

Site Cleanup

WEYERHAEUSER MILL A FORMER SITE

3500 Terminal Avenue
Everett, Washington

DRAFT PUBLIC PARTICIPATION PLAN

Prepared by:
Washington State Department of Ecology



DEPARTMENT OF
ECOLOGY
State of Washington

June 2012

This plan is for you!

This Public Participation Plan (Plan) is prepared for the Weyerhaeuser Mill A Former Site cleanup as part of the requirements of the Model Toxics Control Act (MTCA). The Plan provides information about MTCA cleanup actions and requirements for public involvement, and identifies how the Washington State Department of Ecology (Ecology), the Port of Everett (Port), Weyerhaeuser Company (Weyerhaeuser) and the Washington State Department of Natural Resources (DNR) will support public involvement throughout the cleanup. The Plan is intended to encourage coordinated and effective public involvement tailored to the community's needs at the Weyerhaeuser Mill A Former Site.

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If you need this publication in an alternate format, please call the Toxics Cleanup Program at (360) 407-7170. Persons with hearing loss can call 711 for Washington Relay Service. Persons with a speech disability can call (877) 833-6341 (TTY).

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1.0: Introduction and Overview of the Public Participation Plan

This Public Participation Plan (Plan) explains how you can become involved in improving the health of your community. It describes public participation opportunities that will be conducted during cleanup of a site on the Everett waterfront – the Weyerhaeuser Mill A Former Site (Site). This Site is located at 3500 Terminal Avenue, in Everett, Washington. Part of the Site is owned by the Port of Everett (Port) and includes the area formerly occupied by Weyerhaeuser’s Mill A and a portion of the adjacent tidelands. These opportunities are part of a cooperative agreement between the Washington State Department of Ecology (Ecology), the Port, Weyerhaeuser Company (Weyerhaeuser), and the Washington State Department of Natural Resources (DNR). The current agreement, called an Agreed Order, is a legal document in which Ecology, the Port, Weyerhaeuser and DNR agree to decide on cleanup actions for the Weyerhaeuser Mill A Former Site.

Cleanup actions and the public participation process that helps guide them are established in Washington’s Model Toxics Control Act (MTCA).¹ Under MTCA, Ecology is responsible for providing timely information and meaningful chances for the public to learn about and comment on important cleanup decisions before they are made. The goals of the public participation process are:

- To promote understanding of the cleanup process so that the public has the necessary information to participate.
- To encourage involvement through a variety of public participation opportunities.

This Public Participation Plan provides a framework for open dialogue about the cleanup among community members, Ecology, cleanup site owners, and other interested parties. It outlines basic MTCA requirements for community involvement activities that will help ensure that this exchange of information takes place during the investigation and cleanup, which include:

- Notifying the public about available reports and studies about the site.
- Notifying the public about review and comment opportunities during specific phases of the cleanup investigation.

¹ The Model Toxics Control Act (MTCA) is the hazardous waste cleanup law for the State of Washington. The full text of the law can be found in Revised Code of Washington (RCW), Chapter 70.105D. The legal requirements and criteria for public notice and participation during MTCA cleanup investigations can be found in Washington Administrative Code (WAC), Section 173-340-600.

- Providing appropriate public participation opportunities, such as fact sheets, to learn about cleanup documents, and if community interest exists, holding meetings to solicit input and identify community concerns.
- Considering public comments received during public comment periods.

In addition to these basic requirements, the plan may include additional site-specific activities to meet the needs of your community. Based upon the type of proposed cleanup action, the level of public concern, and the risks posed by the site, Ecology may decide that additional public involvement opportunities are appropriate.

These opportunities form the basis for the public participation process. The intent of this plan is to:

- Provide complete and current information to all interested parties.
- Let you know when there are opportunities to provide input.
- Provide opportunities to listen to and address community concerns.

