ecy.wa.gov](mailto:diana.ison@ecy.wa.gov).

**A2-2  
Cont.**

Ecology’s comments are based upon information provided by the lead agency. As such, they may not constitute an exhaustive list of the various authorizations that must be obtained or legal requirements that must be fulfilled in order to carry out the proposed action.

If you have any questions or would like to respond to these comments, please contact the appropriate reviewing staff listed above.

Department of Ecology  
Southwest Regional Office

(JKT:202404223)

cc: Derek Rockett, SWM  
Diana Ison, TCP



October 18, 2024

Tobiah Mogavero, NEPA Coordinator  
Bureau of Indian Affairs, Northwest Region Office  
911 NE 11th Avenue  
Portland, Oregon 97232-4169

Mr. Mogavero,

Thank you for the opportunity to provide comments regarding the Nisqually Indian Tribe's Quiemuth Village Mixed-Use Development and Fee-to-Trust Project in our service area. Our Special Purpose District serves as the primary provider of all fire protection, emergency medical, rescue and related services to the property under review.

The Lacey Fire District has a long history of partnership and collaboration with the Nisqually Indian Tribe and we serve the vast majority of their other developed residential and commercial properties through an established fee-for-service agreement. The nature and scope of both proposed Alternatives 1 and 2 for the Mixed-Use Development Project are significantly more expansive and complex than any of the Tribe's existing properties we currently serve, so we are anxious to participate in the review and planning processes of these projects to make certain our agency can meet the anticipated public safety and service needs of the various areas of development, their employees and visitors.

The District has reviewed the projections in Appendix L (attached) related to numbers of anticipated residents, visitors and employees along with the Tribe's estimation of response volume and economic impacts to our organization. We believe the data provided reflects a realistic anticipation of the increased demand for our services. Such an increase will require additions to both Fire District infrastructure and staffing levels to meet service demands. We stand ready to meet these challenges in partnership with the Nisqually Tribe and look forward to opportunities for involvement during all phases of this and other planned future projects.

A3-1

Sincerely,

Steve Brooks, Fire Chief

## *Draft*

### *Fire / EMS*

Lacey Fire District Three serves the City of Lacey and surrounding community, which includes approximately 105,650 people in its service area. The 2022 General Fund Operating budget for Lacey Fire District Three was \$36.06 million per the Fire District 2022 Annual Report. Expenses associated with Lacey Fire District Three are reported by the Washington State Auditor's Office.<sup>4</sup> The 2021 Financial Statements Audit Report for Lacey Fire District Three indicates expenditures related to public safety increased by 8.0% to \$24.2 million from 2020 reported expenditures of \$22.4 million. Since 2019, these expenditures have increased by a CAGR of \$20.2 million. It is important to note that direct expenses reported by the Washington State Auditor are only a portion of the Lacey Fire District Three's annual budget. In addition to public emergency resources, there are also several private EMS companies serving Lacey including Olympic Ambulance of Lacey and Horizon Medical Transportation Ambulance of Lacey. Both of these companies respond to emergency and non-emergency calls in partnership with the city of Lacey.

### *Criminal Incident Rates*

Criminal offense data for Lacey are available from the FBI's Uniform Crime Reporting (UCR) Program. In 2019, there were 3,058 criminal offenses reported to Lacey Police. Based on the city's population this equates to a per capita criminal incident rate of roughly 0.06. This incidence rate was applied to our forecasted population increase under both Alternative 1 and Alternative 2 to estimate the proposed Quiemuth non-gaming development's police calls. Additionally, an allowance for increased visitation to the commercial development has been applied. It is anticipated that the Nisqually Tribal Police Department will be the primary responder for all calls and will handle minor incidents including misdemeanors and citations.

Based on the criminal incident rate described above and our forecasted population and visitation increases as a result of the proposed Quiemuth non-gaming development, in 2026 we estimate there will be 425-499 incremental criminal offenses reported as a result of the proposed Quiemuth non-gaming development. This represents an increase of 11.8%-13.9% over projected 2026 volumes in the City based on incidents reported by the UCR Program.

---

<sup>4</sup> <https://sao.wa.gov/reports-data/audit-reports?en=Thurston%20County%20Fire%20Protection%20District%20No%203&MCAG=1346&StartDate=&EndDate=>

*Draft*

**Table 26: Police Service Calls Estimate**

	Alternative 1	Alternative 2
<b>New Population</b>	<b>1,389</b>	<b>1,090</b>
Average Offenses per Capita in City of Lacey	0.06	0.06
<b>Total Forecasted Offenses due to Incremental Population</b>	<b>79</b>	<b>62</b>
Incremental Retail Sales from Subject Development	11.6%	10.1%
<b>Incremental calls due to incremental retail sales (visitation)</b>	<b>419</b>	<b>362</b>
<b>Total Forecasted Calls</b>	<b>499</b>	<b>425</b>
<i>Estimated 2026 Offenses Reported (Excluding Subject Development Impact)</i>	3,600	3,600
2026 Projected Offenses Reported	4,099	4,025
<i>% Change</i>	13.9%	11.8%

Sources: FBI Uniform Crime Reporting (UCR) Program; US Census, The Innovation Group

***Fire Incident Rates***

Fire and EMS incidents responded to by the Lacey Fire District Three are reported in the department’s annual reports. Based on call response data—as shown in the table below—along with population within the Fire District service area (105,650 people), fire and EMS per capita incident rates are approximately 0.16 calls per person. This average incidence rate was applied to our forecasted population increase under both Alternative 1 and Alternative 2 to estimate the proposed Quiemuth non-gaming development’s fire and EMS calls. Additionally, an allowance for increased visitation to the commercial development has been applied.

Based on the average incident rate described above and our forecasted population increases as a result of the proposed Quiemuth non-gaming development, in 2026 we estimate there will be 1,868-2,180 incremental calls responded to by Lacey Fire District Three as a result of the proposed Quiemuth non-gaming development. This represents an increase of 11.1%-13.0% over projected 2022 volumes.

**Table 27: Lacey Fire/EMS Service Call Estimates**

	Alternative 1	Alternative 2
<b>New Population</b>	<b>1,389</b>	<b>1,090</b>
Average Calls per Capita	0.16	0.16
<b>Total Forecasted Calls due to Incremental Population</b>	<b>221</b>	<b>174</b>
Incremental Retail Sales from Subject Development	11.6%	10.1%
<b>Incremental calls due to incremental retail sales (visitation)</b>	<b>1,959</b>	<b>1,694</b>
<b>Total Forecasted Calls</b>	<b>2,180</b>	<b>1,868</b>
<i>Annual Service Calls</i>	16,822	16,822
<i>% Change</i>	13.0%	11.1%

Sources: Lacey Fire District Three, The Innovation Group

The following provides a total annual calls responded to by Lacey Fire District 3.

*Draft*

**Table 28: Lacey Fire District 3 Call Responses**

	2020	2021	2022
<b>Total</b>	14,196	16,293	16,822

Source: Thurston 911 Communications

## Conclusion and Implications

### *Fiscal Impacts and Municipal Services*

Impacts arising from population and development growth would be effectively diluted by the size of Thurston County’s existing labor force, housing stock, and school capacity. Impacts arising from increased populations—such as police, fire and EMS calls—are detailed above. Moreover, and as noted previously, the fiscal impacts to the local impacts to the local police department described below will be offset partially, if not entirely, by the Nisqually Indian Tribe’s own police department. It is anticipated that the Nisqually Tribal Police Department will be the primary responder for all calls and will handle minor incidents including misdemeanors and citations. Arrests may involve coordination with the local police department and would incur costs to City and County law enforcement agencies.

On top of this, the gains in tax revenues that will accrue to the local governments as a result of increased economic activity generated by the Quiemuth Village non-gaming parcel development and its employees will mitigate increases in municipal services expenses.

### *Estimated Municipal Expenses*

The following tables show the estimated expenses attributable to the subject development from police and fire/EMS services, assuming all costs were incurred by the local fire and police departments, based on the Comparative Analysis section above, with percent change estimates from that analysis applied to annual budget figures.

**Table 29: Lacey Police and Lacey Fire District 3 Expense Increase - 2026**

	Annual Budget		Alternative 1	Alternative 2
Police (City of Lacey)	\$12,064,330	<i>Incremental %</i>	<13.9%	<11.8%
		<i>Incremental \$</i>	< \$1,671,027	< \$1,423,441
Fire/EMS (Lacey Fire District 3)	\$36,060,000	<i>Incremental %</i>	13.0%	11.9%
		<i>Incremental \$</i>	\$4,674,333	\$4,003,158
<b>Total Increase in Municipal Services</b>			<b>\$6,345,361</b>	<b>\$5,426,599</b>

Sources: City of Lacey, The Innovation Group



**LACEY CITY COUNCIL**

- Mayor Andy Ryder
- Deputy Mayor Malcolm Miller
- Lenny Greenstein
- Michael Steadman
- Carolyn Cox
- Robin Vazquez
- Nicolas Dunning

**CITY MANAGER**

Rick Walk

October 18, 2024

Tobiah Mogavero, NEPA Coordinator  
 Bureau of Indian Affairs, Northwest Region Office  
 911 NE 11th Avenue, Portland, Oregon 97232-416

**RE:** Environmental Assessment (EA) for the Nisqually Indian Tribe Quiemuth Village Mixed-Use Development and Fee-to-Trust – City of Lacey Comments

Mr. Mogavero,

The City of Lacey (“City”) appreciates the opportunity to provide comments for the Environmental Assessment (EA) for the Nisqually Indian Tribe Quiemuth Village Mixed-Use Development and Fee-to-Trust (“Mixed-Use Project”).

The City values the long-standing relationship and partnership with the Nisqually Indian Tribe, deriving from the Nisqually Indian Tribe and City of Lacey Accord. The City supports the Tribe’s application and is enthusiastic about the continued government-to-government collaboration. The City is committed to the protection of public health, safety, and the general welfare of the community, including persons on or near Tribal Properties. From conversations and the EA, it is evident that the proposed Mixed-Use Project would provide positive growth and new opportunities for the Tribe and its members, and for the region, including the general Lacey community.

For the Mixed-Use Project as well as the Quiemuth Casino Project (“Casino Project”), the City is prepared to collaborate with the Nisqually Indian Tribe. To this end, the City entered into a cooperation agreement with the Nisqually Indian Tribe on September 21, 2023. The cooperation agreement established a framework for how the City and Nisqually Indian Tribe will work together and coordinate services. The agreement specifies future inter-local agreements to be developed between the City and Nisqually Indian Tribe to coordinate and off-set impacts related to the provision of emergency services, utilities and infrastructure

A4-1



and to address impacts to City traffic, community services, utilities, and land use compatibility.

While the City is supportive of the Mixed-Use Project, the City does have comments with the EA as presented. The below list provides a high-level overview of the City's comments.

