



STATE OF WASHINGTON  
DEPARTMENT OF ECOLOGY

PO Box 47600 • Olympia, WA 98504-7600 • 360-407-6000  
711 for Washington Relay Service • Persons with a speech disability can call 877-833-6341

January 16, 2009

Mr. Robert Hyde, Executive Director  
Port of Anacortes  
1<sup>st</sup> and Commercial Avenue  
P.O. Box 297  
Anacortes, WA 98221-0297

RE: Former Scott Paper Mill Site, Final Agreed Order Number DE-08TCP-6208.

Dear Mr. Hyde:

Enclosed is a copy of the final executed Agreed Order Number DE-08TCP-6208 for "Developing the Remedial Design and Joint Aquatic Resources Permit Application" for the Former Scott Paper Mill Site located between 17<sup>th</sup> and 20<sup>th</sup> Streets, and East of Q Avenue in Anacortes, Washington 98221. The public comment period on the above Agreed Order was completed on December 24, 2008. We did not receive any public comments on this Agreed Order.

If you have any questions, please call me at (360) 407-7236.

Sincerely,

Barry Rogowski  
Land Cleanup Unit Supervisor  
Toxics Cleanup Program/HQ

Enclosure

cc: Bob Elsner, Port of Anacortes  
Connie Thoman, Port of Anacortes  
Steve Thiele, Stoel Rives  
Mike Dunning, Assistant Attorney General





**STATE OF WASHINGTON  
DEPARTMENT OF ECOLOGY**

In the Matter of Remedial Action by:

**PORT OF ANACORTES**

AGREED ORDER for DEVELOPMENT OF  
REMEDIAL DESIGN AND JOINT  
AQUATIC RESOURCES PERMIT  
APPLICATION (JARPA): FORMER SCOTT  
PAPER MILL

No. DE-08TCPHQ-6208

TO: Port of Anacortes  
PO Box 297  
Anacortes, WA 98221

**TABLE OF CONTENTS**

I.	INTRODUCTION.....	2
II.	JURISDICTION.....	2
III.	PARTIES BOUND.....	2
IV.	DEFINITIONS.....	2
V.	FINDINGS OF FACT.....	3
VI.	ECOLOGY DETERMINATIONS.....	4
VII.	WORK TO BE PERFORMED.....	4
VIII.	TERMS AND CONDITIONS OF ORDER.....	6
	A. Public Notice.....	6
	B. Remedial Action Costs.....	6
	C. Implementation of Remedial Action.....	7
	D. Designated Project Coordinators.....	7
	E. Performance.....	8
	F. Access.....	8
	G. Public Participation.....	9
	H. Retention of Records.....	10
	I. Resolution of Disputes.....	10
	J. Extension of Schedule.....	11
	K. Amendment of Order.....	12
	L. Reservation of Rights.....	13
	M. Transfer of Interest in Property.....	13
	N. Indemnification.....	14
IX.	SATISFACTION OF ORDER.....	14
X.	ENFORCEMENT.....	14

EXHIBIT A. Site Diagram

## I. INTRODUCTION

The mutual objective of the State of Washington, Department of Ecology (Ecology) and the Port of Anacortes (the Port) under this Agreed Order (Order) is to provide for remedial action at a facility where there has been a release or threatened release of hazardous substances. This Order requires the Port to perform engineering design work and associated tasks necessary for future implementation of the final cleanup action at the Site. Ecology believes the actions required by this Order are in the public interest.

## II. JURISDICTION

This Agreed Order is issued pursuant to the Model Toxics Control Act (MTCA), RCW 70.105D.050(1).

## III. PARTIES BOUND

This Agreed Order shall apply to and be binding upon the Parties to this Order, their successors and assigns. The undersigned representative of each party hereby certifies that he or she is fully authorized to enter into this Order and to execute and legally bind such party to comply with this Order. The Port agrees to undertake all actions required by the terms and conditions of this Order. The Port shall provide a copy of this Order to all agents, contractors, and subcontractors retained to perform work required by this Order, and shall ensure that all work undertaken by such agents, contractors, and subcontractors complies with this Order.

## IV. DEFINITIONS

Unless otherwise specified herein, the definitions set forth in Chapter 70.105D RCW and Chapter 173-340 WAC shall control the meanings of the terms in this Order.