Part of the Puget Sound Initiative

The Weyerhaeuser Mill A Former Site is one of several sites in the Everett area and is part of a larger cleanup effort called the Puget Sound Initiative (PSI). Governor Chris Gregoire and the Washington State Legislature authorized the PSI as a regional approach to protect and restore Puget Sound. The PSI includes cleaning up 50-60 contaminated sites within one-half mile of the Sound. These sites are grouped in several bays around the Sound for “baywide” cleanup efforts. As other sites in the Everett baywide area move forward into investigation and cleanup, information about them will be provided to the community as well as to interested people and groups.

Roles and Responsibilities

Ecology will lead public involvement activities, with support from the Port, Weyerhaeuser and DNR. Ecology maintains overall responsibility and approval authority for the activities outlined in this Plan. Under the Agreed Order, Ecology, the Port, Weyerhaeuser and DNR are responsible for cleanup at this Site. Ecology will oversee all cleanup activities, and ensure that contamination on this Site is cleaned up to concentrations that are established in state regulations and that protect human health and the environment.

Organization of this Public Participation Plan

The sections that follow in this Plan provide:

- Section 2: Background information about the Weyerhaeuser Mill A Former Site.
- Section 3: An overview of the local community that this plan is intended to engage.
- Section 4: Detailed public involvement opportunities in this cleanup.

This Public Participation Plan addresses current conditions at the Site, but it is intended to be a dynamic working document that will be reviewed at each phase of the cleanup, and updated as needed. Ecology, the Port, Weyerhaeuser, and DNR urge the public to become involved in the cleanup process.

2.0: Site Background

Site Description and Location

The Weyerhaeuser Mill A Former Site is located at 3500 Terminal Avenue in Everett, Snohomish County, Washington. The Site was acquired by the Port in 1983 and is generally located at the Port's marine terminal area between Pier 1 and Pigeon Creek Road off Terminal Avenue (see Figure 1). The Site is rectangular in shape and is bounded by the Port's Pier 1 to the north, Burlington Northern Railroad to the east, Pigeon Creek Road to the south, and Port Gardner Bay to the west. The surface of the majority of the property is currently flat and paved and contains several buildings (see Figure 2). The Site is currently being used by the Port for break bulk and container cargo handling.