1. **Cooperation agreement:** The City believes that continued collaboration on the forthcoming cooperation agreements between the City and the Nisqually Indian Tribe is critical to the long-term success of these projects and the community. These critical agreements will be used to coordinate and off-set impacts related to the provision of emergency services, utilities and infrastructure and to address impacts to City traffic, community services, utilities, and land use compatibility.
2. **EA scope:** While the scope of this EA is the Mixed-Use Project, the City believes that it is impossible to accurately gauge various environmental impacts without considering the cumulative impacts of the Mixed-Use Project and the Casino Project. While the City recognizes that it will have a future opportunity to comment on the forthcoming EIS for the Casino Project, many of the City's comments and concerns focus on the cumulative impact of these two projects.
3. **Public Safety:** The City believes that significant work remains to be accomplished between the Nisqually Tribe and the City to account for variables that could impact public safety resources, including police, court, public defense, prosecution, and other public safety related resources. For police impacts, the City does not believe that these services can be adequately addressed through the use of officers per 1,000 ratio and/or a Uniform Crime Reporting (UCR) crime ratio of incidents per resident.
4. **Utilities:** The City recommends that the project receive water, wastewater, and stormwater service from the City's utilities. The logistics and planning for utility services can be worked out between the City and the Nisqually Indian Tribe as part of future discussions. The City does not recommend drilling an onsite well or building a reservoir. The City encourages the Nisqually Tribe to plan for and build infrastructure for the future use of reclaimed water.
5. **Traffic Impact Comment:** The City identified several intersections that failed level of service. The City believes there is confusion about strategy corridors and their associated mitigation requirements. Strategy corridors (Marvin Road, Pacific Avenue, Martin Road) are defined by Lacey Municipal Code 14.21.010 (M). This definition also includes a list of strategies that should be considered to mitigate impacts to designated strategy corridors. The City requests off-site mitigation

**A4-1  
Cont.**



measures be identified, coordinated and agreed upon with the City.

The attachments to this letter provide a more comprehensive account of the City's comments.

Sincerely,



Rick Walk  
City Manager

**cc:** Lacey City Council

**Attachments:**

- **Attachment 1** – Comments on Nisqually Quiemuth Village Mixed Use Project Environmental Assessment
- **Attachment 2** - Comments on Appendix A – Agreements
- **Attachment 3** - Comments on Appendix B – Detailed Project Description
- **Attachment 4** - Comments on Appendix C – Preliminary Water Supply and Wastewater Study
- **Attachment 5** - Comments on Appendix D – Preliminary Grading and Drainage Report
- **Attachment 6** - Comments on Appendix E – TSP Remediation Documents
- **Attachment 7** - Comments on Appendix F – Expanded Regulatory and Environmental Setting
- **Attachment 8** - Comments on Appendix G – Air Quality Modeling Tables
- **Attachment 9** - Comments on Appendix H – Traffic Impact Analysis
- **Attachment 10** - Comments on Appendix I – Biological Resource Studies
- **Attachment 11** - Comments on Appendix J – Confidential Cultural Resources Documents
- **Attachment 12** - Comments on Appendix K – Phase I Environmental Site Assessment
- **Attachment 13** - Comments on Appendix L – Economic Impact Analysis
- **Attachment 14** - Comments on Appendix M – USEPA EJSscreen Report

**A4-1  
Cont.**



## ATTACHMENT 1

**Attachment 1** provides detailed City comments on the **Nisqually Quiemuth Village Mixed Use Project Environmental Assessment**.

Page #	Section	Comment
40	2.2  Figure 11	<p><b>Alternative 2 Recreation Elements.</b> The City recommends the indoor sports facility over any outdoor sports facilities, for the following reasons:</p> <p><b>Meets a need identified in the community.</b> The City is supportive of developing an indoor recreation facility in the Mixed-Use Project. An indoor recreation facility was identified as a top community priority in a recent Indoor Sports Facility Feasibility Study (2018/2019). The Nisqually Indian Tribe was a stakeholder with this Study. An indoor recreation facility would also help fill a community priority identified in the City’s 2023-2029 Parks, Culture, and Recreation Comprehensive Plan. If the indoor recreation facility is part of the future Mixed-Use Project, the City would be interested in discussing partnerships on facility use and operations.</p> <p><b>It would not create duplicative outdoor sport facilities.</b> There are a number of outdoor sports facilities within close proximity to this area, however there are no indoor sports facilities. The City recommends a USL Soccer stadium, drawing more out-of-town visitors, rather than the development of more outdoor fields, e.g., baseball and soccer.</p>
49	Cultural Center/Museum	<p><b>Nisqually Indian Tribe Cultural Center/Museum.</b> If developed as part of the Mixed-Use Project, the City would be interested in discussing partnership opportunities between the Lacey Museum and the Nisqually Indian Tribe Cultural Center/Museum.</p>
114	Law Enforcement Services	<p><b>Public Safety Department staffing.</b> This section states that the Nisqually Indian Tribe’s Public Safety Department employs over 92 full-time equivalent employees. The City requests more information on these positions and their</p>



**A4-2**

**A4-3**

**A4-4**



		<p>role specifications. For example, the City requests clarification on the number of tribal police officers, jail staff, administration staff, and other functions that may be included within these this figure.</p>
-	<p>Law Enforcement - General</p>	<p>The metrics needed to assess the public resources expended when the Lacey Police Department is called upon to assist the Nisqually Tribal Police on the Quiemuth property are complex. As such, the City does not believe they can be adequately addressed through the use of officers per 1,000 ratio or a UCR crime ratio of incidents per resident.</p> <p>Likewise, added residential population numbers do not capture the much larger added daily population that the Quiemuth site seeks.</p> <p>The City believes that significant work remains to be accomplished between the Nisqually Tribe and the City to account for variables that could impact public safety resources, to include but not limited to:</p> <ul style="list-style-type: none"> <li>• Tribal police staffing models for the Mixed Use Project and Casino Project</li> <li>• Felony crime investigation assistance</li> <li>• Impacts to City administrative, non-commissioned employees</li> <li>• Events that begin in one jurisdiction and end in the other</li> <li>• Opportunities for joint training</li> <li>• Professional and accreditation standards</li> <li>• Washington State Criminal Justice Training Center (CJTC) certification of officers</li> <li>• Reporting requirements to state agencies (CJTC, Attorney General, etc.)</li> <li>• Impacts to existing police department districts and staffing assignments</li> <li>• Mitigation of impacts of daily vehicle trips on traffic patterns, collision investigation, etc.,</li> </ul>

**A4-4  
Cont.**

**A4-5**



		<ul style="list-style-type: none"> <li>• Evidence storage</li> <li>• Holding facilities for processing prisoners</li> </ul> <p>The City looks forward to continued discussions and partnership with the Nisqually Indian Tribe to meet the needs of our growing communities and the successful implementation of the Mixed-Use Project and Casino Project.</p>
115	Law Enforcement	<p>The data used in the per capita service level is out-of-date and does not reflect current staffing levels.</p> <p>The City believes that an updated analysis and future discussions on law enforcement impacts, as well as other public safety components, will be a critical component of the forthcoming cooperation agreement discussions.</p>
26	Section 2.1.4	<p>“The Tribe intends to enter into an agreement with the City for the coordination of law enforcement, prosecution, and court administration, which will identify the scenarios when cases would be referred to the City and address the payment of actual costs for investigation, prosecution, and court administration.”</p> <p>The City believes that this generalized statement of the scope of Tribal and City Law Enforcement (Lacey Police Department – LPD) coordination leaves the definition of the clauses “<i>coordination of law enforcement</i>” and “<i>when cases would be referred to the City</i>” open for future discussion.</p> <p>Both of these issues are complicated and nuanced topics.</p> <p>The City believes that many variables still need to be discussed and agreed upon as part of the forthcoming cooperation agreements. These discussions may include, but are not limited to:</p> <ul style="list-style-type: none"> <li>• transport and booking of non-tribal member prisoners</li> <li>• security at prisoner hospital details originating on the Quiemuth property</li> </ul>

A4-5  
Cont.

A4-6

A4-7



	<ul style="list-style-type: none"><li>• continued investigation of complex felony crimes by LPD detectives</li><li>• records keeping</li><li>• public disclosure requirements of body-worn and in-camera videos</li><li>• evidence storage</li><li>• digital evidence storage</li><li>• standardization of high liability policies such as use of force and pursuits,</li><li>• joint training opportunities and standards</li></ul> <p>The City believe that cross-training with Nisqually Tribal Police would help both police departments better understand how to work together and what to expect of each other when jointly responding to calls for service.</p> <p>Cross training topics could include, but are not limited to:</p> <ul style="list-style-type: none"><li>• high-risk traffic stops</li><li>• use of force standards</li><li>• defensive tactics</li><li>• duty to intervene</li><li>• pursuit of vehicles</li><li>• pursuit intervention techniques</li><li>• when and how to detain people for investigations</li><li>• other routine high-liability activities</li></ul> <p>documentation standards to be consistent between the Nisqually and Lacey Police Departments in accordance with state law, case law, and, as the Lacey Police Department is accredited through WASPC, accreditation best practices.</p> <p>The City encourages that all Nisqually Tribal Officers working on the Quiemuth property be credentialled through the CJTC. This would also help standardize police response to incidents.</p> <p>In the future, the City believes that the newly built public safety training center at the Lacey Police Station would be</p>
--	---

**A4-7  
Cont.**



		<p>an effective location to provide joint training. This facility features an eight-lane indoor firing range, a Virtual Reality simulator room, a Defensive Tactics training room, and an 80-person classroom.</p> <p>The City could potentially partner with the Nisqually Indian Tribe on facility use and effective cost-sharing models, to potentially include training instructors, and maintenance and operations of the facility. This would require a future agreement between both parties.</p>
115	Section 3.10.2	<p>The service level ratio of 1.1 officers per 1,000 residents cannot be relied on. Currently, the ratio is 1.2 officers per 1,000 residents (72 commissioned officers / population of 60,485).</p> <p>The City believes that future cooperation agreements will need to extensively evaluate the impacts to law enforcement services.</p> <p>When contemplating future cooperative agreements, the City believes that discussions and evaluations should include, but not be limited to:</p> <ul style="list-style-type: none"> <li>Officer levels</li> <li>Impacts to existing police department districts and staffing assignments</li> <li>Joint responses to assist Tribal police within the Mixed-Use Development</li> <li>Administrative, non-commission City staff impacts, e.g., record-keeping and public records production requirements</li> </ul> <p>The cumulative impacts to all of the above with the Mixed-Use Project and Casino Project.</p> <p>An adequate public safety facility in or near the Mixed-Use Project and Casino Project that meets the needs of Tribal Police and potentially, Lacey Police and Fire District 3.</p>
124	Fiscal Impacts	<p><b>Property tax impacts.</b> The EA states that “increases in [sales] taxes on secondary economic activity” would offset property tax collection for Thurston County and therefore not impact their ability to provide governmental services.</p>

A4-7  
Cont.