A. Site: The Site is referred to as the Former Scott Paper Mill and is generally located 15th Streets and Q Avenue in Anacortes, Washington. The Site is defined by the extent of contamination caused by the release of hazardous substances at the Site. Based upon factors currently known to Ecology, the Site is more particularly described in Exhibit A to this Order, which includes a detailed Site diagram, location map and legal description. The Site constitutes a Facility under RCW 70.105D.020(5).

B. Parties: Refers to the State of Washington, Department of Ecology and the Port of Anacortes.

C. Potentially Liable Person (PLP): Refers to the Port of Anacortes.

D. Agreed Order or Order: Refers to this Order and each of the exhibits to this Order. All exhibits are integral and enforceable parts of this Order. The terms "Agreed Order" or "Order" shall include all exhibits to this Order.

#### V. FINDINGS OF FACT

Ecology makes the following findings of fact, without any express or implied admissions of such facts by the Port:

A. The Site is located between 13<sup>th</sup> and 14<sup>th</sup> Streets on Q Avenue in Anacortes, Washington.

B. On March 24, 2003, the Port and Ecology and the Port entered into a Consent Decree (No. 032004921) which required the Port, among other things, to conduct a Remedial Investigation/Feasibility Study (RI/FS) for the Northern portion of the Site.

C. On January 27, 2005 Ecology and Kimberly-Clark Corporation (K-C) entered into an Agree Order (No. DE-1783) which required K-C to perform an RI/FS for the southern portion of the Site.

D. On November 7, 2008, The Port, K-C and MJB Properties jointly submitted to Ecology a comprehensive RI/FS addressing the entire Site.

E. All of the remedial alternatives carried forward in the RI/FS for in-water cleanup activities include common elements, such as wave attenuation structures, that require significant engineering design work. In order to preserve the opportunity to implement the in-water and upland portion of the final remedy in 2009, such engineering design work must be started immediately.

## VI. ECOLOGY DETERMINATIONS

A. The Port is an "owner or operator" as defined in RCW 70.105D.020(17), of a "facility" as defined in RCW 70.105D.020(5) because it is the current owner of the Site.

B. Based upon all factors known to Ecology, a "release" or "threatened release" of "hazardous substance(s)" as defined in RCW 70.105D.020(25) and RCW 70.105D.020(10), respectively, has occurred at the Site.

C. Ecology previously named the Port a Potential Liable Person under RCW 70.105D.040 for the Site.

D. Pursuant to RCW 70.105D.030(1) and -050(1), Ecology may require PLPs to investigate or conduct other remedial actions with respect to any release or threatened release of hazardous substances, whenever it believes such action to be in the public interest. Based on the foregoing facts, Ecology believes the remedial actions required by this Order are in the public interest.

E. This Order does not modify or in any way affect the rights and duties of the Port and Ecology under the March 24, 2003 Consent Decree.

## VII. WORK TO BE PERFORMED

Based on the Findings of Fact and Ecology Determinations, it is hereby ordered that the Port take the following remedial actions at the Site and that these actions be conducted in accordance with Chapter 173-340 WAC unless otherwise specifically provided for herein:

A. The Port shall conduct the following tasks:

1. Develop a concept-level (i.e., minimum 30 percent design) remedial design report sufficient to complete necessary permit applications for in-water, near shore work and the necessary design for the upland work. Remediation at the Site will include excavation and filling activities, upland, near shore, below the Mean Higher High Water line and within the zone under the US Army Corps of Engineers (ACOE) jurisdiction and as such, US ACOE permits will be required. The concept-level remedial

design will be based on the remedial alternatives M-1, PUA-4 and MJB-4 as described in the November 7, 2008 Final Remedial Investigation/Feasibility Study for the Site. The concept design shall be of sufficient detail, including necessary engineering work, to support a joint aquatic resources permit application (JARPA) for construction of the Corps permitted Activities of the project;

2. Develop a cultural resources plan and habitat mitigation plan for inclusion in the JARPA adequate to ensure approvals from federal agencies and to meet substantive state and local permit requirements necessary for construction of the upland, in-water and near shore aspects of the project;

3. Develop and submit to the appropriate agencies a JARPA application for construction of the in-water and near shore aspects of the project; and

4. Perform other work as necessary to secure approvals from federal agencies necessary for construction of the upland, in-water and near shore aspects of the project;

B. The Port shall perform the remedial actions required by this Order according to the following schedule:

- No later than December 24, 2008 the Port shall submit to Ecology the draft JARPA application and necessary technical support documentation including the items described in Section VII. A., above.
- Ecology shall provide the Port with approval of the draft JARPA application submittal no later than January 9, 2009;
- The Port shall submit to the appropriate agencies the full JARPA package by no later than January 23, 2009. A copy of the full JARPA package shall be transmitted to Ecology concurrent with the JARPA's submission.