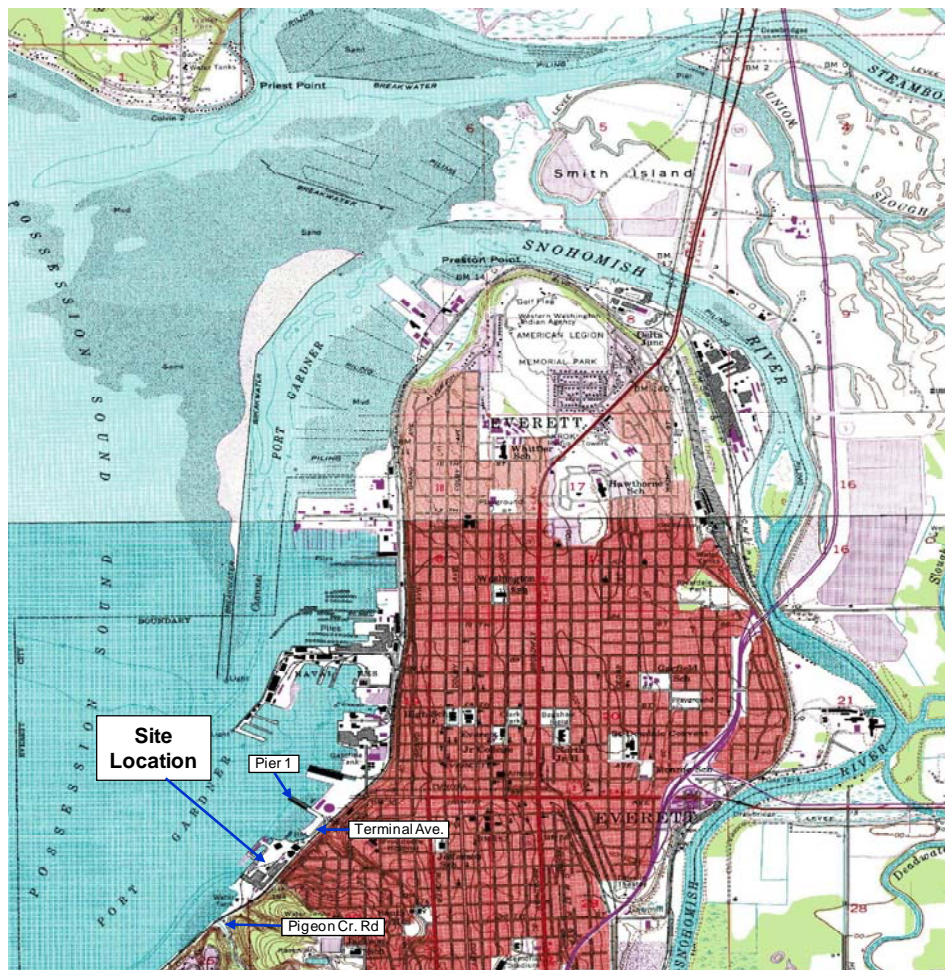


Figure 1: The Weyerhaeuser Mill A Former Site is shown in the above map, located at 3500 Terminal Avenue, in Everett, WA. Photo Source: USGS 7.5 Minute Quadrangle Maps (Everett and Marysville Quadrangle Maps; Photo Revised – 1968 and 1973)



Figure 2: A 2009 aerial view of the Weyerhaeuser Mill A Former Site. Photo Source: Port of Everett

The city of Everett Comprehensive Plan land use map² indicates that the Site is zoned for heavy manufacturing and Shoreline Overlay Zone. Zoning to the east includes residential single-family homes. Zoning to the west includes aquatic and Shoreline Overlay Zone. The Site is not located within the Everett Smelter area of historic arsenic contamination. The Site is designated as Urban Deep Water Port under the Everett Shoreline Master Program.³ Consistent with the Marine Terminals Master Plan (2008; which includes the upland portions of the site), the South Terminal will continue to be used to move break bulk and containerized cargo.

General Site History and Contaminants

The area comprising the Weyerhaeuser Mill A Former Site was first developed in the late 1800s. Historical industrial activities at the Site include pulp manufacturing, saw milling, ship building, shingle milling, and log handling. While operating as a sulfite pulp mill, the facility produced about 300 tons of pulp per day. All pulping operations at the Site ceased in 1980. The Port purchased the property in 1983 for development. The Site is currently being used as a break bulk cargo terminal.

² Zoning Information Update: December, 2009, City of Everett, WA
http://www.everettwa.org/Get_PDF.aspx?pdfID=3362 (Accessed January 24, 2012)

³ Everett Shoreline Master Plan, Shoreline Environmental Designations, City of Everett, WA
http://www.everettwa.org/Get_PDF.aspx?pdfID=4908 (Accessed January 24, 2012)

Investigation activities have been conducted at the Site, which includes both upland and in-water areas, since the 1980s and most recently in 2007 and 2009. The following sediment contaminants have been found on the Site:

- Metals (arsenic, cadmium, copper, lead, mercury, zinc)
- Polycyclic Aromatic Hydrocarbons (PAHs)
- Polychlorinated biphenyls and Semivolatile Organic Compounds (PCBs and SVOCs)

The following contaminants have also been found in Site upland soils and/or groundwater, exceeding MTCA cleanup levels:

- Metals (arsenic, copper, nickel)
- PAHs
- Total Petroleum Hydrocarbons (TPHs)
- SVOCs

The Cleanup Process

Washington State's cleanup process and key opportunities for you to provide input are outlined in Figure 3 on page 14. The general cleanup process includes the following steps:

- Remedial Investigation (RI) – investigates the site for types, locations, and amounts of contaminants.
- Feasibility Study (FS) – identifies cleanup options for those contaminants.
- Cleanup Action Plan (CAP) – selects the preferred cleanup option and explains how cleanup will be conducted.

Each of these steps is generally documented in reports and plans that will be available for public review. Public comment periods of at least 30 calendar days are usually conducted for the following documents:

- Draft RI report
- Draft FS report
- Draft CAP

These cleanup steps and documents are described in greater detail in the following subsections.