A4-8

A4-9



		<p>However, the City believes that this assessment fails to consider other taxing districts that do not receive sales tax (property tax assessments only) that could be impacted by the reduction in property taxes. The City believes that the impact to these taxing districts should be included in this analysis.</p>
140	Safety	<p><b>Marvin Road SE and Britton Parkway intersection.</b> This intersection is currently one of the highest collision locations in Lacey. The City believes that increased traffic volume and demand on this intersection without mitigation could pose additional safety challenges.</p>
116	Parks and Recreation	<p><b>Parks and recreation services.</b> The City concurs with the conclusion that both Alternatives as presented would not increase the population enough to significantly impact park services. The alternatives would not require the expansion of parks or recreational facilities beyond existing expansion needs.</p>

A4-9  
Cont.

A4-10

A4-11



## ATTACHMENT 2

The City has no comments for **Appendix A - Agreements.**



### Attachment 3

**Attachment 3** provides a detailed account of the City's comments on the **Appendix B - Detailed Project Description**.

Page #	Section	Comment
8	1.2 Off-Site Potable Water Supply	<p>"The City has proposed plans to install two new wells (Well S04 Supplemental Well and Marvin Road Well) in 2026."</p> <p>Due to current conditions, the timeline identified in the environmental assessment for the installation of the two wells is no longer accurate</p>
10	1.2 Off-Site Reclaimed Water Supply	<p>The City encourages the Nisqually Tribe to plan for and build infrastructure for the future use of reclaimed water.</p> <p>A storage tank and booster pump system for irrigation could be supported with potable water for now and would allow for straightforward conversion in the future. The reclaimed water should be dedicated to irrigation uses. The City believes that the other potential uses identified would not provide enough benefit for the additional risk and complexity associated with them.</p> <p>A storage and Booster system for irrigation would provide immediate benefits even if reclaimed water is not available for several years.</p> <p>Irrigation demands often have a much higher peaking factor than other water uses and the on-site storage would mitigate the City's instantaneous pumping and equalizing storage needs resulting from the increase in irrigation demand.</p>
11	1.2 Water Supply Option 2 - On-site Water Supply	<p>The City discourages an on-site water supply. Any on-site water supply should be thoroughly studied and analyzed for impacts in collaboration with the City prior to implementation.</p> <p>While it appears that short-term impacts to the City's nearby sources are addressed in the appendices, long-term impacts on aquifer water levels are not well-defined</p>

A4-12

A4-13

A4-14



		<p>and likely cannot be fully recognized without a regional analysis.</p> <p>Additionally, the City believes that new withdrawals in this area can potentially change the current of subsurface waters and may change the amount and speed at which reclaimed water infiltrated by LOTT will migrate towards the City's Betti well. This could increase the possibility of PFAS and/or other contaminants reaching the public drinking water supply.</p>
11	1.3 Wastewater Treatment	The use of reclaimed water, in either scenario, would not reduce the total volume of wastewater for collection or treatment. It would only reduce the amount to be discharged for disposal post-treatment.
11	1.3 Wastewater Treatment Option 1 – Off-site Wastewater Treatment	<p>“LOTT manages a 24-inch sewer line that intersects Main Street NE and the eastern part of the Project Site.”</p> <p>For clarification, the City owns and operates both of these 24-inch lines.</p>
11	1.3 Wastewater Treatment Option 1 – Off-site Wastewater Treatment	<p>“Potential off-site wastewater utility improvements are shown in Figure 7. As described in more detail in Section 3.13 in the EA, upgrades already planned by the City would be made to Pump Station #49 during construction of Alternative 1 to increase its capacity to accommodate wastewater generated by Alternative 1, including replacing pumps and electrical equipment.”</p> <p>The City requests that any future upgrades to infrastructure should be included in discussions of forthcoming cooperation agreements to address timing of improvements and resource impacts.</p>
13	Table 7: Estimated Wastewater Flow and Discharge – Alternative 1 –	<p>“Peak Wastewater Flow (gpd)”</p> <p>The peak wastewater flow in Table 7 is representative of peak daily flows, as opposed to peak hourly flows which are more commonly used to size conveyance and pumping infrastructure and utilizes a higher peaking factor as noted in Appendix C section 2.1.2</p>

**A4-14  
Cont.**

**A4-15**

**A4-16**

**A4-17**

**A4-18**



<p>15</p>	<p>Disposal of Treated Wastewater</p>	<p>The City believes that prior to discharge of treated wastewater the Tribe should perform a tracer analysis to determine the direction of groundwater flow and the likelihood of discharged waters to enter local drinking water aquifers as there is a potential that discharged waters may migrate toward the City's existing Betti well or any potential water source the Tribe creates on site (if not using City Utilities).</p> <p>The City urges that the discharge of treated wastewater be closely monitored with a network of groundwater monitoring wells to serve as early warning of potential aquifer contamination.</p>
<p>18</p>		<p>"In addition, the Travel Center will incorporate oil/water separation devices all sized according to manufacturer's guidelines, use dead-end sumps within the fuel island, have double walled tanks, and extensive subsurface monitoring to ensure there are no leaks in any part of the fuel storage or conveyance systems. Source control best management practices (BMPs) related to service stations will also be implemented, including but not limited to, managing and preventing illicit discharges to storm drains, formation of a pollution prevention team, preventive maintenance, spill prevention and cleanup, employee training, and record keeping."</p> <p>The proposed fueling station is located in and adjacent to the 10-year capture zone for the City's Betti well.</p> <p>Most of the BMP's listed here meet the City's typical requirements and are requested by the City.</p> <p>Under-canopy drainage may be discharged to sanitary sewer following oil/water separation. The City believes that the remaining stormwater associated with the travel center should be treated to the highest level feasible prior to infiltration to guard against potential groundwater contamination.</p>
<p>38</p>	<p>Table 16</p>	<p>The City encourages the use of artificial turf for most or all of the sports fields for Alternative 2. Based on this</p>



**A4-19**



**A4-20**



**A4-21**



		<p>document, it is not able to be determined whether artificial or natural turf is being proposed.</p> <p>The City believes that if natural turf is being proposed, irrigation demand for these fields should be identified separate from the landscape water demand. Generally, sports field natural turf has a much higher water demand than standard landscaping. The City believes that this use should be captured as a unique impact as the irrigation requirements may trigger additional water distribution, pumping, and storage mitigation measures to meet peak hourly demand (PHD).</p>
--	--	---

**A4-21  
Cont.**



### Attachment 4

**Attachment 4** provides detailed City comments on **Appendix C – Preliminary Water Supply and Wastewater Study**.

Page #	Section	Comment
-	General	<p>The City recommends that the project receive water service from the City's water utility. The logistics for utility services can be worked out between the City and the Nisqually Indian Tribe as part of future discussions.</p> <p>The City does not recommend drilling an onsite well or building a reservoir.</p> <p>Importantly, any waterline across the Interstate 5 would require an easement.</p>
11	2.1.1A Irrigation	<p>The City recommends that the irrigation system be constructed to use reclaimed water, regardless of the water source. While a potentially long-term investment, the system would decrease irrigation demands and water consumption.</p> <p>To achieve this, a storage tank and booster system could be dedicated to the irrigation supply to reduce the peak hourly demand (PHD) on the City's water utility by reducing instantaneous pumping requirements and equalizing storage. The system would provide the infrastructure necessary for future conversion to reclaimed water even if it is supplied by potable water during the initial years of site development.</p> <p>The City further stresses this recommendation given the potential cumulative impacts of the Mixed-Use Project and the Casino Project.</p>
12	2.1.3 Pollutant Loadings	<p>The City recommends confirming the accuracy of the data provided in Table 2.1.3 with LOTT. If the intent is to use the data in Table 2.1.3 for the design of an on-site wastewater treatment plant, the City believes it is important to highlight that many areas in the City are serviced by STEP sewer systems. As a result, the</p>



**A4-22**



**A4-23**



**A4-24**



		wastewater characteristics in Table 2.1.3 may constitute a blend of both raw wastewater and STEP sewer. If so, the concentrations for this project may differ from this data.
14	2.2 Reclaimed Water Use	<p>The City supports and encourages the use of reclaimed water for irrigation.</p> <p>The City recommends removing toilet flushing and fire-flow/fire-sprinkler uses from reclaimed water consideration due to:</p> <ul style="list-style-type: none"> <li>• Minimal reduction of demand from the potable system;</li> <li>• the increased plumbing complexity;</li> <li>• risk of cross connection and contamination; and</li> <li>• the reduced reliability and capacity of a reclaimed water system.</li> </ul> <p>The City believes that Heating, ventilation, and air conditioning systems (HVAC) may also be potential uses for reclaimed water assuming corrosion or other concerns are met.</p>
18	2.3.1 Wastewater Effluent Discharged to Surface Water	<p>The City suggests confirming with LOTT that their Hawks Prairie site is sized to accept up to 2 MGD of reclaimed water. The City believes that the 2 MGD may be for the Martin Way treatment plant where the reclaimed water is produced. This may need to be expanded to treat additional wastewater.</p> <p>The City believes that the size of the reclaimed water infiltration area will be a function of the permeability of the soil. Importantly, there are till layers in much of the area surrounding the property. The City recommends this be considered as part of the design analysis.</p>
18	2.3.1 Wastewater Effluent Discharged to Surface Water	The City believes it is inaccurate to state that NDMA leached into the aquifer from the LOTT ponds since NDMA was never detected in LOTT's Class A Reclaimed Water.