C. If, at any time after the first exchange of comments on drafts, Ecology determines that insufficient progress is being made in the preparation of any of the deliverables, Ecology may complete and issue the final deliverable.

## VIII. TERMS AND CONDITIONS OF ORDER

### A. Public Notice

RCW 70.105D.030(2)(a) requires that, at a minimum, this Order be subject to concurrent public notice. Ecology shall be responsible for providing such public notice and reserves the right to modify or withdraw any provisions of this Order should public comment disclose facts or considerations which indicate to Ecology that this Order is inadequate or improper in any respect.

### B. Remedial Action Costs

The Port shall pay to Ecology costs incurred by Ecology pursuant to this Order and consistent with WAC 173-340-550(2). These costs shall include work performed by Ecology or its contractors for, or on, the Site under Chapter 70.105D RCW, including remedial actions and Order preparation, negotiation, oversight, and administration. These costs shall include work performed both prior to and subsequent to the issuance of this Order. Ecology's costs shall include costs of direct activities and support costs of direct activities as defined in WAC 173-340-550(2). The Port shall pay the required amount within ninety (90) days of receiving from Ecology an itemized statement of costs that includes a summary of costs incurred, an identification of involved staff, and the amount of time spent by involved staff members on the project. A general statement of work performed will be provided upon request. Itemized statements shall be prepared quarterly. Pursuant to WAC 173-340-550(4), failure to pay Ecology's costs within ninety (90) days of receipt of the itemized statement of costs will result in interest charges at the rate of twelve percent (12%) per annum, compounded monthly.

Pursuant to RCW 70.105D.055, Ecology has authority to recover unreimbursed remedial action costs by filing a lien against real property subject to the remedial actions.



**C. Implementation of Remedial Action**

If Ecology determines that the Port has failed without good cause to implement the remedial action, in whole or in part, Ecology may, after notice to the Port, perform any or all portions of the remedial action that remain incomplete. If Ecology performs all or portions of the remedial action because of the Port's failure to comply with its obligations under this Order, the Port shall reimburse Ecology for the costs of doing such work in accordance with Section VIII.B (Remedial Action Costs), provided that the Port is not obligated under this Section to reimburse Ecology for costs incurred for work inconsistent with or beyond the scope of this Order.

Except for the remedial actions described in the March 24, 2003 Consent Decree, and where necessary to abate an emergency situation, the Port shall not perform any remedial actions at the Site outside those remedial actions required by this Order, unless Ecology concurs, in writing, with such additional remedial actions.

**D. Designated Project Coordinators**

The project coordinator for Ecology is:

Sandra Caldwell  
Toxics Cleanup Program  
PO Box 47600, Olympia, WA 98504-7600  
(360) 407-7209  
E-mail: [saca461@ecy.wa.gov](mailto:saca461@ecy.wa.gov)

The project coordinator for the Port is:

Connie Thoman  
Port of Anacortes  
PO Box 297, Anacortes, WA 98221  
(360) 299-1818  
Email: [connie@portofanacortes.com](mailto:connie@portofanacortes.com)

Each project coordinator shall be responsible for overseeing the implementation of this Order. Ecology's project coordinator will be Ecology's designated representative for the Site. To the maximum extent possible, communications between Ecology and the Port, and all documents, including reports, approvals, and other correspondence concerning the activities performed pursuant to the terms and conditions of this Order shall be directed through the project

coordinators. The project coordinators may designate, in writing, working level staff contacts for all or portions of the implementation of the work to be performed required by this Order.

Any party may change its respective project coordinator. Written notification shall be given to the other party at least ten (10) calendar days prior to the change.