Interim Actions

Interim actions may be conducted during the cleanup if required by Ecology. An interim action partially addresses the cleanup of a site, and may be required if:

- It is technically necessary to reduce a significant threat to human health or the environment.
- It corrects a problem that may become substantially worse or cost substantially more to fix if delayed.
- It is needed to complete another cleanup activity, such as design of a cleanup plan.

Interim actions are not currently anticipated on the Weyerhaeuser Mill A Former Site.

Remedial Investigation/Feasibility Study Report

Ecology, the Port, Weyerhaeuser and DNR have agreed to conduct an RI/FS on the Site. The RI determines which contaminants are on the Site, where they are located, and whether there is a significant threat to human health or the environment. The RI report provides baseline data about environmental conditions that will be used to develop cleanup options. The FS report then identifies and evaluates cleanup options, in preparation for the next step in the process.

The RI and FS processes typically include several phases:

- Scoping
- Site characterization
- Development and screening of cleanup alternatives
- Treatability investigations (if necessary to support decisions)
- Detailed analysis

The RI and FS reports are expected to be combined into a draft Weyerhaeuser Mill A Former Site RI/FS report. The draft report will be made available for public review and comment. Comments will be considered as the draft cleanup action plan (CAP) is prepared.

Cleanup Action Plan

Ecology, the Port, Weyerhaeuser and DNR have agreed to develop a draft CAP for the Site. After public comment on the draft RI/FS report, a preferred cleanup alternative will be selected. The draft CAP explains the cleanup standards that will be applied at the Site, selects the preferred cleanup alternative(s), and outlines the work to be performed during the actual site remediation. The draft CAP may also evaluate the completeness and

effectiveness of any interim actions that were performed on the Site. The draft CAP will be available for public review and comment.

3.0: Community Profile

Community Profile

Everett is Snohomish County's largest city and the sixth largest city in the state of Washington. The current population of Everett is approximately 103,000⁴ situated within 47.7 square miles. Located on Port Gardner Bay, Everett hosts the West Coast's second largest marina, U.S. Navy Homeport Naval Station Everett, and The Boeing Company's assembly plant. The city's current labor workforce is more than 80,000, employed predominantly in technology, aerospace, and service-based industries.⁵

Key Community Concerns

An important part of the Public Participation Plan is to identify key community concerns for each cleanup site.

Many factors are likely to raise community questions, such as the amount of contamination, how the contamination will be cleaned up, or future use of the Site. Community concerns often change over time, as new information is learned and questions are answered. Identifying site-specific community concerns at each stage of the cleanup process is helpful to ensure that they are adequately addressed. On-going key community concerns will be identified for the Weyerhaeuser Mill A Former Site through public comments and other opportunities as detailed in Section 4.

⁴ US Census Bureau, State & County QuickFacts. <http://quickfacts.census.gov/qfd/states/53/5322640.html> (Accessed January 24, 2012)

⁵ City of Everett. <http://www.everettwa.org/default.aspx?ID=314> (Accessed January 24, 2012)

4.0: Public Participation Opportunities

Ecology, the Port, Weyerhaeuser and DNR invite you to share your comments and participate in the cleanup in your community. As we work to meet our goals, we will evaluate whether this public participation process is successful. This section describes the public participation opportunities for this Site.

Measuring Success

We want this public participation process to succeed. Success can be measured, at least in part, in the following ways:

- Number of written comments submitted that reflect understanding of the cleanup process and the site.
- Direct “in-person” feedback about the site cleanup or public participation processes, if public meetings are held.
- Periodic updates to this plan to reflect community concerns and responses.

If we are successful, this process will increase:

- Community awareness about plans for cleanup and opportunities for public involvement.
- Public participation throughout the cleanup.
- Community understanding regarding how their input will be considered in the decision-making process.