**A4-24  
Cont.**

**A4-25**

**A4-26**

**A4-27**



20	3.1 Water Strategies	The City is unaware of any approvals by Washington State Department of Ecology for private wells on-site. The City believes that the status of well approvals should be clarified.
23	3.1 Water Strategies	<p>“Those projects are currently anticipated to be completed in 2026.”</p> <p>Based on current circumstances, the City now anticipates that this project may be completed closer to 2030.</p>
23	3.1.1	<p>The City will have to upgrade utility infrastructure for the Mixed Use Project and Casino Project.</p> <p>The City recommends that the Nisqually Indian Tribe and the City work together to coordinate infrastructure upgrades and project development phases for efficient and effective planning and development.</p>
23	3.1.1	<p>It is implied that the on-site infrastructure for water distribution and wastewater collection will be owned and operated by the City Utilities (as opposed to privately owned/operated) for the scenarios where the Tribe is connecting to City services. This should be clarified.</p> <p>Additionally, Table 3.1.1 suggests that the combined water demand for the most intense combination of alternatives equates to about a 9% increase to the water system. There would be an associated impact to staffing resources for both the water and wastewater utilities that the City will need to plan for to accommodate and coordinate with the project phasing.</p> <p>The City recommends that the Nisqually Indian Tribe and the City work together to coordinate infrastructure upgrades to help the City better plan and anticipate additional staffing needs and timing of capital projects.</p>
24	3.1.1	<p>The City currently maintains an amount of emergency/fire-flow storage equal to or greater than 4,000 gpm for 4 hours within the pressure zone.</p> <p>In order to ensure consistency of emergency/fire flow storage, the City recommends that on-site storage and</p>



**A4-28**

**A4-29**

**A4-30**

**A4-31**

**A4-32**



		<p>pumping capacity for the proposed irrigation demand be provided in order relieve supply constraints and preserve the capacity and reliability of the City's water system.</p>
24	3.1.1A	<p>While the City agrees that the cumulative impacts are not likely to change the types of projects that are already planned, the cumulative impacts may alter the sizing and timing of those projects.</p> <p>The City believes that close coordination with the Nisqually Indian Tribe will be critical to the successful delivery of infrastructure upgrades necessary to serve the Mixed Use Project. Any accelerated timelines for City infrastructure projects may create additional financial impacts.</p>
24	3.1.1A	<p>The City recommends that the on-site infrastructure for water distribution and wastewater collection be owned and operated by the City, as opposed to privately owned and operated.</p> <p>If the on-site infrastructure is owned and operated by the City, the City recommends that the Nisqually Indian Tribe and the City work together to coordinate infrastructure upgrades and project development phases for efficient and effective planning and development.</p>
25	3.1.2A	<p>The City recommends that a proposal for an on-site water supply should be accompanied with a regional study to evaluate the local aquifer system to determine the remaining amount of water available for appropriation and the long-term effects of additional withdrawals on aquifer levels.</p> <p>The City did not see a hydrogeological report included in Appendix B that quantifies the amount of water available in the below ground aquifers.</p> <p>The City requests clarification that the statements in this paragraph were based on a study conducted by a licensed Hydrogeologist. The City is unaware of any test wells and requests additional information be provided.</p>

**A4-32  
Cont.**

**A4-33**

**A4-34**

**A4-35**



25	3.1.2B	Several recent studies evaluated the potential health risks of Manganese. The City cautions that Manganese may become a regulated contaminate in the future, further necessitating treatment processes to remove it from the potable supply.	A4-36
26	3.1.4	The City believes that the timing issue is not merely one of LOTT being able to produce enough reclaimed water to put the reclaimed water lines to use. In addition, LOTT must be able to produce enough reclaimed water to meet Lacey and Olympia's water rights mitigation needs prior to Lacey allowing for reclaimed water customers.	A4-37
28	3.1.4	"Removing toilet flush water from the reclaimed water..."  Importantly, this would only be true if the fire event occurred prior to the irrigation demand that day.	A4-38
28	3.2.1	The City's existing 24-inch gravity sewer line along the eastern edge of the site has been observed to suffer from backwater conditions and minor surcharging. This is believed to be the result of LOTT owned mains located downstream in Martin Way. The City believes that further analysis of this system should be performed to confirm capacity assumptions once preliminary basin delineations are developed. This is particularly relevant when considering the cumulative impacts of the Mixed-Use Project and the Casino Project.	A4-39
29		This is a critical wastewater trunk line for the City's sewer collection system, site design/layout along this corridor should give priority to preserving access to this line and associated manholes for inspection, cleaning, and repairs. Building setbacks should be sufficient to allow for emergency repair operations if needed.	A4-40
30	3.2.2	The City believes that on-site discharge of treated wastewater is likely to exacerbate the issue of potential contaminants migrating toward the City's Betti well, as was relayed in previous discussions regarding LOTT's existing reclaimed water infiltration facility.	A4-41



		<p>The City believes that any proposal for treated wastewater discharge on-site should be accompanied by an analysis of subsurface groundwater flow paths and an evaluation of the potential for contamination of local drinking water aquifers.</p>
32	3.2.4B(1)	<p>The Washington State Department of Ecology does not allow Class A reclaimed water to directly enter surface waters of the state. This requirement makes it difficult to use reclaimed water for washing sidewalks and paved surfaces where the reclaimed water could enter the stormwater system and travel to waters of the state.</p> <p>The City understands that the Nisqually Indian Tribe will coordinate with the US Environmental Protection Agency (EPA) for their NPDES permit and not Washington State Department of Ecology.</p> <p>The City highlights this in case EPA also has concerns about using reclaimed water in ways that could result in it reaching surface waters.</p>



**A4-41  
Cont.**



**A4-42**



### Attachment 5

**Attachment 5** provides detailed City comments on **Appendix D – Preliminary Grading and Drainage Report**.

Page #	Section	Comment
9	2.1	With the wide range of infiltration capacity, the City recommends performing soil testing and infiltration analysis at the specific proposed infiltration locations per the guidance in Section 7.2 of the City of Lacey 2022 Stormwater Design Manual (SDM).
9	2.1	The City does not support infiltration systems more than 20 feet deep and/or penetrating the upper till layer.  The City believes that deep infiltration systems should only be used as a "last resort" due to the increased potential for groundwater quality impacts.
12	4.0	The City supports this approach and it is appreciated.  Lacey's 2022 SDM is based on Ecology's 2019 guidance for western Washington. It provides the most appropriate local criteria for protection of water resources and control of runoff water quality and quantity.
12	4.1	The City has established programs for construction inspections, source control inspections, illicit discharges, spill control, etc. The City would like more information on the status of similar programs by the Nisqually Indian Tribe. The City is open to future discussion and coordination regarding these programs and the level of City involvement to ensure consistency.
15	5.1	The City requests enhanced treatment measures be applied for this location under the 2022 SDM as this location is in a Critical Aquifer recharge Area, Category I. As noted, bioretention meets enhanced treatment when designed and constructed per the criteria in Section 7.4.4 of the 2022 SDM.

A4-43

A4-44

A4-45

A4-46

A4-47



16	5.2	The City recommends that bioretention cells have a maximum ponding depth of one foot (12") per the 2022 SDM. This standard would increase the required footprint areas analyzed on the next page.
18	5.3	Section 9.4 of the 2022 SDM provides local guidance for source control of pollution at the proposed fueling station.
20	6.0	This is the preferred "LID" approach, using bioretention cells for water quality treatment and dispersed infiltration to mimic pre-development hydrology.

**A4-48**

**A4-49**

**A4-50**



## Attachment 6

The City has no comments for **Appendix E - TSP Remediation Documents**.



## Attachment 7

The City has no comments for **Appendix F - Expanded Regulatory and Environmental Setting**.



### Attachment 8

Attachment 8 provides detailed City comments on Appendix G – Air Quality Modeling Tables.

Page #	Section	Comment
	General Comment	<p><b>Electric Vehicle Charing Stations:</b> The City supports adding electric vehicle (EV) charging stations as part of this project. However, it is unclear if the charging stations will be spread out over the entire project or if they will be located in a concentrated area. The City encourages spreading them out throughout the project area.</p> <p>The City also encourages exceeding the indicated twenty percent (20%) EV set aside as, by 2035, all cars sold in Washington state will be EV. If not immediately exceeding this threshold, the City recommends building appropriate infrastructure to quickly add additional EV charging stations in the future.</p> <p><b>Emissions:</b> Thurston County's highest greenhouse gas (GHG) emissions is residential energy use. It appears that the proposed multi-family housing facilities will be electric and will not include gas lines. The City supports this as it is aligned with the City's climate goals.</p> <p>The City encourages the Tribe to consider installing solar panels on buildings (commercial and residential) to help offset onsite energy consumption.</p> <p>This project will add additional Vehicle Miles Travel (VMT) and GHG emissions into the surrounding environment. The City encourages implementing practical measures to reducing emissions, including: 1) the retention of mature trees. 2) a ban on idling at any facility within the development including the travel center, 3) partnering with Intercity Transit to install a transfer station or bus services for public transportation.</p> <p>The above measures would also provide health benefits to the people who live, work, and visit the area.</p>



A4-51



A4-52



A4-53



### Attachment 9

**Attachment 9** provides detailed City comments on **Appendix H – Traffic Impact Analysis**.

Page #	Section	Comment
-	General	<p>The current Traffic Impact Analysis (TIA) does not appear to be stamped by a Professional Engineer.</p> <p>The City requests that the final TIA be stamped by a Professional Engineer.</p>
14	Traffic Projections	<p>The City requests additional information on which TRPC model was used as there are several 2045 models, including one with existing plus committed network. Currently, TRPC does not have an approved 2045 model. Based on our review, the model has some distribution errors. Particularly, at TAZ 588 which does not have any volume going to Western Parkway from the Gateway Residential Development.</p>
Fig 16	Trip Distribution & Assignment	<p>The City would like to clarify that pass-by and diverted trip are not the same thing. Diverted trips are considered new trips. The City requests that this information be updated and corrected.</p> <p>Based on review of the TIA, the numbers in several of the intersection volume tables are unclear. The tables lack sufficient information for the City to draw definitive conclusions on the model's findings. Please clarify the methodology used to analyze intersection volumes.</p> <p>The City requests more detailed information regarding the internal street network and lane configurations to ensure proper internal and external distribution is being achieved and accurately analyzed. This would require updates to Figure 17 and Figure 18.</p>

A4-54

A4-55

A4-56



Fig 16/17/18	Trip Distribution & Assignment	<p>From the City's assessment, the model may not be functioning as intended; the information provided appears to be inaccurate.</p> <p>It appears that there would be significant traffic from the Western Parkway Collector-Distributor (CD) road and volume from Gateway residential areas at this intersection.</p> <p>The City's opinion is this intersection needs to be designed as a full access intersection (and possible roundabout).</p>
Table 16/17	Trip Distribution & Assignment	From the City's assessment, the model appears incorrect. Several intersections in 2026 have higher volumes than 2045.
Table 16/17	Trip Distribution & Assignment	From the City's assessment, Marvin Rd/Main St fails LOS: No mitigation or Strategy Proposed. The City requests off-site mitigation measures be identified, coordinated and agreed upon with the City.
Table 16/17	Trip Distribution & Assignment	From the City's assessment, Marvin Rd/I-5 SB Ramp fails LOS: No mitigation or Strategy Proposed. The City requests off-site mitigation measures be identified, coordinated and agreed upon with the City.
Table 16/17	Trip Distribution & Assignment	From the City's assessment, Marvin Rd/Martin Way fails LOS: No mitigation or Strategy Proposed. The City requests off-site mitigation measures be identified, coordinated and agreed upon with the City.
Table 16/17	Trip Distribution & Assignment	From the City's assessment, Marvin Rd/Steilacoom Rd fails LOS: No mitigation or Strategy Proposed. The City requests off-site mitigation measures be identified, coordinated and agreed upon with the City.
Table 16/17	Trip Distribution & Assignment	From the City's assessment, Britton Pkwy/ Eastern Pkwy fails LOS: Roundabout Proposed. The City requests off-site mitigation measures be identified, coordinated and agreed upon with the City.