**E. Performance**

All geologic and hydrogeologic work performed pursuant to this Order shall be under the supervision and direction of a geologist licensed in the State of Washington or under the direct supervision of an engineer registered in the State of Washington, except as otherwise provided for by Chapters 18.220 and 18.43 RCW.

All engineering work performed pursuant to this Order shall be under the direct supervision of a professional engineer registered in the State of Washington, except as otherwise provided for by RCW 18.43.130.

Any documents submitted containing geologic, hydrologic or engineering work shall be under the seal of an appropriately licensed professional as required by Chapter 18.220 RCW or RCW 18.43.130.

The Port shall notify Ecology in writing of the identity of any engineer(s) and geologist(s), contractor(s) and subcontractor(s), and others to be used in carrying out the terms of this Order, in advance of their involvement at the Site.

**F. Access**

Ecology or any Ecology authorized representative shall have the full authority to enter and freely move about all property at the Site that the Port either owns, controls, or has access rights to at all reasonable times for the purposes of, *inter alia*: inspecting records, operation logs, and contracts related to the work being performed pursuant to this Order; reviewing the Port's progress in carrying out the terms of this Order; conducting such tests or collecting such samples as Ecology may deem necessary; using a camera, sound recording, or other documentary type equipment to record work done pursuant to this Order; and verifying the data submitted to Ecology by the Port. The Port shall make all reasonable efforts to secure access rights for those properties within the Site not owned or controlled by the Port where remedial activities or

investigations will be performed pursuant to this Order. Ecology or any Ecology authorized representative shall give reasonable notice before entering any Site property owned or controlled by the Port unless an emergency prevents such notice. All persons who access the Site pursuant to this Section shall comply with any applicable Health and Safety Plan(s). Ecology employees and their representatives shall not be required to sign any liability release or waiver as a condition of Site property access.

**G. Public Participation**

A Public Participation Plan is required for this Site. Ecology shall review any existing Public Participation Plan to determine its continued appropriateness and whether it requires amendment, or if no plan exists, Ecology shall develop a Public Participation Plan alone or in conjunction with the Port.

Ecology shall maintain the responsibility for public participation at the Site. However, the Port shall cooperate with Ecology, and shall:

1. If agreed to by Ecology, develop appropriate mailing list, prepare drafts of public notices and fact sheets at important stages of the remedial action. As appropriate, Ecology will edit, finalize, and distribute such fact sheets and prepare and distribute public notices of Ecology's presentations and meetings.

2. Notify Ecology's project coordinator prior to the preparation of all press releases and fact sheets, and before major meetings with the interested public and local governments. Likewise, Ecology shall notify the Port prior to the issuance of all press releases and fact sheets, and before major meetings with the interested public and local governments. For all press releases, fact sheets, meetings, and other outreach efforts by the Port that do not receive prior Ecology approval, the Port shall clearly indicate to its audience that the press release, fact sheet, meeting, or other outreach effort was not sponsored or endorsed by Ecology.

3. When requested by Ecology, arrange and/or continue information repositories to be located at the following locations:

- a. Anacortes Public Library  
1220 10<sup>th</sup> Street  
Anacortes, WA 98221
- b. Washington Department of Ecology  
Headquarters Office  
300 Desmond Drive  
Lacey, WA 98503

At a minimum, copies of all public notices, fact sheets, and press releases; documents relating to performance of the remedial action required by this Order shall be promptly placed in these repositories

#### **H. Retention of Records**

During the pendency of this Order, and for ten (10) years from the date of completion of work performed pursuant to this Order, the Port shall preserve all records, reports, documents, and underlying data in its possession relevant to the implementation of this Order and shall insert a similar record retention requirement into all contracts with project contractors and subcontractors. Upon request of Ecology, the Port shall make all records available to Ecology and allow access for review within a reasonable time.

#### **I. Resolution of Disputes**

1. In the event a dispute arises as to an approval, disapproval, proposed change, or other decision or action by Ecology's project coordinator, or an itemized billing statement under Section VIII.B (Remedial Action Costs), the Parties shall utilize the dispute resolution procedure set forth below.

a. Upon receipt of Ecology's project coordinator's written decision or the itemized billing statement, the Port has fourteen (14) days within which to notify Ecology's project coordinator in writing of its objection to the decision or itemized statement.

b. The Parties' project coordinators shall then confer in an effort to resolve the dispute. If the project coordinators cannot resolve the dispute within fourteen (14) days, Ecology's project coordinator shall issue a written decision.

c. The Port may then request regional management review of the decision. This request shall be submitted in writing to the Toxics Cleanup Land & Aquatic Lands Cleanup Section Manager within seven (7) days of receipt of Ecology's project coordinator's written decision.

d. The Section Manager shall conduct a review of the dispute and shall endeavor to issue a written decision regarding the dispute within thirty (30) days of the Port's request for review. The Section Manager's decision shall be Ecology's final decision on the disputed matter.

