

# Blakely Harbor Park Responsiveness Summary

Today's Date: June 3, 2020

Cleanup Site ID: 14770

Facility ID: 60939

Address: Blakely Avenue and 3-T Road, Bainbridge Island

County: Kitsap

Ecology held a comment period from March 2 to April 1, 2020, giving the public an opportunity to comment on Ecology's draft Agreed Order, Public Participation Plan, and State Environmental Policy Act determination regarding environmental cleanup at the Blakely Harbor Park Site. Ecology received three public comments during the comment period. No comments resulted in significant change in the planning documents, which have been finalized.

## Documents for public review during the comment period

- Agreed Order
- Public Participation Plan
- State Environmental Cleanup Act checklist and determination of non-significance

## Site background

Blakely Harbor Park (site), generally located at Blakely Avenue & 3-T Road, Bainbridge Island, WA 98110, is one of several sites that have been prioritized for cleanup under the State's Puget Sound Initiative. Between 1864, and 1922, a sawmill operated on the site. At its peak, the mill produced 100 million board feet of lumber per year. Today, Bainbridge Island Metro Park and Recreation District maintains 40 acres within the former mill property for recreational uses. Currently, the remainder of the former mill property is privately owned.

Wood waste is present in marine sediment as a result of historic site uses. Recent sediment sampling identified contaminants associated with historic sawmill operations including metals, phenols, polycyclic aromatic hydrocarbons, and dioxins/furans above state standards. Additional testing will further assess the extent of contamination in the uplands and sediments. Contaminant concentrations do not currently pose an imminent threat to human health.

Ecology plans to work with Port Blakely to investigate soil, groundwater and sediment at the site, and to develop a cleanup action plan. This plan will identify appropriate remedial actions.

## Comments and responses

All three comments we received and their responses are attached in full.

Commenter	Affiliation	Date submitted
Maradel Gale	None given	March 17, 2020
Nam Siu	Washington Department of Fish and Wildlife	March 27, 2020
Michael L. Dunning	Perkins Coie, representing Bainbridge Island Park District	March 31, 2020

# Maradel Gale

Thank you for the informative webinar on March 17. My comment on that format is that the names of the attendees should be visible to all of the attendees. Were I at a public meeting in person, I could look around the room and identify many of the people. In future web-based meetings, please enable visibility of all.

Regarding the Agreed Order, on page 4 under V.A, Blakely Harbor is located on the southwest shore of Bainbridge Island. This should be the southeast shore.

Also on page 4, the Bainbridge Island Metro Parks and Recreation District is identified as a potentially liable party, presumably because the BIMPRD now owns the property and operates it as a park. In this document, this is the only mention of BIMPRD. Does that mean that there is no further liability of the Park District in this cleanup program?

On page 15 of the Agreed Order, it is stated that information will be deposited at the Poulsbo Library. Shouldn't this be the Bainbridge Island branch of the Kitsap Regional Library?

The Public Participation program looks very adequate to me. And I have found your website related to this project very easy to navigate.

Thank you.  
Maradel Gale



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DEPARTMENT OF ECOLOGY

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June 3, 2020

Re: Response to comment received on Blakely Harbor Park Agreed Order

Dear Maradel Gale:

Thank you for your comments regarding the draft Agreed Order for cleanup at Blakely Harbor Park. We will make amendments to the Agreed Order regarding library and site locations. Names of the meeting participants were hidden due to privacy concerns.

Currently Bainbridge Island Metro Parks and Recreation District (BI) have decided not to be a signatory to the Agreed Order. This decision does not change their status as a Potentially Liable Party. BI Parks may choose to become a signatory in the future.

Ecology will continue to work with the park district to ensure that site access for activities in the Agreed Order will occur while maximizing public safety and minimizing impacts to the public's continued use of the park.

If you have any further questions or concerns, I can be reached at [john.evered@ecy.wa.gov](mailto:john.evered@ecy.wa.gov).