A4-57

A4-58

A4-59

A4-60

A4-61

A4-62

A4-63



Table 16/17	Trip Distribution & Assignment	From the City's assessment, Britton Pkwy/ Western Pkwy fails LOS: Need to maintain full access for residential development across the street. A full roundabout was identified as mitigation in the previously proposed Gateway Towncenter SEIS. This intersection also needs to accommodate pedestrians. The City requests off-site mitigation measures be identified, coordinated and agreed up with the City.
Table 16/17	Trip Distribution & Assignment	From the City's assessment, Carpenter Rd/ Martin Way fails LOS: No mitigation or Strategy Proposed. The City requests off-site mitigation measures be identified, coordinated and agreed upon with the City.
Table 16/17	Trip Distribution & Assignment	From the City's assessment, Pacific Ave/ Carpenter Rd fails LOS: No mitigation or Strategy Proposed. The City requests off-site mitigation measures be identified, coordinated and agreed upon with the City.
Figure 18	Trip Distribution & Assignment	From the City's assessment, there is no volume identified at the Central and Britton Parkway intersection. The City believes that future traffic will utilize this intersection. The project analysis will need to distribute traffic better internally to show accurate external distribution. The City would like more information on the internal roadway sections and how they are applied.
50	Trip Distribution & Assignment	From the City's assessment, Western Pkwy and Britton Pkwy needs to be a full access. It does not appear to include volume from Gateway residential and Western Pkwy C/D road. The City recommends that this intersection be a roundabout to address the failing LOS.  The intersection will also need to address pedestrians from the adjacent pedestrian generating residential areas to the site. The City requests off-site mitigation measures be identified, coordinated and agreed up with the City.



**A4-64**

**A4-65**

**A4-66**

**A4-67**

**A4-68**



51	Trip Distribution & Assignment – Marvin Road	<p>From the City’s assessment, there may be a misinterpretation of the strategy corridor requirements.</p> <p>The mitigation should identify a solution to address congestion and failing intersections without widening the existing roadway. Strategy corridors are defined by Lacey Municipal Code 14.21.010 (M). This definition also includes a list of strategies that should be considered to mitigate impacts to designated strategy corridors.</p> <p>The City agrees there is a significant impact to Marvin Road, Pacific Ave, and Martin Way. There are several projects that could lessen the impacts including Carpenter Road Widening - Martin Way to Britton Parkway, Britton Parkway Phase 2, Thurston County's 15th Ave Widening, Desmond Extension, 14th Ave Extension, and other projects.</p> <p>There should also be pedestrian enhancements to encourage pedestrians to access the project. Although TDM may have benefits and the shuttle identified in the air quality section will help, there are significant impacts that need to be addressed.</p>
54		<p>From the City’s assessment, the City believes that the TIA has some underlying data and analysis issues. The City believes there appears to be inconsistencies in the 2045 modeling, trip distribution, intersection volumes and strategy corridor mitigation. The information as presented makes it difficult to determine appropriate mitigation strategies at this time.</p> <p>The City is interested in meeting with the Nisqually Tribe and their Transportation consultants to discuss the traffic analysis and mitigation strategies.</p>
56		<p>There is an existing MOU with WSDOT regarding the frontage road and signing requirements.</p>

**A4-69**

**A4-70**

**A4-71**



		With this project, the City believes that the Nisqually Indian Tribe should assume responsibility for the maintenance requirements for the frontage road and signing requirements as identified in the MOU.
--	--	---

**A4-71  
Cont.**



## Attachment 10

**Attachment 10** provides detailed City comments on **Appendix I – Biological Resource Studies**.

Page #	Section	Comment
11	3.6	The City believes that potential hydrological impacts could result from Mixed Use Development through the increase in impervious surfaces. The City suggests that analysis should include the review and consideration impacts to federally listed salmonid species, e.g., Puget Sound Chinook and Puget Sound Steelhead.
15	4.2	The City suggests the mitigation term "avoidance and minimization measures" be defined and examples provided.

} **A4-72**  
} **A4-73**



## Attachment 11

The City has no comments for **Appendix J – Confidential Cultural Resources Documents.**



## Attachment 12

The City has no comments on **Appendix K – Environmental Site Assessment.**



### Attachment 13

**Attachment 13** provides detailed City comments on **Appendix L – Economic Impact Analysis**.

Page #	Section	Comment
-	General – IMPLAN Model	<p>The Economic Impact Analysis provides a good general overall assessment of economic impacts resulting from the proposed development. However, the analysis is not broken down to enough detail at the local level for the City to definitively understand the full impact on the local community.</p> <p>As presented, the City believes that the IMPLAN data as presented lacks sufficient information to determine its accuracy, this is particularly true for determining the impacts on “local” taxes. It appears that the “local” tax impacts are combining several taxing districts without differentiation, including the City, Fire District 3, and other special taxing districts. This could misrepresent the actual revenue streams accruing to the appropriate jurisdiction. A detailed breakdown of tax revenues between special districts and municipal levels is recommended for clarity. To accurately determine impacts, the City asks that “local” tax impacts be broken down to individual taxing districts to better determine accuracy. This would provide more information for the City to draw more definitive conclusions on fiscal impacts.</p> <p>In addition, to provide further granularity, the City requests the following taxes, and respective rates, be individually listed and accounted for in the analysis.</p> <ul style="list-style-type: none"> <li>• Property Tax</li> <li>• MVL</li> <li>• Other Taxes</li> <li>• Special Assessments</li> <li>• local B&amp;O (any classification)</li> <li>• Public Safety Tax</li> <li>• Lodging Tax</li> </ul>

**A4-74**



		<ul style="list-style-type: none"> <li>• Admissions</li> </ul> <p>In addition, the City also has concerns that the City will not be the only recipient of the indirect and induced taxes tax revenues. Per the City's understanding, the indirect categories in this context typically represent the total value of supply-chain purchasing and is modeled at the Thurston County level, not the City level. If modeled at the Thurston County level, the totality of the "local" tax impacts as presented may not all be realized within City boundaries. The City requests clarification on whether this was modeled at the Thurston County level or the City-level. If the latter was used, the City would like more information on how data was collected.</p>
7	Table 3	The City's current local sales tax rate is 0.032, not 0.030 as indicated in Table 3.
8	Table 6	The City would like more information on "TOP: Severance Tax" found in Table 6. Does this reference a Timber harvest tax?
8	Table 6	The City believes that the "The Personal Tax: Motor Vehicle License" in Table 6 is not a local government impact for Lacey. The only impact would be related to Transportation Benefit District (TBD) if Lacey had a motor vehicle fee basis.
8	Table 6	The City believes that "Social Insurance Tax" listed in Table 6 would not typically impact local governments.
8	Table 6	The City is unfamiliar with any "Personal Tax: Other Tax (fish/hunt)" listed in Table 6 and any possible impacts to Lacey.
28	Annual Economic Impacts from Operations	"... the operations of the potential Lacey non-gaming parcel development are estimated to directly support 1,308-2,466 local workers annually, with annual labor income equaling \$42.1-\$77.4 million."
44	Housing Impact	"The new jobs created at the proposed non-gaming parcel development will provide stable employment for existing

**A4-74  
Cont.**

**A4-75**

**A4-76**

**A4-77**

**A4-78**

**A4-79**

**A4-80**



		<p>residents that can support homeownership, increasing homeownership figures throughout the local area.”</p> <p>The City believes that the data on employment and housing as presented lacks sufficient information to determine the accuracy of this statement.</p> <p>Based on the information provided, the average annual income for on-site employees will be around \$32,000. The City is unable to determine if this average includes part-time employment, which could underestimate the annual income data for full-time employees.</p> <p>In Thurston County, annual incomes of \$32,000 qualify as 30% of the area’s annual median income (AMI). Households within this AMI often require support from subsidized housing programs. Funding for subsidized housing programs come from a variety of sources, including dedicated local sales tax collected by the City, as well as Thurston County.</p> <p>The City believes that future cooperation agreements discussions between the City and the Nisqually Indian Tribe should include coordinating and off-setting impacts to affordable housing programs.</p>
<p>17</p>	<p>Police</p>	<p><i>“The Lacey Police Department is an agency of 62 sworn police officers, 18 civilian support members, and 3 volunteers within the department. The adopted 2021 budget was increased 4.3% to \$12.1 million from the amended 2020 budget of \$11.6 million.”</i></p> <p>The above numbers from 2020 and 2021 are outdated. The City urges the report to be updated to reflect the adopted 2024 budget or the proposed 2025 budget.</p> <p>As of October 1, 2024, the Lacey Police Department employs 72 commissioned officers and 18.5 non-commissioned professional employees.</p> <p>The proposed 2025 Budget includes the following allocations for public safety related services:</p>

**A4-80  
Cont.**

**A4-81**



		<ul style="list-style-type: none"> <li>• \$19,127,750 – Police Department (general fund)</li> <li>• \$2,130,962 – Police Department (Criminal justice fund)</li> <li>• \$480,000 – Court services</li> <li>• \$67,500 – Court support / victim advocate programs</li> <li>• \$489,938 – Prosecution</li> <li>• \$625,000 – Public Defense</li> <li>• \$994,935 – Jail</li> <li>• \$1,903,335 – Human Services</li> </ul>
18	Criminal Incident Rates	<p><i>“Criminal offense data for Lacey are available from the FBI’s Uniform Crime Reporting (UCR) Program. In 2019, there were 3,058 criminal offenses reported to Lacey Police. Based on the city’s population this equates to a per capita criminal incident rate of roughly 0.06.”</i></p> <p>The FBI UCR program has been replaced by the National Incident Based Reporting System (NIBRS).</p> <p>The statement that UCR data showed 3,058 criminal offenses reported to Lacey Police in 2019 is accurate, but it is also not reflective of the overall situation. The 3,058 criminal offenses documented in the 2019 report are only a portion of the 6,292 total criminal case reports written by officers in response to 46,576 reported incidents in 2019.</p> <p>For comparison, the latest available data from 2023 shows 6,588 criminal case reports written as a result of 43,315 reported incidents. Police response should not be calculated from UCR or NIBRS numbers alone as these metrics are a selected portion of the total police reports written which are, in turn, a result of a selected portion of 9-1-1 calls that were determined to meet the standard to be documented in a police report by the responding officer.</p> <p>The City believes that it also important to note that incidents often require a multi-officer response in order to</p>

**A4-81  
Cont.**

**A4-82**



		effectively de-escalate persons in crisis and to minimize the use of force.
20	Fiscal Impacts and Municipal Services	This section does not include impacts to the judicial system, including public defense. The City believes that these elements need to be included to get a comprehensive understanding of true fiscal impacts to the City.

**A4-82**  
**Cont.**

**A4-83**



**Attachment 14**

The City has no comments for **Appendix M – USEPA EJScreen Report.**





**PUBLIC WORKS**

9605 Tilley Road S, Suite C | Olympia, WA 98512-1093  
Office: (360) 867-2300 | TDD line: 711 or 1 (800) 833-6388

Jennifer D. Walker, Director

October 18, 2024

Tobiah Mogavero, NEPA Coordinator  
Bureau of Indian Affairs, Northwest Region Office  
911 NE 11<sup>th</sup> Ave  
Portland, Oregon 97232-4169  
Sent via email: [admin@nisquallyea.com](mailto:admin@nisquallyea.com)

Subject: Nisqually Quiemuth Village Mixed Use Project  
Environmental Assessment (EA; NEP #EA-24-22) Response

Dear Tobiah Mogavero:

Thank you for the opportunity to review the Environmental Assessment for the above referenced project. Public Works' main interest in larger projects is the potential impact to our roads in the unincorporated areas affected by the project. We've identified a number of intersections in our road network that are either at capacity or have limited capacity before upgrades are required.