2. The Parties agree to only utilize the dispute resolution process in good faith and agree to expedite, to the extent possible, the dispute resolution process whenever it is used.

3. Implementation of these dispute resolution procedures shall not provide a basis for delay of any activities required in this Order, unless Ecology agrees in writing to a schedule extension.

#### **J. Extension of Schedule**

1. An extension of schedule shall be granted only when a request for an extension is submitted in a timely fashion, generally at least thirty (30) days prior to expiration of the deadline for which the extension is requested, and good cause exists for granting the extension. All extensions shall be requested in writing. The request shall specify:

- a. The deadline that is sought to be extended;
- b. The length of the extension sought;
- c. The reason(s) for the extension; and
- d. Any related deadline or schedule that would be affected if the extension were granted.

2. The burden shall be on the Port to demonstrate to the satisfaction of Ecology that the request for such extension has been submitted in a timely fashion and that good cause exists for granting the extension. Good cause may include, but may not be limited to:

a. Circumstances beyond the reasonable control and despite the due diligence of the Port including delays caused by unrelated third parties or Ecology, such as (but not limited to) delays by Ecology in reviewing, approving, or modifying documents submitted by the Port; or

b. Acts of God, including fire, flood, blizzard, extreme temperatures, storm, or other unavoidable casualty.

However, neither increased costs of performance of the terms of this Order nor changed economic circumstances shall be considered circumstances beyond the reasonable control of the Port.

3. Ecology shall act upon any written request for extension in a timely fashion. Ecology shall give the Port written notification of any extensions granted pursuant to this Order. A requested extension shall not be effective until approved by Ecology. Unless the extension is a substantial change, it shall not be necessary to amend this Order pursuant to Section VIII.K L (Amendment of Order) when a schedule extension is granted.

4. An extension shall only be granted for such period of time as Ecology determines is reasonable under the circumstances. Ecology may grant schedule extensions exceeding ninety (90) days only as a result of:

a. Delays in the issuance of a necessary permit which was applied for in a timely manner; or

b. Other circumstances deemed exceptional or extraordinary by Ecology.

#### **K. Amendment of Order**

The project coordinators may verbally agree to minor changes to the work to be performed without formally amending this Order. Minor changes will be documented in writing by Ecology within seven (7) days of verbal agreement.

Except as provided in Section VIII.L (Reservation of Rights), substantial changes to the work to be performed shall require formal amendment of this Order. This Order may only be formally amended by the written consent of both Ecology and the Port. The Port shall submit a

written request for amendment to Ecology for approval. Ecology shall indicate its approval or disapproval in writing and in a timely manner after the written request for amendment is received. If the amendment to this Order represents a substantial change, Ecology will provide public notice and opportunity to comment. Reasons for the disapproval of a proposed amendment to this Order shall be stated in writing. If Ecology does not agree to a proposed amendment, the disagreement may be addressed through the dispute resolution procedures described in Section VIII.I (Resolution of Disputes).

**L. Reservation of Rights**

This Order is not a settlement under Chapter 70.105D RCW. Ecology's signature on this Order in no way constitutes a covenant not to sue or a compromise of any of Ecology's rights or authority. Ecology will not, however, bring an action against the Port to recover remedial action costs paid to and received by Ecology under this Order. In addition, Ecology will not take additional enforcement actions against the Port regarding remedial actions required by this Order, provided the Port complies with this Order.

With respect to the work required under this Order, Ecology nevertheless reserves its rights under Chapter 70.105D RCW, including the right to require additional or different remedial actions at the Site should it deem such actions necessary to protect human health and the environment, and to issue orders requiring such remedial actions. Ecology also reserves all rights regarding the injury to, destruction of, or loss of natural resources resulting from the release or threatened release of hazardous substances at the Site.