Activities and Information Sources

Ecology Contacts

Ecology is the lead contact for questions about the cleanup in your community. The Ecology staff person identified in this section is familiar with the cleanup process and activities at the Site. For more information about public involvement or the technical aspects of the cleanup, please contact:

Andrew Kallus, Site Manager
WA State Department of Ecology
Toxics Cleanup Program
PO Box 47600
Olympia, WA 98504-7600
Phone: (360) 407-7259
Email: Andrew.kallus@ecy.wa.gov

Ecology's Webpage

Ecology has created a webpage to provide convenient access to information. Documents such as the Agreed Order, RI/FS reports, and cleanup plans are posted as they are issued during the investigation and cleanup process. Visitors to the webpage can find out about public comment periods and meetings; download, print, and read information; and submit comments via email. The webpage also provides links to detailed information about the MTCA cleanup process. The Weyerhaeuser Mill A Former Site webpage is available at the following address:

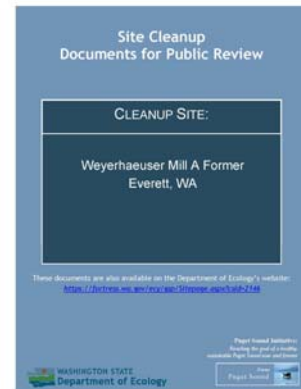
<https://fortress.wa.gov/ecy/gsp/Sitepage.aspx?csid=2146>

Information Centers/Document Repositories

The most comprehensive source of information about the Weyerhaeuser Mill A Former Site is the information center, or document repository. Two repositories provide access to the complete list of site-related documents. All Weyerhaeuser Mill A Former Site investigation and cleanup activity reports will be kept in print at those two locations and will be available for your review. They can be requested on compact disk (CD) as well. Document repositories are updated before public comment periods to include the relevant documents for review. Documents remain at the repositories throughout the investigation and cleanup. For this Site, the document repositories and their hours are:

Everett Public Library

- 2702 Hoyt Avenue
Everett, WA 98201
Phone: (425) 257-8010
Hours: Mon. – Wed. 10 am - 9 pm,
Thurs. – Sat. 10 am - 6 pm, Sun. 1-5 pm
- **WA Department of Ecology Headquarters**
300 Desmond Drive SE
Lacey, WA 98503
By appointment. Please contact Carol Dorn at
(360) 407-7224 or Carol.Dorn@ecy.wa.gov.



Look for document covers such as the illustration on the right.

Public Comment Periods

Public comment periods provide opportunities for you to review and comment on major documents, such as the Agreed Order, draft Public Participation Plan, and the draft RI/FS report. The typical public comment period is 30 calendar days.

Notice of Public Comment Periods

Notices for each public comment period will be provided by local newspaper and by mail. These notices indicate the timeframe and subject of the comment period, and explain how you can submit your comments. For the Weyerhaeuser Mill A Former Site, newspaper notices will be posted in The Daily Herald.

Notices are also sent by regular mail to the local community and interested parties. The community typically includes all residential and business addresses within one-quarter mile of the site, as well as potentially interested parties such as public health entities, environmental groups, and business associations.

Fact Sheets

One common format for public comment notification is the fact sheet. Like the newspaper notice, fact sheets explain the timeframe and purpose of the comment period, but also provide background and a summary of the documents under review. A fact sheet will be prepared for the Weyerhaeuser Mill A Former Site. The fact sheet will explain the Agreed Order and this Public Participation Plan. Future fact sheets will be prepared at key milestones in the cleanup process.

MTCA Site Register

Ecology produces an electronic newsletter called the MTCA Site Register. This semi-monthly publication provides updates of the cleanup activities occurring throughout the state, including public meeting dates, public comment periods, and cleanup-related reports. Individuals who would like to receive the MTCA Site Register can sign up three ways:

- Call (360) 407-6848
- Send an email request to spre461@ecy.wa.gov
- Register on-line at
http://www.ecy.wa.gov/programs/tcp/pub_inv/pub_inv2.html

Mailing Lists

Ecology maintains both email and regular mail distribution lists throughout the cleanup process. The lists are created from carrier route delineations for addresses within one-quarter mile of the Site; potentially interested parties; public meeting sign-in sheets; and requests made in person, or by regular mail or e-mail. You may request to be on a mailing list by contacting the Ecology staff person listed earlier in this section.