We have reviewed Appendix H of the Environmental Assessment, Traffic Impact Analysis prepared by Transpogroup, dated June 2023. The County intersections of South Bay Road NE/Sleater Kinney Road NE, Carpenter Road NE/Hawks Praire Road NE, 15<sup>th</sup> Ave NE/Sleater Kinney Rd NE and Marvin Road NE, Pacific Ave. NE where included. We request two additional intersections be included in the analysis:

1. **Marvin Road SE and Union Mills SE** which is a half mile south of the studied intersection of Marvin Road SE and Pacific Ave SE
2. **Johnson Point Road NE and Hawks Praire Road NE** which is between the studied intertersections of South Bay Road NE/Sleater Kinney Road NE and Carpenter Road NE/Hawks Praire Road NE.

A5-1

If you have any questions or would like to discuss this further, please do not hesitate to contact me at 360.867.2042 or via email at [todd.mason@co.thurston.wa.us](mailto:todd.mason@co.thurston.wa.us).

Regards,

Todd Mason, P.E.  
Public Works Development Review Manager.

cc: Matt Unzelman, Thurston County Engineer  
Becky Conn, Thurston County Traffic Engineering & Operations Manager

**PLANS, SPECIFICATIONS AND ESTIMATE  
Review Comment Disposition Form**

Project Title:		Nisqually Quiemuth Village EA, Traffic Impact Analysis		Job Charge #:	
Reviewer (name & office) OR Traffic Design – Kun Yi, Casey Chilton, Manuel Abarca			Responses By:		
Date of Review Comments: 11/1/2024			Date of Disposition:		
Comment No.	Sht or Pg.	Review Comment	Status Code	Designer's Response	
1.	GEN	Casino property is expected to be a major traffic generator but is not being included. Perform and provide a cumulative analysis with casino included.			
2.	PDF p5	Project Description: Please provide capacity evaluation to address the conditions to execute the MOU.			
3.	PDF p6	Disagree that the Project Site has a lower trip generation than the 2010 Lacey Gateway. Trip assumptions for diverted trips, internal trips, and pass by trips reduce the trips credited to the development by 20 to 30 percent. The trips will still have a direct impact to the site access points.			
4.	Traffic Safety	remove "although there was a high quantity of collisions reported" "1 perfect of overall... pedestrian or bicyclist" – Provide crash count number. Indicate and briefly describe all fatal/serious injury/pedestrian/bicyclist crashes			
5.	Table 4	Split "Injury" column to "Serious injury" and "Other injury"			
6.	PDF p8	Please consider adding Marvin to Mounts HOV lane expansion to list of planned improvements			
7.	PDF p9	Please verify mile posts of Martin Way project listed (document currently says MP109 to MP109).			
8.	PDF p19	Disagree with only two intersections operating below standards. Several corridors, I.E. Marvin and Martin are oversaturated and were analyzed using a single time series which underestimates the delay because it applies the analysis to the traffic that is counted and not the full demand. Oversaturated corridors need to be evaluated with a method that can evaluate the operations with the full demand.			
9.	PDF p20	Follow up to comment number 8: It often takes multiple cycles to get through the intersections at the ramp terminals to I-5 during the peak PM Peak. It take multiple cycles to get off on SB I-5 to Martin Way.			
10.	PDF p23	Trip Generation Section second paragraph. Please include in the report or in the Appendix G a summary of the process for applying the results of NCHRP 8-51 to the trip calculations. Please explain if the full trip generation is applied to the LOS analysis or just the next trips after discounting for pass-by, diverted and internal trips.			
11.	PDF p30	Table 7: LOS and delay from ramp terminal intersections appears to be based on traffic volumes that are underreported. This is a carryover from the comment No. 8.			

A6-1

A6-2

A6-3

A6-4

A6-5

A6-6

A6-7

A6-8

A6-9

A6-10

A6-11

Status Code Legend: A = Incorporated B = Open/Under Review C = Evaluated/Not Incorporated D = Beyond Scope/Not Evaluated  
All "B" and "C" responses require explanatory comments.

**PLANS, SPECIFICATIONS AND ESTIMATE  
Review Comment Disposition Form**

Project Title:		Nisqually Quiemuth Village EA, Traffic Impact Analysis		Job Charge #:	
Reviewer (name & office) OR Traffic Design – Kun Yi, Casey Chilton, Manuel Abarca			Responses By:		
Date of Review Comments: 11/1/2024			Date of Disposition:		
Comment No.	Sht or Pg.	Review Comment	Status Code	Designer’s Response	
12.	PDF p31	Please confirm with TRPC and the City of Lacey the spirit and intent of Strategy Corridors. It appears that Strategy Corridors are interpreted as an exemption from mitigation.			
13.	PDF p32	Please add reference name in place of “Error! Reference source not found”.			
14.	PDF p47	It is not clear how the Casino traffic generation was added to pipeline development. Please explain how the Primary Trips from Table 5 for Alternative 1 total 2676 and Table 14 Combined Alternative 1 plus Casino is 2632.			
15.	PDF p51,55	Please specify what the “transportation technology measures” and “travel demand management strategies” may entail.			
16.	GEN	Please provide explanation of using 1900, 1885, 1870, etc. for the saturation flow rate rather than Olympic Region standard of 1800 per the Synchro/SimTraffic Protocol.			
17.	GEN	Project will bring I-5 N&S on and off ramps below acceptable LOS levels. Per the description on PDF p7, these ramps are being included under the “strategy corridor” designation that Marvin Rd NE falls under. Due to the significant impact to the I-5 system at these locations, WSDOT does not agree that these areas qualify for the exemption because WSDOT sets LOS standards for Highways of Statewide Significance. Please provide mitigation at these locations.			
18.	GEN	Connections to the collector/distributor can only be for public roads that connect into the Lacey city street network and cannot be used only as access to the development.			
19.	GEN	Please submit the additional information requested at the 10/23/24 2pm meeting with WSDOT. This information is critical to concluding the WSDOT comment review period.			

A6-12  
A6-13  
A6-14  
A6-15  
A6-16  
A6-17  
A6-18  
A6-19

Status Code Legend: A = Incorporated B = Open/Under Review C = Evaluated/Not Incorporated D = Beyond Scope/Not Evaluated  
All “B” and “C” responses require explanatory comments.



**Public Works - Engineering**

4/22/2025

Mike Swenson PE, PTOE  
Transpo Group  
12131 113<sup>th</sup> Ave NE #203  
Kirkland WA 98034

**SUBJECT:** Revised Nisqually Quiemuth Village Mixed-Use Project

Sent: Electronically via email

Dear Mr. Swensen,

The City of Lacey (City) reviewed the revised Nisqually Quiemuth Village Mixed-Use Project Traffic Impact Analysis (TIA) and identified several issues and significant transportation impacts within the study area.

The following provides a summary of the issues identified:

- 1. **2050 Intersection Analysis:** The City has concerns about the 2050 intersection analysis. Traffic count in the 2050 intersection analysis appears lower than traffic in the 2027 intersection analysis. Could you please provide more information on why these decreases are anticipated?

[Lacey Municipal Code \(LMC\), Section 14.21](#), identifies how concurrency for projects are to be evaluated. The long-range forecast model used does not accurately reflect future volumes calibrated at the County level. The City agrees that travel patterns will change, however these changes would be, in large part, predicated on improvements the City will complete as part of the Land Use/Transportation Comprehensive Plan.

- 2. **Travel Demand Management:** The revised Transportation Management Program identifies several generic Travel Demand Strategies. Please identify specific improvements the development will complete to reduce vehicle travel.

A7-1  
A7-2

**LACEY CITY COUNCIL**

- Mayor Andy Ryder
- Deputy Mayor Malcolm Miller
- Lenny Greenstein
- Michael Steadman
- Carolyn Cox
- Robin Vazquez
- Nicolas Dunning

**CITY MANAGER**

Rick Walk



**3. Traffic Mitigation and Concurrency:** In distinction from other Washington state jurisdictions that collect impact fees authorized by RCW 82.02.050-.110, the City adopted transportation impact fees under chapter 39.92 RCW. As a result, the City's Mitigation Program does not collect for unidentified regional transportation infrastructure enhancements as suggested in the revised report. Rather, the City's Mitigation Program collects for direct mitigation, see [LMC 14.21](#).

The City Mitigation List identifies projects expected to fail the Level of Service (LOS) standards in the near term and collects a proportionate share of mitigation fees for associated projects. The revised report indicates that several intersections will not meet LOS standards. As a result, this project would need to construct an approved traffic improvement consistent with the Transportation Comprehensive Plan that exceeds the LOS standard. The City is open to a phased Mitigation Plan that aligns with the build-out process.

The following intersections fail LOS standards with the proposed development.

- A. **Marvin Road NE / I-5 SB Ramp (#4):** The interchange ramp falls below WSDOT's adopted LOS standard. In coordination with WSDOT, please propose an improvement that meets LOS standards. To allow us to make more informed comments on this intersection, please send the assumed phasing and Syncro file for the 2027 intersection analysis for "With-Project Village Alt 1" and "Combined Development."
- B. **Marvin Road SE / Steilacoom Road SE (#9):** The intersection falls below the City's LOS standards. The City requests specific improvements to be completed to improve LOS. Roundabouts built to City standards would be an acceptable mitigation for this intersection.
- C. **Eastern Parkway NE / Britton Parkway NE (#13):** The intersection falls below the City's LOS standards. The proposed roundabout built to City standards would be an acceptable mitigation for this intersection.
- D. **Central Parkway NE / Britton Parkway NE (#14):** The proposed restricted left turn is inconsistent with the City's Comprehensive Plan or the land use north of the proposed development. A roundabout built to City standards would be an acceptable mitigation for this intersection.
- E. **Britton Parkway NE / Western Parkway NE (#16):** The proposed restricted left turn is inconsistent with the City's Comprehensive Plan or the land use north of the proposed development. A roundabout built to City standards would be an acceptable mitigation for this intersection.

A7-3



F. **Pacific Avenue NE / Carpenter Road SE:** The proposed revised southbound lane configuration with a right turn overlap does appear to be beneficial in meeting LOS standards. An acceptable mitigation for this intersection would be to modify the signal, restripe the southern approach, and remove the receiving lane on the south side of the intersection with curb and gutter. The project would also need to be built to City standards.

A7-3  
Cont.

G. **Driveway D / Marvin Road (#37):** No proposed mitigation for this intersection exists. However, it does appear that removing the access would be the solution.