**M. Transfer of Interest in Property**

No voluntary conveyance or relinquishment of title, easement, leasehold, or other interest in any portion of the Site shall be consummated by the Port without provision for continued implementation of all requirements of this Order and implementation of any remedial actions found to be necessary as a result of this Order.

Prior to the Port's transfer of any interest in all or any portion of the Site, and during the effective period of this Order, the Port shall provide a copy of this Order to any prospective purchaser, lessee, transferee, assignee, or other successor in said interest; and, at least thirty (30) days prior to any transfer, the Port shall notify Ecology of said transfer. Upon transfer of any interest, the Port shall restrict uses and activities to those consistent with this Order and notify all transferees of the restrictions on the use of the property.

**N. Indemnification**

The Port agrees, to the extent permitted by law, to indemnify and save and hold the State of Washington, its employees, and agents harmless from any and all claims or causes of action for death or injuries to persons or for loss or damage to property to the extent arising from or on account of acts or omissions of the Port, its officers, employees, agents, or contractors in entering into and implementing this Order. However, the Port shall not indemnify the State of Washington nor save nor hold its employees and agents harmless from any claims or causes of action to the extent arising out of the negligent acts or omissions of the State of Washington, or the employees or agents of the State, in entering into or implementing this Order.

**IX. SATISFACTION OF ORDER**

The provisions of this Order shall be deemed satisfied upon the Port's receipt of written notification from Ecology that the Port has completed the remedial activity required by this Order, as amended by any modifications, and that the Port has complied with all other provisions of this Agreed Order.

**X. ENFORCEMENT**

Pursuant to RCW 70.105D.050, this Order may be enforced as follows:

- A. The Attorney General may bring an action to enforce this Order in a state or federal court.
- B. The Attorney General may seek, by filing an action, if necessary, to recover amounts spent by Ecology for investigative and remedial actions and orders related to the Site.



C. In the event the Port refuses, without sufficient cause, to comply with any term of this Order, the Port will be liable for:

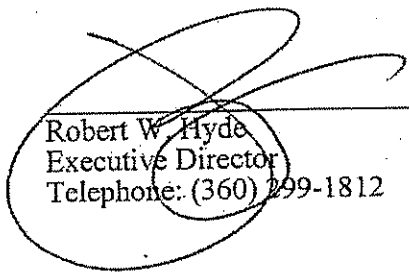
a. Up to three (3) times the amount of any costs incurred by the State of Washington as a result of its refusal to comply; and

b. Civil penalties of up to twenty-five thousand dollars (\$25,000) per day for each day it refuses to comply.

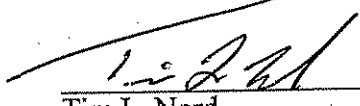
D. This Order is not appealable to the Washington Pollution Control Hearings Board. This Order may be reviewed only as provided under RCW 70.105D.060.