Sincerely,

John Evered  
Cleanup Project Manager  
Toxics Cleanup Program



State of Washington  
**DEPARTMENT OF FISH AND WILDLIFE**  
Coastal Region • Region 6 • 48 Devonshire Road, Montesano, WA 98563-9618  
Telephone: (360) 249-4628 • Fax: (360) 249-1229

Friday, March 27, 2020

John Evered  
Site Manager, Toxics Cleanup Program  
PO Box 47600, Olympia, WA 98504-7600

To Mr, Evered,

**SUBJECT: WDFW Comment on Blakely Harbor Cleanup and Draft Agreed Order**

The Washington Department of Fish and Wildlife (WDFW) appreciates this opportunity to review and provide comments regarding the Draft Agreed Order and the proposed toxics cleanup at Port Blakely Park. This project is of interest to WDFW because Blakely Harbor hosts important estuarine and marine habitats of special concern for various fish and wildlife species including several that are threatened or endangered. WDFW hopes that the following general comments will be taken into consideration during the development of a full cleanup plan for Blakely Harbor.

There are two fish bearing streams at the head of Blakely Harbor with documented Coho Salmon and Cutthroat Trout. Moreover, the nearshore habitat within the harbor is utilized by all species of juvenile salmonids including Endangered Species Act (ESA) listed Puget Sound Chinook and Steelhead. Fish use of these streams, their estuary, and the surrounding habitat processes at the head of the harbor are restricted and impeded by the manmade jetties historically associated with the mill and now Park. Additionally, fish passage barriers on the streams within and immediately upstream of the Park limit access to miles of healthy habitat. The removal of the jetties would allow for habitat restoring processes to heal the bay of historical and ongoing impacts as well as allow access to important estuarine rearing and foraging habitats for salmonids in Blakely Harbor supporting the survival and recovery of these species. Additionally, Surf Smelt, an important forage fish species in the diet of salmonids as well as other marine mammals, are documented to spawn within Blakely Harbor in close vicinity to the Park. Given the historical development and impacts on the shoreline, it is likely that removal of wood waste and shoreline armoring at the Park combined with beach nourishment with forage fish spawning sediment can restore a significant area for Surf Smelt spawning. Lastly, Eelgrass a submerged aquatic vascular plant and nursery habitat for various fish including salmonids and Surf Smelt, is documented in the subtidal nearshore areas of Blakely Harbor. Eelgrass is likely impacted and limited by historical wood waste from the mill which can be restored by the removal of wood waste, capping with clean sediment, and transplanting Eelgrass from healthy donor beds from within the harbor to reestablish beds at the cleanup site.

Regarding the Draft Agreed Order, WDFW's concern and comments are on two of the potential interim actions listed; 1) soil or sediment removal, and 2) shoreline stabilization such as bulkhead repair, erosion

or seepage control, and grading or clearing. Depending on scope and scale, both interim actions has the potential to negatively impact fish and fish habitats. Soil or sediment and removal on the shoreline may alter the littoral drift, supply, and transfer of beach sediment, as well as its composition. Shoreline stabilization may also have similar impacts in addition to changing wave energy, erosion and accretion patterns, as well as loss of beach habitat. Both activities can potentially cause turbidity and siltation in Blakely Harbor negatively impacting juvenile salmonid migration and forage fish spawning. Accordingly, if any of those interim actions are to be taken WDFW should be consulted and consider WAC 220-660 and impacts to fish and wildlife habitats.

We believe there is a lot of potential to improve the fish and wildlife habitat in Blakely Harbor as a part of this toxics cleanup project and WDFW is supportive of the effort. WDFW looks forward to working with Depart of Ecology and stakeholders of Port Blakely Park to ensure the best restoration outcome for this project.

Thank you for the opportunity to provide these comments. If you have any questions, please contact me at 360-280-3572.

Respectfully,

A handwritten signature in black ink, appearing to read 'Nam Siu', with a long horizontal stroke extending to the right.

Nam Siu  
**Area Habitat Biologist for North Kitsap County**  
**Washington Department of Fish and Wildlife**  
**Nam.Siu@dfw.wa.gov**



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June 3, 2020

Nam Siu  
Area Habitat Biologist for North Kitsap County  
Washington Department of Fish and Wildlife, Region 6  
48 Devonshire Road  
Montesano, WA 98563-9618

**Re: Response to WDFW Comment on Blakely Harbor Cleanup and Draft Agreed Order**

Dear Nam Siu

Thank you for your comment letter dated March 27, 2020, regarding the draft Agreed Order at Blakely Harbor Park. Currently, the scope of the draft Agreed Order is to complete a remedial investigation and feasibility study to further delineate contamination and identify potential cleanup alternatives. Until these activities have been completed and a draft cleanup action is developed, the scope of the preferred cleanup action is unknown.