4. **Mitigation calculations:** The mitigation calculations used for this revised report were based on an old Mitigation List. Using the most up-to-date Mitigation List would result in different values. The City will work with Thurston Regional Planning Council (TRPC) to determine the updated mitigation based on this TIA.

A7-4

5. **Mitigation fees:** Mitigation fees are determined on the date of payment for issuance of the building permit, water meter, or other approval process. The exact amount is subject to change as Mitigation fees are adjusted annually on July 1 in an amount equal to the increase in the Engineering News Record Construction Cost Index.

A7-5

Please let us know if you have any questions about these comments.

Sincerely,



Scott Egger  
Public Works Director

Scott.Egger@CityofLacey.org

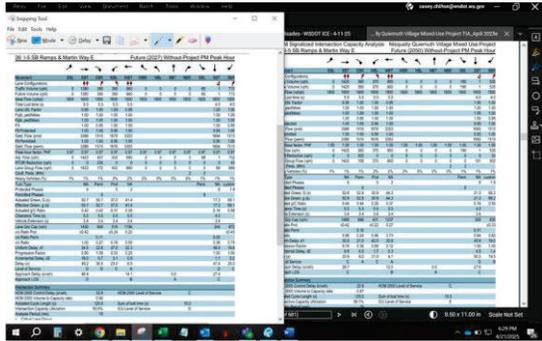


Olympic Region **PLANS, SPECIFICATIONS AND ESTIMATE**  
**Review Comment Disposition Form**

Project Title:		Nisqually Quiemuth Village EA, Traffic Impact Analysis		Job Charge #:	
Reviewer (name & office) OR Traffic Design – Casey Chilton, Manuel Abarca			Responses By:		
Date of Review Comments: 04/18/2025			Date of Disposition:		
Comment No.	Sht or Pg.	Review Comment	Status Code	Designer's Response	
1.	8	Planned Improvements: Carpenter Road/NE Britton Parkway Roundabout is built.			A8-1
2.	8	Planned Improvements: OR Traffic Design objects to using a model with projects that are not programmed and funded. Our understanding is the TRPC model includes the City of Lacey's existing plus committed projects. Please verify that the project listed as additional projects are <b>NOT</b> included in the model. Please verify that "committed" projects only include those projects with secured funding.			A8-2
3.	11	2050 Horizon Year: Model results are not readable at the scale provided.			A8-3
4.	11	Is there a tech memo or supplemental information that details the process to develop the 2050-year volumes that can be added to the appendix?			A8-4
5.	13	<p>Figure 6:</p> <p>What is causing SB Offramp volume to fail? Is it related to the increase in volume on Martin Way?</p>			A8-5
6.	13	What is causing volumes to drop at Marvin Rd I-5 Ramps?			A8-6
7.	20	Pass By Diverted Trips: The 75 percent Truck pass by will pull traffic from I-5 to the ramps and to the arterials and internal street network. OR Traffic does not agree that this should count as pass by or diverted trips and instead should be counted as new trips. SB ramp to Marvin has heavy truck traffic, adding 100 trucks in the peak will be impactful and should be mitigated for.			A8-7
8.	21	Trip Distribution & Assignment: trip distribution plot is not readable at the scale provided.			A8-8
9.	22	Figure 7: Distribution is based on a model that may include projects that are not funded. The distribution relies on surface street improvements and as such appears to under distribute the trips on I-5. The project is a regional attractor and will draw from the surrounding counties. I.E. there are no trips on I-5 Northbound which means either all the trips exit at Pacific, Sleater Kinney, or Martin Way.			A8-9

Status Code Legend: A = Incorporated B = Open/Under Review C = Evaluated/Not Incorporated D = Beyond Scope/Not Evaluated  
 All "B" and "C" responses require explanatory comments.

# PLANS, SPECIFICATIONS AND ESTIMATE Review Comment Disposition Form

Project Title: Nisqually Quiemuth Village EA, Traffic Impact Analysis		Job Charge #:		
Reviewer (name & office) OR Traffic Design – Casey Chilton, Manuel Abarca			Responses By:	
Date of Review Comments: 04/18/2025			Date of Disposition:	
Comment No.	Sht or Pg.	Review Comment	Status Code	Designer's Response
10.	29	8 <sup>th</sup> Paragraph, the difference between using pipeline and static growth vs. regional review is problematic because from the report, we can't explain how 2050 with project performs better than expected. This difference needs to be explained in detail to maintain the credibility of the analysis.		
11.	42	Figure 17: If there is an attraction of 11% along the CD then there should be some out traffic percentage at the entry to the CD. Or else show the distribution of the RIRO on the CD.		
12.	48	Figure 20. Intersection 17 shows traffic in the through direction that must originate from Intersection 4 as a right turn.		
13.	PDF p31	Please confirm with TRPC and the City of Lacey the spirit and intent of Strategy Corridors. It appears that Strategy Corridors are interpreted as an exemption from mitigation.		
14.	PDF p47	It is not clear how the Casino traffic generation was added to pipeline development. Please explain how the Primary Trips from Table 5 for Alternative 1 total 2676 and Table 14 Combined Alternative 1 plus Casino is 2632.		
15.	GEN	<p>Generally, we have concerns about the volumes that were used in Synchro for 2027 versus 2050 to produce these results. At a minimum, these show lower volumes using the ramps in 2027 than in 2050, despite the 30% growth that is anticipated regionally. Can you please justify how these future volumes were determined? Please see this example:</p> 		
16.				
17.				

A8-10

A8-11

A8-12

A8-13

A8-14

A8-15

Status Code Legend: A = Incorporated    B = Open/Under Review    C = Evaluated/Not Incorporated    D = Beyond Scope/Not Evaluated  
 All "B" and "C" responses require explanatory comments.

**PLANS, SPECIFICATIONS AND ESTIMATE  
Review Comment Disposition Form**

Project Title:		Nisqually Quiemuth Village EA, Traffic Impact Analysis		Job Charge #:	
Reviewer (name & office) OR Traffic Design – Casey Chilton, Manuel Abarca			Responses By:		
Date of Review Comments: 04/18/2025			Date of Disposition:		
Comment No.	Sht or Pg.	Review Comment	Status Code	Designer's Response	
18.					

Status Code Legend: A = Incorporated    B = Open/Under Review    C = Evaluated/Not Incorporated    D = Beyond Scope/Not Evaluated  
 All "B" and "C" responses require explanatory comments.

**PLANS, SPECIFICATIONS AND ESTIMATE  
Review Comment Disposition Form**

Project Title: Nisqually Quiemuth Village		Job Charge #:		
Reviewer (name & office) Manual Abarca, Casey Chilton – Traffic Design			Responses By:	
Date of Review Comments: 6/11/25			Date of Disposition:	
Comment No.	Sht or Pg.	Review Comment	Status Code	Designer's Response
1.	Mitigation	The SB I-5 ramp at Marvin Rd is already failing in 2027 according to projections. WSDOT does not agree with <b>leaving this ramp unmitigated and in a state of failure</b> , given the addition of such a large project with impacts to the community.		
2.	Methodology	WSDOT does not agree with the <b>removal of pipeline projects from the early year analysis</b> . These are permitted projects that will occur and contribute to traffic volumes.		
3.	Methodology	WSDOT suggests taking a volume count in 2025 to compare if it is in alignment with the forecasted volumes from 2023-2027. This can be used to produce a 2023 LOS for comparison and will provide the existing, field 2025 LOS that can be compared to the IJR projection to 2025.		
4.	Methodology	Consultant has proposed taking assumptions from the existing Marvin to Mounts NEPA Evaluation to create a document that can satisfy City of Lacey development requirements and address WSDOT's concern about WSDOT facilities. WSDOT will share this information with the understanding that the level of analysis is to determine the next step in the Environmental process. WSDOT has considered this proposal and find it acceptable, as we believe this would yield more accurate results.		
5.	Mitigation	Mitigation proposals were requested from Acorn Environmental for consideration. To help mitigate the LOS failure at the Marvin Rd I-5 ramp, WSDOT proposes the evaluation and inclusion of one or more of the following: -I-5 SB CD (collector/distributor) to divert traffic around the Marvin interchange connecting to the CD south of the interchange. -Additional right turn lane at the SB ramp. -Mitigation at the Carpenter intersection to help alleviate failure at Marvin by providing alternative access. For the Carpenter option, we suggest widening the bridge and analyzing a configuration like the NW LaCenter Rd/NW 319 <sup>th</sup> St location near the Ilani Casino Resort.		
6.	GEN	WSDOT requests copies of the Synchro files used during the analysis for review. It is our recommendation that VISSIM be used to validate the Synchro results. Per the WSDOT modeling guidance, DDIs, such as Marvin Rd NE, should be analyzed using VISSIM.		

A9-1  
A9-2  
A9-3  
A9-4  
A9-5  
A9-6

Status Code Legend: **A = Incorporated**    **B = Open/Under Review**    **C = Evaluated/Not Incorporated**    **D = Beyond Scope/Not Evaluated**  
 All "B" and "C" responses require explanatory comments.

**PLANS, SPECIFICATIONS AND ESTIMATE  
Review Comment Disposition Form**

Project Title: Nisqually Quiemuth Village		Job Charge #:		
Reviewer (name & office) Manual Abarca, Casey Chilton – Traffic Design			Responses By:	
Date of Review Comments: 6/11/25			Date of Disposition:	
Comment No.	Sht or Pg.	Review Comment	Status Code	Designer's Response
7.	GEN	<p>We do not agree with the use of the TRPC model without adjusting based on projects that were included in the model but are not fully funded. This is a critical oversight because three of these capacity projects will significantly impact the results of the analysis. Projects that were included in the TRPC that the TIA states were not included:</p> <ul style="list-style-type: none"> <li>-Britton Parkway, Gateway Boulevard to Carpenter Rd</li> <li>-Carpenter Rd, Martin Way to Britton Parkway</li> <li>-Marvin Rd NE, Britton Parkway Ne to Columbia Way NE</li> </ul> <p>Keeping the volumes but not the geometry may work for surface streets but does not for work mainline (diverts trips from Nisqually to Pacific off I-5), reducing the impacts to interchanges.</p>		
8.				
9.				
10.				
11.				

A9-7

Status Code Legend: A = Incorporated B = Open/Under Review C = Evaluated/Not Incorporated D = Beyond Scope/Not Evaluated  
 All "B" and "C" responses require explanatory comments.

Subject **Nisqually Quiemuth Village Mixed Use Project**  
 From Sean Robertson <seanrobertson@gmail.com>  
 To <admin@nisquallyea.com>  
 Date 2024-09-19 10:28



I was surprised to see the Traffic Impact Analysis did not include Orion Dr NE or Meridian RD NE. The Meridian overpass above I-5 is the only alternative to cross I-5 east of this development. If the Marvin Rd NE overpass is overly congested people will divert to Meridian RD NE to cross I-5. I believe the study area should be expanded to the east to incorporate neighborhoods like the Meridian Campus and Beachcrest area which use Meridian Rd NE as their sole access to Lacey and I-5. I'm specifically concerned about the Orion Dr NE and Meridian Rd NE roundabout as well as the old and sub-standard Meridian Rd NE I-5 bridge crossing. This area already backs up in rush hour traffic and will likely see additional traffic when this development is complete.