Optional Public Meetings

A public meeting will be held during a comment period if requested by ten or more people, or if Ecology decides it would be useful. Public meetings provide additional opportunity to learn about the investigation or cleanup, and to enhance informed comment. If you are interested in a public meeting about the Weyerhaeuser Mill A Former Site, please contact the Ecology staff listed earlier in this section.

Submitting Comments

You may submit comments by regular mail or email during public comment periods to the site manager listed earlier in this section.

Response to Comments

Ecology will review all comments submitted during public comment periods and will modify documents as necessary. You will receive notice by regular mail or email that Ecology has received your comments, along with an explanation about how the comments were addressed.

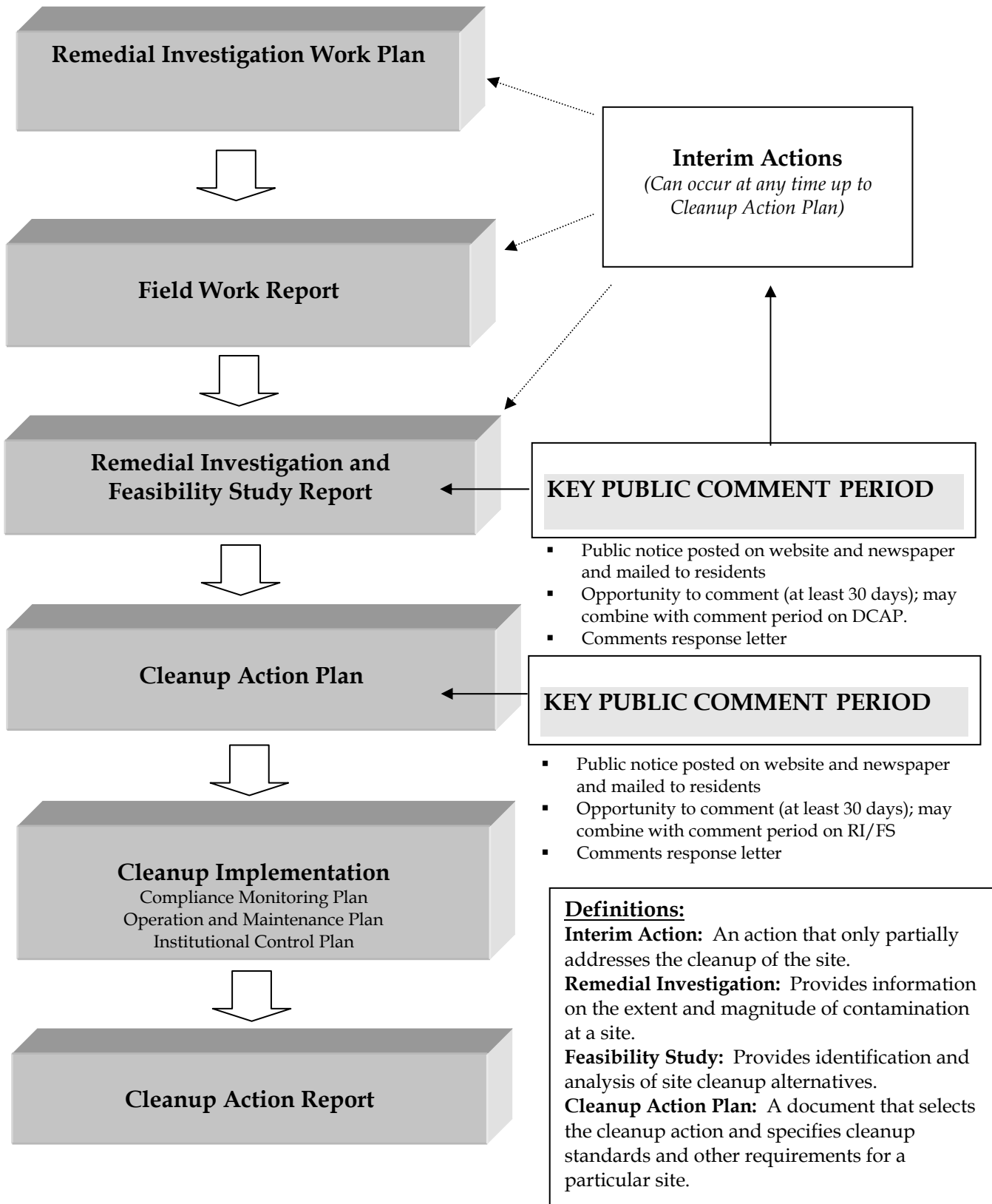
Other

Ecology, the Port, Weyerhaeuser and DNR are committed to the public participation process and will consider additional means for delivering information and receiving comments, including combining public comment periods for other actions (such as those associated with the State Environmental Policy Act).