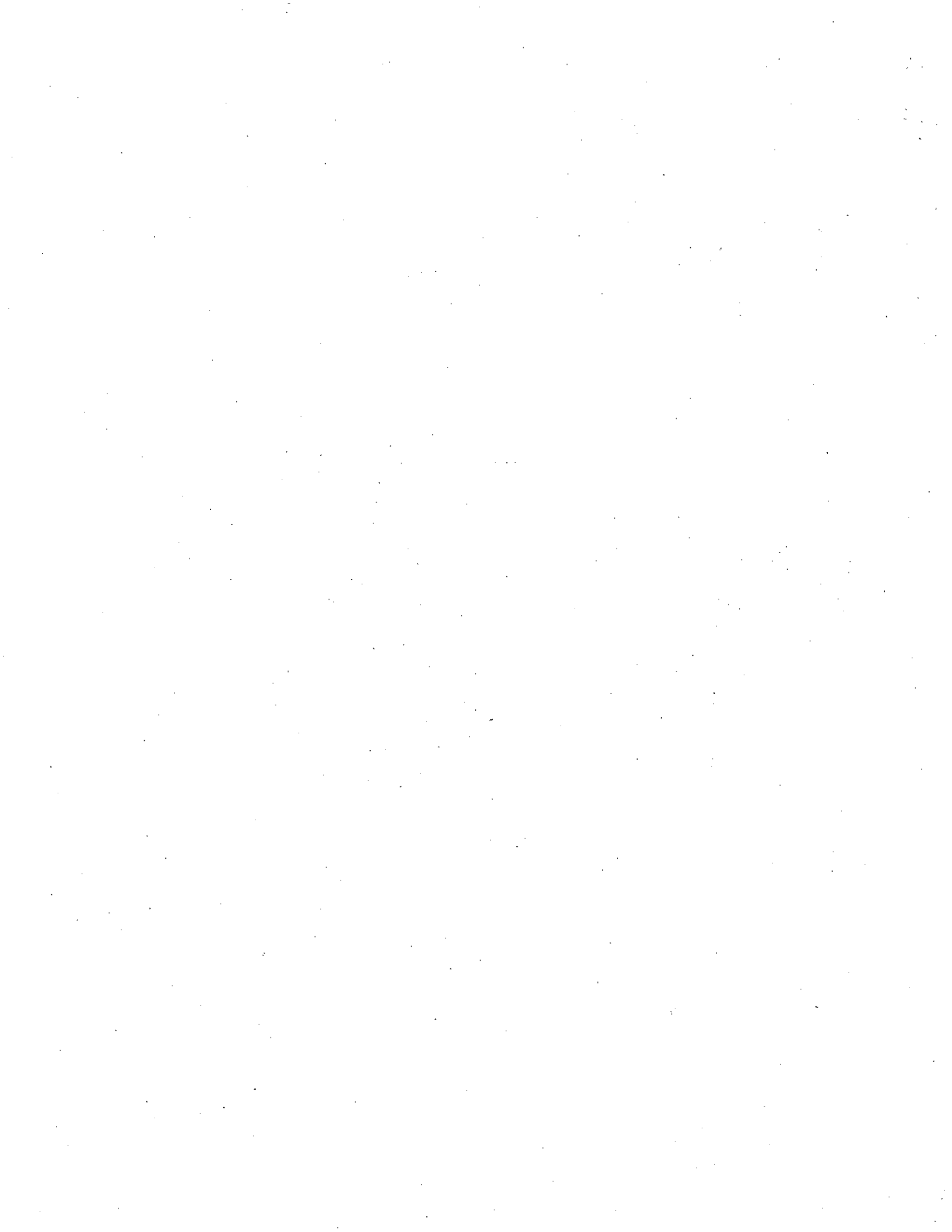
Effective date of this Order: November 26, 2008