11-1

Thanks for your consideration of this comment,

Sean Robertson

Subject **Nisqually Quiemuth Village Mixed Use Project**  
 From Kristie Metz <asarella88@hotmail.com>  
 To admin@nisquallyea.com <admin@nisquallyea.com>  
 Date 2024-09-19 12:32



12

Hello,

I am a resident of the Gateway single-family neighborhood community on the north side of Britton Pkwy NE. My family resides in one of the 6 homes off of Fiddleback St NE that back up directly to Britton Pkwy. I have reviewed as much of the documents on your page as possible and see a major lack of research on the impact this project will have on our community.

I'm frankly fearful about the effects this project will have on our safety and the noise as well. I'm sure it's no one's preference to live near a casino considering the increased rate of crime and other problems that go along with it. My family works from home and noise along that road is not ideal but manageable up until this. Having to deal with years of construction and then the heavily increased rate of traffic, noise, and crime is the last thing we wanted. You state a police presence will compensate for crime, but it is common knowledge that most police forces are understaffed. The knowledge alone that it's been noted that crime will increase doesn't give me any comfort by added police.

12-1

We are now feeling pressured to move based on what has been proposed. There's a high chance that home values could be impacted due to the factors I've listed above. This creates a hardship for us as the market is already not favorable to those trying to sell their homes versus when we moved to this neighborhood years ago. We feel trapped and that any move we make will result in a living situation less than what we have now due to this project. I am asking for willingness to reach out to our community directly via through HOA representatives or other means.

12-2

Would you be willing to find ways to help keep our neighborhood safe? Build a noise wall? Help the residents facing the largest impact move or some other compensation?

I've included below specific notation from the report that admit to increase of crime and noise concerns:

"Social Effects  
 Alternative 1 would result in an increased number of patrons and employees traveling/commuting into the community on a daily basis. As a result criminal incidents may increase in the vicinity of the Project Site under Alternative 1, as with any other development of this size. Appendix L evaluated the criminal incident rate within the City and estimated that Alternative 1 will generate approximately 499 calls for law enforcement annually. For the City, this represents an increase of 13.9% over forecasted 2026 volumes (Appendix L)."

"Sensitive Receptors  
 The nearest sensitive receptors in the Project Site vicinity include an apartment complex that borders the western boundary and apartment complexes and single-family houses to the northwest that are approximately 150 feet from the site boundary. There is also residential housing across I-5 to the south that is approximately 470 feet from the site boundary. The nearest school is approximately 1,300 feet to the south of the Project Site boundary"

Subject **Nisqually Quiemuth Village Mixed Use Project**  
 From <reportersteven@gmail.com>  
 To <admin@nisquallyea.com>  
 Date 2024-09-19 13:12



13

I have a concern about the transportation impacts of the proposals. The EA says that they looked at a traffic reports done in 2009 and 2010. These are very old reports and do not reflect the current state of traffic in the Lacey area. Before approval, applicant should be forced to complete a new traffic report to look at accurate traffic reflections in this area.

] 13-1

Instead of looking at accurate transportation impacts on our area, the report extrapolates what the impact could be based off of a TIA completed in 2019 and using data from a golf course in Renton.

] 13-2

The project also makes assumptions that improvements will be done in the future on surrounding traffic corridors, but these are assumptions, not guaranteed projects. These projects don't even have funding at this point. Applicants should be forced to help pay for these traffic improvements before approval or as a condition of approval.

] 13-3

Instead of widening roads or building more roads, the proposal says they will utilize non-specific "transportation technology measures" and "travel demand management strategies."

] 13-4

The EA notes that WSDOT is requiring the tribe to complete a traffic analysis of the local network before connecting to access points. And the EA says the tribe will do so "as set forth in the memorandum" — but these important part is that they have not YET done so. They should do so now before moving forward with the project and so the public has a complete picture of the traffic impacts of this proposal.

] 13-5

When I see what has happened at other places (Emerald Queen Casino/Tulalip Casino), it seems unreasonable that the tribe says that the proposed casino-resort and its alternative proposals would have a "less than significant" impact on traffic and have low collision rates.

] 13-6

Steven

Subject **Nisqually Quiemuth Village Mixed Use Project**  
From Teresa Furrer <deerpad@icloud.com>  
To <admin@nisquallyea.com>  
Date 2024-09-19 17:31



---

Pay your share of taxes and ok. If not, sorry. Time the reservations stop abusing their ridiculous freebies.  
Sent from my iPad

☐ 14-1

Subject **Nisqually Quiemuth Village Mixed Use Project**  
 From Samuel Ruetz <sfruetz@gmail.com>  
 To <admin@nisquallyea.com>  
 Date 2024-09-19 20:24



I am all in support of this but believe that ideally this would be done in conjunction with adding an additional interchange at Carpenter or Meridian roads to ease the ever worsening congestion at Exit 111.

] 15-1

As the Tribe is I'm sure already involved in the planning process for the reconstruction of I-5 through Nisqually Valley, I believe this project must be pursued in close contact with that, with an eye to emphasizing to state and federal agencies that the health of the local economy depends on expanding capacity in getting people in and out of Hawks Prairie.

] 15-2

Ideally Sound Transit could extend some form of train service at least to DuPont with robust links to this new development. Certainly I think as much public transit as possible should be pursued, such as a free shuttle from the existing nearby park and rides, which themselves could be improved with parking structures. The overall aim being to allow this development to be as dense as possible while making it more accessible and making it easier to take transit in general, minimizing trip miles and preventing duis.

] 15-3

Thank you for your time and consideration. Hopefully this wasn't too rambling.

Subject **Nisqually Quiemuth Village Mixed Use Project**  
From Rob Cavaliere <robertjcavaliere@gmail.com>  
To <admin@nisquallyea.com>  
Date 2024-09-19 21:21



---

Please select Whole Foods as the 'upscale grocer' for this project. Huge demand for one within the neighborhoods in NE Lacey  I6-1

Thank you

Subject **Environmental Assesment Comment**  
 From Jay Paulson <jay@paulsoninsure.com>  
 To admin@nisquallyea.com <admin@nisquallyea.com>  
 Date 2024-09-20 13:09



Dear Tobiah,

This is regarding the planned development near Cabela's in Lacey WA.

I assumed that the native people of our area have a tradition of honoring the area's fauna and the birds, animals and fish that inhabit it. As I understand it, the tribe owns about 250 acres of property and the resulting development (174), along with the proposed casino (74) develops the entire holding.

My question is why are there no acres set aside for nature to coexist with these developments? Does this really align with the tribe's values?

17-1

Thank you,

Jay Paulson



**PAULSON INSURE**  
 Independent Health Insurance Broker

*Solutions for Medicare, Individual and Dental Insurance*

**Jay Paulson**

**Phone:** (425) 417-5525

**Email:** [jay@paulsoninsure.com](mailto:jay@paulsoninsure.com)

Serving all of Washington state

[www.paulsoninsure.com](http://www.paulsoninsure.com)



*We do not offer every plan available in your area. Currently we represent 7 organizations which offer 100 products in your area (state of WA). Please contact Medicare.gov, 1-800-MEDICARE, or your local State Health Insurance Program (SHIP) to get information on all of your options.*

*Unencrypted electronic mail is not secure. Please do not send any sensitive personal information such as your address, driver license, policy number, Social Security Number, or census information by unencrypted electronic mail.*

*The information contained in this message may be privileged and confidential and protected from disclosure. If the reader of this message is not the intended recipient, or an employee or agent responsible for delivering this message to the intended recipient, you are hereby notified that any dissemination, distribution or copying of this communication is strictly prohibited. If you have received this communication in error, please notify us immediately by replying to the message and deleting it from your computer. Thank you.*

Subject **Quiemuth Village Development Comments**  
 From Dick Hergert <hergertr@comcast.net>  
 To <admin@nisquallyea.com>  
 Date 2024-09-25 02:20



I live a short distance north of the planned development and have some concerns about access to the proposed development. I also attended a City of Lacey planning commission meeting last April where this development was discussed. I welcome this development with some reservations. My main concern is access to the development. On the east side is Marvin Road with two roundabouts adjacent to the property that are currently backed up some times during the day with many semi-trucks blocking them as they are not wide enough to allow them to pass without using both lanes. Backups to either cross I-5 on Marvin Road or access I-5 directly also cause back-ups on Marvin many times during the day. On the northwest corner near Cabela's of the property is another round-about with limited access. City of Lacey planners have claimed that there are planned alternatives for semis to travel north and south in this area. It appears there is direct I-5 access from the property to enter the property travelling south bound and exiting the property to travel south bound. There is no direct I-5 northbound access I am aware of without crossing I-5 on Marvin Road.

18-1

Knowing this land was slated for development for some time, I thought there would be the opportunity for some local community services that are mostly unavailable north of I-5 in the Hawks Prairie area. Most particularly, full scale grocery stores would be at the top of my list for this type of development. All the planning information I've seen so far doesn't include this type of thing.

18-2

Dick Hergert  
 5028 Coppermill Ct NE  
 Olympia, WA 98516  
 206-910-9868

Subject **Nisqually Quiemuth Village Mixed Use Project**  
From George Walter <gwalter1945@gmail.com>  
To <admin@nisquallyea.com>  
Date 2024-09-19 19:03



Dear Tobiah Mogavero:

I am a resident of Thurston County and live about seven miles north of the proposed project. I would like to make the following comment about the proposal:

First, the EIS should clearly describe The Medicine Creek Treaty and how one of its purposes was to insure that land was reserved (i.e. a reservation) to serve as a forever sovereign homeland for the Nisqually Indian people (the successors of the signers of the treaty).

Second, the EIS should describe how, in 1917, Pierce County condemned about 2/3rds of the Nisqually Indian Reservation for inclusion in a land donation to the U.S. Army. This land is still occupied by the U.S. Army. The condemnation resulted in the Nisqually Indian people losing 2/3rds of the land set aside for their homeland. To date, no significant additional land has been added to the Nisqually Indian Reservation to make up for this loss.

Third, the EIS should describe that, in reserving a homeland, the treaty failed to make provision for an expanding Nisqually Indian population. The Bureau of Indian Affairs should acknowledge that only by adding land to the Nisqually Indian peoples' sovereign homeland can the United States meet its trust obligation to the Nisqually Indian people.

Finally, the EIS should state clearly the real purpose of this proposal - to increase the Nisqually Tribe's sovereign land base so that it may continue to grow and thrive, may better overcome the diminishment of its land base, and may better provide for its own future and that of its citizens.

George Walter  
8015 Walnut Rd. NE  
Lacey, WA 98516

19-1