Ecology agrees that through the removal of contaminated soils, sediments, and unnatural wood waste deposits, the quality of forage fish spawning habitats and eelgrass communities can be improved. The selected remedy, be it soil/sediment removal, shoreline stabilization or other, will be designed to include best management practices designed to minimize short term environmental impacts. Ecology will ensure WDFW is consulted of all major project milestones until the next project formal public comment period.

Sincerely,

John Evered  
Cleanup Project Manager  
Toxics Cleanup Program

March 31, 2020

Michael L. Dunning  
MDunning@perkinscoie.com  
D. +1.206.359.3464  
F. +1.206.359.4464

**VIA EMAIL & U.S. MAIL**

John Evered  
Site Manager  
Toxics Cleanup Program, Dept. of Ecology  
PO Box 47600  
Olympia, WA 98504-7600

**Re: Bainbridge Island Metro Parks and Recreation District Comments on Draft Agreed Order No. 16944 and Blakely Harbor Park cleanup process**

Dear Mr. Evered:

On behalf of the Bainbridge Island Metropolitan Park & Recreation District (“Park District”), I am providing the following comments regarding Draft Agreed Order No. 16944 (“AO”) for the Blakely Harbor Park Cleanup Site (“Site”). The Park District’s comments also include information in response to questions from the public during the March 17, 2020 webinar hosted by the Department of Ecology (“Ecology”) regarding the Site and AO. As the owner of Blakely Harbor Park, we also attach the site plan for Blakely Harbor Park (“Park”) and provide additional comments regarding the cleanup process.

During the March 17 webinar, members of the public asked questions regarding the Park District’s role and whether it was a party to the AO. As Ecology knows, the Park District made the considered and difficult decision not to sign the AO because the Park District, as a small local government agency, has no budget to undertake what may be a multi-million-dollar cleanup. Last year, the Park District worked for months with Ecology to evaluate opportunities for cleanup cost grant funding through the agency’s Remedial Action Grant program. Unfortunately, Ecology could provide no assurance that any grant funds would be provided to the District. And, even if some funds may be available for the District at some future point, the amount of those funds was uncertain and, in any event, would not be available until 2021. Ecology was also unwilling to delay the cleanup and completion of the AO until such time as the grant situation was clear. The Park District also spent months discussing a possible cost-sharing agreement with Port Blakely Tree Farms (“PBTF”). Unfortunately, the Park District and PBTF were also unable to reach agreement. Thus, the Park District could not sign the AO and legally obligate itself to participate in the cleanup without any funding mechanism to pay for that obligation. Should the grant situation change, the Park District would be pleased to discuss possible participation in the cleanup under the AO at a future date. The Park District appreciates

PBTF, as the corporate successor to the entities that owned and operated the mill, moving forward with Ecology to clean up the Site.

However, even though the Park District was unable to enter into the AO for the reasons discussed above, it is the owner of the park and operates it for the benefit of the public. Consistent with its role and its mission, the Park District will therefore closely monitor cleanup activities. The park has been a community asset for many years and the cleanup must consider the park's uses, which are set by the Park District. The Park District should be consulted throughout the cleanup process to ensure the cleanup is consistent with park use and public access. Accordingly, Ecology should understand and be guided by the park's design elements. The Park District's experience with the federal Superfund cleanup of the Former Wycoff/Eagle Harbor Site and the Park District's Pritchard Park have shown that ensuring the regulatory agencies receive early design guidance acts as an important part of cleanup planning. For the cleanup of Blakely Harbor Park under State oversight to be successful, the park's purpose and design must be recognized in the first phases of the cleanup's investigation phase. This was a key ingredient in working with EPA on a proposed remedy at the former Wycoff/Eagle Harbor Site and Pritchard Park. For that cleanup process under Superfund, this early identification provided key guidance in developing cleanup standards and preserving future uses for the property.

Blakely Harbor Park's intended purpose is outlined below, and I attach the park's 2013 site plan ("park plan"). The park plan describes areas where the passive park elements and water access opportunities are attached to the present design and park uses. As part of Ecology's oversight of cleanup work under the proposed AO with PBTF, we understand that the assessment of potential cleanup actions will be reviewed at a subsequent stage in the process once site sampling, analysis and investigation are complete. The Park District's position is that any proposed cleanup remedy for the park must consider and incorporate the passive park and water access elements attached to this important Bainbridge Island park site.