**PORT OF ANACORTES**

  
Robert W. Hyde  
Executive Director  
Telephone: (360) 299-1812

**STATE OF WASHINGTON,  
DEPARTMENT OF ECOLOGY**

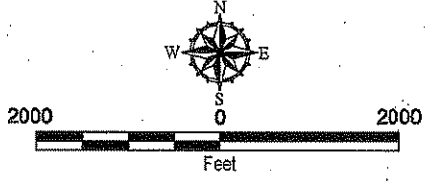
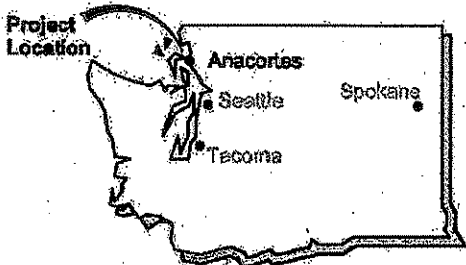
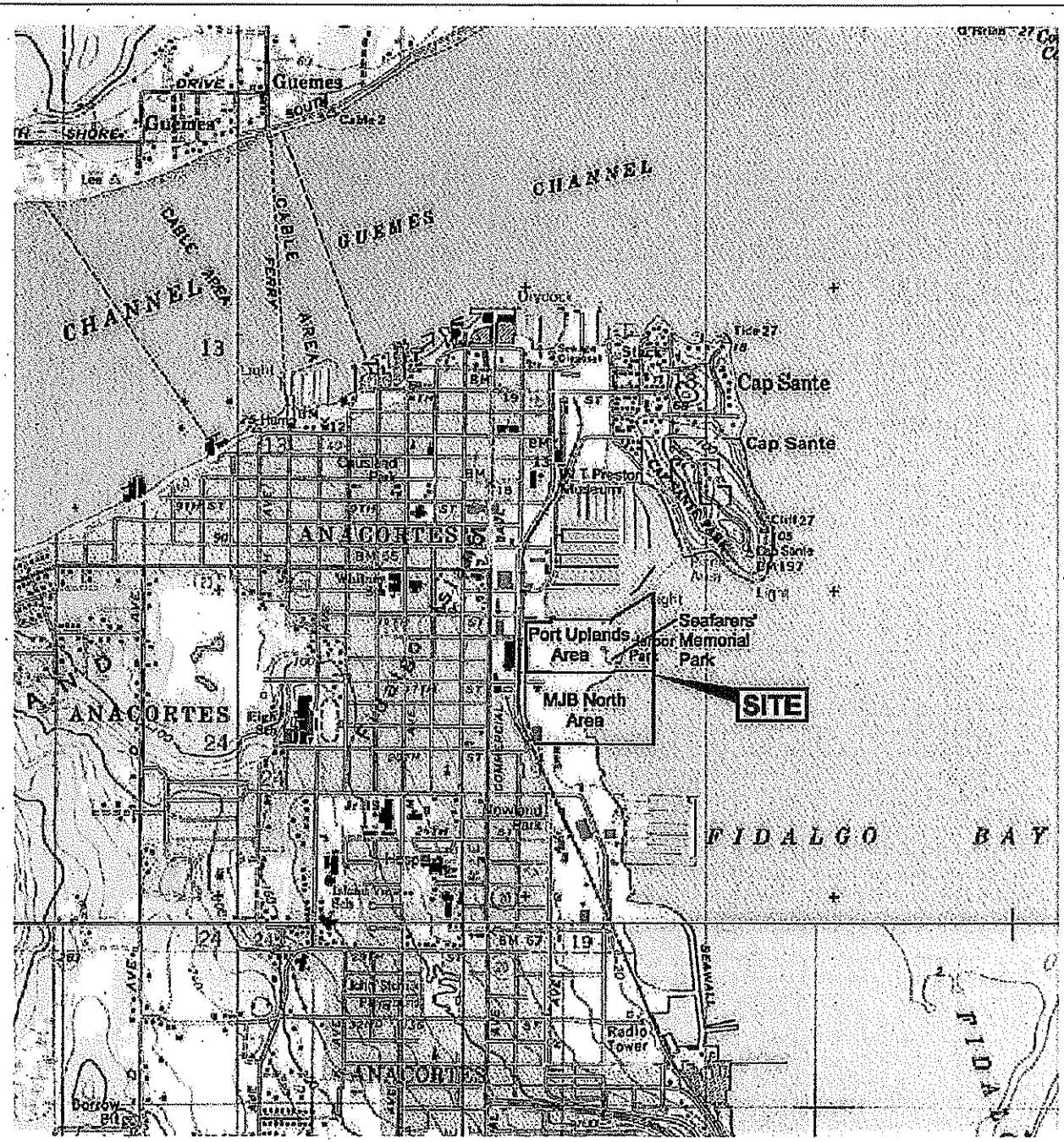
  
Tim L. Nord  
Section Manager  
Toxics Cleanup Program  
Land & Aquatic Lands Cleanup Section  
Telephone: (360) 407-7226




**EXHIBIT - A**



W:\SEATTLE\PROJECTS\1515147007\02\CAD\APRIL 08 RI FIGURES\1514700702\FI.DWG\1TAB.FI MODIFIED BY LANOWLTON ON MAR 18, 2008 - 13:36



<b>Vicinity Map</b>	
Scott Paper Mill Anacortes, Washington	
<b>GEOENGINEERS</b> 	<b>Figure 1</b>

Source: PDF of Figure 1, Vicinity Map, provided by Landau Associates, dated 10/05/06.



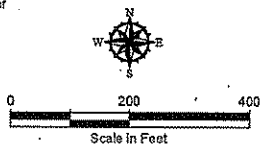



P:\151617071\02\CAD\16-Cases\16-Figures\1617071\Fig 2.dwg (TAB\FZ) created by TPO/oup on Jul, 11, 2006 - 1514

Source: AutoCAD figure provided by Landau Associates, dated September 2005. Base map source: David C. Smith and Associates, July 2004.

**Legend**

MW-111  Monitoring Well with Designation.



<b>Site Plan</b>	
Scott Paper Mill Anacortes, Washington	
<b>GEOENGINEERS</b> 	Figure 2