Public Participation Grants

You may be eligible to apply for a Public Participation Grant from Ecology to provide additional public participation activities. Those additional activities will not reduce the scope of the activities defined by this Plan. Activities conducted under this Plan would coordinate with the additional activities defined under an awarded grant.

Figure 3: Washington State Cleanup Process



Glossary

Cleanup: The implementation of a cleanup action or interim action.

Cleanup Action: Any remedial action except interim actions, taken at a site to eliminate, render less toxic, stabilize, contain, immobilize, isolate, treat, destroy, or remove a hazardous substance that complies with MTCA cleanup requirements, including but not limited to: complying with cleanup standards, utilizing permanent solutions to the maximum extent practicable, and including adequate monitoring to ensure the effectiveness of the cleanup action.

Cleanup Action Plan: A document that selects the cleanup action and specifies cleanup standards and other requirements for a particular site. The cleanup action plan, which follows the remedial investigation/feasibility study report, is subject to a public comment period. After completion of a comment period on the cleanup action plan, Ecology finalizes the cleanup action plan.

Cleanup Level: The concentration (or amount) of a hazardous substance in soil, water, air, or sediment that protects human health and the environment under specified exposure conditions. Cleanup levels are part of a uniform standard established in state regulations, such as MTCA.

Cleanup Process: The process for identifying, investigating, and cleaning up hazardous waste sites.

Contaminant: Any hazardous substance that does not occur naturally or occurs at greater than natural background levels.

Feasibility Study: Provides identification and analysis of site cleanup alternatives and is usually completed within a year. Evaluates sufficient site information to enable the selection of a cleanup action. The entire Remedial Investigation/Feasibility Study (RI/FS) process takes about two years and is followed by the cleanup action plan.

Hazardous Site List: A list of ranked sites that require further remedial action. These sites are published in the Site Register.

Interim Action: Any remedial action that partially addresses the cleanup of a site. It is an action that is technically necessary to reduce a threat to human health or the environment by eliminating or substantially reducing one or more pathways for exposure to a hazardous substance at a facility; an action that corrects a problem that may become substantially worse or cost substantially more to address if the action is delayed; an action needed to provide for completion of a site hazard assessment, state remedial investigation/feasibility study, or design of a cleanup action.

Model Toxics Control Act: Refers to Chapter 70.105D RCW. Voters approved it in November 1988. The implementing regulation is found in Chapter 173-340 WAC.

Public Notice: At a minimum, adequate notice mailed to all persons who have made a timely request of Ecology and to persons residing in the potentially affected vicinity of the proposed action; mailed to appropriate news media; published in the local (city or county) newspaper of largest circulation; and the opportunity for interested persons to comment.

Public Participation Plan: A plan prepared under the authority of WAC 173-340-600 to encourage coordinated and effective public involvement tailored to the public's needs at a particular site.

Release: Any intentional or unintentional entry of any hazardous substance into the environment, including, but not limited to, the abandonment or disposal of containers of hazardous substances.

Remedial Action: Any action or expenditure consistent with MTCA to identify, eliminate, or minimize any threat posed by hazardous substances to human health or the environment, including any investigative and monitoring activities of any release or threatened release of a hazardous substance, and any health assessments or health effects studies conducted in order to determine the risk or potential risk to human health.

Remedial Investigation: Any remedial action that provides information on the extent and magnitude of contamination at a site. This usually takes 12 to 18 months and is followed by the feasibility study. The purpose of the Remedial Investigation/Feasibility Study is to collect and develop sufficient site information to enable the selection of a cleanup action.