As shown in the attached park plan, water access and passive uses are integrated into site design reflecting the purposes for the park. These design elements also reflect the original grant covenants from the State of Washington in 1999 for the property's purchase. The park's design also reflects the local public process that the Park District engaged in with our community and that were incorporated into the design. Park site elements are:

- Log Pond Trail

This trail integrates visitor overlooks/viewpoints and is provided with interpretative signage and is a key focus area for first phase landscape restoration.

- Salt Marsh

Protection, restoration and enhancement are the key focuses for this park site area.

- Meadow

Informal play and provision for annual art installations, interpretative signage.

- Jetty Bridge and Beaches

Provides the public with access to views of downtown Seattle and log pond, and beach access to the north loop and shore.

- Honeymoon Trail

The trail's name derives from the Port Blakely mill town era, and this trail is to be provided with historical and interpretative signage.

- Historic Mill Community

This area is the focus of current investigation by Ecology's site investigation for upland contaminants from the mill's burner. The area provides overlook views of Blakely Harbor, and is the location for car top boat launch.

- Generator Building

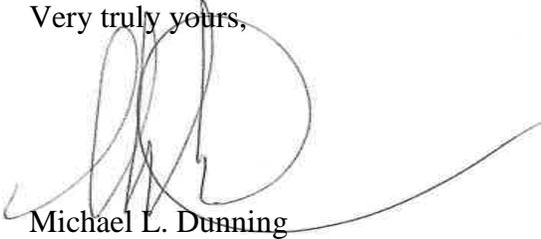
This is the remnant concrete structure from the last of three mills built on the site. The park plan calls for its adaptive reuse for interpretative resource or that it be removed should restoration of the salt marsh be feasible.

We provide the park plan with the understanding from our discussions with Ecology that it will serve as an important reference for Ecology and the cleanup process. The Park District will continue to be engaged and involved as our resources allow and we are ready to partner with Ecology and PBTF as the cleanup process goes forward and potential remedies are detailed.

John Evered  
March 31, 2020  
Page 4

The Park District looks forward to a cleanup that is protective and consistent with the park's design.

Very truly yours,

A handwritten signature in black ink, appearing to read "Michael L. Dunning". The signature is fluid and cursive, with a long horizontal flourish extending to the right.

MLD  
Enclosure

cc: Park District Board Commissioners  
Terry Lande, Executive Director  
T. Perry Barrett, Senior Planner  
Hayes Gori, Park District General Counsel  
Rene Ancinas, Port Blakely Tree Farms  
Barry Rogowski, Ecology  
Kara Tebeau, Attorney General Office

ATTACHMENT

# Blakely Harbor Park

## Conceptual Landscape Plan



**Log Pond trail**  
Overlooks and natural interpretive signage restoration projects



**Salt marsh**  
Protect, restore and enhance



**Historic mill community**  
Harbor overlook car top boat launch investigate removal and revegetation of 3T Rd



**Meadow**  
Mow seasonally for informal play and annual art installations



**Honeymoon trail**  
Overlooks and historical interpretive signage



**Jetty bridge and beaches**  
Harbor and Seattle views, beach access



**Generator building**  
Adaptive reuse and interpretive resource or remove building and restore salt marsh





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June 3, 2020

Michael Dunning  
Perkins Coie  
1201 Third Avenue  
Seattle, WA, 98101-3099

**Re: Response to Bainbridge Island Metro Parks and Recreation District Comments  
on Draft Agreed Order No.16944 and Blakely Harbor Park Cleanup Process**

Dear Michael Dunning:

The Department of Ecology would like to thank you for sending the March 31, 2020 letter regarding the draft Agreed Order at Blakely Harbor Park, and for the background information on the Bainbridge Island Metro Parks and Recreation District (BI Parks) decision to not sign the Agreed Order.

Unfortunately, Ecology cannot provide any assurances on Remedial Action Grant (RAG) funding until the formal solicitation process has been completed, all received applications have been ranked, and the state legislature allocates funding through the budget. Ecology encourages BI Parks to apply for RAG funding in the future. One of the key applicant evaluation criteria is whether they are party to an effective order or decree.

Ecology appreciates the information contained in the 2013 BI Parks 'parks plan', and will coordinate with BI Parks through the upcoming remedial investigation and feasibility study phase. The results of the remedial sampling, along with the current and documented future use at Blakely Harbor Park, will be taken in to account during the development of any potential cleanup alternatives.

Sincerely,

John Evered  
Cleanup Project Manager  
Toxics Cleanup Program